URBP7004 STRATEGIC PLANNING STUDIO
CHAN, Lok Hang Michael
DAS, Anutosh
LEONG, Sin Ying Coby
MAN, Ho Yin Wilson
NGAN, Pak Lun Peter
TANG, Yuen Ting Kitty
TSANG, Tsz Man Cheryl
TSE, Yi Lam Gloria
Plantopia is a professional planning consultancy firm with extensive experience in conducting local, overseas and inter-regional planning consulting projects.

We are committed to providing high standards of professional, innovative and practical solutions.
EXECUTIVE SUMMARY

Strategic planning is crucial in guiding the development direction and land use to cater for local growth and embrace the external challenges in the future. In the light of its importance to Hong Kong, a holistic review and a series of literature reviews, stakeholder interviews and international case studies have been conducted. **9 key issues** of strategic planning in Hong Kong are identified and **6 recommendations** are formulated in the vision of making Hong Kong’s strategic spatial planning **transparent, proactive and responsive**.

**Major Findings**

15 interviews were conducted with stakeholders from backgrounds of planning authority, professionals and public representatives. Together with detailed international reviews on 8 cities, namely Singapore, Kuala Lumpur, Copenhagen, New York City, Melbourne, Sydney, Seoul, and Shenzhen, the corresponding 9 key lessons are identified as below:

<table>
<thead>
<tr>
<th>Key Issues</th>
<th>Case Studies</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Urban Governance</strong></td>
<td></td>
</tr>
<tr>
<td>1. Institutional collaboration: Lack of synchronised practices and consolidation across departments</td>
<td>Singapore and New York City</td>
</tr>
<tr>
<td>2. Community participation: Inadequate community participation throughout the plan-making process</td>
<td>Singapore, Melbourne and Seoul</td>
</tr>
<tr>
<td>3. Executive capacity: Ambiguous role of PlanD and strategic spatial plans</td>
<td>Copenhagen and Melbourne</td>
</tr>
<tr>
<td><strong>Urban Policy</strong></td>
<td></td>
</tr>
<tr>
<td>4. Adequacy of methods: Over-reliance on quantitative aspect and unreliability of planning methods</td>
<td>Singapore, Kuala Lumpur and New York City</td>
</tr>
<tr>
<td>5. Multi-stakeholder partnership: Unrepresentativeness and inadequate involvement of various sectors at different stages</td>
<td>Singapore, Copenhagen and Melbourne</td>
</tr>
<tr>
<td>6. Comprehensiveness of strategies: Incomprehensive coverage and balancing of different strategic focuses</td>
<td>Copenhagen, New York City, Melbourne and Shenzhen</td>
</tr>
<tr>
<td><strong>Urban Planning and Design</strong></td>
<td></td>
</tr>
<tr>
<td>7. Responsiveness of review mechanism: Limited review for strategic plans to update the progress</td>
<td>Singapore, New York City and Sydney</td>
</tr>
<tr>
<td>8. Coordination with local plans: No regular time frame to translate strategic plans into local actions</td>
<td>Singapore, Sydney and Seoul</td>
</tr>
<tr>
<td>9. Information diffusion: Insufficient effort to bridge the knowledge gap between government and public</td>
<td>Singapore, Kuala Lumpur and Seoul</td>
</tr>
</tbody>
</table>
**Major Recommendations**

With the reference of the international experience, the following recommendations and their actions are proposed to improve the transparency, proactiveness and responsiveness of the strategic spatial planning in Hong Kong.

### Improving Transparent in Governance

**Recommendation 1:** Set up a working group for coordination between departments
- Action 1-1: Set up a cross-departmental working group for strategic planning matters
- Action 1-2: Prepare implementation plans to identify the lead responsibilities

**Recommendation 2:** Widen the scope and variety of consultation exercise throughout the planning process
- Action 2-1: Organise consultation and PE with more stakeholders at earlier stages
- Action 2-2: Diversify the consultation format to broaden the scope of stakeholder involvement
- Action 2-3: Formulate a communication plan to bridge the knowledge gap between planning authority and various stakeholders

### Improving Proactiveness in Policies

**Recommendation 3:** Establish an all-in-one portal to facilitate the provision of more updated and accurate baseline data for strategic planning
- Action 3-1: Optimise the cross-departmental data-sharing platform for synchronisation of database
- Action 3-2: Invite private and intellectual institutions to share the planning related data in the portal
- Action 3-3: Provide more accessible platforms for data sharing to the public

**Recommendation 4:** Extend the international benchmarking and dimensions of sustainability contents
- Action 4-1: Set up a cross-departmental task force for sustainability issues in strategic planning
- Action 4-2: Benchmark with the updated international standard for targeting and monitoring
- Action 4-3: Introduce more strategies in addressing dimensions other than development capacity

### Improving Responsiveness in Planning and Design

**Recommendation 5:** Introduce a regular review mechanism with annual monitoring
- Action 5-1: Set out monitoring plan with annual measurable targets
- Action 5-2: Publish periodic reports with reference to the reporting schedules set in monitoring plan
- Action 5-3: Review the monitoring reports in the new strategic plan

**Recommendation 6:** Establish a new unit under PlanD to coordinate translation of strategic plans and local plans with the provision of guideline
- Action 6-1: Publish guideline to the translation of strategic plan to local plan
- Action 6-2: Set up a unit under Strategic Planning Section to coordinate the translation of plan

### Way forward

This report recognised the importance of strategic spatial planning for a city. Beyond the recommendation, it is still essential for us to further explore other possibilities in improving our well-developed strategic spatial planning.
# TABLE OF CONTENTS

1. **INTRODUCTION** .................................................................................................................. 1
   1.1 OVERVIEW ...................................................................................................................... 1
   1.2 STUDY BACKGROUND AND SCOPE ............................................................................ 1
   1.3 VISION STATEMENT ...................................................................................................... 1
   1.4 STUDY GOAL AND OBJECTIVES .................................................................................. 2
   1.5 STUDY PROCESS AND METHODOLOGY ...................................................................... 2
   1.6 STUDY MANAGEMENT ................................................................................................. 5
   1.7 STRUCTURE OF THE REPORT ...................................................................................... 6

2. **LITERATURE REVIEW: STRATEGIC SPATIAL PLANNING** .............................................. 7
   2.1 EVOLUTION ................................................................................................................... 7
   2.2 CHARACTERISTICS ....................................................................................................... 7
   2.3 ANALYTICAL FRAMEWORK ......................................................................................... 8
   2.4 CHAPTER CONCLUSION: SUMMARY OF LITERATURE REVIEW .................................. 10

3. **OVERVIEW OF STRATEGIC SPATIAL PLANNING IN HONG KONG** .............................. 11
   3.1 EVOLUTION ................................................................................................................... 11
   3.2 INTRODUCTION OF HK2030+ .................................................................................... 12
   3.3 CHAPTER CONCLUSION: OVERVIEW OF HONG KONG’S STRATEGIC SPATIAL PLANNING ....................................................................................... 14

4. **KEY ISSUES IDENTIFICATION** ......................................................................................... 15
   4.1 KEY ISSUE 1: LACK OF SYNCHRONISED PRACTICES AND CONSOLIDATION ACROSS DEPARTMENTS .......................................................... 15
   4.2 KEY ISSUE 2: INADEQUATE COMMUNITY PARTICIPATION THROUGHOUT THE PLAN-MAKING PROCESS .................................................. 17
   4.3 KEY ISSUE 3: AMBIGUOUS ROLE OF PLAN D AND STRATEGIC SPATIAL PLANS ...................................................................................... 19
   4.4 KEY ISSUE 4: OVER-RELIANCE ON QUANTITATIVE ASPECT AND UNRELIABILITY OF PLANNING METHODS ............................................................................. 21
   4.5 KEY ISSUE 5: UNREPRESENTATIVENESS AND INADEQUATE INVOLVEMENT OF VARIOUS SECTORS AT DIFFERENT STAGES .................................................................................. 23
   4.6 KEY ISSUE 6: INCOMPREHENSIVE COVERAGE AND BALANCING OF DIFFERENT STRATEGIC FOCUSES ........................................................................ 25
   4.7 KEY ISSUE 7: LIMITED REVIEW FOR STRATEGIC PLANS TO UPDATE THE PROGRESS ...................................................................................... 27
   4.8 KEY ISSUE 8: NO REGULAR TIMEFRAME TO TRANSLATE STRATEGIC PLANS INTO LOCAL ACTIONS .............................................................. 28
   4.9 KEY ISSUE 9: INSUFFICIENT EFFORT TO BRIDGE THE KNOWLEDGE GAP BETWEEN GOVERNMENT AND PUBLIC ........................................... 31
   4.10 CHAPTER CONCLUSION: KEY ISSUES AND IMPROVEMENT DIRECTIONS .................. 33

5. **INTERNATIONAL EXPERIENCE** ....................................................................................... 34
   5.1 OVERVIEW OF INTERNATIONAL CASES ..................................................................... 34
   5.2 IMPROVEMENT DIRECTION 1: STRENGTHENING COLLABORATION BETWEEN DEPARTMENTS AND BUREAUS ............................................ 40
   5.3 IMPROVEMENT DIRECTION 2: PROMOTING WIDER SCOPE AND VARIETY OF PUBLIC ENGAGEMENT THROUGHOUT DIFFERENT STAGES OF THE PLANNING PROCESS ........................................ 41
5.4 IMPROVEMENT DIRECTION 3: REINFORCING THE EXECUTIVE POWER OF PLAN D AND THE IMPLEMENTABILITY OF STRATEGIC PLAN ................................................................. 44
5.5 IMPROVEMENT DIRECTION 4: EMPLOYING DATA-DRIVEN PLANNING TECHNOLOGY WHILE PUTTING MORE QUALITATIVE CONSIDERATION IN THE DESIGN OF PLANNING METHODS ................. 46
5.6 IMPROVEMENT DIRECTION 5: INVOLVING BROADER SCOPE OF KEY SECTORS THROUGHOUT DIFFERENT STAGES OF THE PLANNING PROCESS ........................................... 49
5.7 IMPROVEMENT DIRECTION 6: ASSESSING CAREFULLY AND PROACTIVELY THE LONG-TERM PLANNING AMONG SUSTAINABILITY DomAINS .................................................. 52
5.8 IMPROVEMENT DIRECTION 7: REVIEWING THE PAST STRATEGIC PLANS AND PRACTICES MORE RESPONSIVELY ..... 55
5.9 IMPROVEMENT DIRECTION 8: GUIDING THE TRANSLATION OF STRATEGIC PLAN TO LOCAL PLANS WITHIN A REASONABLE TIME PERIOD ....................................................................... 57
5.10 IMPROVEMENT DIRECTION 9: DISSEMINATING THE PLAN CONTENTS THROUGH MORE APPROACHABLE AND ACCESSIBLE MEANS ............................................................................ 60
5.11 CHAPTER CONCLUSION: KEY LESSONS TO HONG KONG ......................................................................................... 62

6 IMPROVEMENT RECOMMENDATIONS AND ACTIONS .............................................................................................................. 64
6.1 KEY CONSIDERATIONS ........................................................................................................................................................................ 64
6.2 RECOMMENDATION 1: SET UP A WORKING GROUP FOR COORDINATION BETWEEN DEPARTMENTS ................................................. 66
6.3 RECOMMENDATION 2: WIDEN THE SCOPE AND VARIETY OF CONSULTATION EXERCISE THROUGHOUT THE PLANNING PROCESS ............................................................................................... 70
6.4 RECOMMENDATION 3: ESTABLISH AN ALL-IN-ONE PORTAL TO FACILITATE THE PROVISION OF MORE UPDATED AND ACCURATE BASELINE DATA FOR STRATEGIC PLANNING .................. 75
6.5 RECOMMENDATION 4: EXTEND THE INTERNATIONAL BENCHMARKING AND DIMENSIONS OF SUSTAINABILITY CONTENTS ............................................................................................................ 79
6.6 RECOMMENDATION 5: INTRODUCE A REGULAR REVIEW MECHANISM WITH ANNUAL MONITORING ................................. 84
6.7 RECOMMENDATION 6: ESTABLISH A NEW UNIT UNDER PLAN D TO COORDINATE TRANSLATION OF STRATEGIC PLANS AND LOCAL PLANS WITH THE PROVISION OF GUIDELINE ................................. 88
6.8 PHASING OF ACTION PLANS ................................................................................................................................................................. 91

7 WAY FORWARD ................................................................................................................................................................................................. 94
REFERENCES ................................................................................................................................................................................................. 95
APPENDIX I TEAM PROFILE .............................................................................................................................................................................. 102
APPENDIX II WORK PROGRAMME ................................................................................................................................................................. 104
APPENDIX III FRAMEWORK AND EVALUATION GUIDELINES .......................................................................................................................................... 106
APPENDIX IV LIST OF INTERVIEWEE ................................................................................................................................................................. 109
APPENDIX V INTERVIEW SUMMARY ................................................................................................................................................................. 110
APPENDIX VI STRATEGIC PLANNING IN HONG KONG ................................................................................................................................ 118
APPENDIX VII LIST OF RECOMMENDATIONS AND ACTIONS .......................................................................................................................... 121
LIST OF FIGURES

Figure 1. Study Framework......................................................................................................................................... 3
Figure 2. Study Management ....................................................................................................................................... 5
Figure 3. Analytical Framework .................................................................................................................................. 9
Figure 4. Overview of Strategic Spatial Plan in Hong Kong ......................................................................................... 11
Figure 5. Proposed Conceptual Spatial Framework of HK2030+ ................................................................................. 13
Figure 6. Major Study Task and Process of HK2030+ .............................................................................................. 14
Figure 7. Strategic Plans with Varying Time Spans and Different Publication Timepoints ........................................... 15
Figure 8. Comparison Between 2030 and 2030+ PE Schedule ..................................................................................... 17
Figure 9. Timeline of PE Exercise in HK2030+ ............................................................................................................ 19
Figure 10. Aspects of Sustainability Capacity in HK2030+ ........................................................................................ 26
Figure 11. Planning Hierarchy of Spatial Plans in Hong Kong ....................................................................................... 29
Figure 12. Drawing Competitions for HK2030+ ............................................................................................................ 32
Figure 13. Timeline of Strategic Plans in Singapore .................................................................................................... 36
Figure 14. Timeline of Strategic Plans in Kuala Lumpur .............................................................................................. 36
Figure 15. Timeline of Strategic Plans in Copenhagen ................................................................................................ 37
Figure 16. Timeline of Strategic Plans in New York City .............................................................................................. 37
Figure 17. Timeline of Strategic Plans in Melbourne .................................................................................................... 38
Figure 18. Timeline of Strategic Plans in Sydney ........................................................................................................... 38
Figure 19. Timeline of Strategic Plans in Seoul ............................................................................................................... 39
Figure 20. Timeline of Strategic Plans in Shenzhen ......................................................................................................... 39
Figure 21. Steering Committee for Concept Plan 2011 ................................................................................................. 40
Figure 22. Public Involvement in Concept Plan 2011 .................................................................................................... 42
Figure 23. The PE Exercise of “Vox Pops” in Melbourne ............................................................................................... 43
Figure 24. Planning Hierarchy of Copenhagen .............................................................................................................. 45
Figure 25. Implementation Plan specifying the Lead Agency and Supporting Partners for Each Action ................. 45
Figure 26. The Use of City Engine in 3D Modelling and Visualisation ........................................................................ 47
Figure 27. Application of Data-driven Planning in Strategic Plans .............................................................................. 48
Figure 28. Culture of Governance in Singapore ......................................................................................................... 49
Figure 29. The Collaborative Approach in Stakeholder Partnership for Climate Plan 2025 ........................................ 51
Figure 30. Partnership with Stakeholders in Long-term Land Use and Infrastructure Planning .................................... 51
Figure 31. Timeline of Review Process of OneNYC2050 ............................................................................................ 56
Figure 32. Interface of Greater Sydney Dashboard ..................................................................................................... 57
Figure 33. Planning Hierarchy in Sydney ...................................................................................................................... 58
Figure 34. Planning Hierarchy in Seoul ................................................................. 59
Figure 35. City’s Future Scenario Visualised by the Virtual Singapore .................. 60
Figure 36. Proposed Organisation Chart for the Working Group .......................... 67
Figure 37. Proposed PE Schedule with Three Stages ........................................... 71
Figure 38. Proposed Phasing of Various PE Formats ............................................. 72
Figure 39. Three-level Access of the Data-sharing Platform .................................. 76
Figure 40. Partnership with Private Institutions for Visualization of 3D City Model ............................................................. 77
Figure 41. ISO Standards on Sustainability Cities and Communities as Developed from SDGs .......................................................... 80
Figure 42. WHO Well-being Score in Hong Kong ................................................... 82
Figure 43. Proposed Schedule of Monitoring, Reporting and Review .................. 86
Figure 44. Proposed Organisational Structure of PlanD with the New "Plans Translation Unit" .......................................................... 89
Figure 45. Recommended Phasing of Action Plans ................................................ 93

LIST OF TABLES

Table 1. PE Methods in HK2030+: Format, Sessions and the Level of Interaction ........ 18
Table 2. Methods of Strategic Spatial Planning in Hong Kong During the Plan Preparation and Development Stages ................................. 21
Table 3. List of Members in HK2030+ Expert Advisory Panel .................................. 24
Table 4. Methods of Strategic Spatial Planning in Hong Kong During the Plan Implementation Stage .......................................................... 27
Table 5. Transaction Time from Strategic Plans to Local Plans .................................. 30
Table 6. Case Selection ......................................................................................... 34
Table 7. Summary of Strategic Spatial Practices of International Cases .................. 35
Table 8. Examples of Resilience Measures among Sectors in OneNYC2050 ................... 53
### ABBREVIATIONS AND ACRONYMS

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>3D</td>
<td>Three-dimensional</td>
</tr>
<tr>
<td>AFCD</td>
<td>Agricultural, Fisheries and Conservation Department</td>
</tr>
<tr>
<td>AMO</td>
<td>Antiquities and Monuments Office</td>
</tr>
<tr>
<td>AR</td>
<td>augmented reality</td>
</tr>
<tr>
<td>CEDD</td>
<td>Civil Engineering and Development Department</td>
</tr>
<tr>
<td>COP</td>
<td>Colony Outline Plan</td>
</tr>
<tr>
<td>CSDI</td>
<td>Common Spatial Data Infrastructure</td>
</tr>
<tr>
<td>DCP</td>
<td>Development Control Plan</td>
</tr>
<tr>
<td>DELWP</td>
<td>Department of Environment, Land, Water and Planning, The Victorian Planning Authority</td>
</tr>
<tr>
<td>DPO</td>
<td>District Planning Office</td>
</tr>
<tr>
<td>EIA</td>
<td>Environmental Impact Assessment</td>
</tr>
<tr>
<td>ELM</td>
<td>East Lantau Metropolis</td>
</tr>
<tr>
<td>EPD</td>
<td>Environmental Protection Department</td>
</tr>
<tr>
<td>GBA</td>
<td>Guangdong-Hong Kong-Macao Greater Bay Area</td>
</tr>
<tr>
<td>GIS</td>
<td>Geographic Information System</td>
</tr>
<tr>
<td>Greater PRD</td>
<td>Greater Pearl River Delta Region</td>
</tr>
<tr>
<td>GSC</td>
<td>Greater Sydney Commission</td>
</tr>
<tr>
<td>HK2030</td>
<td>Hong Kong 2030: Planning Vision and Strategy</td>
</tr>
<tr>
<td>HK2030+</td>
<td>Hong Kong 2030+: Towards a Planning Vision and Strategy Transcending 2030</td>
</tr>
<tr>
<td>HUR</td>
<td>Greater Copenhagen Authority</td>
</tr>
<tr>
<td>ITC</td>
<td>information communication technology</td>
</tr>
<tr>
<td>KLSP1984</td>
<td>Kuala Lumpur Structure Plan 1984</td>
</tr>
<tr>
<td>KLSP2020</td>
<td>Kuala Lumpur Structure Plan 2020</td>
</tr>
<tr>
<td>KLSP2040</td>
<td>Kuala Lumpur Structure Plan 2040</td>
</tr>
<tr>
<td>KLUO</td>
<td>Kuala Lumpur Urban Observatory</td>
</tr>
<tr>
<td>KPIs</td>
<td>Key Performance Indicators</td>
</tr>
<tr>
<td>LandsD</td>
<td>Lands Department</td>
</tr>
<tr>
<td>LCSD</td>
<td>Leisure, Cultural Services Department</td>
</tr>
<tr>
<td>LegCo</td>
<td>Legislative Council of Hong Kong</td>
</tr>
<tr>
<td>LEP</td>
<td>Local Environmental Plans</td>
</tr>
<tr>
<td>LSPS</td>
<td>Local Strategic Planning Statement</td>
</tr>
<tr>
<td>MTRC</td>
<td>MTR Corporation Limited</td>
</tr>
<tr>
<td>NDA</td>
<td>New Development Area</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-Governmental Organisation</td>
</tr>
<tr>
<td>NTN</td>
<td>North New Territories</td>
</tr>
<tr>
<td>NYC</td>
<td>New York City</td>
</tr>
<tr>
<td>NYMOS</td>
<td>Mayor’s Office of Sustainability, The New York City Government</td>
</tr>
<tr>
<td>O2P</td>
<td>Outline Zoning Plan</td>
</tr>
<tr>
<td>PE</td>
<td>Public Engagement</td>
</tr>
<tr>
<td>PlanD</td>
<td>Planning Department, The HKSAR Government</td>
</tr>
<tr>
<td>PPR</td>
<td>Hong Kong Preliminary Planning Report</td>
</tr>
</tbody>
</table>
Strategic Planning Approaches, Processes and Practices:
International Review and Lessons to Learn for HK2030+
Final Report

PRD  Pearl River Delta Region
SA   Sustainability Assessment
SDGs Sustainable Development Goals
SEA  Strategic Environmental Assessment
SGR  Smart, Green and Resilient
SLA  Save Lantau Alliance
SMG  Seoul Metropolitan Government
SUSDEV21 The Study on Sustainable Development for the 21st Century in Hong Kong
SWD  Social Welfare Department
TD   Transport Department
TDS  Territorial Development Strategy
TDSR Territorial Development Strategy Review
The/This review Strategic Planning Approaches, Processes and Practices: International review and Lessons to Learn for HK2030+
UN   United Nations
URA  Urban Renewal Authority
URA Singapore Urban Redevelopment Authority, The Government of Singapore
VR   Virtual Reality
WHO  World Health Organisation
WTO  World Trade Organisation
1 INTRODUCTION

1.1 OVERVIEW

1.1.1 In January 2020, Plantopia was commissioned by the client, Planning Department, the HKSAR Government (PlanD), to conduct a review on “Strategic Planning Approaches, Processes and Practices: International Review and Lessons to Learn for HK2030+” (the review) in the territorial context of Hong Kong.

1.2 STUDY BACKGROUND AND SCOPE

1.2.1 “Hong Kong 2030+: Towards a Planning Vision and Strategy Transcending 2030” (HK2030+) was prepared between 2015 and 2020 for revisiting the direction of the former strategic plan, “Hong Kong 2030: Planning Vision and Strategy” (HK2030) in light of the dynamics and challenges ahead. It has adopted a visionary, proactive, pragmatic and action-oriented approach to ensure a focused public dialogue on the key planning issues vital to future development. Timely policy responses could be provided to address the changing internal and external circumstances.

1.2.2 A draft version of HK2030+ was promulgated in 2016 for public consultation, and the final report would be promulgated after considering the public views together with the findings from technical assessments and territorial spatial development strategies. In view of the strategic spatial planning in Hong Kong, this review is proposed to study the territorial-wide strategic plans and provide inputs to improve future strategic planning exercises.

1.3 VISION STATEMENT

1.3.1 The overarching goal of the review is to propose improvement recommendations for future strategic planning exercises in Hong Kong. With reference to the analytical framework, consolidation of key issues, as well as international experience, it is believed that PlanD should take the initiative to facilitate the effective and efficient progress of strategic planning in Hong Kong.

1.3.2 The vision statement is developed accordingly as: “To make Hong Kong’s strategic spatial planning transparent, proactive and responsive”

1.3.3 In light of the vision statement, this review, taking into account the investigation, would make practical recommendations that elevate the transparency, proactiveness and responsiveness of the strategic planning of Hong Kong. In general, transparency in governance describes the extent of information and decisions disclosed to the public, which would enhance the accountability of the planning process. Proactiveness measures if the authority has taken the initiatives to actively engage and consult the relevant stakeholders. Responsiveness examines whether the planning practice could swiftly react to the evolving physical and social needs of the environment. Ultimately, it is aspired that Hong Kong’s strategic planning could exercise transparent governance and adopt proactive policies in a responsive process.
1.4 STUDY GOAL AND OBJECTIVES

1.4.1 The goal of this review is to recommend possible improvements for future strategic planning exercises in Hong Kong, with the consideration of public views, findings of strategic reviews and policy implications in HK2030+.

1.4.2 Seven study objectives are included to achieve the study goal, which incorporates the requirements stated in the Study Brief:

- To critically review the theoretical literature concerning strategic spatial planning;
- To review the evolution, contents, approaches, methods, and practices of strategic planning of Hong Kong;
- To identify the key issues and possible areas or directions of improvement to strategic planning in Hong Kong;
- To identify and evaluate the comments, aspirations and requirements of the relevant stakeholders about improving the strategic spatial planning of Hong Kong;
- To review international experiences and best practices in strategic planning which are relevant to Hong Kong;
- To recommend appropriate improvements to the current approach, method, process and practice of strategic spatial planning; and
- To recommend the appropriate steps of implementing the recommendations.

1.5 STUDY PROCESS AND METHODOLOGY

1.5.1 In order to achieve the study goal and objectives in the review, a systematic study process is formulated with respect to 3 phases of the review. The review commences with Phase 1 Contextual Study, followed by Phase 2A Empirical Stakeholder Analysis and Phase 2B International Review, and concluding with Phase 3 Consolidation and Recommendation.

1.5.2 A total of seven study tasks are developed in the review. The study tasks adopt a multiple triangulation approach to incorporate relevant information and data for policy recommendations for future strategic planning exercises in Hong Kong. Figure 1 illustrates the study framework representing the sequential flow of study flows with reference to the study objectives in the study brief and defined study phases.
1.5.3 **Literature Review** aims to critically review the theoretical literature concerning strategic spatial planning. By establishing the theoretical understanding of strategic spatial planning, including evolution, approaches, methods, the framework of strategic planning would be constructed to identify key issues and possible improvement directions.
1.5.4 **Baseline Review** focuses on reviewing the evolution, contents, approaches, methods, and practices of strategic planning in Hong Kong. Desktop research is conducted to identify the approaches, processes and practices of spatial strategies and planning policies with respect to the historical background and evolution of strategic plans. Academic papers, policy documents, research reports, strategic plan reports, and the Legislative Council of Hong Kong (LegCo) discussion papers are examined as a foundation for further analysis and key issue identification.

1.5.5 **Key issue identification** aims to identify the key issues and possible areas or directions of improvement to strategic planning in Hong Kong. The preliminary findings of key issues and possible areas of improvement have been put forward to Phase 2A Empirical Stakeholder Analysis.

**Phase 2A: Empirical Stakeholder Analysis**

1.5.6 **Investigation of relevant stakeholders of Hong Kong** aims to identify and evaluate the comments, aspirations and requirements of the relevant stakeholders about improving strategic planning in Hong Kong. Relevant stakeholders from different sectors and industries are invited for interviews, and the interview transcripts are analysed accordingly. While interviews can help gain understanding of different perspectives and obtain more information on personal aspirations on improving strategic planning in Hong Kong, the interviewees are classified into three categories: (i) Planning Authority; (ii) Professionals; and (iii) Public Representatives, based on their expertise and experiences. With reference to the analytical framework describing key components of strategic planning, the interviewees selected can correspondingly address 3 domains and 9 key components, which are representative in addressing strategic planning exercises in Hong Kong. The list of interviewee and the interview summary are included in Appendix IV and V for reference.

**Phase 2B: International Review**

1.5.7 **Review of International Experience** focuses on reviewing international experiences and best practices in strategic planning which are relevant to Hong Kong. Four cities, including Singapore, Kuala Lumpur (Malaysia), Copenhagen (Denmark) and New York City (USA) are selected to conduct detailed discussion on strategic planning. Key lessons are identified to provide insights specific to the improvement directions of strategic planning in Hong Kong.

1.5.8 The international experience of Sydney (Australia), Seoul (South Korea), Melbourne (Australia) and Shenzhen (China) are reviewed by Gr8t Planning and Urbanet as sub-consultancy services. The key insights have been incorporated in this Final Report.

**Phase 3: Consolidation and Recommendation**

1.5.9 **Improvement Recommendation** puts emphasis on recommending the appropriate improvements to the current approach, method, process and practice of strategic spatial planning. With consideration of the improvement directions, recommendations are identified with actions, lead agencies, supporting agencies and timeframe to facilitate the phasing of implementing the improvement recommendations.
1.5.10 **Consolidation of Improvement Actions** aims to recommend appropriate steps for implementing the recommendations. The action plan is established with respect to the key considerations and timeline of strategic plan-drafting in Hong Kong. The actions are prioritised to propose the appropriate steps for the recommendations, which a 3-phase action plan will be put forward. It is recommended to launch the action plan after the promulgation of the HK2030+ final report.

**Deliverables**

1.5.11 The Inception Report was submitted 23 March 2020 to complete Phase 1 Contextual Study. The Working Paper was completed on 14 April 2020 to conclude Phase 2A Empirical Stakeholder Analysis and Phase 2B International Review. Two Working Papers from other consultants were also incorporated.

1.5.12 The Final Report was submitted on 18 May 2020 to propose key improvements to future strategic planning exercises in Hong Kong.

1.6 **STUDY MANAGEMENT**

1.6.1 A team consisting of 8 members has been specially formed for the commissioned review as illustrated in Figure 2. Staffing of the team was organised based on three considerations. Firstly, a variety of qualified professionals are recruited, as they are competent to offer expert knowledge. Secondly, working experiences in local and international planning projects, particularly strategic planning projects, are preferred. Thirdly, their research interests are considered, so all members could advocate in providing insightful and specialised advice. As a whole, it is hoped that interdisciplinary synergy could be leveraged. The team profile and the specific job duties of the team members are listed in Appendix I.
1.6.2 According to the study process set out in Chapter 1.4, this review has followed a three-phase-work programme presented in Appendix II. Upon the submission of this Final Report, the whole review would last for 120 days from 20 January to 18 May 2020.

1.7 STRUCTURE OF THE REPORT

1.7.1 Take consideration of Inception Report and three Working Papers, this Final Report is structured into seven chapters in addition to this introductory chapter:

- **Chapter 2**: Reviews strategic spatial planning in theory through literature review and formulating analytical framework;
- **Chapter 3**: Provides a baseline review of strategic planning in the context of Hong Kong;
- **Chapter 4**: Identifies the key issues of strategic planning in Hong Kong through detailed discussion and stakeholder analysis, and proposes improvement directions;
- **Chapter 5**: Investigates international experience and highlights the key insights that can be applied to the context of Hong Kong;
- **Chapter 6**: Introduces the improvement recommendations explaining the details and functions of recommendations, and puts the actions forward to phasing programme to outline the implementation schedule; and
- **Chapter 7**: Concludes the review by identifying future review directions.
2 LITERATURE REVIEW: STRATEGIC SPATIAL PLANNING

This chapter reviews the evolution and characteristics of strategic spatial planning in theory through literature review. Relevant key components of strategic planning are identified in hope of formulating an analytical framework for this review.

2.1 EVOLUTION

2.1.1 In the post-World War II period, land use planning aimed “to develop sustainable cities and regions for the good of society” (Albrechts, 2005, p.511) by establishing enforceable rules to avoid potential conflicts between sectors (Albrechts, 2005). The land-use proposal, with an emphasis on physical land use allocation on housing, transport and economic perspectives, acted as a blueprint to guide resource allocation and prevent undesirable development (Cullingworth & Nadin, 2002).

2.1.2 The planning culture changed from physical planning to “organisational planning” in the early 1980s based on cooperative and public practices (Kaufman & Jacobs, 1987; Sartorio, 2005). A new planning model had arisen, for example compact city, responding to “the performance of a city as a system” (Sartorio, 2005, p.29). It further transformed into strategic spatial planning since the 1990s, in which globalisation gave rise to new urban development and governance agendas in creating a more visionary, entrepreneurial and action-oriented culture, and facilitating long-term community building process (Ng, 1993; Albrechts, Healey & Kunzmann, 2003).

2.1.3 The new strategic planning paradigm put emphasis on sustainable development and liveability that various European cities have developed an integrated strategic spatial framework, comprising economic, social, environmental, cultural and political values about the society (Albrechts, 2010; Hilter, 2011). The delivery of the New Urban Agenda represented the shared vision of sustainable urbanization as a strategic direction for global transformation (UN-Habitat, 2017).

2.2 CHARACTERISTICS

2.2.1 Strategic spatial planning is defined as the spatial practice of strategic planning, involving “the statics and dynamics, the socio-economic and political, the vision and action, the local and global, the values and facts, the long term and short term” (Albrechts, 2004, p.754). These would be underpinned by the external factor of neoliberalism in spatial policies, which gives priority to economic growth and competitiveness under market economy (Olesen, 2004).

2.2.2 The integration of policy agendas and concepts in strategic spatial planning should be interrelated with the institutions, allocated resources and technical procedures within the plan-making process (Pascariu, 2014). It was further accentuated as the “transformative and integrative public-sector-led socio-spatial process” (Albrechts, 2010, p.1119) of strategic spatial planning, through which communicative rationality played a key role in the collaborations within governmental hierarchy, partnerships with various stakeholders and collaborative planning with the community (Ng, 1993, Albrechts, Healey & Kunzmann, 2003). They indicated the importance of “approaches” and “methods”
throughout the planning process, which as a working definition, the former refers to the theoretical description of the general planning framework and the latter refers to the specific tools, techniques and procedures involved in conducting planning study (Knowledge Transfer Center Málaga, 2014; Bruvo & Jakovčić, 2019).

2.2.3 In terms of the approaches, it has been common to adopt mixed approaches for allowing a flexible range of policy actions to be implemented given the dynamics planning context (Cities United and City Governments, 2010). The common tendencies included the problem-based and vision-driven planning intention, the technocratic and sociocratic, the hierarchical and horizontal decision-making (Selman & Wragg, 1999; Salet & Faludi, 2000; Sartorio, 2005; Silke & Kriesi, 2007).

2.2.4 In terms of the methods, it strengthened the interconnectedness between policy interfaces at the plan preparation, development and implementation stages (Criado et al., 2018). Wide ranges of quantitative and qualitative methods were developed by scholars from various disciplines to make future predictions accurately and strategically (Bibri, 2018). The variety of methods to execute the multifaceted plan-making process was given rise by the advancement of technology in the computerised (Albrechts, 2004).

2.2.5 Addressing the paradigm shift on strategic vision towards sustainable development, the New Urban Agenda “represents a shared vision for a better and more sustainable future” (UN-Habitat, 2017, p.(iv)) with emphasis on both the planning framework and process. Strategic planning could be further classified into three major aspects (UN-Habitat, 2017, p.8):

- **Urban governance**: Enable inclusion and administrative sustainability;
- **Urban policies**: Enable sustainable and integrated urban development; and
- **Urban planning and design**: Optimise the spatial dimension of urban form and positive outcomes of urbanization.

2.3 **ANALYTICAL FRAMEWORK**

2.3.1 With reference to the sustainable framework proposed by the New Urban Agenda, strategic planning comprises three interrelated aspects. While “urban planning and design” accounts for the spatial dimension of strategic planning, its critical linkages with the “urban policies” and “urban governance” in constituting the integrated planning of cities are further accentuated (UN-Habitat, 2017).

2.3.2 A list of components for strategic planning is streamlined from the international best practices and classified accordingly (Arnstein, 1969; Akhavan & Behbahani, 2013; Clark, 2013; USUDS, 2014; Tilaki & Marzbal, 2014; Grassini, Monno & Khakee, 2018; European Platform on Sustainable Urban Mobility Plans, 2016). Important components regarding the regional (Adams & Harris, 2005; Vasilevska, 2009) and sustainable strategic planning (Cherp, 2004; NSW division of local government, 2013; UN-Habitat, 2015) are also incorporated to address Hong Kong’s regional and international position.
2.3.3 **Figure 3** illustrates the modified components of strategic planning across three domains. A detailed version of the key components and guidelines is included in **Appendix III** for reference.

![Key components of strategic planning](image)

<table>
<thead>
<tr>
<th>Urban governance</th>
<th>Urban policies</th>
<th>Urban planning and design</th>
</tr>
</thead>
<tbody>
<tr>
<td>(A1) Institutional collaboration</td>
<td>(B1) Adequacy of methods</td>
<td>(C1) Responsiveness of review mechanism</td>
</tr>
<tr>
<td>(A2) Community participation</td>
<td>(B2) Multi-stakeholder partnership</td>
<td>(C2) Coordination with local plans</td>
</tr>
<tr>
<td>(A3) Executive capacity</td>
<td>(B3) Comprehensiveness of strategies</td>
<td>(C3) Information diffusion</td>
</tr>
</tbody>
</table>

Strategic planning

- Strategic spatial planning (Abrecht, 2004; Geddes, 2004; UN-Habitat, 2016; Gradinaru et al., 2017)
- Regional strategic planning (Adams & Harris, 2005; Vosselwaki, 2009)
- Sustainable strategic planning (Cherp, 2004; NSW division of local government, 2013; UN-Habitat, 2015)

**Figure 3. Analytical Framework (Source: Plantopia, 2020)**

2.3.4 The following definitions of each component are applied for consolidating the key issues of strategic planning in Hong Kong and benchmarking relevant international practices:

**A** Urban governance

- **Institutional collaboration**: The common agenda setting and collaboration across different bureaucratic levels and sectors under the same planning structure;
- **Community participation**: The level of public engagement (PE) in terms of its quantity, format, timing and representativeness; and
- **Executive capacity**: The role of planning authority and strategic plans as underlined by their legal status and enforcement power.

**B** Urban policies

- **Adequacy of methods**: The reliability and sufficiency of planning methods in projecting the actual needs and developing suitable strategies;
- **Multi-stakeholder partnership**: The involvement of relevant stakeholders throughout the consultation processes in terms of its variety and representativeness; and
- **Comprehensiveness of strategies**: The coverage and balance between different strategic focuses in achieving the visions.
(C) Urban planning and design

- **Responsiveness of review mechanism:** The time required and quality of review mechanism in response to previous strategic plans;
- **Coordination with local plans:** The two-way coordination between strategic plans and local plans concerning the time required and implementation mechanism; and
- **Information diffusion:** The dissemination of knowledge and planning information in facilitating the shared understanding and supplementing the strategic plans.

2.4 CHAPTER CONCLUSION: SUMMARY OF LITERATURE REVIEW

2.4.1 From literature review, the evolution and characteristics in Chapter 2.1 and 2.2 demonstrated the dynamic process of strategic spatial planning. In addition to the content of plans, the process in terms of approaches and methods also plays an important role in affecting strategic spatial planning. Considering strategic planning as an integrated field of spatial and aspatial dimensions, the analytical framework constructed in Chapter 2.3 would be adopted throughout this review to identify key issues of strategic planning in Hong Kong and relevant key lessons from international experience.
3 OVERVIEW OF STRATEGIC SPATIAL PLANNING IN HONG KONG

This chapter reviews the evolution of strategic spatial planning in Hong Kong over the past decades. The major content of the HK2030+ is also highlighted as a foundation for the discussion in the following chapters.

3.1 EVOLUTION

3.1.1 Figure 4 illustrates the strategic spatial plans in Hong Kong, which are generally coherent with the international trend of evolution. Plan preparation, land utilisation and contingency strategies at different periods are responsive to external changes at local, regional and global levels, demonstrating the dynamic characteristics of strategic planning in Hong Kong with details shown in Appendix VI.

![Figure 4. Overview of Strategic Spatial Plan in Hong Kong (Source: Plantopia, 2020)](image)

3.1.2 Before the 1980s, strategic planning in Hong Kong was regarded as Land Use Planning since the land was mainly allocated for post-war rebuilding and growing population. The British colonial government regained the right of governance of Hong Kong after World War II.

3.1.3 To show respect to the Chinese and colonial government’s determination in solving the livelihood issue, the Hong Kong Preliminary Planning Report (PPR), which is the first strategic plan in town planning history, promoted housing provision as the key development axis to settle massive influxes of migrants. The outbreak of Shek Kip Mei Big Fire in 1953, unfortunately, further increased the demand for housing provision. Gaining global experience on the Garden City project, the Hong Kong Outline Plan published in 1974 continued to identify areas to establish satellite towns in the New Territories and Kowloon for housing with a better living environment and transportation connection.

3.1.4 Planning strategies in the Territorial Development Strategy (TDS), which was published in 1984, were more holistic than the previous two plans. Due to the Chinese Economic Reform and Open Door Policy, the plan aimed to develop a diversified economy and position Hong Kong as an entrepot interchange for China. Meanwhile, compact city planning was adopted to ensure meeting the demand for housing and related social and transport facilities. Thus, the plan was considered as organizational planning as the performance of Hong Kong became more systematic in the plan.
3.1.5 Territorial Development Strategy Review (TDSR), which was published in 1996, marked the strategic planning in Hong Kong entered into a strategic spatial planning era. The economic restructuring in the post-1980s encouraged Hong Kong to step out for regional and international cooperation. A more long-term vision, enabling Hong Kong to grow as a regional and international “City of Vision” for business, finance, tourism, entrepot and manufacturing activities, was formulated, apart from establishing a broad and long-term land-use-transport-environment framework to fulfil the local need. Despite the wider consideration of regional context, the involvement of cross-boundary development from the Hong Kong government was still relatively passive.

3.1.6 HK2030 and HK2030+ which were published in the 21st century pushed strategic spatial planning toward sustainable development in order to enhance the livability of Hong Kong for both present and future generations. Besides economic and social aspects, HK2030 gave priority to environmental protection and cultural conservation. In addition, HK2030+ further strengthened Hong Kong as “Asia’s World City” in response to the Greater Pearl River Delta Region (Greater PRD) Regional Cooperation and the Belt and Road project initiated by China. Priority was given for regional cooperation through the East Lantau Metropolis (ELM), Hung Shui Kiu and North New Territories (NTN) development and measures tend to align with both Hong Kong’s targets and China’s development goals and to create synergy effects with cities nearby.

3.2 INTRODUCTION OF HK2030+

3.2.1 To maintain the sustainable development of the city, there is a need for the HKSAR Government to adopt a visionary, pragmatic and action-oriented approach to cope with the planning issues critical to Hong Kong’s future and to formulate a robust strategic spatial plan in regard to the latest circumstance and challenge. In light of this, PlanD was assigned to conduct the HK2030+ study in January 2015 to provide an update to the HK2030.

3.2.2 Building upon the foundation of HK2030, HK2030+ aims to examine the strategies and feasible options for the overall spatial planning, land and infrastructure development, and the shaping of the built and natural environment for Hong Kong beyond 2030. It has a strong focus on strengthening the position of the city as a liveable, competitive and sustainable Asia’s World City. To this end, three building blocks, including “Planning for a Liveable High-density City”, “Embracing New Economic Challenges and Opportunities” and “Creating Capacity for Sustainable Growth” are proposed under HK2030+.

3.2.3 To translate the three building blocks into spatial planning terms, a conceptual spatial framework is proposed under HK2030+. The conceptual spatial framework focuses on future development with One metropolitan business core, Two Strategic Growth Areas and Three development axes, while conserving the natural assets and enhancing liveability, as illustrated in Figure 5.
3.2.4 During the period between October 2016 to April 2017, a six-month PE was launched to collect public views on the draft proposal of territorial development strategy. During the PE, PlanD reached out to different sectors of the community through multiple channels including public forums, topical discussions, briefings, knowledge-sharing sessions, guided visits/workshops, thematic, roving exhibitions, website, etc. to enhance public understanding and facilitate focused and informed deliberation on the key strategic directions and the conceptual spatial framework proposed under HK2030+.

3.2.5 Figure 6 illustrates the timeline of HK2030+. Taking into account the public views collected during the PE, preferred spatial development option(s) will be formulated for further technical assessments under the on-going Transport and Land Use Assessment and Strategic Environmental Assessment (SEA), as well as the Sustainability Assessment (SA), to be commissioned, to broadly evaluate the social, economic and financial impacts. The updated territorial development strategy will be finalised having regard to the technical assessment findings and public views. It is expected that the whole study on HK2030+ would be completed in 2020.
3.3 CHAPTER CONCLUSION: OVERVIEW OF HONG KONG’S STRATEGIC SPATIAL PLANNING

3.3.1 Reviewing the evolution of the strategic spatial plan over the past few decades in Chapter 3.2, it is found that the practices in Hong Kong are generally aligned with the international trend. Together with the brief overview of the HK2030+ in Chapter 3.3, this chapter would act as a foundation to further proceed with the desktop research and stakeholders analysis in the next chapter.
4 KEY ISSUES IDENTIFICATION

This chapter consolidates the preliminary findings of key issues and possible areas of improvement with stakeholders’ expectations and aspirations. More specific key issues can be identified and analysed, which have been put forward for improvement directions.

KEY ISSUES ON URBAN GOVERNANCE

4.1 KEY ISSUE 1: Lack of synchronised practices and consolidation across departments

4.1.1 Effective drafting and delivery of the strategic plan largely hinge upon the efforts in tightening the inter-agency collaboration. In particular, more synchronised planning and opportunities for consolidations across departments and within the government could help the government to yield a more coordinated outcome (Teisman & Edelenbos, 2011). Thus, regarding strategic planning, it is important for the planning authority to maintain a synchronised practice with other departments and to engage more constantly in collaborative meetings.

4.1.2 Currently, the HK2030+ exercise is a strategic plan promulgated by PlanD. Meanwhile, a spectrum of strategic plans, which concerns a wide range of policy arenas, have been promulgated individually by different departments as well. For example, the Energy Saving Plan 2025+ was prepared by the Environmental Bureau, while the Railway Development Strategy 2014 was prepared by the Transport and Housing Bureau. It is recognised that an increasing number of departments have started preparing strategic plans, which help to direct the development of the specific pillars. However, it is observed that these strategic plans were often drafted and promulgated at different time points, as shown in Figure 7. Different timeframes and review periods for the long term planning were adopted, in which the projection periods vary in length and would start and end differently.

Figure 7. Strategic Plans with Varying Time Spans and Different Publication Timepoints (Source: Plantopia, 2020)
4.1.3 In view of the varying plan-drafting schedules, timeframes and review periods among strategic plans, the public representatives criticised that there is a lack of coordination across departments. It is concerned that the strategic planning exercise of PlanD would not be able to predict and address sectoral needs accurately when departments have separate plans in the long term. In response to this critique, the planning authority admitted that PlanD seldom intervened with the schedules of other departments. Different departments and bureaus would not disclose their schedules of planning unless the decisions are announced publicly or published in, if any, strategic plans. The planning authority explained that it is not a usual practice for most of the departments to adopt a long planning time frame of more than 10 years, since they are more concerned about the relevant policy implications in the short term. PlanD might subsequently require more time to carry out predictions concerning the unavailable information. All in all, the unsynchronised practices across government departments and bureaus could hinder the effective institutional delivery of the plan-making process.

4.1.4 Concerning the collection of baseline data in the plan drafting stage, it is found that data sharing among departments has been limited. In practice, PlanD takes note of the data available in the published materials and on-going strategic plans during their plan-drafting process. For example, PlanD would make reference to the published population figures published by the Census and Statistical Department. When predictive data are required, PlanD would consult the corresponding departments on a task-based routine, such as via a telephone call. More importantly, different departments keep their own sets of data internally and the departments seldom actively share or update one another. The planning authority explained that data sharing across departments remains a sensitive and cautious practice, since the departments would like to reduce the risks and liabilities subsequent to the sharing of internal data. Coupled with this barrier, PlanD has encountered further inconvenience in accessing updated baseline data from other departments.

4.1.5 Furthermore, interdepartmental consolidation considering the contents of the strategic spatial plan is found to be weak. In practice, it is acknowledged that a cross-departmental steering committee and the task force have been set up during the plan drafting stage of the HK2030+ exercise. Yet, the public representatives have the impression that departmental working scopes and duties are clearly separated and segregated, as the strategic plans promulgated by the other departments have not sufficiently taken reference from the last strategic plan of PlanD, i.e. the HK2030. The public considers the inadequacy of cross-referencing one of the major factors leading to the piecemeal policies in the strategic spatial plan.

4.1.6 Meanwhile, the planning professionals reflected that the meetings for these groups were held irregularly and are consultative in nature. To illustrate, PlanD is mainly responsible for preparing the plan and other departments are being consulted at a later stage. Also, the planning authority echoed that PlanD is mostly responsible for the planning works within the department scope, hence PlanD would not proactively reach out to other departments for their opinions regarding the major decisions in the strategic spatial plan. Regarding the contents of the strategic spatial plan, inter-departmental consolidation remains at the consultation level. Liaison work and in-depth discussions have not been carried out sufficiently to further consolidate the plan contents prior to its promulgation, which would help to reduce the conflicting policies arising from the individual strategic plans.
4.1.7 All in all, institutional collaboration has been considered weak with the lack of synchronised planning and consolidation across departments, when departments other than PlanD have taken a relatively passive role in the drafting of strategic spatial plans. More efforts are expected to be paid on strengthening institutional collaboration, particularly on synchronizing the different schedules, encouraging data-sharing as well as in-depth consolidation across departments.

4.2 KEY ISSUE 2: Inadequate community participation throughout the plan-making process

4.2.1 Community participation is one of the core stages in strategic planning, as it is vital that public concerns and demands could be gathered and addressed in the strategic decisions (Albrechts, 2013). On top of the adequacy of community participation, the quality of community participation could vary depending on the format, timing and the impact of participation. Meanwhile, a higher transparency of the process would help to enhance the public’s right to the information, thus reinforcing a more open and accountable governance (Friedmann, 2004).

4.2.2 To begin with, the rounds of PE exercises are considered inadequate. For HK2030+, 1 round of PE exercise is being set up, which lasted for around 6 months. For HK2030, 3 rounds of PE exercise were set up throughout the plan-making process, in which the first two rounds each lasted for 3 months and the third lasted for 1 year. The comparison could be seen in Figure 8. To compare, the total time of PE in HK2030+ is shorter than that of HK2030. The planning authority explained that fewer rounds of PE would enhance the efficiency of the plan-drafting stage. However, the public representatives reflected that more rounds of PE could allow sufficient opportunities for a public inquiry.

Figure 8. Comparison Between 2030 and 2030+ PE Schedule (Source: Plantopia, 2020)

4.2.3 In terms of the format, an interactive format of PE is vital to facilitate responsive discussions that address public concerns. The types of PE methods in strategic planning in Hong Kong have been enhanced in both quantity and quality over the years. For instance, the HK2030+ exercise has initiated a variety of PE activities including roving exhibitions, public talks, topical discussions and public forums. The planning authority recognised the continuous improvement in PE, particularly as the HK2030+ has remarkably covered the largest number of territorial-wide and site-specific stakeholders. More than 4000 public opinions have been collected in multiple formats. It is generally recognised that the PE in 2030+ has attained significant improvement.
4.2.4 Despite the enhanced PE, both the professionals and public representatives are concerned that most of the PE methods remain largely unilateral, which failed to meet the public’s expectations for a more interactive discussion. Table 1 reports the formats, session and level of interaction regarding the PE methods adopted in HK2030+. With a similar setting as focus group discussion, topical discussion, which embodies a higher level of interaction, is organised 3 times throughout the PE period. Not only does the public want to express their concerns in detail, but they also find the immediate responses provided by the planning authority more valuable to the yield of a constructive dialogue. Therefore, it is desired that the proportion of qualitative and in-depth engagement could be increased. Such that, more sessions of topical discussion and public forum could be set up in the PE exercise.

Table 1. PE Methods in HK2030+: Format, Sessions and the Level of Interaction (Source: Development Bureau, 2016)

<table>
<thead>
<tr>
<th>PE Formats</th>
<th>Number of Sessions</th>
<th>Level of Interaction (Low/Medium/High)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public Forum</td>
<td>3</td>
<td>Medium</td>
</tr>
<tr>
<td>Topical discussion</td>
<td>3</td>
<td>Higher</td>
</tr>
<tr>
<td>Thematic exhibition</td>
<td>N/A (Exhibition at City Gallery)</td>
<td>Lower</td>
</tr>
<tr>
<td>Roving exhibition</td>
<td>N/A (Exhibition at 10 locations)</td>
<td>Lower</td>
</tr>
<tr>
<td>Knowledge Sharing Seminars</td>
<td>5</td>
<td>Lower</td>
</tr>
<tr>
<td>Guided Visits</td>
<td>8</td>
<td>Medium</td>
</tr>
</tbody>
</table>

4.2.5 Moreover, the public is concerned about the transparency of the PE process. In the last exercise in HK2030, the public consultation report which summarised the key comments was published together with the final report. It is appreciated that PlanD paid efforts in responding to the public comments one by one with detailed justification. Yet, the public has reflected that it is more preferable to publish the public consultation report before the final plan is published. This could help the public to understand and discuss, at an earlier stage, the key opinions of the public. At the same time, this would help to manage public expectations before the final plan is released. Furthermore, the public representatives aspire that more critical decisions could be discussed openly, rather than in a closed-door setting, so that the public could be provided with more chances to understand these decisions for further discussions. In another way, it is more favourable that the meeting minutes of the steering committee or task force for HK2030+ could be made publicly accessible.

4.2.6 Another major public view concerns the limited impact of PE on the formulation of the Strategic Plan, which is highly relevant to the timing of PE. Currently, the public engagement results of the Task Force on Land Supply is largely reflected in the draft plan of HK2030+, as it recognises that developing brownfield sites and reclamation are more preferred among all of the land supply options. It reflects PlanD’s insensitivity to general public opinions. However, doubts have been raised concerning the
timing of PE amid the plan-drafting stage. At present for HK2030+, the whole PE exercise is conducted once after the proposed spatial development framework is released as shown in Figure 9.

Figure 9. Timeline of PE Exercise in HK2030+ (Source: Plantopia, 2020)

4.2.7 The planning authority reiterated the importance of PE as the major channel to collect public views. Yet, it considers that professionalism should be practised to formulate a preliminary plan before public comments, so that the draft plan could provide the public with the grounds for amendments during PE. However, the public representatives and professionals criticised that the public is seemingly being informed about the draft plan, when they are not being consulted at the earlier plan-drafting stage. They are doubtful whether public inputs could pose any impact to the pillars and fundamentals that were being set out, such as the vision and the objectives of the draft plan. Subsequently, some are concerned that the PE exercise has become a business-as-usual practice that is nominal in nature.

4.2.8 To summarise, besides providing more rounds of PE as discussed, it is preferable to reschedule the PE exercise at an earlier time and at different time points. More efforts have to be made to display the planning authority’s sincerity and reception of the public views throughout the plan-making process.

4.3 KEY ISSUE 3: 
Ambiguous role of PlanD and strategic spatial plans

4.3.1 Executive capacity measures the enforcement power possessed by the planning authority for decision making regarding the strategic development issues. With the role and responsibilities clearly defined for PlanD, it helps to reduce the uncertain tasks and smoothen the implementation process that might involve different policy actors (Salet & Faludi, 2000). Enabling a clear role of the strategic plan, the plan could maintain clearer coordination with the plans promulgated by the other departments.

4.3.2 From the professionals and public’s points of view, the role of PlanD and its strategic plans are ambiguous. It is uncertain if the decisions proposed in the strategic planning exercise are recognised and authorised for realization within the government institution. Considering the current position of PlanD, the planning authority emphasised that PlanD is a department under the Development Bureau, in which it has fewer resources and bargaining power as compared with a Bureau. One of the examples referenced by our interviewee is the comparison between Energizing Kowloon East Office under the Development Bureau and the Sustainable Lantau Office under Civil Engineering and Development
Department (CEDD), which the former is considered having a higher executive capacity in delivering policies. Similarly, the planning authority acknowledges the limitation present in PlanD’s current position. As a result, PlanD must abide by the Bureau’s decision, in which PlanD alone could not wholly take charge of the decisions regarding spatial development. The plan-drafting process hence might be prolonged and PlanD’s executive capacity might be lowered.

4.3.3 Subsequently, the role of the strategic plan is considered ambiguous. Within PlanD, Strategic Plans are considered the top-tier-plan which guides the future development of the lower level plans. With reference to HK2030+, the report is an updated strategy that “guide planning, land and infrastructure development and the shaping of the built environment”. Yet, as discussed in Chapter 4.1, strategic plans in other fields are prepared separately by different departments. More importantly, it is uncertain whether other strategic plans are required to abide by or follow the strategic plan prepared by PlanD. Constrained by PlanD’s position, the strategic plan of PlanD is not authorised either to specify or assign implementation duties to other departments explicitly. Although PlanD is recognised as the top-tier-plan that guides the development of Hong Kong, the strategic plan promulgated might not be able to effectively guide other sectors’ development in its execution. In practice, the guiding role of the strategic spatial plan remains uncertain.

4.3.4 In view of the ambiguity, it is expected that the executive power of PlanD could be strengthened to enhance its work efficiency and capability in plan drafting and implementation. Also, it is expected to reconsider the role of the strategic plan, whether or not it is a guiding plan among departments, in order to clarify the relationships between plans. All in all, the implementability of the strategic plan would be reinforced when fewer ambiguities are presented.
4.4  KEY ISSUE 4:
Over-reliance on quantitative aspect and unreliability of planning methods

4.4.1 The adequate use of different methods during the planning process is important in influencing the goals and outcome of strategic planning. The design of strategic plans should be based on analysis and forecasts of the present situation using reliable and comprehensive information on the changing economic, social and environmental condition (Tilaki & Marzbali, 2014). The integrated consideration of both the quantitative and qualitative aspects are indispensable when designing the planning methods so that more accurate and reliable analysis could be practised (Bibri, 2018).

4.4.2 Table 2 summarises the planning methods used in the strategic spatial planning in Hong Kong, in which diverse quantitative methods have been used in both the plan preparation and development stages for baseline study on global and regional trends as well as population and housing demand projection over the past decades. Since the TDS and HK2030, more sophisticated methods of Environmental Impact Assessment (EIA), spatial development pattern analysis and other trends analysis were adopted to identify the relevant urban issues and assess potential development options, which purpose to promote rationality in decision-making. This was also made possible with the advancement in information technology. However, critiques concerning the limitations of quantitative aspects and the unreliability of planning methods are identified.

Table 2. Methods of Strategic Spatial Planning in Hong Kong During the Plan Preparation and Development Stages (Sources: Plantopia, 2020)

<table>
<thead>
<tr>
<th>Stage 1: Plan Preparation</th>
<th>PPR</th>
<th>COP</th>
<th>TDS</th>
<th>TDSR</th>
<th>HK 2030</th>
<th>HK 2030+</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contextual Study</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Global trend analysis</td>
<td>✓</td>
<td></td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Regional trend analysis</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Baseline Study</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Population census</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Strategic Plan</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Spatial development pattern analysis</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Strategic Plan Review</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>KPI assessment of the previous strategic plans</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Overseas case studies</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Identification of Stakeholders</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Consultative committee with internal professionals</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Consultative committee with external professionals</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Agenda-setting</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Formation of vision</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Formation of objectives</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
</tbody>
</table>
Stage 2: Plan Development

<table>
<thead>
<tr>
<th>Methods</th>
<th>PPR</th>
<th>COP</th>
<th>TDS</th>
<th>TDSR</th>
<th>HK 2030</th>
<th>HK 2030+</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scenario-setting</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Population projection</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Housing demand projection</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Financial resource projection</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Examination of upcoming infrastructure projects</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Development option</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Proposal of new development area</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Proposal of new infrastructure</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Public participation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Focus groups</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Exhibitions</td>
<td></td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Talks</td>
<td></td>
<td></td>
<td>✓</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Planning workshops</td>
<td></td>
<td></td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact assessment</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Job-creation analysis</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Job-housing relation analysis</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>EIA</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

4.4.3 Firstly, the over-reliance on quantitative methods may limit the comprehensiveness in deciding urban policies as some qualitative aspect of consideration might be under-represented by the quantitative figures. As agreed by most of the stakeholders, there is no single methodology for planning, for instance, qualitative methods are also necessary when studying specific topics. While relying mainly on quantitative methods, representatives from the planning authority also accentuated the subsidiary change of introducing more qualitative methods, such as benchmarking from overseas case-studies and consulting with more stakeholders since the HK2030. More qualitative considerations were incorporated into the design of different planning methods, such as the SEA as required by the Environmental Protection Department (EPD) to fill up the limitation of project-based EIA by assessing more aspects of sustainable development and the cumulative effect of various development options more comprehensively. However, the existing technocratic approach is still considered as quantitative-based since mostly the technical and functional problems are put forward by the strategic plans. For example, the estimated long-term outstanding land requirement in HK2030+ has been over-generalised by the quantitative figure of 1,200+ hectares, in which some qualitative considerations on relevant issues, such as liveable space and double-ageing, are not widely discussed before that. As the decision-making process is subjected to value judgement, the understated importance of qualitative aspects could overlook the non-quantifiable considerations and the in-depth relationships behind some debatable urban issues, such as housing and land supply problems, environmental and cultural conservation.

4.4.4 Secondly, regarding the unreliability of planning methods in baseline projection, the stakeholders’ views towards the changing from multiple reference scenarios for future economic condition and population projection in HK2030 to single scenario in HK2030+ are rather diverse. While some professionals are concerned about the uncertainties of socio-economic changes such that the existing high-growth assumption on land demand cannot provide a range of flexibility during economic
downturn, the representatives from the planning authority are more optimistic over the difference between various scenario-setting methods for short-term predictions. Instead of the selection of scenario-referencing, the reliability of planning methods are more influenced by the sources of data employed for analysis and prediction. As accentuated by representatives from the MTR Corporation Limited (MTRC), the existing projection models by PlanD, such as the transport demand projection, are less accurate than the predictions made by major transport operators who keep the most up-to-date data on trip generations and distributions. For other relevant planning data such as the disposal of municipal solid waste, energy and transport usage patterns, the latest versions are usually available and kept by other departments. Despite the government’s initiative to promote open data on a shared platform like the data.gov, Hong Kong only ranked 24th with 51 scores in 2017 Global Open Data Index because of the low variety of data types and inactive participation of private sectors (Open Knowledge Foundation, 2017). As a result, limited availability of information and difficulties in acquiring data from other departments might hinder the reliability of planning methods in baseline projection.

4.4.5 As a result, it is expected that the planning data employed for baseline projection should be more updated and from a more reliable and synchronised data-sharing platform. Given the mutually inclusiveness between qualitative and quantitative methods, more qualitative aspects of considerations should also be incorporated into the design of planning methods in studying specific topics.

4.5 KEY ISSUE 5: Unrepresentativeness and inadequate involvement of various sectors at different stages

4.5.1 The early participation of various stakeholders in both the formal and informal consultations is important in ensuring that the diverse views of all interested parties are taken into consideration during the plan-making process (Adams, 2005). The planning authority should develop capacity for horizontal cooperation by forming a representative and balanced consultative committee, in which the professionals and sectoral representatives could serve as the facilitators between the government and the general public (USUDS, 2014).

4.5.2 Reviewing the existing consultation exercises in Hong Kong, it has long been the usual exercise for PlanD to consult committees with internal professionals. The external professionals have also been identified as important stakeholders into the consultative committee since the TDSR. While the steering committee and task groups are composed mainly of institutional members, the official stakeholders consultations of HK2030+ are embodied in forms of expert advisory panel and sectoral discussions. From Table 3, the expert advisory panel of HK2030+ comprises 15 professionals with diverse backgrounds and representatives from various sectors. According to the professionals in the advisory panel and the representatives from the planning authority, PlanD would make proposals and make necessary amendments based on the discussion of the appointed panel of experts. Considerations raised by the expert advisory group and the steering committees are taken into account seriously, so that the involved stakeholders could make impact over the strategic planning in Hong Kong. The representativeness of the consultative committee and timing for stakeholder involvement are nonetheless being concerned by other professionals and public representatives.
Table 3. List of Members in HK2030+ Expert Advisory Panel (Source: Development Bureau, 2016)

<table>
<thead>
<tr>
<th>Members</th>
<th>Sectors/ professions</th>
<th>Members</th>
<th>Sectors/ professions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professor Edward CHEN Kwan-yiu</td>
<td>Business and economics</td>
<td>Professor Terry LUM Yat-sang [2]</td>
<td>Social administration</td>
</tr>
<tr>
<td>Ir. Victor CHEUNG Chi-kong</td>
<td>Engineering</td>
<td>Dr. NG Cho-nam</td>
<td>Geography</td>
</tr>
<tr>
<td>Professor Rebecca CHIU Lai-ha</td>
<td>Housing</td>
<td>Professor Edward NG Yan-yung</td>
<td>Architecture</td>
</tr>
<tr>
<td>Mr. Anthony LAU Chun-hon</td>
<td>Tourism</td>
<td>Professor Nora TAM Fung-yee</td>
<td>Biology and chemistry</td>
</tr>
<tr>
<td>Mr. LAU Chun-kong</td>
<td>Land use and development</td>
<td>Ir. Dr. Samson TAM Wai-ho</td>
<td>Information technology</td>
</tr>
<tr>
<td>Mr. Samuel LAU Kin-pui</td>
<td>Logistics</td>
<td>Dr. James WANG Ji-xian</td>
<td>Regional development</td>
</tr>
<tr>
<td>Dr. LAW Chi-kwong [1]</td>
<td>Labour and social welfare</td>
<td>Dr. WONG Fook-yee</td>
<td>Conservation</td>
</tr>
<tr>
<td>Mr. Victor LO Chung-wing</td>
<td>Design</td>
<td>Professor Jonathan WONG Woon-</td>
<td>Agriculture</td>
</tr>
<tr>
<td></td>
<td></td>
<td>chung</td>
<td></td>
</tr>
</tbody>
</table>

[1] Up to 30/06/2017  
[2] Effective from 26/01/2018

4.5.3 Concerning the representativeness, the composition of stakeholders in the consultative committee has been debatable because the formation of advisory panels is biased with elitism while the appointments criteria and information of other sectoral discussions have not been disclosed publicly. Notwithstanding the existing advisory panel consisting of representatives from diverse backgrounds, all of them are either renowned professionals from specific sectors or are experienced in serving the governmental departments as according to the representatives from the planning authority. The professional stakeholders have expressed that their expected role as a professional expert is different from the reality, in which their opinions are mainly borrowed to legitimise the final decision by the planning authority. This biased selection by elitism is mainly concerned by the public representatives that the planning authority could not take the diverse views of all interested parties into considerations during the consultation, especially for controversial issues that trigger intense discussion among stakeholders. Understanding the administrative difficulties in restructuring the advisory panels, but the advocacy groups and non-governmental organisations (NGOs) which are effective facilitators of collective views from certain groups of stakeholders, were also not invited to participate in the official sectoral discussion. Their opinions could only be expressed through other channels, such as district councils or some informal citizen dialogues, so their influential power on strategic planning is limited as compared to the appointed panel of experts.

4.5.4 Concerning the timing for stakeholder involvement, they are usually invited for proposal submission after the promulgation of drafted strategic plans. The late involvement of stakeholders would narrow the adjustment space for policy changes than engaging them earlier at the plan preparation stage. In addition, especially for external stakeholders who take up a major role in the implementation stages,
such as the transport operators, they have not been actively engaged in the plan-making process over the past decades. According to representatives from the MTRC, they were only invited for proposal submission on major transportation infrastructure in the second year after the promulgation of plans such that their practical considerations, such as the financial feasibility and resources availability, are not fully addressed in advance. Engaging the stakeholders at a later period is unsatisfactory for the plan implementation, since the technical and financial concerns of the stakeholders are insufficiently consulted.

4.5.5 In response to the unrepresentativeness and late involvement of stakeholders, it is expected that the formation of consultative committees should be more transparent and impartial to invite broader scope of relevant sectoral representatives, and also more proactive in engaging the stakeholders at earlier stages.

4.6 KEY ISSUE 6: Incomprehensive coverage and balancing of different strategic focuses

4.6.1 Strategic planning of a city should develop future-driven visions with comprehensive and balanced strategies so as to facilitate its transformation within the internal and external challenge. Strategies are most preferable when multiple objectives could be achieved without trading off either one of the aspects to promote sustainability and other visionary goals (World Cities Report, 2016).

4.6.2 A paradigm shift has been observed since the HK2030, where traditional strategic planning has changed from problem-based to more vision-oriented approach in reviewing Hong Kong’s future position as an Asia’s world city with consideration of sustainability. Apart from strengthening economic growth through regional cooperation and land development, emphases were also put on ecological and cultural conservation. The HK2030+ has further given priority in positioning the leading role of Hong Kong in Guangdong-Hong Kong-Macao Greater Bay Area (GBA) and Asia through international benchmarking on different performance indexes in terms of innovation, economic competitiveness, human capital, liveability, smart mobility and green city rankings. Apart from addressing the housing and land supply issues, the proposed New Development Area (NDA), including NTN and ELM, are also planned with their strategic functions in promoting liveable high-density city and creating synergy effects for regional development. Figure 10 summarises the aspects of sustainability capacity that has been promoted under the building block 3 of HK2030+ in which existing environmental conservation strategies are carried onward while enabling more flexibility and sustainable growth in the development capacity with supporting transport and infrastructure. However, controversies over “sustainability capacity” of HK2030+ are significant among different stakeholders, who are concerned about the incomprehensive coverage and balance of strategies.
4.6.3 For the coverage of strategic plans, progress has been made in covering wider sustainable policies on environmental capacity since the HK2030, but as admitted by the representatives from the planning authority, it is difficult to immediately provide extensive conservation strategies and satisfy the environmental professionals’ standard with effort solely by PlanD. They addressed the close liaison relationship between PlanD and the Shenzhen Planning Department in developing cooperative regional strategies, but also the little consideration on cross-boundary environmental issues without the negotiation by EPD and other environmental planning bodies in the GBA. From Figure 10, the existing strategies in promoting sustainability capacity are more reactive to land development and the measures for environmental capacity are only observing the general Smart, Green and Resilient (SGR) and conservation framework, which are more passive towards environmental problems. For instance, most of the proposed strategies for environmental conservation were only the continuation of previous Country Parks and Marine Parks Ordinance, in which the areas of marine parks only covered 2% of the local water while the proportion of freshwater marshes and rivers are little among the 40% of land cover under the country park area (WWF, 2017). It shows the lack of proactiveness in further updating and addressing new environmental challenges such as threats on marine and freshwater ecology. While the emphasis of cultural conservation as proposed by HK2030 was not carried onward by the latest strategic plan, other important values such as climate resilience and social sustainability are also not proactively highlighted in strategic planning.

4.6.4 For the balancing of different strategic focuses, the planning authority used to make references based on past experience and are usually optimistic over land development issues. The economic aspect of sustainability is always misused as the justification for the path-dependent infrastructure and reclamation projects, while the other aspects concerning the local community economy and ecological conservation are understated. Concerning the existing SA which aims to ensure a balanced achievement of sustainable development by different proposed strategies, various guiding principles have been introduced by the Sustainable Development Division. The eight guiding principles concerning dimensions of “economy, health and hygiene, natural resources, society and social infrastructure, biodiversity, leisure and cultural vibrancy, environmental quality and mobility” were set in 2001 and remain effective until now. (Environment Bureau, 2007). Since most of the conceptual goals concerning social and environmental sustainability, such as resilience and liveability, were not benchmarked in existing SA, the balancing of strategies under the outdated standards might not be as effective as that of the latest international standards. In addition, the Task Force on Land Supply has identified multiple land development alternatives that are generally accepted by the public, such as
near-shore reclamation outside Victoria Harbour and brownfield site development, but they are not widely discussed by relevant stakeholders in official consultation process before concluding with the final development options. For example, representatives from interest groups reflected that some of the relevant advocacy groups like the Save Lantau Alliance (SLA) were not actively consulted when planning sustainable development options in Lantau. As a result, the balancing of different strategic focuses in the sustainability domain are not comprehensive.

4.6.5 Therefore, it is expected to have wider coverage of strategies and more harmonious balance between the development and conservation capacity, so as to further promote the leading role of Hong Kong as a sustainable Asia’s world city. More careful discussions with relevant stakeholders and assessments with updated benchmarking standards on sustainability should also be considered.

**KEY ISSUES ON URBAN PLANNING AND DESIGN**

4.7 **KEY ISSUE 7:** Limited review for strategic plans to update the progress

4.7.1 In order to maintain proactiveness of strategic planning, a review mechanism is necessary to anticipate future needs and optimise the development strategies in the strategic plans. The strategic plans should be able to present goals, roles and functions of previous plans, which possess the capability to review the progress of proposed spatial strategies.

4.7.2 From the existing review and monitoring, it is observed that monitoring methods have been introduced since HK2030. Table 4 illustrates the planning methods in the plan implementation stage, which explained that the methods adopted in the implementation stage are relatively less comprehensive compared to the previous stages as discussed in Chapter 4.4. Past strategic plans put most of the efforts on planning for execution. Yet, they were less focused on deriving a set of plans for monitoring and amendment following the progress of implementation, which brings concern on the review and monitoring of development strategies.

<table>
<thead>
<tr>
<th>Table 4. Methods of Strategic Spatial Planning in Hong Kong During the Plan Implementation Stage (Sources: Plantopia, 2020)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Stage 3: Plan Implementation</strong></td>
</tr>
<tr>
<td>Methods</td>
</tr>
<tr>
<td>Planning for Execution</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Amendment</td>
</tr>
</tbody>
</table>
4.7.3 Regarding the duration of strategic plan-making, the implementation of strategic plan would overlap with the update and preparation process of the next strategic plan, implying a short duration in progressively achieving the strategic vision. As mentioned by representatives from the planning authority, the strategic plans are renewed approximately in a 10-year time interval, in which the implementation timeline may be overlapped with the preparation process of the new strategic plan. The long preparation process of strategic plans would hinder the accomplishment of strategic goals before the review stage of the next strategic plan, while bringing concerns on the review mechanism of strategic planning. To take an example of HK2030+, the review and plan preparation process took around 7 to 8 years, while there would only be a short period of time to implement the strategic proposals of HK2030 to the local level before the “baseline review and consolidated key issues” stage in HK2030+. Some strategic proposals in HK2030 could not be put forward to HK2030+ for consideration, for instance, the preservation of cultural heritage did not be included as one of the strategic focuses in HK2030+. The case illustrates the lack of review mechanism in strategic planning to update the progress of implementation, thus reducing the responsiveness of strategic planning in the actual scenarios.

4.7.4 Concerning the review process of the previous strategic plan, it is observed that the strategic plan did not go through a comprehensive review process of development strategies proposed in the previous plan. Professionals noted that the review process would not particularly include the strategic proposals of the previous strategic plan, for example HK2030 would only generally review the function and major achievements of past reports, instead of reviewing major development strategies in the TDSR. Therefore, the review mechanism may not be able to proactively adapt the new plans to new circumstances, while taking into account the previous proposals in the new strategic plan.

4.7.5 With consideration of the unresponsiveness of the review mechanism in strategic plan, it is believed that reviewing the past strategic plans and practices more responsively could facilitate strategic plan-making process, and could have better tracking on the implementation process.

4.8 **KEY ISSUE 8:**

**No regular timeframe to translate strategic plans into local actions**

4.8.1 Since strategic plans would play the role in guiding local actions as its implementation, the transition process would be important to as paramount in coordinating strategic plans and related action plans at different levels of spatial planning. While strategic plans are the highest level of plans in the planning hierarchy, the spatial planning objectives should be reflected in the actual outcome of the development plan in different aspects. As a working definition, “practice” in this review refers to the transformation of ideas from the strategic plan to local plans.

4.8.2 **Figure 11** illustrates the planning hierarchy of spatial plans in Hong Kong, which strategic plans function to translate the government’s decisions to the planning hierarchy. While the preliminary idea from the higher level proposals needs to be translated into the planning mechanism, strategic plans would serve as the bridge to put concepts into local plans. Therefore, the importance of strategic plans is to provide a broad planning framework to guide future development, while the spatial framework and provision of major infrastructure proposed in the strategic plans would act as the basis to guide
local plan-making processes. In particular, as the major role of strategic plans is to guide local plans, it is obvious that strategic planning practices would take the transition process from strategic plans to Outline Zoning Plan (OZP) into considerations.

![Planning Hierarchy of Spatial Plans in Hong Kong (Source: Plantopia, 2020)](image)

**Figure 11. Planning Hierarchy of Spatial Plans in Hong Kong (Source: Plantopia, 2020)**

4.8.3 Table 5 consolidates the transaction time from strategic plans to local plans, with respect to the strategic proposals listed in the strategic plans and its related planning documents. The calculation of transaction time would be based on the timeframe of strategic plans and the proposed year of OZP approval or amendment, and the time lag between strategic plans to local plans is taken into considerations to investigate the capability of strategic plans coordinating with local plans. In terms of the transaction time, the process in translating the proposal from strategic plans to local plans would usually take around 10-15 years that some variations can be explained by factors such as economic recession, public objection and coordinated issues across government departments and different stakeholders.

4.8.4 It is observed the inter-relationship between strategic plans and local actions would be a two-way coordination process. Two scenarios of strategic planning practices can be obtained: (i) strategic proposals in strategic plans have been translated to OZP; and (ii) strategic proposals in strategic plans have been implemented before the promulgation of strategic plans. It implies that the strategic planning mechanism would like to provide flexibility in the implementation stages, and tried to be responsive to the socio-economic changes in the plan translation process.

4.8.5 Given its flexibility, it is criticised that the transition process may bring relatively long time for strategic planning practices. Professionals expressed their view that the time gap would bring challenges in actualising strategic plans into local actions, thus the translation process appeared to be inefficient and ineffective with the dynamic process of strategic planning. The completion time of planning projects may further delay due to long implementation time gaps.
### Table 5. Transaction Time from Strategic Plans to Local Plans (Source: Plantopia, 2020)

<table>
<thead>
<tr>
<th>Strategic proposal</th>
<th>Proposal plan</th>
<th>Strategic plan</th>
<th>OZP approval or amendment</th>
<th>Transaction time (Year)</th>
</tr>
</thead>
</table>
4.8.6  Apart from the long transition process for strategic plan implementation, a regular implementation mechanism would also influence the effective translation from strategic plans to local actions. The planning mechanism in Hong Kong does not have a regular implementation mechanism for formulating action plans and undergoing further planning studies, explained by representatives from the planning authority and professionals, while the translation process of strategic plans would be subject to the endorsement of the Executive Council and the execution capacity of the planning projects as discussed in Chapter 4.1 and 4.3. The Policy Address would also possess its executive power to drive the implementation of strategic proposals and development strategies. Therefore, the coordination of strategic plans with local actions is concluded as weak in terms of its capability to translate spatial planning objectives to local plans.

4.8.7  In response to the weak coordination between strategic plan and local plans, it is believed that a regular implementation mechanism could guide the translation of strategic plan to local plans within a reasonable time period, and enhance the responsiveness of strategic planning in future practices.

4.9  KEY ISSUE 9:

**Insufficient effort to bridge the knowledge gap between government and public**

4.9.1  Although strategic planning provides high-level guidance in driving the future development, it is important to promote strategic planning to the local level in order to facilitate public understanding with respect to the future development directions in the coming decades. Information diffusion refers to the dissemination of knowledge and development perspectives among stakeholders, in which the key objections and specific actions should be promoted to enable shared understanding and resolve possible conflicts.

4.9.2  It is appreciated that various engagement activities have been organised to bridge the knowledge gaps, for example with reference to Figure 12, drawing competitions for primary school students and student essay-writing for secondary school students, further emphasised by representatives from the planning authority. The engagement activities for HK2030+, including public forum, topical discussion, thematic exhibition, roving exhibition, knowledge sharing seminar and guided visit (DEBV & PlanD, 2016), enhance public understanding towards strategic planning, recognising the effort of PlanD in addressing the knowledge gap between the government and the general public. In addition, PlanD has also organised a outreach programme to “provide more opportunities for the general public, particularly our younger generations, to know more about town planning in Hong Kong and how they can participate in the planning process” (PlanD, 2020). A large variety of exhibition formats are introduced to schools, shopping centres and public venues, which the engagement activities can help disseminate the information to the public.
4.9.3 Despite the engagement activities organised by PlanD, public misconceptions would still present in the strategic planning process. Raised by professionals, the constantly changing nature of strategic planning in Hong Kong may bring confusion to the public with the change of strategic focus and development strategies. It is also stated that knowledge sharing seminars and guided visits would not be suitable for the general public since professional knowledge and terms would be too difficult for laymen. Consequently, the public would not be aware of the overarching planning goal that the planning authority has aimed to achieve.

4.9.4 It is also observed that the strategic plans have over-simplified the complexity of issues. Since the planning authority would selectively report the pre-set outcomes to the general public, in order to justify the government’s stance in creating development capacity and undergoing large-scaled planning projects, the public may be misled with the over-generalised statistics and issues reported in the PE booklet. To take HK2030+ as an example, the PE booklet consolidated the key issues and major development strategies throughout the whole study, but it appeared to be lacking details explaining the upcoming challenges to the public. The public may not realise the importance of the development strategies, thus creating further misunderstanding and misconceptions towards strategic planning in Hong Kong.

4.9.5 With the identified key issue on information diffusion, it implies that the planning authority may need to put more effort to bridge the knowledge gap and dispel the doubts that facilitate dissemination of available information to the general public. Different perspectives among stakeholders should be promoted to enable shared understanding and discussion on future development. Disseminating plan contents through more approachable and accessible means, for example including the review of previous strategic plans may also facilitate public understanding of the new strategic plan, and improve the responsiveness of strategic planning in Hong Kong.
4.10 CHAPTER CONCLUSION: KEY ISSUES AND IMPROVEMENT DIRECTIONS

4.10.1 Incorporating key issues identification and stakeholders’ aspirations, improvement directions are developed accordingly. The improvement directions, serving as the general lines of instructions, will be put forward to develop improvement recommendations at Chapter 6.

4.10.2 From the perspective of urban governance, the improvement directions are formulated as below:

- Since the government is lacking synchronised practices and consolidation across departments, it is hoped to strengthen collaboration between departments and bureaus;
- It is observed to be inadequate community participation throughout the plan-making process, therefore it is important to promote wider scope and variety of public engagement throughout different stages of the planning process; and
- With the ambiguous role of PlanD and strategic spatial plans, the executive power of PlanD and the implementability of strategic plan should be reinforced.

4.10.3 In terms of urban policies, the improvement directions are suggested as below:

- With the over-reliance on quantitative aspects and unreliability of planning methods, more data-driven planning technology should be employed while putting more qualitative consideration in the design of planning methods;
- From the unrepresentativeness and inadequate involvement of various stakeholders at different stages, it is necessary to involve a broader scope of key sectors throughout different stages of the planning process; and
- To cope with the Incomprehensive coverage and balancing different strategic focuses, Plan D should assess carefully and proactively the long term planning among sustainability domains.

4.10.4 Regarding urban planning and design, the improvement directions are stated as below:

- Reviewing the past strategic plans and practices more responsively could improve the circumstance of having limited review for strategic plans to update the progress;
- Guiding the translation of strategic plan to local plans within a reasonable time period could bring regular time frame to translate strategic plans into local actions; and
- With the insufficient effort to bridge the knowledge gap between government and public, it is important to disseminate plan contents through more approachable and accessible means.
5 INTERNATIONAL EXPERIENCE

This chapter outlines the international experience in regard to the key issues identified in the previous chapter. Following an overview of the selected cases, key lessons of the strategic planning practices which are relevant to Hong Kong would be provided under the related improvement direction.

5.1 OVERVIEW OF INTERNATIONAL CASES

5.1.1 Table 6 illustrates the case selection of international cases in this review. Eight cities are selected and reviewed to draw out key lessons with respect to the key issues identified in Chapter 4. A summary of strategic planning practices of the cases are outlined in Table 7.

Table 6. Case Selection (Source: Plantopia, 2020)

<table>
<thead>
<tr>
<th>International Cases</th>
<th>Brief Description</th>
</tr>
</thead>
</table>
| Singapore           | • One of Asian Four Tigers from the 1960s to 1990s  
                      • Transformed from a manufacturing centre to an innovative technology centre  
                      • Faced similar challenges as Hong Kong, such as double ageing  
                      • Well-developed and high-efficient planning system since the 1970s |
| Kuala Lumpur        | • Focus on transformation needed to integrate global and national planning on broader sustainability issues  
                      • Encourage the development of inclusive city and creative economy to attract human capital with comprehensive coverage of spatial and aspatial issues |
| Copenhagen          | • Ranked as the 9th liveable city in 2019  
                      • High reputation on environmental conservation issues  
                      • Well-developed and mature European town planning system  
                      • Strong regional cooperation with Malmo in Sweden |
| New York City       | • Benchmarking global financial centre with focus on economic competitiveness  
                      • Cope with the similar challenges with Hong Kong, such as high living cost and housing affordability |
| Melbourne           | • Ranked as the 2nd liveable city in 2019 |
| Sydney              | • Ranked as the 3rd liveable city in 2019 |
| Seoul               | • One of the Asian Four Tigers from the 1960s to 1990s  
                      • High reputation on integrating smart governance into strategic planning |
| Shenzhen            | • One of the members in the GBA  
                      • Rapid economic growth over the past few decades  
                      • Transformed from the world factory to a high-ended innovation hubs |
### Table 7. Summary of Strategic Spatial Practices of International Cases (Source: Plantopia, 2020)

<table>
<thead>
<tr>
<th></th>
<th>Singapore</th>
<th>Kuala Lumpur</th>
<th>Copenhagen</th>
<th>New York City</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Most Recent Plan</strong></td>
<td>Concept Plan 2011</td>
<td>Kuala Lumpur Structure Plan 2040</td>
<td>Municipal Strategic Plan 2019</td>
<td>OneNYC 2050</td>
</tr>
<tr>
<td><strong>Planning Horizon</strong></td>
<td>40-50 years</td>
<td>20 years</td>
<td>12 years</td>
<td>30 years</td>
</tr>
<tr>
<td><strong>Review Period</strong></td>
<td>Every 10 years</td>
<td>Gazetted in 1984, 2004 and 2019</td>
<td>N/A</td>
<td>Every 4 years</td>
</tr>
<tr>
<td><strong>Legal Status</strong></td>
<td>Non-statutory (Concept Plan); And Statutory (Master Plan)</td>
<td>Statutory</td>
<td>Non-statutory (Municipal Plan); and Statutory (National Directive)</td>
<td>Non-statutory</td>
</tr>
<tr>
<td><strong>Responsible Agencies</strong></td>
<td>Coordinated by MND and URA Singapore</td>
<td>Drafted by the Mayor and Kuala Lumpur City Hall; and Gazetted by the Ministry</td>
<td>Drafted and implemented by City of Copenhagen at municipal level</td>
<td>Prepared by NYMOS, New York City Government</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Melbourne</th>
<th>Shenzhen</th>
<th>Seoul</th>
<th>Sydney</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Most Recent Plan</strong></td>
<td>Plan Melbourne 2017-2050</td>
<td>Shenzhen 2030 Development Strategy</td>
<td>Seoul 2040</td>
<td>The Metropolis of Three cities - The Greater Sydney Regional Plan</td>
</tr>
<tr>
<td><strong>Planning Horizon</strong></td>
<td>30 years</td>
<td>20 years</td>
<td>20 years</td>
<td>40 years</td>
</tr>
<tr>
<td><strong>Review Period</strong></td>
<td>Every 4 years</td>
<td>N/A</td>
<td>Every 5 years</td>
<td>Every 3 years for plans; and every 5 years for performance indicators</td>
</tr>
<tr>
<td><strong>Legal Status</strong></td>
<td>Non-statutory</td>
<td>Statutory</td>
<td>Statutory</td>
<td>Statutory</td>
</tr>
<tr>
<td><strong>Responsible Agencies</strong></td>
<td>Coordinated by DELWP, Victorian Planning Authority, and other local councils</td>
<td>Coordinated by the Shenzhen Municipal Party Committee; the Planning and Natural Resources Bureau of Shenzhen Municipality; and the Standing Committee of Shenzhen National People’s Congress</td>
<td>Coordinated by Planning and Coordination Office; and Urban Planning Bureau</td>
<td>Prepared by Greater Sydney Commission with direct reporting to NSW government</td>
</tr>
</tbody>
</table>
**Singapore**

5.1.2 **Figure 13** summarises the timeline of strategic plans in Singapore. Concept Plan is the strategic land use and transportation plan which guides Singapore’s urban development over the next 40 to 50 years. It has been prepared by the Ministry of National Development (MND) and Urban Redevelopment Authority (URA Singapore). Since 1991, the Concept Plan has been reviewed every 10 years. While the Concept Plan is a non-statutory development guideline, its idea usually would transfer into the statutory Master Plan to guide physical development over the next 10 to 15 years at the local level.

![Figure 13. Timeline of Strategic Plans in Singapore (Source: Plantopia, 2020)](source)

**Kuala Lumpur**

5.1.3 **Figure 14** summarises the timeline of strategic plans in Kuala Lumpur. In the context of strategic planning in Kuala Lumpur, it is a statutory planning exercise under the Structure Plan System in Malaysia. With the massive expansion of urban areas, the urban boundary of Kuala Lumpur was declared as Federal Territory. It has stimulated socio-economic and spatial changes from 1974 to 1984, which necessitated the new development plan for Kuala Lumpur. The first structure plan, Kuala Lumpur Structure Plan 1984 (KLSP1984), was drafted and gazetted in accordance with Act 267 in 1984 to guide the development directions in the next 20 years.

![Figure 14. Timeline of Strategic Plans in Kuala Lumpur (Source: Plantopia, 2020)](source)
Copenhagen

5.1.4 **Figure 15** summarises the timeline of strategic plans in Copenhagen after structural reform in 2007. Under Danish Planning System, a three-level strategic planning hierarchy including the national, regional, and municipal level has been adopted among which the National Government of Denmark is of the highest level and has the statutory power to guide lower-level plans through planning directives and to summarise national interests in developments. Since the Structural Reform in 2007, the role of municipalities has been strengthened. The 2007 Finger Plan was the first national planning directive that put “Greater Copenhagen” into law. Municipality-led planning has since then started and whilst there is no mechanism for regular review of plans, three Municipal Strategic Plans have been published in 2011, 2015 and 2019 along with other sub-plans.

![Timeline of Strategic Plans in Copenhagen](source: Plantopia, 2020)

New York City

5.1.5 **Figure 16** summarises the timeline of strategic spatial plans in New York City (NYC). OneNYC (or PlanNYC before 2015) is the long-term sustainable strategic spatial plan which outlines the development pathways of the city for the next 30 years. It has been prepared by the Mayor’s Office of Sustainability (NYMOS) since 2007. Required by the NYC’s Charter, the mayor has to develop a long-term sustainability plan every four years. OneNYC2050 is the latest version of the plan and its vision is to transform NYC into a strong and fair city by 2050.

![Timeline of Strategic Plans in New York City](source: Plantopia, 2020)
Melbourne

5.1.6 **Figure 17** summarises the timeline of strategic plans in Melbourne. Strategic planning in Australia dates back to 1929 when the Government of Victoria State started to introduce and translate various strategic development policies into infrastructure plans, regional plans and statutory local planning schemes. With extensive community consultation on previous plans and policies, the latest strategic plan Plan Melbourne 2017-2050 was prepared to provide a blueprint for urban development of the city in the next three decades. This plan focuses on incorporating housing, employment and transportation issues into the land use plan and improving Melbourne’s overall sustainability, liveability and legacy of distinctiveness. Translation of the plan into regional and local plans will be accompanied by a five-year implementation plan and various progress reports.

![Figure 17. Timeline of Strategic Plans in Melbourne (Source: Plantopia, 2020)](image)

Sydney

5.1.7 **Figure 18** summarises the timeline of strategic plans in Sydney (Metropolitan Sydney). The Greater Sydney Regional Plan is the strategic spatial plan which outlines a 40-year vision and forms a 20-year plan to guide the sustainable urban development for Metropolitan Sydney. It is formulated by the Greater Sydney Commission with direct reporting to the New South Wales (NSW) government under the Environmental Planning & Assessment Act 1979. By the statutory requirement from the Act, the plan is needed to review every 3 years and the report of performance indicators are needed to be reviewed every 5 years.

![Figure 18. Timeline of Strategic Plans in Sydney (Source: Plantopia, 2020)](image)
**Seoul**

5.1.8 **Figure 19** summarises the timeline of strategic plans in Seoul. The Urban Master Plan is the strategic spatial plan which provides long-term direction for urban development for the next 20 years. By the Act on Planning and Use of National Territory, the mayor of Seoul is required to review the plan and make improvements every 5 years. The Planning and Coordination Office and the Urban Planning Bureau are the main responsible parties of the Urban Master Plan formulation. 2030 Seoul Plan is the most recently completed plan which hopes to shape the South Korean capital to the “Happy City of Citizens with Communication and Consideration”.

![2030 Seoul Plan](image)

![2040 Seoul Plan](image)

**Figure 19. Timeline of Strategic Plans in Seoul (Source: Plantopia, 2020)**

**Shenzhen**

5.1.9 **Figure 20** summarises the timeline of strategic plans in Shenzhen. Urban Development Strategy is the highest level plan in Shenzhen which outlines the directions for spatial and sectoral policies for the next 20 years. Under the Urban-Rural Planning Act, it is prepared by the Shenzhen Municipal Party Committee and Planning Bureau of Shenzhen, and was approved by the Standing Committee of Shenzhen National People’s Congress. Shenzhen 2030 Development Strategy is the most recently promulgated plan which emphasises on achieving social, economic and environmental sustainability of the city.

![Shenzhen 2030 Development Strategy](image)

![Shenzhen 2050 Urban Development Strategy (Drafting)](image)

**Figure 20. Timeline of Strategic Plans in Shenzhen (Source: Plantopia, 2020)**
5.2 IMPROVEMENT DIRECTION 1: Strengthening collaboration between departments and bureaus

5.2.1 In terms of institutional collaboration, it is observed that strategic planning in Hong Kong is lacking synchronised practices and consolidation across departments. Other departments have also taken a relatively passive role in the drafting of strategic spatial plans, resulting in weak inter-departmental consolidation. It is acknowledged that strengthening collaboration between departments and bureaus can help enhance the institutional capacity.

**Singapore:**
*Comprehensive collaboration between and among government departments and other agencies*

5.2.2 Given that Singapore has a similar institutional setting of various ministries and departments, it could offer key lessons to Hong Kong. The planning system in Singapore possesses a high degree of vertical and horizontal coordination among various departments and divisions. Horizontally, while the Strategic Planning Division in MND and URA Singapore are responsible for making the concept plan, MND would also collaborate with other agencies, for example, the Building and Construction Authority, Housing and Development Board and National Parks Board in the implementation process (MND, 2018). Vertically, active collaboration is also shown within the institutional structure, as MND and URA Singapore are the leading agencies to monitor the strategic plan-making process.

5.2.3 In terms of the vertical collaboration, although MND has a leading role in drafting the Concept Plan, other policy-related ministries and departments would be engaged throughout the whole strategic planning process. For example in Concept Plan 2011, 11 inter-agency sub-committees are formed under a steering committee in the strategic planning process (Khoo & Guo, 2017). Figure 21 summarises the steering committee and inter-agency structure for Concept Plan 2011.

*Figure 21. Steering Committee for Concept Plan 2011 (Source: Khoo & Guo, 2017)*
5.2.4 Although MND and URA Singapore are not responsible for all sub-committees and the steering committee, other ministries and agencies would also contribute to the strategic planning process. For instance, the sub-committee of Infrastructures & Utilities is co-chaired by the Ministry of Trade and Industry and the Ministry of the Environment and Water Resources, and the sub-committee of Transport is chaired by the Ministry of Transport (Khoo & Guo, 2017). The steering committee and inter-agency sub-committees would help advise policy directions and land-use strategies from various perspectives.

5.2.5 The comprehensive collaboration between and among government departments as well as with other agencies has demonstrated strong governmental collaboration. The successful introduction of steering committee and inter-agency sub-committees are regarded as a key lesson to the institutional collaboration in Hong Kong.

New York City: Cross-agency thematic working groups as the core member of strategic planning

5.2.6 Supported with a strong institutional collaboration in strategic spatial planning, NYC is seen as a reference to Hong Kong. In order to facilitate the formulation of the OneNYC, the de Blasio administration team set up the NYMOS, whose main responsibility is to guide the whole process of the OneNYC. The process covers from the design and development, management of agencies and stakeholder organisation, to the coordination with the steering committee, devising metrics and accountability as well as writing and editing the final report and website.

5.2.7 Cross-agency thematic working groups are formed during the plan preparation stage to identify unmet needs and develop initial proposals. Senior government agency officials chaired the working groups with the potential ideas from the NYC government, and other public agencies would also join the thematic cross-departmental working groups to identify the gaps between policies and implementation. Gaining multiple expert perspectives, priorities of the policies are developed to yield a larger benefit. Benchmarking different practices and internal reporting would also help facilitate the plan-drafting process.

5.2.8 Despite the difference in the institutional settings, cross-agency thematic working groups demonstrate that an efficient departmental cooperation in the NYC Government could still be in place. The widespread commissioner and senior-level staff engagement could enhance the composition and expertise of the technical teams, which can be a key lesson to Hong Kong.

5.3 IMPROVEMENT DIRECTION 2: Promoting wider scope and variety of public engagement throughout different stages of the planning process

5.3.1 Regarding community participation, unrepresentativeness and inadequate involvement of various stakeholders at different stages have been identified. However, the efficacy of public engagement can be enhanced through promoting the scope, depth and including a variety of methods for public engagement throughout different stages of the planning process.
5.3.2 Singapore involves active public participation at different stages throughout the whole plan-making process with different measures to widen the scope and variety of public engagement. The PE process involves intense discussion and consultation with various stakeholders. Public participation is aided by the government with a top-down approach through an expert-led advisory group that steers PE (Son & Yuen, 2006). The group is responsible for analysing the key areas of concern in the plan, consultation in public forums and facilitating the direct and indirect PE methods. The wide variety of public participation exercises follows the intention to actualise citizens’ aspiration for better lifestyle quality. An overview of the public involvement process is demonstrated in Figure 22.

![Timeline of Concept Plan 2011](source: Plantopia, 2020)

**Figure 22. Public Involvement in Concept Plan 2011 (Source: Plantopia, 2020)**

5.3.3 Singapore demonstrates a promising accomplishment in integrating advanced technologies and artificial intelligence into regular PE exercises. Virtual Singapore is one of the projects creating a dynamic three-dimensional (3D) city model and collaborative platform for easy visualization of the planning ideas. The two-directional information is an interesting way to deliver dense information especially for the younger generation. In addition, citizen focus group, lifestyle surveys and online consultation exercises are carried out to further identify the lifestyle needs and satisfaction level of residents regarding living, working and recreation environments (URA Singapore, 2009; URA Singapore, 2010).

5.3.4 In Hong Kong, the current PE mechanism can be optimised by broadening the scope of stakeholders and diversifying the consultation format with more use of technology-intensive PE tools. This would help to collect the opinions from the general public at a faster, easier and more interesting way to stimulate more interactions.
Strategic Planning Approaches, Processes and Practices: 
International Review and Lessons to Learnt for HK2030+ 
Final Report

5.3.5 Melbourne has carried out extensive PE activities ranging from “Vox Pops” (i.e. random short interview on street) to online surveys, forums and many community events to encourage bottom-up participatory measures in the plan-making process. Through establishing a technical reference group and stakeholder reference group, consultation could cover more stakeholders from various aspects.

5.3.6 Apart from the traditional written and online submissions, more small-scale and communal engagement including community focus group and stakeholder’s roundtables were introduced in the PE exercise of Plan Melbourne 2014. As shown in Figure 23 another unusual way of collecting public views is conducting “Vox Pops”, which a short interview will be conducted with spontaneous citizens on the street so that voices of the non-active participating citizens could be included. To allow transparency, the planning authority had issued reports to incorporate the comments they received and all written submissions from various stakeholders are exhibited on the web page (The State of Victoria, 2012; 2013; 2014; 2016).

5.3.7 To improve the effectiveness of communication, Hong Kong could learn from the approach and methods of PE adopted by Melbourne, so that individuals will be encouraged to discuss planning issues within the community. The engagement targets should be broadened to engage the hard-reaching groups to ensure a more inclusive discussion.

Seoul:
Independent institute to oversee the co-envisioning exercise involving professionals and large-scale focus groups

5.3.8 In Seoul, PE has become one of the most significant parts throughout the plan-making process since the 2030 Seoul Plan. Co-envisioning exercise is promulgated to create a shared vision among Seoul citizens before the plan is drafted. An independent institute was selected to coordinate the exercise that involved consultation with professionals and the launch of large-scale focus groups. Constant effort is imposed to enhance public understanding and exposure of strategic planning. For instance, the plan used layman language to simplify the urban basic plans. “Seoul Urban Planning Citizen’s Academy”, a civic education program, is also set up (An & Kim, 2015).
5.3.9 Before the co-envisioning exercise, professionals identify the basic directions of the plan and formulate co-visioning strategies for citizen participation. Extensive and large scale focus group and questionnaire survey are adopted to understand citizen’s aspirations. Special consideration is commissioned to formulate the focus group i.e. random sampling from diverse backgrounds forming 100-citizen groups, which the participants then took part in a series of training and plenary sections within 2 months. Moreover, a separate entity of Youth Group was established to avoid their ideas from being influenced by adults in the main group. Both groups will be regularly consulted to check if the content of the plan aligns with their aspirations (Centre for Livable Cities & the Seoul Institute, 2017).

5.3.10 To conclude, the idea of in-depth PE on the particular group of residents can be an insightful practice of Hong Kong. A creative yet regularized platform can be created for students, community groups and practitioners to brainstorm their initial idea at an earlier stage.

5.4 IMPROVEMENT DIRECTION 3: Reinforcing the executive power of PlanD and the implementability of strategic plan

5.4.1 As identified in Chapter 4.3, the role of PlanD and the strategic plans are considered ambiguous, which would lower the executive capacity and implementability of the plan. Strengthening the decision-making power of authorities in guiding the plan-making process is therefore critical in making the formulation and implementation of strategic plans more effective.

Copenhagen: Explicit role of municipal strategic plan in guiding other sub-plans and action plan

5.4.2 Copenhagen has specified an explicit role for the planning authority, which its duty ranges from drafting the strategic plan to the implementation level in local plans. Concerning the role of the planning authority, the executive responsibility of the City of Copenhagen has been significantly enhanced after the local authority reformed in 2007. As illustrated in Figure 24, apart from having the executive power in both strategic and local planning, it also has the authority at the implementation level, such as permitting EIA and local development plans (Danish Ministry of the Environment, 2007). Planners’ roles of implementation, in addition to plan-drafting, have encouraged more practical considerations on different aspects when designing for an implementable strategic plan.

5.4.3 While concerning the role of strategic spatial plans, the municipal strategic plans in Copenhagen has an overarching status on other strategic-level plans and sub-plans, such as “Business and Growth Policy 2015-2020”, “Urban Nature in Copenhagen Strategy 2015-2025” and “Bicycle Strategy 2011-2025”. With a clear hierarchy of plans, the extensive role of municipal plans over other plans effectively guided and facilitated the coordinated planning and implementation of strategies.

5.4.4 In the long run, Hong Kong could refer to Copenhagen in reviewing the role of planning authority and strategic spatial plans, to improve the executive capacity and implementation efficiency in guiding and coordinating the resources or works contributed by departments or plans.
Publication of Implementation plans to clearly identify roles among institutional parties

5.4.5 In Melbourne, an implementation plan is prepared together with the strategic plan to identify the subsequent responsibilities of different institutional parties in the implementation. Plan Melbourne 2017-2050 is the strategic plan that guides the development of the city in the upcoming 35 years (State of Victoria, 2017a). Despite the long planning horizon, the implementation of the plan is ensured by the five-year implementation plan which is released simultaneously with the strategic plan. Based on the strategic plan, the implementation plan further breaks down 90 policies into 112 actions. For each of the actions, the corresponding aims, explanations, and the linkages with the other actions are provided as shown in Figure 22.
5.4.6 More importantly, the implementation plan has set out the timeframe, lead agency and the implementation partners for each action (State of Victoria, 2017b). For Plan Melbourne, the state government departments, authorities and city councils at the local level would be required to oversee the implementation. For instance, these agencies are mainly the Department of Environment, Land, Water and Planning, Victorian Planning Authority (DELWP), Department of Transport, Department of Jobs, Precincts and Regions, and Victoria Planning Authority. Identifying the responsible lead agency and partners, the plan would help to clarify the hierarchy of duties, and to minimise the chances of overlapping or missed duties. Thus, the document also serves as an effective guide for the agencies to follow up. In addition, specific timeframes are specified for the parties to better facilitate the planning of the implementations.

5.4.7 Clearer identification of responsibilities among departments, as illustrated in the implementation plan of Plan Melbourne, might help to clarify the role of PlanD and the effects of the plan. Additionally, following the promulgation of the strategic plan, the implementation would be more effectively channelled with the aid of the document of the implementation plan.

**IMPROVEMENT DIRECTIONS ON URBAN POLICIES**

5.5 **IMPROVEMENT DIRECTION 4:**
*Employing data-driven planning technology while putting more qualitative consideration in the design of planning methods*

5.5.1 In drafting the Strategic Plan, a wide range of innovative technologies are used. While Hong Kong may present the inaccuracy and over-reliance of quantitative planning methods, the use of technology, especially the application of data-driven and big data planning approaches, could help improve the forecasting and visualization of strategic planning. More importantly, the use of data-driven technology can help improve the information dissemination of strategic plans, and thus encourages evidence-based decision making and legitimacy of strategies made by the government.

*Singapore:*
*Application of innovative and technological urban planning approach*

5.5.2 The Singapore Government has encouraged the use of planning techniques, with the implementation of innovative approaches to optimise the land resources and improve sustainable development strategies in different land uses. City Engine is one of the innovative technologies applied in strategic planning, which combines the benefit of Geographic Information System (GIS) and 3D modelling software (Esri, 2020). Collaborated by the private and intellectual institutions with government planning units, City Engine integrated spatial and non-spatial data from different elements of the city, such as transport flow and building height, to create a 3D city model.
5.5.3 **Figure 26** shows the use of City Engine in modelling and visualising the city changes after adopting different planning strategies (Esri, 2020). For instance, the environmental effects of an unbuilt development can be estimated and assessed in the 3D city model, by carrying out ventilation assessment and visual permeability assessment directly in City Engine. It is acknowledged that more qualitative inputs could be addressed in the city modelling, which helps to resolve urban problems in the strategic planning stage and ensure its accuracy for applying into planning methods.

![Figure 26. The Use of City Engine in 3D Modelling and Visualisation (Source: Esri, 2020)](image)

5.5.5 Considering the dynamic socio-economic environment, it is important to collect accurate planning data and information to assess the baseline condition and to project for future implications. In terms of the accuracy of planning data in Hong Kong, it is debatable that currently some of the baseline data is not updated. Following the IT initiatives proposed by the Third National Plan, the Kuala Lumpur Urban Observatory (KLUO) is set up to construct a database to collect and analyse updated city information.

5.5.6 KLUO aims to develop a sustainable and responsive city governance system for data-sharing and consolidating city-data concerning the building, public space usage, public utilities and infrastructure in a database. The access of the information system will be shared among the private, public institutions, and the community to widen the source of data (Federal Government of Malaysia, 2019). In addition, as a local level observatory, KLUO will work closely in line with the regional and national observatories, as well as the international urban observatories.

5.5.7 Apart from the extensive storage of planning data, KLUO also evaluates and monitors city performances on a regular basis. Taking advantage of big data, KLUO transforms the development goals, for instance, the targeted Sustainable Development Goals (SDGs) into quantifiable and traceable data for analysis. Monitoring reports will be generated annually to evaluate the achievement of SDGs and compliance with other international blueprints and commitments.
The NYC government has emphasized the use of “Big-data”, which means integrating comprehensive and extensive data with analytical technologies like Geographic Information System and modelling, to save effort in baseline data acquisition and to improve the delivery of missions in strategic planning.

In the context of strategic planning, big data has played an important role in the strategic planning process in NYC. The database provided detailed baseline data and projected different scenarios by investigating the data to identify the strategic directions and areas of improvement of the city. The NYC government can take advantage of big data to have a better understanding of the local context and provide a convincing and justifiable foundation for later stages.

From the perspective of the NYC Government, Data-driven planning approach also promotes evidence-based decision making in NYC. It allows the government to formulate urban policies and plans effectively and precisely to address urban problems and to grasp the opportunity of the city with the reference to the analysis and projection. In the latest strategic plan OneNYC 2050, it is observed that there is a diverse data coverage of strategic baseline data, including current demographic, economic, social, and environmental conditions in New York. For example, Figure 27 shows the application of big data in demographic distribution and the habit of citizens. It helps the government to justify its strategic decision with the assistance of the big data.

To better promote the use of big data, there is an openness data platform that enables different agencies and citizens to access the database. It helps enhance information diffusion of strategic plans and increase the transparency of the planning process. For example the web NYC Open Data consists of all raw data provided by different government agencies adopted in the strategic plan. Additionally,
The NYC Planning Lab also provides another user-friendly platform to introduce civic data through interactive maps and visualisations. The application of the data-driven approach in NYC demonstrates how innovative technology can contribute to strategic spatial planning, where Hong Kong can refer to it.

5.6 IMPROVEMENT DIRECTION 5:
Involving broader scope of key sectors throughout different stages of the planning process

5.6.1 The involvement of different stakeholders in the strategic plan formulation process is essential as their insights are valuable references for planners to make decisions. Despite different institutional settings, the following cases demonstrate to us how to broaden the scope of stakeholders throughout different stages of the planning process.

**Singapore:**
*Intense discussion with various stakeholders regarding long-term planning topics*

5.6.2 Despite the similar setting of the steering committee in Hong Kong, the transparent and in-depth focus group discussion in Singapore can help achieve multi-stakeholders partnerships and create more insightful opinions toward the long-term planning topics. **Figure 28** illustrates Culture of Governance in Singapore, which clearly described the relationship between politicians and professionals. Politicians are responsible for the process of problem identification and goal-setting, and professionals would take part in the plan generation stage, implying a strong collaboration in terms of the governance culture in Singapore (Liu, 2017).

![Figure 28. Culture of Governance in Singapore (Source: Liu, 2017)](image)

5.6.3 Throughout the Concept Plans formulation process, the intense and detailed discussion within the Focus Groups is the direct means to achieve multi-stakeholder partnership in Singapore. To maintain its representativeness, the members of the Focus Groups were drawn from a wide spectrum of stakeholders, including representatives from community groups, academia, NGOs, professional institutions, business associations, grassroots and youths. It is hoped that the diverse background of the participants can balance the interests of different parties so that the discussion would not be biased.
5.6.4 In Concept Plan 2011, the Focus Group on Quality of Life held extensive discussions over 12 sessions between 23 January and 26 April 2010. The sessions included briefings from government agencies as well as site visits to various locations in Singapore relevant to the discussion topics. The objective of the focus group is to discuss how to further improve the living quality and cater the needs of the diverse population of Singaporeans based on their professional knowledge and perspectives (URA Singapore, 2011). The focus groups would collect a variety of public feedbacks and then proposed 4 focus areas regarding distinctiveness, sense of community, people-centricity, and innovativeness for further recommendation. It is highlighted that all the findings from Focus Groups would be recorded in the written report. Some of the recommendations from the focus groups were incorporated into the Draft Concept Plan (URA Singapore, 2011). The intense and in-depth discussion within the focus group not only provides a platform to gather stakeholders with different backgrounds but also create a desirable environment to develop constructive suggestions toward strategic spatial planning.

_Copenhagen:_

_Cooperative involvement and discussion with relevant stakeholder throughout the planning process_

5.6.5 During the plan formulation process, it is complained that the major stakeholders were not being consulted in the beginning, and were only being informed at the later stage. Copenhagen demonstrates to us how to involve relevant stakeholders throughout different stages of the plan formulation process.

5.6.6 In Copenhagen, it is observed the opinions from various stakeholders can be equally considered and represented throughout both the consultation and plan formulation processes. Take the municipal plan proposal as an example, it has been published after cooperating with various stakeholders such as the relevant public sector, the private sector, NGOs, professional institutes and the general public (Danish Ministry of the Environment, 2007). To prevent the exclusive involvement of stakeholders with certain political stance or interest, a random selection of citizens to participate in the plan formulation process is practised (OECD, 2009). To further extend the coverage to the community level, the citizens were even randomly selected to take part in the policy dialogues with politicians and other parties during the formulation of plans (OECD, 2009).

5.6.7 The collaborative approach that Copenhagen has adopted in its consultation and stakeholder engagement processes helps ensure the values and concerns of people from different backgrounds when developing common visions. **Figure 29** shows an example of stakeholder participation in making the “Copenhagen Climate Plan 2025”, through which more than a hundred local representatives from different sectors including the government, business and energy sectors are invited to exchange their views in the 12-month consultation period (Metzger & Olesen, 2017). The involvement of a diversity of parties in the policy and strategic vision formulation process helps ensure the balanced considerations of stakeholders’ needs.

5.6.8 Being involved in different stages of the plan formulation process, the stakeholders would have the sense of importance that ideas are being considered, therefore possessing a stronger incentive to facilitate the implementation of the plan.
5.6.9 When it comes to long-term infrastructure planning, the government needs to maintain a closer relationship with the different stakeholders. In Melbourne, it is demonstrated how the strong partnership between government and other agencies can benefit in the preparation of the long-term infrastructure plans.

5.6.10 In order to have better cooperation regarding the issues of long-term land use and infrastructure planning, the Victoria State government has spent a lot of effort in maintaining a close partnership with different stakeholders throughout the plan formulation process shown in Figure 30. In Plan
Melbourne 2014, the plan formulation process started with roundtable discussions with local government, sectoral stakeholder workshops and tropical development workshops. In the second round, six months of engagement activities with major stakeholders from various backgrounds attempted to identify the future strategic development direction. By consulting different stakeholders, the State government was able to figure out the preliminary idea on the development pathway of the city. It is also an opportunity for the State government to test whether its spatial proposals are favourable for the important stakeholders, such as professional institutions, transport operators and real estate developers. It is especially important in the land use and infrastructure planning as the projects would be easier to be implemented if they are supported by important stakeholders.

5.6.1 A stronger partnership between the government and other stakeholders can make sure that the development direction is on the right track. The professional advice from different sectoral stakeholders would also be an important reference for long-term infrastructure planning.

5.7 IMPROVEMENT DIRECTION 6: Assessing carefully and proactively the long-term planning among sustainability domains

5.7.1 One of the key roles of strategic plans is to provide a broad but comprehensive planning direction for cities to follow in their future development. Considering the inadequate discussion on the long-term social, cultural, and environmental sustainability in Hong Kong, it is essential to carefully and proactively assess and plan for suitable strategies in different sustainability domains.

*Copenhagen: Comprehensive sustainable development strategies with reference to international standards*

5.7.2 Setting up quantifiable and reachable targets in accordance with international standards, provision of guidelines on how to achieve those targets with the use of sub-plans, as well as regional development have been three key strategies for Copenhagen to achieve sustainable growth.

5.7.3 In terms of social sustainability, Copenhagen has transformed conceptual and qualitative goals into quantifiable targets in its sub-plans to allow better assessment of the social condition of the city. For example, a socio-economic index, which is composed of 13 socio-economic background variables, has been developed by the City of Copenhagen to measure the level of social expenditures among different regions (MP, 2015). With such, the societal distribution of resources can be better studied and allocated in the future to achieve social sustainability.

5.7.4 In terms of cultural development, a set of guidelines on how to maintain cultural assets and valuable architectural heritage were incorporated in the municipal plan for reference. This has provided clear guidance for the government to explore the opportunities to implement these strategies on potential sites which eventually has ensured cultural sustainability in the city.

5.7.5 In terms of environmental issues, Copenhagen has proactively established various goals to be achieved in other sub-plans such that strategies can be designed accordingly in the strategic plan. For example, in Climate Plan 2025, it is stated Copenhagen should be carbon neutral by 2025. Based on this target,
corresponding strategies such as the development of green transport and renewable energy in the collaboration with the construction sector can be introduced in the plan to achieve long-term green growth.

5.7.6 Referencing and benchmarking to international sustainability standards, such as the SDGs, is also believed to be one strategy for Copenhagen to achieve well-rounded sustainability. Using global sustainability guidelines as the basis for development helps ensure its sustainable development is measurable and up to global standards. This can ultimately guarantee the inclusion of comprehensive strategies in the strategic plan and balance future development in Hong Kong.

New York City:
*Holistic approach to incorporate the concept of resilience into various development domains*

5.7.7 To better prepare itself in the face of extreme climate events and to ensure the safe and secure development of the city, New York has emphasised on the concept of “resilience” in various development domains, with reference to Table X.

**Table 8. Examples of Resilience Measures among Sectors in OneNYC2050 (Source: Plantopia, 2020)**

<table>
<thead>
<tr>
<th>Sector</th>
<th>Aim</th>
<th>Example</th>
</tr>
</thead>
<tbody>
<tr>
<td>Economic resilience</td>
<td>Ensure business is resilient and prepare for emergencies-sentence structure</td>
<td>Formation of Business Resiliency Steering Committee to facilitate implementation by aligning laws and regulations, providing resources etc.</td>
</tr>
<tr>
<td>Transportation resilience</td>
<td>Invest in innovative and resilient transportation networks</td>
<td>Establishment of resilient transit system BQX</td>
</tr>
<tr>
<td>Building/infrastructure resilience</td>
<td>Integrate future-looking climate change data into the design of buildings, landscapes, and infrastructure</td>
<td>Formulation of Climate Resiliency Design Guidelines</td>
</tr>
<tr>
<td>Cyber resilience</td>
<td>Build and cultivate the cybersecurity programming and ecosystem</td>
<td>Land allocation for the Global Cyber Center and Hub. NYC to provide cybersecurity training, programming, services and job creation etc</td>
</tr>
</tbody>
</table>

5.7.8 To facilitate the implementation of business strategies, the Business Resiliency Steering Committee is formed to provide resources and ensure the alignment of these strategies with relevant laws and regulations. This helps achieve economic resilience as businesses can get better prepared for contingencies. The establishment of the resilient transit system BQX helps invest in innovative and sustainable transport networks that allow transportation resilience to be achieved in the long run. With the formulation of Climate Resiliency Design Guidelines, future-looking climate change data is incorporated into the design of buildings and infrastructure which ultimately enables the city to be more resilient to unfavourable weather conditions and achieve long term environmental sustainability. Land is allocated for the Global Cyber Centre and Hub. NYC to provide cybersecurity training, programming and services to help build and cultivate cybersecurity programming and ecosystem. This helps achieve cyber resilience and to secure the cyber development of the city.
Melbourne:
Integration of sustainability development in various aspects with emphasis on the cultural aspect

5.7.9 Melbourne has explored the opportunity to integrate sustainable development in various aspects through improvement in open space and social, cultural and recreational facilities. For example, the metropolitan water’s edge parklands are reserved as a source of historical and cultural importance which, this not only helps environmental conservation, health and well-being of local communities are also enhanced such that social and cultural sustainability can at the same time be attained.

5.7.10 The cultural development programme has been introduced by Creative Victoria to address the economic, regulatory and supply impacts on creative space provision. Through partnerships with councils, property owners and philanthropic supporters, creative spaces are identified and activated. For example, Collingwood Arts Precinct is transformed into a publicly accessible art and cultural precinct which in turn provided a co-working space for creative organizations in the city.

5.7.11 Important land use elements have been identified in the Metropolitan Melbourne Structure Plan. By mapping out and recognizing the existing, potential, and emerging state- and local- significant elements of the city, as well as introducing a state-wide programme of country mapping to improve available knowledge about cultural and heritage sensitivity of areas, the government can invest and allocate resources accordingly to maximise the productivity outcome of the corresponding land use and achieve sustainability.

5.7.12 Melbourne is seen to have adopted various strategies and programmes to boost social, cultural and environmental sustainability in its city. These strategies are believed to be lessons to learn in Hong Kong in balancing its development in the future.

Shenzhen:
District-specific ecological management strategies for long-term environmental capacity

5.7.13 Through the regional cooperation with Hong Kong in the development of high-tech industries such as ecological, environmental conservation, and marine-related industries, the economic structure in Shenzhen has been diversified and transformed to become more innovative, human resources and management-oriented. This strategy helps Shenzhen in achieving both economic and environmental sustainability.

5.7.14 Shenzhen is divided into five districts where each of them serves different major functions. To recover the damaged ecological environment, the government will undertake actions that are specifically designed in accordance with the district’s needs and conditions. It is hoped that through suitable ecological management strategies, the overall environment can be better protected and the chance of recovery can be enhanced. This helps improve environmental sustainability in the long run.

5.7.15 Learning from Shenzhen, infrastructure developments are restricted within the ecological control line. This not only aims to ensure ecological balance but also to preserve and protect the long-term environmental capacity of the city.
5.8 IMPROVEMENT DIRECTION 7:
Reviewing the past strategic plans and practices more responsively

5.8.1 To maintain the responsiveness of the plan, a regular review on the past strategy spatial plan is essential as it ensures that the content of the plan would be up to date.

*Singapore:*
*Regular review for every ten years to ensure the responsiveness of strategic plans*

5.8.2 The regular review mechanism for the Concept Plans in Singapore ensures that the conceptual planning proposals are up to date and implementable. Despite the difference in the planning system, the regular and on time review mechanism is still a good reference for the strategic spatial planning in Hong Kong.

5.8.3 To ensure that the planning proposals can cope with the future challenge in the dynamic world, the Concept Plans have been reviewed every decade since 2001. The whole review process usually takes around 4 years to complete. Take Concept Plan 2011 as an example, the review was started in July 2009. Taking into account the public feedback gathered by the Focus Groups, the finalised version of the plan was promulgated in the Population White Paper in January 2013. At the same time, the URA Singapore would usually review the statutory Master Plan at the same time so that the proposal would start to be implemented once the content of the Concept Plan is confirmed. Because of the systematic review system on Concept Plan and Master Plan, the proposal in the conceptual would be easier to be implemented.

5.8.4 Regarding the prolonged review process of the strategic spatial plan in Hong Kong, the review regular mechanism could provide some insights to ensure that the conceptual idea is up to date and implementable on time.

*New York City:*
*Efficient review process within one year to quickly respond to the changing circumstances*

5.8.5 The regular but frequent statutory review on the strategic plan in NYC ensures that the planning initiatives are able to respond to the aspirations of the public. Despite the difference in the governance structure, the short but intense review period of the strategic plan can ensure the content of the spatial plan could fit for the latest circumstance.

5.8.6 Compared with other cities, the NYC government has a more frequent regular review schedule on the strategic plan. Since 2007, the NYC government reviewed the strategic spatial plan every four years and the review process of each plan was usually completed within one year. Take the OneNYC2050 as an example shown in Figure 31, the review process together with PE started in September 2018. Based upon the opinions collected from the online survey and 5-borough tours, the advisory board and the regional collaboration partners started to work on the agenda on the strategic development direction.
identification in January 2019. Receiving feedback from different stakeholders, the NYC government agencies then further consolidated the previous works and started to formulate the strategic spatial plan in March 2009. The final report of OneNYC2050 was finally promulgated in April 2019. The whole strategic plan review process was completed within a year and such a short review period can ensure the content of the plan to fit in an updated context.

Figure 31. Timeline of Review Process of OneNYC2050 (Source: OneNYC, 2019)

5.8.7 Instead of upgrading the status of the territorial development strategy, Hong Kong can explore the possibility to shorten the time of the review process from the NYC government. It would be beneficial in terms of plan content and implementation of the review process can be shortened.

Sydney:
Periodic monitoring with follow-up plans to facilitate the responsiveness of current strategic plan

5.8.8 The regular monitoring mechanism is able to update the process of the strategic spatial plan, acting as a reference for planners to make further follow-up decisions. Despite the different status of the strategic spatial plan, the well-developed periodic monitoring system in Sydney demonstrates the responsiveness of the current strategic plan.

5.8.9 To ensure the responsiveness of the current strategic plan, the strategic planning in Sydney regards the development of performance indicators as one of the important actions of strategic planning (Action 14 of the Region Plan). Before the implementation of the plan, Greater Sydney Commission (GSC) has widely consulted a range of relevant stakeholders, including State government agencies, City Councils, industrial sectors, advocacy groups and a Citizens Panel composed of 100 people, to identify key concern areas and recognise their desires at the local level. It is hoped that the in-depth discussion can come up with representative and widely agreeable performance indicators in the strategic plans. Considering the concerns from different stakeholders, GSC has planned four areas of indicators that cover the interrelated aspects of 10 directions of the Region Plan.

5.8.10 To update the progress of the strategic plans, GSC published the report The Pulse of Greater Sydney (2019), a year after the release of the final Region Plan. It outlines the monitoring and reporting framework with the baseline conditions as a benchmark for evaluating future improvement
scientifi cally. To improve the credibility of the monitoring system, an online web page named Greater Sydney Dashboard gathers all relevant data from different government units for free. Public views have been collected to assure transparency and accessibility of data, shown in Figure 32. GSC is required to submit an annual report to update the delivery of actions to the Parliament and a detailed report every three years to present appropriate suggestions for infrastructure priorities.

![Greater Sydney Dashboard](source: Greater Sydney Commission, 2020)

Figure 32. Interface of Greater Sydney Dashboard (source: Greater Sydney Commission, 2020)

5.8.1 Even though the strategic spatial plan in Hong Kong is not statutory, it is still worthwhile for us to explore the possibility of developing a non-statutory monitoring system to follow up on the development strategies which are proposed in the previous plan.

5.9 IMPROVEMENT DIRECTION 8: Guiding the translation of strategic plan to local plans within a reasonable time period

5.9.1 It is expected that strategic plans would play the role in guiding local planning actions to ensure better implementation at the local level. Strategic planning in Hong Kong, however, is not bounded by legal requirements so challenges exist in translating strategic development actions at the local level. Its effectiveness is also affected as wide time gaps between the promulgation of strategic plans to the subsequent planning action such as the commission of planning and engineering studies or OZP amendment. By facilitating the review process, including location choices, planning parameters and suggested implementation timeline, and providing guidance to planners on the translation of plans, flexibility and effectiveness of strategic plans can be enhanced in the translation process.
Singapore:
Regular implementation mechanism between the Concept Plans and Master Plans

5.9.2 The effectiveness of the plan translation process is enhanced through the regular implementation mechanism in Singapore. The Concept Plan serves as a strategic planning document to provide the long-term development directions and strategies while the Master Plan is a statutory land-use plan translated from the Concept Plan that guides physical development at the local level. They are reviewed every 10 years and 5 years respectively.

5.9.3 Under the regular implementation mechanism, the statutory Master Plan is drafted within two to three years after the release of the Concept Plan. The conceptual development strategies are then translated into the statutory Master Plan, so that practical land use guidance at the local level can be provided through zoning, development control on plot ratio and building height, and regulating development. The timely translation under the implementation mechanism helps to ensure the alignment and coherence between the plans at the city and local levels.

5.9.4 In Hong Kong, prolonged time gaps between the promulgation of strategic plans to the subsequent planning action are identified. It implies the difficulties for strategic plans to guide local planning actions under the fast-changing and dynamic environment. Singapore’s regular implementation mechanism can be a lesson for Hong Kong in minimizing the time gap in the translation of plans.

Sydney:
Formulation of Local Strategic Planning Statement to bridge up the regional and local plan

5.9.5 Under the planning hierarchy of Sydney shown in Figure 33, there is an additional layer named Local Strategic Planning Statement (LSPS) to facilitate the translation of the regional plan to the local plan. The LSPS acts as a coordinator between the regional and local plans, which is formulated based on relevant state and regional planning policies and plans. It would guide planning decisions and the preparation of development controls in local environmental plans (LEPs) and development control plans (DCPs).

Figure 33. Planning Hierarchy in Sydney (Source: Plantopia, 2020)

5.9.6 In the LSPS, 20-year visions covering land use, community shared value and growth management are set up for the land use in the local area. As the LSPS is statutory, four major aspects, namely context, planning priority, action and implementation, are required to be stated in the plan. The purpose of the LSPS is to help inform amendments in LEPs and DCPs, as well as identifying the planning priorities for an area and explain how they can be delivered at the local level. It also guides the council on how to monitor and report on the implementation progress of the planning priority.
5.9.7 In Hong Kong, apart from the technical assessments like feasibility and engineering study over a specific area, there are no indicating statements or plans to illustrate how the strategic plan can affect and be implemented at the local level. Hong Kong can consider publishing a statement or plan to guide the translation between the strategic plan and local plans (i.e. OZP).

**Seoul:**

*Responsive evaluation mechanisms to review plan implementation annually*

5.9.8 The responsive evaluation mechanism in Seoul helps the alignment of local plans to strategic plans. The Urban Master Plan is the highest-level statutory plan for urban development in Seoul, providing directions for lower-level plans in the use, development and preservation of land illustrated in Figure 34. As the highest-level plan, it guides lower-level Urban Management Plans and similar plans established by other relevant laws for consistency and uniformity.

![Figure 34. Planning Hierarchy in Seoul (Source: Plantopia, 2020)](Image)

5.9.9 The effectiveness of the translation of strategic plans to local plans is maintained through the introduction of responsive evaluation mechanisms. Under the mechanism, an evaluation report that covers measurement on the macroscopic changes of Seoul, key performance indicators (KPIs) monitoring on strategies and policies and a review of the appropriateness of plan is published annually. Improvement measures which focus on the policy and plan implementation are recommended in the report so that the land-use zoning or related plans within the Urban Management Plans can also be amended to the latest review report.

5.9.10 Proactive review in local plans is not a usual practice in Hong Kong so that there is criticism that the land-use zoning in local plans is not aligned with the changing development directions of Hong Kong. Thus gaps exist between the strategic planning and local planning level. A responsive evaluation mechanism may help local plans to keep better alignment with the strategic plan.
5.10 IMPROVEMENT DIRECTION 9:  
Disseminating the plan contents through more approachable and accessible means

5.10.1 Effective dissemination of plan contents is the primary prerequisite in the public engagement. It is impossible to engage the general public in the process if they cannot access the important information of the plan. To ensure the public understanding of the plan, different approaches have been applied in the following case to bridge the knowledge gap.

**Singapore:**  
Uses of dynamic 3D city model and collaborative platform for demonstration of planning ideas

5.10.2 Since the Singapore government has played an active role in exploring advanced technologies, such as 3D modelling, Virtual Reality (VR) and Augmented Reality (AR) to facilitate effective communication between planner and public, it would be a good example to demonstrate how information technologies can help in disseminating planning information.

5.10.3 Virtual Singapore is one of the innovative inventions that can provide approachable and accessible means for the general public to understand the content of the concept plans as shown in Figure 35. The 3D mapping and modelling functions in Virtual Singapore allow planners to visualise and demonstrate the future scenario of the city under the conceptual idea in the strategic spatial plans. During the PE period, it is easier for the URA Singapore to engage with the general public since they can immediately have a glance at the outcome of the strategic planning before the implementation of the plan. Compared with the traditional ways of presentation on spatial development, visualised 3D models are expected to be more effective in conveying abstract ideas to the general public who are supposed not to be familiarised with the professional language in planning. Therefore, it can encourage the general public to give feedback and comments. Planners also can take advantage of it as they save lots of time and resources to explain the abstract concept to the public so that they can focus on addressing the comment and feedback on the plan itself.

![Figure 35. City’s Future Scenario Visualised by the Virtual Singapore (Source: Virtual Singapore, 2020)](image)

5.10.4 With reference to Singapore, it is generally proved that the visualisation of strategic spatial plan content can enhance public understanding and therefore can facilitate the quality feedback by the general public.
5.10.5 Despite the ineffective PE at the implementation stage, the idea of the Kuala Lumpur Communication Plan in the KLSP2040 is still worthwhile for us to explore as it highlights the importance of the effective dissemination of the planning information.

5.10.6 To ensure better communication between the planning authority and the public, the Communication Plan emphasised the need of bilateral dialogues along with the provision of accessible information. Instead of generally disseminating the information, it has prioritised the targets first at the beginning of the PE process. The primary targets, such as the citizens of Kuala Lumpur and the media, are supposed to be approached first. Non-residents and NGOs are the secondary targets. Specific to the nature and capabilities of these targets, a wide range of PE activities, including the City Talks, Townhall and City Forum, would be proposed to facilitate better communication with stakeholders.

5.10.7 Besides the face-to-face dialogue, the Communication Plan also proposed to develop online platforms to disseminate plan contents. In view of the global trend on open data sharing, the plan proposed to set up the Open Data Portal, from which the public and multiple sectors could access to the portal openly and be informed about the updated planning decisions. Considering the popularity of social media, the Communication Plan also highlighted the importance of a close and health public relations and media relationship. For example, the authority considered promoting the strategic plans through the social media platforms and interactive forms of technological application more frequently, so that information bulk could be more approachable for the reception of the media as well as the public.

5.10.8 Unlike PE in the plan formulation process, the Communication Plan defines the appropriate strategies in approaching different targets at the beginning for public to receive the most correct information.

5.10.9 SMG has spent lots of effort to enhance the public understanding of strategic plans through different communication platforms. Instead of the professional technical descriptions, the contents of the Seoul2030 have been simplified into a more understandable language to ensure the effective dissemination of planning information (An & Kim, 2015).

5.10.10 To facilitate the public’s understanding towards Seoul2030, “Citizen Participation Group” has been formed and invited to take part in the plan formulation process of Seoul2030. The whole group consists of 100 citizens with diverse socio-economic backgrounds and each member of the group was selected by the random telephone survey. Unlike normal focus groups, the members were asked to take part in a series of training workings and plenary sections to get themselves familiarised with the latest planning issues. During the 2 months, the group was assigned to identify the vision for the city with the professional planners. Collaborating with the Citizen Participation Group, Civic Education Programmes such as “Seoul Urban Planning Citizen’s Academy” also strengthen the public’s urban planning capabilities and understanding.
5.10.11 Information communication technology (ICT) platforms also play an evitable role in disseminating the plan content to the general public. The Seoul Open Data Plaza is an open data platform where all quantitative datasets, except for confidential or personal data, are shared freely to educate the public of municipal affairs. While the open data was shared in the common file formats, it is possible for the layman who is not familiarised with professional software to engage in the planning process. It is believed that open data can enhance the public’s understanding of the planning policies as well as potentially generate new insights and unexpected possibilities for the development in the future. In addition to open data sharing, the M-Voting smartphone app also invites citizens to express their views on the planning issues, which in turn provide the city with data to improve services.

5.10.12 Through the combination of the traditional and innovative, SMG has disseminated plan contents more simply so that everyone in the society can be better informed about the things most relevant to them and to generate smarter solutions to their problems.

5.11 CHAPTER CONCLUSION: KEY LESSONS TO HONG KONG

5.11.1 From reviewing international experience with respect to the improvement directions, the key lessons are drawn out accordingly to bring inspirations in drafting improvement recommendations. The key insights are put forward to Chapter 6 providing actions to implement the recommendations.

5.11.2 In order to strengthen collaboration between departments and bureaus, the following international insights can be taken as reference:
- **Singapore**: Comprehensive collaboration between and among government departments and other agencies; and
- **New York City**: Cross-agency thematic working groups as the core member of strategic planning.

5.11.3 Improving the inadequate community participation by promoting a wider scope and variety of public engagement throughout different stages of the planning process, which the international insights are listed below:
- **Singapore**: Public engagement at different levels and by various means;
- **Melbourne**: Random street interview to collect broader scope of public opinions; and
- **Seoul**: Independent institute to oversee the co-envisioning exercise involving professionals and large-scale focus groups.

5.11.4 Enhancing the executive capacity, the executive power of PlanD and the implementability of strategic plan can be reinforced by introducing the following international experiences:
- **Copenhagen**: Explicit role of municipal strategic plan in guiding other sub-plans and action plan; and
- **Melbourne**: Publication of Implementation plans to clearly identify roles among institutional parties.

5.11.5 Concerning planning methods, employing more data-driven planning technology should while putting more qualitative consideration, which the international insights are listed below:
- **Singapore**: Application of innovative and technological urban planning approach;
- **Kuala Lumpur**: Establishment of Urban Observatory to collect up-to-date planning data with extensive monitoring; and
- **New York City**: Wide application of data-driven planning approach.
5.11.6 In order to involve a broader scope of key sectors throughout different stages of the planning process, the following international insights can be taken as reference:

- **Singapore**: Intense discussion with various stakeholders regarding long-term planning topics;
- **Copenhagen**: Cooperative involvement and discussion with relevant stakeholder throughout the planning process; and
- **Melbourne**: Close partnership with sectoral partners and agencies to prepare for long-term land use and infrastructure plans.

5.11.7 Assessing the long term planning among sustainability domains carefully and proactively would be the improvement direction to cope with the Incomprehensive coverage of strategic focuses. The international experiences are listed below:

- **Copenhagen**: Comprehensive sustainable development strategies with reference to international standards;
- **New York City**: Holistic approach to incorporate the concept of resilience into various development domains;
- **Melbourne**: Integration of sustainability development in various aspects with emphasis on the cultural aspect; and
- **Shenzhen**: District-specific ecological management strategies for long-term environmental capacity.

5.11.8 Reviewing the past strategic plans and practices more responsively could improve the circumstance of having limited review for strategic plans to update the progress. The international insights can be referenced below:

- **Singapore**: Regular review for every ten years to ensure the responsiveness of strategic plans;
- **New York City**: Efficient review process within one year to quickly respond to the changing circumstances; and
- **Sydney**: Periodic monitoring with follow-up plans to facilitate the responsiveness of current strategic plan.

5.11.9 Concerning the coordination with local plans, the translation of strategic plans to local plans within a reasonable time period can act as guidance. The international insights are listed below:

- **Singapore**: Regular implementation mechanism between the Concept Plans and Master Plans;
- **Sydney**: Formulation of Local Strategic Planning Statement to bridge up the regional and local plan; and
- **Seoul**: Responsive evaluation mechanisms to review plan implementation annually.

5.11.10 In order to disseminate plan contents through more approachable and accessible means, the following international insights can be taken as reference:

- **Singapore**: Uses of dynamic 3D city model and collaborative platform for demonstration of planning ideas;
- **Kuala Lumpur**: Introduction of communication Plan to ensure public’s understanding of the plan content; and
- **Seoul**: Simplified presentation of information in understandable language and approachable means.
6 IMPROVEMENT RECOMMENDATIONS AND ACTIONS

This chapter introduces the key considerations and the 6 improvement recommendations, which the details and the functions of the recommendations will be explained accordingly. The proposed actions are being put forward to a 3-phase action plan to outline the implementation schedule.

6.1 KEY CONSIDERATIONS

Key considerations

6.1.1 Prior to the formulation of recommendations based on the improvement directions, a number of key considerations have been identified. These considerations are considered as the major factors and criteria that are critical to the selection and screening for feasible recommendations. Modifications on the recommendation and actions, when necessary, have been made as well based on these considerations. The list of considerations are as follows:

- Improvement on existing policies and practices;
- Recognise the institutional and administrative setting;
- Utilise existing human resources;
- More Cost-effective;
- Less Procedural; and
- Aligning with the vision and objectives.

6.1.2 To begin with, it is more preferable that the recommendations present an improvement on existing policies and practices. It is recognised that a wide range of strategic planning policies have been in place for a long time, which have largely shaped the current practice. Recommendations based on existing policies, although incremental, could also bring significant policy outcomes without uprooting the current policies.

6.1.3 The institutional and administrative set-up of the government is recognised as the frame for recommendations. It is important to understand the duties, functions and the inter-relationships between departments and bureaus within the government, so that more specific improvement options could be formed. Recommendations that are proposed under the existing institutional setting are generally considered more feasible.

6.1.4 Human resources constitute another concern over deriving practical recommendations. The human resources within PlanD and the relevant departments measure the workforce and executive capacity of the major actors, such that the number of people and composition of the executive branch are considered. Recommendations should be tailor-made to help optimise the usage of existing human resources.
6.1.5 Furthermore, recommendations that are more cost-effective are preferred. This measures the benefits achieved as compared to the costs. Since Plan D is dependent on government funding, the public is concerned if the policy recommendations, which often require extra expenditure, are worthwhile of the financial costs. This also helps to eliminate options that require unreasonably high costs.

6.1.6 In addition, recommendations with fewer procedures are preferred. As the recommendations will be phased out within foreseeable timeframes, it is expected that fewer procedures would be involved in the proposed recommendations. Procedural measures with complicated steps, particularly those requiring administrative steps to involve both the legislative and executive bodies, are less preferable. With a more streamlined and efficient process, it is hoped that the immediate effects of the proposal could be catalysed.

6.1.7 Lastly, the recommendations should align with the vision and objectives of the study. Fundamentally, the recommendations should be able to address the key issues as identified in Chapter 4. Based on the key lessons learnt from Chapter 5, international experiences could be modified and adapted in Hong Kong’s context. More importantly, the recommendations should echo with the vision, which eventually help to elevate the transparency, proactiveness and responsiveness of the strategic planning process.

**Timeframe considerations**

6.1.8 Taking into account the above considerations, recommendations that are easier to implement and require shorter time are prioritised. All recommendations are then further broken down into actions and are put into a 3-phase action plan. The final report of this review will be submitted on 18 May 2020, which is likely before the release of HK2030+ final report. Since it is believed that the final report of HK2030+ is mostly finalised and will be released soon, it is more practical to propose recommendations and to launch the action plan after the promulgation of HK2030+ final report.

6.1.9 The 3-phase action plan is classified into timeframes of short-term (the 1st to 5th year), medium-term (the 6th to 15th year) and long-term (beyond the 16th year). Year 1 denotes the year of HK2030+ report promulgation. The timeframes and the phasing of the action plan will be further explained in Chapter 6.8.

6.1.10 With respect to the above key considerations, the lead agency, which is mainly PlanD, and the supporting agencies, which refer to the other departments in the HKSAR government are identified for each action. A total of 6 recommendations, together with the corresponding 16 actions, are explained in the following part with the aid of action tables. The full list of recommendations and actions are summarised in Appendix VII.
6.2 RECOMMENDATION 1:  
Set up a working group for coordination between departments

Set up a cross-departmental working group to discuss the important decisions regarding strategic planning issues on a regular basis; Publish an implementation plan to identify the lead and supporting departments, so as to clarify the roles and responsibilities.

Existing practices

6.2.1 At present, it is acknowledged that some cross-departmental groups are set up to facilitate the strategic planning issues. For instance, it is shown that a steering committee that constitutes government officials from different departments are established to steer the study of HK2030+. In addition, the Task Force on Land Supply was particularly set up in 2017 to coordinate the whole study, including PE exercise and reports to investigate the issues of land supply shortage. Nevertheless, meetings of these groups are carried out irregularly, and the groups are only in service for a limited period depending on the appointment and duty requirements. Such that, the Task Force on Land Supply would less likely to continue with their functions after the final report was released in 2018. In addition, as identified in Chapter 4, liaison work among departments is largely task-based, and there has been a weak intention to synchronise schedules and roles across departmental strategic plans. In view of this issue, it is recommended to set up a working group and release an implementation plan to strengthen cross-departmental coordination.

Aims

6.2.2 Recommendation 1 would like to achieve the following aims:

• To promote continuous cross-departmental communication and liaison (Improvement direction 1)
• To encourage the sharing of information and understanding (Improvement direction 1)
• To catalyse the consolidation and decision-making process (Improvement direction 1)
• To strengthen the implementability of strategic plans with clearer identification of role and responsibility of institutional partners (Improvement direction 3)

Action 1-1  
Set up a cross-departmental working group for strategic planning matters

6.2.3 To begin with, the first action recommended is to set up a cross-departmental working group in particular for the discussion of strategic planning matters. Aiming at reducing the administrative boundaries, the working group will invite the direct involvement of different departments that are more relevant to the strategic planning issue as shown in Figure 36. For example, the Transport Department (TD) and the Lands Department (LandsD), regardless of being under the different bureau, will be invited for collaboration in this working group. As these departments represent backgrounds
and interests from a variety of fields, the working group shall regard the inputs from these departments of equal importance. In this way, the discussion on strategic planning matters could be consolidated with the balanced provision of perspectives. As seen from Singapore, a collaboration between departments would become more comprehensive with the setup of a cross-departmental group.

**Figure 36. Proposed Organisation Chart for the Working Group (Source: Plantopia, 2020)**

6.2.4 Unlike the Steering Committee for HK2030+, which functions mainly from the plan drafting stage to the promulgation of the final report, it is recommended to regularise the proposed cross-departmental working group. From the analysis in Chapter 4, it is learnt that part of the concerns of strategic planning fall not only on the plan content but the effectiveness of implementation as well. Hence, for this working group, regular meetings should be organised throughout the ongoing process of strategic spatial planning to ensure that a regular platform is provided to address the concerns at different stages.

6.2.5 Concerning the role of PlanD, it is recommended that PlanD should take up a stronger leadership to steer and kick start the working group. As Plan D remains the key responsible department for preparing the strategic spatial plan, in the short term, it is appropriate to assign Plan D to take the initiatives to form the working group. Being familiar with the agenda, schedule and workflow of strategic planning, PlanD, in the regular term, could be responsible for facilitating the discussions more systematically.

6.2.6 After the working group is formulated, the group needs to set up a shared vision, target and objective at an early stage of planning. Currently, departments tend to set up their own goals separately at different stages. Based on the different goals, development policies with diverting pathways might be resulted, hence presenting a lack of coordination at an overall picture. Taking advantage of the cross-departmental setting, the working group could initiate the formation of a set of overarching vision for Hong Kong’s development that is agreed by different departments at an early stage. More importantly, the goals and objectives concerning the strategic spatial planning should be discussed more extensively. As such, subsequent policies, whether being proposed on the strategic plan or across departments, can be proposed on the same track.
With regards to the contents of discussion, it is suggested that important decisions in the strategic planning process should be discussed in the regular meetings. Particularly, issues that are more likely the concerns of various fields, such as the location of NDA or major infrastructure, should be raised to collect cross-departmental inputs. In addition to regular meetings, thematic discussion topics on broader topics, such as land supply and housing options, should be organised, so that more forward-looking insights could be gathered and be taken into account during the plan drafting process.

Lastly, the working group should synchronise the planning and implementation schedules across departments. By synchronizing the schedules of drafting, the timing of release, planning horizon and review periods of different strategic plans, it helps the different departments to refer to the other plans in a more coordinated and timely manner. With a more coordinated process, it is hoped that all departments could gain mutual benefits from understanding and synchronizing their pace of work.

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Agencies</th>
<th>Supporting Agencies</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-1a Set up a shared vision, targets and objectives at the early planning stage of planning</td>
<td>PlanD (Strategic Planning Section)</td>
<td>TD, LandsD, EPD, CEDD and more</td>
<td>Short</td>
</tr>
<tr>
<td>1-1b Organise thematic discussion groups to consolidate cross-departmental concerns on key issues</td>
<td>PlanD (Strategic Planning Section)</td>
<td>TD, LandsD, EPD, CEDD and more</td>
<td>Medium</td>
</tr>
<tr>
<td>1-1c Synchronise the planning and implementation schedules across departments in regular meetings</td>
<td>PlanD (Strategic Planning Section)</td>
<td>TD, LandsD, EPD, CEDD and more</td>
<td>Medium</td>
</tr>
</tbody>
</table>

**Action 1-2**

*Prepare implementation plans to identify the lead responsibilities*

The second action recommended is to prepare an implementation plan to identify the lead and supporting responsibilities among the departments. As PlanD is responsible for drafting of the strategic plan, which it is familiar with the plan contents and the relevant responsibilities, Plan D could be responsible for preparing the implementation plan in the plan drafting stage. The implementation plan could be drafted on the action level, which is a breakdown of the broader strategies as proposed in the strategic plan. Learning from Melbourne, for each action, Plan D could identify the lead and relevant agencies in the implementation. The time frames, which identify the approximate timing for implementation of each action in the short, medium and long term, could also be listed. Other supplementary information of the strategic plan, such as the breakdown of steps or actions, and the linkage between the action and the goals, could as well be described in detail.

More specifically, it is expected that the particular department, and even the branch of service under the department, could be specified in the implementation plan. Learning from Melbourne, the department which is mainly in charge of the execution and coordination of the action will be stated as the “lead agency”. Meanwhile, the departments which will provide supporting services, such as the provision of information and the relatively minor follow-up actions will be stated as the “supporting
agency”. It is important to note that PlanD would help to identify these responsibilities among departments through carrying out thorough liaison and communication in the working group, instead of assigning without the mutual agreements. Clarifying the two levels of responsibilities, the implementation plan could help to minimise the ambiguity involved.

6.2.1 Lastly, the implementation plan could be published to the public as well as to the relevant departments. As the implementation plan acts as an explanatory document of the plan, it should be released together with the strategic plan on the same platform. The public would be able to access the implementation plan and to trace the corresponding departments. This would help to enhance the accountability of these agencies for carrying out the planned work. At the same time, the implementation plan should be circulated among the relevant departments, so that they will be able to make internal reference to it and cross-check with their implementation schedule.

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Agencies</th>
<th>Supporting Agencies</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-2a</td>
<td>Identify the role of relevant departments in strategic planning implementation</td>
<td>PlanD (Strategic Planning Section)</td>
<td>TD, LandsD, EPD, CEDD and more</td>
</tr>
<tr>
<td>1-2b</td>
<td>Publish implementation plan to the public and circulate among relevant departments</td>
<td>PlanD (Strategic Planning Section)</td>
<td>TD, LandsD, EPD, CEDD and more</td>
</tr>
</tbody>
</table>

**Expected outcome**

6.2.12 Establishing a cross-departmental working group for discussing strategic planning issues, it is hoped that the regular platform could encourage a continuous communication and well-informed sharing of information so that the decision-making process could be quickened internally. In addition, providing an implementation plan could clarify the roles and responsibilities of PlanD and the relevant departments. The explicit job division, being published for public access, would not only help to reinforce the implementation of the plan, but also eventually improve the transparency of the governance.
6.3 RECOMMENDATION 2:
Widen the scope and variety of consultation exercise throughout the planning process

Widen the scope and variety of consultation exercises to involve more public and relevant stakeholders at earlier stages of planning, in which consensus on the strategic direction could be built; Stimulate more interactive and transparent communication with the public as well as different stakeholders for shared understanding.

Existing practices

6.3.1 In the current practice of PE in strategic planning of Hong Kong, improvement in PE and stakeholder consultation is observed since TDS and HK2030. Large scale consultation exercise is evident before the promulgation of the plan with the advisory panel acting as a professional consultation body with representatives from various backgrounds. Hence, to optimise the current PE mechanism to stimulate a more interactive two-directional informational flow, proposal is made on the timing, stages and coverage and the diversity of PE formats for consultation and communication between different stakeholders throughout the planning process.

Aims

6.3.2 Recommendation 2 would like to achieve the following aims:

- To strengthen the involvement of community and sectors at earlier stage of the planning process (Improvement direction 2 & 5)
- To foster consensus-building with more qualitative discussions (Improvement direction 4)
- To facilitate more effective communication with different stakeholders (Improvement direction 9)

Action 2-1
Organise consultation and PE with more stakeholders at earlier stages

6.3.3 Action 2-1 is to organise consultation and PE with a large number of stakeholders at earlier stages of the strategic plan formulation process. The engagement targets should be broadened to engage not only those actively participating but also the hard-reaching groups to ensure a thorough and inclusive discussion e.g. “Vox Pops” method used in Melbourne to carry out a short interview on spontaneous citizens on the street level. As proposed, there would be three rounds of PE and sectoral consultations within the preparation period of the strategic plan. The first round of PE would launch before the formulation of the plan and the focus is put primarily on baseline condition review and agenda setting. The second round would start after the formulation of the strategic spatial plan and therefore the focus would be on the content itself. The final round would launch one year before the promulgation of the final report of strategic plans and it aims to consolidate all the findings from different stakeholders with the input from other technical assessment and feasibility studies. Based on the schedule of PE, a new PE schedule is proposed in Figure 37. Therefore, it is believed that the large scale consultation and PE before and during the formulation of the strategic plan would make better communication between PlanD and different stakeholders.
6.3.4 To enhance transparency and collaboration in the Strategic Spatial Planning process, an interactive consultative working group with the relevant sectoral representatives can be established transparently. In the short term, the PlanD can identify the relevant stakeholders, including professional institutes, transport operators, NGOs and advocacy groups, and send invitations to them for consultation of Strategic Spatial Plan Contents. In the medium term, it is possible to organise working groups containing the identified relevant stakeholders to consult so that the authority can better understand the concerns and insights from different sectors. To maintain the transparency of the process, it is therefore proposed to publish all the comments received from the consultation of working groups in the consultation reports.

6.3.5 In responding to different focuses of three stages of PE and consultations, different sets of PE booklet, pamphlet and documents would be published for easy understanding of the public and sectoral stakeholder’s phrase-by-phrase. The content of booklet and related documents for the first round PE would only cover the baseline condition and agenda setting of strategic spatial planning. In the second round, the content would focus more on the spatial plan itself and in the third round would be the comprehensive one as what is in HK2030+. Such arrangements can help the public and sectoral representatives better digest the information and can facilitate the whole engagement process.

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Agencies</th>
<th>Supporting Agencies</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>2-1a</td>
<td>PlanD (Strategic Planning Section)</td>
<td>N/A</td>
<td>Medium</td>
</tr>
<tr>
<td></td>
<td>Launch large scale consultation and PE before and during the formulation of the strategic spatial plan</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2-1b</td>
<td>PlanD (Strategic Planning Section)</td>
<td>Sectoral representatives (e.g. transport operators, NGO, advocacy group)</td>
<td>Medium</td>
</tr>
<tr>
<td></td>
<td>Organise working groups to consult the sectoral representatives</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2-1c</td>
<td>PlanD (Strategic Planning Section)</td>
<td>N/A</td>
<td>Medium</td>
</tr>
<tr>
<td></td>
<td>Publish PE booklets and consultation report at different stages of the consultation</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
**Action 2-2**

*Diversify the consultation format to broaden the scope of stakeholder involvement*

6.3.6 The second action is to diversify and phase out the formats of PE in different stages to broaden the scope of stakeholder involvement. Similar to Seoul, the idea of shared capacity i.e. Co-envisioning exercise and extensive PE focused on the depth of comments received through the continuous engagement exercises on the particular group of residents can be adopted in SSP practice of Hong Kong. Considering the different purposes of the three rounds consultations, different types of PE formats are supposed to be used in different phrases, as illustrated in **Figure 38**. The first round of PE and sectoral representative consultation aim to make sense of their needs and therefore an amalgam of direct and indirect one-way communication tools of PE as online surveys, such as questionnaires, online surveys, trending Web-based participatory tools like Web 2 and public forum would be used first. In the second round focus would be more on the content of the plan and hence interactive dialogues, such as knowledge sharing seminars, focus groups, round tables and topical discussions, would be applied for facilitating the in-depth discussion. In the final round, it is expected that most of the idea has already been incorporated into the plan, the format could back to the more one-way one, such as thematic exhibition to facilitate two directional-informational flow.

![Figure 38. Proposed Phasing of Various PE Formats (Source: Plantopia, 2020)](image)

6.3.7 Effective integration of information technologies, such as online surveys with traditional PE methods can broaden the scope of extensive public consultation. Examples include online survey, referenda, television-based participatory tools and mobile apps integrated with 3D visualization software. Compared to the traditional methods, such as interviews, it is possible to collect the views from the general public in a faster, easier and cheaper way and therefore the planning authority can better understand their thoughts before the plan is formulated. But the face-to-face interaction still has its value and PlanD can launch more interactive sessions like focus groups, round table discussion, community-based mapping with the general public and sectoral stakeholders to collect qualitative opinions as well as effectively utilise it in the plan-making process. Hence, utilizing a careful balance of these tools will help to extensively collect the opinions from general public and different sectoral stakeholders as well as can act as a convenient visualization means for collected information integrated with the all in one data-sharing portal.
6.3.8 The action is to formulate a communication plan to increase the exposure of the content of the strategic plan and its related topical papers in different media platforms. Thereby it will help to minimise the knowledge gap between the planning authority and various stakeholders. The formulation of communication plans can help the PlanD identify the appropriate strategies in the promotion phase. The exposure of the plan is expected to be increased in different platforms, such as mass media and social media, so that the general public can be noticed. Moreover, PlanD can make use of appropriate presentation formats for different target audiences to deliver the message what they want. For example, the authority can use the laymen terms or infographic instead of technical terms in the PE booklets.

6.3.9 By using advanced GIS and advanced visualization techniques i.e. City Engine, VR, it is possible for planners to visualise the future scenario in the public exhibition for convenient understanding of mass people. Compared with the traditional exhibition representations, such as rendering photos or models, the comprehensiveness of the exhibition would be better as it is easier for the general public to understand the planning vision as well as the functions of the future land development projects, such as NDA. Singapore demonstrates such widespread use of advanced technologies to engage the public actively in the Strategic plan making process. The wide variety of public participation exercises in Singapore is to address the planning intention as the lifestyle aspiration of citizens.
Expected outcome

6.3.10 Aligned with our vision, the proposed recommendation on PE to widen the scope and variety of consultation exercise throughout the planning process would make Hong Kong’s Strategic Planning More Transparent, proactive and responsive. Though optimizing the current PE mechanism by diversifying consultation format and careful integration of direct and advanced technology intensive indirect PE tools would stimulate the general public more to participate proactively in the plan making process. The establishment of interactive consultative working groups is proposed to be established and specific responses and the public comments received from the proposed more interactive form of PE would be published to allow transparency and collaboration throughout the strategic spatial planning process. Multi-faceted and deep engagement exercise activities to encourage individuals to discuss planning within the community to express their desire on the plan will allow room for responsiveness in the plan making process. In a nutshell, adopting a bottom-up comprehensive mixed approach to allow parallel PE processes outside the institutionalised setting and practising regular comprehensive PE rather than ad hoc action can bring fruitful outcomes compared to the traditional PE methods.
6.4 RECOMMENDATION 3:
Establish an all-in-one portal to facilitate the provision of more updated and accurate baseline data for strategic planning

Establish an all-in-one portal with integrated and standardised open data to enhance efficiency in acquiring baseline data across departments and stakeholders in the strategic plan-making stage, and to facilitate the provision of more updated and accurate baseline data for deepening public understanding towards strategic planning.

Existing practices

6.4.1 Considering the existing data-sharing strategies in Hong Kong, it is observed that the government is encouraging the integration of government data and share in several platforms. For instance, Common Spatial Data Infrastructure (CSDI) collects a wide range of data with spatial dimensions, such as census data, traffic conditions, and environment data, and share to different sectors, including the government, private sectors and the public. For other non-spatial data, it is stored in “Data.gov.hk” for public use. It is recognised that some of the government spatial data and non-spatial data could not be found on the same platform. In addition, the government data-sharing platform databases are separated from the private sector database. Hence, the effort in data acquisition is relatively high and the data might not be searchable from the user perspective in a single platform.

Aims

6.4.2 Recommendation 3 would like to achieve the following aims:

- To enhance efficiency in data acquisition process across departments and stakeholders (Improvement direction 1)
- To encourage evidence-based decision making with updated data sources (Improvement direction 4)
- To provide a channel available for digital, interactive and frequent collaboration with accessible means (Improvement direction 5 & 9)

Action 3-1
Optimise the cross-departmental data-sharing platform for synchronisation of database

6.4.3 In the existing government databases, data is stored in different standards, which might be difficult to be searched, shared, assimilated and analysed (CSDI, 2019). To optimise the data-sharing platform, standardisation of all types of data is a prerequisite for synchronising the database. Converting the structure of disparate datasets into a common data format, it could be more searchable within the same database. Improving from existing government databases, it is suggested to integrate those government databases to formulate a shared government cloud. Individual departments can review, update and store the data in a single database to enhance efficiency in data acquisition.
6.4.4 Within the government cloud, three levels of access are proposed for government, private sector data providers and the public respectively, as illustrated in Figure 39. For the non-confidential data, such as census data and traffic data, it is shareable between different levels of access. In contrast, for the confidential data, for instance some personal data, it is restricted in the corresponding level of access. All data would be stored and revealed in the same platform to facilitate the share of data between different sectors.

Figure 39. Three-level Access of the Data-sharing Platform (Source: Plantopia, 2020)

6.4.5 Justification and legitimacy of data used in the baseline study in previous and ongoing strategic plans would be provided to enhance public understanding of strategic planning. For instance, the formulation of population projection would be explained through the platform, and the public can understand the reasons behind the strategies adopted in the strategic plan. To better illustrate the strategic planning baseline data, spatialization of the open data could facilitate the planning process through integrating open data into the 3D map to construct a city model to present, analyse and manage the city. For instance, this model could estimate how the construction of a new building would affect the traffic flow in the surrounding area. More importantly, the visualisation of the 3D city model could encourage public participation in a more interactive approach, where the platform allows users to interpret and evaluate the model by themselves.

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Agencies</th>
<th>Supporting Agencies</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>3-1a</td>
<td>Review, update and store the data by individual departments in a single data-sharing platform</td>
<td>Office of the Government Chief Information Officer (OGCIO)</td>
<td>PlanD and other HKSAR government departments</td>
</tr>
<tr>
<td>3-1b</td>
<td>Spatialise the open data to facilitate the planning process</td>
<td>PlanD (Strategic Planning Section)</td>
<td>LandsD</td>
</tr>
</tbody>
</table>

Action 3-2
*Invite private and intellectual institutions to share the planning related data in the portal*

6.4.6 Considering the collaboration between the government and intellectual institutions regarding the government cloud and data-sharing platform, it is suggested that more private and intellectual institutions could be involved and incorporated in the portal. To increase the ratio of collaboration plugins in this portal, the government can organise innovative idea-sharing events to utilise the portal for strategic planning solutions. The portal allows informal discussions regarding the ongoing and
future strategic plans. Ideas and suggestions could be consolidated and specified through the portal, and, hence it helps to engage a border view from different stakeholders in a more convenient way.

6.4.7 In view of the extensive demand on innovative technological support on the portal, such as constructing 3D city models and cross-sectoral databases, the government can initiate collaboration projects to share consolidated inputs from different sectors, especially the private and research institutes. To encourage the participation of private research institutions, more incentives could be provided to the private sectors to share their research insight and strategic planning related data, such as providing economical funding. In the strategic plan-making stage, different intellectual institutions can be involved as the technical support in visualising the plan. Concerning the collaboration 3D modelling planning project in Singapore, the government has incorporated with Esri to formulate a 3D city model to visualise the proposed development of the strategic plan as shown in Figure 40. More technical assessments can also be performed by utilising the research data from the private sectors, for example, ventilation assessment, noise abatement assessment and 3D navigation could also cooperate between the government and private sectors.

Figure 40. Partnership with Private Institutions for Visualization of 3D City Model (Source: Esri, 2020)

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Agencies</th>
<th>Supporting Agencies</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>3-2a</td>
<td>Organise innovative idea sharing events for optimising the use of the portal for strategic planning solutions</td>
<td>PlanD (Strategic Planning Section)</td>
<td>Major transport operators, universities, technology companies</td>
</tr>
<tr>
<td>3-2b</td>
<td>Initiate collaboration projects to share consolidated inputs from government, private and research institutes. Economic incentives can be provided for the private sectors to share their data</td>
<td>PlanD (Strategic Planning Section)</td>
<td>Major transport operators, universities, technology companies</td>
</tr>
</tbody>
</table>
Action 3-3
Provide more accessible platforms for data sharing to the public

6.4.8 To increase the accessibility of the data-sharing platform, more convenient channels can be provided for the public. As the existing government data-sharing platforms are available on several web pages, the integration of several data-sharing websites and the establishment of a mobile app regarding the all-in-one portal could facilitate more user-friendly and cost-effective measures for different stakeholders to review, acquire and update the data in a more convenient way. The public can assess the baseline data and comprehend the justifications of strategic plans provided in the portal, to understand the rationale behind the strategic plan. More importantly, the all-in-one mobile app and website allow interactive discussions between the planning unit and the public. Questions regarding the strategic plan could be raised within the portal, which also provides a channel for the government planning unit to elaborate and respond to the query from the public. Therefore, these accessible platforms can help narrow the knowledge gap between government and the public.

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Agencies</th>
<th>Supporting Agencies</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>3-3a Develop a mobile app to facilitate the easy data sharing</td>
<td>PlanD (Strategic Planning Section)</td>
<td>PlanD (Information Technology Management Section)</td>
<td>Medium</td>
</tr>
<tr>
<td>3-3b Develop a website for sharing strategic planning data</td>
<td>PlanD (Strategic Planning Section)</td>
<td>PlanD (Information Technology Management Section)</td>
<td>Medium</td>
</tr>
</tbody>
</table>

Expected outcome

6.4.9 Based on previous mentioned recommendations and actions, it is expected that the government could take the initiative on the establishment of an all-in-one portal to facilitate data-sharing across government departments and different stakeholders. All types of data are stored in a single database, which means the government cloud, with the support of several approachable tools, including website and mobile app, to increase the accessibility of strategic planning baseline data. It is hoped that the use of an all-in-one portal could promote evidence-based decision making with the updated source of data and the justifications of the strategies adopted in the strategic plan, which help deepen public understanding toward strategic planning in Hong Kong.
6.5 RECOMMENDATION 4:
Extend the international benchmarking and dimensions of sustainability contents

Extend the international benchmarking from global positioning to targeting and monitoring, in which the updated standards could further address more dimensions of sustainability in terms of the strategic planning contents.

Existing practices

6.5.1 Reviewing the existing exercise in the sustainability domain, the building block 3 in HK2030+ proposes to create capacity for sustainable development in terms of development, environmental, supporting transport and infrastructure capacities. As discussed in Chapter 4.6, existing environmental conservation frameworks are developed from previous Country Parks and Marine Parks Ordinance. Different development strategies would undergo SA based on the guiding principles and corresponding indicators set by the sustainable development division. The latest concepts of sustainability like the SGR initiatives in HK2030+ are not updated into the SA guidelines. International benchmarking on different performance indicators was conducted during the plan-making process of HK2030+, but are mainly for global positioning.

Aims

6.5.2 Recommendation 4 would like to achieve the following aims:

- To include more qualitative consideration when designing strategic target (Improvement direction 4)
- To adopt more proactive approach in balancing the long-term sustainability dimensions (Improvement direction 6)
- To facilitate the monitoring and review of plans by targeting international benchmarking (Improvement direction 7)

Action 4-1
Set up a cross-departmental task force for sustainability issues in strategic planning

6.5.3 Institutional partners who are relevant to sustainability issues in strategic planning should firstly be identified. Given the Agricultural, Fisheries and Conservation Department (AFCD)’s management on natural conservation work, EPD’s management on environmental quality assessment and CEDD’s management on the sustainable Lantau Office and other technical issues, PlanD is responsible to initiate a cross-departmental task force with them to set up shared goals and benchmarking standards for a more coordinated preparation and update on sustainability measures in strategic planning. The task force would be assigned responsibility for monitoring the synchronised progress of sustainable agendas.

6.5.4 In the long run, developing from the close liaison with Shenzhen Planning Department, PlanD might consider the opportunities for cooperation in cross-regional environmental issues with inputs from the environmental planning bodies. Taking references from the regional cooperation in Copenhagen,
different regional partners have collaborated actively to improve the overall quality of life of the Oresund region by combating climate change and other environmental pollution problems. This would be a possible direction for PlanD to coordinate with EPD through the task force, and further put into discussions with other GBA partners so that future plans could make responses accordingly.

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Agencies</th>
<th>Supporting Agencies</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>4-1a</td>
<td>Set up shared goals and benchmarking standard for monitoring the progress in sustainable agendas</td>
<td>PlanD (Strategic Planning Section)</td>
<td>EPD, AFCD, CEDD</td>
</tr>
<tr>
<td>4-1b</td>
<td>Explore opportunities for regional cooperation on cross-boundary environmental issues</td>
<td>Steering Committee for the development of GBA</td>
<td>EPD, PlanD (Strategic Planning Section) and other regional partners</td>
</tr>
</tbody>
</table>

**Action 4-2**

*Benchmark with the updated international standard for targeting and monitoring*

6.5.5 The purposes of benchmarking would be extended from global positioning to targeting and monitoring. Future strategic planning could make more references from international standards, such as the SDGs. The case of Copenhagen has demonstrated the comprehensive design of sustainability strategies with the use of SDGs. For instance, PlanD could make references from the ISO standards on sustainable cities and communities (2019) as shown in **Figure 41**. The set of indicators developed from the SDG could have implications for measuring the smart and resilient cities development, which are coherent to the SGR cities initiatives in HK2030+. For each sustainability goal, multiple conceptual targets could firstly be layout with clear linkage to the goals so that more qualitative considerations could be taken into the design of planning methods. It should also be transformed into several measurable targets to avoid under-representation that the number of SA indicators is expected to increase.
6.5.6 More importantly, international benchmarking standards should be updated upon every new plan. For instance, the SGR concepts should be covered under the SA guiding principles, so that future technical assessment could be conducted based on the updated sustainability standards. This could be done more coordinately with the aforementioned cross-departmental work with EPD. As a result, coverage on sustainability capacity would thereupon be widened with extended targeting scope of international benchmarking based on new sustainable agendas.

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Agencies</th>
<th>Supporting Agencies</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>4-2a</td>
<td>Transform more conceptual and qualitative sustainability goals into measurable targets</td>
<td>PlanD (Strategic Planning Section)</td>
<td>EPD</td>
</tr>
<tr>
<td>4-2b</td>
<td>Consistently update the SA guidelines and parameters every 10 years</td>
<td>PlanD (Strategic Planning Section)</td>
<td>EPD, AFCD, CEDD</td>
</tr>
</tbody>
</table>

**Action 4-3**

*Introduce more strategies in addressing dimensions other than development capacity*

6.5.7 As there is relatively little discussion on the cultural development in Hong Kong, actions are needed to maintain the valuable cultural assets and architectural heritage of the city. Taking the lesson learnt from Copenhagen and Melbourne, cultural development programmes and guidelines should be introduced to the government to conserve, restore and activate historic buildings. Whilst there are more than a thousand graded historic buildings in Hong Kong, many of them are not well known among citizens. Therefore, with the support from the Antiquities and Monument Office (AMO) and the Urban Renewal Authority (URA), the government can explore the opportunity to adaptive reuse of heritage buildings, such that not only can heritage buildings be conserved, it can also provide space for the creative industry in its new use which this further boost cultural development in Hong Kong.

6.5.8 Other than cultural development, the promotion of health and a good living environment is also essential in attaining long-term social sustainability. Whilst liveability is included in one of the building blocks in HK2030+, the focus was put mainly on the provision of housing. As having quality open space and a healthy lifestyle are also important criteria in enhancing one’s living standard, actions can be taken in accordance with these needs. For example, strengthening and integrating the open space network and to ensure fair and equitable access to these spaces can help meet the recreational needs of all members in the society regardless their age, gender or ability. To better promote healthy living in society, the government should also learn from Melbourne to include the provision of active open space and sports fields as one of their strategies in building a healthy community.

6.5.9 From Figure 42, in view of the growing number of people with mental health illnesses in the society, the government should learn from the case of Copenhagen to address these issues in the strategic plan by better planning on the diversity of housing and accessibility to day-care centres in the community. Whilst housing issues are included in HK2030+, more qualitative consideration on the housing types and size should be taken into account to take care of people with special needs. As these people with mental, physical or emotional disabilities may have difficulties in finding jobs and
afford private housings, provision of social housings that are of suitable sizes and with high accessibility to community and day-care facilities should be prioritised to ensure homes for them. This could improve the interaction among people in a local area to create greater social coherence in the “liveable” city.

Figure 42. WHO Well-being Score in Hong Kong (Source: WHO, 2019)

6.5.10 Taking the lesson learnt from Melbourne, the integration of sustainable development can also be adopted in Hong Kong to ensure comprehensive coverage of sustainability domains in each strategic action. Through the identification of high historical and ecological value sites, the government can consider implementing suitable programmes to develop these areas into a publicly accessible, educational, and attractive open space. This not only allows the provision of more quality open spaces to locals, but also more tourist attractions to bring economic benefits to the society in the long run.

6.5.11 In consideration of the frequent occurrence of extreme climate events in recent years, the concept of resilience should be incorporated into various aspects in order to make Hong Kong to be better prepared for unforeseeable events as well as to safeguard public health. From the recent COVID-19 pandemic, it is seen that the public healthcare system is seriously overloaded under the outbreak of disease. In view of this, the government should put more investment in the health system to enhance its resilience in the future. As it is also seen that many businesses are unable to survive the pandemic, economic resilience should also be another focus of the next strategic plan. Taking the lesson learnt from New York, the formation of a permanent steering committee can be considered to consistently evaluate the strengths and opportunities of different industries in Hong Kong. This allows the government to be more knowledgeable about the latest industry trend and to develop good relationships with business leaders which, in the long run, mutual support can be provided in difficult times to meet industry and community needs. Concerning the infrastructure resilience which help minimise casualties and economic loss during extreme climate conditions, Hong Kong can set up its own Climate Resiliency Design Guidelines. It incorporates forward-looking climatic data into its buildings and facilities design to withstand from strong typhoons and floods.

6.5.12 To further enhance environmental sustainability in Hong Kong, legislative means should be expanded to conserve other high ecological value areas. As discussed in Chapter 4.6, the existing legislative protection on marine and freshwater ecology was limited, so the enhancement and update of environmental strategies into more areas like marine conservation are necessary to attain long-term environmental sustainability in Hong Kong. For instance, some areas in the New Territories are relatively ecologically sensitive such as the marshland, early and comprehensive planning that takes
into account the environmental condition is also essential to make the overall development sustainable.

6.5.13 To take a balanced consideration of both qualitative and quantitative aspects it is highly recommended that the opinions of public and experts, concerning the extent of conservation capacity, interpretation of balanced development and other controversial issues should be considered during the discussion. Technical assessment based on the updated sustainability standards should also be conducted before relevant decisions are made.

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Agencies</th>
<th>Supporting Agencies</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>4-3a</td>
<td>Encourage cultural development by conserving, restoring, and activating historic buildings with the help of relevant programmes</td>
<td>PlanD (Strategic Planning Section)</td>
<td>AMO, URA</td>
</tr>
<tr>
<td>4-3b</td>
<td>Attain social sustainability through qualitative consideration on people’s health and quality of living environment</td>
<td>PlanD (Strategic Planning Section)</td>
<td>LCSD, SWD, ASD</td>
</tr>
<tr>
<td>4-3c</td>
<td>Incorporate resilience concept into various development aspects</td>
<td>PlanD (Strategic Planning Section)</td>
<td>EPD, AFCD, CEDD</td>
</tr>
<tr>
<td>4-3d</td>
<td>Consider strengthening conservation capacity through legislative means</td>
<td>Country and Marine Parks Board</td>
<td>PlanD, AFCD</td>
</tr>
</tbody>
</table>

**Expected outcome**

6.5.14 With the above-mentioned recommendation, government could take a more proactive role in widening the coverage sustainability domains in its future development. Through exploring into more sustainability aspects with updated international benchmarking, Hong Kong could also create more sustainability capacity in terms of the long-term environmental quality and social well-being, as well as to become more resilient to internal and external challenges in the future.
6.6 RECOMMENDATION 5:
Introduce a regular review mechanism with annual monitoring

Introduce a non-statutory review mechanism with annual monitoring to update the implementation progress of the strategic plan for internal reference on a regular basis and to publish a part of the result to enhance public understanding.

Existing practices

6.6.1 Under the current review framework, the territorial development strategy usually has been reviewed around every 10 years. Referring to past experience, it usually took more than 6 years to complete the whole territorial development strategy review process. The major drawback of such a prolonged review period is that the whole implementation schedule of the plan is forced to be delayed. Even though a set of evaluation criteria has been developed in the HK2030, there is a lack of a well-defined monitoring mechanism to update the progress of the plan during the implementation stage. The progress of the implementation in the previous plan usually acted as a brief recap in the introduction of each new plan.

Aims

6.6.2 Recommendation 5 would like to achieve the following aims:

- To facilitate effective and measurable monitoring for review (Improvement Direction 7)
- To enhance public understanding towards the update on strategic plans (Improvement Direction 9)
- To promote a regular cycle of monitoring, reporting and review in the strategic planning process (Improvement Direction 7)

Action 5-1
Set out monitoring plan with annual measurable targets

6.6.3 To develop an effective review system, a monitoring plan with measurable targets is suggested to be set out to update the implementation progress of the strategic spatial planning regularly. Through quantifying the outcome of the urban policies into measurable KPIs, the PlanD can review the strategic plan in a more simple, systematic and scientific way since the KPIs are expected to be the “common language” in the intradepartmental communication. With the reference of the measurable targets, the monitoring plan not only can better define the progress of the current plan, it can also provide an insightful reference for the formulation of the next strategic plan.

6.6.4 The Strategic Planning Section is responsible for the preparation of the reporting schedule and deliverables. During the plan formulation process, PlanD can suggest the agreeable and measurable targets of different proposals on the implementation stage in the monitoring plan. To better clarify
the report schedules, PlanD can deliver the monitoring plan to different relevant agencies, such as the Housing Department, Highways Department, TD, CEED and AFCD etc, on a regular basis. The monitoring plan would clearly outline the expected targets within a particular time and they would be an important reference for different government departments in the plan formulation process.

6.6.5 To develop closer partnership within the government regarding the progress update, there is a need for PlanD to identify the lead and supporting parties in the implementation stage of strategic plan. The intention of the above action is not related to accountabilities issues; instead, it intends to better clarify the roles of different government departments in the strategic planning process. It is hoped that different departments would clearly understand what they can contribute at the implementation stage and what they can to facilitate the strategic planning process.

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Agencies</th>
<th>Supporting Agencies</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>5-1a</td>
<td>PlanD (Strategic Planning Section)</td>
<td>N/A</td>
<td>Medium</td>
</tr>
<tr>
<td>5-1b</td>
<td>PlanD (Strategic Planning Section)</td>
<td>N/A</td>
<td>Medium</td>
</tr>
</tbody>
</table>

**Action 5-2**

*Publish periodic reports with reference to the reporting schedules set in monitoring plan*

6.6.6 Based on the findings in the monitoring plan, PlanD can consider to prepare a detailed progress report for internal reference and to publish a simplified progress report to enhance public understanding.

6.6.7 The Strategic Planning Section can highlight the findings in the internal progress report every year. Since the outstanding proposals by other departments would be identified in the monitoring report, planners can adjust the schedule of work in accordance with the latest progress of the strategic planning. Despite the non-statutory status, the progress report also would be an important reference for PlanD to negotiate with other departments in the plan formulation process.

6.6.8 To enhance the public understanding of the updated implementation status of SSP, PlanD is suggested to publish the progress report every. It should be noted that the detail of the internal and public progress report would be different. While the internal progress report would clearly identify the responsible agencies for a particular project, the public report would mainly focus on the latest progress of different projects. It is hoped that the report can improve the transparency of the progress within the constraint of the status of the PlanD.

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Agencies</th>
<th>Supporting Agencies</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>5-2a</td>
<td>PlanD (Strategic Planning Section)</td>
<td>N/A</td>
<td>Medium</td>
</tr>
<tr>
<td>5-2b</td>
<td>PlanD (Strategic Planning Section)</td>
<td>N/A</td>
<td>Medium</td>
</tr>
</tbody>
</table>
Action 3: Review the monitoring reports in the next strategic plan

6.6.9 To incorporate the findings from the previous progress, PlanD can review the monitoring reports at the beginning of the next strategic plan formulation process and then put the latest status into consideration. It is hoped that our suggestion as illustrated in Figure 43 can form a review and monitoring cycle for the whole strategic planning process. Since the review starts with the monitoring report, the implementation progress of the previous plan would be taken into consideration in the next plan formulation process and therefore can have a better transition between plans.

Figure 43. Proposed Schedule of Monitoring, Reporting and Review (Source: Plantopia, 2020)

6.6.10 In the long term, the implementation progress of the previous strategic plan would be outlined in accordance with KPIs so that the PlanD can put it into consideration when formulating a new strategic plan. Compared with the verbal description, the KPIs would be a better reference for planners to evaluate the implementation of the previous plan. It also provides insight into the involved agencies in setting up targets in the next plan. To some extent, the KPIs can show the capacity of each actor and opportunism can be avoided. In other words, the track and balance system can ensure that projects are implementable.

6.6.11 To maintain the continuity of the strategic spatial planning, PlanD is expected to provide a detailed explanation of the incomplete items in the monitoring reports. Considering the fact that some of the proposals in the past strategic plan did not continue to the next plan, there is a misconception that the strategic planning was not continuously. Despite the flexibility, it is also important for the plan to have some continuity.
<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Agencies</th>
<th>Supporting Agencies</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>5-3a</td>
<td>Outline the implementation of the</td>
<td>PlanD</td>
<td>Long</td>
</tr>
<tr>
<td></td>
<td>previous strategic plans in</td>
<td>(Strategic Planning</td>
<td></td>
</tr>
<tr>
<td></td>
<td>accordance to KPIs</td>
<td>Section)</td>
<td></td>
</tr>
<tr>
<td>5-3b</td>
<td>Describe incomplete items with</td>
<td>PlanD</td>
<td>Long</td>
</tr>
<tr>
<td></td>
<td>reasonings</td>
<td>(Strategic Planning</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Section)</td>
<td></td>
</tr>
</tbody>
</table>

**Expected outcome**

6.6.12 By establishing a regular monitoring and review mechanism, we believe that strategic planning in the future would become more responsive. PlanD would be more responsive to the other government departments as it is expected to remark the progress of their work time by time. Similarly, other departments in HKSAR would also be more responsive to the PlanD as the importance of the interdepartmental partnership would be even more highlighted in the review mechanism. Together with better cooperation, PlanD as well as other government departments would also be more responsive to the general public and can know more about the latest status of the plan from the progress report. To sum up, this recommendation can make the actors involved in the strategic spatial planning more responsive to each other and finally the plan would be more responsive to our changing world.
6.7 RECOMMENDATION 6:
Establish a new unit under PlanD to coordinate translation of strategic plans and local plans with the provision of guideline

Establish a new unit under PlanD (Territorial Planning Branch) to coordinate translation of strategic plans and local plans; Publish non-statutory guidelines to provide directions for the alignment of strategic plans to local plans to foster better coordination between plans.

Existing practices

6.7.1 Under the current planning hierarchy in Hong Kong, strategic plans (i.e. territorial development strategy, such as HK2030+) prepared by PlanD play the role in guiding the local action such as amendment or formulation of OZP. Nevertheless, technical assessment and consultancy studies, in the meantime, are also required and managed under other departments like CEDD and the LandsD. Considering the fact that there is no mechanism to foster the translation and ensure the alignment of strategic plans to local plans in both administrative and implementation processes, it is worthwhile for PlanD to consider the option of establishing a new unit to centralise those works.

Aims

6.7.2 Recommendation 6 would like to achieve the following aims:

- To guide planners on the translation of strategic plans into the local level (Improvement direction 8)
- To continue the flexibility while ensuring a more timely alignment of OZP with the priorities and actions stated in strategic plans (Improvement direction 7 and 8)
- To reduce cumbersome cross-departmental administrative procedures and time lag (Improvement direction 1)

Action 6-1

Publish guideline to the translation of strategic plan to local plan

6.7.3 The purpose of the guideline is to guide the planners in the district planning branch on the translation of strategic plans to OZP. Concerning the preliminary direction of content, the guideline may require having an update of the district-based baseline and trend analysis in OZP which is aligned with the timeframe stated in the strategic plan so that the future change in OZP can be made based on the new district baseline. Ways on incorporating strategic plans/development direction into the local level will also be illustrated to planners in the guideline.

6.7.4 The guideline will also encourage formulating updated district-based vision, development direction and planning intention in OZP which are aligned with the strategic plan to ensure all the development/change in district area aligned with the strategic direction set in the strategic plan.
6.7.5 The progress of translation is required to update in the annual monitoring exercise in the review mechanism. Existing zoning is suggested to be reviewed for every 10 years. The plans translation progress will be incorporated in the monitoring reports newly introduced in recommendation 5.

6.7.6 Status of this guideline is the same as the existing The Hong Kong Planning Standards and Guidelines (HKPSG) which allows a certain degree of flexibility on implementation.

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Agencies</th>
<th>Supporting Agencies</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>6-1a</td>
<td>List out the ways and requirements for local plan to achieve strategic planning priority</td>
<td>PlanD</td>
<td>N/A</td>
</tr>
<tr>
<td>6-1b</td>
<td>Update the progress of translation in the annual monitoring exercise in the review mechanism</td>
<td>PlanD</td>
<td>N/A</td>
</tr>
</tbody>
</table>

**Action 6-2**  
*Set up a unit under Strategic Planning Section to coordinate the translation of plans*

6.7.7 As shown in Figure 44, A new unit named “Plans Translation Unit” will be set up under the Strategic Planning Section to coordinate the translation of plans

![Figure 44. Proposed Organisational Structure of the PlanD with the New "Plans Translation Unit"](Source: Plantopia, 2020)

6.7.8 Planners and other relevant professionals such as engineers and surveyors will be recruited so that they can provide advice in a timely manner in the same working unit. All the related consultancy studies would be centralised and managed under the new unit in PlanD to minimise the complex administration procedures and communication layers among various departments. Regular discussion with planners in the District Planning Office (DPO) on the OZP amendment will be conducted, based on the latest strategic plan and with the support of new guidelines.
<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Agencies</th>
<th>Supporting Agencies</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>6-2a</td>
<td>PlanD (Strategic Planning Section)</td>
<td>CEDD, LandsD, EPD, TD and more</td>
<td>Long</td>
</tr>
<tr>
<td>6-2b</td>
<td>PlanD (New Plans Translation Unit)</td>
<td>PlanD (District Planning Branch)</td>
<td>Long</td>
</tr>
</tbody>
</table>

**Expected outcome**

6.7.9 Through establishing a new unit which is mainly responsible for the translation of plans, it is hoped that cumbersome administration procedures and communication layers among various departments can be minimised to boost up the translation efficiency. Furthermore, the guideline provides instructions and encourages planners in District Planning Office to incorporate strategic planning initiatives in district-level planning. Thus, the planning directions and initiatives at local level will be more aligned and responsive to the Hong Kong strategic planning directions.
6.8 PHASING OF ACTION PLANS

6.8.1 With consideration of the actions required by each recommendation, a detailed action plan is developed with the timeframe of short-term, medium-term and long-term. Discussed in Chapter 6.1, the key considerations would put forward to propose recommendations that are selected to be more feasible to implement at future strategic planning exercises in the context of Hong Kong. In order to prioritise the improvement recommendations that are easier to implement and require shorter time, the timeframe of each action is particularly classified, in which Year 1 denotes the year of HK2030+ final report promulgation:

- **Short-term**: Actions that could be implemented in the 1st to 5th year, which involve the preparatory work of the next strategic plan;
- **Medium-term**: Actions that could be implemented in the 6th to 15th year, which involve major changes in plan drafting and implementation stages. The strategic development directions and plan translation process will be revisited and updated; and
- **Long-term**: Actions that could be implemented beyond the 16th year or are out of the perspectives of urban planning. More considerations on relevant governance and political issues should be made.

6.8.2 From the previous timeline of the strategic plan-drafting process in Hong Kong, it is assumed that the review process of the next strategic plan would kick-start 5 years after the promulgation of the previous strategic plan (i.e. the 6th year). The plan-drafting stage would last for 5 years, and the promulgation of the new strategic plan would be in the 10th year. The actions could be implemented beyond the 16th year imply changes on the strategic plan after next or requiring long-term institutional and policy considerations before implementation.

6.8.3 While short-term action refers to actions that can be done within the 1st to 5th year, the actions would generally be regarded as the preparatory work of the formulation of the next strategic plan. It is expected that the improvement recommendations would not pose urgent changes to HK2030+, therefore the actions are at the initial stage mainly supporting the plan-drafting and implementation process of the next strategic plan (i.e. medium-term actions). With reference to the action plan, the milestones of short-term actions are highlighted below:

- Set up a shared vision, targets and objectives in the working group;
- Phase out the format of PE of the upcoming strategic plan;
- Organise innovative idea sharing events for the new all-in-one data portal;
- Explore new strategic focus that will be included in the upcoming strategic plan;
- Prioritise ways in translating of strategic plan to local plans; and
- Liaison and Communication Work.
6.8.4 Medium-term covers the plan-drafting, promulgation and implementation stages of the next strategic plan. The timeframe would take reference on the actual timeline as Chapter 6.8.1 mentioned, in which the medium-term actions usually focus on the change in approaches and processes of strategic planning in Hong Kong. The major recommended actions are stated below:

- Involve various government departments discussing as a working group and prepare implementation plans;
- Introduce a variety of scope and consultant methods and formulate communication plan;
- Optimise data-sharing platform and provide more accessible means to share more baseline data;
- Update the SA Guideline and its associated sustainability parameters;
- Set out 1st monitoring report and publish periodic reports;
- Update the progress of translation in the annual monitoring exercise; and
- Prepare for the establishment of the new unit.

6.8.5 Long-term actions require more time for implementation or long-term institutional and policy considerations. The recommended actions would put emphasis on policy changes, which are specified below:

- Explore opportunities for regional cooperation;
- Strengthen development strategies with legislative means;
- Review the monitoring reports; and
- Set up a new unit to coordinate the translation of plans.

6.8.5 Figure 45 illustrates the detailed version of the recommended 3-phase action plan for proposed improvement recommendations. Considering the dynamic nature of strategic planning with uncertainties, the recommended phasing would provide guidance subject to actual conditions with flexibility to implement strategic changes in the action plan. The detailed recommendations and actions are summarised in Appendix VII.
<table>
<thead>
<tr>
<th>Recommendation</th>
<th>Short-term</th>
<th>Medium-term</th>
<th>Long-term</th>
</tr>
</thead>
<tbody>
<tr>
<td>Set up a working group for coordination between departments</td>
<td>1-1a</td>
<td>1-1c</td>
<td>1-2b</td>
</tr>
<tr>
<td>Widen the scope and variety of consultation exercise throughout the planning process</td>
<td>2-1a 2-1b 2-2a</td>
<td>2-1a 2-1b 2-2b</td>
<td>2-1a 2-3a 2-3b</td>
</tr>
<tr>
<td>Establish an all-in-one portal to facilitate the provision of more updated and accurate baseline data for strategic planning</td>
<td>3-1a 3-2a 3-1b</td>
<td>3-3a 3-3b</td>
<td>3-3b</td>
</tr>
<tr>
<td>Extend the international benchmarking and coverage of sustainability strategies</td>
<td>4-1a 4-2a 4-3a 4-3b</td>
<td>4-2b 4-3d 4-1b</td>
<td>4-3d</td>
</tr>
<tr>
<td>Introduce a regular review mechanism with annual monitoring</td>
<td>5-1a 5-1b 5-2a 5-2b</td>
<td>5-2b 5-3a 5-3b</td>
<td>5-3b</td>
</tr>
<tr>
<td>Establish a new unit under in PlanD to coordinate translation of strategic plans and local plans with the provision of guideline</td>
<td>6-1a 6-1b 6-2a 6-2b</td>
<td>6-2b</td>
<td>6-2b</td>
</tr>
</tbody>
</table>

**Figure 45.** Recommended Phasing of Action Plans (Source: Plantopia, 2020)
7 WAY FORWARD

7.1 This report outlines the possible pathway of the strategic planning in Hong Kong by combining local stakeholder’s insight and international case experience. By the stakeholder analysis, 9 key issues in the strategic spatial planning in Hong Kong and their corresponding improvement directions have been identified in Chapter 4. By international cases review, the relevant best practices from the eight cities have been figured out in Chapter 5. Learning from the international cases review, 6 improvement recommendations have been proposed in Chapter 6.

7.2 To further consolidate the improvement recommendations in Chapter 6, a follow-up consultancy study is needed to be conducted. More detailed financial and technical feasibility studies of the recommendations are expected to be carried out in the coming future.

7.3 Beyond the recommendations in this report, it is also worthwhile to explore other possibilities in the legislative arena, such as an amendment on the Town Planning Ordinance. Following the idea from some interviewees, upgrading the strategic plan to the Bureau level or improving current institutional setting are also possible options that should be taken into consideration in the future.

7.4 To cope with the more complicated environment in the future, the role of strategic planning will become even more important because the plan will be expected to guide the whole society to move forward. As the main authority which is in charge of the work of strategic spatial planning, there is an urgent need for further expanding the human resources in PlanD.

7.5 With the appropriate improvement made to align with our vision, the study team believes that the strategic spatial planning in Hong Kong would become more transparent, proactive and responsive in the future.
REFERENCES


Albrechts, L. (2010). More of the same is not enough! How could strategic spatial planning be instrumental in dealing with the challenges ahead? Environmental and Planning B: Planning and Design, 37, 1115-1127.


Metzger, J. and Olesen, K. (2016). The region is dead, long live the region: The Øresund Region 15 years after the bridge, 1-18.


APPENDIX I  TEAM PROFILE

TSE, Yi Lam Gloria | Project Manager, Chief Town Planner

Ms. Tse is an experienced town planner with more than 20 years of working experience in PlanD, and 10 years of steering experience in private consulting projects. She specialises in managing multi-disciplinary local and international strategic planning projects, which require extensive planning, coordination and revision work. In addition, she has chaired multiple expert advisory panels for large scale public infrastructure projects. She is a member of the Royal Town Planning Institute and the Hong Kong Institute of Planners as a professional planner.

TSANG, Tsz Man Cheryl | Deputy Project Manager, Senior Planning and Development Surveyor

Ms. Tsang has worked as a senior planning and development surveyor in the Urban Renewal Authority for 20 years prior to joining the Development Bureau. Specialised in conducting planning feasibility study and development appraisals for large scale development programs, she has expert views on urban regeneration, housing and the real estate market of Hong Kong. She is a member of the Royal Town Planning Institute and the Hong Kong Institute of Planners as a professional planner, the Hong Kong Institute of Surveyors and the Royal Institution of Chartered Surveyors.

CHAN, Lok Hang Michael | Deputy Project Manager, Regional Sustainable Policy Consultant

Mr. Chan is the lead researcher of the Hong Kong Sustainable Development Research Institute and the Institute for China and Global Development. With 20 years of research experience, he has a thorough understanding of China’s sustainability issues, as well as its position in the regional and global context. His research interests include regional collaboration, economic sustainability, and socio-cultural preservation in the Asia-pacific region. He holds two master’s degrees in Asian and Pacific Studies and Sustainable Development.

DAS, Anutosh | Project Secretary, Professor in Smart Economy

Dr. Das is the Chair Professor and Head of Smart Economy Research Institute at the University of Hong Kong. He has engaged in academic research for more than 20 years with an interest in smart cities, geoinformation data science, economic innovation and the regional application of technology. In addition, as the Executive Committee Member of Smart Economy Association, he served in the advisory panel for the Smart City Development Blueprint for Hong Kong promulgated by the Innovation and Technology Bureau. He holds a Ph.D. in Economics.
LEONG, Sin Ying Coby | Project Secretary cum Treasurer, Senior Environmental Consultant

Ms. Leong has worked as a senior environmental consultant in Allied Environmental Consultants Limited. She has led in numerous environmental and sustainable design projects of both private and public sectors, which she specialises in preparing environmental impact assessments and technical assessments for large scale infrastructure and development projects. Besides, she has supervised policy research on local, regional and global environmental performances and policies. She holds a master’s degree in environmental management.

MAN, Ho Yin Wilson | Project Secretary, Senior Transport Engineering Consultant

Mr. Man is a senior experienced transport engineer in MVA. He is experienced in conducting traffic impact assessment, master planning and land-use development study, road network design and transport policy studies at multiple scales. He has provided oversight to technical assessment for large-scale highway infrastructure construction projects. He is a chartered civil engineer in The Hong Kong Institute of Engineers and is a member of the Chartered Institute of Logistics and Transport in Hong Kong (CILTHK).

NGAN, Pak Lun Peter | Project Secretary, Town Planner

Mr. Ngan is a town planner specialised in community and public engagement who has more than 15 years of working experience in the public engagement exercise. As an experienced organiser, facilitator and host of consultation for public and private projects, he specialises in developing the outline, strategies, processes and deliverables for the public engagement. He is a member of the Royal Town Planning Institute and the Hong Kong Institute of Planners as a professional planner.

TANG, Yuen Ting Kitty | Project Secretary, Research Director

Ms. Tang is the research director of the Research Centre for International Development in Hong Kong. She has over 20 years of working experience as a policy analyst on topics of geopolitics, strategic international development and comparative studies particularly between the emerging and developed markets in Asia. She is a contributor to numerous international research projects, including the UN-Habitat Global Housing Strategy. She holds a master’s degree in International Development.
APPENDIX II WORK PROGRAMME

A three-phase-work programme of the whole review is displayed on the next page, which has lasted for 120 days from 20 January to 18 May. Phase 0 is the project planning stage in which the study framework was designed. Phase 1 Contextual Study is the longest phase that runs for 7 weeks. Phase 2A Empirical Stakeholder Analysis and Phase 2B International Case Review are conducted concurrently that each run for 6 weeks. Phase 3 Consolidation and Recommendation has run for 5 weeks as the concluding phase.

Several project milestones are identified in each phase. In Phase 1 Contextual Study, the **development of evaluation criteria and the analysis of Strategic Planning in Hong Kong** are two critical milestones that has been completed as a baseline before the **identification of key issues in Hong Kong**. In Phase 2A Empirical Stakeholder Analysis, the **completion of all interviews** is the milestone laid out for analysis; in Phase 2B International Case Review, the **identification of key lessons from international cases** is the milestone before synthesizing for specific improvement. Lastly, the **development of improvement options** in Phase 3 is the milestone that consolidates the basis for recommendations, which the options are subjected to further refinement upon evaluation.

This review has adhered to the deadlines of submission as required by the client.
<table>
<thead>
<tr>
<th>Phase</th>
<th>Duration (days)</th>
<th>Start Date</th>
<th>End Date</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Project Commencement</strong></td>
<td></td>
<td>20-Jan</td>
<td>3-Feb</td>
</tr>
<tr>
<td><strong>Phase 1: Project Planning</strong></td>
<td>14</td>
<td>20-Jan</td>
<td>3-Feb</td>
</tr>
<tr>
<td>Formulate study goal and objectives</td>
<td>7</td>
<td>20-Jan</td>
<td>27-Jan</td>
</tr>
<tr>
<td>Develop study process and methodology</td>
<td>7</td>
<td>22-Jan</td>
<td>29-Jan</td>
</tr>
<tr>
<td>Develop study framework</td>
<td>7</td>
<td>30-Jan</td>
<td>5-Feb</td>
</tr>
<tr>
<td>Develop staffing and work programme</td>
<td>5</td>
<td>30-Jan</td>
<td>3-Feb</td>
</tr>
<tr>
<td><strong>Phase 1: Contextual Study</strong></td>
<td>49</td>
<td>4-Feb</td>
<td>23-Mar</td>
</tr>
<tr>
<td>Review the literature on strategic spatial planning</td>
<td>14</td>
<td>4-Feb</td>
<td>18-Feb</td>
</tr>
<tr>
<td>Develop evaluation criteria for strategic spatial plans</td>
<td>14</td>
<td>8-Feb</td>
<td>22-Feb</td>
</tr>
<tr>
<td>Analysis of past strategic planning in Hong Kong</td>
<td>14</td>
<td>10-Feb</td>
<td>26-Feb</td>
</tr>
<tr>
<td>Formulate conceptual framework</td>
<td>7</td>
<td>12-Feb</td>
<td>19-Feb</td>
</tr>
<tr>
<td>Identify key issues in Hong Kong’s strategic planning</td>
<td>7</td>
<td>14-Feb</td>
<td>21-Feb</td>
</tr>
<tr>
<td>Identify improvement direction</td>
<td>7</td>
<td>18-Feb</td>
<td>25-Feb</td>
</tr>
<tr>
<td>Selection of international case studies</td>
<td>7</td>
<td>20-Feb</td>
<td>27-Feb</td>
</tr>
<tr>
<td>Identification of stakeholders</td>
<td>7</td>
<td>20-Feb</td>
<td>27-Feb</td>
</tr>
<tr>
<td>Preparation of presentation</td>
<td>7</td>
<td>24-Feb</td>
<td>2-Mar</td>
</tr>
<tr>
<td>Presentation</td>
<td>-</td>
<td>2-Mar</td>
<td></td>
</tr>
<tr>
<td>Preparation of inception report</td>
<td>21</td>
<td>3-Mar</td>
<td>23-Mar</td>
</tr>
<tr>
<td>Submission of inception report</td>
<td>-</td>
<td>23-Mar</td>
<td></td>
</tr>
<tr>
<td><strong>Phase 2A: Empirical Stakeholder Analysis</strong></td>
<td>43</td>
<td>3-Mar</td>
<td>14-Apr</td>
</tr>
<tr>
<td>Invitation of interviewees</td>
<td>7</td>
<td>3-Mar</td>
<td>10-Mar</td>
</tr>
<tr>
<td>Drafting of interview questions</td>
<td>14</td>
<td>3-Mar</td>
<td>17-Mar</td>
</tr>
<tr>
<td>Conduct Interviews with stakeholders</td>
<td>14</td>
<td>13-Mar</td>
<td>27-Mar</td>
</tr>
<tr>
<td>Analysis of interview results</td>
<td>14</td>
<td>16-Mar</td>
<td>30-Mar</td>
</tr>
<tr>
<td><strong>Phase 2B: International Review</strong></td>
<td>43</td>
<td>3-Mar</td>
<td>14-Apr</td>
</tr>
<tr>
<td>Contextual Analysis of the cases</td>
<td>14</td>
<td>3-Mar</td>
<td>17-Mar</td>
</tr>
<tr>
<td>Identify key lessons from international case</td>
<td>18</td>
<td>10-Mar</td>
<td>28-Mar</td>
</tr>
<tr>
<td>Assess the applicability and insights to Hong Kong</td>
<td>7</td>
<td>21-Mar</td>
<td>28-Mar</td>
</tr>
<tr>
<td>Synthesis of Phase 1 and Phase 2</td>
<td>7</td>
<td>24-Mar</td>
<td>31-Mar</td>
</tr>
<tr>
<td>Preparation of presentation</td>
<td>7</td>
<td>30-Mar</td>
<td>6-Apr</td>
</tr>
<tr>
<td>Presentation</td>
<td>-</td>
<td>6-Apr</td>
<td></td>
</tr>
<tr>
<td>Preparation of working paper</td>
<td>14</td>
<td>1-Apr</td>
<td>14-Apr</td>
</tr>
<tr>
<td>Submission of working paper</td>
<td>-</td>
<td>14-Apr</td>
<td></td>
</tr>
<tr>
<td><strong>Phase 3: Consolidation and Recommendation</strong></td>
<td>34</td>
<td>15-Apr</td>
<td>18-May</td>
</tr>
<tr>
<td>Review all working papers</td>
<td>18</td>
<td>15-Apr</td>
<td>3-May</td>
</tr>
<tr>
<td>Review possible areas of improvement stated in Phase 1</td>
<td>14</td>
<td>15-Apr</td>
<td>29-Apr</td>
</tr>
<tr>
<td>Develop improvement options from Phase 2</td>
<td>14</td>
<td>17-Apr</td>
<td>1-May</td>
</tr>
<tr>
<td>Evaluate the feasibility of improvement options</td>
<td>7</td>
<td>20-Apr</td>
<td>27-Apr</td>
</tr>
<tr>
<td>Formulate improvement action plan</td>
<td>7</td>
<td>22-Apr</td>
<td>29-Apr</td>
</tr>
<tr>
<td>Preparation of presentation</td>
<td>14</td>
<td>27-Apr</td>
<td>11-May</td>
</tr>
<tr>
<td>Presentation</td>
<td>-</td>
<td>11-May</td>
<td></td>
</tr>
<tr>
<td>Preparation of final report</td>
<td>14</td>
<td>6-May</td>
<td>18-May</td>
</tr>
<tr>
<td>Submission of final report</td>
<td>-</td>
<td>18-May</td>
<td></td>
</tr>
<tr>
<td><strong>Project Completion</strong></td>
<td></td>
<td></td>
<td>18-May</td>
</tr>
</tbody>
</table>
### Urban Governance

#### Key components

<table>
<thead>
<tr>
<th>(A1) Institutional collaboration</th>
<th>Evaluation guidelines</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>● Effectiveness would be enhanced from a basis of common agenda setting across different levels and sectors of government</td>
</tr>
<tr>
<td></td>
<td>● Collaborative leadership functions should be built through cooperation between different institutional partners</td>
</tr>
<tr>
<td></td>
<td>○ Identifying the relevant partners and relevant institutional stakeholders while encouraging their active participation</td>
</tr>
<tr>
<td></td>
<td>○ Agreement on roles and responsibilities with appropriate resource allocation among them</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>(A2) Community participation ^#</th>
<th>Evaluation guidelines</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>● Balancing top-down and bottom-up approaches in the dynamic decision making process</td>
</tr>
<tr>
<td></td>
<td>○ Participation of various stakeholders in decision-making process to ensure interests of all parties are addressed</td>
</tr>
<tr>
<td></td>
<td>○ Two-way communication between the plan-makers and the public for mutual understanding</td>
</tr>
<tr>
<td></td>
<td>○ Actual participation of the public in both preparation and consultation processes of urban development plans such that the public demand could be clearly expressed through appropriate formal and informal channels</td>
</tr>
<tr>
<td></td>
<td>● Increasing level of public interest to promote civil leadership, that the planning authority should aim to achieve the preferred level of “collaborate”</td>
</tr>
<tr>
<td></td>
<td>○ Inform: To provide the public with objective and balanced information for the ease of understanding</td>
</tr>
<tr>
<td></td>
<td>○ Consult: To obtain public feedback on the planning decisions</td>
</tr>
<tr>
<td></td>
<td>○ Involve: To work directly with the public throughout the processes to ensure a consistent understanding of public’s concern</td>
</tr>
<tr>
<td></td>
<td>○ Collaborate: To partner with the public in each aspect of decision for identifying the mutually-preferred solutions</td>
</tr>
<tr>
<td></td>
<td>○ Empower: To place final-decision-making in the hands of public</td>
</tr>
<tr>
<td></td>
<td>● Representativeness by enhancing public trust through developing a transparent and inclusive plan-making process, that the results should also be accountable and responsive to public interest</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>(A3) Executive capacity</th>
<th>Evaluation guidelines</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>● Local authorities are given relevant power in guiding and coordinating the implementation and control process of urban development plans</td>
</tr>
<tr>
<td></td>
<td>● Legal status and executive power of strategic plans in other plans</td>
</tr>
<tr>
<td></td>
<td>○ Spatial plans are not obliged to have a national legally-binding status, but generally non-statutory, political and flexible</td>
</tr>
<tr>
<td></td>
<td>○ Compatibility of laws to adapt urban development plans to social or legal requirements</td>
</tr>
</tbody>
</table>
### Urban Policies

<table>
<thead>
<tr>
<th>Key components</th>
<th>Evaluation guidelines</th>
</tr>
</thead>
</table>
| (B1) Adequacy of methods | - Suitable approaches should be selected to flexibly prepare urban policies in different stages (Data collection, analysis, discussion and monitoring)  
- Multiple approaches might be integrated to achieve the best performances  
- Ability to recognise the relevant problems, requirements, sources, and opportunities based on the municipalities capacities  
  - Based on scientific methods for collecting reliable data  
  - Avoid biased analysis by considering both the quantitative and qualitative aspects in viewing urban issues  
- Design of strategic plans should be based on analysis and forecasts of present situation using reliable and comprehensive information on the changing economic, social and environmental conditions |
| (B2) Multi-stakeholder partnership ^# | - Participation of various stakeholders in decision-making process to ensure interests of all parties are addressed at different levels  
- Involvement of relevant actors in the formation of the Steering Committee, ranging from planning authority, professional stakeholders and community  
  - Collection of diverse views from groups and individuals, and through formal and informal participation channels  
  - Clearly-defined and well-allocated responsibility  
- Cooperative capacity should be developed among stakeholders, which the types of interaction could be generally classified as below:  
  - Conflicting relationship: Dominance vs Competition  
  - Bargaining relationship: Asymmetric vs Symmetric  
  - Cooperative relationship: Hierarchical vs Horizontal |
| (B3) Comprehensiveness of strategies ^*# | - Long-term strategic vision guiding to continuously-developed project proposals, but with careful consideration of possible uncertainties  
- Effective regional interdependence for synergised development by:  
  - Taking the longer-term and bigger picture view of what is for the best interests of the interdependent city-region  
  - Avoiding over-reliance of regional development strategies  
- Competitiveness of a city shall be promoted through:  
  - Provision of communication and information technology, advanced transportation and encouragement of investment  
  - Strategies of different aspects (economic, social, liveable etc.)  
- Strategies are most preferable when multiple objectives could be achieved  
  - Integrated analysis of economic, social and environmental issues with clarified linkages between the three pillars  
  - Importance of social and environmental issues should not be overwhelmed by uncontrolled economic and urban development:  
- Strategic plan including subsequent objectives, guidelines and policies should be oriented and closely aligned to its vision |
<table>
<thead>
<tr>
<th>Key components</th>
<th>Evaluation guidelines</th>
</tr>
</thead>
<tbody>
<tr>
<td>(C1) Responsiveness of review mechanism</td>
<td>● Strategic plans shall be reviewed from time to time under an effective mechanism</td>
</tr>
<tr>
<td></td>
<td>○ An appropriate timeframe should be set for the effective and progressive implementation of strategic plans with regular intermediate reviews</td>
</tr>
<tr>
<td>(C2) Coordination with local plans</td>
<td>● Ensure coherence by coordinating between strategic plans and related local plans at different levels of spatial planning</td>
</tr>
<tr>
<td></td>
<td>○ Action plans are able to present goals, roles, and functions that are coherent to the previous reports and plans</td>
</tr>
<tr>
<td></td>
<td>○ Adjustment shall be made upon changes in strategic level plans</td>
</tr>
<tr>
<td>(C3) Information diffusion</td>
<td>● Definition of action lines that will permit progress to be made in achieving specific objectives. These lines or strategies must be related not only to the objectives, but also to the actions and to the circumstances of the agents involved</td>
</tr>
<tr>
<td></td>
<td>● Dissemination of knowledge and development perspectives among stakeholders should be promoted to enable the shared understanding and to resolve possible conflicts or knowledge gaps</td>
</tr>
<tr>
<td></td>
<td>○ Results of urban development plans are presented by clear guidelines, documents and maps in the strategic plans</td>
</tr>
<tr>
<td></td>
<td>○ Relevant sub-plans and reports shall be provided for further explanatory purposes when necessary</td>
</tr>
<tr>
<td></td>
<td>○ Transparent and effective availability of various planning information to ensure convenient public access</td>
</tr>
</tbody>
</table>

**Strategic planning**

**Strategic spatial planning**
(Albrechts, 2004; Gedikli, 2004; UN-Habitat, 2016; Gradinaru et al., 2017)

**Regional strategic planning**
(Adams & Harris, 2005; Vasilevska, 2009)

**Sustainable strategic planning**
(Cherp, 2004; NSW division of local government, 2013; UN-Habitat, 2015)
### APPENDIX IV

**LIST OF INTERVIEWEE**

<table>
<thead>
<tr>
<th>Interviewee</th>
<th>Identity</th>
<th>Interview Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planning authority A</td>
<td>Representative from Strategic Planning Section, Planning Department, HKSAR Government</td>
<td>18 Mar 2020</td>
</tr>
<tr>
<td>Planning authority B</td>
<td>Former Director of Planning, Planning Department, HKSAR Government</td>
<td>25 Mar 2020</td>
</tr>
<tr>
<td>Planning authority C</td>
<td>Former Director of Planning, Planning Department, HKSAR Government</td>
<td>20 Mar 2020</td>
</tr>
<tr>
<td>Planning authority D</td>
<td>Former Assistant Director of Planning Department, Planning Department, HKSAR Government</td>
<td>30 Mar 2020</td>
</tr>
<tr>
<td>Public representative E</td>
<td>Associate Director, Institute of Future Cities</td>
<td>25 Mar 2020</td>
</tr>
<tr>
<td>Public representative F</td>
<td>Representative from Liber Research Community</td>
<td>15 Mar 2020</td>
</tr>
<tr>
<td>Public representative G</td>
<td>Representative from Citizen Task Force on Land Resources</td>
<td>27 Mar 2020</td>
</tr>
<tr>
<td>Public representative H</td>
<td>Representative from Save Lantau Alliance</td>
<td>27 Mar 2020</td>
</tr>
<tr>
<td>Professional I (Housing)</td>
<td>Representative from Department of Urban Planning and Design, The University of Hong Kong</td>
<td>20 Mar 2020</td>
</tr>
<tr>
<td>Professional J (Economy)</td>
<td>Representative from Department of Urban Planning and Design, The University of Hong Kong</td>
<td>24 Mar 2020</td>
</tr>
<tr>
<td>Professional K (Built environment)</td>
<td>Former member from LegCo Architectural, Surveying, Planning and Landscape functional constituency</td>
<td>18 Mar 2020</td>
</tr>
<tr>
<td>Professional L (Built environment)</td>
<td>Adjunct Associate Professor at Department of Urban Planning and Design, The University of Hong Kong</td>
<td>24 Mar 2020</td>
</tr>
<tr>
<td>Professional M (Environmental protection)</td>
<td>A Chartered Meteorologist</td>
<td>Written reply</td>
</tr>
<tr>
<td>Professional N (Environmental protection)</td>
<td>Former Head of Conservation, WWF</td>
<td>27 Mar 2020</td>
</tr>
<tr>
<td>Professional O (Transport)</td>
<td>Representative from MTR Corporation Limited</td>
<td>14 Mar 2020</td>
</tr>
</tbody>
</table>
## APPENDIX V INTERVIEW SUMMARY

### (A) Urban Governance

<table>
<thead>
<tr>
<th>Comments</th>
<th>Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>(A1) Institutional collaboration</strong>&lt;br&gt;&lt;em&gt;Lack of synchronised practices across departments&lt;/em&gt;</td>
<td></td>
</tr>
</tbody>
</table>
| Planning authority A:  
• Conflict usually occurred in the vision and timeframe of the strategic planning  
• The PlanD usually has a longer timeframe than other departments |  |
| Planning authority B:  
• There is no existing committee for monitoring and reviewing the collaboration relationship between departments, but there are different committees to follow up with different inter-departmental recommendations and projects |  |
| Planning authority C:  
• It is difficult to ask other departments to pause, as all departments are preparing their own strategic plans in other fields  
• Strategic plans cannot change plans which are previously promulgated, it can only incorporate the completed items in the new strategic plans and absorb recommendations |  |
| Professional I:  
• Plan D/ planners usually have a long term view/plan while other departments don’t have, difficult to find information if other departments don’t have strong vision |  |
| Professional O:  
• There is a lack of upper-level bureau to coordinate separated duties across governmental departments |  |
|  | ● PlanD could leave a window of opportunity for the amendment initiated by the other departments for incorporations in the future  
● Setting up of a higher level task force coordinating the cross-departmental practices and policies  
● Authorizing the strategic plans to be an overarching plan that guides the other departmental plans |  |
| **Lack of consolidation across departments** |  |
| Planning authority C:  
• Departments need to maintain very close relations, liaisons with other parties, share information, interaction and mutual influence to ensure there is no contradictions |  |
| Public representative F:  
• Current planning procedure is too compartmentalised without enough collaboration between different institutions  
• Department/Bureau working scopes are fixed and separated, always shift responsibility to others |  |
|  | ● Cross-departmental platform should proactively engage departments’ input to strategic planning in the long term |
(A2) Community participation

Inadequate community participation throughout the plan-making process

Planning authority A:
- The stakeholder coverage of HK2030+ is larger than the previous plans. Both territorial wide or site specific stakeholders are included in the PE. During the period of PE, 18,000 residents are consulted and more than 200 seminars are held to collect opinions.
- Town planners always faced a dilemma between PE and planning that the planned area usually will not be used by people who are living in the potential development sites and thus the resistance force would be evitable.

Planning authority B:
- Hong Kong strategic planning has been heavily criticised by the community that they should be involved earlier.
- For HK2030, it was also being criticised at the early stage regarding its envisioning and objectives, so there was a preliminary proposal that needed for consultation. Continuous improvement on the consultation or participation process had been made.

Public representative F:
- Strategic plans are non-statutory and not bounded by regulation, not sure how much opinions are incorporated in the plans at last, even there is series of PE activities.

Public representative G:
- PE is not the problem of quality and quantity but the problem of the administrative-led town planning system which disapproved the public to involve in the decision-making process.
- Planning decisions are not going to change based on the public opinions from PE exercises. It is a form of political driven activities.

Public representative H:
- Open dialogue is more preferable than a closed one which the government usually adopts, hence the public is always not involved in many important discussions.
- Public consultation becomes business-as-usual in later stages. Current consultation is only a channel for the government to present their ideas to the public. For street counters, participants are less except those have relationships with the government, so more people agree than disagree.

Professional K:
- PlanD did ask for public ideas, just informing the public after drawing up the detailed plan only.

Professional L:
- Transparency is an important factor to be considered when conducting public consultation.
(A3) Executive capacity

**Ambiguous role of PlanD and strategic spatial plans**

**Planning authority B:**
- The strategic planning in Hong Kong is headed by only one bureau and one department, which the single bureau cannot lead other bureaus.

**Planning authority C:**
- In general, the policies proposed by the taskforce being set up under the bureau is more effectively launched than that of a department. Higher ranking body has more access to resources and has higher decision making and amendment power.

**Professional K:**
- PlanD has a very low position in the government, others departments or bureaus always initiate the programs and PlanD becomes a technical department for execution, cannot lead a visionary plan by alone

**Professional N:**
- The departmental plans are a bit different, and will result in conflicts if the government must decide which plan is leading. 2030+ should be more overarching, so we will expect it to cover more smaller parts.
- Strategic plan should be a high level plan, with more detailed plans below, so the overall collaboration could be better.

(B) Urban Policies

<table>
<thead>
<tr>
<th>Comments</th>
<th>Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>(B1) Adequacy of methods</strong></td>
<td></td>
</tr>
<tr>
<td><em>Over-reliance on quantitative methods</em></td>
<td></td>
</tr>
<tr>
<td><strong>Planning authority B:</strong></td>
<td></td>
</tr>
</tbody>
</table>
| - There is no single methodology for planning
| - Have qualitative assessment for studying specific topics, such as the strategic environmental assessment as required by EPD                   |
| **Public representative E:** |                                                      |
| - Quantitative analysis is only about numbers to show the existing policies and help understand spatial demand
| - Strategic planning should start with value issues that are not quantifiable as just numbers                          |
| **Public representative G:** |                                                      |
| - Current town planners usually focus on the technical and functional problem, and hence the relationship as well as the in-dept justifications behind the problems are not considered |

- Involving planners at the implementation stage
- Authorizing the strategic plans to be an overarching plan that guides the other departmental plans

- More qualitative assessment is complementary in studying specific topics
- More strategic environmental assessment should be provided other than just project-based EIA
Professional N:
- Most of the project is approved under EIA which can only provide some compensation and mitigation regardless of an in-depth discussion on their quality

**Unreliability of planning methods used in baseline projections**

Planning authority B:
- Problem of land shortage exists regardless of the scenario setting method. No obvious difference between single or reference scenarios especially for short-term predictions and measures

Professional I:
- Flexibility on the scenario is more important than the selection of scenario and approach

Professional K:
- Some methods used are wrong with wrong assumptions and wrong check and balance
- Single-scenario is not resilient as it could not cope with the uncertainties of socio-economic changes

Professional O:
- Prediction models made by transport provider in terms of the transport pattern, trip generation and distribution might be more comprehensive than PlanD who has limited availability of up-to-date information

- Provide different long-term scenario to enhance flexibility
- Technical assessments by professionals from third-parties
- More adaptive management or flexibility mechanisms could be incorporated to improve the plan and review the plan regularly

(B2) **Multi-stakeholder partnership**

**Inadequate and asymmetric involvement at different stages**

Planning authority C:
- For outsiders and non-civil servants in the expert advisory group, their opinions are being taken into account seriously. For steering committee, their inputs are generally accepted by all other departments

Public representative F:
- The formation of advisory panel has very low transparency, all CE appointed, elitism and have bias in stance

Public representative G:
- The HKSAR government would consider appointing those scholars who are well-known and representative in the related sectors as advisory panels, but seldom consider their opposition views

Public representative H:
- The role of advocacy groups is much different from expectation as they are not involved in consultation process

Professional I:
- PlanD makes proposal and then lets the panel discuss, they would amend according to their comment, feel that department is

- Invite think tanks to continue more studies for the government to consider different ideas and proposals
- Assign professional to solve the query from public to facilitate the discussion
- Involve representatives from various sectors at different stages of planning
- Consultation committee can be
Criteria of selecting the advisory panel includes experts covering the key types of urban professional, leaders in their own field with very strong academic or economic background, and experienced professionals that have served governmental departments.

**Professional K:**
- The advisory panel is supposed to be facilitator between the HKSAR government and the general public but somehow the planning authority regard it as a tool to legitimise government decision.

**Professional N:**
- Some departments are more proactive than the others, which they did listen to the green advocacy groups’ opinions, such as the Drainage Service Department, but some departments are less proactive.
- Stakeholders can feel that they can make an impact on the discussion although the collaboration still have rooms for improvement.

**Professional O:**
- There is not enough consideration of different stakeholders to be involved in the planning stage.
- Stakeholders are invited for proposal submission after the promulgation of strategic plan.
- Such practice may hinder the implementation process of the strategic plan as stakeholders may not able to execute the plan base on their financial consideration.

**Comprehensiveness of strategies**

**Incomprehensive coverage of strategies**

**Planning authority A:**
- Major improvement for HK2030+ is to include environmental capacity that would be considered in development project.

**Planning authority C:**
- PlanD has little considerations on cross-boundary environmental and conservation cooperation as the negotiation would be done by the EPD, but it has close liaison relationship with Shenzhen Planning Department for general issues regarding regional development.

**Public representative H:**
- Urban policies addressed in the strategic plans are not comprehensive enough that it has not taken full considerations of the expected decline in population after 2043 and some of the...

**Adopt more proactive approach to take considerations of the environmental sustainability and climate change into future strategies**
- Future development projects should shift from conventional engineer-led to a more comprehensive approach.
non-economic and financial factors into the demand-supply land development modelling

**Professional J:**
- Have made progress in covering wider sustainable and regional development policies

**Professional N:**
- Existing strategies are more reactive to the economic conditions and population

<table>
<thead>
<tr>
<th>Inharmonious balance of strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Planning authority B:</strong></td>
</tr>
<tr>
<td>- Land development should not be stopped with references to past experience</td>
</tr>
<tr>
<td>- Strategic planning in Hong Kong should take considerations of the opportunities and challenges by regional development and collaboration</td>
</tr>
<tr>
<td><strong>Public representative E:</strong></td>
</tr>
<tr>
<td>- Many of the infrastructure projects are path-dependent that some of the new and important values, such as liveability, sustainability and ecological conservation, are not widely considered</td>
</tr>
<tr>
<td><strong>Professional H:</strong></td>
</tr>
<tr>
<td>- The economic aspect of sustainability is always misused as justification for development while the other aspects concerning the local community economy and ecological conservation are understated</td>
</tr>
<tr>
<td><strong>Professional K:</strong></td>
</tr>
<tr>
<td>- a city might be downgraded from globalisation level when over-regionalisation taken places to homogenise itself with surrounding regions</td>
</tr>
<tr>
<td><strong>Professional J:</strong></td>
</tr>
<tr>
<td>- The most important ability of a city is whether it can reinvent and transform itself within the internal and external challenge</td>
</tr>
<tr>
<td>- Development of the GBA could be a new opportunity and also a new challenge to Hong Kong especially concerning changes in the local employment market and the human resource capacity for industrialisation 4.0.</td>
</tr>
</tbody>
</table>

- More dialogue between the government and the environmentalists to discuss for long-term environmental sustainability
- More specialists (e.g. engineer) should be involved in the regional collaboration to facilitate the making of a more comprehensive plans

- Many megaprojects (e.g. NDAs) should be more compatible with broader objectives like liveability, and should wisely consider ecological conservation issues
- Should open up more alternatives for discussions
- Avoid over-regionalisation by maintaining the uniqueness of Hong Kong as a globalised world city
- As “Asia’s World City”, Hong Kong should focus more on the advantages in connecting with the international market rather than region
### (C) Urban Planning and Design

#### Comments

<table>
<thead>
<tr>
<th>(C1) Responsiveness of review mechanism</th>
<th>Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Limited review and insufficient time for strategic plans to progressively achieve the vision</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Planning authority A:</strong></td>
<td></td>
</tr>
<tr>
<td>● The implementation of the strategic plan would always overlap with the update and preparation of the next strategic plan. During the implementation phase, the latest socio-economic circumstance would be considered and hence it is hard to require the PlanD to strictly follow the plan which was prepared several years ago.</td>
<td></td>
</tr>
<tr>
<td><strong>Professionals K:</strong></td>
<td></td>
</tr>
<tr>
<td>● HK2030+ just have 2-3 consultancy reports which are not based on scientific research, and did not have comprehensive analysis of previous strategic plans</td>
<td></td>
</tr>
</tbody>
</table>

#### (C2) Coordination with local plans

<table>
<thead>
<tr>
<th><strong>No regular time frame or mechanism to translate strategic plans into local actions</strong></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Planning authority A:</strong></td>
<td></td>
</tr>
<tr>
<td>● No specification on the actual time frame somehow is a marketing issue.</td>
<td></td>
</tr>
<tr>
<td>● Planning in Hong Kong does not have regular implementation mechanisms.</td>
<td></td>
</tr>
<tr>
<td><strong>Planning authority B:</strong></td>
<td></td>
</tr>
<tr>
<td>● Strategic planning in Hong Kong is not under the Town Planning Board that it is only an administrative process without legal requirement on the timeframe, so the strategic plans are difficult to transfer previous visions.</td>
<td></td>
</tr>
<tr>
<td>● Due to dynamic planning context and fast-turning technological advancement, it is difficult to make a long-term plan.</td>
<td></td>
</tr>
<tr>
<td><strong>Planning authority C:</strong></td>
<td></td>
</tr>
<tr>
<td>● In Hong Kong, strategic plans are prepared by one bureau and are endorsed by the CE council. In the past 10 years, the execution capability is diminishing such that the government is less capable to implement the plan.</td>
<td></td>
</tr>
<tr>
<td><strong>Professional O:</strong></td>
<td></td>
</tr>
<tr>
<td>● There is a time gap (2 years) between promulgation of a strategic plan and the invitation for proposal in the implementation stage, so those planned projects are difficult to be completed within the proposed time frame. The reasons behind can be attributed to the uncertainties of the changing political environment.</td>
<td></td>
</tr>
</tbody>
</table>
(C3) Information diffusion

**Insufficient effort to bridge knowledge gap between government and public**

**Planning authority A:**
- Knowledge sharing seminars and guided visits would not be suitable for the general public since professional knowledge and terms would be too difficult for laymen.

**Planning authority B:**
- To address the knowledge gap between the general public and planners, there were various types of PE activities, including drawing competition in primary schools, student essay-writing in secondary schools, town hall meetings in the LegCo, exhibition etc.

**Planning authority C:**
- Multiple PE methods, including talks, exhibitions etc. Questionnaires, although are more time-consuming and difficult to understand, helps to encourage deep thinking among the public. It is more effective than obtaining views from public objection letters.

**Public representative E:**
- The plans kept on changing that the public so hard to follow. The public would think every plan is a new plan, thus creating misunderstanding.

**Public representative H:**
- The definition for “high” and “low” ecological values are unclear and not standardised.
- The current strategic planning has simplified the complexity of issues (e.g. land supply) by using numbers. Some of the statistics might have a pre-set outcome to justify the government’s stand on development and reclamation, which the public may be misled from the simplified numbers and information.

- Include review of previous strategic plan to facilitate public understanding of the new plan.
## APPENDIX VI  STRATEGIC PLANNING IN HONG KONG

<table>
<thead>
<tr>
<th>Types of Strategic Plan</th>
<th>Land Use Planning</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hong Kong Strategic Plan</td>
<td>Hong Kong Preliminary Planning Report (1948)</td>
</tr>
<tr>
<td><strong>Historical Context</strong></td>
<td><strong>Global</strong></td>
</tr>
<tr>
<td></td>
<td>• End of World War II (1945)</td>
</tr>
<tr>
<td></td>
<td><strong>Regional</strong></td>
</tr>
<tr>
<td></td>
<td>• Chinese Civil War (1927-1949)</td>
</tr>
<tr>
<td></td>
<td>• Proclamation of the People's Republic of China (1949)</td>
</tr>
<tr>
<td></td>
<td><strong>Local</strong></td>
</tr>
<tr>
<td></td>
<td>• Massive influxes of migrants</td>
</tr>
<tr>
<td></td>
<td>• Britain regain the right of Hong Kong governance</td>
</tr>
<tr>
<td><strong>Planning intention</strong></td>
<td>• Respond to the internal needs (post-war rebuilding &amp; growing population)</td>
</tr>
<tr>
<td></td>
<td>• Show respect to the Chinese, the colonial government focused on solving livelihood issues in various ways</td>
</tr>
<tr>
<td></td>
<td>• Determination of the British to treat Hong Kong as their bridgehead in the Asia-Pacific region</td>
</tr>
<tr>
<td></td>
<td>• Established satellite towns in Kowloon and the New Territories for housing with the provision community facilities</td>
</tr>
<tr>
<td><strong>Plan Focus</strong></td>
<td>• Proposed development at Ho Man Tin, Kau Lung Tsai East, Kowloon Tong West, Castle Peak Road Area, Kwun Tong Reclamation, Hung Hom Reclamation</td>
</tr>
<tr>
<td></td>
<td>• Cross-harbour tunnel, underground railway reclamation were proposed</td>
</tr>
<tr>
<td><strong>Evolution</strong></td>
<td>• First strategic planning in town planning history</td>
</tr>
</tbody>
</table>
### Types of Strategic Plan

<table>
<thead>
<tr>
<th>Hong Kong Strategic Plan</th>
<th>Organisational Planning</th>
<th>Strategic Spatial Planning</th>
</tr>
</thead>
</table>

#### Historical Context
- **Global**
  - Sino-British Negotiation (1980s)
- **Regional**
  - Chinese Economic Reform and Open Door Policy (Since 1978)
  - Economic cooperation with the Mainland (Since 1980s)
- **Local**
  - Deindustrialization and economic restructuring (Since 1980s)
  - Political uncertainty and return to China

#### Planning Intention
- **Global**
  - Hong Kong’s participation in WTO (1995)
  - UN’s report Our Common Future on sustainable development
- **Regional**
  - Deindustrialization and economic restructuring since 1980s
- **Local**
  - Get prepared for the connection with Southern China after the return to China
  - Hong Kong fiscal reserves decreases (Port and Airport development strategy)

#### Plan Focus
- **Global**
  - Enable Hong Kong to grow as a regional and international “City of Vision” for business, finance, information, tourism, entrepot activities and manufacturing activities
  - Establish a broad, long-term land use-transport-environment planning framework to fulfil the various needs of the community
- **Regional**
  - Develop a land use-transport-environmental framework. For example reclamation at Tseung Kwan O, Tai Po, Siu Lam and Lau Fau Shan along with new strategic transport links
  - Take the development trend of Guangdong and PRD into account
- **Local**
  - Infrastructure-based land use-transport planning
  - Land development in satisfying economic needs instead of social needs
  - Create job opportunities and attracting talented professionals by means of infrastructure projects
  - The connection to the rapid development in Shenzhen firstly appeared

#### Evolution
- **Global**
  - Stronger emphasis on the environmental attributes by developing a land use-transport-environmental framework, a study on Hong Kong sustainable development is recommended
  - Consider wider regional Context, the development trends of Guangdong and PRD are taken into account
  - Relatively passive on Cross-Boundary Transport Links, “response plan” approach
### Types of Strategic Plan

<table>
<thead>
<tr>
<th>Hong Kong Strategic Plan</th>
<th>HK2030 (2007)</th>
<th>HK2030+ (2016)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Historical Context</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Widespread use of information technology</td>
<td>One Belt One Road Initiative</td>
</tr>
<tr>
<td>Regional</td>
<td>Pan-PRD was proposed (2003)</td>
<td>Trade War</td>
</tr>
<tr>
<td></td>
<td>Spreading disease of SARS (2003)</td>
<td>Land Shortage</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Aging Problems and decreasing labour force</td>
</tr>
<tr>
<td><strong>Planning intention</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Strengthen Hong Kong’s position as “Asia’s World City”</td>
<td>Become a liveable, competitive and sustainable “Asia’s World City”</td>
</tr>
<tr>
<td></td>
<td>Balance social, economic and environmental needs to achieve better quality of life for present and future generations</td>
<td>Champion sustainable development with a view to meeting our present and future social, environmental and economic needs and aspirations</td>
</tr>
<tr>
<td><strong>Plan Focus</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Develop NDAs to meet housing and community needs with environmentally friendly transportation</td>
<td>Create space and supporting infrastructure and human capital while enhancing the environmental capacity for sustainable growth in Hong Kong</td>
</tr>
<tr>
<td></td>
<td>Give priority to cultural conservation, environmental protection, and the socio-economic integration with the Mainland</td>
<td>Give priority to the cooperation with GBA through the ELM, Hung Shui Kiu and NTN development</td>
</tr>
<tr>
<td></td>
<td>Review on Hong Kong’s position in PRD and Asia</td>
<td></td>
</tr>
<tr>
<td><strong>Evolution</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>More visionary approach in shaping the future while solving internal problems</td>
<td>Allow even broader visions in town planning, focus on creating capacity to combat with upcoming challenges</td>
</tr>
<tr>
<td></td>
<td>Provide more attention to the analysis of data and feasibility studies</td>
<td>Measures tend to align with both Hong Kong’s targets and China’s development goals and to create synergy effect</td>
</tr>
<tr>
<td></td>
<td>Formulation of reference scenarios and options for different time frames</td>
<td>Higher priority to the regional cooperation, framework agreement on deepening Guangdong-Hong Kong-Macao Cooperation in the GBA was signed afterward</td>
</tr>
<tr>
<td></td>
<td>Facilitate cooperation and strengthen the connectivity to the PRD region</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sustainable strategic planning to cater the opportunities from Mainland</td>
<td></td>
</tr>
</tbody>
</table>
## APPENDIX VII  LIST OF RECOMMENDATIONS AND ACTIONS

### Recommendation 1:  
Set up a working group for coordination between departments

<table>
<thead>
<tr>
<th>Action 1-1: Set up a cross-departmental working group for strategic planning matters</th>
<th>Details</th>
<th>Lead</th>
<th>Supporting</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>a</td>
<td>Set up a shared vision, targets and objectives at the early planning stage of planning</td>
<td>PlanD (Strategic Planning Section)</td>
<td>TD, LandsD, EPD, CEDD and more</td>
<td>Short</td>
</tr>
<tr>
<td>b</td>
<td>Organise thematic discussion groups to consolidate cross-departmental concerns on key issues</td>
<td>PlanD (Strategic Planning Section)</td>
<td>TD, LandsD, EPD, CEDD and more</td>
<td>Medium</td>
</tr>
<tr>
<td>c</td>
<td>Synchronise the planning and implementation schedules across departments in regular meetings</td>
<td>PlanD (Strategic Planning Section)</td>
<td>TD, LandsD, EPD, CEDD and more</td>
<td>Medium</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Action 1-2: Prepare implementation plans to identify the lead responsibilities</th>
<th>Details</th>
<th>Lead</th>
<th>Supporting</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>a</td>
<td>Identify the role of relevant departments in strategic planning implementation</td>
<td>PlanD (Strategic Planning Section)</td>
<td>TD, LandsD, EPD, CEDD and more</td>
<td>Medium</td>
</tr>
<tr>
<td>b</td>
<td>Publish implementation plan to the public and circulate among relevant departments</td>
<td>PlanD (Strategic Planning Section)</td>
<td>TD, LandsD, EPD, CEDD and more</td>
<td>Medium</td>
</tr>
</tbody>
</table>

### Recommendation 2:  
Widen the scope and variety of consultation exercise throughout the planning process

<table>
<thead>
<tr>
<th>Action 2-1: Organise consultation and PE with more stakeholders at earlier stages</th>
<th>Details</th>
<th>Lead</th>
<th>Supporting</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>a</td>
<td>Launch large scale consultation and PE before and during the formulation of the strategic spatial plan</td>
<td>PlanD (Strategic Planning Section)</td>
<td>N/A</td>
<td>Medium</td>
</tr>
<tr>
<td>b</td>
<td>Organise working groups to consult the sectoral representatives</td>
<td>PlanD (Strategic Planning Section)</td>
<td>Sectoral representatives (e.g. transport operators, NGO, advocacy group)</td>
<td>Medium</td>
</tr>
<tr>
<td>c</td>
<td>Publish PE booklets and consultation report at different stages of the consultation</td>
<td>PlanD (Strategic Planning Section)</td>
<td>N/A</td>
<td>Medium</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Action 2-2: Diversify the consultation format to broaden the scope of stakeholder involvement</th>
<th>Details</th>
<th>Lead</th>
<th>Supporting</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>a</td>
<td>Phase out the format of PE to collect different levels of depth of public comments</td>
<td>PlanD (Strategic Planning Section)</td>
<td>N/A</td>
<td>Short</td>
</tr>
<tr>
<td>b</td>
<td>Make use of ICT to extensively consult sectoral stakeholders and general public</td>
<td>PlanD (Strategic Planning Section)</td>
<td>PlanD (Information Technology Management Section)</td>
<td>Medium</td>
</tr>
</tbody>
</table>
### Action 2-3: Formulate a communication plan to bridge the knowledge gap between planning authority and various stakeholders

| a | Disseminate information by making use appropriate presentation formats for different target groups | PlanD (Strategic Planning Section) | N/A | Medium |
| b | Visualise future scenario in the public exhibition | PlanD (Strategic Planning Section) | PlanD (Information Technology Management Section) | Medium |

### Recommendation 3: Establish an all-in-one portal to facilitate the provision of more updated and accurate baseline data for strategic planning

<table>
<thead>
<tr>
<th>Details</th>
<th>Lead</th>
<th>Supporting</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Action 3-1:</strong> Optimise the cross-departmental data-sharing platform for synchronisation of database&lt;br&gt;a Review, update and store the data by individual departments in a single data-sharing platform&lt;br&gt;b Spatialise the open data to facilitate the planning process</td>
<td>Office of the Government Chief Information Officer (OGCIO)</td>
<td>PlanD and other HKSAR government departments</td>
<td>Medium</td>
</tr>
<tr>
<td><strong>Action 3-2:</strong> Invite private and intellectual institutions to share the planning related data in the portal&lt;br&gt;a Organise innovative idea sharing events for optimising the use of the portal for strategic planning solutions&lt;br&gt;b Initiate collaboration projects to share consolidated inputs from government, private and research institutes. Economic incentives can be provided for the private sectors to share their data</td>
<td>PlanD (Strategic Planning Section)</td>
<td>Major transport operators, universities, technology companies</td>
<td>Short</td>
</tr>
<tr>
<td><strong>Action 3-3:</strong> Provide more accessible platforms for data sharing to the public&lt;br&gt;a Develop a mobile app to facilitate the easy data sharing&lt;br&gt;b Develop a website for sharing strategic planning data</td>
<td>PlanD (Strategic Planning Section)</td>
<td>PlanD (Information Technology Management Section)</td>
<td>Medium</td>
</tr>
</tbody>
</table>
**Recommendation 4:**
Extend the international benchmarking and dimensions of sustainability contents

| Action 4-1: Set up a cross-departmental task force for sustainability issues in strategic planning |
|---------------------------------|-----------------|-----------------|-----------------|
| **Details**                     | **Lead**        | **Supporting**  | **Timeframe**   |
| a. Set up shared goals and benchmarking standard for monitoring the progress in sustainable agendas | PlanD (Strategic Planning Section) | EPD, AFCD, CEDD | Short |
| b. Explore opportunities for regional cooperation on cross-boundary environmental issues | Steering Committee for the development of GBA | EPD, PlanD (Strategic Planning Section) and other regional partners | Long |

| Action 4-2: Benchmark with the updated international standard for targeting and monitoring |
|---------------------------------|-----------------|-----------------|-----------------|
| **Details**                     | **Lead**        | **Supporting**  | **Timeframe**   |
| a. Transform more conceptual and qualitative sustainability goals into measurable targets | PlanD (Strategic Planning Section) | EPD | Short |
| b. Consistently update the SA guidelines and parameters every 10 years | PlanD (Strategic Planning Section) | EPD, AFCD, CEDD | Medium |

| Action 4-3: Introduce more strategies in addressing dimensions other than development capacity |
|---------------------------------|-----------------|-----------------|-----------------|
| **Details**                     | **Lead**        | **Supporting**  | **Timeframe**   |
| a. Encourage cultural development by conserving, restoring, and activating historic buildings with the help of relevant programmes | PlanD (Strategic Planning Section) | AMO, URA | Short |
| b. Attain social sustainability through qualitative consideration on people’s health and quality of living environment | PlanD (Strategic Planning Section) | LCSD, SWD, ASD | Short |
| c. Incorporate resilience concept into various development aspects | PlanD (Strategic Planning Section) | EPD, AFCD, CEDD | Short |
| d. Consider strengthening conservation capacity through legislative means | Country and Marine Parks Board | PlanD, AFCD | Long |

**Recommendation 5:**
Introduce a regular review mechanism with annual monitoring

| Action 5-1: Set out monitoring plan with annual measurable targets |
|---------------------------------|-----------------|-----------------|-----------------|
| **Details**                     | **Lead**        | **Supporting**  | **Timeframe**   |
| a. Outline reporting schedule and deliverables | PlanD (Strategic Planning Section) | N/A | Medium |
| b. Identify the lead and supporting parties in executing the actions | PlanD (Strategic Planning Section) | N/A | Medium |
### Action 5-2: Publish periodic reports with reference to the reporting schedules set in monitoring plan

<table>
<thead>
<tr>
<th></th>
<th>Details</th>
<th>Lead</th>
<th>Supporting</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>a</td>
<td>Report the findings to PlanD internally on an annual basis</td>
<td>PlanD (Strategic Planning Section)</td>
<td>N/A</td>
<td>Medium</td>
</tr>
<tr>
<td>b</td>
<td>Publish progress reports every 5 years to the public to enhance public understanding</td>
<td>PlanD (Strategic Planning Section)</td>
<td>N/A</td>
<td>Medium</td>
</tr>
</tbody>
</table>

### Action 5-3: Review the monitoring reports in the new strategic plan

<table>
<thead>
<tr>
<th></th>
<th>Details</th>
<th>Lead</th>
<th>Supporting</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>a</td>
<td>Outline the implementation of the previous strategic plans in accordance to KPIs</td>
<td>PlanD (Strategic Planning Section)</td>
<td>N/A</td>
<td>Long</td>
</tr>
<tr>
<td>b</td>
<td>Describe incomplete items with reasonings</td>
<td>PlanD (Strategic Planning Section)</td>
<td>N/A</td>
<td>Long</td>
</tr>
</tbody>
</table>

### Recommendation 6: Establish a new unit under in PlanD to coordinate translation of strategic plans and local plans with the provision of guideline

<table>
<thead>
<tr>
<th></th>
<th>Details</th>
<th>Lead</th>
<th>Supporting</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>a</td>
<td>List out the ways and requirements for local plan to achieve strategic planning priority</td>
<td>PlanD</td>
<td>N/A</td>
<td>Short</td>
</tr>
<tr>
<td>b</td>
<td>Update the progress of translation in the annual monitoring exercise in the review mechanism</td>
<td>PlanD</td>
<td>N/A</td>
<td>Medium</td>
</tr>
</tbody>
</table>

### Action 6-2: Set up a unit under Strategic Planning Section to coordinate the translation of plans

<table>
<thead>
<tr>
<th></th>
<th>Details</th>
<th>Lead</th>
<th>Supporting</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>a</td>
<td>Recruit planners and other relevant professionals such as engineers and surveyors in the new unit</td>
<td>PlanD (Strategic Planning Section)</td>
<td>CEDD, LandsD, EPD, TD and more</td>
<td>Long</td>
</tr>
<tr>
<td>b</td>
<td>Centralise the tendering and management of consultancy studies and Coordinate with DPO</td>
<td>PlanD (New Plans Translation Unit)</td>
<td>PlanD (District Planning Branch)</td>
<td>Long</td>
</tr>
</tbody>
</table>