

From Urban Planning to Community Building

ExCEL3 HKU Workshop

25 Sept 2012

Dr. Andrew Chan

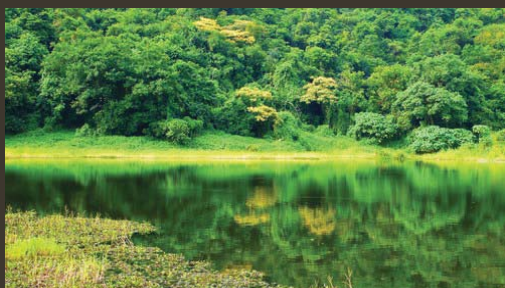


Topics

- Introduction
- Plan-making process according to Town Planning Ordinance
- Role of NGOs
- Examples of NGO contributions
- Effects on community building



This is what we have now in the NENT



This is what we have now in NENT



新界東北規劃位置及內容



新發展區	古洞北	粉嶺北	坪輦/打鼓嶺	總計
發展主題	多元化發展中心	河畔市鎮	優質產業區	—
新市鎮面積(公頃)	450	166	171	787
地積比率(倍)	2至5	2至5	0.75至2.5	—
建築物高度(層)	35	35	10	—
新建住宅單位(伙)	28,700	18,600	6,500	53,800
公私營房屋比例	55 : 45	39 : 61	0 : 100	43 : 57
新增人口	81,900	52,100	17,600	151,600
新增職位	35,400	6,000	10,700	52,100

Public Perception - “Concrete Plans”



新界東北400億收地 模式或變

政府擬推出的拆彈方案

<p>團體：發展商</p> <p>訴求：平衡公私營住宅比例；公私營合作模式發展，讓發展商自行開發已徵收的土地</p> <p>港府拆彈：發展模式有討論空間，不排除公私營合作的可能性</p>	<p>團體：村民</p> <p>訴求：原區安置，維持原有的生活模式</p> <p>港府拆彈：增加公營單位比例由43%增加至逾50%；向受影響的居民，包括非原居民提供特惠賠償</p>
<p>團體：環保團體</p> <p>訴求：98公頃農地會受到破壞，要求重新規劃或撤回</p> <p>港府拆彈：預留約90公頃「農業」地帶，繼續現行的農業活動</p>	<p>團體：反對香港被規劃行動組</p> <p>訴求：反對方案涉及深港融合，撤回現有方案，重新規劃諮詢</p> <p>港府拆彈：研究增加被指「邊境特區」的坪輦/打鼓嶺的發展密度</p>

政府擬推出的拆彈方案



團體：發展商

訴求：平衡公私營住宅比例；公私營合作模式發展，讓發展商自行開發已徵收的土地

港府拆彈：發展模式有討論空間，不排除公私營合作的可能性



團體：村民

訴求：原區安置，維持原有的生活模式

港府拆彈：增加公營單位比例由43%增加至逾50%；向受影響的居民，包括非原居民提供特惠賠償



團體：環保團體

訴求：98公頃農地會受到破壞，要求重新規劃或撤回

港府拆彈：預留約90公頃「農業」地帶，繼續現行的農業活動



團體：反對香港被規劃行動組

訴求：反對方案涉及深港融合，撤回現有方案，重新規劃諮詢

港府拆彈：研究增加被指「邊境特區」的坪輦/打鼓嶺的發展密度

新界東北發展與菜園村收地比較

項目	新界東北發展區	菜園村
收地時間	未有時間表	2010年10月
政府主要收地位置	古洞北、粉嶺北及坪輦、打鼓嶺新發展區共約787公頃	石崗一帶約27公頃(菜園村佔17公頃)
收回土地主要用途	住宅(公營房屋佔逾50%)、商業及休憩建設	興建廣深港高鐵(香港段)，包括高鐵緊急救援站及列車停放處
受影響村民數量	約1,700戶，共約1萬人	約150戶，約450人
政府賠償方案	商討中，最新公布是收地賠償與菜園村相若，可能更好，政府已預留400多億元作賠償用途	可免入息審查申請公屋及有特惠金賠償、可申請復耕，涉及約2.5億元

Insufficient consultation

- 新界東北居民質疑諮詢不足
- 有粉嶺坪輦村的居民指，近日才知道發展計畫，質疑諮詢不足。
- 規劃署表示，計劃已研究了十多年，諮詢文件亦發送至各村的鄉事委員會。
- 有北區區議員認為，部分村民的確不了解計畫，建議發展局在諮詢期完結前落村聽意見，亦有區議員認為，要延長諮詢期。

Source: NOW.Com

Public will have more opportunities to express their views once statutory planning procedures start working.

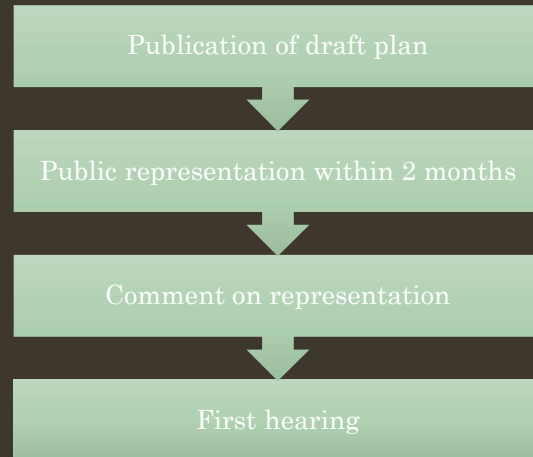


Would you take his advice?

Let's see how public views will be treated in the
statutory plan-making process

Plan-making Process

- all new plans, amendments to approved plans or amendments to draft plans will be exhibited for two months for public inspection;
- any person may make representations (either supportive or adverse) to the Board within the two-month period;
- the Board shall publish the representations for three weeks for public comments and make available all representations for public inspection;
- any person may make comments (either supportive or adverse) on the representations within the three-week period;
- the Board will hold a meeting to consider the representations and comments. The persons who have submitted representations or comments may attend the meeting and be heard by the Board;



Plan-making Process

- after the hearing, the Board will decide whether to propose amendments to the draft plan to meet the representations. If the Board decides to propose amendments, such proposed amendments will be published again for three weeks for further representations
- any person, other than the original 'representer' or 'commenter' may submit further representations (either supportive or adverse) to the Board within the three-week period
- if adverse further representations are received, the Board will hold another meeting to consider all the further representations, at which meeting the original 'representer' or 'commenter' and the 'further representer' may attend and be heard by the Board
- after the further hearing, the Board will decide whether to make amendments to the draft plan
- upon completion of the representation consideration process, the Board is required to submit the draft plan incorporating the amendments together with the representations, comments and further representations to the Chief Executive in Council for approval within nine months of the expiry of the plan exhibition period (or within a further six-month period as may be extended by the Chief Executive)



Any problem with this process?
What is your experience with this process?
Is it an effective way for the public to express their
views on plans?

My views

- Little chance to get objection upheld by the Town Planning Board.
- The present system has been criticised as unfair in the hearing of objections is conducted by the same body (i.e. the Town Planning Board) which prepares the plans.
- It might be said that the Town Planning Board is judging its own cause.
- It is contrary to the principle of the right to a fair hearing.

View of a social activist

Chan King Fai –

- an activist who has been working side by side with Chu Hoi Dick for Local Action since 2004.
- His inspiration for becoming a protestor came from:
 - the July 1 demonstration in 2003
 - the Lee Tung Street incident.
- It was these events that made him realize people need to come out and protest for social justice, and be proactive about making change.
- “It’s no use if you try to engage a reasonable conversation with the Urban Renewal Authority or the government,” he says. “They will just ignore you if you try to arrange a meeting with them in the conventional way.”

Why should NGOs be concerned
about Urban Planning?

What is urban planning?

“Town-planning—the art of laying out towns with due care for the health and comfort of inhabitants, for industrial and commercial efficiency, and for reasonable beauty of buildings—is an art of intermittent activity... And secondly, the builders of these towns must have wit enough to care for the well-being of common men and the due arrangement of ordinary dwellings.”

(Haverfield, F. (1913) *Ancient Town-Planning*. Oxford: The Clarendon Press.)

What is urban planning?

Planning, also called urban planning or city and regional planning, is a dynamic profession that works to improve the welfare of people and their communities by creating more convenient, equitable, healthful, efficient, and attractive places for present and future generations.
(American Planning Association)

What is urban planning?

Town Planning Ordinance

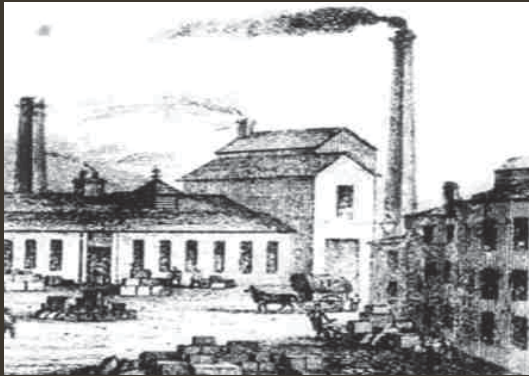
Long title: “To promote the health, safety, convenience and general welfare of the community...”

How does urban planning help improve people's lives?

Origins of urban planning –

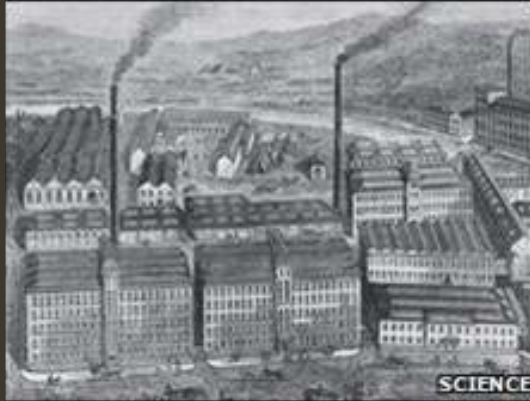
- Industrial Revolution
- public health and safety

Industrial Revolution



Industrial Revolution





Industrial Revolution

Workers' housing right next to polluting factories



Great Ancoats St.

Friedrich Engels, co-author of the Communist Manifesto with Karl Marx, investigated the social effects of the Industrial Revolution, focusing on two kinds of street. The first was where the workers and urban poor lived and the second was the thoroughfare, bringing middle-class commuters into the town centre, bypassing and shielding from view the poverty that lay around them.

Great Ancoats Street was the first kind of street. In his famous book, published in 1845, 'The Condition of the Working Class in England', Engels lamented the 'vast number of ruinous houses' on Great Ancoats Street, which housed those who worked in 'the largest mills of Manchester'.

'Cottonopolis' as Manchester became known, was the 'shock city' of the Industrial Revolution, particularly for the workers who suffered its alienating effects.



Vast mills tower above the workers' houses

The vast mill complex was completed in 1806 by George and Adam Murray. Each day over a thousand men, women and children arrived before 7.00 am to work in Murray's Mills, Union Street. Late arrivals were locked out, and lost a day's wages.

The mills comprised two steam-powered cotton-spinning mills and they continued to spin cotton until the late 1950s.

This what happened to Manchester in Industrial Revolution



Industrial Revolution – urban planning

- Industrial Revolution - worries about the proximity of people living next to others and spreading disease.
- Public health authorities started to bring in standards about how buildings should be separated from each other, how there was a need to introduce open space.
- Planned small settlements began to emerge.
- Those are the roots of where planning comes from.

England introduced new law for planning purposes

- Housing and Town Planning Act 1909
- Housing and Town Planning Act 1919
- Town Planning Act 1925
- Town and Country Planning Act 1932

Hong Kong followed suit

- Town Planning Ordinance enacted in 1939
- Modelled on the English planning legislation
- Long title: “To promote the health, safety, convenience and general welfare of the community...”

Planning for the general welfare of the community?

Let's take a look at Tin Shui Wai.

Tin Shui Wai market to be built



Tin Shui Wai market to be built

- *September 01, 2012*
- An open, district bazaar will be established in Tin Shui Wai to provide 200 stalls.
- Speaking to the media after inspecting the site, Chief Secretary Carrie Lam said Tin Shui Wai residents and District Council members have complained there is a lack of shops in the district, and their shopping choices are limited.
- The Government is allocating \$10 million to build the market, and some stalls will open by the Lunar New Year, Mrs Lam said.
- The Tung Wah Group of Hospitals will encourage social enterprises to run the businesses there.

Do we have a role to play?

Who saved this building?



Source of information - Wikipedia

NGO saved Kin Yin Lei

- property offered for sale in early 2004
- new buyer might demolish the building and build a new one on the site
- no action taken by the Government to preserve the building

NGO saved Kin Yin Lei

- The Conservancy Association wrote to the Secretary for Home Affairs in April 2004 requesting him to consider declaring the mansion a monument under the Antiquities and Monuments Ordinance.
- The Association also organised a "Save King Yin Lei Campaign" in June and generated public discussion.
- The owner then announced that he would not sell the building for a while.

NGO saved Kin Yin Lei

- The Government did not take any action to preserve the building, arguing that it was private property and had not utilised its allocated land mass to the fullest.
- If the government was to declare it a historic building, it would have to pay a large amount of compensation to the owner.
- The owner wrote to the government on the preservation of the site but received no reply.

NGO saved Kin Yin Lei

- On 11 September 2007, dump trucks were spotted at the site.
- Parts of the roof were removed.
- All three Chinese characters on a front gate plaque were dismantled by workers.
- The Conservancy Association expressed disappointment that the Government had not attempted to preserve the building.
- The demolition was reported in the Hong Kong media and public pressure built up.
- The Government then declared the building a proposed monument and ordered that the demolition works be stopped.

NGO saved Kin Yin Lei

- On 25 January 2008, the Government reached an understanding with the owner on a possible preservation option for the building.
- Under the agreement, the owner will surrender the whole site of King Yin Lei to the Government.
- The government would grant to the owner an adjacent man-made slope site of a size similar to King Yin Lei for residential development.

Yes, NGOs do have a role.

NGO and Lee Tung Street Redevelopment



NGO and Lee Tung Street Redevelopment



NGO and Lee Tung Street Redevelopment

- H15 Concern Group
 - Owners (?)
 - Residents
 - Operators
 - Volunteers – architects, planners, social workers



Jonathan's Photo Gallery, Feb 2006, Hong Kong

H15 Concern Group

Owners (?)
Residents
Operators
Volunteers –
architects, planners,
social workers...

NGO and Lee Tung Street Redevelopment

The H15 Concern Group demanded:

- preserving social network and local economy
- community participation in planning
- “real” compensation according to the 7-year rule
- “flat-for-flat” and “shop-for-shop” arrangement
- preservation of the Lee Tung Street

NGO and Lee Tung Street Redevelopment

The H15 Concern Group submitted a Section 16 application to the Town Planning Board :

- to keep the shop-houses (“Tong Lau”) in the central part of Lee Tung Street
- to pedestrianise Lee Tung Street
- to emphasise people-oriented element
- to preserve the historical characteristics of Lee Tung Street
- to transform the “printing area” into a tourist spot

NGO and Lee Tung Street Redevelopment

- The application was rejected by the Town Planning Board.
- The Board agreed to:
 - adopt the “people-centred” approach
 - preserve the streetscape and local character of Lee Tung Street
 - provide linked open spaces

NGO and Lee Tung Street Redevelopment



Lee Tung Street – Effects on Community Building

New form of social movement emerged?

- Chu Hoi Dick –
 - one of the major forces behind the Anti-XRL Group
 - has been involved in past battles to preserve the Star Ferry Pier, the Queen's Pier, and Lee Tung Street
- Chan King Fai –
 - another prominent activist who has been working side by side with Chu Hoi Dick for Local Action since 2004.
 - His inspiration for becoming a protestor came from the July 1 demonstration in 2003 when 500,000 people marched for democracy, followed by the Wedding Card Street incident.
 - It was these events that made him realize people need to come out and protest for social justice, and be proactive about making change.
 - "It's no use if you try to engage a reasonable conversation with the Urban Renewal Authority or the government," he says. "They will just ignore you if you try to arrange a meeting with them in the conventional way."

Star Ferry Pier Clock Tower



"Anti-High Speed Rail Movement"



Choi Yuen Village

Choi Yuen Village before demolition

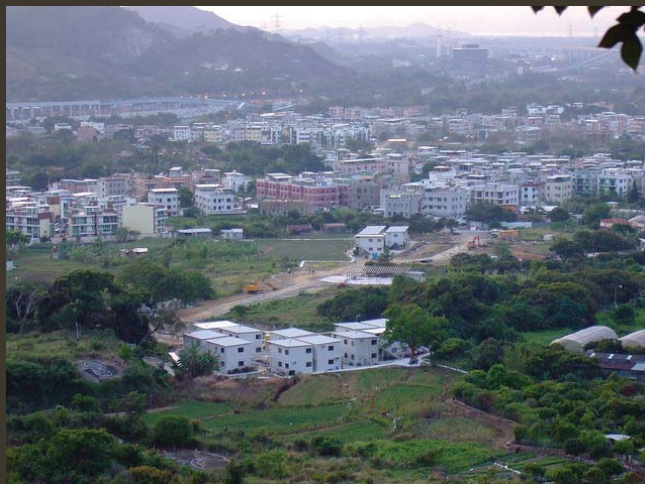


Fight for preservation



New Choi Yuen Village

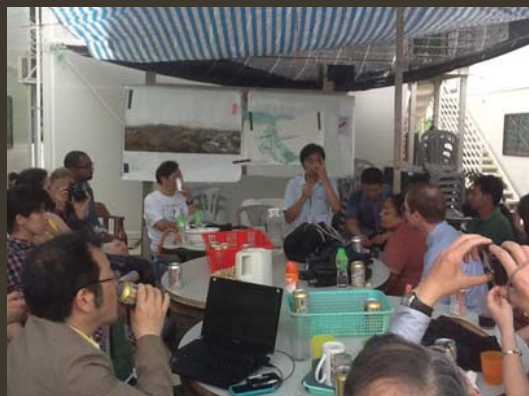
- 菜園新村臨時屋總共有十八幢，分北南兩區，北區有七幢十三個單位，南區有十一幢廿二個單位。港鐵為求村民盡快搬走，在村民於去年十二月買入的土地上日夜趕工，二十天左右就搭好臨時屋，要村民先入住，再慢慢處理日常生活的問題。村民自發地統籌各項工作，例如裝電器、裝電視天線、申請電話服務、轉郵遞地址等等；人之外，還要急忙地安置十數隻狗和貓，村民在新村的果樹林圍了一圈一圈鐵網，讓牠們暫時棲身。



New Choi Yuen Village

菜園新村臨時屋總共有十八幢，分北南兩區，北區有七幢十三個單位，南區有十一幢廿二個單位。

Learning



Sense of Community



Sense of Community



New Choi Yuen Village

- 遷到菜園新村臨時屋後，大家才明白了一個事實：舊的菜園村已一去不返，和菜園村空間一起成長的社群亦已瓦解了，剩下來的人，要帶着過去兩年半因共患難而生的互信，在新的空間重建新的生活社群。
- 這個新的空間跟菜園村很不一樣，之前是各家自成一閣的「散村形態」，臨時屋群則是「集村形態」，一出家門口就是公共空間。
- 村民之間的物理距離突然拉近，本來以為會生出很多矛盾，結果，大部分人都很喜歡，大家都很懂得利用公共空間，生出各種各樣新的關係和活動，為新社群提供了黏合成形的機會。
- 例如，臨時屋南區中間的空地，就成了一個多用途地帶，村民會在這裏開會、吃飯、聊天、小朋友會打羽毛球，長者也打算在早上搞早操班。本來一輩子也沒有聊過天的老村民，突然成了好朋友，並在生活上互相支援。
- 小孩子就更開心，原來很多家長都為小孩子另外準備住處，害怕臨時屋的環境太惡劣。沒想到現在小孩子都愛極了這個有山有水有由有天的地方。臨時屋因為彼此接近，家長也很放心。這些都是意料之外的得着。
- <http://ragingiron.wordpress.com/page/3/>

Building of Self Esteem and Joy of Creating



Effects on community building

- Enhancing sense of community
- Learning
- Building self esteem
- The joy of creating

"城規23條"，豈能容忍?!

何謂 "城規23條" ?

發展局局長林鄭月娥，絕對有官商勾結之嫌兼施政心狠手辣，比起2003年葉劉淑儀硬銷"23條"立法以強奪言論自由，有過之而無不及。林鄭既有市建局"收地尚方寶劍"，圍那區，那區便淪陷；現更欲強行通過"降低強拍門檻至80%"，容讓財團強搶民產；另任由地產商用巧取豪奪的手法在狹窄的地段，亂起屏風樓，還有沒規劃的基建項目，逼害周邊小業主。這比"23條"的影響更兇狠、更直接！

施政惡果，一起承受?!

政府如此不公義施政，嚴重地剝削小業主的居住權、資產擁有權及營商權。導致平民不能維持生計；被逼遷離市區；本土經濟、文化及社區網絡全被破壞！換來的是高價屏風樓林立；社區配套不能負荷；大財團壟斷市場；市民生活被壓榨；貧富懸殊加劇！

政府無章法，團結有辦法！

上述不單是業主的问题，更是全港市民的人權問題！當政府走向腐敗，人人都有權站出来說不，以維護社會公義，個人權益方能得到真正保障！我們一眾民間團體已團結起來，策劃了一連串行動向林鄭說不。現誠邀您加入我們的行列並在投訴大會表達意見，詳情請向朱小姐查詢（電話：9365 3447），或向您所熟悉的團體代表查詢。

首個行動安排如下：

主題："城規23條"投訴大會

對象：發邀請信給林鄭、有關官員及60位立法會議員出席大會，聽取各團體/苦主的

投訴與要求；同時邀請各大傳媒以社會議題作廣泛報道。

目的：過往都是由各團體各自提出訴求，均得不到有效理睬。由經驗以至歷史告訴我們，團結方能有足夠談判力量，促使政權體取民意。

日期：2009年9月24日

時間：晚上7:00 - 10:00

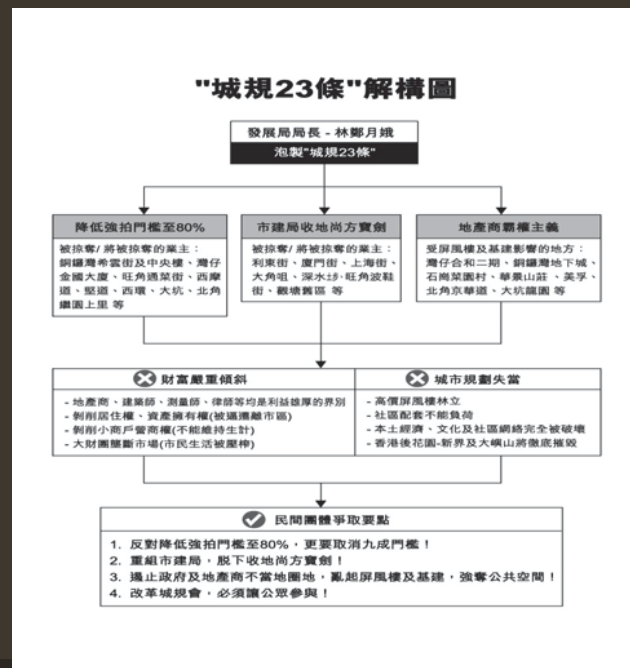
地點：跑馬地禮頓山社區會堂

參與團體

SOS業主陣線
銅鑼灣希雲街業主
灣仔金蘭大廈業主
北角維園上座業主
銅鑼灣中央樓業主
銅鑼灣大坑業主
西環業主

觀塘區重建業主大聯盟
觀塘重建居民協會
K28波鞋街關注組
深水埗重建關注組
油塘區關注組
大角咀重建關注組

反對興建美孚新村屏風樓工作小組
反對高鐵穿越華景山莊聯盟
萊園村關注組
北角京華道大聯盟
保護堅尼地城小組
樂輝嘉關注組
中西區關注組
大坑環境及發展關注協會
大坑徑龍園業主



“TOWN PLANNING ARTICLE 23”*— A nightmare for all petty property owners

- * A metaphor of the proposed new town planning legislation, as bad as Article 23, that triggered half a million of people took to the street to protest against it, on an extremely hot summer day (July 1, 2003).
- <http://wonderlandvillashk.wordpress.com/2009/08/31/%E5%9F%8E%E8%A6%8F23%E6%A2%9D-%E8%B1%88%E8%83%BD%E5%AE%B9%E5%BF%8D/>

“TOWN PLANNING ARTICLE 23”— A nightmare for all petty property owners

- “Mrs. Carrie Lam Cheng Yuet-ngor, Secretary of Development, is a head-strong woman who tried by hook or by crook to enforce all the government policies, be it good or bad. Consequently, many of our communities were put in harm’s way.”

North East New Territories Planning Study



North East New Territories Planning Study

- The development plan in the northeast New Territories may inspire more youngsters to stand up for civil rights.
- Queenie Chung is a Form 5 student who has just finished her public examination, but for the last year has been raising public awareness about the fate of her home, Kwu Tung Village.
- A proposed development plan could result in the village being demolished and replaced by a low-rise residential area owned by major developers.
- She thinks the “Post-80s” movement encourages young people to defend their legitimate rights, and that “peer pressure” is in fact very effective.
- She has set up a Facebook group and a website concerning the future of Kwu Tung.

North East New Territories Planning Study

Think twice before developing the northeastern NT area

With Chief Executive Leung Chun-ying vowing to resolve the acute shortage of land for housing in the city, his proposal to develop the northeastern New Territories into a core economic zone has lately stirred up waves of controversy with villagers, green groups and even big developers, all of whom appear to be waging a war against the plan.

China Daily Sep 14 2012

New form of social movement emerged?

- **Hong Kong: A winter of discontent**
- **Asian Conversations**
- By Christine Loh
- February 2011

New form of social movement emerged?

- Hong Kong's educated "post '80s generation" has become more politically active.
- This youth movement gave birth to the anti-high-speed-rail action in mid-2009 with vociferous campaigns against the government's plan to build a railway linking Hong Kong to Shenzhen and Guangzhou.
- It was clear that a new movement had emerged.

New form of social movement emerged?

- Since then, urban planning and nature conservation issues have attracted strong followings.
- For example, the destruction of a scenic site in July 2010 at Tai Long Wan, Sai Kung, when the new landowner started to clear land for construction of a private dwelling, became an instant cause celebre.
- A new movement is emerging to block the government's plan to sell off one of its old office buildings in Central's Government Hill for commercial development.
- The activists include among their ranks a high proportion of students and young professionals.
- With a younger generation taking to the political stage, new social media means, such as SMS, Twitter and Facebook, have been increasingly used to spread messages and rally people.

Do we have to be urban planners?

Some don'ts

- Don't worry if you are not a town planner.
- Don't pretend that you are a planner if you are not.
- Don't do the plan but to give your views.
- Don't be afraid to say from the perspective of your own profession/discipline.
- Don't follow blindly what the planner/or government says.

Why?

- You know better than planners about matters of your profession/discipline.
- Planners make mistakes.
- Planning decisions may be arbitrary.
- Vulnerable groups need your help.

Planners make mistakes

政府東北規劃補救措施	
政府如何錯估發展	建議補救措施
新發展區房屋比例框架，因應當年決定停建居屋，新區只有低密度住宅及少量公屋，共涉及21%土地	建議增加房屋用地比例至30%、房屋供應由目前約5萬單位增至8萬，包括逾五成公營房屋（約3萬公屋及約1萬居屋）
政府最新人口增長推算，估計2031年只會增加約110萬人，但東北研究假設會增加140萬人，減少30萬人	會檢討市區剩餘用地面積，預留土地作2022年後房屋供應
制訂規劃時重視本港與內地融合因素，因此預留土地作大商場、特殊工業、高增值項目等	採納「港人港地」政策，並承諾不會倒置「深港融合」、製造「深圳後花園」
忽略本港農業發展，農戶賠償與遷置	提出會有復耕安排，非原居民或有賠償，遷置安排可建美萊園村
資料來源：發展局長陳茂波、新界東北三區關注組、農策會成員	

Planners make mistakes

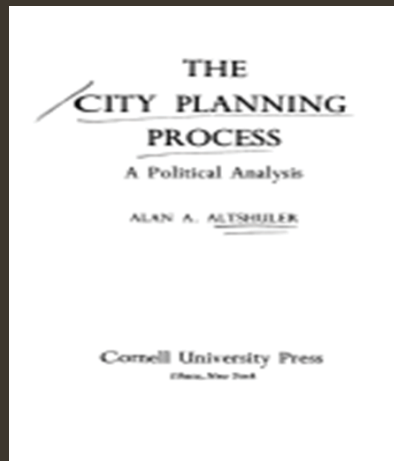
New town in Hong Kong

- Balanced development
- Population projection
- Engineering led
- Preservation of old elements

Government officials/planners -
dishonest or ignorant?

Our Chief Executive said

Don't politicise the matter (希望事件不要「政治化」)



The City Planning Process: a Political Analysis

Alan A. Altshuler, the Ruth and Frank Stanton Professor of Urban Policy and Planning at Harvard University, and Director of the John F. Kennedy School's A. Alfred Taubman Center for State and Local Government.

What can I say about our CE's reaction?

Too simple, sometimes naive



Have we learned from past experience?

We learn from history that we learn nothing from history.

---George Bernard Shaw

Thank you