

## Findings of the Stage 1 Public Engagement Exercise

### PROBLEM

We need to decide how the findings of the Stage 1 Public Engagement (PE) exercise should be reflected in the preparation of the Development Plan.

### RECOMMENDATIONS AND ADVICE SOUGHT

2. In the light of the findings of the Stage 1 PE exercise, it is recommended that the Authority should take the following strategic directions for the preparation of the Development Plan:-

- (a) for the “Overall Look” and “Ambience” of the West Kowloon Cultural District (WKCD), the majority views, namely : “Artistic/Cultural Feel”; “Relaxing”; “Inspiring”; “Inviting”; “Showcasing Hong Kong’s Unique Local and Traditional Characteristics”; and “Exhibiting a Green Setting”, should be adopted as the major directions for designing the Conceptual Plan Options;
- (b) for the seven Planning Design Principles, they should continue to be adopted as a framework to guide the future development of the WKCD; in particular, those suggestions on “sustainability” should be taken on board by the Conceptual Plan and Project Consultants in the preparation of the Conceptual Plan Options, the Functional Briefs for the Core Arts and Cultural Facilities (CACF) and the detailed Development Plan;
- (c) for “Travelling to and from/within the WKCD” and “Public Open Space”, the Conceptual Plan Consultants should pay heed to the preferences indicated and the strength of views expressed in the Stage 1 PE;
- (d) for “Education-Related Facilities”, “Information and Communication Technology (ICT)” and “Access for Disabled Persons”, the Authority should uphold these ideas and the Conceptual Plan and Project Consultants should consider how best these features can be incorporated in the Conceptual Plan Options, the Functional Briefs for the CACF and the detailed Development

Plan;

- (e) for “Suggestions on Additional Facilities”, further consideration on what additional facilities should be undertaken since there are no predominant views in the Stage 1 PE exercise;
- (f) for “Physical Clustering of the CACF”, an organic growth and clustering approach should be adopted by the Conceptual Plan Consultants as one of the basic concepts in their design of the Conceptual Plan Options; and
- (g) for the comments related to the Technical Design of the CACF, the Project Consultant should take them into consideration in the preparation of the Schedules of Accommodation and the Functional Briefs.

3. Members will be asked to advise whether the recommendations in paragraph 2 above should be approved.

## **SOURCES OF VIEWS**

4. The Stage 1 PE exercise was rolled out on 8 October 2009 and ended on 7 January 2010. Views of the public and stakeholder groups were gathered through the following sources:

- (a) Questionnaires – a total of 6,688 questionnaires were received through various channels, including public forums/ focus group meetings, fax, post, on-line and a face to face survey;
- (b) Records of PE events – a total of 66 events were conducted and the audio records and transcripts of these events were used for analysis. They are accessible to the public at the West Kowloon Cultural District Authority (WKCDA)’s webpage;
- (c) Written submissions – a total of 416 written submissions were received through the post, fax and electronic platform (i.e. email and facebook); and
- (d) Media reports – there were a total of 242 media reports on the WKCD during the Stage 1 PE which were analysed.

## CATEGORIZATION OF VIEWS

5. The Public Policy Research Institute (PPRI) of Polytechnic University has been appointed as independent consultant to collect, collate and analyze the views received. The written and verbal comments from the above sources were first organized into “text units”<sup>(1)</sup> for analysis. A total of 34,404 text units have been recorded. Apart from the written and verbal comments (the so-called “qualitative data”), the questionnaires also contain some multiple-choice questions which the respondents may indicate their preferences. Preferences as indicated in the questionnaires (the so-called “quantitative data”) were separately analyzed. The findings of the two analyses were then integrated to give the overall findings.

6. All the views received were then organized according to 11 “themes” which are broadly in line with the key areas that were presented for public engagement. The 11 themes are: Overall Look; Ambience; Facilities and Activities; Public Open Space and Facilities; Programmes, Education-related Activities and Other Software Issues by the West Kowloon Cultural District Authority (WKCD); Travelling to and from the WKCD; Travelling within the WKCD; Planning Design Principles; Development; Macro Issues; and Other Issues Raised. A copy of the “Report on the Analysis of Views for the Stage 1 PE” prepared by PPRI, with an Executive Summary on the front, was sent to Members on 31 March 2010.

7. To facilitate better comprehension, the views received under the 11 themes are presented in this paper under three broad categories, namely:

- (a) **Views related to the overall planning of the WKCD:** such views make up the major bulk, about 67% of the total text units recorded, and are mainly concerned about the planning of the WKCD such as the overall look, ambience, public open space, sustainability, travelling to and from/within the WKCD, connectivity, etc.
- (b) **Views related to the technical design of the CACF:** comprising about 14% of the total text units, they are mainly raised by the art groups at the Focus Group Meetings, and are concerned about user requirements and technical design matters such as seating capacity and arrangement, acoustics, onstage and backstage facilities, ancillary facilities, resident company, etc.
- (c) **Views on matters other than the above:** apart from suggesting additional facilities for the WKCD, many stakeholders have also taken the opportunity to raise their views on such matters as

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<sup>(1)</sup> a text unit represents a point made by the public/stakeholder groups.

software development, arts education and training, etc. About 19% of the total text units are related to these views.

## **HIGHLIGHTS OF KEY VIEWS AND ASSESSMENT**

8. A synopsis of the key views and the related assessments are provided below. The views are presented in descending order of the frequency of comments in the text units within the broad categories of views.

### ***Views Related to Overall Planning of the WKCD***

#### Ambience

9. This theme ranks first in terms of all the text units recorded. “Artistic/Cultural Feel” and “Relaxing” are the two attributes that have been mentioned the most. While “Relaxing” is also one of the top preferences indicated in the questionnaires, “Inspiring” and “Inviting” are the other two preferences indicated by the great majority of all respondents.

#### Overall Look

10. This theme ranks third in terms of all the text units recorded. (Programmes, Education-Related Activities and Other Software Issues by the WKCDA ranks second, see paragraph 32 below.) “Showcasing Hong Kong’s Unique Local and Traditional Characteristics” and “Exhibiting a Green Setting” are the two attributes that have been mostly mentioned. They are also the top preferences indicated in the questionnaires.

#### Planning Design Principles

11. This theme ranks fifth in terms of all the text units recorded. Majority (67%) of the text units recorded under this theme are suggestions on the seven Planning Design Principles, with “sustainability” being the principle mostly mentioned. Views are mainly on how the sustainability of the WKCD could be enhanced, as well as the importance of the physical and social/cultural integration between the WKCD and its neighbouring areas. There are also suggestions on additional planning design principles such as “arts for all”, “a less commercial approach”, the use of ICT, etc.

#### Travelling to and from the WKCD

12. Nearly 50% of the text units recorded under this theme are related to the means of transport to and from the WKCD. They are mainly views on the location of transport stations/stops, frequency of services and

accessibility. The results of the questionnaires have revealed that “MTR” is the most preferred means of transport. “Buses” is the second choice for Hong Kong residents, while “taxis” is the second choice for visitors. The importance of enhancing pedestrian accessibility in terms of comfort and experience, connections with existing/planned mass transport stations, as well as good connectivity between the WKCD and its neighbouring areas including other tourist spots, is stressed.

## Travelling within the WKCD

13. “Convenience” (in terms of reliability and location of the means of transport), “Environmental Friendliness” and “Barrier-Free Access” are the attributes that have been mostly mentioned. In determining the internal mode of transport for the WKCD, “Convenience”, “Comfort” and “Environmental Friendliness” are the top preferences indicated in the questionnaires. Bicycle, electric vehicle, monorail, travelator and rickshaw have been suggested as internal modes of transport.

## Public Open Space and Facilities

14. Nearly 50% of the text units recorded under this theme are suggestions on the retail-dining-entertainment facilities. Arts-related shops and restaurants and café facilities (especially those with arts/culture and local/Chinese characteristics) are the types of facilities that have been mostly mentioned. “Restaurants/café” is the top preference that people would most likely visit as revealed in the results of the questionnaires.

15. The remaining 50% of the text units in this theme are views related to the public open space, green areas, promenade, piazzas and ancillary facilities. More public green spaces in the WKCD are generally welcomed. The results of the questionnaires have revealed that “Promenade” and “Public Open Space” are the top preferences that people would most likely visit.

## Development

16. About 65% of the text units recorded under this theme are suggestions on the pace of development for the WKCD and the clustering of facilities. Many who have commented on this subject suggest that the WKCD should be allowed to grow organically, and should be developed in more phases. Some suggest that physical clustering of facilities would facilitate better operational efficiency, crossover of different art forms and more convenient access to the facilities.

## ***Assessment of Views Related to Overall Planning***

### Ambience and Overall Look

17. The views related to the overall planning of the WKCD reflect to a large extent the aspirations of the public as to how they would like the WKCD planned and designed. In terms of the ambience and overall look, as mentioned in paragraphs 9 and 10 above, the PE exercise has revealed that certain attributes are more popular than others. The frequency counts of the text units indicate that “Artistic/Cultural Feel”, “Relaxing”, “Inspiring”, “Inviting”, “Showcasing Hong Kong’s Unique Local and Traditional Characteristics” and “Exhibiting a Green Setting”, are the attributes favoured by the majority of the respondents. In view of this, it is suggested that these attributes should be adopted as major directions for designing the Conceptual Plan Options.

18. Members may have noted that apart from the more popular views there are in fact many other suggestions with regard to the planning of the overall look and ambience of the WKCD. A closer examination of these other views suggests that few, if any, of the views are in anyway contradictory to the more popular views. Given the size of the WKCD and the variety of facilities to be developed, there should be plenty of scope to plan for other types of ambience to support or complement the main designs of the Conceptual Plan Options. In other words, with creative and skilful design, we believe a lot of the views could be reflected in the Conceptual Plan Options now undertaken by the Conceptual Plan Consultants.

### Planning Design Principles

19. It is noted that most of the views related to planning are fairly consistent with the seven Planning Design Principles which the Board has adopted as a framework for the planning of the WKCD. Of the views related to the Planning Design Principles, the most frequently mentioned one is “Sustainability”.

20. On “Sustainability”, a lot of suggestions have been raised, such as the need to avoid wall effect design, greater use of greenery, centralized water cooling system, etc (also see paragraph 46 of the Executive Summary). Apart from sustainability, there are also many suggestions on the use of information and communication technology. It is considered that the Conceptual Plan and Project Consultants should in the preparation of the Conceptual Plan Options, the Functional Briefs for the CACF and the detailed Development Plan articulate these ideas and express them in more concrete proposals.

## Connectivity

21. There is a good collection of information on the likely travelling behavior (e.g. MTR and Bus being the most preferred modes), which should provide a useful reference for the Conceptual Plan Consultants in planning the transportation facilities of the WKCD.

22. On the other hand, views, comments and suggestions on connectivity, in particular connections with existing mass transport stations and internal transport facilities, would assist the Conceptual Plan Consultants to better understand public concerns and help them focus their efforts on relevant connectivity issues. It is of particular interest to note that cycling, as a mode of internal transport, has been frequently mentioned, and so is access for disabled persons. In this connection, it is considered that the Conceptual Plan Consultants should take note of these views and reflect them in the Conceptual Plan Options as appropriate. As for the provision of a cycling network, it is considered that the Board should adopt an open-mind and should defer to the Conceptual Plan Consultants to consider how this idea can be made feasible in the Conceptual Plan Options.

## Physical Clustering of Facilities

23. With regard to the physical clustering of facilities, views received suggest that similar types of performance venues, for example theatres, should preferably be clustered together so that audiences can easily recognize and remember their locations. This can facilitate audiences to access the venues, in particular when they are in a rush to watch shows. It is considered that an organic growth and clustering approach should be adopted by the Conceptual Plan Consultants as one of the basic concepts in their design of the Conceptual Plan Options.

## Statement on Responses to Comments

24. The Conceptual Plan Consultants are at present working on the Conceptual Plan Options. Since they have participated in almost everyone of the PE events, they should already have a good grasp of the public views. Indeed, we have already passed the Stage 1 PE Report to them for reference. Under the Study Brief for the Conceptual Plan Consultancy, each of the Conceptual Plan Consultants is required to attach a statement to the Conceptual Plan Option to explain how they have taken on board the comments received in the Stage 1 PE.

## ***Comments Related to Technical Design of the CACF***

### Facilities and Activities

25. This theme ranks fourth in terms of all the text units recorded, and views have been raised on the design of the Performance Venues (including the Mega Performance Venue, the Great and Medium Sized Theatres, the Black Box Theatres and the Xiqu Centre), the Museum and the Exhibition Centre.

### *Performance Venues*

26. Most of the views received are centred around such aspects as the overall experience, acoustics, flexible seating capacity and arrangements, backstage facilities, artistic direction, general ancillary facilities such as loading/unloading facilities and provision of adequate toilets, onstage facilities, resident company, and the use of ICT.

### *Museum*

27. Most of the views received are clustered around such matters as museum themes, positioning, collection/exhibits/programming, facilities requirements, overall experience, spatial needs and outdoor exhibition space.

### *Exhibition Centre*

28. Most of the views received are clustered around positioning, facilities requirements, spatial requirements and its relationship with the museum.

## ***Assessment of Views on Technical Design of the CACF***

### Technical Comments

29. With regard to the comments related to the technical design of the CACF as mentioned in paragraphs 25 to 28 above, most of them are technical in nature, and are all good suggestions. It is considered that they should be considered in the context of the preparation of the Schedules of Accommodation and the Functional Briefs for the CACF now undertaken by the Project Consultant. Members may wish to note that under the Study Brief for the Project Consultancy, the Project Consultant is required to provide suitable responses to the comments received during the Stage 1 PE (i.e. Technical Report No. 2 specified under the Study Brief to be submitted in April) before they proceed to preparing the Preliminary Schedules of Accommodation for the CACF (i.e. Technical Report No. 3 specified in the



Study Brief to be submitted in May).

30. To facilitate the work of the Project Consultant, we have already passed the Stage 1 PE Report to them. The Preliminary Schedules of Accommodation for the CACF will initially be submitted to the Development Committee, and the Committee will be thoroughly briefed on the detailed responses. We have asked the Project Consultant to attach a resume to the Preliminary Schedules of Accommodation on how they have responded to the comments received in the Stage 1 PE. In this regard, we have also asked the Project Consultant to consult the main art groups before finalizing their responses.

31. The WKCDA has appointed the Chief Executive Officer (CEO) and will soon appoint the Executive Directors (EDs) on performing arts and museum respectively, who should be closely involved in the planning of the CACF. Once they are on board, they will need to work closely with the Project Consultant on the responses to the comments received as well as to conduct further discussions with the main art groups on the responses before the Preliminary Schedules of Accommodation for the CACF are finalized for presentation to the Development Committee together with the Performing Arts Committee and Museum Committee for consideration.

## ***Views on Other Matters***

### Programmes, Education-Related Activities and Other Software Issues by the WKCDA

32. This theme ranks second in terms of all the text units recorded. The importance of arts education and nurturing local artists, and ensuring that the facilities are readily available to children, youths, ethnic minorities, and persons with disabilities are stressed. There are suggestions on the arts and cultural programmes for the WKCD such as festivals, interactive exhibitions, mega events, etc. It is also suggested that arts and cultural programmes should be available in particular to students at all levels, and that the WKCD should collaborate with existing cultural centres and schools in Hong Kong and elsewhere.

### Macro Issues

33. This covers territory-wide policy issues which are outside the remit of the WKCDA. They include such views as the WKCD should align with the long-term cultural policy of Hong Kong, promotion of creative industry, allocation of sufficient resources for the development of arts and culture, as well as manpower development.

## Other Issues

34. Other issues raised include suggestions on the arrangements of the PE exercise and concerns about the adverse impacts of the planned Express Rail Link on the WKCD. There are suggestions for greater participation of stakeholders in the actual running of the WKCD, and that the PE exercise should not be a one-off exercise.

## Suggestions on Additional Facilities

35. The additional facilities suggested include various ancillary facilities, a Literature Museum, Learning-Related/Educational Facilities, Library/Resource Centre, Children Theatre/Museum, Marital Arts Museum, to name but a few. A fuller list of the suggested facilities can be found in paragraph 44 of the Executive Summary. Members may wish to note that Learning-Related/Educational Facilities is amongst the mostly mentioned facilities that the WKCD should provide.

## ***Assessment of Views on Other Matters***

36. Views on other matters fall into 2 broad types, namely those on software issues and those covering suggestions for additional facilities for inclusion in the WKCD development. The latter group of views will be discussed with other matters which are significant for the preparation of the Conceptual Plan Options (see paragraphs 40 to 46 below).

## Views on Software Matters

37. From the views received, we note that members of the public as well as the stakeholders in the art and cultural sector are as concerned about software development as they are concerned about the hardware. For those comments on software matters that are under the ambit of the WKCDA such as nurturing local talents, arts and cultural programmes, collaboration with other cultural centres and schools, concessions for disadvantaged groups, arrangements of the PE exercise etc, it is recommended that they should serve as a useful reference for the CEO (designate) and the EDs to be appointed soon in the planning of the work of the WKCDA, and in future management and operation of the facilities.

38. For those comments on matters that are outside the remit of the WKCDA such as cultural policies, promotion of creative industry, Express Rail Link etc., it is recommended that they should be forwarded to the relevant Government Bureaux and Departments for their reference and appropriate action.

## **OTHER PLANNING ISSUES REQUIRING POLICY STEER**

39. We have consulted the Conceptual Plan and Project Consultants on the findings of the Stage 1 PE. Apart from the broad directions for the Conceptual Plan Options and the Schedules of Accommodation for the CACF already mentioned above, there are several planning issues on which policy guidance from the Board will be needed in due course.

### Phasing of the CACF

40. Members may recall under the Consultative Committee on the CACF of the WKCD (the CC Report), the WKCD is proposed to be developed in two phases, with 12 performance venues, 70% of M+ and the Exhibition Centre to be completed and be operational in 2015 as Phase 1; and the remaining 3 performance venues and 30% of M+, subject to a review in 2015, be completed in 2026 and 2031 respectively as the second phase. In response to some concerns that the Phase 1 development might be far too ambitious, one of the questions that we had posed for discussion at the Focus Group Meetings was on phasing. From the views that have been expressed, the majority favours an organic growth approach, in the form of more phases for the WKCD.

41. Members may also recall that the Development Committee had in conjunction with the Performing Arts and Museum Committees commissioned two Market Analysis Studies to obtain market data to ascertain the existing and potential audienceship/clientele of the CACF. The two studies are now near completion. The findings of the two studies, including recommendations for a suitable phasing plan, will soon be considered by the Development Committee together with the Performing Arts Committee and Museum Committee before submitting to the Board. As the phasing of the WKCD is an important factor for the Conceptual Plan Options, we will confirm with the Conceptual Plan Consultants on the phasing of the CACF after the Board has taken a view on the issue.

### Resident Company

42. Amongst the views received on the CACF, there is a group of views which are concerned about resident companies. Unlike design matters which are technical in nature, the admission or exclusion of resident companies is a policy matter, and a policy decision one way or the other will have implications for the Schedules of Accommodation for the CACF and the design of the facilities.

43. From the comments received, it appears that the views are quite diversified as to whether resident companies should be provided in the

various performance venues, with some groups favouring provision in some venues, whilst some other groups consider otherwise. Members may wish to note that the issue of resident company is also currently being examined in the context of the Mode of Governance Study for the Performing Arts Venues. This study is also nearing completion. The Consultant has briefed the main arts groups on the preliminary findings before any recommendations are to be made to the Performing Arts Committee and the Board respectively in due course. Inputs from the Performing Arts ED, Museum ED and CEO (designate) will be needed before the Authority takes a view on the Schedules of Accommodation for the CACF as proposed by the Project Consultant.

## List of Suggested Additional Facilities

44. As mentioned in paragraph 35 above, a list of suggestions for additional facilities has emerged from the Stage 1 PE. This list of suggestions is significant because they would have implications in the content, layout as well as gross floor area budget of the Conceptual Plan Options.

45. In view of the implications, a prudent approach should be adopted in assessing the relevance and suitability of any of the suggested additional facilities, such as whether they are directly art and cultural related; whether they would support and be complementary to the WKCD development such that they must be located in the WKCD and not elsewhere in Hong Kong; the content and size of the proposed facilities, etc. Further examination of the suggested facilities is thus required, in which the CEO (designate) and relevant EDs should also be involved. In the interim, to allow for maximum flexibility it is recommended that the Conceptual Plan Consultants should be asked to provide in the Conceptual Plan Options all the gross floor areas that have been budgeted for “Other Arts and Cultural Facilities” as “undesigned uses”, to cater for any additional facilities that may be decided by the Board in future.

## **DISCUSSION AT CONSULTATION PANEL AND DEVELOPMENT COMMITTEE MEETINGS**

46. The Report on the Analysis of Views for the Stage 1 PE Exercise for the WKCD was considered by the Consultation Panel on 7 April 2010. Consultation Panel members generally considered that the report covered a wide range of views which are useful for the three Conceptual Plan Consultants in preparing their Conceptual Plan Options. Members also hoped that the Authority would provide clear information and enhance the use of information technology in the next stage of PE exercise in which the public could express their views on the three Conceptual Plan Options.

47. On 8 April 2010, the Report on the Analysis of Views for the Stage 1 PE Exercise for the WKCD and the proposed strategic directions as recommended in paragraph 2 above were discussed by the Development Committee. Members of the Performing Arts Committee and Museum Committee were also invited to join the discussion of the meeting. The Development Committee agreed that the proposed strategic directions (see paragraph 2) should be submitted to the Board for consideration.

## **TAKING FORWARD THE FINDINGS OF THE STAGE 1 PE EXERCISE**

48. The strategic directions for the preparation of the Development Plan, as endorsed by the Board, will be passed to the CEO (designate), the Project Delivery ED, and the Conceptual Plan and Project Consultants for their preparation of the Development Plan accordingly.

49. In our view, the Stage 1 PE can be considered as successful in gauging the views of the public as well as the stakeholder groups. The findings of the Stage 1 PE provide a wealth of information which is useful not only for the Conceptual Plan and Project Consultants, but also for other on-going work of the WKCDA. A preliminary assessment has been outlined above, but we propose that the WKCDA management should take a more detailed examination of the findings, and take any further action as appropriate. Meantime, the relevant stakeholder groups should continuously be closely engaged to ensure that the work of the WKCDA can gain the widest possible public support.

## **RELEASING THE STAGE 1 PE REPORT**

50. As previously agreed by the Board, the full Report of the Stage 1 PE should be made public after the end of the Stage 1 PE. The Report and its Compendium (consists of copies of all the questionnaires, transcripts of PE events, written submissions and media reports) have been released to the public in the following ways :

- (a) upload bilingual versions of the Report together with the Compendium on the WKCDA's webpage;
- (b) distribute the Report to relevant stakeholder groups by sending them an email/letter with the relevant hyper-link;
- (c) place bilingual versions of the Report but without the Compendium at the venues at **Annex** for public inspection; and

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- (d) place bilingual versions of the Report with the Compendium at the WKCDA's office, 7/F, 98 Caroline Hill Road, Causeway Bay for public inspection.

**West Kowloon Cultural District Authority**  
**April 2010**