



Title	Restoring Hong Kong's landscar in the Anderson Quarry : an analysis of civic engagement strategies
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**Restoring Hong Kong's Landscar
in the Anderson Quarry:
An Analysis of Civic Engagement Strategies**

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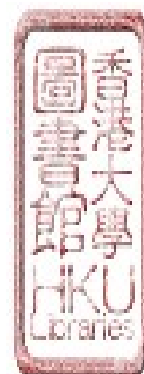
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**Capstone Project Report submitted in partial fulfillment of the
requirements of the Master of Public Administration**

Department of Politics and Public Administration

The University of Hong Kong

Year of Submission : 2014



Declaration

We declare that this Capstone Project Report, entitled “Restoring Hong Kong’s Landscar in the Anderson Quarry: An Analysis of Civic Engagement Strategies”, represents our own work, except where due acknowledgement is made, and that it has not been previously included in a thesis, dissertation or report submitted to this University or any other institution for a degree, diploma or other qualification.

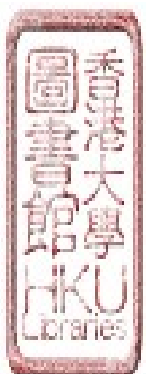
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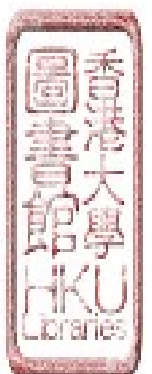
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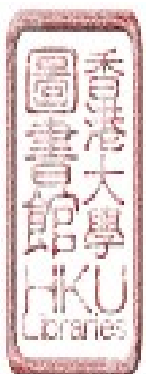
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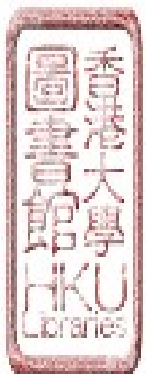
Abstracts

The 200m high quarry face of the Anderson Road Quarries extending over a distance of about 1.5km has been regarded as a major urban landscape scar in Hong Kong. Despite the Government's commitment in 1989 to shun down the Anderson Quarry and restore the large quarry site ecologically to provide a green cover to blend in with the surrounding natural environment, the whole town planning process for the future land use and ecological restoration of the Anderson Quarry has been taking more than 20 years. Throughout this long period of time, the government initially followed the typical workflow of the traditional public works project to conduct planning and engineering studies and to adopt a traditional general practice of public consultation from 1992 to 2002 such as attendance to the meetings of various advisory bodies, District Councils and Legislative Council, and the statutory public consultation process under the relevant ordinances. In recent years, the government has finally taken a new approach to engage the public in a 2-stage civic engagement in planning the future land use of a major part of the Anderson quarry in 2011 and 2012. This capstone project analyses the civic engagement strategies used in the town planning process in the rehabilitation of



Anderson Quarry with a view to identifying areas for improvement in the future town planning projects and developments in urban areas.

To help solving the housing shortage problem in the territories, the site has been split into two for implementation by two separate departments under different planning intentions. Two different strategies to engage the public in planning the future land use of Anderson Quarry have been adopted in the long town planning process correspondingly, looking for meaningful input from the public participation in the decision-making process. This capstone project makes references to the civic engagement models of different scholars, mainly from Fung's (2006) "varieties of participation in complex governance", Arnstein's (1969) "the ladder of citizens participation", and the International Association for Public Participation's (IAP2) (2007) spectrum for public participation to work out an analytical framework that uses the elements of "participation selected methods" and "interaction mode" to be the main criteria for analyzing these different civic engagement strategies. With this analysis, the project further evaluates the outcomes of the different civic engagement strategies based on the effectiveness, legitimacy and justice of the project outcomes.



Finally, the project compares the two civic engagement strategies, addresses the possible reasons why different civic engagement strategies were used and provides recommendations for improving the civic engagement process in future similar projects.

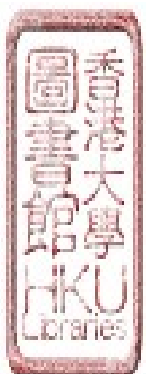


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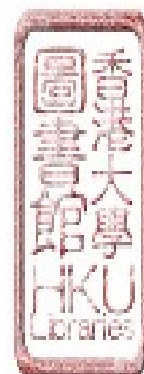
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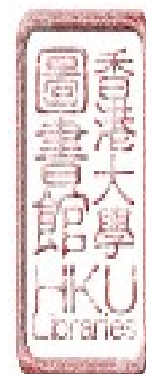
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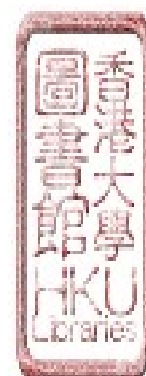
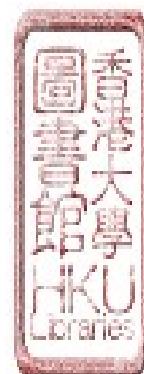
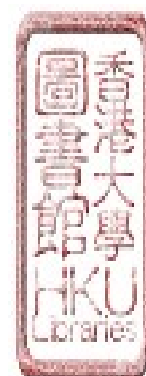


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Abbreviations

CCSG	Centre for Civic Society and Governance
CED	Civil Engineering Department
CEDD	Civil Engineering and Development Department
DAB	Democratic Alliance for the Betterment and Progress of Hong Kong
DC	District Council
DEVB	Development Bureau
GIC	Government, institution and community
HA	Housing Authority
HKIA	Hong Kong Institute of Architects
IAP2	International Association for Public Participation
LegCo	Legislative Council
OECD	Organization for Economic Co-operation and Development
PlanD	Planning Department
RODP	Recommended Outline Development Plan
SERI	Society for Ecological Restoration International
TTC	Traffic and Transport Committee



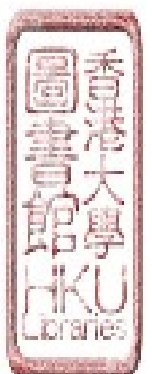
CHAPTER ONE: INTRODUCTION

Focus, Objectives and Background

This project addresses the effectiveness and nature of the civic engagement strategies adopted by different departments of the government in their implementation of two separate development projects at the same area of the Anderson Quarry where the government has committed to restore ecologically. It particularly focuses on the analysis and comparison of different civic engagement strategies adopted in the course of the town planning processes for ecological restoration, housing production and other future land uses of the Anderson Quarry area.

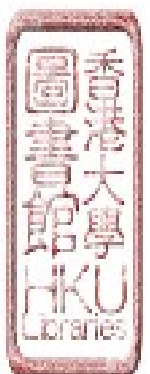
The objectives of the project are to assess the different civic engagement strategies and their effectiveness. The project analyses the civic engagement strategies used in the town planning process in the rehabilitation of Anderson Quarry with a view to identifying areas for improvement in the future town planning projects and developments in urban areas.

The focus and objectives of the project recognize that the use of a large area of land



released upon the closure of the Anderson Quarry requires careful planning and civic engagement enables citizens to have appropriate access to the town planning information, encourages public awareness on social and environmental changes and lets the public participate in the decision-making processes. The Government's Metroplan Landscape Strategy for the Urban Fringe and Coastal Area in 1989 identified the 86 ha Anderson Quarry site as an area of degraded landscape requiring rehabilitation and Government then committed to close the Anderson Quarry and restore the large bare quarry face of 200m high and 1.5km wide to provide a green cover to blend in with the natural environment (Planning Department, 1998).

In 1990's, the Government consulted the Committee on Planning and Land Development (formerly known as Development Progress Committee), the Panel on Environmental Affairs of the Legislative Council (LegCo), District Boards (Sai Kung and Kwun Tong) and some concern groups extensively in the development of the rehabilitation scheme (Works Bureau, 1998). The quarry has then been divided into two sites under different development projects. The lower quarry site will produce public housing for a population of 48,300, currently under construction by Housing Authority (HA). The upper quarry site is being planned for a population of



25,000 under a Planning Study on Future Land Use at Anderson Road Quarry – Feasibility Study by Planning Department (PlanD) and Civil Engineering and Development Department (CEDD) in which two stages of Public Engagement were carried out in Aug 2011 to Sept 2012 (Legislative Council Secretariat, 2013). Detailed background of the two development projects is given in Chapter 3.

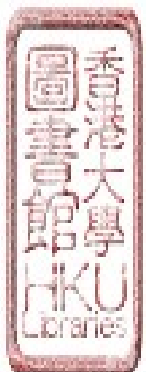
Research Questions and Related Propositions: Theory and Practice

The project addresses the following research questions:

Q1. Why should a government adopt strategies of civic engagement in policy processes concerning issues of significant community concern?

Q2. What strategies of civic engagement are available to a government in this regard?

Q3. What particular strategies have the Hong Kong government adopted in the policy processes for the rehabilitation of the Anderson Quarry -- and why?

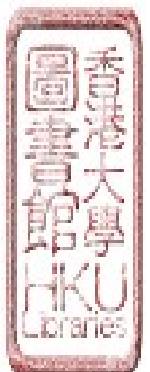


Q4. How effective have these strategies been?

Q5. How can these strategies be strengthened and/or complemented by the adoption of other potentially more effective strategies?

Playing a critical role in town planning, civic engagement enables citizens to have appropriate access to the planning information concerning the environment, encourages public awareness on social and environmental changes and lets the public participate in the decision-making processes. The use of a large area of land released upon the closure of the Anderson Quarry requires careful planning due to the scarcity of land in urban area and the need to ecologically restore the large rock face created by the quarry operation.

With competing policies, how to strike a balance between ecological restoration and formation of land for housing supply is not an easy task. The traditional consultation process of the lower site was mainly on the planning and design of the housing estates, which was entirely different to the civic engagement of the upper site which was open for the public discussion on the future land use involving a wide range of choices instead of being limited to housing. The two different

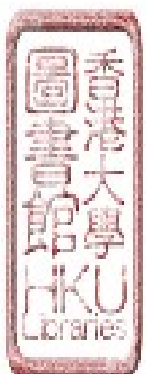


approaches for the lower and upper sites are actually different levels of public participation in decision-making. Nevertheless, no matter what approaches are adopted, it is important that the right level of participation should be selected, the public participation goal is established, and the benefits of involving the public are maximized. The civic engagement exercises should be open to new ideas, run an efficient process, get the best information from the community and complete the consultation process through feedback and evaluation. It needs to be inclusive and open, and build relationships based on shared ownership and responsibility.

The civic engagement strategies adopted in the two sites were not the same in terms of the objectives, degree of inclusiveness and level of public involvement and such differences may affect the legitimacy, justice and effectiveness of the policy. By answering the research questions, the project examines, analyzes and compares the different civic engagement strategies and evaluates their outcomes.

Overview of the Analytical Framework

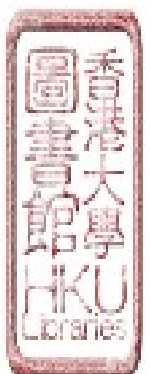
After reviewing the definition of the governance and the civic engagement in the making of public policy of the society, the analytical framework addresses the first two research questions on why a government adopts strategies of civic engagement



in policy processes concerning issues of significant community concern and what strategies of civic engagement are available to a government in this regard.

By referencing to Arnstein's (1969) "the ladder of citizens participation", the International Association for Public Participation's (IAP2's) (2007) "spectrum for public participation" and Fung's (2006) "varieties of participation in complex governance", the analytical framework uses the elements of "participation selected methods" and "interaction mode" to be the main criteria for analyzing the two different civic engagement strategies. The scale of Fung's "Participation Selection Methods" in his "democracy cube" with some modification is used as the scale of the criteria for analyzing the level of inclusiveness. The original eight levels scale is simplified to a seven levels scale. The second criterion is the interaction mode and the main concern is how the participants interact with each other in the civic engagement process. "The ladder of citizens participation" of Arnstein; "spectrum for public participation" of IAP2; and the "modes of communication and decision" of Fung's "democracy cube" are combined and simplified to assess the mode of interaction.

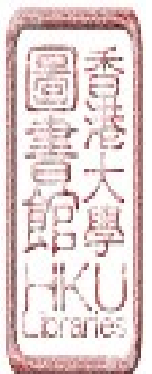
The levels of "participation selected methods" and the "interaction mode" are



interrelated and these two criteria are combined to form the base of the analysis of the two different civic engagement strategies. This analytical framework developed in Chapter 2 provides a structured way to analyze and compare the two civic engagement strategies. With this analysis, the project will further evaluate the outcomes of the two civic engagement strategies based on the effectiveness, legitimacy and justice of the project outcomes.

Research Methodology

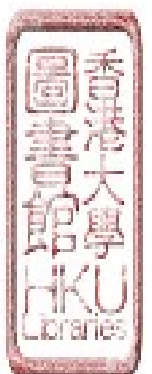
The research of this project is based primarily on desktop research on the information and data in various documents produced by the government, the LegCo, and institutions including universities, the International Association for Public Participation (IAP2), the Organization for Economic Co-operation and Development (OECD), the Bauhinia Foundation Research Centre and the World Bank. The project comprises a study of relevant textbook references and literatures in formulating the analytical framework, and a thorough analysis of the information collected on the civic engagement strategies, the processes and the outcome in order to assess and answer the above research questions.



For empirical case studies on the civic engagement strategies for planning urban development projects, the research focuses on the official information papers submitted by the Government to LegCo, District Council (DC) and other authorities, the official consultation documents and the published public engagement reports released to the public. These official documents provide fundamental information on the policy issues, engagement strategies formulated and adopted, and actions taken to engage the public in the decision making process. In addition to the official documents, the textbook references and literatures, secondary information from the newspaper, editorials and commentaries are referenced with a view to assessing and reviewing public sentiment and responses.

This method is appropriate as there were extensive publications on the issues of the rehabilitation of the Anderson Quarry and the planning of the development projects.

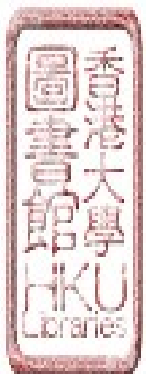
There are documents and meeting minutes under statutory requirements, the official reports on the civic engagements and the extensive media reports that provide detailed information for an analysis of the strategies, processes and outcomes.



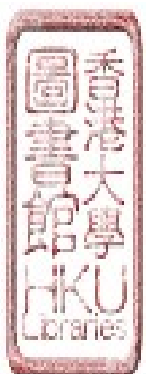
Outline of Capstone Project

This report consists of five chapters, including this introduction as Chapter 1. Following this introductory chapter and studying various definitions of governance and civic engagement suggested by different scholars and organizations, Chapter 2 establishes an analytical framework by referencing civic engagement models of different scholars and this analytical framework derived from literature review is then used to structure, guide and inform the discussions in subsequent Chapters 3 to 5. In the subsequent chapters, the effectiveness of the two different civic engagement strategies used in the public housing development project in the lower site and the development project for different land uses in the upper site of the Anderson Quarry area is analyzed by applying the analytical framework. With the analysis, this project attempts to see if there are any particular reasons for the Government to have adopted different civic engagement strategies in these two projects, to compare the differences and to evaluate their outcomes.

In Chapter 3, background materials are provided and discussed on the landscape problems created by the quarry operation, the ecological restoration committed by the Government, and the implementation of two separate development projects at the same area of Anderson Quarry with different civic engagement strategies.



Chapter 4 gives a detailed account of the civic engagement strategies and analyzes them. Finally, based on the findings from the analysis of the civic engagement strategies, Chapter 5 compares the two civic engagement strategies, analyzes their differences, and makes recommendations with a view to identifying areas for improvement in the civic engagement processes for planning the urban development projects.

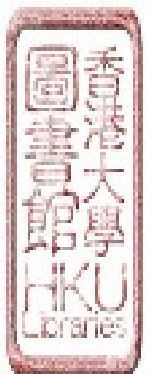


CHAPTER TWO:

ANALYTICAL FRAMEWORK

Introduction

This chapter establishes an analytical framework to structure, guide and inform the empirical analysis in subsequent chapters. Its main structure is established by referencing civic engagement models of different scholars, mainly from Fung's (2006) "varieties of participation in complex governance", Arnstein's (1969) "the ladder of citizens participation", and IAP2's (2007) spectrum for public participation. In later chapters, the effectiveness of the two civic engagement strategies used in the Anderson Quarry Rehabilitation is analyzed based on these models. The aim is to see if there is any particular reasons for the Government of the Hong Kong Special Administrative Region adopting different civic engagement strategies in these two projects and to compare the differences and to evaluate their outcomes.

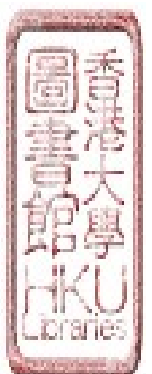


Governance and Civic Engagement: Definitions

What is governance?

Public governance provides a new perspective in looking at the process of policy-making. Although there is no single definition for “governance”, it broadly refers to “the collective settlement of social affairs in a polity, including a broad range of different modes, such as hierarchical intervention and non-hierarchical steering, based on cooperation between public and private actors or patterns of private self-governance” (Knill and Tosun 2012). It refers to the “processes of governing undertaken by a government, through laws, norms, power or language” (Mark 2013). As stated by Knill and Tosun (2012), governance is a “collective settlement”; for the improvement in the quality of governance, it requires the collective actions between the government and the citizens. Civic engagement is one of the important areas in achieving collective governance. As stated by Lenihan (2008), “Public engagement is not just desirable; it is a condition of effective governance”.

Knill and Tosun (2012) elaborate on Knill and Lenschow (2003) in terms of four types of governance: interventionist governance; regulated self-governance;



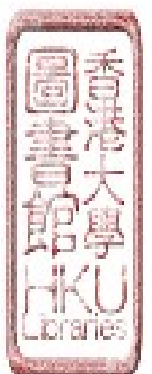
cooperate governance; and private self-governance. The types of governance indicate the interrelation between the government and the public, and hence affect the government's decision on the design of the public engagement in a policy process. These four types of governance are distinguished based on two analytical distinctions: the degree of the cooperation of public and private actors and the degree of legal obligation, as shown in Table 2.1.

Table 2.1 – Four ideal types of governance

		Cooperation of public and private actors	
		High	Low
Degree of legal obligation	High	Regulated self-governance	Interventionist governance (government)
	Low	Cooperative governance	Private self governance

Source: Knill & Lenmkuhl (2002b: 49) in Knill & Tosun (2012: 210)

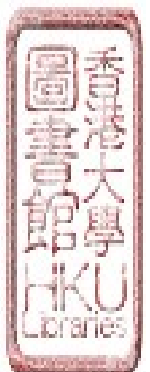
The interventionist governance is the traditional relationship between the government and publicist citizens in policy-making. The public has limited governance capacity and have to compensate by external power (i.e. government's hierarchical intervention). The involvement of private actors is limited and the responsibility of the provision of public goods is mainly under the government. But it does not mean that public goods are solely provided by the government, it is also



governed by the market through a set of confined rules, which is defined by the government.

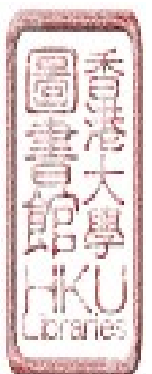
Interventionist governance has a low degree of cooperation of public and private actors and a high level of legal responsibility, whereas regulated self-governance is high in both areas. The cooperative level of the public and private actors is higher and the provision of public goods is regulated by the binding of legal regulations. The government still has an important role in the overall responsibility of the provision of public goods and may involve the public in the process of policy making and/ or in the implementation of public policy in many different forms, such as, regulated self-regulation, public-private partnerships. The government may encourage private provision of public goods in different societal interests by providing incentives. However, the government may intervene if it fails.

Government plays a dominant role under interventionist governance and regulated self-governance. Although there are different levels of cooperation between the government and its citizens and civic groups, the whole mechanism is still controlled by the government. Private self-governance and cooperative governance are different. Government no longer has a dominant role in the mechanism of the



provision of public goods; and the voluntary character of policy-making (Knill & Tosun, 2012). For cooperative governance, provisions of public goods are based on negotiations and voluntary agreements between the public and private actors. The rules of such cooperation are set by the public and private actors together; the government no longer has the hierarchical authority in policy making and implementation, namely 'joint policy-making'. The absence of hierarchical intervention through legally binding obligation allows more room for negotiation and cooperation between the government and its citizens and civic groups.

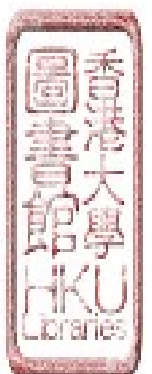
The difference between cooperative governance and private self-governance is that for cooperative governance, government and the private actors are in joint-relation. They negotiate and achieve voluntary agreements, whereas for private self-governance, the private actors have the full responsibility on the provisions of public goods. However, the government may contribute in providing guidance and contribution to the governance. The government has limited governance capacities; they are unable to directly interfere in the provision of public goods, nor their structures and rules. The public policy making and implementation depend on the governance capacity of the private actors.



What is civic engagement?

Different institutions and scholars define civic engagement differently. An earlier scholar, Arnstein (1969) sees “citizen participation is citizen power” She thinks that citizen participation is a shifting of power, which enables the citizens to share the benefits of the society. Arnstein gave an ideal form of relationship between a government and its citizens. She emphasizes on citizen power in her article.

Some institutions define civic engagement in a more practical direction. For example, IAP2 (2007), the Centre for Civic Society and Governance (CCSG) (2007), and the World Bank (2013) share some common factors: (i) the involvement of citizens/ stakeholders; (ii) in a decision-making/ policy-making process; (iii) interaction of those involved. In combining these factors, it can say that civic engagement is an active interaction between the citizens and the policy maker in the making of public policy of the society.

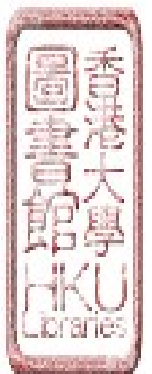


Why Should a Government Adopt Civic Engagement Strategies in Policy Processes?

Civic engagement is a complicated and resources consuming process. However, it is believed that civic engagement can improve the quality of governance and public administration. The contribution of civic engagement in enhancing the quality of governance and public administration can be divided into two main streams: instrumental stream and normative stream.

Instrumental stream

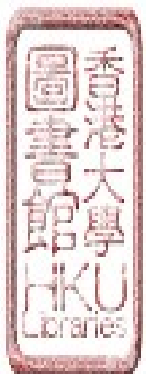
The current environment of political and socio-economic is getting more complicated. It is difficult for the policy maker to understand all aspects of public policy and the different needs of citizens. For those who are directly affected by the situation or the policy and have the best knowledge and first-hand information on the issues, they can provide more accurate information and thoughts to the policy maker. With this information, the policy maker can make better judgments when making the policy, and the quality of the decision can be improved.



Resources of a society have an upper limit, and therefore how to use these resources directly affects the livelihood of the citizens. With the information from the public, it is easier for the government to prioritize its use of resources, and hence improve the distribution of the limited resources.

The Organisation for Economic Co-operation and Development (OECD 2009) stated that involving public in the process of policy making can facilitate the public to understand the needs of the reform and can improve the perceived level of legitimacy of the decision made, and hence reaching a higher compliance. In the involvement of citizens in the policy making process, participants may reach a common understanding of the public problems and solutions through deliberative settings (European Institute for Public Participation 2009). With the understanding and the mutually agreed solution, the policy can be implemented in a smoother environment.

There are more benefits for a government adopting civic engagement strategies in policy process, such as information sharing to achieve better decision and policy, better distribution of resources, and smoother implementation which contributes in minimizing costs and delays. With the recent development of civil societies, they

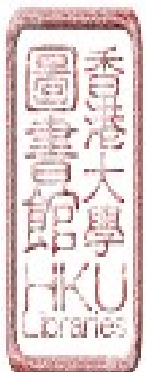


would try every effort of stopping a policy that they strongly object. If the policy can be agreed by the public by involving them to make the decision together, it can minimize the costs and delays of the project.

Normative stream

According to Fung (2006), the important elements of democratic governance – justice, legitimacy and effectiveness can be actualized by good civic engagement.

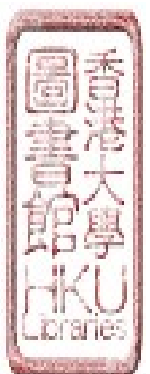
According to Fung (2006), injustice often came from political inequality. A proper civic engagement can improve the level of social justice. Inclusiveness alone cannot make the policy become just, but the balance of the benefits of different groups of people, and whether this balancing result reflects in the implementation of the projects. Proper civic engagement is a tool to enhance the level of justice of a policy. Citizens often judge a government by the policy performance, and the democratic performance (OECD 2009). The policy performance can be improved by better understanding of the problem, reaching a more adequate policy option, and having smooth implementation, which will be mentioned in the last section. In democratic performance, people have more concerns on how the decision was made. If the decision was made with proper involvement from the public, instead of a top-down approach from the government, the public would consider it is more



democratic. And hence the government can gain better credibility and legitimacy. This echoes with the CCSG report (2007), that proper civic engagement can promote mutual trust between the citizens and the government.

Each civic engagement exercise is an experience for both the citizens and the government. In each exercise, common vocabulary and reference terms would be built up in each civic engagement exercise. This would facilitate the communication between the public and private actors. These experiences would also facilitate the building up common norms, rules and procedures between the government and the citizens. Share goals and common language would be an advantage for future cooperation between the government and the citizens.

These cooperation norms not only contribute in the civic engagement process, but also extend to the daily operation of the government. The involvement of citizens in the governance of the society, would promote public accountability of the citizens. Bovens (2005) states that accountability is whether the individuals consider their act should be responsible to the others within the society. Bovens considered public accountability as an evidence of good governance.



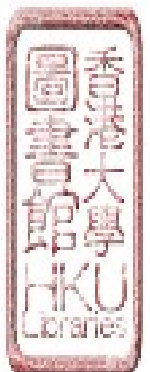
What Strategies of Civic Engagement are Available to a Government?

Arnstein's (1969) "the ladder of citizens participation", IAP2 (2007) "spectrum for public participation" and Fung's (2006) "varieties of participation in complex governance" assist in the evaluation of the civic engagement exercise of the development of the Anderson Road Quarry, of particular interest in the different civic engagement strategies used and their outcomes.

Traditional strategy: public consultation

Public consultation is a tool to collect public opinions prior to main policy/project's proclamation and execution. The mechanisms of public consultation are a top-down and unilateral strategy. The powers of the public and private actors are imbalance. There are limited channels for the public to express their views. These channels are even more restrictive for the grassroots.

A public consultation usually consists of issue of consultation paper, and then announces the policy proposal through a publicity campaign by using different media. Government officials would share information on the policy proposal in different public or semi-public forums. The participants may have chance to



express their views and/or get their questions answered by the government officials.

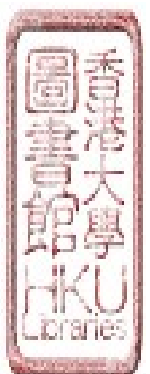
Usually, citizens could also express their views and concerns in writing or other designated channels.

In the public consultation mechanism, the information selected is aimed to enrich the presentation for asking for support from stakeholders. The stakeholders may not have a whole picture of the public issue. Although this information may be open to the majority of the public or at least the major stakeholders, the participation of the public is very low. The public have limited opportunities to participate in the process.

Usually, this type of public consultation is carried out in a late stage of a project. Whether the opinions raised out by the public in these public consultation exercise are reflected in the policy are in doubt. Under the framework of Arnstein, it would be classified as informative, manipulative and placatory.

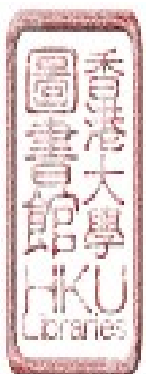
More modern strategy: involvement

With the evolvement of the civil society and the changing needs of the citizens, the traditional public consultation method has limited contribution towards the



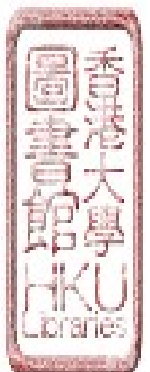
effectiveness of a policy process. The primary objectives of a more conventional strategy are to gain better understanding and be responsive to citizens' evolving needs and to leverage information and wisdom from different actors. This strategy usually named as civic engagement. The main difference between the traditional public consultation strategy and civic engagement strategy is that the involvement level of the public in the conventional civic engagement strategy is much higher than the traditional strategy and the communication is bilateral. Being different from the traditional consultation strategy, civic engagement should be carried out from the beginning of the policy-making process and throughout the whole process, as emphasized by the CCSG (2007).

Civic engagement should involve various kinds of participants, and their voice should be heard and analyzed to achieve better policy. The public should be involved in most stages of the policy process, including agenda setting, policy design, decision making and implementation and monitoring. Civic engagement exercises emphasize citizens' participation in the policy making process with a target to improving the decision made or reaching a common decision, by interacting directly or indirectly.



Civic engagement can include many different forms of activities, such as public surveys, promotion games and competitions, road shows and exhibitions, forums, public workshops, small groups meeting, citizens' deliberations sessions, and so on. The OECD (2009) has enlightened that an open and inclusive policy making should have (1) strong commitment and leadership; (2) open information; (3) clear objectives; (4) early engaged in the process; (5) participants inclusiveness; (6) adequate resources in terms of financial, human and technical resources; (7) good coordination within and beyond the government; (8) share accountability by open and transparent communication; (9) evaluation; and (10) active citizenship.

The traditional form of public consultation is a top-down approach for government to gauge public opinions and to gain public support before implementation of a policy or a project. Although some of the public opinions can be expressed, the government retains most power in making public policy and decision. Whereas, civic engagement emphasizes on openness, transparency, cooperation and inclusiveness. It is generally considered as a more democratic approach (CCSG, 2007), and an important condition of effective governance (Lenihan, 2008). However, there is no ideal form of civic engagement. The outcomes of the civic

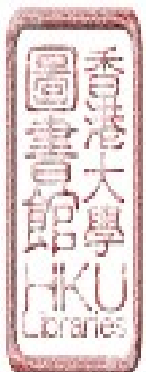


engagement process depend on the nature of the issues and status of the society (Fung, 2006).

Inclusiveness: Participants selection method

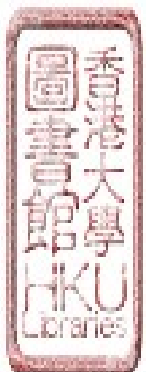
Inclusiveness in an engagement process is a common concern by different scholars, (Arnstein, 1969; IAP2's, 2007; Fung, 2006; CCSG, 2007; Fishkin, 2009). The level of inclusiveness of a civic engagement exercise has important impact on the outcomes of the policy or project. With the appropriate level of inclusiveness, the next concern is how the decision is made. How the participants interact with each other when making the decision for the public policy and project may influence the effectiveness of the engagement process. These two criteria provide an outline to understand a civic engagement strategy.

There have been arguments on how inclusive is enough for an effective civic engagement. However, scholars like Fung (2006), Arnstein (1969), Fishkin (2009), considered that the level of inclusiveness of the civic engagement exercise represents the level of democracy, which includes legitimacy and justice, as mentioned by Fung (2006).



The level of inclusiveness does not only mean who participate in the civic engagement process, nor whom the government invites. It represents whether the voices of a diversity of citizens/ stakeholders being heard. These participants should include those affected by the policy, including those “have-nots”. One of the difficulties of achieving maximum inclusiveness is that these “have-nots” are difficult to include in the process. They may be willing and unable; or they may be unwilling, as considering their voice would not be heard.

For analyzing the level of inclusiveness, Fung (2006) identified eight levels of selection methods, from the higher level of exclusiveness to the higher level of inclusiveness, as shown in Figure 2.1. Within these eight levels of selection methods, he divided them into three groups. The most inclusive one is the public. It is named as the “Diffuse Public Sphere”, which is the public. It includes the whole public sphere. Then the second group is the “mini-public” which includes five different selection methods: Self-selected; Targeted Recruiting; Random Selection; Lay Stakeholders; and Professional Stakeholders. And the third group is the “state” (or the government), which includes “Elected Representatives” and “Expert Administrators”. He considered that the “mini-public” is the most desirable form of representing the public. It may be difficult to include the whole



public sphere in every policy-making process, but to have a higher level of representative, the form of “mini-public” is necessary. Fung (2003) also stated that mini-public can enhance the effectiveness of policy-making.

Figure 2.1 – Participant selection methods

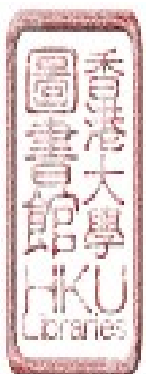
Expert Administrators	Elected Representative	Professional Stakeholders	Lay Stakeholders	Random Selection	Open. Targeted Recruiting	Open, Self-Selection	Diffuse Public Sphere
State			Mini-Publics			Public	
←More						More →	
Exclusive						Inclusive	

Source: Fung (2006, 66-75)

Decision making: Interaction mode

How the decision is made in an engagement process affects the outcomes of the public policy or project. Such decision should be made by different mode of interaction between the participants in the engagement process. And how they interact with each other may affect the making and the quality of the decision.

Arnstein (1969), an earlier scholar had suggested an eight rungs ladder to represent

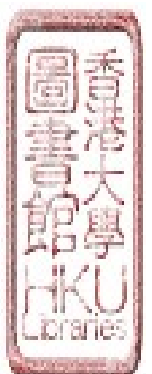


the different levels of civic participation. She grouped these eight rungs into three levels: nonparticipation; tokenism; and citizen power: see Figure 2.2. She considered that civic participation should go toward the direction of “citizen control”, where most of the power of governance shifted to citizens. It was commented by Ruesga and Knight (2013) that it is almost impossible to reach such level of civic participation for a government as a whole, may be it is possible to have such level in certain issues, such as citizen juries, but for the whole government operating solely under citizen power is not feasible.

Figure 2.2 – Eight rungs on a ladder of citizen participation

Citizen Control	Citizen Power
Delegated Power	
Partnership	
Placation	Tokenism
Consultation	
Informing	
Therapy	Nonparticipation
Manipulation	

Source: Arnstein (1969: 216-224).



On the other hand, IAP2 divided the level of public participation into five levels: Inform; Consult; Involve; Collaborate; and Empower: see Figure 2.3. The highest level of this spectrum is similar to the one of Arnstein, which is also having the public to decide on the policy. And on the lower end, it is informing the public, which is similar to the third level – Informing, of Arnstein’s model.

Figure 2.3 – Spectrum of public participation

Increasing Level of Public Impact →				
Inform	Consult	Involve	Collaborate	Empower

Source: International Association for Public Participation (IAP2) (2007)

Integrated model: A mix of method and mode

The levels of “Participation Selected Methods” and the “Interaction Mode” are interrelated. The interrelationship is depicted in Figure 2.4.

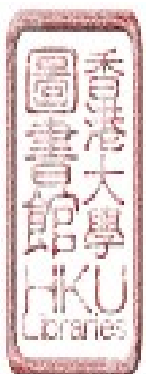
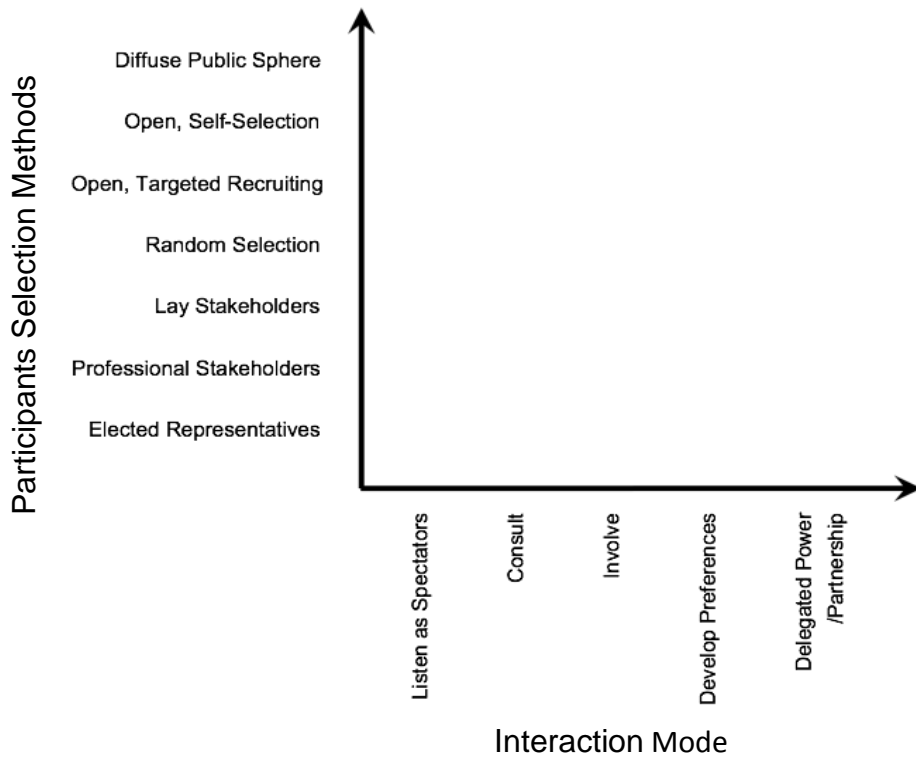


Figure 2.4 – Integrated model



Source: Adapted from Arnstein (1969, 216-224), IAP2 (2007), and Fung (2006, 66-75).

The scale of Fung’s “Participation Selection Methods” in his Democracy Cube with some modifications is used as the scale of one of the criteria. The original eight levels are simplified to a seven levels scale, and listed in Table 2.2.

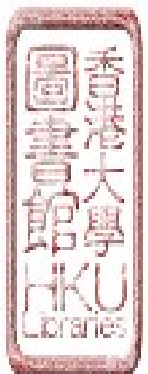


Table 2.2 – Participation Selection Methods

Level	Participation Selection Methods	Description
1	Elected Representatives	Elected professional politicians represent citizens' interests
2	Professional Stakeholders	Paid professional representatives of organised interests and public officials
3	Lay Stakeholders	Unpaid citizens with deep interest in some public concerns and willing to invest substantial time and energy
4	Random Selection	Random selected citizens from the general population
5	Target Recruiting	Special incentives to attract target group(s) of the general public
6	Self Selection	Open to the general population
7	Diffuse Public Sphere	Public

Source: Fung (2006, 66-75)

As shown in Figure 2.4, “The Ladder of Citizens Participation” of Arnstein, the “Spectrum for Public Participation” of IAP2, and the “Modes of Communication and Decision” of Fung’s Democracy Cube can be combined and simplified to assess the mode of interaction.

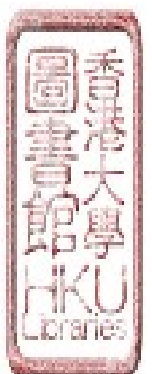
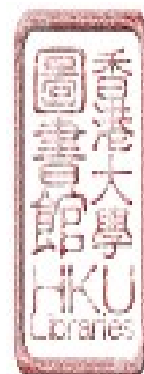


Table 2.3 – Interaction Modes

Level	Interaction Mode	Description
1	Listen as Spectator	Participants mainly receive information about the policy or project and do not express their own views
2	Consult	Obtain feedbacks from public and publics will be informed and listened to. Publics' feedbacks may influence the decision.
3	Involve	To work directly with the public throughout the process. There is promise that public's concerns and feedbacks will be reflected directly in the policy or project.
4	Develop Preferences	Participants can explore, develop, and transform their preferences and perspectives.
5	Delegated Power/ Partnership	The public have some power over policy making. The responsibilities of the decision are shared by the public and the government.

Source: Adapted from Arnstein (1969, 216-224), IAP2 (2007), and Fung (2006, 66-75).

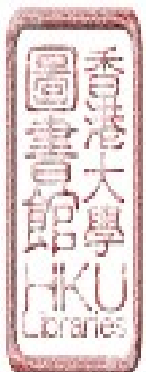


Evaluation of the Outcomes of Civic Engagement Strategies

Fung (2006) argues that there is no ideal form of civic engagement, the results of the civic engagement depend on the nature of the issues and status of the society. He also states that the important elements of democratic governance – justice, legitimacy and effectiveness can be actualized by good civic engagement.

Effectiveness is whether the civic engagement process enhances the quality of the policy or project. An effective civic engagement should increase the awareness of the public on the policy or project. With the understanding and the involvement of the public, the policy or project should be widely accepted by the public and the implementation should go smoothly without strong objection from the public, and hence leading to a smooth implementation of the policy. An effective civic engagement should have made contribution in the level of the legitimacy and justice of the policy.

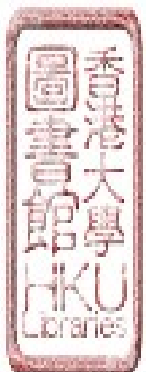
Fung (2006) suggested that “a public policy is legitimate when citizens have good reasons to support it”. A legitimate policy should be widely accepted by the public. If the civic engagement process of the policy-making is inclusive with intensive



communication, the public policy is likely to be legitimate. The level of legitimacy should be evaluated by the level of public acceptance of such policy. The relationship between legitimacy and rules, beliefs, norms is indivisible (Scott, 2010).

Justice implies a fair and reasonable process. Achieving justice does not mean inviting everyone and letting them deliberate. It is more important that the civic engagement process help to balance the benefits of different group of citizens, and whether this balancing result reflects in the implementation of the process. For the participants, they should have equal chance to express and discuss their concerns toward the policy. Their opinions should be treated equally without prejudice.

These three criteria, (1) effectiveness; (2) legitimacy; (3) justice, are interrelated and affect each other. The effectiveness of the civic engagement can be evaluated in the following areas: (i) whether the project is accepted by the general public; (ii) whether opinions of stakeholders are equally heard; (iii) the impact of public opinions collected during the civic engagement process towards the final decision of a project.

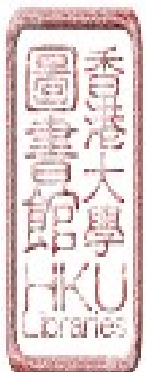


Evaluating a civic engagement outcome is difficult, as it depends on the changing political and socio-economic environment. Usually, policies that would involve public are more complex requiring lengthy process. It is difficult to predict the environment at the time of the implementation of the policy, however the result would affect the outcomes, especially in the acceptance of the public towards the policy.

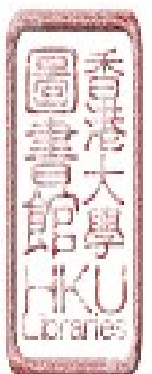
Concluding Comments

Civic engagement is one of the tools to improve the level of effectiveness, legitimacy, and justice of a public policy, and hence enhancing the quality of governance. No matter whether it is the request from the citizens or for acquiring in-depth understanding on the problems and innovative solutions, civic engagement is essential in public management.

The analytical framework established in this chapter provides a structured way to compare the outcomes of the two civic engagement strategy used in the rehabilitation of the Anderson Quarry. The participation selection methods and the interaction modes are identified as the analysis criteria. With this analysis, the



project further evaluates the outcomes of the two civic engagement strategies based on the effectiveness, legitimacy and justice of the project outcomes. In the last chapter, the two civic engagement strategies will be compared and analyzed and recommendations will be made with a view to identifying areas for improvement in the civic engagement processes for planning of urban development projects.



CHAPTER THREE: ECOLOGICAL RESTORATION OF ANDERSON QUARRY

Introduction

This chapter provides background information on the landscape problem created by the quarry operation, the ecological restoration committed by the Government, and the implementation of two separate development projects at the same area of Anderson Quarry. This information is important to understand the planning intentions of the two projects and why the Government has adopted different civic engagement strategies for them, in line with matters addressed in Chapter 2.

Landscape Problem and Commitment on Ecological Restoration

The 86 ha Anderson Road Quarries have been in operation since 1956, resulting in steep and bare rock faces over 200m high extending over a distance of about 1.5km: see Figure 3.1. The site is standing at urban fringe between Ma On Shan Country Park, Wilson Trail and dense residential area of Sau Mau Ping: see Figure 3.2. The 200m high quarry face at one of the highest point of Kowloon has been regarded as a major landscape scar: see Figure 3.3.

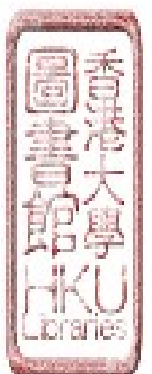
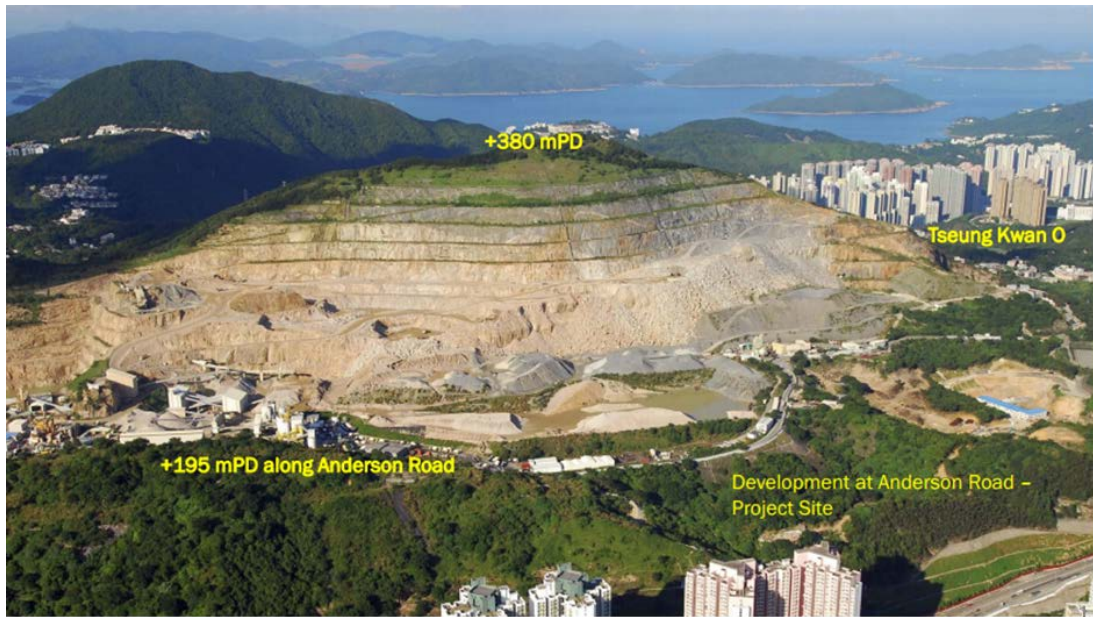


Figure 3.1 – Overview of Anderson Quarry



Source: Geological Society of Hong Kong (2010:3)

Figure 3.2 – Topography of Anderson Quarry



Source: Geological Society of Hong Kong (2010:4)

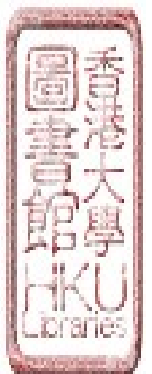
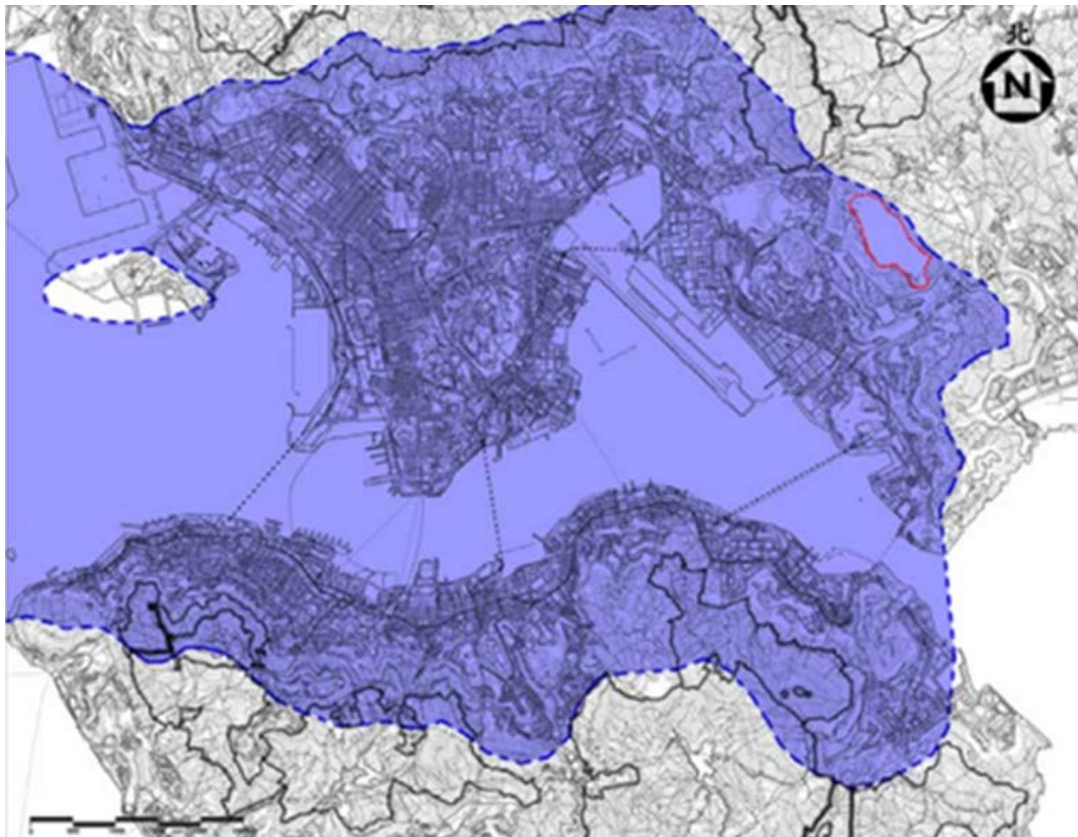
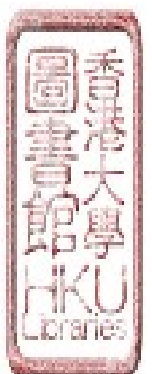


Figure 3.3 – Visual Impact of Bare Rock Face of Anderson Quarry



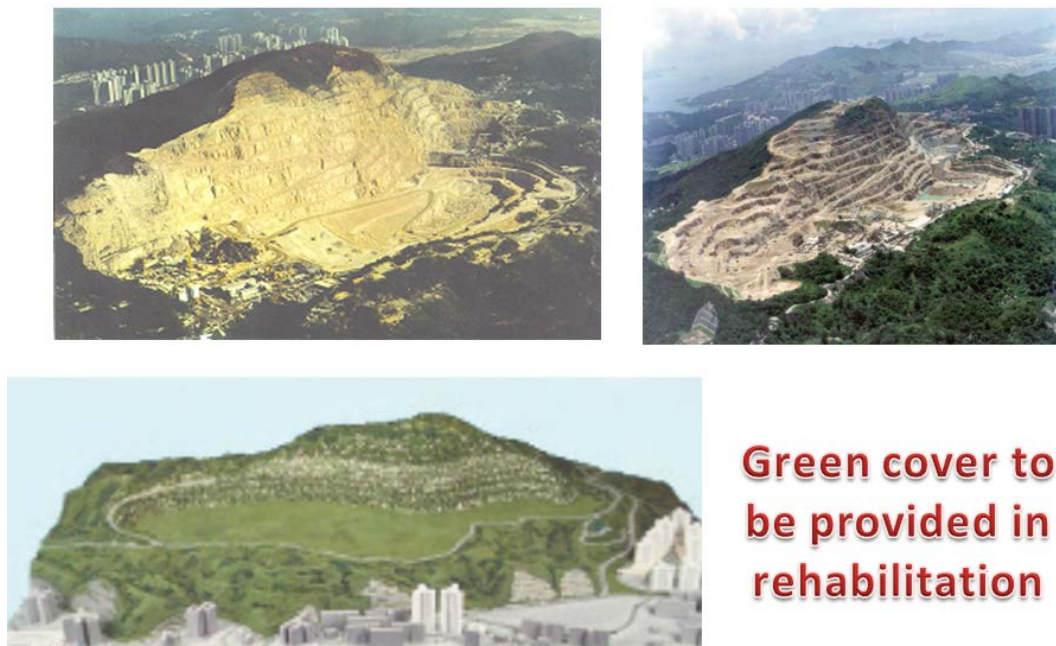
Source: Thomas Tai (2009:15)

The huge landscar visible to most of the Metropolitan area of Hong Kong has been arousing the public criticism since 1980's. As a result of the main findings of the Government's Metroplan Landscape Strategy for the Urban Fringe and Coastal Area that recommends rehabilitation to the site of the Anderson Quarry because of the degraded landscape, the Government decided to close the Anderson Quarry in near future and restore the site ecologically through rehabilitation. According to The Society for Ecological Restoration International (SERI), ecological restoration is defined as the process of assisting the recovery of a degraded, damaged, or



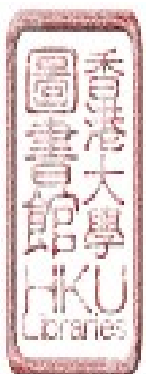
destroyed ecosystem (SERI, 2004). The aim of the ecological restoration policy is simply to revert the quarry sites back to a natural-looking state or to turn a once bare-looking eyesore landscar into an area covered with trees and vegetation which is in harmony with the natural environment and suitable for future development: see Figure 3.4.

Figure 3.4 – Comparison of the landform during quarry operation and the original proposed final landform after rehabilitation with green cover



Source: Development Bureau (2013)

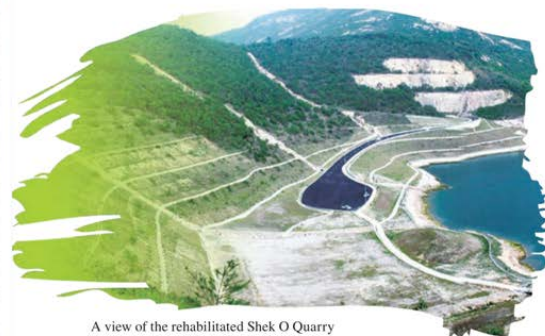
Since then, all quarries including Shek O Quarry and Lamma Quarry have been successfully rehabilitated in 2011 and 2002 respectively, except the Anderson Quarry which is still operating until 2016: see Figure 3.5 (Geotechnical Engineering Office, 2011). The rehabilitation works involved major recontouring



and extensive planting to form an attractive green cover to the sites, formed for a variety of uses beneficial to the community. Despite the commitment on ecological restoration of the Anderson Quarry in 1989, the town planning process for the future land use of the site has taken a long time for over 20 years and a 2-stage civic engagement was finally conducted to seek public views on future land use planning and design of a major part of the Anderson Quarry in 2011 and 2012.

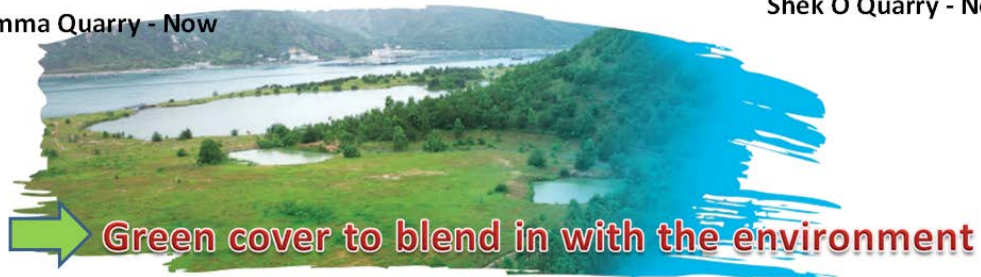
Figure 3.5 – Ecological restoration in other quarries

Successful Ecological Restoration in Other Quarries

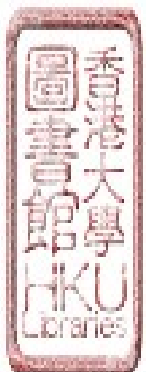


Lamma Quarry - Now

Shek O Quarry - Now



Source: Civil Engineering and Development Department (2013:4)



Splitting of the Anderson Quarry Future Development into Two Projects under Different Planning Intentions

The outline treatment and future development of the completed Anderson Road Quarry was first proposed in “The Metroplan Landscape Strategy for the Urban Fringe and Coastal Areas” published by PlanD in 1989. However, the proposal did not go into deep and no public consultation was conducted at that time. Since then, the surrounding environment has changed a lot and numerous residential developments have been developed in the surrounding. In the past, there was a wide large parcel of green area covered with vegetation and big trees to separate the quarry and the Now, the Anderson Quarry is surrounded by public housing area in three side including Po Tat Estate from the south, Sau Mau Ping Estate, Shun Tin Estate and Shun Lee Estate to the North West: see Figure 3.6. According to the latest population survey data by the Census and Statistics Department, there are over 0.5 million people living in this mid-level Kowloon East area.

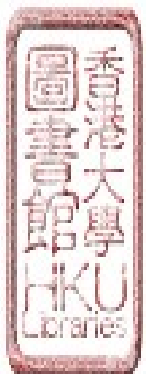
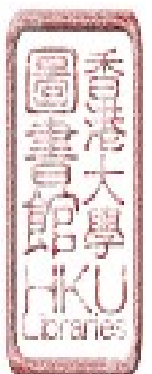


Figure 3.6 – Landscape Changes of Anderson Quarry since 1990



Source: Development Bureau (2011:1)

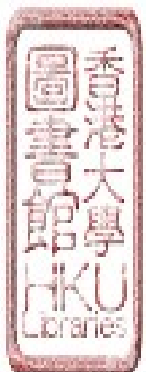
The Government did not commence the ecological restoration immediately after the commitment in 1989. What the Government did was to follow the typical workflow of the traditional public works project at that time to conduct planning and engineering studies and to adopt a traditional general practice of public consultation such as attendance to the meetings of interest groups, DCs and LegCo to solicit the agreements with prominent individuals and organized interest groups which often did not represent all the views from the public. The Government actually commissioned the Study on Rehabilitation of Anderson Road Quarries and its recommendation on a hybrid scheme of different land uses including private and



public housing, open space and recreation was endorsed by the Committee on Planning and Land Development (formerly known as Development Progress Committee) on 24 February 1992 (Civil Engineering Development Department, 2014).

In view of the housing shortage problem in mid-90's, the government identified lower part of the quarry site immediately above Sau Mau Ping Road (i.e. the lower site) as a potential site for boosting land supply for housing in 1996. The then Civil Engineering Department (CED) commissioned the Planning and Engineering Feasibility Study for Development at Anderson Road in August 1997 and completed it in October 1998 (Finance Committee, 1998). The Study divided the quarry area into two development stages. The upper quarry site was identified as the Stage 1 development while the lower quarry site was identified as the Stage 2 development under a same project. In late 90's, the upper and lower sites were both under a same development project implemented by a single government department, CED, though in different stages.

In order to facilitate a fast-track implementation to meet the housing demand, the lower site was taken out from CED's project (i.e. the original Anderson Road



Quarry Stage II and later renamed as Public Housing Development at Anderson Road (DAR) that was since then delinked from the ecological rehabilitation of the Anderson Quarry) as a potential site to boost the supply of land for housing as first recorded in the LegCo Paper in 1999. This DAR project was undertaken by HA under the Transport and Housing Bureau to build public housing estates for a designed population of around 48,300. For the upper quarry site, this original Stage 1 development project was renamed as Anderson Quarry Rehabilitation (AQR). The Government decided to let the Anderson Quarry at the upper site continue its operation. In March 1997, the Government awarded a new quarry 17-year long contract to continue the quarry operation although the new contract also required the contractor to carry out rehabilitation and to form a 40 ha large platform for future development in housing purpose. The future land use for AQR and its subsequent development were undertaken by CEDD and PlanD, both under the Development Bureau (DEVB) : see Figure 3.7.

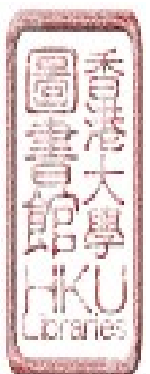
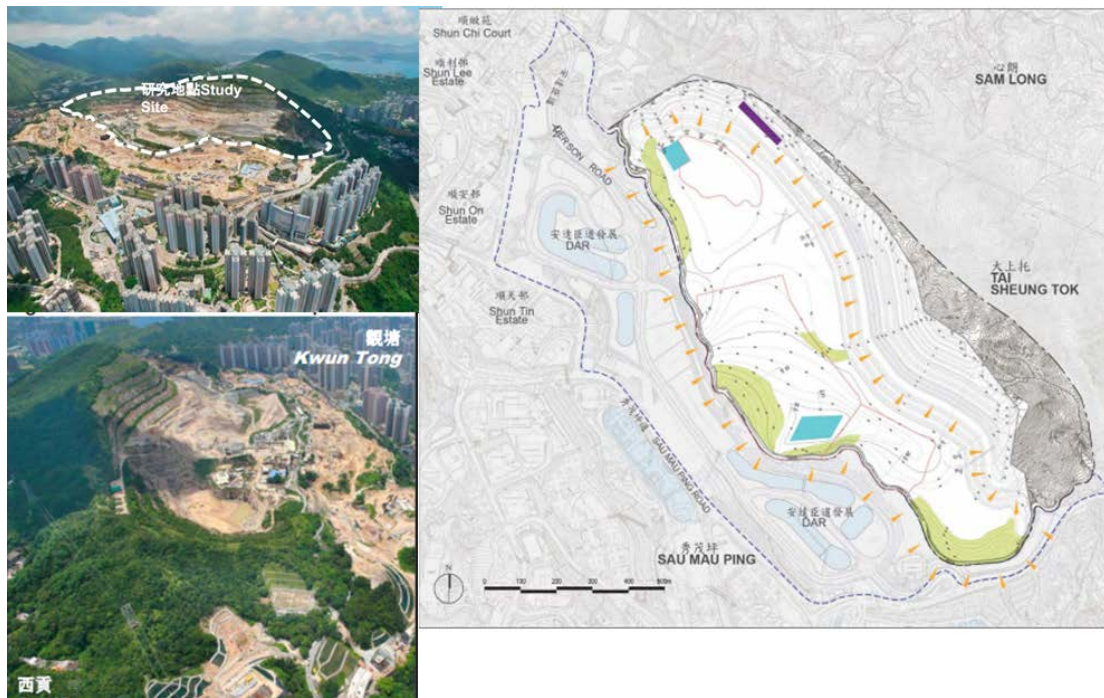


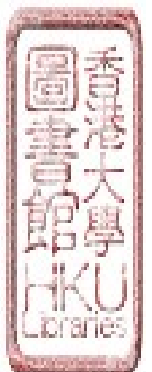
Figure 3.7 – Designed layout of final landform



Source: Development Bureau (2011:2-14)

The Impact of the Policy Change in Housing Supply on the Implementation of Ecological Restoration of Anderson Quarry

The Territorial Development Strategy Review in 1996 concluded inadequate housing supply to meet the anticipated housing demand after 2000-01 and therefore identified the lower part of the Anderson Quarry as a potential site to boost the supply of land for housing development. In 1997 when the new housing policy for annual housing production of 85,000 flats was announced, the Working Group on Housing Sites confirmed in November 1997 that the lower quarry site was selected



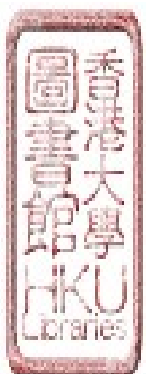
for assessing their suitability for housing development. This lower quarry site included a large parcel of green area with extensive vegetation but was decided to turn into a public housing area to house a new population of around 48,000: see Figure 3.8.

Figure 3.8 – Aerial Photos of Anderson Quarry



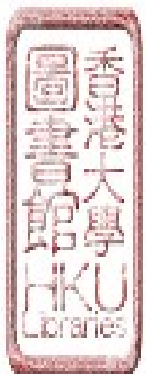
Source: Thomas Tai (2009:13)

As a result of the economic downturn from 1997 to 2002, the policy changed again and the Government announced a re-positioning of housing policy in November



2002, including a measure to stop producing and selling Home Ownership Scheme housing flats indefinitely from 2003 onwards. The lower site originally included both Public Rental and Home Ownership Scheme housing flats was terminated in July 2004 as it was decided not to proceed with the construction works at the time.

In 2006 and 2007, the housing shortage problem suddenly aroused the public concerns again. The Government consulted DCs and LegCo to reactivate the housing development at the lower site. The feasibility of the proposed housing development at the lower quarry site was reviewed and confirmed by CEDD in January 2007. The Government then decided that the lower site should provide land solely for public housing development to accommodate around 48,600 new population, and proceeded with the construction works. Also, on 23 April 2008, the Committee on Housing Development formally gave policy support to conduct a planning and engineering study on the future use of the upper quarry site so as to identify sites for long term land supply for housing. The study for the future land use at the upper site was driven by the policy support from the Committee on Housing Development whose duty is on housing development and not related to ecological/environmental protection.



In terms of ecological restoration, the Government formulated its policy in 1989 and told the Advisory Council on Environment in 1999 that the future land use of the quarry site could be open area, housing site or a combination of both with any concrete proposal. Nevertheless, it could be seen that both the lower quarry site and the upper quarry site were identified and selected for producing a huge number of housing flats as a result of the new housing policy: see Figures 3.9 & 3.10.

Figure 3.9 – Magnificent view from Anderson Quarry



Source: Alexander Eighteen (2011)

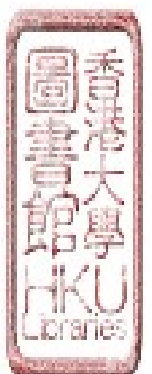


Figure 3.10 – Comparison of the conditions before and after completion of the public housing project at the lower site of Anderson Quarry in 2016

Early 2010



After completion of housing project (48,300 ppls) at lower site In 2016

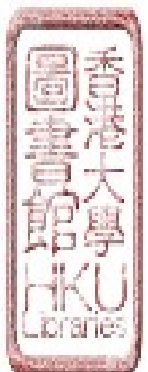
Development at upper site (25,000 ppls) not yet included.



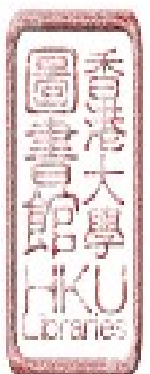
Source: Planning Department (2012:17)

Traditional Practice of Public Consultation for the Development Project at Anderson Quarry

Since 1990's, the Government has been consulting the Town Planning Board, the Development Progress Committee, the Advisory Council on Environment, DCs and LegCo including its former LegCo Panel on Environmental Affairs in developing the rehabilitation scheme for the Anderson Quarry under the traditional practice of public consultation before the Government conducted civic engagement for the upper and lower sites in late 2000's and early 2010's.



The government commissioned a study on rehabilitation of Anderson Quarry in early 1990 and recommended a hybrid scheme of different land uses including private and public housing open space and recreation which was submitted to the Development Progress Meeting for consultation and endorsement in February 1992. The government then did not carry out any public consultation until it decided to commission a planning and engineering feasibility study for the proposed future development at Anderson Road which they consulted the Public Works Subcommittee of LegCo in May 1997. In the course of this early study, new housing developments were proposed at a platform site covering about 40 hectares of Anderson Road Quarries (the upper quarry site) and at an area below Anderson Road covering about 20 hectares (the lower quarry site) that was included in the 1998 Central and East Kowloon Development Statement. After the master layout plan was endorsed at the Committee on Planning and Land Development in August 1998 as a basis for proceeding with the detailed planning and design for the development, the government then consulted the DCs, Town Planning Board and LegCo from August 1998 to May 1999 to solicit their support. At that time, the development was proposed to provide about 13,300 residential units to accommodate about 41,000 persons in the lower site for target first population intake in 2009 (Housing Bureau, 1999). The Master Layout Plan was included in

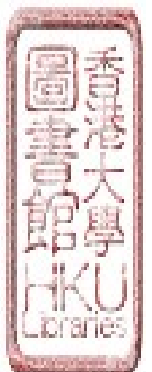


the LegCo paper for consultation.

After the government had solicited the support from the DCs, LegCo and Town Planning Board, it proceeded with the gazettal procedures under the relevant ordinances to allow public to inspect and object to the planning proposals. These consultation activities were mainly to satisfy the statutory requirements of various ordinances including the Town Planning Ordinance, the Lands Resumption Ordinance and the Environmental Impact Assessment Ordinance. Subsequently, the Advisory Council on the Environment endorsed the Environmental Impact Assessment report on 26 January 1999 (Advisory Council on Environment, 1999) and the Chief Executive in Council approved the relevant outline zoning plan on 20 October 2000.

Concluding Comments

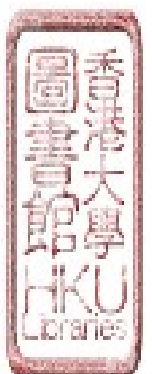
The government committed to ecologically restore the Anderson Quarry in 1989 but the town planning process for the future land use of the site has been taking more than 20 years with limited public consultation in the policy-making process until recent years. Throughout this long period of time, the government initially



followed the typical workflow of the traditional public works project to conduct planning and engineering studies and to adopt a traditional general practice of public consultation from 1992 to 2002 such as attendance to the meetings of various advisory bodies, DCs and LegCo, and the statutory public consultation process under the relevant ordinances.

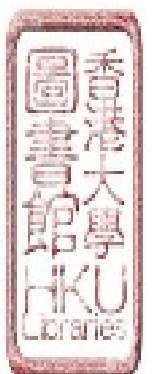
Despite that the commitment on ecological restoration, the government decided to split the site into two and turn the lower site into a pure public housing estate to meet the large housing demand in mid 1990's. As a result of the economic downturn from 1997 to 2002, the development project at Anderson Quarry was suspended until mid 2010's.

In recent years, the government has taken a new approach to engage the public in a 2-stage civic engagement in planning the future land use of a major part of the Anderson quarry (the upper site) in 2011 and 2012. Different strategies to engage the public in planning the future land use of Anderson Road has been adopted in the long town planning process, looking for meaningful input from the public participation in the decision-making process. Chapter 4 will analyze the different civic engagement strategies adopted for the lower and upper sites under different



departments and bureau, based on the analytical framework developed in Chapter

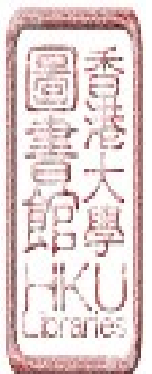
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CHAPTER FOUR: ANALYSIS OF CIVIC ENGAGEMENT STRATEGIES

Introduction

Chapter 3 addressed the background of Anderson Road quarry site and Anderson Road Development. This chapter analyzes the civic engagement strategies adopted in the development under the Anderson Road quarry site and Anderson Road Development, based on the analytical framework in Chapter 2. The discussion and analysis of the civic engagement strategies are divided into two parts since the projects have been undertaken by two different government departments. The first part relates to civic engagement of the public housing project conducted by HA, while the second part refers to civic engagement under a planning study on the future land use of the Anderson Road Quarry, which was commissioned by Planning Department (PlanD).

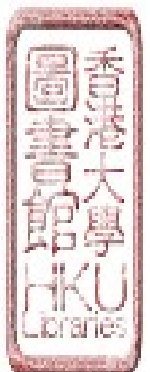


Civic Engagement for Anderson Road Quarry Rehabilitation and its Future Land Use by the Planning Department (Upper Site)

Project background

The quarry site at Anderson Road covered approximately 86 hectares area. After completing the rehabilitation of the quarry site, about 40 hectares of land will be ready for subsequent development, expecting in 2016. Over the years, there were various development proposals suggested and planned. Planning Department carried out a consultant study in January 2011 in order to examine the potential land use for the quarry site, including the potential for residential uses. Planning Department had defined a very grand Study Vision, which included reshaping the Anderson Road quarry site into a green and livable community, and fulfilling the territorial, local and district needs, as follows (*Planning Department, 2011*):

- (i) Territorial Needs:
 - Meeting housing demands
 - Exploring economic and recreational opportunities



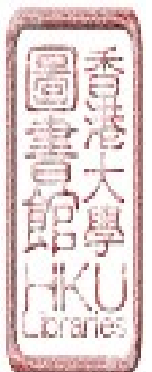
(ii) Local Needs:

- Developing a green, sustainable and pedestrian-friendly environment
- Best utilization of the distinct landform

(iii) District Needs:

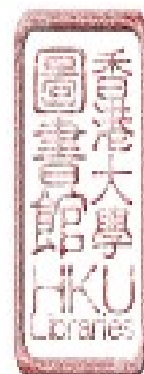
- Diversifying housing choice (most of the residential in the district are public housing)
- Complementing existing community facilities
- Respecting Transport and Infrastructural constraints
- Echo with the environment within the district

The study area was designed to cover comprehensively nearby areas including the adjacent housing estates and road network such that the cumulative effective in various aspects could be truly reflected in the Study. The study areas covered totally 298 hectares, including the Anderson Road quarry site (i.e. Upper Site), Development at Anderson Road (i.e. Lower Site) and other public rental housing estates in the district, such as Po Tat Estate, Sau Mau Ping Estate, Shun Chi Court, Shun Tin Estate, Shun On Estate, Shun Lee Estate and Ma Yau Tong Village.



Study process

The study was carried out in three major phases and a two-stage civic engagement exercise was deployed to collect public views, encourage public participations and promote mutual trust between citizen and government. During the Inception Phase, the study team carried out a baseline review to identify the basic conditions, development constraints and to formulate the study vision and guiding principles. During the Option Formulation Phase, the study team designed two initial land use options based on the baseline review and preliminary assessments. *Stage 1 civic engagement* was carried out during the latter part of this Phase to gather the views from public regarding the two initial land use options. Finally, during the Preferred Option Finalization Phase, the study team derived a preferred land used option based on the public views collected in the Stage 1 civic engagement and their technical assessments. The study team prepared a draft Recommended Outline Development Plan (RODP) reflecting the preferred option, a Preliminary Urban Design Plan and a Preliminary Landscape Master Plan. Then, Stage 2 civic engagement was conducted to seek public views on the preferred option and draft RODP. After considering public views received in Stage 2 civic engagement, the study team revised the draft development plans and finalized as the Final RODP,



Recommended Urban Design Plan and Recommended Landscape Master Plan, in order to satisfy the statutory requirements such as the Town Planning Ordinance.

(a) Stage 1 civic engagement.

This stage was conducted during a 3-month period from 30 August 2011 to 30 November 2011. The study team sought views from the public regarding the two initial land use options: see Figures 4.1 and 4.2. The options were designed according to the baseline review and preliminary assessments. Preliminarily, planned population was recommended between 22,000 and 30,000 and the housing mix ratio was proposed as 80:20 (private:subsidized). (*Planning Department, August 2012*)

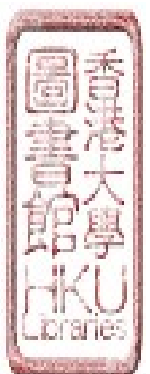
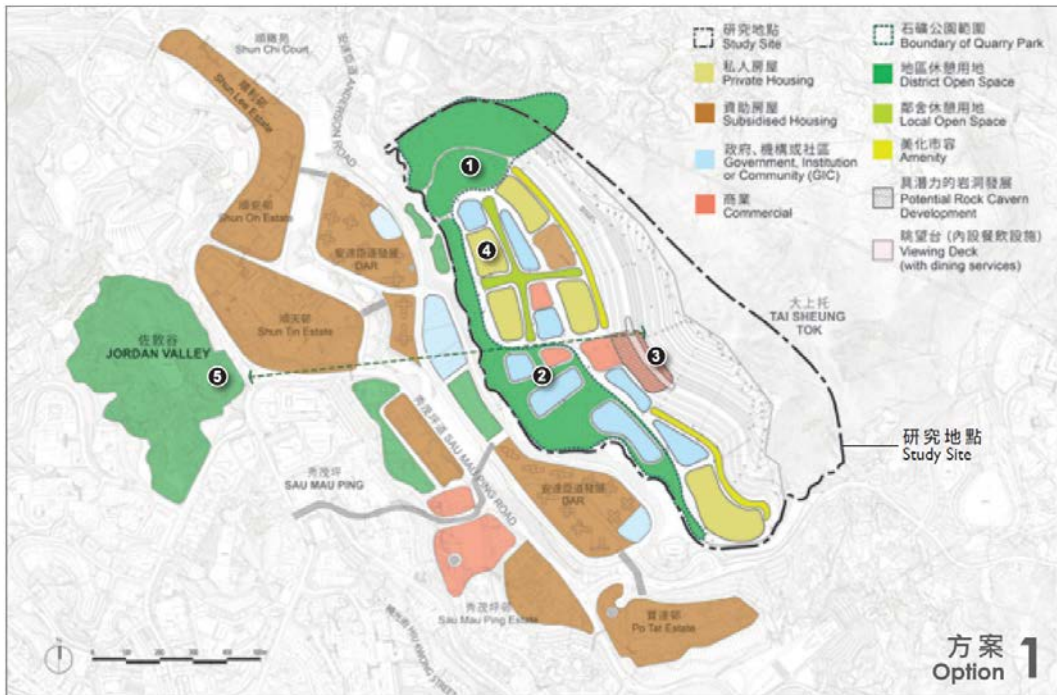
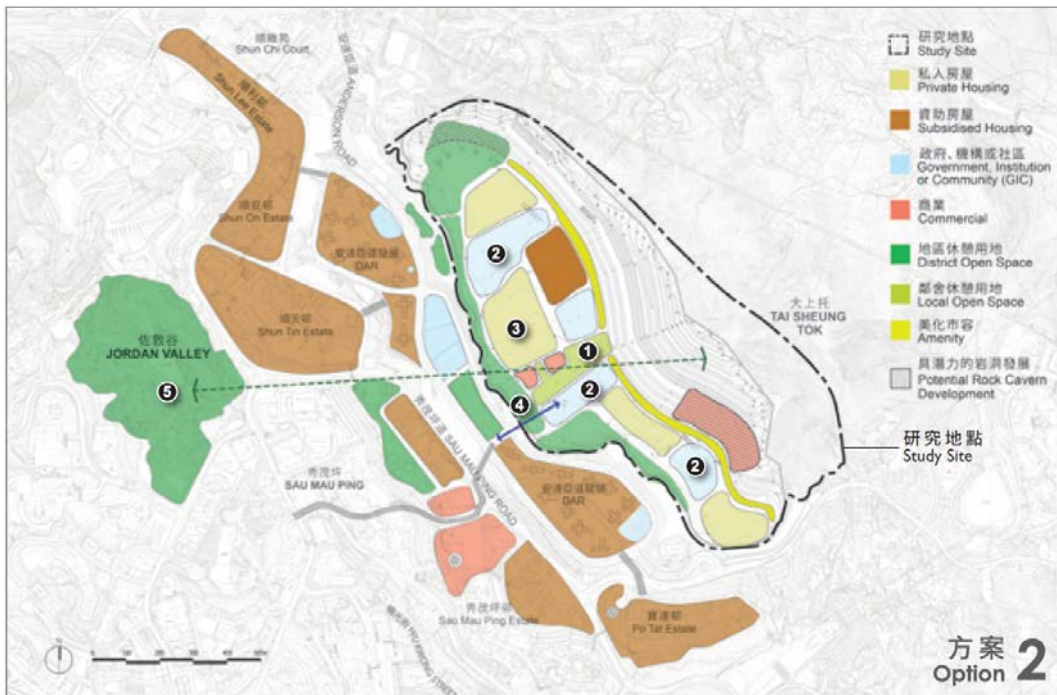


Figure 4.1 – Initial Land Use Option 1

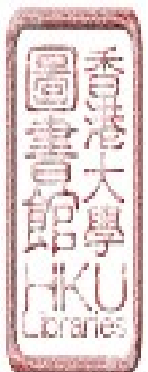


Source: Stage 1 Community Engagement Digest (Planning Department, September 2011)

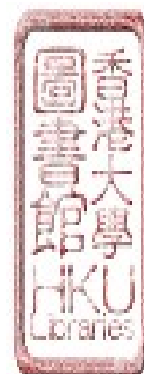
Figure 4.2 – Initial Land Use Option 2



Source: Stage 1 Community Engagement Digest (Planning Department, September 2011)

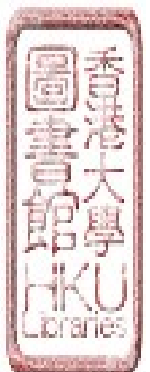


Stage 1 civic engagement included a wide variety of activities. In order to widely disperse the information to the public, Stage 1 Civic Engagement Digest, leaflets and posters were prepared and distributed to public for reference and a website was launched to provide a convenient access to information and materials related to the study and civic engagement activities. In addition, roving exhibitions with display panels were staged at five locations in Kwun Tong and Tseung Kwan O. Besides, eight briefing sessions were undertaken to solicit the views of the established statutory and advisory boards/committees. They included LegCo Panel on Development, Planning Sub-committee of Land and Development Advisory Committee, Town Planning Board, Kwun Tong and Sai Kung DC and the six Area Committees of these two districts. To facilitate the exchange of public views and discussion, a public forum was held at Kwun Tong Community Centre on 20 November 2011. There were forty participants from different backgrounds joined the public forum. A joint professional institute's workshop was also held on 14 December 2011 and attended by twenty members from four professional institutes. Finally, thirty-five written submissions were received by the end of Stage 1 civic engagement. Among them, twenty-six were made by individuals and the remaining nine were from institutes/organizations (including Hong Kong Institute of Architects (HKIA), Democratic Alliance for the Betterment and Progress of Hong



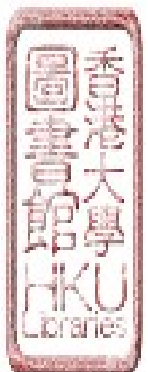
Kong (DAB), local residents' organization, a secondary school and five public concern groups).

Major public views collected in Stage 1 civic engagement were summarized by the study team as below. The recommended 22,000 to 30,000 population and the 80:20 (private:subsidized) housing mix ratio were considered as suitable. The proposed quarry park was well received by the public and the provision of a quarry museum was also suggested. Public considered that appropriate government, institution and community (GIC) facilities were necessary in order to fulfill the needs of residents. Besides, there were insufficient pedestrian walkways connecting with the town centre of Kwun Tong and other nearby areas and they urged for improvements. Public also suggested that the ridgeline of Tai Sheung Tok should not be obscured by high-rise buildings of future developments and creative usage should be designed on the existing rock face. Public indicated serious concerns on the potential adverse traffic impacts and they hoped that the government would provide improvement measures to cope with the additional traffic demand due to the new development. Furthermore, they suggested a design idea competition for the quarry park and rock face to encourage more public participation on the design and future usage.



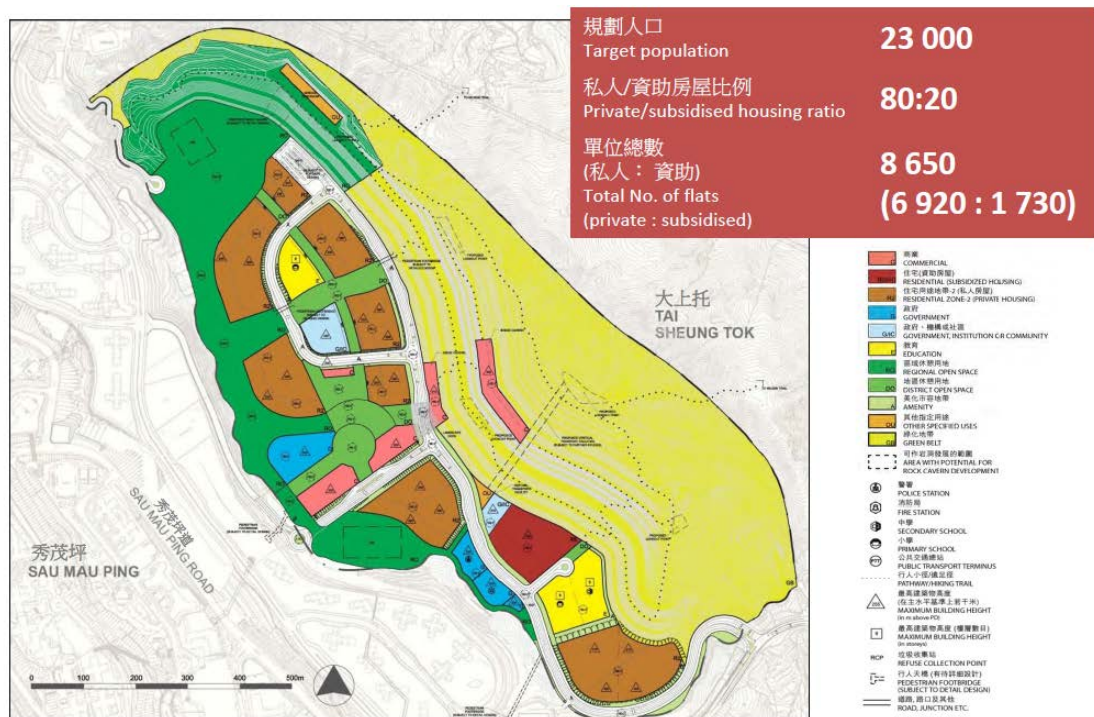
(b) Stage 2 civic engagement.

This engagement was conducted during a 3-month period from 26 June 2012 to 26 September 2012. The study team derived a preferred land use option based on public's comments on the two initial land use options collected in Stage 1 civic engagement as well as their technical assessments. They prepared a draft RODP reflecting the preferred option, a Preliminary Urban Design Plan and a Preliminary Landscape Master Plan, in order to satisfy the statutory requirements such as the Town Planning Ordinance. Some important planning parameters and design concepts were fixed and designed as follows. Planning of the quarry site should take advantage of its distinctive landform and the existing greening features of Tai Sheung Tok. The proposed development should create a green and sustainable residential community and develop a recreational destination. The planned population was recommended as 23,000 in order to respond for public's aspirations of low density. The proposed residential sites should be developed in plot ratios of 3.5 – 5.5 and 6.0 for private and subsidized housing respectively. The housing mix ratio was recommended as 80:20 (private:subsidized) in order to enhance the existing housing mix of the area, which was mainly subsidized housing. In respond to public's suggestion of appropriate GIC facilities, the design team highlighted a

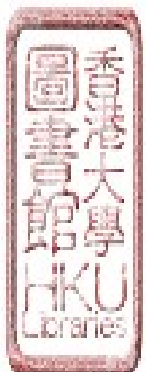


sizable Quarry Park as green focus and a low-rise Civic Core as community focus. They included multiple lookouts on rock faces connected with hiking trails and provided pedestrian walkways with greening features in the community areas and the Civic Core. Moreover, building height profile was designed to respect the ridgeline and to preserve existing key visual corridors. (*Planning Department, February 2014*): see Figure 4.3.

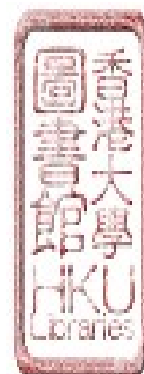
Figure 4.3 – Draft RODP for Stage 2 Civic Engagement



Source: Paper for LegCo Panel on Development “Planning Study on Future Land Use at Anderson Road Quarry – Draft Recommended Outline Development Plan”. (*Development Bureau and Planning Department, June 2012*)

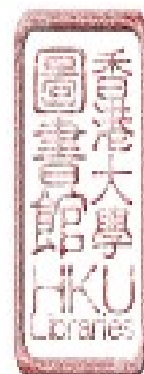


Stage 2 civic engagement also included a wide variety of activities. Distribution of Stage 2 Civic Engagement Digest, leaflets and posters were continued to be one of the major means for informing the public. The dedicated website was launched continuously and updated regularly to provide a convenient access to information and materials related to the study and civic engagement activities. Roving exhibitions with display panels, a physical model and computer animation were staged at seven locations in Kwun Tong and Tseung Kwan O. Besides, six briefing sessions were undertaken to solicit the views of the established statutory and advisory boards/committees. They included Kwun Tong and Sai Kung DC, Traffic and Transport Committee (TTC) of Kwun Tong DC, Area Committees of Kwun Tong and Sai Kung districts, Planning Sub-committee of Land and Development Advisory Committee and Town Planning Board. In response to DC members' concerns, joint site visit with fourteen Kwun Tong DC Members was held on 23 July 2012 to exchange views on proposed pedestrian connections and road improvement works. Another site visit with three Kwun Tong DC members was held on 14 September 2012 for further discussion on the proposed pedestrian connections. To facilitate the exchange of public views and discussion, a public forum was held at Kwun Tong Community Centre on 28 July 2012. There were about thirty participants from different backgrounds joined the public forum.



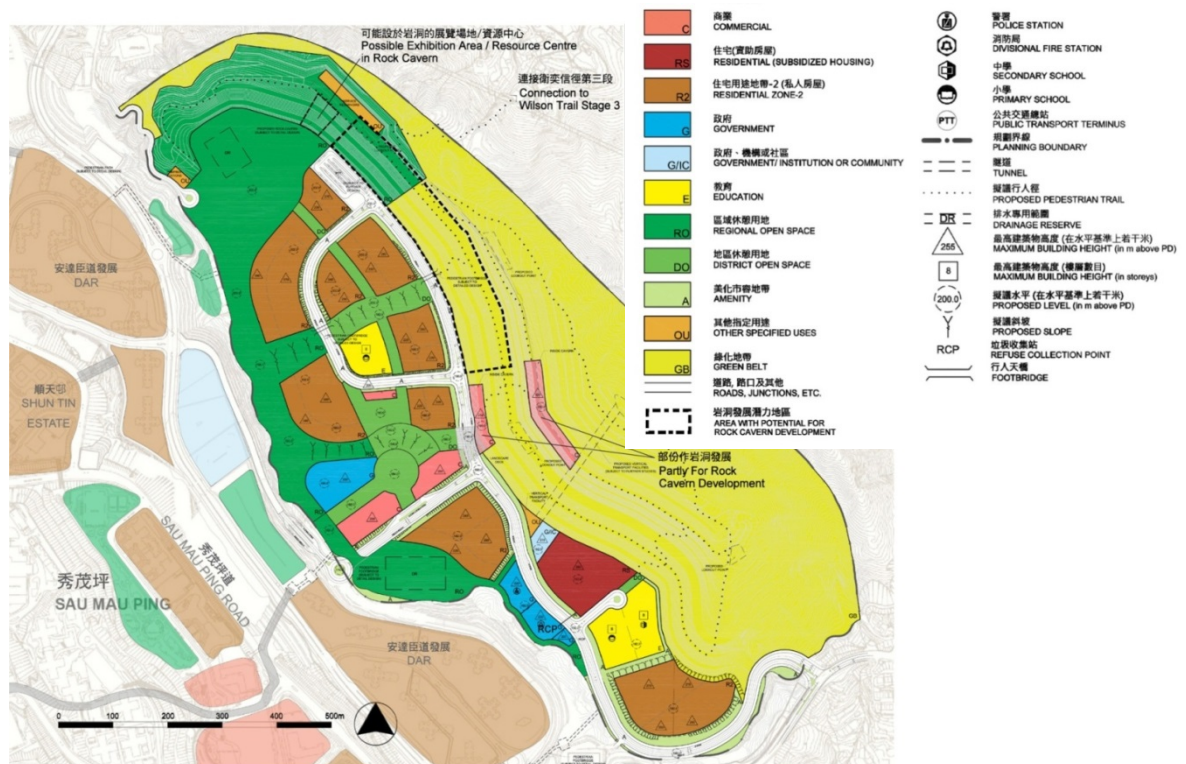
In response to public's suggestion, a design ideas competition was launched in late July 2012 to invite innovative concepts and ideas for designing the quarry park and future usage of the rock face. Among the twenty-three entries received, three winning and five merit prizes were selected. Prize Presentation Ceremony was held on 8 December 2012. Finally, three hundred and seven written proposals were submitted by the public in Stage 2 civic engagement. Among them, three hundred and four were made by individuals and the remaining three were made by the Association for Geoconservation in Hong Kong, Designing Hong Kong and Residents Association of Po Tat Estate. Among the three hundred and four individual submissions, some were made by member of Area Committee, Associate Professor from the University of Hong Kong, Chairman of TTC of Kwun Tong DC, and the Convener of the Concern Group on Development at Anderson Road.

The public views and comments collected in Stage 2 civic engagement were analyzed by the study team. They moved forward to finalize the RODP and other recommended improvement measures, particularly the road junctions and pedestrian connections improvement measures. The Final RODP was prepared, as shown in Figure 4.4. Finally, the target population was recommended at 25,000.

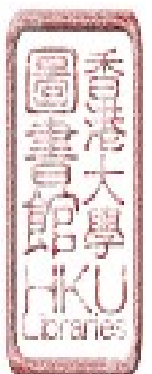


With the housing mix ratio maintained at 80:20 (private:subsidized), the targeted residential flats would be 9,410 comprising of 7,530 private and 1,880 subsidized residential flats.

Figure 4.4 – Final Recommended Outline Development Plan



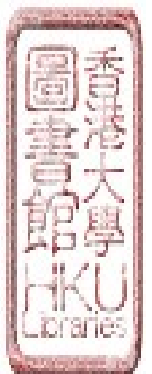
Source: Paper for LegCo Panel on Development “Planning Study on Future Land Use at Anderson Road Quarry – Final Recommended Outline Development Plan”. (Development Bureau and Planning Department, February 2013)



Analysis of civic engagement

Although there were public forums, roving exhibitions, Civic Engagement Digests, leaflets, posters and a delegated website prepared during the two-stage civic engagement, the overall participation rates were low. In Stage 1 civic engagement, there were only forty participants joined the public forum and only thirty-five written submissions were received. In Stage 2 civic engagement, there were only thirty participants joined the public forum and three hundred and seven written submissions received. Although the number of written submission increased in Stage 2, it was probably due to public awareness was raised after the quarry park and rock face design ideas competition. As the development at Anderson Road quarry site would unavoidably affect a huge amount of residents in Kwun Tong District and Sai Kung District, the overall number of participation for general public was considered as low. Therefore, the general public mainly received information about the policy or project and did not express their own views, i.e. “Listen as Spectator”, during the civic engagement exercise.

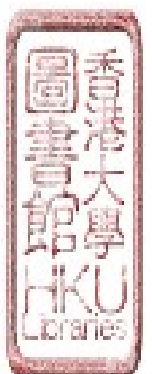
There were many civic engagement activities prepared for public to participate voluntarily, such as public forum and roving exhibitions. Besides, there were Civic



Engagement Digests, leaflets, posters and a dedicated website prepared during the two-stage civic engagement such that self-selected participants were free to express their views in the public forum and to send their written comments by post, fax or e-mail. The comments and feedbacks from these participants were collected and analyzed in the two-stage civic engagement process and might be reflected in the policy or project, i.e. Involve.

There were many civic engagement activities open for public participation for the targeted groups of nearby residents. Roving exhibitions were displayed at designated locations, e.g. nearby housing estates, community centres and Kwun Tong MTR Station, in order to attract the attention of these targeted groups of participants. Similar to the Self-Selection participants, their comments and feedbacks were considered by the study team but the level of interaction was limited to “Involve”.

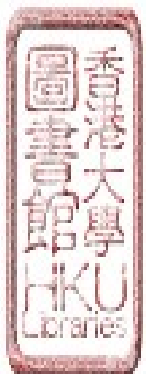
Randomly selected citizens from the general population, such as survey questionnaires by random selected participants via telephone or at designated locations, were not used in this study.



Unpaid citizens as lay stakeholders with deep interest, such as public concern groups, resident associations and specialist associations, also participated in the civic engagement of this study. They might express their views in various civic engagement activities of this study and participated in developing preference. Some of their concerns relating to environmental and traffic congestion problems might have influenced some amendments in the study. Therefore, their interaction mode was considered as “Develop Preference”.

Professional stakeholders included paid professional representatives of organized interests and public officials. They were participated actively in various civic engagement activities in this study, such as briefing sessions, public forums, joint professional institutes workshop as well as written submission of comments. These participants can explore and develop their preferences and perspectives as well as they possessed some power over policy making and influencing the study, i.e. “Delegated Power / Partnership”.

Elected representatives included those elected professional politicians representing citizens’ interests, such as LegCo members, DC members, and so on. Similarly, these participants can explore and develop their preferences and perspectives as



well as they possessed some power over policy making and influencing the study, i.e. “Delegated Power / Partnership”.

The above analysis of civic engagement strategies adopted in the study is graphically displayed in Figure 4.5. The figure illustrates that the civic engagement was carried out moderately. Although some mini-publics were getting “involved”, they could not reach the “develop preferences” level yet and the “delegated power” was only rested on the professional stakeholders and elected representatives. In addition, the analysis as shown in Figure 4.5 provides anchorage points for developing recommendations in the next chapter.

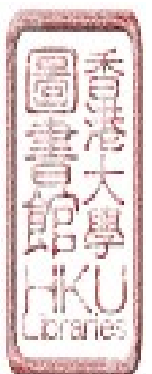
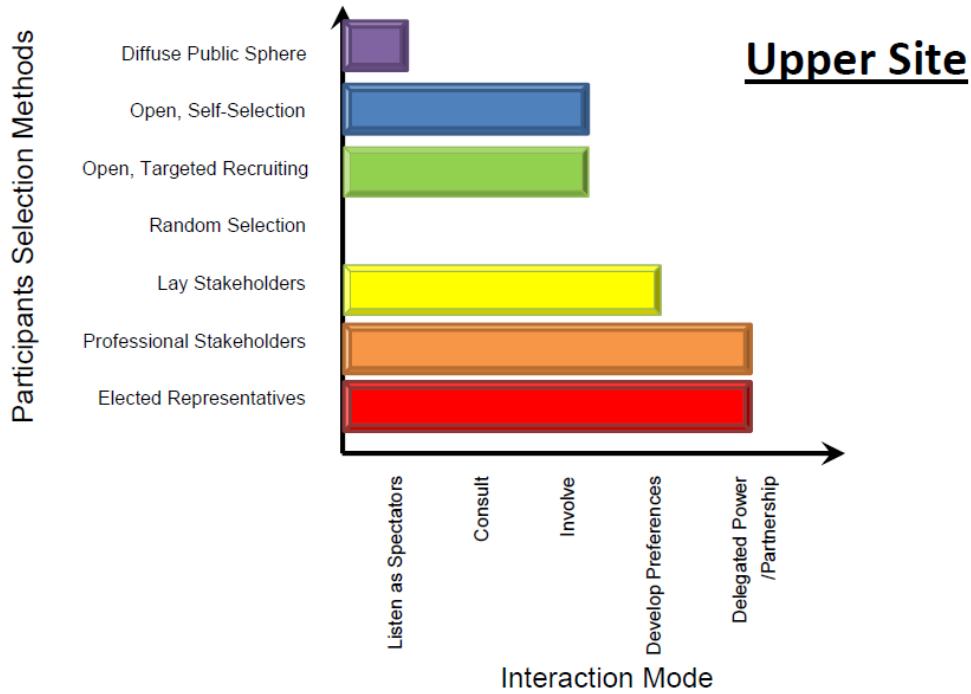
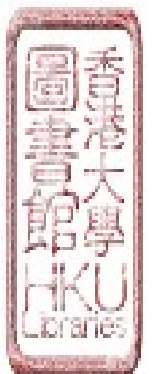


Figure 4.5 – Analysis of Civic Engagement Strategies in the Planning Study on Future Land Use at Anderson Road Quarry (Upper Site)



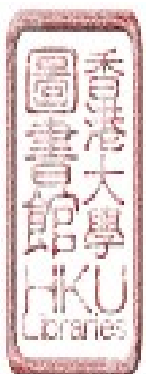
Source: Adapted from Figure 2.4 – Integrated Model

In addition, Table 4.1 summarizes the changes of major planning parameters of the Anderson Road quarry site. As indicated in the draft RODP in Stage 2 civic engagement, the target population was planned at 23,000. Some feedbacks from local residents and DC members showed great concerns on the potential traffic congestion problems, inadequate of pedestrian networks and other potential problems due to the increased population in the district. However, owing to the pressing need to increase housing land supply, PlanD prepared supplementary traffic impact assessment and other technical assessments to “justify” the



increasing of target population from 23,000 to 25,000 would be feasible and sustainable. (*Development Bureau and Planning Department, February 2013a*)

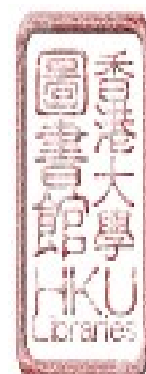
Such actions and decision making process reflected that when the “delegated power” was only rested on the professional stakeholders and elected representatives, public views would be unable to influence the policy outcome leading to poor outcome and low legitimacy.



**Table 4.1 – Changes of Major Planning Parameters
in Different Stages of the Study**

	Initial Options in Stage 1 CE	Draft RODP in Stage 2 CE	Final RODP
Target Population	22,000 to 30,000	23,000	25,000
Private-to-subsidized housing ratio	80 : 20	80 : 20	80 : 20
Total no. of flats (private : subsidized)		8,650 (6,920 : 1,730)	9,410 (7,530 : 1,880)
No. of Residential Sites		10	11

Source: Stage 1 Community Engagement Digest (*Planning Department, September 2011*) ; Paper for LegCo Panel on Development “Planning Study on Future Land Use at Anderson Road Quarry – Final Recommended Outline Development Plan” (*Development Bureau and Planning Department, February 2013*) and Supplementary Traffic Assessment on the Final Recommended Outline Development Plan (*Development Bureau and Planning Department, February 2013a*)



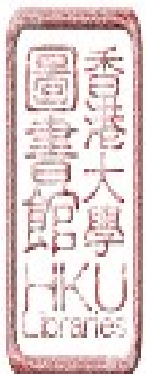
Civic Engagement for Public Rental Housing Development at Anderson Road by Housing Authority (Lower Site)

Project background

For the Anderson Road lower site, HA mainly planned to build the public rental housing, community facilities and other infrastructures like schools and shopping centers. The site is located between existing Anderson Road Quarry and Sau Mau Ping Road, bounded by Po Lam Road in the east and Shun On Road in the west. The Anderson public housing would mainly consist of two parts, i.e., south and north estates. HA planned to accommodate a population of 28,500 people in the south estate while 19,800 people in the north. The estates were expected to be completed in 2015 and 2016 respectively, hopefully around 10,000 household would move into there.

Details of the activities

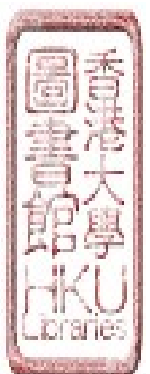
The first activity was conducted in October 2008 while the main participants were the members of Kwun Tong DC members. A series of liaison meetings in the form



of four community consultation sessions was arranged by HA with seven Kwun Tong DC members and they represented Po Tat Estate, Sau Mau Ping Estate, Hiu Lai Court, Shun Tin Estate, Shun On Estate, Shun Lee Estate and Shun Chi Court.

The next activity was conducted in November 2008 and the LegCo members (Kowloon East geographical constituency) were invited to join. Through the LegCo members, the local community voiced out their views over the development of community facilities and transport arrangements at Anderson Road. HA conducted four consultation sessions with four LegCo members of the Kowloon East geographical constituency over the focused issues.

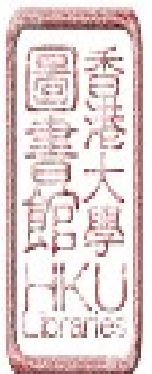
Another activity was conducted in November 2008 and was a public engagement workshop. During the workshop, HA invited the LegCo members of the Kowloon East geographical constituency, Kwun Tong DC members, local residents and representatives of schools and social service agencies that stationed in the district. Around 100 participants were invited to discuss about the development options for the community and estate facilities under the Anderson Road public housing development. Participants were divided into 7 groups and the workshops lasted for about 2.5 hours.



Subsequent to the public engagement workshop, HA joined the Kwun Tong DC in January & March 2009. The representatives of HA attended two meetings and briefed the members about the development of the Anderson Road public housing and the proposed ancillary facilities. In the meeting, they also solicited views from the community so as to facilitate further consultation.

Another public engagement workshop was conducted in July 2010 and the participants included LegCo members of the Kowloon East geographical constituency, Kwun Tong DC members, local residents and representatives of schools and social service agencies in the district.

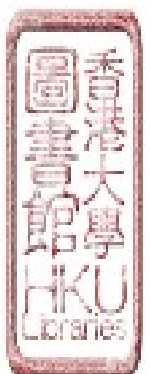
In April 2011, another public engagement workshop was arranged. Both the Kwun Tong DC members and local residents in the district were invited to join in the workshop.



The goals and implications

There is a trend that the society has a higher expectation on public rental housing project than before. One of the goals for HA was to work out this project with the recognition from the public. To ensure the project could be launched smoothly, they worked with the community stakeholders closely. It is always true that if there are fewer objections, the project could be conducted in a more effective way. Through the community engagement activities, stakeholders were allowed to voice out their views and concerns whilst the officials could also have a chance to explain or discuss with the public regarding the feasible solutions.

The government departments have launched district consultation since 2006 to give briefing to the local community regarding the policy for this project and the significance of the site formation works at Anderson Road to the overall public housing development. For example, regarding the clearance of four temples located within the development project site, the government departments held a number of meetings with various stakeholders and consulted DC to discuss the relocation proposals. A consensus was finally reached with the stakeholders and the temple operators to remove the temples. The site formation works thus

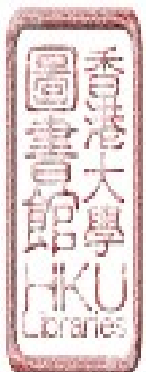


commenced smoothly.

At the initial stage of consultation, the government departments involved have established an effective communication channel with district stakeholders and relevant members of DC and LegCo to strengthen mutual trust and to pave way for subsequent public consultation on the Anderson Road public housing development.

To ensure the Anderson Road public housing development could cater for the community needs, HA has adopted the concept of community engagement by canvassing the views of various stakeholders at the preliminary planning stage of a project through enhanced communication with the community to facilitate better planning, including the formulation of detailed development options for community and infrastructural facilities, particularly the pedestrian links with local facilities, and the adequate provision of community facilities.

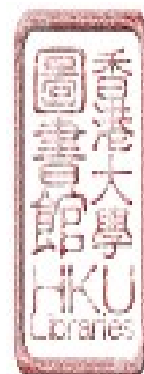
At the planning and designing stages of the public rental housing development, HA has been seeking views from local communities through DCs. In order to enhance communication with the local resident, collect their views and ideas, and build trust, various kinds of community engagement exercises have been conducted. This was



regarded as one of the effective ways to find out solutions to implement the public rental housing project. In May 2008, HA has committed to conduct workshop for its major project since the stage of planning. They believed that it could improve the participation from the community. On the other hand, such commitment would make the consultation process more formalized and enhance the credibility. Departmental officers would also take part in both the public consultation and inter-departmental meeting. In addition, workshop would be led by experienced practitioners or facilitators so that stakeholders could express their opinions and comments, which in turn help strengthen community bonding.

HA believed that the workshop for Anderson Road development project was one of the cases that could successfully obtain views from various stakeholders and achieve better planning for the whole district. HA has formulated options for community and infrastructural facilities, in particular the location of pedestrian links with other adjacent public rental housing estates, as well as the provision of community facilities.

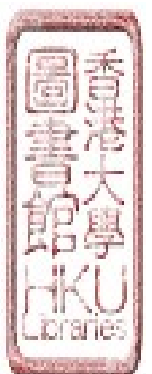
Besides, HA stated that different methods would be used which would be based on the project's needs. No matter the project was small or in sizable scale, it should



cohere to the principle of inclusiveness, openness, creativity and transparency to facilitate public engagement and collection of ideas.

For small-scale project, the targeted participants would be the concerned tenants.

For big-scale one, different stakeholders would be involved such as members of DC, tenants or even LegCo members. HA would assign experienced external practitioners to act as facilitators to conduct the activities so as to maintain the neutral and impartial manner. These facilitators usually possess the knowledge on the topics and skills to lead the discussion, especially they could use layman terms so that stakeholders are easier to understand the projects and make concrete suggestions.



Analysis of civic engagement

Most of participant under the “Target Recruiting” are the residents while the organization could be regarded as “Lay Stakeholders”. Both groups of participants have been living and working in the district. During the public consultation, these participants were consulted on specific topic. However, these topics were mainly set by HA, hence, the content and scope were manipulated. Though they were invited to express their preferences to HA, only a few were transformed into the project and the scope was rather limited. HA mainly informed the participants regarding the project status and development instead of seeking advice from them. In another words, the residents have less chance to make an impact on the project and access to the information that they want to know, not even talk about involving in the decision-making and empowerment process. Though HA has considered their comments and feedbacks, the degree was rather limited and should be described as less “Involve”: see Figure 4.6.

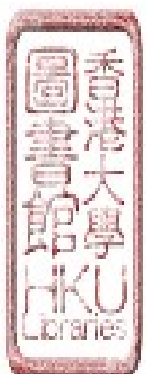
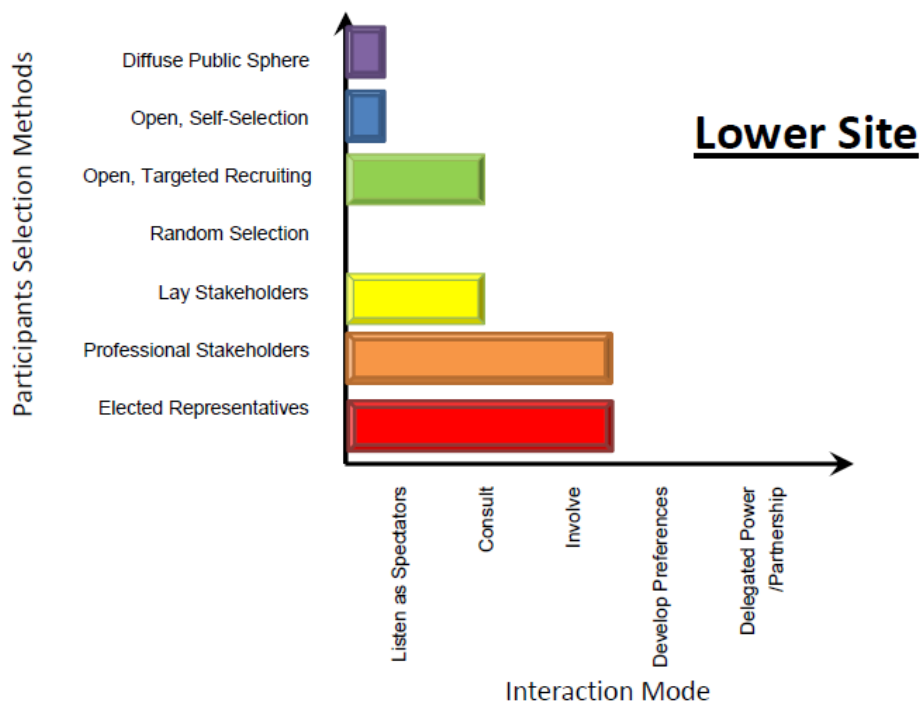
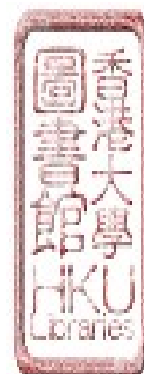


Figure 4.6 – Analysis of Civic Engagement Strategies for Public Rental Housing Development at Anderson Road by Housing Authority (Lower Site)



Source: Adapted from Figure 2.4 – Integrated Model

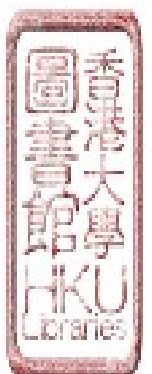
On the other hand, HA invited the LegCo and DC members to join most of the seminars and workshops. These political actors could be regarded as the “Professional Stakeholders and Elected Representatives”. By inviting them, the government showed its intention to be more responsive and transparent to the residents and organizations that lived and worked in the district. In any event, the politicians did share some of the power from the government and could affect the policy decision, however, it is limited to those areas like facilities and community services. These professional stakeholders and elected representatives should be regarded as “Delegated Power / Partnership” in a certain extent.



Though HA claimed the public engagement workshop was a success, the types of people involved in the exercises were very limited. Most of them were selected by the HA, like the local resident nearby or members of DC. The degree of public involvement was relatively low as most of them were being informed and consulted of the project only. Even the local representatives raised out their concern, HA only advised they would try to consider the same.

On the other hand, HA did release some of the power to the elected representatives and let them to be the decision-makers. From the activities details, the professional stakeholders were consulted most of the time. In other words, HA has the final power to decide whether to adopt their advice eventually. As to the general public, they were informed of the progress or briefed about the status of the works done and the plan that HA is going to do. The degree of involvement in this regard should be considered as less significant. We have some reservation if such civic engagement exercise would enhance the governance and legitimacy of HA.

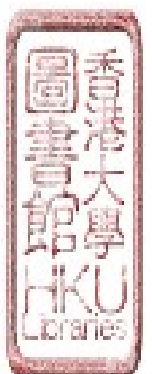
Despite of the relatively low involvement, there was lack of negative comment received. It was believed that public housing project was supported by majority



people in general. In addition, most of the discussion topics that HA shared with the people usually related to the community facilities or how to reduce the nuisance during the construction period. It was very easy to get the common consensus on these items and arrangements. As such, HA did not receive much strong opposition and the project could carry on smoothly.

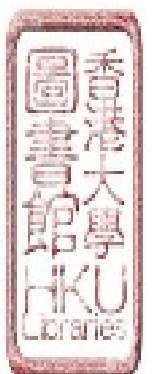
Concluding Comments

With the pressing needs on housing demands, the HA adopted a civic engagement strategy with relatively low degree of involvement but the whole process had been completed relatively smoothly within a short duration of time frame. HA was merely to consult the public and did not empower any elected representatives to the decision-making process. On the development under Anderson Road quarry site, PlanD adopted a civic engagement strategy with relatively moderate degree of involvement and more selections of public could be participated in the civic engagement process. However, the major planning parameters were mainly controlled by the government and professional stakeholders and the public were not empowered to affect these planning parameters directly. Public were allowed to participate more in the less critical issues, such as quarry park and rock face design



ideas competition. Such actions and decision making process reflected that when the “delegated power” was only rested on the professional stakeholders and elected representatives, public views would be unable to influence the policy outcome leading to poor outcome and low legitimacy.

Chapter 5 compares the two civic engagement strategies. It addresses the underlying reasons for the two government departments to adopt different civic engagement strategies for these two adjacent development sites, and provides recommendations for improving the civic engagement process.



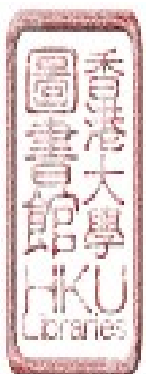
CHAPTER FIVE: COMPARISON OF CIVIC ENGAGEMENT STRATEGIES AND RECOMMENDATIONS

Introduction

Chapter 4 has studied the civic engagement strategies adopted by the upper and lower sites of the Anderson Quarry. This chapter compares the civic engagement strategies of the two sites and addresses the possible reasons why different civic engagement strategies were used. Recommendations will also be given for the civic engagement exercises of similar development projects.

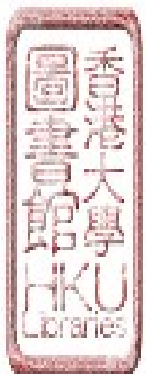
Comparison of Civic Engagement Strategies of the Two Sites

The civic engagement strategies for the two sites were different in terms of the objectives of engagement, the timing of engagement, the people participated in the engagement, the venue of engagement and the means of engagement. The objective of the development of the lower site was for the provision of public housing only. The objectives of civic engagement activities conducted by HA in 2008 may be fulfilling the statutory requirement and informing and consulting the



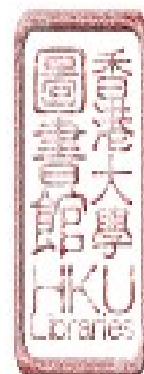
community and infrastructural facilities required for the site from relevant stakeholders. The land use of the lower site was determined from 1998 to 2000 by using traditional consultation procedures under the requirement of the Town Planning Ordinance. For the upper site, apart from provision of housing, there were other objectives for the development of the upper site including greening and exploring economic and recreational opportunities. The objectives of the engagement were to collect public views on the planning concepts for the formulation of land use options.

The civic engagement process of the upper site started at an earlier stage than that of the lower site. The civic engagement of the upper site had commenced before the completion of the outline development plan. The land use and the population of the lower site had been determined by using traditional consultation under the requirement of the Town Planning Ordinance. The purpose of the district consultation since 2006 was to brief the local community the public housing policy. The civic engagement exercise from October 2008 to March 2009 was conducted by HA to consult the stakeholders the community and infrastructural facilities. When the civic engagement exercise of the lower site started in 2008, the project had already been named as a “public housing development project”. The civic



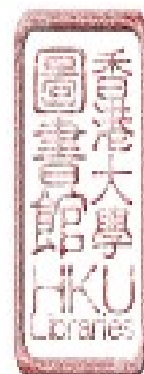
engagement for the lower site lasted for about four months from October 2008 to March 2009. On the other hand, the name of the civic engagement for the upper site included the wordings of “planning study of future land use”. The objective of the civic engagement of the upper site was for the planning of future land use of the Anderson Quarry. Although there were initial options and assessments, the civic engagement exercise commenced before the completion of the outline development plan. The civic engagement for upper site lasted from August 2011 to September 2012 with two stages, each stage having three months’ period. The whole civic engagement period of the upper site was longer than that of the lower site so that people could have more time to digest the information, think about the issue and express their views.

The civic engagement exercise for the lower site from October 2008 to March 2009 mainly conducted in the local district level and within the Kwun Tong DC or among the LegCo members of the Kowloon East geographical constituency. The public engagement workshop was carried out in the community hall with participants invited by the organizer. The discussion topic was limited to community facilities. The civic engagement of lower site did not extend to the general public. The major participants in the civic engagement of the lower site were the DC members and



LegCo members of the related district and area. For the upper site, the civic engagement activities from August 2011 to September 2012 were more extensive. They involved the participation of members of various established statutory and advisory boards or committees including Town Planning Board, Kwun Tong DC, Sai Kung DC and so on, members from professional institutes and the general public. Unlike the lower site, the participants were not limited to those being invited by the organizer. Activities such as roving exhibitions, website promulgation and distribution of civic engagement digest, leaflet and poster could be accessed to the general public for providing information to the public and for gathering views and opinions from the public.

Table 5.1 summarizes the various features of the civic engagement activities of the upper and lower sites. The civic engagement strategies adopted in the two sites which were conducted by different government departments were not the same in terms of degree of inclusiveness and level of public involvement. Such differences may affect the legitimacy, justice and effectiveness of the policy. The land use of the lower site was determined by using traditional consultation. During the civic engagement from October 2008 to March 2009, HA mainly used the traditional consultation approach including the organization of consultation meetings with the



Kwun Tong DC members and LegCo Members of the Kowloon East geographical constituency. HA also organized workshop for participants to discuss the estate and community facilities for the development project. However, the participation was not open to the general public. The participants were Kwun Tong DC members and LegCo Members of the Kowloon East geographical constituency, local residents and representatives of schools and social service agencies in the district invited by HA. The agenda of the engagement were limited, focusing on the community and infrastructural facilities as well as the transport. The participants were divided into several teams for discussion in the workshop. The civic engagement process was more exclusive by engaging mainly in elected representatives and was less interactive with less public involvement. The objective of the engagement was to inform and to consult the participants only. Among the participants, only elected representatives including the LegCo Members and the DC members were actually empowered in the process of decision making. The general public did not have many opportunities to participate in the process.

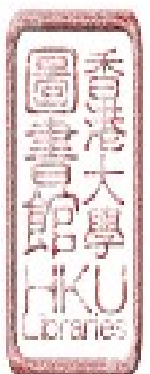
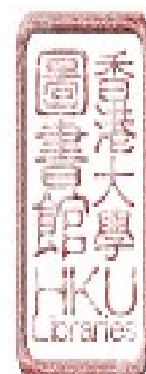


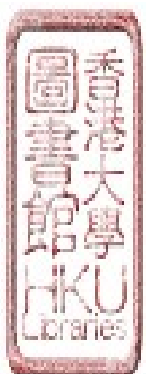
Table 5.1 – Comparison of civic engagement exercises of the two sites

	Upper site	Lower site
Objectives	Collecting public views on the planning concepts for the formulation of land use options.	Informing and consulting the community and infrastructural facilities of the public housing development.
Participants	Members of various established statutory and advisory boards or committees including Town Planning Board, Kwun Tong DC, Sai Kung DC and so on, members from professional institutes and the general public.	DC members and LegCo members of the related district and area Stakeholders invited by the organizer.
Timing	Started at earlier stage, before the completion of the outline development plan, longer duration.	Started at a later stage, after determining the land use and public housing planning by using traditional consultation under the requirement of the Town Planning Ordinance, shorter duration.
Venue	Established statutory and advisory boards or committees, website, professional institutes.	DC and LegCo of the related district and area, a workshop held at community hall.
Means	Consultation, roving exhibitions, website promulgation and distribution of civic engagement digest, leaflet and poster	Consultation, workshop



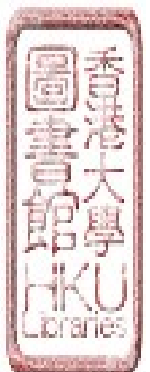
For the upper site, the engagement process was divided into two stages. The first stage started after the option formulation phase. A draft RODP was formulated after the first stage community engagement while the RODP was finalized after the second stage of community engagement. The engagement covered several issues including population size, private-to-subsidized housing ratio, traffic, facilities, the use of rock face, heights of developments, pedestrian connectivity and the building of Quarry Park and quarry museum. The engagement activities included briefing session, joint professional institutes workshop, site visit, roving exhibition and public forum. The first three activities involved participants selected by PlanD while the fourth and the fifth activities involved the general public. The public could also submit their comments and recommendations through facsimile and email. Unlike the engagement activities of the lower site, the ones for upper site were open to the general public. The engagement activities were more widely publicized. For the design of the Quarry Park and rock face, the engagement result suggested a design ideas competition. It appeared that the issues in the upper site project were less predetermined before conducting the engagement activities.

Based on the above analysis, the degree of inclusiveness and the level of public involvement of the civic engagement strategies of the upper site were generally



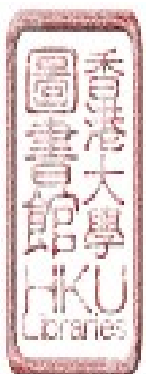
higher than those of the lower site. The participants in the engagement of the upper site were more randomly selected while the participants in the engagement of the lower site are mainly invited and selected by the organizer. There were more varieties of engagement activities for the upper site with longer engagement duration. There were more extensive promulgations on the civic engagement exercise of the upper site to inform the general public the background of the project. Such differences may affect the level of legitimacy, justice and effectiveness of civic engagement.

There are various purposes of using civic engagement in the policy process. Some purposes are more instrumental such as improving the quality of decision and reducing public grievances. Some are more ideological such as maintaining and improving credibility and legitimacy and building stronger mutual understanding and trust between government and the society. On the other hand, there are costs for using civic engagement such as time, money and manpower. In the choice of appropriate civic engagement strategies, different organizations may have different considerations after taking into account factors such as the objectives of the policy and the stakeholders of the policy. The advantages and the trade-offs of the civic engagement strategies would also be considered in order to find a form of civic



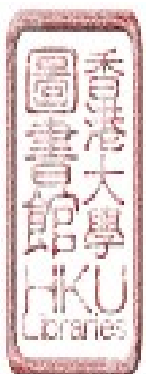
engagement which is suitable for the policy and the circumstances. The organization culture may also play a role in the choice of civic engagement strategies. The development of Anderson Quarry can be treated as a matter limited to the local community affecting the population and the transportation of the district. It can also be regarded as a matter relating to the whole Hong Kong society as it affects the landscape of a prominent location of East Kowloon and the provision of public housing in Hong Kong. This may be the reason why the two projects have been delinked for development and different civic engagement strategies were used.

The two sites were physically located in the same area but were separated into two different projects for implementation under two bureaus. Both sites were supported by clear planning intentions of different bureaus undergone necessary statutory procedures. Issues such as land use planning and rezoning, transportation, environmental concerns and technical feasibility were required to be carefully considered and assessed through public consultation. On the other hand, different bureaus had their own agenda and policy which lead to different planning intentions for the two sites. The policy objectives of DEVB are to facilitate Hong Kong's continual development through effective land use planning, to optimize the use of



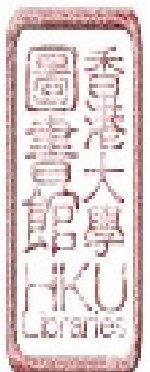
land resources and to renew the urban areas in a holistic approach (Development Bureau, 2014). The policy objectives of the Transport and Housing Bureau focus on the housing and transport issues such as assisting grassroots families to secure public rental housing in order to meet their basic housing needs and maintaining the healthy and steady development of the private property market (Transport and Housing Bureau, 2014).

HA is a statutory body “to develop and implement Hong Kong's public housing programme” (Housing Authority, 2014). After the government decided to build public housing at the lower site after going through the statutory requirement, HA was assigned for the development of public housing. The role and objective of HA at the lower site was clear. The lower site was determined to build public housing after traditional consultation satisfying the statutory requirement and HA was only to implement the project. After determining the land use, the civic engagement of the lower site was limited to the consultation on the basic requirement of the public housing estate such as transportation and facilities, just like the building of other public housing estates. Although the degree of inclusiveness and level of public involvement were not high, this was an efficient way for the implementation of public housing project at the lower site. The public housing project at the lower site

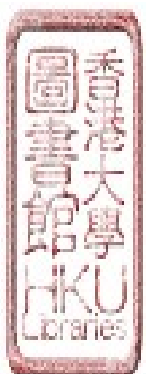


could be carried out without spending too much time in considering the opinions and voices of the public. Furthermore, this might not be contradictory to the expectation of the public as the public normally did not have particularly high expectation on the facilities of public housing estates.

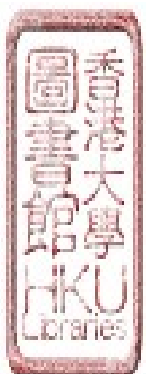
On the other hand, the vision of PlanD is “to make Hong Kong an international city of world prominence” (Planning Department, 2014). To achieve the vision, PlanD stresses on working in partnership with the community. PlanD is accustomed to using civic engagement strategies in the planning and delivery of projects. The working culture of PlanD is to incorporate the views and opinions of the public into their projects. PlanD can thus have more resources and experiences in using civic engagement strategies in the upper site project. In the development of the upper site, therefore, PlanD had used various engagement strategies with a higher degree of inclusiveness and level of public involvement. Unlike HA, PlanD does not have a single objective such as building public housing. Therefore, in the development of the upper site, PlanD could have higher flexibility and room opening for the general public and various stakeholders for discussion.



The differences in civic engagement strategies between the two sites may also be attributed to the differences in the objectives of the two departments. The purpose of HA is to provide public housing at the lower site while PlanD, apart from providing housing, is to beautify the upper site. The objectives of the two departments, despite relating to the same area, are in fact competing and contradictory. This may be the reason why the development of the two sites had been delinked and separated under individual projects. In the development of Anderson Quarry, the scope of the ecological restoration policy of the site had been limited to the upper site as there is a high demand for housing in the urban area of Hong Kong. With competing policies, the government therefore separated the site into two individual projects under the development of different departments. Such delinking could facilitate the implementation of public housing project at the lower site. As there is an imminent need of the housing demand in the urban area of Hong Kong, the public housing project at the lower site was implemented under a separated project with minimal degree of civic engagement activities conducted. As such, time and costs could be saved in order to start and complete the public housing project earlier. It reflects that provision of housing may have a higher priority than other policies in Hong Kong. In particular, Hong Kong is facing severe housing shortage problem including unaffordable private housing, long

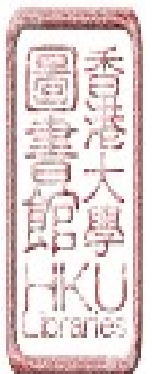


waiting list of application for public rental housing and poor living condition of sub-divided units. Government has been emphasizing that increasing land supply for housing is an effective solution to the social and economic problem (Development Bureau, 2013). Under these circumstances, the lower site has been designated for the building of public housing prior to the community engagement. The whole consultation process of the lower site was mainly on the planning and design of the housing estates, which was entirely different to the civic engagement of the upper site which was open for the public discussion on the future land use involving a wide range of choices instead of being limited to housing.



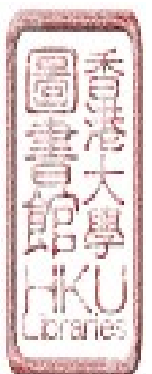
Recommendations

Anderson Quarry is located at the East Kowloon and thus the use of such large area of land requires careful planning due to the scarcity of land in urban area, in particular Hong Kong has all along been facing the problem of shortage of housing supply. Meanwhile, the quarry is at a prominent location that affects the Hong Kong landscape. How to strike a balance between housing supply and ecological restoration is not an easy task. Civic engagement plays a critical role in town planning for the government to exchange views with the public. Through this process, the government can practically reduce the opposition and resistance from the public during implementation of the project by strengthening the public's sense of ownership of the project. The civic engagement exercises should be open to new ideas, run an efficient process, get the best information from the community and complete the civic engagement process through feedback and evaluation. The process should allow sufficient time for effective and meaningful exchange of information between parties. Feedbacks are expected to be provided to all participants in the process, which should acknowledge whether their views are considered and accepted or not, and the reasons why the views are not accepted.



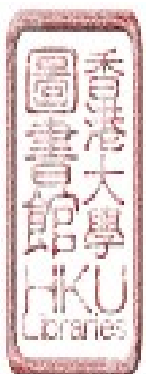
Effective public governance can build the confidence in government and public administration. The process in the town planning of the future land use of the Anderson Quarry should not be just an exchange of information. The public participation in the decision-making process by civic engagement with individual and collective actions to work together to arrive at solutions to pressing problems should empower the citizens to have the rights to decide on the public good and how those public resources are allocated. Good governance should be working under a mutually supportive relationship between the government and the citizens throughout the town planning process. The legitimacy of the government is founded on the consent of the governed and the citizens participate in the policy decision-making process through an inclusive, collaborative and effective relationships built on mutual trust that contribute to shaping the functioning of the government and strengthening its governance.

Ideally, the civic engagement process should start as early as possible. No matter what approach had been adopted for the lower and upper sites of the Anderson Quarry, the engagement of the public to formulate the planning options was not made at the early stage of these projects. The public was only engaged when the government had formulated the initial, perhaps preferred ideas and conducted the



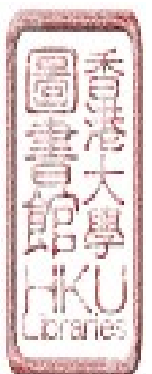
planning and engineering studies. Of course, the advantage is that the projects could be implemented faster and more efficiently and at the same time, the statutory requirement of civic engagement had been fulfilled. However, with the increasing public awareness of ecological impact of development, such approach may still attract public criticisms even though the statutory requirement of civic engagement and environmental impact assessment has been fulfilled. The public require more and more participation and involvement in policies. They also require transparency of the government when formulating and implementing policies. Without extensive civic engagement at early stage, the development projects may result in severe opposition and criticism from the public for lack of public participation and transparency. In future, for large-scale development projects, the government should start the civic engagement process involving wide range of participation and open discussion at early planning stage to increase the public's sense of ownership of the projects and avoid resistance at the implementation stage.

The above analysis shows that there was lack of randomly selected representative for the civic engagement of both upper and lower sites. The civic engagement of the lower site was mainly limited to local community in which the representatives were invited by the organizer and were highly selective. The civic engagement of



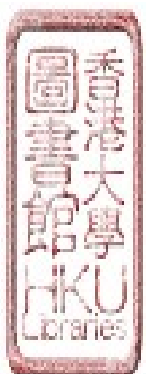
the upper site involved a wider range of representatives but there was still lack of randomly selected representatives. Government can choose the right level of participation by considering factors such as the scale of projects, the public awareness, the political environment and the urgency of the project. The implementation of the lower site project may be benefited from the low level of participation and involvement of public in terms of efficiency and costs. In view of the severe shortage of housing supply in Hong Kong, the government may therefore choose the minimal level of engagement so that the project can be implemented without delay. To balance, the government opened the discussion on land use for the upper site. To include randomly selected representatives, the representatives would become more comprehensive, including people of different characters and from different backgrounds and classes. The advantage is that the representatives would not be limited to those would actively voice out only.

The participation rate for both projects was low. This phenomenon is not uncommon in the civic engagement exercises for the government projects and policies. There are a number of possible reasons for the low response rate. The insufficient promulgation is one of the reasons. The transparency of the civic engagement hinges on the information given to the public regarding the policies



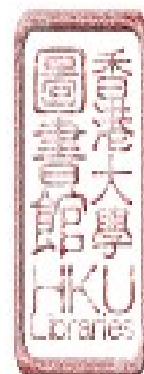
and projects and how to disseminate such information. For the lower site, information was given by using roving exhibitions and workshops in local community to provide information of the housing project. The mode of communication was relatively one-way and passive and not widespread. For the upper site, more extensive channels were used to disseminate project information such as consultation documents, television, dedicated website and newspaper advertisements.

Another possible reason is that from the perspectives of the public, they may feel that their views are not significant and will not be considered. Furthermore, they have no participation in the decision-making process. Government has pre-determined agenda and decision on the policies and projects and the public cannot affect the decision of the government. The public therefore choose not to give their views in official civic engagement which is only a formality. To change this, both the government and the public need to pay efforts. For the government, the transparency of the civic engagement should be increased by emphasizing the evaluation and deliberation of the outcome of the civic engagement. For the lower site, the engagement strategies of the public were comparatively more passive and it lacked the channels for the public to know whether their views had been

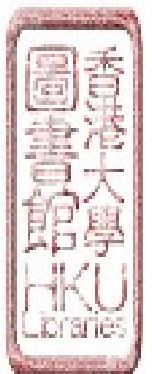


considered, incorporated or turned down, and the relevant grounds. The upper site had produced a report to include all public views collected and the corresponding feedbacks. However, there was still absence of channels for the public to give further views and discuss on the feedbacks and decisions of the government. The importance of civic engagement is not only for the public giving their views but also allowing the public to fully understand the government's decision, even their views are not accepted through this process. It is recommended that in future similar projects, government should include the part of deliberation in the civic engagement in order to increase the transparency and accountability of the civic engagement exercises and the policies. Government needs to find ways to ask the public to take more ownership of, and responsibility for, the solutions, and the government should be willing to be open and flexible about how they arrive at solutions and outcomes, which may help improve the public trust and their willingness to participate.

It appears that the government deliberately delinked the Anderson Quarry into two projects to facilitate the early implementation of the public housing project by spending lowest costs at the lower site. The civic engagement exercises for the upper and lower sites were also separated and conducted by different departments.

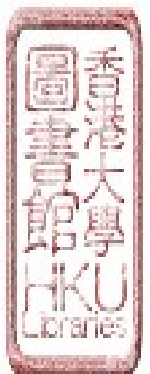


There was no collaboration of the two departments in the civic engagement exercises. However, the two sites were actually located in the same location and were closely related. For example, the height and appearance of the public housing buildings would definitely affect the ecological restoration objective of the upper site. When facing such contradictory policy objectives, the project was not planned in a holistic manner, including the civic engagement exercise. The possible outcome is that the ecological restoration objective of the upper site would also be affected by the public housing project at the lower site even though the upper site project was planned and implemented in accordance with the objective of environmental conservation. Both policies on housing production and environmental conservation should be considered holistically. Civic engagement should not be limited to issues on single particular field. Good planning and policy development should also take into account the important horizontal connections. The public should be empowered to identify the important horizontal connections of different policy issues, and most importantly, to define and implement strategies and solutions to deal with horizontal issues (Canada's Public Policy Forum, 2009). The economic, social, cultural and environmental interests should not be seen as competitive and separated. The discussion on them should be reframed in a way that allows viewing these interests as complementary and interdependent.

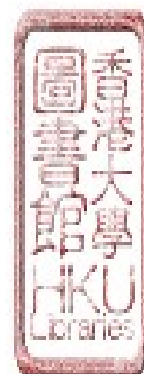


Conclusion

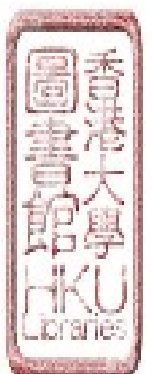
In the traditional civic engagement, the government gathers and shares the ideas and information from the public and the public are provided with opportunities to give their views through activities such as public forum. Government usually uses means such as exhibitions to give information to the public on the policies. The traditional civic engagement is government-dominated with one-way communication mode, mainly from the government to the public. The representativeness of the public is usually low. The public do not have direct participation in the decision-making process. However, the traditional civic engagement can, to a certain extent, attain the objectives of providing the public an opportunity to give their views and sharing the information from the government, and meanwhile, maintaining the efficiency of formulating and implementation of projects and policies. The administrative costs can also be kept at a low level in traditional civic engagement. The problem is that when facing diversified and fragmented public views, the government is difficult to make a decision on the policy that is acceptable to the majority of the public as the issue has not been fully discussed between the government and the public and between different parties of the public.



The social issues and the political environment are becoming more and more complex and controversial. There are many incidents of vigorous opposition and resistance from the public on important public issues. In those incidents, the public felt that their views had not been listened to. Traditional public consultation may not be adequate to deal with such significant issues. The public require responsive and transparent civic engagement process so that they have a feeling that their views have been listened to and considered. When facing fragmented views in the public, there should be a process of discussion among the public to share the ideas and understanding and at the end of the process, reaching a decision that is acceptable to the majority of the public. This is also a process of attaining democracy in modern society. The public demand a civic engagement process that is more accountable, transparent and responsive to the public's views. They should also be empowered to express their views in a reasonable and sensible way, analyze the public issues, understand the views of others and reach a decision that is beneficial to the whole society. Even their own ideas are not acceptable by the majority, they have a chance to listen to others' views and understand the points made by people who hold different views. They have a chance to understand why their ideas are not accepted. The importance of the empowerment of the public in



the new civic engagement is that the public learn to analyze the issue from the perspective of others and the whole society and eventually, reach a most desirable and reasonable decision. Through open and inclusive civic engagement, the public can build relationships based on shared ownership and responsibility. The role of the government is to facilitate such discussion and sharing in order to attain the ultimate goal of helping the public make decision by themselves.



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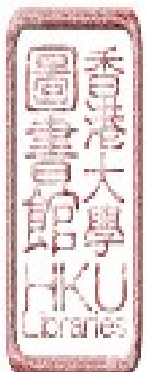
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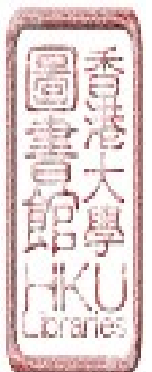
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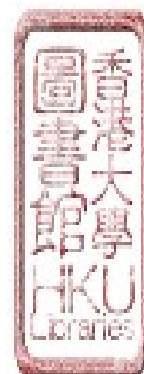
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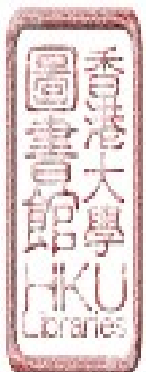
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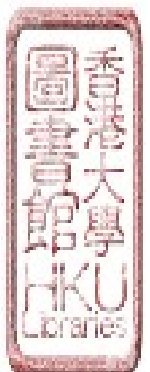
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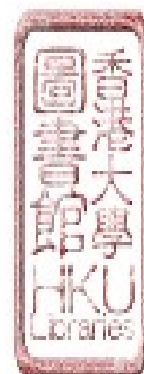
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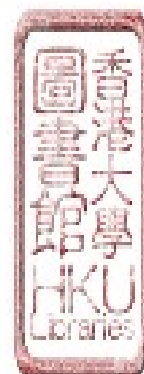
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