

# ANNEX F

## Planning Assessment Report

Agreement No. CE 41/2014 (HY)

# Boardwalk underneath Island Eastern Corridor – Investigation

 土木工程拓展署  
Civil Engineering and  
Development Department







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## Planning Assessment Report (Final)

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### AECOM ASIA COMPANY LIMITED

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## 1. INTRODUCTION

### 1.1 Background

- 1.1.1 In May 2009, the Planning Department commissioned the Hong Kong Island East Harbourfront Study (HKIEHS) to formulate a comprehensive plan for enhancing the Hong Kong Island East harbourfront, with a focus on improving connectivity and pedestrian accessibility of the harbourfront. As part of the study process, a three-stage public engagement exercise was undertaken to solicit public views on the proposed enhancements and to build consensus on the proposals recommended in the HKIEHS. The HKIEHS was completed in March 2012. Among the various proposed harbourfront enhancement initiatives, a pedestrian boardwalk of about 2km long was proposed to be constructed underneath the Island Eastern Corridor (IEC) from Oil Street to Hoi Yu Street to enhance connectivity along the North Point waterfront. The proposed boardwalk was well received by the public during the said public engagement exercise.
- 1.1.2 In January 2012, the Civil Engineering and Development Department (CEDD) commissioned a Topical Study on Proposed Boardwalk underneath the Existing Island Eastern Corridor (Topical Study) to establish preliminary engineering feasibility of the proposed boardwalk and, as this proposed boardwalk lies within the statutory limit of Victoria Harbour and is therefore subject to the Protection of the Harbour Ordinance (PHO), to assess possible implications of the PHO on the proposal, to facilitate further project planning and implementation.
- 1.1.3 In March 2015, CEDD commissioned AECOM Asia Co Ltd. (AECOM) to carry out an investigation study for proposed boardwalk underneath the Island Eastern Corridor (the “Project”) under Agreement No. CE41/2014 (HY) (the “Investigation Study”). The objective of investigation study is to review the feasibility of the proposed boardwalk under the IEC to demonstrate its compliance with the PHO before proceeding with the detailed design and construction of the project. An initial task in this regard is to review the findings of the Topical Study from the PHO perspective and demonstrate preliminary compliance with the PHO.
- 1.1.4 In the judgement handed down by the Court of Final Appeal (CFA) on 9 January 2004 in respect of the judicial review on the Draft Wan Chai North OZP (No. S/H25/1) (“the CFA Judgement”), the CFA ruled that presumption against reclamation in the PHO can only be rebutted by establishing an overriding public need for reclamation (“the Overriding Public Need Test”), and that there must be cogent and convincing materials available to enable the decision-maker to be satisfied that the test is fulfilled for rebutting the presumption against reclamation.
- 1.1.5 The following explanation of overriding public need has been extracted and summarised from the CFA Judgment on 9 January 2004 in respect of the judicial review of the Draft Wan Chai North OZP (No. S/H25/1). Under the PHO, any reclamation in the harbour must be subjected to this overriding public need test. Reference has also been made to Housing, Planning and Lands Bureau Technical Circular No. 1/04 on Protection of the Harbour Ordinance, which provides advice consistent with the CFA Judgement.
- 1.1.6 In order to implement the strong and vigorous statutory principle of protection and preservation, the presumption against reclamation in the harbour must be interpreted in such a way that it can only be rebutted by establishing an overriding public need for reclamation (“the Overriding Public Need Test”). The statute, in conferring on the harbour a unique legal status, recognises the strong public need to protect and preserve it. The statute envisages that irreversible loss to the extent of the reclamation would only be justified where there is a

much stronger public need to override the statutory principle of protection and preservation.

- 1.1.7 Public needs would be community needs. They would include the economic, environmental and social needs of the community.
- 1.1.8 A need should only be regarded as overriding if it is a compelling and present need. A compelling and present need goes far beyond something which is “nice to have”, desirable, preferable, or beneficial. But on the other hand, it would be going much too far to describe it as something in the nature of the last resort, or something which the public cannot do without. A compelling need must have the requisite force to prevail over the strong public need for protection and preservation of the harbour. A present need takes into account the timescale of planning exercises, and that the need would arise within a definite and reasonable time frame.
- 1.1.9 In order to ascertain the compelling social need for the boardwalks and its associated facilities, a planning assessment would be carried out to demonstrate the compliance with the overriding public need test under the investigation study.

## **1.2 Objectives**

- 1.2.1 Under this assessment, establishment of benefits and needs for the boardwalk mainly in respect of enhancement of harbourfront and improvement to healthy style of living.
- 1.2.2 The first and essential step in satisfying the Overriding Public Need Test is to determine a compelling need for the boardwalk including all its constituent components, and to confirm the timeframe within which is compelling need should met (i.e. the present need). The case for a compelling need would be made in respect of community. In this case, social needs would be the main driver of compelling need. Economic and environmental needs would be determined to support the case for a compelling need.
- 1.2.3 This assessment is carried out in accordance with Harbour-front Enhancement Committee’s Harbour Planning Principles and Guidelines. This planning assessment will be in conjunction with the separate economic needs assessment (by a direct contract between the Employer and Estate Surveyors / Economists) as constitutions to demonstrate the compliance of social and economic needs for the boardwalk and associated facilities.

## 2. PLANNING AND DEVELOPMENT CONSIDERATIONS

### 2.1 Overall Planning Context

- 2.1.1 The proposed boardwalk would mainly utilize the water space underneath the existing Island Eastern Corridor (IEC), it is important to also take into consideration its surrounding land uses along the North Point waterfront in a holistic manner, particularly in terms of pedestrian connectivity and integration or interface with the existing and planned land uses. The following provides a brief summary of the existing and planned land use/ development context.

#### Existing Land Use Context

- 2.1.2 The inland area adjacent to the proposed boardwalk is covered by the Approved North Point Outline Zoning Plan (OZP) No. S/H8/24. In general, the area is characterized by a mixture of commercial and residential uses, with major land uses include residential, hotels, commercial/offices, government offices and facilities as well as various playground facilities/ resting areas. Most of the commercial/ residential developments are clustered along King's Road and Java Road. City Garden and Provident Centre are the two major residential developments along the waterfront, while other residential developments are found along Chung Yeung Street and Marble Road. Towards the eastern side are predominantly government offices/ facilities (e.g. the North Point Government Offices; the Eastern District HQ & North Point Division Police Station; the North Point Fire Station; the ICAC North Point HQ; the Hong Kong and Islands Regional Office Water Supplies Department and Customs HQ building etc.), and other commercial/ office buildings.
- 2.1.3 The area is served by public transport including franchised buses, trams and three MTR stations (namely Fortress Hill Station, North Point Station and Quarry Bay Station). Existing commercial activities/ shops are largely clustered along the major vehicular corridors of King's Road, Marble Road, Chun Yeung Road and Java Road, with a few shopping/ retail plazas (e.g. Provident Centre, New Trend Plaza, Island Place etc.). Major existing open spaces near the proposed boardwalk include King's Road Playground, North Point Vehicle Ferry Pier Playground, Tin Chiu Street Children's Playground etc.

#### Planned/ Committed Development

- 2.1.4 Beside the existing developments mentioned above, there are also various major planned/committed developments in the area. The ex-Government Supplies Depot site at Oil Street is zoned "Comprehensive Development Area" ("CDA") and the site is currently under construction for a mixed use development including both residential and hotel uses. The comprehensive development will have a Total Gross Floor Area (GFA) of about 70,200m<sup>2</sup>, (incl. about 40,200m<sup>2</sup> of domestic GFA). There is also the site located at King Wah Road zoned "CDA(1)" to the immediate west of Harbour Grand Hong Kong which is currently under construction for an office development with a Total GFA of about 30,635m<sup>2</sup>.
- 2.1.5 Further eastward at a major part of ex-North Point Estate site is zoned "CDA(3)" and currently under construction for a comprehensive development including residential, commercial and G/IC elements. The hotel portion of the development is planned to provide about 680 rooms, while the comprehensive residential development portion will have a total GFA of about 83,675m<sup>2</sup>, including about 702 residential units. According to the Planning Brief of the site, an at-grade public open space of not less than 15,000m<sup>2</sup> including a waterfront promenade with a width of not less than 20m and public landscaped walkways leading to the promenade

should be provided. The design interface of the proposed boardwalk with the planned promenade will need to be carefully considered. To the immediate west of the “CDA(3)” zone, a planning application for hotel development was also approved on a site zoned “R(A)” and it is currently under construction. These planned/committed developments, together with their new populations, are anticipated to create new activity nodes and new employment opportunities in the area. These planned developments would provide further living and/or working population into the area.

#### Connectivity to the Surrounding Environment

- 2.1.6 At the western end is a piece of newly reclaimed land on the waterfront of Victoria Harbour for the construction of Central Wan Chai Bypass, the reclamation area is based on the previous Wan Chai Development Phase II Review study, and is currently part of the Study Area under the “Urban Design Study for Wan Chai North and North Point Harbourfront – Feasibility Study” commissioned by the Planning Department in 2015. To the east end, there is an existing Quarry Bay Promenade which extends to Sai Wan Ho Harbour Park and ends near Marine Police Harbour Division Headquarters Cum Marine Police Station. Possibility on how to integrate the proposed boardwalk with both the future planning and design as well as specific proposals for the new reclaimed area on its west as well as the existing Quarry Bay Promenade on its east should be explored for a more continuous waterfront. The Harbour Planning Principles and Guidelines as laid down by the Harbourfront Commission (then Harbourfront Enhancement Committee), the Town Planning Board’s Vision and Goal for the Victoria harbour, as well as any other relevant past or on-going studies/ projects, local enhancement works and proposals should also be kept in view and taken into consideration.

## 2.2 **Relevant Harbour Planning Principles and Guidelines**

### **TPB’s Vision and Goals for Victoria Harbour**

- 2.2.1 The Government has long been committed to create an attractive and vibrant harbourfront. In 1999, the TPB endorsed the “Proposed Vision and Goals for Victoria Harbour”. The vision statement was “To make Victoria Harbour attractive, vibrant, accessible and symbolic of Hong Kong – a harbour for the people and a harbour of life”, with the specific goals:

- To bring the people to the Harbour and the Harbour to the people;
- To enhance the scenic views of the Harbour and maintain visual access to the Harbourfront;
- To enhance the Harbour as a unique attraction for our people and tourists;
- To create a quality Harbourfront through encouraging innovative building design and a variety of tourist, retail, leisure and recreational activities, and providing an integrated network of open space and pedestrian links
- To facilitate the improvement of the water quality of the Harbour
- To maintain a safe and efficient harbour for the transport of people and goods and for the operation of an international hub port.

### **Harbourfront Planning Principles and Guidelines**

- 2.2.2 In 2006, the Harbourfront Commission (then Harbourfront Enhancement Committee)

promulgated the vision and mission of Victoria Harbour and a set of Harbour Planning Principles which aim to serve as guidelines for all individuals and organizations to facilitate the sustainable planning, preservation, development and management of Victoria Harbour and its harbourfront areas.

**Victoria Harbour: Vision** - *“To enhance Victoria Harbour and its harbourfront areas to become an attractive, vibrant, accessible and sustainable world-class asset: a harbour for the people, a harbour of life”*

**Victoria Harbour: Mission** - *“To realise the vision of Victoria Harbour through effective and balanced utilization of land and marine resources having regard to the Harbour Planning Principles and subject to an open and transparent PE process.”*

2.2.3 The eight Harbour Planning Principles established are outlined as follow:

- Preserving Victoria Harbour - Victoria Harbour must be protected and preserved for Hong Kong people and visitors as a special public asset, a natural and cultural heritage asset, and a driver for the creation of economic and social values.
- Stakeholder Engagement - All sectors of the community must be engaged at an early stage and on an on-going basis in the planning, development and management of Victoria Harbour and its harbourfront areas through transparent and inclusive consensus building processes.
- Sustainable Development - The planning, development and management of Victoria Harbour and its harbourfront areas should embrace the principles of sustainable development to balance and cater for the economic, social and environmental needs of all sectors of the present generation, without compromising the needs of future generations.
- Integrated Planning - Integrated and long-term planning, development and management of infrastructure, land and marine uses, and water quality is essential to ensure the Victoria Harbour and its harbourfront areas support and enhance the economic, environmental and social aspirations of Hong Kong.
- Proactive Harbour Enhancement - The planning, development and management of Victoria Harbour must proactively enhance the harbour and its harbourfront areas as Hong Kong’s symbol of urban design excellence and Hong Kong’s brand identity to the international community.
- Vibrant Harbour - It is essential to balance the use of the harbour to provide both a maritime and logistics hub for safe and efficient passage of people and goods, and as a cultural and leisure facility. Both marine and land-side activities must cater to and balance with the aspirations of all sectors of the community.
- Accessible Harbour - Victoria Harbour must integrate with the hinterland in a comprehensive manner, including ample unrestricted and convenient visual and physical access for pedestrians, preferably at grade, to and along the Harbour as well as the harbourfront areas.
- Public Enjoyment - The planning, development and management of Victoria Harbour and its harbourfront areas should maximize opportunities for public enjoyment. Land

required for and the impact from infrastructure developments, utility installations and land uses incompatible with the harbour planning principles should be minimized.

2.2.4 In June 2007, a set of Harbour Planning Guidelines were also developed to guide the sustainable planning, preservation, development and management of the Victoria Harbour and its harbourfront areas. The set of guidelines cover aspects on PE; Land Use Planning; Urban Design; Landscape; Physical Linkage; Land Formation; Harbourfront Management; Sustainable Development; and Temporary Land Uses.

#### **Urban Design Guidelines (UDGs) of the HKPSG**

2.2.5 For waterfront site development, the UDGs of Hong Kong adopted the TPB's vision statement and goals for the Victoria Harbour - to make Victoria Harbour attractive, vibrant, accessible and symbolic of Hong Kong, to make it a harbour for the people and of life. The urban design goals would be to:

- Bring the people to the Harbour and the Harbour to the people;
- Enhance the scenic views of the Harbour and maintain visual access to the harbourfront;
- Enhance the Harbour as a unique attraction for our people and tourists; and
- Create a quality harbourfront through encouraging innovative building design and a variety of tourist, retail, leisure and recreational activities, and providing an integrated network of open space and pedestrian links.

2.2.6 The UDGs of Hong Kong have also covered aspects on the functional diversity; design, building height and building form; vehicular and pedestrian circulation; landscaping and open space provision; and coastline for waterfront sites. The following aspects on “vehicular and pedestrian circulation” as well as “landscaping and open space provision” would be of much importance to this Assignment and should be taken into consideration:

- Vehicular and Pedestrian Circulation - Pedestrian circulation shall be given higher priority towards the waterfront in creating a continuous waterfront experience for the general public, where vehicular access should be provided in the landward side;
- Landscaping and Open Space Provision - Where opportunity permits, open spaces adjacent and along the study area should be connected to create a sense of entry (such as Victoria Park). The larger open spaces activities within the waterfront should consider for public gatherings or hosting cultural events;

### **3. DEMONSTRATING THE NEED FROM SOCIAL PLANNING AND PUBLIC HEALTH PERSPECTIVES**

#### **3.1 Social Context of the Study Area**

##### Inaccessibility of the Existing North Point Waterfront

- 3.1.1 Waterfront promenades are some of the most-welcomed and popular recreation facilities. At present, there are already a number of existing waterfront promenades that are popular, well-received destinations/ attractions of the Victoria Harbour – whether to local communities or incoming visitors of Hong Kong. Examples of some of the more popular waterfront destinations include the New Central Waterfront, the Tsim Sha Tsui Avenue of Stars and Tsim Sha Tim Promenade, the West Kowloon Waterfront Promenade, the Kai Tak Runway Park etc. which are some of the more prominent waterfront areas that are able to host a diverse range of activities, events or festivals. There are also other promenades that cater towards more local community uses and purposes, these include the Quarry Bay Promenade, the Heng Fa Tsuen Promenade, the Hung Hom Promenade, the Kwun Tong Promenade Phases 1 & 2, the Tsing Yi Promenade, etc. that provides a leisure and recreational space for local communities to walk, exercise and interact.
- 3.1.2 Beside the abovementioned existing waterfront facilities, various waterfront promenades or waterfront facilities have also been planned in recent years such as the Wan Chai North and North Point Harbourfront (under a separate study), the proposed Tsim Sha Tsui East Waterfront Revitalization Project initiated by private developer etc. Upon the completion of these planned waterfront facilities and together with the existing waterfront facilities, most of the waterfront area along the Victoria Harbour would become accessible by the public and visitors.
- 3.1.3 The North Point and Quarry Bay waterfront is one of the few remaining areas along the northern water edge of Hong Kong Island that is mostly blocked-off by existing uses or fenced-off by existing residential buildings and therefore is inaccessible to the public. With the elevated structure of the IEC traverses through, the under-area of the IEC would therefore provide the only remaining opportunity space that is suitable for introducing waterfront promenade and related public leisure facilities (i.e. in a form of a boardwalk), given its long frontage along Victoria Harbour and the readily available engineering support from existing infrastructure (IEC).

##### North Point Waterfront as the Missing Link for a Continuous Waterfront

- 3.1.4 Upon the completion of New Central Waterfront and the Wan Chai North and North Point Harbourfront, the waterfront promenade along the northern shore of Hong Kong Island will extend all the way from the Western side of Hong Kong Island, passes through Central, Admiralty and Wan Chai North and extend towards the Eastern coastline of Hong Kong Island.
- 3.1.5 The North Point Waterfront between North Point and Quarry Bay would be the key missing link along the eastern coastline, hindering the possibility to form a long, continuous waterfront along the Victoria Harbour to echoe with the harbour planning vision and principles.

##### Pressure on Existing Roads from Vehicular and Pedestrian Traffic

- 3.1.6 Existing walking environment within the inner area of North Point is generally perceived as

crowded and congested, as road spaces are pressured by the volume of pedestrian and vehicular traffic during busy hours. Other than to provide continuous harbourfront and extra waterfront activity space for public enjoyment, a proposed boardwalk underneath IEC is also anticipated to be effective in promoting short-distance commuting and thus alleviating the burden on road network and transportations. In fact, according to 2011 census data, Eastern District has a relatively higher proportion of working population with place of work within the same district (about 24% of the total working population of Eastern District) as compared with the territorial figure (19.3%).

- 3.1.7 The above census figure would justify the need for a new, cross-district pedestrian linkage outside of the inner area of North Point. People working in the same district where they live are likely to require relatively shorter distance of commuting and are more willing to travel by walking or cycling in view of the shorter-distance trips they make. While the current situation in the North Point area is crowded and undesirable for walking/cycling, the proposed boardwalk underneath IEC could provide a new linkage to encourage walking and cycling as mode of commuting to work, consequently alleviating the congested road environment in the area.

#### North Point as an Area with Diverse and Mixed Land Uses

- 3.1.8 Unlike many other districts, the Study Area, including the Fortress Hill, North Point and Quarry Bay districts, are known to be communities of a very diverse and mixed land uses – including not only residential development, but also private and government offices, as well as numerous clusters of local shops, stores, restaurants, hotels and G/IC facilities.
- 3.1.9 Encouraging pedestrian movement along the waterfront will also bring about positive effect in revitalizing existing local businesses/ shops and eateries, particularly those clustered along Java Road, Marble Road and King’s Road which are some of the major local retail corridors of the Eastern District, further stimulate local economy and benefits.

#### Connecting Several Major Development Nodes

- 3.1.10 Taking into account the existing land use clusters and also the various planned or committed future developments (including the comprehensive developments at Oil Street, King Wah Road and ex-North Point Estate site; and redevelopment of Tai Koo Place), it is apparent that several major development nodes will take shape:

❖ “Mixed-Use” Development Nodes:

- Near Fortress Hill MTR Station

- Major Existing Developments: Fortress Garden, Harbour Heights, Harbour Grand Hong Kong, AIA Tower, Oi!
- Major Planned/ Committed Development: “CDA” Developments at Oil Street and King Wah Street

- Near Provident Garden/ Provident Centre

- Major Existing Developments: City Garden, Provident Centre, City Garden Hotel Hong Kong, the South China Hotel, Newton Inn

- Major Planned/ Committed Development: Nil
  - Near North Point MTR Station
    - Major Existing Developments: Metropole Building, Island Place, Hotel ibis Hong Kong North Point
    - Major Planned/ Committed Development: “CDA” development and a planned hotel development at the ex-North Point Estate site
  - ❖ Two “Employment” Nodes:
    - Private and Government Offices Clusters at Java Road
      - Major Existing Developments: Kodak House, 633 King’s Road, Prosperity Millennia Plaza, Harbour Plaza North Point, North Point Government Offices
      - Major Planned/ Committed Development: Nil
    - Grade A office node near Quarry Bay MTR Station
      - Major Existing Developments: Kerry Centre, Taikoo Place, One Island East
      - Major Planned/ Committed Development: Redevelopment of Taikoo Place (Somerset House, Cornwall House and Warwick House)
- 3.1.11 From a district planning point of view, it is crucial to provide physical connections among these development nodes in order to facilitate the pedestrian flow. Despite that there are existing physical connections such as major trunk roads including King’s Road and Java Road serving the connection purpose, these connections are designed mainly for vehicular movement instead of pedestrian comfort. As such, the pedestrian experience is relatively less comfortable with road-side pollution, frequent road-crossing and potential pedestrian-vehicular conflicts. Therefore, the introduction of the proposed boardwalk underneath IEC could provide a pedestrian-friendly walking environment which can genuinely provide a quality physical connection between these major development nodes.
- 3.1.12 From a more strategic planning perspective, the proposed IEC boardwalk would provide a strategic linkage to the adjacent waterfront areas i.e. the Wan Chai North and North Point Harbourfront Areas and the Quarry Bay Promenade – unleashing the full development potential and allowing synergy effect along the waterfront.
- 3.1.13 Existing pedestrian flow mainly confined within the inner urban area of North Point and Quarry Bay. Other than public transport for daily commuting, leisure walking/ exercise spaces are confined to the congested, busy, noisy and dusty streets or the scattered pocket open spaces. There is a need for providing a much more convenient, accessible and healthy alternative.

#### Catalyzing the transformation of the Study Area

- 3.1.14 Due to the early development of North Point and the change of social need, like many other districts in Hong Kong, North Point Area is undergoing transformation including urban redevelopment. The various “CDA” sites in the Study Area are some of the examples labelling

the transformation of the District. Besides, there is also an increasing number of hotels emerging in the district in recent years including Hotel ibis Hong Kong North Point.

- 3.1.15 The boardwalk, which is anticipated to provide planning merits in the area and being a tourism attraction itself, would inject new energy in the North Point Area and thus catalyze the transformation of the Study Area. The incentives of potential urban redevelopment and new development projects could be enhanced and provide driving force for the district to better meet the ever-changing social needs.

### 3.2 **Heath Facts and Promotion of Public Health in Hong Kong**

#### General Health Situation of Hong Kong

- 3.2.1 In general, Hong Kong has one of the best public health situations in the world as reflected by major health indices. At 2014, the life expectancies at birth for male and female were 81.2 and 86.7 years respectively, which are among the highest in the world. The infant mortality rate was 1.7 per 1000 registered live births, which is among the lowest in the world (*Source: Health Facts of Hong Kong 2015 Edition – Department of Health*). The high standard of health in Hong Kong is contributed by its early health education, professional health service and a well-established health care and medication system.

#### Non-communicable diseases

- 3.2.2 Despite the fact that Hong Kong is ranking among the best in the world in term of health indices, there is an increasing number of people suffering from non-communicable diseases (NCD) (*Source: Promoting Health in Hong Kong: A Strategic Framework for Prevention and Control of Non-communicable Diseases – Department of Health*). Common NCD include cancer, heart diseases, stroke, diabetes, etc. The World Health Organization (WHO) estimated that approximately 60% of the deaths in 2005 in the world were caused by NCD.
- 3.2.3 NCD are closely related to lifestyle practices. In fact, many NCD share similar behavioural risk factors such as unhealthy diet, physical inactivity and being overweight/ obese. It is WHO's estimation that, at least 80% of the heart diseases and type 2 diabetes as well as one-third of cancers can be avoided by having healthy lifestyles including healthier diet, increasing physical activity and stop smoking.
- 3.2.4 According to the "Action Plan to Promote Healthy Diet and Physical Activity Participation in Hong Kong" published by the Department of Health (DH), HKSARG, over three-fifth of the registered deaths (41,530) at 2008 were attributed to six major but preventable NCD – i.e. cancer, heart diseases, stroke, chronic lower respiratory diseases, injury and poisoning and diabetes. To further understand the situation in Hong Kong, some of the behavioural risk factors such as overweight/ obesity and physical inactivity are reviewed in the following sections.

#### Overweight / Obesity

- 3.2.5 One of the methods for measuring overweight and obesity is by Body Mass Index (BMI), which is a ratio between the body weight (in kg) and the square of height (in m). For Chinese adults living in Hong Kong, a BMI from 23.0 to less than 25.0 is classified as overweight while a BMI of 25.0 or above is classified as obese.
- 3.2.6 Based on the statistics of the Behavioural Risk Factor Surveillance System (BRFSS) set up by the Centre for Health Protection, between 2004 to 2014, the percentage of people aging

18-64 that were considered overweight or obese remain at the level of approximately 40% (see **Table 2.1**), highlighting the fact that the issue of overweight and obesity shows no sign of improvement in Hong Kong.

Table 2.1: Overweight and Obesity situation of Hong Kong between 2004 and 2014

	Overweight (%)	Obese (%)	Overweight or Obese (%)
Oct 2004	16.8	21.6	38.4
April 2005	16.3	19.7	36.0
Oct 2005	18.8	20.7	39.5
April 2006	17.6	23.4	41.0
April 2007	16.9	21.6	38.5
April 2008	17.1	22.2	39.3
April 2009	16.9	21.7	38.6
April 2010	18.2	21.0	39.2
April 2011	17.5	20.6	38.1
April 2012	17.9	18.8	36.7
April 2014	18.2	20.8	39.0

(Source: *The Behavioural Risk Factor Surveillance System – Centre for Health Protection, Department of Health*)

#### Inadequate physical activity

- 3.2.7 Besides being overweight or obese, physical inactivity is another behavioural risk factor in association with NCD. On the topic of inadequate physical activity in Hong Kong, reference were made to the statistics as published on the website of Centre for Health Protection. According to the website, surveys were carried out based on the question of:

*“During the last 7 days, on how many days did you do moderate physical activities for at least 10 minutes at a time?”*

- 3.2.8 Findings of the survey reveals that, between 2004 to 2014 the percentage of respondents that did not participate in moderate exercise for more than 10 minutes over a period of 7 days maintained at a percentage of approximately 50% to 56% (see **Table 2.2**), whereas only about 10% participated in one to two days of moderate exercise.

Table 2.2: No. of days for people of Hong Kong doing moderate physical activities for at least 10 minutes for a period of 7 days between 2004 and 2014

	No. of days doing moderate physical activities for at least 10 minutes				
	None (%)	One day (%)	Two days (%)	Three or more days (%)	Unknown/Missing/Outliers (%)
Oct 2004	56.4	8.4	8.2	26.9	0
April 2005	56.5	9.8	9.5	24.1	0.1
Oct 2005	54.7	10.6	10.3	24.0	0.4
April 2006	54.6	9.7	9.6	25.9	0.1
April 2007	56.4	8.4	11.1	24.0	0
April 2008	55.4	11.3	10.5	22.9	0
April 2009	53.0	10.9	11.5	24.5	0.05
April 2010	54.6	10.7	10.7	24.0	0

April 2012	50.1	8.9	12.1	28.9	0.05
April 2014	52.0	10.2	10.8	26.9	0

(Source: *The Behavioural Risk Factor Surveillance System – Centre for Health Protection, Department of Health*)

- 3.2.9 Besides, WHO also set out a recommended level of physical activity for adults aged 18 – 64 years. Generally speaking, adults aged 18–64 should do at least 150 minutes of moderate-intensity aerobic physical activity throughout the week or do at least 75 minutes of vigorous-intensity aerobic physical activity throughout the week or an equivalent combination of moderate- and vigorous-intensity activity. Based on the statistics of the BRFSS, 64.2%, 60.4% and 62.5% of the people failed to meet WHO’s recommendation at 2010, 2012 and 2014 respectively.

#### Policy Initiatives on “Healthy Lifestyle”

- 3.2.10 In view of the increasing number of people in Hong Kong suffering from NCD, as well as the expected increase of burden of NCD due to the expanding and ageing population, the DH has developed a strategic framework on prevention and control of NCD in Hong Kong. Based on this strategic framework, an Action Plan has been drawn up to outline the actions that will take place in order to support and help set the direction for the delivery of effective health promotion programmes. As it is a general understanding that NCD is in close associated with unhealthy lifestyle practice such as unsatisfactory diet and physical activity, the Action Plan has put emphasis on the promotion of both healthy diet and physical activity. It is worth highlighting that one of the recommendations in the Action Plan is to support new health promotion programmes which can encourage healthy eating and physical activity participation. (Source: *Action Plan to Promote Healthy Diet and Physical Activity Participation in Hong Kong- Department of Health*)

- 3.2.11 Hong Kong has a threefold strategic policy for developing sports, namely to promote sport in the community, to support elite sport, and to make Hong Kong a centre for major international sports events. In terms of promoting sports in the community, Government has initiated a variety of programmes, campaigns and other promotion activities in order to bring sports into everyone’s life. Below are some of the Government’s initiatives:

(a) “Healthy Exercise for All Campaign”

A Government initiated territory-wide event jointly organized by the Leisure and Cultural Services Department (LCSD) and the DH since 2000. A series of programmes and activities including carnivals, fun days were organized throughout the 18 districts in order to promote the importance of self-practice and regular workouts.

(b) “Sport for All Day”

“Sport for All Day” is organized annually by LSCD. On “Sport for All Day”, public can enjoy free recreation and sports programmes in 18 districts and various recreation and sports facilities will be opened to the public for free.

(c) “Hong Kong Games”

To further promote sports in the community, the Sports Commission has organized the Hong Kong Games biennially since 2007. With participation of all 18 districts, the Hong Kong Games is a territory-wide major sport event aiming to provide opportunities for sports participation and to encourage active public participation in sports.

(d) “Launch of “Change for Health” Website”

In 2011, DH has launched a “Change for Health” website as initiative to prevent and control NCD. The website features a wealth of information including self-explanatory and interactive activities to empower and equip members of the public with the skills to adopt and practice a healthy lifestyle.

- 3.2.12 Adequate participation of physical activity is one of the ways to prevent and control NCD. From above, it is clear that the Government intends to promote Healthy Living in the society with the introduction of the various initiatives and campaigns mentioned above. In particular, the importance of exercise has been greatly emphasized by the Government and it is also emphasized that exercise should be for everyone in the community regardless of gender or ages.

Factors hindering “Healthy Living” in Hong Kong

- 3.2.13 Having known that leading a healthy lifestyle is so beneficial to an individual, there are still a lot of obstacles hindering the people of Hong Kong to participate in physical activities more actively. In particular, there are physical constraints such as availability of activity space or venue. In 2005, DH has commissioned the Social Sciences Research Centre (SSRC) of the University of Hong Kong (HKU) to conduct a qualitative study namely *A Qualitative Study on Dietary and Exercise Practices of People in Hong Kong (2005)* to examine the dietary and exercise practices of people in Hong Kong.
- 3.2.14 Consolidating from the findings of the target group interviews conducted in the qualitative study, the reasons behind their physical inactivity are mainly due to three reasons: personal choices, time constraints and physical constraints. Personal choices include the lack of interest in exercise; time constraints were usually resulted from family, work, school or dating; while physical constraints mainly include the unavailability of exercise space or venue/facilities.
- 3.2.15 While the personal choices leading to physical inactivity require educational and promotional works to address, there are possibilities to alleviate the time constraints and physical constraints resulting to the physical inactivity of people. For instance, provision of accessible open space with adequate facilities could encourage people to take part in physical activity by reducing their travelling time and addressing the problem of lack of exercise spaces.
- 3.2.16 It was highlighted in Policy Address 2013 that part of the Government’s initiative is to further promote sports in the community through such measures as planning and building new sports facilities. Besides, Kai Tak Multipurpose Sports Complex being one of the future sports facilities in the in the territory. Under the Policy Address 2014, the Government also mentioned that further funding will be sought for construction of additional sports centres at Shatin and Tuen Mun to meet local community needs.
- 3.2.17 In order to further encourage sports, exercise and physical activities in Hong Kong, consideration should be given to further introduce quality exercise spaces, venues and facilities to the community, and ensure these facilities are accessible to the public. Based on the emphasis that exercise should be for everyone, when providing exercise spaces or venue and designing the activities to be included in these spaces, consideration should be given to the needs and preferences of different members of the community, including different genders, ages, occupations, etc. Also, in order to ensure the exercise spaces or venues are accessible to the public, they should be well-connected to its surrounding and be able to capture a sizeable catchment area of people in their vicinity.

## 4. SOCIAL BENEFIT OF THE PROPOSED BOARDWALK

### 4.1 The Vision

- 4.1.1 The overall vision of the proposed boardwalk is to create a boardwalk that serves as a functional East West connection along the waterfront, and a much needed public realm that would allow for much healthier, vibrant and attractive walking experience between North Point and Quarry Bay.
- 4.1.2 A number of elements are needed to achieve this overall vision. Firstly, the boardwalk itself serves as a physical connection which enables a functional East West walkable connection along the waterfront between North Point and Quarry Bay. Secondly, the possible inclusion of cycle track on the boardwalk would be considered as an additional means of non-walking connection along the waterfront and a healthy experience at the same time. Thirdly, opportunity is taken to utilizing various sites along the waterfront for providing additional recreational/ leisure and playground facilities as well as integrating the proposed boardwalk with nearby open spaces/ government sites, which help achieving a vibrant and attractive walking experience.
- 4.1.3 Figure 60341972/EBA/101 indicates the general alignment of the proposed boardwalk while Figure 60341972/EBA/201 illustrates the ultimate vision of the boardwalk integrating with nearby open spaces/ government sites to create more integrated and attractive destination along the waterfront. Major initial concepts of additional activities / facilities include possible pontoon for small boats; bicycle parking and renting facilities; water taxi stands/ fishing islands; basketball courts/ playgrounds etc. Possibility would also be explored to utilize the existing North Point Vehicle Ferry Pier for providing additional F&B/ refreshment kiosks to enhance the diversity of facilities to be provided.
- 4.1.4 The above are initial concepts, which shall be subject to further studies and discussions, particularly with various key issues and challenges that will need to be addressed, these may include the establishment of an overriding public need for the boardwalk; the interface/ compatibility of the boardwalk and its associated facilities with its surrounding land uses; the viability of the boardwalk in economic and other technical terms; the administrative implications of the proposed boardwalk and facilities; the future implementation of the boardwalk etc.

### 4.2 The Need for the Proposed Boardwalk

#### Re-Connecting the Broken Linkage Between North Point and Island East

- 4.2.1 At present, the East-West pedestrian connectivity between Fortress Hill, North Point and Quarry Bay relies solely on the existing major corridors of Kings Road and Java Road. When looking at a wider context of the harbourfront, the current waterspace underneath the Island East Corridor along North Point and Quarry Bay presents a rare and unique “opportunity” that could “re-connect” the two districts and the communities together, by offering a much more pleasant, healthy and enjoyable walking experience that will not only improve the living quality and lifestyle of the residents but also fill-in the missing linkage between North Point and Quarry Bay. This demands the provision of a new pedestrian connection that would further improve the continuity of the existing harbourfront, and allow for opportunities for providing more diverse and interesting facilities and programmes that would attract people to the water.

#### A Catalyst for Further Revitalization of the Local Economy/ Businesses

- 4.2.2 The proposed boardwalk would not only provide a solution to the broken linkage between North Point and Island East, the future users/ visitors attracted by the boardwalk will induce more pedestrian movement towards and along the waterfront. The anticipated increase in pedestrian/ visitors shall also bring about positive effect in revitalizing existing local businesses/ shops and eateries, particularly those clustered along the older areas of North Point (i.e. Java Road, Marble Road and King's Road etc.), further stimulate local economy and bring about social economic benefits. The positive effect towards local businesses may also encourage future redevelopments to rejuvenate the older inner area of North Point and Quarry Bay.

#### The Boardwalk as an Essential Facility to Encourage "Healthy Living"

*"Proven ways to achieve and maintain an ideal body weight include balanced diet and regular physical activity." – Quote Extracted from "Action Plan to promote Healthy Diet and Physical Activity Participation in Hong Kong"*

- 4.2.3 As urbanization and economic growth thrives, unsatisfactory diet and physical activity patterns becomes more commonly evident in Hong Kong's population. People nowadays are more vulnerable to affluent diets than ever, many even led to sedentary lives. As a result, increasing no. of people are becoming overweight and obese, which in turn would experience higher risk of potentially lethal NCDs. While the government is determined to promote healthy living in Hong Kong, it is equally important to ensure adequate facilities and spaces are provided for the public to do exercise or other leisure activities.
- 4.2.4 Drawing from the statistics mentioned in Section 2, it was revealed that "overweight and obesity", as well as "level of physical activities" both remained as health issues in Hong Kong that shows no improvement in the past decade, with approximately 40% of people aged 18-64 considered overweight or obese in the past decade, and that level of physical activities remained low generally for a period of 7 days.
- 4.2.5 Looking into the context of the Island East, the congested walking environment and the heavy vehicular traffic along the existing major corridors of King's Road and Java Road had long resulted in congested, polluted and rather undesirable environment for physical activities and leisure exercises. While existing public transport and rail services will cater to the daily commuting needs of these residents, there is an apparent need to provide a less-polluted, pleasant and enjoyable environment for local residents to walk, jog, cycle or other forms of exercises. The proposed boardwalk would be an essential facility to encourage local residents to exercise, walk and jog more, providing an impetus to promoting the concept of "healthy lifestyle" within the Island East area.

#### Enabling Better Connection and Integration with the Pocket Open Spaces Along Waterfront

- 4.2.6 While open spaces are currently available along the waterfront, including the North Point Vehicle Ferry Pier Playground, Tin Chiu Street Children's Playground, Tong Shui Road Garden, the open space outside ICAC Headquarters Building and the North Point Promenade, these open spaces are however mostly "pocket open spaces", which are relatively small and surrounded by high-rise commercial or residential buildings and they are currently not well-connected. Since the open spaces are currently not connected, users are mostly confined to a single piece of open space without enjoying a full spectrum of open space experience offered along the whole waterfront.

- 4.2.7 On one hand, the introduction of a proposed boardwalk underneath the IEC provides extra activity spaces for local residents to exercise, walk, jog or cycle. On the other hand, the proposed boardwalk could also enable better connection and integration with the pocket open spaces along the waterfront by linking them up together and form a comprehensive network of open spaces. In this way, the pocket open spaces could be activated by the proposed boardwalk and users can freely access different parts of the open spaces along the waterfront through a pleasant pedestrianized environment on the boardwalk.

#### Catchment Population and Potential Future Users of the Proposed Boardwalk

- 4.2.8 According to the data of 2011 Census, Eastern District is housing a total population of about 588,000 in a land area of about 1,856 ha. In terms of population density, Eastern District ranked the sixth among 18 districts, and was even the most densely populated district of Hong Kong Island. In fact, North Point is amongst the most densely populated area within Eastern District. According to the Explanatory Statement of the North Point OZP (No. S/H8/24), North Point had a population of about 161,000 in 2006, despite only covering 277 ha of land, which is about 15% of the area of Eastern District.
- 4.2.9 The dense population of North Point, and in a wider perspective, Eastern District, provides a strong justification of the demand of the proposed boardwalk, which would definitely relieve the inland area by providing extra open-air activity spaces for them. The population in Eastern District, being some 588,000 in 2011, will also provide a critical mass in supporting the proposed boardwalk in terms of its catchment population.
- 4.2.10 Besides residential population, North Point is also accommodating different commercial activities including retails, offices and hotels. Major offices in the area include @Convoy, AIA Tower, Fortress Tower, Island Place Tower, K. Wah Centre, 633 King's Road and various Government Offices. The workers of these offices as well as those engaged in the different commercial activities in the area are also the target catchment population as they could utilize the proposed boardwalk during their off-hours such as lunch time or as commuting route travelling to nearby places such as North Point Ferry Pier.
- 4.2.11 In 2015, there are 17 hotels in Eastern District with a total number of 5,184 hotel rooms. Major hotels near the proposed boardwalk include City Garden Hotel Hong Kong, Harbour Grand Hong Kong and Harbour Plaza North Point. The guests of these hotels would provide further demand for the proposed boardwalk, as walking on the boardwalk along the waterfront would definitely be a major attraction for hotel guests to appreciate the Victoria Harbour.
- 4.2.12 Beside the existing catchment population of the proposed boardwalk which comprises residential population, working population and hotel guests in Eastern District, the proposed boardwalk could work more than on a local or district level, but on a regional or territorial level. With the introduction of a proposed boardwalk together with new, interesting and unique waterfront proposals, more people from different districts would be attracted to the waterfront and enjoy the waterfront facilities for unique experience. Therefore, the proposed boardwalk would be demanded not only by the users of the Eastern District, but also from the general public in other parts of Hong Kong.
- 4.2.13 Moreover, benefit from its continuous connection to the under planning Wan Chai North and North Point Waterfront Areas to its west and the existing Quarry Bay Promenade to its east, the proposed boardwalk would certainly enjoy the synergetic effect created among these waterfront areas. A well-designed integration and seamless connection between them could facilitate the pedestrian to flow freely between these areas and provide additional demand for the proposed boardwalk.

Meeting Harbour Planning Principles and Guidelines and Fulfilling Public Aspirations for an Accessible and Continuous Waterfront

4.2.14 As mentioned in section 3.1 above, there are relevant harbour planning principles and guidelines as laid down by the TPB, and the then HEC (now Harbourfront Commission). In order to create a waterfront that is well received by the public and is able to cater to and balance with the aspirations of all sectors of the community, due respect must be paid to these principles and guidelines. Below is a performance matrix comparing the fulfilment of these harbour planning principles and guidelines, in scenarios with or without the proposed boardwalk underneath the IEC (see **Table 4.1**). In the table, “\*” represent that there is no change or no improvements to the fulfilment of relevant harbour planning principles and guidelines, while “√” represent that there are improvements in better fulfilling relevant harbour planning principles and guidelines.

Table 4.1: Performance Matrix Comparing the Fulfilment of relevant harbour planning principles and guidelines with or without the proposed boardwalk under the IEC

	Without boardwalk underneath IEC	With boardwalk underneath IEC
<b>TPB’s Vision and Goals for Victoria Harbour</b>		
• To bring the people to the Harbour and the Harbour to the people	*	√
• To enhance the scenic views of the Harbour and maintain visual access to the Harbourfront	-	-
• To enhance the Harbour as a unique attraction for our people and tourists	*	√
• To create a quality Harbourfront through encouraging innovative building design and a variety of tourist, retail, leisure and recreational activities, and providing an integrated network of open space and pedestrian links	*	√
• To facilitate the improvement of the water quality of the Harbour	-	-
• To maintain a safe and efficient harbour for the transport of people and goods and for the operation of an international hub port	-	-
<b>HEC’s Harbourfront Planning Principles and Guidelines</b>		
• Preserving Victoria Harbour - Victoria Harbour must be protected and preserved for Hong Kong people and visitors as a special public asset, a natural and cultural heritage asset, and a driver for the creation of economic and social values.	-	-
• Stakeholder Engagement - All sectors of the community must be engaged at an early stage and on an on-going basis in the planning, development and management of Victoria Harbour and its harbourfront areas through transparent and inclusive consensus building processes.	-	-
• Sustainable Development - The planning, development and management of Victoria Harbour and its harbourfront areas should embrace the principles of sustainable development to balance and cater for the economic, social and environmental needs of all sectors of the present generation, without	*	√

compromising the needs of future generations.		
<ul style="list-style-type: none"> <li>Integrated Planning - Integrated and long-term planning, development and management of infrastructure, land and marine uses, and water quality is essential to ensure the Victoria Harbour and its harbourfront areas support and enhance the economic, environmental and social aspirations of Hong Kong.</li> </ul>	*	√
<ul style="list-style-type: none"> <li>Proactive Harbour Enhancement - The planning, development and management of Victoria Harbour must proactively enhance the harbour and its harbourfront areas as Hong Kong's symbol of urban design excellence and Hong Kong's brand identity to the international community.</li> </ul>	*	√
<ul style="list-style-type: none"> <li>Vibrant Harbour - It is essential to balance the use of the harbour to provide both a maritime and logistics hub for safe and efficient passage of people and goods, and as a cultural and leisure facility. Both marine and land-side activities must cater to and balance with the aspirations of all sectors of the community.</li> </ul>	*	√
<ul style="list-style-type: none"> <li>Accessible Harbour - Victoria Harbour must integrate with the hinterland in a comprehensive manner, including ample unrestricted and convenient visual and physical access for pedestrians, preferably at grade, to and along the Harbour as well as the harbourfront areas.</li> </ul>	*	√
<ul style="list-style-type: none"> <li>Public Enjoyment - The planning, development and management of Victoria Harbour and its harbourfront areas should maximize opportunities for public enjoyment. Land required for and the impact from infrastructure developments, utility installations and land uses incompatible with the harbour planning principles should be minimized.</li> </ul>	*	√

4.2.15 As reflected from the table above, with the proposed boardwalk underneath the IEC, relevant harbour planning principles and guidelines could be better achieved than being without the proposed boardwalk. In other words, the introduction of a boardwalk underneath the IEC is considered in line with the harbour planning intention as set out by both the TPB and the then HEC (now Harbourfront Commission).

4.2.16 In various occasions of public engagements for harbourfront planning, including “*Hong Kong Island East Harbour-front Study*”, “*Harbour-front Enhancement Review – Wan Chai, Causeway and Adjoining Areas*” as well as the “*Urban Design Study for the Wan Chai North and North Point Harbourfront Areas*”, general public has voiced out their desire to have a continuous waterfront and be able to use the harbourfront for public enjoyment. The proposed boardwalk, together with the initially proposed facilities and programmes along the boardwalk, would no doubt become a new public facility that will greatly enhance the accessibility and continuity of the waterfront between North Point and Quarry Bay – fully achieving the Harbour Planning Principles on “Accessible Harbour” and “Public Enjoyment”.

4.2.17 Besides, the boardwalk would also offer a much flexible public facility to encourage exercise and physical activities, without the need to provide much supporting facilities or requiring large, sizeable sites within the already densely developed Eastern District.

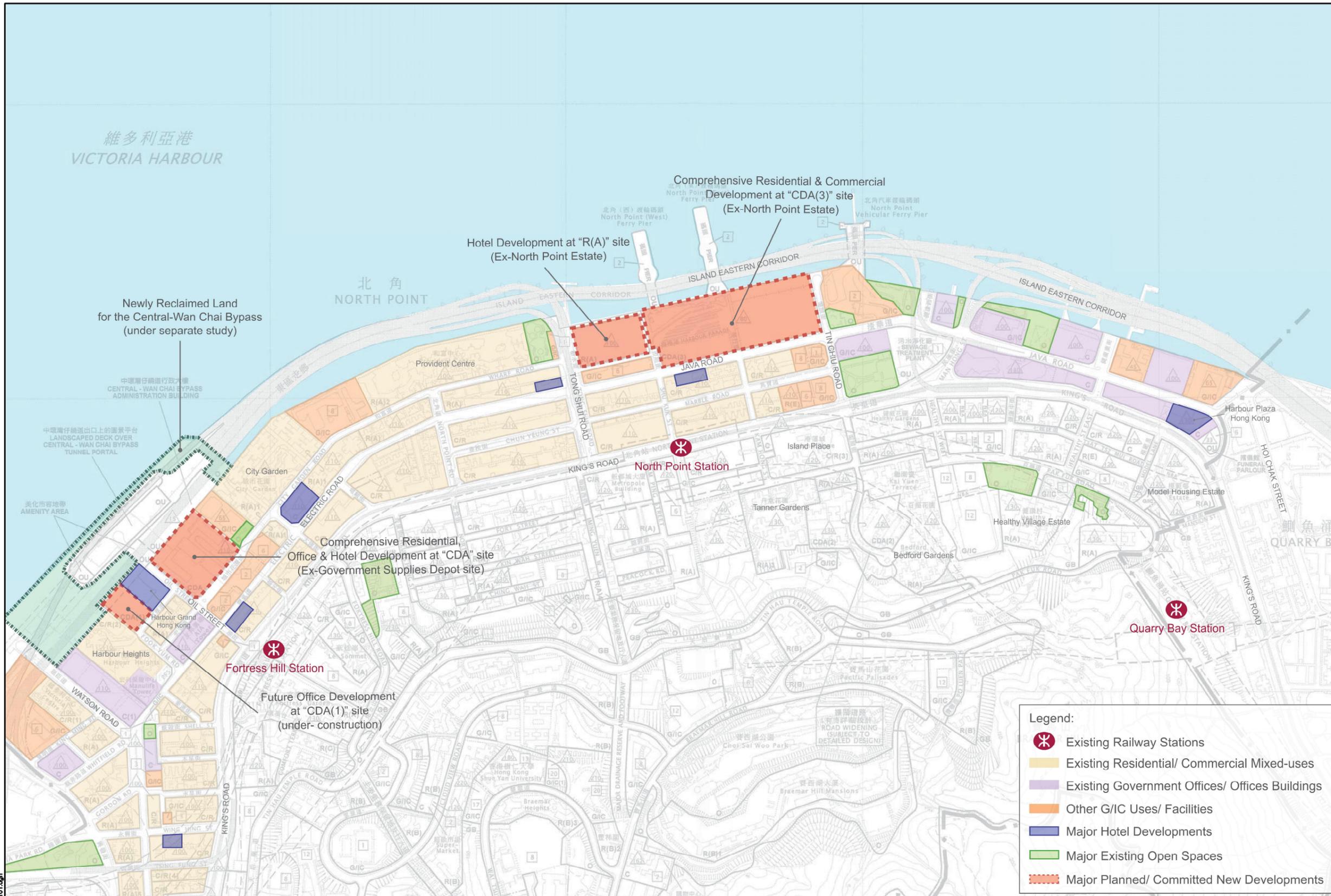
## 5. CONCLUSION

- 5.1 As demonstrated in section 4.2 above, the proposed boardwalk underneath IEC is both a needed and a demanded facility. On one hand, the proposed boardwalk meets a compelling need for a facility for exercise, sport and recreation in respect of the “Healthy Lifestyle” as strongly advocated and promoted by the Government. On the other hand, considering the dense population in North Point, the mix residential, commercial and hotel populations in the area and its potential synergetic effect with nearby waterfront areas, the proposed boardwalk is also a much demanded facility.



## Figures





**Legend:**

- Existing Railway Stations
- Existing Residential/ Commercial Mixed-uses
- Existing Government Offices/ Offices Buildings
- Other G/IC Uses/ Facilities
- Major Hotel Developments
- Major Existing Open Spaces
- Major Planned/ Committed New Developments

**ISSUE/REVISION**  
 修訂

IR/ 修訂	DATE/ 日期	DESCRIPTION/ 內容描述	CHK/ 核對

**STATUS**  
 圖版

SCALE/ 比例	DIMENSION UNIT/ 尺寸單位
A1 AS SHOWN	METRES

**KEY PLAN**  
 索引圖

PROJECT NO./ 項目編號	CONTRACT NO./ 合約編號
60341972	CE 41/2014 (HY)

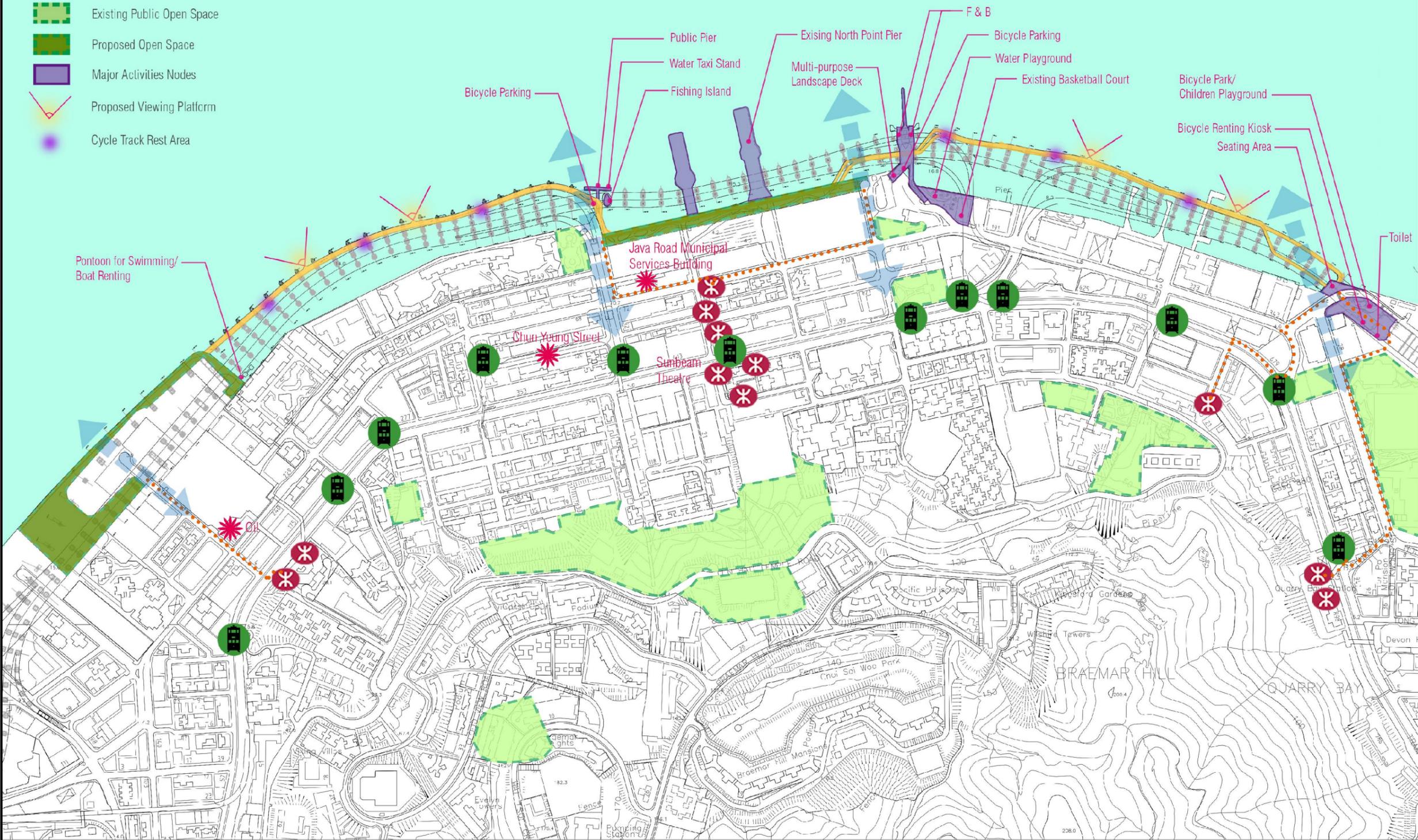
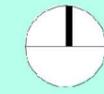
**SHEET TITLE**  
 圖紙名稱

**BASELINE PLANNING LAYOUT OF STUDY AREA**

SHEET NUMBER/ 圖紙編號
60341972/EBA/101

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- Point of Interest
- MTR Exit
- Tram Station
- Pedestrian Linkages between MTR station and the Boardwalk
- View Corridor
- Existing Public Open Space
- Proposed Open Space
- Major Activities Nodes
- Proposed Viewing Platform
- Cycle Track Rest Area



**ISSUE/REVISION**

I/R	DATE	DESCRIPTION	CHK.

**STATUS**

SCALE	DIMENSION UNIT
A1 AS SHOWN	METRES

**KEY PLAN**

PROJECT NO.	CONTRACT NO.
60341972	CE 41/2014 (HY)

**SHEET TITLE**  
 MASTER LAYOUT PLAN OF  
 PROPOSED IEC BOARDWALK

SHEET NUMBER
60341972/EBA/201

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