

# Impacts of Private Sector Involvement in Public Space Delivery and Management to Users – Two Case Studies from Hong Kong\_Ho Man Tang

*by Ho Man Tang*

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**Impacts of Private Sector Involvement in Public Space Delivery and  
Management to Users  
– Two Case Studies from Hong Kong**

**By: Ho Man Tang  
(Graduated from BSc Urban Planning, Design and Management at University  
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Being a dissertation submitted to the Faculty of The Built Environment as part of the requirements for the award of the MSc Urban Design and City Planning at University College London. I declare that this dissertation is entirely on my own work and ideas, data and images, as well as direct quotations, drawn from elsewhere are identified and referenced.

Signature:

A handwritten signature in blue ink, appearing to read 'Ho Man Tang', with a horizontal line underneath.

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## **Abbreviations**

Building Department (BD)

Civic Exchange (CE)

Closed-circuit Televisions (CCTVs)

District Council (DC)

Gross Floor Area (GFA)

Hong Kong (HK)

Hong Kong Public Space Initiative (HKPSI)

Lands Department (LandsD)

Lee Tung Avenue (LTA)

Lee Tung Avenue Management Limited (LTAML)

Leisure and Cultural Services Department (LCSD)

New World Development Company Limited (NWD)

Outline Zoning Plan (OZP)

Planning Department (PlanD)

Privately-owned Public Space (POPS)

Public Open Space in Private Development (POSPD)

Public Private Partnership (PPP)

Town Planning Board (TPB)

Tsim Sha Tsui (TST)

The Avenue of Stars (AOS)

The Avenue of Stars Management Limited (AOSML)

The University of Hong Kong (HKU)

Urban Renewal Authority (URA)

## **Abstract**

This dissertation explores impacts of private sector involvement in public space delivery and management to users in Hong Kong (HK). Previous literature on privately-owned public space (POPS) criticizes such involvement leads to its exclusivity. POPS might not always be able to be accessible by all members of the public and facilitate meaningful social interaction among users. Nor, some authors suggested these accusations might be *hyperbole* and *over-simplified*. This dissertation follows these discussions and examines the impacts of private sector involvement public space delivery and management on publicness in HK through two case studies, namely The Avenue and The Avenue of Stars (AOS). The analysis is governed by a new publicness model which includes three aspects, namely public engagement, accessibility & inclusivity and sociability. It reveals judgement on POPS might not be that absolute. The outcomes of private sector involvement may vary depending on various factors, including owner(s) of the POPS, type of the space and delivery mechanism of the space. These outcomes also have different levels of impacts on different user groups depending on their characteristics, like their age, income and experiences in other public spaces.

## 1. Introduction

The HK government has given POPS great expectation. Kayden (2000, p.21) referred POPS to “*place located on private property to which the owner has granted... rights of access and use to... the public.*” (p.21) In Public Open Space in Private Development Design and Management Guidance, the HK government stated “*[w]ith proper design and management, [POPSs] could contribute towards the provision of quality leisure and recreational space.*” (Development Bureau, 2011, p.4) However, whether the government is able to realise such promise remains questionable. Hong Kong Public Space Initiative (HKPSI), a concern group on public space, examined 44 POPSs in HK and stated “*most POPSs... [only] meet the basic requirements*” (HKPSI, 2017, p.54).

The New York government firstly applied POPS in their city since 1960s. They encourage developers to provide such space in exchange for additional bonus space (Huang and Frank, 2018). City-makers from other American cities and Europe have then rapidly applied the concept in their cities (Van Melik et al., 2009). The controversy in HK is not unique, POPS has always been a contentious topic. Sorkin (1992) argued increasing private involvement in public space delivery and management has led to *end of public space*. He accused such practice has rapid turned American urban landscape into Disneyland which provides regulated comfort for its target groups while concurrently gets rid of others. However, various scholars have challenged Sorkin’s depiction. Paddison and Sharp (2007) examined two neighbourhoods in Glasgow and concluded Sorkin’s depiction might be “*hyperbole*” and “*over-simplified*” (p.102).



This dissertation aims to address the following question: **What impacts does private sector involvement in public space delivery and management bring to users?** To answer it, I set three objectives:

1. Construct a new POPS evaluation model which breaks down the concept of publicness into subtopics
2. Identify stakeholders' perspectives on private involvement in public space delivery and management in two case studies in HK, namely The Avenue in Wan Chai and AOS in Tsim Sha Tsui (TST)
3. Analyse the differences between different user groups and the two cases, and deduce the reason(s) behind

This dissertation includes six chapters. A literature review in the next chapter summarises current debates on public space and publicness measurements. The third chapter justifies selection of cases and introduces this dissertation methodology. The fourth chapter briefly introduces development controls and public space delivery and management mechanisms in HK. The fifth chapter evaluates the two case studies. The sixth chapter concludes the findings and discussions in this research and suggest future research direction.

## 2. Literature Review

### 2.1 Public Space as a Slippery Concept

Definition of public space is ambivalent in urban studies. Scholars (See Dovey et al., 2009 for example) have described it as a *slippery concept*. Varna (2016, p.19) ascribed its vagueness is to *umbrella qualities* contributed to concepts of public and space, use of the multitude of terms and lack of clarity when various of authors are using it.

Different from terms like park and street which trigger similar image in people's minds, meanings of public and space are diverse. Public often refers to a large group of people which can be conceptualised to state or society or somethings related to them (Madanipour, 2003). The term also contains meanings associated to different scales. As the state, it may mean a nation, local government or an individual who is part of the government structure. Similarly, the term translation in Chinese is gung gung hung gaan (公共空間). Gung gung (公共) is public in English. As mentioned by Genovese and Li (2017, p.88), it may mean *official* apart from describing something belongs to the general public. The meaning of space is also not well-defined. Physical geographers conceive it in relation to either one of the landscape elements or totality of them (Mazúr and Urbánek, 1983). Human geographers use it to describe the virtual networked environments which link various computers and gadgets following information technology development (Crang, 1999).

In urban studies, usage of the concept of public space is often not clear. Scholars may consider it as sometimes a synonym of public realm, public domain and open space or sometimes a sperate yet relevant concept. Varna (2016) summarised various definitions and usages of the term public space and its related terms by different

scholars and contended “*a clear, cross-disciplinary definition... could not be found*” (p.19). Carmona et al. (2008) ascribed such phenomenon additionally to various policy-making traditions which defined it and its relevant terms differently. In some parts of United Kingdom, *public space* includes “*all those parts of the built environment where the public has free access*” and *public open space* to describe “*publicly accessible green space without any formal facilities for recreation provision*”. (London Assembly, 2011, p.47). However, the HK government uses *public open space* to describe the former parts of the urban areas (Civic Exchange, 2018).

## 2.2 Dimensions of Public Space

Definitions of public space often encompass two elements, namely accessibility and social interaction. Scholars and the states conventionally viewed public space as spaces owned and managed by the state and accessible by everyone in the society. (De Magalhaes, 2017). However, the line between public and private space has become blurry following rise of properties and areas owned and managed by the private sector yet are accessible and usable by the public, like shopping mall (Nissen, 2008). Scholars contended public space should not be limited to areas which owned by the state (Carmona, 2015). Cybriwsky (1999, p.233) redefined public space as all spaces that “*are freely accessible to the public*”.

It may be impossible to grant everyone in society with same accessibility level to public space. Carmona (2015) argued the public in public space in fact is not a unified entity but comprised of fragmented groups of people with various even conflicting interests. It is impossible to satisfy all their desires and some of them must be excluded. Dixon et al. (2006) demonstrated such argument in their research in Lancaster where they

found many users disliked drunkards in public space. They felt drunkards indirectly limited their use of space and hence should be excluded. Therefore, Németh and Schmidt (2011, p.9) argued the publicness assessment of public space should include *“ask[ing] to whom a space... might be more or less public”*.

Another important element of public space is social interaction. Cybriwsky (1999, p.233) argued public space should be *“intended for social interaction”*. Rummel (1976, Chapter 9) defined social interaction as *“acts, actions, practices of two or more people mutually oriented towards each other’s selves, that is, any behaviour that tries to affect or take account of each other’s subjective experiences or intentions.”* He emphasised *“social interaction requires a mutual orientation... [it] is not social interaction if the other is unaware”*.

Public space acts as a platform for people to interact with strangers. Watson (2006) argued it allows different groups to assemble and express their identities, values and claims through processes of feeling and being felt, seeing and being seen. Through these mutual interactions, people can develop tolerances, mutual care and friendship towards/with others (Jacob, 1961). However, how to achieve social interaction among strangers is a contentious topic. Goffman (2009) coined *civic inattention* to describe the phenomenon people generally will not interact with strangers without an obvious reason. Holland et al. (2007) observed although different social groups co-existed in the public spaces in Aylesbury in United Kingdom, they only carved out their own spot. External stimulates may break such *civic inattention*. McPhail (1994) argued busking and events in public space may able to create common interests among users. They

may draw people together to form *arcs* and *rings* and stimulate interactions among these people.

### 2.3 Critiques on POPS

Scholars' critiques on POPS often around two aspects, namely its exclusivity and inability to facilitate meaningful social interaction among users. Public space may become less accessible to certain groups if private sector involves. Some developers may deliberately hide the public spaces' routes and entrances from the general public while make them only known to their target groups (Koskela ,2000). Developers may also treat the space as profit-making place (Kohn, 2004). They may introduce cafes and chain stores to encourage consumption. They may also lease out the space for commercial events. In result, POPS may encourage the well-off to stay while exclude the underprivileged who cannot afford to consume. Moreover, developers may shape POPS into a safe environment to their target groups in order to increase their properties' competitiveness in attracting them by getting rid of the undesirable groups, such as the homeless, in the space (Goldsteen and Elliott, 1994). They may deploy security guards to expel the undesirable groups who do not fit the dress code (Carmona, et al., 2008).

Proper public space design and management may facilitate meaningful social interaction while the inappropriate ones may have negative effects on it. Private sector may shape POPS into a safety environment to their target groups by intensive surveillance and control (Carmona, 2010a). They may intensively install closed-circuit televisions (CCTVs) and arrange security guards to patrol around to prevent crimes and other anti-social behaviors (Carmona, et al., 2008). Németh (2010) argued presence of

visible security measures, including usage of CCTVs and intensively deploying security guards, may contribute to users' discomfort. Similarly, Ellin (1996) contended intensive CCTVs usage may lead to paranoia between people, discouraging social interaction in public space. Additionally, to create an apolitical environment, developers may establish to prohibit or regulate certain controversial activities, like busking and political event (Murphy, 2001; Carmona, 2010a). Wees (2017) contended busking may help performers to reach out new people and build new friendship easily in the society. This channel is especially useful for social marginalized groups, such as new immigrants. As these activities may trigger social interaction, strict control on these activities may indirectly hinder social interaction. Additionally, these activities per se may be a social interaction process. Political events in any form may serve as ways for protesters to demonstrate their values and demands. Protesters, other public space users and even those who are not physically in space yet concern about the event negotiate with each other during the event physically and virtually. In result, they reproduce and innovate values which shape the world. (Cao, 2017)

#### 2.4 Assessment of Publicness

Various scholars have developed models to further conduct in-depth analysis regarding POPS. These models divided the concept of publicness into several subtopics which researchers can measure based on onsite observations, surveys and interviews (Varna and Damiano, 2013). Three most notable models include *Cobweb model* (Van Melik et al., 2007) (Figure 1), *Tri-axal model* (Németh and Schmidt 2011) (Figure 2), *Star model* (Varna and Tiesdell, 2010) (Figure 3). Key subtopics in these models include ownership, urban design features, commercialization and controls.

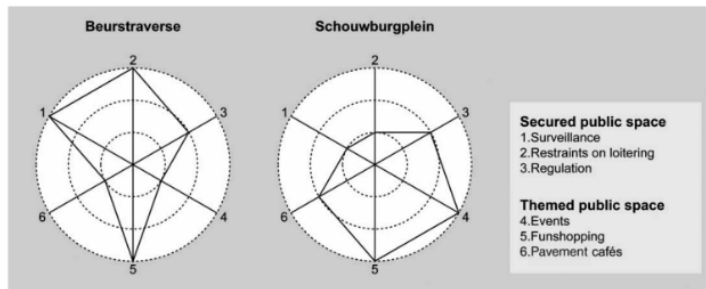


Figure 1: Cobweb Model (Van Melik et al., 2007, p.37)

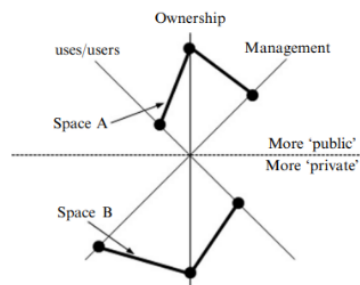


Figure 2: Tri-axial Model (Németh and Schmidt 2011, p.12)

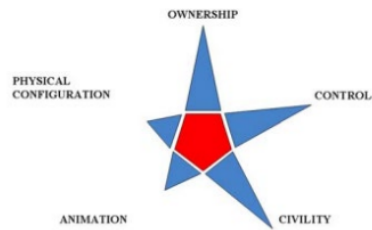


Figure 3: Star Model (Varna and Tiesdell, 2010, p.594)

Langstraat and Van Melik (2013) identified three flaws in previous POPS studies. Firstly, they believed previous researchers assessed POPS either by excessive or insufficient indicators. They doubted whether public space which fulfils all excessive indicators can exist in practice and whether insufficient indicators can capture complexity of publicness. Secondly, they argued previous studies often focused on flagship POPSs which only account for small portion of public spaces in cities and therefore cannot reflect the full picture. Lastly, they argued that previous studies only based on POPSs in Anglo-American world and challenged whether such narrative is sufficient to represent the situation around the globe. Subsequently, they raised another POPS model, *OMAI model* which includes four criteria (Figure 4). The authors applied the model in evaluating four POPSs in Britain and three in the Netherland. Therefore, they believed their study could overcome the third flaw raised by them previously. Moreover, these cases included not only primary spaces in prominent locations, but also secondary ones in banal locations, overcoming the second flaw.

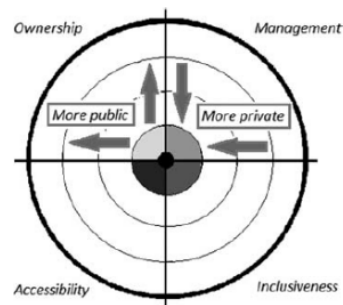


Figure 4: OMAI Model (Langstraat and Van Melik, 2013, p.435)



Nevertheless, all aforementioned studies are subject to several limitations. Firstly, they often include ownership as one of the subtopics in their POPS model. Ownership often refers to the POPS legal status (see Langstraat and Van Melik, 2013 for example). However, Carmona (2015, p.400), contended "*the rights and responsibilities associated with spaces are far more important than who owns... them. How, not who, is key*". Ownership may not be that important. Secondly, they assessed different POPSs against generic criteria identified by the authors and other scholars based on their interpretation on publicness. Interpretation on publicness from stakeholders of these assessed POPSs, however, is not considered as an input. De Magalhães and Trigo (2017) contended publicness assessment should be based on negotiations between all stakeholders rather than pre-determined criteria as they are the groups who enjoy the public space or are directly affected by the development. Thirdly, all these studies focused on the Western context. Carmona (2010b) contended public space is a product of historical and cultural trend. Hence, Hogan et al. (2012, p.60) argued the POPS researchers should not reduce their investigation scope only to "*North American city script*". Langstraat and Van Melik (2013) recognized such problem and tried to think outside the box by including three cases in the Netherland. However, all of their case studies are still from the West. Qian (2013) who studied public space in Guangzhou questioned the appropriateness of using pre-determined criteria derived from the West in non-Western public space evaluation. He further argued adopting such approach in Chinese public space assessment may neglect the unique *time-space* in China which can influence everyday public life.

### **3. Methodology**

#### 3.1 Case Studies Selection Justification

1. HK is a former British colony and an international city yet with rooted Chinese culture. As stated above, previous studies on POPS have focused in the Western context. Due to colonisation and globalisation, public spaces in non-Western cities may still resonate with the West in many ways. However, they may vary in some aspects due to their unique urban development process, social liberation, and cultural transformation which shape them concurrently (Qian, 2013). Chinese rulers had rapidly ceded to the British Empire since 1892 (Carroll, 2007). British colonial governors had established governing and economic systems which the Chinese government retained after its sovereignty handover back to China in 1997 (Economic and Trade Office ,2020). HK is a highly internationalised city and ranked 5 in the 2010 Global Cities Index (Kearney, 2010). However, Chinese culture has also influenced HK largely. Majority of HK population origin from China. Their ancestors mostly fled to the city during 1960s due to famines and social instability in China (Carroll, 2007). British, international and Chinese cultures shape HK development, making it a unique case for public space study.
2. HK is featured by high inequality and political exclusion. Political exclusion has given rise to economic development in Eastern cities. However, it has intensified the inequality in these cities (Freeman, 2008). Varied problems arise behind HK's prosperity. Politically, as I will discuss later, public engagement has been minimal during colonial times. Although the Chinese government promised to grant *high level of autonomy* after its handover (Economic and Trade Office ,2020), its public engagement level is still far lower than that of other developed economies. Economically, its Gini coefficient stood at 0.539 in 2016, which is one of the

highest among other developed economies, like Singapore and the United States (Oxfam, 2018). Tang (2017, p.2) regarded public space as *“a place of political contests and social tensions”*. Public space privatisation is often related to wider social issues, such as political exclusion and inequality (Qian, 2013). Therefore, investigation in POPs in HK can also explore these issues.

I have chosen The Avenue and AOS as case studies due to two reasons.

1. The POPs within these developments are delivered and managed through different mechanisms, namely lease stipulation and Public Private Partnership (PPP). Carmona (2010, p.10) argued public space is high influenced by *“diverse modes of governance [and] regulation... under which space is created”*. The impacts of private sector involvement in public space delivery and management may vary among different delivery and management mechanisms. The Avenue (Figure 5) in Wan Chai is the product of Lee Tung Street redevelopment project (H15 Project) by Urban Renewal Authority (URA), a quango facilitating urban redevelopments in HK, and the Grand Site Development Limited consisting of two property developers in HK, namely Sino Land Company Limited and Hopewell Holdings Limited. The Avenue provides two Public Open Spaces in Private Development (POSPDs) according to lease stipulation. Alternatively, AOS (Figure 7) is part of the TST Promenade. The government had revamped it twice in 1998 and 2015 respectively under PPP with sponsors of New World Development Company Limited (NWD), a company who owns a development, Victoria Dockside, along AOS.

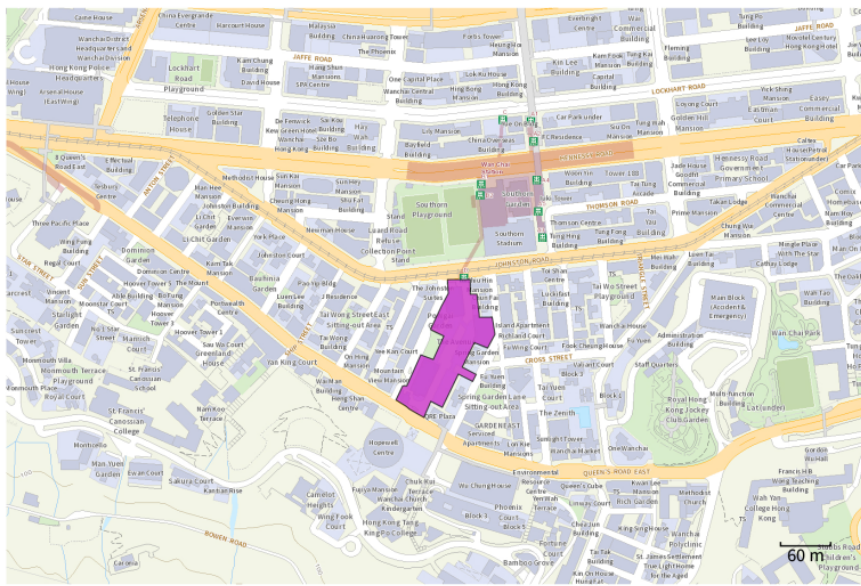


Figure 5: The Avenue Location (By Author)

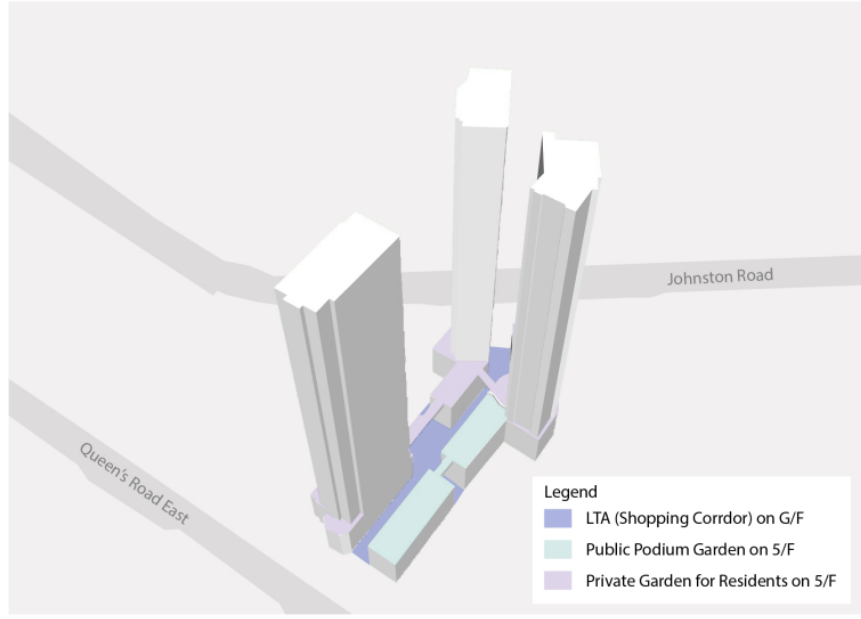


Figure 6: The Avenue POPs Locations (By Author)

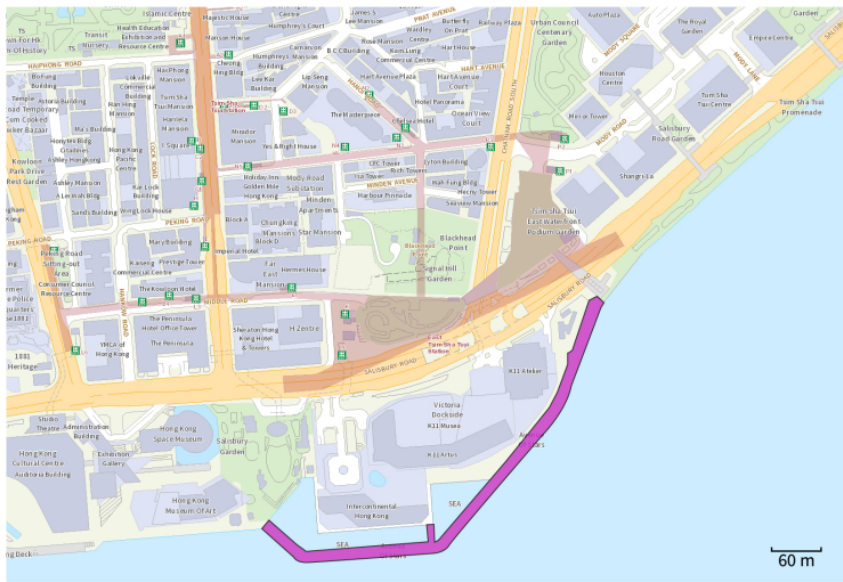


Figure 7: AOS Location (By Author)

2. The POPs within these developments have different features. Shaftoe (2008) argued public spaces in various sizes, shapes and types will attract different users and generate various activities. Impacts of private sector involvement in their delivery and management therefore may vary. The POPs in The Avenue are Lee Tung Avenue (LTA), a shopping corridor on the ground floor, and a podium garden on the fifth floor (Figure 6). AOS is a waterfront promenade in front of a shopping mall. A combination of different public space types in this dissertation allow me to widely explore these impacts.

### 3.2 Research Approach

This dissertation includes five stages.

Stage	Achievement	Action
1	Objective 1	I proposed a new POPS evaluation model in order to assess the impacts of the private sector involvement in public space delivery and management to users in the two selected cases. This model divides the concept of publicness into three aspects. Each of them is further divided each into two subtopics (Table 2). Based on discussion on Chapter 2.4, public inputs are important in evaluation of publicness. I include <b>public engagement</b> as one of the aspects in the model. Based on Chapter 2.3 and 2.4, criticisms on POPS mostly are about its exclusivity. POPS might not always be able to be accessible by all members of the public and facilitate meaningful social interaction among users. The other two aspects of publicness in this model are <b>accessibility &amp; inclusivity</b> and sociability respectively.
2	Objective 3	I interviewed scholars and urbanists to get a glimpse of public space issues in HK. I transcribed these interviews and used NVivo to identify significant issues regarding public space. They allowed me to understand POPS related policies and each site background, enabling me to deduce the reasons behind my findings in the subsequent stages.

Stage	Achievement	Action
3	Objective 2	I also conducted site visits during different times in a day and different days in a week. I recorded site characteristics and users' behaviors during these visits by field note and photography. I have attached details of each site visit in Appendix A.
4	Objective 2	I conducted an online survey in Chinese with English translation for each site respectively. I had drafted the questions based on my initial desktop research and observations. These surveys allowed me to understand the three aspects of publicness in my model from users' perspectives. I had advertised the surveys through mailing posters with the QR codes and their links to targeted resident groups near the sites. I had selected these targeted resident groups based on their distances to the sites and their economic characteristics. I have provided the details of the survey promotion, the posters and the survey results in Appendix B. I would also interview members of the Wan Chai District Council (DC) and Yau Tsim Mong DC representing the residents in the districts where two sites are located respectively. Similar to the interviews at stage 2, I transcribed the interviews and use NVivo to identify significant issues

Stage	Achievement	Action
5	Objective 2	I interviewed representatives from the management teams of the selected sites. These interviews allowed me to understand the selected site daily operation and challenges they meet when deliver their services. Conducting interviews with both users and management team allow me to strike a balanced position in my evaluation. Similar to interviews at stage 2 and 4, I transcribed the interviews and used NVivo to identify significant issues. I have attached a list of all interviewees and the interview topic guide template in Appendix C.

Table 1: Research Approach (By Author)



Aspect of Publicness	Subtopic	Key Questions
Public Engagement	Delivery	<ul style="list-style-type: none"> <li>- To what extent did the developer allow the public to voice out their opinions during the development delivery stage?</li> <li>- To what extent did the developer respond to the public's concerns?</li> </ul>
	Management	<ul style="list-style-type: none"> <li>- To what extent has the management company allowed the users to comment on the public space management?</li> <li>- To what extent has the management company responded to the public concerns?</li> </ul>
Accessibility & Inclusivity	Urban Design & Legibility	<ul style="list-style-type: none"> <li>- How clear are the signages and routes?</li> <li>- How inclusive is the public space design?</li> </ul>
	Commercialization	<ul style="list-style-type: none"> <li>- To what extent have the developer or the management company commercialized the place?</li> </ul>
Sociability	Security & Surveillance	<ul style="list-style-type: none"> <li>- Have the management company adopted any visible security measures posing discomfort to users?</li> </ul>
	Restrictions on Behavior	<ul style="list-style-type: none"> <li>- How are activities and events in the public space regulated?</li> </ul>

Table 2: Proposed Publicness Model (By Author)

### 3.3 Challenges

1. Yau Tsim Mong DC members rejected to participate in this dissertation. In response, I interviewed a member of Harbourfront Commission (HC) which is an advisory body on harbourfront developments in HK to understand AOS issues.
2. The management company of AOS was not willing to send anyone to participate in interview. In response, I sent the interview questions to them by email and requested for their written reply.
3. Both URA and the management company of The Avenue rejected my interview request. Therefore, I tried to found out their attitude towards management issues via the interview with the Wan Chai DC member who has worked closely with them to improve The Avenue POPs.

### 3.4 Limitations

1. The best way for publicness evaluation is to conduct it based on criteria derived from public negotiations. Due to the time and resource constraints, I still conducted it based on criteria derived from previous literature on publicness. However, investigation in public engagement levels in POPs delivery and management may able to reflect to what extend the authorities value public demands, filling in the gap to a certain extend.
2. POPs in HK is not a popular topic in urban studies academia. It might be difficult to search sufficient information for POPs at banal locations in the city. Therefore, this dissertation focuses on The Avenue and AOS, located in the city centre. However, this decision disables this dissertation to capture varied private sector involvement outcomes in less prominent areas.

3. COVID-19 outbreak makes on-site survey impossible. Although I tried to promote my surveys through mail, the response rates were lower than expectation.

### 3.5 Ethnic Statement

1. I conducted this dissertation during the COVID-19 outbreak in HK. I complied with the advices issued by the Department of Health in HK to minimize the transmission of COVID-19. I wore a mask appropriately and maintained at least 1-meter social distance recommended by Department of Health during site visits. I conducted the interviews and surveys by Microsoft Team and Microsoft Form respectively to minimize face-to-face contact with participants.
2. I respected this research participants' privacy. I had sent a consent form (Appendix C) and brief introduction by email to all interviewees before the interviews started, ensuring they fully understood my dissertation and their rights. I did not start any interview before interviewee had signed back the consent form. I only recorded the interview with the interviewee's permission stated on the consent form. I stored interview recordings in my personal computer with encryption and destroyed these records immediately after transcription. Online surveys in this dissertation only collected basic participants' information, like age group to which they belong, the building where they live and gender.

## **4. Development Controls and POPS Policies in HK**

### 4.1 Development Controls

Same as other urban developments, POPS in HK is subject to land, planning and building controls. It is important to understand these controls before the evaluation. The Lands Department (LandsD), Planning Department (PlanD) and Building Department (BD) are the governmental departments that are responsible for these controls respectively. They are all subordinated to Development Bureau.

LandsD is responsible for land controls in HK. The HK government owns all lands in the territory, except small plot of land granted to St. John Cathedral since colonial age. During land sale, LandsD on the government behalf grants right of usage to developers who is willing to pay the highest premium for a certain period of time under conditions stipulated in land lease. (Legislative Council, 2016)

Town Planning Board (TPB) exercises planning control with its executive arm, PlanD. Outline Zoning Plan (OZP) is the statutory plan published by PlanD on TPB behalf to confine developments. (TPB, 2020) Each OZP stipulates lands uses zones in a certain area in HK. PlanD attaches a note to each OZP which sets out uses that are always permitted (Column 1) in a particular zone and those which require planning application to TPB (Column 2). Developers can submit planning application to TPB to apply for re-zoning if they would like to include use which is in neither Column 1 nor 2 in their developments (PlanD, 2020) For each urban renewal project that requires OZP amendment, URA needs to submit a statutory Development Scheme Plan to TPB to seek for their approval (URA, 2017).

BD is responsible for building control in HK. Their department head is the Director of Building. The HK government requires the developer who intends to carry out building work to submit application statutorily to BD to seek approval from Director of Building. Developer must obtain consent to commence building works before any construction starts. (BD, 2018)

#### 4.2 Definitions of Open Space

The government documents (Siu, 2001; HKPSI, N.A.) and academic research (See Tang, 2017 for example) in HK often illustrate public space with recreational uses, such as parks and waterfront promenade, by the term Open Space. According to government's own definition, Open Space is *"any land with the minimum of building structure which has been reserved for either passive or active recreation and provides major or minor recreational facilities"* (TPB, 2014).

#### 4.3 POPS Provisional Mechanism

The HK government and scholars refer POPS as POSPD mostly. POSPD provision stipulation may appear in two types of documents, namely land lease and deed of dedication.

During land sale, the Development Bureau and LandsD may include POSPD provision as one of the lease conditions. In such circumstance, purchaser is required to provide and manage the POSPD(s) in its new development or in adjoining government land to fulfil such condition. Moreover, during planning application, the developer voluntarily or TPB or other governmental departments may propose to include POSPD provision as one of conditions in planning permission. After TPB have granted the permission to

the developer, such condition will be translated into lease conditions through lease modification. (Development Bureau, 2015)

Additionally, BD may request certain developments to setback for street widening purpose or provide public passage inside the development to satisfy the Building Ordinance before granting consent to commence building works. Under such circumstance, BD makes a deed of dedication with the developer. The deed requires the developer to deliver and manage such space which is regarded as POSPD. BD grants bonus Gross Floor Area (GFA) or exempt POSPD from GFA calculation in return. (Ibid)

Apart from POSPD, the government may also deliver POPS through PPP. The government has long adopted PPP in HK to provide infrastructures and public facilities (Efficiency Unit, 2008). When the private sector is willing to provide POPS under PPP, the government will make an agreement with private sector which can be a developer or non-governmental organisation. Under the agreement, the government's partner will be responsible for part of or all of the POPS construction cost. In return, the government will entrust the POPS management right to its partner for a certain period of time with a symbolic rent. (Legislative Council, 2003; Kwun Tong DC, 2013)

#### 4.4 Controversies of POPS and Subsequent Policy Refinement

The public has not paid much attention to POPS until journalists revealed two cases in 2008, namely the Time Square case and Metro Harbour View case. A local newspaper found Time Square stopping people lingering in its POSPD (Luk, 2009). Another local newspaper revealed Metro Harbour View only opening its podium garden to its

residents which is considered as POSPD (Cheung, 2011). These cases triggered massive public debates on the loose POPS regulations. The government has made a series of refinements to POPS policies in response. They published Public Open Space in Private Development Design and Management Guidance in 2012 to provide guideline on existing POSPD delivery and management. Moreover, TBP and the Development Bureau have decided not to accept or require POSPD provision since 2012 unless PlanD identifies a significant shortfall of public space around the site to avoid controversy in future. However, URA continues to provide POSPD in their redevelopment projects as they are often in old districts which lack public space. (Development Bureau, 2010)

## **5. Findings & Discussions**

Each section below will show findings and discussions of one of the three aspects of publicness in the proposed model. I have divided each section into four sub-sections. As mentioned above, place context often influences everyday uses of public space. The first sub-section will summarise some general observations regarding public space in HK by previous literature or my interviewees related to the aspect of publicness that I discuss in the section. The second and third sections will show findings of one subtopic in that aspect respectively. The fourth section will discuss the findings shown above.

### 5.1 Public Engagement

#### **5.1.1 Public Engagement in Public Space Delivery and Management in HK**

Public engagement conventionally remains minimal in HK. During early days of colonial era, the British Empire treated HK as a *borrowed land* which eventually needed to be returned to China. Policies often focused on maximising opportunities for British merchants rather than public affairs. (Xue and Manuel, 2001) Therefore, the colonial government did not put much effort in public engagement. Such situation has changed after the handover. The Chinese government has offered HK high level of autonomy (Tu, 2017). However, the public still do not have right to elect their own government to date (Tang, 2017). In result, although new generations in HK may show more enthusiasm in public affairs due to the increasing education level as reflected by the recent social movements (Lam, 2015), the public generally does not pay much attention to these issues, including those related to public space as they do not have much power to change the policy objectives (Chang, 2017).



Recently, the government has tried to increase the public engagement level in state-managed public space delivery by different initiatives. For example, Leisure and Cultural Services Department (LCSD), who manage most of public space used for recreational purpose in the city, like parks and sitting-out areas, launched Inclusive Play Space Design Ideas Competition to invite professionals and children to participate in designing the Tuen Mun Park inclusive playground (Legislative Council, 2019). However, during the interview dated 12 of August, a professor from the University of Hong Kong (HKU) specialised in public space, argued commercial interests often dominate HK. There is no promise that the government will realise the public engagement outcomes. During the interview dated 13 of August, a HC member, also acknowledged various government departments have not come into consensus that they will fully implement the public engagement outcomes in practice. While public participation level has rapidly increased in public space delivery, the level in public space management has remained low. Chan et al. (2015) linked it with lack of incentives from the government to park managers. In their study, they found park managers' awareness in public engagement had actually increased from 2004 to 2014 in HK. However, insufficient fiscal resources provided by the government to park managers and their limited scope of official duty have constrained them to engage the public.

### **5.1.2 Delivery**

URA commenced Lee Tung Street redevelopment project and started discussing compensation policy with affected tenants in 2003. As the tenants were not satisfied with the compensation, they founded H15 Concern Group in the same year to negotiate with URA. With help of volunteers from the built-environment industry, the

concern group proposed Dumbbell Proposal as an alternative to the URA's redevelopment plan. The plan focuses on two aspects, namely heritage conservation and social network (H15 Concern Group, 2007). Regarding heritage conservation, they requested URA and the Grand Site Development Limited to conserve some of the existing buildings along the street. They submitted their plan to TPB thrice to supersede URA's plan, but TPB rejected their plan in all their attempts.

During Dumbbell Proposal conduction, H15 concern groups had tried to contact URA and the developer for discussion. However, as mentioned by Miss Sin, a social worker who helped the H15 concern group during the campaign, responses from URA and the developer were often *"too difficult"* and *"too complicated"* (Luk and Cheung, 2007, p.103). Mr. Tu, a planner who helped the concern group voluntarily, challenged URA and the developer did not try their best to realise their comments (HK Connection, 2008). He accused the reason behind URA's reluctance to conserve the existing buildings was not because they could not do it, but such action might require reinforcement works and therefore additional monetary input. In 2016, HKPSI launched a public space HK Public Space Award. The public was allowed to choose the best and the worst public spaces in HK through Facebook. LTA was awarded the second worst public space in HK (HKIPS, 2016). One of the voters commented that it *"[ignored] history, neighbourhood contexts [with] extremely bad taste...[on] design."*

Survey result in this research also reflected the public participation inadequacy. Although many participants (88.89%) had heard of the development before its completion, only few of them (8.33%) had heard it through official planning documents. Only few of them (7.41%) participated in consultations sections held by

URA and the developer. All participants who joined these consultation sections regarded the response from the authority as unsatisfactory. This result is in line with the study done by HKU (2005, p.24) which stated *“the views of the local residents has not been seriously taken in consideration and channels for their participation were not adequate.”*

In 1998, the government proposed to revamp the TST Promenade partly into AOS to promote tourism with full sponsorship of NWD. They completed the project in 2004 and LCSD entrusted AOS management right to The Avenue of Stars Management Limited (AOSML), an NWD subsidiary, for 10 years in return (Legislative Council, 2003). In 2010, NWD commenced their plan to redevelop New World Centre into the Victoria Dockside. Simultaneously, they proposed to include revamping AOS in 2012 as part of the TST Waterfront Revitalisation Plan initiated by the government. In addition to AOS revitalisation, NWD also proposed to revamp the Eastern part of the TST Promenade. NWD would be fully responsible for the construction costs. (Choi, 2019) As part of the package, LCSD would enter a new contract with NWD which would supersede the old one. This contract would extend AOSML management right Eastward and allow them to manage the promenade until 2035 (Zeng, 2015).

The HC member interviewed stated LCSD and NWD consulted different governmental departments, HC, Yau Tsim Mong DC and the public through surveys, meetings, workshops and exhibitions. However, Cheung (2015) accused the survey participants were AOS users and included neither surrounding property owners nor residents nearby. This dissertation survey result also showed the residents were not familiar with the project with 71.43% of the participants had not heard of the revamp project

before its completion. Additionally, LCSD did not allow discussion on the government partner. Therefore, some of the property owners who also owned premises along TST Promenade felt unfair. They were afraid NWD might use their enlarged POPS to increase competitiveness of their property while decrease that of other premises along TST Promenade (Lai, 2015).

LCSD and NWD collectively submitted the plan to TPB in 2015 and TPB approved the plan (TPB, 2015). Due to strong opposition from the public, LCSD and NWD eventually planned a two-stage consultation after TPB had granted approval to the project. Nevertheless, although the property owners demanded for discussion on the government partner, the consultation only discussed the POPS design provided by NWD, assuming NWD was the government partner (Au Yeung, 2015). As the consultation first stage met with heavy opposition from the public, in 2016, the LCSD and NWD simplified the plan and did not extend the AOSML contract period or its management area. Nevertheless, they cancelled the consultation second stage and finalised the design internally. (LCSD, 2016)

During the interview, the HC member mentioned public engagement is difficult in waterfront promenade delivery. Compared with other local recreation grounds, it is harder for the government to reach out all the stakeholders as waterfront promenade often serves as “territory facility” with users from all around HK and even the globe. The public may not be very interested to the project as it is not near their home. This is where HC comes in as it is formed by experienced members from different sectors and concern groups, who might be more familiar with public views. Although he was generally satisfied with the public participation in AOS delivery, he stated “there are

issues that should have done better". He mentioned he had spotted AOS's inability in handling large crowd during events. Although he had convinced the architect to change the design after the consultation cancellation. NWD was not willing to change the plan as they had spent too much resources and time on negotiation with the public. They would like to re-open AOS before Victoria Dockside as it could help them to attract visitors to their mall inside the development.

### **5.1.3 Management**

Lee Tung Avenue Management Limited (LTAML), a company established by URA, Sino Land Company Limited and Hopewell Holdings Limited, is responsible for management in The Avenue POPs. In this dissertation survey, only two participants had ever made complaints to LTAML. While one of them was somewhat satisfied with LTAML's response, another one was somewhat dissatisfied. During the interview dated 3 of August, a Wan Chai DC Member mentioned LTAML generally values comments and complaints made by Wan Chai DC who represents the Wan Chai population. For example, they have changed the lighting and sound directions during events at night to minimize the impacts on surrounding residents after receiving complaints from Wan Chai DC members. LTAML will consult Development, Planning & Transport Committee of Wan Chai DC before they make any big change in The Avenue POPs. However, he acknowledged LTAML's attitude to complaints may sometimes be different if the public directly complains to them.

According to AOSML, LCSD and AOSML have set up a steer committee which involves representatives of AOSML, LCSD and NWD to discuss the complaints from users. The committee also involves representatives from the Yau Tsim Mong DC to speak for the

residents' population interests. However, the HC member interviewed questioned the effectiveness of the committee in dealing with complaints and stated, "when [LCSD] signed a very long contract with the NWD... they found out that it was very difficult change the contract. There was a lot of discussion between LCSD and NWD, [but] NWD just said why would I do that if I need to spend more money on it... I [just] do what was agreed." Two participants in this dissertation survey mentioned they had complained to AOSML regarding AOS before. Both of them were not satisfied with the responses from the authority.

#### **5.1.4 Discussion**

The findings generally conform to the observation by previous literature and my interviewees. Private interest often hinders public engagement in POPS delivery. During the interview in HK Connection (2005), the URA director, Mr. Joseph Lee mentioned URA cannot pose too much pressure on their partners as they often would like some flexibility in redevelopment project. Therefore, URA might not be able to fulfil some of the public demands in Lee Tung Street redevelopment project. In the case of AOS, the crowd control problem mentioned by the HC member interviewed also reflected the inability of HC in balancing the public and private interests as it only serves as an advisory group. When these agencies fail to secure public interests, TPB becomes the last guard. However, many TPB members often have some relationships with developers. For example, in 2000, 23 out of 45 members held directorships in either real estate or construction companies (Ming Pao, 2012). Their decision may be in favour of them. In the case of The Avenue, TPB rejected Dumbbell Proposal because H15 Concern Group could not submit a traffic impact assessment. However, Dr. Wai-Kwan Chan, a former TPB member challenged the decision and argued the Dumbbell

proposal was similar to the plan proposed by URA with even lower density. He believed the traffic impact assessment done by URA should be applicable to Dumbbell Proposal (HK Connection, 2008). Similarly, in the case of AOS, although 97% of the representations objected to the plan submitted by LCSD and NWD, TPB approved the plan (TPB, 2015).

Public engagement levels in POPS management in The Avenue and AOS are different. As mentioned by a senior researcher on public space from Civic Exchange (CE), during the interview dated 23 of July, the government cannot effectively regulate POPS once they have signed the contract with the developer as it is are often signed for a long period of time or in perpetuity with no review mechanism. Developer usually only delivers the minimal standard stated in the contract. This happened in the case of AOS but not in the case of The Avenue. LTAML involves URA. As URA is a quango, its involvement allows the government to direct the management style through URA. The Wan Chai DC member interviewed mentioned URA involvement means URA will be responsible for the cost partly for any improvement in the POPSs, giving more incentive for the developers to change. However, whether the corresponding DC fully understands the public expectation towards every POPS in HK may remain questionable. The researcher from CE interviewed mentioned “there is not always a lot of communication between public and DC, so sometimes they just do something that the public actually surprised”. Therefore, a direct public engagement in POPS management is still important. However, in the case of The Avenue, it seems that the public may not be always able to complaint without help from the Wan Chai DC.

## 5.2 Accessibility & Inclusivity

### **5.2.1 Public Space Uneven Distribution in HK**

Lack of attention towards public space leads to its insufficient provision and uneven distribution. Lai (2017) examined public space provision and distribution in HK. She found that public space distribution was unequal. Her study found more than half of the population could only get less than 2.5m<sup>2</sup> COS per person, the standard proposed by the government. Lai also found dense old districts tended to have the least provision of public space. For example, each resident in Wan Chai only enjoyed 0.7 m<sup>2</sup> of COS. Tang (2017) examined the Open Space land use zones distribution in the OZPs and found that only 52.6% of these zones were located in dense housing areas while 27.4% of them were in luxurious housing area with low-density. While most of the population lived in housing areas with high-density, the author contended open space “[might] not... been fairly distributed across housing classes” (p.86).

Public space is important to the underprivileged in HK. Built-up areas in HK accounts for 24.3% and the remaining areas are non-built-up areas consisting of country parks, green belts, and coastal protection areas (Task Force on Land Supply, 2018). The researcher from CE interviewed mentioned high proximity to countryside from city centre allows the public to travel to these areas easily. However, countryside may not be able to fully replace public space in built-up areas. According to a research by HKU and TrailWatch (2019), country park users tend to belong to higher income and younger groups as they often have more resources and time. Public spaces in built-up areas become important to the lower income and older groups who may not be able to travel to the countryside easily.



### **5.2.2 Urban Design & Legibility**

In The Avenue, LTA is undoubtedly accessible by the public as it is located on the ground floor with good visibility from the surroundings (Figure 8). However, the podium garden may not have such high accessibility as it is located on the fifth floor. HKPSI listed three problems of the podium garden in The Avenue (Kwan, 2016a). Firstly, although LTAML provides maps and signages along LTA (Figure 9), these signages and maps are not big enough. The firefighting and rescue stairway signage is far more obvious than the garden entrance map beside its entrance (Figure 10). Secondly, the podium garden entrance along LTA is similar to the ones for residential buildings in The Avenue (Figure 11). However, LTAML argued this design is for the sake of urban design coherency across the whole development (Ibid). Thirdly, LTAML's website does not indicate the podium garden location. HKPSI members argued it had taken nearly 20 minutes to locate the garden in their first attempt (Kwan, 2016b).

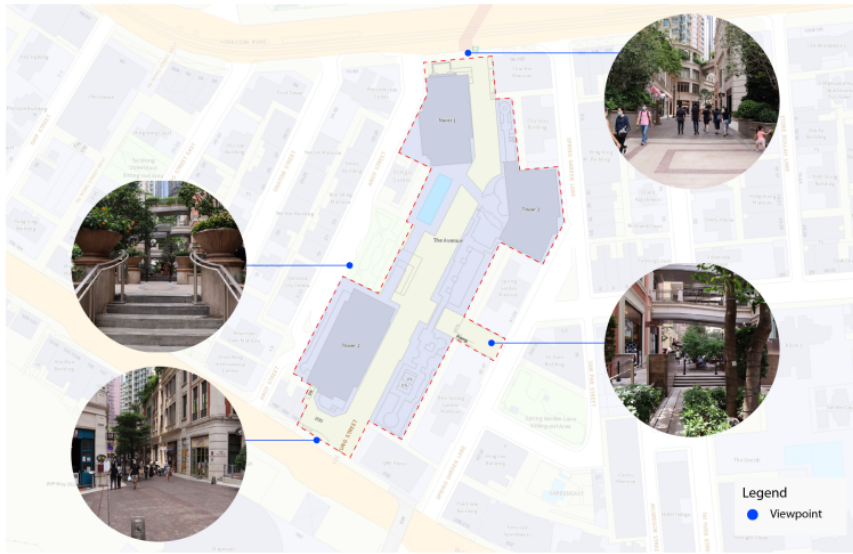


Figure 8: LTA from different Viewpoints (By Author)



Figure 9: The Podium Garden Signages & Maps along LTA (By Author)

This dissertation survey result did not fully reflect HKPSI's accusation. Although nearly half of the participants stated the signages and maps of the podium garden were somewhat not helpful, there were nearly half of them respectively believed they were helpful. Moreover, only few of them (30.77%) agreed that the developer deliberately hid the garden with most of them (69.23%) remained neutral in this question. Reason for this difference may be the accessibility improvement done by the management company in 2017 as mentioned by the Wan Chai DC member interviewed. LTAML had posed up more signages and enlarged the maps after they received complaints from the users through Wan Chai DC (Figure 10). I also observed LTAML has tried to promote the podium garden by advertising it on electronic notice boards (Figure 9).



Figure 10: Enlarged Map beside The Podium Garden Entrance  
(Left: Before (Kwan, 2016); Right: After (By Author))



Figure 11: Entrances (Left: Podium Garden; Right: Residential Tower) (By Author)

Regarding the urban design, HKPSI members also mentioned such problem and recommended LTAML should have changed the ordinary entrance doors into automatic ones (Ibid). However, LTAML has not implemented their commend according to my observation. None of the participants in this dissertation survey aged over 60 or above had used the podium garden before (Table 3). Nevertheless, the Wan Chai DC member interviewed did not agree with the survey result and mentioned there used to be more old users before but the number of them has dropped during the COVID-19 outbreak.

Frequency Q.6 Age Q.2	Once a Day or Above	Couple of Times per Month	Once a Week	2 to 3 Times per Mont	Once per Month or Less	Never
0-18	0	0	0	0	1	0
18-24	1	2	0	2	1	2
25-39	0	2	0	2	0	2
40-60	0	0	0	0	2	6
>60	0	0	0	0	0	4

Table 3: Podium Garden Users' Frequency by Age

Unlike The Avenue which is located in the city centre, AOS is separated from TST town centre by Salisbury Road (Figure 7). The government built several tunnels and bridges to enhance AOS accessibility. Signages and maps are important in the case of AOS. The HC member interviewed stated, "when you [would like to] walk [to AOS], you look for signs. The biggest sign that you see is the water... but... you cannot see the water...[when] you are in tunnels." According to my observation, NWD and AOSML have posed various signages and maps on/in bridges and tunnels linking AOS (Figure 12). Although most of the participants in this dissertation survey believed these signages and maps were not helpful in locating AOS, the HC member interviewed questioned the representativeness of this result as the survey participants mostly were residents who were familiar with the area while AOS users are far more diverse. They include visitors who do not know the area well and rely on these signages and maps more.



Figure 12: AOS Signages (Left: Tunnel; Right: Bridge) (By Author)

### 5.2.3 Commercialization

HK is a highly divergent city. Forrest et al. (2004) examined income distribution in HK and stated “[i]n the compact... built-up areas in HK, it is not uncommon to find poor and much wealthier neighbourhoods co-existing and sharing shopping, public transport and other facilities.” (p.217) Users of public space often include people from different class. The dissertation survey results also reflected such diversity. The survey participants who had used The Avenue POPs and AOS included people from different income groups (Table 4 & Table 5).

Both LTA and AOS are highly commercialised. URA and the developer have branded The Avenue into an up-market development. Most restaurants and cafes along LTA target at the well-off. A burger required over HK\$100 in Burgerism along LTA (Figure 13) while it only costs around HK\$20 in McDonalds. Similarly, beverages from AOS are very expensive. A bottle of tea costed HK\$16 from the vending machine in AOS while HK\$10.5 from the one in the Star Ferry Pier in around 500m apart from AOS (Figure 14). The nearest shopping mall is K11 Musea in NWD's Victoria Dockland along AOS. However, most of the shops in the mall are international luxurious boutiques (Figure 15). Such commercialised settings around/in The Avenue POPs and AOS may lead to their exclusivity. This dissertation survey participants' visit frequency generally negatively correlated with their household income. However, the relationship was less obvious in The Avenue POPs (Table 4 & Table 5).



Figure 13: Burgerism Menu (By Author)





Figure 14: Price of Bottle of Tea from Vending Machine (Left: AOS; Right: Star Ferry Pier) (By Author)



Figure 15: K11 Musea Interior (By Author)



Frequency Q.5 Income Group Q.3	Once a Day or Above	Couple of Times per Month	Once a Week	2 to 3 Times per Mont	Once per Month or Less	Never
<HK\$10,000	1	0	1	0	1	1
HK\$10,000- HK\$24,999	0	2	0	1	0	1
HK\$25,000- HK\$39,999	7	1	0	0	0	0
>HK\$39,999	6	0	0	2	3	0

Table 4: LTA Users' Frequency by Income Group

Frequency Q.5 Income Group Q.3	Once a Day or Above	Couple of Times per Month	Once a Week	2 to 3 Times per Mont	Once per Month or Less	Never
<HK\$10,000	0	0	0	1	4	0
HK\$10,000- HK\$24,999	0	0	0	0	2	0
HK\$25,000- HK\$39,999	0	4	0	0	3	0
>HK\$39,999	2	4	0	0	2	0

Table 5: AOS Users' Frequency by Income Group

#### 5.2.4 Discussion

The Avenue POPSs accessibility and inclusivity are comparatively higher than AOS. The researcher from CE interviewed mentioned one of the reasons why the developer hides POPS might be saving maintenance cost. However, according to the POPS policy refinement in 2012, URA is responsible for all POPS maintenance costs in all their projects (Development Bureau, 2010). The Avenue is a shopping mall where developer

will benefit from increasing patronage. Therefore, they would rather make their POPSs visible to the public, turning them into selling points in their development. This challenges Koskela's (2000) critique that developers deliberately may deliberately hide their POPS(s). The Avenue is located at the heart of Wan Chai. Although shops in The Avenue mostly target at the well-off, users from less affluent backgrounds are able to use the space while consume in nearby local stores. Nevertheless, such situation might change in the future following retail gentrification led by redevelopment projects in Wan Chai (Ng, 2017). One of the reasons behind retaining POSPD in URA redevelopment is to increase public space accessibility in old districts (Development Bureau, 2010). The Avenue POPSs seem to fulfil this purpose.

AOSML provides sufficient signages and maps to guide visitors to AOS. The reason behind may be similar to the case of The Avenue. NWD can benefit from attracting more people to AOS as it owns Victoria Dockside along it. As shown above, AOS may be less inclusive than The Avenue. It is separated by Salisbury Road from TST city centre. It may be inconvenient for visitors to use AOS while consume in the city centre. Additionally, as shown above, beverages in AOS are expensive. One possible explanation for their high prices might be the contract between LCSD and NWD which stipulated AOSML needs to be self-financed (Legislative Council, 2003). AOSML might need to mark up the price to earn sufficient revenue for maintenance. AOS is located in the Yau Tsim Mong District. According to HK Poverty Situation Report in 2018 (Census and Statistics Department), Yau Tsim Mong District was one of the five districts with the highest poverty rate. While the high price will not hinder the affluent group accessibility to AOS, it may be a barrier to the underprivileged. However, as explained above, they are often the group who needs public space in urban area the most. While

Kohn (2004) suggested POPS commercialisation leads to exclusivity. The case of The Avenue and AOS shows the level of exclusivity brought by commercialisation may vary depending on the POPS location.

### 5.3 Sociability

#### **5.3.1 Excessive Control in HK State-managed Parks**

Apart from its minimal public participation and uneven distribution, another issue regarding public space in HK is excessive control. LCSD manages their public space under the long-established Pleasure Grounds Regulation (Tang, 2017). Such regulation bans activities, such as biking, dog walking and busking (Chung, 2009). LCSD may prosecute those in breach of the regulation. In 2007, LCSD made 204 prosecutions and approximately half of which were related to unauthorized biking (Ibid).

Mr. Chiu-Ying Lam, a retired high-level civil servant who currently works as a public affairs commenter, ascribed over-management in LCSD public space to overcautious attitude rooted in civil servants' mind (HK Connection, 2005). Civil servants typically will not prefer to change long-established rules as they are scared of taking responsibility if their refinement brings any unfavorable outcome. As mentioned by the researcher from CE interviewed, LCSD needs to do a lot of work once anyone complains, they rapidly have become highly sensitive to complaints. One of the LCSD's objectives in public space management is to avoid complaints. The HC member interviewed gave an example in this regard. He mentioned LCSD has allowed dog entry in Quarry Bay Park partly along Hoi Yu Street Waterfront Promenade. This has led to conflict between dog owners and other users. He stated "complaints eventually have come to LCSD and LCSD does not know how to deal with it other than saying I don't

want dogs in my [management areas]. Those complaints stop LCSD to make [more] dog parks on [other parts of the promenade]”.

### 5.3.2 Security & Surveillance

I conducted six site-visits to The Avenue during June and August. I stayed approximately half an hour in both POPs at each time. I had only seen security guard once during my site-visits on the podium garden. However, I had seen security guard(s) patrolling on the corridor every time (Figure 16). The developer installed CCTVs in both the podium garden and LTA. However, the ones on the podium garden are obviously more hidden (Figure 17 & Figure 18). This dissertation survey results regarding CCTVs and security guard also reflected this difference. LTA’s security measures tended to make its users feel more uncomfortable.



Figure 16: Security patrolling in LTA (By Author)



Figure 17: LTA CCTVs (By Author)



Figure 18: Podium Garden CCTVs (By Author)

During my site visits, I observed at least one security guard patrolling during each site-visit (Figure 19). Similar to the podium garden in The Avenue, NWD have deliberately hidden CCTVs behind lamp posts (Figure 20). During the interview, the HC member interviewed stated “in terms of management, I don’t think the private developer is overwhelming... I don't feel... burdening [when I am] there”. However, in this dissertation survey, participants’ attitude towards these two security measures were similar. Most of them tended to agree these measures had made them feel uncomfortable.



Figure 19: AOS Security patrolling (By Author)

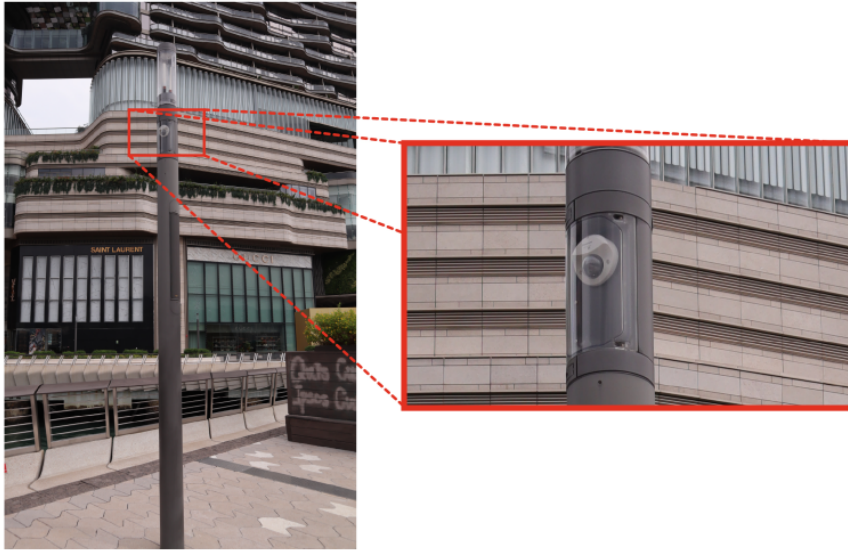


Figure 20: AOS CCTVs (By Author)

### 5.3.3 Restrictions on Behavior

The Avenue POPSs and AOS regulations are similar. They both ban list of activities, such as biking hawking (Figure 21 & Figure 22). However, The Avenue POPSs allow dog entry while AOS does not. During my site visit in The Avenue, I observed dog owners who resided in The Avenue talked with each other while they were walking their dogs. However, the Wan Chai DC member interviewed stated some users do not prefer dogs in these POPSs. Complaints about dog have become more frequent during COVID-19 outbreak when LCSD has closed many of their parks. Unlike the palliative response from LCSD in case of Quarry Bay park, the DC member interviewed mentioned LTAML are currently planning to implement a district separation policy in The Avenue POPSs. While some parts in both POPSs will ban dog entry, other parts will continue welcome dogs.





Figure 21: The Avenue POPs Regulations (By Author)



Figure 22: AOS Regulations (By Author)



Busking in both The Avenue POPs and AOS requires permission. However, the Wan Chai DC member interviewed mentioned LTA used to have some impromptu busking while it has become less frequent during social movement and COVID-19 outbreak. He observed LTAML generally does not intervene these performances unless they seriously block LTA or make too much noise which disturbs The Avenue residents. In AOS, AOSML requires performers to apply for permission before their show. The HC member interviewed mentioned AOSML security guard will ask buskers to leave if they do not have permits.

#### **5.3.4 Discussion**

Most participants in this dissertation surveys on The Avenue POPs and AOS had not talked with strangers. Those who had talked with strangers did not necessarily disagree security measures had posed discomfort to them during their visits (Table 6 & Table 7). While Ellin's (1996) argued usage of CCTVs might hinder social interaction, the Wan Chai DC member interviewed refuted her argument. He explained "there are CCTVs everywhere [in HK], HK people have get used to [them]." This confirmed the argument by Qian (2013) that POPs should be studied with due consideration to its local context. Another more important factor leading to low interaction level may be the Chinese conservative characteristics. Lau (1982, p.89) argued *"suspicious attitude towards outsiders and distrust of them have long been a recognized cultural feature of the Chinese people... Given the Chinese abhorrence of conflict and aggression, we find... cold, impersonal postures towards those who are outsiders"*.

Respondent Number	Talk with Stranger(s) Q.16/ Q.17	CCTVs posed Discomfort Q.12/ Q.13	Security Guards posed Discomfort Q.14/ Q.15
<b>LTA</b>			
2	Yes	Neutral	Somewhat Disagree
11	Yes	Neutral	Neutral
<b>Podium Garden</b>			
1	Yes	Neutral	Somewhat Disagree
3	Yes	Somewhat Agree	Neutral
6	Yes	Somewhat Agree	Somewhat Agree

Table 6: The Avenue POPSs Users' Attitude towards Security Measures

Respondent Number	Talk with Stranger(s) Q.11	CCTVs posed Discomfort Q.9	Security Guards posed Discomfort Q.10
1	Yes	Strongly Disagree	Strongly Disagree
6	Yes	Somewhat Disagree	Somewhat Agree
12	Yes	Somewhat Disagree	Somewhat Agree
18	Yes	Somewhat Agree	Somewhat Disagree

Table 7: AOS Users' Attitude towards Security Measures

Both regulations in The Avenue POPS and AOS tended to be loose in eyes of most participants in this dissertation survey. This, again, challenged the view by Murphy (2001). Participants who deemed The Avenue POPSs and AOS regulations were strict tended to belong to older groups. The researcher from CE interviewed mentioned the control in public space was looser in the past. She stated “[when] we did focus groups

in our research... [our participants stated] when we were children we were able to just ride bicycles around the parks and nobody cares at all." A possible explanation of such difference between the old and the young may be their different experiences about public space. While the old's impression on public space has been built on their past and present experiences in public space with increasing levels of control, the young's impression has been built on their present experience with solely strict controls.

LTAML's response on complaints about dog entry was different from LCSD. It showed their willingness to reconcile the different needs between users. It challenges Murphy's (2001) argument that developers tend to shape POPS into an apolitical environment. AOSML attitude is different. During the interview, the HC member mentioned "HC would like dog entry in... all waterfront promenades in HK... but it hasn't happened [in AOS]". However, according to AOSML, they have banned dog entry according to The Pleasure Grounds Regulation as LCSD owns AOS and they are only responsible for the management. This shows although AOS is managed under PPP, its management style is still similar to ordinary pleasure grounds managed by LCSD as AOSML do not have much freedom in drafting regulations.

While LTAML allows busking in The Avenue POPSs, AOSML only allows busking with permission from LCSD. Mr. So, a busker who routinely performs in Time Square POPS, argued setting up an application system is equal to forbidding busking. He questioned whether the management company will selectively approve performances depending on their backgrounds and contents. He also deemed application procedures as too bureaucratic while busking often happens impromptu (HK Connection, 2011). Since the government cancelled Sai Yeung Choi Pedestrianisation Scheme, many former

performers have continued busking on western side of TST Promenade. The rapid increase in performers number has led to conflicts between performers (Standnews, 2018). Since AOS is separated from TST town centre, there is no sensitive noise receivers nearby. AOS may have potential to absorb some of these demands. However, this has not happened.

## **6. Conclusion**

Scholars have suggested various models in measuring publicness. However, they derived the criteria in many of these models mostly based on existing literatures or their own understanding on the concept rather than the users' perspective. This dissertation tries to fill in this gap by including a new aspect, public engagement, in the model. It finds that users' viewpoints on certain aspect of publicness may vary from existing literature's understating. The view towards visible security measure is an example. If time and resources are more sufficient, future research may firstly conduct a survey to understand expectations to the POPS from its users and set up the criteria based on these expectations.

This dissertation confirms the argument made by Paddison and Sharp (2007) that scholars should study POPS consequences in more nuanced terms. Previous literature on POPS often criticizes private involvement in public space delivery and management leads to negative outcomes. However, this dissertation reveals they vary depending on various factors, including owner(s) of the POPS, type of the space, delivery mechanism of the space. This dissertation also confirms the argument made by Németh and Schmidt (2011) that the level of publicness to different groups may vary depending on their backgrounds. It finds outcomes of private sector involvement may pose different levels of impacts on different users depending on their characteristics, like their age, income and experiences in other public spaces.

The HK government refined POSPD provisional policies in 2012 due to the controversies of Time Square and Metro Metro Harbour View in 2008. While some other comments on POPS in HK (See HKPSI, 2017 for example) suggested these policy

refinements are to no avail, this dissertation recognises some of the government's efforts. As one of the policy refinements, the government has become more reluctant in requesting or accepting POPSD in future private development. This dissertation suggests the government may consider to relax such policy. Through better negotiation with private developers, POPS can also "*contribute towards the provision of quality leisure and recreational space*" (Development Bureau, 2011, p.4).

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## 8.1 Appendix A: Site Visit

### Site Visit Details

Date	Weekday/ Weekend	Time	Weather
<b>The Avenue POPs</b>			
12 <sup>th</sup> June, 2020 (Fri)	Weekday	Morning	Sunny
10 <sup>th</sup> June, 2020 (Wed)	Weekday	Afternoon	Sunny
13 <sup>th</sup> July, 2020 (Mon)	Weekday	Evening	Sunny
20 <sup>th</sup> June, 2020 (Sat)	Weekend	Morning	Sunny
27 <sup>th</sup> June, 2020 (Sat)	Weekend	Afternoon	Cloudy
13 <sup>th</sup> July, 2020 (Sun)	Weekend	Evening	Sunny
<b>AOS</b>			
11 <sup>th</sup> June, 2020 (Thu)	Weekday	Morning	Sunny
18 <sup>th</sup> June, 2020 (Thu)	Weekday	Afternoon	Sunny
2 <sup>nd</sup> July, 2020 (Wed)	Weekday	Evening	Cloudy
21 <sup>th</sup> June, 2020 (Sun)	Weekend	Morning	Sunny
4 <sup>th</sup> July, 2020 (Sat)	Weekend	Afternoon	Cloudy
11 <sup>th</sup> July, 2020 (Sat)	Weekend	Evening	Sunny

Table 7: Site Visit Details

## 8.2 Appendix B: Survey

### 8.2.1 Survey Promotion

As mentioned above, I promoted my surveys by mailing posters (Figure 25) to some buildings around the two sites. I selected these targeted buildings based on their distances to the sites and estimated economic characteristics of their households (Figure 23 & Figure 24). For their distances to the selected sites, I included buildings that are near POPS and those at the edge of their catchment areas. I assumed both POPSs in The Avenue have catchment with a radius of 500m as this is the standard suggested by the government in HK Planning Standard and Guideline (HKPSG) for local open space<sup>1</sup>. I assumed AOS catchment area is wider as it is a territorial facility. There is no standard for regional open space in the HKPSG. I used boundary of Tsim Sha Tsui OZP as that of AOS catchment area<sup>2</sup>. For their households' economic characteristics, I included buildings whose residents may likely belong to low-income groups and those whose residents may likely belong to high-income groups. I estimated the economic characteristic mainly based on two factors, namely the price per feet in the latest transaction of flat in that building and the household income distribution of the Territory Planning Unit (TPU) where the building is located. The latest transaction price is available on Centadata.com<sup>3</sup>, a website run by Centaline Property Agency. PlanD divides HK into 291 TPUs for planning purposes. I used TPU household income distribution data from 2016 By-census<sup>4</sup>. I selected more buildings in the case of The Avenue as numbers of flats per building in the selected buildings are relatively smaller. I needed to select more buildings in order to have similar number of posters sent.

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<sup>1</sup> PlanD (2020). *Hong Kong Planning Standard and Guidelines*. Available at: [https://www.pland.gov.hk/pland\\_en/tech\\_doc/hkpsg/full/index.htm](https://www.pland.gov.hk/pland_en/tech_doc/hkpsg/full/index.htm) (Accessed: 18 June, 2020)

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<sup>3</sup> Centaline Property Agency (N.A.). *Centadata.com* [online]. Available at: <http://www1.centadata.com/ephome.aspx> (Accessed: 15 June, 2020)

<sup>4</sup> Census and Statistics Department (2016). *2016 Population By-census* [online]. Available at: <https://www.bycensus2016.gov.hk/en/bc-dp-tpu.html> (Accessed: 19 June, 2020)

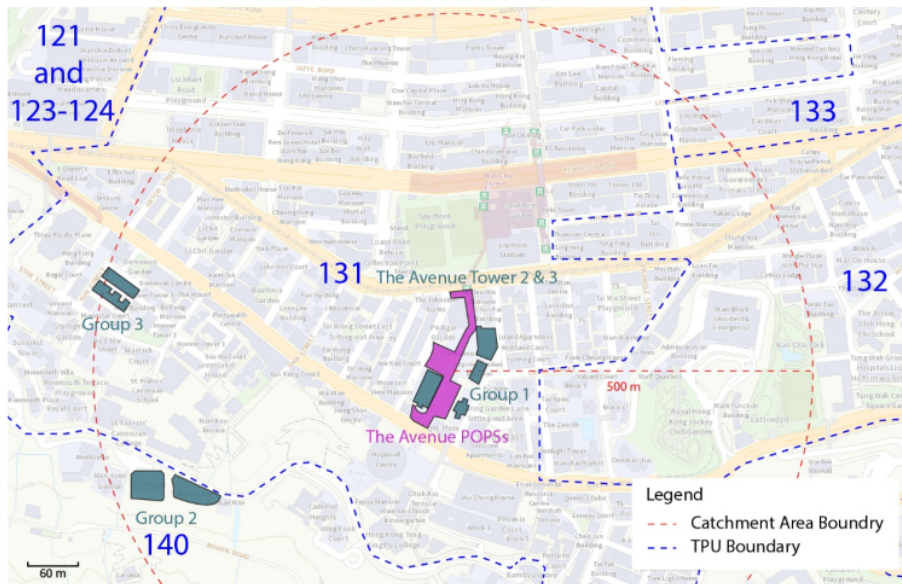


Figure 23: Locations of the Selected Buildings (The Avenue)

Monthly Income (HK\$) in 2016 Census	Number of Persons (TPU Number: 131)	Number of Persons (TPU Number: 140)
Less than 2,000	248	17
2,000-3,999	402	36
4,000-5,999	1,178	178
6,000-7,999	1,204	320
8,000-9,999	911	58
10,000-14,999	3,212	315
15,000-19,999	1,855	183
20,000-24,999	1,750	219
25,000-29,999	906	151
30,000-39,999	1,092	254
40,000-59,999	1,885	370
60,000 and over	2,593	1,193
<b>Total</b>	<b>17,236</b>	<b>3,294</b>

Table 9: TPU Population Monthly Income Distribution (The Avenue)

Group	Name of Property	Price per Feet in Latest Transaction (HK\$)	Selection Criteria	Number of Flat Selected
/	The Avenue	23,599	Flat A on every floor of Block 2 and Block 3	74
1	New Spring Garden Mansion	18,947	Flat A, B, C, D on every floor	36
	Spring Garden Mansion	16,413	Flat A and B on every floor	34
2	Sakura Court	24,829	Flat A and B on every floor	24
	Ewan Court	22,918	Flat A and B on every floor	48
3	Sun Hing Mansion	14,520	All flats on every floor	12
	Shun Ho Building	15,833	All flats on every floor	12
	Yuk Yat Building	16,042	Flat A, B and C on every floor	15
	New Sun House	17,823	All flats on every floor	12
<b>Total</b>				267

Table 10: Selected Buildings' Information (The Avenue)

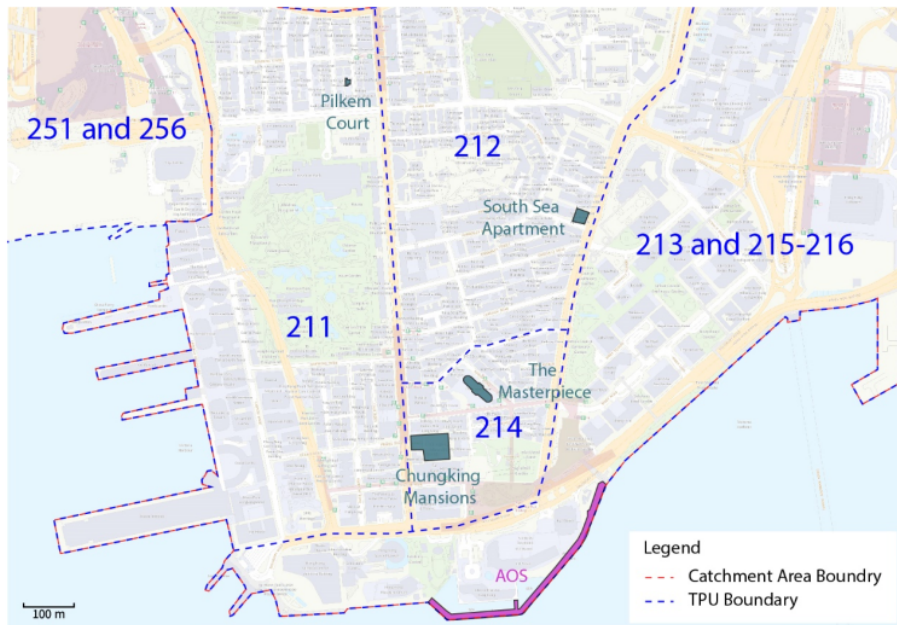


Figure 24: Locations of the Selected Buildings (AOS)

Monthly Income (HK\$) in 2016 Census	Number of Persons (TPU Number: 211)	Number of Persons (TPU Number: 212)	Number of Persons (TPU Number: 214)
Less than 2,000	73	82	24
2,000-3,999	93	191	47
4,000-5,999	274	339	54
6,000-7,999	262	632	193
8,000-9,999	617	451	140
10,000-14,999	1,695	1,434	393
15,000-19,999	884	883	169
20,000-24,999	549	802	191
25,000-29,999	501	491	136
30,000-39,999	531	663	244
40,000-59,999	588	710	218
60,000 and over	928	952	213
<b>Total</b>	<b>6,995</b>	<b>7,630</b>	<b>2,012</b>

Table 11: TPU Population Monthly Income Distribution (AOS)

Name of Property	Price per Feet in Latest Transaction (HK\$)	Selection Criteria	Number of Flat Selected
The Masterpiece	69,803	Flat A and B on every floor	68
Chungking Mansion	7,560	Flat A1, A2, A3 and A5 on every floor	75
South Sea Apartment	11,034	Flat A, B, C and D on every floor	72
Pilkem Court	16,361	Flat A, B, C and D on every floor	56
<b>Total</b>			<b>271</b>

Table 12: Selected Buildings' Information (AOS)



Figure 25: Posters (Left: The Avenue; Right: AOS)

### 8.2.2 Survey Result (The Avenue)

#### Basic Information

##### 1. Your Gender:

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Male	12	44.44	44.44	44.44
Female	15	55.56	55.56	100
Not Listed (Please Specify)	0	0	0	100
Prefer Not to Answer	0	0	0	100
<b>Total</b>	27	100	100	

##### 2. Your Age Group:

Option	Frequency	Percent	Valid Percent	Cumulative Percent
0-18	1	3.7	3.7	3.7
18-34	8	29.63	29.63	33.33
25-39	6	22.22	22.22	55.55
40-60	8	29.63	29.63	85.18
>60	4	14.81	14.81	100
<b>Total</b>	27	100	100	

##### 3. What is your own household income?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
<HK\$10,000	4	14.81	14.81	14.81
HK\$10,000-HK\$24,999	4	14.81	14.81	29.62
HK\$25,000-HK\$39,999	8	29.63	29.63	59.25
>HK\$ 39 999	11	40.74	40.74	100
<b>Total</b>	27	100	100	



4. Where do you live?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
The Avenue	10	37.04	37.04	37.04
Buildings belong to Group 1	7	25.93	25.93	62.97
Buildings belong to Group 2	6	22.22	22.22	85.19
Buildings belong to Group 3	3	11.11	11.11	96.3
Other	1	3.7	3.7	100
<b>Total</b>	27	100	100	

5. How often do you visit the shopping corridor (Lee Tung Avenue) of The Avenue?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Once a Day or Above	14	51.85	51.85	51.85
Couple of Time per Week	3	11.11	11.11	62.96
Once per Week	1	3.7	3.7	66.66
2 to 4 Times per Month	3	11.11	11.11	77.77
Once per Month or Less	4	14.81	14.81	92.58
Never	2	7.41	7.41	100
<b>Total</b>	27	100	100	

6. How often do you visit the podium garden of The Avenue?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Once a Day or Above	1	3.7	3.7	3.7
Couple of Time per Week	4	14.81	14.81	18.51
Once per Week	0	0	0	18.51
2 to 4 Times per Month	4	14.81	14.81	33.32
Once per Month or Less	4	14.81	14.81	48.13
Never	14	51.85	51.85	100
<b>Total</b>	27	100	100	

**Accessibility**

7. To what extend do you agree the shopping corridor (Lee Tung Avenue) feel and look like a public space?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	3	12	11.11	12
Somewhat Agree	15	60	55.56	72
Neutral	4	16	14.81	88
Somewhat Disagree	3	12	11.11	100
Strongly Disagree	0	0	0	100
<b>Total</b>	25	100	92.59	

8. To what extend do you agree the podium garden feel and look like a public space?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	1	7.69	3.7	7.69
Somewhat Agree	4	30.77	14.81	38.46
Neutral	5	38.46	18.52	76.92
Somewhat Disagree	3	23.08	11.11	100
Strongly Disagree	0	0	0	100
<b>Total</b>	13	100	48.14	

9. Some people said that the podium garden seems to be hidden. Do you agree?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	0	0	0	0
Somewhat Agree	4	30.77	14.81	30.77
Neutral	9	69.23	33.33	100
Somewhat Disagree	0	0	0	100
Strongly Disagree	0	0	0	100
<b>Total</b>	13	100	48.14	

10. How helpful are the signages to help you to locate the podium garden?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Extremely Helpful	2	15.38	7.41	15.38
Somewhat Helpful	4	30.77	14.81	46.15
Neutral	1	7.69	3.70	53.84
Somewhat Not Helpful	6	46.15	22.22	100
Somewhat Not Helpful	0	0	0	100
<b>Total</b>	13	100	48.14	

### Sociability

11. How would you rate the restrictions in the shopping corridor (Lee Tung Avenue) and the podium garden?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Extremely Loose	2	8	7.41	8
Somewhat Loose	4	16	14.81	24
Moderate	15	60	55.55	84
Somewhat Restrictive	4	16	14.81	100
Extremely Restrictive	0	0	0	100
<b>Total</b>	25	100	92.58	

12. To what extent do you agree the CCTVs along the shopping corridor (Lee Tung Avenue) make you feel uncomfortable when you are using it?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	2	8	7.41	8
Somewhat Agree	11	44	40.74	52
Neutral	12	48	44.44	100
Somewhat Disagree	0	0	0	100
Strongly Disagree	0	0	0	100
<b>Total</b>	25	100	92.59	

13. To what extent do you agree the CCTVs in the podium garden make you feel uncomfortable when you are using it?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	0	0	0	0
Somewhat Agree	3	23.08	11.11	23.08
Neutral	9	69.23	33.33	92.31
Somewhat Disagree	1	7.69	3.70	100
Strongly Disagree	0	0	0	100
<b>Total</b>	13	100	48.14	

14. To what extent do you agree the security guards patrolling on the shopping corridor (Lee Tung Avenue) makes you feel uncomfortable when you are using it?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	0	0	0	0
Somewhat Agree	7	28	25.93	28
Neutral	8	32	29.63	60
Somewhat Disagree	10	40	37.04	100
Strongly Disagree	0	0	0	100
<b>Total</b>	25	100	92.59	

15. To what extent do you agree the security guards patrolling in the podium garden makes you feel uncomfortable when you are using it?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	0	0	0	0
Somewhat Agree	3	23.08	11.11	23.08
Neutral	4	30.77	14.81	53.85
Somewhat Disagree	6	46.15	22.22	100
Strongly Disagree	0	0	0	100
<b>Total</b>	13	100	48.14	

16. Have you ever talked with someone you did not know before while you are using the shopping corridor (Lee Tung Avenue)?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	2	8	7.41	8
No	23	92	85.19	100
<b>Total</b>	25	100	92.59	

17. Have you ever talked with someone you did not know before while you are using the podium garden?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	3	23.08	11.11	8
No	10	76.92	37.04	100
<b>Total</b>	13	100	48.14	

#### Public Involvement

18. Have you heard of The Avenue before its completion?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	24	88.89	88.89	88.89
No	3	11.11	11.11	100
<b>Total</b>	27	100	100	

19. If yes, how did you know about this project?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Social Media	6	25	22.22	25
News	14	58.33	51.85	83.33
Official Consultation Document	2	8.33	7.41	91.66
Word of Mouth	2	8.33	7.41	100
Not Listed (Please Specify)	0	0	0	100
<b>Total</b>	<b>24</b>	<b>100</b>	<b>88.89</b>	

20. Have you heard of the consultation of Lee Tung Street redevelopment project?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	3	12.5	11.11	12.5
No	21	87.5	77.78	100
<b>Total</b>	<b>24</b>	<b>100</b>	<b>88.89</b>	

21. Have you participated in the public consultation?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	2	8.33	7.41	8.33
No	22	91.67	81.48	100
<b>Total</b>	<b>24</b>	<b>100</b>	<b>88.89</b>	

22. Are you satisfied with the consultation process?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Extremely Satisfied	0	0	0	0
Somewhat Satisfied	0	0	0	0
Neutral	0	0	0	0
Somewhat Dissatisfied	1	50	3.7	50
Strongly Dissatisfied	1	50	3.7	100
<b>Total</b>	<b>2</b>	<b>100</b>	<b>7.41</b>	

23. Have you given any comment to the management company regarding the shopping corridor (Lee Tung Avenue) and the podium garden in The Avenue?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	2	8	7.41	8
No	23	92	85.19	100
<b>Total</b>	25	100	92.59	

24. Are you satisfied with the response from the authority?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Extremely Satisfied	0	0	0	0
Somewhat Satisfied	1	50	3.7	50
Neutral	0	0	0	50
Somewhat Dissatisfied	1	50	3.7	100
Strongly Dissatisfied	0	0	0	100
<b>Total</b>	2	100	7.41	

25. Any other comment? (Please Specify)

Respondent Number	Comments
/	/

### 8.2.3 Survey Result (AOS)

#### Basic Information

1. Your Gender:

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Male	13	59.09	59.09	59.09
Female	9	40.91	40.91	100
Not Listed (Please Specify)	0	0	0	100
Prefer Not to Answer	0	0	0	100
<b>Total</b>	22	100	100	

2. Your Age Group:

Option	Frequency	Percent	Valid Percent	Cumulative Percent
0-18	1	4.55	4.55	4.55
18-34	5	22.73	22.73	27.28
25-39	4	18.18	18.18	45.46
40-60	8	36.36	36.36	81.82
>60	4	18.18	18.18	100
<b>Total</b>	22	100	100	

3. What is your own household income?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
<HK\$10,000	5	22.73	22.73	22.73
HK\$10 000-HK\$24,999	2	9.09	9.09	31.82
HK\$25,000 - HK\$39,999	7	31.82	31.82	63.64
>HK\$39,999	8	36.36	36.36	100
<b>Total</b>	22	100	100	

4. Where do you live?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
The Masterpiece	8	36.36	36.36	36.36
Chungking Mansion	5	22.73	22.73	59.09
South Sea Apartment	2	9.09	9.09	68.18
Pilkem Court	5	22.73	22.73	90.91
Not Listed (Please Specify)	2	9.09	9.09	100
<b>Total</b>	22	100	100	



5. How often do you visit The Avenue of Stars?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Once a Day or Above	2	9.09	9.09	9.09
Couple of Time per Week	8	36.36	36.36	45.45
Once per Week	0	0	0	45.45
2 to 4 Times per Month	1	4.55	4.55	50
Once per Month or Less	11	50	50	100
Never	0	0	0	100
<b>Total</b>	22	100	100	

**Accessibility**

6. To what extend do you agree The Avenue of Stars feel and look like a public space?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	11	50	50	50
Somewhat Agree	8	36.36	36.36	86.36
Neutral	1	4.55	4.55	90.91
Somewhat Disagree	1	4.55	4.55	95.46
Strongly Disagree	1	4.55	4.55	100
<b>Total</b>	22	100	100	

7. How helpful are the signages to help you to locate The Avenue of Stars?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Extremely Helpful	0	0	0	0
Somewhat Helpful	6	27.27	27.27	27.27
Neutral	0	0	0	27.27
Somewhat Not Helpful	16	72.73	72.73	100
Somewhat Not Helpful	0	0	0	100
<b>Total</b>	22	100	100	

**Sociability**

8. How would you rate the restrictions in The Avenue of Stars?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Extremely Loose	1	4.55	4.55	4.55
Somewhat Loose	3	13.64	13.64	18.19
Moderate	15	68.18	68.18	86.37
Somewhat Restrictive	3	13.64	13.64	100
Extremely Restrictive	0	0	0	100
<b>Total</b>	22	100	100	

9. To what extend do you agree the CCTVs along The Avenue of Stars make you feel uncomfortable when you are using it?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	1	4.55	4.55	4.55
Somewhat Agree	10	45.45	45.45	50
Neutral	6	27.27	27.27	77.27
Somewhat Disagree	4	18.18	18.18	95.45
Strongly Disagree	1	4.55	4.55	100
<b>Total</b>	22	100	100	

10. To what extend do you agree the security guards patrolling on The Avenue of Stars makes you feel uncomfortable when you are using it?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	1	4.55	4.55	4.55
Somewhat Agree	12	54.55	54.55	59.1
Neutral	4	18.18	18.18	77.28
Somewhat Disagree	4	18.18	18.18	95.46
Strongly Disagree	1	4.55	4.55	100
<b>Total</b>	22	100	100	

11. Have you ever talked with someone you did not know before while you are using The Avenue of Stars?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	4	18.18	18.18	18.18
No	18	81.82	81.82	100
<b>Total</b>	22	100	100	

#### Public Involvement

12. Have you heard of The Avenue of Stars before its revamp completion?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	7	31.82	31.82	31.82
No	15	68.18	68.18	100
<b>Total</b>	22	100	100	

13. If yes, how did you know about this project?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Social Media	2	28.57	9.09	28.57
News	5	71.43	22.73	100
Official Consultation Document	0	0	0	100
别人口中	0	0	0	100
Not Listed (Please Specify)	0	0	0	100
<b>Total</b>	7	100	31.82	

14. Have you heard of the consultation of The Avenue of Stars revamp project?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	2	28.57	9.09	28.57
No	5	71.43	22.73	100
<b>Total</b>	7	100	31.82	

15. Have you participated in the public consultation?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	0	0	0	0
No	2	100	9.09	100
<b>Total</b>	2	100	9.09	

16. Are you satisfied with the consultation process?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Extremely Satisfied	0	/	/	/
Somewhat Satisfied	0	/	/	/
Neutral	0	/	/	/
Somewhat Dissatisfied	0	/	/	/
Strongly Dissatisfied	0	/	/	/
<b>Total</b>	0	/	/	

17. Have you given any comment to the management company regarding The Avenue of Stars?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	2	9.09	9.09	9.09
No	20	90.91	90.91	100
<b>Total</b>	22	100	100	

18. Are you satisfied with the response from the authority?

Option	Frequency	Percent	Valid Percent	Cumulative Percent
Extremely Satisfied	0	0	0	0
Somewhat Satisfied	0	0	0	0
Neutral	0	0	0	0
Somewhat Dissatisfied	2	100	100	100
Strongly Dissatisfied	0	0	0	100
<b>Total</b>	2	100	100	

19. Any other comment? (Please Specify)

Respondent Number	Comments
3	The Avenue of Stars seems like a tourist spot. As a Hong Konger, it seems that The Avenue of Stars does not have any relationship with me. 😊 <sup>5</sup>
20	It would be better if The Avenue of Stars allows dog entry <sup>6</sup>

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<sup>5</sup> Respondent 3 answered this question in Chinese. I have translated his/her answer into English for the ease of understanding.

<sup>6</sup> Respondent 20 answered this question in Chinese. I have translated his/her answer into English for the ease of understanding.

### 8.3 Appendix C: Interview

#### 8.3.1 Interview Information

I conducted one of these interviews in Cantonese according to the interviewees' preference. In this case, quotes from the interviewees used in this dissertation are my translation.

Date	Interviewee's Affiliation	Interviewee's Role	Medium of Language	Note
<b>General Public Space in Hong Kong</b>				
23 <sup>th</sup> July, 2020 (Thu)	Civic Exchange	Senior Researcher on Public Space	English	/
12 <sup>th</sup> August, 2020 (Wed)	The University of HK	Associate Professor from Faculty of Social Sciences	English	/
<b>The Avenue POPs</b>				
3 <sup>rd</sup> August, 2020 (Wed)	Wan Chai DC	Member	Cantonese	/
<b>AOS</b>				
13 <sup>rd</sup> August, 2020 (Thu)	HC	Non-official Member	English	/
/	AOSML	Representative	English	AOSML rejected to offer a formal interview opportunity, but was willing to provide written response to my interview questions

8.3.2 Consent Form

**CONSENT FORM FOR Name of Interviewee IN RESEARCH STUDIES**

**Please complete this form after you have read the Information Sheet and/or listened to an explanation about the research.**

**Title of Study:** Impacts of Private Sector Involvement in Public Space Delivery and Management  
– Two Case Studies from Hong Kong

**Department:** Bartlett School of Planning

**Name and Contact Details of the Researcher(s):** Ho Man Tang (h.tang.16@ucl.ac.uk)

**Name and Contact Details of the Principal Researcher:** Dr Lucy Natarajan (lucy.natarajan@ucl.ac.uk)

Thank you for considering taking part in this research. The person organising the research must explain the project to you before you agree to take part. If you have any questions arising from the Information Sheet or explanation already given to you, please ask the researcher before you decide whether to join in. You will be given a copy of this Consent Form to keep and refer to at any time.

**I confirm that I understand that by ticking/initialling each box below I am consenting to this element of the study. I understand that it will be assumed that unticked/initialled boxes mean that I DO NOT consent to that part of the study. I understand that by not giving consent for any one element that I may be deemed ineligible for the study.**

		Tick Box
1.	*I confirm that I have read and understood the Information Sheet for the above study. I have had an opportunity to consider the information and what will be expected of me. I have also had the opportunity to ask questions which have been answered to my satisfaction and would like to take part in an individual interview	
2.	*I understand that I will be able to withdraw my data up to 4 weeks after interview	
3.	*I consent to participate in the study. I understand that my personal information ( <i>provide information on what personal information specifically will be collected</i> ) will be used for the purposes explained to me. I understand that according to data protection legislation, 'public task' will be the lawful basis for processing.	
4.	*Anonymity is optional for this research. Please select from the following 3 options: (a) I agree for my real name and role/affiliation to be used in connection with any words I have said or information I have passed on. (b) I request that my comments are presented anonymously but give permission to connect my role/affiliation with my comments (but not the title of my position). (c) I request that my comments are presented anonymously with no mention of my role/affiliation.	(a) (b) (c)
5.	*I understand that my information may be subject to review by responsible individuals from the University (to include sponsors and funders) for monitoring and audit purposes.	
6.	*I understand that my participation is voluntary and that I am free to withdraw at any time without giving a reason, without the care I receive or my legal rights being affected. I understand that if I decide to withdraw, any personal data I have provided up to that point will be deleted unless I agree otherwise.	
7.	I understand the potential risks of participating and the support that will be available to me should I become distressed during the course of the research.	
8.	I understand the direct/indirect benefits of participating.	
9.	I understand that the data will not be made available to any commercial organisations but is solely the responsibility of the researcher(s) undertaking this study.	

10.	I understand that I will not benefit financially from this study or from any possible outcome it may result in in the future.	
11.	I understand that I will be compensated for the portion of time spent in the study (if applicable) or fully compensated if I choose to withdraw.	
12.	I agree that my research data may be used by others for future research.	
13.	I understand that the information I have submitted will be published as a report and I wish to receive a copy of it. Yes / No	
14.	I consent to my interview being audio/video recorded and understand that the recordings will be destroyed immediately following transcription.	
15.	I hereby confirm that I understand the inclusion criteria as detailed in the Information Sheet and explained to me by the researcher.	
16.	I hereby confirm that:  (a) I understand the exclusion criteria as detailed in the Information Sheet and explained to me by the researcher; and  (b) I do not fall under the exclusion criteria.	
17.	I agree that my GP may be contacted if any unexpected results are found in relation to my health.	
18.	I have informed the researcher of any other research in which I am currently involved or have been involved in during the past 12 months.	
19.	I am aware of who I should contact if I wish to lodge a complaint.	
20.	I voluntarily agree to take part in this study.	
21.	I would be happy for the data I provide to be archived at Ho Man Tang personal computer with encryption. I understand that other authenticated researchers will have access to my data.	

**If you would like your contact details to be retained so that you can be contacted in the future by UCL researchers who would like to invite you to participate in follow up studies to this project, or in future studies of a similar nature, please tick the appropriate box below.**

<input type="checkbox"/>	Yes, I would be happy to be contacted in this way	
<input type="checkbox"/>	No, I would not like to be contacted	

\_\_\_\_\_  
Name of participant

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature



### 8.3.3 Interview Topic Guide Template

The topic guide for each interview generally followed this template, but I added additional questions for some interviews depending on the interviewee's background.

#### **Public Space in Hong Kong**

1. What are the unique characteristics of public space in Hong Kong?
  - What are the roles of Chinese culture and colonial history in shaping these characteristics?
2. What are the elements that might contribute to good public space in Hong Kong?
3. What are the key challenges of public space delivery and management in Hong Kong?
  - What about its inequality distribution?
  - What about public participation?
  - How these challenges can be overcome?
4. Might some public space in Hong Kong be over-managed? i.e. with strict regulation
  - What about regulations and control?
  - Can you give me an example?
  - What are the consequences?

#### **POPS in Hong Kong**

1. What are the **disadvantages** of involving the private sector in public space delivery and management?
  - Can you give me an example?
2. In your opinion, do Hong Kong people (ordinary users and the civil society) have any concerns about POPS?
  - Can you give me an example?
  - What about public participation?
  - What is the government's responses towards these concerns?
  - What are the challenges of the government in dealing with these concerns?

# RISK ASSESSMENT FORM



## FIELD / LOCATION WORK

*The Approved Code of Practice - Management of Fieldwork should be referred to when completing this form*

<http://www.ucl.ac.uk/estates/safetynet/guidance/fieldwork/acop.pdf>

**DEPARTMENT/SECTION: BARLETT SCHOOL OF PLANNING**

**LOCATION(S): HONG KONG**

**PERSONS COVERED BY THE RISK ASSESSMENT: Ho Man Tang**

### BRIEF DESCRIPTION OF FIELDWORK

Consider, in turn, each hazard (white on black). If **NO** hazard exists select **NO** and move to next hazard section.

If a hazard does exist select **YES** and assess the risks that could arise from that hazard in the risk assessment box.

**Where risks are identified that are not adequately controlled they must be brought to the attention of your Departmental Management who should put temporary control measures in place or stop the work. Detail such risks in the final section.**

### ENVIRONMENT

*e.g. location, climate, terrain, neighbourhood, in outside organizations, pollution, animals.*

**The environment always represents a safety hazard. Use space below to identify and assess any risks associated with this hazard**

Examples of risk: adverse weather, illness, hypothermia, assault, getting lost.  
Is the risk high / medium / low?

LOW - Although the Hong Kong government does not adopt any lockdown measure to date in response to the outbreak of the COVID-19. Thus a site-visit is regarded as LOW risk.

### CONTROL MEASURES

**Indicate which procedures are in place to control the identified risk**

- |                                     |   |
|-------------------------------------|---|
| <input checked="" type="checkbox"/> | work abroad incorporates Foreign Office advice  |
| <input type="checkbox"/>            | participants have been trained and given all necessary information                            |
| <input type="checkbox"/>            | only accredited centres are used for rural field work   |
| <input checked="" type="checkbox"/> | participants will wear appropriate clothing and footwear for the specified environment        |
| <input type="checkbox"/>            | trained leaders accompany the trip  |
| <input type="checkbox"/>            | refuge is available   |
| <input type="checkbox"/>            | work in outside organisations is subject to their having satisfactory H&S procedures in place |
| <input type="checkbox"/>            | OTHER CONTROL MEASURES: please specify any other control measures you have implemented:       |

Face Mask will be worn. 2 meter minimum distance maintained. Researcher is already in the country and ordinarily a local resident there.

**EMERGENCIES**

Where emergencies may arise use space below to identify and assess any risks

*e.g. fire, accidents*

Examples of risk: loss of property, loss of life

NO

**CONTROL MEASURES**

Indicate which procedures are in place to control the identified risk

- participants have registered with LOCATE at <http://www.fco.gov.uk/en/travel-and-living-abroad/>
- fire fighting equipment is carried on the trip and participants know how to use it
- contact numbers for emergency services are known to all participants
- participants have means of contacting emergency services
- participants have been trained and given all necessary information
- a plan for rescue has been formulated, all parties understand the procedure
- the plan for rescue /emergency has a reciprocal element
- OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

FIELDWORK 1

May 2010

**EQUIPMENT**

Is equipment used?

NO

If 'No' move to next hazard  
If 'Yes' use space below to identify and assess any risks

*e.g. clothing, outboard motors.*

Examples of risk: inappropriate, failure, insufficient training to use or repair, injury. Is the risk high / medium / low ?

**CONTROL MEASURES**

Indicate which procedures are in place to control the identified risk

- the departmental written Arrangement for equipment is followed
- participants have been provided with any necessary equipment appropriate for the work
- all equipment has been inspected, before issue, by a competent person
- all users have been advised of correct use
- special equipment is only issued to persons trained in its use by a competent person
- OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

**LONE WORKING**

Is lone working a possibility?

YES

If 'No' move to next hazard  
If 'Yes' use space below to identify and assess any risks

*e.g. alone or in isolation lone interviews.*

Examples of risk: difficult to summon help. Is the risk high / medium / low?

Low Risk - All the selected sites are located in town centre where crime rate is low and the visits will be in daylight and the researcher will keep others (i.e. family members) informed of his whereabouts and check in on returning to home.

**CONTROL MEASURES**

Indicate which procedures are in place to control the identified risk

- the departmental written Arrangement for lone/out of hours working for field work is followed
  - lone or isolated working is not allowed
  - location, route and expected time of return of lone workers is logged daily before work commences
  - all workers have the means of raising an alarm in the event of an emergency, e.g. phone, flare, whistle
  - all workers are fully familiar with emergency procedures
- OTHER CONTROL MEASURES:

**ILL HEALTH**

*e.g. accident, illness, personal attack, special personal considerations or vulnerabilities.*

**The possibility of ill health always represents a safety hazard. Use space below to identify and assess any risks associated with this Hazard.**

Examples of risk: injury, asthma, allergies. Is the risk high / medium / low?

NO

**CONTROL MEASURES**

**Indicate which procedures are in place to control the identified risk**

- an appropriate number of trained first-aiders and first aid kits are present on the field trip
- all participants have had the necessary inoculations/ carry appropriate prophylactics
- participants have been advised of the physical demands of the trip and are deemed to be physically suited
- participants have been adequate advice on harmful plants, animals and substances they may encounter
- participants who require medication have advised the leader of this and carry sufficient medication for their needs
- OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

**TRANSPORT**

**Will transport be required**

NO

**Move to next hazard**

YES

**Use space below to identify and assess any risks**

*e.g. hired vehicles*

Examples of risk: accidents arising from lack of maintenance, suitability or training

Is the risk high / medium / low?

YES (Low Risk) - Researcher will only use public transport.

**CONTROL MEASURES**

**Indicate which procedures are in place to control the identified risk**

- only public transport will be used
- the vehicle will be hired from a reputable supplier
- transport must be properly maintained in compliance with relevant national regulations
- drivers comply with UCL Policy on Drivers [http://www.ucl.ac.uk/hr/docs/college\\_drivers.php](http://www.ucl.ac.uk/hr/docs/college_drivers.php)
- drivers have been trained and hold the appropriate licence
- there will be more than one driver to prevent driver/operator fatigue, and there will be adequate rest periods
- sufficient spare parts carried to meet foreseeable emergencies
- OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

**DEALING WITH THE PUBLIC**

Will people be dealing with public

 YESIf 'No' move to next hazard  
If 'Yes' use space below to identify and assess any risks*e.g. interviews, observing*

Examples of risk: personal attack, causing offence, being misinterpreted. Is the risk high / medium / low?

Low Risk - The research does not involve working with vulnerable groups. Identifiers of the participants of surveys and interviews will not be recorded. The research does not involve any face-to-face contact.

**CONTROL MEASURES**

Indicate which procedures are in place to control the identified risk

- all participants are trained in interviewing techniques
- interviews are contracted out to a third party
- advice and support from local groups has been sought
- participants do not wear clothes that might cause offence or attract unwanted attention
- interviews are conducted at neutral locations or where neither party could be at risk
- OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

The research does not involve any face-to-face contact.

**FIELDWORK**

3

May 2010

**WORKING ON OR**

Will people work on

 NO

If 'No' move to next hazard

**NEAR WATER**

or near water?

If 'Yes' use space below to identify and assess any risks

*e.g. rivers, marshland, sea.*

Examples of risk: drowning, malaria, hepatitis A, parasites. Is the risk high / medium / low?

**CONTROL MEASURES**

Indicate which procedures are in place to control the identified risk

- lone working on or near water will not be allowed
- coastguard information is understood; all work takes place outside those times when tides could prove a threat
- all participants are competent swimmers
- participants always wear adequate protective equipment, e.g. buoyancy aids, wellingtons
- boat is operated by a competent person
- all boats are equipped with an alternative means of propulsion e.g. oars
- participants have received any appropriate inoculations
- OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

**MANUAL HANDLING**

Do MH activities

If 'No' move to next hazard

**(MH)**

take place?

**NO**

If 'Yes' use space below to identify and assess any risks

*e.g. lifting, carrying, moving large or heavy equipment, physical unsuitability for the task.*

Examples of risk: strain, cuts, broken bones. Is the risk high / medium / low?

**CONTROL MEASURES**

Indicate which procedures are in place to control the identified risk

- the departmental written Arrangement for MH is followed
- the supervisor has attended a MH risk assessment course
- all tasks are within reasonable limits, persons physically unsuited to the MH task are prohibited from such activities
- all persons performing MH tasks are adequately trained
- equipment components will be assembled on site
- any MH task outside the competence of staff will be done by contractors
- OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

**SUBSTANCES**

Will participants work with

 NOIf 'No' move to next hazard  
If 'Yes' use space below to identify and assess any risks

substances

*e.g. plants, chemical, biohazard, waste*

Examples of risk: ill health - poisoning, infection, illness, burns, cuts. Is the risk high / medium / low?

**CONTROL MEASURES**

Indicate which procedures are in place to control the identified risk

 the departmental written Arrangements for dealing with hazardous substances and waste are followed  
 all participants are given information, training and protective equipment for hazardous substances they may encounter participants who have allergies have advised the leader of this and carry sufficient medication for their needs waste is disposed of in a responsible manner suitable containers are provided for hazardous waste OTHER CONTROL MEASURES: please specify any other control measures you have implemented:**OTHER HAZARDS**

Have you identified any other hazards?

 NOIf 'No' move to next section  
If 'Yes' use space below to identify and assess any risks*i.e. any other hazards must be noted and assessed here.*

Hazard:

Risk: is the risk

**CONTROL MEASURES**

Give details of control measures in place to control the identified risks

Have you identified any risks that are not adequately controlled?

 NO X

Move to Declaration

 YES

Use space below to identify the risk and what action was taken

Is this project subject to the UCL requirements on the ethics of Non-NHS Human Research?

 NO

If yes, please state your Project ID Number



For more information, please refer to: <http://ethics.grad.ucl.ac.uk/>

**DECLARATION**

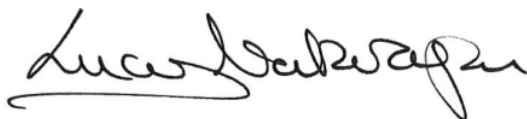
The work will be reassessed whenever there is a significant change and at least annually. Those participating in the work have read the assessment.

Select the appropriate statement:

X I the undersigned have assessed the activity and associated risks and declare that there is no significant residual

risk

X I the undersigned have assessed the activity and associated risks and declare that the risk will be controlled by the method(s) listed above



NAME OF SUPERVISOR Lucy Natarajan

**FIELDWORK 5**

29<sup>th</sup> May 2010