

立法會
Legislative Council

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Panel on Transport
Meeting on 7 November 2011

Updated background brief on promotion of cycling safety

Purpose

This paper provides background information on measures to promote cycling safety and summarizes the major concerns expressed by the Panel on Transport (the Panel) on the subject in its past discussion.

Background

2. The Government's policy is to use the public transport system as the main transport mode, and encourage the public to make use of the mass public transport system and other public transport services. As the road network and public transport system in Hong Kong are well developed, and the general road traffic is heavy and road space is limited, based on road safety consideration, the Administration does not encourage the use of bicycles as a transport mode in urban areas.

3. The Administration notes that cycling has gained increased popularity in recent years. This is especially the case for residents in the New Territories. Over the years, the Government has put in place the necessary facilities. For example, there are about 170 km of public cycle tracks and over 40 000 public cycle parking spaces mostly at railway stations, in the New Territories.

Promotion of Cycling Safety

4. As informed by the Administration in January 2011, the annual number of bicycle accidents which includes accidents that occur in all places including carriageways, cycle tracks, open space and playgrounds remained within the range from about 1 500 to 1 900 in the past decade. Most of the bicycle accidents involved slight injuries (about 80% – 90%) and the major factors causing accidents include losing control of bicycles during leisure cycling. Between 2006 and 2010, the most common cyclist contributory factors are "lost control of vehicle", "careless cycling" and "swerving/stopping suddenly in order to avoid collision or otherwise", accounting for about 31%, 21% and 6% of cyclists involved in bicycle accidents respectively. Yearly breakdowns on the numbers of bicycle accidents by severity and the casualty figures are set out at **Appendix I**. According to the Administration, a two-pronged approach is adopted to promote cycling safety, viz. through improved design of cycle tracks, and stepping up of publicity and education.

Improving design of cycle tracks

5. To enhance safety of cycling on cycle tracks, the Transport Department (TD) and the Highways Department (HyD) have reviewed the design of bollards, which are widely used on cycle tracks to cause cyclists to slow down at pedestrian crossings or near the end of cycle tracks. Currently, the bollards are made of steel. The two departments have implemented field trials on the use of plastic collapsible bollards with distinctive lane markings, which are safer to cyclists when they accidentally hit the bollards. The new bollard systems have been adopted as standard provision on the existing and new cycle tracks.

6. Separately, TD has developed a new design guideline for cycle tracks, cycling ramps and subways. The new guideline requires the provision of footway alongside new cycle tracks, more user-friendly geometrical configurations including more gentle gradients, smoother curvatures, and better signage and road marking systems on approaches to long steep ramps and pedestrian crossings.

Publicity and education

7. The Road Safety Council, the Police and TD have been joining hands to promote cycling safety, focusing in particular on promoting the use of safety equipment (including protective helmets, elbow pads and knee pads). The major educational activities and publicity events are set out at **Appendix II**. Furthermore, TD and other relevant Government departments will continue to hold regular meetings with the cycling associations to ensure that users' views on cycle tracks and other cycling facilities are obtained.

Consultancy study to review and improve connectivity of existing cycle track networks

8. In May 2010, TD commissioned a consultancy study to review the existing cycle track networks in the nine existing new towns (the consultancy study). The consultancy study will identify deficiencies of the existing cycle track networks, propose remedial measures for improvements with reference to overseas experience and local situation, and recommend an implementation programme for the proposed improvement works.

9. The consultancy study will look into the connectivity of the cycle track networks of existing new towns with a view to linking up isolated segments. This will help reduce the need for cyclists to ride on public roads, thus enhancing cycling safety. The consultancy study will also examine the adequacy and management of cycle parking facilities in the existing new towns and recommend necessary improvement measures.

Major concerns expressed by the Panel on Transport on promotion of cycling safety

10. When the Panel discussed general improvement measures to existing cycling facilities at its meeting on 28 May 2010, members expressed concerns about the promotion of cycling safety. Panel members urged the Administration to take measures to enhance cycling

safety on public roads in consideration of the increasing use of bicycles as a transport means in new towns. These members suggested that consideration should be given to requiring people cycling on public roads to use safety equipment, such as protective helmets. The Administration advised that it had studied overseas practices and considered that the requirement of wearing protective helmets might cause inconvenience to most cyclists who only occasionally cycled on cycle tracks as a recreational activity. It might therefore not be desirable to introduce it as a mandatory requirement.

11. The Administration further advised that the consultancy study commissioned by TD to look into the connectivity of the cycle track networks of new towns aimed to come up with recommendations on linking up isolated segments, so as to reduce the need for cyclists to ride on public roads and enhance cycling safety. Panel members welcomed the conduct of the consultancy study and requested the Administration to expedite the study.

12. Some members considered that many cyclists were oblivious of the need to observe traffic laws and commonly jumped red lights. They took the view that publicity and education efforts should be geared up to alert cyclists to the need to observe traffic laws and the consequences of non-compliance. Panel members opined that the relevant publicity and education activities should not just focus on cycling on cycle tracks as cycling accidents mainly occurred on public roads. They considered that greater efforts should be made to improve cycling safety on public roads. The Administration advised that the Road Safety Council had been allocated provisions for promoting road safety and the main theme of its publicity campaign in 2010 was cycling safety. Panel members' views would be conveyed to the Road Safety Council for consideration.

13. In response to Panel members' enquiry about the timetable for replacing existing steel bollards on cycle tracks with plastic bollards, the Administration advised that it targeted to complete the replacement works within five years, with priority given to the busier cycle tracks.

14. At the Panel meeting on 28 January 2011, members further discussed the Government's policies on promoting cycling safety and cyclists' use of safety equipment in Hong Kong. On the need to mandate the wearing of helmets by cyclists, the Administration advised that only a few jurisdictions had laws requiring all cyclists to wear helmets, and the mainstream overseas practice was to promote use of cycling safety equipment through education and publicity. It was the Administration's view that cycling safety including use of safety equipment should be promoted through education and publicity, coupled with the continual improvement of cycling facilities. Panel members, however, disagreed to the approach and called for more stringent measures to enhance cycling safety as the numbers of bicycle accidents in the past decade were alarming. Panel members considered that in Hong Kong, cycling was not just a recreational and leisure activity but an important transport means to residents of remote areas. As cycling activities were also gaining popularity in new towns and in new development areas in the New Territories, it was necessary to require cyclists to wear helmets by legislation. The Panel passed a motion on 28 January 2011 urging the Government to study the introduction of legislation to require cyclists to wear helmets.

Legislative Council questions

15. Hon Frederick FUNG asked a question on cycling facilities and safety at the Council meeting on 3 November 2010. At the Council meeting on 19 October 2011, Hon KAM Nai-wai asked a question on the cycling policy and ancillary facilities, and Hon Miriam LAU asked a question on the promotion of cycling safety. These questions and the Administration's replies are attached at **Appendix III** for members' reference.

Latest developments

16. The Panel has scheduled to discuss the cycling safety at the meeting on 7 November 2011.

Relevant papers and source of information

Information paper provided by the Administration for the Panel meeting on 28 May 2010

<http://www.legco.gov.hk/yr09-10/english/panels/tp/papers/tp0528cb1-1995-3-e.pdf>

Minutes of the Panel meeting on 28 May 2010

<http://www.legco.gov.hk/yr09-10/english/panels/tp/minutes/tp20100528.pdf>

Information paper provided by the Administration for the Panel meeting on 28 January 2011

<http://www.legco.gov.hk/yr10-11/english/panels/tp/papers/tp0128cb1-1130-5-e.pdf>

Minutes of the Panel meeting on 28 January 2011

<http://www.legco.gov.hk/yr10-11/english/panels/tp/minutes/tp20110128.pdf>

Council Business Division 1
Legislative Council Secretariat
1 November 2011

Table 1 – No. of Bicycle Accidents by Severity

Year	Fatal (a)	Serious (b)	Slight (c)	Total (a)+(b)+(c)
2001	4	275	1 197	1 476
2002	16	298	1 214	1 528
2003	11	249	1 410	1 670
2004	10	260	1 644	1 914
2005	8	225	1 413	1 646
2006	9	216	1 334	1 559
2007	13	212	1 347	1 572
2008	11	207	1 372	1 590
2009	10	227	1 556	1 793
2010 [@]	11	233	1 649	1 893

Table 2 – No. of Killed and Seriously Injured (KSI) Cyclist Casualties

Year	Killed (a)	Serious (b)	KSI (a)+(b)
2001	4	244	248
2002	16	265	281
2003	10	210	220
2004	10	215	225
2005	8	194	202
2006	9	184	193
2007	12	195	207
2008	10	178	188
2009	10	202	212
2010 [@]	10	217	227

Note: [@] Provisional figures as at 5 January 2011.

**Measures Taken and Continue
to be Explored to Enhance Cycling Safety**

1. The Transport Department (TD) and the Highways Department (HyD) have reviewed the design of cycle track and its ancillary facilities to enhance cycling safety on cycle tracks. TD has also developed a new design guideline for cycle tracks, cycling ramps and subways with more user-friendly geometrical configurations and better traffic management and signage systems.

2. In recent years, the Road Safety Council, the Police and the TD have been joining hands to promote cycling safety, focusing in particular on promoting the use of safety equipment (including cycle helmets, protective pads). The major educational activities and publicity events include:
 - (a) publishing and distributing “Cycling Safety” pamphlets, leaflets and Road Safety Bulletin on “Safety Tips for Cyclists”;
 - (b) launching territory-wide “Safe Cycling Campaign” during summer holidays and some long school holidays; and holding safety roadshows at cycling hotspots;
 - (c) delivering talks in schools and local communities on a regular basis;
 - (d) arranging the Road Safety Bus to visit kindergartens and primary, secondary, and special schools;
 - (e) giving talks to students and organisations visiting the four Road Safety Towns and providing practice sessions;
 - (f) producing Announcements for the Public Interest (APIs) on television and radio under the theme of “Cycling Safety Gear”;

- (g) mounting signages along cycle tracks to remind the public on the proper use of cycle tracks;
 - (h) posting messages on taxis to remind drivers to be aware of cyclists;
 - (i) organising safe cycling events jointly with District Councils;
 - (j) engaging youth organisations such as Junior Police Call, the Boy Scouts and the Boys' Brigade to promote awareness on safe cycling; and
 - (k) organising cycling courses jointly with the Hong Kong Cycling Association.
3. A consultancy study is commissioned to identify deficiencies of the existing cycle track networks, propose remedial measures for improvements with reference to overseas experience and local situation, and recommend an implementation programme for the proposed improvement works.
4. The TD is establishing an internet-based Cycling Information Centre (CIC) to provide a central point for the public to find information relating to cycling, including cycle track locations, cycle parking sites, major cycling projects, riding rules, safety tips and relevant laws governing cycling.

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LCQ11: Cycling facilities and safety

Following is a question by the Hon Frederick Fung and a written reply by the Secretary for Transport and Housing, Ms Eva Cheng, at the Legislative Council meeting today (November 3):

Question:

It has been reported that major cities of the world have for years been committed to promoting the use of bicycle as a form of green transport, and among such cities, the number of cyclists on the roads in New York has increased to approximately 130,000 per day, while London has introduced a self-service bicycle hire scheme with more than 300 docking stations throughout the city and 5,000 bicycles available for rent, the scale of which is second only to Paris; and on the Mainland, there is a similar bicycle rental service in the city of Foshan, and a comprehensive system of bicycle network is expected to complete in five years' time. Yet, quite a number of green groups stated that although the Environment Bureau has portrayed bicycle as a form of green transport in its "I Love Hong Kong, I Love Green" publicity to promote green living, relevant policies and measures are obviously not in place. In this connection, will the Government inform this Council whether it will follow the trend of other major cities in promoting the use of bicycle as a form of green transport, change its policy from positioning cycling as a recreational sport to promoting the use of bicycle as a form of green transport, and establish Hong Kong as a genuine "bike-friendly" city through provision of specific measures and facilities (including building additional cycle tracks and priority access for bicycles in urban areas, introducing self-service bicycle hire scheme with multiple service points, changing motorists' perception on bicycle through education and providing a safe cycling environment for cyclists)?

Reply:

President,

Hong Kong is densely populated. To strike a balance between the needs to alleviate traffic congestion and reduce air pollution, we have been actively pursuing the policy of having the public transport system as the main transport mode and encouraging the public to make use of the efficient mass transit system and other public transport services. It is also our policy to use railway as the backbone of the transport system, with franchised buses and public light buses providing feeder services to the railway network, thereby helping to reduce vehicular traffic on the road and the impact on air quality.

Cycling is mainly a leisure and recreational activity in Hong Kong. Where circumstances permit, the Government will provide cycle tracks and ancillary facilities in new towns and new development areas of the New Territories (NT) so that the public may ride safely for leisure or recreational purposes and short-distance travel. The Government has been adopting specific measures to facilitate cycling, such as the gradual addition of cycle tracks facilities. The Civil Engineering and Development Department is developing the comprehensive NT Cycle Track Network by constructing a trunk cycle network linking various new towns between Ma On Shan and Tuen Mun in phases, with possible extensions to Tsuen Wan and Sai Kung. Currently, the cycle tracks in the NT is about 170 km in total length. About 70 km of new cycle tracks will be added to the existing network upon completion of the expansion. Furthermore, the Planning Department will work with other relevant departments to examine the suitability of providing cycle tracks particularly in planning new development areas.

Apart from providing new cycle tracks, the Administration will also review the cycle track networks in the nine new towns across the territory. In May 2010, the Transport Department (TD) commissioned a consultancy study to look into the connectivity of the cycle track networks of existing new towns with a view to linking up isolated segments, enhancing cycle track safety and improving ancillary facilities such as cycle parking spaces. The study is expected to be completed by end 2011. To ensure cycling safety, the TD is devising new design guidelines for cycle tracks, cycling ramps and subways. The new guidelines will require the provision of footway alongside new cycle tracks, more user-friendly geometrical configurations (including more gentle gradients and smoother curvatures) and better signage systems.


For bicycle parking, there are currently over 40,000 parking spaces across the territory. The TD will provide additional parking spaces at major transport hubs, such as the recent provision of a total of 300 plus parking spaces near two public transport interchanges (PTIs) in Tseung Kwan O and Shatin. Meanwhile, the TD has commenced a two-year retrofitting programme under which the existing cycle parking racks near MTR stations and public transport termini will be retrofitted and replaced by new parking racks based on the new design guidelines. It is expected that the programme will provide more than 1,000 additional parking spaces. As mentioned above, the consultant engaged by the TD will also examine the demand and supply as well as the management of bicycle parking facilities in existing new towns with a view to addressing bicycle parking problems at major PTIs and MTR stations. The consultant will also propose improvement measures with reference to overseas experience and local situation, and recommend an implementation programme for the proposed improvement works.

For bicycle rental, currently private bicycle rental shops operated in the vicinity of MTR stations of some new towns (such as Shatin, Ma On Shan, Tai Wai and Tai Po) are providing bicycle rental services in response to market demand. Hirers may choose to return their rented bicycles at designated locations. Bicycle rental services are also offered by contractors at recreational venues managed by the Leisure and Cultural Services Department where cycle tracks are provided therein or nearby to facilitate cycling by the public at nearby cycle tracks.

We attach great importance to the education efforts in promoting cycling safety. The Road Safety Council, the Police and the TD have been promoting cycling safety to the public through different forms of publicity and educational activities, such as organising cycling training courses, launching safe cycling campaign and compiling Cycling Safety pamphlets, with a view to educating the public about the rules on proper use of bicycles and reminding cyclists to take heed of other motorists and keep a safe distance from vehicles ahead. The Administration will also strengthen publicity among other road users to remind them to watch out for cyclists on the road. To further facilitate cycling, the TD is setting up an internet-based Cycling Information Centre to provide a central point for the public to find information relating to cycling, including cycle track locations, bicycle parking sites, major cycling projects and temporary closures/ diversions of cycle tracks etc. Links to other relevant government departments which are responsible for the management of cycling facilities/ venues will be provided. Information on riding rules, safety tips and relevant laws on cycling will also be uploaded onto the virtual centre.

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ATTACHMENTS

LCQ9: Cycling policy and ancillary facilities

- Annex A
- Annex I
- Annex II
- Annex III
- Annex IV

Following is a question by the Hon Kam Nai-wai and a written reply by the Secretary for Transport and Housing, Ms Eva Cheng, at the Legislative Council meeting today (October 19):

Questions:

It has been reported that in recent years, the number of traffic accidents involving bicycles in Sha Tin District accounts for more than a quarter of the total number of such accidents each year in Hong Kong as a whole, and the several traffic accidents involving bicycles that occurred earlier in Hong Kong have aroused concern about whether the relevant policies, planning and ancillary facilities are adequate in safeguarding the safety of cyclists. In this connection, will the Government inform this Council:

(a) of the number of traffic accidents involving bicycles in each year since 2006, and the respective numbers of persons who were slightly injured, seriously injured or even killed in such accidents, broken down by the 18 District Council (DC) districts, as set out in the table in Annex A;

(b) of the locations and length of cycle tracks and the number of bicycle parking spaces in various districts, as well as the annual changes in the provision of such facilities since 2006, broken down by the 18 DC districts;

(c) of the number of complaints concerning existing cycling facilities (such as cycle tracks and ancillary facilities, etc.) received by the authorities in each year since 2006, together with a breakdown of such number by the contents of the complaints; in addition, of the details of the regular inspections conducted on existing cycle tracks and ancillary facilities at present;

(d) whether it had, in the past three years, conducted any study on the public's habit of using bicycles; if it had, of the details; if not, the reasons for that;

(e) whether at present the Government will, when formulating transport policies and planning for Hong Kong, consider and plan for strengthening the role and functions of bicycles (such as promoting bicycles as one of the means of transport in Hong Kong), apart from positioning cycling as a form of recreational activity; if it will, of the details and the specific timetable; if not, the reasons for that; and

(f) of the respective locations of existing waterfront promenades with and without cycle tracks; the length of such cycle tracks; whether it has considered constructing cycle tracks at those waterfront promenades without cycle tracks as well as those waterfront promenades which are under planning at present; if it has, of the details (such as the locations and length of cycle tracks, as well as the locations of entrances, etc.) and the timetable for completion?

Reply:

President,

My reply to the various parts of the questions is as follows:

(a) The breakdown of traffic accidents involving bicycles by year, District Council (DC) district and severity in the past five years is at Annex I.

(b) The length and location of cycle tracks and the number of bicycle parking spaces in various districts as at September 2011 are at Annex II. The Transport Department (TD) does not keep records of the detailed breakdown of the yearly increase or decrease (from the completion date to now) in cycle tracks and bicycle parking facilities.

(c) The numbers of complaints received by the TD concerning cycle tracks and ancillary facilities in the past five years (2006 to September 2011) are at Annex III. Cycle tracks and ancillary facilities managed and maintained by government departments such as the TD, Leisure and Cultural Services Department (LCSD) and Highways Department (HyD) are inspected regularly by the respective departments for early detection of irregularities that may cause danger or inconvenience to the public, and for arrangement of repairs and follow-up actions. Also, these departments will conduct detailed examination of cycle tracks on a regular basis to find out in detail their condition and structure for collating relevant data. Such data are used in mapping out medium to long term maintenance works under which planned maintenance works are carried out to forestall problems.

(d) The TD is conducting the Travel Characteristics Survey 2011 to collect, inter alia, views from members of the public on the use of bicycles and related information, such as ownership and usage of bicycles as well as their opinions on issues such as locations of bicycle parking spaces and cycling safety. The data collection process will be completed in January 2012. The TD will then compile and analyse the data collected, and will complete the relevant survey report at a later date.

(e) Hong Kong is densely populated. To address the problems of traffic congestion and air pollution, the Government has been actively implementing the policy of using the public transport system as the main transport mode and encouraging the public to make use of the highly efficient mass transit transport systems and other public transport services.

Any measure to encourage cycling as a means for commuting must take into account the fact that Hong Kong is a small city with a dense population and concentrated development, and cycling safety should be the most important consideration. While we have well-developed road network and public transport system in Hong Kong, our road traffic is heavy and the roads and footpaths are highly congested, making it difficult to provide spaces to develop tracks designated for cycling. Allowing a large number of bicycles to use busy roads together with other vehicles in urban areas without providing designated cycle tracks will increase the risk of accidents.

In view of the above safety consideration, the Government does not encourage the public to use the bicycle as a transport mode in urban areas. Compared with urban areas, new towns in the New Territories or new development areas, where density is relatively low, have better conditions for using bicycle for short-distance travel. If situation permits, we will provide cycle tracks and ancillary facilities in new towns and new development areas to enable the public to cycle safely for recreational purposes and short distance travel.


The Civil Engineering and Development Department (CEDD) is currently studying the development of a cycle track network in the New Territories by phased interconnection of various new towns between Ma On Shan and Tuen Mun. It is expected that some 70 km of new cycle tracks will be provided upon completion of the network expansion. In new development areas like Kai Tak, the CEDD is actively exploring the extension of the district cycling track network within the Kai Tak new development area to cover other major leisure facilities and destinations. There is also a plan to build a cycle track at the Central Harbourfront. Details are set out in paragraph (6) below and Annex IV. On ancillary facilities, there are currently a total of about 40,000 bicycle parking spaces throughout the territory. The TD strives to

provide additional parking spaces at major transport hubs in the New Territories. For instance, a total of more than 300 additional parking spaces have recently been installed near two public transport interchanges in Tseung Kwan O and Sha Tin. The TD has also commenced the retrofitting and replacement of the existing cycle parking racks near railway stations and public transport termini. It is expected that 1 000 additional parking spaces will be provided within the next two years.

(f) According to the Development Bureau, HyD, LCSD, CEDD and TD, most of the 18 districts in Hong Kong have been provided with promenade walkways or walking trails; and cycle tracks have been built in some waterfront areas for public use. The relevant bureaux and departments are planning or studying the provision of cycle tracks at a number of waterfront sites. Details are at Annex IV.

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Annex I**Number of traffic accidents involving bicycles by district
(2006 to September 2011)**

District		2006	2007	2008	2009	2010	2011 (Jan-Sep)[#]	Total	
Central & Western	No. of accidents	9	12	15	12	15	9	72	
	Casualties	Deaths	0	0	0	1	0	0	1
		Seriously injured	1	2	2	0	3	1	9
		Slightly injured	8	11	13	11	14	8	65
Wan Chai	No. of accidents	12	26	19	17	13	12	99	
	Casualties	Deaths	0	0	0	0	0	0	0
		Seriously injured	2	1	1	0	1	3	8
		Slightly injured	11	28	18	17	12	10	96
Eastern	No. of accidents	11	13	10	15	17	15	81	
	Casualties	Deaths	0	0	1	0	1	0	2
		Seriously injured	2	3	1	1	5	7	19
		Slightly injured	10	16	11	14	12	8	71
Southern	No. of accidents	5	2	3	6	10	6	32	
	Casualties	Deaths	0	0	0	0	0	1	1
		Seriously injured	1	0	1	1	3	1	7
		Slightly injured	5	2	2	6	10	4	29
Kowloon City	No. of accidents	13	14	14	13	10	12	76	
	Casualties	Deaths	0	0	0	0	0	0	0
		Seriously injured	0	2	2	0	0	2	6
		Slightly injured	14	13	12	15	10	10	74
Sham Shui Po	No. of accidents	29	34	22	27	32	19	163	
	Casualties	Deaths	0	1	0	0	0	2	3
		Seriously injured	4	6	4	7	3	0	24
		Slightly injured	26	27	20	20	31	17	141
Kwun Tong	No. of accidents	30	18	14	17	19	21	119	
	Casualties	Deaths	1	0	2	1	0	2	6
		Seriously injured	3	4	4	7	7	4	29
		Slightly injured	31	15	9	10	19	16	100
Kwai Tsing	No. of accidents	19	26	22	29	27	22	145	
	Casualties	Deaths	0	0	0	0	0	0	0
		Seriously injured	5	8	5	8	9	4	39
		Slightly injured	14	18	17	22	19	18	108

Yau Tsim Mong	No. of accidents		56	58	55	50	45	37	301
	Casualties	Deaths	1	1	1	0	1	0	4
		Seriously injured	8	8	3	3	5	2	29
		Slightly injured	49	50	55	48	39	38	279
Wong Tai Sin	No. of accidents		9	9	13	5	6	10	52
	Casualties	Deaths	0	1	0	0	0	0	1
		Seriously injured	2	0	5	2	1	3	13
		Slightly injured	7	8	9	3	5	8	40
Islands	No. of accidents		56	71	60	74	109	86	456
	Casualties	Deaths	0	0	0	1	0	0	1
		Seriously injured	10	14	10	18	18	16	86
		Slightly injured	47	60	56	60	93	75	391
North	No. of accidents		150	128	163	177	180	163	961
	Casualties	Deaths	3	2	2	0	1	1	9
		Seriously injured	14	8	9	12	16	8	67
		Slightly injured	142	119	166	168	173	155	923
Sai Kung	No. of accidents		18	28	19	22	28	18	133
	Casualties	Deaths	0	1	0	1	0	0	2
		Seriously injured	5	4	6	4	8	8	35
		Slightly injured	15	25	14	18	22	12	106
Sha Tin	No. of accidents		416	387	459	504	495	451	2,712
	Casualties	Deaths	1	1	1	1	1	2	7
		Seriously injured	72	68	79	66	57	48	390
		Slightly injured	361	333	401	460	463	421	2,439
Tuen Mun	No. of accidents		135	124	106	121	121	129	736
	Casualties	Deaths	0	1	1	2	4	2	10
		Seriously injured	17	23	13	18	14	24	109
		Slightly injured	127	105	98	106	105	113	654
Tai Po	No. of accidents		320	357	368	407	406	348	2,206
	Casualties	Deaths	2	1	3	1	1	1	9
		Seriously injured	21	23	17	31	33	25	150
		Slightly injured	313	361	371	392	387	342	2,166
Tsuen Wan	No. of accidents		19	23	27	30	51	44	194
	Casualties	Deaths	0	0	0	1	0	0	1
		Seriously injured	10	7	12	6	18	12	65
		Slightly injured	10	17	21	23	36	34	141
Yuen Long	No. of accidents		252	242	201	267	330	265	1,557
	Casualties	Deaths	2	4	0	1	2	3	12

	Seriously injured	41	33	36	45	47	35	237
	Slightly injured	220	213	170	236	287	235	1,361

Provisional figures

Annex II**Length and location of cycle tracks
and number of bicycle parking spaces in various districts
(as at September 2011)**

District Council district	Length of cycle tracks (km)	Number of bicycle parking spaces	Location of cycle tracks
Central & Western	0	0	-
Wan Chai	0	0	-
Eastern	0	10	-
Southern	0.3	0	Cyberport
Kowloon City	0	0	-
Sham Shui Po	0	60	-
Kwun Tong	0	0	-
Kwai Tsing	0	0	-
Yau Tsim Mong	1.5	0	West Kowloon Waterfront Promenade
Wong Tai Sin	0	0	-
Islands	14	5,050	Tung Chung Road, Yu Tung Road, Mui Wo, etc.
North	27	3,190	Pak Wo Road, Wo Hop Shek, Shek Wu Hui, Luen Wo Hui, Sha Tau Kok Road - Lung Yeuk Tau Section, etc.
Sai Kung	15	3,370	Po Lam, Hang Hau, Tiu Keng Leng, Wan Po Road near Tsueng Kwan O Industrial Area, etc.
Sha Tin	50	10,620	Shing Mun River (Tai Wai), Wo Che, Yuen Chau Kok, Siu Lek Yuen, Shek Mun, A Kung Kok, Ma On Shan, Tolo Highway, Fo Tan, etc.
Tuen Mun	20	3,890	Wu King Road, Lung Mun Road near Butterfly Beach Park, Tuen Mun River near Wu Shan Riverside Park, Tuen Mun Station, Tin King, Lam Tei, etc.
Tai Po	35	3,480	Tai Wo Road, Ting Kok Road, Nam Wan Road, Tolo Highway, etc.
Tsuen Wan	0	170	-
Yuen Long	44	11,560	Hung Shui Kiu, Ping Shan, Wang Chau, Castle Peak Road - Yuen Long section, Kam Tin Road, Tin Shui Wai, etc.
Total	206.8	41,440	-

Annex III

**Number of complaints concerning cycle tracks and ancillary facilities
(2006 to September 2011)**

Complaint classification	Number
Design of cycle tracks / safety facilities	279
Connectivity of cycle tracks	124
Provision of bicycle parking facilities	266
Abandoned bicycles	237
Others	180
Total	1,086

**Information about cycle tracks
at existing waterfronts and those under planning/study**

I. Existing

Waterfront	Length of cycle track (km)
Both shores of Shing Mun River, Shatin	9
Waterfront at Tolo Harbour	5.4
Ma On Shan Promenade	3.2
Waterfront at A Kung Kok, Sha Tin	1.6
Tai Po Waterfront Park	2
Pak Shek Kok Promenade in Tai Po	1.9
Waterfront along Ting Kok Road, Tai Po	1.1
Waterfront along Tung Chung Waterfront Road	0.7
Waterfront along Ngan Kwong Wan Road, Mui Wo	0.3
West Kowloon Waterfront Promenade	1.5

II. Under planning/study

Waterfront	Length of cycle tracks (km)	Location
Waterfront at the new Kai Tak Development Area	6.6	Within the new Kai Tak Development Area
Tsuen Wan Waterfront	2.3	From Tsing Tsuen Bridge to Bayview Garden
Waterfront at Town Centre South, Tseung Kwan O	1.1	Waterfront at Town Centre South, Tseung Kwan O
Northern waterfront of Mui Wo	0.4	From Mui Wo Pier to Silver River
New Central Harbourfront	To be decided	Promenade at new Central harbourfront ¹
Hong Kong Island East Harbourfront	To be decided	(Suggested site: North Point Ferry Pier and the proposed permanent promenade at Hoi Yu Street, Quarry Bay) ²

¹ The proposed development is subject to detailed assessment and design in future.

² The proposed development is subject to detailed assessment and design in future.

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ATTACHMENTS

LCQ17: Cycling safety

- Annex I
- Annex II

Following is a question by the Hon Miriam Lau Kin-ye and a written reply by the Secretary for Transport and Housing, Ms Eva Cheng, at the Legislative Council meeting today (October 19):

Questions:

Hong Kong's cycling athletes achieved excellent results in international sporting events, and cycling has become an increasingly popular sport in the territory, but serious bicycle accidents occur rather frequently. The number of persons so far killed in traffic accidents this year involving bicycles has exceeded the relevant figure for the whole of last year. Early last month, two fatal traffic accidents involving bicycles occurred one after another within four days in Shatin District, arousing concern about cycling safety. In this connection, will the Government inform this Council:

(a) of the respective numbers of traffic accidents involving bicycles which occurred on cycle tracks and at other locations in the past three years, as well as the casualties involved;

(b) of the number of prosecutions instituted by the Police against cyclists who breached road traffic laws in the past three years, together with a breakdown of such number by the offence involved and, among such cases, the percentage of those in which the cyclists were convicted, as well as the heaviest and lowest penalties imposed for each type of offences involved;

(c) whether the authorities have assessed which sections of cycle tracks are accident black spots; if they have, of the details; if not, the reasons for that;

(d) given that certain sections of existing cycle tracks located in Shatin, Tai Po, the North District and Tseung Kwan O are connected to carriageways and certain sections even terminate abruptly, and cyclists have to use the carriageways together with other vehicles, whether the Government will conduct a comprehensive review of the design of existing cycle tracks and carry out improvement works to enhance the safety level of cycle tracks; if it will, of the details; if not, the reasons for that;

(e) whether the authorities will reconsider requiring cyclists to use safety gear (such as safety helmets, gloves or reflective clothing, etc.), so as to enhance the safety of cyclists; if they will, of the details; if not, the reasons for that; and

(f) of the current progress of the policies and measures implemented by the Government to enhance public awareness of cycling safety?

Reply:

President,

Hong Kong is densely populated. To address the problems of traffic congestion and air pollution, the Government has been actively implementing the policy of using the public transport system as the main transport mode and encouraging the public to make use of the highly efficient mass transit transport systems and other public transport services. Any measure to encourage cycling as a means for commuting must take into account the fact that Hong Kong is a small city with a dense population and concentrated development, and cycling safety should be the most important consideration. While we have well-developed road network and public transport system in Hong Kong, our road traffic is heavy and the roads and footpaths are highly congested, making it difficult to provide spaces to develop

tracks designated for cycling. Allowing a large number of bicycles to use busy roads together with other vehicles in urban areas without providing designated cycle tracks will increase the risk of accidents.

In view of the above safety consideration, the Government does not encourage the public to use the bicycle as a transport mode in urban areas. Compared with urban areas, new towns in the New Territories or new development areas, where density is relatively low, have better conditions for using bicycle for short-distance travel. If situation permits, we will provide cycle tracks and ancillary facilities in new towns and new development areas to enable the public to cycle safely for recreational purposes and short distance travel.

My reply to the various parts of the question is as follows:

(a) The numbers of accidents involving bicycles and the casualties involved as categorised by whether the accidents occurred on cycle tracks over the past three years are at Annex I.

(b) The numbers of prosecutions against cyclist offenders over the past three years are at Annex II. The Police does not have information on the percentage of cyclist offenders who are convicted and the penalties incurred in the related cases.

(c) The Government has been very concerned about cycling safety and conducts regular inspection on cycle tracks and ancillary facilities to ensure that they are kept in good conditions. To further enhance safety of cycle tracks, the Transport Department (TD) has engaged a consultant to study the records of cycling accidents, analyse major contributory factors regarding accident-prone sections, and recommend specific and feasible improvement options. The consultant will study in the first stage the records of cycling accidents along cycle tracks in Shatin and Tai Po over the past three years. The study is scheduled for completion in mid-2012.

(d) When developing cycle tracks, the TD will give due consideration to the track design including alignment, curvature, gradient, width and visibility. Sufficient ancillary facilities including lighting, traffic signs, road markings and guard rails will also be provided along the tracks to protect the safety of cyclists and other road users. Furthermore, the Civil Engineering and Development Department is constructing a trunk cycle network and ancillary facilities linking various new towns between Ma On Shan and Tuen Mun in phases.

Since 2009, the TD has been examining with the Highways Department the feasibility of using plastic speed reducing bollards on cycle tracks. Compared with metal speed reducing bollards, plastic speed reducing bollards are made of more flexible and elastic materials, and hence are effective in alleviating the problem of cyclists getting injured by hitting the bollards accidentally. Plastic speed reducing bollards have been put on trial on some cycle tracks in Shatin and Ma On Shan and the trial was successful. The TD plans to extend this measure to other cycle tracks in phases.

Separately, the TD has commissioned a consultancy study on further improvements to cycle tracks and interconnection of cycle track networks in new towns. The TD will conduct district consultation on a series of improvement measures proposed by the consultant, and will then select a suitable district to carry out a pilot scheme to test the effectiveness of various proposed measures. Depending on the results of the pilot scheme and taking into account the physical environment of individual areas and the views of local communities, the TD will study and set out the arrangements to further promote the various improvement measures.

(e) The Administration has always encouraged cyclists to use personal protective gear including safety helmets, protective

pads and, for nighttime cycling, reflective clothing. The TD's promotional pamphlets and leaflets on cycling safety also describe the details of such equipment.

According to a research conducted by the TD, mandatory wearing of safety helmets by cyclists is not a commonly adopted international practice. Most overseas places, e.g. the United Kingdom, France, Germany, the Netherlands, Switzerland, Denmark, South Korea and Singapore, do not mandate the wearing of safety helmets by cyclists. A few places, such as Australia, New Zealand and (some provinces of) Canada, have laws requiring all cyclists to wear safety helmets. Separately, some overseas studies reveal that such a legislative requirement may discourage cycling activities. The requirement may not be acceptable to the public and may be difficult to enforce. Given the mainstream practice in overseas countries of enhancing cycling safety via education and publicity and considering the impact of enforcement and prosecution actions to the community as well as public acceptability, we are of the view that it is, at the present stage, a more practical approach to promote cycling safety (including the use of personal safety gear) by means of education and publicity, coupled with continual improvement to the infrastructural facilities that could improve cycling safety.

We are also collecting views and related information on cycling from the public through the Travel Characteristics Survey. We will keep a close watch on the approaches adopted by other places, and review this issue when appropriate.


(f) The Government has all along attached great importance to cycling safety. Given the increasing popularity of cycling as a sport, the TD, Police and Road Safety Council (RSC) are enhancing public awareness on cycling safety via such means and measures as publicity, education and enforcement. On publicity and education, the Police, TD and RSC will organise activities on cycling education and safety to promote the use of safety gear as well as the rules of cycling and the proper use of bicycles. They will distribute promotional leaflets and display banners and posters to advise cyclists to follow traffic rules on one hand, and advise motorists to pay attention to bicycles on the road on the other. The RSC will broadcast brand new promotional messages on cycling safety on TV and radio in the later half of the year. Also, the TD plans to launch the internet based Cycling Information Centre to provide the public with convenient access to cycling-related legislation and information. The TD is also planning to produce a short ten-minute video to educate the public the proper ways to ride bicycles and relevant traffic rules.

On enforcement, the Police launches regular enforcement exercises against cycling offences, and instill awareness of cycling safety in the community at the same time.

The Government will continue to adopt the multi-prong approach of making use of means such as publicity, education and enforcement to strengthen the awareness of cycling safety among the public.

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Annex I

The numbers of traffic accidents involving bicycles on cycle tracks and at other locations and the casualties involved (January 2008 to September 2011)

Year	Cycle tracks		Other locations	
	No. of accidents	Casualties	No. of accidents	Casualties
2008	510	537	1,080	1,147
2009	709	738	1,084	1,130
2010	822	857	1,092	1,139
2011 (Jan – Sept) [#]	756	787	911	954

[#] Provisional figures

The numbers of prosecutions against cyclist offenders
(January 2008 to September 2011)

Offences	2008	2009	2010	2011 (Jan – Sept)
Reckless cycling	5	6	5	9
Careless cycling	180	213	206	130
Riding abreast	0	0	0	0
Carrying passengers	143	165	154	120
Carrying article causing obstruction to riders view	0	1	0	0
Failing to use cycle track	0	0	5	6
Riding without lights	477	266	785	570
Cycling on pavement	3,990	4,874	4,498	3,329
Other cycling offences	608	1,483	3,574	1,616
Total	5,403	7,008	9,227	5,790