

立法會
Legislative Council

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(These minutes have been seen
by the Administration)

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Panel on Transport

**Minutes of meeting held on
Friday, 21 July 2017, at 9:00 am
in Conference Room 3 of the Legislative Council Complex**

Members present : Hon CHAN Han-pan, JP (Chairman)
Hon Jeffrey LAM Kin-fung, GBS, JP
Hon Starry LEE Wai-king, SBS, JP
Hon CHAN Hak-kan, BBS, JP
Dr Hon Priscilla LEUNG Mei-fun, SBS, JP
Hon WONG Kwok-kin, SBS, JP
Hon Paul TSE Wai-chun, JP
Hon Claudia MO
Hon WU Chi-wai, MH
Hon YIU Si-wing, BBS
Hon Charles Peter MOK, JP
Hon CHAN Chi-chuen
Hon LEUNG Che-cheung, SBS, MH, JP
Dr Hon Fernando CHEUNG Chiu-hung
Hon POON Siu-ping, BBS, MH
Ir Dr Hon LO Wai-kwok, SBS, MH, JP
Hon CHUNG Kwok-pan
Hon Alvin YEUNG
Hon CHU Hoi-dick
Hon LAM Cheuk-ting
Hon Wilson OR Chong-shing, MH
Hon CHAN Chun-ying
Hon Tanya CHAN

Hon LUK Chung-hung
Hon LAU Kwok-fan, MH
Dr Hon CHENG Chung-tai
Hon Jeremy TAM Man-ho

Members absent : Dr Hon KWOK Ka-ki (Deputy Chairman)
Hon Abraham SHEK Lai-him, GBS, JP
Hon Mrs Regina IP LAU Suk-yee, GBS, JP
Hon Michael TIEN Puk-sun, BBS, JP
Hon Frankie YICK Chi-ming, SBS, JP
Dr Hon Helena WONG Pik-wan
Hon Andrew WAN Siu-kin
Dr Hon Junius HO Kwan-yiu, JP
Hon HO Kai-ming
Hon YUNG Hoi-yan
Hon Kenneth LAU Ip-keung, BBS, MH, JP
Hon KWONG Chun-yu

Public Officers attending : **Agenda item III**

Ms Macella LEE, JP
Commissioner for Transport (Acting)

Mr Tony LI
Deputy Secretary for Transport and Housing
(Transport) 3 (Acting)
Transport

Ms Stella LEE
Assistant Commissioner for Transport/
Management and Paratransit

Mr Raymond CHUNG
Chief Engineer/Strategic Roads
Transport Department

Mr Samson LAM
Chief Traffic Engineer/New Territories West
Transport Department

Mr SO Chun-chuen
Chief Transport Officer/Tunnels and Tsing Ma 1
Transport Department

Agenda item IV

Ms Macella LEE, JP
Commissioner for Transport (Acting)

Mr Tony LI
Deputy Secretary for Transport and Housing
(Transport) 3 (Acting)

Ms Stella LEE
Assistant Commissioner for Transport/
Management and Paratransit

Mr SO Chun-chuen
Chief Transport Officer/Tunnels and Tsing Ma 1
Transport Department

Mr LEE Che-kit
Chief Engineer/Project
Electrical & Mechanical Services Department

Mr CHAN Wai-pui
Electronics Engineer/Project 4/1
Electrical & Mechanical Services Department

Agenda item V

Ms Judy CHUNG Sui-kei
Principal Assistant Secretary for Transport and
Housing (Transport)5

Mr CHUI Wing-wah
Deputy Director of Highways

Mr HUNG Kwok-chuen
Chief Highway Engineer/Research & Development
Highways Department

Agenda item VI

Ms Rebecca PUN Ting-ting, JP
Deputy Secretary for Transport and Housing
(Transport) 1

Ms Judy CHUNG Sui-kei
Principal Assistant Secretary for Transport and
Housing (Transport) 5

Mr Daniel CHUNG Kum-wah, JP
Director of Highways

Mr Albert LEE Wai-bun
Project Manager/Hong Kong–Zhuhai–Macao
Bridge
Highways Department

Mr MA Kuen
Chief Engineer/Hong Kong Boundary Crossing
Facilities
Highways Department

Clerk in attendance : Ms Doris LO
Chief Council Secretary (4)6

Staff in attendance : Ms Macy NG
Senior Council Secretary (4)6

Ms Emily LIU
Legislative Assistant (4)6

Action

- I. Information papers issued since the last meeting**
(LC Paper No. CB(4)1197/16-17(01) - Administration's response
to the letter from Hon
Jeremy TAM Man-ho on
the closure of Murray Road
Multi-storey Car Park

- LC Paper No. CB(4)1285/16-17(01) - Administration's response to the joint letter from Hon KWOK Wai-keung and Hon LUK Chung-hung on the trial scheme of narrowing the fare differential between cross-harbour routes after crossing the harbour and non-cross harbour routes
- LC Paper No. CB(4)1313/16-17(01) - Administration's response to the letter from Hon LAU Kwok-fan on "bicycle-friendly" policy
- LC Paper No. CB(4)1331/16-17(01) - Memorandum referring to the Panel the views and concerns expressed by Wong Tai Sin District Council members on the installation of barrier-free access facilities in Wong Tai Sin Chuk Yuen
- LC Paper No. CB(4)1327/16-17(01) - Referral from the Subcommittee on Technical Legislative Amendments on Traffic Arrangements for the Hong Kong-Zhuhai-Macao Bridge
- LC Paper No. CB(4)1396/16-17(01) - Submission on provision of hillside escalator links and elevator system from a Kwai Tsing District Council member
- LC Paper No. CB(4)1411/16-17(01) - Letter from Dr Hon Elizabeth QUAT on the mechanism of issuing private driving instructors'

licences)

(At 9:05 am, the Chairman ordered that the meeting be suspended for 10 minutes to allow those members who were also members of the Panel on Economic Development ("EDEV") to attend the meeting of EDEV held in Conference Room 1.)

(The meeting resumed at 9:15 am.)

Members noted the above papers issued since the last meeting.

2. Mr LAM Cheuk-ting referred to media reports which revealed that the Administration would soon announce the implementation of Hong Kong and Mainland customs, immigration and quarantine procedures at the West Kowloon Station of the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link ("the co-location arrangement"). He requested holding a special meeting of the Panel on Transport ("the Panel") urgently to discuss the subject. Ms Claudia MO and Ms Tanya CHAN put forward similar requests, and Ms CHAN hoped that the special meeting could be held by end July 2017.

3. Mr YIU Si-wing considered that if the Panel decided to hold a special meeting to discuss the co-location arrangement, it was necessary to ensure that most Panel members could attend when setting the meeting date.

4. The Chairman understood members' keen concern over the co-location arrangement. As and when the Administration had announced the co-location arrangement, he would decide on the arrangement for a special meeting. As the summer recess of the Legislative Council ("LegCo") would soon begin, he would duly take into account members' availability when setting the date of the special meeting.

(Post-meeting note: Following the announcement of the implementation of the co-location arrangement by the Administration on 25 July 2017, the House Committee held a special meeting on 3 August 2017, and the Panel held a joint meeting with the Panel on Security and the Panel on Administration of Justice and Legal Services on 8 August 2017 to discuss the subject.)

II. Matters arising from the meeting on 16 June 2017

Voting on five motions relating to the strategic studies on railways and major roads beyond 2030

- (LC Paper No. CB(4)1270/16-17(01) - Wording of a motion moved by Hon Michael TIEN Puk-sun and Hon CHAN Han-pan
- LC Paper No. CB(4)1270/16-17(02) - Wording of a motion moved by Hon CHAN Han-pan, Hon LEUNG Che-cheung and Hon LAU Kwok-fan
- LC Paper No. CB(4)1270/16-17(03) - Wording of a motion moved by Hon Starry LEE Wai-king, Hon Wilson OR Chong-shing and Hon CHAN Han-pan
- LC Paper No. CB(4)1270/16-17(04) - Wording of a motion moved by Hon Frankie YICK Chi-ming
- LC Paper No. CB(4)1270/16-17(05) - Wording of a motion moved by Dr Hon KWOK Ka-ki)

Motion

5. The Chairman put to vote the following motion which was proposed by Mr Michael TIEN and himself –

鑒於西鐵綫在繁忙時間的擠迫率以一平方米四人計算已達至104%，與此同時，隨着多個新市鎮如洪水橋、元朗南和錦田南等相繼發展，2025年後新界西將會陸續新增40多萬人口，因此當區鐵路系統必須訂立一個長遠方案，以解決西鐵綫乘客過剩問題。就此，本會促請政府：

1. 盡快開展「第五條跨海鐵路」的可行性研究，建議走線為屯門碼頭、港珠澳大橋香港口岸、東涌東、喜靈洲、交椅洲人工島至香港西；

2. 盡快開展「屯九鐵路」的可行性研究，建議走線為屯門、掃管笏/大欖、青龍頭/深井、灣景花園、梨木樹、石籬、美孚（可轉乘荃灣綫）至南昌（可轉乘西鐵綫），並同時研究石籬分支連接至沙田大圍等地。

(Translation)

Given that the overcrowding rate of the West Rail Line ("WRL") calculated on the basis of four persons per square metre has already reached 104% during peak hours, and meanwhile, with the successive development of a number of new towns such as Hung Shui Kiu, Yuen Long South and Kam Tin South and a gradual intake of a new population of over 400 000 in New Territories West after 2025, a long-term proposal must be formulated for the regional railway system to solve the problem of excessive loading of WRL. In this connection, this Panel urges the Government to:

1. expeditiously commence a feasibility study on a fifth cross-harbour railway with a proposed alignment running from Tuen Mun Pier to Hong Kong Island West via Hong Kong-Zhuhai-Macao Bridge Hong Kong Boundary Crossing Facilities, Tung Chung East, Hei Ling Chau, and the artificial island at Kau Yi Chau;
2. expeditiously commence a feasibility study on a Tuen Mun-Kowloon Railway with a proposed alignment running from Tuen Mun to Nam Cheong (for interchanging with WRL) via So Kwun Wat/Tai Lam, Tsing Lung Tau/Sham Tseng, Bayview Garden, Lek Muk Shue, Shek Lei and Mei Foo (for interchanging with the Tsuen Wan Line), and, at the same time, study the provision of a spur line connecting Shek Lei with Sha Tin and Tai Wai, etc.

6. The Chairman announced that seven members voted for the motion, three members voted against it and one member abstained from voting. The Chairman declared that the motion was carried.

7. The Chairman then put to vote the following motion which was proposed by Mr LAU Kwok-fan, Mr LEUNG Che-cheung and himself –

擴大新界西北鐵路網絡

鑑於新界西北人口在2030年前後有顯著增長，本會促請政府應盡早為新界西北往來市區的交通網絡進行更新規劃，包括研究興建由屯門經豪景、深井、荃灣東北葵等地接駁至沙田大圍等地，形成「屯荃葵沙鐵路」。並在東北葵建轉乘站，把鐵路向南伸延至荔景、青衣及交椅洲。

政府在研究興建十一號幹線時，應考慮興建兼備鐵路及快速公路的跨海鐵路幹線，方便洪水橋及元朗南居民直接前往大嶼山北部，長遠可考慮將幹線向東延接駁至交椅洲及港島，將新界西與港島區連接起來。

(Translation)

Expansion of the railway network in Northwest New Territories

Given the significant increase in the population of Northwest New Territories ("NWNT") around 2030, this Panel urges the Government to expeditiously update the planning for the transport network between NWNT and the urban areas, including studying the construction of a Tuen Mun-Tsuen Wan-Kwai Chung-Sha Tin Railway to connect Tuen Mun with Tai Wai in Sha Tin via Hong Kong Garden, Sham Tseng, Tsuen Wan and Northeast Kwai Chung, with an interchange station in Northeast Kwai Chung to extend the Railway southwards to Lai King, Tsing Yi and Kau Yi Chau.

While conducting the study on the construction of Route 11, the Government should consider constructing a cross-harbour rail-cum-express road link to facilitate residents in Hung Shui Kiu and Yuen Long South to travel directly to and from Lantau North, and in the long run extending the link eastwards to Kau Yi Chau and Hong Kong Island to connect New Territories West with Hong Kong Island.

2030鐵路走線建議（民建聯）



8. The Chairman announced that eight members voted for the motion, three members voted against it and one member abstained from voting. The Chairman declared that the motion was carried.
9. The Chairman then put to vote the following motion proposed by Mr Wilson OR, Ms Starry LEE, and himself –

倡議東九龍線延至科大設站

本會促請政府在規劃東九龍鐵路線時，應以服務最多居民為原則，建議鐵路走線沿觀塘北接連現時港鐵觀塘線，日後成為將軍澳和九龍之間的替代路線，並新闢經藍田北至油塘支線，方便市民前往港島區；以及並將寶琳站伸延至科技大學，令鐵路橫跨整個九龍半島，方便學生和教師，也有利於大學的未來發展。

(Translation)

Proposed extension of the East Kowloon Line ("EKL") to a new station at the Hong Kong University of Science and Technology ("HKUST")

This Panel urges the Government to adopt the principle of serving the largest possible number of residents in planning EKL, and proposes

that this railway line should run along Kwun Tong (North) to connect the existing MTR Kwun Tong Line, serving as an alternative route for commuting between Tseung Kwan O and Kowloon in the future, with a new spur line from Lam Tin North to Yau Tong to facilitate the public to travel to and from Hong Kong Island; and the railway line be extended beyond the Po Lam Station to reach HKUST so that the railway network will cover the whole of Kowloon Peninsula for the convenience of students and teachers and for the benefit of the future development of HKUST.

10. The Chairman announced that eight members voted for the motion, two members voted against it and two members abstained from voting. The Chairman declared that the motion was carried.

11. The Chairman then put to vote the following motion which was proposed by Mr Frankie YICK and seconded by Mr YIU Si-wing, Mr POON Siu-ping, Mr CHAN Chun-ying and Mr LAU Kwok-fan –

政府於1997年展開的第三次整體運輸研究至今已近二十年，雖然期間已多次就有關模型更新和提升，但該研究的規劃年期只是截至2016年，有鑒於人口、經濟發展及運輸格局均出現顯著的改變，本會要求政府進行的鐵路及主要幹道策略性研究應擴展為第四次整體運輸研究，讓整體運輸策略更能配合《香港 2030+：跨越2030年的規劃遠景與策略》規劃研究中的建議。

(Translation)

It has been almost 20 years since the Government commenced the Third Comprehensive Transport Study ("CTS") in 1997. Although the relevant models have been updated and enhanced several times during this period, the planning horizon of the Study is only up to 2016. As there have been significant changes in the population, the economic development and the transport pattern, this Panel requests that the Government should scale up the strategic studies on railways and major roads to the Fourth CTS so that the comprehensive transport strategy can better dovetail with the recommendations of the the planning study of "Hong Kong 2030+: Towards a Planning Vision and Strategy Transcending 2030".

12. The Chairman announced that 11 members voted for the motion, none voted against it and none abstained from voting. The Chairman declared

that the motion was carried.

13. The Chairman then put to vote the following motion which was proposed by the Deputy Chairman –

由於《香港2030+》中有關東大嶼都會的諮詢仍未有結果及共識，因此，本委員會要求政府將「跨越2030年的主要幹道策略性研究—新策略增長區(即東大嶼都會及新界北)相關的主要幹道部分」及「跨越2030年的鐵路策略性研究—新策略增長區(即東大嶼都會及新界北)相關的鐵路部分」在是次研究撥款中分拆審議，並重新提交予本委員會討論。

(Translation)

As the consultation outcome concerning East Lantau Metropolis ("ELM") in "Hong Kong 2030+: Towards a Planning Vision and Strategy Transcending 2030" is not yet available and no consensus has been reached thereon, this Panel requests the Government to divide the funding application into "Strategic Study on Major Roads beyond 2030 – Strategic Growth Areas ("SGAs")-related Major Roads (i.e. ELM and New Territories North ("NTN"))" and "Strategic Study on Railways beyond 2030 – SGAs-related Railways (i.e. ELM and NTN)" and re-submit them to this Panel for discussions.

14. The Chairman announced that six members voted for the motion, seven members voted against it and none abstained from voting. The Chairman declared that the motion was negatived.

III. Legislative amendments to include three new toll-free tunnels (namely Central-Wan Chai Bypass Tunnel, Lung Shan Tunnel and Cheung Shan Tunnel) as Government tunnels

(LC Paper No. CB(4)1409/16-17(01) - Administration's paper on legislative amendments to include three new toll-free tunnels as government tunnels

LC Paper No. CB(4)1409/16-17(02) - Paper on Central-Wan Chai Bypass Tunnel, Lung Shan Tunnel and Cheung Shan Tunnel prepared by the

Legislative Council
Secretariat (background
brief))

15. At the invitation of the Chairman, Deputy Secretary for Transport and Housing (Transport) 3 (Acting) ("DS(T)3(Atg)") briefed members on the Administration's proposed legislative amendments to the Road Tunnels (Government) Ordinance (Cap. 368) and the Road Tunnels (Government) Regulations (Cap. 368A) in relation to the inclusion of three new toll-free tunnels, namely Central-Wan Chai Bypass ("CWB") Tunnel, Lung Shan Tunnel and Cheung Shan Tunnel, as government tunnels. He advised that the Administration also proposed that the relevant provisions of Cap. 368A and Schedule 1 thereto concerning traffic signs and road markings be suitably updated to meet the present-day traffic management needs.

Charging policy for government roads/tunnels

16. Ir Dr LO Wai-kwok agreed with the proposal to designate the three new tunnels as toll-free tunnels to attract more vehicular flow, but he questioned about the policy considerations for determining whether to charge a toll for government roads/tunnels. Quoting Lantau Link as an example, he doubted why a toll was charged despite the fact that Lantau Link was the only road access to Lantau Island and it would support the expected increase in traffic flow arising from the future developments.

17. The Chairman shared the views of Ir Dr LO Wai-kwok. Further, he worried that the two-way toll collection arrangement soon to be implemented at Lantau Link might cause traffic congestion. Besides, as a number of roads and tunnels connecting New Territories West ("NTW") were tolled, he was very concerned about the heavy burden of travelling expenses borne by the local residents. He therefore called on the Administration to consider waiving the toll for Lantau Link and designating Tuen Mun-Chek Lap Kok Link ("TM-CLKL") as a toll-free road upon its commissioning.

18. Ms Claudia MO agreed that there should be a consistent charging policy for considering whether to charge a toll for government roads/tunnels. She opined that on the one hand, not charging any tolls for busy roads/tunnels like the new CWB Tunnel might possibly attract excessive traffic, cause saturation and give rise yet again to the need for new traffic infrastructure to divert the traffic flow. On the other hand, road/tunnel tolls surely added to the burden of travelling expenses of the public, as for the case of NTW residents suffering from high transportation expenses due to road/tunnel charges. She was also worried that under the new two-way toll

collection arrangement at Lantau Link, motorists stopping for payment at toll booths might cause traffic congestion.

19. DS(T)3(Atg) advised that in general, tolls or fees of government roads/tunnels were determined in line with the "cost-recovery" and "user-pays" principles. In determining the toll level, the Administration would take into account various factors, including traffic management, costs of the provision of the road/tunnel, the toll of alternative routes and public affordability and acceptability, etc.

20. On designating CWB Tunnel as a toll-free tunnel, Commissioner for Transport (Acting) ("C for T (Atg)") elucidated that CWB would serve as an alternative route linking up eastern and western Hong Kong Island. With CWB, the traffic along the northern shore of Hong Kong Island would improve significantly. It would also facilitate traffic re-distribution among the three road harbour crossings, and help relieve the traffic burden in Central and Wan Chai. She said that upon the commissioning of CWB, the Administration would keep monitoring the traffic flow along CWB and major trunk roads including Island Eastern Corridor on the northern shore of Hong Kong Island.

21. As regards the change in the toll collection arrangement for Lantau Link, C for T (Atg) explained that Lantau Link had been the only vehicular access to Lantau Island and one-way toll collection arrangement had been adopted for the convenience of motorists. Yet, upon the commissioning of Hong Kong-Zhuhai-Macao Bridge ("HZMB"), Lantau Link would no longer be the only road access to Lantau Island. There would be a need to change to a two-way toll collection arrangement such that motorists would pay tolls at the Lantau Toll Plaza for each single trip in either direction. Works were being carried out to reprovision toll collection facilities and systems that had been removed at the airport-bound lanes under the one-way toll collection arrangement.

22. Ms Claudia MO further referred to a diagram on a recent facebook post of news.gov.hk demonstrating the new two-way toll collection arrangement at Lantau Link. She pointed out that on the diagram it appeared that "driving on the right" arrangement would be adopted. Assistant Commissioner for Transport/ Management and Paratransit clarified that the diagram issued by the Transport Department ("TD") compared the existing traffic arrangements at the Lantau Toll Plaza to the new toll collection arrangements, showing that the airport-bound traffic flow originally taking toll free traffic lanes would pass through the traffic lanes with toll collection facilities under the new two-way toll collection

arrangement. There would be no change to the driving arrangement along Lantau Link.

Implementation progress of the Central-Wan Chai Bypass

23. Ms Tanya CHAN was concerned about the implementation progress and commissioning schedule of CWB, which had been affected by the discovery of a large metal object in the seabed near the former Wan Chai Ferry Pier resulting in works suspension in the area.

24. C for T (Atg) and Chief Engineer/Strategic Roads of TD advised that according to the assessment by the Civil Engineering and Development Department based on the latest works progress and taking into account the abovementioned discovery, CWB could be commissioned in end-2018 or the first quarter of 2019.

Legislative amendments relating to traffic signs and road markings

25. Mr POON Siu-ping asked why the functions of some traffic signs and road markings had become outdated; and whether the legislative amendments for updating such outdated traffic signs and road markings and those for including the three new toll-free tunnels as government tunnels would be submitted to LegCo together in early 2018.

26. In response, C for T (Atg) explained that with the adoption of electronic display devices in various types of tunnel traffic control and surveillance system ("TCSS"), some prescriptions in Schedule 1 of Cap. 368A, such as "arrow in green neon" and "cross in red neon", had to be updated. She advised that the legislative proposals would be submitted for negative vetting by LegCo in one go.

Use of Light Emitting Diode lighting in tunnels

27. The Chairman noted that Light Emitting Diode ("LED") lighting was used in some tunnels. He relayed the concerns of some motorists over possible road safety issues arising from motorists adapting to LED lighting which flashed at a faster rate than conventional lighting.

28. C for T (Atg) noted that there were diverse views on the use of LED tunnel lighting. There were indeed pros and cons of using LED tunnel lighting. LED lighting had higher energy efficiency but might not perform well in hot and humid tunnel environment. Some LegCo Members had in the past suggested using LED lighting for replacing some old tunnel lighting

systems. In this connection, the Administration would set up test points at Kai Tak Tunnel and the two tunnels under the HZMB project to test the efficiency of LED tunnel lighting. Based on the test results, TD would further consider whether to use LED lighting for tunnel lighting replacement as appropriate.

IV. Replacement of traffic control and surveillance system in Tsing Ma Control Area

(LC Paper No. CB(4)1409/16-17(03) - Administration's paper on replacement of traffic control and surveillance system in Tsing Ma Control Area

LC Paper No. CB(4)1409/16-17(04) - Paper on replacement of traffic control and surveillance system in Tsing Ma Control Area prepared by the Legislative Council Secretariat (background brief))

29. At the invitation of the Chairman, C for T (Atg) briefed members on the Administration's funding proposal to replace TCSS in Tsing Ma Control Area ("TMCA") at a non-recurrent expenditure of \$298.91 million. She said that if the funding was approved by the Finance Committee ("FC") in the fourth quarter of 2017, it was expected that the replacement work would be completed in five years, i.e. the third quarter of 2022.

Replacement cost and serviceable period

30. Pointing out that the estimated expenditure for the replacement of TCSS in TMCA was an odd amount of about \$1 million below \$300 million, Ms Claudia MO suspected that the Administration was playing with figures such that the amount of money required would be perceived as smaller than it actually was. She queried if the expenditure items listed in paragraph 7 of the Administration's paper were common for the replacement of other TCSSs. She further asked about the serviceable life of the new TCSS.

31. C for T (Atg) explained that given the extensive area of TMCA comprising a 21-kilometre integrated expressway network, the replacement cost of its TCSS was naturally higher than that of the other tunnels. She

advised that the expected economical serviceable life of the new TCSS was at least 12 to 15 years, with the actual duration depending on actual circumstances including utilization, geographical situation and vehicular emissions. Chief Engineer/Project of Electrical & Mechanical Services Department ("CE/P") supplemented that adequate resources would be allocated for system maintenance, and timely replacement of aging/defected equipment to ensure continued serviceability of the system.

Annual recurrent expenditure and other costs

32. Mr YIU Si-wing considered the estimated annual recurrent expenditure of the new TCSS at around \$11.1 million quite high. He further asked about the duration of defects liability period ("DLP") of the new TCSS, and the maintenance charges during and after the expiry of DLP. Mr POON Siu-ping asked if the annual recurrent expenditure had already covered the maintenance costs, and whether the depreciation costs of the system would give rise to future toll fee increases.

33. C for T (Atg) advised that the annual recurrent expenditure of the new TCSS would only be about 5% of the overall management fee payable to the operator responsible for the management, operation and maintenance of TMCA. CE/P advised that during the one-year DLP, no fees would be charged for rectifying defects, while the operator would have to negotiate with the TCSS supplier on the maintenance charges thereafter. He said that the duration of DLP for general electrical and mechanical systems was normally one year. Any longer duration would imply higher contract costs.

34. Given the "cost-recovery" and "user-pays" principles according to the existing toll policy, DS(T)3(Atg) advised that the depreciation costs of the new TCSS, which formed part of the operating costs, would be taken into account together with other factors when setting the tolls in future. That said, as the depreciation costs of the new TCSS would spread over a number of years, it is unlikely that the annual costs incurred would have significant impact on the toll levels.

Features of the new traffic control and surveillance system

35. Mr YIU Si-wing asked about the benefits of replacing the existing TCSS in terms of traffic management, manpower saving, and big data collection for transport planning purposes, etc. In particular, he considered that in view of the change in the traffic flow on Lantau Link after the commissioning of HZMB and TM-CLKL, the new TCSS should enable traffic data collection for formulating effective measures to cope with the

traffic demand and avoid traffic congestion.

36. C for T (Atg) and CE/P advised that comparing to the existing TCSS that had been in use for over 20 years, the new TCSS was a more advanced and a fully computerized system which integrated various traffic control and monitoring functions on a single platform. Its automatic incident detection system adopted advanced image processing techniques for analyzing images captured by the closed circuit television system. The alarm would set off automatically in case of irregularities, such as in case of a traffic standstill or smoke emitted from vehicles. This was more powerful than the existing TCSS that relied on underground detector loops to detect incidents. With enhanced data collection capability, the new TCSS was also capable of implementing more programmed traffic management schemes for various scenarios. For instance, it would give suggestions on lane closure and speed limit change in case of traffic accidents. These enhancements would facilitate the operator of TCMA to detect and react more instantly to traffic incidents.

Conclusion

37. The Panel raised no objection for the Administration's submission of the funding proposal to FC for consideration.

V. Progress of the review of road works safety requirements

(LC Paper No. CB(4)1409/16-17(05) - Administration's paper on progress of the review of road works safety requirements

LC Paper No. CB(4)1409/16-17(06) - Paper on safety requirements for road works prepared by the Legislative Council Secretariat (background brief)

LC Paper No. CB(4)1436/16-17(01) - Submission from Community for Road Safety)

38. Deputy Director of Highways ("DDHy") briefed members on the latest progress of the review on road works safety requirements. He said that the "Code of Practice for the Lighting, Signing and Guarding of Road

Works" ("the Code") had been revised based on the review findings of the inter-departmental working group convened by the Highways Department ("HyD"), the TD and the Police. The major revisions included extending the application of shadow vehicles equipped with truck-mounted attenuator and enhancement of the associated technical requirements in the Code. The revised Code was gazetted on 16 June 2017 and would take effect from 1 January 2018.

39. DDHy also advised that the Administration was considering relevant legislative amendments to further enhance the regulation of the traffic control and guarding measures for road works, including amending the relevant regulations in the Road Traffic (Traffic Control) Regulations (Cap. 374G) to incorporate the guarding requirements in the Code into the Road Traffic Ordinance (Cap. 374). In this regard, HyD was seeking advice from the Department of Justice ("DoJ") and would consult LegCo as appropriate.

40. With the aid of a powerpoint presentation (LC Paper No. CB(4)1445/16-17(01)), Chief Highway Engineer/Research & Development of HyD ("CHE/R&D") briefed members on the findings and recommendations of the review on road works safety requirements.

Compliance with safety requirements for road works

41. The Chairman expressed deep concern over the occurrence of serious traffic accidents involving road works in recent years. He appreciated the Administration's efforts in reviewing and enhancing the road works safety requirements under the Code. As a means to ensure compliance of the requirements by road works contractors, he asked if the Administration would consider providing a 24-hour hotline to facilitate reporting of non-compliance cases by the public.

42. DDHy indicated that as revealed in past cases, the causes of road works accidents could be multifarious, including factors like non-compliance against the safety requirements and poor driving attitude of road users. To ensure compliance by road works contractors with the safety requirements, HyD had been conducting regular spot checks and surprise inspections at road works sites. Public complaints or enquiries on road works could be lodged by calling the contact phone number displayed on the signage at each works site. Having noted the Chairman's views, DDHy agreed to study further means to facilitate reporting of non-compliance cases against road works safety requirements.

43. Mr POON Siu-ping asked about the number of the non-compliance cases identified in the past and how they were dealt with. DDHy advised that between 2011 and the first half of 2017, HyD conducted 15 400 regular and surprise inspections, i.e. about seven times each day on average, during which 280 non-compliance cases were identified. For these cases, HyD would request the contractors to rectify the problem and would deduct their payment according to contract terms. Serious non-compliance would be recorded in the contractor's performance reports. As past performance of contractors would be taken into account in tender assessments for public works contracts, he believed that the existing penalty mechanism had provided adequate deterrence.

44. Mr Jeremy TAM asked about the recent number of accidents resulting in casualties involving works vehicles engaged in road works. Principal Assistant Secretary for Transport and Housing (Transport)⁵ advised that according to the information provided by TD, the number of such accidents in 2016 and in the first six months of 2017 were 17 and 15 respectively, and the number of people killed in these accidents were four and two respectively.

45. Mr YIU Si-wing asked how the Administration would increase awareness of road users on road works and road safety. DDHy replied that TD had started to disseminate information on road works to motorists through mobile applications. HyD had also coordinated with TD and the Police to step up public education on road safety.

Guarding requirements for road works

46. Mr CHAN Chun-ying doubted why the requirement on the application of shadow vehicles equipped with truck-mounted attenuator was only extended to road works on public roads with a speed limit of 70 kilometres per hour ("km/h") or above, but not to all road works. Apart from the prescribed minimum weight of shadow vehicles in the revised Code, he asked if any standard for the vibration-absorption performance of shadow vehicles was adopted in Hong Kong, and if so, whether the local standard was comparable to the international one. He also asked if flashing arrow signs were required to be erected at the forefront of road works sites to alert motorists of the road works ahead.

47. DDHy advised that the application of guarding requirements was not limited to road works on roads with a speed limit of 70 km/h and above. There were also relevant requirements for road works on roads with a speed limit not exceeding 70 km/h. Indeed, some enhanced measures in the

revised Code extensively applied to road works on roads of all speed limits. For example, CHE/R&D said that the requirement on retroreflective material for temporary traffic signs and the containment level of temporary safety barriers generally applied to all road works irrespective of the road speed limit. Besides, it was also specified in the Code that the person responsible should take into account the actual traffic conditions of the road where the road works were to be carried out. Should the approach speed exceed the speed limit of the road, the person responsible should plan and set up the guarding provisions and the temporary traffic arrangement for the road works according to the approach speed instead of the speed limit of road.

48. CHE/R&D further advised that the truck-mounted attenuator used should meet the standard of Test Level 3 of the United States National Cooperative Highway Research Programme Report 350 or equivalent, which was the highest standard adopted internationally. Pursuant to the prevailing guidelines, flashing arrow signs should be erected at the beginning of the narrowed road sections at road works sites, with warning signs erected in front of the flashing arrow signs to alert motorists of narrowed road ahead.

49. Mr YIU Si-wing asked about the ratio of traffic accidents involving road works on roads with speed limit of 70 km/h or above to those of 50 km/h or below. DDHy advised that traffic accidents involving road works with major casualties more commonly occurred on roads with speed limit of 70 km/h or above. Those occurred on roads with speed limit of 50 km/h or below, except those involved speeding, were relatively less serious.

50. Expressing concern over the shortage of shadow vehicle drivers, Mr LUK Chung-hung asked if the Hong Kong School of Motoring ("HKSM") was the only institution providing training on operating shadow vehicles, or there were other driving institutions or private driving instructors capable of providing such training. DDHy responded that in an effort to strengthen guarding measures after several serious road works accidents in 2016, the road works contractor had invited HKSM to provide refresher training for shadow vehicle drivers. He undertook to further explore if other driving institutions were capable of providing such training.

Further views and suggestions on enhancing road works safety

51. As vehicle speeding near road works sites posed serious safety hazard to road workers, the Chairman suggested installing cameras by the Police near road works sites to combat against vehicle speeding. Besides, he also asked if the Administration would explore the use of mechanical equipment

for, instead of manually, placing traffic cones for cordoning off traffic lanes and erecting signs for redirecting the traffic in mobile road works operations, with a view to minimizing exposure of road workers to safety risks.

52. DDHy responded that there were guidelines in the revised Code for temporarily reducing the speed of traffic passing the road works sites. HyD would also liaise with the Police on deterring vehicle speeding near road works sites. On the use of mechanical equipment, CHE/R&D advised that HyD had been sourcing such equipment from overseas, but so far could not identify suitable ones for use in the road environment in Hong Kong. Alternatively, HyD commissioned the Hong Kong Productivity Council to work on designing robotic arms for installing on works vehicles. Besides, the work on designing suitable low platform vehicles for use in mobile operations was also being carried out. The Administration hoped that the new devices could be ready soon for trial operations.

53. Given that most road works were carried out at night time, Mr POON Siu-ping asked if the Administration had made reference to the latest overseas safety practices for night-time road works operations. Mr Jeremy TAM asked whether the Code had provided guidelines on carrying out road works under adverse weather conditions. DDHy advised that the Code was drawn up with reference to latest international standards which were also applicable to adverse weather conditions. Besides, most road works normally could not be carried out during adverse weather. Noting members' concerns, he undertook to study the necessity of providing further guidelines if appropriate for carrying out road works under adverse weather conditions.

54. Mr LEUNG Che-cheung asked whether any luminance requirements for lighted signs for road works during day time had been prescribed in the revised Code. CHE/R&D advised that the luminance level of lighted signs in both night time and daytime conditions should comply with the relevant standards of the European Union. He remarked that most serious traffic accidents involving road works occurred during night time.

Legislative amendments in the next stage

55. Mr LEUNG Che-cheung sought clarification regarding whether road workers were protected under road traffic legislation or labour legislation when carrying out road works; and whether the road works contractors would be subject to double punishment for the same offence under both sets of legislation. He considered that the Administration should consult the road works contractors to address their concerns over liability issues before

submitting the legislative proposal to LegCo.

56. DDHy responded that generally there were different provisions under the road traffic legislation and labour legislation respectively regulating different aspects of road works. As for the legislative amendments under consideration, the purpose of introducing such amendments was to incorporate the enhanced road works safety requirements in the revised Code into Cap. 374. In the course of reviewing the Code, the Administration had already exchanged views with the industry and stakeholders, including union representatives, through different means and channels. After formulating concrete legislative proposals, the Administration would consult the stakeholders again.

57. Ms Claudia MO supported taking forward the legislative amendments. As the revised Code had been gazetted and would soon come into effect, she asked when the Administration would introduce the relevant legislative proposals to enhance road works safety at the soonest. Likewise, Mr POON Siu-ping hoped that the proposed legislative amendments could be made as soon as possible to further enhance protection of road workers.

58. DDHy advised that in order to enhance safety protection to workers at the earliest before the revised Code came into effect, HyD had mandated the implementation of the enhanced safety measures in all road works under its management starting from November 2016. The revised Code would take effect from 1 January 2018 to allow the industry to get prepared for the new measures for full implementation in all road works. Subject to the progress of discussion with DoJ on the relevant details, the Administration would take forward the legislative amendments as soon as possible.

VI. Staffing proposal for a Project Management Office of the Highways Department

(LC Paper No. CB(4)1409/16-17(07) - Administration's paper on staffing proposal for a Project Management Office of the Highways Department

LC Paper No. CB(4)1176/16-17(06) - Paper on Hong Kong-Zhuhai-Macao Bridge and the staffing arrangements of its Hong Kong projects prepared by

the Legislative Council
Secretariat (background
brief))

59. At the invitation of the Chairman, Deputy Secretary for Transport and Housing (Transport) 1 ("DS(T)1") briefed members on the staffing proposal for the HZMB Hong Kong Project Management Office (which would be renamed as the Major Works Project Management Office (Special Duties) ("MWPMO(SD)") starting from 1 January 2018) under HyD. She advised that there was a need for HyD to have dedicated staffing support at the directorate level to continue to take forward the works for TM-CLKL and Tuen Mun Western Bypass ("TMWB") and to complete the remaining works of the HZMB Hong Kong Section (i.e. Hong Kong Link Road ("HKLR") and Hong Kong Boundary Crossing Facilities ("HKBCF")). It was proposed:

- (a) to retain one supernumerary post of Principal Government Engineer ("PGE") (D3) for a period of three years from 1 January 2018 to 31 December 2020;
- (b) to retain two supernumerary posts of Chief Engineers ("CEs") (D1) for a period of two years from 1 January 2018 to 31 December 2019; and
- (c) to extend the redeployment of one permanent CE (D1) post from the Major Works Project Management Office for a period of three years from 1 January 2018 to 31 December 2020.

Justifications for the staffing proposal

60. Mr LEUNG Che-cheung indicated that he did not object to the staffing proposal. He would like to know further regarding how the continuation of the relevant posts could facilitate handling of various outstanding and complicated issues involving the HZMB Hong Kong projects, in particular the settlement of contractual claims by contractors.

61. Director of Highways ("DH_y") explained that two of the CE posts in MWPMO(SD) would mainly be responsible for taking forward the TM-CLKL project, and the other one for the remaining works of the HZMB Hong Kong Section. Given the substantial number of anticipated variation orders and contractual claims related to the relevant projects, the CEs would have to lead the respective project teams to follow up on the claims. DH_y further advised that the rough total figures of claims received by HyD in relation to the TM-CLKL, HKLR and HKBCF projects so far stood at about

\$8.8 billion.

62. Mr YIU Si-wing enquired if the proposed retention/extension of the relevant posts to end-December 2019-2020 would tie in with the completion of the remaining works of the respective projects. DHy explained that the proposed retention/extension of the posts had taken into account the completion schedule of the relevant project works in 2019-2020. The Administration would review the need for further retention/extension of the posts in the second halves of 2019 and 2020. On Mr YIU's further enquiry regarding whether, by retitling the PGE (D3) post from Project Manager/HZMB to Project Manager/Major Works (Special Duties), the incumbent would be tasked to take up other duties not limited to those under the HZMB project, DHy affirmed that this was possible.

Progress of Hong Kong-Zhuhai-Macao Bridge related Hong Kong projects

Tuen Mun-Chek Lap Kok Link

63. Mr LAU Kwok-fan was concerned that before TM-CLKL would be in use, Lantau Link and the existing transport network in Tung Chung could hardly cope with the increased traffic flow upon commissioning of HZMB. He asked if the Administration had planned for sufficient manpower to introduce contingent measures to deal with the traffic demand.

64. DHy explained that before the commissioning of the Southern Connection of TM-CLKL, vehicles from the HZMB Main Bridge were expected to route through the existing roads on the airport island to reach North Lantau Highway. However, according to the traffic impact assessment, HZMB would not generate additional traffic that would cause unacceptable impact to the existing traffic network on the airport island and Tung Chung in 2017 and 2018. To ensure a smooth traffic flow before the Southern Connection of TM-CLKL could be in use, the Administration would carry out necessary road junction improvement works. HyD and TD would also closely monitor the traffic condition and take timely measures as appropriate.

65. Ms Tanya CHAN asked about the latest position on the Administration's liaison with the contractor concerned on the submission of a design amendment scheme to resolve the technical issues of the sub-sea tunnelling works under the Northern Connection of the TM-CLKL project, and whether the latest completion target in 2020 would be further affected.

66. DHy said that he had mentioned in a press conference in March 2017 that the contractor concerned had not been fully cooperative and was unable to submit a technically feasible and cost-effective design amendment scheme for a section of the Southern Landfall ("SLF") tunnel despite repeated reminders by HyD. The HyD had been actively following up with the contractor concerned, who had become more cooperative.

67. The Chairman further asked if it was due to an omission or a fault in the original design that had necessitated the subsequent revision of the SLF tunnel alignment by lowering it for about 10 metres to avoid passing through the stone columns. Also, he was concerned about which party should be responsible for any extra cost incurred thereon.

68. In reply, DHy explained that the original design proposed by the contractor under the design-and-build contract had already catered for the stone columns. However, during a review in 2015 by HyD to assess the construction risks based on the latest site investigation information, the experts engaged by HyD considered that the tunnel alignment below the seawall of the artificial island had to be lowered by about 10 metres to avoid passing through the stone columns thereat to ensure the safe operation of the tunnel boring machines. Due to the alignment change, the design and construction of the relevant tunnel section should be revised. DHy advised that as the contractor had yet to submit the revised design scheme, any adjustment in the construction costs could not be ascertained at this stage.

69. At the request of Mr WU Chi-wai, the Administration agreed to supplement information on the details of the technical difficulties, and the anticipated variation orders and contractual claims as mentioned respectively in paragraphs 6 and 25 of the Administration's discussion paper [LC Paper No. CB(4)1409/16-17(07)] and their respective impact on the project costs and works progress of TM-CLKL project, as well as the latest progress of the liaison with the contractor concerned on the design amendment for the sub-sea tunnelling works of the Northern Connection of TM-CLKL.

(Post-meeting note: The supplementary information provided by the Administration was issued to members vide LC Paper No. CB(4)1518/16-17(01) on 14 August 2017.)

Tuen Mun Western Bypass

70. The Chairman was aware that the Tuen Mun District Council ("DC") still had strong views against the proposed alignment of TMWB. He asked about the timetable of implementing the TMWB project and how the

Administration would deal with the local views. On concern that the traffic condition in Tuen Mun might become worse in case the commissioning of TMWB could not tie in with that of the Northern Connection of TM-CLKL in 2020, he requested that a related traffic impact assessment be conducted.

71. DHy advised that having regard to the objections on the proposed alignment schemes of TMWB in the past, HyD had made suitable revisions and consulted the relevant DCs again. The relevant DCs raised no objection to the carrying out of an investigation study on the latest proposed alignment scheme. HyD was preparing to commence the investigation study in the fourth quarter of 2017 for completion in about two years. Given the time required to take forward the large-scale TMWB project which was currently only at the initial design and site investigation stage, he considered it unlikely that the TMWB project could be completed by the commissioning of the Northern Connection of TM-CLKL in 2020.

72. At the request of Ms Tanya CHAN, the Administration agreed to supplement when the TMWB project would be completed, as well as the exact completion date(s) in 2018 of those works under the HKLR and HKBCF projects which, according to the Administration, were not absolutely essential for the commissioning of HZMB.

(Post-meeting note: The supplementary information provided by Administration was issued to members vide LC Paper No. CB(4)1518/16-17(01) on 14 August 2017.)

Second phase of the Hong Kong Boundary Crossing Facilities Project

73. Mr WU Chi-wai noted that the implementation schedule of the second phase of the HKBCF project would be decided subject to the passenger and traffic flows after the commissioning of HKBCF. He recalled that when the funding proposal for the HKBCF project was examined by FC, members were of the view that the funding for the second phase should only be sought after the commissioning of HKBCF when a clearer picture would be available for considering whether the second phase was necessary. He urged the Administration to explain how and when the approved funding for the second phase would be used.

74. DHy said that the approved funding for implementing the second phase of the HKBCF project had been earmarked as a capital reserve for taking forward the relevant works once ready. If it was finally decided that the second phase would not be implemented, the relevant funding would be returned to the Treasury.

Conclusion

75. The Panel raised no objection for the Administration's submission of the staffing proposal to the Establishment Subcommittee for consideration.

VII. Any other business

76. There being no other business, the meeting ended at 11:36 am.

Council Business Division 4
Legislative Council Secretariat
27 September 2017