

STUDY ON PLANNING FOR PEDESTRIANS

STAGE 1 PUBLIC CONSULTATION REPORT



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1 Introduction

1. Purpose

1.1 This report on the first stage consultation undertaken for the Study on Planning for Pedestrians (the Study) covers the following topics:

Section 1: Background of the Study and the first stage public consultation;

Section 2: Overview of the key comments received in the consultation exercise and our responses; and

Section 3: The proposed way forward after the first stage consultation.

2. Background

2.1 Walking is an important part of our life as most of us walk every day, however short or long the distances are. The cumulative time spent on walking in our entire life time can be considerable and more than one could have realised. Walking should hence give us healthy and pleasant experience other than be treated as a mode of moving between one place and another.

2.2 However, pedestrians are not always given priority in the public space. Walking environments are also sometimes not pedestrian friendly and conducive to walking due to overcrowded pavements, poor crossing facilities, barriers to pedestrian movements, conflict between pedestrians and vehicles, air and noise pollution, inadequate weather protection, and unattractive streetscape that discourage walking.

2.3 Promoting better planning for pedestrians is one of the means to enhance the quality of our living environment as pledged by the Chief Executive in the 1999 Policy Address. Better pedestrian planning helps provide better linkage among various land uses, enhance land use activities, improve circulation movements and the quality of the walking environment for pedestrians, minimise conflict between pedestrians and vehicles to reduce traffic accidents and reduce reliance on vehicles to improve the traffic condition and environmental air quality.

3. The Study

3.1 In recognition of the needs of pedestrians and the Government policy objective to enhance the quality of our living environment, the Planning Department commissioned the Study to formulate a planning framework setting out the principles, concepts, guidelines and standards for pedestrian planning to provide guidance for the public and private sectors in the development process.

1 Introduction

3.2 The main objectives of the Study are:

- (a) to assess the overall pedestrian linkages and problems within the Study Area;
- (b) to formulate a broad planning framework setting out principles, concepts, standards and guidelines for pedestrian planning;
- (c) to test the application of the pedestrian planning framework in the preparation of Action Area Concept Plan (Concept Plan) for selected areas; and
- (d) to examine implementation and institutional mechanisms for pedestrian proposals.

4. Public Consultation

The Study has included two stages of public consultation for the Study :

4.1

- (a) Stage 1: on the framework for pedestrian planning; and
- (b) Stage 2: on the draft final recommendations of the Study including the proposed planning standards and guidelines, Action Area Concept Plans for selected areas and possible implementation and institutional mechanisms.

5. First Stage Consultation

5.1 The first stage consultation took place from January to April 2002, during which a series of activities were undertaken to solicit comments from the public and relevant bodies, including:

- (a) a public consultation forum was held on 23 February 2002. There were about 130 participants, representing local community groups, professional bodies, statutory organizations, green groups and other interested groups;
- (b) a total of 7 presentations were made to various statutory and advisory bodies.

5.2 A schedule of the consultation activities held during the first stage consultation is at Annex A.

5.3 During the consultation period, we also received 19 written comments from individuals, organisations and representative bodies. Section 2 outlines the overview of the comments received together with our responses while Annex B gives a

overview of the comments received together with our responses while Annex B gives a more detailed summary of the comments and responses.

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2 Overview of Key Comments

1. Introduction

- 1.1 The comments received in the consultation exercise are mostly encouraging and are generally in support of the need to improve the pedestrian environment. The positive public responses indicate that there is a high public expectation on the outcome of the Study on the pedestrian environment. The views collected are primarily on how to improve the pedestrian environment including the footpath and streetscape, as well as the need for an effective implementation mechanism. It is worthy to note that the disabled groups also actively participated in the consultation exercise to express their views. Their experience would help develop a better understanding of their special needs and a pedestrian environment which can cater for all sectors of the community.
- 1.2 To facilitate easy comprehension of the comments received, an overview of the key comments is provided together with our broad responses in the following paragraphs. Detailed comments and responses are summarised in Annex B.

OVERVIEW OF KEY COMMENTS

2. Study Objectives and Strategy for Pedestrian Planning

- 2.1 The public strongly supports the study objective to improve the pedestrian environment and is also in favour of an integrated landuse, traffic, urban design and environmental approach to tackle the pedestrian problems. Walking is recognized as a sustainable mode of transport and the concept of "pedestrian first" is widely accepted. Streets, pedestrian areas and other open spaces are also accepted as public realm/space for the enjoyment of all sectors of the community.
- 2.2 While enhanced access to public transport is supported, there were comments that the pedestrian network should not be directed to railway only but also to other transport modes.

Response

- 2.3 We note the public's perception to improve the pedestrian environment and support to our integrated planning approach to and concept of "pedestrian first" in pedestrian planning. The public's recognition of the approach and concept indicates the community's gradual changing mindset towards greater attention for a better pedestrian environment. The concept would be further developed and tested in the preparation of Concept Plans in the next stage of the Study.

2 Overview of Key Comments

- 2.4 On other non-railway public transport modes, they play an equally important role in enhancing people movements. In the pedestrian planning strategy, better pedestrian linkages would be provided not only to link up railway stations, but also transport interchanges/bus termini as well as local feeders.

3. Better Pedestrian Environment and Facilities

- 3.1 Comments reveal very strong public urge for better pedestrian environment and facilities. The concept of "public realm/space" for pedestrian areas and the need to incorporate district characteristics in pedestrian planning were undisputed. Consultees expressed strong wishes to improve the pedestrian environment in terms of linkage and accessibility, safety, congestion, free of pollution as well as vibrancy and attractiveness.
- 3.2 There were active advocates putting forward pedestrianization schemes to improve the city environment and to promote local economy although some respondents expressed reservations. Urban renewal and area enhancement were also recognized as opportunities for better pedestrian planning. Many respondents also suggested various pedestrian design measures and facilities to improve the pedestrian environment such as provision of different types of pedestrian plazas, grade-separated walkways, underground linkage, escalators and abolition of footbridge ramps.

Response

- 3.3 The public's high expectation on the pedestrian environment is perceivable. The concept of "public realm/space" and incorporation of district characteristics in pedestrian planning would be further developed in the Concept Plans. Appropriate guidelines to improve the pedestrian environment would be drawn up for incorporation into the Hong Kong Planning Standards and Guidelines to guide both the public and private sectors in the development process.
- 3.4 It is acknowledged that pedestrianization is an effective measure to improve the pedestrian environment in the existing congested urban area. Apart from positive benefits, there may be inconvenience caused to certain sectors of the public and balancing of trade-offs may be required. The application of pedestrianization would be tested in the Concept Plans where appropriate. The opportunities for urban renewal and area enhancement, as well as various pedestrian design measures, would also be explored in the Concept Plans.

2 Overview of Key Comments

4. Better Footpath and Streetscape

- 4.1 Respondents had expressed their strong desire for better footpaths and streetscape improvement. No fundamental objection was raised to the proposed 3 zoned concept of footpath (namely, the Furniture Zone, the Through Zone and the Frontage Zone). However, respondents suggested that the footpath designs should be flexible to cater for local needs and comments put forward had centred on streetscape improvement including street furniture, signage, paving materials and landscaping. Many respondents emphasized the need to minimise the frequent road opening problems caused by underground utility works while the utility operators reiterated reservation of adequate space for laying of utilities.

Response

- 4.2 We agree that there is room for improvement to our footpaths and also streetscape. To create a more comfortable and attractive streetscape environment, the Highways Department has commissioned a "Study on Standards for Enhanced Streetscape & Street Furniture, including Roadside Retaining Walls" to raise the standards of streetscape detailing including street furniture, paving material, street lighting, signage, railings, etc. The Highways Department is also undertaking a "Study on Development of Design Guidance for Aesthetic Design of Highway Structures" to improve the design and appearance of footbridge and other associated structures.
- 4.3 Various measures are being examined or implemented to address the frequent road opening problem. These include the installation of an upgraded Electronic Utility Management System to manage and co-ordinate road opening applications from utility companies and proposed legislative amendment to tighten control over road openings. Furthermore, the Government has commissioned a study to investigate if the "common utility enclosure" concept would be applicable to Hong Kong. We would explore alternatives taking into account the findings of the afore-mentioned studies in formulating appropriate planning guidelines and standards for footpath and streetscape design. We would also examine how the streetscape could be enhanced in the preparation of the Concept Plans.
- 4.4 The Government is also committed to promote greening in the urban environment. We have promulgated in July 2002 planning guidelines and standards on greening as amendments to Chapter 4 of the Hong Kong Planning Standards and Guidelines. The Environment, Transport and Works Bureau is coordinating efforts of various departments to achieve a greener environment. Other greening efforts would continue as opportunities arise to improve our pedestrian environment.

2 Overview of Key Comments

5. Needs of Disabled and Elderly

- 5.1 Considerable comments had been put forward by welfare and disabled groups for adoption of universal design to cater for the needs of the disabled (including the blind and people with low vision) and the elderly. There were concerns on safety, accessibility, obstructions on footpaths, better signage and guidance/warning signals. One group further suggested to apply advance technologies such as global positioning system in pedestrian planning to improve pedestrian access for the visually impaired.

Response

- 5.2 The pedestrian environment is indeed a public realm/space which should be accessible to and enjoyed by all sectors of the community. The Government acknowledges the need for adoption of universal design. Design measures to address the needs of the special needs groups have been stipulated in the Transport Planning and Design Manual. Although this Study examines pedestrian planning from a wider perspective but not in details in terms of design of pedestrian facilities, it would examine how the needs of these groups could be better accommodated in the preparation of Concept Plans. Suitable planning guidelines and standards would also be formulated to ensure that the needs of the disabled and elderly would be attended to at an early stage in the pedestrian planning process.
- 5.3 The application of advance technologies in the pedestrian environment to facilitate access for the visually impaired is untried in Hong Kong and is resource demanding. The Government considers it more appropriate to concentrate efforts on existing means like universal design at this stage. When the technologies become more mature with wider application, the Government may further consider their application in Hong Kong.

6. Impact of Pedestrian Proposals

- 6.1 The impact of pedestrian proposals was a major concern of the comments received. The impact of pedestrian proposals on traffic (including loading/unloading and servicing requirements), local business and community in the pedestrian areas and adjoining areas were issues of concern.

Response

- 6.2 In preparing the Concept Plans, the impact of pedestrian proposals on traffic, business operation and local community, etc. would be examined. The impact assessment would not only cover the positive benefits of pedestrian proposals but also the negative impacts. It must be acknowledged that while pedestrian proposals could bring along benefits, they may cause inconvenience to certain sector of the community. We need to consider if the benefits could outweigh the disbenefits. For instance, we need to accept some traffic inconvenience if we want to have a better pedestrian environment. The community may need to balance the trade-offs.

2 Overview of Key Comments

7. Public Participation and Private Sector Contribution

- 7.1 The majority considered that public consultation is very important in the pedestrian planning process and the private sector could contribute to implementation of pedestrian proposals.

Response

- 7.2 We fully agree that public involvement is essential for better pedestrian planning and for the proposals to be accepted by the community through consensus building. Community involvement would not only allow us to identify the needs of the community and generate ideas but also help contribute to implementation. We would build up partnership with the private sector in the planning, implementation, management and maintenance of pedestrian schemes. The issues of public participation and private sector contribution would be explored in examining the implementation framework and mechanism in the next stage of the Study.

8. Implementation Mechanisms and Considerations

- 8.1 It was a common view in the consultation exercise that there is a need for better coordination among Government departments on planning, design, implementation, programming and management of pedestrian planning schemes. Apart from providing incentives to encourage private agents, landowners and developers to provide pedestrian facilities, legislative measures requiring compulsory provision were also suggested.

Response

- 8.2 We note that there is room for better coordination among departments in pedestrian planning and the Study would look into the coordination issue in recommending the implementation mechanisms in the Study. The setting up of an inter-departmental working group to implement some pilot schemes to test the implementation mechanisms would be considered. We would examine possible incentives and mandatory requirements in examining various options for implementation of pedestrian planning proposals.

3 Way Forward

- 1.1 All comments received in the first stage consultation have been carefully considered where appropriate for input into the subsequent tasks of the Study. We have proceeded to the next stage of the Study and commenced work on the preparation of Concept Plans for Action Areas in Central, Causeway Bay, Kwun Tong and Tai Po Market to test the application of the pedestrian planning framework and impact of the proposals. We would prepare planning guidelines and standards for pedestrian planning for promulgation and guidance in the development process and also recommend the appropriate mechanisms to implement pedestrian planning proposals.
- 1.2 We would continue to involve the public in the remaining part of the Study. We would hold the second stage public consultation exercise on the draft final recommendations in the next stage of the Study, tentatively targeted for mid 2003.

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Annex A List of Consultation Activities

	<i>Abbreviation</i>	<i>Date</i>
Forum :		
Public Consultation Forum	n.a.	23.2.2002
Boards and Committees :		
Town Planning Board	TPB	1.2.2002
Transport Advisory Committee	TAC	26.2.2002
Planning, Development and Conservation Committee of Urban Renewal Authority	URA	4.3.2002
Planning Sub-Committee of the Land and Building Advisory Committee	LBAC	6.3.2002
Hong Kong General Chamber of Commerce, Retail and Distribution Committee	HKGCC	14.3.2002
Advisory Council on the Environment	ACE	26.3.2002
Legislative Council Panel on Planning, Lands and Works	LegCo	26.4.2002

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Annex B Summary of Comments and Responses

<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
1. Study Objectives and Approach		
1.1 Objectives		
1.1.1 Support the objective to achieve better pedestrian environment.	<i>TAC</i> <i>TPB</i> <i>URA</i> <i>HKL</i> <i>CRA</i> <i>JUPG</i>	Noted.
1.2 Methodology		
1.2.1 Pedestrians behave differently in different countries. Pedestrian flow characteristics and pedestrian level of service (LOS) standards also vary by land use and by types of pedestrian facilities. Local standards should be developed for the design of pedestrian facilities in Hong Kong. They should be applied to pedestrian simulation models to improve the existing pedestrian networks.	<i>W Lam</i>	Noted. The comments would be considered in the formulation of footpath standards and guidelines in the Study.
1.3 Integrated approach		
1.3.1 Pedestrian improvements require an integrated approach with emphasis on urban design. Pedestrian planning should not just take a functional approach and pedestrian schemes should not be treated only as engineering items.	<i>HKIA</i>	Agreed. The Study adopts an integrated planning approach for pedestrian planning with regard to land use, urban design, transport, tourism, heritage conservation, environmental and other issues.
1.3.2 Pedestrian planning should not be regarded as the overriding factor and should take into account other associated issues, such as vehicular traffic condition, business concerns and economic growth.	<i>HKL</i>	Agreed. All relevant factors including vehicular traffic condition, business concerns and economic growth will be included in the impact assessment of pedestrian planning proposals in the

growth.

planning proposals in the
Study.

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Annex B Summary of Comments and Responses

<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
1.3.3 Agree to the holistic approach of the study which should concentrate on the fundamental question of improving pedestrian environment, not fashionable issues such as alfresco dining and tourism promotion.	CA	Agreed. Improvement of pedestrian environment is the main objective of pedestrian planning. Other benefits are considered as added values.
1.4 <u>Lessons from overseas</u>		
1.4.1 There seems to be no clear explanation of how to apply the lessons learned from the overseas experiences to the Hong Kong situation.	CM Cheung & YM Cheuk	Noted. It is difficult to elaborate in greater details on the application of the lessons from overseas in the short consultation digest. The principles of pedestrian planning in the overseas cities as outlined in the consultation digest which include "pedestrians first", concept of street as public realm for people, enhancing street character and vibrancy, public participation and stakeholder contribution in planning, design and implementation of pedestrian schemes, etc. have been adopted in formulating the framework for pedestrian planning and would be further addressed in the course of the Study.
1.4.2 Hong Kong should plan more boldly as seen in overseas examples. HKIP's proposal for Central is an example.	LBAC	Noted. We are open-minded to ideas in the Study but we need to take a balanced view and recommend practical proposals. HKIP's proposal for Central would be fully examined in our preparation of Concept Plan for Central.

2. Strategy of Pedestrian Planning

2.1 The concept of "pedestrian first"

2.1.1 The "pedestrian first" principle and the proposed enhancement of walking environment is well appreciated.

Q Chan

REHK

Noted. "Pedestrian first" will be adopted as a principle in general and should be applied wherever conditions are appropriate.

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Annex B Summary of Comments and Responses

<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
2.1.2 The guiding principle of "pedestrian first" should be adopted in drawing up of concept plans for Action Areas and be implemented.	TPB	Agreed. The "pedestrian first" principle would be adopted in preparation of Concept Plans and the programme for implementation of the proposals would be recommended.
2.1.3 The principle of "pedestrian first" should be applied not only in the overall planning for better pedestrian environments, but also for improvement of the existing footpaths and pedestrian links. All concerned bureaux / departments should ensure the effective application of the principle.	LegCo	Noted. Certainly, there would be some difficulties to apply the principle of "pedestrian first" in existing congested urban setting but the principle would remain the long-term planning goal and we will work closely with all parties concerned to see how existing constraints can be overcome. The concept will be further developed and translated into planning guidelines and standards for incorporation into the Hong Kong Planning Standards and Guidelines (HKPSG) to guide both the public and private sectors in the development process.
2.1.4 Whilst enhancing the pedestrian environment, the Study should maintain well-balanced interests of various road-users and stakeholders.	KMB CM Cheung & YM Cheuk	Agreed. While adopting the principle of "pedestrian first", the interests of various road-users and stakeholders would also be taken into consideration.
2.2 <u>Pedestrian access to public transport</u>		

2.2.1 It is important to provide convenient connections to the public transports, in particular the railways.

HKL

Agreed. Convenient access to public transport nodes and railway stations is an essential part of the proposed pedestrian planning strategy.

2.2.2 The pedestrian links to railway stations should be improved. The criteria for the provision of covered pedestrian links for areas within 500m of railway stations should be relaxed to enable the provision of such links to nearby housing estates. There is also a need to promote pedestrian access to public transport facilities and nearby areas.

LegCo

The distance of 500m is only a general reference cited from the Transport Planning and Design Manual. In making provision for covered pedestrian links, there is a need to take into account the actual circumstances of different cases. The criteria for the provision of covered pedestrian links would be part of the new guidelines and standards for pedestrian planning to be examined in the Study. As mentioned in response to comment 2.2.1 above, the promotion of access to public transport facilities and nearby areas is part of the pedestrian planning strategy and would be incorporated into the new planning guidelines.

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Annex B Summary of Comments and Responses

<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
2.2.3 While the Study focuses on providing direct link to railway stations, convenience to the franchised bus passengers should not be overlooked.	<i>KMB</i>	Agreed. See response to comment 2.2.1 above.
2.2.4 Convenient access to alternative means of transport, apart from railway, should be offered to the public for their choice as long distance travelling on foot may be unfeasible for the aged, children, disabled and people carrying heavy goods and as well as in case of inclement weather conditions.	<i>HKL</i>	Agreed. See response to comment 2.2.1 above.
2.3		
<u>Comprehensive pedestrian network for a walking city</u>		

2.3.1 The concept of connecting the railway stations and a comprehensive pedestrian network to link the whole city are supported.

TPB

Noted. The provision of a comprehensive pedestrian network for a walking city is an essential part of the proposed pedestrian planning strategy.

2.3.2 There is concern on the implication of concentrating high density developments at railway stations which result in high-rise development. Suggest to consider more railway stations in planning of new alignments so as to avoid over-concentration of population and facilities.

KWG

By locating developments around railway stations, it would encourage more people to use rail-based transport. It does not imply surrounding the stations with high-rise buildings leaving little space in between. Moreover, there are existing mechanisms to control the urban design and building heights of developments and high density developments do not necessarily result in unacceptable high-rise developments through careful urban design and disposition of building blocks of varying heights. The planning of more railway stations in new alignments is subject to considerations of passenger catchment, technical and financial viability.

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Annex B Summary of Comments and Responses

<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
2.3.3 When promoting Hong Kong as a walking city, it is important that the concept of "local walking" be applied to all of Hong Kong, and not merely to solve problems in congested areas.	<i>CM Cheung & YM Cheuk</i>	Agreed. The strategy of pedestrian planning to promote local walking applies to the whole territory. In fact, the concept of pedestrian planning has generally been adopted in new towns and new development areas at early planning stage. The difficult part is in the urban areas where the pedestrian flow is particularly high and there are much constraints for improvement in the congested environment. The Study focus is on Hong Kong Island and Kowloon but the concepts, principles and design measures would apply to the New Territories too.

3. Better Pedestrian Environment and Facilities

3.1 Public realm concept

3.1.1 Open space such as pedestrian precincts, streets and pavements should be considered as important communal space for greeting and meeting, strolling and rest.

KWG

Agreed. Our research on overseas experience reveals the importance of the concept of "public realm". The public realm includes roads and footpaths, footbridges, subways, squares and plazas, transport nodes and open spaces which should be readily accessible on foot. The public realm should be an environment where people come first with a variety of activities in an attractive setting.

3.2 Unique district characteristics

3.2.1 Public space and pedestrian facilities should reflect the local identity of a district, including district character, unique history or topography.

KWG

Agreed. Overseas experience shows that the incorporation of district character and unique history can promote the attractiveness of public space and pedestrian facilities. This would be included in the guidelines for pedestrian planning.

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Annex B Summary of Comments and Responses

<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
3.2.2 Pedestrian planning should incorporate district characteristics to develop unique designs for different districts.	<i>TAC</i>	Agreed. See response to comment 3.2.1 above.
3.3 <u>Linkage and accessibility</u>		
3.3.1A 3-dimensional approach should be employed in planning pedestrian linkages. For example, in railway station, various vertical and horizontal connections should be considered.	<i>HKIA</i>	Agreed. The underground, at grade and elevated pedestrian linkages as well as the associated vertical linkages will be examined in the Study. The 3-dimensional approach is particularly relevant in a compact and high density city like Hong Kong.
3.3.2 There should be better linkages between different modes of public transportation. The pedestrian connection should be barrier free to facilitate access for all people.	<i>REHAL</i>	Agreed. Better linkages between different modes of public transportation is an essential part of the proposed strategy for pedestrian planning. A barrier free environment for all people is an important principle for pedestrian planning.
3.3.3 Pedestrians should have better access to the harbour front. There should be a comprehensive system of promenades and open spaces.	<i>UW</i>	Agreed. Improvement of pedestrian linkage to the harbour front is a main theme in the "Planning Study on the Harbour and its Waterfront Areas" being undertaken by Hong Kong Tourism Board and Planning Department. The concern will be suitably incorporated in the planning guidelines to be formulated in the current Study.
3.3.4 Pedestrian system and environment should be integrated with green areas, open spaces and plazas.	<i>TPB</i>	Agreed. The integration of pedestrian system with green areas and open spaces would

greatly enhance the pedestrian environment and provide better linkage to pedestrian destinations.

3.3.5 Planning for pedestrians should not only be a design for footpath/sidewalk but also for a system/network. There should not be uniform application of same pedestrian system to different areas.

TPB

Agreed. The Study adopts an integrated approach to pedestrian planning with a view to improving the general pedestrian environment. The incorporation of district character will promote the attractiveness of public space and pedestrian facilities.

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Annex B Summary of Comments and Responses

<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
3.4 <u>Congestion free</u>		
3.4.10 Overcoming overcrowding should be considered as one of the pedestrian design objectives, as it is the first stated pedestrian problem in the Study.	<i>CM Cheung & YM Cheuk</i>	Agreed.
3.5 <u>Safety</u>		
3.5.1 Footbridge and subway system, promenade and pedestrian platform / deck can separate pedestrians from traffic and improve the safety of pedestrians.	<i>HKL</i>	Agreed. One of the pedestrian planning principles is separation of pedestrian and vehicular traffic to enhance pedestrian safety.
3.5.2 Vehicle / pedestrian separation should not be a guiding principle in designing new development areas. Many people need point to point vehicular access and cannot afford walking long distances.	<i>KWG</i>	In new development areas, vehicle / pedestrian separation is an important pedestrian planning principle. This does not mean that the need of people requiring point to point vehicular access is totally ignored. Through the provision of appropriate passenger setting down / picking up lay-by and taxi stands at appropriate locations within development, such need could be catered for.
3.5.3 Vehicle / pedestrian separation with planter as buffer can enhance safety and is supported. Railing with impact absorbing function should be provided to protect pedestrians. Reduction of vehicle speed at selected roads could also enhance safety.	<i>J Kwong</i>	Noted. Planting strip would be provided in the "street furniture zone" of footpath where appropriate. Traffic calming measures can be implemented at selected roads to reduce vehicle speed and enhance safety.
3.5.4 All footpath, pedestrian access, subway, transport interchange, space under flyover and at the	<i>REHAL REHK</i>	Noted. Pedestrian facilities need to be well lit to ensure pedestrian safety.

space under flyover and at the ground floor of shopping mall should be properly lit.

pedestrian safety.

3.5.5 There is pedestrian safety problem in Canton Road where passengers often scuttle across the road to catch shuttle buses.

CRA

Noted. Transport Department is looking into the problem of the residential coach services in Canton Road.

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Annex B Summary of Comments and Responses

<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
3.6 Pollution Free		
3.6.1 The environmental benefits of reducing vehicular trips should be examined in details. Pedestrianisation would improve the air quality.	<i>TPB</i>	Noted. Broad assessment of the environmental benefits brought by pedestrian proposals would be examined in the Action Area Concept Plans in the next stage of the Study.
3.6.2 Government should turn more roads into pedestrianised streets to reduce the impacts of traffic pollution on people's health.	<i>D Ho</i>	Noted. Pedestrianisation would be considered where appropriate.
3.6.3 Building setback can improve pedestrian access and would enhance air circulation and air quality.	<i>CA</i>	Agreed. Implementation and incentive measures for building setback would be examined in the next stage of the Study.
3.6.4 Better management is required for the bus stops to minimize the impacts of emissions from idling vehicles on pedestrians.	<i>ACE</i>	Noted. The Environmental Protection Department have issued relevant guidelines to the transport trade to minimize emission from engines of idling vehicles.
3.6.5 Environmental friendly vehicles should be encouraged.	<i>CTA</i>	It is beyond the scope of this Study to recommend environmentally friendly vehicles. However, walking and rail-based transport are environmentally modes of transport which this Study is promoting. Apart from this, the Environment, Transport and Works Bureau has introduced the LPG taxi scheme since August 2000 and LPG/electric light bus scheme since August 2002.
3.6.6 Shuttle buses waiting passengers at Canton Road present not only serious difficulties for drivers.	<i>CRA</i>	Noted. Transport Department is looking into the problem of the residential coach

serious difficulties for drivers, but also expose pedestrians to traffic noise and fumes.

of the residential coach services in Canton Road.

3.6.7 The hawkers serving cooked food on-street and dishwashing activities of food establishments at back lanes have considerable impact on the environment.

TAC

Noted. Proper enforcement and management measures are required to tackle the problem.

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<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
3.7 <u>Vibrancy and attractiveness</u>		
3.7.1 More streets should be pedestrianised and designated as hawkers areas to promote economic vitality.	<i>D Ho</i>	The identification of areas for street vendors/hawkers or other activities which could increase the vibrancy in pedestrianised streets could be examined in the Action Area Concept Plans. These would however require proper management of the activities by suitable management bodies.
3.7.2 Various elements can be introduced into pedestrian schemes to increase their attractiveness (e.g. tourism and heritage elements for escalator link from Western Market to Mid-Levels and pedestrianised street at Stone Nullah Lane).	<i>UW</i>	Agreed. This will be further explored in the preparation of Action Area Concept Plans.
3.7.3 Pedestrianised areas and public spaces should be used to promote art and outdoor performances. The arrangement of outdoor activities is subject to a number of constraints including diverse approving departments, inflexible regulations, limited funding, uncertain period of availability, unclear application guidelines. The provision of suitable venues and facilities will assist holding of outdoor activities.	<i>HKADC</i>	As stated in response to comment 3.7.2 above, the introduction and promotion of outdoor activities and performances to enhance the vibrancy and attractiveness of pedestrian schemes and public area is one of the key issues for examination in the Study. The implementation would need the co-ordination of various concerned departments and agents which would be addressed in the next stage of the Study.
3.7.4 Hong Kong's streets can be made more lively and interesting. Minden Avenue, with creative marketing, provision of interactive media screens, street theatre and vibrant ground level activities. is an opportunity to	<i>MAOAL</i>	Noted. Private initiative can help to create vibrant and attractive pedestrian environment. We would look into the mechanism to tap private resources in implementation of pedestrian

activities, is an opportunity to create a Kowloon Lan Kwai Fong via private sector investment.

implementation of pedestrian schemes in the course of the Study.

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3.7.5 Government should also be more lenient in permitting street / outdoor performances such as arts and cultural activities to better utilise public spaces.	<i>KWG</i>	Agreed. See response to comment 3.7.3 above. In considering to allow outdoor performances, Government also needs to ensure that neighbouring residents are not unduly disturbed.
3.8 <u>Pedestrianisation</u>		
3.8.1 Pedestrianisation of Des Voeux Road in the CBD is worthy to pursue in view of its significant extent, great opportunities to create pedestrian space, absence of vehicular ingress/egress along the road, presence of tram system as well as the programmed provision of Central and Wan Chai Bypass and new railway line to ease traffic problems.	<i>HKIP</i>	It is agreed that the pedestrianisation of some main streets in Central District as in the high street in any other big cities in the world is worthy of consideration as it would be an excellent showcase for pedestrian planning. However, selection of streets and the traffic impact must be carefully assessed. The proposed scheme would be further considered in the Concept Plan for Central.
3.8.2 Pedestrianisation may not be applicable to some established and built-up areas like Yuen Long Town Centre where local residents are generally satisfied with existing situation.	<i>FW Man</i>	Noted. Pedestrianisation is a pedestrian planning measure to solve pedestrian problems and satisfy local needs. If there is no such need, pedestrianisation may not be warranted.
3.8.3 Fu Shin Street, a historical street in Tai Po Market, is suggested to be converted into a pedestrianised street with local characteristics to attract Hong Kong residents and tourists. Proposed design features include "pai fong", repaved pavement, uniform canopies for shops, etc.	<i>KY Li NTAS</i>	Noted. As Tai Po Market is selected as an Action Area, the proposal would be considered in the Concept Plan for the area.

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<p>3.8.4 Pedestrianisation of Fu Shin Street is not supported since (i) the street is too narrow and congested; (ii) only a few historical buildings are left; (iii) repaving and street beautification waste public fund and are problematic; and (iv) access by emergency vehicles would be difficult. Measures to promote tourism can be undertaken in other areas of Tai Po and a pedestrianised street is proposed at Tai Kwong Lane and Tai Wing Lane.</p>	<i>YH Lau</i>	Noted. See response to Comment 3.8.3 above.
<p>3.9 <u>Area enhancement and renewal</u></p>		
<p>3.9.1 There will be difficulties in implementing area enhancement plans in Hong Kong given the current diverse management responsibilities across many departments and agencies.</p>	<i>LBAC</i>	Noted. The implementation of area enhancement plans will be addressed in the next stage of the Study.
<p>3.9.2 Pedestrian planning is considered complementary to urban revitalisation and conservation initiatives, as well as leading to general economic vitality.</p>	<i>URA</i>	Agreed.
<p>3.10 <u>Other pedestrian improvement measures/facilities</u></p>		

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| 3.10.1 Pedestrian environment can be improved by provision of more plazas of different nature such as civic plaza, memorial plaza, transport interchange plaza, commercial plaza, religious / cultural plaza, and recreational plaza, etc. | <i>UW</i> | Noted. Plaza could serve as breathing space and enhance the pedestrian environment. Provision of plaza for specific purpose would be considered where appropriate in the Action Area Concept Plans in the next stage of the Study. |
| 3.10.2 In very congested districts like Causeway Bay, Tsim Sha Tsui and Mongkok, pedestrian priority schemes can be introduced in suitable areas during the evening, weekends and public holidays. | <i>KWG</i> | Noted for consideration in the Study. |

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3.10.3 Footbridges and ramps are over proportion, visually obstructive and occupying much valuable urban space and blocking public views. Replacement of ramps with lifts should be considered. In prominent locations, the use of more transparent roofs on footbridges and soft landscaping are recommended.	<i>HKIS KWG</i>	It is agreed that lifts are preferable to ramps as they would save much space and provide more convenient access for the elderly and disabled. The issue is being studied by Highways Department for improvement in suitable areas. Suitable guidelines will be taken into account in this Study.
3.10.4 The introduction of grade-separated walkways, travellers, underground pedestrian links and escalators, etc., will help alleviate the inconvenience caused to pedestrians when utility companies are carrying out installation works.	<i>JUPG</i>	Different forms of pedestrian linkages would be considered in the Study. The nuisances caused by road works is a problem to be addressed. Proper management and scheduling of road works programme and co-ordination among various utility companies would help to minimise disruption caused to pedestrians.
3.10.5 Where there is hilly terrain, escalators or lifts should be introduced to relieve traffic jams.	<i>KWG UW</i>	Agreed. The issue will be examined comprehensively in the "Territory-wide Review on Provision of Escalator Links/Elevator Systems - Feasibility Study" to be commissioned by Transport Department.
3.10.6 Some design concepts such as "shared surface streets" may not be appropriate to Hong Kong because of limited space.	<i>CM Cheung & YM Cheuk</i>	The application of design concepts in the congested urban area would be carefully considered in preparation of Action Area Concept Plans. Some trial schemes may be required to test the design concepts before full implementation.
3.10.7 There should be better use of spaces beneath footbridges.	<i>HKIS</i>	Agreed. Such areas may provide opportunity space for

amenity planting, rest areas, bicycle parking, etc. PlanD has prepared some guidelines on the better use of space beneath flyovers which have been incorporated into the HKPSG for public reference.

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<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
3.10.8 Would the potential use of underground space be explored in the Study? Underground shopping arcades leave the ground free and unobstructed for pedestrian through movement.	<i>ACE</i> <i>UW</i>	Noted. Underground, at grade and elevated pedestrian linkages as well as the associated vertical linkages will be examined in the Study. Underground shopping arcade can provide all weather linkage from retail centre to transport node and also leave the ground level for landscape garden and pedestrian passage. However, its application is subject to a number of constraints particularly financial viability.
3.10.9 Besides for access purpose, the pedestrian environment of underground link can be enhanced with retail activities to increase attractiveness.	<i>HKIS</i> <i>KWG</i>	Agreed. The introduction of retail element is subject to space availability and financial viability.
3.10.10 Innovative use of back lanes for commercial or pedestrian activities should also be explored.	<i>TPB</i>	Noted. The use of back lanes which are suitable for pedestrian purposes would be considered in this Study.
3.10.11 The excessive on-street parking spaces could be re-designated for pedestrian facilities.	<i>TPB</i>	Noted. In preparation of Action Area Concept Plan, such opportunity will be examined.

4. Better Footpath and Streetscape

4.1 Footpath design

4.1.1 Streets should be classified into different grades and the width of footpaths should be different with regard to pedestrians' needs and be flexible to cater for the needs of different districts. Wider reserves should be proposed for streets with heavier pedestrian flow.

TPB
TAC

Agreed. The footpath design and standards for the proposed 3 zones concept will be further developed in the next stage of the Study for incorporation into the HKPSG. The design and standards would allow flexibility to cater for local needs.

4.1.2 While there is little room for improvement in existing urban area, emphasis should be given to proper design of footpaths for pedestrians in new development areas or redevelopment areas.

JUPG

Noted. Although there are more constraints in the existing urban area, the Study would examine various measures to improve the pedestrian environment.

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<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
4.1.3 Pedestrian footpaths are too narrow, especially in the business areas in Causeway Bay, Tsim Sha Tsui and Mong Kok, to allow for ease of movement.	<i>REHK</i>	Various measures to widen the footpath and enhance pedestrian linkage will be examined in the Study and tested in the Action Area Concept Plans.
4.1.4 Guidelines on design of footpath and pedestrian links should be developed for new development areas. The pedestrian environment should be safe, convenient and comfortable. Street furniture should not obstruct pedestrian movement.	<i>LegCo</i>	New planning guidelines incorporating the pedestrian planning principles and design requirements to such effect will be formulated in the Study.
4.2 <u>Streetscape design</u>		
4.2.1 When comparing with other world cities, there is a huge room for improvement in the streetscapes of Hong Kong in terms of paving materials, signage, lighting, greenery and street furniture.	<i>HKL</i>	Noted. To improve streetscape design, Highways Department is undertaking a "Study on Standards for Enhanced Streetscape and Street Furniture, including Roadside Retaining Walls". The Study will formulate new design standards for street furniture as well as guidelines on the application of the enhanced design detailing.
4.2.2 Visual quality of appearance of buildings, refuse transfer stations, MTR vent shafts, parking lots and other street furniture like waste bin and telephone booth, mail box, etc. should be enhanced.	<i>ACE</i> <i>HKGCC</i> <i>TAC</i> <i>HKIP</i>	Planning guidelines for enhancement of streetscape will be drawn up in the Study.
4.2.3 Street furniture with creative design should be provided to enhance pedestrian environment.	<i>TAC</i>	Agreed. Creative design can enhance the attractiveness of streetscape although their functionality, durability and maintenance costs should also be taken into consideration.

be taken into consideration.

4.2.4 Street furniture including bus stops, mini-bus stops, litter boxes, street lighting, etc. compete for space without co-ordination. This would result in chaotic street environment and block the free flow of people.

KWG
HKGCC

Noted. See response to comment 4.2.1 above.

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<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
4.2.5 There are too many fences on streets. More creative designs should be considered to improve aesthetics.	<i>Kin Kin J Kwong HKGCC</i>	Noted. See response to comment 4.2.3 above.
4.2.6 Urban design features including public arts and sculpture are suggested to be introduced to improve the streetscape.	<i>KWG Q Chan</i>	Noted. Suitable streetscape enhancement measures would be provided in Action Area Concept Plans where appropriate.
4.2.7 Colour scheme of pavement should be given more thoughts.	<i>ACE</i>	Noted. See response to comment 4.2.1 above
4.2.8 The provision of symbolising features (e.g. picture showing local history and place markers demarcating the original waterfront of the harbour) will enhance the streetscape.	<i>UW</i>	The Study would pay attention to the historical value and means to enhance the value in the drawing up of Action Area Concept Plans where appropriate. Similar improvement schemes are being planned by Architectural Services Department including the improvement of signage and interpretative facilities along Dr. Sun Yat-sen Historical Trail and major tourist spots in the 18 districts.
4.2.9 Small fountains should be provided in different areas of the city to enhance Hong Kong's attractiveness.	<i>TAC</i>	Noted. Provision will be considered in Action Area Concept Plans where appropriate.
4.2.10 Apart from good designs, the quality of works is important. Attention to details in project implementation is crucial to deliver satisfactory results. Pavement materials used for surfacing footpaths should be carefully selected. Attention should also be given to workmanship and maintenance.	<i>TAC CRA</i>	Agreed. The quality of work and maintenance are important. Proper management measures are required to oversee implementation details in the public realm.

4.2.11 Government departments should be more innovative and embracing on new design and materials proposed by private sector in street projects.

CPML

Noted. Highways Department's study mentioned in 4.2.1 above will look into new measures for streetscape improvement.

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<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
4.3 Landscaping		
4.3.1 More green space should be provided along pedestrian footpath and backlanes. Footpaths should be wider to accommodate planters.	<i>TAC</i> <i>HKIS</i>	Noted and will be further considered in the Study. It is also Government's greening policy to provide more landscaping in the urban area. A new section on greening has been included in Chapter 4 of the HKPSG and promulgated to this effect.
4.3.2 Larger trees should be planted as they could provide a better pedestrian environment while small trees / bushes might cause obstruction to pedestrians.	<i>TAC</i> <i>HKGC</i>	Noted. Also see 4.3.1 above.
4.3.3 Portable plants instead of permanent planting of trees should be considered for landscaping to lessen the constraints on laying underground utilities.	<i>JUPG</i>	Noted. Trees and shrubs in proper planters and/or tree pits are preferred to pot plantings. Tree corridors separated completely from underground utilities are also preferred. Portable planters should only be considered at locations with underground constraints.
4.3.4 Greater emphasis should be given to the provision of trees in the proposed standards and guidelines for pedestrian planning in the Study.	<i>ACE</i>	Noted and would be further considered in the Study.
4.3.5 Urban tree planting should be better managed and maintained.	<i>ACE</i>	Noted. Also see 4.3.1 above.
4.3.6 Government's endorsement of street beautification measures including tree planting along Canton Road is highly appreciated by merchants as well as shoppers, and should help to reap improvements for the environment.	<i>CRA</i>	Noted.

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<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
4.4 Signage		
4.4.1 City information signposts at strategic locations should be set up.	<i>ACE</i>	Noted. Tourist information signage are being implemented in various tourist districts by Tourism Commission. In addition, Highways Department's study mentioned in 4.2.1 above also suggests to rationalise the erection of signposts and proposes better signage at street corners for pedestrians í easy recognition.
4.4.2 Unsynchronised signboards along streets create confusion for pedestrians	<i>TAC</i>	Noted. The use of multi-function poles to rationalise the number of poles and regulatory signboards is being investigated in Highways Department's study mentioned in 4.2.1 above and would help to improve the situation.
4.4.3 The signage for both drivers and pedestrians should be large and clear.	<i>KWG</i>	Noted and to be addressed in detailed signage design. Transport Department is also undertaking a study on directional signing for the road system.
4.5 Weather protection		
4.5.1 Shading in form of trees, canopies and arcades should be considered to provide a more comfortable environment for walking and shopping.	<i>TPB</i>	Agreed and will be further considered in the Study.
4.5.2 There should be shading and benches at bus stops and public transport interchanges.	<i>KWG</i>	Noted. Shading and benches could be provided where appropriate.

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<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
4.6 <u>Road works and utility reserve</u>		
4.6.1 There is a need to tackle the problem of installation and maintenance of underground utilities and services which cause pollution and disruption to pedestrian movement.	TPB TAC ACE URA HKL	Highways Department would install an upgraded electronic Utility Management System to manage application and tracking of road opening permits to co-ordinate utility undertakers' works with concerned Government departments to minimize disruption caused to pedestrians. Relevant legislation to tighten control over road openings with penalties for offenders is also currently under preparation for enactment in mid-2003. To tackle the increasing demand of underground utility space, additional space may be required for "through zone" of footpath for utilities installation in high volume pedestrian areas. Also see 4.6.2 below.
4.6.2 There should be enough underground space or provision of common utility trough to accommodate all necessary utility services in coping with the continuous development of Hong Kong.	JUPG UW HKCG TPB	The Government has commissioned a study to investigate if the "common utility enclosure" concept would be applicable to Hong Kong.
4.6.3 For the "3 zones" concept for footpath, "through zone" should be of sufficient width to cater for pedestrian flow and main utilities installation should not be normally allowed. For "frontage zone", there is a concern on the difficulties of maintenance of utilities. For "street furniture zone", access to underground utilities should	JUPG	Noted. The conceptual design for the 3 zones and the issue of utilities reserve would be further developed and considered in the next stage of the Study.

to underground utilities should
always be maintained.

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4.6.4 The previous recommendation put forward by JUPG to provide a 6.5m corridor on footpaths/cycle tracks for disposition of utilities should be adopted. Co-ordination among relevant Government Departments is required to ensure the underground space is commensurate with the approved numbers of public utility undertakings.	JUPG HEC	The feasibility to provide a 6.5m wide dedicated utility reserve would depend on individual circumstances and would be more difficult to achieve in existing built-up areas. Also see response to comment 4.6.2 above.
4.6.5 Utility companies should be informed about the details of pedestrian schemes well before implementation to facilitate planning and management of road openings.	JUPG	Noted. It is an existing practice for Government departments to consult utility companies on pedestrian schemes before implementation.
4.6.6 There is a lack of attention to temporary road diversions, road works and footpath conditions around construction sites which disrupt pedestrian linkages and create unsafe walking environment.	CA HKGCC	Noted and agreed. More attention should be paid to the pedestrian walking environment during temporary road diversions and road works. Better traffic management measures would be required to enhance the pedestrian linkages around construction sites.
4.6.7 A better co-ordinated system to rationalise and manage the extent and frequency of road works is required.	HKL	See response to comment 4.6.1 above.
4.6.8 Precautionary measures against damage to the underground utilities should be considered in street beautification such as landscaping and tree planting.	JUPG	Noted. The greening guidelines in HKPSG recently promulgated have covered this point.
4.6.9 Pavement blocks and road surfaces should be of types that can be easily acquired to facilitate reinstatement of pavement surfaces after road works.	JUPG	Agreed and this is already an existing practice.

surfaces after road works.

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5. Needs of Disabled and Elderly		
5.1 <u>Equitable access for all</u>		
5.1.1 Planning for special needs groups should be integrated early in the planning and design process, and not based on "left-over" space. More consultation is required.	HKCSS REHAL	Agreed. Planning for special needs groups is acknowledged in the Study. Formulation of appropriate planning guidelines and standards would ensure their needs to be taken care of early in the planning process. The planning guidelines recommended would be included in the second stage public consultation.
5.1.2 There should be non-discriminatory equitable access for all persons. All pedestrian environment and facilities should be designed based on universal design/ design-for-all. They should be user-friendly, safe, convenient and accessible to all persons including children, mothers with baby prams, elderly and disabled.	HKCSS REHAL EAS	See response to comment 5.1.1 above. The provision of user-friendly, safe, convenient and accessible-to-all pedestrian environment are important considerations for pedestrian planning in the Study.
5.1.3 All pedestrian facilities and footpath should be barrier free. Special consideration should be given to the design of entrances /exits of subways and footbridges. Street furniture such as lamp post, signage, refuse bin, advertising sign board, planter, etc. should be properly located to reduce safety hazard.	REHAL REHK EAS	Agreed. The design issue for street furniture would be examined in Highways Department's study in 4.2.1 above and be included in the preparation of planning and design guidelines in this Study.
5.1.4 The use of escalators and people movers to replace steps in hillsides is supported and would	REHK	Noted. See response to comment 3.10.5 above.

assist the usage by all persons.

5.1.5 Improvement measures should be made to facilitate pedestrian access for the elderly and physically handicapped.

LegCo

Noted and agreed. The need of the elderly and physically disabled is acknowledged in the Study. Apart from inclusion of their needs into the planning guidelines and standards, the improvement measures would also be explored in the Action Area Concept Plans to be prepared in the next stage of the Study.

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5.1.6 Guidelines and implementation measures for providing pedestrian facilities for the elderly and disabled should be formulated.	<i>EOC</i>	See response to comment 5.1.5 above. The existing guidelines and standards in the Transport Planning and Design Manual would also be reviewed.
5.2 <u>Elderly</u>		
5.2.1 The needs of the elderly should be catered for in pedestrian planning.	<i>EOC</i> <i>EAS</i> <i>HKCSS</i> <i>REHAL</i> <i>LegCo</i>	Agreed. See response to comment 5.1.5 above.
5.3 <u>Physically handicapped</u>		
5.3.1 The needs of the disabled must be catered for in making recommendations.	<i>REHAL</i> <i>LBAC</i> <i>EAS</i> <i>LegCo</i>	Agreed. See response to comment 5.1.5 above.
5.3.2 Drop kerbs and ramps should be provided at street crossings, safety islands and level-change locations to facilitate the movement of the disabled.	<i>REHAL</i> <i>HKL</i>	Noted. These have been included in Transport Department's Transport Planning and Design Manual. These would also be addressed in the Action Area Concept Plans where appropriate.
5.3.3 Safety island should be large enough to cater for wheel chair user.	<i>REHAL</i>	Noted. Also see 5.3.2 above.
5.4 <u>Visually impaired</u>		
5.4.1 Road safety is a major issue especially for the blind. Pedestrians should be separated from vehicular traffic where possible. More wider use of pedestrianisation in congested areas is supported. More balustrades, handrail, guide routes, tactile pavement warnings and audio warnings	<i>REHAL</i> <i>REHK</i> <i>K Leung</i>	Noted. Pedestrian safety is fundamental in pedestrian planning and vehicle / pedestrian separation is an important measure to achieve this objective. In the design of the pedestrian environment / facilities, various measures need to be considered to guide and

warnings, and audio warnings should be provided for the visually impaired.

considered to guide and facilitate the visually impaired's usage.

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5.4.2 There should be sharper colour contrasts in pedestrian facilities and access, footpaths, kerbside, steps for footbridge and subway. Sound indicators should be installed wherever possible. The measures for the visually impaired should be provided particularly in new development areas.	<i>REHAL K Leung</i>	Noted. Appropriate measures for the visually impaired would be adopted to ensure that all sectors of the community would enjoy a pedestrian friendly environment.
5.4.3 Proper signage for public transport interchange with clear font size and audio device should be provided.	<i>REHK</i>	Noted. It needs to be considered in detailed design where appropriate.
5.4.4 The redevelopment plans for old areas should minimize changes and be implemented incrementally to let the visually impaired to adapt to the new environment.	<i>REHK</i>	Noted. Urban redevelopment inevitably involves substantial change and the redevelopment also hinges on other important social objectives and financial viability. The visually impaired would be one of the parties affected and the social impact of the redevelopment would be assessed based on the characteristics of the affected parties.
5.4.5 The integration of advance technological facilities such as global positioning system, sound coding system and blue tooth, etc. in pedestrian planning should be considered to improve pedestrian access for the visually impaired. An inter-departmental working group should be formed to examine the issue.	<i>REHK</i>	Noted. In consultation with the Commissioner for Rehabilitation, it is considered more appropriate to concentrate efforts on existing means like universal design at this stage. When the technologies become more mature with wider application, their application in Hong Kong could be considered further by the Government in due course.

6. Impact of Pedestrian Proposals

6.1 General impact on communities

6.1.1 Not only the benefits but also the trade-offs of parties concerned for pedestrian planning should be included.

ACE

Agreed. In preparing Action Area Concept Plans in the next stage of the Study, impact assessments (including benefits and trade-offs incurred) of pedestrian proposals on traffic, business operation and local community, etc. would be conducted.

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6.1.2 Pedestrianised area would generate noise and other nuisances to nearby residents.	<i>FW Man</i>	Noted. Environmental impact would be assessed for pedestrianisation schemes. Public consultation would also be conducted to allow for community choice on pedestrian proposals.
6.1.3 The impact of pedestrianisation on traffic, business operation and local community should be assessed.	<i>LegCo</i>	Agreed. See response to comment 6.1.1 above.
6.2 <u>Traffic circulation</u>		
6.2.1 Although pedestrianisation offers a safer environment for pedestrians, it may cause traffic congestion to the nearby road network.	<i>HKL</i> <i>FW Man</i>	See response to comment 6.1.1.
6.2.2 The impact of footpath widening on traffic should be assessed.	<i>LegCo</i>	Agreed and would be addressed in the Study.
6.3 <u>Vehicular access, loading/unloading and servicing</u>		
6.3.1 Vehicle/pedestrian separation causes inconvenience and may also affect the business of local shops and commercial activities.	<i>KWG</i>	The need for essential loading/ unloading and servicing for commercial activities would not be overlooked in pedestrian planning. Timed management can be a solution. Different approaches will be applied having regard to the local conditions.

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<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
<p>6.3.2 Pedestrianisation can deprive vehicular access to buildings for delivery of goods and cause servicing problems. In the worst case, trolleys of goods and garbage will run and compete with pedestrians on the streets. There should not be a "broad-brush" approach to pedestrianisation as the customer profile may be different among districts. Unless the above issues can be resolved satisfactorily, there is reservation on pedestrianisation in certain areas.</p>	<p><i>HKL</i></p>	<p>Noted. See response to comment 6.3.1 above.</p>
<p>6.4 <u>Conflict between vehicles and pedestrians</u></p>		

6.4.1 Shared surface streets might give rise to safety problem and competition between vehicles and pedestrians, especially in congested areas.

HKL

Noted. The concept of shared surface street is being tested by Transport Department in some trial schemes in the congested areas. The lessons learnt would be further considered in the Study.

6.5 Business concerns

6.5.1 There is a need to balance the interests of pedestrians and the community at large with the vested interests of affected shop operators.

URA

Agreed. While "pedestrian first" remains to be the pedestrian planning principle, the other interests of the community including those of shop operators should also be considered and a balanced view should be maintained in putting forward pedestrian planning proposals.

6.5.2 From retailer's viewpoint, a pleasant pedestrian environment encourages the public to visit a shopping destination.

CRA

Agreed. The creation of a pleasant pedestrian environment is an important objective of the Study.

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6.5.3 People will be attracted to pedestrianised areas, drawing customers away from other retail streets. This can have a negative effect on retail business and property values.	<i>FW Man</i>	Noted. This would be further assessed in the Study.
6.5.4 The impact on the business of retailers within pedestrian trial scheme area should be evaluated.	<i>HKGCC</i>	Agreed. The impact on the business of retailers would be evaluated in the Study.

7. Public Participation and Private Sector Contribution

7.1 Community involvement

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| 7.1.1 Public consultation is an essential part of the pedestrian planning process. | <i>HKCSS
HKL</i> | Agreed. There will be another round of public consultation on the draft final recommendations of the Study. |
| 7.1.2 Besides design and implementation, public participation can be extended to other aspects such as operation and management of pedestrian schemes. | <i>Q Chan</i> | Agreed. Public participation is considered important in planning, design, implementation, management and maintenance of pedestrian schemes. The Study would examine the implementation framework and mechanism. |
| 7.1.3 It is necessary to consider how to accommodate the needs of different segments of the public, which differ in terms of geography, culture, educational background and demographic characteristics. | <i>CM Cheung &
YM Cheuk</i> | Noted. Research on overseas experience in the Study reveals the importance of public participation in the pedestrian planning process. This would be further examined in exploring the implementation framework and mechanism. |
| 7.1.4 In addition to District Councils, community centre is a good contact point for public participation. | <i>Q Chan</i> | Noted for consideration. |

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Annex B Summary of Comments and Responses

<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
7.1.5 Vehicle appears to take priority over pedestrian on roads. Representatives for pedestrian needs should be included in various transport committees.	<i>CTA</i>	Noted. Giving more priority to pedestrians is an objective of this study. This may need a change in mindset of the community. Currently, the Transport and Traffic Committees of the 18 District Councils and Transport Advisory Committee comprise members from a wide spectrum of the community who should be able to look after the needs of pedestrians.
7.1.6 In addition to a sophisticated plan for pedestrian schemes, civic education is also essential. More emphasis should be placed on educating the general public on how to maintain a pleasant pedestrian environment.	<i>TAC</i>	Noted. Publicity actions by Government to educate the public to keep the pedestrian environment clean and tidy can be launched. The Food and Environmental Hygiene Department has already stepped up public education and enforcement.
7.2 <u>Private sector contribution</u>		
7.2.1 There should be more private sector involvement and the Business Advisory Group might provide the appropriate channel to discuss the implementation aspects in Stage 2 of the Study.	<i>LBAC</i>	Agreed that the private sector could contribute in the pedestrian planning process. This would be further explored in examination of the implementation framework and mechanism in the Study.
7.2.2 Consideration should be given to the integration of public space with space within private developments to provide user friendly pedestrian environment and network.	<i>HKIA</i>	Agreed. Dedication of pedestrian space within private developments would help to address the land constraints in congested urban area to provide a comprehensive and integrated pedestrian environment and network.
7.2.3 Opinions from private	<i>O Chan</i>	Agreed. See response to

7.2.30 opinions from private undertakings and developers should not be neglected as they will be very contributive to the success of pedestrian schemes.

Q Chan

Agreed. See response to comment 7.2.1.

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Annex B Summary of Comments and Responses

<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
8. Implementation Mechanisms/Programme		
8.1 <u>Planning, design and implementation framework</u>		
8.1.1 The overall planning and design of open space and pedestrian areas should be well integrated and supported by good management and cleanliness.	<i>KWG</i>	Agreed. Good management and maintenance are considered as important as planning and design of pedestrian schemes.
8.1.2 A task force should be set up to co-ordinate the pilot scheme on selected sites to demonstrate the planning concept as well as the benefits and trade-offs of pedestrian planning.	<i>ACE</i>	Noted. The implementation framework and mechanism for pedestrian planning would be fully examined in the next stage of the Study. The setting up of a task force for prioritised pedestrian schemes proposed in this Study would be investigated.
8.1.3 Inter-departmental co-ordination in pedestrian planning is essential in order to ensure effective implementation and to create a pleasant and accessible environment.	<i>KWG</i> <i>CRA</i>	See response to comment 8.1.2 above.
8.1.4 The "3 zones" concept for footpaths cannot be materialized unless the management problems and different priorities accorded by various departments have been resolved. There is a need for co-ordinated planning, design and implementation on matters like streetscape, road-side amenity, open spaces, open air cafes, etc.	<i>LBAC</i>	Noted. The co-ordination of diverse implementation and management responsibilities of various public and private agents would be addressed in the next stage of the Study.
8.1.5 The lack of co-ordination between relevant authorities in implementation of pedestrian schemes should be addressed.	<i>URA</i>	See response to comment 8.1.4 above.

Annex B Summary of Comments and Responses

<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
8.1.6 Many good private sector schemes cannot be implemented under the existing policies. Examples include restrictions against street entertainment, hawkers and commercial activities in public spaces. A co-ordinating body and a suitable system and policy framework should be established to incorporate and implement private sector schemes. Public participation must be part of the mechanism.	<i>HKIP</i>	Noted. The implementation mechanism to allow for private and public sector participation would be further explored at the next stage of the Study. Street entertainment, hawkers and commercial activities, if properly organized and managed, can enhance the vibrancy and attractiveness of public spaces.
8.2 <u>Management and maintenance responsibilities of different agencies</u>		

8.2.1 While there is no objection to the statement "successful pedestrian planning schemes require good management to secure the co-operation of all stakeholders" in the Consultation Digest, the practical means to achieve such objective should be stated.

Q Chan

See response to comment 8.1.4 above.

8.3 Implementation programme

8.3.1 Pedestrian scheme should be implemented within a reasonable timeframe. The proposed covered walkway connecting town centre to the southern part of Fanling has been dragged on for a long time.

WK Sham

Noted. Pedestrian schemes should be prioritized for implementation within practical timeframe.

8.3.2 Concrete measures should be in place to address the existing problems for pedestrians in a systematical manner and within a reasonable timeframe. The provision of pedestrian links to new railway stations should tie in with the completion schedule of railway development projects.

LegCo

The implementation framework for pedestrian planning is one of the major tasks to be examined in the next stage of the Study. It is agreed that there should be better timing co-ordination and this would be stressed in the new guidelines for pedestrian planning.

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Annex B Summary of Comments and Responses

<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
9. Implementation Considerations		
9.1 <u>Incentives/compulsory provision</u>		
9.1.1 Urban renewal/redevelopment offer opportunities to allow more open space and improve pedestrian environment. Incentive or restrictions for setback / stepped height design of buildings will provide wider space, quality landscaping and street furniture, canopy, etc. Small garden with sitting out areas can be provided in corner sites.	<i>KWG</i>	Agreed. Renewal/redevelopment provides opportunities for replanning of existing land uses and identification of new solution spaces to create more public space and better pedestrian environment. Incentives and regulatory measures for more and enhanced pedestrian space upon redevelopment would be examined in the next stage of the Study.
9.1.2 Government should encourage landowners to make use of the bonus plot ratio provision under Buildings Ordinance for building setback and dedication of passageway to create more space for streets and footpaths.	<i>HKL</i>	The use of bonus plot ratio provision for building setback and dedication of passageway to create space for streets and footpaths is an established practice. The wider use of such provision or other alternative incentives would be further explored in the next stage of the Study.
9.1.3 The legislative requirement for provision of elevated passageway in buildings at strategic locations upon redevelopment for office as in the case of USA should be considered.	<i>TPB</i>	Noted. This concept would be investigated in the next stage of the Study.
9.2 <u>Unauthorised obstruction of footpath</u>		

9.2.1 There is a need for better management of footpath to avoid degradation of pedestrian environment and obstruction of pedestrian flows by :

K Leung
REHK
URA
PY Leung

Noted. The issue would be covered in exploring the implementation framework and mechanism in the Study.

- unlicensed hawkers
- illegal encroachment / expansion by ground floor shops (such as stalls and signboards)
- inappropriate location of signage, street furniture, etc.

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Annex B Summary of Comments and Responses

<i>Comments / Suggestions</i>	<i>Raised By</i>	<i>Responses</i>
9.2.2 There should be stricter enforcement and penalty for illegal obstruction of footpath by shop owners.	<i>PY Leung</i>	Noted. Illegal obstruction by shop owners which would reduce the effective width of footpaths for smooth and continuous pedestrian flow is undesirable. Enforcement of obstruction within developments should be done by the management office while Food and Environmental Hygiene Department would enforce obstruction on public pavement.
9.2.3 Car parking on footpaths create obstacles to movement and causes safety hazard.	<i>J Kwong REHK</i>	Noted. There is regular police enforcement on illegal parking on footpath.

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Annex C Indexes of Comments

I. Index of Comments Raised in the Public Consultation Forum Held on 23 February 2002

<i>Name</i>	<i>Abbreviation</i>	<i>Paragraph Index</i>
<u>Associations</u>		
Clear the Air CONNELL, Annelise	CTA	3.6.5, 7.1.5
The Conservancy Association HO, Betty	CA	1.3.3, 3.6.3, 4.6.6
Equal Opportunity Commission CHU, Ferrick	EOC	5.1.6, 5.2.1
The Hong Kong and China Gas Co. Ltd. LEE, K.W.	HKCG	4.6.2
Hong Kong Arts Development Council CHIN, Wan Kan	HKADC	3.7.3
Hong Kong Council of Social Service KUO, Chun Chuen	HKCSS	5.1.1, 5.1.2, 5.2.1, 7.1.1
The Hong Kong Electric Co. Ltd. LI, K.W.	HEC	4.6.4
Hong Kong Institute of Architects LEUNG, Andy	HKIA	1.3.1, 3.3.1, 7.2.2
Hong Kong Institute of Planners BROWNLEE, Ian	HKIP	3.8.1, 4.2.2, 8.1.6
Hong Kong Institute of Surveyors HO, Eric	HKIS	3.10.3, 3.10.7, 3.10.9, 4.3.1

Annex C Indexes of Comments

<i>Name</i>	<i>Abbreviation</i>	<i>Paragraph Index</i>
The Hong Kong Polytechnic University, Department of Civil and Structural Engineering LAM, William H.K.	W Lam	1.2.1
Minden Avenue Owners Association Ltd. WANG, Robert W.H.	MAOAL	3.7.4
North District Council SHAM, Wing Kan	WK Sham	8.3.1
Rehabilitation Alliance Hong Kong Chan, Jeri	REHAL	5.1.1, 5.1.2, 5.1.3, 5.2.1, 5.3.1, 5.3.2, 5.4.1
Retina Hong Kong TSANG, Kin Ping	REHK	2.1.1, 3.5.4, 5.4.1, 5.4.2, 9.2.1
Urban Watch WONG, Wah-sang	UW	3.3.3, 3.7.2, 3.10.1, 3.10.5, 3.10.8, 4.2.8, 4.6.2
Yuen Long District Council MAN, Fu Wan	FW Man	3.8.2, 6.1.2, 6.2.1, 6.5.3
<u>Individuals</u>		
KWONG, Julian T.H.	J Kwong	3.5.3, 4.2.5, 9.2.3
LEUNG, Kau	K Leung	5.4.1, 5.4.2, 9.2.1

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II. Index for Written Comments

<i>Name</i>	<i>Abbreviation</i>	<i>Date</i>	<i>Paragraph Index</i>
<u>Associations</u>			
Canton Road Association	CRA	28.3.2002	1.1.1, 3.5.5, 3.6.6, 4.2.10, 4.3.6, 6.5.2, 8.1.3
Cyber-Port Management Limited, PCCW	CPML	2.5.2002	4.2.11
Environmental Advisory Service	EAS	17.5.2002	5.1.2, 5.1.3, 5.2.1, 5.3.1
Hong Kong Land Limited	HKL	27.3.2002	1.1.1, 1.3.2, 2.2.1, 2.2.4, 3.5.1, 4.2.1, 4.6.1, 4.6.7, 5.3.2, 6.2.1, 6.3.2, 6.4.1, 7.1.1, 9.1.2
Joint Utility Policy Group	JUPG	28.3.2002 8.4.2002	1.1.1, 3.10.4, 4.1.2, 4.3.3, 4.6.2, 4.6.3, 4.6.4, 4.6.5, 4.6.8, 4.6.9
Ka Wah Group	KWG	4.4.2002	2.3.2, 3.1.1, 3.2.1, 3.5.2, 3.7.5, 3.10.2, 3.10.3, 3.10.5, 3.10.9, 4.2.4, 4.2.6, 4.4.3, 4.5.2, 6.3.1, 8.1.1, 8.1.3, 9.1.1
The Kowloon Motor Bus Co. (1933) Ltd.	KMB	27.3.2002	2.1.4, 2.2.3
New Territories Association of Societies	NTAS	6.3.2002	3.8.3

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<i>Name</i>	<i>Abbreviation</i>	<i>Date</i>	<i>Paragraph Index</i>
Rehabilitation Alliance Hong Kong	REHAL	28.3.2002 9.5.2002	3.3.2, 3.5.4, 5.1.2, 5.1.3, 5.2.1, 5.3.1, 5.3.2, 5.3.3, 5.4.1
Retina Hong Kong	REHK	28.3.2002	2.1.1, 3.5.4, 4.1.3, 5.1.3, 5.1.4, 5.4.1, 5.4.2, 5.4.3, 5.4.4, 5.4.5, 9.2.1, 9.2.3
<u>Individuals</u>			
CHAN, Queenie	Q Chan	28.3.2002	2.1.1, 4.2.6, 7.1.2, 7.1.4, 7.2.3, 8.2.1
CHEUNG, C.M. Christine & CHEUK, Y.M. Carol	CM Cheung & YM Cheuk	30.3.2002	1.4.1, 2.1.4, 2.3.3, 3.4.1, 3.10.6, 7.1.3
HO, Danny	D Ho	11.3.2002	3.6.2, 3.7.1
Kin Kin	Kin Kin	5.3.2002	4.2.5
LAU, Yat Hong *	YH Lau	3.3.2002	3.8.4
LEUNG, Po Kuk	PY Leung	19.3.2002	9.2.1, 9.2.2
LI, Kwok Ying (Member of Tai Po District Council)	K Y Li	22.2.2002	3.8.3

* Chinese translated name

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III. Index of Comments from Boards and Committees Consulted

<i>Name</i>	<i>Abbreviation</i>	<i>Date of Meeting</i>	<i>Paragraph Index</i>
Town Planning Board	TPB	1.2.2002	1.1.1, 2.1.2, 2.3.1, 3.3.4, 3.3.5, 3.6.1, 3.10.10, 3.10.11, 4.1.1, 4.5.1, 4.6.1, 4.6.2, 9.1.3
Transport Advisory Committee	TAC	26.2.2002	1.1.1, 3.2.2, 3.6.7, 4.1.1, 4.2.2, 4.2.3, 4.2.9, 4.2.10, 4.3.1, 4.3.2, 4.4.2, 4.6.1, 7.1.6
Planning, Development and Conservation Committee of Urban Renewal Authority	URA	4.3.2002	1.1.1, 3.9.2, 4.6.1, 6.5.1, 8.1.5, 9.2.1
Planning Sub-Committee of the Land and Building Advisory Committee	LBAC	6.3.2002	1.4.2, 3.9.1, 5.3.1, 7.2.1, 8.1.4
Hong Kong General Chamber of Commerce, Retail and Distribution Committee	HKGCC	14.3.2002	4.2.2, 4.2.4, 4.2.5, 4.3.2, 4.6.6, 6.5.4
Advisory Council on the Environment	ACE	26.3.2002	3.6.4, 3.10.8, 4.2.2, 4.2.7, 4.3.4, 4.3.5, 4.4.1, 4.6.1, 6.1.1, 8.1.2
Legislative Council Panel on Planning, Lands and Works**	LegCo	26.4.2002	2.1.3, 2.2.2, 4.1.4, 5.1.5, 5.2.1, 5.3.1, 6.1.3, 6.2.2, 8.3.2

** Minutes not yet available and comments based on the List of Follow-up Actions issued by the LegCo Panel Secretariat