

**Panel on Planning, Lands and Works**  
**Subcommittee to Review the Planning for the Central Waterfront (including the Tamar Site)**

**Summary of views of depositions on the design and alignment of Road P2**  
**made at the meeting on 7 May 2007 and the Administration's response**

Organization/individual	Views	Administration's response
<b>Width of Road P2</b>		
Designing Hong Kong Harbour District	There is no dispute that Road P2 is needed, but the planned capacity of Road P2 is over-provided. A width of 20 metres should be sufficient for Road P2 but 40 metres have been reserved under the current design. The extra reserve of 20 metres, if removed, would allow preservation of the Queen's Pier in-situ. Road P2 would be a massive road with more than four lanes at some places and it would disturb the waterfront. Although the extent of reclamation and the number of planned developments in the area have been reduced during the planning process for Central Reclamation Phase III (CRIII), the planned width of Road P2 has remained unchanged.	The layout and capacity of Road P2 are appropriate for its intended functions and is commensurate with the latest planning parameters. Road P2 is essentially a dual 2-lane road and will be operated by traffic signals at junctions. Dedicated turning pockets in front of signal controlled junctions are provided to avoid queuing. An extra traffic lane is also provided at some junctions to allow safe and smooth weaving of merging traffic. Lay-bys are also provided at selected locations to allow for pick-up / drop-off of passengers. Wide footpaths are provided on both sides to provide adequate room for trees and other greening measures.
Mrs Margaret BROOKE	While Road P2 is required to service the new waterfront areas, its proposed width is too wide. Its width suggests that its purpose is to alleviate traffic congestion in Central, but that should be the function of the Central-Wan Chai Bypass (CWB). Road P2 could be much narrower even when a portion of its width is dedicated to greening. It should be as narrow as is compatible with its use as a local distributor road.	See response to the Designing Hong Kong Harbour District above regarding the layout of Road P2.  The CWB will be a strategic road mainly to serve cross-district traffic.  Road P2 serves two main functions -  (a) in the short term, it will provide an alternative access to the existing developments in the Central Reclamation area and relieves the congestion around the Connaught Road Central and Connaught Place

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		<p>junction; and                      (b) in the medium to long term, after the completion of the CWB, Road P2 will serve to distribute traffic from the strategic east-west traffic corridor formed by the CWB and the Rumsey Street Flyover to the neighbouring areas including Central, Central Reclamation, Admiralty, Mid-levels, Wan Chai and Wan Chai North, and vice versa from these areas to the corridor.</p> <p>The layout of Road P2 is commensurate with its functions.</p>
Save Our Shorelines	There is no need for Road P2 to be a high speed road and its present scale is more than necessary.	<p>See response to the Designing Hong Kong Harbour District above regarding the layout of Road P2.</p> <p>The speed limit of Road P2 will be 50 km/h and it is not a high speed road.</p>
Society for Protection of the Harbour Limited	The width of Road P2 would be able to accommodate eight lanes. Without the planned developments in the area, the width of Road P2 could be reduced.	<p>See response to the Designing Hong Kong Harbour District above regarding the layout of Road P2.</p> <p>The layout of Road P2 is commensurate with its functions and the latest planning parameters.</p>
The Conservancy Association	The projected traffic demand could easily be met by having one lane west bound and two lanes east bound for Road P2. Therefore, the dual two-lane design of Road P2 is more than adequate. Furthermore, as Road P2 is designed to be a local distributor road, the traffic speed should be no more than 50 kilometres per hour and a wide dual two-lane carriageway is not required. A narrow central divider would suffice for safety purposes.	<p>See response to the Designing Hong Kong Harbour District above regarding the layout of Road P2.</p> <p>The speed limit of Road P2 will be 50 km/h and it is not a high speed road.</p> <p>A section of central divider is widened locally to accommodate a turning pocket in the other direction on road safety consideration.</p>

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Dr Bill BARRON	The scale of Road P2 indicates that the Administration is uncertain whether CWB could completely alleviate traffic congestion in the area. Road P2 has been planned as a major roadway and the new office developments in the area would generate a lot of vehicle traffic.	<p>The CWB will be a strategic road mainly to serve cross-district traffic.</p> <p>Road P2 serves two main functions -</p> <ul style="list-style-type: none"> <li>(a) in the short term, it will provide an alternative access to the existing developments in the Central Reclamation area and relieves the congestion around the Connaught Road Central and Connaught Place junction; and</li> <li>(b) in the medium to long term, after the completion of the CWB, Road P2 will serve to distribute traffic from the strategic east-west traffic corridor formed by the CWB and the Rumsey Street Flyover to the neighbouring areas including Central, Central Reclamation, Admiralty, Mid-levels, Wan Chai and Wan Chai North, and vice versa from these areas to the corridor.</li> </ul> <p>The layout of Road P2 is commensurate with its functions.</p>
Central & Western District Council	The design and implementation date of Road P2 should be reconsidered because the extent of reclamation under Wan Chai Development Phase II has yet to be decided. The District Council has reservation on the planned commercial developments in the area and queries on whether Road P2 has to be constructed according to its current design if those developments are not implemented.	<p>There is present and urgent need to build Road P2 to relieve the congestion around Man Yiu Street Connaught Road Central Connaught Place junction.</p> <p>The layout and capacity of Road P2 are commensurate with the latest planning parameters.</p>
The Hong Kong Institute of Architects	Instead of designing Road P2 as a 40-metre wide road with trees planted in the middle of the road, it should be made narrower with trees planted on the two sides.	A section of central divider is widened locally to accommodate a turning pocket in the other direction on road safety consideration.

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<b>Alignment of Road P2</b>		
Mrs Margaret BROOKE	The alignment of Road P2 was gazetted without due consideration for the heritage aspects of the area comprising the Star Ferry Pier, the Queen's Pier and the City Hall. If the alignment is too direct, it would become a "rat run". Its alignment should not encourage high levels of through traffic. Such traffic should be directed to CWB which should be implemented as soon as possible.	Comprehensive consultation had been duly conducted before Road P2 was gazetted. Objections under the Roads (Works, Use and Compensation) Ordinance had been duly considered.  Road P2 will be operated by traffic signals at junctions and with pedestrian crossings. The "rat run" situation will unlikely occur.
The Conservancy Association	There is no need to set up a lay-by at the existing location of the Queen's Pier and a slight adjustment of the alignment of Road P2 to the north could avoid the Queen's Pier.	The lay-by could be relocated if necessary to suit the final decision of the reassembly of the Queen's Pier. Amendments to the road scheme of Road P2 would then need to be gazetted under the Roads (Works, Use and Compensation) Ordinance.
Action Group on Protection of the Harbour	The Administration should amend the alignment of Road P2 so as to respond to the community's call for in-situ preservation of the Queen's Pier.	The layout of Road P2 could be adjusted if necessary to suit the final decision of the reassembly of the Queen's Pier. Amendments to the road scheme of Road P2 would then need to be gazetted under the Roads (Works, Use and Compensation) Ordinance.
The Hong Kong Institute of Architects	The Government should immediately redesign Road P2 because its current design has a lot of deficiencies. Road P2 would eventually create a new bottleneck at Fenwick Pier Street. Its current alignment would diminish the urban quality of Edinburgh Place. The new design should be integrated with a graceful urban setting for the future Central Business District and allow for various possible options for in-situ preservation of the Queen's Pier. Re-alignment of Road P2 would involve no technical difficulties and only need to go through statutory planning procedures.	Connection to Fenwick Pier Street is only an interim arrangement. Under Wan Chai Development Phase II, Road P2 will extend eastward and will join the realigned Hung Hing Road.  The layout of Road P2 could be adjusted if necessary to suit the final decision of the reassembly of the Queen's Pier. Amendments to the road scheme of Road P2 would need to be gazetted under the Roads (Works, Use and Compensation) Ordinance.

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<p>The Hong Kong Institute of Planners (written submission)</p>	<p>The Government should ensure that the in-situ reassembly preservation option for the Queen's Pier would be kept open by immediately proceeding with time consuming statutory procedures, including the gazetting of Road P2 re-alignment. The alignment of Road P2 would pass through an area rich with Hong Kong's early history. Important heritage elements would have to be demolished to make way for its construction. The design of Road P2 should therefore incorporate these elements such as the Star Ferry Clock Tower and the Queen's Pier. The "How" and "What" must be thoroughly discussed among stakeholders before making a decision.</p>	<p>The layout of Road P2 could be adjusted if necessary to suit the final decision of the reassembly of the Queen's Pier. Amendments to the road scheme of Road P2 would need to be gazetted under the Roads (Works, Use and Compensation) Ordinance.</p> <p>Gazetting of the amendments to the road scheme of Road P2 cannot be done without a consensus and a decision on the reassembly arrangement for the Queen's Pier and consequently whether and how the layout of Road P2 should be changed to suit.</p> <p>Planning Department is currently undertaking the "Urban Design Study for the New Central Harbourfront". The locations and design ideas for reconstructing the Star Ferry Clock Tower and reassembling the Queen's Pier will be examined and the public will be consulted.</p>
<b>Pedestrian access to the waterfront</b>		
<p>Mrs Margaret BROOKE</p>	<p>If road P2 is wide and the alignment is too direct, at-grade crossing would be dangerous and pedestrians seeking access to the waterfront would feel intimidated and uncomfortable.</p>	<p>Road P2 will be operated by traffic signals at junctions with pedestrian crossings. Pedestrians can cross the road as conveniently as crossing other roads territory-wide. There are also plans for elevated pedestrian connections to the waterfront area.</p>
<p>Action Group on Protection of the Harbour</p>	<p>The Administration should amend the design of Road P2 so as to allow the public to access the waterfront easily.</p>	<p>Road P2 will be operated by traffic signals at junctions with pedestrian crossings. Priority will be given to pedestrians to cross the road.</p>

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The Hong Kong Institute of Architects	There are no user-friendly pedestrian linkages connecting Central to the future waterfront. As providing at-grade pedestrian crossings would affect traffic flow along Road P2, the Administration should identify creative methods to facilitate the public's direct access to the waterfront.	Road P2 will be operated by traffic signals at junctions with pedestrian crossings. As shown on the Outline Zoning Plan (OZP), grade separated pedestrian crossing facilities such as landscaping decks and footbridges will also be provided for direct access to the new waterfront.
The Hong Kong Institute of Planners (written submission)	Before the construction of Road P2, this part of the waterfront is easily accessible by the public. Upon completion of the new road, the same, if not better, public accessibility to this part of the waterfront must be ensured.	Both at-grade and grade separated pedestrian crossing facilities will be provided to connect the hinterland with the new waterfront.
<b>Environmental concerns</b>		
Save Our Shorelines	The noise level at the new waterfront promenade and the open space near the Tamar site would be very high if Road P2 is constructed according to the planned scale. The present design of Road P2 has not given regard to the need to reduce noise and pollution.	The section of Road P2 to the north of the Tamar site will be built in the form of a submerged road to reduce the noise impact. The roadside trees to be planted will also help reduce traffic noise. The environmental impacts of the present design of the Road P2 have been duly considered in the Environmental Impact Assessment (EIA) Study.
Dr Bill BARRON	If Road P2 is constructed according to its current design, the quality of the waterfront promenade would be greatly diminished because most parts of it would be bordered by a busy high speed road at a short distance apart. The noise and pollution generated would make the waterfront promenade far less appealing than the people of Hong Kong should deserve.	<p>The environmental impacts of the present design of the Road P2 have been duly considered the EIA Study. The section of Road P2 to the north of the Tamar site will be built in the form of a submerged road to reduce the noise impact. The roadside trees to be planted will also help reduce traffic noise.</p> <p>Road P2, with a speed limit of 50 km/h, is not a high speed road.</p>

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<b>General planning concerns</b>		
<p>Society for Protection of the Harbour Limited</p>	<p>The planned developments in the Central reclamation area would create a total Gross Floor Area (GFA) of some 9.8 million square feet and attract 50 000 people to the area. According to the estimates of the Transport Department, the developments, excluding the hotel developments adjoining Central Piers No. 4 to No. 6, would generate an additional 7 623 passenger car units per hour. The Administration had misled the court. Although the Administration claimed that the purpose of CRIII was to provide land for the construction of essential transport infrastructure and a waterfront promenade and the reprovisioning of existing waterfront facilities, there was no mention of selling six large pieces of land for 10 million square feet of development. The Administration had not told the court that there were 10 large planned developments in Central, possibly because sale of land could not be considered as an overriding public need to justify reclamation. The Administration uses the excuse that it wants to solve traffic congestion but in fact it is creating land for sale for property development. The Administration has failed to conduct any timely review on the planning for Central as requested by the Town Planning Board (TPB) and on the relevant Outline Zoning Plan. There has been no public consultation on the design of Road P2. As TPB had requested that there should be a review on Road P2, it would be illogical to commence construction works before conducting the review. In the light of the above and in fairness to the people of Hong Kong, the Government should be publicly censured.</p>	<p>The Administration completed in April 2004 a review of CRIII (Review Report) by applying the "overriding public need test" laid down by the Court of Final Appeal. The review concluded that the extent of the CRIII reclamation meets the "overriding public need test". In the Review Report, it is clearly stated that the CRIII is needed to provide land for essential transport infrastructure and reprovisioning of the existing waterfront facilities.</p> <p>According to traffic studies undertaken in 2002 and 2005 (viz. the Revised Traffic Forecast and Traffic Review of CRIII and the Report of the Expert Panel on Sustainable Transport Planning and CWB), the planned roads in the waterfront area can cope with the development needs. The more recently estimated total GFA of new development sites in the new Central Harbourfront, including the "Comprehensive Development Area" ("CDA") site north of Statue Square, "CDA" and "Commercial" sites north of IFC II, "Other Specified Uses" annotated "Waterfront Related Commercial and Leisure Uses" ("OU(WRCLU)") sites, and "Government, Institution or Community" ("G/IC") sites at Tamar and north of Citic Tower, is about 5.4 million square feet. The more recent estimates have taken into account the development parameters set out in the relevant approved OZPs, updated GFA of the Tamar development, and the latest zoning proposals recommended in the Wan Chai Development Phase II Review.</p> <p>Out of the 18.73 ha in CRIII as shown on the OZP, about 8.78 ha (about half of the area) is zoned "Open Space" for the provision of a waterfront promenade. Only 2.63 ha</p>

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		<p>(14% of the area) is designated for low density office/commercial uses to sustain the competitive edge of our Central Business District to meet the strong market demand for Grade A offices in Central. The planning framework covering the CRIII area as incorporated into the approved Central District (Extension) OZP has been affirmed by Town Planning Board (TPB) after considering several rezoning applications in 2005 and 2006. TPB has neither requested the Administration to review the planning framework for Central nor Road P2.</p> <p>As regards the design of Road P2, the Government has satisfied all statutory requirements and consultation procedures before finalizing the CRIII project including Road P2. Extensive consultations with the stakeholders including the TPB, the Legislative Council, the Advisory Council on the Environment, the Central and Western District Council and the Wan Chai District Council were conducted during the planning and design stage of the project commencing in early 1999. The CRIII roadworks which include Road P2 were gazetted under the Roads (Works, Use and Compensation) Ordinance in June 2000. The roadworks were subsequently authorized by the Chief Executive in Council in December 2001.</p>



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<p>Action Group on Protection of the Harbour</p>	<p>Measures are required for alleviating traffic congestion in Central and Wan Chai. However, the Administration should not try to solve traffic problems by constructing roads through reclamation because this would lead to a vicious cycle. The crux of the issue is that there would be massive new developments in the Central reclamation area, and as such traffic in Central and Wan Chai would again be nearly saturated by 2016 even with Road P2. The Administration should rationalize the fares of the three cross-harbour tunnels, expedite railway development, and remove unnecessary developments in the area. If the Administration continues with its current planning, the public could only initiate litigation to avoid further destruction of the harbour.</p>	<p>See responses to Society for Protection of the Harbour Ltd above.</p> <p>With the CWB, its intermediate slip roads and Road P2, the overall transport infrastructure in Central and Wan Chai will still be able to work within capacity (with v/c ratio below 1) in 2016. For the CWB itself, it will operate at a v/c ratio of about 0.7 by 2016, which means that the CWB will have sufficient capacity to cope with the volume of vehicular traffic and the resultant traffic would flow smoothly.</p> <p>The Government is also studying additional rail links in a longer term to address the future traffic need in Central and Wan Chai.</p> <p>Based on sensitivity tests carried out by Transport Department, adjusting the toll of various cross harbour tunnels will not expect to significantly relieve congestion along the Connaught Road Central/ Harcourt Road/ Gloucester Road corridor (the Corridor) as most of the traffic will still need to pass through this Corridor to/from the final destination.</p> <p>Our current policy is to continue our effort to integrate the transport and land use planning.</p>
<p>Dr Bill BARRON</p>	<p>The new office developments in the area would generate a lot of vehicle traffic.</p>	<p>See responses to the Action Group on Protection of the Harbour above.</p>

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Central & Western District Council	<p>The Administration should substantially reduce commercial developments in CRIII, disallow the construction of commercial buildings such as offices and hotels, and convert the reclaimed land into open space for use by the public; and review the planning for Central and Wan Chai and reduce the scale of commercial developments in CRIII and that of the Tamar development so as to reduce traffic demand. The Administration has no strategies to restrict vehicle access to Central Business District and constructing roads to solve traffic problems is not a long-term solution.</p>	<p>The planning framework for the CRIII as incorporated into the approved Central District (Extension) OZP has undergone the statutory process under the Town Planning Ordinance. TPB had substantially reduced the reclamation extent and commercial land on the OZP to meet the objections and comments from the public before the submission of the OZP to the Chief Executive in Council for approval. TPB has affirmed the land uses on the OZP after considering several rezoning applications in 2005 and 2006. Among half of the CRIII area (8.78 ha) is zoned "Open Space" on the OZP, and only a limited amount of land (2.63 ha) is zoned "CDA" for commercial developments to help maintain the competitive edge of the Central Business District and to meet the strong market demand for Grade A offices in Central.</p> <p>As regards the traffic implications of the planned developments in the CRIII area, please see responses to the Action Group on Protection of the Harbour above.</p>
The Hong Kong Institute of Architects	<p>The primary objective of urban planning and design should be to serve the people, and roads and infrastructure should not become an overriding element.</p>	<p>The town planning and urban design objectives are to serve different land uses and different community needs. Planning for roads and infrastructure should also serve such needs.</p>
Designing Hong Kong Harbour District	<p>The Central Reclamation Urban Design Study would not include any review of the planned transport infrastructure in the area.</p>	<p>The transport infrastructure proposals in the Central reclamation area as incorporated into the relevant OZPs were developed based on comprehensive studies and have undergone the statutory process under the Town Planning Ordinance and extensive public consultation before approval. The Urban Design Study for the New Central Harbourfront was commissioned in response to the request of TPB. The scope of the study, as directed by</p>

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		TPB, is essentially an urban design study for refining the existing urban design framework for the new Central Harbourfront and to prepare planning/design briefs for key sites in the study area. A review of the planned transport infrastructure is outside the scope of the study.

(The part on "Views")  
Council Business Division 1  
Legislative Council Secretariat

(The part on "Administration's response")  
Environment, Transport and Works Bureau

25 June 2007