

# 立法會

## *Legislative Council*

LC Paper No. CB(4)1270/15-16  
(These minutes have been seen  
by the Administration)

Ref : CB4/PL/TP/1

### **Panel on Transport**

**Minutes of meeting held on  
Wednesday, 16 December 2015, at 8:30 am  
in Conference Room 3 of the Legislative Council Complex**

**Members present** : Hon Michael TIEN Puk-sun, BBS, JP (Chairman)  
Hon TANG Ka-piu, JP (Deputy Chairman)  
Hon LEE Cheuk-yan  
Hon James TO Kun-sun  
Hon CHAN Kam-lam, SBS, JP  
Hon WONG Kwok-hing, BBS, MH  
Hon Jeffrey LAM Kin-fung, GBS, JP  
Hon CHAN Hak-kan, JP  
Hon LEUNG Kwok-hung  
Hon Albert CHAN Wai-yip  
Hon Frankie YICK Chi-ming, JP  
Hon WU Chi-wai, MH  
Hon YIU Si-wing, BBS  
Hon Gary FAN Kwok-wai  
Hon Charles Peter MOK, JP  
Hon LEUNG Che-cheung, BBS, MH, JP  
Dr Hon KWOK Ka-ki  
Dr Hon Elizabeth QUAT, JP  
Hon POON Siu-ping, BBS, MH  
Ir Dr Hon LO Wai-ki, SBS, MH, JP  
Hon Christopher CHUNG Shu-kun, BBS, MH, JP  
Hon Tony TSE Wai-chuen, BBS

**Members absent** : Hon Mrs Regina IP LAU Suk-ye, GBS, JP  
Hon WONG Yuk-man  
Hon Claudia MO  
Hon CHAN Han-pan, JP

**Public Officers attending** : **Agenda item III**

Professor Anthony CHEUNG, GBS, JP  
Secretary for Transport and Housing

Ms Ivy LAW  
Deputy Secretary for Transport and Housing  
(Transport)<sup>3</sup>

Mrs Ingrid YEUNG, JP  
Commissioner for Transport

Mr Chris CHAN  
Assistant Commissioner/Planning  
Transport Department

Mr Matthew D LINDSAY  
Chief Superintendent/Traffic  
Hong Kong Police Force

Mr Wayne CHAN  
Superintendent (Law Revision & Projects)/Traffic  
Hong Kong Police Force

**Agenda item IV**

Professor Anthony CHEUNG, GBS, JP  
Secretary for Transport and Housing

Ms Ivy LAW  
Deputy Secretary for Transport and Housing  
(Transport)<sup>3</sup>

Mrs Ingrid YEUNG, JP  
Commissioner for Transport

Mr Chris CHAN  
Assistant Commissioner/Planning  
Transport Department

Mr Matthew D LINDSAY  
Chief Superintendent/Traffic  
Hong Kong Police Force

Mr Wayne CHAN  
Superintendent (Law Revision & Projects)/Traffic  
Hong Kong Police Force

**Clerk in attendance :** Ms Sophie LAU  
Chief Council Secretary (4)6

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

Ms Emily LIU  
Legislative Assistant (4)6

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Action

The Deputy Chairman said that as the Chairman would attend the meeting later due to other urgent commitments, he would chair the meeting on behalf of the Chairman.

**I. Information papers issued since the last meeting**

(LC Paper Nos. CB(4)248/15-16(01) - Letters from Hon TANG  
and (02) Ka-piu on the transport  
problems at Central and  
design and use of spiral  
roundabout

LC Paper No. CB(4)316/15-16(01) - Letter from Hon TANG  
Ka-piu on the delay of the  
Hong Kong-Zhuhai-Macao  
Bridge Project

LC Paper No. CB(4)347/15-16(01) - Letter from Hon Claudia  
MO requesting to hold a

public hearing on the franchise for the bus network of the Kowloon Motor Bus Co. (1933) Limited)

2. Members noted the above papers issued since the last meeting.

**II. Items for discussion at the next meeting on 15 January 2016**

(LC Paper No. CB(4)344/15-16(01) - List of outstanding items for discussion

LC Paper No. CB(4)344/15-16(02) - List of follow-up actions)

3. Members agreed to discuss the following items at the next regular meeting to be held on 15 January 2016 –

- (a) Briefing by the Secretary for Transport and Housing on the Chief Executive's 2016 Policy Address; and
- (b) Franchise for the bus network of the Kowloon Motor Bus Co. (1933) Limited.

4. To allow sufficient time for discussion, the Deputy Chairman suggested advancing the next meeting to start at 10:15 am and end at 1:00 pm. Members agreed.

*(At 8:43 am, the Chairman took over the Chairmanship.)*

**III. Increase in fixed penalty for congestion-related traffic offences**

(LC Paper No. CB(4)344/15-16(03) - Administration's paper on increase in fixed penalty for congestion-related traffic offences

LC Paper No. CB(4)344/15-16(04) - Paper on congestion-related traffic offences prepared by the Legislative Council Secretariat (background brief))

5. At the invitation of the Chairman, Secretary for Transport and Housing ("STH") briefed members on the Administration's proposal to increase the fixed penalty for congestion-related traffic offences.

6. STH said that the number of cases involving commission of congestion-related traffic offences had increased by 44% (from about 750 000 to about 1 080 000 fixed penalty tickets issued) between 2010 and 2014. Also, the "Report on Study of Road Traffic Congestion in Hong Kong" submitted by the Transport Advisory Committee ("TAC") recommended the Administration to raise the fixed penalty charges to restore the deterrent effect. In view of these, the Administration proposed to increase the fixed penalty charges by 50%, i.e. traffic offences currently set at \$320 and \$450 would increase to \$480 and \$680 respectively, with effect from 1 January 2017.

7. STH also explained that the Administration considered an increase of fixed penalty charges in tandem with the Composite Consumer Price Index ("CCPI") could restore the deterrent effect eroded by inflation over the years, and any increase of a lower percentage would reduce such effect. He added that on the enforcement side, whilst the Police would continue to prioritize taking action against traffic offences that had road safety concerns, the Police would seek to increase monitoring the particularly congested areas, such as Central and Tsim Sha Tsui.

#### Shortage of parking spaces

8. Relating the transport trade's dissatisfaction with the Administration's proposal to increase fixed penalty for illegal parking, Mr Frankie YICK considered that the shortage of parking spaces was the major reason leading to illegal parking. Due to lack of parking facilities, some drivers had to park their vehicles, in particular commercial vehicles, by the roadside. He therefore suggested that the Administration should increase provision of parking spaces, such as building more public car parks. Further, Mr YICK and Dr KWOK Ka-ki expressed worry that recent closure of some public car parks, such as Middle Road Car Park in Tsim Sha Tsui, would aggravate the shortage problem of parking spaces. Given the shortage of proper loading/unloading bays, Dr KWOK considered that drivers of goods vehicles were forced to park illegally. He therefore asked the Administration to implement measures to address the problem.

9. In reply, STH explained that apart from the proposed increase in fixed penalty for congestion-related traffic offences, the Administration would actually adopt a multi-pronged approach to tackle the road congestion problem. For instance, the Administration would conduct a parking policy review, with

priority accorded to considering and meeting the parking need of commercial vehicles, and also providing night-time parking spaces for commercial vehicles.

10. Mr CHAN Kam-lam, Mr Charles MOK and Mr WONG Kwok-hing also expressed concern about the shortage of parking spaces. Noting that the problem had been there for many years, Mr CHAN urged the Administration to increase the number of parking spaces in public car parks as soon as practicable. With a view to preventing aggravation of traffic congestion caused by motorists circulating on roads in search of parking spaces, Mr MOK suggested disseminating real-time information on parking vacancies of car parks to the public via smartphone applications.

11. Mr POON Siu-ping expressed that the shortage of parking spaces was particularly acute in the vicinity of popular tourist hotspots. He said that to make things worse, the operation of several temporary car parks for commercial vehicles within the Kai Tak Development Area ceased, following the progressive implementation of the Kai Tak Development. Without provision of adequate parking spaces, he considered that the Administration should shelve its proposal to raise the fixed penalty charges against illegal parking. Mr YIU Si-wing also considered that shortage of parking spaces for tourist coaches aggravated the problem of traffic congestion in certain areas, such as To Kwa Wan. Given the difficulties encountered in increasing provision of such parking spaces, he hoped that the Administration should address the problem before raising any fixed penalty for illegal parking.

12. In reply, STH explained that the Administration would follow up on TAC's recommendations by adopting a multi-pronged approach to tackle road traffic congestion problem, such as enhancing publicity and education efforts to encourage compliance with traffic rules and regulations. He also said that when formulating measures to improve traffic conditions, the Administration would strive to balance the needs of various groups in the community, including those of motorists and local residents.

13. In response to Mr Jeffrey LAM's enquiry about the Administration's long-term measures to alleviate the problem of insufficient parking spaces, STH advised that there were around 645 000 parking spaces for private cars and van-type light goods vehicles, which was greater than the total number of these types of licensed vehicles of around 550 000. Whilst the overall number of parking spaces could generally meet the demand, the Administration would take into account whether supply and demand in certain districts was mismatched.

14. The Deputy Chairman expressed that the aforesaid overall supply for and demand of parking spaces in Hong Kong was unable to indicate mismatch of parking spaces in various districts, such as Tung Chung. Due to land resumption by the Administration so as to increase the supply of residential units, he expressed worry that the number of sites which were being used as temporary car parks were dwindling. STH replied that given scarce land resources in Hong Kong, the Administration spared no effort to balance the needs of housing, social and economic developments.

15. Mr LEE Cheuk-yan also considered that the overall supply and demand of parking spaces presented by the Administration could not truly reflect the existing problem of inadequate parking spaces. He opined that the Administration should pay due regard to this problem, rather than raising any fixed penalty against congestion-related traffic offences. In view of the lack of parking bays along the roads, he expressed worry that workers could not load or unload goods within the shortest distance and consequently, this might pose a threat to their occupational safety. In reply, STH reiterated that the Administration would adopt a multi-pronged approach to tackle the road congestion problem, such as increase in provision of parking spaces in certain districts to meet the parking needs. Also, STH said that the average utilization of certain public car parks was not high, such as around 29% for City Hall Car Park.

16. With a view to better understanding the supply and demand of car parking spaces in Hong Kong, Mr Christopher CHUNG urged the Administration to provide detailed information on the provision of parking spaces in each district. In respect of the aforesaid utilization rate of public car parks, Mr Frankie YICK suggested that the Administration should not only consider average utilization rates, but also the peak-hour figures.

#### Traffic management and enforcement

17. Noting that some drivers parked illegally to pick up/set down their bosses at certain busy areas, in particular Central, Mr WONG Kwok-hing expressed worry that increase in fixed penalty for traffic offences might not solve the problem. Instead, he suggested stepping up traffic enforcement actions, such as towing away illegally parked vehicles to alleviate road traffic congestion. In view of poor traffic management, Mr WONG expressed that some vehicles were forced to stop illegally inside the yellow box marking at intersections during serious traffic congestion and it would be unfair to penalize those drivers. In response, Chief Superintendent/Traffic of the Hong Kong Police Force ("CSP/T") advised that depending on the unique characteristics of

each district, the Police would take appropriate enforcement actions when necessary.

18. Mr Charles MOK, Mr POON Siu-ping, and Mr LEE Cheuk-yan also expressed concern about road traffic congestion caused by drivers who parked illegally to pick up/set down their bosses at certain busy areas, in particular Central. Mr Christopher CHUNG added that illegal parking in business areas, in particular Central, was so rampant that double and even triple parking was common. As such, they urged the Administration to pay due regard to enhance traffic management and enforcement to alleviate road traffic congestion. Besides, Mr MOK suggested that the Police should improve their technology in issuing fixed penalty tickets by drawing experience from other places/countries, say the Mainland.

19. In respect of rampant illegal parking and deteriorating road traffic conditions, Mr Jeffrey LAM suggested strengthening enforcement actions against congestion-related traffic offences by deploying more police officers or traffic wardens to discharge duties in the most affected areas. Similarly, Mr CHAN Kam-lam expressed that the Administration should enhance enforcement actions or otherwise, raising fixed penalty charges would not have any deterrent effect. STH explained that the Police would continue their traffic enforcement actions and if necessary, they would tow away illegally parked vehicles. CSP/T supplemented that the Police would take enforcement actions as appropriate to tackle illegal parking problem.

20. Given the inadequacy of transport service in some newly developed areas such as Yuen Long South, Dr KWOK Ka-ki expressed concern that commuters had no choice but to drive to work. In response, STH explained that the Administration's policy was to encourage the public to use public transport and to avoid commuting by private cars as far as possible.

21. Provided that double parking might pose safety problem to other road users, the Chairman urged the Police to strengthen enforcement actions and to monitor the particularly congested areas more frequently. Making reference to Singapore's experience in road traffic management, he suggested installing Junction Electronic Eyes, a system of surveillance cameras, to monitor the traffic condition at major signalized junctions in Hong Kong. STH replied that the Administration would take into account his views when pursuing relevant policies.

22. Mr Frankie YICK and Mr LEUNG Che-cheung questioned why enforcement actions against illegally parked vehicles were taken after midnight in the past few months. Mr LEUNG expressed that enforcement actions



should be strengthened to alleviate road traffic congestion in the daytime to ensure smooth traffic. He also expressed concern about how the Police prioritized offences that impacted road safety, say dividing each district into different colour zones. In reply, CSP/T explained that the Police would set priorities for traffic enforcement to enhance road safety and would take enforcement actions against serious traffic offences, in particular double parking. If necessary, illegally parked vehicles would be towed away.

#### Impact on the livelihood of professional drivers

23. Mr WONG Kwok-hing relayed the transport trade's opposition to the Administration's proposal to increase fixed penalty for illegal parking as it might adversely affect the livelihood of professional drivers. He therefore suggested conducting a public hearing to collect their views. Members agreed and suggested that the public hearing should discuss increase in fixed penalty for congestion-related traffic offences as well as implementation of an Electronic Road Pricing Pilot Scheme in Central and its adjacent areas, which would be discussed in the following agenda item.

*(Post-meeting note: The public hearing was held on 5 January 2016.)*

24. In the light of the economic downturn and inadequate parking facilities, Mr Jeffrey LAM and Mr LEUNG Che-cheung were worried that increase in fixed penalty for traffic offences would put burdens on professional drivers. Dr KWOK Ka-ki urged the Administration not to increase the fixed penalty for commercial vehicles, but on private car first. The Deputy Chairman also expressed the view that the current fixed penalty charges, equivalent to around half of the daily salary of professional drivers, had already achieved significant deterrent effect. In addition to the expected decrease in the number of total licensed goods vehicles in the coming years, he considered that the Administration should not increase the fixed penalty charges for professional drivers.

25. In response, STH advised that legally speaking the Administration should treat offences committed by all drivers equally. Nevertheless, noting that professional drivers had substantive demand for parking spaces in their daily operation, the Administration's current policy in the provision of parking spaces was to accord, as far as possible, priority to considering and meeting the parking demand of commercial vehicles.

### Proposed increase magnitude

26. To alleviate road traffic congestion, Mr Frankie YICK opined that the level of current penalties for congestion-related traffic offences, such as picking up/setting down passengers at restricted zones, could be raised. Nevertheless, he expressed the view that the proposed increase magnitude was too high for the public to accept. Considering that increase in fixed penalty against congestion-related traffic offences by 50% was too substantial, Mr CHAN Kam-lam, Mr POON Siu-ping and Mr YIU Si-wing suggested that the Administration's proposal should be implemented in phases.

27. In reply, STH advised that road traffic condition in Hong Kong had been deteriorating in recent years, and rampant illegal parking and loading/unloading activities in restricted zones further aggravated traffic conditions. The Administration proposed to raise the fixed penalty charges against congestion-related traffic offences by 50% to restore the deterrent effect. STH explained that the level of the fixed penalties was last reviewed in 1994 and remained the same up to the present. Having regard to CCPI increase in the past two decades, the Administration proposed to raise the fixed penalties to restore the deterrent effect of fixed penalty tickets. He added that the Administration welcomed views from members and the public on the said proposal.

### Motion

28. After discussion, Mr LEE Cheuk-yan moved the following motion, which was seconded by Mr Frankie YICK –

"本委員會反對政府在未解決車位錯配，執法乏力的情況下，增加違例泊車罰款。"

(Translation)

"That this Panel opposes the Government raising the level of parking fines when the mismatch of parking spaces remains unsolved and law enforcement is lacking in strength."

29. The Chairman put the motion to vote. Eight members voted for, no member voted against it, and one member abstained from voting. The Chairman declared that the motion was carried.

30. In response, STH said that the Administration's proposal to raise fixed penalty for congestion-related traffic offences covered offences not related to parking. The Administration would take into account members' views and concerns.

**IV. Public engagement for Electronic Road Pricing Pilot Scheme in Central and its adjacent areas**

(LC Paper No. CB(4)344/15-16(05) - Administration's paper on Electronic Road Pricing Pilot Scheme in Central and its adjacent areas

LC Paper No. CB(4)344/15-16(06) - Paper on electronic road pricing prepared by the Legislative Council Secretariat (background brief))

31. At the invitation of the Chairman, STH briefed members on the proposed Electronic Road Pricing ("ERP") pilot scheme in Central and its adjacent areas ("the Pilot Scheme").

32. STH said that road traffic congestion had been deteriorating, with a general decline in car journey speed across Hong Kong. On some major traffic corridors (e.g. Des Voeux Road West and Chater Road) on Hong Kong Island, cars only travelled at around 10 km/hour during peak hours, a speed that was not much faster than an adult's average walking speed of 4 to 5 km/hour. Road traffic congestion undermined the mobility, connectivity and livability of the city. STH said that the economy, air quality and image of Hong Kong as a world-class metropolis were also adversely affected by traffic congestion.

33. STH further said that to step up the Government's on-going effort to tackle traffic congestion, he had invited TAC in 2014 to study the matter. The TAC submitted a study report in December 2014 and recommended a total of 12 short, medium and long-term measures to tackle road traffic congestion. The Government agreed in principle with TAC's recommendations and considered it necessary to adopt a multi-pronged strategy to tackle road traffic congestion. One of the recommendations made by the TAC was that the Government should commence the early planning of an ERP pilot scheme in the Central District. STH said that inadequate protection of privacy was one of the public concerns when Hong Kong considered to introduce ERP in the

1980s. Over the years ERP had already been successfully implemented in a number of overseas cities such as Singapore, London and Gothenburg. With the advancement in technology, privacy issues had been addressed to a large extent. STH noted from the information paper prepared by the Legislative Council Secretariat that a delegation from the Panel had visited Singapore in 2014 to study their ERP system and the delegation considered that Hong Kong could implement ERP by making reference to Singapore's experience. STH pointed out that the Government agreed with TAC that ERP was an effective traffic management tool to rationalize the traffic flow in congested areas. The Central District, being the central business district of Hong Kong, was a suitable location for implementing an ERP pilot scheme in view of its congested traffic situation, the availability of a free-of-charge alternative route in the future and ample public transport services. Members noted that the Administration had launched a three-month public engagement exercise (i.e. from 11 December 2015 to 18 March 2016) to collect public views on the Pilot Scheme.

#### General views

34. The Chairman and Mr LEE Cheuk-yan indicated their support to the Pilot Scheme. The Chairman said that since the average travelling speed in urban areas had decreased by about 30% in the past decade, the New People's Party supported implementing ERP to solve the traffic congestion problem during peak hours in busy districts. Mr LEE Cheuk-yan conveyed the Labour Party's view that the use of public transport should be encouraged for the benefit of Hong Kong from the perspectives of environment protection and traffic management.

35. Ir Dr LO Wai-kwok considered it an opportune time to discuss the need to implement ERP given that the Central-Wan Chai Bypass ("CWB") would be commissioned in the next few years. He requested the Administration to provide more information when conducting the public engagement exercise, including the proposed arrangements and options for motorists whose destinations were not Central but were currently forced to pass through Central to get to their destinations. He considered that it might be necessary for members to solicit views from the professional institutions, transport trades and the general public, and duly reflect their views to the Administration during the public engagement exercise.

36. Mr WONG Kwok-hing, however, opined that from his experience of being a member of the Owners' Corporation at the Provident Centre, strengthening law enforcement against illegal parking might be more effective than implementing ERP to solve the traffic congestion problem. He

suggested the Administration to consider launching a trial scheme for five consecutive weekdays to clamp and tow away vehicles which were illegally parked at relevant rampant blackspots in Central.

37. Mr Christopher CHUNG also expressed concern over the serious problem of illegal parking in Central and the lack of relevant law enforcement actions, as well as the lack of parking spaces in Central. He suggested that the Administration should address the above problems, analyse the traffic data after the commissioning of CWB and new railway lines before considering the implementation of ERP.

38. In response, STH explained that illegal parking was only one of the reasons causing traffic congestion in Central. In fact, the traffic in Central was very heavy. Due to the lack of an alternative route at present, motorists whose origins and destinations were not in Central were forced to pass through roads in Central. He said that when CWB was commissioned, those motorists could choose CWB as an alternative route. However, the Government expected that there would still be many vehicles using the roads in Central.

39. Chief Superintendent/Traffic of the Hong Kong Police Force supplemented that at present, the Police would issue a fixed penalty ticket to an offender of illegal parking. If the offender refused to cease illegal parking, a further fixed penalty ticket would be issued to the offender again. Depending on the circumstances, the vehicles causing obstruction would be towed away. He said that the Police had been taking enforcement actions at busy areas to ensure that there was no double parking. He took note of Mr WONG's views and agreed to enhance the traffic enforcement against illegal parking in the Central area.

40. Mr Frankie YICK indicated that the Liberal Party had been opposing to levying of a tax as a means to solve the traffic congestion problem. While indicating that he did not object to consulting the public on the Pilot Scheme, Mr YICK considered that the Administration should first assess the traffic situation after the commissioning of CWB and other new railway lines before considering the implementation of ERP. He also urged the Administration to discuss with the franchisee of Western Harbour Crossing ("WHC") the buy-back option to facilitate the devising of a toll adjustment scheme to rationalize the traffic distribution among the three road harbour crossings. He believed such rationalization of traffic distribution might alleviate the traffic congestion problem in Central. In addition, the Administration might strengthen the law enforcement against congestion-related traffic offences. Mr LEUNG Kwok-hung also reminded the Administration that if ERP was to be implemented in Central, the effectiveness of WHC in traffic diversion

would be greatly reduced as ERP would discourage motorists from driving to Central.

41. Sharing Mr Frankie YICK's view, Mr YIU Si-wing also considered that the Administration should first review the effectiveness of CWB after its commissioning as more updated traffic figures would be available by then for analysis and consideration by the public on the Pilot Scheme. He added that the implementation of ERP in Central might cause traffic congestion in Western District and Wan Chai of Hong Kong Island.

42. In response, Commissioner for Transport ("C for T") advised that the Transport Department ("TD") had indeed assessed the traffic situation in Central while planning for CWB. According to the projections, CWB would divert those motorists whose origins and destinations were not Central from the busy Connaught Road Central. As a result, the volume to capacity ratio at Connaught Road Central would be reduced from over 1.0 (without the commissioning of CWB) to 0.9 (with the commissioning of CWB), which was slightly below the capacity of the relevant road. However, the effectiveness of CWB in reducing the traffic volume at Des Voeux Road Central or Queen's Road Central would be very limited and traffic congestion would still persist. As such, TD considered it necessary to implement additional traffic measures to solve the traffic congestion problem in Central. STH assured members that when concrete options for implementing ERP were proposed in the future, the Administration would certainly take into consideration the latest projections on traffic figures after the commissioning of CWB. STH also emphasised that traffic congestion did not only affect individual motorists, but also resulted in costs to society as a whole. The rationale behind ERP was that all motorists contributing to traffic congestion should shoulder the relevant social costs.

43. Mr Charles MOK expressed the views that ERP should be considered together with other issues including the adequacy of parking spaces to facilitate park-and-ride, the level of penalty for congestion-related traffic offences, the suggestion of designating an area in Central for use by pedestrians and trams only, and bus route rationalization. He also considered that the Administration should establish measures to prohibit employers from transferring the cost of ERP, if implemented, to their driver employees.

44. Dr KWOK Ka-ki pointed out that as reflected by local residents in overseas cities with an ERP Scheme, ERP might be effective at the initial stage of operation. However, its effectiveness would be reduced with time and the traffic congestion level would return to the condition before the ERP implementation. He did not consider ERP an effective means to solve the traffic congestion problem in Central as motorists would have already taken

into account the value of time and the amount of time spent due to traffic congestion before they started their journey. He suggested the Administration to consider other alternatives which were more cost effective to reduce roadside emissions and traffic throughput in a particular area, such as setting up a zone in Central designated for the sole use by environmentally friendly vehicles or public transport having regard to residents' living in the district; or strengthening law enforcement actions against congestion-related traffic offences.

Admin

45. In response, STH explained that ERP had been discussed in Hong Kong over the past 30 years having regard to its effectiveness in overseas cities. He assured members that the Administration would continue to adopt a multi-pronged strategy to tackle traffic congestion and ERP was only one of the measures. At the request of Dr KWOK Ka-ki, STH agreed to provide information on the effectiveness of ERP in respect of reducing traffic volume and increasing average travelling speed within the charging area after ERP had been implemented for a number of years in overseas cities; and the cost of implementing ERP.

46. Mr WU Chi-wai expressed concern that ERP might not be effective in reducing the number of vehicles belonging to the affluent class as they would not mind paying additional charges. He considered that ERP had to be implemented together with a public transport-oriented policy and priority of using the roads would be accorded to users of public transport modes.

47. STH said that discounting those chauffeur-driven cars, the traffic in Central was still very busy. He added that the Government had been adopting a public transport-oriented policy.

*(At 10:22 am, the Chairman extended the meeting for 15 minutes to 10:45 am.)*

#### Views on practical operation of ERP

##### *Charging mechanism and adoption of technology*

48. The Chairman expressed the views that the charging period of ERP should be from 8 am to 8 pm on weekdays only. He also preferred cordon-based charging mechanism which would charge a vehicle each time when the vehicle passed through a charging point during the charging period, and the adoption of the technology of Dedicated Short-range Radio Communication ("DSRC"), which would provide a greater degree of privacy.

He also hoped that the duration of vehicles staying in the charging area could be captured to enable charging of a higher charge for prolonged stay.

49. C for T agreed to consider exploring the feasibility of capturing the time of stay in the charging area by DSRC. However, she pointed out that even a vehicle had stayed in the charging area for a long period of time, the vehicle concerned might have been parked inside a car park without occupying the road space. In such case, DSRC might not be able to capture the actual duration of the vehicle occupying road space. In response to the Chairman's further suggestion of adopting Global Positioning System to capture information on whether the vehicle concerned was on or off the road, C for T said that this might entail the concern on privacy.

50. Mr Charles MOK requested the Administration to adopt the most advanced technology if ERP was to be implemented. He also requested STH to explain how the concern over privacy could be addressed with the advancement in technology.

51. STH assured members that the Administration would make reference to the latest technology if ERP was to be implemented, taking into account the special circumstances of Hong Kong and other relevant factors, including privacy matter. He pointed out that the concern on privacy was also shared by overseas cities which implemented ERP. STH added that the Administration would listen to the views of the public in the next three months and would conduct an in-depth feasibility study to develop detailed options for further discussion by the public.

#### *Areas for implementation*

52. Mr Christopher CHUNG noted that apart from Central, traffic congestion also occurred in other areas like Causeway Bay, Wan Chai and Admiralty. Since Hong Kong was very small, he doubted the effectiveness of implementing ERP in Central only. He noted that very often traffic congestion in Central had indeed been brought by traffic congestion occurred in districts close to it. He attributed the traffic congestion problem to the poor design of roads leading to Central and was of the view that the problem could not be solved by ERP.

53. Mr Tony TSE said that he did not oppose to conducting public consultation on the Pilot Scheme. However, he was aware that apart from Central and its adjacent areas, there were also other road sections on which the car journey speed was very slow. He also pointed out that the effectiveness of ERP hinged very much on the types of vehicles adopting the relevant road



sections as ERP would unlikely reduce the number of commercial vehicles entering the charging areas due to their operational need. As such, he requested the Administration to provide information on the road sections in Hong Kong on which the car journey speed was less than 10 km/hour, the types of vehicles involved and their relevant proportion. Mr Tony TSE and Mr POON Siu-ping respectively asked about the boundary of adjacent areas of Central referred to by the Administration and the Administration's preference in respect of the area in which ERP would be implemented.

Admin

54. STH explained that the public generally considered that the traffic congestion in Central was very serious. Together with the factor that CWB, when commissioned, would provide an alternative route to motorists, the Administration considered it appropriate to conduct the Pilot Scheme in Central and its adjacent areas. He said that details of the Pilot Scheme, such as the boundary of the charging area, would be studied at a later stage in the feasibility study having regard to the public views received. At the request of Mr Tony TSE, STH agreed to provide supplementary information regarding the road sections with car journey speed less than 10 km/hour and the types of vehicles involved and their relevant proportion.

55. Dr KWOK Ka-ki considered that ERP, if implemented, should not cover Admiralty because illegally parked private vehicles were mainly found in Central, not Admiralty. Also, such vehicles were not expected to be parked in Admiralty due to the long walking distance to and/or from Central. He also considered it not feasible to implement ERP in many districts due to public objection and high cost of implementation.

*(At 10:29 am, the Chairman proposed further extending the meeting for 10 minutes to 10:55 am to allow sufficient time for discussion. Members raised no objection.)*

#### *Exemption*

56. The Deputy Chairman, Mr WONG Kwok-hing, Mr Frankie YICK, Mr LEE Cheuk-yan and Mr POON Siu-ping considered that if ERP was to be implemented, commercial vehicles should be exempted from the ERP charges. Mr LEE Cheuk-yan also considered that commercial vehicles should be exempted from the ERP charges due to their operational needs as goods vehicles, in particular the heavy ones, could not be replaced by public transport modes. Mr WONG Kwok-hing and Mr Frankie YICK added that public transport should also be exempted from the ERP charges too.

57. Dr KWOK Ka-ki, Mr Christopher CHUNG and Mr LEE Cheuk-yan expressed concern over the impact of ERP on residents living in Central. Mr LEE requested that residents living within the charging area should be exempted as they should not be penalized for using private cars travelling to and from their homes.

58. In reply, STH said that the Administration had an open mind on the criteria of exemption and would like to listen to the views from different stakeholders in this regard. He invited members to note that the more exemptions or concessions given, the less effective an ERP scheme would become. To achieve the desired level of effectiveness, higher charges would then have to be set for vehicle types which were not exempted or given concession.

59. Referring to STH's statement that much higher charges would have to be set for vehicle types which were not exempted or given concession, Mr Tony TSE queried whether the Administration had any plan to recover the cost of implementing ERP by means of collecting charges.

60. STH clarified that the purpose of levying ERP charges was to manage road use instead of raising revenue for the Government. As such, the Administration would not consider the capital cost of implementing ERP while determining the ERP charges.

61. Noting that the extent of exemption in overseas cities was very limited, the Deputy Chairman expressed concerns that ERP would be implemented without exempting commercial vehicles. He asked about the proportion of commercial vehicles entering Central at present.

62. C for T advised that during the 16-hour peak period on a normal week day, private cars accounted for 40% and taxis another 40% of all the vehicles using roads in Central; whereas commercial vehicles and public transport vehicles each accounted for about 10%.

#### Timetable of implementation

63. Mr POON Siu-ping and Mr WU Chi-wai were concerned over the Administration's timetable of implementing the Pilot Scheme. Mr WU enquired whether it would be implemented after CWB was commissioned and whether enactment of legislation would be required.

64. In reply, STH said that after collecting public views through the current public engagement exercise, the Administration would appoint a consultant to

develop feasible options for the Pilot Scheme for discussion in the next phase of public engagement exercise. Subject to the views collected, the Administration would seek the enactment of a new piece of legislation on the Pilot Scheme as well as funding from the Legislative Council for the implementation. After that, with funding approved, detailed design and engineering works would be carried out, followed by test runs. He estimated that about one year would be required to develop feasible options for the Pilot Scheme after the commencement of the feasibility study. He added that the availability of a free-of-charge alternative route was a prerequisite of the implementation of the Pilot Scheme. As such, the Pilot Scheme, if implemented, would be launched after the commissioning of CWB.

**V. Any other business**

65. There being no other business, the meeting ended at 10:55 am.

Council Business Division 4  
Legislative Council Secretariat  
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