

**SUPPLEMENTAL REPORT OF THE
PUBLIC ACCOUNTS COMMITTEE
ON
REPORT NO. 72 OF THE DIRECTOR OF AUDIT
ON
THE RESULTS OF
VALUE FOR MONEY AUDITS**

December 2019

P.A.C. Report No. 72A

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Introduction

The Establishment of the Committee The Public Accounts Committee is established under Rule 72 of the Rules of Procedure of the Legislative Council of the Hong Kong Special Administrative Region, a copy of which is attached in *Appendix 1* to this Report.

2. **Membership of the Committee** The following Members are appointed by the President under Rule 72(3) of the Rules of Procedure to serve on the Committee:

Chairman : Hon Abraham SHEK Lai-him, GBS, JP

Deputy Chairman : Hon Kenneth LEUNG

Members : Hon Paul TSE Wai-chun, JP
Hon Steven HO Chun-yin, BBS
Hon LAM Cheuk-ting
Hon SHIU Ka-fai, JP
Hon Tanya CHAN

Clerk : Anthony CHU

Legal Adviser : YICK Wing-kin

Procedure

The Committee's Procedure The practice and procedure, as determined by the Committee in accordance with Rule 72 of the Rules of Procedure, are as follows:

- (a) the public officers called before the Committee in accordance with Rule 72 of the Rules of Procedure, shall normally be the Controlling Officers of the Heads of Revenue or Expenditure to which the Director of Audit has referred in his Report except where the matter under consideration affects more than one such Head or involves a question of policy or of principle in which case the relevant Director of Bureau of the Government or other appropriate officers shall be called. Appearance before the Committee shall be a personal responsibility of the public officer called and whilst he may be accompanied by members of his staff to assist him with points of detail, the responsibility for the information or the production of records or documents required by the Committee shall rest with him alone;
- (b) where any matter referred to in the Director of Audit's Report on the accounts of the Government relates to the affairs of an organisation subvented by the Government, the person normally required to appear before the Committee shall be the Controlling Officer of the vote from which the relevant subvention has been paid, but the Committee shall not preclude the calling of a representative of the subvented body concerned where it is considered that such a representative could assist the Committee in its deliberations;
- (c) the Director of Audit and the Secretary for Financial Services and the Treasury shall be called upon to assist the Committee when Controlling Officers or other persons are providing information or explanations to the Committee;
- (d) the Committee shall take evidence from any parties outside the civil service and the subvented sector before making reference to them in a report;
- (e) the Committee shall not normally make recommendations on a case on the basis solely of the Director of Audit's presentation;
- (f) the Committee shall not allow written submissions from Controlling Officers other than as an adjunct to their personal appearance before the Committee; and

Procedure

- (g) the Committee shall hold informal consultations with the Director of Audit from time to time, so that the Committee could suggest fruitful areas for value for money study by the Director of Audit.

2. **Confidentiality undertaking by members of the Committee** To enhance the integrity of the Committee and its work, members of the Public Accounts Committee have signed a confidentiality undertaking. Members agree that, in relation to the consideration of the Director of Audit's reports, they will not disclose any matter relating to the proceedings of the Committee that is classified as confidential, which shall include any evidence or documents presented to the Committee, and any information on discussions or deliberations at its meetings, other than at meetings held in public. Members also agree to take the necessary steps to prevent disclosure of such matter either before or after the Committee presents its report to the Council, unless the confidential classification has been removed by the Committee.

3. A copy of the Confidentiality Undertakings signed by members of the Committee has been uploaded onto the Legislative Council website.

4. **The Committee's Report** This Report contains the Public Accounts Committee's supplemental report on Chapter 1 of Report No. 72 of the Director of Audit on the results of value for money audits which was tabled in the Legislative Council on 17 April 2019. Value for money audits are conducted in accordance with the guidelines and procedures set out in the Paper on Scope of Government Audit in the Hong Kong Special Administrative Region - 'Value for Money Audits' which was tabled in the Provisional Legislative Council on 11 February 1998. A copy of the Paper is attached in *Appendix 2*. The Committee's Report No. 72 was tabled in the Legislative Council on 16 October 2019.*

* The Committee's Report No. 72 could not be tabled as scheduled at the Legislative Council meeting of 10 July 2019 due to the cancellation of that meeting. In compliance with Rule 72(10) of the Rules of Procedure, the Report was made and circulated to all Legislative Council Members on 17 July 2019. The Report was then arranged to be tabled in the Legislative Council on 16 October 2019.

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5. **The Government's Response** The Government's response to the Committee's Report is contained in the Government Minute, which comments as appropriate on the Committee's conclusions and recommendations, indicates what action the Government proposes to take to rectify any irregularities which have been brought to notice by the Committee or by the Director of Audit and, if necessary, explains why it does not intend to take action. It is the Government's stated intention that the Government Minute should be laid on the table of the Legislative Council within three months of the laying of the Report of the Committee to which it relates.

Committee Proceedings

Meetings The Committee held a total of three meetings and two public hearings in respect of the subject covered in this Report. During the public hearings, the Committee heard evidence from a total of 15 witnesses, including one Director of Bureau and eight Heads of Department. The names of the witnesses are listed in *Appendix 3* to this Report.

2. **Arrangement of the Report** The evidence of the witnesses who appeared before the Committee, and the Committee's specific conclusions and recommendations, based on the evidence and on its deliberations on the relevant chapter of the Director of Audit's Report, are set out in Part 4 below.

3. The video and audio record of the proceedings of the Committee's public hearings is available on the Legislative Council website.

4. **Acknowledgements** The Committee wishes to record its appreciation of the cooperative approach adopted by all the persons who were invited to give evidence. In addition, the Committee is grateful for the assistance and constructive advice given by the Secretary for Financial Services and the Treasury, the Legal Adviser and the Clerk. The Committee also wishes to thank the Director of Audit for the objective and professional manner in which he completed his Report, and for the many services which he and his staff have rendered to the Committee throughout its deliberations.

A. Introduction

The Audit Commission ("Audit") conducted a review to examine the Administration's work in planning, provision and management of public parking spaces with a view to identifying areas for improvement. A related review was conducted in October 1999.¹

2. Hon SHIU Ka-fai declared that he was a non-official member of the Hong Kong Housing Authority ("HA").

Background

3. In Hong Kong, the Government adopts a transport policy based on public transport (including railways, trams, buses, minibuses, taxis and ferries) with railways as the backbone. Every day, over 12 million passenger trips are made through different public transport services, which account for over 90% of the total passenger trips, while less than 10% of the total passenger trips are made through private cars. As at 31 December 2018, there were about 784 400 licensed vehicles, including 565 800 private cars, 54 900 motorcycles and 123 600 commercial vehicles.²

4. Under the policy directives of the Transport and Housing Bureau ("THB"), the Transport Department ("TD") is responsible for parking-related matters for licensed vehicles. According to the Hong Kong Planning Standards and

¹ The issue on the management of on-street parking spaces and parking facilities was published in the Director of Audit's Report No. 33 of October 1999 and the Public Accounts Committee's conclusions and recommendations made in respect of the subject were published in its Report No. 33 in February 2000.

² According to the Transport Department, regarding parking needs, commercial vehicles included light goods vehicles ("LGVs"), medium goods vehicles, heavy goods vehicles, coaches and non-franchised public buses, but excluded van-type LGVs as they might also be parked at parking spaces for private cars. Other licensed vehicles totalling 40 100 comprised: (a) 18 150 taxis which generally operated on the road round the clock and their parking demand was mainly for short duration stay; and (b) 6 150 franchised buses, 4 300 public light buses, 3 350 private light buses, 1 750 special purpose vehicles and 6 400 government vehicles, most of which were parked at depots, bus stops within public transport termini as well as stands.

Planning, provision and management of public parking spaces

Guidelines ("HKPSG"),³ parking spaces in a development are generally divided into ancillary parking spaces (restricted to owners and authorized users) and public parking spaces (for use by the general public). Public parking spaces are mainly provided through: (a) incorporation of parking spaces in private, public housing and Government, Institution or Community ("G/IC") developments,⁴ and open space projects; (b) short-term tenancy ("STT") car parks administered by the Lands Department ("LandsD"); and (c) government multi-storey car parks and on-street parking spaces managed by TD.

5. As at 31 December 2018, 756 909 parking spaces (including 238 320 public parking spaces) were provided to meet the parking needs of 744 191 licensed private cars, commercial vehicles and motorcycles. In 2018, the revenue from 11 government multi-storey car parks and metered parking spaces amounted to \$220 million and \$287 million respectively.

6. The Committee held two public hearings on 10 and 31 May 2019 to receive evidence on the findings and observations of the Director of Audit's Report ("Audit Report").⁵

The Committee's Report

7. The Committee's Report sets out the evidence gathered from witnesses. The Report is divided into the following parts:

- Introduction (Part A) (paragraphs 1 to 11);
- Planning and provision of public parking spaces (Part B) (paragraphs 12 to 36);

³ HKPSG is a Government manual of criteria for determining the scale and locational requirements of various land uses and facilities. According to the Planning Department, it is responsible for coordinating the compilation of HKPSG, and government bureaux and departments will from time to time formulate/review their planning standards and guidelines in HKPSG, taking into account their policies and requirements.

⁴ G/IC development is intended primarily for the provision of G/IC facilities serving the needs of the local residents and/or a wider district, region or the territories. It is also intended to provide land for use directly related to or in support of the work of the Government, organizations providing social services to meet community needs, and other institutional establishments.

⁵ A third public hearing originally scheduled for 17 July 2019 had been cancelled as the Legislative Council Complex was not available for meeting. The Committee then decided that the Administration should be requested to reply to the Committee's written questions.

Planning, provision and management of public parking spaces

- Management of government multi-storey car parks (Part C) (paragraphs 37 to 60);
- Management of on-street parking spaces (Part D) (paragraphs 61 to 87);
- Implementation of parking-related technology initiatives (Part E) (paragraphs 88 to 109); and
- Conclusions and recommendations (Part F) (paragraphs 110 to 112).

Speech by Director of Audit

8. **Mr John CHU Nai-cheung, Director of Audit**, gave a brief account of the Audit Report at the beginning of the Committee's public hearing held on 10 May 2019. The full text of his speech is in *Appendix 4*.

Opening statement by Secretary for Transport and Housing

9. **Mr Frank CHAN Fan, Secretary for Transport and Housing**, made an opening statement at the beginning of the Committee's public hearing held on 10 May 2019, the summary of which is as follows:

- given that the Government's transport policy was based on public transport with railways as the backbone, and not to attract passengers to opt for private cars in lieu of public transport, the Administration had not set any specific targets for the provision of parking spaces;
- THB and TD would adopt in an orderly manner a series of short and medium to long-term measures to suitably increase the number of parking spaces in accordance with the "Single Site, Multiple Uses" principle. TD would also proactively take forward the automated parking system ("APS");⁶ and

⁶ An APS (also known as intelligent or mechanical parking system) can increase the number of vehicles to be parked in a given footprint through stacking up vehicles in a compact manner by mechanical lifting/sliding or autonomous manoeuvring devices.

Planning, provision and management of public parking spaces

- TD had since February 2019 taken measure to expedite the handling of abandoned vehicles at government multi-storey car parks to ensure effective utilization of their parking spaces. TD would also continue to drive "Smart Mobility" through taking forward technology initiatives, such as the installation of new generation of parking meters starting from mid 2020 with the provision of real-time parking data and further enhancements to the dissemination of parking vacancy information to motorists.

The full text of Secretary for Transport and Housing's opening statement is in *Appendix 5*.

10. With reference to Table 1 in paragraph 1.9 of the Audit Report about 9 220 public parking spaces in G/IC developments as at 31 December 2018, the Committee asked whether TD could discuss with the relevant government departments the possibility of extending the operating hours of G/IC facilities in order to increase the availability of their public parking spaces.

11. **Secretary for Transport and Housing** replied in his two letters dated 9 May 2019 and 25 July 2019 (*Appendices 6* and *7* respectively) that:

- the public parking spaces in G/IC developments were mainly parking spaces in government buildings, parks, sports facilities, markets, educational institutions and hospitals that were provided for use by the general public. The operating hours of the premises would vary depending on the services provided by the facilities and the contract terms of the car park operators; and
- TD would actively follow up with the relevant government departments on the proposed extension of operating hours of the concerned G/IC facilities and work towards incorporating related provisions into new management contracts for car parks as soon as possible so as to increase the availability period of these parking spaces.

B. Planning and provision of public parking spaces

12. According to paragraph 2.3 of the Audit Report, TD projected that, based on the increasing trend in the number of private cars, the number of parking spaces to vehicles ("parking space ratio") would further drop to less than 1 in the coming years.

The Committee enquired about the parking space ratios in the coming three years with the projected change in the number of public car parking spaces.

13. **Secretary for Transport and Housing** advised in his letter dated 9 May 2019 (*Appendix 6*) that:

- as at end December 2018, the number of private cars (inclusive of van-type light goods vehicles ("LGVs"))⁷ was 616 220, whereas the number of parking spaces available for private cars was 675 264. The ratio was about 1.10;
- as at the first quarter of 2019, the annual growth rate of licensed private cars over the past 12 months was about 2%. Based on this growth trend, the estimated numbers of private cars in the next three years would be about 628 500, 641 100 and 653 900 respectively;
- from 2016 to 2018, the average growth rate of private car parking space provision was about 1.3% per annum. Should this trend continue and assuming the aforesaid car growth rate, the related parking space ratio would drop by about 0.01 per year in the next three years; and
- TD had not compiled specific projection on the future supply of public parking spaces for private cars as the provision of new parking spaces was contingent on the results of district consultation and progress of individual development projects.

14. Noting from Figure 1 in paragraph 2.3 of the Audit Report that the parking space ratio for commercial vehicles had been hovering around 0.65 in the past five years, the Committee asked whether there was a target set for this ratio and whether the above parking space ratio indicated a shortage in parking spaces for commercial vehicles, and also about the Administration's efforts in achieving the policy objective of according priority to considering and meeting the parking demand of commercial vehicles in the provision of parking spaces.

⁷ See Note 2 to paragraph 3.

15. **Secretary for Transport and Housing** said at the public hearings and supplemented in his letter dated 25 May 2019 (*Appendix 8*) that:

- the parking space ratio of around 0.65 suggested a shortage in parking spaces for commercial vehicles. However, since some commercial vehicles operated round-the-clock, operated and parked in the Mainland, or parked at non-designated parking spaces (including brownfield sites in the New Territories), the actual shortage should be less serious;
- the Administration did not set a target parking space ratio for commercial vehicles. Given the limited land resources in Hong Kong and the competing priorities for different land uses, it would not be practicable for the Administration to pursue a rigid target;
- TD was taking forward a consultancy study on parking for commercial vehicles for completion by end 2019. The study would establish a parking demand model for projecting the demand for and supply of parking spaces for commercial vehicles in all districts up to 2031 with a view to devising short to long-term measures to address the anticipated demand; and
- the Administration had been pursuing various measures to increase the supply of parking spaces for commercial vehicles as follows:
 - (a) designating suitable on-street locations as night-time parking spaces;
 - (b) requiring developers to provide parking spaces at the higher end of the parking standards under HKPSG for new developments;
 - (c) encouraging parking of student service vehicles within school premises after school hours;
 - (d) providing on-street parking spaces and picking up/setting down facilities for coaches; and
 - (e) specifying in the tenancy agreements of suitable STT car parks a minimum number of parking spaces to be reserved for commercial vehicles.

16. At the request of the Committee, **Secretary for Transport and Housing** provided in his letter dated 25 May 2019 (*Appendix 8*) a table setting out the expected increase in the supply of parking spaces totalling 9 849 as a result of the Administration's short, medium and long-term measures and the implementation timetable for each of these measures.

17. With reference to Table 2 in paragraph 2.4 of the Audit Report, the Committee sought the distribution between hourly charged parking spaces which would be available to meet short-term parking needs, and monthly charged parking spaces for each of the following types of public parking spaces: G/IC developments, public housing developments, private developments, government multi-storey car parks and STT car parks.

18. **Secretary for Transport and Housing** provided in his letter dated 9 May 2019 (*Appendix 6*) the distribution between hourly charged parking spaces and monthly charged parking spaces of the 11 government car parks under TD's purview. TD did not have information about such distribution of parking spaces in other types of car parks.

19. On the Committee's enquiry about the mechanism/measures put in place by the Administration to ensure the reasonable distribution of hourly charged and monthly charged parking spaces in private developments, **Secretary for Transport and Housing** responded in his letter dated 9 May 2019 (*Appendix 6*) that the Administration did not regulate the distribution of hourly charged and monthly charged parking spaces of car parks in private developments, which was a matter for the market to determine.

20. The Committee noted from paragraphs 2.6 and 2.7 of the Audit Report that according to the Second Parking Demand Study Final Report issued by TD in November 2002 ("2002 Study Report"), there were surplus parking facilities for private cars up to 2011. Subsequently, in 2003 and 2014, the parking space standards of HKPSG for private housing developments were substantially revised, resulting in a reduction in the number of such parking spaces. The Committee was, however, concerned that since 2006 there had been a significant increase in the number of private cars, which resulted in the private car parking space ratio decreasing to 1.10 in 2018 and further to a projected ratio of less than 1 in the coming years. The Committee thus queried the justifications in revising HKPSG in

2014 to further reduce the provision of parking spaces despite the increasing number of private cars.

21. **Secretary for Transport and Housing** explained at the public hearings and supplemented in his letter dated 25 May 2019 (*Appendix 8*) that:

- HKPSG were revised in February 2014 taking into account the results of a consultancy study on "Review of Parking Standards for Private Housing Developments in the Hong Kong Planning Standards and Guidelines"; and
- under the aforesaid study, parking surveys covering 127 private housing developments with 32 654 private car parking spaces were conducted in 2009. The surveys revealed that there was over-provision of parking spaces for small and medium-sized flats (i.e. gross floor area of less than 100 square metres), but a shortfall for large flats (i.e. gross floor area of not less than 100 square metres). Upon completion of the study in mid 2012 and after due consultation with relevant government departments and stakeholders, the parking requirements in HKPSG were revised in February 2014 to adjust downwards the private car parking standards for small and medium-sized flats and upwards for large flats.

22. At the request of the Committee, **Director of Planning** provided in his letter dated 21 May 2019 (*Appendix 9*) a copy of parking-related standards in HKPSG and details of the revisions made to HKPSG since 2003 concerning parking-related standards.

23. In response to the Committee's enquiry about the Administration's view on the need to control the growth of private cars and the measures that had been/would be taken in this respect, **Secretary for Transport and Housing** advised at the public hearings and supplemented in his letter dated 25 May 2019 (*Appendix 8*) that the Transport Advisory Committee ("TAC")⁸ published in December 2014 its Report on

⁸ TAC's function is to advise the Chief Executive-in-Council on broad issues of transport policy with a view to improving the movement of both people and freight. Its membership comprises 16 non-official members (including the chairman) and three ex-officio members (i.e. the Permanent Secretary for Transport and Housing (Transport) or his representative, the Commissioner for Transport and the Commissioner of Police or his representative).

Study of Road Traffic Congestion in Hong Kong⁹ with 12 recommended short, medium and long-term measures to tackle traffic congestion. Although the year-on-year growth in the number of private cars had slightly eased recently, it was still a main contributory factor to road congestion and could not be ignored. The Administration would continue to closely monitor the situation and progressively take forward the recommendations of TAC.

24. The Committee noted from Case 1 in paragraph 2.12 of the Audit Report that the proposed project scope of the Town Park in Areas 66 and 68 in Tseung Kwan O ("TKO") was supported by the Sai Kung District Council in March 2011, but TD only proposed to split the Town Park project into two separate projects in November 2018, namely a Town Park project in TKO Area 68 by the Leisure and Cultural Services Department ("LCSD") as the project proponent and a Town Park with an underground car park project in TKO Area 66 (providing 395 parking spaces) by TD as the project proponent. The Committee was concerned why TD only proposed to incorporate an underground car park into the open space project until some seven years after the Sai Kung District Council had supported the project scope in 2011. The Committee enquired about the actions taken by TD from March 2011 up to June 2017 when TD found that there would be a shortfall of 472 parking spaces upon the termination of an STT car park in TKO Area 66.

25. **Secretary for Transport and Housing** explained at the public hearings and supplemented in his letter dated 25 May 2019 (*Appendix 8*) that although TKO Areas 66 and 68 were earmarked for the proposed Town Park, TD was not aware of any concrete development timetable for the project until January 2017 when the project was announced in the 2017 Policy Address as one of the 26 projects of sports and recreation facilities to be launched in the following five years. Before January 2017, as the subject site had been used as an STT public car park since February 2013, TD had been monitoring the utilization of the STT car park and keeping in view any concrete programme for the Town Park project that might impact on the continued operation of the STT public car park.

26. On the Committee's enquiry about TD's actions in response to Audit's comments on TD's inadequacies in planning stated in paragraph 3 of Case 1, **Ms Mable CHAN, Commissioner for Transport**, said at the public hearings and

⁹ Report on Study of Road Traffic Congestion in Hong Kong (accessed on 5 November 2019): https://www.thb.gov.hk/eng/boards/transport/land/Full_Eng_C_cover.pdf

Secretary for Transport and Housing supplemented in his letter dated 25 May 2019 (*Appendix 8*) that:

- as STT sites were meant for temporary use before resumption for long-term developments, TD would critically review the demand for parking spaces in planning the reprovisioning of STT car parks in future, taking into account the programme of long-term developments, local traffic conditions, land availability, utilization of car parks nearby, illegal parking in the vicinity and views of stakeholders;
- TD would, in line with the principle of "Single Site, Multiple Uses", work closely with the project proponents at the early stage of the long-term developments to explore the feasibility of reprovisioning of parking spaces in situ as part of the developments as far as practicable. Based on this principle and the parking demand in the area, TD had, upon the Administration's announcement of the planning timetable of the Town Park project, proposed the provision of public car parking spaces in the project to meet local parking needs; and
- TD was studying the provision of additional parking spaces in the Joint User Government Office Building in TKO Area 67 on top of the committed 105 parking spaces as well as other projects in the vicinity with a view to mitigating the shortfall of parking spaces in the area.

27. At the request of the Committee, **Ms Michelle LI Mei-sheung, Director of Leisure and Cultural Services**, provided in her letter dated 27 May 2019 (*Appendix 10*) a chronology of actions taken by LCSD for the Town Park project. The Committee noted from her letter that the progress of new public parking spaces under the principle of "Single Site, Multiple Uses" in G/IC developments would largely hinge on the coordination among the relevant departments concerned as well as the support of the local communities. In this regard, the Committee asked whether THB/TD had considered putting in place any measures/mechanism to facilitate better coordination among government bureaux/departments concerned and solicit the support of the local community so that the public parking spaces could be made available to the public as soon as possible.

28. **Commissioner for Transport** responded at the public hearings and **Secretary for Transport and Housing** supplemented in his letter dated 25 July 2019 (*Appendix 7*) that:

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- TD had been monitoring the parking demand of TKO, and would identify suitable government sites or facilities in the district for the provision of public car parks under the principle of "Single Site, Multiple Uses" so as to optimize the use of the sites;
- if the provision of public car parks was considered necessary, TD would liaise with the government departments concerned during the planning stage of the relevant projects, and request the provision of public car parks under the projects; and
- the Administration was revising internal guidelines to the effect that all government departments were required to consult TD on the need to provide public car parks during the early stage of project planning, such as when devising the major facilities of the projects, and to conduct technical and traffic impact assessments as appropriate. TD would also issue internal guidelines on the provision of public parking spaces in proposed new development and redevelopment projects.

29. With reference to paragraph 2.13 of the Audit Report, the Committee enquired about TD's efforts in monitoring the utilization rate of the lorry park in the private development in Case 2 and the latest position on the utilization of the LGV parking spaces.

30. **Commissioner for Transport** advised at the public hearings and **Secretary for Transport and Housing** supplemented in his letter dated 25 May 2019 (*Appendix 8*) that TD had been monitoring the utilization of the subject car park with 155 LGV parking spaces by site surveys. In the site survey conducted in April 2019, TD observed that about 50 LGVs were parked in the car park. TD also kept track of the local parking demand from LGVs through surveys on illegal parking situation covering the area within 500 metres from the car park concerned. It was found that around 120 LGVs were illegally parked, suggesting that the LGV parking demand in the locality was comparable to the number of LGV parking spaces provided in the car park.

31. For Case 2, the Committee also expressed concern about LandsD's handling of the non-compliance issue found in the inspection of October 2016 to the subject car park where its ingress and egress points were blocked by movable railings. The Committee questioned why LandsD had not issued warning letter to the owner of the

private development concerned when it noted similar non-compliance during its inspection of October 2017.

32. **Mr Thomas CHAN Chung-ching, Director of Lands**, explained at the public hearings and supplemented in his letter dated 24 May 2019 (*Appendix 11*) that:

- according to file records, it was due to an oversight that no warning letter had been issued in respect of the breach in lease conditions after the annual site inspection of October 2017. LandsD took immediate follow-up actions with site inspection conducted on 16 May 2018 when an enquiry about Case 2 was received.¹⁰ As the same breach in lease conditions still persisted as revealed from site inspection, a warning letter was issued to the lot owner on 25 May 2018 requiring rectification of the breach within 14 days;
- the car park operator replied on 29 May 2018 informing that the breach was rectified with metal fences at the car park entrance removed. Another site inspection conducted by LandsD on 31 May 2018 confirmed that the concerned metal fences were removed and the breach was considered rectified; and
- LandsD issued emails in August and October 2018 to remind District Lands Offices to monitor and check compliance of lease conditions and to take follow-up actions in accordance with the prevailing guidelines. To reinforce the message and as a further reminder, LandsD issued a memo in May 2019 consolidating previous guidelines given in August and October 2018.

At the request of the Committee, **Director of Lands** provided in his above letter the latest guidelines promulgated in May 2019 for the handling of cases relating to non-compliance of lease conditions and follow-up actions in respect of rectified cases.

¹⁰ In mid May 2018, in processing a planning application of a new development nearby, the Planning Department sought advice from LandsD on the provision of the public lorry park in the subject private development from land administration aspect.

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33. With reference to Case 3 in paragraph 2.13 of the Audit Report, the Committee enquired about the actions that could be taken by LandsD against the private lot owner's failure to make rectification in respect of the occupation of LGV parking spaces by private cars despite repeated issuance of warning letters to the lot owner concerned by LandsD.

34. **Director of Lands** advised at the public hearings and supplemented in his letter dated 24 May 2019 (*Appendix 11*) that:

- when a breach of lease conditions warranting lease enforcement actions was detected and confirmed, LandsD would take lease enforcement action according to the established procedures by issuing warning letters to the lot owner requesting rectification of the breach, the failure to comply with which might lead to registration of the warning letters in the Land Registry, with reservation of the rights to take further appropriate lease enforcement action which might include taking re-entry action in accordance with the lease terms and under the Government Rights (Re-entry and Vesting Remedies) Ordinance (Cap. 126); and
- in response to LandsD's warning letters, the lot owner in Case 3 had taken positive actions against the improper parking by private cars, including erecting directional signs to guide the car park users and warning notices of taking impounding actions. According to the lot owner, there were genuine difficulties in enforcement which were beyond his control as individual private car drivers often ignored the warning notices and parked their private cars in the spaces designated for goods vehicles.

35. Noting the aforesaid difficulties encountered by the lot owner in managing LGV parking spaces, the Committee asked about the measures that could be taken by LandsD or other government departments to facilitate the owner's compliance with the relevant lease condition which required the owner to provide a specified number of public parking spaces for certain types of vehicles.

36. **Director of Lands** added in his letter dated 19 June 2019 (*Appendix 12*) that:

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- LandsD would continue to remind the owner of the obligation to comply with the relevant conditions, and recommend the owner to consider taking appropriate management measures to this end, such as mounting clear and suitable warning signs at parking spaces, and clamping private vehicles that had wrongly parked in spaces marked for LGVs;
- if the owner could show that the parking demand for LGVs in the area concerned was low, subject to the advice and agreement of TD, LandsD might consider an application from the owner to convert the parking spaces for use by private vehicles either on a short-term or permanent basis with a view to putting the parking spaces to their optimal uses; and
- LandsD would also explore with TD measures to make information on public vehicle parking spaces more widely accessible to the public. This might include publishing information of public vehicle parking spaces (such as type of car parking spaces, real-time parking space availability, etc.) including but not limited to those operated by private owners under lease through the GeoInfo Map, a public online map service provided by LandsD, as well as the GeoData Store, a portal for the public and application developers to search and access geospatial data.

C. Management of government multi-storey car parks

37. With reference to paragraphs 3.15 to 3.18 of the Audit Report, the rooftop of Kwai Fong Car Park¹¹ had been closed since the completion of its security installation works in October 2013 and since then all the 75 parking spaces on the rooftop had not been open for public use. According to TD, the surface of the rooftop of the car park was found not suitable for parking and was thus closed pending repair works. Upon liaising with the Architectural Services Department ("ArchSD"), the repair works were completed in October 2018. The rooftop of the car park was subsequently re-opened for temporary use as a vehicle detention centre since April 2019. The Committee requested the Administration to provide a

¹¹ Kwai Fong Car Park is a seven-storey car park providing 645 parking spaces, including 552 parking spaces for private cars, van-type LGVs and taxis, and 93 parking spaces for motorcycles. According to the floor plans of Kwai Fong Car Park, 477 parking spaces for private cars, van-type LGVs and taxis are located on 1st to 7th floors of the car park and the remaining 75 parking spaces for private cars, van-type LGVs and taxis are located on the rooftop of the car park.

chronology of key actions taken in respect of the rooftop parking spaces between October 2013 and April 2019, and to advise when the rooftop parking spaces would be re-opened for general parking purpose.

38. **Secretary for Transport and Housing** provided the chronology in his letter dated 9 May 2019 (*Appendix 6*), and **Commissioner for Transport** added in her letter dated 9 October 2019 (*Appendix 13*) that TD would review the need for the vehicle detention centre and examine the feasibility of opening part of the roof for car parking purpose, while continuing to reserve the remaining part for vehicle detention purpose. TD aimed to complete the review by end 2019.

39. According to the letter from Secretary for Transport and Housing dated 9 May 2019 (*Appendix 6*), TD discussed with ArchSD the re-roofing works of Kwai Fong Car Park at a site meeting held on 8 July 2014. However, instead of re-roofing works, only water seepage maintenance works were conducted on the roof. The water seepage problem at the rooftop of the car park had not yet been fully addressed. The Committee further asked about the conclusions reached at the above site meeting.

40. **Commissioner for Transport** advised at the public hearings and **Secretary for Transport and Housing** supplemented in his letter dated 25 July 2019 (*Appendix 7*) that TD was aware of the serious water leakage problem at the rooftop of the car park as early as October 2013 when the security enhancement works were completed. TD thus considered that the rooftop was temporarily not suitable for parking and was in need of massive re-roofing works. A chronology of key events in respect of the repair works for the car park rooftop from October 2013 to July 2014 was provided in the above letter.

41. **Mrs Sylvia LAM YU Ka-wai, Director of Architectural Services**, replied at the public hearing and supplemented in her letter dated 19 June 2019 (*Appendix 14*) that:

- on 31 October 2013 and at TD's invitation, ArchSD's consultant briefed and shared views with TD on the proposed scope of Kwai Fong Car Park Refurbishment Project. The Refurbishment Project included barrier-free-access works and re-roofing works proposed by the consultant, who indicated that the roof had leaked seriously and had caused concrete spalling;

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- the meeting held on 8 July 2014 was only a preliminary preparatory meeting at which the programme of site works had not yet been established, and detailed arrangement was yet to be discussed. As Kwai Fong Car Park had not been re-roofed since it was constructed, ArchSD agreed to include the re-roofing works in the project scope as preventive maintenance works having regard to the consultant's recommendation and the water seepage problem reported by TD; and
- due to the age of the car park and the fact that it was not built by ArchSD, the details of the existing roof construction had to be verified in situ before commencing the re-roofing works. The verification, however, revealed that the original design and construction of the waterproofing layer in the rooftop of the car park was extremely rare, and would make the re-roofing works more difficult and complicated. The replacement of the existing waterproofing layer might affect the overall structural stability. As such, the re-roofing works were subsequently omitted from the original plan. After careful consideration, ArchSD decided to adopt another maintenance method (localized epoxy injection) which was relatively economical and pragmatic for the car park.

42. In reply to the Committee's enquiry, **Director of Architectural Services** provided in her letter dated 19 June 2019 (*Appendix 14*) the details of general maintenance works and roof water seepage maintenance works on the 7th floor and rooftop of Kwai Fong Car Park arranged by ArchSD from 2014 to 2018, including the scope of and expenditure incurred for each of these maintenance and repair works. The roof water seepage works (including localized epoxy injection) carried out to the car park from 2014 to 2018 amounted to \$179,156.

43. According to the letter from Director of Architectural Services dated 19 June 2019 (*Appendix 14*), ArchSD advised TD on 19 November 2015 that the technical constraints for re-roofing works had been overcome, but the re-roofing works would only be initiated if the situation warranted. The Committee enquired about the circumstances under which the complete re-roofing works would be considered given that the repair and maintenance works carried out by ArchSD so far failed to address the water seepage problem of the car park effectively. The Committee enquired about the estimated cost to be incurred by such complete re-roofing works.

44. **Director of Architectural Services** replied in her letter dated 17 September 2019 (*Appendix 15*) that:

- the repair and maintenance works by way of localized epoxy injection carried out to the car park was generally effective in addressing the water seepage problem, and the situation of water seepage from the roof had improved. This repair method was much more economical and would cause less disturbance than complete re-roofing; and
- ArchSD would consider complete re-roofing works if the water seepage problem had become so extensive that it could not be effectively and economically addressed by localized epoxy injection. The estimated cost of complete re-roofing was about \$3.5 million.

45. Noting from the letter of Director of Architectural Services dated 19 June 2019 (*Appendix 14*) that the maintenance works carried out to Kwai Fong Car Park (mainly concrete repairs to the ceiling of the 7th floor) between November 2015 and October 2018 did not affect the opening of its rooftop for car parking, the Committee asked why TD did not re-open the rooftop parking spaces for public use during the aforesaid period.

46. **Commissioner for Transport** explained in her letter dated 9 October 2019 (*Appendix 13*) that:

- TD was advised on 19 November 2015 that ArchSD had sorted out the technical constraints and designed a new re-roofing system. However, given that the re-roofing works would incur higher construction cost, it would not be carried out within 2015. ArchSD further indicated that it was attempting to sort out the funding issue and would keep TD informed of the progress in due course;
- notwithstanding that the repair and maintenance works by way of localized epoxy injection was being carried out to Kwai Fong Car Park from 2015 to 2018, spalling concrete had been found at the ceiling soffit with water seepage at various locations of the ceiling on the 7th floor. Whilst the 7th floor of the car park was handed over by ArchSD to TD in January 2016 upon completion of the repair works and was opened in February 2016, water seepage problems emerged, rendering the need to close the affected car parking spaces for repair works;

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- noting that the re-roofing works had yet to be completed and in order to avoid the haphazard operation of the car parking spaces concerned, TD considered that the rooftop was temporarily not suitable for parking until the prolonged water seepage problem was dealt with; and
- on 27 November 2017, TD secured the agreement with ArchSD to conduct a site meeting at which TD raised the need for repair works to be done such that TD could resolve the water seepage problem and prepare for the re-opening of the roof of the car park for parking purpose. In the meantime, the need for using the roof as a temporary vehicle detention centre arose in April 2018. With the eventual confirmation of ArchSD to proceed with the basic repair works on the roof and the works completion in October 2018, the roof was subsequently opened for use as a temporary vehicle detention centre with effect from 1 April 2019.

47. In response to the Committee's enquiry about the estimated loss of parking fees arising from the closure of rooftop parking spaces at Kwai Fong Car Park from October 2013 up to 1 April 2019, **Commissioner for Transport** replied at the public hearings and **Secretary for Transport and Housing** further explained in his letter dated 25 July 2019 (*Appendix 7*) that:

- users of the car park generally preferred parking their vehicles on the lower floors for convenient entry and exit, while the utilization rate of parking spaces on the rooftop floor was relatively low. The monthly average maximum utilization rate of the car park rose from 44% in October 2013 to about 70% in 2015 (when the 7th floor and rooftop of the car park were closed), and to about 80% in March 2019 (i.e. before the rooftop was formally converted into a temporary vehicle detention centre). This showed that the demand for parking spaces at Kwai Fong Car Park did not outgrow the supply thereat;
- in order to reserve parking spaces for vehicles with monthly parking tickets, the car park sometimes had to restrict the entry of vehicles during 11:00 am to 1:00 pm. Operating records of the car park showed that restriction on vehicle entry was imposed on average of 10 and 11 days each month in 2017 and 2018 respectively, and six days on average each month in 2019 (from January to March); and
- by making reference to the utilization rates during the said period with no restriction on vehicle entry imposed and assuming that all vehicles

were able to use the car park when the restriction was in place, TD roughly estimated that the parking fees forgone during the time periods when restriction on vehicle entry was imposed from January 2017 to March 2019 amounted to around \$19,000.

48. In response to the Committee's enquiry about the handling of the 13 abandoned vehicles in five government multi-storey car parks mentioned in paragraph 3.20 of the Audit Report, **Commissioner for Transport** advised at the public hearings and **Secretary for Transport and Housing** added in his letter dated 25 July 2019 (*Appendix 7*) that:

- the car park operators had, in all cases, served notices by registered post to the registered addresses of the vehicle owners, stating that their respective vehicles had been parked at the car park for a prolonged period, and requesting payment in full of the accrued parking fees and removal of the vehicle from the car park;
- where the vehicle owners had failed to pay the parking fees and remove their vehicles from the car park within the specified period, the operators impounded the vehicles with authorized immobilization device, and served notices by registered post to the vehicle owners again, stating that their vehicles would become government property and that the Government was entitled to sell the vehicles if the vehicles were not driven away from the parking spaces and the accrued parking fees remained unsettled; and
- the operators had also published the same notice in Chinese and English newspapers, and contacted the Hong Kong Police Force ("HKPF") for disposal of the vehicles concerned. In 7 out of the 13 cases, the operators had issued more than two notices by registered post to the registered vehicle owners. Two of them had settled all accrued parking fees and retrieved their vehicles upon receipt of the second notice.

49. With reference to Case 4 in paragraph 3.21 and paragraph 3.22 of the Audit Report, the Committee sought the reasons for the delay in handling an abandoned vehicle at Rumsey Street Car Park by HKPF and the existing procedures for TD/HKPF to handle cases of abandoned vehicles at government car parks under the Road Traffic (Parking on Private Roads) Regulations (Cap. 374O).

50. **Secretary for Transport and Housing** explained in his letter dated 9 May 2019 (*Appendix 6*) that:

- TD's car parks were designated as private roads under regulation 7 of Cap. 374O. Private road signs were erected at the entrance of the car parks;
- an abandoned vehicle was defined as a vehicle not having a monthly or quarterly parking ticket which had been stationary at a parking space for a continuous period of 30 days or more. TD's car park contractors were required to comply with the operational requirements set out in a specific section entitled "Impounding, Removal, Storage and Disposal of Vehicles" in the contracts to handle abandoned vehicles. On the condition that the provisions of Cap. 374O¹² had been followed, the contractors should ensure that the authorized officers use approved immobilization devices to impound suspected abandoned vehicles, advise the owners to remove the vehicles and deliver the vehicles to HKPF pursuant to the contracts if the owners failed to remove the vehicles;
- TD's car park contractors had all along delivered the abandoned vehicles found in the car parks to HKPF upon completion of required procedures;
- HKPF received in December 2016 a request from the contractor of the Rumsey Street Car Park for taking over three abandoned vehicles, including the subject vehicle in Case 4, which were reportedly impounded under Cap. 374O. Correspondence was then exchanged between HKPF and the contractor to ascertain the compliance with requirements of Cap. 374O. Each request for disposal would be considered on a case-by-case basis, having regard to circumstances like the availability of space in HKPF's vehicle pounds. In January 2019, the subject vehicle was accepted for disposal based on such considerations and after satisfying that the requirements of Cap. 374O had been met; and

¹² According to regulation 11(2) of Cap. 374O, the power of impounding or removing a vehicle shall be exercised by the owner of a private road or an authorized officer only when: (a) the vehicle is unattended and the driver cannot be located; or (b) the driver is unable to remove the vehicle, or refuses or fails to remove the vehicle, on being requested to do so by the owner of the private road concerned or an authorized officer in respect of that road. See also Note 13 to paragraph 54 below.

- given the latest advice of the Department of Justice ("DoJ") that it might not be the most desirable way to handle abandoned vehicles in such circumstances as Case 4 by virtue of Cap. 374O, TD had already directed its car park contractors to rely on the "Conditions of Parking and Use", which had all along been displayed in the car parks, to handle abandoned vehicles pursuant to contractual arrangements. As at 9 May 2019, there was no abandoned vehicle in TD's car parks.

51. Noting that the car park operator in Case 4 had contacted HKPF for several times on the disposal of the subject abandoned vehicle, the Committee sought confirmation as to whether TD was informed all along in the meantime and whether TD would offer any advice to the contractor if necessary.

52. **Commissioner for Transport** responded at the public hearings and **Secretary for Transport and Housing** further advised in his letter dated 25 July 2019 (*Appendix 7*) that:

- the car park operator concerned did not seek assistance from TD in the course of handling Case 4. In 2017 and 2018, during four meetings with the car park operator, the operator did not express to TD any difficulties in handling abandoned vehicles; and
- as the handling of abandoned vehicles was not among the core duties of car park operators, it was accorded with a relatively lower priority in TD's monitoring of their performance of duties. To strengthen the monitoring of the operators' performance in this regard, TD had requested them to submit monthly reports on the handling of abandoned vehicles since February 2019. TD would deploy staff to conduct surprise checks to ensure accuracy of the reports.

53. The Committee sought clarification as to whether the capacity of HKPF's vehicle detention centre was one of the factors affecting the taking over of abandoned vehicles from government multi-storey car parks in a timely manner, and the procedures for disposing of such abandoned vehicles by HKPF.

54. **Mr TANG Ping-keung, Acting Commissioner of Police**, explained at the public hearing and **Commissioner of Police** supplemented in his letter dated 11 June 2019 (*Appendix 16*) that:

- the total vehicle capacity of the three Police Vehicle Detention Centres (namely Siu Ho Wan Vehicle Detention Pound, Kowloon Bay Vehicle Detention and Examination Centre and Quarry Bay Vehicle Detention and Examination Centre) was 278. The total number of vehicles detained on the day that the subject abandoned vehicle in Case 4 was accepted (i.e. 17 January 2019) was 387, which exceeded capacity by 39.2%. Since 2017, the total number of vehicles detained in the Police Vehicle Detention Centres normally exceeded capacity by an average of 30%;
- in considering whether to accept an abandoned vehicle referred by a government car park for detention and disposal, HKPF would first need to confirm that all requirements stipulated in regulations 11 and 12 of Cap. 374O¹³ had been satisfied;
- HKPF would also take into account their operational priorities, manpower resources and the capacity of the Police Vehicle Detention Centres. For Case 4, however, the availability of space in the Police Vehicle Detention Centres was not a consideration; and
- a vehicle detained at a Detention Centre that was unclaimed after seizure would become the property of the Government. Its value would be assessed, and it would then either be sent for auction or scrapped depending on its value.

55. The Committee further sought the rationale for designating government multi-storey car parks, which are government properties, as private roads under Cap. 374O, and whether there was a need to ascertain the applicability of Cap. 374O to the management of government multi-storey car parks.

56. **Commissioner for Transport** explained at the public hearings and **Secretary for Transport and Housing** supplemented in his letter dated 25 July 2019 (*Appendix 7*) that:

¹³ The requirements include: (a) whether the abandoned vehicle was claimed within three days after its detention; (b) whether a notice was served by post on the registered owner by the private road owner or the authorized officer; (c) whether the vehicle was removed in accordance with the notice within seven days after the service of the notice; and (d) whether the notice was published, or caused to be published, not later than 14 days after service, in an English language newspaper and a Chinese language newspaper published daily and circulating generally in Hong Kong.

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- since mid 1980s, the Administration had contracted out the management of multi-storey public car parks to private operators. In this connection, the Administration published in the Gazette at that time that government multi-storey public car parks ceased to be deemed as car parks designated by Commissioner for Transport under the repealed Road Traffic Ordinance (Cap. 220, 1979 edition). Since then, these car parks had been operated in the same way as other privately-operated public car parks in accordance with Cap. 374O;
- TD had all along followed the relevant provisions of Cap. 374O when drafting tender documents for contracting out the management of car parks and incorporated the relevant provisions as formal tender requirements as well as contract terms after consulting DoJ, which included forfeiting the vehicles and the delivery of such to HKPF for handling; and
- pursuant to the latest legal advice given by DoJ, any car park operators engaged by TD might, according to the "Conditions of Parking and Use" displayed at the car parks, put up a vehicle for sale direct in such way as might be deemed appropriate and the sales proceeds might be used to recover any amount owed to the Government, upon informing the owner that his/her vehicle would be put up for sale unless it was removed from the car park. TD had formally issued written instructions to the car park operators, requiring them to handle abandoned vehicles in accordance with DoJ's legal advice with immediate effect.

57. Noting from paragraph 3.24(b) of the Audit Report that TD was devising a set of procedures to enable expeditious handling of abandoned vehicles, the Committee enquired about the progress in this regard, the relevant procedural guidelines, as well as the measures taken/to be taken by TD to tackle the problem of abandoned vehicles in government multi-storey car parks.

58. **Secretary for Transport and Housing** provided in his letter dated 25 July 2019 (*Appendix 7*) a set of TD's procedures for the car park operators to expedite the disposal of abandoned vehicles. In addition, **Secretary for Transport and Housing** advised in the same letter that TD had confirmed to take forward the installation of "Bay Guidance System" at its car parks. Under the system, the cameras to be installed on individual parking spaces could collect real-time parking occupancy information, which could help identify vehicles that had been parked at

the same parking spaces for a prolonged period and were suspected to be abandoned vehicles. TD had already requested the Electrical and Mechanical Services Department to include in the relevant tender documents this identification feature as well as the automatic dissemination of alert messages to the car park operators for handling the concerned vehicles. It was expected that the installation works would commence in mid 2020 for completion in the first quarter of 2021.

59. Referring to paragraph 3.25 of the Audit Report, the Committee sought details on the enhancements to be made to the provision of closed-circuit television ("CCTV") security systems in government car parks.

60. **Secretary for Transport and Housing** advised in his letter dated 9 May 2019 (*Appendix 6*) that in the light of the Audit's recommendation, TD had in collaboration with ArchSD and the Crime Prevention Bureau of HKPF embarked on a review of the provision of CCTVs in TD's car parks, including conducting visits to some car parks to review the existing provision and identify locations where additional CCTV cameras were needed.

D. Management of on-street parking spaces

61. Noting from paragraph 4.2 of the Audit Report that the principle of maintaining 15% of on-street parking spaces empty was formulated in 1967 and reaffirmed in 1972 and 2000, the Committee enquired about the rationale behind this principle and whether any reviews had been conducted since then on the applicability of this principle under the changing circumstances over the years.

62. **Commissioner for Transport** explained in her letter dated 9 October 2019 (*Appendix 13*) that:

- setting the target of achieving 15% vacancy (or 85% occupancy) of on-street parking spaces meant that for every 10 spaces, there would be on average one to two spaces vacant at any one time to cater for on-going motorists' demand, keeping the vehicle circulation time to a minimum, thereby avoiding additional burden on road traffic; and
- the rationale was to strike a balance between the use of kerbside space for parking to address short-term parking need and possible disruption to local traffic in the provision of on-street parking spaces in areas of

high parking demand and limited road space. The yardstick of 15% vacancy was in line with various overseas research findings that vacancy below 15% would result in a sharp increase in circulation time for searching for a space.¹⁴ TD considered it appropriate to continue to adopt 15% vacancy of on-street parking as a target.

63. According to paragraph 4.4(a) of the Audit Report, the contractor engaged by TD for the management of on-street metered parking spaces was required to retrieve data from all on-street parking meters at least once every four days by portable data retrievers, and upload all data to the central computer system. The Committee enquired about the number of non-compliance cases in 2018 and the penalties for such non-compliance.

64. **Commissioner for Transport** advised in her letter dated 9 October 2019 (*Appendix 13*) that:

- in accordance with the contract for management, operation and maintenance of the parking meter system, the contractor shall be responsible for the retrieval, handling, storage and uploading of the transaction data in a timely manner, or it shall be liable to: (a) bear any administrative fee charged by the clearing service provider; and (b) compensate the Administration for the aggregate amount of all transaction data that the clearing service provider might refuse to take into account as a result of the contractor's late uploading or transmission;
- in 2018, there were four cases whereby the contractor failed to comply with the aforesaid requirements because the contractor's staff were unable to access the parking meters concerned due to the obstruction/occupation of metered parking spaces by fallen trees/tree branches, bamboo sticks or construction waste. In accordance with the contract, the contractor had reported these cases to the government departments concerned for clearing the sites; and

¹⁴ According to TD, overseas researches indicated that the time for a car to circulate on roads in searching for a parking space would be in the range of about two to three minutes when the vacancy rate stayed at 15% or more, but would increase sharply to some 20 minutes when the vacancy rate dropped to 10% and below.

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- upon clearance of the obstruction/occupation of the metered parking spaces, transaction data of the associated parking meters concerned were subsequently retrieved and processed properly by the contractor. As the above non-compliance cases were caused by external factors beyond the contractor's control, and there was no resultant loss of parking revenue, no penalty was imposed against the contractor.

65. Noting from paragraph 4.8 of the Audit Report that the results of the utilization surveys conducted on all metered parking spaces from 2015 to 2018 indicated that the metered parking fee evasion rate had remained at around 30%, the Committee asked about the existing procedures for handling the evasion cases and whether there were any new measures/strategies to address the fee evasion problem.

66. **Commissioner for Transport** advised in her letter dated 9 October 2019 (*Appendix 13*) that:

- the contractor was required by the contract to inspect all on-street parking meters at least once every four days. If individual parking spaces were found to be occupied by vehicles but without payment of parking fees, the contractor would report the cases to HKPF for follow-up actions. In addition, the contractor would issue a report to HKPF on a monthly basis in respect of those parking meters installed in areas of high parking demand but collecting extraordinarily low amount of parking meter revenue, in order to draw their attention to the potential fee evasion cases; and
- TD had already awarded a contract to a new operator in May 2019 for installation of new parking meters by phases starting from the first half of 2020 to replace the existing ones. Each new parking meter would be fitted with occupancy sensors to detect whether the relevant metered parking space was occupied or not. The backend system would provide real-time information on metered parking spaces being occupied but without payment of parking fees. TD had planned to share this real-time information on the locations of these parking spaces with HKPF for their reference.

67. According to Table 9 in paragraph 4.9 of the Audit Report, from 2015 to 2018, on average, the objective of maintaining the availability rate of on-street parking spaces at 15% was not met in 15 (40%) of the 37 districts. In particular,

this objective had not been met in many of the districts in Kowloon. The Committee sought the reasons behind and the actions taken by TD to improve the on-street parking space availability rate.

68. **Commissioner for Transport** advised in her letter dated 9 October 2019 (*Appendix 13*) that:

- the availability rate hinged on three parameters, namely, demand, supply and charge rate of the on-street parking spaces. From 2015 to 2018, the charge rate remained at a low level of \$2 per 15 minutes (maximum) while the territory-wide supply of on-street metered parking spaces maintained at a relatively constant level of about 18 000;
- during the same period, the parking demand continued to rise with the overall increase in the number of licensed vehicles. This had rendered some districts with the following characteristics not being able to meet the 15% availability rate target:
 - (a) districts already fully developed decades ago with insufficient or nil ancillary parking spaces, and with limited land and road space for the provision of more parking spaces; and
 - (b) districts with mixed land uses (mixed residential, commercial, retail, entertainment, etc.) and with high density of residential and working population constituting considerable home-end and destination-end parking demand.

Most districts in Kowloon, such as Kowloon City, Hung Hom, Yau Tsim Mong and To Kwa Wan, had inherited the above characteristics. Unless land occupied by old developments could be unleashed through re-development proposals, new land could hardly be identified for increasing parking spaces in Kowloon substantially;

- TD had adopted the following multi-pronged measures to increase the parking provision:
 - (a) requiring developers to provide parking spaces at the higher end of the parking standards under HKPSG for new developments;

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- (b) providing an underground public car park in the proposed open space at Sze Mei Street in San Po Kong; and
 - (c) planning for APS trials in some identified sites, such as Yen Chow Street in Sham Shui Po; and
- on-street parking and loading/unloading spaces would only be designated where road capacity permitted. Against this principle, TD cautiously increased on-street parking spaces in Kowloon in the past three years, with 152 spaces already put in place (comprising 19 for private cars, 101 for motorcycles, 28 for coaches and 4 for goods vehicles). For off-street parking spaces in Kowloon, about 1 500 had been planned, of which 1 109 were commissioned, comprising 992 for private cars, 63 for motorcycles, 25 for coaches and 29 for goods vehicles.

69. With reference to paragraph 4.11 of the Audit Report, the Committee asked why different parking fees charged in close meter locations. **Commissioner for Transport** explained in her letter dated 9 October 2019 (*Appendix 13*) that:

- metered parking spaces were set up at different times and hence might have adopted different charge levels with due consideration of the then traffic conditions, overall parking space supply and demand, and acceptance of users. If the overall utilization of the cluster of metered parking spaces at the same locality did not generally reach the threshold (i.e. 85% occupancy) for adjustment, and the traffic flow had not been adversely affected by cars searching for parking spaces, no adjustment would normally be made. TD found it appropriate to consider the charge on a case-by-case basis;
- TD was reviewing the charging level of metered parking spaces at the same locality with different parking fees with a view to unifying the rates as appropriate. The target was to complete the review by end 2019. Subject to the outcome of local consultation, the adjustments would be implemented in various locations as appropriate progressively; and
- in the case of Kowloon City as cited in the Audit Report, the parking spaces at Inverness Road recorded a utilization rate of 86.7% on weekdays in 2018, exceeding TD's target utilization rate of 85%

marginally. TD was reviewing the need to adjust the charging level accordingly and would consult the local community in due course.

Commissioner for Transport attached in her letter dated 14 October 2019 (*Appendix 17*) an extract of the Transport Planning and Design Manual showing the relevant clauses on the objectives of installing parking meters and imposing meter charges.

70. With reference to paragraphs 4.13 and 4.14 of the Audit Report, the Committee sought the reasons for allocating parking meters with different types of "longest parking period" for each transaction on the same street, and how the term "core commercial areas" should be defined in determining the "longest parking period" for on-street metered parking spaces.

71. **Commissioner for Transport** advised in her letter dated 9 October 2019 (*Appendix 13*) that:

- the intention of providing metered parking spaces with a parking duration of at most 30 minutes per payment in "core commercial areas" was to encourage turnover of parked vehicles. "Core commercial areas" generally referred to places where short duration business activities and quick stop-over took place frequently. However, in view that mixed land use had become very commonly found in Hong Kong, the need to adopt different "longest parking period" for on-street parking spaces in close proximity arose. The aim was to balance the competing needs and yet to provide convenience to the motorists; and
- apart from commercial areas, other areas of different development setting were facing competing parking demand which required different parking durations. TD would allocate the parking meters with different types of "longest parking period" to suit different needs. In the case of Wood Road as cited in the Audit Report, the two parking spaces with the longest parking period of two hours were to cater for users of the nearby Wan Chai Park whereas the four parking spaces with the longest parking period of 30 minutes were to cater for other users, such as shoppers, taxi drivers, etc. who only stopped over for a short period.

72. In response to the Committee's enquiry about the latest position on TD's review of the "longest parking period" for each transaction of the existing two-hour parking meters in core commercial areas mentioned in paragraph 4.20(b) of the Audit Report, **Commissioner for Transport** advised in her letter dated 9 October 2019 (*Appendix 13*) that the review was expected to be completed by end 2019. It was preliminarily considered that the "longest parking period" of about 290 metered parking spaces over the territory should be reduced to 30 minutes. TD would consult the local community and relevant District Councils on the reduction in early 2020.

73. Noting from paragraph 4.15(a) of the Audit Report that the metered parking spaces at Kam Shan Country Park were set with different operating periods, the Committee asked why different meter operating periods were applied to the parking spaces for the same vehicle type in some parking places and whether there were any guidelines on determining the operating period of a metered parking space.

74. **Commissioner for Transport** explained in her letter dated 9 October 2019 (*Appendix 13*) that:

- while there were ten different types of operating period for on-street metered parking spaces as shown in Appendix G to the Audit Report, the majority of on-street metered parking spaces adopted the charge period covering at least 8:00 am to 8:00 pm on weekdays (99.7%) and 10:00 am to 10:00 pm on general holidays (96.3%). The intention was to encourage turnover during the high time motorists used their cars for commuting, business or leisure activities;
- some on-street parking spaces located in close vicinity might require adoption of different operating periods to address different parking needs. Taking the case of Kam Shan Country Park as an example, while it was necessary to charge motorists for on-street parking to encourage turnover of the parking spaces, TD had to provide a portion of the spaces free of charge during general holidays so as to facilitate motorists to engage with long-hour countryside activities as it would not be possible for motorists to return every two hours to pay the parking fee; and
- TD also determined the operating periods of on-street parking spaces on a case-by-case basis having regard to the general activities taking

place in the district concerned, parking needs of the motorists and prevailing traffic conditions with reference to broad guiding principles.

An extract of the Transport Planning and Design Manual containing the relevant clauses on the determination of operating period was provided in Commissioner for Transport's letter dated 14 October 2019 (*Appendix 17*).

75. According to paragraph 4.17 of the Audit Report, Audit's analysis of the quarterly reports on low-utilized parking meters for the period from 2016 to 2018 revealed that 212 parking meters covering 399 parking spaces with persistent low utilization were not redeployed. The Committee asked whether TD had looked into the reasons behind.

76. **Commissioner for Transport** explained in her letter dated 9 October 2019 (*Appendix 13*) that since 2018, 33 parking meters had been released for possible relocation to other locations. TD had to proceed with the relocation cautiously because traffic management problems such as illegal prolonged parking might arise once the associated parking spaces had become non-metered.

77. Noting from paragraphs 4.19(a)(iii) and 4.20(c) of the Audit Report that TD had agreed to conduct regular survey and consider extending the meter operating periods for parking spaces with high utilization, the Committee enquired about the progress in this regard.

78. **Commissioner for Transport** advised in her letter dated 9 October 2019 (*Appendix 13*) that TD had conducted desktop study on the operating period of parking meters, and had preliminarily identified about 220 metered parking spaces the operating period of which might need to be reviewed for extension. For these parking spaces, TD would conduct on-site surveys at suitable time to collect the latest utilization rate and aimed to complete the review by end 2019 or early 2020. Once the review was completed, TD would consult the local community and the relevant District Councils on any proposed changes.

79. With reference to paragraph 4.20(a) of the Audit Report, the Committee asked about the progress of TD's review on the parking fees for meters charging the low rate. **Commissioner for Transport** advised in her letter dated 9 October 2019 (*Appendix 13*) that TD was reviewing the parking fees for meters charging the low

rate of \$2 per 30 minutes, with a view to completing the review by end 2019. It was considered preliminarily that the charging rate of about 1 600 metered parking spaces should be increased to \$2 per 15 minutes. TD would consult the local community and the relevant District Councils on the increase in early 2020.

80. According to paragraph 4.25 of the Audit Report, TD conducted in 2017 a survey covering 10 138 on-street non-metered parking spaces for motorcycles in 590 parking places, and discovered that 618 motorcycles considered not roadworthy¹⁵ were found in 278 (47%) parking places surveyed. The Committee enquired about the follow-up actions taken by TD in respect of the aforesaid 618 motorcycles and the procedures for handling prolonged parking at non-metered parking spaces.

81. **Commissioner for Transport** advised in her letter dated 9 October 2019 (*Appendix 13*) that:

- in general, after identification of abandoned motorcycles at on-street parking spaces (either through surveys conducted by TD or through complaints received by TD or other departments), LandsD would be responsible for posting of notice under section 6(1) of the Land (Miscellaneous Provisions) Ordinance (Cap. 28) requiring the occupation of the land to cease before a specified date. Thereafter, the abandoned motorcycle would be removed by LandsD. As regards abandoned vehicles that caused serious obstruction and danger to other road users, HKPF would remove such vehicles in accordance with the Road Traffic Ordinance (Cap. 374); and
- TD had recently taken stock of the current status of the aforementioned 618 motorcycles, and noted that 545 of them no longer stayed in the same parking place. TD would continue to follow up with the concerned departments on the remaining cases and keep monitoring the situation.

82. In view of the high utilization of on-street motorcycle parking spaces (102%) as well as the issues of abandoned motorcycles and illegal parking revealed

¹⁵ It referred to cases with one of these conditions: (a) missing licence plate; (b) missing motor vehicle licence; (c) expired licence; or (d) poor vehicle conditions such as flat tyre, heavily rusted or broken headlamp.

by TD's 2017 survey, the Committee asked whether TD still considered that there was no imminent need to regulate on-street motorcycle parking by metering.

83. **Commissioner for Transport** responded in her letter dated 9 October 2019 (*Appendix 13*) that:

- the charging proposal for on-street motorcycle parking spaces could not be pursued after TD's reviews conducted in 1999, 2006 and 2012 due to technical, operational and enforcement difficulties as follows:
 - (a) due to the size of motorcycles which could easily be moved, it was difficult to determine who had paid or should pay the parking fee; and
 - (b) security devices for motorcycles to be chained to railings were tried out in 2000, 2008 and 2010-2011 but the usage rates were less than 5%, indicating that motorcyclists were reluctant to use such anti-theft devices; and
- to deal with the current shortage of motorcycle parking spaces, TD would continue its efforts to increase the supply of parking spaces through various measures, which included:
 - (a) providing additional on-street motorcycle parking spaces in various districts, including the use of space underneath flyovers; and
 - (b) requiring temporary car parks with motorcycle parking spaces to clearly indicate at the entrance the availability of such parking spaces and the relevant parking fees as a promotion.

84. Noting from paragraph 4.28(c) of the Audit Report cases of non-metered parking spaces occupied by abandoned vehicles or other objects, the Committee enquired about the measures taken by TD to deal with such cases and their effectiveness.

85. **Commissioner for Transport** advised in her letter dated 14 November 2019 (*Appendix 18*) that in response to Audit's recommendation, TD would conduct surveys on a half-yearly basis starting from December 2019 to identify any unlawful

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occupation of non-metered parking spaces by abandoned vehicles or other objects. Cases identified would be referred promptly to the relevant government departments for follow-up actions as appropriate. TD would evaluate the effectiveness of the first survey with a view to enhancing the subsequent surveys, which would take place in mid 2020.

86. With reference to paragraph 4.29(b) of the Audit Report, the Committee sought explanation for the discrepancies revealed by a comparison of the result of Audit's site visit to a non-metered parking place and an LCSD's car park at Shek O Road on 13 December 2018 with TD's inventory list.

87. **Commissioner for Transport** clarified at the public hearings and **Secretary for Transport and Housing** supplemented in his letter dated 25 July 2019 (*Appendix 7*) that:

- at present, there were a total of 223 non-metered on-street parking spaces at Shek O Road (including those in the vicinity of Shek O Beach). Among them, 28 parking spaces were managed by TD (14 located near Tung Au Barbecue Site and the other 14 located near 19 Shek O Road), whereas 195 parking spaces located in the vicinity of Shek O Beach were managed by LCSD (190 being public parking spaces and 5 being used for meeting the operational needs of the venue); and
- the discrepancies occurred from mistakenly including the aforesaid 190 public parking spaces managed by LCSD as TD's non-metered on-street parking spaces in TD's inventory list. The relevant parking space figures had been rectified. TD was pressing ahead with the updating of its internal Transport Information Systems. Upon completion of the system update, the risk of double-counting parking spaces at the same locations could be eliminated.

E. Implementation of parking-related technology initiatives

88. With reference to paragraph 5.6 of the Audit Report, the Committee requested TD to explain the missing information of 525 car parks from its "HKeMobility" mobile application.

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89. **Commissioner for Transport** advised in her letter dated 9 October 2019 (*Appendix 13*) that TD integrated three mobile applications to "HKeMobility", an all-in-one mobile application, in July 2018. At that time, TD's internal parking data system, which covered the car park location information and supported the automatic data migration and regular updating in "HKeMobility", was under enhancement, resulting in the temporary unavailability of some car parks' information to the public. Upon completion of the system enhancement work in end 2018, the full set of car park data, including car park location information, was uploaded to "HKeMobility" for dissemination to the public since February 2019. Thereafter, car park information data stored in TD's internal data system would be uploaded to "HKeMobility" at regular intervals automatically.

90. With reference to paragraph 5.8 of the Audit Report, the Committee enquired about TD's efforts in seeking support from the Government Property Agency ("GPA"), the Housing Department and LCSD for the provision of parking vacancy information of the car parks under their purview, and the plans put in place by these three departments to provide further parking vacancy information to TD.

91. **Commissioner for Transport** responded at the public hearings and supplemented in her letter dated 9 October 2019 (*Appendix 13*) that:

- in mid 2016, TD met with the above three departments to explain the procedures for updating the parking vacancy information and encouraged the departments to include the relevant clauses in their new agreements with car park operators specifying the provision of parking vacancy information. With these department's contributions, the parking vacancy information of the first batch of 11 car parks (including eight under HA, two under LCSD and one under GPA) had been disseminated through TD's mobile application since end 2016/early 2017; and
- TD conducted follow-up meetings with the three departments in early 2019, and shared a new standard clause of parking information for STT car park. These departments reaffirmed their support to the Administration's open data policy and agreed to incorporate new requirements during renewal of their car park management contracts to achieve the parking information dissemination in "HKeMobility". As at early September 2019, GPA had already taken steps to include new clauses into their two renewed car park contracts.

92. **Mr Vincent LIU Ming-kwong, Government Property Administrator**, advised at the public hearing and supplemented in his letter dated 12 June 2019 (*Appendix 19*) that GPA would introduce at a new car park in Heung Yuen Wai Boundary Control Point an online booking system, which could provide real-time vacancy information to TD's "HKeMobility" mobile application. For the existing car parks under the management of GPA, GPA was collaborating with other departments to explore the technical feasibility and cost-effectiveness of installing suitable devices, with a view to effectively disseminating real-time parking vacancy information via "HKeMobility". Priority would be given to those car parks with a large number of parking spaces and high utilization.

93. **Mr Stanley YING Yiu-hong, Director of Housing**, explained at the public hearing and supplemented in his letter dated 18 June 2019 (*Appendix 20*) that in general, only a small number of parking spaces were made available for hourly parking by visitors in public housing estates, and the dissemination of parking vacancy information to the public might not be appropriate. To support TD's initiative, HA had incorporated new provisions in car park management contracts upon renewal to require car park operators to disseminate parking vacancy information. At present, parking vacancy information of 10 HA car parks had been made available through TD's "HKeMobility" mobile application. The names of these car parks were shown in the above letter.

94. **Director of Leisure and Cultural Services** advised at the public hearing and supplemented in her letter dated 11 June 2019 (*Appendix 21*) that LCSO planned to include new requirements in the terms of new contract for large-scale car parks requiring the operators to provide parking vacancy information through "HKeMobility". It was expected that the new requirement could be gradually rolled out in the coming four years. LCSO would explore the use of innovation and technology for dissemination of vacancy information of its car parks in consultation with relevant government bureaux/departments.

95. On the Committee's further enquiry about the timetable for disseminating the parking vacancy information of the 11 government multi-storey car parks, **Commissioner for Transport** advised at the public hearings and **Secretary for Transport and Housing** supplemented in his letter dated 25 July 2019 (*Appendix 7*) that TD completed in June 2019 the upgrading of access control systems for its 10 government car parks (except Yau Ma Tei Car Park which would be demolished due to the construction of the Central Kowloon Route) to enable automatic transmission of real-time parking vacancy information to TD's "HKeMobility"

mobile application and the Government's Public Sector Information Portal. The aforesaid 10 government car parks involved about 4 100 private car parking spaces and their parking vacancy information had been disseminated in full.

96. In response to the Committee's enquiry, **Commissioner for Transport** advised at the public hearings and **Secretary for Transport and Housing** supplemented in his letter dated 25 July 2019 (*Appendix 7*) that the development cost of TD's "HKeMobility" mobile application was \$600,000 and the expenditure incurred for the application's maintenance and enhancement since its launch in July 2018 amounted to \$1.84 million. As the day-to-day management of "HKeMobility" was an on-going task of TD staff, TD did not have separate breakdown for the staff establishment involved.

97. The Committee further asked whether TD considered the maintenance and enhancement costs of its "HKeMobility" mobile application justifiable from the value-for-money perspective given that the application had only operated for one year and its development cost was just \$600,000.

98. **Commissioner for Transport** responded in her letter dated 9 October 2019 (*Appendix 13*) that since its launch in July 2018, there had been 11 occasions of major upgrading of "HKeMobility" to cater for additional features and functions, including extending walking network to Mong Kok and Yau Ma Tei, residents' service information, cycling information, bus services information, information on Hong Kong-Zhuhai-Macao Bridge Hong Kong Boundary Crossing, provision of road works information, and estimated arrival time for some MTR lines. Among all additional features, the extension of walking network cost about \$1.1 million to collect and verify the walking route data. TD considered that the development cost of \$600,000 should not be directly compared with the subsequent enhancement and maintenance costs.

99. With reference to paragraph 5.9 of the Audit Report, the Committee sought reasons for the unavailability or incompleteness of supplementary information such as opening hours, payment methods and electric vehicle ("EV") charging facilities available of the 30 car parks (including 11 government multi-storey car parks) in "HKeMobility" mobile application and the plan already put in place/to be put in place by TD to improve the situation.

100. **Commissioner for Transport** responded in her letter dated 9 October 2019 (*Appendix 13*) that:

- TD sought inputs from the Housing Department, LCSD and GPA and standardized the information of government public car parks to be disseminated in early 2019. The supplementary information such as payment information, EV charging services information and opening hours had been progressively released to the public since May 2019; and
- for non-government car parks, operators could, at their discretion, reveal other supplementary car park information on the websites of the car parks under their own management. As some information, such as parking fee and special offers, was subject to change frequently, TD considered it more preferable for operators to disseminate such information to the public via the website of the car park rather than direct display in "HKeMobility".

101. Referring to paragraph 5.16(b) of the Audit Report about the occupation of parking spaces with EV chargers by non-EVs, the Committee asked about the factors to be considered in identifying the locations for the installation of EV chargers at car parks and measures to ensure that parking spaces with EV chargers would be available for use by EVs.

102. **Ms Maisie CHENG Mei-sze, Director of Environmental Protection**, advised at the public hearing and supplemented in her letter dated 13 June 2019 (*Appendix 22*) that:

- in the past, many parking spaces equipped with EV chargers in government car parks were located near the exit or on the ground floor as it was technically more viable to install the chargers and the associated electrical wirings closer to the electrical switch room; and
- to avoid the existing parking spaces with EV charges being occupied by non-EVs at times due to their convenient locations, the Environmental Protection Department planned to install the additional EV chargers in future at locations away from the most popular and convenient spots, such as the spaces on upper floors of the car parks or locations further away from exit or lift, in order to enhance the opportunity of EV drivers to charge their EVs. Moreover, traffic

cones and/or appropriate notice would be placed by the car park operators at the parking spaces with chargers wherever practicable subject to actual utilization, so that the space concerned could be made vacated for the use by EVs.

103. **Secretary for Transport and Housing** supplemented in his letter dated 25 July 2019 (*Appendix 7*) that:

- TD would take forward the installation of "Bay Guidance System" at its car parks. Apart from displaying the number of vacant parking spaces, the system could collect real-time parking occupancy information of individual parking spaces, which would be disseminated through panels installed on major driveways of the car parks to facilitate motorists to locate the vacant parking spaces; and
- TD had discussed with the Environmental Protection Department in respect of specifying in the tender documents of the system the identification of parking spaces with EV chargers, thereby enabling EV drivers to identify vacant parking spaces installed with EV chargers within the car parks.

104. With reference to 5.18(a) of the Audit Report, the Committee enquired about the progress and timetable for the installation of EV chargers at the three government multi-storey car parks in Aberdeen, Kennedy Town and Kwai Fong, as well as the plan and timetable for the extension of the public EV charging networks to other government car parks.

105. **Director of Environmental Protection** advised at the public hearing and supplemented in her letter dated 13 June 2019 (*Appendix 22*) that as announced in the 2019-2020 Budget, the Administration would allocate \$120 million to extend the public EV charging networks at government car parks in the coming three years. Subject to the availability of spare power capacity and technical feasibility of installing medium chargers in these government car parks, the Administration had initially assessed that over 1 000 additional public chargers were expected to be in place by 2022, bringing the total number of government public chargers to about 1 700. It was planned that EV chargers would be installed in Aberdeen Car Park in 2019-2020 financial year, and in Kennedy Town Car Park and Kwai Fong Car Park in 2020-2021 financial year.

106. According to paragraphs 5.20 to 5.22 of the Audit Report, since the release of the 2002 Study Report, no record was available showing that TD had commenced a relevant pilot study on APS until 2018. The Committee asked about any studies on APS conducted between 2002 and 2018.

107. **Commissioner for Transport** explained in her letter dated 4 November 2019 (*Appendix 23*) that:

- the Administration had since 2001 put in place guidelines¹⁶ to facilitate planning of APS in addition to the legal requirements.¹⁷ Based on the anticipated surplus of parking spaces for private cars up to 2011 identified by the 2002 Study Report, TD subsequently reviewed the private car parking standards in HKPSG.¹⁸ As both reviews recommended a reduction in the parking provision to reflect the then demands, TD considered that there was no imminent need for the wider use of APS in view of the prevailing and forecasted surplus of parking spaces;¹⁹ and
- in response to TAC's recommendations of its study conducted in 2014 on the road traffic congestion in Hong Kong, the Administration completed a parking policy review in 2017 and recommended that an appropriate number of parking spaces should be provided if the overall development permitted. TD then considered that a more focused study on the implementation of APS should be conducted, and commissioned the pilot study on APS in early 2018.

108. With reference to paragraph 5.24 of the Audit Report, the Committee sought details of the pilot use of APS, including the pilot projects, number of parking spaces available and the implementation timeframe.

¹⁶ Transport Planning and Design Manual by TD and Practice Note Issue No. 2/2000 "Car Parking Requirement Mechanical Parking System" by LandsD.

¹⁷ The design, construction and the maintenance of mechanized vehicle parking system was governed by the Lifts and Escalators (Safety) Ordinance (Cap. 327), which was repealed by the current Lifts and Escalators Ordinance (Cap. 618).

¹⁸ See paragraphs 20 to 22 above.

¹⁹ The parking space ratio for private cars remained at a relatively high level in the 2000s and early 2010s (for example, before 2012, the ratio was maintained at about 1.3 or higher).

109. **Secretary for Transport and Housing** advised at the public hearings and in his letter dated 25 May 2019 (*Appendix 8*), and **Commissioner for Transport** provided an update in her letter dated 4 November 2019 (*Appendix 23*) that:

- as at early November 2019, TD had identified four sites for the APS pilot projects, which included an STT site in Tsuen Wan, an open space at the junction of Yen Chow Street and Tung Chau Street in Sham Shui Po, and the proposed government buildings on Chung Kong Road in Sheung Wan and Sheung Mau Street in Chai Wan. The pilot projects in Sham Shui Po and Tsuen Wan would provide around 200 and 70 additional parking spaces respectively, whereas the numbers of parking spaces to be provided under the pilot projects in Sheung Wan and Chai Wan were still being studied; and
- as regards the two remaining sites, TD would work actively with the relevant government departments to explore the preliminary technical feasibility before making public the proposed sites in due course for consultation with the relevant District Councils. The pilot study was scheduled for completion by early 2020. Subject to the outcome of the technical feasibility and local consultation, TD planned to commence construction works of the projects in batches starting from 2021.

F. Conclusions and recommendations

Overall comments

110. The Committee:

- notes that:
 - (a) with a transport policy which centres on the use of public transport, the Government's parking policy is to accord priority to considering and meeting the parking demand of commercial vehicles and to provide an appropriate number of parking spaces for private cars if overall development permits;
 - (b) from December 2006 to December 2018, the total number of licensed private cars, commercial vehicles and motorcycles

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increased by 44.4% to 744 191, while that of parking spaces only increased by 11.6% to 756 909; and

- (c) in 2018, the revenue from 11 government multi-storey car parks and metered parking spaces amounted to \$220 million and \$287 million respectively;
- emphasizes that:
 - (a) it is incumbent upon the Transport and Housing Bureau ("THB") to formulate long-term planning and policies to ensure adequate provision of parking spaces for licensed vehicles;
 - (b) commercial vehicles carrying passengers or goods play a key role in the logistics industry and tourism industry which are important sectors of the Hong Kong economy. Adequate provision of parking spaces is essential to commercial transport operators;
 - (c) there is a pressing need for the Transport Department ("TD") to address the growing shortfall in private car parking spaces;
 - (d) while ancillary parking spaces associated with a development are provided to meet the parking needs arising from the development per se, public parking spaces are needed to address the demand in different districts and localities; and
 - (e) proper management of government multi-storey car parks and on-street parking spaces, and effective implementation of parking-related technology initiatives can optimize the utilization of limited and insufficient public parking spaces;
- expresses grave dismay and finds it unacceptable that THB's inadequacies in its long-term planning of car parking provision and addressing the growth in the size of vehicle fleet have led to the persistently insufficient supply of parking spaces to meet the parking demand of all licensed vehicles, as evidenced by the following:
 - (a) from December 2006 to December 2018, the overall ratio of parking spaces to vehicles ("parking space ratio") dropped from 1.32 to 1.02, and would further drop below 1 in the coming years based on TD's projection; and

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- (b) during the same period, the parking space ratio for commercial vehicles slightly increased by 4.9% from 0.61 to 0.64, due to the shrinkage of transboundary goods movement. As regards private cars, the parking space ratio for private cars decreased significantly by 27.2% from 1.51 to 1.10 due to the substantial growth in the number of private cars;
- expresses grave dismay and finds it unacceptable that TD has failed to closely monitor the decreasing parking space ratio for private cars, to make appropriate planning, and to take timely measures to alleviate the shortfall of such parking spaces, as evidenced by the following:
 - (a) TD has not compiled specific projection on the future supply of public parking spaces for private cars;
 - (b) following the Second Parking Demand Study Final Report issued in November 2002 ("2002 Study Report"), which predicted a surplus of private car parking spaces, the planning standards of ancillary car parking spaces in housing developments of Hong Kong Planning Standards and Guidelines ("HKPSG") were revised seven times, with two major revisions on private car parking provision in private housing developments in 2003 and 2014, resulting in a reduction of such parking spaces;
 - (c) the private car parking space ratio had decreased to 1.10 in 2018 and was projected to further decrease to less than 1 in the coming years. However, TD only commissioned a review on the parking standard for provision of private car parking spaces in HKPSG in August 2018 under the consultancy study on parking for commercial vehicles which commenced in December 2017 for the formulation of short to long-term measures to address the parking demand of commercial vehicles;
 - (d) parking space demand was mainly met by the provision of ancillary parking spaces in government, institution or community ("G/IC") and private developments, instead of public parking spaces as there were no promulgated guidelines for the provision of public parking spaces in HKPSG. TD only decided on a case-by-case basis the incorporation of public parking spaces in G/IC and private developments; and

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- (e) the use of automated parking systems ("APSs") was one of the remedial measures formulated in the 2002 Study Report to address the parking shortage problem in the long-term. It was not until some 16 years later in 2018 that TD commissioned a consultant to conduct a pilot study with a view to establishing the feasibility of developing public car parks with APSs;
- expresses grave dismay and finds it unacceptable that the traffic congestion problem in Hong Kong is aggravated by insufficient provision of parking spaces which has caused motorists to circulate or double park on roads looking or waiting for parking spaces. A parking space ratio of private cars around 1 could not meet the parking needs of a private car which generally requires two parking spaces, one where the vehicle is normally parked when not in use and the other where the vehicle is parked temporarily around destination of an activity;
 - notes that TD is planning a total of six pilot projects for APS. As at early November 2019, four sites have been identified for implementing APS pilot projects. Subject to the outcome of the technical feasibility and local consultation, TD plans to commence construction works of the projects in batches starting from 2021;
 - expresses grave dissatisfaction that there were inadequacies in planning and provision of public parking spaces in G/IC developments and in private developments as evidenced by the following cases in the Director of Audit's Report ("Audit Report"):
 - (a) *Case 1:* TD took more than seven years to put forth the proposal to split a Town Park project in Tseung Kwan O ("TKO") into two separate projects (one in Area 68 and another with an underground car park providing 395 parking spaces in Area 66). TD also had not taken early actions to plan for parking facilities concerning the termination of a short-term tenancy ("STT") car park in TKO Area 66. Even if the STT car park could be reprovisioned in-situ to provide 395 parking spaces, there would still be a shortfall of about 380 parking spaces²⁰ for meeting the estimated requirement of 880 parking spaces in the area;

²⁰ The shortfall has taken into account the proposed 395 parking spaces to be provided in-situ and 105 parking spaces to be provided in a Joint User Government Office Building in TKO Area 67 (see paragraph 26).

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- (b) *Case 2:* From October 2016 to August 2018, the Lands Department ("LandsD") conducted seven inspections on a public lorry park with 155 light goods vehicle ("LGV") parking spaces to check the owner's compliance with the land lease condition and found no lorry was parked in the lorry park. However, LandsD had not issued warning letter for the non-compliance²¹ identified in its inspection of October 2017. On the other hand, TD's survey on illegal parking in the area suggested that there was a demand for LGV parking spaces; and
- (c) *Case 3:* In February 1999, LandsD included the provision of public parking spaces (not less than 200 for LGVs and not less than 178 for private cars) as a special condition in the land lease of a private development. LandsD's inspections in August and October 2018 found that some LGV parking spaces were occupied by private cars and letters were issued to the lot owner requiring rectification. The Audit Commission ("Audit") noted that the non-compliance remained unrectified during its site visit in January 2019;
- notes that:
- (a) TD consulted the Sai Kung District Council on 5 March 2019 on the reprovisioning plan for the concerned STT car park in TKO Area 66, which included construction of a town park with underground public vehicle park in the area;
- (b) internal guidelines are being revised to require all government departments to consult TD on the need to provide public car parks during the early stage of project planning;
- (c) updated guidelines were promulgated by LandsD in May 2019 for the handling of cases relating to non-compliance of lease conditions and follow-up actions in respect of rectified cases; and
- (d) THB/TD have initiated the process of revising an internal circular so that the requirements to incorporate public parking spaces in various government projects in line with the principle of "Single

²¹ LandsD found in its inspection of October 2016 that the ingress and egress points of the subject car park were blocked by movable railings, many lights were turned off and no lorry was parked therein. Similar non-compliance was identified by LandsD in its inspection of October 2017.

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Site, Multiple Uses" will be set out by the project proponents and works agents as part of the project scope under Project Definition Statements after consulting TD;

- expresses grave dismay and finds it unacceptable that communication problems and lack of coordination between TD and the Architectural Services Department ("ArchSD") in taking forward the re-roofing works for Kwai Fong Car Park had contributed to the prolonged closure of 75 parking spaces on the rooftop of the car park for more than five years, as evidenced by the following:
 - (a) upon the completion of the security enhancement works in October 2013, TD found that the rooftop of the car park was temporarily not suitable for parking due to water seepage problem and thus closed the rooftop pending repair works; and
 - (b) while TD considered that the surface of the rooftop was in need of massive re-roofing works, ArchSD merely arranged water seepage maintenance works on the 7th floor and rooftop of the car park from 2014 to 2018. The car park rooftop remained closed during the period until it was re-opened for use as a temporary vehicle detention centre on 1 April 2019 despite the fact that the water seepage problem had yet to be fully resolved;
- expresses grave dismay and finds it unacceptable that TD had failed to monitor the contractors in the handling of abandoned vehicles in government multi-storey car parks, resulting in the prolonged unavailability of some parking spaces for public use. As at 12 November 2018, there were 13 abandoned vehicles in five government multi-storey car parks. Up to 31 December 2018, 10 of the 13 vehicles had been abandoned for more than 1 year to 11 years. The parking fees forgone in respect of the prolonged occupation of the parking spaces by the 13 vehicles amounted to \$3.4 million;
- notes that:
 - (a) TD is conducting a review, which is expected to be completed by end 2019, on the feasibility of opening part of the roof of Kwai Fong Car Park for car parking purpose while continuing to reserve the remaining part for vehicle detention purpose;

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- (b) TD has formally issued written instructions to the car park operators requiring them to handle abandoned vehicles in accordance with the "Conditions of Parking and Use" displayed at the car parks with immediate effect, and has approved a set of procedures to enable expeditious disposal of abandoned vehicles by the car park operators; and
 - (c) with effect from February 2019, TD's car park contractors have been submitting monthly returns on the numbers and details of abandoned vehicles in TD's car parks for TD's monitoring of their performance;
- strongly urges TD to:
- (a) closely monitor the progress of the pilot study on APSs and step up efforts in implementing APSs in government car parks based on the recommendations of the pilot study;
 - (b) closely monitor the parking space ratio for private cars and take appropriate measures to increase the supply of parking spaces in accordance with the growth in numbers of private cars to meet the widening shortfall;
 - (c) put in place a mechanism to monitor the availability and occupancy rates of public parking spaces in government multi-storey car parks on a regular basis;
 - (d) consider how to put the rooftop parking spaces of Kwai Fong Car Park into effective use in the long-run taking into account the utilization rate of parking spaces on rooftop and the additional maintenance cost arising from its chronic water seepage problem;
 - (e) enhance its future liaison with ArchSD in respect of the maintenance and repair works of government car parks with a view to minimizing the related impact on the availability of parking spaces for public use;
 - (f) explore effective measures to assist contractors in removing abandoned vehicles in government multi-storey car parks with a view to releasing the occupied parking spaces expeditiously;

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- (g) issue internal guidelines for establishing the requirements for public parking spaces in new development and redevelopment proposals; and
 - (h) step up its efforts in monitoring the utilization of the public lorry park in private developments and ascertain the reasons for the under-utilization of LGV parking spaces in Case 2 above, including whether a high parking fee is a factor, and implement improvement measures as necessary;
- strongly urges LandsD to:
- (a) step up its inspection efforts to ensure private lot owners' compliance with land lease condition to provide parking spaces for public use, and take appropriate enforcement actions against non-compliance cases in a timely manner; and
 - (b) explore with TD feasible measures to assist car park operators of private developments in dealing with the occupation of LGV parking spaces by private cars; and
- strongly urges ArchSD to proactively monitor the progress of the maintenance and repair works of government car parks and take appropriate follow-up actions in a timely manner.

Specific comments

111. The Committee:

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- expresses grave dissatisfaction that:
 - (a) from 2011 to 2018, the number of STT parking spaces for commercial vehicles decreased by 3 235 (24%) from 13 344 to 10 109 and that for private cars by 1 626 (7%) from 23 055 to 21 429; and

Planning, provision and management of public parking spaces

- (b) as at 30 September 2018, 41 STT car parks (providing 6 187 parking spaces for private cars and 2 115 for commercial vehicles) would be terminated for long-term developments in the coming years;
- notes that:
 - (a) Commissioner for Transport has agreed with Audit's recommendations in paragraphs 2.17 and 2.18 of the Audit Report;
 - (b) Director of Lands has agreed with Audit's recommendations in paragraphs 2.17(h) and (i), and 2.18 of the Audit Report; and
 - (c) Secretary for Transport and Housing and Secretary for Development have agreed with Audit's recommendation in paragraph 2.19 of the Audit Report;
- recommends that:
 - (a) TD should consider providing incentives to encourage developers to provide more hourly charged parking spaces in their car parks or including in the land lease condition of private developments a clause requiring the provision of a specified number of hourly charged parking spaces with a view to increasing the availability of public parking spaces; and
 - (b) TD should, in liaison with LandsD, identify suitable sites, particularly those without immediate implementation programme for long-term developments, to provide more temporary public parking spaces in districts with parking demand, with a view to ensuring better utilization of scarce land resources;

Management of government multi-storey car parks

- expresses grave dismay and finds it unacceptable that:
 - (a) while the Government's policy objectives in managing government multi-storey car parks are to maintain the availability rate of parking spaces at 15% during peak hours (i.e. utilization rate of 85%) and to maximize government revenue, the average daily peak-hour utilization rate of parking spaces for private cars,

Planning, provision and management of public parking spaces

van-type LGVs and taxis in the 11 government multi-storey car parks increased from 66% in 2013 to 90% in 2018. The utilization rates had exceeded TD's target of 85% since 2015;

- (b) while parking fees of the government multi-storey car parks should be comparable with fees charged by nearby public car parks, the monthly parking fees for private cars and van-type LGVs in all the government multi-storey car parks were 15% to 34% lower than the average market rates of nearby public car parks according to a market research conducted by TD in July 2018;
- (c) while Audit's research of the parking fees in other public car parks revealed that the granting of concessionary rate for monthly parking for taxis was not common, TD had sold monthly parking tickets for taxis at a concessionary rate in the government multi-storey car parks since 1999 and the monthly parking fees only increased by 16% in the past 19 years;
- (d) monthly parking tickets in some government multi-storey car parks were sold on a first-come-first-served basis. Audit's site visits in November 2018 and January 2019 revealed that due to keen competition, overnight queues for the purchase of monthly parking tickets existed in four car parks;
- (e) the number of closed-circuit television ("CCTV") cameras in each of the 11 government multi-storey car parks varied from 4 to 43. In 2018, in 30 of the 37 incidents (for example, vehicle theft) which occurred in the government multi-storey car parks, no image was captured by the CCTV footage or the scene was not under the coverage of CCTV security systems during the occurrence of the incidents and thus no record could be provided to the Hong Kong Police Force for investigation;

Planning, provision and management of public parking spaces

- (f) there was a delay in replacing the car park management system²² at government multi-storey car parks as the system had already been used for more than 10 years and reached the end of its planned serviceable life. The number of breakdowns had significantly increased by 110% from 197 in 2016 to 414 in 2018; and
 - (g) while TD's car parks are designated as private roads under regulation 7 of the Road Traffic (Parking on Private Roads) Regulations (Cap. 374O), the Department of Justice considers it undesirable to handle abandoned vehicles in government multi-storey car parks by virtue of Cap. 374O;
- notes that:
- (a) TD has in collaboration with ArchSD and the Hong Kong Police Force embarked on a review of the provision of CCTVs in TD's car parks; and
 - (b) Commissioner for Transport has agreed with Audit's recommendations in paragraphs 3.12, 3.23 and 3.29 of the Audit Report;

Management of on-street parking spaces

- expresses grave dismay and finds it unacceptable that there were inadequacies in the management of on-street parking spaces by TD, as evidenced by the following:
 - (a) while one of the principles of on-street parking spaces was that on-street parking should be metered and prices set to ensure that about 15% of the spaces were maintained empty, from 2015 to 2018, on average, the objective of maintaining the 15% parking space availability rate was not met in 15 (40%) of the 37 districts.

²² Car park management system ("CPMS"), comprising two linked-in operating systems, namely access control system and licence plate recognition system, is installed in each government multi-storey car park to control and monitor the entry and exit of vehicles. CPMS is a critical car park system owned by the Government for: (a) calculation of parking fees payable by car park users; and (b) maintenance of all revenue data generated by the car parks. CPMS is supplied and maintained by two system suppliers through sub-contract agreements signed with the car park contractors.

Planning, provision and management of public parking spaces

In particular, the objective had not been met in many districts in Kowloon (i.e. 13 of the 15 districts in 2018);

- (b) while it was the Government's policy to revise parking fees regularly to maintain a "15% availability rate", TD had not revised the meter charges accordingly. In particular, in 10 districts with parking space availability rates persistently below 15% since 2015 (ranging from 1% to 6% in 2018), there were metered parking spaces in nine districts charging at \$2 per 30 minutes (i.e. the low rate), which was lower than the maximum parking fee of \$2 per 15 minutes (i.e. the high rate) as stipulated in the Road Traffic (Parking) Regulations (Cap. 374C). In some districts such as Kowloon City, some meter locations were very close to each other but the parking fees were different;
- (c) the metered parking fee evasion rate had remained at around 30% from 2015 to 2018, and there were 24 234, 28 796 and 21 935 cases found in 2016, 2017 and 2018 respectively on meters installed in areas of high parking demand but collecting extraordinarily low amount of parking meter revenue;²³
- (d) while TD's review in 2012 on parking fees had concluded that meters charging the low rate should be standardized to charge the high rate, as at 31 October 2018, there were still 2 733 (15%) of the 17 898 metered parking spaces charging the low rate;
- (e) while a "longest parking period" for each transaction had been provided in the parking meters to discourage prolonged parking at on-street parking spaces, and TD had set out in its internal guidelines that parking meters for private cars and van-type LGVs should be of 30-minute duration in core commercial areas and two-hour duration at the outskirts, TD had not defined the term "core commercial areas". For many parking spaces which were located in commercial areas such as Causeway Bay, Tsim Sha Tsui and Mong Kok, the proportion of two-hour meters for private cars and van-type LGVs parking spaces were 81%, 67% and 58% respectively. In some cases, parking meters with

²³ The contractor engaged by TD is required to provide monthly report to the Hong Kong Police Force on meters installed in areas of high parking demand but collecting extraordinarily low amount of parking meter revenue. The figures refer to the numbers of metered parking spaces included in the monthly report in the respective year.

Planning, provision and management of public parking spaces

different types of "longest parking period" for each transaction were installed on the same street;

- (f) TD had not required its contractor to conduct regular surveys to ascertain the occupancy situation of the parking spaces outside the operating periods of parking meters. In some cases, parking spaces provided for the same vehicle type in the same parking place had different operating periods. Moreover, TD has not set up a parking fee adjustment mechanism to establish an objective basis on adjustment of the parking meter configurations;
- (g) there was a delay in the replacement of current parking meters, which had been put in use since 2003-2004. These meters would need to operate for two to three more years, i.e. a total of about 17 years, which was much longer than their normal serviceable life of 7 to 10 years. As the production of the current model of parking meters had ceased, there were only a limited number of spare parking meters in stock for installation at new parking places. TD had to redeploy parking meters from low-utilized parking places to facilitate the implementation of metering at other parking places. However, there was a delay in redeployment of parking meters, for example, 212 parking meters covering 399 parking spaces with persistent low utilization from 2016 to 2018 had not been redeployed. In some cases, requests for installation of parking meters were not accepted due to insufficient spare parking meters;
- (h) there were abandoned vehicles found in on-street motorcycle parking spaces at 28 out of 100 parking places surveyed by Audit from November 2018 to January 2019, and illegal parking on pavements nearby, jeopardizing pedestrians' safety;
- (i) there were also cases of non-metered parking spaces occupied by abandoned vehicles or other objects as revealed during Audit's survey of non-metered parking spaces for vehicle types other than motorcycles from November 2018 to January 2019;
- (j) TD had not conducted regular surveys of non-metered parking spaces for vehicle types other than motorcycles to assess the need to install meters with a view to encouraging vehicle turnover and improving parking space availability rate. Audit's site visits to 10 parking places of non-metered parking spaces for vehicles

Planning, provision and management of public parking spaces

other than motorcycles from November 2018 to January 2019 revealed that the target of maintaining 15% parking space availability rate was not achieved. Moreover, TD had kept parking spaces in some locations (such as those near beaches or country parks) as non-metered despite their high demand in holiday seasons;

- (k) there were cases where both metered and non-metered parking spaces were provided in the same location; and
- (l) TD's inventory list of non-metered parking spaces was found inaccurate;

- notes that:

- (a) TD is monitoring the parking situation in Hong Kong and considers it appropriate to continue to adopt 15% vacancy of on-street parking spaces as a target;
- (b) TD is reviewing the charging level of metered parking spaces at the same locality with different parking fees with a view to unifying the rate as appropriate. The target is to complete the review by end 2019;
- (c) TD is conducting a review on the parking fees for meters charging the low rate of \$2 per 30 minutes, which is expected to be completed by end 2019;
- (d) TD is reviewing the "longest parking period" for each transaction of the existing parking meters, with a view to completing the review by end 2019;
- (e) TD has kick-started preparatory work for installation of new parking meters by phases starting from the first half of 2020. Its backend system will provide real-time information on metered parking spaces being occupied but without payment of parking fees; and
- (f) Commissioner for Transport has agreed with Audit's recommendations in paragraphs 4.19 and 4.30 of the Audit Report;

Implementation of parking-related technology initiatives

- expresses dismay and finds it unacceptable that there were inadequacies in the dissemination of parking information via TD's dedicated website and its "HKeMobility" mobile application, as well as the Public Sector Information Portal ("PSI"), as evidenced by the following:
 - (a) the location information of car parks shown in the dedicated website and mobile application was incomplete. Of 2 071 car parks providing public parking spaces as at 31 December 2018, TD's mobile application only showed information on the location of 1 546 (75%) car parks;
 - (b) while TD had approached three government departments (i.e. Government Property Agency, Housing Department, and Leisure and Cultural Services Department) in 2015 and 2016 to solicit their support in providing parking vacancy information, the outcome was not satisfactory. Of the 30 car parks in government venues with the highest number of public parking spaces (other than those managed by TD) as at 31 December 2018, parking vacancy information of only 7 (23%) car parks was available in TD's mobile application;
 - (c) TD's website and mobile application did not support the searching of on-street parking spaces;
 - (d) parking data uploaded to PSI was inadequate. For example, as at 31 December 2018, parking vacancy data of only 27 (10%) of 263 car parks (which provided parking vacancy information on TD's website and mobile application) was uploaded onto PSI;
 - (e) TD's dedicated website for providing parking vacancy information had not been enhanced to improve its usability on mobile devices; and
 - (f) while the development cost of "HKeMobility" mobile application was \$600,000, the expenditure incurred for the application's maintenance and enhancement since its launch in July 2018 amounted to \$1.84 million as at July 2019;

Planning, provision and management of public parking spaces

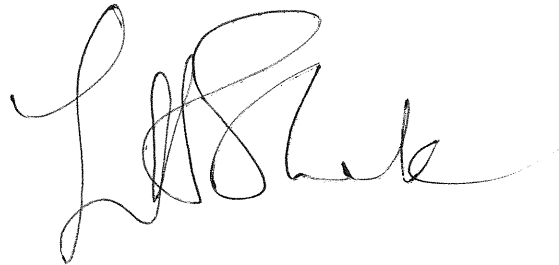
- expresses dismay and finds it unacceptable that there were inadequacies in the provision and management of electric vehicle ("EV") charging facilities by TD and the Environmental Protection Department, as evidenced by the following findings in the Audit Report:
 - (a) while there was a significant increase in the number of licensed private EVs in recent years (i.e. from 314 in December 2013 to 10 660 in September 2018), EV chargers had not been installed in three government multi-storey car parks (i.e. Aberdeen, Kennedy Town and Kwai Fong Car Parks); and
 - (b) Audit's site visits to the eight government multi-storey car parks equipped with EV chargers in November and December 2018 found that 168 (69%) of 242 parking spaces equipped with EV chargers were occupied by non-EVs; and
- notes that:
 - (a) upon completion of the system enhancement work in end 2018, the full set of car park data, including car park location information, has been uploaded onto "HKeMobility" for dissemination to the public since February 2019;
 - (b) Government Property Agency, Housing Department, and Leisure and Cultural Services Department have agreed to incorporate new requirements during renewal of their car park management contracts to achieve the parking information dissemination in "HKeMobility". As at early September 2019, Government Property Agency has already taken steps to include new clauses into their two renewed car park contracts;
 - (c) the Electrical and Mechanical Services Department has taken forward the installation of Bay Guidance System at TD's car parks. It will complete the tender for the system by early 2020 and commence the installation works at TD's car parks in mid 2020 with a view to fully completing the project by early 2021;
 - (d) Commissioner for Transport has agreed with Audit's recommendations in paragraphs 5.13, 5.17 and 5.23 of the Audit Report; and

- (e) Director of Environmental Protection has agreed with Audit's recommendations in paragraph 5.17 of the Audit Report.

<p>Follow-up action</p>

112. The Committee wishes to be kept informed of the progress made in implementing the various recommendations made by the Committee and Audit.

SIGNATURES OF THE CHAIRMAN,
DEPUTY CHAIRMAN AND MEMBERS OF THE COMMITTEE



Abraham SHEK Lai-him
(Chairman)



Kenneth LEUNG
(Deputy Chairman)



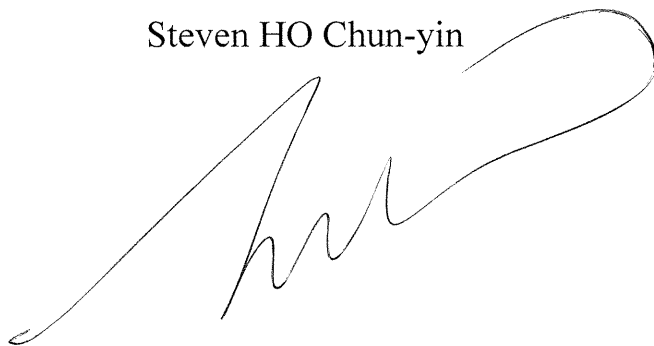
Paul TSE Wai-chun



Steven HO Chun-yin



LAM Cheuk-ting



SHIU Ka-fai



Tanya CHAN

14 November 2019

**CHAPTER IN THE DIRECTOR OF AUDIT'S REPORT NO. 72
DEALT WITH IN THE PUBLIC ACCOUNTS COMMITTEE'S REPORT**

**Director of
Audit's Report
No. 72**

**P.A.C.
Report No. 72A**

<u>Chapter</u>	<u>Subject</u>	<u>Part</u>
1	Planning, provision and management of public parking spaces	4

**RULES OF PROCEDURE OF
THE LEGISLATIVE COUNCIL OF
THE HONG KONG SPECIAL ADMINISTRATIVE REGION**

72. Public Accounts Committee

(1) There shall be a standing committee, to be called the Public Accounts Committee, to consider reports of the Director of Audit –

- (a) on the accounts of the Government;
- (b) on such other accounts required to be laid before the Council as the committee may think fit; and
- (c) on any matter incidental to the performance of his duties or the exercise of his powers as the committee may think fit.

(2) The committee shall also consider any report of the Director of Audit laid on the Table of the Council which deals with examinations (value for money audit) carried out by the Director relating to the economy, efficiency and effectiveness of any Government department or public body or any organization to which his functions as Director of Audit extend by virtue of any Ordinance or which receives public moneys by way of subvention.

(3) The committee shall consist of a chairman, deputy chairman and 5 members who shall be Members appointed by the President in accordance with an election procedure determined by the House Committee. *(L.N. 214 of 2005)*

(3A) The chairman and 2 other members shall constitute a quorum of the committee. *(L.N. 214 of 2005)*

(3B) In the event of the temporary absence of the chairman and deputy chairman, the committee may elect a chairman to act during such absence. *(L.N. 214 of 2005)*

(3C) All matters before the committee shall be decided by a majority of the members voting. Neither the chairman nor any other member presiding shall vote, unless the votes of the other members are equally divided, in which case he shall give a casting vote. *(L.N. 214 of 2005)*

(4) A report mentioned in subrules (1) and (2) shall be deemed to have been referred by the Council to the committee when it is laid on the Table of the Council.

(5) Unless the chairman otherwise orders, members of the press and of the public shall be admitted as spectators at meetings of the committee attended by any person invited by the committee under subrule (8).

(6) The committee shall meet at the time and the place determined by the chairman. Written notice of every meeting shall be given to the members and to any person invited to attend a meeting at least 5 clear days before the day of the meeting but shorter notice may be given in any case where the chairman so directs.

(7) *(Repealed L.N. 214 of 2005)*

(8) The chairman or the committee may invite any public officer, or, in the case of a report on the accounts of or relating to a non-government body or organization, any member or employee of that body or organization, to give information or any explanation or to produce any records or documents which the committee may require in the performance of its duties; and the committee may also invite any other person to assist the committee in relation to any such information, explanation, records or documents.

(9) The committee shall make their report upon the report of the Director of Audit on the accounts of the Government within 3 months (or such longer period as may be determined under section 12 of the Audit Ordinance (Cap. 122)) of the date on which the Director's report is laid on the Table of the Council.

(10) The committee shall make their report upon the report of the Director of Audit mentioned in subrule (2) within 3 months (or such longer period as may be determined by the Council) of the date on which the Director's report is laid on the Table of the Council.

(11) Subject to these Rules of Procedure, the practice and procedure of the committee shall be determined by the committee.

**Paper presented to the Provisional Legislative Council
by the Chairman of the Public Accounts Committee
at the meeting on 11 February 1998 on
Scope of Government Audit in the
Hong Kong Special Administrative Region -
'Value for Money Audits'**

SCOPE OF WORK

1. The Director of Audit may carry out examinations into the economy, efficiency and effectiveness with which any bureau, department, agency, other public body, public office, or audited organisation has discharged its functions.

2. The term "audited organisation" shall include -
 - (i) any person, body corporate or other body whose accounts the Director of Audit is empowered under any Ordinance to audit;
 - (ii) any organisation which receives more than half its income from public moneys (this should not preclude the Director from carrying out similar examinations in any organisation which receives less than half its income from public moneys by virtue of an agreement made as a condition of subvention); and
 - (iii) any organisation the accounts and records of which the Director is authorised in writing by the Chief Executive to audit in the public interest under section 15 of the Audit Ordinance (Cap. 122).

3. This definition of scope of work shall not be construed as entitling the Director of Audit to question the merits of the policy objectives of any bureau, department, agency, other public body, public office, or audited organisation in respect of which an examination is being carried out or, subject to the following Guidelines, the methods by which such policy objectives have been sought, but he may question the economy, efficiency and effectiveness of the means used to achieve them.

GUIDELINES

4. The Director of Audit should have great freedom in presenting his reports to the Legislative Council. He may draw attention to any circumstance which comes to his knowledge in the course of audit, and point out its financial implications. Subject to these Guidelines, he will not comment on policy decisions of the Executive Council and the Legislative Council, save from the point of view of their effect on the public purse.

5. In the event that the Director of Audit, during the course of carrying out an examination into the implementation of policy objectives, reasonably believes that at the time policy objectives were set and decisions made there may have been a lack of sufficient, relevant and reliable financial and other data available upon which to set such policy objectives or to make such decisions, and that critical underlying assumptions may not have been made explicit, he may carry out an investigation as to whether that belief is well founded. If it appears to be so, he should bring the matter to the attention of the Legislative Council with a view to further inquiry by the Public Accounts Committee. As such an investigation may involve consideration of the methods by which policy objectives have been sought, the Director should, in his report to the Legislative Council on the matter in question, not make any judgement on the issue, but rather present facts upon which the Public Accounts Committee may make inquiry.

6. The Director of Audit may also -

- (i) consider as to whether policy objectives have been determined, and policy decisions taken, with appropriate authority;
- (ii) consider whether there are satisfactory arrangements for considering alternative options in the implementation of policy, including the identification, selection and evaluation of such options;
- (iii) consider as to whether established policy aims and objectives have been clearly set out; whether subsequent decisions on the implementation of policy are consistent with the approved aims and objectives, and have been taken with proper authority at the appropriate level; and whether the resultant instructions to staff accord with the approved policy aims and decisions and are clearly understood by those concerned;

- (iv) consider as to whether there is conflict or potential conflict between different policy aims or objectives, or between the means chosen to implement them;
- (v) consider how far, and how effectively, policy aims and objectives have been translated into operational targets and measures of performance and whether the costs of alternative levels of service and other relevant factors have been considered, and are reviewed as costs change; and
- (vi) be entitled to exercise the powers given to him under section 9 of the Audit Ordinance (Cap. 122).

PROCEDURES

7. The Director of Audit shall report his findings on value for money audits in the Legislative Council twice each year. The first report shall be submitted to the President of the Legislative Council within seven months of the end of the financial year, or such longer period as the Chief Executive may determine. Within one month, or such longer period as the President may determine, copies shall be laid before the Legislative Council. The second report shall be submitted to the President of the Legislative Council by the 7th of April each year, or such date as the Chief Executive may determine. By the 30th April, or such date as the President may determine, copies shall be laid before the Legislative Council.

8. The Director's report shall be referred to the Public Accounts Committee for consideration when it is laid on the table of the Legislative Council. The Public Accounts Committee shall follow the rules governing the procedures of the Legislative Council in considering the Director's reports.

9. A Government minute commenting on the action Government proposes to take in respect of the Public Accounts Committee's report shall be laid on the table of the Legislative Council within three months of the laying of the report of the Committee to which it relates.

10. In this paper, reference to the Legislative Council shall, during the existence of the Provisional Legislative Council, be construed as the Provisional Legislative Council.

**Witnesses who appeared before the Committee
(in order of appearance)**

Mr Frank CHAN Fan	Secretary for Transport and Housing
Ms Ivy LAW Chui-mei	Deputy Secretary for Transport and Housing (Transport) ³
Ms Mable CHAN	Commissioner for Transport
Mr Samson LAM Sau-sang	Assistant Commissioner/Planning Transport Department
Ms Candy KWOK Wai-ying	Assistant Commissioner/Management and Paratransit Transport Department
Mr Thomas CHAN Chung-ching	Director of Lands
Mr Ivan CHUNG Man-kit	Deputy Director of Planning/Territorial Planning Department
Ms Maisie CHENG Mei-sze	Permanent Secretary for the Environment/ Director of Environmental Protection
Mr Dave HO Tak-yin	Assistant Director (Air Policy) Environmental Protection Department
Mr TANG Ping-keung	Acting Commissioner of Police
Mr KU Kerry	Senior Inspector of Police (Administration and Support) (Traffic Branch Headquarters) Hong Kong Police Force
Ms Michelle LI Mei-sheung	Director of Leisure and Cultural Services
Mr Vincent LIU Ming-kwong	Government Property Administrator
Mr Stanley YING Yiu-hong	Director of Housing
Mrs Sylvia LAM YU Ka-wai	Director of Architectural Services

Note: The above post titles were those of the witnesses at the time when they attended the public hearings of the Committee.

**A brief account of Chapter 1 of Report No. 72
“Planning, provision and management of public parking spaces”
by the Director of Audit
at the Public Hearing of the Public Accounts Committee
of the Legislative Council on Friday, 10 May 2019**

Mr. Chairman,

Thank you for inviting me here to give a brief account of Chapter 1 of Report No. 72 of the Director of Audit, entitled “Planning, provision and management of public parking spaces”.

This Audit Report comprises five PARTs.

PART 1 of the Report, namely “Introduction”, describes the background of the audit.

With a transport policy which centres on the use of public transport with railways as the backbone, the Government’s parking policy is to accord priority to considering and meeting the parking demand of commercial vehicles, and to provide an appropriate number of parking spaces for private cars if the overall development permits. Public parking spaces are mainly provided through three means: (a) incorporation of parking spaces in private, public housing and Government, Institution or Community (G/IC) developments, and open space projects; (b) short-term tenancy (STT) car parks administered by the Lands Department; and (c) government multi-storey car parks and on-street parking spaces managed by the Transport Department (TD). As at 31 December 2018, there were 744,191 licensed private cars, commercial vehicles and motorcycles (licensed vehicles), and 756,909 parking spaces in the territory. Of these parking spaces, about one-third (238,320 spaces) were public parking spaces.

PART 2 of the Report examines the planning and provision of public parking spaces.

The Audit Commission (Audit) noted a number of areas that required attention in respect of the planning and provision of public parking spaces. For instance, from 2006 to 2018, the total number of licensed vehicles increased by 44.4%, while that of parking spaces only increased by 11.6%. The overall ratio of parking spaces to vehicles (parking space ratio) dropped from 1.32 to 1.02. In particular, owing to the changing circumstances on the demand and supply of private car parking spaces, the private car parking space ratio decreased from 1.51 in 2006 to 1.10 in 2018 and will further drop to a projected ratio of less than 1 in the coming years. In other words, theoretically there will not be adequate private car parking spaces to accommodate all private cars. Audit found that from 2002 to 2018, the planning standards of ancillary parking spaces for private cars in housing developments stipulated in the Hong Kong Planning Standards and Guidelines were revised seven times, resulting in a reduction in the number of such parking spaces. However, the number of licensed private cars increased significantly by 53.4% during the period, causing a significant increase in the demand for private car parking spaces in recent years. Audit has recommended that TD should closely monitor the parking space ratio for private cars and review the planning standards of parking spaces in housing developments.

Regarding incorporation of public parking spaces in G/IC and private developments, in the absence of relevant guidelines, TD will only decide this matter on a case-by-case basis. Our case studies have revealed room for improvement in the planning and provision of public parking spaces in G/IC and private developments. In one of the cases, it took a long time for TD to propose splitting the Tseung Kwan O Town Park project for constructing an underground car park. In two other cases, Audit found that the utilisation of the parking spaces for light goods vehicles (LGVs) in a private development was low; and that some LGV parking spaces were occupied by private cars, in breach of land lease condition. In addition, Audit found that 41 STT car parks providing 6,187 parking spaces for private cars and 2,115 for commercial

vehicles would be terminated for long-term developments in the coming years. There is a need to meet the shortfall arising therefrom. Audit has recommended that TD should improve the planning and provision of public parking spaces in private developments and formulate a strategy for providing more long-term public parking spaces. Audit has also recommended that the Transport and Housing Bureau should promulgate a circular setting out the criteria for considering whether and how public parking spaces should be provided under individual G/IC developments and open space projects.

PART 3 of the Report examines TD’s management of government multi-storey car parks.

Regarding management of government multi-storey car parks, the Government’s policy objective is to maintain the parking space availability rate of 15%, or a utilisation rate of 85% during peak hours. However, Audit found that the average daily peak-hour utilisation rate of parking spaces in the 11 government multi-storey car parks for private cars, van-type LGVs and taxis had exceeded the target utilisation rate of 85% since 2015; whereas the monthly parking fees of parking spaces for private cars and van-type LGVs in all government multi-storey car parks were the lowest as compared with nearby public car parks. Therefore, Audit has recommended that TD should take into due consideration the high utilisation rates of parking spaces and the lower-than-market parking fees in future parking fee review exercises.

Audit also found that the 75 parking spaces on the rooftop of Kwai Fong Car Park had not been open for public use since October 2013 after the completion of the works to enhance the security of the Car Park. In addition, of the 13 abandoned vehicles in 5 government multi-storey car parks, 10 had been abandoned for more than one year to 11 years up to December 2018. Hence, Audit has recommended that TD should put the rooftop parking spaces at Kwai Fong Car Park into effective use and explore ways to remove abandoned vehicles expeditiously.

PART 4 of the Report examines management of on-street parking spaces.

Under the existing Government policy, on-street parking spaces are provided to meet drivers' short-term parking needs. On-street parking spaces should be metered and charged to ensure that about 15% of the spaces are maintained empty. However, Audit found that from 2015 to 2018, on average, the objective of maintaining the 15% parking space availability rate was not met in 15 of 37 districts. In addition, of the 10 districts which had availability rates of lower than 15% persistently since 2015, there were metered parking spaces in 9 districts charging the low rate (i.e. \$2 per 30 minutes). Moreover, TD's guidelines stipulated that for parking meters in core commercial areas, the "longest parking period" for each transaction should be set at 30 minutes. However, "core commercial areas" were not defined, and many parking meters which might be located in core commercial areas (e.g. Causeway Bay) were of 2-hour duration, rather than 30 minutes as stipulated. Therefore, Audit has recommended that TD should review the fee charging arrangements of on-street metered parking spaces.

Regarding non-metered parking places, Audit surveyed 110 such parking places between November 2018 and January 2019 and found that the high demand for motorcycle parking spaces had persisted, and that most of the non-metered parking spaces for vehicles other than motorcycles had been occupied and the target of maintaining 15% parking space availability rate was not achieved. Therefore, Audit has recommended that TD should take measures to ensure that on-street non-metered parking spaces are utilised effectively.

PART 5 of the Report examines the implementation of parking-related technology initiatives.

Since July 2016, TD has been providing locations of on-street parking spaces, entrances and exits of off-street car parks, and real-time parking vacancies at some car parks via its dedicated website and mobile application. Audit found that locations and parking vacancies of car parks provided in its

mobile application were incomplete. In addition, supplementary information of car parks, such as operating hours, parking fees, payment methods and other facilities available was rarely provided in TD's mobile application. Therefore, Audit has recommended that TD should improve the mobile application accordingly.

Regarding the work of the Environmental Protection Department (EPD) in the provision of electric vehicle (EV) charging facilities in existing government car parks, Audit found that as at 30 September 2018, EV chargers were provided in 8 of the 11 government multi-storey car parks, but not in the remaining 3 car parks. In view of the significant increase in the number of licensed electric private cars, Audit has recommended that EPD should explore the need for installing EV chargers in the 3 government multi-storey car parks.

According to TD's 2002 Study Report, one of the measures to address the parking problems in the long-term was the use of automated parking systems. However, Audit noted that TD had only commissioned a consultant to conduct a pilot study on automated parking systems in 2018. Therefore, Audit has recommended that TD should step up efforts in implementing such systems.

Our views and recommendations were agreed by the relevant bureaux and departments. I would like to take this opportunity to acknowledge with gratitude the full cooperation, assistance and positive response of their staff during the course of the audit review.

Thank you, Mr. Chairman.

DRAFT
(Please check against actual delivery)

Legislative Council Public Accounts Committee

Report No. 72 of the Director of Audit – Chapter 1
Planning, provision and management of public parking spaces

Opening Remarks by Secretary for Transport and Housing

Mr Chairman,

I would like to thank the Audit Commission for looking into the planning, provision and management of public parking spaces by the Government in a comprehensive manner, and providing valuable comments to us. The Transport and Housing Bureau (“THB”) and the Transport Department (“TD”) accept the recommendations in the Director of Audit’s Report (“the Audit Report”). THB is proactively steering relevant departments to take follow-up actions.

2. The Government adopts a transport policy based on public transport with railways as the backbone. The Government’s current policy in the provision of parking spaces is to accord priority to meeting the parking demand of commercial vehicles (“CVs”), and to provide an appropriate number of private car parking spaces if the overall development permits, but not to attract passengers to opt for private cars in lieu of public transport. In this connection, the Government has not set any specific targets for the provision of parking spaces.

3. From 2006 to 2018, the number of parking spaces for private cars increased by 11.2%. During the same period, the number of licensed private cars¹ increased by 53.4%, far exceeding the growth of the number of parking spaces. As a result, the ratio of private car parking spaces to such vehicles decreased from 1.51 to 1.10. Although the year-on-year growth in the number of private cars has eased slightly recently, we will continue to closely monitor the situation and take forward in an orderly manner the short,

¹ Van-type light goods vehicles (“LGVs”) might also be parked at private car parking spaces. Hence, the numbers of private car parking spaces and licensed private cars included van-type LGVs.

medium and long term measures recommended by the Transport Advisory Committee in its Report on Study of Road Traffic Congestion in Hong Kong.

4. As indicated in the 2018 Policy Address, we will follow the principle of “Single Site, Multiple Uses” to provide public car parking spaces in suitable “Government, Institution or Community” (“G/IC”) facilities and public open space (“POS”) projects. The Government will also proactively take forward automated parking systems (“APSs”).

Measures to increase parking spaces

5. THB has already promulgated to various policy bureaux/departments a series of short and medium to long term measures to suitably increase parking spaces. Examples of short term measures include -

(1) Designating night-time parking spaces at suitable on-street locations

TD has identified 515 on-street night-time parking spaces for CVs, of which 191 have been in use and 172 have been shelved due to local objections. For the remaining 152, local consultation is underway and relevant works are being arranged.

(2) Encouraging the opening up of school premises after school for parking of school buses

TD and the Education Bureau (“EDB”) launched a pilot scheme last year which yielded positive response. EDB will allow all public sector and direct subsidy schools to apply to join with effect from the new school year.

(3) Providing more parking spaces and picking up/setting down facilities for coaches

In 2018-19, TD provided a total of 41 additional on-street parking spaces for coaches and 85 picking up/setting down facilities in Tsim Sha Tsui, Southern District, Wan Chai, Eastern District, Jordan (near the Express Rail Link station), Tsing Yi, Sai Kung, etc. In

2019-20, TD has planned to provide 137 additional parking spaces for coaches and 52 picking up/setting down facilities in Tsim Sha Tsui, Kowloon City, Wong Tai Sin, Kwun Tong, Wan Chai, Southern District, North Point, Tsuen Wan, Tuen Mun, Tung Chung, etc.

- (4) Stipulating the provision of a minimum number of parking spaces for CVs in the tenancy conditions of suitable short-term tenancy (“STT”) car parks

A total of 31 STT car parks are currently required to provide parking spaces for CVs in accordance with their tenancy conditions, involving a total of around 1 800 parking spaces.

6. Medium to long term measures include -

- (1) Requiring private developers to provide parking spaces at the higher end of the parking standards under the Hong Kong Planning Standards and Guidelines (“HKPSG”) for new developments

Since last year, TD has made such requests, or followed up on such requests, in relation to a total of 25 new developments, involving not fewer than 4 000 parking spaces.

- (2) Conducting a review on the guidelines on parking of private cars with a view to updating the requirements in the HKPSG for provision of private car parking spaces for housing developments

We will take into consideration the parking policy, utilisation of parking spaces, social and economic factors affecting the growth of private cars, etc. so as to increase the number of private car parking spaces in future housing developments.

- (3) Taking forward the consultancy study on CVs

TD expects that the study will be completed by the end of this year. Suitable measures will be drawn up to cater for the parking demand of CVs. The Government has initially earmarked eight suitable

G/IC facilities and POS sites for construction of car parks which will primarily be used by CVs. These car parks are expected to provide around 2 000 parking spaces.

(4) Providing, to the extent possible, more public parking spaces in suitable G/IC facilities, POS sites and public housing developments

As at end March this year, two development projects under construction in Tai Po and Kwun Tong will provide 213 and 51 public parking spaces respectively. The POS project at Sze Mei Street, San Po Kong will also provide 306 public parking spaces. In addition, TD and relevant departments are planning for about 20 works projects, which can provide about 5 100 parking spaces.

(5) Taking forward the pilot study of APSs

Compared with conventional car parks, an APS can provide 30% to 100% more parking spaces within the same footprint. Taking into account such criteria as parking demand, geographical and planning restrictions as well as impact on local traffic, TD is progressively taking forward six pilot projects and conducting local consultation. In the light of the District Councils' recent aspirations for smart car parks, TD will continue to proactively examine in collaboration with relevant departments the implementation details, and consider providing smart car parks on suitable STT sites in other districts having regard to the effectiveness of the pilot project at the STT site in Tsuen Wan.

Management of multi-storey car parks

7. Regarding the management of car parks, since February 2019, TD has required its car park contractors to submit monthly returns on the handling of abandoned vehicles, and will conduct inspections in respect of the returns. In order to expedite the handling of abandoned vehicles, TD will from now on direct the contractors to handle abandoned vehicles according to the "Conditions of Parking and Use" of car parks direct. Under normal circumstances, it is expected to take about one month's time for a contractor to tow an abandoned vehicle away from a government car park.

Management of on-street parking spaces

8. As regards on-street parking spaces, starting from mid-2020, TD will install by batches around 12 000 new generation of parking meters to provide a number of new functions, including supporting multiple payment means for payment of parking fees and detecting the occupancy of parking spaces through vehicle sensors. Since the new parking meters can provide real-time parking data, apart from disseminating real-time parking vacancy information to the public, TD may also adjust flexibly the setting of parking meters in future to allow the charging of different fee levels at different locations and during different time periods of the day based on the utilisation rates of the parking spaces, thereby enhancing turnover of on-street parking spaces. In addition, TD will provide additional metered parking spaces at suitable places based on local needs.

Parking-related technology initiatives

9. The Government will continue to drive “Smart Mobility”, using technology to facilitate motorists in finding parking spaces and further promoting the dissemination of parking vacancy information of more car parks.

10. At the policy level, THB will continue to provide appropriate guidance and steer to the departments so as to ensure that the recommendations in the Audit Report can be effectively and fully implemented. Thank you.

* * * * *

香港特別行政區政府
The Government of the Hong Kong Special Administrative Region

政府總部
運輸及房屋局
運輸科
香港添馬添美道 2 號
政府總部東翼



Transport and
Housing Bureau
Government Secretariat
Transport Branch
East Wing, Central Government Offices,
2 Tim Mei Avenue,
Tamar, Hong Kong
電話 Tel. No.: 3509 7181
傳真 Fax No.: 3904 1774

本局檔號 OUR REF.: THB(T) CR 1/5591/2019
來函檔號 YOUR REF.: CB4/PAC/R72

9 May 2019

Mr Anthony Chu
Clerk to Public Accounts Committee
Legislative Council Complex
1 Legislative Council Road
Central, Hong Kong

Dear Mr Chu,

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72

Planning, provision and management of public parking spaces

I refer to your letter of 26 April 2019 requesting us to provide information on various subjects to facilitate the Public Accounts Committee's consideration of Chapter 1 of the Director of Audit's Report No. 72.

The requested information in English and Chinese is now enclosed for your reference. Please note that, for item (f), the reply is a consolidated reply from the Transport and Housing Bureau and the Hong Kong Police Force.

Yours sincerely,

A handwritten signature in black ink, appearing to be 'Hillman Chow', written over a horizontal line.

(Hillman Chow)
for Secretary for Transport and Housing

c.c. Commissioner for Transport 2802 2361
Commissioner of Police 2866 2579

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72 Planning, Provision and Management of Public Parking Spaces

Enquiries from Clerk of the Public Accounts Committee dated 26 April 2019

To facilitate the Public Accounts Committee's consideration of Chapter 1 of the Director of Audit's Report No. 72 ("Audit Report"), I should be grateful if you could provide us with the information below:

Planning and provision of public parking spaces

- (a) According to Table 1 in paragraph 1.9 of the Audit Report, there are 9 220 parking spaces in Government, Institution or Community ("G/IC") developments. Please set out the conditions on the use of these parking spaces such as the opening hours;

Reply

- (a) The public parking spaces in G/IC developments are mainly parking spaces in government buildings, parks, sports facilities, markets, educational institutions and hospitals that are provided for use by the general public. The hourly charge rates and the operating hours of the premises will vary depending on the services provided by the facilities and the contract terms of the car park operators.
- (b) According to paragraph 2.3 of the Audit Report, the Transport Department ("TD") projected that the parking space ratio would further drop to less than 1 in the coming years. Please provide both the projected increase and reduction in the number of public car parking spaces, with reasons leading to such changes, and the parking space ratio in the coming three years;

Reply

- (b) As at end December 2018, the number of private cars (inclusive of van-type light goods vehicles which can be parked in private car parking spaces) was 616 220, whereas the number of parking spaces available for private cars was 675 264. The ratio was about 1.10.

As at the first quarter of 2019, the annual growth rate of licensed private cars over the past 12 months was about 2%. Should this trend continue and projecting on this basis, the estimated numbers of private cars in the next three years would be about 628 500, 641 100 and 653 900 respectively.

As for the projection on the supply of public parking spaces for private cars in future, since the provision of new parking spaces is contingent on the results of district consultation and progress of individual development projects, TD does not compile specific projection. However, it was observed that in the past three years (2016 to 2018), the average growth rate of private car parking space provision was about 1.3% per annum. Should this trend continue and assuming the above-mentioned car growth rate, the related parking space ratio would drop by about 0.01 per year in the next three years.

The Government will continue to closely monitor the parking needs of different districts and take measures to increase parking spaces as necessary, including designating suitable on-street locations as night-time parking spaces; requiring developers to provide parking spaces at the higher end of the parking standards under the Hong Kong Planning Standards and Guidelines for new developments; following the principle of “Single Site, Multiple Uses” to provide public car parking spaces in suitable GIC facilities and public open space projects; and taking forward a pilot study on automated parking systems, with a view to promoting wider use of such systems in government and private car parks where circumstances permit.

- (c) With reference to Table 2 in paragraph 2.4 of the Audit Report, please provide the distribution between hourly charged parking spaces and monthly charged parking spaces for each of the following types of public parking spaces: G/IC developments and public housing developments, private developments, government multi-storey car parks and short-term tenancy car parks;

Reply

- (c) The distribution between hourly charged parking spaces and monthly charged parking spaces provided by government car parks under TD's purview is tabulated below. TD does not have information about the distribution of parking spaces in other types of car parks.

Car Park	Private Car		Motorcycle	
	No. of Parking Spaces	Quota of Monthly/Quarterly Tickets	No. of Parking Spaces	Quota of Monthly/Quarterly Tickets
(1) Yau Ma Tei	770	345	76	65
(2) Star Ferry	380	60	37	20
(3) City Hall	170	55	27	25
(4) Rumsey Street	835	380	148	135
(5) Aberdeen	293	290	51	45
(6) Kwai Fong	477	420	93	80
(7) Tsuen Wan	545	510	34	30
(8) Shau Kei Wan	386	343	72	65
(9) Tin Hau	429	330	75	70
(10) Sheung Fung Street, Wong Tai Sin	268	267	74	70
(11) Kennedy Town	195	170	37	36
Total	4,748	3,170	724	641

Except the 10 reserved parking spaces at Star Ferry Car Park, all parking spaces in TD's car parks are not reserved for monthly/quarterly patrons. Car park operators may allow hourly parking of other individual motorists, subject to the occupancy by the monthly/quarterly patrons in the car parks.

- (d) Mechanism/measure(s) put in place by the Government to ensure reasonable distribution of hourly charged and monthly charged parking spaces in private developments;

Reply

- (d) The Government does not regulate the distribution of hourly charged and monthly charged parking spaces of car parks in private developments, which is a matter for the market to determine.

Management of government multi-storey car parks

- (e) referring to paragraphs 3.16 to 3.24(a) of the Audit Report about the unused rooftop parking spaces at Kwai Fong Car Park, a chronology of works/events/decisions taken by TD and/or the car park operator in respect of the rooftop parking spaces from the completion of security installation works in October 2013 to the decision to use it as a temporary vehicle detention centre. When will the rooftop parking spaces be reopened for general parking purpose;

Reply

- (e) The chronology of works/events/decisions taken by TD and/or the car park operator in respect of the rooftop parking spaces of Kwai Fong Car Park (“the Car Park”) from the completion of security installation works in October 2013 to the decision to use it as a temporary vehicle detention centre is given at the **Annex**.

The roof of the Car Park has been used as a temporary vehicle detention centre to cater for the need for detention of those vehicles involved in unauthorised use for hire and reward since 1 April 2019. TD will review the need for the vehicle detention centre and examine the feasibility of opening up part of the roof space for car parking purpose.

- (f) referring to Case 4 in paragraphs 3.21 and para. 3.22 of the Audit Report, reasons for the delay in handling an abandoned vehicle at Rumsey Street Car Park by the Hong Kong Police Force (“HKPF”) and the existing procedures for TD/HKPF to handle cases of abandoned vehicles at

government car parks which are not within the scope of the Road Traffic (Parking on Private Roads) Regulations (Cap. 374O);

Reply

(f) The following is a co-ordinated reply from TD and HKPF.

TD's car parks are designated as private roads under regulation 7 of the Road Traffic (Parking on Private Roads) Regulations (Cap. 374O). Private road signs are erected at the entrance of the car parks.

At present, TD's car park contractors are required to comply with the operational requirements set out in a specific section entitled "Impounding, Removal, Storage and Disposal of Vehicles" in the contracts to handle abandoned vehicles. On the condition that the provisions of Cap. 374O have been followed, the contractors should ensure that the authorised officers use approved immobilisation devices to impound suspected abandoned vehicles, advise the owners to remove the vehicles and deliver the vehicles to the Police pursuant to the contracts if the owners fail to remove the vehicles. An abandoned vehicle is defined as a vehicle not having a Monthly or Quarterly Parking Ticket which has been stationary at a parking space for a continuous period of 30 days or more. In the light of the contract provisions, TD's car park contractors have all along delivered the abandoned vehicles found in the car parks to the Police upon completion of required procedures, including issuing letters to the vehicle owners, publication of relevant notices in newspapers, etc.

In this specific case, the car park contractor has taken action to liaise with the owner after finding the vehicle not having a Monthly or Quarterly Parking Ticket which had been stationary at a parking space for a continuous period of 30 days or more, with a view to removing the vehicle upon confirmation that the vehicle was an abandoned one. In December 2016, the Police received a request of the contractor for taking over three abandoned vehicles, including the subject vehicle, which were reportedly impounded under Cap. 374O in the Rumsey Street Car Park. Correspondences were then exchanged between the Police and TD's contractors to ascertain whether the requirements of Cap. 374O had been met. Under normal circumstances, the Police would only remove

vehicles or other obstructions on the road if they have caused serious obstructions or posed imminent danger to other road users. Each request for disposal would be considered on a case-by-case basis, having regard to circumstances like availability of space in the Police's vehicle pounds. In January 2019, the subject vehicle in Case 4 was accepted for disposal based on such considerations and after satisfying that the requirements of Cap. 374O had been met. Noting that the contractors failed to closely follow up on this case and other 12 cases mentioned in the report, resulting in delay of vacating the parking spaces for public use in a timely manner, TD has required since February 2019 the contractors to submit monthly returns on the handling of abandoned vehicles. TD will arrange staff to conduct surprise inspections to ensure that the returns are correct and updated in order to enhance the monitoring of performance of car park contractors in this regard.

Given the latest advice of the Department of Justice that it may not be the most desirable way to handle abandoned vehicles in such circumstances by virtue of Cap. 374O, TD has already directed its car park contractors to rely on the "Conditions of Parking and Use", which have all along been displayed in the car parks, to handle abandoned vehicles pursuant to contractual arrangements. As at today, there is no abandoned vehicle in TD's car parks.

- (g) referring to paragraph 3.25 of the Audit Report about the provision of closed-circuit television ("CCTV") security systems in government car parks, the handling and retention period of the relevant CCTV footage;

Reply

- (g) At present, a total of 125 CCTV cameras were installed at various locations in the 11 car parks under TD's purview for security, anti-theft and monitoring purposes. These CCTVs cover specific areas 24 hours a day and are equipped with recording function. Carpark contractors have issued internal guidelines in accordance with the data protection principles under the Personal Data (Privacy) Ordinance (Cap. 486) to their staff for proper handling of video footage. Generally speaking, the video footage will be erased after 14 days. In addition, notices are displayed at concerned locations installed with CCTV system to inform

the public that the relevant areas are under CCTV surveillance.

In the light of the Audit Commission's recommendation, TD has in collaboration with the Architectural Services Department ("ArchSD") and the Crime Prevention Bureau of the Police embarked on a review of the provision of CCTVs in TD's car parks, including conducting visits to some car parks to review the existing provision and identify locations where additional CCTV cameras are needed.

Implementation of parking-related technology initiatives

- (h) according to paragraph 5.8 of the Audit Report, TD approached the Government Property Agency ("GPA"), Housing Department ("HD") and Leisure and Cultural Services Department ("LCSD") in 2015 and 2016 to solicit their support in providing parking vacancy information of government venues, but the outcome was not satisfactory. Please provide the details of the outcome, including the relevant responses from these three departments.

Reply

- (h) Since 2015, TD has approached GPA, HD and LCSD appealing for their support in disseminating real-time parking vacancy information to the public through TD's mobile application. In mid-2016, TD issued letters to these government departments and received their responses in July and November 2016. In general, all three departments supported the Government's open data policy, but they expressed that due consideration should be given to the timing of implementation to release real-time parking vacancy information, one of the reasons being that not all car parks were equipped with systems that could accurately display real-time parking vacancy information. In order to assist these departments in opening up the vacancy information as soon as possible, TD followed up and explained to them the procedures for updating the vacancy information manually, and recommended to them the addition of relevant contract clauses in their future contracts with car park operators specifying the provision of real-time parking vacancy information. With these departments' efforts and contributions, the parking vacancy information of the first batch of 11 car parks was disseminated through TD's mobile application in end 2016/early 2017.

In early 2019, TD conducted follow-up meetings with GPA, HD and LCSD. At the meetings, these departments re-affirmed their support to the Government's open data policy, and also shared with TD the latest information of their car parks opened to the public. It is worth noting that GPA and HD have already taken steps to incorporate new requirements during renewal of their car park management contracts for their car park operators to disseminate parking vacancy information progressively in three to four years' time. Meanwhile, TD will continue to share its experience and provide technical advice to facilitate car park operators' early dissemination of parking vacancy information.

Given that the access control system and vehicle recognition system for the 11 multi-storey car parks under TD's purview have been in use for years and cannot support the function of automatic feeding of parking vacancy information, at present, the car park operators have to update manually the vacancy information on an hourly basis for dissemination. TD is arranging gradual replacement of the aforesaid systems for ten of these car parks (except Yau Ma Tei Car Park which will be affected by the Central Kowloon Route project) so as to facilitate automatic updating of the parking vacancy information and data to TD's mobile application and the Government's public sector information portal "data.gov.hk". TD is progressively disseminating the parking vacancy information of its 10 multi-storey car parks in an automatic manner, with the relevant replacement work to be completed by June 2019.

Besides, TD plans to replace existing parking meters with new ones that will be equipped with vehicle sensors to detect whether a parking space is occupied. The new parking meters will be installed progressively starting from mid-2020 for completion in mid-2022. Upon completion of the installation of the new parking meters, the real-time parking vacancy information of on-street metered parking spaces will be made available to the public.

**Chronology of works/events/decisions
taken by TD and/or the car park operator in respect of
the rooftop parking spaces of Kwai Fong Car Park (“the Car Park”)
from the completion of security installation works in October 2013 to
the decision to use it as a temporary vehicle detention centre**

1.	8 July 2014	TD had a site meeting with ArchSD, its consultant and its contractor on barrier-free access works for the Car Park. At that time, the re-roofing works were also discussed.
2.	18 March 2015	TD had a meeting with the Electrical and Mechanical Services Department, ArchSD, its consultant and its contractor to discuss the works arrangements and programme. TD considered that to facilitate the works and avoid damage to vehicles by spalled concrete falling from the ceiling, the whole 7/F of the Car Park should be closed. Accordingly, the roof had to be closed as well when construction works were carried out on the roof.
3.	8 April 2015	ArchSD’s contractor took over the roof and commenced the works.
4.	8 October 2015	TD asked ArchSD about the progress of the works.
5.	9 November 2015	ArchSD completed the works (excluding the re-roofing works) and handed over the roof together with 7/F of the Car Park back to TD.
6.	12 November 2015	ArchSD’s consultant informed ArchSD (with copy to TD) that the works had been completed satisfactorily and that the site had been handed over to TD on 9 November 2015. The consultant also informed that the re-roofing works were eventually not carried out.

7.	19 November 2015	ArchSD advised TD that with regard to the re-roofing works, ArchSD had overcome the technical constraints and would keep TD informed of progress in due course.
8.	27 January 2016	ArchSD handed over 7/F to TD after repair of spalled concrete at ceiling soffit. The minor water dripping at 9 locations (involving closure of seven parking spaces) found during the joint handover inspection was repaired on 28 January 2016 (i.e. the following day).
9.	3 February 2016	Though water leakage was still found at some locations on 7/F of the Car Park, TD instructed its car park operator to re-open the whole 7/F for public use except the seven affected parking spaces.
10.	27 November 2017	TD had a site meeting with ArchSD to consider some basic repair works. According to TD, the works were meant to prepare for the re-opening of the roof of the Car Park for parking.
11.	18 April 2018	TD had another site meeting with ArchSD to discuss further the earlier proposed basic repair works. TD planned to use the roof as a temporary vehicle detention centre.
12.	24 April 2018	TD confirmed with ArchSD that ArchSD would proceed with the basic repair works on the roof subject to availability of necessary funding and manpower resources.
13.	19 November 2018	ArchSD's contractor informed TD of the completion of the works in October 2018.
14.	1 April 2019	The roof of the Car Park has been used as a temporary vehicle detention centre with effect from 1 April 2019.
15.	6 May 2019	ArchSD explained that the re-roofing works mentioned by ArchSD in November 2015

		<p>referred to a separate project under planning and that project would only proceed where circumstances permitted.</p> <p>During the joint site visit requested by TD, some locations on the ceiling of 7/F of the Car Park were found having signs of water seepage. ArchSD agreed to carry out repair works accordingly.</p>
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香港特別行政區政府
The Government of the Hong Kong Special Administrative Region

政府總部
運輸及房屋局
運輸科
香港添馬添美道 2 號
政府總部東翼



Transport and
Housing Bureau
Government Secretariat
Transport Branch
East Wing, Central Government Offices,
2 Tim Mei Avenue,
Tamar, Hong Kong
電話 Tel. No.: 3509 8199
傳真 Fax No.: 3904 1774

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25 July 2019

Mr Anthony Chu
Clerk to Public Accounts Committee
Legislative Council Complex
1 Legislative Council Road
Central, Hong Kong

Dear Mr Chu,

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72

Planning, provision and management of public parking spaces

I refer to your letter of 4 June 2019, seeking further information to facilitate the Public Accounts Committee's consideration of Chapter 1 of the Director of Audit's Report No. 72.

The requested information is now enclosed for your reference, please. This is a consolidated reply from the Transport and Housing Bureau and the Transport Department.

Yours sincerely,

A handwritten signature in black ink, appearing to be 'SOM YEE-MAN'.

(SOM Yee-man, Emily)
for Secretary for Transport and Housing

c.c. Commissioner for Transport 2802 2361

Public Accounts Committee
Consideration of Chapter 1 of the Director of Audit's Report No. 72
Planning, Provision and Management of Public Parking Spaces

Enquiries from Clerk to the Public Accounts Committee dated 4 June 2019

To facilitate the Public Accounts Committee's consideration of Chapter 1 of the Director of Audit's Report No. 72 ("Audit Report"), I should be grateful if you could provide us with the information below:

Planning and provision of public parking spaces in Government, Institution or Community developments

- (a) with reference to Case 1 in paragraph 2.12 of the Audit Report and the reply from the Director of Leisure and Cultural Services Department dated 27 May 2019 (R72/1/GEN7), the progress of new public parking spaces under the principle of "Single Site, Multiple Uses" in Government, Institution or Community ("G/IC") developments would largely hinge on the coordination among the relevant departments concerned as well as the support of the local communities. Has the Transport and Housing Bureau/Transport Department considered putting in place any measures/mechanism to facilitate better coordination among government bureaux/departments concerned and solicit the support of the local community so that the public parking spaces could be made available to the public as soon as possible; and

Reply

- (a) The Transport Department ("TD") has been monitoring the parking demand of Tseung Kwan O, and will identify suitable government sites or facilities in the district for provision of public car parks under the principle of "single site, multiple uses" so as to optimise the use of the sites.

When planning for public car parks, TD will critically review the demand for parking spaces, including taking into account local traffic conditions, land availability, utilisation of public car parks nearby, illegal parking in the vicinity and views of District Councils and other stakeholders. If the provision of public car parks is considered necessary, TD will take the initiative to liaise with the government departments concerned during the planning

***Note by Clerk, PAC:** See Appendix 10 of this Report for the reply from Director of Leisure and Cultural Services dated 27 May 2019.

stage of the relevant projects, and request for the provision of public car parks under the projects.

In addition, the Government is revising internal guidelines to the effect that all government departments are required to consult TD on the need to provide public car parks during the early stage of project planning, such as when devising the major facilities of the projects, and to conduct technical and traffic impact assessments as appropriate. TD will also issue internal guidelines on the provision of public parking spaces in proposed new development and redevelopment projects.

- (b) according to the reply from the Director of Lands dated 24 May 2019 (R72/1/GEN5) concerning Case 3 in paragraph 2.13 of the Audit Report, the owner of the subject car park expressed genuine difficulties in enforcing the improper parking by individual private car drivers in light goods vehicle parking spaces. Using this case as an illustration, please advise what measures that can be taken by the Lands Department or other government departments to facilitate the owner's compliance with the relevant lease condition which requires the owner to provide a specified number of parking spaces for certain types of vehicles;

Reply

- (b) Pursuant to the Road Traffic (Parking on Private Roads) Regulations (Cap. 374O), the lot owner may take such actions as impounding or removal of any vehicles which are parked on the area in contravention of any signs or road markings.

To facilitate parking of private cars, we are of the view that the lot owner may consider installing gates and putting up direction signs at the car park to direct drivers of private cars to suitable parking spaces. The lot owner may also consider making use of smart devices, such as mobile applications, to direct private car drivers to the locations of designated parking spaces so that their vehicles could be parked more swiftly.

As to individual drivers who repeatedly ignore warnings, the lot owner may take appropriate actions under the powers conferred by the Road Traffic (Parking on Private Roads) Regulations (Cap. 374O) for proper management of parking spaces in the car park concerned.

***Note by Clerk, PAC:** *See Appendix 11 of this Report for the reply from Director of Lands dated 24 May 2019.*

- (c) referring to the reply from Secretary for Transport and Housing dated 9 May 2019 (R72/1/GEN1) concerning public parking spaces in G/IC developments, will the Administration discuss with the relevant government departments on the possibility of extending the operating hours of the premises to increase the availability of these parking spaces to the public;

Reply

- (c) TD will actively follow up with relevant government departments on the proposed extension of operating hours of the concerned facilities and work towards incorporating related provisions into new management contracts for car parks as soon as possible so as to increase the availability period of these parking spaces.

Management of government multi-storey car parks

- (d) with reference to paragraph 3.18 of the Audit Report and R72/1/GEN1 regarding item (e), please advise when TD discovered that the surface of the rooftop of the Kwai Fong Car Park not suitable for parking, the reason(s) for TD to make such decision. Whether TD was aware of the problem(s) before construction works were carried out to the 7/F of the Car Park and details of the works done to make the rooftop suitable for parking (including the area of the rooftop);
- (e) according to item (e) in R72/1/GEN1, the re-roofing works of the Kwai Fong Car Park was discussed at the site meeting held on 8 July 2014 among TD, Architectural Services Department (“ArchSD”) and ArchSD’s consultant and contractor, and the basic repair works on the roof was subsequently completed in October 2018. Please advise/provide:
- (i) a chronology of actions taken by TD and ArchSD in respect of the rooftop parking spaces in the Kwai Fong Car Park from the completion of its security installation works in October 2013 to the conduct of the aforesaid site meeting on 8 July 2014 (including the dates of meetings held during the period and matters covered);

***Note by Clerk, PAC:** *See Appendix 6 of this Report for the reply from Secretary for Transport and Housing dated 9 May 2019.*

- (ii) the conclusions reached at the aforesaid site meeting, whether it was concluded that the re-roofing works were needed; if yes, why the works were not carried out subsequently; if not, reason(s) for that; and
- (iii) the estimated loss of parking fees arising from the closure of rooftop parking spaces at the Kwai Fong Car Park from the completion of its security installation works in October 2013 up to its being used as a temporary vehicle detention centre since 1 April 2019.

Reply

(d) and (e)(i)-(ii)

During the period between September 2012 and May 2013, six theft cases of copper plates took place at Kwai Fong Car Park. To enhance security of the car park, the car park operator engaged by TD carried out security enhancement works at the car park, including the rooftop area. The works were completed in October 2013.

On the other hand, on 31 October 2013, TD held a meeting with the works consultant of the Architectural Services Department (“ArchSD”) regarding the repair works for Kwai Fong Car Park, including the rooftop area. The works consultant subsequently reported to ArchSD on the same day the matters discussed at the meeting, including re-roofing works which would form part of the works to be undertaken. On 5 November 2013, the works consultant further reported to ArchSD that the scope of works would be amended, pointing out that serious water leakage on the rooftop had caused a lot of concrete spalling on the 7th floor of the car park. On 22 November 2013, ArchSD reminded the works consultant to ensure that the re-roofing works, upon completion, should not affect the use of the rooftop as a car park.

All in all, TD was aware of the serious water leakage problem at the rooftop of the car park as early as October 2013 when the security enhancement works were completed. As such, TD considered that the rooftop was temporarily not suitable for parking and was in need of massive re-roofing works.

A chronology of events, decisions made and the justifications are summarised as follows -

October 2013	The security enhancement works, prompted by the theft cases of copper plates at the rooftop of Kwai Fong Car Park and carried out by the car park operator engaged by TD, were completed.
31 October 2013	TD held a meeting with the works consultant of ArchSD regarding the repair works for Kwai Fong Car Park, including the rooftop area. The works consultant subsequently reported to ArchSD on the same day the matters discussed at the meeting, including re-roofing which would form part of the works to be undertaken.
5 November 2013	The works consultant further reported to ArchSD that the scope of works would be amended, pointing out that serious water leakage on the rooftop had caused a lot of concrete spalling on the 7th floor of the car park.
22 November 2013	ArchSD reminded the works consultant to ensure that the re-roofing works should sustain the designed vehicular traffic and should not affect the use of the rooftop as a car park.
8 July 2014	At the works meeting attended by TD and ArchSD, the works consultant of ArchSD stated that re-roofing works would be carried out on the rooftop of Kwai Fong Car Park and the rooftop would be turned into a works site.
18 March 2015	A meeting was held again among TD, Electrical and Mechanical Services Department (“EMSD”), ArchSD, its works consultant and contractor to discuss the details of the works arrangements and programme. ArchSD indicated that the works contract had been awarded to the contractor and it would commence on 23 March 2015. At the meeting, the works consultant of ArchSD said that the re-roofing works were expected to be completed by 7 August 2015.

8 April 2015	The relevant works commenced.
October 2015	Noting that there was no progress on the re-roofing works and the water leakage and concrete spalling on the 7th floor remained, TD approached ArchSD for an explanation of the works delay.
November 2015	The works consultant of ArchSD indicated that the contractor had completed the works on barrier-free access facilities, but the re-roofing works were still underway.
19 November 2015	ArchSD informed TD that it had sorted out the technical constraints with regard to the re-roofing works and re-designed a new re-roofing system. However, given that it would incur higher construction cost, the re-roofing works would not be carried out within 2015. ArchSD further stated that it was attempting to sort out the funding issue and would keep TD informed of the progress in due course.

(e)(iii)

Kwai Fong Car Park provides a total of 552 parking spaces for private cars, van-type light goods vehicles (“LGVs”) and taxis, of which 477 parking spaces are located on the 1st to 7th floors (accounting for 86.4% of the total number of parking spaces), and the remaining 75 parking spaces are located on the rooftop. According to the operator’s observation, users of the car park generally prefer parking their vehicles on the lower floors for convenient entry and exit, while the utilisation rate of the rooftop floor is relatively low. Also, TD has been monitoring the utilisation rate of Kwai Fong Car Park. Records indicate that the monthly average maximum utilisation rate of the car park rose from 44% in October 2013 to about 70% in 2015 (when the 7th floor and rooftop of the car park were closed due to the works carried out by ArchSD’s contractor), and to about 80% in March 2019 (i.e. before the rooftop was formally converted into a temporary vehicle detention centre). In other words, under most circumstances, the demand for parking spaces at Kwai Fong Car Park did not outgrow the supply thereat.

According to the information provided by the operator, the utilisation rate of Kwai Fong Car Park from 11 am to 1 pm on weekdays has increased since 2017. In order to reserve parking spaces for vehicles with monthly parking tickets, staff of the car park sometimes had to impose measures to restrict the entry of vehicles during the period concerned. Operating records of the car park show that restriction on vehicle entry had to be imposed on an average of 10 and 11 days each month in 2017 and 2018 respectively, and 6 days on average each month in 2019 (from January to March). Nonetheless, as the operator had no such records concerning the number of vehicles that could not park into the car park in such circumstances, TD is unable to provide a precise estimate of the parking fees forgone arising from the closure of the rooftop parking spaces. By making reference to the utilisation rates during the same time periods with no restriction on vehicle entry imposed, and assuming that all vehicles were able to use the car park when the restriction was in place, TD roughly estimates that the parking fees forgone during the time periods when restriction on vehicle entry was imposed from January 2017 to March 2019 amounts to around \$19,000.

- (f) according to the reply from Secretary for Transport and Housing dated 9 May 2019 concerning item (f), TD's car parks are designated as private roads under regulation 7 of the Road Traffic (Parking on Private Roads) Regulations (Cap. 374O) and the Department of Justice has advised that it may not be the most desirable way to handle abandoned vehicles in such circumstances as Case 4 in paragraph 3.21 of the Audit Report by virtue of Cap. 374O. Please provide the rationale for designating government multi-storey car parks as private roads under Cap. 374O given that they are government properties, and advise whether there is a need to ascertain the applicability of Cap. 374O to the management of government multi-storey car parks.

Reply

- (f) Since mid-1980s, the Government has contracted out the management of multi-storey public car parks to private operators. In connection with this policy, the Government published in the Gazette at that time that government multi-storey public car parks ceased to be deemed as car parks designated by the Commissioner for Transport under Cap. 220 (repealed), the Laws of Hong Kong.

Since then, these car parks have been operated in the same way as other privately-operated public car parks and they have been

***Note by Clerk, PAC:** *See Appendix 6 of this Report for the reply from Secretary for Transport and Housing dated 9 May 2019.*

managed in accordance with the Road Traffic (Parking on Private Roads) Regulations (Cap. 374O) (“the Regulations”).

As regards the handling of abandoned vehicles, TD has all along followed the relevant provisions of the Regulations when drafting the tender documents for contracting out the management of car parks and incorporated the relevant provisions as formal tender requirements as well as contract terms after consultation with the Department of Justice (“DoJ”), which include forfeiting the vehicles and the delivery of such to the Police for handling.

Pursuant to the latest legal advice given by DoJ, any car park operators engaged by TD may, according to the “Conditions of Parking and Use” displayed at the car parks, put up a vehicle for sale direct in such way as may be deemed appropriate and the sales proceeds may be used to recover any amount owed to the Government, upon informing the owner that his/her vehicle would be put up for sale unless it is removed from the car park. In this connection, TD has formally issued written instructions to the car park operators, requiring them to handle abandoned vehicles in accordance with the above legal advice with immediate effect.

- (g) with reference to paragraphs 3.19 to 3.24 and Case 4 in paragraph 3.21 of the Audit Report on parking spaces occupied by abandoned vehicles, please advise/provide:
 - (i) the relevant extract of the operating agreement between TD and car park contractor on how to handle abandoned vehicles (Case 4 as an illustration);
 - (ii) how the 13 abandoned vehicles were handled;
 - (iii) the car park contractor in Case 4 had contacted the Hong Kong Police Force (“HKPF”) for several times on disposing of the abandoned vehicle in question. During the series of communication, was TD informed all along? If yes, has TD offered any advices to the contractor, and details of these advices. If no, how could TD monitor the work of the contractor; and
 - (iv) TD was devising a set of procedures to enable expeditious handling of abandoned vehicles. The progress in this regard and a copy of the relevant procedural guidelines if

available. Any other measures taken/to be taken by TD to tackle the problem of abandoned vehicles in government multi-storey car parks.

Reply

- (g)(i) The clauses in relation to the handling of abandoned vehicles in the Management, Operation and Maintenance contract signed between TD and the car park operators are at **Annex**.
- (g)(ii) Regarding the 13 abandoned vehicles mentioned in the Audit Report, the operators have, in all cases, served notices by registered post to the registered addresses of the vehicle owners, stating that their respective vehicles have been parked at the car park for a prolonged period, and requesting payment in full of the accrued parking fees and removal of the vehicle from the car park. Where the vehicle owners have failed to pay the parking fees and remove their vehicles from the car park within the specified period, the operators have impounded the vehicles with authorised immobilisation device, and served notices by registered post to the vehicle owners again, stating that their vehicles would become government property and that the Government is entitled to sell the vehicles if the vehicles are not driven away from the parking spaces and the accrued parking fees remain unsettled. The operators have also published the same notice in Chinese and English newspapers, and contacted the Police for disposal of the vehicles concerned. In seven out of the 13 cases, the operators have issued more than two notices by registered post to the registered vehicle owners. Two of them have settled all accrued parking fees and retrieved their vehicles upon receipt of the second notice.
- (g)(iii) Car park operators, selected by TD through open tender exercises, are responsible for the management, operation and maintenance of the car parks in accordance with the contracts awarded. The major scope of work of the car park operators includes -
- (1) deploying appropriate manpower to operate the car parks round the clock to ensure their safe and effective operation;
 - (2) collecting parking fees and other approved fees for the car parks and maintaining proper fee collection records;

- (3) maintaining all systems and facilities in the car parks, including conducting regular inspections to ensure proper operation and cleanliness of the facilities;
- (4) carrying out basic repairs and maintenance (including replacing fluorescent tubes, replacing glass panels and painting); and
- (5) liaising with relevant government works department(s)/ system contractor(s) for carrying out urgent/major maintenance works.

The Transport Facilities Management Section of TD deploys staff to inspect the car parks on a weekly basis. Items to be checked include whether sufficient manpower has been deployed by the operators to operate the car parks in compliance with the contractual requirements, whether critical facilities are functioning properly, whether car park staff have fulfilled their duties in respect of reporting defective items to relevant department(s), and whether parking fees are properly collected by car park staff. As the handling of abandoned vehicles is not among the core duties of the operators, it is accorded with a relatively lower priority in TD's monitoring of the operators' performance of duties. In fact, TD has recognised that there is inadequacy in the monitoring work on this front. To strengthen the monitoring of the operators' performance in this regard, TD has requested the operators to submit monthly reports on the handling of abandoned vehicles since February 2019. Besides, TD will deploy staff to conduct surprise checks to ensure accuracy of the reports.

On the other hand, the car park operator concerned did not seek assistance from TD in the course of handling Case 4. In fact, in 2017 and 2018, TD conducted four meetings with the operator on matters relating to the day-to-day operation of the car park. Yet, the operator did not express any difficulties in handling abandoned vehicles at the meetings.

- (g)(iv) In the light of the recent legal advice of DoJ, TD has approved the following procedures in order that the car park operators could expedite the disposal of abandoned vehicles -

- (1) If a vehicle without a valid monthly parking ticket is found stationary at the same parking space for a continuous period of more than 30 days, it will be deemed as a suspected abandoned vehicle. In such case, the operator must serve the first letter to the registered address of the vehicle owner by registered post on the 31st day after the suspected abandoned vehicle is parked in the car park, appealing to the vehicle owner to remove the vehicle from the parking space and pay the accrued parking fees within seven days from the date of the letter.
- (2) On the 8th day after the issue of the first letter, the operator's staff should impound the vehicle with an immobilisation device approved by the Government. If the vehicle remains stationary at the parking space and that the accrued parking fees are not settled, the operator must serve a second letter to the registered address of the vehicle owner by registered post within three days after the vehicle has been impounded, informing the vehicle owner that the vehicle will become government property and the Government is entitled to put up the vehicle for sale or dispose of the vehicle in such way that may be deemed appropriate if the vehicle remains stationary at the parking space and parking fees are left unpaid within 25 days from the date of the second letter.
- (3) On the 26th day after the issue of the second letter, the operator must serve a third letter to the registered address of the vehicle owner by registered post, informing the vehicle owner that the vehicle has become government property.
- (4) After the issue of the third letter, the operator must remove the vehicle from the car park immediately for follow-up action, e.g. making arrangements for auction.

In addition, TD has recently confirmed to take forward the installation of "Bay Guidance System" at its car parks. It is expected that the installation works will commence in mid-2020 for completion in the first quarter of 2021. Under the said system, real-time parking occupancy information can be collected through the cameras installed on individual parking spaces. Such information, after processing, will be disseminated through panels installed on major driveways of the car parks to help motorists locate vacant parking spaces, thereby reducing their

time spent in search for vacant parking spaces within the car parks. At the same time, the system can also help identify vehicles that have been parked at the same parking spaces for a prolonged period and are suspected to be abandoned vehicles. TD has already requested EMSD to include in the relevant tender documents this identification feature as well as the automatic dissemination of alert messages to the car park operators for handling the concerned vehicles.

Management of on-street parking spaces

- (h) with reference to paragraph 4.29(b) of the Audit Report, please explain the discrepancies revealed by a comparison of the result of Audit's site visit to a non-metered parking place and a car park managed by the Leisure and Cultural Services Department ("LCSD") at Shek O Road on 13 December 2018 with TD's inventory list, and the actual number of parking spaces provided by the aforesaid parking place and LCSD's car park respectively;

Reply

- (h) At present, there are a total of 223 non-metered on-street parking spaces at Shek O Road (including those in the vicinity of Shek O Beach). Among them, 28 parking spaces are managed by TD (14 located near Tung Au Barbecue Site and the other 14 located near 19 Shek O Road), whereas 195 parking spaces located in the vicinity of Shek O Beach are managed by LCSD (190 being public parking spaces and five being used for meeting the operational needs of the venue).

TD's inventory list had at one point mistakenly included the 190 public parking spaces managed by LCSD as non-metered on-street parking spaces managed by TD, thus giving a total figure of 218 (i.e. 28+190), instead of 28, as the number of non-metered public parking spaces managed by TD at Shek O Road.

The relevant parking space figures have now been rectified. On the other hand, TD is pressing ahead with the updating of its internal Transport Information Systems. Upon completion of the system update, the information of all parking spaces could be displayed on the same Geographic Information System Platform, thereby eliminating the risk of double-counting parking spaces at the same locations.

Implementation of parking-related technology initiatives

- (i) referring to paragraph 5.16(b) of the Audit Report about the occupation of parking spaces with electric vehicle (“EV”) chargers by non-EVs, please advise the factors to be considered in identifying the locations for installation of EV chargers at car parks and measures to ensure that parking spaces with EV chargers would be available for use of EVs.

Reply

- (i) According to TD’s understanding, the selection of parking spaces in government car parks for installation of EV chargers by the Environmental Protection Department (“EPD”) was mainly based on technical considerations in the past. Parking spaces installed with EV chargers are generally located near the car park exit or on lower floors so that the chargers and associated wiring could be installed closer to the electrical rooms. TD renders necessary assistance during the process, including designating parking spaces for installation of such chargers by EPD as per its request, as well as temporarily closing the parking space when a charger undergoes maintenance. The car park operators engaged by TD will also refer cases of defective chargers spotted during routine inspections to the charger maintenance contractor engaged by EPD for follow-up actions.

In view of the relatively more convenient locations of the parking spaces with EV chargers, they may be occupied by non-EVs due to convenience. EPD plans to install additional EV chargers on higher floors of government car parks so as to provide EV drivers with more opportunities to charge their EVs. TD will continue to offer assistance as necessary throughout the process.

EPD is co-ordinating the Government’s plan to extend the public EV-charging network at government car parks in the coming three years. As regards car parks managed by TD, EPD proposes to install chargers at Kwai Fong, Aberdeen and Kennedy Town Car Parks which are currently not equipped with chargers, and to install additional chargers at car parks currently equipped with chargers, subject to the capacity of their electrical installations. TD will provide support to the retrofitting works.

In addition, as mentioned above, TD has recently confirmed to take forward the installation of “Bay Guidance System” at its car parks. Apart from displaying the real-time occupancy situation of the car parks and the number of vacant parking spaces, the said system can collect real-time parking occupancy information of individual parking spaces through the cameras installed at each of the parking spaces. Such information, after processing, will be disseminated through panels installed on major driveways of the car parks to help motorists locate the vacant parking spaces, thereby reducing their time spent in search for vacant parking spaces within the car parks.

TD has discussed with EPD in respect of specifying in the tender documents of the aforesaid system the identification of parking spaces with EV chargers, thereby enabling EV drivers to get hold of information about the availability of vacant parking spaces installed with EV chargers within the car parks.

- (j) Director of Housing said at the public hearing that the information of 10 car parks under the Housing Department’s purview was available to TD’s “HKeMobility” mobile application before the audit review. Please provide the names of these 10 car parks and advise when the information about their parking vacancies would be available on the “HKeMobility” mobile application.

Reply

- (j) The names of the 10 car parks, which are managed by the Housing Department and are disseminating parking vacancy information through TD’s “HKeMobility” mobile application, as well as the commencement dates of such information dissemination are as follows -

Name of Car Park	Commencement Date of Information Dissemination
Choi Tak Estate Car Park	4/1/2017
Yau Lai Shopping Centre Carpark	4/1/2017
Domain Car Park	4/1/2017
Po Heung Estate Car Park	10/7/2018
Po Shek Wu Estate Car Park	12/9/2018
Lung Poon Court Car Park	2/1/2019
Kwai Shing West Estate Car Park	2/1/2019
Lai King Estate Car Park	2/1/2019

Name of Car Park	Commencement Date of Information Dissemination
Cheung Ching Estate Car Park	2/1/2019
Cheung Shan Estate Car Park	2/1/2019

- (k) the development cost of TD’s “HKeMobility” mobile application, the expenditures incurred for its maintenance and enhancement since its launch in July 2018, and the existing staff establishment for managing the mobile application; and

Reply

- (k) The development cost of TD’s “HKeMobility” mobile application was \$600,000. The mobile application not only provides parking vacancy information, but also allows members of the public to search for routes of various transportation modes (e.g. walking, driving or taking public transport), journey time, transport fares, etc. in a one-stop approach. The expenditure incurred for the application’s maintenance and enhancement since its launch in July 2018 amounts to \$1.84 million. As the day-to-day management of “HKeMobility” is an on-going task of TD staff, TD does not have separate breakdown for the staff establishment involved.
- (l) the timetable for disseminating the parking vacancy information of 11 government multi-storey car parks.

Reply

- (l) In order to disseminate more real-time parking vacancy information of government car parks, except the Yau Ma Tei Car Park which will be demolished due to the construction of the Central Kowloon Route, TD completed in June 2019 the upgrading of access control systems for its ten government car parks, so that the original half-hourly manual updating of parking vacancy information can be upgraded to automatic transmission of real-time parking vacancy information to TD’s “HKe-Mobility” mobile application and the Government’s public information portal “data.gov.hk”. The aforesaid ten government car parks involve about 4 100 private car parking spaces and their parking vacancy information has been disseminated in full.

11. Impounding, Removal, Storage and Disposal of Vehicles

11.1 The Contractor shall ensure that the authorized officers and the Contractor's Employees working within the Carparks and Additional Carparks are fully conversant with the Regulations and shall take appropriate enforcement action in accordance with the Regulations against illegal parking and other traffic offences.

11.2 Subject always to the Road Traffic (Parking on Private Roads) Regulations (Cap. 374O), the Contractor shall ensure and procure an authorized officer of the Government to impound or remove any vehicle which is parked on a restricted parking area within the Carpark or Additional Carpark in contravention of any sign or road marking when:

- (a) the vehicle is unattended and the driver cannot be located; or
- (b) the driver is unable to remove the vehicle, or refuses or fails to remove the vehicle, on being requested to do so by the Government or an authorized officer of the Government

by fixing an approved immobilization device to the vehicle at:

- (i) the restricted parking area where the vehicle is parked; or
- (ii) any place to which the vehicle is removed from such restricted parking area,

and the Government may detain the impounded or removed vehicle until full payment of impounding, removal and/or storage charges as specified in Schedule 2 to the Road Traffic (Parking on Private Roads) Regulations (Cap. 374O) in respect of that vehicle.

11.3 For the purpose of Clause 10.2(c) and Clause 11.2, the Contractor shall have a reasonable cause to believe a vehicle to be abandoned where a vehicle not having a valid Monthly Parking Ticket or Quarterly Parking Ticket has been stationary at a parking space for a continuous period of thirty (30) days or more.

11.4 The Contractor shall collect the impounding, removal and storage charges in respect of any vehicle being impounded and removed under Clause 11.2 on behalf of the Government. For the avoidance of doubt, the impounding, removal and storage charges so collected shall belong to the Government absolutely. All such revenues collected by the Contractor shall be collected and held on trust for the Government and shall be returned to Government in full. If for any reason whatsoever, the Contractor fails to collect in full any impounding, removal and/or storage charges in respect of any vehicle being impounded and removed under Clause 11.2, the Contractor shall make up the shortfall.

11.5 Where a vehicle detained under Clause 11.2 is not claimed within three (3) days after its detention, the Contractor shall ensure and procure an authorized officer of the Government to serve by post on the registered owner of the vehicle a notice informing him:

- (a) of the detention of the vehicle and the place of detention; and
- (b) that unless the vehicle is removed from the place of detention, on payment of any charges

payable under Regulation 11(4) of the Road Traffic (Parking on Private Roads) Regulations (Cap. 374O), within twenty-five (25) days after the service of the notice on him, the vehicle:

- (i) shall become the property of the Government free from the rights of any person; and
- (ii) may be disposed of by the Commissioner of Police by sale or otherwise as he thinks fit,

and at the same time the Contractor shall ensure and procure an authorized officer of the Government to serve by post on the Commissioner of Police a copy of the notice and to send a copy of the notice to the Commissioner.

11.6 Where a vehicle comprised in a notice served under Clause 11.5 has not been removed in accordance with the notice within seven (7) days after the service of the notice, the Contractor shall ensure and procure an authorized officer of the Government to publish, or to cause to be published, not later than fourteen (14) days after such service, that notice once each in an English language newspaper and a Chinese language newspaper published daily and circulating generally in Hong Kong.

11.7 Where a notice in respect of a vehicle has been served under Clause 11.5 and published under Clause 11.6 and the vehicle has not been removed in accordance with the notice, the Contractor shall ensure and procure an authorized officer of the Government to:

- (a) forthwith inform the Commissioner of Police that a vehicle detained under Regulation 11 of the Road Traffic (Parking on Private Roads) Regulations (Cap. 374O) has not been removed in accordance with a notice served and published under Regulation 12 of the Road Traffic (Parking on Private Roads) Regulations (Cap. 374O);
- (b) provide the Commissioner of Police with particulars of the service and publication of the notice together with such other particulars in respect of the vehicle and the circumstances of its detention as the Commissioner of Police requires; and
- (c) deliver the vehicle into the custody of the Commissioner of Police on such day and at such time and place as the Commissioner of Police thinks fit.

11.8 The Contractor shall not raise any objection or make any claims for compensation or relief of whatever nature against the Government for any loss of income or any other direct or indirect or consequential loss whatsoever arising from its compliance with this Clause.

香港特別行政區政府
The Government of the Hong Kong Special Administrative Region

政府總部
運輸及房屋局
運輸科
香港添馬添美道 2 號
政府總部東翼



Transport and
Housing Bureau
Government Secretariat
Transport Branch
East Wing, Central Government Offices,
2 Tim Mei Avenue,
Tamar, Hong Kong
電話 Tel. No.: 3509 7181
傳真 Fax No.: 3904 1774

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25 May 2019

Mr Anthony Chu
Clerk to Public Accounts Committee
Legislative Council Complex
1 Legislative Council Road
Central, Hong Kong

Dear Mr Chu,

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72

Planning, provision and management of public parking spaces

I refer to your letter of 10 May 2019 requesting us to provide information to facilitate the Public Accounts Committee's consideration of Chapter 1 of the Director of Audit's Report No. 72.

The requested information in English and Chinese is now enclosed for your reference, please.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Hillman Chow', with a long horizontal flourish extending to the right.

(Hillman Chow)

for Secretary for Transport and Housing

c.c. Commissioner for Transport 2802 2361

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72 Planning, Provision and Management of Public Parking Spaces

Enquiries from Clerk to the Public Accounts Committee dated 10 May 2019

To facilitate the Public Accounts Committee's consideration of Chapter 1 of the Director of Audit's Report No. 72 ("Audit Report"), I should be grateful if you could provide us with the information below:

- (a) **a table setting out the expected increase in the supply of car parking spaces as a result of the Administration's short, medium and long term measures and the implementation timetable for each of these measures;**

Reply

- (a) Regarding measures which the Transport Department ("TD") has reasonable bases to estimate the number of parking spaces arising therefrom, the expected increases in the supply of car parking spaces are tabulated below -

Measures	No. of parking spaces arising from the measure	Progress
(i) Designating suitable on-street locations as night-time parking for commercial vehicles	40 parking spaces to be provided upon completion of the related works by mid-2020	Works orders for designation of these parking spaces have been issued, with construction being arranged by the works agent
	112 parking spaces to be provided subject to positive outcome of local consultation	Planning and local consultation for designation of these parking spaces are in progress

Measures	No. of parking spaces arising from the measure	Progress
(ii) Providing additional on-street parking spaces and picking up / setting down facilities for coaches	137 parking spaces and 52 picking up / setting down facilities to be provided in 2019-20	Planning for designation of these parking spaces and picking up / setting down facilities is in progress
(iii) Exploring the provision of parking spaces underneath flyovers	200 parking spaces to be provided in 2019-20	Planning for designation of these parking spaces is in progress
(iv) Providing public car parks in suitable Government, Institution or Community (“G/IC”) facilities, public open space (“POS”) projects and subsidised housing developments	260 parking spaces to be provided in two projects in Tai Po and Kwun Tong	Construction of the projects is in progress
	5 100 parking spaces to be provided in other projects under planning	Planning for the public car park projects is in progress
(v) Adopting the higher end of parking standards for ancillary parking of new developments	4 000 parking spaces to be provided in these new developments	The provision of the parking spaces is subject to the progress of individual development projects

(b) according to paragraph 1.3 of the Audit Report, the Government's policy in the provision of parking spaces is to accord priority to considering and meeting the parking demand of commercial vehicles. Figure 1 in paragraph 2.3 shows that the parking space ratio for commercial vehicles hovers around 0.65 in the past five years. In this connection:

(i) does the parking space ratio indicate that there is a shortage in parking spaces for commercial vehicles;

Reply

(b)(i) The parking space ratio suggests a shortage in parking spaces for commercial vehicles. However, since some commercial vehicles operate round-the-clock, operate and park in the Mainland, or park at non-designated parking spaces (including brownfield sites in the New Territories), the actual shortage should be less serious.

(ii) what is the target parking space ratio for commercial vehicles; and

Reply

(b)(ii) The Government does not set a target parking space ratio for commercial vehicles. Given the limited land resources in Hong Kong and the competing priorities for different land uses, it would not be practicable for the Government to pursue a rigid target. Nonetheless, TD is taking forward a consultancy study on parking for commercial vehicles for completion by end 2019. The study will establish a parking demand model for projecting the demand for and supply of parking spaces for commercial vehicles in all districts up to 2031 with a view to devising short to long term measures to address the anticipated demand.

(iii) what has the Administration done to achieve the above policy objective?

Reply

(b)(iii) The Government has been actively pursuing the following measures to increase the supply of parking spaces for commercial vehicles -

- designating suitable on-street locations as night-time parking spaces;
- requiring developers to provide parking spaces at the higher end of the parking standards under the Hong Kong Planning Standards and Guidelines (“HKPSG”) for new developments;
- following the principle of “Single Site, Multiple Uses” to provide public car parking spaces in suitable G/IC facilities and POS projects;
- encouraging parking of student service vehicles within school premises after school hours;
- providing on-street parking spaces and picking up/setting down facilities for coaches;
- specifying in the tenancy agreements of suitable short term tenancy (“STT”) car parks a minimum number of parking spaces to be reserved for commercial vehicles; and
- continuing with the consultancy study on parking for commercial vehicles to assess their parking demand and formulate short to long term measures to address the demand.

- (c) at the public hearing on 10 May 2019, you said that the parking standards in HKPSG were revised in 2014 taking into account a survey/study. Please provide the relevant findings of this survey/study;**

Reply

- (c) HKPSG were revised in February 2014 taking into account the results of the consultancy study on “Review of Parking Standards for Private Housing Developments in the Hong Kong Planning Standards and Guidelines”.

Under the said study, parking surveys covering 127 private housing developments with 32 654 private car parking spaces were conducted in 2009. The surveys revealed that there was then over-provision of parking spaces for flats smaller than 100m², but a shortfall for flats larger than 100m². Upon completion of the study in mid-2012 and after due consultation with relevant government departments and stakeholders, the parking requirements in HKPSG were revised in February 2014.

- (d) the Administration’s view on the need to control the growth of private cars and measures, if any, which have been/will be implemented in this respect;**

Reply

- (d) In December 2014, the Transport Advisory Committee (“TAC”) published its Report on Study of Road Traffic Congestion in Hong Kong with 12 recommended short, medium and long term measures to tackle traffic congestion. Although the year-on-year growth in the number of private cars has slightly eased recently, it is still a main contributory factor to road congestion and cannot be ignored. The Government will continue to closely monitor the situation and progressively take forward TAC’s recommendations.

(e) with reference to Case 1 in paragraph 2.12 of the Audit Report, please provide:

(i) actions taken by TD in respect of the proposed project for “Town Park in Area 66 and 68, Tseung Kwan O” between March 2011 and June 2017 on the expected shortfall in the parking spaces in the area; and

Reply

(e)(i) Although Tseung Kwan O Areas 66 and 68 were earmarked for the proposed Town Park, TD was not aware of any concrete development timetable for the project until January 2017 when the project was mentioned in the 2017 Policy Address as one of the 26 projects of sports and recreation facilities to be launched in the following five years. Before January 2017, as the subject site had been used as a STT public car park since February 2013, TD had been monitoring the utilisation of the STT car park and keeping in view any concrete programme for the Town Park project that might impact on the continued operation of the STT public car park, in particular the proposed date of resumption of the STT public car park.

(ii) what are TD’s actions in response to comments of the Audit Commission in paragraph 3 of Case 1?

Reply

(e)(ii) As STT sites are meant for temporary use before resumption for long term developments, TD will critically review the demand for parking spaces in planning the reprovisioning of STT car parks in future, taking into account the programme of long term developments, local traffic conditions, land availability, utilisation of car parks nearby, illegal parking in the vicinity and views of stakeholders. Further, TD will, in line with the principle of “single site, multiple uses”, work closely with the project proponents at the early stage of the long term developments to explore the feasibility of reprovisioning of parking spaces in situ as part of the developments as far as practicable. It is based on this principle and identified parking

demand in the area that TD has, upon the Government's announcement of the planning timetable of the Town Park Project, proposed the provision of public car parking spaces in the project to meet local parking needs.

Meanwhile, TD is studying the provision of additional parking spaces in the Joint User Government Office Building in Area 67 on top of the committed 105 parking spaces with a view to mitigating the shortfall of parking spaces in the area. TD will continue to liaise with other project proponents in the vicinity to explore the possibility of providing public parking spaces to address local parking needs.

- (f) With reference to Case 2 in paragraph 2.13 of the Audit Report, please provide:**
- (i) has TD monitored the utilisation rate of the car park; and**
 - (ii) has TD ascertained the low utilisation rate of the car park, actions taken by TD in this respect and the latest utilisation rate; and**

Reply

- (f)(i) TD has been monitoring the utilisation of the car park by site surveys conducted in August 2017 and recently in April 2019.
- (f)(ii) The subject car park provides 155 parking spaces for light goods vehicles ("LGVs"). According to the site survey conducted in August 2017, only a few LGVs were parked in the car park. In the latest site survey conducted in April 2019, TD observed that about 50 LGVs were parked in the car park. Apart from the utilisation rate of the car park, TD also keeps track of the local parking demand from LGVs through surveys of illegal parking situation in the vicinity. According to TD's surveys covering the area within 500m from the car park concerned, around 120 LGVs were illegally parked, suggesting that the LGV parking demand in the locality was comparable to the number of LGV parking spaces provided in the car park.

- (g) Details of the pilot use of automated parking systems in Hong Kong, including the pilot projects, number of parking spaces available, and the implementation timeframe.**

Reply

- (g) TD is actively contemplating six pilot projects for automated parking systems. At as end April 2019, four sites have been identified, including an STT site in Tsuen Wan, an open space at the junction of Yen Chow Street and Tung Chau Street in Sham Shui Po and the proposed government buildings on Chung Kong Road in Sheung Wan and Sheung Mau Street in Chai Wan. The pilot projects in Sham Shui Po and Tsuen Wan will provide around 200 and 70 additional parking spaces respectively, whereas the numbers of parking spaces to be provided under the pilot projects in Sheung Wan and Chai Wan are still being studied. As regards the two remaining sites, TD will work actively with relevant government departments to explore the preliminary technical feasibility before making public the proposed sites in due course for consultation with relevant District Councils. Subject to the outcome of the technical feasibility and local consultation, TD plans to commence construction works of the projects in batches starting from 2021.

規 劃 署

香港北角渣華道三百三十三號
北角政府合署



Planning Department

North Point Government Offices
333 Java Road, North Point,
Hong Kong

本函檔號 Your Reference CB4/PAC/R72
本署檔號 Our Reference () in TS C/PSSC/801(C)
電話號碼 Tel. No. : 2231 4653
傳真機號碼 Fax No. : 2877 0389

21 May 2019

Mr. Anthony CHU
Clerk, Public Accounts Committee
Legislative Council Secretariat
Legislative Council Complex
1 Legislative Council Road
Central, Hong Kong

Dear Mr. CHU,

Public Accounts Committee
Chapter 1 of the Director of Audit's Report No. 72
Planning, provision and management of public parking spaces

I refer to your letter dated 10 May 2019.

In response to the Public Accounts Committee's request for further information, our submission is as follows:

- (i) a copy of the parking-related standards in the current Chapter 8 'Internal Transport Facilities' of the Hong Kong Planning Standards and Guidelines (HKPSG) (i.e. paragraph 6.5 – Cycle Parking Areas, Section 7 – Parking and Table 11) are at **Annex 1**; and
- (ii) details of the revisions made to HKPSG since 2003 concerning parking-related standards are at **Annex 2**.

Yours sincerely,

(Ms. Wendy LI)
for Director of Planning

c.c.: Secretary for Development
Secretary for Transport and Housing
Commissioner for Transport
Director of Lands
Secretary for Financial Services and the Treasury Bureau
Director of Audit

***Note by Clerk, PAC:** Refer to Planning Department's website for Annex 1.

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Our Vision - "We plan to make Hong Kong an international city of world prominence."



Revisions of parking-related standards in Hong Kong Planning Standards and Guidelines since 2003

Approval Date (Committee on Planning and Land Development)	Amendment Item	Basis for Amendment(s)
Mar 2003	<ul style="list-style-type: none"> • Revised standards and guidelines for parking facilities in various types of developments (including private housing, subsidised housing, community facilities, commercial facilities, and industrial and business developments) • Based upon a Global Parking Standard (GPS) applicable to both private and subsidised housing with built-in adjustment factors (i.e. flat sizes and proximity to railway stations) to enable more flexibility in setting parking requirements: <ul style="list-style-type: none"> <u>Subsidised Housing</u>[@] <ul style="list-style-type: none"> • Revised <u>private car (PC)</u> parking standard [from 1 car space per 13-16 flats to being based upon the GPS (i.e. 1 car space per 6-9 flats), and adjusted with the “Demand Adjustment Ratio” (i.e. 0.45) and proximity to railway stations (see Table 1A)] • Adjusted downwards for <u>Light Goods Vehicles (LGV)</u> parking standard (from 1 LGV space per 80 flats to 1 LGV space per 100-200 flats) <u>Private Housing</u> <ul style="list-style-type: none"> • Revised <u>PC</u> parking standard [from 1 car space per 4-7 flats to being based upon the GPS (i.e. 1 car space per 6-9 flats), and varied in 	<p>The amendments were based on the “Second Parking Demand Study” commissioned by the Transport Department (TD) and in line with the transport policy of using railways as the backbone of the transport system. For residential developments, the study showed that there were surplus private parking spaces. Low utilisation rates of LGV parking spaces in subsidised housing were also observed.</p>

Approval Date (Committee on Planning and Land Development)	Amendment Item	Basis for Amendment(s)
	accordance with the average flat size and distance between the development and railway station (see Table 1B)]	
Jan 2005	<p><u>Hotel</u></p> <ul style="list-style-type: none"> Revised the parking standards for conference and banquet facilities [parking standards revised from specifying the number of spaces per 100 <u>seats</u> to number of spaces per 200m² <u>gross floor area</u> (GFA)(equivalent to 100 seats)] 	According to the Lands Department (LandsD), it would be difficult to assess the total number of seats for conference and banquet facilities within a proposed hotel development when formulating the lease conditions. As such, TD suggested to revise the subject parking provision standards to be calculated based on GFA (and not number of seats) for incorporation into relevant lease conditions as per LandsD's proposal.
Dec 2006	<p><u>Private Housing</u></p> <ul style="list-style-type: none"> Deleted the word “average” concerning flat sizes in <u>PC</u> parking standard 	<ul style="list-style-type: none"> The calculation of the parking standard for private housing made reference to “average” flat size under the “demand adjustment ratio” (i.e. dividing the total domestic GFA by the total number of flats of the development). As the principle is to calculate the required number of PC parking spaces based on the actual number of flats across various flat sizes with reference to their respective provision requirements, TD proposed to amend the parking standard for private housing developments accordingly.

Approval Date (Committee on Planning and Land Development)	Amendment Item	Basis for Amendment(s)
	<ul style="list-style-type: none"> Revised the <u>visitor</u> car parking standard (visitor parking spaces from 5 to 1-5 for developments with more than 75 units per block) <p><u>Cycle Parking Areas</u></p> <ul style="list-style-type: none"> Deleted the word “average” concerning flat sizes * 	<ul style="list-style-type: none"> To allow flexibility in the provision of visitor car parking spaces. Corresponding changes were also made to the parking standards for cycle parking areas which involved “average” flat size.
May 2009	<p><u>Subsidised Housing</u></p> <ul style="list-style-type: none"> Reduced “Demand Adjustment Ratio” in <u>PC</u> parking standard (from 0.45 to 0.23)(see Table 1A) Adjusted downward for <u>LGV</u> parking standard (from 1 LGV space per 100-200 flats to 1 LGV space per 200-600 flats) Revised <u>motorcycle</u> parking standard (parking spaces at the rate of 5-10% of the total provision for PCs to 1 space per 110-250 flats) 	<ul style="list-style-type: none"> “Study on Parking for Public Housing Developments”, commissioned by the Housing Department, proposed a downward adjustment to the PC parking standard having taken high vacancy rate for PC parking spaces and affordability into account. The study indicated that the current parking standard for LGV might lead to over-provisioning of LGV parking spaces in future and since LGV parking demand varied significantly among different districts, a wider range of provision standards should be adopted to cater for different geographical needs. The study’s findings also indicated a steady growth in the utilisation of motorcycle parking spaces and identified no direct correlation between the parking demands for PCs and motorcycles, hence warranting a standalone parking standard for motorcycles.

Approval Date (Committee on Planning and Land Development)	Amendment Item	Basis for Amendment(s)
May 2011	<ul style="list-style-type: none"> New guidelines on <u>electric vehicle (EV) charging facilities</u> [setting out, inter alia, that EV standard charging facilities should be provided in at least 30% of PC parking spaces in car parks within new developments (i.e. residential, commercial, industrial, business or a mix of them)] 	<ul style="list-style-type: none"> In response to the request by the Environment Bureau, the requirements for EV charging facilities were incorporated to promote the use of EV, reduce overall greenhouse gas emissions and combat air pollution.
Aug 2011	<ul style="list-style-type: none"> New guidelines on <u>cross-boundary coach</u> (CBC) termini and stopping facilities (including design standards and locational factors) Increased parking standards for <u>persons with disabilities</u> (from a minimum of 1 disabled parking space per 200 parking spaces to 1 per 1-50 car parking spaces and up to a maximum of 6 for more than 450 car parking spaces) 	<ul style="list-style-type: none"> To meet the demand growth for CBC termini and stopping facilities, relevant general planning requirements and guidelines were incorporated into the HKPSG. With reference to the revised “Design Manual: Barrier Free Access 2008” issued by the Buildings Department and the Building (Planning) Regulations on detailed requirements on parking spaces for persons with disabilities, the relevant standards and guidelines were incorporated at TD’s suggestion.
Feb 2014	<p><u>Private Housing</u></p> <ul style="list-style-type: none"> Adjusted downwards the <u>PC</u> parking standards for small and medium-sized flats and upwards for large flats (see Table 1B) Reduced the “Accessibility Adjustment Ratio” (i.e. within 500m-radius of rail station) (from 0.85 to 0.75) 	<ul style="list-style-type: none"> Based on the findings of TD’s study entitled “Review of Parking Standards for Private Housing Developments in the HKPSG”, the utilisation rate of PC parking spaces for small and medium-sized flats (i.e. GFA of less than 100m²) was relatively low while the supply of PC parking spaces for large flats (i.e. GFA of not less than 100m²) was found generally inadequate. There was also lower demand for parking spaces for private housing developments within 500m-radius of rail stations.

Approval Date (Committee on Planning and Land Development)	Amendment Item	Basis for Amendment(s)
	<ul style="list-style-type: none"> Introduced a “Development Intensity Adjustment Ratio” (in addition to flat size and proximity to rail stations, the PC parking standard should also take into account development intensity) Revised <u>motorcycle</u> parking standard (from parking spaces at the rate of 5-10% of the total provision for PCs to 1 space per 100-150 flats) 	<ul style="list-style-type: none"> The study results showed no strong relationship between the parking demand of motorcycles and PCs; and hence a standalone parking standard for motorcycles was adopted.
May 2016	<p><u>Subsidised Housing</u></p> <ul style="list-style-type: none"> Inserted footnote for parking standards (stating that the parking standards are applicable to public rental housing developments and the parking requirements for subsidised saleable housing developments should be determined on a case-by-case basis by the Authority) 	<ul style="list-style-type: none"> To set out that the parking standards for subsidised housing would not be applicable to subsidised saleable housing developments.

[@] There were parking standards for Home Ownership Schemes/Private Sector Participation Schemes/Housing Society Estates and Sandwich Class Housing before revision

* Standards for bicycle parking areas before revision - within a 0.5-2km/outside 2km radius of a rail station, 1 bicycle parking space for every 15/30 flats with average flat size smaller than 70m²

Subsidised Housing [#]	Private Car:		2003		2009 Revisions (Currently Effective)	
	Global Parking Standard (GPS)			1 car space per 6-9 flats		
Demand Adjustment Ratio (R1)	All Subsidised Housing		0.45		0.23	
Accessibility Adjustment Ratio (R2)	Within a 500m-radius of rail station		0.85		0.85	
	Outside a 500m-radius of rail station		1		1	
Parking Requirement =			GPS x R1 x R2			
Light Goods Vehicle:			1 space per			
			100-200 flats		200-600 flats	
Medium Goods Vehicle: No fixed standard. To utilize estate commercial centre loading/unloading bays for overnight parking in estates.						
Motorcycle:			5 to 10% of the total provision for private cars*		1 space per 110-250 flats [^]	
[#] The above parking standards for subsidised housing are applicable to public rental housing developments. The parking requirements for subsidised saleable housing developments should be determined on a case-by-case basis by the Authority (Incorporated since 2016)						
[*] Calculation shall be based on overnight private car parking spaces provided for residential elements of the estates, excluding hourly visitor/retail car parking						
[^] Excluding one person/two persons flats and non-residential elements						
Notes			[1][2][4]		[1][3][4]	

Table 1B

Private Housing	Private Car:		2003		2014 Revisions (Currently Effective)	
	Global Parking Standard (GPS)			1 car space per 6-9 flats		
Demand Adjustment Ratio (R1)	Flat Size (FS) (m ²) (GFA)	< 40	0.6	FS ≤ 40	0.4	
		40 – 69.9	1.0	40 < FS ≤ 70	0.7	
		70 – 99.9	2.5	70 < FS ≤ 100	2.1	
		100 – 159.9	5.0	100 < FS ≤ 130	5.5	
				130 < FS ≤ 160	7.5	
> 159.9	9.0	FS > 160	9.5			
Accessibility Adjustment Ratio (R2)	Within a 500m-radius of rail station		0.85		0.75	
	Outside a 500m-radius of rail station		1		1	
Development Intensity Adjustment Ratio (R3)	Domestic Plot Ratio (PR)	N.A.	0.00 < PR ≤ 1.00		1.30	
			1.00 < PR ≤ 2.00		1.10	
			2.00 < PR ≤ 5.00		1.00	
			5.00 < PR ≤ 8.00		0.90	
			PR > 8.00		0.75	
Parking Requirement =			GPS x R1 x R2		GPS x R1 x R2 x R3	
Motorcycle :			5 to 10% of the total provision for private cars		1 space per 100-150 flats [@]	
[@] Excluding non-residential elements						
Notes			[1][2][6][7][9]		[1][5][8][10]	

Source: Chapter 8, HKPSG (Edited version by PlanD)

Notes :

- [1] Within the limits of the Global Parking Standards, Transport Department will establish district-based parking standards for each district according to the prevailing demand/supply conditions in respective districts. The district-based parking standards are subject to periodical review.
- [2] A 15% discount should be applied to the provision of residential car parking spaces where over 50% of the site area of the development fall within a 500m radius of rail stations. The 500m-radius catchment area of a rail station should be drawn from the centre of the station disregard of topographic undulation.
- [3] A 15% discount should be applied to the provision of residential car parking spaces where over 50% of the site area of the development fall within a 500m radius of rail stations. The 500m-radius catchment area of a rail station should be drawn from the centre of the station irrespective of the configuration and layout of the station. (Revised since 2014)
- [4] "One person/two persons" flats shall be excluded from the calculation of the overall parking provision of both car parking spaces and LGV spaces.
- [5] A 25% discount should be applied to the provision of residential car parking spaces where over 50% of the site area of the development fall within a 500m radius of rail stations. The 500m-radius catchment area of a rail station should be drawn from the centre of the station irrespective of the configuration and layout of the station.
- [6] The average flat size of a development shall be calculated by dividing the total domestic gross floor area (GFA) by the total number of flats of the development.
- [7] The standard for the developments of an average flat size greater than 159.9m² is a minimum requirement. Request for provision beyond the standard will be considered by Transport Department on a case-by-case basis.
- [8] The standard for the developments of flat size greater than 160m² is a minimum requirement. Request for provision beyond the standard will be considered by Transport Department on a case-by-case basis.
- [9] Visitor car parking for private residential developments with more than 75 units per block should include 5 visitor spaces per block in addition to the recommendations, or as determined by the Authority. For other private residential developments, the visitor car parking provision will be advised by Transport Department on a case-by-case basis.
- [10] Visitor car parking for private residential developments with more than 75 units per block should include 1-5 visitor spaces per block in addition to the recommendations, or as determined by the Authority. For other private residential developments, the visitor car parking provision will be advised by Transport Department on a case-by-case basis. (Revised since 2006)



電話 TEL: 2601 8877
圖文傳真 FAX NO: 2602 1480
本署檔號 OUR REF: LCSD/4-35/43C
來函檔號 YOUR REF: CB4/PAC/R72

Fax : 2543 9197

27 May 2019

Legislative Council
Public Accounts Committee
Legislative Council Complex
1 Legislative Council Road, Central
Hong Kong
(Attn: Mr Anthony CHU)

Dear Mr CHU,

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72

Planning, provision and management of public parking spaces

In response to your letter of 10 May 2019 on the above subject, I attach the Chronology of Key Events for the Project "Town Park in Area 66 and 68, Tseung Kwan O" between March 2011 and June 2017 at Annex for reference.

Yours sincerely,

(Simon LIU)

for Director of Leisure and Cultural Services

Encl.

**Chronology of Key Events for the Project
“Town Park in Area 66 and 68, Tseung Kwan O”
between March 2011 and June 2017**

Item	Date	Event
1	March 2011	Leisure and Cultural Services Department (LCSD) submit the proposed project scope for implementing a Town Park in Area 66 and 68, Tseung Kwan O to the District Facilities Management Committee (DFMC) of Sai Kung District Council (SKDC) and obtained its support.
2	July 2011	LCSD submitted the draft Project Definition Statement (PDS) to Home Affairs Bureau (HAB).
3	March 2012	HAB issued the PDS and invited Architectural Services Department (ArchSD) to conduct technical feasibility study (TFS) for the project.
4	March 2012	ArchSD commenced the TFS and exchanged views with the relevant bureaux and departments on the project scope and details of the TFS.
5	March 2013	ArchSD completed and submitted the Technical Feasibility Statement to Development Bureau (DevB) for approval.
6	June 2013	DevB approved the Technical Feasibility Statement.
7	Mid-2013 to late 2016	LCSD sought resources for further planning and implementation of the project by following the established procedures for capital works projects.

Item	Date	Event
8	January 2017	The 2017 Policy Address announced that \$20 billion would be spent in the coming five years to launch 26 projects to develop new or improve existing sports and recreation facilities. The Town Park project was one of the 26 projects to be launched in the coming five years.
9	January to June 2017	LCSD reviewed and revised the project scope and prepared the paper for consultation with SKDC DFMC in July 2017.



地政總署
LANDS DEPARTMENT

電話 Tel: 2231 3011
圖文傳真 Fax: 2868 5707 (Open) / 2525 4960 (Con)
電郵地址 Email: adhq@landsd.gov.hk
本署檔號 Our Ref: () in LD CES/HQ/D/331/7 Pt. 2
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網址 Website : www.landsd.gov.hk

來函請註明本署檔號

Please quote our reference in your reply

Clerk, Public Accounts Committee
Legislative Council Secretariat
Legislative Council Complex
1 Legislative Council Road
Central
Hong Kong
(Attn : Mr. Anthony CHU)

By Fax & Email
(Fax No. 2543 9197)

24 May 2019

Dear Sirs,

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72

Planning, provision and management of public parking spaces

Thank you for your letter of 10 May 2019. Our responses to Items (a) to (c) of your letter are set out below.

Item (a)

According to paragraph 2.14 of the Audit Report, the Lands Department may lease government land not yet leased or allocated for long-term development uses by way of short-term tenancy ("STT") for fee-paying public carparks. Please provide a flow chart showing the steps leading to the leasing of STT carparks, from raising proposals, consulting departments to finding the operators, listing out the responsibilities of related department(s) at each step;

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Please refer to **Annex A** for a flow chart on the general process for letting out government land by way of short-term tenancy under Abbreviated Tender System for fee-paying public carpark on the request of the Transport Department.

Item (b)

With reference to case 2 in paragraph 2.13 of the Audit Report, please provide:

(i) follow-up actions taken by the Lands Department in respect of the non-compliance issue from December 2016 (when it was informed that the car park was open for public use) to October 2017 (when an inspection was conducted);

The follow-up actions taken by Lands Department (LandsD) in respect of Case 2 during the period from December 2016 to October 2017 are set out at **Annex B**.

(ii) reasons for not issuing a warning letter in respect of non-compliance issue discovered in October 2017; and

According to file records, it was due to an oversight that no warning letter had been issued in respect of the breach in lease conditions after the annual site inspection of October 2017.

Nevertheless, LandsD took immediate follow-up actions with site inspection conducted on 16 May 2018 when an enquiry about Case 2 was received from Planning Department. As the same breach in lease conditions still persisted as revealed from site inspection, a warning letter was issued to the lot owner on 25 May 2018 requiring rectification of the breach within 14 days. The carpark operator replied on 29 May 2018 informing that the breach was rectified with metal fences at the carpark entrance removed. As a follow-up, another site inspection was conducted by LandsD on 31 May 2018 which revealed that the concerned metal fences were removed and the breach was considered rectified. The case file was then marked for action for the next annual site inspection to be conducted in October 2018.

(iii) details of new guidelines promulgated to handle the non-compliance cases in which Lands Department has been informed that the non-compliance issue(s) has/have been rectified;

LandsD issued emails in August 2018 and October 2018 to remind District Lands Offices ("DLOs") to monitor and to check compliance of lease conditions including the issuance of warning letters and advisory letters and other follow up action in accordance with the prevailing guidelines. To reinforce the message and as a further reminder, LandsD has issued a memo recently in May 2019 consolidating previous guidelines given in August and October 2018. The previous and the latest guidelines are attached at **Annex C** for reference.

Item (c)

With reference to case 3 in paragraph 2.13 of the Audit Report, please advise the procedures for handling cases where private car owners refused to make rectification as required despite repeated issuance of warning letters to them by the Lands Department, and provide the relevant guidelines, if any.

In general, when breach of lease conditions warranting lease enforcement actions are detected and confirmed, LandsD will take lease enforcement action according to the established procedures by issuing warning letters to the lot owner to request for rectification of the breach, the failure to comply with which may lead to registration of the warning letter in the Land Registry, with reservation of the rights to take further appropriate lease enforcement action which may include the taking of re-entry action in accordance with the lease terms and under the Government Rights (Re-entry and Vesting Remedies) Ordinance.

For Case 3, please note that the warning letters were issued to the private lot owner who is the party breaching the lease conditions and against whom the lease enforcement action is taken rather than the individual private car owners. In response to LandsD's warning letters, the lot owner had taken positive actions against the improper parking by private cars, including erecting directional signs to guide the carpark users and warning notices of taking impounding actions. At the same time, the lot owner expressed genuine difficulties in enforcing the improper parking as individual private car drivers often ignore the warning notices and parked their private cars in the spaces

designated for goods vehicles. The lot owner considered that such actions by individual drivers were beyond their control.

Yours faithfully,



(Ms Sophia CHIANG)
for Director of Lands

- | | |
|---|---------------------|
| cc. Secretary for Transport and Housing | (fax no. 2537 6519) |
| Secretary for Development | (fax no. 2147 3691) |
| Commissioner for Transport | (fax no. 2802 2361) |
| Director of Environmental Protection | (fax no. 2891 2512) |
| Commissioner of Police | (fax no. 2866 2579) |
| Director of Planning | (fax no. 2869 7241) |
| Director of Leisure and Cultural Services | (fax no. 2961 4661) |
| Secretary for Financial Services and the Treasury | (fax no. 2147 5239) |
| Director of Audit | (fax no. 2583 9063) |

Flow Chart for Letting out Government Land by way of
Short Term Tenancy (STT) under Abbreviated Tender System (ATS) for
fee-paying public carpark use

1. Lands Department (LandsD) to consider to let out Government sites which are capable of reasonable separate alienation, have general commercial interest and are not immediately required for permanent use to implement the planning intention under Outline Zoning Plan or other temporary uses not yet identified by other Bureaux/Departments (B/Ds) by way of STT under ATS.

2. LandsD to circulate an STT proposal to relevant B/Ds including Transport Department (TD), Planning Department, Highways Department, Drainage Services Department and Water Supplies Department etc for comments, including conducting local consultation through District Office concerned. For sites located closed to villages in rural area, notice may be posted by LandsD.

3. The concerned B/Ds to comment on the STT proposal including the user and TD to raise request for letting out the STT site for fee-paying public carpark use with imposition of specified requirements they consider appropriate such as the types of vehicles to be allowed.

4. LandsD to resolve local objections as far as possible, to consolidate comments received from the concerned B/Ds; and to submit the STT proposal for fee-paying carpark car parking use upon such request from TD to the concerned District Land Conference (DLC) which is chaired by Assistant Director (Regional) of LandsD and is attended by representatives of various B/Ds including TD.

5. Upon approval of DLC, LandsD to finalise tender document including legal vetting.

6. LandsD to arrange for publication of advertisement in the press and to arrange printing of documents with the Government Logistics Department.

7. Upon close of the tender and receipt of tender bids from Government Tender Board, LandsD to assess whether the highest rental submitted under the conforming tenders received is within reasonable market range. If positive, LandsD to cash the deposit and arrange tender award to the tenderer with the highest rental and to arrange execution of the tenancy agreement and payment of first instalment of rent in advance and then to arrange the site hand-over to the successful tenderer.

Annex B

Follow-up actions taken by Lands Department ("LandsD") from December 2016 to October 2017 in respect of the non-compliance issue of Case 2

Date	Follow-up actions
6.12.2016	<p>In response to warning letter dated 17.11.2016 issued by Lands Department to the owner of the subject carpark ("the Owner"), the carpark operator ("the Operator"), on behalf of the Owner, replied as follows:</p> <p>(1) The public car park is open 24-hour to public for parking. Hourly and monthly parking rates are displayed at the car park entrance and contact number is also provided for assistance.</p> <p>(2) The portable metal fences are placed to stop unauthorised use of the area between the car park entrance and the car park barrier gates after a few incidents in which unauthorised vehicles had used the area for loading/ unloading causing obstruction to vehicles including refuse collection vehicles from accessing the car park and the refuse collection chamber respectively.</p>
19.12.2016	<p>Further letter was issued by Lands Department to the Operator reminding them to observe and comply with the requirement stipulated under the concerned Special Condition of the Conditions of Sale governing the subject lot of Case 2. In addition, Lands Department reserved the right to take any enforcement action under lease should any breach exists at the date thereof or be detected thereafter.</p>
17.10.2017	<p>Lands Department's annual site inspection revealed that the ingress and egress points of the subject carpark were blocked by metal fences and no goods vehicles was parked therein.</p>

MEMO

From Assistant Director/Specialist 2
 Ref. () in LD 54/4030/07 II
 Tel. No. 2231 3673
 Fax. No. 2868 4707
 Date 23 May 2019

To All DLOs
 (Attn.:)
 Your Ref. in
 dated Fax. No.
 Total Pages 2 + encl.

**Handling Complaints and Referrals
 relating to Non-compliance of Lease Conditions
 and follow up actions after Rectification**

This memo provides general guidelines for non-compliance of lease conditions arising from inspection, referral, complaint and rectified cases.

2. In general, when complaints or referrals are received, please carry out investigation work as soon as possible. Upon conducting the inspection for monitoring and checking of compliance, DLOs are required to take prompt follow up action once irregularity has been detected, for example issuance of warning letter and other actions. If during the last inspection, there was confirmed or suspected breach of lease condition and even though such breach was rectified, please act vigilantly and follow up as necessary. If the complaint or referral relates to public access of public facilities (such as public pedestrian passage, open space, footbridge and public carpark) under lease (LAOI D-34 refers), the monitoring and checking of compliance for these types of facilities should be carried out by way of annual inspection after the breach is rectified.

3. If a breach of lease conditions is established, a warning letter should be issued by DLOs immediately. The issuance of "Advisory Letter" should only be for situation if there is no specific lease restriction or the breach cannot be established but LandsD wishes to advise the lot owners to take note of certain matters.

4. Where certain cases are also under the jurisdiction of other departments (e.g. issuance of licence for food processing) or the matter would more appropriately be dealt with by other Government departments, DLOs will refer such cases to the relevant departments for their action under their purview, whilst LandsD would continue follow up the matters as appropriate.

5. For cases where the lessees or their agents notify that the non-compliance matters have been rectified, the concerned DLO should conduct inspection to make sure each irregularity has been rectified to the satisfaction of DLO. If the irregularity is not rectified up to a satisfactory level, further lease enforcement action should be taken forthwith. Besides, the concerned owner/agent should be informed of the findings. Please be reminded that field records such as plans, photos and site reports should be properly kept in the subject file for record.

6. Please also note that the above guidelines are applicable to all lease enforcement cases with immediate effect. This memo has consolidated the guidelines issued on 10 Aug 2018 and 11 Oct 2018 and will soon be uploaded in the Document Retrieval System (Miscellaneous\ List of Record and Useful Information \Guidelines/Manual) for easy reference. Please also note that these guidelines will be included in the Land Instructions in due course.



(Alan K L LO)

Assistant Director/Specialist 2

Encl.

Appendix 1 - Copy of email dated 10.8.2018@9:19am from AD/S2 to DLOs

Appendix 2 - Copy of Memo dated 11.10.2018 from AD/S2 to DLOs

c.c.

DL, DD/G, DD/S, AD/HQ
All regional ADs
SES/TI

Urgent Return receipt Sign Encrypt Mark Subject Restricted Expand personal&public groups



{In Archive} Public carpark within private development

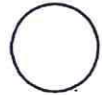
2018/08/10 AM 09:19

From: Alan KL LO/LAO/LANDSD/HKSARG
To: All DLO@LANDSD,
Cc: Karen PY CHAN/LAO/LANDSD/HKSARG@LANDSD, Tony
MOYUNG/LAO/LANDSD/HKSARG@LANDSD, Patrick YH
LEUNG/LAO/LANDSD/HKSARG@LANDSD, James KY
TSUI/LAO/LANDSD/HKSARG@LANDSD, TM WONG/LAO/LANDSD/HKSARG@LANDSD,
Sophia CW CHIANG/LAO/LANDSD/HKSARG@LANDSD, Rosanna SK
TSE/LAO/LANDSD/HKSARG@LANDSD
Bcc: Gigi YM HO/LAO/LANDSD/HKSARG@LANDSD
Archive: This message is being viewed in an archive.

I refer to recent press enquiry in relation to suspected breach of lease condition on the opening of public carpark under the relevant lease condition.

If complaints are received, please carry out investigation work asap. Besides acting on complaint, the monitoring and checking of compliance of these types of facilities should be carried out by way of annual inspection (LI D-34). If during the last inspection, there was confirmed or suspected breach of lease condition, please take a vigilant eye on the issue and follow up as necessary.

Alan LO , AD/S2
Tel : 2231 3673

**MEMO**

From Assistant Director/Specialist 2
 Ref. () in LD 54/4030/07 II
 Tel. No. 2231 3673
 Fax. No. 2868 4707
 Date 11 October 2018

To All DLOs
 (Attn.: _____)
 Your Ref. _____ in _____
 dated _____ Fax. No. _____
 Total Pages 2 + encl.

**Lease Enforcement on breaches
 relating to Public Facilities in Private Developments**

In view of a recent direct investigation being conducted by the Ombudsman on lease enforcement on breaches relating to public facilities in private developments, I wish to draw your attention on the following issues:

(a) Issuance of "Warning Letter" and "Advisory Letter"

According to paragraph 2 of AD/EM's email dated 4.6.2012 (copy attached at Appendix), if a breach of lease conditions is established, the letter issued by DLOs should call "Warning Letter" and not "Advisory Letter". The issuance of "Advisory Letter" should only be for situation if there is no specific lease restriction or the breach cannot be established but LandsD wishes to advise the lot owners to take note of certain matters.

(b) Prompt follow up action upon detection of irregularity at annual inspection

Upon conducting the annual inspection in accordance with paragraph 4 of LAOI D-34, DLOs are required to take prompt follow up action once irregularity has been detected, for example issuance of warning letters and other actions. All records of the follow up actions should be properly kept in file accordingly.

(c) Referral of cases to relevant departments

Pursuant to LAOI K-1F(ii), where certain cases are also under the jurisdiction of other departments (e.g. issuance of licence for food processing) or the matter would more appropriately be dealt with by other Government departments, DLOs will refer such cases to the relevant departments for their action under their purview, whilst LandsD would continue follow up the matters as appropriate.

2. This memo will be uploaded in the Document Retrieval System \ Miscellaneous \ List of Record and Useful Information \ Guidelines/Manual for easy reference.

(Alan K L LO)
 Assistant Director/Specialist 2

Encl.

c.c. DD/G
 DD/S

AD/HQ
All regional ADs
SES/TI
File ref. LD CR/COM/1/1 (2017-12) C



電話 Tel: 2231 3011
圖文傳真 Fax: 2868 5707 (Open) / 2525 4960 (Conf)
電郵地址 Email: adhq@landsd.gov.hk
本署檔號 Our Ref.: (41) in LDC 2/1502/18 Pt. 3
來函檔號 Your Ref.: CB4/PAC/R72

我們矢志努力不懈，提供盡善盡美的土地行政服務。
We strive to achieve excellence in land administration.

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20/F, NORTH POINT GOVERNMENT OFFICES
333 JAVA ROAD, NORTH POINT, HONG KONG

網址 Website: www.landsgov.hk

覆函請註明本署檔號

Please quote our reference in response to this letter.

By Fax and Email
(Fax No.: 2543 9197)

19 June 2019

Clerk, Public Accounts Committee
Legislative Council Secretariat
Legislative Council Complex
1 Legislative Council Road
Central
Hong Kong

(Attn.: Mr. Anthony CHU)

Dear Sirs,

Public Accounts Committee
Consideration of Chapter 1 of the Director of Audit's Report No. 72
Planning, provision and management of public parking spaces

Thank you for your letter of 4 June 2019. Our response is set out below.

According to the reply from the Director of Lands dated 24 May 2019 (R72/1/GEN5) concerning Case 3 in paragraph 2.13 of the Audit Report, the owner of the subject car park expressed genuine difficulties in enforcing the improper parking by individual private car drivers in light goods vehicle parking spaces. Using this case as an illustration, please advise what measures that can be taken by the Lands Department or other government departments to facilitate the owner's compliance with the relevant lease condition which requires the owner to provide a specific number of public parking spaces for certain types of vehicles

From land administration perspective, upon discovery of breach of lease conditions, Lands Department ("LandsD") acts in the capacity as the landlord,

***Note by Clerk, PAC: See Appendix 11 of this Report for the reply from Director of Lands dated 24 May 2019.**

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shall take appropriate lease enforcement action under the established procedures. Generally speaking, LandsD will issue warning letter to the owner concerned requiring rectification of the breach within a specified time. If the breach is not rectified before the imposed deadline, LandsD may register the warning letter at the Land Registry, commonly known as “imposing an encumbrance”. If the seriousness of the breach warrants further action, for instance where the breach poses a serious threat to public safety, LandsD may proceed with re-entry of the lot or vesting of the relevant interest to Government.

As for the subject case, LandsD has issued several warning letters to the owner of Case 3 since August 2018. In response to the warning letters, the owner had taken a number of measures including removing the materials previously used for enclosing or fencing off the light goods vehicle parking spaces; strengthening the car park management actions by educating the car park users by affixing notices at prominent places of the car park notifying that only light goods vehicles could be parked at certain designated light goods vehicle parking spaces; and impounding motor vehicles wrongly parked in the spaces concerned. These are considered as positive actions by the lot owner against the improper parking by private cars.

LandsD will continue to remind the owner their obligation to comply with the relevant conditions, and to suggest the owner to consider taking appropriate management measures to this end, including but not limited to mounting clear warning signs at parking spaces for light goods vehicles reminding drivers of private vehicles not to park there, and clamping private vehicles that have wrongly parked in spaces marked for light goods vehicles. Meanwhile, if the owner could show that the parking demand for light goods vehicles in the area concerned is low, subject to the advice and agreement of the Transport Department, LandsD may consider an application from the owner to convert the parking spaces for use by private vehicles either on a short-term or permanent basis with a view to putting the parking spaces to their optimal uses. LandsD will continue monitor the situation and liaise with the lot owner to further step up the measures if required.

Moreover, LandsD will explore with the Transport Department measures to make information on public vehicle parking spaces more widely accessible to the public. These may include publishing information of public vehicle parking spaces (such as car park location, type of car parking spaces, real-time parking space availability, etc.) including but not limited to those operated by private owners under lease through the GeoInfo Map (<https://www.map.gov.hk>), a public online map service provided by LandsD, as well as the GeoData Store (<https://geodata.gov.hk>), a portal for the public and application developers to

search and access of geospatial data. These would allow the public to have more convenient access to public vehicle carpark information and optimise the utilisation of the public vehicle parking spaces.

Yours faithfully,



(Ms. Sophia CHIANG)
for Director of Lands

c.c.:	Secretary for Transport and Housing	(fax no.: 2537 6519)
	Commissioner for Transport	(fax no.: 2802 2361)
	Director of Planning	(fax no.: 2869 7241)
	Director of Environmental Protection	(fax no.: 2891 2512)
	Commissioner of Police	(fax no.: 2866 2579)
	Director of Leisure and Cultural Services	(fax no.: 2602 1480)
	Government Property Administrator	(fax no.: 2583 9758)
	Director of Housing	(fax no.: 2762 1110)
	Director of Architectural Services	(fax no.: 2810 7341)
	Secretary for Financial Services and the Treasury	(fax no.: 2417 5239)
	Director of Audit	(fax no.: 2583 9063)

**Urgent by Fax (2543 9197)**

本署檔號 Our Ref. : TD SS/152/02-1

來函檔號 Your Ref. : CB4/PAC/R72

電話號碼 Tel. No. : 3842 5942

圖文傳真 Fax : 2186 7519

9 October 2019

Mr Anthony Chu
 Clerk to Public Accounts Committee
 Legislative Council Complex
 1 Legislative Council Road
 Central, Hong Kong

Dear Mr Chu,

Public Accounts Committee**Consideration of Chapter 1 of the Director of Audit's Report No. 72****Planning, provision and management of public parking spaces**

I refer to your letter of 4 September 2019, seeking further information to facilitate the Public Account Committee's consideration of Chapter 1 of the Director of Audit's Report No. 72.

The requested information in English is now enclosed for your reference.

Yours sincerely,

(LAU Hon-wai, Simon)
 for Commissioner for Transport

c.c. Transport and Housing Bureau [Attn: PAS(T)2]

Fax No. 3904 1774

九龍油麻地海庭道十一號西九龍政府合署南座十樓
 10th floor South Tower West Kowloon Government Offices 11 Hoi Ting Road Yau Ma Tei Kowloon
 電話 Tel (852) 2804 2600 傳真 Fax (852) 2824 0433
 網址 Web Site: <http://www.td.gov.hk>

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72 Planning, Provision and Management of Public Parking Spaces

Enquiries from Clerk of the Public Accounts Committee dated 4 September 2019

The Administration was requested to provide the following information:

Part 3: Management of government multi-storey car parks

1. According to the reply dated 19 June 2019 from the Director of Architectural Services, the maintenance works carried out to the Kwai Fong Car Park (mainly concrete repairs to the ceiling of 7th floor) between November 2015 and October 2018 did not affect the opening of its rooftop for car parking. Why did the Transport Department ("TD") not consider re-opening the rooftop parking spaces for public use during the aforesaid period;

Reply

1. The reasons for not opening the rooftop of Kwai Fong Car Park between November 2015 and October 2018 are as follows –
 - (a) As revealed from the chronology of events from October 2013 to 19 November 2015 contained in THB's reply dated 25 July 2019 and the chronology of events from 8 July 2014 to 6 May 2019 at the Annex to THB's reply dated 9 May 2019 (attached herewith for easy reference), there has been serious water leakage on the rooftop of Kwai Fong Car Park since late 2013, causing a lot of concrete spalling on 7/F and warranting the consideration of re-roofing works.
 - (b) At the works meeting attended by TD and the Architectural Services Department ("ArchSD") on 8 July 2014, the works consultant of ArchSD stated that the re-roofing works would be carried out on the rooftop of Kwai Fong Car Park and **the rooftop would be turned into a works site**. Subsequently, ArchSD's contractor took over the roof together with 7/F of the Car Park and commenced the repair works (including re-roofing works) on 8 April 2015. On 9 November 2015, ArchSD completed the works on barrier-free access facilities, but the **re-roofing works were still underway**.
 - (c) Upon checking works progress with ArchSD, TD was advised on 19 November 2015 that ArchSD had sorted out the technical constraints and designed a new re-roofing system. However, given that the re-roofing works would incur higher construction cost, **the re-roofing works would not be carried out within 2015**. ArchSD further stated that it was attempting to sort out the funding issue and would keep TD informed of progress in due course.

***Note by Clerk, PAC:** See Appendix 14 of this Report for the reply from Director of Architectural Services dated 19 June 2019; Appendix 7 for the reply from Secretary for Transport and Housing dated 25 July 2019; and Appendix 6 for the reply from Secretary for Transport and Housing dated 9 May 2019.

- (d) Notwithstanding that repair and maintenance works by way of localised epoxy injection was being carried out to the Kwai Fong Car Park from 2015 to 2018, spalling concrete has been found at the ceiling soffit with water seepage at various locations of the ceiling of 7/F. As revealed from past available records, whilst 7/F of the Car Park was handed over by ArchSD to TD in January 2016 and was opened in February 2016, water seepage problems emerged, rendering the need for closure of the affected car parking spaces to enable repair works to be done. Noting then that the re-roofing works had yet to be completed and in order to avoid the haphazard operation of the car parking spaces concerned, TD considered that the rooftop was temporarily not suitable for parking until and unless there was a clear way forward to deal with the long-standing water seepage problem for the period from 2015 to 2018.
- (e) On 27 November 2017, TD secured the agreement with ArchSD to conduct a site meeting at which TD raised the need for repair works to be done such that TD could resolve the problems and prepare for the re-opening of the roof of the Car Park for parking purpose. In the meantime, the need for using the roof as a temporary vehicle detention centre arose in April 2018 to compensate for the shortage of suitable detention spaces for those vehicles which have to be impounded temporarily in accordance with section 93 of the Road Traffic Ordinance (Cap. 374). With the eventual confirmation of ArchSD to proceed with the basic repair works on the roof and the works completion in November 2018, the roof was subsequently opened for use as a temporary vehicle detention centre with effect from 1 April 2019.
- (f) As stated in THB's reply dated 9 May 2019, TD will review the feasibility of opening part of the roof for car parking purpose, while continuing to reserve the remaining part for vehicle detention purpose. We aim to complete the review by end 2019.

Part 4: Management of on-street parking spaces

Management of on-street metered parking spaces

2. **according to paragraph 4.2 of the Audit Report, the principle of maintaining 15% of on-street parking spaces empty was formulated in 1967 and reaffirmed in 1972 and 2000. Please advise the rationale behind this principle, whether any reviews have been conducted since then on the applicability of this principle under the changing circumstances over the years. If yes, the outcome of the reviews; if not, reason(s) for not doing so;**

Reply

2. Setting the target of achieving 15% vacancy (or 85% occupancy) of on-street parking spaces means that for every 10 spaces, there will be on average one to two spaces vacant at any one time to cater for on-going motorists' demand,

***Note by Clerk, PAC: See Appendix 6 of this Report for the reply from Secretary for Transport and Housing dated 9 May 2019.**

keeping the vehicle circulation time to a minimum, thereby avoiding additional burden on road traffic. The rationale is to strike a balance between the use of kerbside space for parking to address short-term parking need and possible disruption to local traffic in the provision of on-street parking spaces in areas of high parking demand and limited road space. The yardstick of 15% vacancy is in line with various overseas research findings that vacancy below 15% would result in a sharp increase in circulation time for searching for a space¹.

TD is actively monitoring the parking situation in Hong Kong and considers it appropriate to continue to adopt 15% vacancy (or 85% occupancy rate) of on-street parking as a target.

3. **according to paragraph 4.4(a) of the Audit Report, the contractor engaged by TD for the management of on-street metered parking spaces is required to retrieve data from all on-street parking meters at least once every four days by portable data retrievers, and upload all data to the central computer system. Please advise whether the contractor was able to comply with such requirements in 2018; if not, the number of non-compliance cases and the penalties, if any, for such non-compliances;**

Reply

3. In accordance with the contract for management, operation and maintenance of the parking meter system, the contractor shall be responsible for the retrieval, handling, storage and uploading of the transaction data in accordance with the contract in a timely manner, or it shall be liable to (i) bear any administrative fee charged by the clearing service provider, and (ii) compensate the Government for the aggregate amount of all transaction data that the clearing service provider might refuse to take into account as a result of the contractor's late uploading or transmission.

At present, the contractor is required under the contract to retrieve data from on-street parking meters at least once every four days. In 2018, there were four cases whereby the contractor failed to comply with the aforesaid requirement because the contractor's staff were unable to access the parking meters concerned due to the obstruction/occupation of metered parking spaces by fallen trees/tree branches, bamboo sticks or construction waste. In accordance with the contract, the contractor had reported these cases to the government departments concerned for clearing the sites. Upon clearance of the obstruction/occupation of the metered parking spaces concerned, transaction data of the associated parking meters concerned were subsequently retrieved and processed properly by the contractor resulting in no loss of parking revenue. As the above non-compliance cases were caused by external factors beyond the contractor's control, and there was no resultant loss of parking revenue because the transaction data was properly kept in the

¹ Overseas researches indicate that the time for a car to circulate on roads in searching for a parking space would be in the range of about 2 to 3 minutes when the vacancy rate stays at 15% or more, but would increase sharply to some 20 minutes when the vacancy rate drops to 10% and below.

parking meters concerned and subsequently retrieved, no penalty was imposed against the contractor.

- 4. with reference to paragraph 4.4(b) of the Audit Report, please provide the number of cases reported by the contractor managing on-street metered parking spaces each year from 2016 to 2018:**
- a. The Hong Kong Police Force (“the Police”) on: (i) obstruction at a metered parking space; (ii) a metered parking space occupied by a vehicle which appears to be abandoned or a vehicle with extensive defective bodywork; and (iii) meters installed in areas of high parking demand but collecting extraordinarily low amount of parking meter revenue;**
 - b. The Lands Department (“LandsD”) on the occupation of metered parking space by any object other than a vehicle; and**
 - c. The Food and Environmental Hygiene Department (“FEHD”) on the parking space with rubbish identified;**

Reply

4. The numbers of cases reported by the contractor to the concerned government departments between 2016 and 2018 are as follows -

	2016	2017	2018
(a) to the Police on			
(i) obstruction at a metered parking space ²	162	1 150	1 276
(ii) a metered parking space occupied by a vehicle which appears to be abandoned or a vehicle with extensive defective bodywork ³	23	83	34
(iii) meters installed in areas of high parking demand but collecting extraordinarily low amount of parking meter revenue ⁴	24 234	28 796	21 935
(b) to LandsD on the occupation of metered parking space by any object other than a vehicle	102	1 154	1 273
(c) to FEHD on the parking space with rubbish identified	91	219	505

² Some obstruction cases were referred to the Police and LandsD simultaneously as they were perceived by the frontline staff of the contractor as under both departments’ purview. As such, there might be double counting of these cases.

³ The abandoned vehicle cases were reported to the Police by the contractor in accordance with the contract. The cases were also copied to the LandsD by the contractor in parallel to facilitate timely removal of the abandoned vehicles concerned.

⁴ The contractor provided monthly report to the Police on meters installed in areas of high parking demand but collecting extraordinarily low amount of parking meter revenue. The figures refer to the numbers of metered parking spaces included in the monthly report in the respective year.

5. **according to paragraph 4.8 of the Audit Report, the results of the utilisation survey conducted on all metered parking spaces from 2015 to 2018 indicated that the metered parking fee evasion rate had remained stable at around 30%. In this regard, please advise the existing procedures to handle the evasion cases and whether there are any new measures/strategies to address the fee evasion problem;**

Reply

5. At present, the contractor is required under the contract to inspect all on-street parking meters at least once every four days. If individual parking spaces are found to be occupied by vehicles but without payment of parking fees, the contractor will report the case(s) to the Police for follow-up actions. In addition, the contractor will issue a report to the Police on a monthly basis in respect of those parking meters installed in areas of high parking demand but collecting extraordinarily low amount of parking meter revenue, in order to draw their attention to the potential fee evasion cases.

TD has already kick-started preparatory work, including the award of contract to a new operator in May 2019, for installation of new parking meters by phases starting from the first half of 2020 to replace the existing ones. Each new parking meter will be fitted with occupancy sensors to detect whether the relevant metered parking space is occupied or not. The backend system will provide real-time information on metered parking spaces being occupied but without payment of parking fees. TD has planned to share this real-time information on the locations of these parking spaces with the Police for their reference.

6. **according to Table 9 in paragraph 4.9 of the Audit Report, from 2015 to 2018, on average, the objective of maintaining the 15% parking space availability rate was not met in 15 (40%) of the 37 districts. In particular, this objective had not been met in many of the districts in Kowloon. Please advise:**
- a. **Whether TD has looked into the reason(s) behind, particularly the situation in Kowloon; if yes, the details; if not, why not; and**
 - b. **Whether TD has taken any actions to improve the parking spaces availability rate of on-street parking spaces in Kowloon, if yes, what actions have been taken and were these actions effective; if not, why not;**

Reply

6. (a) In general, the availability rate hinges on three parameters, i.e. demand, supply and charge rate of the on-street parking spaces. From 2015 to 2018, the charge rate remained at a low level of \$2 per 15 minutes (maximum) while the territory-wide supply of on-street metered parking spaces maintained at a relatively constant level of about 18 000. During the same period, the parking demand continued to rise with the overall increase in the number of licensed vehicles. This has rendered

some districts, which have the following characteristics, not being able to meet the 15% availability rate target –

- (i) districts already fully developed decades ago with insufficient or nil ancillary parking spaces at that time;
- (ii) districts with mixed land uses (mixed residential, commercial, retail, entertainment, etc.), accommodating high density of residential and working population, constituting considerable home-end and destination-end parking demand; and
- (iii) districts with limited land and road space for provision of more parking spaces.

Most districts in Kowloon have inherited the above characteristics. There are a lot of old developments in Kowloon, scattering over various districts such as Kowloon City, Hung Hom, Yau Tsim Mong, To Kwa Wan, etc. which do not have adequate ancillary parking facilities. Hence, on-street parking becomes very crucial in addressing parking needs. Also, the highly mixed land use nature of Kowloon has given rise to high residential and working population density in comparison with Hong Kong Island and the New Territories⁵, thus inducing higher parking demand of both home-end and work-end trips. Unless land occupied by old developments could be unleashed through re-development proposals, new land could hardly be identified for increasing parking spaces in Kowloon substantially.

- (b) We have adopted a multi-pronged approach to increase the parking provision. The measures that we have adopted include (a) requiring developers to provide parking spaces at the higher end of the parking standards under the Hong Kong Planning Standards and Guidelines (“HKPSG”) for new developments; (b) adopting the principle of “Single Site, Multiple Uses” to provide public car parking spaces in suitable “Government, Institution or Community” facilities and public open space projects (e.g. the underground public car park in the proposed open space at Sze Mei Street, San Po Kong); and (c) planning for trials of automated parking systems (e.g. in Yen Chow Street, Sham Shui Po).

On-street parking and loading/unloading spaces would only be designated where road capacity permits, i.e. not causing congestion or inconvenience to other road users. Against this principle, TD cautiously increased on-street parking spaces in Kowloon in the past three years, with 152 spaces already put in place (comprising 19 for private cars, 101 for motorcycles, 28 for coaches and 4 for goods vehicles). For off-street parking spaces in Kowloon, about 1 500 had been planned, of which 1 109 were commissioned, comprising 992 for private cars, 63 for motorcycles, 25 for coaches and 29 for goods vehicles.

⁵ For instance, according to the 2018 data from the Census and Statistics Department, the population density of Kowloon is 48 250 persons per square kilometre, which was much higher than that of Hong Kong Island (15 670 persons per square kilometre) and the New Territories (4 110 persons per square kilometre).

7. **with reference to paragraph 4.11 of the Audit Report, why were different parking fees charged in close meter locations and provide a copy of the guidelines on the setting of on-street metered parking fees;**

Reply

7. TD finds it appropriate to consider the charge on a case-by-case basis, having regard to prevailing traffic conditions, overall parking space supply and demand, as well as acceptance of users.

Metered parking spaces have often been set up at different times and hence may have adopted different charge levels with due consideration of the then traffic conditions, overall supply and demand, and acceptance of users. If the overall utilisation of the cluster of metered parking spaces at same locality does not generally reach the threshold (85% occupancy) for adjustment, and the traffic flow has not been adversely affected by cars searching for parking spaces, no adjustment would normally be considered. That said, TD is reviewing the charging level of metered parking spaces at same locality with different parking fees with a view to unifying the rate as appropriate. The target is to complete the review by end 2019, and subject to the outcome of local consultation where it is deemed necessary, the adjustments will be implemented in various locations as appropriate progressively.

In the case of Kowloon City as quoted in the Audit Report, the parking spaces at Inverness Road recorded a utilisation rate of 86.7% on weekdays in 2018, exceeding our target of 85% marginally. Hence, TD is reviewing the need for adjusting the charging level accordingly and will consult the local community in due course.

8. **according to paragraph 4.13 and 4.14 of the Audit Report, TD had set out in its internal guidelines that parking meters for private cars and van-type light goods vehicles should be of 30-minute duration in core commercial areas, and two-hour duration at the outskirts. However, the Audit examination revealed that parking meters with different types of “longest parking period” for each transaction were installed in the same street and that the term “core commercial areas” had not been defined in TD’s internal guidelines. What are the reasons for allocating parking meters with different types of “longest parking period” for each transaction in the same street and advise how the term “core commercial areas” had been/should be defined to facilitate the compliance with the internal guidelines by TD staff;**

Reply

8. The intention of providing metered parking spaces with a parking duration of at most 30 minutes per payment in core commercial areas in preference to other longer parking duration is to encourage turnover of parked vehicles. In this context, core commercial areas generally refer to places where short duration business activities frequently take place (e.g. short visits to banks and quick stop-over etc.).

Notwithstanding the above, in view that mixed land use has become very commonly found in Hong Kong, the need to adopt different “longest parking period” for on-street parking spaces in close proximity arises. The aim is to balance the competing needs and yet to provide convenience to the motorists.

Apart from commercial areas, other areas of different development setting are facing competing parking demand which requires different parking durations, e.g. visiting a park and purchasing in a convenience shop next to the park. TD will allocate the parking meters with different “longest parking period” to suit different needs. This can be demonstrated in the case of Wood Road as quoted in the Audit Report. The 2 parking spaces with the longest parking period of 2 hours are to cater for users of the nearby Wan Chai Park whereas the 4 parking spaces with the longest parking period of 30 minutes are to cater for other users, such as shoppers, taxi drivers, etc. who only stop over for a short period.

9. **according to paragraph 4.15(a) and Photograph 4 of the Audit Report, Audit visit discovered that the metered parking spaces at Kam Shan Country Park Car Park were set with different operating period. Please explain/advise:**
- a. **Why different meter operating periods were applied to the parking spaces for the same vehicle type in some parking places; and**
 - b. **Whether there are any guidelines on setting operating periods for on-street metered parking spaces; if yes, please provide a copy of such guidelines; if not, how the operating period of a metered parking space is determined;**

Reply

- 9.
- (a) While there are ten different types of operating periods for on-street metered parking spaces as depicted in Appendix G of the Audit Report, the majority of them adopt the charge period covering at least 8:00am to 8:00pm on weekdays (99.7%) and 10:00am to 10:00pm on general holidays (96.3%). The intention is to encourage turnover during the high time motorists use their cars for commuting, business or leisure activities. In some situations, on-street parking spaces located in close vicinity require adoption of different operating periods to address different parking needs. Taking the parking site located beside Kam Shan Country Park quoted in the Audit Report as an example, while it is necessary to charge motorists for on-street parking to encourage turnover of the parking spaces, TD has to provide a portion of the spaces free of charge during general holidays so as to facilitate motorists to engage with long hour countryside activities (e.g. hiking or cruising), as it would not be possible for them to return every two hours to pay the parking fee.
 - (b) While part (a) above provides the current practice in considering the operating period of on-street parking spaces, it has to be determined on a case-by-case basis having regard to the general activities taking place in the district concerned, parking needs of the motorists, and prevailing

traffic conditions. In this regard, TD provides broad guiding principles instead of rigid detailed guidelines. In the Transport Planning and Design Manual, Clause 4.3.2⁶ and 4.4.9⁷ of Chapter 4 are relevant to the determination of operating period in that metered parking spaces are primarily for short term parking involving a high turnover, and the operating period of the meters shall normally end at 2400 hour. However, such operating period shall be adjusted to meet the need and traffic condition of the district concerned. Depending on locations, the demand for short-term parking and high turnover may diminish at different time at night. In such cases, the operating hours would therefore be set to end at 2000, 2200 or 2400 hour depending on locations.

- 10. with reference to paragraph 4.15(b) of the Audit Report about the utilisation of on-street metered parking spaces beyond the pre-set operating periods, TD has agreed to, according to paragraphs 4.19(a)(iii) and 4.20(c), conduct regular survey and consider extending the meter operating periods for parking spaces with high utilisation. Please advise the progress in this regard;**

Reply

10. TD has conducted desktop study on the operating period of parking meters, and has preliminarily identified about 220 metered parking spaces the operating period of which might need to be reviewed for extension. For these parking spaces, TD will conduct on-site surveys at suitable time to collect the latest utilisation rate and aims to complete the review by end 2019 / early 2020. Once the review is completed, TD will consult the local community and relevant District Councils on the extension.
- 11. according to paragraph 4.17 of the Audit Report, Audit analysis of the quarterly reports on low-utilised parking meters for the period from 2016 to 2018 revealed that 212 parking meters covering 399 parking spaces with persistent low utilisation were not redeployed. Please advise whether TD has looked into the reason(s) behind; if yes, the details; if not, why not;**

Reply

11. Since 2018, 33 parking meters were released for possible relocation to other locations. TD has to proceed with the relocation cautiously because, once the associated parking spaces become non-metered, it may give rise to traffic management problems such as illegal prolonged parking.

⁶ Clause 4.3.2 states “Metered parking spaces should be primarily for short term parking involving a high turnover, so that the facility would be available for use by many motorists. Meters permitting half, one or two hour parking should be used.”

⁷ Clause 4.4.9 states “To encourage the use of on-street parking spaces in industrial areas for the overnight parking of goods vehicles, the period of meter operation should be shortened to 2000 hour instead of the normal 2400 hour termination.”

12. **According to paragraphs 4.19(a)(ii) and 4.20(b) of the Audit Report, TD would review and adjust as appropriate the “longest parking period” for each transaction of existing two-hour parking meters in core commercial areas. Please advise the latest position;**

Reply

12. TD is now reviewing the “longest parking period” for each transaction of existing parking meters, with a view to completing the review by end 2019. Preliminarily, it is considered that the “longest parking period” of about 290 metered parking spaces over the territory should be reduced to 30 minutes. TD will consult the local community and relevant District Councils on the reduction in early 2020.
13. **according to paragraphs 4.20(a) and (d) of the Audit Report, TD will review the parking fees for meters charging the low rate and formulate parking fee adjustment mechanism upon the commissioning of the new generation of parking meter system, which is expected to be completed by early 2022. Please advise the interim measures taken/to be taken by TD to achieve its policy intent of short-term on-street parking;**

Reply

13. TD is now reviewing the parking fees for meters charging the low rate of \$2 per 30 minutes, with a view to completing the review by end 2019. Preliminarily, it is considered that the charging rate of about 1 600 metered parking spaces should be increased to \$2 per 15 minutes. TD will consult the local community and the relevant District Councils on the increase in early 2020.

Management of on-street non-metered parking spaces

14. **according to paragraph 4.24 of the Audit Report, the charging proposal for on-street motorcycle parking spaces could not be pursued after TD’s reviews conducted in 1999, 2006 and 2012 due to technical, operational and enforcement problems. Please elaborate the difficulties in implementing such proposals;**

Reply

14. The enforcement, technical and operational problems revealed in past reviews are summarised below -

Enforcement aspects

In order to charge on-street motorcycle (“MC”) parking through metering, a pre-requisite is to correctly identify a MC for which the required fee has been paid, with a metered parking space. Because of the small size and weight of an MC, it is possible that after a motorcyclist has parked his/her vehicle at a designated parking space and paid the parking fee, a newcomer might move the original MC aside and then share the parking space. The newcomer may

even move the original MC away from the designated parking space, and then occupy the entire vacated space. In such circumstances, it is difficult to determine who has paid or should pay. A motorcyclist may claim that he/she had paid the parking fee but is not so regarded, because his/her MC has been moved away from the metered parking space. There may be enforcement difficulty if these problems are not overcome.

Technical and operational aspects

In an attempt to overcome the above problems, TD, in collaboration with the Police, has looked into the feasibility of providing some installation to enable a motorcyclist to secure his/her MC to a designated parking space. The device can also serve as a security measure to prevent theft. Three trials on such devices were conducted in 2000, 2008 and 2010/11 respectively, during which securing / security devices were installed at four locations, including Ashley Road, Wyndham Street, Sunning Road and Connaught Road West. Records were taken on the usage of these devices during the trials.

The devices basically comprised some special railings installed at the edge of the footpath adjacent to the parking spaces on the carriageway. The railings allowed chaining the parked MCs to prevent them from being moved sideways or away from the designated parking spaces where they had been parked. However, the usage rates in the three trials were all below 5%. This indicated reluctance of the motorcyclists to chain their MCs to the railings to enhance security. It was therefore concluded that the trials were not successful in that the railings would unlikely be widely used by motorcyclists as a security device to prevent theft. Instead of managing the utilisation of on-street MC parking spaces through metering (i.e. charging), TD will continue to adopt measures to increase the supply of MC parking spaces. For details, please refer to response to Item 15(c) below.

- 15. according to paragraph 4.25 of the Audit Report, a survey conducted by TD in 2017 on on-street motorcycle parking spaces revealed that the utilisation rate of these parking spaces was over 85% in 446 (76%) parking spaces surveyed and 618 motorcycles considered not roadworthy were found in 278 (47%) parking place surveyed. According to paragraph 4.26 of the Audit Report, Audit surveyed 100 parking places from November 2018 to January 2019 and discovered that motorcycles considered not roadworthy were still found in 28 parking places. Audit considered that the abandoned vehicle problem might be attributable to enforcement difficulties. Please advise:**
- a. The procedures for handling prolonged parking at non-metered parking spaces by TD and the difficulties encountered;**
 - b. Whether TD had taken measures to remove the aforesaid 618 motorcycles; if yes, the actions taken and the number of motorcycles involved; if not, why not; and**
 - c. Whether TD still considers that there is no imminent need to regulate on-street motorcycle parking by metering despite the high utilisation situation of on-street motorcycle parking spaces and the issues of abandoned motorcycles and illegal parking indicated by**

the 2017 survey; if yes, the reason(s); if not, any planned actions on the regulation;

Reply

15.

- (a) In general, after identification of abandoned motorcycles at on-street parking spaces (either through surveys conducted by TD or through complaints received by TD or other departments), LandsD will be responsible for posting of notice under section 6(1) of the Land (Miscellaneous Provisions) Ordinance (Cap. 28) requiring the occupation of the land to cease before a specified date. Thereafter, the abandoned motorcycle will be removed by LandsD. As regards abandoned vehicles that cause serious obstruction and danger to other road users, the Police will remove such vehicles in accordance with the Road Traffic Ordinance (Cap. 374).
- (b) TD referred the 618 motorcycles mentioned to the concerned departments according to the procedures mentioned in (a) above. Recently, TD has taken stock of the current status of the 618 motorcycles concerned and noted that 545 of these motorcycles no longer stay in the same parking place. TD will continue to follow up with the concerned departments on the remaining cases and keep monitoring the situation.
- (c) The rationale of not metering motorcycle parking spaces is explained in the reply to item (14) above. To deal with the current shortage of motorcycle parking spaces, TD will continue to actively pursue the following measures to increase the supply of parking spaces -
 - (i) requiring developers to provide parking spaces at the higher end of the parking standards under HKPSG for new developments;
 - (ii) following the principle of “Single Site, Multiple Uses” to provide public car parking spaces (including motorcycle spaces) in suitable “Government, Institution or Community” facilities and public open space projects;
 - (iii) providing additional on-street motorcycle parking spaces in various districts, including the use of space underneath flyovers; and
 - (iv) requiring temporary car parks providing motorcycle parking spaces to clearly indicate at the entrance the availability of such parking spaces and the relevant parking fees, as a measure to promote motorcycle parking at temporary car parks.

Furthermore, TD will continue to work closely with relevant departments to step up efforts in handling cases of illegal occupation of parking spaces for motorcycles.

Part 5: Implementation of parking-related technology initiatives

16. **with reference to paragraph 5.6 of the Audit Report regarding the completeness of car park location information in the “HKeMobility” mobile application, please advise: -**
- (a) **whether TD has looked into the reason(s) for missing information of 525 car parks from the mobile applications: if yes,**
 - (b) **whether the owners/operators of those 525 car parks refused to provide the relevant information; and**
 - (c) **the reason(s) why the location of those 525 car parks could not be provided by the mobile application;**

Reply

16. To enhance user-friendliness, TD integrated three mobile applications to an all-in-one mobile application, HKeMobility, in July 2018. At that time, TD’s internal parking data system, covering the car park location information and supporting the automatic data migration and regular updating in “HKeMobility”, was under enhancement, resulting in the information of some car parks temporarily unavailable to the public. Upon completion of the system enhancement work in end 2018, the full set of car park data, including car park location information, was uploaded to the “HKeMobility” for dissemination to the public since February 2019. Thereafter, in order to ensure continuous update of such information, car park information data stored in TD’s internal data system will be uploaded to HKeMobility at regular intervals automatically.
17. **according to paragraph 5.8 of the Audit Report, TD had approached three departments (i.e. the Government Property Agency (“GPA”), the Housing Department (“HD”) and the Leisure and Cultural Services Department (“LCSD”)) in 2015 and 2016 to solicit their support in providing parking vacancy information. However, the outcome was not satisfactory because not all the agreements with the car park operators contained a clause requiring the provision of parking vacancy information to TD. In this regard, please advise whether TD had requested the relevant departments to include such clause in their new agreements with car park operators; if yes, please explain why there had been no improvement in the provision of parking vacancy information by the “HKeMobility” mobile application as at 31 December 2018; if not, why not;**

Reply

17. In mid-2016, TD met with the three departments, including HD, LCSD and GPA, to explain the procedures for updating the parking vacancy information and encouraged the departments to include relevant clauses in their new agreements with car park operators specifying the provision of parking vacancy information.

With these departments’ efforts and contributions, the parking vacancy information of the first batch of 11 car parks (comprising 8 under HD, 2 under

LCSD and 1 under GPA) has been disseminated through TD's mobile application since end 2016/early 2017.

TD conducted follow-up meetings with these departments again in early 2019, and shared a new standard clause of parking information for short-term tenancy car park. In response, these departments re-affirmed their support to the Government's open data policy and agreed to incorporate new requirements during renewal of their car park management contracts to achieve the parking information dissemination in HKeMobility. At as early September 2019, GPA has already taken steps to include new clauses into their two renewed carpark contracts.

- 18. with reference to paragraph 5.9 of the Audit Report regarding the sample check conducted by Audit on the provision of supplementary information of 30 car parks (including the 11 government multi-storey car parks) by the "HKeMobility" mobile application, please advise whether TD had looked into the reason(s) for the unavailability or incompleteness of supplementary information of those 30 car parks discovered by Audit; if yes, please provide the details; if not, why not and is there any plan put in place/to be put in place by TD to improve the situation;**

Reply

18. To further enhance the data content of government public car parks, TD sought inputs from the departments (i.e. HD, LCSD and GPA) and standardised the information to be disseminated in early 2019. The supplementary information such as payment information, electric vehicle ("EV") charging services information and opening hours has been progressively released to the public since May 2019.

For non-government car parks, operators could, at their discretion, reveal other supplementary car park information on the car park information page, including hyperlinks to car park operators' specific websites. As some information (such as parking fee and privileges) is subject to change frequently to suit operators' own business needs, it is more preferable for operators to disseminate such information to the public via the web address of the carpark, rather than direct display in HKeMobility. Having said that, TD will keep encouraging the operators to provide the supplementary information on a voluntary basis.

- 19. according to paragraph 5.14(e) of the Audit Report, TD was arranging opening "on-street non-metered parking spaces" dataset suitable for dissemination to the public via the Public Sector Information Portal tentatively by mid-2019. Please advise the progress;**

Reply

19. The "on-street non-metered parking spaces" data has been opened up and made available at the Government Public Sector Information portal

(data.gov.hk) under On-Street Parking dataset of Road Network (2nd Generation) since 2 July 2019.

- 20. with reference to paragraph 5.16(b) of the Audit Report regarding the 66 complaints received by TD from EV owners/drivers from March 2017 to October 2018 on the occupation of parking spaces equipped with EV chargers in the government multi-storey car parks by non-EVs, please advise whether follow-up actions had been taken by TD in respect of the complaints; if yes, please provide the details; if not, why not;**

Reply

20. While parking spaces in TD's car parks equipped with EV chargers are not reserved for exclusive use by EVs in view of high parking demand, priority for parking by EVs will be arranged by the contractors for management, operation and maintenance of TD's car parks during non-peak periods.

Upon receiving the complaints, the contractors have been reminded to continue the above arrangements to put traffic cones on parking spaces equipped with EV chargers during non-peak periods to enable EVs to use the concerned parking spaces.

- 21. according to the reply dated 13 June 2019 from the Director of Environmental Protection and the reply dated 25 July 2019 from the Secretary for Transport and Housing, the installation of parking bay display and guidance system at TD's car parks has been taken forward. Please advise the expected completion date of the project;**

Reply

21. According to the latest schedule, the works agent of the project, i.e. the Electrical and Mechanical Services Department, will complete the tender for the Bay Guidance System by early 2020 and commence the installation works at TD's car parks in mid-2020 with a view to fully completing the project by early 2021.

- 22. according to the reply dated 25 July 2019 from the Secretary for Transport and Housing, the expenditure incurred for the maintenance and enhancement of the "HKeMobility" mobile application since its launch in July 2018 amounted to \$1.84 million. Please advise the details of the maintenance and enhancement works, whether TD considers the amount justifiable from the value-for-money perspective given that the application has only operated for one year and its development cost was just \$600,000.**

***Note by Clerk, PAC:** *See Appendix 22 of this Report for the reply from Director of Environmental Protection dated 13 June 2019 and Appendix 7 of this Report for the reply from Secretary for Transport and Housing dated 25 July 2019.*

Reply

22. As an initiative under the Hong Kong Smart City Blueprint promulgated in December 2017, TD integrated three pre-existing applications (i.e. HKeTransport, HKeRouting and eTraffic News) into an all-in-one mobile application. The all-in-one mobile application “HKeMobility” was launched in July 2018 with development costs of \$600,000.

Since the launch in July 2018, HKeMobility has been gaining popularity, with more than 2 million downloads and an average daily hit rate approaching 30 000, as at September 2019.

Since July 2018, there have been 11 occasions of major upgrading of HKeMobility to cater for additional features and functions, including extending walking network to Mong Kok and Yau Mai Tei, residents’ service information, cycling information, bus services information, information on Hong Kong-Zhuhai-Macao Bridge Hong Kong Boundary Crossing, provision of road works information, estimated time of arrival for MTR Tseung Kwan O Line/Tung Chung Line/West Rail Line/Airport Express, services status of MTR service, etc. Among all additional features, the extension of walking network costs about \$1.1 million to collect and verify the walking route data. Therefore, the development cost of \$600,000 should not be directly compared with the subsequent enhancement and maintenance costs.



ARCHITECTURAL SERVICES DEPARTMENT 建築署

QUEENSWAY GOVERNMENT OFFICES, 66 QUEENSWAY, HONG KONG. 香港金鐘道六十六號金鐘道政府合署

來函檔號 Your Ref. : CB4/PAC/R72
 本函檔號 Our Ref. : () in ASD. PB RC -063-00076-000
 電話號碼 Tel. No. : 2773 2233
 傳真號碼 Fax No. : 2765 8153

By fax 2543 9197 and e-mail
 (ahychu@legco.gov.hk, kmho@legco.gov.hk & pkwlai@legco.gov.hk)

19 June 2019

Mr Anthony CHU
 Clerk to the Public Accounts Committee
 Legislative Council
 Legislative Council Complex
 1 Legislative Council Road
 Central, Hong Kong

Dear Mr CHU,

Public Accounts Committee
Consideration of Chapter 1 of the Director of Audit's Report No. 72
Planning, provision and management of public parking space

Thank you for your letter dated 4 June 2019 requesting response / information to facilitate the Public Accounts Committee's consideration of the above Chapter. Please find our reply in the Appendix.

Yours sincerely,



(K. P. LEUNG)

for Director of Architectural Services

Encl. as stated

c.c. Commissioner of Transport (fax no. 2802 2361)
 Secretary for Financial Services and the Treasury (fax no. 2147 5239)
 Director of Audit (fax no. 2583 9063)

Responding to the Public Accounts Committee to the Director of Architectural Services
Director of Audit's Report No. 72 - Chapter 1
Planning, provision and management of public parking spaces
Four follow-up questions

(I) General arrangements for repair and maintenance works in government buildings

Architectural Services Department (ArchSD) is responsible for the repair and maintenance of about 8,000 government buildings and facilities. In discharging these responsibilities, safety is our prime concern. ArchSD will deliver timely and appropriate repair and maintenance works on government buildings to safeguard the safety of building users and the public.

Besides arranging daily repairs as requested by management department, ArchSD will also conduct inspections and surveys regularly to appraise the condition of the buildings and, based on the findings, recommend appropriate preventive maintenance or refurbishment works to the management department for consideration. The scope and programme for preventive maintenance works or refurbishment works are more flexible than those for daily repair works, when considering the ways to implement the works, ArchSD will assess professionally with regards to the building conditions and site constraints, discuss with the management department about their operational needs and, with effective use of resources, prioritise the projects and implement them in the most safe and cost-effectiveness manner.

Closure of the venue by the management department is not required during the period of pre-work discussion. When the project funding has been approved and the works is awarded to the contractor, ArchSD will finalize the work arrangements and works programme in collaboration with the management department, and arrange the contractor to take over the premises from the management department for execution of the works. Upon completion of the project, ArchSD will arrange to return the premises which is ready for occupation, from the contractor to the management department, with both departments signing on a Hand-over Certificate as confirmation. Thereafter, minor defects, if any, will be rectified.

(II) Overview of the works at Kwai Fong Car Park

The Kwai Fong Car Park (“Car Park”) was built in 1983, i.e., 36 years ago. Over the years, ArchSD from time to time received building repair requests from Transport Department (TD). As the age of the buildings is relatively high, apart from daily repairs, ArchSD will appraise the condition of the building regularly through inspections and surveys and, based on the findings, recommend appropriate preventive maintenance or refurbishment works to TD. However, the arrangement of such preventive maintenance or refurbishment will

generally be more flexible than daily repair works. ArchSD will discuss with TD on the arrangement of works to suit the operational needs of the Car Park.

As such, preventive maintenance or refurbishment work would generally be arranged to be carried out together with other maintenance works of the Car Park, or put on hold later for carrying out together with other forthcoming maintenance works in order to minimize the impacts on the operation of the Car Park and the nuisance to neighboring residents.

(III) Responding to four questions from the Public Accounts Committee

(a) Question:

Please advise / provide a chronology of actions taken by TD and ArchSD in respect of the rooftop carparking spaces in the Kwai Fong Car Park from completion of its security installation works in October 2013 to the conduct of the aforesaid site meeting on 8 July 2014 (including the dates of meetings held during the period and matters covered).

Response:

The security improvement works completed in October 2013 were not arranged or undertaken by ArchSD. From October 2013 to 8 July 2014, ArchSD had not received any report of defects, request for repairs or work request from TD relating to the rooftop car parking spaces in the Kwai Fong Car Park. On 31 October 2013 and on TD's invitation, ArchSD's consultant briefed and shared views with TD on the proposed scope of the Kwai Fong Car Park Refurbishment Project. The Refurbishment Project included barrier-free-access works and re-roofing works proposed by the consultant according to his view at that time that the roof had leaked seriously and had caused concrete spalling.

(b) Question:

Please advise / provide the conclusions reached at the aforesaid site meeting, whether it was concluded that the re-roofing works were needed; if yes, why the works were not carried out subsequently; if not, reason(s) for that.

Response:

The meeting held on 8 July 2014 was a preliminary preparatory meeting for barrier-free-access works and re-roofing works for the Car Park. Since it was only a

preliminary preparatory meeting, the programme of site works had not been established yet and detailed arrangement was yet to be discussed. Also, ArchSD did not propose to TD when the carpark would need to be closed for the works or the detailed arrangement of site handover.

In view that Kwai Fong Car Park had not been re-roofed after the building was built and, according to ArchSD records, TD had reported water seepage in some locations on 7th floor and the consultant had also recommended re-roofing, ArchSD agreed to include the re-roofing work in the project scope as a preventive maintenance work, but detailed arrangement had yet to be discussed prior to implementation.

Upon finalization on the details and scope of work, approval of funding and employment of the contractor, ArchSD proposed the programme of site works to TD at the meeting on 18 March 2015 at which it was agreed that the roof would be taken over by the contractor for work commencement on 8 April 2015.

Due to the age of the building and the fact that the building was not built by ArchSD, the details of the existing roof construction had to be verified in situ before commencing the re-roofing works. The verification revealed that the original design and construction of the waterproofing layer was atypical in building construction and was extremely rare. The waterproofing layer was sandwiched between two reinforced concrete slabs of about 300mm thick in total. This construction had increased the difficulties and complications in the re-roofing works. Considering that the 300mm thick concrete slab had already possessed basic waterproofing function, the removal of the reinforced concrete slab on top of the existing waterproofing layer before replacing it might affect the overall structural stability, and such work arrangement would also create more noise nuisance to neighboring residents and with a prolonged construction programme, the re-roofing works were omitted from the original plan. After careful consideration, ArchSD decided to adopt another maintenance method which was relatively more economical and pragmatic for such situation (localised epoxy injection).

(c) *Question:*

Please advise / provide a chronology of actions taken by ArchSD since it informed TD that the technical constraints of re-roofing works had been overcome in November 2015 up to the completion of the basic repair works on the roof in October 2018.

Response:

Since ArchSD informed TD that the technical constraints of re-roofing works had been overcome in November 2015 up to the completion of the basic repair works on the roof in October 2018, the chronology of actions taken by ArchSD is as follows:

- i) After completing the works in the Car Park and handing over the 7th floor and the rooftop, which were ready for occupation, to TD on 9 November 2015, both Departments signed the Hand-over Certificate as confirmation.
- ii) On 19 November 2015, ArchSD advised TD that the technical constraints for re-roofing works had been overcome and ArchSD had re-designed a new re-roofing system. However, the re-roofing works would only be initiated if the situation warrants.
- iii) In early 2016, minor water seepage was reported on the 7th floor ceiling involving 7 parking spaces. Based on the previous survey findings and professional assessment, these 7 parking spaces were cordoned off for carrying out localised epoxy injection. The work was completed in 27 January 2016 and the areas were handed back to TD on 28 January 2016. Both Departments signed the Hand-over Certificate as confirmation. Thereafter, several minor repair works were carried out (Please refer to Annex I).
- iv) By the end of 2017, TD had a new plan for rooftop usage and invited ArchSD to a site visit to review the situation.
- v) From May to October 2018, ArchSD carried out minor repair works to the rooftop including patch repair of floor surface, repainting of parapet walls and line markings, which would not jeopardise the opening the roof for car parking.

The maintenance works carried out between November 2015 and October 2018 did not affect the opening of the rooftop for car parking. Upon completion of the relevant maintenance works, the situation of water seepage from the roof had improved. Therefore, ArchSD will consider the actual conditions of the building and the practical needs, and timely consider the available feasible and cost-effective maintenance methods (such as localised epoxy injection), but would not rule out complete re-roofing in the future if the situation warrants.

(d) *Question:*

Please advise / provide details of the repair and re-roofing works for the Kai Fong Car Park from 2014 to 2018, including expenditures and scopes of works.

Response:

Details and expenditure of general maintenance and roof water seepage repair works to 7th floor and rooftop of the Car Park arranged by ArchSD from 2014 to 2018 are as follows:

Maintenance works for roof water seepage (including localised epoxy injection)	\$ 179,156
Maintenance works other than for roof water seepage	\$ 1,398,040

Please refer to Annex 1 for details.

Annex I

Details of general maintenance works and roof water seepage maintenance works on the 7th floor and rooftop of Kwai Fong Car Park arranged by ArchSD from 2014 to 2018 [A : roof water seepage maintenance works (including localised epoxy injection); B : General maintenance works]

Date	Type	Scope of works	Anticipated Expenditure
2015/03/23	B	Barrier Free Access Works (Whole Block)	\$638,075
2015/09/01	A	In situ verification of existing roof waterproofing construction	\$59,786
2015/10/22	A	Concrete repairs to 7/F Ceiling including localised epoxy injection	\$18,320
	B	Re-painting to 7/F ceiling	\$331,965
2016/01/20	A*	Concrete repairs to ramp on 6/F and 7/F ceiling (near carpark nos. 711, 716 and 757)	\$2,200
2016/11/25	A*	Concrete repairs to 7/F ceiling including localised epoxy injection (near carpark nos. 708 , 733 and 749)	\$4,000
2017/05/08	A*	Concrete repairs to 7/F ceiling (near carpark No.718)	\$250
2017/7/26	A*	Concrete repair to 7/F ceiling including localised epoxy injection (near carpark nos. 707, 722, 749)	\$13,500
2018/01/17	A*	Repairs to water seepage on 7/F (near carpark nos. 716, 729, 736, 748, 758 and 763)	\$15,600
2018/05/16	B*	Minor patch repair of floor surface, repainting of parapet walls and line markings on rooftop	\$428,000

2018/06/07	A*	Concrete repairs to 7/F ceiling including localised epoxy injection (near 736, 749, 757 and 769)	\$12,600
2018/06/08	A*	Concrete repairs to 7/F ceiling including localised epoxy injection (near 706, 711 and 725)	\$15,100
2018/06/21	A*	Concrete repairs to 7/F ceiling including localised epoxy injection (near 701, 707, 733, 766, and 772)	\$37,800
		Total	\$ 1,577,196

Remarks : * repair requests received from Management Department

A : Roof water seepage repair works (including localised epoxy injection)	\$ 179,156
B : General maintenance works	\$ 1,398,040



ARCHITECTURAL SERVICES DEPARTMENT 建築署

QUEENSWAY GOVERNMENT OFFICES, 66 QUEENSWAY, HONG KONG. 香港金鐘道六十六號金鐘道政府合署

來函檔號 Your Ref. : CB4/PAC/R72
 本函檔號 Our Ref. : () in ASD. PB RC -063-00076-000
 電話號碼 Tel. No. : 2773 2233
 傳真號碼 Fax No. : 2765 8153

By fax 2543 9197 and e-mail
 (ahychu@legco.gov.hk, kmho@legco.gov.hk & pkwlai@legco.gov.hk)

17 September 2019


Mr Anthony CHU
 Clerk to the Public Accounts Committee
 Legislative Council
 Legislative Council Complex
 1 Legislative Council Road
 Central, Hong Kong

Dear Mr CHU,

Public Accounts Committee
Consideration of Chapter 1 of the Director of Audit's Report No. 72
Planning, provision and management of public parking space

Thank you for your letter dated 4 September 2019 requesting further information to facilitate the Public Accounts Committee's consideration of the above Chapter. Please find our reply in the Appendix.

Yours sincerely,



(K. P. LEUNG)

for Director of Architectural Services

Encl. as stated

c.c. Commissioner of Transport (fax no. 2802 2361)
 Secretary for Financial Services and the Treasury (fax no. 2147 5239)
 Director of Audit (fax no. 2583 9063)

Responding to the Public Accounts Committee to the Director of Architectural Services
Director of Audit's Report No. 72 - Chapter 1
Planning, provision and management of public parking spaces
Further Information

Further information on matters set out in Part(II) of The Appendix

Question:

The Director of Architectural Services indicated in her reply dated 19 June 2019 that the department would not rule out conducting complete re-roofing works for the Kwai Fong Carpark in future if the situation warranted. Please advise the circumstances under which the Architectural Services Department would initiate the complete re-roofing works given that the repair and maintenance works carried out to the Kwai Fong Car Park from 2015 to 2018 failed to resolve its water seepage problem effectively. Please also provide the estimated cost to be incurred by such complete re-roofing works.

Response:

The repair and maintenance works by way of localised epoxy injection carried out to the Kwai Fong Car Park from 2015 to 2018 is generally effective in addressing the water seepage problem. As pointed out before, upon completion of the relevant maintenance works, the situation of water seepage from the roof had improved. This repair method is much more economical and will cause less disturbance than complete re-roofing.

ArchSD would consider complete re-roofing works if the water seepage problem has become so extensive that it cannot be effectively and economically addressed by localised epoxy injection. The estimated cost of complete re-roofing is about \$ 3.5M.

***Note by Clerk, PAC:** *See Appendix 14 of this Report for the reply from Director of Architectural Services dated 19 June 2019.*

香港警察總部
香港軍器廠街
警政大樓



HONG KONG POLICE
HEADQUARTERS
ARSENAL HOUSE
ARSENAL STREET
HONG KONG

本署檔號 OUR REF : (49) in CP FIN IA 4-35/10/2/47
來函檔號 YOUR REF : CB4/PAC/R72
電話號碼 TEL NO : 2860 2445
圖文傳真 FAX NO : 2200 4343

11 June 2019
(By fax 2543 9197)

Mr. Anthony CHU
Clerk
Public Accounts Committee
Legislative Council
Legislative Council Complex
1 Legislative Council Road
Central, Hong Kong

Dear Mr. Chu,

Public Accounts Committee
Consideration of Chapter 1 of the Director of Audit's Report No. 72
Planning, provision and management of public parking spaces

I refer to your letter of 4 June 2019.

I enclose herewith our written response to the questions raised by the Public Accounts Committee.

Yours sincerely,

(Ms. Melody WONG)
for Commissioner of Police

c.c. Secretary for Financial Services and the Treasury
Director of Audit

Fax: 2147 5239
Fax: 2583 9063

Public Accounts Committee
Consideration of Chapter 1 of the Director of Audit's Report No. 72
Planning, provision and management of public parking spaces

Response from the Hong Kong Police Force (HKPF)

The capacity of the Police Vehicle Detention Centre

The total vehicle capacity of the three Police Vehicle Detention Centres (namely Siu Ho Wan Vehicle Detention Pound; Kowloon Bay Vehicle Detention and Examination Centre; and Quarry Bay Vehicle Detention and Examination Centre) is 278. The total number of vehicles detained on the day that the abandoned vehicle in Case 4 was accepted (i.e. 17 January 2019) was 387, i.e. exceeding capacity by 39.2%. Our records since 2017 show that the total number of vehicles detained in Police Vehicle Detention Centres has normally exceeded capacity by an average of 30%.

Whether pound capacity is a factor of consideration

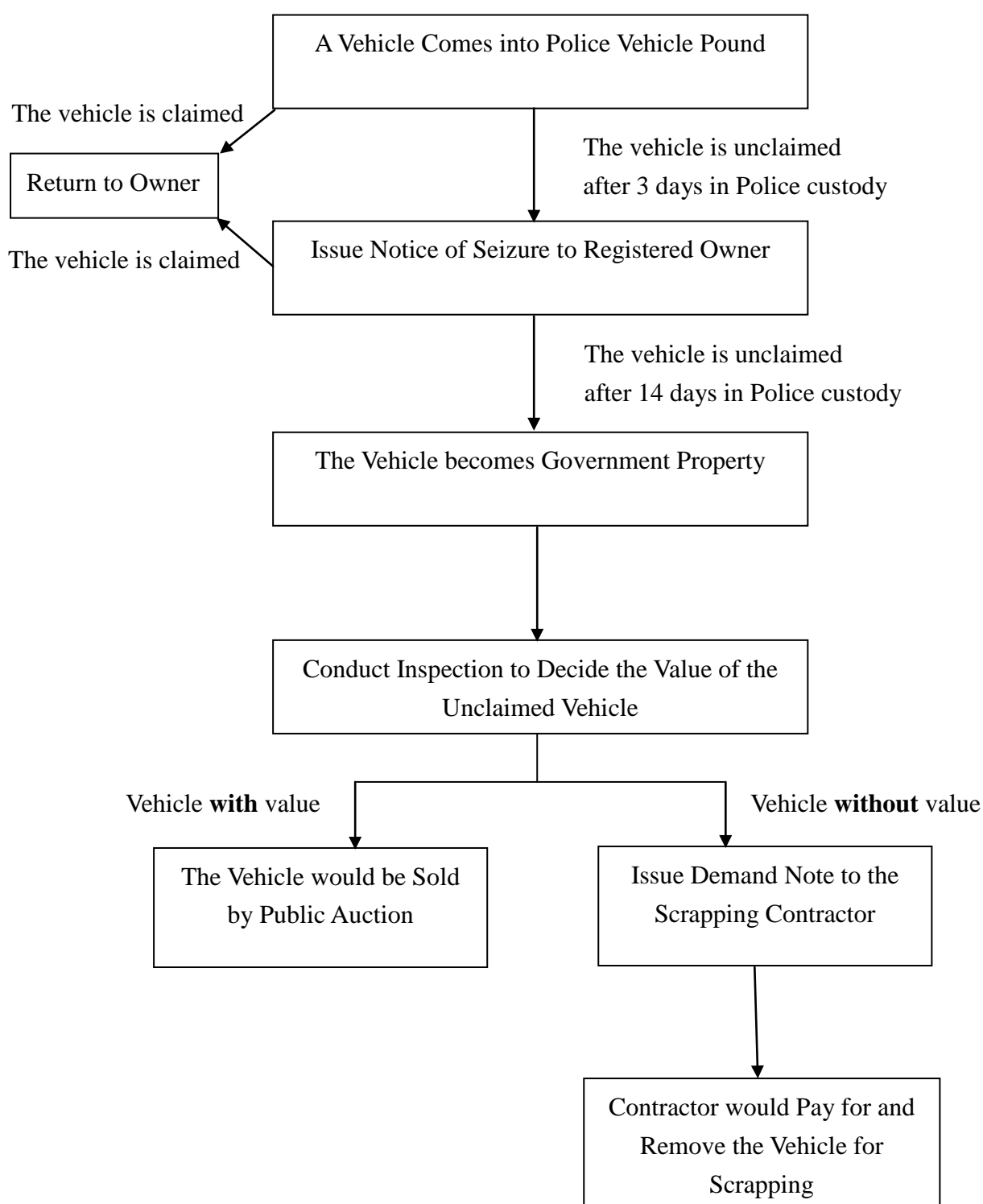
In considering whether to accept an abandoned vehicle referred by a government car park for detention and disposal, the Hong Kong Police Force (HKPF) would first need to confirm that all requirements stipulated in section 11 and section 12 of the Road Traffic (Parking on Private Roads) Regulations, Cap. 374O have been satisfied, including:

- Whether the abandoned vehicle was claimed within 3 days after its detention;
- Whether a notice was served by post on the registered owner by the private road owner or the authorized officer;
- Whether the vehicle was removed in accordance with the notice within 7 days after the service of the notice; and
- Whether the notice was published, or caused to be published, not later than 14 days after service, in an English language newspaper and a Chinese language newspaper published daily and circulating generally in Hong Kong.

Apart from the primary consideration of whether the above legal requirements have been satisfied, Police would also take into account our operational priorities, manpower resources and the capacity of the Police Vehicle Detention Centres. However, in Case 4, the availability of space in the Police Vehicle Detention Centres was not a consideration.

The disposal procedures of HKPF regarding abandoned vehicles

A vehicle detained at a Detention Centre that is unclaimed after seizure will become the property of the Government. Its value will be assessed, and it will then either be sent for auction or scrapped depending on its value. The procedures are summarized in the below flow chart for your reference:





Urgent by Fax (2543 9197)

本署檔號 Our Ref. : TD SS/152/02-1

來函檔號 Your Ref. : CB4/PAC/R72

電話號碼 Tel. No. : 3842 5942

圖文傳真 Fax : 2186 7519

14 October 2019

Mr Anthony Chu
Clerk to Public Accounts Committee
Legislative Council Complex
1 Legislative Council Road
Central, Hong Kong

Dear Mr Chu,

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72

Planning, provision and management of public parking spaces

Further to our letter dated 9 October 2019 regarding this subject, I append below the supplementary information/clarification in response to your verbal enquiry on 10 October 2019:

- i) In respect of Q7 regarding the guidelines on setting of on-street metered parking fees, the TD provides broad guiding principles instead of rigid detailed guidelines. The Transport Planning and Design Manual (TPDM) Clause 1.4.2.5 of Chapter 1, Clause 3.3.3 and Clause 3.3.4(b) of Chapter 3 in Volume 7 have set out the objectives

***Note by Clerk, PAC:** *See Appendix 13 of this Report for the reply from Commissioner for Transport dated 9 October 2019.*

九龍油麻地海庭道十一號西九龍政府合署南座十樓
10th floor South Tower West Kowloon Government Offices 11 Hoi Ting Road Yau Ma Tei Kowloon
電話 Tel (852) 2804 2600 傳真 Fax (852) 2824 0433
網址 Web Site: <http://www.td.gov.hk>

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Our Values - We will • bring out the best in people • be fair, open and caring • take responsibility • be proactive • strive for excellence

of installing parking meters and imposing meter charges, which should be fixed in the expectation that, at any time, 15% of the parking spaces within a specific area would be vacant and copy of the above mentioned clauses are enclosed for reference.; and

- ii) In respect of Q9, I also enclose a copy of the TPDM Clauses 4.3.2 and 4.4.9 of Chapter 4 in Volume 7 quoted in our reply of 9 October 2019.

Yours sincerely,



(LAU Hon-wai, Simon)
for Commissioner for Transport

c.c. Transport and Housing Bureau [Attn: PAS(T)2]

Fax No. 3904 1774

九龍油麻地海庭道十一號西九龍政府合署南座十樓
10th floor South Tower West Kowloon Government Offices 11 Hoi Ting Road Yau Ma Tei Kowloon
電話 Tel (852) 2804 2600 傳真 Fax (852) 2824 0433
網址 Web Site: <http://www.td.gov.hk>

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1.4 A Parking Policy and Plan

1.4.1 A Parking Shortfall Problem

- 1.4.1.1 At the end of 1999 there were about 210,000 public parking spaces on-street and in public and privately owned off-street facilities. In addition, there were an estimated 394,000 private off-street parking spaces. They served a population of about 500,000 licensed vehicles.
- 1.4.1.2 In the Third Comprehensive Transport Study (CTS-3), it was estimated that by year 2011, the private vehicle fleet size (including private cars and motorcycles) and GV fleet size would increase to 560,000 and 167,000 respectively in the Medium Growth Scenario.
- 1.4.1.3 Though there is a growing trend to rely more on railways, local shortfall in parking spaces for some classes of vehicles, notably light goods vehicles and container vehicles, is expected to be an area requiring continuous attention.
- 1.4.1.4 For lessening parking shortfall and the resultant congestion, positive measures are needed to narrow the imbalance between parking demand and supply. Of equal importance is the need to correctly locate and properly control public parking facilities to ensure their utilization is optimized.
- 1.4.1.5 The growth in vehicle ownership will continue over the years to come though probably at a rate lower than in the previous years. Hence there will be a continuing demand for the provision of additional parking facilities. To contain the shortfall within a manageable scale, any imbalance between parking demand and supply should be kept under constant review. For this purpose a well-constituted parking plan needs to be prepared and regularly monitored.

1.4.2 The Present Practice

- 1.4.2.1 At present, the provision and control of parking on public roads falls within the jurisdiction of the Commissioner. Those on-street spaces are available for use by the public.
- 1.4.2.2 On-street parking is usually not provided within the core CBD area. Metered parking is provided in commercial, industrial and mixed development areas where traffic conditions and other kerbside activity permits.
- 1.4.2.3 Under the existing policy, convenient but short-term on-street parking facilities are provided only where local traffic conditions permit. For longer term parking, users are encouraged to make use of off-street parking facilities.
- 1.4.2.4 In high demand areas, parking meters should be provided to ration the demand and promote a turnover of vehicles. The present maximum 2-hour parking period at metered parking spaces is specified in Schedule 2 of the Road Traffic (Parking) Regulations. However, in remote areas where nearby off-street car parks are not provided, consideration may be given to revising the operation regime in the light of the local traffic circumstances. Such measures may include de-metering wholly / a proportion of the parking spaces, or revising the operating hours for meters depending on the utilization rate.

- 1.4.2.5 Meter charges are fixed in the expectation that, at any time, 15% of the parking spaces within a specific area would be vacant.

3.3 On-Street Parking Spaces

3.3.1 On-street parking spaces are those that are provided on a public road and are available for use by the general public. Parking spaces on private roads and restricted roads are not included, as their use is restricted to a particular group of people and not the general public.

3.3.2 For the purpose of a parking inventory those spaces on private and restricted roads are classified as private off-street spaces. In fact, the entire restricted area is considered as an off-street facility where parking control is the responsibility of the Housing Authority or, in the case of private roads, the owner.

3.3.3 On-street parking spaces may be fee paying or free. Fee paying spaces are currently controlled by the installation of electronic parking devices which are card-operated meters. They are classified for the specific use of GV, private buses or vehicles other than MGV/HGV, buses, MC and pedal cycles.

3.3.4 In the light of the recommendations made by the Audit Commission in its Report No. 33 and the changing parking circumstances over the years, it is considered necessary to make more efficient and effective use of on-street parking spaces through metering. The following guidelines should be followed:

- (a) To fulfil the eventual aim of extending metering to all parts of the urban areas and the New Towns where on-street parking (except motorcycle parking spaces) is permitted;
- (b) To consider installing meters for parking spaces in other areas which have a high (i.e. 85% or above) utilization rate*;
- (c) To carry out site inspections for non-metered parking spaces to ascertain the need for metering; and
- (d) To consider extending meter operations to General Holidays for those parking spaces which have a high utilization rate.

*Utilization rate = $\frac{\text{Parking spaces occupied}}{\text{Parking spaces surveyed}} \times 100\%$
Normal survey period 10:00 - 17:30

3.3.5 For utilization survey of metered parking spaces by TD's parking meter management contract, the utilization rate and survey period are as follows:

Utilization rate = $\frac{\text{Total parked hours}}{\text{Total of operative hours}} \times 100\%$

Normal survey period: operative hours of that parking meter

3.3.6 Parking spaces where no fee is charged are designated for the use of a particular type or class of vehicle. They are demarcated on the street for use by individual vehicles and are signed using Figure Nos. 1 to 4 in the First Schedule to the Road Traffic (Parking) Regulations, dependent on the type and class of vehicle permitted to park thereat. Hence, they could be accurately recorded in an inventory.

3.3.7 Where public service vehicles are permitted under Regulation 34 of the Road Traffic (Public Service Vehicles) Regulations to park at an on-street stand or stopping place, the number of parking spaces is estimated from the length of the demarcated stand. The estimate is based on a module length of 5m for a taxi, 7m for a public light bus and 13m for a bus.

4.3 Types of On-Street Parking Spaces

- 4.3.1 On-street parking spaces may be either fee paying (metered) or free (designated).
- 4.3.2 Metered parking spaces should be primarily for short term parking involving a high turnover, so that the facility would be available for use by many motorists. Meters permitting half, one or two hour parking should be used.
- 4.3.3 Half-hour meters should be used at private bus parking spaces provided in the proximity of hotels and places of tourist attraction. They are to be used by private buses when boarding/ alighting tour groups visiting a hotel or partaking in a guided tour. They are not meant for the parking of buses awaiting a hire, unless such spaces are located some distance from the core commercial area. In the latter circumstances one or two hour meters may be used instead, dependent on the nature of demand.
- 4.3.4 Metered GV parking spaces should be of one-hour or two-hour duration. One-hour metered spaces should be provided in areas where the demand for the collection/delivery of goods is high and off-street L/UL facilities are inadequate to meet demand. At popular GV hire locations two-hour meters should be used.
- 4.3.5 Metered parking spaces are also provided for the use of motor vehicles other than motor cycles, medium and heavy GV, and buses. They should be of half-hour duration in core commercial areas and two-hour duration at the outskirts.
- 4.3.6 Designated parking spaces should cover similar vehicle classifications but would have no fee-payment requirement. Designated spaces should include motor cycles, refuse collection vehicles and specific government vehicles. Besides, the provision of on-street non-metered overnight GV parking has become a general practice.
- 4.3.7 Parking of taxis and minibuses may be permitted at some on-street stands provided for the use of such vehicles for boarding and alighting passengers. Such facility is permitted only at those stands where traffic sign 325 or 326 has been erected in accordance with the Road Traffic (Public Service Vehicles) Regulation 34. Parking may be permitted only during periods when the stand is not required for boarding or alighting passengers.
- 4.3.8 In order that maximum benefit is gained by the improved mobility for the disabled, on-street parking facilities should be provided for their exclusive use where a need exists and where situation permits. The detailed guidance relating to space dimensions and other features for such provision as contained in TPDM Volume 6, Chapter 8 should be followed.
- 4.3.9 On-street parking for special users should be provided if there is adequate justification showing that the space is required for at least 2 hours every day of a working week, and there is no alternative parking arrangement available. Special users are usually post office vehicles, police vehicles, ambulances, driving test vehicles or similar specific government vehicles. Reference can be made to Tables 4.5.1 and Table 5.3.5.1 to determine the appropriate size of parking spaces required for the vehicles under consideration.

4.4

Demand Considerations

- 4.4.1 The entire parking demand in an area should preferably be provided at off-street facilities. However, on roads lower down the hierarchy the use of streets for parking should not be prohibited or restricted until traffic demands warrant such action.
- 4.4.2 In areas where off-street parking provision is inadequate to satisfy demand and traffic conditions permit, on-street parking should be permitted and regulated wherever, and for whatever duration, is equitable with other demands for the use of the kerbside lane.
- 4.4.3 As indicated in Chapter 6 of this Volume, all new residential developments should provide adequate off-street parking facilities in accordance with the probable level of car ownership for the area. That includes new residential developments in Zone 1. Hence, the future need for on-street parking provision in new residential areas, which includes redevelopment in older areas, should be minimal.
- 4.4.4 The older residential developments particularly in Zone 1 areas did not previously require the provision of off-street parking facilities. Hence, in such areas where few off-street private or public parking facilities are available, parking must of necessity take place on-street. In those areas, designated on-street parking spaces should be suitably located taking into consideration other demands for the use of the kerbside lane.
- 4.4.5 Also as stated in Chapter 6 of this Volume, new commercial developments and redevelopments should have adequate off-street parking provision to satisfy their operational needs. Hence, on-street parking provision should be minimal and should be located only where it would not obstruct traffic movement or boarding and alighting activity, particularly that of public transport passengers. In commercial areas and the CBD, the use of the kerbside lane for boarding and alighting should be allocated priority over parking.
- 4.4.6 Should on-street parking be provided in commercial areas, the spaces should be metered so as to make them available to as many motorists as possible. The installation of half hour meters is preferred in core commercial areas, particularly in the proximity of banks and similar institutions that attract trips of short duration. One-hour GV spaces should be selectively located to facilitate the delivery and collection of goods for servicing retail establishments.
- 4.4.7 Because meter feeding is permissible, two-hour metered spaces are likely to attract commuters, who should normally be discouraged from driving to work in areas well served by public transport. If at all necessary, two-hour meters should only be installed at the perimeter of commercial areas where long duration parking may be tolerated.
- 4.4.8 Parking and L/UL requirements in new industrial developments or redevelopments should be provided off-street. However, where the demand for L/UL activity is likely to exceed the off-street capacity, some L/UL provision may be made on secondary access roads. One-hour GV metered parking spaces should be provided for that purpose.
- 4.4.9 To encourage the use of on-street parking spaces in industrial areas for the overnight parking of GV, the period of meter operation should be shortened to 2000 hour instead of the normal 2400 hour termination.

Urgent by Fax (2543 9197)

本署檔號 Our Ref. : TD SS/152/02-1
來函檔號 Your Ref. : CB4/PAC/R72

電話號碼 Tel. No. : 3842 5942
圖文傳真 Fax : 2186 7519

14 November 2019

Mr Anthony Chu
Clerk to Public Accounts Committee
Legislative Council Complex
1 Legislative Council Road
Central, Hong Kong

Dear Mr Chu,

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72

Planning, provision and management of public parking spaces

I refer to your letter of 21 October 2019, seeking further information to facilitate the Public Account Committee's consideration of Chapter 1 of the Director of Audit's Report No. 72.

The requested information in English and Chinese is now enclosed for your reference, please.

Yours sincerely,



(LAU Hon-wai, Simon)
for Commissioner for Transport

c.c. Transport and Housing Bureau [Attn: PAS(T)2] Fax No. 3904 1774

九龍油麻地海庭道十一號西九龍政府合署南座十樓
10th floor South Tower West Kowloon Government Offices 11 Hoi Ting Road Yau Ma Tei Kowloon
電話 Tel (852) 2804 2600 傳真 Fax (852) 2824 0433
網址 Web Site: <http://www.td.gov.hk>

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Our Values - We will • bring out the best in people • be fair, open and caring • take responsibility • be proactive • strive for excellence

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72

Planning, Provision and Management of Public Parking Spaces

Enquiries from Clerk of the Public Accounts Committee dated 21 October 2019

The Administration was requested to provide the following information:

- (a) **According to paragraph 4.28(c) of the Audit Report, Audit considered that cases of non-metered parking spaces occupied by abandoned vehicles or other objects could be detected during the regular surveys to assess the need to install meters so that timely referral could be made to the relevant government departments for follow-up actions. In this regard, please advise whether the Transport Department ("TD") has taken any measures to deal with such cases. If yes, does TD consider whether such measures are effective as there are still cases of unlawful occupation of parking spaces; if not, why not; and**

Reply

- (a) In response to recommendation in paragraph 4.30(a)(i) of the Audit Report, TD will conduct regular surveys to identify any unlawful occupation of non-metered parking spaces by abandoned vehicles or other objects. The surveys, to be conducted on a half-yearly basis, will commence in December 2019. Should any unlawful occupation of non-metered parking spaces be identified, TD will refer the cases to the relevant government departments promptly for follow-up actions as appropriate. TD will evaluate the effectiveness of the first survey with a view to enhancing the subsequent surveys, which will take place in mid-2020.

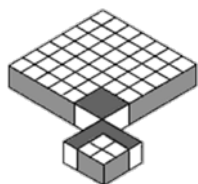
- (b) **with reference to the reply dated 9 October 2019 from the Commissioner for Transport concerning Item No. 4, please explain the significant increase in the number of cases reported by the contractor to relevant government departments:**
- (i) **from 2016 to 2017 on:**
- **obstruction at a metered parking space;**
 - **a metered parking space occupied by a vehicle which appears to be abandoned or a vehicle with extensive defective bodywork; and**
 - **occupation of metered parking space by any object other than a vehicle; and**
- (ii) **from 2016 to 2018 on parking space with rubbish identified.**

Reply

- (b) TD's contractor for the management, operation and maintenance of parking meters has all along provided reports on cases involving obstruction / occupation of metered parking spaces by abandoned vehicles / other objects to relevant government departments in accordance with the contract requirements.

In mid-2016, TD conducted a review with the contractor on the monitoring of metered parking spaces. Following the review, the contractor further stepped up its monitoring efforts. More cases were identified and reported to the relevant government departments for necessary action. The number of cases reported to the Food and Environmental Hygiene Department ("FEHD") was further increased in 2018 due to the significant number of fallen trees/tree branches caused by Typhoon Mangkhut in September that year. In September 2018, a total of 233 cases were reported to FEHD, compared with 16 and 40 cases in the same month of 2016 and 2017 respectively.

***Note by Clerk, PAC:** *See Appendix 13 of this Report for the reply from Commissioner for Transport dated 9 October 2019.*



**Government
Property Agency**
政府產業署

31/F., Revenue Tower, 5 Gloucester Road, Hong Kong
香港灣仔告士打道五號稅務大樓三十一樓

網址 Web Site: <http://www.gpa.gov.hk>

傳真號碼 Fax: 2583 9758

電話號碼 Tel: 2594 7645

本署檔號 Our Ref.: () in SU/CMN/CAR/04

來函檔號 Your Ref.: () in CB4/PAC/R72

12 June 2019

Mr. Anthony Chu
Clerk to Public Accounts Committee
Legislative Council Complex
1 Legislative Council Road
Central
Hong Kong

Dear Sirs,

Public Accounts Committee
Consideration of Chapter 1 of the Director of Audit's Report No. 72
Planning, Provision and Management of Public Parking Spaces

We refer to your letter of 4 June 2019 and set out below actions and plans taken by Government Property Agency (GPA) in respect of dissemination of parking vacancy information concerning car parks under GPA's purview:

(i) The actions taken by GPA in respect of dissemination of parking vacancy information and the outcome after the meeting

At the meeting held in mid-February 2019 with Transport Department (TD) regarding the dissemination of car park information via Internet, the Agency explained that the mode of operation of GPA's car parks was different from those of government public car parks managed by TD in that there were government staff using a considerable portion of the parking spaces concurrently; the parking spaces open for public use were located at positions mixed with the reserved spaces; and the car parks were not equipped with automated device to check and count the number of vacant parking spaces. Some of these constraints were uncommon to the type of car park managed by TD.

The Agency provided TD in March 2019 with information of 12 public car parks managed by GPA which were let out to car park operators after office hours. The information contain addresses of the public car parks, names and contact telephone numbers of operators, websites (if any), headroom restrictions, types and number of parking spaces, number of parking spaces for the disabled, types and number of electric vehicle chargers, operation hours and fee. The Agency has also encouraged car park operators to provide parking vacancy information to TD when they are in a position to do so, despite the absence of contractual requirements for such arrangement.

(ii) Plans for GPA to provide further parking vacancy information to TD, including timeframe and details of these plans

In the new public car park in Heung Yuen Wai Boundary Control Point which is expected to complete in the next few months, the Agency will introduce an online booking system and provide real-time vacancy information to TD's "HKeMobility" mobile application.

For existing car parks, the Agency is collaborating with other departments to explore the technical feasibility and cost-effectiveness of installing suitable devices, with a view to effectively disseminating real-time parking vacancy information via TD's "HKeMobility" mobile application. Priority will be given to those car parks which have a large number of parking spaces and where utilisation is high. Before the implementation of such an arrangement, the Agency will require car park operators to inform TD whether their car parks are full when the new contract of the existing car parks commences. A list of car parks which will adopt such an arrangement in the next 12 months is set out at **Annex**.

Yours faithfully,

A handwritten signature in black ink, appearing to read 'John Lai', is written over a circular stamp or seal.

(John LAI)

for Government Property Administrator

Encl.

Car Park Managed by the Government Property Agency

	Government Car Parks
1	Revenue Tower (5 Gloucester Road, Wan Chai, HK)
	Wanchai Tower (12 Harbour Road, Wan Chai, HK)
	Immigration Tower (7 Gloucester Road, Wan Chai, HK)
2	Tuen Mun Government Offices (1 Tuen Hi Road, Tuen Mun)
3	Tai Po Government Offices (1 Ting Kok Road, Tai Po)
4	Chai Wan Municipal Services Building (338 Chai Wan Road, Chai Wan)
5	Shun Lee Disciplined Services Quarters (32 Lee On Road, Kwun Tong)



By fax and email

Our Ref.: HD5-1/CSU/1-40/1
Tel. No. : 2761 6628
Fax No. : 2761 6700

Your Ref. : CB4/PAC/R72
Your Fax No. : 2543 9197
Date : 18 June 2019

Mr Anthony CHU
Clerk, Public Accounts Committee
Legislative Council Secretariat
Legislative Council Complex
1 Legislative Council Road
Central
Hong Kong

Dear Mr CHU,

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72

Planning, Provision and Management of Public Parking Spaces

I refer to your letter of 4 June 2019 requesting us to provide information as set out in Part (VIII) of the Appendix to facilitate the Public Accounts Committee's consideration of the above Chapter.

The requested information in both English and Chinese is now enclosed for your reference.

Yours sincerely,


(Ms Conkie Lam)
for Director of Housing

Encl.

c.c. Secretary for Transport and Housing (fax no. 2537 6519)
Commissioner for Transport (fax no. 2802 2361)
Director of Audit (fax no. 2583 9063)

香港九龍何文田佛光街33號房屋委員會總辦事處
Housing Authority Headquarters, 33, Fat Kwong Street, Ho Man Tin, Kowloon, Hong Kong.
互聯網網址：
Internet Homepage Address: <http://www.housingauthority.gov.hk>

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit Report No. 72 Planning, Provision and Management of Public Parking Spaces

(Part VIII) - For the Housing Department

The Administration was requested to provide the following information :

Implementation of parking –related technology initiatives

- (a) According to the reply from Secretary for Transport and Housing dated 9 May 2019 (R72/1/GEN1), the Transport Department (“TD”) conducted in early 2019 follow-up meetings with the Government Property Agency (“GPA”), Housing Department (“HD”) and the Leisure and Cultural Services Department (“LCSD”). Please advise (i) the actions taken by GPA, HD and LCSD in respect of the dissemination of parking vacancy information and the outcomes after the aforesaid meeting; and (ii) plans for GPA, HD and LCSD to provide further parking vacancy information to TD, including timeframe and details of these plans;

Reply

- (a) The Hong Kong Housing Authority (HA) provides car parking facilities in its public housing developments primarily to serve the residents and occupiers of the estates concerned as well as their bona fide guests and visitors for the parking of their vehicles. In general, only a small number of parking spaces are made available for hourly parking by visitors to these estates, and the dissemination of parking vacancy information to the public may not be appropriate. To support Transport Department (TD)’s initiative, HA incorporates new requirements in carpark management contracts upon renewal to require the carpark operators to disseminate parking vacancy information. At present, parking vacancy information of 10 HA carparks have been made available through TD's “HKeMobility” mobile application (Please refer to reply under (b)). HA will continue to identify suitable carparks¹ with hourly parking spaces for disseminating parking vacancy information to the public.

¹ Carparks which provide hourly parking spaces for the public or visitors to shopping facilities.

***Note by Clerk, PAC:** See Appendix 6 of this Report for the reply from Secretary for Transport and Housing dated 9 May 2019.

(b) Director of Housing said at the public hearing that the information of 10 car parks under HD's purview was available to TD's "HKeMobility" mobile application before the audit review. Please provide the names of these 10 car parks and advise when the information about their parking vacancies would be available on the "HKeMobility" mobile application.

Reply

(b) The location of the 10 HA car parks and information release dates are as follows :

	Location	Information Release Date
1.	Choi Tak Estate	4.1.2017
2.	Yau Lai Estate	4.1.2017
3.	Domain	4.1.2017
4.	Po Heung Estate	10.7.2018
5.	Po Shek Wu Estate	12.9.2018
6.	Lung Poon Court	2.1.2019
7.	Kwai Shing West Estate	2.1.2019
8.	Lai King Estate	2.1.2019
9.	Cheung Ching Estate	2.1.2019
10.	Cheung Shan Estate	2.1.2019



電話 TEL: 2601 8877
圖文傳真 FAX NO: 2602 1480
本署檔號 OUR REF: LCSD/4-35/43C
來函檔號 YOUR REF: CB4/PAC/R72

(By Fax : 2543 9197)

11 June 2019

Legislative Council
Public Accounts Committee
Legislative Council Complex
1 Legislative Council Road, Central
Hong Kong
(Attn: Mr Anthony CHU)

Dear Mr CHU,

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72

Planning, provision and management of public parking spaces

In response to your letter of 4 June 2019 on the above subject, I attach our reply at **Annex** for reference.

Yours sincerely,

(Simon LIU)
for Director of Leisure and Cultural Services

Encl.

(VI) For the Leisure and Cultural Services Department

Management of on-street parking spaces

- (a) with reference to paragraph 4.29(b) of the Audit Report, please explain the discrepancies revealed by a comparison of the result of Audit's site visit to a non-metered parking place and a car park managed by the Leisure and Cultural Services Department ("LCSD") at Shek O Road on 13 December 2018 with the Transport Department ("TD")'s inventory list, and the actual number of parking spaces provided by the aforesaid parking place and LCSD's car park respectively; and

Response:

According to the record of Leisure and Cultural Services Department (LCSD), the non-fee paying car park next to Shek O Beach managed by LCSD provides 190 numbers of parking spaces for public use and 5 numbers for venue operational use. The figures are consistent with the number of parking spaces previously provided to the Transport Department (TD). LCSD does not have information on the number of parking spaces provided by other government departments in the area.

Implementation of parking-related technology initiatives

- (b) according to the reply from Secretary for Transport and Housing dated 9 May 2019 (R72/1/GEN1), TD conducted in early 2019 follow-up meetings with the Government Property Agency ("GPA"), Housing Department ("HD") and LCSD. Please advise (i) the actions taken by GPA, HD and LCSD in respect of the dissemination of parking vacancy information and the outcomes after the aforesaid meeting; and (ii) plans for GPA, HD and LCSD to provide further parking vacancy information to TD, including timeframe and details of these plans.

Response:

LCSD and TD jointly organised a briefing session for the operators of LCSD car parks in May 2019 to introduce the "HKeMobility" mobile application launched by TD and the procedures for manual uploading of vacancy information. The operators were encouraged to participate in dissemination of parking vacancy information voluntarily. LCSD plans

***Note by Clerk, PAC:** *See Appendix 6 of this Report for the reply from Secretary for Transport and Housing dated 9 May 2019.*

to include new requirement in the terms of new contract for large-scale car parks requiring the operators to provide parking vacancy information through "HKeMobility". It is expected that the new requirement can be gradually rolled out in the coming four years. LCSD will explore the use of innovation and technology for dissemination of vacancy information of its car parks in consultation with relevant government bureaux/departments.

本署檔號
Our Ref: () in EP11/EV2/5
來函檔號
Your Ref: CB4/PAC/R72
電話
Tel. No.: 2594 6401
圖文傳真
Fax. No.: 2827 8040
電子郵件
Email: stmak@epd.gov.hk

Environmental Protection Department

Revenue Tower Office
33/F, Revenue Tower,
5 Gloucester Road,
Wan Chai, Hong Kong



環境保護署
稅務大樓辦事處
香港灣仔
告士打道五號
稅務大樓三十三樓

13 June 2019

Chief Council Secretary (4)1
Council Business Division 4
Legislative Council Secretariat
Legislative Council Complex,
1 Legislative Council Road, Central
Hong Kong
(Attn: Mr Anthony CHU)

Dear Mr CHU,

LEGISLATIVE COUNCIL PUBLIC ACCOUNTS COMMITTEE

Consideration of Chapter 1 of the Director of Audit's Report No. 72 Planning, provision and management of public parking spaces

We refer to your letter dated 4 June 2019, requesting our response to provide information on implementation of parking-related technology initiatives as set out in Part (VII) of the Appendix. Our responses to the requests are attached in the **Appendix** for Members' reference.

For enquiries, please contact me on 2594 6401.

Yours sincerely,

(MAK Shing-tat)

for Director of Environmental Protection

Encl.

(VII) For the Environmental Protection Department

Implementation of parking-related technology initiatives

- (a) according to paragraphs 5.16(a) and 5.18(a) of the Audit Report, electric vehicle ("EV") chargers had not yet been provided at government multi-storey car parks in Aberdeen, Kennedy Town and Kwai Fong. As announced in the 2019-2020 Budget, the Administration would allocate \$120 million to extend the public EV charging networks in government car parks (including the above three government multi-storey car parks). Please advise the progress and timetable for the installation of EV chargers in these three government car parks as well as the plan and timetable to extend the public EV charging networks in other government car parks

As announced in the 2019-20 Budget, the Government would allocate \$120 million to extend the public EV charging networks at government car parks in the coming 3 years. Taking into account the availability of spare power capacity and technical feasibility of installing medium chargers in these government car parks, the Government has initially assessed that over 1 000 additional public chargers are expected to be in place by 2022, bringing the total number of government public chargers to about 1 700. The locations for the installation of additional EV chargers are shown in **Annex**. Tender documents for installation of additional EV chargers are being prepared and the preliminary installation schedule for the additional EV chargers, including those in the Aberdeen Car Park, Kennedy Town Car Park and Kwai Fong Car Park, is as below:

Fiscal Year	Estimated No. of Additional Public EV Medium Chargers
2019-20	about 170 (including those in Aberdeen Car Park)
2020-21	about 600 (including those in Kennedy Town Car Park and Kwai Fong Car Park)
2021-22	about 430

Remark:

The number of EV medium chargers is a preliminary estimate and the actual number will be affected by factors such as spare power supply available at particular venues, availability of space for the installation, etc.

- (b) **referring to paragraph 5.1 6(b) of the Audit Report about the occupation of parking spaces with EV chargers by non-EVs, please advise the factors to be considered in identifying the locations for the installation of EV chargers at car parks and measures to ensure that parking spaces with EV chargers would be available for use of EVs**

In the past, the locations of parking spaces for installation of EV chargers in the government car parks were selected mainly on technical considerations. Many parking spaces equipped with EV chargers are thus located near the exit or on the ground floor as it is technically more viable to install the chargers and the associated electrical wirings closer to the electrical switch room.

Taking into account the phenomenon that the existing parking spaces with EV chargers are occupied by non-EVs at times due to their convenient locations, we plan to install the additional EV chargers in future at locations away from the most popular and convenient spots. In other words, we will target the spaces on upper floors of the car parks or locations further away from exit or lift in order to enhance the opportunity of EV drivers to charge their EVs. In addition, traffic cones and/or appropriate notice will be placed by the carpark operators at the parking spaces with chargers wherever practicable subject to actual utilization in order to vacant the space concerned for the use by EVs.

A parking bay guidance system to provide information on vacant parking spaces to drivers is also being developed by the Transport Department (TD). The Environmental Protection Department will work with TD on the incorporation of information on real-time availability of EV chargers in the system to facilitate EV drivers to identify vacant parking spaces equipped with chargers. Electronic display panels to be installed at the entrance of the government car parks will also display the real-time availability of parking spaces with EV chargers and the number of vacant parking spaces. The arrangement will facilitate both EV and non-EV drivers in identifying parking spaces suiting their needs.

Locations for installation of additional EV chargers

Department		Location	<u>No. of EV chargers to be installed</u>
Transport Department	1.	Aberdeen car park	About 690 in total
	2.	Kennedy Town car park	
	3.	Kwai Fong car park	
	4.	Shau Kei Wan car park	
	5.	Sheung Fung Street car park	
	6.	Tin Hau car park	
	7.	Tsuen Wan car park	
Government Property Agency	8.	North Point Government Offices	About 190 in total
	9.	Queensway Government Offices	
	10.	Shatin Government Offices	
	11.	North District Government Offices	
	12.	Tai Po Government Offices	
	13.	Yuen Long District Office Building	
	14.	Tuen Mun Government Offices	
	15.	Sai Kung Government Offices	
	16.	Cheung Sha Wan Government Offices	
	17.	Trade and Industry Tower	
Leisure and Cultural Services Department	18.	Sun Yat Sen Memorial Park	About 320 in total
	19.	Sun Yat Sen Memorial Park Sports Centre	
	20.	Siu Sai Wan Sports Ground	
	21.	Island East Sports Centre	
	22.	Deep Water Bay Beach	
	23.	Ap Lei Chau Waterfront Promenade	
	24.	Wong Nai Chung Gap Children's Playground	
	25.	Hong Kong Heritage Museum	
	26.	Kowloon Bay Park	
	27.	Ping Shek Playground	
	28.	Shun Lee Tsuen Park	
	29.	Lei Yue Mun Municipal Services Building	

Department		Location	<u>No. of EV chargers to be installed</u>
	30.	Lai Chi Kok Park	
	31.	Sham Shui Po Sports Ground	
	32.	Cornwall Street Park	
	33.	Lung Cheung Road Lookout	
	34.	Hammer Hill Road Sports Ground	
	35.	Po Kong Village Road Park	
	36.	Kowloon Park	
	37.	Tung Chung Municipal Services Building	
	38.	Tsing Yi Southwest Leisure Building	
	39.	Tsing Yi Northeast Park	
	40.	Tsing Yi Sports Ground and Swimming Pool	
	41.	Kwai Chung Sports Ground	
	42.	Hing Fong Road Playground	
	43.	Sheung Shui Swimming Pool	
	44.	North District Sports Ground	
	45.	Wo Hing Sports Centre	
	46.	Po Wing Road Sports Centre	
	47.	Fanling Swimming Pool	
	48.	Tseung Kwan O Swimming Pool	
	49.	Tseung Kwan O Sports Ground	
	50.	Tiu Keng Leng Sports Centre	
	51.	Siu Lek Yuen Road Playground	
	52.	Sha Tin Sports Ground and Yuen Wo Playground	
	53.	Sha Tin Jockey Club Swimming Pool and Yuen Wo Road Sports Centre	
	54.	Sha Tin Town Hall	
	55.	Ma On Shan Swimming Pool	
	56.	Ma On Shan Sports Ground	
	57.	Yuen Chau Kok Complex	
	58.	Tai Po Sports Ground	
	59.	Tai Po Complex	
	60.	Kwong Fuk Park	
	61.	Shing Mun Valley Swimming Pool	
	62.	Shing Mun Valley Sports Ground	

Department		Location	<u>No. of EV chargers to be installed</u>
	63.	Tuen Mun North West Swimming Pool	
	64.	Tuen Mun Swimming Pool	
	65.	Yau Oi Sports Centre	
	66.	Yuen Long Swimming Pool	
	67.	Tin Shui Wai Swimming Pool & Tin Shui Wai Sports Centre	
	68.	Tin Shui Wai Sports Ground	
	69.	Tin Yip Road Park	
	70.	Fung Kam Street Sports Centre	
Tourism Commission	71.	Kai Tak Cruise Terminal	

Remark:

The number of EV medium chargers is a preliminary estimate and the actual number will be affected by factors such as spare power supply available at particular venues, availability of space for the installation, etc.

Urgent by Fax (2543 9197)

本署檔號 Our Ref. : TD SS/152/02-1
來函檔號 Your Ref. : CB4/PAC/R72

電話號碼 Tel. No. : 3842 5942
圖文傳真 Fax : 2186 7519

4 November 2019

Mr Anthony Chu
Clerk to Public Accounts Committee
Legislative Council Complex
1 Legislative Council Road
Central, Hong Kong

Dear Mr Chu,

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72

Planning, provision and management of public parking spaces

I refer to your letter of 11 October 2019, seeking further information to facilitate the Public Account Committee's consideration of Chapter 1 of the Director of Audit's Report No. 72.

The requested information in English and Chinese is now enclosed for your reference, please.

Yours sincerely,



(LAU Hon-wai, Simon)
for Commissioner for Transport

c.c. Transport and Housing Bureau [Attn: PAS(T)2] Fax No. 3904 1774

九龍油麻地海庭道十一號西九龍政府合署南座十樓
10th floor South Tower West Kowloon Government Offices 11 Hoi Ting Road Yau Ma Tei Kowloon
電話 Tel (852) 2804 2600 傳真 Fax (852) 2824 0433
網址 Web Site: <http://www.td.gov.hk>

我們的信念 - 我們會 • 發揮潛能, 各盡所長 • 公平開放, 細意關懷 • 承擔責任 • 積極進取 • 力求至善
Our Values - We will • bring out the best in people • be fair, open and caring • take responsibility • be proactive • strive for excellence

Public Accounts Committee

Consideration of Chapter 1 of the Director of Audit's Report No. 72 Planning, Provision and Management of Public Parking Spaces

Enquiries from Clerk of the Public Accounts Committee dated 11 October 2019

The Administration was requested to provide the following information:

According to paragraphs 5.20 to 5.22 of the Audit Report, Audit Commission noted that since the release of the Second Parking Demand Study Final Report in 2002 (“2002 Study Report”), no record was available showing that the Transport Department had commenced a relevant pilot study on the automated parking systems until 2018, please advise:

- (a) any studies on automated parking systems had been conducted between 2002 and 2018. If yes, details including findings of the studies. If no, reasons for not following up the 2002 Study Report in this respect; and**
- (b) what is the progress of the pilot study?**

Reply

- (a) For automated parking system (“APS”) (also known as mechanical parking system), the Government has put in place guidelines to facilitate planning of any such system¹ (copy at **Annex 1**) in addition to the legal requirement² since 2001 (before the Second Parking Demand Study (“PDS-2”). While the use of APS aims at increasing the provision of parking spaces, the PDS-2 recommended their use as a possible measure for addressing parking problems in the long term. In fact, the PDS-2 identified that, in 2000, there was a surplus of 97,000 and 82,000 parking spaces at day-time and night respectively, and forecasted the surplus condition would remain in 2006 and 2011. On this basis, we subsequently reviewed the Hong Kong Parking Standards and Guidelines

¹ Transport Planning and Design Manual by TD and Practice Note Issue No. 2/2000 “Car Parking Requirement Mechanical Parking System” by Lands Department.

² The design, construction and the maintenance of mechanized vehicle parking system was governed by Cap 327 (Lifts and Escalators (Safety) Ordinance), which was repealed by the current Cap. 618.

(“HKPSG”), with revisions promulgated in 2009 and 2014 for subsidised housing developments and private housing developments respectively. Both reviews recommended a reduction in the parking provision to reflect the then demands. In view of the prevailing and forecasted surplus of parking spaces³, there was no imminent need at that time to push for the wider use of APS. TD has kept monitoring the situation and conducted regular surveys on the utilisation of the short term tenancy (“STT”) car parks and public car parks managed by TD with a view to keeping track of the general demand for parking spaces. As revealed from the surveys, the average utilisation of the public car parks managed by TD remained at a relatively low level (below 50%) before 2014 and gradually increased to over 70% thereafter (**Annex 2**).

To identify various factors contributing to the overall road traffic congestion and to formulate short, medium to long term measures to contain road traffic congestion, the Government invited the Transport Advisory Committee (“TAC”) to conduct the Study of Road Traffic Congestion in Hong Kong in 2014. TAC recommended, among others, the review of the parking policy to find out the optimum level of parking provision. The Government then completed the parking policy review in 2017 and recommended that an appropriate number of parking spaces should be provided if the overall development permits, while not attracting commuters to opt for private cars in lieu of public transport, thereby aggravating the road traffic congestion. The Government formulated various measures to increase the parking supply. APS was identified as a potential measure that was worth further investigation. In 2018, the Government proceeded to pursue various measures with a view to increasing the provision of public parking spaces in suitable government projects following the principle of “single site, multiple uses”. TD then considered that a more focused study on the latest APS technology and applicability at six pilot sites in Hong Kong should be conducted, and commissioned the pilot study on APS in early 2018.

- (b) TD is conducting a consultancy study on the use of APS for several parking sites to ascertain feasibility and applicability of APSs in Hong Kong. The study is scheduled for completion by early 2020.

³ The parking space to private car ratio remained at a relatively high level in the 2000s and early 2010s (e.g before 2012, the ratio was maintained at about 1.3 or higher)

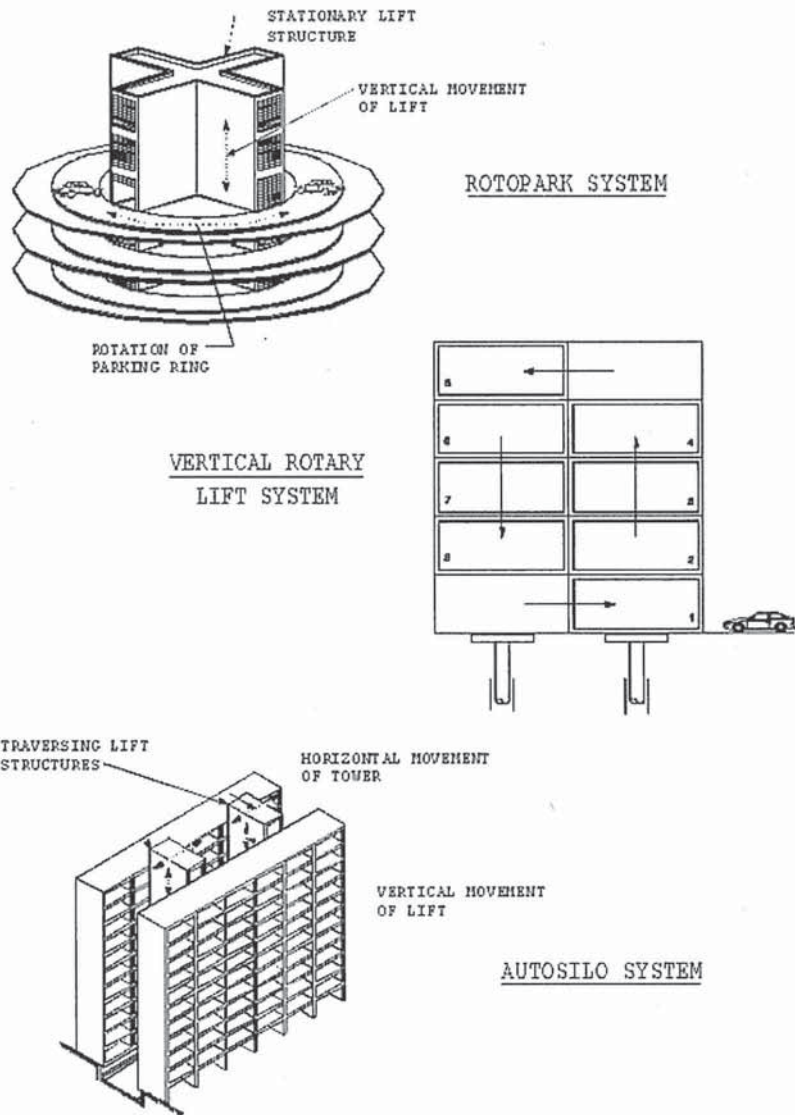
Meanwhile, TD is taking forward a total of six pilot projects so as to acquire and consolidate experience in building, operating and managing different types of APSs and the associated financial arrangements. This will facilitate preparation for the wider application of APSs in government car parks and privately operated car parks in future. So far, TD has identified four sites for implementing APS pilot projects, having regard to such criteria as parking demand, restrictions relating to geographical environment and planning, and impact on local traffic. Specifically, TD is actively considering a STT site in Tsuen Wan, an open space at the junction of Yen Chow Street and Tung Chau Street in Sham Shui Po, the proposed government building on Chung Kong Road in Sheung Wan and the proposed government building on Sheung Mau Street in Chai Wan. For the STT site in Tsuen Wan, support from the Tsuen Wan District Council (“DC”) was obtained in May 2019. TD is working with other relevant government departments on the implementation details. The target is to invite tenders for the site by early 2020. For the pilot project in Sham Shui Po, support from the Sham Shui Po DC was obtained in April 2019 and technical feasibility is currently being assessed. For the two government buildings in Sheung Wan and Chai Wan, consultation with the relevant DCs will be conducted in due course. As regards the two remaining sites, TD will work with relevant departments to actively explore the preliminary technical feasibility. The public will be informed of the locations of the proposed sites and relevant DCs will be consulted in due course.

7.4.5 Mechanical Car Parks

- 7.4.5.1 A mechanical car park is a multi-storey car park in which one or more forms of mechanical devices are employed to deliver the car between the entrance/exit of the car park and the parking stall.
- 7.4.5.2 Mechanical means may be used to move cars in a vertical direction, in a horizontal direction, or a combination of the two. Different proprietary systems are available some of which are illustrated in Diagram 7.4.5.1.
- 7.4.5.3 As the simplest form of mechanical device, a car lift takes the place of ramp systems and serves vertical transportation of cars. The number of car lifts to be provided depends on the rate of arrival/departure of cars during the peak period, the number of floors in the car park, and the running speed of the lift. Since cars entering the car park could form a queue at the lift, it is important to estimate the length of the queue and to provide adequate reservoir space so that traffic flow on the main road would not be affected. Each case should be evaluated individually by queuing theory. As a rough guideline, at least 5 queuing spaces should be provided for each car lift. Consideration should also be given to providing back-up facilities at times of maintenance or equipment failure.
- 7.4.5.4 The horizontal movement of cars entering/exiting a car lift can also be achieved by employing mechanical devices. In a simple example, a car lift serves parking stalls at the back and front of the lift shaft on each floor. An arriving car is left in front of the lift with the brakes released. The attendant, by push-button control, causes a dolly to extend from the lift platform which moves the car onto the latter. On arrival at the selected floor, the dolly moves the car backward or forward into an empty stall.
- 7.4.5.5 Numerous other mechanical systems have been used worldwide, and devices are available, for example, in which movable plates are electrically operated along access aisles to locate cars in position. Great savings in space are achieved as the aisle widths and parking stall dimensions can be substantially reduced.
- 7.4.5.6 Mechanical parking, compared to conventional parking, has the obvious advantage of accommodating more car parking spaces per unit site area, which is achievable through the elimination of ramps and, in the case of more complex systems, the elimination of aisles.
- 7.4.5.7 A main disadvantage of mechanical parking is the need for regular maintenance of the mechanical and electrical plant. There are also obvious troubles during equipment failure.

7.4.5.8 An additional disadvantage of mechanical parking is the rate of handling traffic. It is unable to accept surges of inbound or outbound traffic, thus requiring a large reservoir area at the entrance. It should be noted that the Building Authority may require any excessive area more than needed be counted for GFA. Mechanical car parks generally provide satisfactory service only when the parking demand is relatively uniform throughout the day without sharp peaks.

DIAGRAM 7.4.5.1: MECHANICAL CAR PARKS





**Lands Administration Office
Lands Department**

Practice Note

Issue No. 2/2000

**Car Parking Requirement
Mechanical Parking System**

Lease conditions usually contain clauses specifying the number of parking spaces to be provided in the development on the lot. The purpose is to ensure that an appropriate number of spaces is provided to serve the occupants of the building. The conventional approach to meet this requirement is to construct sufficient floors to accommodate all these spaces (the conventional system).

A mechanical car parking system may be an alternative way to achieve the same goal. When such a system is proposed as a means to achieve the compliance with the car parking requirement, I am prepared to grant approval under the lease to plans showing this subject to the following information being provided to my satisfaction:-

- (a) the type of mechanical parking system proposed;
- (b) the waiting area proposed together with an assessment report demonstrating that such area will be large enough to accommodate the anticipated vehicles waiting to enter the car park without causing a tail-back onto the public road; and
- (c) a layout plan, together with relevant elevation plans demonstrating that the system is capable of satisfying any stipulated parking requirement including space requirement for light vans which are categorized as private car.
- (d) the number of parking spaces provided does not exceed the minimum number stipulated in the lease.

always provided that not less than one-sixth of the total number of space provided shall be accommodated in the conventional system.

This practice note deals only with how car parking spaces may be provided. The car parking proposal should also satisfy other conditions contained in the car parking or other clauses of the Conditions of Grant governing the development.

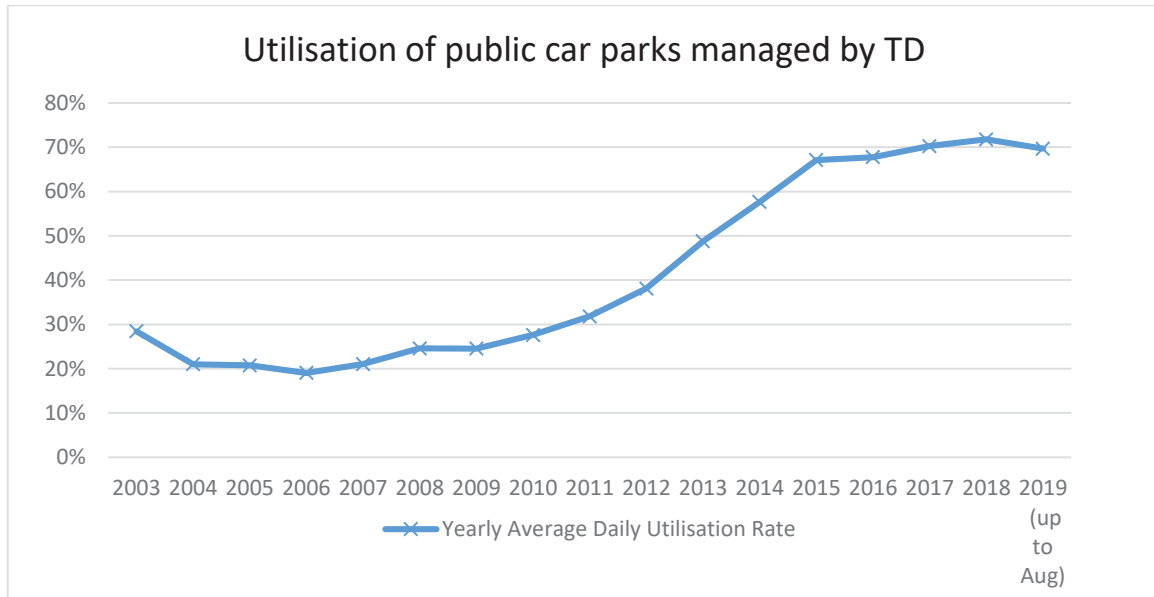
*(R.D. Pope)
Director of Lands
February 2000*

Information required under the assessment report

The prime objective is to ensure no public road is affected by the car park. To achieve this objective no car is allowed to wait at the public street to enter the car park. A waiting area is therefore required to be provided inside the car park. In assessing the size of the waiting area required the following factors should be taken into account:-

- (a) The estimated hourly traffic volume at the entrance of the car park during peak hours. If the proposed mechanical parking system is inside a conventional car park, the hourly traffic volume that would use the parking system and the ordinary parking spaces should also be separately provided.
- (b) The longest time taken to park a car at the most remote location of the mechanical parking system. In case of tower parks, it means the time cycle between two cars leaving the waiting area assuming that both cars which arrive at the car park at the same time are using the same car lift or entering the same tower park. In case of stacking machines, it means the time taken to park the car at the upper space with the lower space being occupied.
- (c) The average waiting period during peak hours.

The assessment report should also provide a contingency plan to demonstrate the operation of the car park in case of mechanical failure during peak hours. The report should also provide a route inside the car park to divert traffic back onto the public road.



ACRONYMS AND ABBREVIATIONS

APS	Automated parking system
ArchSD	Architectural Services Department
Audit	Audit Commission
Audit Report	Director of Audit's Report
CCTV	Closed-circuit television
CPMS	Car park management system
DoJ	Department of Justice
EV	Electric vehicle
G/IC	Government, Institution or Community
GPA	Government Property Agency
HA	Hong Kong Housing Authority
HKPF	Hong Kong Police Force
HKPSG	Hong Kong Planning Standards and Guidelines
LandsD	Lands Department
LCSD	Leisure and Cultural Services Department
LGV	Light goods vehicle
PSI	Public Sector Information Portal
STT	Short-term tenancy
TAC	Transport Advisory Committee
TD	Transport Department
THB	Transport and Housing Bureau
TKO	Tseung Kwan O