

**For discussion
on 17 May 2019**

Legislative Council Panel on Transport

Latest Situation on Increasing the Provision of Car Parking Spaces

Purpose

This paper briefs Members on the latest position of various measures that the Government has adopted to increase the provision of car parking spaces.

Parking Policy

2. The Government's transport policy is to encourage the use of public transport as far as possible, and to expand the public transport capacity by enhancing services as and when necessary having regard to the demand of the public and the development need of individual districts, thereby facilitating wider use of the public transport system with greater convenience. In fact, Hong Kong enjoys a well-developed public transport network, with 90% of passenger trips made through the public transport system every day, and such an utilisation rate is among the highest in the world.

3. The Government's policy in the provision of parking spaces is to accord priority to considering the parking demand of commercial vehicles, and to provide an appropriate number of private car parking spaces if the overall development permits, but at the same time not to attract passengers to opt for private cars in lieu of public transport, so as to avoid aggravating the burden on road traffic. We understand that some members of the public choose to commute by private cars for various reasons. Nevertheless, given the hard fact that land resources are limited in Hong Kong, coupled with the need to cater for competing land use demand to match the community and economic development, objectively speaking, it is virtually impossible for the Government to increase parking spaces continuously to catch up with the growth rate of the vehicle fleet.

Demand and Supply of Parking Spaces

4. As at end December 2018, there were approximately 784 000 licensed vehicles across the territory, of which nearly 80% were private cars and van-type light goods vehicles (“vans”). Over the past decade, the number of private cars and vans increased by 45% from around 424 000 to about 616 000¹, whereas the number of parking spaces available for use by private cars and vans increased by 9% from about 618 000 to around 675 000. As for the number of commercial vehicles (e.g. goods vehicles and non-franchised buses), there was a slight drop of 3% from around 75 400 to around 73 100 over the past decade, whereas the number of parking spaces for commercial vehicles fell by 5% from about 49 300 to around 47 000. The numbers of various types of vehicles and their parking spaces as well as the ratio of the respective number of parking spaces to the number of vehicles from 2008 to 2018 are tabulated in **Annex 1**. The geographical distribution of various types of parking spaces is tabulated in **Annex 2**.

Latest Situation on Increasing the Provision of Parking Spaces

5. The Transport and Housing Bureau and the Transport Department (“TD”) have strived to increase the number of parking spaces by pursuing a host of short term and medium to long term measures in recent years. The latest position of the various measures is set out in paragraphs 6 to 28 below.

Short Term Measures

(a) Designating suitable on-street locations as night-time parking spaces

6. Since 2016, TD has embarked on a scheme for increasing on-street night-time parking spaces for commercial vehicles. Suitable on-street locations, particularly those available for loading and unloading during day time, are designated as night-time parking spaces for goods vehicles and coaches. The scheme also includes the designation of certain on-street private car parking spaces for night-time parking of goods vehicles and coaches while maintaining their use as private car parking spaces during day

¹ Including 565 200 private cars and 50 400 vans. Vans may also be parked at private car parking spaces.

time (i.e. dual use parking spaces). Under the scheme, TD has recommended a total of 515 night-time parking spaces, with 191 already put into service. As at end April 2019, the progress of the scheme is as follows -

Progress	Number of Parking Spaces
Projects completed	191
Shelved due to local objections	172
Local consultation in progress or local objections being resolved	112
Works in progress (including addition of necessary traffic signs and painting of road markings)	40
Total	515

(b) Exploring the use of public transport interchanges (“PTIs”) for night-time parking spaces for commercial vehicles

7. TD has been identifying suitable PTIs for use as night-time parking spaces to meet the parking needs of franchised buses and public light buses. As at end April 2019, TD has approved the use of PTIs and/or public light bus stands for provision of more than 1 900 and 180 parking spaces for buses and public light buses respectively. TD is also looking into the feasibility of providing night-time parking spaces for commercial vehicles (such as coaches and goods vehicles) at certain PTIs.

(c) Utilising spaces underneath flyovers for designation as parking spaces

8. To optimise the use of space underneath flyovers, TD has kept a close eye on suitable locations for designation as parking spaces, in particular for use by motorcycles, including the space underneath flyovers of Kong Sham Western Highway, West Kowloon Corridor, Kwun Tong Bypass, Connaught Road West Flyover, Arsenal Street Flyover and Island Eastern Corridor. It is estimated that about 200 additional parking spaces will be provided in 2019-20.

(d) Opening up of more parking spaces at government buildings for public use during non-office hours

9. At present, in order to better utilise parking resources, the Government Property Agency (“GPA”) has opened up about 1 100 parking spaces in 10 joint-user government buildings under its management for public use during non-office hours (normally include night time on weekdays and whole day on Saturdays, Sundays and public holidays) in the form of hourly car parks. GPA will continue to monitor the use of parking spaces in joint-user government buildings under its management and consider opening up more parking spaces for public use during non-office hours.

(e) Encouraging schools to allow student service vehicles to park within school premises after school hours

10. To alleviate the shortage of parking spaces for student service vehicles, TD has collaborated with the Education Bureau (“EDB”) to launch a pilot scheme since the 2018/19 school year to encourage public sector schools and Direct Subsidy Scheme (“DSS”) schools to open up parking spaces within school premises for parking of student service vehicles during non-school hours. A total of eight schools, including two secondary schools, five primary schools and one secondary-cum-primary school, joined the first phase of the pilot scheme, providing a total of about 30 parking spaces for student service vehicles.

11. Given the positive feedback of participating schools, student service vehicle operators and other stakeholders since the launch of the pilot scheme, EDB issued in February this year a circular memorandum, inviting all public sector schools and DSS schools to apply to join the “Opening Up School Parking Spaces to Student Service Vehicles Scheme” launched jointly by TD and EDB in the 2019/20 school year. TD and EDB will closely monitor the implementation of the scheme and collect feedback from student service vehicle operators and schools, with a view to enhancing the scheme continuously and encouraging wider participation by schools. Meanwhile, TD will continue to increase the provision of parking spaces for commercial vehicles, including student service vehicles, through measures such as facilitating the provision of short-term tenancy (“STT”) car parks.

(f) Stipulating the provision of a specified number of parking spaces for goods vehicles and coaches at STT car parks

12. As and when the Lands Department (“LandsD”) considers granting new STT for operating car parks or renewing the tenancies with the operators of existing STT car parks, TD will, based on local situation, request the inclusion of additional conditions stipulating the minimum number of parking spaces for goods vehicles and coaches to be provided at those car parks. Currently, 31 STT car parks are required to provide a total of some 1 800 parking spaces for commercial vehicles in accordance with the tenancy conditions under this arrangement.

(g) Increasing on-street parking spaces and picking up/setting down facilities for coaches

13. TD has been paying attention to the provision of parking spaces and picking up/setting down facilities for coaches, and is actively studying the feasibility of increasing the relevant facilities to meet the needs of various districts. In 2018-19, TD increased a total of 41 on-street parking spaces and 85 picking up/setting down facilities for coaches in such areas as Tsim Sha Tsui, Southern District, Wan Chai, Eastern District, Jordan (near the Express Rail Link station), Tsing Yi and Sai Kung. 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.

Medium to Long Term Measures

(h) Considering requirement for suitable new developments to open up a certain number of ancillary parking spaces and loading/unloading bays as night-time public parking spaces for commercial vehicles

14. It is quite common for developments at commercial or industrial sites to be provided with ancillary parking spaces and loading/unloading bays for use by their occupiers and/or visitors. Owing to the mode of operation of the occupiers, the utilisation rates of those ancillary parking spaces and loading/unloading bays are generally on the low side at night time. To better

utilise those parking spaces and loading/unloading bays which will otherwise become idle at night time, we will consider in consultation with LandsD the formulation of new lease conditions to require the owners of new developments to open up part of the ancillary parking spaces and loading/unloading bays for night-time public parking of commercial vehicles.

(i) *Requiring new developments to adopt as far as possible the higher end of the parking standards under the Hong Kong Planning Standards and Guidelines (“HKPSG”)*

15. When formulating the ancillary parking requirements for various development projects (including private and government projects), TD will make reference to the higher end of the relevant parking standards under HKPSG. Since 2018, TD has raised requests, or followed up on such requests, in respect of a total of 25 development projects involving over 4 000 parking spaces.

(j) *Increasing, to the extent possible, the number of parking spaces in suitable Government, Institution or Community (“G/IC”) facilities and public open space (“POS”) projects, as well as in subsidised housing and disciplined services quarters developments*

16. As indicated in the Chief Executive’s 2018 Policy Address, the Government will follow the principle of “single site, multiple uses” to provide public parking spaces in suitable G/IC facilities and POS projects.

17. TD is in discussion with relevant bureaux/departments (e.g. the Leisure and Cultural Services Department, Architectural Services Department and GPA) on the provision of public car parking spaces in suitable G/IC facilities, POS projects and public housing developments. A total of about 20 works projects are under planning, which will provide about 5 100 parking spaces. TD plans to proceed with detailed design for eight of those projects in 2019-20, involving about 2 500 parking spaces, and to seek funding approval from the Legislative Council by batches starting from 2020 for the construction works. For the remaining projects, TD plans to proceed with detailed design in 2020.

18. Meanwhile, subject to the principles of no flat losses, no delay in completion of housing units and no substantial costs to the Hong Kong Housing Authority (“HA”), HA will provide more parking spaces in its new public housing developments as far as possible where circumstances permit, having regard to site and design constraints. Examples include providing ancillary parking spaces at the higher end of the relevant parking standards under HKPSG, providing a maximum of five visitor parking spaces in each block of rental units or subsidised sale flats, and subject to TD’s advice, providing additional ancillary and/or public parking spaces on top of the requirements stipulated by HKPSG on a case-by-case basis.

19. When constructing disciplined services quarters, the Government will increase the provision of ancillary car parking spaces for use by disciplined services officers as far as technically feasible, taking into full account the unique operational requirements of the disciplined services.

(k) Making optimal use of gross floor area (“GFA”) concessions for underground public car parks and requiring the provision of public car parks within suitable new developments or redevelopments

20. To encourage provision of public car parking spaces in private developments, the Buildings Department already revised its practice notes in March 2017 stipulating that, subject to compliance with relevant design guidelines and statutory town planning requirements, or otherwise expressly required by TD, the underground public car parks of private developments would not be included in the GFA calculation. TD will continue to leverage on the guidelines and propose inclusion of terms in suitable new developments or redevelopments requiring the developers to provide a certain amount of public parking spaces.

(l) Taking forward the consultancy study on parking for commercial vehicles

21. TD is conducting the 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 and loading/unloading bays for commercial vehicles in all districts up to 2031, and will draw up short to long term measures to address the anticipated

demand. The study will also review the respective standards in HKPSG for parking spaces and loading/unloading bays for commercial vehicles. The Government has initially earmarked eight suitable G/IC facilities and POS sites for construction of car parks which will primarily be used by commercial vehicles.

22. As regards private cars, TD will also review the existing guidelines on parking of private cars in the above-mentioned consultancy study with a view to updating the requirements in HKPSG for provision of private car parking spaces in housing developments. We will take into consideration the latest 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.

(m) Exploring the use of automated parking systems (“APSs”) in government car parks

23. TD commissioned in early 2018 a consultancy study on the pilot use of APSs, with a view to identifying six suitable sites for providing different types of automated car parks and assessing the technical feasibility and financial viability of the relevant projects.

24. An APS is generally equipped with mechanical devices such as an express elevator and a revolving/horizontal moving platform for transportation of vehicles, plus an automated system allowing for automatic location and retrieval of parked vehicles. Compared with conventional car parks, an APS can generally provide 30% to 100% more parking spaces within the same footprint.

25. To promote automated parking, we will explore the possibility of introducing APSs in G/IC facilities and POS sites as well as requiring private operators of selected STT sites to install, operate and manage APSs. In this regard, TD is planning a total of six pilot projects with a view to gaining experience in building, operating and managing different types of APSs and the associated financial arrangements. This will allow timely reviews in preparation for the wider application of APSs in government car parks and privately operated car parks for public use in future. TD has thus far 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, etc. Specifically, TD is actively considering 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, and is progressively conducting district consultation in respect of the scope of the projects. As regards the two remaining sites, TD will work with relevant departments to actively explore the preliminary technical feasibility, and then make known to the public the proposed sites in due course and consult relevant District Councils (“DCs”). In view of the recent demands relating to APSs from various DCs, TD will also consider providing APSs at suitable STT sites in other districts, having regard to the effectiveness of the pilot project at the STT site in Tsuen Wan.

(n) Implementing smart parking measures

26. Following the launch of the mobile application “HKeMobility” in July 2018, TD now offers through the mobile application a one-stop platform for convenient searches for walking and driving routes, public transport information and real-time traffic information. As at April 2019, TD disseminated through “HKeMobility” parking vacancy information of 280 public car parks involving a total of around 41 000 parking spaces.

27. From time to time, TD also appeals to other government departments to disseminate to the public parking vacancy information of car parks under their management. For commercial public car parks, TD will continue to liaise with car park operators and brief them on practical technological solutions to facilitate their adoption for collecting and disseminating parking vacancy information and data. With continued efforts, TD has received positive responses from departments and some car park operators. It is expected that the number of car parks disseminating parking vacancy information will be increased to 330 by end 2019. In addition, TD is arranging conversion of on-street parking space data (including data relating to locations and charges) to a geographic information system-enabled dataset. TD plans to upload the data to the “HKeMobility” mobile application and the Government’s Public Sector Information portal for public access upon completion of data conversion within 2019.

28. Meanwhile, TD is actively preparing for the installation of about 12 000 new generation parking meters. The installation works are scheduled to commence by batches in mid-2020 for completion in about two years. Equipped with vehicle sensors to detect whether individual parking spaces are occupied, the new parking meters will serve to provide real-time information to assist motorists in finding vacant parking spaces, thereby reducing the number of vehicles circulating on roads in search of parking spaces.

Park and Ride

29. Over the years, the Government has been providing concessions for parking facilities at public transport hubs at the fringe of busy business districts/urban areas with a view to encouraging motorists to park their vehicles and then travel to their destinations by railway or other means of public transport.

30. Discussions have been held continuously between the Government and the MTR Corporation Limited (“MTRCL”) on using existing and new railway stations as hubs for extending Park and Ride (“PnR”) facilities to car parks in the vicinity of particular MTR stations. Currently, there are 25 car parks providing PnR concessions in Hong Kong, with nine of them managed by the Housing Department (“HD”) and MTRCL, four by private companies and 12 by the Link Asset Management Limited. Altogether, they provide around 10 000 parking spaces, with a total of 3 513 being PnR parking spaces provided by the nine car parks with PnR services managed by HD and MTRCL. For the convenience of motorists switching to MTR, these nine car parks are located at or near MTR stations, including Hong Kong Station, Ocean Park Station, Kowloon Station, West Kowloon Station of the High Speed Rail, Hung Hom Station, Tsing Yi Station, Choi Hung Station, Sheung Shui Station and Kam Sheung Road Station. The Government will also continue to request MTRCL to promote existing PnR facilities, and look into the feasibility of providing PnR concessions for more car parks near MTR stations.

31. In summary, the Government attaches great importance to addressing the shortage of parking spaces, and is adopting a multi-pronged approach to increase the number of parking spaces in an orderly manner in accordance with the “single site, multiple uses” principle and through taking forward other measures including the use of technology. The Government is also actively pursuing the provision of more real-time traffic and public car parking information through TD’s one-stop platform to facilitate motorists’ planning of their trips.

Advice Sought

32. Members are invited to note the latest position of various measures as outlined above to increase the provision of car parking spaces.

Transport and Housing Bureau
Transport Department
May 2019

Number of vehicles with valid licences and number of parking spaces from 2008 to 2018

Year	Private cars (including vans)			Motorcycles			Goods vehicles (excluding vans)			Coaches and non-franchised public buses			Total (excluding other classes of vehicles)			Other classes of vehicles ³	Total number of vehicles
	Vehicles	Parking Spaces	Ratio ¹	Vehicles	Parking spaces	Ratio ¹	Vehicles	Parking spaces	Ratio ¹	Vehicles	Parking spaces	Ratio ¹	Vehicles	Parking spaces ²	Ratio ¹		
2008	424 393	617 732	1.46	37 599	25 065	0.67	68 019	45 020	0.66	7 348	4 235	0.58	537 359	692 052	1.29	37 747	575 106
2009	435 016	631 462	1.45	37 577	26 428	0.70	66 225	44 859	0.68	7 353	4 915	0.67	546 171	707 664	1.30	37 899	584 070
2010	456 992	632 824	1.38	37 967	27 031	0.71	67 431	44 964	0.67	7 366	4 756	0.65	569 756	709 575	1.25	38 040	607 796
2011	478 364	631 976	1.32	38 577	27 924	0.72	67 683	44 516	0.66	7 363	5 366	0.73	591 987	709 782	1.20	38 294	630 281
2012	500 064	641 961	1.28	39 706	30 328	0.76	67 389	43 341	0.64	7 384	4 965	0.67	614 543	720 595	1.17	38 467	653 010
2013	523 723	643 785	1.23	41 706	30 853	0.74	69 085	43 175	0.62	7 438	5 218	0.70	641 952	723 031	1.13	38 962	680 914
2014	542 202	645 837	1.19	44 330	30 698	0.69	66 358	43 782	0.66	7 488	5 395	0.72	660 378	725 712	1.10	39 162	699 540
2015	569 428	649 187	1.14	47 523	31 273	0.66	64 490	41 972	0.65	7 493	5 251	0.70	688 934	727 683	1.06	39 329	728 263
2016	584 130	661 931	1.13	49 864	32 821	0.66	64 610	43 017	0.67	7 522	5 169	0.69	706 126	742 938	1.05	39 551	745 677
2017	602 101	667 398	1.11	52 829	33 623	0.64	64 077	43 136	0.67	7 522	4 887	0.65	726 529	749 044	1.03	39 671	766 200
2018	616 220	675 264	1.10	54 920	34 690	0.63	65 422	42 108	0.64	7 629	4 847	0.64	744 191	756 909	1.02	40 243	784 434
Overall Change (2008- 2018)	+191 827 +45.2%	+57 532 +9.3%		+17 321 +46.1%	+9 625 +38.4%		-2 597 -3.8%	-2 912 -6.5%		+281 +3.8%	+612 +14.5%		+206 832 +38.5%	+64 857 +9.4%		+2 496 +6.6%	+209 328 +36.4%
Compound Annual Growth Rate	+3.8%	+0.9%		+3.9%	+3.3%		-0.4%	-0.7%		+0.4%	+1.4%		+3.3%	+0.9%		+0.6%	+3.2%

Note:

- 1 The ratio of the number of parking spaces to the number of vehicles.
- 2 The total numbers of parking spaces include the parking spaces for private cars, motorcycles, vans, medium goods vehicles, heavy goods vehicles and non-franchised public buses. The parking spaces for taxis, franchised buses, public light buses, private light buses, special purpose vehicles and government vehicles are excluded from the calculation because most of them should be parked at depots, bus stops within public transport termini as well as stands. As regards taxis, they generally operate on the road round the clock and their parking demand is mainly for short duration stay.
- 3 Other classes of vehicles include taxis, public light buses, private light buses, franchised buses, special purpose vehicles and government vehicles.

**Number of parking spaces by vehicle class and district in Hong Kong
(as at December 2018)**

District	Motorcycles	Private cars ¹	Goods Vehicles ²	Coaches and non-franchised public buses	Total ³
Central and Western	1 399	38 375	1 165	84	41 023
Wan Chai	1 027	35 653	152	115	36 947
Eastern	2 593	49 613	2 134	371	54 711
Southern	1 851	39 426	1 195	359	42 831
Yau Tsim Mong	2 051	32 995	2 386	285	37 717
Sham Shui Po	1 978	29 134	3 248	435	34 795
Kowloon City	1 883	49 093	1 539	637	53 152
Wong Tai Sin	2 235	20 834	1 290	136	24 495
Kwun Tong	4 060	45 368	3 275	196	52 899
Tsuen Wan	1 417	36 877	1 976	425	40 695
Tuen Mun	1 681	41 021	2 524	171	45 397
Yuen Long	1 706	41 246	2 135	354	45 441
North	812	21 655	1 834	77	24 378
Tai Po	966	28 621	1 191	140	30 918
Sai Kung	2 912	40 723	1 523	321	45 479
Sha Tin	2 863	72 808	2 722	219	78 612
Kwai Tsing	2 682	35 715	11 026	296	49 719
Islands	574	16 107	793	226	17 700
Total	34 690	675 264	42 108	4 847	756 909

Note:

1. Private car parking spaces can be used by private cars, taxis as well as vans, light goods vehicles and light buses with such sizes that can be accommodated within the private car parking spaces.
2. Excluding vans that can be parked at private car parking spaces.
3. The total numbers of parking spaces include the parking spaces for private cars, motorcycles, light goods vehicles, medium goods vehicles, heavy goods vehicles, coaches and non-franchised public buses. The parking spaces for taxis, franchised buses, public light buses, private light buses, special purpose vehicles and government vehicles are excluded from the calculation because most of them should be parked at depots, bus stops within public transport termini as well as stands. As regards taxis, they generally operate on the road round the clock and their parking demand is mainly for short duration stay.