立法會 Legislative Council

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Panel on Transport Meeting on 17 May 2019

Updated background brief on increasing the provision of car parking spaces

Purpose

This paper provides background information on the Government's parking policy and measures to increase the provision of car parking spaces in Hong Kong. It also summarizes the major views and concerns expressed by Legislative Council ("LegCo") Members on the subject.

Background

Present arrangements for the provision of parking spaces

- 2. Hong Kong adopts a transport policy based on public transport with railways as the backbone and about 90% of the total passenger trips are made on public transport. Yet the surge in the size of vehicle fleet (in particular the private car fleet) in recent years has aggravated road traffic congestion and brought about an adverse impact on the community.
- 3. The Government has been concerned about the supply of, and demand for, parking spaces for different types of vehicles, and understands that different types of vehicles have different parking needs. For instance, private car owners need parking spaces both near their homes and around their destinations. Goods vehicles mainly operate in daytime and hence their parking needs usually arise during night time after their drivers have finished work. Coaches need parking spaces near tourist attractions during their operations, and after their drivers have finished work at night.

- 2 -

- 4. The Government provides parking spaces mainly by the following means: (i) requiring private developers and the Hong Kong Housing Authority to provide parking spaces in their projects; (ii) through short-term tenancy ("STT") car parks; (iii) through multi-storey car parks under the management of the Transport Department ("TD"); and (iv) providing on street parking.
- 5. As at end-February 2019, the number of licensed vehicles (excluding trailers and government vehicles) in Hong Kong was **780 978**. The number of parking spaces (including public and private car parks, temporary car parks and on-street metered and non-metered parking spaces) was only about **758 643**. A breakdown of public parking spaces by commercial and non-commercial vehicles and districts is listed in **Appendix I**.
- 6. The Government's prevailing policy in the provision of parking spaces is to accord priority in considering and meeting the parking demand of commercial vehicles ("CVs"). According to the Administration, the number of CVs slightly decreased by 7% from about 77 700 in 2006 to about 72 100 in 2016, while the number of parking spaces marginally increased by 0.9% from about 47 800 to about 48 200. Since some of the CVs operate during night-time, operate and park on the Mainland, or park at non-designated parking spaces, including brownfield sites in the New Territories, the Administration considered that actual shortage of parking spaces for CVs is not as serious as depicted by the figures. Nonetheless, the shortage of parking spaces for CVs is becoming more serious owing to factors such as the taken back of STT car parks for long-term development and the development of brownfield sites in the New Territories.
- 7. In respect of private cars, ¹ there was a substantial growth in numbers from about 402 000 in 2006 to about 584 000 in 2016, representing a percentage growth of 45%, or an average annual growth rate of 3.8%. On the other hand, the number of parking spaces for private cars merely increased by 9.0% from about 607 000 to about 662 000. The Administration has all along pointed out that given the scarce land resources in Hong Kong, it cannot accommodate the growing private car fleet by providing parking spaces continuously, and has been studying various means to curb the growth of private cars. With a transport policy centred on public transport, an appropriate number of parking spaces for private cars would still be provided if the overall development permits, but such should not attract passengers of public transport to opt for private cars instead, thereby aggravating road traffic congestion.

Measures to mitigate the shortage of parking spaces

Private cars here include van-type light goods vehicles. If we consider private cars only, their growth during the period is 49%.

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- 8. In response to Members' enquiries regarding the provision of parking spaces during the Special Finance Committee ("FC") meeting held on 10 April 2019 to examine the Estimates of Expenditure for 2019-2020 on transport-related matters, the Administration said that it would actively pursue a number of measures to increase parking spaces which include:
 - (a) Designating suitable on-street locations as night-time parking spaces;
 - (b) 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;²
 - (c) Following the principle of "Single Site, Multiple Uses" to provide public car parking spaces in suitable "Government, Institution or Community" ("GIC") facilities and public open space ("POS") projects;
 - (d) Encouraging parking of school buses inside school premises after school hours;
 - (e) Providing parking spaces and picking up/settling down facilities for coaches;
 - (f) Specifying in the tenancy agreement of suitable STT car parks a minimum number of parking spaces to be reserved for CVs such as coaches and goods vehicles;
 - (g) Continuing with the consultancy study to assess the parking demand of CVs and formulating short to long term measures to address the demand; and
 - (h) Continuing with the pilot study on automated parking system ("APS") to identify pilot sites and evaluate the feasibility and applicability of various types of APS in Hong Kong.
- 9. With regard to point (c) above, the Administration added that it would make the optimal use of land and bring more benefits to the community as a whole if public parking spaces could be planned and integrated into development projects, following the principle of "Single Site, Multiple Uses". Subject to detailed technical assessment, there should be scope for the provision

2

The Hong Kong Planning Standards and Guidelines, which is compiled by the Planning Department, provides for scale, locational requirements and criteria of various land uses and facilities, including parking facilities.

of at least 1 500 public car parking spaces in suitable government facilities and POS projects over the next five years. TD would work closely with relevant bureaux and departments on this initiative.

10. In addition, further to points (g) and (h) above, TD has commenced a consultancy study on parking for CVs in December 2017 to assess the parking demand and formulate short to long term measures to address the demand. The study is scheduled to complete in end 2019. Furthermore, in early 2018, TD commenced a pilot study on the use of APS at a number of parking sites to evaluate the feasibility and applicability of APS in Hong Kong. TD targets to invite tender for the first APS pilot project in Tsuen Wan in end 2019.

Major views and concerns of Members

11. The Panel on Transport ("the Panel") held a special meeting on 11 December 2017 to receive views from members of the public on the provision of parking spaces in Hong Kong. The ensuring paragraphs summarized the major views expressed by members at the meeting and previous meetings of the Panel, as well as suggestions made by members when examining the Estimates of Expenditure for 2019-2020 on transport-related matters at the Special FC meeting held on 10 April 2019.

Parking spaces for CVs

- 12. Members expressed serious concern over the problem of insufficient parking spaces for CVs, which led to increasingly rampant illegal parking and rising number of cases of imposition of fines on drivers of CVs. They opined that, in reviewing the parking policy for CVs, the Administration should take into account the operational needs of the transport trade, particularly non-franchised buses, tour coaches and school buses where the supply of parking spaces fell short significantly of the immense demand. Noting that many brownfield sites and STT parking lots had been or would be taken back for development, members enquired how the Administration could ensure the adequate supply of parking spaces for CVs.
- 13. The Administration reiterated that its current policy in the provision of parking spaces was to accord priority to considering and meeting the parking demand of CVs. The two-year consultancy study on parking for CVs would look into the parking and loading/unloading needs of CVs in various districts. As regards parking spaces for school buses, at present government and direct subsidy schools allowed school buses to park inside school premises after school hours, and the Administration would continue to encourage other private schools to do so.

- 14. In reply to a member's enquiry on the feasibility of increasing the supply of on-street metered parking spaces to alleviate the problem of illegal parking by CVs, the Administration advised that given the current traffic condition, provision of additional metered parking spaces in a large scale would not be feasible. Instead, the Administration would consider increasing on-street night-time parking spaces for CVs at less busy road sections. A member, however opined that the above initiative might not solve the problem, but would instead create conflicts between private car owners and commercial car drivers. He urged the Administration to conducting site visits to review the situation of on-street night-time parking and exploring the designation of suitable locations for the provision of additional night-time parking spaces.
- 15. In respect of the consultancy study commissioned by TD on the parking demand by CVs, some members expressed disappointment that the study did not include taxis and container vehicles. They pointed out that many taxis were currently left idle due to difficulties in recruiting taxi drivers, and taxis parked at private car parking spaces or residential car park often attracted complaints from private car owners and residents. They requested the Administration to include these two types of vehicles in the consultancy study.
- 16. The Administration explained that as a majority of taxis operated on the road, their parking demand was of short-term duration and could be met by private car parking spaces. Having noted that many taxi drivers lived in public rental housing estates, TD had discussed with the Hong Kong Housing Authority on the provision of additional parking spaces for taxis. Since the number of licensed taxis and container vehicles remained relatively stable, the consultancy study would not cover these two types of vehicles, but the Administration would keep in view the adequacy of parking spaces for them.

Parking spaces for private cars

17. At the Panel meeting on 11 December 2017, members expressed serious concern about the rapid growth in the number of private cars and urged the Administration to take measures to control the growth. Some members suggested making reference to the quota system adopted in Singapore to control the fleet size, and that the travel pattern of private car owners should be taken into account as well. A member suggested the Administration exploring the provision of more park-and-ride facilities to encourage people living in remote areas to drive to public transport interchanges and change to public transport there. Also, members pointed out that the distribution of parking spaces was uneven amongst different districts, thereby escalated the parking space shortage of busy districts. There were also views requesting the Administration to

review the HKPSG standards and guidelines in the provision ratio of private car parking spaces from time to time to cater for the changing circumstances of the society.

18. The Administration responded that it had taken measures to contain the growth of private car fleet by raising licence fees and first registration tax as well as taking various measures to change the travel pattern of private car drivers. It further advised that the HKPSG was a living document and that the supply of parking spaces were changed as a result of past revisions to the guidelines contained therein over the past 15 years to cater for changing needs. The Administration would continue to review the HKPSG from time to time, in particular, the utilization of various types of parking spaces in different districts during day and night time. Before making revisions to the HKPSG, different stakeholders, including the transport trade would be consulted.

Installation of APS

- 19. At the Special FC meeting held on 10 April 2019, members in general welcomed the Administration's initiative of installing APS in selected districts on trial basis and enquired about details of the APS. Noting that the Administration intended to install APS in six districts including Sham Shui Po, Sheung Wan and Tsuen Wan, some members urged the Administration to include busy districts such as Yau Tsim Mong, Kwun Tong and Wong Tai Sin districts to alleviate the serious shortage of parking spaces there. A member also enquired whether the Administration would allocate more GIC sites for developing APS, and to invite private investments for the development.
- 20. The Administration took note of members' suggestions and responded that it would consult relevant stakeholders regarding the implementation of APS in different districts. As regards the types of APS model to be installed, it would depend on factors such as technical feasibility and space requirement of the model and the demand for parking spaces and infrastructure of the relevant districts. In deciding whether to invite private investments for developing APS on GIC sites, TD would work with the Lands Department in identifying more suitable GIC sites and explore whether it was feasible to extend the tenancy period of the sites so as to increase its attractiveness for private investors. The Administration would also need to evaluate the financial viability of operating an APS before inviting tenders for designing and building an APS in various districts in future.

Multi-story car parks managed by TD

21. Some members were concerned that for the purpose of redevelopments, many public car park buildings, such as Yau Ma Tei Multi-storey Carpark

("YMTMCP"), Middle Road Car Park in Tsim Sha Tsui, and Murray Road Multi-storey Carpark, Star Ferry Carpark and Rumsey Street Carpark in Central and Western District, would be demolished. This would critically aggravate the shortage of car parking spaces in the districts.

22. In response, the Administration explained that before the demolition of a public car park building, the Administration would conduct a traffic impact assessment to review the demand for parking facilities in the area concerned and determine the number of parking spaces to be reprovisioned. It would make reference to the HKPSG in planning for the provision of parking spaces. For example, before demolishing YMTMCP to facilitate construction of the Central Kowloon Route, the Administration would provide other parking spaces in STT car parks in the vicinity. The Administration also reconfirmed at the Special FC meeting held on 10 April 2019 that the reprovisioning of a car park in Ferry Street of Yau Ma Tei district was under planning. However, members were still worried that as the number of parking spaces to be reprovisioned after demolition of existing public car park buildings would be fewer than originally provided, the parking needs in the districts concerned would unlikely be met.

Parking vacancy information

23. Members also urged the Administration to step up efforts in the provision of real-time parking vacancy information to the public through the use of advanced technology. In response to a Council question on 22 November 2017, the Administration advised that TD had been liaising with the operators of commercial public car parks to encourage them to open up their car park information and vacancy data so that interested organizations or parties could make use of the data on the portal at "data.gov.hk" to develop applications;³ and updated the Hong Kong eRouting smartphone application in 2016 to disseminate real-time parking data of about 50 car parks (including government car parks) to help motorists search for parking spaces. In addition, the new generation of parking meter system which planned to be installed by phases starting from early 2020 onwards for completion in 2022 would support remote payment of parking fees through mobile applications. It would also enable drivers to learn about the availability of on-street parking spaces through mobile applications so that drivers were able to make informed choice of suitable driving routes.

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[&]quot;data.gov.hk" is an online web interface provided by the Office of the Government Chief Information Officer to the public for obtaining certain public sector information for commercial or non-commercial purposes free-of-charges. The datasets are provided by various government departments, and public and private organizations.

Latest position

24. The Administration will brief the Panel the latest situation on increasing the provision of car parking spaces at the meeting to be held on 17 May 2019.

Relevant papers

25. A list of relevant papers is in **Appendix II**.

Council Business Division 4
<u>Legislative Council Secretariat</u>
10 May 2019

1. The numbers of public parking spaces for commercial vehicles and non-commercial vehicles by districts as at February 2019 were as follows:

	Non-	-Commercial veh	nicle parking sp	paces	Commercial vehicle parking spaces			
District	Public car parks	On-street metered parking spaces	Temporary car parks	Others*	Public car parks	On-street metered parking spaces	Temporary car parks	Others*
Central & Western	10 148	443	45	29 233	497	106	236	416
Wan Chai	10 515	954	0	29 260	78	24	0	424
Eastern	11 437	383	1 354	35 127	407	112	302	1 432
Southern	7 585	592	196	32 750	647	85	98	721
Yau Tsim Mong	14 080	1 478	456	19 596	1 691	465	78	437
Sham Shui Po	8 774	1 165	666	20 545	1 905	155	474	1 149
Kowloon City	6 726	2 203	1 271	41 360	560	228	796	592
Wong Tai Sin	5 885	279	358	16 556	163	117	96	1 050
Kwun Tong	13 743	375	1 070	34 248	889	90	160	2 331
Tsuen Wan	8 643	467	2 030	27 175	990	42	170	1 199

	Non-	Non-Commercial vehicle parking spaces			Commercial vehicle parking spaces			
District	Public car parks	On-street metered parking spaces	Temporary car parks	Others*	Public car parks	On-street metered parking spaces	Temporary car parks	Others*
Tuen Mun	7 282	993	1 807	32 575	755	166	470	1 304
Yuen Long	8 241	755	1 078	32 918	401	203	87	1 781
North	3 361	899	2 347	15 887	275	199	410	1 027
Tai Po	4 796	1 262	1 145	22 276	188	175	148	820
Sai Kung	8 402	981	2 676	31 921	246	222	156	1 257
Sha Tin	14 707	1 369	2 586	57 107	855	207	290	1 589
Kwai Tsing	8 982	385	2 378	26 660	1 911	125	5 520	3 793
Island	7 280	154	67	9 184	361	40	0	618
Total	160 587	15 137	21 530	514 378	12 819	2 761	9 491	21 940

^{*} Including parking spaces at private car parks and on-street non-metered parking spaces.

Updated background brief on increasing the provision of car parking spaces

List of relevant papers

Date of meeting	Panel/ Committee	Minutes/Paper	LC Paper No.
3.12.2014	Council meeting	Hon Frankie YICK Chi-ming raised a question on parking spaces for school private light buses	http://www.info.gov.hk/gia/ge neral/201412/03/P201412020 812.htm
11.2.2015	Council meeting	Hon Andrew LEUNG Kwan-yuen raised a question on supply of parking spaces	http://www.info.gov.hk/gia/ge neral/201502/11/P201502110 407.htm
12.5.2015	Panel on Transport ("TP")	Administration's paper	CB(4)922/14-15(04) http://www.legco.gov.hk/yr14 -15/english/panels/tp/papers/t p20150512cb4-922-4-e.pdf
		Minutes of the meeting	CB(4)85/15-16 http://www.legco.gov.hk/yr14 -15/english/panels/tp/minutes/ tp20150512.pdf
24.6.2015	Council meeting	Hon Frankie YICK Chi-ming raised a question on parking facilities	http://www.info.gov.hk/gia/ge neral/201506/24/P201506240 562.htm
4.11.2015	Council meeting	Hon CHAN Han-pan raised a question on provision of parking spaces	http://www.info.gov.hk/gia/ge neral/201511/04/P201511040 664.htm

Date of	Panel/	Minutes/Paper	LC Paper No.
meeting 16.12.2015	Committee TP	Administration's paper	CB(4)344/15-16(03)
10.12.2013		Temmstration's paper	http://www.legco.gov.hk/yr15 -16/english/panels/tp/papers/t p20151216cb4-344-3-e.pdf
		Background brief	CB(4)344/15-16(04) http://www.legco.gov.hk/yr15 -16/english/panels/tp/papers/t p20151216cb4-344-4-e.pdf
		Follow-up paper	CB(4)1065/15-16(01) http://www.legco.gov.hk/yr15 -16/english/panels/tp/papers/t p20151216cb4-1065-1-e.pdf
		Minutes of the meeting	CB(4)1270/15-16 http://www.legco.gov.hk/yr15 -16/english/panels/tp/minutes/ tp20151216.pdf
5.1.2016	TP	Minutes of the meeting	CB(4)1277/15-16 http://www.legco.gov.hk/yr15 -16/english/panels/tp/minutes/ tp20160105.pdf
6.1.2016	Council meeting	Hon Frankie YICK Chi-ming raised a question on parking facilities	http://www.info.gov.hk/gia/ge neral/201601/06/P201601060 439.htm
20.1.2016	Council meeting	Hon WONG Kwok-kin raised a question on provision of parking spaces and enforcement actions against illegal parking	http://www.info.gov.hk/gia/ge neral/201601/20/P201601200 570.htm
11.5.2016	Council meeting	Hon Alice MAK Mei-kuen raised a question on parking facilities	http://www.info.gov.hk/gia/ge neral/201605/11/P201605110 446.htm

Date of meeting	Panel/ Committee	Minutes/Paper	LC Paper No.
2.11.2016	Council meeting	Hon Frankie YICK Chi-ming raised a question on parking spaces for school private light buses	http://www.info.gov.hk/gia/ge neral/201611/02/P201611020 0677.htm
11.1.2017	Council meeting	Hon Hon Mrs Regina Ip raised a question on combat illegal parking	http://www.info.gov.hk/gia/ge neral/201701/11/P201701110 0285.htm
20.1.2017	TP	Administration's paper	CB(4)413/16-17(03) http://www.legco.gov.hk/yr16 -17/english/panels/tp/papers/t p20170120cb4-413-3-e.pdf
15.2.2017	Council meeting	Hon Hon Frankie Yick raised a question on parking spaces in Central and Western District	http://www.info.gov.hk/gia/ge neral/201702/15/P201702150 0384.htm
21.3.2017 5.5.2017 23.5.2017 19.6.2017 24.10.2017	Subcommittee on Two Proposed Resolutions under the Fixed Penalty (Traffic Contraventions) Ordinance and the Fixed Penalty (Criminal Proceedings) Ordinance	Minutes of the meeting	CB(4)918/16-17 http://www.legco.gov.hk/yr16 -17/english/hc/sub_leg/sc106/ minutes/sc10620170321.pdf CB(4)1371/16-17 http://www.legco.gov.hk/yr16 -17/english/hc/sub_leg/sc106/ minutes/sc10620170505.pdf CB(4)1430/16-17 http://www.legco.gov.hk/yr16 -17/english/hc/sub_leg/sc106/ minutes/sc10620170523.pdf CB(4)1551/16-17 http://www.legco.gov.hk/yr16

Date of	Panel/	Minutes/Paper	LC Paper No.
meeting	Committee	•	-17/english/hc/sub_leg/sc106/ minutes/sc10620170619.pdf
			CB(4)270/17-18
			http://www.legco.gov.hk/yr16 -17/english/hc/sub_leg/sc106/ minutes/sc10620171024.pdf
		Follow-up paper	CB(4)932/16-17(02)
			http://www.legco.gov.hk/yr16 -17/english/hc/sub_leg/sc106/ papers/sc10620170505cb4-93 2-2-e.pdf
			CB(4)1028/16-17(03)
			http://www.legco.gov.hk/yr16 -17/english/hc/sub_leg/sc106/ papers/sc10620170523cb4-10 28-3-e.pdf
			CB(4)1232/16-17(02)
			http://www.legco.gov.hk/yr16 -17/english/hc/sub_leg/sc106/ papers/sc10620170619cb4-12 32-2-e.pdf
			CB(4)1374/16-17(01)
			http://www.legco.gov.hk/yr16 -17/english/hc/sub_leg/sc106/ papers/sc10620170619cb4-13 74-1-e.pdf
5.4.2017	Finance Committee (Special meeting)	Replies to initial written questions raised by Finance Committee members in examining the	http://www.legco.gov.hk/yr16 -17/english/fc/fc/w_q/thb-t-e. pdf

Date of meeting	Panel/ Committee	Minutes/Paper	LC Paper No.
g		Estimates of Expenditure 2017-2018 (Session No.: 13) (Questions Serial Nos. 0481, 0738, 0748, 0797, 0830, 0984, 1061, 1070, 1975, 2331, 2345, 2909, 3235, 3465 and 6508)	
19.5.2017	TP	Administration's paper	CB(4)1021/16-17(09) http://www.legco.gov.hk/yr16 -17/english/panels/tp/papers/t p20170519cb4-1021-9-e.pdf
		Background brief	CB(4)1021/16-17(10) http://www.legco.gov.hk/yr16 -17/english/panels/tp/papers/t p20170519cb4-1021-10-e.pdf
		Minutes of the meeting	CB(4)13/17-18 http://www.legco.gov.hk/yr16 -17/english/panels/tp/minutes/ tp20170519.pdf
		Follow-up paper	CB(4)1549/16-17(01) http://www.legco.gov.hk/yr16 -17/english/panels/tp/papers/t p20170519cb4-1549-1-e.pdf
1.11.2017	Council meeting	Hon Dr Hon Elizabeth Quat raised a question on supply of parking spaces in Ma On Shan	http://www.info.gov.hk/gia/ge neral/201711/01/P201710310 0748.htm
15.11.2017	Council meeting	Hon Dr Hon Priscilla Leung raised a question on combat illegal	http://www.info.gov.hk/gia/ge neral/201711/15/P201711140 0689.htm

Date of meeting	Panel/ Committee	Minutes/Paper	LC Paper No.
		parking in Kowloon City, To Kwa Wan and Hung Hom	
22.11.2017	Council meeting	Hon Hon Jimmy Ng raised a question on parking spaces	http://www.info.gov.hk/gia/ge neral/201711/22/P201711220 0307.htm
24.11.2017	House Committee	Report of the Subcommittee on Two Proposed Resolutions under the Fixed Penalty (Traffic Contraventions) Ordinance and the Fixed Penalty (Criminal Proceedings) Ordinance	CB(4)254/17-18 http://www.legco.gov.hk/yr17 -18/english/hc/papers/hc2017 1124cb4-254-e.pdf
11.12.2017	TP	Updated background brief	CB(4)326/17-18(01) https://www.legco.gov.hk/yr1 7-18/english/panels/tp/papers/ tp20171211cb4-326-1-e.pdf
		Minutes of meeting	CB(4)1447/17-18 https://www.legco.gov.hk/yr1 7-18/english/panels/tp/minute s/tp20171211.pdf
28.2.2018	Council meeting	Hon Christopher CHEUNG raised a question on unlawful occupation of on-street metered parking spaces	https://www.info.gov.hk/gia/g eneral/201802/28/P20180228 00258.htm?fontSize=1
28.11.2018	Council meeting	Hon Frankie YICK raised a question on provision of parking spaces in Kowloon East	https://www.info.gov.hk/gia/g eneral/201811/28/P20181127 00778.htm

Date of meeting	Panel/ Committee	Minutes/Paper	LC Paper No.
3.4.2019	Council meeting		
		_	eneral/201904/03/P20190403
		increasing the number	00471.htm?fontSize=1
		of parking spaces	
		Hon Michael TIEN	https://www.info.gov.hk/gia/g
		raised a question on	eneral/201904/03/P20190403
		illegal parking	<u>00283.htm</u>

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