

立法會

Legislative Council

LC Paper No. CB(4)1639/20-21(03)

Ref. : CB4/PL/TP

Panel on Transport Meeting on 19 October 2021

Background brief on traffic and transport studies

Purpose

This paper provides background information on public transport studies conducted by the Administration and summarizes the major views and concerns expressed by the Panel on Transport ("the Panel") on the subject.

Background

Comprehensive Transport Studies ("CTS")

2. The Government has conducted three CTS in the past. In the 1970s, in view of the new town development in the New Territories, the Government conducted the first CTS, which covered the provision of roads to connect the new towns and the urban areas, construction of the Mass Transit Railway ("MTR"), and the electrification and double tracking of the Kowloon-Canton Railway, etc. Later in the 1980s, the Government decided to construct a new airport at Chep Lap Kok and promote port development, and therefore conducted the second CTS. In 1997 after the Reunification, the Government conducted the third CTS in view of the population growth in Hong Kong and the upsurge in demand for cross-boundary traffic.

3. Based on the finding of the third CTS ("CTS-3") which was completed in 1999 with the planning horizon extended to 2016, the Government formulated in the same year "Hong Kong Moving Ahead: A Transport Strategy for The Future" focusing on five transport strategies: (i) better integration of transport and land use planning; (ii) better use of railways as the backbone of the passenger transport system; (iii) provision of better public transport services and facilities; (iv) wider use of advanced technologies in traffic management; and (v) implementation of more environmental-friendly transport measures. According to the Administration, various policy recommendations covered under "Hong

Kong Moving Ahead: A Transport Strategy for The Future" has all been implemented.

Call for the Fourth CTS ("CTS-4")

4. In view of the change in demand for public transport service following the development of new towns and implementation of new transport initiatives, some Panel members urged the Administration to carry out CTS-4 to take forward planning for the development of the transport system in the next decade and to position the development of various transport modes. At the Panel meeting on 18 July 2014, members proposed to set up a subcommittee to discuss the future CTS in Hong Kong.

5. In response, the Secretary for Transport and Housing wrote to the Panel expressing the Administration's plan to commission a Public Transport Strategy Study ("PTSS") to examine the medium and long-term overall arrangement of public transport services in Hong Kong. The Administration explained that the five broad directions mapped out under CTS-3 as listed in paragraph 3 remained valid from the policy perspective. Meanwhile, the Administration completed the study for the Review and Update of the "Railway Development Strategy ("RDS") 2000.¹ The Government had therefore no intention to commission CTS-4 as proposed by individual Panel members at that time.

PTSS

6. The objective of PTSS is to ensure complementarity among the different public transport modes, while affording the community reasonable modal choices. Since late 2014, the Administration has progressively conducted PTSS to systematically review the roles and positioning of public transport services other than heavy rail, and to study more time-sensitive topical issues that were of concern to the public transport trades.² During the course of the study, views of the stakeholders has been canvassed through various channels. In the three legislative sessions of 2014-2015, 2015-2016 and 2016-2017, the Administration has reported to the Panel the progress and outcomes of the studies on the eight topical issues successively. In June 2017, the Administration completed the entire PTSS and reported the recommendations of PTSS to the Panel on 16 June

¹ RDS 2000 was announced in May 2000. It mapped out the railway network expansion plan for Hong Kong up to the year 2016. In 2014, the Government published RDS 2014 which recommended seven new railway projects within the planning period up to 2031.

² PTSS comprised two parts, namely the Role and Positioning Review and the Topical Study. The eight issues covered under the Topical Study included franchised bus service, outcome of the review on taxi fuel surcharge, taxi service, school bus service, seating capacity of public light buses ("PLBs"), statutory cap on the number of PLBs, role and long-term financial viability of ferries and accessible transport facilities for people with disabilities.

2017.³ At the meetings on 22 January and 18 May 2018, the Panel was briefed on the implementation progress of the measures under PTSS, and received public views on the subject at the January meeting.

Traffic and Transport Strategy Study ("TTSS")

7. The Chief Executive has mentioned in the 2020 Policy Address that the Government would carry out a comprehensive TTSS. In reply to a Member's oral question raised at the Legislative Council meeting on 13 January 2021,⁴ the Administration has advised that TTSS will make reference to and introduce suitable innovative transport models and technology to promote green transport and reduce emission. Besides, it will explore the enhancement of public transport services and encourage the use of public transport. The Administration's goal is to set out a forward-looking long-term traffic and transport strategies for maintaining a safe, reliable, environmentally friendly and efficient traffic and transport system in future.

Major views and concerns of members

Continued call for conducting CTS

8. As CTS-3 formulated transport strategy up to 2016 only, some members suggested conducting CTS-4 given that Hong Kong has experienced substantial changes over the past 20 years, including the increase in population, development of new towns, expansion in cross-boundary traffic and the implementation of new public transport initiatives. Also, inadequate public transport services were apparent in fast-developing areas such as the New Territories West, causing serious congestion problems. On the other hand, with the commencement of new railway lines, many public transport operators were operating at a loss and therefore under pressure of fare increase to maintain their operation. Members opined that the conduct of CTS-4 could provide useful insight for the Administration to formulate future transport strategy in a holistic and sustainable manner.

9. The Administration advised that after completion of CTS-3, the Government has been conducting different studies, including PTSS, RDS and also topical transport studies such as congestion charging. The studies on different transport topics could basically serve the purpose of a CTS. In the longer term, the Administration would commence the "Strategic Studies on Railways and Major Roads Beyond 2030" to investigate the layout of railway and major roads infrastructures, such that the planning of large-scale transport infrastructures that

³ See [LC Paper No. CB\(4\)1176/16-17\(03\)](#).

⁴ [Legislative Council Question 6: Traffic and transport studies raised by Hon CHAN Han-pan.](#)

could facilitate or even reserve capacity to satisfy Hong Kong's overall long term demand on land supply.

10. On meeting the transport demand of new development areas such as New Territories West, the Administration advised that it would continuously enhance public transport networks having regard to local developments, demographic changes, completion of transport facilities and the operation and service levels of the existing public services and so forth. In taking forward land or housing development projects, relevant government departments or developers should conduct a traffic impact assessment to suitably adjust the scale of development or implement suitable traffic improvement and mitigation measures to maintain smooth traffic flow in the districts.

11. When the Panel discussed the implementation of PTSS at the meeting on 18 May 2018, members considered that PTSS did not help to solve the existing problems of public transport system and lacked a comprehensive blueprint as well as short, medium-and-long-term objectives and strategies. Issues such as the operational service models between all existing forms of public transport, the applications of new forms of transportation, way forward for e-hailing car services, promotion of commuting by bicycles and improvement to the pedestrian environment were not well-addressed. The Panel passed a motion urging the Administration to launch CTS-4 expeditiously and report the progress to the Panel on a regular basis. Wording of the motion is in **Appendix I**.

Implementation of measures recommended under PTSS

12. Members expressed views on different transport modes when discussing measures recommended under PTSS. On franchised buses, members expressed concern about bus service frequency as the Administration had been using bus occupancy rates as the main consideration for adjusting bus frequency, which was six persons (standing) per square metre. However, such calculation neglected the situation of full buses. A motion was passed urging the Administration to make legislative amendments to revise the standard of having the number of standees per square metre from six to four, in line with the practice of the MTR Corporation Limited. Another motion was passed at the meeting on 18 May 2018 requesting the Administration to consult the public and district councils before making changes to the routes and frequencies of franchised bus services. Wording of the motions is in **Appendix I**.

13. The Administration explained that the standard of the maximum number of standing passengers that a bus might carry under the relevant legislation was set from safety perspective. When reviewing the service frequency of bus routes, the Transport Department would consider all relevant factors holistically and flexibly, including passenger demand and traffic conditions. The

Administration would also actively review franchised bus services regularly and closely communicate with relevant stakeholders including District Councils and local residents.

14. In respect of the provision of personalized and point-to-point public transport services, some members proposed stepping up sanctions involving taxi driver malpractices to enhance the deterrent effect against breaches of legislation. A motion was passed suggesting installing cameras inside taxi compartments to help adducing evidence against offending taxi drivers. In response, the Administration advised that installation of cameras inside taxi compartments might cause privacy concerns for passengers. In addressing the service quality of taxi, apart from introducing an offence points system to enhance the deterrent effect against malpractices of taxi drivers, it was proposed to impose heavier penalties on repeated offenders. The motion passed is in **Appendix I**.

15. Having regard to the commissioning of Hong Kong-Zhuhai-Macao Bridge and Liantang/Heung Yuen Wai Boundary Control Point, some members pointed out that there might be significant changes in the traffic volume of existing road-based boundary control points connecting Hong Kong and the Mainland. An enquiry was made on whether the Administration would conduct a comprehensive review on cross-boundary transport services, including non-franchised bus services. The Administration advised that it would communicate closely with the Mainland authorities and monitor the situation to ensure smooth cross-boundary traffic flow. In the long-run, the Administration would carry out the Strategic Studies on Railways and Major Roads beyond 2030" under which traffic demand of Hong Kong from 2031 to 2041 or beyond would be carefully reviewed.

Latest position

16. The Administration will give an update on TTSS at the Panel meeting to be held on 15 October 2021.

Relevant papers

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

交通事務委員會

在2018年5月18日會議上通過
"公共交通策略研究建議措施的推行進展"的議案

1. 本委員會認為政府公共交通策略研究的推行進展匯報反映該策略研究無助改善現行交通布局的問題。在現有公共交通工具的分工、新興交通工具的應用、網約車未來路向、推廣單車出行及改善行人環境等議題上欠周全藍圖、短中長期目標及策略。

本委員會再次要求政府盡快開展第四次整體運輸研究，處理上述議題及訂定周全藍圖、短中長期目標及策略，並定期向本會匯報進度。

現時公共交通規劃是以現有班次及路線的載客率作為主導因素，當局沒有全面研究香港交通需求的分布。

本委員會要求加入"需求主導"的規劃因素，由政府大規模定期收集匿名的車程資訊，再透過大數據分析香港的交通需求分布及出行習慣，從而規劃出更準確及符合長遠需求的公共交通服務。

(Translation)

1. This Panel considers that the Government's report on the implementation progress of measures under the Public Transport Strategy Study ("PTSS") has reflected that PTSS does not help improve the problems concerning the existing arrangement of the public transport system. It lacks a comprehensive blueprint as well as short, medium and long-term objectives and strategies on issues including the operational service models between all the existing forms of public transport, the application of new forms of transportation, the way forward for e-hailing car services, promotion of commuting by bicycles, and improvement to the pedestrian environment.

This Panel requests the Government once again to expeditiously launch the Fourth Comprehensive Transport Study to deal with the above issues and devise a comprehensive blueprint and short, medium and long-term

objectives and strategies, and report the progress to this Panel on a regular basis.

At present, the existing service frequencies and route occupancy rates are dominant factors in public transport planning. The authorities have not conducted any comprehensive review of the distribution of traffic demands in Hong Kong.

This Panel requests that a "demand-driven" factor be included in such planning, whereby the Government collects anonymous vehicle journey information on a large scale and on a regular basis, and conducts analyses on the distribution of traffic demands and travelling patterns of commuters in Hong Kong through the use of big data, thereby mapping out plans for public transport services which are more accurate and able to cope with the long-term needs.

2. 現時政府以載客率作為加減巴士班次的主要考慮因素，但當局錯誤假設巴士每平方米可站立6人，令滿載情況長期被當局低估或忽略，無法改善班次。

本委員會要求政府修例將每平方米的標準由6人改為4人，與現時港鐵的做法看齊。

(Translation)

2. The Government currently adopts bus occupancy rates as the main consideration for increasing or reducing bus frequencies. However, it has wrongly assumed that a bus can accommodate six persons (standing) per square metre, resulting in its underestimation and neglect of the situation of full buses for a long time and the absence of any improvement to bus frequencies.

This Panel requests that the Government make legislative amendments to revise the standard per square metre from six persons to four persons in line with the practice of the MTR Corporation Limited.

3. 政府正研究引入的士司機牌照扣分制，以加強阻嚇違例情況。相關罪行難以取證，經常會出現司機和乘客各說各話的情況。現時已有的士團體先行先試落實安裝車廂攝錄機，其攝錄機只會拍攝司機的容貌，司機和乘客普遍接受，成效顯著。因此，本會促請政府加重罰則的同時，研究落實的士安裝攝錄機讓執法部門更易取證，同時保障司機和乘客，並達到減少罪案發生的效果。

(Translation)

3. The Government is exploring the introduction of a demerit point system for taxi driving licences with a view to enhancing the deterrent effect against breaches of legislation. As it is difficult to gather evidence for the relevant offences, situations of drivers and passengers telling their own stories arise frequently. Some taxi organizations have installed cameras inside taxi compartments on a pioneer basis. As such cameras will only capture the faces of drivers, the arrangement is generally acceptable to both drivers and passengers and the effect is significant. Therefore, this Panel urges the Government to, while imposing heavier penalties, explore the implementation of the arrangement to install cameras inside taxi compartments to make the gathering of evidence easier for law enforcement agencies, so as to protect both drivers and passengers and reduce crimes at the same time.

Background brief on the traffic and transport studies

List of relevant papers

Date of meeting	Meeting	Minutes/Paper	LC Paper No.
21.11.2012	Council Meeting	Hon Frankie YICK raised a question on comprehensive transport studies	
25.11.2014	Panel on Transport ("TP")	Administration's paper on Public Transport Strategy Study—Workplan	CB(1)238/14-15(06)
		Minutes of meeting	CB(4)437/14-15
9.2.2015	TP	Minutes of meeting	CB(4)1040/14-15
20.3.2015	TP	Administration's paper on Public Transport Strategy Study—Franchised bus service	CB(4)655/14-15(04)
		Administration's follow-up paper	CB(4)1459/14-15(01)
		Minutes of meeting	CB(4)1293/14-15
14.4.2015	TP	Minutes of meeting	CB(4)1436/14-15
17.4.2015	TP	Administration's paper on Public Transport Strategy Study—Provision of student service vehicle	CB(4)763/14-15(03)
		Minutes of meeting	CB(4)1418/14-15

Date of meeting	Meeting	Minutes/Paper	LC Paper No.
5.5.2015	TP	Minutes of meeting	CB(4)209/15-16
12.5.2015	TP	Administration's paper on Public Transport Strategy Study—Seating capacity of public light buses	CB(4)922/14-15(06)
		Minutes of meeting	CB(4)85/15-16
16.6.2015	TP	Administration's paper on Public Transport Strategy Study—Taxi service	CB(4)1143/14-15(03)
		Administration's follow-up paper	CB(4)106/15-16(01)
		Minutes of meeting	CB(4)165/15-16
17.7.2015	TP	Administration's paper on Public Transport Strategy Study—taxi fuel surcharge	CB(4)1306/14-15(03)
		Minutes of meeting	CB(4)228/15-16
6.11.2015	TP	Administration's paper on Public Transport Strategy Study Topical Study— review on the statutory cap on the number of public light buses	CB(4)119/15-16(06)
		Administration's paper on taxi service	CB(4)119/15-16(08)
		Administration's follow-up paper	CB(4)267/15-16(01)

Date of meeting	Meeting	Minutes/Paper	LC Paper No.
		Minutes of meeting	CB(4)513/15-16
15.4.2016	TP	Administration's paper on Public Transport Strategy Study Topical Study—Mid-term review for ferry services of the current licence period	CB(4)831/15-16(03)
		Administration's paper on Public Transport Strategy Study Topical Study—Barrier-free facilities of public transport services	CB(4)831/15-16(05)
		Minutes of meeting	CB(4)1321/15-16
21.6.2016	TP	Administration's paper on Public Transport Strategy Study—Role and Positioning Review on premium taxis and increasing the seating capacity of public light buses	CB(4)1124/15-16(01)
		Minutes of meeting	CB(4)1315/15-16
21.4.2017	TP	Administration's paper on Public Transport Strategy Study Role and Positioning Review—Personalized and point-to-point transport services	CB(4)666/16-17(05)
		Minutes of meeting	CB(4)1616/16-17

Date of meeting	Meeting	Minutes/Paper	LC Paper No.
16.6.2017	TP	Administration's paper on Public Transport Strategy Study	CB(4)1176/16-17(03)
		Administration's follow-up paper	CB(4)1381/16-17(01)
		Administration's response to the motions passed at the meeting on 16 June 2017	CB(4)1581/16-17(01)
		Minutes of meeting	CB(4)177/17-18
28.6.2017	Council meeting	Council question raised by Hon Andrew WAN Siu-kin on personalized and point-to-point transport services	
		Council question raised by Hon Michael TIEN Puk-sun on encouraging members of public to use public transport	
18.10.2017	Council Meeting	Council question raised by Hon Kenneth LAU Ip-keung on traffic situation in Yuen Long	
22.1.2018	TP	Administration's paper on Transport Public Transport Strategy Study—Implementation progress of measures	CB(4)490/17-18(01)
		Minutes of meeting	CB(4)1465/17-18
--	TP	Letter dated 29 January 2018 from Hon Frankie YICK Chi-ming to the Administration on the observations and opinions expressed by members and deputations/individuals	CB(4)714/17-18(01) CB(4)714/17-18(02)

Date of meeting	Meeting	Minutes/Paper	LC Paper No.
		on the Public Transport Strategy Study and the Administration's response	
18 May 2018	TP	Administration's paper on Transport Public Transport Strategy Study—Implementation progress of measures	CB(4)1072/17-18(05)
		Updated background brief on the Public Transport Strategy Study	CB(4)1072/17-18(06)
		Minutes of meeting	CB(4)570/18-19
13 January 2021	Council meeting	Council question raised by Hon CHAN Han-pan on traffic and transport studies	