

CHAPTER 9

Transport Department

<p>Provision of public transport interchanges adjacent to railway stations</p>

**Audit Commission
Hong Kong
25 October 2011**

This audit review was carried out under a set of guidelines tabled in the Provisional Legislative Council by the Chairman of the Public Accounts Committee on 11 February 1998. The guidelines were agreed between the Public Accounts Committee and the Director of Audit and accepted by the Government of the Hong Kong Special Administrative Region.

Report No. 57 of the Director of Audit contains 12 Chapters which are available on our website at <http://www.aud.gov.hk>.

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PROVISION OF PUBLIC TRANSPORT INTERCHANGES ADJACENT TO RAILWAY STATIONS

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PART 1: INTRODUCTION

1.1 This PART describes the background to the audit and outlines the audit objectives and scope.

Background

1.2 A **public transport interchange (PTI)** is a facility where passengers can board a particular mode of transport (e.g. railway, bus, minibus, taxi and ferry) or change from one mode to another. It also provides space for boarding and alighting of passengers, and for stacking and temporary parking of vehicles (Note 1). A typical PTI may contain termini for buses and public light buses, taxi stands and general loading and unloading bays for vehicles. According to the Hong Kong Planning Standards and Guidelines (Note 2), PTIs should be conveniently located and provide a comfortable environment as far as possible in order to encourage public ridership.

Planning of PTI

1.3 The **Transport Department (TD)** oversees the overall planning of PTIs, and is responsible for planning PTIs for new developments. The planning of PTIs is usually included in:

- (a) transport studies such as railway development studies; and
- (b) the planning of new development and redevelopment programmes by the **Planning Department (PlanD)** or the **Housing Department (HD)**.

1.4 According to the TD:

- (a) PTIs should be provided off-street as far as possible;
- (b) the planning of a PTI involves:

Note 1: *A stacking space is provided for temporary parking of vehicles during which drivers may take a short break.*

Note 2: *The Guidelines were issued by the Planning Department which set out the criteria for determining the scale, location and site requirements of various land uses and facilities.*

- (i) broad transport network assessments to ascertain the transport service needs;
 - (ii) estimations of demand for different transport services and routes; and
 - (iii) assessments of space requirements and the number of bays required (Note 3); and
- (c) in designing a PTI, consideration should be given to land availability, cost, road networks, planning developments and details of the public transport services such as number of vehicles, transport service schedules, platform arrangements and interfaces among different modes of transport as well as the provision of facilities for passengers and transport operations.

1.5 PTI projects are usually implemented under the Public Works Programme and funded under the Capital Works Reserve Fund.

Responsibilities of government departments

1.6 Apart from the TD, several government departments may also provide input to the designs and layouts of new PTIs where appropriate. These include the **Highways Department (HyD)**, the **PlanD**, the **HD**, the **Civil Engineering and Development Department (CEDD)** and the **Tourism Commission (TC)**. The **Architectural Services Department (ArchSD)**, the **CEDD**, the **HD** and the **HyD** are responsible for seeking funding and implementing pertinent PTI projects. In order to minimise interfacing problems, the construction of PTIs are sometimes entrusted to the MTR Corporation or private developers. The completed PTIs are usually handed over to the Government for management and maintenance. The following government departments are responsible for the maintenance of government-owned PTIs:

- (a) the HyD for road surface, and traffic and lighting facilities;
- (b) the Electrical and Mechanical Services Department for electrical and mechanical installations; and
- (c) the ArchSD for the building structure of PTIs.

Note 3: *According to the TD's Transport Planning and Design Manual, for each bus route terminating at a PTI, a bus bay with a length of three spaces (one for boarding/alighting and two for stacking) should be provided.*

For covered PTIs located beneath buildings within public housing developments, the Housing Authority (or the HD) is responsible for their management and maintenance.

1.7 As of August 2011, of the 286 PTIs provided territory-wide, about 80 (28%) were adjacent to railway stations, providing terminating, passing and transport interchanging facilities to serve passengers of railway and other road-based public transport modes.

Provision of PTIs

1.8 According to the third Comprehensive Transport Study (CTS — Note 4) of 1999, railway should form the backbone of the public transport system, and additional PTIs and related feeder bus services should be provided to encourage the use of the passenger rail system. According to the TD, in order to facilitate passenger interchange between different public transport modes, a PTI will be provided adjacent to each railway station, subject to availability of land and having regard to the planned provision of interchange facilities in the vicinity.

1.9 Since the promulgation of the first Railway Development Strategy in 1994 (Note 5), nine railway lines have been commissioned (see Appendix A), and 28 PTIs adjacent to railway stations (see Appendix B) have been provided. As of August 2011, eight railway projects were under construction or planning (see Appendix C). Where necessary, new PTIs may be constructed to serve these new railway developments.

1.10 In planning and implementing railway developments, the **Railway Development Office** of the HyD is responsible, in collaboration with the TD, for:

- (a) liaising with relevant government departments by circulating preliminary layouts and detailed designs of railway-related PTIs among them for comments; and

Note 4: *The first CTS was completed in 1976 mapping out the broad framework for development of the transport infrastructure up to 1991. In 1989, the second CTS which evaluated the transport requirements up to 2001 was completed. Its recommendations formed the basis of the White Paper on Transport Policy published in 1990. In order to extend the planning horizon to 2016, the third CTS was commissioned in 1997 and was completed in 1999.*

Note 5: *The Strategy set out a railway development programme for passengers and freight up to 2011.*

- (b) chairing the Station and Transport Integration Committee (STIC — Note 6) to consider and approve where appropriate the station designs and related facilities.

Railway-related PTIs may fall within the scope of Essential Public Infrastructure Works (EPIW), which include the provision of pedestrian walkways, access roads and PTIs. EPIW are necessary to enable a railway station to commence operation properly, and will enhance the accessibility of railway developments. According to the HyD, without EPIW, convenient and safe access as well as consequential and economic benefits of railway development projects cannot be fully realised.

Audit review

1.11 The Audit Commission (Audit) has recently conducted a review to examine the provision of PTIs adjacent to railway stations, focusing on:

- (a) planning of PTIs adjacent to railway stations (PART 2);
- (b) PTIs in Tiu Keng Leng (PART 3);
- (c) PTI at Kam Sheung Road Station (PART 4);
- (d) PTI at Olympic Station adjoining Lin Cheung Road (PART 5); and
- (e) PTI at East Tsim Sha Tsui Station (Mody Road) (PART 6).

Audit has found areas where improvements can be made by the responsible government departments and has made a number of recommendations to address the issues.

Acknowledgement

1.12 Audit would like to acknowledge with gratitude the full cooperation of the staff of the TD, the HyD, the PlanD, the CEDD, the HD, the ArchSD and the TC during the course of the audit review.

Note 6: *For each railway development project, an STIC is formed and chaired by a directorate officer of the HyD to, among others, determine the number and locations of entrances to a station, and agree on the interchanging facilities which would facilitate the convenient and effective interchange of passengers (including persons with disability) between other modes of transport and railway.*

PART 2: PLANNING OF PTIs ADJACENT TO RAILWAY STATIONS

2.1 This PART examines the planning of PTIs adjacent to railway stations.

Provision of PTIs

2.2 Provision of PTIs very often involves substantial land and capital costs. Depending on the size and type (covered or open-air), PTIs may involve construction costs ranging from \$10 million to \$150 million.

2.3 Since the promulgation of the first Railway Development Strategy in 1994, 28 PTIs adjacent to railway stations have been provided (see para. 1.9). They were provided under different railway development, transport, tourism and housing projects.

2.4 One of the main objectives of the provision of PTIs for railway developments is to facilitate passenger interchange between railway and other transport modes. The transport interchange function is primarily provided by feeder bus, green minibus (GMB) and taxi services. According to the TD, other objectives of provision of railway-related PTIs include providing off-street terminating facilities for different transport modes, reprovisioning of PTIs affected by railway developments, and meeting future transport needs.

Audit observations and recommendation

Utilisation of PTIs adjacent to railway stations

2.5 Audit selected four (14% of 28) PTIs adjacent to railway stations for examination (Note 7). These four PTIs were commissioned after 1994 and generally had low utilisation. They are located at:

- (a) Choi Ming Shopping Centre in Tiu Keng Leng, Tseung Kwan O;
- (b) Kam Sheung Road Station, Yuen Long;
- (c) Olympic Station adjoining Lin Cheung Road, Tai Kok Tsui; and

Note 7: *The four PTIs were selected for examination based on information collected on the Internet, public complaints received by Audit and media reports.*

- (d) East Tsim Sha Tsui Station (Mody Road).

Audit found that there was room for improvement in the planning of these four PTIs, as detailed in PARTs 3 to 6.

Achievement of PTI objectives

2.6 Among the 28 PTIs commissioned after 1994, 17 (61%) were provided under EPIW projects. According to the funding papers for these PTIs, the time of their completion needed to tie in with the commissioning of the related railway lines. The primary purpose of these 17 railway-related PTIs was to facilitate passenger interchange between railway and other modes of transport.

2.7 Audit noted that some of the bus bays at the railway-related PTIs were allocated for use mainly by non-feeder bus routes (for serving non-railway passengers), instead of feeder bus routes or GMB services. Audit also noted that many railway passengers accessed the railway stations on foot instead of using feeder bus or GMB services. For example:

- (a) ***PTI at Tiu Keng Leng Station (see PART 3).*** According to the funding paper of April 2001, the PTI at Tiu Keng Leng Station was provided to serve as a major transit point for commuters to interchange between the Tseung Kwan O Extension and other road-transport modes. Audit noted that most railway passengers accessed the railway station on foot because the residential developments in the area were within walking distance from the station. As of August 2011, among the 7 bus routes using the PTI as termini or en route bus stops, 2 were feeder bus routes (nos. 792M and 796S), and 5 were non-feeder bus routes (nos. 694, 796C, 796X, 798 and E22A — Note 8); and
- (b) ***PTI at Olympic Station adjoining Lin Cheung Road (see PART 5).*** According to the funding paper of 1995, together with two other PTIs provided in the vicinity, the PTI at Olympic Station adjoining Lin Cheung Road would provide facilities for passenger interchange between the Tung Chung Line and other road-transport modes, and would also provide additional transport facilities for the new developments in the vicinity of Olympic Station. Audit noted that most passengers accessed Olympic Station on foot. As of August 2011, of the 7 bus/GMB routes using the PTI as termini or en route bus stops, 3 were feeder GMB routes (nos. 46, 70 and 78), and 4 were non-feeder bus routes (nos. 13D, 43C, 87B and E21).

Note 8: *These bus routes were not included in the TD's list of feeder bus services compiled in 2009.*

2.8 The 28 PTIs completed after 1994 and adjacent to railway stations were provided to meet traffic needs arising from railway, district and territorial, housing and tourism developments. In view of the land resource involved and the high capital costs of constructing PTIs, Audit considers that the TD needs to conduct an effectiveness review of the 28 PTIs adjacent to railway stations, covering an assessment of their utilisation and the extent of their achievement of objectives as stated in the funding papers. For the 17 railway-related PTIs provided under EPIW projects (see para. 2.6), the TD also needs to evaluate the extent of achieving the objective of facilitating passenger interchange between railway and other road-transport modes. As new PTIs may be commissioned in the near future to serve new railway lines and other transport needs (see para. 1.9), the results of the effectiveness review will provide useful information to facilitate future planning of these PTIs.

Audit recommendation

2.9 **Audit has recommended that the Commissioner for Transport should conduct an effectiveness review of the 28 PTIs completed after 1994 and adjacent to railway stations.**

Response from the Administration

2.10 The **Commissioner for Transport** agrees with the audit recommendation. He has said that the TD from time to time conducts reviews of the utilisation of PTIs, including the 28 PTIs adjacent to railway stations, to ensure that transport facilities are being used effectively to meet the changing transport demand and other operational needs.

PART 3: PTIs IN TIU KENG LENG

3.1 This PART examines the provision of PTIs in Tiu Keng Leng of Tseung Kwan O, focusing on the following areas:

- (a) utilisation of a PTI at Choi Ming Shopping Centre (PTI A — paras. 3.6 to 3.14);
- (b) PTI ingress and egress arrangements (paras. 3.15 to 3.18);
- (c) provision of two PTIs close to each other (paras. 3.19 to 3.23); and
- (d) provision of information to the Legislative Council (paras. 3.24 to 3.30).

Housing and transport development in Tiu Keng Leng

3.2 In 1990s, the HD planned for housing developments in Tiu Keng Leng, including a public housing development (later known as Kin Ming Estate) in Area 73A, and a Home Ownership Scheme housing development (later known as Choi Ming Court) in Area 74. In September 1997, the Government gazetted the MTR Tseung Kwan O Extension project, including the provision of Tiu Keng Leng Station. In May 1998, the Sai Kung and Islands District Planning Conference (Note 9) approved the planning brief for the public housing development in Area 73A.

3.3 According to the planning brief for Area 73A:

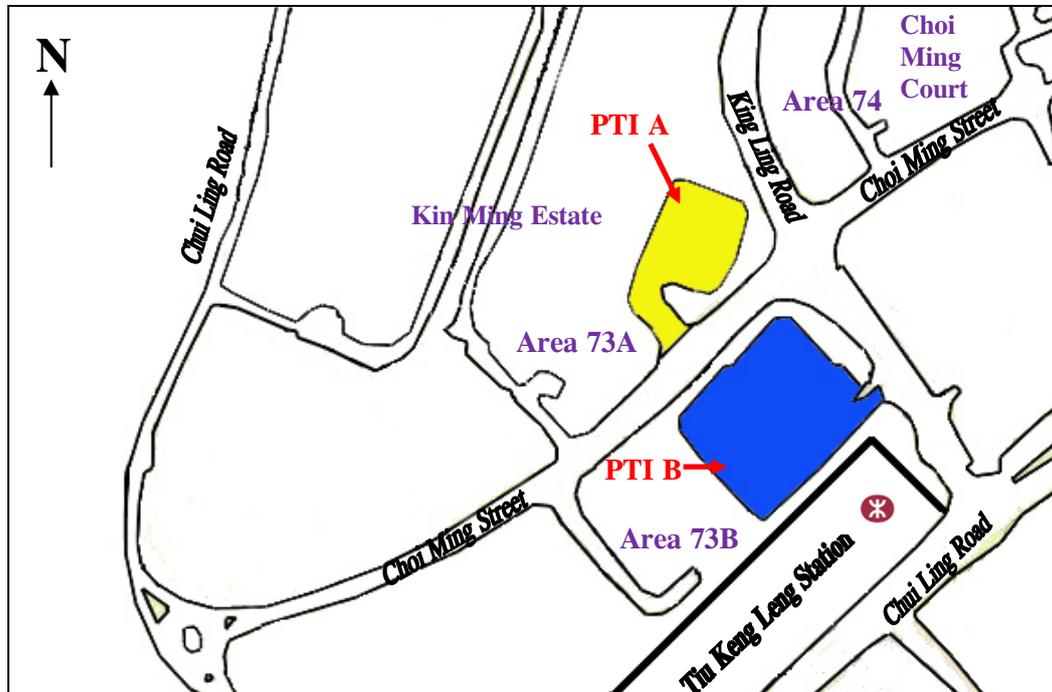
- (a) a bus terminus (PTI A) with at least 4 bus bays and a taxi stand should be provided at the site. The sizes and locations of these facilities should be agreed with the TD; and
- (b) the MTR Tiu Keng Leng Station would be located in Area 73B to the south-east of Area 73A. Another PTI adjacent to Tiu Keng Leng Station (PTI B) would be built to serve as the major transit point for commuters.

Figure 1 shows the locations of the two PTIs.

Note 9: *The Conference was chaired by an Assistant Director of the PlanD. Other members included representatives from the PlanD, the TD and other pertinent government departments.*

Figure 1

Locations of PTI A and PTI B



Source: PlanD records

Provisions of PTI A and PTI B

3.4 **PTI A.** According to the approved planning brief (see para. 3.2), PTI A would comprise five bays (four for bus termini and one for a taxi stand) occupying an area of about 4,200 square metres (m²). In March 1999, the Building Committee (Note 10) of the Housing Authority approved the master layout plan of Area 73A. The scope of the housing development included the provision of a covered PTI (PTI A) at an estimated cost of \$29.8 million. The HD was the project manager. **PTI A was completed in July 2003 and commenced operation in September 2004.**

Note 10: *The Committee was responsible for approving project budgets, master layout plans and designs for public housing projects.*

3.5 **PTI B.** According to the STIC (see para. 1.10) submission of December 1999, PTI B would have nine bays (five for franchised buses, two for GMBs, one for taxis and one for general loading and unloading) occupying an area of about 10,000 m². **In April 2001, the Finance Committee of the Legislative Council (LegCo) approved \$28.9 million for constructing PTI B, which was completed in August 2002 and commenced operation in the same month (two years earlier than PTI A).** The CEDD (Note 11) was the project manager. The construction of PTI B was entrusted to the MTR Corporation in order to ensure that its commissioning would tie in with the opening of Tiu Keng Leng Station in 2002.

Utilisation of PTI A at Choi Ming Shopping Centre

3.6 According to a consultancy study on Co-ordination of Other Public Transport Services with New Railways commissioned by the TD in 1999 (Note 12), four new franchised bus routes were planned to terminate in Tiu Keng Leng, two at PTI A and two at PTI B.

3.7 According to the TD, PTI A was originally scheduled for completion in July 2002. However, it only commenced operation in September 2004. In the event, the bus/GMB routes originally planned for using PTI A were assigned to use PTI B in August 2002. In December 2004, shortly after PTI A had commenced operation, the HD requested the TD to expedite arranging bus services to PTI A. According to the TD:

- (a) it had worked closely with bus/GMB operators to explore the feasibility of diverting some bus routes from PTI B to PTI A;
- (b) however, all operators and passengers were satisfied with the then arrangement because the bus and GMB routes operating at PTI B would also serve the residents of Choi Ming Court and Kin Ming Estate; and
- (c) there was no imminent need to re-arrange bus or GMB routes to PTI A.

Note 11: *The CEDD was responsible for implementing engineering works for the new town development in Tseung Kwan O.*

Note 12: *The study aimed to examine changes in the passengers' travel patterns and demands subsequent to the opening of the MTR Tseung Kwan O Extension, East Rail Extension and West Rail.*

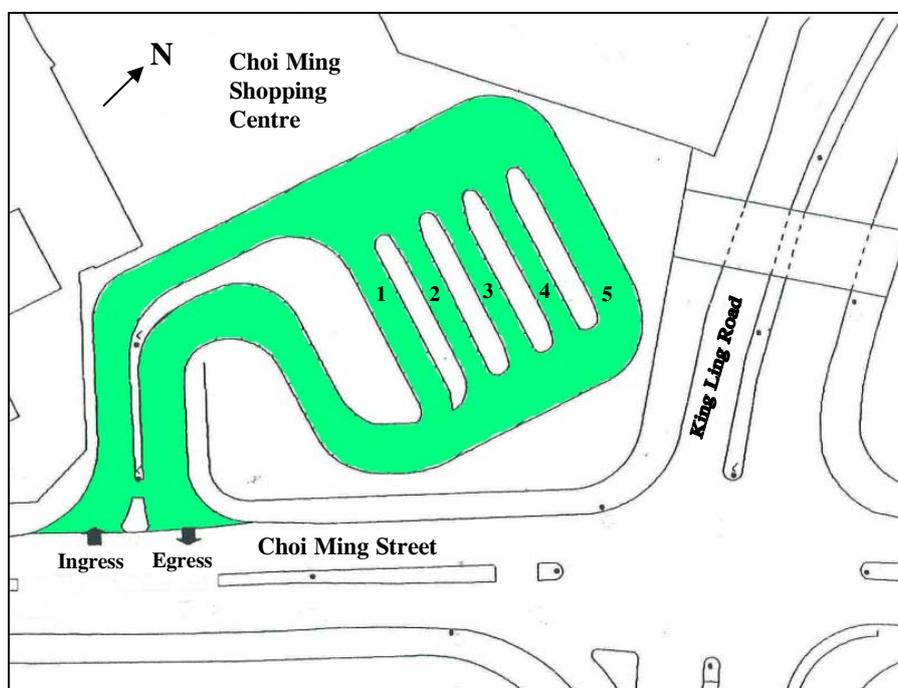
3.8 Since its commissioning in September 2004, PTI A's utilisation had been low because no franchised buses or GMBs had been using it. To make use of PTI A's spare capacity, the TD had allocated since March 2006 four of its bays for the following uses:

- (a) in March 2006, Bay 2 was allocated for use by school buses;
- (b) in July 2009, Bay 3 was allocated to a cross-boundary coach route for use as a terminus;
- (c) in September 2010, Bay 5 was allocated to a bus route of a broadcasting company (Company A);
- (d) in November 2010, Bay 2 was allocated to a GMB route (no. 108A) which was relocated from PTI B. School buses originally using Bay 2 were relocated to Bay 5. School buses also used Bay 4;
- (e) in June 2011, Bay 5 was also allocated to a special-trip franchised bus route (no. 692P) which operated for 28 minutes a day during the morning peak hours (7:37 a.m. to 8:05 a.m.); and
- (f) in August 2011, Bay 5 was also allocated to a special-trip franchised bus route (no. 93M) which operated for 15 minutes a day (6:50 a.m. to 7:05 a.m.).

Figure 2 shows the layout plan of PTI A and use of its five bays as of August 2011.

Figure 2

Use of PTI A
(August 2011)



Source: TD records

- Remarks:
- Bay 1: Taxi stand
 - Bay 2: GMB no. 108A terminus
 - Bay 3: Cross-boundary coach terminus
 - Bay 4: School buses
 - Bay 5: For use by bus route nos. 93M and 692P (morning hours), Company A's buses (evening) and school buses

3.9 Between 2006 and 2010, the Traffic and Transport Committee and the Housing and Environmental Hygiene Committee of the Sai Kung District Council (SKDC) expressed concerns over the low utilisation of PTI A (see Table 1).

Table 1
Views of the SKDC on the utilisation of PTI A

Date	Particulars
13.4.2006	A District Councillor said that PTI A had been kept idle for some years. He suggested that access points should be introduced at the central divider located at Choi Ming Street to allow more flexibility for vehicles entering PTI A.
4.12.2008	Another District Councillor said that some residents were playing badminton at the PTI. He asked whether the TD would allow school buses to use one of the vacant bays at PTI A to pick up or drop off students.
2.4.2009	The Traffic and Transport Committee requested the TD to consider providing a bay for use by cross-boundary coaches.
1.12.2009	The Housing and Environmental Hygiene Committee passed a motion that the TD and the HD needed to consider converting part of PTI A for recreational purposes.
18.3.2010	The HD informed the Housing and Environmental Hygiene Committee that converting part of PTI A for recreational purposes was not feasible because it was not sure whether the vacant bays would be allocated to other public transport facilities in future.

Source: SKDC records

Audit observations and recommendation

Utilisation of PTI A

3.10 ***Field inspections.*** Audit's several field inspections in May, June and August 2011 revealed that:

- (a) the utilisation of PTI A remained low (see Table 2);

Table 2
Utilisation of PTIs in Tiu Keng Leng
(June and August 2011)

PTI	Date of Audit's field inspection (Note 1)	No. of vehicles (Note 2)	No. of boarding and alighting passengers
PTI A (5 bays)	7.6.2011 (Tuesday) (7:30 a.m. – 8:30 a.m.)	14	105
	9.8.2011 (Tuesday) (7:30 a.m. – 8:30 a.m. — Note 3)	16	64
PTI B (9 bays)	3.6.2011 (Friday) (7:30 a.m. – 8:30 a.m.)	72	1,206

Source: Audit's field inspections in June and August 2011

Note 1: 7:30 a.m. to 8:30 a.m. on weekdays is the peak hour for the two PTIs.

Note 2: These were the total numbers of buses, GMBs, taxis and coaches observed during Audit's inspections.

Note 3: Since 20 June 2011, a special-trip bus route no. 692P had commenced using PTI A (see para. 3.8(e)).

- (b) **two franchised bus routes used Bay 5 at PTI A for less than an hour a day (see para. 3.8(e) and (f)), which was at variance with the original plan of assigning two bays for use by two bus routes (see para. 3.6);**
- (c) **some people conducted recreational activities at Bay 4 and Bay 5 of PTI A (see Photographs 1 and 2);**

Photograph 1

Recreational activity at Bay 4 of PTI A



Source: Photograph taken by Audit on 6 May 2011 (Friday) at 5:30 p.m.

Photograph 2

Recreational activity at Bay 5 of PTI A

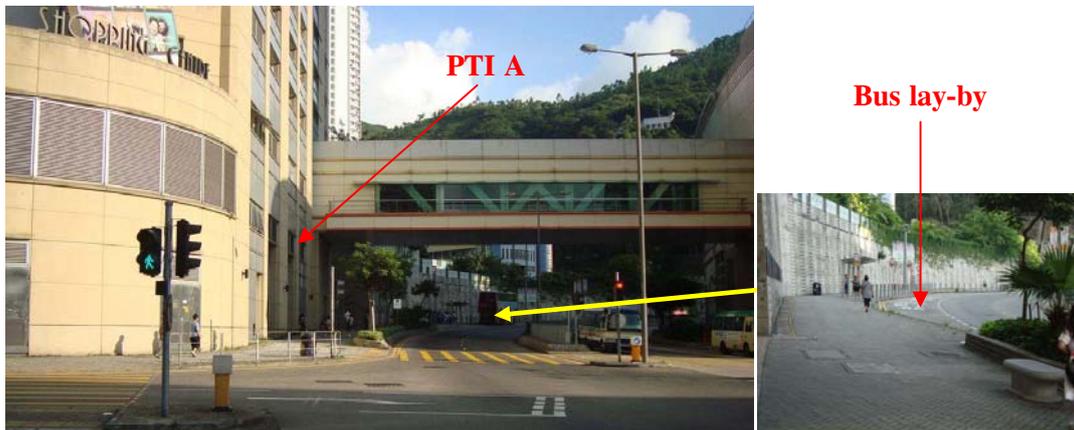


Source: Photograph taken by Audit on 9 August 2011 (Tuesday) at 8:30 a.m. (peak hour)

- (d) a roadside bus lay-by was provided outside PTI A (see Photograph 3); and

Photograph 3

A bus lay-by outside PTI A



Source: Photograph taken by Audit on 4 July 2011 (Monday) at 7:15 a.m.

- (e) only a few taxis used the taxi stand at PTI A. Instead, taxis were found queuing outside PTI A along Choi Ming Street (see Photograph 4).

Photograph 4

Taxis queuing outside PTI A along Choi Ming Street



Source: Photograph taken by Audit on 4 July 2011 (Monday) at 7:15 a.m.

3.11 In May, July, August and September 2011, the HD, the TD and the CEDD informed Audit of the following:

HD

- (a) the low utilisation of PTI A might be attributable to the following:
 - (i) PTI A and PTI B were in close proximity (see Figure 1 in para. 3.3);
 - (ii) PTI B was commissioned two years earlier than PTI A (see para. 3.5);
and
 - (iii) PTI B was located adjacent to Tiu Keng Leng Station, which was more convenient to railway passengers;

TD

- (b) PTI A was planned in the 1990s and intended to serve the new housing estates in Area 73A, while PTI B was provided in connection with the MTR Tseung Kwan O Extension project which was gazetted in 1997. PTI B was commissioned two years earlier than PTI A. The mismatch in the developments of the two PTIs and the population intake in Area 73A and Area 74 resulted in an optimal use of PTI B but under-utilisation of PTI A. Taking into account the concerns of local residents and bus operators, and also the operational constraints, the TD considered that there was no imminent need to allocate bus routes to PTI A as originally planned. The operators and passengers were satisfied with the present traffic arrangements;
- (c) the provision of bus services at PTI A should be demand-driven rather than adhering to the original planning assumptions. The allocation of public transport services to PTI A was an on-going process taking into account the changing circumstances, developments and transport demand; and

CEDD

- (d) the population in Tiu Keng Leng had not yet attained the originally planned level. In future, housing developments and Government, Institution and Community facilities would be provided in a reclaimed area south of Tiu Keng Leng Station. There was no planned provision of a PTI in that reclaimed area. The transport demand arising from the new developments had to be met by the transport services of PTI A and PTI B.

3.12 According to the original plan, two franchised bus routes would be assigned to terminate at two bays of PTI A. As of August 2011, seven years after the commissioning of PTI A, the two franchised bus routes assigned to terminate at PTI A together used only one bay of PTI A for less than an hour a day. Although the TD had allocated the remaining bays for other uses (see para. 3.8), PTI A was still under-utilised (see Table 2 in para. 3.10(a)). In September 2011, the TD informed Audit that it would actively review the utilisation of PTI A and consider releasing unallocated bays, if any, to the HD for other uses, taking into account the future development and population growth in Tseung Kwan O South. Audit considers that the TD needs to draw on the experience in this case for improving the planning of PTIs in future.

Audit recommendation

3.13 Audit has *recommended* that the Commissioner for Transport should draw on the experience in the provision of PTI A with a view to improving the planning of PTIs in future.

Response from the Administration

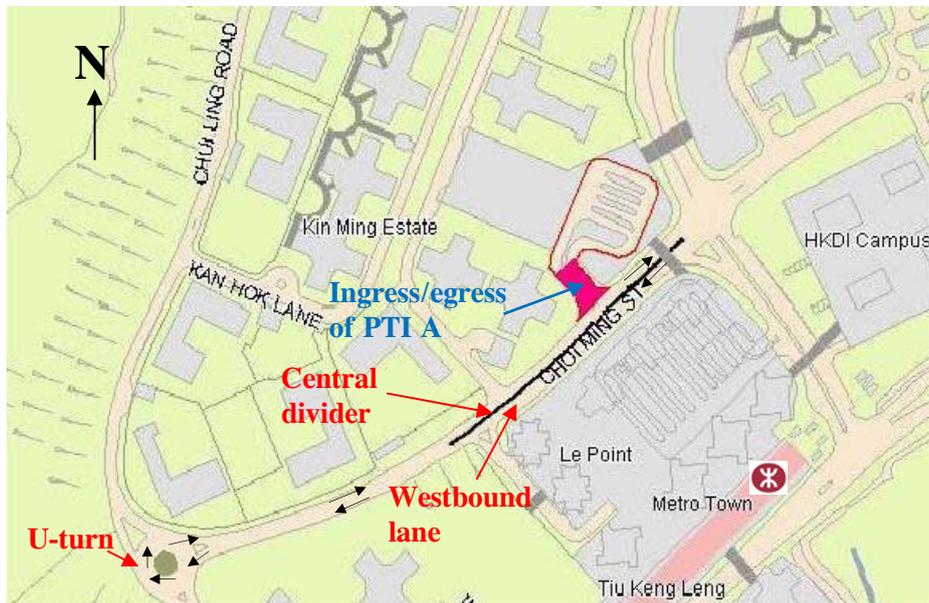
3.14 The Commissioner for Transport agrees with the audit recommendation. He has said that the TD will draw on the experience in this case in planning PTIs in future.

PTI ingress and egress arrangements

3.15 According to the TD, bus operators had expressed concerns over the ingress and egress arrangement of PTI A. Owing to the existence of a central divider along Choi Ming Street, buses travelling on the westbound lane of the street were required to make a circuitous route and make a u-turn (see Figure 3), with an additional distance of about 700 metres and an additional journey time of three minutes before entering PTI A. In November 2010, after conducting a safety assessment, the TD requested the HyD to carry out improvement works (Note 13) to facilitate buses accessing PTI A without making a detour. The works were completed in June 2011.

Note 13: *The works included the provision of a right-turn facility at the westbound lane of Choi Ming Street by removing part of the central divider.*

Figure 3
 Vehicular ingress and egress of PTI A



Source: PlanD records

Audit observations and recommendation

Need to draw experience for planning PTI vehicular ingress and egress arrangements in future

3.16 The cost of the improvement works at PTI A was \$0.25 million. In September 2011, the TD informed Audit that the improvement works for PTI A was effective and it would work closely with the public transport operators to enhance the utilisation of PTI A with due regard to the future developments and population growth in Tseung Kwan O South. **The TD needs to draw experience from this case for planning PTIs in future.**

Audit recommendation

3.17 **Audit has recommended that the Commissioner for Transport should draw on the experience of PTI A in planning vehicular ingress and egress arrangements for PTIs in future.**

Response from the Administration

3.18 The **Commissioner for Transport** agrees with the audit recommendation. He has said that the TD will draw on the experience in this case in planning vehicular access arrangements of PTIs in future.

Provision of two PTIs close to each other

3.19 In February 1997, the HD informed the TD that the site constraints in Area 73A would affect the use of PTI A, and enquired whether the proposal for building a bus terminus at PTI A could be dropped and replaced by providing roadside bus lay-bys in the area. In April and June 1997, the TD informed the HD that PTI A should be retained for the following reasons:

- (a) given the varied development stages, the bus terminus at PTI B should be a separate and independent bus terminus for housing development. The bus termini in PTI A and PTI B were independent and could not be replaced by each other;
- (b) the suggestion of replacing the bus terminus at PTI A by roadside bus lay-bys could not be accepted. The provision of a terminus under a commercial centre would provide a better transport facility;
- (c) the provision of two PTIs could prevent the convergence of pedestrian flow to the same locality. For long-term planning, there might be a need to provide feeder GMB services to Tiu Keng Leng Station upon further development in the Tiu Keng Leng area; and
- (d) with a design population of about 18,000 in Area 73A, the provision of four bus bays at PTI A was acceptable from the bus planning point of view. It was preferable to reserve one to two bus bays to allow for future expansion.

Audit observations and recommendation

Need to critically review the provision of PTIs close to each other in future

3.20 PTI A and PTI B are connected by footbridges and at-grade crossing facilities, providing convenient access facilities for passengers to use both PTIs. In 1997, when the HD consulted the TD on the provision of PTI A, the TD maintained the need for constructing two PTIs. In May and August 2011, the TD informed Audit that the decision of providing PTI A at that time was based on the following considerations:

- (a) the population intake in Area 74 and Area 73A would take place in early 2001 and mid-2002 respectively; and
- (b) PTI A was originally planned to be completed in July 2002 and PTI B by the end of 2002.

3.21 In the event, PTI A was only commissioned in September 2004. With the commissioning of PTI B in August 2002, most of the bus and GMB routes serving the Tiu Keng Leng area were assigned to use PTI B. As of August 2011, seven years after the commissioning of PTI A, its utilisation remained low (see Table 2 in para. 3.10(a)).

Audit recommendation

3.22 **Audit has recommended that the Commissioner for Transport should, in planning the provision of PTIs in future, critically review the arrangement of and the justifications for providing two PTIs close to each other.**

Response from the Administration

3.23 The **Commissioner for Transport** agrees with the audit recommendation. He has said that, drawing on the experience from this case, the TD will work with the departments concerned to critically review the justifications for the provision and the implementation of PTIs which are close to each other.

Provision of information to the Legislative Council

3.24 In April 2001, the Transport and Housing Bureau (THB — Note 14) submitted a paper to the LegCo Panel on Transport about the planned capacities of PTI B at Tiu Keng Leng Station, and two other PTIs at Tseung Kwan O and Hang Hau Stations, without mentioning PTI A. According to the paper, in 2001, there were no people living in Tiu Keng Leng and the population of Tseung Kwan O Town Centre was 58,000. At the LegCo

Note 14: *Before July 2002, the then Transport Bureau was responsible for the policy portfolio of transport matters. In July 2002, the then Environment, Transport and Works Bureau was formed to take over the policy portfolio. In July 2007, the THB was formed to take over the transport policy portfolio from the Environment, Transport and Works Bureau. For simplicity, the Transport Bureau and the Environment, Transport and Works Bureau are referred to as the THB in this Report.*

Public Works Subcommittee (PWSC) meeting of April 2001, a Member enquired why the design capacities of the PTIs at Tiu Keng Leng and Tseung Kwan O Stations were the same (both would have nine bays each) although, by 2011, the projected population of 142,000 in Tseung Kwan O Town Centre was much higher than that of 80,000 in Tiu Keng Leng.

3.25 In response, the TD said that:

- (a) there was already a bus terminus at Sheung Tak Estate (with five bays — three for franchised buses, one for GMBs and one for taxis) serving the northern part of Tseung Kwan O Town Centre; and
- (b) the provision of the Tseung Kwan O Station PTI with nine bays was to meet the additional population intake of 84,000 (i.e. from 58,000 to 142,000) by 2011.

Audit observations and recommendation

Need to provide pertinent information to LegCo

3.26 Audit noted that:

- (a) PTI A was not mentioned in the paper submitted to LegCo in April 2001 (see para. 3.24); and
- (b) taking into account that PTI A had five bays, a total of 14 bays (at PTI A and PTI B) had been provided to serve the population of 80,000 in the Tiu Keng Leng area.

3.27 In May 2011, the TD informed Audit that:

- (a) apart from the Tiu Keng Leng area, PTI A and PTI B also served as a transport hub for the neighbouring areas such as Sai Kung, Clearwater Bay and Tseung Kwan O Industrial Estate; and
- (b) the catchment area of the public transport services using PTI A and PTI B extended beyond Tiu Keng Leng. The planned population served by PTI A and PTI B was in fact more than 80,000.

Audit considers that the TD's above-mentioned information was pertinent in considering the provision of PTI A and PTI B in Tiu Keng Leng, and should have been included in the paper submitted to the LegCo Panel on Transport in April 2001.

Audit recommendation

3.28 **Audit has recommended that the Secretary for Transport and Housing and the Commissioner for Transport should, in compiling papers for LegCo in future, endeavour to provide all pertinent information as far as possible.**

Response from the Administration

3.29 **The Secretary for Transport and Housing and the Commissioner for Transport** agree with the audit recommendation. They have said that:

- (a) the submission to LegCo in 2001 related to the provision of several PTIs of the MTR Tseung Kwan O Extension, including PTI B, with a view to securing funding support from LegCo at that time. As such, the THB provided the information specific to the relevant projects; and
- (b) in future, the THB and the TD will consider including information of other planned PTI developments in the vicinity where appropriate.

3.30 **The Secretary for Financial Services and the Treasury** has said that:

- (a) the Administration has been making the best endeavour to provide all pertinent information in compiling papers for LegCo as far as possible, and will continue to do so; and
- (b) the “User Guide on the Finance Committee, the Establishment Committee and the Public Works Subcommittee” attached to Financial Circular No. 4/2010 provides that PWSC papers should be comprehensive but concise, and the papers should contain facts and professional opinions, always tell the truth and not conceal or distort the true picture.

PART 4: PTI AT KAM SHEUNG ROAD STATION

4.1 This PART examines the provision of a PTI at Kam Sheung Road (KSR) Station of the West Rail (PTI C) in Kam Tin of Yuen Long, focusing on the following areas:

- (a) utilisation of bus and GMB terminus facilities (paras. 4.2 to 4.12); and
- (b) utilisation of taxi stands (paras. 4.13 to 4.18).

Utilisation of bus and GMB terminus facilities

4.2 The Territorial Development Strategy Review completed in 1996 (Note 15) found that:

- (a) by 2011, Kam Tin would become a strategic growth area with anticipated significant changes in land use and population densities; and
- (b) significant transport network improvement was required to tie in with the development in Kam Tin.

4.3 In 1996 and 1997, the TD and the Kowloon Canton Railway Corporation (KCRC — Note 16) agreed on the provision of PTI C. In May 1999, the STIC (see para. 1.10) for the West Rail approved the design layout of the KSR Station and associated facilities (including PTI C). The design was based on the following assumptions:

- (a) all the surrounding areas of the KSR Station, including Kam Tin, Pat Heung and Shek Kong, would be connected to the Station by public transport;

Note 15: *The Territorial Development Strategy Review provided a basis for the preparation of more detailed plans and programmes to meet the development needs of Hong Kong over the medium term (up to 2006) and long term (up to 2011). It also identified new strategic growth areas for Hong Kong in the long term.*

Note 16: *Upon a rail merger in December 2007, the KCRC entered into a service concession agreement with the MTR Corporation to grant the latter the right to use the KCRC assets to operate its railway lines, including those under construction.*

- (b) the KSR Station would serve both as an interchange station and a commuter station, allowing passengers to transfer between the West Rail and the Northern Link under planning (Note 17);
- (c) about 80% of the West Rail passengers would access the KSR Station by bus or GMB;
- (d) the existing bus routes were mainly rural long distance services, and were not suitable to function as short distance feeder routes;
- (e) the transport feeder function would therefore be taken up by an entirely new network; and
- (f) based on traffic forecast, it was expected that 8 new bus routes and 8 new GMB routes would make use of the terminus facilities at the PTI.

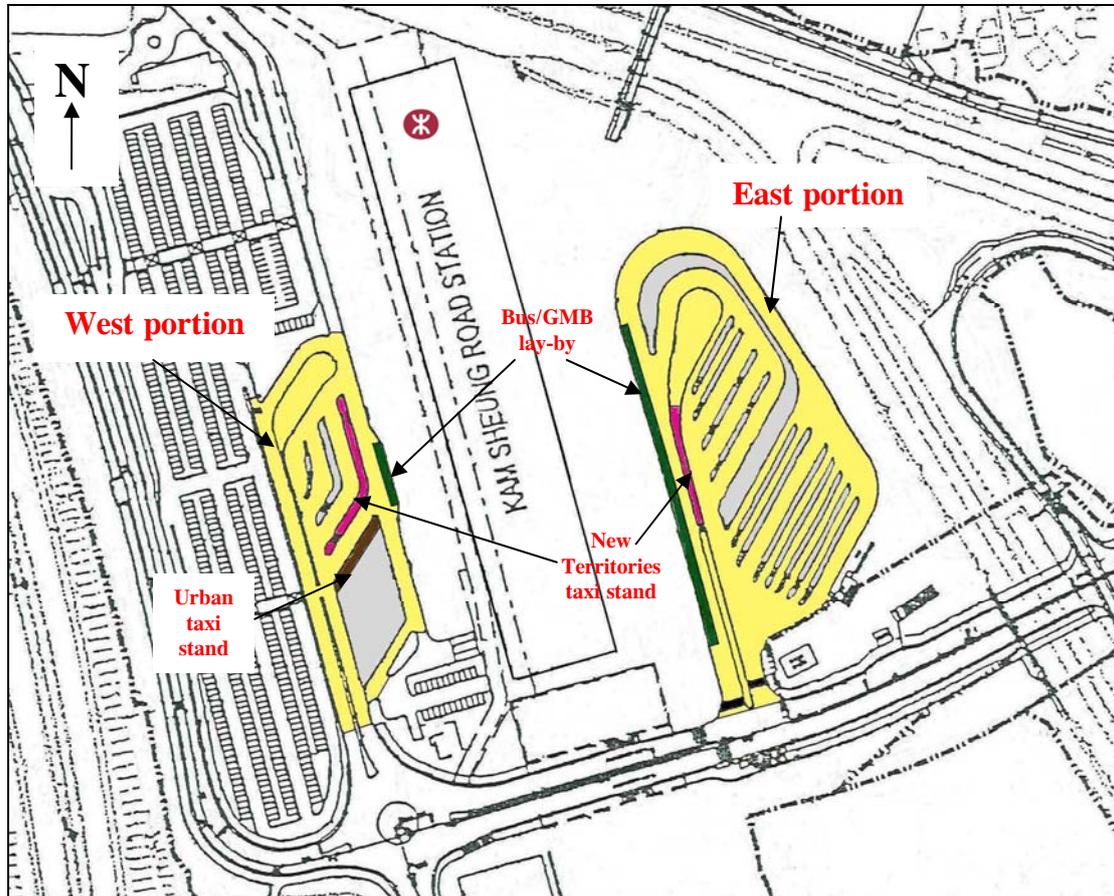
4.4 In June 1999, the Finance Committee of LegCo approved funding of \$546.9 million for providing EPIW (see para. 1.10) for the KSR Station of the West Rail project, including at-grade open-air PTI C at an estimated cost of \$103.4 million. The HyD was the project manager. PTI C was completed at a cost of \$56.3 million and commenced operation in November 2003.

Design layout of PTI C

4.5 PTI C comprises two portions (namely east portion and west portion — see Figure 4) with the following terminus and lay-by facilities:

Note 17: *According to Railway Development Strategy 2000, the Northern Link would connect the West Rail at Kam Sheung Road to the East Rail and to the boundary crossing point at Lok Ma Chau. As of August 2011, the provision of the Northern Link was under planning.*

Figure 4
Layout of PTI C



- Legend:
- PTI C
 - Bus/GMB lay-by
 - New Territories taxi stand
 - Urban taxi stand

Source: TD records

East portion (12 bays and 1 vehicle lay-by)

- (a) ***8 bus bays*** comprising 6 bays for terminating routes and 2 bays for passing routes;
- (b) ***4 GMB bays*** for terminating GMB routes;

- (c) *1 vehicle lay-by* for passenger boarding and alighting from buses and GMBs;

West portion (4 bays)

- (d) *1 bay for an urban taxi stand* for queuing six taxis at the same time;
- (e) *1 bay for a New Territories taxi stand* for queuing ten taxis at the same time;
and
- (f) *2 bays for loading and unloading of other vehicles.*

Audit observations and recommendations

Utilisation of terminus facilities at east portion of PTI C

4.6 Audit's field inspections in June and August 2011 found that most of the railway passengers made use of the lay-by in front of the KSR Station (see Photographs 5 and 6, and Figure 5), instead of the bus and GMB termini inside PTI C for passenger boarding and alighting.

Photographs 5 and 6

Lay-by in front of KSR Station

5.

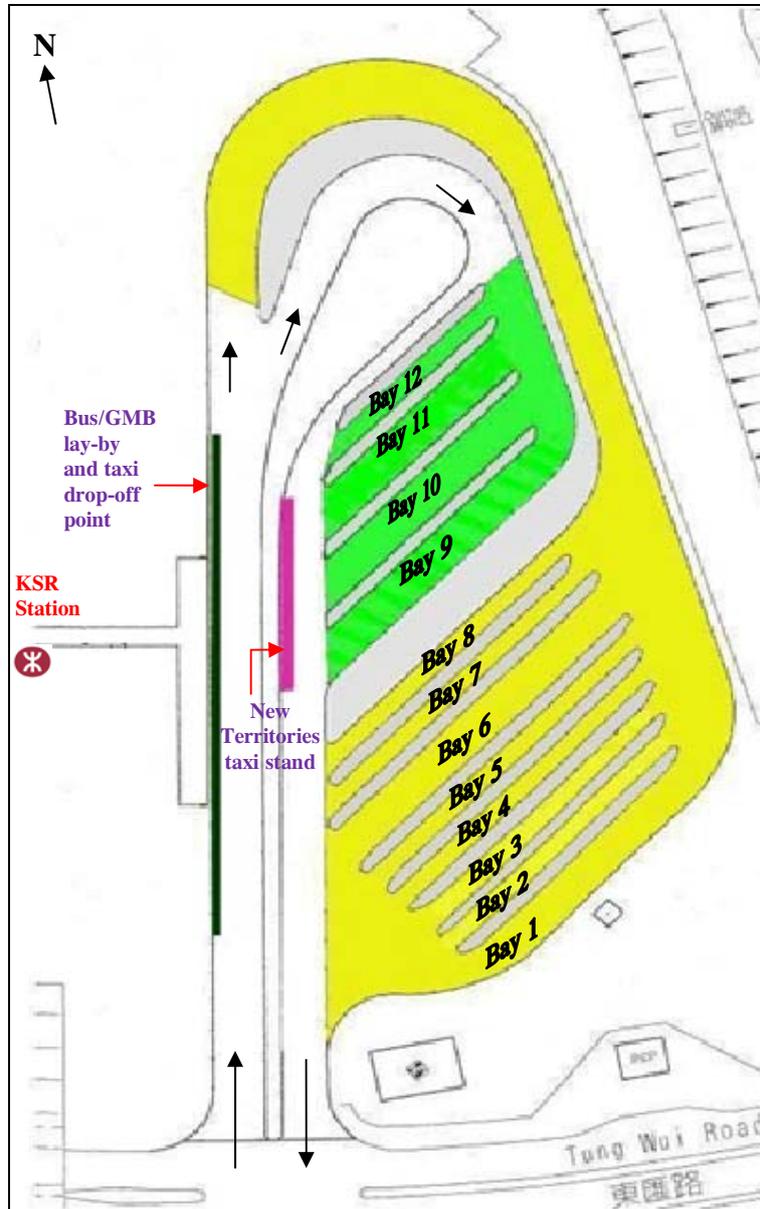


6.



Source: Photographs taken by Audit on 1 June 2011 (Wednesday) at 7:30 a.m. (peak hour) and 5 August 2011 (Friday) at 8:00 a.m. (peak hour)

Figure 5
Layout of PTI C (east portion)



Legend: Bus terminus
 GMB terminus

Source: TD records

4.7 Audit's field inspection conducted during the peak hour (7:30 a.m. to 8:30 a.m.) on 5 August 2011 (Friday) revealed that:

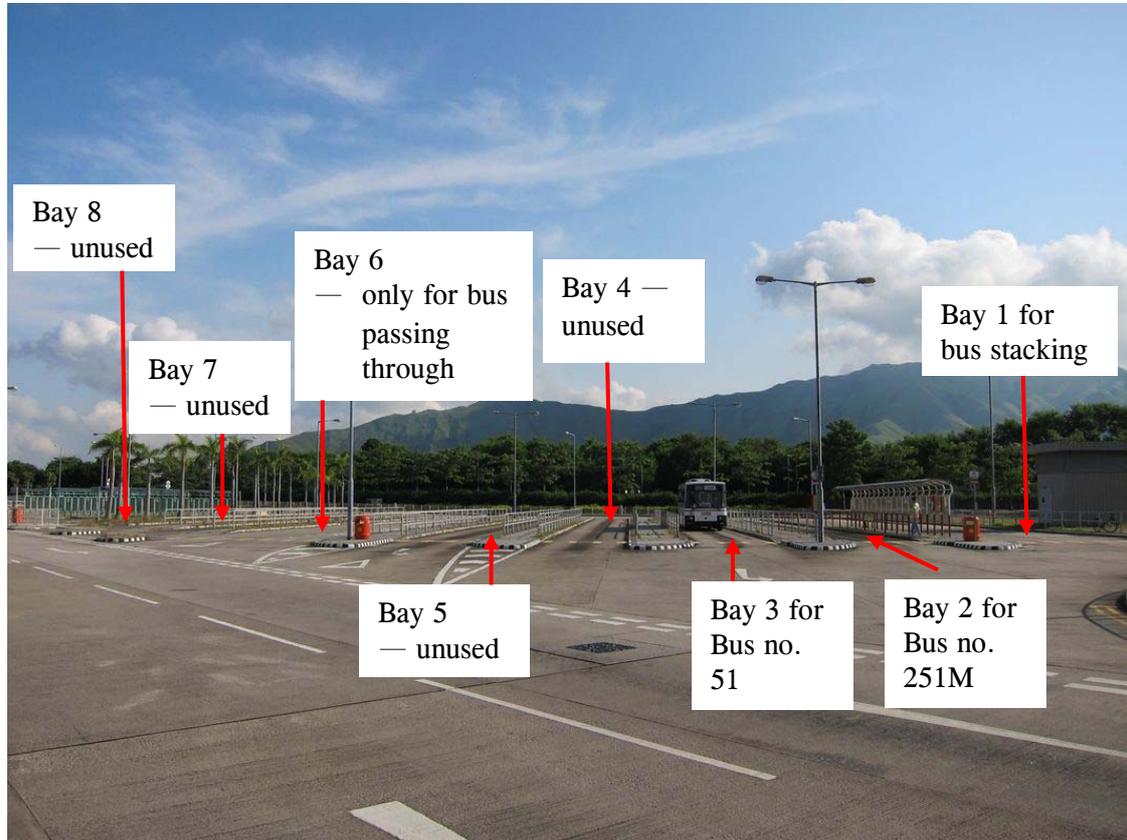
- (a) for passenger boarding and alighting purposes, 1,172 people and 80 vehicles made use of the lay-by (Note 18); and
- (b) only 52 people and 13 vehicles made use of the bus and GMB termini inside the east portion of PTI C. Of the 12 bays, only 4 (Bays 1, 2, 3 and 9) were used by passengers (see Photographs 7 and 8), as follows:
 - (i) Bay 1 was used for bus stacking and occasionally for passenger boarding;
 - (ii) Bays 2 and 3 were used by bus route nos. 251M and 51 respectively for passenger boarding;
 - (iii) Bay 6 was used for bus passing through;
 - (iv) Bay 9 was used by GMB route no. 608 for passenger boarding;
 - (v) Bays 10, 11 and 12 (see Photograph 8) were assigned for GMB routes nos. 71, 72, 602 and 78, but they were not used by passengers; and
 - (vi) Bays 4, 5, 7 and 8 were not used.

Note 18: *The lay-by was used by the following bus and GMB routes:*

- (a) *passing bus route nos. 54, 64K and 77K (for passenger boarding and alighting);*
- (b) *terminating bus route nos. 51 and 251M (for passenger alighting);*
- (c) *GMB route nos. 71, 72, 78, 78A and 602 (for passenger boarding and alighting); and*
- (d) *GMB route no. 608 (for passenger alighting).*

Photograph 7

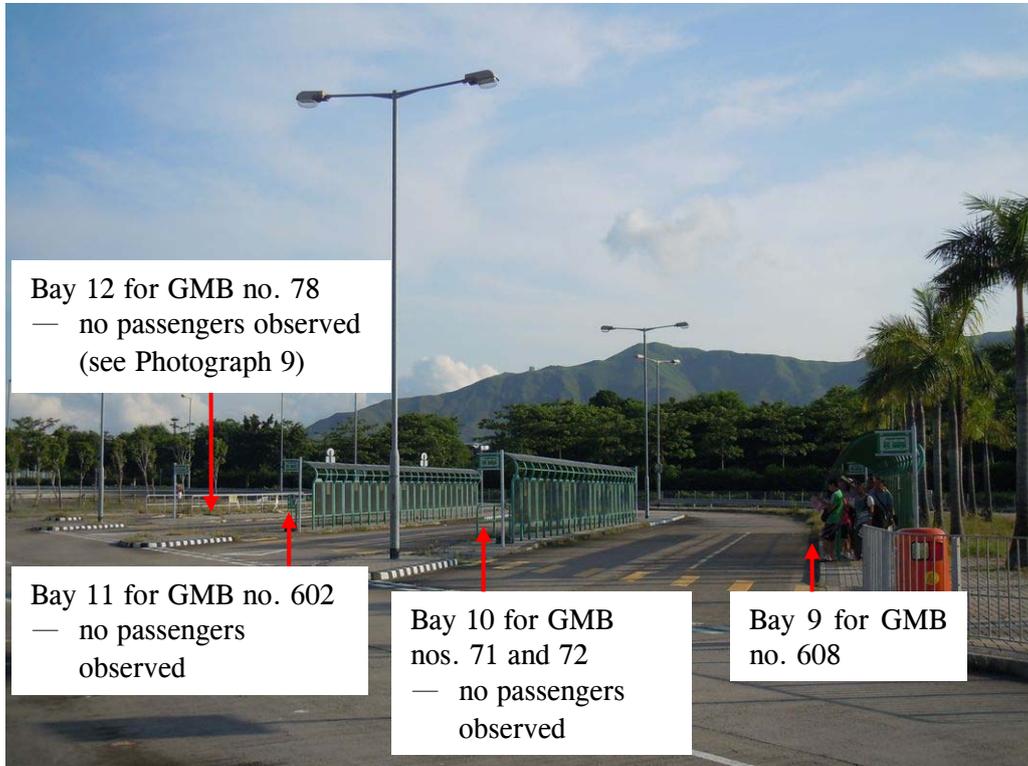
Bus termini at east portion of PTI C



Source: Photograph taken by Audit on 5 August 2011 (Friday) at 8:00 a.m. (peak hour)

Photograph 8

GMB termini at east portion of PTI C



Source: Photograph taken by Audit on 5 August 2011 (Friday) at 7:30 a.m. (peak hour)

Photograph 9

**Bay 12 at PTI C
(allocated to GMB no. 78)**



Source: Photograph taken by Audit on 25 July 2011 (Monday) at 8:45 a.m.

4.8 Audit noted that two bus routes (namely nos. 251M and 51) terminating at the east portion of PTI C were relocated from the Kam Tin Town area in 2003 and 2008 respectively. These two bus routes were long-distance routes connecting Kam Tin with Tsing Yi and Tsuen Wan respectively.

4.9 In August and September 2011, the TD and the PlanD informed Audit that:

TD

- (a) for the 8 bays for buses, other than Bays 1 to 3 which had been allocated for use by buses, one bay was reserved for operation of emergency bus services during railway service disruption;

- (b) the PTI at the KSR Station of the West Rail Line was planned under the assumption that Kam Tin would become a strategic growth area (see para. 4.2(a)) and a significant focal point for interchange between the West Rail and the Northern Link. The current layout of PTI C was thus provided to cater for a substantial increase in passenger demand upon completion of the development in the vicinity, as well as the passenger transfer activities from road transport to the two rail links. The current utilisation of PTI C only reflected the interim situation pending the increase in demand arising from full development in the area;

PlanD

- (c) at the strategic planning level, Kam Tin was identified under the Territorial Development Strategy Review of 1996 as a potential strategic growth area to accommodate a population of 70,000 to 100,000. However, a policy decision on the implementation of the strategic growth area development in Kam Tin had not been made. The statutory Outline Zoning Plan for the Kam Tin South showing land use zonings at the district level had not been subsequently amended to reflect the proposed development;
- (d) given the slowing down of population growth as stated in the “Hong Kong 2030: Planning Vision and Strategy” completed in 2007 (the HK 2030 Study — Note 19), which superseded the Territorial Development Strategy Review of 1996, the development in Kam Tin would not be implemented before 2030; and
- (e) the long-term planned population of the Kam Tin, Pat Heung and Shek Kong areas was 133,700. As of August 2011, these areas had a total population of about 33,900.

4.10 The provision of bus and GMB termini (comprising 8 bus bays and 4 GMB bays) at the east portion of PTI C was based on the planning assumption that there was a need for an entirely new network of feeder routes (see para. 4.3(e)). **However, Audit noted that, as of August 2011, seven years after the commissioning of PTI C, only four bays of the east portion of PTI C (three for bus routes and one for GMB route) were used by passengers. The actual bay demand was much lower than the estimate.**

Note 19: *The HK 2030 Study provided a long-term land, transport and environmental planning framework for the development of Hong Kong over the next 30 years.*

Audit recommendations

- 4.11 **Audit has recommended that the Commissioner for Transport should:**
- (a) **in planning PTIs in future, take measures to refrain from providing excessive bays, taking into account the experience in planning PTI C; and**
 - (b) **take measures to make gainful use of the spare bays at PTI C.**

Response from the Administration

4.12 The **Commissioner for Transport** agrees with the audit recommendations. He has said that:

- (a) in planning PTIs in future, the TD will critically review the number of bays required both for short-term and long-term purposes; and
- (b) before the commencement of the Northern Link and the development in the vicinity, the TD will, in consultation with the Lands Department, explore the feasibility of converting part of the west portion of PTI C for other uses on a temporary basis to make gainful use of the available space.

Utilisation of taxi stands

4.13 Based on the approved design layout (see para. 4.3), two taxi stands (one for urban taxis and another for New Territories taxis) were provided at the west portion of PTI C. In February 2004, at a meeting with the TD, the trade associations of New Territories taxis commented that the New Territories taxi stand was not conveniently located for use by passengers. In view of the low utilisation of the taxi stand since PTI C commenced operation in November 2003, and in response to the request of the trade associations, in 2004, the TD provided another New Territories taxi stand at the east portion of PTI C (see Figure 5 in para. 4.6).

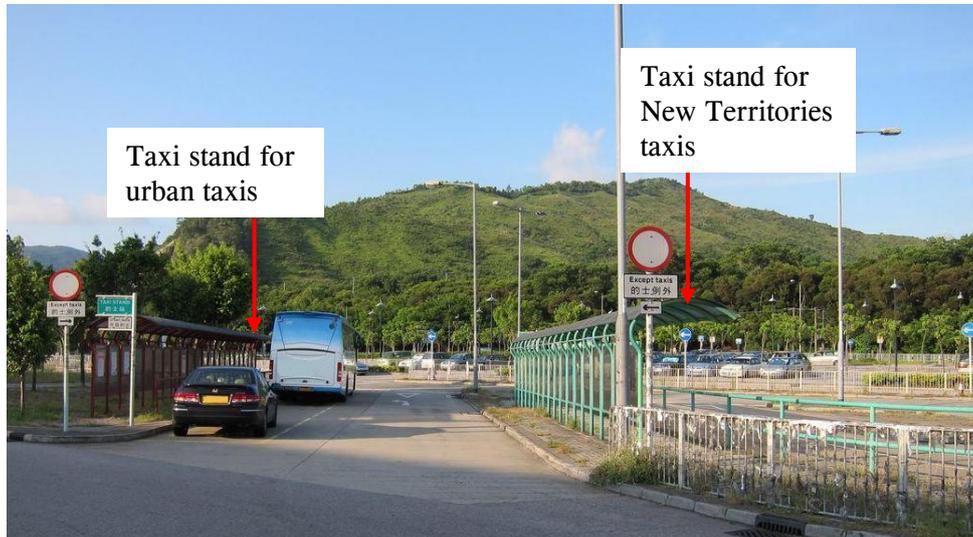
Audit observations and recommendation

Utilisation of taxi stand at west portion of PTI C

- 4.14 Audit's field inspections in June and August 2011 revealed that:
- (a) the utilisation of the two taxi stands at the west portion of PTI C was low and some coaches were found parking at the taxi stands (see Photograph 10); and

Photograph 10

Taxi stands provided at west portion of PTI C



Source: Photograph taken by Audit on 5 August 2011 (Friday) at 7:20 a.m. (peak hour)

- (b) there was demand for New Territories taxi service at the east portion of PTI C (see Photograph 11).

Photograph 11

New Territories taxi stand at east portion of PTI C



Source: Photograph taken by Audit on 1 June 2011 (Wednesday) at 7:45 a.m. (peak hour)

4.15 In September 2011, the TD informed Audit that the current layout of the taxi stands was designed on the assumption of the full development in the area, and owing to the subsequent change in the planning horizons and in view of passengers' preference, the TD had provided an additional taxi stand for the New Territories taxis at the east portion of PTI C.

4.16 In Audit's view, the demand for services at the two taxi stands provided at the west portion of PTI C was low. On the other hand, due to its convenient location, there was a high demand for services at the taxi stand located near the bus and GMB termini at the east portion of PTI C.

Audit recommendation

4.17 **Audit has recommended that the Commissioner for Transport should take into account passenger convenience in planning the location of taxi stands in future.**

Response from the Administration

4.18 The **Commissioner for Transport** agrees with the audit recommendation. He has said that the TD always takes into account passenger convenience in its planning of transport facilities, including the provision of taxi stands at PTI C.

PART 5: PTI AT OLYMPIC STATION ADJOINING LIN CHEUNG ROAD

5.1 This PART examines the provision of three PTIs at Olympic Station in Tai Kok Tsui, namely one adjoining Cherry Street (PTI D), one adjoining Hoi Wang Road (PTI E) and one adjoining Lin Cheung Road (PTI F). The examination focuses on the following areas:

- (a) provision of PTIs at Olympic Station (paras. 5.2 to 5.11); and
- (b) provision of GMB bays outside PTI F (paras. 5.12 to 5.15).

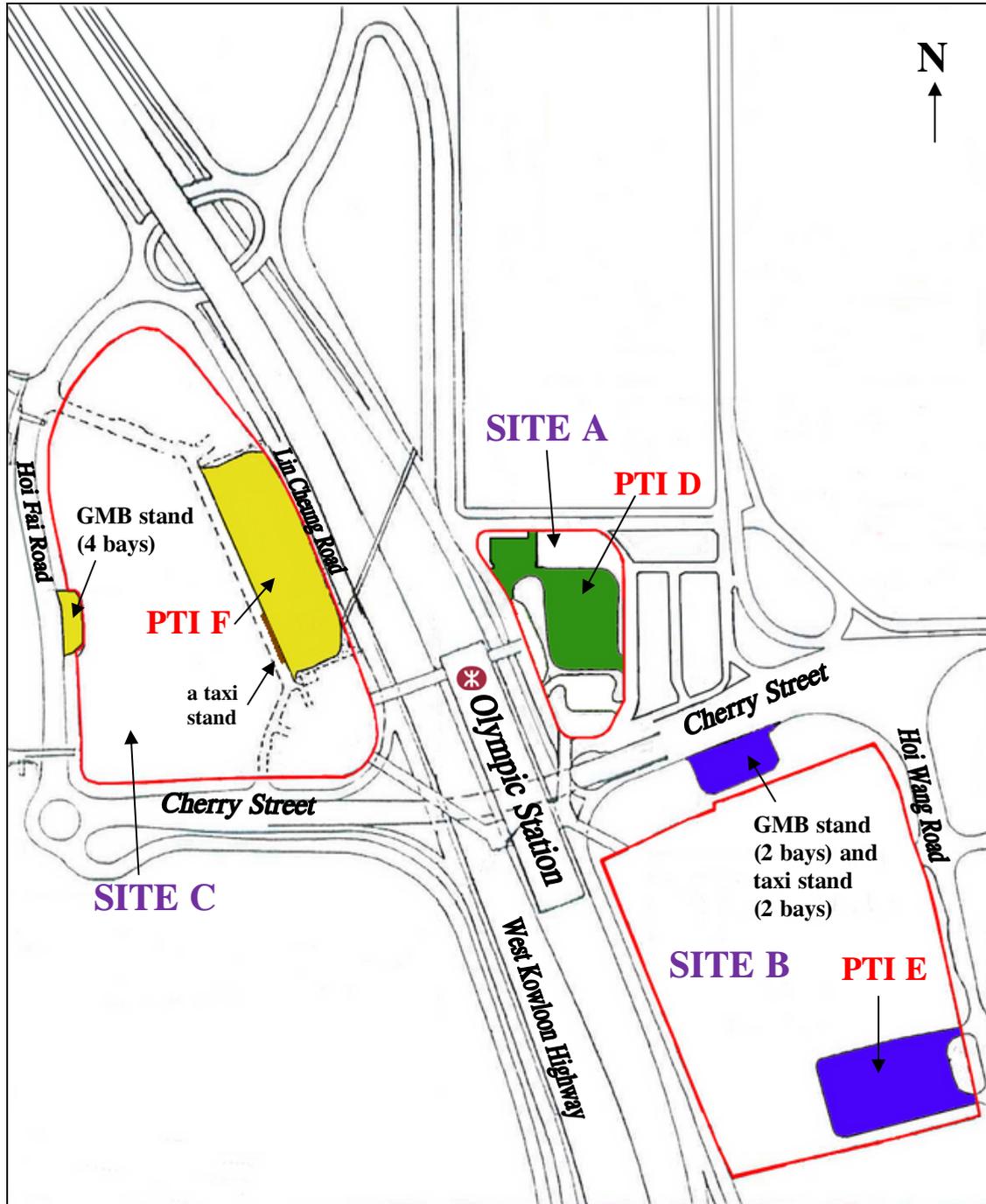
Provision of PTIs at Olympic Station

5.2 In order to facilitate passenger interchange between the MTR Tung Chung Line and other road-transport modes, in the early 1990s, the Government proposed to provide three PTIs in Tai Kok Tsui to serve Tai Kok Tsui Station (renamed Olympic Station in 1996). The three PTIs are located in three sites in Tai Kok Tsui (namely PTI D in Site A, PTI E in Site B and PTI F in Site C — see Figure 6). According to the TD:

- (a) PTI D was constructed for reprovisioning the former Tai Kok Tsui bus terminus (with 11 bus bays); and
- (b) PTI E and PTI F were mainly constructed to provide terminus facilities for buses which had terminated on-street in West Kowloon, and for the expansion of taxi, GMB and franchised bus services to serve the MTR Tung Chung Line and new developments in the vicinity.

Figure 6

Locations of PTI D, PTI E and PTI F



Legend: Site boundary

Source: TD records

Funding approvals

5.3 In November 1992, a new works item was created under the Public Works Programme for the provision of PTI D, PTI E and PTI F. In March 1995, the Financial Services and the Treasury Bureau (Note 20) approved \$11.6 million for constructing PTI D (Note 21). The Finance Committee of LegCo approved \$18.6 million in January 1996 for constructing PTI F and \$18.8 million in January 1997 for PTI E. The HyD was the project manager. These PTIs were completed between 1998 and 2000 (see Table 3).

Table 3

Provision of PTI D, PTI E and PTI F

PTI	Approved project estimate (\$ million)	Area (m ²)	Time of completion
D	11.6	4,701	July 1998
E	18.8	8,996	June 2000
F	18.6	10,504	July 1999

Source: TD records

Note 20: Before July 1997, the then Finance Branch was responsible for the policy portfolio of financial matters. In July 1997, the Finance Branch was renamed as the then Finance Bureau. In July 2002, the Financial Services and the Treasury Bureau was formed to take over the policy portfolio. For simplicity, the Finance Branch and the Finance Bureau are referred to as the Financial Services and the Treasury Bureau in this Report.

Note 21: At the time when the construction of PTI D was approved in 1995, the Financial Services and the Treasury Bureau had the delegated authority to approve funding for a capital works project costing not more than \$15 million (i.e. a Category D item). As of August 2011, the Permanent Secretary for Transport and Housing (Transport), the Director of Highways and other designated officers had the delegated authority for approving minor transport works projects, and the financial ceiling of Category D items was \$21 million.

Planned use of PTIs

5.4 A total of 42 bays are provided at the three PTIs. Table 4 shows their planned use.

Table 4
Planned use of PTI D, PTI E and PTI F

PTI	Number of bays			
	Bus (a)	Red minibus (b)	Taxi (c)	Total (Note 1) (d) = (a) + (b) + (c)
D	9	4	1	14
E	10	0	0	10
F (Note 2)	18	0	0	18
Total	37	4	1	42

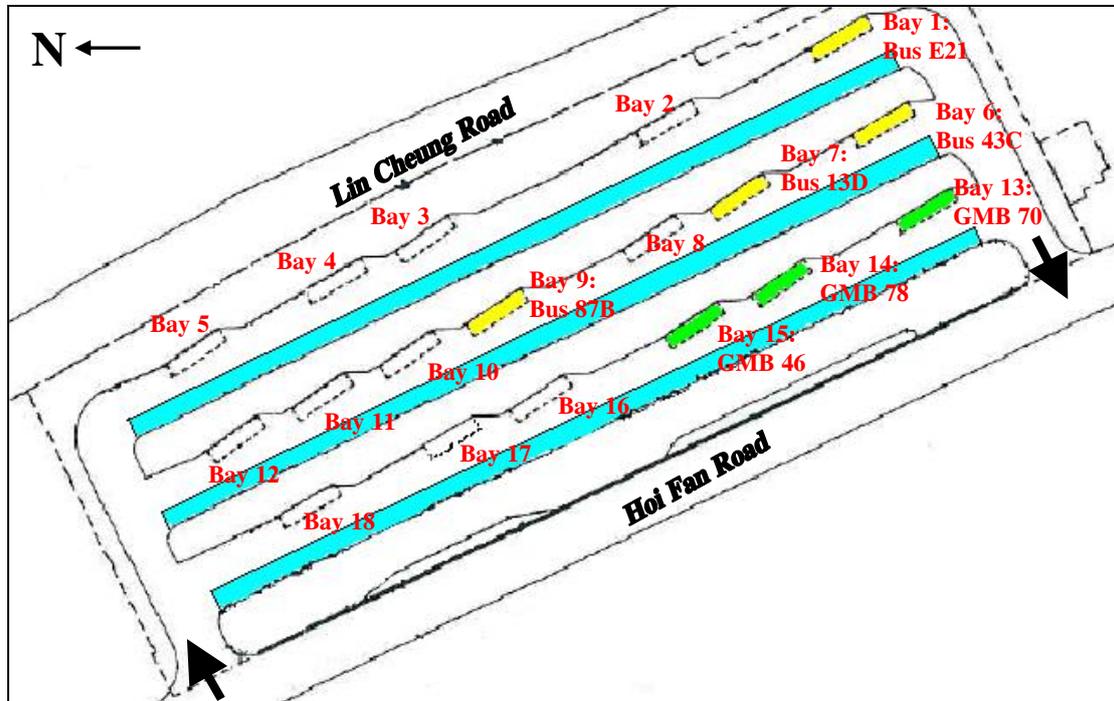
Source: TD and HyD records

Note 1: According to the TD, as of August 2011, all bays provided at PTI D and PTI E had been allocated for use, but 4 bays at PTI F were unallocated.

Note 2: According to the land grant of Site C, in addition to 18 boarding bays, a minimum of 24 stacking spaces for buses should be provided.

Figure 7 shows the layout of PTI F and the allocation of bays as of August 2011.

Figure 7
Layout and bay allocation of PTI F
(August 2011)



- Legend:
- Bus bays
 - GMB bays
 - Vacant bays
 - Stacking areas

Source: TD records

5.5 For PTI E and PTI F, GMB termini and taxi stands are also provided outside the PTIs (see Figure 6 and Table 5).

Table 5
GMB termini and taxi stands outside PTI E and PTI F

PTI	Number of bays		
	GMB (a)	Taxi (b)	Total (c) = (a) + (b)
E	2	2	4
F	4	1	5
Total	6	3	9

Source: TD records

Audit observations and recommendations

LegCo Members' concerns

5.6 In December 1995, at a meeting of the PWSC of LegCo, Members enquired about the background of the three PTIs at Olympic Station and the provision of 18 bus bays for PTI F. In response, the Administration said that:

- (a) apart from facilitating passenger interchange with railway, the three PTIs would also provide facilities for the new transport services required for residential and commercial developments in the vicinity of the railway station as well as for bus routes terminating on-street in the Tai Kok Tsui area; and
- (b) **upon the commissioning of PTI F, most of the bus bays would be fully utilised with only one to two left for future expansion.**

Utilisation of PTI F

5.7 PTI F has 18 boarding bays and some stacking areas. Audit's field inspections in June and August 2011 and research revealed that:

- (a) only 4 franchised bus routes (nos. 13D, 43C, 87B and E21) and 3 GMB routes (nos. 46, 70 and 78) made use of PTI F;
- (b) ten bus routes had once been designated for terminating at PTI F. Between July 2000 and May 2007, in response to changes in passenger demand, six bus routes had been relocated to other terminal points or cancelled. As of August 2011, only four bus routes terminated at PTI F; and
- (c) PTI F is a large PTI with an area of 10,504 m². A significant portion of PTI F was allocated for stacking (see Photographs 12 and 13). Buses/GMBs not in service would be parked at the vacant bays or the stacking areas.

Photographs 12 and 13

Bus/GMB stacking in PTI F

12.



10 June 2011 (Friday) at 7:00 a.m.

13.



16 July 2011 (Saturday) 1:24 p.m.

Source: Photographs taken by Audit

5.8 In August and September 2011, concerning the utilisation of PTI F, the TD informed Audit that:

- (a) each terminating route was assigned 2 bays, one for passenger boarding and one for passenger alighting and/or accommodating the next bus/GMB in queue;
- (b) at present, four bus routes and three GMB routes were terminating at PTI F, using 14 out of the total of 18 loading/unloading bays;
- (c) some of the residential developments in the vicinity of PTI F had not been completed while some had not yet attained full population intake. As there might be a need to increase the bus services in the area to cater for the new developments, the TD would further review the arrangement and the need for loading/unloading bays; and
- (d) stacking areas had been allocated to bus operators to meet their operational requirements, including temporary bus stacking during meal breaks of bus captains and overnight parking of about 50 buses.

5.9 PTI F commenced operation in August 1999. According to the original plan, most of the 18 bus bays would be allocated for use by franchised buses (see para. 5.6(b)). **However, as of August 2011 (12 years after its commissioning), only 4 franchised bus routes and 3 GMB routes were using the PTI as termini (see para. 5.7(a)).**

Audit recommendations

5.10 **Audit has recommended that the Commissioner for Transport should:**

- (a) **in planning PTIs in future, take measures to refrain from providing excessive bays, taking into account the experience in planning PTI F; and**
- (b) **take measures to make gainful use of the spare bays at PTI F.**

Response from the Administration

5.11 **The Commissioner for Transport agrees with the audit recommendations. He has said that:**

- (a) having regard to experience gained from its planning of different PTIs, the TD will endeavour to come up with the best estimate on bus bay requirements as far as possible. However, public transport demand changes over time and it is not always possible to ensure a perfect match of demand and supply; and
- (b) the TD will consider measures to make more gainful use of the spare space inside PTI F to ensure that the transport facilities are being used effectively to meet the changing transport demand and the operational needs.

Provision of GMB bays outside PTI F

5.12 As shown in Table 5 in paragraph 5.5, four roadside GMB bays are provided outside PTI F at Hoi Fai Road. In January 2008, in order to provide a more convenient location and a better waiting environment for passenger use, the TD relocated the termini of three GMB routes from Hoi Fai Road to PTI F. Two GMB routes would continue to make use of the roadside GMB bays at Hoi Fai Road to meet the need of some passengers (see Photograph 14).

Photograph 14

GMB bays outside PTI F



Source: Photograph taken by Audit on 10 June 2011 (Friday) at 8:45 a.m.

Remarks: Drainage works were in progress.

Audit observations and recommendation

Need to make gainful use of spare bays

5.13 Audit's field inspection in June 2011 revealed that, subsequent to the relocation of the three GMB routes to PTI F, the utilisation of the roadside GMB bays at Hoi Fai Road was low.

Audit recommendation

5.14 **Audit has recommended that the Commissioner for Transport should take measures to make gainful use of the spare GMB bays at Hoi Fai Road.**

Response from the Administration

5.15 The **Commissioner for Transport** agrees with the audit recommendation. He has said that the GMB bays at Hoi Fai Road is currently used by two GMB routes as en route stopping points, and that the TD is considering allocating the spare space for other transport uses such as general loading and unloading by vehicles.

PART 6: PTI AT EAST TSIM SHA TSUI STATION (MODY ROAD)

6.1 This PART examines the provision of a PTI at East Tsim Sha Tsui (TST) Station (PTI H), focusing on the following areas:

- (a) provision of PTI H at East TST Station (paras. 6.2 to 6.18); and
- (b) implementation of a tourism project (paras. 6.19 to 6.26).

Provision of PTI H at East TST Station

6.2 The TST Star Ferry Pier PTI (PTI G) is located at the TST waterfront. In 2002, the TC of the Commerce and Economic Development Bureau proposed to convert PTI G into a piazza (Piazza A) with a view to providing a tourist attraction and a leisure space for the public. The Government then planned to make use of the site of the Wing On Plaza Garden (WOPG) near East TST Station (commissioned in October 2004) for constructing PTI H to replace PTI G, and to re-provision the garden on the podium deck above PTI H.

6.3 Under the originally planned traffic arrangement, 7 of the 15 bus routes terminating at PTI G would be relocated to PTI H. In order to minimise disturbance to bus services, PTI H needed to be completed before commencement of construction works for Piazza A. An access to East TST Station would be provided at PTI H (see Figure 8).

Figure 8
Location of PTI H



Source: TD records

Public consultation

6.4 In 2002, the Commerce and Economic Development Bureau commenced public consultation on the proposed development of Piazza A and the relocation of PTI G (Piazza Project). Stakeholders consulted included public transport operators, the tourism and hotel trades, District Councils, and the local community.

6.5 The Yau Tsim Mong District Council (YTMDC) gave in-principle support for the Piazza Project in February 2003, and endorsed the conceptual design plan of PTI H in April 2004. In 2004 and 2005, the TD consulted the YTMDC again and various other District Councils about the relocation plan for bus routes using PTI G. The various District Councils consulted did not raise objections to the relocation plan.

Phased development of the Piazza Project

6.6 In June 2003, the Administration informed the then LegCo Panel on Economic Services (Note 22) that PTI H was planned to be commissioned in 2007 to allow for the subsequent relocation of PTI G, and Piazza A would be built for commissioning by 2008-09. The Government also planned to construct a new turnaround (Turnaround A) outside the Hong Kong Cultural Centre near PTI G to provide bus stops for buses originally terminating at PTI G, with a view to facilitating bus passengers after relocating the bus termini from PTI G to PTI H. The HyD was responsible for constructing Turnaround A.

Funding approval and construction of PTI H

6.7 In June 2005, the Finance Committee of LegCo approved funding of \$276 million for the construction of a project of “Transport Link in Tsim Sha Tsui East” (Note 23), which included the construction of PTI H. In order to minimise interface problems and disruption to the public, the supervision and construction of PTI H were entrusted to the KCRC while the ArchSD retained the role of project manager.

Note 22: *Since October 2007, the functions of the LegCo Panel on Economic Services have been taken over by the LegCo Panel on Economic Development.*

Note 23: *The project included PTI H, a podium garden on top of PTI H to reprovise the WOPG, two connecting footbridges and a public toilet. The reprovise of the WOPG was undertaken by the KCRC at its own cost, as part of the East Rail Extension project.*

6.8 In April 2007, PTI H (see Photograph 15) was completed at a cost of \$143 million. It has nine bus bays and seven bus stacking spaces.

Photograph 15

PTI H at East TST Station (Mody Road)



Source: Photograph taken by Audit on 10 June 2011 (Friday) at 8:00 a.m. (peak hour)

Recent development

6.9 In June 2008, the TD relocated the terminus of a bus route (no. 5) from PTI G to PTI H. In June 2009, the construction of Turnaround A was gazetted. The Administration received representations on the turnaround scheme expressing concerns on the following:

- (a) the adequacy of the future bus service arrangement;
- (b) the possible impact of the Piazza Project on the traffic flow; and
- (c) the need to conserve the bus terminus at TST pier so as to preserve the collective memory of the Hong Kong community.

6.10 In February 2010, at the request of the Kowloon City District Council, the terminus of bus route no. 5 was relocated back to PTI G. In September 2010, in the light of the public views collected during the gazettal period, the Administration amended the design of the turnaround scheme, and presented a revised scheme to the Traffic and Transport Committee of the YTMDC. Members of the Traffic and Transport Committee were concerned about the possible impact of Turnaround A and the Piazza Project on the traffic flow in the vicinity of TST, and suggested that the TD should, under the principle of maintaining smooth traffic flow, actively consider assigning all bus routes currently terminating or calling at the bus terminus at TST pier to call at Turnaround A in future. In the same month, a District Councillor suggested to the TD that:

- (a) as there were insufficient parking facilities for tourist coaches in the area, consideration should be given to converting part of PTI H into a parking area for tourist coaches; and
- (b) this would help address the shortfall in tourist coach pick-up/drop-off spaces at TST waterfront.

Audit's field inspection in May 2011 revealed that some tourist coaches made use of a bus stop at TST waterfront for temporary parking (see Photograph 16).

Photograph 16

Temporary parking of a tourist coach at a bus stop at TST waterfront



Source: Photograph taken by Audit on 28 May 2011 (Saturday) at 1:45 p.m.

6.11 In October 2010, the revised turnaround scheme was gazetted. The Administration received representations on the revised scheme, largely similar to earlier representations received under the previous round of gazettal (see para. 6.9).

6.12 Taking into account the views of the Traffic and Transport Committee of the YTMDC and the public, the TC decided to revisit the way forward for the Piazza Project. The TC proposed to adopt a new design concept which would integrate the piazza with the revitalisation of the TST Star Ferry Pier, with an aim to developing the vicinity into a tourism node and creating a new landmark there. In order to address the Traffic and Transport Committee's concern over the transport arrangement, the TC suggested expanding the proposed Turnaround A to become a new PTI, so that all 15 bus routes using the TST pier bus termini could continue to call at the Star Ferry Pier in future. This arrangement would facilitate passengers in using bus service and interchanging with ferry service.

6.13 In June 2011, the TC provided the YTMDC with a new design of Piazza A and Turnaround A, under which Turnaround A would form a new PTI to accommodate all the 11 terminating bus routes and four passing bus routes calling at PTI G. The TC also informed the YTMDC that:

- (a) the Administration would explore different arrangements with a view to putting PTI H into the best beneficial use;
- (b) the size of Piazza A would be significantly reduced to make way for the new PTI at Turnaround A; and
- (c) if the new design concept was supported by the YTMDC, the TC would consult other relevant parties and commence the design of the Piazza Project. The TC would further consult the YTMDC when a more concrete design proposal was available.

6.14 As of August 2011, three of the nine bays at PTI H had been allocated for use by three bus routes, with two routes (nos. 28 and 234X) using the bays as termini (Note 24) and one route (no. 5) as a passing bus stop. In September 2011, the Administration gazetted further amendments to the proposed works of Turnaround A, including the expansion of the originally proposed Turnaround A, with a view to ameliorating the effects of the works on the public.

Note 24: *The two terminating bus routes were relocated from the Tsim Sha Tsui (Hankow Road) Terminus in August 2007.*

Audit observations and recommendation

Need to make gainful use of PTI H

6.15 Audit's field inspection on 10 June 2011 (Friday) during the morning peak hour (7:30 a.m. to 8:30 a.m.) revealed that only 16 passengers and 29 buses made use of PTI H. Audit considers it unsatisfactory that, about four years after PTI H's commissioning in August 2007, only three of the nine bus bays had been allocated for use by buses, and only very few passengers made use of the PTI.

Audit recommendation

6.16 **Audit has recommended that the Commissioner for Transport should expedite action to implement measures to make gainful use of the spare bays at PTI H.**

Response from the Administration

6.17 The **Commissioner for Transport** agrees with the audit recommendation. He has said that he will review the use of the spare bays.

6.18 The **Commissioner for Tourism** has also said that the TC and the TD will continue to work closely together in taking forward the Piazza Project, and ensure the gainful use of PTI H.

Implementation of a tourism project

6.19 According to the TC's original plan, the Piazza Project would be implemented by three phases (Phase 1: PTI H; Phase 2: Turnaround A; and Phase 3: Piazza A). The main purpose of the Piazza Project was to provide Piazza A (main works) at the waterfront of TST, and the construction of PTI H and Turnaround A was ancillary works in support of the provision of Piazza A.

6.20 In August and September 2011, the TD and the TC informed Audit that:

TD

- (a) PTI H was provided to replace PTI G. Before the commencement of construction works of PTI H in 2005, the Administration had conducted public consultation on the conceptual development of the Piazza Project, including the layout of PTI H and the related transport arrangements, and solicited the support of the relevant District Councils and LegCo Members;
- (b) in consideration of the representations received after the gazettal of Turnaround A (see paras. 6.9 and 6.11), the original scope of Turnaround A would need to be amended, and the progress of relocating bus routes to PTI H was affected;

TC

- (c) for the original Piazza Project, public consultation on the proposed development of Piazza A and relocation of PTI G to PTI H had been completed before the commencement of the construction of PTI H in September 2005;
- (d) when planning the Piazza Project, there was a practical need for the Administration to carry out the construction works for PTI H before commencing works for Turnaround A and Piazza A, as it was essential to ensure that provision of existing bus services to the public would not be disrupted arising from the relocation of the bus routes from PTI G to PTI H;
- (e) upon completion of PTI H in April 2007, the TC started the design work of Piazza A whilst the TD started preparatory work for the relocation of bus routes and gazettal for Turnaround A;
- (f) in the light of the objections received after the gazettal for the turnaround scheme in June 2009 and October 2010 (see paras. 6.9 and 6.11), the YTMDC expressed considerable concerns over the previously agreed traffic and transport arrangements in relation to the Piazza Project, particularly the bus service arrangements; and
- (g) the considerable public concerns expressed in recent years and the voluminous objections to the turnaround scheme received had not been previously anticipated. Accordingly, the Administration considered it neither practicable nor realistic to proceed with the original piazza development. In order to address the public concerns and regain public acceptance for the proposed Piazza Project, the Administration had proposed a new design concept (see para. 6.12).

Audit observations and recommendation

Need to finalise design and consultation of main works before proceeding with ancillary works

6.21 In Audit's view, the provision of PTI H and Turnaround A might not be necessary if Piazza A is not to be constructed. The construction of PTI H commenced in 2005 and was completed in 2007. However, as of August 2011, the Administration was still conducting consultation on the provision of Turnaround A and Piazza A.

6.22 In June 2008, the TC organised an open design competition for Piazza A. In August 2011, the TC announced the result of the competition. According to the TC:

- (a) the design concept for the revitalisation of the TST Star Ferry Pier and its adjacent area had changed (see para. 6.13); and
- (b) in the event, the competition entries, including the winning entry, could not be adopted as the design for the tourism node because they did not have the revitalisation of the pier as an essential part of the overall integrated design.

6.23 In Audit's view, in implementing a project comprising main works and ancillary works in future, there is a need to finalise the design and public consultation of the main works before proceeding with the ancillary works. This approach will help ensure that the ancillary works will align with any changes in the design or arrangements for the main works.

Audit recommendation

6.24 **Audit has recommended that, in implementing a tourism project comprising main works and ancillary transport works in future, the Commissioner for Tourism, in collaboration with the Commissioner for Transport, should finalise the design and public consultation of the main works before proceeding with the ancillary transport works as far as possible.**

Response from the Administration

6.25 The **Commissioner for Tourism** agrees with the audit recommendation. He has said that in implementing tourism projects, it may not always be practicable to complete public consultation and the design of the main works before implementing the ancillary transport works. Nonetheless, the TC will implement the audit recommendation as far as circumstances permit.

6.26 The **Commissioner for Transport** has said that the TD will continue to provide support to the TC in planning and providing ancillary transport facilities for tourism projects.

Railway lines
(commissioned between 1994 and 2011)

	Railway line	Year of commissioning
1.	Airport Express Line and Tung Chung Line	1998
2.	Tseung Kwan O Line	2002
3.	West Rail Line	2003
4.	East Rail Line Extension to East Tsim Sha Tsui	2004
5.	Ma On Shan Line	2004
6.	Disneyland Resort Line	2005
7.	Lok Ma Chau Spur Line	2007
8.	Tseung Kwan O Extension	2009
9.	Kowloon Southern Link	2009

Source: TD records

**28 PTIs adjacent to railway stations
(commissioned between 1994 and 2011)**

	PTI location
1.	Choi Ming Shopping Centre
2.	Disneyland Resort
3.	East Tsim Sha Tsui Station (Mody Road)
4.	Hang Hau Station
5.	Hong Kong Station
6.	Kam Sheung Road Station
7.	Kowloon Station
8.	LOHAS Park Station
9.	Lok Ma Chau Station
10.	Long Ping Station (North)
11.	Long Ping Station (South)
12.	Nam Cheong Station
13.	Olympic Station adjoining Cherry Street
14.	Olympic Station adjoining Hoi Wang Road
15.	Olympic Station adjoining Lin Cheung Road
16.	Siu Hong Station (North)
17.	Siu Hong Station (South)
18.	Sunny Bay Station
19.	Tai Wai Station
20.	Tin Shui Wai Station
21.	Tiu Keng Leng Station
22.	Tseung Kwan O Station
23.	Tsing Yi Station
24.	Tsuen Wan West Station
25.	Tuen Mun Station
26.	Wu Kai Sha Station
27.	Yuen Long Station (North)
28.	Yuen Long Station (South)

Source: TD records

**Railway lines under construction or planning
(August 2011)**

	Railway line	Target year of commissioning
1.	West Island Line	2014
2.	Express Rail Link	2015
3.	South Island Line (East)	2015
4.	Kwun Tong Line Extension	2015
5.	Shatin to Central Link — Tai Wai to Hung Hom Section — Hung Hom to Admiralty Section	2018 2020
6.	North Hong Kong Island Line	Under planning
7.	Northern Link	Under planning
8.	South Island Line (West)	Under planning

Source: HyD records

Acronyms and abbreviations

ArchSD	Architectural Services Department
Audit	Audit Commission
CEDD	Civil Engineering and Development Department
CTS	Comprehensive Transport Study
EPIW	Essential Public Infrastructure Works
GMB	Green minibus
HD	Housing Department
HyD	Highways Department
KCRC	Kowloon Canton Railway Corporation
KSR	Kam Sheung Road
LegCo	Legislative Council
m ²	Square metres
PlanD	Planning Department
PTI	Public transport interchange
PWSC	Public Works Subcommittee
SKDC	Sai Kung District Council
STIC	Station and Transport Integration Committee
TC	Tourism Commission
TD	Transport Department
THB	Transport and Housing Bureau
TST	Tsim Sha Tsui
WOPG	Wing On Plaza Garden
YTMDC	Yau Tsim Mong District Council