

For discussion
10 December 2010

Legislative Council Panel on Home Affairs
Hong Kong's Potential Bid for Hosting the Asian Games in 2023 –
Findings of the Public Consultation Exercise

PURPOSE

This paper reports on the findings of the public consultation exercise on Hong Kong's potential bid to host the Asian Games in 2023 and re-states our policy on the long-term development of sport in Hong Kong.

BACKGROUND

2. On 21 September 2010, we launched a public consultation exercise to gauge the public's views on whether Hong Kong should bid to host the 2023 Asian Games. The consultation period ended on 1 December 2010.

3. In the course of the consultation exercise, it became apparent that, apart from cost considerations, one of the major concerns raised by the respondents was the perceived lack of a clear policy for the long-term development of sport in Hong Kong. There were also criticisms that we had failed to deliver the promises made in 2000 when we made a bid to host the 2006 Asian Games.

4. We have previously briefed this Panel on our long-term policy objectives for sport, and have outlined these publicly on many occasions before. Nonetheless, we consider that it would be helpful to re-state our main policy objectives in order to clarify that hosting the Asian Games in 2023 would be consistent with these objectives.

Long-term sports policy objectives

5. We have previously explained to the Legislative Council, District Councils media organizations and members of the public that, following the

sports policy review completed in 2002, the Government has adopted three broad strategic aims for sports development, namely: to develop a strong sporting culture in the community, to help our elite athletes achieve better performances and to raise our international sporting profile. We explained these aims when briefing this Panel on the outcome of the sports policy review in May 2002 vide LC Paper CB(2)1999/01-02(01) at **Annex A**.

6. The initiatives pursued by the Government in the past eight years, including the establishment of the Sports Commission and the reconstitution and redevelopment of the Hong Kong Sports Institute (HKSI) are consistent with these broad strategic aims. We have set out details of the key initiatives that we have recently implemented or that are under planning in the LC Paper No. CB(2)67/10-11(01) at **Annex B**, which was tabled for Members' information at the Panel meeting held on 20 October 2010.

Some of the more important measures now being pursued or planned by the Government are highlighted below –

(a) *At the community level* –

- To adopt a more strategic approach to the planning of new sports facilities and sports participation programmes to suit the needs of individual districts with reference to factors such as demographic characteristics and the findings of territory-wide surveys on the preferred sports of people from various age and gender groups.
- To continue to encourage wider participation in sports events by local communities by way of initiatives such as the Hong Kong Games. We will deploy additional resources from the Arts and Sports Development Fund (ASDF) to implement these initiatives where appropriate.

(b) *At the school level* –

- To continue to promote the “School Sports Programme”, which now has a participation rate of more than 90% of local primary and secondary schools, and to deploy additional resources from the ASDF to provide more opportunities for training and competition for students.

- To explore with schools and “National Sports Associations” (NSAs) the feasibility of allowing students priority use of public venues for training purposes.

(c) *At the NSA level –*

- To continue to support the extension of the feeder programmes to help the NSAs to recruit and train young athletes, and to identify those with the potential for representing Hong Kong in international competition.
- To keep under review subventions granted to NSAs under the Leisure and Cultural Service Department (LCSD)’s “Sports Subvention Scheme” and from other sources, and to explore the feasibility of increasing support to NSAs for training, competition and the organisation of more local and international events.

(d) *At the elite level –*

- To continue to support the HKSI, which provides comprehensive support to elite athletes including high-level coaching and sports science and medicine services.
- To provide sufficient financial support for full-time athletes who have attained a high level of performance, in order to enable them to focus on their sporting career.
- To provide further support to athletes upon retirement from top-level competition through provision of education support and career guidance.
- To complete the redevelopment of the HKSI premises at Fo Tan at a total cost of around \$1.8 billion by 2013 to provide state-of-art facilities for training elite athletes, including those with disabilities.
- To provide funding support from the ASDF to enable athletes to prepare properly for and have appropriate levels of support when competing in major international events – for the 2010 Asian Games and Asian Para Games we have reserved some \$28 million to support our athletes’ preparation for and participation in the games.

7. We will continue to pursue the above measures with a view to building up a solid foundation upon which our sports policy objectives could be further enhanced in future. These measures are an integral part of our sports development policy objectives and will be pursued regardless of whether Hong Kong bids to host the Asian Games in 2023.

Provision of sports facilities

8. The Government is committed to providing suitable sports facilities for the training and competition needs of elite athletes and the general public. Since 2005, we have spent over \$3.5 billion on the construction or upgrading of sports venues. Sports facilities completed in the last 10 years include nine sports centres in Stanley, Kwun Tong, Tai Kok Tsui, Tseung Kwan O, North District, Tai Po, Ma On Shan, Tin Shui Wai and Tung Chung.

9. At present, the construction of seven sports centres and six swimming complexes is in progress – including an international standard indoor velodrome at Tseung Kwan O and the upgrading of the Victoria Park Swimming Complex. We are pressing ahead with the planning of five more sports centres, the upgrading of four swimming pool complexes, the construction of 21 artificial turf football pitches and the Multi-purpose Stadium Complex at Kai Tak.

10. As regards projects that we initially proposed to deliver in the context of the bid for the 2006 Asian Games, some of these were either not included in the final bid document or scaled-down after more thorough consideration. When bidding for the 2006 Asian Games, we made it clear that most of the proposed games venues would be temporary in nature, and would be designed solely for the purpose of hosting the Asian Games – for example, we planned to host one-third of the sports events in rented venues at the Hong Kong Convention and Exhibition Centre. The list of proposed venues for the bid for the 2006 Asian Games is at [Annex C](#).

PUBLIC CONSULTATION EXERCISE

11. Since the launch of the public consultation exercise, we have consulted the Legislative Council (LegCo) Panel on Home Affairs, District

Councils (DCs), the sports community, schools' sports federation, tourism industry and young people, etc. to gauge their views on whether Hong Kong should bid to host the 2023 Asian Games. In addition to views collected through the internet, we have also organized several consultation forums for young people and stakeholders in various fields and industries (e.g. professional bodies, construction workers' unions, security companies, catering, and tourism sectors) during the consultation period. A report summarizing the public feedback and views is at **Annex D**.

Overview

12. During the first few weeks of the consultation exercise, there was a prominent body of opinion that expressed objections to the proposal to host the Games in 2023. These objections were mainly based on the views that: the cost of hosting the Games was too high; there was no clear long-term policy to promote sport; and there were other more pressing social issues that should receive a higher priority than the Asian Games insofar as resource allocation was concerned. Following a detailed explanation of the potential cost of hosting the Games and of our policy framework for sports development, as well as clarification that there was no conflict between allocating resources for sports development and for other policy programmes such as health care and education, there has been a gradual shift of public opinion towards supporting the hosting of the Games. There is also a clear consensus in the community that irrespective of whether to bid or not to bid, the Government should continue to invest in sport facilities and promote public participation in sports.

13. After the launch of the public consultation, we issued two papers to LegCo Home Affairs Panel to give further details of the potential cost of hosting the Games¹ and to explain our policy framework for sports development². We also took the opportunity to clarify that there was no conflict between allocating resources for sports development and for other policy programmes such as health care and education. We also reviewed the direct total cost for hosting the Asian Games. On 9 November 2010, we announced that a lower-cost option involving a direct total cost of \$6 billion is feasible. This would be achieved by not proceeding with our original proposal to upgrade the development scope (i.e. the provision of warm-up courts and to increase

¹ LC Paper No. CB(2)208/10-01(01)

² LC Paper No. CB(2)67/10-11(01)

significantly the spectator capacity) of three new indoor sports centres that were already planned to meet district needs, resulting in savings of \$8.5 billion. Although this would affect to some extent the staging of basketball, volleyball and handball events, the Venue and Events Sub-committee of the Asian Games Provisional Bid Committee and the three NSAs concerned all agreed that it would not affect the overall viability of the Games, nor detract from the quality of a potential bid.

14. In general, we observe that the public opinion has been more receptive to hosting the Games in Hong Kong following our further explanation and clarification to the public, as well as the availability of a lower-cost option. Public sentiment towards hosting the Games has become more positive following the success of the 2010 Guangzhou Asian Games, and in particular the strong showing by Hong Kong athletes, which has demonstrated the progress that we are making in developing local sporting talent.

LegCo Panel on Home Affairs

15. On 21 September 2010, we briefed the LegCo Panel on Home Affairs on the consultation paper. While a few members expressed support in principle for hosting Asian Games in Hong Kong, some were concerned about the substantial resources to be committed for hosting the Games. At its meeting on 12 November 2010, we also briefed the Panel on the financial implications of hosting the 2023 Asian Games in Hong Kong, including the breakdown of estimated operating and direct capital costs, projected revenue and number of jobs to be created.

16. On 29 November 2010, the Panel held a special meeting with deputations (including athletes who had taken part in the Guangzhou Asian Games, representatives from NSAs, DCs and other interested stakeholders) to gauge their views on whether Hong Kong should bid to host the Games. All attending athletes expressed the view that hosting the Games would help improve facilities and raise the morale of local sports people. They also considered that Hong Kong, being a member of the Olympic Council of Asia, had an obligation to bid to host the Games and provide a competitive stage for Asian and local athletes, if economic conditions allowed.

District Councils

17. We have consulted all the 18 DCs or their sub-committees. According to the conclusions made by the Chairmen of 7 DCs, the majority of members who spoke at these DCs were in support of the proposed bid. In particular, the Tai Po DC passed a motion to support the proposed bid based on the original venue plan. Of the 282 DC members who spoke at the relevant meetings, **127 (45%) favoured a bid, 9 (3.2%) were inclined to support** Hong Kong bidding to host the Games after 2023, **57 (20.2%) were not in favour of a bid, 36 (12.8%) expressed reservations** and 53 (18.8%) were more or less neutral.

Youth Organisations and Interested Stakeholders

18. During the consultation period, five forums were held with youths and other interested industry stakeholders such as the transport, security, hotel and catering, information technology, construction sectors, etc. The vast majority of those who attended the forums expressed their support for Hong Kong to host the Asian Games in 2023.

Views received through facsimile, post, electronic mail, telephone and by hand

19. As at 1 December 2010, we have received submissions from **5,271** individuals and 76 organizations. For the 5,271 individuals, **3,626 (68.8%) favoured a bid, 1,561 (29.6%) were not in favour of a bid**, and 84 (1.6%) were neutral. For the 76 organizations, **64 (84%) favoured a bid, 8 (11%) were not in favour of a bid**, and 4 (5%) were neutral. We have also written to all **74 NSAs** to solicit their views on the consultation paper. From the feedbacks received from 46 NSAs and 15 private sports organizations, the majority have expressed support for Hong Kong to bid to host the Games.

“e-engagement” Platforms

20. As regards submissions via the e-engagement platforms, views expressed were inconclusive either way. As at 1 December 2010, there were **19,363 messages** posted on the Asian Games Forum, **152 messages** were posted

on the Public Affairs Forum and **1,863 persons** joined the fan page of the official Facebook page. The views expressed in support or against the proposed bid were more or less even. Analyses from e-engagement platforms were made on a user-basis; repeated views from the same individual would not be given more weight regardless of how active an individual was posting messages on these platforms.

Telephone Survey of Public Opinion

21. We have commissioned the Hong Kong Institute of Asia-Pacific Studies of CUHK to conduct a telephone survey to gauge public views on the subject. A total of **1,848** respondents were surveyed by 1 December 2010, of which **58%** of the respondents agreed that hosting the Games would give a strong boost to sports development in Hong Kong, and **56%** of the respondents considered that Hong Kong had the capability to host the Games successfully. As far as cost was concerned, **51% did not accept** the financial arrangement if the direct cost was pitched at \$14.5 billion. **54% accepted** the financial arrangement of reducing the cost to about \$6 billion.

22. For the first part of the survey conducted between 19 and 25 November 2010, **44.3%** of the respondents **favoured** the proposed bid, while **50.8% were not in favour of** the proposed bid. However, for the latter part of the survey conducted between 26 November and 1 December 2010, the number of supporting respondents slightly overtook the non-supportive ones and the percentage was **48.2%** and **47.2%** respectively. This indicates that that had been a rising number of respondents in support of the proposed bid towards the end of the consultation period. Overall speaking, having regard to the arguments for and against the proposed bid and the direct total cost of \$6 billion, **46.3%** of the respondents **favoured** the proposed bid, while **48.9% were not in favour of** the proposed bid during the whole survey period. According to CUHK, having applied a sampling error of plus and minus 2.28% in accordance with established practice, the number of respondents who were in favour or not in favour was in fact very close. The remaining 4.8% were neutral.

EPILOGUE

23. Members are invited to note the findings of the public consultation exercise on Hong Kong's potential bid for the 2023 Asian Games and the reiteration on our long-term sports policy.

Home Affairs Bureau
December 2010

For Discussion

LC Paper No. CB(2)1999/01-02(01)

Legislative Council Panel on Home Affairs
Meeting on 23 May 2002

A Strategic Policy for Sports Development

PURPOSE

This paper reports on the findings and recommendations of the Report of Home Affairs Bureau (HAB)'s Sports Policy Review Team, which is now released for public consultation. We hope the report will provide a basis for wider discussion in the community before a detailed strategic policy for sports development in Hong Kong over the next five to ten years is drawn up.

BACKGROUND

2. Following the dissolution of the Provisional Municipal Councils (PMCs), the HAB has taken on the responsibility for the allocation of government funding for sports development and promotion as well as coordinating overall sports policy. Some interim measures were made to delineate more clearly the respective roles of the three key organisations in sports development, namely, the Hong Kong Sports Development Board (SDB), the Leisure and Cultural Services Department (LCSD) and the Sports Federation and Olympic Committee of Hong Kong, China (SF&OC). It was then resolved that the SDB should concentrate on the development of sport, primarily through the running of high performance athlete training and channeling funding support to sports governing organisations (traditionally known as NSAs); and the LCSD should focus on the promotion of sport in the wider community and the planning and management of public sports facilities. Despite this improvement, it is widely considered that there is a need for a fundamental review to improve the current administrative structure and policy-making function for sport in Hong Kong. With this in mind, the Secretary for Home Affairs pledged in the context of his 2000 Policy Objectives to begin work in 2001–02 on drawing up a strategic blueprint.

SPORTS POLICY REVIEW

3. As far as the strategy for sports development is concerned, our overall objectives are to -

- (a) develop a strong sporting culture and encourage people to adopt sport as part of an active lifestyle;
- (b) achieve greater excellence in sport by providing more support to our elite athletes; and
- (c) raise our international profile on sport with a view to gaining wider recognition and hence creating new opportunities for economic growth.

4. The HAB established in April last year a review team which has conducted a comprehensive review of the sports policy of Hong Kong. The review team has conducted extensive consultation with the local sports community and researched into the sporting structure and practices in other places. The findings of the review are now published in a report, which outlines the direction for future sports policy in the following areas-

- (a) public participation in sport;
- (b) student sport;
- (c) support for disabled athletes;
- (d) venue planning and development;
- (e) high performance sport;
- (f) the administrative structure for sport; and
- (g) public funding for sport.

———— A copy of the report is at Annex. The main findings and recommendations of the report are summarized below.

(A) *Public Participation in Sport*

5. Locally commissioned research shows that sports participation is generally low, particularly among young people and the 35-55 age group. Studies also show that there is increased obesity among the young school children and higher incidence of heart disease among middle-aged people. The report has suggested that strategies be formulated to encourage wider participation in sport through -

- (a) a more pro-active approach to promoting sports programmes aimed at particular target groups of various levels of ability;
- (b) a more client-oriented and user-friendly approach to the design and management of public sports venues;
- (c) an aggressive programme for establishing a network of community sports clubs with bases at public venues;
- (d) greater emphasis on district level participation in sport such as organising a multi-sports inter-district games with District Sports Association in the 18 Districts;
- (e) organising more major international sporting events in order to develop a strong local sporting culture; and
- (f) the establishment of a Sports Promotion Task Force in the LCSD to co-ordinate relevant initiatives.

(B) *Student Sport*

6. Despite much work done by various organisations to encourage students to take part in and develop an interest in sport, there is no single body co-ordinating the development of sporting opportunities for students and there is no defined strategy for matching the development of sports facilities, whether in schools or in nearby public venues, to the needs of students. To address these problems, the report has suggested that -

- (a) a Student Sport Co-ordinating Committee be established to develop an integrated framework for student participation in sport from primary I to tertiary education levels;
- (b) expand the service of LCSD's School Sports Programme (SSP) to cover all schools in the SAR and establish a dedicated resource centre for the programme;
- (c) schools to increase PE time in the curriculum, for example, from two lessons to three lessons weekly, to facilitate more sporting opportunities for students;
- (d) venue planning and management practices, whether in public facilities or in schools and tertiary institutions should cater in part for the needs of students; and
- (e) provide greater recognition to student athletes who have excelled in sport.

(C) Support for Disabled Athletes

7. Our disabled athletes have achieved very good results in international competitions. However, there are concerns that there is still shortage of full-time coaching support for disabled athletes and inadequate ancillary facilities at public venues for their training as well as insufficient recognition and publicity for their achievements. To maintain a high level of support for our disabled athletes, the report has recommended the following -

- (a) the possibility of providing full-time coaches for disabled athletes should be explored;
- (b) better publicity on use of funds to support athletes and continued recognition of their achievements should be given; and
- (c) allow for better accessibility and provide adequate ancillary facilities

for the training of disabled athletes when planning and designing public sports venues.

(D) Venue Planning and Management

8. Hong Kong has a good range of well located public sports venues for local use but they are not of a sufficiently high standard to host world class international events. Besides, the planning, design and management policies are not conducive to creating a sporting environment, and are often inadequate to meet the needs of users.

9. In terms of the planning and management of public venues for local sports promotion and development, the report has suggested the following areas for change -

- (a) the adoption of a more strategic approach to venue planning, taking account of the need of the community and the potential for further sports development in Hong Kong;
- (b) more flexible forms of design for public venues;
- (c) provide temporary sports facilities on sites with no firm timetable for full development of permanent sports venues;
- (d) maximise private sector involvement in venue design, construction and management in order to benefit from the greatest possible range of expertise and resources in the private sector; and
- (e) a more responsive approach by venue managers to the requirements of the public and sports organisations in booking and using of public facilities.

10. Regarding the building of major sports facilities, the HAB commissioned a consultancy study in 2000 to assess the need for building major new sports venues in order to improve Hong Kong's capacity to host major international events. The findings of the study were reported to Members of this

panel on 12 June 2001. The study established the need for the construction of a new 50 000 seats stadium in South East Kowloon and a new 5 000 – 10 000 seats multi-purpose indoor arena in Lai Chi Kok, West Kowloon to replace respectively the Hong Kong Stadium and Queen Elizabeth Stadium. In assessing the case for building major new venues, the review team feels that it is important to take a forward-looking perspective. Hong Kong's current collection of major facilities, built mostly in the 1980s, are largely inadequate for hosting major international events and will be seriously outdated within this decade. The team has hence recommended that -

- (a) technical and financial feasibility studies for the new stadium and multi-purpose indoor arena should be conducted. The proposed studies should explore new delivery modes, such as public/private partnership, planning parameters and development options, in order to enhance the financial viability and sustainability of the facilities; and
- (b) consider how best to deliver other venues for "Xtreme Games" (such as skateboarding and in-line skating), ice sports, motorsports and water-based sports.

(E) High Performance Sport

11. Despite our success in international sporting events, our local athletes, coaches and sports associations are concerned about the lack of an appropriate training environment for Hong Kong's high performance athletes and the shortage of support services in areas such as sports science and sports medicine. Other concerns include the education and career prospects of elite athletes, the lack of a strong coaching infrastructure and inadequate support to the development for team sports. To address these concerns, the report has suggested that -

- (a) improvements be made to a number of sports venues and the use of facilities in universities/tertiary education institutions to improve the training environment for top athletes;
- (b) reprioritise the resource allocation available for sports science and medicine;

- (c) draw up an “Athlete’s Plan” to provide full-time high performance athletes with financial, educational and career guidance support;
- (d) strengthen the coaching infrastructure;
- (e) enhance ties and exchange of training opportunities with Mainland sports professionals;
- (f) invest more resources in the development of team sports; and
- (g) encourage sports organisations to develop attractive incentives for commercial sponsorship of high performance athlete training.

(F) The Administrative Structure for Sport

12. The review team has identified the following problems with the current administrative structure -

- (a) a perceived overlap and lack of clarity in the delineation of responsibilities between LCSD and SDB; and
- (b) the lack of a clear central authority responsible for overall policy, planning, coordination and monitoring of sports development.

13. The rationale behind the setting up of SDB in 1990 was to create a system whereby Government could contribute to the development of sport and recreation through funding an independent organisation which would act on behalf of the Government in dealing with the voluntary sports sector and taking up responsibility in areas such as disbursement of public funds, research, sports science and international affairs relating to sport. However, both SDB and the two former MCs provided funding to NSAs and organised campaigns to promote sports participation. There was clear overlap between the work of SDB and the two former MCs. The situation has improved following the dissolution of the two Provisional MCs (former MCs) and the setting up of LCSD. Attempts have been made to delineate more clearly their respective responsibilities using the

promotional and developmental approach as mentioned in paragraph 2 above. Nevertheless, there remains a question on whether it is necessary to have two distinct public bodies for the promotion and development of sport, provision of funding to NSAs and sports-related researches.

14. The other issue is about the lack of a clear central authority that could set longer term strategic goals. After the dissolution of the two PMCs, we have reviewed the membership of SDB in the hope that the expanded Board could take up the strategic role of advising Government on the formulation of a sports policy and coordinating the sports sector for the implementation of long term plans on sports development. Unfortunately, SDB's capacity in sports planning and development is limited as almost all public sports venues are managed by LCSD. Besides, all matters appertaining to the Olympic and Asian Games are the prerogative of the SF&OC. Furthermore, the Board is loaded with many executive responsibilities that prevent it from focusing on strategic planning and policy issues.

15. To ensure an efficient, properly co-ordinated and integrated approach to the use of public resources so as to create an environment within which all Hong Kong people can achieve their sporting objectives, the review team has recommended the setting up of a Sports Commission responsible for strategic policy planning and overall coordination, and proposed three possible options for achieving this, including-

- (a) expanding the role of the SDB and upgrading it to a Sports Commission;
- (b) establishing a new Sports Commission to advise on strategic planning and policy and help coordinate the work of the SDB and LCSD. Consequently, the role and functions of SDB will be narrowed to focus on elite training and high performance sport; and
- (c) establishing an over-arching Sports Commission to advise on strategic policy planning and funding as well as to coordinate key activities in the sports sector. The SF&OC may take over from SDB the latter's marketing and promotional functions. The SDB would be dissolved

and high performance training would be entrusted to a reconstituted HKSI.

16. For option (a), there is the risk that the Commission, primarily an expanded SDB, will lack a clear identity of itself which is necessary for it to command a leading and coordinating role in the sports sector. Option (b) would meet the need for a body to help directing efforts to develop sport strategically but would be seen as creating one more layer of bureaucracy, adding administrative cost and causing inefficiency. Under option (c), the role of each stakeholder will be more clearly defined. The Sports Commission would be responsible for drawing up the strategic plan and policies for sports development, and monitoring the implementation of the plan. The HKSI would be a focal point for the development of elite sport and sports science. LCSD would act as Government's main agent in promoting sport at the wider community. The SF&OC should be well placed to conduct SAR-wide promotional and marketing campaigns. Possible saving generated from the dissolution of SDB can be more usefully put to elite training and other sport-related services. However, this option involves some institutional and legislative changes.

17. The review team considers that there are clearly advantages with option (c) from the structure, roles and functions as well as resource allocation points of view. As any changes in the current administrative structure for sport is a key part of the review of sports policy, it is important that we listen to the views of the wider Hong Kong community before a decision is made.

(G) Public Funding for Sport

18. The review team considers that it is important to have a clear indication of the appropriate source of funding and administrative support for NSAs' programmes and activities. The current arrangements, whereby NSAs are required to first decide whether their activities are promotional (funded by the LCSD) or developmental (eligible for support from the SDB) causes confusion and excessive administrative effort, both for these organisations and for the two funding bodies. Another problem identified by the review team is a lack of sufficient funding for organising major international sports events locally. In order to improve the effectiveness and efficiency of the funding arrangement for sport, the

report has recommended that -

- (a) there should be one funding body to support the work of NSAs;
- (b) re-evaluate the choice and number of “Focus” sports for elite training programmes at the HKSI with a view to optimising resources.
- (c) the funding mechanism and criteria for subventing the NSAs should be reviewed to ensure a fairer allocation of resources and the funding procedures should be simplified; and
- (d) strengthen funding support to NSAs for staging international events.

19. The above recommendations should go a long way in encouraging more widespread participation in sport and raising the profile as well as interest of sport all levels in the community. A stronger local sporting culture and greater success of our elite athletes would in turn help put Hong Kong in the international sports map, thereby create new opportunities for economic growth.

WAY FORWARD

20. A press conference will be held to release the report for wide public consultation for a period of two months until the end of July 2002. Briefings for relevant bodies with sports community will be arranged. Our aim is to gather as wide a range of views as possible before we draw up the detailed blueprint for our future sports development policy.

Home Affairs Bureau
23 May 2002

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FOREWORD

Sport is easy. Sport is quite simply the way in which we organise how we play. It is an extension of one of the first things we do as children: before we even learn to talk we are able to run and throw. These activities are enjoyable and instructive. They contribute to our early physical and social development and generate feelings of well being.

Sport is good. People who play sport regularly generally enjoy sound physical and psychological health. Sport provides a basis for social interaction and for a sense of belonging to the community. It can also offer opportunities for career development and commercial diversification and adds value to the economy. As shown by Beijing's successful bid to host the 2008 Summer Olympics, sport can galvanise an entire country and promote national pride and confidence.

Given the benefits that sport can offer the community, Government is committed to investing public resources in the promotion and development of sport at all levels. However, it is important for us to direct this investment towards providing services that will meet public needs and stimulate further growth. For us to do this effectively, we must take a strategic approach that recognizes the role of sport in our society.

To formulate a strategic blueprint for the development of sport in Hong Kong, the Sports Policy Review Team in the Home Affairs Bureau has conducted a comprehensive review of the sports policy of Hong Kong. **We aim to work out a strategy that will help Hong Kong develop a strong sporting culture in the community, achieve greater excellence by our elite athletes and raise our international profile on sport with a view to gaining wider recognition and creating new opportunities for economic growth.** This review report sets out what we believe to be the key areas of concern with regard to the current state of sports development in Hong Kong. It also suggests a number of potential areas for change, with the aim of

helping us all to realise our sporting goals. It is our intention that this report should form the basis for drawing up a detailed strategic policy for sports development over the next five to ten years.

The findings and proposals outlined in this report are the result of discussion with sports organisations, athletes, administrators, coaches and professionals in the fields of education and health. The review team has also extensively researched literature in this area and met sports professionals on the Mainland and from several overseas organisations. On this point, I would like to express our sincere thanks to those who have contributed to our review. But it is important that the wider Hong Kong community debate these issues before we draw up the detailed blueprint for our future sports development policy. I therefore encourage everyone to read this review report carefully, and to offer views and advice that will help to ensure that our policy properly reflects the importance of sport in our society.

W K LAM
Secretary for Home Affairs

INTRODUCTION

Anyone can do some kinds of sport. Whether we play football, practise tai chi or run in the park, we can all give ourselves a chance to achieve our sporting goals. Many of us are content to take regular casual exercise in order to maintain our fitness and to enjoy the company of friends and family. Some people take part in regular competitions or do rigorous training in order to achieve higher levels of skill or fitness, as well as to seek formal recognition and reward for their efforts. A select few have the talent and the determination to reach the very highest levels of sport and to represent Hong Kong in the international arena.

The main objective of this Sports Policy Review is to identify the key issues that we must address in framing a strategic sports policy for the Hong Kong SAR. In this context, we are conscious of the need to nurture an environment in which every Hong Kong citizen can have the opportunity to realise his or her full sporting potential. Government can do a great deal to help promote sports development, in part by -

- providing and managing appropriate sports facilities;
- distributing public resources according to needs; and
- establishing effective administrative mechanisms.

Over the past 30 years a wide range of **public sports facilities** have been built in Hong Kong. Although these are generally well located and accessible at low cost to the public, there is scope for improving the way in which the venues are planned, designed and managed. For example, there are views that some facilities have not catered for sports suitable for local people, but have instead been designed for sports popular overseas. Others have complained that the way in which public sports venues are managed is sometimes inflexible.

In recent years, there has been steady growth in the amount of **public money** made available for sport at all levels. Most people in the sports community recognise that levels of funding for sports associations and athlete training have increased considerably since the setting up of the Hong Kong Sports Development Board (SDB) in 1990. But there are many who feel that the methods by which the allocation of funds could be streamlined and made more client-oriented.

Following the dissolution of the Provisional Municipal Councils at the end of 1999, Government put in place a new **administrative structure** for sport. We established the Leisure and Cultural Services Department (LCSD) and modified the role of the SDB. This new structure clarified to some degree the scope of work of these two key service agencies. But there is a need to ensure that the overall administrative set-up can provide for a focussed and integrated approach to our long-term sports development. Therefore, it is important that we should have a clear policy direction for our efforts in this area.

In the following chapters, this report attempts to set out some of the problems that need to be addressed if we are to develop sport in Hong Kong more effectively. While the solutions to some of these problems might initially involve a continued or enhanced level of involvement by Government, it is not the intention that Government should monopolise the running of sport in Hong Kong. Rather, this is the joint responsibility of the Government and the sports community.

We hope that everyone who reads this document will consider whether the findings outlined here are relevant, and whether the suggested areas for change can help to improve the environment for sports development in Hong Kong. We recognise that there may be issues of importance to sports development that have not been addressed here. We therefore welcome views and advice. Our aim is to gather as wide a range of views as possible, so that we may draw up a detailed, strategic plan for sports development that reflects and expresses the real needs of our community.

CHAPTER I

The Current Sporting Scene in Hong Kong

1.1 Hong Kong sport has come a long way in the past ten years : winning of the first Olympic gold medal in 1996, outstanding results obtained in recent Asian Games, East Asian Games, and China National Games, the commissioning of a large number of public sports facilities of a high standard, and hosting of well regarded international events, in sports as diverse as rugby, swimming, table tennis, wushu and football.

1.2 At weekends Hong Kong's playing fields and arenas play host to local league and competitive matches in a wide range of sports. Many people also play on a casual basis with friends and family members in order to exercise and take part in social activities. Exceptionally, there are a few hundred sportsmen and women who train intensively in order to represent the SAR in international tournaments and championships. The latest sports news from Europe, from North America and from other parts of Asia features prominently in the local media. People also follow live television broadcasts of European football, North American basketball and major golf and tennis championships from all over the world.

1.3 Over the past few months, the Sports Policy Review Team (Review Team) in the Home Affairs Bureau has studied the practice and experience in promoting sports development in other places, and has taken an in-depth look at the way in which sport is run in the SAR. We have spoken to over 30 sports governing organisations, to athletes and coaches, to professionals in the education and medical sectors and to District Councillors. While we are convinced that Hong Kong sport is generally in good shape, we are also aware that there is considerable scope for improving the way in which we provide services to the public in this area. In particular, we consider that there is a need to make sports participation more attractive to the general public and to promote a lifelong interest in sport, starting in schools. There is also a need to provide more encouragement and support to our high performance sportsmen and women.

1.4 The principal agencies currently providing services for sport in Hong Kong are the Hong Kong Sports Development Board (SDB), the Leisure and Cultural Services Department (LCSD) and the Sports Federation and Olympic Committee of Hong Kong, China (SF&OC). The SAR Government policy bureau with overall responsibility for sport is the Home Affairs Bureau. The roles of these bodies, which between them spend more than \$2.5 billion annually on sports programmes and projects, are discussed in Chapter VIII of this report.

1.5 Throughout this report there are frequent references to the sports governing organisations, the individual associations responsible for running sports in Hong Kong, traditionally known as NSAs. This is inevitable, as these bodies run sport on a day-to-day basis in Hong Kong. The NSAs are involved in every area of sport in the SAR, for example, in helping to set up introductory beginners' classes, running local competitions and training programmes and organising participation in international events. They provide a solid backbone for the development of sport locally, and also represent Hong Kong in the global sports arena. Through the hard work of the NSAs and their full co-operation with the Government, we have seen a significant growth of sport in Hong Kong, both in "high performance sport" and in "participation".

1.6 The following chapters briefly describe the Review Team's research into sports development policy and practice in other administrations, and outline the major issues that need to be addressed in planning a strategic policy for Hong Kong sport over the next five to ten years. The review has focussed in particular on the following key areas -

- (a) encouraging wider public participation in sport;
- (b) providing more opportunities for young people to take part in sport from an early age;
- (c) maintaining support for disabled athletes;
- (d) creating a better environment for sport through the provision and management of appropriate venues and facilities;

- (e) enhancing the prospects of our high performance athletes;
- (f) reviewing the sports administrative structure with a view to promoting more effective co-ordination of sports development; and
- (g) assessing the way in which public resources are allocated to sports promotion and development.

1.7 This report does not offer all the answers to the problems currently facing sports development in Hong Kong. It does, however, aim to open the door to a wider discussion of these issues, so that we may draw up a strategic policy in a way that meets the needs of the community. This report should not be considered as the last word on the future direction for sports development - rather, it is the beginning of a long-term process.

1.8 Nobody can achieve their goals in sport without help, advice and teamwork. If we are to make progress in promoting and developing sport in Hong Kong in the coming years, it is essential that all parties co-operate constructively and work towards a common end. By working as a team and pooling our considerable abilities, there is every chance that we can establish Hong Kong as one of the leading sports communities in Asia.

CHAPTER II

Practice and Experience in Other Places

Introduction

2.1 The state of sports development in different countries and cities varies according to cultural background, political philosophy and level of socio-economic progress. But there are some issues that many places commonly need to address when setting policy objectives for sport. For example, the relative priorities of promoting "Sport-for-All" and fostering "High Performance Sport" are key concerns for most administrations. Also, many cities need to plan carefully how and when to develop major new sports venues.

2.2 Research into the structure of sports administration and sports policy priorities and initiatives overseas and on the Mainland has given us an insight into the effectiveness of different systems of promoting and developing sport. It is not our intention to copy any particular administrative system or to transplant individual initiatives directly to the SAR. But the practice and experience of other administrations are a useful reference for our future planning.

2.3 In the course of our research we have focussed in particular on the following places: Malaysia and Singapore in South-East Asia; Australia and New Zealand; Denmark, Sweden and the United Kingdom in Europe; and the Mainland. These places have a number of characteristics relevant to the Hong Kong situation, in that sport is a significant cultural element in these societies; their economies are generally quite mature; and some of the relevant sports authorities have recently reviewed their own systems of delivering services to sport.

Research Findings

2.4 We have identified four key issues for study in examining experience and practice in other places. These are -

- sports administrative structures;
- the allocation of funding to sport;
- the development of high performance sport; and
- promoting mass participation in sport.

Sports Administrative Structures

2.5 In simple terms, the sports administrative structures which we have reviewed belong to three distinct categories. First, the structure on the Mainland can be described as a "Government-led model", in which the central government generally runs matters related to sport. Secondly, there is the "Voluntary Sector-led model" seen in Denmark and Sweden, where the government directly funds an elected confederation of voluntary sports bodies which take the lead in sports development and deal directly with the government. Thirdly, Australia, Malaysia, New Zealand, Singapore and the United Kingdom have adopted an "Arm's Length model" under which a government-appointed "Sports Council" works on behalf of the administration to promote and develop sport.

2.6 In most cases, local sports facilities are provided by and managed by local authorities. In some cases, local sports clubs manage public facilities on behalf of local authorities.

2.7 Several of the countries visited by the Review Team have recently carried out reviews of sports policy. These reviews have either aimed at restructuring the sports administrative structure or sought to improve procedures and practices. For example -

- **the Swedish Government** in 1996, appointed a Sports Commission to review the government's funding to sport, which led to the drawing up of a new sports policy: "A Sports Policy for the 21st Century". The policy was presented by the Ministry

of Industry, Employment and Communications to the Swedish Parliament in early 2001.

- in **Australia**, the Minister for Sport and Tourism in June 1999 appointed the "Sport 2000 Task Force" to conduct a comprehensive review of Commonwealth Government involvement in Australian sport and recreation. A review report ("Shaping Up") was presented by the task force to the Minister in November 1999. After considering the report and the public's response to the task force's findings, the Australian Government published the policy document "Backing Australia's Sporting Ability" in April 2001, setting the strategic sports policy in Australia for the next decade.
- in **New Zealand**, a ministerial task force was established in June 2000 to plan for a more clear and widely understood policy, framework and vision for sport, fitness and leisure in New Zealand. A report was presented to the Minister for Sport, Fitness and Leisure in January 2001, containing a list of proposals, including the setting up of a new body to take over the role of the Hillary Commission for Sport, Fitness and Leisure in developing sport in that country.
- **Singapore** in September 2000 appointed the Committee on Sporting Singapore to review and make recommendations on future directions for sport. The Committee reported the findings at the end of 2001.

2.8 The governments in the various countries surveyed periodically review sports policy in order to assess how best to meet the changing needs of society. It is also noticeable that most of these countries have published integrated sports policies to serve as strategic guides to future development.

The Allocation of Public Funding to Sport

2.9 Public funding for sport is typically split into three levels. At the national level, the **central government** provides funding to the agency responsible for overall sports development and elite sport. At the

provincial level, funding is provided both for regional elite sports development and to co-ordinate provincial initiatives for mass participation in sport. At the **district level**, local authorities are responsible mainly for funding facilities management and "Sport-for-All" programmes.

(a) Central Government Funding

2.10 The extent to which central governments provide funding for sports development varies considerably. For example, the Australian Government funds 100% of the expenditure of the Australian Sports Commission (ASC) from the Treasury. However, in New Zealand, the Government funds only 10% of the total expenditure of the Hillary Commission for Sport, Fitness and Leisure from the Treasury, with the remaining 90% of the budget coming from lottery funds. Both the Danish and Swedish Governments fund their respective national sports agencies through a combination of funds from the Treasury and national lotteries or football betting. The Malaysian and Singaporean Governments fund part of the expenses of the National Sports Council (NSC) of Malaysia and the Singapore Sports Council (SSC) respectively. In Malaysia, the Lottery has supported the running of the NSC of Malaysia, and Singapore Pools (football betting) will provide additional funds to the SSC to help finance key new initiatives. In the UK, public funding to the United Kingdom Sports Council and the four home country sports councils comes from the Treasury and from the national Lotteries Fund.

2.11 The level of central government funding for national sports development (including lottery income and football betting revenue) in all the countries visited is significant, ranging from NZ\$35.7m (about HK\$121m) in New Zealand to A\$137m (about HK\$548m) in Australia (see box).

Central Government Funding to Sport in Other Places

The amount of money invested by central governments (including lotteries) to sport in six selected countries in recent years is as follows –

Country	Population (2001)	Year	Annual Amount	HK\$ (estimated)
Australia	19m	2001 ¹	A\$548m over 4 years (i.e. A\$137m per year)	548m
Denmark	5m	1999 ²	DKK600m	540m
Malaysia	22m	2000 ³	RM71m	142m
New Zealand	4m	2000 ⁴	NZ\$35.7m	121m
Singapore	4m	2000 ⁵	S\$45.59m	196m
Sweden	9m	2001 ⁶	SEK457m	320m

Sources

¹ "Backing Australia's Sporting Ability" – Ministry of Sport and Tourism, Australian Government, April 2001

² "Sports in Denmark" – National Olympic Committee and Sports Confederation of Denmark, 2000

³ National Sports Council of Malaysia, January 2001

⁴ "Report of the Hillary Commission for Sport, Fitness and Leisure", November 2000

⁵ "Sports" – official publication of Singapore Sports Council, May 2001

⁶ Ministry of Industry, Employment and Communications, Sweden, May 2001

(b) Provincial and Regional Funding

2.12 Geographically widespread countries such as the Mainland and Australia have distinct provincial or state level funding networks. Provincial governments on the Mainland run sport through their respective Provincial Sports Administrations (省體育局). Each province is responsible for the management of the provincial sports institute, the organisation of the provincial sports teams competing at the National Games, and the provision

of other provincial sports facilities and programmes. Sports Administration in individual provinces on the Mainland also organise lotteries specifically to help fund sports development, with the permission from the State Sports Administration. Similarly, state governments in Australia promote sport and recreation, including the management of state institutes of sport, using state funding.

(c) Local Authorities Funding

2.13 Local authorities in the countries visited allocate a significant proportion of their budget to building and managing sports facilities. Some authorities are providing programmes at district level and some are providing grants to sports clubs for them to organise programmes. For example, it is estimated that in the UK, the local authorities' expenditure on sport and recreation even as far back as 1992-1993 was about £560m, which was almost ten times the central government funding to sport via the four Sports Councils in the UK. In Denmark, the municipalities and counties spent DKK2,668m (HK\$2,401m) in 1999, which was about four times the amount spent by the central government on funding sport. In 1996, the municipal governments in Sweden spent about SEK944m (HK\$661m), and also disbursed a government facility assistance fund of SEK3,500m (HK\$2,450m). In Stockholm city alone, the local authorities spent about 2% of the city's budget on sport.

2.14 For comparison, the allocation to the LCSD for sports-related facilities management and sports programmes was \$2,235 million in 2000-01. In the same year, a further \$844.5 million was earmarked for 6 leisure facilities projects to be developed in the next few years.

High Performance Sport

2.15 The countries visited by the Review Team generally have a good record in major sporting events. For example, Australia have won 41 gold, 59 silver and 73 bronze medals in the last six Summer Olympics. During the same period, the United Kingdom have won 32 gold, 49 silver and 64 bronze medals, whilst the Mainland have won 80 gold, 79 silver and 64 bronze medals in only five Summer Olympics since 1984. In total, the seven countries visited have won a total of 695 medals in the last six

Olympics Games.

2.16 All the countries we have visited have a dedicated task force or commission responsible for high performance sport -

- **Australia:** the ASC and the Australian Institute of Sport (AIS) are responsible for co-ordinating the preparation of Australian athletes for major sports competitions, in partnership with relevant individual sports organisations. Many of the AIS high performance athletes train at the Institute's main training centre in Canberra, with others training at "satellite" centres around the country.
- **Denmark:** TEAM Denmark, supported mainly by the National Olympic Committee and the Sports Confederation of Denmark (DIF), co-ordinates the development of high performance sport. In 1984, the Danish Parliament passed the "Act on the Promotion of Elite Class Sports", thereby legislating to provide state aid to improve living conditions for top athletes and to strengthen Danish sport internationally. There are now 21 main centres for training athletes with internationally recognised results, as well as 65 regional centres for "pre-elite" athletes. The Ministry of Culture finances the Sports Research Council, which promotes and co-ordinates sports research with the universities of Copenhagen, Odense and Århus.
- **Malaysia:** the National Sports Council of Malaysia is the overall co-ordinating body for the development of high performance sport in Malaysia. The Council's functions include the employment of full-time local and overseas coaches for centralised training in Kuala Lumpur, overseas training and competition and talent identification programmes.
- **New Zealand:** the New Zealand Sports Federation, funded mainly by the Hillary Commission for Sport, Fitness and Leisure, is responsible for the training of high performance athletes in New Zealand. The federation has recently set up three centres which form an Academy of Sport. The New Zealand

Government has committed expenditure of NZ\$16 million (about HK\$54 million) to elite sport for the next four years.

- **Singapore:** the Sports Excellence division of the SSC assists elite athletes through direct grant funding and provision of back-up services in sports science and medicine.
- **Sweden:** the Bosön, the Swedish National Sports Complex, is the focus for national athletes, national teams and clubs. The complex is owned by the Swedish Sports Confederation. The Bosön Top Sports Centre supports the development of Sweden's high performance athletes in close collaboration with the individual sports federations and the Swedish Olympic Committee. The centre offers a complete programme for teams and individuals involving sports psychology, physiology, movement analysis and sports medicine.
- **United Kingdom:** UK Sport, through the UK Sports Institute (UKSI), co-ordinates the efforts of individual sports organisations, the Home Country Sports Councils (for England, Scotland, Wales and Northern Ireland) and the Home Country Sports Institutes to prepare British athletes for participation in major sporting events. This work includes sports science and sports medicine, athlete support services and the management of training camps. The UKSI does not have its own facilities, so national athletes train at venues run by the Home Country Sports Institutes.
- **Mainland:** the national teams are the direct responsibility of the State Sport General Administration (國家體育總局). Members of these teams are mainly recruited from among the top athletes of the provincial sports institutes (省級體育運動技術學院).

2.17 The return on investment in high performance sport is generally assessed in relation to results achieved in major games such as the Olympics,

regional games or world and regional championships. If good results are achieved, the public normally accepts the need to invest further in order to maintain high levels of performance. Even when results are poor, there can be a demand for a greater focus on elite athlete training and preparation. For example, when Australia won only a few medals in the 1976 Olympics in Montreal, the public felt that not enough had been done for high performance sport. The Government took note of the public mood and set up the AIS, with impressive results.

2.18 In all the countries surveyed by the Review Team, the respective governments have maintained a keen interest in developing high performance sport. Australia has expressed its continued support for high performance sport by publishing a policy document entitled: "Backing Australia's Sporting Ability", and has announced more funding for the ASC in the next four years. The New Zealand Government has likewise committed more funding to help train elite sportsmen and women. Singapore has recently announced a plan to develop high performance sport further and to set up a sports school. All these efforts point to public recognition of the importance of a strong international sporting profile.

Participation in Sport

2.19 Several of the countries visited by the Review Team have an exceptionally strong sporting "culture". However, there is no easily available formula for comparing participation rates, although it appears that levels of participation in Denmark and Sweden are particularly high. The opening chapter of "Sports in Denmark" published by the DIF describes sports participation in Denmark as follows -

"Danes love sport.....About 75% of all children and young people in Denmark engage in sport regularly in their spare time, and almost half of the adult population is engaged in sport and exercise. Most do sport as a member of a sports club."

The opportunities for sports participation in Denmark are extensive; for a population of slightly more than 5 million, there are a total of over 1,200

games halls, 300 swimming baths, 5,300 football grounds, 2,000 tennis courts and 2,500 gymnasiums.

2.20 In Stockholm, the capital city of Sweden, the population of 750,000 is provided with a large indoor arena with spectator seating for up to 14,000 people, an indoor swimming complex of international standard, a stadium which once hosted the Summer Olympics, 196 football grounds, 15 ice rinks, 19 sports centres, 14 sports centres with swimming pools and 7 open-air swimming pools. Also there are three professional football clubs, AIK, Djurgården and Hammarby which each have a home stadium. The official publication of the Swedish Sports Confederation notes that -

"Sweden is one of the world's most sporting nations. Almost half of Sweden's seven million inhabitants between the ages of 7 and 70 are members of a sports club – as active competitors, keepfitters, leaders, trainers or supporters. Some two million of these are active sportsmen and women."

Importantly, the habit of involvement in sport starts at an early age, with more than two out of every three boys and every other girl in Sweden between the age of 7 and 15 belonging to a sports club.

2.21 In other countries, sports management research tends to use surveys on leisure preferences to evaluate levels of participation in sport. In Australia, survey results suggest a decline in participation, and the authorities have responded by launching a national campaign, co-ordinated by Active Australia, to encourage Australians to: "Participate and Feel Great". In Singapore, specific strategic targets have been set under the "Sports for Life" programme to increase the percentage of the population active in sport over a certain timeframe, from 24% in 1992, to 40% in 2000 and 50% in 2005.

Conclusion

2.22 The above paragraphs summarise the main areas that we have reviewed as regards sports management experience and practices in selected administrations. In the course of our visits and research we have collected information on specific initiatives aimed at promoting and developing sport

in these countries. In the following chapters, we shall make reference, where appropriate, to these initiatives in order to provide background to certain proposals and to provide examples of ideas which might contribute to improving the environment for sports development in Hong Kong.

CHAPTER III

Promoting an Active Sporting Culture

Introduction

3.1 Most Hong Kong people are interested in sport. Local and international sports news is covered in depth by the Hong Kong media, and research shows that some two-thirds of newspaper readers regularly read the sports pages (not including horse-racing news). Live and pre-recorded broadcasts of sports events have high viewing rates, and attendance at top-level international events in the SAR is generally good.

3.2 However, when it comes to playing sport, most Hong Kong people are reluctant participants. Annual surveys done by the Hong Kong Sports Development Board (SDB) in the years 1996 to 1999 show that fewer than half of Hong Kong people over the age of 15 take part in sports activities. For people aged between 35 and 55, only about one third play any sport.

3.3 The health-related benefits of regular physical activity have been documented in numerous surveys, both locally and overseas. These benefits include longer life expectancy and reduced chances of contracting heart disease, strokes, diabetes, colon cancer, hypertension, osteoporosis, obesity, anxiety and depression. People who take part in regular exercise also remain physically self-sufficient to a far greater degree in the latter stages of their lives, as they benefit from better muscular strength and condition.

3.4 Aside from the physical health benefits, participation in sport provides psychological benefits, promoting social interaction and easing tension and stress. On an economic front, physically healthy and mentally focussed employees tend to be more productive and project a better corporate image than people who are habitually sedentary. Recent research by the Baptist University of Hong Kong has found that people who do not exercise regularly are almost twice as likely to take frequent sick leave as those who

are physically active (see box). In all respects, participating in sport represents a real investment in improving a person's performance capabilities.

Physical Wealth

Researchers at the Baptist University of Hong Kong (BUHK) recently studied the relationship between participation in sport and individual expenditure on health care. A survey of over 2,600 adults between the ages of 18 and 60 concluded that regular exercise not only improved health, but could also reduce the amount spent on medical treatment.

Of the people surveyed, over 92% recognised that sport could improve health, with over 75% also agreeing that participation in sport could help to reduce psychological stress. Further, nearly 70% of respondents to the survey considered that taking part in sport could enhance their daily performance at work.

As regards health care services, the respondents who exercised for a minimum of 20 minutes at least twice a week reported an average monthly expenditure of \$254.70, exclusive of insurance expenses. For physically inactive respondents, monthly costs on health care services averaged \$347.10, **\$92.40** more than those who took part in sport. Over a 12-month period this is equivalent to a difference of over **\$1,100**.

Despite people's awareness of the benefits of taking part in sport, the BUHK survey found that only 14.8% of men and 13.9% of women exercised at least twice a week and for more than 20 minutes. In the 31-40 age group this figure was as low as 7.3%.

Although Hong Kong people have a high awareness of the health benefits of sport, most do not appear to be sufficiently motivated to take part in regular physical activity. This affects our health, our productivity and our personal wealth.

Source - SDB Research Report No.5: 2001

Reasons for Low Participation Levels

3.5 In its regular sports participation surveys, the SDB asks respondents to give their reasons for not taking part in sport. Only about 5% of those surveyed admit to having little or no interest in sport. By far the majority of respondents cite three major constraints -

- lack of time;
- work commitments; and
- pressure of study (mostly for full-time students).

3.6 Hong Kong people are generally well aware of the health - related benefits of regular physical exercise. But they are not motivated to make time to play sport. One of the reasons for this can be inferred from the SDB's findings that while 75% of people regard good health as one of the benefits of sport, only 7% quote *enjoyment* as a benefit of sports participation.

3.7 Casual observation suggests that most people can find time to watch television, to go shopping or to dine out with family and friends. The 1999 Healthy Living Survey conducted by the University of Hong Kong on behalf of the Department of Health showed that nearly 80% of respondents watched TV for two hours or more each day. These activities are considered enjoyable, and can help provide a release from the pressures of work or study. It appears that most people, however, do not see sports participation in these terms.

3.8 This situation is not unique to Hong Kong. In Australia - whose people are considered by many to enjoy an active, sporting lifestyle - research has found that fewer than one third of adults take part in organised sport or physical activity. Like Hong Kong people, many Australians cite work and family commitments among the main reasons for not participating in sport, as well as difficulties finding suitable venues and playing partners. Some also worry that they will "not be good enough" to play sport.

Key Areas of Concern

3.9 Nobody should be *compelled* to take part in sport. We recognise that some people prefer a sedentary lifestyle and are prepared to accept that this might compromise their long-term health. It is however a matter of concern that studies conducted in the 1990s convey a picture of a population in relatively poor physical condition, for example -

- In the Hong Kong Cardiovascular Risk Factor Prevalence Study 1995 - 1996, Professor E.D. Janus of the University of Hong Kong reported that 58% of men and 49% of women in Hong Kong were considered overweight when BMI $>23.5\text{kg/m}^2$ were used as cut off level.
- A 1998 survey of Hong Kong children aged between 9 and 12 years old by Professor Guldan, Cheung and Chui of the Chinese University of Hong Kong found that 23% of boys and 10% of girls aged 9 to 12 were obese.
- A research conducted in 1999 by Assistant Professor Hui and Morrow of the Chinese University of Hong Kong concluded that only 24% of people in Hong Kong were active enough to obtain health benefits from exercise.
- The finding of a Queen Elizabeth Hospital study in September 2001 showed that there was a steady increase in the number of people aged 40 to 55 being admitted for treatment after suffering heart attacks. Of patients admitted for cardiovascular disease in the past year, 73% were found to be overweight and there was a strong association of being overweight with cardiovascular disease.

3.10 Given that regular physical activity can provide clear health benefits, provide an enriched quality of life and lead to greater social cohesion and productivity, there are good reasons for the Government to examine how we might better promote sports participation throughout the community. Areas of concern in this regard include -

- the way in which we promote and organise **public sports programmes**
- the design and management of **public sport facilities** and the extent to which these meet the needs of would-be sports enthusiasts
- the role of **clubs and associations** in building up a sports culture and encouraging regular participation.

Further areas of concern related specifically to school age children's participation in sport are mainly dealt with in the following chapter.

Public Sports Programmes

3.11 The Leisure and Cultural Services Department (LCSD) has taken over from the PMCs the role of organising public sports programmes since 2000. Through its different sections i.e. the district leisure services offices, the sports promotion and events section, the territory-wide projects and major events unit, and the outdoor pursuit unit, the department organises a wide range of different types programmes for all walks of life in the SAR. A total of 24,170 sporting and leisure events for 1,361,712 participants were organised in the 2001 calendar year. With an average of 2,014 events per month, there are plenty of opportunities for people to take part in organised sports programmes.

3.12 However, despite the provision of opportunities for organised sports, the result of a recent LCSD's benchmark survey showed that only about 7% of respondents (aged 15 and over) had participated in recreation and sports activities organised by the department in the previous 12 months. The survey further showed that nearly one quarter of respondents felt that more promotional work should be done.

3.13 According to the LCSD benchmark survey, most respondents learn about the department's programmes through television and newspapers ^(Note). Other main sources of information include banners and posters. These findings suggest that the approach to promoting and marketing these programmes might need to be more "pro-active". There appears to be a need for a more dynamic, innovative and client-focussed approach to the promotion and delivery of public sports programmes if we are to generate more enthusiasm for participation in sport. Two examples of what can be achieved through such an approach are the LCSD's Young Athlete Training Scheme which is jointly organised by LCSD and the five NSAs and the fitness programmes in the "Healthy Exercise for All Campaign" organised jointly by LCSD and the Department of Health (see box).

(Note): These findings regarding promotional materials did not differentiate specifically between leisure and cultural services activities

Training for Budding Athletes (青苗)

The Young Athlete Training Scheme (青苗體育訓練計劃) was established in 1998 as a progressive sports training programme for young people. One of the main aims of the scheme is to bridge the gap between the elementary training courses organised by the LCSD (or schools) and the junior squad training programmes organised by the NSAs.

Initially, five of Hong Kong's most widely played sports, namely: football, basketball, swimming, table tennis and badminton were selected as suitable for the scheme. The LCSD provides administrative support for the scheme, including marketing the programme through the school network, and supplies venues and funds instructors and referees nominated by the NSAs. The NSAs are also responsible for determining the course content.

To enter the training scheme, young people attend selection trials jointly organised by the LCSD and the NSAs. Once on the scheme, the young athletes are required to reach a certain standard before they can reach the final level of training. After the final stage, the athletes take part in competitions between district training centres, at which coaches from the NSAs assess the potential of competitors to join their junior or regional squads.

A number of other activities are organised under the auspices of this scheme, such as award schemes, training camps, invitational competitions and demonstrations and coaching from established senior athletes.

The scheme is now in its fourth year, and a number of trainees have been recruited to join the NSAs' junior or regional squads. Other trainees have benefitted from the structured and progressive training approach and have developed a level of interest and skill in particular sports that will encourage their continued participation.

Fitness Programmes in The Healthy Exercise for All Campaign

The Healthy Exercise for All Campaign, which is jointly organised by the Department of Health and LCSD, started off in April 2000. The purpose of this campaign is to promote public awareness of the need for regular exercise and to maintain an active lifestyle. In addition to the launching of massive campaigning publicity on the need to do regular physical exercise, tailor-made fitness programmes are organised for overweight children, senior citizens and the persons with a disability.

In planning these three tailor-made fitness programmes, the LCSD in conjunction with Department of Health and relevant sports bodies have identified the characteristics of each target group, tailored the course content to suit their abilities and trained up the necessary coaches for these programmes. After the fitness programmes are designed, the LCSD's district offices are tasked to implement the programmes with the district resources and promote the activities through their district network, and with the assistance of local sports stars acting as "Healthy Exercise Ambassadors" in launching the programmes.

A total of 45,400 persons had participated in these programmes organised under the Campaign in the year 2000-01. There were 174 classes for overweight children, 421 visits to the centres for people with a disability and 832 visits to homes for the older persons. Through the joint effort of different government departments and voluntary sports bodies, the programmes helped to bring sports to the specific target groups in the community.

A recent follow-up study of a local adult population conducted by the University of Hong Kong revealed that the rate of exercise participation had increased in all age groups with an overall rise of 7.6 per cent since 1999.

Public Sports Facilities

3.14 As noted later, in Chapter VI of this report, Hong Kong enjoys a wide range of accessible and affordable sports facilities. Many of these are well used, whether by sports governing organisations (NSAs), participants in

the LCSD's own programmes or by casual players. A programme is in place to begin development of a further 64 public sports and recreational projects at the district level over the next five to ten years.

3.15 Although the sports venues managed by LCSD are generally in good conditions and provide safe and functional facilities, we can certainly apply a more innovative management approach to enhance the attractiveness of these venues. For example, few venues have reception counters or easily available advice on programmes run by the department or by NSAs. Further, aside from changing-rooms and the various sports halls and function rooms, there is little space for people to gather at the venues for social purposes or to enjoy refreshments.

3.16 In part, the scope for a more client-oriented management approach and diversified ancillary service provision is limited by the design of the public venues. Generally, venues have been designed to functional specifications with casual use of facilities in mind. Few venues are designed to cater specifically for NSAs' needs or for target groups, such as disabled or elderly people, thereby constraining the scope for innovative management practices. In some respects, the design constraints limit the scope for developing a sense of enjoyment among facilities users and also discourage the formation of venue-based clubs, which are a potential key building block for enhancing participation in sport.

Sports Clubs and Associations

3.17 At present, Hong Kong has about one hundred community sports clubs (known as "public sports clubs") based at public venues and affiliated to NSAs. These clubs were formed largely on the initiative of the SDB. Most clubs have about 50 - 100 members. As to the NSAs themselves, research conducted for the Home Affairs Bureau, which surveyed 36 prominent NSAs, showed that they had on average fewer than 3,000 members. Besides, there are currently 19 districts sports associations (DSAs). These local sports associations are supported by the Home Affairs Department and LCSD in organising districts sports activities. There is one DSA in each district whilst there are two in Yau Tsim Mong.

3.18 While it is difficult to pin down precise membership numbers for NSAs and community sports clubs, it appears that the numbers are very low when compared with places where there is a strong sports "culture". Denmark and Sweden, for example, have a total of 14,000 and 22,000 public sports clubs respectively, which play an important role in promoting and developing sport in the wider community. Even in an emerging sports environment such as Singapore's, the development of community-based sports clubs is seen as a key element in drawing more people into sport.

3.19 The benefits of establishing community sports clubs can be easily appreciated when looking at the success of the many *existing* sports clubs in the SAR. Long established clubs such as the South China Athletic Association, the Hong Kong Football Club, the Chinese Recreation Club and the Kowloon Cricket Club have large membership bases and well-used facilities. Voluntary agencies, such as YMCA, Chinese YMCA etc. have also contributed to forming sports teams at their sports venues. These clubs serve as venues for performance-related training, casual use and competitions (both of local and international standard). Importantly, they also provide a social focus for members, with meeting rooms, lounges, catering and sport-related retail outlets. More importantly, these clubs would provide a strong base and the necessary cohesion for the development of sport at the community level. They are also a nurturing ground for volunteers, coaches, athletes and other sport-related professionals which are essential in contributing to the future development of sports governing associations and helping them to become more self-reliant, in other words, less dependent on government support and funding.

3.20 There would appear to be good arguments for the establishment of a wide network of community sports clubs in the SAR. These clubs could be based at public venues owned by the LCSD, and the department could assist their establishment in the centre and provide some basic services and facilities to allow the clubs to assume their own identity. Such an initiative would benefit from recognition by the NSAs, so that the clubs could take part in SAR-wide activities under the auspices of these "parent" organisations. The clubs could also provide a strong base of volunteer support for NSAs' programmes and events.

3.21 In developing community sports clubs it is important to emphasise that such clubs should not seek to cater just for people wishing to compete or to play to a high standard. On the contrary, the value of such clubs is that they can appeal to people of all ages and levels of ability, from those who are looking to take part in tournaments and competitions to people who simply wish to practise sport for interest or exercise in a friendly and relaxed atmosphere. As in other parts of the world, such clubs can foster regular social contact among members and encourage an interest in sport in the community.

Suggested Areas for Change

3.22 People who engage in regular sporting activity are likely to live longer, healthier and more productive lives. A commitment to sports participation is an investment in the quality of life - and an investment which is almost certain to yield high returns. Yet in the SAR, our level of participation in regular physical activity is relatively low.

3.23 Here is not the place to look in depth at the reasons for this low level of participation in sport. A wide-ranging survey into this issue, the Millennium Sports Study, is being carried out to pinpoint some of the current attitudes that Hong Kong people have towards sport and sports participation. This study will also serve as a benchmark for further research in this area. However, from the information currently available, we consider that the following action would help to encourage more people to invest in a healthier lifestyle and to acquire new skills that would enrich their lives -

- (1) **A more pro-active approach** to promoting public sports programmes. With a wide range of venues in various districts, the LCSD is ideally placed to target specific groups with particular interests in various types of sport. The merging of the Amenities Officer grade (mainly responsible for facility management) and Recreation and Sport Officer grade (responsible for organising programmes) in the department, which took effect from 1 September 2001, provides an opportunity to put more effective marketing and promotional schemes in place. The officers of the new grade, who are

posted to work at the sports centres as managers, would now be able to take into account better the demographics and social characteristics of their "catchment" areas, the user profile of different facilities and to use this information to develop attractive and accessible programmes. The LCSD has developed some new initiatives to raise the overall profile of sport in the community. The department should continue its efforts in taking a more strategic approach to its organisation of promotional campaigns and activities and set aggressive targets for implementation.

- (2) **A more user-friendly approach in the design and management of public sports venues.** There is scope in many existing public venues for creating a more welcoming environment and providing better information to users. The client base of these venues is an important resource in determining where improvements could be made, and more rigorous canvassing of users' views on areas for enhancement of service would help in upgrading the conditions of venues. Opportunities to encourage repeat visits and to "sell" programmes and activities are easily available to venue managers, and more innovative thinking is required in these areas. Besides, in order to attract more casual users and organised groups, flexible admission fee rates should be considered. This would be explored in the review of the charging policy for sports and leisure venues. In the design and development of facilities, careful consideration of user needs is required, so that sports venues can be more than utilitarian halls and gymnasiums. These venues can provide a social hub, through the provision of relevant reading and audio-visual materials, simple yet attractive catering facilities, appropriate retail outlets of sport-related equipment and apparatus and even child care facilities. As such, they will attract more users and help promote sport and healthy lifestyle choices more effectively than at present. The LCSD's recent implementation of Customer Liaison Group (CLG) is a step forward in this direction. The scheme has succeeded in gathering more views

and feedback from regular users which help promoting a more user-friendly approach in the management of facilities.

- (3) **Intensify the programme for establishing community sports clubs.** Research commissioned by the SDB in 2000 has shown that of the 1 in 10 people who are members of sports clubs or fitness centres, 64% have membership of private clubs and fitness centres, with only 8% belonging to a community sports club. The remainder belong to district or schools-based sports clubs. A clear and aggressive strategy is required to expand the network of community sports clubs in order to promote wider participation in organised sport. The LCSD is in the best position to take the lead in this area, in partnership with NSAs, including the development of community sports clubs on specific types of sport in certain districts (e.g., sailing and windsurfing in districts such as Southern, Islands, and Sai Kung, or rowing and canoeing in Sha Tin and Tai Po).
- (4) **Emphasise local-level participation** through greater focus on district-based and inter-district programmes and competitions. In this respect the DSAs could play a more active role. These associations have considerable experience and local knowledge and can work in partnership with other agencies to help foster district identities through sport. Through their relationships with the District Councils and local-level groups and organisations, the DSAs can also help mobilise residents to take part in district-based activities and create a potentially wider client base for initiatives aimed at increasing levels of participation in sport. LCSD's new initiative of setting up district sports teams in football, basketball, table tennis and badminton and organising more age group sports competitions have started off some good examples. When resources are available, LCSD could consider organising a multi-sports inter-district games with the DSAs in the 18 districts. Merseyside Youth Games in Manchester City in the United Kingdom is a notable example.

- (5) **Organise more major international sporting events in Hong Kong** so as to develop a stronger local sports culture. The staging of world class sporting events in Hong Kong would stimulate local people's interest in sport. These events would not only generate good economic benefit but also cultivate a greater interest and endorsement in developing the sports in question locally.
- (6) In order to co-ordinate the department's resources in achieving the above suggested work areas, the Review Team recommends that a **Sports Promotion Task Force** be established within the LCSD to co-ordinate the development of relevant initiatives.

CHAPTER IV

More Sport for Every Student

Introduction

4.1 Sport and active recreation play an important part in the education and general development of young people. In many countries, the government agencies responsible for sport are closely linked to those with a remit related to education or youth development. For example, in Ireland sport comes under the Sports Section of the Department of Education. In Singapore, sport is part of the purview of the Youth Division of the Ministry of Community Development and Sport. The Australian Education Council has recognised the value of sport in the education process, and in 1992 highlighted the role of physical education as one of the eight key learning areas for students, when it stated that pupils should -

"acquire knowledge about physical activity and develop confidence and competence in the acquisition of movement skills that will enhance participation in a wide variety of activities."

4.2 In Hong Kong there has been some misconception that sport or physical exercise is not a "core" subject for academic study, and therefore has little significant part to play in the school curriculum. Further, there is even a stigma attached in some quarters to success in sport at school, in that those who are good at sport are presumed to be less gifted in academic study, and characterised as "rough types" ("波牛"). The situation is changing. Recently more and more parents are encouraging their children to participate in sports training outside school hours, and some who can afford are willing to employ private coaching for their children. Physical Education has now been included as an examination subject in the Hong Kong Certificate of Education and more than 600 students took in the examination last year. Yet, there is little evidence that sport has become an important subject area in schools.

4.3 These prejudices have been shown to be mis-placed. In the United States of America, research has found substantial evidence of a strong link between sports participation and academic achievement and positive attitudes towards school. In Hong Kong, research conducted by the University of Hong Kong and published in July 1998 found that there was a positive relation between academic performance and sports participation, concluding that -

"Students with more confidence in their academic performance were the group with stronger motives for involvement in sports and physical activities. The fear of Hong Kong parents that sports participation could be a threat to academic achievement was without ground".

4.4 It is widely accepted that sport can help to develop confidence and social skills in school-age children. In addition, involvement in organised sports activities promotes leadership skills and encourages young people to volunteer their time to collective effect. On the Mainland, Physical Education and sport are well recognised as being key elements in the education process. Sports are taught and practised in PE lessons and sports activities sessions in the school timetables. It is generally considered that sport is particularly important in nurturing physical and mental health and in establishing positive lifestyle habits. In this respect, clear connections have been made between access to a diverse range of sports during the school-age years and subsequent continued participation in an active lifestyle in adulthood. In Hong Kong, authorities are paying more and more attention to school sport. Extra financial resources are put to inter-school competitions through subvention to the Hong Kong Schools Sports Federation by the Education Department (ED) and the LCSD. Some universities have now provided scholarships to secondary school students with sound sporting results.

Sport in the Education System

4.5 The Education Commission (EC) has recognised the importance of sport to school children in the context of its proposals for education reform.

In its report on education reform issued in September 2000, the Education Commission noted that the Hong Kong community had generally agreed that the aims for education in the 21st Century should be -

"To enable every person to attain all-round development in the domains of ethics, intellect, physique, social skills and aesthetics....filled with self-confidence and a team spirit....."

("Learning for Life, Learning through Life" - Reform Proposals for the Education System in Hong Kong: Education Commission, September 2000, page 4)

4.6 The EC report further emphasised that physical development should be one of the "five types of essential learning experience" within the framework of the curriculum for nine-year basic education. Accordingly, physical education was included in the list of the EC's eight Key Learning Areas (KLA's) in respect of which the Commission recommended that -

"every student should gain a balanced exposure in all these eight KLA's"

("Learning for Life", page 15)

4.7 At present, the curriculum for primary schools and forms one to three of secondary schools typically provides for two 30 to 40 minute sessions of physical education (PE) per week, representing about 5% of total curriculum time. Moreover, research into activity levels of Hong Kong children indicates that a typical PE class includes 22 minutes of physical activity only within a 40 minute period. If the students are only making use of PE lessons for physical exercises, their activity level is far too little to gain health benefits through exercises. Recently, the Curriculum Development Council (CDC) has recommended in its latest report published in June 2001 that Physical Education lessons should have 5% - 8% of the total school curriculum hours, i.e. 2 to 3 PE sessions per week. This is a step towards a right direction.

4.8 But, it is not the intention here to single out the education system as the major contributing factor to the inactive state of our young people. Schools and tertiary education institutions have different missions and face different challenges in developing programmes to maximise opportunities for their students. However, the vast majority of young people between the ages of 6 and 21 years old are within the education system. There is undoubtedly potential for enhancing the profile of sport in schools as a way of improving the fitness of young Hong Kong people.

Student Sports Services outside the Education System

4.9 Aside from the curriculum-based activities provided within the schools context, there are a number of other sports programmes and activities for students, mostly provided by government and voluntary sector bodies. The agencies concerned include the ED, the LCSD, the Hong Kong School Sports Federation (SSF), the Hong Kong Sports Association for the Physically Disabled (SAP), the Hong Kong Sport Association for the Mentally Handicapped (SAM), the Hong Kong Post Secondary College Athletic Association (PSCAA) and the sports governing organisations (NSAs).

4.10 One of the single largest local student-oriented sports programmes in Hong Kong is the School Sports Programme (SSP) run by the LCSD in conjunction with the ED. A School Sports Programme Advisory Panel is set up under the auspices of LCSD to look after the development of the School Sports Programme. The SSP currently consists of four sub-programmes, namely -

- **"Easy Sport Programme"**, which introduces modified versions of sports to younger students to help them develop basic skills and to encourage an interest in various types of sport - this programme is mainly aimed at primary school pupils;
- **"Sport Education Programme"**, which provides a platform whereby students can learn about new types of sport and study issues such as nutrition and safety related to sport;

- **"Outreach Coaching Programme"**, a scheme to introduce training in sports that are not normally featured in the active PE curriculum, such as baseball and fencing, with the aim of encouraging interest and continued participation in such sports; and
- **"Sport Captain Programme"**, which aims at encouraging students to volunteer services related to sports administration, coaching and officiating - this programme targets senior secondary level students.

As at the end of March 2002, a total of 610 schools (338 primary, 249 secondary and 23 special schools) had registered for the SSP. This represents about half of the total number of schools in Hong Kong.

4.11 While the LCSD is responsible for SAR-wide promotional programmes, the other agencies mentioned above have more specific roles. The SAP and the SAM concentrate on providing coaching and organising competitions for students with disabilities. The SSF runs inter-school competitions and championships in various sports, and the PSCAA assumes a similar role in respect of tertiary level students. Each of these organisations is affiliated to the SF&OC, and also organises participation in and the occasional hosting of international sports events for students. The NSAs also provide training and competition opportunities for young people in various age groups (see box).

The HKFA Schools Football Programme (SFP)

In 2000, the Hong Kong Football Association (HKFA) has taken the initiative to seek a grant from the Quality Education Fund, with the support from ED, to help set up a football training programme for school children.

Under the programme, the Association provides equipment and coaching support to schools free of charge so that they can organise twice-weekly training for students over a 25-week period (training is suspended during exam time and long holidays).

While the SFP programme aims to develop the more talented players by forming school teams, other students with an interest in football are encouraged to continue on the training programmes, regardless of ability. The Association also plans to encourage interest among teachers, by qualifying them as recognised coaches at an appropriate level.

Aside from actual skills training, the SFP programme provides demonstrations and sports leadership training for students, as well as explanatory lectures for parents, teachers and coaches. Over 180 schools have already enrolled in the programme, and some 4,000 students are expected to take part in the HKFA's schools training in the coming year.

Key Areas of Concern

4.12 Currently a number of agencies are providing programmes to encourage students to take part in and develop an interest in sport. However, there is a danger that these efforts will not lead to significant improvements in the pattern of student physical activity unless certain weaknesses in the delivery structure for student sport services are tackled. Briefly, the areas in need of attention include -

- there are rooms for improvement in the **policy co-ordination** among different parties for the development of student sport;
- the lack of strategy for matching available **venues and facilities** to programmes aimed at developing student sport;

- the problem of matching the appropriate **sources of funding** to respective delivery agents.

Overall Co-ordination for Student Sport

4.13 One of the key problems with student sport is that there is no single body responsible for overseeing student sport from primary to tertiary level. There is little effective management of the transition between various programmes at various levels. As a result, there is fragmentation in the provision of information, publicity and promotional activities aimed at raising the profile of student sport.

4.14 To some extent, the sports governing organisations (NSAs) provide connections between various agencies. The NSAs provide technical support to the SSP, and at the senior secondary and tertiary levels they identify talented student athletes and bring them into their own sports training programmes. There is also a degree of cross-representation between schools, the SSF, the tertiary sector and the Education Department in the membership of the Schools Sports Programme Advisory Panel. However, at present there is no overall co-ordination of the activities concerned with promoting sport among students, leading to potential mis-matches in resource and facilities provision.

Facilities

4.15 Sports facilities, both outdoor and indoors, are normally provided in schools. There is a standard provision for government-funded schools, such as basketball courts and indoor facilities for PE lessons and other sports activities. Although most schools do not have extensive sports facilities, a large number of well-provided public venues are situated close to schools.

4.16 In putting forward plans for general improvements to the school environment, the ED has proposed to build a number of "school villages". Such projects would involve two or more schools being located in close proximity and sharing certain core facilities. This initiative provides an opportunity to explore the possibility of creating good quality sports facilities

for schools, allowing for a much wider range of student sport related programmes than is currently possible on most school premises.

4.17 Most universities and tertiary education institutions possess their own sports facilities. Facilities include track and field facilities, sports halls, swimming pools and playing fields. Sports participation by university students is one of our concerns. In view of large number of students attending the eight universities and the other tertiary education institutions, it is important that sufficient opportunities are provided to these young adults to be more active in sporting activities through the provision of adequate sports facilities and programmes in universities. Besides, the facilities at tertiary education institutions can promote high performance sport as well. Details will be discussed in Chapter VII.

4.18 Despite the availability of existing venues and the potential for planning and managing sports facilities in order to meet the needs of students, there is at present no single agency co-ordinating the overall provision and use of venues specifically for student sport. A more integrated approach would help in implementing the SSP and encouraging young people to take a more active part in sport.

Funding Arrangements

4.19 With respect to funding sources for student sport, aside from the formal PE curriculum in schools and the budgets allocated to the relevant offices in tertiary institutions, there are a number of bodies contributing to various sport-related schemes. For example -

- the LCSD funds the School Sports Programme;
- the Quality Education Fund awards grants for one-off projects;
- the SDB and LCSD provide subventions to the SSF and PSCAA for major competitions and to the SAP and SAM for training and events;

- the SDB provides some staffing support to PSCAA and subvention for the association to participate in major universities games; and
- the ED and SDB provide funding for the staffing and administration of the SSF and its activities.

4.20 At present, the use of these funds corresponds to the respective aims and objectives of the different funding bodies. This is logical from the perspective of these bodies. But for organisations such as the SSF and PSCAA, as well as for NSAs running programmes targetted at students and for the schools themselves, this splintering of available funds creates an administrative burden and can lead to confusion and overlap of resource allocation. There appears to be a need for better co-ordination of the various funding sources and their specific objectives.

Suggested Areas for Change

4.21 In order to co-ordinate and consolidate the many initiatives currently underway in the student sport sector, there is a need to establish a mechanism whereby there can be regular review and monitoring of these activities as a whole. This mechanism should help in setting clear policy objectives for student sport and in initiating appropriate curriculum-based and co-curricular schemes. While these policy objectives could in part be performance-related, it is important, particularly at primary school level that *an atmosphere of fun and enjoyment should define children's experience of sport*. Children should not have to assume that they need to be particularly skillful or physically strong to be sports players.

4.22 In order to help improve the environment for student sports development, so as to encourage greater participation and thereby lay a firm foundation for lifelong healthy practices and enjoyment of sport, the Review Team puts forward the following specific proposals regarding possible areas for change -

- (1) **Establishment of a Student Sport Co-ordinating Committee.** Such a committee would be tasked with setting out the broad, integrated framework for participation in student sport from primary one to tertiary level, having regard to curriculum-based and co-curricular activities. Membership should include representation from NSAs and major school sponsoring bodies (e.g., Tung Wah Group of Hospitals, Sheng Kung Hui, Po Leung Kuk), as well as the SSF and the PSCAA and relevant government agencies. The Committee would also be responsible for making recommendations with regard to funding structures and for raising the profile of student sport in the community through appropriate public relations initiatives. The place of this committee in the structure of the SAR sports administrative framework is dealt with in Chapter VIII of this report.
- (2) **Expansion of the School Sports Programme.** The LCSD with the assistance of ED, has managed to introduce the SSP into about half of Hong Kong schools. However, to provide wider coverage and stronger support for the schools in the programme, further resources are required. In particular, there is a need for regular follow-up and evaluation of school-based activities in order to sustain the momentum of this programme. There is also a need to establish a resource centre for use by schools, programme staff and the NSAs that support the SSP. Broadly, the key areas of expansion and enhancement of the programme could include -

 - provision of an SSP Resource Centre, offering Internet-related information and applications, guidance on programme activities and reference materials;
 - setting aggressive targets for expanding the services of the SSP to cover **all** schools in the SAR;

- development of strategic alliances with the SF&OC and Hong Kong Sports Institute (HKSI) to ensure the support of high profile local and international athletes for the programme; and
- establishment of direct links with NSAs, community sports clubs and district sports organisations.

(3) **A more focussed approach for school sport.** Given the firm lead set by the EC report as quoted earlier in this chapter, there is clear justification for schools to take a more focussed approach in the development of student sport activities. Recognising the heavy workload of teachers and school principals, schools should make maximum use of manpower and services provided through LCSD's programmes and activities organised by NSAs and community sports clubs. Potential new initiatives include -

- increasing PE time in the curriculum to three 30 to 40-minute sessions per week for students in primary 1 to secondary 3 classes, so as to establish PE as a Key Learning Area in line with the EC's recommendations - we realise that this may result in a need for the training of more PE teachers, and these issues would need to be addressed in due course;
- emphasising the benefits of regular exercise by conducting comprehensive pupil fitness tests and publicising fitness "norms" for relevant age groups;
- encouraging schools to co-operate with the LCSD (particularly with regard to use of venues) and NSAs in organising sports activities related to the SSP in schools and in developing junior sports clubs outside schools; and
- assisting schools in making funding applications for projects that would provide greater support for curriculum based or co-curricular sports activities.

(4) **establish student-oriented facilities planning and management practices.** As the main authorities for providing facilities for schools and for sport and leisure activities respectively, the ED and the LCSD are best placed to take the lead in better co-ordinating the provision and management of facilities for use by students. Action that might help improve student access to sports facilities includes -

- adoption of a more creative approach by the ED and its architectural service agents to providing sports facilities on new and renovated school premises - in particular, the facilities at primary schools need to have regard to the potential for providing a variety of sports options, as well as the physical limitations of children aged 6-11 years;
- explore the possibility for providing a wide range of sports facilities within school villages, including grass pitches and swimming pools;
- encouraging the continued use of sports facilities in schools by students outside school hours;
- early identification of potential schools and tertiary education institutions in the vicinity of planned new sports venues, with a view to planning for such venues to cater in part for student users' needs; and
- more aggressive promotion for student use of public venues through LCSD's "free use scheme" and the provision of more information on availability of adjacent sports club facilities.

- (5) **To provide more recognition to students who have excelled in school sport.** The current arrangement of admitting secondary school students with good sporting achievements or with good sporting potentials by universities should be applauded and expanded. These special admission system and sports scholarship schemes could attract more secondary school students to get involved in sports training in schools. Details will be discussed at Chapter VII.

CHAPTER V

Maintaining Support for Disabled Athletes

Introduction

5.1 In recent years, Hong Kong's disabled athletes have achieved considerable success in international sports competitions. With the help of a well-organised group of sports associations and support from relevant NSAs, SF&OC and the SDB, our disabled sportsmen and women have continued to develop their skills to a high level. This chapter looks briefly at the current support structure for disabled athletes, and suggests areas in which more help could be provided in order to build on the success that these athletes and their associations have achieved so far.

Organisational Structure

5.2 There are three leading bodies that organise sports programmes for people with disabilities in Hong Kong, namely: the Hong Kong Sports Association for the Physically Disabled (SAP), the Hong Kong Sports Association for the Mentally Handicapped (SAM) and the Hong Kong Sports Association of the Deaf (SAD). Both SAP and SAM play the major role in organising the SAR's representation in international competitions for disabled athletes. These competitions include the Paralympic Games, held shortly after the Summer Olympic Games, once every four years, and the Far East and South Pacific Region Games for the Disabled, or "FESPIC" Games, which is held also every four years, at around the time of the corresponding Asian Games.

5.3 The disabled sports associations also spend a considerable proportion of their resources on training young athletes. For example, the SAP currently focusses on 13 different sports from "entry" level to high performance training. The SAM organises courses in 12 sports at elementary and intermediate levels, with high-level training programmes available in 5 sports.

5.4 The SAM's programme is recognised as a continuation of the special school sports programmes. Promising young athletes from member schools, as well as from other sectors of the community are recruited to join the association's training courses. Trainees with good potential are selected for enhanced coaching and may eventually become members of the representative squad. The training programme is systematic, and the association regularly holds Special Olympics events in Hong Kong to help local athletes gain the confidence to participate in international events.

5.5 The disabled sports associations rely to a large extent on volunteer officials and helpers. In addition to regular support from the SDB, the associations receive both sponsorship from the commercial sector and donations from various sources. For example, in recent years, the disciplined services have a "Torch Run" every year to raise funds to support the work of the SAM, while the Hong Kong Amateur Athletic Association's annual marathon generates a significant contribution towards SAP's programmes.

5.6 Despite the success of the disabled sports associations in garnering support for their activities and in organising a range of well-run programmes for their athletes, a number of issues need to be addressed in order to help ensure that we can maintain the momentum that the associations have built up over the years.

Areas of Concern

Training and Competition Facilities

5.7 Some of the SAR's elite disabled athletes are able to use the facilities at the Hong Kong Sports Institute (HKSI) for training and occasionally for competition. However, there is a lack of purpose-built facilities for disabled sports at the Institute. Also, space constraints mean that most disabled representative squads have to train at LCSD venues. While the associations have welcomed the LCSD's initiative to earmark some venues as training centres for disabled athletes, there are still a number of problems faced by these athletes when using public facilities. For example -

- many disabled athletes require dedicated transport arrangements, and therefore need venues that either have car-parks or are easily accessible to vehicles.
- ancillary facilities at many public venues are inadequate for squad training, in particular where venues have only one disabled toilet and shower unit in an entire complex.

5.8 In addition, as with other athletes (see Chapter VII) the training of disabled athletes is hampered by the lack of certain types of public sports facility. For example, there are currently no public ice-skating rinks, archery and shooting training venues or public tenpin bowling alleys. The disabled sports associations therefore have to turn to private clubs or commercial operators which can be costly and inconvenient for all parties.

Coaching Support

5.9 There are currently no full time coaches for training disabled athletes. The disabled sports associations employ NSAs' coaches on a part-time basis to train athletes with the potential to compete at international level. Although this arrangement has produced some notable successes, it stretches the resources of the NSAs. It also creates a situation whereby, unlike other elite athletes, our top disabled athletes lack the full-time attention of specialist coaches.

Recognition of Achievements

5.10 The disabled sports associations consider that there is often insufficient public and media recognition of the achievements of disabled athletes in the SAR. This is reflected in the comparatively lower level of grants and assistance that disabled athletes and their representative organisations receive from public agencies.

Integration of Disabled Athletes in Schools

5.11 Student athletes with a disability often have difficulty participating in their schools' sports activities. There is concern that schools generally do not make arrangements to include disabled students in PE lessons.

Suggested Areas for Change

5.12 It is important to note that the LCSD, the SDB, SF&OC and NSAs have provided considerable support to the disabled sports associations, and that this is well recognised by the associations. However, to address some of the concerns outlined above and in order to maintain a high level of support for our disabled athletes, the Review Team suggests the following -

- (1) **Allowing for better accessibility for disabled athletes in the design of public facilities.** Although new public sports venues are designed with regard to a basic level of provision and access for people with a disability, this is often insufficient to allow for the training of squads of disabled athletes. In new facilities, particular consideration should be given to the provision of adequate car-parks, specialist equipment storage and the availability of sufficient toilets and shower facilities for disabled athletes.
- (2) **Provision of more diverse public training venues for disabled athletes.** The shortage of certain public sports facilities such as ice rinks, is a common problem for disabled and other athletes. We should aim at providing more diverse public sports venues, which is covered in more depth in Chapter VII of this report. In addition, we should encourage the disabled sports associations to form venue-based sports clubs attached to existing public sports venues and the community halls so as to allow more training opportunities for our disabled athletes.
- (3) **The need for full-time coaching support for disabled athletes should be explored.** Given the levels of achievement of Hong Kong's disabled athletes, consideration should be given to hire full-time coaches at the HKSI for co-ordinating the training of disabled athletes. Alternatively, funds could be made available from an appropriate source to provide the associations with sufficient financial support to employ dedicated coaches for their athletes.

- (4) **Continued recognition should be given to disabled athletes' achievements.** Government has honoured our disabled athletes with appropriate awards, and has recently established a \$50 million "Paralympian Fund" to provide further support to athletes' training and competition. We suggest that a strong emphasis be placed on publicising the use of this and other sources of support so as to raise the profile of athletes training for and competing in events such as the Paralympic and FESPIC Games and in Special Olympics events.
- (5) **Greater efforts should be made to integrate disabled young athletes into mainstream school sports programmes and high level training of relevant NSAs.** Schools should consider how they might provide competition opportunities for their disabled student athletes as part of the Hong Kong Schools Sports Federation's programmes. In schools, disabled students should be given equal opportunities to participate in a range of school-based activities. As for high level training, athletes in sports such as archery, table tennis and track and field can share training times with athletes from NSAs where facilities are available.

CHAPTER VI

Building for a Sporting Future - the Planning, Design and Management of Public Sports Venues

Introduction

6.1 Over the past 20 to 30 years Hong Kong has enjoyed the continued development of public sports and recreational facilities of a high standard. We now have 24 sports grounds completed with running tracks and grass pitches, 36 swimming-pool complexes and 82 indoor recreation centres. There are also 265 public tennis courts, 414 indoor and outdoor basketball courts and 71 natural or artificial turf pitches throughout the SAR.

6.2 Some of these facilities are very well used. The demand for grass pitches is such that utilisation rates average nearly 100%. At peak times, i.e., in the evenings and at weekends, many of the indoor sports halls are also close to full use. However, with changing popularity in different forms of sports over time, there are some venues which are under-utilised, even during peak time. For example, the overall average usage rates for public tennis courts are below 44%. Furthermore, while some sports are well catered for in terms of facilities, many others, particularly team sports and water sports find it difficult to secure regular venues for training and competition. There are also a number of sports, such as baseball, ten-pin bowling, ice-skating and track cycling for which there is no adequate public provision.

6.3 This chapter looks at the principles governing the planning and development of sports facilities as well as current management policies for public sports venues. It also addresses the question of how to provide more suitable venues for major international competitions and events and considers the potential for more effective and strategic delivery mechanisms.

Public Sports Facilities

The Current Planning Framework

6.4 We make reference to Chapter 4 of the Hong Kong Planning Standards and Guidelines (HKPS&G) in the planning for the provision of public sports facilities, specifically to the population size in a given area. For example, the HKPS&G suggest that for every 100,000 people there should be one football pitch, ten basketball courts and six tennis courts.

6.5 While the HKPS&G provide a useful tool for setting the outline development framework for sports facilities in a given area, they are not intended to be an absolute standard for the actual development of facilities. Indeed, Chapter 4 of the HKPS&G concludes with the words -

"The standards and guidelines for public recreation space should be interpreted in spirit and not be applied mechanically and as absolute standards."

6.6 In drawing up proposals for the implementation of sports and recreational projects, it is important to consider issues such as the population structure of a given area, usage patterns for existing facilities, the availability of recreational venues provided by the private sector and the relative location and physical characteristics of the area in question. It is also necessary to consider the requirements of the potential users of a venue. For example, the needs of students might be very different from those of office workers, and venues situated in areas where there are several schools might need a different mix of facilities to those situated in predominantly commercial areas.

6.7 In addition, the HKPS&G cannot be expected to address issues such as the changing popularity of certain sports, or whether the provision of venues can meet policy objectives and priorities for sports development in the SAR as a whole. Such issues, as well as the needs of the sports governing organisations (NSAs) responsible for developing individual sports have to be dealt with when moving from initial planning to the feasibility, design and implementation stages.

Implementation of Sports and Leisure Projects

6.8 With the setting up of the Leisure and Cultural Services Department (LCSD) on 1 January 2000, the department has taken over from the former Provisional Municipal Councils the role of determining the scope of provision and the setting of priorities for the delivery of publicly funded sports and leisure projects. As a government department, the LCSD has to follow the procedures for inclusion of its projects into the Public Works Programme (PWP). These procedures require the department to provide clear justification for the type of project to be implemented, in terms of the scope of facilities to be built, the needs of local residents, the availability of alternative sports venues, the usage patterns of existing facilities and consistency with the prevailing policy objectives for sport. Once a project has been included in the PWP, the Architectural Services Department supervises the design of the venue in question, and ultimately seeks funding from the Legislative Council's Finance Committee for building the facility. In order to shorten the time needed to deliver new sports venues, the LCSD has recently drawn up an accelerated programme of 64 projects for implementation within the five years from 2002 to 2007.

Management of Sports and Leisure Venues

6.9 Staff of the LCSD are deployed to manage public sports and leisure venues in the SAR. They are responsible for supervising the arrangements for the booking of facilities as well as monitoring cleansing, security and other ancillary functions carried out by contractors. The LCSD has recently begun to outsource the management of some of its facilities to private contractors in order to enhance the quality and cost-effectiveness of the services. The initial projects are successful and further outsourcing should be considered.

Key Areas of Concern

6.10 In discussion with NSAs and other members of the sports community, the Review Team has identified the following areas of concern -

- for certain sports there is a shortage of venues SAR-wide, which makes it difficult for NSAs to encourage wide participation and to develop high-performance athletes;

- most public sports facilities are suitable for training purposes and for local and schools competitions, but they are not of a sufficiently high standard to allow Hong Kong to host international or even regional sports events;
- the design of many venues is not conducive to creating a strong sporting environment, and is often inadequate to meet the needs of athletes; and
- there are several aspects of current management practice that prevent NSAs and the public making full use of venues, relating to: booking policies, provision of equipment and storage space, opening hours and admission fees.

6.11 In addition to these specific concerns, the Review Team has noted the views of District Councils and Legislative Council Members in respect of the long lead time for delivery of new leisure services capital works projects. As mentioned earlier, some five years are required to design and build a typical facility. In addition, potential sites for sports facilities are sometimes left vacant for long periods of time pending the commencement of the project.

6.12 As regards the contracting out the management of existing venues to private sector companies, many other Administrations consider that contracting out can help to promote more efficient staffing, better marketing and increased usage.

Suggested Areas for Change

6.13 With a view to improving current practice in the planning, design and management of public sports facilities, the Review Team has identified several potential areas for change. These are -

- (1) **A more strategic planning approach.** While using the Planning Standards and Guidelines as a yardstick, agencies responsible for planning public sports facilities need to take a wider view of the needs of the community and the potential for

further sports development in Hong Kong in the actual planning process. In particular, the shortage of certain types of facility SAR-wide, the waning popularity of some "traditional" sports and the demand for new types of sports venue should be factors in the planning process. To maintain a steady supply of facilities in accordance with public needs, the five-year programme for new leisure services projects needs close monitoring, in consultation with District Councils and NSAs.

- (2) **More flexible design solutions.** There is a need to consider greater diversification in the way in which facilities are designed. In particular, there is scope for including more ancillary facilities, such as catering, retail and entertainment outlets as part of overall schemes for venue development. Also, greater integration of sports facilities within individual districts and the creation of multi-venue sports centres could be pursued on appropriate sites.
- (3) **Development of venues on unused sites.** In order to make better use of sites designated for future sports facilities, but which are not scheduled for early development, there is a need for the Government to consider building temporary facilities on these sites or for private sector to put up viable proposals to meet urgent needs in certain community and to provide more diversified sports facilities. It is also important to look at the scope for using sites such as landfills and reservoirs (both covered and open) for sports activities. In this regard, NSAs and private sector organisations should be encouraged to put forward viable proposals for use of the sites in question as temporary or even long-term public sports venues.
- (4) **Greater involvement of the private sector in venue provision and management.** In order to benefit from the greatest possible range of expertise in venue design and management, we should involve the private sector more extensively in the delivery and management of public sports facilities. Given the international exposure and experience of private sector sports design and management companies, by providing more

opportunities for private sector companies to contribute to providing public venues in the SAR we could encourage the development of more diverse and innovative facilities. In particular, we should explore options for giving external agencies the chance to handle projects from the design stage right through to building and management of new public venues, under "Design-Build-Operate" (DBO) contractual arrangements. In this connection, the Efficiency Unit of the Administration has initiated a Consultancy Study on how to promote private sector involvement and DBO projects in public sports and leisure facilities.

- (5) **More responsive venue management policies.** As noted in Chapter III above, the merging of the professional grades of Amenities Officer and Recreation and Sports Officer within the LCSD offers an opportunity to develop new management policies that are more attuned to the needs of specific user groups. Such policies should focus on meeting the requirements of identified client groups and further promoting venue usage through enhanced marketing strategies. A more flexible approach to fees and charges structures, with incentives for people to use facilities regularly through the introduction of monthly pass or similar schemes could encourage greater patronage of venues. This would be explored in the review on the charging policy for sports and leisure venues. Also, the policies regarding the booking of facilities and the opening hours of popular venues need to take greater account of the needs of NSAs in promoting sports development. In the medium term, there should be an accelerated movement towards outsourcing the venue management to the private sector, with Government taking a more strategic policy and regulatory role in this area.

Further Development of Major Sports Facilities

6.14 Hong Kong has a small number of public venues and locations capable of staging sports competitions at international level, namely -

- **the Hong Kong Stadium**, rebuilt in 1993, which regularly hosts international football matches and is the venue for an annual rugby sevens tournament well-known throughout the world;
- **the Hong Kong Coliseum**, opened in 1983, which has staged world championships in both taekwondo and wushu, as well as hosting international volleyball tournaments and the world short-course swimming championships;
- **the Queen Elizabeth Stadium**, opened in 1980, which has held international table tennis and badminton tournaments and was recently the venue for qualifying events in wushu for the 2001 National Games;
- **the Kowloon Park Swimming Pool**, built in 1989, which has hosted international swimming and diving events;
- **the Victoria Park Tennis Centre Court**, which is the regular venue for open tennis tournaments featuring some of the world's leading players; and
- **the Shing Mun River**, which hosts annual international dragon boat races.

6.15 Although these facilities have hosted international events, they are not necessarily of the quality required to attract top-level competitors and to encourage high spectator attendance. As no new major sports venues have been built in the past twelve years, our facilities do not reflect latest design standard.

The Case for New Venues

6.16 Hosting major international sports events ensures that the city in question is in the world spotlight, and helps to generate positive coverage in the global media, as well as civic pride locally. It also generates local interest in sport, enhances social cohesion and can inspire more widespread community participation in sport. There are also other economic benefits

from hosting major events in terms of stimulating tourism and consumer spending.

6.17 The building of major new sports venues will not, *on its own*, generate an enhanced sporting culture in any community. But *without* the proper facilities, it is difficult to attract top-level events that will contribute to the overall image of a society which values sport and encourages its development at all levels.

6.18 Research undertaken by a consultant for the Home Affairs Bureau in early 2001 shows that in recent years there has been a significant trend in cities worldwide towards the building of new and improved major sports venues. In the USA, the United Kingdom, Holland and Germany a large number of new stadia have been built in the past ten years for professional sports teams, and several new projects are under planning or construction. This trend is also evident in Australia, driven in part by the public sector, as well as by the need to provide for the Sydney 2000 Olympics and Melbourne 2006 Commonwealth Games.

6.19 In Asia, the finals of the 2002 World Cup in Japan and South Korea have been the catalyst for upgrading existing facilities and building new stadia in these countries. The Asian Games in Pusan, South Korea in the same year is driving a programme of major improvements to sports venue provision in that city. In Malaysia, the hosting of the 1998 Commonwealth Games inspired the development of a new National Sports Complex with a stadium, indoor sports centre, aquatic venue and facilities for hockey, squash and other events. Cities such as Singapore, Taipei and Hanoi are also planning major new venues.

6.20 Needless to say, Mainland cities are also improving their capacity for hosting major international events through the development of new stadia and sports complexes. Shanghai has recently built a stadium, a 4,000 seat swimming centre and a 15,000 seat indoor hall. Guangzhou has just completed work on a brand new 80,000 seat stadium and a 10,000 seat indoor hall for the 9th National Games. The recent award of the hosting rights for the 2008 Summer Olympic Games to Beijing sets the stage for the development of a suite of top-class venues in the capital.

6.21 In assessing the case for building major new venues, it is important to take a forward-looking perspective. While Hong Kong's current collection of facilities, built mostly in the early 1980s might today be adequate for the hosting of some types of event, within the next 10 years our major venues will be outdated. If we are not able to attract world-class athletes and events to the SAR, it will be difficult to convince our own people, let alone the international community, that we are committed to the development of a strong sporting culture.

Need for New Venues

6.22 There is a strong case for Hong Kong to develop more modern major venues in the coming years. Aside from attracting more world class international sporting events, **this must also meet our own longer term needs for better facilities. It is therefore essential that any specific venue planning be based on clearly identified needs and further backed up by in-depth feasibility studies.**

6.23 In June 2001 the HAB's consultant on major venue development reported to the Bureau on its findings with regard to the need for new venues in the SAR. Having held discussions with NSAs, event promoters and sports industry professionals, the consultant concluded that Hong Kong faced a number of problems with regard to its current major sports venues. For example -

- **the Hong Kong Stadium** is capable of hosting only a very limited number of events due to operating and environmental constraints arising from its design and location;
- **the Queen Elizabeth Stadium** is unsuitable for many types of indoor sports event and is an "ageing" facility;
- **the Kowloon Park Swimming Pool** has insufficient seating capacity and ancillary facilities to allow for high level international competition;
- **the Shing Mun River** needs more back-up facilities to cater for top-level regatta type events; and

- **there are no facilities** suitable for a major international athletic championship, for track cycling events, for ice-sport events or for newly-popular sports such as "Xtreme Games" (such as skateboarding and in-line skating).

6.24 The consultant also found that of all the major public venues in the SAR, only the Hong Kong Coliseum and the Hong Kong Stadium were achieving an operating surplus. It is unlikely that the Stadium will be able to maintain a surplus for much longer. To address this issue, it is considered that the financial viability of these public venues should be subject to close scrutiny.

6.25 Based on his detailed findings, the consultant concluded that there was an identifiable need for Hong Kong to develop certain major new venues over the next ten years if the SAR wished to raise its sporting profile. One of the consultant's main recommendations was that **a new sports complex, centred around a high quality multi-purpose stadium with seating capacity for approximately 50,000 spectators** should be built on an appropriate site, as a replacement venue for the current Hong Kong stadium. Working with the HAB and planning officials, the consultant identified an area on the future South East Kowloon Development as the most viable site for the new complex. The site in question has accordingly been zoned for the building of a stadium together with a secondary sports ground that could serve as the requisite "warm-up" track and field for competitors during major events at the stadium.

6.26 The consultant has recommended that the stadium should be the focus of a sports complex that would provide a range of sports facilities for regular community use. The areas adjacent to the stadium site have therefore been zoned to allow for the development of open sports fields and for an international standard indoor swimming centre suitable for use by the public, for the training of elite athletes and hosting of international swimming events. The consultant envisages that the stadium and other venues in the area could also provide retail and dining establishments and other indoor sports and entertainment facilities, thereby stimulating the growth of a lively urban locale centred on the sports complex.

6.27 In addition to the complex in South East Kowloon, the consultant advised that there was strong demand for a **new arena capable of versatile configuration for hosting indoor sports**, and with seating capacity for 5,000 - 10,000 spectators, to replace the Queen Elizabeth Stadium. With the use of moveable seating and demountable playing surfaces, such a venue could host events in sports ranging from tennis and handball to cycling. A site in Lai Chi Kok, West Kowloon was identified as a viable location for such a venue, which could be developed together with complementary outdoor and indoor sports and entertainment facilities.

6.28 The consultant also suggested the development of a number of other facilities which would be suitable for hosting international sporting events and which would also enhance the provision of venues for public use, namely -

- **a Regatta Centre** based at the Shing Mun River, developed in conjunction with an enhancement of facilities at the Hong Kong Sports Institute;
- **an Ice-sport Centre** to cater for the development of ice skating and ice hockey and to provide for championships and other events;
- **an Action Sports Centre**, combining facilities for sports such as skate-boarding, BMX cycling, climbing and in-line skating with other entertainment and sports facilities; and
- **a Motor Sports Facility** of an appropriate scale and in a location where noise constraints could be minimised.

Feasibility Studies and Strategic Planning

6.29 The work done by the HAB's consultant confirms the findings of an earlier study in November 1999 which appraised the suitability of facilities in Hong Kong for hosting the 2006 Asian Games. While concluding that the available venues could be temporarily upgraded to allow Hong Kong to host most of the individual events of the games, this study found that the SAR's ability to deliver first class international events would be enhanced by the development of some new venues to a high standard.

6.30 There is an identified need for the building of a number of major new sports venues in the SAR within the next decade. However, such venues would require a considerable commitment of public resources, both in terms of capital construction cost and future maintenance and management. Even though there might be scope for reducing the level of public expenditure by seeking private sector sponsorship and by outsourcing management responsibilities at high profile venues, it is unlikely that commercial companies would develop detailed proposals in this regard without firm indications of Government's intention to implement such projects.

6.31 Bearing in mind the large amount of public expenditure likely to be necessary if we are to build major new sports venues, and the importance of such projects for Hong Kong's international profile, it is essential that the planning and design of any new large-scale venues be thorough and transparent. For new stadium projects in particular, it is common practice elsewhere in the world for the public authorities concerned to commission feasibility studies focussing on such issues as scope, site investigation, financial viability, economic impact and development options of the facilities.

6.32 Where a venue is tentatively planned to be part of a large sports complex, it is also important to ensure that an integrated master planning approach is taken to developing the site as a whole. This and the above considerations apply in appropriate measure also to facilities other than stadia which are intended to cater for international standard events and to allow for significant participation by the public, whether as spectators or users.

Proposed Way Forward - Recommendations

6.33 In order to take forward the planning of major new sports facilities that will improve the SAR's capacity to host major international events and thereby promote sports development in the SAR and local interest in sport, the Review Team has the following recommendations -

- (1) Government should in 2002 proceed with a preliminary feasibility study for a **major new sports complex in South East Kowloon** centred on a **world-class stadium** to explore the

delivery, planning parameters and development options etc, with a view to such a study being completed in 2003;

- (2) in 2002, Government should also commission a study similar to the above mentioned preliminary feasibility study for a **new indoor arena in West Kowloon** capable of hosting international sports and entertainment events, with the aim that such a study be completed in 2003;
- (3) Government should also study how best to deliver other major venues, such as an "X-Games" centre, a regatta centre, an ice sports centre and a motorsports venue;
- (4) at all stages of the planning process the Government should consult NSAs and relevant District Councils, and should seek to involve the private sector in the detailed design, construction, operation and, where appropriate, financing of major new venues; and
- (5) in drawing up a master plan for the development of major new venues, the Government should also consider possible opportunities for hosting major games events over the next decade. These events might include: the East Asian Games in 2009, the Asian Games in 2010, the National City Games in 2011 and the National Games in 2009 and 2013. The possibility of bidding for the rights to host these games needs to be discussed, as appropriate, with the SF&OC at a suitable time.

CHAPTER VII

Better Prospects for High Performance Sport

Introduction

7.1 In the past decade Hong Kong's athletes have performed with increasing success in the international sports arena. The highlight of recent years was the gold-medal winning performance of our top windsurfer Ms Lee Lai-shan at the 1996 Olympic Games. But there have been many other outstanding achievements by local sportsmen and women. These include the results of the Asian Games team in Bangkok in 1998, the Paralympic team in Sydney in 2000, the East Asian Games team in Osaka in May 2001 and the National Games squad in Guangzhou in November 2001. ^(Note)

7.2 In addition to achievements at major games, Hong Kong athletes have consistently raised their level of performance in other international sports events. Currently, SAR sportsmen and women rank highly in the world in windsurfing, squash, disabled sports, snooker, cycling and wushu. In Asia, our athletes are a significant force at either the senior or junior levels in ten-pin bowling, fencing, swimming, rowing and triathlon. The success of our athletes are the result of their years of hard work catalysed with the excellent coaching they received, the technical and financial support from the SF&OC, NSAs and from the SDB.

7.3 The financial rewards for athletes who win medals at major international events has been significantly improved. Following the 1998 Asian Games, a total of \$7.6 million in incentive awards was shared between 20 athletes, of whom five received \$700,000 each in recognition of their outstanding achievements. Apart from receiving financial support to meet the training expenses, athletes who regularly achieve good results in their sport are eligible for grants of up to \$90,000 annually.

(Note): In the 1998 Asian Games, Hong Kong won 5 gold, 6 silver and 6 bronze medals. In the Paralympic Games in Sydney 2000, Hong Kong won 8 gold, 3 silver and 7 bronze medals. In the 2001 East Asian Games, Hong Kong won 3 gold, 1 silver and 3 bronze medals. In the 2001 National Games, Hong Kong won 2 gold, 2 silver and 1 bronze medals.

7.4 Despite these achievements, and the financial rewards and assistance that are available to the top athletes, many of the SAR's elite sportsmen and women sometimes face considerable social and economic pressure during the course of their competitive careers. In particular, concerns about their education and their future career prospects often make it difficult for them to concentrate on pursuing excellence in sport. While the situation for full-time athletes is perhaps better now than in the past, continued improvement in the environment for high performance training and competition is necessary if our sportsmen and women are to realise their full potential on the international sporting stage. With Beijing now confirmed as the host city for the 2008 Olympic Games, there is high expectation that we should be able to field a strong team to take part in our country's first ever Olympics.

High Performance Athletes' Training and Support

7.5 The SDB's elite training programme, based at the HKSI, provides coaching, sports science and medicine, strength and conditioning and other support services to athletes, some 70 of whom are resident at the Institute. This elite training programme covers thirteen "Focus" sports, namely: athletics, badminton, cycling, fencing, rowing, squash, swimming, tennis, ten pin bowling, triathlon, table tennis, windsurfing and wushu.

7.6 In the financial year 2000-01, the SDB spent about \$106 million (representing 41% of its total expenditure) on the regular operation of the elite training programme. In addition, the Board provided funding for one-off, intensive preparation programmes amounting to \$10.5 million, using grants from the Arts and Sport Development Fund (ASDF). Further, the SDB allocated about \$9 million in grants from various funding sources to assist over 200 athletes with training and educational expenses.

7.7 Recognising the need to help athletes further their education and identify potential career openings, the Athlete Affairs Department of the SDB liaises with schools and tertiary institutions as well as private companies to help provide appropriate opportunities. It has initiated a number of programmes and ad hoc arrangements which have created post-secondary study places for athletes and have also led to employment in the private sector. Also, some tertiary education institutions have developed

scholarship schemes to encourage talented young athletes to pursue joint efforts in high-level training and further education.

7.8 For athletes in sports not included the "Focus" sports category (non-"Focus" sports), training is generally provided by NSAs or through their own arrangements. Such athletes are also eligible for some degree of financial support from the SDB. The Board also makes funding available to the relevant NSAs on a one-off basis to allow for preparation of high performance athletes in non-"Focus" sports for major national or international games and events.

Training Facilities

7.9 Basic training facilities are available at the HKSI for the majority of the current "Focus" sports, as well as for other sports that use outdoor grass pitches. However, several of the "Focus" sports do not have such facilities at the Institute, notably: cycling, rowing, ten pin bowling and windsurfing. Athletes in these sports train at venues elsewhere in the SAR - although in the case of cycling there is limited scope for local training, and the top cyclists regularly train on the Mainland or overseas.

7.10 For elite athletes and SAR representative teams in non-"Focus" sports, venues run by the LCSD can be made available on a priority use basis. The facilities at the HKSI can also be made available on an "ad hoc" basis to teams and individual athletes from these sports. The advantage of the latter arrangement is that it gives athletes access also to the Institute's support services in sports science and medicine and strength and conditioning.

Coaching and On-field Support

7.11 For the "Focus" sports under the SDB's elite training programme, a head coach and supporting coaching staff are provided directly by the Board for each of the sports. The SDB also employs a small number of sports science, sports medicine, strength and conditioning and other technical support staff, who provide services direct to athletes in the HKSI. These services can also be made available, subject to capacity, to athletes from non-"Focus" sports.

7.12 Non-"Focus" sport NSAs generally receive funding from the SDB to employ coaches for their athletes on a short-term or part-time basis. However, a few have been able to finance the employment of full-time head coaches to supervise training of their representative squads. Such coaches can also help to plan programmes for the development of the sport generally, and to put in place talent identification and "feeder" systems aimed at strengthening the available pool of elite athletes.

7.13 When taking part in competition, such as at the top international levels, it is important for athletes to have on-field support from coaches, physiotherapists and other professional support staff. Otherwise, the SAR's representative sportsmen and women are unlikely to be able to perform to their full potential.

Key Areas of Concern

7.14 The Review Team has found that there is concern within the sports community that it will be difficult to continue to build on the success of our athletes over the past ten years without a number of changes in the approach to high performance sport. The following areas in particular need to be addressed -

- it is difficult to find an appropriate **training environment** for many top level athletes;
- the demands on the capacity of the **sports science and medicine** services and other HKSI support functions are out-stripping the Institute's capacity to deliver these services;
- there is a need for better co-ordinated educational support and **career development structure for athletes**;
- there is insufficient full-time **coaching support** available to allow potential high performance athletes to develop to their full potential and to nurture training schemes for junior athletes, particularly in non-"Focus" sports;

- there is a need for **better co-ordination between the SDB elite training programme coaches and the NSAs**; and
- there are no specific arrangements to **help "team" sports to develop**.

Training Environment

7.15 The HKSI currently provides the base for training many of Hong Kong's top athletes. Although situated on a generous parcel of land and equipped with a wide range of facilities, the Institute does not provide an environment conducive to top-level training. In the first place, the HKSI (formerly known as the "Jubilee Sports Centre") was originally designed not solely as an elite training centre, but partly as a sports centre for public use, and the layout and the mix of facilities reflects this. Secondly, the physical condition of the Institute's sports facilities has become so outdated that there has been an expressed demand for renovation and upgrading.

7.16 For athletes who are trained outside the HKSI, most use venues managed by the LCSD, while some use private sports clubs facilities. Although the LCSD has put in place new arrangements for athletes from NSAs' representative squads to train at designated venues, the facilities available at these venues are often below the standard required for high performance training. The venues in many cases lack sufficient facilities for strength and conditioning, sports medicine treatment and other support services. This is largely due to these venues being designed primarily for use by the general public, rather than as specialist training centres.

7.17 As noted above, the SAR's cyclists do most of their training on the Mainland or overseas. Elite athletes and representative teams in non-"Focus" sports such as archery, ice-skating, ice hockey, baseball and water-skiing have very limited options in terms of facilities locally.

7.18 It is evident that we have to explore ways to improve the existing provision of high level training bases for our top athletes. These should include a re-development or upgrading of the Hong Kong Sports Institute, a more strategic approach in the planning of the use of LCSD venues and facilities in tertiary education institutions. In the Mainland and

many European countries, many high level training centres are decentralised and some are based at the universities.

Sports Science and Medicine

7.19 The availability of facilities and expertise for the study and enhancement of athletes' physiology, biomechanical performance and nutrition and for medical treatment during training and competition is an essential part of the high performance programme. On the Mainland and in other leading sports nations, considerable resources are devoted to sports science and medicine. In Australia, for example, the Australian Institute of Sport (AIS) employs over 80 staff members in its Sports Science and Sports Medicine Centre.

7.20 At present, there are about ten full-time professional and technical staff in sports science and three full-time sports medicine professionals employed at the HKSI. This is far fewer than the AIS, and is similar to the situation in Singapore, whose Sports Council employs 13 such professionals. The demands of high performance athletes and their coaches are such that many requests for medical consultation, follow-up treatment and on-field support cannot be met by the limited manpower available. Current space and staffing constraints also limit the availability of programmes to screen athletes for potential injuries and to supervise exercise regimes aimed at improving biomechanical performance and recovery from injury. In some foreign countries such as New Zealand, many sports scientists are offering their assistance to top athletes on a part-time basis. This may be a way to resolve our problem on the short-term basis.

Education and Career Structure for Athletes

7.21 As noted above, Hong Kong's most successful athletes are eligible for generous financial incentives and receive annual grants administered by the SDB. In addition, the Board has developed a number of programmes to help athletes combine continued education with intensive sports training, to enter full-time tertiary education upon retirement from competitive sport and to develop careers either within or outside sport. However, the current approach is somewhat "piecemeal", and poses the

following problems both for established athletes and for potential high-level performers who are considering a commitment to full-time training -

- there is a lack of certainty among established athletes regarding their eligibility for continued financial support and their educational and career options;
- junior athletes do not have a clear picture of the support structure that would be available if they were to commit to full-time training;
- there is no centrally established policy for schools and tertiary institutions to provide for the needs of students who wish to be trained as high performance athletes whilst in full-time education; and
- little recognition is given to the fact that athletes gain knowledge conducive to career development through training and competition - the regime of an elite sportsman or woman encourages discipline, loyalty, innovation and strong social skills, in addition to physical fitness. These are qualities that are valuable in any working environment.

Coaching Support

7.22 A strong coaching infrastructure is essential to the development of high performance athletes. At present, the majority of coaching outside the HKSI is done on a temporary and unstructured basis. This means that coaching is often an uncertain and unsatisfactory career, and that many athletes do not have the chance to work under the consistent guidance of a known and trusted professional.

7.23 In such circumstances, there is generally inadequate incentive for coaches to develop their skills to a high level. This has led to a shortage in Hong Kong of top-quality coaches with the experience and expertise to prepare our sportsmen and women for high-level international competition. Experienced coaches from overseas and from the Mainland have proven very effective in training SAR athletes to success in sports such as windsurfing,

rowing, cycling and wushu. However, top-level coaches are either in high demand internationally or have difficulty in obtaining the right to work in the SAR.

Co-ordination between the elite training programme coaches at HKSI and the NSAs

7.24 The SDB employs a Head Coach and supporting coaching staff for each of the "Focus" sports. Subject to the agreement of the relevant NSAs, these Head Coaches are recognised as the leading coaches for SAR representative squads in the individual sports concerned. At present, most of the Head Coaches use the HKSI as the training base for SAR representative squads and report directly to the SDB. Under the existing arrangements, there is a possibility of lapses in communication and information exchange between the NSAs and the Head Coaches regarding athlete training programmes. This can affect the morale of athletes and lead to misunderstandings between the SDB and NSAs, in particular during the intense periods of training and competition leading up to and in the course of major international events.

Team Sports

7.25 There is scope for focussing more attention specifically on the development of team sports, such as football, basketball, volleyball and others. These sports generate considerable public interest and have the potential to attract large numbers of spectators. Placing more emphasis on developing team sports would help not only to raise standards of play, but would also generate more enthusiasm for sport as a whole in Hong Kong.

7.26 At present, NSAs for team sports find it difficult to obtain sufficient financial support to allow them to take part in international competitions. The SAR representative teams and the top local clubs often do not have access to adequate training facilities.

Suggested Areas for Change

7.27 Taking into account the above areas of concern, the Review Team has identified the following possible areas for change aimed at improving the environment for high performance sportsmen and women in Hong Kong -

- (1) **Improvements to facilities available for high performance training.** The HKSI, which was built in the late 70s and is used for high performance training, has an urgent need for redevelopment as many of its training facilities are outdated. To supplement the use of HKSI's facilities, the LCSD should continue its support to NSAs in the provision of venues as their regular training bases and upgrade some existing training facilities to cater for the needs of high performance training. The conversion of an activity room to a gymnasium in Shun Lee Tsuen Leisure Centre for the Hong Kong Amateur Gymnastic Association is a good example for such improvement. Furthermore, universities and other tertiary education institutions with suitable facilities can also be considered to act as satellite training centres for high performance student athletes. There have been quite extensive use of university facilities for high performance training in other places such as the UK, Denmark and Canada or the Mainland. The Loughborough University in the UK is a notable example for athletics training.
- (2) **SDB to reprioritise its resource allocation in respect of sports science and medicine.** The resources available in these areas should be more carefully reviewed. Sports science and medicine support services should be available to high-level athletes from *all* NSAs, not just those focus sports at the HKSI. Improved arrangements are required for on-field support during training and major events. Short-term part-time employment of sports scientists, medical partitioners and sports physiotherapists could be adopted for preparation of major games. Strength and conditioning services also need to be reviewed and expanded. There should be a long-term strategy for enhancing technical services to high performance athletes, drawing expertise advice

from the Mainland or other countries with sound development in sports science and medicine such as Australia, New Zealand and Sweden.

(3) **The drawing up of an "Athletes' Plan" to provide financial, educational and career guidance support to full-time athletes.**

The current range of support services providing to athletes needs to be consolidated into an integrated support plan for sportsmen and women who wish to pursue full-time high performance training. This plan should provide a clear commitment to investing in athletes who have the potential to achieve excellence in sport. At the same time, athletes would have to accept appropriate conditions related to participating in training and international competitions, and coaches and NSAs would need to be fully accountable for the use of the relevant resources. The Athletes' Plan could contain the following elements -

- a conditional guarantee of support for training, competition and other expenses over a given (e.g., four-year) period, subject to the athlete in question meeting appropriate performance requirements related to training and availability for competition;
- options for more support from the education system for young athletes. These need to be further developed in consultation with educational institutions, but could include the award of extra credit in senior secondary or tertiary entrance level examinations in recognition of outstanding athletic performance. Athletes should also be encouraged to take advantage of scholarship schemes now being offered by some tertiary institutions. In addition, there is a need to encourage schools and other educational institutions to offer some more flexible arrangements for these elite athletes in accommodating their training and competition schedules (see box); and

- personal guidance on potential educational and career openings within and outside the sports field upon retirement from high-level competition - in this regard there is a need to explore options for a wider range of sport-related programmes at vocational and other tertiary institutions.

Zimbabwe's Schoolboy Cricket Hero

In July 2001, 17-year-old Hamilton Masakadza became the youngest player ever to score one hundred runs in his first international cricket match. His performance was a major boost to the Zimbabwe national cricket team, which was playing against the West Indies, traditionally one of the strongest international sides.

Masakadza is a student at a boys high school in Zimbabwe's capital, Harare. He was due to take mock examinations during the time the cricket match was taking place. However, together with a class-mate, 18-year-old Tatenda Taibu, he asked his headmaster whether the two of them could represent their country against the West Indies and delay their exams.

The headmaster's response was supportive. He was quoted as saying : "We have set papers aside for them to do when the cricket is over. We definitely don't want to disadvantage them when they are representing their country."

The school accommodated Masakadza and Taibu's wish to represent Zimbabwe at the highest level of international sport. It also arranged for other children at school to watch the match, according to the headmaster: "I couldn't close down the school, but we managed to get one bus and send all our cricketers. That was the only bus we have."

Without the support and encouragement of their school, Masakadza and Taibu would not have been able to play for their country without seriously affecting their educational prospects. By accommodating these young players in their pursuit of sporting excellence, their school contributed not only to national and international sport, but also to the wider education and development of the two boys.

Source - South China Morning Post

- (4) **Strengthening the coaching infrastructure.** There is a need to offer coaches long-term attachments to NSAs and employment on programmes run by LCSD, either part-time or full-time. This will help to offer more career opportunities in coaching, providing an incentive for current coaches to upgrade their skills, and will also provide an additional career option for former athletes with a talent for coaching. Greater emphasis on coach education is also required - the setting up of the coach accreditation systems in places such as Canada and Australia can serve as a useful example for the development of appropriate systems locally. In case of any shortage of local coaches in certain sports, the shortfall could be overcome through the hiring of overseas and Mainland coaches. Besides, we should encourage vocational colleges and other tertiary education institutions to include sport coaching as one of the elements in sport-related courses. In promoting the infrastructure in sports coaching, the SF&OC should play a greater part in the co-ordination work among the NSAs.
- (5) **Improving the co-ordination between the elite programme coaches at HKSI and the NSAs.** In order to strengthen the links between HKSI coaches and the NSAs, it is worth considering the current practice of the Australian Institute of Sport (AIS), which arranges for an agreement to be signed with NSAs at the beginning of each year to spell out responsibilities for development programmes for the sports concerned. The agreement relates the AIS training programmes to the activities of the relevant NSAs in the year in question, and regular reviews of progress are carried out to keep all parties aware of the latest developments in the programme, particularly the identification and grooming of young talents.
- (6) **Investing more resources in developing team sports.** The need for large numbers of players and supporting staff for team sport events imposes a heavy financial burden on relevant NSAs and their affiliated clubs. There is a justification therefore for considering the allocation of more funding specifically for the development of team sports. In addition, team sport NSAs and

clubs need venues for regular training if they are to improve their standards of play. Although the LCSD has provided training bases for NSAs' representative squads, there are currently no such facilities for top local clubs. The representative teams are composed mostly of players selected from these clubs, and without regular training facilities these clubs will find it difficult to reach the standards necessary to produce good players. Ideally, such clubs should have access to venues with appropriate ancillary facilities on a regular basis throughout the year. Education on the management of team sports should also be promoted.

(7) **Increasing ties with the Mainland.** Mainland athletes, coaches and technical professionals have impressive performance and a considerable degree of experience in high performance sport. The Review Team considers that ways of collaborating more closely with Mainland sports professionals should be further explored, for example -

- arranging secondments of coaching and technical staff in the SAR to sports institutes in Mainland cities, and vice versa;
- seeking admission of Mainland coaches and sports science and medicine professionals under the Importation of Talents Scheme; and
- providing more exchange of training opportunities for Mainland athletes at the HKSI and SAR's athletes in the Mainland.

(8) **Developing additional sponsorship incentives.** In many countries, commercial sponsors provide significant cash and in-kind contributions to high performance athlete training and competition programmes in return for name-brand recognition. There is little of this type of sponsorship in Hong Kong. Given the current economic climate it might be difficult to make early progress in attracting more commercial endorsements. But we

recommend that the sports organisations jointly consider how to develop attractive sponsorship packages and incentives for commercial sponsors, through methods such as brand endorsement, "naming" privileges and awards.

7.28 The Review Team has received a number of further, specific suggestions regarding ways of improving the status of and career prospects for athletes. Although these are not dealt with in detail here, they are included in a broad sense in the suggestions for policy directions outlined above. In due course, a programme for implementing appropriate initiatives will need to form part of the consolidated strategic policy for sport.

CHAPTER VIII

Creating a More Clearly Defined and Effective Administrative Structure for Sport

Introduction

8.1 The current broad structure for the administration of sport in the SAR dates from the dissolution of the former Provisional Municipal Councils (PMCs) at the end of 1999, when the Administration established the Leisure and Cultural Services Department (LCSD) to take over the work of the Councils on leisure and cultural matters. At the same time, the Legislative Council enacted a law to expand the membership of the Hong Kong Sports Development Board (SDB).

8.2 With the dissolution of the two PMCs, the Home Affairs Bureau (HAB) has taken on the responsibility for sports development and sought to define more clearly the distinct roles of various agencies in delivering services to the public. Certain functions previously under the SDB's remit were taken up by the LCSD, and the SDB in turn took over responsibility for certain tasks in which the former MC's had been involved. The reshuffle of responsibilities achieved some improvements to avoid duplication of work.

8.3 Despite these improvements, there remains concern about the lack of a clear central authority for determining and monitoring the implementation of sports policy. In addition, there is still overlap in the delivery of some services by the LCSD and the SDB leading to potential inefficiency. Separately, against the background of Beijing's successful bid to host the 2008 Olympic Games and the recent election of the Hon. Timothy Fok, President of the SF&OC, to the International Olympic Committee, it is necessary to capitalise on the achievements of the SF&OC and offer more support to the Federation in order to maximise the effect of the voluntary sports sector in the overall sports development in Hong Kong.

Key Areas of Concern

8.4 In discussion with representatives of the sports community, the Review Team has identified two major areas that require attention if the SAR is to achieve a more efficient and transparent framework for sports administration in Hong Kong. They are -

- the absence of a single organisation responsible for overall policy, planning, co-ordination and monitoring of sports development.
- a perceived overlap and lack of clarity in the delineation of responsibilities between the LCSD and the SDB.

Strategic Planning and Co-ordination of Sports Policy

8.5 As noted in Chapter II of this report, it is common for overseas Administrations to have one single body charged with the ultimate responsibility for planning and co-ordinating the development of sport. For example, the Australian Sports Commission and the Singapore Sports Council carry out this type of function. Another example is in Denmark, there is a Joint Council for Sport co-ordinating the interests of their three national sports authorities, the National Olympic Committee and Sports Confederation of Denmark (DIF), the Danish Gymnastics and Sports Association (DGI) and the Danish Association of Company Sport (DFIF). Similarly, in Mainland China, this role is the responsibility of a single body under the State Council: the State Sports General Administration (國家體育總局).

8.6 When the SDB was established in 1990, it was meant to take up the responsibility for formulating a clear and coherent strategy for sport and physical recreation in Hong Kong, disbursement of funds to NSAs, and in addition, devoting more attention to competitive sport. Part of its remit was to prepare proposals for the overall development of sport in Hong Kong. To fulfil this remit, the Board published two five-year strategic plans for sports development covering the years 1991-95 and 1996-2000. Although the Board was able to draw up such plans, it was unable to put into action many of the key recommendations in these plans. The Board's capacity in this respect was limited by the fact that almost all public sports venue are

controlled previously by the two former PMCs (and subsequently by LCSD). Besides, given the autonomous status and very wide-ranging role played by the former PMC's, the SDB was not able to co-ordinate the development of sports programmes and activities in a strategic manner. Also, the Board has taken on many executive functions over the years, ranging from management of facilities, commercial operations, marketing, promotion to researches that prevents it from focusing on strategic policy issues. After the dissolution of the former PMCs, HAB is responsible for overseeing the broad allocation of resources in sport and recreation, and for explaining sports policy to the Legislative Council. A new department, LCSD was simultaneously formed to act as Government's main agent in sport-related programmes. With all these problems and changes, a review on the sports structure is inevitable in the context of this review.

8.7 HAB's capacity for strategically planning and monitoring the implementation of an integrated sports policy is limited by two key factors -

- (a) The very wide remit of the Bureau, which includes policy for human rights, district affairs, gambling, culture and heritage matters, youth issues, building management and entertainment licensing - this leaves comparatively little scope for in-depth consideration of sports policy; and
- (b) the formation of sports development issues and strategy should best be set by joint efforts of the government and sports sector. Currently there is no such forum.

8.8 Given these constraints and the current structure, it is difficult for the Bureau to make major progress in defining clear policy strategies and deciding on appropriate priorities, unless the Bureau is provided with appropriate support at a strategic level by a strong and competent body which is able to bring together experts from the sports community as well as related professions to co-ordinate the planning and implementation of sports policy.

Overlap of roles of Service Providers

8.9 With the setting up of LCSD in 2000, attempts have been to delineate clearly the division of work between the LCSD and the SDB as follows -

- the LCSD is responsible for the promotion of sport in the wider community.
- the SDB is charged with the development of sport up to the elite level.

8.10 In accordance with this division of work, the LCSD plays the major role in promoting community participation in sport and in providing basic skills training. The SDB, for its part, has a clear mandate to prepare the SAR's top athletes, primarily through its elite training programme based at the Hong Kong Sports Institute. However, both SDB and LCSD are providing funding to NSAs, and offering assistance in relation to major and international games. Despite attempts to demarcate responsibilities using the "promotional" and "developmental" approach as mentioned in paragraph 8.9 above, there is still some duplications and overlap, especially at the "in-between" level, where people who have developed basic skills in certain sports wish to progress to regular training and competition, albeit not at the highest level. More importantly, there remains a fundamental question on whether it is necessary to have two distinct publicly-funded executive bodies for the promotion and development of sport.

8.11 The Review Team considers that it is important to have a clear indication of the appropriate source of funding and administrative support for their programmes and activities. The current arrangements, whereby NSAs are required to decide whether their activities are "promotional" (funded by the LCSD) or "developmental" (eligible for support from the SDB) causes confusion and excessive administrative effort, both for these organisations and for the two funding bodies. There have been some suggestions that there should be one funding body to deal with funding for sports development and sports promotion.

Suggested Areas for Change

A Sports Commission

8.12 The Review Team considers that in order to provide a clear and effective process for the future development and implementation of sports policy, there is a need to set up a "**Sports Commission**" (Commission) with administrative and technical supports from the HAB. The Sports Commission will work along a similar line like the Culture and Heritage Commission in the culture side. To ensure that the Commission would be able to deliver expert opinion and advice, it should comprise largely experienced members of the sports community. The Commission could also form a number of working committees, such as the Student Sport Co-ordinating Committee mentioned in Chapter IV, to provide input in specific areas.

8.13 The key task of the Commission would be to draw up and oversee the implementation of the strategic policy for sports development. The Commission would also be responsible for advising on major policy as well as funding decisions regarding development priorities and elite training. The issues identified in this report would eventually be taken up for further study by the Sports Commission.

8.14 The appointment of a Sports Commission would help the development of the overall sports policy in Hong Kong and would also provide for the sports community to give expert input into the policy process. The other key issues to be addressed are-

- **streamlining the organisation structure for funding of sports organisations.** It is more desirable to have one single funding body for sport. This would help reduce the present confusion and uncertainty. The administrative cost thus saved can also be used to provide more direct support services for our athletes;
- **clearer delineation of responsibilities for “High Performance Sport” and “Sport for All”.** “High-end” sport services generally include: management of the high-performance athlete training programmes and facilities; the training of junior and pre-elite squads; the provision of performance-related information and research projects. The Hong Kong Sports

Institute (HKSI) is currently entrusted to undertake most of the above tasks under the auspices of the SDB. Given its abundant experience and expertise, the HKSI is well-placed and should continue to be the focal point of high performance training. As for “Sport for All”, LCSD should provide services to the wider public. Its aim should be to foster participation in sport at all levels, through: the organisation of programmes to introduce individual sports to the public; the provision of basic skills training; and the promotion of organised sport at the district level. In particular, the LCSD should focus resources on the Schools Sports Programme, on developing venue-based community sports clubs and on the promotion of sport through publicity and PR channels. In discharging such a role, the department would work in partnership with NSAs, District Councils and other community-level organisations;

- **strengthen the role of SF &OC in sports development.** This organisation is seen by many in the sports community as having constraints insofar as involvement in sports development is concerned. While there is no question of Government influencing the affairs of the SF&OC, which is a wholly autonomous body, the Review Team considers that the SF&OC could take over from SDB the role of conducting certain SAR-wide campaigns aimed at promoting sport. Also, in order to capitalise on the popularity and marketability of the Olympic movement and its symbols, the SF&OC could consider taking a more active role in the marketing of sport, in particular in areas related to fund-raising and sponsorship. As appropriate, resources could be earmarked to assist the SF&OC in discharging this expanded role in a professional manner.
- **Strengthen the role of NSAs.** One of the key players in the sports development process, should be assigned a greater role in the formulation and implementation of sports policy and plan. We should make better use of the experience and expertise of the office-bearers, coaches, athletes of the NSAs and facilitate them to contribute to the formulation and implementation of a strategic blueprint on sports. The new Sports Commission, if set up, should consider ways to enhance the role and

development of NSAs, in areas such as training, coaching, sports promotion, seeking sponsorship and marketing and management of sports facilities. The objective is to enable NSAs to become more professionally run and independent in the longer term.

Possible options associated with the setting up of the Sports Commission

8.15 Three possible options associated with the setting up of the Sports Commission have been considered by the Review Team -

- (a) Expanding the role of the SDB and upgrading it to a Sports Commission, with responsibility for strategic policy planning and overall coordination.
 - The SDB, given its current wide remit, can be upgraded to become a Sports Commission. This would involve minimal changes to the existing administrative set-up. However, this option fails to address the overlap and confusion with regard to the functions of LCSD and SDB, and there is the risk that the Commission, primarily an expanded SDB, will lack a clear identity of itself which is necessary for it to command a leading and coordinating role in the sports sector.
- (b) Establishing a new Sports Commission to advise on strategic planning and policy and help coordinate the work of the SDB and LCSD. Consequently, the role and functions of SDB will be narrowed to focus on elite training and high performance sport.
 - This option would meet the need for a body to help directing efforts to develop sport strategically but would be seen as creating one more layer of bureaucracy, adding administrative cost and causing inefficiency in the delivery of sports services.
- (c) Establishing an over-arching Sports Commission to advise on strategic policy planning and funding as well as to coordinate

key activities in the sports sector. The SDB would be dissolved and high performance training would be entrusted to a reconstituted HKSI. The LCSD would be responsible for the provision and management of facilities, and organising programmes in the promotion of sport in the community.

- The role of each stakeholder will be clearly delineated under this option. The administration structure for sport will also be much simplified. The savings generated from the dissolution of SDB can be more usefully put to elite training and other sport-related services. However, implementing this option involves some institutional and legislative changes.

8.16 It is worth emphasising here that consolidating policy responsibilities and the reshuffle of duties for sport aim to ensure a simplified and properly co-ordinated sports structure as well as an efficient use of public resources so as to create an environment within which all Hong Kong people can achieve their sporting objectives. The review team considers that there are clearly advantages with option (c) from the structure, roles and functions as well as resource allocation points of view. As any changes in the current administrative structure for sport is a key part of the review of sports policy, it is important that we listen to the views of the wider Hong Kong community before a decision is made.

CHAPTER IX

Review of Public Funding for Sport

Introduction

9.1 It is common for governments all over the world to channel a certain amount of public funding into programmes related to sport. As noted in Chapter II of this report, the majority of public funding tends to be allocated to the promotion and support of sport at district or municipal levels. The Hong Kong is no exception in this regard, with over 90% of the total government allocation for sport and recreation being used to fund local-level facilities and programmes.

9.2 This report is not the place to delve into the detailed economic arguments concerning public investment in sports promotion and development. But very briefly, the justifications for governments worldwide providing subsidies to sport typically include -

- the wish to encourage fair access to sport for all strata of society;
- the desire to promote public health so as to improve productivity and release health care resources for other uses; and
- the need to bolster the regional, national or international profile of the city or country concerned.

9.3 Hong Kong invests a considerable amount of public money in sport, and one of the broader aims of the strategic sports policy, following on from this review, should be to improve mechanisms for tracking and evaluating the way in which these resources are invested. The following paragraphs present the current situation regarding the public funding of sport in the SAR and suggest specific areas for improvement.

9.4 Roles of the major Stake-holders -

- Leisure and Cultural Services Department (LCSD). It is responsible for the management of various types of public recreation and sport facilities, ranging from sports halls, swimming pool complexes, to parks and playgrounds and also gazetted bathing beaches; the provision of district-based recreation and sports programmes; school sports programmes, development of community sports clubs, the organisation of territory-wide sports promotional activities such as the "Healthy Exercise for All" Campaign, age group sports competitions, etc.; and the subvention to NSAs for sports promotional activities including competitions, sports training courses and sports demonstrations.
- The Hong Kong Sports Development Board (SDB). It receives a direct government subvention and provides funding support to NSAs for the development of sports in Hong Kong. It also offers direct services to sport, including the operation of the Hong Kong Sports Institute which supervises training of elite athletes, the provision of marketing services, the co-ordination of research in sports participation, sports science and medicine areas.
- Sports Federation & Olympic Committee of Hong Kong, China (SF & OC). It is the confederation of some seventy member associations, mainly NSAs and is the representative body of Hong Kong SAR in sending teams to the Olympics Games, Asian Games and East Asian Games. It also organises an annual Festival of Sport and sports management education courses.

Overall Annual Expenditure on Sport

9.5 In the financial year 2000-01, a total of **\$2,433 million** ^(Note) was allocated by Government, through the Home Affairs Bureau for annual

(Note): The figures quoted were the approved amount included in the Estimates for 2000-01 under the Programme of Recreation and Sports of LCSD and subventions to SDB and SF&OC.

"recurrent" expenditure on sport and recreation, divided up between the key sports administrative organisations as follows -

- Leisure and Cultural Services Department (LCSD) : \$2,235 million
- Sports Development Board (SDB) : \$195 million
- Sports Federation & Olympic Committee of Hong Kong, China (SF&OC) : \$3 million

9.6 Besides, the Home Affairs Department (HAD) also provided about \$10.8 million to 18 District Councils (DCs) for subventing local organisations to promote sports activities in the districts. The HAD gave a further \$1.9 million to 19 District Sports Associations to help meet their administrative expenses. In addition, the Education Department provided about \$11 million to the Hong Kong Schools Sports Federation, to meet all its administrative costs and the expenses in organising inter-schools sports competitions.

9.7 Aside from these allocations for recurrent expenditure, Government earmarked a further **\$844.5 million** for developing 6 leisure services projects in the next few years. In addition, about **\$30 million** in one-off subventions for individual projects or grants to athletes was paid out from the following sources -

- Arts and Sport Development Fund : \$20.7 million
- Sports Aid Foundation Fund and Sports Aid for the Disabled Fund (to athletes) : \$8.4 million
- Hong Kong Athletes Fund (to athletes) : \$0.5 million

9.8 In total, the SAR Government spent nearly **\$2.5 billion** on sport and recreation services in 2000-01 (excluding funding for capital works). The way in which this money was further allocated by the principal agencies is described below.

Leisure and Cultural Services Department (LCSD)

9.9 Out of LCSD's budget for 2000-01 of \$2.24 billion on sport and recreation, many of the allocation was used for payment of salaries and allowances to staff managing a wide range of sports facilities throughout Hong Kong Island, Kowloon and the New Territories and the maintenance and repair of sports and recreation facilities. The budget also included an allocation of \$106 million for organising recreation and sports programmes, competitions and exhibitions in the 18 districts, and about \$59 million for subsidies to NSAs and other sports bodies and for organising district-based sports programme and festivals. The majority of the subsidies, about \$38.4 million, went directly to 54 individual NSAs for programmes and competitions. A further \$1.5 million was allocated to the SF&OC for the organisation of the annual Festival of Sport. A broad breakdown of the LCSD allocation to sport and recreation services for 2000-01 is as follows-

	HK\$ million
• Staff salaries and allowances	937
• Venue operation and administration expenses	1,133
• Recreation and Sports Programmes	106
• Sports subsidies	59
Total	2,235

SDB

9.10 The overall expenditure of the SDB for 2000-01 was **\$260 million**. In addition to the subvention of \$195 million from the SAR Government, the Board funded an additional \$65 million in expenditure from its commercial operations, sponsorship and income from its Trust Funds.

9.11 A broad summary of the SDB's total expenditure for 2000-01 is as follows -

	HK\$ million
• NSAs subvention and support and other sports development expenses	88
• Staff salaries (elite training)	62
• Other staffing costs	50
• Facilities operation and office expenses	24
• Elite training expenses (excluding staff salaries) and facilities support	23
• Other expenses (depreciation, Asian Games bid support, marketing)	13
Total	260

SF&OC

9.12 In 2000-01, the SF&OC received **\$3 million** in subvention from the SAR Government to cover its expenses on staff salaries, rent and rates, general office expenses and programme costs. A broad breakdown of this expenditure is as follows -

	HK\$ million
• Staff salaries	1.3
• Programme costs	0.75
• Rent and rates	0.65
• Office expenses	0.30
Total	3.00

Capital Works Expenditure

9.13 As at 1 April 2001, the design and construction of 15 public sports and leisure projects with a total construction cost of about \$3.8 billion was in progress. In the coming five years from 2002-03 to 2006-07, Government plans to begin work on another 64 projects in various districts at

an estimated cost of \$8.7 billion. In addition, the Home Affairs Bureau is considering how best to take forward plans for the development of a number of major international standard venues and new SAR-wide sports facilities.

Designated Funds for Sport and Recreation

9.14 A number of funds and foundations exist under the ambit of the HAB and the SDB for providing additional sources of funding for one-off grants and other payments. Briefly, these are -

- **Sir David Trench Fund for Recreation (SDTF)** set up in 1970 under statute, which provides for grants to NSAs and to community organisations for the purchase of sports and recreational equipment and minor capital works. The fund has a balance of \$138.6 million and its return on investment has allowed it to grant some \$7-8 million annually to various bodies.
- **Sports Aid for the Disabled Fund (SADF)** set up in 1985 under the auspices of the SDTF, which provides grants of up to \$50,000 annually to individual athletes. The fund has a capital of \$6.5 million and is administered by the SDB. In 2000-01, the Board approved \$1.8 million to 56 disabled athletes. In addition, Government has recently established a \$50 million "Paralympian Fund" managed by the Social Welfare Department to provide further support to athletes' training and competition.
- **Sports Aid Foundation Fund (SAFF)** set up in 1987 under the auspices of the SDTF, which provides annual grants ranging between \$30,000 and \$90,000 to individual athletes. The fund has a capital of some \$40.6 million. In the year 2000-01, the SDB, which administers this fund, approved \$6.6 million in grants to 147 athletes.
- **Hong Kong Athletes Fund (HKAF)** set up in 1996 under the SDTF, which has a capital of \$13.3 million and provides tuition and subsistence grants to allow athletes to pursue further education for up to three years full or part-time, locally or outside Hong Kong. Since 1997, the SDB, which administers

the grants to the athletes, has allocated a total of \$3.3 million to 38 athletes, with a maximum level of \$80,000 per athlete annually for three years.

- **Arts and Sport Development Fund (ASDF)** set up in 1997, which is administered by the HAB and provides grants for one-off projects initiated by the SDB in order to help the Board fulfil objectives set out in its strategic plans. The fund can also be used to support other initiatives that the Secretary for Home Affairs considers would help the development of sport in the SAR. The initial capital of the fund is \$300 million, to be shared between arts and sport projects. Since 1997 a total of \$99.8 million has been allocated for 49 different sports related initiatives.

Summary

9.15 In the 2000-01 financial year, the SAR Government allocated about \$2.5 billion to programmes related to sport and recreation. Besides, the amount spent on capital works is likely to rise in future years, with greater expenditure planned on public works projects involving the design and construction of sports facilities.

9.16 While a considerable percentage of the overall budget for sport and leisure is committed to the cost of running public facilities and programmes, the Government also channels significant resources to NSAs and athletes, either through subsidies, SDB subventions or direct grants from specific funds. These resources are mostly channelled through the HAB to the LCSD, the SDB and the SF&OC. Some funding is also available from the HAD and the ED for district and schools programmes respectively.

9.17 Elsewhere in this report, we have outlined areas where additional or re-allocated funding support might help to improve productivity and service delivery or to encourage further development of our sporting culture. The following paragraphs describe areas of concern in the way in which resources are currently shared out among the sports community, and offer some suggestions for change in this area.

Key Areas of Concern

9.18 Understandably, representatives of many organisations in the sports sector consider that they could do more to promote sport if additional public funding was made available. However, the main areas of concern involve the way in which government resources are allocated to the various agencies responsible for promoting and developing sport. In particular, there appears to be a need to tackle the following issues -

- the SDB's **elite training programme includes a relatively large number of sports**, thereby diluting the effectiveness of the resources put into the programme;
- there is a perception that **SDB's regular subventions to NSAs** are unduly weighted in favour of medal-winning sports to the disadvantage of other, often more widely-played sports;
- **procedural requirements** in terms of NSAs' application for funding, accounting and reporting are too complicated;
- the way in which the **SDB and the LCSD separately fund similar types of programme** causes confusion to the sports community; and
- limited **funding for major international sports events** organised locally makes it difficult for NSAs to find sponsors and market such events effectively.

Structure of Elite Training Programme at HKSI

9.19 There are currently 13 sports which have "Focus" sport status, entitling their top athletes to full time coaching support from the HKSI. Of these, 10 are Olympic Games sports, and all but one (triathlon, which is an Olympic sport) are Asian Games sports. "Focus" sports are determined by the Board with reference to the results of athletes from the relevant NSAs in international competitions. Sports that have achieved "Focus" sport status are entitled to have their senior representative athletes trained under the SDB's elite training programme based at the HKSI. Junior athletes from

these NSAs are also given access to HKSI facilities and services. Funding for the elite training programme under HKSI is separate from the regular subventions to NSAs.

9.20 The principle behind the elite training programme is essentially that athletes with proven ability or potential to achieve medal-winning performances at a high level of international competition require intensive and dedicated training and support to enable them to sustain high performance levels. Given Hong Kong's relatively small population and the strong competition we face internationally, it is appropriate to take performances at the highest Asian level, i.e., the Asian Games not the Olympics, as a suitable benchmark for identifying sports in which we have truly elite athletes.

9.21 From this perspective, there is a case for arguing that only those sports in which Hong Kong athletes are able to win medals and have greater potential to excel at Asian Games should be on the elite programme. The remaining resources at the HKSI could be allocated to other sports. As noted in Chapter VII, we should allow selected top athletes from non-"Focus" sports to have access to the HKSI for training and support services.

SDB's Subvention to NSAs

9.22 In 2000-01 the SDB allocated \$77 million in regular subventions to some 50 NSAs. These subventions help the organisations to pay staff and administrative costs, as well as programme expenses such as hiring of venues and employment of coaches and temporary staff.

9.23 At present, the SDB's practice in allocating subventions to NSAs is generally to favour those organisations which have achieved "Focus" sport status. Apart from having their top athletes trained under the dedicated SDB elite programme, "Focus" sport NSAs also receive enhanced subventions so that the NSAs in question can organise a wider range of programmes and activities than non-"Focus" sports.

9.24 To many, the result of the SDB's subvention policy is to give a "double benefit" to "Focus" sports. It is logical that medal-winning performances should be reflected by a sport's inclusion in the elite athlete

training programme. But we should consider whether this *necessarily* translates into a greatly enhanced regular subvention when compared with non-"Focus" sport NSAs, many of whom have higher participation and membership bases than their "Focus" sport counterparts.

Excessive Procedural Requirements

9.25 Some NSAs hold the view that too much paperwork is required for applications for subventions or funding support. In addition, alterations to original schedules and proposals can lead to further, time-consuming work for all parties concerned.

9.26 There is clearly a need to ensure that public resources are properly accounted for and that their use is justified. Proper monitoring of funds must also be enforced. However, it is in the interest of all parties concerned to streamline the procedures administering the subvention and subsidy schemes.

Different Funding Sources

9.27 The NSAs currently rely mainly on two sources of public funds, the SDB and the LCSD. Each of these bodies has its own criteria for the assessment of applications for funding and each imposes separate procedural requirements. The rationale for this approach is that it delineates clearly the respective responsibilities of the SDB and the LCSD for funding development-based and promotional activities. In practice it creates a burden on NSAs in terms of having to cater funding applications for similar types of programme specifically to the requirements of the two separate agencies.

9.28 Regarding the ASDF, some NSAs are not clear as to the criteria under which the Fund operates, nor as to eligibility for grants from the Fund. The Fund was initially set up in part to help implement programmes under the SDB's strategic plan for sport for 1996-2000, however, with the "expiry" of the plan, there is a need to review how best to apply the remaining capital ear-marked in the ASDF for sport-related uses.

Funding for Local International Events

9.29 By organising major international sports events in the SAR, the NSAs can contribute to their own development and to sport generally in Hong Kong in several ways, for example -

- the hosting of high level sports events in Hong Kong helps to generate public interest in sport;
- by competing in such events, local athletes benefit from spectator and media recognition and support;
- the organisation of international events helps NSAs gain experience in administration and marketing as well as technical sports issues;
- well-attended events can generate revenue for NSAs, who in turn can organise a greater range of programmes and activities for local sportsmen and women; and
- from a wider perspective, by hosting international sports events NSAs can help generate positive images of Hong Kong in the eyes of participating athletes and officials as well as publicity in overseas news media.

9.30 Other cities and Administrations around the world take a very active part in encouraging the hosting of international events. For example, the Victoria State Government in Australia sets aside some A\$35 million (about HK\$140 million) annually to help promote the organisation of major events in the state.

9.31 Despite the benefits of organising high level international sports events in the SAR, NSAs often struggle to find the support needed to bid for and successfully host such events. The fact that sponsorship is no longer widely available from tobacco companies (following changes in the law to promote public health by restricting tobacco advertising) has contributed to the diminished level of private sector funding support for major events. In addition, Hong Kong lacks suitable venues for staging many top-class sports events. Even in established venues, booking policies and regulations related

to event sponsorship sometimes pose problems. While some funding is available from the SDB, this is capped at a maximum of \$550,000 for locally staged international sports events. This compares to a budget for a major Asian or world championship which is typically in the region of \$2-3 million.

9.32 One further important point is that due to difficulties in raising funds and securing venues, many NSAs have little time or money to market their events effectively. As a result, public awareness of some events is limited, and attendance are accordingly low. This in turn creates financial problems for organisers and affects the image of sport locally, as well as Hong Kong's international sporting status.

Suggested Areas for Change

9.33 We have examined the potential financial implications of the proposals. For recurrent funding, the Review Team has not recommended additional public money be allocated to sports and recreation but suggested to re-balance and redeploy the current global recurrent allocation of \$2.43 billion for sport and recreation (of which 92% goes to the LCSD's programme 1: "Recreation and Sports"). With this in mind, the Review Team has the following suggestions for change.-

- (1) **To re-evaluate the choice and number of "Focus" sports for elite training programmes at the HKSI :** To achieve greater success in high performance sport, there is a need to optimise our resources on those sports that Hong Kong has greater potential to excel. Apart from supporting those sports with a strong past performance record, the elite training programmes should also aim to provide resources on high performance training for the up and coming athletes.
- (2) **To review the mechanism and criteria in subventing NSAs :** there is no clear rationale for maintaining a divide between "Focus" and non-"Focus" sports for the purpose of **regular subventions**. The fact that athletes in certain sports have won medals in major international events is reflected in these sports' status on the elite training programme based at the HKSI, which has a separate funding for their training programmes. Many

non-"Focus" sports contribute a great deal to the development of sport in Hong Kong, and have to maintain and train representative players and teams without the full-time backing of the HKSI. There should be a review of the mechanism for the allocation of grants to NSAs with a view to providing a fair service to all.

- (3) **To simplify the procedures in the application of funds by NSAs :** there is a need to review the procedures in which the NSAs apply for funding with a view to improving efficiency. Allied to this, there is also a need for a review of detailed accounting and reporting requirements, aimed at minimising excessive paperwork.
- (4) **To explore the desirability of having one funding body for sport :** although the relative role of the LCSD and the SDB in sport promotion and development has been delineated, some NSAs continue to find it confusing in having to apply for funding support from two different public organisations. It is desirable to have only one funding body as discussed in Chapter VIII.
- (5) **Establish a fund to support the hosting of international sports events :** to improve the scale and marketability of locally held international championships, more funding is required. It is proposed that a dedicated fund be set up (a funding be set aside from the Arts and Sport Development Fund) from which grants would be allocated to meet the *full* administrative cost of staging such events, including venue hire and marketing. Prize money and appearance fees would need to come from ticket income and sponsorship. Such an arrangement would help NSAs by -
 - strengthening their position in bidding to host major events;.

- creating a more attractive "product" for sponsors, thereby increasing prize money and thus boosting the international status of locally held tournaments; and
- allowing for more intensive and aggressive marketing strategies so as to attract more spectators.

9.34 The initial resources needed to set up this fund could be provided through a one-off contribution from ASDF, earmarked specifically for supporting the hosting of suitable events. As for the funding required for future years, it will be subject to review of the scheme and actual demand. As regards recurrent expenditure such as funding requirements for development of sports science and medicine and for more support to our elite athletes as mentioned in Chapter VII, there should be scope for re-balancing within individual funding bodies and also within the \$2.5 billion global allocation currently earmarked for sports and recreation.

9.35 One final point worth noting is that, as described in Chapter II of this report, many governments use a proportion of income from lotteries or football betting to support sport. Hong Kong does not have legal football betting, but we do have the popular "Mark Six" Lottery. This lottery is expected to generate income of around **\$800 million** in 2002-03 for the Lotteries Fund, which has for some years had a steady cash balance of more than **\$3 billion**. Should a need for *additional* resources for sports development be clearly established, it might be worth considering whether some of the income from the Mark Six could be ear-marked for sport. Or perhaps, just like in many other countries, we should consider develop a "Sports Lottery". We may consider to have "Sports Lottery" run a few times a year, in order to seek more funding for sport.

CHAPTER X

Investing in our Sporting Future

10.1 This report argues for a continued investment in sports development in order to raise the profile of sport at all levels within the community. However, we recognise that some people regard public funding of sports development as an unnecessary diversion of valuable resources, particularly during times of economic uncertainty.

10.2 In this context, two points should be borne in mind, namely -

- (a) We have examined the potential financial implications of the proposals. For recurrent funding, the Review Team has not recommended additional public money be allocated to sports and recreation but suggested to re-balance and redeploy the current global recurrent allocation of \$2.43 billion for sport and recreation (of which 92% goes to the LCSD's programme 1: "Recreation and Sports"). As noted from Chapter IX, other than public works projects, the only proposal with likely additional recurrent financial implications in the near term is the setting up of a fund to support the hosting of international events in the SAR and even this could be financed initially from existing funding source; and
- (b) there is a credible body of theory and evidence that supports the view that investing in sport can provide significant employment and business opportunities and can help support growth in the wider economy.

10.3 In this brief chapter, we discuss in broad terms some of the ways in which investing in our sporting future can have a positive effect on the economy as a whole.

Direct Economic Significance of Sport

10.4 A number of studies have been carried out overseas assessing the impact of sport in terms of consumer expenditure, employment and value added to the economy. In addition, specific and detailed economic impact assessments have been prepared in order to evaluate the implications for local economies of hosting major sports events, in particular tournaments such as the Olympic Games and football's World Cup. Sports tourism has also been the subject of similar studies.

10.5 The results of these studies generally reflect the degree to which sport is an established element of society in the countries or cities in question. For example, a study commissioned by the Sports Council in the UK in 1990 indicated that consumers in that country spent nearly £7 billion (about HK\$80 billion) on sport annually. This was higher than expenditure on items such as electricity and household furniture, and reflects the size and diversity of the relatively "mature" sports market in the UK. In 1995, studies in the UK showed that sport-related consumption accounted for 2.33% of all consumers' expenditure. Also in that year "value-added" in sport accounted for 1.61% of GDP, and sport-related employment accounted (coincidentally) for 1.61% of total employment.

10.6 As regards the hosting of major events, research carried out on selected events held in Australia has shown that even where the event in question suffered a net financial loss, there was a considerable positive impact on the local economy. An example is the 1994 Brisbane World Masters Games, which suffered a direct loss of A\$2.8 million (HK\$11 million), but had an economic impact on the local state economy of A\$50.6 million (HK\$200 million) in Gross State Product.

10.7 Studies such as those carried out in the UK and Australia are instructive in illustrating the direct economic impact of sport in a country with a strong sporting "culture". But it is reasonable to suppose that other economies can also benefit from the impact of promoting greater sports participation. In addition, there is potential for developing a range of new business opportunities in the promotion of a more sporting society.

Economic Benefits and Business Opportunities from Sport

10.8 In simple terms, increasing sports participation can help provide broad economic benefits in the following areas -

- improved health and fitness;
- reduced crime and anti-social behaviour; and
- increased inward investment due to improvements in the quality of life.

The study undertaken for the Hong Kong Sports Development Board described in Chapter III above ("Physical Wealth") has attempted to quantify some of the "personal" economic benefits that can accrue from regular participation in sport. From a wider perspective, a healthier and fitter population is likely to translate into greater productivity and a reduced burden on public health services.

10.9 Developing more opportunities for people to take part in sport at all levels is also likely to create business opportunities in a number of areas, such as -

- the promotion and sale of sportswear and equipment;
- the provision of services to sports clubs and venues;
- the training of sports and fitness professionals; and
- market research.

10.10 In addition, the development of sport at the high performance level, including the promotion of major events locally can help to boost the travel and tourism sectors as well as media industries.

10.11 A further business opportunity comes from the building of new facilities to cater for an increased level of interest in participating in sport, whether as an active player or a spectator. Developing and renovating district-level venues will provide a steady level of business for the construction and related industries. The implementation of a few major

projects could also be expected to create significant opportunities in these industries, as well as in the marketing, venue management and retail sectors. In Chapters VI and VII we have suggested that there is a need to invest in certain major new projects to promote sports development in the SAR. These include: the re-development of the Hong Kong Sports Institute, the building of a new arena in West Kowloon and the construction of a sports complex centred on a new international stadium in South East Kowloon. Each of these projects would be likely to produce direct business opportunities and economic benefits in both the short-term and the more distant future.

Conclusion

10.12 In societies where there is generally accepted to be a strong sporting "culture", sport is quite literally big business. Areas such as sponsorship, media and broadcasting and major event promotion create a range of business and commercial opportunities and can produce significant economic benefits.

10.13 While Hong Kong may lack the physical size and the population necessary to support mature sporting cultures of the type found in Europe, Australia, the USA and other countries, we are at a stage where further investment both in the infrastructure for sport and in encouraging more widespread participation could create new opportunities for economic growth. By looking at ways of integrating our local sports market with the market on the Mainland, we might also be able to find ways of stimulating even greater expansion in the number of opportunities for Hong Kong to benefit economically from promoting a more sporting future.

10.14 With these preliminary ideas in mind, we **recommend** that the newly-formed Sports Commission review available research on the economic benefits of sport, with a view to identifying appropriate opportunities for Hong Kong in the near and longer term.

CHAPTER XI

Summary of Recommendations

11.1 As noted in the introduction to this review, the main focus of the Sports Policy Review Team's work has been to identify the key issues that need to be addressed in drawing up a strategic policy for Hong Kong's future sporting development. This review report is not a strategic plan, nor does it set out in detail the steps that need to be taken to resolve the problems currently faced by the sports community. Rather, the aim of the Review Team has been to lay the foundation for a discussion of the major initiatives that should form the basis of a strategic policy for sport.

11.2 The suggestions for change which are set out in Chapters III to IX of this report are intended as guidelines for the direction of the future sports policy. We have made every attempt to propose changes that represent a practical response to the concerns expressed by people in the sports community. The extent to which these proposals will be implemented will depend to a large extent on the public response to this report.

11.3 We consider that in developing a strategic sports development policy, the responsible organisations should take an integrated approach, rather than address specific areas of concern in isolation. For example, policy on the planning of new venues should take careful account of the nature of measures to promote sport in the wider community as well as initiatives aimed at better supporting high performance athletes. In taking forward proposals to encourage student sport, policy-makers will need to have regard to the role that enhanced LCSD programmes and a more widespread community sports club network might be able to play.

11.4 Although the Review Team favours an integrated approach, for the sake of clarity, and in order not to prejudice the future strategic planning process, we have organised this review under distinct headings related to different aspects of the sports scene. Accordingly, the suggested areas for change are also under separate headings, and may be summarised as follows-

Promoting an Active Sporting Culture

- (1) To take a more pro-active approach to promoting public sports programmes
- (2) To design and manage venues in a more user-friendly manner
- (3) To intensify the programme for establishing community sports clubs together with the NSAs
- (4) To have greater emphasis on local-level participation in sport
- (5) To organise more major international sporting events in Hong Kong so as to develop a strong local sporting culture
- (6) To establish a Sports Promotion Task Force in the LCSD to co-ordinate sports development initiatives in a strategic manner.

(Chapter III: paragraph 3.23)

More Sport for Every Student

- (1) To establish a Student Sport Co-ordinating Committee to set out a framework for student participation in sport
- (2) To further expand the scope of the School Sports Programme
- (3) To adopt a more focussed approach to the promotion of school sport

- (4) To improve the planning and management of sports facilities in schools and public venues for use by students
- (5) To provide greater recognition to student athletes who have excelled in sport

(Chapter IV: paragraph 4.22)

Maintaining Support for Disabled Athletes

- (1) To allow for better accessibility for disabled athletes' training when designing public sports venues
- (2) To provide more diverse public venues to support athlete training
- (3) To explore the need for full-time coaching for disabled sportsmen and women
- (4) To give continued recognition to disabled athletes' achievements
- (5) To make greater efforts to integrate disabled young athletes into mainstream school sports programmes and high level training of relevant NSAs

(Chapter V: paragraph 5.12)

Building for a Sporting Future - the Planning, Design and Management of Public Sports Venues

- (1) To adopt a more strategic approach to the planning and delivery of new public sports venues
- (2) To consider more flexible forms of design for new facilities

- (3) To consider building temporary venues on unused sites designated for future development of sports facilities
- (4) To seek greater involvement of the private sector in venue planning and management
- (5) To adopt more responsive and client-oriented policies in the management of our public sports venues

(Chapter VI: paragraph 6.13)

- (6) To carry out feasibility studies in 2002, for the development of a major new sports complex in South East Kowloon and an indoor arena in West Kowloon, with a view to completing such studies in 2003
- (7) To study how best to deliver other major venues for "X-Games", ice sports, motorsports and water-based sports

(Chapter VI: paragraph 6.33)

Better Prospects for High Performance Sport

- (1) To provide better and more facilities to support the training of high performance athletes
- (2) To reprioritise resource allocation in respect of sports science and medicine
- (3) To draw up an "Athlete's Plan" in order to provide better support for full-time athletes with regard to financial, educational and career guidance
- (4) To strengthen the coaching infrastructure
- (5) To establish formal co-ordination and communication channels between the NSAs and the elite programme coaches at the HKSI

- (6) To invest more resources in developing team sports
- (7) To increase links with the Mainland authorities, and sports organisations and professionals
- (8) To encourage sports organisations to develop more attractive packages for the sponsorship of high performance sport

(Chapter VII: paragraph 7.27)

Creating a More Clearly Defined and Effective Administrative Structure for Sport

- (1) To establish a Sports Commission in order to draw up and co-ordinate the implementation of a strategic plan for sports development
- (2) To clearly delineate the responsibilities for individual stakeholders in the sports community
- (3) To enhance the role of the SF&OC, in particular, to take on a greater role in the marketing and promotion of sport
- (4) To enhance the role and development of NSAs to enable them to become more professionally run and independent

(Chapter VIII: paragraphs 8.12 to 8.15)

Review of Public Funding for Sport

- (1) To review the choice and number of focus sports for the elite training programmes at the HKSI
- (2) To review the criteria in subventing the NSAs
- (3) To simplify the funding procedures to NSAs

- (4) To have one funding body for sport
- (5) To establish a fund to support the hosting of international sports events in Hong Kong

(Chapter IX: paragraphs 9.33 to 9.35)

11.5 The above list is only a very brief summary of the suggestions outlined in the foregoing chapters. For a fuller account of the suggested areas for change, it is necessary to refer to the relevant paragraphs indicated above.

11.6 The Home Affairs Bureau welcomes feedback from the sports community and other interested parties on the findings and conclusions of this report, by mail, facsimile or e-mail **by 31 July 2002** to the following address -

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Hong Kong Sports Development Board

The Sports Federation and Olympic Committee of Hong Kong, China

NSAs (in alphabetical order)

Hong Kong Amateur Athletic Association
Hong Kong Amateur Fencing Association
Hong Kong Amateur Gymnastic Association
Hong Kong Amateur Handball Association Ltd
Hong Kong Amateur Swimming Association
Hong Kong Amateur Weightlifting and Powerlifting Association
Hong Kong Badminton Association
Hong Kong Baseball Association
Hong Kong Basketball Association
Hong Kong, China Rowing Association
Hong Kong Cricket Association
Hong Kong Cycling Association
Hong Kong Gateball Association
Hong Kong Hockey Association
Hong Kong Ice Hockey Association
Hong Kong Kart Club Limited
Hong Kong Lawn Bowls Association
Hong Kong Rugby Football Union
Hong Kong Shooting Association
Hong Kong Sports Association for the Mentally Handicapped
Hong Kong Sports Association for the Physically Disabled
Hong Kong Squash
Hong Kong Table Tennis Association
Hong Kong Tennis Association
Hong Kong Tenpin Bowling Congress
Hong Kong Triathlon Association
Hong Kong Water Ski Association
Hong Kong Wushu Union
Hong Kong Yachting Association
The Hong Kong Football Association Ltd

The Hong Kong Post-Secondary Colleges Athletic Association
The Hong Kong Schools Sports Federation
The Judo Association of Hong Kong, China
Volleyball Association of Hong Kong, China
Windsurfing Association of Hong Kong

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Organizations outside Hong Kong SAR (in alphabetical order)

Australia

Australian Capital Territory Bureau of Sport and Recreation

Australian Institute of Sport

Australian Sports Commission

Australian Sports Drug Agency

Department of Foreign Affairs and Trade

Department of Industry, Science and Resources

Sport and Recreation Victoria

Sport Industry Australia

Canada

Coaching Association Canada

Denmark

Danish Gymnastics and Sports Associations

Ministry of Culture

The Danish Foundation for Culture and Sports Facilities

The National Olympic Committee and Sports Confederation of Denmark

Malaysia

Ministry of Youth and Sports, Malaysia

National Sports Complex, Malaysia

National Sports Council of Malaysia

New Zealand

Hillary Commission for Sport, Fitness and Leisure

Ministerial Taskforce on Sport, Fitness and Leisure

New Zealand Academy of Sport

Sport Science New Zealand

Sport Wellington Region
Womens Golf New Zealand

Singapore

Ministry of Community Development and Sports
Singapore Sports Council

Sweden

Ministry of Industry, Employment and Communications
Stockholm City Administration
Swedish Sports Confederation
Swedish Sports Education
Swedish Table Tennis Federation

United Kingdom

Central Council of Physical Recreation
Department for Culture, Media and Sport
London Borough of Bromley
London Borough of Lambeth
Sport England
UK Sports Institute

Mainland

Guangdong Provincial Sports Bureau
Guangdong Institute of Sport
Guangzhou Wei-Lun Sports School
Jiangsu Province Sports Administration
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**For Information
20 October 2010**

**Legislative Council Panel on Home Affairs
Sports Development Policy and Objectives**

Purpose

This paper briefly sets out the core objectives of the Government's sports development policy and describes key initiatives that are currently being implemented or are under planning with a view to achieving these objectives.

Sports Policy – Three Core Objectives

2. The Government's policy for sports development takes its cue from the 2002 report of the Sports Policy Review Team, entitled "Towards a more sporting future". The report set out the broad strategic aims for sports development policy, in terms of the need to: "develop a strong sporting culture in the community, achieve greater excellence by our elite athletes and raise our international profile on sport."

3. With a view to establishing a framework for implementing the sports development policy in line with these strategic aims, we have established three core objectives, under the umbrella of which we take forward the planning and implementation of specific initiatives. The objectives are –

- To promote greater community participation in sport;
- To develop sport at the elite level; and
- To raise Hong Kong's profile as a centre for international sports events.

4. Underlying these objectives is the view that participation in sport contributes significantly to sound physical and psychological health and

provides a basis for social interaction and a sense of belonging to the community. It also offers opportunities for career development and commercial diversification, thereby adding value to the economy. As shown by Beijing's successful hosting of the 2008 Summer Olympic Games, sport can also galvanise an entire country and promote national pride and confidence – a feature that was also evident in the public's reaction to the outstanding performances of our athletes in the 2009 Hong Kong East Asian Games.

A. Promotion of greater community participation in sport

5. We aim to promote far higher levels of sports participation in the community, in particular among young people. This will require us to make popular sports programmes easily available, and to provide sufficient venue capacity to allow people at all levels to have regular opportunities for practice, training and competition. To this end, we are planning or implementing the following specific initiatives –

- (a) To adopt a more strategic approach to planning new facilities and programmes to ensure that we can effectively promote much wider participation in sport at the district and schools' levels by –
- Identifying current shortfalls in the provision of key sports facilities such as indoor sports centres and sports grounds;
 - Building new facilities to the appropriate standards to ensure that we at least meet the basic requirements in the Hong Kong Planning Standards and Guidelines – we have already begun planning for new facilities in districts that would otherwise have serious shortfalls of some types of facility by 2018; and
 - With reference to surveys conducted by the Sports Commission and the Census and Statistics Department, ascertaining the preferred sports of people from various age and gender groups and based on these preferences developing facilities and programmes, including territory-wide events such as the “Hong Kong Games” and “Sport for All Day” that will encourage far higher levels of participation.

- (b) To allocate more resources to schools'; and district level sports programmes by –
- Continuing our efforts to promote the “School Sports Programme” to encourage students to participate in sport on a regular basis;
 - Using part of the investment return from the new capital injected into the Arts and Sport Development Fund (ASDF) to provide more opportunities for training and competition at school and district levels; and
 - Working with the Hong Kong Sports Institute (HKSI) to ensure that talented youngsters can be identified from schools' and district programmes and encouraged to develop their potential fully – in 2010 the HKSI launched the Talent Development Programme, with the aim of identifying up to 400 potential junior elite athletes through sport-specific testing of students.
- (c) To review and expand the feeder scheme established in 2009 to encourage the recruitment and training of young potential athletes by “national sports associations” (NSAs), with a view to these athletes eventually representing Hong Kong at international level, including –
- Analysing the effectiveness of the scheme to date – since 2009 we have allocated some \$15 million to 22 NSAs (which include the two associations for athletes with disabilities – the Hong Kong Paralympic Committee & Sports Association for the Physically Disabled and the Hong Kong Sports Association for the Mentally Handicapped) to conduct talent identification and training programmes;
 - Reviewing the number of young athletes identified and trained by the NSAs who have the potential to join the elite squads of the sports concerned; and
 - Considering potential refinements to the scheme, including extension of the scheme to more NSAs with the potential to develop junior athletes to the elite level.

- (d) To provide greater support from the additional ASDF resources and the Sir David Trench Fund for Recreation to NSAs that are responsible for developing team sports, in particular football, but also sports such as basketball, baseball, cricket, handball, hockey, rugby, softball and volleyball, by -
- Starting with football, supporting the engagement of development officers to supervise talent identification across schools, district-based and private sector (e.g., private housing estate-based) programmes for team sport players aged from 9 to 16; and
 - Providing grants to help NSAs develop temporary or permanent facilities at the district level – since 2009 we have earmarked \$26 million from the Sir David Trench Fund to fund projects in various districts, several of which involve team sports, including baseball, cricket, rugby and volleyball.

B. Developing sport at the elite level

6. Hong Kong athletes have made great progress in terms of the results that they have achieved in international events. Our most recent Asian Games and East Asian Games results were our best ever, and in mid-2010 we had 32 athletes from seven different sports ranked in the top 20 in the world. However, other countries and regions continue to upgrade their elite training programmes and make better facilities and support available to their top athletes. If Hong Kong is to keep pace and move ahead, we must do likewise. We will therefore –

- (a) Improve the quality of local training facilities so that athletes, including elite level disabled athletes have the support required to enable them to perform competitively at the highest level, by –
- Completing the redevelopment of the HKSI at Fo Tan at a total cost of around \$1.8 billion – the main features of the project, including a new 9-storey block, multi-purpose sports hall, 52-metre swimming-pool and boathouse will be completed in 2012. The redeveloped HKSI will feature integrated facilities to provide for training by elite level athletes with disabilities;

- Providing more support in the areas of sports science and medicine by allocating more space in the redeveloped HKSI to these areas and ensuring sufficient allocation of funds;
 - Earmarking funding from the ASDF to enable athletes to prepare properly for and have appropriate levels of support when competing in major international events – for the 2010 Asian Games and Asian Para Games we have reserved some \$28 million to support our athletes’ preparation for and participation in the games; and
 - Ensuring that new facilities that are built primarily to meet community needs are also of a sufficient standard to support training of elite athletes in sports that might not have easy access to the facilities at the HKSI, especially team sports.
- (b) Maintain and where appropriate increase the level of direct funding to top-level full-time athletes for training and living expenses, as well as ensuring that there are attractive incentives available to those who achieve good results at international level, for example, by –
- Allocating funding to the HKSI that is specifically earmarked for athletes and increasing the level of such funding as appropriate – in 2009-10 we allocated about \$96 million in direct financial and training support to HKSI-based athletes;
 - Reserving sufficient funds to ensure that we can offer appropriate levels of incentive to athletes who perform to a high level in major international sports events – the Sports Commission has recently reviewed and raised the levels of incentives for athletes, taking account of the levels of competitiveness of the events concerned; and
 - Providing funding through the Hong Kong Athletes’ Fund for athletes to obtain scholarships that will enable them to pursue further education and career-related training.
- (c) Ensure that full-time athletes are properly equipped to begin a “second career” upon retirement from top-level competition through the

provision of educational and career guidance, for example by –

- In the newly redeveloped HKSI providing ample space and facilities for full-time athletes to pursue part-time educational opportunities;
- Continuing to work with universities and other tertiary institutions to encourage them to recognise the value of athletes’ experience and knowledge gained from high level international sports competition and to give priority to accepting athletes with acceptable levels of academic ability – in 2010 16 athletes recommended by the HKSI or the Sports Federation & Olympic Committee of Hong Kong, China (SF&OC) were accepted to tertiary education; and
- Supporting the efforts of the SF&OC to strengthen the Hong Kong Athletes Career and Education Programme established in 2008, which equips athletes with skills to help them enter new careers and provides job-specific guidance – we initially allocated over \$11 million to establish the ACEP for a “pilot” period, and we are now reviewing the funding allocation to ensure the long-term viability of this programme.

C. Raising our profile as a centre for major sports events

7. Every year Hong Kong hosts major international events that attract large numbers of local and overseas sports enthusiasts and showcase the city’s ability to organise and to appreciate high-level sports competition. Our annual rugby, golf, volleyball, badminton and cricket events are a firm fixture on the world’s sporting calendar, and the Hong Kong Marathon now draws some 60,000 participants. Hosting international events brings economic benefits and raises our international profile. It also encourages our athletes to perform at their best and inspires members of the public to become involved in sport themselves. With the aim of strengthening our major sports event calendar, we will –

- (a) Plan for the development of facilities that will allow us to host events at the highest international level in terms of the provision of spectator capacity and support facilities, for example, by –
 - Taking forward plans for the design, procurement and delivery of a modern, multi-purpose stadium complex at Kai Tak, to include a

50,000-seat stadium and a 4,000-seat indoor arena that would allow us to attract more top-level international sports events to Hong Kong; and

- Working with NSAs to identify the need for new venues or the redevelopment or refurbishment of existing venues that would allow Hong Kong to host attractive, world-class events on a regular basis.
- (b) Help NSAs to raise their capacity for organising major international events, in particular attracting new events to Hong Kong, by –
- Reviewing the “M” Mark scheme whereby the Government provides financial and technical support to NSAs for the staging of major events, with a view to using the investment return from the new resources injected into the ASDF to increase the funding available for individual events;
 - Considering the provision of one-off grants to NSAs to help them market and promote new events in order to raise the profile of these events and build up a strong and sustainable spectator base; and
 - Identifying more private sector sponsors to help NSAs organise major events by providing funding as well as marketing and organisational skills that can help improve the profile of events.

Conclusion

8. The core objectives set out in paragraph 3 above form the broad framework for our sports development policy. The specific initiatives outlined in this paper have been designed with a view to implementing this policy in a coordinated and practical manner. As we go forward, we will review and modify these initiatives as appropriate, in consultation with members of the sports community and other stakeholders, in particular at the district level. We will identify appropriate sources of funding for new and improved measures, including the sourcing of further sponsorship from the private sector.

**Venues / facilities proposed for Hong Kong's
last bid for the 2006 Asian Games**

No.	Sport	Location	Nature of the venue / facility
1	Archery	Tai Hang Tung Recreation Ground	Temporary conversion
2	Athletics	Ma On Shan Stadium	Existing with proposed seating upgrading
3	Badminton	Hong Kong Convention & Exhibition Centre (HKCEC)	Temporary conversion
4	Basketball	Hong Kong Coliseum	Existing
5	Billiard	HKCEC	Temporary conversion
6	Bowling	South China Athletic Association	Existing private facility
7	Boxing	Queen Elizabeth Stadium (QES)	Existing
8	Canoe	Shing Mun River Water Sports Centre (SMRWSC)	Temporary conversion
9	Cycling	Kwai Chung Sports Stadium	Temporary conversion
10	Equestrian	Sheung Shui Riding Centre	Temporary conversion
11	Fencing	HKCEC	Temporary conversion
12	Football	Hong Kong Stadium (HKS)	Existing
13	Golf	Hong Kong Golf Club	Existing private facility
14	Gymnastics	HKCEC	Temporary conversion
15	Handball	Ma On Shan Indoor Sports Centre	New project. Completed in 2004
16	Hockey	Hong Kong Sports Institute	Temporary conversion
17	Judo	HKCEC	Temporary conversion
18	Karatedo	QES	Existing
19	Rowing	SMRWSC	Temporary conversion
20	Rugby	HKS	Existing
21	Sailing	Clearwater Bay Golf and Country Club Marina	Existing private facility
22	Shooting	Lo Wu Shooting Range and Pillar Point	Proposed new project. Pillar Point site granted

No.	Sport	Location	Nature of the venue / facility
			to the Hong Kong Shooting Association for developing into a shooting range
23	Squash	Hong Kong Squash Centre	Existing
24	Swimming	Kowloon Park Swimming Pool Complex	Existing
25	Table Tennis	HKCEC	Temporary conversion
26	Taekwondo	HKCEC	Temporary conversion
27	Tennis	Victoria Park Tennis Centre	Existing
28	Volleyball	HKC	Existing
29	Weightlifting	HKCEC	Temporary conversion
30	Wrestling	HKCEC	Temporary conversion
31	Wushu	HKCEC	Temporary conversion

**Consultation Report on
“Should Hong Kong Bid to Host
the 2023 Asian Games?”**

**Home Affairs Bureau
6 December 2010**

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Chapter 1: Introduction

- 1.1 On 21 September 2010, the Home Affairs Bureau (HAB) launched a public consultation exercise to gauge the public's views on whether Hong Kong should bid to host the 2023 Asian Games. The consultation period ended on 1 December 2010.

Chapter 2: Background and Consultation

- 2.1 The hosting of the East Asian Games (EAG) was a unique experience for the Hong Kong community as a whole. The success of the EAG was evident in the way that it inspired our young athletes to perform at their best, prompted us to improve our sports facilities and venues, and encouraged wider participation in sport by the community, thereby contributing significantly to the Government's long-term objectives for developing and promoting sport.
- 2.2 The Legislative Council (LegCo) members are supportive to Government's long-term objectives on the development and promotion of sport. On 6 January 2010, LegCo passed a motion that included a request for the Government to "actively consider bidding to host the 18th Asian Games in 2019". As the 2023 Asian Games is open for bidding, we consider that hosting the Games would give us another opportunity to expedite the implementation of our long-term policy objectives for sports. Drawing on overseas experience and our experience in organizing the EAG last year, major international sports events such as the Asian Games will bring significant benefits to Hong Kong, including providing improved facilities for public participation in sport, advocating a healthy life style, raising athletes' levels of performance, promoting sports development, enhancing social cohesion and highlighting Hong Kong's position as Asia's World City and a centre for major events.
- 2.3 Against this background, HAB issued a consultation paper outlining the introduction of Asian Games, the likely benefits and the potential costs of hosting the Asian Games to gauge the public's views.

- 2.4 The consultation paper was uploaded onto the dedicated consultation webpage on the 2023 Asian Games (<http://www.asiangames.hab.gov.hk/b5/index.asp>). Members of the public could browse the webpage for the consultation paper and related information. Hardcopies were also available for distribution at the Public Enquiry Service Centres of District Offices of the Home Affairs Department, and offices and venues of the Leisure and Cultural Services Department. Copies were also deposited at public libraries for viewing by the public.
- 2.5 To ensure extensive participation, we engaged the public and stakeholders through a variety of channels, including consultation forums and sessions, “e-engagement” platforms including an online Asian Games Forum, the Public Affairs Forum, and an official Facebook page, and a telephone survey. Members of the public were also invited to send in their views through facsimile, post, electronic mail, telephone and by hand (hereafter referred to as “regular channels”).
- 2.6 Since the launch of the public consultation exercise, we had proactively consulted/briefed the Legislative Council Panel on Home Affairs (LegCo HA Panel), District Councils, the sports community, schools’ sports federation, tourism industry, and young people, etc. to gauge their views on whether Hong Kong should bid to host the 2023 Asian Games. We also organized several consultation forums for young people and stakeholders in various fields and industries (e.g. professional bodies, construction workers’ unions, security companies, catering, and tourism sectors) during the consultation period.
- 2.7 As regards views received through regular channels, we received submissions from **5,271 individuals**. Analyses from regular channels were made on individual/organization basis. Repeated submissions from the same person/organization would not be given more weight in our analyses. We also received submissions from **76 organizations**. Moreover, views from **1,848** members of the public were collected through a telephone survey conducted by the Hong Kong Institute of Asia-Pacific Studies of the Chinese University of Hong Kong (CUHK) commissioned by HAB.

- 2.8 As regards the “e-engagement” platforms, an online Asian Games Forum and an official Facebook page were set up on 21 September 2010 on which members of the public could post their views, and the topic was also posted to the Public Affairs Forum to solicit views on the issue -
- (a) There were **19,363** messages posted at the Asian Games Forum, **152** messages were posted on the Public Affairs Forum, and **1,863** persons joined the fan page of the official Facebook page.
 - (b) As for Facebook, among the **1,863** persons that joined the fan page, only **246** persons posted messages.
 - (c) it should be noted that some users posted messages frequently: one user posted 1,631 messages on the Asian Games Forum.
- 2.9 Analyses from “e-engagement” platforms were made on a user-basis; repeated views from the same individual would not be given more weight regardless how active an individual was posting messages on these platforms.

Chapter 3: Public Opinions Received

Overview

- 3.1 During the first few weeks of the consultation exercise, there was a prominent body of opinion that expressed objections to the proposal to host the Games in 2023. These objections were mainly based on the views that: the cost of hosting the Games was too high; there was no clear long-term policy to promote sport; and there were other more pressing social issues that should receive a higher priority than the Asian Games insofar as resource allocation was concerned.
- 3.2 After the launch of the public consultation, HAB issued two papers to LegCo HA Panel to give further details of the potential cost of hosting the Games ¹ and to explain our policy framework for sports

¹ LC Paper No. CB(2)208/10-01(01)

development². HAB also took the opportunity to clarify that there was no conflict between allocating resources for sports development and for other policy programmes such as health care and education.

- 3.3 HAB also reviewed the direct total cost for hosting the Asian Games. On 9 November 2010, we announced that a lower-cost option involving a direct total cost of \$6 billion is feasible. This would be achieved by not proceeding with our original proposal to upgrade the development scope (i.e. the provision of warm-up courts and to increase significantly the spectator capacity) of three new indoor sports centres that were already planned to meet district needs, resulting in savings of \$8.5 billion. Although this would affect to some extent the staging of basketball, volleyball and handball events, the Venue and Events Sub-committee of the Asian Games Provisional Bid Committee and the three affected National Sports Associations all agreed that it would not affect the overall viability of the Games, nor detract from the quality of a potential bid.
- 3.4 In general, we observe that the public opinion has been more receptive to hosting the Games in Hong Kong following further explanation and clarification to the public by HAB, as well as the availability of a lower-cost option.
- 3.5 Public sentiment towards hosting the Games has become more positive following the success of the 2010 Asian Games in Guangzhou, and in particular the strong showing by Hong Kong athletes, which has demonstrated the progress that we are making in developing more local sporting talent.
- 3.6 There is also a clear consensus in the community that irrespective of whether to bid or not to bid, the Government should continue to invest in sport facilities and promote public participation in sports.

Consultation with District Councils

- 3.7 We have consulted all the 18 District Councils (DCs) or their sub-committees. According to the conclusions made by the Chairmen

² LC Paper No. CB(2)67/10-11(01)

of 7 DCs, the majority of members who spoke at these DCs were in support of the proposed bid. In particular, the Tai Po DC passed a motion to support the proposed bid based on the original venue plan. Of the **282** DC members who spoke at the relevant meetings, **127 (45%) favoured** a bid, **9 (3.2%) inclined to support** Hong Kong bidding to host the Games after 2023, **57 (20.2%) were not in favour of** a bid, 36 (12.8%) expressed reservations and 53 (18.8%) were more or less neutral.

- 3.8 On one side, some DC members opined that hosting the Games could bring tangible and intangible benefits to Hong Kong, including creating jobs, attracting tourists, providing improved sport facilities for the public, encouraging public participation in sport and highlighting Hong Kong's position as a centre for major international sports events.
- 3.9 On the other hand, some DC members also expressed that public funds should be spent instead on other policy programmes such as poverty alleviation, public housing, health care and education etc.

Consultation forums and sessions

- 3.10 During the consultation period, five forums were held with youths, district personalities and other industry stakeholders such as the transport, security, hotel and catering, information technology, construction sectors, etc. The vast majority of those who attended the forums expressed their support for Hong Kong to host the Asian Games in 2023.
- 3.11 The Secretary for Home Affairs attended two exchange sessions with young people organized by the Commission on Youth on 4 October and organized by the Hong Kong United Youth Association on 15 November 2010 respectively. There were some 130 and 300 young people attended the exchange session held on 4 October 2010 and 15 November 2010 respectively. Some retired and serving athletes also took the opportunity to share their sporting and competition experience with the young people attending the session. The majority of youths who spoke on the subject expressed support for Hong Kong's potential bid as the hosting of Asian Games would help our athletes achieve higher standard of performance, help develop a strong sporting culture in the community

and encourage people to participate in sports, enhance civic pride and social cohesion.

- 3.12 On 25 October and 2 November 2010, we organized two consultation forums for district personalities in Kowloon and the New Territories respectively. The majority of attendees who spoke on the subject expressed support for Hong Kong's potential bid.
- 3.13 Noting that as many as 10,100 jobs³ would be created and the positive economic impact if Hong Kong were to host the 2023 Asian Games, we organized a Consultation Forum for stakeholders in various fields and industries (e.g. professional bodies, construction workers' unions, security companies and security guard trade unions, catering, and tourism sectors) on 17 November 2010. An overwhelming majority of attendees who spoke on the subject expressed support for Hong Kong's potential bid in view of the positive economic impact and the reinforcement of Hong Kong as a cosmopolitan and vibrant city in the international arena.

Submissions through regular channels and telephone survey

- 3.14 We have also received submissions from **5,271 individuals** and **76 organizations**. For the 5,271 individuals, **3,626 (68.8%) favoured** a bid, **1,561 (29.6%) were not in favour of** a bid, and 84 (1.6%) were neutral. For the 76 organizations, **64 (84%) favoured** a bid, **8 (11%) were not in favour of** a bid, and 4(5%) were neutral. We have also written to all **74 National Sports Associations (NSAs)** to solicit their views on the consultation paper. From the feedbacks received from 46 NSAs and 15 private sports organizations, the majority have expressed support for Hong Kong to bid to host the Games.
- 3.15 We have commissioned the Hong Kong Institute of Asia-Pacific Studies of CUHK to conduct a telephone survey to gauge public views on the subject. A total of **1,848** respondents were surveyed by 1 December 2010, of which **58%** of the respondents agreed that hosting the Games

³ Of which 1,500 to 2,200 jobs would be created from visitors' spending, 1,800 for upgrade works, 3,000 for security works, 990 for transportation services, 800 for information technology services, 700 for catering services and 615 for the Asian Games organizing body.

would give a strong boost to sports development in Hong Kong, and **56%** of the respondents considered that Hong Kong had the capability to host the Games successfully. As far as cost was concerned, **51% did not accept** the financial arrangement if the direct cost was pitched at \$14.5 billion. **54% accepted** the financial arrangement of reducing the cost to about \$6 billion.

3.16 For the first part of the survey conducted between 19 and 25 November 2010, **44.3%** of the respondents **favoured** the proposed bid, while **50.8% were not in favour of** the proposed bid. However, for the latter part of the survey conducted between 26 November and 1 December 2010, the number of supporting respondents slightly overtook the non-supportive ones and the percentage was **48.2%** and **47.2%** respectively. This indicates that that had been a rising number of respondents in support of the proposed bid towards the end of the consultation period. Overall speaking, having regard to the arguments for and against the proposed bid and the direct total cost of \$6 billion, **46.3%** of the respondents **favoured** the proposed bid, while **48.9% were not in favour of** the proposed bid during the whole survey period. According to CUHK, having applied a sampling error of plus and minus 2.28% in accordance with established practice, the number of respondents who were in favour or not in favour was in fact very close. The remaining 4.8% were neutral.

3.17 While some indicated support for the proposed bid because hosting the Games would give a strong boost to the sport development; help our athletes achieve better performance with home field advantage; and can highlight Hong Kong as Asia's World City and a centre for major international events etc., a considerable number of returns were concerned about the substantial resources to be committed for hosting the Games. They considered that public funds should otherwise be spent on addressing other pressing social needs such as health care, housing and education. Some were concerned about the increasing infrastructural costs for staging the Games due to inflation. Others opined that priority should be accorded to meeting the district sport and recreational facilities' shortfall, and a robust and sustainable long-term policy on sport should be in place first before Hong Kong should bid for the Games.

Submissions from “e-engagement” platforms

- 3.18 As regards submissions from the “e-engagement” platforms, views expressed are inconclusive either way. There were **19,363** messages posted on our Asian Games Forum and **152** messages were posted on the Public Affairs Forum and **1,863** persons joined the fan page of the official Facebook page. The views expressed in support or against the proposed bid were more or less even. It should be noted that some users posted messages frequently: one user posted 1,631 messages on the Asian Games Forum.
- 3.19 On one side, there are submissions that are more supportive of hosting the Games here. We noted that they generally agreed that hosting the Games could bring tangible and intangible benefits to Hong Kong, it would give a strong boost to the sport development by providing new and improved sport facilities and promoting public participation in sport; help our athletes achieve better performance with home field advantage; create more job opportunities and a career path for our athletes and sports sector; help develop a strong sporting cultural in the community; encourage people to participate in sports and advocate healthy life style thereby reducing health care expenditure. Some agreed that there was no conflict between sports development and other policy programmes such as welfare, health care and education; the Government has ample time to prepare for the Games in 13 years; it is good opportunity to enhance the infrastructure, and it can stimulate local economic activities and job opportunities particularly in the construction industry and for low-skilled workers. While some suggested that Hong Kong should bid to host the Games because other cities in the region (such as Kuala Lumpur and Singapore) may overtake Hong Kong’s position in Asia, and that hosting of the Games can highlight Hong Kong as Asia’s World City and a centre for major international events.
- 3.20 On the other hand, there are submissions that are not in favour of hosting the Games for various reasons. There was a view that public funds should be spent instead on addressing other urgent demands from the community. Some were concerned about the likely escalation in construction costs, the risk of building “white elephant” projects, and

that it might be a money-losing “business”. Some queried hosting of the Games cannot help our athletes achieve better performance and will not develop a strong sporting culture in the community. Some also suggested that a sustainable long-term policy on sport should be in place first before Hong Kong bid for the Games, and we should consider co-hosting more sports events with our neighbouring cities in the Mainland and Macau.

Media

- 3.21 The public consultation exercise has aroused considerable media interest on the subject.
- 3.22 Some editorials acknowledged that bidding to host the 2023 Asian Games would bring long-term and intangible benefits to Hong Kong. They opined that there should be balanced development of a society; and there would be improved sports infrastructure and investments for future generations. Others without obvious stances suggest resources be allocated to sports development at school level, more detailed analysis on the costs and benefits and collaboration with neighbouring cities such as Shenzhen and Macau.
- 3.23 Some editorials took a different stance. They were concerned over possible “white elephant” projects, future escalating costs and money-losing “business”. They opined that priority should be given to other areas. The general sentiments, however, turned for the better on the heels of Guangzhou Asian Games (GZAG). Comparing investment on sports infrastructure between Guangzhou and Hong Kong, some newspapers expressed concern that Hong Kong was lagging behind. They also queried whether it was time to change the mentality that hosting international events was wasteful. With the opening of the GZAG, a few others explicitly called for support in staging the 2023 Asian Games.