立法會 Legislative Council

Ref : CB2/PL/CA <u>LC Paper No. CB(2)115/09-10</u>

(These minutes have been seen

by the Administration)

Panel on Constitutional Affairs

Minutes of meeting held on Tuesday, 7 July 2009, at 4:45 pm in the Chamber of the Legislative Council Building

Members : Hon TAM Yiu-chung, GBS, JP (Chairman)

present Ir Dr Hon Raymond HO Chung-tai, SBS, S.B.St.J., JP (Deputy Chairman)

Hon Albert HO Chun-yan Dr Hon Margaret NG

Hon CHEUNG Man-kwong

Hon Mrs Sophie LEUNG LAU Yau-fun, GBS, JP

Dr Hon Philip WONG Yu-hong, GBS Hon WONG Yung-kan, SBS, JP

Hon LAU Kong-wah, JP

Hon Miriam LAU Kin-yee, GBS, JP

Hon Emily LAU Wai-hing, JP

Hon Abraham SHEK Lai-him, SBS, JP

Hon LI Fung-ying, BBS, JP

Hon Audrey EU Yuet-mee, SC, JP Hon WONG Kwok-hing, MH

Hon LEE Wing-tat

Hon Jeffrey LAM Kin-fung, SBS, JP

Hon LEUNG Kwok-hung

Hon CHEUNG Hok-ming, GBS, JP Hon WONG Ting-kwong, BBS, JP Hon Ronny TONG Ka-wah, SC

Hon CHIM Pui-chung

Prof Hon Patrick LAU Sau-shing, SBS, JP

Hon Cyd HO Sau-lan

Dr Hon LAM Tai-fai, BBS, JP

Hon CHAN Kin-por, JP

Dr Hon Priscilla LEUNG Mei-fun

Hon CHEUNG Kwok-che Hon WONG Sing-chi

Hon WONG Kwok-kin, BBS

Hon WONG Yuk-man Hon IP Wai-ming, MH Hon IP Kwok-him, GBS, JP

Hon Mrs Regina IP LAU Suk-yee, GBS, JP

Dr Hon PAN Pey-chyou

Dr Hon Samson TAM Wai-ho, JP

Members : Hon Frederick FUNG Kin-kee, SBS, JP

attending Hon Paul TSE Wai-chun

Members : Hon LAU Wong-fat, GBM, GBS, JP absent : Hon Timothy FOK Tsun-ting, GBS, JP

Public Officers : <u>Item III</u>

attending
Mr Stephen LAM Sui-lung

Secretary for Constitutional and Mainland Affairs

Mr Raymond TAM Chi-yuen

Under Secretary for Constitutional and Mainland Affairs

Mr Arthur HO Kin-wah

Deputy Secretary for Constitutional and Mainland Affairs

Mr Hubert LAW Hin-cheung

Principal Assistant Secretary for Constitutional and Mainland

Affairs

Item IV

Mr Raymond TAM Chi-yuen

Under Secretary for Constitutional and Mainland Affairs

Mr Arthur HO Kin-wah

Deputy Secretary for Constitutional and Mainland Affairs

Mr Hubert LAW Hin-cheung

Principal Assistant Secretary for Constitutional and Mainland

Affairs

Clerk in : Miss Flora TAI

attendance Chief Council Secretary (2)3

Staff in : Mr Arthur CHEUNG

attendance Senior Assistant Legal Adviser 2

Ms Clara TAM

Assistant Legal Adviser 9

- 3 -

Mrs Eleanor CHOW Senior Council Secretary (2)4

Mrs Fonny TSANG Legislative Assistant (2)3

Action

I. Confirmation of minutes of meeting

[LC Paper No. CB(2)2066/08-09]

The minutes of the meeting held on 16 March 2009 were confirmed.

II. Information papers issued since the last meeting

2. <u>Members</u> noted that no information paper had been issued since the last meeting.

III. Administrative Guidelines on Promotion of Racial Equality

[LC Paper Nos. CB(2)2064/08-09(01) and (02)]

Briefing by the Administration

- 3. <u>Secretary for Constitutional and Mainland Affairs (SCMA)</u> said that in response to the request of the Bills Committee on Race Discrimination Bill (RDB) that a statutory duty should be imposed on the Government and specified public authorities to draw up a Race Equality Scheme for the purpose of eliminating racial discrimination and promoting racial harmony, the Administration had agreed to draw up administrative guidelines on promotion of racial equality (the Administrative Guidelines) for government bureaux and departments concerned and relevant public authorities to follow in their formulation and implementation of relevant policies and measures. <u>SCMA</u> further briefed members on the draft Administrative Guidelines as set out in the Administration's paper [LC Paper No. CB(2)2064/08-09(01)] and invited views from members.
- 4. <u>Members</u> noted the following papers on the subject under discussion -
 - (a) background brief prepared by the Legislative Council (LegCo) Secretariat [LC Paper No. CB(2) 2064/08-09(02)];
 - (b) joint submission from Hong Kong Human Rights Monitor and Hong Kong Unison Ltd (tabled at the meeting and issued vide LC Paper No. CB(2)2151/08-09 on 8 July 2009); and

(c) Committee Stage amendments (CSAs) to RDB moved by Dr Margaret NG on behalf of the former Bills Committee for the purpose of imposing a statutory duty on the Government and specified public authorities to draw up a Race Equality Scheme (tabled at the meeting and issued vide LC Paper No. CB(2)2151/08-09 on 8 July 2009).

The Administrative Guidelines and their implementation

- 5. Commenting that the content of the draft Administrative Guidelines was abstract and too broad, <u>Dr Margaret NG</u> considered that they would be powerless to achieve any effect, as compared to the CSAs to RDB referred to in paragraph 4(c) above which set out clearly the duties of the Government to eliminate racial discrimination and to promote equality of opportunity and harmony among persons of different racial groups in concrete terms. explained that these CSAs were premised on the assumption that the Chief Secretary for Administration (CS) would lead and co-ordinate government bureaux, departments and public authorities to promote racial equality in an open and transparent manner, as well as to ensure the provision of sufficient resources for the implementation of the Ordinance upon enactment. The Administration, however, did not support the proposed CSAs and undertook to draw up the Administrative Guidelines as a counter proposal. Based on the contents of the draft Administrative Guidelines provided in Annex A to the Administration's paper, <u>Dr NG</u> came to the view that the Administration was not committed to promoting racial equality. For instance, paragraph 6.4 of the draft Administrative Guidelines provided that bureaux, departments and public bodies concerned were encouraged to designate an officer to co-ordinate the implementation of the Administrative Guidelines within their organisation. The choice of the word "encouraged" reflected that the implementation of the Administrative Guidelines in bureaux, departments and public bodies concerned were voluntary rather than obligatory. She said that the United Nations (UN) hearing on the Second Report of the Hong Kong Special Administration Region (HKSAR) submitted under the International Convention on Elimination of All Forms of Racial Discrimination would be held in August 2009. Pan-democratic Members attending the hearing would report to UN that the Administrative Guidelines were ineffective in promoting racial equality.
- 6. <u>SCMA</u> responded that the Administration was committed to implementing the Race Discrimination Ordinance (RDO) which had the support of various political parties and groupings. The Chief Executive and CS had shown their concern about the provision of support to ethnic minorities. Under the Policy Committee led by CS, all relevant policy secretaries were aware of the need to implement the Administrative Guidelines. The Administrative Guidelines sought to provide general guidance to relevant bureaux, departments and public authorities to promote racial equality and ensure equal access to public services in

the key areas concerned, and take this into account in their formulation, implementation and review of relevant policies and measures. Chapter 4 of the draft Administrative Guidelines set out the key steps in formulating and implementing relevant policies and measures in various stages. Relevant bureaux, departments and public authorities were invited to draw up and publicise a checklist of measures that would assist in promoting racial equality and equal opportunity within their respective policy and programme areas. They were also encouraged to keep in view the implementation progress so as to assess whether the intended outcome was achieved.

- 7. <u>Ms Emily LAU</u> criticised that it would be difficult for policy secretaries, civil servants and other public officers to understand the draft Administrative Guidelines which were couched in abstract terms. She also queried its effectiveness in making bureaux, departments and public authorities develop measures to promote racial equality as they were allowed to implement the Guidelines on a voluntary basis. <u>Ms LAU</u> enquired about the consequences for non-compliance with the Administrative Guidelines. <u>Mr LEUNG Kwok-hung</u> expressed similar views.
- 8. <u>SCMA</u> responded that relevant bureaux, departments and public authorities were invited to prepare a checklist of measures to promote racial equality in their respective areas. For instance, the existing and planned measures of the Education Bureau (EDB) on the promotion of equality for ethnic minorities (Annex B to the Administration's paper) included the provision of a supplementary guide to the Chinese language curriculum for non-Chinese speaking (NCS) students, increasing the number of designated schools (which admitted a critical mass of NCS students) and providing more information for NCS parents and students to help them understand education-related policies and services.
- 9. <u>Under Secretary for Constitutional and Mainland Affairs (USCMA)</u> supplemented that relevant bureaux, departments and public authorities had the obligation to comply with the Administrative Guidelines even though they were not legally binding. The Ombudsman was empowered to investigate maladministration cases of relevant bureaux and departments in relation to failure to apply government administrative guidelines, including the Administrative Guidelines on promotion of racial equality, within the confines of The Ombudsman Ordinance (Cap. 397). The Constitutional and Mainland Affairs Bureau (CMAB) would maintain an overview on the implementation of the Administrative Guidelines within the Government and report progress to the Panel as appropriate.
- 10. <u>Mrs Regina IP</u> enquired why the coverage of the Administrative Guidelines did not include public bodies such as the Trade Development Council and the Hong Kong Mortgage Corporation Limited. <u>Mr Frederick FUNG</u> enquired why departments which interfaced with different racial groups such as the Police Force and the Housing Department were excluded.

- 11. SCMA said that as explained in paragraph 1.5 of the draft Administrative Guidelines, the Guidelines covered the key public services which were particularly relevant to meeting the special needs of ethnic minorities and facilitating their integration into the community, namely medical, education, vocational training, employment and major community services. The concerned bureaux. departments and relevant public authorities set out in paragraph 1.5 included EDB, Food and Health Bureau, Department of Health, Labour Department, Hospital The Administration would keep the scope of the application of Authority, etc. the Administrative Guidelines under review. For bureaux, departments and public authorities which were not covered by the Administrative Guidelines, they were regulated by RDO and the Code of Practice on Employment under RDO issued by the Equal Opportunities Commission (EOC) which provided guidance on promotion of racial equality in the area of employment.
- 12. Mr Frederick FUNG declared that he was a member of EOC. Referring to paragraph 4.8 of the draft Administrative Guidelines, Mr FUNG expressed concern that the draft Administrative Guidelines were couched in very broad terms such as "may" and "consider" that would render the guidelines ineffective. He enquired whether relevant bureaux, departments and public authorities would consider making more practical rules or even subsidiary legislation to ensure the effective implementation of RDO.
- 13. <u>SCMA</u> responded that the draft Administrative Guidelines would be refined taking into account members' comments. He explained that relevant bureaux, departments and public authorities were required to enforce racial equality in accordance with RDO, the Code of Practice on Employment under RDO, and the Administrative Guidelines respectively. They would consider the need for initiating other measures to ensure effective implementation of racial equality in the light of their specific circumstances.
- 14. Referring to the negative comments made by members on the draft Administrative Guidelines, Mrs Regina IP enquired whether individual bureaux and departments were facing practical difficulties such as lack of adequate resources for implementing the Guidelines. Noting that relevant bureaux and departments were invited to draw up a checklist of measures that would assist in promoting racial equality and equal opportunity, Mrs IP enquired whether the checklists would be made available for LegCo's perusal. She also enquired about the timetable for implementing the Administrative Guidelines.
- 15. <u>SCMA</u> responded that the relevant bureaux, departments and public authorities would deploy internal resources to implement the existing and new measures to promote racial equality and where necessary, they could bid for additional provision in the annual resource allocation exercise. The relevant bureaux and departments would be encouraged to take into account the needs, sensitivities and concerns of different racial groups in various stages of

formulating and implementing relevant policies and measures to ensure that persons of different races would have equal access to public services. In order to enhance the transparency of their work, they were invited to draw up and publicise the checklists of measures. He added that the Administrative Guidelines were expected to commence operation in the fourth quarter of 2009 and the Panel would be briefed on the implementation progress as appropriate and the checklists of measures would be made available to the Panel.

- 16. <u>Dr Margaret NG</u> recalled that some bureaux and departments had conveyed to the former Bills Committee on RDB that they would implement measures to promote racial equality if they had the resources to do so. <u>Dr NG</u> enquired about the financial commitment of the Administration to implement RDO. Pointing out that the implementation of the Administrative Guidelines would involve various policy areas, she doubted whether SCMA had the authority to press other policy secretaries to implement measures to promote racial equality. In her view, it was necessary to set up a high-level monitoring mechanism to be led by CS in order to ensure that the implementation of RDO would achieve effective results. She considered that the Administration should review the overall requirement for additional resources to implement RDO including the Administrative Guidelines and make the financial commitment accordingly.
- SCMA responded that the resources required by relevant bureaux, departments and public authorities to promote racial equality were different. the demand for public services from racial groups was not huge given their small population, bureaux, departments and public bodies would deploy internal resources to implement the existing measures and if necessary, they would bid for additional provision in the annual resource allocation exercise to cater for the new measures. The bureaux, departments and public authorities listed in paragraph 1.5 of the draft Administrative Guidelines were responsible for implementing the Administrative Guidelines within their respective policy and programme areas, while CMAB was responsible for maintaining an overview on the implementation of the Administrative Guidelines within the Government. the leading policy bureau, CMAB had set up four regional support service centres to provide telephone interpretation services for ethnic minorities to facilitate their access to public services and to organise activities to help them integrate into the local community. Subject to the effectiveness of the operation, the Administration would consider the need to open more centres. Administration would strive to provide the resources to meet the bid for additional funding from relevant policy bureaux/departments for the financial year 2010 - 2011 for the implementation of RDO and the Administrative Guidelines. SCMA further said that CS, who was the Chairman of the Policy Committee, would monitor the implementation of RDO within the Administration. Dr Margaret NG, Mr Frederick FUNG and Mrs Regina IP expressed the view that CS should take the lead to monitor the implementation of RDO. undertook to report to the Panel at an appropriate time depending on the implementation progress of the Administrative Guidelines.

Admin

Action

18. <u>Ms Emily LAU</u> said that CMAB should report progress of the implementation of the Administrative Guidelines, including the checklists of measures to be drawn up by relevant bureaux, departments and public authorities, to the Panel at the beginning of the next legislative session. She also said that representatives of relevant bureaux, departments and public authorities should be invited to the relevant meeting. In response, <u>SCMA</u> undertook to report to the Panel at an appropriate time depending on the implementation progress.

Admin

Support measures for ethnic minorities

- 19. Mr Albert HO said that racial disharmony was mainly caused by discrimination on the grounds of language, religion and culture, but the Administrative Guidelines failed to provide practical guidance to address these Mr HO stressed that language barrier very often gave rise to indirect racial discrimination. The handicap of ethnic minorities in the use of the Chinese language had excluded them from gaining equal access to essential public services such as medical treatment and having equal opportunity in civil service employment. He learnt that some ethnic minorities working in the Correctional Services Department (CSD) were deprived of promotion because they were not proficient in Chinese. Mr HO queried whether the requirement for ethnic minorities to meet the Chinese proficiency requirement in order to secure civil service employment would constitute discriminatory act on the ground of race. Noting that some government counsel in the Department of Justice was monolingual, he enquired about the recruitment policy of the civil service.
- 20. SCMA responded that the issues raised by Mr HO had been considered by the Bills Committee on RDB. The Administration shared the view that language could be a real issue affecting the integration of ethnic minorities into the community and had therefore set up four regional support services centres providing interpretations services mainly through the telephone to ethnic minorities to facilitate their access to public services. The Hospital Authority had also arranged various measures to enhance its interpretation support for ethnic minorities in gaining access to medical services. On the recruitment policy of the civil service, SCMA explained that given that Chinese and English were the two official languages stipulated in the Basic Law, the long-term objective of the Government was to maintain a bilingual civil service. To ensure the civil service operated efficiently and effectively in both official languages, all civil service grades were required to specify Chinese and English language proficiency requirements that were commensurate with the job requirements. Nevertheless, where operational needs so required, individual departments could seek exemption for candidates who did not meet the language proficiency requirements but possessed the expertise required for specific positions. The appointment of the Law Draftsman was an example. In response to the concerns raised by ethnic minorities, the Administration had accepted the General Certificate of Secondary Education (GCSE) (Chinese) Examination, which was an overseas examination, as an alternative Chinese language qualification for appointment in the civil

Action

Admin

service. The Police had been encouraged to recruit more ethnic minorities and deploy them to districts with a relatively large ethnic minority population. He would relay Mr HO's concerns to the Civil Service Bureau and the Security Bureau.

- 21. Echoing the views of Mr Albert HO, <u>Ms Emily LAU</u> expressed concern about the discriminatory treatment received by ethnic minorities held in custody by law enforcement agencies (LEAs) and in accessing to public services because of the language barrier. She said that the Administration should list out the support services provided by relevant bureaux and departments to improve communication with ethnic minorities.
- 22. <u>SCMA</u> responded that the Administration had issued internal guidelines on the provision of interpretation services in ethnic minority languages. A department might also seek assistance from a regional support service centre if it could not provide the interpretation services required. In 2006, a NCS concern group was established in the Police Force to enhance communication between the authority and ethnic minority communities. Arrangements had been made for police officers who were ethnic minorities to station in districts with a relatively large ethnic minority population with a view to establishing closer ties with those communities.
- 23. Noting that some non-Chinese police officers and immigration officers spoke fluent Cantonese but not literate in written Chinese, Mrs Regina IP sought clarification as to whether LEAs were allowed to recruit officers not meeting the Chinese proficiency requirement. She said that it might be helpful for the Administration to make reference to the policy of the Singapore Government in recruiting civil servants, given that their citizens came from different races and spoke a variety of languages.
- 24. <u>SCMA</u> responded that newly recruits of the Police had to be biliterate because police reports were often written in Chinese. He was given to understand that Singapore had more than two official languages.
- 25. Mr Albert HO expressed concern that the opportunity for NCS students to gain admission to secondary schools and universities were hindered by their lack of proficiency in the Chinese language. SCMA responded that in view of the fact that some NCS students might prefer to attain alternative Chinese language qualifications, GCSE (Chinese) Examination which was an overseas examination was administered in Hong Kong starting from 2007. Public sector schools and the University Grants Committee-funded institutions were invited to accept starting from 2008 alternative Chinese language qualification(s) for admission to Secondary 6 and universities respectively.

- 26. Mr CHEUNG Man-kwong said that while the Administration had made progress by recognising the attainment of GCSE qualification in the Chinese language, the resources provided to NCS students were far from adequate. There were only 22 designated schools receiving a special grant to strengthen the learning and teaching of the Chinese language for NCS students. Non-designated schools which admitted NCS students by a lesser number were not given any subsidy. As the teaching medium in these schools was Chinese, NCS students faced immense difficulty in learning all the subjects, and their chance of gaining admission to Secondary 6 and securing civil service employment was very remote. Mr CHEUNG enquired whether more support services would be provided to non-designated schools admitting NCS students.
- 27. <u>SCMA</u> said that the EDB had endeavoured to provide more services for NCS students since the introduction of RDB into LegCo. EDB planned to increase the number of designated schools to 25 in 2009-2010. In addition, eight Chinese Language Learning Support Centres had been set up at different locations to reinforce after-school support services for NCS students.
- 28. Mr CHEUNG Man-kwong suggested that teachers in the Chinese Language Learning Support Centres should approach NCS students by way of reaching out instead of stationing in the Centres for teaching assignments. Noting that the University of Hong Kong was providing on-site support to two non-designated secondary schools and had developed a learning network for 16 non-designated secondary schools admitting NCS students, Mr CHEUNG enquired whether the Administration would consider commissioning non-government organisations (NGOs), such as the Hong Kong Unison Limited, which were experienced in dealing with ethnic minorities to provide learning services to NCS students in non-designated schools. SCMA responded that he would relay Mr CHEUNG's views to EDB for consideration.

29. Mr Frederick FUNG expressed concern that while EDB had developed hardware to facilitate NCS students learning the Chinese language, it had not provided the necessary software to help NCS students and families integrate into the local community. SCMA responded that EDB had provided additional resources to enable schools to hire one to two teaching assistants to organise programmes to promote integration between Chinese speaking and NCS students. For instance, NCS students would teach Chinese speaking students English and vice versa. In addition, the Administration had earmarked a total of \$16 million as the operating expenses of the four regional support services centres for ethnic minorities. Apart from providing interpretation services for seven common ethnic minority languages, these centres would organise community activities to help ethnic minority families integrate into the local community.

Admin

30. <u>Dr PAN Pey-chyou</u> gave an account of his experience when immigrating to Hong Kong as a child, and studying as well as working in the United Kingdom and New Zealand as an adult. He said that he did not receive any support in learning Cantonese in Hong Kong as a child, nor his children received any support in learning the English language while in the United Kingdom and New Zealand. He and his family, however, managed to integrate into the community by self-reliance. He commended the Government for providing various support services to help ethnic minorities learn the Chinese language. With these friendly measures putting in place, ethnic communities should actively learn the Chinese language and befriend with different sectors of the community so as to integrate into the wider community.

IV. Report of the Hong Kong Special Administrative Region for the United Nations Human Rights Council Universal Periodic Review

[LC Paper Nos. CB(2)2064/08-09(03) and (04) and IN05/08-09]

- 31. <u>USCMA</u> said that the Report of the HKSAR (the HKSAR Report), which was part of the Report of the People's Republic of China (the China Report), was submitted to the UN Human Rights Council (UNHRC) by the Central People's Government under the Universal Periodic Review (UPR) mechanism in November 2008. The China Report was considered by the UNHRC Working Group at its hearing held in Geneva on 9 February 2009. Officials from the relevant government bureaux and departments, as part of the Chinese delegation, also attended the plenary meeting held on 11 June 2009 at which UNHRC discussed the UNHRC Working Group's report on China. <u>USCMA</u> then briefed members on the outcome of the hearing and plenary meeting as set out in the Administration's paper [LC Paper No. CB(2)2064/08-09(03)]. He further advised that as UPR would be conducted every four years, the next hearing would be held in 2013.
- 32. <u>Members</u> noted the following papers on the subject under discussion -
 - (a) an extract from the minutes of meeting of the Panel on Constitutional Affairs on 19 January 2009 [LC Paper No. CB(2)2064/08-09(04)]; and
 - (b) information note on "United Nations Human Rights Council Universal Periodic Review" prepared by the Research and Library Services Division of the LegCo Secretariat [LC Paper No. IN05/08-09].
- 33. Mr LEUNG Kwok-hung said that the HKSAR Report was superficial and did not cover various government acts infringing human rights such as stalling democratic development by ruling out dual universal suffrage in 2012, the abolition of the two municipal councils, the retention of appointed membership in

District Councils, and undermining the freedom of speech by seeking an injunction to prohibit the "Citizen Radio Station" from broadcasting. He enquired whether these issues were reported to the UNHRC Working Group during the hearing.

- 34. <u>USCMA</u> responded that it was the first time for HKSAR to attend the UN hearing under the new UPR mechanism. He and other representatives from relevant government bureaux and departments attended the hearing in February 2009 as part of the Chinese delegation. The HKSAR Team had responded to questions raised by other delegations during the hearing and reported progress of the latest development regarding the electoral methods for selecting the Chief Executive and forming LegCo in 2012 and 2017 respectively.
- 35. <u>Ms Emily LAU</u> informed members that some members of the Democratic Party and herself had attended that UN hearing which lasted for three hours. China spent one hour reporting on the China Report and the remaining hours were left to the 60 delegations which took the floor to speak on the China Report. As the problem of human rights in China was far more severe than that of Hong Kong, there was virtually no time for delegations to speak on the HKSAR Report. For the 18 delegations which had spoken critically about the human right situation in China, China did not express support for any of their recommendations.
- 36. In response to members' requests, <u>USCMA</u> undertook to provide information on the relevant website link to the UNHRC Working Group report on China.

(*Post-meeting note*: The information provided by the Administration was issued to members vide LC Paper No. CB(2)2172/08-09 on 9 July 2009.)

- 37. Mr Albert HO suggested that the future HKSAR Report should put more weight on the part on "Achievements and challenges" which should set out the major challenges faced by HKSAR and the measures undertaken by the Administration to meet up the challenges. While the report had to be concise, it should at least address six to seven key areas of concern which had been raised by the relevant UN human right treaty monitoring bodies or NGOs such as -
 - (a) the defective mechanism for handling police complaints under which complaints were investigated by the Complaints against Police Office (CAPO) under the Police Force and the Independent Police Complaints Council did not have the adequate power and independence to monitor the CAPO's handling and investigation of police complaints;
 - (b) the existence of the functional constituency system, which was not conducive to attaining universal suffrage;

- (c) the failure to set up a Women's Commission and a Children's Commission as a high-level central mechanism in the respective areas; and
- (d) the adverse implication of seeking interpretation of the Basic Law from the Standing Committee of the National People's Congress on the judicial independence of Hong Kong.
- 38. <u>USCMA</u> responded that this was the first time for HKSAR to submit its report under the new UPR mechanism. As he had explained at a previous meeting, UNHRC required that a report on UPR should cover four to five areas and should not exceed 20 pages. As the HKSAR Report formed only a section of the China Report, the HKSAR Report was limited to several pages only. The Administration would learn from this experience and improve the relevant arrangements in future. He added that as some of the human right issues were covered by other UN conventions of which China was a State Party, the Administration would prepare a more detailed report on those accounts for submission to UN in accordance with the relevant procedures.
- 39. The meeting ended at 6:14 pm.

Council Business Division 2
<u>Legislative Council Secretariat</u>
27 October 2009