# 立法會 <br> Legislative Council 

LC Paper No．CB（2）2216／09－10
（These minutes have been seen by the Administration）

> Subcommittee on Package of Proposals for the Methods for Selecting the Chief Executive and for Forming the Legislative Council in 2012
> Minutes of the eighth meeting held on Monday, 31 May 2010, at 2:30 pm in the Chamber of the Legislative Council Building

Members ：Hon TAM Yiu－chung，GBS，JP（Chairman） present Hon Jeffrey LAM Kin－fung，SBS，JP（Deputy Chairman）<br>Hon Albert HO Chun－yan<br>Ir Dr Hon Raymond HO Chung－tai，SBS，S．B．St．J．，JP<br>Dr Hon Margaret NG<br>Hon CHEUNG Man－kwong<br>Hon Mrs Sophie LEUNG LAU Yau－fun，GBS，JP<br>Dr Hon Philip WONG Yu－hong，GBS<br>Hon LAU Kong－wah，JP<br>Hon Miriam LAU Kin－yee，GBS，JP<br>Hon Emily LAU Wai－hing，JP<br>Hon Timothy FOK Tsun－ting，GBS，JP<br>Hon Audrey EU Yuet－mee，SC，JP<br>Hon WONG Kwok－hing，MH<br>Hon Andrew LEUNG Kwan－yuen，SBS，JP<br>Hon CHEUNG Hok－ming，GBS，JP<br>Hon WONG Ting－kwong，BBS，JP<br>Hon Ronny TONG Ka－wah，SC<br>Prof Hon Patrick LAU Sau－shing，SBS，JP<br>Hon Cyd HO Sau－lan<br>Dr Hon LAM Tai－fai，BBS，JP<br>Dr Hon Priscilla LEUNG Mei－fun<br>Hon WONG Kwok－kin，BBS<br>Hon IP Wai－ming，MH<br>Hon IP Kwok－him，GBS，JP<br>Hon Mrs Regina IP LAU Suk－yee，GBS，JP<br>Dr Hon PAN Pey－chyou<br>Hon Paul TSE Wai－chun<br>Hon Alan LEONG Kah－kit，SC<br>Hon LEUNG Kwok－hung<br>Hon Tanya CHAN

| Members absent | Hon WONG Yung-kan, SBS, JP <br> Hon Abraham SHEK Lai-him, SBS, JP <br> Hon LEE Wing-tat <br> Hon WONG Yuk-man |
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| Public Officers attending | Mr Stephen LAM Sui-lung <br> Secretary for Constitutional and Mainland Affairs |
|  | Mr Joshua LAW Chi-kong Permanent Secretary for Constitutional and Mainland Affairs |
|  | Mr Curtis LO Kam-fat <br> Assistant Secretary for Constitutional and Mainland Affairs |
| Clerk in attendance | Miss Flora TAI Chief Council Secretary (2)3 |
| Staff in attendance | Mr Arthur CHEUNG Senior Assistant Legal Adviser 2 |
|  | Ms Clara TAM Assistant Legal Adviser 9 |
|  | Ms Amy YU <br> Senior Council Secretary (2)3 |
|  | Mrs Fonny TSANG <br> Legislative Assistant (2)3 |

## I. Meeting with the Administration

[Package of Proposals for the Methods for Selecting the Chief Executive ("CE") and for Forming the Legislative Council ("LegCo") in 2012, LC Paper Nos. $C B(2) 1422 / 09-10(01), \mathrm{CB}(2) 1577 / 09-10(01), \mathrm{CB}(2) 1652 / 09-10(01)$ to (02) and FS25/09-10]

The Subcommittee deliberated (index of proceedings attached at Annex).
2. The Administration was requested to provide the following information in writing -
(a) the nomination procedures for head of state and head of government in democratic jurisdictions;
(b) the principles for the existing allocation of seats among the subsectors under the four sectors of the Election Committee; and
(c) the Administration's initial thinking on the proposed allocation of seats among the subsectors under the four sectors of the Election Committee and the rationale for such allocation.

## II. Any other business

3. Members agreed that the next meeting be held on 3 June 2010 at $2: 30 \mathrm{pm}$ and that its end time be changed to $4: 30 \mathrm{pm}$ instead of $5: 30 \mathrm{pm}$.
4. The meeting ended at $4: 35 \mathrm{pm}$.

Council Business Division 2
Legislative Council Secretariat
2 September 2010

> Proceedings of the eighth meeting of the Subcommittee on Package of Proposals for the Methods for Selecting the Chief Executive and for Forming the Legislative Council in 2012 on Monday, 31 May 2010, at 2:30 pm
> in the Chamber of the Legislative Council Building

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| 000207-000546 | Chairman | Opening remarks <br> Members noted the following papers - <br> (a) The Administration's response to issues raised by members at the meeting on 18 May 2010 [LC Paper No. CB(2)1652/09-10(01)]; <br> (b) fact sheet on "Composition of Legislative Council ("LegCo") Members" prepared by the Research and Library Services Division of the LegCo Secretariat [LC Paper No. FS25/09-10]; and <br> (c) information paper on the reservation in respect of Article 25(b) of the International Covenant on Civil and Political Rights prepared by the LegCo Secretariat [LC Paper No. CB(2)1652/09-10(02)]. <br> Members also noted the information provided by the Administration in tabular form on "The Composition of LegCo (1985-2008)" tabled at the meeting. |  |
| 000547-001149 | Mr WONG Kwok-hing Chairman Administration | Mr WONG Kwok-hing's enquiries on - <br> (a) the number of District Councils ("DCs") the Administration had met with to discuss its package of proposals for 2012 so far and their views on the Administration's proposal of returning six DC Functional Constituency ("FC") seats through the proportional representation system; and <br> (b) whether the two motions on amendments to the two electoral methods could be dealt with separately given the divergent views on the current package of proposals for the election of LegCo in 2012 while the electoral method for the election of the Chief Executive ("CE") in 2012 is less controversial. <br> The Administration's response as follows - <br> (a) the Administration had so far met with 17 DCs, all of which had passed motions expressing support for the Administration's proposals for the two electoral methods in 2012. The Administration would meet with the last DC in the afternoon of the day of the Subcommittee meeting; <br> (b) DC members belonging to different political parties/groupings generally supported the Administration's proposal of returning six DC FC seats through the proportional representation system. However, DC members had not expressed many views on details of electoral arrangements such as the type of proportional representation voting system to be adopted or the |  |


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|  |  | delineation of constituencies; and <br> (c) the Administration also noted the views expressed by some DC members that the DC FC seats should be nominated by DC members and elected by all registered voters of Hong Kong and the number of LegCo seats should be increased to 80 . <br> Regarding the handling of the two motions, the Administration's response that - <br> (a) they were separate motions and as such would be voted on separately in LegCo; and <br> (b) the Administration would strive to gain LegCo's support for the two motions but had not yet decided on the exact date on which the two motions would be put to LegCo for endorsement. |  |
| 001150-001714 | Mr Ronny TONG Administration | Mr Ronny TONG's question on the objectives of the "Act now" publicity campaign launched recently by the Administration to promote its proposals for the two electoral methods for 2012 and his view that the resources expended on the publicity campaign would have been better spent on improving the Administration's proposals with a view to gaining Members' support. <br> The Administration's response that - <br> (a) the publicity campaign served to bring home to the public the message that Hong Kong's democratic development should move forward; <br> (b) the Administration would continue to strive for the support of Members of different political affiliations for its package of proposals for 2012; and <br> (c) noting that some political parties/groupings had indicated their wish to express their views directly to the Central Authorities on the Administration's electoral reform package, the Administration had reflected proactively to the Central Authorities their aspiration, which gave rise to meetings between various political parties/groupings and officials of the Liaison Office of the Central People's Government in Hong Kong. <br> In response to Mr TONG's enquiry on the representativeness of DC members, the Administration's advice that on the basis that there were 3.37 million registered voters, each DC constituency had about 8000 voters. Assuming a voting turnout rate of $30 \%$ to $40 \%$, a DC member was on average returned by about 3000 to 4000 voters. <br> Mr TONG expressed reservation about the Administration's DC proposal, as it might tend to favour large political parties holding a large number of elected DC seats. His elaboration that should the DC proposal be implemented, there might be contradictions in the political platform of candidates running for the DC election, because their political platform, on the one hand, had to focus on district matters of their DC constituencies, but on the other hand, had to cater to the interests of large political parties which held a large number of elected DC seats in order to obtain |  |


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|  |  | their support. <br> The Administration's response that - <br> (a) should the proportional representation system be adopted for returning the DC FC seats, candidates belonging to different political parties as well as independent candidates would need to form a list of candidates to participate in the election; <br> (b) the Administration reckoned that there was sufficient number of independent elected DC members to put up a list of candidates to contest in the election; and <br> (c) when the DC election was held in November 2011, political parties and candidates running for the election would have to make known to the voters how they intended to vote in the CE and LegCo elections in 2012. |  |
| 001715-002005 | Dr PAN Pey-chyou Chairman Administration | Dr PAN Pey-chyou's disagreement with the view that it was not appropriate for DC members to serve as LegCo Members in view of the small size of their constituencies. <br> In response to Dr PAN, the Administration's clarification that under its DC proposal, all elected DC members had the rights to nominate, to stand as candidate and to vote. |  |
| 002006-002551 | Mr IP Kwok-him Administration | Mr IP Kwok-him's disagreement with the view that DC members focused only on district matters given the small size of the DC constituencies; and his view that it was not an opportune time to reform the DC election system or the delineation of DC constituencies. <br> With reference to the Administration's paper on possible options for the voting system for the LegCo DC FC in 2012 [LC Paper No. CB(2)1577/09-10(01)], Mr IP's request for elaboration on the pros and cons of the two types of proportional representation voting systems (i.e. the list proportional representation system and the single transferrable voting system) and of returning the six seats through a single constituency or two constituencies. <br> The Administration's response that - <br> (a) for the single transferrable voting system, votes cast would not be wasted due to the mechanism of surplus votes transfer, while in the case of the list proportional representation system, some votes might be wasted. Irrespective of the type of voting system to be adopted, all political parties and independent candidates would have a fair chance to compete for the seats; and <br> (b) the Administration was open-minded on the number of constituencies in the DC FC. |  |
| 002552-002948 | Ms Miriam LAU Administration | Ms Miriam LAU sought clarification on the following issues - <br> (a) whether it was the case that the list proportional representation system would tend to favour large political parties with a large number of elected DC members, while candidates belonging to small political parties and independent candidates would stand a higher chance of |  |


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|  |  | being elected under the single transferrable voting system; and <br> (b) whether the Administration had preference for the list proportional representation system. <br> The Administration's response that - <br> (a) it did not have any preference for either of the voting systems; and <br> (b) no matter which voting system was adopted, the quota of votes required for returning a candidate was about 68 votes (i.e. total 405 votes from elected DC members divided by six seats). The Administration reckoned that independent DC candidates could work together to return at least one candidate, as there were more than 68 independent elected DC members. |  |
| 002949-003515 | Chairman <br> Mr Ronny TONG <br> Administration | Mr Ronny TONG's reiteration of his view that the Administration's proposal of returning six DC FC seats by elected DC members from among themselves was not a desirable arrangement. |  |
| 003516-004144 | Chairman <br> Mr Ronny TONG <br> Administration | Noting that so far there had been little discussion on the nomination of CE in accordance with democratic procedures as provided under Article 45 of the Basic Law ("BL"), Mr Ronny TONG considered it important for the Administration to explain to the public as early as practicable its views on the meaning of "democratic procedures" to allay concerns about a screening mechanism being put in place in the nomination procedures in the model for implementing universal suffrage for CE. <br> The Administration's response that the HKSAR Government had not yet formulated any specific proposals on the democratic procedures for nominating a certain number of candidates for the office of CE when universal suffrage was implemented in 2017. <br> Mr TONG's request for the Administration to provide information on the nomination procedures for head of state and head of government in democratic jurisdictions. He highlighted that in the United States, a mechanism was in place for members of the public to make nominations. | Admin (para 2 of minutes) |
| 004145-004618 | Mr WONG Kwok-hing Administration | Mr WONG Kwok-hing's request for clarification on whether different electoral methods would be adopted for returning DC representatives to the Election Committee ("EC") and LegCo. <br> The Administration's response that - <br> (a) it had made clear its proposal of adopting the proportional representation system for returning the six DC FC seats as there had been much discussion on the issue during the consultation period; and <br> (b) the Administration had an open mind on the electoral method to be adopted for returning 117 elected DC members to EC (i.e. whether it be bloc voting, list proportional representation system or single transferrable voting system). The specific arrangements could be discussed in detail during the local legislation stage and a |  |


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|  |  | final decision would then be made. <br> Mr WONG's view that should agreement be reached on adopting the proportional representation system for returning the DC FC seats, the same voting system should also be used for returning the 117 DC EC seats. |  |
| 004619-005110 | Mr IP Kwok-him Administration | Referring to the Annex to the Administration's paper on the options for the voting system for the LegCo DC FC in 2012, Mr IP Kwok-him sought clarification on whether ex-officio DC members were included in the number of electors in the tables. <br> The Administration's response that the 405 electors in the tables did not include the 27 ex-officio DC members, which reflected the existing statutory requirement that ex-officio DC members could not register as voters in the DC FC. <br> The Administration's concurrence with Mr IP's view that it would be complicated to adopt the single transferrable voting system for returning 117 DC members to EC through a single constituency. |  |
| 005111-005330 | Mrs Regina IP Administration | Mrs Regina IP's view that the single transferrable voting system should be adopted for the LegCo DC FC in 2012, as votes cast would not be wasted. Her elaboration that such voting system was not very complicated, as there should be a nomination mechanism and there were only some 400 electors. <br> In response to Mrs IP, the Administration's advice that it had not yet formulated specific proposals on the nomination procedure for returning the six DC FC seats which would be dealt with at the local legislation stage. |  |
| 005331-005535 | Ms Miriam LAU Administration | Ms Miriam LAU queried why ex-officio DC members could stand as candidates in the elections of the DC subsector of EC and the DC FC of LegCo but not appointed DC members. <br> The Administration's response that - <br> (a) decision had yet to be made on whether ex-officio DC members would have the right to stand as candidates and to vote in such elections; <br> (b) under the existing requirements, the 27 ex-officio DC members could stand for election in the DC or Heung Yee Kuk subsector and FC. However, they could only register as voters and vote in the Heung Yee Kuk subsector and FC. Should such requirement be maintained, the ex-officio DC members could stand as candidates in such elections; and <br> (c) it was the Administration's objective to enhance the democratic elements of the two elections through the wide electorate base of elected DC members. |  |
| 005536-005825 | Chairman Administration | Briefing by the Administration on the two draft motions concerning the two electoral methods in Annexes II and III to the Administration's "Package of Proposals for the Methods for Selecting CE and for Forming LegCo in 2012" |  |


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| 005826-010447 | Dr Margaret NG Administration | Dr Margaret NG considered it unfair that the first, second and third sectors of EC representing some 230000 electors had altogether 900 members in EC, while the fourth sector, which included directly elected LegCo members and DC members representing an electorate base of over 3.3 million registered voters, had only 300 members. Her view that the composition of EC did not accord with the principle of balanced participation. She sought clarification as to whether the Administration's proposal for the allocation of the 400 new seats in EC was prescribed by BL. <br> The Administration's response that - <br> (a) it had made its best endeavour to enhance the participation of elected DC members in EC with a view to increasing the number of EC members who had participated in direct elections; and <br> (b) according to the Decision adopted by the Standing Committee of the National People's Congress ("NPCSC") on 29 December 2007 ("the 2007 NPCSC Decision"), a broadly representative nominating committee should be formed in selecting CE by universal suffrage. The Decision also stipulated that the nominating committee might be formed with reference to the current provisions regarding EC. It was essential to ensure the balanced participation of different sectors in the nominating committee to ensure that the CE elected by universal suffrage would have the support of not only the 3.3 million registered voters, but also different sectors of society. The Administration's proposal of increasing the number of members in the four EC sectors in an even manner was aimed at maintaining the principle of balanced participation to help transform the 2012 EC into the nominating committee in 2017. <br> Dr NG further sought clarification as to whether there was a requirement for the even allocation of the seats among the four existing sectors in EC, and if so, the source of such requirement. <br> The Administration's reiteration of its view that maintaining the balanced participation of the four existing sectors in EC could help transform the 2012 EC into the nominating committee in 2017, pursuant to the provision in the 2007 NPCSC Decision that the nominating committee might be formed with reference to the current requirements regarding EC. |  |
| 010448-010955 | Mr LEUNG Kwok-hung Administration | Mr LEUNG Kwok-hung's enquiry on whether the principle of balanced participation was laid down in BL. <br> The Administration's response that - <br> (a) the principle was realized in the even allocation of the 800 EC seats among the four sectors as set out in Annex I to BL; <br> (b) in submitting the BL (Draft) and related documents at the Third Session of the Seventh National People's Congress on 28 March 1990, Director JI Pengfei said that "the political structure of the HKSAR should accord with the principle of "one country, two systems" and aim to maintain stability and prosperity in Hong Kong in line with its legal status and |  |


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|  |  | actual situation. To this end, consideration must be given to the interests of the different sectors of society, and the structure must facilitate the development of the capitalist economy in the Region. While the part of the existing political structure proven to be effective will be maintained, a democratic system that suits Hong Kong's reality should gradually be introduced." Mr JI's statement reflected the legislative intent of BL. In developing the political structure of Hong Kong, the Administration had all along adhered to the principles of meeting the interests of different sectors of the society, facilitating the development of a capitalist economy, gradual and orderly progress, and being appropriate to the actual situation in Hong Kong, as set out in Mr JI's statement. <br> Mr LEUNG Kwok-hung's view that the ultimate aim of balanced participation was the implementation of universal suffrage. |  |
| 010956-011718 | Dr Margaret NG Administration | Dr Margaret NG's views that - <br> (a) in interpreting constitutional documents such as BL, emphasis should be laid on the wording of the provisions rather than the legislative intent. The principle of balanced participation, which was not found in BL, should not prevail over the provisions in BL themselves, which had provided for the implementation of universal suffrage for CE under BL45; and <br> (b) the implementation of universal suffrage provided under BL45 should not be distorted to include nomination by a nominating committee the composition of which was unbalanced. <br> The Administration's response that - <br> (a) both BL45 and the 2007 NPCSC Decision which had constitutional effect provided for the selection of CE by universal suffrage upon nomination by a broadly representative nominating committee; and <br> (b) the principle of meeting the interests of different sectors of society had been an important guiding principle since the promulgation of BL in 1990. The principle was also realized in the 2007 NPCSC Decision, which had made it clear that the nominating committee might be formed with reference to the current provisions regarding EC when universal suffrage for CE was implemented. <br> Dr Margaret NG's reiteration of her views that given the differences in the size of their electorates, it was unfair to allocate 900 seats to the first three sectors while allocating only 300 seats to the fourth sector; and that such unbalanced allocation was a distortion of the meaning of "broadly representative". |  |
| 011719-012845 | Mr LEUNG Kwok-hung Administration | Mr LEUNG Kwok-hung's proposal of nomination of CE candidates by LegCo Members, for instance a LegCo Member returned by a certain number of voters was eligible to nominate a CE candidate. <br> The Administration's response that - |  |


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|  |  | (a) during the consultation on the Green Paper on Constitutional Development in 2007, there had been proposals for a nomination mechanism by LegCo Members in the model for implementing universal suffrage for CE; and <br> (b) the 2007 NPCSC Decision however had made it clear that the nominating committee might be formed with reference to the current provisions regarding EC, and it should in accordance with democratic procedures nominate a certain number of candidates for the office of CE who was to be elected through universal suffrage by all registered electors. |  |
| 012846-013638 | Dr Margaret NG Administration | Dr Margaret NG's queries on the disproportionate allocation of seats among the subsectors under the first, second and third sectors of EC, the "Agriculture and Fisheries" subsector of the third sector being a case in point. Her enquiry on how the 900 seats would be allocated among the subsectors in these three sectors. <br> The Administration's response that - <br> (a) as stated in paragraph 4.05 of the "Package of Proposals for the Methods for Selecting CE and for Forming LegCo in 2012", aside from increasing proportionally the number of seats according to the existing distribution of seats, there were also suggestions for splitting the existing subsectors (e.g. the proposal of splitting the dental profession from the medical subsector) and adding new subsectors (such as subsectors for small and medium businesses, youth and women); and <br> (b) while the Administration had made detailed proposals for the allocation of the 100 new seats in the fourth sector, it had not yet formulated specific proposals on how the additional seats should be allocated among the subsectors of the first three sectors of EC, and welcomed views in this regard. The HKSAR Government considered that any such arrangement could be dealt with at the local legislation stage, i.e. in the context of relevant amendments to the CE Election (Amendment) Bill. <br> Dr Margaret NG's request for the Administration to revert in writing on - <br> (a) the principles for the existing allocation of seats among the subsectors under the four sectors of EC; and <br> (b) its initial thinking on the proposed allocation of seats among the subsectors under the four sectors of EC and the rationale for such allocation. | Admin (para 2 of minutes) |
| 013639-013842 | Mrs Regina IP Administration | Mrs Regina IP's view that in considering the allocation of EC seats among different subsectors, account should also be taken of forward-looking criteria such as potential for economic development and strategic importance of the trade/profession concerned. |  |


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| 013843-014354 | Chairman <br> Mr LEUNG <br> Kwok-hung Administration | Mr LEUNG Kwok-hung's enquiry on whether changes could be made to the 2007 NPCSC Decision regarding the nominating committee, pointing out that the 2007 NPCSC Decision had stipulated that the nominating committee "may" (and not "must") be formed with reference to the current provisions regarding EC. <br> The Administration's response that the 2007 NPCSC Decision had made it clear that the current composition of EC with its four existing sectors was an important reference for the future composition of the nominating committee. While changes could be made to the number of members of the nominating committee, it was of fundamental importance that the principle of balanced participation of the four existing EC sectors be maintained. |  |
| 014355-015012 | Mr Ronny TONG Administration | Mr Ronny TONG's views that members of the public did not have adequate representation in EC, pointing out that among the existing 800 members of EC, only 30 LegCo Members were directly elected by members of the public; and the Administration should consider enhancing the public's direct participation in the CE election in the context of the relevant amendments to local legislation. <br> The Administration's response that it had already made its best effort to enhance the democratic elements of EC to pave way for the implementation of universal suffrage for CE in 2017. Under its proposal for the membership of EC, 152 members were returned from direct or indirect geographical elections (i.e. 35 directly elected LegCo Members and 117 representatives of elected DC members). |  |
| 015013-015527 | Chairman Ms Emily LAU Administration | Ms Emily LAU's view that the Administration should work on forging a consensus to move forward constitutional development rather than diverting its resources on the publicity campaign. <br> The Administration's reiteration that it would continue to strive for the support of Members from different political backgrounds for its proposals for 2012. <br> Timing for presenting the two motions to LegCo. <br> Ms Emily LAU stressed that should the Administration make any amendments to its proposals, sufficient time must be allowed for Members to consider the amendments. |  |
| 015528-020050 | Ms Emily LAU Chairman <br> Mr Ronny TONG Dr Margaret NG | Discussion on the need for holding the meeting scheduled for 3 June 2010 at 2:30 pm and its duration. <br> Dr Margaret NG's expression of disagreement with the view that the allocation of seats in EC or LegCo should be made on economic considerations such as the contributions to gross domestic products. Her reiteration that the Administration should explain in writing the principles for allocation of seats among the subsectors in the four sectors of ECs. <br> Members' agreement to hold the next meeting on 3 June 2010 and to change the end time of the meeting to $4: 30 \mathrm{pm}$ instead of 5:30 pm. | Admin (para 2 of minutes) |


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| $020051-020512$ | Ms Emily LAU <br> Chairman <br> Mr LEUNG <br> Kwok-hung <br> Administration | Discussions on when the Subcommittee should report to the <br> House Committee and the scrutiny of the two motions upon their <br> formal presentation to LegCo by the Administration. The <br> Chairman's advice that it was for the House Committee to decide <br> on the need to scrutinize the two motions upon their formal <br> presentation to LegCo. |  |

## Council Business Division 2

Legislative Council Secretariat
2 September 2010

