

**立法會**  
**Legislative Council**

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seen by the Administration)

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**Establishment Subcommittee of the Finance Committee**

**Minutes of the 8<sup>th</sup> meeting**  
**held in Conference Room 1 of Legislative Council Complex**  
**on Monday, 16 February 2015, at 8:30 am**

**Members present:**

Hon Kenneth LEUNG (Chairman)  
Hon SIN Chung-kai, SBS, JP (Deputy Chairman)  
Hon LEE Cheuk-yan  
Hon LEUNG Yiu-chung  
Hon Frederick FUNG Kin-kee, SBS, JP  
Hon WONG Ting-kwong, SBS, JP  
Hon Starry LEE Wai-king, JP  
Hon CHEUNG Kwok-che  
Hon WONG Kwok-kin, SBS  
Hon Mrs Regina IP LAU Suk-ye, GBS, JP  
Hon Alan LEONG Kah-kit, SC  
Hon LEUNG Kwok-hung  
Hon Albert CHAN Wai-yip  
Hon Claudia MO  
Hon NG Leung-sing, SBS, JP  
Hon Steven HO Chun-yin  
Hon WU Chi-wai, MH  
Hon YIU Si-wing  
Hon Gary FAN Kwok-wai  
Hon MA Fung-kwok, SBS, JP  
Hon Charles Peter MOK  
Hon CHAN Chi-chuen  
Dr Hon Kenneth CHAN Ka-lok  
Dr Hon KWOK Ka-ki  
Hon Christopher CHEUNG Wah-fung, SBS, JP

Dr Hon Fernando CHEUNG Chiu-hung  
Hon IP Kin-yuen  
Hon POON Siu-ping, BBS, MH  
Hon TANG Ka-piu, JP

**Members absent:**

Hon Albert HO Chun-yan  
Hon James TO Kun-sun  
Hon Emily LAU Wai-hing, JP  
Prof Hon Joseph LEE Kok-long, SBS, JP, PhD, RN  
Hon Ronny TONG Ka-wah, SC  
Hon Cyd HO Sau-lan, JP  
Hon Paul TSE Wai-chun, JP  
Hon KWOK Wai-keung  
Hon Dennis KWOK  
Dr Hon Helena WONG Pik-wan  
Hon Martin LIAO Cheung-kwong, SBS, JP  
Hon CHUNG Kwok-pan

**Public Officers attending:**

Ms Esther LEUNG, JP	Deputy Secretary for Financial Services and the Treasury (Treasury)1
Mr Eddie MAK Tak-wai, JP	Deputy Secretary for the Civil Service (1)
Mr Andy CHAN, JP	Deputy Secretary for Transport and Housing (Transport)2
Ms Macella LEE	Assistant Commissioner for Transport (Management and Paratransit)
Mr John LEE, PDSM, PMSM, JP	Under Secretary for Security
Mrs Millie NG	Principal Assistant Secretary for Security
Ms Irene HO	Chief Superintendent of Police Crime Wing Headquarters
Mr Francis CHAN	Senior Superintendent of Police Cyber Security and Technology Crime Bureau

**Clerk in attendance:**

Ms Connie SZETO	Chief Council Secretary (1)4
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**Staff in attendance:**

Ms Anita SIT	Assistant Secretary General 1
Mr Jason KONG	Council Secretary (1)4
Ms Alice CHEUNG	Senior Legislative Assistant (1)1
Miss Yannes HO	Legislative Assistant (1)6
Ms Clara LO	Legislative Assistant (1)8

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Action

The Chairman said that the Subcommittee would continue to deal with unfinished items carried over from the meeting on 11 February 2015. He reminded members that in accordance with Rule 83A of the Rules of Procedure ("RoP"), they should disclose the nature of any direct or indirect pecuniary interests relating to the funding proposals under discussion at the meeting before they spoke on the item. He also drew members' attention to RoP 84 on voting in case of direct pecuniary interest.

**EC(2014-15)18      Proposed creation of a supernumerary post of Administrative Officer Staff Grade C (D2) in the Transport Branch of the Transport and Housing Bureau for two years and six months from 1 April 2015 or from the date of approval by the Finance Committee to oversee and steer the Roles and Positioning Review of the Public Transport Strategy Study**

2.      The Chairman remarked that the Administration's proposal was to create a supernumerary post of Administrative Officer Staff Grade C, designated as Principal Assistant Secretary (Transport) (Public Transport Strategy Study) ("PAS(T)(PTSS)", in the Transport Branch of the Transport and Housing Bureau ("THB") for two years and six months to oversee and steer the Roles and Positioning Review ("RPR") of PTSS.

3.      The Chairman advised that, in response to members' requests at the meeting on 11 February 2015, the Administration had provided supplementary information on the proposal which was circulated to members on 13 February 2015 vide LC Paper No. ESC53/14-15.

Guiding principles and coverage of the Public Transport Strategy Study and issues to be studied under the Roles and Positioning Review

4.      Mr Albert CHAN said that he was opposed to the Administration's staffing proposal as it had decided to conduct PTSS (which comprised RPR and the Topical Study) instead of the fourth Comprehensive Transport Study

("CTS-4"). He was concerned that besides having a much restricted scope, PTSS would be based on obsolete findings of CTS-3 which was completed in 1999. Given that there had been considerable changes in the Hong Kong public transport system and services since then, such as rapid growth in the numbers of Mainland tourists and cross-boundary vehicles, commissioning of new MTR lines, increase in patronage of the railway system vis-à-vis decrease in patronage of franchised buses, surge in population in new towns, and changes in the economic situation, etc., PTSS would fail to give an updated picture on the situations of local public transport services and various related issues of public concern. He stressed that it was high time for the Administration to conduct a comprehensive review of the local transport system including railway-related issues, and hence he supported the conduct of CTS-4. Mr YIU Si-wing and Mr TANG Ka-piu considered it necessary for the Administration to take forward CTS-4 or conduct an in-depth review of CTS-3, as some 16 years had passed since completion of CTS-3 in 1999.

5. Mr LEUNG Kwok-hung and Mr LEE Cheuk-yan shared the views. They opined that since railway was a major mode of public transport in Hong Kong, it should be covered by PTSS. Mr LEE further sought explanation on the major difference between the scope of CTS-3 and PTSS. Mr Albert CHAN and Mr LEUNG also criticized the Administration for failing to consult stakeholders and Legislative Council ("LegCo") Members thoroughly before drawing up the plans for PTSS and sought clarification on the Administration's decision-making process in coming up with the proposed issues of study under RPR and the Topical Study.

6. Deputy Secretary for Transport and Housing (Transport)2 ("DS(T)2") responded that the broad directions as laid down by CTS-3, including the use of railway as the backbone of the passenger transport system, provision of better public transport services and facilities, wider use of advanced technologies in transport management, and implementation of more environmentally-friendly transport measures, remained valid. They had also been implemented through adoption of policies and measures over the years. The announcement of the Railway Development Strategy ("RDS") 2014 which mapped out the railway network up to 2031 was an example. The Administration was also examining the recommendations made by the Transport Advisory Committee in its Report on the Study of Road Traffic Congestion in Hong Kong ("TAC Report") submitted in December 2014 and would respond as appropriate. Follow-up actions had also been taken on other topics covered in CTS-3 such as traffic management and transport infrastructure under existing mechanisms. Hence, in tandem with further development of the railway network, the Administration considered it appropriate to carry out the PTSS to examine the respective roles and positioning of public transport services other than the railway. As regards the scope of PTSS, he said that the Panel on Transport ("TP Panel") had been

consulted on the work plan of PTSS as well as the proposal of creating the supernumerary post of PAS(T)(PTSS) at the meeting on 25 November 2014. An external consultant would be appointed to assist in the conduct of RPR. LegCo Members and the public would have the opportunity to give views on the topics to be covered.

7. Mr LEUNG Kwok-hung did not agree with the Administration's argument that since railway-related issues had been covered by RDS 2014, it was unnecessary to study these issues in PTSS. Mr Albert CHAN said that the Administration should review and study various railway-related and other issues under PTSS, such as the financial situation of the MTR Corporation Limited ("MTRCL"), funding of the new railway development projects, accountability of members of the Board of MTRCL, MTRCL's fare adjustment mechanism and deployment of its revenues, connections and interchange discounts between MTR and other modes of public transport, bus-bus interchange discounts, issuance of additional Lantau taxi licences, and transport connections to new towns, etc. Dr KWOK Ka-ki concurred that railway-related issues should be included in PTSS, including whether the Government should continue to grant land development rights to MTRCL, the proposal for the Government to buy back MTRCL, and provision of financial assistance to public transport trades affected by the expansion of the railway network, etc.

8. DS(T)2 responded that following the announcement of RDS 2014, there was a pressing need to conduct PTSS with a view to drawing up strategies conducive to the sustainable development of other public transport trades while maintaining multi-modal services for the public. Regarding members' concerns about the governance of MTRCL, DS(T)2 said that MTRCL was a listed company and a statutory body. The Government was its major shareholder and had encouraged it to do more in its fulfilment of its social responsibilities. As its regulator, the Administration had conducted a review of the fare adjustment mechanism of MTRCL in 2012-2013 and was planning for the next fare review in 2017-2018. The Administration had also encouraged MTRCL to continue offering fare concessions to the public. He stressed that the merger of MTRCL and the Kowloon-Canton Railway Corporation had enhanced the efficiency and quality of railway services to the public. The Administration considered that there was no urgent need to conduct a major review of the business model of MTRCL at the moment. DS(T)2 reiterated that the Administration had critically assessed the duties and manpower resources of THB and concluded that there was operational need to create the proposed supernumerary post to take forward RPR.

9. Mr WU Chi-wai opined that RPR should be conducted in line with the two major directions promulgated in CTS-2 namely, restraining private vehicle growth and giving priority to public transport for the use of road. He

asked whether these two directions would be the premises of RPR alongside the direction of using railway as the backbone of the public transport system as recommended in CTS-3. Mr LEUNG Kwok-hung also enquired if the problem of increase in private vehicles would be dealt with in PTSS.

10. DS(T)2 confirmed that the public transport-oriented policy and the principle of according priority use of the roads to public transport services would be the guiding principles for PTSS. The Administration would revise the first paragraph of Enclosure 1 to EC(2014-15)18 to reflect the above. Moreover, he explained that the Administration was studying the TAC Report and would respond when appropriate. When conducting PTSS, the Administration would explore how to further promote the priority use of roads by public transport services through implementing measures to alleviate traffic congestion having regard to the actual roads situations.

11. Dr Fernando CHEUNG opined that provision of barrier-free transport should be a guiding principle in conducting PTSS. He said that at the meeting of the Subcommittee on 11 February 2015, he had suggested removing the phrase "having regard to the actual operating situation and environment as well as long-term financial viability" from Issue no. 8 "Accessible transport facilities for people with disabilities ("PWDs")" under the Topical Study in Enclosure 2 to EC(2014-15)18. However, he was disappointed to learn that the Administration had not only retained the above phrase in the Revised Enclosure 2, but had even escalated its importance by putting it at the beginning of Revised Enclosure 2 thereby making the phrase an overriding consideration for all issues covered by the Topical Study. He strongly requested that the phrase be deleted from Enclosure 2. Moreover, he was concerned that there was no mention about "barrier-free transport" in Issue no. 8, which he considered reflected a lack of commitment of the Administration in pursuing the policy. Noting Hong Kong's ageing population and the development of new technologies enabling greater access of PWDs to public transport, Dr CHEUNG asked whether the Administration would consider covering related issues under PTSS. He also criticized the Administration for adopting a narrow view in considering the provision of barrier-free transport to PWDs and ignoring the needs of other people with mobility problem, such as the elderly and people carrying pushchairs, etc.

12. DS(T)2 responded that the Administration would take into account various factors (including the actual operating situation and environment as well as long-term financial viability) in a holistic manner to determine how best to approach the various topical issues under the Topical Study. The factors set out in the preamble of the Revised Enclosure 2 should be considered on an equal basis. They were not meant to be overriding directions. He reiterated that the Topical Study would be carried out with existing resources and was not within the scope of responsibilities of

PAS(T)(PTSS). The eight topics selected for the Topical Study were matters of greater concern to the public and the transport trades or had been given priority as they were time-sensitive. DS(T)2 emphasized that the Administration had all along been making an effort to take forward the concept of "barrier-free transport". The Administration was mindful of the ageing population. Apart from the Topical Study on provision of transport facilities for PWDs, the concept of "barrier-free transport" would be taken into account when examining the roles and positioning of public transport services in RPR. For instance, the possibility of providing wheelchair seats on public light bus ("PLB") would be considered under the topic of PLB service in RPR.

13. Ms Starry LEE said that the Democratic Alliance for the Betterment and Progress of Hong Kong supported the Administration's proposal to create the supernumerary post to take forward PTSS in order to address issues such as difficult operating environment of various public transport trades other than railway, and the problem of deteriorating service quality. She further urged the Administration to expedite implementation of the initiatives following the directions laid down by CTS-3, such as applying new technologies to minimize lost and delayed trips of franchised buses and promoting the use of bicycles as an environmental-friendly transport mode. Ms LEE also expressed concern that the proposed duration of two and a half years for the post of PAS(T)(PTSS) might be insufficient to complete the various tasks due to complexity of the issues and the large number of stakeholders involved. She enquired whether the coverage of RPR and the Topical Study would be limited to the issues set out in Enclosures 1 and 2 to EC(2014-15)18, and whether LegCo Members and the public could suggest new issues for inclusion in PTSS.

14. DS(T)2 responded that the Administration had all along been encouraging franchised bus operators to make use of information technology to enhance the bus service. Some operators had started to use real-time bus arrival information systems. In fact, this topic would be studied further under RPR, having regard to the long-term operational and financial implications for the franchised bus companies and the passenger demand for such service. As regards promotion of green transport, the Administration had been striving to provide a bicycle-friendly environment in new towns and new development areas. With reference to the issues to be covered by RPR and the Topical Study, DS(T)2 responded that major issues to be included in the two studies were set out in Enclosures 1 and 2 respectively. He reiterated that a consultant would be commissioned to assist RPR and it would invite public transport trades and the public to express views. Having considered the views received, there might be adjustment to the issues to be covered. Given that the Topical Study would be carried out with existing resources, the Administration could not commit to adding new topics within the original timeframe of two years.

15. Pointing out that provision of parking spaces was an important issue under public transport services, and that areas planned for public car parks had been decreasing in recent years, Mr YIU Si-wing enquired if PTSS would include a territory-wide review on the provision of car parks. DS(T)2 responded that the TAC Report had provided a number of recommendations on traffic management measures, including the supply of car parks. The Administration was studying the report and would respond as appropriate.

#### Coverage of the Topical Study

16. Mr Albert CHAN remarked that he had represented some trade associations in the PLB trade in pursuing with the Administration for increasing the seating capacity of PLB in exchange for more fare concessions provided to passengers. Although such a proposal was considered beneficial to passengers, the PLB trade and the Government, it was ultimately rejected by the Government. Noting that the same issue was included in the Topical Study, Mr CHAN queried when the Administration had made the decision to re-examine the proposal and whether it had conducted any public consultation on the matter. DS(T)2 said that the issue of increasing the seating capacity of PLB had been raised by some LegCo Members and the PLB trade on various occasions. Hence, the Administration had decided to examine the feasibility and desirability of the issue under the Topical Study. The Administration did not have any preconceived idea on the outcome of that study.

17. Mr SIN Chung-kai pointed out that during the LegCo debate on Mr Frankie YICK's motion urging the Administration to launch CTS-4 expeditiously, Members had opined that the Administration should study cross-boundary transportation needs for both passengers and vehicles. He queried why this issue was not included in the Topical Study. Sharing the concern, Mr LEUNG Kwok-hung opined that commissioning of new boundary control points had brought pressure to the Hong Kong public transport and road systems.

18. DS(T)2 explained that the Administration had been carrying out various transport infrastructure projects, including the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link, Hong Kong-Zhuhai-Macao Bridge and construction of new boundary control points. These projects would help cater for the future cross-boundary transportation needs. DS(T)2 added that THB would undertake PTSS in parallel with its other on-going duties in other transport areas.

19. Mr SIN Chung-kai remarked that the surge in the number of Mainland visitors and implementation of the one-year multiple-entry Individual Visit Endorsements available to Shenzhen residents had led to

anti-Mainland visitors protests in districts such as Tuen Mun and Shatin. He opined that such protests had reflected serious concern of Hong Kong people about the adverse impact on the local transport system and public transport services arising from the rapid growth in visitor and cross-boundary traffic. He was disappointed that the Topical Study had excluded such issues while less pressing issues such as school bus service, which in his views could be tackled by administrative arrangements, had been included.

20. DS(T)2 explained that RPR would explore how to enhance network efficiency through further promotion of bus route rationalization. The service of franchised buses servicing the boundary control points would be included in the study. In view of the recent significant increase in number of passengers to such bus routes servicing Tuen Mun and Yuen Long, the Administration had requested the franchised bus companies to strengthen the services to meet the increased demand. As regards the Topical Study on school bus service, DS(T)2 responded that the Administration had received complaints about inadequate school bus service at the commencement of each school year. There was a need to carefully review the arrangements for school bus service, having regard to the supply and demand of non-franchised buses ("NFBs").

21. Mr SIN Chung-kai reiterated that the rapid growth of visitors had exerted much pressure on the local public transport system. He and Mr WU Chi-wai called on the Administration to include this issue in the Topical Study. DS(T)2 said that the public transport system had flexibility in meeting the needs of passengers at different places during different periods of time. Nonetheless, passengers might need to wait longer when there was sudden surge in passenger demand for public transport at certain points in time. In response to members' concerns, the Administration would follow up on the issue when examining the long-term development of various public transport services in the course of the RPR. The Administration would also provide information to TP Panel for analysis as appropriate.

22. Ms Starry LEE remarked that school bus service was an important issue as it was an on-going concern of many parents. Nonetheless, she opined that the impact of the rapid growth of visitors on the public transport system should also be included in the Topical Study. Moreover, she was of the view that in studying the various issues included under the Topical Study, the Administration should not confine the scope to existing transport services, but should examine the sustainable development of each type of services. For instance, for ferries, the Administration should study how to promote the use of ferries by commuters in a comprehensive manner instead of just focusing on six major outlying island ferry routes. DS(T)2 explained that apart from reviewing the provision of special helping measures for six major outlying island ferry routes, RPR would also examine the role of ferries

vis-à-vis other public transport services and possible ways to maintain their long-term financial viability.

23. Mr YIU Si-wing pointed out that the problem of school bus service stemmed from the fact that an NFB could have multiple service endorsements, resulting in misallocation of resources. He enquired if the Administration would, through PTSS, consider introducing changes to the licensing conditions of some services in order to rationalize resources allocation. Mr TANG Ka-piu observed that among the NFB trades, school bus service was facing more operating difficulties as compared to other services, such as tour service; and hence, the school bus service trade had suggested increasing the seating capacity to help ease the pressure. He asked if PTSS would respond to this suggestion.

24. DS(T)2 explained that, according to the Government's policy, NFBs played a complementary role in the public transport system such as relieving heavy transport demand during peak hours and filling gaps of passenger demand which could not be met fully by regular public transport services. In response to the concerns of the trade on the supply and demand of NFBs, the Administration invited TAC to review the regulatory framework and licensing system of NFBs in 2004. The current sourcing policy was implemented with reference to the recommendations made in the review. PTSS would review the existing arrangements concerning the issue of student service endorsement having regard to the demand and supply of NFBs.

25. Mr LEE Cheuk-yan opined that the Administration should consider including in the Topical Study the study on adopting the business model of the Cross Harbour Tunnel for the operation of the island ferry services, under which the daily operation would be contracted out to service providers and the Government would set the fares and provide subsidies to the operators to ensure sustainable viability of services. DS(T)2 said that public transport services ran on commercial principles to achieve operational efficiency. The reason for providing special helping measures to six major outlying ferry routes was that they were the only means of external transport for those outlying islands. It should be noted that subsidies might impact on the operational efficiency and service quality. The Administration was conscious of the merits of different management/funding models and would consider Mr LEE's suggestion when examining the role and long-term financial viability of ferry service under the Topical Study.

#### Implementation of recommendations of the Roles and Positioning Review

26. Mr TANG Ka-piu expressed support for the Administration's proposal to create the supernumerary post as he observed that the public transport trades were facing increasingly difficult operating environment and it

was necessary for the Administration to expeditiously address the problems by conducting an in-depth analysis on the positioning of public transport services in balancing the interests of various stakeholders. He sought information about the expected deliverables of the post in the coming two and a half years and the timetable for implementing the initiatives arising from RPR.

27. DS(T)2 responded that RPR would cover all public transport services other than the railway. During the process, the consultant would invite the public transport trades and the public to express their views on various issues. If the proposed initiatives of an individual topic were considered feasible and desirable, the Administration would follow up without the need to wait for the completion of the whole RPR. In respect of the operating difficulties faced by various transport service operators, DS(T)2 said that PTSS would examine important issues of the public transport sectors to ensure the long-term and sustainable development of the trades.

28. Mr LEUNG Yiu-chung considered that enhancing communication and coordination among bureaux/departments on city planning issues and balancing the interests of various service providers were more important than conducting RPR as the expected results of some of the studies were obvious. For instance, it could be reasonably expected that the PLB trade and public would be supportive of the proposal to increase the seating capacity of PLB, while other public transport trades such as buses and taxis would be opposed to the proposal.

29. DS(T)2 said that the Administration attached great importance to inter-bureau/department coordination. Taking the planning of new housing developments as an example, he said that the Transport Department would evaluate the transport demand arising from the new developments and make suitable adjustment to the public transport services to meet the new passenger demand. He stressed that the Administration would adopt a comprehensive and forward-looking approach when conducting RPR. For instance, in reviewing the positioning of Light Rail, apart from studying the feasibility of increasing its carrying capacity, consideration would be given to the long-term public transport demand of North West New Territories and the roles played by other public transport services. In the course of the study, the Administration would take into account the delicate balance of the public transport trades as well as the availability of multi-modal choices for the public.

30. On the Administration's response about provision of public transport services for new housing developments, Mr LEUNG Yiu-chung remarked that the traffic impact assessment studies conducted by the Administration often failed to identify traffic problems and make improvement recommendations. He asked how the Administration could ensure that the policy

recommendations in PTSS would be implemented.

31. DS(T)2 responded that upon completion of RPR and the Topical Study under PTSS, the Administration would submit a consolidated report, including proposed initiatives, to LegCo. In the course of the study, the Administration would report progress to TP Panel from time to time. After the consultant had completed RPR and submitted a formal consultancy report, the Administration would release the full report to LegCo and the public. As regards Mr LEUNG's enquiry about PAS(T)(PTSS)'s role in respect of the consultancy study for RPR, DS(T)2 said that PAS(T)(PTSS) would oversee the consultancy study and supervise the work progress of the consultant. Upon completion of the consultancy study, the Administration would formulate policy proposals in light of the findings of RPR.

Motion moved by Mr Albert CHAN

32. The Chairman informed members that Mr Albert CHAN had submitted a proposed motion under paragraph 31A of the Establishment Subcommittee Procedure. At the invitation of the Chairman, Mr Albert CHAN read out the wording of the proposed motion as follows:

"本小組委員會要求當局在增設一個首長級丙級政務官職位，以開展《公共交通策略研究》下的《角色定位檢視》研究工作前，政府必須先完成第四次整體運輸研究。"

**Translation**

"That this Subcommittee requests the Administration to complete the fourth Comprehensive Transport Study before the creation of an Administrative Officer Staff Grade C post to take forward the study on the Role and Positioning Review under the Public Transport Strategy Study."

33. The Chairman ruled the proposed motion directly related to the agenda item under discussion, and put to vote the question that it be proceeded forthwith. As the request of Mr WONG Ting-kwong, the Chairman ordered a division and the division bell was rung for five minutes. The Chairman announced that 13 members voted in favour of, and eight voted against the question. The voting results of individual members were as follows –

*For*

Mr LEE Cheuk-yan  
Mr Frederick FUNG  
Mr LEUNG Kwok-hung  
Ms Claudia MO  
Mr Gary FAN  
Dr Fernando CHEUNG  
Mr IP Kin-yuen  
(13 members)

Mr LEUNG Yiu-chung  
Mr CHEUNG Kwok-che  
Mr Albert CHAN  
Mr WU Chi-wai  
Dr Kenneth CHAN  
Mr SIN Chung-kai

*Against*

Mr WONG Ting-kwong  
Mrs Regina IP  
Mr YIU Si-wing  
Mr Christopher CHEUNG  
(8 members)

Ms Starry LEE  
Mr Steven HO  
Mr MA Fung-kwok  
Mr POON Siu-ping

34. The Chairman remarked that the debate on the motion would be conducted at the next meeting on 11 March 2015.

35. The meeting ended at 10:28 am.