Bills Committee on Guangzhou-Shenzhen-Hong Kong Express Rail Link (Co-location) Bill

Background brief prepared by the Legislative Council Secretariat

Purpose

This paper provides background information on the Guangzhou-Shenzhen-Hong Kong Express Rail Link (Co-location) Bill ("the Bill"). It also summarizes the major views and concerns expressed by Members of the Legislative Council ("LegCo") on the implementation of Hong Kong and Mainland customs, immigration and quarantine ("CIQ") procedures ("the co-location arrangement") at the West Kowloon Station ("WKS") of the Hong Kong Section ("HKS") of the Guangzhou-Shenzhen-Hong Kong Express Rail Link ("XRL").

Background

Construction of HKS of XRL

2. XRL is an express rail of a total length of about 140 kilometres ("km") linking up Hong Kong with Guangzhou via Futian and Longhua in Shenzhen and Humen in Dongguan. The Mainland Section of XRL will start from the terminus at Shibi in Guangzhou and enter Hong Kong via Huanggang. HKS of XRL is an underground railway of about 26 km long, running from the boundary at Huanggang to WKS located at the north of the West Kowloon Cultural District, and between the Airport Express Kowloon Station and the West Rail Austin Station. The alignment plan of HKS of XRL is in Appendix I.

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1 West Kowloon Station was referred to as "West Kowloon Terminus" in previous government documents submitted to LegCo.
3. The Administration entered into an entrustment agreement with the MTR Corporation Limited ("MTRCL") on 26 January 2010 for the construction and commissioning of HKS of XRL project. The construction works commenced in end January 2010, and were originally targeted for completion in 2015. Over the years, the construction of HKS of XRL has been affected by cost overrun and works delays. The latest approved estimate of the project is $86.42 billion. As stated in the revised programme to complete submitted by MTRCL in June 2015, the commissioning of HKS of XRL would be delayed to the third quarter of 2018 (including a six-month contingency period).

4. Based on the Administration's latest quarterly report to the Subcommittee on Matters Relating to Railways ("the Subcommittee") under the Panel on Transport, the construction works of the HKS of XRL project were about 98.6% complete as at end December 2017. Train testing and trial runs, as well as preparation for the operation stage, are underway. The current target is to commission services in the third quarter of 2018.

Co-location arrangement

5. On 25 July 2017, the Government announced the implementation of co-location arrangement at WKS of HKS of XRL. The arrangement was endorsed by the the Chief Executive-in-Council on the same day.

6. Under the co-location arrangement, passengers will be able to complete both Hong Kong and Mainland CIQ procedures in one go at WKS. Without such arrangement, passengers might only board or alight at Mainland stations equipped with clearance facilities. With reference to the

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2 The HKS of XRL project has been undertaken under the concession approach. Under this approach, the Administration is responsible for the construction costs of the railway project whilst MTRCL is entrusted with the planning and design of the project. Upon completion of the construction, the Administration is expected to invite MTRCL to operate the railway service under a separate concession agreement.

3 The original project estimate for the construction of HKS of XRL approved by the Finance Committee ("FC") in January 2010 was $66.82 billion. In February 2016, the Administration submitted additional funding applications totalling $19.6 billion to FC to cover the cost overrun of the project. The additional funding applications were approved by FC in March 2016.
case of the Shenzhen Bay Port\(^4\), the Government of the Hong Kong Special Administrative Region ("HKSAR") and the relevant central authorities proposed adopting a "Three-step Process" to implement the co-location arrangement. According to the Administration, the three steps can be summarized as follows:

**Step One:** the Mainland and HKSAR are to reach a Co-operation Arrangement in relation to the implementation of the co-location arrangement;

**Step Two:** the Standing Committee of the National People's Congress ("NPCSC") approves and endorses the Co-operation Arrangement by making a Decision; and

**Step Three:** both sides implement the arrangement pursuant to their respective procedures. Local legislation will be necessary for the case of Hong Kong.

7. Subsequently, the Administration briefed Members on the co-location arrangement and answered Members' questions on relevant matters at a special House Committee meeting on 3 August 2017 and a joint meeting of Panel on Transport, Panel on Security and Panel on Administration of Justice and Legal Services on 8 August 2017 respectively. The Administration stressed at the meetings that the HKSAR Government and the relevant Mainland authorities had conducted detailed studies to ensure that the co-location proposal would be: (i) in compliance with the Basic Law; (ii) feasible and effective from the operational perspective; and (iii) able to manage security risk robustly. The Administration further explained that the two sides had also explored various other ideas for

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\(^{4}\) In gist, the co-location arrangement at Shenzhen Bay Port ("SBP") involved the setting up of a Hong Kong Port Area ("HKPA") within the territory of the Mainland. According to the Decision of the Standing Committee of the National People's Congress in 2006, HKSAR has been authorized to exercise jurisdiction over HKPA at SBP according to the laws of HKSAR. According to the Official Reply of the State Council in 2006, the land use right of HKPA at SBP was acquired by way of a lease signed between Hong Kong and Shenzhen under which Hong Kong has to pay an annual rental, and the land use period shall expire on 30 June 2047. Pursuant to the Shenzhen Bay Port Hong Kong Port Area Ordinance (Cap. 591) enacted on 25 April 2007, HKPA at SBP is regarded as an area lying within Hong Kong where Hong Kong laws in their entirety and jurisdiction of Hong Kong courts are applicable.

For further details, Members may wish to refer to the LegCo Brief on Shenzhen Bay Port Hong Kong Port Area Bill, and the Report of the Bills Committee formed to scrutinize the Bill, which are available at: http://www.legco.gov.hk/yr06-07/english/bc/bc55/general/bc55.htm.
implementing CIQ procedures for XRL but considered them not viable.

8. At the meeting of 15 November 2017, the Council passed a Government motion not intended to have legislative effect on taking forward the follow-up tasks of the co-location arrangement at WKS of the HKS of XRL.

9. The HKSAR Government thereafter formally commenced the "Three-step Process" by signing with the People's Government of Guangdong Province the Co-operation Arrangement between the Mainland and the HKSAR on the Establishment of the Port at WKS of the XRL for Implementing Co-location Arrangement ("Co-operation Arrangement") on 18 November 2017. The contents of the Co-operation Arrangement include the establishment of port areas, the area and jurisdiction of the Mainland Port Area ("MPA"), immigration control on travellers, liaison and coordination mechanism and emergency handling mechanism, consultation on and resolution of disputes, as well as the arrangement for amending the Co-operation Arrangement and its effective date. Venues and space within the area of MPA will be made available by HKSAR to the Mainland side for use and for exercising jurisdiction in accordance with the Co-operation Arrangement.

10. On 27 December 2017, NPCSC made a decision ("Decision") approving the Co-operation Arrangement signed on 18 November 2017 which, according to the Government, signifies the accomplishment of the second step in the "Three-step Process". The Decision and its relevant explanations, as well as the approved Co-operation Arrangement are set out in Appendix II.

11. In accordance with Step Three of the "Three-step Process", the HKSAR Government needs to commence the local legislative process pursuant to the NPCSC's Decision and the Co-operation Arrangement to implement the co-location arrangement in the HKSAR.

The Guangzhou-Shenzhen-Hong Kong Express Rail Link (Co-location) Bill


13. The Bill seeks to implement the third step of the "Three-step Process" by providing for the co-location arrangement at WKS by way of legislation.
The major provisions of the Bill are to:

(a) declare an area as the WKS MPA (Clause 4);

(b) provide that a train compartment of a passenger train in operation on the HKS of XRL is to be regarded as part of the WKS MPA (Clause 5);

(c) provide that the WKS MPA is to be regarded as an area lying outside Hong Kong but lying within the Mainland for certain purposes (Clause 6); and

(d) make supplementary provisions for certain rights and obligations and related matters and for the interpretation of certain documents in relation to rights and obligations (Clauses 7 to 8).

The details of the above legislative proposals are set out in paragraphs 9 – 30 of the LegCo Brief.

Members' major views and concerns

14. Members have expressed views and concerns at various occasions on the co-location arrangement. Their major views and concerns are summarized in the ensuing paragraphs.

15. In view of the very tight time frame before the commissioning of HKS of XRL in the third quarter of 2018, the Subcommittee members expressed pressing concerns about the progress and details of the implementation of the co-location arrangement. Some Subcommittee members were gravely worried that the co-location arrangement would have a major impact on the implementation of the Basic Law and "One country, Two systems" in Hong Kong. They repeatedly called on the Administration to expedite discussion with the Mainland authorities and put forward a concrete proposal including the implementation timetable for and details of the co-location arrangement for early discussion and scrutiny by LegCo.

16. Some other Subcommittee members pointed out that despite co-location arrangement being a controversial and complicated issue, it was not without precedents. They considered it essential to implement the co-location arrangement at WKS which was instrumental in realizing the convenience and time-saving benefits of travelling by XRL. Without the co-location arrangement, the value of XRL would be hampered.
17. At the special House Committee and joint Panel meetings mentioned in paragraph 7 above, some Members supported the co-location arrangement and expressed that the implementation of such arrangement was necessary and would bring tremendous business opportunities for various industries in Hong Kong including travel and retail sectors, thereby benefiting the economic development of Hong Kong. A motion was passed at the aforementioned Joint Panel meeting on 8 August 2017 expressing support to the implementation of co-location arrangement at WKS and urging the Government to step up its efforts in explaining the detailed operation and implementation of the co-location arrangement to the public, and continue to listen to public views on how to improve the relevant arrangements.

18. On the other hand, some other Members were deeply concerned about the legal basis and the extended application of the co-location arrangement. They opined that allowing Mainland law enforcement agencies to enforce national laws at WKS might violate the principle of "One Country, Two Systems" and the Basic Law and would undermine the rule of law in Hong Kong. In particular, they were worried that the application of Mainland laws in MPA would undermine the rights of Hong Kong residents as protected under the Basic Law. These Members also expressed dissatisfaction at the Administration's reluctance to conduct public consultation on the co-location arrangement.

19. The Administration responded that both the HKSAR Government and the relevant Mainland authorities had all along agreed that co-location arrangement should be consistent with the "One country, Two systems" policy, and should not contravene the Basic Law. Because of the deeming provision, MPA would in law be regarded as outside the territorial boundary of HKSAR, so Articles 18 and 19 of the Basic Law would not apply. The Administration disagreed with any groundless worry over the application of Mainland laws in Hong Kong. The HKSAR Government and Mainland authorities would ensure that the exercise of Mainland jurisdiction in MPA should comply with the Basic Law and for the specific purpose of implementing the co-location arrangement.

20. With regard to some Members' request to conduct public consultation on the co-location arrangement, the Administration stressed that it attached great importance to public views. It had all along listened to and duly considered the views and suggestions from different sectors of the society, including some alternative options suggested by some academics. It would also step up the publicity work to enhance public understanding of the co-location arrangement.
Latest development

21. At the House Committee meeting on 2 February 2018, Members agreed to set up a Bills Committee to scrutinize the Bill.

Relevant papers and Council questions

22. A list of relevant papers and Council questions raised by Members is set out in Appendix III.

Council Business Division 4
Legislative Council Secretariat
9 February 2018
The proposed alignment of the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link (XRL)

Source: LC Paper No. CB(1)1328/13-14(03) issued in May 2014

資料來源：於2014年5月發出的立法會CB(1)1328/13-14(03)號文件

附錄I

Appendix I

Adopted at the Thirty-first Session of the Standing Committee of the Twelfth National People’s Congress on 27 December 2017

The Standing Committee of the Twelfth National People’s Congress examined at its Thirty-first Session the motion submitted by the State Council requesting examination of the Draft Decision on Approving the Co-operation Arrangement between the Mainland and the Hong Kong Special Administrative Region on the Establishment of the Port at the West Kowloon Station of the Guangzhou-Shenzhen-Hong Kong Express Rail Link for Implementing Co-location Arrangement. In the course of its examination, the Standing Committee of the National People’s Congress has fully considered the views of relevant parties of the Hong Kong Special Administrative Region and the Mainland concerning the establishment of the port juxtaposed at the Guangzhou-Shenzhen-Hong Kong Express Rail Link and the mode of conducting clearance and inspection.

The Session is of the view that the construction of the Guangzhou-Shenzhen-Hong Kong Express Rail Link and the realization of the inter-connection and mutual access between the Hong Kong Special Administrative Region and the national high-speed rail network are conducive to promoting interactions between the people of, and economic and trade activities between, the Hong Kong Special Administrative Region and the Mainland; conducive to the deepening of mutually beneficial co-operation between the Hong Kong Special Administrative Region and the Mainland; and conducive to the Hong Kong Special Administrative Region’s further integration into the macro picture of national development. These have great significance for maintaining the long-term prosperity and stability
of the Hong Kong Special Administrative Region. To fully unleash the high-speed rail’s advantages of high speed and great efficiency, enable the vast number of passengers to fully enjoy fast and convenient service, and ensure the transport, economic and social benefits and efficiency of the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link, it is necessary to implement co-location arrangement at the West Kowloon Station of the Guangzhou-Shenzhen-Hong Kong Express Rail Link in the Hong Kong Special Administrative Region (“West Kowloon Station”) and to establish the Mainland Port Area for the specific purpose of conducting clearance and inspection on high-speed rail passengers and their personal belongings and luggage.

The Session is of the view that the Co-operation Arrangement is consistent with the principle of “one country, two systems” and is consistent with the Constitution and the Basic Law of the Hong Kong Special Administrative Region. Pursuant to the Constitution, the Basic Law of the Hong Kong Special Administrative Region authorizes the Hong Kong Special Administrative Region to exercise a high degree of autonomy, including implementing a separate immigration controls system etc. The making of an appropriate arrangement through consultation on issues relating to the establishment of a port at the West Kowloon Station and the implementation of co-location arrangement thereat by the Government of the Hong Kong Special Administrative Region with the relevant parties of the Mainland is a clear demonstration of the exercise of a high degree of autonomy by the Hong Kong Special Administrative Region in accordance with law. The establishment of the Mainland Port Area at the West Kowloon Station does not alter the boundary of the administrative division of the Hong Kong Special Administrative Region, does not affect the high degree of autonomy enjoyed by the Hong Kong Special Administrative Region in accordance with law, and does not undermine the rights and freedoms enjoyed by the residents of the Hong Kong Special Administrative Region in accordance with law. Out of the need to implement co-location arrangement at the West Kowloon Station, it is appropriate that the Co-operation Arrangement makes provisions for the delineation of jurisdiction (including jurisdiction of the courts) and the application of laws of the Mainland and the Hong Kong Special Administrative Region and expressly provides for the West Kowloon Station Mainland Port Area to be regarded as being situated in the Mainland. The authorities stationed by the Mainland at the West Kowloon Station Mainland
Port Area will perform their duties and functions in accordance with the laws of the Mainland, strictly confined to the Mainland Port Area. This is different from the application of national laws in the entire Hong Kong Special Administrative Region under Article 18 of the Basic Law of the Hong Kong Special Administrative Region. The acquisition of the right to use the areas of the West Kowloon Station Mainland Port Area, the duration and the fees will be provided for in a contract to be entered into by the Government of the Hong Kong Special Administrative Region and the relevant Mainland authorities, and this is consistent with the provisions of Article 7 of the Basic Law of the Hong Kong Special Administrative Region regarding the ownership of the land of the Hong Kong Special Administrative Region and the management of its uses. The implementation of co-location arrangement at the West Kowloon Station is consistent with the requirements of the Basic Law of the Hong Kong Special Administrative Region that the Government of the Hong Kong Special Administrative Region should formulate appropriate policies to promote and co-ordinate the development of various trades and provide an appropriate economic and legal environment for promoting economic developments etc., and is consistent with the fundamental purposes of the “one country, two systems” principle and of the Basic Law of the Hong Kong Special Administrative Region.

Pursuant to the Constitution of the People’s Republic of China and the Basic Law of the Hong Kong Special Administrative Region of the People’s Republic of China, the Standing Committee of the National People’s Congress decides as follows:

1. The Co-operation Arrangement signed by the People’s Government of Guangdong Province and the Government of the Hong Kong Special Administrative Region on 18 November 2017 is hereby approved, and it is also hereby confirmed that the Co-operation Arrangement is consistent with the Constitution and the Basic Law of the Hong Kong Special Administrative Region.

The Hong Kong Special Administrative Region should enact legislation to ensure the implementation of the Co-operation Arrangement.

2. The establishment of the West Kowloon Station Mainland Port Area and its specific area are to be approved by the State Council.
The Mainland will exercise jurisdiction over the West Kowloon Station Mainland Port Area in accordance with the laws of the Mainland and the Co-operation Arrangement with effect from its commissioning date, and will station immigration inspection authority, customs authority, inspection and quarantine authority, integrated port administration authority and railway police authority thereat to perform duties and functions in accordance with law. The above-mentioned authorities and their personnel shall not enforce the law in any area outside the West Kowloon Station Mainland Port Area.

3. After the commissioning of the West Kowloon Station Port, any amendment to the Co-operation Arrangement shall be approved by the State Council and shall be reported to the Standing Committee of the National People’s Congress for record.

On 22 December 2017 at the Thirty-first Session of the Standing Committee of the Twelfth National People’s Congress

Zhang Xiaoming
Director of the Hong Kong and Macao Affairs Office of the State Council

Chairman, Vice-Chairmen, Secretary-General, Members:

On the instruction of the State Council, I hereby provide the following Explanations on the Draft Decision on Approving the Co-operation Arrangement between the Mainland and the Hong Kong Special Administrative Region on the Establishment of the Port at the West Kowloon Station of the Guangzhou-Shenzhen-Hong Kong Express Rail Link for Implementing Co-location Arrangement:

1. General background

The Guangzhou-Shenzhen-Hong Kong Express Rail Link is a key co-operation initiative on the construction of major infrastructure project between the Mainland and the Hong Kong Special Administrative Region. In this regard, the Hong Kong Section, the construction of which is funded by the Government of the Hong Kong Special Administrative Region, will complete construction and be commissioned in the third quarter of 2018. In order to realize the inter-connection and mutual access between the Hong Kong Special Administrative Region and the national high-speed rail network and ensure the maximization of the transport, economic and social benefits and efficiency of the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link, having studied the matter repeatedly and having made reference to the previous case model where Mainland Port Area and
Hong Kong Port Area are established at the Shenzhen Bay in Guangdong Province and co-location arrangement is implemented thereat, the relevant departments of the Central Authorities, the People’s Government of Guangdong Province and the Government of the Hong Kong Special Administrative Region have come to the unanimous view that establishing a port at the West Kowloon Station of the Guangzhou-Shenzhen-Hong Kong Express Rail Link in the Hong Kong Special Administrative Region (“West Kowloon Station”) and implementing co-location arrangement thereat would be the best option. The key contents of that option are: the establishment of a port at the West Kowloon Station, comprising the Hong Kong Port Area and the Mainland Port Area, whereby both sides will, in accordance with their respective laws, exercise exit and entry regulation, including immigration inspection, customs regulation, and inspection and quarantine measures etc., on persons travelling between the Mainland and the Hong Kong Special Administrative Region by high-speed rail, as well as their personal belongings and luggage. Since the implementation of co-location arrangement at the West Kowloon Station involves the establishment of the Mainland Port Area within the Hong Kong Special Administrative Region as well as the delineation of jurisdiction (including jurisdiction of the courts) and the application of laws of the Mainland and the Hong Kong Special Administrative Region, it is necessary to expressly confirm the corresponding legal basis and the specific implementation methods pursuant to the Basic Law of the Hong Kong Special Administrative Region of the People’s Republic of China. The relevant departments of the Central Authorities and the Government of the Hong Kong Special Administrative Region, having studied the matter in depth, have agreed to adopt the “Three-step Process” for the relevant arrangement, namely: Step One, the Mainland and the Hong Kong Special Administrative Region to sign the Co-operation Arrangement between the Mainland and the Hong Kong Special Administrative Region on the Establishment of the Port at the West Kowloon Station of the Guangzhou-Shenzhen-Hong Kong Express Rail Link for Implementing Co-location Arrangement (“Co-operation Arrangement”); Step Two, the State Council to submit the Co-operation Arrangement to the Standing Committee of the National People’s Congress for approval; Step Three, both sides to implement the Co-operation Arrangement through their respective legal procedures. On 18 November 2017, with the authorization of the State Council, Ma Xingrui, the Governor of the People’s Government of Guangdong Province representing the Mainland, formally signed the
Co-operation Arrangement with Lam Cheng Yuet-ngor, the Chief Executive of the Hong Kong Special Administrative Region, thereby completing Step One of the “Three-step Process”.

2. Key contents of the Co-operation Arrangement

The Co-operation Arrangement has a total of 5 chapters, 17 articles in the main body and 1 annex, and its key contents include the following:

First, it provides for matters relating to the establishment of the port. It expressly provides for the establishment of the Hong Kong Port Area and the Mainland Port Area at the West Kowloon Station and the implementation of co-location arrangement thereat; it sets out the area of the Mainland Port Area and expressly provides that the train compartments of trains in operation on the Guangzhou-Shenzhen-Hong Kong Express Rail Link within the Hong Kong Special Administrative Region are also regarded as part of the Mainland Port Area; it expressly provides that the acquisition of the right to use the areas of the Mainland Port Area, the duration and the fees etc. will be provided for in a contract to be entered into by the two sides.

Second, it provides for the jurisdiction over the Mainland Port Area. It expressly provides that, except for matters under the jurisdiction of the Hong Kong Special Administrative Region, the Mainland will exercise jurisdiction in accordance with the laws of the Mainland over all other matters including the regulation of exit and entry of personnel and items, and public order within the Mainland Port Area etc., and it expressly provides that the Mainland Port Area will be regarded as “being situated in the Mainland”. The Mainland will station immigration inspection authority, customs authority, inspection and quarantine authority, integrated port administration authority and railway police authority to perform duties and functions in accordance with law. Matters under the jurisdiction of the Hong Kong Special Administrative Region mainly concern the operation and management of the West Kowloon Station and the Hong Kong Section of the Express Rail Link, which include six categories of matters such as the performance of duties and functions or matters related to the performance of duties and functions by personnel of the Hong Kong Special Administrative Region; matters relating to the standards of, and the duties, responsibilities and liabilities concerning, the construction, insurance and design, repair and maintenance of buildings...
and structures and related facilities at the West Kowloon Station; matters relating to the management and monitoring of the operational safety of the railway system of the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link, as well as matters relating to environmental regulation and control etc. The Hong Kong Special Administrative Region is also responsible for the management of the railway transport service at the West Kowloon Station, and should implement, as expressly stated, a passenger real-name ticket sales system and conduct inspection and security checks on passengers.

Third, it makes provisions for liaison and coordination mechanism and mechanism for handling emergencies. Both sides agree to set up a port liaison and coordination mechanism, a mechanism for handling emergencies and a liaison officer system, regularly arrange joint drill exercises and jointly formulate and sign a collaborative implementation plan for the operation and management of the West Kowloon Station Port. It expressly sets out the principles relating to the conduct of activities and the handling of relevant matters, including sudden or emergency incidents, by both sides in the Mainland Port Area.

Fourth, it provides for dispute resolution as well as other relevant matters such as amendment and coming into effect of the Co-operation Arrangement. The Co-operation Arrangement provides, “This Co-operation Arrangement will come into effect after it has been reported to the Central People’s Government and submitted to and approved by the Standing Committee of the National People’s Congress”, “If this Co-operation Arrangement needs to be amended as a result of any change in the conditions of operation or regulation of the West Kowloon Station Port or for any other reason, the two sides must, after consultation and reaching consensus, sign a written document and submit it to the Central People’s Government for approval”.

The annex to the Co-operation Arrangement includes schematic diagrams of B2 Arrival Level of the West Kowloon Station, B3 Departure Level of the West Kowloon Station and B4 Platform Level of the West Kowloon Station.
3. On the reasons for submitting the Co-operation Arrangement to the Standing Committee of the National People’s Congress for examination and approval

The implementation of co-location arrangement at the West Kowloon Station is a new situation encountered in the course of implementing “one country, two systems”. Since it involves the establishment of the Mainland Port Area within the Hong Kong Special Administrative Region as well as the delineation of jurisdiction (including jurisdiction of the courts) and the application of laws of the Mainland and the Hong Kong Special Administrative Region, providing for the Co-operation Arrangement to be examined and approved by the Standing Committee of the National People’s Congress and for it to expressly state that the Co-operation Arrangement is consistent with the principle of “one country, two systems” and is consistent with the Constitution and the Basic Law of the Hong Kong Special Administrative Region, pursuant to the provisions of the Constitution of the People’s Republic of China (“Constitution”) and the Basic Law of the Hong Kong Special Administrative Region concerning the status, powers and functions of the Standing Committee of the National People’s Congress, can provide further constitutional legal basis for establishing a port at the West Kowloon Station for implementing co-location arrangement thereat, and provide the legal basis for the State Council to grant approval for the Mainland to establish a port at the West Kowloon Station and station authorities thereat to perform duties and functions in accordance with law.

For this purpose, the Hong Kong and Macao Affairs Office of the State Council, together with the relevant departments of the Central Authorities, have drafted the Draft Decision on Approving the Co-operation Arrangement between the Mainland and the Hong Kong Special Administrative Region on the Establishment of the Port at the West Kowloon Station of the Guangzhou-Shenzhen-Hong Kong Express Rail Link for Implementing Co-location Arrangement submitted to the Standing Committee of the National People’s Congress for examination (“Draft Decision”). The Draft Decision has been endorsed by the State Council.

4. Relationship between the Co-operation Arrangement and the relevant provisions of the Basic Law of the Hong Kong Special Administrative Region
In view of the fact that the Hong Kong community is relatively more concerned about the relationship between the Co-operation Arrangement and the relevant provisions of the Basic Law of the Hong Kong Special Administrative Region, I hereby also address this in the following Explanations.

(1) Source of power for the signing of the Co-operation Arrangement between the Hong Kong Special Administrative Region and the Mainland. The making of an appropriate arrangement through consultation on issues relating to the establishment of a port at the West Kowloon Station and the implementation of co-location arrangement thereat by the Government of the Hong Kong Special Administrative Region with the relevant parties of the Mainland, does not alter the boundary of the administrative division of the Hong Kong Special Administrative Region, does not affect the high degree of autonomy enjoyed by the Hong Kong Special Administrative Region in accordance with law, and does not undermine the rights and freedoms enjoyed by the residents of the Hong Kong Special Administrative Region in accordance with law; and is consistent with the provisions of the Basic Law of the Hong Kong Special Administrative Region. Pursuant to the Constitution, the Basic Law of the Hong Kong Special Administrative Region authorizes the Hong Kong Special Administrative Region to exercise a high degree of autonomy (Article 2), and implement a separate immigration controls system (Article 22(4) and Article 154(2)), and authorizes the Government of the Hong Kong Special Administrative Region to enjoy powers to manage the land within the Hong Kong Special Administrative Region (Article 7), provide an economic and legal environment for encouraging investments, technological progress and the development of new industries (Article 118) and formulate appropriate policies to promote and co-ordinate the development of various trades (Article 119) etc. Therefore, the establishment of a port within the Hong Kong Special Administrative Region and the implementation of co-location arrangement thereat reflects the exercise of the relevant powers stipulated by the Basic Law of the Hong Kong Special Administrative Region, and provides the legal basis for the Hong Kong Special Administrative Region to consult on and sign the Co-operation Arrangement with the Mainland. That is to say, the high degree of autonomy enjoyed by the Hong Kong Special Administrative Region in accordance with law is the source of power for it to
make the above-mentioned co-location arrangement with the Mainland.

(2) Relationship with the provisions concerning the application of national laws in the Hong Kong Special Administrative Region. Article 18 of the Basic Law of the Hong Kong Special Administrative Region stipulates, “National laws shall not be applied in the Hong Kong Special Administrative Region except for those listed in Annex III to this Law”, “Laws listed in Annex III to this Law shall be confined to those relating to defence and foreign affairs as well as other matters outside the limits of autonomy of the Region as specified by this Law”. What that Article stipulates is the extension and application of national laws in the entire Hong Kong Special Administrative Region, including the relevant subject areas and the route through which they become applicable. Specifically, the area of application of the relevant national laws stipulated in that Article is the entire Hong Kong Special Administrative Region. They are mainly implemented by the Hong Kong Special Administrative Region and they are applicable to all persons in the Hong Kong Special Administrative Region. On the other hand, as regards the application of national laws in the West Kowloon Station Mainland Port Area, their area of application is only confined to the Mainland Port Area. They are implemented by the relevant Mainland authorities and they are mainly applicable to high-speed rail passengers present in the Mainland Port Area. This situation is different from the case of application of national laws in the Hong Kong Special Administrative Region under Article 18 of the Basic Law of the Hong Kong Special Administrative Region, thus there is no question of the provisions of Article 18 of the Basic Law of the Hong Kong Special Administrative Region being contravened. The Co-operation Arrangement further expressly provides that for the purposes of the application of the laws of the Mainland and the delineation of jurisdiction, the West Kowloon Station Mainland Port Area will be regarded as “being situated in the Mainland”. Upon approval by the Standing Committee of the National People’s Congress through the making of a decision, the Co-operation Arrangement can provide full and sufficient legal basis for the application of national laws only in the West Kowloon Station Mainland Port Area.

(3) Relationship with provisions concerning the authorization by the Standing Committee of the National People’s Congress. Article 20 of the Basic Law of the Hong Kong Special Administrative Region stipulates, “The
Hong Kong Special Administrative Region may enjoy other powers granted to it by the National People’s Congress, the Standing Committee of the National People’s Congress or the Central People’s Government”. There have been suggestions that the Standing Committee of the National People’s Congress may rely on this provision to authorize the establishment of a port at the West Kowloon Station and implementation of co-location arrangement thereat. We are of the view that the legal issues concerning the Co-operation Arrangement are relatively complex and that legal issues at different levels need to be resolved through the “Three-step Process”. In this regard, the Standing Committee of the National People’s Congress needs to confirm that it is consistent with the Constitution and the Basic Law of the Hong Kong Special Administrative Region for the Hong Kong Special Administrative Region, pursuant to the high degree of autonomy enjoyed by it, to consult on and sign the Co-operation Arrangement with the Mainland. It also needs to authorize the Mainland to establish the Mainland Port Area at the West Kowloon Station and station authorities thereat to perform duties and functions in accordance with the laws of the Mainland. Adopting the approach of making an approval decision would be more appropriate.

5. The examination opinion of the State Council

After examination, the State Council is of the view that the implementation of co-location arrangement at the West Kowloon Station is conducive to realizing the inter-connection and mutual access between the Hong Kong Special Administrative Region and the national high-speed rail network as well as the maximization of the transport, economic and social benefits and efficiency of the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link; conducive to promoting interactions between the people of, and economic and trade activities between, the Hong Kong Special Administrative Region and the Mainland; conducive to the deepening of mutually beneficial co-operation between the Hong Kong Special Administrative Region and the Mainland; and conducive to the Hong Kong Special Administrative Region’s further integration into the macro picture of national development. These have great significance for maintaining the long-term prosperity and stability of the Hong Kong Special Administrative Region. The Co-operation Arrangement has fully considered the concerns of relevant parties of the Mainland and the Hong Kong Special Administrative Region, is consistent
with the principle of “one country, two systems”, is consistent with the Constitution and the Basic Law of the Hong Kong Special Administrative Region, accommodates the actual need for establishing a port at the West Kowloon Station, and can ensure the safe, smooth and effective operation and management of the Mainland Port Area.

You are kindly requested to examine whether the Draft Decision on Approving the Co-operation Arrangement between the Mainland and the Hong Kong Special Administrative Region on the Establishment of the Port at the West Kowloon Station of the Guangzhou-Shenzhen-Hong Kong Express Rail Link for Implementing Co-location Arrangement and the above Explanations are in order.

To realize the inter-connection and mutual access of high-speed rail transport facilities between the Hong Kong Special Administrative Region (“HKSAR”) and the Mainland, promote exchanges between the people of as well as economic and trade interactions between the two places, foster the realization of complementary advantages and collaborative development of the two economies, and fully unleash the benefits and efficiency of the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link, the Mainland and the HKSAR, after consultation, have reached the following arrangement for the establishment of a port at the West Kowloon Station of the Guangzhou-Shenzhen-Hong Kong Express Rail Link for implementing co-location arrangement:

Chapter 1 Establishment of Port

Article 1 Both sides agree to establish a port at the West Kowloon Station of the HKSAR to implement co-location arrangement whereby both sides will, in accordance with their respective laws, exercise exit and entry regulation, including immigration inspection, customs regulation, and inspection and quarantine measures etc., on departing and arriving persons travelling between the Mainland and the HKSAR, as well as their personal belongings and luggage.

The West Kowloon Station Port comprises the Hong Kong Port Area and the Mainland Port Area. The Hong Kong Port Area is to be established by the HKSAR and be subject to its jurisdiction in accordance with the laws of the HKSAR and managed as a cross-boundary restricted area. The Mainland Port Area is to be established by the Mainland and be subject to its jurisdiction in accordance with this Co-operation Arrangement and the laws of the Mainland, and the port administration system is to be implemented thereat.
Article 2  The Mainland Port Area comprises the designated areas on B2 and B3 levels, the platform areas on B4 level as well as the relevant connecting passageways at the West Kowloon Station, and includes the Mainland Clearance Area and back office, the waiting hall for departing passengers, station platforms and the connecting passageways and escalators. Details of the area of the Mainland Port Area are set out in the Annex.

The train compartments of trains in operation on the Guangzhou-Shenzhen-Hong Kong Express Rail Link within the HKSAR (including trains which are in motion, stationary and during embarkation or disembarkation) are also regarded as part of the Mainland Port Area.

Save for the above-mentioned areas and high-speed rail train compartments which are included in the Mainland Port Area, all other operating areas and facilities of the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link (including the Shek Kong Stabling Sidings, railway tracks and tunnels) do not form part of the Mainland Port Area.

The Mainland Port Area will be made available by the HKSAR to the Mainland for use and for exercising jurisdiction in accordance with this Co-operation Arrangement. The acquisition of the right to use the areas of the Mainland Port Area, the duration and the fees (including the fees for repairs and maintenance of relevant buildings and structures and related facilities in the Mainland Port Area) etc. will be provided for in a contract to be entered into by the two sides.

Article 3  The establishment of the Mainland Port Area does not affect construction rights, rights relating to the performance of construction work, service concession, operation as well as regulation of the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link; nor does it affect the rights and benefits regarding assets (including relevant lands as well as movable or immovable assets on these lands) and facilities pertaining to the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link. The HKSAR will continue to handle these matters in accordance with the laws of the HKSAR and exercise jurisdiction over these matters in accordance with this Co-operation Arrangement.
Chapter 2   Delineation of Jurisdiction over the Mainland Port Area

Division One – Matters under the Jurisdiction of the Mainland

Article 4   With effect from the date of commissioning of the Mainland Port Area, except for the matters provided for in Article 3 and Article 7 of this Co-operation Arrangement, the Mainland will exercise jurisdiction (including jurisdiction of the courts) over the Mainland Port Area in accordance with this Co-operation Arrangement and the laws of the Mainland.

In handling those matters which are subject to the jurisdiction of the Mainland as set out in the preceding paragraph, for the purposes of the application of the laws of the Mainland and the laws of the HKSAR and the delineation of jurisdiction (including jurisdiction of the courts), the Mainland Port Area will be regarded as being situated in the Mainland.

Article 5   Mainland immigration inspection authority, customs authority and inspection and quarantine authority will apply regulation in respect of cross-boundary transport vehicles to the trains, and perform relevant immigration inspection, customs regulation and inspection and quarantine procedures in the Mainland Port Area.

Article 6   Immigration inspection authority, customs authority, inspection and quarantine authority, integrated port administration authority and railway police authority stationed by the Mainland (“Mainland Authorities Stationed at the Mainland Port Area”) will perform duties and functions in the Mainland Port Area in accordance with the laws of the Mainland. They shall not enter any area outside the Mainland Port Area to enforce the law, and have no law enforcement powers outside the Mainland Port Area.

Division Two – Matters under the Jurisdiction of the HKSAR

Article 7   The HKSAR exercises jurisdiction (including jurisdiction of the courts) over the following matters in accordance with the laws of the HKSAR:
1. the performance of duties and functions or matters related to the performance of duties and functions by designated personnel, i.e. holders of valid permit issued by the HKSAR Government or the Hong Kong operator of the Guangzhou-Shenzhen-Hong Kong Express Rail Link who enter the Mainland Port Area or pass through the Mainland Port Area to other places within the West Kowloon Station to carry out duties and functions. Save as stated above, these personnel should comply with the laws of the Mainland inside the Mainland Port Area and be subject to regulation by the Mainland Authorities Stationed at the Mainland Port Area;

2. matters relating to the standards of, and the duties, responsibilities and liabilities concerning, the construction, insurance and design, repair and maintenance of buildings and structures and related facilities (including fire safety; storage facilities of dangerous goods; lifts; escalators; plumbing installations; installations relating to waste and wastewaters; public address systems; ventilation; electricity and energy efficiency etc.), other than facilities and equipments provided by the Mainland Authorities Stationed at the Mainland Port Area themselves or exclusively used by them in carrying out duties and functions pursuant to this Co-operation Arrangement;

3. matters relating to the carrying on of business, related insurance and tax affairs of the Hong Kong operator of the Guangzhou-Shenzhen-Hong Kong Express Rail Link and service provider(s), as well as the tax affairs and employment-related obligations, rights and benefits, protection and insurance of their staff members. Service provider(s) referred to above does not include a provider of services to the Mainland Authorities Stationed at the Mainland Port Area or to the Mainland operator of the Guangzhou-Shenzhen-Hong Kong Express Rail Link, where such service provider does not carry on business in any area of the HKSAR outside the Mainland Port Area;

4. matters relating to the regulation and monitoring of the operational safety of the railway system of the Hong Kong
Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link, as well as matters relating to environmental regulation and control;

5. unless the parties by agreement indicate otherwise (whether such agreement is made in writing, orally or by conduct), matters pertaining to the contractual or other legal relationships of a civil nature among the following bodies or individuals in the Mainland Port Area: the Hong Kong operator of the Guangzhou-Shenzhen-Hong Kong Express Rail Link, contractor(s) of construction works of the West Kowloon Station, material or service provider(s), staff member(s) of the above bodies, and passenger(s) of the Guangzhou-Shenzhen-Hong Kong Express Rail Link;

6. matters under the responsibility of the Hong Kong operator of the Guangzhou-Shenzhen-Hong Kong Express Rail Link as provided for in the Guangzhou-Shenzhen-Hong Kong Express Rail Link Operating Co-operation Agreement (including any subsequent amendment or supplementary agreement thereto) made between the Hong Kong operator and the Mainland operator of the Guangzhou-Shenzhen-Hong Kong Express Rail Link.

**Article 8** The HKSAR is responsible for the management of the railway transport service at the West Kowloon Station. The relevant Mainland and HKSAR bodies are to separately agree on the management system of the railway transport service after consultation, which should include the following:

1. the HKSAR is to implement a passenger real-name ticket sales system and conduct real-name inspection on high-speed rail passengers (including the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link);

2. the HKSAR is to perform security checks on high-speed rail passengers who enter the West Kowloon Station for departure from the HKSAR.
Chapter 3  Exit and Entry Regulation of Passengers of the Hong Kong Section of the Express Rail Link

Article 9  Passengers bound for the HKSAR, before leaving the Mainland Port Area, are to be regarded as being present in the Mainland and be subject to exit regulation by the Mainland immigration inspection authority, customs authority and inspection and quarantine authority in accordance with the laws of the Mainland. If they comply with the laws of the Mainland, they will be permitted to leave the Mainland in accordance with law. If they contravene the laws of the Mainland, the said Mainland authorities will take corresponding legal measures according to the actual circumstances of the case and in accordance with law.

Article 10  Passengers bound for the Mainland, upon entering the Mainland Port Area, are to be regarded as being present in the Mainland and be subject to entry regulation by the Mainland immigration inspection authority, customs authority and inspection and quarantine authority in accordance with the laws of the Mainland. If they comply with the laws of the Mainland, they will be permitted to enter the Mainland in accordance with law. If they contravene the laws of the Mainland, the said Mainland authorities will take corresponding legal measures according to the actual circumstances of the case and in accordance with law.

Chapter 4  Liaison and Coordination Mechanism and Mechanism for Handling Emergencies

Article 11  Both sides agree to set up a port liaison and coordination mechanism to enhance communication and co-operation in the areas of clearance coordination, joint combat against smuggling, upholding law and order, fire safety, as well as counter-terrorism and anti-riot measures etc., to ensure the safe, smooth and efficient operation of the Mainland Port Area and its effective regulation.

Article 12  Both sides agree to set up a mechanism for handling emergencies and to draw up emergency plans together to assist the Mainland in handling sudden or emergency incidents which may occur in the Mainland
Port Area in the course of operation, including sudden occurrences of public health incidents, major water and electricity supply incidents, terrorist attacks, fire incidents, incidents of serious violence, hazardous chemicals or explosives incidents, outbreak of communicable diseases, nuclear, biological and chemical incidents, outbreak of animal or plant diseases, abnormalities in train operations etc. Both sides also agree to put in place a liaison officer system for the above purposes and to communicate and regularly arrange joint drill exercises.

At the request of the Mainland Authorities Stationed at the Mainland Port Area and with their authorization, relevant HKSAR personnel may assist in conducting relevant activities in the Mainland Port Area for the purposes of rendering assistance in handling sudden or emergency incidents. They enjoy the protection, exemptions and immunities which they would have enjoyed if they had been subject to the laws of the HKSAR, as well as the protection, exemptions and immunities pursuant to the laws of the Mainland.

Article 13 Both sides agree to formulate and sign a collaborative implementation plan for the operation and management of the West Kowloon Station Port in accordance with the principles established under this Co-operation Arrangement. The plan will prescribe the details of their collaboration in the operation and management of the West Kowloon Station Port.

Article 14 Both sides agree that in conducting any activity and in handling relevant matters in the Mainland Port Area, reasonable care will be exercised in accordance with the principles laid down in this Co-operation Arrangement and any other relevant agreement, so as to ensure the safety of persons and property in the Mainland Port Area. If one side breaches this requirement resulting in damage or loss to the other side, the former is to assume responsibility, including making reasonable compensation, and to make appropriate arrangements through consultations.

Chapter 5 Supplementary Provisions

Article 15 Both sides agree to resolve the disputes arising in the course of
the implementation of this Co-operation Arrangement through consultations, in the spirit of mutual co-operation, mutual support as well as mutual understanding.

**Article 16** Matters which are not fully addressed in this Co-operation Arrangement may be expressly provided for by means of supplementary agreement(s) to be signed between the two sides after consultation and reaching consensus.

If this Co-operation Arrangement needs to be amended as a result of any change in the conditions of operation or regulation of the West Kowloon Station Port or for any other reason, the two sides must, after consultation and reaching consensus, sign a written document and submit it to the Central People’s Government for approval.

**Article 17** This Co-operation Arrangement will be reported to the Central People’s Government for submission to the Standing Committee of the National People’s Congress, and will come into effect upon approval by the latter. Thereafter, this Co-operation Arrangement is to be implemented by the relevant Mainland authorities and the HKSAR pursuant to their respective legal procedures (which, in the case of the HKSAR, include the enactment of local legislation).

This Co-operation Arrangement is signed on 18 November 2017 in Hong Kong in 8 originals, with each side holding 4 originals.

**Signatory of the Mainland:** MA Xingrui

**Signatory of the HKSAR:** Carrie LAM

(Governor of Guangdong Province) (Chief Executive of the HKSAR)
Annex

B2 Arrival Level of the West Kowloon Station

The area of the Mainland Port Area and other information in this Annex are for illustrative purposes only. The relevant details will ultimately be determined in accordance with the relevant decision of the Standing Committee of the National People’s Congress.

Note:
Upon operation of the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link, additional platforms may need to be commissioned in the West Kowloon Station to accommodate more train services. The reserved area refers to the parts on B2 Arrival Level which will be added accordingly.
B3 Departure Level of the West Kowloon Station

Note:
Upon operation of the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link, additional platforms may need to be commissioned in the West Kowloon Station to accommodate more train services. The reserved area refers to the parts on B3 Departure Level which will be added accordingly.
B4 Platform Level of the West Kowloon Station

Platforms
Reserved area
Other areas of the station
Back-up passageways and sites for platforms
Tracks
Boundary of Mainland Port Area
Escalators from B4 to B2
Escalators from B3 to B4
Lifts

Note:
Upon operation of the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link, additional platforms may need to be commissioned in the West Kowloon Station to accommodate more train services. The reserved area refers to the positions of the additional platforms.
## List of relevant papers

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<td><a href="http://sobfle02.legco.hksar/sharedoc/r&amp;d/Land_and_asset_holding_arrangements_for_the_Hong_Kong_Section_of_the_Guangzhou-Shenzhen-Hong_Kong_Express_Rail_Link-e.pdf">Link</a></td>
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Council Business Division 4  
Legislative Council Secretariat  
9 February 2018