

立法會
Legislative Council

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Panel on Home Affairs

**Updated background brief prepared by the Legislative Council Secretariat
for the meeting on 9 December 2019**

Sports development in Hong Kong

Purpose

This paper summarizes the past discussion of the Panel on Home Affairs ("the Panel") on issues relating to the sports development in Hong Kong since the Fifth Legislative Council ("LegCo").

Background

2. The Government has promoted the development of sports in Hong Kong through a three-pronged approach: to promote sports for all, to support elite sports and to maintain Hong Kong as a centre for major sports events. The Home Affairs Bureau ("HAB") works in consultation with the Sports Commission ("SC") and its three Committees, namely the Community Sports Committee ("CSC"), the Elite Sports Committee ("ESC") and the Major Sports Events Committee ("MSEC"), on policy, planning and related measures to develop and promote community sport, elite sport and major sports events respectively.¹ The Leisure and Cultural Services Department ("LCSD") is responsible for planning and managing sports and recreation facilities, promoting sport in the community, and providing funding support to the

¹ In April 2001, HAB established a Sports Policy Review Team ("the Review Team") to conduct a comprehensive review of the Government's sports policy. In May 2002, the Review Team published a report entitled "Towards a More Sporting Future" outlining the direction for future sports policy. Following up on the recommendations set out in the Report, the Government announced its decision in July 2003 to establish a new administrative structure for sports development. Under the new structure, the then Hong Kong Sports Development Board ("SDB") was dissolved in June 2004; the Hong Kong Sports Institute was re-constituted to become an incorporated body in October 2004 to undertake matters pertaining to high performance sports training formerly under the auspices of SDB; and a new Sports Commission under the chairmanship of the Secretary for Home Affairs was established in January 2005 to advise the Government on the policies, strategies and implementation framework for sports development and the provision of funding and resources in support of sports development.

relevant sports organizations in line with the established policy. HAB also collaborates closely with stakeholders in the sports sector, including the Sports Federation & Olympic Committee of Hong Kong, China ("SF&OC"), the Hong Kong Sports Institute ("HKSI"), "national sports associations" ("NSAs") and other sports organizations in promoting sports development in Hong Kong.

Hong Kong Sports Institute and Elite Athletes Development Fund

3. HKSI is the delivery agent of the Government's elite sports training system and is responsible for delivering services to support Hong Kong's top athletes and works in close collaboration with SF&OC and NSAs. HKSI commenced a major redevelopment project in March 2009 to upgrade its training facilities for elite athletes of Hong Kong. The redevelopment of HKSI was completed in 2014.

4. In his 2011-2012 Budget, the then Financial Secretary proposed to set up a \$7 billion Elite Athletes Development Fund ("EADF"). The investment return of EADF would replace the previous mode of subvention to HKSI. Under this arrangement, HKSI would no longer receive an annual subvention from the Government, but instead would receive income generated from the investment return from the \$7 billion EADF. The proposal on funding injection into EADF was approved by the Finance Committee ("FC") on 18 July 2011. On 4 January 2019, FC further approved the injection of \$6 billion into EADF to enhance the training support of elite athletes.

Deliberations of the Panel

5. Issues relating to sports development were discussed by the Panel at a number of meetings. The major views and concerns of members are summarized in the ensuing paragraphs.

Elite Athletes Development Fund

6. When the Panel was consulted on the proposed injection of \$6 billion into EADF at the meeting on 28 May 2018, some members questioned why a seed capital of \$12 billion was set aside for financing the development of elite sports.² They questioned whether there was proper monitoring of the use of the fund and requested the Administration to examine the option of supporting sports development as part of the Government recurrent expenditure.

² As at the end of 2017-2018, the total balance of EADF was around \$6.19 billion. With the proposed injection of \$6 billion, the seed capital would be around \$12 billion.

7. The Administration explained that the seed capital had to be large because EADF was set up with the objective to provide a stable financial source of income to HKSI. On the monitoring of the use of the fund, the Administration explained that every year, the Administration consulted SC on the annual plan and budget approved by the Board of Directors of HKSI. Subject to the advice of SC, approval from the Secretary for Home Affairs for funding allocation from EADF to HKSI would be sought. In 2018-2019, a funding of \$596 million was allocated through EADF to HKSI. As at the end of 2017-2018, the total balance of EADF was around \$6.19 billion, of which \$5.19 billion was deposited with the Hong Kong Monetary Authority ("HKMA") and the remaining \$1 billion was deposited with local banks. The investment return of the fund deposited with HKMA was linked to the performance of the Hong Kong Exchange Fund. The Administration considered that the present arrangements were able to meet the objective of providing a stable financial source of income to HKSI.

Educational and career development support for elite athletes

8. Members had stressed time and again that it was incumbent on the Administration to provide effective and coordinated support to elite athletes. They urged the Administration to put in place a flexible education system, which was considered conducive to the development of elite athletes, with reference to overseas experience. In addition to tertiary institutions, primary and secondary schools should allow flexibility for elite student athletes to pursue their studies while taking part in training or competitions. The Administration was also called on to increase the funding provided to HKSI and provide additional financial support to schools to nurture elite student athletes on a per capita basis.

9. The Government announced in the 2019-2020 Budget that \$250 million would be injected into the Hong Kong Athletes Fund ("HKAF").³ Part of the injection would be used to increase scholarship awards in support of the dual-career development of athletes. The Panel was consulted on the proposed injection of \$250 million at its meeting on 24 June 2019. Members in general expressed support for the proposal in order to increase scholarship awards in support of the dual career development of athletes and provide more cash incentives for full-time athletes when they retired from sports. Members were pleased to note that HKSI had signed Memoranda of Understanding ("MOUs") with nine local universities to provide flexible study arrangements (including

³ HKAF was established in 1996 to provide grants to support the dual career development of athletes, so as to encourage them to pursue sports excellence and education at the same time and lay a good foundation for building a career after retirement from sports. The scope of HKAF was later extended to cover young and retired athletes.

extension of study periods) for full-time athletes studying in these universities. These MOUs also allowed HKSI to nominate full-time athletes for admission into programmes offered by these universities. Moreover, HKSI had partnered with 27 local secondary schools to provide flexible secondary curriculum for student athletes. Four of these secondary schools offered integrated and flexible secondary school curriculum for full-time student athletes through the Partnership School Programme.

10. There was also a suggestion that HAB should consider providing subsidy for retired athletes to study abroad. The Administration was called on to nominate eligible student athletes to study at overseas universities if no suitable programmes were available at local universities. The Administration advised that HKAF also provided grants to elite athletes to pursue their studies at approved overseas colleges or universities if no comparable courses were offered in Hong Kong. Retired athletes who were undertaking long-term full-time study programmes might apply to HKAF for a subsistence allowance.

11. In response to members' concern about the provision of career development support for elite athletes, the Administration advised that it had allocated funding to SF&OC to establish the Hong Kong Athletes Career and Education Programme ("HKACEP") in collaboration with the business sector, with a view to improving the education and career prospects for serving and retired athletes. HKSI also implemented programmes to meet the educational and career development needs of elite athletes. Arrangements had also been made for retired elite athletes to work as coaches and programme coordinators in NSAs and in schools. Some members considered that it might not be necessary to require an athlete to have represented Hong Kong in major games in order to be eligible for the education scholarship under HKACEP. The Administration advised that SF&OF planned to review HKACEP with a view to enhancing its dual career support programmes to retired athletes.

Support for non-elite athletes and disabled elite athletes

12. Members considered that the educational need and career prospects of non-elite athletes should not be neglected having regard to their contribution to the sports development in Hong Kong, and assistance should also be made available to both elite and non-elite athletes in need. Members also urged the Administration to allocate more resources to the promotion of participation in sports by people with disabilities ("PWDs") in order to lay a better foundation for the long-term development of elite athletes with disabilities ("AWDs"). There was a view that the Administration should accord the same treatment to able-bodied elite athletes and disabled elite athletes, so that AWDs might participate in sports on a full-time basis.

13. According to the Administration, individual athletes in non-elite sports who had potential or achieved good results could receive support from HKSI and their NSAs. The monthly financial assistance to elite athletes was performance-based. The Administration advised that the Government's sports policy did not target only at elite sports but also covered the development of non-elite sports such as football. Educational and career support would be provided to both elite and non-elite athletes in need. The disparity in the amounts of incentive awards to and subsidy received by able-bodied elite athletes and disabled elite athletes was largely attributed to the different historical backgrounds under which the respective financial assistance schemes were drawn up. Meanwhile, the Administration would liaise with relevant disability NSAs including the Hong Kong Paralympic Committee & Sports Association for the Physically Disabled on the provision of training programmes for coaches to strengthen their knowledge and practical skills in providing training for PWDs on sports activities.

Promoting sports in schools

14. Concern was raised as to whether the Government's sports policy was formulated in consultation with EDB. Some members were of the view that EDB should play a more active role in taking forward the policy objective of developing sports in the community. There was a view that to raise students' interest in sports and promote among schools a sporting culture, a more effective measure was to make PE a "core" subject for academic study and increase the time on PE lessons in the curriculum to facilitate more sporting opportunities for students.

15. According to the Administration, EDB was represented on CSC under SC to advise the Administration on matters relating to the development of school sports. Many CSC members were from the school sector and had provided valuable views and advice on how to make PE an important and integral part of the school curriculum. While PE had been one of the eight Key Learning Areas of the school curriculum for primary and secondary levels, there were divergent views in the education community regarding whether PE should be a "core" subject in public examinations. In addition to curriculum, EDB implemented a series of measures (including organizing through schools parent-child physical activities and collaborating with non-government bodies in organizing sports activities/programmes such as Inter-school Sports, the School Sports Programme Coordinator Pilot Scheme and the School Physical Fitness Award Scheme) to strengthen the collaboration between schools, sports organizations and parents to cultivate students' interest in physical activities.

Governance and monitoring of NSAs

16. Members also expressed grave concern about the governance and monitoring of NSAs, notwithstanding that the Independent Commission Against Corruption ("ICAC") had drawn up Best Practice Reference for Governance of National Sports Associations ("BPR") in consultation with HAB, LCSD and some NSAs. Some members were concerned about the implementation of BPR by NSAs and suggested that the Administration should establish a mechanism for the ongoing monitoring of NSAs, e.g. requiring NSAs to upload their financial statements, information on eligibility for membership and membership fees onto their websites. Concern was also raised about the lack of transparency and fairness in the selection of athletes for participation in international sports competitions. There was also a suggestion that the Government should review the governance, funding mechanism and operation of various NSAs.

17. According to the Administration, NSAs were required to sign a subvention agreement with LCSD and report to LCSD the expenditure position and activity progress at regular intervals. LCSD also conducted on-the-spot quality assurance checks on NSAs. LCSD and ICAC would join hands to approach all NSAs proactively to provide tailor-made advice and services to help individual NSAs to implement the measures recommended in BPR according to their individual needs and mode of operation. NSAs were encouraged to implement as soon as possible the best practices in BPR, in particular those relating to enhancement of transparency, selection of athletes, procurement, declaration of interests and uploading of audited financial statements onto their websites.

18. The Administration further explained that the selection of Hong Kong athletes to compete in international competitions, such as the Olympic Games, was the prerogative of SF&OC which had an established mechanism for selection of athletes through its member NSAs. As NSAs had their own established mechanisms for selection of athletes, it would not be appropriate for the Administration to interfere with the operation of such mechanisms. This notwithstanding, the Administration was implementing a number of measures, including the issuance of BPR, to assist SF&OC and NSAs to enhance their governance. NSAs were requested to adopt consistent criteria in the selection of athletes and inform the athletes of the criteria timely.

Provision of sports facilities

19. Some members raised concern about the shortage of sports facilities in Hong Kong and urged the Administration to expedite the construction of sports

venues. At the meeting on 27 May 2019, the Panel passed a motion expressing, among other things, the above concern. The Administration explained that it was committed to increasing the provision of sports facilities of various types. Under the Five-Year Plan for Sports and Recreation Facilities, 26 projects would be launched and feasibility studies for 15 other projects would be carried out. HAB would also pursue more vigorously the "single site, multiple use" model in multi-storey development on government land in order to expedite the delivery of sports facilities. The wording of the above motion and the Administration's written response are in **Appendices I** and **II** respectively.

Latest development

20. The Administration will consult the Panel on the proposed pre-construction activities for the New Facility Building of HKSI at the next meeting on 9 December 2019.

Relevant papers

21. A list of the relevant papers on the LegCo website is in **Appendix III**.

立法會CB(2)1570/18-19(02)號文件
LC Paper No. CB(2)1570/18-19(02)

民政事務委員會

**在2019年5月27日會議上就議程項目V
"推動香港體育發展"通過的議案**

根據《香港規劃標準與準則》，香港目前尚欠 16 個體育中心，5 個運動場；即使政府提出所謂「體育及康樂設施五年計劃」，計劃內近半項目屬於前市政局遺留項目，已經拖延超過二十年，只反映政府興建體育場地效率極其低下。與此同時，政府即使為體育界提供資源，在缺乏制度與配套支援下，體育發展亦難有具體改善。以足球發展為例，在 2015 年起，香港足球總會每年預留 2,500 萬資助，其五年策略計劃卻還未符合預期。就此，本人動議本委員會召開公聽會，讓公眾就香港體育發展事宜表達意見。

動議人：區諾軒議員

(Translation)

Panel on Home Affairs

**Motion passed under agenda item V
"Promotion of sports development in Hong Kong"
at the meeting on 27 May 2019**

According to the Hong Kong Planning Standards and Guidelines, Hong Kong is currently in short of 16 sports centres and five sports grounds. Even though the Government has introduced the so called Five-Year Plan for Sports and Recreation Facilities, almost half of the projects under the plan are outstanding projects of the former Municipal Councils, which have been delayed for over 20 years. Such a situation only reflects that the Government's efficiency in building sports venues is extremely low. Moreover, despite the fact that resources are provided by the Government to the sports sector, it will be difficult to bring concrete improvement to sports development in the absence of a system and ancillary support. Taking the development of football as an example, since 2015, an annual subsidy of \$25 million has been earmarked for the Hong Kong Football Association to implement the Five-Year Strategic Plan, but the plan falls far short of expectations. In this connection, I move that a public hearing be held by this Panel to allow the public to express their views on issues relating to the sports development in Hong Kong.

Moved by: Hon AU Nok-hin

政府總部
民政事務局

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18 July 2019

Ms Joanne MAK
Clerk to the Panel on Home Affairs
Legislative Council Complex
1 Legislative Council Road
Central, Hong Kong

Dear Ms Mak,

**Panel on Home Affairs
Motions passed at the meeting on 27 May 2019**

At the meeting of the Panel on Home Affairs (the Panel) on 27 May 2019, Members passed two motions under agenda item V “Promotion of Sports Development in Hong Kong”. Our response is set out below.

Hon Au Nok-hin’s Motion

2. The Government has been supporting the development of sports in Hong Kong and is committed to promoting sports in the community, supporting elite sports and developing Hong Kong into a centre for major international sports events. Our relevant initiatives are set out in our report to the Panel through LC Paper no. CB(2)1500/18-19(05) on 27 May 2019. To promote sports development, the Government has since 2017 invested over \$60 billion of new resources, including \$31.9 billion for the development of the Kai Tak Sports Park (the Sports Park) project, \$20 billion for the construction of recreational and sports facilities in the 18 districts and around \$8 billion for the sustainable development of elite and community sports¹. In addition, the

¹ Related initiatives include the injection of \$6 billion into the Elite Athletes Development Fund (EADF), injection of \$1 billion into the Arts and Sport Development Fund (ASDF) (Sports Portion), allocation of \$500 million to launch the Major Sports Events Matching Grant Scheme, injection of \$250 million into the Hong Kong Athletes Fund (HKAF), allocation of \$130 million to launch the Five-Year Development Plan for Team Sports, allocation of \$100 million to launch the District Sports Programmes Funding Scheme, allocation of around \$100 million to NSAs and allocation of around \$100 million to develop initiatives on disability sports.

Government has been increasing its recurrent expenditure in support of sports development. The estimated expenditure for 2019-20 is \$5.8 billion², representing an increase of about 16% over that of \$5 billion in 2018-19. We will allocate additional resources to “national sports associations” (NSAs) to further support the development of sports in Hong Kong. We are conducting a comprehensive review of the Sports Subvention Scheme to formulate measures to further enhance the overall mechanism and strengthen the NSAs’ governance. The review is expected to be completed by the end of 2019.

3. Besides, the Government is committed to increasing the provision of sports facilities of various types. In the Policy Address published in January 2017, the Government announced the Five-Year Plan for Sports and Recreation Facilities (the Five-Year Plan) to launch 26 projects, involving a provision of \$20 billion, before 2022 to develop new and improve existing district sports and recreation facilities, as well as to conduct Technical Feasibility Study for another 15 projects to prepare for their implementation in the future. These projects cover all 18 districts in Hong Kong, including 12 projects carried forward from the two former Municipal Councils. The list of projects under the Five-Year Plan is at **Annex**. In the past two legislative sessions, we have obtained funding approval from the Finance Committee (FC) of the Legislative Council (LegCo) for 10 of the projects, involving an amount of about \$4.6 billion. The pre-construction activities / construction works of these projects are underway. Projects under the Five-Year Plan with funding approved by the FC are listed as follows –

Project Name	Estimated Year of Completion
Open Space in Area 47 and 48, North District	2020
Waterfront Promenade Adjacent to the Hong Kong Children’s Hospital	2020
Open Space in Area 6, Tai Po	2020
Redevelopment of Yuen Long Stadium – Pre-construction Activities	Pre-construction Activities: 2021
Avenue Park at Kai Tak	2021
Open Space at Sze Mei Street, San Po Kong	2021
Improvement of Hoi Bun Road Park and Adjacent Area	2021
Provision of Heated Pool at the Morse Park Swimming Pool Complex, Wong Tai Sin	2022

² This figure includes the expenditures of the HAB (Head 53) and the LCSD (Head 95), as well as subvention provided through the EADF, Sir David Trench Fund for Recreation and its sub-funds (including the ASDF (Sports Portion) and the HKAF). The expenditures relating to promoting sports in the community, supporting elite sports and developing Hong Kong into a centre for major international sports events would be around \$4.82 billion, around \$770 million and around \$200 million respectively.

Swimming Pool Complex and Open Space in Area 107, Tin Shui Wai	2022
Station Square at Kai Tak	2022

4. We have consulted the relevant LegCo panels on the projects of “Hoi Sham Park Extension in Kowloon City District” and “Improvement of Lam Wah Street Playground and Adjacent Area” and obtained their support for seeking funding approval from the FC. The total cost of the two projects is about \$440 million. Since the abovementioned two projects were not discussed in the 2018-19 LegCo session, we would endeavor to seek the FC’s approval on these two projects in the 2019-20 LegCo session. We will continue to follow up on and submit funding applications for other projects under the Five-Year Plan to the FC.

5. As regards taking forward the development of local football, we provide funding for the Hong Kong Football Association (HKFA) to meet the football development needs of different age groups, nurture local talented footballers and raise the performance level of local football. From 2011-12 to 2013-14, an annual amount of \$20 million was earmarked for the HKFA to implement the Project Phoenix, and from 2015-16 to 2019-20, another annual amount of \$25 million was earmarked for the HKFA to implement the Five-Year Strategic Plan to enhance the HKFA’s administrative and technical capabilities in developing local football.

6. To increase the provision of football training venues, under the support of the Home Affairs Bureau, the HKFA rented a piece of land of over 12 hectares at the restored Tseung Kwan O State I Landfill from the Environmental Protection Department to develop the Football Training Centre (FTC). With funding from the Hong Kong Jockey Club Charities Trust, the HKFA constructed three 11-a-side turf pitches, three 11-a-side artificial turf pitches, a 5-a-side hard-surface pitch and related auxiliary facilities. Apart from providing training venue for the Hong Kong Teams, the HKFA may use the venue for implementing various development plans and community football activities. The FTC was open for use by Hong Kong Teams and clubs in August 2018 and subsequently by members of the public in March 2019.

7. When the Panel would invite deputations to express views on football development in Hong Kong at its meeting, our representatives would be happy to attend and listen to the views expressed by the deputations.

Hon Luk Chung-hung's Motion

8. Regarding the issue on sponsoring local sports events, if a commercial entity sponsors an NSA in order to promote its own business, the sponsorship would be treated as marketing expenses and could be used to apply for tax deduction. In recent years, some in the sports sector suggested the Government to provide new tax concessions, such as a 200% tax deduction for sponsorship to eligible sports events, in order to encourage commercial sectors to sponsor major sports events. Upon a comprehensive review on the issue (including the read-across implications on tax deduction for promoting good causes), the Government decided not to introduce tax concession for commercial entities sponsoring local sports events.

9. In order to enhance the existing "M" Mark System, the Government announced in the 2018-19 Budget an allocation of \$500 million to implement the Major Sports Events Matching Grant Scheme to enhance the provision of a matching grant under the "M" Mark System, with a view to encouraging more sponsorships from the business and private sectors to support NSAs in bringing more higher-level major sports events.

Yours sincerely,

A handwritten signature in blue ink, appearing to be 'Alex Leung', with a long horizontal stroke extending to the right.

(Alex LEUNG)
for Secretary for Home Affairs

Annex

Five-Year Plan for Sports and Recreational Facilities (Five-Year Plan)

26 Projects to be launched under the Five-Year Plan

Projects with funding approved by the Legislative Council

1. Avenue Park at Kai Tak
2. Improvement of Hoi Bun Road Park and Adjacent Area, Kwun Tong
3. Open Space at Sze Mei Street, San Po Kong (the first phase)
4. Open Space in Area 6, Tai Po*
5. Open space in Area 47 and 48, North District*
6. Provision of Heated Pool at the Morse Park Swimming Pool Complex, Wong Tai Sin
7. Redevelopment of Yuen Long Stadium - Pre-construction activities
8. Station Square at Kai Tak
9. Swimming Pool Complex and Open Space in Area 107, Tin Shui Wai
10. Waterfront Promenade adjacent to the Hong Kong Children's Hospital

Projects under planning stage

11. Hoi Sham Park Extension in Kowloon City District
12. Improvement of Lam Wah Street Playground and Adjacent Area, Kwun Tong
13. Provision of Heated Pool at the Pao Yue Kong Swimming Pool Complex in the Southern District
14. Open Space at Hoi Fai Road, Tai Kok Tsui
15. Open Space at Hung Hom Waterfront
16. Open Space in Area 6, Tuen Mun
17. Redevelopment of Kowloon Tsai Swimming Pool Complex
18. Sports Ground and Open Space in Area 16, Tuen Mun
19. Kwai Chung Park
20. Open Space at Hoi Fan Road, Tai Kok Tsui
21. Open Space in Area 27, Tuen Mun*
22. Town Park in Area 66 and 68, Tseung Kwan O
23. Redevelopment of Tung Tau Industrial Area Playground, Yuen Long
24. Sports Centre in Area 103, Ma On Shan*

25. Football-cum-Rugby Pitch in Area 33, Tai Po*
26. Open Space in Area 17, Tuen Mun*

15 Projects for conducting Technical Feasibility Study

1. Ha Hang Village Playground in Area 31, Tai Po*
2. Improvement of Tsuen Wan Riviera Park and Tsuen Wan Park
3. Waterfront Promenade at Eastern Street North in the Central and Western District
4. Redevelopment of Aberdeen Sports Ground
5. Redevelopment of Hong Kong Stadium
6. Sports Centre and Open Space at Aldrich Bay
7. Sports Centre and Town Plaza at Sai Kung*
8. Sports Centre at Kam Tin Pak Heung*
9. Sports Centre at Lai Chi Kok*
10. Sports Centre in Area 6, Tai Po*
11. Sports Centre in Area 12, Yuen Long*
12. Sports Centre in Area 39, Tung Chung
13. Sports Complex at Whitehead
14. Sung Wong Toi Park
15. Water Sports Centre in Area 77, Tseung Kwan O

* Projects carried forward from the two former Municipal Councils

**Relevant papers on
Sports development in Hong Kong**

Committee	Date of meeting	Paper
Panel on Home Affairs	11.11.2016 (Item VII)	Agenda Minutes
	20.1.2017 (Item IV)	Agenda Minutes
	22.5.2017 (Item IV)	Agenda Minutes
	23.10.2017 (Item IV)	Agenda Minutes
	23.4.2018 (Item IV)	Agenda Minutes
	28.5.2018 (Item III)	Agenda Minutes
	25.6.2018 (Item IV)	Agenda Minutes
	26.11.2018 (Item III)	Agenda Minutes
	27.5.2019 (Item V)	Agenda Minutes
	24.6.2019 (Item III)	Agenda Minutes