

**立法會**  
**Legislative Council**

LC Paper No. CB(2)1318/19-20

Ref : CB2/PL/HA

**Report of the Panel on Home Affairs  
for submission to the Legislative Council**

**Purpose**

This report gives an account of the work of the Panel on Home Affairs ("the Panel") during the 2019-2020 Legislative Council ("LegCo") session. It will be tabled at the Council meeting of 15 July 2020 in accordance with Rule 77(14) of the Rules of Procedure of the Council.

**The Panel**

2. The Panel was formed by a resolution passed by the Council on 8 July 1998 and as amended on 20 December 2000, 9 October 2002, 11 July 2007 and 2 July 2008 for the purpose of monitoring and examining Government policies and issues of public concern relating to district, community and rural matters, civic education, building management, youth matters, the provision of leisure and cultural services, the development of arts and culture, public entertainment, sport and recreation. The terms of reference of the Panel are in **Appendix I**.

3. The Panel comprises 28 members, with Hon LAU Kwok-fan and Hon CHAN Chi-chuen elected as its Chairman and Deputy Chairman respectively. The membership list of the Panel is in **Appendix II**.

**Major Work**

Sports and recreation

*Promotion of football development in Hong Kong*

4. The Panel received public views on measures to support football development in Hong Kong. Having considered the public views, members suggested that to promote local football matches to the general public, free tickets should be distributed to the public and free live television broadcasts should be arranged in order to attract more audience. There was also a suggestion that the Administration should provide tax concessions to encourage

more commercial sponsorships for football clubs and matches, so as to ensure stable and sufficient income for football clubs. The Panel passed a motion urging the Government to introduce an additional tax allowance for enterprises sponsoring local football. Some members concurred with the view of some deputations that the governance of the Hong Kong Football Association ("HKFA") should be enhanced and that representatives of football players and fans should be appointed to the HKFA Board to reflect views on the performance of HKFA and the state of football development in Hong Kong.

5. The Administration advised that it had completed the mid-term review of the HKFA's Five-Year Strategic Plan (2015-2020) in mid-2018 and noted that the performance of HKFA in some areas still required improvement. The Administration was currently conducting the final review of the HKFA' Five-Year Strategic Plan and had received the views of stakeholders. Meanwhile, HKFA was preparing a new five-year strategic plan to formulate the future directions and initiatives on football development. The Administration undertook to consider the suggestions raised by members in the above review. In June 2020, the Administration proposed to brief the Panel on the final review of HKFA's Five-year Strategic Plan, and on the new strategic plan prepared by HKFA. The Panel has scheduled a meeting in July 2020 to discuss the subject.

6. Some members stressed the importance of provision of public football venues to support the development of football and urged the Administration to address the shortages of football venues for both professional training and public use. In their view, more 11-a-side natural turf football pitches, instead of artificial turf pitches, should be built to facilitate professional football training. Some members considered that the slow progress of building new public football venues had made it difficult for football teams and members of the public to secure football venues for training/use. The Panel passed a motion urging the Administration to introduce the principle of stakeholder engagement in the planning and management of public football venues, and to set up consultative committees with broad stakeholder involvement under the Home Affairs Bureau ("HAB") and the Leisure and Cultural Services Department ("LCSD") respectively.

#### *New facilities building of the Hong Kong Sports Institute*

7. The Panel was consulted on the funding application of the pre-construction activities for the new facilities building of the Hong Kong Sports Institute ("HKSI"). The estimated cost of the pre-construction activities for the project was around \$54.7 million in money-of-the-day prices. HKSI planned to commence the pre-construction activities in the second quarter of 2020 for completion in the third quarter of 2022. The Panel was supportive of elite sports development and supported provision of the new facilities building of

HKSI. Members in general considered it necessary to further upgrade the facilities of HKSI to help Hong Kong athletes continue to strive for outstanding results in competitions in the international sporting arena. Some members, however, were concerned about whether the proposed new facilities building could adequately cater for the long-term development of elite sports in Hong Kong. They demanded that the views of stakeholders in the sports sector had to be sought in respect of the design of the proposed new facilities building. HAB and HKSI agreed to take into account the views of stakeholders concerned in taking forward the project.

8. Members noted that the total number of athletes receiving training at HKSI had almost doubled from 651 in 2007-2008 to around 1 300 in 2018-2019. In particular, the number of full-time athletes had increased from 153 in 2007-2008 to 529 in 2019-2020, representing an increase of about 245%. Members expressed concern about the shortage of athletes' hostels at HKSI and the measures to be implemented at HKSI to mitigate the shortage problem pending completion of the construction of the new facilities building.

9. The Administration advised that to address the shortage of hostel rooms for athletes, HKSI had converted 26 rooms from the 74-room guest accommodation at the sports residence for hostel use. The remaining rooms of the sports residence could also be converted for hostel use when required. The Administration assured members that HKSI would keep in view demands for athletes' hostels and would consider the longer term expansion of HKSI's facilities in a holistic manner.

*Amendment of Pleasure Grounds Regulation to step up control of noise nuisance in parks managed by LCSD*

10. The Panel was consulted on the Administration's proposal to amend the Pleasure Grounds Regulation (Cap. 132BC) with a view to addressing public demand for proper and effective control of noise nuisance caused by singing groups in public pleasure grounds ("PPGs") managed by LCSD. The Administration advised that under the proposal, the term "user thereof" would be replaced with "person" in section 25 of Cap. 132BC such that venue users, LCSD venue staff and any other persons (including nearby residents) who were annoyed by the noise might act as prosecution witnesses in LCSD's enforcement action, thereby enabling more proactive prosecution. Apart from the above proposed amendment, other new provisions were also proposed to be added to section 25 of Cap. 132BC to prohibit acceptance of reward for musical performances and singing activities and prohibit persons from carrying out music activities in PPGs that did not comply with the requirements specified in notices displayed there. Furthermore, the Administration proposed to raise the fine level for offences under section 25 from level 1 (maximum fine of

HK\$2,000) to level 3 (maximum fine of \$10,000) and maintain the imprisonment term of 14 days.

11. While members in general supported the above legislative amendment proposals, some members expressed concern as to whether the relevant amendments could be enforced effectively in situations where the reward was made by electronic means (e.g. WeChat Pay) or was not given on the spot. These members called on the Administration to be mindful of the different means by which reward could still be made to persons for their music activities when drafting the relevant amendments, and to plug all possible loopholes. The Administration advised that LCSD would, depending on the actual circumstances, collect evidence (e.g. photos and video footage taken on the spot) as far as possible for the court to determine whether a person had accepted any reward in violation of the proposed new provision in section 25. The Administration further advised that the proposed new provision did not target persons who played music or sang songs in PPGs only for self-entertainment without accepting reward.

12. Concern was also raised by some members about the criteria adopted by LCSD in determining whether a performing group had caused noise nuisance. The Administration advised that objective criteria would be adopted as far as possible (e.g. sound measuring devices would be used to measure and monitor the noise level generated from activities) in determining whether a performing group had caused noise nuisance in a PPG and reference would be made to the relevant stipulations in the Noise Control Ordinance (Cap. 400).

### Culture, leisure and the arts

#### *Art Development Matching Grants Scheme*

13. The Art Development Matching Grants Scheme ("ADMGS") was launched in 2016 to provide matching grants to eligible arts groups for the amount of private donations and sponsorships they raised, with a view to fostering a culture of donation for arts in the business sector and society as well as widening the financial sources of arts groups. The Panel discussed the implementation of ADMGS and was consulted on the Administration's proposal to allocate an additional \$900 million to ADMGS to further promote sponsorship of culture and arts as announced in the 2020-2021 Budget. Members in general supported the funding proposal and considered that ADMGS was able to encourage arts groups/organizations to solicit donations and sponsorships, thereby expanding their sources of funding.

14. In view of the social situations since June 2019, some members expected that donations, sponsorships and box office income for 2019-2020 would

reduce substantially. Furthermore, they believed that the ability of arts groups to raise private donations and sponsorships had been further affected by the coronavirus disease 2019 ("COVID-19") pandemic. These members requested the Administration to implement measures to strengthen support for arts groups/organizations during this difficult time. The Administration advised that in October 2019, the matching parameters for the fourth round of ADMGS in 2019-2020 had been relaxed on a one-off basis. In particular, the matching ratio for major arts groups was increased from 1:1 to 1:1.2 while that for other small and medium-sized arts groups was increased from 1:1.5 to 1:1.8. The Administration explained that this was to allow arts groups to receive more funding in return for the donations/sponsorships secured. The Administration advised that the situation would be kept under review to facilitate the sustainable development of the arts and culture sector against the backdrop of the economic downturn triggered by the COVID-19 pandemic.

15. Members considered that the Administration should implement further measures to assist arts groups and freelance arts workers in the face of the difficulties arising from the COVID-19 pandemic. The Administration advised that the \$150 million Arts and Culture Sector Subsidy Scheme, which was established under the Anti-epidemic Fund, had continued to disburse subsidies to arts groups and freelance arts workers. In particular, HAB had entrusted the Hong Kong Arts Development Council ("HKADC") to implement the \$50 million Support Scheme for Arts and Cultural Sector, covering performances and activities affected by the COVID-19 pandemic and projects not funded by HKADC and freelancers. As at June 2, HKADC had dispersed subsidies to the 42 organizations receiving grants from HKADC and the 363 HKADC and non-HKADC funded/commissioned projects/activities, as well as 737 freelance arts workers.

#### *Expansion of Hong Kong Science Museum and Hong Kong Museum of History*

16. The Panel was consulted on the funding application of the pre-construction activities for the proposed expansion of Hong Kong Science Museum ("HKScM") and Hong Kong Museum of History ("HKMH"). According to the Administration, the expansion project sought to improve the facilities to align with the latest international standards; to enlarge the area for display of the latest cutting-edge technologies in HKScM as well as presentation of blockbuster exhibitions and educational programmes in HKMH; and to improve accessibility of both museums. Members in general expressed support for the funding application. Members expressed concern about whether and how the views of stakeholders (such as the education sector, parents and local residents) would be gauged in the design of the contents of the new exhibition galleries. The Administration assured members that it would finalize the contents of the new exhibition galleries only after consulting LegCo

Members, the local community, experts from various universities, the Museum Advisory Committee and its subcommittees.

17. Some members enquired how the permanent exhibitions at HKScM would be enhanced to keep up with the latest scientific and technological advancements. The Administration advised that it would continue to renew the permanent exhibitions of HKScM at suitable intervals by replacing outdated exhibits, updating and enhancing the contents, and deploying latest technologies to enhance visitors' experience. HKScM had started to renew its permanent exhibitions in phases. In particular, the renewal works for the Earth Science and Palaeontology galleries were expected to be completed in 2020 and 2021 respectively. These would be followed by the completion of the renewal works of the Transportation Hall, the Home Technology Hall and the Food Science Hall in around 2023-2024. Besides, HKScM would launch a five-year programme to replace/upgrade selected exhibits in the five permanent exhibition halls.

18. With regard to HKMH, some members considered that *The Hong Kong Story* permanent exhibition at the museum should contain more comprehensive information about significant historic events (e.g. the 1894 plague and 1967 riots) as well as the development of the former Municipal Councils and District Councils. These members opined that *The Hong Kong Story* should also cover the historic events after 1997.

19. The Administration advised that it had been renewing *The Hong Kong Story* permanent exhibition to enhance the exhibition contents. Latest technologies were also deployed to enhance the visitors' experience. The Administration planned that the renewed *The Hong Kong Story* permanent exhibition would not only outline the historical development of Hong Kong but also consist of thematic exhibitions about historic events.

#### *Preservation of Hong Kong's film heritage by the Hong Kong Film Archive*

20. The Administration briefed members on the work and challenges of the Hong Kong Film Archive ("the Archive") in preserving Hong Kong's film heritage through digitization and restoration. Members noted that the Archive was actively exploring ways to speed up digitizing and restoring its film collection. Up till January 2020, there were some 4 000 film titles in the Archive's collection, but only 210 of them were available in digital format. In order to speed up the Archive's digitization pace, the Government announced in the 2019-2020 Budget Speech that \$20 million would be allocated to the Archive in the next five years for digitizing approximately additional 150 film titles. The Administration aimed that by the end of 2023-2024, the Archive would more than double the number of digital films in its collection from 210 to 460 titles.

21. Members enquired about the priority to be accorded in digitizing the films. The Administration advised that priority would be given to film titles with only a sole copy in the Archive's collection and to celluloid film in unsatisfactory conditions that demanded urgent preservation. In addition, films of particular significance, such as those in the "100 Must-See Hong Kong Movies", would be accorded priority for digitization.

22. Members also expressed concern about whether the pace of digitization had been hindered by shortage of technical manpower and whether measures were in place to increase the supply of the necessary manpower. The Administration advised that it was exploring the possibility of collaborating with local tertiary institutions and the Vocational Training Council to offer film preservation courses. Graduates of those courses could find job opportunities not only in the Archive but also in film laboratories and film companies. Through on-the-job training as well as training and internship programme at film archives abroad, a pool of in-house experts could be trained up to provide long-term and sustainable manpower support to the Archive's film preservation work as well as pave the way for succession of film expertise. Some members further suggested that the Archive should collaborate with film archives in the Mainland to enrich the Archive's collection and enhance its film conservation work. The Administration advised that the Archive had recently signed a memorandum of understanding with the Shanghai Film Museum and the Shanghai Film Archive respectively to strengthen mutual cooperation in film conservation, programming and professional exchange.

#### Progress of review of the Building Management Ordinance (Cap. 344) and related administrative measures

---

23. The Administration published a consultation document entitled "Review of the Building Management Ordinance ("BMO")" in November 2014 for public consultation ending on 2 February 2015. In the current legislative session, the Panel was briefed on the progress of the review of BMO, including the administrative measures implemented to prepare for the enactment of the legislative amendments in relation to BMO. Some members expressed concern about the difficulties encountered by owners of large housing estates in forming owners' corporations ("OCs"). Concern was also raised about the appointment of a large number of proxies and the potential manipulation of proxies in connection with large scale maintenance projects. These members suggested that the threshold for OC formation, which was currently set at 30% of the owners' shares, should be lowered. There was also a suggestion that proxy instruments should be abolished as they were prone to manipulation.

24. The Administration advised that it had all along encouraged owners to form OCs to facilitate the discharge of their responsibilities in relation to

building management and had been implementing various support measures to facilitate owners in this regard. The Administration explained that while it was important for owners to involve themselves in the day-to-day monitoring of their building's management, there was a practical need for proxy instruments so that owners who were not able to cast their votes personally could do so by proxy. The Administration further advised that it had proposed a series of amendments to BMO to improve the current proxy arrangements to make manipulation of proxies more difficult. For example, for a building with more than 20 flats, a proxy should hold proxy instruments of not more than 5% of the owners or 50 owners (whichever was the lesser). In addition, holders of the proxy instruments should make a declaration that the proxy instruments they held were honestly acquired from the respective owners concerned.

25. Members also expressed concern about the support provided for owners of "three-nil" buildings<sup>1</sup>, which were generally plagued by poor building management. The Administration advised that HAD had launched the Building Management Professional Advisory Service Scheme ("BMPASS") and the Resident Liaison Ambassadors Scheme ("RLA Scheme") in November 2011 to provide support services for "three-nil" buildings. Under BMPASS, property management companies ("PMCs") were commissioned by HAD to provide owners of eligible aged buildings, particularly those in "three-nil" buildings, with free professional advisory and follow-up services on building management, whereas the RLA Scheme sought to establish a resident liaison network for promoting the message of effective building management.

26. Members urged for the early enactment of the legislative amendments to BMO in order to address wide public concern about various building management issues. The Administration advised that it had planned to introduce the relevant legislative amendment proposals into LegCo as early as possible in the next legislative term. Meanwhile, in view of the time required for the legislative amendment exercise, the Administration had introduced a number of administrative measures to promote voluntary compliance with the legislative amendment proposals, including the publication of relevant Codes of Practice, guidelines on best practices on building management and a checklist on procedural propriety on building management, for adoption by OCs/owners.

### Community Care Fund

27. The Panel discussed the work progress of the Community Care Fund ("CCF") at its two meetings in the current legislative session. Members noted that since its establishment, CCF had launched 57 assistance programmes (up to

---

<sup>1</sup> "Three-nil" buildings refer to buildings which do not have OCs or any form of residents' organizations, or do not engage PMCs. As at October 2019, there were around 5 300 "three-nil" buildings in Hong Kong.



June 2020) covering the medical, education, welfare, home affairs and housing areas. The total commitment was about \$17 billion. Members in general welcomed the proposal to launch the "One-off Living Subsidy for Low-income Households Not Living in Public Housing and Not Receiving Comprehensive Social Security Assistance Programme" ("the Programme") in July 2020 to provide subsidies to the "N have-nots", who were unable to benefit from the short-term relief measures announced by the Government in August 2019. CCF also planned that the Programme would be launched again in the 2020-2021 financial year to provide an additional round of living subsidy to the "N have-nots". Members urged CCF to roll out the Programme as early as possible and streamline the relevant application procedures so as to facilitate the "N have-nots" to apply. The Chairman of CCF Task Force advised that more than 200 service units operated by non-government organizations ("NGOs") would be enlisted to reach out to the "N have-nots" and assist them in applying for the subsidy. Efforts would be made to further shorten the lead time when the Programme was launched again in 2021.

28. Members noted that the Administration was also conducting a study on devising a scheme to provide a cash allowance to the "N have-nots" on a regular basis, which was expected to be completed by end of 2020. Some members requested that the study should cover exploring the feasibility of implementing tenancy control as well.

29. Noting that new arrivals were unable to benefit from the Government's Cash Payout Scheme, which was only for Hong Kong permanent residents aged 18 or above, members enquired whether any relief payment would be disbursed by CCF to new arrivals. The Chairman of CCF Task Force advised that CCF would launch the "One-off Allowance for New Arrivals from Low-income Families Programme" ("the Allowance Programme") in September 2020 to provide eligible new arrivals with a one-off allowance of \$10,000 to facilitate their integration into the community. Members in general expressed support for implementation of the Allowance Programme to relieve the financial burden of new arrivals in the midst of the COVID-19 pandemic.

30. Regarding CCF's pilot schemes to subsidize NGOs in the implementation of transitional/modular social housing projects ("transitional housing pilot schemes"), some members raised concern that the housing units provided under these pilot schemes were unable to meet demands for transitional housing. They sought details of the eligibility criteria under the relevant allocation mechanism. The Chairman of CCF Task Force advised that transitional housing aimed to cater for those living in inadequate housing conditions, low-income and had been awaiting public rental housing allocation for over three years. The relevant NGOs implementing the transitional housing pilot schemes would be responsible for identifying eligible households and conduct selection

based on the above eligibility criteria. The Chairman of CCF Task Force further advised that as funding approval had been given to the Government's Funding Scheme to Support Transitional Housing Projects by NGOs in March 2020, future transitional housing projects would no longer be subsidized by CCF under its pilot schemes and the scale of relevant projects might be enlarged then.

31. Members noted that as at June 2020, a total of \$12 billion had been placed by CCF with the Hong Kong Monetary Authority to earn investment returns linked to the performance of the Hong Kong Exchange Fund. The Chairman of CCF Task Force advised that the financial position of CCF was strong and there was currently no plan to request injection of additional funding into CCF.

#### Other issues

32. The Panel held a joint meeting with the Panel on Welfare Services ("WS Panel") to discuss the work progress of the Family Council as well as language support services and dedicated outreach service teams for ethnic minorities. The Panel was consulted on funding proposals on:

- (a) sports and recreation facility improvement projects (construction of a footbridge with lift tower to connect the Ap Lei Chau Wind Tower Park and the Ap Lei Chau Estate; and provision of heated pool at the Pao Yue Kong Swimming Pool Complex in the Southern District); and
- (b) sports and recreation facility projects (amenity complex in Area 103, Ma On Shan - pre-construction activities; redevelopment of Kowloon Tsai Swimming Pool Complex; and development of open space at Hoi Fai Road, Tai Kok Tsui).

#### Meetings held

33. From October 2019 to July 2020, the Panel held a total of nine meetings (including a joint meeting with WS Panel).

**Legislative Council**

**Panel on Home Affairs**

**Terms of Reference**

1. To monitor and examine Government policies and issues of public concern relating to district, community and rural matters, civic education, building management, youth matters, provision of leisure and cultural services, development of arts and culture, public entertainment, sport and recreation.
2. To provide a forum for the exchange and dissemination of views on the above policy matters.
3. To receive briefings and to formulate views on any major legislative or financial proposals in respect of the above policy areas prior to their formal introduction to the Council or Finance Committee.
4. To monitor and examine, to the extent it considers necessary, the above policy matters referred to it by a member of the Panel or by the House Committee.
5. To make reports to the Council or to the House Committee as required by the Rules of Procedure.

**Panel on Home Affairs**

**Membership list for the 2019-2020 session\***

**Chairman** Hon LAU Kwok-fan, MH

**Deputy Chairman** Hon CHAN Chi-chuen

**Members** Hon Claudia MO  
Hon Michael TIEN Puk-sun, BBS, JP  
Hon Steven HO Chun-yin, BBS  
Hon MA Fung-kwok, SBS, JP  
Hon LEUNG Che-cheung, SBS, MH, JP  
Hon KWOK Wai-keung, JP  
Hon Christopher CHEUNG Wah-fung, SBS, JP  
Dr Hon Fernando CHEUNG Chiu-hung  
Hon IP Kin-yuen  
Hon Alvin YEUNG  
Hon Andrew WAN Siu-kin  
Hon CHU Hoi-dick  
Hon Jimmy NG Wing-ka, BBS, JP  
Dr Hon Junius HO Kwan-yiu, JP  
Hon Holden CHOW Ho-ding  
Hon SHIU Ka-fai, JP  
Hon SHIU Ka-chun  
Hon Wilson OR Chong-shing, MH  
Hon YUNG Hoi-yan, JP  
Dr Hon Pierre CHAN  
Hon HUI Chi-fung  
Hon LUK Chung-hung, JP  
Hon Kenneth LAU Ip-keung, BBS, MH, JP  
Hon KWONG Chun-yu  
Hon Vincent CHENG Wing-shun, MH, JP  
Hon Tony TSE Wai-chuen, BBS

(Total : 28 members)

**Clerk** Ms Joanne MAK

**Legal Adviser** Miss Evelyn LEE

\* Changes in membership are shown in Annex.

## Annex to Appendix II

### Panel on Home Affairs

#### Changes in membership

<b>Member</b>	<b>Relevant date</b>
Hon Martin LIAO Cheung-kong, GBS, JP	Up to 24 October 2019
Hon POON Siu-ping, BBS, MH	Up to 24 October 2019
Hon Tommy CHEUNG Yu-yan, GBS, JP	Up to 27 October 2019
Hon Jeffrey LAM Kin-fung, GBS, JP	Up to 27 October 2019
Hon WONG Kwok-kin, SBS, JP	Up to 27 October 2019
Hon Frankie YICK Chi-ming, SBS, JP	Up to 27 October 2019
Hon YIU Si-wing, BBS	Up to 27 October 2019
Hon Alice MAK Mei-ken, BBS, JP	Up to 27 October 2019
Hon HO Kai-ming	Up to 27 October 2019
Hon CHAN Chun-ying, JP	Up to 27 October 2019
Hon CHEUNG Kwok-kwan, JP	Up to 27 October 2019
Hon CHAN Hoi-yan	Up to 6 November 2019
Hon CHAN Hak-kan, BBS, JP	Up to 10 November 2019
Hon Mrs Regina IP LAU Suk-ye, GBS, JP	Up to 10 November 2019
Hon AU Nok-hin (Deputy Chairman)*	Up to 16 December 2019

- \* According to the Judgment of the Court of First Instance of the High Court handed down on 2 September 2019, AU Nok-hin was not duly elected as a member of the Legislative Council ("LegCo") at the LegCo by-election held on 11 March 2018 and no other person was duly elected instead. According to the decision of the Appeal Committee of the Court of Final Appeal of 17 December 2019 refusing Mr AU's application for leave to appeal, AU Nok-hin, by virtue of section 72(5)(b) of the Legislative Council Ordinance (Cap. 542), has ceased to be a member of LegCo since 17 December 2019.