

立法會

Legislative Council

LC Paper No. CB(2)1388/2025

Ref : CB2/BC/5/25

Report of the Bills Committee on Gas Safety (Amendment) Bill 2025

Purpose

This paper reports on the deliberations of the Bills Committee on Gas Safety (Amendment) Bill 2025 (“the Bills Committee”).

Background

2. At present, hydrogen is categorized as one of the Class 2 dangerous goods regulated under the Dangerous Goods Ordinance (Cap. 295). To help Hong Kong seize the environmental and economic opportunities arising from the development of hydrogen economy, the Administration promulgated in June 2024 the Strategy of Hydrogen Development in Hong Kong. One of the strategies set out therein is to improve legislation to create an environment conducive to the development of hydrogen energy in Hong Kong in a prudent and orderly manner. Subsequently, in the Policy Address delivered in October 2024, the Chief Executive (“CE”) announced that a bill would be introduced into the Legislative Council (“LegCo”) within 2025 for regulating hydrogen used or intended to be used as fuel, thereby ensuring the safe use of hydrogen fuel.

3. Against this background, given that the Gas Safety Ordinance (Cap. 51) has provided for a framework to regulate the importation, manufacture, storage, transport, supply and use of town gas, natural gas, liquefied petroleum gas (“LPG”) and a mixture of them, the Administration considers that bringing the use of hydrogen as fuel under the regulation of Cap. 51 is proper, legislatively and administratively efficient, and it is supported by the industry.

Gas Safety (Amendment) Bill 2025

4. The Gas Safety (Amendment) Bill 2025 (“the Bill”) was published in the Gazette on 3 April 2025 and received its First Reading at the Council meeting of 16 April 2025. The Bill seeks to: (a) establish a regulatory framework governing the importation, manufacture, storage, transport, supply and use of hydrogen that is used or intended to be used as fuel; and (b) provide for related matters.

5. Details of the key provisions of the Bill as explained by the Administration are set out in paragraphs 7 to 10 of the [LegCo Brief](#) (File Ref.: EEB(EB) CR1/3231/25) issued by the Environment and Ecology Bureau and the Electrical and Mechanical Services Department (“EMSD”) in April 2025.

Bills Committee

6. At its meeting on 25 April 2025, the House Committee agreed to form a Bills Committee to study the Bill. Dr Hon Hoey Simon LEE served as Chairman of the Bills Committee. The membership of the Bills Committee is in [Appendix 1](#).

7. The Bills Committee has held four meetings with the Administration and invited submissions on the Bill. A list of organizations which have made written submissions to the Bills Committee is in [Appendix 2](#).¹

Deliberations of the Bills Committee

8. Members in general support the Bill and consider that the establishment of a regulatory framework for hydrogen will help create an environment conducive to the local development of hydrogen and promote the application of hydrogen energy. The Bills Committee’s views and concerns about the policy issues relating to the Bill and its individual clauses are summarized below.

¹ Please refer to the [written submissions and the Administration’s response](#) for details.

Policy issues relating to the Bill

Scope of regulation

9. Members note that under clause 3(36) of the Bill, “regulated hydrogen” is proposed to mean any gas that is primarily hydrogen, used or intended to be used, as fuel for (a) the propulsion of a vehicle or train; or (b) the operation of any machinery (other than machinery of a vessel or aircraft).

10. Members have expressed concern about how, upon the passage of the Bill, regulated hydrogen will be distinguished from hydrogen not subject to regulation under Cap. 51, and under what circumstances these two types of hydrogen will be: (a) regulated solely under the amended Cap. 51; (b) regulated solely under the amended Cap. 295; (c) regulated concurrently under both of the aforementioned ordinances; or (d) not regulated under either of the aforementioned ordinances. Taking balloons that use hydrogen as a lifting agent and goods vehicles powered by hydrogen fuel that transport hydrogen containers for cooling purposes as examples, members have asked the Administration about the legislation governing these cases and whether there will be issues of duplicate or insufficient regulation.

11. The Administration has advised that any hydrogen that meets the proposed definition of “regulated hydrogen” will be regulated by the amended Cap. 51 in relation to its importation, manufacture, storage, transport, supply and use. Other hydrogen not regulated under Cap. 51, including hydrogen used in laboratories or as a coolant of power plant generators, will continue to be regulated under the amended Cap. 295. In this regard, consequential amendments will be made to Cap. 295 under the Bill to exclude “regulated hydrogen” mentioned above from regulation under Cap. 295. Therefore, hydrogen will not be regulated concurrently by Cap. 51 and Cap. 295.

12. The Administration has pointed out that the gas that is used to fill balloons is mostly helium instead of hydrogen. Even if hydrogen is injected into balloons, it would not involve ignition of hydrogen or the use of hydrogen as fuel, and the level of risk involved would be different from that associated with the use of hydrogen as fuel. Therefore, such hydrogen will not fall within the regulatory scope of the amended Cap. 51. On the other hand, according to section 25F of Dangerous Goods (Application and Exemption) Regulation 2012 (Cap. 295E), Category 2 dangerous goods are exempted from the regulation of Cap. 295 if they are contained in an inflated ball or a balloon intended to be used for educational, recreational, scientific or other non-industrial purpose.

13. The Administration has also pointed out that the containers and the conveyance vehicles for “regulated hydrogen” are required to display appropriate labelling according to relevant subsidiary legislation or code of practice to be made under the amended Cap. 51 to facilitate identification. Containers and conveyance vehicles for hydrogen that is not “regulated hydrogen” are required to display appropriate labelling according to its class of dangerous goods as stipulated in Cap. 295. The Administration has emphasized that the two types of hydrogen cannot be used interchangeably.

Exclusion of machinery of a vessel or aircraft from the Bill’s regulation

14. Members have enquired about the reasons for excluding the machinery of a vessel or aircraft from regulation under the proposed definition of “regulated hydrogen”. They have also expressed concern that the Bill’s failure to cover hydrogen-powered drones, which have potential applications in the low-altitude economy (“LAE”), could impede LAE development in Hong Kong.

15. The Administration has advised that following the original legal framework of Cap. 51, the Bill only regulates safety matters concerning regulated hydrogen on land. Applications involving hydrogen-powered ocean-going vessels and local hydrogen-powered vessels at sea are governed by the Merchant Shipping (Safety) Ordinance (Cap. 369) and the Merchant Shipping (Local Vessels) Ordinance (Cap. 548) respectively. As for aircraft machinery, hydrogen-powered aircraft and hydrogen-powered unmanned aircraft are regulated under the Civil Aviation Ordinance (Cap. 448), while small unmanned aircraft powered by hydrogen fall under the Small Unmanned Aircraft Order (Cap. 448G). In other words, if the Bill is passed, land-based activities such as hydrogen bunkering for aircraft will be regulated under the amended Cap. 51.

16. Members have pointed out that with technological advancement, more dual-use transport modes operating across land and sea or land and air are expected to emerge. As such cross-domain transport modes may require concurrent regulation by multiple departments, they consider that the Bill should be forward-looking and flexible. This would enable the regulatory regime to accommodate future developments in hydrogen technology and applications, and to provide appropriate room for the regulatory mechanism for cross-domain transport modes. The Administration should also coordinate with the Working Group on Developing Low-altitude Economy to ensure that relevant legislation can be updated in a timely manner to regulate these modes of transport when they are introduced into Hong Kong in the future.

17. The Administration has advised that the proposed amendments under the Bill have covered various applications of hydrogen energy, including the 26 hydrogen energy trial projects that have been reviewed and agreed in principle by the Inter-departmental Working Group on Using Hydrogen as Fuel (as of May 2025). Therefore, the Bill is conducive to promoting the future development of hydrogen energy in Hong Kong. Dual-use transport modes operating across land and sea or land and air will be regulated under Cap. 51 when used on land, and under other relevant legislation when used in the air or at sea. The relevant policy bureaux and departments, such as the Environment and Ecology Bureau, the Marine Department and the Civil Aviation Department, will collaborate closely and review their respective regulatory scopes.

Hong Kong's positioning in the hydrogen industry chain

18. Members have expressed concern about Hong Kong's strategic positioning in the hydrogen industry chain, and enquired whether the Administration would consider developing green hydrogen production and the related certification system as a key direction for future development. According to the Administration, while Hong Kong faces significant constraints in developing into a major hydrogen production base due to its land shortage and high population density, it has launched hydrogen production trial projects at restored landfills as part of the green hydrogen development initiative. Furthermore, to help Hong Kong seize the environmental and economic opportunities brought about by the development of hydrogen energy and take the lead in future global hydrogen energy market, the Administration plans to formulate the approach of hydrogen standard certification suitable for Hong Kong's development and circumstances in 2027, with a view to promoting the long-term development of green or low-carbon hydrogen in Hong Kong.

19. The progress of the Administration's efforts to promote Hong Kong as a demonstration base for hydrogen technologies has drawn significant attention from members. It has been suggested that the Administration consider developing islands without access to an electricity grid, such as Tung Ping Chau and Po Toi Island, as pilot sites for hydrogen-powered electricity supply. The Administration has advised that EMSD signed the Memorandum of Cooperation with the State Administration for Market Regulation to facilitate alignment with national hydrogen standards. In addition, the Administration has all along maintained close liaison with the Mainland, initiating technical exchanges and knowledge sharing on hydrogen energy through the Hong Kong-Guangdong Joint Working Group on Environmental Protection and Combating Climate Change. It has also promoted business partnerships, technological exchanges, and trade opportunities through demonstrating various hydrogen energy application

projects to the international community, such as the hydrogen fuel cell (“HFC”) double-decker bus project, with a view to establishing Hong Kong as the demonstration base for hydrogen technologies. The Administration has advised that it will further examine the feasibility of members’ suggestions. Members have emphasized that Hong Kong should leverage its status as an international financial centre and the advantages of the “one country, two systems” to enhance its international influence and establish itself as a demonstration zone for hydrogen energy development.

20. Regarding the scenarios for the local application of hydrogen energy, members have enquired about the feasibility of transport modes powered by hydrogen fuel (e.g. buses and trains) travelling in cross-harbour tunnels, as well as the Administration’s emergency response mechanism and drill arrangements for hydrogen-related accidents. The Administration has advised that while hydrogen conveyance vehicles are prohibited from using tunnels, EMSD has completed a risk assessment on hydrogen-fuelled vehicles using tunnels. Hydrogen-fuelled vehicles can safely travel in tunnels if they comply with the safety requirements of the relevant codes of practice and vehicle licensing guidelines. The Administration has pointed out that at present, a HFC double-decker bus has already operated on cross-harbour routes, providing passenger services. As for the feasibility of hydrogen-fuelled trains using cross-harbour tunnels, this involves more complex safety considerations and requires further study.

Talent training and Resources

21. Given that the application of hydrogen energy is expected to become more widespread in the future, members have raised concern about the supply of professionals in hydrogen energy technology, the planning of future training courses and how the Administration will assist existing practitioners in the town gas and LPG sectors in acquiring professional skills in hydrogen energy. In addition to the training to be provided by manufacturers of hydrogen fuel systems for relevant practitioners in the hydrogen fuel sector, the Administration has advised that EMSD is exploring with the Vocational Training Council the provision of safety training courses for these practitioners. The first category of training courses, which focuses on enhancing the safety awareness of hydrogen energy among trade practitioners, is expected to be launched in mid-2025. The second category, which is professional training for persons who would like to get registered as hydrogen vehicle mechanics, is planned to start within 2025.

22. Members have voiced concerns regarding whether the Administration will possess sufficient resources to manage the increased regulatory workload stemming from the Bill if it is passed. They have also queried whether the relevant professionals will be available to assess the

quality of the above training courses. The Administration has advised that it will review existing staffing arrangements, optimize workflows, and leverage technology to effectively address the additional regulatory duties. Furthermore, over the past three years, the Administration has continuously enhanced its professional knowledge base in hydrogen energy through site visits and training.

Clause 3 of Part 2 of the Bill - Section 2 of Cap. 51 amended (interpretation)

Clause 3(1) - Proposed amendment to the definition of “decommission”

23. Clause 3(1) of the Bill proposes to add “hydrogen installation or hydrogen system” after “notifiable gas installation” in the definition of “decommission”. Given that both “hydrogen installation” and “hydrogen system” involve regulated hydrogen, members have enquired as to why, in their respective proposed definitions under clause 3(36) of the Bill, the former specifies its application to “regulated hydrogen”, while the latter lacks a similar specification. Members are of the view that the Administration could consider either adding the term “regulated hydrogen” to the proposed definition of “hydrogen system”, or introducing a definition of “hydrogen” within the Bill that explicitly denotes regulated hydrogen. This would serve to enhance the readability and clarity of the provisions. Additionally, members have requested the Administration to provide an explanation of the practical operational meaning of “decommission” using a vehicle as an illustrative example.

24. According to the Administration, the proposed definition of “hydrogen installation” includes installations such as a receiving terminal for the importation of regulated hydrogen. The proposed definition of “hydrogen system” refers to a system that consists of specified equipment such as a hydrogen container in relation to a vehicle or train. Given that the proposed definition of “hydrogen container” explicitly specifies its applicability to regulated hydrogen, it can be inferred from the related provisions that “hydrogen” in the proposed definition of “hydrogen system” also denotes regulated hydrogen. This arrangement aims to address the industry’s request to maintain the existing mode of operation. Therefore, “notifiable gas installation”, which in the original definition of “decommission” only applies to natural gas, town gas and LPG, has been retained, while “hydrogen installation or hydrogen system” has been added to the definition to expand the scope of decommission. For the decommissioning of hydrogen-fuelled vehicles, the Administration has clarified that this refers to the procedure of removing all hydrogen from the hydrogen container. The relevant safety requirements to be followed during the decommissioning process will be detailed in the relevant code of practice to ensure the safety of both vehicles and the environment.

Clauses 3(3) and 3(4) - Proposed amendments to the definition of “gas”

25. Members note that clauses 3(3) and 3(4) of the Bill amend the existing definition of “gas” to cover regulated hydrogen so that the relevant existing provisions in Cap. 51 would also apply to regulated hydrogen. Some members have enquired whether the proposed revised definition of “gas” will cover hydrogen in solid form. The Administration has advised that, from a scientific perspective, pure solid hydrogen cannot exist under natural conditions. Substances referred to online as “solid hydrogen” are, in fact, compounds of hydrogen mixed or chemically combined with other metals, and are not hydrogen per se. Depending on their hazardous nature, such substances may fall under the regulatory scope of Cap. 295.

Clause 3(5) - Proposed amendment to the definition of “gas appliance”

26. Members have requested the Administration to clarify the rationale for excluding regulated hydrogen from the definition of “gas appliance” under clause 3(5) of the Bill. The Administration has advised that the original definitions of “gas appliance”, “gas fitting” and “gas main” are primarily intended for town gas or LPG used in residential settings. To avoid regulatory ambiguity, the description of excluding regulated hydrogen has been incorporated.

Clauses 3(9) to 3(13) - Proposed amendments to the definition of “manufacture”

27. In relation to the proposed amendments to the definition of “manufacture” under clauses 3(9) to 3(13) of the Bill, Members have enquired whether changes in the pressure, form or composition of regulated hydrogen during its transfer from one hydrogen container to another hydrogen container will fall within the definition of “manufacture”. The Administration has explained that the manufacturing process encompasses the manufacture of hydrogen at a hydrogen manufacturing plant and its subsequent transfer into hydrogen cylinders or vehicles. Such transfer is regarded as part of the manufacturing process.

Clause 3(23) - Proposed amendment to the definition of “service riser”

28. Members have raised concern about whether the proposed amendment to the definition of “service riser” under clause 3(23) of the Bill covers scenarios where a service pipe is used, or is capable of being used, to supply gas to half a floor (e.g. a garret) of a building. The Administration has confirmed members’ understanding and explained that the amendment to repeal “超過樓宇的一層” and substitute it with “超過一個樓層” in the

definition is purely a refinement of the Chinese wording for enhanced clarity and readability while keeping the original meaning of the definition.

Clause 3(33) - Proposed amendment to the definition of “supply”

29. Members have requested the Administration to clarify why paragraph (b) of the proposed new definition of “supply” does not cover disposable hydrogen cylinders. According to the Administration, the scope of regulation of regulated hydrogen covers both disposable and reusable containers used for the supply of hydrogen. The “disposable cylinders” referred to in paragraph (a) of the proposed new definition of “supply” means a cylinder which is not intended to be refilled with LPG after once containing such gas, including aerosol cans. It is not envisaged that this will be the case for regulated hydrogen.

Clause 3(36) - Proposed new definition of “regulated hydrogen”

30. Members note that the Legal Adviser to the Bills Committee (“the Legal Adviser”) has sought clarification from the Administration on the following issues in relation to the proposed definition of “regulated hydrogen” under clause 3(36) of the Bill: (a) how a gas would be determined as consisting primarily of hydrogen; and (b) whether other gas(es) would be mixed with hydrogen to be used or intended to be used as fuel, if so, whether such gas(es) mixing with hydrogen would be specified in the proposed definition of “regulated hydrogen”. In its reply to the Legal Adviser, the Administration has advised that a gas with hydrogen as the majority of its composition would be determined as consisting primarily of hydrogen. It is not necessary to specify gases mixing with hydrogen in the proposed definition of “regulated hydrogen” as “regulated hydrogen” refers to any gas that is primarily hydrogen.

31. Members have requested the Administration to further explain how a gas can be more clearly determined as consisting primarily of hydrogen; advise whether the proposed definition of “regulated hydrogen” will specify standards for the concentration, purity or pressure of hydrogen as a means of expressing what is meant by “is primarily hydrogen” in the definition of “regulated hydrogen”; and clarify whether the proposed definition of “regulated hydrogen” has been formulated with reference to the relevant laws and regulations of the Mainland and overseas countries (such as those of the European Union). Members have also pointed out that the proposed new power of the CE in Council to make regulations in relation to “regulated hydrogen” and related matters under section 8 of Cap. 51, as amended under clause 4 of the Bill, may be impacted without specifying what is meant by “is primarily hydrogen” in the proposed definition of “regulated hydrogen” in the Bill.

32. The Administration has pointed out that currently, there are no examples in relevant laws and regulations in the Mainland or overseas countries that define “hydrogen” based on its concentration, purity or pressure. The definitions of natural gas, LPG and town gas, which are currently governed by Cap. 51, also adopt the expression “is primarily”. For example, natural gas is defined as “any gas which is primarily methane”. Taking into account the views of members, the Administration has advised that it will introduce amendments to revise the proposed definition of “regulated hydrogen” by referencing the international standard on hydrogen quality ISO 14687:2025, so as to state clearly how a gas can be defined as “regulated hydrogen”. The Administration proposes to remove the expression of “primarily hydrogen” in the proposed definition of “regulated hydrogen” in order to establish a clearer definition. The Administration considers that the proposed additional power of the CE in Council to make regulations in relation to “regulated hydrogen” and related matters under clause 4 of the Bill will not be affected after the adoption of the proposed new definition of “regulated hydrogen”.

33. It has been suggested that a footnote be added to the proposed new definition of “regulated hydrogen” to specify the international standard on which the definition is based. The Administration has advised that in proposing the above new definition, apart from making reference mainly to ISO 14687:2025, it has also taken into account other applicable standards and the actual situation in Hong Kong. To avoid causing misunderstanding on the part of the readers, and to maintain sufficient flexibility to accommodate technological advancements in hydrogen application, the Administration considers that a footnote should not be added.

Clause 3(36) - Proposed new definition of “specified entity”

34. Members note that under the proposed new definition of “specified entity” in clause 3(36) of the Bill, if the hydrogen system is used, or intended to be used, for the propulsion of a vehicle, a specified entity means “the owner within the meaning of the Road Traffic Ordinance (Cap. 374) of the vehicle”. Its Chinese text is “該車輛的、《道路交通條例》(第374章)所指的擁有人”. The term “擁有人” is used as the Chinese equivalent of “owner” under this clause. On the other hand, members note that the term “車主” is used as the Chinese equivalent of “owner” in the definition of “owner” in section 2 of Cap. 51 as proposed to be amended under clause 3(18) of the Bill. Members enquired about the Administration’s reasons to adopt different Chinese equivalents under these two clauses.

35. According to the Administration, apart from hydrogen systems that are used, or intended to be used, for propulsion of a vehicle or a train, the proposed definition of “specified entity” also includes systems that are used, or intended to be used, for operation of specific machinery. Regarding the former, the proposed definition of “owner”(車主) is only applicable to a gas vehicle or a hydrogen conveyance vehicle (e.g. a tube trailer that uses diesel as fuel for propulsion and conveys hydrogen). It is different from the owner of a vehicle or a train propelled by hydrogen system(s) (e.g. the HFC double deck bus of the Citybus Limited) under the proposed definition of “specified entity”. Therefore, in the proposed definition of “specified entity”, using “擁有人” (instead of “車主”) as the Chinese equivalent of “owner” can help clearly differentiate the two. As regards the latter which concerns the owner of specific machinery, the term “車主” is not applicable. It is also more appropriate to adopt the term “擁有人”.

36. The Legal Adviser has asked the Administration to consider revising the drafting of the Chinese text of the proposed definition of “specified entity” to facilitate readers’ understanding. Members consider that the Administration should, by making reference to the formulation of the definition of “owner”(擁有人、車主) in section 2 of the Road Traffic Ordinance (Cap. 374), revise the definition of “owner”(車主) in section 2 of Cap. 51 to include “、擁有人” as part of the Chinese equivalent of “owner”. According to the Administration, using two different Chinese equivalents to correspond to a single English term is a drafting practice from the past. This drafting practice is not optimal and is no longer adopted under the Bill.

37. It has been suggested that the reference to “the owner within the meaning of the Road Traffic Ordinance (Cap. 374)” in the proposed new definition of “specified entity” be replaced with the content of the definition of “owner”(擁有人、車主) set out in section 2 of Cap. 374. The Administration has advised that the current drafting approach aligns with that of other provisions in Cap. 51 where the relevant terms are defined by referencing definitions in Cap. 374. The approach will enable a direct linkage of the terms in Cap. 51 to the relevant definitions in Cap. 374, ensuring conciseness of drafting while providing clear guidance that helps readers understand that the definitions of certain terms are based on the relevant definitions in another piece of legislation.

Clause 3(36) - Proposed new definition of “hydrogen conveyance vehicle”

38. Members have expressed concern about whether, in practice, a vehicle falling within the proposed definition of “hydrogen conveyance vehicle” may also convey hydrogen that is not subject to regulation under

Cap. 51. The Administration has advised that a vehicle may bear both the Cap. 51 and Cap. 295 labels simultaneously. However, when conveying regulated hydrogen, it must not carry other dangerous goods at the same time, and vice versa. If a vehicle is found to be carrying an unidentified gas under circumstances that may require enforcement action, EMSD has agreed with the Fire Services Department that EMSD will handle the case first. If the gas is confirmed to be dangerous goods rather than regulated hydrogen, the case will be referred to the Fire Services Department for follow-up action.

Clause 4 of Part 2 of the Bill - Making of regulations relating to regulated hydrogen

39. Members note that clause 4 of the Bill seeks to amend section 8 of Cap. 51 to empower the CE in Council to make regulations in relation to regulated hydrogen and related matters, which would be subsidiary legislation subject to the negative vetting procedure of LegCo under section 34 of the Interpretation and General Clauses Ordinance (Cap. 1). Members have expressed concern about the preliminary ideas, regulatory direction and timetable for the proposed regulations to be made.

40. According to the Administration, major regulatory areas covered in the proposed regulations include: (a) supply quality of “regulated hydrogen”; (b) registration of company carrying on businesses, such as importation, manufacture or supply of “regulated hydrogen”; (c) control of the construction and use of “hydrogen installation”; (d) control of the “hydrogen container”; (e) use of “regulated hydrogen” in the hydrogen system as defined under the Bill; (f) permit for “hydrogen conveyance vehicle”; and (g) registration of individual responsible for tasks related to the fabrication, connection, disconnection, testing, commissioning, decommissioning, maintenance, repair or replacement of hydrogen systems on hydrogen vehicles. The Administration plans to complete the drafting of the proposed regulations in the first half of 2026. It has also indicated that, instead of amending the existing subsidiary legislation under Cap. 51, it will introduce a new piece of subsidiary legislation specifically for regulated hydrogen.

41. Members note that under clause 4(6) of the Bill, the CE in Council may by regulation provide for fittings for regulated hydrogen. They have expressed concern about whether the Administration will, through administrative measures, define fittings for regulated hydrogen that are subject to enforcement. Some members have pointed out that as “gas fitting” is already defined in section 2 of Cap. 51, the Administration should also provide a clear definition for fittings for regulated hydrogen.

42. The Administration has advised that relevant fittings, including valves and smaller components within pipes, will be examined and approved according to international or national standards and general engineering knowledge. If the Bill is passed, these fittings may be concurrently regulated under both the amended Cap. 51 and Cap. 295. The Administration has explained that gas fittings under Cap. 51 are primarily intended for domestic use and are generally simpler and more standardized; whereas fittings for regulated hydrogen are more complex and varied. Providing a specific definition for fittings for regulated hydrogen could technically exclude those that may be adopted in future hydrogen developments. The Administration has emphasized that the current drafting approach maintains the necessary flexibility. Moreover, fittings for regulated hydrogen typically form part of a hydrogen system or hydrogen installation, and will be assessed during the overall approval process.

Clause 6 of Part 2 of the Bill - Ancillary provisions in relation to improvement notices

43. Members note that clause 6 amends section 13AA of Cap. 51 so that the improvement notice issued by the Gas Authority may include instructions in relation to a hydrogen installation or hydrogen system. Members have requested that the Administration review whether the word “alternations” in the English text under clause 6(13) of the Bill is correct or requires modification. Upon review, the Administration has advised that “alternations” in the English text under that clause will be repealed and substituted by “alterations” in the amendments to be moved.

Clause 7 of Part 2 of the Bill - Obtaining of information by the Authority

44. Members note that clause 7 of the Bill amends section 14 of Cap. 51 to empower the Gas Authority to obtain information from a specified entity of a hydrogen system, or an owner of a hydrogen installation or hydrogen conveyance vehicle. Some Members have expressed concern about the substitution of gender-specific references with gender-neutral references in the section concerned under clauses 7(1) and 7(2) of the Bill, and enquired about the law drafting principles according to which such amendments are made, and whether similar amendments will be made to other provisions of Cap. 51.

45. According to the Administration, where appropriate, the Administration may take the opportunity of introducing legislative amendments to propose additional amendments to improve the expression of existing provisions and bring them in line with the current drafting convention. The replacement of gender-specific references with gender-neutral references belongs to this kind of additional amendments. These

additional amendments are not absolutely necessary from the perspective of their legal effect. The extent to which such amendments should be made would depend on the specific circumstances. Relevant considerations include the provisions involved in the amendments that have to be made under the Bill, the scope and extent of the necessary amendments covered by the Bill, and the amount of gender-specific references in the original provisions. In the light of members' views, the Administration will make similar amendments to section 12 of Cap. 51 in the amendments to be introduced.

Clauses 9 to 13 of Part 2 of the Bill – “只” substituted for “祇”

46. In response to members' concern about the rationale behind the technical amendments to Cap. 51, its subsidiary legislation and the relevant provisions of the Energy Efficiency (Labelling of Products) Ordinance (Cap. 598), which involve the replacement of “祇” with “只”, the Administration has pointed out that “祇” is a variant Chinese character, while “只” is the standard form. As variant characters may not be searchable in Hong Kong e-Legislation database, converting them to their standard forms will facilitate public access to and understanding of the relevant statutory provisions.

Clause 14 of Part 3 of the Bill - Licence required for manufacture, etc. of dangerous goods

47. Members note that clause 14 of the Bill amends section 6 of Cap. 295 so that all gases regulated under Cap. 51 are excluded from the licensing requirements in that section of Cap. 295. As the Administration has pointed out that the industry already has a clear understanding of the original Chinese text of that section, members have requested the Administration to review whether the original formulation of the Chinese text of that section could be retained.

48. In the light of members' comments, the Administration will introduce amendments in this regard such that proposed amendments to section 6 of Cap. 295 will be confined to those that are strictly necessary, with a view to retaining the original formulation of the Chinese text of that section as far as possible.

Proposed amendments to the Bill

49. In addition to the proposed amendments to be moved by the Administration as set out in paragraphs 32, 43, 45 and 48 above, the

Administration will also move other textual and technical amendments to the Bill. The Bills Committee has no objection to the amendments.

50. The Bills Committee will not propose any amendments to the Bill.

Resumption of Second Reading debate on the Bill

51. The Bills Committee has completed the scrutiny of the Bill. The Administration has indicated its intention to resume the Second Reading debate on the Bill at the LegCo meeting of 16 July 2025. Subject to the relevant amendments to be moved by the Administration, the Bills Committee has no objection to this.

Consultation with the House Committee

52. The Bills Committee reported its deliberations to the House Committee on 4 July 2025.

Council Business Divisions
Legislative Council Secretariat
11 July 2025

Bills Committee on Gas Safety (Amendment) Bill 2025

Membership List

Chairman	Dr Hon Hoey Simon LEE, MH, JP
Members	Hon CHAN Hak-kan, SBS, JP Hon Frankie YICK Chi-ming, GBS, JP Hon Tony TSE Wai-chuen, SBS, JP Hon Doreen KONG Yuk-foon Hon Andrew LAM Siu-lo, SBS, JP Hon Dennis LEUNG Tsz-wing, MH Ir Hon CHAN Siu-hung, BBS, JP Hon Benson LUK Hon-man Hon TANG Ka-piu, BBS, JP Hon LAI Tung-kwok, GBS, IDSM, JP
	(Total: 11 members)
Clerk	Mr Lemuel WOO
Legal Adviser	Ms Dorothy YUNG

Bills Committee on Gas Safety (Amendment) Bill 2025

List of organizations which have given views to the Bills Committee

1. Chinese Dream Think Tank