

**香港特別行政區
立法會
議事規則委員會**

**Committee on Rules of Procedure
of the Legislative Council
of the Hong Kong Special Administrative Region**

**2025年1月至10月的工作進度報告
Progress Report for the period
January to October 2025**

**2025年10月15日
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Chapter 1 Introduction

1.1 The Committee on Rules of Procedure (“CRoP”) is a committee of the Legislative Council (“LegCo”) established under Rule 74 of the Rules of Procedure (“RoP”) of the Council. CRoP consists of 12 members, including Chairman Hon Paul TSE, Deputy Chairman Prof Hon Priscilla LEUNG and 10 other members, appointed by the President in accordance with the recommendations of the House Committee (“HC”). The membership list of CRoP is in the **Appendix**.

1.2 The functions of CRoP are to review RoP and the committee system, and to propose to the Council any amendments or changes as are considered necessary. CRoP may examine matters of practice and procedure relating to the Council referred by the Council or its committees or the President, or raised by its own members.

1.3 During the report period from January to October 2025, CRoP studied the following four proposals for enhancing the operation of LegCo:

- Proposal 1: Improving the system on performance of duties by Members of LegCo;
- Proposal 2: Enhancing the operation of committees;
- Proposal 3: Streamlining the election procedures of committees; and
- Proposal 4: Textual or technical amendments to RoP and the House Rules (“HR”).

Chapter 2 Enhancing the operation of the Legislative Council

2.1 Before the end of each LegCo term, Members would draw on their experience to review and enhance the operation of the Council. In 2025, LegCo undertook a series of reviews on, among other things, improving the system on performance of duties by Members, introducing a Code for Members of the Legislative Council (“the Code”), and enhancing the operation of committees, with a view to further enhancing the effectiveness and transparency of the Council. At its meeting on 13 May 2025, CRoP considered and agreed to the following four enhancement proposals:

Proposal 1: Improving the system on performance of duties by Members of the Legislative Council

2.2 As an integral part of the governing team of the Hong Kong Special Administrative Region, Members were fully aware that they should hold themselves to higher standards. Members agreed that there was a need to formulate a clear and comprehensive code to assist them in bolstering self-supervision and self-improvement in order to enhance the performance of their duties and enable LegCo to better fulfil its constitutional functions.

2.3 The Code, which was drafted with reference to the arrangements for the performance of duties by members of the Executive Council, politically appointed officials, District Council members and civil servants, as well as the relevant codes of conduct or guidelines, and on the basis of the existing RoP, sought to consolidate and refine the existing requirements comprehensively in a systematic manner, make clear the requirements on Members’ conduct, ethics and performance of duties, establish a mechanism for imposing sanctions on Members according to the gravity of the misconduct,¹ and enhance the mechanism for declaration of Members’ interests, etc.

2.4 CRoP examined the Code and agreed that to tie in with the implementation of the Code, the functions of the Committee on Members’ Interests (“CMI”) had to be expanded, and it would be renamed as the “Legislative Council Supervisory Committee” (“the Supervisory Committee”). CMI agreed to amend its existing procedure for handling

¹ For more serious cases, and subject to LegCo’s passage of the motions on proposed sanctions, the Members concerned may be suspended from the service of the Council, and be deprived of remuneration and allowances during the period of suspension.

complaints, and to update and merge the current Guidelines on Registration of Interests and the Registration Form on Members' Interests.

2.5 To effectively implement the package of proposals to improve the system on performance of duties, CRoP agreed to:

- (a) seek the Council's approval to authorize any investigation subcommittee appointed under the Supervisory Committee to exercise the summoning powers already vested in the Supervisory Committee as a standing committee under section 9(1) of the Legislative Council (Powers and Privileges) Ordinance (Cap. 382) ("P&P Ordinance") to assist the Supervisory Committee in handling complaints;
- (b) amend the relevant provisions of RoP and HR; and
- (c) amend section 20A of the P&P Ordinance² to the effect that the existing arrangement for depriving a Member suspended from the service of the Council of remuneration and allowances during the period of suspension would apply to all Members suspended under RoP, including Members suspended for breaching the Code.

Proposal 2: Enhancing the operation of committees

2.6 Having examined the composition of policy subcommittees under Panels ("Panel SCs")³ and the arrangements for duty visits of committees (including duty visits in or outside Hong Kong),⁴ CRoP agreed to two enhancement proposals: (i) allowing non-Panel members to join Panel SCs, and (ii) enhancing the arrangements for duty visits of committees.⁵ The salient points of the proposals are as follows:

² The proposal to amend the P&P Ordinance was made by the Administration in the form of a bill.

³ According to RoP 77(9) and (9A), a Panel SC shall consist of not less than 3 and not more than 20 members, and its members must be members of the relevant Panel(s). In other words, at present even if there is a vacancy in a Panel SC, a non-Panel member who is interested to fill the vacancy may not join it.

⁴ According to HR 29(d), the participation of at least three Members is required for a duty visit to be conducted in Hong Kong, but there is no requirement on the minimum number of participants in a duty visit to be conducted outside Hong Kong or on the composition of a delegation (whether in or outside Hong Kong).

⁵ Excluding duty visits of the Parliamentary Liaison Subcommittee.

- (a) non-Panel members should be allowed to join a Panel SC, but the number of Panel members joining must be more than the number of non-Panel members joining; by the same token, if a committee invites non-members of the committee to participate in its duty visit to be conducted outside Hong Kong, the number of members joining must be more than the number of non-members joining;⁶
- (b) the minimum membership/participation threshold for a Panel SC/duty visit of a committee should be raised to a majority of the members concerned (on a pro-rata basis of the actual membership size of the relevant Panel(s) or committee); and
- (c) where the withdrawal of a member from a Panel SC or duty visit results in the requirements of paragraph (a) or (b) above not being met, the withdrawing member must arrange for another member to be a replacement to fill his seat/participate in the duty visit. If the withdrawing member is unable to arrange for another member to be a replacement:
 - (i) in the case of a Panel SC, taking into account that the queuing mechanism and operational arrangements for Panel SCs are subject to HC's decision, the Panel SC chairman shall, after consulting the HC chairman, decide whether the Panel SC should continue or cease to operate;
 - (ii) in the case of a duty visit to be conducted outside Hong Kong, taking into account that such a duty visit is subject to the approval of HC, the delegation leader (or the committee chairman if there is no delegation leader) shall, after consulting the HC chairman, decide whether the visit should be proceeded with, postponed or cancelled; in the case of a duty visit to be conducted in Hong Kong, the decision would be made by the committee chairman; and

⁶ In the case of a duty visit to be conducted in Hong Kong, the restriction that the number of members joining must be more than the number of non-members joining may be suitably relaxed if the threshold of participation by a majority of the members as stated in paragraph 2.6(b) below has been met.

- (iii) the Secretariat would keep a record of the Members who withdraw from duty visits and their reasons for withdrawal.

2.7 In the light of the proposal in paragraph 2.6(b) above, CRoP also agreed that the minimum membership threshold for a policy subcommittee under HC should be raised correspondingly to not less than 11 members (i.e. more than half of the maximum number of members (20) of such a subcommittee).

2.8 CRoP agreed to make corresponding amendments to the relevant provisions of RoP and HR to implement the above proposals for enhancing the operation of committees.

Proposal 3: Streamlining the election procedures of committees

2.9 For the purposes of rationalizing and streamlining the election procedures of the Public Accounts Committee, CMI,⁷ CRoP and the Committee on Access to the Legislature's Documents and Records, CRoP agreed to the following proposals for streamlining the election procedures:

- (a) Procedure for election of members:⁸ With reference to the procedure for election of members of The Legislative Council Commission and the procedure for election of Members of LegCo to serve on advisory/governing bodies: (i) the election of members should be conducted at a meeting in which all Members may participate, rather than at an HC meeting, and the election date should be determined by the President's Deputy; and (ii) if the number of valid nominations received is equal to or less than⁹ the number of seats, all Members would be notified in writing of the election results, and the election meeting need not be held;

⁷ As the proposals to expand the functions of and rename CMI (see paragraph 2.4 above) were endorsed at the Council meeting of 23 July 2025, CMI will be renamed as the Legislative Council Supervisory Committee with changes to its composition starting from the Eighth LegCo.

⁸ Existing practice: the election of members of each of the four committees shall be conducted at an HC meeting, and the election date shall be appointed by HC.

⁹ Among the four committees, only the Committee on Access to the Legislature's Documents and Records may have fewer members than the number of seats. All the seats of the remaining three committees must be filled.

- (b) Procedure for election of chairmen and deputy chairmen:¹⁰ With reference to the procedure for election of the chairmen and deputy chairmen of other committees of LegCo, such as Panels and Bills Committees: (i) the elections of the chairmen and deputy chairmen would not be conducted at an HC meeting, and the Member who has the highest precedence among the elected members of each of the relevant committees should call an election meeting; and (ii) if there is only one valid nomination received for each of the offices of chairman and deputy chairman, the members would be notified in writing of the election results, and the election meeting need not be held; and
- (c) Election procedures endorsed by HC:¹¹ The election procedures need not be submitted afresh to HC for endorsement at the beginning of each LegCo term unless amendments are to be made.

Proposal 4: Textual or technical amendments to the Rules of Procedure and the House Rules

2.10 In July 2024, the Department of Justice (“DoJ”) initiated an exercise to make available a verified copy of RoP on the Hong Kong e-Legislation (“HKeL”). DoJ subsequently made formatting amendments to RoP by way of Editorial Record (E.R. 6 of 2024) to achieve uniformity of style, and the first verified copy of RoP was published on HKeL on 7 November 2024. During the aforesaid exercise, both DoJ and the Legal Service Division of the LegCo Secretariat incidentally noticed certain minor textual inconsistencies in RoP. This might have resulted from amendments made to RoP at different times, but such inconsistencies had no impact on the interpretation and effect of the relevant rules.

2.11 In this regard, CROp agreed to make minor textual amendments to RoP, including rectifying textual inconsistencies, or inconsistencies in the usage of terms, between the Chinese and English texts or within either text, as well as improving the drafting and correcting typographical errors.

¹⁰ Existing practice: upon completion of the elections of members at an HC meeting, the HC meeting will be suspended for members of the relevant committees to elect their respective chairmen and deputy chairmen.

¹¹ Existing practice: the election procedures of the four committees are submitted to HC for endorsement at the beginning of each LegCo term.

CRoP also agreed to take the opportunity to make certain minor textual amendments to HR.

2.12 In addition, to ensure consistency of all versions of RoP and streamline the publication arrangement, printed copies of RoP published by the Secretariat in future would be modelled on the [verified copy](#).

Decisions made by the House Committee and the Legislative Council on the above four proposals

2.13 The above four proposals were endorsed by HC at its meeting on 4 July 2025 (LC Paper No. [CROP 17/2025](#)). Subsequently, at the Council meeting of 23 July 2025, LegCo passed the following two proposed resolutions:

- (a) a proposed resolution moved under Article 75 of the Basic Law to amend the relevant provisions of RoP and to adopt the Code; and
- (b) a proposed resolution moved under section 9(2) of the P&P Ordinance to authorize the matter referred to in paragraph 2.5(a) above.

2.14 At the Council meeting of 23 July, LegCo also passed the Legislative Council (Powers and Privileges) (Amendment) Bill 2025 to implement the proposal mentioned in paragraph 2.5(c) above.

2.15 The various proposals to enhance the operation of LegCo (including the Legislative Council (Powers and Privileges) (Amendment) Bill 2025 mentioned in paragraph 2.14 above) will come into operation on the day on which the eighth term of office of LegCo begins.

Chapter 3 Acknowledgement

3.1 CRoP wishes to express its appreciation to Members of the Council for their valuable views and support for its work.

Appendix**Committee on Rules of Procedure****Membership list for the 2025 session**

Chairman	Hon Paul TSE Wai-chun, JP
Deputy Chairman	Prof Hon Priscilla LEUNG Mei-fun, GBS, JP
Members	Hon Tommy CHEUNG Yu-yan, GBM, GBS, JP Dr Hon CHAN Han-pan, BBS, JP Hon KWOK Wai-keung, BBS, JP Ir Dr Hon LO Wai-kwok, GBS, MH, JP Dr Hon TIK Chi-yuen, SBS, JP Hon LAM San-keung, JP Hon YIU Pak-leung, MH, JP Hon LAI Tung-kwok, GBS, IDSM, JP Hon Carmen KAN Wai-mun, JP Dr Hon SO Cheung-wing, SBS, JP

(Total : 12 Members)

Clerk	Ms Doris LO
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Legal Adviser	Miss Rachel DAI
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