Legislative Council Panel on Constitutional Affairs

Hong Kong's Five-Year Plan and the 2026 Policy Address

Policy measures of the Constitutional and Mainland Affairs Bureau in relation to public elections, implementation of patriotic education, promotion on the Constitution and the Basic Law, as well as promotion of equal opportunities and elimination of discrimination, etc.

This paper aims to brief Members on the formulation and overall strategic direction of the First Five-Year Plan for Economic and Social Development of the Hong Kong Special Administrative Region (2026-2030) (Hong Kong's Five-Year Plan) and the policy measures of the Constitutional and Mainland Affairs Bureau in the Chief Executive's 2026 Policy Address in relation to conducting public elections, implementing patriotic education, promoting the Constitution of the People's Republic of China (the Constitution) and the Basic Law of the Hong Kong Special Administrative Region of the People's Republic of China (the Basic Law), as well as promoting equal opportunities and eliminating discrimination, etc. We will separately report to the Panel on Commerce, Industry, Innovation and Technology on the policy measures in relation to the development of the Guangdong-Hong Kong-Macao Greater Bay Area and regional cooperation with the Mainland.

The Hong Kong's Five-Year Plan

2. The Outline of the National 15th Five-Year Plan sets the blueprint and action agenda for the country's economic and social development over the next five years. Its dedicated chapter on Hong Kong and Macao sets out clearly Hong Kong's development opportunities arising from the national strategies. In the opening year of the National 15th Five-Year Plan, the Hong Kong Special Administrative Region (HKSAR) has, formulated its very first Five-Year Plan, so as to proactively align with national development strategies and better integrate into and serve the overall national development.

3. Hong Kong's first Five-Year Plan is of monumental significance. Not only is it an action plan for Hong Kong to better capitalise on the aggregate advantages arising from national and international opportunities, but also a sustained pathway for enhancing social well-being. By formulating the Five-Year Plan, we shall shed light on our directions of

development, optimise resource allocation, stabilise social expectations, and better protect social well-being as well as the interests of investors across the world. Hong Kong will become a more attractive, vibrant and opportunity-rich world city.

4. To complete high-level economic and social planning of this magnitude in less than a year, the HKSAR Government has adopted a reform-oriented mindset, making a number of breakthroughs in terms of work process. Under the leadership of the Chief Executive, the Constitutional and Mainland Affairs Bureau is responsible for the formulation effort with Government-wide support. Against this backdrop, policy bureaux promptly set up preparatory groups for Hong Kong's Five-Year Plan early in the year to kick-start preparatory work as soon as possible. After the approval of the Outline of the National 15th Five-Year Plan in March this year, these preparatory groups were immediately converted into formulation teams, so that the Government could together advance the research and formulation work promptly and efficiently.

5. Furthermore, Members of the Legislative Council (LegCo), various sectors of the community and the public at large were excited to put forward views and suggestions. First, we for the first time established a collaborative research and public opinion gathering mechanism between the Government and LegCo, an arrangement signifying the positive dynamics and spirit of collaboration between the executive and the legislature. Under the collaborative mechanism, LegCo and the Government jointly collected and analysed a large volume of information and views within a short time, laying a solid foundation for the formulation work, giving full play to the spirit of "social mobilisation" under the executive-led principle. In end-May this year, LegCo submitted to the Chief Executive the report on thematic research and views gathered under the collaborative mechanism, and shared their views on formulating the first Five-Year Plan for Hong Kong. Subsequently, the Government published a consultation document in June and commenced a two-month public consultation. During the period, more than 100 online and offline consultation sessions were held, of which about 30 were personally chaired by the Chief Executive, so as to extensively tap the views of industries, professional bodies, local communities, and members of the public. The HKSAR Government received more than 17 000 submissions of views during the consultation. Some focused on economic and industry development; some on urban spatial planning; some on cooperation with the Mainland and the international community; and as usual some on livelihood issues. Political parties, think tanks, industries and the general

public all contributed ideas and suggestions, making Hong Kong's Five-Year Plan a shared vision grounded in Hong Kong's present.

6. Hong Kong's Five-Year Plan focuses on strengthening the development of the "four centres" and the hub for high-calibre talent, so as to consolidate and enhance our competitive edge in global competition; expediting the development of the Northern Metropolis to spearhead spatial layout optimisation; deepening the development of the Guangdong-Hong Kong-Macao Greater Bay Area and creating an international collaboration network; enhancing social well-being and refining the social protection framework; and adopting a holistic approach to development and security while enhancing public governance efficacy. Hong Kong's Five-Year Plan sets out a total of 105 indicators covering a wide range of areas, including 22 major indicators in Part 1, as well as 57 and 26 work indicators set out in the tables and main text of individual chapters respectively, so as to quantify development, monitor progress, and evaluate effectiveness, enabling us to focus on the strategic priorities of Hong Kong's future development.

7. Hong Kong's Five-Year Plan represents a major reform in public governance and an important milestone in the development of public administration in Hong Kong. Under the framework where "Five-Year Plan leads, Policy Address implements, Budget supports, annual report gives accounts", Hong Kong's Five-Year Plan and the annual Policy Address are closely related. The former is a forward-looking, strategic and directional guiding document while the Policy Address is the annual report on implementing the Five-Year Plan and sets out the Chief Executive's policy priorities for the year having regard to actual circumstances, complementing each other. [1]

8. The policy measures of the Constitutional and Mainland Affairs Bureau in the Chief Executive's 2026 Policy Address will be highlighted in the ensuing paragraphs.

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[1] In addition, the Budget each year provides solid resource support for the Five-Year Plan and the annual Policy Address. Through financial arrangements, public expenditure and other measures that facilitate the play of market forces, it ensures that the objectives of the Five-Year Plan can be effectively implemented. When the Chief Executive reports to the President of the People's Republic of China and the Central Government during the annual duty visit, the Chief Executive will also report on the implementation of the Five-Year Plan. With reference to the objectives and indicators set out in the Five-Year Plan, results will be systematically reviewed, improvement proposals put forward and implementation effectiveness evaluated, so as to ensure that the Five-Year Plan is continually refined and its effectiveness enhanced.

Policy Measures in The Chief Executive's 2026 Policy Address

9. Adhering to the "One Country, Two Systems" principle is one of the underlying principles of the Hong Kong's Five-Year Plan. The HKSAR Government will continue to fully and faithfully implement the principles of "One Country, Two Systems", "Hong Kong people administering Hong Kong", and a high degree of autonomy with a resolute commitment, ensuring no deviation or distortion in the implementation of the "One Country, Two Systems". The relevant policy measures the Constitutional and Mainland Affairs Bureau will pursue are highlighted as follows -

Public Elections

10. In the 14th Five-Year Plan period, following the improvement of the electoral system and the full implementation of the principle of "patriots administering Hong Kong", the new term Election Committee, Legislative Council, and District Councils were formed successively. The Hong Kong's Five-Year Plan clearly states that we will uphold and enhance the executive-led system; we will adhere to the improved electoral system; and we are committed to the full implementation of the principle of "patriots administering Hong Kong". These will intensify our efforts to strengthen the HKSAR's governance systems and capacity, and enhance the efficacy of governance in accordance with the law, so as to reinforce the positive landscape as we advance from stability to prosperity.

11. The HKSAR will devote its efforts to preparing for the Election Committee Subsector Ordinary Elections to be held on 22 November this year, as well as the Chief Executive Election and the District Council Ordinary Election next year. We will ensure that these elections are conducted in a fair, just, honest, safe and orderly manner.

12. Meanwhile, we will consolidate the electoral experience and continue to enhance various electoral arrangements with the spirit of steadfastly seeking progress while ensuring stability.

Implementing Patriotic Education

13. The Hong Kong's Five-Year Plan has stated clearly that the HKSAR will deepen patriotic education, national education, national security education and values education, and integrate them into daily teaching, with a view to nurturing a new generation with both virtue and ability, an affection for our country and Hong Kong, culture confidence,

proper values and a global perspective. The HKSAR will make full use of the resources in the Mainland to advance patriotic education for young people and take forward the establishment of Patriotic Education Bases for Hong Kong and Macao in an orderly manner. We will strengthen values education and ground students in Chinese culture, guiding them to take an interest in the well-being of mankind as a whole, with a view to cultivating among them a stronger sense of mission and responsibility towards "building a community with a shared future for mankind".

14. This year marks the 90th anniversary of the victory of the Long March. With the support of the Central Government, we will list the Yan'an Revolutionary Memorial Hall in Shaanxi Province as the second patriotic education base for the youth of the HKSAR in the Mainland, and encourage students and young people to visit the place for study. We will continue to communicate with relevant Mainland departments on the inclusion of more patriotic education facilities to enrich Hong Kong's patriotic education resources.

15. The Working Group on Patriotic Education under the Constitution and Basic Law Promotion Steering Committee will continue to coordinate and implement the overall strategy and measures in promoting patriotic education, so that patriotism with affection for our country and Hong Kong will become a mainstream value, taking root in the Hong Kong society as well as in people's minds. The Government will take forward the following major tasks –

(a) rolling out new study routes themed on the Long March under the student mainland exchange programmes, including visits to the Yan'an Revolutionary Memorial Hall and other revolutionary sites, to let youths and students learn about the spirit of the Long March;

(b) organising commemorative events, youth mainland exchange programmes and large-scale exhibition to commemorate the 160th anniversary of Dr Sun Yat-sen's birthday;

(c) launching a series of popular science education and publicity events under the theme of "A Shared Cosmic Vision for National Rejuvenation" to provide members of the public with more opportunities to learn about the stellar achievements of the country's aerospace technology development and the HKSAR's contributions to the national space endeavours;

(d) leveraging on the network of Mainland Offices to draw up in-depth thematic study routes for Hong Kong youths to enhance their understanding towards the history, developments and achievements of our country; and

(e) providing support, sponsorship and coordination to patriotic organisations, enterprises and community groups, having regard to actual situations, for organising innovative, large-scale educational activities to celebrate the 30th anniversary of Hong Kong's return to the motherland.

Strengthening Promotion on the Constitution and the Basic Law

16. Among the principles that the Hong Kong's Five-Year Plan must uphold, it is explicitly stated that the HKSAR Government must act in strict compliance with the Constitution and the Basic Law, remain steadfast in safeguarding national sovereignty, security and development interests, and ensure no deviation or distortion in the implementation of "One Country, Two Systems".

17. The Constitution is the root and origin of the HKSAR and the Basic Law. The Constitution and the Basic Law together form the constitutional basis and order of the HKSAR, providing a solid legal basis and constitutional framework for the country's basic policies regarding the HKSAR, including "One Country, Two Systems", while at the same time providing the strongest safeguard for the long-term prosperity and stability of Hong Kong. The HKSAR Government attaches great importance to the promotion and education on the Constitution, the Basic Law, national security as well as "One Country, Two Systems", and has been proactively taking forward relevant work through the Constitution and Basic Law Promotion Steering Committee.

18. The HKSAR Government will continue to strengthen publicity and education through diverse channels and innovative approaches, including displaying large-sized outdoor publicity messages, producing publicity video clippings, making extensive use of online platforms and social media for publicity, organising various kinds of physical activities to reach into the community, providing sponsorship to non-governmental organisations or community organisations for conducting different promotion and research, and consolidating community efforts for enhanced publicity, so as to strengthen public understanding on the Constitution, the Basic Law, national security and "One Country, Two Systems", enabling

different sectors of the community to gain a deeper understanding of "One Country, Two Systems" and the constitutional order of the HKSAR, thereby ensuring the full and faithful implementation of the "One Country, Two Systems" principle.

Enhancing Exchanges with the HKSAR Deputies to the NPC and the HKSAR Members of the National Committee of the CPPCC

19. Taking significant strides in integrating into and serving the overall national development is one of the major objectives of the Hong Kong's Five-Year Plan. The HKSAR deputies to the NPC (NPC deputies) and the HKSAR members of the National Committee of the CPPCC (CPPCC members) are members of the country's major institutions. Consisting of leaders from various sectors, they are a key force dedicated to the country and Hong Kong. They shoulder the vital responsibility of taking part in the deliberation of national affairs, and with their deep understanding of Mainland and Hong Kong affairs, they greatly contribute to the construction of the rule of law at national level as well as the long-term prosperity and stability of Hong Kong.

20. Since the establishment of the regular exchange mechanism in 2023, the HKSAR Government has received strong support and valuable feedbacks and suggestions on the work of the Government from the NPC deputies and CPPCC members. The HKSAR Government will continue to facilitate regular exchange with the NPC deputies and CPPCC members to enhance communication and collaboration, so as to fully rally patriots with affection towards the country and Hong Kong in pursuit of achievements together.

Protection of Privacy

21. The Hong Kong's Five-Year Plan adopts a holistic approach to development and security as one of its core principles, adheres to enhancing the social governance system to deepen the prevention and control system for public law and order, and to prevent risks and resolve challenges of various sorts. We strive to create an environment for development that is safe, ideal for living, and orderly, so as to safeguard Hong Kong's long-term prosperity and stability.

22. To combat doxxing acts which intrude into personal data privacy, the LegCo passed amendments to the Personal Data (Privacy) Ordinance (PDPO) in 2021, criminalising doxxing acts and empowering the Privacy Commissioner for Personal Data to pursue criminal investigation and

prosecution. The Office of the Privacy Commissioner for Personal Data (PCPD) has been rigorously enforcing the law to combat doxxing offences. From the commencement of the amendments to the legislation until 31 August this year, the PCPD has commenced criminal investigation for 587 suspected doxxing cases and arrested 92 persons in 86 cases, amongst whom 65 persons were charged and 50 were convicted, with the longest imprisonment sentence being eight months.

23. The PCPD continues to strengthen its promotional and educational initiatives to raise public awareness of personal data protection, while actively assisting various sectors in complying with the relevant provisions of the PDPO. With the establishment of the "Hong Kong International Data Privacy Academy" this year, the PCPD has continued to organise relevant seminars and training programmes, as well as the "Privacy-Friendly Awards", to encourage organisations to implement robust data governance and enhance data security.

24. Moreover, the Hong Kong's Five-Year Plan stipulates that Artificial Intelligence (AI) is a core industry for Hong Kong's future development and we aim at putting in place a regulatory framework that is conducive to the development of AI. The PCPD has published guidance notes, including "Artificial Intelligence: Model Personal Data Protection Framework", "Checklist on Guidelines for the Use of Generative AI by Employees" and "Protecting Personal Data Privacy in the Use of Agentic AI", etc. to provide guidance to the public and organisations on AI governance and protection of personal data privacy. Through the staging of musical, the publication of books and the issuance of guidance materials, the PCPD helps students and parents understand how to safeguard children's privacy and use AI safely. In addition, the PCPD has collaborated with the Digital Policy Office to launch the "Safeguarding Personal Data AI Sandbox" to assist schools in adopting AI in a safe and responsible manner. The HKSAR Government will continue to work closely with the PCPD in reviewing and proposing legislative amendments to the PDPO with a view to strengthening personal data protection and addressing the challenges posed by cyber technologies.

<u>Promotion of Equal Opportunities and Elimination of Discrimination</u>

25. The Hong Kong's Five-Year Plan specifies that we will strive to create an equal and caring society characterised by diversity and inclusiveness. The Government will promote equality and inclusiveness through measures in education, employment and community support, including enhancing cross-cultural exchange on campus, building a

thriving disability-inclusive society rendering support to key groups, such as youths, women, older and middle-aged persons, ethnic minorities, and people with disabilities, etc., with a view to reducing employment barriers, thereby promoting employment and unleashing the potential labour force, as well as deepening collaboration and exchange in social services with Mainland counterparts. The Government will enhance the support for ethnic minorities to increase their understanding of the development of our country and striving for the betterment of Hong Kong together.

26. The HKSAR Government will continue our efforts in facilitating equal access to public services by Hong Kong residents, irrespective of their race and background. We are committed to promoting racial integration and building a caring and inclusive society. We will continue to support the Steering Committee on Ethnic Minority Affairs, chaired by the Chief Secretary for Administration, to strengthen cross-bureau/inter-departmental collaboration, as well as to co-ordinate and provide steer on support measures for ethnic minorities.

27. In addition, we will continue to support the work of the Equal Opportunities Commission, timely review areas which require priority attention under the existing anti-discrimination ordinances, and step up promotion and public education, so as to demonstrate the HKSAR Government's determination to strengthen the building of a harmonious and inclusive society.

Conclusion

28. We will continue to implement the various policy measures above. Members are invited to note the content of this paper.

Constitutional and Mainland Affairs Bureau
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