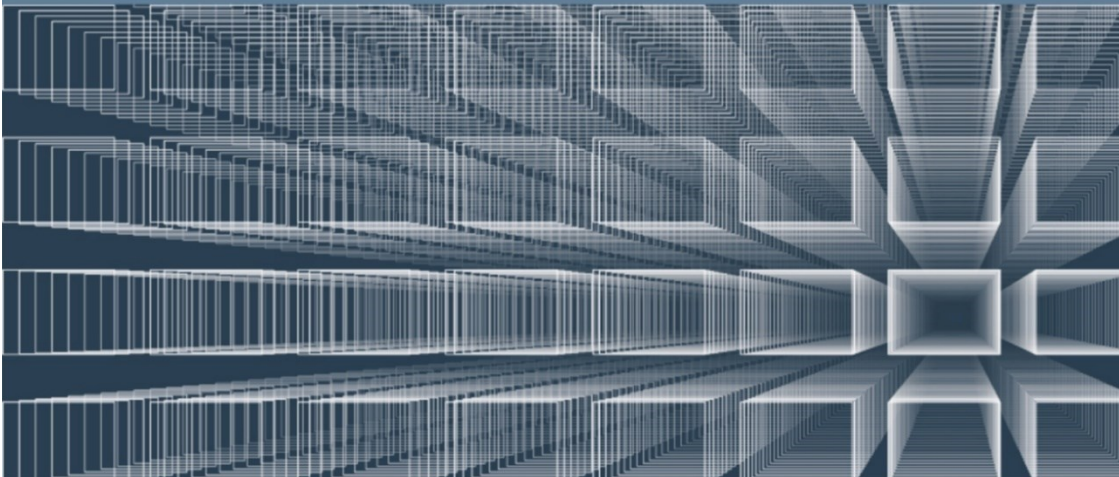


PoD-HKAPP  
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Critiquing HKSARG's Sports Development Policy:  
A Comparative Study



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Sep 2024



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- consolidate the majority of supporters of the democratic camp in the society;
- promote a moderate political approach in a proactive manner, and to carve out a new political horizon in the society;
- formulate an agenda and construct systematic political discourse; and
- establish new ideological dimensions in the politics, society, economics and culture of the Hong Kong Special Administrative Region together with different stakeholders through research, dialogue and engagement.

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## Authors

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Opinions expressed in this publication are the authors'. They do not necessarily reflect those of Path of Democracy and the Hong Kong Academy of Politics and Public Policy.

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# Critiquing HKSARG's Sports Development Policy: A Comparative Study

Andy Li, Kelvin Lo, Bonny Loo and Manson Ma

## Abstract

Based on a comprehensive review of sports development policies and practices from local and overseas governments, including the United Kingdom and Australia, as well as interviews with relevant stakeholders, this research project utilizes De Bosscher's SPLISS conceptual model (2006 and 2015) and SWOT analysis to examine the sports of sailing and dragon boat as case studies. The objectives of this project are to:

- (a) critically review the Sports Development policy of the HKSAR Government (HKSARG) outlined in paragraphs 90 to 91 of the Chief Executive (CE)'s 2022 Policy Address;
- (b) identify Hong Kong's strengths, weaknesses, opportunities, and threats in becoming a regional hub for sports development, sporting events, and sports tourism; and
- (c) recommend policies and measures to facilitate the successful implementation of the Policy.

In summary, the recommendations include:

- (a) empowering coaches;
- (b) collaborating with commercial sponsors to host international sporting events;
- (c) implementing special tax measures to incentivize sponsorship and investment in sports;
- (d) promoting sports and cultural tourism through leisure activities such as sailing cruises and Dragon Boat rides for tourists; and
- (e) transitioning the Sports Commission from an advisory body to a government agency with statutory functions and powers.

# 評論香港特區政府體育發展政策 — 比較研究

李兆彬 盧楚杰 盧志邦 馬文舜

## 摘要

透過檢視本地和國際政府(包括英國和澳洲)體育發展政策和實踐，以及與相關持份者的訪談，本研究項目利用 De Bosscher 等人的 SPLISS 概念模型(2006 及 2015)和 SWOT 分析方法以香港的帆船和龍舟運動作為案例研究。這項目的目標是：

- (a) 對香港特別行政區政府 (HKSARG) 在 2022 年特首 (CE) 的政策演講中第 90 至 91 段所概述的體育發展政策進行批判性檢視；
- (b) 辨識香港在成為區域體育發展、體育賽事和體育旅游中心方面的優勢、劣勢、機遇和挑戰；
- (c) 提出政策和措施，促進成功實施這些政策。

總的來說，我們的建議包括：

- (a) 賦予教練更多權力；
- (b) 與商業贊助商合作舉辦國際體育賽事；
- (c) 實施特別稅收措施，以激勵對體育的贊助和投資；
- (d) 通過休閒活動，如帆船和龍舟旅遊，促進體育和文化旅遊。

## 1. Introduction

Based on a desktop review of local and overseas government (including the United Kingdom and Australia) policies and practices on the development and promotion of sports (and sporting events), and interviews with relevant stakeholders, and using De Bosscher's SPLISS conceptual model as well as the SWOT (i.e. strengths, weaknesses, opportunities and threats) analysis to examine the sports of sailing and dragon boat as illustrative examples, this research project seeks to: (i) critically review the HKSAR Government (HKSARG)'s Sports Development policy as outlined in paragraphs 90 to 91 of the Chief Executive (CE)'s 2022 Policy Address (Policy), (ii) identify Hong Kong (HK)'s SWOT in becoming a regional hub for the development and promotion of sports sporting events and sports tourism in the region, and (iii) recommend policies and measures to facilitate the successful implementation of the Policy.<sup>1</sup> In summary, our recommendations include:

- (a) empowerment of coaches;
- (b) hosting of international sporting events in collaboration with commercial sponsors;
- (c) special tax measures to encourage sponsorship of and investment in sports;
- (d) promotion of sports/cultural tourism through leisure activities such as sailing cruises and Dragon Boat rides for tourists; and
- (e) transforming the Sports Commission from an advisory body to a government agency with statutory functions and powers.

This research report focuses on the following two policy initiatives on sports development:

*10-year development blueprint for sports and recreation facilities* (paragraph 90)

*"The Culture, Sports and Tourism Bureau (CSTB) will map out*

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<sup>1</sup> De Bosscher et. al. (2006); De Bosscher et. al. (2015).

*a 10-year development blueprint for sports and recreation facilities, providing about 30 diversified facilities by phases, such as sports centres, swimming pools, sports grounds and parks [including] HK's second sports park to be developed in Whitehead, Ma On Shan, and large-scale ... facilities in the Northern Metropolis."*

In reply to a Legislative Council (LegCo) Question, the Secretary for Culture Sports and Tourism (SCST) elaborated on 16 November 2022 that

*"In the first five years, we plan to launch 16 projects for sports and recreation facilities..., including 14... new facilities and two redevelopment projects".<sup>2</sup>*

Since 2017, HKSARG has allocated over \$60 billion of new resources to promote sports development in HK and provide more sports/recreational facilities, including the 28-hectare Kai Tak Sports Park (KTSP) which will provide modern and multi-purpose sports/leisure facilities to be completed in end-2023.<sup>3</sup>

*Enhancing professionalism in sports and developing sports as an industry (paragraph 91)*

*"The Government will continue to enhance the professionalism in the sports sector and develop sports as an industry, including enhancing the arrangement of training and competition venues for qualified sports clubs and supporting local sports clubs in their participation in major sports competitions in the Mainland and the region. We will also launch a five-year pilot programme on career and education for athletes with disabilities to equip them for post-retirement development. In addition, we will enhance the HK 'M' Mark System to support the hosting of at least 10 major international sports events in HK annually, with a view to further promoting*

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<sup>2</sup> HKSAR Government. (2022a).

<sup>3</sup> HKSAR Government. (2022d).

*HK as a centre for mega international sports events.”<sup>4</sup>*

Many international sports events scheduled for 2021 were cancelled or postponed due to COVID-19. HKSARG provided a special direct grant with a ceiling of \$2M for each affected event, and will continue to encourage National Sports Associations (NSAs) to organise major sports events in HK.<sup>5</sup> Major sporting events such as the Snooker Masters, Rugby Sevens, Cyclotron and International Tennis Challenger returned to HK from October to December 2022.<sup>6</sup> In November 2022, SCST expected about nine major international sports to be held in HK from February to November in 2023, including the Marathon, Sevens, Volleyball Nations League, International Dragon Boat Races, Tennis Open, Harbour Race, Open Badminton Championships, Golf Open and Squash Open.<sup>7</sup>

Regarding sports, the 14th Five-Year Plan for National Economic and Social Development (14-5-P) supports GBA in organising international sports events and taking forward integrated development of sports and culture.<sup>8</sup> To that end, Guangdong, Macao and HK will co-host the 15<sup>th</sup> National Games in 2025. HKSARG “will apply to host a number of competitive events in HK, taking into account various factors such as the existing sports facilities in HK and the soon-to-be-commissioned KTSP, the experience and capability of HK in hosting the relevant events, the events' popularity in the community and the competitiveness of HK athletes”.<sup>9</sup>

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<sup>4</sup> HKSAR Government. (2022e).

<sup>5</sup> See footnote 4.

<sup>6</sup> <https://www.snookermasters.hk/en/home> [accessed on 20 December 2022]; Hong Kong 7s. (2022); Hong Kong Tourism Board. (2024); <https://www.tennishk.org/en/tournament/bochkitc2022/> [accessed on 26 December 2022].

<sup>7</sup> See footnote 3.

<sup>8</sup> HKSAR Government. (2022c).

<sup>9</sup> HKSAR Government. (2022b)

## 2. Historical background

### 2.1: Subvention to national sports associations

The Amateur Sports Federation & Olympic Committee of Hong Kong was created in 1951. Hong Kong first competed in the Olympic Games at Helsinki in 1952. The Council for Recreation Sport (CRS) was founded by the government in 1973 as the only sport governing body at that time. In addition, HK\$3 million was donated to establish the Sir David Trench Fund for Recreation to encourage the youth's participation in recreational, sporting, cultural and social activities.<sup>10</sup> In 1990, CRS evolved to become the Hong Kong Sports Development Board (SDB) which was set up under the Hong Kong Sports Development Board Ordinance (Cap. 1149) for the promotion and development of sport and recreation. In 1994, through an amendment to Cap. 1149, SDB merged with the Hong Kong Sports Institute (HKSI) and took over responsibility for the elite training programme. CE appointed members to SDB, which received an annual subvention from HKSARG, income from a trust set up with donation from the Hong Kong Jockey Club (HKJC), as well as other private donations and commercial sponsorships.<sup>11</sup>

In July 2003, following an extensive two-month public consultation exercise, CE in Council decided to: (a) repeal Cap. 1149 and dissolve SDB; (b) reconstitute HKSI as an incorporated body to take over SDB's functions pertaining to high performance sports training; and (c) establish a new Sports Commission (SC) to advise HKSARG on all matters pertaining to sports development in HK. It is noteworthy that SC is merely an advisory body set up administratively with no statutory functions or powers. To implement the new administrative structure for sports development, the Home Affairs Bureau (HAB) introduced the *Hong Kong Sports Development Board (Repeal) Bill* into LegCo in November 2003.<sup>12</sup> Upon SDB's dissolution, the Leisure

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<sup>10</sup> Lau, P. (2019).

<sup>11</sup> Home Affairs Bureau. (2003).

<sup>12</sup> *Ibid.*, see paras. 3, 4, 7 and 8.



and Cultural Services Department (LCSD) in April 2004 took over SDB's funding responsibility to administer the granting of subventions to NSAs.

In February 2010, LegCo's Public Accounts Committee (PAC) published its Report No. 53 to examine, *inter alia*, the Administration of the Sports Subvention Scheme (Scheme) by LCSD then under the policy purview of HAB (Chapter 1 of Part 8).<sup>13</sup> In its report, PAC identified a number of problems with the allocation of subvention, monitoring of NSAs' performance, and internal controls of NSAs, which were "mainly attributable to there being inadequate correlation between the determination of the amounts of subvention to ... NSAs under ... the Scheme and NSAs' performance"; PAC further observed that "since taking over the responsibility for managing the grant of subvention to NSAs from the former [SDB] LCSD has largely inherited the practices of [SDB] in administering the Scheme without critically reviewing whether and how the system has been able to achieve its objectives in promoting sports development in HK..." PAC urged the Director of Leisure & Cultural Services (DLCS) to take various follow-up actions.<sup>14</sup>

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<sup>13</sup> Audit Commission. (2009).

<sup>14</sup> *Ibid.*, paragraph 33. According to the Government Minute of May 2010, LCSD had: (a) comprehensively reviewed the Scheme to improve its effectiveness and efficiency, enhance NSAs' internal controls and LCSD's monitoring work, and increase the transparency of the subvention policy and approval procedures; (b) examined how individual NSAs' achievement of performance targets (including compliance with the subvention requirements) under the Scheme could be better linked to the subvention level; (c) reminded NSAs of the importance of strict compliance with the requirements, contravention of which would be subject to retrospective sanction; (d) reviewed the calculation of the reserve fund balance for all NSAs and recovered funds from NSAs carrying a reserve fund balance over 25% of the annual subvention due to cancelled programmes; and (e) collaborated with the Independent Commission Against Corruption to conduct workshops for NSAs' staff on the proper accounting procedures and best practices for addressing procedural loopholes.

## 2.2: HK “M” mark mega sporting events

As regards HKSARG’s proposal to host at least 10 major international sports events in HK annually, it would be instructive to refer to the Report of the Independent Panel of Inquiry on the Harbour Fest which criticized, *inter alia*, HKSARG’s inadequate assessment prior to approval, and the organizer’s inadequate involvement, supervision and experience in concert promotion, “[substituting] expediency for due diligence ... in the appointment of ... the overall western talent co-ordinator”.<sup>15</sup> The report further recommended that for future similar events, “the Government should take [more than] a sole sponsor role or underwriter role ... there must be a dedicated public-private sector partnership to ensure shared commitment, both financially and operationally, between the Government and the private sector. For its part, the Government should mobilise inter-departmental support of the relevant Government agencies and make it a joint effort within Government. The Government must be represented on the organising committee of the event, even if it is only playing the monitoring role.”<sup>16</sup>

Under the special support measures for “M” Mark events, new events, exhibition matches or tournaments awarded with “M” Mark status from 2022 and the first half of 2023 may apply for a direct grant of up to \$6M, whereas the matching fund is subject to a ceiling of \$10M.<sup>17</sup>

## 3. Existing governance structure

### 3.1: Culture, Sports & Tourism Bureau

Upon the sixth-term Government assuming office on 1 July 2022, the Government Secretariat was restructured pursuant to section 54A of the Interpretation and General Clauses Ordinance (Cap. 1)<sup>18</sup>

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<sup>15</sup> HKSAR Government. (2004).

<sup>16</sup> *Ibid*, para. 40 of Executive Summary.

<sup>17</sup> Major Sports Events Committee. (2022).

<sup>18</sup> LegCo may by resolution transfer any statutory functions exercisable by a public officer to another public officer.

whereby certain functions (including sports and recreation) formerly under the purview of HAB were transferred to a newly created CSTB to which LCSD, SC and HKSI were to report:<sup>19</sup>

*“The new CSTB will consolidate arts and culture policies, and creative industries policies currently dispersed under HAB and CEDB<sup>20</sup>, thereby promoting policy integration and co-ordinated development of the two areas, and accelerating HK’s development into an East-meets-West centre for international cultural exchange<sup>21</sup> under 14-5-P, reinforcing HK’s leading position in the international arts auction market and facilitating the development of arts, cultural and creative industries. In addition, arts and culture, creative industries, sports and tourism can not only complement but reinforce each other’s developments. A diversified environment where Chinese and Western cultures meet, the availability of world-class cultural and sports facilities (including WKCD<sup>22</sup> and KTSP) and a wide variety of cultural and sports events and performances are valuable tourism resources in HK for attracting tourists who are interested in culture and sports. Apart from facilitating the development of arts and cultural industries, HK can help promote Chinese culture through tourism as well as enhance professionalism in the sports sector, and develop sports as an industry.”<sup>23</sup> (emphasis supplied)*

To implement the Policy, CSTB’s website publishes the following “mission statement”:

*“...CSTB’s Sports and Recreation Branch (SRB) is responsible for the promotion and implementation of the Government’s ... policy objectives of sports development, namely to ... support elite sports and promote HK as a centre for major international*

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<sup>19</sup> Culture, Sports and Tourism Bureau. (2024).

<sup>20</sup> Commerce & Economic Development Bureau.

<sup>21</sup> See para. 43 of footnote 5.

<sup>22</sup> West Kowloon Cultural District.

<sup>23</sup> Constitutional and Mainland Affairs Bureau and Policy Innovation and Co-ordination Office. (2002).

*sports events. We also endeavour to increase and enhance sports and recreation facilities, as well as encourage collaboration among communities in fostering a strong sporting culture in HK.”<sup>24</sup>*

A government bureau with a portfolio mixing culture, sports and tourism is not HK’s invention. Similar ministries overseeing culture, sports and tourism also already exist in Ontario<sup>25</sup> and Korea.<sup>26</sup>

### 3.2: Sports & Recreation Branch

Responsible for the promotion of sports development, SRB is headed by the Commissioner for Sports (Commissioner)<sup>27</sup> who reports to the Permanent Secretary for Culture, Sports & Tourism (PSCST)<sup>28</sup>:

*“...the Commissioner ... will be deployed – (a) to formulate sports policies as well as related initiatives, to implement HKSARG’s policy objectives in sports development to ... support elite sports, promote HK as a centre for major international sports events, enhance professionalism in the sports sector and promote sports as an industry; (b) to tender advice and recommendations to SCST and PSCST on sports-related matters; (c) to supervise the implementation of KTSP including the preparation for the opening and operations of the Park scheduled for end 2023 to 2024; to oversee the planning of new sports facilities and sports-related development projects and monitor the progress of implementation; (d) to serve as HKSARG’s focal point of contact with local stakeholders and counterparts in the Mainland and other places in promoting sports development; € to oversee the allocation of funding to sports organisations and sports events; and to attend meetings of LegCo;*

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<sup>24</sup> See footnote 24.

<sup>25</sup> Government of Ontario. (2022).

<sup>26</sup> Korea Ministry of Culture, Sports and Tourism. (2022).

<sup>27</sup> The Commissioner’s remuneration is pitched at Directorate Pay Scale Point 3 (HK\$213,700 per month).

<sup>28</sup> Culture, Sports and Tourism Bureau. (2022).

and (f) to oversee cross-bureaux' and cross-departments' co-ordination of sports-related policies..."<sup>29</sup> (emphasis supplied).

### 3.3: Sports Commission

Established in January 2005, SC comprises 10 *ex-officio* members (including SCST, DLCS, President of the Sports Federation & Olympic Committee of Hong Kong, China (SFOCHK), and Chairman of HKSI), as well as 10 ordinary members.<sup>30</sup> Its terms of reference are to advise HKSARG on: (i) the policies, strategies and implementation framework for sports development in HK; and (ii) the provision of funding and resources in support of sports development in HK, taking into account the input from various stakeholders in sport through partnership and collaboration.<sup>31</sup> SC is underpinned by, *inter alia*:

- (a) the Elite Sports Committee which advises on matters (including funding priorities) pertaining to high performance sport and athletes, and provides policy direction to HKSI; and
- (b) the Major Sports Events Committee which advises on strategies, initiatives and funding priorities for hosting major sports events with NSAs, the tourism industry and the private sector.

### 3.4: Hong Kong Sports Institute Limited

HKSI Limited was established in October 2004 to provide an environment in which sport talent can be identified, nurtured and developed to pursue excellence in sport. Other than sports facilities, support to athletes includes elite coaching/training, sports science, sports medicine, strength/conditioning, athlete affairs/education,

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<sup>29</sup> <https://www.recruit.com.hk/job-detail/culture-sports-and-tourism-bureau/commissioner-for-sports/G14244> [accessed on 19 December 2022]

<sup>30</sup> Sports Commission. (2022a).

<sup>31</sup> Sports Commission. (2022b).

applied research and sports information.<sup>32</sup> Its VMV statement<sup>33</sup> reads:

*Vision: ... HKSI's vision is to become the region's elite training systems delivery leader by providing state-of-the-art, evidence-based, elite sports training and athlete support systems resulting in sustainable world-class sports results.*

*Mission: ...as the Government's elite sport training systems delivery agent, HKSI is committed to working in partnership with the Government, SFOCHK, and NSAs to provide an environment in which sports talent can be identified, nurtured, and developed to pursue excellence in the international sporting arena.*

*Values: ...sport [is] central to achieving public health goals of healthy, productive, united communities. HKSI ... [pursues] excellence in sport through integrity, accountability to process and outcome, collegial stakeholder engagement, collaboration and teamwork, and inclusivity.*

According to its *Annual Report 2020-21*, HKSI had one Chairman, two Vice Chairmen and 15 Directors. HKSI received total income of \$787.4M,<sup>34</sup> and incurred total expenditure of \$648M; it awarded scholarships to 518 senior athletes and 647 junior athletes, supported 535 sports, provided athletes with 42,947 sports science supports and 36,677 sports medicine service sessions, as well as \$498M's Total Support under the Elite Training System, and reached 9.47M people through social media channels.<sup>35</sup>

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<sup>32</sup> Hong Kong Sports Institute. (2022a).

<sup>33</sup> Hong Kong Sports Institute. (2022b).

<sup>34</sup> In 2020-21, HKSI was allocated from the Elite Athletes Development Fund \$737M, of which \$143.9M was designated for Direct Financial Support to Athletes, while the balance of \$593.1 funded the Elite Training Programme and HKSI's operations.

<sup>35</sup> Hong Kong Sports Institute Ltd. (2021).

## 4. Three tiers of sport support

HKSI manages the Government's Elite Vote Support Scheme (EVSS) which supports three tiers of competitive sports:

- (a) There are currently 20 Tier A sports<sup>36</sup> (including sailing) eligible for funding for elite training programmes, dedicated coaching led by a Head Coach, full sports science and medicine support, and athlete development programmes; Tier A athletes will also receive an Elite Training Grant (ETG).<sup>37</sup> According to the *ETG Criteria 2023-24*, the monthly grant for each full-time elite athlete (in Olympic and/or Asian Games disciplines) varies from \$7,130 (Senior Squad) to \$50,000 (Elite A+: Olympic/World Champs Medalist);<sup>38</sup>
- (b) Among the 20 Tier A sports are 6 Tier A\* sports (Fencing, Swimming, Cycling, Windsurfing, Badminton and Table Tennis) which receive enhanced training support from HKSI; and
- (c) Below Tier A, there are 13 Tier B sports (e.g. Dragon Boat, Golf & Taekwondo etc.) where the Sports Aid Grant (up to \$16,120 per month) is available.

It is encouraging to see that in recent years, Hong Kong athletes have performed rather well, earning multiple medals at international sporting events:<sup>39</sup>

- (a) Youth Olympic Games, Buenos Aires 2018: 2 Silver and 1 Bronze;
- (b) Asian Games Jakarta 2018: 8 Gold, 18 Silver and 20 Bronze;

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<sup>36</sup> These Tier A sports include Athletics, badminton, billiard, cycling, equestrian, fencing, gymnastics, karatedo, rowing, rugby sevens, sailing, skating, squash, swimming, table tennis, tennis, tenpin bowling, triathlon, windsurfing and wushu.

<sup>37</sup> Hong Kong Sports Institute. (2022c).

<sup>38</sup> Hong Kong Sports Institute. (2022b).

<sup>39</sup> Hong Kong Olympic. (2023).

- (c) Winter Youth Olympics Lausanne 2020: 1 Gold and 1 Bronze;
- (d) Summer Olympics 2020 (held in 2021): 1 Gold, 2 Silver and 3 Bronze; and
- (e) (despite the National Anthem controversy) Ice Hockey World Championships 2023: Gold (women) in Romania and Bronze (men) in Bosnia.<sup>40</sup>

## 5. Overseas experience

### 5.1: Australia

Australia has won 173 gold medals, 177 silver medals, and 215 bronze medals in the Olympics.<sup>41</sup> It has hosted two Games - Melbourne (1956) and Sydney (2000), and will host the Game again in Brisbane (2032)<sup>42</sup>.

Established in 1985 under the *Australian Sports Commission Act 1989* (Cth) (the Act), the Australian Sports Commission (ASC) is the Australian Government agency responsible for supporting and investing in sport at all levels. Governed by a Board of Commissioners (Board) who are appointed by, and accountable to, the Minister of Sport, ASC is statutorily mandated by section 6(1) of the Act to:

- (a) provide leadership in the development of sport in Australia;
- (b) encourage increased participation and improved performance by Australians in sport;
- (c) provide resources, services and facilities to enable Australians to pursue and achieve excellence in sport while also furthering their educational and vocational skills and other aspects of their personal development;
- (d) improve the sporting abilities of Australians generally through the improvement of the standard of sports coaches;
- (e) foster co-operation in sport between Australia and other

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<sup>40</sup> RTHK.hk English News. (2023).

<sup>41</sup> The Olympian Database. (2023).

<sup>42</sup> Olympics Games. (2023).



- countries through the provision of access to resources, services and facilities related to sport; and
- (f) encourage private sector contributions of funding to supplement Commonwealth assistance.<sup>43</sup>

Playing *a unique role in the sport ecosystem* and tackling the big challenges and opportunities with and for the sector, ASC seeks to increase involvement in sport and enable continued international sporting success through leadership and development of the sports sector, targeted financial support and the operation of the Australian Institute of Sport (AIS).<sup>44</sup> The Board determines ASC's overall direction, and decides on allocation of resources and policy for delegated decisions of the Minister.<sup>45</sup>

In the build-up to the Brisbane 2032 Olympic and Paralympic Games, Australia's *High Performance 2032+ Sport Strategy* (HP2032+) has been launched to focus on optimizing outcomes and sustainable success for Summer and Winter Olympic and Paralympic and Commonwealth Games sports. HP2032+ aims to foster collaboration, alignment, clarity and accountability across Australia's High Performance Sport System with a view to harnessing collective strengths, talent and resources (Fig. 1).<sup>46</sup>

HP2032+ is further underpinned by the *Win Well Pledge*, which acknowledges the importance of success and rewarding High Performance, and highlights wellbeing as the foundation of sustainable success. Echoing the statutory mandate under section 6(1)(c) of the Act, the Pledge represents a commitment to the holistic development of athletes and staff. By prioritising and focusing on the physical, mental, emotional, and cultural wellbeing of athletes, coaches, staff, and sport as a whole, Australians will unlock their full potential and Win Well.<sup>47</sup> In summary, the overarching vision is to "*win*

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<sup>43</sup> Australian Government. (1989).

<sup>44</sup> Australian Sports Commission. (2023).

<sup>45</sup> Ibid.

<sup>46</sup> Australian Sports Commission. (2022).







<sup>47</sup> <https://www.winwell2032.au/win-well> [accessed on 28 January 2023].

*well to inspire Australians*”, with a mission to build an inclusive and sustainable sporting system that is *performance-driven, athlete-focused, exceptionally led, and purposefully collaborative*, underpinned by four core values: excellence, belonging, courage, and connection.

Figure 1. HP2032+

Source: Australian Sports Commission (2022)

In pursuance of the objectives set out in section 6(1)(c) and (d) of the Act, ASC offers various grants and funding assistance to athletes, coaches, leads, managers, practitioners and other workers in the sports sector such as education scholarships (including for post-athlete career options) (A\$5,000), coach development grants (A\$20,000), elevate learning grants (A\$5,000), and research grants (A\$50,000).<sup>48</sup>

<b>OUR VISION</b>		<b>We win well to inspire Australians</b>	
<b>Our Mission</b>		We are united in our pursuit to build an inclusive and sustainable sporting system that is:	
<ul style="list-style-type: none"> <li><b>Performance driven</b>   We win when it matters and we win well, because we know that performance and wellbeing go hand in hand</li> </ul>	<ul style="list-style-type: none"> <li><b>Athlete focused</b>   We deliver holistic athlete development and have clear pathways and transition periods</li> </ul>	<ul style="list-style-type: none"> <li><b>Exceptionally led</b>   We lead with vision, integrity and accountability to create environments where people thrive</li> </ul>	<ul style="list-style-type: none"> <li><b>Purposefully collaborative</b>   We work together towards shared outcomes and recognise and strengthen collaboration at all levels of the System</li> </ul>
Success needs to continue to climb post 2032, and our time starts now.			
<b>Our Core Values</b>		<b>Excellence + Belonging + Courage + Connection</b>	
Our united pursuit will be delivered through four priority areas:			
<b>Performance delivery</b> Enabling our top athletes to perform when it matters.	<b>Athlete performance pathways</b> Identifying, developing and supporting High Performance athletes of the future to progress towards the podium and beyond.	<b>World-leading knowledge + practice</b> Using world-leading knowledge, innovation and practice to ensure our athletes, coaches and performance support work as high functioning performance teams.	<b>Outstanding people + organisations</b> Building highly capable organisations that attract, develop and retain diverse talent and maximise human potential across the High Performance workforce.
Enabled by...			
 World-class coaching	 Clear roles + responsibilities	 Inclusive design	 Resources to achieve quality outcomes
			 Values + behaviours
			 Strategy monitoring + evaluation

Meanwhile, Australian Sailing is the governing body responsible for the administration, promotion and development of the sport of sailing in Australia. It is a member-based organization that represents the interests of and provides services and support to over 360 clubs and 160 accredited Discover Sailing Centres across Australia.<sup>49</sup> It has launched a 10-year strategic plan towards 2032 and beyond (Fig. 2).

<sup>48</sup> [https://www.sportaus.gov.au/grants\\_and\\_funding](https://www.sportaus.gov.au/grants_and_funding) [accessed on 30 January 2023].

<sup>49</sup> Australian Sailing. (2023).

In summary, the plan demonstrates a culture of RITE: Respect, Integrity, Teamwork and Excellence, underpinned by three strategic pillars (Support, Grow and Win), and six strategic foundations (Future Focus, Environmental Sustainability, Diversity and Inclusion, Innovation, Safety and Partnerships).

Figure 2. Sailing 2032

**Australian Sailing**

## Sailing 2032

The Strategic Plan for Australian Sailing 2022-2032

**SAILING 2032** is the platform from which Australian Sailing and our key partners will make exciting changes to what we do, when we do it, how we do it, where we do it, and who we do it with.

**Our Purpose**  
To grow sailing by leading, inspiring, and supporting sailors and their communities.

**Our People**  
The future of Australian Sailing lies in our people. We will proactively attract, train, support and retain people who love Sailing and are committed to achieving our purpose.

**Our Culture**  
Our values define our character and guide how we behave as we collectively do what is right for Sailing.

**R** **Respect**  
We value each other's experience and knowledge

**I** **Integrity**  
We act honestly and take responsibility

**T** **Teamwork**  
We work as one crew to help each other perform

**E** **Excellence**  
We exceed expectations and strive for the best

**Our Strategic Focus Areas**  
Our drive to deliver on our strategic plan and achieve our purpose will be focused on three key strategic pillars and six strategic foundations.

### OUR STRATEGIC PILLARS

<p><b>SUPPORT</b></p> <p>An enhanced Sailing delivery system delivering positive and rewarding Sailing experiences.</p> <p><b>OUR GOAL</b></p> <ul style="list-style-type: none"> <li>All clubs and Centres access Australian Sailing programs and support to help them deliver Sailing to their communities and achieve their goals.</li> </ul>	<p><b>GROW</b></p> <p>More people on the water, in more ways, more often.</p> <p><b>OUR GOAL</b></p> <ul style="list-style-type: none"> <li>Sailing is safer, more visible, accessible, relevant and rewarding for all.</li> </ul>	<p><b>WIN</b></p> <p>#1 Olympic Sailing nation in the world, uniting and inspiring Australia.</p> <p><b>OUR GOALS</b></p> <ul style="list-style-type: none"> <li>Consistently winning multiple medals</li> <li>Produce and retaining a pipeline of athletes and coach talent</li> <li>Have a positive influence on retaining and growing our Sailing community</li> </ul>
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### OUR STRATEGIC FOUNDATIONS

<p><b>FUTURE FOCUS</b></p> <p>Our cultural, governance and strategic, sporting and financial frameworks are best practice and perfectly placed to support our organisation and Sailing's delivery system into the future.</p>	<p><b>ENVIRONMENTAL SUSTAINABILITY</b></p> <p>With the ocean, lakes and rivers as our playground, Sailing and the environment are intrinsically connected. We play an active role in ensuring all Australians have clean and safe waterways on which to sail.</p>	<p><b>DIVERSITY AND INCLUSION</b></p> <p>Sailing is a great way to show how diverse and inclusive we can be as a nation. We want to see Sailing reflecting our communities. Inclusive sport – inclusive communities, and Sailing is part of this.</p>
<p><b>INNOVATION</b></p> <p>We are open to new ideas and will continually challenge our assumptions to improve the way we operate.</p>	<p><b>SAFETY</b></p> <p>We promote a Sailing safety culture.</p>	<p><b>PARTNERSHIPS</b></p> <p>We positively partner with all elements of the Australian Sailing community for the benefit of Sailing.</p>

Source: Australian Sailing (2023)

## 5.2: United Kingdom

Team Great Britain (GB) remarkably ranked fourth in the gold medal table (GMT) with 19 gold medals in Beijing (2008). At home in London (2012), Team GB further secured 29 gold medals out of 65 medals in total and ranked 3rd in the GMT. Team GB's success continued in Rio de Janeiro (2016), and ranked 2nd in the medal table (Lau 2019, 38).

As noted by Lau (2019, 122), the United Kingdom (UK) Government has since the 1990s promulgated a series of landmark sport-related policy documents such as Sport: Raising the Game (1995), A Sporting Future for All (2000), Elite Sports Funding Review (2001), Game Plan (2002), Playing to Win: A new era for sport (2008), and

World Class Performance Programme (2012), advocating a winning philosophy through the efficient and effective “No Compromise” funding approach being a result-driven method of funding elite sports based on their number of medals and completion of medal/performance targets.

Another strategy of the UK Government worth emulating is how they have internationalized, incentivized and developed world-class coaches (Lau 2019, 123-124):

- (a) Team GB owed its Olympic successes to the employment of experienced and quality international coaches with a successful track record;
- (b) Cash allowances are paid to individual coach for Gold, Silver and Bronze Olympic medals; while additional incentives are given when athletes trained by the coach win multiple medals; and
- (c) Progressive courses have been organized and awards provided to enhance local coaches’ competitiveness, including the Elite Coaching Apprenticeship Programme, Regional Coaching Plan and GB Talent Pathway coaching camps.

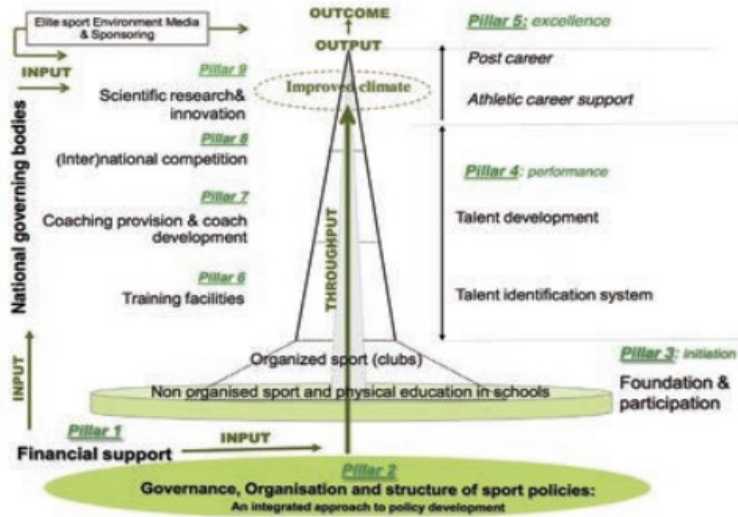
The UK also has a long and commendable tradition in involving leading universities and integrating academic resources in competitive sports, as illustrated by longstanding and effective partnerships with Loughborough, Bath, Sheffield Hallam, Northumbria and Sterling Universities which have consistently been providing scientific support for the British national squad in areas ranging from equipment, clothing and nutrition, to training methods, psychology, recovery and rehabilitation (Lau 2019, 126-127).

## **6. The SPLISS model**

This study seeks to evaluate HKSARG’s sports development policy (especially professionalism in elite sports) by reference to De Bosscher’s conceptual model, which consists of 9 pillars of sports policy factors leading to international policy success (Fig. 3): financial support, organizational structure, initiation: foundation & participation,

performance: talent identification & development system, excellence: athletic & post-career support, training facilities, coaching provision & coach development, domestic & international competition, and scientific research & innovation.<sup>50</sup>

Figure 3. SPLISS model



Source: De Bosscher et al. (2010)

Figure 4. SPLISS – Hong Kong Sailing

Pillar	Content
Pillar 1: Financial Support	NSA Level: mainly supported by LCSD of HK Government; HKSJ: Elite Athletes Development Fund (EADF) by the HK government Certain event(s) or project(s) by HKJC (e.g. The HKSAR 25th ANNIVERSARY SAILING CUP)
Pillar 2: Governance, Organisation and Structure of Sport Policies	Mainly driven by the NSA and LCSD, with elites training (execution part) by HKSJ and resources allocation via its Elite Vote Support Scheme (EVSS) system.

<sup>50</sup> De Bosscher et. al. (2010).

Pillar	Content
Pillar 3: Sport Participation	Relatively lower penetration rate in school given the nature of the sport in terms of the internal (e.g. hardware, time to commute) & external (e.g. sea, wind & weather conditions) factors.
Pillar 4: Talent identification and development	Mainly supported by the NSA and the 3 major yacht clubs from ground up; Selected elites to be trained by HKSI.
Pillar 5: Athletic career and post-career support	Athlete who has a podium result in major events (e.g. Asian Games or Olympics) would receive monthly financial support from the HK Gov't via HKSI system. Other than serving as coach, there seem to be not much linkage between the athlete's profession and respective post-career. We do see athlete to become yacht captain. Cf. Australia which offers education scholarships (e.g. for post-athlete career options) and elevate learning grants.
Pillar 6: Training facilities	NSA's own training base in Little Palm Beach; 3 yacht clubs for its respective squad teams.

Pillar	Content
Pillar 7: Coach provision and coach development	Usually supported by foreign coaches. In terms of local coach development no much knowledge transferred system is observed. Cf. Australia which offers coach development grants.
Pillar 8: National and international competition/events	Being a Tier-A sport of HKSI, HK is getting more active in the major events. E.g. 3 competitors were qualified to attend Tokyo 2020 although there was no podium result.
Pillar 9: Sport science support, scientific research and innovation in elite sport	Based on our research and interviews with HKSF and HKSI representatives no relevant information is observed in this area. Cf. Australia which offers research grants.

Figure 5. SPLISS – Hong Kong Dragon Boat

Pillar	Content
Pillar 1: Financial Support	Dragon Boat is classified as Tier B sport in HKSI NSA Level: supported by LCSD (HK\$3m in FY21-22) HKSI: Sports Aid Grant Occasionally supported by HKJC and other govt scheme such as Intangible Culture Heritage Office
Pillar 2: Governance, Organisation and Structure of Sport Policies	Mainly driven by the NSA and LCSD through HKCDBA Training provided by HKSI Resources allocation via its Elite Vote Support Scheme (EVSS) system.

Pillar	Content
Pillar 3: Sport Participation	<p>Low penetration at school, as the hardware requirement &amp; location restriction.</p> <p>However, it is a popular summer sport amongst private and public sectors.</p> <p>Amongst 136 sub-association under HKCDBA, 43% are private sports club, 34% are public and private sectors, including names of conglomerates and major government departments. Refer to Figure 7 below.</p>
Pillar 4: Talent identification and development	<p>Mainly supported by the NSA via HKCDBA (Young Athletes Dragon Boat Training Scheme)</p> <p>HKJC also conduct training scheme jointly with HKCDBA (Youth Dragon Boat Development Scheme)</p> <p>Public information shows that it is HKJC funded training scheme is sperate from the LCSD funded training scheme</p> <p>Selected elites to be trained by HKSI</p>
Pillar 5: Athletic career and post-career support	<p>Follow Tier B sport under HKSI.</p> <p>Athlete who has a podium result in major events (e.g. Asian Games or Olympics) would receive monthly financial support from the HK Gov't via HKSI system.</p> <p>Other than serving as coach, there seem to be not much linkage between the athlete's profession and respective post-career.</p> <p>Not sufficient information of post-career support in Dragon Boat sport</p>
Pillar 6: Training facilities	<p>Shek Mun, Sha Tin as the only official training site of HKCDBA</p>



Pillar	Content
Pillar 7: Coach provision and coach development	<p>Hong Kong Coaching Committee (HKCC) governs the coach accreditation and renewal. NSA (HKCDBA) is subvented by HKCC</p> <p>Local coaches supported a few foreign coaches</p> <p>HKCDBA possesses a comprehensive training and development scheme for coaches, with different levels divided into 3 different pillars. Namely Dragon Boat Training Certificate, Dragon Boat Rudder Man Certificate, and Dragon Boat Coach Certificate</p>
Pillar 8: National and international competition/events	<p>HKCDBA organises a series of local and international Dragon Boat competitions, as well as participate in international competitions in other countries/ cities</p> <p>Private sectors, such as SunLife, also organise their own Dragon Boat event. Such as Sun Life Stanley International Dragon Boat Championships</p> <p>Example:</p> <p>Hong Kong China Dragon Boat Association has sent Hong Kong Team athletes to join the "Vancouver Dragon Boat Festival 2016" in Canada on 16-19 June, 2016. Hong Kong Team defeated the strong teams from Guangzhou, Canada and USA and won the Gold Medals of "National Cup 100m" and the Bronze Medals of "National Cup 500m"</p>
Pillar 9: Sport science support, scientific research and innovation in elite sport	<p>Based on our research and interviews with HKSF and HKSI representatives no relevant information is observed in this area. Cf. Australia which offers research grants.</p>

Figure 6. Supplementary numbers for Pillar 3:

Nature	#	%
Sport club	58	43%
Private sector	33	24%
Public sector	13	10%
Domestic	10	7%
NGO	10	7%
Education	7	5%
Youth	5	4%
Grand Total	136	100%

## 7. SWOT – sailing and dragon boat

Hong Kong has a rich history in sailing race and race management, with over 100 years of experience. The city has four-season sailable weather, providing ample opportunities for sailors to train and compete throughout the year. Hong Kong is considered a world-class organizer of sailing events, with a proven track record of hosting successful international regattas. The LCSD water sports centre provides low-entry-cost sailing opportunities for beginners and enthusiasts, making the sport accessible to a wider audience.

However, the wind conditions in Hong Kong may be weaker or less extreme compared to other countries, which may impact the quality of training and competition for sailors. Additionally, the nature of the sport may be limited in terms of training time, as the weather conditions may not always be ideal for sailing.

On the positive side, Hong Kong has the potential to take the lead in the development of sailing as a sport in the Greater Bay Area, leveraging its experience and expertise in the field. The city aims to host the China National Games, which could provide a platform for the promotion and development of sailing in Hong Kong.

There are also challenges that need to be addressed, such as the

need to attract more young people to the sport and the lack of coaches due to unattractive pay. Fewer young people are interested in sailing, which may impact the long-term sustainability of the sport in Hong Kong. On the other hand, the lack of coaches may limit the availability of quality coaching and training opportunities for aspiring sailors.

In summary, Hong Kong has a solid foundation in sailing, but there are challenges that need to be addressed for the sport to grow and reach its full potential. By leveraging its strengths, such as its experience in race management and organization, and seizing opportunities such as the Greater Bay Area and the China National Games, Hong Kong can continue to develop sailing as a sport and attract new enthusiasts.

Figure 7. SWOT Analysis of Sailing in Hong Kong

	Positive	Negative
Internal	<ul style="list-style-type: none"> <li>• HK's rich 100+++ years history in sailing races &amp; race management</li> <li>• Four-season sail-able</li> <li>• World-class organisers</li> <li>• Low-entry-cost via LCSD water sports centers</li> </ul>	<ul style="list-style-type: none"> <li>• Weaker / less 'extreme' wind conditions compared to other countries (e.g. UK, New Zealand)</li> <li>• De-factor limitation of the sports' nature in terms of training time</li> </ul>
External	<ul style="list-style-type: none"> <li>• HK to take the lead for the development in GBA</li> <li>• Targeted to host China National Games</li> </ul>	<ul style="list-style-type: none"> <li>• Fewer young people are interested</li> <li>• Lack of coaches (due to unattractive pay)</li> </ul>

Dragon boat racing in Hong Kong has several strengths that have contributed to its success in the region. One of these is the quality of the harbour and river, which provide an ideal location for dragon boat racing. Additionally, the infrastructure readiness, including support from the NSA and HKSI, has helped to create a strong foundation for the sport in the region. The secure funding from the LCSD also ensures the sustainability of the sport in Hong Kong. Another strength is that the sport is 4 seasons friendly, making it accessible to athletes and fans throughout the year.

However, there are also some weaknesses that could limit the growth and development of dragon boat racing in Hong Kong. One challenge is that it may be difficult to promote the sport in secondary schools, which could limit the pipeline of young athletes. Additionally, the hardware requirements for dragon boat racing can be high, which may limit participation. Another weakness is the lack of a transition scheme from athlete to coach, which could limit the development of coaching talent in the sport.

There are also several opportunities for dragon boat racing in Hong Kong. The sport is on the agenda of mega-sport events, which could help to raise its profile and attract new fans and participants. Additionally, the sport, which is deeply-rooted in ancient Chinese history, has the potential to attract tourists to Hong Kong, promoting the region's brand and national identity.

However, there are also threats to the growth and development of dragon boat racing in Hong Kong. Nearby harbour cities with similar cultural traditions, such as Taipei and Singapore, could easily copy the model, leading to increased competition. Additionally, recruiting young athletes and ensuring the sustainability of the coach supply could be a challenge.

Overall, while there are some challenges facing dragon boat racing in Hong Kong, the sport has several strengths and opportunities that suggest it has the potential to continue to grow and thrive in the region.

Figure 8. SWOT Analysis of Dragon Boat in Hong Kong

S	<ul style="list-style-type: none"> <li>• Quality harbour and river</li> <li>• Infrastructure readiness (NSA and HKSI)</li> <li>• Secure funding from LCSD</li> <li>• 4 seasons friendly</li> </ul>	<ul style="list-style-type: none"> <li>• Difficult to promote at secondary school</li> <li>• Hardware requirement is high</li> <li>• Lack transition scheme from athlete to coach</li> </ul>	W
O	<ul style="list-style-type: none"> <li>• On the agenda of the m-sport events</li> <li>• Attract tourists to visit Hong Kong</li> <li>• Promote HK's brand (and national identity)</li> </ul>	<ul style="list-style-type: none"> <li>• Nearby harbour cities with similar culture (e.g. Taipei &amp; Singapore) can easily copy the model</li> <li>• Difficult to recruit young athletes</li> <li>• Sustainability of coach supply</li> </ul>	T

## 8. Conclusions and recommendations

We have identified four common pain points for Hong Kong sports policy through sailing and dragon boat as examples, being insufficient world-class coaches, poor talent identification, shortage of training centres and few international mega sport events.

Going forward, we recommend: (i) empowerment of coaches; (ii) hosting of international sporting events in collaboration with commercial sponsors; (iii) special tax measures to encourage sponsorship of and investment in sports; (iv) promotion of sports/cultural tourism through leisure activities such as sailing cruises and Dragon Boat rides for tourists; and (v) transforming the Sports Commission from an advisory body to a government agency with statutory functions and powers.

Short-term recommendations would mainly relate to coaches which have 3 aspects. First, internationalisation of the coaching squad: currently, HKSI has employed over 50% of its head coaches of the 20 Tier A\* and Tier A sports from overseas. In terms of quantity, it is

already ideal. If possible, a more demanding employment of foreign coaches and a relatively more objective selection criterion, including their track record in sport-specific coaching career should be specified. The financial offer and lifestyle support (for example, accommodation, medical allowance, family education allowance and travelling allowance) need to be competitive for those world-class coaches to come to Hong Kong.

Secondly, rewards to coaches for their athletes' medal winning performances: this measure provides significant linkage between the athletes' success and the coach's reward. Consequently, motivation to win and high inspiration emerge in both athletes and coaches.

Thirdly, the production of world-class coaches: In the case of the HKSI, there are coaching certificate programmes and courses offered to contribute to the enhancement of coaches' expertise and development, but more sport-specific coaching courses will be more instrumental in producing world-class coaches and consequently pursuing desirable results in training.

For mid to long term recommendations, we have the following recommendations. First, bidding to and the hosting of international mega sport events (with sponsorships from the private sector as per HSBC Rugby Sevens, Standard Chartered Marathon etc.)<sup>51</sup>: from a cost-effective perspective, two options are recommended: the first of which is to bid to and host the Youth Olympic Games which is more manageable regarding its cost and scale of the event, which could act as a rehearsal for larger-scale sports mega events. The second option is to co-host the Asian Games with Shenzhen and Guangzhou both of which have already hosted Asian Games and Summer University Games respectively. Hong Kong can maximize the mega sport event management experiences. Furthermore, transportation between these cities with Hong Kong becomes much convenient and accessible. The cost to host the Games can be reduced significantly too. In terms of commercial sponsorship of international sporting events to attract tourists, CSTB may consider facilitating a

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<sup>51</sup> Cf. section 6(1)(f) of the Australian Sports Commission Act 1989.

collaboration for, for example, San Miguel, to sponsor the International Dragon Boat Races.<sup>52</sup>

The Government may also consider introducing special tax measures under Part 4 of the Inland Revenue Ordinance (Cap. 112) to: (a) impose a special tax/levy on big conglomerates like real estate developers to support sports development; and/or (b) give tax incentives (e.g. tax breaks/special deductions) to companies that sponsor/invest in sports.

In view of the CSTB's establishment to coordinate the development of sports, culture and tourism, it is proposed to promote sports/cultural tourism through, for example, day trips to Stanley for dragon boat rides, or to Little Palm Beach for boat rides/cruises – similar to punting/rowing at Oxford/Cambridge, or gondola rides in Venice, which would also provide boat clubs and athletes with a steady stream of extra income on their non-training days.

Finally, to address the concern about the SC not being “empowered” enough, consideration could be given to turning the Commission from a non-statutory advisory body with no real powers into a statutory body/Government agency with substantive functions and powers, as per the Australian Sports Commission, to implement CSTB's sports development policy. This would entail enacting a piece of enabling legislation to establish the Commission as a statutory body and to enshrine its functions and powers (including those seeking to encourage private sector contributions of funding to support athletes and to host sports events etc.) in the statute.

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<sup>52</sup> 體路 (2023)。

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