

PART ONE

PREFACE

CHAPTER 1

INTRODUCTION

Section 1 – 2025 Legislative Council General Election

1.1 The seventh term of the Legislative Council (“LegCo”) commenced on 1 January 2022 and ended on 31 December 2025. The Chief Executive (“CE”), in accordance with section 6 of the Legislative Council Ordinance (Cap. 542) (“LCO”), specified 24 October 2025 as the date from which the seventh term of the LegCo would stand prorogued, and 7 December as the date for holding the general election for the eighth term of office of the LegCo.

1.2 In this election, a poll was required for all the constituencies, whereby 90 Members would be returned respectively from 10 Geographical Constituencies (“GCs”), 28 Functional Constituencies (“FCs”) and the Election Committee Constituency (“ECC”). The number of Members to be returned for each of the constituencies are listed in **Appendix I**.

1.3 Following the smooth completion of the election, all 90 Members have been elected. In accordance with section 4(3) of the LCO, the CE-in-Council specified 1 January 2026 as the commencement date for the eighth term of the LegCo.

Section 2 – Election Report

1.4 The Electoral Affairs Commission (“EAC”) is required under section 8(1) of the Electoral Affairs Commission Ordinance (Cap. 541) (“EACO”) to

submit a report on this election to the CE within 3 months of the conclusion of the election, i.e. on or before 6 March 2026.

1.5 This report outlines how the EAC conducted and supervised various aspects of this election, including the preparatory work, electoral arrangements and handling of complaints. It also summarises the experience gained, reviews the effectiveness of the arrangements, and puts forward recommendations for improvement of the relevant election arrangements and measures.

PART TWO

BEFORE POLLING DAY

CHAPTER 2

DELINEATION OF GEOGRAPHICAL CONSTITUENCIES

2.1 One of the important tasks that the EAC had to undertake during the preparation stage of the general election was the delineation of GCs. According to sections 4(a), 18 and 19 of the EACO, the EAC has to review the boundaries and names of LegCo GCs, formulate provisional recommendations and conduct public consultation, and thereafter submit to the CE a report setting out the recommendations on the boundaries and names of GCs.

2.2 For the 2025 Legislative Council General Election (“LCGE”), the EAC, in carrying out the relevant delineation exercise, adopted as its premise the number of LegCo GCs and the number of Members as stipulated in Annex II to the Basic Law and in the LCO, and formulated recommendations on the boundaries and the names of GCs, in accordance with the requirements and criteria set out in the EACO, as well as its working principles. The relevant work and recommendations made are detailed in the report submitted by the EAC to the CE on 13 June 2025.

2.3 The CE-in-Council accepted all the recommendations in the report on 24 June of the same year and made the Declaration of Geographical Constituencies (Legislative Council) Order 2025 (Cap. 542N). The Declaration was tabled at the LegCo on 2 July of the same year for negative vetting procedure and came into operation on 1 August 2025; the 10 GCs are Hong Kong Island East (LC1), Hong Kong Island West (LC2), Kowloon East (LC3), Kowloon West (LC4), Kowloon Central (LC5), New Territories South East (LC6), New Territories North (LC7), New Territories North West (LC8), New

Territories South West (LC9), and New Territories North East (LC10). The relevant boundary maps have been uploaded to the EAC website.

CHAPTER 3

REGISTRATION OF ELECTORS

Section 1 – Qualification for Registration

3.1 The LCO stipulates that only registered electors and Election Committee (“EC”) members are eligible to vote in this election. It also stipulates the qualifications for registration as electors for GCs and FCs and the circumstances under which an elector is disqualified from voting at the election.

Geographical Constituencies

3.2 An individual is eligible to be registered as a GC elector for inclusion in the 2025 Final Register (“FR”) of Electors if he/she:

- (a) is aged 18 years or above as at 25 September 2025;
- (b) is a permanent resident of Hong Kong;
- (c) ordinarily resides in Hong Kong and at the time of applying for registration, the residential address in his/her application for registration is his/her only or principal residence in Hong Kong (separate provisions apply to persons serving a sentence of imprisonment);
- (d) holds a valid identity document or has applied for a new identity document or replacement of identity document; and
- (e) is not disqualified from being registered as an elector by virtue of section 31 of the LCO.

To enhance the accuracy and completeness of the registration particulars of electors (including their registered addresses), the Registration and Electoral Office (“REO”) implements various checking measures every year, and would carry out statutory inquiry process if there are reasonable grounds to suspect that an individual elector no longer resides at his/her registered address.

Functional Constituencies

3.3 The electorates of FCs consist of both natural persons and corporate electors. The electorates concerned include (1) listed bodies under the LCO; (2) licence/registered qualification holders (natural persons or bodies) under specified legislations stipulated in the LCO; and (3) designated persons (natural persons or bodies) of the specified bodies under the LCO. Sections 20 and 25 of the LCO stipulate the qualifications for registration as electors for the 28 FCs.

3.4 Among the 28 FCs, 9 are composed of individual electors. For a natural person to be an individual elector in the FC, apart from fulfilling the qualifications for registration for the corresponding FC, he/she must also be a registered GC elector.

3.5 The other 19 FCs are composed of corporate electors. Corporate electors must be the listed bodies under the LCO; or licence/registered qualification holders under specified legislations stipulated in the LCO and/or members of the specified bodies under the LCO (for some specified bodies, members refer to those entitled to vote at general meetings or specified authority within the bodies as provided by the bodies’ constitutions). Besides, according to the LCO, some bodies/corporate members of the bodies must have been operating as such bodies/must have been corporate members of the bodies and have been operating for the 3 years immediately before their applications for registrations as corporate electors so as to be eligible for registration as electors in the relevant

FCs. The REO regularly reminds the specified bodies to comply with their constitutions, and properly maintain their membership and provide up-to-date membership information to the REO. The Independent Commission Against Corruption (“ICAC”) also provides corruption prevention advisory services to the specified bodies to further disseminate the message of good corporate governance and the importance of membership administration.

3.6 A corporate elector is required to appoint a natural person to be its authorised representative (“AR”) for casting its vote. The AR must be an elector of a GC and has a substantial connection with the corporate elector. The appointment or replacement of the AR of a corporate elector must be registered with the Electoral Registration Officer (“ERO”). Furthermore, a natural person cannot be appointed as an AR for more than one corporate elector, but this does not affect his/her registration as an individual elector in another FC.

3.7 In addition, no person (whether a natural person or a body) could be registered as an elector in more than one FC. A person qualified to be registered in more than one FC may only be registered in one of the FCs. An elector eligible to be registered in the Heung Yee Kuk FC may be registered only in that FC; an elector eligible to be registered in the Hong Kong Special Administrative Region deputies to the National People’s Congress (“NPC deputies”), Hong Kong Special Administrative Region members of the National Committee of the Chinese People’s Political Consultative Conference (“CPPCC members”) and representatives of relevant national organisations FC, as well as other FCs (except the Heung Yee Kuk FC), may be registered only in the former. An elector who is at the same time eligible to be registered in any of the 7 designated FCs¹ as well as other FCs (except the Heung Yee Kuk FC and the NPC deputies, CPPCC

¹ Namely (i) Agriculture and Fisheries, (ii) Insurance, (iii) Transport, (iv) Finance, (v) Sports, Performing Arts, Culture and Publication, (vi) Technology and Innovation and (vii) Catering.

members and representatives of relevant national organisations FC) may be registered only in one of the 7 designated FCs.

Election Committee Constituency

3.8 Only EC members are entitled to vote at an election for the ECC.

Section 2 – Registration Regulations

3.9 The Electoral Affairs Commission (Registration of Electors) (Legislative Council Geographical Constituencies) (District Council Geographical Constituencies) Regulation (Cap. 541A) (“EAC (ROE) (GC) Reg”) governs the registration of GC electors, while the Electoral Affairs Commission (Registration) (Electors for Legislative Council Functional Constituencies) (Voters for Election Committee Subsectors) (Members of Election Committee) Regulation (Cap. 541B) (“EAC (ROE) (FCSEC) Reg”) governs the registration of FC electors.

3.10 The REO requires applicants for new registration or change of registered residential address to submit address proof issued within the last three months together with the application (applicants who are authorised occupants of public rental housing under the Housing Department (“HD”) or registered residents in the tenancy of subsidised housing under the Hong Kong Housing Society (“HKHS”) may be exempted).

Section 3 – The Voter Registration Campaign

3.11 The REO accepts applications for voter registration throughout the year. The statutory deadline for applications for new registration and change of particulars in each voter registration (“VR”) cycle is 2 June. Individuals who

submit his/her applications on or before the deadline may have their registration particulars included in the FR for that year. To enhance publicity, the REO launched the 2025 VR Campaign on 25 April 2025, with the main objectives including: publicising the statutory deadline for applications for new registration and change of particulars (i.e. 2 June 2025); reminding registered electors to update their registered residential addresses and other particulars when necessary; and reminding electors to reply to the inquiry letters issued by the REO by the deadline.

3.12 The VR campaign was coordinated by the Constitutional and Mainland Affairs Bureau (“CMAB”), and jointly implemented by the REO, the Home Affairs Department (“HAD”), the Information Services Department (“ISD”), Radio Television Hong Kong (“RTHK”) and the ICAC.

3.13 In addition to issuing press releases, a number of publicity activities were conducted during the VR campaign, including broadcasting Announcements of Public Interest (“APIs”) on television, online platforms and radio; placing advertisements on social media platforms, websites, mobile applications, public and private housing estates, as well as on public transport systems; displaying posters, lamppost buntings and banners on the exterior walls of government buildings and across districts. Roving registration counters were also set up at multiple public locations in various districts to facilitate registration and answer enquiries.

3.14 Besides, the REO set up registration counters at 7 Registration of Persons Offices of the Immigration Department (“ImmD”) and deployed VR assistants to encourage and assist members of the public applying for identity cards to register as electors or update their registration particulars. In 2025, the relevant arrangement was extended for the first time to the Right of Abode Section

of the ImmD, so as to further facilitate eligible persons who had recently obtained the right of abode to register.

3.15 The REO also wrote to certain target groups, such as households in the new housing estates, appealing to them to update their registered residential addresses or submit applications for new registration, and to specified bodies under the LCO to encourage them to invite eligible members to register in the relevant FCs.

3.16 In the 2025 VR cycle², there were 36 591 newly registered electors in GCs and 1 072 in FCs respectively. In addition, the REO processed about 118 000 applications for updating registration particulars for GCs electors and about 4 000 for FCs electors.

Section 4 – Checking Measures on Voter Registration

3.17 To enhance the accuracy and completeness of the registration particulars of electors, the REO implements checking measures and carries out the statutory inquiry process, including:

- (a) follow-up on the undelivered poll cards and electoral mails for the previous elections;
- (b) verification of electors' status of Hong Kong permanent residence and registered addresses with other government departments, including ImmD, HD, HKHS, and HAD;
- (c) checks on multiple electors or multiple surnames of electors registered with the same residential address;

² From 3 June 2024 to 2 June 2025.

- (d) checks on addresses with incomplete information or suspected non-residential addresses; and
- (e) checks on addresses situated at buildings already demolished or vacant buildings to be demolished.

In implementing the checking measures, if the REO becomes aware that an individual who has registered in a GC may no longer meets the requirements set forth by the relevant electoral laws, inquiry process would be invoked in accordance with the law.

3.18 The REO also reviews the registration particulars of individual and corporate electors in FCs during every VR cycle. During the checking process, if the registration eligibility of a person (natural person or body) is suspected to be no longer meeting the relevant statutory requirements, the REO would issue inquiry letters to the persons concerned in accordance with the law. Unless proof is provided by the persons concerned, the REO would include them in the Omissions List (“OL”) of FCs.

Section 5 – The Registers

3.19 On 1 August 2025, the REO published the provisional registers of electors (“PRs”) for GCs and FCs. The PRs included eligible individuals and bodies who had submitted new applications for registration as electors on or before the statutory deadline (i.e. 2 June 2025), as well as those listed on the 2024 FR who continued to be eligible for registration. The PR of individual electors for GCs and FCs contained electors’ names, principal residential addresses and the constituency to which they belong; whereas the PR of corporate electors in FCs contained particulars such as the bodies’ names, their business addresses, the FC to which they belong and their ARs’ names. These particulars were updated

by the REO based on the information reported by the electors or obtained from other sources.

3.20 On the same day, the REO published the OL. The list contained the individual / corporate particulars of certain persons in the 2024 FR whom the ERO had reasonable grounds to believe had been disqualified or were no longer eligible for registration (e.g. deceased individual electors, persons who failed to provide valid replies under the statutory inquiry process, or persons who were no longer qualified members of the specified bodies of the relevant FCs). About 71 100 electors were included in the GC OL for failing to respond to the statutory inquiry process. Among them, about 2 900 provided valid replies by 25 August 2025 and, with the approval of the Revising Officer, were included in the FR; the remaining approximately 68 200 electors were not included in the FR.

3.21 The REO encourages electors to check their registration particulars through the “iAM Smart” platform or by visiting the VR website (vr.gov.hk). In addition, both the 2025 PRs for GCs and FCs and the OLs were available for inspection at the two offices of the REO (8/F, Treasury Building, 3 Tonkin Street West, Cheung Sha Wan, Kowloon, and 29/F, Standard Chartered Tower, Millennium City 1, 388 Kwun Tong Road, Kwun Tong, Kowloon) from 1 August to 25 August 2025. Copies of the PRs and OLs containing entries relating to individual electors were shown in accordance with the statutory requirements, and made available for inspection by specified persons only, while copies of the PRs and OLs containing only entries relating to corporate electors could be inspected by members of the public. During the above-mentioned period, members of the public could lodge objections against any entries in the PRs with the ERO. Any person, whose name was not recorded in the PR, whose particulars were not accurately recorded or whose name was included in the OLs, could also lodge a claim with regard to his/her cases.

3.22 Upon the deadline for lodging claims and objections (i.e. 25 August 2025), the ERO did not receive any notices of objection and claim relating to GCs electors. As for FCs electors, the ERO received four notices of claim, all of which were eventually dismissed by the Revising Officer.

3.23 The 2025 FRs for GCs and FCs were published on 25 September 2025, containing in total the particulars of 4 138 992 GCs electors, and 185 277 individuals and 8 397 corporate FCs electors. A breakdown is at **Appendices II to IV**.

3.24 The FR of members of the EC for this election was published on 17 September 2025, and amended on 5 December of the same year to reflect the changes in the membership of the EC. On polling day, the FR contained the particulars of a total of 1 466 EC members.

CHAPTER 4

THE ELECTION RELATED LEGISLATION

Section 1 – Ordinances and Subsidiary Legislation

4.1 The 2025 LCGE was governed by the following ordinances:

- (a) the EACO which empowers the EAC to perform its various functions in the conduct and supervision of the election;
- (b) the LCO which provides the regulations for conducting the election; and
- (c) the Elections (Corrupt and Illegal Conduct) Ordinance (Cap. 554) (“ECICO”) which prohibits election-related corrupt and illegal matters.

4.2 Besides, the following pieces of subsidiary legislation stipulate the detailed procedures for the conduct of the election:

- (a) the EAC (ROE) (GC) Reg;
- (b) the EAC (ROE) (FCSEC) Reg;
- (c) the Electoral Affairs Commission (Nominations Advisory Committees (Legislative Council)) Regulation (Cap. 541C) (“EAC (NAC) (LC) Reg”);
- (d) the Electoral Affairs Commission (Electoral Procedure) (Legislative Council) Regulation (Cap. 541D) (“EAC (EP) (LC) Reg”);

- (e) the Particulars Relating to Candidates on Ballot Papers (Legislative Council and District Councils) Regulation (Cap. 541M);
- (f) the Electoral Affairs Commission (Financial Assistance for Legislative Council Elections and District Council Elections) (Application and Payment Procedure) Regulation (Cap. 541N);
- (g) the Legislative Council (Subscribers and Election Deposit for Nomination) Regulation (Cap. 542C);
- (h) the Legislative Council (Election Petition) Rules (Cap. 542F); and
- (i) the Maximum Amount of Election Expenses (Legislative Council Election) Regulation (Cap. 554D).

Section 2 – Amendments Related to the Safeguarding National Security Ordinance

4.3 The Safeguarding National Security Ordinance took effect upon its gazettal by the Government on 23 March 2024. The amended provisions relating to the LCGE included sections 39 and 40 of the LCO, which updated (i) the circumstances when a person is disqualified from being nominated as a candidate and from being elected as a Member; and (ii) the requirements that should be observed by nominated candidates.

Section 3 – Electoral Legislation (Miscellaneous Amendments) Ordinance 2025

4.4 The Electoral Legislation (Miscellaneous Amendments) Ordinance 2025 (“2025 Miscellaneous Amendments Ordinance”) took effect upon its

gazettal by the Government on 2 May 2025. The amendments relating to the LCGE include:

- (a) Amending the EACO to remove the statutory connection between the delineation of LegCo GCs and District Council (“DC”) GCs as well as the Districts; and
- (b) Amending the EAC (EP) (LC) Reg to stipulate that, in addition to manual counting, counting machines may be used for counting of votes in LegCo FC elections. Relevant legislations related to the counting procedure have also been amended to cater the use of counting machines. Furthermore, a Presiding Officer (“PRO”), after the close of poll, is only required to compile 1 consolidated ballot paper account for ballot papers of all FCs cast at the polling station concerned. Compilation of a ballot paper account for each FC is no longer required; and
- (c) Amending the Chief Executive Election Ordinance (Cap. 569), the Election Committee (Registration) (Voters for Subsectors) (Members of Election Committee) (Appeals) Regulation (Cap. 569B) and the EAC (ROE) (FCSEC) Reg to empower the ERO to advance by means of notice in the Gazette the deadlines for specific registration procedures related to EC subsector registers in the year of LCGE. This is to ensure that the by-elections⁴ for the EC subsectors that must be held before the LCGE are conducted according to the latest register.

³ The EC members are responsible for nominating candidates for the LC elections and electing members of the LC ECC. The relevant by-elections are to fill the vacancies in the membership of the EC to be returned by election.

CHAPTER 5

THE GUIDELINES

Section 1 – The Preparatory Work

5.1 Section 6(1) of the EACO empowers the EAC to issue electoral guidelines for conducting and supervising elections. The purpose of issuing electoral guidelines is to ensure that elections are conducted in an open, honest and fair manner. Before each election, the EAC would, taking into account changes in legislation and the experience from previous elections, update the electoral guidelines based on the existing version. The electoral guidelines explain in simple language the legislation, so as to remind the parties concerned of the provisions and requirements under the electoral law and promulgate a code of conduct for election-related activities not stipulated by the legislation.

Section 2 – The Guidelines

5.2 The EAC has been committed to improving the public elections arrangements. To this end, the EAC has drawn up new guidelines for the 2025 LCGE and any subsequent LegCo by-elections, if necessary. The new guidelines were based on the Guidelines on Election-related Activities in respect of the LCGE (“Guidelines”) issued in October 2021, with enhancements such as removing obsolete or repetitive contents, presenting relevant arrangements in tables and flowchart and consolidating the contents of chapters. The enhancements aimed to help the general public better understand the requirements of the relevant legislation and the code of conduct formulated by the EAC, making the Guidelines clearer and easier to understand.

5.3 In accordance with section 6(2) of the EACO, the EAC conducted a 30-day public consultation from 3 July to 1 August 2025. During the consultation period, members of the public could submit written representations on the proposed Guidelines to the EAC. The EAC held a public forum on 18 July, from 7 pm to 9 pm at the School Hall of the Kowloon Tong Government Primary School to receive oral representations. After considering all views received during the public consultation period, the EAC opined that no amendments to the proposed Guidelines were necessary, and published the new Guidelines on 25 September with a press release. The Guidelines were uploaded to the EAC website on the same day and were available for public inspection at the REO offices, the Home Affairs Enquiry Centres of all District Offices, as well as major and district public libraries. The major amendments of the new Guidelines compared with the Guidelines issued in October 2021 are set out in **Appendix V**.

CHAPTER 6

NOMINATIONS AND APPOINTMENTS

Section 1 – Nomination of Candidates

6.1 According to section 7 of the EAC (EP) (LC) Reg, the Chief Electoral Officer (“CEO”) specified that the nomination period for this election ran from 24 October to 6 November 2025. Candidates must submit their nomination forms to the relevant Returning Officers (“ROs”) in person within the nomination period. The ROs received a total of 161 nomination forms, including 51 for GCs, 60 for FCs and 50 for ECC.

6.2 Pursuant to Annex II to the Basic Law and the LCO, the Candidate Eligibility Review Committee (“CERC”) is responsible for reviewing and confirming the eligibility of candidates for LegCo Members. The Committee for Safeguarding National Security of the Hong Kong Special Administrative Region (“HKSAR”) shall, on the basis of the review by the Safeguarding National Security Department of the Police, make findings as to whether a candidate meets the legal requirements and conditions on upholding the Basic Law and pledging allegiance to the HKSAR of the People’s Republic of China, and issue an opinion to the CERC in respect of candidates who fail to meet such legal requirements and conditions. In this election, the CERC determined that all candidates’ nominations were valid and published notices of its decisions in the Gazette on 10 November 2025.

Section 2 – Nominations Advisory Committees

6.3 The EAC appointed 4 experienced legal professionals who are not affiliated with any political organisations, each forming 1 Nomination Advisory Committee (“NAC”), upon request by prospective candidates or ROs, to provide advice under the EAC (EP) (NAC) Reg on whether a prospective candidate is eligible to be nominated, or is disqualified from being nominated, as a candidate. The term of office of the NACs was from 26 September to 10 November 2025, during which no applications for advice were received from any prospective candidates or ROs.

Section 3 – Returning Officers and Assistant Returning Officers

6.4 During the nomination period, ROs were primarily responsible for handling candidate nomination forms and providing views to the CERC on whether the candidates met the eligibility requirements for nomination. In addition, ROs were tasked with delineating the No Canvassing Zones (“NCZ”) and No Staying Zones (“NSZ”), conducting lots drawing for candidates to determine the order of their names on the ballot paper, handling election advertisements (“EAs”) and various election-related complaints, etc. They were also responsible for supervising the counting of votes, determining questionable ballot papers and announcing election results.

6.5 For this election, the EAC published a notice in the Gazette on 3 October 2025 appointing 10 District Officers of the HAD and 23 directorate officers of relevant bureaux and departments as ROs for GCs, FCs and the ECC. The EAC also appointed 106 relevant officers as Assistant Returning Officers (“AROs”) to assist the ROs in discharging their duties. One of the ROs for the ECC was concurrently appointed as the Chief RO, who was responsible for overseeing the operation of the Central Counting Station (“CCS”).

6.6 In addition, the EAC appointed 53 legal officers from the Department of Justice (“DoJ”), Development Bureau, Lands Department and Official Receiver’s Office, etc., as AROs (Legal), mainly responsible for providing legal advice to the ROs and PROs on related matters such as determination of questionable ballot papers.

6.7 On 9 October 2025, the EAC Chairman conducted a briefing session for the ROs and AROs at the North Point Community Hall. The CEO, representatives from DoJ and ICAC were also present. At the session, the EAC Chairman highlighted important matters and relevant electoral arrangements, including the nomination procedures and the work of the CERC and ROs; the appointment of agents; polling and counting arrangements; arrangements for the Electronic Poll Register (“EPR”) System and special queues; the NCZs and NSZs; and provisions in the legislation and the Guidelines governing EAs, electioneering activities and election expenses; as well as handling of complaints. The ICAC representative also briefly introduced the major provisions of the ECICO and the procedures for referring the concerned complaints to ICAC.

Section 4 – Lots Drawing for the Candidates

6.8 On 7 November 2025, the ROs, in accordance with section 49 of the EAC (EP) (LC) Reg, conducted lots drawing at the Kowloon Park Sports Centre to determine the order of the candidates’ names would appear on the ballot papers for GCs, FCs, and ECC, as well as to allocate designated spots for displaying EAs.

Section 5 – Briefing Session for the Candidates

6.9 On 14 November 2025, the EAC Chairman conducted a briefing session at the Queen Elizabeth Stadium, explaining to the candidates the new facilitation

measures; the NCZs and NSZs; the arrangements for counting and the announcement of election results; the digitalisation of electoral forms; the requirements pertaining to EAs, election meetings, election expenses, election donations and election returns; and the protection of electors' privacy. The ICAC representative elaborated the ECICO, while the Hongkong Post representative explained the arrangements of free postage service for election mails. The CEO and the DoJ representative also attended to assist in answering candidates' questions.

CHAPTER 7

PREPARATORY WORK BEFORE POLLING DAY

Section 1 – Staff Recruitment

7.1 To ensure there was sufficient manpower to carry out the polling and counting duties, the REO issued a circular memorandum in June 2025 to invite bureaux and departments to nominate serving civil servants and full-time post-retirement service contract staff to serve as electoral staff.

7.2 In this election, the REO recruited around 34 000 electoral staff in total. Those appointed by the REO as PROs, Deputy Presiding Officers (“DPROs”), Assistant Presiding Officers (“APROs”), Counting Supervisors and Assistant Counting Supervisors were staff at officer rank or above, while other electoral staff appointed were staff of other ranks. All staff must declare whether they had a close relationship with any candidates. When allocating duties, the REO had avoided assigning staff with close ties to the candidates to work in any of the polling stations associated with those candidates or the CCS. The said measure helped safeguard the neutrality and independence of the electoral arrangements and uphold the integrity of the election.

7.3 In addition, when deploying staff, the REO, having taken into account the operational needs of individual polling stations and the staff’s electoral experience, assigned staff to work in the polling stations close to their residence as far as practicable.

Facilitate Staff to Vote

7.4 To facilitate polling staff to cast their votes, PROs made appropriate arrangements to allow staff to cast their votes at their assigned polling stations in batches. Besides, the REO also took the following measures, which facilitated staff to resume their duties as soon as practicable:

- (a) Polling staff could present the electoral staff badges at their assigned polling stations so as to be permitted to join the special queue to collect the ballot papers to avoid delay in returning to their duties due to long queue for voting; and
- (b) Civil Service Bureau's ("CSB") approval was given for polling staff to travel between their working polling stations and their assigned polling stations for casting their votes by taxi and the taxi fare incurred could be reimbursed in full upon certification by their respective PROs.

7.5 Besides, officers of the disciplined services (including staff from the Correctional Services Department ("CSD"), Customs and Excise Department, Fire Services Department ("FSD"), Government Flying Service, Hong Kong Police Force ("HKPF") and ImmD) who were required to perform security duties in relation to the election, maintain public order and carry out other duties on polling day, subject to the verification by their departments, might also be permitted to join the special queue to collect ballot papers after presenting the approval letter issued by their departments at their assigned polling stations, thereby facilitating their earliest resumption of duty upon casting their votes.

Section 2 – Staff Training

7.6 The REO provided a series of training sessions to polling staff and counting staff respectively, including various hands-on practices, to assist them in getting familiar with their duties, and the procedures and operations of various workflows.

7.7 From late October to early December 2025, the REO held the following training sessions for polling staff:

- (a) held a total of around 100 sessions of supervisor hands-on practices and scenario-based drills for PROs and DPROs to ensure that they were familiar with the relevant procedures and operations, and enhance their execution and incident response capabilities. The drill covered venue set-up and preparatory work of polling stations, operation during the poll, fallback mode and contingency procedures of the EPR System, the work immediately after the close of poll, steps for converting polling stations into counting stations, as well as counting and determination of questionable ballot papers, etc.;
- (b) organised a general briefing for polling staff working at Dedicated Polling Stations (“DPSs”) in penal institutions and police stations to explain to them the polling procedures and methods of compiling statistical forms, and to rehearse the operation of the polling stations;
- (c) held a total of around 110 sessions of polling and counting hands-on practices for all polling staff on issuing and counting ballot papers. The training covered practice for issuing ballot papers using the EPR System, contingency procedures of the EPR System, practices for issuing ballot papers using the printed copy of the FR under the fallback

mode, as well as the procedures for counting GC ballot papers manually, etc. Staff who were responsible for compiling statistical forms were also arranged to join specialised training and practices. The REO also arranged as far as practicable for polling staff who were assigned to the same polling station to attend the same session and practice together as a group, thereby fostering team spirit and strengthening collaboration skills; and

- (d) according to different types of polling stations, as well as the new Designated Polling Stations and Outreach Polling Stations for Residential Care Homes (“OPSRCHs”), arranged specialised training for polling staff.

7.8 The REO also held a total of 18 training sessions for polling staff on the use of the Mobile Input System for Electoral Statistics (“MISES”) and the Election Information Communication System (“EICS”), which were used on a large scale for the first time in this election, so that they got to grasp the operational procedures through hands-on practices.

7.9 At the same time, the REO held a total of 6 hands-on technical training sessions to assist the APROs(IT) and the IT Support Specialists in familiarising with supporting the EPR System and other electoral systems at polling stations. Additionally, another two-day training session was held for the APROs(IT) Special Team to enhance their capabilities in handling the systems, setting up network and responding to incidents.

7.10 Considering that Ballot Paper Sorting Station-cum-Consolidated Main Counting Station (“BPSS-cum-CMCS”) was newly set up for this election, the REO held briefings and on-site training sessions for the staff concerned, which covered demonstrations and hands-on practice of ballot paper sorting and

counting procedures, and key reminders to staff regarding the procedures required upon the delivery of the GC ballot papers from Small Polling Stations (“SPSs”), ECC Polling Station, DPSs, Near Boundary Polling Stations (“NBPSs”), Designated Polling Stations and OPSRCHs.

7.11 The REO also held 2 training sessions for the staff working at the Statistical Information Centre (“SIC”), where relevant operational manuals were distributed and scenario-based drills were conducted. The REO specifically strengthened the training for staff on working under the activation of the fallback mode of the EPR System and the venue contingency plans, conducting scenario-based drills on collecting and consolidating election data via paper statistical forms, and relocating to a fallback venue to complete the data collection and consolidation tasks.

7.12 The REO organised a total of 31 and 8 training sessions for staff responsible for counting FC and ECC votes at the CCS respectively, including:

- (a) organised a simulated on-site drill for the ECC counting staff and the ROs, and 4 simulated on-site drills for the FC counting staff. The drills covered the entire counting procedures from the receipt of ballot boxes and electoral documents, visual screening and sorting of ballot papers, using scanning machines to count votes, determination of questionable ballot papers, input of the questionable ballot papers that were determined as valid into the manual input system, confirmation of counting results, announcement of counting and election results, to drills of the contingency measures for various incidents;
- (b) conducted 5 enhanced and joint training sessions for the counting staff working at the 2 most important and connected zones (including the Ballot Paper Scanning Zone and the Counting Zone) of the FC, and

made use of pre-marked mock ballot papers to enhance the authenticity of the drills; and

- (c) arranged 2 supervisory briefing sessions for the FC Counting Supervisors and Assistant Counting Supervisors, covering scenario analysis, mock cases and the contingency plans.

7.13 As in the past, the REO held a briefing-cum-mock-operational session on set-up day (i.e. the day before polling day) for counting staff at CCS.

7.14 On the other hand, the REO updated the training materials, and produced and uploaded training videos to the online training platform. The content featured the polling and counting arrangements, instructions on how to complete the statistical forms, and various scenarios and common problems that would be encountered on polling day and the recommended solutions, so as to strengthen the understanding of polling staff at all levels regarding their respective duties. In addition, the REO prepared a note of highlights for polling staff, concisely introducing the key polling and counting operational procedures. At the same time, the REO compiled a key task checklist about set-up day and polling day for the PROs, and a short clip was also produced with relevant content. The REO also invited the FSD, HKPF, ICAC and the Hong Kong Society for the Blind to provide short clips related to electoral duties and uploaded them to the online training platform, with an aim to furnishing the staff with practical knowledge and suggestions.

7.15 Besides, the REO also produced training manuals and videos for staff responsible for FCs and ECC at the CCS respectively. A note of highlights was also prepared for counting staff at each level to help them more effectively grasp the key points.

Section 3 – Polling Arrangements

Polling Station Venues

7.16 The major considerations in the selection of polling station venues included the convenience of transportation, accessibility for electors with mobility difficulties or using wheelchairs and whether sufficient space was available for both polling and counting purposes. The REO had, as far as possible, selected convenient and spacious premises for setting up polling stations, with a view to providing sufficient ballot paper issuing desks within feasible limits, based on the number of electors assigned to each polling station, in order to shorten the waiting time for electors.

7.17 Section 28A of the EAC (EP) (LC) Reg empowers the CEO to require by written notice the owner or occupier of premises occupied by any school or organisation/association/body receiving grant from the Government's general revenue to allow a person authorised by the CEO to carry out site visits, and to require the owner or occupier in writing to make available the premises for use as a polling station or a counting station in a LegCo election, as well as to allow a person authorised by the CEO to carry out preparatory work and store materials at the premises. According to sections 28 and 29 of the EAC (EP) (LC) Reg, the CEO issued a notice in the Gazette on 19 November 2025, indicating the designation of locations for all polling stations, counting stations and Ballot Paper Sorting Stations ("BPSSs").

Ordinary Polling Stations

7.18 In this election, the REO set up 612 ordinary polling stations⁴ (“OPSs”) for ordinary electors/ARs to cast their GCs vote and FCs vote (if any). Among them, 8 polling stations assigned with fewer than 500 electors, were designated as SPSs in accordance with section 28(1B) of the EAC (EP) (LC) Reg. SPSs were used for polling only but not for counting purpose after the close of poll.

7.19 593 out of 612 OPSs (around 96.9%) were accessible to electors with mobility difficulties or using wheelchairs. If those electors concerned were assigned to polling stations that were inconvenient for their access, they could request the REO to reallocate them to other polling stations at least 5 days before polling day. The REO processed 33 relevant applications in this election.

Election Committee Constituency Polling Station

7.20 The REO set up an ECC polling station in the Hong Kong Convention and Exhibition Centre (“HKCEC”) for ECC electors to cast their GC, FC (if any) and ECC votes.

Dedicated Polling Stations

7.21 Besides, the REO set up DPSs at 17 penal institutions and 3 police stations for electors who were imprisoned by or under the custody of the CSD and other law enforcement agencies (“LEAs”) on polling day to cast their votes.

⁴ The REO originally set up 615 GC OPSs. Due to the Tai Po fire, 3 polling stations in the district were unable to provide service. For details, please refer to para. 7.26 below.

Near Boundary Polling Stations

7.22 With the successful experience of the 2023 District Council Ordinary Election (“DCOE”), the REO continued and strengthened the arrangements of setting up NBPSs in this election. In addition to re-using the 2 schools near the Sheung Shui MTR station, namely the Hong Kong Taoist Association Tang Hin Memorial Secondary School and the Tung Wah Group of Hospitals Kap Yan Directors’ College to set up a total of 4 NBPSs, an NBPS was also set up at the ground floor arrival hall at Passenger Clearance Building of the Hong Kong-Zhuhai-Macao Bridge Hong Kong Port and the coach hall at Terminal 2 of the Hong Kong International Airport respectively, so as to further facilitate the electors who travelled to and from the Mainland and overseas, and those who worked near these locations to cast their votes.

7.23 The NBPSs arrangement was applicable to the GC and FC electors (except ECC electors). Electors who wished to cast their votes at NBPSs must pre-register through the “iAM Smart” platform or the REO online registration system and choose the preferred NBPS and timeslot. Upon the electors submitted the registration application, the REO would instantly send a “Notification of the Registration Result” SMS and/or email (if applicable) to the electors concerned. Pre-registered electors could only cast their votes at the relevant polling stations upon confirmation. If there were changes in itineraries, the above-mentioned electors needed to cancel or revise their pre-registrations in the “iAM Smart” platform or the online registration system within the registration period, so as to cast their votes at the polling stations originally assigned to them or at another NBPS. The electors concerned had to contact the REO directly to make appropriate arrangements after expiry of the registration period. The NBPSs registration period of this election began at 9 am on 19 November and ended at 6 pm on 2 December, with 7 415 electors successfully pre-registered to use NBPSs during the period.

Designated Polling Stations

7.24 Additionally, the EAC noted the views of different sectors of the community, including those from the LegCo, reflecting that the electors who needed to work on the polling day might not be able to travel to and from their assigned polling stations to cast their votes before or after work or during meal breaks. In response, the EAC introduced the pilot arrangements in this election and set up 3 categories of Designated Polling Stations:

(a) Civil Servant Designated Polling Station

Set up a total of 10 Civil Servant Designated Polling Stations (“CSDPSs”) to facilitate civil servants in disciplined services and those who were on duty in the vicinity to cast their votes, facilitating them to return to their duties as soon as possible after voting;

(b) Hospital Authority Healthcare Staff Designated Polling Station

Set up a total of 7 Hospital Authority Healthcare Staff Designated Polling Stations (“HAHSDPSs”) near the 7 largest-scale hospitals to facilitate healthcare staff who were on duty at the relevant hospitals on polling day to cast their votes; and

(c) Ethnic Minorities Designated Polling Station

Set up 2 Ethnic Minorities Designated Polling Stations (“EMDPSs”) near the Wan Chai Khalsa Diwan Sikh Temple and Kowloon Masjid to facilitate the ethnic minority electors who attended religious activities at these venues to cast their votes.

Outreach Polling Stations for Residential Care Homes

7.25 In addition, the EAC set up OPSRCHs at premises where the residential care homes were situated to facilitate the residents in residential care homes for the elderly (“RCHEs”) and residential care homes for persons with disabilities (“RCHDs”) to cast their votes in a familiar, safe and reassuring environment, and to facilitate the staff at residential care homes concerned to return to their duties as soon as possible after voting. As a pilot arrangement, the REO set up 3 OPSRCHs at Kwu Tung North Multi-welfare Services Complex, Yan Chai Hospital Chinachem Care and Attention Home and TWGHs Jockey Club Sunshine Complex, to provide voting services for 11 RCHEs and 4 RCHDs.

Polling Stations Affected by the Tai Po Fire

7.26 In late November 2025, a fire broke out at Wang Fuk Court in Tai Po, resulting in the 3 OPSs originally set up at the Tai Po Baptist Public School, Kwong Fuk Community Hall and Tai Po Community Centre being unable to operate on polling day. The REO rearranged approximately 19 600 electors who were originally assigned to these polling stations to the other 3 OPSs within the district, including the Hong Kong Teachers’ Association Lee Heng Kwei Secondary School, Sung Tak Wong Kin Sheung Memorial School and Law Ting Pong Secondary School. The REO sent a notice to the electors concerned regarding the reallocation, and posted notices in the buildings in Kwong Fuk Estate, Tai Po Kau area and Tai Po Market, where the affected electors reside, to list out their reallocated polling stations. The REO also arranged staff to station in the vicinity of the original polling stations on polling day to remind electors of the relevant adjustments of polling stations. The Government also arranged free feeder transportation services during polling hours on polling day to facilitate the electors concerned to go to their reallocated polling stations.

Set-up of Polling Station Venues

7.27 Polling staff set up at each designated venue on the set-up day. All the venues for OPS (except SPSs) were set up as polling-cum-counting stations, while other types of polling stations were set up for polling only. There were ballot paper issuing desks, voting compartments and ballot boxes in all polling stations. Due to security reasons, some of the polling materials at DPSs in penal institutions and police stations required special design.

7.28 For the ECC Polling Station in the HKCEC, since electors must vote for 40 candidates as required under section 58A of EAC (EP) (LC) Reg, otherwise the ballot paper would be regarded as invalid and would not be counted, ballot paper checking machines were installed for the electors to use voluntarily to check whether they had marked the required number of candidates to be returned on the ballot papers. The ballot paper checking machines would not record the electors' choices marked on the ballot papers. With the encouragement of the EAC and the on-site polling staff, most of the electors used the ballot paper checking machines to assist in verifying the number of candidates marked on the ballot paper.

Design of Ballot Papers and Ballot Boxes

7.29 The REO designed the ballot papers for this election in accordance with the format prescribed in Schedule 3 to the EAC (EP) (LC) Reg, and with reference to the designs and layouts used in previous elections. In accordance with the electoral legislation, candidates for GCs and FCs may request to have certain specified particulars (i.e. the registered Chinese and/or English name(s) or the abbreviation(s) of the prescribed body(ies) of the candidates, the registered emblem(s) of the prescribed body(ies) or person, personal photographs of the candidates and the wording of the remarks stating “Independent Candidate”/“Non-affiliated Candidate”) printed on the ballot papers. In this

election, all 51 candidates from GCs and 60 candidates from FCs applied for and were granted permission to have the aforementioned information printed on the relevant ballot papers. The design of the GC ballot papers was similar to that in past elections. As for FCs, which adopted the electronic counting system for the first time, similar to the GC ballot papers, the ballot papers were printed in colour, and included the information such as the registered emblem(s) of the prescribed body(ies)/personal photographs of the candidates. The design of the marking area and method of marking the ballot papers were generally similar to those for ECC in order to meet the technical requirements for the electronic counting system. Besides, the size of the ballot papers must be sufficient to accommodate a certain number of candidates.

7.30 To assist electors in easily identifying and inserting their ballot papers into the correct ballot boxes, each type of ballot paper and its corresponding ballot box were in the same colour. Blue ballot boxes were for collecting GC ballot papers, red ballot boxes for FC ballot papers and white ballot boxes for ECC ballot papers. For ease of distinction, similar colour patterns and the codes of the constituencies were printed on the back of the ballot papers.

7.31 As the size of the FC ballot papers used this election was larger than those used in the past, the REO designed a new ballot box to accommodate the ballot papers in the new size.

7.32 Besides, considering that the original GC ballot boxes were relatively large and inconvenient for delivery, the REO used smaller new boxes to collect ballot papers at Designated Polling Stations, OPSRCHs, and DPSs, where the number of electors was relatively small, so that it is easier for staff to deliver the GC ballot boxes to BPSS-cum-CMCS.

Section 4 – Dissemination of Polling Information

7.33 To assist electors in gaining a better understanding of the candidates' information and electoral messages, the REO produced the "Introduction to Candidates" based on information provided by the candidates, containing the names, personal photographs, electoral messages and other information of the candidates, and uploaded it to the dedicated election website. Also, pursuant to section 31 of the EAC (EP) (LC) Reg, the REO sent poll cards to each elector and AR at least 10 days before the polling day, together with the Introduction to Candidates, the location map of the polling station, guide on voting procedure and an ICAC leaflet for clean elections. In this election, all candidates provided the information regarding the Introduction to Candidates. All candidates also provided a text version of the relevant information to enable persons with visual impairments to listen to the content on the website using screen reader software.

7.34 The REO also issued poll cards and other relevant electoral documents to all imprisoned electors by the addresses of the penal institutions. Upon the requests from candidates, the REO also provided mailing labels to them for mailing EAs to the electors who had given consent to use the addresses of the penal institutions as their correspondence addresses for receiving EAs.

Section 5 – Counting Arrangements

Geographical Constituencies

7.35 According to the established practice, a polling-cum-counting arrangement was adopted for the GC elections. This arrangement could save time for delivering the GC ballot papers to another counting station, which was more cost-effective than central or regional counting, and could work out overall counting results within a shorter time. Most of the OPSs were converted into

counting stations immediately after the close of poll. If the same place was designated as both a polling station and a counting station, upon the commencement of the count, the PRO concerned was responsible for opening the ballot boxes and conducting the count, as well as determining the validity of questionable ballot papers.

7.36 As for the GC ballot papers of SPSs, ECC Polling Station, DPSs, NBPSs, Designated Polling Stations and OPSRCHs, they were delivered to BPSS-cum-CMCS for sorting and counting. Please see **Chapter 11** for relevant details.

Functional Constituencies and Election Committee Constituency

7.37 All FC and ECC ballot papers were delivered from polling stations to the CCS in the HKCEC for counting. The operation of the CCS was supervised by the Chief RO. Each FC counting zone was taken care of by 1 RO/ARO, while the ECC counting zone was taken care of by 2 ROs.

7.38 The ECC continued to adopt the electronic counting system for counting as in the past. With the gazettal and implementation of the 2025 Miscellaneous Amendments Ordinance on 2 May 2025, the EAC introduced an electronic counting system to the FCs elections the first time, with the aim of enhancing counting efficiency for a more accurate and smoother counting process. Besides, polling staff were not required to prepare ballot paper accounts for each constituency respectively, but only a consolidated account for GC, FC and ECC (if applicable) ballot papers at the polling station. In this regard, the REO also simplified the ballot paper account by reducing the fields to be filled. The enhanced measures above greatly simplified the procedures and shortened the time required for preparing the ballot paper accounts, as well as reducing the time needed for the CCS to verify the account.

7.39 To accelerate the counting process and ensure that the related tasks were completed smoothly, the following arrangements were adopted by the REO at the CCS:

(a) Functional Constituencies

- (i) set up 30 counters to receive all the FCs ballot boxes along with the electoral documents, including ballot paper accounts;
- (ii) set up 20 ballot papers scanning zones in the counting zone to handle the FCs ballot papers from over 650 polling stations. Each scanning zone was equipped with 2 tables for opening ballot boxes and 1 ballot paper enumerating machine to enumerate the total number of ballot papers of each polling station and verify the counted number against the ballot paper accounts;
- (iii) set up 20 scanning machines. Staff mixed the FCs ballot papers from no fewer than 2 polling stations, and placed the mixed ballot papers into the scanning machines for counting without first sorting them by their respective FC. If paper jams occurred, the REO would cancel the data of the relevant batch of ballot papers in the counting system under the witnesses of the independent computer auditor, the counting system contractor and the candidates and/or their agents, and re-scan the batch of ballot papers. In case the same batch of ballot papers jammed again, it would be re-counted by using another scanning machine depending on the circumstances;
- (iv) set up individual questionable ballot paper determination tables for each FC for the ROs to determine the validity of the

questionable ballot papers, and to announce the counting and election results;

- (v) set up a manual input system desk respectively for each FC to process ballot papers which could not be counted by the scanning machines; and
- (vi) set up fallback scanning machines and other fallback plans, so that counting could continue as usual in the event of a failure of the main scanning machine.

(b) Election Committee Constituency

- (i) set up a counter to receive the ECC ballot boxes along with the electoral documents, including the ballot paper account;
- (ii) set up 5 ballot paper enumerating machines in the ballot paper processing zone to enumerate the total number of ECC ballot papers and verify them against the ballot paper account;
- (iii) set up 6 scanning machines in the ballot paper scanning zone. Staff placed the ECC ballot papers into the scanning machines for counting. When paper jams occurred, the REO would cancel the data of the relevant batch of ballot papers in the counting system under the witnesses of the independent computer auditor, the counting system contractor and the candidates and/or their agents, and re-scan the batch of ballot papers. In case the same batch of ballot papers jammed again, it would be re-counted by using another scanning machine depending on the circumstances;

- (iv) set up a questionable ballot paper determination table for the ROs of the ECC to determine the validity of the questionable ballot papers, and to announce the counting and election results;
- (v) set up 10 manual input system desks to process ballot papers which could not be counted by the scanning machines; and
- (vi) set up fallback scanning machines and other fallback plans, so as to continue the count as usual in the event of a failure of the main scanning machine.

7.40 As the counting process at the CCS involved multiple steps and the ballot papers were handled by counting staff in a number of functional units, staff had to use transparent plastic bags or boxes to hold the ballot papers so as to prevent individual ballot papers being lost or damaged during delivery. In addition, counting staff prepared written reports to record information of the ballot papers they handled, such as the types and numbers of invalid ballot papers, the number of ballot papers processed by individual scanning machine in each scan and the results, etc. At the same time, staff updated the counting progress in the “Counting Information Display System”, and the relevant information was displayed on the large screens and televisions set up in the CCS, as well as uploaded to the dedicated election website for candidates and public to monitor the counting progress. Counting staff also signed the reports upon receiving the ballot papers to ensure that the ballot papers were properly handled. Upon completion of the count, staff also verified the number of ballot papers against the records on the reports.

CHAPTER 8

PUBLICITY

Section 1 – Introduction

8.1 Publicity is of vital importance for elections. In this election, the EAC, CMAB, REO and various government departments and organisations actively organised various publicity activities with a view to enhancing public awareness and understanding of the election, publicising to all sectors of the community the importance of a clean and fair election, as well as encouraging members of the public to actively participate in the election. The REO also promptly and effectively disseminated electoral information and various relevant election arrangements to the candidates and electors.

8.2 The Government adopted a diverse and multi-channel strategy to roll out the publicity programme in 4 phases: the Launching Phase, the Nomination Phase, the Campaigning Phase and the Countdown Phase. The publicity activities commenced in early October 2025 were coordinated by the CMAB, with other major participating departments including the REO, HAD, ISD, RTHK, ICAC etc.

Section 2 – Strengthening Awareness and Understanding of the Election

Launching Phase

8.3 During the launching phase, the Government gradually enhanced public awareness of the nomination period and polling day, fostering an election atmosphere. On one hand, it encouraged individuals aspired to serve Hong Kong

to participate in the LCGE, while explaining to the public the importance of the improved electoral system and the LegCo in respect of the well-being of people's livelihood and economic development. Relevant publicity efforts included distributing election posters and leaflets; setting up dedicated election website, Facebook and Instagram pages to continuously disseminate the latest election information; displaying giant outdoor advertisements, banners, and flags across districts in Hong Kong; and launching large-scale campaigns on major public transport to increase the visibility of election messages in the community.

8.4 The Government also organised an array of large-scale major events. For instance, on 16 October, the Government held a Seminar on Executive-Legislative Collaboration for Good Governance and Better Future at the Central Government Offices ("CGO"). Through keynote speeches and thematic presentations, the seminar elaborated on the positive interaction between the Executive Authorities and the Legislature following the improved electoral system, the enhancement of legislative efficiency and the crucial role of the LegCo in promoting economic development and improving people's livelihoods. On 23 October, the CE and the EAC Chairman officiated the kick-off ceremony at the CGO, marking the kick-off of this election, and appealed to those who aspired to serve the community to actively run for election and encouraged all electors in Hong Kong to cast their votes on polling day.

Nomination Phase

8.5 With the nomination period commencing on 24 October, the Government continued to adopt a more innovative and down-to-earth approach to proactively engage with the community to enhance public awareness on the election and encourage electors' participation. For example, the "Election into Community" roving interactive exhibitions were held in large shopping malls to interact with members of the public, promoting election-related information

through exhibition panels, booth games, self-service photo booths and life-sized mascots of the Ballot Box Family. Principal officials respectively attended the “Election into Community” roving interactive exhibitions at different locations, participating in the interactive games and interacting with members of the public.

8.6 To create talking points and maintain public attention, the CMAB also launched the “Let's Find the Ballot Box Family AR Mailboxes” activity on the dedicated election Facebook page, encouraging members of the public to take photos with the special edition of the Ballot Box Family mailboxes located across various districts and leave messages, and then redeem souvenirs at the “Election into Community” roving interactive exhibition venues afterwards.

8.7 Through a press conference and the Candidates Briefing Session, the EAC also introduced the election arrangements to the candidates, the media and the public. On 14 November, the EAC held a press conference to mainly introduce the pilot arrangements for Designated Polling Stations and OPSRCHs, the setting-up of additional NBPSs, and the facilitation measures of extended polling hours. On the same day, the EAC conducted a Candidates Briefing Session to explain to the candidates the electoral arrangements, the Guidelines and important matters to be observed when conducting electioneering activities.

8.8 The REO also issued press releases from time to time to keep the public informed of the important matters at different stages of the election, such as the voting arrangements at NBPSs, adjustments to polling stations and relevant arrangements due to the Tai Po fire, the EAC’s visit to the briefing sessions and hands-on training sessions arranged for electoral staff, etc.

8.9 For the first time, the Government also made available the electronic files of the official promotional materials, allowing all sectors of the community to participate in and complement the publicity efforts to achieve a synergy effect

and to further boost the election atmosphere. Through different occasions, platforms and formats, principal officials also took the lead in appealing to the electors to vote, including distributing leaflets and souvenirs at street booths in various districts, participating in the “Election into Community” activities, producing promotional videos, as well as actively calling on electors of different constituencies to cast their votes on various occasions. Government departments and public institutions also sent letters to their staff appealing them to cast their votes.

Section 3 – Encouraging Participation in the Election

Campaigning Phase

8.10 As the candidates’ electioneering activities progressed, the Government further strengthened the publicity to enhance public awareness on the electoral arrangements and encourage electors to cast their votes. The major publicity efforts in this phase included launching the APIs featuring CE’s and principal officials’ appeals to vote, voting procedures, voting secrecy and NBPSs, etc. on television and radio by phases, and uploading them to the dedicated election website; setting up game booths at district activity days; distributing election leaflets and souvenirs near the venues of the 15th National Games Hong Kong events; and broadcasting featured programmes with election-related information on television and radio.

8.11 To enhance public awareness and understanding of the candidates and to increase public attention, starting from 11 November, the Government organised 39 “Patriots Collaborate for Good Governance” LegCo election forums, inviting candidates from various constituencies to present their election platforms and policy visions to members of the public and electors, enabling electors to make the best voting choice. Through in-person attendance or live

broadcast on television, radio and online platforms, as well as the extensive media coverage, members of the public got a deeper understanding on the candidates, leading to a substantial increase in the election atmosphere and public attention.

Countdown Phase

8.12 Due to the Tai Po fire, the Government suspended the election publicity campaign from 27 November until the end of the mourning period on 1 December, allowing all sectors of the community to focus on the disaster relief efforts. Following the announcement by the CE on 2 December that the election would proceed as scheduled, the Government resumed holding the remaining 8 election forums under the theme of “United with Love” and allocated appropriate time for candidates to express their views on supporting the affected residents and the follow-up actions in the aftermath. The Government also launched APIs on television and radio with a modest, pragmatic and solemn tone in the final phase before polling day to appeal to the public to actively cast their votes.

8.13 The series of activities under the “Election Fun Day” originally scheduled to be held in various districts on 6 December were reduced to only the informative exhibitions. However, arrangements made by various departments for free admission to their facilities, distribution of souvenirs and concessionary offers on 6 and 7 December continued as planned.

8.14 On polling day, the Government boosted its publicity on television and radio, and sent SMS to all members of the public reminding them of the polling hours. The Government also presented thank-you cards to express its gratitude to electors who cast their votes.

8.15 To enhance public awareness of election information, the Government produced a series of television and radio APIs in different phases mentioned above, informing the public of the polling arrangements, voting procedures and points to note, such as the use of EPR System for issuing ballot papers, the issuance of poll cards, proper voting procedures and voting secrecy, setting up of a special queue for electors in need to collect their ballot papers, etc. The relevant information was simultaneously uploaded to the dedicated election website, and the REO also continuously updated the publicity materials, information, and infographics for public reference. The REO provided election briefs and information on voting procedures in 10 languages⁵ other than Chinese and English, uploaded to the dedicated election website and webpage of the Race Relations Unit of HAD, and displayed at support service centres for ethnic minorities. The Government also placed advertisements in major newspapers and newsletters for different ethnic groups and broadcast the voting procedures on the radio in various ethnic languages.

8.16 The publicity activities of this election adopted diverse and innovative approaches, which attracted extensive media coverage and had significant public response, enabling the public to better understand the importance of the LCGE to their lives, economic development and the overall well-being, resulting in a good publicity outcome.

Section 4 – Clean Election Publicity

8.17 The ICAC launched a series of educational and promotional programmes on clean elections, including organising briefings to explain the major provisions of the ECICO to candidates, their election agents, electioneering campaign assistants and related groups, producing various reference materials and

⁵ Including Japanese, Korean, Bahasa Indonesia, Nepali, Thai, Hindi, Vietnamese, Tagalog, Urdu and Punjabi.

leaflets, as well as producing educational videos and uploading them to the online training platform to remind the electoral staff of the relevant legal requirements and the importance of integrity for civil servants. The ICAC also set up a dedicated website and an election enquiry hotline.

8.18 At the community level, the ICAC collaborated with professional bodies, chambers of commerce, local groups, voluntary organisations, and building management bodies to organise over 150 publicity activities to disseminate the message on clean elections to the members of the public through exhibitions, games, videos, feature articles and publicity materials. It also conducted education and publicity activities targeting the elderly and young electors at elderly centres and tertiary institutions. The ICAC also combined online and offline channels, including mass media and online platforms, public transport networks, large outdoor screens, community facilities, and building television networks to promote the messages, and disseminated information through the its official social media accounts.

PART THREE

ON POLLING DAY

CHAPTER 9

COMMAND AND SUPPORT

Section 1 – Central Command Centre

9.1 The REO set up the Central Command Centre (“CCC”) at the office in Kwun Tong on the polling day. Relevant sections of the REO and other bureaux/departments concerned operated at the CCC, monitoring the conduct of various electoral arrangements. The CCC established a communication mechanism with the polling stations, and would proactively address the problems and render assistance if any unusual delays or other incidents at any polling stations/ counting stations were observed.

9.2 The CCC comprised the Command Desk, the Central Systems Monitoring and Response Unit (“CSMR Unit”) and 17 Helpdesks:

- (a) the Command Desk supervised the conduct of the poll and count, and provided instructions to the electoral staff when they encountered unforeseen incidents or problems;
- (b) The CSMR Unit, led by the then-Commissioner for Digital Policy (“CDP”), comprised technical teams of the Digital Policy Office (“DPO”) and the REO, as well as network and system service contractors, was responsible for real-time monitoring the operation and cyber security of various election-related mission critical systems, and for activating the pre-defined contingency plans as necessary to ensure the security and reliability of the system operation to safeguard the smooth electoral processes; and

- (c) Helpdesks were equipped with a total of 320 telephone lines and 167 fax lines, responsible for handling enquiries from polling staff regarding the operation of the polling stations.

9.3 The CCC also had an Incident Logging System for relevant parties to share information and follow up on incidents.

9.4 At the district level, district liaison officers from the respective District Offices of the HAD were responsible for liaison among individual polling stations, the respective RO and the CCC.

Section 2 – Statistical Information Centre

9.5 Both CCC and CCS had an SIC each to collect and consolidate electoral statistics provided by polling stations (e.g. voter turnout, the number of complaint cases, etc.), assist in handling enquiries from polling stations, and communicate with and disseminate important messages to polling stations via the EICS. The SIC consolidated voter turnout and voter turnout rates hourly, which were released through government press releases and the dedicated election website. The SIC also checked and published the counting results collected from the CCS.

Section 3 – Crisis Management Committee

9.6 The Crisis Management Committee (“CMC”) serves as a contingency mechanism for public elections. The CMC advises the EAC on matters that may affect the conduct of the election such as inclement weather and public health or safety issues, so as to ensure the smooth conduction of elections. The CMC is

chaired by the EAC Chairman, and its members included the EAC Members, the Secretary for Constitutional and Mainland Affairs (“SCMA”) (or his representatives), and the representatives from the REO, Home Affairs and Youth Bureau (“HYAB”), HAD, DoJ, ISD, and DPO, and may invite representatives from other government bureaux/departments to attend the meetings as and when required.

9.7 On 2 December 2025, the EAC Chairman chaired a CMC meeting to hear assessments from relevant government bureaux and departments on different situations, as well as updates on the progress of related preparatory and coordination work, arrangements on polling day and contingency measures for handling special incidents. Representatives from the Security Bureau, HKPF, Electrical and Mechanical Services Department (“EMSD”), Hong Kong Observatory (“HKO”) and Transport Department (“TD”) were also invited to attend the meeting.

Section 4 – Fast Response Teams

9.8 According to the established practice, the REO appointed personnels with extensive electoral experience to form a total of 12 Fast Response Teams (“FRTs”) in this election to handle emergencies in relation to polling stations. FRTs also conducted random spot checks on the operation of the polling stations and the performance of the staff and, where necessary, would provide suggestions for response or improvement to the PROs, as well as render immediate advice and assistance to ROs and PROs in relation to electoral arrangements. Should significant irregularities be identified, the FRTs would report to the CCC and execute its instructions.

9.9 On the polling day, the FRTs inspected a total of 151 polling stations, including 14 polling stations that required special inspections as per the CCC's instruction, to assist in tackling the situations encountered by individual polling stations and to provide advice and assistance as requested by the respective PROs.

Section 5 – Contingency Measures

9.10 The LCO and the EAC (EP) (LC) Reg stipulate the provisions on the postponement or adjournment of the general election, the poll or the count.

- (a) the CE may, by order, direct the postponement of the election or the adjournment of the poll or the count in response to “riot, open violence or any danger to public health or safety”;
- (b) the EAC may postpone the election or adjourn the poll or the count, or in respect of a single constituency, in response to “a typhoon or other climatic condition of a serious nature” or “an occurrence which appears to be a material irregularity relating to the election, the poll or count”;
- (c) the EAC may also postpone the election or adjourn the poll or the count, or, in respect of a single constituency, in response to “riot, open violence or any danger to public health or safety”; and
- (d) PROs may postpone and adjourn the poll or the count at a particular polling/counting station regarding the occurrences set out in (b) and (c).

9.11 In addition, the REO formulated the following arrangements to cater for other emergencies:

- (a) extension of polling hours if a substantial portion of the polling hours was lost because of flooding, power failure or other emergencies in one or more polling stations;
- (b) designation of reserve polling stations to serve as substitutes in the event that the original polling stations cannot function properly due to certain occurrences;
- (c) establishment of emergency depots to support polling stations in each district, and setting up of a fallback CCC and SIC so that the election could still proceed under special circumstances; and
- (d) setting up fallback CCS and Media Centre. In case the HKCEC was rendered inoperable, the counting of votes for the FC and ECC elections would be relocated to the fallback venues.

Section 6 – Complaints Centre

9.12 The REO set up a Complaints Centre at the office in Cheung Sha Wan to assist the EAC in handling relevant complaints lodged by the public via email, fax and telephone. Details regarding the handling of complaints are set out in **Chapter 13**.

Section 7 – Election Hotline Enquiry Centre

9.13 The REO set up an Election Hotline Enquiry Centre at the office in Kwun Tong to handle enquiries from members of the public, LEAs and polling staff regarding VR and polling matters, and provide assistance to visually-impaired electors in accessing information in the Introduction to Candidates.

9.14 On polling day, the operation of the aforementioned CCC and support units was generally smooth.

CHAPTER 10

THE POLL

Section 1 – Operation of Polling Stations

10.1 As in past elections, the REO adopted the combined polling arrangement in this election to facilitate electors to cast all their votes at the same polling station. Details regarding polling arrangements are set out in **paragraphs 7.16 to 7.32 of Chapter 7**.

Polling Hours

10.2 To facilitate some electors who might not be able to cast their votes within the original 14-hour polling period due to work or duty arrangements, personal or family matters, or other commitments on polling day, the EAC announced on 14 November 2025 the extension of polling hours. Compared with the previous election, the polling hours commenced 1 hour earlier and ended 1 hour later, totalling 16 hours (from 7:30 am to 11:30 pm). The CEO published the polling hours of this election in the Gazette on the 19th of the same month as follows:

Types of Polling Stations	Polling Hours
Ordinary Polling Stations	From 7:30 am to 11:30 pm
Election Committee Constituency Polling Station	
Dedicated Polling Stations in Police Stations	
Near Boundary Polling Stations	
Civil Servant Designated Polling Stations	From 8:30 am to 9:30 pm
Hospital Authority Healthcare Staff Designated Polling Stations	
Ethnic Minorities Designated Polling Stations	
Outreach Polling Stations for Residential Care Homes	From 8:30 am to 6:30 pm
Dedicated Polling Stations in CSD Penal Institutions	From 9:00 am to 4:00 pm

Queuing Time

10.3 In this election, the REO set up more than 5 400 ballot paper issuing desks. On polling day, the REO requested each OPS to provide its estimated queuing time (i.e. less than 30 minutes, about 30 to 60 minutes, about 60 to 90 minutes or more than 90 minutes) every half hour through MISES, and to upload them to the dedicated election website, and erect notice boards on site to allow electors to grasp the queuing status at each polling station for planning of their itinerary and time to vote in advance. In fact, the queuing time at most polling stations was less than 30 minutes on polling day.

Special Queue

10.4 Pursuant to section 49A of the EAC (EP) (LC) Reg, PROs may make special queuing arrangements for electors with special needs (including persons aged 70 or above, pregnant women, persons who are not able to queue for a long time or have difficulty in queuing because of illness, injury, disability or dependence on mobility aids). There were 2 queues at each polling station, one of which was a special queue for the aforementioned electors with special needs for collection of ballot papers. Seats were also provided in the polling stations for the aforementioned electors in need to sit and rest while waiting.

Electronic Poll Register

10.5 To enhance the efficiency and accuracy of ballot papers issuance, the REO continued to use the EPR System to issue ballot papers at 595 polling stations in this election including 588 OPSs, 1 ECC Polling Station and 6 NBPSs. The EPR System was not adopted in DPSs, Designated Polling Stations, OPSRCHs, as well as 24 OPSs with difficulties in installation and technical support due to unstable network coverage or remote locations.

No Canvassing Zones and No Staying Zone

10.6 ROs designated an NCZ and NSZ outside each polling station. The ROs determined the scope of the NCZs based on actual circumstances to ensure that the electors could enter or leave the polling stations without interference while at the same time facilitating candidates' canvassing activities. Notices of the NCZs and NSZs were put up at prominent spots at or near the polling stations to notify the public of the related scopes.

Section 2 – Voter Turnout

10.7 In this election, the REO continued to use MISES at 595 polling stations. Staff used tablet computers to input, calculate, verify and submit various data (including the opening time of polling stations, number of complaints, queuing status and counting results) to the SIC, to improve data accuracy and the operational efficiency. As for polling stations not equipped with MISES, the staff concerned continued to submit relevant data to the SIC by fax and phone.

10.8 In addition, the EPR System automatically collected and transmitted the hourly voter turnouts of the 595 polling stations adopting the system. After collecting the data and consolidating relevant data from polling stations not adopting the EPR System, the SIC published the hourly voter turnouts and voter turnout rates on the dedicated election website. The voter turnout and voter turnout rate in this election are tabulated below:

	Voter Turnout	Voter Turnout Rate
Geographical Constituencies	1 317 682	31.90%
Functional Constituencies	76 942	40.09%
Election Committee Constituency	1 458	99.45%

10.9 The hourly voter turnout of each constituency is shown at **Appendix VI**.

Section 3 – Exit Poll

10.10 The REO did not receive any applications for conducting exit poll on polling day in this election.

CHAPTER 11

THE COUNT

Section 1 – Geographical Constituencies

11.1 Save for some polling stations⁶, the GC elections in this election continued to adopt the polling-cum-counting arrangement at the same station. A total of 604 OPSs were converted into counting stations immediately after the close of poll for counting of the respective GC ballot papers. After the close of poll, candidates, their election agents, polling agents and/or counting agents may remain inside the polling stations to observe the process of converting the venues into counting stations. Besides, candidates, their election agents and/or counting agents, the public and the media were allowed to stay inside the counting stations to observe the count, while ICAC also deployed officers to monitor the count. Counting stations were equipped with video-recording devices to record and archive the entire counting process, for submission to the LEAs for follow-up when necessary.

11.2 After emptying the GC ballot boxes, the counting staff would screen out any misplaced FC ballot papers. In this election, 2 FC ballot papers were found misplaced inside the GC ballot boxes. After packing the misplaced FC ballot papers into sealed packets and completing the relevant forms, the counting staff immediately notified the SIC and delivered the misplaced FC ballot papers to the ROs of the respective FCs at the CCS.

⁶ Including SPSs, ECC Polling Station, DPSs, NBPSs, Designated Polling Stations and OPSRCHs.

11.3 As for SPSs, ECC Polling Station, DPSs, NBPSs, Designated Polling Stations and OPSRCHs, the relevant PROs, after the close of poll, first sealed the ballot boxes and packed the relevant electoral materials in accordance with section 63A of the EAC (EP) (LC) Reg. Candidates, their election agents and/or polling agents may observe the process. All sorting and counting processes were also open to the candidates, their election agents and/or counting agents, the public and the media for observation. The subsequent arrangements for the sorting of ballot papers and counting are as follows:

- (a) GC ballot papers from SPSs were delivered to BPSS-cum-CMCS, where they were mixed with other ballot papers delivered to the station and counted together⁷;
- (b) the ECC polling station was converted into a BPSS, staff first sorted the GC ballot papers, then delivered the relevant ballot papers to BPSS-cum-CMCS, where they were mixed with other ballot papers delivered to the station and counted together; and
- (c) GC ballot papers from DPSs, NBPSs, Designated Polling Stations and OPSRCHs were delivered to BPSS-cum-CMCS. The staff first sorted the ballot papers, which were then mixed with other ballot papers delivered to the station and counted together.

11.4 Each HAD District Office had 1 ARO (Legal) stationed there to provide legal advice to the PROs in the district on counting matters (including the handling of questionable ballot papers). Candidates could appoint counting agents to observe the counting process and to make representations regarding the PRO's decisions on the validity of the questionable ballot papers. Samples of valid and invalid ballot papers were displayed at each counting station to enhance transparency and ensure the fairness and consistency in the PRO's decisions.

⁷ The ballot papers from different polling stations were mixed together before counting to ensure voting secrecy.

11.5 The counting process of this election was conducted smoothly and orderly. The GC ballot boxes from SPSs, ECC polling station, DPSs, NBPSs, Designated Polling Stations and OPSRCHs were all delivered to BPSS-cum-CMCS within approximately 2 hours after the close of their respective polls. Upon confirming that the poll at all the polling stations of a GC had close, the SIC immediately notified all the counting stations of that GC to commence counting. BPSS-cum-CMCS also commenced counting upon receiving the SIC's instruction, and smoothly completed the counting of approximately 33 000 GC ballot papers.

11.6 During the counting process, invalid ballot papers as defined under section 80 of the EAC (EP) (LC) Reg were separated and would not be counted. Candidates, their election agents and/or counting agents could examine these invalid ballot papers but were not allowed to make representations on the spot. Ballot papers with doubtful validity were considered as questionable ballot papers, and were set aside for PRO to determine their validity. An analysis of the ballot papers not counted in ballot boxes for various GCs is shown at **Appendix VII(A)**; while an analysis of invalid ballot papers kept by the PROs is shown at **Appendix VIII(A)**.

11.7 Upon the completion of the counting of the GC ballot papers at the counting station, the PRO would inform the candidates, their election agents and/or counting agents present at the counting station of the counting results, and the latter could request for a re-count at this juncture. In this election, no PRO received any requests for a re-count. The PRO reported the counting results to SIC via MISES, and the REO displayed the GC interim counting results on the large screens and the televisions set up at the CCS and the Media Centre, and uploaded the interim counting results to the dedicated election website.

11.8 After obtaining the counting results of all counting stations in a GC (including the GC ballot papers misplaced in FC and ECC ballot boxes that were counted at the CCS), SIC informed the RO of the concerned GC about the consolidated counting results. The RO then notified the candidates, their election agents and/or counting agents present at the Media Centre of the consolidated counting results, and the latter could request for a re-count of valid votes for all the counting stations of that GC at this juncture. Among the 10 GCs, only the RO for Hong Kong Island East GC received a request for a re-count from a candidate, and after consideration, the request was not accepted.

11.9 The counting results for the 10 GCs were announced successively between approximately 4:25 am and 6:13 am on the day following the polling day, after verification. The number of votes received by each candidate was also displayed on the large screens and televisions set up at the CCS and the Media Centre. The election results were also posted on the notice boards at the Media Centre, uploaded onto the dedicated election website, and subsequently published in the Gazette on 12 December (**Appendix IX(A)**).

Section 2 – Functional Constituencies

11.10 The counting work for FC in this election was conducted centrally at the CCS, and an electronic counting system was introduced for the first time to conduct the counting and the procedures were streamlined with a view to enhancing efficiency. For details, please refer to **paragraphs 7.37 to 7.40 of Chapter 7**.

11.11 At the CCS, all FC ballot boxes were opened by the ROs or AROs. Candidates, their election agents and/or counting agents, the public and the media were also allowed to observe the count in the designated areas of the CCS. ICAC also deployed officers to monitor the count and the CCS was equipped with video-

recording devices to record and archive the entire counting process, for submission to the LEAs for follow-up when necessary.

11.12 The counting staff first screened out any misplaced GC and/or ECC ballot papers, which were then sealed separately and delivered to the ROs of the respective GCs and ECC at the CCS for counting. The validity of any questionable ballot papers was then determined in the presence of candidates, their election agents and/or counting agents. In this election, 33 GC ballot papers were found misplaced in the FC ballot boxes while no misplaced ECC ballot paper was found.

11.13 After screening out the misplaced ballot papers, staff used the ballot paper enumerating machines to enumerate the total number of FC ballot papers in the ballot boxes, and compared and verified them against the ballot paper accounts. Staff then mixed the FC ballot papers from at least 2 polling stations, inspected them manually and screened out those that could not be scanned by the scanning machines, and then put the remaining ballot papers into the scanning machines for counting and screening out the invalid and the questionable ballot papers. The RO examined the invalid ballot papers and determined the validity of questionable ballot papers in the presence of candidates, their agents and/or counting agents. An analysis of the ballot papers not counted in ballot boxes for each FC is set out at **Appendix VII(B)**; while an analysis of invalid ballot papers kept by the PROs is set out at **Appendix VIII(B)**.

11.14 Staff recorded the choices on the ballot papers that were determined as valid on designated forms, and manually input the records into the manual input system to aggregate the overall counting results for each FC through the system.

11.15 Upon confirming the counting results of the 28 FCs, the ROs informed the relevant candidates, their election agents and/or counting agents at the CCS of

the counting results, and the latter could request for a re-count at this juncture. No RO received any request for a re-count in this election. The election results for individual FCs were announced successively between 5:15 am and 6:38 am on the day following the polling day in the Media Centre. The number of votes received by each candidate was also displayed on the large screens and televisions set up at the Media Centre. The election results were also posted on the notice boards at the Media Centre, uploaded onto the dedicated election website, and subsequently published in the Gazette on 12 December (**Appendix IX(B)**).

Section 3 – Election Committee Constituency

11.16 The counting work for ECC was also conducted centrally at the CCS, and continued to use an electronic counting system for counting. The candidates, their election agents and/or counting agents, the public and the media could observe the count in the designated areas of the CCS. ICAC also deployed officers to monitor the count, while the CCS was equipped with video-recording devices to record and archive the entire counting process, for submission to the LEAs for follow-up when necessary.

11.17 After the ECC ballot boxes were opened by the ROs at the CCS, the counting staff first sorted out any misplaced GC and/or FC ballot papers, sealed the misplaced GC and/or FC ballot papers and delivered to the ROs of the respective GCs and FCs at the CCS. In this election, no misplaced GC or FC ballot paper was found in the ECC ballot boxes.

11.18 Staff then used the ballot paper enumerating machines to enumerate the total number of ECC ballot papers in the ballot boxes. After comparing and verifying them against the ballot paper account, the ballot papers were then mixed with other ECC ballot papers from DPS, inspected manually, and screened out those that could not be scanned by the scanning machines. The remaining ballot

papers then were placed into the scanning machines for counting, and screening out the invalid and the questionable ballot papers. The RO examined the invalid ballot papers and determined the validity of questionable ballot papers in the presence of candidates, their agents and/or counting agents. An analysis of the ballot papers not counted in ballot boxes in the ECC is set out at **Appendix VII(C)**; while an analysis of invalid ballot papers kept by the PROs is set out at **Appendix VIII(C)**.

11.19 Staff recorded the choices on the ballot papers that were determined as valid on designated forms, and manually input the records into the manual input system to aggregate the overall counting results for the ECC through the system.

11.20 Upon verifying the counting results of the ECC, the ROs informed the candidates, their election agents and/or counting agents at the CCS of the counting results, and the latter could request for a re-count at this juncture. No RO received any request for a re-count in this election. The election results for the ECC were announced at 12:58 am on the day following the polling day in the Media Centre. The number of votes received by each candidate was also displayed on the large screens and televisions at the Media Centre, and the election results were posted on the notice boards at the Media Centre, uploaded onto the dedicated election website, and subsequently published in the Gazette on 12 December (**Appendix IX(C)**).

CHAPTER 12

ELECTORAL AFFAIRS COMMISSION VISITS

Section 1 – Preparation for the Election

12.1 On 27 October, 18 November and 19 November 2025, the EAC respectively inspected the training sessions held for electoral staff responsible for different roles, including those responsible for counting for the ECC and FCs at the CCS, and those responsible for issuing ballot papers and counting for the GCs at the ordinary polling-cum-counting stations. The EAC was satisfied with the aforementioned training arrangements. The trainings concerned were comprehensive, including briefing sessions and drills, thereby deepening staff's understanding of the ballot paper issuance and counting procedures, and various details involved. The EAC thanked the staff for their hard work and encouraged them to continue their dedicated effort to ensure smooth operation of the election.

12.2 On 6 December (i.e. the day before polling day), the EAC Chairman and the then-SCMA accompanied the CE to visit the NBPS at the arrival hall of the Hong Kong-Zhuhai-Macao Bridge Hong Kong Port Passenger Clearance Building, as well as the OPS at Tung Chung Man Tung Road Sports Centre to see the final preparatory work of venue set-up and the operational rehearsals. In addition, the 2 EAC Members respectively visited the OPSRCH at Kwu Tung North Multi-welfare Services Complex, the EMDPS at Tang Shiu Kin Victoria Government Secondary School, the HAHSDPS at St. Rose of Lima's College, and the OPS at Lai Chi Kok Sports Centre. In the afternoon, the EAC visited the BPSS-cum-CMCS at the Kowloon Park Sports Centre and the ECC Polling Station at the HKCEC to inspect the on-site rehearsals for staff.

Section 2 – Polling Day

12.3 In the morning of the polling day, the EAC inspected the CCC and the SIC. In addition, after inspecting the polling situation at respective OPSs, the EAC Chairman and the two Members also proceeded to the NBPS at Terminal 2 of the Hong Kong International Airport to observe its operation, and met the media to give an account of the latest polling status and addressed media enquiries. In the afternoon, the EAC continued to visit OPSs in different districts and closely monitored the polling progress and situation at the CCC. Subsequently, the EAC visited the ECC polling station in the HKCEC and met the media at the Media Centre to provide the latest polling progress and address media enquiries.

12.4 In the evening, the EAC Chairman visited 2 polling stations that were reassigned to the electors affected by the Tai Po fire, i.e. the OPSs at the Hong Kong Teachers' Association Lee Heng Kwei Secondary School and the Sung Tak Wong Kin Sheung Memorial School, to inspect the conduct of poll and understand the relevant arrangements, including the free feeder transportation services provided to the electors concerned.

12.5 After the close of poll, the EAC Chairman, the 2 EAC Members together with the then-SCMA oversaw the opening of the first ballot box for the ECC at the CCS and emptied the box together. They also inspected the counting process for ECC and FCs. The EAC met the media after the announcement of the ECC election results and after the completion of all counting work respectively to announce the overall voter turnout rate, summarise the election and address media enquiries. The EAC subsequently issued a press release to summarise the poll and count. The EAC considered that this election was conducted smoothly and concluded successfully in an open, honest and fair manner.

PART FOUR

COMPLAINTS

CHAPTER 13

COMPLAINTS

Section 1 – Introduction

13.1 The EAC has always been committed to handling complaints in a fair and efficient manner. The complaints-handling mechanism is one of the measures adopted by the EAC to safeguard the fairness and integrity of elections. Moreover, complaints may also reveal potential areas for improvement in the electoral arrangements and help the EAC make better arrangements in future elections. The complaints mechanism also enables the public and the candidates to better understand the requirements of the electoral legislation and the Guidelines.

Section 2 – The Complaints-handling Period

13.2 The complaints-handling period for this election started from 24 October 2025 (i.e. the day when the nomination period commenced) and ended on 21 January 2026 (i.e. 45 days after the polling day).

Section 3 – The Complaints-handling Parties

13.3 During the complaints-handling period, the EAC, ROs, HKPF, ICAC and PROs (on polling day only) were responsible for handling complaints. These 5 parties had their respective areas of responsibilities according to the nature of complaints:

- (a) the EAC was responsible for handling complaints not covered by any statutory provisions involving criminal liability;
- (b) the ROs were authorised by the EAC to handle complaints of a minor nature, e.g. cases concerning to the display of EAs, conduct of unlawful electioneering activities, improper use of sound amplifying devices, etc.;
- (c) the HKPF was responsible for handling complaints that may involve criminal offences, e.g. breaches of the EAC (EP) (LC) Reg and criminal damage of EAs, etc.;
- (d) the ICAC was responsible for handling cases that may involve breaches of the ECICO, the Prevention of Bribery Ordinance (Cap. 201) and the ICAC Ordinance (Cap. 204); and
- (e) the PROs handled complaints received at the polling stations/ counting stations and took action on those cases which required immediate attention, e.g. unlawful activities occurred in the polling stations, etc.

Complainants may lodge their complaints with any of the parties above, and the cases would be referred to the relevant authority for handling.

13.4 During the complaints-handling period, the EAC Secretariat undertook the role of the coordinator, responsible for compiling the statistical information on complaints from each party and submitting consolidated reports to the EAC regularly.

Section 4 – Polling Day

13.5 On the polling day, the EAC Secretariat was responsible for the operation of the EAC Complaints Centre, which was dedicated to receiving election-related complaints raised by the public via the EAC complaints hotline, email, and 1823, and following up cases according to the content and nature of

the complaints. The ROs received and handled complaints at their offices, while the PROs received complaints at the polling/counting stations and took appropriate actions to follow up on the cases. There were designated police officers on duty in the police stations within each district to attend to complaints, and designated ICAC officers to answer calls from their complaint hotline and take appropriate follow-up actions.

Section 5 – The Number and Nature of Complaints and the Outcome of Investigations

13.6 The 5 parties mentioned in paragraph 13.3 above directly received a total of 3 631 complaints⁸, as details below.

<u>Complaints-handling</u>	<u>No. of Complaints</u>
<u>Party</u>	<u>Directly Received</u>
EAC	2 810 cases
ROs	309 cases
HKPF	426 cases
ICAC	19 cases
PROs	67 cases
Total:	3 631 cases

13.7 Most of the complaints were related to EAs (2 432 cases), disturbances to electors caused by loudspeakers/ broadcasting vehicles/ telephone canvassing/ others (475 cases), electioneering activities on private/government premises (290 cases) and polling arrangements (100 cases). A breakdown of the complaints, categorised by the means of receipt and the complaint natures,

⁸ Directly received complaints refer to cases directly received by the EAC, ROs, HKPF, ICAC and PROs, as well as the cases referred from 1823 to the aforementioned parties. If the same complaint was directly received by more than 1 party, each party would record the case separately in the respective statistics.

received by each party before/after and on polling day are shown at **Appendices X(A) and (B)**. The breakdown of the outcome of complaint cases investigated by each party as of 15 February 2026, categorised by the complaint nature are shown at **Appendices XI(A) to (D)**.

PART FIVE

**REVIEW AND
RECOMMENDATIONS**

CHAPTER 14

REVIEW AND RECOMMENDATIONS

Section 1 – Overview

14.1 The 2025 LCGE was smoothly completed in an open, honest and fair manner. With the spirit of continuous improvement and on the premise of adopting the “practical and feasible” principle, the EAC reviewed the procedures and arrangements of this election, with an aim of conducting more facilitating and efficient elections in the future, while ensuring that all measures are implemented in a prudent and orderly manner.

14.2 Drawing on the operational experiences of past elections, the REO introduced a number of targeted measures across 5 major areas in this election: “Facilitating Electors”, “Facilitating Candidates”, “Enhancing Counting Efficiency”, “Strengthening Command and Coordination Effectiveness” and “Strengthening Staff Training”. The EAC fully affirms the effectiveness of the arrangements and execution of this election. The review findings and recommendations are set out in the ensuing paragraphs.

Section 2 – Facilitating Electors

14.3 To facilitate electors in casting their votes, the EAC adopted the following enhancement measures regarding the arrangements for polling stations:

I. Setting up Near Boundary Polling Stations, Designated Polling Stations and Outreach Polling Stations for Residential Care Homes

14.4 The EAC received considerable views indicating that some electors who needed to work on polling day might not have sufficient time to travel to and from their assigned polling stations to cast their votes due to the nature of their work, working hours and shift arrangements, etc. To facilitate these elector groups with specific needs, the EAC introduced a pilot arrangement for Designated Polling Stations in this election. Furthermore, to facilitate the residents in residential care homes for the elderly (“RCHEs”) and residential care homes for persons with disabilities (“RCHDs”) to cast their votes in a familiar, safe and reassuring environment, and to facilitate the staff of these residential care homes concerned to return to their duties as soon as possible after voting, the EAC also launched the pilot arrangements to set up OPSRCHs within the premises of these residential care homes.

14.5 Under the pilot arrangements, the REO set up 10 CSDPSs, 7 HAHSDPSs and 2 EMDPSs to facilitate the officers in the disciplined services and other civil servants on duty in the vicinity, healthcare staff on duty at hospitals, ethnic minority electors attending religious activities respectively, and set up 3 OPSRCHs. Electors in the target groups mentioned above could decide on their own whether to use the corresponding Designated Polling Stations or the OPSRCHs, and pre-register with the REO through the relevant policy bureaux, departments and organisations. A total of 22 236 electors successfully registered in this election, among them, 21 171 registered for CSDPSs, 684 for HAHSDPSs, 18 for EMDPSs, and 363 for OPSRCHs.

14.6 Additionally, in view of the successful experience of the 2023 DCOE, on top of the 4 NBPSs in Sheung Shui, the REO also set up an NBPS each at the Passenger Clearance Building of the Hong Kong-Zhuhai-Macao Bridge Hong

Kong Port and the Hong Kong International Airport in this election, to further facilitate the electors travelling to and from the Mainland and overseas, as well as those who were on duty near these locations. Electors could pre-register for one of the NBPSs through the online system based on their itinerary on polling day. During the registration period, a total of 7 415 electors successfully registered.

14.7 The EAC notes that a small number of electors without pre-registration applied to the PROs on site to vote at the NBPSs on polling day. Considering the actual circumstances and the willingness of the electors to wait for the required processing time, the REO exercised discretion to handle a total of 531 applications for transferring from OPSs to NBPSs.

14.8 **Recommendation:** The EAC considers that the pilot arrangements introduced in this election were mostly well-received. For instance, the CSDPSs effectively facilitated the frontline civil servants or those on duty nearby to return to their posts as soon as possible after voting, thereby minimising the disruption to the daily operation of public services. However, the EAC also notes that fewer electors chose to cast their votes at the EMDPSs. Therefore, the EAC recommends that the set-up of polling stations for the target elector groups be considered for continuation, but the target groups and registration procedures should be reviewed to benefit the electors with needs more effectively.

14.9 The EAC also notes the positive responses from the electors regarding the new NBPSs at the Hong Kong-Zhuhai-Macao Bridge and the Hong Kong International Airport. The EAC recommends reviewing factors such as actual demand and venue resources, etc. in due course to consider continuing the setting up of NBPSs.

14.10 Regarding the REO's discretionary handling of on-site applications for transferring to the NBPSs to vote on polling day, the EAC is pleased to learn that

this flexible arrangement was appreciated by electors. However, it opines it is necessary to consider the operational and resource implications of polling stations should there be a large number of unforeseen on-site transfer applications. Therefore, the EAC recommends that the REO review and refine the relevant arrangements to provide convenient and user-friendly services for more electors with needs according to the actual circumstances.

II. Extension of Polling Hours

14.11 To further respond to the actual needs of electors and facilitate those who needed to work, handle personal matters, and travel to and from the Mainland and overseas, the EAC extended the polling hours of this election from 14 hours (8:30 am to 10:30 pm) in the last LCGE to 16 hours, i.e. from 7:30 am to 11:30 pm. A total of 87 412 electors cast their votes within the first and last two hours of the polling day.

14.12 **Recommendation:** The EAC considers that the extension of polling hours effectively facilitated electors with other itineraries on that day to cast their votes. The EAC recommends reviewing the factors such as actual demand and manpower resources, etc. in due course to consider continuing the extension of polling hours.

III. Setting up Ballot Paper Checking Machines

14.13 In this election, the REO installed ballot paper checking machines at the ECC Polling Station for electors to check whether their ECC ballot papers were validly marked in accordance with the relevant electoral legislations. The EAC notes that most of the electors used the machines to check their ballot papers.

14.14 **Recommendation:** As the number of candidates that electors were required to mark in the ECC was relatively large, the EAC is pleased to see that the ballot paper checking machines operated smoothly and fulfilled the intended purpose by effectively assisting electors in checking whether their ballot papers were validly marked. The EAC suggests that the REO continue to consider setting up ballot paper checking machines and encourage electors to use the checking machines to reduce the number of invalid and questionable ballot papers and enhance the counting efficiency.

Section 3 – Facilitating Candidates

14.15 To facilitate candidates in running and electioneering in the election, the EAC adopted the following enhancement measures:

I. Electronic Forms and “Introduction to Candidates”

(a) Digitalisation of election-related forms

14.16 The REO has digitalised most election-related forms. Candidates could submit a total of 23 types of forms through the REO’s “e-Form Upload Platform” and the DPO’s “Central e-Form Services”, including the notifications of appointment of various types of agents, the Input Form for Introduction to Candidates, and the forms related to EAs and election deposits, etc. In addition, candidates could complete the e-Forms using the “e-ME” form-filling function of “iAM Smart” via the “Central e-Form Services” and sign them digitally with the use of “iAM Smart+” or a valid personal digital certificate.

14.17 The REO received a total of around 1 100 electoral forms submitted through electronic means in this election. In addition, out of 161 candidates, 160 applied for an account on the REO’s Central Platform and uploaded

documents such as the text versions of the EAs and consent of support to the platform.

14.18 **Recommendation:** The EAC recommends that the REO continue the use of the electronic forms and the relevant online platforms to allow candidates to submit the relevant information efficiently and conveniently.

(b) Text version of “Introduction to Candidates”

14.19 To assist visually impaired individuals in utilising screen reader software to listen to the content of the Introduction to Candidates, the EAC has consistently encouraged candidates to provide a text version when submitting the relevant content. After the REO launched the new e-Input Form for Introduction to Candidates (“e-Input Form”), all candidates submitted the e-Input Form and provided a text version of their electoral messages through the form. The submission rate for the text versions significantly increased compared to the recent elections, demonstrating that the e-Forms effectively facilitated and encouraged candidates to submit such information, and the result was remarkable.

14.20 **Recommendation:** The EAC recommends that the REO continue providing the aforesaid e-Forms to allow candidates to conveniently submit the relevant information and text versions for the benefit of electors with visual impairment.

Section 4 – Enhancing Counting Efficiency

14.21 The REO reviewed and streamlined the ballot paper delivery and counting process, and introduced the electronic counting system in FCs to enhance counting efficiency.

I. Setting up Ballot Paper Sorting Station cum Consolidated Main Counting Station

14.22 In this election, each DPS, NBPS, Designated Polling Station and OPSRCH was required to allow electors from various GC simultaneously to cast their votes. However, after taking the size and the operation of the polling stations into consideration, only 1 GC ballot box was provided at each polling station for electors from different GCs to cast their votes.

14.23 The REO established a BPSS-cum-CMCS at Kowloon Park Sports Centre for the first time. After the GC ballot papers from the aforementioned polling stations were delivered to the BPSS-cum-CMCS, they were sorted by GC. The sorted GC ballot papers were then transferred to the 10 GC counting zones within the venue, mixed with the ballot papers of the same GC from the ECC Polling Station and SPSs, and then counted. Under the new arrangement, the BPSS-cum-CMCS centralised the resources to process the GC ballot papers from the aforementioned polling stations in a unified manner, without the need to separately deliver them to the OPSs designated as main counting stations in various districts for counting.

14.24 The establishment of the BPSS-cum-CMCS removed the requirement to first deliver the ballot papers to a ballot paper sorting station for sorting and then transfer them to a main counting station at another venue for counting, which greatly shortened the ballot paper delivery time. Furthermore, in cases where GC ballot papers were mis-sorted, they could also be easily and speedily transferred to the correct counting zone within the same venue for counting, thereby enhancing efficiency.

14.25 **Recommendation:** The EAC considers that the BPSS-cum-CMCS was effective in centrally processing the GC ballot papers from the relevant

polling stations, facilitating a smoother and faster overall counting process, and enabling the ROs to announce the counting and election results earlier. The EAC recommends that the REO review the resource requirements in due course to consider continuing the setting up of the BPSS-cum-CMCS.

II. Enhanced Delivery Process of Functional Constituencies Ballot Papers

14.26 The REO adopted the use of a consolidated ballot paper account in this election so that each polling station no longer needed to compile a separate ballot paper account for each FC (up to 28 sets) after the close of poll as in previous elections. Instead, only 1 ballot paper account had to be prepared for all FC ballot papers issued at that polling station. This arrangement significantly reduced the time required for PROs to prepare the FC ballot paper accounts. In addition, the REO added an unloading area for the FC ballot boxes at the CCS to enhance the unloading efficiency of vehicles transporting ballot boxes.

14.27 In the last LCGE, FC ballot boxes from more than 600 OPSs were all delivered to the CCS by 3:18 am the day following polling day, meaning that it took nearly 5 hours after the close of poll to deliver all FC ballot boxes to the CCS. In this election, over 600 FC ballot boxes from the OPSs all arrived at the CCS by 1:57 am the day following polling day, meaning the process of sealing ballot boxes, preparing the ballot paper accounts and delivery of ballot boxes was completed within around 2.5 hours after the close of poll.

14.28 **Recommendation:** The EAC considers the arrangements of using the consolidated ballot paper account and adding an unloading area for ballot boxes were efficient, and suggests that the REO continue implementing the relevant arrangements to ensure the FC ballot boxes reach the CCS as soon as possible to commence the counting process, enhancing the overall counting efficiency.

III. Counting Arrangements of the Central Counting Station

(a) Functional Constituencies

14.29 In the Report on the 2021 LCGE, the EAC recommended that the REO should actively study and follow up on the use of electronic counting for FCs with a larger number of registered electors, in order to accelerate the counting process and alleviate the pressure on the counting staff resulting from long working hours. The REO introduced electronic counting for all FCs for the first time in this election. Its main functions and advantages are as follows:

- (a) Use of the newly developed ballot paper enumerating machines to replace manual counting of the number of ballot papers, so as to accelerate the counting speed and reduce human errors;
- (b) Use of the newly developed scanning machines in conjunction with the counting system to replace manual sorting of ballot papers by FCs, and counting the votes for each candidate on the valid ballot papers, thereby significantly saving time and improving accuracy; and
- (c) Use of the newly developed manual input system, where 2 counting staff simultaneously input the questionable ballot papers determined as valid by the ROs via touch screens, thereby saving time. The system would also compare the data input by the 2 counting staff to ensure data accuracy.

14.30 The REO also implemented various enhancement measures for the FC counting process, including:

- (a) Using barcode scanning to record the arrival of ballot boxes at the CCS, replacing manual recording or input of the relevant information, which significantly increased efficiency and reduced human error;
- (b) Setting up 20 ballot paper scanning zones to process a total of more than 70 000 ballot papers from over 600 polling stations. Each zone was equipped with a ballot box registration counter, desks for opening ballot boxes, visual screening of ballot papers, scanning of ballot papers, and processing of invalid/ questionable ballot papers screened out manually and during the scanning process. The entire process from opening the ballot boxes to using the scanning machines could be completed within the same zone, reducing the number of time to transfer the ballot papers and the related procedures, and allowing instant verification of the number of ballot papers processed;
- (c) Refining various counting procedures, strengthening the monitoring of the counting progress, timely commencing the questionable ballot papers determination process, starting to manually input the data of ballot papers determined as valid and consolidating the counting results as soon as possible;
- (d) Providing ROs with display boards to enable them to simultaneously show multiple questionable ballot papers of the same nature, so that they could handle the questionable ballot papers more efficiently under the monitoring of the candidates and their agents; and

- (e) Enhancing the data integration and verification procedures and means of transmitting the messages, thereby reducing the time for delivery of the counting and election results by staff and enhancing efficiency.

14.31 **Recommendation:** The time required for counting of FC ballot papers significantly shortened from about 11 hours in the last LCGE to just about 6 hours. The EAC is satisfied with the new electronic counting system and the related counting arrangements. The EAC suggests to continue the adoption of the electronic counting system and the related counting arrangement, to ensure that the counting work of the FC election could be completed in an efficient manner.

(b) Election Committee Constituency

14.32 In this election, the REO also streamlined the counting arrangements for the ECC election. Compared with the last LCGE, there was technical improvement in the electronic counting system in this election, allowing electors to cast ballot papers directly into the ballot box without first putting them into ballot paper envelopes, saving the time required for counting staff to remove the ballot envelopes and enhancing the efficiency of the counting process.

14.33 Unlike the optical mark recognition technology of the scanning machines used in the past, the new electronic counting system utilised pattern and image analysis technology for ballot recognition. Its key functions and advantages are as follows:

- (a) The new scanning machines had a faster scanning speed than before, could count the votes for each candidate more efficiently and accurately, and could automatically sort out invalid/questionable ballot papers. Moreover, ballot paper

enumerating machines were used in this election instead of manual counting of the total number of ballot papers, leading to a reduction of time for enumerating and verifying the number of ballot papers, and accelerating the overall process;

- (b) The newly developed manual input system allowed 2 counting staff to use touch screens simultaneously to enter the questionable ballot papers determined as valid by the RO, thereby enhancing the speed and accuracy of data inputting; and
- (c) Compared with the scanning machines used in the last LCGE, to which only 20 ballot papers could be inserted at a time, the new scanning machines were more reliable and stable, and could scan over a hundred ballot papers at a time, significantly enhancing the counting efficiency.

14.34 **Recommendation:** The EAC is satisfied with the new electronic counting system and the related arrangements adopted for this ECC election. The entire counting process was smooth and efficient, and was completed smoothly within 1 hour. The EAC recommends that the REO continue using the electronic counting system, and examine whether there is room for improvement in other areas to further enhance the counting efficiency.

IV. Design of Ballot Papers

14.35 Due to the technical requirements of the electronic counting system used in this FC election, the REO also adjusted the design of ballot papers, from marking the choices in the form of a “✓” chop in the past to filling an oval adjacent to the name of the candidate using a black pen.

14.36 The REO disseminated the polling information to electors through multiple channels and media, including APIs on television and radio, leaflets and infographics, and uploading the information to the dedicated election website, introducing the new method of marking the ballot papers to ensure that electors could mark the ballot paper properly. Additionally, the polling staff at the ballot paper issuing desks explained to electors the way of marking the ballot papers, and there were notices detailing the relevant voting procedures and the points to note inside the voting compartments.

14.37 **Recommendation:** The EAC considers the publicity and educational measures undertaken by the REO effectively assisted electors in understanding how to mark their ballot papers correctly. Though majority of the electors marked the ballot paper correctly, the EAC and the REO also received some feedbacks, suggesting that the ovals be moderately enlarged or their locations be highlighted on the ballot papers, making it easier for electors to mark and preventing occurrence of invalid and questionable ballot papers due to erroneous marking. The EAC is thankful to the electors for their feedbacks and recommends the REO study the relevant feasibility, review and improve the design of the FC ballot papers, as well as continue stepping up the publicity and education, with a view to raising electors' understanding on the correct way of marking the ballot papers.

Section 5 – Strengthening Command and Coordination Effectiveness

14.38 The smooth completion of this election was also supported by the robust system infrastructure and comprehensive communication services, which ensured the smooth and efficient operation of the polling stations continuously. In the event of special circumstances, the CCC could receive feedback and issue corresponding instructions in a timely manner, thereby improving overall command and coordination efficiency.

I. The Election-related Mission Critical Systems

14.39 To enhance the protection for project implementation, the REO established the Mission Critical System Development and Maintenance Board (“the Board”) in 2024, with members including the management, technical team and relevant internal divisions of the REO, as well as technical experts from the DPO. The REO also strengthened the three-tier confirmation mechanism for the election-related mission critical systems. The first tier of the mechanism, any requests for alterations to these systems must be scrutinised by the Board to assess whether the proposed alterations were necessary and feasible, and whether they would pose any substantial or potential impacts and risks on the systems or the overall electoral operation. The second tier of the mechanism, independent contractors were engaged to conduct comprehensive and thorough security risk assessment and audit, privacy impact assessment, independent tests and computer audit for each system. Following the testing protocols of the Government for the launch of large-scale digital service systems, independent third-party contractors were engaged to conduct further red team security, load and stress tests on the systems. The third tier of the mechanism, the details of all relevant alterations and their possible implications on the systems, as well as reports on the relevant testing, assessment and audit results, were submitted to the Technical Advisory Committee (“TAC”), which comprised experts from the IT and academic sectors, and the DPO, for scrutiny. This ensured the security and stability of the relevant alterations and the overall operation of the systems.

14.40 In addition, the REO conducted two cross-system drills for this election, including simulating the operational integration of the EPR System with other election-related mission critical systems during the poll, and testing the timeliness and accuracy of data transmission between systems. These drills enhanced the overall contingency handling capabilities, communication and collaboration of the business and technical teams.

14.41 The then-CDP led a CSMR Unit consisting of technical teams from the REO and the DPO, and system and network service contractors, to review and strengthen the resilience of the election-related mission critical systems, formulated comprehensive instant response plans for each system and conducted proactive real-time system monitoring at the CCC on polling day. At the same time, the Cyber Security and Technology Crime Bureau (“CSTCB”) of the HKPF also conducted on-site system monitoring with a view to prevent potential cyberattacks.

14.42 In addition, the REO also continued to strengthen the technical support for polling stations and arranged more IT support staff to participate in the preparation of this election as well as the operation on polling day. Among them, the APROs(IT) Special Team acted as the spearheads of technical support at polling stations and, before polling day, conducted multiple site inspections to polling stations, received equipment and carried out tests, and monitored the progress and readiness of system setup before polling day, and to provide support for the CCC and the technical staff stationed at the polling stations. Besides, APROs(IT) also provided technical support for the EPR System and other election-related mission critical systems, such as regularly monitor and report to the CSMR Unit the real-time system healthiness status of the devices and the network connectivity of the EPR System at the polling stations.

14.43 **Recommendation:** The EAC fully affirms the effectiveness of the enhancement and improvement measures implemented by the REO for the election-related mission critical systems. These measures have effectively safeguarded the security, stability and reliability of the overall operation of the systems concerned, providing solid support to the smooth operation of various election arrangement. The EAC recommends that the REO should regularise the

aforementioned technical support measures and staffing arrangements to ensure the safe and reliable operation of the election-related mission critical systems.

II. The Election Information Communication System

14.44 The REO introduced the EICS in this election to replace facsimile machines as the primary means of communication between the SIC and the CCC with polling stations. The EICS supported the monitoring of the progress of key tasks at polling stations, as well as the real-time tracking of polling stations' acknowledgements of instructions and notifications issued by the SIC and CCC, together with their response status, etc. The more convenient instant communication enabled the CCC to keep abreast of and fully grasp the election operation, reducing the need for manual tracking, and significantly enhancing communication, coordination efficiency and contingency response capabilities.

14.45 **Recommendation:** The EAC agrees that the EICS significantly enhanced the communication, coordination and operational efficiency between the SIC and the CCC with polling stations. The EAC recommends that the REO continue to use the EICS, and review whether there is room for enhancing the system to improve efficiency and users experience and to further strengthen the command and contingency handling capabilities of the CCC.

Section 6 – Strengthening Staff Training

14.46 The smooth and efficient conduct of all aspects of this election was largely due to the frontline staff's professional knowledge and their execution ability of the work processes and system operations. In this election, the REO increased the sessions of hands-on practices in the staff training, which effectively enhanced their crisis management and contingency response capabilities.

I. Polling Staff

14.47 In this election, the REO mainly conducted theoretical training through online classes, while face-to-face sessions focusing on scenario-based drills and hands-on practice. This arrangement enhanced the polling staff's grasp of the actual operational procedures of polling and counting, and strengthened staff's familiarity with the contingency measure for activating the fallback mode of the EPR System. Regarding the pilot arrangements on Designated Polling Stations and OPSRCHs in this election, the REO arranged dedicated training for relevant staff to ensure that they fully understood and were able to implement the operational procedures of these new polling stations.

14.48 With regard to training materials, the REO continued to refine the detailed operational manuals, and produced several sets of highlights to provide a gist of the multiple key areas of the workflow to assist staff of various ranks in quickly grasping and reviewing their knowledge of the key tasks. The REO also compiled a key task checklist to help the PROs conduct drills in an orderly manner before polling day, and complete all key tasks smoothly on polling day to enhance the operational efficiency of the polling stations.

14.49 **Recommendation:** The EAC considers that the REO provided electoral staff with sufficient and effective training materials and drills, facilitating the smooth and efficient conduct of this election. The EAC is satisfied with the training arrangements and recommends the REO continue adopting and suitably enhancing the relevant arrangements, as well as strengthening the hands-on training sessions.

II. Staff at the Central Counting Station

14.50 In this election, the REO continued organising briefings for the supervisory staff such as Counting Supervisors of FC election, and general briefings and training for FC counting staff. The REO also added enhanced and joint training, and simulated on-site scenario-based drills, where supervisory staff led their staff to conduct practices, deepening staff's work knowledge and skills, and enhancing teams' ability to lead, coordinate and respond during unexpected situations. Besides, the REO also significantly increased the overall training hours for FC counting staff. The REO also provided all counting staff with operational manuals and compiled a reminding note for each post, and uploaded the training videos to the online training platform to facilitate staff in reviewing anytime and anywhere.

14.51 **Recommendation:** The EAC is satisfied with the training arrangement, where electoral staff of all sections received sufficient training and drills. The EAC recommends the REO continue strengthening the mode of diversified training and improving the arrangements on training and on-site drills, etc. to enable staff to become more familiar with and master the relevant duties. In the long run, the EAC also recommends that the REO should explore to study how to more effectively pass on the practical knowledge of electoral operations to provide stable manpower resources for future elections, thereby enhancing the REO's capability in organising elections.

PART SIX

CONCLUSION

CHAPTER 15

A CONCLUDING NOTE

Section 1 – Acknowledgement

15.1 The smooth completion of the 2025 LCGE was attributable to the dedication and concerted efforts of all parties involved.

15.2 In the course of preparing for this election, the EAC and the REO received full support and assistance from government bureaux/departments and public bodies, especially members of the CMC including the CMAB, HYAB, SB, DPO, EMSD, HAD, HKO, HKPF, ISD, DoJ and TD, and would also like to thank the CSB, FSD, Government Logistics Department (“GLD”), Leisure and Cultural Services Department and RTHK for their assistance and support.

15.3 The EAC expresses its gratitude to the then-SCMA for working with the EAC and the REO throughout the preparatory period to review various electoral processes and procedures, and for providing valuable advice on incorporating efficient and user-friendly elements into every electoral process and providing convenience to electors and candidates as far as possible. In addition, the EAC thanks the Transport and Logistics Bureau, Government Property Agency and Airport Authority Hong Kong for their full coordination and cooperation, so that the REO was able to smoothly set up the NBPSs at the Passenger Clearance Building of the Hong Kong-Zhuhai-Macao Bridge Hong Kong Port and the Hong Kong International Airport. Furthermore, the EAC also extends its gratitude to the SB for its coordination, and the HKPF and CSD for their support for the set-up of the CSDPSs at their departmental premises by the REO. The EAC would also like to thank the Health Bureau and Hospital Authority, HAYB and HAD,

and the Labour and Welfare Bureau and Social Welfare Department (“SWD”) for their support in establishing the HAHSDPSs, EMDPSs, and OPSRCHs.

15.4 In light of the Tai Po fire, the REO had swiftly made adjustments to 3 polling stations in the district. The EAC is grateful for the GLD’s full assistance, as well as the ImmD and Customs and Excise Department officers participated under the “Government-wide Mobilisation” mechanism for arranging feeder transportation for the affected electors to vote at the new polling stations. In addition, the EAC also extends its gratitude to the SWD for its support under the “One Social Worker per Household” service, which assisted in notifying the affected electors of the information such as the new polling stations and feeder transportation arrangements.

15.5 The EAC sincerely thanks the REO and all the staff who served as ROs, AROs, PROs, DPROs and APROs, as well as all polling and counting staff for their tremendous efforts and contribution at every stage of this election. Before polling day, they attended multiple training sessions and drills, undertook heavy preparatory workload until the completion of the polling and counting process, including devoting substantial amount of time to setting up the polling stations on the day before polling day and conducting final rehearsals of various workflows, and worked tirelessly and diligently for long hours on polling day. The EAC expresses its heartfelt gratitude to all the PROs and electoral staff, and is deeply appreciative for their understanding and support for various work arrangements.

15.6 The EAC offers its sincere appreciation to the heads of bureaux and departments for nominating electoral staff, and approving their temporary release from the original duties to attend trainings and drills arranged by the REO.

15.7 The EAC would also like to extend its gratitude to the Auxiliary Medical Service, Civil Aid Service, ICAC and HKPF for their assistance and support in

deploying staff to station at all the polling stations and counting stations (including the CCS), maintaining good order in the stations and ensuring the election was conducted smoothly, safely and orderly. In addition, the EAC thanks the CSD for arranging the electors who were imprisoned or remanded in custody to cast their votes in an orderly manner.

15.8 In this election, all election information systems operated smoothly on polling day. This was attributed to the comprehensive contingency plan formulated by the CSMR Unit, which consists of the technical teams of DPO and REO, and the network and system service contractors under the leadership of the then-CDP, and the proactive real-time monitoring of all election information systems at the CCC and the back-end control centre, ensuring the safety and reliability of the system operations on polling day. Additionally, under the strong support from DPO and assistance from EMSD, HKPF and ImmD, significant number of technical support staff served in the APROs (IT) Special Team and as APROs (IT) etc., strengthened the real-time monitoring and response capabilities of the systems within the polling stations, ensuring their stable operation. The EAC expresses its sincere appreciation to the DPO, EMSD, HKPF, ImmD, TAC, services contractors and all technical teams for their staunch support, as well as reliable assistance and valuable advice; gratitude is also extended to the frontline technical staff who provided support at the polling stations.

15.9 Furthermore, the EAC is also grateful to the media for their extensive and in-depth coverage of the election, which enhanced the transparency and raise public awareness of the election.

15.10 The EAC is thankful to candidates, canvassers, building management bodies and the public, who adhered to the electoral legislations and the Guidelines, appreciating their efforts and contributions in the election.

15.11 Last but not least, the EAC expresses gratitude to the electors who enthusiastically participated in the poll, thanking them for casting their sacred ballots to elect the new LegCo.

Section 2 – Looking Forward

15.12 The 2025 LCGE was conducted smoothly on 7 December 2025 in an open, honest, fair, safe, orderly, efficient and user-friendly manner. The EAC is satisfied with the overall electoral arrangement. The EAC's review findings and recommendations on various electoral procedures and arrangements are set out in detail in **Chapter 14**. The EAC sincerely hopes that the relevant recommendations will be implemented to ensure smooth conduct of elections in the future.

15.13 The EAC remains committed to fulfilling its mission of safeguarding the integrity of the public elections in Hong Kong, and will continue with its efforts in various elections to ensure that openness, honesty and fairness are upheld in the conduct of every election. The EAC encourages the public to understand the electoral legislations and electoral arrangements to maintain the good election culture in Hong Kong. The EAC always welcomes practicable suggestions to enhance the electoral arrangements in future.

15.14 The EAC recommends that this report be made public at a time the CE considers appropriate, so that the public will have a clear understanding on how the EAC conducted and supervised the work of the 2025 LCGE.