

ITEM FOR ESTABLISHMENT SUBCOMMITTEE OF FINANCE COMMITTEE

Head 151 – GOVERNMENT SECRETARIAT : SECURITY BUREAU Subhead 000 Operational expenses

Members are invited to recommend to Finance Committee the creation of the following supernumerary post in the Narcotics Division of the Security Bureau for a period of three years with effect from 17 February 2010 –

1 Administrative Officer Staff Grade C
(D2) (\$122,700 - \$130,300)

PROBLEM

The Commissioner for Narcotics (C for N) needs additional support at the directorate level in enhancing and expediting the implementation of a series of anti-drug measures to arrest the deteriorating trend of youth drug abuse.

PROPOSAL

2. We propose to create one supernumerary post of Administrative Officer Staff Grade C (AOSGC) (D2) in the Narcotics Division (ND) of the Security Bureau (SB) for a period of three years with effect from 17 February 2010 to support escalated efforts in the combat against drug abuse, in particular to take forward initiatives on drug testing and the provision of downstream support services in drug treatment and rehabilitation for young drug abusers.

/JUSTIFICATION

JUSTIFICATION

Responsibilities of ND

3. With the advice of the Action Committee Against Narcotics (ACAN), ND formulates and coordinates policies and measures of various bureaux and departments, public agencies, non-governmental organisations (NGOs) and other stakeholder groups in the community to combat the drug abuse problem and implement a five-pronged anti-drug strategy (the five prongs are preventive education and publicity, treatment and rehabilitation, legislation and law enforcement, external cooperation, and research). It is also responsible for administering the Beat Drugs Fund (BDF), which was established in 1996 with a capital base of \$350 million.

4. While the overall policy coordinating role on anti-money laundering and counter-financing of terrorism matters was transferred to the Financial Services and the Treasury Bureau in October 2008, the implementation of the Financial Action Task Force on Money Laundering Recommendations in respect of the non-financial sectors has remained with ND. The non-financial sectors include lawyers, accountants, trust and company service providers, estate agents, dealers of precious stones and metals, and non-profit-making organisations.

5. The deteriorating youth drug abuse problem in recent years fuelled by the global prevalence of psychotropic substances has become a major concern of the local community. In November 2008, a high-level inter-departmental Task Force led by the Secretary for Justice promulgated a reinvigorated comprehensive and long-term strategy to meet the challenges, as embodied in over 70 recommendations of its Report. The Task Force advocated a caring culture for young people in the community, and the *Path Builders*¹ initiative has been launched for this purpose.

6. The Administration is firmly committed to the vigorous implementation of the comprehensive anti-drug programme promulgated by the Task Force on a sustained and long-term basis and addressing the many complex issues involved. ND plays a leading and central coordinating role in undertaking this mammoth task.

7. ND is headed by C for N ranked at the Administrative Officer Staff Grade B (D3) level. To assist C for N in taking forward the major strategy, a three-year supernumerary post of AOSGC, designated as Principal Assistant Secretary (Narcotics) (PAS(N)), was created on 13 February 2009 vide EC(2008-09)14.

/Latest

¹ The *Path Builders* initiative is an initiative launched in September 2008 to promote a caring culture in the community to support the growth of our younger generation, especially those in need.

Latest developments

8. The number of reported young drug abusers below the age of 21 saw a significant rise of 57% in the past four years, from 2 186 to 3 430. Indeed the percentage of young drug abusers (below 21) in the entire drug abuse population rose from 14% in 2003 to 24% in 2008.

9. Statistics for the first half of 2009 compared with the same period in 2008 show that the problem of drug abuse among young people has continued to worsen –

- school as a locality of drug abuse by those aged below 21 saw a sharp increase of 135%;
- the reported number of student drug abusers saw a rise of 12% to 639²;
- the reported number of drug abusers below 21 increased by 3.3% to 2 175;
- the number of newly reported female abusers under 21 saw a sharp increase of 19.3% to 488;
- the number of newly reported drug abusers aged below 16 increased by 20.8% to 401; and
- the number of youngsters arrested for major drug offences increased by 8.2% to 617.

10. Surveys conducted by various organisations and parties on the youth drug abuse problem also reflected the deteriorating trend. For example, a survey done by two residential drug treatment and rehabilitation centres revealed that the youngsters were distributed across over 100 schools in Hong Kong, and that half of them had abused drugs at school. The deteriorating problem was corroborated by a number of drug abuse incidents attracting widespread concerns. A majority of them involved young students. A media summary of these incidents is at Enclosure 1.

Encl. 1

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² According to the 2004 results of a periodic survey of drug use among students, about 3.4% (i.e. 17 300) of the secondary students had abused drugs in their lifetime, including some 0.8% (i.e. 4 300) who had abused drugs in the 30 days prior to the survey. The current round of the survey is underway and the results will be available in early 2010. Given the rapidly worsening trend of drug abuse among youngsters since 2004 (see paragraph 8 above), it is likely that we will see a more worrying situation.

11. In response, different quarters of the community have been urging the Administration over the past months since early 2009 to speed up and enhance efforts to curb the proliferation of drug abuse among students. Both parent and teacher associations have realised the seriousness of the problem and are looking to the Administration for enhanced measures and support. Frontline anti-drug workers have also reiterated their concerns about the growing problem and the urgent need for provision of more drug treatment and support services for young drug abusers.

12. Against the above background, it is incumbent upon the Administration to further reinvigorate efforts to tackle the youth drug problem on all fronts and to put in place the necessary leadership and manpower at various levels to make meaningful inroads into the problem.

Escalating the level of anti-drug battle

13. The Chief Executive announced in July 2009 that he would lead relevant Principal Officials to expedite and escalate efforts to combat the youth drug problem along five strategic directions –

- Community mobilisation;
- Community support;
- Drug testing;
- Rehabilitation; and
- Law enforcement.

14. Extensive, dedicated work in the last few months has made further inroads in the fight against youth drug abuse. There are clear indications of a heightened awareness about the youth drug abuse problem among various quarters of the community and their willingness to put in special efforts to help prevent the spread of the problem and to help young drug abusers and also youths at risk. The Government is expected to take the lead in the heightened war against drugs, and ND is tasked to press ahead with major initiatives under the five strategic directions mentioned in paragraph 13 above. The additional priority commitments and tasks for the next three years are set out in paragraphs 15 to 29 below. The holder of the proposed additional supernumerary AOSGC post will in particular help take forward the initiatives on drug testing, treatment and rehabilitation (paragraphs 17 to 28).

Community mobilisation

15. The territory-wide anti-drug campaign has to be escalated to reinforce community awareness and encourage active participation by all sectors. Specifically, efforts are being stepped up to (a) provide education and training to parents and school teachers to equip them with the knowledge and skills to deal with drug abuse by students; and (b) promote the *Path Builders* platform and approach business corporations, professional bodies, charitable organisations and individuals to take an active role in the anti-drug campaign leveraging on their expertise, resources and networks, and join efforts in building up a caring culture for young people.

Community support

16. Aiming at youths at risk, each of the 18 districts launched in August 2009 a one-year anti-youth drug abuse community programme, bringing together different sectors in the community and at the district level, including healthcare professionals, social service NGOs, professional bodies and local organisations. These programmes also involve mentorship for young people in need of help with a view to rebuilding their positive values. ND and the Home Affairs Department are now working together in collaboration with the parties concerned to see how best such community support programmes can be further developed and strengthened beyond the initial one-year period to take root in society.

Drug testing

Voluntary school drug testing

17. On voluntary school-based drug testing, the original plan was to carry out a research study in 2009-10 to examine the pertinent issues and conduct a pilot scheme in five schools in 2010-11. But given the deteriorating drug trend revealed recently, especially involving students, and the serious public concerns expressed (paragraphs 8 to 11 above), we have critically reviewed the priorities and come to the view that school-based drug testing should be tried out as soon as possible.

18. The expedited plan currently being undertaken involves launching a trial scheme in all the 23 secondary schools in Tai Po in the 2009-10 school year. In parallel, a research study will be conducted on the effectiveness of the trial scheme and appropriate refinements for further rolling out the scheme to other schools and districts in several phases starting from the 2010-11 school year. This has posed a significant challenge to the Administration, in particular, ND, which is overseeing the planning and implementation of the whole scheme. As an illustration, from July

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to November 2009, over 100 consultation/briefing sessions have been held to consult stakeholders at various levels in the school, social welfare, legal and other sectors and to explain the objectives and details of the trial scheme to teachers, students and parents of all the 23 participating schools in Tai Po.

19. The trial scheme in Tai Po will only be a start. We need to work with various bureaux, departments and stakeholders concerned to tackle the complex issues in education, rehabilitation, law, privacy, resources and other areas in considering the way forward for rolling out voluntary school drug testing to other districts and schools. The possible expansion of the scheme to more than 460 public sector secondary schools will pose even greater challenges to the bureaux and departments concerned, as well as the healthcare, social welfare and educational sectors. ND will continue to spearhead this important initiative, addressing various concerns identified in the preparation for and implementation of the trial scheme, and tapping the full potential of school drug testing as a preventive measure for most students, an early intervention tool for drug abusing students and a means to inculcate a strong anti-drug culture in schools. Hundreds of consultation and briefing sessions will be held with stakeholders in the process, in addition to the detailed preparation, coordination and logistical arrangements involved. These tasks are complicated and require dedicated input at the directorate level.

Compulsory drug testing at the community level

20. Of no less importance is the proposed consultation on compulsory drug testing at the community level. Unlike the voluntary school drug testing scheme for student population, compulsory testing is intended to reach out to a more vulnerable group of youngsters outside the schools. Some have pointed out that this group indeed is posing a more imminent risk to the fabric of society and requires even greater and more intensive intervention efforts. Recent discussions on the voluntary school drug testing scheme have also highlighted this as an important gap requiring urgent attention in the battle against drugs.

21. The original plan for compulsory drug testing was to first formulate a concrete scheme involving stakeholders within and outside the Government and then launch a formal public consultation exercise with details set out in a public consultation paper before end 2009. This will be a challenge, given the likely controversies over human rights and privacy issues versus the need to protect the interests and welfare of the younger generation and the fabric of society, the likely diverse views of different stakeholders in the community, and the need to ensure a thorough and informed discussion by all on this important initiative.

22. This consultation plan, however, has to be adjusted given the expedited voluntary school drug testing trial scheme in Tai Po which is due to be launched in December 2009. Starting a public consultation exercise on a compulsory scheme at the same time as the voluntary school trial scheme may cause confusion in the minds of the public.

23. It is therefore necessary for ND to review and consolidate its internal resources, and map out the strategy ahead. Our current plan is to engage stakeholders in discussions on the compulsory scheme to address the complex legal, human rights, enforcement and other issues involved, and to launch a public consultation exercise in 2010. Over 100 consultation meetings are expected to be held. Depending on public views, we intend to embark on a legislative exercise in 2011-12. Given the nature of such initiative, directorate leadership is critical to working out feasible policy options and assessing implications, as well as executing tasks in the consultation and legislative process.

Hair testing service

24. Another new and high priority drug testing initiative is the introduction of hair testing service in Hong Kong, both as a preventive measure and as another tool for parents, teachers, social workers and others to engage young drug abusers and motivate them to quit drugs. The Government Laboratory (GL) is looking into the feasibility of developing the technology. The next targets are to set up a pilot scheme and make the best use of such technology to contribute to the drug testing proposals. The scope, participating parties, possible modes of service and logistical support for the pilot scheme will need to be worked out. In the longer term, GL will also seek to facilitate other laboratories to develop their own capabilities and to provide service to the public. ND will play an enabling and coordinating role in the process, to ensure that the technological investment will reap benefits for our next generation for the anti-drug cause.

Treatment and rehabilitation

25. Despite our best efforts on prevention work and cutting the supply of drugs, some young people would inevitably and unfortunately still fall victim to drugs and we must give them a strong helping hand at an early stage. The anti-drug sector sees this as a major area in which the Government must take a leading role.

26. We are committed to the provision of more and effective rehabilitation facilities and services for drug abusers, not only to relieve the pressure points already experienced by many NGOs, but also to help meet the

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increasing demand from many new drug abusers surfacing as a result of heightened community awareness and new measures like drug testing. On the service side, ND will have to explore and pursue innovative ways for the provision of treatment and rehabilitation services to meet the needs of drug abusers. On the hardware side, we will seek to identify appropriate sites and premises and consider possible scope for conversion and upgrading to meet the standards required for such rehabilitation facilities. If we are to put in place the new services in a timely manner to complement efforts on other fronts, we must tackle the difficult issues of land use planning, local consultations, etc, and resolve them expeditiously so that the actual construction or conversion works can start as soon as possible. The complications and intricacies cannot be underestimated, as seen in the difficulties experienced in the on-going exercise to license some existing treatment and rehabilitation centres (paragraph 28(a) below).

27. At the same time, ND has been working with the Education Bureau to improve the provision of education in residential treatment and rehabilitation centres for school-age youngsters, noting the different models already in place to meet their needs. The proper interface between drug rehabilitation and schooling will have to be carefully thrashed out. Full collaboration among policy bureaux is a factor critical to the success of this new endeavour. We need to underline the fact that half of the reported young drug abusers first took drugs at the age of 15 or below, when they were still receiving basic, compulsory education, and schooling was a major part of their life at this stage. Assistance for reintegration into society, either in returning to mainstream schools after discharge from residential treatment centres or receiving employment training, must therefore be stepped up at the same time.

28. Another major task that ND is undertaking is the implementation of the Fifth Three-year Plan on Drug Treatment and Rehabilitation Services in Hong Kong published in April 2009, which sets out a blue-print based on the relevant recommendations of the Task Force and the subsequent extensive consultation with the anti-drug sector. Notable initiatives include –

- (a) to help 23 existing drug treatment and rehabilitation centres overcome difficulties in seeking upgrading and relocation, addressing issues in land use planning, land administration, buildings and fire safety, and conducting local consultation exercises. Unlike 16 counterparts which have met the statutory standards, these 23 centres are still operating under Certificates of Exemption, despite the licensing requirements under the Drug Dependent Persons Treatment and Rehabilitation Centres (Licensing) Ordinance which came into operation in 2002. The recent case of Christian Zheng Sheng Association is a vivid example of the difficulties faced by these centres and the Administration. The extent of directorate input into this case had been immense;

/(b)

- (b) to help those young drug abusers caught by the criminal justice system and break the drug-crime cycle, a two-year pilot scheme was launched in two magistracies in October 2009 to try out an intensified rehabilitation system with closer cooperation between Probation Officers and the Judiciary, borrowing some key features of the drug courts overseas. We need to oversee implementation and evaluation and decide on possible general rolling out to other magistracies;
- (c) to develop a patient-centred, cross-sector and holistic approach for treating and rehabilitating drug abusers through appropriate networking and cooperation on a district cluster basis, to ensure a continuum of services and more effective service provision from identification, counselling, treatment to rehabilitation;
- (d) to re-engineer drug treatment and rehabilitation resources and programmes to meet the increasing need for services for psychotropic substance abusers without unduly compromising the services for heroin abusers. We will also monitor and review the efficiency and effectiveness of various downstream services, including both subvented and non-subvented organisations; and
- (e) to step up training for social workers, teachers and healthcare professionals in a more structured manner in order to meet the increasing demand and to man both new and existing facilities and services. Given the many new, expedited initiatives in the escalated campaign, we must be prepared to meet this training need on a scale not anticipated before.

The work on all these initiatives will require close communication and consultation with the relevant stakeholders and should be led by a senior officer at the directorate level in ND.

Law enforcement

29. To combat the problem of youth drug abuse at the supply side and to ensure no efforts are spared, law enforcing departments have been spearheading major enforcement actions by conducting territory-wide anti-drug operations while maintaining the strategic focus on targeting pushers exploiting youngsters in trafficking and submitting evidence to assist the courts in meting out deterrent sentences. We have also escalated discussions with the Shenzhen authorities, stepped up joint operations, and enhanced intelligence exchange and publicity efforts at boundary control points in order to deter and detect cross boundary drug abuse and trafficking. We will continue to maintain our dialogue with the Shenzhen

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authorities, both at the policy and operational levels, in order to ensure that we are taking concerted enforcement actions to tackle the youth drug abuse problem at both ends. ND will continue to play a leading role to bring all relevant parties together for enforcement efforts within the territory and collaborative endeavours across the boundary.

Need for an Additional Supernumerary AOSGC Post

30. The deteriorating problem of youth drug abuse, especially among students, requires the Administration to speed up the implementation of measures set out in paragraphs 13 to 29 above which are critical to reinvigorating our anti-drug efforts to meet the new challenges of the evolving situation. ND's workload will increase very substantially, especially in the coming three years when ND has to coordinate and collaborate closely with various stakeholders to work out details of the wide range of measures. This involves complex and sensitive issues cutting across policy, legal, resources and other areas, demands dedicated efforts and requires coordination and input at a senior level. Some of these measures are highly controversial and involve meticulous consultation and collaboration with a wide range of stakeholders. The level of responsibility, experience and political awareness required for the job exceeds the level normally expected of non-directorate officers. It would be clearly beyond the capacity of C for N and PAS(N) to cope with the quantum increase in the volume and complexities of the tasks.

31. As a temporary stop-gap arrangement, we have created a supernumerary AOSGC post for six months under delegated authority starting from 17 August 2009 to provide the necessary additional directorate support to C for N. This supernumerary post will lapse on 17 February 2010. To strengthen the directorate support for ND to sustain the full momentum of our anti-drug battle, we propose to retain this supernumerary post for three years with effect from 17 February 2010.

32. The proposed supernumerary AOSGC post, to be designated as Principal Assistant Secretary (Narcotics) Special Duties (PAS(N)SD), will underpin C for N. The post-holder will focus on anti-drug work relating to drug testing, treatment and rehabilitation (see paragraphs 17 to 28 above). We propose the post be created for three years so that ND will have the necessary directorate complement to take forward the major initiatives in these two extensive areas. They will all involve extensive and intricate planning, consultation and coordination work which needs to be undertaken by a dedicated officer at the directorate level. The performance targets expected to be delivered by PAS(N)SD during the three-year period are set out in Enclosure 2.

Encl. 2

33. The officer filling the existing supernumerary PAS(N) post will concentrate on the intensified work in community mobilisation, community support, law enforcement, and the significant increase in workload in the areas of preventive education and publicity, research, external cooperation and administration of BDF. The workload in these areas has increased dramatically in view of the need to expedite and enhance the implementation of the recommendations of the Task Force such as strengthening preventive education for students, parents and schools, mobilising the community to raise awareness of all sectors, and making the full use of the BDF to support worthwhile anti-drug projects undertaken by many agencies and organisations in the community and the *Path Builders* initiative to solicit and match community resources to those in need. For example, in tandem with escalated Government efforts, the BDF approved grants of \$33 million in 2008 and \$23 million in 2009, up from an average of \$9 million from the previous five years. Since its launch in September 2008, *Path Builders* have attracted pledge for support from 200 organisations and individuals. Such a scale of public funding and community engagement requires diligent oversight and close nurturing under directorate steer to sustain the momentum and interest to bear fruit. There is also a need to build sustainable support networks for high-risk youths in the community and embed drug education in various related policy areas, such as family education and youth development programmes.

Encl. 3
Encls. 4&5
Encls. 6&7

34. The job description of the proposed AOSGC post is at Enclosure 3. The existing and revised job descriptions of PAS(N) are at Enclosures 4 and 5 respectively. The proposed organisation charts of ND and SB incorporating the proposed post are respectively at Enclosures 6 and 7.

Long-term need for directorate support in ND

35. Many stakeholders in the community see the importance for sustained and escalated efforts to fight the war against drugs. ACAN and other experts have all pointed out that a one-off anti-drug campaign would not be effective in preventing youth drug abuse. The efforts must be sustained and persistent. To ensure that we have adequate manpower resources to support the much enhanced anti-drug programme, we will further review the longer term directorate establishment of ND in end 2011 in the light of the latest situation when the existing supernumerary AOSGC post created in February 2009 is due for a review.

/Alternatives

Alternatives Considered

Encl. 8 36. We have critically examined whether the other existing directorate staff in SB have spare capacity to absorb the duties of the proposed post. The duties and existing work priorities of the five Principal Assistant Secretaries in SB are at Enclosure 8. As they are already fully committed to their existing workload, it is operationally not possible for them to take up the important duties of ND without adversely affecting the discharge of their own schedule of duties.

37. The political appointees (i.e. the Under Secretary for Security and the Political Assistant to the Secretary for Security) assist the Secretary for Security in handling political work in relation to the full spectrum of the policy portfolio of SB. To this end, they will study and advise on the related policies and initiatives; explain and advocate the proposals, strategies and work programmes through liaison with political groups, community groups, stakeholders, interested parties and the media in an effort to gain wide public support; and help to oversee the development of the major anti-drug initiatives.

38. Take the programmes on school drug testing and mandatory drug testing at community level as examples. The Under Secretary for Security would focus on strategies; political considerations; priority of programmes; advocating policy proposals through engagement with key stakeholders, the Legislative Council and the media; and endeavouring to gain the support of interested parties and the public for the proposals. On the other hand, ND, in particular the management staff, is responsible for the research and ground work for policy formulation; developing options and proposals; preparing draft legislation; formulating implementation plans; coordinating anti-drug programmes of various bureaux, departments, public agencies, NGOs and other organisations; providing secretariat and logistical support; and executing the full range of government policies and day-to-day work. These two levels of work complement each other in the best interest of the anti-drug cause.

39. The escalated anti-drugs battle involves an enormous amount of consultation, coordination and planning with various sectors and stakeholders, government bureaux and departments, etc, that should be carried out by a directorate level civil servant. It is therefore necessary to create an additional AOSGC post to deal with the additional work arising from the escalated and expedited anti-drug campaign.

/FINANCIAL

FINANCIAL IMPLICATIONS

40. The proposal will bring about an additional notional annual salary cost at mid-point of \$1,518,000. The full annual average staff cost, including salaries and staff on-cost, is \$2,144,000. To support the proposed AOSGC post, we plan to create one Administrative Officer post and one Personal Secretary I post in ND for three years with a total notional annual salary cost at mid-point of \$998,000 and full annual average staff cost of \$951,000. SB will absorb the additional provision in 2009-10 from its existing resources and will include the necessary provision in the 2010-11 draft Estimates to meet the cost of the proposal.

PUBLIC CONSULTATION

41. ND and other relevant bureaux have explained the five directions of anti-drug work to the Fight Crime Committee, Chairmen of the 18 District Councils and 18 District Fight Crime Committees, ACAN, and the Drug Liaison Committee. They all support the strategy to expedite and enhance anti-drug work along the five directions, and urge the Administration to take all possible measures to work with the community to curb the rising trend of youth drug abuse.

42. On 3 November 2009, we consulted the Legislative Council Panel on Security on the creation of the proposed three-year supernumerary AOSGC post. Some Members supported the proposal in view of the deteriorating youth drug abuse trend, the expectations from the community for the Government to take the lead to enhance anti-drug efforts and the actual need for ND to enhance its manpower at the directorate level to cope with the complex and voluminous tasks ahead. One Member suggested that the increase in workload might be absorbed within SB. Another Member suggested that the Under Secretary for Security should help relieve the workload of ND. Members agreed that the proposal should be considered by the Establishment Subcommittee but requested the Administration to provide additional information on the deteriorating drug trend which precipitated the change in priorities in drug testing, the performance targets of the holder of the proposed supernumerary post, the role of the Under Secretary for Security and the Political Assistant to the Secretary for Security vis-à-vis senior civil servants of SB. We have incorporated into this paper the Administration's responses to these questions and suggestions.

/BACKGROUND

BACKGROUND

43. The social costs of the drug problem are significant, estimated to be around HK\$4.23 billion in 1998, or about 0.3% of the local Gross Domestic Product that year³. The social costs included the cost to health and welfare systems in providing counselling, treatment and rehabilitation; the cost of law enforcement and criminal justice system in tackling the drug problem; the loss of income due to lower or non-productivity of the abusers and so forth. In view of the rising popularity of psychotropic substances which have more hidden harmful effects, the medical costs may be even larger as many abusers have cognitive, neuromuscular, psychiatric, respiratory, urinary or cardiovascular problems which may persist for years even after quitting drugs. Added to this is the serious psychological and physiological damage inflicted by drugs on young people and their families, which cannot be measured in quantifiable terms.

ESTABLISHMENT CHANGES

44. The establishment changes under Head 151 – Government Secretariat: SB in the past two years are as follows –

Establishment (Note)	Number of Posts			
	Existing (as at 1 November 2009)	As at 1 April 2009	As at 1 April 2008	As at 1 April 2007
A	13 + (1) #	13 + (1)	13	13
B	41	42	40	37
C	123	122	119	119
Total	177 + (1)	177 + (1)	172	169

Note:

A – ranks in the directorate pay scale or equivalent

B – non-directorate ranks, the maximum pay point of which is above MPS point 33 or equivalent

C – non-directorate ranks, the maximum pay point of which is at or below MPS point 33 or equivalent

() number of supernumerary directorate post created with the approval of the Establishment Subcommittee and Finance Committee; the supernumerary post created under delegated authority mentioned in paragraph 31 above is not included

as at 1 November 2009, there was no unfilled directorate post in SB

/CIVIL

³ See the study entitled "Social Costs of Drug Abuse in Hong Kong, 1998" conducted by Professor Y W Cheung of the Chinese University of Hong Kong in 2000.

CIVIL SERVICE BUREAU COMMENTS

45. The Civil Service Bureau supports the proposed creation of the supernumerary AOSGC post for three years to provide additional directorate support to C for N to enhance and expedite the implementation of the various measures to combat the youth drug abuse problem, in particular those relating to drug testing and treatment and rehabilitation. The grading and ranking of the proposed post are considered appropriate to the level and scope of responsibilities required.

ADVICE OF THE STANDING COMMITTEE ON DIRECTORATE SALARIES AND CONDITIONS OF SERVICE

46. As the post is proposed on a supernumerary basis, its creation, if approved, will be reported to the Standing Committee on Directorate Salaries and Conditions of Service in accordance with the agreed procedure.

Security Bureau
December 2009

**Media Summary of Incidents of Drug Abuse
Attracting Widespread Public Concern since
Publication of the Report of
Task Force on Youth Drug Abuse on
11 November 2008**

Date	Media Summary
Nov 14, 2008	Ten youngsters aged 15 to 21 were arrested for possession of dangerous drugs in a flat in Fu Tai Estate, Tuen Mun in which 60 grams of ketamine were seized. It was suspected that a drug party was held in the flat.
Dec 12, 2008	Ten Form 4 students of a secondary school in Tsz Wan Shan who were suspected to have taken drugs felt unwell in school. Of them, two boys aged 15 and 16 were detained for enquiries by Police.
Feb 11, 2009	The hands of a 17-year-old man were seriously injured after he took ketamine and manufactured a bomb at his flat in Tin Yiu Estate, Tin Shui Wai.
Feb 27, 2009	Five girls aged 13 to 14 were arrested for taking ketamine in a secondary school in Sheung Shui. They felt unwell after taking the drug. Another two 15-year-old boys were arrested for trafficking in dangerous drugs.
Mar 3, 2009	Two artistes were arrested for possession of dangerous drugs in Japan. One was detained until Mar 28 and another was charged with possession of dangerous drugs by the Japanese authorities.
Apr 30, 2009	An 18-year-old man and a 19-year-old woman chopped each other after taking ice in a unit in Yau Oi Estate, Tuen Mun. The woman later died and the man was seriously injured and in a critical condition.
Jun 2, 2009	Four students from a school on Hong Kong Island were found dazed after taking ketamine in the campus at lunchtime. The school has contacted the police liaison officer, but no formal report was made since no drugs were found on the girls and they did not become ill. The four students were suspended from schooling for two weeks and were given demerits.

Date	Media Summary
Jun 4, 2009	Three students from a secondary school in Yuen Long were found unconscious in a park after taking ketamine. A schoolmate was arrested for alleged sale of drugs to them.
Jun 6, 2009	Three young girls were found dazed at Hong Kong Gold Coast, Tuen Mun. One of them was charged with drug possession and sent to a drug treatment and rehabilitation centre.
Jun 17, 2009	A Form 1 student from a school in Tin Shui Wai was found collapsed on the rooftop of a carpark in Tuen Mun after abusing ketamine. Three more students from the school were arrested on suspicion of using or selling drugs.
Jul 4, 2009	119 Hong Kong people were arrested in two entertainment venues in Shenzhen for taking drugs. They were detained after they had failed in drug testing. They were released on July 20 after 15 days of administrative detention.
Oct 6, 2009	Three teenage boys were arrested after taking ketamine and being found in a dazed stage in Tsuen Fung Centre, Tsuen Wan. Two of them came from a secondary school in Kwai Chung.

**Specific Performance Targets of the
Holder of the Proposed Supernumerary Post of
Principal Assistant Secretary (Narcotics) Special Duties
Effective from 17 February 2010**

- Completion of a pilot scheme on school drug testing in Tai Po District and an evaluation research of the scheme, followed by a review and refinement of the scheme. To roll out school drug testing to all secondary schools by phases.
- Conducting research and formulation of a proposal on compulsory drug testing, conducting wide public consultation and, subject to public views, taking the package through the legislative process.
- Introduction of hair testing service in Hong Kong, and transferring the technology to industry for general community use.
- Encouragement of new and effective modes of treatment and rehabilitation to meet the needs of drug abusers. Selection and implementation of suitable proposals.
- Enhancement of a cross-sector and integrated approach among schools, Counselling Centres for Psychotropic Substance Abusers, Substance Abuse Clinics and Drug Treatment and Rehabilitation Centres (DTRCs) to ensure a continuum of services and more effective service provision from prevention, identification, counselling, treatment to rehabilitation.
- Assisting existing DTRCs running under Certificates of Exemption to upgrade their services to the standards required under the Drug Dependent Persons Treatment and Rehabilitation Centres (Licensing) Ordinance. This includes in-situ upgrading or relocation to new sites and premises, conducting local consultation, etc.
- Working with the Education Bureau to improve the provision of education in residential treatment and rehabilitation centres for school-aged youngsters.
- Completion of a pilot scheme in selected magistracies by providing more focused, structured and intensive treatment programmes under close supervision of Probation Officers to enhance probation services for convicted drug offenders and evaluation of results to decide on the way forward.

**Proposed Job Description
of Principal Assistant Secretary (Narcotics) Special Duties**

Rank : Administrative Officer Staff Grade C (D2)

Responsible to : Commissioner for Narcotics (D3)

Main Duties and Responsibilities –

Drug Testing

1. To oversee the implementation of the school drug testing trial scheme in Tai Po and to steer a research study on the effectiveness of the trial scheme.
2. To draw up the way forward on school drug testing for promotion to all local schools, having regard to views from stakeholders, resource implications, findings of the research study on the trial scheme in Tai Po.
3. To draw up a public consultation paper on mandatory drug testing and to conduct a public consultation exercise.
4. To prepare the necessary draft legislation and to take it through the legislative process.
5. To steer the introduction of hair testing of illicit drugs in Hong Kong.

Treatment and rehabilitation

6. To explore and pursue innovative ways for the provision of treatment and rehabilitation services to meet the needs of drug abusers.
7. To intensify efforts in bringing drug treatment and rehabilitation centres up to licensing standards particularly in respect of finding suitable sites, land and planning issues, local consultation, voluntary professional help.
8. To re-engineer drug treatment and rehabilitation resources and programmes to meet the rising need for services for psychotropic substance abusers.
9. To take forward the measures set out in the Fifth Three-year Plan on Drug Treatment and Rehabilitation Services in Hong Kong, including the development of a network service model on a cluster basis to provide a continuum of services, provision of training for anti-drug workers, implementation and evaluation of a pilot scheme on enhanced probation, and improvement to the capacity and quality of drug treatment and rehabilitation programmes.
10. To monitor and review the efficiency and effectiveness of various downstream services, including both subvented and non-subvented ones.

**Existing Job Description of
Principal Assistant Secretary (Narcotics)**

Rank : Administrative Officer Staff Grade C (D2)

Responsible to : Commissioner for Narcotics (C for N) (D3)

Main Duties and Responsibilities –

1. To assist C for N in formulating and implementing anti-drug policies and programmes and in coordinating efforts across bureaux and departments, including the Inter-departmental Working Group on Youth Drug Abuse.
2. To assist C for N in the detailed planning and implementation of the Recommendations of the Task Force on Youth Drug Abuse covering the five prongs of the enhanced anti-drug strategies, in collaboration with other bureaux and departments as well as stakeholders including the Action Committee Against Narcotics and its Sub-committees, the Fight Crime Committee, the District Fight Crime Committees and the Drug Liaison Committee, as well as the education, social services, youth, legal, medical, and community sectors and other key stakeholders in the community.
3. To raise community awareness of drug issues, strengthen preventive education for the general public as well as specific groups such as young people and parents, oversee new and structured anti-drug training programmes for the school sector, and implementation of key initiatives such as revamp of the Jockey Club Drug InfoCentre and development of an anti-drug Internet portal.
4. To consolidate and enhance the policy on treatment and rehabilitation and enhance policy coordination work, including the roll-out and implementation of the Three Year's Plan on Treatment and Rehabilitation Services in Hong Kong and the development of multi-disciplinary cooperation networks for treatment and rehabilitation services to ensure a continuum of service for drug abusers and to promote re-engineering of services and re-deployment of resources among opiate abusers and psychotropic substance abusers as recommended by the Director of Audit.
5. To plan and oversee anti-drug research work.
6. To plan and oversee external cooperation work, including international liaison and tripartite cooperation among Hong Kong, Macau and Guangdong, in particular to strengthen measures to curb cross-boundary drug abuse as recommended by the Task Force.

7. To mobilise various sectors of the community including the private sector, professional bodies, community groups and individuals to participate in the *Path Builders* initiative to foster a community culture of care for the young people.
8. To oversee the policy and institutional matters, including the operation and review of the Beat Drugs Fund as well as resource planning.
9. To collaborate with other policy areas relating to the youth, the family and health to help tackle the youth drug abuse problem at root.
10. To coordinate and ensure a continuum and complementarity of service among the five prongs of the anti-drug strategy.

**Revised Job Description of
Principal Assistant Secretary (Narcotics)**

Rank : Administrative Officer Staff Grade C (D2)

Responsible to : Commissioner for Narcotics (D3)

Main Duties and Responsibilities –

Community mobilisation and support

1. To enhance the mobilisation of various quarters of the community to join the fight against drugs and to further promote the *Path Builders* initiative.
2. To encourage, engage and enlist support from various sectors of the community, including trade associations, professional groups, charities, corporations in organising anti-drug programmes.
3. To raise community awareness of drug issues through a large-scale anti-drug campaign and strengthen preventive education for the general public as well as specific groups such as young people and parents.
4. To enhance collaboration with relevant bureaux and departments, including the Family Council, the Commission on Youth, as well as with social services non-governmental organisations (NGOs), to promote anti-drug messages.
5. To develop and take forward innovative and effective publicity strategy to curb the rising youth drug abuse problem.

Preventive education

6. To strengthen preventive education for the general public as well as specific groups such as young people and parents through both central and district-based programmes.
7. To strengthen drug preventive education in schools in collaboration with the Education Bureau and other relevant departments and NGOs, including the implementation of Healthy School Policy with an anti-drug element, the provision of new and structured anti-drug training programmes for teachers, and increase in the coverage of anti-drug education for students of upper primary and secondary schools.
8. To oversee the development of an anti-drug Internet portal and the use of the Internet and other publicity channels popular among the youth to effectively spread anti-drug messages to young people, including youths at risk.

9. To oversee a project to revamp the Hong Kong Jockey Club Drug InfoCentre as a flagship for anti-drug education-cum-activity centre, and to establish linkages with other education centres to reach a wider audience.

Beat Drugs Fund

10. To oversee the administration of the Beat Drugs Fund to facilitate the community to help fight drugs, and to oversee measures recommended by the Task Force on Youth Drug Abuse to improve the Beat Drugs Fund.

Research

11. To oversee research projects including a study to review various methodologies for estimating the drug abusing population and a research on the drug abuse situation among non-engaged youth.

Law enforcement

12. To work with law enforcement agencies to enhance law enforcement efforts and review legislation and other areas for improvements.
13. To step up liaison with the Mainland authorities in tackling cross-boundary drug abuse and drug trafficking, and to review and implement measures to curb cross-boundary drug abuse.

External cooperation

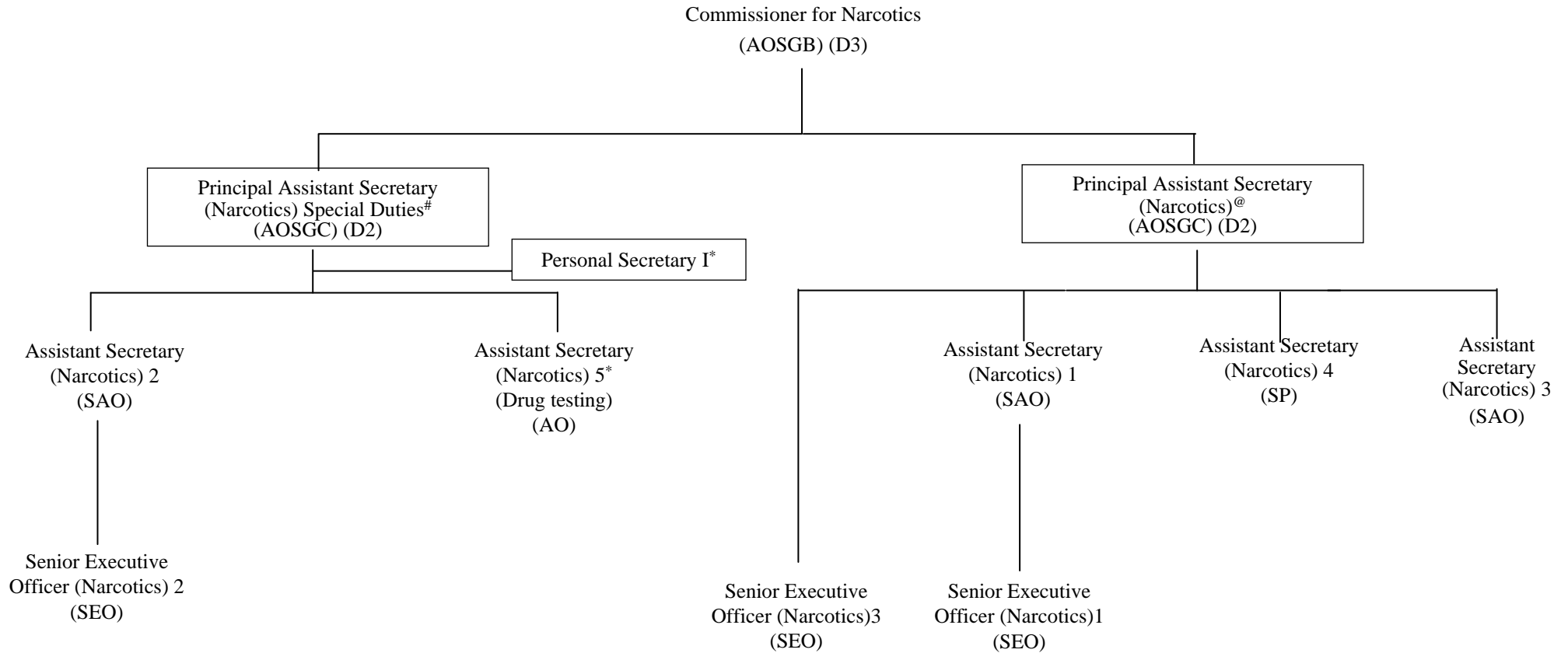
14. To enhance tripartite cooperation among Hong Kong, Macau and Guangdong and to support the work of the United Nations and other international bodies in prevention and tackling of youth drug abuse, in particular, in advocating the international control of ketamine.

Anti-money Laundering/Counter Financing of Terrorism

15. To assist C for N in the formulation and coordination of strategy and measures on anti-money laundering/counter financing of terrorism (AML/CFT) with regard to the Designated Non-Financial Businesses and Professions^{Note} (DNFBPs), pursuant to the recommendations of the Financial Action Task Force on Money Laundering.
16. To outreach to DNFBPs for AML/CFT preventive education, training, formulation of guidelines and to assist in formulating the regulatory framework for DNFBPs.

^{Note} DNFBPs include lawyers, accountants, trust and company services providers, estate agents, and dealers in precious stones and metals

Proposed Organisation Chart of Narcotics Division



Legend

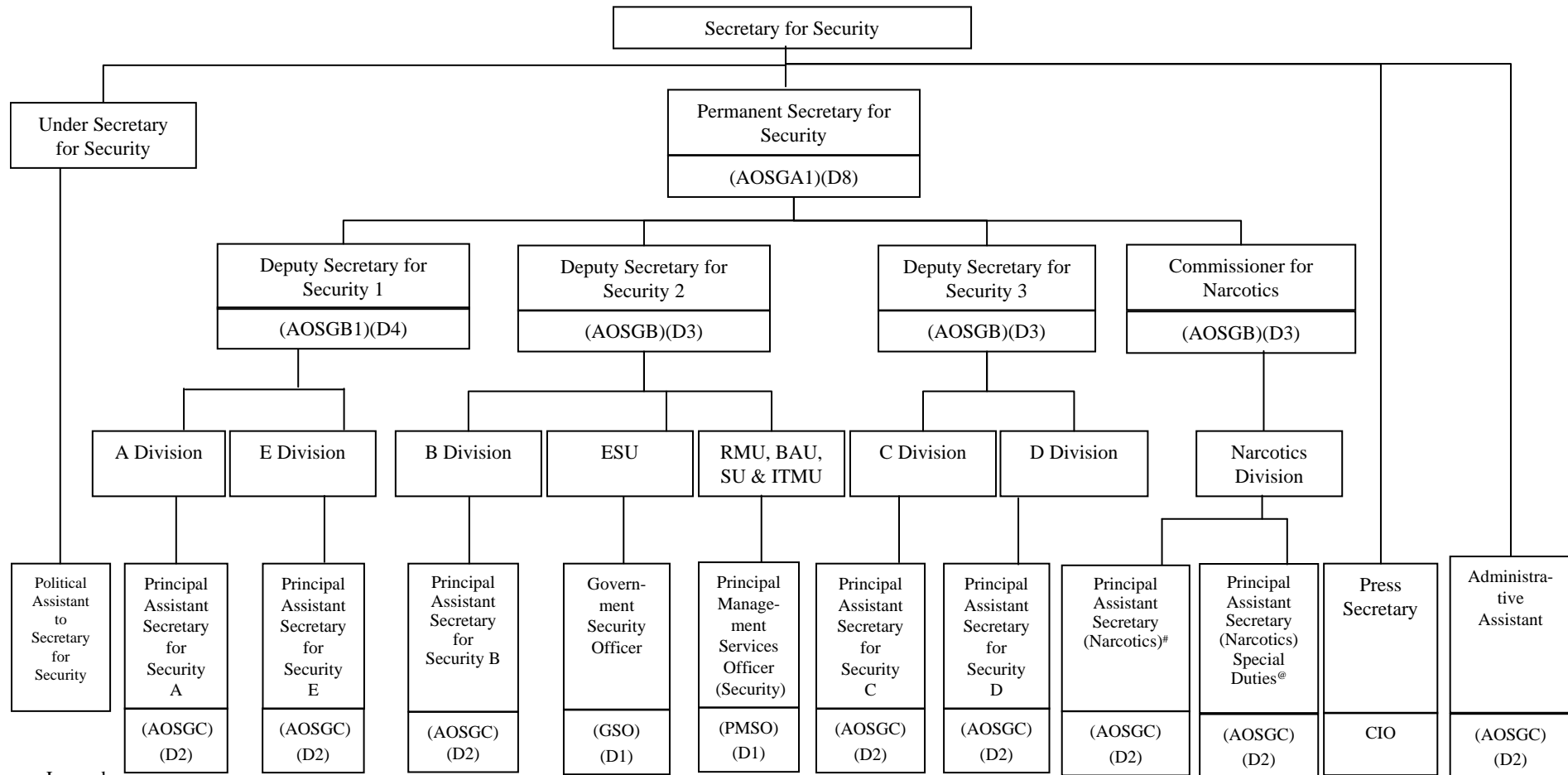
AOSGB: Administrative Officer Staff Grade B
 AOSGC: Administrative Officer Staff Grade C
 SAO: Senior Administrative Officer
 AO: Administrative Officer
 SP: Superintendent
 SEO: Senior Executive Officer

Proposed creation of one supernumerary AOSGC post for three years from 17.2.2010 to 16.2.2013

* Non-directorate posts to be created in 2010-11 for three years to support the proposed PAS(N)SD post

@ Supernumerary AOSGC post created for three years from 13.2.2009 to 12.2.2012 as approved by the Finance Committee on 13.2.2009

**SECURITY BUREAU
Proposed Organisation Chart**



Legend :

RMU : Resource Management Unit

SU : Statistics Unit

ESU : Emergency Support Unit

PMSO: Principal Management Services Officer

CIO: Chief Information Officer

BAU : Bureau Administration Unit

ITMU : Information Technology Management Unit

GSO: Government Security Officer

AOSGA1 : Administrative Officer Staff Grade A1 # Supernumerary AOSGC post created from 13.2.2009 to 12.2.2012

AOSGA : Administrative Officer Staff Grade A @ Proposed creation of one supernumerary AOSGC post from 17.2.2010 to 16.2.2013

AOSGB1 : Administrative Officer Staff Grade B1

AOSGB : Administrative Officer Staff Grade B

AOSGC : Administrative Officer Staff Grade C

**Duties and existing work priorities of
Principal Assistant Secretaries in the Security Bureau**

Principal Assistant Secretary for Security (A) is responsible for policy matters relating to boundary administration, closed area, counter-terrorism, surrender of fugitive offenders and mutual legal assistance in criminal matters. He oversees the liaison between the HKSARG and the Garrison and handles matters with a Garrison dimension. He also deals with policy and resource matters relating to the Government Flying Service and the Customs and Excise Department (part), as well as matters concerning the Security and Guarding Services Industry Authority. Apart from the heavy workload of his normal business, he is currently heavily engaged in the implementation of the reduced coverage of the Frontier Closed Area and legislation relating to the United Nations (Anti-Terrorism Measures) Ordinance.

2. Principal Assistant Secretary for Security (B) is responsible for policies in respect of the emergency rescue services provided by the Fire Services Department, including matters relating to fire safety, fire prevention, firefighting, the emergency ambulance service, and the control of dangerous goods. He also oversees policies relating to the penal system maintained by the Correctional Services Department, covering such matters as rehabilitation of prisoners and the prison development programme. He deals with issues relating to the transfer of sentenced persons and supports the statutory boards on prison sentence review and prisoner supervision. In addition, he is responsible for the aviation security policies, including the maintenance and implementation of the Hong Kong Aviation Security Programme. He is currently heavily engaged in pursuing long-term options for better meeting demands for emergency ambulance service (e.g. the proposed Medical Priority Dispatch System), enhancing the legislative control on dangerous goods, and mapping out the prison development programme to address the problems of outdated facilities and overcrowding.

3. Principal Assistant Secretary for Security (C) is responsible for immigration policies and strategies in respect of a wide range of matters. These include nationality and residency; travel documents and convenience of Hong Kong residents; visa regime for foreign nationals and Taiwan residents travelling to Hong Kong; and Hong Kong residents in distress outside Hong Kong. He oversees policy issues concerning entry into Hong Kong for study, employment, investment and settlement, as well as those relating to entry from the Mainland, including the operations of One-way Permit (OWP) Scheme, Two-way Permit (TWP) Scheme (including the Individual Visit Scheme). He is also responsible for the policy,

resource and housekeeping matters of the Immigration Department. He is currently heavily engaged in the planned transfer of the management of the Castle Peak Bay Immigration Centre from the Correctional Services Department back to the Immigration Department, as well as the new measures to be introduced or being considered under the OWP/TWP Schemes with a view to facilitating Mainland residents to reunion with or visit their family members in Hong Kong.

4. Principal Assistant Secretary for Security (D) is responsible for handling policy issues concerning refugees, asylum seekers and torture claimants; registration of persons, births, deaths and marriages; detention under the Immigration Ordinance; the processing of statutory and non-statutory petition cases; and housekeeping matters relating to the Immigration Tribunal, Registration of Persons Tribunal, HKSAR Passports Appeal Board, and Civil Celebrant of Marriages Appointment Appeal Board. He oversees the policy relating to human trafficking. He is also responsible for policy, legislation and resource matters relating to the operation of boundary control points and related cooperation with the Mainland. He is currently heavily engaged in reviewing and enhancing the screening mechanism for torture claims and overseeing the handling of related judicial review cases and preparing for the legislation on handling of torture claims. Furthermore, he is also engaged in the planning for new control points (including the New Cruise Terminal, Hong Kong-Zhuhai-Macao Bridge, Guangzhou-Shenzhen-Hong Kong Express Rail Link and the Liantang/Heung Yuen Wai Boundary Control Point); extending and promoting the e-Channel service for Macao residents and other frequent visitors and implementing the pilot scheme on express e-Channels for Hong Kong residents.

5. Principal Assistant Secretary for Security (E) is responsible for policy matters concerning internal security and law and order, as well as resources matters relating to the Hong Kong Police Force and the Hong Kong Auxiliary Police Force. She also oversees the implementation of the Interception of Communications and Surveillance Ordinance. She is the Secretary to the Fight Crime Committee and oversees the operation of the Committee and its Subcommittees.
