

For discussion on  
3 November 2009

**LEGISLATIVE COUNCIL  
PANEL ON SECURITY**

**Proposal for Creation of an Additional Three-year  
Supernumerary Administrative Officer Staff Grade C Post  
in Narcotics Division of Security Bureau**

**PURPOSE**

This paper invites Members' views on a proposal to create a supernumerary post of Administrative Officer Staff Grade C (AOSGC) (D2) in the Narcotics Division (ND) of the Security Bureau (SB) from February 2010. The purpose of the proposed post is to provide additional support at the directorate level to the Commissioner for Narcotics (C for N) to expedite coordinated efforts to implement the comprehensive recommendations of the Task Force on Youth Drug Abuse (the Task Force) led by the Secretary for Justice (SJ) in the key areas announced by the Chief Executive (CE) in July 2009.

**JUSTIFICATION**

**Responsibilities of ND**

2. With the advice of the Action Committee Against Narcotics (ACAN), ND formulates and co-ordinates 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. ND is headed by C for N ranked at the Administrative Officer Staff Grade B (D3) level.

3. While the overall policy coordinating role on anti-money laundering (AML) and counter-financing of terrorism (CFT) 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.

4. 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 SJ 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* initiative has also started to this end.

5. 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 co-ordinating role in undertaking this mammoth task.

6. 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 developments**

7. The number of reported young drug abusers below the age of 21 saw a significant rise of 57% in the past four years. While the Administration is forging ahead with implementing the Task Force recommendations, the drug situation has further deteriorated in recent months, with a series of incidents attracting widespread community concerns, in particular drug abuse cases involving young students. The reported number of student drug abusers saw a rise of 12% (639) in the first half of 2009, compared to the same period in 2008 (572). For the same period, while 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. In the first eight months of this year, the number of youngsters arrested for major drug offences increased by 13% as compared with the figure last year.

## **Escalating the level of anti-drug battle**

8. The CE 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.

9. Extensive, dedicated work in the last few months has made further inroads in the fight against youth drug abuse. There are clear indications of heightened awareness on the youth drug abuse problems 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 youths beset by drug problems. There is every expectation that the Government take the lead in the heightened war against drugs. ND is tasked to press ahead with major initiatives under the five strategic directions. The additional priority commitments for the next couple of years are set out in the ensuing paragraphs.

### Community mobilisation

10. 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

11. 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 the youths 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 beyond the initial one-year period to take root in society.

### Drug testing

12. 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. The expedited plan currently being undertaken involves launching a trial scheme in all the 23 secondary schools in Tai Po within 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 starting from the 2010-11 school year. The proposed scale and timetable of possible expansion of the scheme to more than 460 public sector secondary schools has posed significant 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 an additional preventive and early intervention tool for young abusers at school. We will work with the Education Bureau (EDB), Labour and Welfare Bureau and stakeholders concerned to tackle the complex issues in education, rehabilitation, law, privacy, resources and other areas.

13. Of no less importance is the proposed consultation on compulsory drug testing at the community level. Unlike the voluntary scheme for the student population in schools, the compulsory testing proposal 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 immediate attention in the battle against drugs.

14. The original plan for the compulsory drug testing proposal 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 plan before end 2009. This plan, however, has to be adjusted given the expedited voluntary drug testing trial scheme in Tai Po which is scheduled to be launched in December 2009. Starting a public consultation exercise on a compulsory scheme at the same time as the voluntary trial scheme may cause confusion in the minds of the public. ND therefore plans to first engage stakeholders in discussions on the compulsory scheme to address the complex legal, human rights, enforcement and other issues involved, with a view to launching a public consultation exercise in 2010, subject to public views, going through a possible legislative exercise in 2011-12.

15. 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. While the Government Laboratory is looking into the feasibility of developing the technology, it will also seek to facilitate other laboratories to develop their own capabilities. ND will play an enabling and co-ordinating role in the process.

#### Treatment and rehabilitation

16. The Government is 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 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 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.

17. At the same time, ND is working with the EDB 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.

18. 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 -

- 25 out of 39 existing drug treatment and rehabilitation 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. Intensive efforts will be made to help them overcome difficulties in seeking upgrading and relocation, addressing issues in land use planning, land administration, buildings and fire safety, and conducting local consultation exercises;
- a patient-centred, multi-disciplinary and holistic approach for treating and rehabilitating drug abusers needs to be developed through appropriate networking and cooperation on a district basis;
- 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
- training for social workers, teachers, healthcare professionals and others will be stepped up and made more structured in order to meet the increasing demand and to man both new and existing facilities and services.

### Law enforcement

19. 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 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 additional directorate support**

20. The measures set out in paragraphs 8 to 19 above are critical to reinvigorating our anti-drug efforts to meet the new challenges of the evolving situation. With our commitment to expediting and enhancing the implementation of these measures, the workload of ND will increase very substantially, especially in the coming three years. Apart from generating additional workload, the measures also require extensive high-level co-ordination with a wide spectrum of sectors in the community to mobilise support and resources. Some of these measures are highly controversial and involve meticulous consultation with a wide range of stakeholders. The implementation of these measures requires coordination and input at the directorate level in order to tackle the complex and controversial issues cutting across policy, legal, public relations, resource and other areas. 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 the existing supernumerary AOSGC post (i.e. PAS(N)) to cope with the quantum increase in the volume and complexities of the tasks. 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. There is a genuine need for ND to extend the duration of this six-month supernumerary AOSGC post to strengthen the directorate support for ND to sustain the full momentum of our anti-drug battle.

21. 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 would focus on anti-drug work relating to drug testing, treatment and rehabilitation and is proposed to be created for three years to allow sufficient time to take forward the major measures in these domains. The job description of the post is at **Annex A**. The existing supernumerary AOSGC post created in February 2009 will concentrate on the intensified work in community mobilisation, community support and law enforcement, and also continue

to handle the significant increase in workload in the remaining areas of preventive education and publicity, research, external cooperation and administration of BDF. His existing and proposed job descriptions are at **Annexes B and C** respectively.

22. The proposed organisation charts of ND and SB incorporating the proposed post are respectively at **Annexes D and E**.

### **Long-term need for directorate support in ND**

23. 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. This has to be a sustained and persistent effort. To ensure that we have proper 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.

### **ALTERNATIVE CONSIDERED**

24. We have critically examined whether the other existing directorate staff in SB have spare capacity to absorb the duties of the proposed post. 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.

### **CONSULTATION**

25. 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.



## **FINANCIAL IMPLICATIONS**

26. 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 three-year Administrative Officer post and one Personal Secretary I post in ND 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.

## **ADVICE SOUGHT**

27. Members are invited to comment on the proposal. Subject to Members' support, we will submit the proposal to the Establishment Subcommittee of the Finance Committee for consideration at its meeting on 9 December 2009.

**Security Bureau**  
**October 2009**

**Proposed Job Description of Principal Assistant Secretary  
(Narcotics) Special duties (PAS(N)SD)**

Rank : Administrative Officer Staff Grade C (D2)  
Responsible to : Commissioner for Narcotics (D3)

**Main Duties and Responsibilities**

Drug Testing

- 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;
- 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;
- To draw up a public consultation paper on mandatory drug testing and to conduct a public consultation exercise;
- To prepare the necessary draft legislation and to take it through the legislative process;
- To steer the introduction of hair testing of illicit drugs in Hong Kong;

Treatment and rehabilitation

- To explore and pursue innovative ways for the provision of treatment and rehabilitation services to meet the needs of drug abusers;
- 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;
- To re-engineer drug treatment and rehabilitation resources and programmes to meet the rising need for services for psychotropic substance abusers;
- 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, the training of anti-drug workers, and improvement to the capacity and quality of drug treatment and rehabilitation programmes; and

- To monitor and review the efficiency and effectiveness of various downstream services, including both subvented and non-subvented ones.

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**Existing Job Description for the Post of  
Principal Assistant Secretary (Narcotics) created  
on 13 February 2009 for three years**

Rank : Administrative Officer Staff Grade C (D2)  
Responsible to : Commissioner for Narcotics (C for N) (D3)

**Main Duties and Responsibilities**

- 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.
- 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.
- 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.
- 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 Director of Audit.

- To plan and oversee anti-drug research work.
- 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.
- 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.
- To oversee the policy and institutional matters, including the operation and review of the Beat Drugs Fund as well as resource planning.
- To collaborate with other policy areas relating to the youth, the family and health to help tackle the youth drug abuse problem at root.
- To coordinate and ensure a continuum and complementarity of service among the five prongs of the anti-drug strategy.

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**Proposed Job Description for the Post of  
Principal Assistant Secretary (Narcotics)  
effective from February 2010**

Rank : Administrative Officer Staff Grade C (D2)  
Responsible to : Commissioner for Narcotics (D3)

**Main Duties and Responsibilities**

Community mobilisation and support

- To enhance the mobilisation of various quarters of the community to join the fight against drugs and to further promote the *Path Builders* initiative;
- To encourage, engage and enlist support from various sectors of the community, including trade associations, professional groups, charities, corporations in organising anti-drug programmes;
- 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;
- 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;
- To develop and take forward innovative and effective publicity strategy to curb the rising youth drug abuse problem;

Preventive education

- 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;
- 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;

- 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;
- 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

- 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

- 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

- To work with law enforcement agencies to enhance law enforcement efforts and review legislation and other areas for improvements;
- 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

- 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

- To assist C for N in the formulation and co-ordination of strategy and measures on anti-money laundering/counter financing of terrorism (AML/CFT) with regard to the Designated Non-Financial

Businesses and Professions<sup>1</sup> ("DNFBPs"), pursuant to the recommendations of the Financial Action Task Force on Money Laundering ("FATF"); and

- To outreach to DNFBPs for AML/CFT preventive education, training, formulation of guidelines and to assist in formulating the regulatory framework for DNFBPs.

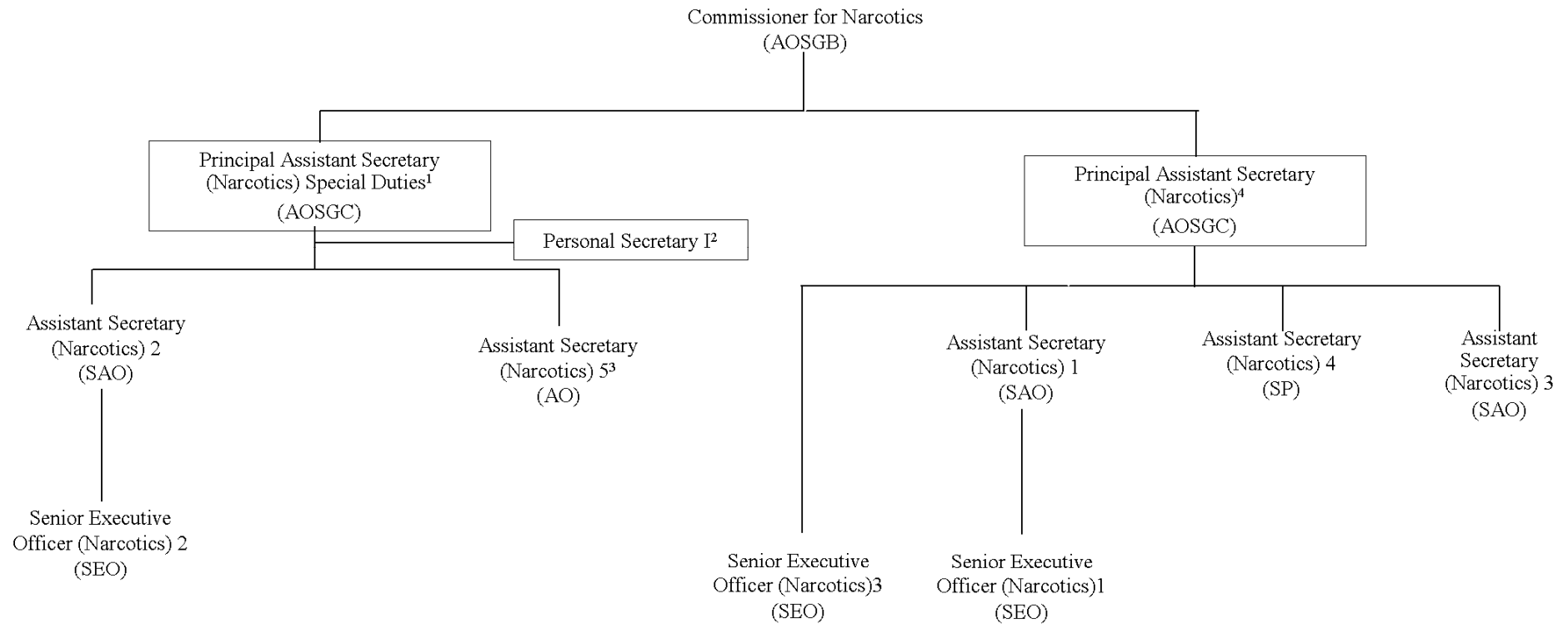
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<sup>1</sup> DNFBPs include lawyers, accountants, trust and company services providers, estate agents, and dealers in precious stones and metals



### 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

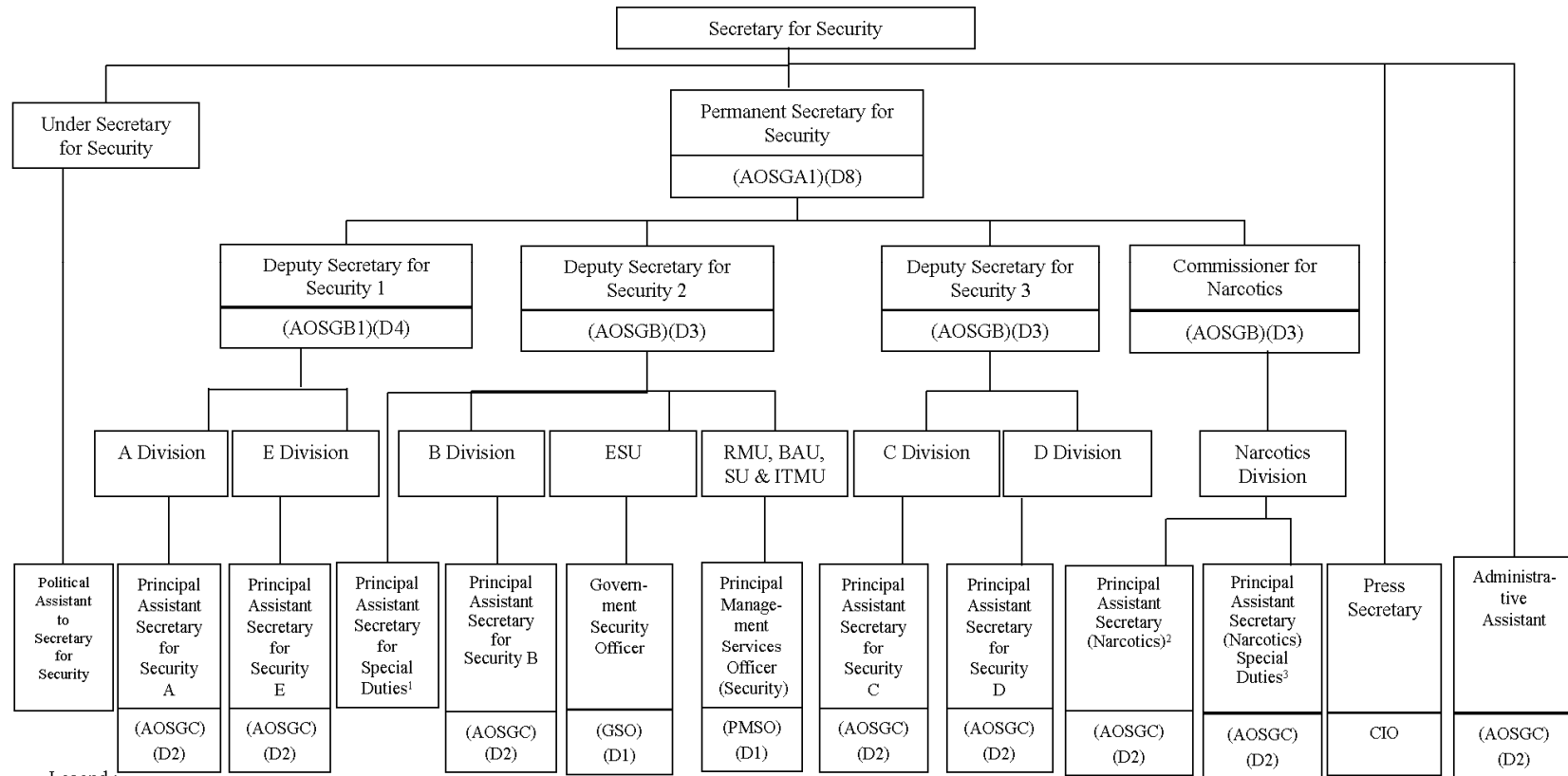
<sup>1</sup> Proposed creation of one supernumerary post of AOSGC for 3 years

<sup>2</sup> Creation of one Personal Secretary I post for 3 years to support the proposed PAS(N)SD post

<sup>3</sup> Creation of one Administrative Officer post for 3 years to support the proposed PAS(N)SD post

<sup>4</sup> Supernumerary post created for 3 years as approved by the Finance Committee on 13.2.09

**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 <sup>1</sup> Staff on secondment through Secretariat Attachment Scheme until 3.11.09

AOSGA : Administrative Officer Staff Grade A <sup>2</sup> Existing Supernumerary directorate post approved for 3 years

AOSGB1 : Administrative Officer Staff Grade B1 <sup>3</sup> Proposed supernumerary post of AOSGC for 3 years

AOSGB : Administrative Officer Staff Grade B

AOSGC : Administrative Officer Staff Grade C