

**For information on  
25 November 2009**

**LEGISLATIVE COUNCIL  
PANEL ON SECURITY**

**Overall Progress of Anti-drug Efforts  
and the Trial Scheme on School Drug Testing in Tai Po District**

**PURPOSE**

This paper briefs Members on the progress of the overall anti-drug efforts following the Chief Executive's escalated campaign, as well as the Trial Scheme on School Drug Testing in Tai Po District which is going to start in December 2009.

**ANTI-DRUG STRATEGY AND MEASURES**

**Overview**

2. To address the problem of youth drug abuse in a comprehensive manner, a high level inter-departmental Task Force on Youth Drug Abuse (Task Force) was formed in October 2007, under the chairmanship of the Secretary for Justice, Deputy Chairman of the Fight Crime Committee. The Task Force released its Report on 11 November 2008. The Report contains some 70 recommendations spanning the five prongs of the established anti-drug policy. The five prongs are preventive education and publicity, treatment and rehabilitation, legislation and law enforcement, external cooperation, and research. The recommendations also include the promotion of a community culture of care for young people through the Path Builders initiative. Members were briefed on progress of the implementation of the recommendations in December 2008 and May 2009.<sup>1</sup>

3. In July 2009, the Chief Executive announced the further stepping up of the anti-drug campaign along five directions, namely community awareness and mobilisation, community support, drug testing, treatment and

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<sup>1</sup> The matter was also the subject of a motion debate in April 2009. The Education Panel discussed the problem with specific reference to schools in May and July 2009, and the Trial Scheme on School Drug Testing in Tai Po District in September 2009.

rehabilitation, and law enforcement.

4. The latest progress and action plan are summarised in the ensuing paragraphs.

## **Progress and Action Plan**

### ***Preventive Education and Publicity***

5. To mark the second year of the two-year territory-wide campaign launched in June 2008, with the theme “No Drugs, No Regrets. Not Now, Not Ever”, a pledge ceremony was launched by the Narcotics Division (ND) and the Action Committee Against Narcotics (ACAN), in collaboration with the Family Council on 21 June 2009. A new series of TV and radio Announcements in the Public Interest (APIs) for the campaign, targeting various stakeholders including parents, young people, teachers and high-risk youths, was launched on the same day. ND and ACAN have since organised various large-scale functions. Over 120 district-level anti-drug activities were also organised.

6. Various community organisations such as religious bodies, uniformed youth groups, business associations, professional bodies and women organisations have also responded to the anti-drug cause. This year, the Beat Drugs Fund (BDF) has approved funding for over 50 projects initiated by community organisations and schools to enhance drug prevention and publicity.

7. A resource kit to equip parents with anti-drug knowledge, attitude and skills to prevent, identify and handle youth drug problems was released on 24 June 2009. Talks for parents have been arranged in all the 18 districts. A series of “train the trainer” workshops and demonstrations was arranged to help teachers, parent education service units and parents use the resource kit. An online website was also launched. A telephone enquiry service for parents, manned by professional social workers, has been provided since August 2009 for an initial period of 12 months.

8. In addition, ND has revamped the telephone enquiry line also making use of a new number 186 186. It is also developing an anti-drug Internet portal with a view to strengthening anti-drug work online and facilitating various stakeholders to obtain resources and information on the anti-drug cause. It is also embarking on a project to revamp the Hong Kong Jockey Club Drug InfoCentre in phases into a focal point and resource centre for drug education.

### *School Sector*

9. The Education Bureau (EDB) continues to spearhead and coordinate efforts in the institutionalisation of a “Healthy School Policy” with an anti-drug element. It will further strengthen anti-drug education in the curriculum, e.g. a new subject “Life and Society” will be offered at the junior secondary level which covers anti-drug education. To support the promotion of anti-drug education in the school curriculum, learning and teaching resources as well as professional development programmes for teachers will continue to be provided.

10. To equip students with the knowledge, skills and attitude to say no to drugs, in the 2009/10 school year, ND has commissioned non-governmental organisations (NGOs) to expand the programmes to cover 75% of local primary four to six students and 60% of students in international and non-Chinese speaking schools. Drug prevention programmes subvented by the Social Welfare Department (SWD) target to reach 75% of secondary schools. SWD and EDB also support PATHS to Adulthood, a project funded by the Hong Kong Jockey Club Charities Trust that includes life skills education against drug abuse. From the 2007/2008 school year onwards, the Department of Health (DH) has launched the Junior Health Pioneer Workshops for primary three students, with “anti-drug” as one of the main themes. Furthermore, since 2008/09, drug education has become a core basic life skill training for all Form 1 students in schools enrolled with Adolescent Health Programme. With the creation of 27 new Police School Liaison Officer posts in 2008/09 on top of the previous 58, the Police have extended coverage of anti-drug school talks and enhanced collaboration with NGOs concerned and schools.

11. ND is working with SWD, the Police, DH and NGOs concerned to enhance and coordinate various programmes in the 2009/10 school year, with a view to extending the coverage gradually to all primary (upper primary students) and secondary schools as far as possible in three years’ time.

12. The BDF has sponsored an NGO to develop an anti-drug resource kit for the school sector under the steer of a working group formed under ACAN. The resource kit includes a framework and practical guidelines on the development of a healthy school policy with an anti-drug element, incorporation of anti-drug elements in the curriculum and teaching resources, as well as protocols for handling suspected or confirmed student drug abuse cases. Seminars, training and demonstration will be organised following

the scheduled launch of the kit by end 2009. Meanwhile, a telephone enquiry service for teachers manned by social workers (through 186 186) has been provided since August 2009 for an initial period of 12 months.

13. ND and EDB are arranging for the provision of basic and advanced professional teacher training programmes in the 2009/10 and 2010/11 school years. They will also continue to reach out to more parents for enhanced home-school cooperation in the anti-drug cause, in collaboration with parent-teacher associations, the Committee on Home-School Co-operation and parent education service units.

### ***Treatment and Rehabilitation***

14. Programmes in this regard include compulsory treatment programmes operated by the Correctional Services Department, a voluntary methadone out-patient treatment programme offered by DH, substance abuse clinics (SACs) operated by Hospital Authority (HA), counselling centres for psychotropic substance abusers (CCPSAs) and voluntary residential treatment programmes in drug treatment and rehabilitation centres (DTRCs) run by NGOs. All services are provided to young drug abusers as well as other needy adults.

15. We are enhancing our social and medical services in order to trawl drug abusers, and help them kick the habit and reintegrate into society. In 2008/09, we strengthened our outreaching, medical social work and residential treatment services. Resources have been allocated to provide 101 additional subvented places in DTRCs, to enhance medical social services in SACs, to open two new SACs and two new CCPSAs, and to strengthen the manpower of the 16 District Youth Outreaching Social Work Teams, 18 teams of Overnight Outreaching Service for Young Night Drifters and five teams under the Community Support Service Scheme.

16. To fill a service gap and to meet demands for basic medical services needed by young psychotropic substance abusers, SWD has commissioned the seven existing CCPSAs to provide on-site elementary medical support with effect from 1 October 2009. The new service includes body check-up, motivational interviews and voluntary drug testing in the course of voluntary counselling to help motivate and sustain the young drug abusers on the drug treatment and rehabilitation programme.

17. In 2009-10 Financial Year, HA has injected additional resources of \$13m to provide more consultation sessions in the seven SACs to cope with the anticipated increase in service demand.

18. The Fifth Three-Year Plan on Drug Treatment and Rehabilitation Services (2009/2011) (Fifth Three-Year Plan) was released on 2 April 2009. A host of medium-term recommendations in the Task Force Report have been further developed and taken forward therein. These include the development of a networking model on a cluster basis, provision of training for anti-drug workers, enhancement of the reintegration elements in treatment and rehabilitation programmes, improvement in capacity and quality of various programmes, and resources re-engineering.

19. Furthermore, the Fifth Three-Year Plan also recommended expediting efforts to help residential DTRCs upgrade their facilities or relocate elsewhere to meet the licensing requirements. Since our last report in May 2009, three DTRCs have successfully obtained licences, thereby increasing the number of centres operated under licences from 13 to 16. 23 centres are still operating under Certificates of Exemption.

20. Efforts are being made to pursue implementation of the Fifth Three-Year Plan. For example, ND held a collaboration meeting in June 2009 among the seven CCPSAs and the seven SACs. With funding support by the BDF, the Hong Kong Medical Association has held a Professional Training Course for Family Doctors since May 2009, benefitting 141 medical practitioners.

21. As part of the enhanced anti-drug campaign, the Chief Executive announced in July 2009 that more treatment and rehabilitation facilities should be provided for young abusers who undergo voluntary treatment and rehabilitation programmes. In this regard, we are consulting the anti-drug sector on possible new and effective services. We look forward to inviting proposals early in 2010.

### ***Drug Testing***

22. To serve as a tool for both prevention and early intervention of drug abuse, we are planning or taking forward drug testing schemes at various levels.

23. Voluntary school-based drug testing has been expedited as part of the Chief Executive's escalated campaign on anti-drug abuse. The current plan is to launch a trial scheme in 23 secondary schools in Tai Po in school year 2009/10, supported by NGOs and community partners. After holding a series of 52 seminars in October/November for teachers, parents and students to explain the scheme details, we have distributed the Scheme

Protocol and consent forms to students and parents, and will start drug testing in December 2009. We will conduct a study in parallel to evaluate the effectiveness with a view to improving the scheme for gradual and general rolling out to other schools and districts. Further details of the scheme are set out in a separate note at the **Annex**. A copy of the Scheme Protocol, sample consent form, leaflet and DVD (containing a video, sharing by ex-abusers and drama series by Radio Television Hong Kong) are also attached.

24. Also following the Chief Executive's steer, the Government Laboratory is taking the lead in introducing hair drug testing services, with a view to transferring the technology to the industry.

25. Moreover, the Government will consult the public on a proposal for introducing new legislation to empower law enforcement officers to require a person reasonably suspected of having consumed dangerous drugs to be subjected to a drug test. We plan to set out our detailed proposal in a consultation paper to invite public views in 2010.

26. Furthermore, we have started to provide voluntary drug testing in CCPSAs as part of the elementary medical support for target young drug abusers to enhance the engagement and counselling process. Progress is given in paragraph 16 above.

### ***Enhanced Probation Service***

27. A two-year Pilot Project to provide more focused, structured and intensive treatment programmes for convicted young drug offenders aged below 21 who are put on probation pursuant to the Probation of Offenders Ordinance (Cap 298) started on 1 October 2009 in the two Probation Offices serving the Kowloon City Magistrates' Courts and Kwun Tong Magistrates' Courts respectively. Services of the Pilot Project include probation supervision with more frequent progress reports to courts, more frequent urine tests and curfew checks, intensive counselling programmes, therapeutic groups, employment assistance, school guidance, etc.

### ***Law Enforcement***

28. The relevant law enforcement departments are taking forward various recommendations of the Task Force. First, the law enforcement agencies and Department of Justice have been working closely together to continue to identify suitable cases to invoke section 56A of the Dangerous

Drugs Ordinance (Cap.134)<sup>2</sup> for enhanced sentencing. In appropriate cases, law enforcement agencies will also continue to provide relevant evidence of importation of drugs to the Department of Justice for submission and consideration by the court for enhanced sentencing.

29. Second, a team established in the Police since April 2008 continue to carry out Internet patrol on drug offences. The law enforcement departments also continue to sustain their crime prevention efforts through publicity and preventive education in collaboration with NGOs as well as industry partners.

30. As a key direction in the Chief Executive's campaign on anti-drug abuse, law enforcement departments were spearheading major enhancement of enforcement efforts specifically for the summer vacation in 2009 and beyond by conducting territory wide anti-drug operations in order to combat the problem of youth drug abuse at the supply side and to ensure no efforts are spared.

### ***Cross-boundary Drug Abuse***

31. Since the publication of the Task Force Report, various actions have been taken to step up efforts against cross-boundary drug abuse. First, we have 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.

32. Second, Customs & Excise Department (C&ED) has enhanced its detector dog services and plainclothes operation at boundary control points. Third, publicity at boundary control points has been enhanced during the festive seasons and dedicated efforts have been made in the summer vacation of 2009.

33. The Police have started making enquiries of youngsters apparently under the influence of drugs at boundary control points and contacting their parents. To appeal to parents to better exercise their responsibility over their children's movements to the Mainland, publicity efforts have included the message that parents may consider keeping their children's Home Visit Permits and that they can apply to the Immigration Department for a

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<sup>2</sup> Section 56A of the Dangerous Drugs Ordinance (Cap. 134) empowers the court, where it is satisfied with evidence that an adult has involved a minor in the commission of a drug-related offence and if it thinks fit, to pass a sentence on the convicted adult offender that is more severe than the sentence it would, in the absence of such evidence, have passed.

statement of travel records on behalf of their children.

### ***External Cooperation***

34. ND continues to monitor the latest development on discussion over the tightening of controls over ketamine in international fora such as World Health Organisation Expert Committee on Drug Dependence and International Narcotics Control Board. We will further provide necessary information to these organisations to support our case when suitable opportunities arise.

35. A meeting between ACAN and the Anti-Drug Committee of Macao was held in May 2009. ND will pursue the resumption of the tripartite cooperation framework among the Mainland, Hong Kong and Macao. In addition, the Police and C&ED continue to pursue closer collaboration on law enforcement efforts with their Mainland and overseas counterparts.

### ***Research***

36. The field work of the latest Survey of Drug Abuse among Students has been completed and the results will be available in early 2010. As for the Central Registry of Drug Abuse (CRDA), ND has been rolling out a series of improvement measures in 2009 which include maintaining close contact with the reporting agencies and enhancing their efficiency in reporting to CRDA, assessing and reducing the extent of under-reporting, and widening and deepening the reporting network.

37. Several research studies, including two studies on the impact of ketamine, a longitudinal study on socioeconomic and health impacts of psychoactive drug abuse, as well as a study on effective ways to dispel at-risk youth's misunderstandings about psychotropic substances, are underway. They are expected for completion from 2010 to 2011. Supported by the BDF, ND has recently commissioned three new research projects to study the dietary intake and body weight status of adolescent psychotropic substance abusers; psychiatric co-morbidity and cognitive dysfunction in primarily ketamine users; and Nepalese drug abusers in Hong Kong. Following the recommendation of the Task Force, ND also invited in the 3<sup>rd</sup> quarter of 2009 research proposals for two new projects to review the estimation method on the drug abuse population and study the drug abuse situation of non-engaged youth and their service needs.



38. An evaluation has also been planned for 2010 for the Service Information System<sup>3</sup>, which is currently in use under a pilot scheme by five subvented DTRCs. Subject to the findings of the final review and necessary adjustments, ND will consider extending the Service Information System to all other subvented DTRCs and promote it for voluntary adoption by non-subvented DTRCs as far as possible to facilitate continuous service improvement.

### ***Community Mobilisation, Support and Care***

39. To facilitate various sectors of the community to support anti-drug work through different means, ND and ACAN launched the “Path Builders” initiative in September 2008. To date, over 200 organisations and individuals have pledged support for the Path Builders initiative. Recognition was given to contributors at the Pledge Ceremony of the territory-wide campaign on 21 June 2009. ND is tailor-making individual packages and matching the contributors’ offers with potential beneficiaries based on their preferences.

40. As part of the initiatives under the five directions announced by the Chief Executive in July 2009, the 18 District Offices (DOs) of the Home Affairs Department (HAD), with support from SWD and various sectors in the local community, launched anti-youth drug abuse community programmes in their respective districts in August 2009. The programmes will last for one year initially and major elements of the programmes include -

- (a) identification of at-risk youths and youths with drug abuse history, and organisation of activities (e.g. team sports and recreation activities) to engage the youths in healthy pursuits, cultivate positive values among them and deter them from taking drugs;
- (b) organisation of seminars, workshops, etc. for parents, teachers and youths to inculcate positive values and give them sufficient knowledge on drugs and their adverse impact; and

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<sup>3</sup> The Service Information System is a data management system which collects data regularly from each participating Drug Treatment and Rehabilitation Centre about the centre itself, its programmes and clients, for compiling outcome indicators to measure the effectiveness of respective programmes, and provides greater characterisation of the clients and a wider range of behavioural and other changes with which to describe the outcome.

- (c) organisation and promotion of public education events in districts.

41. To augment our efforts to help youths stay away from drugs, HAD and its 18 DOs are launching mentoring schemes in the districts.

### **ADVICE SOUGHT**

42. Members are invited to note the latest progress of implementation of the anti-drug strategy as set out in the paper.

Narcotics Division  
Security Bureau  
November 2009

## **Trial Scheme on School Drug Testing in Tai Po District**

This note gives an updated account of the Trial Scheme on School Drug Testing in Tai Po District scheduled for launch in December 2009.

### **Background**

2. The Scheme is a joint initiative by the Government, led by the Security Bureau and Education Bureau and 23 public sector secondary schools in Tai Po District, supported by parties in the social welfare, healthcare and other sectors.

### **Objectives and Guiding Principles of the Scheme**

3. The purposes and imperatives of the Scheme are –
- (a) for prevention - the Scheme will boost the determination of those students who have not taken any drugs to stay away from drugs. They will say no to their peers even when they are tempted to try drugs and this will help prevent the spread of drugs in schools; and
  - (b) for rendering assistance to students - the Scheme will trigger the motivation of those students abusing drugs to quit drugs and seek help, especially those who have tried drugs at an early stage. The scheme will also ensure appropriate support services are provided to those students who wish to pull themselves out of the drugs environment.
4. The Scheme is designed in accordance with the following four guiding principles -
- (a) to help **students** in their best interest;
  - (b) **voluntary** participation;
  - (c) personal information is to be kept strictly **confidential**; and
  - (d) **professional** testing and support services are to be put in place.

### **To Help Students in Their Best Interest**

5. In line with the objectives of the Scheme, students merely found to have abused drugs under the Scheme will –

- (a) not be prosecuted for the offence of drug consumption; and
- (b) not be expelled from school.

6. The primary objectives of the Scheme are prevention and provision of support for students, but not investigation of drug offences. As such, the Police will not be informed of any personal information of the students obtained under the Scheme. Nevertheless, the Police will continue with their existing law enforcement duties.

### **Voluntary Participation**

7. Both parents and students will be invited to give prior written consent to the participation in the Scheme. The consent covers participation in drug testing, joining of the support programme under the Scheme and the release of test results to concerned parties who will provide professional support to the students.

8. Consent will be invited before testing starts and it will remain valid for the duration of the Scheme unless subsequently withdrawn. On the day of testing, students randomly selected will be requested to provide the urine specimen voluntarily.

### **Confidentiality**

9. Personal data (including drug testing records) obtained under the Scheme are protected under the Personal Data (Privacy) Ordinance, Cap. 486 and Part VIIA (sections 49A- 49I) of the Dangerous Drugs Ordinance, Cap 134. All concerned parties must strictly comply with the provisions of these Ordinances.

10. With the prior written consent of the students and parents to participate, parties to be informed of the test results include the case manager assigned by the designated counselling centre for psychotropic substance abusers (CCPSA)<sup>4</sup>, parents, school principal, class teacher, school social worker, any other school teacher suggested by the student and Project Officer from Government (paragraph 16 below). Test results will not be disclosed to other parties unless necessary consent has been obtained.

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<sup>4</sup> That is, the Counselling Centre for Psychotropic Substance Abusers servicing Tai Po (and North District).

## **Professional Testing and Support Services**

11. The designated CCPSA will be commissioned to set up a Student Drug Testing (SDT) team comprising two registered nurses (of different gender), two social workers and one information administrator for carrying out professional drug-testing and immediate counselling. Professional support services in counselling, treatment and rehabilitation will be provided to students who have been identified to have drug problems.

12. Upon receiving positive results from the confirmatory test, a multi-disciplinary case conference involving parents, school social worker, school principal, class teacher and/or designated teachers will be convened and chaired by the case manager, to formulate support programmes to render assistance to identified students with drug problems. The support programmes may last for 3-6 months on a voluntary basis and the identified students may opt out and seek help from other helping bodies.

## **General Testing Arrangement**

13. The SDT team will provide one-week advance notice to the school principal before the school visit and inform the school principal and the Project Officer of the list of randomly selected students for drug testing one working day before the school visit.

14. Test dates and frequencies will not be made known to the students. The SDT team will visit the secondary schools in Tai Po District at irregular time intervals over the school year. Students are randomly selected for the screening test. Generally speaking, each school will be visited twice a month and approximately 5% of the participating students will be randomly selected and tested over the two visits.

15. For a screened positive case, the SDT team will deliver the same urine specimen to the Government Laboratory for confirmation. If the students and/or parents doubt the confirmatory test result, the SDT team may invite a medical doctor to review the case.

## **Role of the Project Officer**

16. School managements have a primary responsibility to look after students' welfare. They are responsible for ensuring that drug testing is properly carried out and confidential information is protected, and may need assistance on such matters.

17. Underlining its commitment, the Government will field a Project Officer to attend and observe the drug testing visits to schools, advise participating schools on the data privacy requirements and serve as a communication link among the Government, the SDT team and the 23 public sector secondary schools in Tai Po.

18. The Project Officer will be independent from the SDT team, and put under the Home Affairs Department (HAD), as the department has a keen interest in community support programmes in districts and can play a more neutral role in the Government.

19. The Project Officer is responsible for -

- (a) observing the SDT team on school visits and offering comments on whether the SDT team has adhered to the drug testing procedures set out in the Scheme Protocol;
- (b) advising participating schools on the data privacy requirements relating to drug testing as set out in the Scheme Protocol, and relaying concerns identified to relevant authorities;
- (c) handling complaints relating to drug testing of the Scheme from participating students, their parents/guardians, or other relevant parties; and
- (d) compiling the following reports –
  - (i) school visit reports to school principals; and
  - (ii) monthly compliance reports and a final one to school principals and the Government.

## **Resources**

20. To provide professional testing and support services to students and parents participating in the scheme, additional resources for the following services have been arranged –

- (a) a SDT team for managing the drug testing arrangements, receiving testing results, providing on-the-spot counselling service for students tested positive and kick-start a support programme for identified students;

- (b) Scheme coordination, case management and counselling service (for both students and parents) by the designated CCPSA (five additional social workers) and consultation by medical practitioners to help students identified by the Scheme;
- (c) Enhanced school social work service in the Tai Po district – to deal with cases generated by the Scheme (including timely and effective counselling and support services for participating students and their parents/guardian); and
- (d) Logistic and administrative support for schools.

21. The Beat Drugs Fund (BDF) will sponsor the Scheme as a special project involving a total sum of approximately \$11 million.

### **Timetable**

22. From October 2009 to mid-November 2009, a series of school-based briefing sessions were conducted for teachers, parents and students of all participating schools and other relevant parties to promote the scheme and explain its details.

23. On 16 November 2009, the consent form and the Scheme protocol were distributed to parents and students to invite participation. Drug testing will run from December 2009 to June 2010. Support programmes for identified students may last until the end of December 2010, after which needy cases may be absorbed by the existing CCPSA service.

### **Evaluation and Way Forward**

24. An evaluation study will be commissioned as a BDF project to undertake a comprehensive assessment of the Scheme, research on other local and overseas experience in school drug testing and suggest appropriate refinements and revision to the Scheme and a possible approach for gradual rolling out to all schools in the territory in several phases, starting from school year 2010/2011.

Narcotics Division  
Security Bureau  
November 2009