

**For information
on 2 February 2016**

Legislative Council Panel on Security

**2016 Policy Address
Policy Initiatives of Security Bureau**

This paper elaborates on the Security Bureau's initiatives in the 2016 Policy Address and Policy Agenda.

New Initiatives

Set up a Junior Police Call Permanent Activity Centre and Integrated Youth Training Camp and increase the number of school liaison officers

2. To nurture young people's awareness in fighting and preventing crime, sense of social responsibility and leadership, the Police will adopt a multi-pronged approach to enhance the work on Junior Police Call and youth. The Police will set up a Junior Police Call Permanent Activity Centre and Integrated Youth Training Camp at Pat Heung, providing discipline, physical and team-building training for the youth. The Centre is expected to commence operation next year. Besides providing services for Junior Police Call members, students and youth organisations, the Centre could also provide services for ethnic minorities and Senior Police Call members.

3. In addition, the Police will increase the number of school liaison officers in order to strengthen services for schools and students.

Comprehensive review of the strategy of handling non-refoulement claims

4. The Unified Screening Mechanism (USM) commenced in March 2014 to screen non-refoulement claims on all applicable grounds in one go. Since then, claims lodged by non-ethnic Chinese illegal immigrants (including Vietnamese) (NECIIs), overstayers and refused landing passengers (collectively "illegal immigrants" below) to resist removal by the Immigration Department (ImmD) increased significantly, from 102 per month on average between 2010 and 2013 to some 440 per month between March 2014 and December 2015 (331% increase). In

tandem, the number of NECIIs intercepted sharply increased from an average of 68 per month between 2010 and 2013 to 318 in 2015 (368% increase). See **Annex** for details.

5. In the light of such influx, we injected more resources for the handling of claims by both ImmD and the Torture Claims Appeal Board (TCAB) (with publicly-funded legal assistance through the Duty Lawyer Service). Within the existing legal framework, we also identified measures¹ to speed up the screening process, which, however, have yet to be implemented. As at end 2015, 10 922 claims were pending screening, out of which 6 360 (around 60%) were new claims lodged by those who never lodged a claim before USM². The increase in claims and notable abuse of the USM procedures³ have caused public concern about social and public order issues that may arise from the prolonged presence of a large and growing number of claimants in Hong Kong.

6. To contain and reverse the growing number of USM claimants stranded in Hong Kong, we need to launch a comprehensive review of the strategy in handling USM claims with a view to addressing fragilities in the areas of pre-arrival control, screening procedures, detention and enforcement. The major areas to review include –

(a) *Pre-arrival control*: To consider introducing pre-boarding checks at airports of major source countries to deter arrival of economic migrants; to update the definition of “unauthorized entrants” under the Immigration Ordinance (Cap. 115) for more effective penalty against human smuggling by sea or land; to liaise with relevant authorities on strengthening enforcement against smuggling syndicates; to review visa-free policy as required; etc.

(b) *Screening procedures*: To tighten the overall timeframe for screening claims, prohibit delaying tactics, and consider means to screen out manifestly unfounded claims early; to review the

¹ Including advancing the scheduling of screening interviews with claimants, and providing a screening bundle to claimants to save them from having to lodge a data access request. In view of the different views of the legal professional bodies, these measures have yet to be implemented.

² 1 703 other claims were lodged by rejected / withdrawn torture claimants after USM commenced, and another 2 859 claims were lodged before USM commenced.

³ Some examples include: repeatedly postponing or adjourning a screening interview on medical grounds without proof; requesting that an interview be conducted in a rare dialect (whilst the claimant could previously communicate with ImmD in English); seeking extension to submit supporting documents but not submitting any in the end; refusing to undergo medical examinations arranged on the claimant’s own request; challenging the professional qualification of Hospital Authority (HA)’s medical practitioners and its data storage security, etc.

provision of publicly-funded legal assistance, including the need for a cap on legal fees; to enhance the operation and capacity of TCAB; to enhance ImmD's capability to collect, at major source countries, country of origin information useful in scrutinizing claims, etc.;

- (c) *Detention*: to consider the feasibility to strengthen ImmD's power to detain more claimants pending screening or whilst screening / appeal; to identify and refurbish suitable facilities for expanding immigration detention capacity if necessary; and
- (d) *Removal and enforcement*: to strengthen liaison with local Consulate Generals (CGs) of major source countries to expedite the removal process; to step up enforcement against syndicates and related criminal activities (e.g. unlawful employment); to enhance public education in Hong Kong and in major source countries.

7. Given the breadth of the review and the need to complete the review and implement the proposed measures as soon as possible, we propose creating a new, time-limited Principal Assistant Secretary for Security post (at Administrative Officer Staff Grade 'C' rank) in Security Bureau to dedicate efforts in spearheading the review, and a new Assistant Director of Immigration post (at Assistant Director of Immigration rank) in ImmD from 2016-17 to 2018-19 to support the review and to come up with measures to further speed up screening within existing resource and legal constraints pending completion of the review.

Ongoing Initiatives

Relaxation of the Upper Age Limit of Category B Security Personnel

8. The relaxation of the upper age limit of Category B Security Personnel was proposed in the Policy Agenda last year as one of the initiatives to extend the working life of citizens and unleash the potential of local workforce.

9. Having fully considered the policy objectives, the situation of the security industry and its regulatory requirements, as well as the opinions of the trade and labour organizations, the Security and Guarding Services Industry Authority has raised the upper age limit of Category B Security Personnel from 65 to 70. Since the relevant amendments took effect on 18 December 2015, over 2000 applications have been received.

Attracting talent from outside Hong Kong

10. We have implemented a list of measures⁴ to facilitate outside talent, professionals and entrepreneurs to come and stay in Hong Kong, thereby building up human capital in response to the population challenges of an ageing population and declining workforce. We have stepped up publicity of these measures through overseas duty visits and through various HKSARG offices outside Hong Kong. We will monitor the progress closely. We will review their effectiveness in due course and, where necessary, make adjustments to ensure that the enhancement measures meet our social and economic needs.

Anti-drug efforts

11. On the anti-drug front, we have to ensure that anti-drug policies and measures could respond to the evolving drug situation. Notwithstanding the trend of decline in the total number of reported drug abusers in the past few years, the problem of hidden drug abuse is still a cause for concern. This calls for measures which enhance community awareness of the drug abuse problem and promote early identification of drug abusers to enable the provision of timely assistance.

12. Moreover, we will continue to implement suitable anti-drug measures and programmes on the basis of the five-pronged strategy to ride the challenges resulting from the changing circumstances. For instance, on the preventive education and publicity front, we will continue to take forward suitable programmes, including the “Anti-drug Community Awareness Building Programme” of the Beat Drugs Fund, to promote community awareness of the drug problem. As regards preventive education among young people at schools, we will continue to promote the Healthy School Programme with a drug testing component in

⁴ These measures include –

- (i) a pilot scheme to attract the second generation of Chinese Hong Kong permanent residents who have emigrated overseas to return to Hong Kong;
- (ii) to relax the stay arrangements for entrants under the General Employment Policy (GEP) and the Admission Scheme for Mainland Talents and Professionals to facilitate the entry and stay of professionals and entrepreneurs;
- (iii) to relax the stay arrangements for entrants under the Quality Migrant Admission Scheme (QMAS) and adjust the QMAS scoring scheme to attract quality migrants with an outstanding education background or international work experience; and
- (iv) to list clearly the factors to be considered under the GEP investment stream to attract more overseas entrepreneurs to establish businesses in Hong Kong.

secondary schools to foster a drug-free culture on the school campus. We will also enhance anti-drug publicity work targeting working youth. On the treatment and rehabilitation front, we will continue to deepen various services and enhance collaboration across sectors. We had in 2015 drawn up the “Three-year Plan on Drug Treatment and Rehabilitation Services in Hong Kong (2015-2017)” in collaboration with relevant sectors, with the aim of providing a reference to service providers on the strategy and priorities of such services. As regards legislative action, we brought a new drug under control and updated the legal definition of another drug in 2015. We will continue to monitor the drug trend and initiate legislative action in a timely manner. On the law enforcement front, law enforcement agencies will continue to actively cooperate with their Mainland and overseas counterparts to combat any drug trafficking activities through an intelligence-led approach.

Promoting the establishment of a reporting system on the physical cross-boundary transportation of large quantities of currency and bearer negotiable instruments (the “R32 System”)

13. In an effort to implement the recommendation of the Financial Action Task Force on Money Laundering, SB conducted a three-month public consultation exercise from July to October 2015 for establishing the R32 System. We are now collating the feedback received, with a view to formulating details for implementing the system in Hong Kong. We would take forward the next steps as soon as practicable.

Continue to improve ageing penal facilities and deliver rehabilitation programmes

14. To ensure public safety and reduce crime, the Correctional Services Department (CSD) will continue to provide a safe custodial environment and implement appropriate rehabilitation programmes. We will also incorporate diversified community education programmes to disseminate the message of leading a law-abiding and drug-free life as well as supporting offender rehabilitation. In 2016, we will continue to consider redevelopment projects and improvement works to address the problem of overcrowding and ageing facilities in some of the penal institutions so as to meet the custodial and rehabilitation programme needs of persons in custody. Works of the partial redevelopment programme of the Tai Lam Centre for Women commenced in mid-2012 and is scheduled for completion by end 2016. Efforts will continue to be made to enhance other penal facilities, such as the proposed installation of an electric locks security system at Stanley Prison, as well as the proposed replacement and enhancement of the Closed-circuit Television Systems for Pak Sha Wan Correctional Institution and Siu

Lam Psychiatric Centre. As regards community education, CSD will continue to implement its Rehabilitation Pioneer Project, which features a range of programmes including the “Reflective Path” introduced in September last year.

Enhancing emergency rescue and ambulance services

15. We will continue to make the best use of resources and improve emergency rescue and ambulance services of the Fire Services Department (FSD). FSD’s new Fire and Ambulance Services Academy at Pak Shing Kok, Tseung Kwan O will be commissioned in March this year. The new campus will be equipped with various simulation training facilities which will allow fire services personnel to receive realistic training in a safe simulated setting, so as to better equip them with fire-fighting and rescue techniques to enhance their operational efficiency. The new campus will also enable firemen and ambulancemen trainees to be trained together, thereby strengthening their coordination and response capability in responding to disasters. Besides, FSD will continue to promote a fire safety culture in the community and encourage the proper use of emergency ambulance services through public education and publicity programmes.

**Security Bureau
January 2016**

Statistics on illegal immigrants intercepted

| | Non-ethnic Chinese IIs (excluding Vietnam IIs) | Vietnam IIs | Total |
|------|---|--------------------|--------------|
| 2010 | 377 (31) | 375 (31) | 752 (63) |
| 2011 | 266 (22) | 281 (23) | 547 (46) |
| 2012 | 414 (35) | 342 (29) | 756 (63) |
| 2013 | 794 (66) | 424 (35) | 1 218 (101) |
| 2014 | 804 (67) | 1 180 (98) | 1 984 (165) |
| 2015 | 1 541 (128) | 2 278 (190) | 3 819 (318) |

() denotes monthly average