

**For information
on 28 January 2013**

Legislative Council Panel on Security

**2013 Policy Address
Policy Initiatives of Security Bureau**

Our Vision

Security Bureau (SB) is responsible for a wide range of policy portfolios, from maintaining law and order, exercising effective and efficient immigration and customs control, providing swift and reliable emergency fire and rescue services and providing rehabilitation services to offenders and drug abusers. Hong Kong is one of the safest cities in the world, with a low crime rate and a stable society. We will continue to listen to people's views, improve our services, and maintain a free, open and secure society.

2. This paper elaborates on SB's policy initiatives in 2013.

New Initiatives

Upgrading of the Tseung Kwan O Police Division to a Police District

3. The Police have been monitoring closely the crime situation and policing needs of Tseung Kwan O (TKO). Having regard to the views of the local residents and organisations, population growth and community development of TKO, the Police are studying earnestly the re-planning and redistribution of police resources in the Kowloon East Region and the ancillary facilities required. The Police also plan to complete the arrangement of upgrading the TKO Division to a police district in 2015, to better meet the policing needs of TKO.

Enhancement of urine testing

4. To strengthen the integrity of the urine sample testing arrangements, the Correctional Services Department (CSD) will set up a Urine Sample Collection Centre at the Lai Chi Kok Reception Centre, where the urine samples will be collected and processed by non-

Rehabilitation Division staff to minimise the possible conflict of interest. Besides, CCTV will be installed in the centre to record and monitor the testing process. CSD is also considering ways to enhance efficiency of urine sample testing arrangements so as to enable supervising officers of the department to have a preliminary idea of whether there are traces of relapse on the part of supervisees as soon as possible and make timely intervention.

On-going Initiatives

Reduction of the Frontier Closed Area

5. In response to the calls from society and local communities, the Government announced in 2008 to substantially reduce the land area of the Frontier Closed Area (FCA) from about 2 800 hectares to about 400 hectares, and to construct a secondary boundary fence along the existing boundary patrol road to maintain the security of the reduced FCA.

6. The first stage of the FCA reduction was implemented in February 2012. As the boundary fence for the section between Lok Ma Chau Control point and River Indus (Ng Tung River) is nearing completion, we will amend the law in the first half of 2013 to implement the second stage of the FCA reduction. The measure will facilitate access of those living and working in the previously closed areas. Members of the public may also visit these areas without restriction. The third stage of the FCA reduction, for the section between Ng Tung River and Lin Ma Hang, is scheduled for implementation in 2015.

Enhancement of emergency rescue and ambulance services

7. We will continue to make the best use of resources and improve emergency rescue and ambulance services of the Fire Services Department (FSD). Since May 2011, FSD has been providing simple post-dispatch advice on several types of common injuries/sickness to callers of emergency ambulance services. FSD is planning to develop a computer system which will enable the provision of more comprehensive and suitable post-dispatch advice to callers of emergency ambulance services. We will also seek to replace fire-fighting vehicles reaching the limit of their serviceable life and procure new fire-fighting vehicles to maintain the department's operational efficiency and safety of frontline staff. We will consult the Panel regarding the concerned proposals later.

Combating parallel trade activities

8. The Government is highly concerned about the general nuisance caused by parallel trade activities in the North District area. The Chief Secretary for Administration convened an interdepartmental meeting on 18 September last year and announced a range of measures, including enhancing intelligence collection and exchange, combatting breach of conditions of stays by Mainland visitors, stepping up measures and enforcement actions to ensure smooth passenger flow, and stepping up inspection of buildings. The Mainland authorities have also coordinated efforts of various departments to give dedicated attention to combatting smuggling activities by parallel traders.

9. From mid September to end December 2012, the enforcement departments have carried out numerous joint operations, arrested over 400 individuals, including Mainland and Hong Kong residents, and improved public order in the concerned districts. The enforcement actions will continue. We will closely monitor the modus operandi of parallel trade activities, continue to adopt the strategy of cracking down at source to conduct intelligence-based enforcement actions from time to time at different locations, and adjust the strategy as appropriate in light of changing circumstances. We will also maintain close intelligence exchange with Mainland authorities to combat organised parallel trade activities.

Immigration control and facilitation

10. In 2012, the total number of visitor arrivals reached 48.6 million, representing a 16% increase from 2011. The increase is particularly significant among Mainland visitors. The Government will continue to improve the handling capacity and efficiency of boundary control points to cope with the continued growth of visitors. In addition to considering an increase of staffing for immigration clearance related duties, we will also continue to improve boundary control point facilities, make use of information technology and flexibly deploy staffing resources according to passenger traffic pattern.

11. The Immigration Department (ImmD) has introduced the Mainland frequent visitor e-Channel service at major control points by phases since January last year. As at end December 2012, more than 380 000 eligible Mainland frequent visitors have enrolled for the e-Channel service. The number of users has accounted for more than 20% of all Mainland visitors. To further alleviate the pressure at boundary control

points, we will increase the number of visitor e-Channels available for use by Mainland visitors from 68 to 100 within this year. On the other hand, the handling capacity of Lok Ma Chau and Man Kam To control points would increase upon completion of improvement works thereat within the current year. Meanwhile, we understand that Mainland authorities are planning to issue electronic Exit-Entry Permit (e-EEP) by phases starting later this year. In this connection, ImmD will be in close contact with Mainland authorities to extend e-Channel service to Mainland visitors in order to tie in with the implementation of e-EEP.

12. Separately, at the meeting of December 2012, we have obtained Members' agreement to implement a new Immigration Control System (ICONS)¹ to support the operation of immigration control points in the years to come. Upon obtaining the Finance Committee's approval, ImmD will launch relevant work immediately to ensure that ICONS can be rolled out by December 2015 as planned.

Sexual Conviction Record Check Scheme

13. The Law Reform Commission (LRC), after conducting thorough studies and public consultation, published a report on "Sexual Offences Records Checks for Child-related Work: Interim Proposals" in February 2010, recommending the Administration to establish an administrative mechanism for sexual offences records checks. We accepted the LRC's recommendation and have implemented the Sexual Conviction Record Check (SCRC) scheme through the Police since 1 December 2011. Under the scheme, the employers of organisations or enterprises of persons undertaking child or mentally incapacitated person (MIP)-related work can check whether their prospective employees have any criminal conviction records against a specified list of sexual offences. The purpose of the scheme is to enhance protection for children and MIPs against sexual assaults. In the first year since its implementation, the SCRC Office has processed over 35 000 applications for checking. Based on the experiences gained from the implementation of the scheme, we are conducting a review of the operation of the scheme. The scope of the review includes employers and prospective employees' comments on using the scheme, the operation of the Auto-Telephone Answering System, and whether there is a need to make adjustment to the operation of the scheme.

¹ See CB(2)277/12-13(04).

Anti-drug efforts

14. There is a need to sustain the momentum of our war against drugs through a multi-pronged anti-drug strategy. Efforts over the past few years have brought improvements in the drug scene, with a decline in the number of reported drug abusers as well as newly reported abusers. The decline among those aged under 21 is more pronounced. We will continue to spearhead various initiatives in collaboration with different sectors to enhance preventive education and publicity programmes, treatment and rehabilitation services, community mobilisation and support, drug testing, and law enforcement.

15. In particular, we need to remain alert to the problem of the substantial lengthening of the drug history of newly reported abusers², and stay vigilant in exploring further options for facilitating early identification of drug abusers and intervention. The Government plans to launch a public consultation exercise within 2013 on whether and, if so, how a community-based drug testing scheme should be implemented. The Government has an open mind on the proposed CDT scheme. Community consensus is a prerequisite for pursuing the scheme.

Implementation of recommendations of the Financial Action Task Force

16. As a member of the Financial Action Task Force (FATF), Hong Kong is committed to implementing the international anti-money laundering (AML) and counter financing of terrorism (CFT) standards promulgated by FATF. Whilst the Financial Services and the Treasury Bureau is the overall coordinator in relation to AML/CFT policies, SB is responsible for implementing FATF's Recommendations in relation to (a) the detection of physical cross-boundary transportation of cash³, and (b) the AML/CFT requirements concerning customer due diligence and record-keeping among Designated Non-financial Businesses and Professions (DNFBPs)⁴. These would involve the establishment, by statute, of relevant regulations in order to better align Hong Kong's regime with FATF requirements. Pending the next round of mutual evaluation (ME) on Hong Kong by FATF in 2015, we are mapping out the way forward and will consult the Security Panel in due course.

² It has taken much longer for the existing help networks to reach first-time reported abusers, with more than half of them having taken drugs for more than 3.5 years in 2011, almost doubling the figure of 1.9 years in 2009. The corresponding figure for first three quarters of 2012 was 3.9 years.

³ This includes currency and bearer negotiable instruments (CBNIs).

⁴ DNFBPs include accountants, dealers in precious metals and precious stones, estate agents, lawyers and trust and company service providers.

17. Other on-going initiatives are set out in the **Annex**.

**Security Bureau
January 2013**

SB's Policy Initiatives

Ongoing Initiatives

- 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 rehabilitative service needs of persons in custody. Works of the partial redevelopment programme of the Tai Lam Centre for Women have already commenced in mid-2012 and will be completed in end-2016. Efforts will continue to be made to enhance other penal facilities, such as refurbishment of some of the rehabilitation facilities at Pik Uk Prison, improvement of workshop facilities at Hei Ling Chau Drug Addiction Treatment Centre and upgrading of security-related facilities at Siu Lam Psychiatric Centre.
- We will continue to implement effective measures to assist Hong Kong residents travelling abroad. These include the Outbound Travel Alert System; services of the “Assistance to Hong Kong Residents Unit” of the Immigration Department; and relevant contingency mechanism.
- We will continue our liberal measures to facilitate the entry of talents. We will also review the Capital Investment Entrant Scheme in 2013 to ensure the scheme continues to serve the overall development needs of Hong Kong.
- To complement the “zero quota” policy, the ImmD and other law enforcement agencies will step up immigration and other enforcement measures, like enhancing inspection of all Mainland pregnant women at immigration control point¹, and combatting illicit activities to assist Mainland pregnant women to give birth in Hong Kong², in order to deter Mainland pregnant women from gate-crashing Accident and Emergency

¹ The ImmD has enhanced the complementary immigration measures on Mainland pregnant women since December 2011. From January to mid-December 2012, the ImmD has refused entry of 4 053 Mainland pregnant women without booking, representing a substantial increase of over 100% when compared to the year-round figure of 1 931 in 2011. The ImmD has also been relaying information of Mainland pregnant women having been refused entry to Mainland authorities, to deter them from the dangerous behaviour of seeking emergency admission to Hong Kong hospitals shortly before labour.

² In 2012, the ImmD has prosecuted three Mainland women who gave birth in Hong Kong through illicit means (one involved in conspiracy to defraud, one making a false representation to an immigration officer, one having in her possession a false instrument and making a false representation to an immigration officer). All Mainland women concerned were convicted and sentenced to imprisonment terms up to eight months. In addition, to combat illicit middleman activities, the Government has in February 2012 established a liaison mechanism with the Guangdong authorities to enhance the exchange of intelligence. The LEAs has also stepped up the inspection of dubious intermediaries and maintained close liaison with the Guangdong authorities. In 2012, 12 individuals involved in illicit activities to assist Mainland pregnant women giving birth in Hong Kong (including intermediaries and cross-boundary vehicle drivers) were jailed and their sentences ranged from eight weeks to a year.

Departments without booking, or entering Hong Kong early and going into hiding in order to evade immigration examination³. The ImmD will also strengthen the communication with the Department of Health and private hospitals to closely monitor doubtful cases of making delivery bookings through bogus marriages or other illicit means.

- The Government has started making necessary preparation for the transportation of cross-boundary students (CBS) in the 2013/14 school year. We will closely liaise with the Education Bureau and relevant departments to tackle the increasing demand for cross-boundary services from CBS. We will take complementary immigration measures to augment the handling capacity at land boundary control points, including to increase the number of parking bays for CBS coaches at Lok Ma Chau Spur Line, Lok Ma Chau and Man Kam To control points, and continue to provide on-board clearance service at Lok Ma Chau, Man Kam To and Sha Tau Kok control points, in order to provide more CBS with safe and convenient transportation services in the coming school year.
- We will continue to oversee the smooth operation of torture claims screening in accordance with the statutory screening mechanism under the Immigration (Amendment) Ordinance 2012 which has commenced operation since 3 December 2012.

³ From October 2011 to November 2012, the ImmD prosecuted 456 Mainland women having overstayed to give birth in Hong Kong.