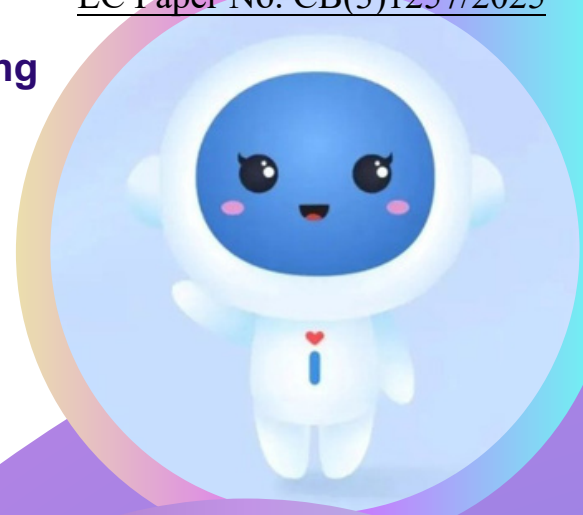




Legislative Council of the Hong Kong  
Special Administrative Region  
Delegation of the  
Panel on Public Service



# Report of the duty visit to Shenzhen on 26 May 2025



## 福田区政务辅助智能机器人 管理暂行办法

...务辅助智能机器人安全有序使用，提  
...量发展，制定本办法。



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## ACKNOWLEDGEMENTS

The delegation of the Panel on Public Service of the Legislative Council (“LegCo”) of the Hong Kong Special Administrative Region (“HKSAR”) (“the Delegation”) has conducted a duty visit to Shenzhen. The successful conclusion of this duty visit owes much to the invaluable support from the Shenzhen Municipal People’s Government and all the receiving units. The warm hospitality of the receiving units and their detailed introduction of the use of artificial intelligence (“AI”) for assisting public officers in handling government administrative work to the Delegation made the visit highly rewarding. The Delegation would like to express its heartfelt gratitude to the relevant government departments and receiving units in the Mainland.

In addition, the Delegation is deeply grateful to the Hong Kong and Macao Work Office of the Communist Party of China Shenzhen Municipal Committee, the Civil Service Bureau (“CSB”) and the Hong Kong Economic and Trade Office in Guangdong of the HKSAR Government for their assistance in liaising with the relevant government departments and receiving units in the Mainland, which facilitated the preparation of this duty visit. Thanks are also extended to Mrs Ingrid YEUNG, Secretary for the Civil Service, Mr Tony WONG Chi-kwong, Commissioner for Digital Policy, Digital Policy Office, Innovation, Technology and Industry Bureau, and other officials of the HKSAR Government for participating in this duty visit and facilitating the exchanges between the Administration and Members.

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# CHAPTER 1 – INTRODUCTION

## 1.1 Introduction

1.1.1 Hon Nixie LAM Lam, Chairman of the Panel on Public Service of LegCo (“the Panel”), led the Delegation on a duty visit to Shenzhen on 26 May 2025 to understand the introduction and application of AI by the Shenzhen Municipal Government for assisting public officers in handling government administrative work. This report provides an overview of the background and objectives of the visit, key highlights, and the Delegation’s observations and recommendations.

## 1.2 Background and objectives of the visit

1.2.1 In the seventh term of LegCo, the Panel has all along been concerned about how the HKSAR Government makes good use of technology to enhance the efficiency and effectiveness of the civil service for effective implementation of various government policies and initiatives. Two motions were also passed at the Council meetings on 12 February and 26 March 2025 respectively urging the Government to make good use of innovative technologies to enhance administrative efficiency and expeditiously implement the full digitalization of public services.

1.2.2 Given the considerable experience of the Shenzhen Municipal People’s Government in legislative enactment in relation to AI as well as implementation of AI-related efforts, including the deployment of 70 “AI digital employees” (“digital employees”) in February 2025 to assist public officers in handling 11 types of work covering 240 government service scenarios, the Panel agreed with the proposal of Hon Nixie LAM Lam, the Chairman of the Panel, at its meeting on 21 March 2025 to conduct a one-day duty visit to Shenzhen where the relevant local organizations would be visited to understand the use of AI for assisting public officers in handling government administrative work, with a view to more effectively monitoring the use of AI by the Government for enhancing public services and the use of manpower resources, thereby further improving the cost-effectiveness of government operations. The Panel also agreed to study how the AI-Enhanced Adjudication Assisting System was introduced to and used by the courts in Shenzhen during the visit, and to invite other LegCo Members and government officials to join the duty visit. The proposal to conduct this duty visit was endorsed by the House Committee of LegCo at its meeting on 9 May 2025.

## 1.3 Arrangements for the duty visit

1.3.1 The Delegation comprised a total of nine members:

Panel members

Hon Nixie LAM Lam (Chairman of the Panel and Leader of the Delegation)

Hon Benson LUK Hon-man (Deputy Chairman of the Panel)

Hon Doreen KONG Yuk-foon

Dr Hon Johnny NG Kit-chong, MH, JP

Hon LAM San-keung, JP

Hon Dennis LEUNG Tsz-wing, MH

Hon Kingsley WONG Kwok, BBS, JP

Dr Hon SO Cheung-wing, SBS, JP

Non-Panel member

Hon Maggie CHAN Man-ki, MH, JP

1.3.2 At the invitation of the Panel, Mrs Ingrid YEUNG, Secretary for the Civil Service, also led a delegation from the HKSAR Government (membership list of which is in **Appendix 1**) to participate in the duty visit. In addition, the Delegation was accompanied by four staff members from the LegCo Secretariat (including Ms Macy NG, the Clerk to the Panel, Mr Ian LEONG, Chief Information Technology Officer, Mr Ryan SUEN, Council Secretary, and Mr Kyle HO, Information Technology Officer). The visit programme of the Delegation is in **Appendix 2**.

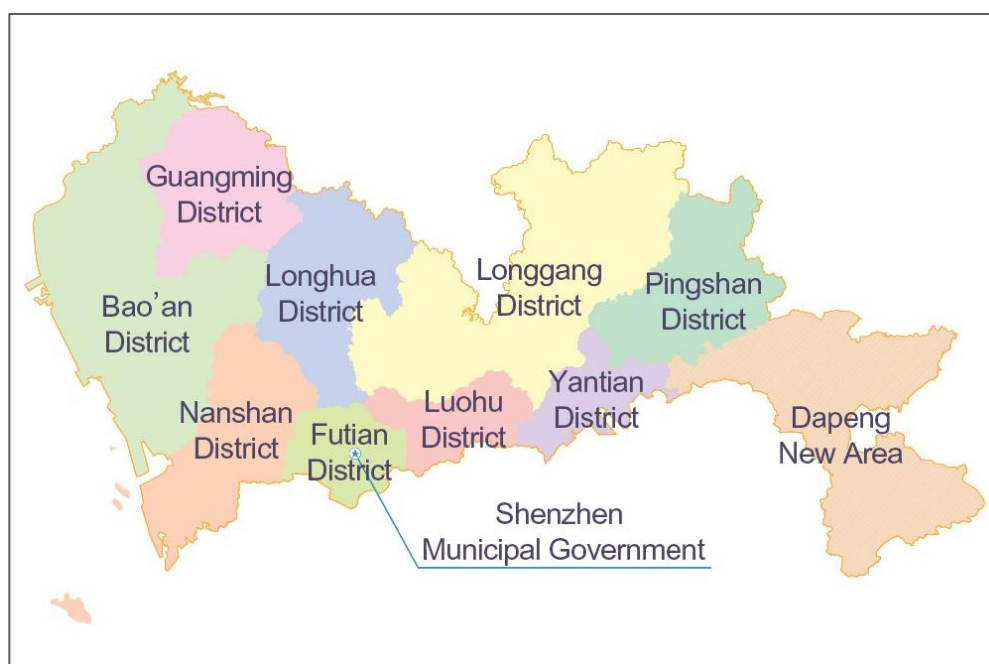


The Delegation and the HKSAR Government delegation pose for a group photo with the representatives of the Shenzhen Government Service Center

## CHAPTER 2 – VISITS and EXCHANGES

### 2.1 Use of artificial intelligence by the Shenzhen Municipal Government for supporting government administration

2.1.1 Adjacent to Hong Kong, the Shenzhen Municipality has a total of nine administrative districts and one functional area. As a hub for the development of the AI industry, the Shenzhen Municipality has clustered more than 2 200 **AI enterprises** as at the end of 2024. The Shenzhen Municipality has been actively promoting the development of AI in recent years. In December 2024, the “Measures of the Shenzhen Municipality for building an AI pioneer city” were formulated to expedite the development of Shenzhen into the National Pilot Zone for the Innovative Development of New-Generation AI and the National Pilot Zone for AI Innovation and Applications. In terms of **AI applications in government administration**, the policy document proposed investment of up to RMB 50 million (HK\$53.62 million) per year to expeditiously allow more application scenarios (e.g. public services) for development so as to encourage enterprises to develop the related AI products.



Source: Our China Story (edited)

2.1.2 The Shenzhen Municipality is the first city in the Guangdong Province which has plans to deploy DeepSeek across the city. Following the release of the DeepSeek open-source model in January 2025, the Shenzhen Municipality took the lead in providing DeepSeek AI model application services to departments in various districts in February 2025.

Introduction and application of “digital employees” in assisting public officers in handling their work

2.1.3 Immediately upon arrival at Shenzhen, the Delegation visited the **Futian District Government Services and Data Management Bureau of Shenzhen Municipality (“FDGS&DMB”)** to learn about the introduction and application of “digital employees” by the local government in assisting public officers in handling their work. FDGS&DMB is an organization established under the Futian District People’s Government which is mainly responsible for coordinating and taking forward planning, development and management of digital initiatives in the Futian District, including digital government, smart city and so on.

*Background to the emergence of “digital employees”*

2.1.4 Members noted that the Futian District released in July 2023 a government-domain vertical large model developed based on the Pangu Large Model to provide technical foundation for the development of “digital employees” to assist public officers in performing their duties concerning public administration and delivery of public services. In addition, the Futian District issued the “Interim measures for the management of intelligent robots for supporting public administration in Futian District” in September 2024 to provide **legal and regulatory basis** for AI applications in government administration in terms of application scenarios, usage, technical and security management.



Interim measures for the management of intelligent robots for supporting public administration in Futian District

2.1.5 In February 2025, following the deployment of the DeepSeek AI model by the municipal government for use in departments in various districts, the Futian District government large model was connected to DeepSeek and upgraded to version 2.0, thereby considerably enhancing the capabilities of multi-modal interactions, complex decision support, and so on. The first batch of **70 “digital employees”** (i.e. 70 accounts) was launched for use **in 240 government service scenarios** (i.e. 240 functions), including, among others, document processing, public services, emergency management, business development and investment promotion. There are three types of “digital employees”, namely **“intelligent customer service officers”**, **“intelligent analysts”** and **“intelligent assistants”**, who support human civil servants in government administration, thereby reducing manpower costs and enhancing administrative efficiency and service quality.

### *Role of “digital employees”*

2.1.6 The Delegation has learnt from FDGS&DMB **the definition of “digital employees” and their roles in the Futian District Government**. The Delegation has also raised concern about whether **public officers will be replaced** by “digital employees”. Representatives of FDGS&DMB have explained to the Delegation that **“digital employees”** are, in gist, **intelligent robots supporting government administration**. They are computer systems applying AI technologies in supporting public administration and delivery of public services, and possessing certain personality traits for perception, decision-making and interaction. **“Digital employees”** are **AI assistants** installed on **computers** and **mobile phones** as **supportive tools** enabling **enhancement in work efficiency through human-machine collaboration**.



AI digital employee

2.1.7 Representatives of FDGS&DMB have pointed out that given the increasingly demanding government service requests from the public, junior staff members in the Government are facing three major problems of “insufficient manpower, heavy workload and work pressure, and “digital employees” are able to **alleviate the workload of the junior staff members**.

2.1.8 The Delegation has learnt that “digital employees” **are unable to make decisions on their own**, and each “digital employee” is led by a “guardian” (i.e. a public officer on the establishment). “Digital employees” perform duties under the direction of their “guardians” while **the “guardians” are responsible for management** of their “digital employees”. **Output from the “digital employees” is not valid without confirmation from the “guardians”**. The guardians are required to control the consistency of the output content to avoid security risks and ensure the authoritativeness of public services. The guardians will be held responsible if there are problems with their “digital employees”.

2.1.9 Representatives of FDGS&DMB have stressed that the “digital employees” **are not replacements of the public officers or other staff members**, but a change in the way to perform job duties. As a result, it is necessary for the public officers to equip themselves with new skills to cope with these changes. Similarly, people were used to ride horses as a means of transport in the past, but had to acquire driving skills when cars were introduced, instead of sticking to riding horses. **The Delegation considers that the changes brought about by AI will not diminish the value of the public officers, but will provide an opportunity for them to enhance work efficiency and the quality of public services through application of technologies in a fast-changing era.**



The Delegation receives a briefing from the representatives of FDGS&DMB

## *How to use “digital employees” for supporting performance of duties*

2.1.10 The Delegation has also asked FDGS&DMB about **how “digital employees” provides support for public officers in performing duties in practice.** According to the representatives of FDGS&DMB, “digital employees” plays an important role in the digitalization of government administration. They can not only handle routine administrative tasks, but also keep enhancing the quality and efficiency of services through self-learning and adjustment. “Digital employees” are capable of providing support in the following ways:

- (a) **70 “digital employees”** are divided into 11 types providing services in support of grass-roots party affairs, business operations, assistance for persons with disabilities, operations of the Street Offices and other areas of government services.
- (b) **240 government service scenarios** covering minutes of meetings, official document writing, work order distribution, prompt responses to public opinions, overview of enterprises, policy interpretation, replies to letters, task supervision, and so on.
- (c) **Internally**, they serve more than 35 party and government departments in the Futian District and enable multifaceted efficiency upgrade and cost reduction.
- (d) **Externally**, they provide services covering various areas such as commercial operations and party affairs benefiting more than 50 business associations and 100 commercial buildings.



The Delegation learns from the representatives of FDGS&DMB about the application of “AI digital employees”

## *Resources required for introducing “digital employees”*

2.1.11 The Delegation has also learnt from FDGS&DMB about **the resources required for introducing “digital employees”**, including manpower costs and expenditure on system purchase. According to FDGS&DMB, it made purchase from the market and hired servers for use. The advantage of such practice is that a large upfront investment of resources is not required. Additionally, upon expiry of the service contract, FDGS&DMB may adjust procurement needs based on the latest circumstances. At present, FDGS&DMB is still in a stage of innovation and exploration on “digital employees”, and is unable to quantify the manpower resources invested for the time being.

## *Data security*

2.1.12 The Delegation has raised concern about **how FDGS&DMB ensures data security and prevents data leakage**. According to FDGS&DMB, **smart tools dealing with external and internal tasks are not used interchangeably to eliminate the risk of information leakage**. To ensure data security, the following principles are adopted:

- (a) **protection of security by working for development of home-grown technologies:** ensuring development of home-grown software and hardware.
- (b) **strengthened data management throughout the entire process:** operation of the knowledge database by designated personnel, data management through a tiered classification system, encrypted transmission and storage of information, strict control of access permission and prohibition of sensitive data transmission outside the government network.
- (c) **strict review to ensure compliance with the confidentiality requirements:** government data is scanned to ensure that the knowledge database of the large model does not contain any confidential information, and the strict adherence to the principle of “no confidential information online”.



### *Effectiveness of “digital employees”*

2.1.13 According to FDGS&DMB, “digital employees” have performed exceptionally well in various aspects. The “official document processing assistant” is able to achieve an accuracy rate of more than 95% in correcting document formats, thereby reducing review time by 90%; the “enforcement document generation assistant” can quickly convert records of statements into draft enforcement documents; the “AI task supervision assistant” has increased cross-departmental task assignment efficiency by 80% and on-time completion rates by 25%; and the “AI business development and investment promotion assistant” has enhanced enterprise screening efficiency by 30%, enabling completion of target industries and company information analysis within minutes.

### Use of artificial intelligence for providing public services

2.1.14 The Delegation subsequently visited **the Shenzhen Government Service Center (“SGSC”)** in the Futian District. Members has learnt that SGSC, which has formally commenced service to the public since May 2004, is **among the first batch of service venues** in the country **providing centralized government administrative services** to the public.



2.1.15 The Delegation has learnt from the representatives of SGSC that SGSC, adhering to the objective of “services focusing on people”, has achieved the centralized acceptance and online processing of almost all government administrative services since the “one door, one network” integrated window mode was fully completed in 2017. The centralized and integrated acceptance rate of government administrative services across the municipality exceeds 98%. This highly consolidated mode of service enables citizens and enterprises to handle a number of businesses through one window and one platform, thereby significantly reducing the waiting and processing time of the public.



2.1.16 The Delegation has learnt that there are currently 108 counters in SGSC. To meet the needs of different groups of people, extended service hours have been introduced during lunchtime, evenings and weekends, and even on-site services have been provided. A computer management information system with on-site management and monitoring functions has been set up in the administrative service hall to enable departments to connect their respective computer application systems to the hall for use at the counters and for real-time exchange of data with the information system of the hall.

2.1.17 In terms of online services, the Delegation has learnt that the Shenzhen Municipality has launched the “**iShenzhen**” **application** (“iShenzhen App”), a handheld government administrative service platform providing more than 8 000 services. Members of the public may access services across the municipality covering social security, medical and healthcare, transport, e-certification, reservation of facilities and services, etc., through a single application. The iShenzhen App also supports a wide range of foreign languages. In addition, the Shenzhen Municipal Government has introduced in the iShenzhen App a pilot AI government administrative assistant function called “**Shen Xiao i**” to answer questions from the public on policies and public services to improve administrative efficiency.

2.1.18 “Shen Xiao i” is developed based on DeepSeek by using more than 90,000 policy documents, over 680 000 questions and answers, and nearly 10 000 service guidelines on national, provincial and municipal government administrative services as the database and response logic framework. Upon tests conducted on “Shen Xiao i”, it is found that its response accuracy is close to 90%. Apart from the iShenzhen App, there is also the “Shen i Qi” application, which provides precise one-stop services to enterprises.

2.1.19 **The Delegation has expressed appreciation of SGSC’s efforts in pursuing the objective of “performing a task efficiently” by striving for providing intelligent and efficient government administrative service.** SGSC has also introduced new mode of government administrative services driven by data, such as “instant approval and processing”, “document-free processing”, “video online processing” and “instant eligibility without application”. Among these services, “document-free processing” leverages an integrated government administrative service platform using information sharing, data comparison and



Shen Xiao i

other technologies to enable applicants to submit applications without providing documentary proof physically. For example, when applying for affordable housing, applicants may authorize the relevant departments to access the required electronic documents (such as identity cards or residence permits) through the iShenzhen App, so that they are not required to submit paper documents.



The Delegation visits SGSC

## 2.2 Use of artificial intelligence by courts in the Shenzhen Municipality

2.2.1 In the afternoon, the Delegation visited the **Shenzhen Intermediate People's Court**. Members received a briefing on the court's **AI-Enhanced Adjudication Assisting System ("AIEAAS")**, which covered its research and development background, design philosophy, functional applications and performance. The Delegation also participated in a live demonstration of the system and Q&A session.

### Research and development background

2.2.2 Established in January 1982, the Shenzhen Intermediate People's Court currently oversees 11 Basic People's Courts. In 2024, the courts in the Shenzhen Municipality developed the country's first "Vertical Domain-specific Large Model" dedicated to judicial trials, leading the way in the implementation of AIEAAS to enable AI-supported case processing throughout the entire judicial workflow.



2.2.3 The Delegation noted that Shenzhen's rapid socioeconomic development has resulted in a significant increase in court caseloads. Confronted with multiple challenges, including high caseloads, complex evidentiary materials, intricate legal issues and the need for standardized judgment drafting, the courts have prioritized the adoption of AI technology to enhance judicial quality and efficiency. To this end, the courts have introduced AI technology integrated with the authoritative legal database of the Supreme People's Court, developing the Vertical Domain-specific Large Model for AI-assisted judicial applications. This technological solution addresses the imbalance between limited judicial resources and the growing volume of case information, **enabling judges to process large data sets more quickly and accurately, and to standardize documentation practices.**

#### Design philosophy

2.2.4 Court representatives informed the Delegation that the development of AIEAAS is guided by **four principles:**

- (a) **supplementary tool orientation:** the system operates exclusively as a technical AI assistant to judges, helping with tasks such as drafting preliminary legal documents. It never replaces the judgments or decisions of judges.
- (b) **deep integration with trial procedures:** the system is seamlessly integrated into all stages of case adjudication and aligns with practical judicial requirements.

- (c) **clear division of responsibilities:** judges are responsible for making final judgments and decisions, with the system functioning strictly in a technical support capacity.
- (d) **information security safeguards:** the system operates exclusively on the courts' secure internal network and is isolated from the Internet, thereby guaranteeing the protection of case materials and litigant confidentiality.



2.2.5 The Delegation was informed that the development of the system has been facilitated by coordinated support from the Shenzhen Municipal Government. This support has leveraged advanced computing resources and policy frameworks to enable the seamless integration of judicial technology with trial operations. Over 1 000 judges and judicial assistants contributed to the development process to ensure that the system's functionality aligns with practical judicial requirements.

#### Functional applications and performance

2.2.6 Court representatives explained that AIEAAS covers the entire case adjudication process, including:

- (a) **intelligent case review and document management:** the system automatically filters key evidence while extracting and verifying basic case details, such as the identities and addresses of the parties involved. Multi-layered

verification protocols ensure data accuracy and maintain traceable trails for judges' review;

- (b) **detailed evidence analysis:** each piece of evidence is analysed in detail, including its description, probative purpose and cross-examination opinions. Judges have full discretion regarding the admissibility of evidence based on case-specific considerations;
- (c) **trial support:** the system intelligently identifies core disputed issues by synthesizing litigant arguments, applicable legal provisions, and key trial issues. It then provides judges with relevant precedent cases from both the Supreme People's Court and local courts to facilitate efficient adjudication;
- (d) **logical consistency verification:** the system features a logical consistency verification module that flags up any inconsistencies or implausible statements during proceedings; and
- (e) **judgment document generation:** the system assists the judges in finalizing the established facts, points of contention, applicable laws and conclusions of the judgment. It generates a draft document based on the judges' decision, ensuring document traceability and providing AI-powered proofreading to improve document quality and work efficiency.

2.2.7 The Delegation raised concerns about **how the court prevents system biases and the generation of false legal information, such as non-existent fabricated cases that could influence judicial decisions.** In response, court representatives said that the system's core architecture is based on training models from the authoritative knowledge base of the Supreme People's Court, and that all legal provisions and case precedents are sourced exclusively from verified official data. Such approach completely eliminates the risk of large model generating inaccurate legal information autonomously. Rather than relying on memorized legal knowledge, the system verifies the authenticity and validity of all legal references using a knowledge base coupled with rigorous, multi-layer verification processes. Furthermore, **the system explicitly reserves all judgment and decision-making authority for judges, with AI functioning strictly as a supplementary technical tool to assist with operational tasks.** This framework effectively prevents any potential system biases from compromising judicial independence or the impartiality of proceedings.

2.2.8 The Delegation learned that, by March 2025, the system had successfully carried out 4.74 million directive operations, assisted judges in examining 170 000 case files and facilitated the creation of 160 000 judicial

documents. These implementations resulted in an average reduction of 38 days in case processing time and a 24% decrease in appeal rates, demonstrating significant improvements in case quality and judicial credibility. Judges generally agreed that the system serves as a round-the-clock assistant, reducing repetitive tasks while boosting work efficiency and decision accuracy. Both lawyers and litigants have also observed that the system contributes to more rigorous trial procedures, consequently enhancing their perception of being respected and confidence in the judicial system.

2.2.9 The Delegation also inquired how the courts promote the **use of AIEAAS** among their staff. **Court representatives explained that, prior to implementing AIEAAS, the courts had transitioned to paperless operations and digital case management over a period of four to five years. This process acclimatized judges to electronic case processing.** AIEAAS was subsequently introduced upon this foundation.



The Delegation exchanges views with the representatives of the  
Shenzhen Intermediate People's Court

2.2.10 Moreover, the Delegation has raised concerns about **whether the courts would reduce the recruitment of assistant staff following the introduction of AIEAAS.** Court representatives clarified that they have not reduced staffing levels, but are using technology to supplement workloads in areas where there are staff shortages.

## 2.3 Use of artificial intelligence for enhancing legal services

2.3.1 The Delegation made a final stop at **WiseLaw Digital Technology Limited (“WiseLaw”)** to understand how to use AI for enhancing legal services. WiseLaw is Hong Kong’s first innovative technology company applying cross-border legal and compliance large-model intelligent agents. It aims to provide products, services and solutions relating to legal and compliance large-model intelligent agents for Chinese enterprises going global, international financial institutions and foreign-related law firms, with a view to enhancing efficiency of legal services and reducing compliance costs incurred by enterprises.

2.3.2 WiseLaw was founded by Professor LU Haitian, Professor of Law and Finance of the Hong Kong Polytechnic University (“PolyU”), in September 2024, bringing together the PolyU alumni and technical experts from the leading companies specializing in Internet-related technologies in the Mainland. WiseLaw has received funding from the enhanced Technology Start-up Support Scheme for Universities (i.e. TSSSU+ Scheme) under the Government’s Innovation and Technology Fund as well as support from the PolyU’s signature technology start-up ecosystem (i.e. the PolyVentures), and has successfully participated in the following programmes: (a) the Cyberport Incubation Programme, (b) acceleration programme of the Qianhai Shenzhen-Hong Kong Youth Innovation and Entrepreneur Hub, and (c) NVIDIA Inception Programme. The office of WiseLaw in the Mainland is also located at Qianhai Shenzhen-Hong Kong Youth Innovation and Entrepreneur Hub.



2.3.3 The AI products/services of WiseLaw include: (a) “legal assistant” intelligent agent customized for different legal business scenarios which offer

assistance in legal services; (b) deepsearch which automatically selects the most relevant legal database for users to achieve more accurate and professional search results; (c) toolbox which brings together a collection of legal service automation tools that can be used independently or jointly with the intelligent agents; and (d) library which converts a large number of unstructured legal documents to structured and retrievable knowledge data.

2.3.4 WiseLaw has given a presentation to the Delegation on the results of AI application in legal compliance services demonstrating how AI technology can be deeply integrated with public services to improve efficiency and accuracy. The responsible officer of WiseLaw has advised that AI is not meant to replace lawyers, but to empower legal professionals to provide more efficient and accurate legal services.

2.3.5 The Delegation considers that WiseLaw's products are impressive, which are able to generate legal opinions and contracts with AI, and answer questions from the perspectives of both sides of a contract. The Delegation is of the view that while further study should be conducted to professional compliance and other aspects, it is clear that the legal field will definitely become more reliant on AI in the foreseeable future to handle more routine tasks to reduce costs and time concerning legal services. The Delegation also considers that the legal profession in Hong Kong should enhance the application of legal technology and AI, and hopes that small and medium-sized law firms in Hong Kong can benefit from the development of legal technology and AI.



The Delegation receives a briefing from the representative of WiseLaw

## CHAPTER 3 – OBSERVATIONS AND RECOMMENDATIONS

3.1 During the visit, the Delegation toured various organizations and units. These interactions allowed Members to understand how the introduction and use of AI support the delivery of government services, and to gain valuable experiences. Members found that the visit programme was enriching and fruitful, providing an important reference for the Panel in its future study of the relevant policies. Members’ observations and recommendations on individual areas are set out below.

### Formulating the legal framework and guidelines for using artificial intelligence in support of government administration

3.2 The Delegation has learnt that Futian District is the first district in the country to issue a regulatory framework relating to the use of AI for supporting government administration (i.e. the “Interim measures for the management of intelligent robots for supporting public administration in Futian District”), which comprehensively and clearly sets out the departmental responsibilities, application scenarios, rights and obligations, usage, security and supervision management, ethical and moral issues, as well as other important areas concerning the use of robots which support government administration. The framework provides an important foundation and regulatory basis for the introduction of AI to the government organizations in Futian District, enabling the Futian District to accelerate the digitalization of government administration.

3.3 The Delegation has learnt that the HKSAR Government has formulated the “Ethical AI Framework” applicable to the use of AI and big data analytics within the Government, as well as the “the Hong Kong Generative Artificial Intelligence Technical and Application Guideline”. The Delegation considers that the HKSAR Government may make reference to the “Interim measures for the management of intelligent robots for supporting public administration in Futian District” to **draw up practical operational guidelines** in relation to matters such as share of departmental responsibilities, classification of the application scenarios and regulatory mechanisms, and **establish a comprehensive legal and regulatory framework for the use of AI in support of government administration covering issues such as data protection, social ethics and accountability, so as to enhance security and reliability in relation to the use of AI in support of government administration.**

### Data security relating to artificial intelligence

3.4 As evident from the experiences of FDGS&DMB and the Shenzhen Intermediate People’s Court, data security is essential to the effective application of

AI. Both organizations have adopted the data management approach of separation between internal and external use to ensure that internal government or court data and external information from the Internet are not used interchangeably, thereby eliminating the risk of disclosing confidential information.

3.5 The Delegation suggests that the Administration may draw reference from the above practices to **formulate comprehensive regulatory mechanism for AI data security** concerning government services supported by AI, so as to **ensure data security and integrity in the process of using AI**. This includes formulating measures for clear separation of data between internal and external systems, conducting regular security tests on AI systems, and strengthening AI data encryption and auditing functions. These measures will help enhance security and reliability when the Administration promotes the use of AI for supporting public services.

Encouraging government departments to use artificial intelligence in support of public services and evaluate the effectiveness

*Enhancing the efficiency of government departments*

3.6 Upon introduction of “digital employees” by the Futian District Government of the Shenzhen Municipality, “digital employees” are able to assist the civil servants in different government service scenarios, ranging from simple tasks such as compiling minutes of meetings to complex ones such as preparing draft arbitration awards. According to FDGS&DMB, “digital employees” have performed exceptionally well in various aspects. For example, the “official document processing assistant” is able to achieve an accuracy rate of more than 95% in correcting document formats, thereby reducing review time by 90%; the “AI task supervision assistant” has increased cross-departmental task assignment efficiency by 80% and on-time completion rates by 25%.

3.7 The Delegation is aware of the fact that AI has already been used by quite a number of government departments in support of their performance of duties. In addition, CSB, with the assistance of the Digital Policy Office, has introduced management tools and technological solutions to departments, endeavouring to drive the adoption of management measures and digitalization among departments to reprioritize and reorganize their work, capitalize on technological solutions and streamlining work processes, so as to optimize the use of manpower resources.

3.8 The Delegation is of the view that the HKSAR Government **should further digitalize more public service processes and introduce more AI tools to enhance the overall quality of public services**. Regarding the large language model and generative AI document processing copilot application (i.e. HKPilot) currently under development, the Delegation suggests that **reference be drawn from Shenzhen’s “digital employees” for comparisons in terms of their**

**functions and usage**, with a view to reducing workload arising from document processing or highly repetitive tasks. Given that the HKSAR Government is currently reducing the civil service establishment, it is expected that applications of **AI can release manpower to provide more efficient and targeted public services**. The Delegation also considers that **the HKSAR Government should consider establishing a centralized platform for providing AI-assisted government administrative services to connect and support the use of AI across departments and promote cross-departmental collaboration**, so as to enable different policy areas to share the benefits of AI application.

3.9 To promote the wider use of AI across all areas of government administration, the Delegation recommends that **a high-level steering committee be set up** by the HKSAR Government **to regularly review the status and effectiveness of AI applications in various departments (including the time and manpower costs saved through the introduction of AI)** and provide strategic guidance so that resources (including financial and manpower resources) can be used appropriately.

#### *Enhancing external public services*

3.10 In terms of public services provided for citizens, the Delegation has expressed great appreciation to the Shenzhen Municipal Government's launch of the iShenzhen App as an application providing centralized access to government administrative services across the municipality which consolidates more than 8 000 public services, ranging from answering user enquiries about public services to handling various government administrative services through the App.

3.11 The Delegation is pleased to learn that the HKSAR Government has plans to consolidate the "iAM Smart" mobile application as a platform of "one single portal for online government services" enabling citizens to access government services without downloading separate applications from different government departments. The Delegation urges the HKSAR Government to learn from the experience of the Shenzhen Municipal Government in launching the iShenzhen App, and **expeditiously integrate electronic services across all government departments while improving the "iAM Smart" mobile application to provide one-stop service for members of the public**.

3.12 In addition, the Delegation suggests that the HKSAR Government should **develop an "AI assistant" to support citizens in terms of policy enquiries, application processing, etc., and integrate it into the "iAM Smart" platform or other communication channels commonly used by citizens** to improve the accessibility of public services. **A feedback mechanism should also be established under the "AI assistant" to continuously improve the accuracy of responses and user experience.**

## Enhancing digital literacy and skills of the government employees and members of the public

3.13 The Delegation has observed that one of the key factors contributing to the successful and popular use of AI in support of government administration by the Futian District Government and the courts in the Mainland is **digital literacy and skills** of employees. When training AI models, continuous efforts from employees to use and provide feedback are required to ensure that the system meets the needs of government departments. In the process of applying AI, employees also need to change their previous work patterns and ways of thinking.

3.14 The Delegation has learned that prior to implementing AIEAAS, the courts in Shenzhen had transitioned paperless operations and digital case management over a period of four to five years. This process acclimatized judges to electronic case processing. Subsequently, AIEAAS was successfully introduced upon this foundation. **The Delegation considers that the Administration should strengthen digital literacy and skills training for employees, particularly for frontline staff, in addition to focusing on middle and senior management.**

3.15 The Delegation also considers that **the Administration should take into account citizens' digital literacy and accessibility when promoting smart government initiatives.** When implementing smart government services, the service effectiveness may be affected due to the fact that quite a number of the citizens, especially the elderly, are not familiar with the electronic devices concerned and how to use the devices. The Administration **should systematically promote public education for enhancement of digital literacy**, set up dedicated programmes and provide community support, such as assisting the elderly in learning how to use smartphones, mobile applications and electronic services, with a view to reducing the risk of social differentiation caused by the digital divide.

## **APPENDIX 1: Membership list of the delegation of the HKSAR Government**

### **Civil Service Bureau**

|                           |                                                                      |
|---------------------------|----------------------------------------------------------------------|
| Mrs Ingrid YEUNG, JP      | Secretary for the Civil Service                                      |
| Mr Clement LEUNG, GBS, JP | Permanent Secretary for the Civil Service                            |
| Ms Fiona AU Tsz-kwan      | Administrative Assistant to Secretary for the Civil Service          |
| Ms Ella HO Wai-yee        | Senior Principal Executive Officer (Manpower)                        |
| Miss Fiona CHAN Siu-ling  | Director, Centre for Research and Development, Civil Service College |
| Miss Julia HUI Hai-pui    | Chief Executive Officer (Manpower)                                   |
| Miss Amanda LEE Wing-nga  | Chief Executive Officer (General Grades) Training and Development    |
| Miss Elain CHU            | Press Secretary to Secretary for the Civil Service                   |
| Ms Vanessa WONG Wing-kar  | Senior Executive Officer (Administration)                            |
| Mr Norman KWOK Hiu-lok    | Senior Manager (Communications and Engagement)                       |
| Mr Perry CHENG Hon-pan    | Social Media and Research Executive                                  |

### **Digital Policy Office, Innovation, Technology and Industry Bureau**

|                            |                                            |
|----------------------------|--------------------------------------------|
| Mr Tony WONG Chi-kwong, JP | Commissioner for Digital Policy            |
| Mr Brian SUN Yue-man       | Assistant Commissioner (Data Applications) |

# APPENDIX 2: Visit programme of the delegation of the Panel on Public Service

26 May 2025 (Monday)

| Visit programme |                                                                                                            |
|-----------------|------------------------------------------------------------------------------------------------------------|
| Morning         | ■ Travel to Shenzhen                                                                                       |
|                 | ■ Visit to the Futian District Government Services and Data Management Bureau of the Shenzhen Municipality |
|                 | ■ Visit to the Shenzhen Government Service Center                                                          |
| Afternoon       | ■ Visit to the Shenzhen Intermediate People’s Court                                                        |
|                 | ■ Visit to WiseLaw Digital Technology Limited                                                              |
|                 | ■ Return to Hong Kong                                                                                      |