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禁毒專員報告
Commissioner's
Report





青少年毒品問題專責小組舉行記者會，發表有關報告。
The Task Force on Youth Drug Abuse releases its report at a press conference.

本人履任禁毒專員一職已有五載。過去這五年，無論是禁毒方面，或是打擊清洗黑錢及恐怖分子融資活動方面的發展，皆有十分重要的變化。

自二〇〇四年起，吸食危害精神毒品青少年人數持續上升，情況令人憂慮。其升幅之巨，以致被呈報吸食危害精神毒品人數超越被呈報吸食海洛英人數，這是香港有史以來首見。二〇〇七年十月，由律政司司長領導的高層次跨部門專責小組成立，帶領政府部門推動打擊青少年毒品問題的工作。專責小組於二〇〇八年十一月發表報告，提出70多項建議，涵蓋五管齊下禁毒策略的各個範疇，即預防教育及宣傳、戒毒治療及康復服務、立法及執法、研究和對外合作，全面及持之以恆處理吸毒問題。此外，我們的禁毒工作更增添一個全新領域，就是培育關懷青少年文化。當局已成立跨部門工作小組，促進落實有關建議。

二〇〇九年，鑑於情況嚴重，行政長官遂提升抗毒運動的層次，親自率領由主要官員組成的專責小組，定出五個策略方向，分別為社會動員、社區支援、測檢、康復及執法。

在政府竭盡全力打擊毒禍及社會各界積極回應下，我們很高興見到本港的吸毒情況在二〇一〇年得以改善。不過，我們不會因此而鬆懈。抗毒是一場持久戰，政府會繼續與市民攜手，堅定不移地並肩作戰，持續打擊青少年毒品問題。

The last five years since I took up the post of Commissioner for Narcotics were momentous ones on both the anti-drug front and the anti-money laundering and counter-terrorist financing front.

There had been a worrying upward trend in the number of young people taking psychotropic substances since 2004. It had increased so much that the reported number of people abusing the substances had exceeded the reported number of heroin abusers for the first time in Hong Kong history. A high-level inter-departmental task force, led by the Secretary for Justice, was set up in October 2007 to spearhead government efforts to tackle youth drug abuse. The Task Force released a report in November 2008, putting forward 70-plus recommendations spanning all five prongs of our anti-drug strategy, viz preventive education and publicity, treatment and rehabilitation, legislation and law enforcement, research, and external co-operation, to tackle the problem in a holistic and sustained manner. Furthermore, a new dimension of fostering a caring culture for the youth was added to our anti-drug efforts. An inter-departmental working group has been set up to facilitate the implementation of the recommendations.

In 2009, in view of the serious situation, the Chief Executive escalated the anti-drug campaign by personally leading a Task Force of Principal Officials and setting out five strategic directions, namely community mobilisation, community support, drug testing, treatment, and law enforcement.

With the all-out efforts of the Government and the positive response of various sectors of the community, we are pleased to report an improvement in the local drug situation in 2010. However, we will not slacken our efforts. The fight against drug abuse is a long-term battle. The Government will continue to forge ahead in partnership with the community to combat the youth drug problem on a sustained basis.

本處的工作

預防教育及宣傳，是禁毒工作不可或缺的一環。我們深信，增強未沾上毒品人士拒絕毒品的能力，甚為重要。為遏止吸食危害精神毒品的上升趨勢，我們於二〇〇八年展開一項為期兩年，以「不可一、不可再。向毒品說不、向遺憾說不」為主題的全港青少年禁毒運動。該項運動成功提高公眾對青少年吸毒問題的警覺，並在社會上建立共識，認同有關問題十分嚴重而且迫切。

為推展禁毒運動，我們於二〇一〇年以新主題「企硬！唔take嘢」推出一系列活動，鞏固年青人抗毒決心，並具體闡明對抗青少年吸毒問題，家人的支持至為重要。

除了以廣大市民為對象的宣傳工作，為學生、家長及學校提供的禁毒教育，也是我們主要宣傳活動之一。教育局在禁毒處的支援下，繼續推展訂立包含禁毒元素的校本健康校園政策。我們為家長及學校製作了資源套，增進他們的禁毒知識，並提供便利的參考資料，以便制訂禁毒活動。自二〇〇八/〇九學年起，又加強了為學校教職員所辦的有系統專業培訓。在二〇一〇/一一學年，當局更將學生禁毒教育課程進一步推展至小學三年級。二〇〇八及二〇一〇年，一共加設了36名警察學校聯絡主任，藉以增強警察學校聯絡計劃。

OUR WORK

Preventive education and publicity is an indispensable part of our anti-drug work. We believe it is far more important to immunise those who have not abused drugs. To tackle the rising trend of psychotropic substance abuse, we launched a two-year territory-wide campaign against youth drug abuse with the theme "No Drugs, No Regrets. Not Now, Not Ever" in 2008. The campaign successfully heightened the public's awareness and built consensus on the seriousness and urgency of the youth drug abuse problem in society.

Taking the campaign a stage further, a series of initiatives under a new theme, "Stand Firm! Knock Drugs Out", was launched in 2010 to strengthen the resolve of youths against drugs and to highlight the importance of family support in the fight against youth drug abuse.

In addition to publicity efforts targeting the public at large, anti-drug education for students, parents and schools was also one of our major publicity initiatives. The Education Bureau, with the Narcotics Division (ND)'s support, continued to promote the institutionalisation of the school-based Healthy School Policy with anti-drug elements. Resource kits for parents and schools were produced to enhance their anti-drug knowledge and provide them with a handy reference for developing anti-drug programmes. Structured professional training for school personnel was also enhanced from the 2008/09 school year onwards and drug education programmes for students were further extended to Primary Three in the 2010/11 school year. The Police School Liaison Programme was enhanced with the addition of a total of 36 police school liaison officers in 2008 and 2010.



(左起) 禁毒常務委員會學校禁毒資源套工作小組主席梁魏懋賢、禁毒專員黃碧兒、香港青年協會總幹事王葛鳴博士、教育局副局長陳維安和禁毒常務委員會主席石丹理教授出席學校禁毒資源套簡介會時合照。
(From left) The Chairman of Action Committee Against Narcotics (ACAN) Working Group on Resource Kit for the School Sector, Mrs Justina Leung; Commissioner for Narcotics, Ms Sally Wong; Executive Director of the Hong Kong Federation of Youth Groups, Dr Rosanna Wong; Under Secretary for Education, Mr Kenneth Chen; Chairman of ACAN, Professor Daniel Shek, at a briefing session on the anti-drug resource kit for schools.



為響應「友出路」，鴻星集團和禁毒義工團舉辦「鴻圖之星 巧製點心友出路」培訓班，為正接受戒毒治療的青少年提供技能訓練。禁毒專員黃碧兒（右二）、鴻星集團營運發展總監何麗詩（左一）和藝人鍾嘉欣（右一）出席培訓班開幕禮，示範製作點心。

In support of the "Path Builders", the Super Star Group and the Anti-drug Volunteer Group co-organised a dim sum cookery course providing vocational training to rehabilitating young drug abusers. The Commissioner for Narcotics, Ms Sally Wong (second from right); the Business Developments and Operations Director of Super Star Group, Ms Jacqueline Ho (first from left) and artiste Miss Linda Chung (first from right) attend the opening ceremony of the programme and demonstrate dim sum making.

吸毒往往是個人、家庭及社會等深層問題的一個表徵。為促進關懷青少年文化及動員社會大眾力量支援青少年，禁毒處於二〇〇八年九月推出一項關懷青少年的計劃——「友出路」，提供平台，把社區資源引導到有助青少年健康成長的活動，協助他們向毒品說「不」。迄今，約有300個組織及個人參與計劃。

二〇一〇年，為顯示政府矢志打擊毒禍，當局向禁毒基金注資30億元，令基金有更豐厚的收益，資助由社區推動而又值得推行的禁毒計劃。

在戒毒治療及康復服務方面，本港提供多種模式的服務，以切合背景各異的藥物倚賴者的種種需要。我們連續制訂三年計劃，定期檢討戒毒治療及康復服務計劃。第五個涵蓋二〇〇九至二〇一一年的三年計劃因應最新的吸毒趨勢，定出路向，加強各項服務，以應付不同需要。

香港為吸毒者而設的治療及康復服務分級多模式架構（第一版）已於二〇一〇年十二月發表。架構以更有系統的方式，將各種服務有概念地勾劃出來。

Drug abuse is often a manifestation of underlying personal, family and social problems. To foster a caring culture for the youth and mobilise the community in supporting young people, a youth-care initiative "Path Builders" was launched in September 2008. It provides a platform where community resources can be channeled to programmes for young people's healthy development and to help them say "No" to drugs. So far, approximately 300 organisations and individuals have participated in the scheme.

In 2010, to show the Government's commitment to fight drugs, a capital sum of \$3 billion was injected into the Beat Drugs Fund to generate more income for supporting worthwhile anti-drug programmes initiated by the community.

As regards treatment and rehabilitation services, Hong Kong adopts a multi-modality approach to cater for the different needs of drug dependent persons from varying backgrounds. We keep our treatment and rehabilitation programmes under regular review through the formulation of successive three-year plans. The fifth one covering 2009 to 2011 sets out a roadmap to strengthen various services to meet different needs in light of the latest drug trends.

To conceptualise and articulate the services in a more structured manner, the first edition of a tiered multi-modality framework of treatment and rehabilitation services for drug abusers in Hong Kong was published in December 2010.

當局已增撥資源，擴展及改善為本港吸毒者提供的戒毒治療及康復服務。我們提高了資助金額，以增加戒毒治療及康復中心的宿位，並加強外展社會福利服務的人手。兩間新的濫用精神藥物者輔導中心（濫藥者輔導中心）於二〇〇八年啟用，另有四間於二〇一〇年投入服務，使本港的濫藥者輔導中心總數增至11間。此外，亦開設了新的物質誤用診所，令現時醫院管理局轄下七個醫院聯網均設有這項設施。我們又於二〇〇九年在兩個裁判法院推行一項為期兩年的加強感化服務先導計劃，為被定罪的21歲以下青少年毒犯提供更聚焦、更有系統的戒毒治療計劃。

專責小組建議實行毒品測試，作為整體禁毒策略的一項創新工具，我們根據有關建議，以及行政長官督導的加強抗毒運動的其中一個方向，於二〇〇九/一〇學年聯同大埔區23所中學，推行校園驗毒試行計劃。有關的評估研究報告指出，計劃大體上達到兩大目標，即鞏固學生遠離毒品的決心，以及向受毒品困擾的學生提供支援。計劃於二〇一〇/一一學年繼續推行。

Additional resources have been introduced to expand and improve treatment and rehabilitation services for drug abusers in Hong Kong. We increased the subvention to provide additional places in drug treatment and rehabilitation centres and to strengthen the manpower of outreaching social welfare services. Two new Counselling Centres for Psychotropic Substance Abusers (CCPSAs) were opened in 2008 and another four came into operation in 2010, making a total of 11 CCPSAs in Hong Kong. New Substance Abuse Clinics were also opened, which now cover all seven hospital clusters of the Hospital Authority. We also launched a two-year pilot project on enhanced probation service in two magistracies in 2009 to provide a more focused, structured treatment programme for convicted young drug offenders aged below 21.

Following the Task Force's recommendation to use drug testing as an innovative tool in our overall anti-drug strategy and as one of the directions of the Chief Executive's escalated anti-drug campaign, a trial scheme on school drug testing was launched in Tai Po district in collaboration with the 23 secondary schools there during the 2009/10 school year. An evaluation research report on the scheme found that it had generally achieved the dual objectives of strengthening students' resolve to stay away from drugs and providing support for students troubled by drugs. The scheme was extended to the 2010/11 school year.

九龍東物質誤用診所的職業治療師向禁毒專員黃碧兒（右二）示範如何使用認知評估儀器，測試吸食毒品破壞身體機能的程度。
The Commissioner for Narcotics, Ms Sally Wong (second from right), watches a demonstration by occupational therapists of the Kowloon East Substance Abuse Clinic on how to use cognitive and assessment tools to test the degree of impaired bodily function of drug abusers.





禁毒專員黃碧兒（右）參觀政府化驗所，了解頭髮驗毒先導計劃的進展和新購置的頭髮驗毒儀器運作情況。

The Commissioner for Narcotics, Ms Sally Wong (right), visits the Government Laboratory to learn more about the progress of the hair drug testing pilot scheme and the operation of new hair drug testing instruments.

當局正鼓勵其他地區及學校實行自願校園測檢，作為全面健康校園計劃的其中一環，並向禁毒基金申請撥款，以便由二〇一一/一二學年起，推行計劃。

政府化驗所於二〇〇九年成功研發頭髮驗毒技術，並獲得認可，作為尿液測試以外，另一種可供選擇及互相補足的驗毒技術。頭髮驗毒先導計劃於二〇一〇年六月推出，為戒毒中心及青少年服務單位提供免費頭髮驗毒服務，協助中心為吸毒者制訂合適的計劃。政府現正探討擴展有關服務。學校如實行測檢，作為健康校園計劃的一部分，亦可選用頭髮驗毒方法。

二〇〇七至二〇一〇年間，五項與毒品有關的研究包括「二〇〇八/〇九年學生服用藥物情況調查」相繼完成。該項調查的結果於二〇一〇年二月公布，讓我們清楚知悉本港學生吸毒的最新趨勢，並提供客觀資料，協助我們制訂禁毒政策及措施。

為確保禁毒工作與現行國際標準及規定一致，禁毒處繼續以中國代表團成員身分，出席聯合國麻醉品委員會的周年會議，並與各地對口單位保持緊密聯繫。

The Administration is encouraging other districts and schools to pursue voluntary school drug testing as part of a comprehensive healthy school programme and to apply for the Beat Drugs Fund for implementation from the 2011/12 school year onwards.

As an alternative and complementary technology to urine testing, the Government Laboratory successfully developed hair drug testing technology with accreditation in 2009. A hair drug testing pilot scheme was launched in June 2010 to provide free hair drug testing services to drug treatment centres and youth service units to help them develop suitable programmes for drug abusers. The Government is exploring expansion of the service. Schools pursuing drug testing as part of their healthy school programme can also choose to use the hair testing method.

Between 2007 and 2010, five drug-related research studies including the "2008/09 Survey of Drug Use among Students" were completed. The survey results, which were released in February 2010, gave us a clear picture of the latest trends of student drug abuse in Hong Kong and provided objective information to help us formulate anti-drug policies and measures.

To ensure our anti-drug work is in line with current international standards and requirements, the ND has continued to participate in the United Nations Commission on Narcotic Drugs annual meetings as part of the Chinese delegation and maintain close links with our international counterparts.

在執法方面，政府繼續對毒品及毒販採取零容忍態度。執法機關致力通過多項禁毒計劃，減少非法毒品的供應及需求，並已採取種種措施及行動，包括蒐集情報，以及加強與內地和海外執法機關合作，共同打擊毒品相關罪行。為對付青少年跨境吸毒問題，當局已加強邊境管制站的緝毒犬服務，以及對年輕旅客進行抽查。此外，又加強以跨境旅客為對象的禁毒宣傳活動。

執法機構繼續與律政司緊密合作，務求法庭就適當的案件，例如利用未成年人販毒案件及某些跨境案件，施加更重的刑罰。鑑於新興毒品的出現，我們會於二〇一一年尋求修訂法例，把三種危害精神毒品納入《危險藥物條例》的管制範圍。修訂將於二〇一一年四月生效。

在打擊清洗黑錢/反恐融資方面，打擊清洗黑錢財務行動特別組織（特別組織）與亞洲/太平洋反清洗黑錢組織於二〇〇七年就本港的打擊清洗黑錢/反恐融資制度，進行相互評核。相互評核報告確認了本港制度的優點，但同時指出一些香港應着眼的地方，務求改善制度。

On law enforcement, the Government continues to adopt a zero-tolerance attitude towards illicit drugs and drug pushers. Law enforcement agencies are committed to reducing both supply of and demand for illicit drugs through a wide range of anti-drug initiatives, and have taken forward various measures and operations to combat drug-related crimes, including collecting intelligence and strengthening co-operation with Mainland and overseas law enforcement agencies. To combat cross-boundary youth drug abuse, drug detector dog services and random checks on young passengers were enhanced at boundary control points. Anti-drug publicity activities targeting cross-boundary passengers were also strengthened.

Law enforcement agencies and the Department of Justice continued to work closely to seek enhanced sentencing from the court in appropriate cases such as adults using minors for drug trafficking and certain cross-boundary cases. In view of the emergence of new drugs, we will seek amendments to bring three types of psychotropic substances under the control of the Dangerous Drugs Ordinance in 2011, which will come into effect in April 2011.

On the anti-money laundering/counter financing of terrorism (AML/CFT) front, the Financial Action Task Force on Money Laundering (FATF) and Asia/Pacific Group on Money Laundering conducted a joint Mutual Evaluation of Hong Kong's AML/CFT regime in 2007. The Mutual Evaluation report recognised the strengths of Hong Kong's regime but also pointed out areas in which Hong Kong should focus to enhance its regime.



禁毒專員黃碧兒在「海關合作打擊販運毒品區域交流會」開幕典禮上致辭。

The Commissioner for Narcotics, Ms Sally Wong, speaks at the opening ceremony of "Regional Seminar on Customs Co-operation Against Drug Trafficking".



禁毒專員黃碧兒(右二)聯同禁毒常務委員會委員在羅湖邊境管制站離境大堂派發禁毒宣傳單張和紀念品。
The Commissioner for Narcotics, Ms Sally Wong (second from right), together with members of the Action Committee Against Narcotics, distribute anti-drug leaflets and souvenirs at the departure hall of Lo Wu Border Control Point.

二〇〇八年，政府成立高層次的中央統籌委員會，由財政司司長擔任主席，更有效地督導本港打擊清洗黑錢/反恐融資制度的策略發展。因應國際間清洗黑錢及恐怖分子融資活動的情況不斷改變，經委員會決定後，財經事務及庫務局於二〇〇八年十月一日接手負責打擊清洗黑錢/反恐融資政策的整體統籌工作。禁毒處則繼續就非金融界別(包括律師、會計師、信託及公司服務供應商、地產代理、貴重金屬及寶石交易商等)，協助監督特別組織所提建議的推行情況。

為了讓有關界別的從業員更清楚掌握清洗黑錢的最新趨勢，和清洗黑錢者和罪犯所採用的手法，禁毒處聯同監管機構及專業團體定期舉辦培訓及教育課程。當局分別於二〇〇七及二〇〇九年，製作了一套互動教材連實務指引及唯讀光碟，為業界提供實用的參考資料。此外，又舉行傳媒簡報會和接受訪問，加深市民大眾對有關問題的了解，以及爭取他們的支持。當局計劃稍後會透過立法，就客戶盡職審查及備存記錄規定，為非金融界別訂立規管制度。

鳴謝

本人謹藉此機會，向所有曾參與禁毒工作的人士衷心致謝。全賴禁毒常務委員會、非政府機構、社會各界鼎力支持，禁毒處及其他部門同事在過去數年努力耕耘，辛勤工作，吸毒人數的升勢才得以遏止。然而，抗毒工作是一場持久戰，我們決不可自滿。只要大家對禁毒工作有堅決承擔，關懷愛護我們的下一代，本人深信，我們定能繼續專心致志，群策群力，建立一個健康無毒的社會。

In 2008, the Government set up a high-level Central Co-ordinating Committee under the chairmanship of the Financial Secretary to better steer the strategic development of Hong Kong's AML/CFT regime. In response to the changing landscape of international money laundering and financing of terrorism, and following the committee's decision, the Financial Services and the Treasury Bureau took over the overall co-ordinating role for AML/CFT policies on October 1, 2008. The ND continues to assist in overseeing the implementation of recommendations of the FATF in respect of the non-financial sectors, including lawyers, accountants, trust and company service providers, estate agents, and precious metal and precious stones dealers.

To raise awareness of the latest trends and methods employed by money launderers and criminals, the ND, together with regulators and professional bodies, regularly conducted training and educational programmes for the practitioners in the relevant sectors. An interactive training kit with a practical guide booklet and a CD-ROM were produced in 2007 and 2009 to provide useful reference for the sectors. Media briefings and interviews were also conducted to enhance public understanding of the issues and to rally their support. The plan is to establish a regulatory regime through legislation for the non-financial sectors in respect of customer due diligence and record-keeping requirements in due course.

A VOTE OF THANKS

I would like to take this opportunity to express my sincere thanks to all those who have contributed to the anti-drug cause. The arresting of the rising trend of drug abuse would not have been possible without the staunch support of the Action Committee Against Narcotics, non-governmental organisations, the community, and my colleagues in the ND and other departments who have all worked extremely hard over the past few years. But there is no time for complacency in the long term battle against drugs. With firm commitment to our cause and care for our younger generation, I trust that all parties will sustain their dedicated and collaborative efforts in building a healthy, drug-free society for all.