

Head 151 — GOVERNMENT SECRETARIAT: SECURITY BUREAU

Controlling officer: the Permanent Secretary for Security will account for expenditure under this Head.

Estimate 2025–26 **\$876.1m**

Establishment ceiling 2025–26 (notional annual mid-point salary value) representing an estimated 228 non-directorate posts as at 31 March 2025 reducing by two posts to 226 posts as at 31 March 2026..... **\$161.1m**

In addition, there will be an estimated 15 directorate posts as at 31 March 2025 rising by three posts to 18 posts as at 31 March 2026.

Commitment balance..... **\$2,100.0m**

Controlling Officer's Report

Programmes

Programme (1) Director of Bureau's Office This programme contributes to Policy Area 27: Intra-Governmental Services (Secretary for Security).

Programme (2) Internal Security This programme contributes to Policy Area 9: Internal Security (Secretary for Security).

Programme (3) Immigration Control This programme contributes to Policy Area 10: Immigration Control (Secretary for Security).

Detail

Programme (1): Director of Bureau's Office

	2023–24 (Actual)	2024–25 (Original)	2024–25 (Revised)	2025–26 (Estimate)
Financial provision (\$m)	16.6	16.9	16.8 (–0.6%)	17.0 (+1.2%)
				(or +0.6% on 2024–25 Original)

Aim

2 The aim is to ensure the smooth operation of the Office of the Secretary for Security.

Brief Description

3 The Office of the Secretary for Security is responsible for providing support to the Secretary for Security in undertaking political work. This includes the support provided by the Under Secretary and the Political Assistant. The Office is also responsible for providing administrative support to the Secretary for Security in carrying out his duties. The work includes the planning, co-ordination and implementation of all arrangements for the Secretary's public, media and community functions.

Programme (2): Internal Security

	2023–24 (Actual)	2024–25 (Original)	2024–25 (Revised)	2025–26 (Estimate)
Financial provision (\$m)	931.5	1,083.5	1,076.8 (–0.6%)	509.4 (–52.7%)
				(or –53.0% on 2024–25 Original)

Aim

4 The aim is to maintain law and order and to protect life and property.

Brief Description

5 The Bureau's main responsibilities under this programme are to:

- formulate policies and programmes on law and order and public safety;
- formulate and implement government security policies; and
- formulate policies and programmes against drug trafficking and drug abuse in the community.

6 The Bureau's targets are to:

- prevent and fight crime;
- improve correctional services and rehabilitate offenders;
- safeguard life and property;
- minimise suffering during emergencies and natural disasters; and
- combat drug trafficking and drug abuse, and rehabilitate drug abusers.

7 The effectiveness of the work of the Bureau is mainly reflected by the performance of the departments responsible for internal security in achieving the objectives of this programme. During 2024–25, the Bureau:

- continued to oversee the maintenance of law and order and public safety in Hong Kong;
- took forward the legislative exercise on the Protection of Critical Infrastructures (Computer Systems) Bill;
- continued to implement the Fire Safety Improvement Works Subsidy Scheme (FSWS) to subsidise owners of old composite buildings to take fire safety enhancement measures as required by the Fire Safety (Buildings) Ordinance (Cap. 572) (FS(B)O);
- enacted the Fire Safety (Buildings)(Amendment) Ordinance 2024 to empower the Fire Services Department and the Buildings Department to carry out fire safety improvement works for owners of old composite and domestic buildings who have failed to comply with the relevant requirements of the FS(B)O (defaulted works), and to recover related fees from them afterwards as well as to introduce different measures with a view to driving owners' compliance with the requirements of the FS(B)O on their own initiative;
- continued to enhance the effectiveness of the Government's emergency response measures through enhancement of the Emergency Monitoring and Support Centre, inter-departmental exercises and drills, regular review and updating of various contingency plans and provision of training to frontline departments; and
- continued to oversee and co-ordinate anti-drug efforts along the multi-pronged strategy of preventive education and publicity, treatment and rehabilitation, legislation and enforcement, external co-operation and research, including the listing of a number of substances (including etomidate and its three analogues so far detected in "space oil drug") as dangerous drugs under the Dangerous Drugs Ordinance (Cap. 134) from early 2025.

Matters Requiring Special Attention in 2025–26

8 During 2025–26, the Bureau will:

- support the implementation of the three-tier prevention framework, and continue to oversee counter-terrorism policy and the operation of the Inter-departmental Counter-terrorism Unit;
- continue to oversee the gradual opening of the Sha Tau Kok Frontier Closed Area (except Chung Ying Street) for promoting cultural and eco-tourism whilst ensuring adequate security controls;
- take forward consultation exercise for the amendment of sexual offences provisions with reference to the review on sexual offences conducted by the Law Reform Commission;
- continue to take forward the legislative exercise on the Protection of Critical Infrastructures (Computer Systems) Bill and its implementation;
- take forward the legislative exercise on the Firearms and Ammunition (Amendment) Bill 2025 to implement the United Nations Firearms Protocol in the Hong Kong Special Administrative Region;
- continue to improve correctional services and facilities, and oversee the provision of rehabilitation services for persons in custody;
- continue to implement FSWS;
- press ahead the legislative exercise for the Registered Fire Engineer Scheme;
- continue to put into effect relevant recommendations on anti-money laundering of the Financial Action Task Force with respect to certain designated non-financial businesses and professionals; and
- continue to sustain the anti-drug momentum and further enhance efforts along the multi-pronged strategy in collaboration with relevant bureaux/departments and community stakeholders, including following up on various recommendations made by the Action Committee Against Narcotics.

Programme (3): Immigration Control

	2023–24 (Actual)	2024–25 (Original)	2024–25 (Revised)	2025–26 (Estimate)
Financial provision (\$m)	344.3	363.6	375.6 (+3.3%)	349.7 (–6.9%)
				(or –3.8% on 2024–25 Original)

Aim

9 The aim is to ensure that adequate immigration controls are in place while maintaining efficient and quality services to the public.

Brief Description

10 The Bureau’s main responsibilities under this programme are to:

- formulate policies and programmes on immigration control, nationality or residency matters and personal documentation; and
- deal with appeals against the Director of Immigration’s decisions.

11 The Bureau’s target is to combat illegal immigration while making it as easy as possible for residents and bona fide visitors to move in and out of Hong Kong.

12 The effectiveness of the work of the Bureau is mainly reflected by the performance of the Immigration Department, in collaboration with other relevant departments, in putting in place effective yet facilitating immigration control. During 2024–25, the Bureau:

- continued to oversee the operation of a unified screening mechanism (USM) to assess non-refoulement claims on all applicable grounds, and adopt a multi-pronged strategy in handling non-refoulement claims;
- continued to implement enhanced measures for the handling of non-refoulement claims, including implementing the updated removal policy to expedite removal of unsubstantiated claimants and strengthening management of immigration detainees, etc.;
- continued to oversee the provision of publicly-funded legal assistance (PFLA) to non-refoulement claimants, including the retirement of the Pilot Scheme for Provision of Publicly-funded Legal Assistance for Non-refoulement Claimants;
- took forward the enactment of the subsidiary legislation for implementation of the Advance Passenger Information (API) system, and oversaw the related system development and its phased rollout by the Immigration Department;
- continued to exchange views with the Central People’s Government on the operation of the One-way Permit and Two-way Permit Schemes;
- continued to liaise with relevant Mainland authorities in promoting the “southbound and northbound” two-way flow of talents;
- oversaw the effective operation of the Outbound Travel Alert System and the Registration of Outbound Travel Information Service;
- oversaw the provision of practicable assistance to Hong Kong residents in distress outside Hong Kong and the promotion of our country’s consular protection;
- oversaw the Immigration Department’s enhancement to visa application procedures;
- continued to keep the visa requirements for foreign visitors under review, especially nationals of countries along the Belt and Road;
- reviewed and regularised the Pilot Scheme on Immigration Facilitation for Visitors Participating in Short-term Activities in Designated Sectors; and
- oversaw the Immigration Department’s provision of identity card-related services, including the enhancement of personal documentation kiosks and the implementation of the territory-wide identity card replacement exercise.

Matters Requiring Special Attention in 2025–26

13 During 2025–26, the Bureau will:

- continue to oversee the operation of USM, the implementation of the enhanced measures for the handling of non-refoulement claims, the removal of unsubstantiated claimants and the expansion of detention capacity;

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- sustain the provision of PFLA to non-refoulement claimants through the legal assistance scheme for non-refoulement claimants by the Duty Lawyer Service;
- continue to oversee the phased rollout and operation of the API system by the Immigration Department;
- monitor the need for extending the operating hours of control points to further facilitate passenger and cargo flow;
- co-ordinate the development and implementation of co-location arrangement at the new Huanggang Port;
- oversee the progress of the engineering feasibility study for the proposed redevelopment of Sha Tau Kok Port/Control Point;
- continue to exchange views with the Central People's Government on the operation of the One-way Permit and Two-way Permit Schemes;
- continue to oversee the effective operation of the Outbound Travel Alert System and the Registration of Outbound Travel Information Service;
- continue to oversee the provision of practicable assistance to Hong Kong residents in distress outside Hong Kong and the promotion of our country's consular protection;
- continue to keep the visa requirements for foreign visitors under review, especially nationals of countries along the Belt and Road, and oversee the Immigration Department's ongoing enhancement to visa application procedures;
- continue to liaise with relevant Mainland authorities in promoting the "southbound and northbound" two-way flow of talents;
- oversee the implementation of the Immigration Facilitation Scheme for Invited Persons to be launched by mid-2025 to provide facilitation to invited persons from the Association of South East Asian Nations (ASEAN) countries;
- continue to oversee the implementation of the Immigration Facilitation Scheme for Visitors Participating in Short-term Activities in Designated Sectors, and keep its effectiveness under review; and
- continue to oversee the Immigration Department's implementation of various measures to enhance its capacity in processing identity card applications.

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ANALYSIS OF FINANCIAL PROVISION

	2023–24 (Actual) (\$m)	2024–25 (Original) (\$m)	2024–25 (Revised) (\$m)	2025–26 (Estimate) (\$m)
Programme				
(1) Director of Bureau’s Office.....	16.6	16.9	16.8	17.0
(2) Internal Security.....	931.5	1,083.5	1,076.8	509.4
(3) Immigration Control.....	344.3	363.6	375.6	349.7
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	1,292.4	1,464.0	1,469.2 (+0.4%)	876.1 (-40.4%)
				(or -40.2% on 2024–25 Original)

Analysis of Financial and Staffing Provision

Programme (1)

Provision for 2025–26 is \$0.2 million (1.2%) higher than the revised estimate for 2024–25. This is mainly due to the increased provision for salary increments.

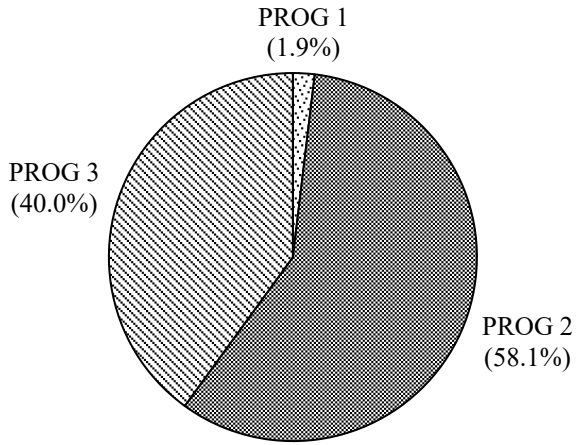
Programme (2)

Provision for 2025–26 is \$567.4 million (52.7%) lower than the revised estimate for 2024–25. This is mainly due to the decreased cash flow requirement for FSWS, partly offset by the increased provisions for the full-year effect of vacancies filled in 2024–25, departmental expenses and a net increase of ten posts in 2025–26.

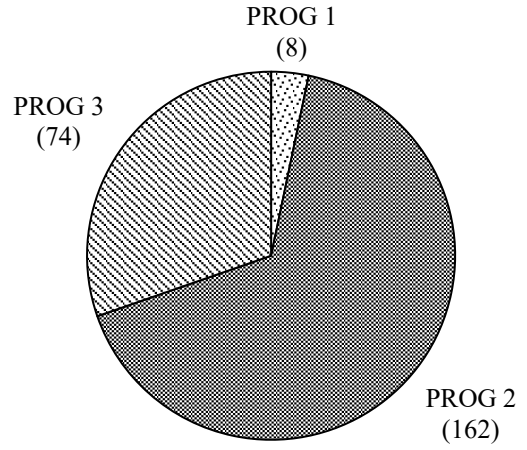
Programme (3)

Provision for 2025–26 is \$25.9 million (6.9%) lower than the revised estimate for 2024–25. This is mainly due to the decreased provisions for hire of services and professional fees and a net decrease of nine posts in 2025–26, partly offset by the increased provision for the legal assistance scheme for non-refoulement claimants by the Duty Lawyer Service.

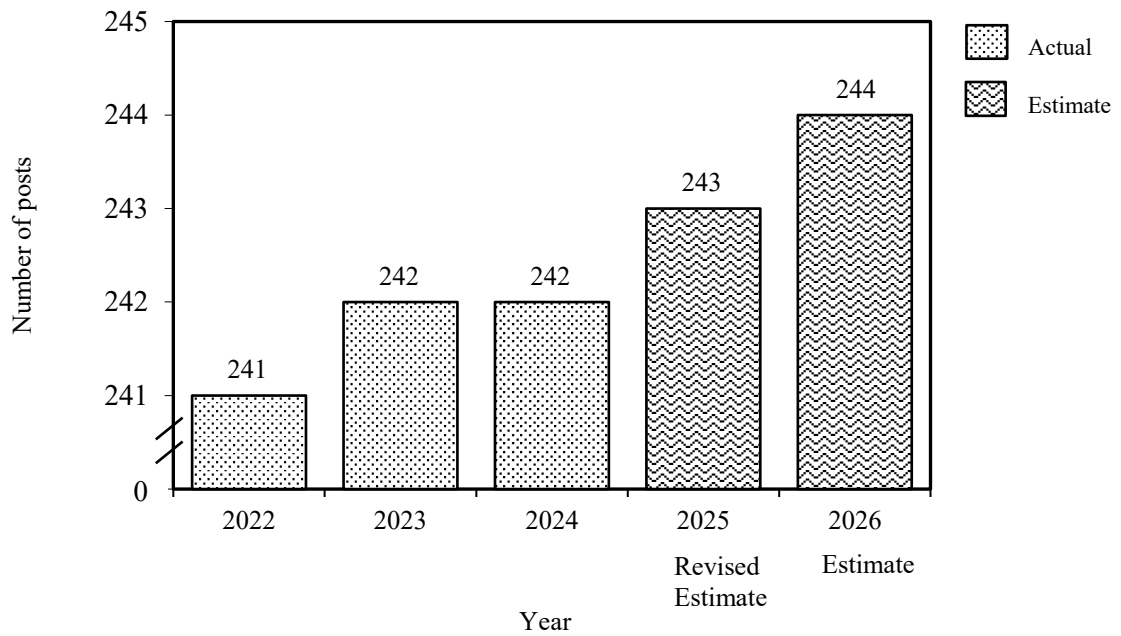
Allocation of provision to programmes (2025-26)



Staff by programme (as at 31 March 2026)



Changes in the size of the establishment (as at 31 March)



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Sub-head (Code)	Actual expenditure 2023–24	Approved estimate 2024–25	Revised estimate 2024–25	Estimate 2025–26	
	\$'000	\$'000	\$'000	\$'000	
Operating Account					
Recurrent					
000	Operational expenses	640,378	684,019	689,242	776,107
	Total, Recurrent.....	640,378	684,019	689,242	776,107
Non-Recurrent					
700	General non-recurrent	650,000	780,000	780,000	100,000
	Total, Non-Recurrent.....	650,000	780,000	780,000	100,000
	Total, Operating Account	1,290,378	1,464,019	1,469,242	876,107
Capital Account					
Plant, Equipment and Works					
	Minor plant, vehicles and equipment (block vote).....	1,985	—	—	—
	Total, Plant, Equipment and Works.....	1,985	—	—	—
	Total, Capital Account.....	1,985	—	—	—
	Total Expenditure	1,292,363	1,464,019	1,469,242	876,107

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Details of Expenditure by Subhead

The estimate of the amount required in 2025–26 for the salaries and expenses of the Security Bureau is \$876,107,000. This represents a decrease of \$593,135,000 against the revised estimate for 2024–25 and \$416,256,000 against the actual expenditure in 2023–24.

Operating Account

Recurrent

2 Provision of \$776,107,000 under *Subhead 000 Operational expenses* is for the salaries, allowances and other operating expenses of the Security Bureau. The increase of \$86,865,000 (12.6%) over the revised estimate for 2024–25 is mainly due to increased provisions for salaries and general departmental expenses.

3 The establishment as at 31 March 2025 will be 243 posts. It is expected that there will be a net increase of one post in 2025–26. Subject to certain conditions, the controlling officer may under delegated power create or delete non-directorate posts during 2025–26, but the notional annual mid-point salary value of all such posts must not exceed \$161,050,000.

4 An analysis of the financial provision under *Subhead 000 Operational expenses* is as follows:

	2023–24 (Actual) (\$'000)	2024–25 (Original) (\$'000)	2024–25 (Revised) (\$'000)	2025–26 (Estimate) (\$'000)
Personal Emoluments				
- Salaries.....	172,700	208,246	210,883	228,473
- Allowances.....	8,830	8,599	7,520	8,577
- Job-related allowances.....	35	23	25	25
Personnel Related Expenses				
- Mandatory Provident Fund contribution.....	363	278	349	291
- Civil Service Provident Fund contribution.....	14,991	16,689	18,265	22,463
Departmental Expenses				
- Honoraria for members of committees	69,234	94,229	91,315	92,331
- General departmental expenses	302,845	252,153	262,720	296,903
Other Charges				
- United Nations International Drug Control Programme and World Health Organization	217	217	217	217
Subventions				
- Legal assistance scheme for non-refoulement claimants by the Duty Lawyer Service	71,163	103,585	97,948	126,827#
	640,378	684,019	689,242	776,107

With the retirement of the “Pilot Scheme for Provision of Publicly-funded Legal Assistance for Non-refoulement Claimants” on 1 April 2025 and to sustain the provision of publicly-funded legal assistance to non-refoulement claimants, additional provision is allocated towards the legal assistance scheme for non-refoulement claimants by the Duty Lawyer Service in 2025–26.

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Commitments

Sub-head (Code)	Item (Code)	Ambit	Approved commitment	Accumulated expenditure to 31.3.2024	Revised estimated expenditure for 2024–25	Balance
			\$'000	\$'000	\$'000	\$'000
<i>Operating Account</i>						
700		<i>General non-recurrent</i>				
	801	Fire Safety Improvement Works Subsidy Scheme^.....	5,500,000	2,620,000	780,000	2,100,000
		Total	<u>5,500,000</u>	<u>2,620,000</u>	<u>780,000</u>	<u>2,100,000</u>

^ For the purpose of providing financial assistance to subsidise owners of old composite buildings and domestic buildings the cost of defaulted works, the eligibility criteria of the Fire Safety Improvement Works Subsidy Scheme (FSWS) will be expanded to include owners of a composite building or a domestic building to which the Fire Safety (Buildings) Ordinance (Cap. 572) is applicable, where the building concerned could not form an owners' corporation in accordance with the Buildings Management Ordinance (Cap. 344), or could not form an owners' committee in accordance with the Deed of Mutual Covenant, or when all owners of the building concerned could not collectively submit an application for subsidy under FSWS to the Urban Renewal Authority as an applicant. Approval for the expanded eligibility criteria is sought in the context of the Appropriation Bill 2025.