

# ***Proliferation Financing: Risk Assessment and Mitigation***

## **大規模毀滅武器擴散資金籌集—評估及緩減風險**

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The Government of the Hong Kong Special Administrative Region  
香港特別行政區政府 商務及經濟發展局

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# 1

## International Requirements relating to Proliferation Financing

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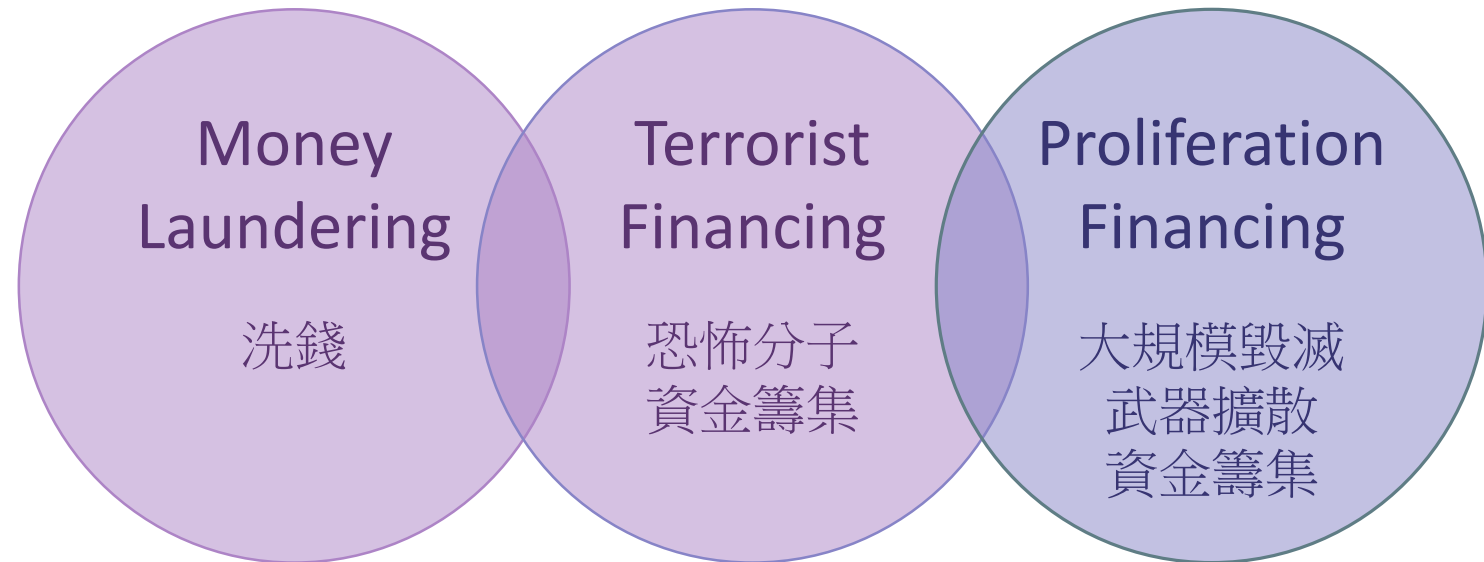
大規模毀滅武器擴散資金籌集相關的國際要求

# *PF as a new threat to integrity of financial system*

大規模毀滅武器擴散資金籌集是金融體系健全穩定的新威脅

International efforts in countering PF have intensified to safeguard the integrity of the global financial system.

國際間打擊大規模毀滅武器擴散資金籌集的努力日益增強，以維護全球金融體系的健全穩定。



- In 2007, the Financial Action Task Force (FATF) started considering the threats related to PF.  
2007年，財務行動特別組織開始考慮與大規模毀滅武器擴散資金籌集相關的威脅。
- In 2012, FATF revised its Recommendations and adopted a new R.7.  
2012年，財務行動特別組織修訂其建議，採用新的建議七。

## Rule-based R.7 regardless of risk

規則為本、不論風險的建議七

Full application of requirements under R.7 is mandatory regardless of risk level.

不論風險高低，各地必須全面執行建議七的要求。

- R.7 requires implementation of **targeted financial sanctions (TFS)** to comply with United Nations Security Council (UNSC) Resolutions relating to the prevention of proliferation

建議七要求各地執行針對性財政制裁，以落實聯合國安理會針對防止大規模毀滅武器擴散的決議



The Democratic People's Republic of Korea  
(The DPRK)

朝鮮民主主義人民共和國（朝鮮）



Iran

伊朗

# TFS covers a network of designated persons/entities

## 針對性財政制裁涵蓋指明人士/實體的網絡

TFS means to freeze, without delay, funds or other assets of, and to ensure that no funds and other assets are made available to, and for the benefit of, designated persons/entities. 針對性財政制裁是指立即凍結指明人士/實體的資金或其他資產，並確保沒有任何資金和其他資產會被提供予指明人士/實體，或供指明人士/實體受益。

- UNSC committees have designated certain persons/entities... 聯合國安理會指明了若干人士/實體...

Countries 國家	Designated persons 指明人士	Designated entities 指明實體	Last update on 最後更新日期
<b>The DPRK</b> 朝鮮	80	75	15 September 2022 2022年9月15日
<b>Iran</b> 伊朗	23	61	17 January 2016 2016年1月17日

Sources: <https://www.un.org/securitycouncil/sanctions/1718/materials> and <https://www.un.org/securitycouncil/content/2231/list>

- ... and also stressed the need to cover the international network created to disguise activities of designated persons/entities ... 並強調需要涵蓋為掩飾指明人士/實體的活動而建立的國際網絡

## *R.1 expanded to cover PF*

擴大建議一，涵蓋大規模毀滅武器擴散資金籌集

In FATF's context, PF risk refers to the potential breach, non-implementation or evasion of the TFS obligations.

在財務行動特別組織的層面，大規模毀滅武器擴散資金籌集風險是指可能違反、沒有實施或逃避針對性財政制裁的規定。

October 2020 2020年10月

**R.1 expanded to cover PF, requiring Government and private sector to identify, assess, understand and mitigate PF risks**

擴大建議一，涵蓋大規模毀滅武器擴散資金籌集，要求政府和私營界別識別、評估、了解和緩減大規模毀滅武器擴散資金籌集風險

June 2021 2021年6月

**Guidance on PF Risk Assessment and Mitigation published**

發表《大規模毀滅武器擴散資金籌集風險評估及緩解指引》





# Interface between R.1 and R.7

## 建議一及建議七之間的關係

There is no contradiction between rule-based R.7 and R.1 which requires assessment and mitigation of PF risks.

規則為本的建議七，以及要求評估和緩減大規模毀滅武器擴散資金籌集風險的建議一之間不存在矛盾。

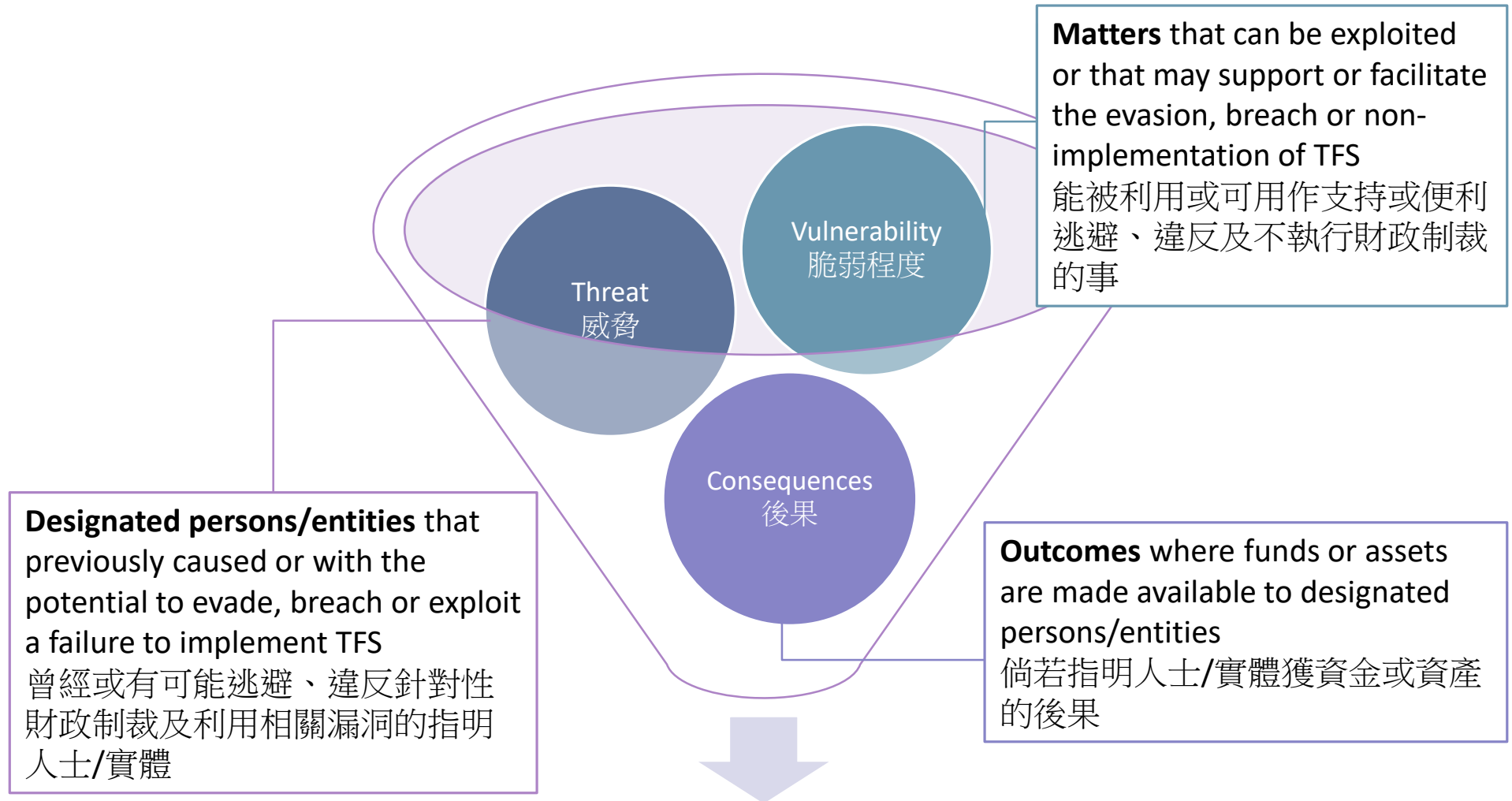
- Risk-based measures by the private sector seek to reinforce and complement the full implementation of R.7.  
私營界別的風險為本措施旨在加強和補充建議七的全面實施。
- Taking measures that commensurate with the risks identified would enable effective allocation of resources.  
採取與已識別風險相稱的措施，可利於有效分配資源。



# Skeleton of risk assessment

## 風險評估框架

Risk assessment requires identification of threats and vulnerabilities.  
評估風險需要識別威脅及脆弱程度。



# 2

## Proliferation Financing Risk Assessment in Hong Kong

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香港大規模毀滅武器擴散資金籌集風險評估

# Risk assessment is a joint responsibility

## 風險評估是共同責任

The Government's risk assessment report facilitates private sector to implement measures in mitigating risk posed by possible PF activities.

政府的風險評估報告便利私營界別推行緩減因擴散資金籌集活動可能發生而帶來的風險。

**Government**

政府



**Financial Regulators**

金融規管機構



**Financial Sector**

金融界別

Authorized Institutions 認可機構  
SVF licensees 儲值支付工具持牌人  
Licensed Corporations 持牌法團  
Insurers 保險公司  
Licensed Money Lenders 持牌放債人  
Money service operators 金錢服務經營者

# HK's first PF risk assessment published in July 2022

香港首次大規模毀滅武器擴散資金籌集風險評估已於2022年7月發表



Hong Kong is exposed to a **medium-low** level of PF risk, with threat and vulnerability both rated as **medium-low**.



香港面對的大規模毀滅武器擴散資金籌集風險屬中低水平，威脅和脆弱程度亦屬中低水平。

# Current risk situation

## 風險現況

We cannot be complacent about the medium-low level of PF risk in Hong Kong.

我們對香港大規模毀滅武器擴散資金籌集的中低水平風險不能自滿。

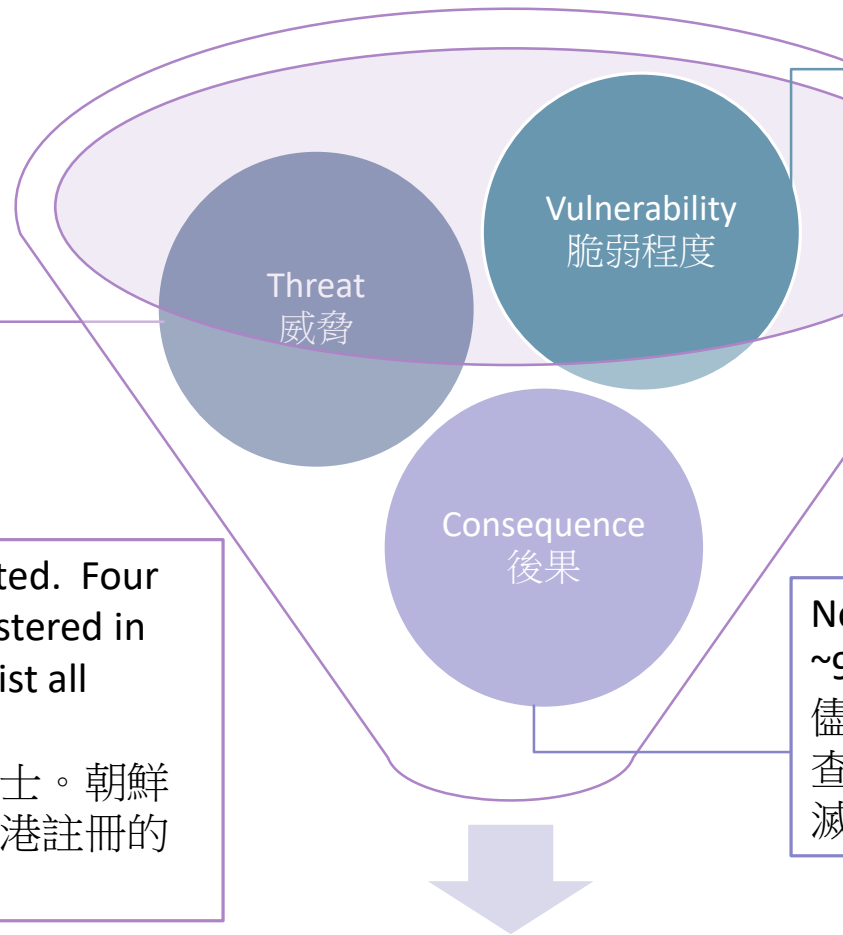
No HK residents designated. Four companies formerly registered in HK on DPRK's sanctions list all dissolved.

沒有香港居民是指明人士。朝鮮制裁名單上四家曾在香港註冊的公司均已解散。

Home to global financial institutions and professional service businesses; free flow of capital; ease of company formation; business friendliness, etc..

國際金融機構和專業服務的所在地、資金自由流動、簡便的公司成立程序、便利營商的環境等。

No PF cases substantiated, despite ~90 vigilant investigations annually. 儘管平均每年進行約 90 宗嚴密調查，沒有個案獲證實為大規模毀滅武器擴散資金籌集活動。



# Attempts of sanctions evasion

## 逃避制裁的方式

- Proliferation actors are using diverse and evolving methods as disguise.  
大規模毀滅武器擴散行事者利用層出不窮的手法作掩飾

Use of shell  
companies  
利用空殼公司

Use of front  
companies  
利用掩護公司

Exploitation of  
legitimate activities  
濫用合法行為

Effective risk assessment requires a good understanding of emerging typologies distilled from various information sources.

為作出有效的風險評估，需要貫徹理解從各種資訊來源得出的新興個案類型。

# Robust and collective efforts to mitigate risks

## 穩健有效和集體努力去緩減風險

Risk mitigation does not mean risk avoidance.  
緩減風險並不意味規避風險。

### Comprehensive legislative framework 全面法律架構

- United Nations Sanctions Ordinance 《聯合國制裁條例》
- Anti-Money Laundering and Counter-Terrorist Financing Ordinance 《打擊洗錢及恐怖分子資金籌集條例》
- Organized and Serious Crimes Ordinance 《有組織及嚴重罪行條例》
- Strategic trade control system 戰略貿易管制制度

### Defence system by financial sector 金融界別的防禦系統

- Customer Due Diligence and record keeping 客戶盡職審查及記錄保存
- Suspicious transaction reporting 可疑交易報告
- Alert mechanism 警報機制
- Compliance culture and systems 合規意識的文化及制度
- Capacity building 能力提升



# 3

## Counter-proliferation Strategy in Hong Kong

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香港打擊大規模毀滅武器擴散的策略

# “PACE” Strategy

## “PACE”策略

“PACE” strategy is applicable to the Government, financial regulators and the financial sector.

“PACE”策略適用於政府、金融規管機構及金融界別。



# “PACE” Strategy

## “PACE”策略

The Government and regulators assist the private sector to incorporate the “PACE” strategy into their daily operations.

政府及規管機構協助私營界別把“PACE”策略融入日常運作。

	Government/Financial Regulators 政府/金融規管機構	Financial Sector 金融界別
Prevention 預防	<ul style="list-style-type: none"> <li>Maintain legal regime 維持法律制度</li> <li>Conduct training and outreach 進行培訓和外展活動</li> </ul>	<ul style="list-style-type: none"> <li>Maintain compliance systems 維持合規意識制度</li> <li>Conduct training 進行培訓</li> </ul>
Alert 警報	<ul style="list-style-type: none"> <li>Monitor designations and intelligence 監察指明清單及情報</li> <li>Give early alerts to private sector 及早通知私營界別</li> </ul>	<ul style="list-style-type: none"> <li>Respond to alerts 回應警報</li> <li>Keep internal controls under review 定時檢視內部管制</li> </ul>
Coordination 協調	<ul style="list-style-type: none"> <li>Coordinate government-wide actions through inter-agency platform 透過跨部門平台統籌政府行動</li> </ul>	<ul style="list-style-type: none"> <li>Coordinate firm-wide actions and across teams 跨組統籌機構行動</li> </ul>
Enforcement 執法	<ul style="list-style-type: none"> <li>Conduct vigilant investigation 嚴密調查</li> <li>Maintain effective supervision 維持有效監察</li> </ul>	<ul style="list-style-type: none"> <li>File suspicious transaction reports 提交可疑交易報告</li> <li>Cooperate with enforcement agencies 配合執法部門</li> </ul>

# Reference Materials

## 參考資料

- Website of the Commerce and Economic Development Bureau – Page on UNSC sanctions  
商務及經濟發展局網站 – 聯合國安理會制裁專頁  
<https://www.cedb.gov.hk/en/policies/united-nations-security-council-sanctions.html>
- *Hong Kong Money Laundering and Terrorist Financing Risk Assessment Report*  
《香港洗錢及恐怖分子資金籌集風險評估報告》  
<https://www.fstb.gov.hk/fsb/aml/en/risk-assessment.htm>
- *Guidance on PF Risk Assessment and Mitigation* by FATF (June 2021)  
財務行動特別組織 《大殺傷力武器擴散融資風險評估及緩解指引》（2021年6月）  
<https://www.fatf-gafi.org/media/fatf/documents/reports/Guidance-Proliferation-Financing-Risk-Assessment-Mitigation.pdf>
- *Guidance on Counter PF* by FATF (February 2018)  
財務行動特別組織 《打擊大殺傷力武器擴散融資指引》（2018年2月）  
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Thank you  
多謝



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