

Chapter 16

Public Order

Hong Kong remains one of the world's safest cities. The law and order situation in 2009 was stable, with the overall crime rate (number of crimes per 100 000 people) falling by 1.5 per cent compared with the previous year. The violent crime rate fell by 2.1 per cent, while the overall crime detection rate was 45.6 per cent.

Fight Crime Committee

Established in 1973 under the chairmanship of the Chief Secretary for Administration, the Fight Crime Committee (FCC) provides advice and recommendations on measures to prevent and reduce crime, and co-ordinates crime-fighting efforts and monitors their results.

During the year, the committee continued to monitor the overall crime situation and the trend of various types of commercial crime. The committee also kept under review the progress of the 'Police Superintendent's Discretion Scheme', which serves as an alternative to prosecuting young offenders.

In addition, the committee considered the strategy and action plan for the implementation of the recommendations of the Task Force on Youth Drug Abuse, a high level inter-departmental task force established in October 2007 under the chairmanship of the Secretary for Justice. The committee also offered its views on drug testing proposals.

The Standing Committee on Young Offenders, a sub-committee under the Fight Crime Committee, monitored the trend of crimes involving juveniles and young persons. The sub-committee discussed factors which affect the involvement of juveniles and youths in crime and proposed preventive and remedial measures to tackle the problem.

During the year, the Fight Crime Committee launched a publicity campaign against burglaries and internet crimes which showed increase in 2008. To complement the on-going territory-wide campaign against youth drug abuse launched by the Administration since June 2008, the committee also continued its

publicity on enhancing awareness of the harmful effects of drug abuse and the importance of staying away from drugs.

District Fight Crime Committees (DFCCs) continued to play an important role in the battle against crime by monitoring the situation at district level and reflecting community concerns about law and order issues. They helped foster community awareness of crime prevention and encouraged community participation in combating crime through publicity programmes carried out in the districts.

To foster closer co-operation, the Fight Crime Committee and DFCCs exchanged feedback regularly on various issues discussed at their respective meetings. FCC members also took turns to attend DFCC meetings and functions. In October, the committee hosted a Fight Crime Reception for all DFCC members. This occasion provided an opportunity for members to exchange views on topical crime issues and ways to combat crime.

Police Force

The Hong Kong Police Force's strong commitment to maintaining law and order ensured Hong Kong continued to be one of the safest cities in the world for residents and visitors alike.

During the year, the Police Force played a key role in providing a safe and secure environment for a number of major events in Hong Kong, including the 2009 East Asian Games (EAG).

At year-end, the Police Force had an establishment of about 27 900 police officers supported by more than 4 700 civilian staff and reinforced by some 3 800 volunteers serving in the Hong Kong Auxiliary Police Force. 138 inspectors and 1 044 constables were appointed in 2009.

Hong Kong Auxiliary Police Force

The Hong Kong Auxiliary Police Force which celebrated the 50th Anniversary of its establishment during the year, continued to assist the regular force in crowd management and maintaining law and order. They also provided assistance during the EAG.

Crime

Reported crimes in 2009 totalled 77 630, a decrease of 1.1 per cent compared with 78 469 in 2008. The crime rate stood at 1 108 cases per 100 000 population, a drop of 1.5 per cent compared with 1 125 in 2008. The decrease was mainly due to a decline in thefts, burglary and robbery.

During the year, the number of violent crimes decreased to 14 193, a drop of 1.6 per cent compared with 14 429 in 2008. Criminal intimidation and wounding and serious assaults accounted for 70.6 per cent of total violent crimes this year. There was a notable increase in serious violent crimes such as rape, homicide, criminal intimidation and blackmail.

In all, there were 870 robberies, a drop of 20.9 per cent compared with 1 100 in 2008. As in the previous year, there was no case of robbery with genuine firearms. There were six bank robberies, a drop of four compared with 10 in 2008. Most of these crimes were committed by lone robbers.

The number of non-violent crimes was also down. Burglaries decreased from 4 774 in 2008 to 4 489, a drop of 6 per cent, while thefts fell from 35 230 in 2008 to 34 554, down by 1.9 per cent.

Of reported crimes, 45.6 per cent (or 35 426 crimes) were detected, resulting in the arrest of 40 725 persons. Of this number, 4 006 were juveniles aged between 10 and 15 and 4 684 were young people aged between 16 and 20. Most were arrested for shop thefts, miscellaneous thefts, wounding and serious assaults, and serious narcotics offences. During the year, six firearms were seized, compared with seven in 2008.

The number of triad-related crimes showed a decrease to 2 351 compared with 2 376 in 2008. This type of crime accounted for 3 per cent of all reported crimes during the year. To tackle triad activities, a large-scale tripartite anti-triad operation involving the police forces of Hong Kong, Guangdong and Macao was mounted in the second half of 2009 with a total of 1 959 persons arrested in Hong Kong for various crimes.

There were 1 115 cases of taking conveyance without authority, a drop of 18.4 per cent or 252 cases compared with the previous year. Cases involving motorcycle and light goods vehicle decreased by 23.1 per cent and 26 per cent in 2009. The decreases were attributable to vigorous enforcement actions taken by the Police as well as joint efforts with the Mainland and overseas law enforcement agencies.

Domestic Violence and Child Protection

To reinforce protection and support for victims of domestic violence, in early 2009 the Police extended 'Victim Management', which originally was applicable only to serious domestic violence cases, to all domestic violence related cases handled by crime investigation units.

Apart from domestic violence, the Police also spared no effort in preventing and combating all forms of child abuse and continued to work closely with other government departments and non-governmental organisations to promote child protection. During the year, in collaboration with the Social Welfare Department, the Police provided training in identifying and handling child abuse cases to students of the Hong Kong Institution of Education, court prosecutors and government counsels of Department of Justice. To address local needs, the Police also organised large-scale promotional campaigns on child protection at district level.

Commercial Crime

To maintain a safe and stable business environment in Hong Kong, the Commercial Crime Bureau continued to implement a structured intelligence-based approach in its investigations into syndicated and serious frauds, counterfeit and forgery cases, and other technology crimes.

The number of reported cases of serious fraud, counterfeit currency, and forgery and technology crimes remained stable. Offences perpetrated by street deception gangs continued to fall with one large syndicate neutralised by the Police during the year.

Lottery frauds, particularly those targeting overseas Chinese, decreased. The Police neutralised nine fraud syndicates in 2009, with 23 persons arrested for lottery scams involving some \$9.6 million. In one case, 10 defendants including Taiwanese, Malaysian and Hong Kong residents, were convicted and received sentences ranging from 24 months to 66 months.

During the year, the bureau seized 1 717 counterfeit Hong Kong banknotes. This represents a decrease of 45.6 per cent compared with 2008 which was a record low in the past decade. Owing to the bureau's successful intelligence partnerships with the Mainland and overseas law enforcement agencies, offences of counterfeit currencies were contained at a low level.

As the leading enforcement agency the bureau continues to excel in protecting against and combating commercial crimes. One successful prosecution involved a case of insider dealing and resulted in the arrest of a man who was found to have purchased shares with a value of \$86 million between February 15 and April 30, 2007 whilst having insider knowledge. The defendant was sentenced to seven years' imprisonment by the District Court in September.

Technology Crime

The Police received a total of 1 506 reports of technology crimes during 2009. The associated total monetary loss was about \$45.1 million.

In collaboration with the Hong Kong Computer Emergency Response Team Co-ordination Centre and the Office of the Government Chief Information Officer, the Police Force has run an annual 'Clean PC Day' campaign since 2005 to promote information and communication technology security and 'cyber ethics'.

On enforcement side, the Police Force established the Technology Crime Steering Group for strategic planning as well as the setting of objectives. Various specialised teams under the Technology Crime Division of the bureau are responsible for implementing counter-measures against advanced cyber crime threats and providing computer forensic services.

The Technology Crime Division maintained a round-the-clock point of contact during the EAG, similar to the 2008 Olympic and Paralympic Equestrian Events in order to strength information exchange and ensure the security of major information systems in Hong Kong throughout the period.

Narcotics

Tackling youth drug abuse was a priority of the Police Force which took further steps to enhance its role in preventive education and publicity.

The majority of arrests were in respect of ketamine. A rising trend in the number of manufacturing cases involving the conversion of cocaine powder into the

form commonly known as 'crack' was also noted. A total of 15 premises used for such purposes were raided.

The Narcotics Bureau joined efforts with the Mainland and overseas counterparts to tackle cross-boundary and transnational trafficking. These efforts led to the dismantling of drug production sites and substantial drug seizures outside Hong Kong. A total of 1 533 kilogrammes and 789 000 tablets of illicit drugs plus four tonnes of precursor chemicals were seized in the Mainland or overseas following the joint operations. A total of seven illicit drug manufacturing enterprises in the Asian region were also dismantled.

Financial Investigation

Throughout the year, the Police continued to make a significant contribution to Hong Kong's anti-money laundering and counter terrorist financing regime. The number of prosecutions for money laundering increased when compared with 2008 and substantial amounts of criminal assets were restrained and confiscated.

The addition of manpower to the Financial Investigations Division reflected the importance the Police Force attaches to the greater use of financial investigation in combating local and transnational crimes. The increased manpower also enhanced the capabilities of the Joint Financial Intelligence Unit.

During the year, the Police Force participated in the multi-faceted work of the inter-governmental policy making body, the Financial Action Task Force and the Asia Pacific Group on Money Laundering, and attended a number of plenary sessions held overseas.

The Police Force also participated in numerous local and overseas training and outreach initiatives, providing training for law enforcement agents, financial regulators and financial intelligence officers in the region to enhance their financial investigation capability.

Illegal Immigration

During the year, a total of 3 701 illegal immigrants were arrested, a decrease of 7 per cent compared to 3 985 in 2008. However, the number of non-ethnic Chinese illegal immigrants (NEC IIs) arrested increased to 1 364, a growth of 41.5 per cent compared to 964 in 2008.

To control the influx of NEC IIs, the Police Force and other government departments took proactive measures in mounting inter-departmental operations. Close liaison and co-operation were also maintained with the Guangdong Border Defence Bureau for enhanced enforcement actions at the boundary.

Crime Prevention

The Crime Prevention Bureau kept up its publicity efforts in improving citizens' awareness of various kinds of frauds, burglary and theft in order to prevent the public at large from becoming victims of these crimes. In addition, the bureau launched publicity targeting overseas visitors to the EAG on how to enjoy the sports events without falling victims to pickpockets.

The bureau's engagement in the security industry continued to go from strength to strength. The private security industry plays a vital role in keeping Hong Kong's crime rate low. Award ceremonies were held in all five land regions in order to give recognition and encouragement to those individuals who contributed to keeping Hong Kong safe.

Forensic Support

The Identification Bureau continued to play a significant role in supporting crime investigations and prosecutions by providing fingerprint collection and photography service and by collecting DNA evidence from crime scenes. The bureau strove to employ the latest technology and experts in pursuit of its goal of continuous improvement in its service. During the year, it established the criminal history of 28 474 individuals, linking 1 643 people to 1 476 criminal cases.

A new Evidence Management System (EMS) was implemented in July. This not only significantly enhanced the documentation and tracking capability of fingerprint evidence, it is also environmental friendly in its reduction of paper consumption.

The Forensic Firearms Examination Bureau continued to provide a high quality and efficient firearms and ammunition examination service to the Police Force and other law enforcement agencies. In June, it introduced a new scanning electron microscope system employing the latest technology to enhance detection of gunshot residues.

Liaison

The Liaison Bureau serves as a conduit for communication between the Police Force, and the Mainland Public Security Bureau, overseas law enforcement agencies and their officials in local consulates.

Part of the core business of the Liaison Bureau is to assist the Department of Justice in handling overseas requests for mutual legal assistance in criminal matters and the surrender of fugitive offenders. By year-end, the Government had signed mutual legal assistance agreements in criminal matters with 27 jurisdictions and surrender of fugitive offenders agreements with 18 jurisdictions.

At the 15th Hong Kong-Guangdong-Macao Tripartite Criminal Investigation Department Heads Meeting in April, the bureau joined forces with the Mainland and Macao, to cement further the ties created at the operational, intelligence and strategic levels for combating cross-boundary crimes.

The Police continued to send officers on secondment to the INTERPOL General Secretariat in Lyon, France, and its Regional Liaison Office in Bangkok, Thailand. Attachment programmes with various overseas law enforcement agencies were also established.

The Police continued to enhance co-operation with INTERPOL in different areas including participating in a number of conferences and working groups at working levels. The Police also identified training opportunities in INTERPOL's member countries in which officers could participate.

Force Search Unit

The EAG was another big challenge to the Force Search Unit following the 2008 Olympic and Paralympic Equestrian Events. The unit was mobilised to conduct defensive searches at some 30 venues across the territory with the aid of sophisticated equipments.

As part of its ongoing effort to improve and professionalise its services, the unit acquired ISO 9001: 2008 Quality Management System certification for its search training in May.

Police Dogs

There were 106 dogs in the Police Dog Unit at year-end, assisting the Police in detecting and preventing crimes. During the year, Police Handlers, together with their canine partners, arrested a total of 563 criminals. The unit also played an important role in a number of operations, including the screening of the Hong Kong Stadium for the Rugby Sevens; the EAG, and visits of internationally protected persons and leaders of the central government.

Police Licensing Office

The Police Licensing Office is responsible for issuing various types of licences and permits. The office continued to work closely with other government departments in bringing improvements to the Police's licensing regime and in facilitating businesses in their activities. During the year, the office processed 3 650 applications for liquor licences and made recommendations to the Liquor Licensing Board. The office also issued 174 temporary liquor licenses.

The Police Licensing Office is also responsible for processing notifications of public order events. There was an increase in the number of these compared to 2008, 1 467 notifications being processed.

Marine Region

Under the Versatile Maritime Policing Response strategy, the region is now equipped with 67 police launches, 70 smaller vessels and four barge operating platforms. The Command and Control Centre, which co-ordinates response to incidents, was upgraded with modern day and night camera systems linked to the Marine Department's radar.

The region was heavily engaged in combating an influx of non-ethnic Chinese illegal immigrants (NEC IIs) via sea routes, with a 41 per cent increase in arrests territory-wide compared to 2008. Many of the vessels intercepted were un-seaworthy and lacked basic safety equipment, putting the lives of passengers at risk.

The region also continued to target syndicated smuggling, seizing contraband worth \$144 million ranging from live lobsters to furs and computer hard disks, vessels and vehicles.

Traffic

During the year, there were 14 316 traffic accidents involving casualties including 126 deaths, a decrease of 1.8 per cent and 11.9 per cent respectively when compared to 2008. A total of 428 838 fixed-penalty tickets for driving offences were issued, a decrease of 5.5 per cent compared with the previous year. In addition, 718 258 tickets were issued for parking offences representing an increase of 3.2 per cent and a total of 63 826 summonses were served on traffic offenders, a decrease of 4.3 per cent compared to 2008.

Public Relations

The Police Public Relations Branch (PPRB) plays an important role in enlisting the public's support in maintaining law and order by keeping them informed of the Police's work and maintaining good relations with all sectors of the community. Information about police activities is distributed to the local and overseas media round-the-clock.

Details of the Police's policies and operational priorities are made available to the public by Police Community Relations Officers while the Junior Police Call (JPC) Scheme and the Police School Liaison Programme serve as bridges between the Police and young people.

To keep the public abreast of crime trends and crime prevention measures, the PPRB worked closely with Radio Television Hong Kong and Cable TV to produce a number of TV programmes, including Police Magazine, Police Report and Police Bulletin. Over the course of 36 years, Police Magazine has continued to expand its audience. The PPRB also worked with TV broadcasters and film-production companies, both local and overseas, to produce TV dramas, documentaries and films related to police work. In this connection, the PPRB supported the Create Hong Kong in processing applications for filming-related licences.

The PPRB produced a number of publications, including a bi-weekly newspaper called Offbeat, a JPC monthly newsletter and the Hong Kong Police Review 2008. It also assisted the Fight Crime Committee in planning and implementing the Fight Crime Publicity Campaign 2009-10.

Organised by the Police Force and sponsored by the Hong Kong General Chamber of Commerce, the Good Citizen Award Scheme gives recognition to citizens who have assisted the Police in its fight against crime. This year, 80 citizens received awards under the scheme.

Police hotlines and crime information forms provide convenient channels for reporting crime. By year-end, the Police had received a total of 23 353 hotline phone calls (excluding those made to the 999 emergency hotline) and 3 139 crime information forms, resulting in 426 arrests.

Planning and Development

Construction of the new Central District Headquarters and the new Central Division Police Station alongside the existing Waterfront Police Station, was completed in September. Central District Headquarters and Central Division

personnel are expected to complete their move from Arsenal Street into the new building by the second quarter of 2010 whilst Wan Chai District Headquarters and Wan Chai Division will take over the vacated accommodation by the fourth quarter of 2010.

Construction of the Tuen Mun Wu Hong Police Quarters was completed in December. These provide 336 units for Junior Police Officers. Residents will move in during the first quarter of 2010.

Information and Communication Technology

In June, the Police Force opened the Unified Digital Communications Platform in which the Third Generation Command and Control Communication System was built for the shared use of the infrastructure with the Security Bureau, other Government departments and the emergency response agencies. The common radio platform enabled efficient and effective direct communications between the users when required during incidents.

Training

Sixty years of police training at Wong Chuk Hang were celebrated on March 21, with an Anniversary and Passing-Out Parade. No fewer than 6 390 inspectors and 50 610 constables have been trained there during its first 57 years as the Police Training School and three subsequent years as a Police College campus. The original 18-hectare facility, which consisted of disused rice godowns, has changed beyond all recognition with the addition of state-of-the-art teaching facilities including an advanced Tactics Training Complex.

In addition, the development of an effective knowledge management system earned the Police Force the 2009 Asian Most Admired Knowledge Enterprise (MAKE) Award and the Hong Kong MAKE Top Winner Award. The system, which combines advanced information technology and proactive people-based initiatives, provides electronic access to job-related knowledge and experience.

Occupational Safety and Health

The Police Force implemented improved measures to enhance the effectiveness and efficiency of its safety management system. Occupational safety training was enhanced resulting in officers participating in more courses. On-line self-assessment was also introduced to ensure compliance with the Occupational Safety and Health (Display Screen Equipment) Regulation.

Since the introduction of the current safety management system in 2004, the number of accidents has consistently decreased, confirming that the Police Force is keeping its commitment to keep officers safe.

Transport

The Police Force continued to support the reduction of greenhouse gas emissions by ground transport. It commissioned 66 third-generation hybrid vehicles and 68 environmental-friendly small patrol cars in 2009 for delivery and service introduction in early 2010. Following successful trials of an all-electric patrol car, the

Police Force will also take delivery of four of these vehicles in early 2010. The widespread adoption of environmentally-friendly vehicles continues to reduce the Police Force's carbon footprint.

Service Quality

The Service Quality Wing continued to serve as a facilitator for the Police Force's strategic planning, assisting the Commissioner and the Senior Directorate Group in the formulation and promulgation of the Strategic Action Plan 2010-2012. This plan further promotes the four established strategic directions – engaging the community, enhancing the personal and professional qualities of Police Force members, strengthening criminal intelligence gathering Force-wide, and supporting frontline units.

In September, preparation for Living-the-Values Wave VII Workshops, under the theme 'Professionalism in the Changing World', commenced. The first workshop was scheduled to be held in October 2010.

As recognition of the Police Force's efforts to provide outstanding services, it received a total of four awards in the Civil Service Outstanding Service Award Scheme 2009.

Complaints and Internal Investigations

The Complaints and Internal Investigations Branch comprises the Complaints Against Police Office (CAPO) and the Internal Investigations Office.

Complaints lodged by the public against members of the Police Force are handled by CAPO, which is committed to ensuring that every complaint is impartially and thoroughly investigated prior to subsequent examination and review by the Independent Police Complaints Council (IPCC). This two-tier Police complaint system was codified and reinforced by the enactment of the Independent Police Complaints Council Ordinance in 2008. Together with the IPCC, CAPO took steps to prepare for the implementation of the Ordinance that came into operation on June 1, 2009. CAPO will continue its efforts in maintaining the integrity of, and public confidence in, the Police complaint system.

During the year, CAPO received 4 257 reportable complaints, representing an increase of 59.3 per cent compared to 2008. In the same period, the IPCC endorsed the investigation results of 3 025 cases. Of these, 131 were found substantiated and disciplinary actions were taken against the officers involved. CAPO and the Complaints Prevention Committee will continue to explore ways to improve service standard in the coming year.

The Internal Investigations Office is primarily responsible for devising and implementing the Police Force's integrity management programme, including the provision of secretariat support to the Force Committee on Integrity Management which was established in March. During the year, it promulgated a set of Behavioural Guidelines for further promotion of the Force Values of Integrity and Honesty, and continued to provide Police Force members with a one-stop shop on matters related to integrity and ethics through the Ethics Corner on the Police's website.

Independent Police Complaints Council (IPCC)

The IPCC is an independent body established, among other things to:

- observe, monitor and review the Police Force's handling and investigation of reportable complaints;
- monitor follow-up and disciplinary actions taken in respect of members of the Police Force in connection with reportable complaints; and
- identify any fault or deficiency in police practice or procedure that may lead to reportable complaints and make recommendations accordingly.

Its 18 members, all appointed by the Chief Executive, are drawn from a wide spectrum of society with diverse expertise. The council had 90 observers at year-end. These observers, as well as the council members, may attend interviews and observe the collection of evidence conducted by Police formations in respect of reportable complaints on a pre-arranged or surprise basis, to ensure that investigations are conducted in a fair and impartial manner.

The IPCC became a statutory body with commencement of the IPCC Ordinance on June 1, 2009. The Ordinance provides a clear basis for the council to exercise its power and functions. Following commencement of the Ordinance, the council has proceeded to recruit its own staff, further enhancing its independent status.

Customs and Excise

The Customs and Excise Department is responsible primarily for the collection of revenue on dutiable goods, prevention of duty evasion, suppression of drug trafficking and abuse, prevention and detection of smuggling of contraband, and protection of intellectual property rights. The department also enforces legislation to protect consumer interests, safeguard and facilitate legitimate trade and industry, uphold Hong Kong's trading integrity and fulfil relevant international obligations. At year-end, it had an establishment of about 5 560 staff. (See also Chapter 5).

Revenue Collection

The department is responsible for the collection of excise duties derived from dutiable commodities stipulated in the Dutiable Commodities Ordinance: liquor, tobacco, hydrocarbon oil and methyl alcohol. During the financial year 2008-09, the excise duties collected amounted to \$6.05 billion, of which 49 per cent was from tobacco, 46.9 per cent from hydrocarbon oil, 3.9 per cent from liquor and 0.2 per cent from methyl alcohol, representing a total decrease of 14.3 per cent over 2007-08, largely as a result of the exemption of duties on wine, non-hard liquors and Euro V diesel in 2008.

The department also assesses the taxable values of motor vehicles under the Motor Vehicles (First Registration Tax) Ordinance for the purpose of levying first registration tax. In 2009, the department registered 106 motor traders, assessed the provisional taxable value on 35 134 vehicles and re-assessed 15 868 of them, resulting in the collection of \$4.33 billion first registration tax by the Transport Department.

Revenue Control

The department administers a licensing and permit system to control the manufacture, import, export, storage and movement of dutiable commodities. It ensures that no dutiable commodities, whether imported or locally manufactured, are released for local consumption unless full duty has been paid.

Revenue Protection

The department has stepped up enforcement actions to suppress illicit cigarette activities following the increase of tobacco duty since February 2009. During the year, there were 2 898 cases involving smuggling, storage, distribution and peddling of illicit cigarettes were effected, an increase of 84 per cent compared with 2008. A total of 59 million sticks of illicit cigarettes were seized.

In 2009, 5 524 people were fined under the Compounding Scheme for abuse of duty-free cigarette concessions, an increase of 60 per cent compared with 2008, involving 2.1 million sticks of cigarettes.

The department continued co-operating with overseas customs administrations to stamp out transnational cigarette smuggling. In 2009, by monitoring suspicious shipments and through intelligence exchange, the department's efforts led to the successful seizure of 104 million sticks of illicit cigarettes by overseas enforcement authorities.

The department took sustained action to stamp out illicit fuel activities. In 2009, it solved 611 illicit fuel cases, arrested 360 people and seized 324 000 litres of illicit fuel. The number of seizures was 14 per cent more than that of 2008.

Anti-narcotics Operations

The department continues to take vigorous enforcement action to prevent and suppress the unlawful manufacture, distribution and trafficking of dangerous drugs; to trace, confiscate and recover drug proceeds from illegal drug activities; and to prevent the diversion of chemicals used for the illicit manufacture of dangerous drugs. It also maintains close co-operation and exchange of intelligence with local, Mainland and overseas law enforcement agencies to combat drug trafficking.

In 2009, the department dealt with 139 drug trafficking cases and neutralized eight drug storage and distribution centres. A total of 652 kilogrammes of assorted dangerous drugs were seized and 491 people arrested. Two significant cases at Hong Kong International Airport in July and at the Man Kam To Control Point in September resulted in a total seizure of 336 kilogrammes of ketamine. Co-operation with other customs administrations resulted in the seizure of 7.3 kilogrammes of precursor chemicals and 19.6 kilogrammes of assorted dangerous drugs in the mainland of China and overseas.

As part of the Government's vigorous efforts to combat the youth drug abuse problem, the department has strengthened enforcement at boundary control points by stepping up checking of cross-boundary coaches and private vehicles, deploying more detector dogs and plain-clothes officers in operations, exchanging intelligence and mounting parallel operations with their Mainland counterparts. It also

collaborates with non-governmental organisations to help young people stay away from drugs and lead a healthy life.

Anti-smuggling Operations

Smuggling carried out across the Hong Kong-Mainland boundary remains an enforcement concern. In 2009, a total of 192 Hong Kong-Mainland smuggling attempts were detected, resulting in the arrest of 243 people and the seizure of about \$406 million worth of smuggled goods.

Computer products and electronic products such as mobile phones and accessories were the common items smuggled from Hong Kong to the Mainland. Cigarettes, which are cheaper in the Mainland, and counterfeit goods were commonly smuggled from the Mainland to Hong Kong.

The department continues to collaborate with Mainland law enforcement agencies to combat smuggling activities through exchange of intelligence and mounting of parallel operations.

To detect and prevent smuggling of food and animals, the department works closely with the Food and Environmental Hygiene Department and the Agriculture, Fisheries and Conservation Department through co-operation on surveillance and enforcement action, publicity campaigns and intelligence exchange.

Narcotics Division

The Security Bureau's Narcotics Division (ND) is tasked with co-ordinating policies and measures to combat drug abuse, in particular the youth drug abuse problem which had seen deterioration in recent years. It is also responsible for tackling anti-money laundering and countering terrorist financing in the non-financial sectors.

Overall Strategy and Co-ordination

The Government adopts a five-pronged approach in the fight against drug abuse, as embodied in over 70 recommendations in the Report of the Task Force of Youth Drug Abuse led by the Secretary for Justice. The strategy involves legislation and law enforcement, education and publicity, treatment and rehabilitation, research, and external co-operation. The Path Builders initiative was launched to foster a caring culture for young people.

The Action Committee Against Narcotics (ACAN) advises the Government on the formulation of anti-drug strategies. It is a non-statutory body composed of professionals in the medical, youth service, education, media, community service, parent education, legal and anti-drug fields. Headed by a non-official as chairman, it has five official and 17 non-official members. The officials are the Commissioner for Narcotics and representatives from the Education Bureau (EDB), the Hong Kong Police Force, the Department of Health and the Social Welfare Department. Under an arrangement between Singapore and Hong Kong, the Director of Singapore's Central Narcotics Bureau also sits on the committee. ACAN is underpinned by the Sub-committee on Preventive Education and Publicity and the Sub-committee on

Treatment and Rehabilitation, comprising members of diverse background and expertise.

Following the release of the Report of the Task Force on Youth Drug Abuse, ND set up an inter-departmental working group in early 2009 to co-ordinate and monitor efforts in implementing the recommendations. These included the implementation of various short to medium measures and preparations for taking forward the longer term initiatives. In July 2009, the Chief Executive announced the further stepping up of the anti-drug campaign along five directions, namely community awareness and mobilisation, community support, drug testing, treatment and rehabilitation, and law enforcement.

Legislation and enforcement

Regular reviews are conducted to see whether amendments or revisions to the existing ordinances are needed to deal with changes in the drugs world. The Police, Customs and Excise Department as well as the Department of Health spared no efforts to take actions against drug crimes. A total of 827 kilogrammes and 15 442 tablets of dangerous drugs were seized in the year and 8 181 persons were arrested for drug-related offences.

Treatment and Rehabilitation

ND works with its anti-drug partners to provide a variety of treatment and rehabilitation services for drug abusers from different background. The major services include a compulsory drug treatment programme run by the Correctional Services Department, a voluntary methadone outpatient treatment programme operated by the Department of Health, and voluntary residential programmes run by NGOs. The seven substance abuse clinics (SACs) under the Hospital Authority provide psychiatric treatment for substance abusers. In addition, the Counselling Centres for Psychotropic Substance Abusers (CCPSAs), operated by NGOs and subvented by the Social Welfare Department (SWD), provide community-based services to psychotropic substance abusers.

Under the Drug Dependent Persons Treatment and Rehabilitation Centres (Licensing) Ordinance, the treatment centres offering voluntary residential treatment and rehabilitation service to four or more drug dependent persons are required to be licensed by the SWD to ensure that the centres meet relevant safety and management requirements. By year-end, 17 centres were operating with licences, while certificates of exemption were issued to 23 centres that had been operating before the ordinance went into effect.

The Fifth Three-Year Plan on Drug Treatment and Rehabilitation Services (2009/2011) was released on April 2, 2009. A host of medium-term recommendations in the Task Force Report have been developed further and taken forward. These include strengthening multi-disciplinary collaboration, provision of training for anti-drug workers and enhancing treatment and rehabilitation programmes in terms of capacity and sophistication.

Two new services relating to treatment and rehabilitation started in October 2009. First, SWD commissioned the CCPSAs to provide basic medical support to enhance the engagement and counselling process. Second, a two-year pilot project was launched to provide more focused, structured and intensive treatment programmes for convicted young drug offenders aged below 21 who are put on probation pursuant to the Probation of Offenders Ordinance in two Probation Offices serving Kowloon City and Kwun Tong Magistrates.

The Hospital Authority allocated an additional fund of \$13 million to provide more consultation sessions in the seven SACs to cope with the anticipated increase in service demand.

Moreover, the Chief Executive announced in July 2009 as part of an escalated anti-drug campaign that new and effective treatment and rehabilitation facilities should be provided for youth drug abusers who need voluntary treatment and rehabilitation programmes. The Administration will invite NGOs to put forward proposals for services modes and running such services.

Drug testing

Given the hidden nature of psychotropic substance abuse, the Task Force on Youth Drug Abuse recommended drug testing at three levels. In October 2009, CCPSAs started to provide drug testing service as part of the new medical support to help those who volunteer for testing. In December, the 23 public sector secondary schools in the Tai Po district launched a trial scheme on school drug testing which was accompanied by a parallel research project for evaluation, refinement and, if appropriate, extending the scheme to other districts and schools. At the community level, a public consultation exercise on compulsory drug testing is planned to start in 2010.

Also following the Chief Executive's steer in the anti-drug campaign, the Government Laboratory is taking the lead in introducing and running a hair drug testing service in Hong Kong starting in 2010, with the aim of transferring the technology to industry.

Preventive Education and Publicity

Schools are an important platform for preventing drug abuse. To tackle youth drug abuse at schools, the ND continued to work closely with the EDB to promote the institutionalisation of a school-based Healthy School Policy that contains an anti-drug element.

Support for schools continued to be strengthened. Structured professional training for school personnel including on-site training programmes for class and subject teachers and two-day advanced training for school management staff such as guidance and discipline teachers continued to be provided in 2009. In August, four large-scale regional seminars were also organised jointly by the EDB and the ND for all secondary school teachers. The seminars aimed at enhancing teachers' knowledge in drug prevention and identification of students at risk for assistance and referral. In co-operation with the Hong Kong Education City, a dedicated site on

anti-drug information and resources for teachers and parents had also been provided since August.

Anti-drug resource kits for schools were developed and relevant training and seminars on the use of kits would be organised. The resource kits provide useful information, guidelines and resources to schools for the development of a healthy school policy with anti-drug elements; formulation and evaluation of anti-drug education programmes and curriculum; identification of students at risk for assistance and referrals; and utilisation of community resources and cross-disciplinary efforts to prevent and tackle student drug abuse.

To enhance home-school co-operation in the anti-drug cause, a resource kit for parents was launched in June 2009 to help schools and parent-teacher associations plan and implement anti-drug programmes for parents. Over 30 briefing sessions and 'train-the-trainer' programmes were organised following the launch, including a large-scale parent seminar in August attended by the Chief Executive and over 400 parents.

As part of the enhanced support services for parents and the school sector, measures including a Beat Drugs Workshop for Parents held in August and a 12-month telephone support services manned by social workers and provided through the ND's anti-drug enquiry services '186 186' were implemented.

Preventive education programmes and measures for students were stepped up. The measures include reviewing and updating the school curriculum and arrangements for Other Learning Experiences, as well as extending the coverage of anti-drug education programmes for students of primary four and above. The Police School Liaison Programme was also strengthened to enhance co-ordination among the Police, school, social workers and the community.

The two-year territory-wide campaign against youth drug abuse entered its second year. To mark the first anniversary and to recognise the efforts made by community stakeholders, a big ceremony was held on June 21. To sustain the momentum generated by the current campaign, a new series of publicity initiatives with the theme 'Be Smart Be Free' was launched, including a new anti-drug theme song, a set of new Announcements in the Public Interest targeting different audiences, posters, large outdoor banners, advertisements at public transport stations and 24-hour restaurants, SMS messages on mobile phones and promotion on the internet.

The ACAN and the ND organised an anti-drug cyber heroes design competition for youths jointly with Yahoo! Hong Kong and the Hong Kong Federation of Youth Groups. To boost publicity during summer holidays, a dance team staged shows in different districts to spread the anti-drug message. An anti-drug lyrics writing and singing contests were organised to encourage youths to give more thought to the problem. A wide range of anti-drug programmes including drama performances, musicals, sports training and talks were held by district and community organisations, including the District Fight Crime Committees and various NGOs, to help raise public awareness of youth drug abuse issues.

A new web portal serving as an engaging, informative and useful one-stop internet anti-drug resource centre is being developed to engage young people on the internet. The Beat Drugs Fund also funded projects to reach out to young people and at-risk youth through the internet.

The Hong Kong Jockey Club Drug InfoCentre continued to serve as a platform for promoting anti-drug messages among different sectors of the community. During the year, the centre received 25 474 visitors, including students, youth groups, district bodies, community organisations, overseas delegations, parent-teacher associations, uniformed groups, and other community organisations.

Drug Abuse, Statistics and Trends

Statistics on drug abuse are compiled by the Central Registry of Drug Abuse. It collates information about drug abusers obtained from a wide network of reporting agencies, including law enforcement departments, treatment and welfare agencies, hospitals and clinics.

In 2009, 13 909 drug abusers were recorded in the registry, 32 per cent were new cases, 24 per cent were aged under 21, and 80 per cent were males. Heroin continued to be the most commonly abused drug in Hong Kong, with 50 per cent of drug abusers recorded in the registry being heroin abusers. The proportion of psychotropic substance abusers among all reported drug abusers has grown noticeably over the years, reaching 61 per cent in 2009. Psychotropic substances commonly abused include ketamine (38 per cent), triazolam/midazolam/zopiclone (10.1 per cent) and ice (10 per cent). About 22 per cent of drug abusers in 2009 were reported to have abused more than one drug.

Some 11 per cent of drug abusers were reported to have taken drugs in the Mainland, mostly in Shenzhen. Forty-two per cent of drug abusers were reported to have taken drugs only in their own homes or in friends' homes, another 35 per cent at both homes and other localities such as recreation areas, public gardens, public toilets and discos or karaoke halls. The remaining 23 per cent took drugs wherever convenient.

Research

Findings from drug-related research studies provide useful evidence-based references to facilitate the Government's formulation of anti-drug strategies and programmes. During the year, a study comparing the efficacy and safety of Chinese herbal medicines with Western medications in short-term and long-term heroin detoxifications and in the treatment of adverse symptoms caused by psychotropic drugs was completed.

The field work of a regular Survey of Drug Use among Students was completed. Analysis was done to find out the latest drug abuse situation among students from upper primary to university, the drug abuse patterns and other related characteristics of drug-taking students, students' attitudes towards and knowledge of drug abuse, and other related variables, such as attitudinal, behavioural, school and family

factors, associated with drug use. The survey results will be ready for release in February 2010.

Three new research projects were launched in 2009:

- ‘Research on urological sequelae of ketamine abuse’;
- ‘The dietary intake and body weight status of adolescent psychotropic substance abuser in Hong Kong – an explorative study for improving drugs rehabilitation programme’; and
- ‘Transnationalism and drug abuse: a study on the Nepalese drug abusers in Hong Kong’.

These were in addition to four ongoing projects:

- ‘Study of patterns of drugs of abuse in New Territories East cluster Substance Abuse Clinic using conventional and new technologies’;
- ‘Socioeconomic and health impacts of psychoactive drug abuse in Hong Kong – a longitudinal study’;
- ‘Long-term ketamine abuse and apoptosis in cynomolgus monkeys and mice’ and
- ‘Effective ways to dispel misunderstanding about psychotropic substances in youth at risk for drug abuse problems’.

International Action and Regional Co-operation

In March, representatives from the ND and SWD joined the Chinese delegation to the 52nd session of the UN Commission on Narcotic Drugs held in Vienna.

In May, representatives of the ND went to Singapore to attend a meeting of the National Council Against Drug Abuse (NCADA) and also visited the Central Narcotics Bureau (CNB) and various anti-drug services.

Co-operation with the Shenzhen authorities was stepped up to tackle the problem of cross-boundary drug abuse, particularly by young people from Hong Kong taking drugs in the Mainland.

The ‘Path Builders’ Initiative

A Path Builders programme was launched by ACAN and the ND in September 2008 to mobilise greater community support and to tap into the goodwill and resources of different sectors. Since then, over 140 organisations and 100 individuals have pledged support for it. The programme provides a platform where community resources can be effectively channelled to programmes and initiatives for young persons’ healthy development. Business and professional organisations as well as individuals are encouraged to contribute in various ways, such as initiating programmes to disseminate anti-drug messages, providing internship or vocational training opportunities to young people, partnering with schools and NGOs to organise mentorship schemes, and granting donations to drug treatment and rehabilitation centres. To sustain the momentum and rally greater support from the

community, the ND will continue reaching out to more organisations and to assist them in organising anti-drug programmes.

The Beat Drugs Fund

The Government set up the Beat Drugs Fund in 1996 with a capital of \$350 million. In 2009, \$22.87 million was approved by the fund for carrying out 68 anti-drug projects which included various school-based and community-based projects, programmes to reach out to high-risk youth through the internet, projects for ethnic minorities, and pilot short-term treatment and rehabilitation programmes.

Volunteer Scheme

During the year, the 'Anti-drug Volunteer Group' comprising 104 companies and institutions and 350 individuals took part in, or helped organise 15 anti-drug community and publicity activities. These included district anti-drug and fight crime carnivals, exhibitions, sports competitions, seminars, festive visits to drug treatment and rehabilitation centres and day camp.

Action Against Money Laundering and Terrorist Financing

Hong Kong is committed to the fight against money laundering and terrorist financing. The establishment and operation of a comprehensive and effective regime to tackle these requires cross-functional co-ordination among government departments, financial regulators, professional and trade organisations and international bodies. Hong Kong has been a member of the Financial Action Task Force on Money Laundering (FATF) since 1990. It is also a founding member of the Asia/Pacific Group on Money Laundering (APG), a regional inter-governmental organisation combating money laundering and terrorist financing, established in 1997.

Since the enactment of the Drug Trafficking (Recovery of Proceeds) Ordinance in 1989 and the Organised and Serious Crimes Ordinance in 1994, a total of \$563 million assets were confiscated and handed to the Government. As at December 31, 2009, assets worth \$123.2 million had been ordered to be confiscated pending recovery. Furthermore, a total of \$4,286 million was put under restraint pending confiscation proceedings under the two ordinances.

In the light of changes in the money laundering and terrorist financing situation at the international level and with a view to strengthening the strategy in tackling the money laundering and terrorist financing problems, the overall co-ordinating role for the anti-money laundering/counter financing of terrorism (AML/CFT) policies was transferred from the ND to the Financial Services and the Treasury Bureau in October 2008.

The ND continued to promote compliance with AML and CFT standards in the non-financial sectors. It also assisted in overseeing the implementation of the 40+9 recommendations made by the FATF that were related to designated non-financial businesses and professions (DNFBPs)¹ and non-profit organisations (NPOs) with a

¹ The DNFBPs are Accountants, Estate Agents, Lawyers, Precious Metals/Stones Dealers, Trust and Company Service Providers.

view to ensuring that the AML/CFT measures taken by the relevant sectors and organisations were in accordance with the established international standards.

In February and March 2009, the ND organised a series of annual AML/CFT training seminars for DNFBPs and NPOs in collaboration with various professional bodies including the Estate Agents Authority, the Hong Kong Institute of Certified Public Accountants, the Hong Kong Institute of Chartered Secretaries and the Law Society of Hong Kong. The seminars have been accredited by these professional bodies as their Continuous Professional Development programmes. Over 1 400 practitioners from relevant sectors attended this series of seminars. Preparations were being made for the next round of seminars for the non-financial sectors in early 2010.

Separately, the ND, together with the Joint Financial Intelligence Unit, introduced a series of sector-specific educational programmes to relevant sectors to raise the practitioners' awareness of AML/CFT.

In June 2009, the ND published a revised interactive training kit for the DNFBPs including accountants, estate agents, precious metals and precious stones dealers as well as trust and company service providers. The training kit provides them with sector-specific red flag indicators on money laundering and financing of terrorism, case examples and useful information on how to file reports on suspicious transactions.

The ND is fully committed to combating money laundering and terrorist financing among the non-financial sectors and will continue to ensure that Hong Kong's AML/CFT regime meets the international standards.

Independent Commission Against Corruption

Hong Kong continues to be one of the most corruption-free cities in the world, taking pride in its clean civil service and a fair and vibrant business environment.

The Berlin-based Transparency International rated Hong Kong the 12th least corrupt place amongst 180 regions polled in its 2009 Corruption Perceptions Index. The non-governmental organisation, regarded as an international anti-corruption watchdog, commended the Hong Kong SAR Government and the Independent Commission Against Corruption (ICAC) for their intensified anti-corruption efforts in the midst of the global financial crisis.

The ICAC, Hong Kong's anti-corruption agency, has its independent status enshrined in the Basic Law. Its commissioner is directly accountable to the Chief Executive. Through a comprehensive strategy of law enforcement, prevention and education, corruption is kept well under control in the territory.

The year 2009 marked the 35th Anniversary of the inception of the ICAC. The agency is committed as ever to combating corruption in Hong Kong as well as in the international arena. In December, the ICAC organised the Fourth ICAC Symposium to exchange views with experts from around the world on effective strategies to combat corruption and economic crimes. With the European Anti-Fraud Office of

the European Commission as the co-host, the event attracted more than 300 delegates from 39 jurisdictions and international organisations, including the United States, the United Kingdom, Australia, Iceland, Singapore, Japan, Transparency International, the European Investment Bank and Asian Development Bank.

In 2009, the ICAC set up a Centre of Anti-Corruption Studies, the first of its kind in Hong Kong and neighbouring regions, to facilitate in-depth research on anti-corruption, corporate governance and integrity issues by law enforcement agencies and academics worldwide.

Corruption Situation

The corruption situation in Hong Kong remained stable in 2009. The ICAC received 3 450 corruption reports (excluding election-related complaints), representing a 2 per cent increase from 2008. Among these reports, 63 per cent or 2 183 reports involved the private sector, 31 per cent or 1 061 reports concerned government departments while the remaining 6 per cent or 206 reports were against public bodies. The number of pursuable reports decreased by 3 per cent to 2 530.

During the year, the ICAC received a total of 221 election-related complaints, most of which alleged minor, technical breaches of the Elections (Corrupt and Illegal Conduct) Ordinance.

Enforcement

The Operations Department investigates every pursuable report of corruption. It also adopts a proactive strategy to unearth unreported corruption by continually enhancing its intelligence gathering and analysis capability. The operational work is conducted under the strict supervision of the Commissioner on Interception of Communications and Surveillance.

Major investigations conducted during the year included misconduct in public office and acceptance of unauthorised loans involving public servants; corruption-facilitated fraud involving company listing, bank loans and insurance claims; and illegal kickbacks in the catering industry.

At year's end, the ICAC's case-load stood at 1 792, including 149 election-related cases. The increased complexity of cases, the prolonged period of trials and the rapidly evolving legal environment have posed challenges to investigative work. Notwithstanding these challenges, prosecutions were brought against 342 persons for corruption and related offences while 54 were cautioned for minor offences on the advice of the Department of Justice. The case-based conviction rate was 85 per cent.

Prevention

The Corruption Prevention Department helps government departments and public bodies minimise corruption risks by examining their procedures and practices and recommending measures to plug identified loopholes. It also helps private organisations consolidate good governance through its free advisory services.

During the year, the department conducted 80 corruption prevention studies covering a wide range of areas, including procurement, licensing and inspection systems, public works projects and law enforcement. Priority was accorded to issues of public concern and problems revealed in investigations. Expedient advice on new policies, laws and procedures was also provided to government departments and public organisations on 529 occasions.

The department also offered free, confidential and tailor-made corruption prevention advisory services on 377 occasions to private organisations requesting assistance. In response to public concern about the proper use of donations made to charities, the ICAC joined hands with the Hong Kong Council of Social Service, the Hong Kong Jockey Club and the Community Chest to host a seminar to raise awareness of good governance and internal controls amongst charitable organisations. A Best Practice Checklist for the Management of Charities and Fund Raising Activities was produced for charitable organisations.

Community Education

The Community Relations Department educates the public against the evils of corruption and enlists their support for anti-corruption work through community-based and sector-oriented programmes as well as the mass media.

The department continued to partner with the business sector to launch integrity programmes. In the wake of the financial crisis, the department hosted a seminar in September for operators of small and medium enterprises during which a best practice checklist was promulgated to help these companies enhance their corruption prevention capabilities. The department gave integrity talks to members of various professional bodies through their continuing development programmes.

In the public sector, the department worked alongside government departments to implement integrity building initiatives through a network of 161 ethics officers from 81 policy bureaux and departments. Two seminars were held in 2009 for ethics officers on staff management and disciplinary action.

In collaboration with the Home Affairs Department, the Hong Kong Housing Society and other professional bodies, the ICAC launched a territory-wide education and publicity programme to promote best practices in building financial management. A toolkit on building financial management produced by the Corruption Prevention Department was distributed to some 8 000 owners' corporations, and a series of workshops and roving exhibitions was held across the territory.

During the year, a series of initiatives was launched to inculcate positive values in young people and galvanise their support for the anti-corruption cause. Anti-corruption messages were incorporated in school teaching, with an 'ICAC Student Ambassadors' programme launched to tie in with the new senior secondary curriculum. For tertiary students, an extensive integrity training programme was launched, attracting 1 700 participants from Hong Kong, the Mainland and overseas.

Broadcast in September, the latest season of the 'ICAC Investigators' TV drama series attracted an average of nearly 1.4 million viewers for each episode. The drama, based on completed corruption cases, made a debut before the Mainland audience when telecast on China Central Television in December.

International and Cross-boundary Co-operation

The ICAC maintains regular operational liaison with overseas law enforcement agencies and regulatory bodies. During the year, the ICAC received a total of 442 visitors from 28 countries and five international organisations.

The ICAC and the Mainland procuratorates continued to provide assistance to each other under the Mutual Case Assistance Scheme established in 1988. In 2009, the ICAC and Mainland procuratorate officers interviewed a total of 77 witnesses in each other's jurisdictions through this scheme.

On the preventive and education fronts, the ICAC, the Ministry of Supervision and the Commission Against Corruption of Macao jointly organised a seminar in Macao in November to explore the control of corruption risks in the private sector. During the year, the ICAC briefed 5 100 visiting Mainland officials on Hong Kong's anti-corruption work.

At the invitation of Taiwan's justice authorities, the ICAC Commissioner led a delegation to visit Taipei in December to exchange experience on anti-corruption work focusing on integrity management, promotion of business ethics and moral education.

Checks and Balances

The ICAC operates under a stringent system of checks and balances. Apart from judicial supervision, the Commission's work is scrutinised by four independent committees: the Advisory Committee on Corruption, the Operations Review Committee, the Corruption Prevention Advisory Committee and the Citizens Advisory Committee on Community Relations. The committee chairmen hold a press conference annually to review their work in supervising the ICAC.

An independent ICAC Complaints Committee, chaired by a former member of the Executive Council and comprising legislators and prominent citizens, monitors the handling of non-criminal complaints lodged against the ICAC and its officers.

Government Laboratory

The Forensic Science Division of the Government Laboratory provides a comprehensive forensic service to the criminal justice system in Hong Kong. It has two operational groups. During the year, the professional staff of the division attended a total of 540 crime scenes.

The Drugs, Toxicology and Documents Group examines cases involving drugs. The number of such cases remained high in 2009, with ketamine continuing to be the most widely abused drug in Hong Kong followed by heroin, benzodiazepines, amphetamine type stimulants, cannabis and cocaine. The urinalysis service also saw a continual growth of demand during the year. In addition to providing drug testing

in monitoring known drug abusers, the service also supported more frequent drug testing for young drug offenders under a two-year enhanced probation scheme pilot project. The toxicological examination service of the division seeks to ascertain the presence or otherwise of drugs and poisons in suspicious deaths and in criminal offences where they are implicated.

In addition to routine handwriting and document examinations, the group offers technical advice and testing to the Immigration Department in respect of the quality of HKSAR e-passports and identity cards. This year, the Hong Kong Identity Card continued to be the most commonly forged document, followed by Mainland travel documents and credit cards.

The Criminalistics and Quality Management Group provides a wide range of support services to the law enforcement departments. It handles forensic biological samples and performs DNA analysis of exhibits seized from crime scenes. In addition, DNA profiles of convicted offenders, suspects and volunteers in its DNA Database are compared with outstanding DNA profiles of crime scene exhibits in unsolved cases. Comparisons are also performed among outstanding DNA profiles of exhibits from different unsolved cases for possible connection. During the year, there were 189 and 32 pairs of matches in the two types of comparisons, providing important investigative leads for the Police. In addition, the group deals with cases from the Immigration Department pertaining to right of abode applications that require genetic tests. The matched percentage rate was about 95 per cent of all submitted cases. Other services provided include chemical analysis of trace evidence, physical examination of toolmarks and shoeprints, investigation of suspicious fire cases and traffic accident reconstruction. During the year, the group handled a number of crime cases of high publicity, including acid throwing cases in Mong Kok and other districts.

Immigration Department

Immigration Control

The Immigration Department plays an important role in maintaining law and order by controlling entry into Hong Kong. Through checks at control points and the vetting of entry applications, immigration officers detect undesirable people, including international criminals and dubious visitors. In 2009, a total of 37 163 undesirable people were refused permission to enter Hong Kong.

Detection of Forged Travel Documents

Strict measures are taken to guard against forged travel documents. The department discovered 1 207 forged travel documents during the year, compared with 1 423 in 2008. The department maintains close contact with local, Mainland and overseas law enforcement agencies and consulates and exchanges information about these documents with them. Special operations were carried out by the department against forgery syndicates.

Interception of Target or Wanted Persons

In 2009, a total of 333 308 targeted or wanted persons were intercepted at immigration control points and other offices. They were suspected of being connected with offences or court orders ranging from failure to settle outstanding fines on time to serious crimes.

Illegal Immigration and Unlawful Employment

During 2009, a total of 2 028 Mainland illegal immigrants were intercepted and sent back across the boundary, compared with 2 460 in 2008.

The Immigration Department set up an Anti-Illegal Workers Combat Squad in January 2005 as a nimble and robust force to combat illegal employment. Its main duties involve conducting undercover patrols at illegal worker black spots.

In 2009, a total of 5 911 illegal workers were arrested in 10 829 raids, compared with 6 141 arrested in 10 227 raids in 2008. The vast majority of illegal workers were visitors who had breached their conditions of stay.

Illegal workers were either fined or jailed before being sent back to their places of origin. Their employers were also prosecuted. In 2009, a total of 392 charges were laid against employers of illegal workers.

Deportation and Removal

The Immigration Department processes deportation and removal orders. During the year, some 7 456 people convicted of offences punishable with imprisonment for not less than two years were considered for deportation, of whom 622 were deported. Another 437 were removed from the HKSAR. They comprised 283 illegal immigrants and 154 people who had breached their conditions of stay.

Investigation and Prosecution of Immigration Offenders

During 2009, a total of 9 355 charges were laid against people who had committed various immigration offences. These included illegally remaining in Hong Kong, breach of conditions of stay, making false statements or representations, and using or possessing forged travel documents.

A new section 38AA was added to the Immigration Ordinance under the Immigration (Amendment) Ordinance 2009, which came into effect on November 14, 2009 prohibiting illegal immigrants or persons subject to removal or deportation orders from taking up employment, whether paid or unpaid. A total of 28 people were prosecuted under the new provision in 2009.

Fire Services

The Fire Services Department fights fires, protects life and property in the event of fires and other calamities. It also provides emergency ambulance services, and gives fire protection advice to the public.

The department has 8 948 uniformed and 641 civilian members and is one of the world's finest fire brigades with well-trained personnel, advanced communications systems, and modern equipment and appliances.

The department responded to 35 771 fire calls, 25 069 special service calls and 659 289 ambulance calls in 2009.

Fire-fighting and Rescue

Of the 35 771 fire calls received in 2009, 10 were classified as major fires of No.3 alarm and above. Careless handling or disposal of lighted materials was the major cause of fires in 2009, accounting for a total of 2 010 fires, accidents occurring during the preparation of foodstuffs caused 1 738 fires, while electrical faults caused 763 fires. False alarms, triggered mainly by faulty automatic alarm systems contributed to about 71 per cent of the total number of fire calls.

The department also provides a wide range of rescue services for incidents such as traffic accidents, shipwrecks, people trapped in lifts or locked in rooms, gas leaks, house collapses, flooding, landslides, industrial accidents and attempts by people to jump from heights. The department handled 25 069 of such special service calls in 2009.

Ambulance Services

The Ambulance Command handled 659 289 calls during the year, or an average 1 806 calls per day.

The department's ambulance fleet is fully equipped and manned at paramedic level. All emergency ambulances and emergency medical assistant motorcycles are equipped with automated defibrillators and selected drugs for illness such as diabetes, shock, heart attack, shortness of breath and drug overdose.

The Government conducted a four-month public consultation between July and November 2009 on a proposal to implement a Medical Priority Dispatch System (MPDS) in Hong Kong to improve emergency ambulance services by providing quicker response to patients in critical or life threatening conditions.

The department continues to train front-line firemen to become first responders to provide basic life-saving support to casualties and patients while ambulance crews are making their way to the scene. During the year, first responders dealt with 43 619 cases.

Communications

The Fire Services Communications Centre, manned round the clock, is responsible for mobilising all fire-fighting and ambulance resources to provide timely fire and ambulance services to the community. The centre is also responsible for receiving complaints about fire hazards and dangerous goods. It acts as an emergency co-ordinator for other government departments and public utilities during large-scale emergencies or major calamities.

The centre is equipped with the Third Generation Mobilising System to enhance the efficiency of mobilising fire and ambulance resources.

Fire Safety

The Fire Safety Command draws up fire safety policies and formulates fire safety measures for buildings and mass transit systems. It also devotes much of its efforts to upgrading arrangements and procedures to protect old buildings from fire and to raise people's awareness of fire safety.

The two Building Improvement Divisions, established in 2009 following a restructuring of the former Commercial Buildings and Premises Division and the former Building Improvement and Support Division, are responsible for enforcing the Fire Safety (Commercial Premises) Ordinance and the Fire Safety (Buildings) Ordinance to upgrade the fire safety practices of prescribed commercial premises, specified commercial buildings, pre-1987 domestic buildings, and for investigating building fire safety complaints.

To further enhance fire safety in old composite buildings, a Special Enforcement Unit was set up to conduct inspections of old buildings and take enforcement actions against irregularities. In 2009, a total of 180 buildings were inspected, 798 Fire Hazard Abatement Notices (FHANs) were issued and 11 prosecutions were instituted.

To enhance public awareness of the importance of fire safety in buildings, a Building Fire Safety Envoy Scheme was launched to train owners and occupiers of buildings and staff of property management companies to become fire safety envoys to help promote fire safety in buildings. A total of 231 people joined the scheme during the year.

A Building Safety Loan Scheme, administered by the Director of Buildings, was established to provide financial assistance to owners to carry out building safety and fire safety improvement works. A total of 5 046 applications for such aid have been approved.

The New Project Division, in co-operation with the Buildings Department and other departments, is responsible for vetting new and amended building plans including those for mass transit systems, tunnels, bridges and the airport. It also defines the fire protection needs of particular premises. In 2009, the division vetted 12 797 building plans.

The Railway Development Strategy Division scrutinises the fire safety requirements of new railway infrastructure projects. It carried out a thorough inspection of the Austin Station and the tunnel between East Tsim Sha Tsui Station and Nam Cheong Station of the Kowloon Southern Link project before giving it the go-ahead in 2009.

The Support Division is responsible for formulating, reviewing and updating departmental policies on improving fire safety in buildings and makes every effort to reinforce public understanding of the need for fire safety. The division took the lead in organising the 2009 Fire Prevention Campaign by featuring the campaign in a television variety show, seen by 1.3 million people.

At the end of 2009, a total of 102 895 people were trained as Fire Safety Ambassadors (FSA) and 300 community leaders were appointed as FSA Honorary Presidents.

The Licensing and Certification Command determines the fire safety needs of various types of licensed premises, as well as dangerous goods stores and vehicles, to ensure proper protection for the public. It continued to work with the Efficiency Unit and Economic Analysis and Business Facilitation Unit to further streamline the licensing process.

The Fire Service Installation Task Force has further stepped up monitoring fire safety in buildings and continued to bolster public awareness of the need for fire service installations (FSIs) and equipment in buildings. A total of 99 129 inspections were made in 2009 with 2 479 FHANs issued. Legal action was taken against 18 owners of defective FSIs and five contractors for contravening relevant regulations.

The department adopted a four-pronged approach to improving fire safety in some old buildings in densely-populated areas such as Yau Ma Tei, Tsim Sha Tsui, Mong Kok and Wan Chai in 2009. It enlisted the help of the District Fire Safety Committees, comprising members of the public, FSA and civic leaders to promote fire safety in old buildings; stepped up inspections of old buildings to eradicate potential fire hazards; revisited buildings that were found to have potential fire hazards before; and encouraged the fire safety envoys to carry out checks regularly on buildings in their districts to make sure they are safe.

Appliances and Equipment

In 2009, the department had 864 fire appliances, ambulances and supporting vehicles. A fleet of 21 fireboats provided fire protection and rescue services within Hong Kong waters.

New Stations and Depots

The department continued to plan and build fire stations and ambulance depots to cope with the city's continuing development and growing service needs, and to adhere to the Government's policy of providing the fastest response possible to emergencies. During the year, the diving base on Stonecutters Island was commissioned to provide Fire Services divers with more professional diving training with the use of advanced equipment.

Public Liaison Group

The Public Liaison Group was set up to encourage public participation in monitoring and improving the delivery of emergency fire and ambulance services. The group had 30 members from all walks of life in 2009.

Correctional Services

The Correctional Services Department (CSD) runs a comprehensive range of services for adult and young offenders, drug addicts and offenders with psychiatric problems. Its services fall broadly under two headings: prison management and rehabilitation of offenders.

In 2009, the CSD managed 23 correctional institutions, three half-way houses, three rehabilitation centres, two custodial wards in public hospitals and one immigration centre for the Immigration Department. In all, 6 454 staff were looking after a daily average of 10 615² persons and 2 866 persons under supervision after discharge.

Offenders sentenced to imprisonment are assigned to institutions according to their gender, age and security ratings. Separate institutions are provided for males and females, and for adults and young offenders. Male and female young offenders aged between 14 and 20 may be admitted to a training centre or a rehabilitation centre. A detention centre programme is available for male offenders aged between 14 and 24. Drug addicts found guilty of an offence punishable by imprisonment may be placed in a drug addiction treatment centre.

All persons in custody receive proper care. Their diet follows approved scales of nutritional values with regard to their health and religious requirements. All adult offenders, unless certified physically unfit, are required to work six days a week. They are assigned to different work posts according to their fitness and security ratings, personal background and balance of sentence. They receive payments for their work, which may be used for buying approved personal items. They can watch television and have access to newspapers and library books. They may send and receive letters, receive visits and participate in religious services.

Penal Institutions

The CSD manages 12 prisons for adult males, consisting of three maximum, four medium and five minimum security institutions. Adult female offenders are accommodated in four prisons. For young male offenders, the department operates one maximum security institution, one training centre, one rehabilitation centre and one detention centre. Young females are accommodated at Lai King Correctional Institution, a multi-function institution serving as a prison, a training centre and a drug addiction treatment centre. Hei Ling Chau Addiction Treatment Centre and its Annex accommodate male and female drug addicts respectively. Siu Lam Psychiatric Centre is a maximum security prison which separately houses male and female offenders of all categories and detainees who require psychiatric observation, treatment or assessment. Five of the institutions cater for remanded males and females of different age groups. Facilities in a penal institution normally include dormitories, kitchens, dining rooms, laundries, workshops, areas for exercise and recreation, a library and a hospital.

CSD operates three half-way houses to help offenders, released under supervision, to reintegrate into society. The residents may go out to work or attend school during daytime.

² Including 10 325 in penal institutions, 53 in half-way houses and 236 in Castle Peak Bay Immigration Centre. Individual figures may not add up exactly to total due to rounding.

Penal Population

The penal population in 2009 decreased slightly compared with 2008. While overcrowding still existed in some institutions, the average occupancy rate of all penal institutions was 93 per cent.

During the year, 14 346 adults, comprising 9 520 men and 4 826 women, were sentenced to prison and 7 902 adults (6 005 men and 1 897 women) on remand were taken into custody. The number of young offenders sentenced to imprisonment totalled 613, comprising 388 males and 225 females, and 776 young people on remand (644 males and 132 females) were taken into custody. In addition, 643 young offenders (563 males and 80 females) were sentenced to detention in training centres, rehabilitation centres or the detention centre, and 1 572 offenders (1 252 males and 320 females) were placed in drug addiction treatment centres; while 3 571 offenders (2 996 males and 575 females) were remanded pending reports on their suitability for sentencing to one of these centres.

CSD has been looking for opportunities to improve penal facilities, update ageing institutions and relieve the overcrowding problem in some institutions. For example, the department plans to redevelop the institutions at Chi Ma Wan. Furthermore, redevelopment of the Lo Wu Correctional Complex will be completed in mid-2010 and the new institution will provide 1 400 penal places.

Assessment Services

Young people aged between 14 and 20, who are convicted of an offence punishable by imprisonment, may be remanded in custody for a period not exceeding three weeks for assessment of their suitability for admission to a training centre, rehabilitation centre, detention centre or drug addiction treatment centre. Young men aged between 21 and 24 may be similarly remanded for admission to the detention centre.

In 2009, the Rehabilitation Unit prepared a total of 5 132 suitability reports for the courts, and recommended 1 229 males and 204 females suitable for admission to a rehabilitation centre, a training centre or detention centre, and 1 546 males and 405 females suitable for a drug addiction treatment centre.

Young Offender Assessment Panel

The Young Offender Assessment Panel, comprising representatives from the CSD and the Social Welfare Department, makes recommendations to magistrates and judges on the most appropriate rehabilitation programmes for young male offenders aged between 14 and 24 and females aged 14 to 20.

Training Centres, Detention Centre and Rehabilitation Centres

Training centres provide correctional training for young offenders for periods ranging from six months to three years, which includes half-day educational classes and half-day vocational training. They also receive character development training in the form of scouting, guiding or outward bound training. Upon release, these young offenders must have suitable employment, education or vocational training and are subject to statutory supervision lasting three years.

A detention centre programme is carried out at Sha Tsui Correctional Institution for young male offenders aged between 14 and 20 for a period between one and six months, and young male adults aged between 21 and 24 for a period between three and 12 months. It emphasises strict discipline, strenuous training, hard work and a vigorous routine. After release, the young offenders are placed under a one-year statutory supervision.

In operation since July 2002, the rehabilitation centres provide an additional sentencing option for the courts to deal with young offenders aged between 14 and 20 who are in need of a short-term residential rehabilitation programme.

Education

Young offenders under 21 are required to attend educational classes conducted by qualified teachers. They are encouraged to take part in both local and overseas public examinations.

Offenders seeking an education may obtain financial assistance from the Prisoners Education Trust Fund, New Life Foundation and Prisoners' Education Subsidy Fund, which are all set up with charitable donations.

Vocational Training

To help young offenders reintegrate smoothly into society as law-abiding citizens, the CSD provides half-day vocational training programmes for young offenders under 21 years of age to enable them to acquire job skills, obtain accreditation and develop work habits.

For local adult offenders wishing to participate in the programmes, the CSD provides them with pre-release vocational courses. Full-time courses are provided at Lai Sun Correctional Institution, Pak Sha Wan Correctional Institution and Lai Chi Kok Correctional Institution. There are also part-time courses held in other institutions.

Correctional Services Industries

The CSD provides work for adult offenders as required by law to keep them gainfully employed and to help them develop good working habits, sense of responsibility and self-confidence. Through the training received at work, offenders can also cultivate work skills to facilitate their reintegration into society.

In 2009, a daily average of about 5 419 offenders were engaged in productive work, providing government departments and subvented bodies with a wide range of goods and services. These include office furniture, uniforms, leather goods, hospital linen, protective filter masks, fibreglass litter containers, traffic signs, pre-cast concrete products, laundry services for hospitals and clinics, book binding for public libraries, printing work, file jackets and envelopes. The market value of these goods and services, together with other domestic work and services provided for CSD, was \$439 million in 2009.

Welfare and Counselling Services

Rehabilitation Officers look after the welfare of persons detained in custody, and help them deal with personal problems and difficulties arising from their detention or imprisonment. They conduct individual and group counselling sessions and assist in running various rehabilitation programmes and services such as pre-release reintegration orientation courses, making arrangements for the prisoners to meet their family members and supplying them with information on community resources.

Drug Addiction Treatment

The CSD runs a compulsory treatment programme for convicted drug addicts, which provides the courts with an alternative to imprisonment. Male and female offenders are accommodated at Hei Ling Chau Addiction Treatment Centre and its Annex respectively. Young addicts aged between 14 and 20 are accommodated separately from the adults. The programme includes two to 12 months' in-centre treatment, followed by one-year statutory supervision.

Medical Services

Every institution has a hospital to provide inmates with primary medical treatment, healthcare and dental services. Inmates who need specialist treatment are referred to visiting specialists or specialist outpatient clinics of Hospital Authority or Department of Health. Pregnant prisoners are referred to public hospitals for related ante-natal care services and delivery.

Psychological Services

Psychological services are provided to offenders to improve their psychological well-being and to change their offending behaviour. Clinical psychologists and trained officers provide special treatment programmes for sex offenders, violent offenders, those with addiction problems, young offenders and offenders who are in need of psychological service/treatment.

They also provide assessment reports to the courts, review boards and institutional management on request. It has adopted an empirically-based protocol and clinical measures for assessing the offender's risk of re-offending upon discharge.

Supervision Services

Statutory supervision is provided to discharged young prisoners, people discharged from training, rehabilitation, detention and drug addiction treatment centres, and offenders discharged under the Release Under Supervision, Pre-release Employment and Post-release Supervision Schemes, as well as offenders discharged under a conditional release order or post-release supervision order. The aim of supervision services is to help ex-offenders reintegrate into society. Any breach of the supervision conditions may result in these ex-offenders being recalled for a further period of training, treatment or imprisonment.

In 2009, 2 774 offenders were discharged under supervision. They, together with those discharged in previous years and who had yet to complete their

supervision period, amounted to 2 952 people under the CSD's supervision at the end of 2009. During the year, 952 people were recalled for breach of supervision conditions.

Community Support

Community acceptance and support are of paramount importance to an offender's rehabilitation and reintegration into society. The Committee on Community Support for Rehabilitated Offenders is a non-statutory advisory body appointed by the Commissioner of Correctional Services to advise on programmes relating to reintegration and rehabilitation as well as strategies on publicity. It comprises community leaders and professionals from various sectors of society and representatives of non-governmental organisations and government departments.

The CSD continues to organise a variety of publicity activities to appeal for public support for rehabilitated offenders.

Information Technology and Management Services

The CSD makes continuous efforts to enhance the quality and efficiency of prison management and offender rehabilitation services through the use of new technologies.

Visiting Justices

Each penal institution is visited by Justices of the Peace fortnightly or monthly, depending on the type of institution. The Justices of the Peace receive and investigate complaints from prisoners, inspect their diets and examine the living and working conditions in the institutions.

Quality Assurance

To uphold the service standard of the department and strive for continuous service improvement, the Quality Assurance Division initiates enhancement through the conduct of regular inspections and management studies.

Complaints

The Complaints Investigation Unit is responsible for handling and investigating complaints in relation to the department's work. All investigation reports are subject to the scrutiny of the Correctional Services Department Complaints Committee. Persons in custody may also lodge complaints with any senior officers or duty officers of the CSD, or through other channels such as the visiting Justices of the Peace, The Ombudsman and the Legislative Council.

Commissioner on Interception of Communications and Surveillance

The Interception of Communications and Surveillance Ordinance, which came into effect on August 9, 2006, provides a new statutory regime for the authorisation and regulation of interception of communications and covert surveillance conducted by law enforcement agencies (LEAs) for the purposes of preventing or detecting serious crime and protecting public security. The ordinance provides for the appointment of a Commissioner on Interception of Communications and Surveillance

as an independent oversight authority. On the recommendation of the Chief Justice, the Chief Executive re-appointed Mr Justice Woo Kwok-hing, Vice-President of the Court of Appeal of the High Court, as the commissioner for another three years from August 17, 2009. The commissioner is assisted by a secretariat in performing his functions under the ordinance.

The main duties of the commissioner are to oversee and conduct reviews on the compliance by LEAs and their officers with the relevant requirements under the ordinance; carry out examinations upon applications from people who suspect they are subjects of interception or covert surveillance conducted by LEAs; give notifications to those affected in cases of interception or covert surveillance without the authority of a prescribed authorisation; and make recommendations to the Secretary for Security on the code of practice issued under the ordinance and to the heads of LEAs to better carry out the aims of the ordinance and the code of practice.

The commissioner is required to submit annual reports to the Chief Executive with statistical information and his assessment on the overall compliance with the relevant requirements under the ordinance during the report period. The annual report for 2008, covering the period from January 1 to December 31, 2008, was submitted to the Chief Executive in June 2009 and tabled in the Legislative Council in December 2009.

Civil Aid Service

The Civil Aid Service (CAS) is a government auxiliary emergency service established under the Civil Aid Service Ordinance. It has an establishment of 3 634 adult members, 3 232 cadets and 103 civil servants.

Its primary duty is to provide auxiliary support services during emergencies. Members are trained to perform emergency duties during typhoons, flooding and landslips; to search for and rescue people in distress in mountains; to help evacuate or rescue victims trapped under collapsed buildings or buried in landslips; and to combat vegetation fires and oil pollution at sea. In 2009, CAS members were mobilised for four rescue operations after tropical cyclones, 52 mountain search and rescue operations, and 31 vegetation fire-fighting operations.

The CAS was mobilised to assist the Food and Health Bureau in managing isolation centres during the Human Swine Influenza outbreak in May and June.

The CAS carried out crowd management duties at 230 public events in 2009 including those performed during the East Asian Games.

The CAS continued to patrol hiking trails and country parks on Sundays and public holidays to assist persons needing help in those places. During the dry season, CAS members are on standby duty to render assistance in the event of hill fires.

The CAS endeavours to develop leadership potential and cultivate civic and national awareness among young people by recruiting those aged 12 to 17 into the CAS Cadet Corps. Apart from participating in recreational activities, CAS cadets are

taught various disciplines and skills, including foot drill, basic emergency rescue, first aid, rock climbing and expeditions. Cadets aged over 13 are also encouraged to perform crowd management duties at festive or community events, and to patrol country parks.

Government Flying Service

The Government Flying Service (GFS) is a disciplined service department. It provides a wide range of flying services, including round-the-clock search and rescue coverage, casualty and medical evacuation, fire fighting and support for law enforcement agencies and other government departments.

The GFS has an establishment of 166 disciplined and 57 civilian staff, and operates a fleet of three fixed-wing aeroplanes and seven helicopters. In 2009, it flew a total of 4 951 hours, assisted in 430 search and rescue operations and transported 1 464 people to hospitals by helicopter. It also flew 8 926 government officers and official visitors in the course of their duties or programmes. In addition, auxiliary flying doctors and nurses flew a total of 379 hours in 524 operations.

Websites

Security Bureau: www.sb.gov.hk (links to Disciplined Services)

Independent Commission Against Corruption: www.icac.org.hk

Commissioner on Interception of Communications and Surveillance:
www.sciocs.gov.hk