

Chapter 16

Public Order

The law and order situation in Hong Kong remained stable in 2010. The overall crime rate (number of crimes per 100 000 population) fell by 2.9 per cent while the violent crime rate fell by 5.4 per cent compared to 2009. The overall crime detection rate was 42.8 per cent. Hong Kong retained its position as one of the safest cities in the world.

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 the prevention and reduction of crime, co-ordinates crime-fighting efforts and monitors their results.

In 2010, the FCC continued to monitor the overall crime situation and the trend of various types of commercial crime. It 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 FCC offered its views on the results of the 2008-09 Survey of Drug Use among Students and the Government's sustained anti-drug efforts. It also considered the results of the Trial Scheme on School Drug Testing in Tai Po District and the way forward.

The Standing Committee on Young Offenders, a sub-committee under the FCC, 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 FCC launched a publicity campaign against shop theft and on-line crimes which increased in 2009. To complement the on-going territory-wide campaign against youth drug abuse launched by the Administration since June 2008, the FCC continued to make the fight against youth drug abuse one of the three themes of the campaign.

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 FCC 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 December, the FCC organised a Fight Crime Conference for all DFCCs 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 that Hong Kong continued to be one of the safest cities in the world for residents and visitors.

At year-end, the Police Force had an establishment of about 28 100 police officers and more than 4 700 civilian staff. The Police Force was also reinforced by some 4 000 volunteers serving in the Hong Kong Auxiliary Police Force. 148 inspectors and 904 constables were appointed during the year.

Strategic Action Plan

To better meet various challenges, in January, the Police Force released the new Strategic Action Plan, setting out the priorities of police work from 2010 to 2012. It seeks to promote further the four established strategic directions – engaging the community, enhancing the personal and professional qualities of Police Force members, strengthening criminal intelligence gathering Police Force-wide, and supporting frontline units.

Crime

Reported crimes in 2010 totalled 75 965, a decrease of 2.1 per cent compared with 77 630 in 2009. The crime rate stood at 1 076 cases per 100 000 population, a drop of 2.9 per cent compared with 1 108 in 2009. The decrease was mainly due to a decline in serious narcotics offences, wounding and serious assault, and missing motor vehicles. The number of violent crimes decreased to 13 546, a drop of 4.6 per cent compared with 14 193 in 2009.

In all, there were 778 robberies, a drop of 10.6 per cent compared with 870 in 2009. It was the fourth consecutive year that no case of robbery with genuine firearms was reported. There were two bank robberies, a drop of four compared with six in 2009. Most of these crimes were committed by lone robbers.

Regarding non-violent crimes, burglaries increased from 4 489 in 2009 to 4 543, a rise of 1.2 per cent, while thefts fell slightly from 34 554 in 2009 to 34 343, down by 0.6 per cent.

Of reported crimes, 42.8 per cent (or 32 548 crimes) were detected, resulting in the arrest of 37 956 persons. Of this number, 3 576 were juveniles aged between 10

and 15 and 4 255 were young people aged between 16 and 20. Most young persons were arrested for shop thefts, wounding and serious assaults, miscellaneous thefts, and serious narcotics offences. During the year, three firearms were seized compared with six in 2009.

The number of triad-related crimes showed a decrease to 2 037 compared with 2 351 in 2009. This type of crime accounted for 2.7 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 2010 with a total of 1 102 persons arrested in Hong Kong for various crimes.

During the year, there were 961 cases of taking conveyance without authority, a drop of 13.8 per cent or 154 cases compared with 2009. The number of cases involving motorcycles and light goods vehicles decreased by 21.6 per cent and 13.8 per cent in 2010. 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

Following the enactment of the Domestic and Cohabitation Relationships Violence Ordinance by the Legislative Council in December 2009, the coverage of Police procedures for handling domestic violence was extended to cover same sex cohabitants and lovers.

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. 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 and judges of the Judiciary. 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 technology crimes.

The number of reported cases of serious fraud, counterfeit currency, forgery and technology crimes remained stable. Offences perpetrated by street deception gangs increased slightly from 55 cases in 2009 to 62 cases in 2010.

There was a declining trend in the number of cases of lottery fraud and related offences, particularly those targeting overseas Chinese. The Police detected 31 fraud cases in 2010, with 63 persons arrested for money laundering offences related to lottery scams involving some \$20.52 million. In one of those cases, four persons were arrested for dealing with property known or believed to represent proceeds of an indictable offence amounting to \$1.42 million.

During the year, the bureau seized 1 892 counterfeit Hong Kong banknotes. Owing to the successful intelligence partnerships with the Mainland and overseas law enforcement agencies, cases of counterfeit currency were contained at a low level.

As the leading enforcement agency, the bureau continued to excel in combating commercial crimes. One successful prosecution involved a case of money laundering which resulted in the arrest and subsequent conviction of one male remittance agent for laundering a total of \$2.84 billion of crime proceeds between 2003 and 2008. The defendant was sentenced to imprisonment for 7.5 years in the High Court in November 2010.

Technology Crime

The Police received a total of 1 643 reports of technology crime in 2010. About 83.2 per cent of the reported cases were related to online games, e-business fraud and unauthorised access to computers. The associated total monetary loss was about \$22.2 million.

The Technology Crime Division of the Commercial Crime Bureau strived to combat these crimes through proactive intelligence-led operations, close liaison with overseas law enforcement agencies and extensive publicity campaigns. It also continued to work closely with Mainland and overseas counterparts and industry stakeholders to strengthen its capacity to combat cross boundary technology criminal activities.

In view of the rapid development of information technology and the generalisation of its usage, the Police adopted a holistic strategy to fight and prevent technology crime. In collaboration with the Hong Kong Police College, the division offered seven professional certification courses in 2010 for local and overseas law enforcement agencies in the Asia and South Pacific region to enhance their technology crime investigation techniques and computer forensic capabilities.

Dangerous Drugs

Tackling youth drug abuse continued to be a priority of the Police Force in 2010. The Police Force continued to strengthen its role in preventive education and anti-drug publicity.

The majority of arrests were in respect of ketamine. There was a substantial increase in the amount of cocaine seized, with some large seizures at wholesale level in individual cases contributing greatly to the upward trend. The majority of manufacturing cases involved the conversion of cocaine powder into the form commonly known as 'crack'. A total of nine premises used for such purposes were neutralised. Furthermore, two cases involving the manufacture of methamphetamine were detected.

The Narcotics Bureau joined efforts with the Mainland and overseas counterparts to tackle cross-boundary and transnational trafficking. These efforts led to substantial drug seizures and the dismantling of drug production sites outside Hong Kong. A total of 1 372 kilogrammes and 100 tablets of illicit drugs plus 139

kilogrammes of precursor chemicals were seized in the Mainland or overseas. A total of five illicit drug manufacturing enterprises in the Asian region were also dismantled.

Financial Investigation

During the year, both the Financial Investigations Division and the Joint Financial Intelligence Unit under the Narcotics Bureau made an enhanced contribution to Hong Kong's efforts in combating money laundering and terrorist financing. Convictions for money laundering offences increased. The amount of criminal assets restrained and confiscated rose compared to 2009.

There were significant increases in the number of suspicious transaction reports handled by the Joint Financial Intelligence Unit, facilitated in part by enhanced global regulation. The Police also continued to be well represented in local, regional and international forums in order to facilitate outreach, enhance their enforcement capability and keep abreast of the new developments in the area. The Police Force attended the plenary sessions and participated in a number of working groups and typologies research projects under the Financial Action Task Force and the Asia Pacific Group on Money Laundering.

Illegal Immigration

In 2010, a total of 3 092 illegal immigrants were arrested, a decrease of 16 per cent compared to 3 701 in 2009. The number of non-ethnic Chinese illegal immigrants arrested decreased to 377, a noticeable decrease of 72 per cent compared to 1 364 in 2009.

To control the influx of illegal immigrants, the Police and other government departments continued to take proactive measures in mounting inter-departmental operations. Close liaison and co-operation were also maintained with the Guangdong Border Defence Bureau to strengthen enforcement actions at the boundary.

Crime Prevention

The Crime Prevention Bureau continued its unabated effort to increase public awareness of all crimes through a variety of publicity campaigns, close co-ordination with other government departments and organisations to keep Hong Kong safe.

The bureau, through its Security Companies Inspection Unit, worked closely with the security industry to ensure that security companies, security personnel and monitored alarm systems were of the highest standard. They made regular inspections of all security companies and shared with them good practices and new developments particularly in the area of human resource management.

Forensic Support

The Identification Bureau continued to play a significant role in supporting crime investigations and prosecutions by providing fingerprint collection and photography services as well as collecting DNA evidence from crime scenes. During

the year, it established the criminal history of 29 355 individuals, linking 1 619 people to 1 403 criminal cases.

During the year, the bureau implemented new protocols for handling evidence from digital closed circuit television (CCTV) footage Police Force-wide. This initiative was introduced to keep the Police equipped with the latest crime investigation technology.

The Forensic Firearms Examination Bureau is responsible for providing quality forensic services in relation to firearms evidence in Hong Kong. In February, the bureau was granted the renewal of accreditation by the American Society of Crime Laboratory Directors/Laboratory Accreditation Board for another five years. The accreditation is a professional recognition of service quality and integrity.

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 liaison officers stationed in Hong Kong.

Part of the core business of the 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 the end of the year, the Government had signed bilateral agreements with 27 jurisdictions on mutual legal assistance in criminal matters and 18 jurisdictions on surrender of fugitive offenders.

In 2010, Hong Kong Police Force hosted the 18th Bilateral Meeting with the Ministry of Public Security of China, discussing major security issues at strategic level. The Police Force also co-operated closely with the Guangdong Public Security Department and Macao Police in combating cross-boundary crimes at operational level. The ties with these counterparts were further strengthened at the 16th Guangdong-Hong Kong-Macao Tripartite Criminal Investigation Department Heads Meeting in July.

The Police Force 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 Force also continued to enhance co-operation with INTERPOL in multiple areas. In September, the Police Force co-hosted with INTERPOL the first INTERPOL Information Security Conference in Hong Kong with the attendance of close to 300 delegates from the industry and law enforcement agencies worldwide. The Police Force was also invited by INTERPOL to provide training to member countries and reciprocal training opportunities in INTERPOL were identified for officers from the Police Force.

Force Search Unit

As part of an ongoing effort to improve and professionalise its services, the Force Search Unit was the first government department accredited by the Hong

Kong Council for Accreditation for Academic and Vocational Qualification in March to operate the Diploma in Search and Venue Security programme at Level 3 of the Qualifications Framework.

Police Dogs

There were 103 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 354 criminals.

In supporting the fight against drug abuse, nine passive alert dogs were trained and deployed during the year. They have assisted in detection of 22 drug cases since deployment.

Police Licensing Office

In 2010, the Police Licensing Office supported various Government business facilitation and licensing improvement initiatives. Through improvements to the computer system, the processing time for security personnel permit application was reduced from nine to six days. During the year, the office processed 47 928 security personnel permit applications, 124 massage establishment licence applications, 203 pawnbroker licence applications and 4 102 liquor licence applications.

Marine Region

2010 saw the successful delivery of 17 new Medium Patrol Launches and 12 Divisional Fast Patrol Craft, bringing the Region closer to full implementation of the Versatile Maritime Policing Response strategy. Deployment of these craft, together with the 94 craft already in service, and supported by the digital radar and thermal image-equipped Central Command System, resulted in the arrest of 1 238 illegal immigrants and the rescue of 70 persons in Hong Kong waters.

The Region continued to target syndicated smuggling of goods as a major priority. During the year, 33 high powered speedboats were confiscated and contraband worth \$77 million was seized.

Traffic

During the year, there were 14 943 traffic accidents involving casualties including 117 deaths, an increase of 4 per cent and a decrease of 16 per cent respectively when compared to 2009. A total of 428 494 fixed-penalty tickets for moving offences was issued, a slight decrease of 0.1 per cent compared to 2009. In addition, 737 061 tickets were issued for parking offences representing an increase of 3 per cent and a total of 72 117 summonses was served to traffic offenders, an increase of 13 per cent compared to 2009.

Public Relations

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

PPRB also assisted the Fight Crime Committee in planning and implementing the Fight Crime Publicity Campaign 2010-11.

Police 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, PPRB produces *Police Magazine*, *Police Report* and *Police Bulletin*. It also assists local and overseas TV broadcasters and film-production companies in production of TV dramas, documentaries and films related to police work as well as supporting the Create Hong Kong in processing applications for filming-related licences.

During the year, PPRB published a bi-weekly newspaper, *Offbeat*; a JPC monthly newsletter; an album entitled *Police Action*; and the yearbook *Hong Kong Police Review 2009*. The album won the Honors Award in the Special Project category of the Galaxy Awards 2010 while the review won the Judges' Special Award for 2010 Best Annual Report Awards organised by the Hong Kong Management Association.

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 fighting against crime. During the 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 23 648 hotline phone calls (excluding those made to the 999 emergency hotline) and 5 011 crime information forms, resulting in 224 arrests.

Planning and Development

The Central District and Central Division completed their move to a new building at 2 Chung Kong Road, Sheung Wan in July. The move signified the amalgamation with the Waterfront Division to form the single-division Central District. The report room in the former Waterfront Police Station was refurbished under a pilot scheme to modernise the design. The vacated Arsenal House Low Block accommodation was occupied by the Wan Chai District which was relocated from 123 Gloucester Road, Wan Chai. The relinquished building, together with the adjacent vacated Police Married Quarters at Jaffe Road, was returned to Government for redevelopment.

Information and Communication Technology

With funding support from the Finance Committee of the Legislative Council in May, the Police Force started pre-implementation work on the development of the Second Generation Communal Information System (CIS 2). The key people-centric, procedure-driven and process integration features of CIS 2 aim to enhance quality and efficiency of policing services.

Training

The Police College continued to provide quality training programmes and services to enhance the personal and professional qualities of Police Force members. To promote knowledge sharing further, a number of experience sharing sessions named 'Knowledge Cafes' were organised to enable members to share their valuable work experiences on specific policing issues.

The college's relentless pursuit of excellence in professional training services was rewarded when it received quality certification and international recognition during the year. The Police Operational Learning Division of the College achieved ISO 9001:2008 certification, and the 'Asia's Finest' video produced by the Learning Technologies Division won the Bronze Award at the 2009-10 Mercury Awards. The psychological competency training, which aims to equip police officers with psychological knowledge and skills, received the 2009 American Society for Training and Development Excellence in Practice Award in May.

Occupational Safety and Health

In May, the Police Force rolled out the new Force Safety Management System (FSMS). The new system achieved greater alignment, simplification and direction compared to the previous FSMS and represented a significant contribution ensuring that frontline units carry out their duties in a safe and controlled manner.

The new FSMS was launched in conjunction with a new e-system that significantly reduces the administrative procedures needed to be completed. All accidents taking place during the year were reported electronically and a full accident trend analysis was conducted at the end of the year. The number of accidents continued its downward trend with less than 1 000 accidents recorded during the year.

Towards the end of the year, the Police Force formed an Occupation Safety and Health (OSH) Cadre comprising nearly 30 officers. The cadre provides training and practical advice on OSH matters to frontline officers.

Service Quality

The Service Quality Wing continued to serve as a facilitator for the Police Force's strategic planning and assisted the Police Force management in the formulation of the Strategic Action Plan 2010-2012, which was published in January.

Living-the-Values Wave VII Workshops, with the theme 'Professionalism in the Changing World', commenced in September and are scheduled for completion by the first quarter of 2012.

To study views from frontline officers and the public, the Hong Kong University Public Opinion Programme was commissioned during the year to conduct two independent surveys including a Staff Opinion Survey and the Customer Satisfaction and Public Opinion Surveys.

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).

Since the Independent Police Complaints Council Ordinance (IPCCO) came into operation on June 1, 2009, the two-tier police complaints handling system has been operating effectively. CAPO continued to render full support to the IPCC in its performance of the functions as stipulated under the IPCCO in 2010.

During the year, CAPO received 3 320 reportable complaints, representing a decrease of 21.6 per cent as compared to 2009.

To promote further the Police Force's value of Integrity and Honesty, and to help maintain public confidence, the Police Force published a set of behavioural guidelines to define the parameters of behaviour expected of Police Force members on and off duty. The guidelines gained Police Force-wide acceptance after a successful internal communication campaign.

Independent Police Complaints Council

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 24 members, all appointed by the Chief Executive, are drawn from a wide spectrum of society with diverse expertise. The council had 110 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.

During the year, IPCC scrutinised and endorsed the findings in 4 368 investigation reports on reportable complaints received in 2010 or those carried forward from previous years, involving a total of 7 952 allegations. Of these reports, 237 cases were found substantiated and the Police have taken appropriate actions against the officers involved.

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 5 559 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 2009-10, the excise duties collected amounted to \$6.46 billion, of which 51.9 per cent was from tobacco, 43.9 per cent from hydrocarbon oil, 4 per cent from liquor and 0.2 per cent from methyl alcohol, representing a total increase of 6.8 per cent over 2008-09.

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 2010, the department registered 151 motor traders, assessed the provisional taxable value on 58 514 vehicles and re-assessed 13 738 of them, resulting in the collection of \$6.49 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 and the new limits on tobacco products brought into Hong Kong since August 2010. During the year, there were 2 162 cases involving smuggling, storage, distribution and peddling of illicit cigarettes, a decrease of 26 per cent compared with 2009. A total of 75 million sticks of illicit cigarettes were seized.

During the year, 4 147 people were fined under the Compounding Scheme for abuse of duty-free cigarette concessions, a decrease of 25 per cent compared with 2009, involving 1.5 million sticks of cigarettes.

The department continued co-operating with overseas customs administrations to stamp out transnational cigarette smuggling. In 2010, by monitoring suspicious shipments and through intelligence exchange, the department's efforts led to the seizure of 19.09 million sticks of illicit cigarettes by overseas enforcement authorities.

The department took sustained action to stamp out illicit fuel activities. In 2010, it solved 362 illicit fuel cases, arrested 320 people and seized 470 000 litres of illicit fuel. The number of seizures was 41 per cent less than that of 2009.

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 2010, the department dealt with 148 drug trafficking cases and neutralised two drug manufactories and 15 drug storage and distribution centres. A total of 693 kilogrammes of assorted dangerous drugs were seized and 370 people arrested. The department smashed two major drugs operations in July and December and seized 89 kilogrammes of methamphetamine and 286.3 kilogrammes of cocaine. Co-operation with the Mainland and overseas Customs administrations resulted in the seizure of 29.7 million tablets containing precursor chemicals and 18.7 kilogrammes of assorted dangerous drugs in the Mainland and overseas.

As part of the Government's vigorous efforts to combat drug abuse by young people, the department strengthened enforcement at boundary control points by stepping up checks on cross-boundary coaches and private vehicles, deploying more detector dogs and plainclothes officers in operations, exchanging intelligence and mounting parallel operations with its Mainland counterparts. It also collaborates with non-governmental organisations to help young people stay away from drugs and to lead a healthy life.

Anti-smuggling Operations

Smuggling carried out across the Hong Kong-Mainland boundary remains an enforcement concern. In 2010, a total of 200 Hong Kong-Mainland smuggling attempts were detected, resulting in the arrest of 219 people and the seizure of about \$357 million worth of smuggled goods.

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

The department continues to collaborate with other law enforcement agencies to combat smuggling activities through exchange of intelligence and the 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 in carrying out surveillance and enforcement activities, publicity campaigns and intelligence exchange.

Narcotics Division

The Narcotics Division (ND) of Security Bureau co-ordinates anti-drug policies and measures, particularly the youth drug abuse problem, which has deteriorated in recent years. It also oversees anti-money laundering and countering terrorist financing in respect of non-financial sectors.

Overall Strategy and Co-ordination

The Government adopts a five-pronged approach in the fight against drug abuse, as embodied in the report of the Task Force on 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. A 'Path Builders' platform has been launched to help foster a caring culture for young people.

The Action Committee Against Narcotics (ACAN), a non-statutory body comprising professionals in the medical, youth service, education, media, community service, parent education, legal and anti-drug fields, advises the Government on anti-drug strategies. Headed by a non-official, 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 (DH) and the Social Welfare Department (SWD). 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 two subcommittees on preventive education and publicity and on treatment and rehabilitation. These comprise members with diverse backgrounds and expertise.

Efforts were made to step up the anti-drug campaign along five strategic directions promulgated by the Chief Executive: community mobilisation, community support, drug testing, treatment, and law enforcement.

Legislation and Enforcement

The ND and relevant departments monitor closely the changing drug scene. Existing laws are regularly reviewed to cope with any emerging threat. The Police, the Customs and Excise Department and the DH spare no efforts in taking actions against drug crimes. A total of 1 364 kilogrammes, 377 litres and 165 086 tablets of dangerous drugs were seized in 2010 and 6 399 persons were arrested for drug-related offences.

Treatment and Rehabilitation

The ND works with its anti-drug partners to provide a variety of treatment and rehabilitation services for drug abusers from different backgrounds. The major services include a compulsory drug treatment programme run by the Correctional Services Department, a voluntary methadone outpatient treatment programme operated by the DH, and voluntary residential programmes run by non-governmental organisations (NGOs). The Hospital Authority has been providing psychiatric treatment for substance abusers through its substance abuse clinics at all seven hospital clusters. In addition, counselling centres for psychotropic substance abusers

(CCPSAs), operated by NGOs and subvented by the SWD, provide community-based services to abusers of psychotropic substance.

Under the Drug Dependent Persons Treatment and Rehabilitation Centres (Licensing) Ordinance, treatment centres offering voluntary residential treatment and rehabilitation services 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, 19 centres were operating with licences, while certificates of exemption were issued to 21 centres that had been operating before the ordinance went into effect.

Treatment and rehabilitation services for drug abusers were further enhanced in 2010: four new CCPSAs were opened in October, bringing the total number to 11; the manpower of 16 district youth outreaching social work teams was strengthened; two DH-subvented treatment centres expanded their service capacity; and additional consultation sessions were arranged in substance abuse clinics.

The ND also continued to work closely with stakeholders to implement a fifth three-year plan on drug treatment and rehabilitation services covering 2009 to 2011. Its key recommendations include strengthening multi-disciplinary collaboration, provision of training for anti-drug workers and enhancing treatment and rehabilitation programmes in terms of capacity and sophistication. The first edition of a tiered multi-modality framework of treatment and rehabilitation services for drug abusers was published in December. It organises the broad array of services in a more structured conceptual framework for reference by the Government, the anti-drug sector and service users.

Drug Testing

Given the hidden nature of psychotropic substance abuse, the Task Force on Youth Drug Abuse recommended drug testing as an innovative tool for early identification and prevention.

A trial scheme on school drug testing was carried out in 23 secondary schools in Tai Po District in the 2009-10 school year and continued in the 2010-11 school year. An evaluation research completed in November revealed positive results in preventing student drug abuse, motivating students troubled by drugs to seek help and cultivating a drug-free culture on campus. Following its recommendations, the Administration is encouraging other districts and schools to pursue voluntary drug testing as part of the healthy school policy.

Following the Chief Executive's lead in introducing hair drug testing, the Government Laboratory successfully developed the technology with accreditation. It launched a pilot scheme in June, providing free hair drug testing services to interested parties providing drug treatment and rehabilitation and youth services. The ND is exploring expansion of services to other parties and transfer of the technology to industry.

Separately, the Government is studying a proposal for compulsory drug testing with a view to discussing it with stakeholders and consulting the public.

Preventive Education and Publicity

Schools play an important role in preventing drug abuse. To tackle youth drug abuse in schools, the ND continues to support the EDB in promoting the institutionalisation of a school-based healthy school policy incorporating anti-drug measures.

Support for schools continued to be strengthened. Structured professional training for school personnel was provided. Training sessions and seminars, supported by an anti-drug resource kit for schools were organised to provide school managers and teachers with useful information for the development of a healthy school policy, the formulation and evaluation of anti-drug education programmes and curricula, the identification of students at risk and needing assistance, and the use of community resources and cross-disciplinary efforts in preventing and tackling drug abuse by students.

Preventive education programmes and measures for students were stepped up. In view of the lowering of the average age of young drug abusers, drug education programmes for students were extended to Primary Three in the 2010-11 school year. The target coverage of students has been increased to 80 per cent of all Primary Three to Primary Six students of local schools and 70 per cent of international schools and designated schools serving non-Chinese speaking students.

As part of the enhanced support services for parents and the school sector, a series of measures was implemented. These measures included district-based parent seminars, publication of anti-drug educational materials such as frequently asked questions and newsletters, and a telephone support service manned by social workers for handling drug-related enquiries from parents and teachers available by dialling 186 186.

A territory-wide publicity campaign with the theme 'No Drugs, No Regrets. Not Now, Not Ever' launched in June 2008 has heightened public awareness of the youth drug abuse problem. Building upon that campaign, a series of initiatives with a new theme, 'Stand Firm! Knock Drugs Out', was launched in July to encourage young people to stay away from drugs. To tie in with the new theme, three new sets of Announcements in the Public Interest (APIs) and posters were produced. Various means, including large outdoor banners, advertisements at public transport stations, karaoke clubs and upstairs bars, SMS messages on mobile phones and on the internet, were used to promote the anti-drug message. A new set of television and radio APIs on the dire consequences of abusing thinner and cough medicine was also produced.

The ACAN and the ND joined Radio Television Hong Kong in organising a series of programmes to drive home the anti-drug message. This series was launched with a ceremony in June to mark the International Day Against Drug Abuse and Illicit Trafficking, and featured a radio drama series. Radio segments with interviews with celebrities and young ex-abusers, anti-drug talks, a song competition, and a family day camp promoted anti-drug messages and positive life attitudes among young people, as well as the importance of family support in preventing drug abuse.

Efforts were made through such channels as mobile phones and the Internet to engage young people. A 'Beat Drugs Fund' subsidised projects which reach out to young people and at-risk youths through social media platforms, forums and blogs.

The Hong Kong Jockey Club Drug InfoCentre continued to serve as a platform for promoting anti-drug messages. In 2010, it received 42 000 visitors, which included 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, youth outreaching teams, treatment and rehabilitation agencies, hospitals and clinics.

In 2010, some 12 420 drug abusers were recorded in the registry, of which 30 per cent were new cases, 22 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 greatly over the years, reaching 61 per cent in 2010. Ninety-eight per cent of reported drug abusers under the age of 21 abused psychotropic substances. Commonly abused psychotropic substances by all age groups included ketamine (36 per cent), ice (13 per cent) and triazolam/midazolam/zopiclone (10 per cent). In 2010, about 23 per cent of drug abusers were reported to have abused more than one drug.

Some 9 per cent of drug abusers were reported to have taken drugs in the Mainland, mostly in Shenzhen. Forty-five per cent were reported to have taken drugs only in their own homes or in friends' homes, another 34 per cent at both homes and other places such as recreation areas, public gardens, public toilets and discos or karaoke halls. The remaining 20 per cent took drugs wherever convenient.

Research

Findings from drug-related research studies provide useful evidence-based references for the Government's formulation of anti-drug strategies and programmes. The year saw completion of the '2008-09 Survey of Drug Use among Students' which covered students from upper primary to university. The proportion of secondary students who had ever used drugs in their lifetime increased from 3.3 per cent in 2004-05 to 4.3 per cent in 2008-09. The corresponding proportions of upper primary, undergraduate and other post-secondary students, as surveyed for the first time in 2008-09, were 1.6 per cent, 2.9 per cent and 5.4 per cent respectively.

The survey also provided valuable information on 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.

Six new research projects were launched in 2010:

- ‘Psychiatric comorbidity and cognitive dysfunction in primarily ketamine users – a closer look’;
- ‘A review of estimation method on prevalence of drug abuse population in Hong Kong’;
- ‘Study of the drug abuse situation and service needs of non-engaged youth in Hong Kong’;
- ‘Prospective observational study of urinary symptoms, sexual behaviours and psychiatric symptoms in ketamine misusers’;
- ‘The detrimental effects of long term ketamine with alcohol abuses in mice and its use in an educational program’; and
- ‘Clinical profile of lower urinary tract changes and urinary marker measurements in young adults using ketamine’.

These were in addition to seven ongoing projects:

- ‘Study of patterns of drugs of abuse in New Territories East and West 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’;
- ‘Effective ways to dispel misunderstanding about psychotropic substances in youth at risk for drug abuse problems’;
- ‘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’.

International Action and Regional Co-operation

Hong Kong supports international actions against drug abuse and drug trafficking and participates in a number of regional and international meetings and seminars concerned with anti-drug policies, law enforcement, treatment and rehabilitation, and preventive education. Three international anti-drug conventions, which provide a treaty-based framework for international co-operation to address drug problem, apply to Hong Kong. They are the 1961 Single Convention on Narcotic Drugs as amended by the Protocol of 1972, the 1971 Convention on

Psychotropic Substances and the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances.

In March, representatives from the ND, the Police, the Customs and Excise Department, the Department of Health and the Social Welfare Department took part in the 53rd session of the United Nations Commission on Narcotic Drugs held in Vienna as members of the Chinese delegation.

Co-operation with the Shenzhen authorities was also 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' initiative was launched by the ACAN and the ND in September 2008 to mobilise the community in supporting young people. Since then, over 160 organisations and 120 individuals have pledged support for it. It provides a platform from which community resources can be channelled to programmes and initiatives for young persons' healthy development. Businesses, professional organisations and individuals are encouraged to contribute to it in various ways, such as providing internship or vocational training opportunities, partnering schools and NGOs in organising mentorship schemes, and making donations to youth programmes. The ND will continue to reach out to more organisations and rally their support for the 'Path Builders' initiative.

The Beat Drugs Fund

The Government set up a 'Beat Drugs Fund' in 1996 with a capital of \$350 million to support community efforts in combating drug abuse. An injection of \$3 billion into the fund was made in 2010 to generate more income and resources for supporting anti-drug projects. In 2010, about \$54 million was approved by the fund for carrying out 65 projects.

Volunteer Scheme

During the year, the 'Anti-drug Volunteer Group' comprising 105 companies and institutions and 265 individuals took part in, or helped organise 28 anti-drug community and publicity activities. These included district anti-drug and fight crime carnivals, exhibitions, sports competitions, seminars and visits to drug treatment and rehabilitation centres on festive occasions.

Action Against Money Laundering and Terrorist Financing

Hong Kong is committed to the fight against money laundering and terrorist financing and has in place a robust system to combat these activities. Hong Kong has been a member of the Financial Action Task Force on Money Laundering, the international anti-money laundering/counter financing of terrorism (AML/CFT) standard setter since 1990 and is a founding member of the Asia/Pacific Group on Money Laundering. The Financial Services and the Treasury Bureau co-ordinates the overall AML/CFT policies, while the ND continues to promote compliance with the international standards in designated non-financial sectors such as lawyers,

accountants, estate agents, dealers in precious metals and precious stones, trust and company service providers, and non-profit organisations.

In 2010, the ND organised a series of training seminars and workshops for different non-financial sectors to raise practitioners' awareness of AML/CFT. Over 2 500 practitioners from relevant sectors attended the seminars and workshops.

The ND has been discussing with the non-financial sectors to formulate a regulatory framework for AML/CFT that works best for Hong Kong and complies with international standards. More preparatory work will be done for the introduction of legislation in due course.

Independent Commission Against Corruption

The year 2010 saw corruption kept well under control. Hong Kong upholds its reputation as one of the world's most corruption-free cities, with a clean civil service and a fair and robust business environment.

Among 178 regions polled in the Transparency International's (TI) Corruption Perceptions Index 2010, Hong Kong was ranked the 13th cleanest place. The TI is a non-government global civil society organisation based in Germany.

Through a holistic strategy of law enforcement, prevention and education, the ICAC fights corruption without fear or favour. The anti-corruption agency has its independent status guaranteed under the Basic Law which stipulates that its commissioner is directly accountable to the Chief Executive.

The commission continued to enjoy strong public support. Non-anonymous complaints increased to 74 per cent in 2010 compared with 69 per cent in 2009. Ninety-eight per cent of respondents to an opinion survey expressed support for the ICAC. Positive feedback was received from over 3 200 visitors participating in the ICAC Open Day held during the year.

Internationally, Hong Kong gained wide recognition for its accomplishment in containing corruption. The ICAC's commissioner and deputy commissioner were appointed top advisors to the first International Anti-Corruption Academy set up in Vienna to train up a new generation of graft fighters.

During the year, the Centre of Anti-Corruption Studies set up by the ICAC hosted an international conference on collaborative governance and integrity management in Hong Kong and signed academic co-operation agreements with anti-corruption research centres under the Chinese Academy of Social Science and Mainland universities.

To strengthen collaboration with the ICAC's Mainland counterparts, the commissioner led a delegation to the National Bureau of Corruption Prevention in the Mainland. During the visit, good practices in managing construction works were shared with authorities there responsible for reconstruction projects following the earthquake in Sichuan Province. The ICAC also co-organised a seminar in Harbin on the management of public finance with the Mainland's Ministry of Supervision and the Commission Against Corruption of Macao.

Corruption Situation

The corruption situation in Hong Kong remains stable. The ICAC received 3 427 corruption reports (excluding election-related complaints) – a 1 per cent decrease from 2009. Sixty-four per cent or 2 181 reports involved the private sector, 30 per cent or 1 024 reports concerned government departments while the remaining 6 per cent or 222 reports were against public bodies. The number of pursuable reports increased by 5 per cent to 2 663.

In 2010, the ICAC received 47 election-related reports, mostly alleging minor and technical breaches of the Elections (Corrupt and Illegal Conduct) Ordinance.

Enforcement

The Operations Department investigates pursuable reports of corruption in accordance with the law. The department enhances systematically its professional capability, unearths unreported cases and brings the perpetrators to justice.

Major cases investigated by the department were mainly related to allegations of corruption and misconduct involving public servants; commercial fraud, stock listing improprieties, fraudulent insurance claims and bank loan scams facilitated by corruption; and kickback scams in the catering industry.

At year's end, the caseload stood at 1 869, including 30 election-related cases. During the year, 393 people were prosecuted for corruption and related offences while 30 were cautioned for minor offences on the advice of the Department of Justice. Of the prosecutions completed during the year, 88 per cent resulted in convictions.

To ensure full compliance with the requirements under the Interception of Communication and Surveillance Ordinance, the department continued to strengthen staff training on related legal and administrative procedures and held 13 briefings and workshops during the year.

Prevention

The Corruption Prevention Department examines procedures and practices in government departments and public bodies and recommends measures to close loopholes conducive to corruption. It also helps private organisations enhance governance and internal control by offering free consultancy service.

The department's ambit covers many areas, including procurement, licensing and inspection systems, public works projects and law enforcement, giving priority to issues of public concern and problems revealed in investigations. In addition to 72 detailed corruption prevention studies, the department also provided expeditious advice on new policies, laws and procedures to government departments and public organisations on 488 occasions.

In response to public concern about the need for sound governance of non-governmental organisations and schools, the department produced two 'Best Practice Checklists' to help these organisations strengthen controls and enhance transparency.

The department also offered free and confidential corruption prevention advisory service on 366 occasions to private organisations requesting assistance.

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.

Under an Ethical Leadership Programme jointly organised with the Civil Service Bureau, the department held experience-sharing workshops to assist 150 Ethics Officers from 81 policy bureaux and departments in enhancing staff integrity management.

For the business sector, an integrity programme was introduced for small and medium enterprises, with the support of 60 chambers of commerce and trade associations. In collaboration with the Corruption Prevention Department, the department has drawn up a corruption prevention programme for the testing and certification industry.

Partnering with the Home Affairs Department, the Hong Kong Housing Society, District Councils and professional bodies, the department concluded a three-year campaign on clean building management with the launch of a community programme and a corruption prevention toolkit on the daily operations of owners' corporations, in addition to earlier guidelines on building maintenance projects and financial management.

In 2010, a pilot project was launched to include personal ethics in the university curriculum. A new network – the '*i-League*' – comprising university students was formed to sustain the momentum in promoting integrity among peers on campuses and at workplaces.

The commission joined hands with the anti-corruption authorities in Guangdong and Macao to organise the first anti-corruption TV commercial competition for young people, attracting 7 000 tertiary and secondary students from the three places.

Checks and Balances

The ICAC operates under a stringent system of checks and balances. Besides 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 talk about 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 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, the Drugs, Toxicology and Documents Group and the Criminalistics and Quality Management Group.

The Drugs, Toxicology and Documents Group examined cases in three areas. First, the examination of abused drugs, of which the number of cases remained high in 2010, with ketamine continuing to be the most encountered drug, followed by heroin, cocaine, amphetamine type stimulants, cannabis and benzodiazepines. Second, the toxicology service performs urinalysis and toxicological examination. 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 pilot two-year enhanced probation scheme. The toxicological examination service seeks to ascertain the presence or otherwise of drugs and poisons in suspicious deaths and in criminal offences where they are implicated. It provided analytical support to a pilot scheme on hair drug testing starting from June 2010, under which hair samples were submitted by organisations in the drug treatment and rehabilitation sector.

The third area is the routine examination of handwriting and documents. The group also offers technical advice and testing to the Immigration Department in respect of the quality of HKSAR e-passports and identity cards. During the year, the Hong Kong Identity Card continued to be the most commonly forged document, followed by credit cards and Mainland travel documents.

The Criminalistics and Quality Management Group provides a wide range of support services to the law enforcement departments. Services provided include chemical analysis of trace evidence, physical examination of toolmarks and shoeprints, investigation of suspicious fires and traffic accident reconstruction. In addition, the group handles forensic biological samples and performs DNA analysis of exhibits seized from crime scenes. At the same time, DNA profiles of convicted offenders, suspects and volunteers 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, matching results from the DNA comparisons continued to provide important investigative leads for law enforcement agencies. In addition, the group deals with cases from the Immigration Department pertaining to right of abode applications that require genetic tests. During the year, the group was involved in the investigation of a number of major incidents, including the open fire case that resulted in the death of several Hong Kong tourists on a coach in Manila in August. Two professional officers of the group travelled to Manila immediately after the incident together with the police officers and carried out forensic examination at the scene. The group also investigated a fire accident which claimed the life of a Senior Fireman in an industrial building at Lai Chi Kok.

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 2010, a total of 33 983 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 1 299 forged travel documents during the year, compared with 1 207 in 2009. 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 2010, a total of 320 431 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 to serious crimes.

Illegal Immigration and Unlawful Employment

During 2010, a total of 2 479 Mainland illegal immigrants were intercepted and sent back across the boundary, compared with 2 028 in 2009.

The Immigration Department has an Anti-Illegal Workers Combat Squad, a nimble and robust force, that combats illegal employment. Its main tasks involve conducting undercover patrols at illegal worker black spots.

In 2010, a total of 6 518 illegal workers were arrested in 11 203 raids, compared with 5 911 arrested in 10 829 raids in 2009. The vast majority of illegal workers were visitors who had breached their conditions of stay.

Illegal workers are fined and/or jailed before being sent back to their places of origin. Their employers are also liable to be prosecuted. In 2010, a total of 343 charges were laid against employers of illegal workers.

Deportation and Removal

The Immigration Department processes deportation and removal orders. During the year, some 6 744 people convicted of offences punishable with imprisonment for not less than two years were considered for deportation, of which 642 were deported. Another 584 were removed from the Hong Kong Special Administrative Region. They comprised 236 illegal immigrants and 348 people who had breached their conditions of stay.

Investigation and Prosecution of Immigration Offenders

During 2010, a total of 8 340 charges were laid against people who had committed various immigration offences. These included remaining illegally in Hong Kong, breaching conditions of stay, making false statements or representations, and using or possessing forged travel documents.

The Immigration Ordinance was amended in November 2009 to include a new section 38AA to prohibit illegal immigrants or persons subject to removal or deportation orders from taking up employment, whether paid or unpaid. A total of 161 people were prosecuted under that provision in 2010. In October 2010, the Court of Appeal handed down the sentencing guideline in respect of section 38AA stating that 15 months' imprisonment should be imposed on a person convicted of an offence under the section.

Fire Services

The Fire Services Department (FSD) 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 8 998 uniformed and 642 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 40 604 fire calls, 26 859 special service calls and 687 133 ambulance calls in 2010.

Fire-fighting and Rescue

Of the 40 604 fire calls received in 2010, 16 were classified as major fires of No. 3 alarm and above. Accidents occurring during the preparation of foodstuffs was the major cause of fires, accounting for a total of 1 794 cases in 2010, careless handling or disposal of lighted materials caused 1 560 fires, while electrical faults caused 807 fires. Unwanted alarms, triggered mainly by faulty automatic alarm systems, contributed to about 76 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 26 859 of such special service calls in 2010.

Ambulance Services

The Ambulance Command handled 687 133 calls during the year, or on average 1 882 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.

A public consultation on a proposal to implement a Medical Priority Dispatch System in Hong Kong to improve emergency ambulance service by providing quicker response to patients in critical or life threatening condition has shown that most people in Hong Kong support the idea. The Government will consider the views of the public and the Legislative Council when studying the FSD's long-term plan and way forward.

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 on their way to the scene. During the year, first responders dealt with 49 451 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 command's two Building Improvement Divisions are responsible for enforcing the Fire Safety (Commercial Premises) Ordinance and the Fire safety (Buildings) Ordinance to investigate reports of building fire risks. A Special Enforcement Unit conducts inspections of old buildings and takes enforcement actions against irregularities.

To enhance public awareness of the importance of fire safety in buildings, a Building Fire Safety Envoy Scheme was launched to train owners or occupiers of buildings and staff of property management companies to become envoys to help promote fire safety in buildings. At the end of 2010, a total of 828 envoys were trained.

The New Projects Division, in co-operation with the Buildings Department and other departments, is responsible for vetting new and amended building plans including those for the mass transit system, tunnels, bridges and the airport. It also defines the fire protection needs of certain premises. In 2010, the division vetted a total of 12 821 buildings plans.

The Railway Development Strategy Division scrutinises the fire safety requirements of new railway infrastructure projects. It also carries out acceptance

inspections of fire service installations of new railway projects. The division participated in the planning and designing of five new railway projects: the Guangzhou-Shenzhen-Hong Kong Express Rail Link (Hong Kong Section), the West Island Line, the South Island Line (East), the Kwun Tong Line Extension and the Sha Tin to Central Link.

The Support Division is responsible for formulating, reviewing and updating departmental policies on improving fire safety in buildings and strengthening public understanding of the need for fire safety. The division collaborated with Radio Television Hong Kong, in producing eight episodes of a TV drama, promoting the importance of fire safety and judicious use of emergency ambulance services.

At the end of 2010, a total of 111 242 people were trained as Fire Safety Ambassadors (FSA) and 314 community leaders were appointed as FSA Honorary Presidents.

The Licensing and Certification Command formulates and enforces fire safety policies and regulations. It 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. The command continued to support the Government's 'Be the Smart Regulator' Programme to improve business friendliness, efficiency and transparency without compromising fire safety. It has also stepped up law enforcement actions against fire hazards in premises including restaurants, bars and karaoke establishments.

The Fire Service Installations Task Force has further stepped up the monitoring of fire safety in buildings and continued to strengthen public awareness of the need to maintain fire service installations (FSI) and equipment in buildings. A total of 104 086 inspections were made in 2010 with 2 046 Fire Hazard Abatement Notices issued. Legal action was taken against 42 owners of defective FSI and seven contractors for contravening relevant regulations.

The department adopted a four-pronged approach to improve fire safety in old buildings. It enlisted the help of the District Fire Safety Committees, FSA and the FSA Honorary Presidents 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 Building Fire Safety Envoys to carry out checks frequently on buildings to ensure there are no irregularities. In 2010, 41 buildings had completed the four-pronged approach.

A No. 4 Alarm Fire at Lai Cheong Factory Building in Cheung Sha Wan on March 8, 2010 raised concern about fire safety in industrial buildings. The FSD conducted fire safety inspections of all industrial buildings immediately and follow-up action was taken against irregularities detected in the course of those inspections.

Appliances and Equipment

In 2010, the department had 877 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. A new ambulance depot in Lai Chi Kok went into operation in September.

Public Liaison Group

A public liaison group was set up to encourage public participation in monitoring and improving the delivery of emergency fire and ambulance services. It comprises 30 members of the public from different walks of life.

Correctional Services

The Correctional Services Department (CSD) runs a comprehensive range of services for adult and young persons in custody. Its services fall under two broad headings: prison management and rehabilitation of offenders.

In 2010, the CSD managed 29 correctional facilities¹ with 6 515 staff looking after a daily average of 10 196² persons in custody and 2 797 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, religious and dietary requirements. All convicted 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 earnings, which may be used for buying approved articles and canteen 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.

¹ Excluding the Castle Peak Bay Immigration Centre (CIC), of which the management was transferred from CSD to the Immigration Department with effect from April 15, 2010.

² Including 10 073 in penal institutions, 46 in half-way houses and 77 in Castle Peak Bay Immigration Centre before its handover to the Immigration Department.

Correctional Facilities

The CSD manages 10 correctional institutions of different security grading for adult males and two correctional institutions for adult females. For young male offenders, the department operates one correctional institution, one training centre, two rehabilitation centres and one detention centre. Young females are accommodated at one correctional institution and two rehabilitation centres. Hei Ling Chau Addiction Treatment Centre, Lai Sun Correctional Institution and Nei Kwu Correctional Institution accommodate convicted drug addicts. Siu Lam Psychiatric Centre is a specific correctional facility which separately houses male and female offenders of all categories who require psychiatric observation, treatment or assessment. Among the above, six correctional facilities cater for remanded males and females of different age groups. Each penal institution normally has dormitories, kitchens, dining rooms, laundries, workshops, areas for exercise and recreation, a library and a hospital. CSD also manages two custodial wards in public hospitals for persons in custody who require intensive medical care or surgical operations.

In addition, CSD operates three halfway houses to help offenders, who are released under supervision, to reintegrate into society. The residents may go out to work or attend school during daytime.

Penal Population

The penal population in 2010 decreased slightly compared with 2009. While overcrowding still existed in some institutions, the average occupancy rate of all penal institutions was 91 per cent.

During the year, 13 794 adults, comprising 9 108 men and 4 686 women, were sentenced to prison and 7 258 adults (5 423 men and 1 835 women) on remand were taken into custody. The number of young offenders sentenced to imprisonment totalled 551, comprising 345 males and 206 females, and 707 young persons on remand (605 males and 102 females) were taken into custody. In addition, 527 young offenders (452 males and 75 females) were sentenced to detention in training centres, rehabilitation centres or the detention centre, and 1 359 offenders (1 082 males and 277 females) were placed in drug addiction treatment centres; while 2 923 offenders (2 482 males and 441 females) were remanded pending reports on their suitability for sentencing to one of these centres.

The CSD has been looking for opportunities to improve correctional facilities, update ageing institutions and relieve the overcrowding problem in some institutions. The redeveloped Lo Wu Correctional Institution commenced operation in July 2010 providing 1 400 penal places for females and rehabilitation facilities that are more suited to today's needs. Its opening has significantly improved overcrowding in female institutions. The vacated Lai Chi Kok Correctional Institution will also be converted into an annex facility of the Lai Chi Kok Reception Centre to alleviate the overcrowding problem of the latter. The department will continue to explore other redevelopment projects and improvement works. For example, it plans to redevelop the Tai Lam Centre for Women and the institutions in the Chi Ma Wan area.

Assessment Services

Young offenders and offenders with drug addiction problems 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 various types of correctional facilities. Young people aged between 14 and 20 may be admitted to a training centre, rehabilitation centre, detention centre or drug addiction treatment centre; young men aged between 21 and 24 may be admitted to the detention centre and offenders aged 21 or above with drug addiction problems may be admitted to a drug addiction treatment centre.

In 2010, the Rehabilitation Unit prepared a total of 4 359 suitability reports for the courts, and recommended 911 males and 153 females suitable for admission to a rehabilitation centre, a training centre or detention centre, and 2 146 males and 461 females suitable for a drug addiction treatment centre.

Young Offender Assessment Panel

The Young Offender Assessment Panel (YOAP), comprising representatives from the CSD and the Social Welfare Department, makes recommendations to magistrates and judges on the most appropriate rehabilitation programmes for remanded males aged between 14 and 24 and females aged 14 to 20. In 2010, 241 cases were referred to the YOAP by courts for assessment.

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 one year of statutory supervision.

The rehabilitation centres provide a 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. Young offenders are subject to statutory supervision for one year after release.

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, the New Life Foundation and the 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 eligible adult offenders³ wishing to participate in the programmes, the CSD provides them with pre-release vocational courses. Full-time courses are provided at Hei Ling Chau Correctional Institution, Lo Wu Correctional Institution, Pak Sha Wan Correctional Institution, Pik Uk Prison, Tong Fuk Correctional Institution and Tung Tau Correctional Institution. Part-time courses are also held in the above institutions and another six 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 2010, a daily average of about 5 203 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 products, hospital linen, filter masks, fibreglass litter containers, traffic signs, precast 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 \$395 million in 2010.

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 offenders are accommodated at Hei Ling Chau Addiction Treatment Centre and Lai Sun Correctional Institution, whereas females are accommodated at Nei Kwu Correctional

³ 'eligible adult offender' means an adult offender who is allowed to be employed or work and is not subject to any condition of stay in Hong Kong after discharge.

Institution. 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, health care and dental services. Inmates who need specialist treatment are referred to visiting specialists or specialist outpatient clinics of the Hospital Authority or the 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, offenders with drug 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. The CSD 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 2010, 2 455 offenders were discharged under supervision. They, together with those discharged in previous years and who had yet to complete their supervision period, amounted to 2 652 people under the CSD's supervision at the end of the year. During the year, 1 463 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 rehabilitation programmes as well as strategies on reintegration and publicity. It comprises community leaders and professionals from various sectors of society and representatives of non-governmental organisations and government departments. The CSD also organises 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 persons in custody, 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. Offenders 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 Councillors.

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 appointed Mr Justice Woo Kwok-hing, Vice-President of the Court of Appeal of the High Court, as the commissioner. 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 2009, covering the period from January 1 to December 31, 2009, was submitted to the Chief Executive in June 2010 and tabled in the Legislative Council in November 2010.

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.

CAS members are trained to perform emergency duties during typhoons, floods 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 2010, CAS members carried out three rescue operations during tropical cyclones and landslips, 80 mountain search and rescue operations, and eight vegetation fire-fighting operations.

The CAS provides emergency relief to victims of natural and other disasters. During the year, the CAS rendered assistance to the victims of a collapsed building in To Kwa Wan, joined other Government departments in a week-long search for a missing New Zealand pilot, and helped prepare residents of low-lying areas in Tai O for the approach of super typhoon Megi in late October.

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. Besides participating in recreational activities, CAS cadets are taught various disciplines and skills, including foot drill, basic emergency rescue, crowd management, first aid, rock climbing and expeditions.

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 169 disciplined and 58 civilian staff, and operates a fleet of three fixed-wing aeroplanes and seven helicopters. In 2010, it flew a total of 5 475 hours, assisted in 411 search and rescue operations and transported 1 493 people to hospitals by helicopter. It also flew 8 616 government officers and official visitors in the course of their duties or programmes. In addition, auxiliary flying doctors and nurses flew a total of 421 hours in 560 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