

## Chapter 16

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# Public Order

*Hong Kong is one of the safest cities in the world. The overall crime rate, meaning the number of crimes per 100,000 population, fell 9.2 per cent in 2016 while the violent crime rate fell 7.4 per cent compared with 2015. The overall crime detection rate was 47.3 per cent.*

### **Fight Crime Committee**

The Fight Crime Committee (FCC), chaired by the Chief Secretary for Administration, provides advice and recommendations to prevent and reduce crime, coordinates crime-fighting efforts and monitors their results. In 2016, it monitored the overall crime situation, the trend of commercial crime, the progress of the Police Superintendent's Discretion Scheme, youth crime, the drug situation and the Correctional Services Department's publicity campaign for rehabilitated people. Deception, sexual assault, theft and drug abuse were targeted in its 2016-17 publicity strategy.

Working with the FCC are the 18 District Fight Crime Committees (DFCCs) monitoring the crime situation at district level and reflecting community concerns about law and order. They heighten community awareness of crime prevention through publicity programmes in the districts.

The FCC organised an annual dinner and the Fight Crime Conference in March and December respectively to reinforce closer links with the DFCCs. FCC members also took turns to attend DFCC functions to exchange views on topical crime issues and discuss ways to combat crime.

### **Police Force**

The Hong Kong Police Force's commitment to maintaining law and order helps ensure Hong Kong remains one of the world's safest and most stable cities.

At the end of 2016, the police had about 29,300 police officers and 4,600 civilian staff, reinforced by some 3,300 volunteers serving in the Hong Kong Auxiliary Police Force. It appointed 101 inspectors and 1,073 constables during the year.

## **Crime**

Reported crimes in 2016 totalled 60,646, a decrease of 8.7 per cent compared with 66,439 in 2015. The crime rate stood at 827 cases per 100,000 population, a drop of 9.2 per cent compared with 911 in 2015. The decrease was mainly due to fewer cases of deception, miscellaneous thefts, blackmail, and wounding and serious assault. There were 10,103 violent crimes, 7.2 per cent fewer than the 10,889 in 2015.

Robbery cases numbered 260, an increase of 16.6 per cent over 223 in 2015. Regarding non-violent crimes, burglaries decreased to 2,428 from 2,579 in 2015, a decline of 5.9 per cent, while overall thefts decreased to 25,628 from 27,512 in 2015, down 6.8 per cent.

Of the reported crimes, 47.3 per cent, or 28,677 cases, were detected, resulting in the arrests of 33,242 persons. Among these, 1,074 were juveniles aged between 10 and 15 while 2,292 were young persons aged between 16 and 20. Arrests of youths were mostly for shop theft, wounding and serious assault, miscellaneous thefts and serious drug offences.

The number of triad-related crimes increased 3.3 per cent, to 1,872 from 1,812 in 2015. This type of crime accounted for 3.1 per cent of all reported crimes during the year.

Between July and September, the police mounted a series of tripartite joint operations with the Guangdong and Macao police, resulting in the arrests of 2,120 persons for triad-related offences and the seizure of illicit goods worth more than \$72 million.

## **Commercial Crime**

The Commercial Crime Bureau tackles serious and complex fraud, money laundering and counterfeiting of monetary instruments in Hong Kong by cooperating closely with local, regional and international partners in multi-jurisdictional enforcement operations. It also engages different sectors of the community through the use of social media and cooperates with multiple agencies on scam prevention initiatives.

## **Technology Crime**

The Cyber Security and Technology Crime Bureau combats technology crimes, improves its digital forensic examination capability and maintains a safe cyberspace in Hong Kong through partnership with the community and stakeholders. It hosted the first Cyber Security Summit in 2016 to raise local awareness of cyber security and strengthen international collaboration.

## **Dangerous Drugs**

The police adopt a multi-agency approach, encompassing help from the community, in disrupting drug abuse and trafficking.

Ketamine and methamphetamine continued to be the most commonly abused drugs in the territory, accounting for 51.7 per cent of the 4,378 persons arrested for dangerous drugs in 2016.

To tackle transnational drug trafficking, the Narcotics Bureau maintains a strategic partnership with Mainland and overseas law enforcement agencies. This led to 11 successful joint operations in 2016 that seized 3,167kg of illicit drugs and 2,500 ecstasy-type tablets.

The emergence of new drugs poses challenges to regulators and law enforcement agencies worldwide. The Narcotics Bureau works closely with other stakeholders to amend related legislation and devise effective intervention strategies.

### **Financial Investigation**

The Joint Financial Intelligence Unit and the Financial Investigations Division combat money laundering and terrorist financing activities, while the Money Laundering and Terrorist Financing Risk Assessment Unit coordinates risk assessment exercises. In 2016, 100 persons were convicted of money laundering offences, with \$240 million of criminal assets restrained and \$9.7 million confiscated.

All three teams also took part in international conferences of the Financial Action Task Force and the Asia Pacific Group on Money Laundering.

### **Forensic Support**

The Identification Bureau collects and compares fingerprints, examines firearms, takes photographs and gathers DNA evidence from crime scenes to support crime investigations and prosecutions. In 2016, fingerprint evidence linked 1,498 persons to 1,184 criminal cases.

### **Liaison**

The Liaison Bureau is the designated contact point with law enforcement agencies on the Mainland and in Taiwan, Macao and overseas countries, communicating with their liaison officers stationed overseas or in Hong Kong for all police-related matters. It also operates as a sub-bureau of the Interpol National Central Bureau China in dealing with all Interpol-related matters in Hong Kong.

### **Counter Terrorism**

The police monitor the global trends of terrorism closely and maintain frequent intelligence exchange with local and overseas law enforcement agencies. The force also enhances its ability to handle any terrorist incident by regularly reviewing the related orders and procedures as well as conducting joint training and exercises so as to be operationally ready at all times.

### **Traffic**

In 2016, there were 16,099 traffic accidents involving casualties, with 2,379 cases involving serious injuries and 129 involving fatalities. The number of accidents involving casualties decreased 0.4 per cent and the number of accidents involving serious injuries or fatalities decreased 4.5 per cent compared with 2015.

### **Public Order Events**

Hong Kong residents enjoy freedom of speech and freedom of assembly, procession and demonstration. In 2016, 13,158 public meetings and processions were held. The police are committed to handling all public order events in a fair, just and impartial manner in accordance with the laws of Hong Kong. In handling such events, the police ensure public order and safety is maintained while endeavouring to strike a balance between facilitating all lawful and

peaceful public meetings and processions on one hand, and minimising the adverse impact of these events on other members of the public on the other hand.

During the Lunar New Year, a riot occurred in Mong Kok. Protesters committed acts of arson and criminal damage, and assaulted police officers. The police took resolute enforcement action to contain the riot, restore public order and maintain public safety.

### **Public Relations**

The Police Public Relations Branch (PPRB) works in partnership with the media and the community. It disseminates information about police activities to local and overseas media round the clock and releases information on unforeseen incidents through an interactive electronic platform. The branch also helps the Fight Crime Committee plan and implement its publicity campaigns.

The PPRB continues to expand its use of online platforms and social media by adopting a creative and interactive approach to enhance communication with the community. The Police website, Hong Kong Police Mobile Application, Hong Kong Police YouTube channel, Hong Kong Police Facebook page and Hong Kong Police Instagram all serve to enhance public understanding of policing activities and crime prevention measures.

The PPRB's *Police Magazine*, *Police Report* and *Police Bulletin* provide information on crime prevention measures and the work of individual police units. The branch also helps television broadcasters and film production companies produce dramas, documentaries and films related to police work, and liaises with other government agencies on location filming.

The PPRB publishes a fortnightly newspaper, *OffBeat*; the monthly *Junior Police Call Newsletter*; the quarterly *Senior Police Call Newsletter* and *Hong Kong Police Review*.

### **Engaging the Community**

The Junior Police Call scheme and the Police School Liaison Programme serve as bridges between the police and young people, while the Senior Police Call scheme promotes crime prevention, fight crime and road safety messages among the elderly.

Police Community Liaison Assistants are recruited into police districts to build long-term relationships with the non-ethnic Chinese community.

The Junior Police Call Permanent Activity Centre and Integrated Youth Training Camp in Pat Heung is set to start operation in 2017. The centre will provide services for Junior Police Call and Senior Police Call members, students, youth organisations and non-ethnic Chinese residents.

In 2016, 80 people received awards under the police's Good Citizen Award scheme, sponsored by the Hong Kong General Chamber of Commerce, to recognise their assistance to the police in fighting crime.

### ***Planning and Development***

The new Yau Ma Tei Divisional Police Station in Yau Cheung Road was commissioned in May. Construction started in July for a new Kowloon East Regional Headquarters and Operational Base cum Ngau Tau Kok Divisional Police Station at the former Kai Tak Operational Base site, to be completed in 2019. The Tsuen Wan Police Station report room was revamped in August under a New Generation Report Room Project to increase privacy and provide a more comfortable environment for the public.

### ***Information and Communications Technology***

In January, the police launched their Third Generation of Major Incident Investigation and Disaster Support System. This provides advanced data analysis tools and effective data collection facilities to improve the efficiency of major incident investigations in serious and complex crimes, disaster victim identification and contact tracing analysis during an epidemic outbreak.

### ***Training***

The police are working with the University of Cambridge, United Kingdom, to launch a two-year part-time postgraduate course, the Master of Studies in Applied Criminology and Police Management, in 2017. In addition to selected members of the force, the programme is open to officers of other local law enforcement agencies, public bodies and government departments, as well as police officers in the Asia-Pacific.

A culture of knowledge sharing is promoted within the police. In 2016, the force was the top winner of the Hong Kong Most Admired Knowledge Enterprise (Make) Award, Best in Knowledge Culture Award, Asian Make Award and Global Make Award (Independent Operating Unit category) given out by an independent international research organisation in knowledge management. The Hong Kong Police Force was the only police service in the world and the sole organisation in China to receive the knowledge management award in 2016.

### ***Service Quality***

The Service Quality Wing promotes integrity, professionalism, continuous improvement and innovation in police services. In early 2016, it formulated the new Strategic Directions and Strategic Action Plan 2016 to 2018 to meet policing challenges.

### ***Complaints and Internal Investigations***

The Complaints and Internal Investigations Branch comprises the Complaints Against Police Office (Capo) and the Internal Investigations Office (IIO). Under a statutory two-tier police complaints handling system, the Capo handles all complaints lodged by the public against the police and supports the Independent Police Complaints Council (IPCC) in performing its statutory functions. It received 1,504 reportable complaints in 2016, 25.6 per cent less than the five-year average of 2,022.

To maintain public confidence, the IIO embeds ethics and integrity in the police through education and culture building, governance and control, enforcement and deterrence, and reintegration and support.

## Independent Police Complaints Council

The IPCC is an independent statutory body with these key functions:

- To observe, monitor and review the police's handling and investigation of reportable complaints;
- To monitor actions taken or to be taken against any member of the police force by the Commissioner of Police in connection with reportable complaints;
- To identify any fault or deficiency in police practice or procedure that has led to or might lead to reportable complaints, and to make recommendations accordingly;
- To advise the Commissioner of Police and/or the Chief Executive of its opinion and/or recommendation in connection with reportable complaints; and
- To promote public awareness of the role of the council.

Its 28 members, all appointed by the Chief Executive, are drawn from a wide spectrum of society with diverse expertise. The council also had 109 observers, all appointed by the Secretary for Security, at the year end. These observers, together with the council members, may attend interviews and observe the police's collection of evidence about reportable complaints on a prearranged or surprise basis, to ensure investigations are conducted fairly and impartially.

In 2016, the IPCC scrutinised and endorsed the findings in 1,415 investigation reports on reportable complaints received during the year or carried forward from previous years, involving 2,651 allegations. Of these, 89 allegations were found to be substantiated or partially substantiated and the police have taken appropriate action against the officers involved.

## Correctional Services Department

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

As at 31 December 2016, the department was managing 29 correctional facilities of different security grading, with 6,632 staff looking after 8,611 persons in custody and 1,806 people under supervision after discharge. Offenders sentenced to imprisonment are assigned to correctional institutions according to their gender, age and security ratings. Separate institutions are provided for male and female adult and young persons in custody. Young offenders aged between 14 and 20 may be admitted to a training centre or rehabilitation centre. Males aged between 14 and 24 may undergo a detention centre programme. 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 diets follow approved scales of nutritional values with regard to their health, religious and dietary requirements. All convicted adults, 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 experience and balance of sentence. They receive earnings, which may be used to buy approved articles and canteen items, as an incentive to acquire good working habits and vocational skills. They can watch television and read newspapers and library books. They may send and receive letters, receive visits and take part in religious services.

### **Correctional Facilities**

Among the 29 correctional facilities, nine are for adult male offenders and two are for adult female offenders. Young males are housed in two correctional institutions, one detention centre, one training centre and two rehabilitation centres, while young females are accommodated at one correctional institution and two rehabilitation centres. Hei Ling Chau Addiction Treatment Centre, Lai Sun Correctional Institution, Nei Kwu Correctional Institution and part of Lai King Correctional Institution accommodate convicted drug addicts. Siu Lam Psychiatric Centre separately houses males and females in custody of all categories who require psychiatric observation, treatment or assessment. Seven of the correctional facilities cater for remanded people of different age groups. Each correctional facility typically has dormitories, a kitchen, dining rooms, a laundry, workshops, areas for exercise and recreation, a library and a hospital. The department also manages two custodial wards in public hospitals for persons in custody who require special medical care or surgery.

The department operates three halfway houses to help those released under supervision reintegrate into society. The residents may go out to work or attend school during daytime.

### **Penal Population**

In 2016, 10,643 adults (7,242 men and 3,401 women) were sentenced to imprisonment, 6,093 adults on remand (4,524 men and 1,569 women) were taken into custody, 215 young offenders (168 males and 47 females) were sentenced to imprisonment, and 313 young persons on remand (275 males and 38 females) were taken into custody. In addition, 205 offenders (191 males and 14 females) were sentenced to detention in training centres, rehabilitation centres or the detention centre in Sha Tsui, 917 offenders (712 males and 205 females) were placed in drug addiction treatment centres, and 1,663 offenders (1,392 males and 271 females) were remanded pending reports on their suitability for sentencing to one of these centres.

Most of the correctional facilities are either aged or were originally built for other purposes. In 2016, Tai Lam Centre for Women completed partial redevelopment that provided 128 additional penal places and enhanced its facilities. The department will continue to explore other possible redevelopment improvement projects.

### **Pre-sentence Assessment**

Young offenders and offenders with drug addiction problems who are convicted of an offence punishable by imprisonment may be remanded in custody for not more than three weeks to assess their suitability for admission to a correctional facility. In 2016, the Rehabilitation Unit prepared 2,623 suitability reports for the courts, and recommended 410 males and 33 females as suitable for admission to a rehabilitation centre, a training centre or the detention centre in Sha Tsui, and 880 males and 269 females as suitable for a drug addiction treatment centre.

### ***Young Offender Assessment Panel***

The panel comprises representatives from the CSD and Social Welfare Department. It 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 2016, the courts referred 103 cases to the panel for assessment.

### ***Training, Detention and Rehabilitation Centres***

Training centres provide young people with custodial correctional training for between six months and three years, comprising half-day educational classes and half-day vocational training. They also receive character development training in the form of scouting and guiding. Upon release, they are subject to three-year statutory supervision.

The detention period for males aged between 14 and 20 undergoing detention centre programmes ranges from one to six months, and for male adults aged between 21 and 24, three to 12 months. It emphasises strict discipline, strenuous training, hard work and a vigorous routine. After release, they are placed under one-year statutory supervision.

Rehabilitation centres provide a sentencing option for the courts to deal with offenders aged between 14 and 20 who need a short-term residential rehabilitation programme. Those released from rehabilitation centres are subject to one-year statutory supervision.

### ***Education***

Offenders under 21 are encouraged to take part in both local and overseas accredited public examinations. Adults in custody are encouraged to take self-study courses or tertiary-level distance learning programmes offered by external accredited educational organisations. Those pursuing further studies may apply for financial help from the Prisoners' Education Trust Fund and other education subsidy schemes.

### ***Vocational Training***

The CSD helps offenders reintegrate into society as law-abiding citizens. Those under 21 may undergo half-day vocational training programmes to acquire job skills, obtain accreditation and develop work habits, while eligible adult offenders<sup>1</sup> can take pre-release vocational courses. Eighteen correctional facilities offered full-time and part-time courses in 2016.

### ***Correctional Services Industries***

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

In 2016, a daily average of 4,414 persons in custody were engaged in productive work, providing government departments and subvented bodies with a wide range of goods and

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<sup>1</sup> '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.



services. These included office furniture, uniforms, leather products, hospital linen, filter masks, fibreglass litter containers, traffic signs, precast concrete products, metal products, laundry services, book binding, printing work, file jackets and envelopes. The market value of these goods and services was \$448.7 million in 2016.

### ***Welfare and Counselling***

Rehabilitation officers look after the welfare of persons in custody and help them deal with personal problems arising from their detention or imprisonment. The officers provide individual and group counselling and run rehabilitation programmes such as pre-release reintegration orientation courses, make arrangements for the persons in custody to meet their family members and supply them with information on community resources.

### ***Drug Addiction Treatment***

Convicted drug addicts may undergo a compulsory treatment programme as an alternative to imprisonment. Addicts aged between 14 and 20 are accommodated separately from the adults. The length of treatment is the same, ranging from two to 12 months of in-centre treatment followed by one year of statutory supervision.

### ***Health Care***

All correctional institutions have on-site hospitals staffed by qualified personnel to provide basic health care. Persons in custody who need specialist treatment are referred to visiting specialists or public hospitals.

### ***Psychological Services***

Psychological services seek to improve the psychological well-being of persons in custody and to change their offending behaviour. Clinical psychologists and trained officers provide special treatment programmes for sex offenders, violent offenders, drug addicts in drug addiction treatment centres, and young persons and women in custody. They submit assessment reports to the courts, review boards and institutional management on request. The department assesses the person's risk of reoffending upon discharge using an empirically based protocol and clinical measures.

### ***Statutory Supervision***

Statutory supervision aims to help supervisees reintegrate into society. It is provided to young persons discharged from custody, people discharged from training, rehabilitation, detention and drug addiction treatment centres, those discharged under the Release Under Supervision, Pre-release Employment and Post-release Supervision schemes, and those discharged under a conditional release order or post-release supervision order. Any breach of the supervision conditions may result in recall for a further period of training, treatment or imprisonment. At the end of 2016, 1,806 people were under active statutory supervision.

### ***Community Support***

Community acceptance and support are paramount 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, professionals and representatives of non-governmental organisations (NGOs) and government departments. The department organises publicity activities to appeal for public support for offender rehabilitation.

### **Community Education**

The department reaches out mainly to secondary students with its Rehabilitation Pioneer Project to encourage youths to stay away from crime and drugs and support offender rehabilitation. Community education programmes under the project include the Creation and Rehabilitation drama and music performance and the Reflective Path programme, which simulates real imprisonment experience.

### **Visiting Justices**

Two Justices of the Peace visit each penal institution fortnightly or monthly, depending on the type of facility. The Justices of the Peace receive and investigate complaints from persons in custody, inspect their diets and examine their living and working conditions.

### **Quality Assurance**

To uphold and continuously improve service standards, the department initiates enhancements through regular inspections and management studies.

### **Complaints**

The Complaints Investigation Unit handles and investigates complaints related to the department. All investigation reports are scrutinised by the CSD Complaints Committee. Persons in custody may lodge complaints with any CSD officer or through other channels, such as the visiting Justices of the Peace, the Ombudsman and Legislative Councillors.

## **Customs and Excise Department**

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, 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 the year end, it had 5,975 posts. (See also Chapter 5).

### **Revenue Protection and Collection**

The department collects excise duties derived from dutiable commodities stipulated in the Dutiable Commodities Ordinance: liquor, tobacco, hydrocarbon oil and methyl alcohol. It administers a licensing and permit system to ensure no dutiable commodities, whether imported or locally manufactured, are released for local consumption unless full duty has been paid. During the 2015-16 financial year, the department collected \$10.7 billion in excise duties, a 7 per cent increase over 2014-15.

The department also assesses the taxable values of motor vehicles under the Motor Vehicles (First Registration Tax) Ordinance. In 2015-16, it registered 94 motor traders, assessed the provisional taxable values of 76,571 vehicles and reassessed 34,253 of them, resulting in the collection of \$9.3 billion first registration tax by the Transport Department.

The Customs and Excise Department undertakes sustained enforcement action against illicit cigarette activities on all fronts and cooperates with overseas customs authorities to stamp out transnational cigarette smuggling, including monitoring suspicious shipments through intelligence exchange.

In 2016, the department handled 1,607 cases involving the smuggling, storage, distribution and peddling of illicit cigarettes, a decrease of 14.2 per cent from 2015, and seized 61 million sticks of illicit cigarettes. Under a Compounding Scheme, 6,719 people were fined for abuse of duty-free cigarette concessions, 20 per cent fewer than in 2015, involving 1.7 million sticks of cigarettes.

The department takes sustained action to stamp out illicit fuel activities. In 2016, it solved 53 illicit fuel cases, arrested 65 people and seized 224,100 litres of illicit fuel. There were 26.2 per cent more cases than in 2015.

### ***Anti-narcotics Operations***

The department takes 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 maintains close cooperation and exchanges intelligence with local, Mainland and overseas law enforcement agencies to combat drug trafficking.

In 2016, the department dealt with 213 drug trafficking cases and smashed 29 drug storage and distribution centres and two drug manufacturing and attenuating centres, seizing 1,271kg of assorted dangerous drugs<sup>2</sup> and arresting 330 people. Taking into account the latest drug trafficking pattern, the department engaged the logistics industry's support and strengthened cooperation with Mainland and overseas counterparts in combating cross-boundary drug trafficking. As a result, 265kg of assorted dangerous drugs were seized and 25 people were arrested on the Mainland and overseas.

As part of the government's vigorous efforts against youth drug abuse, 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 worked with NGOs to encourage young people to stay away from drugs and lead a healthy life.

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<sup>2</sup> Not including 1,055kg of Khat, which contains substances subject to control under the Dangerous Drugs Ordinance.

### ***Anti-smuggling Operations***

Smuggling across the Hong Kong-Mainland boundary remains a concern to the law enforcement agencies. In 2016, 150 Hong Kong-Mainland smuggling attempts were detected, with 186 people arrested and \$304 million worth of smuggled goods seized. Tablet computers, mobile phones and computer central processing units were the main items smuggled into the Mainland. Cigarettes, which are cheaper on the Mainland, and counterfeit goods were often smuggled into Hong Kong.

The Customs and Excise Department collaborates with other law enforcement agencies to combat smuggling through intelligence exchange and parallel operations. It works closely with the Food and Environmental Hygiene Department and the Agriculture, Fisheries and Conservation Department to detect and prevent the smuggling of food and animals.

### **Fire Services Department**

The Fire Services Department fights fires, protects life and property in the event of fires and other calamities, provides emergency ambulance services, and formulates and enforces fire safety policies and measures. The department employs 9,561 uniformed and 740 civilian members and has well-trained personnel, advanced communications systems and modern equipment.

#### ***Firefighting and Rescue***

Of the 38,112 fire calls received in 2016, nine were classified as major fires of No 3 alarm or above. Accidents in the process of cooking constituted the major cause of fires, accounting for 1,613 cases. Careless handling or disposal of lighted materials, such as cigarette ends, matches and candles, caused 774 fires, while disposal of joss sticks caused 144 fires. Unwanted alarms, triggered mainly by faulty automatic alarm systems, contributed about 76 per cent of the total number of fire calls.

The department also provides rescue services for traffic accidents, shipwrecks, people trapped in lifts or locked in rooms, gas leakages, building collapses, floods, landslides, industrial accidents and attempts to jump from a height. The department handled 36,593 such special service calls in 2016.

#### ***Ambulance Services***

The department's Ambulance Command handled 773,322 calls in 2016, an average of 2,113 calls per day.

Its ambulance fleet is manned by paramedics. All emergency ambulances and emergency medical assistant motorcycles are fully equipped with life-support equipment such as automated external defibrillators and selected drugs for conditions including diabetes, shock, heart attack, shortness of breath and drug overdose. To enhance the emergency ambulance service, the department provides simple Post-dispatch Advice by phone on some easily identified sicknesses and injuries, such as general bleeding, bone fractures and limb dislocations, burns, convulsion, heat exposure and hypothermia, after dispatching an

ambulance to the scene. Such information includes simple first-aid and time-saving advice to help patients receive prompt medical help.

The department trains front-line firefighters to become first responders to provide basic life-saving support to casualties and patients while ambulance crews are on their way to the scene. In 2016, first responders were on hand in 41,863 cases.

### **Communications**

The 24-hour Fire Services Communications Centre, equipped with a Third Generation Mobilising System, is responsible for mobilising all firefighting and ambulance resources to provide timely fire and ambulance services to the community. The centre also receives complaints about fire hazards and dangerous goods, and acts as an emergency coordinator for other government departments and public utilities during major emergencies.

The department uses a Digital Trunked Radio System to ensure effective and efficient radio communication at scenes of incidents.

### **Fire Safety**

The Fire Safety Command and the Licensing and Certification Command formulate fire safety policies and promote fire protection.

The Fire Safety Command draws up fire safety policies and formulates fire safety measures for buildings and mass transit systems. It devotes much effort to upgrading fire safety in old buildings, vetting loan applications for fire safety improvement works and raising public awareness of fire safety.

The command's two Building Improvement Divisions enforce the requirements for upgrading the fire safety measures of commercial premises and other commercial, composite and domestic buildings which fall within the purview of the Fire Safety (Commercial Premises) Ordinance and Fire Safety (Buildings) Ordinance, and investigate reports of fire hazards in buildings.

A Building Fire Safety Envoy Scheme trains owners or occupiers of buildings and staff of property management companies as envoys to promote fire safety in buildings. As at end-2016, 7,159 envoys had been trained.

The New Projects Division works with the Buildings Department and other departments to vet new and amended building plans, including those for tunnels, bridges and the airport. It also defines the requisite fire protection provisions of various kinds of premises. In 2016, the division vetted 15,011 building plans.

The Railway Development Strategy Division scrutinises the railway infrastructure's fire safety requirements and the associated technical drawings of fire service installations (FSI). It handled more than 2,000 submissions in 2016. The division also carries out acceptance inspections of FSI at new railway projects, including the South Island Line (East) and Kwun Tong Line Extension in 2016, and of alteration, addition and improvement works for the existing lines.

The Support Division formulates, reviews and updates 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 new episodes for the radio programme Happy Daily to promote public awareness of fire protection and enhance public knowledge of fire and ambulance services. By the end of 2016, 154,043 people had been trained as Fire Safety Ambassadors (FSA) and 406 community leaders had been appointed as FSA Honorary Presidents.

The department adopts a four-pronged approach of fire safety education, enforcement, checking and community partnership to tackle fire hazards in old buildings proactively and comprehensively. It had applied this approach to 213 target buildings by end-2016.

The Licensing and Certification Command formulates and enforces fire safety policies and regulations. The command supports the government's 'Be the Smart Regulator' Programme to improve business friendliness, efficiency and transparency without compromising fire safety. It also takes enforcement action against fire hazards in licensed and registered premises.

The Fire Service Installations Task Force monitors the status of FSI in all buildings and strengthens public awareness of the need to maintain FSI in efficient working order. In 2016, the task force made 57,325 FSI inspections and issued 2,561 Fire Hazard Abatement Notices. It took legal action against 23 owners of defective FSI and 11 FSI contractors for regulatory contraventions.

Two Fire Protection Regional Offices advise relevant licensing authorities on fire protection measures and issue Fire Services Certificates or compliance documents relating to the licensing and registration of various types of premises including food premises, places of public entertainment, converted schools, child care centres, massage establishments, and drug dependent persons treatment and rehabilitation centres. The offices carried out 40,122 inspections of such premises and issued 1,509 Fire Hazard Abatement Notices in 2016.

The department combats illicit fuelling activities prohibited under the Dangerous Goods Ordinance, Dangerous Goods Regulations and Fire Services (Fire Hazard Abatement) Regulation. An Anti-illicit Fuelling Activities Task Force, formed in 2015, aims to curb illicit fuelling activities efficiently and effectively through strategic planning and exchange of intelligence with the Customs and Excise Department. By the end of 2016, the task force had conducted 1,531 inspections. Legal action was taken against 91 suspected offenders involving 498,332 litres of diesel.

### ***Appliances and Equipment***

The department has 1,048 fire appliances, ambulances and supporting vehicles and 21 fire vessels to provide firefighting, rescue and emergency ambulance services.

### ***New Developments***

The department continues to plan and build fire stations and ambulance depots to cope with the territory's development and service needs, and to adhere to the government's policy of providing the fastest response possible to emergencies.

The Fire and Ambulance Services Academy at Pak Shing Kok, Tseung Kwan O, was commissioned in January 2016 to meet advances in technology and firefighting and rescue techniques.

### ***Public Liaison***

A public liaison group comprising 30 members of the public from different walks of life are appointed annually to encourage public participation in monitoring and improving the delivery of emergency fire and ambulance services.

### **Government Flying Service**

The Government Flying Service provides a wide range of flying services, including round-the-clock search and rescue coverage, casualty and medical evacuation, firefighting and support for other government departments.

It has a staff of 196 disciplined and 58 civilian members, and a fleet of four fixed-wing aircraft and seven helicopters. In 2016, members flew a total of 6,307 hours, helped in 588 search and rescue operations and took 1,555 people to hospital by helicopter.

### **Immigration Department**

#### ***Immigration Control***

The Immigration Department plays an important role in maintaining law and order by controlling entry into Hong Kong. Immigration officers conduct checks at control points and vet entry applications to detect undesirable people, including international criminals and dubious visitors. The territory refused the entry of 53,499 people in 2016.

#### ***Detection of Forged Travel Documents***

The department takes strict measures to guard against the use of forged travel documents and carries out special operations against forgery syndicates. In 2016, it discovered 461 forged travel documents, compared with 511 in 2015. The department maintains close contact and exchanges information on such documents with local, Mainland and overseas law enforcement agencies and consulates.

#### ***Interception of Targeted or Wanted Persons***

In 2016, officers intercepted at immigration control points 280,056 targeted or wanted persons in connection with offences or court orders ranging from failure to settle outstanding fines to serious crimes.

#### ***Combating Unlawful Employment***

The department's Anti-Illegal Workers Combat Squad combats illegal employment, conducting undercover patrols at illegal worker black spots. In 2016, the squad arrested 6,070 illegal workers in 16,233 raids, compared with 6,762 arrested in 13,788 raids in 2015. The vast majority 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 2016, a total of 301 charges were laid against employers of illegal workers.

### ***Deportation and Removal***

The department processes deportation and removal orders. In 2016, 476 people convicted of offences punishable with imprisonment of not less than two years were recommended for deportation and 443 were deported, meaning they are prohibited from returning. Another 956 were removed from Hong Kong, comprising 311 illegal immigrants, 544 people who had breached their conditions of stay and 101 people who were refused entry.

### ***Investigation and Prosecution***

During 2016, the department laid 5,564 charges against people who had committed various immigration offences, including remaining illegally in Hong Kong, breaching conditions of stay, making false statements or representations, and using or possessing forged travel documents.

Illegal immigrants or persons subject to removal or deportation orders are prohibited under section 38AA of the Immigration Ordinance from taking employment, whether paid or unpaid, and 341 people were prosecuted under that provision in 2016.

### **Independent Commission Against Corruption**

Hong Kong prides itself as a city with a clean civil service, a level playing field for doing business and a society intolerant of corruption. International studies released in 2016 recognised the territory as one of the world's least corrupt places, including the Transparency International's Corruption Perceptions Index, the World Justice Project's Rule of Law Index and the Global Business Bribery Risk Index compiled by international anti-bribery consultancy Trace International.

Established in 1974, the Independent Commission Against Corruption (ICAC) safeguards Hong Kong's deep-rooted culture of probity through a holistic strategy of enforcement, prevention and education. Its independence is enshrined in the Basic Law. The ICAC's operation is sustained by the persistently strong political will of the government and supported by a Hong Kong public highly intolerant of corruption.

According to the 2016 ICAC Annual Survey, 96.2 per cent of respondents expressed support for the commission. On a scale of 0 to 10, with 0 representing total rejection and 10 representing total acceptance, the respondents registered a mean score of 0.7 in tolerance of corruption. In addition, 98.5 per cent said they had not encountered corruption in the past 12 months.

In 2016, the ICAC received 2,891 non-election-related corruption complaints, 3 per cent more than in 2015. Of these complaints, 63 per cent concerned the private sector, 29 per cent related to government departments and 8 per cent involved public bodies.



### **Enforcement**

During the year, the ICAC prosecuted 199 people for corruption and related offences and cautioned 31 for minor offences upon the Department of Justice's advice. At the year end, the commission's caseload stood at 1,805, including 575 related to elections. Prosecutions covered alleged misconduct by public officials, corruption-facilitated tender rigging in building renovation projects, and fraud and corruption concerning listed companies. Of the completed prosecutions, 82 per cent resulted in convictions.

The ICAC received 159 and 639 complaints about the 2016 Legislative Council Election and 2015 District Council Election respectively.

### **Prevention and Education**

The ICAC undertakes detailed studies to help government departments and public bodies reduce corruption risks and strengthen internal control. It conducted 61 such studies in 2016.

The commission also provides free corruption prevention advice to private organisations upon request on a confidential basis. During the year, it offered advice on 540 occasions.

In 2016, the commission promoted an integrity and corruption prevention guide to help the private sector manage relationships with public servants, and tailor-made a guide on public-private partnership programmes for healthcare services and a sample code of conduct for kindergarten staff. It also held integrity management briefings for the newly elected District Council members and their assistants.

The ICAC works to educate public and private organisations and the community. It reaches out to high-ranking civil servants and politically appointed officials through regular talks. More than 26,000 government officers underwent face-to-face integrity training during the year.

Preventive education is also provided to banking, insurance, catering, building management and other businesses, reaching more than 55,000 employees in 2016. Under a three-year Ethics Promotion Programme for Listed Companies, a training package comprising a case study and training videos was produced for company directors and related professionals.

A multi-year public engagement programme, 'All for Integrity', has the support of all 18 District Councils in organising activities to promote integrity in the community, supplemented with multimedia publicity. The programme reached 789,500 people in 2016.

Young people were engaged through a multimedia approach: e-books, interactive dramas and an iTeen Leadership Programme were devised for primary and secondary students respectively, while an ICAC Ambassador Programme and advertising publicity project were launched for tertiary institutions. A commemorative publication on positive values was produced for parents, teachers and students. Anti-corruption messages were disseminated to ethnic minorities, particularly the young, and new arrivals.

A new multifaceted campaign was launched to promote a clean Legislative Council Election and Election Committee Subsector Elections during the year.

The latest series of ICAC Investigators television drama series, adapted from real corruption cases, attracted a viewership of over 9.6 million. An 'All for Integrity' Facebook fanpage was launched to disseminate integrity messages to the public, especially the young. By end-2016, it had recorded 105,000 user engagements and over 5,300 page 'likes'.

The ICAC Commissioner, Mr Simon Peh, briefed international organisations on Hong Kong's latest probity situation and anti-corruption initiatives. The visiting Chair of anti-corruption watchdog Transparency International, Mr Jose Carlos Ugaz, commended the ICAC for substantially reducing corruption in Hong Kong through its anti-graft efforts.

### **Checks and Balances**

The ICAC is an independent body. To monitor its work adequately, the commission is subject to the scrutiny of four independent committees: the Advisory Committee on Corruption, Operations Review Committee, Corruption Prevention Advisory Committee and Citizens Advisory Committee on Community Relations. The committee chairmen host an annual press conference to account for their oversight of the ICAC.

All corruption complaints, whether pursuable or not, must be reported to the Operations Review Committee for scrutiny. No investigation can be written off without its endorsement. An independent ICAC Complaints Committee, comprising members of the Executive Council and the Legislative Council as well as prominent members of the community appointed by the Chief Executive, monitors and reviews all non-criminal complaints against the ICAC or its officers.

### **Commissioner on Interception of Communications and Surveillance**

The Interception of Communications and Surveillance Ordinance, enacted in August 2006, was amended in June 2016. It provides a statutory regime for the authorisation and regulation of interception of communications and covert surveillance conducted by law enforcement agencies (LEAs) to prevent or detect serious crime and protect public security. The Commissioner on Interception of Communications and Surveillance is an independent oversight authority, appointed by the Chief Executive on the recommendation of the Chief Justice.

A secretariat assists the commissioner in performing the commissioner's statutory duties, which include overseeing and conducting reviews of the compliance by LEAs and their officers with the ordinance's relevant requirements; carrying out examinations upon application from persons who suspect that they are subjects of interception or covert surveillance conducted by LEAs; giving notifications to those affected in cases of interception or covert surveillance without the authority of a prescribed authorisation; and making 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 objects of the ordinance or the provisions of the code of practice.

The commissioner submits annual reports to the Chief Executive with statistical information and his assessment of overall compliance with the ordinance's requirements. The 2015 annual

report was submitted to the Chief Executive in June 2016 and tabled in the Legislative Council in November.

The enactment of the Interception of Communications and Surveillance (Amendment) Ordinance 2016 has strengthened the commissioner's powers. Specifically, the commissioner is now provided with an express power to require the production of interception products and covert surveillance products obtained by LEAs pursuant to a prescribed authorisation for his inspection.

## **Narcotics Division**

The Narcotics Division coordinates policies and measures to combat the drug problem. It also oversees anti-money laundering measures in two main areas: the establishment of the R32 System, a reporting system on the physical cross-boundary transportation of large quantities of currency and bearer negotiable instruments; and the promotion of customer due diligence and record-keeping to designated non-financial businesses and professions.

### **Strategy and Coordination**

The government adopts a five-pronged strategy in fighting drug abuse: preventive education and publicity; treatment and rehabilitation; legislation and law enforcement; external cooperation; and research.

The non-statutory Action Committee Against Narcotics advises the government on anti-drug strategies. Chaired by a non-official, it comprises 17 non-official members from the medical, legal, education, media, business, community and social service sectors, and six official members, namely the Commissioner for Narcotics and representatives from the Education Bureau, the police and the departments of Customs and Excise, Health, and Social Welfare. Under a reciprocal appointment arrangement with Singapore, the Director of Singapore's Central Narcotics Bureau also sits on the committee. It has two subcommittees: preventive education and publicity, and treatment and rehabilitation.

### **Preventive Education and Publicity**

In 2016, the division continued to adopt as its main theme for anti-drug preventive education and publicity 'Stand Firm! Knock Drugs Out!', a well-recognised slogan in the community. Taking into account the latest drug trend, the division focused on disseminating anti-drug messages to youngsters as well as young adults aged between 21 and 35, and on publicising the harmful effects of methamphetamine, commonly known as Ice. Two major year-round programmes were carried out: a new citywide campaign in collaboration with Radio Television Hong Kong was launched and a parental programme to promote parents' awareness of hidden youth drug abuse continued.

The division's '186 186' 24-hour hotline and instant messaging initiative '98 186 186', manned by professional social workers, provide convenient channels for people with drug problems to seek help early. Cases are referred to NGOs for treatment and rehabilitation as appropriate.

The division also works with the Education Bureau to support schools in conducting drug education programmes for students and to provide professional training for school personnel, equipping them with the drug knowledge and skills to identify and offer early help to at-risk students. In view of the encouraging response, the division continued interactive drama education programmes for students at primary 3 to 6 as an additional and interesting means of disseminating anti-drug messages.

The Hong Kong Jockey Club Drug InfoCentre is a focal point for promoting anti-drug education. Its visitors include students, youth groups, district bodies, community organisations, overseas delegations, parent-teacher associations and uniformed groups. The centre launched a new series targeting young people in 2016, inviting successful young personalities to share their stories and work with young audiences to encourage a healthy and drug-free life.

The Healthy School Programme with a Drug Testing Component is a school-based preventive education initiative designed to strengthen students' resolve in refusing drugs and to foster a drug-free campus. In the 2016-17 school year, 122 secondary schools, partnered with NGOs, implemented the programme.

### ***Drug Testing***

The government has also been in talks with stakeholders since the issue of a consultation conclusion report on a Rescue Drug Testing Scheme. The objective is to identify drug abusers as early as possible so they can receive timely counselling and treatment.

### ***Treatment and Rehabilitation***

A variety of treatment and rehabilitation services is available to drug abusers with different needs. Major services include a compulsory treatment programme conducted by the Correctional Services Department, voluntary residential programmes run by NGOs in 38 centres, a voluntary methadone outpatient treatment programme operated by the Department of Health, substance abuse clinics at all seven hospital clusters of the Hospital Authority, and 11 counselling centres for psychotropic substance abusers and two centres for drug counselling run by NGOs.

A Three-year Plan on Drug Treatment and Rehabilitation Services in Hong Kong, issued in 2015, sets out the priorities and strategies covering 2015 to 2017 and provides direction for anti-drug service providers to review and develop their action plans.

### ***Legislation and Enforcement***

The division and relevant departments monitor the changing drug scene closely and review the laws regularly to meet any emerging threat. In 2016, the substances Tapentadol and AH-7921 were brought under the control of the Dangerous Drugs Ordinance. The police and the Customs and Excise Department take action against drug crimes, seizing 1,412kg and 42,004 tablets of major types of drugs and arresting 4,734 people for drug-related offences in 2016.

### ***Drug Abuse Statistics and Trends***

The Central Registry of Drug Abuse compiles drug abuser statistics from a network of reporting agencies, including law enforcement agencies, treatment and welfare agencies, tertiary institutions, hospitals and clinics.

The registry recorded 8,077 drug abusers in 2016, of which 24 per cent were new cases and 6 per cent were aged under 21. Heroin continued to be the most commonly abused drug in Hong Kong, afflicting 50 per cent of drug abusers. Psychotropic substances were abused by 64 per cent of drug abusers and by 97 per cent of abusers under the age of 21. Commonly abused psychotropic substances included Ice (30 per cent), ketamine (15 per cent) and triazolam/midazolam/zopiclone (12 per cent). In 2016, 25 per cent of abusers abused more than one drug. The drug history of newly reported abusers remained high. Half of them had abused drugs for at least 4.6 years, compared with 5.9 years in 2015.

### ***External Cooperation***

Hong Kong works closely with its Mainland and international counterparts in combating drug abuse and trafficking, and takes part in related international and regional meetings. Three international conventions that provide a treaty-based framework for international cooperation to address the drug problem apply to Hong Kong: the 1961 Single Convention on Narcotic Drugs as amended by the 1972 Protocol, the 1971 Convention on Psychotropic Substances and the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances.

In March 2016, representatives from the Narcotics Division, the police and the Customs and Excise, Health and Social Welfare departments joined the Chinese delegation to attend the 59th session of the United Nations Commission on Narcotic Drugs held in Vienna. The following month, representatives from the Narcotics Division also joined the Chinese delegation in attending the Special Session of the United Nations General Assembly on the World Drug Problem held in New York.

### ***Research***

Drug-related research help the government formulate anti-drug strategies and programmes. In 2016, the findings of a 2014-15 survey of drug use among students at upper primary to post-secondary levels were released. Two drug-related research projects were completed and eight others were ongoing.

### ***Beat Drugs Fund***

With a capital base of \$3.35 billion, the fund supports community efforts in combating drug abuse by financing worthwhile community projects, helping treatment and rehabilitation centres to meet statutory licensing requirements and supporting schools in implementing the Healthy School Programme with a Drug Testing Component. In 2016, the fund approved about \$115 million to support 56 projects and programmes.

The fund is conducting its latest Anti-drug Community Awareness Building programme, spanning the period 1 April 2015 to 31 March 2018, through the 18 District Fight Crime

Committees with a grant of \$6.21 million to sustain anti-drug efforts and raise community awareness of hidden drug abuse.

### **Anti-Money Laundering and Counter Financing of Terrorism**

The Financial Services and the Treasury Bureau coordinates overall policies in anti-money laundering and counter-financing of terrorism. In this connection, the Narcotics Division is preparing the legislation for establishing the R32 System. The division also assists in the promotion of customer due diligence and record-keeping to designated non-financial businesses and professions, including lawyers, accountants, estate agents, trust and company service providers and dealers in precious metals and precious stones.

### **Government Laboratory**

The Government Laboratory's Forensic Science Division provides a comprehensive forensic service to the criminal justice system. It has two operational groups, the Drugs, Toxicology and Documents Group and the Criminalistics and Quality Management Group.

The Drugs, Toxicology and Documents Group examines cases in three areas:

- Abused drugs. The number of examined cases dropped slightly compared to that of 2015. The most commonly encountered abused drugs were, in descending order, methamphetamine, cocaine, ketamine, heroin, cannabis and benzodiazepines.
- Analysis of blood and urine in drink-driving and drug-driving cases, urinalysis and hair drug testing to support abused drug monitoring programmes, and toxicological examination in suspicious deaths and criminal offences. Compared with 2015, the demand for urinalysis and drug-driving dropped while that for drink-driving and hair drug testing registered an increasing trend.
- Examination of handwriting and documents. The group also offers technical advice and testing on the quality of Hong Kong Identity Cards. In 2016, among the items examined, Hong Kong Identity Cards continued to be the most commonly forged document, followed by travel documents and credit cards.

The Criminalistics and Quality Management Group conducts laboratory tests covering trace evidence examination, marks and impressions comparison, and forensic DNA analysis. It also provides a round-the-clock crime scene examination and consultation service to lend expert assistance to the identification, retrieval and preservation of scientific evidence. There are officers specially trained to ascertain causes of fires, reconstruct traffic accidents and interpret bloodstain patterns in violent crimes. In June, the group undertook a detailed investigation of the fatal fourth-alarm fire at a mini-storage facility in Ngau Tau Kok.

### **Civil Aid Service**

The Civil Aid Service (CAS) is a government auxiliary emergency service set up under the Civil Aid Service Ordinance, with 103 civil servants and about 7,000 adult volunteers and cadets. Members are trained to work in emergencies such as typhoons, floods and landslides.

In 2016, CAS members were mobilised for 19 rural firefighting operations and 109 mountain search and rescue operations, including the extreme weather incident at Tai Mo Shan on 24 January.

The CAS strives to develop leadership potential and cultivate civic awareness in young people by recruiting 12- to 17-year-olds into the CAS Cadet Corps, including non-Chinese-speaking cadets to promote social inclusiveness. These cadets receive training in foot drill, basic emergency rescue, crowd management, first aid and rock climbing.

### **Websites**

Commissioner on Interception of Communications and Surveillance: [www.sciocs.gov.hk](http://www.sciocs.gov.hk)

Independent Commission Against Corruption: [www.icac.org.hk](http://www.icac.org.hk)

Security Bureau: [www.sb.gov.hk](http://www.sb.gov.hk) (links to Disciplined Services)

The Three-year Plan on Drug Treatment and Rehabilitation Services in Hong Kong (2015-2017): [www.nd.gov.hk/en/three\\_year\\_plan\\_2015\\_2017.htm](http://www.nd.gov.hk/en/three_year_plan_2015_2017.htm)