

## Public Order

*Hong Kong continues to be one of the safest cities in the world. The overall crime rate, meaning the number of crimes per 100,000 population, fell 8.3 per cent in 2017 while the violent crime rate fell 10.9 per cent compared with 2016. The overall crime detection rate was 48.2 per cent.*

The Security Bureau is responsible for security-related policies, including the maintenance of law and order, exercising immigration and customs control, rehabilitating offenders and drug abusers, and providing emergency fire and rescue services.

### **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 2017, it monitored the overall crime situation, the trend of commercial crime and technology 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 2017-18 publicity strategy.

Working with the FCC are the 18 District Fight Crime Committees (DFCCs), which monitor the crime situation at district level, reflect community concerns about law and order and organise district publicity programmes to increase crime prevention awareness. The FCC held an annual dinner and the Fight Crime Reception in March and October respectively to reinforce closer links with the DFCCs.

### **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 2017, the police had an establishment of about 29,900 police officers and 4,600 civilian staff, reinforced by some 4,500 volunteers serving in the Hong Kong Auxiliary Police Force. It appointed 118 inspectors and 1,074 constables during the year.

## **Crime**

Reported crimes in 2017 totalled 56,017, a decrease of 7.6 per cent compared with 2016. The crime rate stood at 758 cases per 100,000 population, a drop of 8.3 per cent. There were 9,086 violent crimes, down 10.1 per cent.

Robbery cases numbered 163, a decrease of 37.3 per cent. Burglaries declined 22.9 per cent to 1,872, while overall thefts fell 7.1 per cent to 23,806. The number of robberies and burglaries was at a record low since 1969.

Of the reported crimes, 48.2 per cent, or 27,005 cases, were detected, resulting in the arrests of 30,366 persons. Among these, 928 were juveniles aged between 10 and 15, while 1,804 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 decreased 4 per cent to 1,798 compared with 2016, accounting for 3.2 per cent of all reported crimes in 2017.

The police prohibit triad activities. Between March and August, a tripartite operation codenamed 'Thunderbolt' was mounted with the Guangdong Provincial Public Security Department and Macao Unitary Police Service, resulting in the arrests of 5,439 persons in Hong Kong and the seizure of crime proceeds worth over \$18 million.

## **Commercial Crime**

The Commercial Crime Bureau tackles serious and complex fraud, money laundering and the counterfeiting of monetary instruments in Hong Kong. In May, it formed the Fraud and Money Laundering Intelligence Taskforce. This public-private partnership enables law enforcement authorities and the financial sector to exchange and analyse information in preventing, detecting and disrupting serious financial crime and money laundering in Hong Kong.

Then in July, the Anti-Deception Coordination Centre was established to enhance coordination amongst the police, other government departments and local and overseas stakeholders to combat and prevent deception. The centre's 24-hour Anti-Scam Helpline 18222 provides instant advice and support for the public and front-line police units.

## **Technology Crime**

The Cyber Security and Technology Crime Bureau combats technology crimes and maintains Hong Kong's cyber security through partnership with the community, stakeholders and overseas law enforcement agencies. The city's rising trend of technology crime was curbed from its peak of 6,862 reports in 2015 to 5,939 reports in 2016 and further to 5,567 reports in 2017.

Project Cyber Defender offers cyber threat protection, assessment and education to the community, particularly operators of critical infrastructure. It seeks to strengthen the cyber resilience of government bodies and reduce the incidence of botnet-infected computers in public and private organisations.

### ***Dangerous Drugs***

The police adopt a multi-agency approach to enlist support from the community in prohibiting drug abuse and trafficking. Methamphetamine, also known as Ice, and cocaine were the most commonly abused drugs in 2017, accounting for 46 per cent of the 4,400 persons arrested for dangerous drugs.

To tackle transnational drug trafficking, the Narcotics Bureau maintains a strategic partnership with Mainland and overseas law enforcement agencies. This led to 20 joint operations in 2017 that seized 2,798kg of illicit drugs.

The emergence of new drugs poses challenges to regulators and law enforcement agencies worldwide. The Narcotics Bureau is working to amend related legislation and devise 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 2017, 83 persons were convicted of money laundering offences, with about \$50.11 million of criminal assets restrained and \$331.5 million confiscated.

The Narcotics Bureau also played an active role in the international conferences of the Financial Action Task Force, Asia/Pacific Group on Money Laundering and Egmont Group of Financial Intelligence Units.

### ***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 2017, fingerprint evidence linked 1,498 persons to 1,326 criminal cases.

The Advanced Technology Section of the Identification Bureau was awarded ISO/IEC 17025:2005 accreditation by the Hong Kong Accreditation Service in July, demonstrating its professional status in the field of fingerprint examination.

### ***Liaison***

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

Apart from assisting in investigations, the Liaison Bureau coordinates requests about mutual legal assistance and the surrender of fugitive offenders. It is also the designated unit handling notifications under a reciprocal notification mechanism with the Mainland.

### **Counter Terrorism**

The police keep a close watch on global terrorist trends and maintain a high degree of vigilance and operational readiness commensurate with the prevailing threat level. To enhance response capabilities, counter-terrorism training and exercises are conducted regularly with relevant agencies. The police have also stepped up community education to raise awareness and advise on what to do in the event of a terrorist attack.

### **Traffic**

During the year, 15,725 traffic accidents involved casualties, with 2,070 cases involving serious injuries and 104 involving fatalities. There were 2 per cent fewer accidents involving casualties and 13 per cent fewer accidents involving serious injuries or fatalities than in 2016.

### **Public Order Events**

Hong Kong residents enjoy freedom of speech and the right to peaceful assembly, procession and demonstration. The police facilitate all lawful and peaceful public events fairly and impartially whilst ensuring public order and safety, seeking to strike a balance between facilitating public events and minimising the adverse impact of these events on other members of the public. During the year, 11,811 public meetings and processions were held.

The police also carried out professional policing work to ensure the visit of the President of the People's Republic of China in Hong Kong, celebrations for the 20th anniversary of the establishment of the HKSAR and other public events were held in a safe, orderly and secure manner.

### **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 FCC plan and implement publicity campaigns.

The PPRB makes use of online platforms, including the police website, mobile application, YouTube channel, Facebook page and Instagram, to disseminate timely police messages to the public in innovative and interactive ways. These platforms promote communication with the public and enhance the people's understanding of policing 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 offers advice and assistance on location filming. It 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 (JPC) scheme and Police School Liaison Programme serve as bridges between the police and young people, while the Senior Police Call (SPC) scheme promotes

crime prevention, fight crime and road safety messages among the elderly. Police Community Liaison Assistants are recruited to build long-term relationships with the non-ethnic Chinese community.

JPC@Pat Heung, set up by the PPRB, was officially opened on 10 August to serve JPC and SPC members, students, youth organisations and non-ethnic Chinese residents. It promotes awareness of abiding by the law, instils positive values in the young and enhances their self-confidence and leadership skills through activities such as physical fitness training.

In 2017, 80 people received the police's Good Citizen Awards, sponsored by the Hong Kong General Chamber of Commerce, in recognition of their assistance in fighting crime.

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

The New Generation Report Room in Yuen Long Police Station was commissioned in August, offering enhanced security and greater privacy for the public in making reports. Redevelopment of the Junior Police Officers Married Quarters at Fan Garden, Fanling, started in June and will be completed in the first quarter of 2021, providing 1,184 new units for married Junior Police Officers. A new Kowloon East Regional Headquarters and Operational Base cum Ngau Tau Kok Divisional Police Station is scheduled for completion in end-2019.

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

In December, the police launched a Case Management and Investigation System with advanced functions for recording, processing and retrieving information to support case management and investigation. The system enhanced the efficiency of front-line officers.

### ***Training***

The Police College equips officers with policing knowledge and skills through diversified training, so as to help the police remain a professional force serving the community and maintaining law and order. To enhance trainees' experience and maximise training effectiveness, the Police College uses virtual reality, simulation technology and a mobile application, and leverages the expertise of external talent, including local and overseas academics.

In 2017, the Police College's priorities were in capacity building, the use of technology and external resources, and the enhancement of international collaboration. Training materials and methodologies were reviewed. It also worked with front-line Police Districts and non-governmental organisations (NGOs) to explore innovative solutions in tackling policing problems.

The standard of training has been well commended. A number of training programmes are accredited under the Hong Kong Qualifications Framework, the latest being the International Executive Development in Policing Programme, which is of the same level as a master's degree and is organised jointly with the Canadian Police College. In May, the Police College enrolled the first cohort for the Master of Studies in Applied Criminology and Police Management in collaboration with the University of Cambridge.

### **Service Quality**

The Service Quality Wing promotes excellence and continuous improvement in strategic planning, quality management and innovation in police services delivery. In mid-2017, it began preliminary work for the formulation of the police's Strategic Directions and Strategic Action Plan 2019-21 to prepare for future policing challenges.

### **Complaints and Internal Investigations**

Under the statutory two-tier police complaint handling system, the Complaints Against Police Office handles all complaints lodged by the public against the police and supports the Independent Police Complaints Council (IPCC) in performing statutory functions. The office received 1,508 reportable complaints in 2017, 18.3 per cent less than the five-year average of 1,846.

The police's Internal Investigations Office 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 has 110 observers, all appointed by the Secretary for Security. The council members and observers may attend interviews and observe the police's collection of evidence about reportable complaints to ensure investigations are conducted fairly and impartially.

In 2017, the IPCC scrutinised and endorsed the findings in 1,691 investigation reports on reportable complaints received during the year or carried forward from previous years, involving 3,060 allegations. Of these, 150 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, the department was managing 29 correctional facilities of different security grading, with 6,601 staff looking after 8,423 persons in custody and 1,723 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 aged between 14 and 24 are housed in two correctional institutions, one detention centre, one training centre and two rehabilitation centres, while young females aged between 14 and 20 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 facilities also include two custodial wards in public hospitals for persons in custody who need special medical care or surgery. Three halfway houses help those released under supervision reintegrate into society. Their residents may go out to work or attend school during daytime.

### **Penal Population**

In 2017, 10,192 adults (7,118 men and 3,074 women) were sentenced to imprisonment, 5,681 adults (4,309 men and 1,372 women) were remanded, 175 young offenders (130 males and 45 females) were sentenced to imprisonment, and 218 young persons (196 males and

22 females) were remanded. In addition, 149 offenders (135 males and 14 females) were sentenced to detention in training centres, rehabilitation centres or the detention centre in Sha Tsui, 727 offenders (569 males and 158 females) were placed in drug addiction treatment centres, and 1,389 offenders (1,177 males and 212 females) were remanded pending suitability reports for sentencing to one of these centres.

Most of the correctional facilities are either aged or were originally built for other purposes. To meet the requirements of penal operations and management, the department will continue to explore possible redevelopment and improvement projects.

### ***Pre-sentence Assessment***

Young offenders and offenders with drug addiction problems who are sentenced to imprisonment may be remanded in custody for not more than three weeks to assess their suitability for admission to a correctional facility. The Rehabilitation Unit under the CSD prepares suitability reports for the courts, while the Young Offender Assessment Panel, comprising CSD and Social Welfare Department representatives, considers cases referred by the courts and recommends to magistrates and judges the most suitable rehabilitation programmes for young offenders.

In 2017, the unit recommended 244 males and 31 females for admission to a rehabilitation centre, a training centre or a detention centre, and 704 males and 206 females as suitable for a drug addiction treatment centre. The panel received 58 cases from the courts for assessment.

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

The two 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.

At the detention centre in Sha Tsui, males aged between 14 and 20 go through one to six months of detention, and males aged between 21 and 24, three to 12 months. Its programmes emphasise strict discipline, strenuous training, hard work and a vigorous routine. After release, they are placed under one-year statutory supervision.

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

### ***Education***

Offenders under 21 receive education and assistance to participate in local and overseas accredited public examinations. Adults are encouraged to take self-study courses or tertiary-level distance learning programmes offered by accredited institutions. 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 2017.

### ***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 2017, a daily average of 4,529 persons in custody were engaged in productive work, providing government departments and subvented bodies with goods and services that covered office furniture, uniforms, leather products, hospital linen, filter masks, fibreglass products, 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 \$454.1 million.

### ***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

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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.

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 2017, 1,723 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 reintegration and publicity strategies. It comprises community leaders, professionals and representatives of NGOs and government departments. The CSD 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. Programmes 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 improve service standards, the department initiates enhancements of safety, security and overall workflow through, among others, regular inspections and management studies and the introduction of innovation and technology.

### **Complaints**

The Complaints Investigation Unit handles and investigates complaints related to the department. All investigation reports are scrutinised by the CSD Complaints Committee. A complainant dissatisfied with the outcome of the investigation may appeal to the CSD Complaints Appeal Board. 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 6,300 posts (see also Chapter 5).

### ***Revenue Protection and Collection***

The department collects excise duties from 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 2016-17 financial year, the department collected \$10.3 billion in excise duties, a 4 per cent decrease from 2015-16.

The department assesses the taxable values of motor vehicles under the Motor Vehicles (First Registration Tax) Ordinance, resulting in the collection of \$7.8 billion first registration tax by the Transport Department in 2016-17, during which 64,289 motor vehicles were first registered.

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 2017, the department handled 1,569 cases involving the smuggling, storage, distribution and peddling of illicit cigarettes, down 2.6 per cent from 2016, and seized 59 million illicit cigarettes. Under a Compounding Scheme, 6,390 people were fined for abuse of duty-free cigarette concessions, 4.9 per cent fewer than in 2016, involving 1.6 million cigarettes.

The department takes sustained action to stamp out illicit fuel activities. In 2017, it solved 35 illicit fuel cases, arrested 40 people and seized 353,400 litres of illicit fuel. There were 34 per cent fewer cases than in 2016.

### ***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. To combat cross-boundary drug trafficking, the department maintains close cooperation, exchanges intelligence and mounts joint operations when necessary with local, Mainland and overseas law enforcement agencies. A mechanism of communication and intelligence exchange with the logistics industry is in place to strengthen

enforcement on the import and export of cargoes. Detector dogs and plainclothes officers are deployed at boundary control points, and cross-boundary vehicles are checked diligently.

In 2017, the department dealt with 207 drug trafficking cases, smashed 24 storage and distribution centres and four manufacturing and attenuating centres, seized 1,158kg of assorted dangerous drugs<sup>2</sup> and arrested 329 people. Cross-boundary enforcement cooperation led to the seizure of 497kg of assorted dangerous drugs and the arrest of 48 people on the Mainland and overseas.

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

### **Anti-smuggling Operations**

Overall, smuggling in Hong Kong is under effective control. That said, smuggling across the Hong Kong-Mainland boundary remains under close monitoring by the law enforcement agencies. In 2017, 175 Hong Kong-Mainland smuggling attempts were detected, with 206 people arrested and \$494 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. It plans and builds fire stations and ambulance depots to cope with the territory's development and service needs, and to implement the government's policy of providing the fastest response possible to emergencies.

Its Fire and Ambulance Services Academy, established in 2016, provides training services for the department as well as other public and private organisations.

The department has well-trained personnel, advanced communications systems and modern equipment. It employs 9,914 uniformed and 736 civilian members, and operates 1,060 fire appliances, ambulances and supporting vehicles and 21 fire vessels.

### **Firefighting and Rescue**

Of the 33,934 fire calls received in 2017, three were classified as major fires of No 3 alarm. Accidents in the process of cooking constituted the major cause of fires, accounting for

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<sup>2</sup> Not including 6,099kg of khat, which contains substances subject to control under the Dangerous Drugs Ordinance.

1,599 cases. Careless handling or disposal of lighted materials, such as cigarette ends, matches and candles, caused 842 fires, while disposal of joss sticks caused 201 fires. Unwanted alarms, triggered mainly by faulty automatic alarm systems, contributed about 70 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 or hazardous material leakages, building collapses, floods, landslides, industrial accidents, people stranded on hillsides and attempts to jump from a height. It handled 36,326 such calls in 2017.

### **Ambulance Services**

The department's Ambulance Command operates a fleet of emergency ambulances, rapid response vehicles and emergency medical assistant motorcycles manned by paramedics. All the vehicles 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, convulsion, cardiac arrest, anaphylaxis and drug overdose. The Ambulance Command handled a daily average of 2,154 calls in 2017.

The department trains front-line firefighters to become first responders to provide basic life support to casualties and patients while ambulance crews are on their way to the scene. In 2017, first responders were on hand in 40,298 cases.

### **Communications**

The 24-hour Fire Services Communications Centre mobilises all firefighting and ambulance resources to provide timely services. It 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. To enhance the emergency ambulance service, the centre provides simple post-dispatch advice over the phone on some easily identified sicknesses and injuries, namely general bleeding, limb dislocation and fracture, burns, convulsion, heat exposure and hypothermia, after dispatching an ambulance to the scene. Such advice covers simple first aid and time-saving advice, enabling patients to receive prompt medical help before the ambulance crew arrives.

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 three Building Improvement Divisions enforce the requirements for upgrading the fire safety measures of commercial premises and other commercial, composite and domestic buildings which fall under the Fire Safety (Commercial Premises) Ordinance and Fire Safety (Buildings) Ordinance, investigate reports of fire hazards in buildings, inspect industrial buildings proactively and take enforcement action against irregularities.

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. In 2017, 1,046 envoys were 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 2017, the division vetted 17,179 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 2,454 submissions in 2017. The division also carries out acceptance inspections of FSI at new railway projects, including the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link and the East West Corridor of the Shatin to Central Link in 2017, 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 worked with Radio Television Hong Kong (RTHK) in producing new episodes for the radio programme *Happy Daily* and TV programme *Elite Brigade* to enhance public knowledge of fire protection and fire and ambulance services. In 2017, 5,980 people were trained as Fire Safety Ambassadors (FSA). As at end-2017, 415 community leaders had been appointed 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 applied this approach to six target buildings in 2017.

The Licensing and Certification Command regulates the manufacture, storage, conveyance and use of dangerous goods and takes enforcement action against related offences. In 2017, it issued or renewed 4,260 storage licences for dangerous goods or timber, and 2,013 dangerous goods vehicle licences. The command works with other law enforcement agencies to combat illicit fuelling activities, conducting 1,524 related inspections and taking legal action against 101 suspected offenders involving 492,667 litres of diesel in 2017.

The command plays an important role in ensuring building fire safety. It monitors the status of FSI in buildings, handles complaints and oversees the professional standards of registered FSI contractors. In 2017, the command conducted 47,070 compliance inspections on FSI in new buildings and developments. It held another 64,154 inspections on existing FSI, issued 2,566 fire

hazard abatement notices against irregularities found and took legal action against 61 owners of defective FSI and eight FSI contractors.

The command formulates and enforces fire safety policies for licensed premises and takes enforcement action against fire hazards. It advises the relevant licensing authorities on fire protection and carries out compliance certification 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 treatment and rehabilitation centres. In 2017, it carried out 39,789 inspections of such premises and issued 1,390 fire hazard abatement notices.

### ***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 212 disciplined and 58 civilian members, and a fleet of four fixed-wing aircraft and seven helicopters in service. In 2017, members flew a total of 7,534 hours, helped in 548 search and rescue operations and took 1,836 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 49,033 people in 2017.

#### ***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 2017, it discovered 515 forged travel documents. 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 2017, officers intercepted at immigration control points 306,693 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 2017, 6,038 illegal workers were arrested in 15,970 raids. 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.

### **Deportation and Removal**

The department processes deportation and removal orders. In 2017, 595 people convicted of offences punishable with imprisonment of not less than two years were recommended for deportation and 537 were deported, meaning they are prohibited from returning. Another 1,506 were removed from Hong Kong, comprising 583 illegal immigrants, 869 people who had breached their conditions of stay and 54 people who were refused entry.

### **Investigation and Prosecution**

The department lays charges concerning 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.

### **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 2017, 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, recognised the city as one of the world's least corrupt places.

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, and its operation is sustained by a strong political will of the government and supported by a community highly intolerant of corruption.

According to the 2017 ICAC Annual Survey, 96.8 per cent of the 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 0.6 in tolerance of corruption. In addition, 99.1 per cent said they had not personally encountered corruption in the past 12 months.

In 2017, the ICAC received 2,835 non-election-related corruption complaints, down 2 per cent compared with 2016. Of these complaints, 66 per cent concerned the private sector, 27 per cent related to government departments and 7 per cent involved public bodies.

### **Enforcement**

The ICAC initiates prosecution for corruption and related offences and issues cautions for minor offences upon the Department of Justice's advice. Of the prosecutions completed during the year, 140 people involved in 86 cases were convicted, resulting in person-based and case-based conviction rates of 80 per cent and 83 per cent respectively. The commission also prosecuted 189 people and cautioned 31 others. At the year end, the caseload stood at 1,647, including 266 related to elections. The ICAC received 237 and 228 complaints about the 2016 Legislative Council Election and the 2016 Election Committee Subsector Elections respectively.

### **Prevention and Education**

The ICAC helps government departments and public bodies reduce corruption risks and strengthen internal control. In 2017, it completed 63 assignment reports and provided timely advice on 490 occasions.

The commission also provides free corruption prevention advice to private organisations upon request on a confidential basis. During the year, it offered advice on 610 occasions. A corruption prevention toolkit and training module were tailor-made for the catering industry, while a database consolidating corruption prevention resources was launched on the ICAC website for public access.

The ICAC adopts an Ethics for All approach to customise preventive education programmes to different target groups. In 2017, it conducted regular integrity training for more than 26,000 government officers, and training on ethical leadership for high-ranking civil servants and other public officials.

In the private sector, the preventive education programmes reached more than 45,000 employees, from front-line workers to top management. To cover issues relevant to listed companies, a large-scale business ethics conference was held and a video-based training package was launched for company directors and related professionals under a three-year Ethics Promotion Programme for Listed Companies co-organised with institutional stakeholders.

At the community level, the ICAC augmented the impact of its 'All for Integrity' territory-wide programme by partnering with over 800 organisations in organising probity promotion activities. The ICAC Club, with a membership of over 2,000 volunteers, marked its 20th anniversary with community events that reached more than 820,000 people.

Young people were engaged through tailor-made activities such as the ICAC Ambassador Programme and an advertising project for tertiary students, the iTeen Leadership Programme and interactive dramas for secondary students, and a multimedia project for primary schools. A two-year Youth Integrity Fest, comprising interactive campus activities and multimedia productions, was launched. Students of the Vocational Training Council were also recruited to join the Youth Chapter of the ICAC Club to spread probity messages on campuses.

Among other initiatives, the ICAC promoted a clean Chief Executive election and highlighted its determination to safeguard the core value of probity with every generation. Multimedia

platforms, including the 'All for Integrity' Facebook fanpage and a TV programme, were used to hammer home the anti-graft messages and enhance transparency of the commission's work.

The ICAC Commissioner, Mr Simon Peh, briefs international organisations regularly on Hong Kong's latest probity situation and anti-corruption initiatives. A new platform was launched on the ICAC website to update the international community on the commission's work.

### **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 and amended in June 2016, 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 on the compliance by LEAs and their officers with the ordinance's relevant requirements; carrying out examinations upon applications 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 2016 annual report was submitted to the Chief Executive in June 2017 and tabled in LegCo in November.

The enactment of the Interception of Communications and Surveillance (Amendment) Ordinance 2016 strengthens the commissioner's powers. Specifically, the commissioner is now

provided with an express power to require the production of interception products and 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 and counter-terrorist financing measures via two main areas: a declaration and disclosure system on the cross-boundary movement of large quantities of physical currency and bearer negotiable instruments; and outreach to designated non-financial businesses and professions, including lawyers, accountants, estate agents, trust or company service providers and dealers in precious metals and stones, to raise their awareness of relevant measures.

### ***Anti-Drug 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***

'Stand Firm! Knock Drugs Out!' continued to be the division's main theme in anti-drug preventive education and publicity in 2017, with the use of new media among the channels of publicity. Taking into account the latest drug trends, 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 continued: a citywide campaign in collaboration with RTHK and a parental programme to promote parents' awareness of hidden youth drug abuse.

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 works with the Education Bureau to support schools in conducting anti-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 2017, the division continued interactive anti-drug drama education programmes for pupils in primary 3 to 6.

The Hong Kong Jockey Club Drug InfoCentre is a focal point for promoting anti-drug education. Visitors include students, parents, youth groups, district bodies, community organisations, overseas delegations, parent-teacher associations and uniformed groups. Anti-drug messages are disseminated through activities such as talks, visits, training workshops, experience-sharing sessions and movie-sharing sessions for different target groups.

The Healthy School Programme with a Drug Testing Component is a school-based initiative to strengthen students' resolve in refusing drugs and to foster a drug-free campus. In the 2017-18 school year, 135 secondary schools, partnered with NGOs, were implementing the programme. Another school-based programme, 'Participate in Sports, Stay Away from Drugs', was launched, involving 110 secondary schools. It is a student-led trial initiative aimed at promoting healthy lifestyles and an anti-drug culture in secondary schools through students' participation in organising activities related to sports and health, and in supporting student athletes taking part in sports competitions.

### **Drug Testing**

The government has been in talks with stakeholders after a consultation report was issued 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, set out the priorities and strategies covering 2015 to 2017 and provided directions for anti-drug service providers to review and develop their action plans. In 2017, the division started preparation of the next three-year plan, covering 2018 to 2020, in consultation with anti-drug stakeholders.

### **Legislation and Enforcement**

The division and other relevant departments monitor the changing drug scene closely and review the laws regularly to meet any emerging threat. In 2017, Phenazepam, MT-45 and 4,4'-DMAR were brought under the control of the Dangerous Drugs Ordinance. The police and the Customs and Excise Department seized 1,770kg and 9,599 tablets of major types of drugs and arrested 4,798 people for drug-related offences.

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

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

The registry recorded 6,725 drug abusers in 2017, of which 23 per cent were new cases, 7 per cent were aged under 21 and 23 per cent abused more than one drug. Heroin continued to be the most commonly abused drug in Hong Kong, afflicting 55 per cent of drug abusers. Psychotropic substances were abused by 59 per cent of drug abusers and 98 per cent of abusers under the age of 21. Commonly abused psychotropic substances included Ice (26 per cent), triazolam/midazolam/zopiclone (13 per cent) and cocaine (13 per cent). The drug history of newly reported abusers remained high. Half of them had abused drugs for at least 4.3 years, compared with 4.6 years in 2016.

### **External Cooperation**

Hong Kong works closely with its Mainland and international counterparts in combating drug crimes. 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, representatives from the HKSAR Government led by the Narcotics Division joined the Chinese delegation to attend the 60th session of the United Nations Commission on Narcotic Drugs held in Vienna.

### **Research**

Drug-related research help formulate anti-drug measures. A survey of drug use among students at upper primary to post-secondary levels was being conducted in the 2017-18 school year. Two research projects were completed in 2017 and 12 others were ongoing.

### **Beat Drugs Fund**

With a capital base of \$3.35 billion, the fund supports community efforts in combating the drug problem 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 and the 'Participate in Sports, Stay Away from Drugs' programme. In the regular funding exercise in 2017, the fund approved about \$153.9 million to support 66 projects and programmes.

The Anti-drug Community Awareness Building programme under the fund, covering 1 April 2015 to 31 March 2018, provided a grant of \$6.21 million to the 18 District Fight Crime Committees to sustain anti-drug efforts and raise community awareness of hidden abuse.

### **Anti-Money Laundering and Counter-Terrorist Financing**

The Financial Services and the Treasury Bureau coordinates overall policies in anti-money laundering and counter-terrorist financing. LegCo passed the Cross-boundary Movement of Physical Currency and Bearer Negotiable Instruments Bill in June 2017 and the Narcotics Division was preparing to put the ordinance into effect in the second half of 2018.

### **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 increased slightly over 2016. The most commonly encountered abused drugs were, in descending order, methamphetamine, cocaine, heroin, cannabis, ketamine 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 2016, the demand for drink-driving and drug-driving dropped while that for urinalysis 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 and passports. In 2017, 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 undertakes laboratory tests on trace evidence, marks and impressions, and human DNA. 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. Officers are trained to ascertain causes of fires, reconstruct traffic accidents and interpret bloodstain patterns. In May, the group conducted urgent examinations for the police in solving a high-profile robbery and rape case in Kowloon Bay.

### **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.

CAS members are trained to work in emergencies. In 2017, they served in five rescue operations during typhoons, floods or landslides, 96 mountain search and rescue assignments and 51 vegetation firefighting missions. Campaigns were conducted to raise awareness of hiking safety, prevent mountaineering accidents and educate the public on what to do and how to save themselves in an accident.

The CAS Cadet Corps develops leadership potential and cultivates civic awareness in young people by recruiting 12- to 17-year-olds, including ethnic minority cadets to promote social inclusiveness. They receive training in foot drill, basic emergency rescue, crowd management, first aid and rock climbing. In January, the corps launched a School Partnership Scheme to provide junior secondary students with sustainable disciplinary and leadership training tied in with the schools' schedules.

### **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 (2015-17):

[www.nd.gov.hk/en/three\\_year\\_plan\\_2015\\_2017.htm](http://www.nd.gov.hk/en/three_year_plan_2015_2017.htm)