

## Message

The security of our community underpins the stability and social and economic well-being of our society. The people of Hong Kong give the highest priority to the maintenance of law and order and public safety. We and our corps of highly trained, professional disciplined services share this priority.

Hong Kong is one of the safest cities in the world, and we are determined to keep it that way. We will constantly review and improve our strategies and capabilities in fighting crime. We will maintain our Police Force as one of the best trained and equipped forces in the world.

We will strengthen the legislative framework and our enforcement action to protect the public from the dangers posed by fires and incidents involving dangerous goods and chemicals. We are also committed to providing an efficient and responsive rescue service to minimise suffering during emergencies and natural disasters.

We will maintain tight immigration and customs control, and take vigorous enforcement action to combat all forms of illegal immigration and smuggling activities while facilitating the legitimate movement of people and goods.

We will continue to improve our correctional services and drug prevention programmes, so as to enhance rehabilitation and aftercare services for offenders and drug abusers and help them reintegrate into society. We will not tolerate drug trafficking and money laundering activities. We will strengthen the legislative framework and continue to take vigorous enforcement action against offenders.



(Mrs Regina Ip)

Secretary for Security

# A Secure and Safe City

Our Policy Objective is to ensure that Hong Kong remains a secure and safe city by maintaining law and order, safeguarding public safety, maintaining effective immigration and customs control, rehabilitating offenders and drug abusers, and providing effective emergency services.

Our targets in pursuing this Policy Objective are –

- to maintain high safety and security standards in Hong Kong as compared with other major cities
- to reinforce the community's support for strengthening Hong Kong's safety and security

## Key Result Areas (KRAs)

To ensure that this Policy Objective can be achieved, we must deliver results in a number of key areas, that is, we must –

<b>I</b>	<b>Maintain and strengthen the legal framework</b>	<b>Page 3</b>
<b>II</b>	<b>Build a partnership with the community in keeping Hong Kong a secure and safe city</b>	<b>Page 7</b>
<b>III</b>	<b>Prevent and detect crime</b>	<b>Page 10</b>
<b>IV</b>	<b>Facilitate free movement of people and prevent illegal entry of people</b>	<b>Page 13</b>
<b>V</b>	<b>Prevent and detect smuggling</b>	<b>Page 15</b>
<b>VI</b>	<b>Safeguard public safety</b>	<b>Page 17</b>
<b>VII</b>	<b>Take into custody and rehabilitate offenders; and rehabilitate drug abusers</b>	<b>Page 21</b>

The following sections of this booklet explain the importance of these KRAs, describe the broad thrust of our efforts, and outline the indicators which we are using to assess progress. Each section lists the new key initiatives being taken to achieve our objectives and pinpoints the agency accountable for each initiative and the specific targets which we intend to meet.

# I

## Maintain and strengthen the legal framework

To ensure that Hong Kong remains a secure and safe city, we need to have laws to maintain order and to empower law enforcement agencies to investigate, prosecute and take action where these laws are breached. It is a fundamental principle in Hong Kong that all such actions should be carried out in strict accordance with the law. It is therefore vital that we establish and keep the legal framework under review.

The legal framework must have regard to the severity of potential problems to justify the use of powers by the law enforcement agencies. It must also strike the proper balance between the interests of the community in effective enforcement of the law, and the rights and freedoms of individuals in accordance with the Basic Law.

Changes to the legal framework are necessary when new problems occur, or when current laws prove ineffective. Any change in the legal framework must be consistent with the Basic Law and the International Covenant on Civil and Political Rights as applied to the Hong Kong Special Administrative Region (HKSAR), and any proposal for change is subject to the approval of the legislature.

Areas that are currently of particular concern include the need to protect children from sexual abuse. We will introduce a bill to counter child pornography and child sex tourism.

We are also resolved to strengthen the legal framework as regards money laundering. Accordingly we will propose new laws which will make it mandatory for money changers and remittance agents, which are susceptible to being used for money laundering operations, to take necessary anti-money laundering measures.

To help keep Hong Kong a safe city, we will keep the Fire Services Ordinance and the Dangerous Goods Ordinance under review to ensure that effective action is taken to abate fire hazards, and that adequate control of dangerous goods is in place.

### **Indicator**

The main indicator we are using to measure progress in this area is the number of bills that we introduce into the legislature concerning public safety and security.

Initiatives	Targets
<p>To review the Fire Services Ordinance to strengthen enforcement against fire hazards <i>(Security Bureau (SB))*</i></p>	<p>To complete a review of the Fire Services Ordinance in 1999</p>
<p>To strengthen the legislative framework for combating money laundering by requiring money changers and remittance agents to comply with anti-money laundering measures and strengthening legislative provisions to facilitate the investigation and prosecution of money laundering offences <i>(SB)</i></p>	<p>To introduce the Bill in the 1998-1999 legislative session</p>
<p>To amend the Immigration Ordinance to hold construction site controllers liable for illegal workers employed on construction sites <i>(SB)</i></p>	<p>To introduce the Bill in the 1998-1999 legislative session</p>

\* the brackets denote the agency with lead responsibility for the initiative

Initiatives	Targets
<p>To amend the Firearms and Ammunition Ordinance to tighten the control and safety requirements for the possession and use of firearms for recreational or sporting purposes</p> <p><i>(SB)</i></p>	<p>To introduce the Bill in the 1998-1999 legislative session</p>
<p>To put the existing witness protection programmes on a statutory basis, and to facilitate the change of identity of high-risk witnesses by introducing the Witness Protection Bill</p> <p><i>(SB)</i></p>	<p>To introduce the Bill in the 1998-1999 legislative session</p>
<p>To strengthen the current legal framework against child pornography and formulate legislation on child sex tourism</p> <p><i>(SB)</i></p>	<p>To introduce a Bill in the 1998-1999 legislative session</p>
<p>To amend the Dangerous Goods Ordinance to bring it into line with international standards and practices and to enable proper control of the transportation of dangerous goods</p> <p><i>(SB)</i></p>	<p>To introduce amendments to the Dangerous Goods Ordinance in 1999</p>

## II

### Build a partnership with the community in keeping Hong Kong a secure and safe city

The community plays a vital role in maintaining the security and safety of Hong Kong. The Government has a responsibility for promoting awareness of this role in the community, and facilitating the building up of a partnership between the community and the law enforcement agencies upon a foundation of trust and common goals.

It is essential for us to make it clear, especially to our young people, that crime, triad activity and drug taking are unacceptable. At a practical level, the community contributes by minimizing the opportunities for crime in all its forms, reporting crimes and supporting investigation efforts.

Partnership relies on the community trusting the law enforcement agencies to be honest, fair and impartial in all their dealings. Our efforts to improve customer service and to ensure an effective response to complaints against members of these agencies make an important contribution. For example, the Police have embarked on a major programme called “ Living the Values ” to emphasise, among other things, the importance of service to the community. They have also introduced periodic customer satisfaction surveys and are piloting customer service improvements.

It is the common goal of the Government and the community to improve fire safety in Hong Kong. While the Government will do its part in strengthening the legislative framework and stepping up enforcement action, the community can contribute by properly maintaining building fire safety construction and installations and reporting fire hazards. We will raise the fire safety awareness of the community through enhanced publicity and by promoting community involvement in the fight against fire.



## Indicators

The indicators we will use to measure progress in this area are –

- the extent to which we can increase community involvement in fire drills and seminars and in the Fire Safety Ambassador Scheme in 1999
- the number of community involvement campaigns organised by the Police in 1999
- the number of people participating in Police community involvement campaigns in 1999
- the number of community involvement anti-drugs projects organised or co-organised by the Narcotics Division in 1999
- the number of participants in anti-drugs talks organised by the Narcotics Division for students, parents, teachers and social workers in 1999

Initiatives	Targets
<p>To take specific measures aimed at increasing community awareness of and involvement in fire safety</p> <p><i>(Fire Services Department)</i></p>	<ul style="list-style-type: none"> <li>● To conduct 1 600 fire drills for building owners and occupants in 1999</li> <li>● To organise 2 200 seminars, exhibitions and talks on fire safety in 1999</li> <li>● To extend the Fire Safety Ambassador Scheme to the Hong Kong Red Cross, Sea Cadet Corporations and Junior Police Call and to recruit 3 000 Fire Safety Ambassadors in 1999</li> <li>● To organise a large scale Fire Safety Publicity Campaign in 1999-2000</li> </ul>
<p>To make the following specific improvements to the quality of Police services by adopting a customer service approach :</p> <ul style="list-style-type: none"> <li>– providing, in phases, a user-friendly environment in police stations, particularly for areas frequently visited by the public</li> <li>– streamlining reporting procedures</li> <li>– inculcating a service culture among members of the Police Force</li> </ul> <p><i>(Hong Kong Police Force)</i></p>	<ul style="list-style-type: none"> <li>● To complete physical improvements to three police stations, viz North Point, Sau Mau Ping and Sha Tin by March 1999</li> <li>● To improve the facilities of the other 54 existing police stations in three years in accordance with the model police station in North Point</li> </ul>



## Prevent and detect crime

The maintenance of Hong Kong as a relatively crime free city is essential for the social and economic well-being of our society. This requirement is enshrined in the Vision of the Hong Kong Police, which is to ensure that Hong Kong remains one of the safest and most stable societies in the world. To maintain law and order in Hong Kong, the Government will continue to strengthen the ability of the Police Force to prevent and detect crime. Additional Police officers will be deployed to perform front-line operational duties to meet the increasing demand for Police services arising from the rapid development of Hong Kong. The feasibility of applying advanced computer technology to enhance the effectiveness of daily Police work will also be explored. In addition, the Police will continue to adopt a two-pronged strategy against crime –

- to prevent crime by deterrence, effective legislation, public education and public involvement
- to control crime by focusing on target activities, crime areas and groups, detention and care of suspects, and improving investigations

### Indicators

The indicators which we will use to measure progress in this area are –

- the crime rate per 100 000 population
- the crime detection rate
- the case to answer rate
- the speed of response to 999 calls

Initiatives	Targets
<p>To conduct a consultancy study with a view to adopting modern information technology to improve the effectiveness of front-line Police work, e.g. enabling beat Police officers to have direct access to information technology systems used by the Police, enabling Police officers of the traffic accidents investigation units to have direct access to the central database, and installing computer systems for mapping Police vehicle tracking, and crime and incident recording, etc.</p> <p><i>(Hong Kong Police Force (HKPF))</i></p>	<p>To complete the consultancy study and work out the future information technology strategy for the Police Force in 1999</p>
<p>To strengthen the capability of the Police to meet increasing operational needs arising from the new transport infrastructure</p> <p><i>(HKPF)</i></p>	<p>To create 12 additional front-line operational posts by 1999-2000 and another eight posts by 2000-2001 to deal with traffic control matters arising from the construction of the West Rail</p>

Initiatives	Targets
<p>To ensure that the Police have adequate capability to maintain law and order in the rapidly growing new towns of Ma On Shan and Tseung Kwan O by upgrading them from a Police Division to a Police District and increasing the manpower</p> <p><i>(HKPF)</i></p>	<p>To create 46 additional posts by 1999-2000, and another 153 posts by 2002-2003</p>
<p>To expand the existing network of co-operation with key countries by negotiating and concluding more bilateral agreements on mutual legal assistance in criminal matters and on surrender of fugitive offenders</p> <p><i>(Security Bureau)</i></p>	<p>To start negotiations with three new partners for surrender of fugitive offenders agreements and five for mutual legal assistance in criminal matters agreements in 1999</p>
<p>To restructure the Field Patrol Detachment in order to improve the Police's capability to prevent illegal immigration, smuggling and other trans-boundary crime</p> <p><i>(HKPF)</i></p>	<p>To complete the restructuring of the Field Patrol Detachment by November 1998</p>

# IV

## Facilitate free movement of people and prevent illegal entry of people

Facilitating freedom of movement is crucial both in maintaining Hong Kong as an international financial centre in assuring the economy's continued prosperity. Effective immigration control is vital to maintaining Hong Kong as a safe and secure city by preventing the entry of undesirable persons and the departure of people wanted for criminal offences. To achieve our aims in this area, we –

- develop and maintain appropriate policies governing entry and exit, which include a liberal visa regime that allows visa-free access to the HKSAR for travellers from over 170 countries and territories
- discuss with other countries arrangements to secure ease of travel for Hong Kong people. Following Hong Kong's return to China, over 50 countries, including Canada, the U.K., and New Zealand, have granted visa-free access for holders of the HKSAR passport
- operate efficient procedures for pre-entry controls and control at points of entry and exit by land, sea and air
- take effective action to prevent illegal immigration, through the effective partnership between the Immigration Department and the Police
- deal with applications for extensions of stay, investigate and prosecute offences, and remove or deport illegal immigrants
- continue to repatriate the remaining Vietnamese migrants and illegal immigrants

### Indicators

The indicators which we will use to measure progress in this area are –

- the average processing time for entry visas
- the time taken for immigration clearance at control points

Initiatives	Targets
<p>To take steps to improve the speed of immigration clearance at the Hong Kong International Airport</p> <p><i>(Immigration Department (Imm D))</i></p>	<p>To clear 92% of passengers at the airport within 15 minutes in 1999. This represents an improvement over the present 30 minutes</p>
<p>To conduct a consultancy study to review the computer systems and to formulate an information technology strategy for the Immigration Department</p> <p><i>(Imm D)</i></p>	<p>To make recommendations in 1999-2000 for optimum use of information technology to meet the operational needs of the Immigration Department, such as the use of smart cards storing biometric identification data and the issue of electronic visas</p>
<p>To improve the capability to process applications for visas and changes of status</p> <p><i>(Imm D)</i></p>	<p>To complete the processing of 70% of applications within six weeks</p>
<p>To consider means of streamlining the procedure for issuing Taiwan Visit Permits (TVP), such as introducing fast-track processing and issuing TVP electronically</p> <p><i>(Imm D)</i></p>	<p>To issue 500 TVPs a day under the fast-track procedure</p>

# V

## Prevent and detect smuggling

The Government's aim is to prevent and detect all forms of smuggling while facilitating the legitimate movement of travellers, cargo and mail. Effective action at control points and regular land and sea patrols targeting the illegal importation and exportation of prohibited goods are vital for maintaining Hong Kong as a safe and secure city. To achieve this aim, we will –

- continue to take vigorous enforcement action to combat smuggling by air, sea and land
- develop and apply risk assessment techniques for identifying high-risk carriers, travellers and cargo consignments
- co-operate with Mainland and overseas law enforcement agencies in the exchange of intelligence concerning smuggling and drug trafficking
- procure high-tech equipment for the efficient clearance of carriers, travellers and cargo selected for Customs action

### Indicators

The indicators which we will use to measure progress in this area are –

- the degree of improvement in the detection of smuggling activities
- the quantity of smuggled items seized
- the number of seizures of smuggled items



<b>Initiative</b>	<b>Target</b>
<p>To install two container vehicle X-ray examination systems at the Lok Ma Chau Control Point to cater for the growing volume of cross-boundary freight traffic</p> <p><i>(Customs and Excise Department)</i></p>	<p>To start installing the systems by September 2000 for completion in September 2002</p>

We need to protect the public from the dangers posed by fires and incidents involving dangerous goods or chemicals. We are also committed to providing an efficient and responsive rescue service to minimise suffering during emergencies and natural disasters.

We have been progressively improving fire safety in private buildings. The Fire Safety (Commercial Premises) Ordinance has provided for better fire safety protection for prescribed commercial premises and old commercial buildings. We will improve the fire safety of other types of private buildings by phases, and we will develop a licensing system for karaoke establishments to improve their safety.

Regarding the control of dangerous goods, we will complete a comprehensive review of the existing legislative framework and introduce legislative amendments to improve the control of dangerous goods and ensure that our safety requirements are in line with international standards.

### Indicators

The indicators which we will use to measure progress in this area are –

- the time taken for our emergency services to respond to incidents
- the effectiveness of our enforcement action in upgrading fire safety in commercial premises and buildings
- the effectiveness of our enforcement action in ensuring compliance with fire hazard abatement notices within the period allowed and in prosecuting in cases of non-compliance

Initiatives	Targets
<p>To implement a comprehensive programme to improve fire safety in private buildings and karaoke establishments by:</p> <ul style="list-style-type: none"> <li>– stepping up enforcement to require buildings to reinstate defective or missing fire service installations to approved standards, and to abate fire hazards <i>(Fire Services Department (FSD))</i></li> <li>– requiring private buildings to upgrade fire safety measures to present day standards <i>(Security Bureau (SB) and FSD)</i></li> <li>– administering the Fire Safety Improvement Loan Scheme to provide financial assistance to owners of prescribed commercial premises and specified commercial buildings <i>(FSD)</i></li> </ul>	<p>To conduct 7 000 inspections to private buildings in 1999</p> <ul style="list-style-type: none"> <li>● To prepare legislation in 1999 to require the upgrading of fire safety in composite buildings</li> <li>● To issue advisory letters in 1999 to encourage 10 000 building owners to improve fire safety before legislation is in place</li> </ul> <p>To inform an applicant of the result of or progress with an application in six weeks' time from 1998-1999</p>

Initiatives	Targets
<ul style="list-style-type: none"> <li>- introducing a licensing system for karaoke establishments</li> </ul> <p><i>(SB)</i></p>	<p>To introduce legislation in 1999 to establish a licensing system for karaoke establishments</p>
<p>To tighten up controls on dangerous goods by :</p> <ul style="list-style-type: none"> <li>- establishing a dangerous goods and marine pollutants management and control unit to ensure that such substances are packaged, labelled, marked, stowed, segregated and documented in accordance with international standards and procedures</li> </ul> <p><i>(Marine Department)</i></p>	<p>To commence random physical inspection of vessels in 1999-2000 to ensure compliance with international standards and procedures</p>

Initiatives	Targets
<p>– providing full analytical and advisory support for the implementation of the Dangerous Goods Ordinance, and enhancing the Government’s capability to deal with chemical incidents</p> <p><i>(Government Laboratory)</i></p>	<ul style="list-style-type: none"> <li>● To examine up to 1 800 dangerous goods samples in 1999-2000</li> <li>● To give expert advice on the classification and properties of dangerous goods within three working days in 1999-2000</li> <li>● To provide 24-hour emergency response services to large-scale chemical fires and incidents in 1999-2000</li> <li>● To complete 90% of major chemical fire investigations within three months in 1999-2000</li> </ul>

# VII

## Take into custody and rehabilitate offenders; and rehabilitate drug abusers

The primary task of our correctional services is to detain persons committed to its custody in a manner which is secure to the public, safe for inmates and compatible with human dignity.

An important goal of our penal policy is to provide the best possible opportunity for all inmates to make a new start in life by offering adequate and comprehensive rehabilitative programmes.

Various institutional programmes and post-release supervision arrangements are available to meet the rehabilitative needs of different types of offenders. The rehabilitation programmes in correctional institutions help inmates address their offending behaviour and prepare them to return to society as law-abiding citizens, through the provision of education, vocational training, psychological services, counselling, and social and life skill training. Aftercare services are provided to discharged offenders to help them overcome obstacles in the reintegration process through statutory supervision, assistance in job placement, and support and guidance to strengthen their confidence. We will review these rehabilitation programmes and services regularly and strengthen them to meet offenders' needs.

Hong Kong adopts a multi-modality approach in providing drug treatment and rehabilitation services to meet the needs of drug abusers from varying backgrounds. We aim to remove drug abusers' dependence on drugs and reintegrate them into the community.

## Indicators

The indicators which we will use to measure progress in this area are –

- the number of escapes from high security penal institutions
- the frequency of massive indiscipline amongst the penal population
- the level of overcrowding in penal establishments
- the extent to which prisoners are gainfully employed
- the standard of welfare and counselling services provided to offenders
- the level of participation in therapeutic schemes and courses
- the extent to which adult offenders are offered educational opportunities
- the number of visits and counselling sessions provided to supervisees
- the extent to which offenders can successfully complete the supervision period without reconviction

Initiatives	Targets
<p>To improve rehabilitation and aftercare services for young offenders by following up on the recommendations in City University’s “Research on the Effectiveness of Rehabilitation Programmes for Young Offenders”, and to enhance community acceptance of rehabilitated offenders</p> <p><i>(Correctional Services Department (CSD) and Security Bureau (SB))</i></p>	<ul style="list-style-type: none"> <li>● To complete follow-up action by 1999-2000</li> <li>● To launch a publicity campaign by 1999-2000</li> <li>● To introduce legislation in 1999 to provide for a new short-term rehabilitation programme for young offenders</li> </ul>
<p>To improve the prison management at Pik Uk Prison by improving staff deployment to maximize operational efficiency, and by enhancing security through the possible installation of an intrusion detection system</p> <p><i>(CSD)</i></p>	<ul style="list-style-type: none"> <li>● To improve staff deployment in Pik Uk Prison in 1999</li> <li>● To confirm in 1999 the feasibility and effectiveness of installing an intrusion detection system at Pik Uk Prison</li> <li>● To examine the applicability of these improvement measures to other correctional institutions by the end of 1998</li> </ul>



Initiatives	Targets
<p>To take steps to ease prison overcrowding by providing additional prison places, redeveloping existing correctional institutions and reshuffling the penal population to maximize utilisation of capacity</p> <p><i>(CSD)</i></p>	<ul style="list-style-type: none"> <li>● To formulate a prison development programme in 1999-2000 to relieve prison overcrowding</li> <li>● To complete the redevelopment at Stanley Prison area in 1999</li> <li>● To complete the redevelopment of Tai Lam Correctional Institution by 2001</li> <li>● To plan for the expansion of the Lai Chi Kok Reception Centre to provide for 400 additional remand places, with a view to ensuring the completion of the expansion programme in phases beginning 2003-2004</li> <li>● To identify scope for further reshuffling the penal population and to redesignate the appropriate correctional institutions accordingly in 1999-2000</li> </ul>

<b>Initiatives</b>	<b>Targets</b>
<p>To facilitate the transfer of sentenced persons to their home countries under the agreed framework of relevant bilateral agreements</p> <p><i>(SB)</i></p>	<p>To initiate negotiations with key countries in 1999 with a view to concluding bilateral agreements with them</p>