

# 服務質素 Quality Assurance

## 第四章 Chapter 4 >



助理署長(服務質素)黃玉雯(前排中)及服務質素科的團隊。  
Ms Bonnie Wong, Assistant Commissioner (Quality Assurance) and her supporting crew.

本人於一九九六年至九八年任職服務質素科時，本科當時仍稱為「審核及管理策劃科」，新名稱是在二零零二年一月一日起用，原因為：

- (a) 舊名稱採用本科兩個組別的名字合併而成，即「審核組」及「管理策劃組」，但此舉忽略了本科工作佔甚大比重的「投訴調查組」；
- (b) 舊名稱未能真正反映本科的現時角色，因此，就關鍵職能重新命名不但更為合理，而且更與部門內其他科別的名稱一致。

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When I worked in this Division between 1996 and 1998, the Division was called "Inspectorate and Management Services Division". The present name has been adopted since January 1, 2002 in view of:

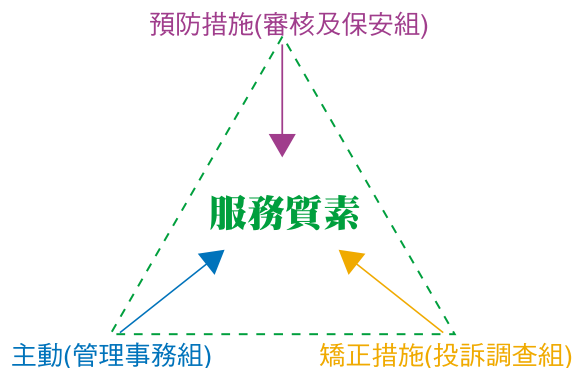
- (a) The old name was the adoption of the titles of two of the units under the Division, i.e. the "Inspectorate Unit" and the "Management Services Unit". However, it left out the "Complaints Investigation Unit" which was another very important aspect of the Division's work; and
- (b) The old name did not truly reflect the Division's contemporary roles and renaming it in terms of its core functions is not only more logical, but also consistent with the nomenclature of other Divisions within the Department.



本科努力維持、確保和改善服務質素，以防患未然、積極主動和矯正不當之處為務：

- (a) 審核及保安組視察各院所，藉以監察、檢討和改善部門的工作、計劃、系統和制度。
- (b) 管理事務組主動作出研究，引進新設備及 / 或程序以改善部門的效率。
- (c) 投訴調查組對囚犯、職員和市民等作出的投訴進行調查，識別運作和行動上的漏洞及 / 或不足之處，並建議合適的矯正措施。

下圖可清楚說明工作程序：



為使品質管理系統獲得確認，投訴調查組最先於在二零零零年八月取得 ISO 9002:1994 認證，並於二零零二年八月再取得最新的 ISO 9001:2000 品質管理認證將之取代。年內，本科已取得撥款為審核及保安組求取 ISO 9001: 2000 品質管理認證，希望能在二零零四年達到目標。

為提供更好機會讓職員分享運作經驗，本科已在互聯網設立懲教事務典範資料庫，方便職員瀏覽。此舉有助職員得到更多學習機會，以改善工作水平。

二零零三年五月，本人懷著高興的心情回歸面對無數挑戰的服務質素科。能與一群工作熱誠過人、視進步為己任、把困境和難關當作表現機會的同事一起工作，本人感到自豪。二零零四年將是我們更進一步的一年。

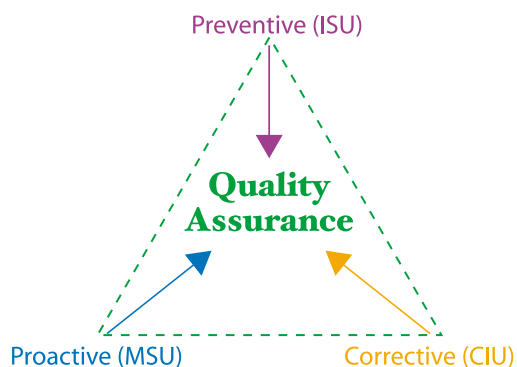
希望本章簡介的本科工作能引發大家的興趣。

助理署長（服務質素）黃玉雯

The Division strives to maintain, assure and improve quality in a preventive, proactive and corrective manner:

- (a) The Inspectorate and Security Unit (ISU) monitors, reviews, and refines departmental activities, programmes, and systems through conducting inspections at institutions.
- (b) The Management Services Unit (MSU) initiates studies with a view to introducing new equipment and/or procedures that could improve the efficiency and effectiveness of the Department.
- (c) The Complaints Investigation Unit (CIU) identifies operational and administrative loopholes and/or inadequacies, and recommends appropriate remedial measures through investigating into complaints, which come from different sources including prisoners, staff, members of the public, etc.

The diagram below may better illustrate the course:



For quality management systems to be seen to be in practice, the CIU first acquired the ISO 9002:1994 Certificate in August 2000, and then its updated version, ISO 9001:2000 Certificate, in August 2002. In 2003, the Division successfully acquired funds for the accreditation of ISO 9001: 2000 for the ISU, which we expect to achieve in the year 2004.

To offer better opportunities for staff to share each other's operational experience and other good practices, the Division has established a benchmarking databank in the Intranet for interested staff to access. This should improve staff learning opportunities and in turn improve standards.

In May 2003, I was indeed glad to return to this Division where there are lots of challenges. I enjoy working with a group of enthusiastic staff who take on improvement as their tasks, and who see constraints and obstacles as opportunities rather than threats. We look forward to further achievements in the year 2004.

I hope you find the summary of the Division's work as presented in this chapter interesting.

**Bonnie WONG,**  
**Assistant Commissioner (Quality Assurance)**



## 審核及保安組

審核及保安組的主要職能是根據現行條例、規則、規例和部門政策，就署內各項工作提出建議及予以監察。為履行上述職務，該組會到各院所進行查察、突擊視察和保安檢查。該組亦負責監察一切保安事宜，並就這方面提供意見。該組開設一個中央情報小組，整理各院所保安主任所收集的資料和情報。

年內，該組於各院所進行5次全面視察、10次專題視察和14次跟進查察。此外，亦對囚犯外間工作組進行27次突擊視察，對保安裝置和有關範疇進行9次保安檢查。

該組大力堵塞偷運違禁品，特別是危險藥物進入監獄的途徑。二零零三年，共有149次行動成功檢取危險藥物，當中有138次(92.6%)是在違例者進入收押中心後數

天內截獲違禁品。所有懲教院所可說是實際上沒有毒品，而年內有數次在這些院所截獲的毒品，若非藏在外間寄入的郵件中，便是由不知名者留在院所外。雖然偷運危險藥物傳統上是吸毒犯常犯的罪行，以供自用，但我們絕不忽視非吸毒犯偷運危險藥物進入懲教院所牟利的可能。該組會繼續徹底進行保安檢查及情報網絡工作，包括與其他執法機構交換情報，以杜絕偷運危險藥物進入院所的機會。

囚犯賭博活動是保安方面的另一重大問題，我們會不遺餘力予以打擊。足球博彩於二零零三年合法化後，該組密切監察其對監獄保安的影響，到目前為止未有發現賭博活動有惡化的跡象。年內並無大規模監獄騷亂事件。

保安組人員進行突擊搜查，防止囚犯藏有違禁品。  
Security staff conducts surprise searching on prisoners to prevent their possession of contrabands.



## Inspectorate and Security Unit

The charter of the Inspectorate and Security Unit covers the role of advisory and monitoring of departmental activities with reference to current ordinances, rules, regulations and departmental policies. In executing the role, the Unit pays visits to institutions in the form of inspections, surprise visits and security checks. To facilitate monitoring and advising on all security aspects, the Unit operates a Central Intelligence Pool to collate information and intelligence collected by security officers in various institutions.

In 2003, the Unit conducted five full inspections, 10 thematic inspections and 14 follow-up inspections at various institutions. Furthermore, 27 surprise visits to prisoners' outside work groups and nine security checks on security installations and related aspects were conducted.

The Unit pays vigorous efforts to plug smuggling of contrabands, particularly dangerous drugs, into penal institutions. There was a total of 149 seizures of dangerous drugs in 2003, amongst which 138 cases (92.6%) were interceptions in the first few days after the culprits were admitted to the reception centres. All other penal institutions are practically drug-free. The few cases of interception in these institutions in the year were cases where drugs were concealed in inward mails or deposited outside penal institutions by unknown persons. While trafficking in dangerous drugs was traditionally done by addicted prisoners primarily for their own

consumption, we would not overlook the possibility of non-addicted prisoners trying to smuggle dangerous drugs into penal institutions to make money. The Unit will continue with thorough security checks and intelligence network including intelligence exchanges with other law enforcement agencies in order to eradicate smuggling of dangerous drugs into institutions.

Gambling activities amongst prisoners is another major security concern and we spare no effort to curb them. As soccer betting was legalised in August 2003, the Unit had been closely monitoring its impact on prison security, and no sign of deterioration in gambling activities had been detected so far. The year 2003 witnessed no major prisoner unrest.

Since May 2000, the Unit has been endeavouring to research and promulgate a series of standards for each security code, item by item, in order to establish for the Department a comprehensive set of Hong Kong correctional services standards on physical security installations in penal institutions. This conglomerate of security codes is considered pivotal to quality management and will serve as minimum standards for correctional administrators to make reference to in the culmination of differential types of correctional facilities. In July 2003, the Hong Kong correctional services standards were further enriched with the standard on "Prisoners' Day and Night Accommodation".

由二零零零年五月起，該組一直致力為每條保安守則研究和制定一系列標準，逐項而為，以便為部門設定懲教院所實體保安裝置的一套完善的香港懲教服務標準。這一整套保安守則對質素管理工作甚為重要，懲教行政人員會用作參考，作為最終設定不同類型懲教設施須予遵從的最低標準。二零零三年七月，香港懲教服務標準進一步加入了「囚犯日與夜的囚倉」標準規定，因而涵蓋更廣。

二零零三年下半年，該組着手進行準備工作，為其審核制度爭取 ISO 認證，以追求卓越表現，領先質素，達到國際認可的專業標準。

在未來路向方面，該組一方面在質素保證發揮防患未然的主要作用，另一方面則採取積極行動，改善其運作，並加強保安標準，提高在囚人士的安全和穩妥羈管。

### 管理事務組

管理事務組採取積極主動的方式，獨立或與部門內其他組別進行管理研究和檢討工作，識別需要改善以提高效率的地方，達到質素保證目的。該組亦密切監察有關計劃的推行，以求提高效率、工作表現和服務質素。其中例子是設置和維護懲教事務典範資料庫，以及在二零零五年或之前將所有懲教院所的機械式巡邏監察系統改為

智能卡巡邏管理系統。該組會繼續研究合適的資訊和高科技製品支援部門內其他科別或組別的有效運作和保安措施。為充分利用前線人員參與院所管理帶來的好處，該組會繼續推動院所工作改善小組的積極運作，並會應邀提供所需協助。

該組亦致力於檢討有關法例、附屬法例、部門常務訓令和手冊，配合懲教院所環境的轉變及社會的期望。有鑑於此，該組與其他政府部門，包括律政司、保安局和立法會保安事務委員會維持緊密聯繫，就監獄條例、監獄規則及其他與懲教行政有關的條文作出新的立法建議或修訂，旨在於囚禁紀律與囚犯基本權利之間作出平衡。

為落實精簡工作程序，以便授權前線人員在日常運作中更適當使用其酌情權和更明智地決斷，院所主管在管理事務組的協助和統籌下，於二零零二年中着手檢討和改善其院所主管訓令。有關翻譯工作正如火如荼進行，目標是在二零零四年年中前完成整個修訂工作。

### 投訴調查組

投訴調查組除發揮內部申訴機制功能外，也獲懲教署署長授予調查權力，以便盡速、徹底和公正處理所有職權範圍內的所有投訴。該組亦處理由部門內外利益相關人士提出的個案。

In the second half of 2003, the Unit proceeded with preparatory work to obtain ISO certification for its inspection system in pursuit of excellence in competence and quality of a professional and internationally recognised standard.

To look forward, while playing a major role in preventive approach to quality assurance, the Unit will also take proactive actions to refine its operations and to upgrade security standards conducive to safe and secure custody of detained persons.

### Management Services Unit

The Management Services Unit adopts a proactive approach to quality assurance by conducting, either independently or jointly with other sections within the Department, management studies and reviews to identify areas where improvement is required in terms of efficiency and effectiveness. The Unit also closely monitors the implementation of relevant projects with a view to enhancing efficiency, competence and quality of services, for example the maintenance of the departmental benchmarking databank and the replacement of mechanical patrol monitoring system with smart card patrol management system in all penal establishments by 2005. The Unit will continue to explore suitable IT and hi-tech products to support effective operations and security measures undertaken by other divisions or units in the department. To maximise the benefits of involving frontline staff in institutional management, the Unit will continue to promote the active functioning of institutional Work Improvement Teams and provide necessary assistance upon request.

The Unit is also committed to reviewing relevant legislation, subsidiary legislation, departmental standing orders and manuals, to align with changes in the penal environment and society's expectations. In this respect, close liaison is maintained with other government departments, including the Department of Justice and the Security Bureau, and the Security Panel of the Legislative Council in the pursuit of new legislative proposals or amendments to the Prisons Ordinance and Prison Rules and other penal administration-related provisions. The aim is to strike a balance between custodial discipline and the basic rights of those in custody.

In pursuance of the policy of streamlining working procedures with a view to empowering frontline staff to better exercise their discretion and judgment in daily operations, Heads of Institutions have been, under the collaboration and coordination of the Management Services Unit, reviewing and refining their Head of Institution Orders and Procedures since mid-2002. Translation work is actively under way and completion of the whole amendment exercise is targeted for mid-2004.

### Complaints Investigation Unit

The Complaints Investigation Unit (CIU) is, amongst the internal grievance redressing avenues, vested with independent investigative authority delegated by the Commissioner to handle all complaints within its purview expeditiously, thoroughly and impartially under an ISO accredited system. It also handles cases referred by both the internal and external stakeholders.



所有調查報告均由懲教署投訴委員會審閱，該委員會確認有關結果或指出要採取何種其他行動。委員會由獨立於紀律部隊人員的政務秘書出任主席，成員包括懲教署司鐸和助理署長（服務質素）等。

二零零三年，懲教署投訴委員會一共審核 230 宗由囚犯和公眾人士提出的個案。經全面調查個案的證明屬實率為 6.2%，委員會亦就矯正和預防行動作出 21 項建議。

感到不滿的人士有兩層機制可紓解其不滿：懲教署投訴委員會會進行覆檢，而署長則處理進一步的上訴。

一個經修訂的服務對象滿意程度調查於二零零三年開展，調查注重處理投訴服務的各方面事項，結果得出 80% 以上的滿意程度。

年內，投訴調查組共收到 222 宗由囚犯及市民提出的投訴。此外，亦收到 189 宗非投訴個案，均依據既定程序處理和解決。

投訴的分項數字見附錄 15。



懲教署投訴委員會定期審核調查報告。  
The Correctional Services Department Complaints Committee examines complaints as well as making recommendations on corrective and preventive actions when appropriate.

All investigation reports are examined by the Correctional Services Department Complaints Committee (CSDCC), which either confirms the findings or directs other courses of action to be taken. The CSDCC is chaired by the Civil Secretary who is independent of the uniformed stream and comprises, among others, the Correctional Services Chaplain and Assistant Commissioner of the Quality Assurance Division as its members. Such a composition gives due regard to the impartiality and transparency of the committee on the one hand and aims to seek service improvement on the other.

In 2003, the CSDCC examined a total of 230 complaint cases raised by inmates and the public. The substantiation rate of the fully investigated cases was 6.2%. The CSDCC also made 21 recommendations on corrective and preventive actions.

There are two tiers of servicing mechanism for the dissatisfied parties. The CSDCC serves the dissatisfied with re-examinations of their cases while the Commissioner handles their further appeals.

A revised version of the Customer Satisfaction Survey, which emphasises the different aspects of the complaints handling service was launched in February 2003. A satisfactory rating of over 80% was sustained.

In 2003, the CIU received a total of 222 complaints lodged by inmates and the public. It also received 189 non-complaint cases, which were handled and resolved in accordance with the laid down procedures.

A statistic breakdown is at Appendix 15.