

第四章

Chapter 4

服务质素

Quality Assurance



助理署长 (服务质素) 黄玉雯女士 (图中) 及服务质素科的团队。
Miss Bonnie Wong, Assistant Commissioner (Quality Assurance) (centre) and her supporting team.

这是我今年五月退休前最后一次以公职身份为本署的年报执笔。我在本署任职期间，工作上得到许多同事的支持，谨此向他们衷心致谢，并祝他们事业一帆风顺。

首先，我会报告审核及保安组于二零零四年八月成功获得国际认可的ISO 9001:2000 品质管理认证。继投诉调查组早前获得该殊荣后，这是本科致力追求和保持高素质服务的另一里程碑。

为了让同事交流运作经验和良好工作方法，服务质素科继续增补内联网上惩教事务典范资料库的资料，供职员浏览。各惩教院所于审订所有院所主管训令及指引后，已于二零零四年年中把有关资料上载内联网，以方便职员浏览。为配合运作需要，我们现正审订投诉处理手册，预计于二零零五年年中完成。在应用新科技方面，我们仍继续发掘新设备，以加强惩教保安及提升效率和工作成效，其中先进的缉毒仪器和囚犯位置查点系统是年内密切研究的两大项目。展望二零零五年，我相信本科同事定能积极迎接新挑战，争取更卓越的成绩。

This will be the last time I write in an official capacity in the departmental Annual Review as I shall be retiring in May 2005. I take this opportunity to thank all who have supported me so much throughout my service and I wish them every success in their career.

I would like to first report the acquisition of the internationally recognized ISO 9001:2000 by the Inspectorate and Security Unit (ISU) in August 2004. This is another milestone, after what the Complaints Investigation Unit had accomplished earlier, of the Division's endeavour to pursue and maintain high quality output.

To facilitate sharing of operational experience and good practices amongst staff members, the Division continued enriching the benchmarking databank in the Intranet for interested personnel to access. In mid-2004, after all penal institutions finished reviewing their Head of Institution Orders and Procedures, we uploaded the information onto the Intranet to enable easy access by staff. We are now reviewing the Complaints Handling Manual in pursuance of arising operational needs and this review is expected to be completed in



同事们在工作上热诚投入，乐在其中，不但无惧障碍，更将困难化为转机，我能够与他们共事，深感荣幸，在离别之际，倍觉宝贵。我不会忘记与一群永不言倦的同事一起工作的乐趣，他们除了努力完成任务外，还在公余时间热心服务社群，参与慈善工作，帮助有需要的人。我也不会忘记同事们在艰苦时刻所发挥的团队精神和所表现的幽默感。

下文向读者详述本科的工作，希望能引发大家的兴趣。

助理署长(服务质素)黄玉雯

管理事务组

管理事务组采取积极主动的态度，独自或联同部门内其他组别进行管理研究和检讨的工作，识别需要改善以提高效率和成效的地方，以达到质素保证的目的。该组亦密切监察有关计划的推行，以提升效率、工作表现和服务质素，当中包括维持惩教事务典范资料库，以及在二零零五年年底前将所有惩教院所的机械式巡逻监察系统改为智能卡巡逻管理系统。该组会继续研究合适的资讯和高科技制品，支援部门内其他科别或组别的有效运作和保安措施，其中先进的缉毒仪器和囚犯位置查点系统，是密切研究的两大项目。为充分利用前线人员参与院所管理带来的好处，该组会继续推动院所的运作智能队，使其积极发挥功能，并在接获请求时提供协助。

为配合惩教院所环境的转变及社会的期望，该组亦致力检讨有关法例、附属法例、部门常务训令和手册。为此，本署与律政司、保安局等政府部门保持紧密联系，就监狱条例、监狱规则及其他与惩教行政有关的条文提出新的立法建议或修订，以期在囚禁纪律与囚犯基本权利之间作出平衡。



本署设置先进仪器在惩教院所内外侦查及堵截毒品流入。
Advanced drug detection apparatus are adopted by CSD to deter the influx of drugs.

mid-2005. On application of new technologies, continued efforts are being made to explore new equipment for the enhancement of penal security, efficiency and output. Advanced drug detection apparatus and prisoners location tracking systems were two main categories most actively under study during the year under review. In looking forward to further achievements in the year 2005, I am confident that my team will rise to the challenge ahead and strive for excellence.

It is indeed my pleasure to be able to work with a group of enthusiastic and dedicated officers who find satisfaction in what they do, and who see constraints and obstacles as opportunities rather than threats. This is especially precious on this eve of my career. I shall miss the joy of working with a tireless group who never stop until the tasks are accomplished, and who at the same time actively serve the community by involving themselves in charity works and helping those in need, during their free time. To no lesser extent shall I miss their esprit de corps as well as their sense of humour at times of hardship.

The following pages should give readers more information about the Division's work. I hope you find them interesting.

Bonnie WONG,
Assistant Commissioner (Quality Assurance)

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 service, e.g. 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 the end of 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. Advanced drug detection apparatus and location tracking systems are two of these items currently under study. To maximize the benefits of involving frontline staff in institutional management, the Unit will closely keep promoting 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 aligning with changes in the penal environment and society's expectation. In this respect, close liaison is maintained with other



中港监狱管理层近年来互访频繁，从服务质素科管理事务组与深圳监狱交流可见一斑。
Exchange visits between Hong Kong and the Mainland's penal institutions become more frequent; and the Management Services Unit of QA Division sharing experience with Shenzhen Prison is a typical example of such visits.

为落实精简工作程序的政策，使前线人员能在日常运作中适当行使酌情权和作出判断，各院所主管在管理事务组的协助和统筹下，全面审订其院所主管训令及指引，而审订工作已于二零零四年五月完成。经审订整理的院所主管训令及指引，旨在方便同事参阅，并可透过内联网浏览。该组亦积极与投诉调查组合作，审订投诉处理手册，以配合日后运作上的需要，有关工作可望于二零零五年年中完成。

审核及保安组

审核及保安组的主要职能是根据现行条例、规则、规例和部门政策，就署内各项工作提出建议并予以监察。为履行上述职务，该组会到各院所进行查察、突击视察和保安检查。该组亦负责监察一切保安事宜，并就这方面提供意见。组内设有中央情报小组，负责整理各院所保安主任所收集的资料和情报。

年内，该组于各院所共进行5次全面视察、10次专题视察、2次未经事先通知的视察和15次跟进查察。此外，亦对囚犯外

间工作组进行16次突击视察，对保安装置和有关范畴进行7次保安检查。

该组大力堵塞偷运入惩教院所的违禁品，特别是危险药物。二零零四年，该组共采取99次搜查危险药物行动，当中95次(96%)是在犯人进入收押所后数天内搜获违禁品。至于所有其他惩教院所，基本上已杜绝了毒品，年内虽有数次在这些院所缉获毒品，但都是由不知名者留在惩教院所门外，或者由探访者在探访期间或探访前偷运入院所。虽然危险药物通常都是吸毒犯偷运入院所供自用，但我们绝不会忽视非吸毒犯偷运危险药物进入惩教院所牟利的可能。该组会继续彻底执行保安检查及情报网络工作，包括与其他执法机构交换情报，以根绝偷运危险药物进入院所的机会。

二零零四年八月，该组的审核服务获得ISO 9001:2000认证，表示其品质管理系统已达到国际认可水平。借着争取认证资格的机会，该组检讨其运作并精简文件处理程序，以求不断改善其审核服务的质素。



government departments, including the Department of Justice and the Security Bureau 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.

Pursuant to 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, under the collaboration and coordination of the Management Services Unit, completed a full scale review and refinement of their Head of Institution Orders and Procedures in May 2004. These orders and procedures have been reorganized and refined for easy reference of the staff, who are enabled to access them through Intranet. The Unit also takes proactive initiative to co-work with the Complaints Investigation Unit to review the Complaints Handling Manual in view of foreseeable operational needs. Completion date is set at mid-2005.

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 2004, the Unit conducted five full inspections, 10 thematic inspections, two unannounced inspections and 15 follow-up inspections at various institutions. Furthermore, 16 surprise visits to prisoners' outside work groups and seven 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 99 seizures of dangerous drugs in 2004, amongst which 95 cases (96%) 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 deposited outside penal institutions by unknown persons or conveyed by visitors during or prior to visits. 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



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展望未来，该组除了在质素保证方面仍会发挥防患未然的重要作用外，还会积极改善运作，提高保安标准，确保在囚人士能在安全稳妥的环境下羁管。

投诉调查组

投诉调查组除了发挥内部申诉机制的功能外，还获惩教署署长赋予独立调查的权力，能按ISO认证制度从速、彻底和公正地处理职权范围内的所有投诉。该组亦处理由部门内外利益相关人士提出的个案。

所有调查报告均由惩教署投诉委员会审阅，并由该委员会确认调查结果或指示须采取的其他行动。委员会由独立于纪律部队人员的政务秘书出任主席，成员包括惩教署司铎和助理署长(服务质素)等。这项委任安排一方面考虑到委员会须保持公正和开放，另一方面亦希望能有助改善服务质素。

年内，惩教署投诉委员会共审核199宗由囚犯和市民提出的投诉个案。经全面调查的个案当中，证明属实的占4%，委员会亦就矫正和预防方法作出13项建议。对调查结果感到不满的人士可循两层覆检机制

作出申诉，即由惩教署投诉委员会进行覆检，另由署长处理进一步的上诉。

该年的服务对象满意程度调查显示，认为服务满意的占85%。

年内，投诉调查组共收到204宗由囚犯和市民提出的投诉，另有181宗非投诉个案则依据既定程序解决。

有关投诉的分项数字见附录16。



- 1 署长彭询元 (左四) 代表审核及保安组接受香港品质保证局行政总裁陈小感颁发 ISO 9001:2000 证书。
The Commissioner (fourth from left) receives the ISO 9001:2000 Certificate for the Inspectorate and Security Unit from the Executive Director of Hong Kong Quality Assurance Agency, Mr Chan Siu-kam.
- 2 惩教署投诉委员会审阅调查报告。
Correctional Services Department Complaints Committee in session.

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.

In August 2004, the Unit obtained the ISO 9001:2000 certification for the scope of provision of inspection services, signifying that its quality management system has attained internationally recognized standard. By accomplishing the certification, the Unit has also taken the opportunity to review and streamline its operation and documentary procedures in order to make continuous improvement of its inspection services.

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.

Complaints Investigation Unit

The Complaints Investigation Unit 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.

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 Prison Chaplain and Assistant Commissioner of the Quality Assurance Division as its members. Such 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 2004, the CSDCC examined a total of 199 complaint cases raised by the prisoners and public. The substantiation rate of the fully investigated cases was 4%. The CSDCC also made 13 recommendations on corrective and preventive actions.

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

The satisfactory rating as reflected from the Customer Satisfaction Survey was 85% for the year.

In 2004, the CIU received a total of 204 complaints lodged by inmates and the public. It also handled 181 non-complaint cases which were resolved in accordance with the laid-down procedures.

A statistic breakdown is at Appendix 16.