Controlling officer: the Director of Administration and Development will account for expenditure under this Head.

Estimate 2014–15	\$1,795.2m
<b>Establishment ceiling 2014–15</b> (notional annual mid-point salary value) representing an estimated 1 161 non-directorate posts as at 31 March 2014 rising by 35 posts to 1 196 posts as at 31 March 2015	\$628.8m
In addition, there will be an estimated 92 directorate posts as at 31 March 2014 and as at 31 March 2015.	
Commitment balance	\$7.2m

# **Controlling Officer's Report**

# Programmes

**Programme (1) Prosecutions** These programmes contribute to Policy Area 11: Legal Programme (2) Civil Administration (Secretary for Justice). **Programme (3) Legal Policy** Programme (4) Law Drafting Programme (5) International Law Detail **Programme (1): Prosecutions** 2012-13 2013-14 2013-14 2014-15 (Original) (Actual) (Revised) (Estimate) 519.4 Financial provision (\$m) 561.0 555.5 577.6 (-6.5%)(+11.2%)(or +4.0% on 2013–14 Original)

# Aim

2 The aim is to advise and decide whether or not criminal proceedings should be undertaken and to prosecute cases in the courts.

#### **Brief Description**

**3** The Prosecutions Division advises upon and prosecutes criminal cases in all the courts of Hong Kong. Apart from the Government Counsel in the Advocacy Sub-division, whose work is primarily advocacy, and who prosecute the more serious cases, Government Counsel across the Division prosecute in trials; appear in appeals, applications for bail and asset recovery cases; and assist the coroner in inquests. Most cases in the Magistrates' Courts are prosecuted by Court Prosecutors. Some cases are briefed out to members of the bar and solicitors in private practice. The Division also advises the law enforcement agencies and other government departments and agencies on criminal law and procedure and the effects of legislation.

4 The advisory function of the Prosecutions Division is performed by Government Counsel in various sections. One section is involved in the Division's training and management matters; other sections are involved in the preparation of cases for trial; whilst specialist sections advise on areas as diverse as corruption, fraud, labour and immigration, vice, obscenity, gambling, anti-terrorism, triads and organised crime, human rights and the Basic Law, complaints against the Police, narcotics, the recovery of the proceeds of crime, customs and excise, computer crime, copyright, and market misconduct.

5 In 2013, the aim of the programme was generally met and the overall performance under the programme was satisfactory.

6 The key performance measures are:

## Targets

-	Target	2012 (Actual)	2013 (Actual)	2014 (Plan)
providing advice for law en agencies within 14 work receipt of request, or for	ing days upon a complex			
case, interim reply within days (%) preparing and filing indictn	nents in the	87.5	90.4	100
Court of First Instance w days of committal of the	accused in the			
Magistrates' Court (%) preparing and delivering ch the Registrar of the Distr within 14 days after the order of transfer of the c	arge sheets to iet Court date of the	99.7	99.8	100
Magistrates' Court to the Court (%)	District	100	100	100
Indicators				
		2012 (Actual)	2013 (Actual)	2014 (Estimate)
	nent Counsel	4 357	4 516	4 520
	instructed to prosecute in all	922	1 299	1 300
	overnment Counsel	4 450	4 151	4 150
court days undertaken by C	ourt Prosecutors in Magistrates'	10 766	9 575	9 580
court days undertaken by C	ounsel instructed to prosecute in	10 /00	9373	9 580
	ce of Court Prosecutors	4 580	5 014	5 010
cases prepared for the Cour	of First Instance	486	576	580
cases prepared for the Distr	ct Court	1 206	1 185	1 190
items of legal advice provid	ed	10 554	11 307	11 310
appeals conducted		1 452	1 411	1 410
7 The conviction rates for 20	)12 and 2013 are:			
			2012	2013
			(Actual)	(Actual)
Magistrates' Court				
- defendants convicted	l after trial (%)		47.6	47.0
	after trial and defendants convicted of			
pleas (%) District Court			73.3	72.3
	l after trial (%)		60.2	79.8
- defendants convicted	after trial and defendants convicted of	on their own	00.2	12.0
			91.4	95.3
Court of First Instance - defendants convicted	l after trial (%)		69.6	67.3
<ul> <li>defendants convicted</li> </ul>	after trial and defendants convicted of	on their own		
pleas (%)			91.6	94.0

The conviction rates are defendant based and in relation to any substantive or alternative offence on which the defendant has been convicted. It does not take into account acquittals of other charges if any.

It should be noted that while it is the duty of Counsel and Court Prosecutors to prosecute vigorously in courts, they have to act in a fair and objective manner. It is wrong to strive to secure a conviction at all costs. The question of guilt or innocence is a matter for the court to decide. Therefore, conviction rates in criminal cases are not and should not be taken as performance indicators. They are published regularly for reference only.

# Matters Requiring Special Attention in 2014–15

- 8 During 2014–15, the Prosecutions Division will continue to implement measures to:
- promote co-operation amongst prosecutors at the global level in the combat of crime;
- enhance the quality of criminal justice by promoting transparency in public prosecutions, liaising closely with justice partners and reviewing the disclosure arrangements of law enforcement agencies;
- enhance the standards of advocacy and preparation in criminal cases; and
- enhance the public's understanding of the criminal justice system and their role in the system.

# Programme (2): Civil

	2012–13 (Actual)	2013–14 (Original)	2013–14 (Revised)	2014–15 (Estimate)
Financial provision (\$m)	494.8	610.2	635.3 (+4.1%)	<b>941.6</b> (+48.2%)
				(or +54.3% on 2013–14 Original)

# Aim

9 The aim is to provide legal advice to the Government on civil matters, to undertake civil litigation and dispute resolution and to draft contracts on commercial and other matters.

# **Brief Description**

- 10 The work of the Civil Division involves:
- representing the Government and various other bodies in courts and tribunals in all forms of civil litigation and dispute resolution (including non-construction arbitration and mediation);
- providing legal advice on planning, building, environment, heritage, housing and land law matters;
- providing legal advice on commercial law matters and drafting commercial contracts, licences and franchises; and
- providing legal advice on legislation and civil law matters.

11 In 2013, the aim of the programme was generally met and the overall performance under the programme was satisfactory.

**12** The key performance measures are:

# **Targets**

	Target	2012 (Actual)	2013 (Actual)	2014 (Plan)
taking appropriate follow-up action on civil litigation cases within seven working days upon referral by client department (%) providing legal advice within 14 working	100	99	98	100
days upon receipt of instructions/ requests (%)#	92	90	87	92

# If that is not possible due to the complexity of cases, the client department will be advised of the estimated time within which the advice will be provided.

# Indicators

	2012	2013	2014
	(Actual)	(Actual)	(Estimate)
civil litigation cases current on 31 December new proceedings (including non-construction arbitration and	30 325	32 901	32 900
mediation) brought by the Government new proceedings (including non-construction arbitration and	1 754	1 643	1 760
mediation) brought against the Government	1 151	981	1 110
person days of court appearances	1 308	1 504	1 505

# Head 92 — DEPARTMENT OF JUSTICE

	2012 (Actual)	2013 (Actual)	2014 (Estimate)
items of legal advice provided	14 735	15 204	15 205
commercial tenders, consultancy briefs, contracts, licences and franchises drafted/vetted	645	590	590

# Matters Requiring Special Attention in 2014–15

- 13 During 2014–15, the Civil Division will advise on the legal aspects of:
- proceedings involving the Government, in particular those involving Basic Law and administrative law issues, civil service matters, immigration matters, revenue matters, charities, contractual/commercial disputes, land matters, building matters, town planning matters, environmental issues, heritage conservation matters, rating appeals, government rent appeals and damages claims including personal injuries and other claims taking on board changes since the implementation of the Civil Justice Reform;
- the English and Chinese texts of contracts, undertakings, tender documents, public franchises, licences and other legal documents for the Government, in addition to drafting and vetting such texts;
- amendments to the Land Titles Ordinance (Cap. 585);
- claims made under the Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment and other non-refoulement claims to be dealt with under the unified screening mechanism;
- the regulation of companies, securities, insurance, information technology, electronic transactions, e-commerce, transportation, television broadcasting and telecommunications (including provisions prohibiting anti-competitive practices) as well as proposals for reform;
- the implementation of the Hong Kong Disneyland and Ocean Park projects;
- privatisation and outsourcing of the Government's commercial activities;
- occupational retirement and provident fund schemes;
- amendments to the securities and futures legislation;
- grant funding, project and film financing;
- legislative initiatives with regard to the exercise to improve corporate insolvency law;
- proposed establishment of an independent Insurance Authority;
- development of a territory-wide patient-oriented electronic health record sharing system;
- new regulatory framework for the tourism sector;
- prohibition of anti-competitive practices;
- implementation of the new statutory enforcement scheme introduced by the Trade Descriptions (Unfair Trade Practices) (Amendment) Ordinance 2012 to enhance protection for consumers from false trade descriptions and unfair trade practices in the supply of goods and services;
- legislative amendments to the marine and aviation related legislation;
- one-off assistance package to owners of trawler vessels, local deckhands and owners of fish collector vessels affected by the trawl ban;
- the implementation of the Residential Properties (First-hand Sales) Ordinance (Cap. 621);
- proposed legislation for a licensing scheme to regulate private columbaria;
- matters arising from or in connection with the collision of vessels near Lamma Island on 1 October 2012;
- various studies, projects and initiatives, including those in relation to the enhancement of the soundness and
  resilience of Hong Kong's financial system and strengthening of Hong Kong's role as an international financial
  centre amidst the changing financial circumstances, West Kowloon Cultural District, the Guangzhou-ShenzhenHong Kong Express Rail Link, the long-term arrangements for the peak tramway operation, the development of
  North East New Territories New Development Areas, operation of private columbaria, implementation of the
  new Air Quality Objectives, revitalization of industrial buildings, construction and operation of youth hostels
  and review of the Urban Renewal Strategy; and
- enhance the understanding of mediation among members of the public, government officers as well as stakeholders of various sectors and promote its wider use as a means of dispute resolution.

## **Programme (3): Legal Policy**

, e <b>.</b>				
	2012-13	2013-14	2013-14	2014–15
	(Actual)	(Original)	(Revised)	(Estimate)
Financial provision (\$m)	80.2	89.3	93.3 (+4.5%)	<b>114.5</b> (+22.7%)
				(or +28.2% on 2013–14 Original)

#### Aim

14 The aim is to advise the Government on matters raising questions of legal policy; to assist in formulating policy, particularly in relation to the legal system and the legal profession; to provide support to the Secretary for Justice in relation to the discharge of his duties; to provide advice in respect of the Basic Law, human rights and constitutional affairs as well as the law and legal developments in the Mainland; and to review chosen areas of the law and provide secretariat support for the Law Reform Commission.

## **Brief Description**

- 15 The work of the Secretary for Justice's Office and the Legal Policy Division includes:
- providing support for the Secretary for Justice in relation to his duties as a Member of the Executive Council, a designated officer attending meetings of the Legislative Council (LegCo) and as the principal legal adviser to the Chief Executive;
- advising whether proposed legislation or policy is contrary to established principles underlying the legal system;
- advising on legal issues arising out of prisoners' petitions for remission, references of cases to the Court of Appeal under the Criminal Procedure Ordinance (Cap. 221) and responses to public enquiries and complaints;
- providing specialised human rights advice to ensure the consistency of policy and legislation with the human
  rights requirements of the Basic Law and of international treaties extended to the Hong Kong Special
  Administrative Region (HKSAR); advising on anti-discrimination ordinances in Hong Kong and human rights
  issues arising in the context of litigation involving the Government;
- providing legal advice on constitutional development and election matters;
- promoting bills related to the legal system or the legal profession; and bills effecting law reform or miscellaneous amendments to various ordinances;
- providing advice and information on the laws of the Mainland and on co-operation arrangements with the Mainland authorities, assisting in the discussion with the Mainland authorities on co-operation arrangements on civil/commercial matters where appropriate, and developing working relationships with counterparts in the Mainland;
- providing advice to the Government on LegCo procedures;
- providing advice on and promoting knowledge of the Basic Law; and
- giving advice and providing research and secretariat support to facilitate the work of the Law Reform Commission.

16 In 2013, the aim of the programme was generally met and the overall performance under the programme was satisfactory.

17 The key performance measures are:

#### Indicators

	2012 (Actual)	2013 (Actual)	2014 (Estimate)
bills promoted by the Legal Policy Division in each LegCo		_	
session	1	1	2
petitions (from prisoners) handled	38	51	50
items of legal advice given on:			
general legal policy issues	1 029	1 357	1 370
human rights issues	1 185	1 084	1 080
Mainland law and related matters	276	340	340
Basic Law and constitutional matters	1 446	1 228	1 230
constitutional development and election matters	726@	672	670

# Head 92 — DEPARTMENT OF JUSTICE

	2012	2013	2014
	(Actual)	(Actual)	(Estimate)
ongoing Law Reform Commission projects	6	8	8
speeches prepared (both for LegCo and elsewhere)	65	89	90
Basic Law seminars conducted	3	7	7
briefings given in the Mainland and to Mainland delegations in Hong Kong	40	41	40

@ Data collection started from 16 April 2012 when the Constitutional Development and Elections Unit of the Legal Policy Division was established.

## Matters Requiring Special Attention in 2014–15

- 18 During 2014–15, the Secretary for Justice's Office and the Legal Policy Division will continue to:
- promote the use of arbitration in Hong Kong and publicise the new arbitration law after enactment by LegCo;
- explore with the Mainland authorities further opportunities for the legal profession to provide services in the Mainland and assist in the implementation of arrangements with the Mainland, including the Mainland and Hong Kong Closer Economic Partnership Arrangement;
- provide legal advice in respect of the implementation of the Basic Law and the development of our new constitutional order;
- provide timely and reliable human rights advice including advice in respect of anti-discrimination legislation, and attend hearings before the United Nations treaty monitoring bodies;
- provide legal advice in respect of constitutional reforms and development, and on election matters (including by-elections and post-election matters);
- develop expertise in respect of legislative powers, procedures and practices in the context of the Basic Law;
- develop working relationships with counterparts in the Mainland in particular areas which call for co-operation between HKSAR and the Mainland;
- promote Hong Kong as a regional centre for legal services and dispute resolution;
- organise talks, seminars, visits and training programmes for Mainland officers in order to develop and enhance mutual understanding of the legal systems and professional practices in HKSAR and the Mainland; and
- provide support to the inter-departmental working group, chaired by the Secretary for Justice, to undertake a detailed study on possible legislation to deal with various aspects of gender recognition in respect of transsexual persons, in the light of the observations made in the judgment of the Court of Final Appeal in the *W case (FACV 4/2012)*.

#### **Programme (4): Law Drafting**

	2012–13 (Actual)	2013–14 (Original)	2013–14 (Revised)	2014–15 (Estimate)
Financial provision (\$m)	90.0	101.1	92.4 (-8.6%)	<b>104.3</b> (+12.9%)
				(0r + 3.2% 0n)

(or +3.2% on 2013–14 Original)

# Aim

19 The aim is to draft legislation and to make the texts of legislation readily accessible.

# **Brief Description**

- 20 The work of the Law Drafting Division involves:
- drafting of legislation in the English and Chinese languages and steering such draft legislation through the law-making process,
- compiling the loose-leaf edition of the Laws of Hong Kong, and
- maintaining the Bilingual Laws Information System database.

**21** In 2013, the aim of the programme was generally met and the overall performance under the programme was satisfactory.

22 The key performance measures are:

## Indicators

	2012 (Actual)	2013 (Actual)	2014 (Estimate)
bills gazetted	14	25	30
subsidiary legislation gazetted	195	206	200
pages of bills/subsidiary legislation gazetted (English)	4 381	3 021	2 500
pages of bills/subsidiary legislation gazetted (Chinese) pages of legislation compiled for publication in the	4 381	3 021	2 500
loose-leaf edition	4 730	17 764	10 000
pages of Committee Stage Amendments (English)	876	741	300
pages of Committee Stage Amendments (Chinese)	937	740	270
drafts of bills/subsidiary legislation released	2 653	2 128	2 480
items of legal advice provided	7 931	6 326	7 175

## Matters Requiring Special Attention in 2014–15

- 23 During 2014–15, the Law Drafting Division will continue to:
- meet the Government's requirements for the drafting of legislation and incidental professional service in an effective manner,
- provide on-the-job training and professional development programmes relating to legislative drafting for counsel to enhance their professional capability,
- compile replacement pages for the loose-leaf edition of the Laws of Hong Kong, and
- update the Bilingual Laws Information System database in a timely and accurate manner.

## Programme (5): International Law

	2012–13 (Actual)	2013–14 (Original)	2013–14 (Revised)	2014–15 (Estimate)
Financial provision (\$m)	46.1	45.6	48.5 (+6.4%)	<b>57.2</b> (+17.9%)
				(or +25.4% on 2013–14 Original)

## Aim

24 The aim is to provide advice on international law issues to the Government and to handle requests for international legal co-operation efficiently.

#### **Brief Description**

- 25 The work of the International Law Division involves:
- providing advice on all aspects of public international law, including the application to the HKSAR of multilateral and bilateral international agreements, maritime and aviation law, consular privileges and immunities, and the resolution of trade disputes;
- negotiating and advising on international agreements, including those for surrender of fugitive offenders, mutual legal assistance, transfer of sentenced persons, investment promotion and protection, air services and avoidance of double taxation;
- participating in the activities of the Hague Conference on Private International Law and negotiating multilateral agreements relating to private international law;
- providing advice on the international legal aspects of HKSAR's laws; and
- handling requests to and from the HKSAR for surrender of fugitive offenders, mutual legal assistance in criminal matters, transfer of sentenced persons and enforcement of confiscation orders as well as requests for assistance on international child abduction cases, and advising on matters involving international legal co-operation.

26 In 2013, the aim of the programme was generally met and the overall performance under the programme was satisfactory.

27 The key performance measures are:

# Indicators

	2012	2013	2014
	(Actual)	(Actual)	(Estimate)
international agreements initialled briefings, negotiation and discussion (no. of working	2	4	3
items of legal advice provided	289	227	230
new requests dealt with in various categories of mutual legal	10 333	11 428	12 000
assistance	364	397	420
	189	132	135

# Matters Requiring Special Attention in 2014–15

- 28 During 2014–15, the International Law Division will continue to:
- provide timely and accurate advice on international law issues and on issues relating to mutual legal assistance,
- negotiate international agreements or contribute as legal advisers in these negotiations, and
- handle requests for international legal co-operation effectively.

## ANALYSIS OF FINANCIAL PROVISION

Programme	2012–13 (Actual) (\$m)	2013–14 (Original) (\$m)	2013-14 (Revised) (\$m)	2014–15 (Estimate) (\$m)
(1) Prosecutions	561.0	555.5	519.4	577.6
(2) Civil	494.8	610.2	635.3	941.6
(3) Legal Policy	80.2	89.3	93.3	114.5
(4) Law Drafting	90.0	101.1	92.4	104.3
(5) International Law	46.1	45.6	48.5	57.2
	1,272.1	1,401.7	1,388.9 (-0.9%)	1,795.2 (+29.3%)

(or +28.1% on 2013–14 Original)

#### Analysis of Financial and Staffing Provision

#### Programme (1)

Provision for 2014–15 is \$58.2 million (11.2%) higher than the revised estimate for 2013–14. This is mainly due to the filling of vacancies, creation of five posts to meet operational needs, and anticipated increase in briefing-out expenses and court costs.

### Programme (2)

Provision for 2014–15 is \$306.3 million (48.2%) higher than the revised estimate for 2013–14. This is mainly due to the filling of vacancies, creation of 21 posts to meet operational needs, and anticipated increase in briefing out expenses and court costs.

## Programme (3)

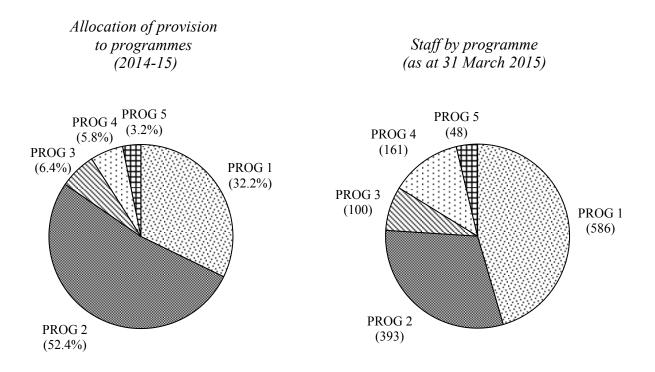
Provision for 2014–15 is \$21.2 million (22.7%) higher than the revised estimate for 2013–14. This is mainly due to the filling of vacancies, creation of five posts to meet operational needs, as well as anticipated increase in general departmental expenses.

#### Programme (4)

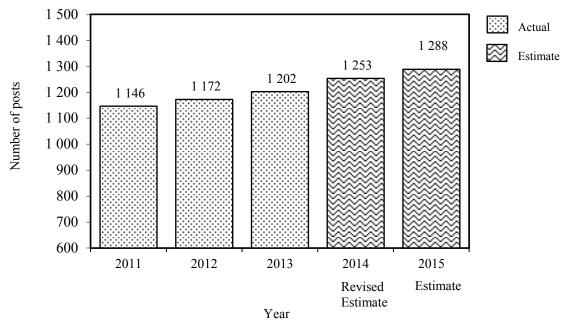
Provision for 2014–15 is \$11.9 million (12.9%) higher than the revised estimate for 2013–14. This is mainly due to the filling of vacancies and creation of three posts to meet operational needs.

#### Programme (5)

Provision for 2014–15 is \$8.7 million (17.9%) higher than the revised estimate for 2013–14. This is mainly due to the filling of vacancies, creation of one post to meet operational needs, and anticipated increase in briefing out expenses.



Changes in the size of the establishment (as at 31 March)



|--|

Sub- head (Code)	<b>Operating Account</b>	Actual expenditure 2012–13 \$'000	Approved estimate 2013–14 \$'000	Revised estimate 2013–14 \$'000	Estimate 2014–15 
	Recurrent				
000 234	Operational expenses Court costs	1,066,676 205,110	1,178,848 222,000	1,185,683 193,567	1,412,028 379,800
	Total, Recurrent	1,271,786	1,400,848	1,379,250	1,791,828
	Non-Recurrent				
700	General non-recurrent	281	870	9,690	3,370
	Total, Non-Recurrent	281	870	9,690	3,370
	Total, Operating Account	1,272,067	1,401,718	1,388,940	1,795,198
	Total Expenditure	1,272,067	1,401,718	1,388,940	1,795,198

#### **Details of Expenditure by Subhead**

The estimate of the amount required in 2014–15 for the salaries and expenses of the Department of Justice is \$1,795,198,000. This represents an increase of \$406,258,000 over the revised estimate for 2013–14 and of \$523,131,000 over actual expenditure in 2012–13.

#### **Operating** Account

#### Recurrent

**2** Provision of \$1,412,028,000 under *Subhead 000 Operational expenses* is for the salaries, allowances and other operating expenses of the Department of Justice. This includes provision of \$208,500 for a non-accountable entertainment allowance for the Secretary for Justice. The increase of \$226,345,000 (19.1%) over the revised estimate for 2013–14 is mainly due to the filling of vacancies, creation of new posts to meet operational needs, as well as anticipated increase in briefing-out expenses and general departmental expenses.

**3** The establishment as at 31 March 2014 will be 1 248 permanent posts and five supernumerary posts. It is expected that there will be an increase of 35 posts in 2014–15. Subject to certain conditions, the controlling officer may under delegated power create or delete non-directorate posts during 2014–15, but the notional annual mid-point salary value of all such posts must not exceed \$628,767,000.

4 An analysis of the financial provision under *Subhead 000 Operational expenses* is as follows:

	2012–13 (Actual) (\$'000)	2013–14 (Original) (\$'000)	2013–14 (Revised) (\$'000)	2014–15 (Estimate) (\$'000)
Personal Emoluments				
- Salaries - Allowances - Job-related allowances Personnel Related Expenses	659,637 10,938 1	732,075 18,957 6	705,126 13,924 6	767,017 20,921 6
<ul> <li>Mandatory Provident Fund contribution</li> <li>Civil Service Provident Fund</li> </ul>	1,577	1,949	1,947	2,615
contribution Departmental Expenses	15,098	20,875	18,701	22,279
- Remuneration for special appointments - General departmental expenses Other Charges	3,401 92,139	3,750 100,456	3,750 103,472	3,750 124,940
<ul> <li>Hire of legal services and related professional fees</li> <li>Legal services for construction dispute</li> </ul>	183,563	208,780	236,757	293,600
resolution	100,322	92,000	102,000	176,900
	1,066,676	1,178,848	1,185,683	1,412,028

**5** Provision of \$379,800,000 under *Subhead 234 Court costs* is for the payment of costs awarded against the Government in criminal and civil cases. This represents an increase of \$186,233,000 (96.2%) over the revised estimate for 2013–14. Since payment of court costs is contingent upon the progress of the relevant negotiations, the level of payment may vary from year to year.

# Commitments

Sub- head (Code)	Item (Code)	Ambit	Approved commitment \$'000	Accumulated expenditure to 31.3.2013 \$'000	Revised estimated expenditure for 2013–14 *'000	Balance \$'000
Opera	ting Ac	count				
700		General non-recurrent				
	512	Hire of service for translation and Chinese typing	5,100	3,296	150	1,654
	513	Conducting mock trials in the Mainland	2,400	1,764	170	466
	514	Promotion of rule of law and Hong Kong's legal system	8,600	5,987	2,300	313
	519	Development of Mainland-related legal services in Hong Kong	4,335	1,882	220	2,233
	826	Promotion of Hong Kong as an international centre for legal and dispute resolution services	9,350	_	6,850	2,500
		Total	29,785	12,929	9,690	7,166