

OFFICIAL REPORT OF PROCEEDINGS**Wednesday, 19th June 1974****The Council met at half past two o'clock**

[Mr PRESIDENT in the Chair]

PRESENTHIS EXCELLENCY THE ACTING GOVERNOR (*PRESIDENT*)

MR DENYS TUDOR EMIL ROBERTS, CBE, QC, JP

THE HONOURABLE THE FINANCIAL SECRETARY

MR CHARLES PHILIP HADDON-CAVE, CMG, JP

THE HONOURABLE THE ATTORNEY GENERAL

MR JOHN WILLIAM DIXON HOBLEY, QC, JP

THE HONOURABLE THE SECRETARY FOR HOME AFFAIRS

MR DENIS CAMPBELL BRAY, JP

THE HONOURABLE DAVID RICHARD WATSON ALEXANDER, CBE, JP
DIRECTOR OF URBAN SERVICESTHE HONOURABLE JAMES JEAVONS ROBSON, CBE, JP
SECRETARY FOR THE ENVIRONMENTDR THE HONOURABLE GERALD HUGH CHOA, CBE, JP
DIRECTOR OF MEDICAL AND HEALTH SERVICESTHE HONOURABLE IAN MACDONALD LIGHTBODY, CMG, JP
SECRETARY FOR HOUSINGTHE HONOURABLE LEWIS MERVYN DAVIES, CMG, OBE
SECRETARY FOR SECURITYTHE HONOURABLE JAMES DAVID MCGREGOR, ISO, JP
DIRECTOR OF COMMERCE AND INDUSTRY (*Acting*)THE HONOURABLE PETER BARRY WILLIAMS, JP
SECRETARY FOR SOCIAL SERVICES (*Acting*)THE HONOURABLE IAN FRANCIS CLUNY MACPHERSON, JP
SECRETARY FOR THE NEW TERRITORIES (*Acting*)THE HONOURABLE WILLIAM COLLINS BELL, JP
DIRECTOR OF PUBLIC WORKS (*Acting*)

THE HONOURABLE WOO PAK-CHUEN, CBE, JP

THE HONOURABLE SZETO WAI, CBE, JP

THE HONOURABLE WILFRED WONG SIEN-BING, CBE, JP

THE HONOURABLE WILSON WANG TZE-SAM, OBE, JP

DR THE HONOURABLE CHUNG SZE-YUEN, OBE, JP

THE HONOURABLE LEE QUO-WEI, OBE, JP

THE HONOURABLE ANN TSE-KAI, OBE, JP

THE HONOURABLE ROGERIO HYNDMAN LOBO, OBE, JP

THE HONOURABLE MRS CATHERINE JOYCE SYMONS, OBE, JP

THE HONOURABLE PETER GORDON WILLIAMS, JP

THE HONOURABLE JAMES WU MAN-HON, OBE, JP

THE HONOURABLE HILTON CHEONG-LEEN, OBE, JP

THE HONOURABLE GUY MOWBRAY SAYER, JP

THE HONOURABLE LI FOOK-WO, OBE, JP

ABSENT

THE HONOURABLE JOHN CANNING, JP

DIRECTOR OF EDUCATION

THE HONOURABLE OSWALD VICTOR CHEUNG, OBE, QC, JP

IN ATTENDANCE

THE CLERK TO THE LEGISLATIVE COUNCIL

MR KENNETH HARRY WHEELER

Papers

The following papers were laid pursuant to Standing Order 14(2): —

<i>Subject</i>	<i>LN No</i>
Subsidiary Legislation:	
Public Health (Animals and Birds) Ordinance.	
Public Health (Animals and Birds) (Animal Traders) (Amendment) Regulations 1974	118
Public Services Commission Ordinance.	
Public Services Commission (Amendment) Regulations 1974	119
Road Traffic Ordinance.	
Road Traffic (Construction and Use) (Amendment) Regulations 1974	121
Education Ordinance.	
Education (Amendment) Regulations 1974	122
Matrimonial Causes Ordinance.	
Matrimonial Causes (Amendment) Rules 1974	123
Legal Practitioners Ordinance.	
Solicitors' Practice (Amendment) Rules 1974	124

Sessional Papers 1973-74

No 63—Annual Report of the Hong Kong Housing Authority for the year
1972-73 (published on 19.6.74).

No 64—Schedules of supplementary provisions approved by the Urban Council during the second, third and fourth quarters of 1973-74 (published on 19.6.74).

Report: —

Green Paper "Transport in Hong Kong" (published on 19.6.74).

Oral answers to questions

Duty free shop at airport

1. MR WOO asked: —

- (a) Will Government say why \$10 million has been prescribed as tender deposit for the concession of selling duty free liquor, cigarettes and tobacco at the airport?
- (b) Is such a large sum really necessary?

THE FINANCIAL SECRETARY: —Sir, a sum of \$10 million was prescribed as the amount to be deposited by tenderers for the concession for selling duty free liquor, cigarettes and tobacco at the airport by the Director of Civil Aviation with the agreement of the Deputy Financial Secretary acting under the provisions of Government Stores Regulations. The reason for fixing upon this sum was that it represents two to three months' revenue from this concession at the present rate of yield. If the successful concessionaire were to withdraw his services during the currency of the contract, it would take about three months to invite tenders, to place a contract with another concessionaire, and for him to organize his business (a not inconsiderable task, given the capital required, the size of the stocks that have to be held, the number of staff employed, and the need to develop procedures which ensure prompt execution of orders). The deposit is designed to cover the Government against loss of revenue during this period. By discouraging the concessionaire from withdrawing, the deposit also has the effect of ensuring that Hong Kong does not find itself in the invidious position of having an airport with no facilities for duty-free sales.

If, in the event, the size of the prescribed deposit has the effect of restricting the response to the tender invitation, I have no doubt that the Central Tender Board will take this into account when deciding whether or not to recommend acceptance of the best tender offered or the re-issue of the tender invitation. At this time, I can

[THE FINANCIAL SECRETARY] **Oral answers**

do no more than await the Central Tender Board's recommendation. The tenders incidentally were due in on 14th June and will be considered by the Central Tender Board at their regular weekly meeting on 26th June.

Court of Appeal

2. MR WOO asked: —

Has any progress been made on the question of creating a separate Court of Appeal for Hong Kong?

THE ATTORNEY GENERAL: —Yes, Sir. It has been agreed that the Supreme Court should be reconstituted so as to consist of a High Court, and a Court of Appeal which will be composed of the Chief Justice and Judges of Appeal.

MR WOO: —Sir, may I ask my honourable Friend when this can be implemented?

THE ATTORNEY GENERAL: —I think, Sir, at this stage, I can only say that a start has been made on the drafting of the necessary legislation.

Government Co-operative Housing Schemes

3. MR F. W. LI asked: —

Are there any applications for approval to build Government co-operative housing schemes still outstanding and, if so, are the present loan arrangements adequate to enable the officers concerned to proceed with these schemes?

SECRETARY FOR HOUSING: —Yes, Sir; three loan applications from civil servants' Co-operative Building Societies are outstanding and there is a remaining balance of just under \$10 million in the funds allocated for this scheme from the Development Loan Fund. Although these loans were originally intended to meet the major part of the cost of such schemes, rising building costs have obliged some societies to seek extra funds through bank loans. This arrangement has enabled the societies faced with such a deficit to proceed with their schemes. Meantime, the exact amount of Government loan required for two of the three societies cannot be determined until the cost of their schemes

has been finally settled, but the available balance should be sufficient to allow standard loans to be made to them. The third society has already been given a Government loan and has acquired a bank loan.

To help societies to cope with their financing problems, Government allows them to defer the servicing of their Government loans until they have repaid their bank loans, these normally being repayable within five years.

I can assure my honourable Friend that the problems of these societies are given very sympathetic consideration, and everything possible—within the limits of available finance—is done to help them complete their schemes.

Non-English speaking committee members

4. MR WU asked: —

Has Government provided adequate facilities for non-English speaking members to participate fully in Government advisory and other committee meetings?

SECRETARY FOR HOME AFFAIRS: —Yes, Sir, and in cases where most of the proceedings are in Cantonese as in the Consumer Council interpretation is provided for non-Cantonese speakers who attend their meetings.

MR WU: —Sir, may I ask my honourable Friend the SHA if he has knowledge of the fact that some non-English speaking members in some advisory committees are so inconvenienced by the inadequacy of interpretation that they elected to send their representatives along rather than go themselves?

SECRETARY FOR HOME AFFAIRS: —No, Sir, I am not aware of that. The committees that I have been to where we have non-English speakers have been conducted without any difficulty to those who do not speak English. But if Mr WU will let me know of any particular case in point, I shall be very glad to have it looked into.

MR WU: —I will do that, Sir.

MR CHEONG-LEEN: —Sir, can a review of the situation in regard to all the committees and boards be carried out by the Secretary and such information be collated and provided to Members at a later date?

Oral answers

SECRETARY FOR HOME AFFAIRS: —I am not sure if the honourable Member realizes quite what he is asking. There must be 150 boards to be checked through. I should hope if any member on any board feels any embarrassment in this way, he would either let the chairman know or let me know.

MR CHEONG-LEEN: —Sir, it is for this very reason . . .

HIS EXCELLENCY THE PRESIDENT: —Is this going to be a question Mr CHEONG-LEEN?

MR CHEONG-LEEN: —Sir, by way of personal explanation it is because that I know there are over a hundred committees . . .

HIS EXCELLENCY THE PRESIDENT: —Only questions please.

MR CHEONG-LEEN: —Sir, does the honourable Secretary for Home Affairs appreciate the fact that since there are over 100 boards and committees that his department may not be aware of what is the actual situation in regard to each board or committee?

SECRETARY FOR HOME AFFAIRS: —I am certainly aware that I may not be aware of the situation on each committee (*laughter*).

Recreational areas

5. MR WILLIAMS asked: —

Would Government take necessary action to make available as sitting out and recreational areas as many suitable sites as possible that are earmarked for future projects but will not be required for some time?

SECRETARY FOR THE ENVIRONMENT: —Sir, the policy for temporary allocation of suitable sites for development as sitting out and recreational areas has been in operation for some years. Either suitable sites are offered by Government to the Urban Council, or the Urban Council asks Government for a site to be temporarily allocated. Special efforts were also made to identify sites suitable for this sort of temporary use as part of the Clean Hong Kong Campaign both in the urban areas and in the New Territories.

To avoid waste of funds and effort, sites that are likely to be available for at least 2 to 3 years are preferred. The Public Works Department is currently compiling a list of such sites for future allocation as temporary open spaces, and from what I have said it will be appreciated that, over the years, a considerable number of sites have been allocated on this basis.

Treatment of cancer

6. MR WONG asked: —

- (a) Are adequate facilities available for the treatment of persons suffering from cancer?
- (b) What steps can be taken to facilitate earlier diagnosis of the disease?

DR CHOA: —Sir, my answer to the first part of the question is that facilities for the treatment of cancer in Government hospitals, whether medical, surgical or radiological, depending on the case, are adequate.

As to the second question, the best way to facilitate early detection and diagnosis of cancer cases is to encourage general awareness of the problem and knowledge of the early manifestations of the disease.

In this regard, the Hong Kong Anti-Cancer Society, which is a Government-subsided organization, has been active in carrying out health education on cancer prevention, including the dissemination of relevant information. This method to facilitate early diagnosis of all forms of cancer will, I am sure, be pursued vigorously.

MR WONG: —Sir, may I ask the Director of Medical and Health Services whether there is any indication that cancer is caused by a virus?

DR CHOA: —Yes, Sir, there is experimental evidence that in certain types of cancer, a virus is the causative agent. The best example is Burkitt's tumour in East Africa. In Hong Kong work has now been carried on for a few years on the relationship between the herpetic virus and cancer of the nasopharynx.

Oral answers**Touting at the Airport**

7. MR WU asked: —

- (a) Which Government department is responsible for curbing the touting activities and overcharging by public transport at Kai Tak Airport?
- (b) Are officers specially assigned to perform such duties?

SECRETARY FOR THE ENVIRONMENT: —Sir, responsibility for preventing touting at the airport rests with the Department of Civil Aviation and the Police, both of which departments have officers at the airport on the lookout for this sort of thing. I can assure my honourable Friend that both departments, and likewise the Hong Kong Tourist Association, are well aware of the problem and are doing the best they can to solve it. In fact an average of 15 arrests are made each month in the prevention of touting at the airport.

As regards overcharging by public transport, in the case of public cars, there are no fixed fares prescribed by law. It is up to each hirer to agree the fare beforehand with the driver or operator. In the case of taxis, a passenger is required to pay only the fare shown on the meter, plus any prescribed surcharge for baggage or crossing the harbour. Nevertheless, it is known that taxi drivers attempt to extort inflated fares from tourists and it is difficult to suppress this activity which occurs at most airports throughout the world,

MR WU: —Sir, I could not agree with the latter part of my honourable Friend's answer. Would he be still trying to work something out so that this sort of illegal practice could be stamped out?

SECRETARY FOR THE ENVIRONMENT: —Sir, I think the police specially have been trying to stamp out this practice for many years, not only at the airport, but also in Hong Kong on every race day when taxis go to the race track; and of course the practice of taxi drivers hanging a wet rag over their meter when they just want to go off duty or not have a fare. It is not easy to solve unless the actual passenger will co-operate with the police and take a case to court. It is difficult for the police to take any action at all. From my own personal observation and experience, I have had the same sort of thing done to me though, in Mexico, in London Airport, in many other airports throughout the world.

Antiquities and Monuments Ordinance

8. MR WANG asked: —

When will the Antiquities and Monuments Ordinance be brought into force?

SECRETARY FOR HOME AFFAIRS: —Sir, it is a great disappointment that the Antiquities and Monuments Ordinance has not yet been brought into force. This is because all our efforts to recruit a fulltime Executive Secretary with the necessary qualifications and experience to give effect to the objects of the Ordinance have not been successful.

The only practical course now seems to be to second a senior serving officer to fill this post. As soon as a suitable officer can be made available, the Antiquities and Monuments Ordinance will be brought into force.

MR WANG: —Sir, can I have the assurance of my honourable Friend that a suitable officer will be recruited before this Ordinance becomes antique?

SECRETARY FOR HOME AFFAIRS: —We are hoping to second a serving officer who himself is not yet an antique and I hope we shall be able to appoint him before he becomes one.

Passengers' safety in tramcars

9. MR LOBO asked: —

In order to ensure the safety of passengers will Government take steps to require the Tramway Company to replace glass panels in all trams by safety glass; to affix guardrails to seats on the upper deck which are located close to a staircase; to prevent leakage of rainwater through the roof into electric light holders; and to ensure that the electric wires connecting tramcars with trailers are safe?

SECRETARY FOR THE ENVIRONMENT: —Sir, while it may not have been my honourable Friend's intention, his question implies that passengers on trams are not safe. It is important, therefore, to make

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clear from the outset, that the Hong Kong Tramway Company has a very good record of safety and under section 32 of the Tramway Ordinance, every tramcar and trailer must be so constructed as to provide for the safety of passengers.

As regards his first point, I understand that on tramcars all the windows have been fabricated from plate glass since the end of the Second World War and there is no record of passengers having suffered injury as a result of this practice. Safety glass was, however, used originally in the windows of tram trailers, that is to say, glass which on impact shatters into small harmless fragments. It was discovered from experience, however, that this type of glass cracked and had to be frequently replaced, largely because passengers allowed the windows in the trailers to drop with a bang. I have not, in the time available, been able to ascertain why the design of tram windows allows them to drop so rapidly, thus inhibiting the use of safety glass as there is no doubt to my mind that windows of plate glass are a potential danger. I am not therefore satisfied that, because windows of this type have not yet caused serious injury to passengers, the use of plate glass should continue and I have asked that this be looked into further.

The second point concerns guardrails for upper deck seats near a staircase. Presumably the fear is that passengers may slip off their seats and fall down the stairs. The means of propulsion employed in tramcars normally however ensures smooth starting and stopping, so it is unlikely that a passenger will be dislodged from his seat. However, with the recent introduction of one-conductor operation, tramcars are being provided at the rear with a spiral staircase to the upper deck and the seats on the upper deck facing the top of the staircase are partially provided with rails to prevent passengers falling down the stairs. The existing second staircase to the upper deck at the front near side of the tram is also separated from the seats facing it by a railing.

The third point relates to leakage of water through the roof into electric lights holders. I am informed that during the course of regular inspections the roofs of trams are checked for leaks, and that there is no record of a passenger on a tramcar having received an electric shock from such a source. However, if my honourable Friend has information to the contrary, I will certainly have this matter investigated in greater detail.

In respect of the last point of the question, trailers have no means of propulsion and are pulled by tramcars. There is therefore no need for a large electrical current to pass between them but there are two electrical cables running between the tramcar and the upper part of the trailer. One cable supplies power for lighting in the trailer and the other operates the bell which is used to inform the driver when to start and stop. The cable linking the bell is actuated by small batteries and, therefore, causes no risk to passengers or pedestrians, and the lighting cable is very well insulated, both where it leaves the tramcar and where it enters the trailer, the two danger points. Both, therefore, are considered safe but, once again, if my Friend has information to the contrary I will have the details investigated.

Industrial Production Statistics

10. DR CHUNG asked: —

- (a) Will Government inform this Council of the progress made in the collection of industrial production statistics?
- (b) Is it possible to announce preliminary findings now?

THE FINANCIAL SECRETARY: —Sir, the Census and Statistics Department is carrying out this year a census of production in the manufacturing sector of the economy in respect of activity in 1973, and I assume it is in respect of this census that my honourable Friend is asking about progress.

At this stage, progress on the census must be assessed by the number of questionnaires sent out and those which have been returned. Since the end of March, 5,283 long forms have been sent to all establishments employing over 20 persons, 4,686 short forms have been sent out to those employing between 10 and 19 persons and a further 2,000 or so short forms have been sent to a sample of some 17,000 establishments employing under 10 persons. Up to the 15th of this month, 1,164 long forms and 1,540 short forms had been completed and returned, and this response is considered by the Commissioner to be encouraging.

It is not our intention to make available preliminary findings from this census. Instead, when all the forms have been received and checked, they will be prepared for the computer, a process which is expected to take until the end of the year. The results will then be released in several volumes, each one containing detailed analyses in respect of certain classifications of manufacturing industry.

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I should add, Sir, that this census is part of a long term programme which will eventually provide for each sector of the economy (such as manufacturing, primary production, distribution, commerce and so on) an estimate of its contribution to the gross domestic product, an analysis of its overall structure, and a description of the main aspects of its relationship with the rest of the economy. It will provide this long term programme for each sector of the economy as a whole. This will enable statistical indicators to be prepared to assist in the preparation of a continuing assessment of activity in all sectors of the economy.

In addition to the current census of manufacturing it is also our intention to conduct quarterly enquiries in the manufacturing sector beginning in 1975. These quarterly enquiries will cover such main aggregates as sales, employment and earnings, and, on the basis of the findings obtained, I hope that a regular index of production can be prepared.

DR CHUNG: —Sir, will my honourable Friend explain why it was not intended to make available preliminary findings from this census of production as these preliminary findings would be of interest to industry?

THE FINANCIAL SECRETARY: —Because, Sir, it would delay the preparation of the final results. The fact is that to work over the forms sent in by hand would be a time consuming process and quite misleading results could be deduced. Instead, it is our intention to prepare them for the computer and run them through the computer and produce the full range of tables we have in mind as soon as possible.

Educational Television

11. MRS SYMONS asked: —

With the expansion of educational television to Primary 6 this coming September: —

- (a) when will the secondary school phase of educational television be introduced into Form I; and
- (b) will the secondary school programme be in colour?

SECRETARY FOR SOCIAL SERVICES: —Sir, the Government is actively considering extending educational television programmes into the secondary sector, but at the present time it appears most unlikely that this can be achieved by September 1975: September 1976 is therefore considered a more realistic date.

The Director of Education has recommended that colour should be used in secondary level educational television programmes and this proposal is now also under consideration.

MRS SYMONS: —Sir, will Government make every effort to consider 1976 as a firm date and plan accordingly?

SECRETARY FOR SOCIAL SERVICES (ACTING): —Sir, perhaps I could say as a background to this that at the present time we face a planning cum-aspirations overrun, even on the basis of an optimistic view of the rate of the growth of our fiscal resources. Sir, our plans and aspirations have to be fitted in with our projection of resources. It is against this background that my short answer to my honourable Friend was given. If there is any possibility of giving the necessary high priority to achieve the introduction of television into secondary schools in 1975, I will see that this is pursued with my colleagues. May I further add, Sir, that we have had to do quite a lot of research into the pros and cons of the various options open to us by way of equipment in the light of a rapidly developing industry, especially in the use of colour television. Even if a decision could be made now, the length of time in obtaining equipment and staff quite apart from training them would be another factor militating against our meeting the 1975 target.

Statements to police in Chinese

12. MR CHEONG-LEEN asked: —

When will it be possible for statements to be taken down at police stations in Chinese and copies supplied to persons who make them and who do not understand English?

SECRETARY FOR SECURITY: —Sir, the great majority of statements made at police stations are already taken down in Chinese. Any person who makes a statement is entitled to have a copy on request. As many thousand statements are taken each year in respect of criminal matters alone copies are not supplied automatically.

Oral answers

MR CHEONG-LEEN: —Sir, can the honourable Member confirm that any statement which is taken down in Chinese will be the statement that is signed by the person who has made such statement?

SECRETARY FOR SECURITY: —That's almost in the nature of a hypothetical question. I assume that if the person reads the statement and reads it in Chinese before he signs it, then it will be what he said in Chinese.

MR CHEONG-LEEN: —Will the honourable Member also confirm it is already standard practice that for persons who don't read or write English, statements will be taken down only in Chinese, the language that they understand?

SECRETARY FOR SECURITY: —I understand that that is the case, though if the honourable Member has any particular instance to make it clear that my answer is not correct, I would be most grateful if he could give me details.

MR CHEONG-LEEN: —I shall be happy to get in touch with him.

Loan scheme for small industries

13. MR LEE asked: —

Will Government make a statement on the up to date situation of loans for small industries scheme and in view of the difficulties experienced by some of the small industries will Government take further steps to promote its utilization?

MR MCGREGOR: —Sir, my honourable Friend will be aware that the loans for small industries scheme came into operation in July 1972 for a trial period of three years and subject to a total loan commitment of HK\$30 million. It is in essence a joint venture between Government and the commercial banking sector. Its intention is to provide for medium term loans to small scale industrial enterprises which have a good record of growth, management and technical ability. The loans can be used for the purchase of productive machinery only and before a loan is made by the commercial bank concerned, the applicant factory

is examined by the Productivity Centre which submits a detailed report to the Commerce and Industry Department on the viability and likely effect of the proposed new machinery on the factory's production, productivity and profits. Repayment of the loan is over a period of up to five years at the prime interest rate plus two *per cent*—the two *per cent* covering the Productivity Centre's costs and the Government's risk in underwriting 50% of the loan amount against failure to pay. The maximum loan that can be made at present is HK\$250,000.

Although there was considerable interest by small scale industrialists in the scheme during the early months of its operation, only two applications for loans were received in 1972; one, for \$110,000, was approved and the other was withdrawn.

The Loans for Small Industries Committee of the Trade and Industry Advisory Board reviewed the position in late 1972 and reached the conclusion that the procedures and criteria governing application for loans should be modified. The new procedures were agreed by the TIAB in April 1973 and subsequently all the commercial banks taking part in the original scheme signified acceptance of the modified procedures. A major publicity campaign was completed during November 1973.

During 1973, seven applications for loans were received and of these, six were subsequently approved for a total of \$1,031,500. During the first five months of 1974 three applications have been received of which two have been approved for loans totalling \$189,000, and one for \$110,000 is still under study.

Since June 1972 then, the department has received twelve applications for loans and nine of these have been approved for a total of \$1,330,500.

There has been no observable increase of interest in the loans scheme by virtue of the modifications to the application procedures introduced during 1973. The department has obtained the views of industry from time to time on this scheme and, of course, the press has given it a good deal of coverage. Despite the criticisms levelled at the alleged restrictive nature of the scheme—excessive demands for information, detailed examination of the applicant's records and factory premises and so on—there appear to me to be two basic reasons for the rather poor response so far.

The first is that there was not unanimous agreement on the case for such a scheme to begin with. Although industrialists were certain that a scheme of this type was needed, the banks generally said that they

[MR MCGREGOR] **Oral answers**

were already supporting industry adequately and the Commerce and Industry Department was, I must confess, divided in view. I was personally a strong advocate of the scheme and I am therefore disappointed at the response so far. It does seem likely now that the banks were substantially correct in their view.

The second reason for comparative failure is that the need for loan finance in small scale industry is probably more for working capital rather than for productive machinery. The loans scheme does not, of course, cater for working capital, nor could it without such extensive changes as to completely alter its character.

The final point I would make is that the scheme is still operative and it is assisting industrial expansion and improved productivity even if only to a small extent. Industry is well aware of the scheme and the way it operates and it is my hope that gradually the small scale industrialists will make more use of it. The Loans for Small Industry Committee will be asked soon to review the progress of the scheme and to suggest any further modifications which may seem desirable. I am sure that, at that time, the main commercial and industrial organizations will also be asked for their views.

Meals for workers in industrial areas

14. MR LOBO asked: —

(a) Are there now adequate facilities for meals for workers in factories in industrial areas such as Kwun Tong, San Po Kong, *etc.*?

(b) If not, what action will Government take to rectify the position?

SECRETARY FOR SOCIAL SERVICES: —Sir the law of supply and demand operates in industrial areas as it does elsewhere in Hong Kong. It is therefore safe to say that from the point of view of quantity there are now adequate facilities for factory workers' meals in our main industrial areas. It is estimated that up to 30% of industrial employees eat in canteens provided by their employers or elsewhere within the factory. Although it is a good practice for employers to adopt, canteens are not always a practical proposition, especially in the smaller undertakings. The other 70% or more are

able to get home for a meal or to patronize restaurants or cooked food stalls in the immediate vicinity.

Although the Urban Council make every effort to obtain space for one cooked food stall for every 500 workers, some of the older industrial areas are so heavily developed that this is proving difficult with the result that there are unfortunately many illegal cooked food hawkers operating in back lanes or on the streets themselves.

For the future the problem is being tackled on several fronts. In the newly planned industrial areas, the Government aims to provide sufficient sites placed at strategic points within industrial areas to meet the target of one cooked food stall for every 500 workers and in addition will provide some commercial sites suitable for accommodating restaurants. The Government is also considering the possibility of accommodating permanent cooked food stall facilities on specially designed ground floors of multi-user buildings built and operated either by the Government or possibly by private enterprise—although this does not appear to be an attractive development for the private sector.

To sum up, in terms of quantity the facilities are just adequate but in terms of quality, of comfort and hygiene, we hope that in the newly developed areas and on sites which may become available in the older areas we can provide some promising facilities for a more acceptable service.

MR LOBO: —Sir, may I ask my honourable Friend if he has any idea when some of these plans may come to fruition?

SECRETARY FOR SOCIAL SERVICES (ACTING): —Sir, at the present time I can't give an informed answer to that, but I will undertake to let my honourable Friend know.

DR CHUNG: —Sir, does my honourable Friend realize that during lunch time most of the streets in these industrial areas are full of cooked food stalls blocking traffic and pedestrians and the situation is far from satisfactory?

SECRETARY FOR SOCIAL SERVICES (ACTING): —Sir, I do realize this, but I do feel that the plans that I have outlined briefly in my statement would in the first instance go some way to meeting this situation.

Oral answers**Lunch facilities in Central District**

15. MR ANN asked: —

In view of the phasing out of illegal caterers, what positive steps will Government take to ensure that adequate facilities are available for cheap, quick Chinese lunches in the Central District?

SECRETARY FOR HOME AFFAIRS: —None, Sir.

MR ANN: —May I ask the question whether my honourable Friend thinks the existing legal facilities are adequate for the present needs in the central district?

SECRETARY FOR HOME AFFAIRS: —I think, Sir, this goes rather beyond the scope of the original question.

Statement**Green Paper "Transport in Hong Kong"**

SECRETARY FOR THE ENVIRONMENT: —Sir, amongst the papers laid on the table today is the Green Paper "Transport in Hong Kong".

The movement of traffic in our streets and highways creates perhaps one of the greatest problems affecting our daily lives. The annoyances and even danger experienced in walking and driving over congested streets, the lack of places to park and in general the inadequacy of our road system are widely recognized. There is clearly a need for developing a strategy which will improve these conditions.

There are now around 200,000 registered motor vehicles in Hong Kong. This means there are approximately 320 vehicles for every mile of road, one of the highest densities of traffic anywhere in the world. Yet by world standards our ratio of car ownership is still comparatively low and cannot be allowed to rise at the past rate of increase as it would just not be possible for Hong Kong to support many more vehicles in terms of available road space.

The paper "Transport in Hong Kong" suggests the implementation of three principles aimed at ensuring that congestion on our streets does not reach levels whereby traffic stagnation occurs.

The first principle is the improvement of the road system. To do this it is intended to spend an average of \$350 million (at 1974 prices) in each of the next four financial years. Although it is planned to spend much of this money in the construction of dual carriageways and dual grade separation interchanges in an accelerated development programme for trunk routes, money will also be allocated to introduce new traffic management techniques, such as area traffic control and television surveillance systems to make more effective use of the existing road network. More emphasis will be given to separating pedestrians from vehicular traffic by providing more exclusive facilities such as elevated pedestrian ways.

The improvement and expansion of public transport is the second principle which the Green Paper puts forward as a means of using our limited road space to best advantage. The mass transit railway in its initial stage, which alone will carry one million passengers a day, should be operational by 1980. The railway, by utilizing space above and beneath our carriageways, should contribute much to ease congestion on the roads. However, the main element of the public transport system will continue to be buses. The Government's plans for revitalizing bus operations are explained in considerable detail.

The third and possibly the most important principle is to establish a more economic use of the road system. We have neither the physical space nor the economic resources to rebuild our cities in such a form that a large proportion of journeys can be made by private cars. It is obvious that we must exercise control on the use of roads so as to obtain their best use in the general interest. "Best use" is usually thought of in terms of increasing the capacity of the streets and junctions to provide for more vehicles with less delay. But yet "best use" should also mean making the streets as safe as possible both for vehicles and pedestrians. What is best for the vehicle may not necessarily be best for the people in our cities.

The formulation of a policy of traffic restraint is a problem which must be considered now. It must have as its basis the maintenance of economic stability within the cities and this presupposes the establishment of a priority amongst the competing classes of road users. In establishing priority the inefficient vehicle should give way to the vehicle whose passenger carrying capacity shows the best return in terms of road space. Many cities in the world have now reached the position where they have to develop a restraining influence on cars entering the central business districts. Bus and tram priority lanes have been tried successfully elsewhere and our first experiment in this direction in the

[SECRETARY FOR THE ENVIRONMENT] **Statement**

Mid-levels after teething troubles has proved the value of such scheme—although the motorist who lives in the Mid-levels may be inconvenienced. A firm parking policy should soon be established covering both on-street and off-street parking and to utilize the control of parking as a means of restraint.

A Green Paper is not a statement of Government policy but a method of gauging public opinion and the paper tabled today sets out the possible alternatives in trying to solve the problems associated with transport in Hong Kong. Transport policy is known to be of interest to all sections of the community and before Government's policy is finally determined on a matter of such wide interest, we are inviting comments from members of the public. This can be done by writing to P.O. Box 1899.

As a further means of assessing public opinion, it is proposed to conduct a sample survey of householders. Some 12,000 of these will be sent copies of the Green Paper and they will be asked, in due course, to supply answers to a questionnaire. This survey will be conducted by the Home Affairs Department. The information obtained from the questionnaire will be collated, analysed by computer and will be taken into consideration, as will written contributions by the public, in the preparation of the Government's overall transport policy.

Government business

Motions

HONG KONG AND YAUMATI FERRY COMPANY (SERVICES) ORDINANCE

THE FINANCIAL SECRETARY moved the following motion: —

With the consent of the Company, that the amendments to the Schedule to the Hong Kong and Yaumati Ferry Company (Services) Ordinance set out in the resolution of this Council published as Legal Notice 169 of 1972 shall come into operation on the 1st day of July 1974.

He said: —Sir, on the 30th August 1972, by a resolution of this Council, approval was given for certain amendments to the Schedule to the Hong Kong and Yaumati Ferry Company (Services) Ordinance

to come into effect on a date to be specified by a further resolution of this Council.

These amendments included provision for the introduction of new vehicular ferry services from North Point to Kwun Tong and from Jubilee Street to Tai Kok Tsui together with the termination of the existing North Point to Kowloon City vehicular service when the proposed North Point to Kwun Tong service came into operation.

The company has now applied to the Government for the new vehicular ferry service from North Point to Kwun Tong to be introduced on the 1st July 1974 and for the existing North Point to Kowloon City service to be terminated from the same date.

The company is not yet ready to introduce the Jubilee Street to Tai Kok Tsui vehicular service, but it proposes to do so early in 1975 by combining it with the present passenger service to provide one service for both passengers and vehicles. At a later date, if there is sufficient demand, the company may introduce separate passenger and vehicular services on this route.

I should add that the amended list of piers used by the company and the increase in the monthly rate of pier rents payable by the company, which are provided for in paragraph 1(a) of the resolution, in practice came into effect in 1972 by an exchange of letters between the Government and the company.

The resolution before honourable Members therefore proposes that the amendments to the schedule to the Hong Kong and Yaumati Ferry Company (Services) Ordinance set out in the previous resolution of this Council published as Legal Notice 169 of 1972, should come into operation on 1st July 1974.

Question put and agreed to.

HONG KONG AND YAUMATI FERRY COMPANY (SERVICES) ORDINANCE

THE FINANCIAL SECRETARY moved the following motion: —

With the consent of the Company, that the Schedule to the Ordinance be amended—

(1) in paragraph 16, by deleting "in Council"; and

[THE FINANCIAL SECRETARY] **Hong Kong and Yaumati Ferry
Company (Services) Ordinance**

(2) in Appendix II—

(a) in Part 1, under the sub-heading "A. SERVICES OTHER THAN BETWEEN JUBILEE STREET FERRY PIER AND KWUN TONG FERRY PIER.", by inserting after item (a) the following new item—

"(aa) *De Luxe* Class Passenger

Adult or child \$1.00"; and

(b) in Part 2—

(i) by deleting "(adult) or \$2.00 (child under 16)" in each place where it occurs in the column headed "*De Luxe* Class"; and

(ii) by deleting “- -” in each place where it occurs in the column headed "*De Luxe* Class" and substituting the following—

“\$4.00”.

He said: —Sir, the Hong Kong and Yaumati Ferry Company provides *de luxe* class accommodation on the top deck of the triple-decker ferry services operating on certain routes between Hong Kong Island, Peng Chau, Silver Mine Bay and Cheung Chau and between Peng Chau and Silver Mine Bay. Under Appendix II of the Schedule to the Hong Kong and Yaumati Ferry Company Services Ordinance, a maximum *de luxe* class fare of \$4 per adult and \$2 per child under 16 years of age is charged on these routes.

The company also provides *de luxe* accommodation on the non-scheduled service between Hong Kong and Tsuen Wan, using one class 66 seater water taxis as well as *de luxe* class accommodation on the top deck of the triple-decker ferries operating the week-day commuter service between Central and Kwun Tong. A standard fare of \$1 for adults and children alike is charged on these services for *de luxe* class accommodation.

To cater for an increasing demand for *de luxe* class accommodation, the company proposes to switch the 66 seater water taxis to its existing scheduled services to operate in addition to the 1st and 3rd class ferries that will continue to provide half fares to children. The company is also considering providing *de luxe* class accommodation on its water buses, which carry 261 passengers.

With this increase in the provision of *de luxe* class accommodation, the company has proposed the introduction of a flat fare for adults and children alike for this type of accommodation on any type of vessel being operated: that is to say 66 seater water taxis, 261 seater water buses and 1,000 seater triple-decker ferries. The flat rate fare proposed is \$1 per person for cross harbour services and \$4 per person for services outside the harbour.

It is the Government's view that these standard rates for *de luxe* accommodation should be adopted on all services as they will enable the company to operate vessels having this accommodation whenever they are available and when the traffic warrants it. As I have explained, the fares proposed have been in operation for some time on certain non-scheduled services and there is no evidence that they are other than reasonable in terms of the company's operating account, or that they are not accepted by the public. Indeed, given the recent very sharp increases in the price of fuel oil which has significantly raised the company's operating costs, I believe they are very reasonable, particularly reasonable in present circumstances.

It is proposed to amend paragraph 16 of the Schedule to the Ordinance to enable the company to apply for permission from the Governor, instead of the Governor in Council, for the use of piers for purposes other than the requirements of the ferry services (for example, trips, night-club cruises and other non-schedule trips). This change will simplify the procedure for obtaining permission and will enable the company to arrange, at short notice, trips to meet the needs of tourist and seasonal traffic. It would also bring the company into line with a similar provision governing the Star Ferry Company's non-scheduled trips. Such net profits that the company earns from the use of piers for these non-schedule trips are subject I might add to the payment of royalty at the rate applicable to the company's scheduled services, namely, 25% on net profits.

These proposed changes in fares can be brought into effect by a resolution of this Council, with the consent of the company and it is such a resolution which is now before honourable Members.

Question put and agreed to.

REGISTRATION OF UNITED KINGDOM PATENTS ORDINANCE

THE FINANCIAL SECRETARY moved the following motion: —

Pursuant to section 11 of the Registration of United Kingdom Patents Ordinance, that the Registration of United Kingdom Patents (Fees) (Amendment) Rules 1974, made by the Registrar of Patents on the 17th day of May 1974 under section 11 of that Ordinance, be approved.

He said: —Sir, the purpose of this motion is to seek the approval of this Council to the Registration of United Kingdom Patents (Fees) (Amendment) Rules 1974 in accordance with section 11 of the Registration of United Kingdom Patents Ordinance.

These revised rules seek generally to double the existing fees with effect from 1st July 1974. The significant changes are to increase from \$60 to \$120 the fee for certificates of registration of patents, to raise from \$3 to \$5 the fee for every half hour's search of the register, to raise from \$10 to \$20 the fee for certifying office copies and to raise from \$20 to \$40 the fee for the issue of duplicate certificates of registration.

Most of the existing fees were introduced in 1950 and have since remained unchanged. As part of the overall revision of fees and charges to which I made reference in this year's budget speech, the Finance Branch has undertaken a cost study of the Trade Marks Registry of the Registrar General's Department and has found that, at the present level of fees, the Registry has been running at a loss and there are no good reasons why it should be subsidized by the general taxpayer. The proposed doubling of fees is designed to recover the full cost of the service.

Question put and agreed to.

BANK NOTES ISSUE ORDINANCE

THE FINANCIAL SECRETARY moved the following motion: —

That the powers of all the note-issuing banks to make, issue or re-issue and circulate notes are extended until and including the 12th July 1975.

He said: —Sir, the Bank Notes Issue Ordinance lays down that the powers of the note-issuing banks lapse automatically unless renewed by this Council from time to time. The present powers of these banks expire on 12th July 1974. It is proposed in this resolution that these powers should be renewed for the maximum permissible period of twelve months.

Question put and agreed to.

WHITE PAPER ON THE PROBLEM OF DANGEROUS DRUGS IN HONG KONG

SECRETARY FOR SECURITY moved the following motion: —

That this Council welcomes the White Paper on the Problem of Dangerous Drugs in Hong Kong.

He said: —Sir, honourable Members will recall that a White Paper about the Problem of Dangerous Drugs in Hong Kong was tabled in this Council on 13th March. At that time I said that it would be debated later on a more convenient occasion.

In proposing a motion welcoming the introduction of this White Paper, I must first emphasize what is well known, namely, the evils which narcotics create both in trafficking and in addiction—evils which society must take all possible steps to eradicate. Half the admissions to penal institutions each year are due to drug offences and if we include drug addicts committing other offences the figure is higher.

It is not possible to say with any certainty how many addicts there are but in two years since the central registry was established some 47,000 names have been registered—at a rate of roughly 2,000 a month—and that rate shows no sign of falling off. A further pointer to the total number is that between 1946 and 1969 some 57,000 persons were convicted of drug offences. The figure of some 100,000 addicts which are quoted in paragraph 43 of the paper is therefore the best we can provide. 1 in 40 of the population and if we assume that an addict spends say \$15 a day on drugs—and he may spend more—we begin to see the scale of the problem. One and a half million dollars a day—520 million dollars a year.

As the paper points out the abuse of opium has been a major factor of life in Hong Kong for over a hundred years but it was only

[SECRETARY FOR SECURITY] **White Paper on the Problem of Dangerous Drugs in Hong Kong**

in the 1920's that the abuse of its much more powerful and harmful derivate—heroin—made its appearance. To these were added in the 1960's the abuse of factory made stimulant and depressant pharmaceutical products.

The illicit trafficking in opium and heroin with all that stems from it still dominates the local drug scene today. That is not to say that we are not fully alive to the dangers arising from the factory made drugs—we are—but it is opium and heroin which constitute the huge drug problem confronting us now.

The chapters in the White Paper on the Past Decade and on International Aspects show the time and effort which has been devoted to tackling the various facets of the illicit drug problem by Government departments by the voluntary agencies and by individual citizens. Operations and projects which have been pushed forward with great enthusiasm, determination and vigour both in the field of law enforcement, public education and the treatment and rehabilitation of addicts, and a high degree of originality and new thinking has been evident. But, as the White Paper states, what has been done has only contained the problem, not reduced it. But that at least is something.

In 1972 in our endeavour to give greater thrust and co-ordination to our efforts a post of Commissioner for Narcotics was created and since then a very thorough review of the present situation has been completed. Under the direction of Sir Albert RODRIGUES, who has done so much to focus attention on the general problem and whose work commands so much respect, the reconstituted Action Committee Against Narcotics is to co-ordinate all our anti-drug programmes and activities. It has as its aim to break the back of the drug problem within a reasonable time and at a cost the community can afford.

In order to set the scene for this work and to focus attention on this social evil this White Paper has been prepared and published. The paper explains that the drug problem falls into four closely interrelated phases:

first, opium production;

second, trafficking of opium products out of the golden triangle and into Hong Kong;

third, internal distribution, manufacture and sale; and

fourth, addiction treatment.

All these four elements have got to be tackled simultaneously and continuously.

However over the first two—opium production and trafficking—we have, of course, only limited control and influence. We rely upon international co-operation both through the United Nations and multilaterally with the countries concerned and we are represented regularly at the meetings of the Commission on Narcotic Drugs. In addition the presence, since 1973, of an officer from Hong Kong in Bangkok is an earnest of our desire to achieve the maximum co-operation with the Thai authorities and an increasingly useful working relationship is being achieved.

What happens here in Hong Kong over trafficking is, of course, very much our concern. And as the table at page 16 shows—together with recent major hauls—and there was another announcement at lunch time—the result of law enforcement in the last three years has been encouraging. There is the closest liaison between the Narcotics Bureau of the Police and the Preventive Service and the officers engaged in this work are very much alive to this requirement. There is, however, a difficult aspect of all this—the more successful law enforcement is, the scarcer supply becomes, the higher the price rises, bringing greater incentive to the syndicates to promote further imports. In order to give us more teeth in law enforcement a bill to increase the fines which may be imposed by the courts on offenders will be put before Council during this session.

But however successful our anti-trafficking efforts may be, we must still face up to the addiction problem.

So we come to the fourth element—the treatment and rehabilitation of addicts. By world standards we have made some progress in this extremely difficult aspect of therapy. But the plain fact is that the facilities of the Prisons Department, SARDA and the Discharged Prisoners Aid Society are, as yet, too small to make a meaningful impact on our problem.

The press has (and maybe honourable Members will) pointed out that the White Paper does not spell out precisely how we intend to set about providing treatment programmes of a size and type which will cater for the many addicts who must be weaned off opiate addiction by one means or another. But we are not yet in a position to do this. It will be a prime task of the newly created Narcotics and Drugs Division of the Medical and Health Department (for which Finance Committee has provided funds), working in conjunction with

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ACAN and the Commissioner for Narcotics, to advise how and by whom treatment should be carried out in the most economic manner and in a way which is most likely to achieve the success we all desire. Active planning to this end is in hand and it is ACAN's priority task for 1974. But the task is not a simple one and, when the plan emerges, it is likely to demand considerable resources and money in the years ahead. We are proceeding in a deliberate and methodical manner, because not only do we want a treatment plan which will succeed and not create problems of its own, but we also want one giving the taxpayer the best value for money.

The Director of Medical and Health Services and Sir Albert RODRIGUES have recently completed an overseas tour of important treatment centres with a view to obtaining information on, and making a comparative study of, the various known treatment methods to help us with our own plans. The Director of Medical and Health Services will be referring to this later in the debate. Suffice it to say that we are proceeding both with treatment in institutions and the methadone maintenance pilot projects.

May I conclude, Sir, by saying that the White Paper sets out the stage we have reached in our struggle against this long standing problem. It is our intention to persist in our desire to eradicate addiction and to find a cure to addiction at a reasonable cost.

MR WOO: —Sir, the Unofficial Members welcome the statement of general Government intent set out in the conclusion in paragraphs 48 to 50 of this White Paper. They note that it is a major object of Government to stop the illicit trafficking of drugs into and through the Colony and to eradicate drug abuse from the community. They are glad to read in the White Paper that "those who engage in the drug business for profit will be pursued, while sufficiently large programmes of treatment for drug addicts will be developed to reduce substantially, and eventually to eradicate, drug abuse from the community".

My honourable Friend the Secretary for Security, when moving the motion, referred to the valuable although as yet quite inadequate measures which have already been taken to make a start on this vast problem. The White Paper does not spell out in detail the further steps which are now contemplated but is, rather, a statement of principle. We need more information as to what is contemplated for the future.

Paragraph 17 of the report refers to penalties. The Secretary for Security has promised us legislation to increase the fines which may be imposed on offenders. But is this enough? I would stress what is said in paragraph 38 of the report: "There is no doubt—I quote—that deterrent sentences on offenders who profit from the trade could materially help to overcome the drug problem; and such sentences are increasingly common elsewhere." Trafficking in dangerous drugs, as distinct from mere possession of them, seems to be an offence so serious and with such awful repercussions upon our fellow human beings that surely we must take special steps to ensure severe punishment including long deterrent prison sentences and, in suitable cases, corporal punishment.

Paragraph 20 of the report refers to the launching of new initiatives. We would be glad to know what is contemplated. Again, paragraph 26 refers to the essential need to safeguard against the danger that Hong Kong may become more implicated in heroin export in the golden triangle area. What are the steps which Government proposes to take?

Paragraph 41 refers to the need for more education about the dangers of drugs, particularly so as to stop young people from experimenting and then becoming addicts. Again we must ask: what steps are proposed?

In paragraph 42 the need is pointed out for proper control of factory-made drugs. How soon can legislation be brought forward to deal with this?

Paragraphs 44 and 45 talk about facilities for treatment for drug addiction. This Council is aware that the Director of Medical and Health Services and Sir Albert RODRIGUES recently carried out an overseas tour to investigate whether or not methadone should be used on a large scale in an endeavour to eliminate drug addiction. The question seems to be somewhat controversial. We are glad to hear that Dr CHOA will speak later on in this debate but we would welcome an authoritative statement on this subject and on possible alternative methods of treatment.

The scope of the problem is horrifying, with the number of drug addicts in Hong Kong estimated as my honourable Friend does at 100,000. Obviously their addiction cannot be eliminated overnight. But it seems to me and to my Unofficial colleagues that we need programmes and targets on a Colony-wide basis. We must not be discouraged by the immensity of the task. The scourge of tuberculosis

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Hong Kong**

some 25 years ago seemed to be a problem of impossible dimensions in Hong Kong. But due to persistent endeavour it has in fact been largely overcome.

The elimination of drug addiction would have social and human benefits exceeding even those which have arisen as a result of the elimination of major diseases. It would result in increased productivity and a fuller and more useful life for those involved. More important still, it should have a significant effect in reducing crime in Hong Kong, particularly the large-scale corruption rackets which are associated with the distribution of drugs and the operation of illegal divans.

At present curative facilities are available for only a few thousand people in Hong Kong. A leading newspaper has estimated that at the present rate of progress it would take 111 years to work off the present population of drug addicts without allowing for those who may become drug addicts in the future. I am not sure of the accuracy of these predictions but they do serve to emphasize the magnitude of the problem before us and the need to draw up as a matter of urgency realistic and adequate targets and programmes. I hope that these will be placed before this Council, or its Finance Committee, for early endorsement

The implications in terms of costs also give great cause for concern. But if Hong Kong is to take this question as seriously as the White Paper envisages, the costs in terms of staff, facilities and curative methods must be met.

Sir, with these words, I support the motion.

MR WANG: —Sir, although originally I intended to deliver my speech in Chinese instinct prompted me to prepare my speech in English by the sacrifice of my lunch time today and how right I was faced with the audience in front of me. I guess it might be more convenient that I use my English text today although I must express disappointment that attendance from the public at the Council meeting has not been at all very popular, and I hope perhaps some publicity might be given on the meetings of this Council that the public are really invited to attend meetings in our Chamber.

Sir, I come to the subject which is the problem of dangerous drugs and which has been with us since the beginning of the history of

Hong Kong. Dating back as early as 1959 when a White Paper on this subject was laid before this Council, it was already recognized as one of the most serious social problems in Hong Kong.

In spite of all the efforts made by Government and voluntary agencies during the past 15 years and all the progress that has been made in the provision of more facilities and more effective measures we cannot but admit, as the White Paper also does, that the problem remains still very much with us today as it was in the past.

Although the population as a whole has become more conversant with the problem there is no doubt that we must exert more effort to tackle this problem. I suggest, therefore, that this White Paper be widely circulated so that each and every citizen can acquire a better understanding of the problem which is confronting us today and that everyone will pay more attention to it and come forward with suggestions to help solve this problem.

As is suggested in the White Paper our existing Ordinance does not provide sufficient deterrence enough to warrant against addiction, possession, trafficking and manufacturing of dangerous drugs. It is also said, as we all know, organizations of drug trafficking nowadays are so sophisticated that it is difficult to detect and smash them with the present machinery, technique and specialists that we have in our present Preventive Service and Police Narcotics Bureau. It is also pointed out that facilities for treatment and the method of treatment fall short of the demands in view of the huge number of addicts we have at present.

My honourable colleague Mr P. C. Woo has just given his constructive suggestions and Mr Hilton CHEONG-LEEN and Mrs Joyce SYMONS will also be commenting on this aspect of the problem. I need not here add any more than to express my endorsement.

I would like today to offer some of my views concerning the treatment and the control of the behaviour of those who have the misfortune to be addicted with the hope that they would provide some food for thought for experts to consider the practicability of their adoption in part or in full.

Paragraph 43 of the White Paper says rightly "it is essential that we should devise realistic plans for treatment programmes but first of all we should have the basic information such as the exact number of drug addicts in Hong Kong", and I would add, that we should also have a knowledge of their living and working conditions and family background. As mentioned in the White Paper a Central Register of

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Drug Addicts was opened in 1972 in the Secretariat for Home Affairs. It is expected that by 1975 this should provide information giving a reliable guide to the true extent of the drug population here. I have doubts of the accuracy of such information if it is to depend entirely on sporadic investigations or on the data supplied on a voluntary basis. I suggest, therefore, that legislation should be enacted to require drug addicts to register themselves at the Central Registry within a specified period. Priority for treatment with an amnesty granted to those who come to register while more severe penalties will be enforced on those who fail to do so.

A registrar should be appointed to be responsible for the registration of drug addicts. All drug addicts who register must also complete a form with full personal particulars including their family background, conditions of employment and livelihood, *etc.* In registering, the drug addicts should also have to pledge:

- (a) that they would either seek treatment on their own, or be prepared to receive treatment at any time when they are so ordered;
- (b) that they would either provide on their own initiative a relative or friend of good standing acceptable to the authorities as a guarantor of their good behaviour, or be subjected to surveillance by a probation officer appointed by Government.

Under the existing Ordinance, drug takers are liable to three years' imprisonment and a fine of \$10,000. No addict would dare not to register if this Ordinance were amended to the effect that the penalty for non-registered addicts could be more severe, while those who have done so provided that they commit no other offence would be given priority for treatment.

In view of the shortage of facilities for treatment even taking into consideration further provision, we cannot expect to offer treatment to 100,000 addicts within a short period. We shall always have to set the right priority to offer this facility to those who are more urgently requiring it. The advantage arising from having a reliable register of all drug addicts and their background information is that it will provide useful material for the setting up of such a priority, particularly when it is supported by a report from the probation officer or the appointed guarantor.

Sure enough to tackle this huge problem which concerns everyone of us we need the co-operation of all citizens. We must step up our publicity, encourage all parents and persons in charge of schools, factories and organizations to remind and educate their children, pupils, employees time and again of the need to be alert against the onslaught of the traffickers. We must also encourage them to report to the authorities any incident of suspected addiction, trafficking, manufacturing or possession of drugs.

We know very well that drug traffickers can reap huge profits and they can afford to bribe investigators with large sum of money for their selfish aim. In all big cities of the world there may be places where corruption exists without the presence of drug trafficking, but we say that there is no such place where drug trafficking can prevail without corruption. It was not infrequent to hear of tragic news of people who reported on activities of drug traffickers; the cause is self-evident!

The fact is corruption and drug problems are always interrelated. It would be wishful thinking to expect even from our boldest citizens that they would come to report these activities if they cannot be reassured of adequate protection with the strictest degree of confidence.

Undoubtedly, the problem of dangerous drugs is an international one. Geographically, we have the disadvantage in this respect of being embraced with numerous islands and hence a long coastline. We are also very close to the drug producing and trafficking centre known as "the golden triangle". Placed in such a position and save the construction of a great wall along our coastlines, there is very little we can achieve to curb all the imports and re-export of these drugs at all. It is imperative therefore that we must seek international co-operation if we are to eliminate this evil altogether.

As long as all countries remain to choose to sit on the fence and to adopt a policy of selfishness and indifference and not make a determined effort to co-operate and join in full force to fight against this common enemy of ours one can see no vision of hope of any victory from this battle.

MRS SYMONS: —Sir, I rise to support the motion for adoption of the White Paper entitled "The Problem of Dangerous Drugs in Hong Kong". In doing so, I wish to make a few comments on three separate aspects of this communal curse in our city; these being treatment of addicts; education and publicity about dangerous drugs; and the law and law enforcement.

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All men, women and children who are not engaged in drug trafficking and manufacturing and who are themselves free from addiction must surely be grateful that our Government is determined to play its part in strenuous attempts to tackle the immense problem of drug trafficking and drug addiction.

Time will reveal the strengths and weaknesses of the treatment methods carried out both by Government and voluntary agencies like SARDA and the DPAS. Time will reveal the efficacy of methadone treatment. Time will alone vindicate the opinions of those in favour of methadone treatment and those who oppose it as a form of subsidized addiction, provided at a tremendous cost to the long-suffering tax-payer and with possibly little benefit as a permanent cure to the addict. Part of our difficulties, as we all know, stems from the fact that Hong Kong enjoys mixed blessings as an entrepot in the matter of the flow of illicit supplies of opium from within the area of Southeast Asia, across miles of ocean which we cannot patrol on our own.

Were more funds available for the Narcotics Division and were rewards less inadequate, we should no doubt see more of the very large seizures made recently and for which all concerned should I feel be heartily commended. Here may I say I hope the Labrador Major has had an extra pat on the head and perhaps some good steak.

The whole question of drug addiction poses many insoluble problems and no easy solutions: which difficulty should not absolve us all of the duty to reduce this evil in our midst.

Government officials engaged in the detection of the passage of drugs or the manufacture of drugs in our crowded city must be on guard always. Parents and all who work with young people should know about drugs and be ready to offer young people friendly advice and helpful co-operation. A recent symposium on drug abuse run by the Hong Kong Association of the Pharmaceutical Industry and the Education Department was an excellent joint venture. Now that we have survived the teething troubles of our various television channels, I much hope a special programme will be devised to educate the whole of Hong Kong. Whether or not the figure of 100,000 drug addicts among our citizens is substantiated, the fact remains that many are without treatment or hope.

There is one other sector of the community which has a vital part to play in the common task confronting us. We all know that when a trafficker is caught, or when a person is caught with dangerous drugs on him, much depends on the outcome of court proceedings. There is a body of public opinion, sincere, concerned and yet objective that holds the view that severe penalties would help in the reduction of crimes connected with drugs. In this Council, my honourable Friend, Mr Oswald CHEUNG suggested in 1971 during the passage of the Criminal Procedure (Amendment) Bill 1971 that the maximum sentence for large scale trafficking should be thirty years' imprisonment and that the maximum fine should be ten million dollars.

I tend to agree with my honourable colleague in a matter of which he is so knowledgeable I mean, of course, Mr CHEUNG knows a lot about law and legal matters and not about drugs. The situation in mid 1974 is not too different from that of 1959 when another White Paper was laid before Legislative Council; today, however, we must be much more vigilant and determined, better informed and better prepared to fight the greatest destructive agent of our community life; and to cut through the vicious circle of drugs, crime and corruption.

Sir, I support the motion.

MR CHEONG-LEEN: —Sir, in speaking on the White Paper on "The Problem of Dangerous Drugs in Hong Kong" I think it would be true to say that most people here do not regard the drug problem as dangerous as that of violent crime. The reason superficially is straight forward: violent crime affects the safety and stability of the entire community, whereas drugs affect about 100,000 people who are addicts.

Yet this reasoning can be too simple. If there are 100,000 addicts in Hong Kong, the number of persons including children who could be suffering from the ill effects of the drug trade could be anywhere between 400,000 to 600,000. It is also known that there is a close connection between the illicit drug trade and other forms of anti-social habits, such as prostitution, robberies and petty crimes, and corruption.

According to the White Paper, 75 % of the persons entering our prisons are drug addicts. This high percentage speaks for itself. For this and other reasons it would be most difficult to criticize the conclusion in the White Paper that drug addiction is one of Hong Kong's greatest social and economic problems.

The strategy recommended in the White Paper is a three-pronged drive: firstly, against the sources of supply, secondly, against the

[MR CHEONG-LEEN] **White Paper on the Problem of Dangerous Drugs in Hong Kong**

traffickers, and thirdly against addiction, coupled with a campaign to enlist public support and co-operation. We have to rely on the Hong Kong Government working closely with INTERPOL and other international bodies to reduce the external sources of supply as much as possible during the years ahead.

An all-out war must now be declared by the Government against the traffickers in the illicit drug trade. Since treatment facilities are inadequate it is impossible to have compulsory treatment at this stage. So we must rely more on prevention rather than cure. Heavier penalties will have to be provided for by the Legislative Council and the courts will have an important role to play in passing much heavier deterrent sentences against traffickers so that the impact of such sentences can be felt. Longer prison sentences ranging from between 3 years to life imprisonment, coupled with heavy fines, would help to cut down the availability and supply of narcotics to the local public. The greater deterrent is not the heavier fines but the longer prison terms for narcotic traffickers. The possibility of deportation should be investigated where feasible.

With the formation of the Independent Commission Against Corruption it is expected that public officers in any branch of Government will not be easily tempted to becoming rich quickly from the narcotics trade.

As for the treatment of addiction, the facilities available are too inadequate and are in urgent need of expansion.

The White Paper states that Hong Kong possesses treatment facilities which are as good as any in the world and better than most. However, the White Paper goes on to say that the "impact is limited because through-put is only about 3,000 a year with an overall relapse rate of the order of 70%". It can therefore be argued that such facilities while better than most other places in the world are still not good enough and very much below the real requirements in Hong Kong.

Methadone treatment centres will have to be expanded in each city district and in the New Territories. Although the cost of methadone is nominal, the personnel and facilities required for its controlled use will not be cheap. It should also be remembered that methadone itself is a drug. Therefore it would seem advisable that methadone be dispensed only to the adult confirmed addict.

I would also urge that once treatment facilities have been expanded, the mass approach be adopted in mobilizing the community against the evils of the narcotics trade. All voluntary groups such as Kaifong Associations, Area Committees, Clansmen's Associations, *etc.* should be encouraged to set up Anti-Narcotics Committees.

Education on the dangers of addiction should continue unabated as a long-term effort, and with greater impact. For example, large quantities of seized heroin stocks could be burned in public from time to time and given wide publicity in the press and on television and over the radio. Cured drug addicts could be recruited to help by locating other addicts, and even to provide information on drug dens and traffickers.

Families whose bread-winners are narcotic addicts should be encouraged to report the names and addresses of traffickers in confidence to the Commissioner for Narcotics. In short, our population should be fully mobilized down to the multi-storey level, the street-corner level, the public housing block level, in order to stamp out this social scourge that is annually costing the community an estimated \$520 million as well as inflicting hardship and suffering among the families of hardened drug addicts.

Of the 100,000 drug addicts in Hong Kong, it is probable that 80% of them have jobs of one kind or another. However, they are spending most of their income not on their families but to pay for drugs. If in the next 2 or 3 years the number of addicts can be reduced to 50,000 this means an average of \$5,000 per family annually can be diverted to improving the living standards and quality of life for 50,000 families.

It should be the aim of Government and the community to bring down the number of drug addicts from 100,000 to 50,000 within 3 years, which will in turn reduce the cost of operating our prisons, thus making more money available for schools, youth centres, hospitals and other social and public services.

Motion made. That the debate on the motion be adjourned—SECRETARY FOR SECURITY.

Question put and agreed to.

First reading of bills**PENSIONS (SPECIAL PROVISIONS) (HONG KONG POLYTECHNIC)
BILL 1974****RATING (AMENDMENT) BILL 1974****RATING (AMENDMENT) (NO 2) BILL 1974****STAMP (AMENDMENT) BILL 1974****POLICE FORCE (AMENDMENT) BILL 1974****WATERWORKS BILL 1974**

Bills read the first time and ordered to be set down for second reading pursuant to Standing Order 41(3).

Second reading of bills**PENSIONS (SPECIAL PROVISIONS) (HONG KONG
POLYTECHNIC) BILL 1974**

THE FINANCIAL SECRETARY moved the second reading of:—"A bill to make provision for the pensions of certain officers transferred from the public service to the service of the Hong Kong Polytechnic."

He said:—Sir, this bill seeks to protect the pension rights of those pensionable civil servants now serving on secondment to the Hong Kong Polytechnic in the event that they opt for permanent transfer from the public service to the service of the Hong Kong Polytechnic.

The bill provides that the Ordinance shall be deemed to have had effect as from the 1st August 1972, when the seconded staff began their service with the Hong Kong Polytechnic. Its provisions will apply only to those transferred officers who are specified by the Governor in the *Gazette*, and service with the Hong Kong Polytechnic under this Ordinance will be accepted as equivalent public service for mixed service pension purposes.

Motion made. That the debate on the second reading of the bill be adjourned—THE FINANCIAL SECRETARY.

Question put and agreed to.

RATING (AMENDMENT) BILL 1974

THE FINANCIAL SECRETARY moved the second reading of:—"A bill to amend the Rating Ordinance 1973."

He said:—Sir, this bill is designed to implement one of my budget proposals by empowering the Collector of Rates to impose a further surcharge of up to 10% for any amount of rates in default (including the original surcharge of 5%) for more than six months after the due date for payment.

The object of the amendment is to discourage the late payment of rates. Needless to say as the 5% surcharge is levied irrespective of the period of default, defaulters have no incentive to pay until the last possible moment. Rates and surcharges in default for more than six months amounted to \$3.3 million at 31st March 1974.

The additional 10% surcharge will come into effect on 1st August 1974, thus giving about one month's notice to defaulters.

A similar surcharge in respect of earnings and profits taxes in default was introduced under the Inland Revenue (Amendment) (No 2) Ordinance 1974 and will be effective from 1st July 1974.

Motion made. That the debate on the second reading of the bill be adjourned—THE FINANCIAL SECRETARY.

Question put and agreed to.

RATING (AMENDMENT) (NO 2) BILL 1974

THE FINANCIAL SECRETARY moved the second reading of:—"A bill to amend the Rating Ordinance 1973."

He said:—Sir, in my budget speech earlier this year, I proposed to raise the rate charge applicable to the New Territories from 11% to that payable in the urban area, that is to say, to 15%. But so that the change for newly rateable areas should not be too abrupt, I also proposed that for the first four years of assessment they should be rated at 11% only. The effect of these proposals in 1974-75 is that the rate charge for Area D (Tsuen Wan) has been increased from 11% to 15% from 1st April 1974 and that the newly rateable Area E (Tsing Yi Island) has been rated at 11% from the same date. The new rates have been effective since 1st April 1974 under an Order signed by the Governor under the Public Revenue Protection Ordinance.

[THE FINANCIAL SECRETARY] **Rating (Amendment) (No. 2) Bill—second reading**

The additional revenue arising from these proposals is estimated at \$14 million for 1974-75.

Sir, I should like to take this opportunity to inform Council of a revision in the programme for extending rating in the New Territories. I said in my 1972 budget speech that I intended to start bringing Tsing Yi Island, Yuen Long, Tai Po and the Clearwater Bay Road area into rating. In my budget speech this year, I said that Tsing Yi Island had now been rated and that I hoped that the staff situation in the Rating and Valuation Department would permit the Commissioner to complete valuations for Yuen Long and Tai Po in 1974-75 with a view to rating properties in these two areas in 1975-76.

Since then, the situation has been reviewed in the light of staff resources of the Rating and Valuation Department and the possibility of other developed areas in the New Territories being brought into rating. The Commissioner for Rating and Valuation has now advised that the number of assessments he has to make in Yuen Long and Tai Po before rates can be charged is now rather more than he anticipated. He considers that he would not be able to complete this work by the end of the current financial year without taking staff from other important duties. The Secretary for the New Territories has advised that such other developed areas as Fanling, Sheung Shui and Clearwater Bay Road (and possibly Tuen Mun and Sha Tin) should be brought into rating at the same time.

In these circumstances, I now propose to postpone the further extension of rating in the New Territories for one year so as to bring all these other developed areas into rating at the same time, that is to say, in 1976-77. The loss to the revenue as a result of this postponement would be roughly \$6 million in rates and \$3 million in property tax in 1975-76.

*Motion made. That the debate on the second reading of the bill be adjourned—*THE FINANCIAL SECRETARY.

Question put and agreed to.

STAMP (AMENDMENT) BILL 1974

THE FINANCIAL SECRETARY moved the second reading of:—"A bill to amend the Stamp Ordinance."

He said: —Sir, this bill has been drafted to implement two of my budget proposals on tax relief. There are to exempt from stamp duty, first, deeds of indemnity signed by students receiving interest-free loans from the Government, and second, gifts of shares, marketable securities, land or other properties to recognized charitable institutions.

At the present time, students receiving loans from the Government have to sign deeds of indemnity to guarantee repayments. Such deeds attract stamp duty at a rate of 20 cents for every loan of \$100. Most of these loans are around \$3,000 and the amount of stamp duty payable on each deed of indemnity is \$6. In 1973-74, the number of students receiving loans was 3,438 and it is likely to increase to 7,000 in 1974-75.

The proposal to exempt donors of gifts of shares, marketable securities, land or other properties to recognized charitable institutions from the payment of stamp duty is on all fours with the present exemption from stamp duty on bills of exchange which constitute gifts.

The cost to the revenue of these two proposals is unlikely to be significant.

Motion made. That the debate on the second reading of the bill be adjourned—THE FINANCIAL SECRETARY.

Question put and agreed to.

POLICE FORCE (AMENDMENT) BILL 1974

SECRETARY FOR SECURITY moved the second reading of: —"A bill to amend the Police Force Ordinance."

He said: —Sir, this bill is very brief and, I believe, uncontentious. Its purpose is to enable police cadets to receive assistance from the Police Welfare Fund following the establishment of the Police Cadet School. The absence of an up to date legal definition of "police cadet" has meant that until an amendment to the law has been enacted it is not possible to provide cadets at the school with amenities through the Police Welfare Fund. These amenities include funds for the purchase of trophies, prizes and refreshments at sporting and other competitions. Exceptionally, funds for the alleviation of hardship in individual cases could also be made available.

Clause 2 seeks to amend the Ordinance by removing the present reference to the rank of police cadet, appointments to which have not been made for many years, and adding a new definition of "police cadet" in respect of cadets now being trained at the school.

[SECRETARY FOR SECURITY] **Police Force (Amendment) Bill—second reading**

Clause 3 will enable police cadets to be given assistance from the Police Welfare Fund maintained under section 39 of the principal Ordinance.

Motion made. That the debate on the second reading of the bill be adjourned—SECRETARY FOR SECURITY.

Question put and agreed to.

WATERWORKS BILL 1974

MR BELL moved the second reading of: —"A bill to repeal and replace the Waterworks Ordinance."

He said: —Sir, the bill before Council seeks to bring up to date the existing Waterworks Ordinance, which, as honourable Members will be aware, has been in force, with only minor amendments, since 1938. The new bill puts into more easily understood language, and more logical sequence, the duties and powers of the Water Authority and the obligations and responsibilities of the general public.

Many of the problems encountered by the Water Authority in obtaining payment for water supplied under the present Ordinance have stemmed from the fact that the registered consumer cannot be found. For example, the registered consumer may have been a corporate body which originally erected the building and applied for the supply of water, but which corporation was subsequently dissolved without the appointment of a new registered consumer. The new bill remedies this by requiring that the registered consumer must either live on the premises, or own them or be responsible for managing them and must enter into an undertaking to pay any charges and to accept responsibility for the custody of the services and meters.

A further problem has stemmed from the proliferation of multi-storey buildings in multiple occupation, a condition which did not exist to the same extent in 1938. Such buildings may have communal services for which no individual occupant is at present responsible. The new bill introduces the concept of an agent, who must either occupy the premises or be responsible for the management of all or part of them, and who must also enter into an undertaking to pay any charges in respect of the communal services and to be responsible

for its custody. It will be relatively easy to ensure the appointment of such agents for future buildings but I must point out that to find satisfactory agents for all existing buildings may take a considerable time.

The new bill, Sir, recognizes that there are many minor alterations which can reasonably be made to an inside service without the need for seeking the permission of the Water Authority or the employment of a licensed plumber. A list of such minor alterations is to be sent to all licensed plumbers.

The bill also provides for the mapping of gathering grounds and for control over the development of land within these areas for the purpose of preventing contamination of the water supply.

One of the provisions which might cause some concern is that which retains the present powers relating to the disconnection of services, both inside services and fire services. The most usual reason for such disconnection is the non-payment of water accounts or failure to rectify irregularities in the services. Very rarely a service might need to be disconnected urgently because of excessive leakage or pollution. It is vital to any public utility to have the right to disconnect its supplies—we could not afford not to have such a right. I have already said how rarely it is necessary to disconnect such a service as a matter of urgency due to leakage or pollution, but if such urgent disconnection became necessary in respect of a fire service, the Water Authority would immediately advise the appropriate Fire Control in advance of the actual disconnection. In any case other than one of urgency, no disconnection of a fire service would take place without prior consultation with the Director of Fire Services, who will, in either case, arrange for the fire service supply tank to be topped up to maintain an adequate source of water for initial fire-fighting. I can therefore assure honourable Members that no member of the public would be put at risk from fire due to the disconnection of a fire service.

Finally, Sir, there is the question of the use of force by employees of the Water Authority. Here I must stress that the use of force is to be carefully limited to officers specifically authorized in writing by the Water Authority, and then permitted only to the extent necessary to safeguard the Water Authority's installations, gathering grounds, reservoirs, and the like.

I should like to take this opportunity, Sir, to thank my Unofficial colleagues for their assistance in the preparation of this bill. As a result of discussions with them I will be moving certain amendments to the bill at the committee stage.

Motion made. That the debate on the second reading of the bill be adjourned—MR BELL.

Question put and agreed to.

BUSINESS REGISTRATION (AMENDMENT) BILL 1974

Resumption of debate on second reading (5th June 1974)

Question proposed.

Question put and agreed to.

Bill read the second time.

Bill committed to a committee of the whole Council pursuant to Standing Order 43(1).

MOTOR VEHICLES (FIRST REGISTRATION TAX) (AMENDMENT) BILL 1974

Resumption of debate on second reading (5th June 1974)

Question proposed.

Question put and agreed to.

Bill read the second time.

Bill committed to a committee of the whole Council pursuant to Standing Order 43(1).

ROAD TRAFFIC (REGISTRATION AND LICENSING OF VEHICLES) REGULATIONS (AMENDMENT) BILL 1974

Resumption of debate on second reading (5th June 1974)

Question proposed.

Question put and agreed to.

Bill read the second time.

Bill committed to a committee of the whole Council pursuant to Standing Order 43(1).

Committee stage of bills

Council went into Committee.

BUSINESS REGISTRATION (AMENDMENT) BILL 1974

Clauses 1 to 5 were agreed to.

**MOTOR VEHICLES (FIRST REGISTRATION TAX)
(AMENDMENT) BILL 1974**

Clauses 1 and 2 were agreed to.

**ROAD TRAFFIC (REGISTRATION AND LICENSING OF
VEHICLES) REGULATIONS (AMENDMENT) BILL 1974**

Clauses 1 and 2 were agreed to.

Council then resumed.

Third reading of bills

THE ATTORNEY GENERAL reported that the

Business Registration (Amendment) Bill 1974, the

Motor Vehicles (First Registration Tax) (Amendment) Bill 1974 and the

Road Traffic (Registration and Licensing of Vehicles) Regulations
(Amendment) Bill 1974

had passed through Committee without amendment and moved the third reading of each of the bills.

Question put on each bill and agreed to.

Bills read the third time and passed.

Adjournment and next sitting

HIS EXCELLENCY THE PRESIDENT: —In accordance with Standing Orders I now adjourn the Council until 2.30 p.m. on Wednesday the 3rd of July.

Adjourned accordingly at twenty minutes past four o'clock.