

1963-1977

第五章

Chapter 5

業務日益多元化

Increasingly
Diversified Business

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本章大事年表

時間	事件	時間	事件
1962 年	● 《棉紡織品國際貿易長期協定》（Long-term Arrangement Regarding International Trade in Cotton Textile）生效，工商業管理處對香港紡織商實行全面紡織品出口管理制度。	1974 年	● 緝私隊獲授權處理刑事侵權案件，成立版權保護組（Copyright Protection Unit）。
1963 年 3 月 1 日	● 緝私隊於觀塘政府合署的四樓及五樓設立訓練學校。	1974 年 6 月 13 日	● 耗資 780 萬港元，位於大欖涌的香港緝私隊訓練學校（Hong Kong Preventive Service Training School）正式啟用。
1963 年 9 月 5 日	● 《緝私隊條例》（Preventive Service Ordinance）正式生效。緝私隊法定地位確立。	1975 年 10 月	● 不少香港市民因飲用含甲醇的酒精飲品死亡，緝私隊在 10 月 12 日設立私酒舉報中心，並且進行兩個星期的密集式調查行動，使甲醇製酒活動受到控制。
1965 年	● 工商業管理處成立工業視察組（Industry Inspection Branch），負責巡查所有申請特惠稅證或產地來源證的工廠，執行關於紡織品配額限制事務的調查工作。	1976 年 5 月	● 立法會通過《應課稅品（修訂）草案》（Dutiable Commodities（Amendment）Bill），重新對甲醇徵稅，打擊以甲醇製造冒牌酒的行為。
1968 年 12 月	● 緝私隊人員在「有利德」（Unity）貨輪上搜獲 4,000 兩非法偷運的金條，市值 120 萬港元，是六十年代最大宗偷運黃金出口的案件。		
1972 年 3 月 1 日	● 香港政府宣布撤銷甲醇稅項，但甲醇仍受《應課稅品條例》（Dutiable Commodities Ordinance）所規管。		
1972 年 12 月	● 香港政府將英國《1956 年版權法令》（Copyright Act, 1956）及其修訂條文引用於香港，正式將影像和音樂產品納入《版權法》的保障範圍。		
1973 年	● 《棉紡織品國際貿易長期協定》（Long-term Arrangement Regarding International Trade in Cotton Textile）屆滿，被《多種纖維協定》（Multi-fiber Arrangement Regarding International Trade in Textiles）取代。工商業管理處繼續對香港紡織商實行全面紡織品出口管理制度。		
1973 年 3 月	● 香港實施《版權條例》（Copyright Ordinance），以加強打擊盜版活動。		
1973 年 7 月 1 日	● 「工商業管理處」中文名稱改為「工商署」。		

Chronology of Major Events In This Chapter

Time	Event
1962	The Long-term Arrangement Regarding International Trade in Cotton Textile took effect. The Commerce and Industry Department implemented a comprehensive export management system for Hong Kong Textile Traders in respect of textile products.
1 March 1963	The Preventive Service set up a training school on the 4th and 5th floors of the Kwun Tong Government Offices Building.
5 September 1963	The Preventive Service Ordinance were enacted. The legal status of the Preventive Service was thus established.
1965	The Commerce and Industry Department set up the Industry Inspection Branch to inspect factories applying for Certificate of Preference and Certificates of Origin and to investigate textile product quota restrictions matters.
December 1968	The Preventive Service officers seized 4,000 taels of smuggled gold bars with a market value of HK\$1.2 million on the freighter “Unity”, being the biggest case of illegal export of smuggled gold in the 1960s.
1 March 1972	The Hong Kong Government announced the revocation of duties on methyl alcohol, which remained a controlled item under the Dutiable Commodities Ordinance.
December 1972	The Hong Kong Government extended to Hong Kong the Copyright Act, 1956 and its amendments which were in force in Britain, placing visual and musical works in the protection ambits of the copyright law.
1973	The Long-term Arrangement Regarding International Trade in Cotton Textiles expired and was replaced by the Multi-fiber Arrangement Regarding International Trade in Textiles. The Commerce and Industry Department continued to implement a comprehensive export management system for Hong Kong Traders in respect of textile products.
March 1973	The Copyright Ordinance took effect in Hong Kong to enhance the enforcement against piracy activities.
1 July 1973	The Commerce and Industry Department was renamed in Chinese from “工商業管理處” into “工商署”.

Time	Event
1974	The Preventive Service was authorized to handle criminal copyright infringement cases and set up the Copyright Protection Unit.
13 June 1974	The Hong Kong Preventive Service Training School located in Tai Lam Chung, built at the cost of HK\$7.8 million, was inaugurated.
October 1975	A number of Hong Kong citizens died after consuming liquors containing methyl alcohol. The Preventive Service set up the Illicit Liquor Report Centre on 12 October and carried out intensive investigation for a fortnight, successfully suppressing illicit distillation involving methyl alcohol.
May 1976	The Legislative Council passed the Dutiable Commodities (Amendment) Bill and resumed duties on methyl alcohol in order to combat illicit distillation using methyl alcohol.

緝私隊法定地位的確立

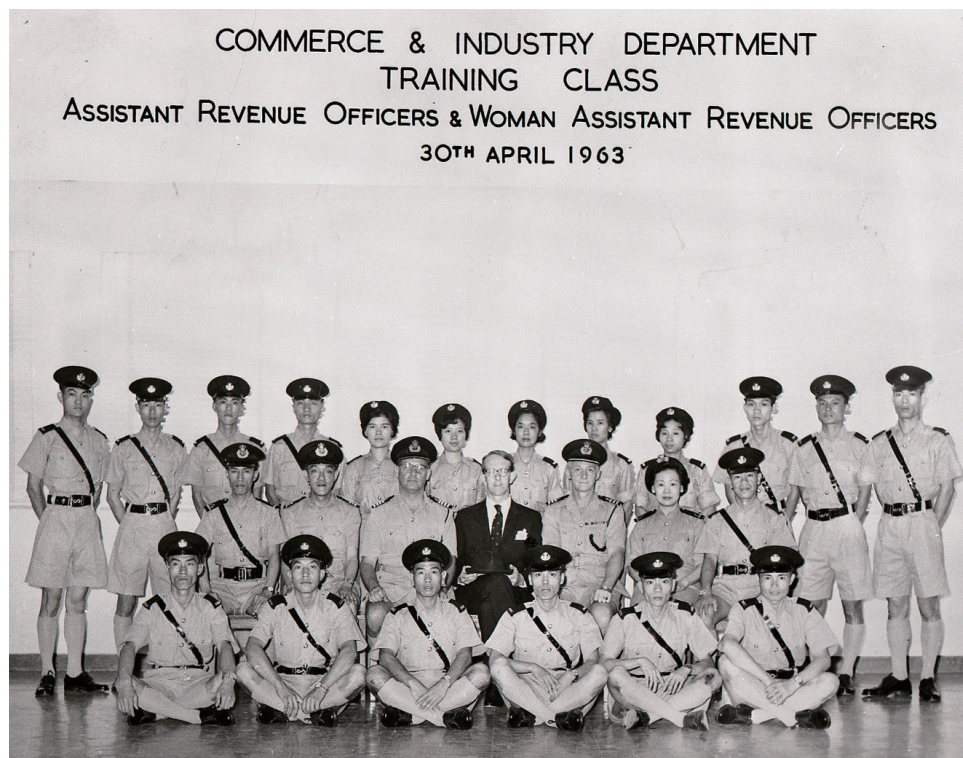
早在 1909 年，香港政府已通過《酒精飲品條例》授權緝私隊徵收酒精飲品稅。此後，香港政府亦通過不同法例賦予緝私隊對酒精飲品、煙草等應課稅品進行徵稅、調查走私、管制貨物進出口等的權力。然而，緝私隊在成立之初並無相關法例釐清其權責，但早於 1844 年香港政府便制訂法例確立警察為法定執法機構。1963 年 9 月 5 日，《緝私隊條例》(Preventive Service Ordinance) 正式生效，緝私隊的法定地位獲得確立。香港政府以往通過不同法例賦予緝私隊人員對各種應課稅

【圖一】

1963 年的緝私隊人員

[Picture 1]

Preventive Service officers in 1963



ESTABLISHMENT OF LEGAL STATUS OF PREVENTIVE SERVICE

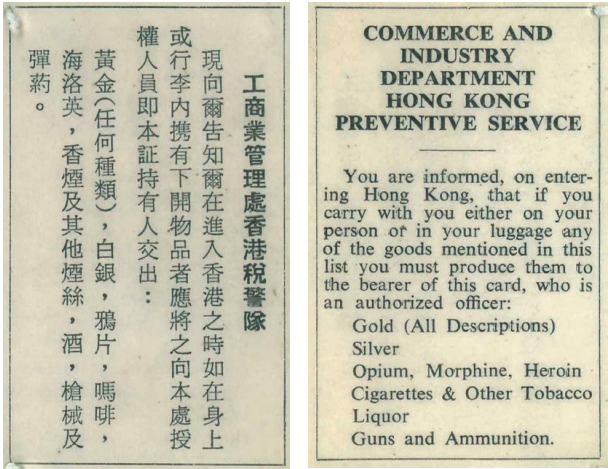
As early as 1909, the Hong Kong Government had already enacted the Liquors Ordinance, authorizing the Preventive Service to levy duties on liquors. Since then, the Hong Kong Government had empowered the Preventive Service, through various ordinances, to levy duties on dutiable commodities such as liquors and tobacco, to investigate smuggling and regulate imports and exports. However, unlike the Police which was established by law in 1884 as a statutory law enforcement agent, the Preventive Service on inception did not have any statutory instrument to define its powers and scope of duties. It was not until 5 September 1963 when the Preventive Service Ordinance took effect that the statutory status of the Preventive Service was established. Consolidating the Preventive Service's powers to levy duties on dutiable commodities under different legislation, the Dutiable Commodities Ordinance authorized officers of the Preventive Service to levy duties on liquors, tobacco, hydrocarbon oil, table water and methyl alcohol. As the Preventive Service's duties had stretched beyond duty collection to including as well law enforcement work such as controlling imports and exports, interdicting narcotics trafficking and inspecting factories for Certificate of Origin, the Hong Kong Government enacted the Preventive Service Ordinance to set out the Preventive Service's structure; to define the authorities, responsibilities, discipline and welfare of the Chief Preventive Officer and other members; and to require the officers to abide by the procedures in enforcing their duties. The enactment had formalized the Preventive Service as a statutory disciplined force and thus laying the legal foundation for the Preventive Service's diversified law enforcement charter.¹

品徵稅的權力，《應課稅品條例》整合這些法例條文，授權緝私隊對酒精飲品、煙草、碳氫油、餐飲用水及甲醇徵稅。香港政府認為，緝私隊的工作範圍已不只局限於應課稅品方面，還包括管制出入口貨物、打擊販運毒品活動和巡查工廠的產地來源證等方面的執法工作，因此，香港政府須要通過《緝私隊條例》，釐清緝私隊的架構和總緝私督導主任（Chief Preventive Officer）及其他人員的權責、紀律和福利，並規定緝私員須按程序執法，使緝私隊成為法定的紀律部隊，這為緝私隊多元化的執法工作奠下法理基礎。¹

在六十至七十年代的香港，政府部門貪污的情況非常普遍。有見及此，為了防止剛成為獨立紀律部隊的緝私隊人員收受賄賂，對執法成效及部隊聲譽造成影響，當時的總緝私督導主任米靈頓（Lesley Charles Millington）在 1964 年 3 月反對增加罰款以打擊貪污的方式，建議直接充公非法收受的賄賂。米靈頓的建議最終落實執行，結果証實這項打擊貪污的新方案比增加罰款更為有效，故此當年涉及緝私隊人員的貪污個案甚少。香港擁有一支優良及廉潔的緝私隊伍，在保障政府稅收和打擊非法走私等工作方面可謂極為重要。²

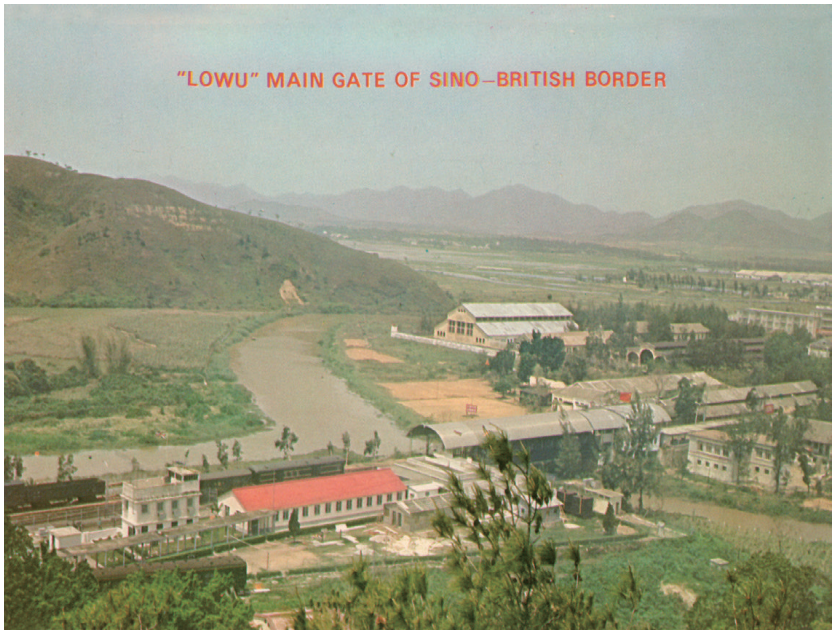


【圖二】
七十年代輔政司羅弼時登上緝私船隻參觀
[Picture 2]
Sir Denys Tudor Emil Roberts, Colonial Secretary of the 1970s, visits the Preventive Service onboard a patrol launch



【圖三】
六十至七十年代工商業管理處向入境人士所用的警告語句
[Picture 3]
Warnings to incoming travellers used by the Commerce and Industry Department in the 1960s and the 1970s

【圖四】
1968 年的羅湖橋
[Picture 4]
Lo Wu Bridge in 1968



【圖五】
由香港朝中國方向望去的羅湖橋
[Picture 5]
Lo Wu Bridge on Hong Kong side viewed in the direction of China



From the 1960s to the 1970s, corruption was very common in government departments in Hong Kong. In March 1964, in order to prevent corruption from compromising the efficacy of law enforcement and tarnishing the reputation of the newly independent disciplined force, the Chief Preventive Officer at the time, Lesley Charles Millington, objected to an increase in fines to combat corruption, and proposed instead confiscating the received bribes. Millington's proposal was put into effect finally and proved to be more effective than increasing fines, resulting in the very small number of bribery cases in the Preventive Service then. As an excellent preventive team with high integrity, the Preventive Service was paramount to the mission of safeguarding the Hong Kong Government's revenue and combating smuggling.²

【圖六】

羅湖火車站近貌

[Picture 6]

Recent picture of Lo Wu Railway Station



早期緝私隊的主要工作

打擊走私貴金屬

貴金屬包括白銀和黃金。白銀在古代是世界流通的貨幣，到十八至十九世紀，隨着西方經濟的發展，西方國家實行金銀複本位制（Gold and Silver Bimetallism），同時以黃金和白銀作為各國通用貨幣。但到了1920年後，各國政府陸續放棄以白銀作為流通貨幣，改為實行黃金本位制度（Gold Standard），以黃金作貨幣發行的依據。第二次世界大戰後，美國對世界經濟的影響力大為擴張。根據1944年44個同盟國簽訂的《布雷頓森林協定》（Bretton Woods Agreements），各國主要貨幣和美元掛鈎，美國政府承諾每一美元可兌換35安士黃金，美元遂成為世界流通的貨幣。雖然黃金和白銀不再是世界通行的貨幣，但兩者仍然是各國政府倚重的儲備品。因此，香港政府分別在1935年及1947年修訂《進出口條例》亦通過《黃金進口（禁止）規例》及《黃金出口（禁止）規例》等，加強對白銀與黃金的進出口管制。任何人沒有獲得工商業管理處簽發的許可證，都不得經香港進口或出口這些貴金屬。踏入六十年代，由於航運交通的發展，黃金和白銀走

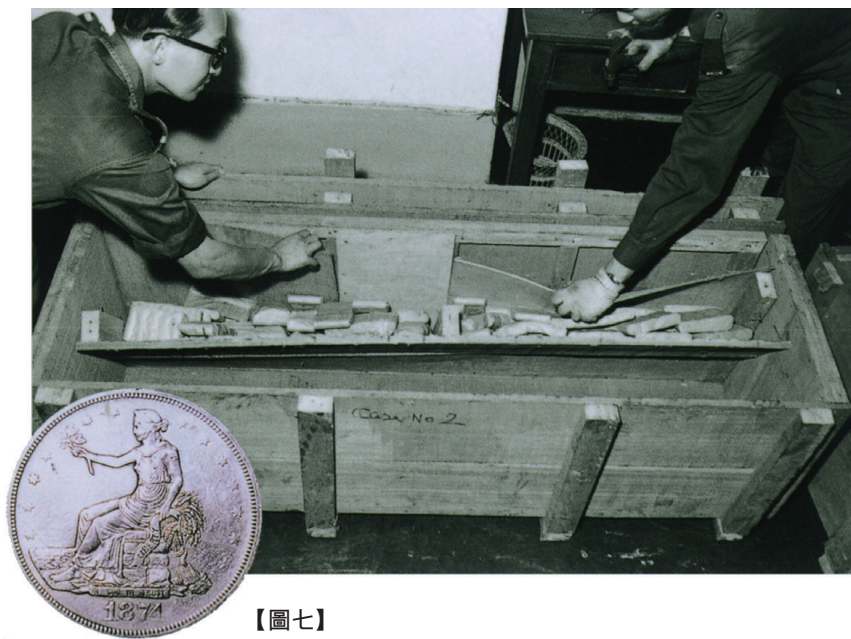
Section 2

MAIN DUTIES OF PREVENTIVE SERVICE IN EARLY DAYS

Combating Precious Metal Smuggling

Precious metals include silver and gold, with silver being a form of world currency in the ancient time. With the economic development in the 18th to the 19th century, the western countries practised Gold and Silver Bimetallism, using gold and silver simultaneously as currencies for all countries. However, after 1920, these countries gradually stopped using silver as a form of currency but adopted the Gold Standard, using gold as the basis for issuing currency. After the Second World War, the influence of the United States on the world economy expanded drastically. According to the Bretton Woods Agreements signed by 44 allied nations in 1944, the major currencies of these nations were pegged to the United States dollar, and the American Government pledged to convert every 35 ounces of gold into US\$1, eventually making the United States dollar a world currency. Although gold and silver were no longer global currencies, many governments in the world held official gold and silver reserves as store of value. In light of this, the Hong Kong Government amended the Import and Export Ordinance in 1935 and later in 1947, and introduced the Importation of Gold (Prohibition) Order and the Exportation of Gold (Prohibition) Order, strengthening the import and export control on gold and silver. Anyone without a permit from the Commerce and Industry Department was prohibited from importing or exporting these precious metals via Hong Kong. In tandem with the development of maritime transport in the 1960s, smuggling of gold and silver

私愈趨猖獗。在《進出口條例》的授權下，緝私隊人員加強搜查進出香港的船隻，並加強檢查啟德機場的旅客，成功拘捕及檢控多名偷運黃金或白銀的外籍人士。1968年12月，緝私隊人員根據情報，在準備前往日本的「有利德」(Unity)貨輪上搜獲4,000兩金條，市值120萬港元，是六十年代最大宗偷運黃金出口的案件。³



【圖七】

緝私隊檢獲走私銀幣

【Picture 7】

The Preventive Service seizes smuggled silver coins

打擊非法釀酒活動

五十至六十年代中，香港市面出現大量冒牌的威士忌、白蘭地及劣質中國酒。不法之徒一般以白酒精、茶和染色粉末混製成冒牌酒，再在酒瓶外貼上正牌酒的仿製標貼，一般市民難以分辨冒牌酒和正貨的分別。這些含有雜質的冒牌酒會嚴重損害飲用者的健康；更有甚者，不法商人以工業用的甲醇(Methyl Alcohol)製造冒牌酒。其中在1956年，分別有四名及六名香港市民因飲用甲醇製冒牌酒而失明和死亡。因此，財政司岐樂嘉(Arthur Grenfell Clarke)在1957年3月20日於立法局動議修訂《應課稅品條例》，規定由翌日上午九時起，將甲醇納入徵稅的範圍，每加侖甲醇徵稅7元；如甲醇純度超過25%，便規定純度超出1%者，每加侖甲醇須另外徵稅2角8仙；若超出2%，便須額外徵稅5角6仙，如此類推。岐樂嘉宣稱此舉並非為了增加稅收，而是為了保障市民的生命安全，使之免受非法甲醇酒精飲品的威脅。故此，使用甲醇的工業用家亦不反對香港政府對甲醇徵稅。⁴

當時的非法釀酒工場一般位於新界沙頭角、西貢等偏遠地區的雞場和地下室內，屋外設有瞭望台或由狗隻看守門口以



【圖八】

緝私隊從旅客所穿的特製內衣檢獲走私金條

【Picture 8】

Smuggled gold bars in the specially-made undergarment of a traveller seized by the Preventive Service

became rampant. The Preventive Service, under the Import and Export Ordinance, stepped up their rummaging operations against incoming and outgoing vessels in Hong Kong and strengthened passenger inspection at Kai Tak Airport, successfully arresting and prosecuting a number of foreigners who smuggled gold and silver. In December 1968, acting on intelligence, the Preventive Service seized 4,000 taels of smuggled gold bars on the cargo vessel "Unity" heading for Japan. The seizure had a market value of HK\$1.2 million, which was the biggest case of gold smuggling out of Hong Kong in the 1960s.³

Combating Illicit Distillation

From the 1950s to the mid-1960s, Hong Kong saw a spate of adulterated whisky, brandy as well as Chinese liquors emerging in the market. White alcohol, tea and dyeing powder were mixed to adulterate liquors and false labels affixed to the bottles to forge the genuine brands. The general public could hardly tell the difference between the adulterated and genuine liquors. Such adulterated liquors, containing impurities, would severely damage the health of consumers. Even worse, a number of unscrupulous businessmen used industrial methyl alcohol in adulterating liquors. In 1956, four Hong Kong citizens were blinded, and six others even killed after consuming adulterated liquors made of methyl alcohol. The Financial Secretary Arthur Grenfell Clarke, therefore, motioned to amend the Dutiable Commodities Ordinance at the Legislative Council on 20 March 1957, so as to include methyl alcohol as a dutiable commodity and to levy a duty of HK\$7 per gallon on it starting from 9 a.m. the next morning. An extra duty of HK\$0.28 per gallon would be levied if the alcohol concentration exceeded 25% by 1%, and HK\$0.56 if it exceeded 25% by 2%, and so forth. Clark claimed that the move was not intended to raise revenue but rather to protect public health and guard against the threat of adulterated liquors made of methyl alcohol. Industrial users of methyl alcohol therefore did not oppose the Hong Kong Government's measure to levy new duty.⁴

Illicit distilleries at the time were commonly set up in chicken farms and basements in remote districts such as Sha Tau Kok and Sai Kung, often with lookouts or dogs at the entrances to guard against detection by the Preventive Service. Starting from 1968, the Preventive Service stepped up their enforcement against illicit distillation activities. On cracking down an illicit distillery, officers would normally break the drums with pickaxes or destroy the alcohol in the drums on the spot. In 1968, the Preventive Service seized a total of 106 gallons of adulterated liquors, and arrested 35 suspects involved.⁵

防緝私隊人員搗破。自 1968 年開始，緝私隊加強掃蕩這些非法釀酒工場，緝私隊人員在搗破非法釀酒活動後一般會用尖鋤頭打破所搜獲的酒桶，或將酒桶內的酒精即場銷毀。其中，緝私隊在 1968 年共檢獲 106 加侖冒牌酒，並拘捕 35 名涉案人士。⁵

事實上，釀酒原料一般含 30% 至 50% 酒精，屬易燃物品，而存放大量釀酒原料的非法釀酒工場對市民大眾的安全構成很大的威脅。在 1969 年和 1970 年，便發生了兩宗非法釀酒期間的爆炸事件，造成一人死亡及一人六成皮膚燒傷。有見及此，緝私隊人員繼續加強打擊非法釀酒活動。1969 年 1 月，緝私隊人員便在大嶼山搜獲六十年代最多發酵用的麥芽漿，一共 44 加侖，足以釀製 1,500 加侖中國酒，逃避稅款達 15,600 港元。緝私隊為了掃蕩非法釀酒工場，亦設有熱線電話及郵政信箱，讓市民舉報非法釀酒工場的活動。⁶

自甲醇被納入《應課稅品條例》後，香港有一段長時間再沒有市民因飲用甲醇製酒精飲品而中毒死亡，加上甲醇是製造印刷墨水的重要原料，所以立法局在 1972 年 3 月 1 日，宣布撤銷甲醇稅項。踏入 1973 年，隨着緝私隊的成功掃蕩，以及香港市民生活水平的提高，市民轉而追求高質素的酒精飲品，以土法方式釀酒的非法活動遂日漸式微。然而，由於甲醇不用課稅，不法分子重新利用工業用甲醇來釀酒謀利。他們首先以蒸餾法將甲醇變成含酒精達 90% 的蒸餾酒精，再將其酒精量稀釋至 30%。這較以麥芽漿發酵製酒，更容易達到 30% 的酒精含量。1975 年 10 月初，有六名市民因飲用甲醇製的酒精飲品死亡，更有多名市民須要入院治療。由於事態嚴重，緝私隊旋即於 10 月 12 日，在林士街多層停車場大廈十樓設立私酒舉報中心。中心成立首天便接獲 41 宗關於以甲醇非法釀酒的舉報，緝私隊根據市民提供的情報，進行為期兩星期的密集式調查行動，共檢走 2,500 加侖的酒精飲品進行化驗；另外，緝私隊亦發現九間店鋪售賣含有甲醇的酒精飲品，共檢控 44 名涉案人士。



【圖九】

四十至五十年代緝私隊人員委任證，緝私隊人員在巡查酒廠時會出示委任證以識別其身份

【Picture 9】

Warrant card of a Preventive Service officer from the 1940s to the 1950s for identification during the inspection of distilleries



【圖十】

緝私隊人員用尖鋤頭搗毀新界一非法釀酒工場的釀酒設備

【Picture 10】

Officer of the Preventive Service smashes liquor distillation facilities with a pickaxe at an illicit distillery in the New Territories

In fact, the raw materials used in distilling liquors usually contained 30% to 50% of alcohol, which were inflammables. The storage of large amounts of these materials in illicit distilleries posed serious threats to public safety. In 1969 and 1970, two distilleries exploded in the distilling process, resulting in two casualties, one of whom died eventually and the other suffered from 60% skin burns. In view of this, the Preventive Service continued intensifying their actions against illicit distillation. In January 1969, officers of the Preventive Service hit the record of the 1960s, seizing on Lantau Island 44 gallons of mash, which could be used for fermentation to produce 1,500 gallons of Chinese liquors, with duty potential amounting to HK\$15,600. In a bid to wipe off illicit distilleries, the Preventive Service set up a hotline and a postbox for the public to report illicit distillation activities.⁶

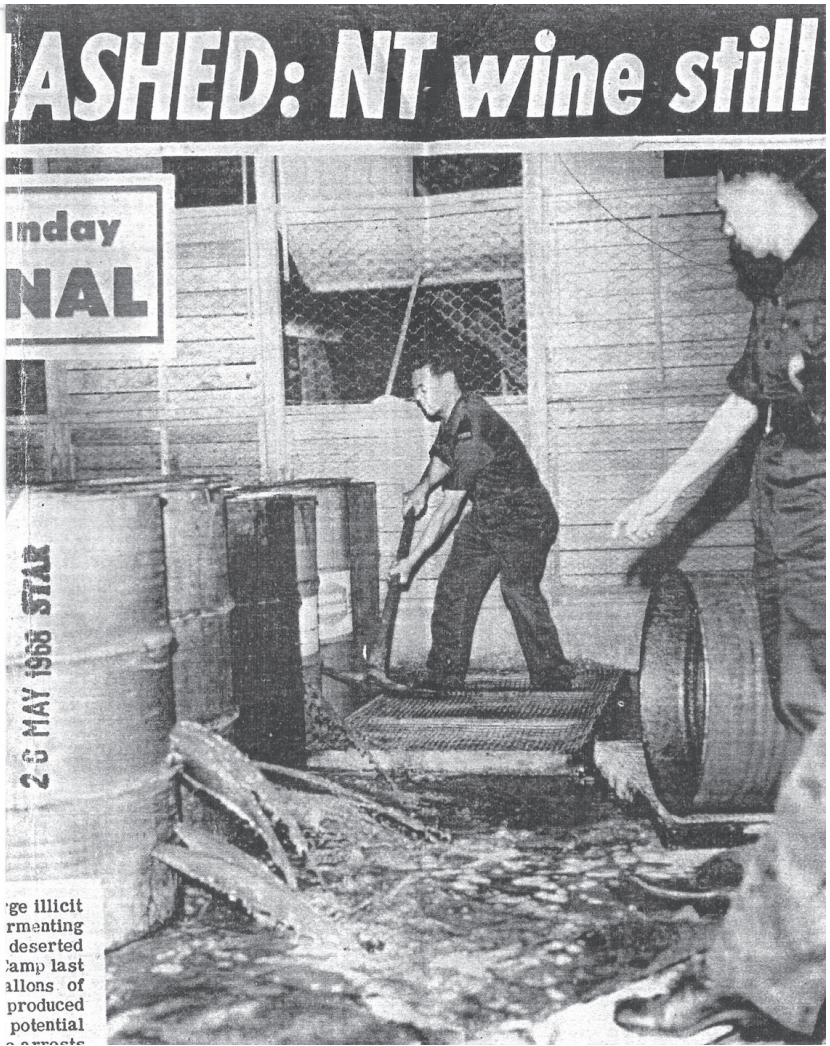
After the incorporation of methyl alcohol in the Dutiable Commodities Ordinance, Hong Kong had enjoyed a long lapse of time free from casualty in the public for methyl alcohol poisoning after consuming liquors. Seeing that methyl alcohol was a major ingredient in producing ink, the Legislative Council revoked the duties on methyl alcohol on 1 March 1972. Following successful clampdowns by the Preventive Service in 1973, and due to the rising living standards, the Hong Kong people resorted to liquors of higher quality. Illicit distillation by native means gradually faded out. However, the revocation of duties on methyl alcohol encouraged the re-employment of methyl alcohol for industrial use to make liquors for profit. Methyl alcohol was first distilled into alcohol with an alcoholic strength of 90% and then diluted to 30%. This was an easier method for attaining the required alcoholic strength compared to fermentation using mash. In early October 1975, six more citizens died after consuming liquors made of methyl alcohol with some others hospitalized. The calamity prompted the Preventive Service to set up an illicit liquor report centre on the 10th floor of the Rumsey Street Multi-storey Car Park Building on 12 October. On its first day of operation, the Centre received 41 reports on illicit distillation using methyl alcohol. Acting on intelligence provided by the public, the Preventive Service conducted a fortnight of intensive investigation and seized 2,500 gallons of liquors for analysis. Nine shops were also found selling liquors containing methyl alcohol. Totally 44 persons were prosecuted. In view of the incidents of methyl alcohol poisoning 16 citizens to death in October, the Preventive Service suggested to the Government re-implementing the control over methyl alcohol. In May 1976, the Legislative Council passed the 1976 Dutiable Commodities (Amendment) Bill, putting methyl alcohol back to the list of dutiable

10 月份的甲醇毒酒事件，共造成 16 名市民死亡，緝私隊因而向政府建議，重新加強對甲醇的管制。1976 年 5 月，立法會通過《應課稅品（修訂）草案》（Dutiable Commodities (Amendment) Bill），重新把甲醇列入徵稅範圍，規定每加侖甲醇徵稅 9 元 9 角，並且將非法使用甲醇製酒的刑罰，由監禁一年的刑期增加至兩年，以此打擊不法分子利用甲醇非法釀酒。另外，為免不法之徒有機可乘，亦規定工業用的甲醇須加入色素以供識別，避免以甲醇釀製的酒精飲品流入市面。⁷



【圖十一】
緝私隊人員將非法釀製的酒精倒入河流銷毀

[Picture 11]
Drums of adulterated liquors being drained into a river by a Preventive Service officer



【圖十二】
緝私隊人員銷毀在新界一雞場內搜獲的非法釀酒桶

[Picture 12]
Officers of the Preventive Service destroy drums used for illicit liquor distillation at a chicken farm in the New Territories

【圖十三】
六十年代位於觀塘政府合署的緝私隊博物館展出的非法釀酒工具

[Picture 13]
Instruments for illicit distillation displayed at the Preventive Service Museum at Kwun Tong Government Offices Building in the 1960s



【圖十四】
七十年代緝私隊人員在林士街多層停車場大廈外集合

[Picture 14]
Preventive Service officers on parade outside Rumsey Street Multi-storey Car Park Building in the 1970s



保障知識產權

自七十年代開始，香港青少年受外國流行音樂潮流文化影響，加上市民生活水平的提高，對音樂唱片和錄音帶的需求非常殷切，故不法之徒大量盜製音樂唱片和錄音帶。據當時唱片業界估計，每出售一盒正版錄音帶，便有 90 盒盜版錄音帶流入市場。在 1972 年以前，香港一直以英國的《1911 年版權法令》（Copyright Act, 1911）為執行版權法的依據。由於《1911 年版權法令》主要針對書籍的盜版行為，對於第二次大戰後逐漸興起的影像和音樂產品的侵權情況沒有相關的法律條文作規管。因此，香港政府在 1972 年 12 月把英國的《1956 年版權法令》（Copyright Act, 1956）及其修訂條文引用於香港，正式將影像和音樂產品納入版權法的保障範圍內，侵權者除可被刑事起訴外，被侵權的版權持有人亦可從民事途徑獲得賠償。1973 年 3 月，《版權條例》（Copyright Ordinance）實施，每件盜版商品的罰款由 500 元大幅提升至 1,000 元，最高的監禁刑期亦增至 12 個月。1974 年，緝私隊更取代皇家香港警察，成為對刑事侵權活動的執法機構。緝私隊特別成立版權保護組（Copyright Protection Unit）執行有關工作，成員包括一名高級督察及六名督察，專責處理侵權案件。⁸

Section 3

PROTECTING INTELLECTUAL PROPERTY RIGHT

Starting from the 1970s, there were surging demands for music disc and tape, resulting not only from the impacts of the foreign popular music culture on the youths in Hong Kong, but also from the rising living standards. This had paved ways for large-scale piracy activities to take place. As estimated by the phonographic industry at that time, for each genuine music cassette tape sold, 90 pirates would be brought into the market. Before 1972, Hong Kong had used to base its copyright enforcement on the Copyright Act 1911, being in force in Britain. However, since the Copyright Act 1911 addressed mainly piracy of literary works, there was no related legal provision for regulation over piracy of visual and music works, which sprang up in Hong Kong only after the Second World War. Therefore, in December 1972 the Hong Kong Government extended Britain's Copyright Act 1956 and its amendments to Hong Kong, incorporating visual and musical works in the purview of protection under the copyright law. The extension stipulated criminal liability for copyright infringement, and provided copyright owners with remedy in the form of civil damages. In March 1973, the Copyright Ordinance took effect, lifting the fine of each infringing copy drastically from HK\$500 to HK\$1,000 and the maximum imprisonment to 12 months. In 1974, the Preventive Service even took over from the Royal Hong Kong Police Force as the law enforcement agent against criminal copyright infringement activities. The Preventive Service specifically set up the Copyright Protection Unit comprising one Senior Inspector and six Inspectors to specialize in investigating copyright infringement cases.⁸

1974 年至 1977 年期間，版權保護組在打擊侵權活動上取得顯著成效，四年間共搗破了 41 個盜版錄音盒帶製造工場，起訴超過 300 人。儘管如此，盜版活動仍然難以杜絕。根據版權保護組的檔案資料，當時香港約有 150 個售賣盜版錄音帶的街頭商販，市面上約有 10 萬盒盜版錄音帶可供銷售，並約有 20 個非法盜版錄音帶製造工場，為不法分子帶來可觀收入。由於有關街頭售賣盜版錄音帶的投訴日增，政府遂增加緝私隊人手以打擊有關罪行。1978 年，版權保護組升格為版權保護課 (Copyright Protection Sub-Division)，增加了一名助理監督及 41 名關員職位 (1977 年香港緝私隊改稱香港海關)，同時亦重整了執法策略。1978 年 3 月，版權保護課舉行記者會，向公眾和商販表示打擊盜版盒帶的決心，並向商販組織發出警告信，表明會對不法商販進行一連串掃蕩行動，令不少商販不敢繼續售賣盜版盒帶；而對於一些冥頑不靈的商販，版權保護課進行一項名為「先令市場」(Shilling Bazaar) 的打擊行動，透過不斷地掃蕩，街頭不法商販的活動範圍日益減少。經過香港海關的努力，音樂錄音帶的盜版情況終於得到改善。1979 年 10 月，國際唱片業協會 (International Federation of the Phonographic Industry, 簡稱 IFPI) 贈予香港海關一張面值 4,000 港元的支票，以表揚香港海關多年來打擊音樂盜版活動的成就。根據 1983 年初香港海關調查局 (Customs Investigation Bureau) 的一份報告指出，當時市場上高達 99% 的音樂產品都屬正版貨品，可見香港海關的執法工作已有效保障版權持有人的合法權益，促進香港創意工業的發展。⁹



【圖十五】
1975 年 5 月 18 日，緝私隊人員在一店鋪搜獲大量盜版錄音帶

[Picture 15]
Preventive Service officers raided a shop with large quantity of pirated cassette tapes on 18 May 1975



【圖十六】
八十年代初海關人員處理檢獲的侵權錄影帶

[Picture 16]
Preventive Service officers handled the seized pirated video cassette tapes in the early 1980s

From 1974 to 1977, the Copyright Protection Unit achieved remarkable success in cracking down on copyright infringement activities, smashing 41 pirated cassette tape manufacturers and prosecuting over 300 people in four years. Nevertheless, a complete eradication on copyright infringement seemed still arduous. According to the archive of the Copyright Protection Unit, there were approximately 150 hawkers selling pirated cassette tapes in the street, about 100,000 pirated cassette tapes in the market for sale, and about 20 factories of pirated cassette tapes at the time, feeding the illegal syndicates with considerable profits. Due to the increasing number of complaints about the hawking of pirated cassette tapes, the Government increased the manpower of the Preventive Service to tackle the problem. In 1978, the Copyright Protection Unit was accented to Copyright Protection Sub-Division, with the creation of one Assistant Superintendent post and 41 Customs Officers posts (the Hong Kong Preventive Service was renamed the Customs and Excise Department in 1977), and the re-formulation of law-enforcement strategies. The Copyright Protection Sub-Division announced its determination of combating pirated cassette tapes in a press conference held in March 1978. Letters were also delivered to retailers' associations forewarning them of enforcement operations against non-compliant retailers. The warning dissuaded many retailers from continuing the sale of pirated cassette tapes. To eliminate those impervious retailers, the Copyright Protection Sub-Division mounted the operation "Shilling Bazaar", making incessant raids which gradually dwindled the operating areas of the non-compliant retailers. Through the hard work of the Hong Kong Customs, the piracy situation of music cassette tapes had finally improved. In October 1979, the International Federation of the Phonographic Industry, or IFPI, presented to the Hong Kong Customs a cheque of HK\$4,000 as recognition of its years of achievements in combating music piracy. The law enforcement efforts of the Customs had not only effectively protected the legal rights of the copyright owners, but also fostered the development opportunities of the creative industries, as revealed in the report of the Customs Investigation Bureau in early 1983 that 99% of music products sold in the market were genuine.⁹

香港緝私隊專業化—— 訓練學校開幕

緝私隊要確保和加強隊員的執法能力，便須要擁有獨立的訓練學校，培訓有志成為緝私隊成員的學員，並為現職人員提供進一步的訓練課程，建立專業的執法團隊。1963 年以前，緝私隊在中環干諾道中的消防局大樓（Fire Brigade Building）頂層設置訓練學校。1963 年，緝私隊訓練學校遷往觀塘政府合署的四樓和五樓。當時，訓練學校可以在六個月內為 70 名學員提供入職訓練，相關訓練課程內容包括《緝私隊條例》及其他條例的應用、隊員職責、清關程序、分辨應課稅品和危險品、搜查船隻方法等。由於緝私隊負責煙草和酒精的稅收佔港府總收入達五分之一，對保障香港政府的稅收非常重要，因此為緝私隊人員提供全面的反走私訓練甚為重要。然而，不論是位於消防局大樓或觀塘政府合署的緝私隊訓練學校，都未能提供足夠的空間及設施讓緝私隊人員進行相關的訓練，當時一份研究緝私隊訓練的顧問報告亦指出，緝私隊有需要興建一所新的訓練學校，工商業管理處遂於 1969 年向立法局申請撥款興建全新的緝私隊訓練學校，以提供足夠的訓練設施及住宿空間，讓緝私隊人員接受較長時間的專業訓練，並學習最新的調查方法，協助保障政府稅收及打擊走私和毒品販賣活動。¹⁰

Section 4

PROFESSIONALIZATION OF PREVENTIVE SERVICE – INAUGURATION OF TRAINING SCHOOL

In order to ensure and strengthen the law enforcement capability of its staff, the Preventive Service must have an independent training school to provide training for individuals aspiring to join the Service and for serving officers to build a professional law enforcement workforce. Before 1963, the Preventive Service had set up a training school on the top floor of the Fire Brigade Building on Connaught Road in Central. In 1963, the Preventive Service Training School was moved to the 4th and 5th floors of the Kwun Tong Government Offices Building which had the capacity of providing induction training for 70 recruits in six months. The training curriculum included modules such as the applications of the Preventive Service Ordinance and other ordinances, duties and responsibilities, customs clearance procedures, identification of dutiable commodities and dangerous goods and ship rummaging techniques, etc. As the duties levied on tobacco and alcohol constituted one fifth of the Hong Kong Government's total revenue, the Preventive Service's role in safeguarding the Government's revenue was paramount, hence there was a significant need to provide the Preventive Service with comprehensive anti-smuggling training. However, neither the Fire Brigade Building nor the Kwun Tong Government Offices Building could provide sufficient room and facilities for the Preventive Service's training. The need for the Preventive Service to construct a new training school was registered in a report on the consultancy study of the training for Preventive Service at that time. Consequently, in 1969, the Commerce and Industry Department applied to the Legislative Council for funding to construct a brand-new training school for the Preventive Service, to provide sufficient training facilities and accommodation so as to facilitate extended professional training for officers and to impart the latest investigation techniques for protection of revenue and interdiction of smuggling and narcotic trafficking activities.¹⁰



【圖十七】
1964 年緝私隊副緝私督察畢業班合照

[Picture 17]
Group photo of the graduation class of Revenue Sub-inspectors in 1964



【圖十八】
1969 年緝私隊受訓學員學習搜查物件暗格的技巧

[Picture 18]
Preventive Service trainees in a lesson on false compartment search in 1969



【圖十九】
1969 年緝私隊受訓學員學習如何檢查旅客

[Picture 19]
Preventive Service trainees in a personal search lesson in 1969



【圖二十】
緝私隊人員於觀塘政府合署進行柔道訓練

[Picture 20]
Judo training for Preventive Service officers at Kwun Tong Government Offices Building

1971 年，工商業管理處正式在新界大欖涌選址，興建面積達 20 萬平方呎的香港緝私隊訓練學校 (Hong Kong Preventive Service Training School)。該訓練學校設有二萬平方呎的操場、教學大樓、行政大樓、宿舍、圖書館、博物館、多用途體育館、射擊場、游泳池、小型足球場和籃球場等。訓練學校耗資 780 萬港元興建，在 1974 年 6 月 13 日正式開幕，可同時為 113 名緝私隊人員提供訓練。1974 年 7 月 27 日，第 5 期及第 6 期緝私督察與第 62 期助理緝私員成為首批在新緝私隊訓練學校舉行結業會操的緝私隊人員。香港緝私隊在 1977 年正式改名為香港海關，而位於大欖涌的訓練學校不但繼續為香港海關訓練專業人員，亦為各國海關人員提供訓練課程，為世界海關事業作出貢獻，成為遠東地區最出色的海關訓練學校之一。¹¹



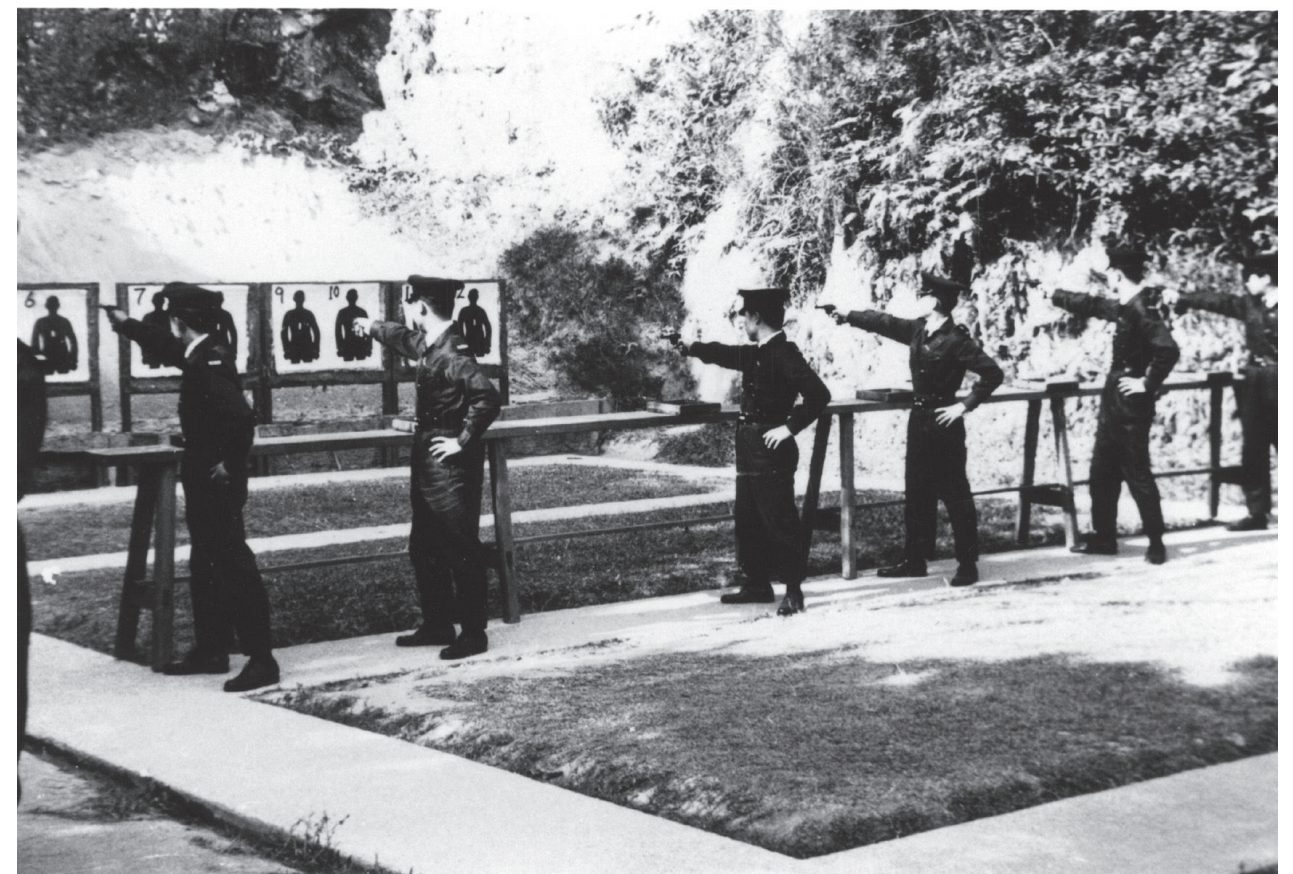
【圖二十一】
署理港督羅弼時主持香港緝私隊訓練學校開幕典禮

[Picture 21]
Acting Governor Sir Denys Emil Tudor Roberts officiates at the opening ceremony of the Hong Kong Preventive Service Training School



【圖二十二】
緝私隊人員於香港緝私隊訓練學校接受檢閱

[Picture 22]
Preventive Service officers participate in a review at the Hong Kong Preventive Service Training School



【圖二十三】
緝私隊人員在進行射擊訓練

[Picture 23]
Preventive Service officers on firing training

In 1971, the Commerce and Industry Department confirmed the site at Tai Lam Chung, in the New Territories for construction of the 200,000-square-foot Hong Kong Preventive Service Training School, which accommodated a 20,000-square-foot parade ground, an academic block, an administrative block, dormitories, a library, a museum, a multi-purpose gymnasium, a firing range, a swimming pool, a football pitch and a basketball court. Constructed at a cost of HK\$7.8 million, the Training School was inaugurated on 13 June 1974, with the capacity to provide training for 113 Preventive Service officers at a time. On 27 July 1974, Revenue Inspectors of the 5th and the 6th Induction Courses together with the Assistant Revenue Officers of the 62nd Induction Course became the first batch of recruits graduating in the first passing-out parade held at the new Preventive Service Training School. The Hong Kong Preventive Service was renamed the Hong Kong Customs and Excise Service in 1977. The training school in Tai Lam Chung continued providing training for development of not only the Hong Kong Customs professionals, but also Customs members worldwide, contributing to the world's customs businesses as one of the finest customs training institutions in the Far East.¹¹



【圖二十四】
1974 年落成的大欖涌緝私隊訓練學校
[Picture 24]
The Preventive Service Training School
in Tai Lam Chung, completed in 1974



【圖二十五】
香港緝私隊訓練學校徽章
[Picture 25]
The emblem of the Hong Kong
Preventive Service Training School



【圖二十六】
六十年代緝私隊人員上課的情景
[Picture 26]
Preventive Service officers in lecture
in the 1960s



【圖二十七】
五十至六十年代女緝私隊人員
[Picture 27]
Female Preventive Service officers in
the 1950s and 1960s



【圖二十八】
現時海關受訓學員上課情形
[Picture 28]
Customs trainees in a lecture
nowadays



【圖二十九】
海關受訓學員正接受上手銬訓練
[Picture 29]
Customs trainees in a self-defence
lesson

【圖三十】

大欖涌香港海關訓練學校近貌

[Picture 30]

Recent photo of the Customs
and Excise Training School in
Tai Lam Chung



貿易管制

工業視察組的成立

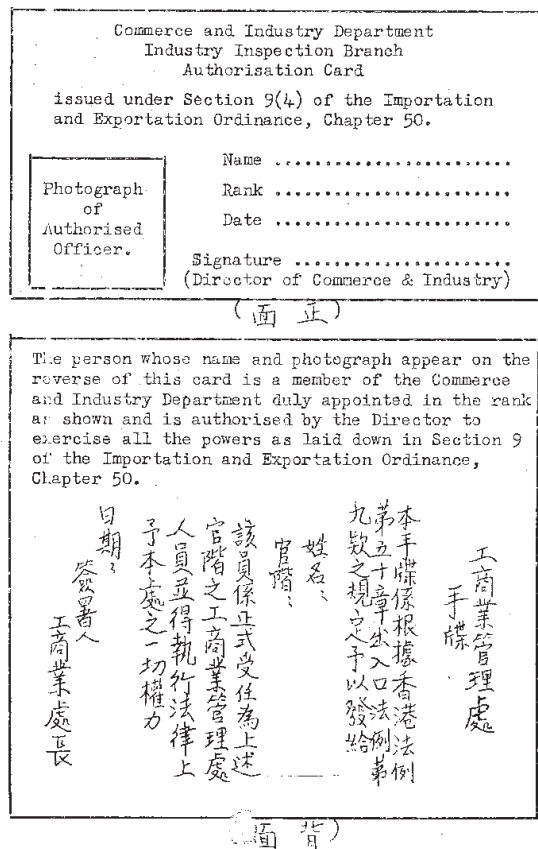
自 1932 年英帝國特惠關稅制度實施後，出入口管理處以及 1949 年後的工商業管理處主要負責登記特惠稅證及產地來源證，和巡查工廠等事宜。1962 年，《棉紡織品國際貿易長期協定》（Long-term Arrangement Regarding International Trade in Cotton Textile）正式生效後，香港紡織品出口開始受到外國的入口配額所限制，工商業管理處須確保紡織廠商符合配額制度的規定，從而使該處巡查工廠的次數大增。有見及此，工商業管理處在 1965 年成立工業視察組（Industry Inspection Branch），專門巡查所有在工商業管理處登記申請特惠稅證或產地來源證的工廠，以及執行關於紡織品配額限制事務的調查工作。作為今日香港海關貿易管制處（Trade Controls Branch）的前身，工業視察組在成立初期，由 46 名緝私隊人員暫任職員，並在九龍馬頭角道一號的香港屋宇建設委員會總辦事處六樓設立辦公室。該組人員屬於政府文職職系，在執行巡查任務時都穿着便服，持有工商業管理處處長根據《進出口條例》所簽發的工商業管理處手牒，作為該

Section 5

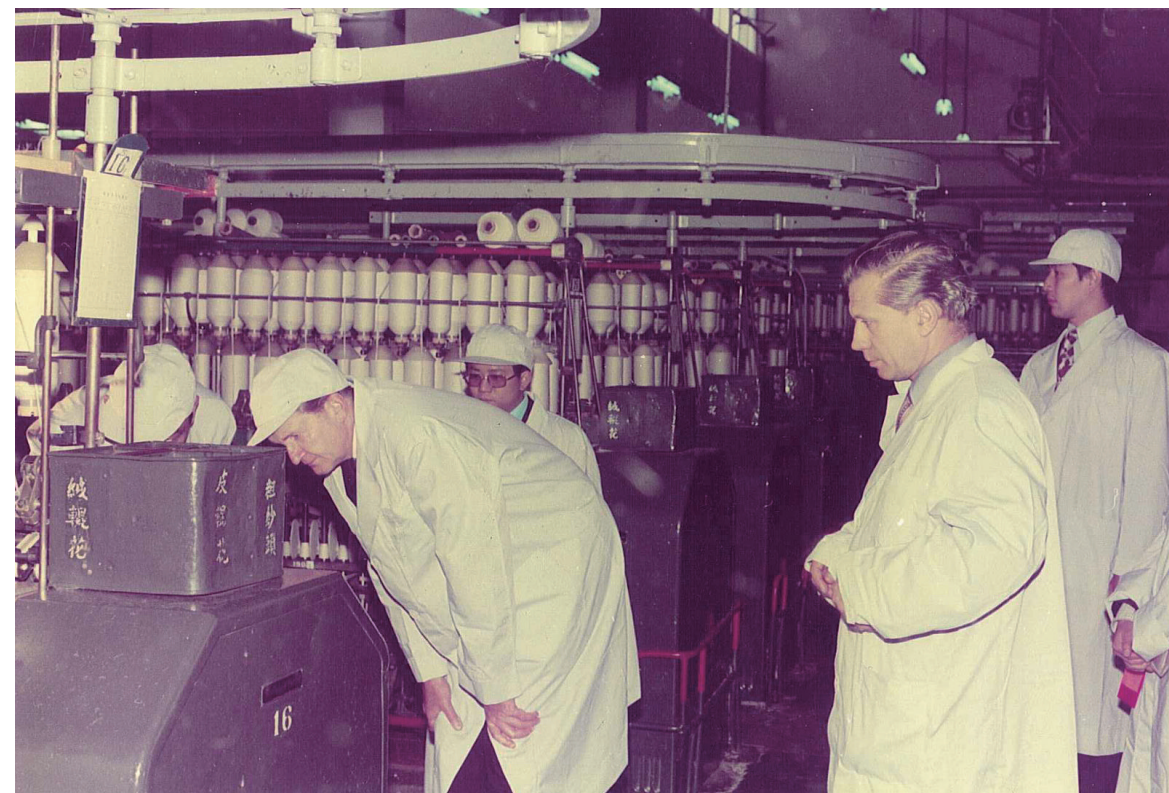
TRADE CONTROLS

Establishment of Industry Inspection Branch

Since the implementation of the British Empire Tariff Preference System in 1932, the Imports and Exports Department as well as the Commerce and Industry Department after 1949 were mainly responsible for registering Certificate of Preference and Certificate of Origin as well as conducting factory inspection. In 1962, after the Long-term Arrangement Regarding International Trade in Cotton Textiles had taken effect, the export of Hong Kong textile products was subject to the import quota systems of foreign countries, thus the Commerce and Industry Department had to substantially increase factory inspections to ensure textiles traders' compliance with the requirements of the various quota systems. In view of the increased workload, the Commerce and Industry Department set up the Industry Inspection Branch in 1965. This new Branch was specifically tasked to inspect factories having registered with the Commerce and Industry Department for applications for Certificate of Preference and Certificate of Origin and to investigate cases concerning the textile quota restrictions. As the forerunner of the Hong Kong Customs' Trade Controls Branch, the Industry Inspection Branch had only 46 Preventive Service officers temporarily deployed there for the job at the very beginning. Its office was set up on the 6th floor of the Hong Kong Housing Authority Headquarters at 1 Ma Tau Kok Road, Kowloon. The



【圖三十一】
工商業管理處手牒的格式
[Picture 31]
Format of the Commerce and Industry
Department's Authorization Card



【圖三十三】
1974 年港督麥理浩爵士由工
商署人員陪同，參觀荃灣一
間紡織廠
[Picture 33]
Hong Kong Governor Lord
MacLehose, accompanied by
staff of the Commerce and
Industry Department, visited
a textile factory in Tsuen
Wan in 1974

officers were in the Government's civilian grade, dressed in plain clothes while conducting inspection duties with Authorization Card issued by the Director of Commerce and Industry in accordance with the Import and Export Ordinance for identification purpose.¹²

Although fully manned by the Preventive Service officers, the Industry Inspection Branch had to train up its own professional staff specializing in factory inspection so that the Preventive Service officers could resume office in their original posts. In view of the significance of the Industry Inspection Branch to safeguarding Hong Kong's international reputation as a compliant party to trade agreements, the Branch recruited a group of Industrial Assistants (now Assistant Trade Officers) and set up classrooms on the 1st floor of the Hong Kong Housing Authority Headquarters to provide a three-month training for new recruits and serving officers to impart the knowledge and skills for factory inspection. Upon completion of the three-month training, these officers would undergo a nine-month in-service training, and then supervised training which lasted six to 12 months. Furthermore, concerned about the possibility of its staff being bribed by factory owners to tolerate irregularities found during factory inspection, the Industry Inspection Branch reinforced its anti-corruption training, highlighting its stance of zero tolerance for corrupt staff. This indicated the Industry Inspection Branch's determination of defending "professionalism" as its advocated core value.¹³

組人員在工廠巡查時的身份證明。¹²

雖然工業視察組暫時全由緝私隊人員擔任，但為了讓調入該組的緝私隊人員能重返原來崗位，工業視察組需要訓練專門負責巡查工廠的專業人員；鑑於工業視察組的工作對維護香港遵守貿易協議的國際聲譽非常重要，工業視察組遂聘請一批工業助理員（即現時助理貿易主任），並在香港屋宇建設委員會總辦事處一樓設立課室，為這些新入職的助理員和現職人員提供三個月的課程，讓他們熟習工廠巡查的方法。完成三個月課程後，他們更須要接受為期九個月的在職訓練（in-service training），以及半年至一年的指導訓練（supervised training）。另外，由於工業視察組擔心該組人員在巡查工廠期間被廠商賄賂，對工廠違規的情況視而不見，因此該組特別強調內部的反貪污訓練，對於涉嫌貪污的人員絕不姑息。由此可見，當時工業視察組以「專業」作為該組的核心價值，並無虛言。¹³



【圖三十二】
1968 年工業視察組人員巡查已登記
申請產地來源證的工廠
[Picture 32]
Staff of Industry Inspection Branch
inspects factory having registered its
application for Certificate of Origin in
1968

對重要物資的管制

五十年代香港的糧食和燃料供應較趨穩定，但到了六十年代，隨着越南戰爭的爆發，加上中國政治和經濟局勢的不穩定，香港的糧食尤其是食米的供應日趨緊張。因此，工商業管理處除了負責原有職責外，另設有四名儲備商品調查員（Reserved Commodities Inspector），負責食米、凍肉、煤炭、木柴、鹽牛肉等的管制工作，其中以食米的管制工作尤為重要。自1955年起，香港政府退出香港食米市場，不再壟斷食米的入口供應，改以配額制度，由獲得配額的入口米商負責入口食米，並將食米賣給本地批發商，再轉賣給零售商。到了六十年代至七十年代初，因應東南亞的戰爭局勢，不少入口米商囤積居奇，使市面食米供應減少，令米價大幅上升。有見及此，工商業管理處的儲備商品調查員負責檢查入口米商的數簿，確保他們在入口食米後的15天內，將該批食米賣給本地批發商。此外，調查員會巡查入口米商的倉庫，確保食米的質量，亦會調查食米在市面上的零售價，確保香港市民能購買平價食米。¹⁴

紡織品貿易管制

六十至七十年代，國際貿易保護主義日漸抬頭，香港紡織業受到美國等主要貿易伙伴的配額制度限制，無法以價格便宜的優勢，將大量香港製造的紡織品出口至外國。面對國際貿易壁壘，作為英國殖民地的香港，亦不能免於受外國配額的限制，當時工商業管理處須要配合外國配額制度的要求，使香港紡織品順利出口至世界各地，減少對紡織業界造成的衝擊和不便。

1962年，《棉紡織品國際貿易短期協定》（Short-term Arrangement Regarding International Trade in Cotton Textile）屆滿，被《棉紡織品國際貿易長期協定》取代。根據

Control of Essential Supplies

The supplies of foodstuffs and fuel in Hong Kong were quite stable in the 1950s. However, in the 1960s, due to the Vietnam War and the turbulent socio-economic situations in China, the supplies of foodstuffs in Hong Kong, especially rice, became increasingly tight. Consequently, in addition to its original duties, the Commerce and Industry Department created four Reserved Commodities Inspector posts to take charge of the control of reserved commodities including rice, frozen meat, coal, firewood and salted beef. The control of rice was particularly crucial. Since 1955 when the Hong Kong Government withdrew its control in the rice market and no longer monopolized rice import, a quota system had been established, allowing rice merchants with the quota to import rice for sale to local wholesalers then onward to retailers. During the 1960s to early 1970s, many rice importers took advantage of the war in Southeast Asia and hoarded rice imports, resulting in a decrease in rice supply hence a sharp increase in rice price. In view of this, the Reserved Commodities Inspectors of the Commerce and Industry Department were tasked to inspect the rice importers' ledgers to ensure they sold the rice to local wholesalers within 15 days upon import. Moreover, the Inspectors also inspected the rice importers' warehouses to ensure the rice quality and checked the retail prices of rice to ensure the supply of rice at normal prices.¹⁴

Trade Controls on Textile Products

The 1960s to the 1970s saw the emergence of international protectionism. Restricted by the quota systems of its trade partners, like the United States, the Hong Kong textile industry was unable to leverage on the low-price advantage for mass export of Hong Kong-made textiles. In the face of these trade barriers, Hong Kong being a British colony could not avoid the quota restrictions imposed by various foreign countries. Consequently, the Commerce and Industry Department at the time had to facilitate export of Hong Kong's textile products to places around the world in line with the requirements of the quota systems so as to minimize the impact and inconvenience that the trade restrictions would cause to the local textile industry.

In 1962, the Short-term Arrangement Regarding International Trade in Cotton Textiles expired and was then replaced by the Long-term Arrangement Regarding International Trade in Cotton Textiles. The 3rd article of this new agreement stipulated that the government of the importing countries could implement quota

《長期協定》第三條規定，如果入口國家認為紡織品的入口嚴重影響本地產品的競爭力，政府可以對紡織品的入口實行配額限制。以美國為首的主要紡織品入口國，在《長期協定》生效後不久，便引用第三條條款對香港紡織品實行配額限制。到1966年，包括美國、英國在內的九個入口國，分別與香港簽定雙邊協議，對香港紡織品設置配額限制。由於成衣業技術的進步，七十年代不少成衣都以人造纖維製造，由於人造纖維並不受《棉紡織品國際貿易長期協定》的配額制度所限制，所以當《長期協定》在1973年屆滿後，便由更全面的《多種纖維協定》（Multi-fiber Arrangement Regarding International Trade in Textiles）所取代。除《長期協定》管制的棉紡織品外，《多種纖維協定》對羊毛、人造纖維等原料製成的成衣亦施以配額限制。《多種纖維協定》雖然與關稅暨貿易總協定的促進自由貿易的主旨不符，但各國為了保障國內工人的就業，仍然對包括香港在內的紡織品出口地區實行配額限制。¹⁵

為符合《棉紡織品國際貿易長期協定》和《多種纖維協定》中關於紡織品的配額限制，工商署（1973年7月1日「工商業管理處」中文名稱改為「工商署」）須要對香港紡織商實行全面的紡織品出口管理制度。根據《進出口條例》，所有香港紡織品的出口都須要領有工商署簽發的出口許可證（Export Licence）。紡織品的出口許可證分兩種，香港廠商將受配額限制的產品出口至相關國家，須要申請藍色的配額出口許可證；而出口無配額限制的產品，則只須申請白色的非配額出口許可證。工商署簽發配額出口許可證的準則，除了視乎入口國對香港批出的配額數目外，還按個別廠商過去12個月的紡織品出口數量的多少，來決定不同廠商所獲的出口配額數目，以確保有限的入口配額得到善用。另外，由工商署署長擔任主席的「棉業諮詢委員會」（Cotton Advisory Board）還嘗試向紡織業界推廣「香港高增值計劃」（High Hong Kong Cost Content Scheme），鼓勵廠商設計價格較高的紡織產品，彌補因實施配額制度而損失的銷售金額。同時，為了令配額得到充分的利

controls on textile products if they regarded that the imports would seriously affect the competitiveness of local products. Major importing countries of textile products, led by the United States, adopted the 3rd article soon after its implementation and imposed quota controls on Hong Kong-made textile products. In 1966, nine importing countries including the United States and Britain signed bilateral agreements with Hong Kong, imposing quota restrictions on Hong Kong-made textile products. Because of technological advancements in the garment industry, many garments in the 1970s were made of synthetic fibre, which fell out of the quota restriction under the Long-term Arrangement Regarding International Trade in Cotton Textiles. The more comprehensive Multi-fiber Arrangement Regarding International Trade in Textiles then replaced the Long-term Arrangement Regarding International Trade in Cotton Textiles when the latter expired in 1973. In addition to the cotton textile products covered by in the Long-term Arrangement Regarding International Trade in Cotton Textiles, the Multi-fiber Arrangement Regarding International Trade in Textiles imposed quota restrictions on garments made of raw materials including wool and synthetic fibres as well. Though the quota restrictions imposed by the Multi-fiber Arrangement Regarding International Trade were inconsistent with the purpose of the General Agreement on Tariffs and Trade (GATT) to enhance free trade, the various foreign countries still imposed quota restrictions on exporting regions of textile products in order to secure employment of domestic workers.¹⁵

To comply with the quota restrictions on textile products imposed by the Long-term Arrangement Regarding International Trade in Cotton Textiles and the Multi-fiber Arrangement Regarding International Trade in Textiles, the Commerce and Industry Department (On 1 July 1973, the Commerce and Industry Department was renamed in Chinese from “工商業管理處” into “工商署”) introduced a comprehensive control system for the export of textile products by local textiles traders. According to the Import and Export Ordinance, Hong Kong textile exports had to be covered by Export Licences issued by the Commerce and Industry Department. There were two types of Export Licences: the blue Quota Export Licences were for exports under quota restrictions whereas the white Non-Quota Export Licences for export without quota restrictions. The Commerce and Industry Department issued Export Licences on certain criteria. Apart from considering the quotas allotted to Hong Kong by the importing countries, the Commerce and Industry Department would take into account also the traders' textile export volume in the past 12 months as the basis for distributing quotas among traders, so as to optimize the quotas allotted. Moreover, the Cotton Advisory Board, chaired by the Director of Commerce and Industry, had attempted to promote to the textile industry the “High Hong Kong Cost Content Scheme”

用，若廠商有剩餘的配額，可以轉交給其他需要額外配額的廠商。不過若廠商連續兩年將其 50% 的配額轉交其他廠商，該廠商第三年的配額將會被削減。而工商署轄下的緝私隊會檢查出口紡織品是否備有有效的配額出口許可證，查核出口紡織品的種類和數目與許可證的資料是否相符。¹⁶

甘迺迪 (John Kennedy) 出任美國總統後，美國規定紡織品的入口數量，不能超過全國消費量的 4.5%。由於歐洲和加拿大自第二次世界大戰後與美國有非常緊密的政治、軍事和經濟關係，美國不願意禁止這些國家的紡織品入口，唯有以談判手段迫使包括香港在內的亞洲地區減少對美國出口紡織品。因此，香港即使履行《棉紡織品國際貿易長期協定》中有關棉紡織品的配額規定，美國仍不斷加強貿易保護主義政策，使受配額限制的香港紡織品種類不斷增加。當尼克遜 (Richard Nixon) 在 1969 年成為新一任美國總統後，新任美國商務部長史坦斯 (Maurice Stans) 便帶領為數 25 人的代表團，在同年 5 月抵達香港，商討加強對香港人造纖維和羊毛紡織品的入口限制。儘管談判沒有結果，美國政府其後透過駐香港總領事與香港代表商討限制香港紡織品的出口事宜。1971 年 10 月，由於尼克遜急於在傳媒面前宣布加強美國對日本、南韓、台灣及香港人造纖維和羊毛紡織品的入口限制，加上日本和南韓已答應美國的要求，香港遂於《多種纖維協定》實行前，被迫提早接受美國對人造纖維和羊毛紡織品的入口配額限制。¹⁷

英國作為當時香港的宗主國，為了保護英國本土日漸發展的人造纖維工業，加上英國已定於 1972 年底加入歐洲經濟共同體 (European Economic Community)，英國已無法再以英聯邦特惠稅證為非歐洲經濟共同體成員的香港產品提供入口關稅優惠。因此，英國在 1971 年 6 月派代表到香港，要求香港採取明確措施限制紡織品和人造纖維產品的出口。雖然根據關稅暨貿易總協定，紡織品監督機構 (Textile Surveillance Body) 可以就國際紡織品的貿易問題進行討論，

which encouraged the design of higher-end textile products, in a bid to compensate for the lost sales values with the implementation of the quota systems. Meanwhile, to make sure the quotas were fully utilized, traders were allowed to transfer surplus quotas among themselves. However, traders who had transferred 50% quotas to others for two consecutive years would have their own quotas slashed on the third year. The Preventive Service under the Commerce and Industry Department had the task to inspect whether the textile products under export were covered by valid Export Licences, and to tally the types and quantities of the textile products for export against the licences.¹⁶

Since John Kennedy became American President, the United States had stipulated that the amount of imported textile products should not exceed 4.5% of the national consumption. As Europe and Canada had established very close political, military and economic relationships with the United States ever since the Second World War, the United States was reluctant to ban imports from these countries and had to resort to forcing some Asian countries, including Hong Kong, through negotiation to reduce their textiles exports to the United States. As a result, despite Hong Kong had already fulfilled the quota restrictions on cotton textile products in the Long-term Arrangement Regarding International Trade in Cotton Textiles, the United States still stepped up its policy of trade protectionism and expanded the coverage of quota restrictions to many different types of textile products. After Richard Nixon became American President in 1969, the newly appointed the United States' Secretary of Commerce, Maurice Stans led a 25-member-delegate to visit Hong Kong in May the same year to negotiate on augmenting import controls on synthetic fibre and wool textile products. Although the negotiations had come to no avail, the American Government later arranged its Consul-General in Hong Kong to follow up the discussion with the Hong Kong representative. In October 1971, Nixon in a haste announced to the media that the United States had enhanced import restrictions on textile products made of synthetic fibre and wool from Japan, South Korea, Taiwan and Hong Kong. Since Japan and South Korea had already conceded to the enhanced restrictions, Hong Kong was forced to accept prematurely the import quota restrictions on synthetic fibre and wool textile products before the implementation of the Multi-fiber Arrangement Regarding International Trade in Textiles.¹⁷

As though being the sovereign country of Hong Kong at the time, Britain also had to protect the thriving synthetic fibre industry in the homeland, and coupled with her participation in the European Economic Community in 1972, Britain could no longer provide import tariff preference under the British Commonwealth Certificate of Preference to Hong Kong, which was not a member of the European Economic Community. For this reason, as early as June 1971, Britain dispatched representatives to Hong Kong to demand the adoption

但美國和英國為了保護本身的利益，繞過當時的紡織品監督機構直接向香港施壓，對佔香港出口額達 50% 的紡織品實行入口限制。雖然如此，工商署仍然致力確保紡織商符合配額制度的規定，方便他們將產品出口至實施配額制度的國家，使香港紡織業得以持續發展。雖然《多種纖維協定》在 1974 年生效後，使香港所有種類的纖維紡織品和成衣都受配額制度的限制，但香港廠商由以往生產價廉製品，轉而製造高品質和款式新穎的高檔產品，成功地轉危為機。因此，香港紡織業在配額制度的限制下，出口仍能維持增長，由 1970 年的 12.77 億港元，上升至 1980 年的 45.35 億港元。¹⁸

EXPORT LICENCE (TEXTILES) FORM 4

ORIGINAL

Appendix 1(a)

Exporter (Name & Address)		Date of Receipt and Receipt No.		HONG KONG GOVERNMENT Import and Export Ordinance (Cap. 60) Import and Export (General) Regulations	
Tel. No.		Date of Issue and Licence No.			
Textile Controls Registration No. (where applicable)		Issue of this licence is approved.			
Consignee		for Director of Trade			
		MANUFACTURER'S DECLARATION			
		I, _____ principal official of _____ (Name and Address of Manufacturer's Co.)		Stamps	
		hereby declare that I am the manufacturer of the goods in respect of which this application is made and that the goods are of Hong Kong origin in accordance with condition (2) overleaf.			
Departure Date		Country of Final Destination		Textile Controls Registration No. (Where applicable)	
Vessel/Flight No.		C.O./Form A No./Country of Manufacture (if not of Hong Kong Origin)		Tel. No. _____ Date _____ Signature and Chop _____	
FOR CONDITIONS OF ISSUE PLEASE SEE OVERLEAF					
Mark(s) and Number(s)		No. of packages	Full Description of Goods (State Country of Origin of raw materials)	No. of Units	Value (a.b. HK\$)
					c.i.f. value in currency of payment
SPECIMEN					
Item No.	Commodity Item Code No.	EXPORTER'S DECLARATION			Total Amount
		I, _____, principal official of _____ (Name and Address of Exporter's Co.)			
		hereby declare that I am the exporter of the _____ packages of goods in respect of which this application is made and that the particulars given herein are true.			
		Date _____			Signature and Chop _____

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【圖三十四】
紡織品出口許可證申請表
[Picture 34]
Export Licence (Textiles) Application
Form

of unequivocal measures to limit the export of textile and synthetic fibre products. Although there was a stipulation under GATT that the Textile Surveillance Body would review any international trade problems relating to textile products, the United States and Britain, in order to safeguard their own interests, had circumvented the Textile Surveillance Body to exert pressure on Hong Kong by imposing import restrictions on textile products, which accounted for as much as 50% of Hong Kong's total export value. Despite all this, the Commerce and Industry Department strove to ensure that textiles traders could comply with the stipulations in the quota systems and to facilitate their export to those countries with restrictions imposed on other countries, with a view to sustaining the continued development of Hong Kong's textile industry. Since the Multi-fiber Arrangement Regarding International Trade in Textiles took effect in 1974, the export of all types of fibre textile products and garments from Hong Kong were restricted by quota systems. Nevertheless, with traders shifted from manufacturing low-end products to upscale products of high quality and novel design, Hong Kong traders had successfully turned crisis into opportunity. Consequently, despite the restrictions of quota systems imposed on Hong Kong's textile industry, its export value continued to grow from HK\$1,277 million in 1970 to HK\$4,535 million in 1980.¹⁸

【圖三十五】
紡織品配額登記卡
[Picture 35]
Textile Controls Registration Card

TEXTILE CONTROLS REGISTRATION CARD

Company Name 公司名稱	English 英文	Quota Holder/Textile Controls Registration No. 配額持有人/紡織品管制登記號碼
	Chinese 中文	
Correspondence Address 通訊地址		Business Registration No. 商業登記證號碼
Office Address 辦公地址		Tel: 電話
Factory Address 工廠地址		Tel: 電話
Specimen Company Chops, Amendment Chops and Seals 公司印章、修改印及圖章式樣		

注釋 Notes

1. “Police Force Regulation”, 1 May 1844, in The Ordinances of Hong Kong, p. 45-50; “Dutiable Commodities Ordinance, 1963”, 5 September 1963, in The Ordinances of Hong Kong, p. A120-A159; “Preventive Service Bill, 1963”, Hong Kong Hansard, 8 May 1963, p. 187-188; “Preventive Service Ordinance, 1963”, 5 September 1963, in The Ordinances of Hong Kong, p. 107-A119.
2. “Provisions for Forfeiture in the Prevention of Corruption Ordinance, Chapter 215”, 3 March 1964, PRO 746/1/5. 米靈頓中文名字為筆者自譯。
3. “Exportation of Silver (Prohibition) Order,” 7 June 1935, in The Ordinances of Hong Kong, p. 291; “Importation of Gold (Prohibition) Order”, 16 May 1947, in The Ordinances of Hong Kong, p. 289; “Exportation of Gold (Prohibition) Order”, 16 May 1947, in The Ordinances of Hong Kong, p. 292; “Swiss on Gold Import Charge”, China Mail, 9 August 1968, PRO 70/3/420; “Big Haul of Silver and Currency Made on Board Freighter”, South China Morning Post, 30 September 1968, PRO 70/3/420; 《有利德輪啟碇赴日前·搜出金條達四千兩·價值逾一百二十萬》·1968年12月19日·PRO 70/3/420。
4. “Dutiable Commodities Ordinance, Chapter 109”, Hong Kong Hansard, 20 March 1957, p. 97-98; 《大公報》·1957年3月21日。
5. “Warning On Bad Liquor”, China Mail, 3 January 1968, PRO 70/3/420; “Beware of Bad Liquor”, Hong Kong Standard, 4 January 1968, PRO 70/3/420; “Government Loses \$16m Annually on Fake Liquor”, South China Morning Post, 25 January 1968, PRO 70/3/420; “Smashed: NT Wine Still”, The Star, 20 May 1968, PRO 70/3/420; “Illegal Still Smashed”, The Star, 25 May 1968, PRO 70/3/420; C. Y. Ko, interview by P. S. Lee, 15 January 1969, PRO 70/3/420.
6. South China Morning Post, 11 January 1969; China Mail, 3 April 1969; China Mail, 23 July 1970; The Star, 13 August 1970; South China Morning Post, 27 April 1972.
7. Hong Kong Hansard, 1 March 1972, p. 437-438; Hong Kong Standard, 18 June 1973, PRO 70/7/575/1; South China Morning Post, 8 October 1975, PRO 70/7/576/1; 《私釀土酒滲雜甲醇·六人飲後中毒身亡》·1975年10月8日·PRO 70/7/576/1; 《緝私處嚴查有毒私酒·設舉報中心》·1975年10月12日·PRO 70/7/576/1; 《工商日報》·1975年10月13日·Hong Kong Standard, 21 October 1975, PRO 70/7/576/1; Hong Kong Standard, 28 October 1975, PRO 70/7/576/1; 《「假酒驚魂」告一段落》·1975年10月25日·PRO 70/7/576/1; Hong Kong Hansard, 26 May 1976, p. 918-919; 《大公報》·1976年5月25日。一般酒類飲品所使用的酒精是乙醇·而甲醇是不能飲用的。飲用以甲醇所製的酒精會嚴重危害飲用者的健康·甚至會導致飲用者失明·所以這些假酒又稱為「盲仔水」。The alcohol used in alcoholic beverages is ethyl alcohol. Since methyl alcohol is not edible, consumption of liquors made of methyl alcohol is hazardous to health and might even lead to blindness, that is why the adulterated liquors containing methyl alcohol were also called the “blind man's liquids”.
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9. Customs Investigation Bureau, “Copyright Piracy in Hong Kong”, April 1983, p. 2-5; “Work of Copyright Protection Unit Recognized”, 23 October 1979, PRO545/1/220. Shilling Bazaar 中文譯名筆者自譯。
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11. “Training School for Preventive Service Ready by 1972”, 24 June 1969, PRO 70/3/418; “Sleuths to get new NT School”, China Mail, 9 August 1971, PRO 70/3/418; “School for Officers of Preventive Service”, South China Morning Post, 14 June 1974, PRO 70/3/418; “Address by His Excellency the Acting Governor, Mr. Denys Roberts on the Occasion of the Opening of the Preventive Service Training School”, 13 June 1974, PRO 70/3/418; 〈香港緝私隊總監佐敦致詞〉·1974年7月27日·PRO 70/7/515/2。
 12. H.D. Miller, “Industry Inspection Branch”, PRO 270/5/204.
 13. H.D. Miller, “Industry Inspection Branch”, PRO 270/5/204; “Industry Inspection Branch Organization and Staffing”, PRO 270/5/24, p. 2-3, 5-7. In-service training 及 supervised training 的中文譯名筆者自譯。
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 16. The Textiles Export Control System 1984, p. 1-15, 29; Eric Peter Ho, Times of Change: A Memoir of Hong Kong's Governance, 1950-1991 (Leiden: Koninklijke Brill NV, 2005), p. 22, 49.
 17. “Arrangement Regarding International Trade in Cotton Textiles Bilateral Agreement between the United States and Hong Kong”, 3 February 1971, PRO 163/9/364; “Hong Kong Battle against Discrimination in the Trade World”, South China Morning Post, 26 April 1975, PRO 70/7/514/1; Eric Peter Ho, Times of Change: A Memoir of Hong Kong's Governance, 1950-1991, p. 60-68.