

**Independent Committee in relation to the
Fire at Wang Fuk Court in Tai Po**

**WITNESS STATEMENT OF
LAM KAI-CHOR**

I, LAM Kai-chor, Superintendent, Hong Kong Police Force, of 22/F, Police Headquarters, 1 Arsenal Street, Wan Chai, Hong Kong, do say as follows:-

1. I am the Superintendent of C Division, Organized Crime and Triad Bureau (“**OCTB**”), the Hong Kong Police Force (“**Force**”) of the Government of the Hong Kong Special Administrative Region. I have joined the Force for 28 years since about 1997 and was promoted to the present rank on 11 June 2018. My main responsibilities include investigation of serious major crimes and triad related cases of importance. Apart from case investigations, [REDACTED] [REDACTED] [REDACTED] and the RenoSafe Scheme (“**RenoSafe**”) are also subjects under my purview.
2. I make this Witness Statement pursuant to the request of the Independent Committee (“**Committee**”) in relation to the fire at Wang Fuk Court in Tai Po as set out in a letter from Messrs. Lo & Lo, Solicitors for the Committee, to the Department of Justice dated 23 January 2026 (“**23 January Letter**”) in which specific questions were raised in paragraphs 1 to 5 (“**Questions**”). Save where otherwise appears, the facts deposed hereto are within my personal knowledge or are derived from office files and records and sources to which I have access and which are true to the best of my knowledge, information and belief.
3. In this Witness Statement, I shall address Questions 4.1, 4.2, 5.1 and 5.2 of the 23 January Letter.

4. This Witness Statement is divided into the following parts:-
- (1) Part A describes the background, operation and effectiveness of RenoSafe, in answer to Question 4.1;
 - (2) Part B describes the Force's opinions on organized crime and/or triad involvement in building maintenance works, in answer to Question 4.2;
 - (3) Part C sets out potential areas for improvements that may be made to RenoSafe, in answer to Question 5.1; and
 - (4) Part D describes the Force's opinions on the effectiveness of the existing legal framework regulating anti-competitive conducts, and recommendations for bespoke criminal legislation enforced by designated agency to tackle bid-rigging and associated crimes in building maintenance works, in answer to Question 5.2.

Part A – Background, Operation and Effectiveness of RenoSafe

5. In 2013, in view of the potential infiltration by criminals, including triads, in building maintenance works, an inter-departmental working group ("**Working Group**") initiated and chaired by the Chief Superintendent of the OCTB was established to implement and manage publicity and education campaigns, crime prevention strategies, intelligence gathering and sharing. On 4 September 2013, the Working Group launched RenoSafe, its flagship publicity and education campaign, with a view to combating crimes associated with building maintenance works through raising public awareness of the crimes associated, *modus operandi* employed by criminals and ways of reporting or seeking advice.
6. Over the years, standing members ("**RenoSafe members**") of the Working Group grew and currently comprise the Force, the Buildings Department ("**BD**"), the Competition Commission ("**CompComm**"), the Electrical and Mechanical Services Department ("**EMSD**"), the Fire Services Department ("**FSD**"), the Home Affairs Department ("**HAD**"), the Independent Commission Against Corruption ("**ICAC**"), the Property Management Services Authority ("**PMSA**"), and the Urban

Renewal Authority (“URA”).

7. RenoSafe members would undertake matters under their respective purviews, including but not limited to the BD and the FSD providing an overview of statutory building inspection and repair orders issued; the URA and the EMSD providing information on government subsidized building maintenance works; the CompComm, the ICAC and the Force enforcing building maintenance related civil and criminal violations; the HAD facilitating connections with building representatives; and the PMSA regulating property management companies (“PMC”) and property management practitioners (“PMP”) through its licencing regime and code of conduct.
8. RenoSafe members meet periodically to discuss publicity related crime prevention initiatives, exchange intelligence and referral of complaints.
9. Upon receiving a list of government subsidized building maintenance work, the Force will approach those buildings to distribute RenoSafe related publicity materials and conduct risk assessments to formulate subsequent preventive measures. In addition, referrals to the CompComm and the ICAC will be made when cases involve suspected bid-rigging activities.

24-Hour Police Hotline

10. A 24-hour hotline (2527 7887) manned by the Force is available for members of the public to make building maintenance related enquiries or complaints. Depending on the nature of the calls, the calls would be referred to the Anti-Triad Units of the Police Region or District where the building is located.
11. At the caller’s request or if the enquiry or complaint falls within the purview of the other RenoSafe members, the Force may also make direct referrals to the concerned departments for follow-up.

Number of Enquiries Received via Police Hotline

12. Since the launch of RenoSafe in September 2013 until 31 January 2026, a total of 345 enquiries were received by the police hotline.

Number of Referrals to CompComm and ICAC

13. Suspected bid-rigging cases captured by the Force via other means would also be referred to the CompComm and the ICAC. Since the launch of RenoSafe in September 2013 until 31 January 2026, a total of 4 cases were referred to the CompComm and the ICAC.

Risk Assessment Matrix

14. Buildings enrolled to RenoSafe are subjected to monitoring by Anti-Triad Units. To facilitate better resource management, a risk assessment matrix was devised to assist police officers in identifying vulnerable buildings.
15. The risk assessment matrix employs a score-based system to evaluate each building across 7 risk factors. At the end of the assessment, a building is assessed to be of high risk, medium risk or low risk. A sample of the risk assessment matrix and explanatory notes on the risk factors are at **Annex 1**.

Operation Support and Inter-departmental Briefing Sessions

16. Depending on the building's risk level, appropriate prevention initiatives coordinated at Regional or District levels will be formulated. These include but are not limited to periodic risk assessments, police visits to the buildings, and maintaining effective liaison with building representatives such as members of management committees of owners' corporation ("MC"), or if owners' corporation has not been formed, owners' committee or PMC. If the situation dictates, the Force may also have its officers to attend owners' meeting to show police presence.
17. Officers from Anti-Triad Units and Regional Crime Prevention Offices will also arrange briefing sessions during owners' meeting to introduce RenoSafe, potential threats, crimes and misconduct in building maintenance work, *modus operandi* employed by criminals and ways of reporting or seeking advice.

18. In addition, the Force actively participated in briefing sessions organized by the HAD under the Central Platform on Building Management initiative since its launch in September 2018, where monthly briefing sessions at different districts are held, and government departments and public bodies introduce respective building management related services and schemes. The briefing sessions are held on-site, broadcasted online and available for all members of the public.

Number of Briefing Sessions Conducted

19. Since the launch of RenoSafe in September 2013 until 31 January 2026, a total of 148 briefing sessions (including the HAD's Central Platform on Building Management) were conducted.

Target Audience and Enrolment to RenoSafe

20. RenoSafe's target audience includes all buildings intending to undergo or undergoing large-scale maintenance works (i.e. under the Mandatory Building Inspection Scheme, etc.). Generally, a building may join RenoSafe on a voluntary basis, but buildings will automatically be enrolled to RenoSafe if the maintenance work is subsidized by government-fund subsidy schemes (i.e. the third round of Operation Building Bright 2.0 or Fire Safety Improvement Works Subsidy Scheme, etc.).
21. Once enrolled, buildings are given publicity materials to be displayed in a conspicuous manner so that homeowners can be made aware of RenoSafe, and the means of seeking assistance. These publicity materials include an integrated service package, containing building maintenance related publicity materials from RenoSafe members, an A3 sized poster and an outdoor vinyl banner (around 1m x 2.5m in size), advertising RenoSafe and the 24-hour police hotline. Samples of RenoSafe publicity materials are at [Annex 2](#).

Number of Visits to Buildings and Enrolment

22. Since the launch of RenoSafe in September 2013 until 31 January 2026, the Force has paid visit to a total of 7,100 buildings, out of which 3,055 were enrolled to RenoSafe.

Effectiveness of RenoSafe

23. From publicity, education and prevention perspective, RenoSafe has achieved its fundamental objective in educating homeowners the pitfall of lack of knowledge in building management affairs, anti-competitive conducts and the crimes associated with these conducts. Prevention through publicity and education must be maintained to raise public awareness. Most importantly, homeowners' participation must be encouraged to reduce opportunity for infiltration by criminals.
24. Police presence during visits to buildings or attendance to owners' meeting is also key in preventing infiltration and disruption of the meetings by dubious characters, including triads. The 24-hour police hotline is also a key feature in providing a "one-stop service" enquiry and complaint platform.
25. Maintaining RenoSafe is essential because it provides the necessary platform for exchange of information and intelligence, as well as ensuring concerted efforts in tackling bid-rigging. Having said that, recent reviews identified some potential areas for improvement. These would be discussed at Part C below.

Part B – the Force's opinions on Organized Crime and/or Triad Involvement in Building Maintenance Works

26. The Force is not the primary enforcement agency against anti-competitive conducts, such as bid-rigging and bribery activities associated with building maintenance works. Therefore, the Force does not have the figures nor actual cases to give an assertive conclusion on the anti-competitive conducts in building management works.
27. That said, the Force has the following key opinions based on observation, experience and reliable intelligence.

28. In general, bid-rigging activities involve collusion amongst a wide range of stakeholders, including homeowners, MC members, PMCs, consultants, contractors, and so-called estate concern groups. Triad involvement takes many forms, including direct involvement and discreet approaches through front persons, influence over “concern groups” or participation via indirect links with consultants or contractors. It may be inaccurate to assume that triads are always the dominant driver or that they are significantly involved because many bid-rigging schemes are organized and executed by ordinary market players, with triad elements engaged only at particular stages, or not at all. When someone has to “do the dirty work” and the use of some forms of suppression and/or violence is essential, triads would then become the “enforcer”. Having said that, intelligence indicated that a small number of triads had set up and were operating their own consultant and contractor companies to participate in building maintenance works.
29. To conceal their clandestine activities from non-participants and authorities, these organized crime groups have evolved over the years through the adaptation of early infiltration, bribery, coercion or persuasion instead of making use of pure violence to achieve their goals and objectives.
30. Factors such as the lack of industry standards on building maintenance works and industry price references, and homeowners’ lack of knowledge and unwillingness to participate in building management affairs, render a system vulnerable for exploitation as demonstrated in substantially inflated sky-high renovation price.
31. Apart from the said factors, homeowners are heavily reliant on consultants for their professional advice in terms of building inspection, identifying suitable work options, tender analysis and subsequent supervision of works. As a result, consultants and contractors are rife with collusion, corruption and “silent agreements”, commonly found between organized crime groups.

Part C – Potential Areas for Improvements that may be made to RenoSafe

Enhancing Collaborations with RenoSafe Members

32. Upon reviewing the current collaboration arrangements amongst the RenoSafe members, various potential areas for improvement were identified to strengthen information exchange so that buildings with potentially problematic maintenance work could be identified earlier, enabling timely intervention and coordinated follow-up.

Information Exchange

33. The existing practice for identifying buildings for enrolling to RenoSafe focuses on voluntary joining by buildings and government subsidized building maintenance work. To strengthen the identification of buildings at risk so that early intervention could be made, all RenoSafe members may consider exchanging relevant information under their respective purview to include:-
- (1) Large-scale maintenance works arising from statutory inspection and repair orders and their compliance status;
 - (2) Tender information of subsidized building maintenance works;
 - (3) Building maintenance works that repeatedly seek extensions of deadlines for compliance, as this may indicate underlying problems, such as homeowners overturning earlier resolutions due to disputed tenders, internal disagreements, or other governance issues; and
 - (4) Building management or maintenance work related complaints against building representatives, including MC members and PMCs, as complaint patterns may signal compromised governance and escalating dissatisfaction amongst homeowners.

Enhancing Monitoring Mechanisms

34. Similarly, monitoring mechanisms by the Force and the RenoSafe members could be strengthened through practical measures that enhance the identification of vulnerable buildings. [REDACTED]

Proactive Screening Approach

35. The reliance on public complaints and intelligence from public and law enforcement agencies engenders a passive enforcement approach. Hence, a more proactive approach in tackling the discreet and well-organized nature of bid-rigging should be adopted [REDACTED]

Part D – the Force’s Opinions on the Effectiveness of the Existing Legal Framework and Recommendations

Effectiveness of the Competition Ordinance, Cap. 619

36. The Competition Ordinance, Cap. 619 is the legislation governing anti-competitive conducts, which in itself is a civil matter. Violations are sanctioned primarily by pecuniary penalties against undertakings and persons involved in the violation and/or disqualification orders against persons concerned in the management of the contravening undertaking. Nonetheless, in either case, there is a prospect that the sanctions imposed may not be able to outweigh the potential gains from prohibited conducts.

37. Constitution of collusion activities involves two or more parties. Meanwhile, the secrecy and underground nature of bid-rigging activities renders traditional investigative tools ineffective. Considerations must be given for resorting to other means to improve evidence gathering such as enhancing the attractiveness of “leniency” or “cooperation agreements” for whistle-blowers or accomplices, and for including new legislations enabling covert investigation such as protection of informers.

Bespoke Criminal Legislation Enforced by Designated Agency

38. To combat bid-rigging and to address the challenges under the existing framework, a bespoke criminal legislation enforced by designated agency is proposed. One of the key contributing factors to bid-rigging is homeowners’ lack of professional knowledge, rendering them vulnerable to criminal practices perpetrated by dishonest professionals. Hence, accountable industrial practices and relevant price references may be necessary to safeguard unwary homeowners.
39. The roles of major stakeholders (i.e. MCs, consultants and contractors, etc.) involved should be clearly defined with statutory fiduciary duties imposed to ensure that these stakeholders are acting in good faith and in the homeowners’ best interests. Breaches of such fiduciary duties would render them liable for prosecution.
40. To supplement the proposed criminalization of bid-rigging activities and enhanced investigative techniques, immunity from prosecution should also be considered to encourage accomplices to give necessary evidence that is not available elsewhere against others. Statutory provision for protection of informers (such as those under section 57 of the Dangerous Drugs Ordinance, Cap. 134 and section 30A of the Prevention of Bribery Ordinance, Cap. 201) may offer better incentives and guarantees for encouraging witnesses to come forward.

41. I confirm that the contents of this Witness Statement are true to the best of my knowledge, information and belief.

Dated this 11 day of February 2026.



LAM Kai-chor

**Annex 1 to Witness
Statement of LAM Kai-chor
(pp.12-15) - withheld**

RenoSafe Publicity Materials

齊心合作無懼罪惡
Fight Crime Together

防範和打擊樓宇維修工程的
圍標及三合會滲透
Preventing and Combating Bid-rigging and Triad
Infiltration in Building Maintenance

全天候一站式警察支援熱線
24/7 OneStop Service Police Hotline
(+852) 2527 7887

RENOSAFE SCHEME
復安居計劃

參與政府部門及公營機構:
Participating Government Departments & Public Bodies:

機電工程署
EMSD

市區重建局
URBAN RENEWAL
AUTHORITY

競爭事務委員會
COMPETITION
COMMISSION

物業管理業監管局
PROPERTY MANAGEMENT
SERVICES AUTHORITY
PMSA

民政事務總署
Home Affairs Department

ICAC

警察

A3 sized poster containing brief overview of RenoSafe and 24-hour police hotline



Publicity materials from RenoSafe members included in the integrated service package



Publicity materials from RenoSafe members included in the integrated service package