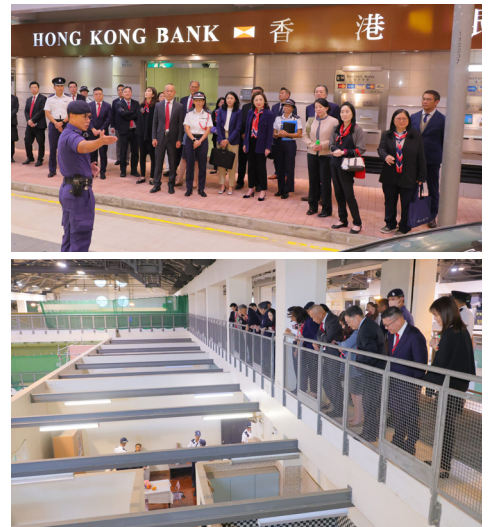


服務質素改善建議

優化警務常規及程序 減少不必要的投訴

Service Quality Improvement Initiatives

Enhancing police procedures and practices and reducing unnecessary complaints



監警會主席與委員到訪不同警隊的單位，了解警隊的運作並跟進服務質素改善建議的落實情況。

IPCC Chairman and Council Members visiting different police units to gain a better understanding on police operations and follow up on the implementation of SQIIs.

監警會根據《獨立監察警方處理投訴委員會條例》（《監警會條例》）第8(1)(a)條，觀察、監察和覆檢警務處處長對須匯報投訴的處理和調查。在本會主席王沛詩女士的領導下，會方秉持「以事實為基礎、以證據為依歸、在陽光下運作」的原則，公平、公正地審核每宗投訴個案。

除了處理投訴人的不滿外，香港兩層架構投訴警察制度的另一核心宗旨，是優化警務程序與防止不必要的投訴。為此，監警會根據《監警會條例》第8(1)(c)條的法定職能，主動從審核個案中找出引致投訴的根本癥結，從而檢視警隊常規或程序中可改善的空間，並向警方提出相應的改善建議。為有效履行此項法定職能，會方於2021年將這些建議正式命名為「服務質素改善建議」（改善建議），旨在把審核投訴個案中發現可改進的地方，轉化為提升警方服務質素的契機，從源頭減少不必要的投訴。

Under section 8(1)(a) of the Independent Police Complaints Council Ordinance (IPCCO), the Independent Police Complaints Council (IPCC) observes, monitors and reviews the handling and investigation of Reportable Complaints by the Commissioner of Police. Under the leadership of IPCC Chairman, Ms Priscilla Wong Pui-sze, the Council adheres to the principle of examining each complaint fairly, impartially and strictly on the basis of fact and evidence, honestly, without fear or favour.

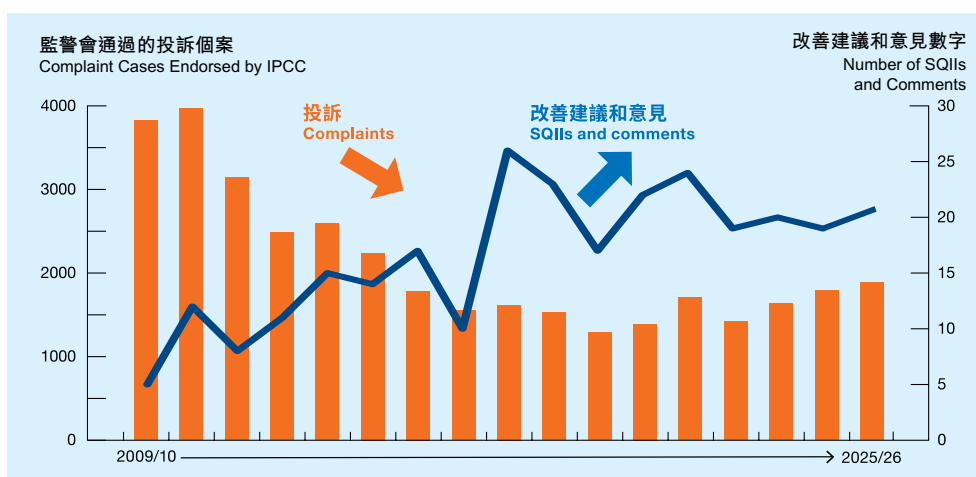
Apart from addressing the grievances of complainants, another core mission of Hong Kong's two-tier police complaints system is to enhance and optimise police procedures as well as to prevent unnecessary complaints. To this end, IPCC, pursuant to its statutory function under section 8(1)(c) of the IPCCO, proactively identifies the root causes of complaints from case reviews to identify areas for improvement in police practices or procedures. To effectively discharge this statutory function, IPCC officially designated these recommendations as "Service Quality Improvement Initiatives" (SQIIs) in 2021. This aims to turn improvements identified through the review of complaints into opportunities for enhancing police service quality, thereby reducing unnecessary complaints at source.

服務質素改善建議機制的運作如下： The SQILs mechanism works as follows:



自2009年成為法定機構至今，監警會已向警方提出超過280項改善建議和意見，以協助警隊持續提升服務質素。會方於成立的首五年，每年平均提出10項改善建議和意見；至近年，每年平均提出的改善建議和意見增至20項，較成立之初增加一倍。這些建議主要涵蓋檢討警方的守則與指引、提升裝備與設施、完善規管督導、強化警務人員培訓、以及加強警務人員與公眾人士溝通技巧和專業性等。隨着監警會累計提出的改善建議按年增加，整體投訴數字亦由成立初期的年均約4,000宗，下降至今年約1,900宗，反映審核投訴與改善建議相輔相成的成果。

Since becoming a statutory body in 2009, IPCC has put forward more than 280 SQILs and comments to the police force, with a view to facilitating it in continuously enhancing the quality of police services. During the five years after its establishment, the Council made an average of 10 SQILs and comments per year. In recent years, the annual average has risen to 20 SQILs and comments, representing a doubling of the number made at the outset. These recommendations mainly cover reviewing police procedures and guidelines, upgrading equipment and facilities, enhancing supervision, strengthening training of police officers, and improving communication skills and professionalism of police officers in public interactions. As the cumulative number of recommendations raised by IPCC has increased year on year, the overall number of complaints have dropped from an annual average of about 4,000 cases at its initial years to around 1,900 this year, reflecting how complaint reviews and SQILs complement each other.



每當監警會提出改善建議後，投訴警察課會展開深入研究，並聯繫警隊內相關政策單位共同檢視有關警隊常規或程序可改善的地方。若有關程序涉及其他政府部門，投訴警察課亦會與相關政府部門商討，以確保改善建議周全可行，得以全面落实。在檢視建議的過程中，監警會與投訴警察課會保持緊密溝通，持續交換意見，以確保改善措施能精準對應問題核心。監警會亦會透過持續監察驗證成效，不僅檢視同類投訴是否再次出現，亦會親身到訪不同警區單位，實地了解措施的落實情況，並聽取前線人員的意見。

Whenever IPCC puts forward SQlls, the Complaints Against Police Office (CAPO) conducts in-depth reviews and liaises with relevant policy units within the police force to jointly examine areas for improvement in police practices or procedures. Where procedures involve other government departments, CAPO will consult them to ensure that the recommendations are comprehensive, operationally feasible, and effectively implemented. Throughout the review process, IPCC and CAPO maintain close communication and continuously exchange views to ensure that the improvement measures accurately address the core issues. IPCC also evaluates the effectiveness of the SQlls through ongoing monitoring, not only by tracking whether similar complaints reoccur, but also by visiting different police formations to observe the implementation of the measures on-site and listen to feedback from frontline officers.



監警會在萬聖節當晚於蘭桂坊一帶了解警方的人群管理行動策略。
IPCC receiving a briefing on police's crowd management strategies in Lan Kwai Fong on Halloween night.



監警會到訪牛頭角警署的新一代報案室。
IPCC visiting the New Generation Report Room of Ngau Tau Kok Police Station.

過去監警會曾經提出的改善建議主要涵蓋多個範疇，包括科技應用及設施提升、處理有特別需要人士、財物處理及交通執法等。本期通訊將回顧並介紹其中兩個範疇：科技應用及設施提升與處理有特別需要人士。

The SQlls previously put forward by IPCC have mainly covered a number of areas, including the use of technology and facilities enhancement, the handling of persons with special needs, handling of case property, and traffic enforcement. This issue of the newsletter reviews and introduces two of these areas: the use of technology and facilities enhancement, and the handling of persons with special needs.

科技應用及設施提升

Use of Technology and Facilities Enhancement

科技日新月異，警隊與時並進，積極推動智慧警政，以提升警務人員的工作效率與專業表現。監警會亦曾經提出改善建議，鼓勵警方無論在戶外執勤，或於警署內工作，善用科技與提升設備，為市民提供更快捷、更優質的服務。

積極使用隨身攝錄機

前線警務人員執勤時穿梭大街小巷，與市民頻繁接觸，不時需要處理糾紛甚至衝突場面。因此，監警會過往曾建議警方於執行日常職務時，尤其在面對衝突情況下，應積極使用隨身攝錄機記錄事件。

目前警隊已配備約18,000部隨身攝錄機，讓前線警務人員於處理衝突場面時可客觀搜證，提升行動的透明度與問責性。在執勤時，前線警務人員會依法向現場涉案人士，發出清晰宣告才開始啟動攝錄，讓涉案人士明白他們現場的言行會被即時記錄下來，並作為日後釐清事實的憑據。在這種「言行均有客觀紀錄」的提示下，涉案人士往往會自覺地克制，避免衝突場面進一步激化，從而緩和現場對峙的氣氛，繼而促進警務人員與涉案人士之間的理性溝通。此外，一旦投訴警察課接獲相關投訴，這些隨身攝錄機的錄影片段能為投訴警察課及監警會提供客觀的現場證據，釐清事件真相。

為跟進改善建議的落實情況，監警會更曾到訪香港警察學院，實地了解到學院已將會方的建議加入訓練課程。其中，學院在處理家庭暴力事件的教學中，特別教導學員善用隨身攝錄機，幫助他們處理情緒對立激烈的情況，並記錄糾紛，作客觀紀錄及證據。

Amid the rapid technological advancement, the police have kept pace with the times by actively promoting smart policing to enhance the operational efficiency and professional performance of police officers. IPCC has also previously proposed a number of SQIIs to encourage the police to make use of technology and upgrade their equipment. Whether executing duties outdoors or working inside police stations, such advancements enable the delivery of faster and higher quality services to the public.

Proactive Use of Body Worn Video Cameras

Frontline police officers interact frequently with the public during patrols and are often required to handle disputes or even heated confrontations. IPCC therefore has recommended that the police proactively use Body Worn Video Cameras (BWVCs) to record incidents arising in the course of officers' daily duties, especially when facing volatile situations.

Currently, the police force is equipped with about 18,000 BWVCs, enabling frontline police officers to capture evidence objectively during confrontational situations, and thereby enhancing transparency and accountability in police-public interactions. When executing duties, frontline police officers will, in accordance with operational procedures, make a clear announcement to the persons involved at the scene before commencing recording. This ensures the persons involved understand that their words and actions will be recorded in real time and will serve as evidence to establish the facts in future. Prompted by this reminder that "words and actions are being objectively recorded," the individuals involved often consciously exercise self-restraint to prevent the conflict from escalating further. This effectively defuses the tense atmosphere on-site, subsequently facilitating rational communication between police officers and the individuals. Furthermore, should CAPO receive a related complaint, the recorded footage from BWVCs can provide objective on-site evidence for both CAPO and IPCC to ascertain the facts of the incident.

To follow up on the implementation of the SQIIs, IPCC visited the Hong Kong Police College and observed that the College has integrated the Council's recommendations into their training courses. Specifically, in its training on handling domestic violence incidents, the College teaches trainees to make good use of BWVCs. This training helps officers manage volatile situations while capturing footage to serve as objective records and evidence.



警方在巡邏時配備的隨身攝錄機。
(照片來源：香港警務處)

*BWVCs equipped to police officers while on patrol.
(Photo Credit: Hong Kong Police Force)*

優化警署羈留設施

監警會過往曾建議警方檢討於大型拘捕行動中嫌疑人士被帶進警署的處理程序及相關指引，妥善監管及記錄警方如何處理有關人士。因應會方的意見，警方以旺角警署作為落實改善措施的試點：修訂了相關的常規命令，規定警務人員一旦將嫌疑人士帶進警署，必須隨即向值日官作出通報，並詳細記錄其動向及福利要求；同時，若在大型拘捕行動中，警署內的房間需要暫時用作「特別臨時羈留室」時，亦必須先獲得批准。此外，在「特別臨時羈留室」的通道增設閉路電視鏡頭，亦在「特別臨時羈留室」內增設一部連接至中央系統的電腦，以加強監管和記錄被羈留人士的動向及安排。

為此，監警會主席及委員便到訪旺角警署，實地了解此項建議的落實情況，包括「特別臨時羈留室」的最新設施及配置的安全性及透明度，確保被羈留人士能被妥善看管。目前，全港 41 間警署已參考旺角警署的成功經驗，修訂了使用「特別臨時羈留室」的內部常規命令，同時亦強化了有關羈留設施的硬件配套。

Enhancement of Police Station Detention Facilities

IPCC has recommended that the police review their handling procedures and guidelines for suspects brought into police stations during mass arrest operations. This review aims to ensure proper supervision and documentation of how detainees are handled in custody. In response to the Council's views, the police launched a pilot scheme at Mong Kok Police Station to implement improvement measures. They revised relevant Standing Orders to mandate that police officers immediately report to the Duty Officer upon bringing a suspect into a police station, recording their movements and welfare requests in detail. Meanwhile, prior approval must be obtained if a room inside a police station is to be temporarily used as a "Special Temporary Holding Area" during a mass arrest operation. In addition, CCTV cameras have been installed along the corridors of the "Special Temporary Holding Area", and a computer connected to the central system has been set up inside the room to strengthen the supervision and recording detainees' movements and arrangements.

To follow up on these measures, IPCC Chairman and Members visited Mong Kok Police Station to observe the implementation of this recommendation on-site, including the safety and transparency of the latest facilities and installations in the "Special Temporary Holding Area", ensuring that detainees are properly supervised. Currently, all 41 police stations across Hong Kong have drawn on the successful experience of Mong Kok Police Station to revise their internal Standing Orders governing the use of the "Special Temporary Holding Area" while strengthening the hardware support of these detention facilities.



監警會主席與委員到訪旺角警署視察最新羈留設施。

IPCC Chairman and Members visiting Mong Kok Police Station to observe the newly enhanced detention facilities.

處理有特別需要人士**Handling of Persons with Special Needs**

監警會過往在審核涉及有特別需要人士的投訴個案時，留意到警隊在處理這些人士的常規程序上有可改進的空間。有特別需要人士涵蓋精神上無行為能力人士與身體殘障人士等。為保障這些有特別需要人士的合法權益，協助警隊優化處理流程以減少不必要的投訴，監警會提出了多項針對性的改善建議，並已悉數獲警方採納及落實執行。

In the past reviews of complaint cases involving persons with special needs, IPCC noticed room for improvement in the police's procedures for handling these individuals. Persons with special needs encompass mentally incapacitated persons (MIPs) and those with physical disabilities. To safeguard the legitimate rights and interests of these individuals, and to assist the police force in enhancing handling procedures to reduce unnecessary complaints, IPCC put forward a number of SQILs. All of these have since been adopted and implemented by the police.

提高前線警務人員辨識「精神上無行為能力人士」的警覺性**Enhancing the Alertness of Frontline Police Officers in Identifying MIPs**

前線警務人員在日常執勤時，有時需要接觸精神上無行為能力人士或處理涉及這些人士的案件。由於部分精神上無行為能力人士的外在表徵及言行可能並不明顯，前線警務人員未必能夠即時辨識，對前線執法人員構成一定程度的挑戰，甚至可能導致未能及早察覺當事人的特殊需求，而影響了相應保障程序的安排。警方認同監警會對此的觀察，為對症下藥，警隊積極與各專業部門合作，推出了一系列前瞻性的優化措施，包括制定《行為指標》、推行「守護咕」計劃，以及優化安排「合適成人」陪同機制，以全面提升前線人員在處理精神上無行為能力人士時的專業警覺性。

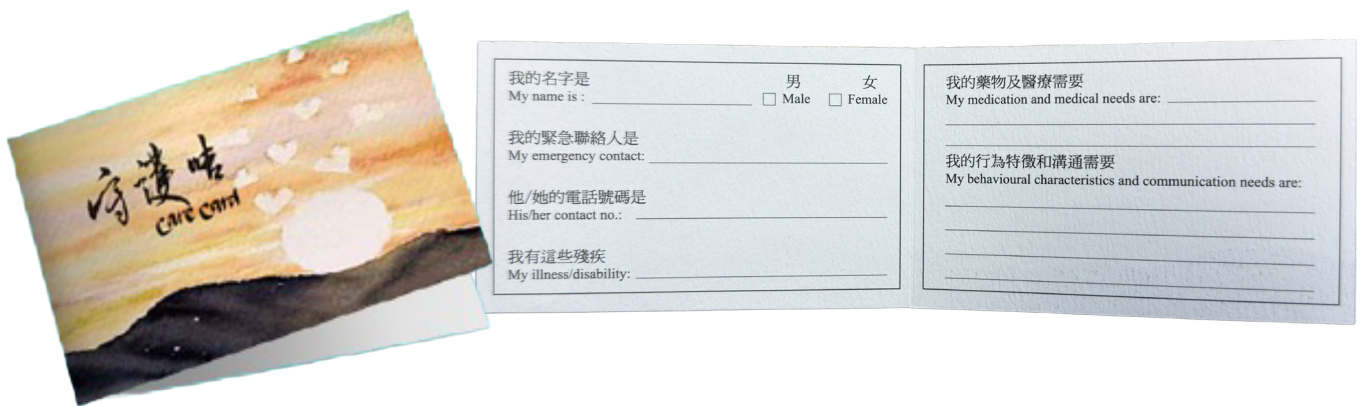
In the course of their daily duties, frontline police officers occasionally interact with MIPs or handle cases involving them. Since the condition or needs of some MIPs may not display obvious outward signs, frontline police officers may not be able to identify them immediately. This poses a certain degree of operational challenges for frontline law enforcement, as it may delay the recognition of an individual's special needs and affect the timely arrangement of appropriate protective measures. The police agree with IPCC's observations in this regard. To address this issue, the police have actively collaborated with relevant departments to launch a series of forward-looking optimisation measures. These include formulating the "Behavioural Indicators Guide", introducing the "Care Card" Scheme, and enhancing the mechanism for arranging an "Appropriate Adult" to accompany the individual concerned. Collectively, these measures aim to strengthen the professional awareness and readiness of frontline officers when handling MIPs.

警隊的臨床心理學家、醫學專家及社會福利署共同制定了《行為指標》，列出精神上無行為能力人士的常見特徵，為前線人員提供快速參考，及早識別精神上無行為能力人士，確保在處理這些個案時能夠保障他們的權利和需求，並作完備的紀錄。

The clinical psychologists of the force, medical experts, and the Social Welfare Department have jointly formulated the "Behavioural Indicators Guide". It lists the common characteristics of MIPs to provide a quick reference for frontline officers, enabling early identification. This ensures that the rights and needs of MIPs are safeguarded when handling these cases, and that comprehensive records are maintained.

此外，警方推行了「守護咭」計劃，鼓勵精神上無行為能力人士隨身攜帶。此咭記錄了持有人的醫療與溝通需要，以及緊急聯絡人資料。當有關人士在沒有親友陪同下，單獨面對突發狀況或需要配合執法調查時，前線警務人員能透過咭上資料，即時掌握其特定要求並給予適切照料；同時，人員亦能第一時間通知其監護人或緊急聯絡人到場協助，從根本上減少因雙方無法有效溝通而引致不必要的誤會與爭議。

In addition, the police have implemented the “Care Card” Scheme, encouraging MIPs to carry the card with them. This card records the holder’s medical and communication needs, as well as emergency contact information. When the individuals concerned face unexpected situations alone or need to cooperate with law enforcement investigations without the accompaniment of relatives or friends, frontline police officers can immediately ascertain their specific requirements through the card’s information and provide appropriate care. Meanwhile, officers can also notify their guardians or emergency contacts to provide assistance on-site immediately, fundamentally reducing misunderstandings and disputes arising from a communication breakdown between both parties.



根據警隊常規指引，警方一旦確認或合理相信某人為精神上無行為能力人士，不論他們在案件中的身分為何，均須安排「合適成人」（例如親人、社工等）陪同有關人士，以保障其權益及需要。由於接受警方調查往往令精神上無行為能力人士感到不安與壓力、甚或引致溝通障礙，陪伴在側的「合適成人」對緩解其情緒及促進有效溝通至為重要。不過，「合適成人」有時未必清楚他們的角色和責任。為此，警方特別推出《合適成人通知書》，明確界定「合適成人」的角色及責任，包括為精神上無行為能力人士提供即時的情緒支援及協助他們明白其應有的權利、以證人身分觀察警方會面及調查的公平性，以及協助警方與精神上無行為能力人士的溝通。此項優化措施能確保會面及調查過程公正透明，從根本減少不必要的爭議與投訴。

According to police guidelines, once the police confirm or reasonably believe that a person is an MIP, regardless of their status in the case, they must arrange for an “Appropriate Adult” (such as a relative or social worker) to accompany the person concerned to safeguard their rights and needs. As undergoing police investigation often causes anxiety and stress to the MIP, or even leads to communication barriers, the presence of an “Appropriate Adult” is essential in calming their anxieties and facilitating effective communication. However, “Appropriate Adults” may sometimes be uncertain of their roles and responsibilities. To address this, the police have introduced the “Notice to Appropriate Adult”, which explicitly defines their duties. These include providing immediate emotional support to MIPs, assisting them in understanding their due rights, observing the fairness of police interviews and investigations in the capacity of a witness, and facilitating communication between the police and MIPs. This enhancement measure ensures that the interview and investigation processes are fair and transparent, fundamentally reducing unnecessary disputes and complaints.

以錄影會面方式向視障人士錄取口供

在處理涉及視障人士的個案時，警方會提供適當協助並採取合宜措施，以照顧有關人士的特別需要。警務人員在為視障人士完成錄取書面口供後，由於當事人無法即時查閱書面紀錄，故只能在人員口頭覆讀下確認內容。當警方將口供副本交予當事人後，若當事人在事後翻查副本時發現書面紀錄與當時警務人員的口頭覆讀版本有異，便會衍生爭議並引致投訴。為避免此類情況，監警會建議警方應考慮採用錄影會面方式為視障人士錄取口供，讓他們能夠透過錄影方式，詳細交代事件經過並確認相關內容。警方接納並已更新指引，規定若視障人士是案件的嫌疑人，案件主管必須以錄影方式錄取口供。若視障人士的身分為受害人或證人，案件主管在審視個別案件的取證實際需要時，應優先考慮採用錄影會面，並必須安排一名合適人士在場協助會面及錄取口供；倘若未能安排合適人士在場，錄取口供必須以錄影會面方式進行。

Taking Statements from Visually Impaired Persons by Way of Video-recorded Interviews

When handling cases involving visually impaired persons, the police provide appropriate assistance and adopt suitable measures to address the special needs of the individuals concerned. Currently, after police officers take a written statement from a visually impaired person, the individual cannot immediately review the written document and can only confirm its contents when an officer reads it back to them. If, upon later receiving a copy of the statement, the person identifies discrepancies between the written record and the version read back to them, disputes and complaints may arise. To mitigate such risks, IPCC recommended that the police consider adopting video-recorded interviews (VRIs) when taking statements from visually impaired persons, allowing them to give a detailed account and confirm the contents through video recording. The police accepted the recommendation and have updated their guidelines accordingly. The new guidelines stipulate that if a visually impaired person is a suspect, the officer-in-charge of the case must take the statement by way of a VRI. If the visually impaired person is a victim or a witness, the officer-in-charge, having regard to the practical evidentiary needs of the case, should prioritise the use of VRIs and must arrange for an appropriate person to be present to assist with the interview and statement taking; if an appropriate person cannot be arranged, the statement must be taken by way of a VRI.



上述優化措施說明了監警會過往提出的改善建議，如何幫助警方提升服務質素。下期通訊將會介紹改善建議涵蓋的另外兩個範疇：財物處理及交通執法，進一步展示「服務質素改善建議」如何優化不同層面的警隊服務，有助減少不必要的投訴。

The above optimisation measures illustrate how IPCC's SQIs have helped the police to enhance their service quality. The next issue of the newsletter will highlight two other areas covered by these initiatives: the handling of case property and traffic enforcement, further demonstrating how SQIs optimise different aspects of police services and help reduce unnecessary complaints.