

# 主席前言

## Chairman's Foreword

15<sup>th</sup>



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我很榮幸與大家一同慶祝獨立監察警方處理投訴委員會(監警會)成為法定機構15周年。

監警會的歷史可追溯至1977年，當時香港政府成立「行政立法兩局非官守議員警方投訴事宜常務小組」(常務小組)，負責監察警方處理投訴的工作。1986年，「投訴警方事宜監察委員會」接替常務小組，並於1994年改稱為「警監會」。隨着《獨立監察警方處理投訴委員會條例》(《監警會條例》)於2008年通過，監警會於2009年正式成為法定機構。

I am honoured to celebrate the 15<sup>th</sup> anniversary of the Independent Police Complaints Council (IPCC) becoming a statutory body.

The Council's origins date back to 1977, when the Hong Kong Government formed the Unofficial Members of the Executive and Legislative Councils (UMELCO) Police Group to monitor the handling of complaints against the police. In 1986, this group was taken over by the Police Complaints Committee, which was renamed the IPCC (警監會) in 1994. The IPCC became a statutory body in 2009, following the passing of the Independent Police Complaints Council Ordinance (IPCCO) in 2008.

香港自1970年代迅速發展，當時人口約450萬，如今已突破750萬。警員人數亦由約15,000人擴展至現時接近27,000人。社會同步經歷顯著進步。當1972年首條海底隧道通車，香港只有兩條行車隧道，時至今天已有22條，當中包括三條過海隧道，而目前整個公共道路網絡已長達約2,242公里。科技不斷進步，並廣泛應用於警務工作和市民日常生活之中。例如現時市民可電子報案；警方以電子方式發出交通告票；前線警務人員也配備隨身攝錄機。與此同時，手提電話、電腦、電子錢包等科技產品也變得不可或缺。網絡罪案現已超越街頭罪案，成為最常見的罪案類型。隨着社會和警隊常規的演變，引致投訴警務人員的事由亦有所轉變。

《監警會條例》第8(1)(a)條賦予監警會觀察、監察和覆檢警方對須匯報投訴的處理和調查的權力。監警會的職責是確保所有投訴調查結果皆建基於證據、法律和相關警察規定。自2021年就任主席以來，我一直十分重視「以事實為基礎、以證據為依歸、在陽光下運作」的原則，審核每宗投訴個案。

為有效履行《監警會條例》第8(1)(a)條的職能，監警會需充分了解警方在不同範疇的工作和程序。因此，我和監警會委員曾到訪多個警隊單位，包括警察機動部隊、

Hong Kong has developed in a fast pace since the 1970s. The population has increased from about 4.5 million to over 7.5 million today. The police force has also expanded from roughly 15,000 officers to nearly 27,000. Society has also undergone significant modernisation. When the Cross Harbour Tunnel opened in 1972, Hong Kong had only two tunnels. Now there are 22 tunnels with three crossing the harbour, and a road network spanning about 2,242 kilometres. Technology has advanced, becoming common to police work and our everyday life. For instance, police reports are now filed online, traffic tickets are digitalised, and frontline officers are equipped with body-worn video cameras. Meanwhile, mobile phones, computers, and e-wallets have become almost indispensable. Cybercrime has now overtaken street crime as the most prevalent crime. As society and policing practices changed, scenarios leading to complaints against the police also changed.

Section 8(1)(a) of the IPCCO empowers the Council to observe, monitor, and review the handling and investigation of Reportable Complaints (RCs) by the police. The IPCC's duty is to ensure that all findings in complaint investigations are grounded in evidence, the law, and relevant police regulations. Since assuming chairmanship in 2021, I have emphasised the importance of examining each complaint strictly on the basis of fact and evidence, honestly, without fear or favour.

To discharge the function under section 8(1)(a) effectively, the IPCC should have a good understanding of police operations and procedures across different areas. We have visited various police units to deepen

到訪警察機動部隊  
Visiting the Police  
Tactical Unit





到訪水警總區總部  
Visiting the Marine  
Police Regional  
Headquarters



西九龍交通行動基地、新界北衝鋒隊、水警總區總部等，藉以加深認識前線警務工作，以及警務人員在執勤時所面對的各種挑戰和如何應對這些挑戰。鑑於網絡及電話騙案日益猖獗，對廣大市民構成威脅，我們專程到訪反詐騙協調中心和反詐騙聯合情報中心，了解警方如何打擊這類騙案。

our understanding of frontline operations and the challenges officers face at work and how they tackle them. We went to the Police Tactical Unit, Traffic Kowloon West Operational Base, Emergency Unit New Territories North, Marine Police Regional Headquarters, etc. Given the rise in online scams and telephone frauds, posing risks to every citizen, we also visited the Anti-Deception Coordination Centre and the Anti-Deception Alliance to learn how the police combat these crimes.



到訪反詐騙協調中心和  
反詐騙聯合情報中心

Visiting the Anti-Deception  
Coordination Centre and the  
Anti-Deception Alliance



於萬聖節當晚前往蘭桂坊一帶視察人群管理行動

Observing crowd control operation at Lan Kwai Fong on Halloween night

自防疫措施放寬後，城中大型盛事接踵而來。在2024年萬聖節晚上，我與委員親赴蘭桂坊一帶，穿上節日裝束融入人群之中，從公眾角度觀察警方如何管理人流及保障市民安全。當晚，指揮官及其團隊向我們講解警方如何透過「人流估算系統」實時追蹤人流數目及流向，從而適時作出行動決策。

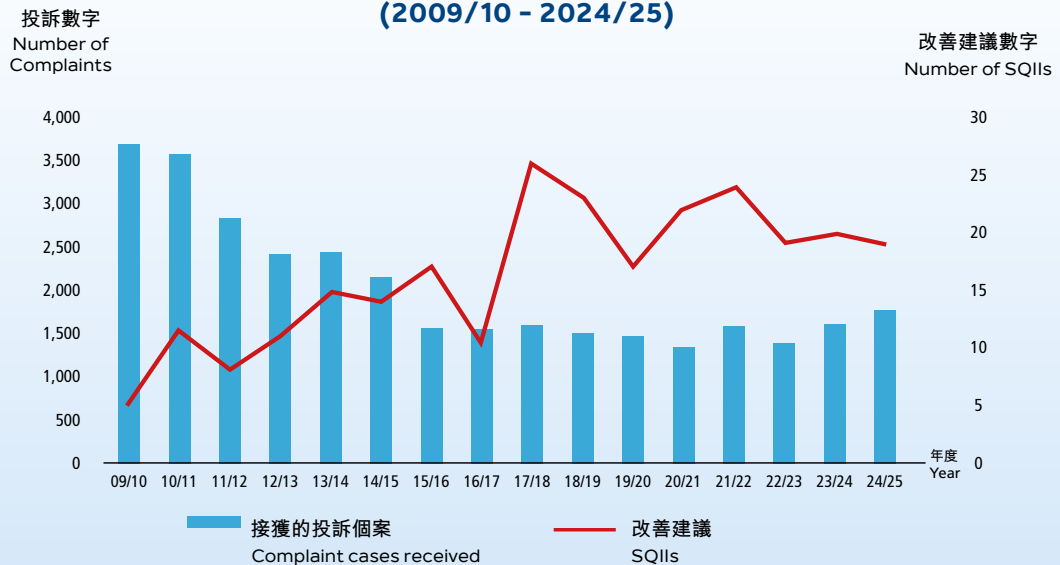
根據《監警會條例》第8(1)(c)條，監警會的職能是在警隊採納的常規或程序中，找出已經或可能會引致須匯報投訴的缺失或不足之處，並就該等常規或程序作出建議。自2021年起，監警會更為着重履行這項職能，重點在於改善警隊服務，從而減少不必要的投訴。監警會把向警隊提出的建議正式命名為「服務質素改善建議」（改善建議），並與投訴警察課建立機制，監察改善建議的落實情況。根據機制，我們定期到訪相關警隊單位，了解改善建議的落實進度，並聽取前線人員的意見。每項改善建議旨在減少與建議相關的投訴個案，我們亦會根據相關投訴個案數量有否下降來評估此改善建議的成效。

Following the easing of pandemic restrictions, the city has seen the return of mega events. On Halloween night 2024, Members and I dressed in festive attire and joined the crowds in Lan Kwai Fong to observe, from the public's perspective, how the police managed crowd flow and ensured public safety. That evening, the Commander and his colleagues briefed us on the Crowd Estimation System, which tracks real-time crowd size and movement for the police to make timely operational decisions.

Pursuant to section 8(1)(c) of the IPCCO, the IPCC has to identify any fault or deficiency in any practice or procedure adopted by the police force that has led to or might lead to RCs, and to make recommendations to the police in respect of such practice or procedure. Since 2021, we have placed emphasis on the discharge of this function with a focus on improving police services and in turn reducing unnecessary complaints. We named our improvement suggestions to the police Service Quality Improvement Initiatives (SQIIs). In collaboration with Complaints Against Police Office (CAPO), the IPCC has established a mechanism to monitor the implementation of SQIIs. This includes our visits to units where SQIIs have been adopted to keep abreast of the progress of their implementation and to listen to feedback from frontline officers. The effectiveness of each SQII is evaluated against the decline in the number of complaints that the SQII aims to reduce.



### 投訴及改善建議數字 Numbers of Complaints and SQIIs (2009/10 - 2024/25)



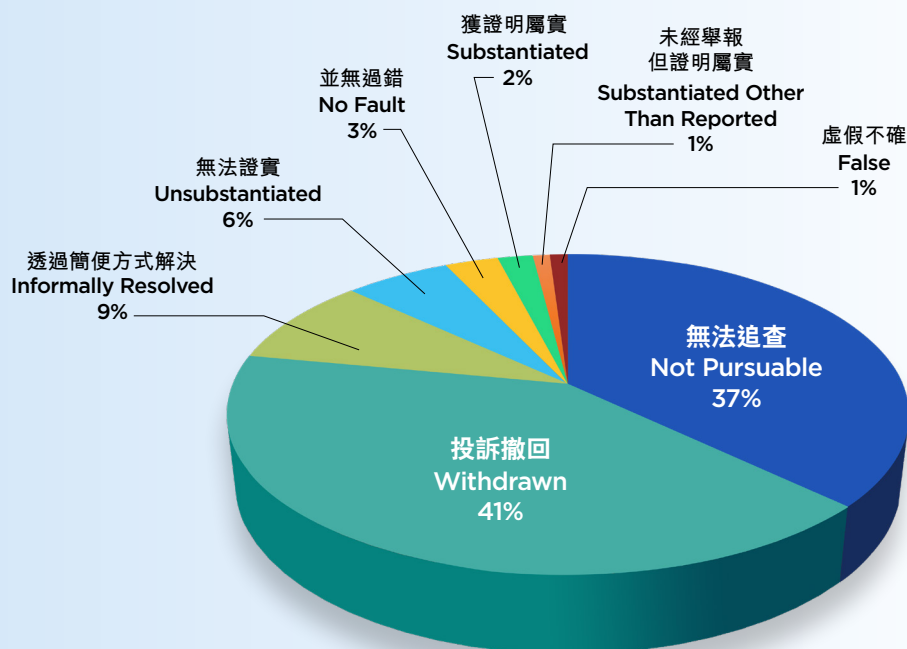
每年的改善建議數字由2009/10年度的五項，增至近年約20項。建議涵蓋範疇廣泛，包括改善警務程序、加強警務人員培訓和提升警隊設備。隨着改善建議數字上升，須匯報投訴數字亦從2009/10年度近3,700宗，下跌至近年每年平均約1,800宗。

在過往數年，近90%的投訴指控屬性質輕微。就此，監警會和投訴警察課精簡了處理輕微投訴的「透過簡便方式解決」機制，使在機制下處理的每宗個案平均時間縮短超過20%，而騰出的資源可投放於處理需要深入調查的投訴。同時，我們致力提升審核投訴的整體效率，將審核每宗個案的平均時間由2020/21年度約160日，縮短至2024/25年度少於80日。

The annual number of SQIIs has risen from around five in 2009/10 to approximately 20 in recent years. These initiatives span a wide range of improvements, including procedural enhancements, strengthened officer training, and equipment upgrades. As the number of SQIIs increased, the number of RCs declined from nearly 3,700 in 2009/10 to an annual average of around 1,800 lately.

In the past few years, nearly 90% of allegations were minor in nature. In response, the IPCC and CAPO streamlined the Informal Resolution (IR) mechanism for handling minor complaints, reducing IR average processing time by over 20%. This enables more resources to be allocated to the handling of complaints that require in-depth investigations. We also improved our overall efficiency in examining complaints, reducing average vetting time for each case from about 160 days in 2020/21 to under 80 days in 2024/25.

## 2024/25年度監警會通過的調查結果分類 Classification of Investigation Results Endorsed by the IPCC in 2024/25



當投訴警察課無法聯絡投訴人或不能確定被投訴的警務人員身分，指控會被分類為「無法追查」；而當投訴人決定不再追究有關投訴，指控則會被分類為「投訴撤回」。在2024/25年度，分別有37%和41%的須匯報投訴指控被分類為「無法追查」和「投訴撤回」，合共佔須匯報投訴指控總數的78%。自2015年起，分類為「無法追查」的指控數字持續偏高，每年平均佔逾30%。儘管分類為「投訴撤回」的須匯報投訴指控比率在2015/16至2022/23年度均維持在30%以下，但在2023/24年度則攀升至40%，今年更高達41%。處理被分類為「無法追查」和「投訴撤回」的須匯報投訴指控，往往耗費大量資源，卻無法取得任何實質結果。

Allegations are classified as “Not Pursuable” (NP) when complainants can no longer be reached by CAPO or the identity of the officer in the complaint cannot be ascertained, and as Withdrawn (WD) when complainants decide not to pursue their complaints. In 2024/25, 37% of RC allegations were classified as NP and 41% as WD, together accounting for 78% of all RC allegations. The figures for allegations classified as NP have remained high since 2015, averaging over 30% annually. Although the percentage of RC allegations classified as WD stayed under 30% annually between 2015/16 and 2022/23, it climbed to 40% in 2023/24 and further to 41% this year. Handling these NP and WD cases consumes considerable resources without yielding any meaningful outcomes.

投訴乃嚴肅之事，而涉及警務人員行為或執行警務的投訴個案更應審慎處理。在大部分「無法追查」的個案中，投訴人作出投訴後不協助投訴警察課的調查，部分投訴人甚至拒絕按《監警會條例》規定妥為表露身分。此舉十分不負責任。投訴人應配合投訴警察課的工作，提供完整、真實和準確的投訴資料，這是投訴人在行使投訴權利時須負的基本責任。我曾在不同場合重申此項公民責任。監警會亦加強宣傳工作，向公眾闡釋投訴人的權利與責任。

監警會取得的各項成果，實有賴歷屆主席、曾服務監警會與現任的委員、觀察員及秘書處同心協力。我謹此衷心感謝他們對監警會工作的付出和貢獻。我們定當堅定不移，恪守監警會「獨立、公正、誠信」的核心價值，竭力履行職能，繼續維護公平公正和行之有效的香港兩層架構投訴警察制度。

Lodging a complaint is a solemn act, particularly when it pertains to a police officer's conduct or execution of duty. In most of the NP cases, the complainants did not assist in CAPO's investigation after filing their complaints, and some of them even refused to properly identify themselves as required under the IPCCO. It is especially irresponsible of them to do so. A complainant should cooperate with CAPO and ought to provide complete, true and accurate details regarding his complaint. This is the basic responsibility of a complainant that comes with the right to make a complaint. I have stressed on many occasions this civic obligation. The IPCC has stepped up its publicity efforts to explain this to the community as well.

The IPCC's continued success is the result of the collective efforts of our former Chairmen, past and present Members, Observers, and Secretariat staff, to whom I wish to express my heartfelt thanks for their dedication and contribution to the IPCC's work. We remain committed to the IPCC's core values of independence, impartiality and integrity in fulfilling our duty and shall continue to do our best to uphold a fair, impartial, and effective two-tier police complaints system in Hong Kong.