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年度概覽
Highlights of
the Year

十周年紀念活動 10th Anniversary Activities

監警會在紀念成為獨立機構十周年之際舉辦了「監警會研討會 2019」，邀請來自香港、海外及大灣區的持份者出席，藉此與各方保持緊密溝通，並希望透過該活動瞭解世界各地監管工作的發展，協助會方前瞻未來方針，迎合社會更高的期望。

會方亦出版了十周年紀念特刊，細述會方過去十年的發展歷程和願景，以加深市民對會方的認識。

In commemoration of its 10th Anniversary since IPCC became independent, the Council held the IPCC Symposium 2019 and invited stakeholders from Hong Kong, overseas and the Greater Bay Area to attend this occasion with an aim to maintain close dialogue and keep abreast of the recent development of oversight bodies' work around the world. This would facilitate the IPCC to look ahead of future direction and meet the rising expectations of the community.

The IPCC also published a *10th Anniversary Commemorative Brochure* to provide an account of the Council's development over the past decade as well as its vision for the future to deepen the public understanding of its work.

監警會研討會 2019 IPCC Symposium 2019

2019年6月6日
6 June 2019



監警會於2019年6月6日假香港大學舉辦「監警會研討會 2019」，以「建立互信 迎向未來」為題，匯聚了300多名來自本港、海外和大灣區的傑出專才參加，就有關監察機構發展分享知識和寶貴的見解，會方亦藉此機會回顧過去，及擬定未來發展路向。

The IPCC organised a symposium themed “Building Confidence and Trust – Role of IPCC in the Evolving Future” on 6 June 2019, at the University of Hong Kong. More than 300 eminent professionals from local, overseas and the Greater Bay Area pooled their knowledge and valuable insights on the development of oversight bodies at the event. The IPCC also took this opportunity to review, evaluate and formulate its strategies for future.

是次研討會由香港特別行政區行政長官林鄭月娥女士，大紫荊勳賢，GBS 擔任主禮嘉賓並致開幕辭。監警會主席梁定邦博士，QC, SC, JP 和香港大學社會科學院院長夏偉立教授亦先後在活動上向與會嘉賓致歡迎辭。此外，大會邀得終審法院非常任法官兼前警監會主席鄧國楨先生，大紫荊勳賢，SBS, JP 作主題演講；以及時任保安局常任秘書長黎陳芷娟女士，GBS, JP 致閉幕辭。

The Honourable Mrs Carrie Lam Cheng Yuet-ngor, GBM, GBS, the Chief Executive of the Hong Kong Special Administrative Region, officiated at this event as the Guest of Honour and delivered the opening address. Dr Anthony Francis Neoh, QC, SC, JP, IPCC Chairman, and Professor William Hayward, Dean, Faculty of Social Sciences, the University of Hong Kong, delivered welcoming remarks to attending guests. Furthermore, the Honourable Mr Justice Robert Tang, GBM, SBS, JP, Non-Permanent Judge of the Court of Final Appeal and former IPCC Chairman and Mrs Marion Lai Chan Chi-kuen, GBS, JP, the then Permanent Secretary for Security were invited to deliver the keynote speech and the closing speech respectively.



研討會設有一系列專題演講及討論，旨在推動知識和經驗交流，探討警察監察制度、平衡警權和民權、加強相互了解、鞏固社會互信關係等相關議題。研討會雲集一眾傑出主持和菁英講者，包括歷任監警會主席、政府部門及法定機構代表、本地學者，及來自澳洲、加拿大、新西蘭和澳門特別行政區的監察機構代表，以及英、美著名學府的學者。

The Symposium comprised a series of plenary sessions, aiming to exchange and share knowledge and experience on various issues, including police oversight system, balancing police powers and civil rights, enhancing mutual understanding, and building trust and confidence among members of society. Celebrated moderators and speakers attending this occasion included the current and former Chairmen of the IPCC, representatives from Government departments and statutory bodies, local scholars, as well as representatives from oversight organisations in Australia, Canada, New Zealand, Macau SAR, and scholars from renowned universities in the United Kingdom and the United States of America.



「監警會研討會2019」的主持和講者介紹、簡報內容及活動花絮等詳情，已上載於監警會網頁 (<https://www.ipcc.gov.hk/symposium2019/view/index.html>)。

Details of the IPCC Symposium 2019 including biographies of moderators and speakers, presentation materials as well as event highlights have been uploaded to the IPCC website (<https://www.ipcc.gov.hk/symposium2019/view/index.html>).



監警會十周年紀念特刊 IPCC 10th Anniversary Commemorative Brochure

為慶祝成為獨立法定機構十周年，會方精心製作了《監警會十周年紀念特刊》，圖文並茂地記載過去十年的發展、成績以及挑戰。現任及前任主席均在紀念特刊中分享他們任內的難忘經歷，感想以及對監警會未來的願景。

In celebration of the 10th Anniversary since it became an independent statutory body, the IPCC published the *10th Anniversary Commemorative Brochure* to account for its development, achievements and challenges faced during the past decade with a fine collection of photos. Current and former IPCC Chairmen also shared memorable moments during their tenure, their thoughts as well as visions for the future of the IPCC.



賀辭 Congratulatory Messages

行政長官賀辭
Message from the Chief Executive

I am pleased to congratulate the Independent Police Complaints Council on its 10th anniversary of saving the Police Force and the Hong Kong public.

A statutory body, the Council was created to ensure that each complaint received would be considered independently and judiciously. Each year, the Council reviews more than 1000 detailed reports on complaints submitted by the Complaints Against Police Office. After a careful review of each investigator's reports, the Council will consider making recommendations to the Police. Its goal is to enhance the work procedures of the Police, as well as the public's understanding of police work, while reducing complaints arising from misunderstandings.

Over the past ten years, the Council's operation has become more efficient and transparent, making a significant contribution to the handling of complaints against the Police. For that, I am truly grateful.

I think the Independent Police Complaints Council for its dedication and its commitment to Hong Kong. Rest assured, my Government will continue to support its essential work on behalf of the Police and the people of Hong Kong.

Carrie Lam
Ms. Carrie Lam
Chief Executive
Hong Kong Special Administrative Region

行政長官賀辭
Message from the Chief Executive

政務司司長賀辭
Message from the Chief Secretary for Administration

Since its establishment in 2009, the Independent Police Complaints Council (IPCC) has all along steadfastly maintained its impartiality and upheld the principle of impartiality and integrity in fulfilling its statutory functions vigorously. The IPCC has safeguarded unwaveringly the police complaint system of Hong Kong that is fair, just and accountable, making enormous contribution to Hong Kong.

Over the years, the IPCC has truly maintained its neutrality and unbiased position in observing, monitoring and reviewing complaints against the police in a transparent and efficient manner. In addition to ensuring thoroughly investigation reports submitted by the Complaints Against Police Office of the Hong Kong Police Force, it also offered valuable advice to improve police practices and processes through formulating a macro analysis of complaint cases submitted to the police, with a view to assisting the police in enhancing their service quality.

In recent years, the Council has stepped up its public education and promotion efforts and strengthened community engagement to enhance public understanding of its functions.

I would like to express my warmest appreciation to the IPCC for its remarkable achievements over the past decade, and look forward to its continuous contribution to the betterment of Hong Kong in partnership with the Hong Kong Special Administrative Region Government and all quarters of society.

Matthew Chan (Chan)
Chief Secretary for Administration
Hong Kong Special Administrative Region

政務司司長賀辭
Message from the Chief Secretary for Administration

保安局局長賀辭
Message from the Secretary for Security

The Independent Police Complaints Council (IPCC), since its inception as a statutory body in 2009, has stood fast to its mission of comprehensive monitoring and reviewing the handling and investigation of complaints by the Complaints Against Police Office, and doing so in a fair, just and impartial manner. Coping with many new challenges brought by the ever changing and complex social circumstances is no small feat. The IPCC has been working unwaveringly to firmly uphold the principle and mission of fairness and justice.

The IPCC has to process over one thousand investigation reports every year. Notwithstanding the heavy workload, over the years the IPCC has put forward a number of practical recommendations for improving police processes and procedures. Based on its exchanges with various stakeholders and its close scrutiny of complaints, the HKSAR Government attaches great importance to the work of the IPCC, and will as always ensure it has adequate resources to discharge its statutory duties.

The 10th anniversary of the IPCC marks an important milestone. On this occasion, I would like to extend my heartfelt gratitude to all Members, Observers and Secretariat staff who have served the IPCC. With exemplary dedication, they have helped the IPCC fulfil its statutory functions, while building public confidence in the independence and integrity of our police complaint system.

John Lee
John Lee
Secretary for Security
Hong Kong Special Administrative Region

保安局局長賀辭
Message from the Secretary for Security

監警會專題審視工作 The IPCC Thematic Study



監警會於2020年5月15日發表了關於2019年6月起《逃犯條例》修訂草案引發的大型公眾活動及相關的警方行動專題審視報告。

On 15 May 2020, the IPCC published its Thematic Study Report on the Public Order Events arising from the Fugitive Offenders Bill since June 2019 and the Police Actions in Response.

自2019年6月起，香港面對了當代最大的公共安全挑戰。特區政府在2019年年初向立法會提交《逃犯及刑事事宜相互法律協助法例（修訂）條例草案》（《逃犯條例》修訂草案），觸發連串大規模示威活動。雖然政府在2019年9月初正式撤回《逃犯條例》修訂草案，但示威活動仍然持續，直至2020年年初新型冠狀病毒病疫情在港爆發。警方處理大型公眾活動期間所採取的相應行動，衍生超過1,800宗須匯報投訴和須知會投訴。

有見及此，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(2)條所賦予的權力，在2019年7月決定展開一項專題審視工作，涵蓋這段期間的數個主要大型公眾活動及選定議題，以了解大型公眾活動的全貌。專題審視工作旨在協助會方履行《監警會

Since June 2019, Hong Kong has faced its most challenging public order situation in a generation. The widespread protests were triggered by the Fugitive Offenders and Mutual Legal Assistance in Criminal Matters Legislation (Amendment) Bill (Fugitive Offenders Bill) which the Government introduced into the Legislative Council in early 2019. Despite the Government's formal withdrawal of the Fugitive Offenders Bill in early September 2019, the protests persisted until the COVID-19 pandemic began to afflict Hong Kong in early 2020. Actions taken by the Police in the course of handling the public order events (POEs) have given rise to over 1,800 Reportable Complaints and Notifiable Complaints.

In view of such circumstances, the IPCC made a decision in July 2019 to carry out a Thematic Study covering several public order incidents and selected issues in the period pursuant to section 8(2) of the IPCC Ordinance (IPCCO), with the aim of gaining a broad picture of POEs. The Study is intended to facilitate the Council in performing its function under section 8(1)(a) of the IPCCO to review related Reportable Complaints investigation reports based on evidence and in a fair and impartial

條例》第8(1)(a)條賦予的職能，以證據為依歸，公平、公正及不偏不倚地審視相關的須匯報投訴調查報告。專題審視工作亦有助會方履行《監警會條例》第8(1)(c)條，找出在警隊採納的常規或程序中，已經或可能會引致須匯報投訴的缺失或不足之處，適時向警務處處長（處長）或行政長官，或兼向上述兩者作出建議。專題審視工作是在監警會的法定權力範圍內進行，目的在於釐清事實，而非調查個別警務人員行動期間的行為。

監警會採用全方位策略審視持續十個月的大型公眾活動及相關議題。首先，監警會檢視會方的法定權力及限制，以確保會方在法定權限的規範下進行專題審視工作（第二章）。專題審視工作亦包含概覽（第四章）及投訴摘要（第五章），闡述示威活動的全貌及衍生的投訴。

對於監警會而言，專題審視工作的龐大規模及複雜程度均是前所未有的。會方面對的其中一項挑戰是需要獲取大量資料，以重組和釐清大型公眾活動的事實及時序。專題審視工作獲得行政長官及處長全力支持 and 配合，承諾提供一切所需資源及資料，以協助會方進行專題審視工作。自專題審視工作開展以來，監警會一直與警方聯繫，並六度到訪不同的警隊單位，以進一步了解警方的運作。警方充分支持專題審視工作，並向監警會提供各類資料，包括文件、錄影片段和控制台紀錄等。

manner. It is also intended to facilitate the Council in identifying any practice or procedure adopted by the Police that has led to or might lead to Reportable Complaints, and to make timely recommendations to the Commissioner of Police (Commissioner) or the Chief Executive or both of them in accordance with section 8(1)(c) of the IPCCO. Conducted within the IPCC's statutory framework, this Thematic Study is a fact-finding exercise and not an attempt to address the conduct of individual officers in the course of actions.

The IPCC adopted a holistic approach in reviewing the events and issues in the ten-month long protest. First and foremost, the Council visited its statutory powers, constraints and limitations to ensure it was acting within the statutory remit in approaching the Study (Chapter 2). The Study also gave a full picture of the protests and the complaints they generated in an overview (Chapter 4) and a complaint synopsis (Chapter 5).

The Thematic Study was unprecedented for the IPCC in terms of its magnitude and complexity. One of the challenges was the massive information needed in order to reconstruct and ascertain facts and chronology of the POEs. The Thematic Study had received full support and cooperation from the Chief Executive and the Commissioner who pledged to provide all necessary resources and information to facilitate the Study. Since the beginning of the Study, the IPCC has been in liaison with the Police and paid six visits to different Police units to understand more about their operations. The Police have been supportive and provided the IPCC with various materials including documentary materials, video footages and console records.



監警會委員赴警察機動部隊總部，視察人群管理特別用途車的操作，以及防暴警員設備和武器的使用示範。

IPCC Members visited the Police Tactical Unit Headquarters to observe operations of the Specialised Crowd Management Vehicles as well as demonstration on equipment and use of weapons by riot police officers.

此外，其他政府部門、公營機構及公眾人士亦響應監警會呼籲，透過會方的專屬電郵、熱線和即時通訊平台，自願提供相關資料。經過上述方式，監警會取得超過1,350篇新聞報道、650小時錄影片段，以及從公眾人士獲取一共23,550張圖片及22,533段錄影片段 / 連結，以進行專題審視工作。

由嚴重投訴個案委員會主席、運作及程序諮詢委員會主席、宣傳及意見調查委員會主席及法律事務委員會主席組成的督導委員會，帶領秘書處專案組，仔細審視會方收集到的大量資料，並謹慎地核證有關資料，重組相關事實和時序。會方為專題審視工作共召開34次內部會議及簡報會。

會方挑選出六個特定日子發生的事件進行審視，包括2019年6月9日、6月12日、7月1日、7月21日（元朗事件）、8月11日（葵芳站及太古站事件）及8月31日（太子站事件）（第七章至第十二章）。挑選這六個日子是基於當中涉及的投訴個案眾多，以及事件受到公眾高度關注。此外，報告亦涵蓋兩項受公眾關注的議題，包括警方在大型公眾活動期間的身份識別問題（第十三章），以及新屋嶺扣留中心的拘留安排（第十四章）。

In response to IPCC's appeal for relevant information, much information has also been provided voluntarily by other government departments, public institutions, members of the public via the IPCC's dedicated email, hotline, and instant messaging platform. Through the said channels, the IPCC was able to carry out the Study with the benefit of more than 1,350 news articles and 650 hours of video footage, as well as a total of 23,550 photo attachments and 22,533 video attachments / links received from the public.

Led by the Task Force Steering Group (TFSG) comprising Chairmen of Serious Complaints Committee, Operations Advisory Committee, Publicity and Survey Committee, and Legal Committee, a special task force from the Secretariat meticulously looked into the enormous amount of information collected and carefully verified the information to enable the reconstruction of relevant facts and chronology. A total of 34 internal meetings and briefings in relation to the Study were held.

Six incident days were identified including 9 June 2019, 12 June 2019, 1 July 2019, 21 July 2019 (Yuen Long Incident), 11 August 2019 (Kwai Fong Station and Tai Koo Station Incident) and 31 August 2019 (Prince Edward Station Incident) (Chapters 7 to 12) because of the number of complaints clustered around and the public concern expressed on them. In addition, the Study also included two other topics of public interest including Police identification during POEs (Chapter 13), as well as detention arrangement at San Uk Ling Holding Centre (Chapter 14).

監警會委員赴新屋嶺扣留中心視察。
IPCC Members visited San Uk Ling Holding Centre.



除了釐清事實，監警會亦檢視現行法例、警隊的《程序手冊》以及相關的國際標準和慣例。就警員身份識別議題，會方委託英國基爾大學的研究人員，就相關國際慣例撰寫研究報告。這項研究的主要目的是把本港現行的警員身份識別制度，與一些法律制度及警務制度均與香港相若的國家所採取的標準進行基準比較。會方亦委託倫敦大學學院及香港中文大學傳播與民意調查中心的獨立學者，就警務人員及公眾人士對自己及對方的觀感進行調查研究（第十五章）。這些研究有助會方從宏觀角度審視大型公眾活動，以有效履行《監警會條例》第8條賦予的法定職能。

Further to fact-finding, the IPCC also examined the existing applicable laws and manuals of the Force as well as relevant international standards and practices. In relation to the issue of police identification, the IPCC commissioned researchers of Keele University in the United Kingdom to produce a research report on international practices regarding the issue. The primary objective of the research is to benchmark the current police identification practice against existing standards in countries with legislative and policing structures similar to those in Hong Kong. The IPCC also commissioned independent academics from the University College London and the Centre for Communication and Public Opinion Survey of The Chinese University of Hong Kong to conduct surveys on police officers' and public's perceptions on themselves and towards each other (Chapter 15). These studies provide the broad picture of the POEs and perspective to the situation for the IPCC's effective performance of its statutory duties under section 8 of the IPCCO.



除了收集各方資料，監警會亦主動委託香港中文大學傳播與民意調查中心的獨立學者，進行調查研究關於公眾人士對示威者及警方在大型公眾活動中行為的觀感。

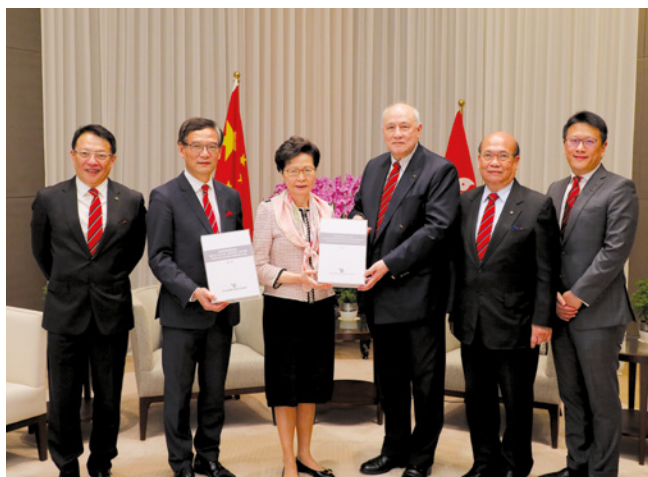
Apart from collecting information from various sources, the IPCC proactively commissioned independent academics from the Centre for Communication and Public Opinion Survey of The Chinese University of Hong Kong to conduct a study on public perception of protesters and the Police's actions during the POEs.

鑒於專題審視工作規模龐大，性質前所未有，因此監警會請來國際專家小組，成員包括前任警隊管理層人員及監察機構人員，以及曾經參與有關大型公眾活動警務工作研究的學者。在研究初期，國際專家小組就收集及分析資料的方式及研究方法，與會方交流意見，並分享過往在大型公眾活動期間監察警方的海外經驗。

In view of the extraordinary scale and unprecedented nature of the Study, the IPCC engaged an International Expert Panel (IEP) with members comprising former police management personnel and police oversight bodies, as well as academics who had involved in large-scale research on public policing matters. In the initial stage of the Study, IEP exchanged their views with the Council on the approach and methodology in data collection and analysis, as well as their overseas experiences in police oversight during POEs.

監警會全力進行專題審視工作期間，一名市民在2019年年底申請司法覆核，挑戰監警會是否有法定權力進行專題審視工作。高等法院在2020年4月頒下判詞，裁定監警會的專題審視工作是在《監警會條例》賦予的法定權限內進行。

While the IPCC proceeding with the Thematic Study at full speed, a citizen filed an application for judicial review at the end of 2019 with respect to the Council's authority to conduct the Study. Judgement handed down by the High Court in April 2020 affirmed that the conduct of the IPCC's Thematic Study was within the remit of the IPCCO.



梁定邦主席（右三）在專案組督導委員會成員謝偉銓副主席、陳錦榮先生（左二及一）、許宗盛先生、藍德業資深大律師（右二及一）陪同下向行政長官（左三）提交報告。

Council Chairman Dr Anthony Neoh (third from the right), accompanied by TFSG Members – Vice Chairman the Hon Tony Tse Wai-chuen, Mr Clement Chan Kam-wing (second & first from the left), Mr Herman Hui Chung-shing, and Mr Douglas Lam Tak-yip, SC (second & first from the right) – submitted the Thematic Study Report to the Chief Executive (third from the left).



監警會秘書長俞官興先生（左二）及副秘書長（行動）梅達明先生（左一）遞交報告予時任警務處監管處處長劉賜蕙女士（右二）及時任助理處長（服務質素監察部）簡啟恩先生（右一）。

Mr Richard Yu (Secretary-General) (second from the left) and Mr Daniel Mui (Deputy Secretary-General, Operations) (first from the left) delivered the Thematic Study Report to Ms Lau Chi-wai, Edwina (the then Director of Management Services of the Police Force) (second from the right) and Mr Kan Kai-yan, Andrew (the then Assistant Commissioner of Police [Service Quality Wing]) (first from the right).

2020年5月15日，監警會根據《監警會條例》第30條向行政長官提交專題審視報告，並在同日向公眾發布報告。這份完整、具前瞻性的報告共有16個章節，旨在讓警隊汲取教訓，並於將來行動時可作出改善。監警會一共作出52項建議，協助處長檢視警方的戰術和策略。這些建議聚焦改善大型公眾活動的警務行動，涵蓋以下議題：（一）風險評估；（二）檢討武力使用指引及人員培訓；（三）需要更佳的科技能力；（四）需要適時及有效的溝通；（五）與傳媒合作；（六）合適的系統設施；（七）法律諮詢組；及（八）維持公眾信任。

On 15 May 2020, the IPCC submitted the Thematic Study Report to the Chief Executive pursuant to section 30 of the IPCCO and released the Report to the public on the same day. The 16-chapter Report is a full, forward looking report with an aim to capture lessons learnt by the Police Force for operational improvements in the future. A total of 52 recommendations were made by the IPCC with an objective to assist the Commissioner in his review of tactics and strategy. The improvement recommendations were mainly focussed on how public order policing might be improved within the following themes: (a) assessment of risks; (b) reviewing guidelines for use of force and training of officers; (c) need for better technological capacity; (d) need for timely and effective communications; (e) co-ordination with media; (f) systems fit for purpose; (g) legal advisers office; and (h) maintaining public trust.



梁定邦主席和專案組督導委員會成員以及秘書長主持了多次新聞發布會，向公眾闡述會方專題審視工作的最新進展。

Dr Anthony Francis Neoh (Chairman), Members of the TFSG and Secretary-General hosted numerous media briefings to update the public on the progress of the Thematic Study undertaken by the Council.

專題審視報告獲公眾廣泛關注及媒體報道，超過50家本地及海外傳媒機構在報告發表當天出席記者會。在專題審視報告的製作期間及發表後，監警會主席和專案組督導委員會的成員分別接受25個傳媒專訪，闡釋報告內容以及分享會方進行專題審視工作的過程。截至2020年8月，監警會網站上的專題審視報告網上版本錄得接近130,000次下載紀錄。

The Report attracted wide interest and media coverage with more than 50 local and worldwide media organisations attended the press conference. During the development and after the publication of the Report, Council Chairman and Members of the TFSG attended 25 media interviews to elucidate the Report and the work/process involved in conducting the Study. As of August 2020, about 130,000 downloads were recorded for the online version of the Report available on the IPCC website.



報告發表後，梁定邦主席及專案組督導委員會成員馬不停蹄接受多間傳媒專訪，闡述報告中會方對警方行動的觀點及改善建議。

Following the publication of the Thematic Study Report, Dr Anthony Neoh (Chairman) and Members of the TFSG took a number of feature interviews to elucidate the observations and improvement recommendations made on police actions in the Report.

行政長官接納專題審視報告的全部建議，她表示報告「全面、客觀，並以事實為基礎，極有分量」。保安局局長成立並親自督導專責小組，跟進會方作出的52項建議，並向行政長官匯報進展。

The Chief Executive accepted all the recommendations in the Report. She further commented that the Report was “comprehensive, objective, fact-based and weighty”. A task force steered by Secretary for Security has been formed to follow up on the 52 recommendations and report progress to the Chief Executive.

監警會將透過現行平台 / 機制，例如運作及程序諮詢委員會以及監警會與警方定期舉行的聯席會議，密切監察警方就各項建議的實施進度。與此同時，會方將繼續監察警方就個別投訴個案的處理，以確保有關投訴個案以證據為依歸，公平、公正地處理。

The IPCC will closely monitor the implementation of the recommendations by the Police through the prevailing platforms / mechanisms such as the Operations Advisory Committee and regular Joint Meetings with the Police. In parallel, the IPCC will continue the monitoring of Police’s handling of individual complaints in a fair, impartial and evidence-based manner.