





服務質素改善建議  
Service Quality  
Improvement Initiatives

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## 改善建議 Recommended Improvements

除了審慎觀察、監察和覆檢警方處理和調查須匯報投訴的工作，以化解投訴人真誠地向警務人員反映的不滿外，香港兩層架構投訴警察制度的最終目標是提升警方的服務質素，從而減少投訴，並加強公眾對投訴制度的信心。

為達成目標，監警會根據《監警會條例》第8條(1)(c)，在嚴謹的投訴審核程序中找出警隊常規或程序可作改善的地方，並透過「服務質素改善建議」機制，向警方適時提供切實可行的建議。

在報告期內，會方合共提出24項改善建議[詳見第63頁]，以優化警隊的常規和程序，當中不少與市民的日常生活息息相關。這些改善建議涵蓋的範疇包括：(一) 優化刑事調查及交通執法行動的程序；(二) 加強培訓，以確保前線警務人員就公眾人士採取執法行動時，妥善記錄行動的理據；以及(三) 運用科技和新設備，例如使用隨身攝錄機和電子定額罰款通知書，以優化日常警務工作。

以下是監警會於過往及報告期內提出的服務質素改善建議例子：

- (1) 優化處理懷疑有缺點車輛的程序
- (2) 加強隨身攝錄機的應用
- (3) 與懲教署建立更有效的溝通機制，以確保妥善收發在囚人士提交的「求警協助表格」
- (4) 精簡處理輕微投訴的程序並儘速處理蓄意作出的虛假投訴

Apart from meticulously observing, monitoring and reviewing the handling and investigation of Reportable Complaints by the police to address complainants' genuine grievances against police officers, the ultimate goal of the two-tier police complaints system in Hong Kong is to enhance the service quality of the police, thereby reducing complaints and strengthening public confidence in the complaints system.

To achieve this goal, the IPCC identifies possible areas of improvement in police practices or procedures during the stringent case examination and makes timely and practical recommendations to the police via the Service Quality Improvement Initiative (SQII) mechanism pursuant to section 8(1)(c) of the IPCC Ordinance.

During the reporting period, the Council made a total of 24 SQIIs [refer to Page 63] to enhance police practices and procedures, many of which are closely linked to the daily life of the general public. The SQIIs cover areas including (i) enhancing procedures in crime investigation and traffic enforcement actions; (ii) reinforcing training for frontline officers to make proper records to account for their actions when dealing with members of the public; and (iii) making use of technology and new equipment, such as the Body Worn Video Cameras and e-ticketing to optimise daily policing.

Below are some examples of IPCC's SQIIs put forward in the past and during the reporting period:

- (1) Enhance procedures for handling suspected defective vehicles
- (2) Enhance the use of Body Worn Video Cameras
- (3) Establish a more effective communication protocol with Correctional Services Department for ensuring the safe transmission of inmates' "Request for Police Assistance Forms"
- (4) Streamline procedures for handling minor complaints and promptly handle knowingly made false complaints



## 1. 優化處理懷疑有缺點車輛的程序

## 1. Enhance Procedures for Handling Suspected Defective Vehicles



照片來源：星島日報

Photo Credit: Sing Tao Daily

有缺點或經非法改裝的車輛不僅對道路使用者的安全構成威脅，更可能引致交通事故，造成嚴重人命傷亡。因此，警務人員必須具備足夠能力識別車輛懷疑有缺點或經非法改裝的地方，並要求車主及時修正。

Vehicles with defects or illegal alterations pose threat to the safety of road users and may cause serious casualties in traffic accidents. It is therefore of paramount importance for police officers to be capable of identifying suspected defects or illegal alterations on vehicles and demand the vehicle owners to rectify the defects or illegal alterations promptly.

根據《道路交通條例》第79條，警方有權向車主發出「車輛檢驗命令」，以確定其車輛是否與登記冊內所載資料相符，或適宜在道路上行駛，部分被命令須檢驗的車輛經運輸署檢驗後未有發現任何缺點或非法改裝的情況。其中一個原因可能是車主將車輛送交檢驗前，已事先修正有關缺點。面對這種情況，若前線警務人員配備攝影機或智能手機等科技設備，便可即場保存證據，並避免出現有關警務人員濫用職權要求車輛進行檢驗的指控。

According to s79 of Road Traffic Ordinance (RTO), the police is vested with power to serve vehicle owner a Vehicle Examination Order (VEO) to have his/her vehicle examined for the purpose of ascertaining whether it accords with its registered particulars or is roadworthy. In some cases, however, no defect or illegal alteration was found after examination by the Transport Department (TD). One possible reason is that the alleged defects might have been rectified by the car owners before the vehicle examination. In such cases, if frontline police officers had been equipped with device such as camera or smartphone to preserve evidence at the scene, allegations of officers abusing authority to cause the vehicles to be examined can be avoided.

在一宗投訴個案中，一名女警懷疑一輛高性能車輛有缺點並經非法改裝，惟該名女警並無即場拍攝照片記錄車輛懷疑有缺點的地方，包括(一)加裝的擾流器、(二)不合規格的座位，以及(三)懸掛在車頭防撞槓上的玩偶狀物件。她返回警署後，就該車輛的缺點填寫「欠妥車輛報告」(報告)，並交予交通部執行及管制組行動支援小隊一名高級督察作進一步處理。該高級督察其後將報告轉交予運輸署，由運輸署向車主(即投訴人)發出「車輛檢驗命令」，要求他檢查車輛以確定是否有任何非法改裝的情況。

It was noted from a complaint case that a high-performance vehicle with suspected defects and illegal alterations were observed by a Woman Police Constable (WPC). However, the WPC did not take any photos of the suspected defects found on the vehicle on the spot, including (i) an additional spoiler, (ii) improper seats, and (iii) a doll-like object being hung on the front bumper. When she returned to the police station, she filed a Defective Vehicle Report (DVR) on that vehicle and passed the same to a Senior Inspector (SIP) of the Operational Support Sub-Unit Commander of Enforcement & Control Division of the Traffic Formation for further processing. The SIP then referred the DVR to the TD to cause a VEO to be issued to the vehicle owner — the complainant (COM), requiring him to have his vehicle examined to ascertain whether any illegal alteration had been made.

在一個多月後，投訴人將車輛送交檢驗，惟經檢驗後並無發現車輛有任何缺點或經非法改裝的情況。投訴人稱其車輛從未出現警方所指的缺點或改裝情況，於是投訴該女警提交「欠妥車輛報告」的決定並無理據[指控：濫用職權]。由於投訴人有可能在將車輛送交檢驗前，已預先將女警於事發當日觀察到的缺點加以修正，投訴警察課遂把指控分類為「無法證實」。

為向監警會委員提供更多資料，以助審核投訴個案，會方根據《監警會條例》第20條邀請該名女警及高級督察出席監警會會面。在會面過程中，二人能夠釐清警方決定對投訴人車輛提交「欠妥車輛報告」的情況，並闡明處理懷疑有缺點車輛的警隊工作常規和程序。然而，他們未能提供獨立及實質證據來支持他們的說法以及當日所採取的行動。由於會面後仍然未有獨立證據證明該名女警有否犯錯，因此該課維持指控分類為「無法證實」。儘管如此，監警會與該名女警和高級督察會面後發現：

- (一) 提供予前線警務人員以協助他們識別有缺點和/或經非法改裝的車輛的訓練和支援未見足夠；
- (二) 並非所有前線警務人員隨身配備警方派發的攝影器材，用作即場拍攝懷疑有缺點或經非法改裝的車輛，以致無法保留證據支持他們的觀察；以及
- (三) 在警方提交報告後，運輸署不會回覆警務人員所觀察的缺點或非法改裝情況是否恰當。因此，發出報告的警務人員無法得知其觀察或知識是否正確。

就此，監警會建議警方為前線警務人員提供(一)更系統化的培訓，以識別有缺點或經非法改裝的車輛，以及(二)合適的隨身攝錄裝置，以助保存證據。

Over one month later, COM arranged for his vehicle to be examined. The examination, however, did not find any defects or illegal alterations on the vehicle. COM argued that none of the alleged defects or alterations had ever existed on his vehicle, and complained that the WPC had filed the DVR without justification [Allegation: Unnecessary Use of Authority]. CAPO classified the allegation as “Unsubstantiated” on the ground that it could not rule out the possibility that the alleged defects as observed by the WPC on the incident day might have been rectified by COM before the vehicle examination.

With a view to providing information and assistance to Council Members in examining the complaint case, the WPC and the SIP were invited to attend IPCC Interviews pursuant to section 20 of the IPCCO. In the interviews, they clarified the circumstances surrounding the decision to file a DVR against COM’s vehicle, and the overall police practice and procedure related to the handling of suspected defective vehicles. Yet they could not provide substantial independent evidence to support their versions and the action taken. As a result, the allegation remained “Unsubstantiated” for lack of independent evidence to prove if the WPC was at fault or not. Nevertheless, the IPCC Interviews with the WPC and the SIP revealed that:

- (i) Frontline officers’ training and support to assist them in identifying defects and/or illegal alterations on vehicles were deemed inadequate;
- (ii) Not all frontline officers were equipped with force-issued cameras on-duty to take photos of suspected vehicle defects or illegal alterations on the spot; hence they were unable to retain evidence to support their observations; and
- (iii) Following the submission of the DVR to TD, the police did not receive any feedback from TD as to whether the defects or illegal alterations the officers had observed were justified. The officer who issued the DVR would therefore not know if his or her observations or knowledge were correct or not.

Accordingly, the IPCC recommended the police to provide frontline officers with (i) more structured training in identifying vehicle defects or illegal alterations, and (ii) appropriate personally equipped recording devices to preserve evidence.

因應監警會的建議，警方正逐步落實下列改善措施：

- (一) 交通總部與運輸署建立渠道，讓驗車主任就車輛檢驗結果提供意見。警方會將運輸署的意見刊登於交通總部每月出版的刊物《交通·通通識》，並計劃納入電子學習資源作培訓用途，讓前線警務人員掌握如何識別有缺點或經非法改裝的車輛；
- (二) 前線警務人員會於當值時盡量獲發智能手機，以便他們在有需要時對懷疑有缺點或經非法改裝的車輛拍攝照片作為佐證；以及
- (三) 運輸署與交通總部共同設計全新意見回饋表格，讓驗車主任能就警務人員所報告的缺點或非法改裝情況作出回應，以助警務人員汲取經驗。

在上述措施落實後，會方相信前線警務人員能更有效地針對懷疑有缺點或經非法改裝的車輛採取執法行動，從而保障道路使用者的安全，並減少投訴。監警會將繼續跟進警方的行動，以及相關改善措施的落實情況。

In response, the police will put in place the following improvement measures by phase:

- (i) The Traffic Branch Headquarters (TBHQ) has established with TD a channel for receiving feedback from Vehicle Examiners. Their observations on vehicle examination results will be published in the monthly “Traffic Bulletin” to keep frontline officers abreast of how to identify defects or illegal alterations on vehicles. TBHQ is also considering to compile an e-Learning package on the subject;
- (ii) Force-issued smartphones, as far as practicable, will be made available to on-duty frontline officers for taking photos of suspected defects or illegal alterations observed on vehicles as supporting evidence, wherever appropriate; and
- (iii) TD, in collaboration with TBHQ, has designed a new feedback form for Vehicle Examiners to return their observations on the defects and illegal alterations reported by the police officer so that the officer would learn from the experience.

By implementing these measures, it is expected that frontline officers will be in a better position to carry out enforcement action on vehicles with suspected defects or illegal alterations, thereby protecting the safety of road users and reducing complaints. The IPCC will continue to follow up the actions taken by the police and the implementation of the enhancement measures.

## 2. 加強隨身攝錄機的應用

## 2. Enhance the Use of Body Worn Video Cameras



照片來源：星島日報

Photo Credit: Sing Tao Daily

隨身攝錄機可用作記錄衝突場面、已出現或可能出現破壞社會安寧的事件。相關記錄片段既可用作後續刑事訴訟的證據，亦有助緩和激烈場面。警方於2013年就在本港引入隨身攝錄機展開可行性研究。為確保引入隨身攝錄機符合法例規定，警方分別諮詢律政司和個人資料私隱專員公署，並自2013年3月起進行實地測試，向前線警務人員收集意見，以評估隨身攝錄機的成效。

警方於2017年的聯席會議上，向監警會匯報使用隨身攝錄機的情況。結果顯示，警務人員配備隨身攝錄機後，可在近九成衝突場面中緩和激進行為，有助警民之間保持理性溝通。

警方一直研究運用科技以提升警務人員的專業能力。監警會支持前線警務人員使用隨身攝錄機，並鼓勵警方在日常工作中更廣泛地使用隨身攝錄機，同時就如何善用隨身攝錄機，以提高執法和調查投訴成效向警隊提出建議。截至2020年底，警方已採購逾一萬部隨身攝錄機，提供予前線巡邏警員使用。會方對於警隊廣泛使用隨身攝錄機表示歡迎，並認為這可在三方面帶來好處：首先，隨身攝錄機有助提高警方行動的透明度和問責性；其次，隨身攝錄機可有效阻止激進行為；最後，監警會可借助隨身攝錄機片段，了解警民接觸期間引致投訴的情況。

Body Worn Video Cameras (BWVCs) can be used to record confrontational scenarios or incidents in which a breach of the peace has occurred or is considered likely to occur. The footage can be used as evidence in subsequent criminal proceedings and deescalate a heated situation. In 2013, the police rolled out a feasibility study on the introduction of BWVCs in Hong Kong. To ensure that the introduction of BWVCs was consistent with legal requirements, the police consulted the Department of Justice and the Office of the Privacy Commissioner for Personal Data. The police introduced a field trial in March 2013 to collect feedback from frontline officers for the assessment of the effective use of BWVCs.

During a Joint Meeting held in 2017, the police presented findings on their use of BWVCs to the IPCC, which indicated that placing BWVCs on police officers improved the civility of police-citizen encounters, as nearly 90% of aggressive behaviour in confrontational situations could be deescalated.

Technology is one of the areas that the police have been exploring to enhance their officers' professional ability. The IPCC supported the use of BWVCs by frontline officers and encouraged a wider use of BWVCs in their daily policing duties and made suggestions to the force on how to better utilise BWVCs to enhance effectiveness of law enforcement and complaint investigation. By the end of 2020, the police had procured more than 10,000 BWVCs to equip frontline patrolling officers. The IPCC welcomes the wide adoption of BWVCs as it is advantageous in three aspects — first, BWVCs help enhance transparency and accountability of police actions; second, BWVC is an effective deterrent against aggressive behaviour; and third, with footage from BWVCs, the IPCC would know what happens in the police-citizen encounters that lead to complaints.

在近年個案中，部分投訴結果因應隨身攝錄機影片證據而分類為「並無過錯」。其中一個個案的投訴人指稱警務人員對他不禮貌，但隨身攝錄機影片證明有關指控絕非事實。在另一個案中，投訴人指稱警務人員未有依照他的要求出示委任證。隨身攝錄機影片顯示當時情況混亂，警務人員無法應要求立即出示委任證。影片亦顯示該名警務人員在待情況許可後，即向投訴人出示委任證。

在另一宗投訴個案，投訴人因拒絕在餐廳內佩戴口罩而與職員發生爭執。餐廳職員隨後報警，被投訴人（警長）及其他警務人員到場處理糾紛。由於投訴人當時情緒激動並懷有敵意，其中一名在場的警員遂開啟隨身攝錄機。經警方向餐廳職員查問，並檢視餐廳的閉路電視片段後，警員最終票控投訴人未有佩戴口罩。投訴人其後作出投訴，指稱被投訴人沒有向他解釋票控原因[指控：疏忽職守]。而投訴人向投訴警察課作出投訴後，並未有協助調查，但繳付了定額罰款。

儘管投訴人不再跟進投訴，但該課仍然檢視了警察記事冊的紀錄和隨身攝錄機影片，並會見了餐廳職員。隨身攝錄機影片顯示投訴人當時向警務人員高聲叫喊，並在警務人員向他查問期間情緒激動。片段亦證明被投訴人已清楚向投訴人指出他未有遵守政府規定佩戴口罩。

投訴警察課根據隨身攝錄機影片將指控分類為「並無過錯」，監警會同意該結果。在隨身攝錄機的輔助下，監警會和投訴警察課均可客觀地釐清投訴個案的事實，所得影片亦可保護警務人員免遭惡意投訴。監警會將繼續留意前線警務人員使用隨身攝錄機的情況，並評估隨身攝錄機影片如何有效協助投訴警察課和會方得出公平公正的投訴分類結果。

In recent years, there were complaint cases endorsed with “No Fault” findings based on BWVC footage. One of these cases concerned a police officer who had allegedly treated a complainant impolitely but the BWVC footage rebutted the allegation. In another case, a police officer had allegedly failed to produce his warrant card upon the complainant’s request. The BWVC footage proved that the situation was chaotic at that moment which did not allow the police officer to show his warrant card immediately upon request. The footage also revealed that the police officer eventually showed his warrant card to the complainant when the situation allowed.

In another complaint case, a dispute erupted between the complainant (COM) and a restaurant staff member, as COM refused to wear a face mask in the restaurant. The restaurant staff called the police and a Sergeant (COMEE) and other police officers went to the restaurant to handle the dispute. As COM was emotional and hostile, one of the attending Police Constables (PCs) turned on BWVC. After making enquiries with the restaurant staff and examining the restaurant CCTV footage, the police issued a fixed penalty ticket to COM for failing to wear a face mask. COM later lodged a complaint, alleging that COMEE had failed to explain the reason for issuing the fixed penalty ticket to him. [Allegation: Neglect of Duty]. After lodging the complaint with CAPO, COM did not come forward to assist in the complaint investigation but settled the fixed penalty.

Although COM did not pursue the complaint, CAPO examined the notebook records, reviewed the BWVC footage, and interviewed the restaurant staff. The BWVC footage showed that COM had yelled at the police officers and behaved emotionally when they were making enquiries with him. The footage also showed that COMEE had clearly pointed out to COM his failure to comply with Government’s regulation to wear a mask.

Based on the BWVC footage, CAPO classified the allegation as “No Fault”, and the finding was agreed by the IPCC. With the aid of BWVCs, both the IPCC and CAPO could clarify facts of a complaint case in an objective manner, and the footage obtained could also protect police officers from complaints of malicious intent. The IPCC will continue to observe the use of BWVCs by frontline officers to gauge how BWVC footage would assist CAPO and the IPCC in reaching fair and just findings for complaint cases.



### 3. 與懲教署建立更有效的溝通機制，以確保妥善收發在囚人士提交的「求警協助表格」

### 3. Establish a more effective communication protocol with Correctional Services Department for ensuring the safe transmission of inmates' "Request for Police Assistance Forms"



警務人員除了在日常工作中要與市民接觸外，亦要與各政府部門緊密合作，處理不同範疇的公務，例如，警方與運輸署共同處理驗車程序等交通相關事宜；與社會福利署合作處理交通意外傷亡援助計劃的申請，以及就刑事調查向律政司尋求法律意見。監警會在審核投訴個案時，留意到警隊可進一步加強與部分政府部門之間的溝通機制，以促進警方與其他部門間的合作，並減低可能衍生投訴的機會。

在一宗個案中，投訴人被還押在荔枝角收押所（收押所），他曾因其他在囚人士對他數度作出威脅而多次請求警方協助。因此，懲教署在 10 個月內合共將八份求警協助表格（表格）以傳真方式發送至警署。然而，警方只確認收到其中一份表格，並曾就此派出一名刑事調查隊員前往收押所與投訴人會面。投訴人其後投訴警方未有處理餘下七份表格，導致其刑事案件的調查延誤。[指控：疏忽職守]

In addition to everyday encounters with members of the public during their work, police officers also need to work closely with various Government departments to handle a wide range of issues to serve the community. For instance, the police collaborate with the Transport Department on traffic related issues including vehicle examination procedures, with the Social Welfare Department in regard to the application of Traffic Accident Victims Assistance Scheme, and with the Department of Justice for seeking legal advice for crime investigation purpose. While examining complaint cases, the Council noted that protocols for certain interdepartmental communications between the police and other Governmental bodies could be further enhanced, to better facilitate police cooperation with them, as well as to reduce possible complaints.

In a complaint case, a detainee (COM) in Lai Chi Kok Reception Centre (LCKRC) had made multiple requests for police assistance in relation to a number of threats he had received from other inmates. Consequently, a total of eight Request for Police Assistance (RPA) Forms were sent via the Correctional Services Department (CSD) to a police station by means of facsimile transmission over a period of 10 months. However, the police confirmed having received only one of the eight RPA Forms, and deployed a crime team officer to interview COM at LCKRC. COM later lodged a complaint against the police's failure to handle the other seven RPA Forms, resulting in delay in investigation of his crime cases [Allegation: Neglect of Duty].

投訴警察課檢視懲教署提供的紀錄後，發現懲教署將八份表格以同一方式傳真至長沙灣警署（即收押所的所屬警區警署）。監警會和投訴警察課在權衡可能性後，均認為有關警署確實收到其餘七份表格，但負責接收表格的警務人員卻在未知的原因下，沒有把表格交予刑事調查隊再作處理。故此，投訴警察課將指控分類為「獲證明屬實」。

為提升服務質素，監警會建議警方與懲教署制定機制，確保警方妥為接收並處理由懲教署轉交的所有表格。

警方應監警會的建議，與懲教署設立查核機制跟進經傳真方式接收的表格。當表格傳真至警方後，懲教署會以電郵通知警方。警方隨後會回覆確認收妥表格，並轉交表格予負責單位再作跟進。上述建議將有助加強警方與懲教署的溝通和協調，並減少日後出現類似的投訴。監警會將繼續跟進警方的行動、相關優化程序的落實情況，以及警隊與其他政府部門之間的溝通機制。

After examining the records provided by CSD, CAPO found that CSD had faxed all eight RPA Forms to Cheung Sha Wan Police Station, which is the responsible police district where LCKRC was located. The IPCC and CAPO were of the view that, on the balance of probabilities, the police station concerned had indeed received the seven RPA Forms, but the officer(s) who received the forms, for unknown reason, had failed to pass them to the crime team for further handling. In view of this, CAPO classified the allegation as “Substantiated”.

From the perspective of service improvement, the IPCC made a recommendation to the police that a mechanism be established between CSD and the police to ensure that all RPA Forms sent from CSD would be duly received and processed by the police.

Upon the IPCC’s advice, the police and CSD set up a cross-check mechanism to follow up on the RPA Forms sent in by fax. After sending the RPA Form to the police by fax, CSD will notify the police by email. The police will then reply to confirm receipt of the RPA Form and pass it on to the responsible unit to follow up. The proposed changes will help strengthen communication and coordination between the police and CSD, and thereby minimise similar complaints in future. The IPCC will continue to follow up the actions taken by the police and the implementation of the enhanced procedures, as well as communication protocols between the police and other Government departments.

#### 4. 精簡處理輕微投訴的程序並儘速處理蓄意作出的虛假投訴

如上述三個例子所示，監警會除了提出切實可行的建議協助警方提升服務質素外，亦一直與投訴警察課緊密合作，精簡處理投訴的程序，務求以有效及便捷方式調查並審核所有投訴個案。

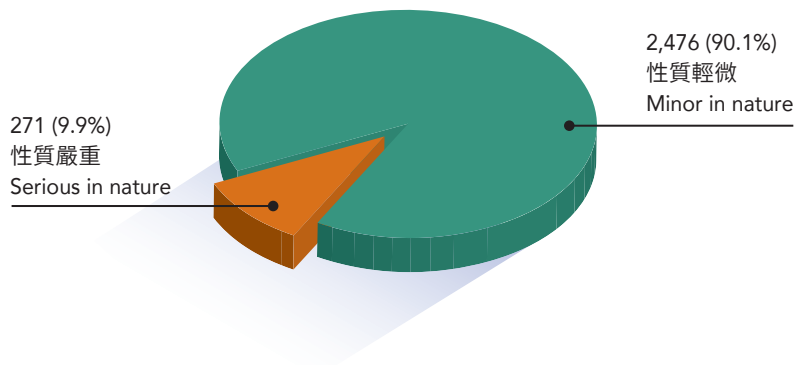
##### (一) 精簡處理輕微投訴的程序

#### 4. Streamline Procedures for Handling Minor Complaints and Promptly Handle Knowingly Made False Complaints

In addition to enhancing service quality of the police by making practical recommendations as illustrated in the three examples above, the IPCC has been working closely with CAPO to streamline the complaint handling process so as to ensure that all complaints will be investigated and examined as efficiently and effectively as possible.

##### (i) Streamline Procedures for Handling Minor Complaints

2021/22年度通過的指控逾九成性質輕微  
Over 90% allegations endorsed in 2021/22 were minor in nature



監警會注意到在 2021/22 年度通過的指控中，逾九成性質輕微，包括「行為不當／態度欠佳／粗言穢語」（1,307 項）和「疏忽職守」（1,169 項）。會方從善用資源的角度出發，認為符合公眾利益的做法，是將資源集中投放在指控性質較嚴重或需要深入調查的個案，以確保有限的公共資源用得其所。有見及此，投訴警察課和監警會共同檢視並優化處理輕微投訴的程序，當中涵蓋四大範疇：

- (一) 要求投訴人在投訴時提供完整、準確的個人資料；
- (二) 運用網上會議軟件等新技術，與被投訴人進行會面，以加快調查過程；
- (三) 精簡「透過簡便方式解決投訴」的工作流程；以及

It came to the IPCC's attention that over 90% of allegations endorsed in 2021/22 were minor, including "Misconduct/Improper Manner/Offensive Language" (1,307 allegations) and "Neglect of Duty" (1,169 allegations). From the perspective of resource optimisation, the Council deems that it is in the public interest to allocate resources to cases that are more serious in nature or require thorough investigation so that the limited public resources are used more proportionally. In view of this, CAPO and IPCC reviewed and enhanced the procedures for handling minor complaints, in four key ways:

- (i) requiring complainants to provide full and accurate personal particulars when filing complaints;
- (ii) employing new technology, such as online meeting software, to conduct interviews with complainees in order to expedite the investigation processes;
- (iii) streamlining the workflow of cases handled by Informal Resolution; and

(四) 邀請被投訴人的上級出席「透過簡便方式解決投訴」的會面，加強督導和問責。

上述措施有助提升投訴警察課的調查效率，以至整個投訴制度的成效，使公共資源得以有效運用。

## (二) 儘速處理蓄意作出的虛假投訴

為善用公共資源，投訴制度亦應集中處理真誠作出的投訴，而非惡意投訴。因此，迅速處理虛假投訴亦十分重要。

在報告期內，共有62項指控被分類為「虛假不確」，與上年度的36項相比，按年增加72%。

在這62項的指控中，共48項是通過司法程序解決後，被列作「虛假不確」。監警會注意到部分個案的投訴人首先在警方調查刑事案件期間作出指控，其後基於抗辯上的需要在法庭提出這些指控。然而經法庭判決後，該些指控最終證實為「虛假不確」。

在一宗經法庭審訊證實指控為「虛假不確」的投訴個案中，投訴人被警方拘捕，並落案起訴「盜竊罪」。投訴人其後作出投訴，指在警署扣留時遭警務人員毆打。然而，投訴警察課調查後發現，羈留室的閉路電視拍攝到投訴人自行撞向走廊牆壁的過程，證明投訴人被警務人員毆打的說法絕非真確。

警方在徵詢法律意見後，落案起訴投訴人「虛報有人犯罪」。投訴人在庭上同時承認「盜竊罪」和「虛報有人犯罪」兩項控罪，分別被判監禁三個月和四個月。根據法庭判決，投訴警察課把指控歸類為「虛假不確」。

投訴警務人員是嚴肅的事情。若果投訴警察課發現有足夠證據證明投訴人在調查期間故意作出虛假投訴，該課會一如上述例子，對投訴人採取刑事行動追究。然而，由於資源有限，加上罪行設有六個月的檢控法定時限，該課以往無法對所有故意作出虛假投訴的投訴人提出刑事檢控，但會向這些投訴人發出警告信。為維護整個投訴制度，防止濫用情況出現，監警會建議警方檢討投訴處理的程序，讓該課可調配

(iv) inviting complainees' supervisors to attend Informal Resolution interviews with a view to strengthening supervision and accountability.

The above initiatives have improved not only the efficiency of CAPO's investigation but also the effectiveness of the complaints system. As a result, the public resources are better deployed.

## (ii) Promptly Handle Knowingly Made False Complaints

With respect to optimisation of public resources, it is also important to ensure that the complaint system can focus on dealing with complaints made in good faith, instead of those made with malicious intent. Hence, the prompt handling of false complaints is also of vital importance.

During the reporting period, there were 62 allegations classified as "False", representing a year-on-year increase of 72% over the 36 such allegations in the previous year.

Of the 62 "False" allegations, 48 were resolved based on court rulings. The IPCC noted that in some of the cases, allegations were made initially by complainants while their criminal cases were under police investigation. These allegations were later raised in court as a line of defence and proved to be "False" after judicial proceedings.

In one of such complaint cases involving an allegation proven as "False" after it was judicially resolved, the complainant (COM) was arrested and charged with "Theft" by the police. COM lodged a complaint alleging that a police officer had assaulted him during his detention in the police station. CAPO's investigation, however, revealed that CCTV camera at the detention cell captured COM bumping himself into the corridor wall, which rebutted his claim of being assaulted by a police officer.

Upon legal advice, COM was charged with the offence of "Making False Report of Commission of Offence". In court, COM pleaded guilty to both charges of "Theft" and "Making False Report of Commission of Offence," and was sentenced to three months' and four months' imprisonment respectively. In accordance with the court judgment, CAPO classified the complaint allegation as "False".

Lodging complaints against police officers is a serious matter. If CAPO finds sufficient evidence during investigation that a complainant had knowingly made a false complaint, CAPO will take criminal action against the complainant just as the example above. Owing to limited resources and the statutory six-month prosecution time limit, CAPO in the past could not instigate criminal prosecution against all complainants who were found to have knowingly made false complaints. Instead, CAPO issued warning letters to those complainants. With a view to upholding the integrity and preventing abuse of the complaints system, the IPCC recommended the police to review its complaints handling procedures, so

更多資源處理性質嚴重的投訴，同時加倍留意所得證據是否可以證明投訴人故意作出「虛假不確」的投訴，警方亦應適時採取行動，尋求法律意見或起訴投訴人。

監警會在所有情況下都會以事實和證據為基礎，不偏不倚地處理每宗投訴個案，以確保投訴人和被投訴人得到公平公正的結果。同時，廣大市民需明白投訴機制是自由社會的一大基石，務必以真誠態度對待。因此，投訴人在行使公民權利時，亦有責任確保給予投訴警察課的所有資料均準確、真實和全面。

會方亦留意到近年涉及「無法追查」的指控為數不少，平均每年有逾700項，佔指控總數超過三成，當中不少源於投訴人在作出投訴後拒絕提供所需資料或聯絡方法，以致無法繼續追查個案。就此，會方將加強向公眾闡釋投訴人的權與責，確保投訴制度得以有效發揮職能，並防止制度被濫用。

## 結語

監警會在13年來提出超過200項服務質素改善建議，並獲警方積極跟進。同期，投訴個案數字由每年近4,000宗大幅減少至本年度約1,500宗，這足以證明服務質素改善建議機制的成效，以及警方提升服務質素的堅定決心和承諾。

監警會作為獨立監察機構，會繼續適時向警方提出服務質素改善建議，並在合適情況下聯同投訴警察課檢視投訴處理程序，以確保投訴制度發揮效率和成效。

that CAPO can allocate more resources to deal with serious complaints, and at the same time be more alert regarding whether the available evidence supports a prima facie case against a complainant for knowingly making a “False” complaint, and take timely action in seeking legal advice or prosecuting a complainant.

Under all circumstances, the IPCC handles complaint cases fairly and impartially based on fact and evidence to ensure justice and unbiased results for both complainants and complainees. Members of the public need to understand that the complaints mechanism is one of the cornerstones for a liberal society and must be treated with sincerity and honesty. A complainant therefore has the responsibility to ensure that all information provided upon CAPO’s inquiry is accurate, true and complete when exercising his/her civil rights.

The IPCC also notes that in the past few years, quite a number of allegations have been classified as “Not Pursuable”, with an average of 700 counts per year, accounting for more than 30% of the total number of allegations. In most cases, the complainants had refused to provide the necessary information or contact method after lodging complaints, and hence their cases could not be pursued. The Council will make more efforts in explaining to the general public the rights and responsibilities of complainants, so as to ensure the effective operation of the complaints system and prevent the mechanism from being misused.

## Conclusion

Over the past 13 years, the IPCC had proposed more than 200 SQIIs, which were actively followed up by the police. During the same period, the number of complaints had decreased significantly, from nearly 4,000 cases per annum to this year’s approximately 1,500 cases — which is testimony to the effectiveness of the SQII mechanism, and the determination and unwavering commitment of the police to enhance their service quality.

As an independent oversight body, the IPCC will continue proposing SQIIs to the police in a timely manner and review, in collaboration with CAPO, the complaints handling procedures whenever appropriate so as to ensure both efficiency and effectiveness of the complaints system.

## 監警會於2021/22年度提出的24項服務質素改善建議 24 SQIIs proposed by IPCC in 2021/22

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| <p>1. 優化警隊和社會福利署之間收發「交通意外傷亡援助計劃」申請表格的程序。</p>   | <p>1. To enhance procedures for sending and receiving Traffic Accident Victims Assistance Scheme application forms between the police and Social Welfare Department.</p>  |
| <p>2. 提升前線警務人員在採取拘捕行動前應審慎考慮的意識，並將其考慮的因素記錄在記事冊內。</p>  | <p>2. To raise frontline officers' awareness of what should be considered before making arrest, and what should be recorded in their notebooks in support of the decision.</p>  |
| <p>3. 制定程序要求警務人員邀請涉事司機或車主在警察記事冊上簽署，以確認同意讓警方檢取其行車紀錄儀或相關錄像片段作調查之用。</p>                       | <p>3. To devise procedures requiring officers to invite vehicle driver/owner to sign on police notebook to confirm their consent to police seizure of their relevant car camera or footage for investigation.</p>   |
| <p>4. 優化處理懷疑有缺點或非法改裝車輛的程序，提升前線警務人員識別有關缺點或非法改裝車輛的知識，並妥善記錄所偵察到的缺點或者非法改裝的地方。</p>              | <p>4. To enhance the handling procedures and frontline officers' knowledge in identifying vehicles with defects/illegal alterations and recording the defects/illegal alterations found thereon.</p>  |
| <p>5. 與司法機構建立機制，讓警務人員跟從該機制，尋求司法機構人員就刑事案件調查提供協助。</p>  | <p>5. To establish a proper channel between the Hong Kong Police Force and the Judiciary, through which police officers may seek assistance from staff members of the Judiciary for crime investigation purpose.</p>  |
| <p>6. 提高前線警務人員適時處理法律探訪要求的意識，並提醒警務人員將與法律探訪相關的事項，包括作出法律探訪要求的時間妥善記錄在報案室的事件記錄冊中。</p>           | <p>6. To raise frontline officers' awareness of handling legal visit requests in a timely manner, and remind officers to record all relevant details, including the time of a legal visit request being raised, in the Occurrence Book of the report room.</p>  |
| <p>7. 透過提醒前線警務人員就曾採取的行動作出充分和即時記錄的重要性，並在出庭前需要參閱其警察記事冊和相關警務紀錄，以重溫事件始末，從而提升他們在法庭作供時的專業表現。</p> | <p>7. To devise measures for enhancing frontline officers' performance when testifying in court, such as reminding frontline officers to make sufficient and contemporaneous records of their actions and to refresh memory with the notebooks and relevant police records before they attend courts.</p> |
| <p>8. 與懲教署建立更有效的溝通機制，以確保妥善收發在囚人士提交的「求警協助表格」。</p>   | <p>8. To establish a more effective communication protocol with Correctional Services Department for ensuring the safe transmission of inmates' "Request for Police Assistance Forms".</p>  |

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| <p>9. 檢視現行有關檢取電子設備的指引，考慮要求警務人員邀請物主在有關警方紀錄上簽署，確認同意向警方提供密碼以解鎖被檢取的電子設備。</p>   | <p>9. To review the current police guidelines on the seizure of electronic devices and consider requiring police officers to invite the owner to sign on police record to confirm his/her consent of providing the password to unlock the seized mobile device.</p>   |
| <p>10. 確保警署設備正常運作及方便市民使用，包括提醒報案室值日官採取合理措施，確保錄影會面設備正常運作；並檢視在警署外的升降機安裝對講機的可行性，以便當升降機被上鎖停用時，可供有需要人士在升降機外與警署內的職員聯絡，並要求警務人員啟動升降機。</p>                 | <p>10. To ensure police facilities are functional and user-friendly to the public, including to remind Duty Officer of the report room to take reasonable steps to ensure that video-recorded interview facilities are working properly before use; and to consider the feasibility of installing intercom at the lift outside the police stations, so that those with need to use the lift could communicate with the officers in the police station and request the officers to activate the lift for their use in case the lift is not in use while it is locked up.</p> |
| <p>11. 提醒警務人員在情況允許下，盡量在設有閉路電視的房間內接見公眾人士，以避免任何不當待遇的指控。</p>  | <p>11. To remind frontline officers to interview members of the public in rooms with CCTV facilities where possible, so as to avoid any allegations of maltreatment.</p>  |
| <p>12. 提醒前線警務人員在記錄和使用「防干擾財物封套」封存被捕人士的財物時，避免中途中斷程序；加強相關財物處理程序，以確保妥善處理及存放封存於「防干擾財物封套」的財物；修訂相關工作指引，要求警務人員在交還財物予物主或申索人時，須於物主或申索人在場時才開封「防干擾財物封套」。</p> | <p>12. To remind frontline officers to avoid interruption when recording and packing properties seized from the arrested person with the use of “Tamper Evident Property Envelopes” (TEPE); to enhance relevant procedures to ensure properties kept in TEPE are properly handled and stored in a secure location; and to revise relevant guidelines requiring officers to unseal the TEPE in the presence of the owner or claimant of the properties when returning the properties kept in TEPE to the owner or claimant.</p>  |
| <p>13. 提醒前線警務人員須將涉及案件的證物存放在安全地方，以及適時交予證物室保管，並應在兩名警務人員在場的情況下，才將證物交還物主。</p>  | <p>13. To remind frontline officers that case property should be stored in a secure place, timely deposited to Property Office for safekeeping, and returned to the property owner in the presence of two officers.</p>   |
| <p>14. 提醒防暴警員有效使用催淚彈，以達至驅散目標群眾的目的。</p>   | <p>14. To remind anti-riot officers of the effective use of tear gas grenade, so that it would better achieve the purpose of dispersing a targeted crowd.</p>   |

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| <p>15. 提醒前線警務人員在進行截停搜查時，須與其他在場人士(例如旁觀者)保持安全及有效的行動距離，以免他們妨礙警方工作。</p>  | <p>15. To remind frontline officers of the importance of maintaining safe and effective operational distance with other members of the public at the scene (e.g. bystanders) during stop-and-search, so as to avoid interruption of police action.</p>  |
| <p>16. 提醒前線警務人員向違例車輛發出電子定額罰款通知書並在現場拍照取證時，不要將市民拍攝入鏡。</p>  | <p>16. To remind frontline officers not to capture images of civilians while taking photos of the offending vehicle as evidence during e-ticketing action.</p>  |
| <p>17. 提醒前線警務人員在發出「擬檢控通知書」予車主或違例司機時，應按照警方電腦內有關車主或司機地址的格式和語言，填寫有關通知書，不要將英文地址翻譯成中文，以免造成錯誤及寄失通知書。</p>                 | <p>17. To remind frontline officers to adopt the format and language of the address of the driver or registered owner in accordance with the relevant police computer record when issuing a Notice of Intended Prosecution, and not to translate the English address into Chinese to avoid mistake and mis-delivery of notice.</p>  |
| <p>18. 提醒防暴警員不要在制服上佩戴任何非官方徽章以作鼓舞士氣之用。</p>  | <p>18. To remind anti-riot officers not to use any unofficial emblems on their uniforms for morale boosting purpose.</p>  |
| <p>19. 提醒警務人員在應其他單位要求提供警署內的閉路電視片段時，需確保有關片段符合所需日期和時間等。</p>  | <p>19. To remind frontline officers that when handling requests for provision of CCTV footage of the police station from other formations, they should check and confirm the extracted footage complies with the request, such as the date and time of the footage requested.</p>   |
| <p>20. 提醒所有指揮及控制中心人員(一)當來電者要求即時處理其個案時，須保持警覺提供適切協助；(二)在交更時，妥善做好交接工作，確保下一更份的人員妥善跟進未完成的工作；及(三)及時調配警務人員前往現場處理緊急案件。</p> | <p>20. To remind all console staff to (i) stay alert to offer appropriate assistance when callers request police immediate attention to his report; (ii) give proper “hand-over” briefing to colleagues of the next shift so that the outstanding tasks would be followed up properly by the staff members of the next shift; and (iii) deploy police officers to the scene promptly in urgent cases.</p> |
| <p>21. 提醒前線警務人員在迫切且沒有其他即時通訊設備使用的情況下，方可在執行職務時使用其私人手提電話。</p>   | <p>21. To remind frontline officers to use their private mobile phones only in the situation where police officers require to discharge their duties immediately, and where no more expedient means of communication is immediately available.</p>  |



22. 提醒前線警務人員在警署以外的地方(例如醫院)處理被捕人士的要求後,若當時無法使用警方電腦系統作即時記錄,應在警察記事冊或在報案室的事件記錄冊中作妥善記錄。
22. To remind frontline officers to make proper records in police notebook or Occurrence Book after entertaining requests made by the arrested persons who are detained outside a police premises, such as a hospital, where instant computer record could not be made on the police computer system.
23. 提醒前線警務人員處理市民求助時須更具敏感度及富彈性,例如留意市民是否需要協助、有技巧地處理糾紛事件中各方的矛盾等。
23. To remind frontline officers to be more sensitive and flexible when handling members of the public, such as paying attention to civilians that may be in need of assistance and being more tactful in handling conflicting parties in dispute cases.
24. 提醒投訴警察課人員需嚴謹地考慮投訴個案是否適合透過簡便方式處理,並且避免在投訴調查中忽略重要證據。
24. To remind CAPO officers of the need to conduct a critical assessment on the suitability of using Informal Resolution to deal with complaints and not to overlook crucial evidence during complaint investigation.

## 就監警會52項建議獲警方落實78項改善措施 78 Improvement Measures in Response to the IPCC's 52 Recommendations Being Implemented by the Police

會方於2020年5月發表《監警會專題審視報告 — 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)，當中就警方處理大型公眾活動的常規及程序提出52項建議。

在報告發表後，由保安局局長督導的專責小組隨即成立，就會方作出的52項建議進行研究，並在轄下設立工作小組，分別聚眾跟進以下五大範疇的工作：

- (一) 加強公眾訊息發放和檢討與傳媒關係
- (二) 檢討武力使用指引
- (三) 臨時羈留處的安排
- (四) 優化警方行動部署和策略
- (五) 加強警隊內部管理、協調和培訓

過去兩年，警方就監警會在各個範疇提出的建議，積極推出並落實共78項改善措施，全面優化警隊處理大型公眾活動的工作。

“A Thematic Study by the IPCC on the Public Order Events (“POEs”) arising from the Fugitive Offenders Bill since June 2019 and the Police Actions in Response” (the Report) was published in May 2020, in which 52 recommendations were made regarding the police practices and procedures for handling POEs.

After publication of the Report, a task force steered by the Secretary for Security was swiftly formed to study the 52 recommendations made by the IPCC, and sub-groups were set up to focus on following up the work in five major areas, including:

- (i) Enhancement of dissemination of public information and review of media relations
- (ii) Review of guidelines on the use of force
- (iii) Improvement of arrangements for temporary holding areas (THAs)
- (iv) Enhancement of police operational deployment and strategies
- (v) Strengthening of the police's internal management, coordination and training

In the past two years, the police took the initiative to introduce and implement 78 improvement measures in response to the IPCC's recommendations in all five areas, enabling the police to optimise its overall handling of POEs.

### (一) 加強公眾訊息發放和檢討與傳媒關係

### (i) Enhancement of dissemination of public information and review of media relations

監警會的建議摘要如下：	Highlights of the IPCC's recommendations were as follows:
1. 檢討警隊的公共和社區關係及傳媒關係策略；	1. Review Force Public and Community Relations and Media Relations Strategies;
2. 加強與公眾的溝通，改善向公眾發放資訊的機制；	2. Enhance communication with the public and the mechanism to disseminate information;
3. 提升警隊監察及運用社交媒體的能力；及	3. Enhance the ability of the police to monitor and make use of social media; and
4. 制定程序和方案以迅速及有效地處理公眾的關注和反駁不實或惡意的消息。	4. Devise procedures and plans to deal with public concerns and rebut untrue or malicious messages promptly and effectively.

**警方推出相應的改善措施，要點包括：****Key corresponding improvement measures introduced by the police included:**

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>增加傳媒聯絡隊人手協調傳媒採訪，讓警務人員及記者在大型行動中，既能履行各自的職責同時確保自身的安全；定期舉辦傳媒簡報會及傳媒訪問，安排警務人員與不同傳媒機構進行茶聚，透過更多接觸機會，加深雙方對彼此工作的認識和諒解。</li> </ul>                                     | <ul style="list-style-type: none"> <li>Expanded the Force Media Liaison Cadre to coordinate media interviews, enabling police officers and journalists to perform their duties while ensuring their own safety in large-scale operations; organised media briefings and interviews regularly and arranged sharing sessions between police officers and different media agencies to create more opportunities in facilitating mutual understanding.</li> </ul>   |
| <ul style="list-style-type: none"> <li>於大型行動中設立警察公共關係科(現稱「公共關係部」) 指揮中心，以加強與前線單位和公眾的溝通；與政府新聞處檢討召開跨部門或機構聯合新聞發布會的啟動制度，更快捷及有效地澄清假新聞及謠言，加強公眾對政府的聯合行動的理解。</li> </ul>                                     | <ul style="list-style-type: none"> <li>Set up Police Public Relations Branch (PPRB, now known as “Public Relations Wing”) command posts during major operations to enhance communication with frontline units and the public; reviewed protocol in collaboration with the Information Services Department to institute joint press conferences with other departments or organisations, so as to clarify fake news and dispel rumours more efficiently and effectively, and enhance public understanding of Government actions involving multiple stakeholders.</li> </ul>  |
| <ul style="list-style-type: none"> <li>製作一系列影片在警隊社交媒體平台播放，以輕鬆手法講解使用武力的基本原則及警方如何使用不同類型的低殺傷力武器，令公眾明白警方在公眾活動時，如何維持法紀及治安。</li> </ul>   | <ul style="list-style-type: none"> <li>Produced and broadcast a series of lively video clips via the police’s social media platforms to explain to the public the basic principles of the police’s use of force and the use of different options of less-lethal weapons, so as to facilitate public understanding of how the police have maintained law and order during POEs.</li> </ul>   |
| <ul style="list-style-type: none"> <li>增加使用社交媒體，擴充現有網絡以覆蓋不同組別；購置「社群聆聽服務」，以便在互聯網中分析了解社群情緒，及就社交媒體中具誤導性或不實言論作出適時澄清、反駁或其他恰當的回應；成立社交媒體直播小隊，在混亂的公眾活動中，直播現場實況和警隊行動，並就公眾關注的議題製作影片，為公眾傳遞即時及真實訊息。</li> </ul> | <ul style="list-style-type: none"> <li>Increased the use of social media and expanded the existing network to engage wider community sectors; procured a “Social Listening Service” to help analyse social sentiments on the internet and make timely clarification, rebuttal or other appropriate responses on misleading or untrue messages on social media platforms; formed Social Media Live Teams to conduct live broadcasts of on-site situation and the police actions during chaotic POEs; and produced thematic videos on issues of public concern to disseminate instant and accurate messages to the public.</li> </ul> |

**(二) 檢討武力使用指引****(ii) Review of guidelines on the use of force**

<b>監警會的建議摘要如下：</b>	<b>Highlights of the IPCC's recommendations were as follows:</b>
1. 制定場景為本的指引，以補充現時《警察通例》和《程序手冊》中的使用武力指引；	1. Develop scenario-based guidelines to supplement the use of force guidelines now in existence in Police General Orders and Force Procedures Manual;
2. 檢討現行在維持公共秩序情況下使用刺激性裝備和低殺傷力武器的指引；及	2. Review current guidelines for the use of irritant devices and less-lethal weapons to maintain public order; and
3. 制定處理暴動的明確指引。	3. Devise clear guidelines on handling riots.
<b>警方推出相應的改善措施，要點包括：</b>	<b>Key corresponding improvement measures introduced by the police included:</b>
<ul style="list-style-type: none"> <li>強化情境為本的培訓並引進新科技以增加培訓的真實性，加強人員以適當武力和策略性判斷來處理暴亂情況的能力。</li> </ul>	<ul style="list-style-type: none"> <li>Strengthened scenario-based training and introduced new technology to enhance the sense of reality in training and police officers' ability to resolve riots with options for appropriate use of force and tactical judgement.</li> </ul>
<ul style="list-style-type: none"> <li>針對香港獨有的環境制定額外指引，說明在何種情況下應使用催淚彈和其他刺激性裝備；引入不同類型的低殺傷力武器，讓前線人員在進行驅散行動時有更多選擇。</li> </ul>	<ul style="list-style-type: none"> <li>Drew up additional guidelines to specify the situations in which tear gas and other irritant devices should be deployed, in order to better address the Hong Kong environment; introduced different types of less lethal weapons, with the aim of providing a wider range of choices for frontline police officers conducting dispersal operations.</li> </ul>
<ul style="list-style-type: none"> <li>根據法庭就《公安條例》的條文中有關如何構成參與非法集結或暴動作出的裁決及說明進行批註，並納入警方內部指引，讓前線警務人員了解如何區分暴徒與非暴徒，以及在暴動情況下可使用的武力程度和武器。</li> </ul>	<ul style="list-style-type: none"> <li>Incorporated into internal guidelines the observations distilled from the court judgements on the provisions of the Public Order Ordinance, regarding what constitutes participation in an unlawful or riotous assembly, with a view to enhancing frontline police officers' understanding of how to differentiate between rioters and non-rioters, and the levels of force and weapons that can be used when tackling riots.</li> </ul>

## (三) 臨時羈留處的安排

## (iii) Improvement of arrangements for temporary holding areas (THAs):

<b>監警會的建議摘要如下：</b>	<b><i>Highlights of the IPCC's recommendations were as follows:</i></b>
1. 挑選適合的警署作為臨時羈留處，並考慮合理距離之內是否有醫院及救護站；及	1. Identify appropriate police stations as THAs and consider the availability of hospitals and ambulance depots within reasonable distance; and
2. 改善臨時羈留處的警力編配並完善設備，以確保能夠有效率地在同一時間內處理大量被捕人士。	2. Enhance manpower allocation and facilities of THAs to ensure a large number of arrested persons (APs) can be handled efficiently and simultaneously.
<b>警方推出相應的改善措施，要點包括：</b>	<b><i>Key corresponding improvement measures introduced by the police included:</i></b>
<ul style="list-style-type: none"> <li>• 確定五個陸路總區各指定的兩間警署為大型公眾活動中用作處理及羈押被捕人士的臨時羈留處，並制定有關臨時羈留處運作的內部指引；協助用作臨時羈留處的警署編寫相關訓令和訓練。</li> </ul>	<ul style="list-style-type: none"> <li>• Identified two suitable police stations as designated THAs in each of the five Land Regions for handling and detaining arrestees during POEs, and promulgated a set of internal guidelines on THA operations; facilitated the police stations designated as THAs in formulating relevant command and training.</li> </ul>
<ul style="list-style-type: none"> <li>• 增加人手、改善流程、制定具審核追蹤功能的中央電腦系統，確保適時及準確記錄被羈留人士的活動及去向；於臨時羈留處配置閉路電視裝置，保障被羈留人士的權利及福利。</li> </ul>	<ul style="list-style-type: none"> <li>• Deployed additional manpower, streamlined workflow, enhanced computer system with audit trail functions to ensure timely and accurate record of activities and whereabouts of detainees; and installed CCTV cameras at THAs to safeguard detainees' rights and welfare.</li> </ul>

**(四) 優化警方行動部署和策略****(iv) Enhancement of police operational deployment and strategies**

<b>監警會的建議摘要如下：</b>	<b>Highlights of the IPCC's recommendations were as follows:</b>
1. 檢討在處理大型公眾活動期間的人手調動及編配；	1. Review the mobilisation and allocation of manpower to deal with POEs;
2. 檢視控制暴動所需的警力部署，以加強處理大型公眾活動被捕人士的後勤安排和人手部署；	2. Review riot control manpower requirements with a view to strengthening the logistical and manpower deployments to deal with arrested APs during POEs;
3. 改善警方內部及與其他部門在大型行動中的協調工作；	3. Review the coordination among police themselves and with other departments in major operations;
4. 檢討警方使用武力拘捕大量示威者的行動策略，以及在港鐵站或人多擠迫的場所內的行動策略；	4. Review police strategies on making a large number of individual arrests with the use of force, and on operations inside MTR stations or premises crowded with people;
5. 檢討警方風險評估，包括識別及評估潛在弱點的能力，並改善相關程序和指揮架構；及	5. Review the police ability to assess risk (including identification and evaluation of potential vulnerability) and enhance related procedures and command structures; and
6. 檢視999控制台應對超負荷時的情況，並探討應對措施。	6. Review how the 999 Console copes with extreme stress and explore countermeasures.

<b>警方推出相應的改善措施，要點包括：</b>	<b>Key corresponding improvement measures introduced by the police included:</b>
<ul style="list-style-type: none"> <li>在大型公眾活動期間，公共關係部社交媒體傳訊組會經社交媒體適時向公眾發放行動消息；同時，警隊會於「不反對通知書」內要求主辦單位提供一位指定聯絡人士，並委派指定警察聯絡人員到現場確保雙方保持密切溝通；加強訓練警察機動部隊於可能使用催淚煙的情況下給予群眾清晰的逃避路線指示。</li> </ul>	<ul style="list-style-type: none"> <li>Assigned the Social Media Communication Section of the PR Wing to disseminate timely information in relation to police actions during POEs on social media platforms; required organisers of the POEs under the “Letter of No Objection” to provide a contact person and to deploy liaison officers to the site to ensure effective communication with the organisers; and strengthened training for Police Tactical Unit (PTU) on providing the public with clear guidance regarding escape routes for situations where tear gas might be used.</li> </ul>

**警方推出相應的改善措施，要點包括：****Key corresponding improvement measures introduced by the police included:**

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|---|--|
| <ul style="list-style-type: none"> <li>• 檢討在大型拘捕行動中所使用的策略和戰術，包括警力部署、警察傳媒聯絡隊的調配、在必須的情況下增加使用新引入的低殺傷力武器及為前線人員購置防護裝備，並提供相應培訓，加強對人員的保護。</li> </ul>           | <ul style="list-style-type: none"> <li>• Reviewed the strategies and tactics adopted in large-scale arrests in the context of manpower planning, the deployment of the Force Media Liaison Cadre, the use of newly introduced less-lethal weapons when absolutely necessary, procured protective equipment and provided corresponding training to reinforce protection for frontline officers.</li> </ul>  |
| <ul style="list-style-type: none"> <li>• 於常規应急管理訓練課程加入「內部保安」元素，進一步加強跨部門在應對公眾秩序受到擾亂時的溝通和協調。</li> </ul>   | <ul style="list-style-type: none"> <li>• Added the element of “Internal Security” to the regular contingency management training programme to enhance interdepartmental communication and coordination to handle public disorder.</li> </ul>   |
| <ul style="list-style-type: none"> <li>• 警隊鐵路警區與港鐵公司及香港消防處已建立工作平台，促進各方合作和溝通，並在港鐵站內進行模擬事件演習，以加強應對在港鐵站內可能發生的事故。</li> </ul>                                | <ul style="list-style-type: none"> <li>• Established a working platform to facilitate the cooperation and communication among the Police Railway District, Mass Transit Railway Corporation and Fire Services Department, and conducted scenario-based exercises for better handling of incidents that might happen inside MTR stations.</li> </ul>  |
| <ul style="list-style-type: none"> <li>• 重新審視不同的風險緩解措施，就高風險目標制定保安計劃；清楚界定前線人員收集、分析及應用情報的角色和職責，並制定風險評估與行動調配的考慮因素清單，以加強現行情報系統，提高處理公眾活動情報的能力。</li> </ul>    | <ul style="list-style-type: none"> <li>• Reviewed various risk mitigation measures and put in place a security plan to protect high-risk targets; clearly defined the roles and duties of frontline officers in the areas of collecting, analysing and applying intelligence, and devised a list of factors to be taken into account in risk assessment and operational deployment with a view to enhancing the existing intelligence system and the intelligence handling ability pertinent to POEs.</li> </ul>             |
| <ul style="list-style-type: none"> <li>• 為有可能持續發生衝突的高風險地點制定應變計劃、指引和人員訓練，以減低與示威者發生衝突的機會和保護公共建築物。</li> </ul>  | <ul style="list-style-type: none"> <li>• Devised contingency plan, guidelines and trainings to police officers for possible prolonged conflicts in high risk areas so as to reduce conflicts with protestors and protect public infrastructures.</li> </ul>  |
| <ul style="list-style-type: none"> <li>• 優化999控制中心的措施，加強人手調配和應變能力；運用新科技產品，以及進行模擬事件演習和引入標準指揮架構，以提升通訊、調動和編配人手處理數個同時進行的大型公眾活動，及加強不同單位人員的協同執法能力。</li> </ul> | <ul style="list-style-type: none"> <li>• Improved the measures of 999 Console to enhance manpower deployment and the ability in dealing with unexpected circumstances; adopted advanced technology, conducted scenario-based training and introduced standard command structure to enhance the ability in communication, manpower deployment and allocation when dealing with several POEs simultaneously, and strengthened cooperation between officers from different police units to take enforcement actions.</li> </ul> |

**(五) 加強警隊內部管理、協調和培訓****(v) Strengthening of the police's internal management, coordination and training****監警會的建議摘要如下：**

1. 向各級指揮官提供清晰指引，訂定指揮官和前線警務人員在不同情況下使用武力應負上的責任，確保警務人員在行動中確切遵守警隊指引；
2. 加強各隊警務人員之間的協調，制定有關使用催淚劑裝置和低殺傷力武器的情境為本培訓，並定期就警務人員處理示威活動的武力使用進行考核；及
3. 考慮從律政司民事法律科中借調全職人員，以加強部門內部的法律支援。

**Highlights of the IPCC's recommendations were as follows:**

1. Provide clear guidelines to commanders at all levels and delineate the role of commanders and frontline officers on their accountability in the use of force in different scenarios to ensure that police officers do adhere to police guidelines in the operational circumstances;
2. Enhance coordination among different teams, devise scenario-based training on the use of irritant agent devices and less-lethal weapons, and conduct periodic accreditation of officers on the use of force in handling protests; and
3. Consider to enhance legal capability within the police, by full-time secondment from the Civil Division of the Department of Justice.

**警方推出相應的改善措施，要點包括：**

- 確立新的警隊指揮架構，包含「策略」、「行動」和「戰術」三個指揮層面；重組核心指揮部隊成員，修訂核心指揮部隊成員的遴選過程，並為每一層面制定一系列「監管公眾活動備忘錄」，以就三個不同指揮層面所須擔任的角色、負起的責任和要作出的行動考慮提供指引。
- 推行核心指揮部隊成員考核制度，以確保核心指揮部隊成員的認知及指揮狀態處於高水平。
- 為指揮官制定考慮因素清單，以協助指揮官於公眾活動時作出持續風險評估及在充分掌握資訊的條件下，能隨情況發展迅速地作出行動決定。

**Key corresponding improvement measures introduced by the police included:**

- Formalised a new Force Command Structure comprising three levels, termed “Strategic” Command, “Operational” Command and “Tactical” Command; rationalised and revised the selection process for Command Cadre (CC) Membership and prepared a series of “Aide Memoire for Policing Public Events” for each of the three levels of command in order to provide guidelines on their respective roles, accountability and operational considerations required.
- Introduced an accreditation system for CC members to ensure that their knowledge and state of command readiness would be maintained at a high level.
- Drew up a list of factors for consideration in order to assist commanders to continuously assess risks in POEs and make swift and informed decisions as situations evolve.



**警方推出相應的改善措施，要點包括：****Key corresponding improvement measures introduced by the police included:**

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>• 引入不同類型低殺傷力武器，例如胡椒彈手槍及胡椒水發射器等較易命中特定目標及能較有效地減低間接損害的設備。</li> </ul>   | <ul style="list-style-type: none"> <li>• Introduced different options for less-lethal weapons, such as pepper ball pistols and oleoresin capsicum launchers, which are considered more target-specific and more effective in minimising collateral damage.</li> </ul>   |
| <ul style="list-style-type: none"> <li>• 修訂「使用武器的初步報告」，要求警務人員在使用武力後提交初步報告，以確保人員嚴格遵守使用武力的指引，合理地使用武力。</li> </ul>                                   | <ul style="list-style-type: none"> <li>• Revised the “Initial Report for Use of Weapons” and required individual police officers to submit the initial reports after the use of force, with a view to ensuring police officers’ strict compliance with the relevant guidelines on appropriate use of force.</li> </ul>  |
| <ul style="list-style-type: none"> <li>• 制定訓練課程，加強警務人員在進行驅散行動時使用催淚劑裝置和低殺傷力武器的判斷力。</li> </ul>   | <ul style="list-style-type: none"> <li>• Formulated training programmes to help officers make sound judgment on the use of irritant agent devices and less-lethal weapons during dispersal actions.</li> </ul>  |
| <ul style="list-style-type: none"> <li>• 制定一系列以實踐和情境為本的演習，引進虛擬實境技術設備及新科技，模擬不同程度的公眾騷亂情況；加入多個場景如市區、港鐵站和室內範圍，以強化人員在武力使用及戰術運用上對環境因素的決策能力。</li> </ul> | <ul style="list-style-type: none"> <li>• Devised a series of scenario-based exercises and introduced virtual reality equipment and new technology to simulate public disorder situations of different magnitudes; training sessions simulating settings such as urban locales, MTR stations and indoor areas were added to strengthen police officers’ ability to evaluate environmental factors while using force and applying tactics.</li> </ul> |
| <ul style="list-style-type: none"> <li>• 為機動部隊提供「模擬互動多媒體系統」培訓，以評估和強化行動指揮官作出部署和運用策略的能力。</li> </ul>  | <ul style="list-style-type: none"> <li>• Developed “Simulated Interactive Multi-media System” training for PTU to assess and strengthen the commanders’ ability in the deployment and application of tactics.</li> </ul>  |
| <ul style="list-style-type: none"> <li>• 於總區應變大隊實地演習日，加入跨大隊演練，以加強各部隊之間及其武力使用的協調。</li> </ul>  | <ul style="list-style-type: none"> <li>• Introduced cross-contingent training in the Regional Response Contingents Field Day exercise so as to strengthen contingents’ coordination and their use of force.</li> </ul>  |
| <ul style="list-style-type: none"> <li>• 加強警隊內部的法律支援，由律政司派調兩位高級政府律師，在行動及政策方面為警隊提供專業法律意見。</li> </ul>  | <ul style="list-style-type: none"> <li>• Enhanced legal capability within the police, with two Senior Government Counsels being seconded to the police from the Department of Justice to provide professional legal advice on police actions and policies.</li> </ul>   |

在過去兩年間，警方先後於七次聯席會議（自2020年9月至2022年6月）向監警會匯報建議的落實進度及有關改善措施。監警會亦透過聯席會議的公開部分，讓公眾知悉改善建議的跟進工作，以提升透明度。

此外，監警會曾三度到訪警方單位實地視察，了解警方落實監警會改善建議的進度：

- 2021年2月4日 — 到訪紅磡警署，了解警方臨時羈留處的優化工作。
- 2021年6月17日 — 到訪港島總區指揮及控制中心，視察999控制台的最新運作情況，了解警方如何處理大型公眾活動期間大量來電的安排。
- 2022年5月30日 — 到訪警察機動部隊總部，了解警方有關檢討武力使用指引和守則，並加強警務人員就處理騷亂培訓方面的進度。

監警會樂見警方一直從善如流，採納會方在專題審視報告提出的建議，並投放人力、資源和時間，就監警會的各项建議制定一系列的改善措施。會方對警隊不斷優化警務工作質素所付出的努力予以肯定。

Over the past two years, the police reported to the IPCC regarding the progress with their implementation of the recommendations and the relevant improvement measures, through seven Joint Meetings held from September 2020 to June 2022. During the open part of each Joint Meeting, the IPCC also kept the public informed about the work following up on these recommendations with a view to enhancing transparency.

Furthermore, the IPCC conducted three on-site visits to police units to understand the progress of the police in implementing the IPCC's recommendations:

- 4 February 2021 — Visited the Hung Hom Police Station to gain an understanding of the enhancements made to THAs.
- 17 June 2021 — Visited the Regional Command and Control Centre (Hong Kong Island Regional Headquarters) to observe the latest operational circumstances of the 999 Console and understand how the police would handle high volume of calls during POEs.
- 30 May 2022 — Visited the PTU Headquarters to follow up on progress with the police review regarding the use of force guidelines and practices, as well as measures to strengthen police officer training in dealing with riots.

The IPCC was pleased to see that the police had been receptive to the recommendations made in the IPCC's Thematic Study Report, and had deployed manpower, resources and time to develop a series of improvement measures in response to the Council's recommendations. The IPCC fully recognised the police's continued efforts in enhancing their service quality.