

服務質素改善建議

**Service Quality
Improvement Initiatives**

3



在陽光下運作
以證據為依歸
以事實為基礎

服務質素改善建議

Service Quality Improvement Initiatives

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。監警會亦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）。

在2024/25年度，監警會合共提出19項改善建議和意見，涵蓋多個警務範疇，包括加強警務人員培訓、提升警隊設備、改善工作程序或指引等（詳見第64至65頁）。

以下是監警會於報告期內向警方提出的改善建議例子：

- (1) 優化交通票控拍照程序以減少爭議
- (2) 完善「拾獲財物」的處理程序
- (3) 優化證物歸還程序，確保公正與效率
- (4) 提升跟進回覆電話留言效率並建議統一留言系統

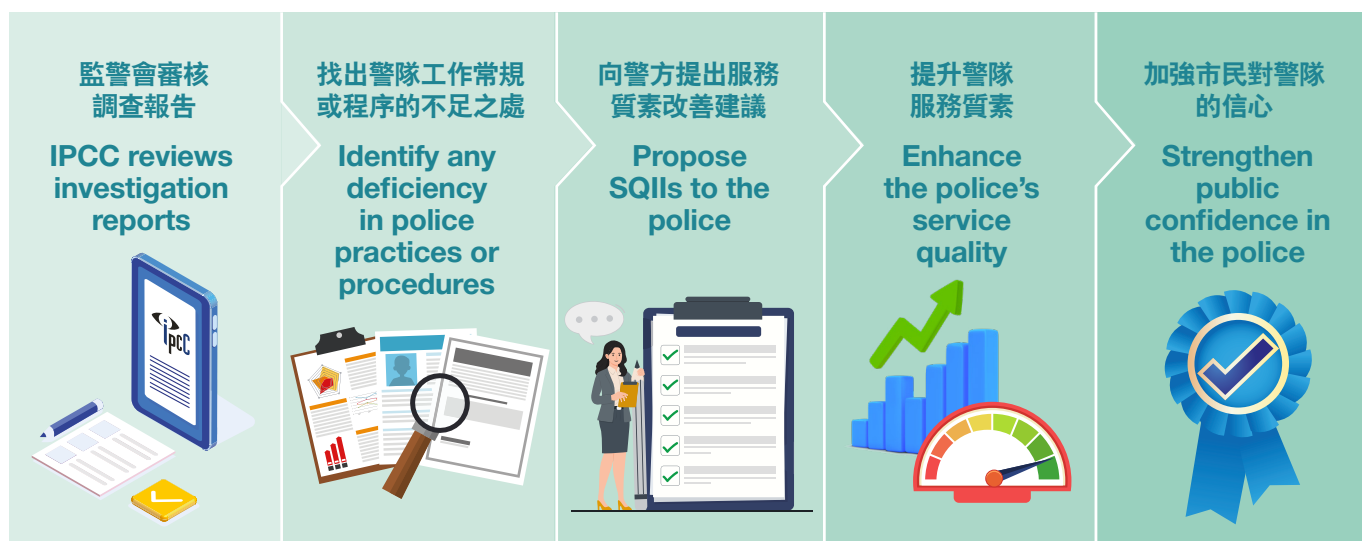
Pursuant to section 8(1)(c) of the IPCCO, the IPCC has to identify any fault or deficiency in any practice or procedure adopted by the police force that has led to or might lead to Reportable Complaints, and to make recommendations to the police in respect of such practice or procedure.

Since 2021, the IPCC has placed emphasis on the discharge of this function with a focus on improving police services and in turn reducing unnecessary complaints. The improvement suggestions made to the police by the IPCC are termed Service Quality Improvement Initiatives (SQIIs).

In 2024/25, the IPCC proposed a total of 19 SQIIs and comments, covering a wide range of policing areas, including strengthening police officers' training, upgrading police equipment, and enhancing work procedures or guidelines (see pages 64 to 65 for details).

The following are examples of SQIIs made by the IPCC to the police during the reporting period:

- (1) Enhance photo-taking procedures for traffic tickets to reduce disputes
- (2) Improve the handling procedures of found property
- (3) Enhance the procedures of returning exhibits to ensure impartiality and efficiency
- (4) Improve the efficiency of following up on voice messages and recommend standardising the voice message system



1. 優化交通票控拍照程序以減少爭議

Enhance photo-taking procedures for traffic tickets to reduce disputes



為提升執法效率，警方近年逐步使用電子告票，取代傳統的手抄告票。這不僅節省填寫告票的時間，還能即時透過警隊派發的手機拍下當時車輛違規情況作為證據。然而，若拍攝的照片未能清晰顯示當時違例情況，涉事車主可能會就告票提出爭議或投訴。

在一宗投訴個案中，投訴人是一名傷殘人士，並持有「傷殘人士泊車許可證」（許可證）。根據法例，許可證持有人可在「咪錶泊車位」上獲豁免支付費用，但必須在汽車擋風玻璃上展示許可證。事發當天，投訴人將私家車停在「咪錶泊車位」後離開，在返回時發現車輛被票控未繳付「咪錶」費用。投訴人對告票提出爭議，強調已在擋風玻璃上張貼許可證，並指控發出告票的警務人員「疏忽職守」。

該名警務人員向投訴警察課解釋，投訴人的私家車停泊的「咪錶」顯示未有繳費，且擋風玻璃上並未展示許可證。換言之，該私家車不符合豁免繳付「咪錶泊車位」收費的條件。該警務人員因此決定票控投訴人的私家車，並以警隊手機拍攝當時的違例情況。然而，投訴警察課檢視該照片後發現，由於拍攝位置較遠，照片未能清楚顯示擋風玻璃上是否有許可證。由於缺乏足夠證據支持或否定任何一方的說法，投訴警察課無法證實該警務人員是否疏忽職守。

In recent years, the police have gradually been replacing traditional hand-written tickets with electronic penalty tickets (ePTs) to enhance the efficiency of law enforcement. This not only saves time from filling out tickets by hand, but also allows police officers to use Force-issued mobile phones to instantly take photos of the offending vehicles and contravention committed at the material time as evidence. However, if the photos fail to clearly depict the contravention, the vehicle owner may dispute the ticket or lodge a complaint.

In one complaint case, the complainant (COM) was a person with physical disabilities and a holder of "Disabled Person's Parking Permit" (the permit). Under the relevant legislation, holders of the permit are exempted from payment of parking charges at metered parking spaces provided that the permit is properly displayed on the windscreen of the vehicle. On the incident day, COM departed after parking the private car at a metered parking space. Upon return, COM found that his car had been ticketed for not paying the parking charge. COM disputed the ticket, emphasising that the permit had been displayed on the windscreen, and made an allegation of "Neglect of Duty" against the ticketing officer.

The police officer explained to CAPO that the parking meter where COM's private car was parked indicated no payment had been made and that no permit was displayed on the windscreen at the time. In other words, the private car did not meet the criteria for being exempted from metered parking charges. The police officer therefore decided to ticket COM's private car and made use of a Force-issued mobile phone to take a photo of the contravention committed at the material time. Upon reviewing the photo, CAPO noted that since the photo was taken at a distance, it failed to clearly show whether the permit was displayed on the windscreen of the vehicle. Without sufficient evidence to support or negate either party's account of events, CAPO was unable to determine whether the police officer had neglected his duty.

針對此情況，監警會建議警方檢討發出告票的程序，要求警務人員在票控時拍攝的照片必須清楚顯示違例細節，包括車輛位置、周邊交通標誌及汽車擋風玻璃上所展示的文件等，這將有助於減少不必要的爭議或投訴。

投訴警察課接受監警會的建議，並提醒該名警務人員確保拍攝的照片足以證實違例情況。此外，警方優化了內部程序，訂明拍攝照片數目要求，並將多張「樣本相片」上載至警隊手機程式，讓前線人員參照標準拍攝違例車輛，確保照片能清楚反映現場實況，包括擋風玻璃上有沒有展示相關文件證明。在推行電子交通執法的工作坊中，警方亦特別提醒警務人員須留意以上優化措施，確保所有現場拍攝的照片都符合要求。

In light of this matter, the IPCC recommended the police review the procedure for issuing tickets. Police officers are required to take photos that clearly show the details of the contravention, including vehicle location, traffic signs in the vicinity and the documents displayed on the windscreen of the vehicle to reduce unnecessary disputes or complaints.

CAPO has accepted the IPCC's recommendation and reminded the police officer involved to ensure that the photos taken can serve as evidence of the contravention. Additionally, the police have enhanced the internal procedures by stipulating the number of photos required and uploading sample photos to the Police Mobile Application. This serves as reference for frontline police officers to ensure that photos taken of the offending vehicles can accurately reflect the on-site situation, including whether any relevant documentary proof is displayed on the windscreen. During the workshop on the implementation of electronic traffic enforcement, police officers were also reminded to pay special attention to the above enhancement measures and ensure photos taken at the scene comply with the requirements.

2. 完善「拾獲財物」的處理程序

Improve the handling procedures of found property

在日常生活中，拾獲財物的情況時有發生。當市民將拾獲的財物交到警署時，警方會作出紀錄，並向拾獲人士發出「拾獲財物收據」（收據）。收據上須註明，若該財物在三個月後無人認領，拾獲人士是否打算認領該財物。如拾獲人士表示要求認領，一旦失主未有在三個月內領回財物，警方須通知拾獲人士前往警署領取。若拾獲人士表示無意認領，警方則會自行處置該財物，包括銷毀。

在一宗投訴個案中，投訴人將拾獲財物交至警署，並在收據上明確表示，如失主在三個月內未領回該財物，他要求領取。四個月後，投訴人致電警署財物辦公室查詢失主是否已領回財物。負責處理失物的文書助理告訴投訴人，失主尚未領取，警方將稍後銷毀該財物。投訴人隨即指出，他在報案當天已表明要求領取財物，並在收據上清楚註明。投訴人指控該文書助理錯誤認定財物需銷毀，屬「疏忽職守」。

Incidents involving found property occur from time to time in daily life. When a member of the public hands in found property to a police station, the police will record it and issue a Found Property Receipt (the receipt) to the finder. The receipt would indicate the finder's intention to accept the found property or not if it remains unclaimed after three months. Should the finder indicate that he would accept the property, the police would notify him to collect it at the police station if the owner has not claimed it within three months. However, if the finder indicates not to accept the property, the police will dispose of it, including by destruction.

In one complaint case, the complainant (COM) handed in found property to a police station and clearly indicated on the receipt that he would accept the property if it remains unclaimed by the owner within three months. Four months later, COM called the Property Office of the police station to enquire if the property had been claimed. The Clerical Assistant in charge of handling the found property informed COM that the property had not been claimed and that the police would destroy it later. COM immediately pointed out that he had indicated to claim the property on the day he reported the incident, and clearly stated so on the receipt. COM made an allegation of "Neglect of Duty" accusing the Clerical Assistant of having mistakenly identified the found property to be destroyed.



該文書助理翻查投訴人的收據，發現紀錄與投訴人說法相符，確認自己有疏忽，誤以為投訴人沒有要求領取財物。該文書助理隨即安排投訴人到警署領取該財物。投訴警察課將指控分類為「獲證明屬實」，並對該助理作出訓諭，同時提醒其上級妥善督導下屬，以確保拾獲財物處理得當。

一般而言，財物辦公室人員會先核實收據上拾獲人士有否表明要求領取無人認領的財物，然後才向上級建議銷毀該財物。然而，警方《程序手冊》中未有清楚列明這一重要步驟。因此，監警會建議警方檢視及優化處理拾獲財物的程序，在工作指引內更清晰列明所需步驟，以免失物被錯誤銷毀。

警方接受監警會的建議，在《程序手冊》中列明財物辦公室人員在決定銷毀財物前，應先確認拾獲人士在收據上有否表明要求領取無人認領的財物。此外，分區助理指揮官（行政）在批核銷毀無人認領的財物前，也需再次核實拾獲人士的要求。這些措施有助於減少財物辦公室人員錯誤銷毀財物的機會，避免類似事件再次發生。

長遠而言，監警會認為警方可以研究以電子方式協助處理拾獲財物，透過系統記錄收據內的資料，並標示拾獲人士的要求，從而協助財物辦公室人員辨別待銷毀或待領取的財物，確保拾獲財物得到妥善處理。

Upon reviewing COM's receipt, the Clerical Assistant found that the record was consistent with COM's account of events, and admitted having mistakenly assumed that COM had not requested to claim the property. The Clerical Assistant then promptly arranged for COM to claim the property at the police station. CAPO classified the allegation as "Substantiated". An advice was given to the Clerical Assistant and the supervisor was reminded to properly supervise his subordinates to ensure proper handling of found property.

Generally speaking, officers in the Property Office would first verify if the finder has indicated on the receipt whether or not to accept the unclaimed property before suggesting the supervisor that the property be destroyed. However, this important step was not clearly specified in the Force Procedures Manual. As a result, the IPCC recommended that the police review and enhance the procedures for handling found property, and clearly outline the requisite steps in the police guidelines to avoid found property being destroyed by mistake.

The police have accepted the recommendation made by the IPCC to revise the Force Procedures Manual, stipulating the officers in the Property Office must confirm whether the finder has indicated to accept the unclaimed property on the receipt before destroying the property. In addition, the Assistant Divisional Commander (Administration) is required to verify the finder's indication before giving approval to destroy any unclaimed property. These measures can help minimise the chance of officers in the Property Office mistakenly destroying found property and prevent the recurrence of similar incidents.

In the long run, the IPCC opines that the police can explore the digitalisation of handling found property by recording information on the receipts and indicating the requests of finders in an electronic system. This can help officers in the Property Office identify properties awaiting to be destroyed or collected, ensuring proper handling of found properties.

3. 優化證物歸還程序，確保公正與效率

Enhance the procedures of returning exhibits to ensure impartiality and efficiency



在調查刑事案件時，警方會檢取與案件相關的物品作為證物。當案件的司法程序結束後，案件主管需於法庭發出命令六個星期後，指示財物室人員盡快處理相關證物，包括銷毀、充公或歸還給物主。根據警方內部指引，如法庭指示歸還證物，警方應盡量在指示發出後三個月內完成歸還。

然而，監警會在以往的審核中發現，有財物室人員指曾致電嘗試聯絡物主以安排歸還財物，但卻無人接聽，導致未能能在三個月內完成歸還，但該財物室人員未有記錄有關聯絡的日期和時間，致使案件主管及財物室主管未能掌握財物室人員與物主聯絡的情況。監警會因此建議投訴警察課檢視證物歸還的程序，建議即使未能成功聯絡物主，財物室人員也應妥善記錄聯絡情況，以便進行適切跟進。警方已接受此建議並修訂了相關指引。

監警會在本年度的審核中，注意到有些物主是刑事案件的被告人並已被判入獄，他們投訴警方超過三個月仍未歸還其財物。投訴警察課指出，就安排歸還財物予在囚人士，警方通常會先透過懲教署的「網上預約公事探訪服務」系統進行預約，前往懲教院所交還財物。然而，一些被投訴的財物室人員解釋，由於懲教署每天的公務探訪設有預約配額，他們曾多次嘗試預約但未能成功，導致無法及時歸還財物給投訴人。

監警會建議警方考慮與懲教署協商，必要時可聯繫懲教署以作特別安排，讓在囚人士能盡快取回財物。此外，警方內部應建立監察制度，若財物室人員在三個月內未能成功預約探訪，應通知案件主管或財物室主管，以決定是否需要採取特別安排或其他跟進方法，例如去信在囚人士建議他們授權他人代為領回財物。警方已知悉監警會的建議，並將探討可行的措施，以避免延誤歸還證物給在囚人士的情況再次發生。

During the investigation of crime cases, the police often seize properties related to the case as exhibits. Upon the completion of judicial proceedings, officer-in-charge of the case (OC Case) should instruct the officers in the Property Office to promptly handle the relevant exhibits as soon as the six weeks period after the court order has elapsed, including destruction, confiscation or returning of the property to the owner. The police internal guidelines stipulate that, if the court orders to return the exhibits to owners, the police should complete the returning process within three months upon the issue of instruction where possible.

In reviewing a previous complaint, the IPCC noticed that an officer in the Property Office had attempted to contact an owner by phone to facilitate the return of property but to no avail, resulting in the failure to return the property within three months. The officer, however, did not record the relevant dates or time of the contact attempts, rendering it impossible for the OC Case and the supervisor of the Property Office to track the communication between the officer and the owner. The IPCC thus recommended that the police review the procedures of returning exhibits. In the event that the owners could not be reached, the officers in the Property Office should properly record the contact attempts to facilitate appropriate follow up actions. The police have accepted this recommendation and amended the relevant guidelines.

During the examination of complaints in the reporting period, it came to the IPCC's attention that some property owners were defendants in crime cases who had been sentenced to imprisonment, and they had lodged complaints against the police for not returning their properties within three months. CAPO pointed out that when returning properties to persons in custody, the police would usually make an appointment through Correctional Services Department (CSD) Official Visit e-Booking Service before visiting the correctional institution to return the property. However, some officers in the Property Office under complaint explained that they were unable to return properties to the complainants promptly as they could not secure an appointment even after making multiple attempts, due to the daily quota for official visits set by CSD.

The IPCC recommended that the police consider liaising with CSD for special arrangements when necessary, so that persons in custody can retrieve their properties as soon as practicable. In addition, the police should establish an internal monitoring system. Officers in the Property Office who are unable to secure an appointment for official visits within three months should notify the OC Case or the supervisor of the Property Office for determining whether special arrangements or other follow up actions are warranted, such as sending letters to persons in custody to suggest them authorising others to collect the properties on their behalf. The police note the IPCC's recommendation and are exploring feasible measures to avoid the recurrence of delays in returning exhibits to persons in custody.

4. 提升跟進回覆電話留言效率並建議統一留言系統

Improve the efficiency of following up on voice messages and recommend standardising the voice message system



在市民致電警方查詢案件時，若警務人員未能接聽來電，市民可以選擇留言，說明查詢事項並提供聯絡電話號碼，以便相關警務人員稍後回覆。然而，若留言未獲回覆，這可能會引起來電者不滿和投訴。監警會在本年度曾審核就警務人員未有回覆市民電話留言所引起的投訴。

在一宗投訴個案中，投訴人在收到警方關於其舉報案件的調查結果通知信後，根據信中提供的電話號碼致電相關警務人員查詢案件詳情。由於無人接聽，投訴人留言提供了案件編號及聯絡電話，要求警方回電。然而，投訴人一直未收到回覆，最終決定提出投訴。投訴警察課調查後發現，該名警務人員確實未有回覆投訴人的留言，屬疏忽職守，並對其作出訓誡。

調查顯示，警方目前使用兩種不同的電話留言系統。第一種系統會在收到留言後，自動發送電郵通知相關警務人員，提示他們有新留言可透過電腦聽取；第二種系統則僅透過電話上的留言顯示燈提示有新留言，警務人員需要手動按鍵聽取。被投訴的警務人員誤以為其辦公室電話系統屬於第一種，因此未曾注意到電話上的留言顯示燈，導致沒有聽取投訴人的留言及作出回覆。

監警會認為，兩種不同的電話留言系統容易造成混淆，或使警務人員未能及時回覆市民的留言，這不僅影響了警隊的服務質素，也有機會引起投訴。

為了確保警務人員能夠及時回覆市民的電話留言，監警會建議警方提醒警務人員了解兩種電話留言系統的功能差異，以及熟悉自身辦公室電話的操作。長遠而言，警方應考慮統一電話留言系統，以避免因誤解而引起不必要的投訴。警方已知悉監警會的建議，並正在研究相關改善措施。監警會將持續跟進警方研究有關措施的情況。

When members of the public call the police to enquire about a case and police officers are unable to answer the call, callers could leave a voice message stating the nature of their enquiry and providing a contact number so that the relevant police officers can reply at a later time. However, failure to reply to voice messages may lead to dissatisfaction and complaints from callers. During the reporting period, the IPCC had examined several complaints arising from police officers' failure to reply to voice messages left by the public.

In a complaint case, the complainant (COM), after receiving the police's notification letter of the investigation results on the case COM had reported, called the phone number provided in the letter to enquire about the case details. Since no one answered the call, COM left a voice message providing the case number and contact number and requested the police to return the call. COM, however, did not receive any reply and eventually lodged a complaint. CAPO's investigation confirmed that the police officer neglected his duty for failing to reply to COM's voice message. An advice was given to the police officer concerned.

CAPO's investigation suggested that the police are currently using two different voice message systems. The first system automatically notifies the relevant police officers via email when a voice message is received, prompting them to retrieve and listen to the new voice message on the computer. The second system indicates new voice messages only through an indicator light on the telephone, requiring police officers to retrieve them manually on the telephone. The police officer under complaint mistook the office telephone system as the first system, therefore overlooked the voice message indicator light on the telephone, resulting in the failure to retrieve and reply to COM's voice message.

The IPCC considers that the use of two different types of voice message systems can cause confusion, which may hinder police officers' timely response to the public's voice messages. This not only affects service quality of the police, but may also lead to complaints.

To ensure police officers could timely respond to the public's voice messages, the IPCC recommended that the police remind officers to learn about the different functions of both types of voice message systems and to familiarise themselves with the operation of their office telephones. In the long run, the police should consider standardising the voice message system to prevent misunderstandings that may lead to unnecessary complaints. The police have noted the IPCC's recommendation and are exploring improvement measures. The IPCC will continue to follow up on the police's progress in exploring the relevant measures.

監警會於2024/25年度提出的19項服務質素改善建議和意見

19 SQIs and Comments Proposed by the IPCC in 2024/25

I 有關投訴處理 Complaints Handling Related

- | | | |
|---|--|--|
| 1 | 修改「投訴警察的初步資料」表格以便投訴人準確記錄投訴指控的性質。 | To revise the First Information of Complaints Against Police Report to enable complainants to accurately record the nature of the allegations. |
| 2 | 保存投訴警察課與案有關的錄音直至投訴個案獲得通過。 | To retain CAPO Telephone Recording System audio recordings until after endorsement of the complaint. |
| 3 | 建議投訴警察課為確保能夠及時獲取閉路電視片段，應考慮除了依賴投訴人提供的資料外，亦檢視其他已有資訊，例如警務人員的筆記本以確定事發地點。 | To recommend that, in order to secure CCTV evidence without delay, CAPO should consider verifying the incident locations via other available sources such as police officers' notebook entries, in addition to relying on the information provided by complainants. |
| 4 | 確保投訴警察課搜集的證據以良好狀況保存。 | To ensure that the evidential materials collected by CAPO are preserved under proper conditions. |
| 5 | 提醒投訴警察課人員投訴指控不能只基於投訴人在審訊過程中的「承認事實」同意其警誡口供的準確性及自願性而被視為獲司法解決，除非法庭曾在「案中案程序」或「交替程序」中檢視及處理過該投訴指控。 | To remind CAPO officers that an allegation cannot be considered judicially resolved solely based on the complainant's agreement regarding the accuracy and voluntariness of the cautioned statement in the Admitted Facts, unless there has been a voir dire or alternative proceeding where the court had an opportunity to examine and address the allegation. |
| 6 | 提醒投訴警察課須在報告中詳細說明投訴人撤回投訴的理由。 | To remind CAPO to elaborate the complainant's reason for withdrawing the complaint in the report. |
| 7 | 即使投訴人在提出投訴時未能提供被投訴人的詳細身份資料，投訴警察課仍應採取合理步驟，例如透過查核相關紀錄，來識別被投訴人的身份。 | To require CAPO to take reasonable steps to identify the complaine by checking the relevant records even though the complainant could not provide details of identity of the complaine when lodging the complaint. |

II 被羈留人士及其財物的處理 Handling of Detainees and Their Properties

- | | | |
|----|---|---|
| 8 | 要求警務人員詳細記錄就進行第III級羈留搜查的原因及加強上級人員對有關羈留搜查的監督。 | To demand police officers to provide detailed documentation explaining the rationale for conducting Level III custody searches and to enhance the monitoring of custody searches by supervisory officers. |
| 9 | 確保安排與傷者相同性別的警務人員拍攝涉及身體敏感部位的傷勢照片。 | To ensure injury photos involving sensitive body parts of persons are taken by police officers of the same gender. |
| 10 | 優化現有程序以協助警務人員歸還在囚人士的物品。 | To enhance the current procedures for arranging police officers to return properties to persons in custody. |

III

**與公眾溝通
Communication with the Public**

- 11 提醒前線警務人員應小心妥善處理市民的身份證明文件。
To remind frontline police officers of the importance of handling identification documents of the public with care.
- 12 檢討《程序手冊》21-14章關於通知刑事罪行報案人或受害人案件進度的條文，確保條文意思清晰。
To review the provisions in Force Procedures Manual 21-14 about the requirements of informing complainants or victims of crime of the case progress to ensure the provisions are clear.

IV

**有關交通案件
Traffic Case Related**

- 13 檢討就撤回定額罰款通知書適時知會車主／司機的程序。
To review the procedures for prompt notification of withdrawn fixed penalty ticket to vehicle owner/driver.
- 14 制訂清晰指引確保警務人員拍攝的照片可證明交通違例情況。
To provide clearer guidelines on how to take photos to secure evidence of traffic contraventions.

V

**提升設備
Equipment Enhancement**

- 15 確保警務人員了解使用辦公室電話的留言信箱系統，並統一所有警署辦公室使用的留言信箱系統。
To ensure police officers are familiarised with the functions of the telephone message systems in their offices and to standardise telephone message system used by the police force.

VI

**拾獲財物的處理
Handling of Found Property**

- 16 檢討拾獲財物在無人認領時的處置程序。
To review the handling procedures on the disposal of unclaimed found property.

VII

**處理電子報案
Handling of e-Reports**

- 17 改善刑事紀錄科處理網上電子報案的機制，以確保總區能適時處理所有網上電子報案。
To enhance the mechanism of the processing of e-Reports received by Criminal Records Bureau to ensure that all e-Reports are duly taken over by the formation.

VIII

**有關警方會面
Police Interview Related**

- 18 改善指引以規定警務人員必須向16歲以下人士的合適成人發出「發給協助警方調查或被警方調查／羈留而精神上無行為能力或年齡在16歲以下的人的『合適成人』通知書」。
To enhance the guidelines to require that police officers must issue the "Notice to 'Appropriate Adult' for Person Assisting/ Under Police Enquiry/in Police Custody who is Mentally Incapacitated or Aged Under 16" to appropriate adults for individuals under the age of 16.

IX

**委任證
Warrant Card**

- 19 提醒前線軍裝警員，在市民要求他們出示委任證時，應留意《警察通例》20-14(4)的要求。
To remind frontline uniformed officers the requirement of producing their warrant cards upon request from members of the public in accordance with Police General Orders 20-14(4).