

# 加強管治 精益求精

Enhancing  
Governance  
and Striving for  
Excellence



監警會在警隊日常工作專業化中發揮了一定的作用。在一個完善的投訴機制中，有效率地處理投訴，避免延誤是不可或缺的一環。

在監警會成立的首年，處理了近四千宗投訴個案，涉及的指控約八千項。當時的資源遠不足應付工作量。雖然近年的投訴數字有所下降，但公眾期望及社會環境急速變化令審核工作更複雜和更具挑戰性。過去十年來，監警會在致力鞏固兩層架構投訴警察制度的同時，亦透過不斷強化內部架構和管治、完善審核程序和機制，以及優化工作流程，提升監警會審核和行政管理的工作效率，讓會方更全面地履行法定機構的職能。

The IPCC has played a role in the professionalisation of the Force's daily policing duties. Efficient handling of complaints without delay is indispensable for a sound complaints system.

In its first year after inception, the IPCC handled nearly 4,000 complaints, involving some 8,000 allegations, which was a tall order for the then resources to meet. Although the number of police complaint cases has been declining in recent years, the rapid changes in public expectations and the social environment have made the work of vetting police complaints more complicated and challenging. Over the past decade, the IPCC has been striving to uphold the two-tier police complaints system. In parallel, it also strengthened its internal structure and governance, refined the vetting procedures and mechanism, improved the work process so as to raise efficiency of complaints handling and administration, thereby facilitating the IPCC to discharge its statutory functions more comprehensively.

監警會委員來自法律界、醫學界、教育界、社福界、商界和立法會等不同界別，全部由特首委任。十年間，監警會會員由最初的 18 人增至 2019 年 12 月的 29 人。委員們具多方面專業知識和豐富經驗，有助會方審核投訴時作出多角度思考，並協助會方向社會各界別的推廣工作。而秘書處的編制也增至 68 人，支援委員會更有效地進行各方面工作。

IPCC Council Members, appointed by the Chief Executive, are drawn from a wide spectrum of society – including legal, medical, education, social welfare and business sectors, as well as the Legislative Council. In the past 10 years, the Council has expanded from the initial 18 Members to 29 Members (December 2019). With their extensive expertise and experience, Members have provided multiple perspectives in the examining of police complaints, and promoted the IPCC's work to various sectors of the community. The staff establishment of the Secretariat has also increased to 68 to provide effective and efficient support to the Council in carrying out various tasks.

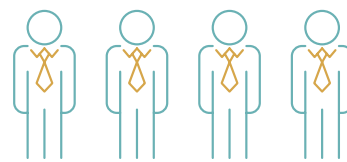
## 2009 18名委員 18 Members



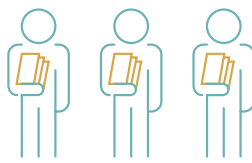
法律界  
Legal Sector



醫學界  
Medical Sector



金融及商界  
Finance and Commercial Sectors



教育界  
Education Sector



立法會  
Legislative Council



社會服務界  
Social Service Sector

## 2019 29名委員 29 Members



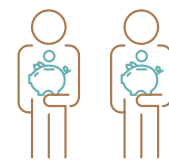
法律界  
Legal Sector



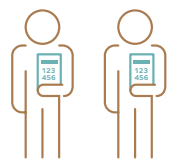
商界  
Commercial Sector



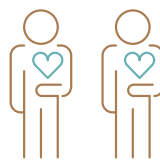
醫學界  
Medical Sector



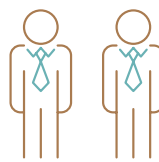
銀行界  
Banking Sector



會計界  
Accounting Sector



公共服務及慈善界  
Public Services and Philanthropic Sectors



金融及保險界  
Finance and Insurance Sectors



航運交通界  
Transport Sector



教育界  
Education Sector



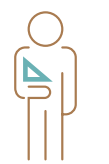
工程界  
Engineering Sector



區議會  
District Councils



藝術及設計界  
Arts and Design Sectors



建築、測量、都市規劃及園境界  
Architectural, Surveying, Planning & Landscape Sectors

## 強化內部管治及加強持份者對會方的認識

### Strengthening internal governance and promoting public awareness of IPCC

為更有效地履行職能，監警會先後就不同工作範疇設立了五個專責委員會，包括嚴重投訴個案委員會、宣傳及意見調查委員會、管理委員會、運作及程序諮詢委員會，及法律事務委員會。

監警會於 2009 年成為獨立法定機構時，已經設立了嚴重投訴個案委員會、宣傳及意見調查委員會及管理委員會。會方於 2014 年增設的運作及程序諮詢委員會，就審核投訴調查報告衍生的重要事項，以及現有的警務投訴程序提供意見，協助進一步提升監警會個案審核程序的效率及成效。在 2014 年至 2016 年，本港經歷了兩次重大的社會政治事件，包括佔領事件和旺角騷亂，並衍生了大量投訴個案。由於所有的投訴均涉及公眾利益，會方決定由嚴重投訴個案委員會監察這些投訴個案的處理。

監警會明白需要主動接觸各持份者。因此，宣傳及意見調查委員會積極督導各項教育及宣傳計劃，加強與公眾的互動。除了自 2015 年開始到訪各區撲滅罪行委員會，會方亦繼續在 2017 年開始與 18 區的校長聯會聯繫，會方更在 2016 年推行「校園計劃」，鼓勵年輕人從多個角度分析投訴個案，增進他們對監警會的認識。

The IPCC has also set up five Committees to effectively carry out its functions: the Serious Complaints Committee (SCC), the Publicity & Survey Committee (PSC), the Management Committee (MC), the Operations Advisory Committee (OAC) and the Legal Committee (LC).

While SCC, PCS and MC were already in place when the IPCC became an independent statutory body in 2009, the OAC was set up in 2014 to advise the Secretariat on significant matters arising from the scrutiny of complaint investigation reports, and the existing complaint handling process, to further improve the efficiency and effectiveness of the IPCC case examination process. From 2014 to 2016, Hong Kong experienced two major socio-political incidents – the Occupy Movement and the Mong Kok Riot, which led to a significant number of complaints against the Police. As all related complaints were of considerable public interest, the Council decided that all these complaints to be monitored by the SCC.

The IPCC also identified the need to reach out to the stakeholders. Hence, the PSC has been proactively steering education and publicity programmes for enhancing interactions with the public. Besides visiting the Fight Crime Committee in various districts since 2015, the IPCC continued its engagement efforts with Principals' Association in 18 districts since 2017. Furthermore, the IPCC launched the School Programme in 2016 to encourage the younger generation to analyse complaint cases from multiple perspectives and enhance their understanding of the IPCC.

在管理委員會的督導及支持下，監警會推行多項行政措施，包括修訂全體委員會和小組委員會的規則、引入投訴個案資料電子管理系統，以及推行更制度化的員工發展和培訓等。這些措施有助會方全面強化內部管治，並提升會方履行法定職能的效率和效益。

Under the supervision and support from the MC, a number of administrative initiatives were implemented, including revision of the Council and Committee rules, the introduction of an electronic database system on complaint cases management and a more structured staff development and training programme. Such measures helped the IPCC strengthen its internal governance on all fronts and enhance the efficiency and effectiveness of the Council in discharging its statutory functions.

## 增強法律支援及研究能力

### Reinforcing legal support and research capability

會方在 2016/17 年度成立了法律事務委員會，就委員會日常事務及審核投訴個案所產生的法律問題等提出意見。在法律顧問督導下亦成立了研究組，以加強分析與審核投訴個案相關的統計數字和資料，並研究在投訴處理機制、警察指引及程序上的國際做法。

The LC was set up in 2016/17 to give comments and express views on legal issues arising from daily operations of the Council and examination of complaint cases. Overseen by the Legal Adviser, a research team was also formed to analyse the statistics and information related to complaint cases. The research team also conducts studies on international practices in complaint handling mechanisms, as well as police guidelines and procedures.

## 優化審核程序

### Enhancing vetting procedures

為更有效處理性質輕微的投訴個案，監警會和投訴警察課於 2015 年引入「表達不滿機制」，為投訴人提供一個較有效率處理輕微投訴的選擇，讓會方可以集中資源，處理性質較嚴重的投訴個案。自機制推行後，投訴數字亦進一步下降。

值得注意的是，涉及嚴重指控的投訴在過去十年錄得近八成的跌幅，由 2009/10 年度的 1,366 項，跌至 2018/19 年度的 289 項，反映監警會有效提升警隊的服務質素，絕大多數警務人員均能夠秉持公眾期望的高度誠信及操守。

同時，監警會多年來透過嚴謹的審核程序、數據分析等，從中找出可能或已經引致投訴的癥結，適時向警方提出可行的建議，協助警隊提升服務質素。過去十年，會方就改善警隊常規和程序提出的建議涵蓋各個範疇，其中 2017/18 及 2018/19 連續兩年提出的建議更是超過 20 項，有效避免同類型投訴一再發生。

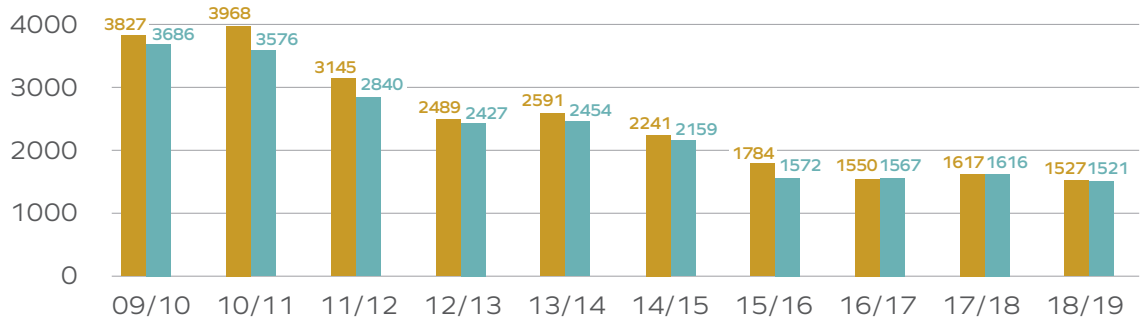
To handle minor complaints more effectively, the IPCC and CAPO introduced the Expression of Dissatisfaction Mechanism (EDM) in 2015. This serves as an alternative for handling minor complaints efficiently, and allows the IPCC to focus its efforts and resources on handling complaints that are more serious in nature. Since the introduction of EDM, the number of complaints has dropped further.

It is noteworthy that complaints concerning serious allegations registered a drop of nearly 80% – from 1,366 in 2009/10 to 289 in 2018/19, reflecting the fact that the IPCC has effectively enhanced Police services, and the vast majority of police officers were able to measure up to very high standards of integrity and conduct expected of them.

In the meantime, through the stringent case examination process and data analysis over the years, the IPCC has identified factors that may lead to or have led to complaints, and provided the Police with timely and practical recommendations for improvements. The recommendations for improvements covered a wide range of issues. More than 20 improvement measures were recommended to the Police in two consecutive years (2017/18 and 2018/19), which effectively prevent the recurrence of similar complaints.

## 接獲及通過的投訴個案數字

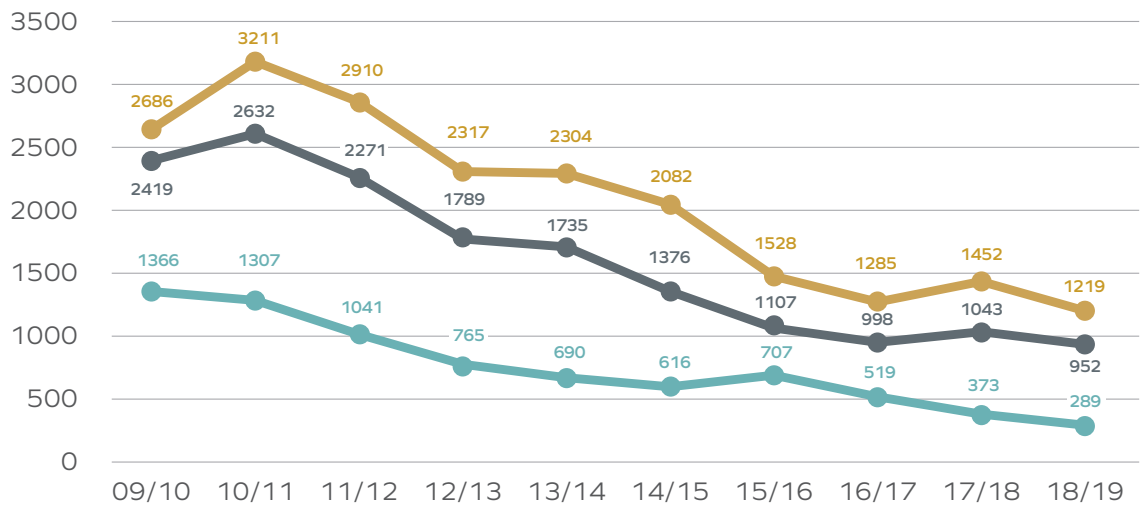
### Number of cases received and endorsed



■ 通過的投訴個案  
Complaint cases endorsed
 ■ 由投訴警察課接獲的投訴個案  
Complaint cases received from CAPO

## 指控數字(按性質分類)

### Number of allegations by nature



■ 疏忽職守  
Neglect of Duty
 ■ 行為不當 / 態度欠佳 / 粗言穢語  
Misconduct/Improper Manner/  
Offensive Language
 ■ 嚴重指控  
Serious Allegation

## 改進工作流程

### Improving workflow

監警會採取了各項措施，提升處理個案效率。在傳統書面質詢方式外，會方增加了與投訴警察課舉行工作層面會議的次數，希望盡早解決投訴個案。同時，委員會就現有的警務投訴程序提供意見，以精簡現有的投訴處理工作流程，包括由接獲至完成處理投訴中間的各個環節。審核個案的平均所需日數由 2010/11 年度的高峰 (145 天)，大幅下降至 2018/19 的 78 天，是過去十年時間最短的記錄。🕒

The IPCC has adopted various measures to improve the efficiency of case handling. Apart from the traditional way of issuing written queries, the IPCC also increased the frequency of working level meetings with CAPO with a view to resolving complaints expeditiously. The Council has advised on the police complaint handling process and made recommendations for streamlining the existing workflows, from receipt of complaints to completion of their handling. As a result, the average number of days required to examine an investigated case dropped significantly from 145 days in 2010/11 to 78 days in 2018/19, which is a record low in the past decade. 🕒

### 審核個案所需的平均日數

#### Average number of days required to examine a complaint case

