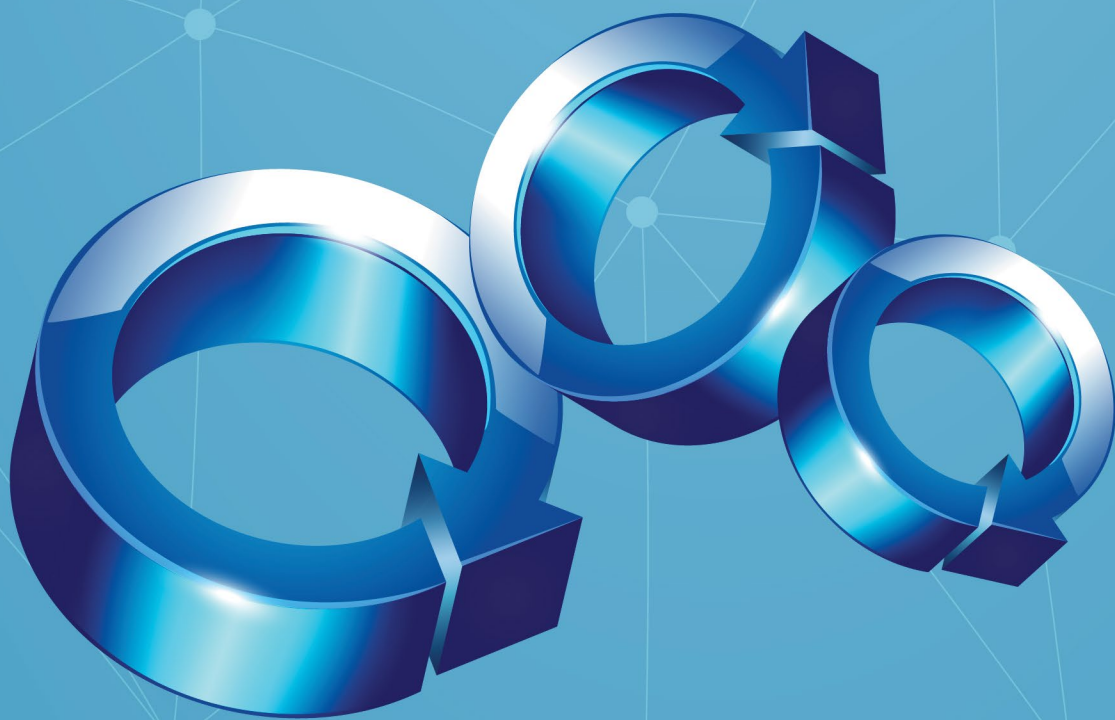


第 1 章 CHAPTER 1





關於監警會

About the IPCC

香港的投訴警察制度

Police complaints system in Hong Kong



香港的投訴警察制度是由兩層架構組成。所有投訴警察的個案，均交由香港警務處轄下的投訴警察課處理及調查。此為投訴警察制度的第一層。

待投訴警察課完成投訴調查後，便會把須匯報投訴的調查報告，連同所有調查的相關檔案、文件及材料，提交予獨立監察警方處理投訴委員會（監警會）審核。

監警會在審核調查報告及相關資料時，如察覺有疑點，會要求投訴警察課澄清或提供更多資料；如發現有不足之處，可要求該課重新調查。監警會在完全同意投訴個案處理得當後，才會通過調查結果。此為投訴警察制度的第二層。

Hong Kong has adopted a two-tier police complaints system. All complaints against the Police are referred to the Complaints Against Police Office (CAPO) of the Hong Kong Police Force for handling and investigation. This is the first tier of the police complaints system.

When CAPO has completed the investigation of a Reportable Complaint, it will submit the investigation report, together with relevant files, documents and materials, to the Independent Police Complaints Council (IPCC) for scrutiny.

If any doubt arises during its review of the investigation report and the relevant materials, the IPCC will ask CAPO for clarification or further information. If the IPCC finds the investigation inadequate, it will request that the case be further investigated. Only when the IPCC completely agrees that the complaint case has been properly handled will it endorse the investigation report. This is the second tier of the police complaints system.

香港投訴警察制度的兩層架構

Hong Kong's two-tier police complaints system

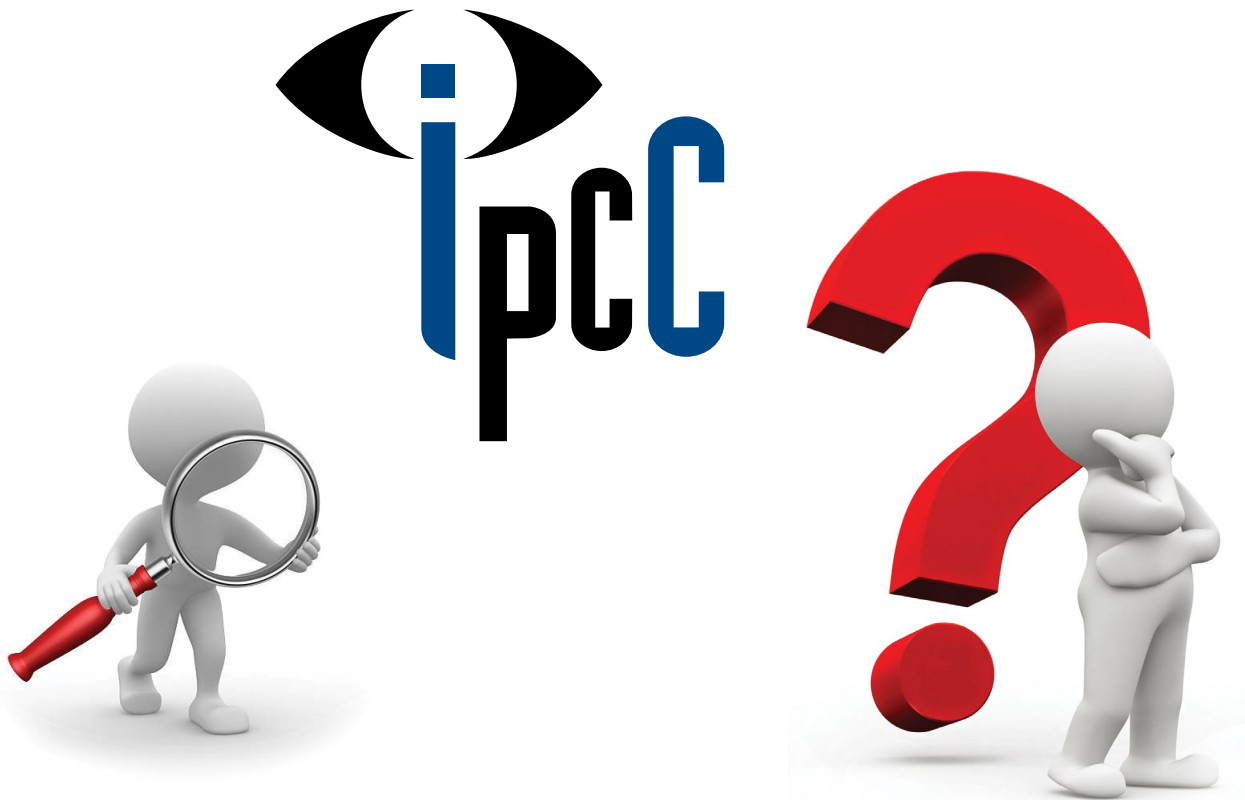


兩層架構的優點是確保投訴警察個案可以得到公平公正的處理。監警會作為獨立法定機構，可以客觀地觀察、監察和覆檢警務處處長對須匯報投訴的處理和調查，並向警務處處長和行政長官提供與須匯報投訴有關的意見和建議。

The advantage of the two-tier system is that it ensures the fair and just handling of complaints against the Police. As an independent statutory body, the IPCC can objectively observe, monitor and review the handling and investigation of Reportable Complaints by the Commissioner of Police, and put forward opinions and recommendations regarding such complaints to the Commissioner of Police and the Chief Executive.

監警會的角色和職能

The role and functions of the IPCC



監警會是於2009年6月1日根據《獨立監察警方處理投訴委員會條例》(簡稱《監警會條例》)(香港法例第604章)成立的法定機構。其職能是觀察、監察和覆檢警務處處長就須匯報投訴的處理和調查工作。隨著《監警會條例》生效，警方有法定責任遵從監警會根據條例所提出的要求。條例進一步提高監警會的獨立性，以履行其監察職能。

監警會由一名主席、三名副主席和不少於八名委員組成，委員全部由行政長官委任，分別來自社會不同界別。監警會借助委員多方面的專業知識及社會經驗，獨立、公正、透徹地監察投訴警察課的調查工作。截至2018年3月31日，監警會共有28名委員。

The IPCC was established as a statutory body on 1 June 2009 under the Independent Police Complaints Council Ordinance (IPCCO) (Cap. 604, Laws of Hong Kong) to observe, monitor and review the Commissioner of Police's handling and investigation of Reportable Complaints against the Police. With the IPCCO taking effect, the Police have a statutory duty to comply with the IPCC's requests. The Ordinance enhanced the independence of the IPCC in carrying out its monitoring functions.

The IPCC comprises a Chairman, three Vice-Chairmen and not less than eight Members, all appointed by the Chief Executive. This composition enables the IPCC to draw upon the diverse professional expertise and experience of its Members from a wide spectrum of society to monitor CAPO's investigation of complaints against the Police in an independent, impartial and thorough manner. As of 31 March 2018, the IPCC comprises 28 Members.

《監警會條例》賦予監警會的主要職能如下：

The main functions of the IPCC as provided for under the IPCCO are:



觀察、監察和覆檢警務處處長處理和調查須匯報投訴的工作

To observe, monitor and review the handling and investigation of Reportable Complaints by the Commissioner of Police



監察警務處處長已經或將會向與須匯報投訴有關的警務人員採取的行動

To monitor actions taken or to be taken in respect of any police officer by the Commissioner of Police in connection with Reportable Complaints



找出警隊工作常規或程序中引致或可能引致須匯報投訴的缺失或不足之處

To identify any fault or deficiency in police practices or procedures that has led to or might lead to a Reportable Complaint



向警務處處長和/或行政長官提供與須匯報投訴有關的意見和/或建議

To advise the Commissioner of Police and/or the Chief Executive of its opinion and/or recommendations in connection with Reportable Complaints



加強公眾對監警會的角色認識

To promote public awareness of the role of the Council

監警會的監察程序

Monitoring procedures of the IPCC



在投訴警察制度的兩層架構下，當監警會收到投訴警察課呈交的須匯報投訴調查報告後，會交由秘書處進行初步審核，並就調查報告向投訴警察課提出質詢及要求該課澄清或提供更多資料。若秘書處對調查報告沒有質詢，便會將調查報告提交予監警會委員審核。如有需要，委員可進一步提出質詢，並與投訴警察課召開工作層面會議或聯席會議討論。

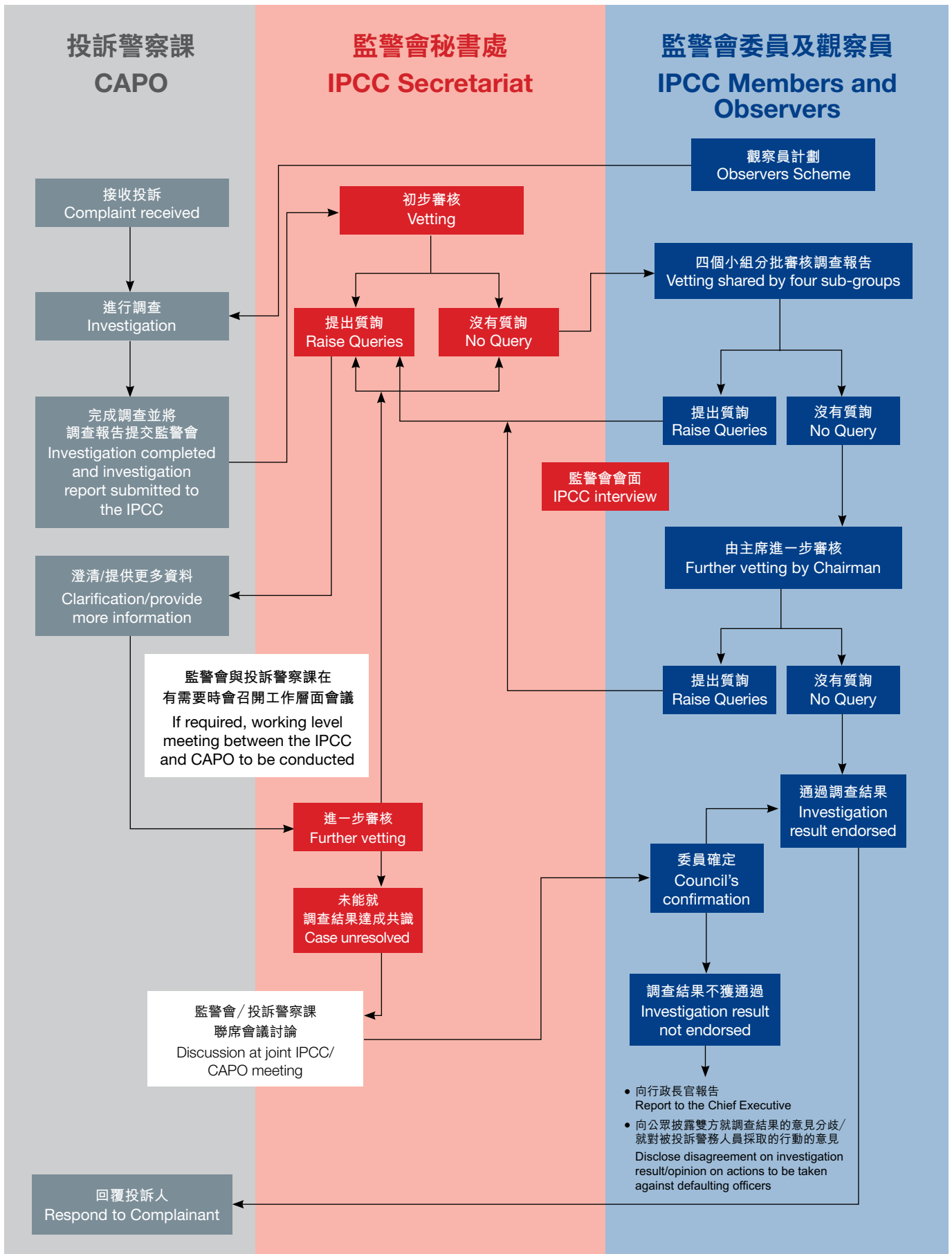
如監警會最終未能與投訴警察課達成共識而決定不通過某宗投訴個案的調查結果，可向行政長官報告和/或向公眾披露雙方對調查結果的意見分歧。

Under the two-tier police complaints system, when an investigation report of a Reportable Complaint is submitted by CAPO to the IPCC, the Secretariat will conduct a preliminary examination on it and may raise Queries and ask for clarification or further information from CAPO. If the Secretariat has no Queries, the report will be submitted to Members for scrutiny. If necessary, Members can make further Queries and discuss the case with CAPO at working level or joint meetings.

If the IPCC's final decision is not to endorse the investigation results of a particular case, it may disclose the disagreement of both parties on the findings of the investigation to the Chief Executive and/or the public.

監警會監察程序

IPCC monitoring procedures



監警會的會面

IPCC Interview



除了審核調查報告外，監警會亦可要求和個案相關人士會面，以澄清事項。會面計劃於1994年開始推行，在這計劃下，監警會為考慮投訴警察課的調查報告，可以會見任何能夠就調查報告向監警會提供資料或其他協助的人士，包括投訴人、被投訴人、證人或其他獨立人士等。

In addition to reviewing the investigation reports, the IPCC may ask for interviews with persons related to the case to clarify matters. The IPCC Interview was introduced in 1994, and the IPCC may, for the purpose of considering CAPO's investigation reports, interview any persons who may provide relevant information or assistance, including Complainants, Complainees, witnesses, or other independent persons.

觀察員計劃 Observers Scheme



觀察員計劃於1996年開始推行，旨在加強監警會的監察職能，協助會方觀察投訴警察課處理和調查須匯報投訴的方式。在這計劃下，由保安局局長委任的觀察員，可出席投訴警察課就調查須匯報投訴而進行的會面和證據收集工作。監警會委員同樣可進行觀察。

投訴警察課會盡量在會面或證據收集行動前至少48小時通知監警會，以便監警會秘書處知會觀察員有關安排。除了預先安排的會面和證據收集工作外，觀察員亦可以在未經預約的情況下，出席和觀察警方上述行動。

觀察員的角色是觀察和匯報，基於公平公正的原則，在觀察期間，觀察員不會作出任何干預或發表個人意見，以免影響會面或證據收集的進行。

在觀察完畢後，觀察員須向監警會報告會面或證據收集的工作是否公平公正地進行，若觀察員發現當中有任何不當之處，監警會便會和投訴警察課跟進。

所有就須匯報投訴與投訴警察課會面的人士，均可要求觀察員出席有關會面。倘監警會接到這些要求，定當盡力安排。

截至2018年3月31日，監警會共有109名觀察員。

The Observers Scheme was introduced in 1996 to strengthen the IPCC's monitoring function and help the Council observe how Reportable Complaints have been handled and investigated by CAPO. Under the Scheme, Observers appointed by the Secretary for Security may attend interviews and observe the collection of evidence in connection with CAPO's investigation of Reportable Complaints. IPCC Members can likewise conduct such observations.

Insofar as practicable, CAPO will notify the IPCC at least 48 hours in advance of any impending interview or collection of evidence. The IPCC Secretariat will then notify Observers of the observations. Apart from prearranged observations, Observers can also attend and observe investigations without prior appointments.

The role of an Observer is primarily to observe and report. The Observer is to remain fair and impartial, without interfering or offering personal opinions, while observing the conduct of interviews or collection of evidence.

After each observation, the Observer will submit to the IPCC a report stating whether the interview or collection of evidence was conducted in a fair and impartial manner. Should any irregularities be reported, the IPCC will follow up with CAPO.

All persons who are to be interviewed by CAPO in connection with a Reportable Complaint can request an Observer to be present during the interview. Upon receipt of such a request, the IPCC will make every effort to arrange the observation accordingly.

As of 31 March 2018, there were 109 IPCC Observers.



觀察員的委任

Appointment of Observers

(《監警會條例》第33條)

監警會觀察員是由保安局局長委任。為確保觀察員的中立角色，以下人士均不會被委任為觀察員：

1. 在政府政策局或部門擔任受薪職位(不論屬長設或臨時性質)的人士
2. 監警會秘書長、法律顧問或任何其他僱員
3. 曾屬警隊成員的人士

(Section 33 of IPCCO)

The IPCC Observers are appointed by the Secretary for Security. To ensure their impartiality, the following persons are not eligible for appointment as Observers:

1. A person who holds an office of emolument, whether permanent or temporary, in a Government bureau or department
2. The Secretary-General, the Legal Adviser or any other employee of the Council
3. A former member of the Police Force

監警會和投訴警察課的聯席會議 Joint meetings: IPCC and CAPO



監警會和投訴警察課會定期舉行季度聯席會議，討論投訴警察的相關事宜。

為了讓公眾更了解監警會的工作，聯席會議設有公開部分讓市民及傳媒旁聽。聯席會議的日期和議程會在開會前於監警會的網頁公布，公開部分會議的會議紀錄亦會上載至監警會網站(www.ipcc.gov.hk)。

The IPCC and CAPO conduct quarterly joint meetings to discuss matters relating to police complaints.

To enable the public to better understand the work of the IPCC, part of each joint meeting is open to the public and the media. The dates and agendas of the joint meetings are published in advance on the IPCC's website. Minutes of the open part of each meeting are also uploaded to the IPCC's website (www.ipcc.gov.hk).

須匯報投訴和須知會投訴

Reportable Complaints and Notifiable Complaints



須匯報投訴

「須匯報投訴」是指市民就當值的警務人員或表明是警隊成員的休班人員的行為所作出的投訴。這些投訴必須由直接受影響的人士(或其代表)真誠地作出，而且並非瑣屑無聊或無理取鬧的投訴。

投訴警察課必須按條例規定，提交須匯報投訴的調查報告予監警會審核。不過，下列投訴個案的調查報告和資料則無須提交監警會：

- 純粹關乎發出傳票或施加定額罰款通知書是否有效而引致的投訴
- 投訴人以自己作為警務人員的身份作出的投訴
- 屬於其他法定機構調查範圍內的投訴

Reportable Complaints

“Reportable Complaints” refer to complaints, lodged by members of the public, that are not vexatious or frivolous and are made in good faith, relating to the conduct of police officers while on duty or who identify themselves as police officers while off duty. The complaint should be made by or on behalf of a person directly affected by the police misconduct.

CAPO must submit investigation reports to the IPCC for scrutiny as stated in the Ordinance. However, investigation reports and information on the following complaints need not be submitted to the IPCC:

- Complaints arising from the issue of a summons or imposition of a fixed penalty, which solely relate to the validity of the issue
- Complaints lodged by a person in his official capacity as a member of the Police Force
- Complaints that fall under the scope of investigation of other statutory bodies



須知會投訴

凡不屬「須匯報投訴」，亦非前文所述無須提交監警會的投訴，一律歸類為「須知會投訴」。例如：由匿名人士作出的投訴，或由並非直接受影響的人士作出的投訴。

投訴警察課須定期提交「須知會投訴」的個案撮要予監警會審核。若監警會認為某宗投訴應歸類為「須匯報投訴」，可向投訴警察課作出相應的建議，投訴警察課便須重新考慮該宗投訴的歸類。此外，監警會可要求投訴警察課提供支持將某宗投訴歸類的解釋及資料。

Notifiable Complaints

“Notifiable Complaints” are complaints not categorised as “Reportable Complaints”, or complaints that need not be submitted to the IPCC as listed above. These include anonymous complaints or complaints lodged by persons who are not directly affected by the case.

CAPO must regularly submit a summary of “Notifiable Complaints” to the IPCC for scrutiny. If the IPCC considers any of these cases to be “Reportable Complaints”, the IPCC may raise relevant suggestions to CAPO, and CAPO will then need to reconsider the categorisation of the complaint. Moreover, the IPCC may request CAPO to submit further supporting information or explanation regarding the categorisation of any particular complaint.

調查結果分類

Classification of investigation results

一宗投訴可涉及一項或多於一項的指控。指控經投訴警察課全面調查後，會根據調查結果分類為下列六項之一：

1

獲證明屬實

如投訴人提出的指控有足夠的可靠證據支持，指控會被列為「獲證明屬實」。

2

未經舉報但證明屬實

如在投訴人提出的原有指控以外，發現其他與投訴本身有密切關係和對調查有重要影響的事宜，並且證明屬實，則該事宜會被列為「未經舉報但證明屬實」。

3

無法完全證明屬實

如投訴人的指控有若干可靠的證據支持，但這些證據未能充分證明投訴屬實，指控會被列為「無法完全證明屬實」。

4

無法證實

如投訴人的指控沒有充分的證據支持，指控會被列為「無法證實」。

5

並無過錯

在下述兩種情況下，投訴通常會被列為「並無過錯」：第一，投訴人可能對事實有所誤解；第二，被投訴人是按照其上司的合法指示或警方的既定做法行事。

6

虛假不確

如有足夠的可靠證據顯示投訴人的指控並不真確，不論這些指控是懷有惡意的投訴，抑或不合惡意但亦非基於真確理由而提出的，指控會被列為「虛假不確」。

當一宗投訴被列為「虛假不確」時，投訴警察課會視乎情況，徵詢律政司的意見，考慮控告投訴人誤導警務人員。

A complaint may consist of one or more allegations. After CAPO has conducted a full and thorough investigation into an allegation, it will be classified as one of the following six types according to the findings:

Substantiated

An allegation is classified as “Substantiated” when there is sufficient reliable evidence to support the allegation made by the Complainant.

Substantiated Other Than Reported

An allegation is classified as “Substantiated Other Than Reported” when matters other than the original allegations raised by the Complainant, which are closely associated with the complaint and have a major impact on the investigation, have been discovered and are found to be substantiated.

Not Fully Substantiated

An allegation is classified as “Not Fully Substantiated” when there is some reliable evidence to support the allegation made by the Complainant, but it is insufficient to fully substantiate the complaint.

Unsubstantiated

An allegation is classified as “Unsubstantiated” when there is insufficient evidence to support the allegation made by the Complainant.

No Fault

Two common reasons for classifying a complaint as “No Fault” are, first, the Complainant may have misunderstood the facts; and second, the Complainee was acting under lawful instructions from his superior officer or in accordance with established police practices.

False

An allegation is classified as “False” when there is sufficient reliable evidence to indicate that the allegation made by the Complainant is untrue, be it a complaint with clear malicious intent, or a complaint which is not based upon genuine conviction or sincere belief but with no element of malice.

When a complaint is classified as “False”, CAPO will consider, in consultation with the Department of Justice as necessary, prosecuting the Complainant for misleading a police officer.

其他投訴分類

Other complaint classifications

有些投訴是透過其他方法處理，無需進行全面調查。這些投訴的分類為：



投訴撤回

「投訴撤回」是指投訴人不打算追究。

即使投訴人撤回投訴，監警會仍會審視個案，確保投訴人沒有受到任何不恰當的影響而撤回投訴，以及警方能從合適的個案中汲取教訓，並確保投訴警察課採取相應的補救行動。

此外，投訴人如撤回投訴，其個案亦不一定被列為「投訴撤回」。監警會及投訴警察課會審閱所得證據，決定是否需要進行全面調查，並根據所得資料，考慮任何一項指控是否屬實。



無法追查

在下述情況下，指控會被列為「無法追查」：

- 不能確定被投訴的警務人員的身份
- 未能取得投訴人的合作，以致無法繼續追查

上述定義並不表示若果投訴人未能確定被投訴人的身份，投訴警察課便不會採取進一步行動。投訴警察課會根據所得資料，盡量追查被投訴人的身份；只有追查不果時，才會作出未能確定被投訴人身份的結論。

假如投訴人拒絕合作以致投訴被列為「無法追查」，警方可在投訴人願意提供所需資料時，重新展開調查。



終止調查

「終止調查」是指有關投訴已由投訴警察課備案，但鑑於特殊情況（例如證實投訴人精神有問題）而獲投訴及內部調查科總警司授權終止調查。



透過簡便方式解決

「透過簡便方式解決投訴」旨在迅速解決一些性質輕微的投訴，例如態度欠佳或粗言穢語的指控。

適宜透過簡便方式解決的輕微投訴，不會有全面調查。投訴會由一名總督察或以上職級的人員處理，並擔任調解角色，向投訴人及被投訴人了解實情。如果他認為事件適宜透過簡便方式解決而又得到投訴人同意，有關投訴便可循此途徑解決。

Some complaints are handled by other means, so that no full investigation is necessary. These complaints can be classified as:

Withdrawn

A complaint is classified as “Withdrawn” when the Complainant does not wish to pursue the complaint after making it.

Even when a Complainant initiates the withdrawal of a complaint, the IPCC will ensure that no undue influence has been exerted on the Complainant, and that the Police can learn from the complaint. The IPCC will also ensure that CAPO will take appropriate remedial actions.

A Complainant’s withdrawal does not necessarily result in the case being classified as “Withdrawn”. The IPCC and CAPO will examine the available evidence to ascertain whether a full investigation is warranted despite the withdrawal and/or whether any of the allegations are substantiated on the basis of information available.

Not Pursuable

An allegation is classified as “Not Pursuable” when:

- The identity of the officer in the complaint cannot be ascertained
- The cooperation of the Complainant cannot be obtained to proceed with the investigation.

The above definition does not mean that no further action will be taken when the Complainant cannot identify the Complainee. CAPO will make an effort to identify the Complainee(s) on the basis of the information available. Only after such an effort has been made to no avail will the conclusion be reached that the identity of the Complainee cannot be ascertained.

If a complaint has been classified as “Not Pursuable” due to lack of cooperation from the Complainant, it may be reactivated later when the Complainant comes forward to provide the necessary information.

Curtailed

A complaint is classified as “Curtailed” when it has been registered with CAPO but is curtailed - i.e. not fully investigated - on the authorisation of the Chief Superintendent (Complaints and Internal Investigations Branch), owing to special circumstances such as known mental condition of the Complainant.

Informally Resolved

The “Informal Resolution Scheme” aims at a speedy resolution of minor complaints, such as allegations of impoliteness or use of offensive language, the nature of which is considered relatively minor.

A minor complaint suitable for Informal Resolution will not be subject to a full investigation. Instead, a senior officer, of at least the rank of Chief Inspector of Police, will act as the Conciliating Officer and make separate enquiries with the Complainant and the Complainee regarding the facts of a complaint. If the Conciliating Officer is satisfied that the matter is suitable for Informal Resolution, and the Complainant is in agreement, the complaint will be informally resolved.

監警會歷史

History of the IPCC

行政立法兩局非官守議員警方投訴事宜常務小組

監警會的成立，可以追溯至1974年，當時警務處處長成立投訴警察課，專責調查市民對警方的投訴。1977年，當局認為這些調查應由不屬警方的獨立機構介入，於是警務處處長便邀請當時處理警察及保安事務的行政立法兩局非官守議員常務小組，負責監察投訴警察課的調查工作，是兩層架構投訴警察制度的雛型。1978年行政立法兩局非官守議員警方投訴事宜常務小組向當時的總督提交第一份報告（報告期為1977年9月1日至1978年4月30日），並在1978年8月16日呈交立法局審閱，此後，行政立法兩局非官守議員警方投訴事宜常務小組每年均會編製工作報告書。

行政立法兩局非官守議員警方投訴事宜常務小組自成立以來，所監察的投訴個案數目急劇上升。工作量的大幅增加，顯示有加強及擴展這個監察架構的需要。政府因此於1984年初成立工作小組，專責檢討行政立法兩局非官守議員警方投訴事宜常務小組，對投訴警察課所進行的監察工作。

投訴警方事宜監察委員會

1986年，政府在審慎研究過工作小組的建議後，由當時的總督將行政立法兩局非官守議員警方投訴事宜常務小組，改組為一個獨立的投訴警方事宜監察委員會。根據重組計劃，在委員會成員中加入太平紳士，以及成立一個輔助秘書處，並命名為投訴警方事宜監察委員會。

UMELCO Police Group

The establishment of the IPCC can be traced back to 1974, when the Commissioner of Police set up CAPO to investigate police complaints from the public. Having considered that the investigations should involve an independent body, the Commissioner of Police invited the sub-committee of the Unofficial Members of the Executive and Legislative Councils (UMELCO), which was responsible for handling police and security matters, to monitor CAPO complaint investigations in 1977; this was the prototype of the two-tier police complaints system. In 1978, the UMELCO Police Group presented its first report on police complaints to the Governor (reporting period from 1 September 1977 to 30 April 1978), which was then submitted to the Legislative Council for review on 16 August 1978. From then on, the UMELCO Police Group prepared an annual progress report.

After the UMELCO Police Group was established, there was a drastic increase in the number of police complaints which required its monitoring. The high workload indicated there was a need to strengthen and broaden the monitoring system structure. Thus, the Government set up a working group to review the UMELCO Police Group's monitoring of CAPO in early 1984.

Police Complaints Committee

In 1986, after the Government meticulously reviewed the working group's recommendations, the then Governor restructured the UMELCO Police Group and set up an independent police complaints monitoring committee, comprising Justices of the Peace as members and a supporting secretariat. It was also renamed as the Police Complaints Committee.

投訴警方獨立監察委員會 (警監會)

1994年12月，投訴警方事宜監察委員會改稱為投訴警方獨立監察委員會(警監會)，以新名稱反映其獨立地位，並著手策劃將委員會轉為一個獨立的法定組織，以便更清楚訂明委員會的權力和職能。

1996年7月，將警監會轉變為法定組織的條例草案提交立法局。該立法建議清楚界定警監會的權力和職能，以鞏固其在處理投訴警察制度方面所擔當的角色，讓市民更加認識警監會的獨立監察職能。

由於前立法會議員在委員會審議階段所提出的部份修訂建議，會為當時的投訴警察制度帶來根本性的改變，因此政府在1997年6月23日的立法會會議上撤回條例草案。

獨立監察警方處理投訴委員會 (監警會)

自2004年開始，政府再次計劃為警監會的運作模式賦予法律依據，以提高公眾對兩層架構投訴警察制度的信心，《投訴警方獨立監察委員會條例草案》於2007年6月29日刊憲，並於7月11日提交立法會首讀。

立法會於2008年7月通過《監警會條例》。保安局局長其後指定2009年6月1日為《監警會條例》的生效日期。投訴警方獨立監察委員會(警監會)改稱為獨立監察警方處理投訴委員會(監警會)，以強調其獨立監察職能。監警會於《監警會條例》生效同日成為法定機構。

Independent Police Complaints Council – before becoming a statutory body

In December 1994, the Committee was further revamped to pave the way for becoming an independent statutory body, clarifying the Council's powers and functions. Both the English and Chinese names of the Council were modified to better reflect its independence.

The Bill that suggested changing the then IPCC into a statutory body was introduced to the Legislative Council in July 1996. The Bill proposed clarifying the powers and functions of the then IPCC, in order to reinforce its authority in handling police complaints, and to enhance public awareness of the Council as an independent monitoring entity.

As some Legislative Council Members raised a number of Committee Stage Amendments that might bring fundamental changes to the police complaints system, the Bill was withdrawn by the Government on 23 June 1997.

Independent Police Complaints Council – after becoming a statutory body

In 2004, the Government relaunched its plan to change the then IPCC into a statutory body, with a view to empowering it with a legal basis to discharge its functions and to raise public confidence in the two-tier police complaints system. On 29 June 2007, the Independent Police Complaints Council Bill was gazetted. The Bill was tabled at the Legislative Council on 11 July 2007 for First Reading.

The Legislative Council passed the IPCCO in July 2008. The Secretary of Security then decided that the IPCCO would come into effect on 1 June 2009 and the IPCC become a statutory body on the same date. The Chinese name of the Council was modified to highlight its monitoring role, while the English name was retained.