



# Ethics and Integrity in the Hong Kong Police Force

## List of Contents

|  |   |
|--|---|
| Foreword   | 1 |
| Introduction   | 1 |
| Ethics and Integrity   | 2 |
| Context  | 2 |
| Legislative Provisions   | 2 |
| HKSARG Provisions  | 2 |
| Force Provisions   | 3 |
| Managing Ethics and Integrity<br>in the Hong Kong Police Force | 3 |
| Education and Culture Building                                 | 3 |
| Governance and Control   | 5 |
| Enforcement and Deterrence                                     | 6 |
| Rehabilitation and Support                                     | 7 |
| Integrated Integrity<br>Management Framework                   | 7 |
| Conclusions  | 8 |

## Foreword

The Hong Kong Police Force has come a long way in terms of ensuring the integrity of all members of staff, since I joined this organisation over 37 years ago. As a result, I like to think that we are now recognised as a modern, progressive law enforcement agency, which has the integrity and honesty of all of its members at the forefront of our entire policing ethos.

To achieve this, many different integrity management initiatives have been introduced over the years. However, a realisation has also developed that, whilst we have been doing much to safeguard the integrity of our organisation, our approach needed to be more integrated and more attuned to the challenges facing us at the outset of the twenty first century.

To meet these objectives, the Force has recently set up a new integrity management framework headed by a high level committee, which will monitor and oversee the various integrity management initiatives currently being pursued. Furthermore, a new strategy has been devised to manage the integrity of our organisation and its members.

This paper has been written for the benefit of people from outside the Force, although I hope it will be of use to Force members as well. It provides a stock take of the integrity management initiatives currently being pursued by the Force and it also explains how our new integrity management framework oversees and monitors these initiatives.

I hope that you find this paper to be useful. Law enforcement agencies the world over differ in many respects, but, what many of us do have in common is a commitment to maintaining integrity and honesty within our organisations. Some of the initiatives being pursued by my organisation will be applicable to your agency; others will not. Nonetheless, if the paper is able to stimulate discussion and a desire to improve the management of integrity and honesty in other law enforcement agencies, it will have more than surpassed its original, modest objectives.

Mike Dowie  
Director of Management Services,  
Hong Kong Police Force

## Introduction

The Hong Kong Police Force (hereafter 'the Force') expects all members to be fully aware of the need to comply with the Force Values and maintain a high level of personal integrity. The Force has, therefore, sought to embed ethics and police integrity as our core policing philosophies throughout the entire organisation.

fighting corruption and malpractice at every level because without integrity everything the Force does is flawed. This paper highlights the background to, and components of, ethics and integrity in the Force and it seeks to provide a broad overview of how the Force approaches these issues. It is primarily for readers without an intimate knowledge of the Force but should also be of interest to Force members.

2. The Force is committed to

## Ethics and Integrity

### Ethics

3. Ethics can be generally defined as the personal values, ideas or beliefs that influence a person's conduct. In the context of the Force, ethics is regarded as the values and principles of conduct that apply to a police officer. Our professional conduct should be aligned with the Force Values.

### Integrity and Police Integrity

4. Integrity can be defined as the qualities of uprightness, soundness and honesty. Police integrity refers to the demonstration of these qualities where they apply to police work. They are the most basic and fundamental qualities required of any police officer when he discharges his duty and are necessary to maintain confidence in the Force.

5. Police General Order 26-03 guides an officer about when to consider whether conduct, either on or off duty, is aligned with the value of integrity. The guide is to consider whether, in the eyes of a reasonable, fair-minded and well-informed member of the public, the conduct of the member of the Force in question would be likely to call his integrity into doubt. Examples of conduct that is not aligned with the value of integrity include undesirable association, having investments that conflict with an officer's police duties and having debts that have become unmanageable because of excessive gambling and other reprehensible causes.

### Context

6. As a civil service department of the Hong Kong Special Administrative Region Government (HKSARG), ethics and police integrity must be placed within the context of legislative, HKSARG and Force provisions.

## Legislative Provisions

### Criminal Law

7. As public officials entrusted with powers and discretion that affect the lives

and activities of people in Hong Kong, all Force members are bound by the Laws of Hong Kong. In particular, the Police Force Ordinance, Chapter 232, Laws of Hong Kong, imposes specific restrictions upon disciplined members of the Force. Important criminal laws that promote ethical conduct and integrity, combat corruption and reflect society's expectations that public officials, including police officers, properly exercise their powers and discretion include the Prevention of Bribery Ordinance, Chapter 201, Laws of Hong Kong, and the Common Law offence of Misconduct in Public Office.

### Discipline Regulations

8. The Force has a well-established discipline code, the Police (Discipline) Regulations, which is subsidiary legislation under the Police Force Ordinance, Chapter 232, Laws of Hong Kong. Under these regulations, which are applicable to officers from the rank of Constable to Chief Inspector and provide a range of sanctions ranging from caution to dismissal, the following thirteen offences against discipline exist:

- (a) absence from duty without leave or good cause;
- (b) sleeping on duty;
- (c) conduct to the prejudice of good order and discipline;
- (d) cowardice in the performance of duty;
- (e) contravention of police regulations, or any police orders, whether written or verbal;
- (f) insubordination;
- (g) being unfit for duty through intoxication;
- (h) neglect of duty or orders;
- (i) malingering;
- (j) making a statement which is false in a material particular in the course of his duty or in connection with the discharge by the police force of any of its duties or functions;
- (k) unlawful or unnecessary exercise of authority resulting in loss or injury to any other person or to the Government;
- (l) wilful destruction or negligent loss of or injury to Government property; and
- (m) conduct calculated to bring the

public service into disrepute.

9. Misconduct by police officers of Superintendent rank and above, as well as civilian members of the Force, is dealt with separately under the Public Service (Administration) Order (PS(A)O) and the Public Service (Disciplinary) Regulations (PS(D)R). Traffic wardens are subject to the Traffic Wardens (Discipline) Regulations, which is subsidiary legislation to the Road Traffic Ordinance, Chapter 374, Laws of Hong Kong. The Hong Kong Auxiliary Police Force Ordinance, Chapter 233, Laws of Hong Kong, provides a discipline code for auxiliary members from the rank of Constable to Chief Inspector that includes the same thirteen discipline offences mentioned at paragraph 8 above. Unlike their counterparts in the Force, misconduct by auxiliary members of Superintendent rank and above is not covered by the PS(A)O and PS(D)R, but renders them subject to reduction in rank or dismissal by the Chief Executive of the HKSARG, under the Hong Kong Auxiliary Police Force Ordinance.

## HKSARG Provisions

### Civil Service Regulations

10. As HKSARG civil servants, all Force members have to comply with civil service regulations, directives and guidelines, which cover a wide variety of issues including conduct, confidentiality of information and conflict of interest. Chapter III of the HKSARG Civil Service Regulations on conduct and discipline addresses a wide range of ethical issues, including investments, conflicts of interest, retirement gifts, insolvency and bankruptcy, financial declarations, lending and borrowing money and outside employment.

### Acceptance of Advantages (Chief Executive's Permission) Notice 2007

11. The Prevention of Bribery Ordinance legislates on the acceptance and soliciting of advantages by civil servants. The Acceptance of Advantages (Chief Executive's Permission) Notice 2007 provides for the types of advantages and entertainment that

government servants have been given a general permission to solicit or accept in certain circumstances without contravening the Prevention of Bribery Ordinance. This might include small value loans paid back in a short period of time or gifts from family members.

### **Ethical Leadership Programme**

12. As a HKSARG civil service department, the Force, when tackling police corruption, embraces the holistic strategy of sanction, prevention and education, which has been advanced by the Civil Service Bureau (CSB) and the Independent Commission Against Corruption (ICAC). Current service-wide initiatives promoted by CSB and ICAC include the Ethical Leadership Programme, which seeks to entrench ethics and a culture of integrity throughout the civil service through the leadership, example and commitment of senior management.

13. Under the Ethical Leadership Programme, the Commissioner of Police has appointed the Director of Management Services (DMS), the Senior Assistant Commissioner of Police responsible for Force ethics and integrity, as the Force Ethics Officer. As such, the DMS is required to oversee various projects designed to realise the aims of the Ethical Leadership Programme.

### **HKSARG Resource Centres**

14. CSB and ICAC jointly launched the Resource Centre on Civil Service Integrity Management, which provides for the dissemination of ethics and integrity-related material throughout all HKSARG departments and bureaux. The HKSARG Online Community for Ethics Officers website allows for departmental ethics officers and their assistants and support staff to have access to reference material pertinent to their duties and to have a platform to exchange views and experience with each other.

## **Force Provisions**

### **Police General Orders**

15. Under the Police Force Ordinance, the Commissioner of

Police is empowered to issue Police General Orders (PGOs) to facilitate the administration of the Force and ensure that it efficiently discharges its duties under this ordinance. Compliance with PGOs is mandatory and non-compliance constitutes an offence against discipline. There are currently 46 PGO chapters that cover a wide range of operational, managerial and administrative topics. Many of these chapters, such as those on conduct and discipline, complaints against police, internal investigations and investments, include issues related to ethics and police integrity.

### **Other Orders**

16. Headquarters Orders (HQOs), which have equal validity and are also mandatory, along with the Force Procedures Manual (FPM) and Standing Orders, issued by various levels of police commander, supplement PGOs and also address ethical issues. Similar provisions exist for traffic wardens and members of the Hong Kong Auxiliary Police Force.

## **Managing Ethics and Integrity in the Hong Kong Police Force**

17. Over the years, the Force has introduced many initiatives and programmes to manage ethics and integrity. These initiatives and programmes can be categorised under the following four areas:

- (a) education and culture building;
- (b) governance and control;
- (c) enforcement and deterrent; and
- (d) rehabilitation and support.

## **Education and Culture Building**

### **Oath of Office**

18. Inculcation of ethics begins with the Declaration or Oath of Office, which is made by all new recruits attending the Hong Kong Police College at the start of their training. Section 26 of the Police Force Ordinance, Chapter 232, Laws of Hong Kong, imposes a statutory requirement upon all officers,

before taking up their duties, to swear or solemnly declare before a magistrate or a senior police officer the following oath or declaration that:

*“... I will well and faithfully serve the Government of the Hong Kong Special Administrative Region according to law as a police officer, that I will obey uphold and maintain the laws of the Hong Kong Special Administrative Region, that I will execute the powers and duties of my office honestly, faithfully and diligently without fear of or favour to any person and with malice or ill-will toward none, and that I will obey without question all lawful orders of those set in authority over me.”*

### **Force Values**

19. The Force Vision and Statement of Common Purpose and Values envisions that Hong Kong will remain one of the safest and most stable societies in the world. It also prescribes a common purpose that the Force must follow to achieve this vision. There are eight Force Values that the Force and its members have to abide by when discharging their police duties, namely:

- (a) integrity and honesty;
- (b) respect for the rights of members of the public and of the Force;
- (c) fairness, impartiality and compassion in all our dealings;
- (d) acceptance of responsibility and accountability;
- (e) professionalism;
- (f) dedication to quality service and continuous improvement;
- (g) responsiveness to change; and
- (h) effective communication both within and outwith the Force.

20. These Values remain at the core of the Force's efforts to embed integrity and an ethical culture into all aspects of policing in Hong Kong. As such, the Force Values constitute a code of ethics that officers are expected to follow during all their encounters with both the public and with each other.

### **Living the Values**

21. The Living the Values (LTV) programme, which was launched in

1996, was designed to raise staff awareness of the Force Values. The programme has just completed its sixth phase, with each phase comprising a mandatory workshop for all members of the Force. As a result of the programme, all members of staff should be able to recognise and practise the principles of equity, justice and openness, whilst discharging their duties in accordance with the Force Values. Between 1996 and 2007, LTV Workshops have covered the following topics:

- (a) Wave I (1996-1997):  
Force Vision and Statement of Common Purpose and Values;
- (b) Wave II (1998-1999):  
Internal Communication, Encouragement and Support, Integrity and Honesty;
- (c) Wave III (2000-2001):  
Internal Communication, Integrity and Honesty;
- (d) Wave IV (2003):  
Enhancing Professionalism and Ethics;
- (e) Wave V (2005-2006):  
Building a Caring Workforce; and
- (f) Wave VI (2007):  
Fairness in All Our Dealings.

### **Healthy Lifestyle Programme**

22. Healthy Lifestyle Programme initiatives are designed to institute a culture change in the Force, and have the advantage of motivating and sustaining change over time. The Healthy Lifestyle Programme was launched in 1998 to encourage healthy pursuits among Force members as a means to steer them away from unwholesome habits, which might lead to corruption, unethical behaviour and malpractice. The programme focuses on physical health, mental health and financial prudence. More details can be found at paragraphs 58 to 64 of this report.

### **Integrated Approach to Physical Fitness and Health Management**

23. The Integrated Approach to Physical Fitness and Health Management was introduced in 2007. It emphasises a tri-partite partnership between Force management, which provides resources, facilities, information and training; police

sports and arts clubs, which organise and promote healthy lifestyle activities for Force members and their families; and officers who are expected to maintain a standard of physical fitness commensurate with their police duties.

### **Lifelong Learning**

24. Complementing the Healthy Lifestyle Programme is the encouragement of lifelong learning. The Force runs Learning and Development Opportunities programmes for junior police officers and inspectorate rank officers to promote and encourage this concept. Grants from the Police Welfare Fund may also be approved to encourage officers to pursue further education in their leisure time. Furthermore, a prestigious Force Research Award Scheme has been introduced to encourage officers to carry out research in their spare time.

### **Police Volunteer Service Corps**

25. Co-ordinated by an Assistant Commissioner of Police, the Hong Kong Police Volunteer Service Corps was established in 2004. It encourages personal development through participating in charity events and engaging in voluntary service. This corps promotes a sense of social responsibility amongst Force members.

### **Force Communication Priority**

26. The Force Communication Priority was launched in January 2006 in order to enhance internal and external communications. Key messages on issues of importance to the Force are widely disseminated through the police intranet. Integrity and honesty have been selected as one of the key messages included in this programme.

### **Foundation Training**

27. The Hong Kong Police College (HKPC) ensures that all recruits under training, Constables and Inspectors alike, are inculcated with the Force Values and instructed on the benefits of leading a healthy lifestyle, financial prudence and the concept of life long learning during their foundation training. Officers from the Complaints and Internal

Investigations Branch (C&IB) and ICAC also provide instruction on issues such as ethics, complaint prevention and the pitfalls of corruption.

### **Development Training**

28. Development training courses, which are held throughout an officer's career, including upon promotion, continue to focus upon the importance of integrity and ethics. Themes covered during foundation training address the needs of officers of a specific rank, job function and length of service. ICAC, C&IB and the Police Psychological Services Group provide an input on these development training courses.

### **Training Days**

29. All disciplined members of the Force are required to attend training days every six weeks. Training days are held to encourage team spirit and allow for the dissemination of Force-wide issues throughout the organisation. Training packages, which include an input from the ICAC, are intended to raise awareness of, and encourage discussion on, contemporary ethical issues faced by frontline officers.

### **Vulnerable Unit Training**

30. Units deemed to be particularly vulnerable to corruption, such as crime teams and vice squads, receive special training from ICAC. The Force's Internal Investigations Office (IIO) lectures on particular issues such as associating with undesirable characters, conflict of interest and other ethical dilemmas, which are likely to arise in these posts.

### **Training for Civilian and Non-Regular Staff**

31. Auxiliary members of the Force receive similar ethics training to their regular counterparts. Civilian staff members involved in procurement or the issue of service contracts, receive specialised training from ICAC on the ever-present dangers of corruption within their own fields.

## **Physical Health**

32. There are now forty-nine official police sports clubs and arts clubs that organise activities for Force members and their families. A Force Colours scheme has been introduced to encourage officers to organise and participate in sports and arts clubs.

33. In 2006, the One Officer, One Sport campaign was launched to improve the physical health of Force members. The Force also actively encourages family participation in these sports events in order to forge closer family ties.

## **Ethics Corner**

34. The Ethics Corner site was launched on the Force's intranet in February 2008. It provides an electronic, one-stop-shop access to a wide range of information on ethical issues, malpractice and corruption. It also has access to external sources, which cover these issues as well. Corruption and Malpractice Prevention Bulletins, based on true stories, are disseminated through this website to advise and warn officers about high-risk patterns of behaviour.

## **Governance and Control**

### **Recruitment**

35. Specially trained members of staff are involved in both the interview and vetting stages of the recruitment process. The integrity of an applicant is a key determinant for recruitment staff when deciding whether an applicant should be offered a post in the Force. Applicants passing the final interview for either Constable or Inspector rank are subjected to stringent vetting procedures. Before being offered an appointment, applicants are also required to confirm all their outstanding debts. The purpose of these checks is to ensure that only officers of the highest integrity are recruited into the Force. Psychometric testing of applicants is soon to be introduced.

## **Vetting**

36. All officers undergoing consideration for high-risk posts or posts with special circumstances are vetted to ensure that there are no doubts about their integrity or the existence of potential conflicts of interest. Furthermore, officers being considered for promotion and re-employment are also vetted for the same reasons.

## **Posting Arrangements**

37. Certain posts within any police organisation expose officers to the risk of corruption and malpractice to a greater degree than other posts. These include posts where officers are tasked to tackle vice, drugs and organised crime or have access to criminal intelligence systems, as well as posts involved in the procurement of goods and services or the safekeeping and administration of equipment. Within the Force most of these posts have fixed lengths of tenure and officers are routinely rotated out, to reduce the risk of corruption, once they have completed their fixed term of duty.

38. Under managed posting arrangements, the Force has a mechanism to manage the posting of officers with special circumstances. This might include restricting an officer from working in a certain post where, because of his or her personal circumstances, a conflict of interest might occur. It can also involve restricting an officer from serving in a crime formation because of integrity considerations.

## **Internal Reporting of Corruption and Malpractice and the Staff Support System**

39. All officers are encouraged to report suspected malpractice and corruption involving other members of the Force. Officers making such reports will be encouraged to avail themselves of the service of a support officer, who will be assigned to provide moral and practical support. To ensure that these reports are investigated thoroughly, proposals for what action should be taken require the endorsement of the Chief Superintendent in charge of the Complaints and Internal Investigations Branch (CSP C&IB).

## **Sexual Harassment**

40. The Force has established procedures for handling complaints of sexual harassment within the organisation. Complainants are dealt with confidentially and are offered the services of a support officer. To ensure that all complaints are subject to external oversight, the results of all investigations require the endorsement of CSP C&IB.

## **Undesirable Association**

41. The Force prohibits officers from associating with known criminals or triad members, other than in the course of their duty. Breaches can lead to disciplinary action. Officers found associating with a known criminal or triad member will, if they claim not to have known the criminal or triad background of the associate, be issued with a notice that formally advises them of their associate's background. The officers will also be warned to cease the association and, if they fail to do so, this notice can be used in any subsequent disciplinary proceedings.

## **Conflicts of Interest**

42. Members of the Force, and their supervisors, are required to be aware of potential conflicts of interest that may arise when their private interests compete or conflict with the interests of the Force or their official duties. Officers are also required to formally declare all such interests. Strict requirements are set out in PGOs about investments in the entertainment industry and transport. Failure to observe Force requirements pertaining to conflicts of interest may result in disciplinary proceedings.

## **Management of Indebtedness and Finances**

43. The Force has long recognised how indebtedness, particularly where it has resulted from financial mismanagement or imprudence, can act as a pre-cursor to malpractice, unethical behaviour and corruption. A comprehensive and detailed set of administrative instructions has been drawn up to deal with officers who have manageable and unmanageable debts. Wide-ranging financial services

are also offered to help officers save and budget effectively. Further details of these services can be found at paragraphs 61 to 63.

44. Generally, if debts have accrued as a result of reprehensible causes such as gambling, making reckless or speculative investments, or living a lavish lifestyle beyond one's means, the Force will carry out a disciplinary review of the circumstances, which might eventually lead to disciplinary proceedings and punishment. If the debts were unavoidable, for example as a result of a close relative's medical bills, the Force will take a sympathetic approach.

### **Inspection and Audit**

45. The Force's Research and Inspections Branch carries out inspections of administrative and management processes at formation, major formation and headquarter level. It also carries out thematic inspections. Internal Audit carries out compliance inspections. The Senior Force Armourer and the Force Motor Transport Officer supplement these compliance inspections with inspections of their own. Information Systems Wing audits information technology systems.

### **Corruption Prevention Department of the Independent Commission Against Corruption**

46. The Corruption Prevention Department, which is part of Hong Kong's Independent Commission Against Corruption (ICAC), is responsible for examining the working procedures and systems of various bodies in Hong Kong, including the police, to ensure that they are not vulnerable to corruption. Its corruption prevention studies are overseen and endorsed by the Corruption Prevention Advisory Committee (CPAC).

47. Each year, the Police Corruption Prevention Group (PCPG), chaired by DMS with both police and ICAC members, agrees on areas that require a corruption prevention study. Once the study is completed and has been endorsed by CPAC, the relevant Force policy wing will study the recommendations made and, where possible, implement them. PCPG oversees and monitors the implementation of these recommendations.

### **ICAC Community Relations Department**

48. From time to time, the Community Relations Department will conduct workshops and seminars for the benefit of Force members. These forums are designed to raise awareness and educate on corruption within the police force. In recent years, the Community Relations Department has conducted workshops on the risk of corruption in anti-triad and anti-vice units and amongst staff involved in the procurement process.

### **Enforcement and Deterrence**

#### **Background**

49. The Laws of Hong Kong, HKSARG regulations, the Force discipline code and Police General Orders govern the conduct of members of the Force. Full details of these provisions have been covered in paragraphs 7 to 16 of this paper.

#### **Independent Commission Against Corruption**

50. ICAC is responsible for investigating corruption in Hong Kong. It is comprised of an Operations Department that investigates corruption; a Corruption Prevention Department that gives corruption prevention advice; and a Community Relations Department that educates the public against the dangers of corruption and enlists public support in combating corruption. All dealings with the Force by these three departments are conducted through IIO.

#### **ICAC Operations Department and the Operations Review Committee**

51. The Operations Department is responsible for investigating all complaints of corruption in both the public sector and private sector in Hong Kong. The Force has a statutory duty to assist ICAC investigations and preserve the confidentiality of these investigations. If, in the course of investigating a report of police corruption, the ICAC needs to arrest a police officer, carry out a

search at a police building, interview a police witness or look at or seize police documents, arrangements will be made through IIO.

52. At the conclusion of an ICAC investigation, the case will be scrutinised by the Operations Review Committee, which is a high-level oversight body that monitors and examines all ICAC investigations. Often, once an ICAC investigation into police corruption has been concluded, it will be referred to the police for discipline or administrative action. The Force will then conduct its own review to uncover possible breaches of the police discipline code.

### **Other Criminal Investigations Against Force Members**

53. The Force is responsible for the vast majority of non-corruption related criminal investigations involving police officers as suspects. Whenever police officers are investigated for criminal offences, every effort is made to ensure the independence of the investigation. It is an offence against discipline for an investigating officer not to declare that he personally knows a suspect. Before charging or before concluding an enquiry of this nature, legal advice is required from the Department of Justice. At the conclusion of the criminal enquiry, a discipline review may also be carried out.

### **Discipline Reviews**

54. Discipline reviews are conducted whenever misconduct is suspected to have occurred. Supervisors with operational and command responsibility for the officers concerned normally conduct these discipline reviews, subject to management oversight by their own supervisory officers or CSP C&IB. In sensitive or serious cases, investigative responsibility for discipline reviews might be transferred to a supervisory officer working in a different unit, particularly a crime unit, with no managerial responsibility or connection to the officers involved. At the end of a review, legal advice is invariably sought to determine whether discipline charges are appropriate or not. Lessons learned from these reviews and from

successfully prosecuted discipline cases are disseminated for the information of all on the police intranet.

### **Complaints and Internal Investigations Branch (C&IIB)**

55. C&IIB is responsible for investigating all complaints against police officers and other serious disciplinary matters and, periodically, for conducting supervisory accountability studies. It is made up of the Complaints Against Police Office (CAPO) and IIO.

56. CAPO investigates complaints of misconduct made against Force members, civilians attached to the Force and traffic wardens. If a possible criminal offence is disclosed in the course of a CAPO investigation, CAPO will also be responsible for this investigation. CAPO investigations are carried out by police officers, but the Force has a statutory duty to facilitate the statutory oversight of the Independent Police Complaints Council, which monitors and endorses CAPO investigations.

57. IIO either investigates or monitors all discipline and criminal investigations against Force members involving integrity. It also conducts discipline reviews and accountability studies and oversees investigations into sexual harassment complaints and other internal reports of malpractice. IIO monitors all cases in which the integrity of an officer is in issue.

### **Rehabilitation and Support**

#### **Personnel Services**

58. Personnel Wing is responsible for overseeing the welfare of all members of the Force. It manages a number of programmes related to issues, such as indebtedness and financial difficulties; stress at work; officers experiencing psychological problems; and welfare and counselling services, which, if not dealt with, might impact on an officer's integrity.

#### **Psychological Services**

59. The Psychological Services Group (PSG) provides a wide variety

of counselling and advisory services to officers suffering from psychological problems, such as stress or thoughts of suicide. PSG operates its own hotline to receive requests for assistance. E-learning packages on stress management have also been launched. PSG also provides critical incident services, which involve counseling officers who have encountered life-threatening incidents. Psychologists from PSG are required to interview any officer who has been shot at or who has discharged his police firearm.

60. A Force Working Group on Suicide Prevention was set up in 2001 and led to the introduction of the Force Strategy on Suicide Prevention. The three guiding components of the strategy are promoting suicide awareness; facilitating early intervention; and promoting stress resilience and balanced living.

#### **Financial Assistance**

61. Indebted officers are encouraged to use the services of the Force Welfare Services Group, which will help them work out repayment plans, negotiate loan rescheduling and provide information on debt counselling services provided by non-government organisations. The Welfare Services Group also runs a financial helpline, which officers can use anonymously to discuss stress resulting from indebtedness, debt rescheduling, bankruptcy and the Force policy on indebtedness.

62. Financial management and the avoidance of debt is also a subject covered on foundation, development and command training courses. An interactive e-learning package on gambling and financial prudence reinforces this training.

63. To encourage prudent financial management, the Force offers various voluntary insurance schemes to members, as well as encouraging officers to contribute regularly to the Police Credit Union, to accustom them with saving regularly. Welfare grants are also available when officers find themselves with sudden unexpected expenditure, such as medical or children's educational costs.

### **Other Welfare and Counselling Services**

64. The Carelinks Cadre is comprised of disciplined and civilian members of staff who aim to build a caring workplace. It has a helpline and regularly circulates material on the Force intranet to provide inspiration and motivation to officers. The Balances and Wisdom campaign was introduced in 2004 to promote a healthy balance between an officer's work duties and home life.

### **Integrated Integrity Management Framework**

65. In 2008, the Force unveiled the 2008/2010 Strategic Action Plan. Strategic Direction 2 under this plan sought to enhance the personal and professional qualities of Force members. To achieve this, Strategic Direction 2 set out a number of key projects, one of which required the Force to refine and consolidate its ongoing integrity management initiatives into an integrated framework for the promotion and reinforcement of Force Values.

66. A working group was set up to develop this key project. As a result of the efforts of this working group, the Force introduced a new integrated integrity management framework in 2009. This framework monitors and oversees all aspects of the Force's integrity management programme.

#### **Force Committee on Integrity Management**

67. The Force Committee on Integrity Management (FCIM) co-ordinates the integrated integrity management framework. This committee, chaired by the Deputy Commissioner of Police (Management), sits every three months. Its membership consists of senior officers representing all sectors of the Force, including auxiliary members and civilian staff. Assistant directors from the ICAC's Operations, Corruption Prevention and Community Relations Departments also sit on this committee.

68. The FCIM's terms of reference are to:

- (a) formulate and develop measures to effectively promote and sustain the Force Values throughout the Force;
- (b) identify key issues in managing police integrity and give directions to address them; and
- (c) monitor and evaluate the effectiveness of the Force Strategy for Integrity Management (FSIM).

### **Formation Integrity Committees and Formation Integrity Officers**

69. Each formation in the Force has its own Formation Integrity Committee (FIC). These FICs have the following responsibilities:

- (a) reviewing and monitoring integrity related issues as decided by the FCIM in their respective formations and supporting the work of the FCIM;
- (b) implementing relevant components of the FSIM through instigating local initiatives;
- (c) monitoring and evaluating the effectiveness of these initiatives; and
- (d) providing feedback on all issues related to Force Values, through respective MFCs, to the FCIM, the Force Ethics Officer, and relevant policy wings.

70. Each FIC is chaired by the formation commander, of either Chief Superintendent or Senior Superintendent rank, whose role as Formation Integrity Officer (FIO) is to:

- (a) promote Force Values through advocating leadership, commitment, and responsibility of his/her officers;
- (b) instigate local initiatives for the reinforcement of the Force values; and
- (c) chair the FIC through which integrity related issues are reviewed and monitored, and the relevant FSIM components are implemented.

### **Force Strategy For Integrity Management**

71. Under the FCIM, the strategy pursued by the FSIM takes the following four-pronged approach :

- (a) education and culture building;
- (b) governance and control;
- (c) enforcement and deterrent; and
- (d) rehabilitation and support.

72. This paper has sought to show how the components of the Force's new integrated integrity management framework, many of which existed under previous initiatives, dovetail with the four pronged approach adopted by the FSIM. In the past, there had been more of an ad-hoc approach to the management and development of these components; the new framework, through the FCIM, ensures that a more consolidated, more integrated approach is now being pursued. Furthermore, the framework is designed to be mutually reinforcing and to be able to monitor the success and effectiveness of these components.

### **Conclusions**

73. The Force has long recognised the importance of promoting and sustaining a culture of integrity and honesty. Managing its integrity is the cornerstone of the Force's policing philosophy. One of the Force's Strategic Directions is enhancing the personal and professional qualities of Force members. This includes the reinforcement of the key values of integrity and honesty, and an integrated integrity management framework has been introduced to assist this effort.

74. The Force's integrated integrity management framework oversees all policies and issues related to police integrity and ethics. The framework provides for two-way communication between Force management and all members of the Force, including auxiliary members and civilian staff, through a network of integrity officers and integrity committees. This framework also allows for the effective implementation of the

Force Strategy for Integrity Management and ensures that a consolidated and integrated approach is taken to the management of police integrity in the Force.

75. The Force remains committed to the continuous review and improvement of its integrity management systems to keep pace with an ever-changing environment and wider public expectations. Furthermore, it is confident that these systems, coupled with a determination to meet all challenges in the field of integrity management, will ensure that the Force remains an organisation of the highest integrity and one that retains the respect and recognition of both the law enforcement community and the public it serves.

Hong Kong Police Force  
August 2009