

香港警務工作
踏進新世紀



Policing in
Hong Kong
at the turn of
the Century



POLICE
COLLEGE
警察學院

抱負 Vision

使香港繼續是世界上其中一個最安全及穩定的社會

That Hong Kong remains one of the safest and most stable societies in the world

目標 Our Common Purpose

為確保社會安穩，香港警隊務必：

The Hong Kong Police Force will ensure a safe and stable society by :

- 維護法紀 -
upholding the rule of law -
- 維持治安 -
maintaining law and order -
- 防止及偵破罪案 -
preventing and detecting crime
- 保障市民生命財產 -
safeguarding and protecting life and property
- 與市民大眾及其他機構維持緊密合作和聯繫 -
working in partnership with the community
and other agencies
- 凡事悉力以赴，力求做得最好 -
striving for excellence in all that we do
- 維持市民對警隊的信心 -
maintaining public confidence in the Force



價值觀 Our Values

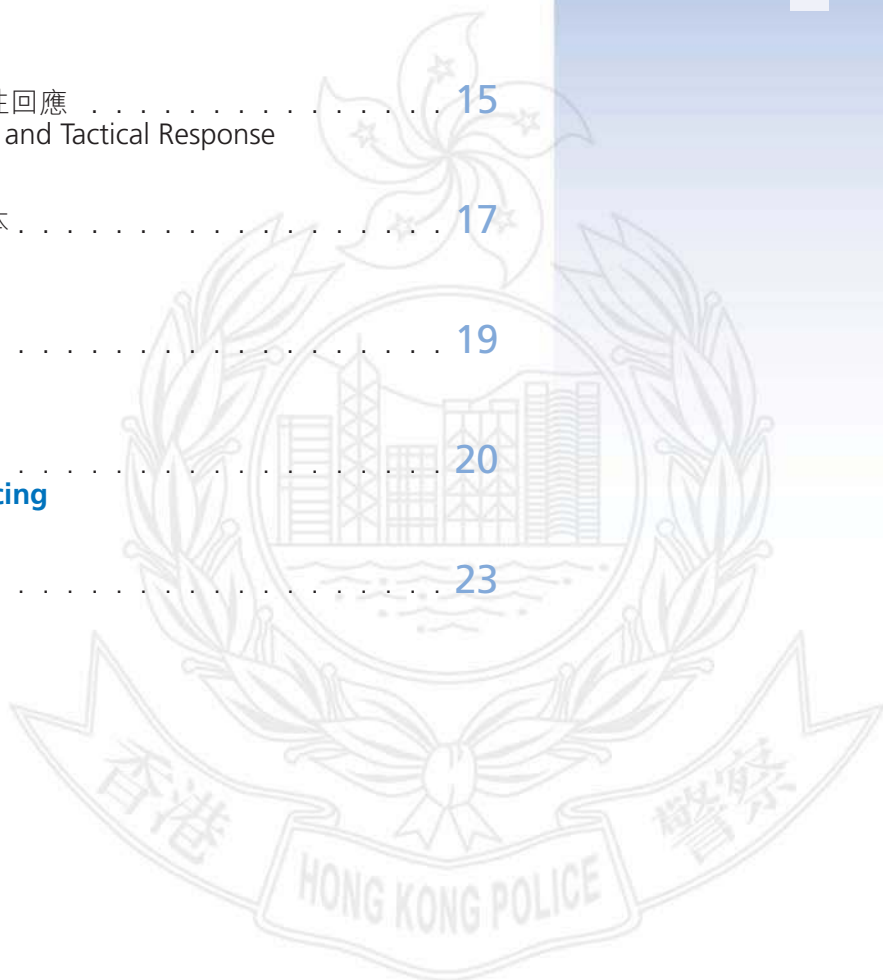
- 正直及誠實的品格
Integrity and Honesty
- 尊重市民及警隊成員的個人權利
Respect for the rights of members of the public and
of the Force
- 以公正、無私和體諒的態度去處事和對人
Fairness, impartiality and compassion in all our
dealings
- 承擔責任及接受問責
Acceptance of responsibility and accountability
- 專業精神
Professionalism
- 致力提供優質服務達至精益求精
Dedication to quality service and continuous
improvement
- 盡量配合環境的轉變
Responsiveness to change
- 對內、對外均維持有效的溝通
Effective communication both within and outwith
the Force



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**POLICE
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前言 Foreword

在過去的一個半世紀中，香港由一個細小漁港逐漸發展成為今天的金融中心，轉變極為巨大，而由舊日的英國殖民地轉變成為現今中國其中一個最繁忙的特別行政區，香港一直從東西方之間的交往中受惠。

與此同時，香港警隊亦逐漸演變成為今天的一個現代化專業警察組織。

這份報告主要是根據文獻探討，以及與警隊內核心成員晤談所得的資料而擬備，內容包括簡述警隊的演變，以及探討當今香港警務工作的形式。撰寫這份報告的目的，是希望加強警隊成員對我們現時的警務理念、措施及策略的認識。

現時我們將警隊的發展情況及警務措施記錄下來，除了可提醒我們警隊擁有哪些強項和限制外；而日後當警隊隨着不斷急速轉變的社會環境向前邁進時，這亦將會成為我們增強本身工作效能時的依據。

我們亦會將此報告的更詳盡版本上載至警隊內聯網知識管理系統，供各位同事仔細閱讀。

香港警察學院
研究中心
二零零七年六月

From a small fishing village to the present day financial centre, Hong Kong has changed immensely over the last century and a half. From a former British colony to one of China's busiest Special Administrative Regions, Hong Kong has benefited from interactions between the East and the West.

The Hong Kong Police Force, too, has evolved into a modernised professional police organisation of today.

This report is prepared from documentary review and interviews with key informants and covers a brief account of how the Force has become what it is today and how we currently practise policing in Hong Kong. The objective is to promote a better understanding of our present policing concepts, practices and strategies among our officers.

The present effort of chronicling the developments and current practices of the Force will serve to remind us of our strengths and limitations, which are the basis upon which we build our future competence as the Force moves forward with the rapidly evolving social environment.

A full report containing a more detailed description of our policing will be uploaded onto the Force Knowledge Management System on POINT to be shared with colleagues.

Research Centre
Hong Kong Police College
June 2007



香港警務工作踏進新世紀

Policing in Hong Kong at the Turn of the Century

“警隊不斷改善及調整其政策、工作方式，以至組織架構，以應付各式各樣的挑戰。”

The Force constantly adapts, realigns and redesigns its policies, approach and even organisation structure to meet all sorts of challenges.

當砵甸乍在一八四三年就任香港首任總督時，實在難以預料這「荒涼小島」會由漁港逐漸發展成為世界上最繁忙的國際貿易及金融中心之一。當日獲委派成立香港警隊的首席裁判司威廉·堅偉上尉，亦同樣無法預料警隊今天會變成一個以社區及服務為本的警察組織。

警隊過去一直忙碌於執法及服務的工作；然而，由於世界急速轉變，警隊實有必要將本身的發展情況，以及各種現行警務政策和策略記錄下來，供未來參考之用。本文件的目的是，在警隊踏進新世紀之際，記錄及闡述各項警務策略與實務。

事實上，自砵甸乍總督的時代至今，世界已改變不少。現今世界的科技及新式通訊使國際社會更形親密，而犯罪集團亦利用各個口岸及司法管轄區之間的差異，將其非法活動國際化。

在這情況下，要設計出一種架構分明，既能確保社會穩定，並可經受時間考驗的警務模式實在談何容易。雖然如此，警隊不斷改善及調整其政策、工作方式，以至組織架構，以應付各式各樣的挑戰。這些年來，警隊始終是以社區和服務為本。

When Pottinger became the first governor of Hong Kong in 1843, little could he have foreseen that this 'barren rock' would have evolved from a fishing village into one of the world's busiest international financial centres today. Nor would Captain William Caine, the first Chief Magistrate appointed to form the police force, have predicted that the Force would become today's community-focussed, service-oriented police organisation.

In the past, the Force has mainly been engaged in its law enforcement and service role; it is, however, necessary in this fast-evolving world for it to document its developments and record for future reference current policing policies and strategies. The objective of this paper is to capture and describe policing strategies and practices of the Force at the turn of the century.

Indeed, the world has changed considerably since Pottinger's time. The contemporary world of technology and modern communications have brought the international community closer together and criminal enterprises to internationalise its illegal activities while taking advantage of border and jurisdictional differences.

In this environment, it would be extremely difficult, if not impossible, to speak about a policing model that presupposes stability and a structured framework that withstands time. The Force constantly adapts, realigns and redesigns its policies, approach and even organisation structure to meet all sorts of challenges. What has not changed over the years, however, is its community and service focus.



不斷轉變中的警務環境

The Evolving Policing Environment

“社會的需要隨着時間而轉變，香港的警務工作也須因時制宜。”

Policing in Hong Kong is shaped by needs of the community that evolve with time.

警隊的歷史發展

早期的香港警隊在一八四四年根據《香港法例》第五號條例而成立。到了二十世紀初期，警隊開始建立本身的力量。二十年代時，成立了刑事調查部，一九三零年則成立了首隊衝鋒隊，以處理嚴重罪案及小型騷亂。此外，二十世紀初期亦分別成立了警察後備軍及一支特別警察。

第二次世界大戰後，警隊進行重組，分別在海內外招聘退役軍人，這些人員在執法及準軍事行動方面均曾受過較佳訓練。一九五六年的雙十節發生了一場暴動，其後警隊在一九五八年成立了警察訓練分遣隊（分遣隊後來在一九六八年變為警察機動部隊）。警察訓練分遣隊的職責是維持本港內部安全，為警隊提供一支常設的緊急事故後備軍。不久，屬兼職性質的警察後備軍與特別警察明顯需要合併，輔助警察隊遂於一九五九年宣告成立。

當今的警務模式在七十年代開始形成。在一連串嚴重的貪污事件發生後，投訴警察組及廉政公署分別在一九七三年及一九七四年成立；而在警務人員抗議廉署的事件發生後，調查委員會建議成立香港警察隊員佐級協會，目的是改善警隊管理層與員佐級人員之間的內部溝通。其間，警隊落實了警民關係主任計劃；而在一九七四年，警察公共關係科亦組織了少年警訊，以改善警方與市民之間的關係。

此外，警隊於七十年代亦開始實行警察派出所計劃，這可說是以社區為本警務工作的先

Historical Developments of the Force

The early police in Hong Kong were established under Ordinance no. 5 of 1844. Early 20th century saw the Force building its policing capabilities. The Criminal Investigation Department was established in 1920s and the first Emergency Unit was formed in 1930 to deal with serious crimes and minor disturbances. Early 20th century also saw the establishment of the Police Reserve and a special constabulary.

After World War II, the Force reorganized itself by recruiting ex-servicemen abroad and at home, people who were better trained in law enforcement and the paramilitary role. In 1958 the Police Training Contingent, which was to evolve into the Police Tactical Unit in 1968, was formed after violence over the Double Tenth Incident in 1956. The contingent was charged with the responsibility of maintaining internal security, thus providing the Force with a permanent reserve for emergencies. It soon became apparent that the part-time Police Reserve and special constabulary would need to be amalgamated and in 1959, the Auxiliary Police were created.

1970s marked the beginning of the formative years of present-day policing. The Force Complaints Office and the Independent Commission Against Corruption (ICAC) were formed in 1973 and 1974 respectively following a series of serious corruption cases. Investigations of a commission of inquiry in the aftermath of the march onto the ICAC headquarters led to the establishment of the Junior Police Officers' Association (JPOA) to improve internal communication between the management and JPOs. In the meantime, the Police Community Officer Scheme was implemented and the Junior Police Call was organized by Police Public Relations Bureau (PPRB) in 1974 to improve relations with the public.

驅，目的是要爭取市民大眾的支持，以對付地區內的罪案和社會問題。

到了八十及九十年代，警隊加強管理方面的改革。一九九二年香港最後一任總督彭定康到任，給香港帶來了英國《公民約章》中行政回應及提供優質服務的概念。警隊亦在一九九四年成立了服務質素監察部，接管了警隊的內部監察工作，並開始實行各項措施以提高警隊服務質素。

一九九七年中華人民共和國恢復對香港行使主權後，香港的警務制度並無出現重大改變。根據《基本法》，中央人民政府負責管理香港特區的防務和外交事務，而香港特區則負責維持社會治安。根據一國兩制的原則，警隊保留了本身的警務制度，這制度與中國內地公安局的制度有所不同。

隨着二十世紀九十年代的公營機構管理改革，警隊亦逐漸轉向服務為本的文化，這情況一直持續至今。事實上，服務為本的警隊文化在二十世紀後半部分已奠下基礎，期間警隊曾經邀請市民大眾一同參與防止罪案運動、組織少年警訊活動、成立警察公共關係科，以及在各區成立警民關係主任辦事處等。

與政府的關係

警隊在社區提供服務，亦是公務員隊伍的一員。因此，我們的財政完全依賴政府每個年度的財政撥款。這對警隊和市民大眾都有好處，因為這樣警隊便不會受到任何直接的政治干預，可全心全意落實最符合市民大眾利益的警務策略。

在政策問題上，警隊會透過保安局與政府當局聯繫。保安局的首長是保安局局長，負責香港的內部保安，包括監察警方的工作。《香港法例》第二三二章《警隊條例》第四條訂明，在符合行政長官的命令及管制下，警務處處長「對警隊負有最高指示及管理責任」。第四條所用的字眼讓警隊在決定其方向及確保行動效率方面擁有法定的自主權。

管治及問責

警隊設有管治架構和健全的問責制度，以確保在維護法紀方面可滿足市民大眾的要求。作為專業警務組織，我們的運作機制具透明度、

The Neighbourhood Policing Unit (NPU) Scheme, the precursor of community-oriented policing, was also instituted in 1970s to enlist community support to tackle crime or social problems within the neighbourhoods.

Management reforms gained momentum in the 1980s and 1990s. The arrival of Mr Christopher Patten, the last governor, in Hong Kong in 1992 brought the UK "citizens' charter" concept of administrative responsiveness and quality service delivery to Hong Kong. Within the Force, Service Quality Wing was established in 1994, taking over Force inspections and instituting service quality initiatives.

Nothing significant has changed to the policing system since the Mainland resumed exercise of sovereignty over Hong Kong in 1997. Under the Basic Law, the Central Authorities shall be responsible for defence and foreign affairs while Hong Kong SAR shall be responsible for the maintenance of law and order. Under the principle of One Country, Two Systems, the Force retains its own policing system, which is different from the Mainland Public Security Bureau (PSB).



With public sector management reforms in the last decade of the 20th century, the Force is moving towards a service culture, which lasts to this day. Foundations were also laid in the second half of the 20th century for service-oriented policing with the Force engaging the community in crime prevention campaigns, organizing Junior Police Call activities, establishing PPRB and Police Community Relations Offices in districts.

Relationship with the Government

The Force operates within the community and is part of the civil service. Because of this, we rely on the government for our annual budget. This benefits the Force and the community because the Force is not subjected to direct political interference and is free to act in the best interests of the community.



善於回應市民的需要、有效益和高效率；我們又與市民緊密合作，一起保持社會和諧安定。

警隊的管治架構以警務處處長及警隊首長級高級人員（包括副處長、高級助理處長職級的綱領監督）為首。除制定政策方針外，警務處處長及警隊首長級高級人員的職能還包括監督各項警務工作。政策方針會透過「管制人員報告」¹、「策略行動計劃」與「警務處處長首要行動項目」，傳達給各前線指揮官及區段巡邏人員。日常各種警務工作均遵從所制定的警隊政策方針，並以總區、區及分區計劃的形式進行。

警隊每年均須擬備管制人員報告，當中就各項主要工作範疇的進展情況向立法會報告，以作為下一財政年度可獲多少財政預算撥款的依據。文件會概述以往及現時各項主要計劃的工作成果和進展，以及相關的表現指標。立法會議員可以就年內所達到的目標為依據來審議部門的開支。管制人員報告與策略行動計劃密切相關，警隊管理層會根據管制人員報告，並因應過往成績，重新考慮警務行動的優先次序，並制定未來的工作策略。

策略行動計劃以三年期為目標，由警隊首長級高級人員負責作定期監察，每十八個月予以修訂。這份文件列出在此三年期間優先處理的行動與管理工作，由處長及首長級高級人員在徵詢主要單位指揮官的意見後一起制定。在此之前，諮詢市民大眾的工作則會在各總區、區及分區的層面上進行，指揮官會在不同的場合就警務問題與撲滅罪行委員會及所屬地區的區議會收集他們的意見。

The Force liaises with the Administration on policy matters through the Security Bureau (SB). SB, headed by the Secretary for Security, is charged with the responsibility for the internal security of Hong Kong, which includes overseeing the police function. Section 4 of the Police Force Ordinance Cap 232 stipulates that the Commissioner of Police is responsible for the 'supreme direction and administration of the police force' subject to 'orders and control' of the Chief Executive. The wording of section 4 gives legality to the autonomy of the Force in determining its direction and ensuring its operational efficiency.

Governance and Accountability

The Force has in place governance and robust accountability systems to ensure it meets the needs of the community in upholding the rule of law. As a professional police organisation, we operate within a framework of transparency, responsiveness, effectiveness and efficiency and community engagement to ensure the best interests of the community are served.

The governance of the Force starts with the Commissioner and the Senior Directorate Group (SDG) comprising the Deputy Commissioners and the programme directors in the rank of Senior Assistant Commissioners. Besides policy direction, the Commissioner and the SDG have the function to oversee all police functions. Policy direction is cascaded down to frontline commanders and beat officers through the Controlling Officer's Report (COR)¹, the Strategic Action Plan (SAP) and the Commissioner's Operational Priorities (COP). As we shall see, our daily policing activities follow Force policy direction in the form of regional, district and divisional plans.

COR is an annual exercise reporting the progress on major programme areas to the Legislative Council (Legco) as the basis for budgetary allocation in the next financial year. The document outlines past and current major projects, achievements and progress, and key performance indicators. Legco members will be able to scrutinise departmental expenditure on the basis of what has been achieved over the year. COR dovetails SAP and also serves as the basis for Force management to revisit priorities in the light of past achievements and a focal point for formulating future policies.

SAP is a three-yearly plan that is regularly monitored by the SDG and revised every eighteen months. It contains both operational and management priorities over a 3-year period and

¹ 「管制人員」負責及交代其部門服務的一切開支、公帑及政府財產，而警務處處長便是警務處的「管制人員」。 - *Controlling Officer is responsible and accountable for all expenditure and for all public moneys and Government property of his/her department. The Commissioner of Police is the Controlling Officer of the Force.*

警務處處長首要行動項目是處長每年均須制備的文件，開列來年的首要行動項目，由前線人員執行。根據警務處處長首要行動項目中所訂定的概括原則，各總區會制定本區的總區行動優先次序，而各區及分區亦分別會制定本區的區警務計劃及分區活動計劃。

高層管理人員每月、每季、每半年及每個年度都會就罪案趨勢／統計數字、道路安全及投訴等情況作出檢討，並評估未來的工作形勢。此外，亦會召開會議，檢討其負責管理的綱領下各項工作的進展。

警隊的財政體系具靈活性，政府以整筆撥款方式給警隊撥款，款項可以在不同帳戶之間轉移而無須得到警隊以外人士的核准。換句話說，在這整筆預算撥款中，警隊可靈活地自行調配用於各類不同開支的款項，以及把節省下來的資源轉撥給其他新工作。然而，警隊既不會獲得額外撥款，而政府當局亦預期警隊在運用款項時會量入為出，故此處長必會確保警隊的財政管理健全，而在制訂預算及開支時亦會持審慎的態度。

在行動方面，警隊亦獲賦予高度的自主權。儘管如此，我們仍須在這方面向行政長官、行政會議、立法會及公眾負責。

立法會會透過保安事務委員會審議警隊的政策，並會透過財務委員會及政府帳目委員會監察警隊的財政狀況。警務處處長會就警務事宜在每年年初及每兩個月分別向保安事務委員會及行政會議作出報告。警務處處長首要行動項目、總區及區的警務行動優先次序亦會提交區議會及分區撲滅罪行委員會會議席上討論。行動處處長和刑事及保安處處長會就年中的罪案趨勢會見傳媒，而各區指揮官則會向區議會及分區撲滅罪行委員會報告總區及區的警務行動優先次序。

is formulated by the Commissioner and the SDG collectively in consultation with major formation commanders. Prior to that, consultation with the community takes place at the regional, district and division levels, where commanders work closely with fight crime committees and local district councils and collect their views on policing issues.

COP is a yearly document that sets out the policing priorities for the year and is to be implemented by frontline duties. On the basis of the broad principles laid down in the COP, regions formulate their regional operational priorities while districts and divisions have their own district policing plans and divisional activity plans.

Senior management reviews organisational performance monthly, quarterly, half-yearly and annually on crime trend/statistics, road safety and complaints, and projects into the future policing landscape. There are also meetings of programme directors to review progress in their own programme areas.

The Force has a flexible financial system, where allocations from the government are placed in a single vote and funds can be transferred between different accounts without the need for approval outside the Force. In other words, within this global budget the Force is given autonomy and flexibility in deploying the funds between the various categories of expenses and redirecting saved resources to new commitments. The Commissioner, however, is to ensure sound financial management and prudence in budgeting and expenditure, knowing full well that no new moneys will be available and the Force is expected to operate within its means.

The Force is given a high degree of operational autonomy. Notwithstanding this, it is accountable to the Chief Executive, the Legislative Council, the Executive Council, and the public.

The Legislative Council scrutinizes Force policy through the Panel on Security and monitors financial situations through the Finance Committee and the Public Accounts Committee. The Commissioner of Police reports to the Security Panel at the beginning of each



社區組織及社區領袖皆為市民喉舌，當中包括區議會、分區撲滅罪行委員會、鄉議局及鄉事委員會等，他們會就區內居民的需求與警方聯絡。透過這些組織和傳媒，警隊可緊貼公眾的脈搏。警察公共關係科則負責監察民意，以及回應公眾所關注的問題。

警務人員須對本身的行動、決定、行為和紀律負責。他們須確保履行所有職責，並且達到警察通例、總部通令、程序手冊及警隊有關通告所訂明的各項標準。

警隊設有本身的內部紀律及調查投訴機制。投訴及內部調查科由投訴警察課及內部調查課組成。若有市民投訴警務人員行為不當，或指控警務人員犯法，投訴警察課會進行調查；此外，亦會就市民對警隊行政、程序或行動方法欠妥的指控作出調查。內部調查課則負責進行責任承擔調查，以及就違反紀律的指控進行內部調查。

為着不斷改善警隊組織程序及其工作方式，服務質素監察部會定期進行全面的審查工作，而各級的指揮官亦會進行相關查核。



這些警隊審查工作會在各個不同的層面進行。在單位層面，審查工作的重點會放在與警務處處長首要行動項目有關的事項、根據策略行動計劃實行的單位計劃、單位事務、優良工作程序、人力資源運用、經濟效益及問責架構等。在警察總部層面，審查工作會針對警隊優先工作、政策制訂及執行、溝通及監察機制，和其他較廣泛層面如「領導才能」、「員工管理」、「程序成效」等。專題審查由首長級高級人員所指示而進行，研究可能影響警隊行動或管理的某些課題；而遵辦審查則協助警隊管理層確保人員會遵照警隊及政府所制定的各項政策、程序及法律規章行事。

year and bimonthly to the Executive Council on policing issues. The Commissioner's Operational Priorities, regional and district priorities are also discussed at District Council and District Fight Crime Committee meetings. The Director of Operations and the Director of Crime and Security meet the media on mid-year crime trend while District Commanders report to District Councils and DFCC on the measures taken on these priorities.

Community organisations and community leaders, including the District Council, the District Fight Crime Committees, the Heung Yee Kuk and rural committees represent the voice of the community and liaise with the Force on local demands. Through them and the media, the Force keeps pace with the pulse of the community. The Police Public Relations Bureau monitors public opinion and addresses matters of public interest.

Officers are accountable for their own actions, decisions, conduct and discipline. They are to ensure that they fulfil all their responsibilities and are up to the standards stipulated in Police General Orders, Headquarters Orders, Force Procedures Manual, and Force circulars.

The Force has its own internal disciplinary and complaints investigation mechanism. The Complaints and Internal Investigation Branch comprises the Complaints Against Police Office (CAPO) and the Internal Investigation Office (IIO). Besides public complaints of misconduct and allegations of crime against members of the Force, CAPO also investigates public complaints of defects in police administrative, procedural or operational methods. IIO conducts accountability studies and initiates internal investigation into alleged breach of discipline.

As a means to regenerate its organisational processes and work practices, formal inspections are undertaken regularly by Service Quality Wing and Police Internal Audit Division while commanders at all levels conduct their own supervisory checks.

These Force inspections are conducted at different levels. At formation level, inspections focus on issues relevant to the Commissioner's priorities, formation plans implemented under SAP, local issues, good practices, use of human resources, value for money and accountability. At Headquarters level, inspections address Force priorities, policy setting and implementation, communication and monitoring mechanisms as well as generic areas like 'leadership', 'people', 'process'. Thematic inspections as directed by SDG examine any area of concern that may adversely impact on the operations and management of the Force while compliance inspections help the Force management to ensure compliance with Force and Government policies, procedures, laws and regulations.



警隊服務及策略

Policing Deliverables and Strategies

無論是在警隊的哪一個崗位上工作，人員均會盡心服務，以迎合市民大眾的需要。警隊服務及其策略的特色可概括如下：

No matter where we stand in the Force, we contribute to its deliverables and services that meet the community needs. These deliverables and strategies can be summarised as follows:





以優質服務為本

Quality Service Orientation

“ 警隊要求警務人員提供優質服務，同時也設立了強而有力的支援機制，藉以提供助益。 ”

While placing high demand on officers delivering quality service, the Force provides strong support mechanisms to make this possible.

正如警隊其中一個核心價值觀所表明，我們致力提供優質服務，精益求精。警隊經常檢討及改善各種工作程序、工作方式、政策，以及改良各種設備及裝備。首長級高級人員是警隊的智囊，負責制定各種政策及行動優先次序，以及監察各項警務工作的成效；此外，警隊支援部亦設有機制，以研究及發展更佳的警務工作方式及程序，供首長級高級人員考慮採納。

支援部負責檢討槍械、裝備、制服及行動程序的效能和效益，並會研究警隊應如何配合特區政府的相關政策，如職業安全及健康、保障個人資料私隱等。民事訴訟及修訂法例建議的處理亦同屬其工作範圍之內。

Dedication to quality service and continuous improvement is one of our core values. The Force is constantly reviewing and improving its procedures, work practices, policies and upgrading its equipment and accoutrements. While SDG as a think-tank sets the policies and priorities and monitors the policing outcomes, the Force has a mechanism, in Support (SUP) Wing, to research and develop better policing and procedural practices for SDG's deliberation and decision.

SUP Wing reviews effectiveness of firearms, equipment, uniforms and operational procedures. It also examines how the Force should support relevant SAR Government initiatives such as occupational safety and health, and personal data protection. Civil litigation and proposals of legislative amendments are likewise within its parameters.



在警隊內推動提升服務質素新措施，對帶動改變警隊文化至為重要。警隊十分着重服務質素的改善。警隊每兩年均會舉辦一次實踐價值觀工作坊，供在職人員參加，以期有效地持續改善警隊文化。此外，為了持續地推動改善服務質素，警隊又設立了工作改善小組，以及推行警署改善計劃及警隊建議書計劃。



Service quality initiatives promoted in the Force are instrumental in driving cultural change and are improvement-focused. One way of powering cultural change is by organising biennial Living-the-Values Workshops for every serving officer. Work improvement teams, station improvement projects and staff suggestion schemes are instituted to drive continuous improvement.

警隊要求警務人員提供優質服務，同時也設立了強而有力的支援機制，藉以提供助益。在人員方面，警隊大量投資於發展人員所須具備的才能。警隊設有一個全面的人力資源架構，在人員的整個警務生涯中給予照顧直至其退休，甚至延續至退休之後。警隊的人力資源架構一共擁有六項功能：

- 人力策劃：警察招募、籌劃接任事宜及服務條件等
- 學習與發展：管理發展及職業發展
- 工作表現管理、晉升、紀律及增進表現
- 職員關係及溝通
- 人事服務
- 健康管理

警隊的培訓及發展工作以才能為本。警隊的才能架構包括關鍵才能、職能上的才能及心理才能。警隊的培訓理念是推廣終身學習文化，讓各人員的潛質得以體現。

在裝備方面，警隊策略性地發展資訊及通訊系統，以使巡邏人員能與整個警隊支援系統聯繫起來。現時，警隊的支援系統綜合為五大支柱，即行動支援、刑事調查、人力資源、組織（整個警隊）及帳目的資料記錄。

While placing high demand on officers delivering quality service, the Force provides strong support mechanisms to make this possible. On the human side, the Force invests extensively in developing the much-needed competencies in its workforce. The Force has a holistic human resource framework that takes care of officers throughout their career and up to and even after their retirement. In the human resource framework, there are six functions:

- Workforce planning: recruitment, succession planning and service conditions
- Learning and development: management development and career development
- Performance management, promotion, discipline and motivation
- Staff relations and communications
- Personnel services
- Health management

Training and development in the Force is competency-based. The Force's competency framework includes core, functional and psychological competencies. The training philosophy of the Force is to foster a lifelong learning culture and realise the potential of its officers.

On equipment, the Force strategically develops information and communication systems such that officers on the beat are linked to a whole array of Force support systems. Currently, Force systems are consolidated into five-pillar applications of operational support, crime investigation, human resources, organisation (Force wide) and accounting/inventory.



實行有效的多層警務架構

Effective Multi-level Policing Framework

各項資源匯集起來，以提供多層次和多效用的支援服務。

Resources converge to provide multi-level, multi-functional supportive service.

為七百萬人口提供警察服務，有賴所有單位的合作和互相協調，以及所有前線人員的同心協力。在香港，警務工作的執行始於策略規劃，即管制人員報告、策略行動計劃及警務處處長首要行動項目的制定。這些策略性文件的擬定，乃根據當前受關注的問題、透過審時度勢而認定的未來挑戰、與主要單位指揮官討論的結果，以及透徹周詳的檢討程序而完成。

把管制人員報告、策略行動計劃及警務處處長首要行動項目轉化成為警察實務的結果是，警隊設計出一套多層的警務架構。

警隊的行動優先次序會透過總區工作計劃在各總區實行。各總區會在轄下各區中維持劃一的做法，而各區又會轉而監察各分區的有關情況。各總區指揮官在日常的警務工作上享有完全的自主權，同時亦負責實行總部所制定的政策和工作重點。這策略適合香港警隊採用，因本港社會整體來說面對着同樣的威脅和挑戰，而各個地區的警務需求亦大致一樣。上述策略有助平衡各個社群之間在整體警務政策上的要求和權益；至於個別地區所關注的問題，則會在當區內回應。

總區的警務工作以警區為基礎。總區的警務行動優先次序會向下傳達給各區，各區會因應本身情況，制定當區的警務行動優先次序。分區是基本的前線行動單位。每個分區都有行動計劃，以支持區的警務行動優先次序。透過分區行動計劃、單位指揮官的任務述要、各區網站，以及區指揮官及分區指揮官均會出席的訓練日公開論壇等，前線行動人員及巡邏警員均

Policing a population of seven million requires the cooperation and coordination of all formations and a concerted effort of all frontline duties. In Hong Kong, policing starts with strategic planning with the formulation of Controlling Officer's Report (COR), Strategic Action Plan (SAP) and Commissioner's Operational Priorities (COP). These strategic documents are formed out of current concerns and likely future challenges identified through environmental scanning, discussions with major formation commanders, and a vigorous review process.

Translating COR, SAP and COP into policing practices, the result is a multi-level policing framework.

Force operational priorities are implemented in the Regions through Regional business plans. Regions maintain uniform practice amongst its districts, which in turn oversee the divisions. Regional Commanders have full autonomy in day-to-day policing. At the same time the Regional Commander is accountable for the execution of headquarters policies and priorities. This strategy suits Hong Kong where society as a whole faces the same threats and challenges while local communities have unique policing needs. The strategy balances demands and interests from all communities in overall policing policy while district-specific interests are addressed locally.

Policing in the regions are district-based. Regional priorities cascade down to the districts, which depending on its local circumstances, devise their district policing priorities. Divisions are the basic frontline operational units. A division has an action plan that supports district priorities. Frontline operational staff and constables on the beat are made aware of regional and district priorities through the divisional action plan, unit commander's briefings, district website and Training Day open

會獲知所屬總區及區的警務行動優先次序。與此同時，地區的警察服務需求亦會由前線警察單位透過各分區、區及總區，向上反映給高層管理人員知道。

警察總部分配下來的資源會由總區指揮官根據當區的需要及行動職務決定如何分配。總區會提供不同資源（例如總區重案組、警察機動部隊大隊、衝鋒隊及總區轄下各個交通組），對各區作出行動支援。

人員在巡邏時會獲得同一巡邏區份的其他人員、鄰近巡邏區份及分區內各部門的支援。各項資源匯集起來，以提供多層次和多效用的支援服務。這表示前線人員會獲得總區及區轄下單位的支援，例如警察機動部隊、衝鋒隊、交通組人員、街上便衣人員及特別職務隊等。

此外，透過巡邏通訊器系統，警務人員可與總區指揮及控制中心保持聯繫，並可從姓名索引系統，以及第三代車輛牌照及駕駛執照綜合資料電腦系統等相關警隊系統獲取所需資訊。總區指揮及控制中心有效地監控總區及區的資源，並且是與警察總部溝通的渠道，這對警隊資源調配至為重要，並可確保現場人員可以得到有效的支援。



forums attended by their District Commander and Divisional Commander. Meanwhile, policing needs of the community are reflected upwards from frontline policing units through divisions, districts and regions to top management.

Resource allocation coming from Police Headquarters (PHQ) is arbitrated by the Regional Commander according to district needs and operational commitment. Regional operational support to the district is given in the form of regional resources such as Regional Crime Units, Police Tactical Unit (PTU) Company, Emergency Unit (EU) and Regional Traffic Teams.

An officer on the beat is supported by other officers within the beat, by neighbouring beats, and the sectors within the division. Resources converge to provide multi-level, multi-functional supportive service. This would mean that a beat officer is also reinforced by Regional and District duties for example the PTU, EU, traffic officers, plainclothes officers on the street and Special Duties Squad.

Besides, through the beat radio system, the officer is connected to the Regional Command and Control Centre (RCCC) and is able to access information from Force systems such as Enhanced Police Operational Nominal Index Computer System (EPONICS), Vehicle and Drivers Licensing Integrated Data System (VALID III). The RCCC, effectively controlling regional and district resources and being the conduit of communication with the Headquarters, is instrumental in mobilizing Force resources, which means the officer on the ground is effectively reinforced by Force resources.





履行全面的警察及保安職能

All-round Police and Security Functions

但觀乎警隊所服務的人口數目及所需處理的問題，警隊的工作絕不輕鬆。

In terms of the size of the population and the problems it polices, the Force is by no means small.

香港警隊是一支城市警隊，同時亦是香港的主要執法機構，職務範圍十分廣泛。若其他大城市可以獲得鄰近城市給予增援，香港的情況卻完全不同，香港警隊必須獨力為市民提供減罪、維持秩序及內部保安服務。

香港地方狹小而人口稠密，但觀乎警隊所服務的人口數目及所需處理的問題，警隊的工作絕不輕鬆。香港與其他大城市完全不同之處是，其他大城市所屬的聯邦或國家會提供獨立的警察職能，如英格蘭和威爾斯設有嚴重欺詐部門，美國設有聯邦調查局等；但香港警隊則把所有警察職能集於一身。

集全面警察職能於一身的其中一個結果是，警隊內設立了廣泛的專業職位，而人員亦有機會接觸各種不同的警務工作，例如交通、水警等。

香港水域的安全

水警負責各類海港安全工作，在遼闊的香港水域巡邏，以及維持一隊大型的綜合船隊。

許多其他地方的警隊都有執行海上警務的能力，但與其他司法管轄區相比，香港水警有着世界上其中一個最大及裝備最佳的水警架構。水警總區一直與其他政府機關保持合作，以確保海上的安全和保安，相關工作包括執行反走私、海上搜索及救援行動。

The Force is at once a city police and a principal law enforcement agency. The portfolio of its duties covers a wide spectrum. Quite unlike other metropolitan cities, where reinforcement is always forthcoming from neighbouring cities, Hong Kong will have to depend on its own to provide a full range of crime, order maintenance and internal security services.

Hong Kong is a geographically small but densely populated area. In terms of the size of the population and the problems it polices, the Force is by no means small. Hong Kong is quite unlike other metropolitan cities in the sense that other cities have separate independent police functions at federal or national level, for example, the Serious Frauds Office in England and Wales, and the Federal Bureau of Investigation in the US whereas the Force unites all policing functions within a single police service.

One result of all-round policing functions is that the Force accommodates a broad base of specialist posts and officers are given exposure to different policing responsibilities, such as traffic duties, marine functions.

Safety in Hong Kong Waters

Marine police undertake the full range of coast guard duties, patrol a wide stretch of Hong Kong waters and maintain a big, complex fleet. Many other police forces have a marine policing capability; however, when compared with water police in other jurisdictions, Hong Kong has one of the world's largest and best-equipped marine police structures. The Marine Region works in collaboration with other government agencies in ensuring seaborne safety and security such as anti-smuggling and maritime search and rescue.

道路安全

由於本港人口稠密、道路數量有限，維持交通暢順及道路安全是政府一項施政重點。警隊、環境運輸及工務局，以及運輸署保持緊密合作，聯手制定交通政策及策略，和執行交通管理。工作重點包括教育公眾、執行道路交通法例、提交有關改善道路建設工程的意見，以及密切注視敏感的運輸議題。



邊境保安

香港有三十五公里長的邊界與內地連接，並有二十九平方公里的邊境禁區。香港雖然是中華人民共和國的一部分，但內地與香港居民仍須按照規定經指定過境站進出兩地。維持邊區安寧、防止非法入境是警隊的責任。雖然非法入境問題自一九九七年國家恢復對香港行使主權後已逐漸緩和，但內地有關部門與警隊仍然保持合作，致力保障邊區一帶的安寧。

Safety on the Roads

With dense population and limited roads, smooth traffic movement and road safety is a major policy priority of the Administration. The Force, in collaboration with the Environment, Transport and Works Bureau and the Transport Department, partakes in traffic policy and strategy formulation and traffic management in the territory. The focus is to educate the public, enforce road traffic legislation, advise on engineering improvements to road infrastructure and monitor sensitive transport issues.

Boundary Protection

Hong Kong has a 35-kilometre boundary with the Mainland and a 29-square kilometre frontier closed area. Although Hong Kong is part of the People's Republic of China, movements of people between the Mainland and Hong Kong are still controlled at designated boundary crossing points. Maintaining the boundary against illegal immigration is the responsibility of the police. The problem of illegal immigration has eased since the Mainland resumed the exercise of sovereignty in Hong Kong in 1997. However, Mainland authorities work in collaboration with the Force in protecting the boundary fence.





維持最強的前線警力、高姿態執行警務工作 High Visibility, High Profile Policing

“ 警方對任何求助要求都會迅速回應，並會盡量調配資源辦理調查工作。 ”

Police responses are immediate and investigations are undertaken with the best available resources.

警隊一直維持強大的社區巡邏警力，以配合市民對警察服務的需求和遏止罪案。街上的巡邏人員亦為增強警民接觸提供了強而有力的基礎。

根據二零零六年年底的資料，警察人手（不包括輔警人員）與人口比率是每十萬名人口計算有三百九十名人員。而防止罪案的一項主要策略便是維持強大的巡邏警力，並高姿態地進行以情報為主導的行動。

警隊提供全日二十四小時街上軍裝巡邏服務，並調派由軍裝巡邏小隊組成的便裝特遣分隊重點打擊區內嚴重治安問題。此外，警隊的衝鋒隊及警察機動部隊還會向軍裝部人員提供支援，充當額外資源，協助加強一般反罪惡巡邏和進行特別行動，例如進行反入屋爆竊行動。警方對任何求助要求都會迅速回應，並會盡量調配資源辦理調查工作。

交通部人員在道路上執行交通執法及管制行動，並在不同地區高調對付醉酒駕駛及非法賽車。

總區警察機動部隊大隊、衝鋒隊、分區特遣隊人員、交通部人員、總區／區／分區偵緝及特別職務隊不時根據情報，預先籌劃行動以針對色情、毒品、三合會及非法賭博活動。

所有這些都顯示警隊有充足的前線警力，可以隨時調配整合不同層次的資源推行防止罪案工作。

The Force maintains a strong uniform police presence to meet community demand for police service and to deter crime. Officers on the street also provide a strong basis for community interaction.

The police strength to population ratio in end-2006 was 390 per 100,000 population (excluding the auxiliary). One of the key strategies on crime prevention is to maintain high visibility of uniform police and to conduct high profile intelligence-led operations.

The Force provides round-the-clock street level patrol by Uniform Branch officers and at the same time tackles identified problems through deployment of the task force, which is a uniform unit drawn from patrol sub-units and deployed in plainclothes. UB officers are reinforced by Emergency Unit (EU) and Police Tactical Unit (PTU). The EU and PTU are an additional resource to enhance normal anti-crime patrol and conduct special operations, for instance undertaking anti-burglary operations. Police responses are immediate and investigations are undertaken with the best available resources.

Traffic officers are on the street to perform traffic enforcement and control. High profile operations against drink driving and road racing are conducted in different regions.

From time to time, based on intelligence, Regional PTU companies, EU, divisional taskforce duties, traffic duties, UB indoor administrative duties, regional/district/divisional crime and special duties squads will conduct pre-planned operations against vice, narcotics, triads and illegal gambling activities.

All these provide a strong visible police presence, consolidating and coordinating different levels of resources to prevent crime.



就緊急情況即時作出有力的機動性回應

Robust and Immediate Emergency and Tactical Response

就緊急情況作出機動性回應，並非單是個別專責單位的工作，亦是每名警務人員應有的責任。

Emergency tactical response in Hong Kong is not only the specialised role of a dedicated unit but is also the responsibility of every police officer.

根據《基本法》，維持香港公共秩序的職責基本上落在警隊身上，而警隊亦正是香港主要的執法機關。

警察機動部隊及衝鋒隊是警隊具備半軍事力量的部隊。這兩支隊伍平日的職責是執行防止罪案工作和處理緊急事件，但當香港面對內部保安威脅時，它們便會轉化成內部保安組織，執行維持內部保安的職務。在沒有內部保安問題時，衝鋒隊每天都擔任機動巡邏職務，趕赴處理999舉報及突發事件如劫案、火災等。絕大部分警務人員入職後首五年內都要調往警察機動部隊接受訓練，使警隊能夠調動一批受過內部保安訓練的人員全日在街道上進行反罪惡巡邏。

The public order role of the Administration under the Basic Law is fundamentally devolved to the Force as a principal law enforcement agency.

The Force has a paramilitary structure and capability in its Police Tactical Unit (PTU), and the Emergency Unit (EU). While undertaking crime prevention and emergency incident response in their normal daily operation, PTU and EU can be re-formed into and mobilised as internal security (IS) structure in face of IS threats. On a daily basis, during non-IS situations, EU is a mobile team responding to 999 calls and emergency incidents like robbery, fires. Almost all officers within their first five years of service receive PTU training. The concept of the EU as an extension of PTU training and attachment also provides a valuable source of internal security-trained officers round the clock on the street.

There are also specialised units having responsibility for internal security like the Special Duties Unit, the VIP Protection Unit, and Explosive and Ordnance Disposal Unit. These specialist units are supported by specialist-trained volunteer cadres of officers, like the Police Negotiation Cadre, the Search Cadre and the Disaster Victim Identification Unit, which can be mobilised from different regions during an emergency call-out. These trained cadres discharge their specialist role as a secondary duty and provide an additional and sufficiently large pool of trained supporting resources to help out in any major incident.

Emergency tactical response in Hong Kong is not only the specialised role of a dedicated unit but is also the responsibility



此外，執行內部保安事務的其他專門單位計有特警隊、要員保護組，以及爆炸品處理課。支援這些專門單位是一些接受過專家訓練的自願專責隊伍（如警隊談判組、搜查隊，以及災難遇害者辨認小組）。這些人員都是在發出緊急動員令後從不同總區抽調前往的。這些受過專門訓練的專責隊伍成員是以擔任次要職務的形式執行有關專門任務。他們聯合組成一支額外的龐大專業支援團隊，在任何重大事件中都能提供充分協助。

就緊急情況作出機動性回應，並非單是個別專業單位的工作，亦是每名警務人員應有的責任。這顯示全體警務人員都受過充分及專業的訓練，能夠在任何時候奉召執行職務。

警隊也竭力為在香港舉行的國際活動提供服務，例子之一是二零零五年舉行的世貿香港部長級會議的保安工作。而在嚴重及有組織國際犯罪活動方面，例如偷運人蛇、持械匪幫，以及性質敏感調查等，警隊亦會採取地區及國際性合作和罪案情報分享等的策略以有效地對付跨國犯罪集團。



of every police officer, which would mean the whole Force are professionally and adequately trained and could be mobilised at any time.

The Force is also involved in policing international events in Hong Kong. An example was policing the Hong Kong Ministerial Conference in 2005. In internationalised serious and organized crime, such as human smuggling, gun gangs and sensitive investigations, regional and international cooperation and sharing of crime intelligence is the strategy in tracking down transnational crime syndicates.





與市民緊密合作，以服務社群為本

Community Partnership and Focus

各級警務人員也明白自己在建立良好警民關係方面擔負着一定的角色與責任

... Officers of all ranks are aware of their role and responsibility in establishing good public relations ...

警隊在一九六七年暴動後成立警察新聞課，此即警察公共關係科的前身，以致力改善警民關係；此外，亦於一九七二年設立警民關係組和推行警察派出所計劃，並同時加強發展警民關係組。少年警訊始於七十年代，初期是一項針對青少年犯罪問題的措施，其後漸漸發展成社會各界積極參與的重要青少年活動。

警民合作是本港一項重要的地方警務策略，主要特點計有：

- 下放權力及給予前線人員更大自主權
- 加強警民在罪案及生活質素事項的合作
- 推行社區防止罪案計劃
- 維持充足軍裝巡邏警力，以增強警民接觸
- 主動解決與市民相關的安全及治安問題
- 施行地區問責制度

良好的警民關係是實現警民攜手合作的先決條件，而每名警隊成員都是警隊的代表。警隊的公共關係策略是透過加強傳遞正面訊息及積極處理批評，來爭取市民的理解與支持。警察公共關係科是警隊的專責部門，負責處理警隊層面的公關事務。各級警務人員也明白自己在建立良好警民關係方面擔負着一定的角色與責任，而警隊亦向他們提供一些面對傳媒技巧的訓練。

The 1967 riots prompted the establishment of the Police Public Information Bureau, the forerunner of Police Public Relations Bureau (PPRB), to improve police-public relations. In 1972, the Police Community Relations Office (PCRO) was established and the Neighbourhood Policing Unit Scheme was instituted. The Junior Police Call was also established in the 1970s; initially as a youth crime-busting move, it slowly evolves into a major youth programme with community support.

Partnership with the community is a key local policing strategy in Hong Kong, which has the following main features:

- Decentralisation of authority and greater autonomy for frontline officers
- Partnership with the community on crime and quality of life issues
- Community crime prevention schemes
- High police presence that enhances interaction with the community
- Proactive problem-solving on community related safety and security concerns
- Systems of local accountability

Good police-public relationship is a prerequisite for community partnership and each Force member is an ambassador of the Force. The Force's public relations strategy is to gain public's understanding and support through reinforcing positive perceptions and countering negative criticisms. While Force level public relations are handled by a dedicated official information mechanism, PPRB, officers of all ranks are aware of their role and responsibility in establishing good public relations and have received some form of media training.

警隊除了與分區撲滅罪行委員會保持緊密聯繫外，在推動市民參與和警民合作上也下了不少功夫。警隊跟商界如銀行、航空公司等攜手向社會推廣減罪意識，鼓勵市民參與有關活動。透過「好市民獎勵」計劃，警隊肯定和表揚獲獎市民在協助減罪方面的貢獻。警隊成員也積極參與多類社會及志願服務，為社會的發展作出進一步貢獻。



Engaging and partnering with the public goes beyond liaison with District Fight Crime Committees. The Force partners with the business community like banks, and airlines to promote community awareness and participation in the fight against crimes. Through Good Citizens Awards, the Force recognises the assistance given by the public in fighting crime. Force members

also participate in community and voluntary services as an additional contribution to community wellness.

巡邏警務人員在執行看守監視職務和蒐集有用情報時，與商戶和大廈管理員建立緊密聯繫。在鄉郊地區駐守的警務人員日常與居民互有接觸，亦能夠與社區維持更緊密的關係。警民關係組的人員亦肩負與市民緊密聯繫的責任。

Beat officers establish close liaison with shopkeepers and building management offices in their own beat as they undertake ward and watch duties and gather useful intelligence. In rural areas, relationship with the community is even closer as officers maintain daily personal contacts with the residents. Contacts with the community are also done through designated officers in the Police Community Relations Office.

假如警隊在處理一些社會問題時，發現有關情況超越警方的職權範圍，警隊的策略是建議政府修訂政策。在過程中，警隊會徵求和吸取外界意見，並與社會及政府其他部門協力解決有關問題。青少年問題便是一個例子。警方在此問題上採取了跨界別和共同承擔的策略，宗旨是防止青少年犯罪，引導年青人朝着正確的方向發展。

Where a potential problem is the result of a social phenomenon beyond the scope of the police, the strategy is to move the government for a policy change. In the process, the Force enlists the assistance and partakes in the concerted effort of the community and other government departments. An example is the juvenile problem where the policing strategy is one of interdisciplinary, shared responsibility to prevent juvenile delinquency and promote positive development of young people.





秉持專業操守

Professional Ethics

“警隊服務質素管理刻意地上而下推行，使之融入警務工作每一環節。”

Service quality management is conscious and top-down, and implicit in all aspects of police work.”

秉持專業操守除了適用於個別人員外，亦是體現良好警察服務的重要基石。

在體制層面，警隊強調個人操守、警隊文化及組織發展。警隊服務質素管理刻意地由上而下推行，使之融入警務工作每一環節。服務質素包括三項主要工作：質素保證、質素評審，以及研究。這三項工作是建立警察操守、警隊文化及組織發展的支柱。

在質素保證措施及發展警察操守方面，警隊內部設有紀律及投訴調查機制，並竭力與廉政公署及投訴警方獨立監察委員會保持緊密合作。

在質素評審方面，警隊透過對員工、服務對象及社會大眾的意見調查，收集重要意見，尤其是一些極須改善的弱點，加以處理及改善。

在個人層面，警隊鼓勵人員充分實踐正直的品格及誠信等警隊價值觀，以專業、公正、無私及體諒的態度去處事對人，並尊重市民及警隊成員的個人權利，以及對內、對外均維持有效的溝通，目的是確保警隊成員在履行其警察職務時有正確的態度及良好操守。

Professional ethics not only applies to individual officers but is also a cornerstone of good police service.

On the organisational level, the Force gives due emphasis to ethics, culture and organisational development. Service quality management is conscious and top-down, and implicit in all aspects of police work. The service quality function has three main responsibilities within its charter: quality assurance, quality assessment and research. These three responsibilities are the pillars for building police ethics, police culture and organisational development.

As a quality assurance measure and in building police ethics, the Force has an internal disciplinary and complaints investigation mechanism. It also works closely with the two external bodies, namely the Independent Commission Against Corruption, a statutory body, and the Independent Police Complaints Council.

The quality assessment function helps the Force to identify and trouble shoot issues that surface from surveys conducted to assess staff, customer and public perception of the Force.

Individual officers are encouraged to internalise Force values of honesty and integrity, professionalism, fairness, impartiality and compassion in all our dealings, respect for the rights of the members of the public and of the Force and effective communication within and outwith the Force. The objective is to ensure that Force members have the right attitudes and ethics in performing their policing duties.



香港警務工作總覽

A Panoramic View of Hong Kong Policing

香港警務工作可比擬為一棵茁壯的大樹。

香港警隊的主要特色，若僅集中於探討所採用的策略、服務項目和成果，便會忽略了當中的背後因素，如警隊的價值觀、人力資產、領導人才，以及各項良好制度和程序等警隊內部情況。如以下的示意圖所示，我們可從另一種角度來理解香港警務工作的概況，這應可讓我們從更廣闊的角度去認識香港的警務工作。

The key SERVICE features present only the characteristics of policing in Hong Kong in terms of strategies, deliverables and outcomes. What they do not explain is the success factors, many of which are to be found inside the organisation, for example organisational values, people, leadership, systems and processes. A tree metaphor will present an alternative view of Hong Kong policing to help more comprehensive understanding.

香港的警務工作



警隊服務及策略

以優質服務為本
實行有效的多層警務架構
履行全面的警察及保安職能
維持最強的前線警力，高姿態執行警務工作
就緊急情況即時作出有力的機動性回應
與市民緊密合作，以服務社群為本
秉持專業操守

服務為本及價值觀主導的警務工作

執行社區警務，包括解決各種相關的問題
主動執行以情報為主導的警務工作
保持政治中立

領導及支援架構

- 有效的領導
- 全面的支援架構
 - 靈活調配和充分利用警力
 - 高效率的工作程序及完善的裝備
 - 以情報為主導的防止罪案策略
 - 全面的才能為本人力資源管理
 - 健全的質素管理制度
 - 策略性資訊及通訊科技管理
 - 穩定的開支預算及財政自主
 - 高效率的文職支援
 - 現代化的基礎設施

警隊服務及策略

示意圖中，地面以上的葉幹部分代表警隊的服務及策略，或警隊服務社會的主要特色。正如前文所述，這是一般市民從外面所理解到的香港警察服務情況，而所有警隊人員亦各自在不同方面對此作出貢獻。

服務為本及價值觀主導的警務工作

服務為本、價值觀主導是香港警務工作的基礎理念。警隊價值觀已明確顯示重視服務為本的精神。八項警隊價值觀當中最少有三項針對提升服務，分別是承擔責任及接受問責、致力提供優質服務以達致精益求精，以及盡量配合環境的轉變。

社會的價值觀及期望為警隊政策及服務方向提供發展指引；同樣地警隊的決策很多時又會反映社會的關注所在。社會對法治有很強烈的要求，並在維護法紀、維持治安、保障市民生命財產，以及防止及偵破罪案方面都對警隊有很高的期望。這些社會價值觀其實也是警隊本身的價值觀。警隊一向都極關心社會的需要，並會作出積極回應。

Deliverables and Strategies

Above the ground, the foliage represents deliverables and strategies or the key SERVICE features of the Force, providing the means through which it branches out into the community. As stated earlier, it is an external view of what policing in Hong Kong means to the average citizen and what we all contribute in our many different ways.

Service-oriented Value-driven Policing

Central to Hong Kong policing is a service-oriented, value-driven philosophy. Service orientation is explicitly stated in the values of the Force where at least three of the eight values are targeted at service improvement: acceptance of responsibility and accountability, dedication to quality service and continuous improvement and responsiveness to change.

Community values and expectations have driven Force policy and service and Force strategic decisions in turn reflect the interests of the community. The community demands the rule of law and holds high expectations that the Force will uphold the law, maintain law and order, protect life and property, and prevent and detect crime. These community values are also the core values of the Force, which is always responsive to community needs, concerns and problems.

Policing in Hong Kong



Quality Service Orientation
Effective Multi-level Policing Framework
All-round Police and Security Functions
High Visibility, High Profile Policing
Robust and Immediate Emergency Tactical Response
Community Partnership and Focus
Professional Ethics

Service-oriented Value-driven Policing

Community Partnership, including Problem Solving
Proactive Intelligence-led Policing
Political Neutrality

Leadership and Supportive Framework

- **Strong Leadership**
- **Robust Supportive Framework**
 - Flexible Maximum Police Coverage
 - Efficient Work Process and Effective Accountment
 - Intelligence-led Crime Prevention Strategies
 - Holistic Competency-based HRM
 - Robust Quality Management Systems
 - Strategic Information and Communication Technology Management
 - Steady Budget and Financial Autonomy
 - Efficient Civilian Support
 - Modern Infrastructure

社會為本、價值觀主導的理念有利推行服務為本的警務工作，而就香港情況而言，還包括解決各種相關問題、進行主動的情報主導警務工作。警隊重視並體察市民的要求，對傳媒的意見也積極回應，並授權總區及警區指揮官可根據情況對本區問題安排處理次序和提供解決方案。此外，警隊還積極鼓勵社會及私人機構合作參與維持治安和防止罪案。

香港推行情報主導的警務工作。就策略性層面而言，情報主導工作是防止罪案及維持公共秩序的總策略。它的基本理念是積極地預先消除任何潛在的治安威脅，以免演變成嚴重問題。在國際層面，警隊跟國際刑警組織、內地機關及其他執法機構保持緊密聯繫及協作關係，聯手對付跨境及跨國犯罪活動。在謀略籌劃層面，有關單位會主動分析罪案及社會環境的資料，以便消除可能發生的犯法及公共秩序問題。

傳統上，香港的公務員是政治中立的，這對推行警務工作提供有利條件。警隊沒有政治立場，而警務處處長也不是政治委任的。警隊是政府的專業部門，而與政黨的接觸往往是透過保安局進行的。

領導及支援架構

示意圖地下根基部分是強而有力的領導及全面的支援架構，這是整個架構健康發展的推動力量。強而有力的領導給予清晰目標，並帶領和指揮警隊跨越不斷演變的警務領域。警隊領導層樂意聽取警隊內部及外界的意見。警隊的理念是以身作則，管理人員要參與其事。高層管理真誠關心人員的感受，支持員工，分擔挑戰及困難，以促進團結。而人員則盡心盡力工作，以回報管方的關懷及支持。

警隊內全面的支援架構有效地支撐着警隊的運作。這包括不同政策部所執行的職能，例如：

- 靈活調配和充分利用警力；
- 高效率的工作程序及完善的裝備；
- 以情報為主導的防止罪案策略；
- 全面的才能為本人力資源管理；
- 健全的質素管理制度；
- 策略性資訊及通訊科技管理；以及
- 穩定的開支預算及財政自主、高效率文職支援，以及現代化基礎設施。

A community-oriented, value-driven policing philosophy supports service-oriented policing, which in the Hong Kong context, embraces problem solving, and proactive intelligence-led policing. The Force is sensitive to public demands, responds constructively to media criticisms, empowers regional and district commanders in according priorities to local problems and in providing local solutions, involves the community and collaborates with the private sector in maintaining law and order and in preventing crime.

Hong Kong practises intelligence-led policing. At strategic level, intelligence-led policing is the overall strategy in crime prevention and public order policing. The fundamental philosophy is to proactively pre-empt a potential policing threat before it has the opportunity to develop into a major concern. At international level, the Force works with the Interpol and collaborates with Mainland authorities and other law enforcement agencies to deal with cross-boundary and transnational crime. At tactical level, formations proactively analyse crime and situational data to intervene in potential crime and public order problems.

Hong Kong policing is helped by the political neutrality of the civil service. The Force is apolitical; the Commissioner is not a political appointee. It is a professional organisation that has no direct dealings with political parties. All liaison with political parties is conducted through the Security Bureau.

Leadership and Supportive Framework

At the roots nourishing the entire structure are the strong leadership and robust supportive framework. A strong leadership steers and directs the course of the Force through an ever-evolving terrain of policing with clear goals. Force leadership is willing to listen to both voices from within and without the Force. Force management philosophy is to lead by example and for managerial officers to walk the talk. Top management is caring and genuinely concerned about the feelings of its officers, building solidarity and trust through supporting its workforce and sharing with them challenges and difficulties. Officers repay the care and support of the management by their dedication and willingness to take extra steps in their daily work.

The robust internal framework supports the organisation. It includes functions undertaken by different policy wings, such as

- Flexible Maximum Police Coverage;
- Efficient Work Process and Effective Accoutrement;
- Intelligence-led Crime Prevention Strategies;
- Holistic Competency-based Human Resource Management;
- Robust Quality Management Systems,
- Strategic Information and Communication Technology Management; and
- Steady Budget and Financial Autonomy, Efficient Civilian Support and Modern Infrastructure.

無論是以警隊服務的各項主要特色還是以大樹的比喻來闡釋香港的警察服務，我們都可以看到警隊所實行的警務制度能夠回應香港社會特殊的政治和社會需要。警隊所奉行的警務理念強調提供服務、秉持操守及價值觀。而警隊在各項策略及服務中，均已融入警民合作、解決問題，和主動執行以情報為主導的警務工作等理念。由於在政治上保持中立、人員盡忠職守，以及擁有良好的領導人才、支援制度和程序等，警隊遂能為社會提供最好的警察服務。

服務為本、與市民大眾維持緊密合作和聯繫，是警隊一向奉行的指導原則。在未來的日子，我們仍將繼續恪守這個原則。

Whether we define policing in Hong Kong in terms of SERVICE or the tree metaphor, the Force practises a policing system that answers the unique political and social needs of the community. The Force is guided by overarching policing principles that lay emphasis on service provision, ethics and values. Community partnership, problem solving and proactive intelligence-led policing are concepts embedded in the strategies and deliverables of the Force. The Force is able to deliver the best services to the community due to factors such as its political neutrality, a dedicated workforce, leadership and supportive systems and processes.

Service-oriented policing in partnership with the community is and will continue to be our guiding principle in the many years to come.

Abbreviations

CAPO	Complaints Against Police Office
COP	Commissioner's Operational Priorities
COR	Controlling Officer's Report
DFCC	District Fight Crime Committee
EPONICS	Enhanced Police Operational Nominal Index Computer System
EU	Emergency Unit
ICAC	Independent Commission Against Corruption
IIO	Internal Investigation Office
IS	Internal Security
JPOA	Junior Police Officers' Association
NPU	Neighbourhood Policing Unit
LEGCO	Legislative Council
PCRO	Police Community Relations Officer
PHQ	Police Headquarters
PPRB	Police Public Relations Bureau
PSB	Public Security Bureau
PTU	Police Tactical Unit
RC	Regional Commander
RCCC	Regional Command and Control Centre
SAP	Strategic Action Plan
SB	Security Bureau
SDG	Senior Directorate Group
SUP	Support
UB	Uniform Branch
VALID III	Vehicles and Drivers Licensing Integrated Data III System



