



**POLICE
COLLEGE**
警察學院



香港社區警政 COMMUNITY POLICING IN HONG KONG

推動社群參與
Engaging the
Community





警隊的抱負、目標、價值觀

Force Vision, Common Purpose and Values

抱負

使香港繼續是世界上其中一個最安全及穩定的社會

目標

為確保社會安穩，香港警隊務必：

- 維護法紀
- 維持治安
- 防止及偵破罪案
- 保障市民生命財產
- 與市民大眾及其他機構維持緊密合作和聯繫
- 凡事悉力以赴，力求做得最好
- 維持市民對警隊的信心

價值觀

- 正直及誠實的品格
- 尊重市民及警隊成員的個人權利
- 以公正、無私和體諒的態度去處事和對人
- 承擔責任及接受問責
- 專業精神
- 致力提供優質服務達至精益求精
- 盡量配合環境的轉變
- 對內、對外均維持有效的溝通

The Vision

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

Our Common Purpose

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

- upholding the rule of law
- maintaining law and order
- preventing and detecting crime
- safeguarding and protecting life and property
- working in partnership with the community and other agencies
- striving for excellence in all that we do
- maintaining public confidence in the Force

Our Values

- Integrity and honesty
- Respect for the rights of members of the public and of the Force
- Fairness, impartiality and compassion in all our dealings
- Acceptance of responsibility and accountability
- Professionalism
- Dedication to quality service and continuous improvement
- Responsiveness to change
- Effective communication both within and outwith the Force

目標 Objective

《策略方針一》(二零零八年至二零一零年)「推動社群參與」中指出，警方一直以來均積極參與各類型的社群活動，警隊應繼續努力，進一步融入社區各階層。本文試從警隊及本地環境兩個層面，綜述香港社區警政的基本概念，同時簡介海外地區的社區警政。

Strategic Direction 1 (2008-2010) 'Engaging the Community' recognises the need to further reinforce Force efforts in engaging all sectors of the community. Community engagement initiatives have abounded in the Force for some time. This paper consolidates current salient community policing practices both at Force level and in the local context and attempts to establish a common understanding of community-oriented policing in Hong Kong. The paper has also briefly examined overseas community policing materials.

引言 Introduction

如何理解社區警政，視乎實施有關制度及工作的地域。因此，本文第一部分作為引言，將全面探討多個不同司法管轄區的社區警政理念及有關實踐。第二部分則會詳細說明香港的社區警政。

How community policing is understood depends upon where it is practised. Therefore, by way of introduction, the theoretical background to community policing and community policing practices in a variety of jurisdictions are fully explored in Part I of this paper. Thereafter, in Part II, community policing in Hong Kong is addressed in greater detail.

目錄 Contents

第一部分 PART 1

社區警政概覽 COMMUNITY POLICING: A KALEIDOSCPIC VIEW

- 3 社區警政的演變
EVOLUTION OF
COMMUNITY POLICING
- 10 社區警政的核心
CORE ELEMENTS OF
COMMUNITY POLICING

第二部分 PART 2

香港的社區警政 COMMUNITY POLICING IN HONG KONG

- 15 警隊層面的措施
FORCE LEVEL INITIATIVES
- 21 地區工作
LOCAL PRACTICES

附錄 Annex

- 27 參考書目
References
- 29 相關的警隊管理架構
Relevant Force Management Structures
- 31 縮寫
Abbreviations
- 32 社區警政里程
(二十世紀七十年代至九十年代)
Milestones of Community Policing
(1970s - 1990s)

社區警政概覽

Community Policing
A Kaleidoscopic View

由於世界各地多個司法管轄區均實行社區警政，因此，在了解香港的社區警政前，必須先明瞭世界各國的社區警政狀況。

本節參照部分司法管轄區中的社區警政概況，從學術角度論述不同警政理念。本文第二部分則闡明香港的警政理念和實施情況，閱讀這一部分時，請一併參閱警察學院於二零零七年七月出版的《香港警務工作踏進新世紀》。

Since community policing is widely practised across jurisdictions, it is necessary to understand community policing in its international context before looking at community policing in Hong Kong.

This section presents an academic perspective of policing philosophies with reference to policing practices in selected jurisdictions. Policing philosophy and practices in Hong Kong are found in Part II of this paper, which should be read in conjunction with *Policing in Hong Kong at the Turn of the Century*, published by the Police College in July 2007.



社區警政的演變

社區警政理念成為全球趨勢，可說是對傳統指揮及控制式警務制度的一種反思，因為這種傳統警政已被視為無助於防止罪案 (Skolnick及Bayley 1986，Friedmann 1992，Thurman et al 2002，Stevens 2003)。

在實施傳統警政的時代，社會上已先後出現了嶄新的警政管治哲學，例如Wilson與Kelling(1982)提出的「破窗」理論，以及Goldstein(1979，1990)提出的解決問題理論，均提倡以管理地區治安、提高生活質素的方式恢復社會秩序。當中許多理論可說是起了促進作用，促使警政從傳統執法轉化為社區為本的警政。社區警政強調主動找出問題癥結，進而尋求解決方法，並與社區各階層建立夥伴關係，攜手創建安全社會 (Bayley 1994，Trojanowicz及Bucqueroux 1994，Peak及Glensor 1996)。

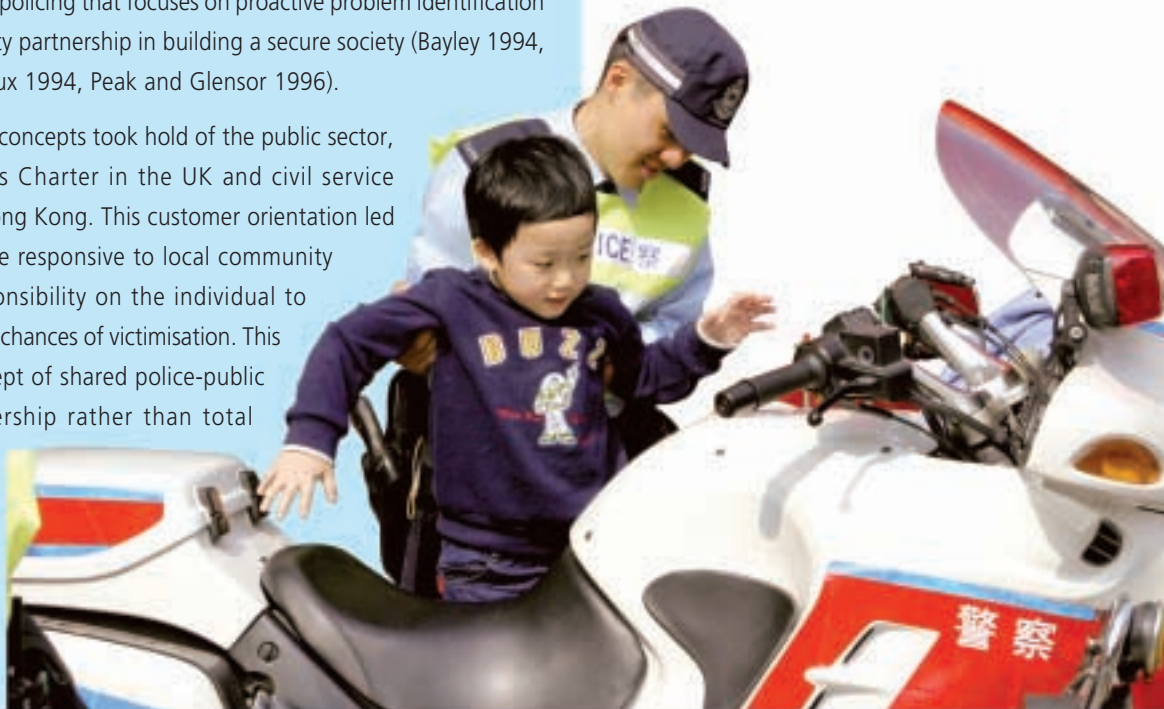
二十世紀九十年代，公營部門開始關注顧客服務理念，例子包括英國的公民憲章及香港的公務員服務承諾等。當警隊確立以顧客服務為本的方針後，便須更迅速回應社區需要。與此同時，每位市民均有責任防止罪案發生，並盡量避免成為受害人。警民合作的理念因此應運而生，由過往完全依賴警方防止罪案，轉變為警察與市民結成夥伴，共同承擔責任 (O'Malley 1997)。

EVOLUTION OF COMMUNITY POLICING

Community policing as a global trend was seen as a backlash against traditional command and control policing, which was thought to have failed in preventing crime (Skolnick and Bayley 1986, Friedmann 1992, Thurman et al 2002, Stevens 2003).

During the period when traditional policing was practised, there emerged new policing philosophies such as Wilson and Kelling's 'broken windows' (1982) and Goldstein's problem solving (1979, 1990), advocating the restoration of community order by policing local nuisance and improving quality of life. Many of these theories could be said to have contributed to the paradigmatic shift from traditional law enforcement to community policing that focuses on proactive problem identification and solution and community partnership in building a secure society (Bayley 1994, Trojanowicz and Bucqueroux 1994, Peak and Glensor 1996).

In 1990s, customer service concepts took hold of the public sector, for example, the Citizen's Charter in the UK and civil service performance pledges in Hong Kong. This customer orientation led the police to become more responsive to local community needs while placing responsibility on the individual to prevent crime and minimise chances of victimisation. This has given rise to the concept of shared police-public responsibility and partnership rather than total dependence on the police service (O'Malley, 1997).



甚麼是傳統警政？

傳統警政是八十年代之前一種被廣泛應用的警政。當時的警務人員一般擔當被動的角色，只會的事發後採取行動，務求成功起訴犯案人士。衡量效率的指標為逮捕及破案率、回應求助次數、緊急事故及戰術回應次數，以及遇到嚴重罪案時的迅速反應等。

為加強打擊罪案的能力，警方積極邁向專業化發展，包括更新現代化裝備、研發新機動戰術、採用高科技的查案工具、著重警務人員的培訓及高等教育。然而，在八十年代，英、美兩國卻因種種現代化裝備、技術和機動巡邏等措施，令街上巡邏的警務人員數目減少。警察與市民缺乏交流和溝通，雙方互動更少，來自社區的支持自然也日漸減少。同時，警方針對社會基層執法，也激發了弱勢社群的仇恨情緒。在貧困、高犯罪率的地區部署過量警力，最終導致八十年代全球多個城市中心區發生社會騷亂。



What is Traditional Policing?

Traditional policing characterised pre-1980s, when policing was synonymous with reactive and incident-driven law enforcement and where the ultimate goal was successful prosecution. Efficiency was typically measured by arrests and detection rates, the number of responses to calls, emergency and tactical response times and swift response to serious crime.

In strengthening their crime fighting capability, the police moved towards professionalising its service by modernising equipment, developing new tactics, adopting technology-driven crime investigation tools, and emphasising training and higher education for police officers. However, modernised equipment, technology and mobile patrols in the UK and US in 1980s took officers off the streets. As policing became more impersonalised and interaction with the public lessened, community support dwindled. Meanwhile, police enforcement targeted the low social strata, resulting in resentment amongst the poor and the marginalised. Over-policing in poor, high crime areas led to social riots in many inner cities around the world in the 1980s.

社會罪案增加及警方未能有效根治罪行，令富裕階層懼怕受罪案侵擾，紛紛聘用私人保安公司維持社區治安和保障人身安全。學者認為，此舉激化了貧富對立，同時亦加深了社會分化，導致社會對警政的支持度下降(Reiner 1992, Bayley 2001)。

在某些司法管轄區，傳統警政還帶有半軍事色彩。半軍事警察機構擁有由上而下的組織架構，權力集中，鮮有下放。這種警政的特點是紀律嚴格、指揮體系分明、規則嚴謹，事事須依照既定程序和指令。巡邏人員並無權酌情處理事件，亦不會自行判斷及主動處理問題，他們每每等待上級指示，認為只須對法律及警隊高層負責。這種警務人員與社區警務人員形成鮮明對比，後者的工作目標是為市民提供滿意的服務(Reisig 2002)。

儘管傳統警政明顯存在不少缺陷，上世紀部分學者仍然認為這制度可解決警務機構的問題。例如，Perez(1997)認為，半軍事運作模式可針對警隊五十年代貪污猖獗的問題，有助提升警務機構的問責程度及專業水平。



搜查隊在奧運期間執勤
Search Cadre at work during the Olympics

Lawlessness and ineffectiveness of the police in tackling crime at its root led to fear of crime amongst the well-to-do, who increasingly turned to private policing for maintaining safety and security of their neighbourhoods. Scholars saw this as polarising the rich and the poor, deepening social division and leading to a decline of consent in policing (Reiner 1992, Bayley 2001).

In some jurisdictions, traditional policing had a paramilitary focus. A paramilitary police organisation had a top-down structure, where authority was centralised rather than decentralised. Discipline, chain of command, strict rules, procedures and policy directives characterised this policing model. Officers on the street were given minimal discretionary powers; they never exercised their judgment, or took initiative on their own, waiting instead for supervisory decisions. They perceived themselves accountable only to the law and their police chiefs. This contrasted with community policing officers, who work towards securing citizen satisfaction (Reisig, 2002).

For all the perceived failings of traditional policing, some scholars saw this as the solution to the problems of police organisations in the last century. Perez (1997), for example, suggested that paramilitarism was the police response to rampant corruption in the 1950s, contributing to accountability and improved professionalism within police organisations.

甚麼是社區警政？

「社區警政」一詞至今尚無統一定義，對於不同的警學學者及司法管轄區，這個名詞的涵義各有不同。

過去二十年間，學者一直嘗試從不同角度界定社區警政。他們的定義各有重心，例如對其社區所需的警務策略重新劃分巡邏職務、提升對當地社區的問責性、下放指揮權力 (Skolnick及Bayley 1988)；民族共融 (Glare 1990)；優先工作建基於市民訴求 (Trojanowicz及Bucqueroux 1994)；警民共同責任承擔及警務人員酌情權 (Bratton 1996, Rohe 2001)；擴大警務機構的編制及提升其質素 (Rosenbaum 1998)；在社區上防止罪案、解決問題及提升生活質素 (美國司法部長 2000)；以及警方與社區全面協作 (Normandeau 1993, Miller及Hess 2005)等。

用詞上的差異，凸顯的不僅是概念表述的困難，同樣也體現了在不同的司法管轄區警政不同的運作。然而，大部分學者均認同社區警政與傳統警政存在明顯分別：「社區警政不是一種帶有軍事色彩的警務制度，由警察組織嚴正執法，取消人員酌情權；也不是脫離公眾認可或問責制的警務制度；不是以被動的方式打擊罪案；更不是按專業效能衡量成果的警務制度。恰恰相反，社區警政應建基於社會認同的策略、戰術和成果」 (Brogden及Nijhar, 2005：第4頁)。

社區警政之所以難於確切描述，其中一個可能是各地社會存在極大的差別。正如Brogden (1999：第167頁)指出，「社區警政在不同國家和地方的發展，反映出當地法律、文化和警務工作架構之間的矛盾。這些背景因素——法律、文化及架構——交織一起，結構複雜，使某個制度難於套用在另一地區」。Quah與Quah (1987)也認為，警察的職能範圍取決於警隊規模、經濟狀況、人口、民族特徵及傳統、市民對警務工作概念及其政治角色。

What is Community Policing?

There is no one definition of community policing. It means different things to different police scholars and in different jurisdictions.

Scholars throughout the last two decades attempted to define community policing from different dimensions. Their definitions may focus on different community-specific policing strategies such as reorientation of patrol activities, accountability to local communities and decentralisation of command (Skolnick and Bayley, 1988), policing for multicultural communities (Glare, 1990), citizen input in setting policing priorities (Trojanowicz and Bucqueroux, 1994), shared responsibility and officer discretion (Bratton 1996, Rohe 2001), enhanced number and quality of the police bureaucracy (Rosenbaum, 1998), community-based crime prevention, problem solving and improving the quality of life (US Attorney General, 2000), and full police-community collaboration (Normandeau, 1993, Miller and Hess, 2005), etc.

The linguistic differences underline not only the difficulty of describing the concept but also the flexibility with which the concept is embraced in different jurisdictions. What most scholars agree, however, is the difference of community policing from traditional policing: 'It is not military style policing with a central bureaucracy obedient to directive legislation which minimises discretion. It is not policing that is autonomous of public consent and accountability. It is not policing that is committed primarily to reactive crime-fighting strategies. It is not policing that is measured by output in terms of professional efficiency. Rather it is policing which is determined by strategies, tactics and outcomes based on community consent' (Brogden and Nijhar, 2005:4).

One possible explanation for the difficulty in accurately describing community policing is the inherent differences of communities that different police forces operate in. As Brogden (1999:167) suggested, the 'development of community policing in different national and local contexts reflects the tensions between the legal, cultural, and organisational structures of policing. The complexity of that contextual mesh – law, culture, and organisation – prevents easy transplants'. Quah and Quah (1987) also thought that the scope of police functions depended on the size, economic conditions, population, national traits and traditions, conception of the police and their role in politics.

不同司法管轄區的社區警政

一如警學學者的情況，不同司法管轄區對「社區警政」也有不同的詮釋。各地警務制度截然不同甚至互相矛盾，卻一概納入「社區警政」的範疇。例如在美國，Office of Community Oriented Policing Services (US COPS) 對社區警政的定義如下：

社區警政提倡組織策略，以按部就班的方式採用夥伴關係和解決問題技巧，積極應對可即時引發公眾安全的問題（例如：罪案、社會動亂、對罪案的恐慌）¹。

Community Policing in Different Jurisdictions

Like police scholars, different jurisdictions have interpreted the term 'community policing' differently, which has resulted in very different models, and sometimes contradictory models, all adopted under the umbrella term of 'community policing'. For example in the US, the Office of Community Oriented Policing Services (US COPS) proffers a definition for community policing:

Community policing is a philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime¹.



酒後勿駕駛宣傳活動
Anti-drink driving campaign

¹ 摘自美國Office of Community Oriented Policing Services · <http://www.cops.usdoj.gov/default.asp?item=36> · 2008年10月6日。
US COPS, <http://www.cops.usdoj.gov/default.asp?item=36> accessed on 2008-10-06.

據此而言，在美國，社區警政著力於改變組織管理及架構、基礎設施、人員編制及資訊系統，支援警方與社區之間建立夥伴合作，從而解決問題。此外，現代管理方法亦用作提升效率及成效。

在英國，警政的模式以公民為核心。這種以民為本的警政模式「是一種嶄新的警政模式，在警方的決策與服務中，充分體現個人和當地社區的需要與期望」。英國警方嘗試透過鄰里警務工作實現以下目標：「透過計劃建立一支反應更迅速、對社區更負責及更以民為本的警察服務隊伍，從而改革地區上的警政，以滿足社會需求」。這意味著警方推動當地社群積極參與訂定及處理社區上優先的警務工作²。英國的警政模式強調與社群協作解決問題、警民接觸及維持充足的巡邏警力。

在亞洲，日本警方採用交番制度，有學者認為這制度是社區警政的起源。日本的社區警務人員負責居民日常生活和社區安全，並在各個場所派駐警務人員，展開社區保安及巡邏等預防行動，並在緊急事故發生時，率先抵達現場。日本社區警察的職責包括站崗、坐崗值勤、巡邏、率先應付罪案和意外，以及跟進日常街頭發生的案件³。

在中國內地，社區警政的重點是維護法紀與治安、管理社區及提供社區服務。具體而言，警方的主要職責是根據社區優先事項提供警務協助、管理民眾、制訂保安措施及維護公共秩序(中華人民共和國公安部，2008)。

Accordingly, community policing in the US is a philosophy that focuses on changing organisational management and structure, infrastructure, personnel, and information systems to support community partnerships and problem-solving. It also adopts modern management practices as a means to increase efficiency and effectiveness.

The UK model has its basis in citizen-focused policing. Citizen-focused policing 'is a new way of policing in which the needs and expectations of individuals and local communities are always reflected in police decision-making and service'. UK police try to accomplish this through neighbourhood policing: 'building a more responsive, locally accountable and citizen-focused police service through a programme to transform policing at a local level to meet the needs of communities'. It means engaging with local people, and involving them in setting and tackling local policing priorities². The UK model emphasises community engagement in problem solving, and accessibility and visibility of the police.

In Asia, Japanese police depend on the koban system, which some commentators have credited as the origin of community policing. Its community police officers engage in activities that are related to the daily life and safety of the residents, provide a visible police presence that carry out neighbourhood watch and prevention activities such as patrols, and are the first response to emergencies. Their duties include standing or sitting watch, patrols, providing the first response to crimes and accidents and clearing criminal cases on the street³.

On the Mainland, the emphasis of community policing is on maintaining law and order, managing the community and providing community service. Specifically, the main responsibility is to provide policing service based on community priorities, manage the populace, institute security measures and maintain public order (The Ministry of Public Security of the People's Republic of China, 2008).

² 摘自英國內政部，<http://police.homeoffice.gov.uk/community-policing>，2008年10月6日。
UK Home Office, <http://police.homeoffice.gov.uk/community-policing> accessed on 2008-10-06.

³ 摘自日本警察廳，<http://www.npa.go.jp/english/seisaku1/JapaneseCommunityPolice.pdf>，2008年10月6日。
National Police Agency, Japan, <http://www.npa.go.jp/english/seisaku1/JapaneseCommunityPolice.pdf> accessed on 2008-10-06.

在香港，有學術觀點認為，自六十年代末期，社區警政的發展共經歷了七個階段⁴。早於六十年代，鑑於公共治安惡化及公眾對警察信任度下降，社區警政的模式被視作可以改善警民關係、重建公眾信任及動員市民協助打擊罪案，(Cheuk 1999；Lo及Cheuk 2003)。在《香港警察策略方針及策略行動計劃二零零八年至二零一零年》中，當前警政的重點是推行社區為本的警務制度。對於社區警政而言，社區參與的策略目標是增進公眾對警務工作的理解和信心，從而贏取他們的支持與合作⁵。



即使在同一司法管轄區，社區警政在不同區分及不同時期也可能不大相同。所採取的行動多種多樣，包括清理塗鴉、減少汽車盜竊、根除毒販或鼓勵居民互助，以減低鄰里罪案。由於每個鄰里的優先事項、問題及解決方法不盡相同，對於整個社區而言，情況更是如此，因此，在某些司法管轄區，社區警政是在鄰里的層面上推行。另一種常見的情況是，不同的警隊會根據不斷變化的社區訂下優先事項，在不同時期針對性地解決不同問題。

In Hong Kong, an academic view is that community policing has been through seven stages of development since the late 1960s⁴. Community policing was said to be the answer to deterioration of public order and the decline of public trust in 1960s when it was felt that there was a need to improve police-public relations, to rebuild popular trust and to mobilise support for crime control (Cheuk 1999; Lo and Cheuk, 2003). In the Hong Kong Police Strategic Directions and Strategic Action Plan 2008-2010, the emphasis is now on community-oriented policing where the strategic vision of community engagement is to enhance understanding and confidence of the public and earn their support and cooperation⁵.

Community policing initiatives may differ even within the same jurisdiction and at different times. Initiatives undertaken can be as diverse as graffiti cleanup, reducing auto break-ins, eradicating drug pushers, or block watch. Because priorities, problems and solutions are never the same for neighbourhoods, let alone whole communities, it is not surprising that in some jurisdictions, community policing operates at the neighbourhood level. It is also not uncommon for different police forces to target different problems at different times in response to changing community priorities.

⁴ 這七個階段分別為：(一)啟蒙階段(1968-1972)，警方開始關注公眾對於遏止罪案的情緒；(二)起始階段(1973)，期間開始實施社區導向的警務政策；(三)成長階段(1974-1983)，期間實施了多項社區警務政策計劃；(四)戰略退卻階段(1983-1985)，期間警察派出所被撤銷；(五)重新評估階段，期間曾對警隊的社區警務工作進行正式評估；(六)重新定位階段(1990-1995)，本階段重點是推行以服務對象為本及服務為本的警民關係；以及(七)本地化階段(自1996年起)，以社會為起點建立警民關係(Cheuk, 1999年, 第165-166頁; Lo與Cheuk, 2003年, 第102-104頁)。
The seven stages are: (1) enlightenment stage (1968-1972) when the Force was awakened to public sentiments in crime control; (2) the start of community policing (1973) through adoption of community orientation in policing; (3) the growth stage (1974-1983) when various community policing policy initiatives were introduced; (4) the retrenchment stage (1983-1985), when Neighbourhood Police Units were terminated; (5) the reassessment stage, which involved formal appraisal of police community effort; (6) the re-orientation stage (1990-1995) that focused on client-based, service-oriented police-public relations; and (7) localisation stage (since 1996) putting police-public relations in a local perspective (Cheuk, 1999: 165-166; Lo and Cheuk, 2003: 102-104).

⁵ 不過，Lo與Cheuk(2003年)認為，過去三十年間，在遏止罪案及執法過程中尋求公眾支持方面，以及在推行服務為本的警務制度方面均已取得長足進步，儘管如此，更緊密的警民合作關係仍然不足，因為「警方並未嘗與社區建立互信的夥伴關係，共同維護法紀與治安」。However, Lo and Cheuk's (2003) view was that despite the progress made over the last three decades in seeking public support in crime control and law enforcement and in adopting a customer-oriented approach to policing, the higher form of police-public collaboration was still lacking because 'no attempt has been made to forge a partnership with the community based on a trusting relationship to co-produce law and order'.

此外，不同的警隊會配置不同的社區警務人員：有些成立專責的社區警務單位；有些將責任加於全體警務人員；另一些則採取二者綜合的模式，成立一個專責單位處理整個社區的深層問題，同時又動員全體警務人員參與社區警政⁶。在某些情況下，也會成立正式的非牟利社區警務組織，與社區警務人員攜手合作。這些組織依靠社會資源運作，包括招募社區義工及透過捐款籌集經費⁷。

Additionally, different forces may engage different community police officers: some might establish specialised community policing units; some assign the responsibility to all officers; others may go hybrid, creating a specialised unit for in-depth problem solving for the whole community, while involving all officers in neighbourhood community policing activities⁶. In some cases, formal non-profit making community policing organisations may also be formed to work in collaboration with community police.

These organisations draw on community resources, recruiting community volunteers and raising funds through donations⁷.

社區警政的核心

因為不同社區在訂定警務優先事項、問題及解決方法各有不同，這正好解釋為何不同司法管轄區須因應其獨特政治、社會經濟及文化背景，制訂與實施不同的社區警政計劃。

CORE ELEMENTS OF COMMUNITY POLICING

If local policing priorities, problems and solutions in different neighbourhoods are all different, this may offer an explanation why different jurisdictions with their unique political, socio-economic and cultural backgrounds should define and implement community policing initiatives differently.



⁶ 據US Office of Community Oriented Policing Services，2000年，約三分之二的較大的城市(68%)及縣(66%)設有專責的社區警務單位，其餘的則設有兼顧社區警務的單位。(摘自Community Policing Despatch，2008年第1卷，第4期。http://www.cops.usdoj.gov/html/dispatch/April_2008/nugget.htm，2008年10月6日。)
According to the US Office of Community Oriented Policing Services, approximately two-thirds of larger municipal (68 percent) and county (66 percent) police departments had full-time community policing units in 2000. Others created community policing generalists (Community Policing Despatch Vol 1 Issue 4, 2008, http://www.cops.usdoj.gov/html/dispatch/April_2008/nugget.htm accessed on 2008-10-06.)

⁷ 例如，溫哥華警察局的社區警務中心多達八個，各中心服務於不同社區，各有本身的優先事項。
For example, within Vancouver Police Department, there are as many as eight Community Policing Centres servicing different areas within Vancouver, all having different priorities.

由於社區警政並無確切的定義，較實際的方法或許是探討社區警政的元素，這些元素應包括下列全部或至少部分內容：

- 與社區建立夥伴關係，共同防止罪案，提升生活質素；
- 積極主動解決問題；
- 維持高調的巡邏，以增加警民互動；
- 下放權力，賦予前線人員更大自主權及警隊領導層充分支持前線人員（因社區警務人員承擔的職責較廣）；
- 向地區問責；及
- 成效的衡量指標包括：群眾與員工滿意、鄰里治安秩序良好、罪案減少及對罪案的恐慌減低。



Short of a definitive definition, perhaps a more useful approach is to explore elements of community policing, which will probably include all or at least some of the following:

- Partnership with the community on crime and quality of life issues;
- Proactive problem-solving;
- High police visibility to enhance interaction with the community;
- Decentralisation of authority, greater autonomy for frontline officers and a supportive leadership (needed because of the wider responsibilities community policing officers assume);
- Systems of local accountability; and
- Success measured by customer and staff satisfaction, safety and security in the neighbourhood, incidents and complaints handled and reduction in fear and crime.



上述元素明確顯示，要成功推行社區警政，有賴三個主要參與者——社區、前線人員及警隊管理層——之間的互相信任與合作。社區警政的先決條件，是社區積極性高、凝聚力強、樂於分擔警務責任，而前線人員則可酌情採用創新方法解決問題，至於警隊管理層則擁有一切所需的資源回應市民訴求。

然而，這種三方關係卻需要小心處理。損害這種關係的問題可包括社區積極性能否持續、警務人員會否濫用其酌情權，以及警務工作在問責性與獨立性之間的對立。社區積極性可能隨時間減退，社會大眾一般較沉默，樂於將警務工作交由警方處理⁸。由於

於社區警政賦予警務人員一定的執法酌情權，社區或會擔心警方任意地行使酌情權(Coombs 1998)。然而，透過規章及行政程序加以規管酌情權，卻可能窒礙警方解決問題時發揮的創意。最後，由於警方資源有限，未必足以應付社區警政所需，市民訴求又並非經常與警隊的優先次序一致，因此警隊對社區的問責制度可能有損警隊的獨立性(Robin 2000)。

It is clear from these elements that successful community policing depends on trust and cooperation of three essential players: the community, the frontline officer and police management. Community policing presupposes a motivated cohesive community interested in sharing policing responsibility, with frontline officers having the discretion to initiate innovative solutions and police management with unlimited resources to respond to citizens' problems.



This tripartite relationship, however, may be delicate: problems that plague the relationship may include sustainability of community motivation, potential misuse of officer discretion, and an accountability-independence dichotomy in policing. Community motivation may wane over time, the majority of silent community members being pleased to leave policing in the hands of the police organisation⁸. As community policing legitimises police discretion, the community may fear arbitrary exercise of police discretion (Coombs, 1998). However, control of officer discretion by rules and administrative procedures may stifle creative problem solving. Finally, as community policing competes for limited police resources, systems of local accountability may compromise police independence when citizens' demands do not always accord with police priorities (Robin, 2000).

⁸ 本港最近的一個例子是有動物團體投訴警隊推卸責任，僅止於呼籲公眾積極向警方舉報偶然發現的虐待動物案件，以便警方依法對付施虐者，由此可見社區本身存在的矛盾。
A recent example in Hong Kong of community ambivalence was complaints by animal groups that the Force shrugged its responsibility by calling upon the public to proactively inform the police of cases of cruelty to animals they chanced upon so that enforcement action could be taken against the perpetrators.

結論

總而言之，社區警政是全球奉行的國際趨勢，以回應普遍認為傳統警政執法成效不彰的問題。隨著社會不斷進步，社區警政也不斷演變，其發展與司法管轄區的法律、政治、社會經濟及文化背景息息相關。社區警政的目的是處理社區問題，因此一般在地區上實施，並且這些工作項目亦因應時代的變異而有所不同。或許，理解社區警政的更佳方法，是將之視為一種哲學理念及組織策略，旨在帶動警務機構與社區積極合作，攜手解決區內問題。



CONCLUSION

In sum, community policing is an international trend that is practised globally as a response to a perception of police ineffectiveness in tackling crime under traditional law enforcement policing. Since society is evolving, it could be said that community policing is an evolving philosophy and is prescribed by the legal, political, socio-economic and cultural contexts of the jurisdiction where it operates. Since

community policing addresses community issues, these typically take the form of local initiatives and projects that are confined to a particular locale and change with the times. Perhaps a better way of understanding community policing is that it is a philosophy and organisational strategy that inspires and guides police organisations in proactively engaging the local community in solving their problems.

香港的社區警政

Community Policing in Hong Kong



社會的演變是警隊改變的主要原動力之一，而推動社區參與亦是香港警務工作的重點所在。因此，警隊著重與社區建立服務為本的夥伴關係，以社會福祉為工作目標。關注社區成為警隊工作的指導原則，這些原則列載在警隊的抱負、目標及價值觀，包括：強調與市民大眾及其他機構維持緊密合作和聯繫、維持市民對警隊的信心、尊重市民的權利、對外維持有效的溝通，並以公正的態度處事和對人。

Social change within the local community is one of the primary drivers of the Force and community engagement is a focal point of Hong Kong policing. Therefore, the emphasis of the Force is on policing for and with the community, by means of a service-oriented community partnership. Community focus is also a guiding principle of Hong Kong policing outlined in the Force Vision, Statement of Common Purpose and Values, which emphasises working in partnership with the community and other agencies, maintaining public confidence in the Force, respect for the rights of members of the public, effective communication outwith the Force as well as fairness in all our dealings.

香港警察在警隊層面及社區層面兩方面鼓勵社群積極參與，務求致力促進社區安定發展。在警隊層面，社區警政是有系統地進行的。在社區方面，各總區可因應各區特色及需要，推行不同的社區警政措施。

為闡明警隊如何推動社群參與，本文載有相關的警隊管理架構概覽，讓讀者了解各決策及政策制訂者的角色。

The Force's approach to community engagement is to implement its community policing practices through various Force and local level initiatives that are focused on community well-being and active community involvement. At Force level, community engagement is structured, while in the Regions, community policing initiatives vary depending on local characteristics and needs.

To illustrate how the Force engages the community, an overview of the relevant Force management structures has been included to help readers understand where various decision and policy makers are located.

警隊層面的措施

警務工作是雙向的，因此，警隊必須能夠回應社區的需要及訴求，同時亦須讓社區意識到警隊執勤時的法律、財政及其他實際規限。

警隊的社區警政理念由來已久，下文將詳列社區警政的發展里程（七十年代至九十年代），並加以說明。



FORCE LEVEL INITIATIVES

Policing is a two-way process. Therefore, the Force must be responsive to the needs and requirements of the community, whilst the community must be made aware of the legal, financial and practical restraints within which the Force operates.

The concept of community policing has been around in the Force for some time, as illustrated by the Milestones of Community Policing (1970s to 1990s), which are set out in the Annex.

處長會晤傳媒
Meeting the media

政策制訂

警隊在規劃策略前會先行審視社會環境，由各總區負責就該區警務工作的關注事項提出建議，再交由管理層訂立警務工作的目標。換言之，在提出建議前，已在區及分區層面進行諮詢，指揮官透過與區議會及分區撲滅罪行委員會聽取社區意見。

社區的意見會被納入策略方針、策略行動計劃及警務處處長首要行動項目內。

在綱領監督的指導下，主要單位及單位會各自制訂行動計劃，貫徹落實策略方針、策略行動計劃及警務處處長首要行動項目；而在策略規劃架構中，各總區會獲授權執行日常行動職責。警察總部會在警務處處長首要行動項目內列明主要行動原則，以便各總區可依據這些原則，並因應各區的個別情況決定各項警務工作的先後次序。

Policy Formulation

Force strategic planning begins with an environmental scan whereby policing objectives are decided on the basis of recommendations from the Regions, which in turn take account of local policing concerns and issues. This means that the community is consulted at District and Divisional levels, where commanders work with local District Councils and District Fight Crime Committees on policing issues.

The result of such community consultation is encapsulated in the Strategic Directions (SD), Strategic Action Plans (SAPs) and Commissioner's Operational Priorities (COPs).

Major Formations and Formations form their own Action Plans in support of the SD, SAPs and COPs under the respective direction of Programme Directors. Within the strategic planning framework, authority is delegated to the Regions in their everyday operational role. Police Headquarters (PHQ) lays down broad operational principles in COPs, which are the framework upon which Regions base their policing priorities according to the uniqueness of their localities.



處長在香港外國記者會上致辭
Commissioner addresses the Foreign Correspondents' Club

社區關係

在整個政府架構裡，警隊須對行政長官及保安局局長負責，同時亦須對行政會議、投訴警方獨立監察委員會、立法會負責，以及直接對公眾負責。警務處處長每年年初會就警務事宜向立法會保安事務委員會匯報，並每兩個月向行政會議匯報一次。

Community Relations

Within the governmental hierarchy, the Force is accountable to the Chief Executive and the Secretary for Security. However, it is also accountable to the Executive Council, the Independent Police Complaints Council, the Legislative Council and directly to the public. The Commissioner (CP) reports on policing issues to the Security Panel of the Legislative Council at the beginning of each year and bimonthly to the Executive Council.



好市民獎頒獎典禮
Good Citizens Award Ceremony

警隊主要透過二十三個警區的警民關係組與公眾保持聯繫，而每個警民關係組均由一位總督察擔任警民關係主任⁹，負責指揮工作。警民關係主任定期與區議會、分區撲滅罪行委員會、分區委員會、互助委員會、大廈管理公司、業主立案法團、街坊福利會等社區團體保持正式聯繫，並與其他部門及組織合作，確保公眾知悉各項警務政策及首要行動項目的內容。

商界方面，警隊亦會與銀行、航空公司等商業機構合辦活動，藉此宣揚社區滅罪意識。為表揚市民協助警方撲滅罪行，警務處每年均會舉辦兩次「好市民獎頒獎典禮」，並由香港總商會資助。

Liaison with the public is maintained largely through Police Community Relations Offices (PCRO) in the Force's twenty-three Districts, and each office is commanded by a Chief Inspector of Police (CIP), who is titled the Police Community Relations Officer (PCRO)⁹. PCROs have formal and regular contact with community organisations such as District Councils, District Fight Crime Committees (DFCC), Area Committees, Mutual Aid Committees, Building Management, Owners Incorporations and Kaifong Associations. They also work with partner departments and organisations to keep the public informed of policing policies and operational priorities.

Within the business community, activities are organised in collaboration with businesses such as banks and airlines to promote community awareness and the fight against crime. In recognition of the assistance given by the public in fighting crime, the Force, with full sponsorship from the Hong Kong General Chamber of Commerce, organises the biannual Good Citizens Award.



與社群合作宣傳滅罪信息
Force-community collaboration in fighting crime

⁹ 就警民關係主任而言，水警海港警區及水警港外區各自設有總督察一職，負責履行訓練及職員關係主任／警民關係主任的雙重職務，但警民關係主任的職責實際上由一名督察／高級督察擔任。鐵路警區委任一名高級督察負責訓練及職員關係主任／警民關係主任的雙重職責，而機場警區及大嶼山警區則共同委任一名高級督察為警民關係主任。
With regard to PCROs, Marine Port District and Marine Outer Waters District are each officially established with a CIP who performs the dual role of TSRO/PCRO, though in practice the PCRO role is carried out by an IP/SIP. Rail District tasks an SIP to perform the dual role of TSRO/PCRO, while Airport District and Lantau District task an SIP as PCRO.

傳媒關係

香港傳媒在反映市民對政府政制事宜的意見方面，扮演著舉足輕重的角色。警隊深明，傳媒與社區關係息息相關，因此制定傳媒關係策略，積極配合推動社區參與措施。

警隊的傳媒策略是配合及協助傳媒進行採訪。警隊與傳媒並非對立，相反，警方視傳媒為合作夥伴，相信正面的報道可提升警隊的社區形象，而負面報道則有助警隊找出內部問題以作改善。

為加強警隊在社區上的透明度，警隊主動發佈新聞稿、印製雙週刊《警聲》、年刊《香港警察年報》等刊物，並製作電台及電視節目《警訊》，以及專為警務處少年警訊而設的電話熱線節目。此外，警隊亦會透過網頁為公眾提供最新消息及資訊。

鑑於公眾關注罪案情況，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，而警務處處長則會就全年的罪案作總結。在警區層面上，各警區指揮官負責處理所屬警區的新聞發佈，但遇有重大公共關係事務時，警區指揮官亦會知會專掌公共關係事務的警察公共關係科。高級警務人員亦會應邀出席傳媒的熱線節目、接受訪問並與公眾會面。

雖然警隊設有警察公共關係科，專責處理警隊的公關事務，但警隊亦時刻提醒各級警務人員，必須建立良好警民關係。



警訊街頭拍攝宣傳片工作
"Police Magazine" in action

Media Relations

The media in Hong Kong performs an essential role in capturing community responses towards government policy issues and concerns. Recognising the symbiotic relationship between the media and community, the Force's community engagement initiatives work in tandem with its media relations strategy.

The Force's media strategy is to cooperate and facilitate media news coverage. The Force sees the media not as an adversary but as a partner whereby positive press stories add value to the Force's community standing and negative stories help identify organisational issues that warrant attention.

The Force strengthens its visibility in society through press releases, publications like the biweekly *Offbeat* and annual *Police Review*, as well as radio and television programmes such as 'Police Magazine', 'Police Report' and a phone-in programme for the Junior Police Call (JPC), a Police-run youth organisation. Furthermore, the Force's public page on the Internet provides the community with updated news and information.

Because of public interest in the crime situation, the Director of Operations (D OPS) and Director of Crime and Security (D C&S) address the media on mid-year crime trends, whilst the CP provides an annual review of crime. At local level in Districts, each District Commander (DC) is responsible for media issues within their own Districts although Police Public Relations Branch (PPRB), as the lead branch in public relations, is kept informed by DCs about significant public relations issues. At the request of the media, senior police officers appear on phone-in programmes, give interviews and meet the public.

While Force level public relations are handled by a dedicated official information mechanism, PPRB, officers at all ranks are reminded of their roles and responsibilities in establishing good public relations.



評估公眾意見

為改善服務質素，警隊須以主動及客觀的態度，定期了解社區對警隊表現的意見。在這方面，警隊委託獨立研究機構，展開服務對象滿意度和公眾意見等各種社區調查，就警隊表現、警務工作優先次序、服務對象滿意度、行動問題等收集意見。

服務對象滿意度調查是向一些曾使用警隊服務的人士收集意見，以便得知公眾對一些重要警務工作的滿意程度。民意調查可蒐集市民對警隊的信心、治安和安全感、服務優先次序、警務人員應有質素等意見。

此外，投訴警察課及內部調查課亦是警隊了解社區意見的另一資訊來源。投訴警察課負責調查市民對警方行動的不滿個案，而內部調查課則負責找出政策及程序方面的不足，然後向警察總部有關的政策部及總區反映調查結果，以便跟進。警隊亦與廉政公署和投訴警方獨立監察委員會兩個法定機關合作，這兩個機構同時亦向警隊提供社區意見。



投訴警方獨立監察委員會探訪投訴警察課
IPCC visits CAPO

Gauging Public Views

To improve service delivery, the Force has to be proactive and objective in seeking regular community feedback about its performance. In this regard, independent research institutions are commissioned to undertake various community surveys for the Force, such as customer satisfaction and public opinion surveys that collect feedback on performance, policing priorities, customer satisfaction, and operational problems.

Customer Satisfaction Surveys measure public satisfaction levels towards police services on important attributes of police work perceived by those having direct contact with the Force. Public Opinion Surveys provide feedback on public confidence in the Force, their perception of safety and sense of security, service priorities and officers' attributes.

Another source of community input is generated from the Complaints Against Police Office (CAPO) and Internal Investigations Office (IIO). While CAPO investigates public grievances over police actions, IIO surfaces policy and procedural weaknesses. Investigation results are fed back to the relevant PHQ Policy Wings and Regions for follow-up action. The Force also works with two external bodies, namely the Independent Commission Against Corruption (ICAC) and the Independent Police Complaints Council (IPCC), both of which are statutory bodies, which also provide community feedback to the Force.



行動處處長及刑事及保安處處長會見傳媒，回顧罪案情況及警務工作
Director of Operations and Director of Crime and Security meet the media in mid-year review

警隊與青少年聯手防止罪行

警方深明青少年是未來社會的棟樑，因此透過少年警訊和警察學校聯絡計劃，取得他們對警隊的信任和支持。少年警訊的宗旨是提高青少年對公民責任的意識，協助警隊鞏固良好形象，並在活動過程中推廣警察和警務工作。截至二零零八年十一月止，香港有160,461名少年警訊會員／領袖／資深領袖，另有68%中學成立了三百六十個少年警訊學校支會，及64%小學成立了四百零四個少年警訊學校支會。自一九七四年成立至今，少年警訊計劃已吸引超過1,035,764名青少年成為會員。

成立警察學校聯絡計劃的目的，在於向學生灌輸責任心、培養正面的價值觀及個人紀律。警



少年警訊領袖團周年大會操
JPC Leader Corps Annual Parade

察學校聯絡計劃由警長級人員擔任學校聯絡主任，負責協調警方、學校、社工及家長之間的溝通。目前，全港共有五十二位中學學校聯絡主任及三十三位學校聯絡主任。

Police-Youth Cooperation in Crime Prevention

Recognising that young people are the future of society, the Force enlists their support through the Junior Police Call (JPC) and the school liaison programme. JPC aims at strengthening acceptance of civic responsibility amongst young people and establishing a positive Force image, and in the process promotes better understanding of police and policing. By November 2008, there were 160,461 JPC members/leaders/advanced leaders, and 360 JPC School Clubs set up in 68% of secondary schools and 404 JPC School Clubs in 64% of primary schools in Hong Kong. Since 1974, the JPC scheme has attracted over 1,035,764 members.

The school liaison programme was established with the objective of instilling a sense of responsibility, positive values and personal discipline in school children. The school liaison programme is operated by school liaison officers (SLOs) in the rank of sergeant, who coordinate communication between the police, schools, social workers and parents. Currently, there are 52 SLOs (Secondary) and 33 SLOs throughout Hong Kong.



特首與少年警訊大使會面
CE meets JPC Ambassadors



處長與青少年真情對話
Commissioner talks to young people

地區工作

在地區層面上，總區指揮官會因應所管轄總區及警區的需要及特點分配資源。每年年初，總區及警區的首要工作會提呈予區議會及分區撲滅罪行委員會會議，而警區指揮官則會於年中，向上述兩會匯報有關首要工作的實施進度。在某些情況下，在年終工作回顧會議上，一起審議來年的警務處處長首要行動項目、總區及警區首要工作。

在各警區內，警民關係主任會在警察小區協調員的協助下，代表警隊參與每兩個月舉行一次的分區委員會會議，回應社區領袖在罪案方面及非罪案問題上的訴求。警民關係主任連同警司及總督察級別的其他警務人員，例如分區指揮官及警區助理指揮官(刑事)，以及分區助理指揮官(行動)及警區行動主任，亦可能需要向區議員解釋個別警區警務工作的具體事宜。

分區助理指揮官(行動)代表警隊出席家庭暴力聯絡小組會議，與其他政府部門及非政府組織處理有關家庭暴力的罪案及非罪案議題。



宣傳家庭和諧活動
Promoting family harmony

Within Districts, PCROs, assisted by Neighbourhood Police Coordinators (NPCs), represent the Force at bimonthly Area Committee meetings to address the demands of community leaders on crime and police-related non-crime issues. Together with the PCRO, other officers at both Superintendent (SP) and Chief Inspector (CIP) levels, such as Divisional Commanders and Assistant District Commanders (Crime) at SP rank and Assistant Divisional Commanders, Operations (ADVC OPS) and District Operations Officers (DOO) at CIP rank, may need to explain specific District policing issues to District Councillors if required.

ADVCs OPS represent the Force at domestic violence liaison group meetings, where other government departments and non-governmental organisations (NGOs) deal with both crime and non-crime domestic violence-related issues.

LOCAL PRACTICES

At local level, Regional Commanders allocate resources according to the needs and characteristics of their own Regions and Districts. Regional and District priorities are tabled at the beginning of each year at District Council and District Fight Crime Committee (DFCC) meetings, with DCs reporting progress on the implementation of these priorities to District Councils and DFCCs in the middle of the year. There are also year-end reviews that in some cases are tabled alongside COPs and Regional and District priorities for the following year.



長者道路安全活動
Road safety for the elderly

警區／分區層面的措施

警隊在社區維持充足的巡邏警力。軍裝警務人員主要徒步巡邏，並且以警車巡邏作為輔助。此外，總區衝鋒隊、警察機動部隊、總區交通部及警區交通組在警區／分區層面加強巡邏警力。

在香港水域，警隊亦在本地及國際航運上提供巡邏服務。水警人員亦會進行海岸巡邏，探訪偏遠社群，增加居民對治安的信心。

巡邏警員須熟習巡邏區域的環境及區內問題，尤其是罪案趨勢、罪案黑點、目標人物、滋擾行為及交通問題。警員可透過巡邏防止及偵查巡邏區域內的罪案。



發牌照予保安人員
Licensing security personnel

District/Divisional Level Initiatives

The Force maintains a visible presence in the community. Patrols by uniform police officers are predominantly conducted on foot, supplemented by mobile patrols. Moreover, the Regional Emergency Unit, Police Tactical Unit, Regional Traffic and District Traffic Teams provide an additional uniform presence at District/Divisional level.

On Hong Kong waters, the Force too provides a visible presence to both local and international seafarers. Sea-going officers also conduct shore patrols to meet with and reassure isolated communities.



警務人員在國際體育賽事中為市民提供協助
Police help in international sports events

Patrol officers are expected to familiarise themselves with their beat patrol areas and acquaint themselves with local problems, particularly crime trends, crime black spots, personalities, nuisances and traffic problems. Through beat patrols, they are expected to prevent and detect crime within their patrol areas.

巡邏警員亦應與當地社區保持良好關係，特別是與保安人員、商舖負責人及大廈管理處保持緊密關係，以便監察社區變化及收集情報。在領有牌照的娛樂場所，巡邏警員與警區／分區發牌人員攜手解決問題。巡邏警員亦會向分區情報組提供有關的罪案資料。

除在街上巡邏外，某些警區亦會視乎罪案情況需要，在多層大廈內執行高空巡邏。

在南丫島、沙頭角、大嶼山等離島及鄉郊地區，由於警務人員日常工作與社區接觸較多，因此警民關係相當密切。

在提供服務方面，警隊亦透過轄下報案室及服務中心，提供警務資訊及服務，與公眾保持密切聯繫。

私人保安行業是其中一項重要的社區資源，警隊會與業內人員聯手監察商業及住宅物業內的罪案。在舊樓等基層地區，專責防止罪案的警員為居民提供建議，而巡邏警員則檢查大廈管理人員對治安的警覺性。



機場警區冬防
Airport District Winter Precaution

Patrol officers are also expected to maintain a good relationship with the local community, in particular with security personnel, shopkeepers and building management offices as they undertake watch and ward duties to monitor changes in the community and gather intelligence. In areas where there are problematic licensed premises, they work with District/ Divisional Licensing Officers to tackle the problem. They also pass crime information onto the District Intelligence Section responsible for collating criminal intelligence within the District.

In addition to beat patrols, and depending on the crime situation, some Districts perform high-rise policing patrols in multi-storey buildings.



In outlying islands and rural areas such as Lamma Island, Sha Tau Kok and Lantau, relationships with residents are close as officers maintain daily personal contact with the community.

As a service provider, the Force also maintains contact with the public through its many report rooms and service centres that provide police information and services.

One important resource in the community is the private security industry, with which the Force works to monitor crime in commercial and residential premises. In less well-to-do areas, such as old tenement buildings, crime prevention officers offer residents advice, whilst patrol officers check security alertness of building management.

出席新界傳統節慶活動
Partaking in rural celebrations

滅罪策略

在滅罪策略上，警隊主動找出問題癥結，與社區合作防止罪案，確保社會安定。防止罪案科、總區及警區防止罪案組人員專責教育社群，特別是提醒長者及青少年等容易成為罪案受害者的人士，舉報罪案及防止罪案。

防止爆竊活動是警民攜手防止罪案的一個例子，警方以各種方式與不同人士合作，包括透過教育與居民建立夥伴關係；透過監督、獎勵及處分提醒保安業界；並聯同區議會及本地傳媒提高防盜意識。防止爆竊措施可包括檢查看更及大廈保安人員的警覺性等，表現良好的看更可獲分區撲滅罪行委員會主席頒發感謝狀，而表現欠佳的看更則會遭警告。

在高風險場所如建築工地及正進行大型翻新工程的大廈，警隊會採取措施與有關看更及大廈管理處保持聯繫，堵塞安全漏洞，同時亦會巡查棚架，確保竊匪不能用作犯案工具。

除999緊急服務外，警隊及各警區還設有多條二十四小時警察熱線，專門用作防止罪案及收集情報等。這些熱線也方便公眾就非緊急情況的犯罪行為聯絡警方，例如發現有人售賣懷疑盜竊得來的流動電話，或者發現形跡可疑人士。為建立友好關係及鼓勵市民提供線報，警民關係組警員亦會向所屬區份的居民派發名片。

Crime Strategies

Regarding crime strategies, the Force's approach is on public reassurance, through proactive problem solving and community crime prevention. The Crime Prevention Bureau, assisted by Regional and District Crime Prevention personnel, educates the community, especially vulnerable victims of crime such as the elderly and young people, on reporting crime and crime prevention.

An example of police-public cooperation in crime prevention is anti-burglary, where the Force partners with residents through education; the security industry through supervision, rewards and sanction; and both the District Council and local press to heighten anti-burglary awareness. Anti-burglary measures involve, for example,

checking the alertness of caretakers and building security personnel, with high performing caretakers being presented with certificates of appreciation by DFCC presidents and poorly performing caretakers given warnings.

In high risk premises such as construction sites and buildings under major renovation, initiatives are taken to establish ties with their caretakers and building management to check for security loopholes. Scaffolding is also checked to discourage its use by potential burglars.

In addition to the '999' emergency service, at both Force and District levels there are various 24-hour police hotlines set up for purposes such as crime prevention, and intelligence collection. These hotlines give the public access to the police on concerns or worries about specific criminal behaviour that do not constitute an emergency, such as when they chance upon suspected sale of stolen second-hand mobile phones or notice people behaving strangely. To maintain rapport and to encourage information from the public, name cards of responsible PCROs are also given out to residents.



為非華裔社群舉辦防止罪案活動
Crime prevention activities for non-ethnic Chinese communities

與生活質素有關的非罪案問題

對於非罪案問題，警隊依賴社區及其他機構合作。由於各個社區特色迥異，警區與警區之間處理非罪案生活質素問題的措施亦各有不同。以下為若干例子。

部分警區存在青少年深夜流連公眾場所問題，如有跡象表明這些青少年或會成為罪案受害者，警務人員可能會將他們帶返該區警署，並要求家長前往警署接回子女。警務人員亦會與非政府組織攜手為這些青少年提供外展服務，但在某些情況下，如有青少年需要照顧及幫助，警方會向裁判法院申請照顧保護令。各警區會視乎需要，不時與非政府組織合辦青少年活動，例如東區撲滅罪行委員會、循道衛理中心、火鳳凰計劃及香港獅子會青馬分區一同創辦的「聯合童軍技能訓練營」。



與非華裔社群領袖會晤
Meeting non-ethnic Chinese community leaders

在少數族裔聚居的警區，非華裔人士的警務工作屬優先處理事項。有關措施包括為非華裔人士社群舉行反毒品及防罪案研討會、定期拜訪社區及招募非華裔兒童為少年警訊成員。以油尖區為例，有為前線警務人員而設的*getting-to-know-you*小冊子，警隊亦為他們提供尼泊爾語及烏爾都語的語言培訓。在屯門警區，警隊聯同各區民政事務處及社會福利署舉辦工作坊，內容包括如何舉報罪案、防止家庭暴力等主題，旨在幫助非華裔人士社群及內地新移民融入社會。

Non-crime Quality of Life Issues

For non-crime issues, the Force relies on community partnership as well as inter-agency collaboration. Because of different local characteristics, initiatives for handling non-crime quality of life issues vary from District-to-District. Below are some examples.

In some Districts, where there are problems of youths hanging out late at night in public places and in circumstances that indicate they may come to harm, they may be taken back to the local police station and their parents asked to come to pick them up. Officers work with NGOs to provide outreach services for these youths but in some cases have to apply to the Magistrates Court for a care and protection order should the young people be in need of care and assistance. Depending on the need, Districts sometimes organise youth activities in partnership with NGOs, an example being the United Scout Skill Camp co-established with the Eastern District Fight Crime Committee, Methodist Centre, Project Phoenix and Tsing Ma Lions Club.

In Districts populated by sizable ethnic communities, non-ethnic Chinese policing is a priority. Initiatives include anti-drug and anti-crime seminars, regular community visits and recruitment of non-ethnic Chinese children to be JPC members. For example in Yau Tsim, there are 'getting-to-know-you' booklets for frontline officers, who also receive language training in Nepali and Urdu. In Tuen Mun District, workshops are held in collaboration with the District Office and Social Welfare Department on topics such as how to report crime and domestic violence. The aim of these workshops is to help non-ethnic Chinese communities and new arrivals from the Mainland integrate into society.

警方還設有一支警察義工服務隊，讓成員投身社區義工服務。該服務隊是警隊正式成立的義工團隊，為長者、青少年、智障人士等弱勢社群以至全港社會提供各項義工服務，項目包括家訪、替長者清理家居、維修或翻新住所；到學校為青少年舉辦講座，講題包括濫用藥物的害處、青少年罪行为和同學間欺凌行為等；帶領智障人士參與戶外活動、運動會及文娛康樂活動；收集及捐贈寒衣；到醫院探望病童；以及為失落、無助的人士提供電話熱線輔導。

在公眾活動人群管理方面，警方會接觸主辦活動單位，爭取他們的支持，應對他們的期望，並設法取得主辦單位的理解及合作，而非與他們對抗。



警隊義工隊為大澳居民清理山泥
Police Volunteer Corps at work clearing mudslides in Tai O



警隊捐贈衣物
Used clothing donation

Force members also participate in community voluntary services through the Police Volunteer Services Corps, an officially established voluntary team that provides a variety of voluntary services for vulnerable groups, such as the elderly, young people, the mentally handicapped, and the community at large. Service includes home visits, cleaning and minor repairs or renovation works for the elderly; talks on the harm of drug abuse, juvenile crimes and bullying on campus for young people; escorts for outdoor activities, sports events and recreational activities for mentally handicapped persons; collecting and donating winter clothing; visiting children in hospitals, and operating counselling hotlines for vulnerable persons.

In managing public order events, the Force engages the organisers, enlisting their support, managing expectations and endeavouring to gain the understanding and cooperation of the organisers rather than confrontation.

結論

警方多年來不斷推行各項措施，建立服務為本的社區夥伴關係。推動社群參與是警隊抱負、目標及價值觀的重點之一，而警隊透過制訂政策，授權總區指揮官根據社區的關注事項調整工作先後次序。在警隊層面上亦設有正式機制，加強與社群的聯繫，並回應公眾及媒體的批評。在社區層面上，各總區、警區及分區均自行制訂其社區的警務工作措施，藉此推動社群參與，以解決罪案及非罪案問題。

CONCLUSION

Over the years, the Force has implemented initiatives to foster service-oriented community partnership. Community engagement is one of the focuses of the Force's Vision and Statement of Common Purpose and Values and through policy formulation, the Force empowers Regional Commanders to accord priority to local concerns. At Force level, there are formal mechanisms to enhance liaison with the community and respond to public and media criticisms. Locally, Regions, Districts and Divisions develop their own community policing initiatives aimed at engaging the community in solving both crime and non-crime issues.

香港警察學院 Hong Kong Police College

二零零九年三月 March 2009

附錄 Annex

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相關的警隊管理架構

警務處處長

根據香港法例第二百三十二章《警隊條例》第四條，警務處處長「在符合行政長官的命令及管制下，處長對警隊負有最高指示及管理責任」。

警隊首長級高級人員

警隊首長級高級人員是警隊的執行實體，其組成人員包括：

- 兩位警務處副處長：警務處副處長(行動)及警務處副處長(管理)
- 四位警務處高級助理處長及一位相等職級的文職人員，他們均兼任綱領監督：

- ◆ 行動處處長和刑事及保安處處長向警務處副處長(行動)匯報工作
- ◆ 人事及訓練處處長、監管處處長及財務、政務及策劃處處長(由文職人員擔任)向警務處副處長(管理)匯報工作 P

Relevant Force Management Structures

Commissioner of Police

Under Section 4 of the Police Force Ordinance, Chapter 232, the Commissioner of Police is, 'subject to the orders and control of the Chief Executive, charged with the supreme direction and administration of the police force'.

Senior Directorate Group (SDG)

The SDG is the Executive body of the Force, and consists of

- 2 Deputy Commissioners of Police: The Deputy Commissioner of Police (Operations) (DCP OPS), and Deputy Commissioner of Police (Management) (DCP MAN)
- 4 Senior Assistant Commissioners of Police and 1 Civilian Officer of equivalent rank, who are also Programme Directors:

- ◆ Director of Operations (D OPS) and Director of Crime and Security (D C&S), who report to DCP OPS
- ◆ Director of Personnel and Training (DPT), Director of Management Services (DMS) and the civilian Director of Finance, Administration and Planning (DFAP), who report to DCP MAN

主要單位指揮官

警務處共有十六位主要單位指揮官，均持有警務處助理處長職級或相等的文職職級。在警察總部內指揮本處各部門的包括警務處助理處長(行動)、警務處助理處長(支援)、警務處助理處長(刑事)、警務處助理處長(保安)、警務處助理處長(人事)、香港警察學院院長、警務處助理處長(服務質素)、警務處助理處長(資訊系統)、警察政務秘書及財務總監(最後兩個為文職職位)。在警察總部以外，則設有六位總區指揮官，負責提供本地前線警務服務，即港島總區指揮官、西九龍總區指揮官、東九龍總區指揮官、新界南總區指揮官、新界北總區指揮官，以及水警總區指揮官。

總警司／警司級別的單位指揮官

就社區警政而言，在此僅提及警察總部及總區總部以外的單位指揮官。在各總區，總警司職級的警務人員指揮一個警區，但警區的分界線並不一定與香港區域行政制度中的地方政府分界線完全一致。這些總警司被稱為區指揮官。警隊的二十三個警區中大部分又細分為兩至三個分區，分區由警司職級的分區指揮官指揮。然而，機場警區、大嶼山警區、鐵路警區，以及水警總區屬下的兩個警區均由高級警司職級的區指揮官指揮。

Major Formation Commanders

There are 16 Major Formation Commanders, all of whom either hold the rank of Assistant Commissioner of Police (ACP) or an equivalent civilian rank. Those working in Police Headquarters (PHQ), in command of Policy Wings, are ACP Operations, ACP Support, ACP Crime, ACP Security, ACP Personnel, Director, Hong Kong Police College, ACP Service Quality, ACP Information Systems, Police Civil Secretary and the Financial Controller; the last two are civilian posts. Outwith PHQ are the six Regional Commanders (RC) responsible for local delivery of frontline policing services namely, RC Hong Kong Island, RC Kowloon West, RC Kowloon East, RC New Territories South, RC New Territories North, and RC Marine.

Formation Commanders at Chief Superintendent/Superintendent Level

For community policing purposes, only the Formation Commanders working outwith PHQ and Regional Headquarters are mentioned here. In each Region, officers at Chief Superintendent (CSP) rank command a Police District, the boundaries of which do not always exactly correspond with their local government equivalents in Hong Kong's system of District Administration. These CSPs are known as District Commanders (DCs). A majority of the Force 23 Districts are subdivided into 2 to 3 Divisions, which are commanded by a Divisional Commander (DVC) in the rank of Superintendent (SP). However, Airport District, Lantau District, Rail District, and both Districts in Marine Region are commanded by District Commanders of Senior Superintendent (SSP) rank.

縮寫 Abbreviations

ADVC	助理分區指揮官	Assistant Divisional Commander
CAPO	投訴警察課	Complaints Against Police Office
CIP	總督察	Chief Inspector of Police
COPs	警務處處長首要行動項目	Commissioner's Operational Priorities
CP	警務處處長	Commissioner of Police
CSP	總警司	Chief Superintendent of Police
DC	區指揮官	District Commander
DCP	警務處副處長	Deputy Commissioner of Police
D C&S	刑事及保安處處長	Director of Crime and Security
DOO	區行動主任	District Operations Officer
D OPS	行動處處長	Director of Operations
DVC	分區指揮官	Divisional Commander
IIO	內部調查課	Internal Investigations Office
IP/SIP	督察／高級督察	Inspector/ Senior Inspector
JPC	少年警訊	Junior Police Call
MAN	管理	Management
MFC	主要單位指揮官	Major Formation Commander
OPS	行動	Operations
PCRO	警民關係組／警民關係主任	Police Community Relations Office/Officer
PHQ	警察總部	Police Headquarters
PPRB	警察公共關係科	Police Public Relations Branch
RC	總區指揮官	Regional Commander
SACP	警務處高級助理處長	Senior Assistant Commissioner of Police
SAP	策略行動計劃	Strategic Action Plan
SDG	警隊首長級高級人員	Senior Directorate Group
SLO	學校聯絡主任	School Liaison Officer
SP	警司	Superintendent of Police
TSRO	訓練及職員關係主任	Training and Staff Relations Officer

社區警政里程(二十世紀七十年代至九十年代) Milestones of Community Policing (1970s - 1990s)

七十年代 1970s

在一九六六年至一九六七年暴動後，調查委員會將暴動歸咎於公眾對法律及警隊的尊重減弱，並警告警方必須改善其形象及與公眾保持密切聯絡。為改善警民關係，警察公共關係組(警察公共關係科的前身)宣告成立。

警隊在接連發生數宗嚴重貪污案件後，認為有必要改善警察與公眾的關係。於一九七四年，警隊落實了警民關係主任計劃，警察公共關係科亦組織了少年警訊。

警隊開始實行警察派出所計劃，這可說是以社區為本警政的先驅，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。

The commission of inquiry appointed to investigate the causes of the 1966-1967 riots attributed them to the decline in respect for law and the police, warning that the Force had to improve its image and maintain closer contact with the public. The Police Public Information Bureau, the forerunner of Police Public Relations Branch (PPRB), was set up to improve police-public relations.

Following a number of serious corruption cases in the Force, it was felt that the police should improve their relations with the public. In 1974, the Police Community Relations Officer Scheme was implemented and the Junior Police Call was organised by PPRB.

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

八十年代 1980s

警隊對巡邏及軍裝警員輪更制度進行檢討。Watson Report(一九八一年分區軍裝部檢討)建議合併警察派出所及警察報案中心計劃，創建一個永久性地區警察辦事處網絡，即沿用至今的警察派出所。

The beat and shift systems and Uniform Branch deployment were reviewed. In the Watson Report (1981 Divisional Uniform Branch Review) it was proposed to amalgamate the NPU and Police Report Centre Schemes, creating instead a network of permanent local police offices, the Neighbourhood Police Offices (NPO).

九十年代 1990s

警務處於一九九四年公佈其抱負、目標及價值觀，並於同年設立服務質素監察部，以接管警隊的內部監察工作，並開始實行各項提高警隊服務質素的措施。

警隊展開實踐價值觀計劃、改善服務及改變文化等措施，以加強人員服務意識。

警隊公佈其服務承諾。總括而言，警隊的服務承諾概述了警隊服務社區方面的目的、目標及指標。

警隊於一九九八年展開全面的改善服務培訓，在警隊成員中培育服務文化並加強其專業操守，與此同時，亦制訂工作改進團隊、警隊建議書計劃、增進警隊表現計劃等措施，以促進內部溝通及推行更佳的工作實務。

The Force launched its Vision and Statement of Common Purpose and Values in 1994. Service Quality Wing was established in the same year, taking over Force inspections and implementing service quality initiatives.

Living-the-Values programme, customer service improvement and culture change were instituted to sustain awareness.

Performance pledges came into being. In broad-brush terms, Force's performance pledges outline the aims, targets and indicators of police services in meeting demands and expectations from the community.

Launched in 1998, Force-wide service improvement training was designed to inculcate a service culture in Force members and enhance professionalism. At the same time, Work Improvement Teams, Police Staff Suggestions Scheme, Police Staff Motivation Scheme, etc. were established to promote internal communication and better work practices.

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