

香港警察總部
香港軍器廠街



**HONG KONG POLICE
HEADQUARTERS,
24/F., ARSENAL HOUSE
WEST WING,
ARSENAL STREET,
HONG KONG.**

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CID/CON 5/50/1
來函檔號 *YOUR REF:* CB2/PL/SE
電話 *TELEPHONE:* (852)2860 8181
內線 *EXTENSION:*
TELEX No.: 65367 HX
圖文傳真 *FAX NO:* (852) 2527 6687

17 April 2009

Mr. Raymond Lam
Clerk to Panel on Security
Legislative Council
3rd Floor, Citibank Tower
3 Garden Road
Central
Hong Kong

Dear Mr Lam,

Panel on Security

Follow up to the Panel Meeting on 21 January 2009

At the meeting of the Security Panel held on 21 January 2009, Members were briefed on the crime situation in Hong Kong. Arising from the discussion, Members requested for information on the following issues –

- (a) the Force's integrity management initiatives, including the implementation of the Integrated Integrity Management Framework;
- (b) review and update of the integrity-related training for new recruits and serving officers;
- (c) new measures adopted by the Police in handling domestic violence cases, including the programme which sought to support victims and the enhancement measures to improve the Central Domestic Violence Database; and

(d) number of participants of public meetings / processions prosecuted for assault on police officers in 2008.

2. Our responses in respect of items (a), (b) and (c) are at Annexes A, B and C respectively.

3. As regards item (d), in 2008, only one participant of a public procession was arrested and prosecuted for assaulting a police officer. In handling suspected breaches of the law by participants of public meetings and public processions, the Police will seek advice from the Department of Justice on whether prosecution should be taken and, if so, the offence to be charged in each case.

Yours faithfully,



(NG Sai-kuen)

for Commissioner of Police

c.c. : Secretary for Security (Attn: Ms Linda LEUNG)

Integrity Management in the Hong Kong Police Force

Purpose

This paper outlines the integrity management initiatives of the Hong Kong Police Force (the Force), including the implementation of the Integrated Integrity Management Framework.

Background

2. The Force has for many years held the integrity of its officers to be a cornerstone of its policing philosophy of garnering public support. The Force manages the integrity of all members of its staff through its Vision, Statement of Common Purpose and Values; its Strategic Directions and 2008-2010 Strategic Action Plan; and the Ethical Leadership Programme.

3. The Force's Vision, Statement of Common Purpose and Values, introduced in 1996, highlights integrity and honesty as one of the Force's Core Values. Moreover, "Enhancing the Personal and Professional Qualities of Force Members", which calls for continued improvement in developing the quality of the Force members, is one of the Force's four Strategic Directions.

4. Under the Government-wide "Ethical Leadership Programme" launched in December 2006, the Director of Management Services, a Senior Assistant Commissioner of Police, is appointed the Force Ethics Officer. He oversees various projects in the Force designed to realize the aims of the Ethical Leadership Programme and to entrench a culture

of integrity among Police officers through the leadership and commitment of the Force's senior management.

Integrity Management in the Force

5. Throughout the years, the Force has introduced a variety of initiatives and programmes to ensure a high level of integrity among all its members. These initiatives and programmes were managed and overseen by the Force Anti-Corruption Strategy Steering Committee (FACSSC), which was set up in 1995.

6. Among the many policies and procedures to promote integrity and guide the conduct of police officers, ethics and integrity education forms an important part of all training in the Force. The integrity-related training for new recruits and serving officers in the Force is set out in a separate note.

7. The Force has always emphasized that every member of the Force is responsible for upholding the Force's Value of integrity and honesty. Supervisors at all levels are also encouraged to lead by example and to closely supervise officers whose integrity might have been brought into doubt.

The Integrated Integrity Management Framework

8. To ensure that the Force's various integrity management initiatives are mutually reinforcing, support the Force's priorities, reflect the Force's values and are able to meet public expectations, a key project of the Force's 2008-2010 Strategic Action Plan is the formulation of an

Integrated Integrity Management Framework (the Framework).

9. The Framework has now been formulated after a comprehensive study. Within this Framework, a Force Committee on Integrity Management (the Committee) has been set up at the Force level. Chaired by the Deputy Commissioner of Police (Management), the Committee has incorporated the FACSSC and comprises senior members of the Force and the Independent Commission Against Corruption.

10. The Committee formulates and develops policies to effectively promote and sustain the Force values throughout the Force. It also identifies and gives directions on key police integrity issues, and monitors and evaluates the effectiveness of the new Force Strategy for Integrity Management (FSIM). The FSIM involves a four-pronged approach to promote and manage police integrity, namely education and culture building; governance and control; enforcement and deterrence; and rehabilitation and support.

Education and Culture Building

11. Ethics education is currently an important component of all training provided for new recruits and in-service officers. Supervisors are required to play a leading role in building a culture throughout the organization that is in line with the Force values.

Governance and Control

12. The Force has already introduced a wide range of initiatives to promote a high level of integrity throughout the organization. Current initiatives are reviewed and updated on a regular basis to facilitate good governance and effective risk control.

Enforcement and Deterrence

13. All reports in which an officer's integrity is called into doubt are investigated speedily and thoroughly and, where proved, are subjected to the appropriate level of sanction. Deterrent effects will be maximized through robust investigation and effective sanction measures.

Rehabilitation and Support

14. The Force recognizes that each member of its staff is an important resource. The Force develops mechanisms and initiatives to support and rehabilitate officers who require assistance. In particular, peers and immediate supervisors are encouraged to assist these officers.

The Formation Integrity Committee

15. At the formation level, the Force will appoint Formation Integrity Officers and set up Formation Integrity Committees to promote Force values and instigate local initiatives in accordance with the FSIM.

Psychometric Test for Recruitment Selection

16. In addition, the Force will introduce psychometric testing to its recruitment exercises starting from 2010. Applicants who have passed the initial assessment will take the test prior to their final interviews. This will facilitate the Force to identifying the most suitable applicants whose personal values are in line with the Force Values.

Conclusion

17. The above initiatives represent the Force's continuous efforts and long-term commitment to upholding the highest level of integrity in the Force. We believe that the Framework will further promote and reinforce the Force Values among Force members and ensure that the Force will continue to be an organization of high integrity.

Hong Kong Police Force

April 2009

**Review and Update the Integrity-Related Training for
New Recruits and Serving Officers**

Introduction

The Hong Kong Police Force (the Force) reviews and updates its integrity-related training, or “ethics education”, on a regular and ongoing basis for both new recruits and serving officers.

Implementation

2. Implementation of the Force ethics education is the joint responsibility of Service Quality Wing, Personnel Wing and Police College, which are responsible for knowledge sharing, socialization and formal mandatory training respectively.

Knowledge Sharing

3. Knowledge on professional ethic is shared through the Force intranet via the Force Ethics Corner, Corruption and Misconduct Prevention Bulletins, lessons learnt from complaints against members of the Force, and lessons learnt from Force discipline cases.

Socialization

4. The Force has introduced the Living-the-Values Workshops, the Healthy Life Styles Programme and the Police Volunteer Service Corps with a view to encouraging officers to gain a better understanding of

social responsibility on top of encouraging officers to lead a healthy life style.

Formal Mandatory Training

5. Ethics education is an integral part of the formal mandatory training for Force members. Such training helps ensure that all recruits, constables and inspectors alike, are inculcated with the Force Values during their foundation training, and that the Force Values are reinforced among serving officers through subsequent compulsory training as their career in the Force progresses.

Review Mechanism

6. The Force has adopted a strategic mechanism to regularly review and update integrity-related training through the Force Anti-Corruption Strategy Steering Committee (FACSSC) and the Policy and Coordinating Committee on Force Training and Development (PCCFTD). As ethical policing is pivotal to the Force's anti-corruption strategy, meetings of the FACSSC have discussed on corruption prevention training, which also covered ethics training. Recently, the FACSSC has been superseded by the Force Committee on Integrity Management.

7. The PCCFTD oversees training development in the Force to ensure that training materials and policies are updated regularly to meet the changing needs of the Force and the community.

8. In addition, at the working level, the Police College conducts

continuous reviews of all training subjects, including ethics, to ensure that recruit training and in-service training are up-to-date and relevant.

Training Initiatives

9. Under the above review mechanism, the Force introduced or is going to introduce various integrity-related training initiatives between 2006 and 2009, as follows –

- (a) The Police College has, in consultation with the Independent Commission Against Corruption, developed a Training Day Package on “Enhancing a Culture of Integrity and Honesty” for serving officers. The Package was rolled out in September 2006;
- (b) Between August 2007 and July 2008, the Force held Living the Values Workshops for all serving officers on the theme of “Fairness in All Our Dealings”;
- (c) In 2008, the Police College reviewed all its training courses to ensure that they reinforced the Force Values;
- (d) In February 2008, the Force introduced the Force Ethics Corner on its intranet to provide one-stop access to information about ethical issues as well as offences related to malpractices and corruption in the laws of Hong Kong; Government directives, regulations and procedures; and Force policies, manuals, orders and procedures;

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- (e) Since May 2008, the Police College has included the subject of “integrity management” in its command courses for Senior Inspectors/Inspectors, Chief Inspectors and Superintendents for group presentations and debate;
 - (f) In November 2008, the Force introduced a module on Sociology for Policing into the training syllabus for recruit Inspectors. The module includes a core component on “Policing and Ethics”, following its successful introduction in 2006 for recruit Constables. This training component is currently taught by lecturers from the Open University of Hong Kong;
 - (g) In February 2009, the Police College included the content of all six Living the Values Workshops in the training material for recruit Constables and Inspectors;
 - (h) The Force requires serving officers who are sent on overseas development training in the United Kingdom, Australia and New Zealand to conduct integrity management research in their host country. Their research reports are shared throughout the Force on the Force Knowledge Management portal on the Force intranet. On 31 March 2009, the Police College held the first integrity management sharing session at which the findings of these research studies were shared with Force members;
 - (i) The Force will publish a report on a review of Force ethics on the Force Ethics Corner; and

- (j) The Force is also developing an ethics education training package for members of the Hong Kong Auxiliary Police Force. The training package will be rolled out in the second quarter of 2009.

Hong Kong Police Force

April 2009

**New Measures Adopted by the Police in
Handling Domestic Violence Cases**

Purpose

This note sets out the new measures adopted by the Police in handling domestic violence cases.

Police's enhanced measures against Domestic Violence

2. As laid down in the Commissioner's Operational Targets since 2006, the Force is committed to promptly and professionally responding to all reports of domestic violence. Accordingly, the Force has adopted a series of enhancement measures to enhance its officers' handling of domestic violence reports. The major measures are set out in the following paragraphs.

Initial Handling Stage

3. The Force makes it a mandatory requirement for an officer of Sergeant rank or above to be deployed to the scene of a domestic violence incident to take charge of the investigation. An all-in-one Domestic Violence Booklet, which contains an Emergency Referral Questionnaire, an Action Checklist and other necessary forms for the handling of domestic violence, is available for use by frontline officers to ensure proper handling of each case.

Latest measures since 2008

4. The Force rolled out the Enhanced Central Domestic Violence Database with upgraded functionality, accessibility and data searching and storage capability by phases between December 2008 and January 2009. In addition to reports of domestic violence,¹ child abuse, elder abuse and missing persons, the enhanced database captures reports of non-violent domestic incidents and family violence crime.² The data retention period has been extended from 2 years to 3 years. The enhanced database can also index personalities with high-risk factors (i.e. persons with a history of mental illness or suicidal tendency) and automatically generate an alert message on repeated domestic violence cases for the attention of supervisory officers. The new measures will facilitate better assessment of individual domestic violence cases and enable officers to make more informed judgement of the circumstances and the risk level of the case.

Investigation Stage

5. Designated Domestic Violence Investigation Units at the District/Divisional level investigate serious domestic violence cases while Crime Investigation Units investigate non-crime domestic violence cases identified as carrying “High Threat”. Cases involving the same family are consolidated and handled under the “One Family One Team” concept.

¹ “Domestic Violence” is defined as any incident involving an assault or breach of the peace between parties who could generally be described as married or having intimate partner relationship. This includes couples who are married, separated or divorced, heterosexual former / co-habitants, heterosexual lovers having a lasting relationship or former lovers.

² “Family Violence Crime” is defined as crimes involving persons with extended familial other than spousal relationship under Domestic Violence (Amendment) Ordinance 2008.

Latest measures since 2008

6. In May 2008, the Force introduced a Victim Management procedure for victims of serious domestic violence cases with a view to strengthening the support and safety assurance measures provided to them throughout the case enquiry and legal proceedings.

7. The Victim Management procedure provides guidelines for crime investigation officers to give proper safety advice to victims and conduct assurance contacts with them; and to maintain close liaison with case workers of Social Welfare Department and non-governmental organisations for risk assessment and welfare arrangements.

8. The Force extended the Victim Management procedure to cover all domestic violence cases handled by crime investigation teams with effect from 1 January 2009. The extension of the Victim Management procedure will provide better services to victims of domestic violence.

Training

9. The Police provide training on the handling of domestic violence for police officers at various stages of their career. The handling of domestic violence cases is a regular training topic in the basic training programmes and developmental training for officers of various ranks. The Police also conducted a Force-wide training on the handling of domestic violence cases in 2006.

Latest measures since 2008

10. The Force has rolled out a series of training sessions with updated content between October 2008 and January 2009 to enhance the knowledge of frontline officers and their supervisors of the new measures adopted by the Force for handling domestic violence cases. The sessions cover training on the cycle of domestic violence, the psychology of the parties involved, questioning techniques, collaboration with the Social Welfare Department, new measures in the Force for handling domestic violence cases as well as relevant legislation.

Conclusion

11. The Police are committed to combating domestic violence. We have continuously enhanced the procedures for handling domestic violence cases and the training provided to frontline officers. The Police will keep up their efforts in combating this type of crime.

Hong Kong Police Force

April 2009