

For discussion
on 2 March 2000

Legislative Council Panel on Security
Review on Integration of Auxiliary Police with Regular Police

Purpose

This paper informs Members of the results of the review on a six-month trial of the integration of Auxiliary Police with regular Police.

Background

2. As reported at the Panel meeting held on 10 June 1999, the Force Committee on Auxiliary Police (FCAP), consisting of regular Police officers and officers from the Hong Kong Auxiliary Police (HKAP) including its Deputy Commandant, was set up in November 1998 to conduct a comprehensive review of the HKAP. The results were announced in mid-March 1999. To further improve the manpower deployment and supervision of the HKAP and to enhance the sense of belonging of Auxiliary Police officers, the Committee has proposed, inter alia, an organization structure that can facilitate full integration of the HKAP with the regular Police Force. Auxiliary Police officers will be allocated to the Patrol Sub-units (PSU) of their respective Districts or

Divisions and perform operational duties in conjunction with regular Police officers. The FACP recommended conducting a review upon the completion of a six-month trial of the proposed integration which commenced on 1 June 1999.

Integration of Auxiliary Police with Regular Police

3. Under the integration system, Auxiliary officers of the rank of Senior Inspector and below have become members of the PSUs. They are placed under the direct command of their respective PSU Commanders for operational deployment. In addition, Auxiliary officers of Chief Inspector and above ranks have assumed the role of staff officers to their Divisional Commanders, District Commanders and Regional Commanders (RC) respectively on all matters relating to Auxiliary Police personnel including deployment, training and human resources management. It is a complete integration of the HKAP with the regular Police Force encompassing all ranks, at Division, District and Region levels. In other words, operationally, all Auxiliary personnel attached to a Region are under the command of the RC.

4. Taking account of Members' views about the proposed pairing up of Auxiliary officers with regular officers in performing beat duty expressed at the Panel meetings on 10 and 29 June 1999, the Force management has decided to allow the operational commanders to have more flexibility in the deployment of Auxiliary officers. All operational commanders have been reminded that the spirit of the proposed

arrangement is to provide adequate opportunities for Auxiliary Police officers to enhance practical experience and to maintain professional competency. Where appropriate, an Auxiliary officer may be deployed without the company of a regular counterpart, having regard to the service and experience of the former. Operational commanders will assess an individual officer's professional competence in consultation with his/her Auxiliary supervisory counterparts.

The Review

5. Views on the integration of Auxiliary Police with regular Police were collated from both Auxiliary and regular Police officers through the Commandant of the HKAP, the five land RCs and all staff associations of the regular Police in December 1999. A total of 31 pieces of comments were received. A sub-committee, comprising both Auxiliary and regular officers, was set up in January 2000 to examine the comments. They are FCAP members who have not been directly involved with the overall review of HKAP conducted between November 1998 and March 1999. The Commandant of the HKAP and the five RCs were consulted on the recommendations made by the sub-committee in February 2000. The finalized recommendations covering the Statutory Efficiency Training (SET), operation, administration, communication under the integration are set out in the ensuing paragraphs.

Statutory Efficiency Training (SET)

6. With effect from 1 April 1999, the SET, i.e. the training requirement that every member of the HKAP must comply with each year of service under the Hong Kong Auxiliary Police Force Regulations, has been revised to -

- (a) 7 consecutive days – Annual Continuation Training;
- (b) 1 day (two 4-hour sessions) – range course;
- (c) 3 days (one 4-hour session every two months) – training day;
- (d) 3 days (24 hours) – practical training (crowd management and pre-planned operations); and
- (e) 12 days (96 hours) – practical training (beat duty).

7. To enhance communication among Auxiliary officers and to maintain their professional competence, it is proposed to increase the frequency of the Training Day (i.e. paragraph 6(c)) from once every two months to once monthly. It is expected that this doubling of the Training Day frequency will lead to better communication and liaison not only among the Auxiliary officers themselves but also with their regular counterparts. The added opportunity will also be used to provide more

training on the handling of beat incidents.

8. As regards Practical Training (Beat Duty) (i.e. paragraph 6(e)), it is recommended that the interest of Auxiliary officers should be enhanced by adding varieties to the general day-to-day duties as far as practicable. Operational commanders are encouraged to interpret the definition of Beat Duty in a broader sense and to deploy Auxiliary officers flexibly to duties not requiring intensive long-term training.

9. The number of hours designated for Practical Training (Beat Duty) has also been reviewed. It is noted that 270,281 man-hours of Auxiliary officers were deployed for beat duties from 1.6.99 to 30.11.99. The possibility of reducing the Annual Continuation Training (ACT) in order to allow for more Beat Duty hours was also examined. However, the proposal is not supported by Auxiliary officers. The shortening of the ACT would also affect an Auxiliary officer's bounty entitlement. Above all, there is no such need from the operational point of view.

Operation

10. With the revised role after the overall review of HKAP, Auxiliary Police officers have no longer been deployed on full-time driving duties since 1 April 1999. However, Auxiliary officers who are qualified to drive Police vehicles can be deployed as drivers when such a need arises. It is recommended that operational commanders should make optimal use of the driving skill of Auxiliary officers under his/her command as far as practicable.

11. It is proposed to extend the application of the Duty Scheduler System to Auxiliary duties in order to facilitate operational commanders in the duty forecast and deployment of Auxiliary personnel under their command. The Duty Scheduler System is a computer system that has been adopted in preparing the duty roster for regular Police officers. With the assistance of the system, a roster can be drawn up by matching the availability indicated by individual Auxiliary officers and the period during which operational commanders consider it suitable for the Auxiliary officers under his/her command to be deployed. This computerised system has in fact, been successfully implemented for drawing up rosters for Auxiliary officers in Wanchai District and will be expanded to the other Districts.

Administration

12. Following the spirit of integration, Formation commanders should be responsible for the overall management, deployment, welfare and training of all officers under their command, the Auxiliary and Regular officers alike. However, a large share of administration work relating to Auxiliary Police still needs to be undertaken by the Auxiliary supervisory officers. It is therefore recommended that adequate funding should be set aside to pay these officers for their participation in administrative duties. In addition, for the purposes of enhancing communication, an Auxiliary Inspectorate Officer will be selected in each Division (totally 46) to assist the District Training and Staff Relation

Officer (TSRO) in conducting Training Days.

13. It has also been emphasised that operational commanders should ensure that all officers including both Auxiliary and regular officers working under his/her command are treated fairly and equally and that problems raised by Auxiliary officers should be dealt with promptly and properly.

14. To remove uncertainty, revised job descriptions of Auxiliary officers down to Inspector rank should be issued as soon as possible. In fact, a full set of revised job descriptions was promulgated in January this year for consultation.

Communication

15. To address the concern that communication among the Auxiliary and regular officers may be affected because of the reduced duty hours, it is proposed to arrange regular gatherings and meetings among the officers. In fact, different from the past arrangement, individual Auxiliary officers of the rank of Senior Inspector and below now belong to a designated PSU. Formation commanders will have a better understanding and closer relationship with the Auxiliary officers under his/her command. In addition, senior Auxiliary officers serving as staff officers to their respective operational commanders play a significant role in bridging the gap between Auxiliary and regular officers at various levels within a Region.

Conclusion

16. The integration of Auxiliary Police with regular Police has so far been implemented smoothly. No significant problem has been encountered and the turnout of Auxiliary officers for Practical Training (Beat Duty) has been satisfactory. As reported above, a total of 270,281 man-hours of Auxiliary officers were deployed for beat duties from 1.6.99 to 30.11.99. The average daily number of Auxiliary officers deployed for beat duties on Saturdays and Sundays during the period is 228, 196 and 6 for A shift (0800 – 1600 hours), B shift (1600 –2400 hours) and C shift (2400 – 0800 hours) respectively. In addition, over 2,000 additional regular Police officers have been deployed to perform front-line duties since 1992. The average number of regular Police officers deployed for beat duties in the period of 1.6.99 to 30.11.99 for the three shifts is as follows -

	Weekdays	Saturdays & Sundays
A shift	1,837	1,558
B shift	1,650	1,467
C shift	1,305	1,212

At present, there are a total of 1,123 beats including foot beat, motor cycle beat, rural beat and mobile beat. Hence, the existing manpower deployment ensures the full beat coverage.

17. The turnout of Auxiliary officers for major crowd management operations has likewise been encouraging. Take Hong Kong Island Region for instance, the deployment of Auxiliary officers during the Christmas, New Year and Chinese New Year in 1999/2000 is compared with last year as follows -

	<u>1998/1999</u> (man-hours)	<u>1999/2000</u> (man-hours)
Christmas	1,672	3,136
New Year	3,064	5,208
Chinese New Year	9,328	6,235
Total	14,064	14,579

FCAP, in consultation with the Commandant of the HKAP and all RCs, will continue to closely monitor the situation and implement improvement measures whenever necessary.

Security Bureau
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