

**Criminal and Law Enforcement  
Injuries Compensation Boards**

**Fiftieth Annual Report**

**by the Chairperson**

**Mr Pow Wing-nin, Jason, SC**

**for the year ending 31 March 2023**

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## **INTRODUCTION**

The Criminal and Law Enforcement Injuries Compensation (CLEIC) Scheme came into being on 23 May 1973 to provide financial assistance to persons (or to their dependants in cases of death) who are injured as a result of a crime of violence, or by a law enforcement officer (which means any police officer or other public officer on duty) using a weapon in the execution of his duty.

2. The Scheme is non-contributory and non-means-tested. The eligibility criteria for awards under the Scheme are shown in Appendix I.

3. This report describes the administration of the Scheme for the year ending 31 March 2023.

## **BOARDS AND SECRETARIAT**

### **The CLEIC Boards**

4. The Scheme is administered by the Criminal Injuries Compensation Board and the Law Enforcement Injuries Compensation Board (CLEIC Boards), with the secretariat provided by the Social Welfare Department (SWD). Both Boards consist of the same chairperson and members who are all appointed by the Chief Executive from outside the civil service. In administering the Scheme, the CLEIC Boards are guided by the provisions of an Administrative Document which lays down the scope of the Scheme and the powers and functions of the Boards. The terms of reference of these two Boards are shown in Appendix II.

### **Board Membership**

5. As at 31 March 2023, there were 31 Board members, 19 of whom were barristers or solicitors, with the remainder coming from a variety of professions including business, social work, education and medicine. The membership list is at Appendix III.

### **Board Meetings**

6. Under a roster system, Board members take turns in pairs to sit at a two-member Board meeting to make an initial decision as to whether an application should be allowed, deferred or rejected. As legal knowledge is essential to making a decision, one of them must be from the legal profession. Where the two-member Board cannot reach a decision on an application, it will refer the application to a three-member Board appointed by the Chairperson. Subject to the agreement of the Board concerned, an applicant may attend the Board meeting to present his case.

7. During the year, a total of 22 two-member Board meetings were held at regular intervals. No three-member Board meeting was convened. Nor did any applicant apply to present his case in person.

### **Secretariat to the Boards**

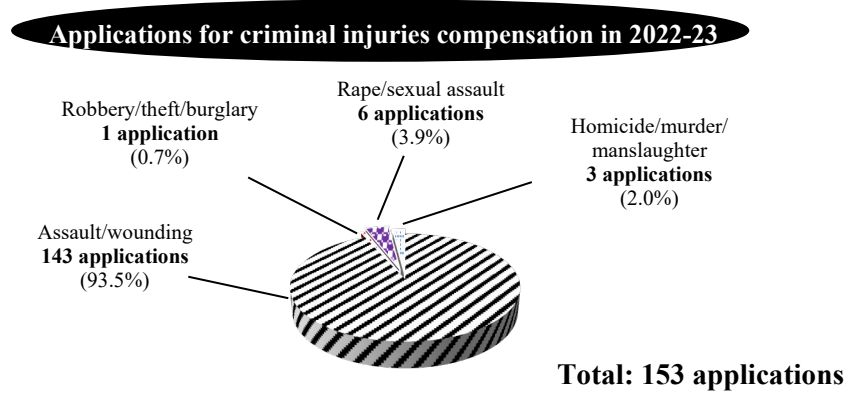
8. The Secretariat to the Boards (i.e. the CLEIC Section of SWD), which is staffed by SWD officials, is responsible for receiving applications, conducting case investigations, and preparing case summaries and assessments, as well as arranging payment of awards to successful applicants. Investigation work involves collation and confirmation of information received from the Police, medical authorities, witnesses, employers and other related parties.

## APPLICATIONS AND CASELOAD

### New Applications

9. During the year, 153 new applications for criminal injuries compensation were received. This represents a decrease of 8 applications (5%) over the preceding year, and the number of criminal injury cases reported to the Police decreased by 2.6% for the same period. A breakdown of the applications received during the year according to the nature of crime is given below:

Crimes	Application(s)	%
Assault /Wounding	143	93.5
Robbery/theft/burglary	1	0.7
Rape/sexual assault	6	3.9
Homicide/murder/manslaughter	3	2.0
<b>Total</b>	<b>153</b>	



Note

Figures may not add up to total due to rounding.

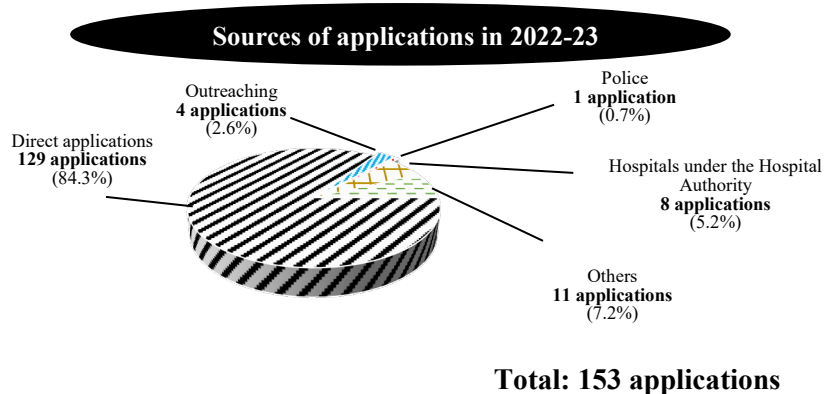
10. Of these, 1 (0.7%) was family violence case compared with 4 (2.5%) in the preceding year.

11. There was no application for law enforcement injuries compensation. A chart showing the application trend of the Scheme since 1973 is at Appendix IV.

### Sources of Applications

12. Around 84.3% of the applications were direct applications. Where the circumstances so warranted, the Secretariat’s caseworkers would also approach potential applicants to introduce the Scheme. The following chart gives a breakdown of the sources of new applications received during the year:

Source	Application(s)	%
Direct applications	129	84.3
Outreaching	4	2.6
Police	1	0.7
Hospitals under the Hospital Authority	8	5.2
Others	11	7.2
<b>Total</b>	<b>153</b>	



## Application Rate

13. According to the Commissioner of Police, the number of reported criminal injury cases in 2022-23 was 4 132, representing a decrease of 2.6% over the preceding year. The rate of applications for compensation was 3.7%, compared with 3.8% in 2021-22 as analyzed below:

### Application rate in 2022-23

Crimes	Applications	%	Cases reported to police	Application rate %
Assault/wounding	143 (152)	93.5 (94.4)	4 036 (4 108)	3.5 (3.7)
Robbery/theft/ burglary	1 (1)	0.7 (0.6)	20 (37)	5.0 (2.7)
Homicide/murder/ manslaughter	3 (4)	2.0 (2.5)	31 (28)	9.7 (14.3)
Rape/sexual assault	6 (1)	3.9 (0.6)	13 (13)	46.2 (7.7)
Arson	- (-)	- (-)	3 (6)	- (-)
Falling object	- (-)	- (-)	29 (49)	- (6.1)
Others	- (3)	- (1.9)		
<b>Total</b>	<b>153 (161)</b>	<b>100 (100)</b>	<b>4 132 (4 241)</b>	<b>3.7 (3.8)</b>

#### Note

(1) Figures in brackets are those of the preceding year.

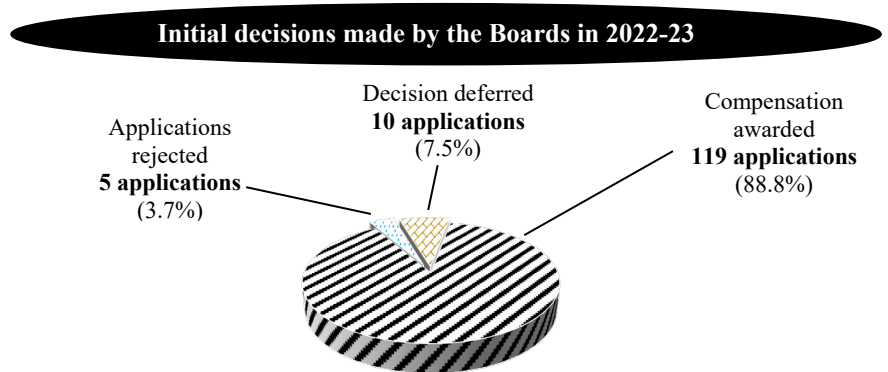
(2) 'Falling object' is classified as 'Others' by Police.

(3) Figures may not add up to total due to rounding.

### Initial Decisions Made by the Boards

14. In 2022-23, the CLEIC Boards made initial decisions on 134 applications as follows:

Initial decisions	Application(s)	%
Applications rejected	5	3.7
Decision deferred	10	7.5
Compensation awarded	119	88.8
<b>Total</b>	<b>134</b>	



**Total: 134 applications**

### Applications Rejected

15. The reasons for rejecting five applications are analyzed below:

**Applications rejected in 2022-23**

	Cases		%	
	2022-23	(2021-22)	2022-23	(2021-22)
Victim's conduct/ character/ way of life were considered to be contributory factors to the incident	2	(1)	40.0	(14.3)
Case not classified as a crime of violence	2	(1)	40.0	(14.3)
Victim's version on the course of the incident was inconsistent and doubtful	-	(2)	-	(28.6)
Victim was accountable for his injuries	-	(1)	-	(14.3)
Failed to cooperate fully with the police/Secretariat	1	(2)	20.0	(28.6)
Residence requirement not met	-	(-)	-	(-)
<b>Total</b>	<b>5</b>	<b>(7)</b>	<b>100</b>	<b>(100)</b>

Note

(1) Figures in brackets are those of the preceding year.

(2) Figures may not add up to total due to rounding.



## Applications Withdrawn

16. The table below gives a breakdown of the 26 applications that were withdrawn:

### Applications withdrawn in 2022-23

	Applications		%	
Unwilling to be investigated	9	(14)	34.6	(30.4)
Sick leave period below minimum requirement	2	(9)	7.7	(19.6)
Employees' Compensation and Common Law Damages exceeds Scheme entitlement	10	(18)	38.5	(39.1)
Awareness of ineligibility	5	(3)	19.2	(6.5)
Reasons not given	-	(2)	-	(4.3)
<b>Total</b>	<b>26</b>	<b>(46)</b>	<b>100</b>	<b>(100)</b>

#### Note

(1) Figures in brackets are those of the preceding year.

(2) Figures may not add up to total due to rounding.

## Caseload

17. Statistics below show the flow of cases handled during the year:

### Caseload flow in 2022-23

<i>Cases brought forward</i>	+	<i>Enquiries / cases newly received</i>	+	<i>Cases reactivated</i>	=	<i>Total caseload</i>	-	<i>Cases closed</i>	=	<i>Active caseload as at 31 March 2023</i>
482		285		6		773		325		448

## PAYMENTS

### Basis of Compensation

18. The level of compensation for criminal injuries is assessed on the basis of the payment schedule for death or personal injury under the Emergency Relief Fund (ERF), which is subject to periodic revision. The payment rates were last revised on 1 April 2022 (see Appendix V). The level of compensation for law enforcement injuries is assessed on the basis of the payment schedule of the ERF or common law damages, whichever is the greater.

19. The CLEIC Boards have the discretion to:

- (a) increase the compensation payable on the basis of the ERF scale by up to 100% if
  - (i) in the event giving rise to the claim, the victim suffered injury or death in taking positive steps to prevent crime or help in the arrest of an offender or suspect; or
  - (ii) subsequent to the event giving rise to the claim, the victim made exemplary efforts, in the face of personal embarrassment, inconvenience or danger, to assist the police in the arrest or prosecution of an offender or suspect; or
  - (iii) in the event of a police-criminal shoot-out giving rise to the claim, the victim was injured or killed by bullets fired by a person other than the police and his conditions warrant compassionate consideration (if the victim's condition also falls under the provisions stipulated in (i) above, the total compensation payable may be increased by up to a maximum of 200%);

or

- (b) increase the disability grant, injury grant and interim maintenance grant by up to 100% to a victim of rape;

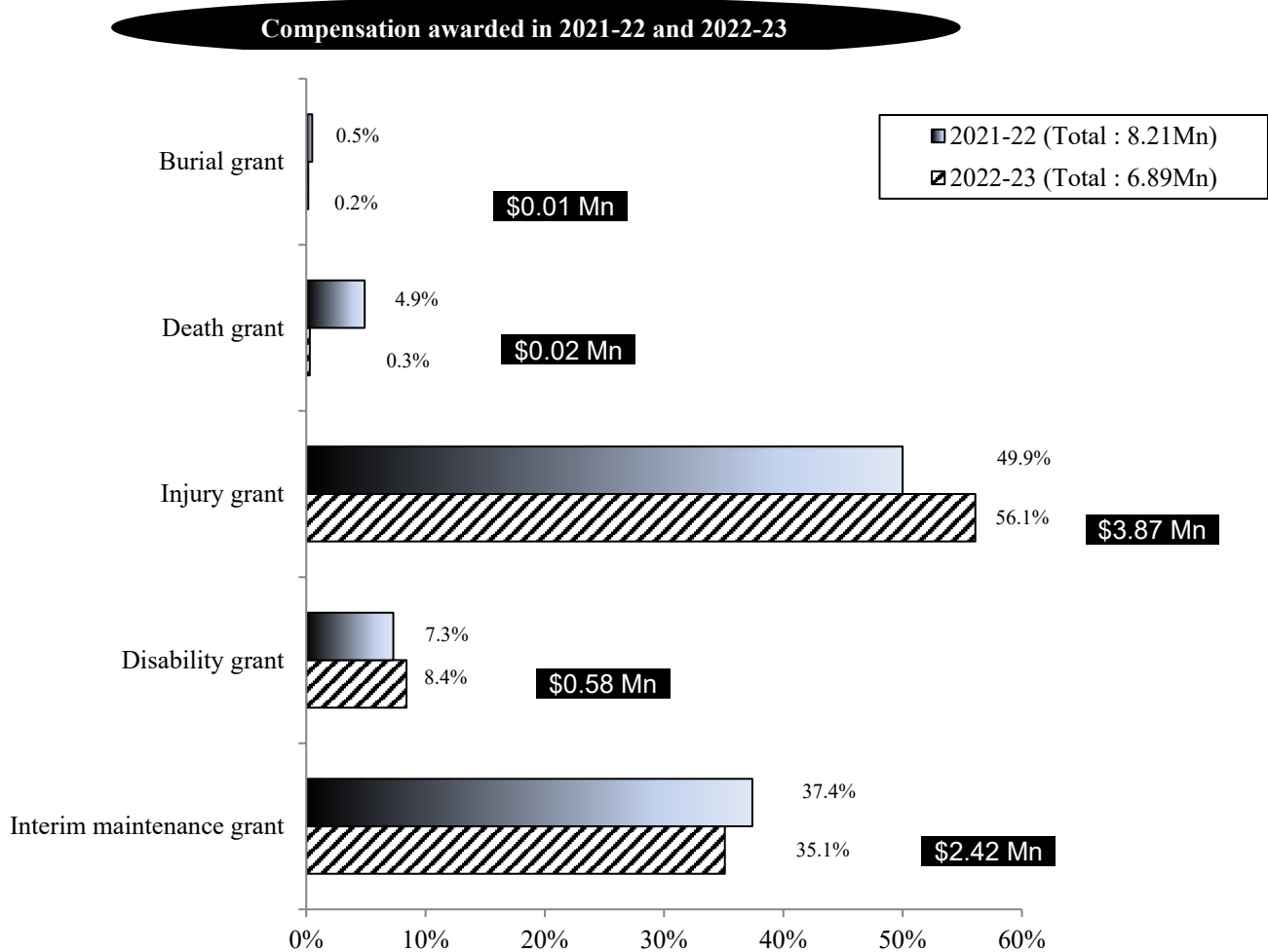
or

- (c) reduce the compensation payable, or reject an application altogether, if the conduct, character and way of life of the victim were considered to be contributory factors to the incident.

20. The Criminal Injuries Compensation Board will take into account not only the physical injuries of victims of sexual offences when assessing their degree of disability, but also their mental impairment as assessed by the medical authorities. Other victims can also be similarly assessed if this is found to be necessary.

**Compensation Awarded**

21. During the year, awards totaling \$6.89 million were made to 134 new and 138 review criminal injuries cases (which were assessed on the basis of the payment schedule of the ERF). A breakdown of the awards by type of grant and as a percentage of total payments in 2021-22 and 2022-23 is given below:



Note

Figures may not add up to total due to rounding.

	2021-22	2022-23
Burial grant	0.5%	0.2% (\$0.01 Mn)
Death grant	4.9%	0.3% (\$0.02 Mn)
Injury grant	49.9%	56.1% (\$3.87 Mn)
Disability grant	7.3%	8.4% (\$0.58 Mn)
Interim maintenance grant	37.4%	35.1% (\$2.42 Mn)

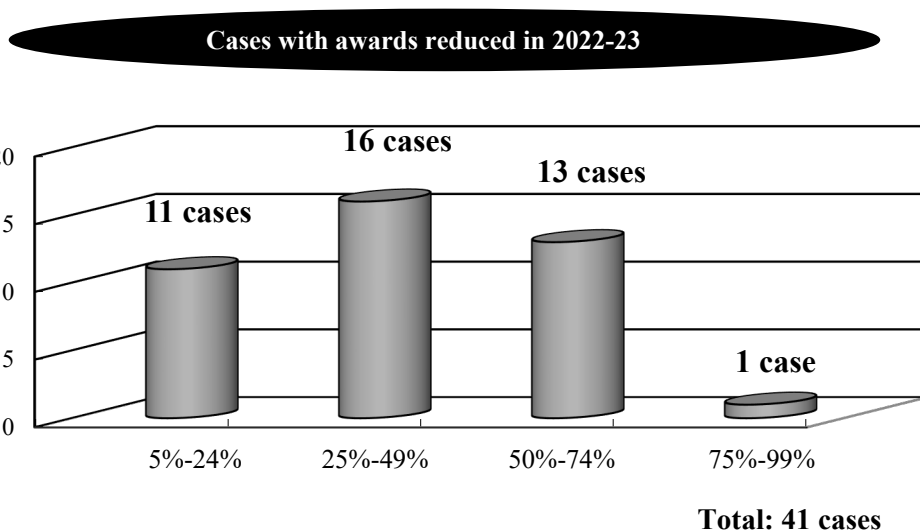
### Increased Awards

22. At the discretion of the CLEIC Boards, there was nil case with increased awards during the year.

### Reduced Awards

23. During the year, the awards for 41 cases were reduced on the grounds that the conduct, character and way of life of the victims were considered to be contributory factors to the incidents leading to their injuries. The range of percentage of reduction of award is shown below:

Reduced range	Case(s)
5%-24%	11
25%-49%	16
50%-74%	13
75%-99%	1
<b>Total</b>	<b>41</b>



### The Highest Award

24. The highest award of the year was \$135,180 paid to the victim of an assault case.

### Methods of Payment

25. Compensation normally takes the form of a lump sum payment. However, there are situations where more than one payment may be made (for example, where only a provisional medical assessment is available at the initial decision stage).

26. Payment of compensation is normally credited to an applicant's designated bank account. Under special circumstances, it can be made by crossed cheque or by special delivery of cash to the applicant.

## **Speed of Payment**

27. The Secretariat attaches great importance to responding promptly to all applications. However, the time span for processing a case will depend very much on the volume of applications received during the year, the complexity of individual cases, and also such factors as the availability of evidence, the time needed for medical authorities to assess the degree of the victim's injury and disability, and the readiness of the victim's employer and related parties to respond to enquiries. In addition, the CLEIC Boards normally obtain the results of police investigations and/or criminal proceedings before making a decision on an application.

28. The Secretariat aims to complete the investigation of an application within 14 working days upon receipt of all relevant supporting documents. The achievement rate for the year was 100%.

## **REDUCTIONS / REFUNDS**

### **No-double-compensation Principle**

29. Under the “no-double-compensation” principle, where an applicant/victim has received damages or other compensation (including Employees’ Compensation) in respect of the same incident, the compensation payable under the Scheme will be reduced by an amount equivalent to such damages/compensation. No payment will be made if the amount of such damages/compensation is equal to or exceeds the assessed award payable under the Scheme. In addition, beneficiaries who subsequently receive damages or other compensation outside the Scheme in respect of the same incident will be required to refund the payments they have received from the Scheme, but, in any case, the amount to be repaid shall not exceed the amount of damages or compensation received outside the Scheme. Any increased award granted to ‘civic-minded’ victims (see para. 19 above) will not, however, be required to be repaid.

### **Cases Receiving Employees’ Compensation**

30. During the year, a total of \$0.3 million being sums paid by way of Employees’ Compensation was deducted in ten cases.

### **Cases Receiving Damages or Compensation Other Than Employees’ Compensation**

31. During the year, there were six cases where the applicant/victim was awarded damages or other compensation (other than Employees’ Compensation) before making a CLEIC application. Accordingly, a total of \$0.07 million was deducted from the assessed awards payable under the Scheme.

32. In addition, a total of \$0.04 million was refunded by three applicants who subsequently received damages or other compensation (other than Employees’ Compensation) outside the Scheme in respect of the same incident.

## **APPEALS**

### **Right of Appeal**

33. Where an applicant is dissatisfied with the decision of the Criminal Injuries Compensation Board or the Law Enforcement Injuries Compensation Board, he/she may lodge an appeal in writing within one month after the date of notification of the decision.

### **Processing of Appeals**

34. On receipt of an appeal, the Chairperson will appoint three members who have not taken part in the original decision on the case to form an Appeal Board. At the appeal hearing, the appellant will put forward his case in person unless prevented by incapacity or other good cause. Subject to the approval of the Appeal Board, an appellant may bring along another person, who may be a friend or a relative, to assist him in the presentation of his case. In exceptional cases and with the approval of the Appeal Board, an appellant may be legally represented at his own expense. The Appeal Board may permit, where appropriate, attendance of Government Counsel and/or Government officials at such hearings. The Appeal Board's decision is final.

### **Appeal Cases**

35. During the year, a total of five appeals were handled. Of these, two were allowed and three were dismissed by the Appeal Boards.

## **PUBLICITY AND LIAISON**

### **Publicity**

36. Application forms and publicity materials such as posters and leaflets are available at SWD offices, police stations, hospitals, District Offices of the Home Affairs Department and at related institutions and locations. Members of the public can also obtain information about the Scheme or download the application form from the SWD homepage at <http://www.swd.gov.hk>.

37. The Information and Public Relations Unit of SWD assists in answering enquiries from the media on the Scheme, as well as providing information to the media on particular cases which may have attracted public interest.

### **Liaison**

38. During the year, regular contacts and close co-ordination were maintained with the Hong Kong Police Force, the Hospital Authority, the Labour Department and other related bodies to ensure the successful and smooth operation of the Scheme. The police community relations officers, social workers of Integrated Family Service Centres and medical social workers also assisted in introducing the Scheme to potential applicants.

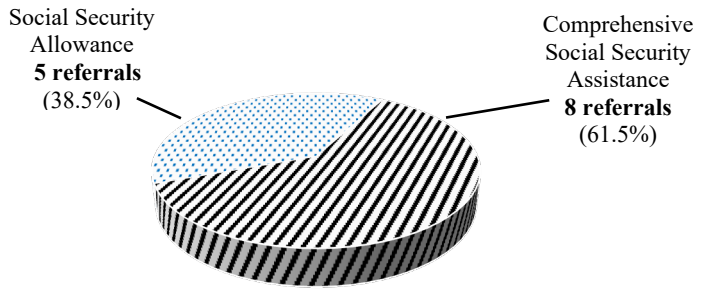


### Welfare Referrals

39. During the course of investigation, the Secretariat’s caseworkers will recommend services provided by relevant agencies to applicants who may have other welfare needs such as family and marriage counseling and medical/psychiatric assistance. Written referrals will be made where appropriate. During the year, a total of 13 welfare referrals were made as shown below:-

**Welfare referrals in 2022-23**

Social Welfare	Referrals	%
Social Security Allowance	5	38.5
Comprehensive Social Security Assistance	8	61.5
<b>Total</b>	<b>13</b>	



**Total: 13 referrals**

## **CHAIRPERSON'S CONCLUDING REMARKS**

40. On behalf of the Boards, I would like to pay tribute to the staff of the Social Welfare Department, the Hong Kong Police Force, the Labour Department, the Hospital Authority and the Department of Health. I would also like to express my gratitude to the Board members for their untiring support and valuable advice over the past year. All parties concerned have made remarkable contributions to the smooth and successful operation of the Scheme.

Pow Wing-nin, Jason, SC

June 2023

## Criminal and Law Enforcement Injuries Compensation Scheme

### Eligibility Criteria

Persons who are injured or killed as a result of a crime of violence, or who are accidentally injured or killed by law enforcement officers in the execution of their duties, or their surviving dependants, are eligible for compensation under the Criminal and Law Enforcement Injuries Compensation Scheme, subject to satisfying the Criminal Injuries Compensation Board or the Law Enforcement Injuries Compensation Board that:

- (a) the injury was sustained in Hong Kong on or after 23 May 1973;
- (b) the injury inflicted was sufficiently grave that sick leave of three days or more was recommended except in cases of death and disability or under special circumstances which justify waiving the requirement (for cases occurring on or before 4 March 1981, the minimum sick leave requirement is seven days);
- (c) for criminal injuries compensation cases, the injury was inflicted in:
  - (i) a crime of violence;
  - (ii) an arrest or attempted arrest of an offender or suspected offender;
  - (iii) the prevention or attempted prevention of an offence; or
  - (iv) the giving of help to any police officer or other person who is engaged in arresting or attempting to arrest an offender or suspected offender or preventing or attempting to prevent an offence;
- (d) for law enforcement injuries compensation cases, the injury was inflicted by law enforcement officers using weapons in the execution of their duties in connection with:
  - (i) an arrest or attempted arrest of an offender or suspected offender;
  - (ii) the prevention or attempted prevention of an offence; or
  - (iii) the giving of help to any police officer or other person who is engaged in arresting or attempting to arrest an offender or suspected offender or preventing or attempting to prevent an offence;
- (e) the circumstances of the injury were reported to the police without unreasonable delay, or had been the subject of criminal proceedings;

- (f) for a new application, the claim for compensation has been made within three years of the date of the incident (with effect from 4 March 1981);
- (g) for a re-application where the first claim for compensation had been made within three years of the date of the incident but the case was closed due to self-withdrawal or lost contact, the second or subsequent claim has been made either within three years of the date of the incident or within one year of the date of self-withdrawal or lost contact, whichever is later (with effect from 1 July 1991);
- (h) the applicant should have given the Board all related information and reasonable assistance; and
- (i) the victim is a person having the right to remain in Hong Kong or being permitted to remain in Hong Kong under the Immigration Ordinance, Cap. 115, who is not in contravention of a limit of stay (if any) in force against him at the time of the incident. Where permission to remain is granted subsequently after a person has landed in Hong Kong or that permission is granted to extend a person's stay after he has been overstaying in Hong Kong, payment of compensation may be granted if the incident occurs on or after the effective date of such permission (with effect from 24 May 1997).

### **Note**

Where the victim and the offender were living together at the time of incident as members of the same family, compensation will be only payable under certain conditions.

Traffic offences will be excluded from this Scheme except in cases of a deliberate attempt to run the victim down.

## The Criminal and Law Enforcement Injuries Compensation Boards

### Terms of Reference

The Boards are serviced by the Social Welfare Department and responsible to the Chief Executive for the administration of the Criminal and Law Enforcement Injuries Compensation Scheme subject to the principles and guidelines laid down in the Administrative Document of the Scheme issued by the Secretary for Labour and Welfare, with the endorsement of the Chief Executive and/or the Secretary for Financial Services and the Treasury/Finance Committee of the Legislative Council as appropriate, with the following specific responsibilities:

- (a) to exercise the functions and powers of the Boards as laid down in the Administrative Document of the Scheme;
- (b) to examine arrangements and procedures for compensating victims of crimes of violence and to advise on the extension or improvement of related matters as the Chief Executive may refer to the Boards or on which the Boards may wish to advise;
- (c) to scrutinise and approve or disapprove and, where necessary, hear applications and appeals for compensation;
- (d) to be entirely responsible for deciding what compensation should be paid to individual victims according to the basis of compensation of the Scheme and also the quantum including such matter as whether the amount should be increased or reduced; and
- (e) the Chairperson of the Boards shall submit annually to the Chief Executive a full report on the operation of the Scheme together with its accounts.

## The Criminal and Law Enforcement Injuries Compensation Boards

### Membership List as at 31 March 2023

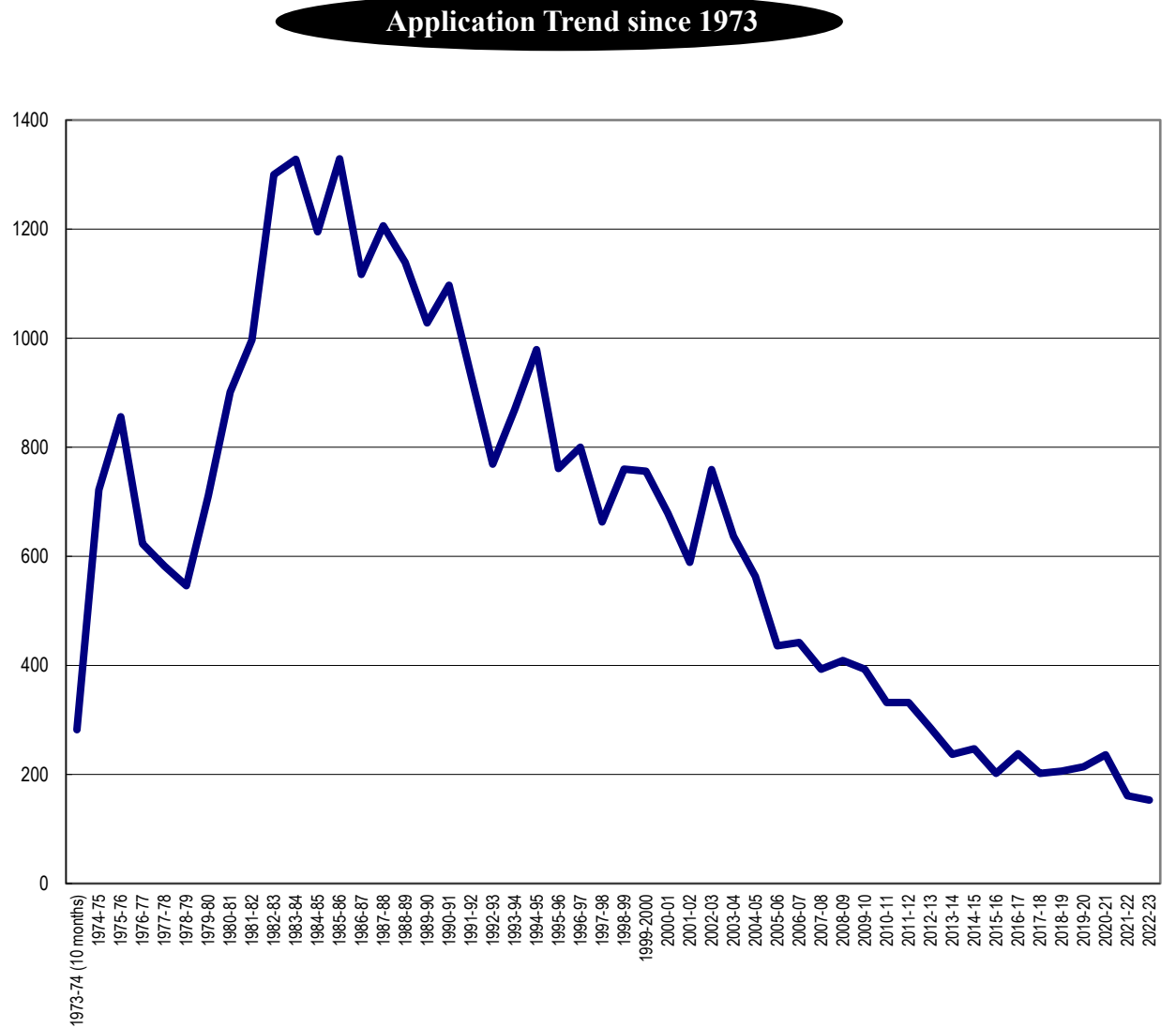
Mr Pow Wing-nin, Jason, SC (Chairperson)	Dr Leung Lam-ming, Jess
Mr Chan Ching-lung, Derek, SC	Dr Li Yuen-mei, Emmy
Miss Chan Hong-yee	Miss Li Yuen-ting, Nicole
Dr Chan Po-ling	Dr Pang Hoi-lam
Mr Chan Yue-chow	Mr Razi Raza Nasir
Miss Chen Yuen-tung, Eutonia	Miss Shum Hin-han
Ms Chow On-lai, Edna	Mr Suen Kwok-tung, Eddie
Ms Theresa Lena Chow	Mr Tam Wilson Wai-shun
Prof Chow Yin-man, Amy	Mr Tang Ho-yin, Jeffrey
Ms Chu Koh-ann	Ms Tong See-pui, Sara, SC
Mr Ho Long-chin, Matthew	Dr Wong Ming-fung, William, SC, JP
Ms Keung Choi-yin	Ms Wong Pui-kei, Maggie, SC
Mr Lam Justin Yan-ming	Dr Wong Tsz-yan, Miranda
Ms Lam Yan-kay, Rachel, SC	Ms Wu Ching-mei, Ada
Ms Lau Shing-yan	Miss Yau Tze-man, Mandy
Dr Leung Kin-nin, Kenneth	

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Secretary: Senior Social Security Officer (Social Security) 4

## Criminal and Law Enforcement Injuries Compensation Scheme

Year	Total Applications	Year	Total Applications
1973-74 (10 mths)	282	1998-99	760
1974-75	722	1999-2000	756
1975-76	856	2000-01	679
1976-77	623	2001-02	589
1977-78	582	2002-03	759
1978-79	546	2003-04	637
1979-80	711	2004-05	563
1980-81	901	2005-06	436
1981-82	997	2006-07	442
1982-83	1300	2007-08	393
1983-84	1328	2008-09	409
1984-85	1195	2009-10	393
1985-86	1329	2010-11	332
1986-87	1117	2011-12	332
1987-88	1206	2012-13	285
1988-89	1139	2013-14	237
1989-90	1028	2014-15	247
1990-91	1097	2015-16	202
1991-92	932	2016-17	238
1992-93	769	2017-18	202
1993-94	869	2018-19	206
1994-95	979	2019-20	214
1995-96	761	2020-21	236
1996-97	800	2021-22	161
1997-98	663	2022-23	153



## Payment Schedule of Criminal Injuries Compensation

Type of grant	Level of grant (For incidents occurring on or after 1.4.2022)	Remarks
<b>Burial grant</b>	\$16,430	If the burial expenses were paid whether in full or in part by Government (such as under the Comprehensive Social Security Assistance Scheme) or by one of the charitable funds, the amount of grant shall be reduced by the amount of such payment.
<b>Death grant</b>		<p>If the beneficiary is an adult who is mentally unsound or found unconscious or is a minor without surviving parent/legal guardian, payments will be made on the advice of the Social Welfare Department.</p>
(a) Loss of sole wage earner where there are dependants	\$168,770 - \$239,070	
(b) Loss of a wage earner where there are dependants and another wage earner(s) remaining in the family	\$84,390 - \$154,690	
(c) Loss of a parent who was not a wage earner but there are children under 15 years of age	\$84,390 - \$154,690	
<b>Disability grant</b>	\$203 - \$202,520	Bases on the First Schedule or Section 9(1)(b) of the Employees' Compensation Ordinance, Cap.282 of the Laws of Hong Kong; abated to 2/3 for persons aged 60 and over.
<b>Injury grant</b>	\$787 - \$65,460	<p>The amount is assessed according to the number of days of sick leave/hospitalization. The maximum is 180 days.</p> <p>Injury grant is payable where the injury period is 7 days or more before death.</p> <p>Injury grant should cease from the date on which the victim becomes eligible for the disability grant, or upon the death of the victim.</p>
<b>Interim maintenance grant</b>	\$469 - \$84,360	The amount is assessed according to the number of days of sick leave/hospitalization. The maximum is 180 days. Interim maintenance grant is payable to a wage earner suffering loss of earnings as a result of incapacity to work, or to a non-wage-earning parent with a child under 15 years of age. Payment of interim maintenance grant should cease upon the death of the victim.