

第二章  
CHAPTER 02

# 一年的回顧

COMMISSIONER'S REVIEW



香港特別行政區廉政專員

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二零二零年是充滿挑戰的一年。新型冠狀病毒肆虐為世界各地帶來前所未有的危機，而香港作為開放型經濟體，在地緣政治和貿易戰的陰霾下，所面對的環境更為嚴峻。廉政公署（廉署）在這困難重重的氛圍下繼續堅定不移，透過執法、預防及教育全方位策略砥礪前行，履行肅貪倡廉使命和法定任務，並致力與國際和區域組織建立伙伴合作關係，拓展國際反貪網絡。年內，廉署因疫情在間斷的特別工作安排下，採取靈活應變措施，確保工作取得成效。一如過去 46 年，廉署與香港一起歷盡風雨，與廣大市民同步前行，把困難一一克服。這一年，在肅貪倡廉之餘，超過 300 位廉署人員踴躍加入政府的義工隊，盡己所能，與社會同心，為抗疫工作略盡棉力。

2020 was a year fraught with challenges. While the coronavirus pandemic brought about an unprecedented global crisis, Hong Kong as an open economy had greater adversities to overcome amidst the geopolitical tensions and trade war. In the face of these challenges, the Independent Commission Against Corruption (ICAC) remained steadfast and unwavering in discharging the anti-corruption mission and statutory mandates through its robust holistic strategy of law enforcement, prevention and community education, and strived to foster worldwide network through international and regional partnerships in graft-fighting. During the year which was interspersed with special work arrangements due to the pandemic, the ICAC has adopted more agile and flexible measures to ensure the efficacy of our work. The ICAC has gone through ups and downs with our city and progressed in pace with our fellow citizens over the past 46 years. This year, apart from busting the scourge of corruption, more than 300 officers of the ICAC actively participated in the Government's voluntary services group to contribute the best of their abilities in fighting the pandemic thereby showing their fervent community spirit.

## 廉潔文化植根社會

廉潔毫無疑問是香港的核心價值和安定繁榮的支柱之一。香港在過去一年高低跌宕，廉署堅持不懈繼續履行使命，打擊公私營界別的貪污，向社會各階層推廣法治及誠信的信息，與市民共建廉潔社會。香港肅貪倡廉的努力得到世界各地的肯定，獲稱譽為全球其中一個最廉潔的城市。根據透明國際公布的《二零二零年清廉指數》，香港在全球 180 個國家及地區中排名第 11 位，較二零一九年指數躍升五位，是該指數自一九九五年推出以來香港獲得的最高排名。

二零二零年，香港的貪污繼續維持在非常低的水平。根據《二零二零年廉政公署周年民意調查》，幾乎所有受訪者（98.4%）都表示在過去 12 個月沒有親身遭遇過貪污情況；市民時刻提高警覺及對貪污保持“零容忍”態度，以 0 分（完全不可以容忍）至 10 分（完全可以容忍）的評分方法量度，受訪者對貪污的容忍度平均分僅為 0.4 分；以及 81.7% 的受訪者表示願意舉報貪污。

## A CITY WITH ENTRENCHED PROBITY CULTURE

Integrity is one of the undisputed core values and key pillars sustaining the stability and prosperity of Hong Kong. Facing the roller coaster of changes in the year, the ICAC remained persevered and carried on with its mission to combatting corruption in both the public and private sectors, promoting the values of rule of law and probity among different strata of the society, and engaging the public to foster a clean society. Hong Kong's anti-corruption efforts and its status as one of the cleanest places in the world have been well recognised globally. According to the *Corruption Perceptions Index 2020* released by Transparency International, Hong Kong was rated the 11th least corrupt place among 180 counties and territories, up five places from the 2019 edition, the highest ranking for the city since the Index was launched in 1995.

In 2020, corruption in Hong Kong continued to remain at very low level. According to the *ICAC Annual Survey 2020*, almost all respondents (98.4%) had not encountered corruption personally in the past 12 months. The public stayed vigilant and abhorred corruption, as shown by the zero tolerance attitude embraced by the survey respondents - on a scale of 0 (total intolerance) to 10 (total acceptance), the mean score of tolerance to corruption was only 0.4, and 81.7% of the respondents indicated that they would report corruption if they were aware of it.



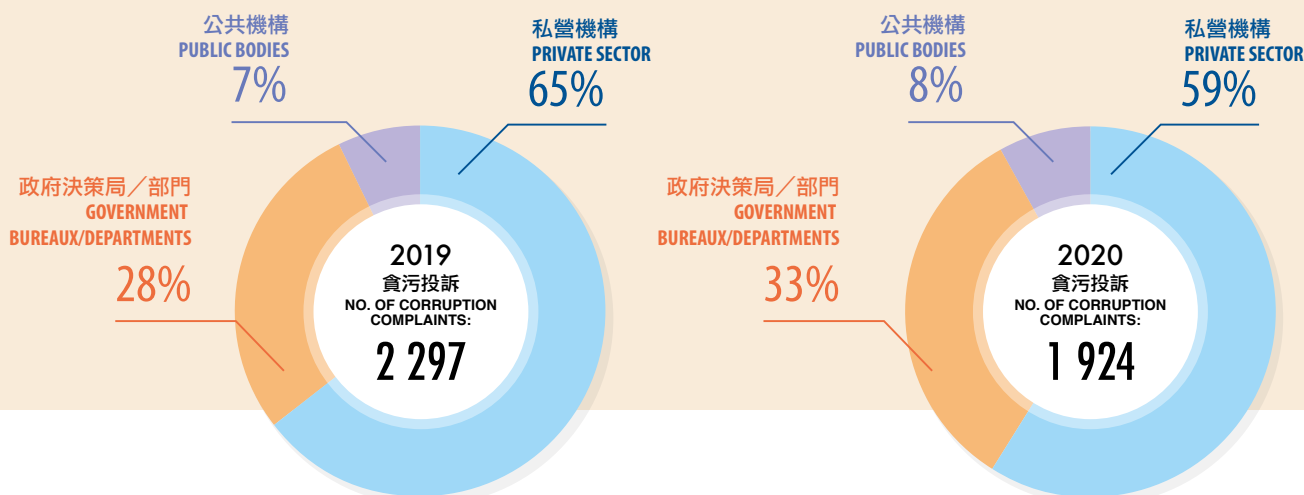
廉政專員向國際管理發展學院的 José CABALLERO 博士闡述香港的廉潔近況及穩健法治

The Commissioner briefing Dr José CABALLERO of International Institute for Management Development on Hong Kong's latest probity situation and strong rule of law

為了延續廉潔文化，廉署的執行處、防止貪污處及社區關係處緊密合作，繼續採取行之有效的三管齊下反貪策略，致力根除貪污於未然。儘管年內政府因疫情間斷實施特別工作安排和推行各種社交距離防疫措施，廉署人員迅速回應，全程投入，並積極利用資訊科技及創新手法，達成工作目標。

To sustain this probity culture, the ICAC has exerted persistent efforts to eradicate corruption through the well-tested three-pronged strategy to create synergy among the Operations Department, Corruption Prevention Department and Community Relations Department of the ICAC and sustain the long-term effect of its work. Notwithstanding the intermittent special work arrangements and the social distancing measures implemented during the year due to the pandemic, our colleagues endeavoured to achieve their work objectives through swift response, professional dedication and proactive use of the information technology and innovative initiatives.

二零一九及二零二零年接獲的貪污投訴（不包括選舉投訴）按界別分類  
Corruption complaints (excluding election complaints) recorded by sectors in 2019 and 2020



## 執法

廉署一直堅定不移地秉公執法。二零二零年，廉署共接獲 1 924 宗與選舉無關的貪污投訴，較二零一九年減少 16%。這些貪污投訴中，涉及私營機構的投訴佔 59%，涉及政府決策局／部門和公共機構的投訴則分別佔 33% 及 8%。涉及不同界別的投訴數字均錄得下跌，當中以私營機構的跌幅尤為顯著。貪污投訴下跌或與疫情之下經濟活動大減，及市民專注其他社會及經濟議題有關。廉署會密切關注在經濟逆轉期間，可能出現的貪污風險。

## LAW ENFORCEMENT

The ICAC is as determined as ever to discharge its enforcement duties. In 2020, the ICAC received 1 924 non-election related corruption complaints, representing a decrease of 16% when compared to 2019. Of these complaints, 59% concerned the private sector, 33% were related to government bureaux/departments (B/Ds) and 8% involved public bodies. The drop in corruption complaints was across the board, with the decline in the private sector more prominent. The decrease in corruption complaints may be attributed to the substantial drop in economic activities during the pandemic, as well as the public's preoccupation with various other socio-economic issues. The ICAC will closely monitor the potential corruption risks at the times of economic downturn.

香港的公營及私營界別均整體廉潔守正。就私營機構，廉署接獲最多投訴的界別為樓宇管理、建造業，以及金融及保險業。所有界別中，涉及金融及保險業中的貪污投訴跌幅最大。樓宇管理業在所有界別中仍錄得最多投訴，但自二零一七年起呈現的貪污投訴跌勢依然持續。

Hong Kong remains clean and honest across both the public and private sectors. In the private sector, building management, construction, and finance and insurance subsectors remained the areas which attracted the most complaints. Corruption complaints concerning the finance and insurance subsector registered the highest drop among all subsectors. Corruption complaints concerning building management, though continued to top the list among all subsectors, had recorded a downward trend since 2017.



廉政專員與馬來西亞反貪局官員商議加強培訓合作

The Commissioner discussing with officials of Malaysian Anti-Corruption Commission about anti-corruption training cooperation

儘管疫情嚴峻及實施特別工作安排，廉署繼續雷厲執法，並以專業及不偏不倚的態度，處理每一宗投訴和調查工作。年內，有 153 人被檢控，較二零一九年上升 14%。就與選舉無關的罪行，以人數及案件宗數計的定罪率分別為 86% 及 87%，較二零一九年提高 11 及八個百分點。

Despite the pandemic and the special work arrangements, the ICAC continued to take robust enforcement actions by pursuing each and every complaint and handling all investigations professionally and impartially. In the year, 153 persons were prosecuted, representing an increase of 14% when compared to 2019. The person-based and case-based conviction rates for non-election offences were respectively 86% and 87%, an increase of 11 and 8 percentage points when compared to 2019.



廉署接獲 850 宗涉及二零一九年十一月舉行的區議會選舉，以及 18 宗關乎原訂於二零二零年九月舉行的立法會選舉的選舉投訴。為確保公共選舉公平廉潔，廉署向政府當局就投票站和點票站的運作提出防貪建議，並在二零二零年三月推出[維護廉潔立法會選舉](#)教育及宣傳計劃。由於二零二零年立法會選舉延期舉行，廉署已就一些廉潔選舉教育及宣傳活動作出調整。

## 防貪

如何在疫情蔓延時預防貪污是年內全球的關注重點。疫情期間，廉署仍然堅持不懈，除了透過傳統的面對面諮詢，更積極利用資訊技術繼續為公私營機構提供防貪服務，以堵塞制度或程序上的貪污漏洞。年內，廉署繼續採取源頭預防策略及與政府決策局／部門和公共機構建立伙伴關係，協助他們減低貪污風險及加強防貪機制，尤其是在涉及重大公眾利益的範疇。廉署亦為私營機構提供防貪諮詢服務，以加強商業道德，維護公平廉潔的營商環境。

二零二零年，廉署完成了 65 份詳細的審查工作報告，並為政府決策局／部門及其他機構提供逾 970 次度身訂造的防貪建議，以協助他們就其政策、項目及運作建立有效的防貪措施，包括加強“香港增長組合”有關運作系統的完整性、制定一套“誠信管理系統”供公共工程承建商採用，以及加強香港交易及結算有限公司和證券及期貨事務監察委員會的首次公開招股程序。廉署亦致力推廣採用電子科技及資訊系統，強化公共行政和服務的管治及監控，並建議政府決策局／部門有效應用資訊科技，加強監督和監察、自動化和簡化程序，例如推動公共工程顧問及承建商實施數碼工程監督系統。

The ICAC received 850 election complaints concerning the District Council Election held in November 2019, and 18 related to the Legislative Council Election originally scheduled for September 2020. To ensure that the public elections are clean and fair, the ICAC offered advice to the Government for enhancing the integrity of the operation of polling and counting stations, and launched a publicity programme [“Support Clean Legislative Council Election”](#) in March 2020. As the 2020 Legislative Council Election was postponed, a number of planned education and publicity activities were re-scheduled.

## PREVENTION OF CORRUPTION

The prevention of corruption amidst the pandemic was an on-going global concern in the year. During the pandemic, the ICAC made meticulous efforts in offering corruption prevention services to the public and private sectors to help them plug corruption loopholes in systems and procedures through the proactive use of the information technology, in addition to the traditional face-to-face consultation. In the year, the ICAC continued its prevention-at-source strategy and partnership approach to assist B/Ds and public bodies to mitigate corruption risks and strengthen their graft prevention mechanisms, in particular concerning areas of major public interest. The ICAC also provided corruption prevention advisory services to private organisations with a view to enhancing business integrity and safeguarding a level playing field in the business environment.

In 2020, the ICAC completed 65 detailed assignment studies and offered tailored corruption prevention advice on over 970 occasions to help B/Ds and other organisations incorporate effective corruption-resistant safeguards in their policies, initiatives and operations such as enhancing the system integrity of the Hong Kong Growth Portfolio, developing an integrity management system for adoption by public works contractors, and strengthening the initial public offering procedures of the Hong Kong Exchanges and Clearing Limited and the Securities and Futures Commission. The ICAC strived to promote the use of electronic technology and information system in enhancing governance and control in public administration and services, and advised various B/Ds in the effective application of information technology to strengthen supervision and monitoring, automation and streamlining of processes, such as the adoption of a digital works supervision system by construction consultants and contractors.

廉署緊貼社會脈搏，因應社會最新發展及市民關注的範疇，於年內推出一系列防貪刊物，涵蓋非紀律部隊執法機構的執法工作、幼稚園運作、工程監督、保險公司的運作，以及非政府機構過渡性房屋項目等重點範疇。

To stay abreast of the latest social development and address areas of public concern, a wide range of corruption prevention guides were published during the year covering the important areas of regulatory enforcement for non-disciplined enforcement agencies, kindergartens' operations, works supervision, operations of insurance companies and implementation of transitional housing projects by non-governmental organisations.



廉政專員與到訪區議員交流反貪工作

The Commissioner discussing with District Council members during their visit

年內，廉署防貪諮詢服務組致力為私營機構提供免費和保密的防貪諮詢服務。廉署亦推出不同的防貪資源，包括防貪刊物、培訓短片，以及個案研究，並上載於防貪諮詢服務網站供各機構參考和使用。二零二零年，瀏覽防貪諮詢服務網站的每月平均瀏覽次數超過 18 400 次，比前一年躍升逾七成半。

The ICAC's Corruption Prevention Advisory Service spared no effort in offering free and confidential corruption prevention advice to the private sector in the year. Various corruption prevention resources, including corruption prevention guides, training videos and case studies, were also developed and published through the dedicated [Corruption Prevention Advisory Service](#) web portal for reference and use by various companies and organisations. In 2020, the average monthly visits to the web portal was more than 18 400, registering a substantial surge of over 75% as compared to the previous year.

## 倡廉教育

縱然面對社交距離的限制，廉署靈活應變，在情況許可時繼續進行面對面的宣傳教育，亦透過網上通訊工具和平台舉辦誠信講座、簡介會及培訓課程，宣揚肅貪倡廉的信息。年內，廉署已完成接觸所有主要官員和政治委任官員；推出全新的《公務員學有所“誠”資源網》，以加強公務員對防貪法規的認識，提高他們對貪污、利益衝突及在不同情況下個人誠信受到挑戰的警覺性；及為各界別舉辦超過 700 個網上誠信講座和反貪培訓課程。

廉署的香港商業道德發展中心與各大商會、行業組織、專業團體和工商機構緊密聯繫，共同推廣誠信營商手法；及為行政人員舉辦講座，介紹良好企業管治、反貪法例的要點和一些在營商過程中較易發生貪污的範疇。適逢成立 25 周年，香港

## ANTI-CORRUPTION EDUCATION

To hammer home anti-corruption message to different sectors of the community amidst social distancing measures, the ICAC continued to reach out to the community by taking on a flexible and resilient approach by combining face-to-face outreach with online talks, virtual seminars, livestreaming trainings and web-based interactive activities. In the year, the ICAC had reached all Principal Officials and officials appointed under the Political Appointment System; launched a new *Integrity Management e-learning Platform for Civil Servants* to strengthen civil servants' understanding of anti-corruption laws and enhance their alertness to corruption pitfalls, conflict of interest and personal ethical dilemma under different circumstances; and conducted over 700 online anti-corruption talks and trainings for all sectors of the community.

The ICAC's [Hong Kong Business Ethics Development Centre](#) forged close ties with different chambers of commerce, trade associations and professional bodies as well as various industries and corporations in promoting ethical business practices, and organised exchange sessions to brief corporate executives on good corporate governance, the gist of the anti-bribery law and corruption-prone areas in business operations.



廉政公署在各大商會和專業團體的支持下協助商界提升企業管治水平

The ICAC with the staunch support of chambers of commerce and professional bodies assisting the business sector to live up to the corporate governance standards



商業道德發展中心舉辦網上紀念活動，與伙伴合作機構重申致力推動商業和專業道德，以維護香港公平廉潔營商環境。年內，一個充分展示廉署與持份者攜手推廣商業和專業誠信的例子是，廉署與保險業監管局及 12 個保險業團體攜手推出“誠信創未來”保險業道德推廣計劃，藉此提高保險從業員對貪污風險的警覺，以及加深其對專業誠信重要性的認識。

廉潔與法治息息相關，廉署重視培育年輕人的誠信及守法意識，並採用發展性模式，在年輕人不同學習階段灌輸上述正面價值觀，活動包括推出一系列為幼童編寫的“童·閱·樂”德育繪本；為中學生安排廉政互動劇場；舉辦“反貪之旅”，向參與的中學生及大專學生闡釋廉潔和法治的重要性；以及透過“青年製造”多媒體共創計劃，邀請年輕人參與製作社交媒體項目，以發揮他們的創意和用生動有趣的方式向青少年傳達倡廉信息，並在創作過程中鞏固自己的誠信價值和正面人生觀。

## 與全球伙伴更緊密聯繫

國際及區域聯繫方面，疫情下各地實施封鎖措施、入境限制及隔離防疫安排，廉署與海外反貪機構和國際組織間的面對面交流難免受到影響，但仍透過網上平台與海外及中國內地的反貪伙伴保持緊密聯繫，繼續拓展國際反貪協作網絡。

At a livestreaming event to mark its 25th anniversary, the Centre and our partner institutions renewed pledge to promote business and professional ethics for sustaining a level playing field in Hong Kong. A case in point of the solid partnership that the ICAC has formed with various stakeholders to promote business and professional integrity is the joint project with the Insurance Authority and 12 industry bodies to launch the “Integrity for Success” Ethics Promotion Campaign for the Insurance Industry in the year to enhance practitioners’ understanding of corruption risks and entrench the importance of professional ethics.

Integrity and rule of law are closely intertwined. The ICAC placed great emphasis on cultivating integrity and law-abiding awareness in younger generations. The ICAC adopted a developmental approach to instill the aforesaid positive values among young people at different learning stages, including producing a series of picture books under the “Reading for Integrity” project for kids; arranging ICAC Interactive Drama for secondary school students; organising Anti-corruption Walk in which participating secondary and tertiary students learnt the importance of probity and the rule of law; and engaging young people to develop creative concepts for social media programmes under the “Youth-for-Youth” co-creation projects to tap their imagination to present probity messages in a vivid and interesting ways and reinforce their core value of integrity and positive outlook through the process.

## FORGING CLOSER TIES WITH GLOBAL PARTNERS

On the international and regional fronts, despite the fact that face-to-face exchanges were inevitably disrupted by lockdowns, travel restrictions and quarantine measures under the pandemic, the ICAC continued to maintain collaboration with anti-graft counterparts overseas and from the Mainland of China, and extend its global network via online platforms.

年內，在疫情大規模爆發前，廉署參與了在馬來西亞舉行的亞太經濟合作組織反貪國際會議，並在會上分享了廉署的反貪經驗，以及藉此機會與馬來西亞反貪污委員會和其他國際反貪組織舉行會議，商討培訓合作。此外，廉署為波斯尼亞和黑塞哥維那、摩爾多瓦、蒙古國、緬甸、羅馬尼亞和泰國的反貪人員在視像平台舉辦能力提升培訓課程。廉署亦應國家監察委員會的邀請，與參與“一帶一路”倡議的內地企業分享香港的防貪經驗。廉署透過擁有超過 17 000 個來自世界各地的訂戶的《廉政快訊》，向國際評級機構分析員、各地的商界和公營機構領袖等闡述香港的反貪工作和穩健的法治，以消除一些對香港法治的誤解，及澄清片面和不實的評論及報道。廉署亦多次參與由國際和區域組織舉辦的網上研討會，與來自世界各地的與會者分享廉署的反貪經驗，並就疫情期間可能出現的貪污風險和挑戰交換意見。

In the year, prior to the pandemic, the ICAC participated in an international symposium held by the Asia-Pacific Economic Cooperation in Malaysia to share ICAC's anti-corruption experience, and took the opportunity to meet with the Malaysian Anti-Corruption Commission and other international anti-corruption organisations to explore training collaboration. The ICAC also organised online capacity building programmes for graft fighters of various countries, namely Bosnia and Herzegovina, Moldova, Mongolia, Myanmar, Romania and Thailand. On invitation of the National Commission of Supervision, the ICAC shared with Mainland enterprises participating in the Belt and Road Initiative Hong Kong's experience in preventing corruption. Through the *ICAC Post* which had over 17 000 subscribers across the world, our staunch stance on anti-graft work and strong rule of law was emphasised to analysts of international ranking institutions and business and public sector leaders in different places to dispel misconceptions, and clarify incomprehensive and inaccurate comments and reports against the rule of law of Hong Kong. The ICAC also participated in various webinars hosted by international and regional organisations to share experience in fighting corruption with participants from all over the world and exchange views on corruption risks and challenges during the coronavirus pandemic.



廉政專員與哈薩克斯坦反貪局官員進行網上會議

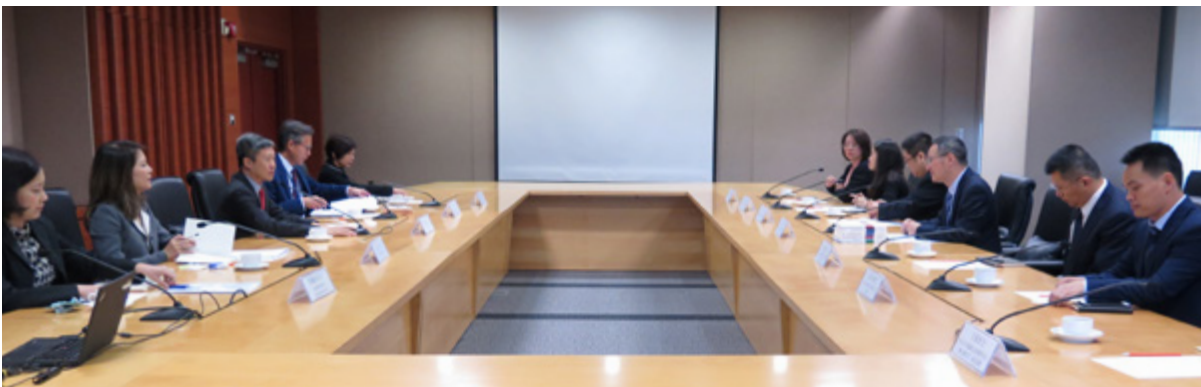
The Commissioner discussing with the officials of the Anti-Corruption Agency of Kazakhstan during an online meeting

作為國際反貪局聯合會的執行委員和培訓委員會召集人，廉署利用本身的反貪經驗和國際網絡為全球各地反貪機構作出貢獻。因應全球反貪機構對提升各方面的反貪能力的需要，廉署主動協助聯合會制定培訓計劃及統籌培訓活動，並為聯合會成員機構提供諮詢服務。廉署在二零一九年與聯合會於香港合辦首個反貪培訓課程後，積極與不同反貪機構和國際組織商討，與聯合會培訓委員會於未來兩年合辦國際培訓活動。

為進一步推進《粵港澳大灣區發展規劃綱要》框架下的反貪協作，廉署、廣東省監察委員會及澳門廉政公署保持密切聯繫，並安排在二零二一年上半年透過網上平台舉辦第二次三方會議。

As an Executive Committee member and the Training Committee convenor of the International Association of Anti-Corruption Authorities (IAACA), the ICAC leveraged its anti-corruption experience and wide international network to contribute to the global anti-corruption community. In view of the worldwide demand for anti-corruption agencies to build up anti-corruption capabilities on various aspects, the ICAC proactively helped map out training initiatives for the IAACA, coordinated training programmes and provided advisory services for its member organisations. Following the inaugural anti-corruption training programme held in Hong Kong in 2019, the ICAC actively explored with different anti-corruption agencies and international institutions in co-organising international training programmes with the IAACA Training Committee in the coming two years.

To further advance collaboration on anti-corruption under the Outline Development Plan for the Guangdong-Hong Kong-Macao Greater Bay Area, the ICAC, Guangdong Provincial Commission of Supervision and the Commission Against Corruption of Macao maintained ongoing liaison in the year with a view to organising the second tripartite meeting online in the first half of 2021.



廉政專員與內地學者就推進粵港澳大灣區的反貪協作交流意見

The Commissioner exchanging views with Mainland anti-corruption academics on fostering anti-corruption collaboration in the Greater Bay Area

## 展望未來

現時全球疫情反覆，香港及各地社會的民生和經濟皆恢復需時。作為香港專責反貪的執法機構，廉署將繼續堅守本份，嚴厲打擊貪污，鞏固廉潔文化。立法會選舉和選舉委員會界別分組選舉將於二零二一年舉行，廉署必定全力維護公平選舉；及專業有效地執行《選舉（舞弊及非法行為）條例》。我們並會與政府決策局／部門、執法和監管機構，以及其他持份者緊密合作，致力守護香港的法治，維護廉潔高效的公營機構及公平廉潔的營商環境，以及強化國際協作網絡，讓香港保持公平和優質的良好制度，及繼續成為市民可以安居樂業的宜居和具競爭力的廉潔之都。

## OUTLOOK FOR THE FUTURE

The global pandemic situation remains volatile and it may take some time for Hong Kong and societies around the world to recover. As the dedicated graft-fighting agency in Hong Kong, the ICAC would remain committed to combatting corruption and fostering a culture of probity in the community and be more resilient and agile in our work. With the Legislative Council Election and Election Committee Subsector Election to be held in 2021, the ICAC will be dedicated to ensure the integrity of the election and enforce the Elections (Corruption and Illegal Conduct) Ordinance professionally and effectively. We would also join hands with B/Ds, law enforcement and regulatory authorities, and other stakeholders to uphold the rule of law, sustain a clean and efficient public sector and a level-playing field for businesses as well as enhance international network to help Hong Kong continue to uphold its fair and robust system, and enhance its edges as a livable, competitive and clean global metropolis.