**2021 Annual Report**

**Independent Commission Against Corruption**

**Hong Kong Special Administrative Region**

**of the People’s Republic of China**



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**Independent Commission Against Corruption**

**Hong Kong Special Administrative Region**

Submitted to the Chief Executive of the Hong Kong Special Administrative Region in accordance with section 17 of the Independent Commission Against Corruption Ordinance (Cap 204).

**Independent Commission Against Corruption**

**Mission Statement and Code of Ethics**

With the community, the ICAC is committed to fighting corruption through effective law enforcement, education and prevention to help keep Hong Kong fair, just, stable and prosperous.

Officers of the ICAC will at all times uphold the good name of the Commission and

* adhere to the principles of integrity and fair play;
* respect the rights under the law of all people;
* carry out their duties without fear or favour, prejudice or ill will;
* act always in accordance with the law;
* not take advantage of their authority or position;
* maintain necessary confidentiality;
* accept responsibility for their actions and instructions;
* exercise courtesy and restraint in word and action;
* strive for personal and professional excellence.

**Contents**

|  |  |
| --- | --- |
| Chapter | |
|  | |
| **1** | **Introduction** |
|  | Constitution |
|  | Organisation |
|  | Advisory Committees |
|  | Responsibilities of the Commissioner |
|  |  |
| **2** | **Commissioner’s Review** |
|  | Three-Pronged Strategy on Corruption |
|  | “All-Embracing” Strategy to Ensure Clean Elections |
|  | Nurturing Ethical Young Generation and Upholding Probity in Society |
|  | Maintaining Close International Anti-Corruption Tie |
|  | Moving Forward to Embrace Challenges |
|  |  |
| **3** | **Administration Branch** |
|  | Duties |
|  | Strategies |
|  | Finance Matters |
|  | Human Resource Management |
|  | Training and Development |
|  | Staff Relations and Welfare |
|  | Occupational Safety and Health |
|  | Green Management |
|  | Communications and Media Relations |
|  | International Liaison and Training |
|  | Non-local Visitors |
|  | Awards and Commendations |
|  |  |
| **4** | **Operations Department** |
|  | Statutory Duties |
|  | Structure |
|  | Powers |
|  | Operations Review Committee |
|  | Prosecution |
|  | Sources of Corruption Cases |
|  | Statistics on Corruption Complaints |
|  | Investigations and Prosecutions |
|  | Disciplinary and/or Administrative Action Against Government Servants |
|  | Report Centre and Detention Centre |
|  | Quick Response Team |
|  | Forensic Accounting |
|  | Proceeds of Crime |
|  | Witness Protection |
|  | Operational Liaison |
|  | International and Mainland Liaison and Mutual Assistance |
|  | Information Technology |
|  | Staff Discipline |
|  | Training and Development |
|  |  |
| **5** | **Corruption Prevention Department** |
|  | Statutory Duties |
|  | Strategies |
|  | Structure |
|  | Review of Work |
|  | Keeping Public Elections Clean |
|  | Proactive and Early Input to Government’s New Initiatives |
|  | Corruption Prevention Work for Industries |
|  | Addressing Issues of Public Concern |
|  | Enhancing Governance and Corruption Prevention Capacity Building |
|  |  |
| **6** | **Community Relations Department** |
|  | Statutory Duties |
|  | Strategies |
|  | Structure |
|  | Public Sector |
|  | Business Sector |
|  | Youth and Moral Education |
|  | District Organisations |
|  | ICAC Club |
|  | Building Management |
|  | Clean Elections |
|  | Media Publicity |
|  | ICAC Annual Survey |
|  |  |
| **Appendices** | |

**Chapter 1 Introduction**

The Independent Commission Against Corruption (ICAC) was established on 15 February 1974 with the enactment of the Independent Commission Against Corruption Ordinance (Cap 204).

Before then, the detection and investigation of corruption was the responsibility of the Anti-Corruption Office of the Hong Kong Police Force. The decision to set up an independent organisation to tackle corruption was made by the then Governor following a Commission of Inquiry into the problem of corruption in Hong Kong and other related matters.

**CONSTITUTION**

The ICAC derives its charter from the ICAC Ordinance (Cap 204). Its independence is guaranteed in Article 57 of the Basic Law and established by the Commissioner being formally and directly responsible to the Chief Executive. In carrying out its work, the ICAC functions as an independent organ of the public service.

**ORGANISATION**

The ICAC comprises the office of the Commissioner and three functional departments - Operations, Corruption Prevention and Community Relations - serviced by the Administration Branch. Its organisation is shown in the chart at Appendix 1.

**ADVISORY COMMITTEES**

The work of the ICAC comes under the scrutiny of independent committees comprising responsible citizens drawn from different sectors of the community and appointed by the Chief Executive. Reports on the work of the Advisory Committee on Corruption, the Operations Review Committee, the Corruption Prevention Advisory Committee and the Citizens Advisory Committee on Community Relations are contained in a separate publication. Membership lists of the four advisory committees are at Appendix 2.

**Citizens Advisory Committee on Community Relations**

**Corruption Prevention Advisory Committee**

**Operations Review Committee**

**RESPONSIBILITIES OF THE COMMISSIONER**

The Commissioner is directly responsible to the Chief Executive for the following duties set out in section 12 of the ICAC Ordinance (Cap 204):

1. to receive and consider complaints alleging corrupt practices and investigate such of those complaints as he considers practicable;
2. to investigate -
3. any alleged or suspected offence under this Ordinance;
4. any alleged or suspected offence under the Prevention of Bribery Ordinance (Cap 201);
5. any alleged or suspected offence under the Elections (Corrupt and Illegal Conduct) Ordinance (Cap 554);
6. any alleged or suspected offence of blackmail committed by a prescribed officer by or through the misuse of his office;
7. any alleged or suspected conspiracy to commit an offence under the Prevention of Bribery Ordinance (Cap 201);
8. any alleged or suspected conspiracy to commit an offence under the Elections (Corrupt and Illegal Conduct) Ordinance (Cap 554); and
9. any alleged or suspected conspiracy (by two or more persons including a prescribed officer) to commit an offence of blackmail by or through the misuse of the office of that prescribed officer;
10. to investigate any conduct of a prescribed officer which, in the opinion of the Commissioner, is connected with or conducive to corrupt practices and to report thereon to the Chief Executive;
11. to examine the practices and procedures of government departments and public bodies, in order to facilitate the discovery of corrupt practices and to secure the revision of methods of work or procedures which, in the opinion of the Commissioner, may be conducive to corrupt practices;
12. to instruct, advise and assist any person, on the latter’s request, on ways in which corrupt practices may be eliminated by such person;
13. to advise heads of government departments or of public bodies of changes in practices or procedures compatible with the effective discharge of the duties of such departments or public bodies which the Commissioner thinks necessary to reduce the likelihood of the occurrence of corrupt practices;
14. to educate the public against the evils of corruption; and
15. to enlist and foster public support in combating corruption.

**Chapter 2 Commissioner’s Review**

A stable social environment and a strong rule of law are essential complements to the effective combat of corruption. With the double protection provided upon the implementation of the *Law of the People’s Republic of China on Safeguarding National Security in the Hong Kong Special Administrative Region* and improvements made to the electoral system in 2021, the Hong Kong Special Administrative Region (HKSAR) is back on the right track of “One country, Two systems”. The Independent Commission Against Corruption (ICAC) will, through a time-tested three-pronged strategy, continue to curb corruption in the public and private sectors; assist government departments, public bodies and private enterprises to strengthen their systemic prevention mechanism and risk management; maintain close liaison with all sectors of the community, in particular the young generation, in upholding the culture of probity, as well as consolidate international graft-fighting cooperation conducive to building a clean Hong Kong and advancing the global anti-corruption cause. In January 2022, with the approval of the Central People’s Government and the HKSAR Government, I ran for the Presidency of the International Association of Anti-Corruption Authorities (IAACA) and was elected. This has signified not only international recognition of the city’s anti-corruption work, but also the Commission’s increasingly leading role in the international anti-graft platform.

**Three-pronged Strategy on corruption**

The corruption situation in Hong Kong was persistently kept under control. The *ICAC Annual Survey 2021* revealed that over 98% of the respondents had not come across corruption personally in the past 12 months. Besides, Hong Kong continued to be ranked as one of the cleanest places in the world by international ranking institutions. In the *2021 Corruption Perceptions Index* released by the international anti-corruption watchdog Transparency International, Hong Kong was ranked the 12th least corrupt place among 180 countries and regions surveyed, while in the International Institute for Management Development *World Competitiveness Yearbook 2021*, Hong Kong was ranked the 8th among 64 global economies in respect of the “Bribery and corruption do not exist” indicator. Such rankings demonstrated the efficacy of ICAC’s anti-corruption work, as well as the robustness of the anti-corruption regime and the rule of law of Hong Kong.

During the year, a total of 2 264 non-election related corruption complaints were received, representing an 18% increase over 2020, but still slightly lower than those received in 2019. The increase was largely attributed to the rise in the number of complaints concerning the private sector following the subsiding pandemic threat and subsequent economic recovery. Complaints concerning the private sector rose by 31% from 1 134 to 1 482.

Apart from robust enforcement against corruption and malpractices in the public and private sectors, an all-out strategy was employed, including the introduction of targeted measures, to eradicate and prevent bribery in industries and areas that are more vulnerable to corruption risks.

The illegal acts of soliciting and accepting “referral fee” in the recruitment or continuous employment of workers in the construction industry has been a major concern to ICAC. A series of ICAC enforcement actions were mounted against cases of bribe-for-employment in that industry in the year. ICAC also reviewed the procedures in the management of subcontractors and workers in the Third Runway Project and offered corresponding corruption prevention advice to the Airport Authority Hong Kong. To enhance the integrity and corruption prevention awareness within the industry, an Ethics Promotion Programme for the Construction Industry was launched, complemented by the production of a *Corruption Prevention Checklist on Recruitment of Construction Workers* for practitioners’ reference.

With the support from the Development Bureau, two elements of the Integrity Management System developed by ICAC has become the listing requirement for the Government’s approved contractors, suppliers of materials, and specialist contractors for public works since March 2021 to help construction companies strengthen their corruption prevention capacities for assuring the quality of public works. Through the “Integrity Charter” launched in conjunction with the Development Bureau and the Construction Industry Council, construction companies were encouraged to implement the Integrity Management System to enhance internal controls and reduce corruption risks.

To safeguard the integrity of the finance and insurance industry, ICAC continued to cooperate with various financial regulators, including the Securities and Futures Commission (SFC), the Financial Reporting Council (FRC), the Hong Kong Monetary Authority and the Insurance Authority, to eradicate corruption and other graft-facilitated illicit activities concerning the industry. With a view to achieving greater mutual enforcement capability and cooperation, ICAC signed a Memorandum of Understanding with SFC and FRC respectively in 2019 and September 2021. During the year, joint operations mounted by ICAC with SFC and FRC severally against corrupt and non-compliant acts by individual listed companies brought fruitful results. ICAC will continue to provide integrity trainings to financial institutions and assist listed companies in establishing and implementing integrity management systems and anti-graft policies as well as enhancing the practice of disclosing anti-corruption information. Besides, the cracking down of two corruption syndicates involving insurance practitioners by ICAC has revealed the increasingly considerable scale and sophisticated nature of corruption‑facilitated insurance scams in recent years. Apart from robust law enforcement, ICAC also intensified its corruption prevention efforts for the industry by taking forward the “Integrity for Success” Ethics Promotion Campaign for Insurance Industry which encompassed the launching of a *Corruption Prevention Guide for Insurance Companies*, and the provision of consultation service and training catered for the insurance industry.

As building management continued to receive the highest number of corruption complaints, ICAC remained vigilant in monitoring the corruption risks concerning various building maintenance subsidising schemes, and in timely alerting property owners to the potential risks in the award of contracts through a two-pronged strategy combining the traditional approach of enforcement work with early intervention action. To enhance the professional ethics of practitioners in the industry, ICAC offered corruption prevention advice to the Property Management Services Authority in formulating a code of conduct entitled *Prevention of Corruption* and related best practice guides. A Professional Property Management with Integrity Programme was also launched to promote ICAC’s corruption prevention services and training resources to property management companies and professional bodies.

On the other hand, the public sector in Hong Kong remained clean and honest. Complaints concerning government departments and public bodies registered a slight 3% increase and a drop of 15% respectively when compared to 2020. In light of the high public expectations for the integrity of public servants, apart from providing integrity training to public servants of different ranks, ICAC has updated the Sample Codes of Conduct for members and employees of public bodies to help public bodies constantly review and enhance the standard of integrity management. In addition, a two-year Integrity Promotion Campaign for Public Bodies was kick-started to strengthen the integrity culture in public bodies.

**“All-embracing” strategy to ensure clean electionS**

Following the implementation of the improved electoral system, the Election Committee (EC) Subsector Ordinary Elections and the 2021 Legislative Council (LegCo) General Election were smoothly conducted in September and December 2021 respectively. In order to ensure the integrity of elections, a cross-departmental working group comprising officers of the Operations Department, Corruption Prevention Department and Community Relations Department was formed to formulate a holistic action plan featuring robust law enforcement, thorough prevention and comprehensive public education.

On the law enforcement front, apart from robust investigations against election-related offences, ICAC also adopted a preventive and intervention approach to deter any corrupt and illegal conduct that might manipulate or undermine public elections. As at the end of 2021, ICAC received eight and 52 complaints respectively regarding these two elections. On the polling day of the 2021 LegCo General Election, about 900 ICAC staff were mobilised for execution of duties at ICA’s Operations Control, the Report Centre, as well as polling stations across the territory to swiftly handle enquiries and complaints concerning the election laws and observe if adequate preventive safeguards were in place for the polling and vote-counting processes.

On the front of corruption prevention, ICAC conducted a review and made a number of recommendations on the polling and vote-counting processes of the two elections, offered corruption prevention advice to all participating organisations in respect of the membership administration, voter nomination and return of EC members, and issued the *Corruption Prevention Guiding Principles* and *Best Practice Checklist on Membership Administration* to participating organisations of the LegCo General Election to ensure fairness, transparency and accountability in the registration of EC ex-officio members and nomination of EC members, and reduce the risk of vote-rigging. ICAC also approached the first-time participating organisations of the two elections to heighten their awareness of the electoral requirements and corruption risks relevant to the voter registration, nomination and election processes, and to offer tailored advisory service to help them build up comprehensive systems and procedural controls based on individual actual operations.

Regarding education and publicity, election briefings were arranged by ICAC for political parties, organisations in the EC subsectors, think tanks, etc. to explain to stakeholders the major provisions of the electoral law and issues warranting concern, and alert them against inadvertent breaches of the electoral law. In view of the considerable number of first-time participants among the candidates, ICAC arranged election briefings for them and their electioneering team members to enhance their understanding of the electoral provisions. ICAC representatives also delivered talks at training sessions organised by the Registration and Electoral Office for polling and vote-counting staff. A range of education and publicity initiatives were rolled out to appeal to the public for law compliance.

**Nurturing Ethical Young generation and Upholding probity in society**

Public support is key to success of the anti-corruption work in Hong Kong. During the year, ICAC organised the “Shine with Integrity” Youth Integrity Project to encourage citizens of all walks of life to embrace the core value of integrity in daily life and uphold a clean and fair society through active participation in integrity promotion activities.

ICAC has been staying at the forefront of nurturing the core value of integrity amongst the younger generation. As youngsters have yet to get a full understanding of the scourge of corruption and their law-abiding awareness is relatively weak, ICAC incorporated the messages of the rule of law, law-abidingness, honesty and reporting corruption into the regular integrity promotion and education programmes tailored for young people of different learning stages to inculcate positive values in them. Such publicity work included “i Junior Programme for Primary Schools” which helped participating schools organise on-campus activities on the theme of “self-discipline” and “rule-abidingness” and iPLUS Training Camp for iTeen Leaders in which the top management of ICAC engaged in sincere dialogue with the participating iTeen Leaders to appeal for their support in upholding the law-abidingness and integrity culture of Hong Kong.

With the unflagging efforts of all ICAC staff and our collaborative partners, support to ICAC remained high among members of the public who also embraced a strong determination to maintain a clean society. The *2021 ICAC Annual Survey* showed that the public continued to strongly support ICAC. Almost all respondents (97.3%) considered that keeping Hong Kong corruption-free was important for the overall development of the city. The public also upheld zero tolerance against corruption.

**Maintaining close international anti-corruption Tie**

Corruption knows no boundaries. ICAC fully understands international cooperation is instrumental in combating and deterring corruption crime. To overcome the challenges posed by the coronavirus pandemic and the global enforcement of entry restrictions, ICAC continued to make use of online platforms to exchange experience with overseas anti-corruption agencies (ACAs) and provided a total of 10 capacity building training programmes to our counterparts, which were all well received. High-level online meetings were held with 19 ACAs separately to strengthen mutual working relationship and experience sharing.

In January 2022, I was elected President of IAACA. During my three-year tenure as President, efforts will be made to steer towards synergy building among ACAs from over 140 countries and regions, strengthen IAACA’s engagement in global anti-bribery initiatives and push ahead with plans to attain the United Nations Sustainable Development Goal 16.5 to “substantially reduce corruption and bribery in all their forms” by 2030. ICAC has always been an active member of the international anti-corruption community, and with my assuming the Presidency of IAACA, ICAC will elevate its leading role and further bolster international cooperation in the fight against corruption.

The Guangdong-Hong Kong-Macao Greater Bay Area (GBA), as one of the four strategic regions in the 14th Five‑Year Plan, plays a pivotal role in fostering faster economic development and further opening up the country to the world. Following the release of the *Outline Development Plan for the Guangdong-Hong Kong-Macao Greater Bay Area* in February 2019, ICAC proactively discussed with counterparts in the Mainland and Macao on greater collaboration to promote an integrity culture and to fight against corruption in GBA. Despite the outbreak of coronavirus pandemic, ICAC has been maintaining close communication with the National Commission of Supervision, the Guangdong Provincial Commission of Supervision and the Commission Against Corruption of Macao for arranging the second tripartite meeting to formulate a road map on anti-corruption endeavour and closer collaboration in the region. As a pilot project on anti-corruption collaboration in GBA and to tie in with the *Plan for Comprehensive Deepening Reform and Opening Up of the Qianhai Shenzhen-Hong Kong Modern Service Industry Cooperation Zone*, ongoing discussion has been made with the Qianhai Anti-Corruption Bureau on joint provision of corruption prevention consultancy services to Hong Kong enterprises with operations in Qianhai.

**Moving forward to embrace challenges**

In my almost 10 years’ tenure as Commissioner of the ICAC, I have gone through various challenges together with all my colleagues. Under the present complex macro environment in which the international relations and geopolitical situations, new technological and digital information development, and economic order, etc. are all evolving at an unprecedented speed, ICAC has to keep abreast of the times and strive for continuous improvement for maintaining our success. To that effect, we would have to regularly review and update our work strategies, operational procedures and practices as well as institutional establishment so that we can make necessary modifications and improvement with innovative minds. “Times change. The mission continues.” This pledge is a full manifestation of our unwavering commitment to the anti-graft cause and our utmost dedication and determination in fulfilling the mission. No matter what the external environment would bring, with strong resilience and vitality as well as a solid foundation, coupled with the support from the HKSAR Government and the public, ICAC will, as always, never fail to overcome each and every challenge.

Our robust law enforcement, systemic prevention and community education in the past 48 years affirm the efforts and achievements of former and serving ICAC officers. Moving forward, ICAC would remain steadfast in upholding and passing on the probity culture in Hong Kong through the effective three-pronged anti-graft strategy, and at the same time embark on a new frontier in the global graft-fighting arena with a leading role to play in the anti-corruption cause thereby sustaining Hong Kong’s international anti-corruption status.

**Chapter 3 Administration Branch**

**Duties**

The Administration Branch (ADM) assists the Commissioner in exercising his statutory duties under the *Independent Commission Against Corruption Ordinance* (Cap 204), including matters relating to:

* Revision and execution of the *Commission Standing Orders*;
* Control of finance and estimates of expenditure;
* Human resource management;
* Staff relations and welfare; and
* Publication of *ICAC Annual Report*.

ADM also performs the following corporate and administrative functions:

* Communications and media relations;
* International liaison and training;
* Procurement and supplies of goods and services;
* Office accommodation management;
* General office support;
* Translation;
* Records management; and
* Green management.

Following the Commissioner’s assumption of presidency of the International Association of Anti-corruption Authorities (IAACA) on 5 January 2022, the organisation of the Independent Commission Against Corruption (ICAC) had been restructured with the establishment of International Cooperation and Corporate Services Department through the expansion of ADM to take over the work of the IAACA’s Secretariat and support the Commissioner to fulfil the mandates of the presidency.

**StrategIES**

ADM provides professional support to the Operations, Corruption Prevention and Community Relations Departments in fulfilling their mandates and at the same time oversees the consistent application of and compliance with government regulations and procedures in processing management and administrative matters within ICAC.

**Finance Matters**

ICAC is financed from a single head of expenditure. Its annual estimates are considered by the Advisory Committee on Corruption, before submission to the Chief Executive for approval in accordance with section 14(1) of the *Independent Commission Against Corruption Ordinance* (Cap 204). ICAC’s accounts are administered according to government regulations and procedures and are subject to examination by the Director of Audit in the same way as the accounts of other government departments.

**Human Resource Management**

As at the end of 2021, the Commission had, against an establishment of 1 522, a staff strength of 1 402, including 1 026 in the Operations Department, 64 in the Corruption Prevention Department, 162 in the Community Relations Department and 150 in the Administration Branch. During the year, 68 departmental grades officers and 36 general and support grades officers ceased service with ICAC, resulting in an overall wastage rate of 7.3%.

ICAC staff are normally appointed on gratuity-bearing agreements. Some 77% of the staff are employed in grades special to ICAC and are remunerated on the ICAC Pay Scale. Their pay and conditions of service are subject to the advice of the Standing Committee on Disciplined Services Salaries and Conditions of Service. The remaining staff members belong to general and support grades and are paid the same salaries as their counterparts in the Civil Service.

**TRAINING AND DEVELOPMENT**

The Human Resource Development Section is responsible for the training and development of officers from the Corruption Prevention Department, the Community Relations Department, ADM and the General and Support Grades, as well as arranging general training for officers of the Operations Department. The Section also manages the training facilities, including Learning Resources Centre, Cyber Learning Centre (ICLC), Training Camp, multi-purpose hall and gymnasium.

|  |  |
| --- | --- |
| **Course Content** | |
|  | Presentation Skills for Virtual Platforms, Fintech Ethics and Risks, Legal Aspects of Using Social Media in Workplace, Use of Big Data, Cross-cultural Communications with Muslim-Majority Countries, Internal Auditing, Written Communication (Audit Report) for Internal Auditors, Event Management and Administrative Matters |
|  |  |
|  | Knowledge Sharing Seminars on Elections, International Liaison, Ethical Leadership and Latest Development of Financial Sector |
|  |  |
|  | Presentation Skills, Supervisory Skills, Interpersonal and Networking Skills, Performance Appraisal Writing, and Creative Problem Solving and Decision Making |
|  |  |
|  | Integrity Management Training and General Grades Training |
|  |  |
|  | Induction Course, Software Applications and Language courses |
|  | Seminars on *Basic Law*, *National Security Law* and “One country, Two systems” |
|  |  |
|  | Various trainings provided by government departments and external training organisations |

In 2021, 65 in-house courses and seminars were conducted with an accumulated attendance of 4 094 officers, while 688 officers were placed to various training courses organised by government departments or external organisations. A wide range of professional development courses, job-related briefings, knowledge sharing seminars, management skills courses, *Basic Law* and *National Security Law* seminars, language and information technology training, etc. were covered to help keep officers abreast of the latest trend in their related fields and further enhance their professional, management and job skills. To promote digital learning and enhance the officers’ learning experience, the interface of ICLC was revamped, with its learning and reference resources enriched. In order to encourage self-learning and continuous development through ICLC and the Government’s Cyber Learning Centre Plus, an Outstanding Learner Awards Scheme was launched to recognise staff who made conscious efforts in online learning. About fifteen-fold and seven-fold increase in course registration and access to the ICLC were recorded respectively, compared to 2020.

**Staff Relations and Welfare**

Staff Relations Section is designated to handle staff relations and welfare matters in ICAC. To promote a work-life balance and take care of the well-being of staff members, during the year, the Section and the ICAC Staff Club organise wellness and welfare activities from time to time. Besides, they encourage staff to participate in social affairs and charitable activities. The Section also aims at enhancing communications between management and staff through the time-tested staff consultative committee system, welfare visits and Staff Suggestions Scheme. During the year, activities organsied by the Section included:

* Staff consultative committee and welfare visit - To allow staff members to express their views on matters relating to conditions of service, welfare and issues of common concern through regular meetings. During the year, a total of 11 staff consultative committee meetings and 16 welfare visits were conducted.
* Sporting, recreational, wellness and social activities - To promote a healthy life style and work-life balance among staff. Staff participated in a total of 46 activities in 2021.
* Staff Suggestions Scheme - To encourage staff to make suggestions to improve resource management, work efficiency and environmental protection measures, etc. In 2021, the ICAC Staff Suggestions Committee received 42 suggestions.
* Credit Union - To promote thrift and provide credit facilities to members in accordance with the Credit Unions Ordinance (Cap 119). At the end of 2021, the Credit Union had 854 members with a total savings of around $180 million.

**OCCUPATIONAL SAFETY AND HEALTH**

ICAC is committed to providing and maintaining a safe and healthy work environment for all staff. A total of 90 officers are now serving as occupational safety and health (OSH) managers in different units to assist in the implementation of various OSH initiatives and measures, such as Display Screen Equipment Assessment and Office Safety Inspection. The 21 newly appointed OSH managers in 2021 have all attended the Certificate of Competence in Display Screen Equipment Assessment Course.

During the year, various activities and training courses such as Fire Safety Talk, Safety Talk on Manual Handling, Display Screen Equipment and General Office Safety, and Sound Therapy Workshop for Stress Reduction were arranged to meet OSH needs of our staff. We also updated and disseminated OSH information through intranet regularly to promote the awareness of OSH.

**GREEN MANAGEMENT**

ICAC is committed to promoting and creating an environmentally friendly culture and integrating green measures into our office operation and environment. A dedicated Environmental Management Committee, headed by the Assistant Director (Administration) and assisted by a team of Departmental Green Managers, is tasked to review and monitor ICAC’s environmental performance. The Committee also analyses feedback and suggestions on green management and actively identifies new green initiatives. In 2021, the Committee continued to implement green measures through waste reduction, waste recycling and reuse, energy and water conservation, and green procurement.

**COMMUNICATIONS AND MEDIA RELATIONS**

The Communications and Media Relations Office advises the senior management of ICAC on the formulation of media strategies and implements the Commission’s media plans. Through maintaining effective communications and close rapport with the media, the Office strives to publicise ICAC’s latest anti-corruption work, enhance the Commission’s transparency and keep the public abreast of its anti-corruption initiatives through news media platforms.

During the year, the Office issued a total of 214 press releases to promulgate ICAC’s major activities, operations, court cases and preventive education initiatives. Timely responses were also delivered to the news media to address issues of concern. Apart from regular day-to-day liaison, the Office handled over 140 enquiries from the news media.

Separately, the Office arranged a total of 26 press briefings and interviews in which ICAC representatives presented various anti-corruption initiatives, including ICAC’s “All-Embracing” publicity campaign and operation in upholding the two public elections, emerging corruption trends and enforcement actions in relation to the banking and insurance industries, and launching of construction industry’s “Integrity Charter”. In addition, the Office regularly collaborated with local newspapers and online news media to run feature articles and publicity campaigns for various activities and projects, including the Clean Legislative Council Elections and “Multi-media Youth-for-Youth Co-creation Project”.

The Office also coordinated an annual press briefing for chairpersons of the four advisory committees overseeing ICAC’s work to review their job during the year.

**international liaison and training**

The International Liaison and Training Group is responsible for coordinating non-operational international liaison; promoting Hong Kong’s probity environment, effective anti-corruption regime and strong rule of law and ICAC’s work in the global arena; providing international anti-corruption capacity building and consultancy service to anti-corruption agencies of various jurisdictions; playing a leading role on international anti-corruption platforms; and conducting anti-corruption research and analysis.

On offering capacity building programmes and consultancy services to our counterparts of other jurisdictions, the Group has established connections with more than 60 countries which are States Parties to the *United Nations Convention against Corruption*. As the coronavirus pandemic remained serious in 2021, the Group continued to share Hong Kong’s anti-corruption experience and discuss training collaborations with our counterparts in Gabon, Greece, Papua New Guinea and Republic of the Congo respectively via online platforms, and organise online capacity building programmes for the anti-corruption agencies of Bhutan, Greece, Morocco, Oman, Sri Lanka, the Philippines and member economies of the Asian Development Bank and the Organisation for Economic Co-operation and Development - Anti-Corruption Initiative for Asia-Pacific, reaching a total of over 470 graft fighters with positive feedback.

In the year, ICAC stepped up its leading role in the international anti-corruption community. With the approval of the Central People’s Government and the Government of the Hong Kong Special Administrative Region, as well as the support of the Executive Committee of IAACA, the Commissioner was elected as the President of IAACA for the new term at the General Meeting of the Association on 5 January 2022. On the same day, the Group assisted the Commissioner, as the President of IAACA, in organising the first Executive Committee meeting for the new term during which the Director of International Cooperation and Corporate Services of ICAC was appointed as Secretary-General of the Association. The Group, which took up the Secretariat of the Association among its other work portfolio, would assist the Commissioner and the Director as IAACA President and Secretary-General respectively in discharging their mandates in advancing the international mission of the Association and the administration of the Secretariat in their three-year term. In the run-up to the election, the Group also held meetings with our counterparts in France, Hungary, Indonesia, Italy, Kenya, Malaysia, Mauritius, New Zealand, Poland, Qatar, Romania, Senegal, South Africa, Sri Lanka and the United Arab Emirates respectively to strengthen anti-corruption collaboration and exchange views on anti-corruption work and the IAACA platform.

Being the Convenor of the Training Committee of IAACA, ICAC proactively coordinated the Second IAACA Training Programme jointly hosted by the Association and the Malaysian Anti-Corruption Commission.

The Group continued to update the international community on Hong Kong’s latest integrity environment, robust anti-corruption regime as well as the city’s strong system based on the rule of law through the online platform “International Perspective” on ICAC’s corporate website as well as e-alerts. Senior ICAC officers also shared Hong Kong’s successful anti-corruption model and experience as well as best practices in various international events, including the Regional Seminar on Good Governance for Southeast Asian Countries organised by the United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders, webinars hosted by the United Nations Office on Drugs and Crime, and the International Conference on Governance and Corruption of the Singapore University of Social Sciences.

On Mainland liaison, the Group continued to maintain close contact with the National Commission of Supervision, the Guangdong Provincial Commission of Supervision and the Commission Against Corruption of Macao to explore the way forward for anti-corruption collaboration in the Greater Bay Area. Serving as a pilot project for closer cooperation, the Group partnered with the Qianhai Anti-Corruption Bureau to conduct a survey on the needs for corruption prevention services of Hong Kong enterprises in Qianhai, Shenzhen. The survey findings were useful for ICAC and the related Mainland anti-corruption authorities to formulate suitable strategies for enhancing ethical business culture in the region, such as organising corruption prevention seminars and offering advisory services to enterprises.

The Group manages the Centre of Anti-Corruption Studies and International Training which houses a library with a collection of books, journals, literature and legal publications. With these useful resources, the Group continued to maintain mutual exchange with local and overseas academia and practitioners and conducted research projects on different subjects to support anti-corruption training and consultancy services.

**Non-Local Visitors**

As one of the leading anti-corruption agencies in the world, ICAC regularly shares its experience in fighting and preventing corruption with organisations from all over the world. Nevertheless, due to the coronavirus pandemic and the associated travel restrictions and quarantine measures, visits programmes by delegations from other jurisdictions have been postponed or cancelled. On the other hand, ICAC maintained close contact with non-local counterparts and shared with them our anti-corruption experiences through online platforms in the year.

**AWARDS AND COMMENDATIONS**

In 2021, two officers were awarded the Hong Kong ICAC Medal for Distinguished Service and three officers were awarded the Hong Kong ICAC Medal for Meritorious Service. In addition, 144 officers also received long service awards, six officer received the ICAC Commissioner’s Commendation and 26 officers received the ICAC Heads of Department’s Commendations.

**Chapter 4 Operations Department**

**STATUTORY DUTIES**

* Receive and consider allegations of corrupt practices, and conduct investigations as far as practicable.
* Investigate any suspected or alleged offences under the *Prevention of Bribery Ordinance* (POBO) (Cap 201), the *Independent Commission Against Corruption Ordinance* (Cap 204) and the *Elections (Corrupt and Illegal Conduct) Ordinance* (ECICO) (Cap 554).
* Investigate suspected or alleged offences of blackmail committed by a prescribed officer by or through the misuse of office.
* Investigate any conduct of a prescribed officer, which is connected with or conducive to corrupt practices and report thereon to the Chief Executive.

**STRUCTURE**

The Operations Department (OPS) is the investigative arm and the largest department of the Independent Commission Against Corruption (ICAC). It is led by the Head of Operations, who is also the Deputy Commissioner, assisted by two Directors of Investigation, one responsible for the public sector and the other for the private sector. OPS is organised into four investigation branches, each overseen by an Assistant Director.

**POWERs**

OPS officers are empowered to conduct investigations, including arrests, detention, search operations, access to bank accounts, requests for surrender of travel documents and restraints on suspects’ possession or control of assets, etc. Authorisation from court is required for exercise of most of the powers.

**OPERATIONS REVIEW COMMITTEE**

The investigative work of ICAC is overseen by the independent Operations Review Committee (ORC) appointed by the Chief Executive. ORC meets regularly to review reports prepared by OPS and gives corresponding recommendations. These reports include –

* updates on on-going major investigations;
* cases investigated for over a year;
* cases with persons on ICAC bail for over six months;
* updates on prosecutions; and
* reports on completed investigations.

For completed investigations, reports are made to ORC on recommendation to curtail those investigations and follow-up action to deal with non-criminal issues disclosed, such as referrals to relevant government bureaux/departments (B/Ds) for consideration of disciplinary actions or other regulatory bodies for appropriate actions.

**PROSECUTION**

ICAC and the Department of Justice (DoJ) are vested with the respective powers of investigation and prosecution. ICAC analyses and forwards the evidence gathered in investigations to DoJ for consideration of instituting prosecution. The consent of the Secretary for Justice is required for the prosecution of any of the offences, including soliciting or accepting an advantage, bribery, corrupt transactions with agents and possession of unexplained property, as listed in Part II of POBO (Cap 201).

**SOURCES OF CORRUPTION CASES**

***Corruption Complaints***

Members of the public are encouraged to report corruption in person to the ICAC Report Centre or any of the seven Regional Offices. Alternatively, a complainant may contact ICAC via the Complaint Hotline (25 266 366) or by letter (GPO Box 1000). Directorate officers of OPS consider all complaints on each working day to decide whether to investigate or, where appropriate, refer them to other government departments or public bodies for action.

***Proactive Approach***

OPS adopts a proactive strategy in the detection of unreported corruption and the identification of potential areas for corrupt practices. This approach demonstrates the determination of ICAC to seek out and eradicate corruption wherever it may be, and is proven effective in uncovering serious cases of corruption which might otherwise have remained unreported.

**STATISTICS ON CORRUPTION COMPLAINTS**

In 2021, OPS received a total of 2 264 corruption complaints (excluding election complaints[[1]](#footnote-1)), representing an increase of 340 complaints (or 18%) over 2020, while pursuable complaints increased by 281 (19%) to 1 738. A breakdown of the corruption complaints of 2020 and 2021 by sector is shown in Figure 4-1.

**Figure 4-1 Corruption Complaints (Excluding Election Complaints) Recorded by Sector in 2020 and 2021**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Recorded in 2020 | | Recorded in 2021 | |
| Pursuable Complaints | Non-Pursuable Complaints | Pursuable Complaints | Non-Pursuable Complaints |
| Government Bureaux / Departments | 400 | 229 | 426 | 219 |
| Public Bodies | 106 | 55 | 98 | 39 |
| Private Sector | 951 | 183 | 1 214 | 268 |

As regards election complaints, ICAC received a total of 164 complaints (159 pursuable) as at the end of 2021. The two public elections held during the year, namely, the Election Committee (EC) Subsector Ordinary Elections and the Legislative Council (LegCo) General Election, attracted eight complaints (seven pursuable) and 52 complaints (48 pursuable) respectively.

**INVESTIGATIONS AND PROSECUTIONS**

***Investigations***

In 2021, OPS initiated 1 692 new cases (excluding election cases), representing a 19% rise when compared to 2020. During the year, 1 741 cases were completed and 82 were pending legal advice. The numbers of cases carried forward and completed in 2020 and 2021 are set out in Figure 4-2. Separately, investigation on a total of 159 new election cases were initiated in 2021. The time spent on outstanding investigations is shown in Appendix 3.

**Figure 4-2 Statistics on Caseload in 2020 and 2021  
(Excluding Election Cases)**

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
|  |  | 2020 | | | 2021 | | |
|  | Cases brought forward from previous years |  | 1 179 |  |  | 1 151 | △ |
| Add | New Cases | + | 1 416 | △ | + | 1 692 |  |
| Total caseload during the year | |  | 2 595 |  |  | 2 843 | △ |
| Less | Cases completed |  |  |  |  |  |  |
|  | from those commenced during the year | - | 519 | △ | - | 772 |  |
|  | from those brought forward | - | 925 | △ | - | 969 |  |
| Cases carried forward | |  | 1 151 | △ |  | 1 102 | \* |

△ Figures revised to take account of the updating of reclassified cases and completed cases.

\* Time spent on investigating outstanding cases is shown at Appendix 3.

***Prosecutions and Cautions***

Among the 200 persons prosecuted in 2021, 14 were government servants, one from a public body and 160 from the private sector, while 15 private individuals were involved in corruption investigations concerning government B/Ds or public bodies, and 10 involved in election offences.

The guidelines issued by DoJ provide that upon legal advice, a caution may be administered by ICAC for minor offences when it is not in the public interest to prosecute. During the year, among the 32 persons who were formally cautioned, three were involved in election cases. A breakdown of the number of persons prosecuted or cautioned by ICAC over the last decade is provided in Appendix 4.

Additionally, in respect of relatively minor electoral breaches, DoJ would advise the issue of a warning letter to the offender if it is considered not in the public interest to prosecute or caution the person. In 2021, 191[[2]](#footnote-2) persons were given warnings by ICAC for minor election offences mainly concerning failure to lodge election returns in accordance with the requirements set out in section 37 and/or section 23(3) of ECICO (Cap 554).

The numbers of prosecutions, cautions and warnings recorded by type in 2021 are shown in Appendices 5 to 7.

***Referrals***

During the year, ICAC made 329 referrals of non-corruption nature to relevant government B/Ds or public bodies, details of which are provided at Appendix 8.

**DISCIPLINARY AND/or ADMINISTRATIVE ACTION AGAINST GOVERNMENT SERVANTS**

On the recommendation of ORC, reports on alleged misconduct of 65 government servants were forwarded to the heads of B/Ds concerned for consideration of disciplinary and/or administrative action in 2021. Cases involving 86 government servants (including 17 in referrals made in 2021) were completed in the year, resulting in disciplinary action taken against 52 government servants (including 11 in referred cases in 2021).

**REPORT CENTRE AND DETENTION CENTRE**

***Report Centre***

Report Centre operates on a 24-hour basis to receive reports and enquiries from the public. Reports and enquiries made to the Regional Offices are also referred to the Report Centre for handling. In 2021, 70% of complainants identified themselves when reporting corruption.

***Detention Centre***

OPS provides comprehensive detention facilities as the power to detain arrested persons is provided for in section 10A (2) of the ICAC Ordinance (Cap 204). Persons under detention will receive a *Notice to Persons Detained* containing the rights and entitlements of persons detained as set out in the *ICAC (Treatment of Detained Persons) Order* (Cap 204(A)). This Notice is also displayed in detention cells, interview rooms and various conspicuous places in the Detention Centre.

In 2021, OPS arrested 507 persons, 18 of whom were government servants, as compared to 283 arrested (19 government servants) in 2020.

During the year, Justices of the Peace visited the Detention Centre on 24 occasions. The purpose of these visits is to ensure that the detention facilities are properly maintained and that any requests or complaints that detainees may wish to make are recorded. Every visit is reported to the Justices of the Peace Secretariat, detailing the requests or complaints made by the detainees and follow-up actions taken accordingly, and ensuring that ICAC’s detention facilities are subject to external monitoring.

**Figure 4-3 Mode of Reporting Corruption Complaints in 2021  
(Excluding Election-Complaints)**

|  |  |  |
| --- | --- | --- |
|  | All  Complainants | Identifiable Complainants |
| By Phone | 38.9% | 52.7% |
| In Person | 22.2% | 31.4% |
| By Letter | 24.6% | 5.1% |
| Referred by Government Bureaux/ Departments and Public Bodies | 10.3% | 7.7% |
| By E-mail | 3.8% | 2.9% |
| By Fax | 0.2% | 0.2% |

**QUICK RESPONSE TEAM**

The Quick Response Team deals with minor cases, enabling other investigation teams in OPS to focus on cases of substance and complexity. Notwithstanding the minor nature of the cases, their investigation reports will also be submitted to ORC for scrutiny. During 2021, investigation on 211 new cases were initiated by the Quick Response Team, representing 12% of the pursuable cases received (excluding election cases) in the year.

**FORENSIC ACCOUNTING**

Established in 2011, the Forensic Accounting Group (FAG) comprises dedicated Forensic Accountant Grade officers with professional qualifications and extensive forensic accounting experience. It provides support to investigating officers in dealing with cases of increasing complexity from a financial perspective. The support includes the provision of expert opinion in court in relation to financial and accounting matters, conducting financial analysis and investigation, and assisting in search operations and interviews. Training courses are also provided by FAG officers to investigating officers to enhance their skills and knowledge in financial investigation. During 2021, professional assistance was provided by FAG in a number of cases.

**PROCEEDS OF CRIME**

To intensively combat corruption and related crimes, ICAC established the Proceeds of Crime Section in 2010 to deal with restraint, disclosure and confiscation of assets under the *Organised and Serious Crimes Ordinance* (Cap 455) in order to deprive criminals of their crime proceeds. As at the end of 2021, assets valued at $1.062 billion continued to remain restrained, of which assets amounting to $35.04 million were restrained following the making of five Restraint Orders. In addition, the Proceeds of Crime Section successfully applied to the Court of First Instance for the granting of two Confiscation Orders, resulting in the confiscation of $12 million worth of assets.

In accordance with section 14C of POBO (Cap 201), applications may be made to the court by ICAC to restrain the assets in the possession or under the control of suspects. As at the end of 2021, assets valued at $36.11 million continued to remain restrained under the POBO, while $4.48 million worth of assets were ordered to be restituted pursuant to court orders.

Being an inter-governmental body dedicated to preventing global money laundering and terrorist financing, the Financial Action Task Force recommends jurisdictions to identify, assess, understand and mitigate ML and terrorist financing risks specific to them.

Hong Kong is currently conducting its second money laundering and terrorist financing risk assessment. ICAC, being one of the key stakeholders, would continue to provide inputs for assessment of the corruption-related money laundering threats.

**WITNESS PROTECTION**

Success in criminal investigation and prosecution depends largely on the ability and willingness of witnesses to testify for the prosecution in criminal proceedings. In this regard, witness protection programmes are established and maintained in accordance with the *Witness Protection Ordinance* (Cap 564) to provide protection and other assistance to witnesses whose personal safety or well-being may be at risk as a result of acting as witnesses for ICAC. The Commission has a dedicated section and specially trained officers to deal with matters concerning witness protection.

**OPERATIONAL LIAISON**

It is the strategy of OPS to forge partnership with various sectors in its fight against corruption, which includes regular operational liaison with various government departments and public bodies to facilitate better communication. In 2021, senior officers of OPS continued to hold liaison meetings with the disciplined services and individual government departments for discussing matters of mutual interest. Directorate officers of OPS and the Prosecutions Division of DoJ also met regularly to exchange views on legal and enforcement issues warranting concern. The meeting held in May 2021 was co-chaired by the Head of Operations and the Deputy Director of Public Prosecutions. On the other hand, sustained efforts were made to enhance communication with public bodies. In a meeting held between the Head of Operations and the Chief Executive of the Hospital Authority (HA) in June 2021, both parties agreed to collaborate to consolidate the integrity management culture of HA by adopting a comprehensive strategy to further strengthen its anti-bribery management system and staff awareness of corruption.

Investigation groups of OPS have been maintaining constant liaison with the private sector. In order to solidify Hong Kong’s status as an international financial centre, ICAC continues to make collaborative efforts to combat corruption and other market malpractice or irregularities concerning the financial sector in conjunction with various financial regulators, including the Securities and Futures Commission (SFC), the Financial Reporting Council (FRC), the Hong Kong Monetary Authority and the Insurance Authority. The Memorandum of Understanding (MOU) signed between ICAC and SFC in 2019 has enhanced the enforcement capabilities of the two agencies in fighting corruption and market malpractice. To continue the momentum, ICAC entered into a similar MOU with FRC on 29 September 2021. During the year, joint investigations conducted respectively with SFC and FRC have yielded good results.

**INTERNATIONAL AND MAINLAND LIAISON AND MUTUAL ASSISTANCE**

The International and Mainland (Operational) Liaison Section of OPS is responsible for maintaining effective operational liaison and cooperation with international, the Mainland of China (the Mainland) and Macao anti-corruption and law enforcement agencies. Though such work was partially affected by the lingering coronavirus pandemic and international travel restrictions, the Section had arranged one witness from the Mainland to travel to Hong Kong to testify in court in an ICAC case and individuals residing overseas to stand as witnesses in another trial through video conferencing during the year. OPS had also fully utilised the use of information technology in conducting liaison meetings and attending international conferences in order to overcome the difficulties caused by the restrictions.

Pursuant to the *Mutual Legal Assistance in Criminal Matters Ordinance* (Cap 525), the *United Nations Convention against Corruption* and the *United Nations Convention against Transnational Organized Crime*, authorised ICAC investigating officers may assist in conducting enquiries into corruption-related matters in response to requests from overseas law enforcement agencies and judicial authorities. In 2021, ICAC handled 15 such requests, while assistance was received from overseas counterparts to handle two requests from ICAC.

ICAC recognises the importance of collaboration with anti-corruption counterparts from other jurisdictions as well as international and regional organisations in preventing and eradicating corruption. In particular, ICAC represents Hong Kong, China to participate in various international organisations, including the Asia-Pacific Economic Cooperation Anti-Corruption and Transparency Experts Working Group, the Asian Development Bank and the Organisation for Economic Co-operation and Development - Anti-Corruption Initiative for Asia Pacific.

**INFORMATION TECHNOLOGY**

The Information Technology Management Unit provides information technology (IT) advice and support, including the formulation of IT strategy and information security policy for ICAC. The Unit is committed to maintaining a secure, reliable and stable IT infrastructure to facilitate the daily operation of ICAC. Constant development and enhancement of application systems are conducted to streamline ICAC’s administrative and investigative processes and to enhance work efficiency in meeting the evolving IT and operational needs. To address the new operational needs arising from the coronavirus pandemic, the Unit had equipped ICAC with suitable facilities to enable officers’ organisation of and attendance in various online meetings and events.

With its increasing advancement and penetration, IT has become an integral part of people’s daily lives and in the delivery of commercial activities and public services. Criminals are quick to exploit IT or electronic devices, such as smartphones, to communicate and even facilitate their illicit activities. The Computer Forensics Section plays a pivotal role in providing support to frontline investigators in retrieving, securing and analysing electronic data for identifying valuable information for investigation and producing admissible evidence in court. In 2021, the Section took part in operations and processed 325 terabytes of data contained in the digital devices seized. The Section also maintains close liaison with other law enforcement agencies and the IT industry to keep abreast of the latest technological development and trend in IT and computer forensics.

**STAFF DISCIPLINE**

***Internal Investigation and Monitoring***

ICAC’s Internal Investigation and Monitoring Group, the L Group, is responsible for investigating breaches of staff discipline, non-criminal complaints against ICAC or its staff, as well as allegations of corruption against ICAC staff. Operationally it is under the direct command of the Director of Investigation (Private Sector) who reports to the Commissioner.

Appointed by the Chief Executive, the ICAC Complaints Committee monitors and reviews the handling by ICAC of non-criminal complaints against ICAC or its staff, and conducts timely reviews to identify loopholes in ICAC procedures which lead or might lead to complaints.

All investigations into allegations of corruption and related criminal offences against ICAC staff are referred to DoJ for advice, and all completed investigations are reported to ORC. Criminal complaints not relating to corruption are referred to the appropriate authority for investigation.

***Non-Criminal Complaints Against ICAC or its Staff***

During the year, 17 non-criminal complaints made against ICAC or its staff were processed. Four of the complaints were received in 2020 and the remaining 13 in 2021.

All four complaints received in 2020 were found unsubstantiated.

Of the 13 complaints received in 2021, three were found substantiated, six were unsubstantiated and the remaining four were still under investigation by the end of the year. In the first substantiated case, the case officer of a corruption investigation had failed to inform the complainant of the investigation outcome at the earliest opportunity due to other investigation engagements and absence on sick leave. In the second case, the outgoing and incoming case officers of a corruption investigation had negligently failed to inform the complainant of the change of case officer as soon as practicable during the handover period. In the third case, two ICAC officers of the Report Centre had carelessly provided a citizen with an inaccurate email address of ICAC. The officers in the above cases were given advice by senior officers. ICAC also reviewed the related procedures to prevent recurrence of similar incidents.

***Allegations of Corruption Against ICAC Staff***

In 2021, L Group conducted an investigation into one case of suspected corruption and related criminal offences concerning ICAC staff. Investigation and legal advice on the case confirmed that there was no evidence of corruption or other offences. With the endorsement of ORC, no further investigative action was required from ICAC.

**TrAINING AND dEVELOPMENT**

In order to meet public demand for a clean society, the Training and Development (T&D) Group is committed to providing training and impetus for the development of anti-corruption professionals with the highest level of integrity and competence.

T&D Group is responsible for:

* recruitment of departmental grades staff in OPS;
* provision of professional development, including investigation and legal training for officers of various grades;
* formulation of policies on career development and administration of a Mentoring Programme in OPS for young investigating officers; and
* development and maintenance of the Information and Knowledge Management System in OPS.

Training provided for newly recruited Assistant Investigators spans a two‑and‑a‑half year period which is split into three induction courses totalling 24 weeks interspersed with on-the-job training. A 15-week induction course was commenced in October 2021 to provide the 28 recently appointed Assistant Investigators with comprehensive training on a wide range of subjects, including law, rules of evidence, investigative skills, computer forensics, financial investigation, interviewing techniques, physical fitness and team building.

During the year, a number of in-house courses and seminars with an accumulated attendance of 3 253 officers were conducted. Professional knowledge workshops on a diverse array of subjects, including the anti-corruption law, the “Improving Electoral System” and relevant legislative amendments, recent development in anti-graft work and cases sharing, were also conducted.

With the implementation of the *Law of the People’s Republic of China on Safeguarding National Security in the Hong Kong Special Administrative Region* (NSL) on 30 June 2020, ICAC bears the responsibility and shall perform its duties in safeguarding national security. In this regard, NSL has been included in the syllabuses of induction courses, and for examinations in respect of internal regular training programmes and promotion exercise. ICAC officers are required to have a full understanding of the provisions of NSL and the great significance behind enactment of the law.

Furthermore, 85 officers from OPS benefited from local external courses offered by other institutions. With travel restrictions still in place amid the pandemic, 19 OPS officers attended online training courses provided by overseas institutions and law enforcement agencies.

To enhance leadership and professional capabilities of serving investigating officers, T&D Group organised Investigators’ Command Course 2021 specially designed for newly promoted Investigators.

***Training Facilities***

The ICAC Building is equipped with modern training facilities, including a shooting range complex, a multi-purpose hall, a gymnasium, computer training rooms, a mock court, and video interview training rooms. The ICAC Training Camp in Tuen Mun has full classroom facilities, mock rooms for operational skills training such as arrest and search scenarios and an outdoor high event challenge course.

**Chapter 5 Corruption Prevention Department**

**STATUTORY DUTIES**

* Examine the practices and procedures of government departments and public bodies with a view to securing revision of work methods or procedures which may be susceptible to corrupt practices.
* Provide corruption prevention advisory services to public organisations and, on request, private organisations and individuals.

**STRATEGIES**

* Adopt a partnership approach with government departments and public bodies to prevent corruption through good governance and system controls.
* Accord priority to areas of public administration impacting on people’s livelihood or safety, issues of public interest or concern, and programmes and projects involving substantial amounts of public money.
* Adopt a prevention-at-source strategy by providing proactive and timely corruption prevention input to the Government and public bodies in respect of their new initiatives, services and systems to ensure corruption prevention safeguards are built in at the formulation and early implementation stages.
* Accord equal priority to preventing corruption in the private sector, and adopt a cross-sector strategy to foster public-private sector collaboration in providing diversified services to enhance business integrity and preventing corruption in different industries.

**STRUCTURE**

The Corruption Prevention Department (CPD) is organised into seven Assignment Groups and a Management Group.

***Assignment Groups***

Each Assignment Group is responsible for the corruption prevention work for a number of government departments and public bodies and specialises in one or more functional areas such as procurement, law enforcement, civil service integrity, and public works. One of the Assignment Groups also serves as the Corruption Prevention Advisory Service (CPAS), dedicated to handling requests for corruption prevention service from private organisations.

***Management Group***

It assists in strategic planning for and provides administrative support to CPD.

***Staffing***

CPD staff include professionals of different disciplines such as accountants/auditors, construction professionals, information technology specialists, and experienced public servants from different government departments and public organisations.

**REVIEW OF WORK**

During the year, CPD continued to address and prevent corruption risks in public administration with special emphasis on issues which are of public interest or concern, important to people’s livelihood or public safety, and programmes and projects involving substantial amounts of public money, covering such areas as public works, public procurement, public health and safety, government funding schemes, law enforcement and regulatory functions. It also continued to help maintain a level-playing field and corruption-free environment for business to facilitate sustainable economic development in Hong Kong.

Deliverables achieved in 2021:

* Completed 69 assignment reports, mainly covering detailed review of corruption risks in specific systems and related practices in government bureaux/departments (B/Ds) and public bodies and recommended preventive measures against corruption.
* Provided tailored advice to government B/Ds and public bodies on 526 occasions, mainly involving the formulation/review of legislation, policies or procedures to ensure corruption prevention safeguards were built in at an early stage.
* Offered advisory service to private sector entities on 1 375 occasions upon request, and handled 787 public enquiries through the CPAS hotline service.
* Recorded over 271 700 visits to the CPAS Web Portal and about 80 700 downloads or views of corruption prevention resources.
* Conducted corruption prevention training for over 11 400 persons from both public and private sectors.
* Published and promulgated corruption prevention guides illustrating the corruption risks and recommended safeguards for reference by different sectors, such as *Sample Codes of Conduct for Public Bodies*, *Corruption Prevention Guide on Regulatory Enforcement for Non-disciplined Enforcement Agencies*, *Corruption Prevention Guide for Insurance Companies*, and the *Corruption Prevention Checklist on Recruitment of Construction Workers* and *Property Management Corruption Prevention Red Flags* jointly published with the Property Management Services Authority. The publications were available for access through the CPAS Web Portal or the Government’s Central Cyber Government Office website.

**Keeping Public Elections Clean**

CPD always strives to keep public elections clean by providing advice to the Government to build in corruption prevention safeguards in the electoral systems and processes. Following the implementation of the improved electoral system in May 2021, CPD conducted a review on the polling and vote counting processes of the Election Committee Subsector Ordinary Elections and Legislative Council General Elections respectively held in September and December 2021, with a number of recommendations made to the Government to reduce the risk of manipulation and improve the procedural controls. CPD also issued guidelines to all participating organisations of these elections and offered advisory service to those first-time participants, to help prevent corruption risk in their internal systems pertaining to voter registration and return of Election Committee members. CPD will continue to collaborate with the Government and offer corruption prevention services to participating organisations to keep public elections clean.

**Proactive and Early INPUT TO GOVERNMENT’S NEW INITIATIVES**

In recent years, the Government has launched a number of new initiatives, including those to increase land supply for housing and commercial use, drive the development of Smart City, facilitate the adoption of innovation and technology, etc. To ensure necessary integrity management and corruption prevention measures are built in the implementation systems from the outset, CPD has adopted a prevention-at-source strategy by providing early and interactive input to the Government and public bodies responsible for these initiatives and projects during their formulation and preparation stages. CPD also follows up these initiatives with detailed reviews to ensure their robust and successful implementation. The following are some examples of this strategy.

***Support for Innovation and Technology Development***

Various public bodies have launched initiatives for advancing innovation and technology (I&T) development in Hong Kong, covering the nurturing of talents, construction of infrastructure and development of business opportunities in I&T. CPD continued to assist them in ensuring their systems and practices were resilient against corruption. In the year, CPD reviewed the procedures for admission of I&T talents to the InnoCell operated by the Hong Kong Science and Technology Parks Corporation, and provided early corruption prevention input to the Hong Kong-Shenzhen Innovation and Technology Park at the Lok Ma Chau Loop on the letting of construction works consultancies and contracts and procurement of general goods and services. CPD also advised other public bodies on a number of I&T related schemes and programmes to ensure propriety in their administration and operation.

***Site 3 of the New Central Harbourfront***

Site 3 of the New Central Harbourfront is a sizable (4.8 hectares) premier commercial site in Central included in the Government’s 2020 land sale programme. The Development Bureau (DEVB) adopted a novel “two-envelope” approach (50:50 design-to-price weighting) for selling the site by tender. In view of the unconventional approach of assessing design proposals in land sale, CPD proactively approached DEVB to provide corruption prevention advice to ensure the land lot is developed in accordance with the winning proposal.

***New Generation Parking Meter System***

As one of the Smart Mobility initiatives, the Transport Department (TD) launched a new generation Parking Meter System (PMS) in 2021 which would replace all 12 000 existing parking meters across the territory. To take forward the initiative, TD engaged a contractor to develop and operate the system. Upon commencement of the new PMS’s Management, Operation and Maintenance contract, CPD provided advice on TD’s procedures for contract administration, managing contractors and on how to make the best use of the new system to enhance the monitoring of proper operation of the meters and the contractor’s performance. CPD will conduct a detailed review on the implementation of the new PMS after it has been in full operation.

***Corruption Prevention Advice on the Onboarding Arrangement for the eMPF Platform***

The Government tasked Mandatory Provident Fund Schemes Authority (MPFA) to design, build, and operate a common electronic platform (eMPF Platform) to standardise, streamline and automate the administration processes of the Mandatory Provident Fund (MPF) schemes. MPFA established a wholly owned subsidiary, the eMPF Platform Company Limited, to implement the initiative. The Government would provide financial incentive to those MPF trustees which become early adopters for onboarding. In view of the substantial sum of public funding involved in developing/launching the eMPF Platform and huge impact of the initiative to the general public, MPFA proactively sought CPD’s advice on the eMPF Platform initiative. CPD provided early input on the onboarding arrangement of MPF trustees and will continue to offer timely corruption prevention assistance concerning the implementation of the initiative, including building in corruption prevention safeguards in the governance and internal control over the administration of the Platform, and enhancing the probity standard of staff in the new company.

**CORRUPTION PREVENTION WORK FOR INDUSTRIES**

CPD continuously identifies the needs of specific industries for strengthening corruption prevention work. The major corruption prevention work conducted in 2021 includes the following –

***Curbing “Referral Fee” Malpractice in the Construction Industry***

To protect construction workers against the corrupt practice of unscrupulous employees/agents of contractors/subcontractors soliciting and accepting “referral fee” from them for their employment in construction projects, CPD has secured the full support of the relevant government departments, public bodies and the Construction Industry Council (CIC) to implement corruption prevention measures to stamp out the malpractice. In the year, CPD published a *Corruption Prevention Checklist on Recruitment of Construction Workers* for reference by construction companies, and advised CIC to enhance the auto-matching/alert functions of its job-matching mobile app “easyJob” and embed anti-bribery messages in the app.

***Corruption Prevention Guide for Insurance Companies***

In view of the new regulatory regime over the insurance sector and the inherent corruption risks in various business processes in the industry, CPD collaborated with the industry in 2020 to develop the *Corruption Prevention Guide for Insurance Companies* for reference of insurance companies. The Guide covers contents on anti-bribery legislation, elements of good corporate governance and internal controls, as well as the corruption risks and corresponding safeguards in the core operations of an insurance company (e.g. management of insurance intermediaries, sales process, underwriting and claims verification procedures). This year, CPD continued its collaboration with the Insurance Authority and industry bodies in proactively promoting the Guide and corruption prevention practices to the industry, for example, by organising training, publishing articles/posts to promote the recommended practices in the Guide, and providing tailored advisory services to individual insurance companies upon request to assist them in establishing and strengthening the corruption prevention capabilities in their core operations.

***Adoption of Integrity Management System in the Construction Industry***

To enhance corruption prevention awareness and capabilities of the construction industry, CPD developed the Integrity Management System (IMS) for use by construction companies. IMS consists of three components, namely (1) Integrity Policy, (2) Integrity Training and (3) Integrity Risk Management, and aims to adopt a systematic approach to assist construction companies to enhance their corruption prevention capabilities. With the support from DEVB, the Integrity Policy and Integrity Training of IMS have become the listing requirements for the Government’s approved contractors, suppliers of materials, and specialist contractors for public works since 1 March 2021. Besides, CIC, DEVB and CPD jointly organised an industry-wide campaign entitled as “Integrity Charter” to promote IMS to all construction companies. The Charter was officially launched on 24 September 2021 with a launching ceremony officiated by the CIC Chairman and CIC Executive Director, the Permanent Secretary for Development (Works) and the ICAC Commissioner. Representatives from various government works departments, construction industry-related trade associations, public bodies and major contractors also attended the ceremony. A participating company has to implement an Integrity Policy and arrange at least one senior management staff member to attend Integrity Training every year. Integrity Risk Management is an optional add-on feature of the Charter which aims to facilitate construction companies to identify, evaluate, and manage the integrity risks in their business operation. CPD, being the secretariat of the Charter, will provide free services like integrity training, corruption prevention advice and resources to participating companies. The active participation of construction companies in the Charter since its launch showcased the strong emphasis on integrity by the construction industry in Hong Kong.

***Corruption Prevention in the Property Management Industry***

To enhance practitioners’ integrity and entrench a probity culture in the property management sector, CPD partnered with the Property Management Services Authority (PMSA) to promote corruption prevention practices and provide corruption prevention services to licensed property management companies and practitioners. CPD offered input to PMSA’s codes of conduct and best practice guides for licensees, which respectively sets out the requirements and provides practical guidance on various business operations of licensees. On CPD’s recommendation, PMSA incorporated the IMS developed by CPD into its *Prevention of Corruption* and relevant best practice guides. IMS comprises Integrity Policy, Integrity Training, and Integrity Risk Management. To raise the practitioners’ awareness, CPD jointly published the *Property Management Corruption Prevention Red Flags* with PMSA, listing the red flags, integrity risks and corresponding preventive measures pertaining to property management. CPD will continue to collaborate with PMSA to assist licensees in complying with the *Prevention of Corruption*, which include offering advice to licensees when they draw up integrity policies, providing integrity training to licensees, and developing integrity risk management plans to assist licensees in managing the integrity risks faced by their companies.

**ADDRESSING ISSUES OF PUBLIC CONCERN**

CPD always pays special attention to areas concerning people’s livelihood and public safety and issues of public concern, as well as those involving substantial public money. The corruption prevention work addressing issues of public concern includes –

***Corruption Prevention Work on Building and Fire Safety***

The Buildings Department and Fire Services Department inspect buildings and issue directions to building owners for carrying out fire safety improvement works and process building plans to ensure compliance with the fire safety standards. In view of building safety concern and corruption risks inherent in building control, CPD reviewed the procedures for enforcing the fire safety ordinances and processing building plans respectively for the Buildings Department and Fire Services Department and made recommendations on corruption prevention safeguards.

***Processing of Small House Applications***

The requirements and procedures in the Lands Department’s processing of small house applications are complicated. It generally takes a few years to approve a small house application and approval has not been easy to obtain. Currently, over 10 000 applications are under processing. There are concerns over the risks of corruption in the processing of small house applications. CPD reviewed Lands Department’s practices and procedures in the area, and provided corruption prevention advice for strengthening controls to deter and detect abuse of the small house policy and monitoring progress of small house applications.

***Administration of the Producer Responsibility Scheme for Waste Electrical and Electronic Equipment***

Under the Producer Responsibility Scheme for Waste Electrical and Electronic Equipment (WEEE), sellers of WEEE must have a removal service plan that has been endorsed by the Environmental Protection Department (EPD). The plan has to specify the collectors and recyclers respectively for free collection and disposal of WEEE. In connection with the Scheme, EPD has engaged the WEEE·PARK operator as its contractor for providing default WEEE collection and recycling services to the public, and which sellers may use apart from their own collectors and recyclers. In view of the corruption risks inherent in the regulatory processes, enforcement actions and contract administration, CPD reviewed EPD’s procedures for the administration of the Scheme. While EPD has adopted CPD’s previous corruption prevention recommendations in developing the procedural guidelines and checklists to administer the Scheme, CPD has provided further corruption prevention advice to strengthen the control of WEEE collectors and recyclers and the WEEE·PARK contractor.

***Inspection of Air Cargoes***

The Customs and Excise Department (C&ED) inspects inbound and outbound air cargoes in order to detect smuggling and other illicit activities (e.g. smuggling of narcotics, endangered species, firearms, etc.). With an annual air cargo throughput of over 4 million tonnes, C&ED selects inspection targets on a risk management basis. Given the heavy traffic of air cargoes and inherent corruption risks in cargo clearance, CPD conducted a review on C&ED’s related inspection procedures. To further strengthen the sound control system in place, CPD made suggestions to enhance preventive measures in the selection of cargoes for detailed checking and examination.

***Supervision of Pest Control Services***

The Food and Environmental Hygiene Department (FEHD) has outsourced most of its pest control work to service contractors. From time to time, there are media reports alleging ineffective pest control work and loafing of pest control workers, raising public concern over FEHD’s lax supervision and connivance at the contractors’ poor performance. Upon reviewing FEHD’s practices and procedures for administering pest control service contracts, CPD made a number of recommendations to enhance the mechanism for monitoring the daily services of pest control workers and overall performance management of contractors.

***Organisation of Mainland Study Tours by the Education Bureau***

The new core subject “Citizenship and Social Development” of the Hong Kong Diploma of Secondary Education Examination starting from 2021-22 requires students to take part in Mainland study tours. In planning to engage tour operators for organising the tours and provide subsidies to individual schools which opted to organise the tours on their own, the Education Bureau proactively consulted CPD on the relevant procedures, and CPD has provided corruption prevention advice to the Education Bureau on its procedures for appointing tour operators, processing schools’ applications for subsidies, and monitoring the tour operators/schools in organising the tours.

**ENHANCING GOVERNANCE AND CORRUPTION PREVENTION CAPACITY BUILDING**

Good governance is pivotal to the effective management of an organisation. CPD has worked strenuously to enhance the governance and corruption prevention capabilities of both public and private organisations and help them uphold a high standard of integrity among staff.

***Sample Codes of Conduct for Public Bodies***

To help public bodies keep up with the heightened integrity standard expected of their members and staff, CPD updated the Sample Codes of Conduct for members and staff of public bodies. The new Sample Codes featured fortified mitigating measures on managing declared conflict of interests, focused content on essential anti-corruption and integrity elements and supplementary provisions for adoption by public bodies. CPD promulgated the new Sample Codes to senior management of public bodies in October 2021, and offered tailored advice to individual public bodies in updating their codes of conduct.

***Corruption Prevention Resources/Advice for Private Sector Entities***

To enhance the delivery of corruption prevention advice and services to the private sector, CPD revamped and launched a dedicated web portal in January 2017 for timely dissemination of corruption prevention tips, advice and various resources (e.g. corruption prevention publications and training videos, case studies and red flags) through electronic means. CPD has been continuously enriching and updating the portal content, and promoting the portal through the networks of government B/Ds and professional/regulatory/trade bodies to users across different business sectors. Since its launch and up to the end of 2021, the portal has attracted about 737 000 visits and with corruption prevention resources downloaded or viewed for over 236 200 times. There are over 10 600 subscribers who regularly receive corruption prevention news, tools and resources. The portal has become an important tool for providing uninterrupted and user-friendly corruption prevention services to employees of the private sector who work from home during the pandemic. Besides, CPD has provided corruption prevention services to private sector on request on 1 375 occasions. The figure reflects an increasing demand for our services in the private sector, which is mainly due to increasing public awareness on corruption prevention, availability of various access channels including the web portal, and timely response of CPD to such requests in a strictly confidential way and continuous promotion of the corruption prevention services and proactive launch of major initiatives during the year, etc.

***Enhancing Non-disciplined Enforcement Agencies’ Corruption Prevention Capacity on Regulatory Enforcement***

Regulatory enforcement is by nature corruption-prone. Previous reviews on the regulatory enforcement work of non-disciplined enforcement agencies (NDEAs), i.e. government departments and public bodies which discharge regulatory enforcement functions, have revealed common control inadequacies in various regulatory enforcement processes, exposing them to corruption risks. Leveraging on the experience gained from advising both the disciplined forces and NDEAs over the years, CPD developed the *Corruption Prevention Guide on Regulatory Enforcement for Non-disciplined Enforcement Agencies*, setting out common control inadequacies, corruption risks and corresponding recommended measures in enforcement work to assist NDEAs to enhance their corruption prevention capability in carrying out regulatory enforcement work. The Guide was promulgated to all NDEAs through various channels such as thematic briefings and corruption prevention group meetings. CPD will continue to assist NDEAs to adopt and adapt the Guide to suit their specific operational needs and provide tailored training for their staff.

***Corruption Prevention Work on Modular Integrated Construction***

Modular Integrated Construction (MiC) is a construction process in which building modules are manufactured in factories (which may be outside Hong Kong) and then transported to the construction site for assembly into a building. Following the Government’s policy to use MiC to enhance productivity and site safety, works departments, public bodies and non-governmental organisations are adopting more MiC in their building projects. The Government is granting additional floor area as an encouragement to private building projects adopting MiC. To assist works departments and public bodies in strengthening their corruption prevention systems in the implementation of MiC, CPD has offered corruption prevention advice on the related procedures covering quality control of building modules, pre-acceptance mechanism for MiC, etc. In addition, CPD has compiled the *Corruption Prevention Checklist on Building Projects Adopting Modular Integrated Construction* for reference by project clients and works consultants of both public and private projects.

**Chapter 6 Community Relations Department**

**STATUTORY DUTIES**

* Educate the public against the evils of corruption.
* Enlist public support in the fight against corruption.

**STRATEGIES**

* Adopt an “Ethics for All” approach to tailor preventive education programmes for different segments of the community.
* Enhance integration of mass and new media publicity and face-to-face education.
* Leverage strategic partnership with different sectors in mapping out and executing these programmes.

**STRUCTURE**

The Community Relations Department (CRD) is headed by a Director and operates through two divisions.

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| Director of Community Relations | | | | | |
|  |  | |  | |  |
|  |  | |  | |  |
| Division 1 | | | Division 2 | | |
| * Publicise anti-corruption messages through the mass and new media * Promote business ethics and preventive education in different professions, trades and industries * Promote integrity and positive values among young people * Map out long term strategies with reference to research and surveys | |  | | * Provide face-to-face preventive education to different segments of the community including private and public sectors, educational institutions, district and non-profit making organisations, as well as stakeholders of public elections * Reach out to the public to enlist their support for ICAC’s work * Receive corruption complaints and enquiries from the public | | |

CRD has established seven Regional Offices (ROs) in the territory to conduct education work for different segments of the community. To address the needs of different targets, CRD made integrated use of face-to-face and online platforms to augment the effectiveness of its publicity and education programmes.

ROs also served as focal points in the community for receiving corruption reports and enquiries from the public. To encourage members of the public to come forward to report corruption, messages aiming at dispelling misunderstanding and addressing common public concern about lodging corruption complaints were promulgated in various online and offline events and publicity of CRD. In the year, 15% of the non-election related corruption complaints lodged with the Independent Commission Against Corruption (ICAC) were received by ROs. During the year, ROs also handled over 1 800 enquiries.

The detailed information of CRD’s structure and ROs is at Appendices 1 and 9 respectively.

**PUBLIC SECTOR**

To foster and entrench the probity culture in the public sector, CRD continued to provide integrity training for civil servants, staff of public bodies and members of their governing bodies.

To enhance ethical leadership in the Government, CRD:

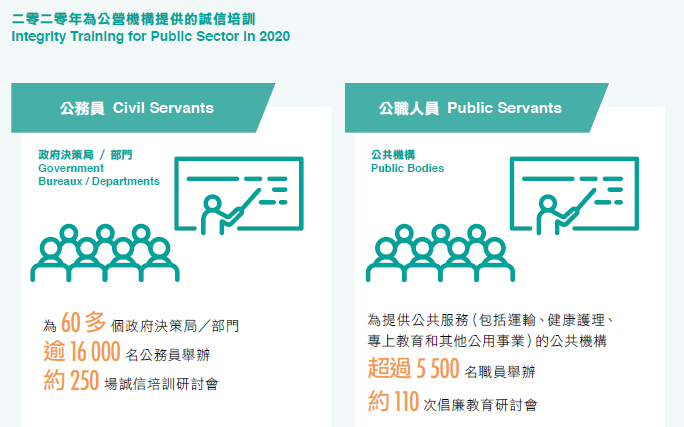
* organised briefings on anti-corruption law and integrity management to reach all newly appointed Principal Officials and Officials appointed under the Political Appointment System;
* conducted briefing sessions on ethical leadership in the Advanced Leadership Enhancement Programme and the Leadership In Action Programme organised by the Civil Service Training and Development Institute for directorate and senior government officers;
* continued to partner with the Civil Service Bureau to assist Ethics Officers appointed by government bureaux/departments (B/Ds) under the Ethical Leadership Programme to promote integrity culture across the civil service, including organising thematic seminars on the common law offence of Misconduct in Public Office for civil servants at different ranks and small-scale briefings for Assistant Ethics Officers; and
* attended Corruption Prevention Group meetings of government B/Ds to promote the adoption of an integrity training cycle and the use of *Integrity Management e-Learning Platform for Civil Servants*.

CRD launched a two-year Integrity Promotion Campaign for Public Bodies under which a Conference on Ethical Leadership was organised for 240 senior management and board members of 80 public bodies in October 2021 to entrench the organisations’ integrity culture. CRD also approached all public bodies to offer ICAC services with a view to strengthening corruption prevention education for their staff and members and encouraging the practice of integrity management, and participated in Corruption Prevention Liaison meetings with individual public bodies to promote the Campaign.

**Integrity Training for Public Sector in 2021**

About 650 integrity training seminars for over 42 000 civil servants from over 70 government B/Ds

Around 190 preventive education seminars for over 9 800 employees of public bodies providing public services in transportation, health care, tertiary education and other public utilities



Public Servants

Civil Servants

**BUSINESS SECTOR**

Established under the auspices of CRD and guided by 10 major chambers of commerce in Hong Kong, the Hong Kong Business Ethics Development Centre (HKBEDC) strives to promote business and professional ethics in collaboration with the business community.

HKBEDC remained steadfast in encouraging business organisations to adopt ICAC’s corruption prevention and education services, including ethics training for business practitioners and formulation and implementation of a probity policy. To capitalise on the prevalent trend of digital learning and enhance the accessibility of the business sector to ICAC’s training, HKBEDC launched a new BEDC Channel to offer regular online integrity training for different industries, with about 400 insurance intermediaries and company directors reached in the year.



**Business Practitioners and**

**Professionals**

67 000

**Over**

**Business Organisations**

**Over** 2 900

**Corruption Prevention and Education Services for Business Sector in 2021**

Under the Ethics Promotion Programme for the Construction Industry, HKBEDC developed online learning resources for construction professionals, arranged integrity workshops for site supervisory staff and produced a series of publicity materials to widely disseminate the “Don't Bribe for Jobs” message to frontline workers.

HKBEDC also stepped up the publicity of integrity messages to small and medium enterprises and start-ups through a publicity campaign. A thematic webpage entitled “Busted! 12 Myths about Corruption” was launched and widely publicised on popular online platforms and through HKBEDC’s networks with strategic partners.

**YOUTH AND MORAL EDUCATION**

CRD continued to nurture the core value of integrity amongst the younger generation. Messages of the importance of rule of law, law-abidingness, honesty, responsibilities, etc. were incorporated into regular integrity promotion and education programmes tailored for young people of different developmental stages.

For the kindergarten and primary levels, the momentum of the “Reading for Integrity” Project initiated in 2019-20 academic year was maintained through the launch of online English picture books and provision of training workshops to support teachers in inculcating moral values in kindergarteners and primary school students.

To step up CRD’s efforts in promoting positive values among primary school students, the “i Junior Programme” was newly launched in 2021-22 academic year. The first phase of the Programme – the Student Participation Scheme, received favourable responses. Materials and resources on the theme of “self-discipline” and “rule-abidingness” were provided to participating schools for their conduct of both on-campus and online activities.

|  |  |
| --- | --- |
| i Junior小學德育計劃 | STUDENT PARTICIPATION SCHEME  about **140** Participating Primary Schools  reaching over **80 000** Students |

CRD continued to engage senior secondary and tertiary students to promote integrity messages to their peers through creative means. Students joining the iTeen Leadership Programme and ICAC Ambassador Programme organised around 140 activities, spreading probity messages to over 36 000 fellow schoolmates in 2020-21 academic year. Moreover, job shadowing and internship programmes were offered to selected iTeen Leaders and ICAC Ambassadors for them to gain first-hand experiences in the fight against corruption. In collaboration with the ICAC Training School, CRD organised the first-ever iPLUS Training Camp for iTeen Leaders in December 2021 to further enhance their understanding on the work of the ICAC, the anti-corruption laws in Hong Kong, as well as the importance of the rule of law and law-abidingness.

Besides, interactive drama performances as well as talks on personal ethics and anti-corruption laws were arranged for secondary and tertiary students to hammer home anti-corruption and integrity messages.

CRD continued to publish the ICAC Periodical and upload moral education materials onto the Moral Education website to render support for educators.



**Youth and Moral Education Activities**

**in 2020-21 Academic Year**

Secondary and Tertiary Students

91500

Reaching

**PASS ON THE CORE VALUE**

**OF INTEGRITY**

**DISTRICT ORGANISATIONs**

Since the launch of the “All for Integrity” Territory-wide Programme in 2015, CRD has incessantly strived to sustain and pass on the probity culture in Hong Kong. This year, CRD rolled out an array of publicity events to entrench the core value of integrity among citizens. Highlights included the launch of a promotional video, social media posts and a series of online and offline publicity on the theme of “Shine with Integrity”, as well as staging an activity booth and storytelling event in the Hong Kong Book Fair 2021.

CRD maintained staunch partnership with a variety of organisations, including district consultative committees, district organisations, and non-governmental organisations to promulgate integrity messages to people at all levels of our society. “Shine with Integrity” Youth Integrity Projects were rolled out in 18 districts to enlist the support of the public, in particular the younger generation, in the anti-corruption cause and fortify the culture of probity in the community.

In addition, CRD officers attended meetings of various district consultative committees and paid visits to district leaders to further introduce ICAC’s anti-corruption strategies and gauge public views and concern on work of the Commission.

**Community Engagement**

**SECURED THE SUPPORT OF OVER**

**CO-ORGANISERS AND**

**ASSISTING ORGANISATIONS**

**THROUGH A SERIES OF ACTIVITIES**

**ORGANISATIONS**

1200

**PEOPLE AND OVER**

693 000

**REACHED OUT TO OVER**

700

CRD also continued to partner with government departments and non-governmental organisations to disseminate anti-corruption messages to people of diverse race and new arrivals through corruption prevention talks, publicity materials, feature articles and radio programmes. The multi-language thematic webpage for people of diverse race was actively promoted through the networks of relevant non-governmental organisations.

**ICAC CLUB**

With a membership of over 3 000, the ICAC Club engaged members of the public from different strata of the community in the anti-corruption cause. Training courses such as video production and editing workshops, handicraft workshops and orientation programmes with experiential elements were organised for members to enhance their participation and sense of belonging. Moreover, a dedicated website and a Facebook group were maintained whilst newsletters were published regularly to keep close ties with members and update them on CRD’s latest anti-corruption work.

To prepare for the 25th Anniversary of the ICAC Club in 2022, CRD formed a working group with Youth Chapter members to curate a series of anniversary programmes. Young members also assisted in organising Anti-corruption Walks at district level to disseminate integrity and law-abiding messages across the territory.

**BUILDING MANAGEMENT**

To tie in with different government subsidy schemes for building maintenance and works launched in recent years, CRD stepped up efforts in educating flat owners on anti-corruption laws and corruption prevention measures by proactively approaching successful scheme applicants and joining briefings organised by the Urban Renewal Authority, Home Affairs Department and other government departments. Apart from the Clean Building Management Enquiry Hotline, CRD maintained a dedicated website which contained a depository of reference materials to assist building management bodies in upholding clean management.

Deploying both online and face-to-face channels, the ICAC reached out to over 3 300 people from around 950 owners’ corporations and building management bodies through visits, talks and seminars. Also, more than 13 500 counts of people were reached through various publicity drive including poster exhibitions, quizzes, educational leaflets, feature articles, etc.

Supported by the Property Management Services Authority, CRD launched the Professional Property Management with Integrity Programme to step up integrity promotion to property management companies and practitioners alongside the implementation of a new licensing regime in the industry. Anti-corruption messages were disseminated to property management staff at all levels through posters and leaflets, while integrity training was delivered to executives through continuing professional development programmes of professional bodies, as well as to tertiary and vocational school students undertaking property management programmes at tertiary education institutions.

**CLEAN ELECTIONS**

Upon the gazettal of the *Improving Electoral System (Consolidated Amendments) Ordinance 2021*, CRD promptly adjusted its education and publicity strategies for the Election Committee Subsector Ordinary Elections and Legislative Council General Election to extend the coverage of clean election messages, including major provisions and new offences under the *Elections (Corrupt and Illegal Conduct) Ordinance*, to new stakeholders in the elections.

On the education front, CRD arranged briefings and activities for new stakeholders, members of political parties, specified bodies of Election Committee subsectors, functional constituencies of Legislative Council, election helpers, district organisations, post-secondary students and elderly electors, as well as staff of polling stations. A wide range of reference materials, including tailor-made information booklets and guidelines for candidates, information packages for electors and various kinds of leaflets were distributed to respective targets to remind them of the legislative requirements. Dedicated websites were set up to provide updated information on clean elections and an enquiry hotline was in operation throughout the election periods.

On the publicity front, diversified channels on online and offline platforms were engaged to disseminate clean election messages and remind election stakeholders to abide by the law. CRD also engaged multifarious means, such as a new television and radio advertisement, feature articles, posters, mass media and infotainment channels to hammer home the clean election messages. To maximise the reach to the community, CRD staged Flash Roadshows across the territory and launched a poster campaign at district level.

**MEDIA PUBLICITY**

CRD continued to make good use of multi-media platforms to expand the reach of its anti-corruption education and publicity efforts. To reinforce the impact of ICAC’s Announcement in the Public Interest, new platforms were explored and deployed to vividly project to citizens the relentless, fearless and impartial efforts of ICAC in its graft-fighting mission. Together with other out-of-home media publicity channel and digital platforms, integrity messages were widely disseminated to all walks of life.

In the year, CRD launched a new “iTeen Four” Comics with augmented reality elements to capture the attention of youngsters in an entertaining way. CRD also continued the productions under the “Multi-media Youth-for-Youth Co-creation Project”, a two-year initiative launched in 2020 to co-create social media contents together with youngsters. Components of the Project comprised web drama series, documentary-style interviews, social experiments and animation series, which were released on the “All for Integrity” Facebook Fanpage, Greedy Kin Instagram Account and the ICAC YouTube Channel.



**Multi-media Platforms to Promote Anti-corruption Messages**

Over 7.9 million aggregate visits to the ICAC and its partners’ online platforms

**ICAC ANNUAL SURVEY**

CRD kept on monitoring the community’s attitude towards corruption and its perception of the ICAC through engaging independent polling agencies to conduct opinion surveys on an annual basis. In the 2021 face-to-face household survey, 1 714 citizens aged between 15 and 74 were interviewed.

Public tolerance of corruption remained extremely low. Using a 0 to 10 rating scale, of which 0 represents total rejection and 10 total tolerance of corruption, the mean score given by respondents of the survey was 0.7. Almost all respondents (97.3%) considered that keeping a corruption-free society is important to the overall development of Hong Kong. The survey also showed that experience of corruption was very uncommon in Hong Kong.



Respondents considered keeping Hong Kong

corruption-free is important to the

development of Hong Kong

**97.3%**

Respondents had not come across

corruption personally in the past year

**98.3%**

Nearly zero tolerance of corruption

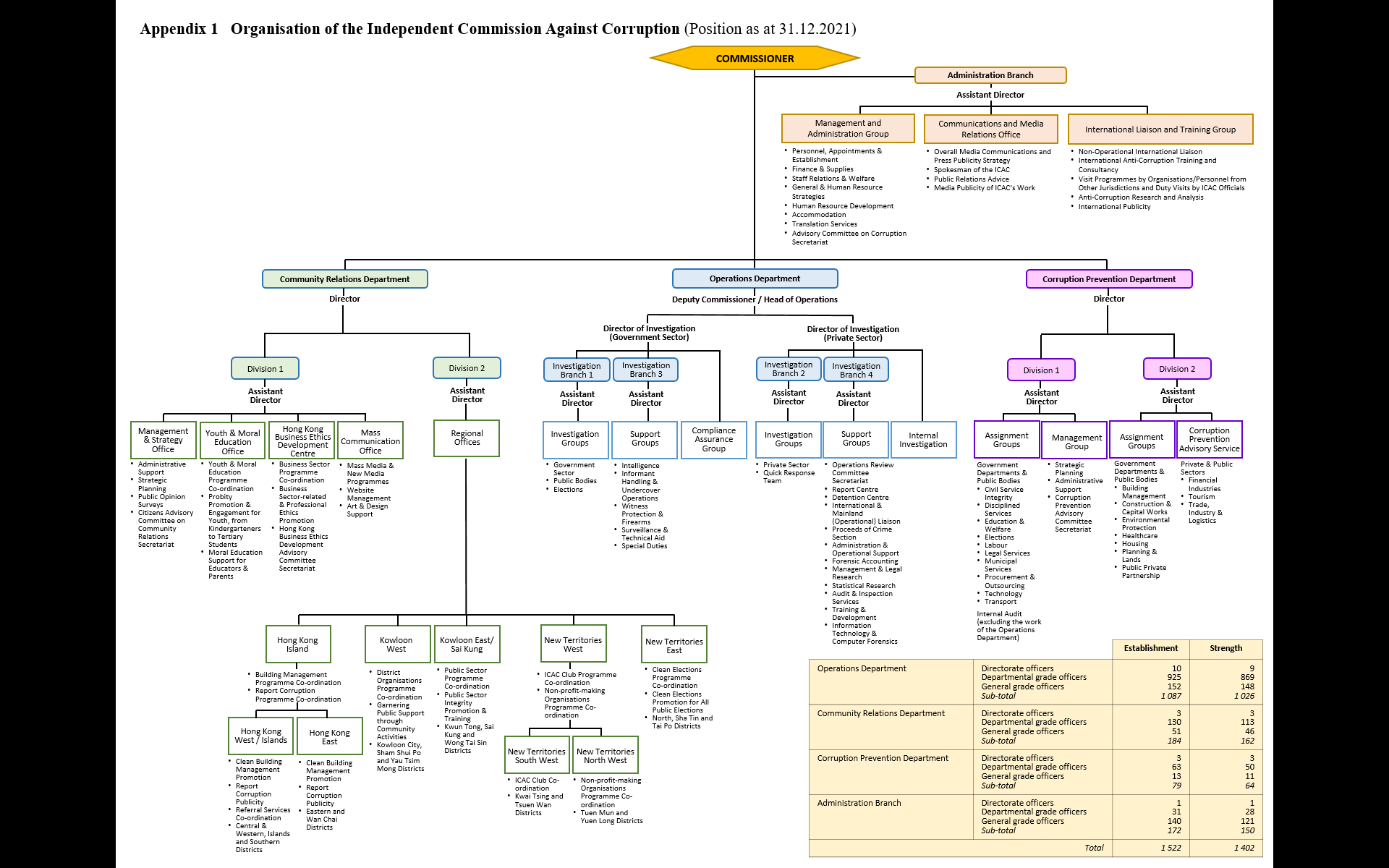
**2021 ICAC Annual Survey**

ICAC

Annual Survey

**Appendices**

|  |  |
| --- | --- |
| 1 | Organisation of the Independent Commission Against Corruption |
| 2 | Membership Lists of Advisory Committees |
| 3 | Progress of Investigations that are Still Ongoing as at the End of 2021 (Excluding Election Cases) |
| 4 | Number of Persons Prosecuted or Cautioned from 2012 to 2021 |
| 5 | Number of Persons Prosecuted and Cautioned for Corruption and Related Offences (Excluding Election Cases) in 2021 (Classified by Government Bureaux/Departments and Others) |
| 6 | Number of Persons Prosecuted in 2021 (Excluding Election Cases) (Classified by Types of Offences) |
| 7 | Number of Persons Prosecuted for Offences Connected with or Facilitated by Corruption and Specified Offences in 2021 (Classified by Types of Offences) |
| 8 | Non-Corruption Referrals Made to Government Bureaux/Departments and Public Bodies in 2021 |
| 9 | ICAC Regional Offices |



**Appendix 2 Membership Lists of Advisory Committees**

**(Position as at 31.12.2021)**

**Advisory Committee on Corruption**

|  |  |
| --- | --- |
| The Hon Martin LIAO Cheung-kong, GBS, JP | (Chairman) |
| Ms AU King-chi, GBS, JP |  |
| Mr Evan AU YANG Chi-chun |  |
| The Hon CHAN Hak-kan, SBS, JP |  |
| Ms Irene CHOW Man-ling |  |
| The Hon Abraham SHEK Lai-him, GBS, JP |  |
| Ms Eirene YEUNG |  |
| Chairman of the Operations Review Committee | (ex officio) |
| Chairman of the Corruption Prevention Advisory Committee | (ex officio) |
| Chairman of the Citizens Advisory Committee on Community Relations | (ex officio) |
| Director of Administration | (ex officio) |
| Commissioner, Independent Commission Against Corruption | (ex officio) |
| Head of Operations, Independent Commission Against Corruption | (ex officio) |

**OPERATIONS REVIEW COMMITTEE**

|  |  |
| --- | --- |
| Mr Benjamin TANG Kwok-bun, GBS | (Chairman) |
| Ms Teresa AU Man-yee |  |
| The Hon Ronick CHAN Chun-ying, JP |  |
| Dr Emily CHAN Po-shan |  |
| Dr Aron Hari HARILELA, BBS, JP |  |
| Prof David HUI Shu-cheong, BBS |  |
| Mr Johnson KONG Chi-how |  |
| Mr Paul LAM Ting-kwok, SBS, SC, JP |  |
| Mr Richard Kendall LANCASTER |  |
| Prof LI Pang-kwong, BBS, JP |  |
| Ms Melissa Kaye PANG, BBS, MH, JP |  |
| Dr Kelvin WONG Tin-yau, SBS, JP |  |
| Ms Nicole YUEN Shuk-kam |  |
| Secretary for Justice (or representative) | (ex officio) |
| Commissioner of Police (or representative) | (ex officio) |
| Director of Administration | (ex officio) |
| Commissioner, Independent Commission Against Corruption | (ex officio) |

**CORRUPTION PREVENTION ADVISORY COMMITTEE**

|  |  |
| --- | --- |
| Mr Adrian WONG Koon-man, BBS, MH, JP | (Chairman) |
| Ms Kuby CHAN Yin-hung |  |
| Prof Emily CHAN Ying-yang |  |
| Mr Sunny CHEUNG Yiu-tong |  |
| Mr Alex CHU Wing-yiu |  |
| Dr Stephen LAI Yuk-fai, JP |  |
| Miss Mabel CHAN Mei-bo |  |
| The Hon Doreen KONG Yuk-foon |  |
| Mr Albert SU Yau-on, MH, JP |  |
| Mr Winson WOO Lap-kee |  |
| Mr Alan YAU Hoi-ngan |  |
| Miss Theresa YEUNG Wing-shan |  |
| Commissioner of Police (or representative) | (ex officio) |
| Director of Administration (or representative) | (ex officio) |
| Commissioner, Independent Commission Against Corruption | (ex officio) |

**Citizens Advisory Committee on Community Relations**

|  |  |
| --- | --- |
| Prof Timothy TONG Wai-cheung, BBS, JP | (Chairman) |
| Mr Mac CHAN Ho-ting |  |
| Ms Bonnie CHAN Shum-yue |  |
| Ms Catalina CHAN Yuen-ling | |  |
| Ms Quince CHONG Wai-yan, JP |  |
| Mr CHU Tsz-wing |  |
| Prof Anthony FUNG Ying-him, JP |  |
| Mr Chris IP Ngo-tung, JP |  |
| Prof LAU Chi-kuen, JP |  |
| Mr James MOK Hon-fai |  |
| Mr Webster NG Kam-wah |  |
| Mr Victor PANG Wing-seng, MH |  |
| Dr Rocky TUNG Yat-ngok |  |
| Ms Gigi WONG Ching-chi |  |
| Mr WONG Wai-kit, MH |  |
| Commissioner, Independent Commission Against Corruption | (ex officio) |

***Co-opted Members***

|  |  |
| --- | --- |
| Mr David CHAN Tsz-pui |  |
| Dr Esther CHO Yin-nei |  |
| Mr KWONG Ka-shi |  |
| Ms Sonia LAM Pik-chu, MH |  |
| Ms Eleanor LI Po-yee |  |
| Mr Anthony SO Chun-hin |  |
| Ms Ashley TSE Hiu-hung |  |
| Mr Eddie KWOK Ming-lok | (ex officio) |
| Dr Andy TAM Ka-keung | (ex officio) |

|  |  |
| --- | --- |
| **Appendix 3** | **Progress of Investigations that are Still Ongoing as at the End of 2021 (Excluding Election Cases)** |

|  |  |  |
| --- | --- | --- |
| **Time taken** | **Number of cases** | **Percentage of total** |
| Less than 6 months | 728 | 66.1% |
| 6 months to less than 1 year | 195 | 17.7% |
| 1 year to less than 2 years | 87 | 7.9% |
| 2 years or more | 92 | 8.3% |
| **Total** | **1 102** | **100%** |

|  |  |
| --- | --- |
| **Appendix 4** | **Number of Persons Prosecuted or Cautioned from 2012 to 2021** |

|  |  |  |
| --- | --- | --- |
|  |  | Persons Prosecuted |
|  |  |  |
|  |  | Persons Cautioned |

|  |  |
| --- | --- |
| **Appendix 5** | **Number of Persons Prosecuted and Cautioned for Corruption and Related Offences**  **(Excluding Election Cases1) in 2021**  **(Classified by Government Bureaux/Departments and Others)** |

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
|  | **Prosecution** | | | | **Caution** |
| **Pending** | **Convicted** | **Acquitted** | **Total** |
| **Government Bureaux/Departments** | | | | | |
| Hong Kong Police Force | 2 | 2 | 0 | **4** | **0** |
| Correctional Services Department | 2 | 0 | 0 | **2** | **1** |
| Hongkong Post | 2 | 0 | 0 | **2** | **0** |
| Leisure and Cultural Services Department | 1 | 0 | 1 | **2** | **0** |
| Agriculture, Fisheries and Conservation Department | 1 | 0 | 0 | **1** | **1** |
| Department of Health | 1 | 0 | 0 | **1** | **0** |
| Home Affairs Department | 1 | 0 | 0 | **1** | **1** |
| Lands Department | 0 | 0 | 1 | **1** | **0** |
| Chief Secretary for Administration’s Office | 0 | 0 | 0 | **0** | **1** |
| Civil Aid Service | 0 | 0 | 0 | **0** | **1** |
| **Others** | | | | | |
| Private Sector | 100 | 48 | 7 | **160**2 | **23** |
| Public Bodies3 | 1 | 0 | 0 | **1** | **1** |
| Private Individuals (concerning Government Bureaux/Departments)4 | 7 | 3 | 0 | **10** | **0** |
| Private Individuals (concerning Public Bodies) 4 | 3 | 2 | 0 | **5** | **0** |
| **Total** | **121** | **55** | **9** | **190** | **29** |

Notes

1 Election cases refer to the cases relating to offences under the *Elections (Corrupt and Illegal Conduct) Ordinance* (Cap 554).

2 Five persons were subject to binding over orders or whose prosecutions were not pursued.

3 As defined in the Prevention of Bribery Ordinance (Cap 201).

4 Private individuals were prosecuted in investigations involving Government Bureaux/Departments or Public Bodies.

|  |  |
| --- | --- |
| **Appendix 6** | **Number of Persons Prosecuted in 2021**  **(Excluding Election Cases**1**)**  **(Classified by Types of Offences)** |

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Types of Offences** | **Government Bureaux/**  **Departments** | **Private Individuals (concerning Government Bureaux/ Departments or Public Bodies)**2 | **Public Bodies**3 | **Private Sector** | **Total** |
| **Soliciting/Accepting** | | | | | |
| s.3 Cap 201 4 | 3 | 0 | 0 | 0 | **3** |
| s.4(2) Cap 201 | 1 | 0 | 0 | 0 | **1** |
| s.9(1) Cap 201 | 0 | 1 | 0 | 27 | **28** |
| **Offering** | | | | | |
| s.4(1) Cap 201 | 0 | 3 | 0 | 0 | **3** |
| s.9(2) Cap 201 | 0 | 0 | 0 | 14 | **14** |
| **Agent using document to deceive principal** | | | | | |
| s.9(3) Cap 201 | 5 | 0 | 0 | 12 | **17** |
| **Disclosing identity of persons being investigated** | | | | | |
| s.30 Cap 201 | 0 | 0 | 0 | 1 | **1** |
| **Offences connected with or facilitated by corruption and specified offences**5 | | | | | |
| Offences described in s.10(2)(a) Cap 2046 | 3 | 7 | 1 | 6 | **17** |
| Offences under s.10(5) Cap 204 | 2 | 4 | 0 | 100 | **106** |
| **Total** | **14** | **15** | **1** | **160** | **190** |

Notes

1 Election cases refer to the cases relating to offences under the Elections (Corrupt and Illegal Conduct) Ordinance (Cap 554).

2 Private individuals were prosecuted in investigations involving Government Bureaux/Departments or Public Bodies.

3 As defined in the Prevention of Bribery Ordinance (Cap 201).

4 Cap 201 is the Prevention of Bribery Ordinance.

5 Detailed breakdown at Appendix 7.

6 Cap 204 is the Independent Commission Against Corruption Ordinance.

|  |  |
| --- | --- |
| **Appendix 7** | **Number of Persons Prosecuted for Offences Connected with or Facilitated by Corruption and Specified Offences1 in 2021 (Classified by Types of Offences)** |

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Types of Offences** | **Government Bureaux/**  **Departments** | **Private Individuals (concerning Government Bureaux/**  **Departments or Public Bodies)2** | **Public Bodies**3 | **Private Sector** | **Total** |
| **Theft Ordinance (Cap 210)** | | | | | |
| Deception offences | 2 | 4 | 0 | 87 | **93** |
| Theft | 0 | 0 | 0 | 10 | **10** |
| **Crimes Ordinance (Cap 200)** | | | | | |
| Copying / Using a false instrument | 0 | 0 | 0 | 2 | **2** |
| Forgery | 0 | 0 | 0 | 1 | **1** |
| Keeping a vice establishment | 0 | 2 | 0 | 0 | **2** |
| **Gambling Ordinance (Cap 148)** | | | | | |
| Bookmaking | 0 | 1 | 0 | 0 | **1** |
| **Organised and Serious Crimes Ordinance (Cap 455)** | | | | | |
| Dealing with property known or believed to represent proceeds of indictable offence | 0 | 1 | 0 | 3 | **4** |
| **Common Law** | | | | | |
| Misconduct in Public Office | 3 | 3 | 1 | 0 | **7** |
| Perverting the Course of Public Justice | 0 | 0 | 0 | 3 | **3** |
| **Total** | **5** | **11** | **1** | **106** | **123** |

Notes

1 Offences described in section 10(2) of the Independent Commission Against Corruption Ordinance (Cap 204).

2 Private individuals were prosecuted in investigations involving Government Bureaux/Departments or Public Bodies.

3 As defined in the Prevention of Bribery Ordinance (Cap 201).

|  |  |
| --- | --- |
| **Appendix 8** | **Non-Corruption Referrals Made to Government Bureaux/Departments and Public Bodies in 2021** |

|  |  |
| --- | --- |
|  | **No. of Referrals** |
|
| **Government Bureaux/Departments** | |
| Hong Kong Police Force | 150 |
| Lands Department | 31 |
| Housing Department | 17 |
| Inland Revenue Department | 16 |
| Social Welfare Department | 15 |
| Immigration Department | 10 |
| Food and Environmental Hygiene Department | 7 |
| Fire Services Department | 7 |
| Buildings Department | 6 |
| Education Bureau | 5 |
| Home Affairs Department | 5 |
| Other Government Departments | 33 |
| ***Sub-total*** | **302** |
| **Public Bodies** | |
| Securities and Futures Commission | 14 |
| Insurance Authority | 4 |
| Hong Kong Exchanges and Clearing Limited | 4 |
| Other Public Bodies | 5 |
| ***Sub-total*** | **27** |
| **Total** | **329** |

**Appendix 9 ICAC Regional Offices**

|  |  |
| --- | --- |
| **Hong Kong Island** | **Districts** |
| **ICAC Regional Office**  **Hong Kong East**  Unit 3, G/F, East Town Building  16 Fenwick Street  Wan Chai   |  |  | | --- | --- | | Tel : | 2519 6555 (Enquiry & Report) | |  | 2899 3790 (Liaison) | | Fax : | 2117 0521 (Liaison) | | Eastern District  Wan Chai |
| **ICAC Regional Office**  **Hong Kong West/Islands**  G/F, Harbour Commercial Building  124 Connaught Road Central  Sheung Wan   |  |  | | --- | --- | | Tel : | 2543 0000 (Enquiry & Report) | |  | 2899 3861 (Liaison) | | Fax : | 2189 7001 (Liaison) | | Central & Western District  Islands  Southern District |

|  |  |
| --- | --- |
| **Kowloon** | **Districts** |
|  |  |
| **ICAC Regional Office**  **Kowloon East/Sai Kung**  Shop No 9, G/F  Chevalier Commercial Centre  8 Wang Hoi Road  Kowloon Bay   |  |  | | --- | --- | | Tel : | 2756 3300 (Enquiry & Report) | |  | 2899 3760 (Liaison) | | Fax : | 2755 9036 (Liaison) | | Kwun Tong  Sai Kung  Wong Tai Sin |
| **ICAC Regional Office**  **Kowloon West**  G/F, Nathan Commercial Building  434 - 436 Nathan Road  Yau Ma Tei   |  |  | | --- | --- | | Tel : | 2780 8080 (Enquiry & Report) | |  | 2899 3916 (Liaison) | | Fax : | 2770 3415 (Liaison) | | Kowloon City  Sham Shui Po  Yau Tsim Mong |

|  |  |
| --- | --- |
| **New Territories** | **Districts** |
| **ICAC Regional Office**  **New Territories East**  G06 - G13, G/F  Sha Tin Government Offices  1 Sheung Wo Che Road  Shatin   |  |  | | --- | --- | | Tel : | 2606 1144 (Enquiry & Report) | |  | 2899 3944 (Liaison) | | Fax : | 2604 7116 (Liaison) | | North District  Sha Tin  Tai Po |
| **ICAC Regional Office**  **New Territories North West**  G/F, Fu Hing Building  230 Castle Peak Road - Yuen Long  Yuen Long   |  |  | | --- | --- | | Tel : | 2459 0459 (Enquiry & Report) | |  | 2899 3880 (Liaison) | | Fax : | 2450 7925 (Liaison) |   **ICAC Regional Office**  **New Territories South West**  Shop B1, G/F, Tsuen Kam Centre  300 - 350 Castle Peak Road - Tsuen Wan  Tsuen Wan   |  |  | | --- | --- | | Tel : | 2493 7733 (Enquiry & Report) | |  | 2899 3843 (Liaison) | | Fax : | 2413 8490 (Liaison) | | Tuen Mun  Yuen Long  Kwai Tsing  Tsuen Wan |
|  |  |
|  |  |

**Reports of**

**ICAC Advisory Committees**

**2021**

**Advisory Committee on Corruption**

**ANNUAL REPORT 2021**

**TO THE CHIEF EXECUTIVE**

The Chief Executive the Honourable Mrs Carrie LAM CHENG Yuet-ngor,

**TERMS OF REFERENCE AND MEMBERSHIP**

The Advisory Committee on Corruption (ACOC) is the principal advisory body of the Independent Commission Against Corruption (ICAC) and oversees, among other things, its work programmes, staffing and administrative policies. The terms of reference and membership of ACOC in 2021 are at **Annexes A** and **B** respectively. The Chairmen of the Operations Review Committee, the Corruption Prevention Advisory Committee and the Citizens Advisory Committee on Community Relations are the ex-officio members serving ACOC together with other appointed members. At the end of 2021, Mr Evan AU YANG Chi-chun and Ms Eirene YEUNG retired from ACOC, whilst new members, Mr Victor LAM Hoi-cheung and Ms Cecilia LEE Sau-wai joined the Committee in 2022.

**WORK OF ACOC**

Despite the tremendous impact arising from the coronavirus pandemic in 2021, ICAC remained relentless and committed to achieving its anti-corruption mission through law enforcement, corruption prevention and community education. Facing the great challenges together with ICAC, ACOC spared no efforts to ensure the Commission’s effective tight rein on corruption as ever. During the year, ACOC held three meetings to review the corruption situation in Hong Kong and the work of ICAC presented by heads of the three ICAC departments.

***Holistic Anti-Corruption Strategy***

ACOC noted that Hong Kong remained a clean society with a very low level of corruption. The ICAC Annual Survey 2021 showed that almost all (98%) of the respondents had not come across corruption personally in the past 12 months. ICAC has earned international acclaim for the high efficacy of its anti-corruption work. Hong Kong continued to be ranked as one of the cleanest places in the world as indicated in the 2021 Corruption Perceptions Index of the Transparency International, the “Bribery and corruption do not exist” indicator in the World Competitiveness Yearbook 2021 released by the International Institute for Management Development as well as the Rule of Law Index 2021 of the World Justice Project and its “Absence of Corruption” factor. The hard-earned international recognition was a clear evidence of ICAC’s effective work strategy, and also the robust anti-corruption regime and staunch rule of law of Hong Kong.

In 2021, ICAC received a total of 2 264 corruption complaints (excluding election complaints), representing an 18% increase when compared to 2020. ACOC noted that the increase was attributed to the rise in the number of complaints concerning the private sector following the gradually reviving economic activities amid the pandemic. The number of complaints concerning the public sector remained stable. Despite isolated cases of civil servants being investigated or prosecuted for corruption offences, the civil service remained clean and honest. ACOC supported the launch of the Integrity Promotion Campaign for Public Bodies by ICAC to assist public bodies in strengthening their integrity management systems.

Concerning the private sector, ACOC noticed an upward trend in complaints across all major subsectors, including the building management industry, the construction industry, and the finance and insurance industry which registered most complaints, and ICAC has swiftly adopted a holistic anti-corruption strategy to sustain Hong Kong’s clean and fair business environment through robust law enforcement, enhanced systemic prevention and business ethics promotion. Endorsement was given to ICAC’s development of multifarious anti-corruption initiatives, including assisting the Property Management Services Authority to formulate and implement the code of conduct entitled Prevention of Corruption and related best practice guides, and launching the Professional Property Management with Integrity Programme to prevent corrupt practices and tender-rigging in the building management industry; curbing graft-facilitated illicit activities in the finance and insurance industry through closer collaboration with financial regulators to launch the “Integrity for Success” Ethics Promotion Campaign for the Insurance Industry and the Corruption Prevention Guide for Insurance Companies; and mounting a series of enforcement actions against the corrupt acceptance of “referral fees” in the construction industry, as well as rolling out the Integrity Management System, the Ethics Promotion Programme for the Construction Industry and the “Integrity Charter” to assist the construction industry in strengthening its corruption prevention capabilities.

ACOC appreciated efforts made by ICAC in consolidating integrity education for the public, in particular the younger generation. ICAC also gained support from ACOC in the work to hammer home messages of probity and encourage citizens to embrace integrity in their daily lives through various publicity initiatives including the “Shine with Integrity” district educational programme, “Anti- Corruption Walks”, “i Junior Programme for Primary School”, and iPLUS Training Camp for iTeen Leaders, etc. ACOC was pleased to note that public support for ICAC remained high. According to the 2021 ICAC Annual Survey, 90% of the respondents considered ICAC deserved their support.

***Support Clean Elections***

ACOC supported ICAC’s adoption of a holistic approach integrating robust law enforcement, meticulous prevention and comprehensive public education to ensure that the Election Committee (EC) Subsector Ordinary Elections and the 2021 Legislative Council (LegCo) General Election were held in a fair and corruption-free manner. The preventive and intervention approach comprised requests made to social media platforms or websites to remove contents which might constitute offences of manipulating or undermining elections; anti-corruption guidelines offered to participating organisations in respect of the membership registration, voter nomination and return of EC members and to specified bodies in the LegCo functional constituencies; election briefings arranged for various organisations, political parties and persons involved in elections, and a whole range of activities organised for dissemination of clean election messages to the public. ACOC noted that a majority of ICAC officers were deployed for execution of duties on the polling days of the two elections to handle public enquiries and complaints on site and observe the polling and vote- counting processes. The all-out effort made by the ICAC officers in the two elections was a full manifestation of their unwavering commitment and utmost professionalism to the anti-graft cause, which were highly commended by ACOC.

***Global Collaboration against Corruption***

ACOC acknowledged ICAC’s work in extending the international collaboration network by maintaining close liaison with overseas counterparts, and conducting meetings and capacity building programmes for graft fighters of other countries through internet platforms. ACOC also supported ICAC’s sustained synergy and communication with the National Commission of Supervision and anti-corruption agencies in the Greater Bay Area on the anti- corruption collaboration in the region.

ACOC congratulates ICAC Commissioner for being elected as president of the International Association of Anti-corruption Authorities with the support of the Central People’s Government and the Hong Kong Special Administrative Region Government. ACOC believes that ICAC will continue to capitalise on its nearly 50 years of anti-graft experience on areas of law enforcement, experience sharing and technical assistance so as to make further contributions to the global fight against corruption in partnership with anti-corruption agencies around the world.

***Corporate Governance***

ACOC continued to exercise an effective monitoring role to advise ICAC on its work. ACOC received periodic reports on internal audits, and noticed and supported ICAC’s efforts in making continual improvements to its internal control and administrative systems for enhanced governance.

ACOC considered and endorsed ICAC’s draft Estimates of Expenditure for 2022-23, and also scrutinised the ICAC Annual Report 2021 before it was submitted to you.

**APPRECIATION**

I wish to take this opportunity to thank members of ACOC for their contributions and support. I, together with other members of ACOC, would also like to place on record our gratitude to ICAC officials for their reports and briefings and sincerity in answering members’ enquiries.

Martin LIAO Cheung-kong, GBS, JP

Chairman

Advisory Committee on Corruption

**Annex A Advisory Committee on Corruption**

**Terms of Reference (as at 31 December 2021)**

1. To advise the Commissioner of the Independent Commission Against Corruption on any aspect of the problem of corruption in Hong Kong, and, to this end :
   1. to keep the operational, staffing and administrative policies of the Commission under review;
   2. to advise on action being considered by the Commissioner under section 8(2) of the Independent Commission Against Corruption Ordinance;
   3. to receive reports by the Commissioner on disciplinary action taken;
   4. to consider the annual estimates of expenditure of the Commission;
   5. to scrutinise the annual report of the Commission before its submission to the Chief Executive; and
   6. to submit an annual report to the Chief Executive on the work of the Committee.
2. To draw to the Chief Executive’s attention, as it considers necessary, any aspect of the work of the Commission or any problem encountered by it.

**Annex B Advisory Committee on Corruption**

**Membership (as at 31 December 2021)**

|  |  |
| --- | --- |
| The Hon Martin LIAO Cheung-kong, GBS, JP | (Chairman) |
| Ms AU King-chi, GBS, JP |  |
| Mr Evan AU YANG Chi-chun |  |
| The Hon CHAN Hak-kan, SBS, JP |  |
| Ms Irene CHOW Man-ling |  |
| The Hon Abraham SHEK Lai-him, GBS, JP |  |
| Ms Eirene YEUNG |  |
| Chairman of the Operations Review Committee | (ex officio) |
| Chairman of the Corruption Prevention Advisory Committee | (ex officio) |
| Chairman of the Citizens Advisory Committee on Community Relations | (ex officio) |
| Director of Administration | (ex officio) |
| Commissioner, Independent Commission Against Corruption | (ex officio) |
| Head of Operations, Independent Commission Against Corruption | (ex officio) |

**Operations Review Committee**

**ANNUAL REPORT 2021**

**TO THE CHIEF EXECUTIVE**

The Chief Executive the Honourable Mrs Carrie LAM CHENG Yuet-ngor,

**TERMS OF REFERENCE AND MEMBERSHIP**

The Operations Review Committee, comprising 13 non-official members, oversees the work of the Operations Department of the Independent Commission Against Corruption (ICAC). Its terms of reference and membership are at **Annexes A** and **B** respectively. At the end of 2021, Ms Teresa AU Man-yee and I retired from the Committee. Mr Paul LAM Ting-kwok was appointed as new Chairman of the Committee, while two new members, Ms Clara CHAN Yuen-shan and Mr Felix LI Kwok-hing, joined the Committee in 2022.

**WORK OF THE COMMITTEE**

The Committee met on eight occasions during 2021 to review reports prepared by the Operations Department. The Committee has devised an established system of declaration of conflicts of interest to ensure that each and every case was reviewed in a fair and objective manner. At each meeting, the Committee received reports and updates on current major investigations, cases prosecuted at court, ICAC investigations spanning over a year and cases involving persons who had been on ICAC bail for over six months. The Committee noted that no search warrants had been issued by the Commissioner pursuant to section 17 of the *Prevention of Bribery Ordinance* (Cap 201). During the year, the Committee also received reports on 41 completed major investigations.

A Subcommittee comprising three non-official members sitting in rotation was convened on eight separate occasions to consider and advise on 2 027 completed minor investigations and 507 non-pursuable complaints of corruption. Findings of the Subcommittee were reported to the Committee for endorsement.

The Head of Operations attended the Committee meetings to brief members on the work of the Operations Department, corruption statistics and trends and other issues of interest. We also received the *Annual Report on Corruption and Malpractice in the Government 2020*, which identified areas susceptible to corruption and malpractices in the Government.

**GENERAL CORRUPTION SCENE**

A total of 2 264 corruption complaints (excluding election complaints[[3]](#footnote-3)) were received in 2021, representing an increase of 18% when compared to 1 924 complaints in 2020. There was also a corresponding rise of 19% (from 1 457 to 1 738) in pursuable complaints. The Committee noted that the increase was attributed to the rise in the number of complaints concerning the private sector following the gradually reviving economic activities amid the pandemic. Overall, 65% of the corruption complaints concerned the private sector, while 28% related to government departments and 6% involved public bodies.

Corruption is a highly insidious crime difficult to detect. The Committee appreciates that the Operations Department pursued each and every corruption case vigilantly with perseverance. In 2021, 190 persons were prosecuted in 106 cases (excluding election cases), up by 24% and 18% respectively when compared to 153 persons in 90 cases in 2020. In addition, 29 persons were formally cautioned for minor breaches of offences. In the year, 110 persons were convicted (excluding election cases). The person-based and case-based conviction rates were 71% and 77% respectively.

The Committee notes that public support remains strong with 70% of the complainants identifying themselves when reporting corruption.

**CORRUPTION IN THE GOVERNMENT SECTOR**

In 2021, 645 complaints concerning staff of government bureaux and departments were received, representing a slight increase of 3% when compared to 629 complaints in 2020. The number of pursuable complaints went up by 7% from 400 to 426.

Hong Kong is a world-acclaimed clean city and the citizens of Hong Kong have great expectations of a civil service with a high level of integrity and accountability. It is encouraging to note that, despite isolated cases of civil servants being investigated or prosecuted for corruption offences, the corruption scene in the Government remains stable and that the civil service remains clean and honest. The Committee is confident that the Operations Department will continue to pursue each and every complaint vigorously without fear or favour and in strict accordance with the law.

The Committee is also pleased to note the ICAC’s continuous collaboration with government bureaux and departments to ensure the upholding of integrity and probity of government servants. In 2021, a total of 175 complaints (excluding election complaints) were referred to ICAC for action by various government bureaux and departments. Of these complaints, 70 were referred by the Food and Environmental Hygiene Department, 16 by the Transport and Housing Bureau, nine by the Correctional Services Department, seven by the Water Supplies Department, and the remainder by other government bureaux and departments.

**REFERRAL OF CASES FOR CONSIDERATION OF DISCIPLINARY AND/OR ADMINISTRATIVE ACTION BY HEADS OF DEPARTMENTS**

In 2021, as endorsed by the Committee, 44 cases involving 65 government servants were referred to the relevant bureaux and departments for consideration of disciplinary and/or administrative action. Such referrals mainly concerned civil servants misusing their authority, obtaining unauthorised loans and neglecting their duties.

**CORRUPTION CONCERNING PUBLIC BODIES**

In 2021, corruption complaints relating to public bodies dropped by 15% (from 161 to 137) and pursuable complaints by 8% (from 106 to 98) when compared to 2020. The Hospital Authority (33), District Council (12), the University of Hong Kong (eight), MTR Corporation Limited (eight) and the Hong Kong Sports Institute Limited (seven) together accounted for 50% of the total complaints relating to public bodies.

**CORRUPTION IN THE PRIVATE SECTOR**

In 2021, complaints concerning the private sector increased by 31% from 1 134 to 1 482, with a corresponding 28% increase from 951 to 1 214 in pursuable complaints. The rise was seen across all major subsectors concerning the private sector, including the top three subsectors attracting most complaints, which are building management (from 456 to 549), construction industry (from 109 to 174), and finance and insurance (from 100 to 142).

The Committee notices that the building management subsector remained at the top of the list registering the most complaints. As building management is closely related to people’s livelihood, corruption and related malpractices would have great impact on the management quality and even put the safety and interests of occupants at stake. The Committee supports the Operations Department’s two-pronged strategy combining the traditional approach of enforcement work with early intervention action to alert the flat owners concerned to the hidden risks in the award of contracts.

The Committee notes that the construction industry is another subsector attracting more complaints, and corruption in the industry will often affect the livelihood of grassroot construction workers. The Committee is pleased to note that the Operations Department has spared no effort in eradicating corruption in the industry. Following a series of ICAC enforcement actions mounted against cases of bribe-for-employment in the construction industry in the first half of 2021, more extorted construction workers came forward to lodge complaints, resulting in a significant surge in the number of complaints. Other complaints concerning the construction industry are mainly related to corrupt dealings between agents and contractors or suppliers and corruption over staff administrative matters (e.g. submission of false attendance records).

The Committee observes that complaints in relation to the finance and insurance subsector recorded an increase of 42% over 2020. To uphold public confidence in Hong Kong’s financial system, ICAC has been making sustained efforts to fight corruption and other graft-facilitated illicit activities concerning the financial sector in collaboration with various financial regulators, including the signing of a Memorandum of Understanding with the Securities and Futures Commission and the Financial Reporting Council respectively in 2019 and September 2021 for greater mutual cooperation to curb corruption, illicit activities and malpractices in the financial market, as well as to strengthen ethical governance of listed companies, and enhance the codes of conduct and integrity of related professionals and corporate executives. The Committee is pleased to note that in 2021, the Operations Department had worked closely with various financial regulators and conducted a number of joint operations which brought fruitful results.

**ELECTIONS**

2021 marked a milestone for the electoral system of Hong Kong with the Government’s full implementation of the improved electoral system in the first half of 2021 and the *Improving Electoral System (Consolidated Amendments) Bill 2021* coming into force on 31 May 2021. The 2021 Election Committee Subsector Ordinary Elections and the 2021 Legislative Council General Election held on 19 September 2021 and 19 December 2021 respectively were conducted in an orderly manner. On the polling day of the 2021 Legislative Council General Election, 900 ICAC staff were mobilised to carry out different duties across the territory. Apart from handling public enquiries and complaints in relation to the election on site at over 600 polling stations , including three at the boundary control points, the ICAC officers also monitored the ensuing vote-counting process. Additional staff were also deployed to the ICAC Report Centre for handling enquiries and complaints from the public. Following the addition of new electoral offences to the amended *Elections (Corrupt and Illegal Conduct) Ordinance (ECICO)* (Cap 554), i.e., “inciting another person not to vote, or to cast invalid vote, by activity in public during election period” (section 27A), ICAC has taken resolute enforcement action to deter any corrupt and illegal conduct that might manipulate or undermine public elections. The determination of ICAC in upholding fair and clean elections was fully displayed in its robust enforcement of the law.

As at 31 December 2021, ICAC had received a total of eight complaints (seven pursuable) in respect of the 2021 Election Committee Subsector Ordinary Elections and 52 complaints (48 pursuable) concerning the 2021 Legislative Council General Election. Separately, ICAC had received 29 complaints (28 pursuable) in respect of the 2020 Legislative Council General Election originally scheduled for 6 September 2020.

In 2021, 10 persons were prosecuted and three persons cautioned for various electoral offences, while 191 persons were given warnings for minor breaches of electoral offences. In the year, 18 persons were convicted of various electoral offences and two persons received bind-over orders for offences related to the provision of entertainment at elections.

The Committee fully supports the ICAC’s strategy of taking resolute enforcement action against electoral offences under the ECICO, complemented with the preventive and intervention approach. The Committee is confident that ICAC will continue to ensure fair and clean public elections in Hong Kong.

**CONCLUSION**

The global outbreak of the coronavirus pandemic since 2020 has posed enormous challenges to the local economy and people’s livelihood as well as the ICAC’s enforcement work. The Committee is pleased to note that ICAC officers remained steadfast to their posts during these trying times and discharged their duties with strong commitment and dedication. Graft fighting is never an easy task. The Committee is confident that ICAC will remain resolute even in face of the tough challenge and will continue to pursue the anti-graft mission in accordance with the law without fear or favour.

**APPRECIATION**

Lastly, I would like to express my heartfelt gratitude to all members of the Committee for their commitment and contributions in the past year in reviewing cases and offering valuable opinions. The Committee also commends the hard work of the Operations Department, as well as its pledge to uphold the rule of law and Hong Kong’s hard earned reputation as a clean society.

Benjamin TANG Kwok-bun, GBS

Chairman

Operations Review Committee

**Annex A Operations Review Committee**

**Terms of Reference (as at 31 December 2021)**

1. To receive from the Commissioner of the Independent Commission Against Corruption information about all complaints of corruption made to the Commission and the manner in which the Commission is dealing with them.
2. To receive from the Commissioner progress reports on all investigations lasting over a year or requiring substantial resources.
3. To receive from the Commissioner reports on the number of, and justifications for, search warrants authorised by the Commissioner, and explanations as to the need for urgency, as soon afterwards as practicable.
4. To receive from the Commissioner reports on all cases where suspects have been bailed by the Commission for more than six months.
5. To receive from the Commissioner reports on the investigations the Commission has completed and to advise on how those cases that on legal advice are not being subject to prosecution or caution, should be pursued.
6. To receive from the Commissioner reports on the results of prosecutions of offences within the Commission’s jurisdiction and of any subsequent appeals.
7. To advise the Commissioner on what information revealed by investigations into offences within its jurisdiction shall be passed to government departments or public bodies, or other organisations and individuals, or, where in exceptional cases, it has been necessary to pass such information in advance of a Committee meeting, to review such action at the first meeting thereafter.
8. To advise on such other matters as the Commissioner may refer to the Committee or on which the Committee may wish to advise.
9. To draw to the Chief Executive’s attention any aspect of the work of the Operations Department or any problems encountered by the Committee.
10. To submit annual reports to the Chief Executive which should be published.

**Annex B Operations Review Committee**

**Membership (as at 31 December 2021)**

|  |  |
| --- | --- |
| Mr Benjamin TANG Kwok-bun, GBS | (Chairman) |
| Ms Teresa AU Man-yee |  |
| The Hon Ronick CHAN Chun-ying, JP |  |
| Dr Emily CHAN Po-shan |  |
| Dr Aron Hari HARILELA, BBS, JP |  |
| Prof David HUI Shu-cheong, BBS |  |
| Mr Johnson KONG Chi-how |  |
| Mr Paul LAM Ting-kwok, SBS, SC, JP |  |
| Mr Richard Kendall LANCASTER |  |
| Prof LI Pang-kwong, BBS, JP |  |
| Ms Melissa Kaye PANG, BBS, MH, JP |  |
| Dr Kelvin WONG Tin-yau, SBS, JP |  |
| Ms Nicole YUEN Shuk-kam |  |
| Secretary for Justice (or representative) | (ex officio) |
| Commissioner of Police (or representative) | (ex officio) |
| Director of Administration | (ex officio) |
| Commissioner, Independent Commission Against Corruption | (ex officio) |

**Corruption Prevention Advisory Committee**

**ANNUAL REPORT 2021**

**TO THE CHIEF EXECUTIVE**

The Chief Executive the Honourable Mrs Carrie LAM CHENG Yuet-ngor,

**TERMS OF REFERENCE AND MEMBERSHIP**

The Corruption Prevention Advisory Committee (CPAC), comprising 12 non-official members, advises the Commissioner of Independent Commission Against Corruption (ICAC) on the work of the Corruption Prevention Department (CPD). Its terms of reference and membership are at **Annexes A** and **B** respectively. This year, Miss Mabel CHAN Mei-bo and Ms Doreen KONG Yuk-foon have succeeded Mrs Yvonne LAW SHING Mo-han and Ms Melissa Kaye PANG as Members of the Committee. Through seven subcommittees, each comprising two non-official members, the Committee advises on the focus and priority of the work of the seven Assignment Groups of the CPD.

**WORK OF THE COMMITTEE**

In the year, the CPAC met on six occasions and considered 69 assignment reports presented by the CPD. These assignment reports, involving mostly the work of government bureaux/departments (B/Ds) and public bodies covering a wide range of operational systems and functions, were scrutinised by the CPAC to ensure that the recommendations proposed by the CPD to mitigate the corruption risks identified were practical and effective. A list of all the reports endorsed by the CPAC is at **Annex C**. Following the issue of reports, the CPD followed up closely with government B/Ds and organisations concerned on their implementation of the recommendations.

The CPAC noted that apart from the assignment studies, the CPD provided timely advice to government B/Ds and public bodies on 462 occasions[[4]](#footnote-4)\*, mainly in their formulation/review of legislation, policies, systems and procedures for the implementation of new initiatives, public services and projects. Furthermore, tailor-made corruption prevention advice was offered to private organisations on 1 205 occasions\*, with each request for services duly responded to within two working days. In addition, the Corruption Prevention Advisory Service handled 787 public enquiries through its hotline service. The CPD also conducted a total of 234 corruption prevention seminars for government B/Ds, public bodies and private organisations (including non-governmental organisations and consultants/contractors of public works), reaching an audience totalling over 11 460 persons.

**HIGHLIGHT OF WORK**

During the year, the CPD continued to assist government B/Ds and public bodies in plugging corruption loopholes in their systems and procedures, so as to ensure their public policies and services are implemented effectively and corruption-free. The CPAC is pleased to note in particular the strategy of prevention at source adopted by the CPD in providing early input to the Government and public bodies on important new or enhanced initiatives and public services, which can help ensure the incorporation of the necessary integrity management and corruption prevention measures at the outset. The CPD also continued to provide corruption prevention advisory services to the private sector through convenient and diversified channels, including electronic platforms. The CPAC is also particularly pleased to note the remarkable achievements the CPD made in its collaboration with the business sector in promoting the adoption of corruption prevention practices in various industries. The highlight of the CPD’s work is set out below.

***Assist in Government’s Good Administration through Strategy of Prevention at Source***

In recent years, the Government has launched a number of new initiatives and programmes on livelihood and economic development. Such initiatives include the improved electoral system, increase in land and housing supplies, the embrace of innovation and technology and financial services. Adopting the strategy of prevention at source, the CPD provides early corruption prevention advice to government B/Ds and public bodies concerned during the formulation and preparation of the initiatives and programmes so that integrity management and corruption prevention measures are embedded in them at the outset. The CPD also follows up on the implementation of the measures with a view to plugging any corruption loopholes subsequently unfolded. The CPAC is pleased to note this comprehensive approach with early input to facilitate a robust and successful implementation.

***Address Issues concerning People’s Livelihood, Public Safety and Interest***

The CPD attaches particular importance to public administration concerning people’s livelihood or safety, issues of public interest or concern, and programmes and projects involving substantial amount of public money. The CPAC is pleased to note that the CPD had reviewed and offered corruption prevention advice to mitigate the corruption risks in the relevant programmes and procedures, covering such areas as public election, public works, law enforcement and regulatory functions, public procurement, public hygiene services, funding scheme administration, processing of small house applications, and supervision of building and fire safety.

***Strengthen Industries’ Capabilities in Corruption Prevention through Partnership***

The CPAC applauses the concerted efforts of the CPD and the regulatory bodies/organisations in enhancing the integrity management and corruption prevention capabilities of various industries through innovative and diversified approaches, which achieved gratifying results during the year. With a view to encouraging and assisting the construction industry to implement integrity management and strengthen their corruption prevention capabilities, the CPD, in collaboration with the Development Bureau and the Construction Industry Council, launched the Integrity Management System for public works and the Construction Industry “Integrity Charter”. The CPD was also commended for its implementation of the same strategy for other industries, including its assistance given to the Property Management Services Authority to issue the statutory *Code of Conduct of Prevention of Corruption* for property management companies and practitioners, the promulgation of the *Corruption Prevention Guide for Insurance Companies* to the insurance industry, the organisation of thematic talks/training for the practitioners and provision of tailor-made corruption prevention services to individual companies of the above industries.

**LOOKING AHEAD**

The CPAC supports the CPD’s corruption prevention strategy to assist public and private sectors in enhancing and strengthening their corruption prevention capabilities.

To uphold clean elections, the CPD will continue to assist the Government in reviewing and enhancing the electoral processes, and conduct detailed reviews on and produce corruption prevention guidelines for the nomination and registration procedures of organisations participating in the elections.

The CPD will step up the corruption prevention work for public bodies, including assisting them in enhancing their codes of conduct for members and employees, reviewing those operation and procedures which are corruption-prone, and providing capacity training on corruption prevention.

The banking industry plays a pivotal role in the development of Hong Kong. The CPD has planned to develop a new practical guide for use by the banking industry to assist banks in enhancing integrity management and strengthening their corruption prevention capabilities in their core functions.

The CPD will sustain its efforts to promote the Construction Industry Integrity Charter, assist the MTR Corporation Limited in enhancing the corruption prevention controls in the new railway projects, and provide integrity management training to its project teams. The CPD will also assist property management companies and practitioners in strengthening their corruption prevention capabilities.

**CONCLUSION**

The CPD continues to play a crucial role in enhancing the governance and internal controls of both public and private organisations in Hong Kong. The CPAC affirms the work done by the CPD in the past year, in particular its professional and conscientious efforts in upholding of clean elections under the electoral system. The offer of a wide range of corruption prevention services to the public and private sectors through the CPD’s prevention at source and partnership strategies also helps maintain Hong Kong as an economy of integrity and competitiveness.

**APPRECIATION**

I would like to take this opportunity to express my appreciation for the contribution and support of all CPAC members during the year. I would also like to thank CPD staff for their hard work, professionalism and dedication.

Adrian WONG Koon-man, BBS, MH, JP

Chairman

Corruption Prevention Advisory Committee

**Annex A Corruption Prevention Advisory Committee**

**Terms of Reference (as at 31 December 2021)**

1. To receive and call for reports from the Commission about practices and procedures of government departments, public bodies and the private sector which may be conducive to corruption, and advise the Commissioner what areas should be examined and the degree of priority to be accorded to each.
2. To consider recommendations arising from such examinations and advise the Commissioner on further action to be taken.
3. To monitor action taken to implement recommendations made on the advice of the Corruption Prevention Advisory Committee.

**Annex B Corruption Prevention Advisory Committee**

**Membership (as at 31 December 2021)**

|  |  |
| --- | --- |
| Mr Adrian WONG Koon-man, BBS, MH, JP | (Chairman) |
| Ms Kuby CHAN Yin-hung |  |
| Prof Emily CHAN Ying-yang |  |
| Mr Sunny CHEUNG Yiu-tong |  |
| Mr Alex CHU Wing-yiu |  |
| Dr Stephen LAI Yuk-fai, JP |  |
| Miss Mabel CHAN Mei-bo |  |
| The Hon Doreen KONG Yuk-foon |  |
| Mr Albert SU Yau-on, MH, JP |  |
| Mr Winson WOO Lap-kee |  |
| Mr Alan YAU Hoi-ngan |  |
| Miss Theresa YEUNG Wing-shan |  |
| Commissioner of Police (or representative) | (ex officio) |
| Director of Administration (or representative) | (ex officio) |
| Commissioner, Independent Commission Against Corruption | (ex officio) |

**Annex C Assignment Reports Completed by Corruption Prevention Department in 2021**

| ***Client*** |  | ***Subject Area*** |
| --- | --- | --- |
| 1. **Government Bureaux/Departments** | | |
| Civil Service Bureau |  | Promotion of Executive Officer Grade |
| Development Bureau |  | Implementation of Integrity Management System for Approved Public Works Contractors |
|  |  | Licensing for Excavation and Search for Antiquities |
| Transport and Housing Bureau |  | Transitional Housing Funding Scheme |
| Agriculture, Fisheries and Conservation Department |  | Licensing and Control of Ivory Trade |
|  |  | Administration of Sustainable Agricultural Development Fund |
| Architectural Services Department |  | Management of the List of Consultants of Architectural and Associated Consultants Selection Board |
| Building Department |  | Signboard Control System |
|  |  | Enforcement of Fire Safety Ordinances |
| Civil Aviation Department |  | Control and Monitoring of Air Operators and Aircraft |
| Civil Engineering and Development Department |  | Letting and Administration of Capital Works Contracts Adopting New Engineering Contract Non-target Options |
| Correctional Services Department |  | Supply and Control of Food Items in Correctional Institutions |
| Create Hong Kong |  | Administration of CreateSmart Initiative |
| Customs and Excise Department |  | Inspection of Air Cargoes |
|  |  | Work of Financial Investigation Group |
| Drainage Services Department |  | Direct Procurement of Consultancy Services and Works |
|  |  | Control of Prefabricated Construction Components and Modules |
| Electrical and Mechanical Services Department |  | Conveyance of LPG by Gas Vehicles |
| Environmental Protection Department |  | Administration of the Producer Responsibility Scheme for Waste Electrical and Electronic Equipment |
| Fire Services Department |  | Processing of Fire Safety Plans |
| Food and Environmental Hygiene Department |  | Letting and Administration of Pest Control Services Contracts |
|  |  | Regulation and Control of Online Restricted Food Permits |
| Government Logistics Department |  | Letting and Administration of Standing Offer Agreements for Information Technology Items |
| Highways Department |  | Batch Payment System in Term Maintenance Contracts |
| Hong Kong Monetary Authority |  | Work of the Banking Conduct Department |
| Hong Kong Police Force |  | Massage Establishment Licences |
| Hongkong Post |  | Design and Printing of Commemorative Stamps |
|  |  | Philatelic Operations |
| Housing Department |  | Site Supervision of New Building Works |
|  |  | Cleaning and Security Services in Public Rental Housing Estates |
|  |  | Maintenance and Improvement of Fire Service Installations in Public Rental Housing Estates |
| Inland Revenue Department |  | Field Audit and Investigation |
| Labour Department |  | Enforcement of Occupational Safety Legislations on Non-construction Sites |
| Lands Department |  | Lease Modification and Land Exchange Procedures |
|  |  | Processing of Small House Applications |
| Office of the Government Chief Information Officer |  | Administration of Wi-Fi Connected City Programme |
| Trade and Industry Department |  | Import and Export Licensing and Control |
| Transport Department |  | Administration of Driving Tests |
| Water Supplies Department |  | Enforcement against Contravention of Waterworks Ordinance and Waterworks Regulations |
| 1. **Scheduled Public Bodies** | | |
| CLP Power Hong Kong Limited |  | Procurement and Inventory Management of Store Items |
| Hong Kong and China Gas Company Limited |  | Letting and Administration of Building Maintenance Contracts |
| Hong Kong Cyberport Management Company Limited |  | Administration of Financial Assistance Programmes for Digital Entrepreneurs |
| Hong Kong Examinations and Assessment Authority |  | Administration of International and Professional Examinations |
| Hong Kong Exchanges and Clearing Limited |  | Listing of Structured Products |
| Hong Kong Export Credit Insurance Corporation |  | Management of Surplus Funds |
| Hong Kong Housing Society |  | Administration of Property Management Staff (Site Operation) |
|  |  | Site Supervision of Piling Works |
| Hong Kong Productivity Council |  | Review of Standard Practices of Hong Kong Productivity Council |
|  |  | Administration of the Dedicated Fund on Branding, Upgrading and Domestic Sales |
|  |  | Staff Administration Procedures |
|  |  | Governance of the Hong Kong Productivity Council |
| Hong Kong Science and Technology Parks Corporation |  | Letting of Facilities Management Services |
|  |  | Maintenance of Science Park Facilities |
| Hospital Authority |  | Procurement of Chinese Medicine Products |
| Independent Commission Against Corruption |  | Research on Open Data for Corruption Prevention |
| Insurance Authority |  | Procurement of Goods and Services |
| Mandatory Provident Fund Schemes Authority |  | Regulation of Mandatory Provident Fund Intermediaries |
| MTR Corporation Limited |  | Leasing of Commercial Properties |
|  |  | Maintenance of Equipment and Systems for Railway Operation |
| Securities and Futures Commission |  | Procurement of Legal and Professional Services |
| The Education University of Hong Kong |  | Procurement of General Goods and Services |
| The Hong Kong Academy for Performing Arts |  | Management of Donations and Organisation of Fundraising Activities |
| The Hong Kong University of Science and Technology |  | Letting and Administration of Works Consultancies |
| The Kowloon Motor Bus Company (1933) Limited |  | Stores Management of Bus Spare Parts and Tyres |
| The University of Hong Kong |  | Acquisition and Management of Library Materials |
| West Kowloon Cultural District Authority |  | Booking and Use of Performing Arts Facilities |
|  |  | Organisation and Management of Performing Arts Programmes |
| 1. **Others** | | |
| Public Sector |  | Research on Integrity Management Requirements for Public Procurement of General Goods and Services |
| Tung Wah Group of Hospitals |  | Operation of Funeral Parlours |

**Citizens Advisory Committee on Community Relations**

**ANNUAL REPORT 2021**

**TO THE CHIEF EXECUTIVE**

The Chief Executive the Honourable Mrs Carrie LAM CHENG Yuet-ngor,

**TERMS OF REFERENCE AND MEMBERSHIP**

The Citizens Advisory Committee on Community Relations (CACCR) advises the Commissioner of the ICAC on the work of the Community Relations Department (CRD). The Committee has 15 members drawn from a wide cross-section of the community. Its terms of reference and membership are at **Annexes A** and **B** respectively. The CACCR has two subcommittees, namely the Media Publicity and Community Research Subcommittee and the Preventive Education and Public Engagement Subcommittee, which scrutinise and give advice on specific aspects of CRD’s work and report to the CACCR.

**WORK OF THE COMMITTEE**

During the year, the CACCR conducted three meetings to discuss and advise on measures to consolidate a probity culture in the community through face-to-face contacts with different segments of the community and effective use of the mass and new media. The two Subcommittees, which held a total of six meetings in 2021, advised on specific areas of CRD’s work and reported their deliberations to the CACCR for endorsement.

In reviewing the Committee’s work, I would like to highlight a number of remarkable achievements of the CRD in 2021 which had brought the anti-corruption and integrity promotion work to a new height.

***Clean Elections***

The Election Committee Subsector Election and Legislative Council General Election which had taken place in 2021 were the first two public elections under the new electoral system. The CACCR deeply appreciated the relentless efforts of the CRD in adopting an “all-embracing” education and publicity strategy to disseminate integrity messages to all stakeholders. Officers of the CRD seized every opportunity to interact with members of the public, in particular the persons participating in public elections for the first time, aiming to clarify their queries regarding the electoral law and promote the clean election message. Briefings for different organisations, political parties, polling station staff and individuals taking part in the elections; and over 50 Flash Roadshows in major urban areas, public housing estates and shopping malls across 18 districts were conducted to educate all walks of life on the major and new legal provisions under the *Elections (Corrupt and Illegal Conduct) Ordinance*. Besides, the CRD successfully engaged press media, television and radio programmes, as well as online and outdoor advertising platforms to make clean election messages prevail in the city. With the two public elections concluded smoothly and orderly, I would like to express my gratitude to all CRD officers who took part in the “Support Clean Elections” Programme, especially those who stayed at the forefront to handle enquiries and complaints in relation to the electoral law on polling days. Their meticulous efforts and professionalism in upholding the fairness and integrity of public elections were exemplary.

***Government and Public Bodies***

The Committee was regularly updated by the CRD on its efforts to entrench the culture of integrity in the government and public sector. Among all, the CACCR gave its full support to the “Integrity Promotion Campaign for Public Bodies”. One of our fellow CACCR members shared her precious first-hand experience of integrity management in public bodies (PBs) in the large-scale conference of the Campaign, which was well attended by 240 top management of 80 PBs. Right after the conference, the CRD reached out to all PBs to promote a wide variety of integrity management resources with an aim to build an ethical culture. The CACCR was delighted to see that positive response had been received from management of PBs in adopting ICAC’s preventive education services.

As for the government sector, the CACCR was delighted to learn that the CRD continued to provide integrity training to government officers of all ranks. Briefings had been conducted for all incumbent Principal Officials and Political Appointees of the current government cabinet to enlist their support in entrenching the probity culture in the civil service. Partnering with the Civil Service Bureau, the CRD injected new elements into the Ethical Leadership Programme by arranging small group briefings for Assistant Ethics Officers to facilitate in-depth experience exchange among government bureaux/departments on integrity management. Officers of CRD also maintained frequent communication with government bureaux/departments to encourage their adoption of training cycles to arrange anti-corruption talks for their staff at regular intervals.

***Business Ethics Promotion***

CRD’s Hong Kong Business Ethics Development Centre (HKBEDC) strived to promote business and professional ethics as the first line of defence against corruption. The CACCR recognised the efforts of the HKBEDC to take advantage of the growing trend of video conferencing and start a brand new online training platform “BEDC Channel”. Free anti-corruption webinars were offered to business practitioners to introduce the anti-bribery law and promote ethical business practices. The HKBEDC also launched a new thematic webpage “BUSTED! 12 Myths About Corruption” to remind small and medium enterprises and start-ups to stay alert to common trade practices that might entail corruption risks, so as to remain competitive amidst economic fluctuations.

In respect of the emergence of corruption cases in the construction industry, the CACCR fully supported the “Ethics Promotion Programme for Construction Industry”, under which the HKBEDC successfully mobilised key industry stakeholders to assist in the production and promulgation of new educational resources targeting industry-players of all levels. In particular, intensive efforts were made to promote the “Don’t Bribe for Jobs” message to frontline workers urging them not to tolerate corruption.

***Youth and Moral Education***

The CACCR attached great importance to the promotion of the core values of integrity and law-abidingness to our younger generation. In 2021, the CRD brought in two new value education initiatives for youngsters of different developmental stages. Firstly, an “i Junior Programme for Primary School” was introduced under which moral education resources on the theme of “self-discipline” and “rule-abidingness” were supplied to around 140 schools joining the Student Participation Scheme. It was encouraging to note that the teaching materials, aiming to assist teachers to take forward the Moral and Civic Education Curriculum, were favourablly received by participating schools.

In December 2021, the CRD organised a three-day iPLUS training camp for a group of senior secondary iTeen Leaders. The diversified experiential activities at the ICAC Training School and a visit to the Department of Justice impressed the youngsters on the importance of upholding the core values of law-abidingness, integrity and rule of law. With the fruitful experience, the CACCR was pleased to learn that the CRD would extend the iPLUS youth development programme to tertiary students in future.

***Corruption Prevention and Education in Building Management***

The CACCR acknowledged the Department’s continuous efforts to offer preventive education services to owners’ corporations and related building management bodies. As a new initiative in the year, the CRD implemented the “Professional Property Management with Integrity Programme” in full steam with the support of Property Management Services Authority. Anti-corruption messages were disseminated to property management practitioners through the Department’s promotional drive to all property management companies in the territory, professional bodies in the field and post-secondary education institutions running property management related programmes.

***Community Engagement***

The CACCR endorsed CRD’s community engagement strategy to put across anti-corruption messages amongst different sectors of the community and garner their support. The Department continued to engage ICAC Club members to provide assistance in anti-corruption activities at district levels. With the assistance of ICAC Club Youth Chapter members, regional offices of CRD kick-started the planning of “Anti-Corruption Walks” across the territory aiming to impress upon members of the public the anti-corruption efforts of the ICAC and the importance of the rule of law and law-abidingness. In late 2021, the CRD rolled out a publicity campaign on the latest “Shine with Integrity” video to further promulgate the “All for Integrity” Territory-wide Programme. With incessant efforts, around 693 000 counts of people were reached through a series of community engagement activities.

***Mass and New Media Publicity***

The CRD continued to explore mass media platforms to project the unwavering perseverance of the ICAC in its graft-fighting mission and make integrity messages highly visible to the general public. On the other hand, a variety of social media were deployed to extend the impact and reach of the Department’s probity promotion activities. To reach out to netizens, a brand-new animation series under the “Youth-for-Youth” Co-creation Project was launched to exemplify to youngsters corruption-prone scenarios in daily life in an appealing and light-hearted manner. The CACCR also appreciated the efforts of CRD in making use of the latest artificial intelligence chatbot technology to create a virtual assistant “J303” at its iTeen Camp website to provide instant and personalised guidance to young learners in acquiring anti-corruption knowledge.

**SUBCOMMITTEES**

During the year, the Media Publicity and Community Research Subcommittee offered valuable opinions on CRD’s deployment of mass and new media to maximise the reach of anti-corruption messages, including a thorough review to optimise the use of social media platforms by CRD. Moreover, the Subcommittee contributed expert advice on conduct of the ICAC Annual Survey and a number of focus group studies, the findings of which shed light on the development of preventive education and publicity strategies of CRD.

The Preventive Education and Public Engagement Subcommittee provided insightful contribution to CRD’s preventive education work for different segments of the community, including the latest initiatives for the property management and construction industries; as well as the “All for Integrity” Territory-wide Programme targeting all walks of life.

**APPRECIATION**

At the end of my tenure as Chairman of the CACCR, I would like to extend my appreciation to members of the CACCR and its Subcommittees for their contributions and devotion. I treasured the opportunities that we all worked together to sustain the probity culture of Hong Kong. As reflected in the *2021 ICAC Annual Survey*, the society of Hong Kong firmly supported the anti-corruption cause and remained highly intolerant of corruption. Citizens believed that keeping Hong Kong corruption-free was important to the overall development of the city. These findings affirmed the persistent efforts of the ICAC in eradicating corruption and CRD in particular to take the anti-graft message into every corner of the society. I wish to express my sincere gratitude to staff members of the CRD for their professionalism and dedication to uphold the core value of integrity in Hong Kong.

Timothy TONG Wai-cheung, BBS, JP

Chairman

Citizens Advisory Committee on Community Relations

**Annex A Citizens Advisory Committee on Community Relations**

**Terms of Reference (as at 31 December 2021)**

1. To advise the Commissioner of the Independent Commission Against Corruption measures to be taken to foster public support in combating corruption and educate the public against the evils of corruption.
2. To receive and call for reports on action taken by the Community Relations Department of the Commission in pursuance of the above.
3. To monitor community response to the Commission’s work and public attitudes towards corruption in general.

**Annex B Citizens Advisory Committee on Community Relations**

**Membership (as at 31 December 2021)**

|  |  |
| --- | --- |
| Prof Timothy TONG Wai-cheung, BBS, JP | (Chairman) |
| Mr Mac CHAN Ho-ting |  |
| Ms Bonnie CHAN Shum-yue |  |
| Ms Catalina CHAN Yuen-ling |  |
| Ms Quince CHONG Wai-yan, JP |  |
| Mr CHU Tsz-wing |  |
| Prof Anthony FUNG Ying-him, JP |  |
| Mr Chris IP Ngo-tung, BBS, JP |  |
| Prof LAU Chi-kuen, JP |  |
| Mr James MOK Hon-fai |  |
| Mr Webster NG Kam-wah |  |
| Mr Victor PANG Wing-seng, MH |  |
| Dr Rocky TUNG Yat-ngok |  |
| Ms Gigi WONG Ching-chi |  |
| Mr WONG Wai-kit, MH |  |
| Commissioner, Independent Commission Against Corruption | (ex officio) |

***Co-opted Members***

|  |  |
| --- | --- |
| Mr David CHAN Tsz-pui |  |
| Dr Esther CHO Yin-nei |  |
| Mr KWONG Ka-shi |  |
| Ms Sonia LAM Pik-chu, MH |  |
| Ms Eleanor LI Po-yee |  |
| Mr Anthony SO Chun-hin |  |
| Ms Ashley TSE Hiu-hung |  |
| Mr Eddie KWOK Ming-lok | (ex officio) |
| Dr Andy TAM Ka-keung | (ex officio) |

1. Election complaints refer to complaints alleging breaches of the ECICO (Cap 554). [↑](#footnote-ref-1)
2. A person has received warnings twice. In other words, a total of 192 warnings were issued by ICAC. [↑](#footnote-ref-2)
3. Election complaints refer to complaints alleging breaches of the *Elections (Corrupt and Illegal Conduct) Ordinance* (Cap 554). [↑](#footnote-ref-3)
4. \* Statistics exclude the numbers of corruption prevention seminars conducted. [↑](#footnote-ref-4)