

**Community Engagement and Value Education –
A Target-Oriented Approach to Transform Public Attitude against
Corruption in Hong Kong**

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Distinguished guests, ladies and gentlemen,

I am very pleased to have the opportunity to share with you Hong Kong's experience in transforming public attitude towards corruption through community engagement and value education.

Bad old days–“passive tolerance” towards corruption

2. I must say that we have gone a long way in achieving this as before the setting up of the ICAC four decades ago, corruption was rife in Hong Kong and people sadly joked that they had to pay bribes from cradle to grave – for example, patients paid hospital amahs ‘tips’ for a glass of water; firemen demanded ‘tea money’ at the fire scene; driving examiners took ‘red packets’ for passing candidates in driving tests; etc..

3. The situations in the 1960s and early 70s were aptly summed up by the two quotes from the Blair-Kerr Reports, the reports written by a Senior Judge who was tasked to study Hong Kong's corruption problems in 1973. I think the two quotes reflected at least two things, firstly that people did not question about corruption in the bad old days and just succumbed to it with resignation; secondly, such “passive tolerance” attitude showed that corruption was more like a deep-rooted disease that germinates out of social norms, culture and attitude over a long period of time. Fighting it is a long and continuous battle.

New culture–zero tolerance & strong public support

4. Today, the picture is completely different and if you conduct a street poll now, I believe most citizens will tell you that corruption in Hong Kong has been kept effectively in check. Various international surveys also reflected that Hong Kong has been transformed from a place plagued by

corruption to one of the cleanest cities in the world. What's more, in sharp contrast with the public thinking 41 years ago, Hong Kong people no longer tolerate corruption as a way of life. According to findings of our Annual Surveys that we appoint an independent agency to conduct every year, tolerance of corruption remained very low. On a rating scale of 0 to 10 where 0 represents total intolerance and 10 total tolerance, the mean score of 2014 is just 1, which is a "near to zero" tolerance attitude towards corruption. We have similar results in past years.

5. Findings of the same Surveys in recent years also showed that around 97% of the respondents pledged their support for the ICAC; around 80% said that they were ready to report any instances of corruption to us; and around 99% agreed that keeping Hong Kong free of corruption was important. These findings all illustrate the strong and positive public mood against corruption today. You might ask how we could bring about such a big change in public attitude, from passive tolerance to total rejection, in less than a few decades. Of course the birth of the ICAC did not automatically effect a change in people's attitude as in our early days, some citizens still perceived the offer of 'tea money' for speedier access to public service a 'custom'.

"Quiet Revolution" through detection, prevention & education

6. Rather the answer, in the words of the former Governor who founded the ICAC, was that it took nothing short of a "Quiet Revolution" to bring about such changes. To achieve this impossible mission, the ICAC has from day one adopted a three pronged approach to combat corruption from all fronts; i.e. alongside with rigorous law enforcement to make corruption a high risk crime and systematic prevention to plug corruption loopholes in work procedures, we also place strong emphasis on extensive and comprehensive community education programmes to build a new culture-- a culture of probity to be taken root in our community.

7. We believe that unless different walks of life in the community shares the same vision with the ICAC; unless the public detests corruption and moves together with the ICAC in the same direction to fight it, the problem will never be contained even if we are armed with the most competent investigators and the strictest law. As our founding Commissioner, Sir Jack Cater pointed out: "there can be no real victory in our fight against corruption unless there are changes of attitude throughout the community."

8. This onerous task is shouldered by the ICAC's Community Relations Department. And our two statutory duties are to educate the public against the evils of corruption and enlist their support.

Dual channels to transform public attitude

9. In carrying out these duties, the Department deploys two important channels: mass media publicity and face-to-face contacts. They are used complementarily to increase both the breadth and depth of our probity messages.

10. To stimulate optimal impact, we adopt a target-oriented approach to adequately address the changing needs of different segments of society and, at the same time, bring about attitudinal changes in the community, gradually and quietly.

Mass Media

11. Let me start with mass media publicity.

12. Through imaginative use of different media channels in Hong Kong, initiatives such as printed media, TV, radio and other forms of promotions have ensured extensive penetration of our anti-corruption messages to a wide cross section of the community, including the poor and the silent majority. In fact the ICAC was one of the pioneers in the government using TV advertisements to keep the issues of corruption in the forefront of public consciousness. To ensure our messages are right on target, we have been tuning our themes with times for maximum effectiveness.

TV advertisements

13. For example, a prominent goal of our early-day TV advertisements is to create deterrent effects by drawing public attention to the dire consequences of committing bribery offences. Here is one of these classic commercials that communicate the costs of punishment to the corrupt.

<Showing of API "Black Maria" (duration: 30")>

14. To tie in with the increase in the number of private sector corruption reports in the early 90s, we have produced a number of TV advertisements to remind businessmen that cutting corners to reap short term gains doesn't pay.

15. In particular, in 2008, Hong Kong was hit by financial tsunami caused by the fall of Lehman Brothers. The business sector, especially SMEs, faced tremendous pressure of survival. We therefore produced the following advertisement specifically targeting at SME operators to remind them not to resort to corrupt means in difficult times but to uphold integrity for sustainable business development in the long run.

<Showing of API “Storm” (duration: 30’)>

16. We have also produced TV advertisement to urge the young people to adopt a “zero tolerance” attitude towards corruption. You will find that to suit the specific target group of youngsters, we tried to speak their language and present the messages in a lively manner.

<Showing of API “Blind Eye” (duration: 30’)>

17. Apart from TV advertisements, TV drama series are another signature education products of the ICAC. The episodes are based on real ICAC cases. They not only depict how our investigators bring the corrupt to justice, but also serve to build public trust in ICAC’s ability and determination to fight corruption without fear and favour. To give you a feel, let me show you the trailer of our latest drama series “ICAC Investigators 2014”.

<Showing of “ICAC Investigators 2014” trailer (duration: 30’)>

TV Drama, radio, internet and social media

18. Apart from TV drama, we also cooperate with local TV stations to produce short spot series and roller features on specific themes like business ethics, reporting corruption, clean elections, etc..

19. Meanwhile, radio programme is another effective channel that we have used to reach out to the general public like housewives and blue collars.

20. Of course, the advent of the internet has offered new opportunities in ICAC’s mass media publicity, significantly widening the reach of our publicity efforts to cyber surfers of different background, crossing the physical confines of traditional mass media, and allowing round-the-clock access to ICAC’s news and messages.

21. Our corporate website was established in 1996, serving as the official information centre of the ICAC. You can find a range of audio-visual and education productions there.

22. Later, we further developed a number of thematic websites. The contents of which are designed to cater for the needs and tastes of different sectors of the community. To name a few, iTeen Camp for younger generation, ICAC Channel for the general public, Moral Education Web for educators and Ethics Development Centre's Web for business sector.

23. As the Panel Chair and other speakers have mentioned, we are now entering an era of social media, the ICAC has already made full use of Facebook groups, Weibo, YouTube etc. to spread the messages to different community segments, especially those not to be easily reached through traditional means. For instance, we now have a group on facebook named "iTeen Xtra" for the youth; we now have a YouTube channel with more than 1,000 videos about our work for the general public; we now have the ICAC Smartphone App for both iOS and Android phones; and we now have a new e-books App for users to view our over 130 e-publications.

24. So much for mass media publicity, let me now turn to our second channel – i.e. face-to-face contacts with members of the public.

Face-to face – segmentation strategy

25. Our face-to-face education work, from school room to board room, serve to enhance the cognitive understanding of the public on what is corruption; serve to impart our anti-corruption messages with two-way communications; serve to dispel any misconception and also serve to build up public trust in the ICAC.

26. In the process, as different sectors have their distinct concern and needs, we have segmented our different targets into 10 programme areas so that we can tailor target-based campaigns and education packages to cater for their specific needs. In simple terms, this is our "client-focus" segmentation strategy. I will show you how we engage and mobilise the four major segments of the community in our anti-corruption drive, namely the public sector, business sector, young people and general public.

Public sector

27. Let me start with the first segment – the public sector.

28. Needless to say, in the early days of the ICAC, the public sector, in particular the civil service, was our major target of investigation. As such, since ICAC's formation, we have complemented our investigation with tailor-made integrity training for government officers at different levels and at different functions, including frontline staff, supervisors, disciplined forces, professionals as well as principal officials.

29. For example, for new recruits, we organize talks on anti-corruption legislations to alert them of the serious consequences of corruption as well as the corruption risks specific to their workplace.

30. For talks to managerial officers, we further put across the concept of "supervisory accountability", emphasizing that supervisors should be accountable for the serious and repeated misconduct of their subordinates. Each year, an average of 28,000 public servants are reached through our talks and seminars.

31. Moving one step forward, together with the Civil Service Bureau of the Hong Kong Government, the gate-keeper of civil service integrity, we formed a network of "Ethics Officers" in 2007. So far, there are around 160 Ethics Officers who are all senior directorate officers from over 80 bureaux and departments. They are ICAC's partners in spearheading the promotion of integrity management in their respective departments.

32. We also partner with the Civil Service Bureau in publishing practical guides for civil servants. This is the "*Reference Package on Conflict of Interest for Managers in the Civil Service*" that we launched in recent years to help departments strengthen their staff's ability in managing conflict of interest as well as raising their vigilance against misconduct in public office.

33. Our latest initiatives is the launching of a web learning portal on integrity management jointly with the Civil Service Bureau. Coincidentally, it will be launched this week and government departments can then arrange their staff to complete the training course at their own pace. At the same time, reference materials on relevant integrity issues are just one click away.

34. After so many years of hard work and collaboration in the public sector, I am pleased to say that the civil service in Hong Kong has now become relatively clean and efficient, and the public bodies are also our strong partners in promoting good governance.

Business Sector

5. For the second segment, the business sector, at the start of our contacts with them, much emphasis was put on reaching out to them through intensive visits to individual companies to explain to them the anti-corruption legislation concerning the private sector.

36. Our officers shuttled from commercial to industrial areas, conducting “company to company”, “shop to shop” and “factory to factory” visits to appeal to businessmen that the spirit of the law was to protect the legitimate interests of their businesses against corruption instead of interfering with their normal operations. We did encounter lukewarm responses at the start but through the persistence and hard work of our officers, the attitude of the business sector has gradually changed from resistance to acceptance.

37. Since 1990s, many commercial firms have actively put up requests to us for organizing ICAC training for their staff. In recent years, an average of 40,000 business executives, from listed companies, SMEs, business associations, professional bodies etc., are reached annually through our seminars and activities.

38. Our presentations are not only focusing on legal ordinance, but we also tailor the content of our training programmes in accordance with the needs of different clients, using related ICAC cases and Best Practices Packages of the Corruption Prevention Department to draw participants’ attention to the vulnerable areas, corresponding preventive measures and ethical governance.

39. To enhance our educational effect, we also adopt a more focused approach by targeting specific trades and industries like banking, construction, insurance, estate agents and many others.

40. Our hard work in building a culture of integrity in the business sector win us continuous support and active partnership with them. A landmark of our further collaboration with the private sector is the setting up of the Hong Kong Ethics Development Centre in 1995 to promote business ethics as the first line of defence against corruption on a long-term basis. We just celebrated the Centre’s 20th anniversary last week which is rebranded as the Hong Kong Business Ethics Development Centre and its work is now overseen by 10 major chambers of commerce in Hong Kong.

41 In particular, the Centre forms strategic partnership with chambers of commerce, regulatory bodies, trade and professional associations to tap their expertise and make use of their networks to promulgate our messages to their members. Our training is now incorporated into the Continuous Professional Development courses of a number of professions, trades and industries including company directors, chartered secretaries, accountants, architects, engineers and surveyors, etc. to make business and professional ethics an integral part of their registration and licensing requirement. We also jointly developed a range of guidebooks and e-learning packages with different professional associations to provide guidance for their members to resolve ethical dilemma in their workplace.

42. It is worth mentioning that in 2007, we organized with 12 key partners, including regulators and professional bodies, a Directors' Forum and published a Toolkit on Directors' Ethics to provide practical tips for company directors of listed companies to perform their ethical leadership role. Let me show you the trailer of the directors' ethics training video in the toolkit.

<Showing of “The Boardroom Agenda” trailer (duration: 1 min.)

43. Our unique approach in mobilizing the private sector in the fight against corruption is well recognised by the international community including the World Bank which acclaimed that “having a government agency directly involved in the dissemination of business ethics is quite exceptional worldwide and reflects the very strong policy of prevention implemented in Hong Kong.” Interestingly, you might spot that the World Bank book's cover which featured a cup of tea had a hundred dollar Hong Kong note hanging out – yes, it was a poster designed by the ICAC to warn people against paying “tea money” and was used by the World Bank.

Youth

44. Let me now move to the third segment – youth. As young people play a crucial role in building a community intolerant of corruption, we have emphasized on nurturing positive values to embed in the younger generation positive attitudes which detest corruption and pride integrity as well as honest habits. From the outset of our establishment, the ICAC has made sure that the young generation, starting from kindergarteners to university students, will receive our respective programmes tailored for

them. Each year, over 80,000 students attended ICAC's programmes on integrity.

45. For university students, we have developed a personal ethics teaching module for incorporation into the curricular of tertiary institutions and arrange ICAC officers to conduct lectures on campus. We aim at equipping students with the knowledge and skills to handle corruption temptations which they may encounter in the workplace in future.

46. In parallel, we also mobilize university students to participate and take initiative in ethics promotion, we launched for them an association called "i-League" in 2010. About 800 students serve as ICAC ambassadors to promote integrity messages to their fellow students on campus.

47. In addition, the ICAC has organized four regional youth summits since 2003 for local, Mainland and overseas university students to exchange and deliberate among themselves, and with prominent leaders, the importance of embracing integrity so as to strengthen Hong Kong youngsters' determination in fighting corruption for a better future.

48. For teenagers in secondary schools, we have engaged professional drama troupe to stage interactive drama at individual secondary schools to promote understanding of the laws and evils of corruption in an interesting way.

49. In parallel, we have recruited more than 700 senior secondary students as iTeen leaders to assist their teachers in organizing school activities on anti-corruption theme.

50. For kindergarteners and primary young children, we also instill positive values such as honesty, fairness and self-discipline to them in a lively and relaxed manner. We have created, as you can see, a rabbit cartoon character (*named Gee-dor-dor in Chinese*) for featuring in TV animation series and story books. We also reinforce the positive values with teaching packages for teachers to further instill moral values for various levels in classrooms.

51. Of course, families are cradle of nurturing values of children. The ICAC has not lost sight in organizing parenting activities in collaboration with schools and parents-teachers associations.

The General Public

52. Lastly, the community and the general public is also one important segment that I would like to share. We are running seven Regional Offices which cover the entire geographical areas of Hong Kong. These Regional Offices not only act as a base in the respective local communities for receiving corruption reports but also as our outreaching arm for engaging the general public and motivating them to take positive actions against corruption.

53. Besides proactively educating different walks of life, our Regional Offices also regularly organize a number of meet-the-public sessions. From district leaders to housewives, ethnic minorities to young people, we invite people from different strata to give their feedback on our work and in parallel, we dispel any misunderstanding.

54. We also involve and encourage different district organizations to take part in or even to take ownership for anti-corruption activities so as to align them with our mission. Every year, over 550 organizations jointly organized district activities with us including joint projects with all the 18 District Councils in Hong Kong. These collaborations serve to reinforce and embed the culture of probity in the neighborhoods, in housing estates, in the districts and finally spreading through the entire society.

55. ICAC's continuous drive to root the anti-corruption cause in the community is typified in the setting up of the ICAC Club in 1997. The Club provides a powerful and long-term platform for over 1,300 citizens, including housewives, professionals, teachers, young people, and retired persons etc., to engage actively in the promotion of our anti-corruption work.

56. These public-spirited volunteers contributed nearly 6,000 service hours a year. For example, they serve as our ambassadors to introduce ICAC's work to those people visiting our mobile truck exhibitions. With ICAC Club Members' efforts in spreading the words, the probity message is widely disseminated in different districts of Hong Kong.

Changing times, changing challenges

57. Ladies and gentlemen, I have spoken at length about our mass media publicity and face-to-face education work. I think the success or failure of a community relations strategy is determined in the extent to which a community displays its intolerance of corruption and is prepared to take a firm stand against it. Our annual survey findings that I have mentioned

earlier, i.e. a near “zero tolerance of corruption”, staunch support to the ICAC, and strong willingness to report to us, etc., rightly illustrated that our community engagement and value education work served us well in the past 41 years. Through our target-oriented approach, we create and build respective culture of probity in different segments of the community; we create and build public consensus of their towards corruption, at both macro levels and micro levels, to unify and bring about a resonance effect --- the resonance and collective effect that all walks of life, civil servants, private sector employees, young people and the general public etc., will unanimously say no to corruption and support ICAC’s work in one way and the other.

58. Yet the world is not static. We need to constantly keep our fingers on the pulse of the community and timely fine-tune our community-based and value-based strategies to suit the changing needs of different target groups. In parallel, we need to actively explore the widen use of social media and other suitable platforms to further enhance our work momentum and achieve the best synergy with the work of our Operations and Corruption Prevention Departments.

The mission continues

59. In conclusion, to keep on uniting all segments of the community to sustain our culture of probity, our mission must continue. I would like to end my presentation with our latest TV advertisement “Dream” which spells out ICAC’s determination to pass on our continuous mission of upholding a clean community to our next generation. .

<Showing of API “Dream” (duration: 30’)>

60. Thank you very much.

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