2003

Annual Report of the Commission Against Corruption of Macao



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The Commissioner Against Corruption , Mr. Cheong U, submits to the Chief Executive, Mr. Ho Hau Wah, the Annual Report of the CCAC 2003 (Photo of GCS)

CHAPTER I INTRODUCTION



CHAPTER I INTRODUCTION

Working on the solid foundation built up over the years, the anti-corruption institution continued to make vigorous progress in 2003. And thanks to the joint efforts and cooperation of various circles of the Macao society, citizens, the government and public servants, the year has witnessed further weakening of and restraints on corrupt activities, and enhanced awareness of creating a just and fair society. In addition, government services have improved, public administration has become more transparent, the legal system more consolidated and supervision from residents further strengthened, thus effectively preventing corruption. Generally speaking, a clean and corruption-free environment is prevailing every day.

In 2003, the Commission Against Corruption (CCAC) recorded a total of 1,077 complaints, a slight decrease of 3% over the 1,116 complaints recorded in the previous year, as well as a decrease recorded for two consecutive years. There were 744 cases meeting the criteria for handling, out of which there were 90 cases commenced for investigation, far below the number of 2002, which stood at 131. There were 8 cases referred to the Public Prosecutions Office, a big fall by two thirds over the previous year.

There were 85 criminal cases commenced for investigation, a drop of 26% over the previous year, when 115 criminal cases were commenced for investigation. This decrease is ascribed partly to the generally improved environment of the society and partly to the preliminary screening prior to the commencement of investigation. This preliminary procedure turned some of the complaints that had previously been treated as cases for commencement into preliminary cases, most of which were either ones failing to meet the criteria for being officially commenced for investigation or complaints failing to be substantiated by facts.

In 2003, the number of cross-regional cases that the CCAC assisted in investigating increased to 38, as compared with 28 in 2002. 19 cases have been completed while the others are still under investigation. Figures indicate that

cross-regional corrupt activities are on the increase, hence making it imperative to strengthen inter-regional and international cooperation.

In 2003, the CCAC handled a total of 256 cases of administrative complaints, including the 232 cases commenced for investigation in the year and a backlog of recorded cases from the past. This was a slight increase of 2.8% over the previous year. 162 cases were concluded, most of which involved public functions. In addition, the CCAC handled 347 cases of requests from the public for help and consultation, 10.5% more than the number recorded in 2002, mostly relating to the system of public functions and administrative regulations.

In order to prevent corruption and frauds, it is of foremost importance to further improve the system. In 2003, in view of the problems existing in the juridical system of the public service, the CCAC completed two research reports. One was on the question "The Conflicts of Interests that Public Servants of Macao Need to Avoid in their Performance of Public Functions and Duties", and the other on "Some Questions Concerning the Disciplinary Process". On the basis of experiences summarized over the previous years, the CCAC formulated "Guidelines for the Procurement and Acquisition of Public Goods and Services", which had been distributed to all public organs and institutions by the end of 2003. In addition, friendly cooperation with various government departments was stepped up. The CCAC continued to follow up the projects of researches and examinations with the Legal Affairs Bureau and the Health Bureau. The CCAC also joined hands with the Macao Trade and Investment Promotion Institute in processing and approving "Applications for Investment Residency", and with the Civic and Municipal Affairs Bureau in inspecting "Food & Beverages Venues and Leakage from Air-conditioners". These efforts were made to ensure implementation of the various policies of the Macao SAR, to strengthen supervision, to optimize efficiency and to provide the public with the best possible service in accordance with the law.

In July 2003, the Legislative Assembly of the Macao SAR approved Law No. 11/2003 concerning "Declaration of Incomes and Properties" by public servants

and public functionaries. Being the supervisory and depositary entity of the declarations, the CCAC made special preparations and adopted a whole set of measures for smooth implementation, including open sessions clarifying new points, publication of guidelines for completing the declaration forms, and arrangements for convenient submission and collection. The work was successfully concluded, with the CCAC receiving more than ten thousand declarations in the year, as well as the renewal of declarations, which is done every five years as regulated by law.

In order to get closer to the residents, and better listen to their views and suggestions, the CCAC set up its branch office, which was officially open to the public in December 2003. Since then the branch office has been in smooth operation, playing an important and promising role in receiving the public.

In order to further educate youngsters on anti-corruption, the CCAC published a textbook entitled "Honesty and Integrity" for primary school students in February 2003. The texts are accompanied by board games on the same topics, which help to bring home the message. The textbook has won widespread support from educators and about 90% of the primary schools in Macao have adopted it as supplementary. In the meantime, a project, targeting secondary school students and named "Education Programme on Honesty for Teenagers", was also carried out in 2003.

Since 2000, the CCAC has been contributing uninterruptedly a column called "Clean Administration Forum" in local Chinese newspapers. Using stories adapted from real cases, the fortnightly features focus on fighting corruption, administrative complaints, and ethics of public servants, and other legal matters concerned. In order to help the public to better understand the work of the CCAC and further instill in public servants the concept of "Integrity in Performing Public Duties and Administration by Law", the CCAC made a collection of 30 articles selected from those published in this column over the years. The book, published under the title "Love for Integrity" and accompanied by colour pictures, is a product of a good and long cooperation between the CCAC and the press

in promoting a clean society.

The CCAC had 19 vacancies to be filled through open recruitment in 2003. The largest batch of applicants, numbering more than 4,500 with senior high school education qualifications or above, came when the fourth recruitment campaign was launched in autumn. After assessment by portfolio, written examinations, interviews, home visits and a 17-week intensive training in professional knowledge, physical fitness and team work and evaluation, finally 12 candidates were officially recruited, most of them being university graduates or with higher qualifications. The 12 new recruits officially began working in the various departments of the CCAC in February 2004.

The Deputy Commissioner and Director of the Anti-Corruption Bureau, Mr. Chan Seak Hou, was awarded Medal of Merit-Professions for his outstanding performance in anti-corruption, which is both a personal honour and a manifestation of the Macao SAR's encouragement, support and appreciation for the work of the CCAC.

According to a questionnaire survey carried out by an academic institution on behalf of the CCAC last year, 86.5% Macao residents support or strongly support the work of the CCAC, and those maintaining corruption was serious in the region has come down to 9.4%. Overall, the social atmosphere has been improving gradually and public awareness of being honest, self-disciplined and law-abiding has been further enhanced. However, this enhancement of awareness has been matched by more cunning and hidden techniques in corrupt acts, making it obvious that the task of fighting corruption is still quite arduous.

With new situations and conditions emerging from economic developments of the Macao SAR, the CCAC will continue to unite all forces and persevere in its efforts to combat corruption, promote education and, together with all residents of Macao, work relentlessly towards the goal of building up a corruption-free city.

CHAPTER II CONSTITUTION AND ORGANIZATION STRUCTURE



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2.1 Constitution

Following the founding on 20 December 1999 of the Macao Special Administrative Region (Macao SAR), and in accordance with Article 59 of the Basic Law of the Macao SAR, the CCAC was established, functioning independently with the Commissioner being accountable to the Chief Executive.

The Commissioner of the CCAC is nominated by the Chief Executive and appointed by the Central People's Government of the People's Republic of China (PRC).

The CCAC is not a constituent part of the administrative system. It is an independent public institution responsible for the prevention of and crackdown on corruption and for the handling of administrative complaints in accordance with the law.

2.2 Functions and Organization Structure

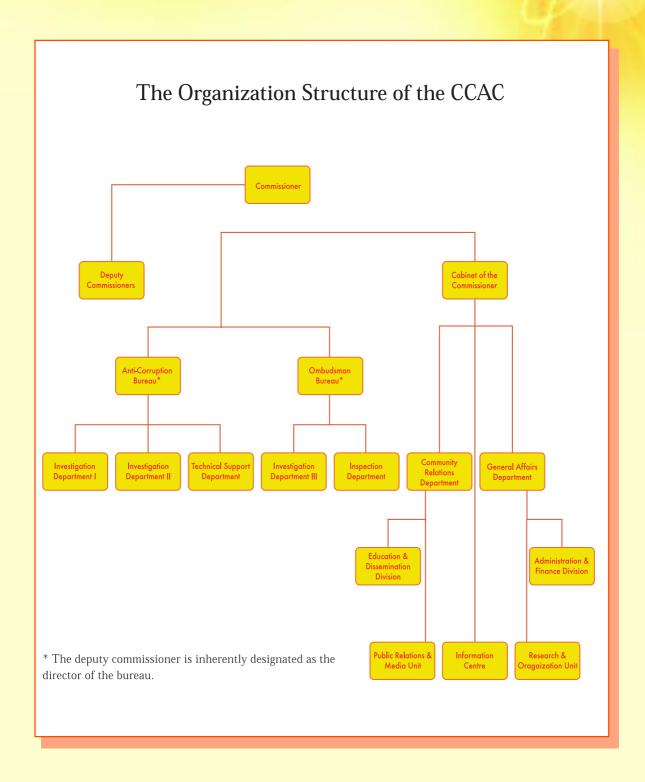
In August 2000, the Legislative Assembly of the Macao SAR approved the Organizational Law of the CCAC (Law no. 10/2000), vesting the CCAC with more powers, including detention, searches, seizures and use of weapons. Investigators are also granted the status of criminal investigation police, reflecting the determination of the Macao SAR government to stamp out corruption and exercise clean administration.

According to the Organizational Law, the main functions of the CCAC are:

- Taking actions to prevent acts of corruption or fraud;
- Carrying out investigations and inquiries into acts of corruption and fraud committed by public servants;

- Carrying out investigations and inquiries into acts of corruption and fraud relating to electoral registration and elections;
- Protecting the rights, freedom and legitimate interests of individuals and safeguarding the justice, legality and efficiency of public administration.

The Administrative Regulation of the CCAC, i.e., "The Organization and Operation of the CCAC" (no.31/2000) promulgated on 21 August 2000 provides the CCAC with an improved organization structure and increased manpower. The CCAC consists of the Cabinet of the Commissioner, the Anti-Corruption Bureau, and the Ombudsman Bureau, with functional, administrative and financial autonomy. The two investigation departments of the Anti-Corruption Bureau are responsible for the investigation of acts of corruption and fraud within the powers of the CCAC while the Technical Support Department provides support for combating corruption and accepts complaints and reports of corruption. The Ombudsman Bureau, consisting of Investigation Department III and the Inspection Department, is responsible for taking complaints, rectifying illegal or unfair administrative acts and conducting studies on the improvement of administrative processes and operations of public departments. The Cabinet of the Commissioner consists of the General Affairs Department, Community Relations Department and the Information Centre. These are respectively responsible for the management of finance and personnel, promotion and education, and for the use of information and communication facilities to improve the overall operations of the CCAC.





CHAPTER III GENERAL DESCRIPTION WITH STATISTICS



CHAPTER III GENERAL DESCRIPTION WITH STATISTICS

3.1 Number of Complaints Recorded

There were 1,077 cases recorded in 2003, a drop of 3% over the previous year when 1,116 cases were recorded, as well as a drop recorded for two consecutive years. The fall in the number of cases recorded indicates continuously improved services provided by the government, enhanced awareness of the public and gradual creation of a corruption-free social atmosphere. At the same time it also demonstrates that through years of efforts, acts of corruption and frauds have been effectively restricted and the CCAC's endeavors at building up a clean and corruption-free society have achieved preliminary results.



Table 1
General trend of complaints recorded from 1992 to 2003

As far as the sources were concerned, about 95.3% of the 1,077 cases of complaints recorded in 2003 were lodged by citizens, and those choosing to remain anonymous still constituted the majority. The complainants who signed or were willing to provide personal data accounted for 33.7% of the total, only

slightly higher than the 33.2% in 2002, indicating that the residents still had misgivings or worries about reporting corruption in person. Meanwhile there were 41 cases referred/reported/requested by public entities, an obvious increase over the previous year. Many of these cases were initiated by public entities requesting the CCAC for assistance, showing strengthened cooperation and communication between the CCAC and the public entities.

Table 2
Number of complaints recorded in 2003, by source of origin

Sources of cor	Sources of complaints recorded		2000		2001		2002		03
Reported by	Anonymous or requesting anonymity	542	55.4%	813	64.3%	708	63.4%	663	61.6%
citizens	Signed or willing to provide personal data	392	40.1%	401	31.7%	370	33.2%	363	33.7%
Referred/report	Referred/reported/requested by public entities		4.0%	32	2.5%	28	2.5%	41	3.8%
Referred/rep	Referred/reported by media			6	0.5%	2	0.2%	2	0.2%
Initiated by t	3	0.3%	13	1.0%	8	0.7%	8	0.7%	
Total	978		1,265		1,116		1,077		

Table 3 shows that in recent years there has been little change in the methods used by residents lodging complaints or reporting corruption. Most of them used the traditional indirect methods by means of phone calls and mail, with the former far outnumbering the latter. This also had a lot to do with the CCAC speeding up promotions among the public, such as providing the public with reporting hotline, which operates round the clock so that residents can ring up the CCAC anytime and receive immediate response or advice.

Table 3

Number of complaints recorded in 2003, by source of reporting method

Reporting methods	Number	Percentage
By phone	394	36.6%
By mail	383	35.6%
In person	195	18.1%
By email	84	7.8%
By fax	13	1.2%
Initiated by the CCAC	8	0.7%
Total	1,077	100.0%

3.2 Number of Cases Commenced

From the very beginning the CCAC has adopted stringent criteria for cases to be commenced for investigation. This helps the CCAC to focus resources on tackling cases supported by sufficient evidence and responding promptly to the complaints and appeals from the community, which in turn boost the public awareness of fighting corruption. There were 90 cases commenced, accounting for 8.4% of the cases recorded in 2003.

Table 4
Handling methods of the complaints recorded in 2003

Handling Methods	Number	Percentage
Cases commenced	90	8.4%
Complaints with inadequate information for investigation	333	30.9%
Complaints referred to other departments	28	2.6%
Complaints handled by unofficial intervention	626	58.1%
Total	1,077	100.0%

Out of the 90 commenced and handled, 85 cases were criminal offences, a drop of 26% over the previous year when there were 115 criminal offences. This is ascribed to the addition of a preliminary screening mechanism prior to the

commencement of investigation as well as the competence of the CCAC. Some of the complaints involved private institutions so it was beyond the power of the CCAC to directly intervene. The purpose of the preliminary screening mechanism is to find out by easier and quicker means of investigation whether a complaint is supported by adequate evidence or substantiated by sufficient facts to be followed up. In 2003 alone, 34 complaints that would have been treated as cases for commencement in previous years were put in the category of preliminary cases.

The main reason for the relatively fewer cases of administrative complaints commenced by the CCAC is that most of the complaints were settled more quickly and substantially, by more effective methods of referral or unofficial intervention. A total of 55 such cases were effectively handled throughout the year. The CCAC has also strengthened the function of consultation to help the citizens know their legitimate rights and their access to other quicker and more effective channels and mechanisms. The CCAC handled as many as 347 requests for consultation on administrative complaints in 2003 alone.

Table 5

Comparison of the natures of the cases commenced over the past eight years (1996-2003)

	19	996	19	997	19	998	1	999	2	000	2	001	2	002	2	003
Criminal offences	105	39.5%	119	40.6%	160	38.5%	110	28.0%	83	61.5%	112	83.6%	115	87.8%	85	94.4%
Administrative complaints	161	60.5%	174	59.4%	256	61.5%	283	72.0%	52	38.5%	22	16.4%	16	12.2%	5	5.6%
Total	2	66	2	93	۷	116	3	393		135		134		131		90

The majority of cases commenced in 2003 were from complaints lodged or reported by citizens. However, many of them requested anonymity or lodged complaints anonymously. From the perspective of recorded cases, it is clear that cases of complaints signed or of complainants willing to provide personal details are in a better position to be successfully commenced for investigation. Therefore, reporting in person not only facilitates the CCAC with more substantial information

but also helps to better protect citizens' rights and interests. In the meantime, the number of cases requesting the assistance of the CCAC in investigation has increased, indicating that crimes of corruption are not confined to the region, and it is one of the most important tasks to further speed up inter-regional and international cooperation in fighting corruption in the future.

Table 6
Number of cases commenced in 2003, by source of origin

Source of con	nplaints recorded	Criminal offences	Administrative complaints	Total	Percentage
Reported by	Anonymous or requesting anonymity	37	3	40	44.4%
citizens	Signed or willing to provide personal data	24	2	26	28.9%
Referred/repo	rted/requested by public entities	5	0	5	5.6%
Requested to	assist in investigation	19	0	19	21.1%
Referred/repo	rted by media Initiated by the CCAC	0	0	0	0
Initiated by the	e CCAC	0	0	0	0
Total		85	5	90	100.0%

Table 7
Comparison of the number of cases commenced in the past twelve years (1992-2003), by source of origin

Course	(1992 2003), by source of origin												
	complaints orded	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
Reported by citizens	Anonymous or requesting anonymity	43	60	40	77	83	92	95	165	47	70	65	40
	Signed or willing to provide personal data	78	102	139	91	148	158	285	209	55	32	46	26
Referred/reprequested by	oorted/ / public entities	2	1	22	17	12	22	11	11	30	20	17	24
Referred/re media	ported by	29	3	6	4	13	3	4	1	0	0	1	0
Initiated by	the CCAC	15	13	25	13	10	18	21	7	3	12	2	0
Total		167	179	232	202	266	293	416	393	135	134	131	90

3.3 Progress Analysis of Cases Commenced

In 2003, the CCAC handled a total of 174 officially commenced cases, with 93 of them concluded, accounting for 53.4%. The number of cases left to be handled in 2004 has dropped from 84 in 2002 to 81 at the close of 2003, a drop of about 3%. The backlog of work is continuing to be cleared.

Table 8
Progress analysis of cases in 2003

Source of cases	Criminal offences	Administrative complaints	Total
Cases brought forward from 2002	64	20	84
Cases commenced in 2003	85	5	90
Cases re-opened in 2003	0	0	0
Internally referred cases	0	0	0
Total	149	25	174

Table 9
Total number of cases concluded in 2003

Source of cases	Criminal offences	Administrative complaints	Total
Cases filed	73	8	81
Cases incorporated with other files/cases	4	0	4
Cases referred to the Public Prosecutions Office	8	0	8
Cases re-opened and filed	0	0	0
Internally referred cases	0	0	0
Total number of cases concluded	85	8	93
Outstanding cases to be handled in 2004	64	17	81

CHAPTER IV ANTI-CORRUPTION



CHAPTER IV ANTI-CORRUPTION

4.1 Number of Cases Recorded and Commenced

In 2003, out of the 1,077 complaints the CCAC recorded, about half of them were criminal offences cases. After going through analysis or preliminary screening process, 85 cases found meeting the criteria were commenced for investigation, a dramatic fall of 26% over the previous year when 115 cases were commenced. The number of cases commenced has been on the decrease for two consecutive years.

According to a questionnaire survey conducted by an academic institution, the residents believing that the problem of corruption is serious in Macao has dropped dramatically from 64% three years ago to less than 10% in 2003. This result happens to match the declining numbers of cases commenced in recent years, reflecting a positive trend in creating a cleaner social environment and continuing restraints on corruption. What is particularly worth noting is that since the establishment of Macao SAR, the streamlining of government services, the increasing transparency of administration, the continuous improvement of the legal system and the strengthened supervision of the public have all played important roles in preventing corruption.

The fact that there was a big decrease in the number of cases commenced but only a slight decrease in the number of cases recorded in 2003 shows that more and more residents have come to know the role of the CCAC as an anti-corruption organ. They are more willing to make complaint than before. However, a careful analysis of the contents of the complaints reveals that quite a lot of the residents have misunderstood the specific functions and duties of the CCAC. For example, they made complaints against private bodies that would require actions not supposed to be taken by the CCAC, or even though they were within the competence of the CCAC, they were not complaints about corruption. Besides, it was found from past experiences that some complaints that had been recorded and commenced were proved to be not corruption cases

after preliminary investigations, as claimed by the complainants, who had made the reports on the basis of some signs mistaken for facts of corruption. To treat such complaints with caution, the CCAC set up a mechanism of preliminary investigations in 2003. The purpose of this preliminary screening mechanism is to find out by simpler and quicker means of investigation whether a complaint meets the criteria for commencement of investigation and whether it is substantiated by sufficient facts to be followed up so as to avoid wasting resources. In 2003 alone, 34 complaints that would have been treated as cases for commencement of investigation in previous years were changed into preliminary cases. What is more important is that there has been substantial decrease in the number of corruption acts and frauds in recent years, which explains why there was a big fall in the number of cases commenced but only a slight drop in the number of cases recorded in 2003.

4.2 Cases Referred to the Public Prosecutions Office and Matters Involved

Of the 85 cases involving criminal offences, 61 cases accounting for 71% of them were either reported by residents or supported by information they provided. The CCAC handled and followed up a total of 149 cases, including the 64 cases brought forward from 2002. Of the 73 cases concluded in 2003, 8 were cases referred to the Public Prosecutions Office. Judging by the nature of cases, no organized crimes or deep-rooted syndicates were found involved in the cases investigated in 2003, while forgeries of documents and frauds still constituted a high percentage, with some public servants found using fake certificates of education.

Following are excerpts of some selected cases referred to the Public Prosecutions Office in 2003:

January: the CCAC tracked down a government doctor suspected of violating hospital regulations and of abuse of power. She was suspected of carrying out a prenatal examination and pocketing RMB5,000 for fee by mobilizing the medical

personnel and using the facilities of the government hospital, Hospital Centre S. Januario, without going through the proper procedures. Later the patient felt unwell and was given another medical check up by other obstetricians of the hospital, which certified the fetus dead. In accordance with the regulations of the Hospital Centre S. Januario, the doctor doing the medical checks must possess the professional qualifications specified, and must rigorously observe medical procedures. The doctor involved was suspected of practicing without relevant qualifications.



April: The CCAC exposed a case in which nursing and pharmacy staff was suspected of fraudulent acts using prescriptions for patients and of falsification of certificates. A nurse and three employees of the pharmacy of the Hospital Centre S. Januario were involved. It was found that the healthcare card from one of the nurse's family members had recorded over a hundred "prescriptions", with the prescribed items collected from the same pharmacy located in the Outer Harbour district. It was suspected that someone had asked the doctor for prescriptions under







someone else's name. Later one suspect confessed that the prescriptions had been used in exchange for items and articles of everyday use and the others admitted having violated dispensary regulations.

April: The CCAC detected a case in which a senior officer from the Traffic Department of the Public Security Police was suspected of power abuse. He was suspected of instructing, many times and without any justification, the traffic policemen on duty to unlock the car that had been locked for violation of the "Road Code". And the car owner involved had failed to pay the relevant fees and fines on/before the dates as set by the general regulations.



April: The CCAC tracked down two em-

ployees of the Cultural Institute of Macao, suspecting them of using counterfeited certificates. The two public servants were suspected of obtaining recognition from local education authorities by using counterfeited secondary education certificates, and with recognition certificates, they were both successfully recruited by the Cultural Institute of Macao. One of them had even got a promotion in the previous year due to the certificate of recognition.

April: The CCAC exposed a case of absenteeism and forgery of documents. Two employees of the Finance Services Bureau were suspected of frequently helping each other to register false check-in and check-out reports, and of unjustified absenteeism during the 2000-2003 period. One of the suspects was not only absent from the workplace without justification during office hours, but also often stayed outside Macao. Within the year from March 2002 to March 2003, this suspect submitted many medical certificates (known as doctor's certificate), asking for sick leave totalling more than 50 days. Though in the certificates the doctor

instructed him to rest at home, the CCAC discovered that he had spent more than half of his sick-leave days away from Macao, either in the mainland or in Hong Kong. The other suspect was also found to be absent from office, even from Macao, during the days his report for work was falsely registered with the help of his friend.

May: Two police officers were suspected of sexually coercing some mainland Chinese women staying in a certain hotel along the route of their patrolling by making use of their positions and hence of power abuse. The suspects, knowing these women were not allowed to overstay in Macao and were therefore afraid of policemen, took advantage of these women's circumstances and coerced them into sex.





Mainland women being taken to the CCAC to assist in investigation

August: A policeman from the Public Security Police was suspected of forging documents and swindling family subsidies out of the government. It was suspected that this policeman had applied for family subsidies and renewed the application for 4 consecutive years, using forged documents to show that his wife had no paid job. However, actually his wife had been working all these years and her income exceeded the amount as stipulated in relevant regulations.

October: A case involving HK\$63 million in a fraudulent land purchase was detected. In this case, a public servant was suspected of gaining by fraud nearly HK\$4 million, and another two public servants were suspected of deliberately lowering the price of the land by over MOP10 million. The fraudulent deal also resulted in a loss of MOP700,000 in tax payment and the two suspects gained benefits from it.



4.3 Assistance in Investigations of Cross-Regional Cases of Corruption

Regarding investigative work, there was a continuing increase in the number of cross-regional cases of corruption in 2003, side by side with the growing number of cases requiring the assistance of law enforcement departments outside the territory. Crimes of corruption are no longer confined to Macao or a particular region and cross-regional and international cooperation has become an important focus of attention of all anti-corruption bodies in the world today. In 2003 the total number of such cases increased to 38, as compared with 28 in 2002 and 25 in 2001. Of the 38 cross-regional cases of corruption requiring assistance in investigation, 19 were concluded, with the other 19 still under investigation.

4.4 Cases Adjudicated by the Court

Table 10 Highlights of cases adjudicated by the Court in 2003

Date of adjudication	Name of defendant/ suspect	Status of defendant/suspect	Sentence
20/06/2003	O x Kam	Officer of the Public Security Police	Illegal employment of imported labour: 1 year imprisonment, suspended for 2 years on condition that payment of MOP60,000 be made to Macao SAR government.
06/10/2003	Leong x Man	Former principal assistant technician of Macao Prison Coloane	Forgery of education qualification certificates: 1 year and 3 months imprisonment, suspended for 1 year and 6 months.
27/10/2003	Ma x Wa	Former principal inspector of the Civic and Municipal Affairs Bureau	Abuse of power: fined MOP175 per day for 200 days totalling MOP35,000, or 133-day imprisonment.

Condenada por falsificação de habilitações literárias

O Tribunal Judicial de Base condenou ontem à tarde uma trabalhadora da função pública pelo crime de falsificação de documento de especial valor, caso que foi descoberto pelo Comissariado contra a Corrupção

Segundo o processo, Leong Cheng Man, então técnica auxiliar principal no Estabelecimento Prisional de Coloane, foi acusada de ter apresentado. à instituição competente para efeitos de reconhecimento e ao serviço onde trabalhava, documentos falsos de habilitações literárias que tinha adquirido, através de interposta pessoa. Após a audiência, foi condenada pelo tribural com pena de prisão de um ano e três meses, com suspensão da execução da pena por 18 meses. Em 1997, a ré adquiriu, através de interposta pessoa na China Continental, uma certicito de ensino secundário e uma certidão de classificação falsas, documentos que depois apresentou à Direcção dos Serviços de Educação e Juventude para reconhecimento. Reconhecidas as habilitações, entregou esses documentos falsos ao serviço onde trabalhava. Em resultado das diligências de averiguações e recolha

de provas, o CCAC remeteu o caso ao Ministério Público.

Na audiência, a ré confessou nunca ter frequentada a escola secundária em causa e que as certidões, de ensino secundário e de classificação, eram falsas. Como dessacou o delegado do procurador, a ré, embora soubesse que os documentos eram falsos, apresentou-os às instituições competentes com o objectivo de obter vantagem particular.

Ao proferir a decisão, o juiz alertou a ré para a lição a tirar deste caso e para não se arriscar, sob pena de ser punida pela lei. Atendendo a que a ré confessou o crime de que foi acusada e que, depois da ocorrência do caso, se dernitiu voluntariamente das funções que exercia, foi condenada com pena de prisão de um ano e três meses, com suspensão da execução da pera por 18 meses.

IDENAL TRIBUNA DE MACAU

TERCA-FEIRA. 7 DE OUTUREO DE 2001 WWW.ITH.COH.HO

4.5 Stronger Investigating Team through Recruitment and Training

Over the past year, in order to build up a stronger investigating force, the CCAC organized many internal and external training programmes. In the middle of 2003, the CCAC invited instructors such as the former Deputy High Commissioner of the Commission against Corruption and Administrative Illegality of Macao, Mr. Julio Pereira, and Mr. Tony Kwok, who had not long before served Hong Kong's Independent Commission against Corruption (ICAC) as its deputy commissioner. For this purpose, some law enforcement organs, such as the Hong Kong ICAC, were also invited to run short courses. In addition, about ten batches of the CCAC personnel were sent to law enforcement organs for further professional and technical training in Hong Kong, Europe and other regions overseas.

In accordance with the CCAC regulations amended last year, the number of investigators was to be increased and the fourth recruitment campaign was launched in August 2003, attracting more than two thousand applicants with secondary and tertiary education qualifications. After the selection process of portfolio assessment (education qualifications and curriculum vitae), written examinations, foreign language tests, physical fitness tests, home visits and oral interviews, finally eight candidates were admitted to the training course of investigators. They had professional qualifications in various fields such as finance, computer science and applications, civil engineering, etc. It was a 17-week professional programme helping the trainees to master legal knowledge and investigation techniques, to develop team spirit and the ability to act independently and make flexible use of their talent, to enhance their integrity, honesty and dedication to their work. These trainees, after passing all the examinations and tests, were ready for work in February 2004.

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Physical fitness test - A 2.4 km-run



Physical fitness test - Sit-up



A training session for investigators - Marching



A training class for course on the theories of firearms

CHAPTER V OMBUDSMAN



CHAPTER V OMBUDSMAN

Observing the working principle of focusing on facts and high efficiency, the Ombudsman Bureau continued to carry out its various activities in 2003. The CCAC went on to strengthen its role of Ombudsman, giving advice and helping the public with specific case analysis and interpretation of relevant laws and regulations and clarifying any doubts arising from inadequate understanding of the regulations and operation of government departments. At the same time, efforts were made to further strengthen communications and contacts among various departments so that well-founded complaints, cases of administrative illegality or malpractice detected by the CCAC, or situations calling for improvement, can be solved quickly. Sometimes such problems could be handled more effectively without going through a series of unnecessary paper work or hearing, followed by advice and recommendation and then a waiting of 90 days before corrections or improvement could be made. Therefore the number of cases of administrative complaints commenced for investigation decreased, while the number of cases of administrative complaints handled with advice and recommendations increased in 2003.

In the areas of researches and examinations, both operational and institutional, the Ombudsman Bureau had two new partners of cooperation while continuing to carry out the projects and improve cooperation with the existing ones. In response to the strong appeal of the public for improvement of the legal system concerning the public service and of the supervision of the ethics of the public servants, the Bureau completed two projects on conflicts of interests and the process of disciplinary measures concerning public servants. In addition, the CCAC, incorporating the experiences of the research project on public procurements conducted previously, insights from handling specific cases and data collected from the explanation sessions held by various departments, compiled "Guidelines for the Procurement and Acquisition of Public Goods and Services". It serves as a constant reminder for public servants so that they will pay special attention to avoid any damage to their individual integrity or to the reputation of the government.

5.1 Investigations

5.1.1 Interventions

The CCAC takes the initiative, rather than passive intervention, and follows up cases of complaints reported by the public or simply problems or facts delivered through various channels, or cases of administrative illegality, faults or malpractice known to it from different sources, as long as they meet the criteria. In 2003, the CCAC recorded a total of 232 cases of administrative illegality, faults or malpractice (hereafter "administrative complaints" refer to all cases of suspected administrative illegality, faults or malpractice). And a total of 256 cases were handled, including the 67 cases brought forward from 2002 and excluding the 43 cases re-processed or forwarded to the Inspection Department, with a slight increase of 2.8% as compared with 2002, when 249 cases were handled.

The number of administrative complaints that the Ombudsman intervened in and the areas involved are given below.

Table 11
Classification of cases of administrative complaints in 2003

Relating to the system of the public service (conduct of personnel, recruitment and appointments of personnel, rights & interests, avoidance of conflicts of interests)	78
Procedural flaws or irregularities	37
Illegal construction & projects	24
Relating to the handling of complaints	20
Flawed or improper execution of the law	13
Tax matters	6
Investment residency	6
Illegal or unlicensed operations	5
Relating to procurement or acquisition procedures	5
Others	27
Matters outside the competence of the CCAC (private sector or lawsuits)	11
Total	232

Of the 256 cases of administrative complaints handled in 2003, due to factual or legal complexity, 4 cases were commenced and treated in the form of recommendation/suggestion after legal analysis and collection of evidence, and 2 cases involved the improvement of the legal system.

Of the cases not meeting the criteria for formal commencement, 33 cases involving administrative complaints were handled through communications and discussions by phone, referrals, briefings, and meetings. Suggestions for improvement were given for 13 cases, all being accepted by the departments concerned. Besides, the CCAC made suggestions and recommendations on 14 cases where, though no traces of illegality or violation had been found, improvement on operation was deemed necessary to minimize misunderstanding, and these suggestions and recommendations were accepted by the departments concerned. Suggestions for amendments were also made for the 4 cases revealing the flaws in the legal system, mainly in the regulations governing the public service and the "Road Code".

In other words, there were a total of 55 CCAC interventions, accounting for 21.5% of the cases handled, in the improvement of administration in accordance with the law, administrative operation, and in the promotion of streamlining the legal system. Of these, 51 cases, constituting 92.7% of the total, were handled effectively by way of cooperation and two-way communication between the CCAC and the departments or institutions so that there were both understanding of and respect for objective facts, both cooperation and the Ombudsman independence in performing its unique functions. This practice is basically in line with the general trend of ombudsman roles and functions in the world today.

The 55 settled cases in which the CCAC intervened concerning the improvement of administration in accordance with the law, administrative operation and in the promotion of streamlining the legal system involved departments or offices of the following:

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Secretary for Administration and Justice	19
Secretary for Economy and Finance	13
Secretary for Security	5
Secretary for Social Affairs and Culture	10
Secretary for Transports and Public Works	8

And the nature and content of the 55 cases of administrative complaints is briefly presented as follows:

Staff recruitment and management	19
Rectification and improvement of procedures	15
Streamlining the legal system	6
Transport and public works	6
Handling labour disputes	3
Tax matters	3
Students recruitment and collection of tuition fees	3

And of the 256 cases handled in 2003, 162 were concluded and filed, with results specified as follows:

- 35 cases were settled properly by way of unofficial interventions in the form of telephone contacts, referrals, briefings, meetings or discussions;
- There were 6 cases in which mistakes or flaws were corrected through recommendations and problems were settled in accordance with the law;

- There were 14 cases in which, though involving no administrative illegality, the departments concerned were prompted to accept suggestions to improve their administrative operations and management;
- There were 4 cases in which the root-cause of the problem lies in the flaws of the existing legal system, thus prompting suggestions for amendments;
- There were 73 cases in which no signs or traces of administrative illegality or malpractice were found;
- There were 21 cases which could not be followed up due to insufficient information provided;
- There were 7 cases found to be outside of the competence of the CCAC after closer examination; and
- There were 2 cases in which it was found unnecessary for the CCAC to continue to intervene due to the specific circumstances of their subsequent development.

It is worth mentioning that in the process of handling complaints, the CCAC found that many of the complaints were related to matters concerning driving licenses, traffic management, and the exercise of relevant regulations, which could not be commenced as individual cases and could only be solved until they were tackled through the revision of the "Road Code" and its regulations. As a result, they are excluded from the above statistics. Towards this end, the CCAC has met with representatives of the departments concerned, offered several suggestions for consideration when amendments were made and exchanged views with them, which would mean substantial assistance in improving the legal system.

Of the 94 cases that were not concluded in 2003 to be followed up in 2004, 17 cases were officially commenced for investigation, and the rest, numbering 77, were being followed up in unofficial ways.

Of the 94 cases that were not concluded and filed, 59 cases accounting for about 62.8% involved illegal construction and projects, many of them being problems that had failed to be solved for quite some years, for a variety of reasons:

- 1. The existing laws and regulations governing the procedures of urban constructions, as well as the power of the supervisory bodies and the penalties for violations, are so out of date and inconsistent with the realities, which hinders the authority concerned to play an efficient and effective supervisory role over legalization process of the construction projects to demolish the illegal constructions as soon as possible.
- 2. The departments concerned had not done enough work to educate residents by constantly reminding them that it is forbidden to add structures or made alterations without permission.
- 3. There was not adequate transparency in the way the concerned authorities handled illegal constructions. In addition to manpower constraints, actually it was not always possible to settle all the cases at one go as expected by and to the satisfaction of the public. What the authorities could do was to classify and prioritize the cases by seeing whether the projects were under construction or not, or whether the projects met the criteria to be legalized. Nevertheless, it was necessary to enhance communication with the public and explain to residents the situations to minimize misunderstanding.

To help solving the problem, the CCAC exchanged views with the authorities concerned on how to improve the relevant legislation and enhance communication with the public, and made several suggestions, all of which had received very positive response from them. The CCAC will continue to play an active part in the year to come.

5.1.2 Help and consultation

With the experience learned through practice in 2002, the CCAC continued to provide the public with help and consultation so that citizens would not lodge unnecessary complaints out of ignorance or misunderstanding of the administrative operations and procedures and of the relevant laws. And with help and consultation, the citizens would not, due to their lack of knowledge on this issue, miss the opportunity to adopt proper measures to defend their own legitimate rights and interests. On discovering any cases arising from a lack of knowledge or misunderstanding on the part of the citizens, the CCAC would explain to them in proper and objective ways to make sure whether their rights and interests had really been violated. If so, the CCAC would help them to make correct judgement and find the most timely and effective methods within the law to protect their legitimate rights and interests. In 2003, the CCAC has handled a total of 347 appeals for help and consultation, which means 33 cases more than the number of 2002, an increase of 10.5%.

Table 12 Classification of matters appealing for help and consultation in administrative complaints in 2003

Civil service system (recruitment, promotion, transfer, staff rights and interests, management and ethics)	84
Legislation & regulations	65
Civic & municipal affairs	39
Public works	27
Traffic & transport	25
Labour affairs	17
Public security	17
Education, medical service & social welfare	16
Others	27
Outside the competence of the CCAC (private sector or lawsuits)	30
Total	347

5.1.3 Internal Working Guidelines

The CCAC has renewed and brought the Internal Working Guidelines up to date so that its staff have a clearer set of criteria to abide by when handling appeals for help and consultation, and reports of complaints, when carrying out preliminary investigations, analyzing and summarizing cases, and drafting reports.

5.2 Researches and Examinations

5.2.1 Researches and examination on the systems

In 2003, the CCAC completed two focused researches on the legal system of the public service, one on "The Conflicts of Interests that Public Servants of Macao Need to Avoid in their Performance of Public Functions and Duties", and the other on "Some Questions Concerning the System of Disciplinary Process". In addition, basing itself on the research findings of public procurement and acquisition of previous years, and ideas from exchanges and seminars with some departments, the CCAC formulated "Guidelines for the Procurement and Acquisition of Public Goods and Services".

Following are the abstracts of the two research projects and the highlights of the respective guidelines:

On the Question of "The Conflicts of Interests that Public Servants of Macao Need to Avoid in their Performance of Public Functions and Duties"

The existing laws and regulations governing the public service have been in practice for over ten years, obviously lagging far behind the development of the Macao society and the demand of the public. The CCAC found from handling cases of complaints that public servants had a weak awareness of their position as public servants and of the concept of avoiding conflicts of interests in their execution of public functions and duties. On top of this, there are indeed many flaws in the existing legal system governing public services, which hinders the

establishment of a corruption-free and clean force of public servants. Therefore, as the Macao SAR government was keen on reviewing and amending the legal system governing the public service, the CCAC carried out research on how best the public servants avoid conflicts of interests in their capacity and execution of public functions and duties. The CCAC also studied the relevant regulations of some advanced countries and of other regions, further analyzed existing problems and made substantial suggestions for legal amendments to be accompanied and supported by training and education. Here is the conclusion of the report on this issue:

I-Introduce into the legal system regulations requiring honesty and integrity of public servants

The revision of the legal system should focus on improving relevant regulations or filling up the loopholes in the existing laws in the following six areas. Specific regulations can be formulated in the form of law, administrative rules, instructions by the Chief Executive or principal officials in conformity with corresponding principles specified.

1. Professional principles specified

1)Set specific criteria for the approval of "part-time" cases, especially those criteria or restrictions related to the prevention of "conflicts of interests", and make provisions for the handling of "part-time cases not arising from one's own will";

2)When applying for "part-time" post, the public servants have the obligation to self-evaluate whether it will give rise to "conflicts of interests" and declare to the authorities that it will not involve "conflicts of interests";

3)Those who have already obtained approval must submit new applications for "part-time" post and self-evaluate when a change occurs to their full-time post or "part-time" post;

- 4)The maximum duration for the "part-time" post should be specified, together with the supervisory mechanisms, including the timely review of those approved "part-time" cases;
- 5)There should be written regulations clearly stipulating that the superior official in charge is held responsible for disciplinary consequences if he/she is aware of his/her staff violating the regulations and has not taken actions in accordance with the law;
- 6)On condition that public servants' right to associations is respected, it is suggested that the introduction of relevant regulations on the prevention of "conflicts of interests" should be considered and applied to those public servants concurrently holding leading posts of associations.

2. Mechanisms for handling "advantage gifts"

- 1)Define the term "advantage gifts" and scope of application;
- 2)Indicate the conditions under which "advantage gifts" can or cannot be accepted;
- 3)Specify the handling process after the "advantage gifts" are accepted, such as requiring the public servant concerned to make timely report to his/her superior.

3. Mechanisms for monitoring the official information control

- 1)Define and specify the concept and scope of "confidential" or "information not open to the public";
- 2)Classify the above information into grades according to the degree of confidentiality, and set corresponding decoding processes;
- 3)Specify the rules that the public servants should observe and the acts subjected to restrictions.

4. Mechanisms for declaring conflicts of interests

In order to prevent "conflicts of interests" effectively, it is necessary to set up "mechanisms for declaration" that are complementary to the "system of avoiding conflicts of interests", including particularly the following:

1)Public servants must declare to their respective departments or superior organs any cases involving "conflicts of interests", and update the information within the specified period when changes occur;

2)While the public servants' privacy is guaranteed, every effort should be made to ensure that the above mentioned authorities receiving the declarations have the full power to examine the contents of the declarations. Moreover, the authorities concerned have the right to require the public servants concerned to take proper measures, or adjust or change their functions, if these public servants are found engaged in activities or investments that may involve "conflicts of interests";

3)It could also be considered that in "high-risk" zones in which the public servants have the power or assist in decision-making, or in law enforcement, the information in the declaration involving "conflicts of interests" could be made public for effective supervision.

5. Mechanisms for monitoring of private practice or activities of public servants preceding their cessation of public service

1)For monitoring purpose, pre-departure mechanisms should be set, such as requiring the personnel concerned to declare any outside appointments or invited engagements that may involve "conflicts of interests";

2) There should be rules stipulating that public servant, for a specific period of time following the cessation of service, are forbidden to take up any post offered by institutions or enterprises having direct or close ties with the departments they had been serving. They are forbidden, for a specific period of time, to have

any official contacts with their former departments on behalf of any entities which, within a specific period preceding the cessation of service, had direct or close official ties with those departments. They are not allowed to represent any entities to engage themselves or participate in projects or activities identical to those in which they had been involved as representatives or consultants of the Government before they quit the public service. Nor are they allowed to seek personal interests by improper use of the unpublished information that they had obtained before they quit the public service;

3)It is stipulated that the personnel currently serving the public functions, in their contacts with former public servants, have the obligation to pay attention to and report any violations of the above rules and regulations by former public servants.

6. Clear stipulations of penalties that all public servants are liable to once they violate the rules and regulations on ethics, in order to alert them and deter them from "defying the law".

II-Formulate a code of ethics applicable to all public servants

As all the public servants work for the government, each and every one of them is responsible for protecting the reputation of the government, taking care not to commit any acts that will damage its integrity, in whatever way they are appointed or recruited. Therefore, they must abide by a code of ethics while working for the government and the public. For this purpose, the authorities should, on the basis of the legal system for public functions, formulate a "code of ethics" setting basic ethic criteria for public servants to observe, thus "upholding honesty and promoting integrity".

The "Code" should cover a series of rules and regulations relating to the prevention of "conflicts of interests", which could be divided into two parts. Part one sets the general regulations that all the public servants must abide by; Part two, in view of different posts and functions and resulting "conflicts of interests" involved, sets specific regulations accordingly. For example, there should be

different requirements and methods of treatment, corresponding to the degree of potential or possible risk of "conflicts of interests".

- 1. More stringent standards should be set for personnel holding senior positions, law-enforcement staff, officials with influence on the decision-making of the administration, or others holding sensitive positions.
- 2. In consideration of the fact that different departments have their particular characteristics, both technically and operationally, it is necessary to allow each department to set supplementary rules and regulations according to their specific circumstances so as to prevent "conflicts of interests" more thoroughly and effectively.

III-Strengthen education and training

"It is no use depending on the law to work on its own." If the public servants responsible for the implementation of the law are not aware of the moral standards required of them, the legal system will not work of its own accord, no matter how perfect it is. The authorities should step up educating the public servants, both serving and newly recruited, on "honesty and integrity", as well as updating them regularly with new knowledge, by way of training classes, workshops, seminars and conferences, so as to enhance their awareness, cultivate self restraints and eliminate "conflicts of interests".

Some Questions Concerning the System of Disciplinary Process

While following up various cases in which public servants were suspected of violating disciplines, the CCAC discovered that quite a lot of the departments had failed to execute relevant regulations due to misunderstanding or wrong interpretation. This is mainly reflected by delaying again and again the commencement of the disciplinary process, deciding to close file without justification, appointing non-public servants to be preliminary examiners, and failing to perform their duties to declare. Also, owing to the fact that too much attention is focused on the departments to which the suspects belong to and not enough on overall

control mechanisms under the existing system, it is difficult for the administrative authorities to manage their staff effectively. For this reason, the CCAC deems it necessary to face up to the loopholes in the existing system disciplinary process, and other problems arising from vague or ambiguous regulations. Having done some detailed analysis and taken reference from relevant models developed in some neighbouring regions or advanced countries, the CCAC made suggestions for improving the system, and for consideration when the legal system governing the public service is revised or amended in the future. Following are the concluding remarks of the report concerned:

- 1. To reduce the public's worries about the lack of external supervision for the existing legal process (the "one coordinated sequence" model), and to guarantee stringency in the disciplinary process, it is necessary to introduce a mechanism in the form of an independent collective organ (such as the disciplinary council). It is vested with competence in the following three areas:
- 1.1 Supervision and inspection: Competence of a general nature. This is to check whether the disciplinary process is commenced or monitored within the specified period of time after the department concerned has received reports/complaints against disciplinary violations (see item 2 below). The Council also makes suggestion on the preliminary work done by the department concerned, such as the initial instructions, decisions made by preliminary investigators (such as the decision not to proceed with prosecution). Or, they review the suggestions/decisions (whether to mete out punishment or close the file) made after the defense period, and request that the pre-investigators adopt supplementary measures to obtain evidence if necessary.
- 1.2 Preliminary investigation: Competence of a specific nature. The Council will start preliminary investigation if the fact of disciplinary violation falls into one of the following:
- a. When the person suspected of violating disciplines is in the category of director/chief or equivalent, or holds special positions (to be specified by the Chief Executive by way of instruction);

- b. When the violation is so serious that it reaches a specified degree (with corresponding severity of penalty);
- c. When it is initiated by the department concerned (owing to the complexity of the case or to a lack of suitable personnel for the preliminary examination).
- 1.3 Competence of general orientation: Recommendation/guidelines can be made to amend/interpret the existing regulations, to fill up loopholes and to clarify any ambiguity in the legal system.
- 2. There are provisions in the existing regulations governing "instant" measures for investigation and the commencement of the disciplinary process. However, to avoid misinterpretation of relevant regulations, it is necessary to stipulate that the department should decide whether to commence the disciplinary process within a specified period after receiving information of disciplinary violations (criminal or non-criminal).
- 3. In order to facilitate posterior investigation, it is necessary to stipulate that the department concerned has the obligation to explain/justify the approval of preliminary filing and archiving.
- 4. There is in the existing system a regulation stipulating that "nominations be made of personnel who have no connection with the public service to serve as preliminary investigators". However, the fact is that nominating non-public servants as preliminary investigators for disciplinary process is of exceptional or transitional nature, and there are sufficient qualified personnel within the public service, in addition to the Council with competence in supervision and preliminary investigation (See 1.1 and 1.2 above). Therefore, in consideration of the reality and to save public money, it is necessary to delete this part of the regulation.
- 5. To carry out the department's duties of special communication, it is necessary to add to the disciplinary system articles on "duties of communication", specifying the period of time within which it communicates with specified organs, such as the CCAC and others. (For example, it should inform the organs concerned

within a certain number of working days following the preliminary approval of commencement of disciplinary process or after the conclusion of the relevant disciplinary process.)

5.2.2 Researches and examinations on operations

Last year the CCAC, while continuing to follow up the projects of research and examinations with the Legal Affairs Bureau and the Health Bureau, joined hands with the Macao Trade and Investment Promotion Institute and the Civic and Municipal Affairs Bureau and developed new research projects.

Cooperation with the Legal Affairs Bureau

Together with the Legal Affairs Bureau, the CCAC followed up the projects on improving the operations of the Public Registry and Public Notary offices and all the measures suggested have been implemented with the exception of those long-term measures involving revision of regulations or gradual implementation. Besides, both parties reached consensus on some new emerging issues:

- 1. Issues relating to the various Public Registry and Public Notary offices: These include regulating the methods cancelling documents, improving the electronic signaling system of waiting, enhancing the computerized monitoring system, reviewing the delivery system of documents and relevant records and providing technical support to insure normal operation during lunchtime.
- 2. Issues relating to property registration: Improving the content of "Registration rejected" notification.
- 3. Issues relating to commercial and movable property registration: This is to guarantee instant record of the payment made by individual persons or entrepreneurs, which will facilitate the introduction of pre-payment mechanism in the future when revisions are made to existing regulations. So is cooperation with the Civic and Municipal Affairs Bureau in order to revise the existing regulation stating that the cancelling of vehicle registration can only be initiated by the

interested person to one according to which cancellation is made by way of functional competence.

- 4. Issues relating to Public Notary including one-stop services:
- 4.1 All the measures for improvement were put into practice last year. They mainly included improvement on facilities for receiving the public, mechanisms for waiting and the provision of signals and information. Also implemented was the unification and standardization of working procedures of the three Public Notary offices (such as the adoption of official language, certification of documents, copies of agreement, the language of certification, application procedures for certificates, production and fees of notarization, etc.). The measures implemented last year also included the arrangement of dates for public notary acts; interpretations of the functions of written reports; the records and disposition of receipts of cash charged; the fees for various charges and the total; the internal procedure of making and receiving cash payment, etc.
- 4.2 The problem that residents could not present the identification documents as regulated by the law while renewing them for the "smart card" ones was also settled with satisfaction.

Cooperation with the Health Bureau

The CCAC continued to work on the research projects with the Department of Pharmaceutical Affairs of the Health Bureau in 2003. All the projects, carried out in 2002 on staff attendance records, schedule of duties, overtime and shift subsidies, internal regulations and personnel rules, and mechanisms and procedures for receiving the public, had been completed by February 2003. As the Health Bureau had to focus all its resources on combating SARS, two of the projects planned had to be carried out in the second half of the year.

(1) Department of Pharmaceutical Affairs

The measures for improvement already carried out in 2002 were followed up in 2003:

- 1. Licensing the pharmaceutical profession and activities:
- 1.1 Legal and technical support to this department was strengthened, and the rules and regulations relating to the operations of relevant technical committees would include detailed stipulations of the system of "avoidance" (in case conflicts of interests arise).
- 1.2 Valid dates were clearly stated in the registration forms for those with import/export and wholesale licenses and with "sale permits of controlled pharmaceuticals".
 - 2. Inspecting the pharmaceutical profession and activities:
- 2.1 The computerized archives system was already programmed to be set up for monitoring and inspecting the venues of the pharmaceutical profession and activities, and so was the database for inspection.
- 2.2 Three approaches were adopted for the work of inspection, which was carried out as routine inspections, surprise actions and focused key-point actions. The internal guidelines for inspection were formulated and copies of inspection reports were distributed to the commercial establishments concerned.
- 2.3 Recall of pharmaceuticals was exercised within the time period and by the grades set according to international standards, and was made public via newspapers and radio broadcasts, or made known to private practitioners through their professional associations or mass media.
- 2.4 Issues concerning the holding of concurrent posts by and the substitution of the pharmacy technical chiefs: All the pharmacies already had pharmacists stationed permanently. However, when the existing regulation is revised, it is necessary to consider including an article stipulating that every pharmacy must

be equipped with a pharmacist during business hours. It is also necessary to study the possibility of requiring the pharmacy to hire a second pharmacist or technical assistant so as to guarantee there is sufficient expertise available in the pharmacy.

- 2.5 Inspection of pharmaceutical business establishments was reinforced. Data would be collected from various venues to facilitate the overall consideration of the inspection system when revisions were deemed necessary.
 - 3. Pharmacists' licenses: Criteria for approval were yet to be formulated.
- 4. The management mechanisms of the personnel of pharmacies: Rules and regulations were formulated to regulate the pharmacies that had already joined the agreement for dispensing pharmaceutical products, including the stipulation that the pharmacies must provide their staff with training and establish relevant portfolios.
- 5. Private practitioners: Private doctors were forbidden to store vaccines or human serum and further consultation should be made at the time of revision. Also inspection on private doctors using controlled pharmaceutical products was already exercised.
- 6. Commercials of pharmaceuticals: Punishments were meted out rigidly to those violating the regulations governing the commercials of pharmaceutical products in accordance with the law, and the circumstances for mitigation were added to the revised regulations.
- 7. Personnel rules and regulations: Efforts had yet to be made to enhance their legal knowledge, and the internal regulations were being formulated.
- (2)Regarding staff attendance and records, schedule of duties, overtime and shift subsidies, internal regulations and personnel rules, and mechanisms and procedures for receiving the public, the improvement measures agreed upon and their implementations in general are given below:

- 1. An electronic attendance management system was established and gradually promoted throughout the Health Bureau, with corresponding management mechanisms and personnel regulations, which were first implemented in the Blood Transfusion Centre. The centre would soon introduce the "electronic system of staff-card reader" (in progress).
- 2. The handling mechanisms and procedures for payment in foreign currencies and the application for patients' medical records were being formulated (in progress).
- 3. Staff training at all levels was strengthened, especially in enhancing the awareness of the legal system of public functions and professional ethics. Professional regulations for healthcare workers would be formulated, including obligations of the public service, conditions of avoidance as ruled by law, prevention of conflicts of interests and the handling of business promotions of pharmaceutical and healthcare products launched by suppliers (being followed up).
- 4. A new plan for the remuneration of medical staff was being studied and formulated (in progress as a long-term objective).
- 5. Important information, such as medical charges and fees, was provided in brochures in English in "Healthcare Guidelines".

(3)Department of Human Resources

1. Short-term measures:

1.1 Ensuring that the "doctor's certificate" be issued in accordance with the principle of "verification in person", with accompanying regulations and rules to observe (in progress). Staff of the Bureau must submit medical certificates as regulated by the law when absent from work on sick leave (already applied), and the management of personnel leave-system was reinforced (principal regulations already drafted, in progress).

- 1.2 Improving guidelines for application of subsidies and reminding the staff concerned of their legal responsibility for the declarations they have made (already applied).
- 1.3 Using the "receiver machine" to record precisely the timing of the proposal (already applied).
 - 2. Mid-term measures:
- 2.1 Perfecting the computer programme calculating the allowance for work on shift (yet to be applied).
- 2.2 Publishing on the homepage of the Health Bureau information relating to the issuing of "doctor's certificates" (to be applied soon).
- 3. Long-term measures: Statistics on the issuing of "doctor's certificates" (yet to be applied).
- 4. Others: A rotation system was to be established for personnel working on the verification of "Prescriptions" (in progress).

(4) Emergency and specialist consultations of the Hospital Centre S. Januario

1.Short-term measures:

- 1.1 Strictly guarding the entry/exit of the emergency wards (already applied); improving the signaling systems (in progress) and identification (markers) of the medical staff (already applied); providing the public with more information on the basis of the existing "Healthcare Guidelines" and educating the patients on their obligations.
- 1.2 Using computer programming for patients to make appointments with ophthalmologists (yet to be applied).
 - 1.3 Reviewing the grading system of healthcare service for public servants in

the existing regulations and reporting to relevant authorities on the problems found (yet to be applied).

- 1.4 Streamlining the communication mechanisms for coordinating work and mobilizing staff in various emergency wards and developing computerized rescheduling system; confirming emergency calls within a specified period of time (in progress); reinforcing control over the completion of emergency call forms (already applied); regularly checking and reporting to the public the situation of the nursing staff on duty in the emergency wards; applying in writing for rescheduling duties with proper records (already applied); formulating guidelines for handling overtime work in the emergency wards and outpatient departments and including the guidelines in the relevant internal regulations (to be applied).
- 1.5 Strengthening coordination and communication among various departments and offices (already applied).

2. Mid-term measures:

- 2.1 Unifying the procedures for issuing supplementary prescriptions (already applied); making more comprehensive the items of the computer-registered forms in the emergency wards (already applied).
- 2.2 Regularly examining and updating the internal rules and regulations of various departments and offices, including those governing the quotas of first visits and return visits, and setting clear-cut guidelines and requirements relating to the items examined and reviewed (in progress).
- 2.3 Conducting an overall review and study of the duty arrangements of doctors in outpatient departments, emergency departments and wards to avoid overlapping of work and searching for ways to solve the problems permanently and appropriately (yet to be applied).
- 2.4 Entrusting clerks with all the clerical work done by nursing staff in outpatient department (already applied).

- 2.5 Reviewing the use of observation rooms of emergency wards with statistics, so as to manage and supervise them better (already applied).
- 2.6 Applying researched statistics to management and planning of the outpatient departments and making them readily available for staff to refer to (to be applied soon).

3. Long-term measures:

- 3.1 Developing computer programme scheduling and rescheduling the duties of the nursing staff of the emergency wards (in progress); installing electronic security system in the emergency wards (under study).
- 3.2 Exploring the possibility of setting up special consultation rooms exclusively for specified public servants (yet to be applied).
- 3.3 Conducting studies on the professionalization of the medical team in the emergency wards so as to reduce the number of "on-call doctors" and enhancing the training of specialized doctors (in progress).
- 3.4 Improving and unifying the regulations governing emergency calls and guaranteeing the consistency of the content of the "Regulations Governing the Emergency Department (draft)" with that of regulations governing the emergency calls (yet to be applied).

(5) Healthcare Centres and other affiliated units (Blood Transfusion Centre and Diseases Prevention and Control Centre)

1. Short-term measures:

1.1 Improving the signaling system of Healthcare Centres and the Centre for the Prevention and Cure of Tuberculosis; insuring the updating of healthcare information; making sure that the personnel of the Healthcare Centres, Blood Transfusion Centre and the Diseases Control and Inspection Unit show their identification when attending the public.

- 1.2 Making sure to provide pre-natal examinations for pregnant women on their first visits to the Healthcare Centre in Taipa (in progress); unifying the recording methods for doctors working overtime in the Healthcare Centre in Taipa (already applied).
- 1.3 Unifying the application procedures in the Blood Transfusion Centre: All applications for rescheduling duties be made in writing in advance; unifying the criteria, methods and deadlines for recording, confirming, remunerating overtime work (already applied); improving the stocktaking system in the form of "inventory of goods in stock" (already applied), and the contents of blood donation certificates and blood donation declarations (already applied).
- 1.4 Improving the delivery and deposit of patient archives of Healthcare Centres (already applied); stopping the posting of a list of private doctors with permission to issue "eye-examination certificates" (already applied); stopping the practice of Healthcare Centres in Areia Preta and Fai Chi Kei assigning private pharmacies to provide medicine on urgent demand (already applied); regulating the methods of calculation of constant data of "Timetable for Waiting for Outpatients of Healthcare Centres" (in progress); formulating guidelines for the quotas of first visits (yet to be implemented); improving communication with schools regarding student healthcare matters (already applied); qualifying doctors in the Healthcare Centres to issue "eye-examination certificates" to drivers wearing contact lens with accompanying written guidelines (in progress).
- 1.5 Formulating written working procedures and guidelines for the Health Unit and the Diseases Control and Inspection Unit (already implemented); suspending the practice of "Reduction of Fees for the Treatment of Tuberculosis" and considering the establishment of a comprehensive approval system (already implemented).

2. Mid-term measures:

2.1 Improving the measures for keeping confidential the personal data of blood donors (already implemented).

- 2.2 Installing gradually in all Healthcare Centres electronic screen indicating the order of consultation (in progress); examining and updating the temporary regulations regulating the "Handling Procedures of Opinions on Primary Healthcare" and improving operations by taking advantage of relevant opinions (in progress); establishing criteria for recording complaints/opinions handled or settled immediately (yet to be implemented); formulating regulations governing the operation of dispensaries of Healthcare Centres and their staff; arranging personnel not routinely responsible for medicines to participate in working on the system of the annual inventory and stocktaking of medicines, including the Diseases Control and Inspection Unit and the Centre for the Prevention and Cure of Tuberculosis in the work (yet to be applied); establishing control and inspection system for use of medicines in departments of gynecology, obstetrics and pediatrics (already implemented); formulating uniform regulations for operation and working guidelines for all Healthcare Centres (yet to be applied).
- 2.3 Compiling a handbook with relevant data for exterminating mosquitoes, which should include street maps, routes and locations for the application of insecticides (yet to be implemented).
- 3. Long-term measures: Thoroughly evaluating the work models of doctors working in the emergency wards of the Healthcare Centres (under study); reviewing the methods of calculating the hourage (beginning and end) of doctors working overtime in Healthcare Centre of Taipa and formulating uniform standards (plan already submitted, in progress).

Cooperation with the Macao Trade and Investment Promotion Institute

The CCAC worked together with the Macao Trade and Investment Promotion Institute in processing and approving "Applications for Investment Residency" and reached agreement on measures in the following areas:

(1)Short-term improvement measures:

1. Facilities and mechanisms for receiving the public; channels of information

for the public, content and mechanisms for updating information; recording system for inquiries and complaints.

- 2. Computer monitoring system for record and inspection purpose, especially on those applicants who have provided false information.
 - 3. Security of the filing system and deposit of archives.
- 4. Appointments with applicants, meetings and minutes; procedures for submitting application documents; the issuing of "declarations"; reminding the applicants of their legal responsibilities; collection of applications and arrangement for analysis.
- 5. Requirements for accepting applications for investment residency and regulations governing the alterations of the categories of investments:
- 5.1 Measures of adjustment adopted for problems arising from an obscure understanding of the investment values relating to existing regulations, and a further study into the relevant laws.
- 5.2 Evaluate investment plans from the industrial, commercial and service sectors and their installations, and offer opinions.
- 5.3 Define "Important Investment Plans" and review the criteria; set policies and relevant conditions for priority cases.
 - 6. Internal regulations for work and personnel.
 - 7. Training of personnel.

(2)Mid-term and long-term measures under study:

1. Study measures of inspection and supervision on the investment plans already approved and on their installations, including the consideration of achieving this purpose by way of revision of legislation.

2. Consider the creation of a joint cross-department panel for the revision of relevant regulations so that a comprehensive and systematic revision can be made to the "Regulations Governing Applications for Investment Residency".

Cooperation with the Civic and Municipal Affairs Bureau

In 2003 the CCAC cooperated with the Civic and Municipal Affairs Bureau and started work on inspecting "Food & Beverages Venues and Leakage from Air-conditioners". It made respective visits to and met with staff in the inspection departments relating to environmental hygiene, licensing and administration and completed data collection and analysis.

Revision of "Regulations Governing the Inspection of Public Service"

With experience accumulated over the past, overall examination and revision was made to the "Regulations Governing the Inspection of Public Service" last year, with particular emphasis on the procedure, on-the-spot inspection, personnel regulations, the writing of reports, and follow-up work, so as to make the operations more effective.

5.2.3 Seminars/workshops held and guidelines formulated

In addition to inspection of systems and operations, the CCAC also organized seminars and workshops on topics relating to public administrative procedures and activities considered making the public servants more vulnerable to the occurrence of conflicts of interests. Over the past year, with the arrangement of the Public Administration and Civil Service Bureau, and at the invitation of various departments, the CCAC held a total of 14 seminars and workshops on procurement and acquisition of goods and services. The participants included chiefs in the administrative and financial area of various departments, as well as personnel with the possibility to be involved in the process of acquisition of

goods and services in public institutions. At the seminar or workshop, staff from the Ombudsman Bureau made presentations on the principles and relevant measures in the process of public procurement and acquisition, their obligations and execution of duties in accordance with the law and on the principle of honesty and integrity. Questions were raised and answered to clarify specific matters relating to their work, thus helping the public servants to sharpen their vigilance and carry out their public duties by sticking to the principle of honesty, justice and objectivity.



Seminars on the procurement and acquisition of public goods and services

On the other hand, the CCAC was also aware that, although seminars and workshops enabled public servants to interact with one another through direct dialogues thus enhancing their awareness of administration by law, honesty and selfless dedication, they had certain limitations. Therefore, to achieve general and permanent effects, it was necessary to prepare written guidelines to constantly remind and supervise public servants on relevant topics.

In fact, back in 2001, the CCAC conducted researches on the existing legal system regulating the procurement and acquisition of public goods and services, identified the flawed or outdated regulations and made suggestions. However,

these regulations were still being applied and revision could not be made within a short time owing to the process of legal reform. However, this does not mean that without the revision of legislation it is not possible to make improvements. It is still possible to improve the process of procurements and acquisitions of public goods and services and in the management of public servants participating in the work, especially in the area of fair and just treatment of suppliers, of confidentiality and avoidance of conflicts of interests. As a matter of fact, from the inspection projects concluded in 2002 and 2003, from the handling of cases of complaints and exchanges at seminars on this matter, the CCAC still found quite a lot of the public servants having a poor understanding of the "dos" and "don'ts" that they should pay attention to in the process of procurements and acquisitions. As a result, there were omissions in their exercise of public functions, which easily caused misunderstandings on the part of the residents or suppliers.

To improve this situation, the CCAC synthesized the problems found from the research projects on inspection and summarized the experiences learned, and compiled the "Guidelines for the Procurement and Acquisition of Public Goods and Services". The guidelines provide brief instructions on "Principles to observe in the process of acquisition", "Points to notice at various stages of the process", "Obligations of personnel participating in the process", "Handling of advantages", "Principle of avoidance", "Legal responsibilities", "Reporting corruption and methods", and "Information for inquiries". Moreover, in the form of appendices, there are instructions on "Practical questions and answers concerning the acquisition of public goods and services", "Mechanisms for avoidance", and "Functional crimes more frequent in the process of acquisition". All these aim at giving the public functionaries clearer guidelines so that they perform their duties and obligations thoroughly in the acquisition process they participate in, and the public participating in the process as suppliers also have a clearer picture of how they can compete fairly and justly without misunderstanding.



CHAPTER VI DECLARATION OF INCOMES AND PROPERTIES



CHAPTER VI DECLARATION OF INCOMES AND PROPERTIES

Since the promulgation and implementation in 1988 of Law no. 3/98/M of 29 June, i.e. "Declaration and Public Monitor of Incomes and Properties", generally known as the "Sunshine Law", a number of problems in its execution had been reported by the depository entities. Therefore, an internal working group in CCAC was formed in 2002 to proceed a preliminary study on its revision, to be used in the declaration update being due five years after the promulgation of the existing law, and for blocking loopholes detected in these years of practice. In early September, this internal working group, together with representatives appointed by the President of the Court of Final Appeal and the Secretary for Administration and Justice, formed a joint working group to work on the revisions. On 10 July 2003, the Legislative Assembly approved the revisions of the law of "Declaration of Incomes and Properties", Law no.11/2003.

To facilitate the use of the revisions in handling declaration update due in five years from its last presentation as to reduce inconvenience that might cause to the declarant and the corresponding department, the CCAC has established a campaign group to be responsible for producing exemplification as completion models, training staff, providing clarification sessions, as well as making preparation for the collection. From 6 September to 27 October, a total of 41 clarification sessions was completed, with an accumulated audience of 6,800, including the sessions in Portuguese and English for non-Chinese speakers. In a clarification session, the differences between the new law and the existing one, as well as those issues particular to the completion of the new declaration form would be specified. The questions raised by the audience in these sessions were compiled into 126 "Frequently Asked Questions in the Completion of the Declaration of Incomes and Properties" published by the CCAC for references of the frontline workers.

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On the other hand, the specification in the old law which said that charges be made against a declarant if his/her properties significantly exceeded the declared amount but he/she failed to justify them or identify their legitimate source was questioned by the legal fraternity. Besides there is only a modification in the Chinese expression of the crime with its basic content remaining unchanged in the revised version. Therefore, it is necessary to make a further technical study and analysis regarding its legality (i.e., conforming to the Basic Law, the international conventions on human rights and the basic principle of the Penal Code) and intention of the enactment so as to dispel doubts and worries. Accordingly, right after the revisions were approved, the CCAC invited the Deputy General Procurator of Portugal, Dr. Julio Pereira, a very experienced expert in the theory of Penal Code and practice, to present his views on the issue, first in an article in the quarterly bulletin of the CCAC, and then in a seminar entitling "Criminal Parameters of the Law of Declaration of Incomes and Properties", aiming at an audience of magistrates, lawyers, scholars in law studies, legal advisers in different government departments and other jurists.



Opening ceremony of the promotional campaign for the new law

To receive the sheer volume of "Declarations of Incomes and Properties" and avoid disrupting the routine of the related departments, the CCAC has obtained permission in utilizing the basement floor of the Public Administration Building to install a temporary workspace equipped with an electronic waiting system and a waiting area as to facilitate the reception work and provide convenience to the declarants. Similarly, for those departments having a large declarant number, the CCAC would send staff to the departments to collect the declarations, as to avoid disrupting the routine operation of the departments due to the absences caused by the update. In the three months from October to December 2003, the CCAC received 7,880 declarations from individual public servants, accumulating a yearly total of more than 10,000.



"Criminal Parameters of the Law of Declaration of Incomes and Properties" seminar by the Deputy General Procurator of Portugal, Dr. Julio Pereira

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The temporary workspace for declaration reception

CHAPTER VIICOMMUNITY RELATIONS



CHAPTER VII COMMUNITY RELATIONS

The main objectives of the CCAC to carry out high quality promotion and education activities are to boost clean administration, construct social justice, and consolidate the value of "integrity and legitimacy" as a basic moral of the citizens.

In 2003, the CCAC continued its community relationship projects and built on top of the general campaign for clean administration new items to intensify community relationships and enhance educational effects. These included setting up a branch office to provide more convenient channels for lodging complaints and seeking consultations, and to facilitate more direct community contacts; installing the "Paradise of Integrity" and producing teaching material "Honesty and Integrity", using diverse approaches to infuse the concepts of honesty and integrity into primary students; organizing lectures, seminars and interactive workshops to reinforce communications and cooperations with public servants; organizing a series of promotion activities to introduce the new law of "Declaration of Incomes and Properties", encouraging ethics formation of public servants in various aspects; maintaining communications with public organs and social associations for mutual support, obtaining greater social effects; strengthening contacts with relevant institutions in the mainland China and overseas to boost exchanges and experience sharing for the common goal of building up clean administration.

7.1 Establishment of the Branch Office



Inauguration of the CCAC branch office, hosted by the Chief Executive



Ribbon Cutting Ceremony of the CCAC branch office, hosted by the Chief Executive and other honourable guests

The support and cooperation from the public is crucial to the anti-corruption work of the CCAC. Therefore, the CCAC has been engaging in close contacts with citizens. The preparation for setting up branch office in the community was started by the CCAC in early 2003, and in December the first branch office was open to the public. The Chief Executive, Mr. Ho Hau Wah, launched the inauguration ceremony on 6 January 2004.



The educational activity room of the CCAC branch office



The reception area of the CCAC branch office

The CCAC Branch Office provides more convenient channels to the public for consultation seeking, complaints lodging and reports making. Moreover, it facilitates more direct community contacts and helps the CCAC to form closer ties with the members of associations and the residents in the respective community. In the Branch Office, there are rooms for receiving complaints and making reports, an audio-visual room, a meeting room, a replicated identification room, as well as the "Paradise of Integrity" for primary students.



The reporting room in the branch office, for personal presentation of reports

Since its inauguration, the Branch Office had received and visited a number of associations in the northern district to collect their opinions. It also had obtained their active support in all aspects, especially relating to the promotion activities of anti-corruption education. To contact the staff, members of associations and citizens can come to the Branch Office situated at no. 68, r/c, Rua 1 of Maio, Areia Preta in person, or via telephone contact number 453636. To facilitate contacts, the Branch Office is kept open during lunch hours and until 7pm.

7.2 Promotions and Education

The CCAC continued its integrity awareness promotion with public servants, students, teachers and the general public. In 2003, in line with the implementation of the newly revised "Declaration of Incomes and Properties", and the intention of fortifying promotion and education to students, the CCAC hosted a yearly total of 219 seminars, accumulated an audience of 18,956, the first rank over the years and a remarkable increase of 68% compared to that of 11,279 in 2002.

Table 13
Statistics on seminars held from 2000 to 2003

Audience	Number of seminars			Number of participants			Number of hours					
categories	00	01	02	03	00	01	02	03	00	01	02	03
Public servants	23	94	132	132	855	5,209	7,435	11,385	54	134	198	133.75
School students	10	21	40	50	886	5,386	3,271	6,105	12	20	41	49.65
Teachers	_	ı	-	24	1	1	_	810	1	_	_	36
Members of associations	14	19	10	7	1,678	1,736	493	340	20	28.5	13	10.5
Staff of credit institutions	6	4	2	6	220	132	55	316	12	8	2.5	9.5
Personnel of private sector	_	2	1	_	-	70	25	_	_	3	1	_
Total	53	140	185	219	3,639	12,533	11,279	18,956	98	193.5	255.5	239.4

7.2.1.Integrity Education Targeted at Youngsters

(1) Publication and Promotion of Teaching Material "Honesty and Integrity" for Primary Students



"Honesty and Integrity", teaching material for primary education

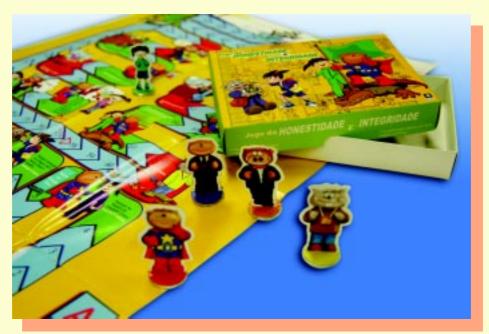
The CCAC highly values the integrity education of youngsters and after listening to the public, especially the education sector, the CCAC invited several experienced educators and teachers of Macao to assist in the compilation of a complementary textbook, entitled "Honesty and Integrity", which was officially launched in February 2003.

This textbook has been designed for primary 4 to primary 6 students, and consists of 6 units. The contents include topics relating to anti-corruption, law-abidingness, honesty and integrity, etc. The purpose of this publication is to infuse into the students the awareness of moral principles and law-abidingness, assist them in forming correct views and life values.

The teaching material comprises a student's book and a teacher's book (with teaching guides and model answers). Since its launch, it has been well accepted

by the education sector and adopted by 61 in a total of 69 private and public primary schools, representing 88.4%, as a complementary textbook of civil or moral education.

To supplement the textbook "Honesty and Integrity", the CCAC also produced a board game of the same name, in both Chinese and Portuguese, to infuse the awareness of honesty, justice and integrity into the students in an entertaining style.



The board game of "Honesty and Integrity" is popular among students

(2) Interactions with the Education Sector

School Visits

To promote the teaching material of "Honesty and Integrity", representatives of the CCAC visited 48 private schools and exchanged opinions with the school leadership on the teaching material, the board game and the work of the CCAC, making use of the opportunities to listen to their opinions on clean administration. Many constructive opinions were stated.



School visits of CCAC staff, to listen to opinions on combating corruption

School Directors and Coordinators Invited for Discussions and Visits



The Commissioner of CCAC meeting the school directors and coordinators

To further strengthen communications and exchanges with primary school directors, the leadership of the CCAC tendered invitations to all primary schools for a visit and discussion in late May. 68 primary school directors and coordinators representing 41 primary schools participated and exchanged their opinions with

the CCAC on the actual situation of clean administration establishment in Macao, the level of social integrity and the relative expectations of the public towards a clean society. The visit laid the foundation for more mutual communications in the future.

Explanation Sessions of the Teaching Material

As the teaching material included some juridical terms and jargons, the CCAC organized between April and September some explanation sessions for teacher users of this material to deepen their awareness of the material as well as their understanding of the anti-corruption situations in Macao. After these sessions, the teacher users would have a chance to visit the facilities of the CCAC. This created better conditions for the integrity education.



An "Explanation Session of the Teaching Material", providing teachers of the material with the legal knowledge and relative information pertaining to clean administration

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Table 14
Information and statistics concerning textbooks and materials on "Honesty and Integrity"

Partic	Figures		
Number of s	48 (all private schools)		
Schools adopting the material	Number	61	
Conode adopting the material	Ratio to the primary schools total in Macao	88.4%	
Number of textbooks distributed	Student's book	19,625 copies	
(up to December 2003)	Teacher's book	1,977 copies	
Number of school directors and	Schools involved	41	
coordinators visited the CCAC	Number of participants	68	
- I	Total number of sessions	24	
Explanation sessions of the teaching material contents	Schools involved	52	
	Number of teacher participants	810	
Total of "Honesty and Integrity" board ga	4,006 boxes		

Note: Total number of public and private primary schools in Macao is 69

(3) Seminars Fostering Clean Administration

In 2003, the CCAC continued to organize seminars fostering clean administration awareness for primary, secondary and territory education students, particularly for graduating students of the Faculty of Education of the University of Macau, kindergarten and primary education majors. The objective was to provide them with a better understanding of the corruption combating efforts and avail them knowledge for better teaching of relevant concepts in the future.

Table 15
Number of students attending seminars on honesty in 2003

No.	Na	Number of seminars	Number of participants	
1		Shá Lei Tau Cham Son School	5	195
2	Primary	School Luso-Chinesa of Bairro Hipódromo	1	30
3	K	Zeang Peng School (Primary Section)	1	32
4		Fukien School	1	45
5	Primary	School Luso-Chinesa of Tamagnini Barbosa	3	109
6	Р	rimary School Luso-Chinesa of Taipa	1	28
7		Ma Lai Son Kei Lim School	3	88
8		Diocesan College of S. Joseph	2	100
9		Pui Cheng Middle School	6	710
10		2	71	
11		4	160	
12		1	40	
13		Ling Nam School	1	30
14		Mateus Ricci College	1	1,400
15		Yuet-Wah College	2	154
16	Polytechnic	Centre of Career Development	4	240
16	Institute	Course of Public Administration	1	70
17	University of	Affliated School	2	90
17	Macau	Faculty of Education	2	131
Total		_	43	3,723



A seminar on "Integrity Conscience" for students

Besides producing teaching material for primary students, the CCAC also developed an educational programme targeting secondary students. There are two phases in the programme. The first one consists of lectures on honesty specifying the importance of an honest and just society to the life of people, scheduled in the school's weekly assembly or when opportune. The second phase aims at graduating students and entails in-depth discussions on notions of honesty and integrity as to fortify the integrity awareness of the students.

The following are the statistics of student participants in the first phase of the programme to the end of December:

Table 16

Number of students participating in the "Education Programme on Honesty for Teenagers" in 2003

No.	Names of educational establishments	Number of seminars	Number of participants
1	Choi Nong Chi Tai School	1	500
2	School of Santissimo Rosário	2	328
3	Tong Nam School	2	70
4	Pui Ching Middle School	1	214
5	Sheng Kung Hui Choi Kou School (Macau)		1,270
Total	_	7	2,382



An Education Programme on Honesty for Teenagers

7.2.2 Educational Seminar for Public Servants

Educational seminars for public servants were held in two forms. Some were part of the basic training programmes for public servants while others were seminars organized by the CCAC on special topics for certain departments.

(1) Basic Training Programmes for Public Servants

Starting from July 2001, the CCAC assisted the Public Administration and Civil Service Bureau in providing courses on the topic of "Honesty and Integrity in the Interests of the Public" for public servants attending the basic training programmes. The first course was designed for workers and auxiliary staff, and was completed in April 2002 with a total of 4,140 participants. The second course targeted at administrative staff and professional officers. One group began in May and ended in November 2002 and another from February to March 2003, totaling 3,090 participants. Participants of the third course were officer and senior officer staff, amounting to 3,060. There were 150 participants in the course conducted in Portuguese. Consequently, the four courses accumulated a total of 10,440 participants.

During the third course (designed for officer and senior officer staff), a questionnaire was sent to the participants, and 2,566 responses were received accordingly. More than 80% of the respondents graded the organization of the course materials and the tactics used by the lecturers with an 8 or above on a scale of 10 points. 66% of the respondents have judged the overall evaluation of the training programmes as "good" while 0.3% considered it to be "bad".



An "Honesty and Integrity in the Interests of the Public" seminar for public servants, conducted in Portuguese

Table 17
Statistics on basic training programmes for public servants in 2003

No.	Public servants targeted	Period	Number of seminars	Number of participants
1	Administrative staff and professional officer	February to March	9	270
2	Officer and senior officer staff	March to September	51	3,060
3	Administrative staff and professional officer (Portuguese)	November to December	5	150
Total	_		65	3,480

(2) Seminars for public services and institutions



A special topic staff-training session on request of individual public departments

The CCAC arranged 26 seminars for public services and institutions individually in 2003, with a total of 1,010 participants (Table 18). Some of them were on special topics, including the one entitled "Procedure for the Procurement and Acquisition of Public Goods and Services" and those seminars and discussions hosted for the career promotion of the Senior Officers and the Customs Inspectors in the Public Security Police and Customs Services.

Another example was the workshop co-organized by the CCAC and the Civil and Municipal Bureau, titled "Keeping Clean Administration – A Workshop for

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the Leadership and Directive Personnel". Through case studies and discussions, some practical administrative problems were resolved. Similar workshops co-organized with other government department heads and leadership are expected in 2004.



"Keeping Clean Administration – A Workshop for the Leadership and Directive Personnel", co-organized by the CCAC and the IACM



A group discussion in the workshop

Table 18
Statistics on seminars, symposiums and workshops for public services departments in 2003

No.	Public services/departments	Theme	Number of sessions	Number of participants
1	Civic and Municipal Affairs Bureau	Fighting against Corruption	9	305
2	Finance Services Bureau	Fighting against Corruption	1	40
	Controvenies and Codestus Divisors	Public Procurement	1	20
3	Cartography and Cadastre Bureau	Fighting against Corruption	2	50
4	Education and Youth Affairs Bureau	Public Procurement	1	50
5	Academy of Public Security Forces	Fighting against Corruption / Declaration of Incomes and Properties	2	215
	Port Authority	Public Procurement	1	40
6	For Authority	Fighting against Corruption	2	80
7	University of Macau	Public Procurement	1	30
8	Fire Brigade	Fighting against Corruption	2	60
9	Public Security Police	Seminar and visit to the installation of CCAC	2	59
10	Customs Service	Discussion and visit to the installation of CCAC	1	11
11	Civic and Municipal Affairs Bureau	Keeping clean Administration - A Workshop for the Leadership and Directive Personnel	1	50
Total	-	-	26	1,010

(3)Promotion Campaign for the revised Law of "Declaration of Incomes and Properties"



A clarification session for public servants of individual public departments on the revised law of "Declaration of Incomes and Properties"

The revised "Declaration of Incomes and Properties" Law no. 11/2003 was promulgated at the end of July. As the depository entity of the declarations, the CCAC hosted a series of explanation and promotion activities to facilitate understanding of the law for public servants. These activities had achieved the result expected with great support and collaboration of the functionaries.

Table 19
Statistics on seminars explaining the new regulations governing the "Declaration of Incomes and Properties" in 2003

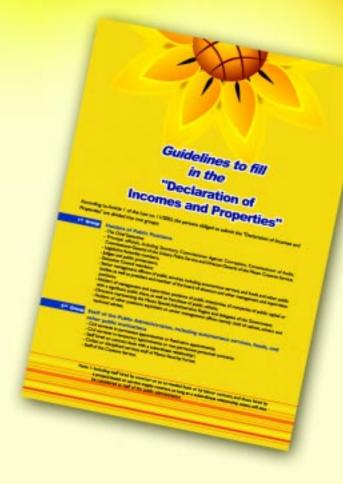
Number of Session	ns	Participation Number of Public Services and Institutions	Total Number of Participants in 2003	
36 sessions in Cantonese	T-1-1-44		6,895	
4 sessions in Portuguese	Total: 41 sessions	62		
1 session in English				

In coordination with the promotion campaign, the CCAC published the "Guidelines to fill in the Declaration of Incomes and Properties" as well as the "Completion Model" for the completion of the declaration, to be widely distributed to functionaries in various services and public entities. This was to facilitate better understanding of the new law and the declaration procedure. Also, a video with duration of 12 minutes was produced to demonstrate the delivery process of the declaration and the items of concerns.

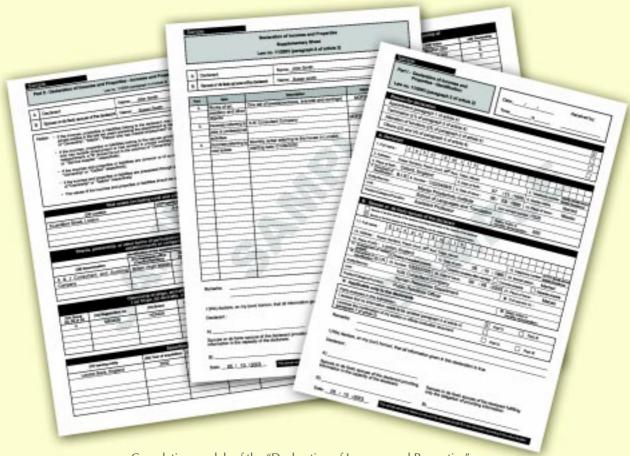


Members of the CCAC Volunteers Team participated the shooting of the promotional video for the Declaration

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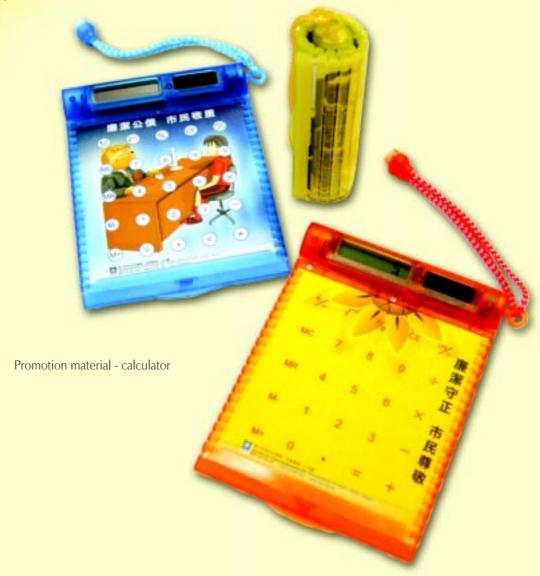


Guidelines to fill in the "Declaration of Incomes and Properties"



Completion models of the "Declaration of Incomes and Properties"

To obtain greater promotional effects, the CCAC had produced some souvenirs relating to the new law of "Declaration of Incomes and Properties", including a folder and a calculator, to offer to the functionary who submitted a declaration.



7.2.3 Educational Promotions Targeting at Members of Associations and Credit Institutions

In 2003, 13 seminars were conducted by the CCAC for members of associations and credit institutions, in disseminating the messages of integrity and justice and enabling the audience better understanding of the evils of corruption and the importance of an honest and just society to the life of people.



A seminar designed for the staff of credit institutions

Table 20 Statistics on seminars for associations and institutions in 2003

No.	Names of associations/credit institutions	Number of seminars	Number of participants
1	Luso International Banking Limited	5	300
2	The Industrial and Commercial Bank of China	1	16
3	Pastoral Centre of Areia Preta	1	20
4	Association Nascence of Light	1	35
5	Association of Mutual Aid of Fishermen	1	30
6	Training Centre of Youngsters of Macao	2	80
7	7 Delegation in the Islands of the General Union of the Macao Neighbourhood Association		25
8	Macao New Chinese Youth Association	1	150
Total	-	13	656

Table 21
Statistics on various seminars, workshops and programmes held in 2003

Activity	Number of seminars	Number of participants	Total number of participants
Basic training programmes for public servants	65	3,480	
Seminars for public services	22	890	Number of multip function
Workshops and discussions	4	120	Number of public function workers: 11,385
Clarification sessions for the new law of Declaration of Incomes and Properties	41	6,895	
Seminars on integrity conscience for students	43	3,723	Number of students: 6,105
Programme of honesty education for youngsters	7	2,382	14difficit of oldderno. 0,100
Explanation sessions on the teaching material	24	810	Number of teachers: 810
Seminars for credit institutions	6	316	Others: 656
Seminars for members of the associations	7	340	Others. 000
	219		
	18,956		

7.3 Close Ties with the Media

Maintaining close ties and good relations with the media allows more voices from the society to reach the CCAC.

7.3.1 "Afternoon Tea Meeting on Clean Administration"

The CCAC took advantage of the Chinese Spring Festival to invite the incharge of the press and media to join the event and listen to their opinions and suggestions, which are references of great value for the CCAC in anti-corruption strategies formulation.



"Afternoon Tea Meeting on Clean Administration" to hear voices from the press

7.3.2 "Clean Administration Forum"

The "Clean Administration Forum" is a column of some real case stories contributed by the CCAC and published bi-weekly in all local Chinese newspapers. The forum is a manifestation of the many concrete projects of the CCAC in cooperation with the media, and has been in smooth operation for many years.

7.3.3 Press Release

The press releases by the CCAC can be divided into three categories, i) cases detected by the CCAC; ii) decisions of the court on the cases transferred from the CCAC; and iii) the latest activities of the CCAC. Besides, the CCAC also holds press conferences to provide detail briefings of some specific detected cases to the media.

7.4 Other Promotion Activities

7.4.1 Compilation of Publications

(1)Quarterly "CCAC Bulletin"

The quarterly "CCAC Bulletin" launched by the CCAC in March 2002 is available in both versions of Chinese and Portuguese. This publication aims at reporting to the public the latest developments of the CCAC, cases relating to anti-corruption, cases of administrative complaints, explications of laws and regulations, cases of corruption combating in other regions and countries, feedbacks from all walks of life on the building of clean administration, comics etc. to enable both the general public as well as public servants better understanding of the work of the CCAC.



The quarterly "CCAC Bulletin"

Up to the end of 2003, eight issues of the "CCAC Bulletin" were published and distributed to public institutions, organizations, schools and libraries of Macao. They are also available free of charge in some public places, such as public libraries and bookshops. The circulation amount of each issue has been increased from the initial copies of 5,500 to the current number of 6,500.

(2)"Love for Integrity"



"Love for Integrity", a book of selection articles published in the "Clean Administration Forum"

The CCAC compiled a book entitled "Love for Integrity" of 30 selection articles published in the Chinese periodicals "Clean Administration Forum", in enabling easy access for citizens to the systematic information about the fight against corruption situations in Macao. This book is also enriched with vivid illustrations and composed of three sections: Combating Corruption, Ombudsman Service and Ethics of Public Servants. It is intended to allow better understanding of citizens of their responsibility and the ways to defend their legitimate rights and interests, as well as further consolidation of the awareness of "integrity, dedication and legality in administration" of the public servants. The launch of the Chinese version of this book is planned for February 2004, and the translated version in Portuguese right after.

(3)"Guidelines for the Procurement and Acquisition of Public Goods and Services"

The Chinese version of these guidelines was published in December (The Portuguese version is planned for mid-January of 2004). This procedure had been compiled by the CCAC based on the existing legislation on procurement; the relative problems discovered in the practising acquisitions investigations; as well

as the procedures and rules of public procurement in others countries and territories. The objective is to draw attention to the essential points in each phase of the acquisition process and to serve as reference for the services and public organizations when proceeding acquisitions.



"Guidelines for the Procurement and Acquisition of Public Goods and Services"

(4)Posters and Leaflets

The CCAC prepared a variety of promotional materials in 2003 to be widely distributed to public services and organizations, associations, schools etc, and available at public places such as bookstores and libraries. These promotional materials include:

-Two posters: "Corruption corrodes the society" and "Reporting complaints in person";



Two posters produced in 2003

-Leaflets introducing the Branch Office of the CCAC;

-English Leaflets "The Exhibition Hall of the CCAC" introducing its facilities and display articles for non-Chinese and non-Portuguese speakers.

7.4.2 Priority Promotion on "Reporting Complaints in Person"

A variety of promotional approaches was used, including production of posters and adhesive stickers, a specially produced television commercial, advertisements placed on radio, the two sides of



Leaflets on the CCAC branch office

omnibuses, periodicals, lighting boxes, etc. In addition, the materials were also placed in periodicals, radio-dramas, and the informative television programme "Inquiry and Reply".

7.4.3 Diversified Approaches for Building the Awareness of Integrity

-In coordination with the educational promotion of the CCAC Branch Office, various cartoon personages have been created for this purpose. These personages, distinguished by their positive and negative temperaments, are corresponding to the themes specified in the "Paradise of Integrity" as well as the Interactive Classroom.

-Anti-corruption messages were transmitted in diversified ways in promotional publications and advertisements in periodicals, on radio and omnibuses, etc.



Promotion materials with cartoon personages

-Integrity messages have been transmitted via television programmes entitled "Inquiry and Reply". Starting from November, every Tuesday morning at 10 o'clock, a special radio-drama entitled "Integrity Theatre" would broadcast anti-corruption stories adapted from real life cases of CCAC production. To go with it, a representative of the CCAC and a presenter of Radio Macau would preside over each episode in a quiz game so as to reinforce its promotional effects.

-A "Clean Administration Forum" column was included in the "Periodicals of the Association of Adult Education of Macao" in disseminating messages of integrity to the public.

7.4.4 Web-page Renovation

The web-page of the CCAC (www.ccac.org.mo) was renovated in March 2003 with more new columns, such as "The Special Zone for Public Servants", "Paradise of Integrity" and "Garden of Volunteers", and the provision of subscription services. The purpose was to make use of modern technology to transmit the message of integrity in a rapid way.



Web-page of CCAC

7.4.5 Co-organization and Participation in Other Activities

The Exhibition Hall of the CCAC received a considerable amount of visitors from other public services and organizations, as well as local associations and schools in 2003. In November, the second "Open Day of the CCAC" was organized, allowing the public to visit the internal departments and facilities, including the reporting room, statement taking rooms, identification parade suite, detention wards, and office for declaration of incomes and properties. This open-day helped citizens to have a better understanding of the CCAC, its sophisticated measures and state-of-the-art facilities for confidentiality so as to encourage them to report cases of corruption.



Citizens visiting the CCAC facilities on the Open Day

7.4.6 Other Community Activities

The CCAC was also actively involved in other community activities, including:

-The "Computer Animation Design Competition" jointly organized by the CCAC and the Chong Wa Student Association of Macao. The announcement was made in December 2003 and the submission deadline will be at the end of March in 2004. The selection and the announcement of the results will be in late April;

-The 34th Caritas Bazaar of Macao;



Citizens playing games at the CCAC stand in the Caritas Bazaar of Macao

- -The Carnival held by the Junior Police Call for the purpose of fighting against crimes and drug-abuse;
- -The 6th Youth Inter-Team Contest on the "Knowledge of Civic Education" hosted by the Education and Youth Affairs Bureau;
- -In addition to every year's "Charity Walk for a Million", the staff of the CCAC were also encouraged to take part in others activities of social benefits, such as blood donations, volunteers' visits to the homes for the elderly and children's homes.



A happy team in the "Charity Walk for a Million"



A visit to the ECF Inc. Fellowship Orphanage



A fun fair co-organized by the CCAC and the Commission of Audit

Helping others is the source of happiness

7.5 Contacts and Exchanges

7.5.1 Hosted the Board of Directors' Meeting of the Asian Ombudsman Association

The Board of Directors' Meeting of the Asian Ombudsman Association (A.O.A.) was held on October 20 and 21 in Macao. Thirty delegates from eight countries and territories attended meetings held in the conference room of the Macao Cultural Centre and in the CCAC. The current President of the Board of Directors of the A.O.A., Ombudsman of Pakistan Mr. Imtiaz Ahmad Sahibzada, was joined by the Secretary (HK), the Treasurer (South Korea) and other five members from China, Japan, Macao, Malaysia and the Philippines respectively.



The first day of A.O.A. Board of Directors' Meeting in the conference room of the Macao Cultural Centre

The A.O.A. currently has 22 members, representing 18 countries and territories.

One key agenda of this conference was to put forward studies on the ombudsman's missions to further promote the justice system of ombudsman. Also, the reinforcement of the role of A.O.A. in the Asian region and the promotion of cooperation between its members were other important matters of discussion.

During the two-day conference, the participants had visited the Civil and Municipal Affairs Bureau. The Chief Executive, Mr. Ho Hau Wah, received the Board members of the A.O.A. and had dinner with them.

During their short stay in Macao, the conference participants not only fortified the communication with one another, but also had a good opportunity to know better about the administrative functioning of the Macao SAR government.



Members of the A.O.A. Board of Directors and participants in the meeting

7.5.2 Ties with Local Associations

Earlier in 2003, the CCAC leadership visited a number of non-governmental organizations so as to collect their opinions and suggestions to improve the work of the CCAC. These included the Macao Chinese Education Association, the General Workers' Union of Macao, the Neighbourhood Association of Taipa, the Association of the Inhabitants of Coloane, the Association of Self-Aid of Vendors, the General Union of the Neighbourhood Association of Macao, the Association of Fishermen and the Association of the Clerical Staff, etc.



The leadership of CCAC visiting local association

7.5.3 External Contacts and Exchanges

The CCAC continued to strengthen its ties with relevant organizations and departments in the mainland and the Hong Kong SAR. Major activities included:

-January: Representatives of the CCAC participated the "Partnership

Against Corruption Conference" jointly organized by the ICAC

and the Interpol;

-January: Visits to the Office of the Ombudsman, Hong Kong;

-March: Visits to the Corruption Prevention Department of the

Independent Commission Against Corruption of Hong Kong;

-May: The CCAC delegation attended the 11th International

Conference of Anti-Corruption and the 3rd International

Forum of Anti-Corruption, in South Korea;

-September: Participation in the 21st Conference of Ombudsman of the

Australo-Asian Region, in Papua New Guinea;

-October: The Commissioner attended the Board of Directors' Meeting

of the International Ombudsman Institute held in Canada;



The Commissioner, Cheong U, meeting Clare Lewis, the President of the Board of Directors of the International Ombudsman Institute in the Board Meeting

-November:

The CCAC Delegation went to Beijing, Wuhan, Shanghai and Zhuhai, visited the Ministry of Public Security, the General Customs Administration, the Supreme People's Procuratorate of China, the Second Representation of the People's Procuratorate of the Municipal of Beijing, Chinese People's Public Security University and the People's Procuratorate of Hubei Province;



The CCAC Delegation meeting the General Procurator, Jia Chunwan, of the Supreme People's Procuratorate of the People's Republic of China

-December: Participation in the 10th Seminar on "Complaints Handling" organized by the Office of the Ombudsman, Hong Kong.

In the meantime, the CCAC received delegations from a number of regions and countries, including the Anti-Corruption Experts of the Interpol; the Director of the Judicial Studies Centre of Portugal, Mário Mendes; the Delegation of Security Information Service of Portugal; the Consul of Finland in Hong Kong; and the delegations of the Supreme People's Procuratorate of the People's Republic of China; the People's Procuratorate of the Municipal of Beijing; the People's Procuratorate of the Province of Guangdong; the People's Procuratorate of the Municipal of Shenzhen; the People's Procuratorate of the Municipal of Zhuhai; the Commission

of the Development Planning of Beijing, the National Taipei University and the Independent Commission Against Corruption of the Hong Kong SAR.



Together with the Commissioner of the ICAC of Hong Kong, Raymond Wong Hung Chiu (centre)

The CCAC was equally visited by local personalities representing public services, academic institutions and local associations, including the leadership and departments from various government departments: the Commission of Audit, the Customs Service, the Civil and Municipal Affairs Bureau, the Public Security Forces Affairs Bureau, the Public Administration and Civil Services Bureau, the Legal Affairs Bureau, and the Identification Department; the General Consul of Portugal in Macao; the Director of the Faculty of Law of the University of Sciences and Technology of Macao, the leadership of various local associations: the Association of Lawyers of Macao, the Monitoring Cabinet of the Central People's Government Liaison Office in the Macao SAR, the Macao Chamber of Commerce, the Association of Women of Macao, the Association of Self-Aid of the Labourers of Taipa and the Macao New Chinese Youth Association.

CHAPTER VIII ADMINISTRATION



CHAPTER VIII ADMINISTRATION

8.1 Budget

8.1.1 Legal Framework

The CCAC is a public organ with functional, administrative and financial autonomy, its organization and operations being governed by Law no. 10/2000 of 14 August and Administrative Regulations no. 31/2000 of 21 August. In the meantime, the general financial system of autonomous entities as stipulated in Decree Law no. 53/93/M of 27 September is complementarily applicable to the CCAC.

The budget of the CCAC for 2003 was approved by the Executive Order no. 64/2003 of the Chief Executive and was published in Series 1, Issue 10 of the Official Gazette of the Macao SAR on 10 March, 2003. The budgeted income approved was MOP69,882,000.00 (sixty-nine million, eight hundred and eighty-two thousand patacas).

After the closing account of 2002 and settling the related surplus, the CCAC, in accordance with the law, prepared the supplementary budget. This was approved by the Executive Order no. 157/2003 of the Chief Executive and was published in Series 1, Issue 23 of the Official Gazette of the Macao SAR on 9 June 2003. The first supplementary budget was set at MOP4,455,993.44 (four million, four hundred and fifty-five thousand, nine hundred and ninety-three patacas, and forty-four avos).

Therefore, the budget for the CCAC to carry out various projects and activities in 2003 totalled at MOP74,337,993.44 (seventy-four million, three hundred and thirty-seven thousand, nine hundred and ninety-three patacas, and forty-four avos).

8.1.2 Budgeted Income

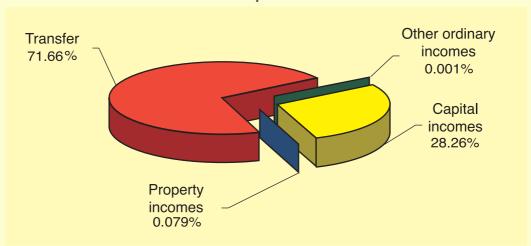
The amended budgeted income for 2003 was MOP74,337,993.44 (seventy-four million, three hundred and thirty-seven thousand, nine hundred and ninety-three patacas, and forty-four avos). However, the actual income was MOP71,592,916.16 (seventy-one million, five hundred and ninety-two thousand, nine hundred and sixteen patacas, and sixteen avos), with a difference of MOP2,745,077.28 (two million, seven hundred and forty-five thousand, and seventy-seven patacas, and twenty-eight avos) lesser than the budgeted income, thus resulting in an execution rate of 96.31%.

Out of the total actual income of MOP71,592,916.16 (seventy-one million, five hundred and ninety two thousand, nine hundred and sixteen patacas, and sixteen avos), the major part came from the item of "Transfer of the General Budget of the Macao SAR". This was MOP51,299,877.00 (fifty-one million, two hundred and ninety-nine thousand, eight hundred and seventy-seven patacas), accounting for 71.65% of the actual total. Another major source of income was "Other Capital Income", which was MOP20,235,365.44 (twenty million, two hundred and thirty-five thousand, three hundred and sixty-five patacas, and forty-four avos), accounting for 28.26% of the actual total. It was the management surplus of 2002.

Table 22 Financial incomes in 2003

				1 2003				
Codes	Designation	Budgeted Incomes	Supplementary Budgets	Total Budgeted Incomes	Actual Incomes		Differences	Execution
					Amounts	Percentage	Dillerences	Rate
	Ordinary incomes	54,103,000.00		54,103,000.00	51,357,550.72	71.74%	-2,745,449.28	94.93%
04-00-00	Property incomes	100,000.00		100,000.00	56,506.22	0.079%	-43,493.78	56.51%
05-00-00	Transfers	54,001,000.00		54,001,000.00	51,298,877.00	71.66%	-2,701,123.00	95%
06-00-00	Sales of durable assets	1,000.00		1,000.00	0.00	0.00%	-1,000.00	0%
08-00-00	Other ordinary incomes	1,000.00		1,000.00	1,167.50	0.001%	167.50	116.75%
	Capital incomes	15,779,000.00	4,455,993.44	20,234,993.44	20,235,365.44	28.26%	372.00	100%
13-00-00	Other capital incomes	15,778,000.00	4,455,993.44	20,233,993.44	20,235,365.44	28.26%	1,372.00	100%
14-00-00	Repossession of the payment unsettled in previous year	1,000.00		1,000.00	0.00	0%	-1,000.00	0%
TOTAL		69,882,000.00	4,455,993.44	74,337,993.44	71,592,916.16	100%	-2,745,077.28	96.31%

Table 23 Income components in 2003



8.1.3 Budget Expenditure

Out of the budgeted total of MOP74,337,993.44 (seventy-four million, three hundred and thirty-seven thousand, nine hundred and ninety-three patacas, and forty-four avos), the actual amount of expenditure was MOP59,240,331.71 (fifty-nine million, two hundred and forty thousand, three hundred and thirty-one patacas, seventy-one avos), resulting in the execution rate of 79.69%. This was because, firstly, some of the projects expected to have been completed in 2003 remained unfinished. For example, the project of the acquisition and installation of facilities for the digitalisation and filing of documents (Microfilming system) would only be completed in 2004. And also due to a number of factors, the purchase of some investigation devices planned in 2003 was unfinished. Secondly, some of the expected vacancies in CCAC were yet to be filled.

As a result, the management surplus of 2003 was MOP12,352,584.45 (twelve million, three hundred and fifty-two thousand, five hundred and eighty-four patacas, forty-five avos).

Of the actual expenditure of MOP59,240,331.71 (fifty-nine million, two hundred and forty thousand, three hundred and thirty-one patacas, seventy-one avos), the largest portion amounting to MOP36,119,852.39 (thirty-six million, one hundred and nineteen thousand, eight hundred and fifty-two patacas, thirty-nine avos) went to the personnel costs. This accounted for 60.97% of the total expenditure. The second largest expenditure was on "Acquisition of asset and service", totalling MOP12,163,983.94 (twelve million, one hundred and sixty-three thousand, nine hundred and eighty-three patacas, ninety-four avos), and accounting for 20.53% of the total.

In addition, the amount for investment was MOP4,864,323.10 (four million, eight hundred and sixty-four thousand, three hundred and twenty-three patacas, ten avos), accounting for 8.21% of the actual total expenditure.

Table 24
Financial expenditures in 2003

Codes	Designations	Initial Appropriation	Supplementary Budgets	Budget amendments	Amended Appropriation	Actual Expenditures	Surplus	Execution Rate
		(A)	(B)	(C)	(D)=(A)+(B)+(C)	(E)	(D)-(E)	(E/D x 100%)
	Ordinary Expenditures	61,562,000.00	4,455,993.44	-370,000.00	65,647,993.44	54,376,008.61	11,271,984.83	82.83%
01-00-00-00	Personnel	40,236,000.00		110,000.00	40,346,000.00	36,119,852.39	4,226,147.61	89.53%
01-01-00-00	Fixed and long-term remuneration	38,430,000.00		110,000.00	38,540,000.00	34,644,746.50	3,895,253.50	89.89%
01-02-00-00	Extra remuneration	986,000.00		-150,000.00	836,000.00	797,958.00	38,042.00	95.45%
01-03-00-00	Bonus in kind	50,000.00			50,000.00	19,019.10	30,980.90	38.04%
01-05-00-00	Providence welfare	370,000.00			370,000.00	246,480.00	123,520.00	66.62%
01-06-00-00	Compensation of expense share	400,000.00		150,000.00	550,000.00	411,648.79	138,351.21	74.85%
01-06-03-00	Transportation-compensation of expense share	280,000.00		150,000.00	430,000.00	299,190.79	130,809.21	69.58%
02-00-00-00	Assets and services	14,461,000.00		130,000.00	14,591,000.00	12,163,983.94	2,427,016.06	83.37%
02-01-00-00	Durable assets	810,000.00		-40,000.00	770,000.00	588,522.65	181,477.35	76.43%
02-02-00-00	Non-durable assets	1,006,000.00		-100,000.00	906,000.00	764,627.98	141,372.02	84.40%
02-03-00-00	Acquisition of services	12,645,000.00		270,000.00	12,915,000.00	10,810,833.31	2,104,166.69	83.71%
04-00-00-00	Ordinary transfers	2,670,000.00		350,000.00	3,020,000.00	2,933,840.00	86,160.00	97.15%
05-00-00-00	Other ordinary expenditures	4,195,000.00	4,455,993.44	-960,000.00	7,690,993.44	3,158,332.28	4,532,661.16	41.07%
	Capital expenditure	8,320,000.00		370,000.00	8,690,000.00	4,864,323.10	3,825,676.90	55.98%
07-00-00-00	Investments	8,320,000.00		370,000.00	8,690,000.00	4,864,323.10	3,825,676.90	55.89%
07-03-00-00	Premises			2,800,000.00	2,800,000.00	2,506,513.90	293,486.10	89.52%
07-09-00-00	Transportation materials	120,000.00		380,000,00	500,000.00	468,000.00	32,000.00	93.60%
07-10-00-00	Machinery and equipment	8,200,000.00		-2,810,000.00	5,390,000.00	1,889,809.20	3,500,190.80	35.06%
	TOTAL	69,882,000.00	4,455,993.44	0.00	74,337,993.44	59,240,331,71	15,097,661.73	79.69%

Table 25
Expenditure components in 2003

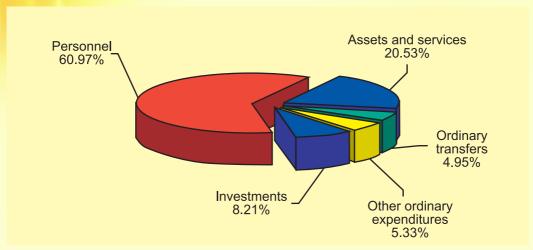
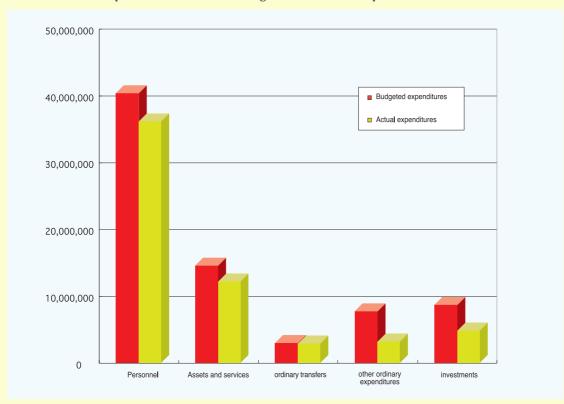


Table 26 Comparison between the budgeted and actual expenditures in 2003



8.2 Personnel

8.2.1 Staff allocation

To cope with the increasing workload of all CCAC departments, an amendment was made to the "Organization and Operation of the CCAC" related in article 31 of the Administrative Regulation, no. 31/2000 through the Administrative Order no. 28/2003 given on 21 July 2003, thus the total number of staff in the CCAC increased to 109 from 96.

Table 27
Comparison of the numbers of staff from 1999 to 2003

Posts	31-12-1999	31-12-2000	31-12-2001	31-12-2002	31-12-2003
Commissioner	1	1	1	1	1
Deputy Commissioner	2	2	2	2	2
Chief of Cabinet of the Commissioner	1	1	1	1	1
Adviser or Expert	2	5	6	6	6
Department Head	_	_	1	1	1
Chief Investigation Officer	_	_	2	2	3
Division Head	1	1	1	0	1
Senior Officer	6	5	4	6	4
Senior Information Technology Officer	-	-	_	1	2
Interpreter	3	1	1	0	0
Personal Secretary	2	1	2	2	1
Office Assistant	-	_	-	-	1
Chinese Expert	-	_	1	1	1
Officer	1	1	1	1	1
Information Technology Officer	-	_	-	-	1
Investigator	-	19	32	35	40
Assistant Officer	5	7	6	8	18
Public Relations Officer	2	2	2	2	1
Auxiliary Officer	_	_	6	7	6
Information Technology Assistant	_	1	1	1	1
Administrative Official	3	3	3	3	3
Worker and Auxiliary Staff	12	12	11	11	11
TOTAL	41	62	84	91	106

In 2003, the CCAC has held several public recruitments for staff. With the Commission's strict and prudent criteria in staff selection and recruitment, 19 applicants were enlisted and allocated to different CCAC departments. Until 31 December 2003, the total number of staff in the CCAC was 106.

8.2.2 Staff training

As the quality of staff has a direct bearing on the performance and effect of work, the CCAC has always paid great attention to staff training and development. Aside from a rigid, pre-occupational training of three-month for every new investigator, other newly-recruited employees in other fields are also obliged to undertake some specific training in a comprehensive training programme so as to familiar them with the work of the CCAC, to strengthen their professional knowledge and to develop their team spirit. Moreover, the CCAC has also arranged various training courses for its staff, and allowed them to join diverse professional training programmes organized by the Hong Kong Police, the ICAC of Hong Kong, and the Ministry of Internal Administration of Portugal on issues such as protection of witnesses, criminal information collection and analyses, financial inquiry and inquiry techniques in financial investigations. To raise the professional capacity of its staff, the CCAC has always invited experts from different areas, such as the judges from the Supreme Court of Justice of Portugal, public prosecutor of the Public Prosecutions Office of the Macao SAR, the President of the Court with three sitting judges of the Court of First Instance of Macao, Associate Public Prosecutor General of Portugal, Deputy Director of Public Prosecutions of the Department of Justice of Hong Kong and judges of Hong Kong, to give lectures in the CCAC.

8.2.3 Awarding

The Deputy Commissioner of the CCAC and Director of the Anti-Corruption Bureau, Mr. Chan Seak Hou, was honoured by the Macau SAR government with Medal of Merit-Professions of 2003 for his excellent and outstanding performance in anti-corruption. As a graduate in law studies, Mr. Chan Seak Hou is also a prosecutor himself. Since October 1993, he has been working for the "High Commission Against Corruption and Administrative Illegality", former organization of the CCAC. After the establishment of the CCAC in December 1999, he was allotted as the Deputy Commissioner Against Corruption and Director of the Anti-Corruption Bureau and thus has been working in anti-corruption investigations for over a decade. Mr. Chan Seak Hou was the first public servant to be awarded Medal of Merit-Professions. It represents not only recognition for Mr.Chan, but at the same time also a proof of support and approval revealed by the SAR Government to the work of the CCAC.





The Chief Executive awarded the Deputy Commissioner of CCAC the Medal of Merit-Professions