

FOREWORD

The arrival of 2013 marked the 13th year of the establishment of the Macao SAR. As for the CCAC in shouldering the functions of anti-corruption and ombudsman, 2013 is a year of heavy workload.

First, the 5th Legislative Assembly Election will be held on 15th September 2013, as stipulated by the law, combating electoral corruption is the exclusive competence of the CCAC. Although the Macao SAR has experienced a number of elections and that the overall election culture have been improved together with the citizens' awareness of law-abidingness, it is believed that, with more directly and indirectly elected seats this year, the LA election will see fierce competition, and there will still be certain "walk a thin line" and "edge ball" behaviour. However, the CCAC will uphold its unwavering attitude of law enforcement to strictly carry out its duties and conduct investigation upon any case received. A fair, lawful and clean election depends on the collaboration and participation of all citizens, an election of "sportsmanship and fair play, honesty and integrity" is the expectation of all citizens in Macao. Having concluded and learnt from past experience, the CCAC will adopt the measure of "prevention as priority, stern curb against corruption", with zero tolerance on any acts of electoral bribery.

The second focus of work of the CCAC is to participate in the implementation review of the *United Nations Convention against Corruption* in the capacity of expert. According to the work schedule of the United Nations, the Peoples' Republic of

China (PRC) reviewed the implementation of the *Convention* in Afghanistan and Sri Lanka in 2012 and in 2014, China, including Macao and Hong Kong, will be reviewed by Vietnam and the Bahamas on the implementation of the *Convention*. For this purpose, the Central Government set up a special working group and expert group, the latter includes one expert each from thirteen different Ministries, together with one expert each from the special administrative regions of Macao and Hong Kong, a total of fifteen experts to be responsible for this task. In order to fulfil this major political and legal mission, a number of work meetings were held in Vienna, Beijing and Macao, so that all parties could be well-prepared for the work of implementation review.

Moreover, the CCAC will also strive to promote the legislative work in two aspects: *Legal regime on bribery of foreign public officials and officials of international organisations* and *Legal regime on trading in influence*, so as to build the anti-corruption system network of the SAR and further implement the legal obligations under the *United Nations Convention against Corruption*, as well as fill up the gap in these areas in the Macao legal system.

June 2013

**The Commissioner Against Corruption, Macao
Fong Man Chong**





2013 Policy Objectives for Integrity Building

In 2013, the CCAC will strive to propel integrity building in the community, and will take prompt and necessary measures to prevent and crack down on electoral bribery to ensure a clean Legislative Assembly Election.

I. ANTI-CORRUPTION

1. The supervision and law-enforcement on the areas of public administration which are prone to corruption and public servants' sense of law-observance and prevention conflict of interests will be strengthened in order to build up a clean and law-observant public service.
2. The prevention and suppression of bribery in the private sector will be reinforced by focusing on both promotion and law-enforcement in order to establish a system of integrity management and clean business culture, thus building up a fair business and investment environment.
3. Due to increasing complexity and concealing nature of corruption crimes, the CCAC will further its internal training in order to improve the staff's professional skills regarding legal knowledge, criminal investigation, intelligence gathering, and especially application of advanced technologies to investigation. At the same time, modernised management approach will be introduced to personnel management to allocate the manpower scientifically, strengthen technical assistance to investigative staff and improve the investigative facilities and equipments with an aim to comprehensively elevate case handling capabilities and law-enforcement standard of the investigation team.
4. For the 5th Legislative Assembly Election of Macao SAR in 2013, the CCAC will strive to combat electoral corruption. Relevant adjustment has already been made to the internal operation and special task forces have been formed to collect intelligence and carry out operations. Also, a 24-hour hotline against electoral corruption will be launched in order to safeguard the integrity, fairness and justice of the election.
5. Specific promotional works tailor-made for different candidate groups will be reinforced in order to join hands with them to ensure an environment for fair and clean election.
6. The CCAC will promote and cooperate with the Macao SAR in the implementation of the *United Nations Convention against Corruption (UNCAC)* by reinforcing cross-border cooperation in case investigation in accordance with law and the overall policies of Macao SAR government. The CCAC will also take the initiative to take part in international judicial assistance and assist in its promotion in order to tackle the challenges brought by regional cooperation and globalisation.



II. OMBUDSMAN

1. The CCAC will conduct investigation into citizens' complaints over the legality and rationality of public administrative acts and procedures and rectify administrative illegalities and irregularities in order to ensure legal administration of public departments and protect citizens' legitimate rights and interests.
2. To fulfil the duties conferred upon by law, opinions about the shortcomings of the laws it has discovered and public departments' compliance with the principle of legality of administration will be raised in order to boost administrative efficiency and assist them in enhancing system building.
3. The Integrity Management Plan - Protocol of Collaboration will continue to be adopted to assist public departments in improving internal management of integrity and the staff's awareness of law-observance and ability to prevent corruption.

4. The promotion of the ombudsman function in the community will be extended in order to strengthen citizens' sense of protecting their own rights and interests.
5. The CCAC will continue to join the activities conducted by international ombudsmen organisations in order to learn from and draw on the experiences of the counterparts of other countries in the procedures and approaches of handling complaints, and thus to enhance the development of its ombudsman system.

III. PROMOTION AND EDUCATION

1. The education on integrity for public servants will be reinforced, especially in the aspects of the awareness of law-observance about prevention of conflict of interest, in order to strengthen the sense of morality of the public service.
2. The promotion of the law *Prevention and Suppression of Bribery in the Private Sector* will be continued for private entities and organisations in order to enhance their awareness and understanding of law-observance. At the same time, the CCAC will establish partnership with them in order to ensure a clean and fair business environment.
3. The educational and promotional activities on integrity for teenagers and the general public will be intensified by adopting diversified methods to extensively disseminate the message of integrity and law-observance. The CCAC will also actively expand the community relations network in order to expedite the integrity building in the community and foster a culture of probity in society.
4. For the 5th Legislative Assembly Election, the CCAC will carry out specific promotions of clean election with an aim to boost citizens' awareness of the importance of clean election and motivate different sectors to ensure the fairness and probity of the election.



IV. OTHERS

1. In 2014, the People's Republic of China (including the Macao SAR and the Hong Kong SAR) is scheduled to undergo evaluation by experts from the United Nations of its implementation of the *UNCAC*. In 2013, China will conduct the evaluation on Sri Lanka and Afghanistan. For this significant legal and political task, in 2012 the Central Government formed a task force which comprises 13 experts, appointed respectively by 13 ministries, and two experts respectively from Macao and Hong Kong. As one of the experts of the team, the CCAC will be committed to the collaboration in this task.
2. The CCAC will continue to give suggestions to the Macao SAR government on the measures of implementation of the *UNCAC*, including legislative measures and approaches to improve the administrative system.
3. The cooperation with the supervisory bodies (disciplinary inspection agencies) of Mainland China, especially the Ministry of Supervision, will be furthered in order to enhance the level and standard of information exchange, personnel training and cooperation in special projects.



Legislative Assembly Passed Revised *Legal Regime of Declaration of Assets and Interests*

The legal system of public servants' declaration of properties and interests was implemented in 1998, under which public office holders, public servants and their spouses are required to declare their assets and interests.

In order to further improve the system in compliance with the "sunshine policy" implemented by the government, enhance the transparency and integrity of public administration and the supervisory system, and fulfil the obligations under the *UNCAC*, the Macao SAR Government submitted the bill of revision of Law no. 11/2003, *Declaration of Incomes and Properties*, which was passed unanimously by the Legislative Assembly on 3rd January 2013. This reflects that the revision is widely supported by the public.

When introducing the revised law into the Legislative Assembly, the Commissioner Against Corruption, Fong Man Chong, reiterated that the system is only one of the essential measures for the building of integrity system but not a panacea for all problems. Therefore, other systems and measures are also needed to facilitate integrity building. A balance between supervision and personal privacy is required, so the amendment is advisable and reasonable.



Legal Regime of Declaration of Assets and Interests passed unanimously by the Legislative Assembly



The new Guidelines on Declaration of Assets and Interests and Sample for filling in the declaration

The revised law is entitled as *Legal Regime of Declaration of Assets and Interests* and entered into force 90 days after the promulgation (22nd April 2013). The revision focused on disclosure of some officials' assets and their positions performed in accumulation. Those with positions not lower than a deputy director of a bureau, including the Chief Executive, principal officials, members of the Legislative Council, judges and prosecutors, members of the Executive Council, the Prosecutor-General, Chiefs of Cabinet, Directors, Deputy Directors or holders of equivalent positions, shall fill in and disclose Part IV of the declaration forms, which is about the pecuniary and non-pecuniary interests they possess, including all immovable properties, commercial enterprises, industrial units and shares, stock, participation or other forms of holding capital in companies, partnerships or corporations, and membership status in any non-profit organisations. According to the transitional provision under Law no. 1/2013 of 21st January, the relevant parties shall submit Part I and Part IV of the declaration forms within 180 days since the law entered into effect (before 18th October 2013).

Under the revised law, the Secretariat of the Court of Final Appeal is responsible for ensuring the public's free access to the details indicated in Part IV of their declaration documents through internet. However, as it is possible that the information will be used in an inappropriate way, the law stipulates that when it is fully or partly photocopied and given to a third party, there must be clear and justifiable reasons.

Moreover, some provisions have also been amended for the purpose of perfecting the declaration procedure, saving administrative costs, improving the declaration contents, clarifying ambiguous concepts and illuminating the document destruction system.

Since the new law has entered into effect, the people obliged to submit declaration have to use the new forms. In order to introduce the details about the declaration forms and the declaration procedure to the declarants, the CCAC has made the new Guidelines on Declaration of Assets and Interests and Sample for filling in the declaration. The guidelines, samples and the declaration forms are downloadable at the CCAC's website (www.ccac.org.mo).

Prevention as Priority, Stern Curb Against Corruption to Safeguard Electoral Integrity

The 5th Legislative Assembly Election will be held on 15th September this year. The prevention and combating of electoral corruption are among the important duties of the CCAC. Therefore, the CCAC has made full deployment and established the strategy of “Prevention as Priority, Stern Curb Against Corruption”. A number of task forces were established to take various effective measures to prevent and fight against electoral corruption and bring the CCAC’s role into full play in ensuring the integrity, fairness and justice of the election campaigns.

In view of the increase of directly and indirectly elected seats of the Legislative Assembly Election this year, the competition is expected to be more intense. In order to safeguard the integrity and fairness of the election activities in the SAR, on one hand, the CCAC has been promoting the awareness of electoral integrity vigorously through various channels to explain relevant stipulations of the *Legislative Assembly Election Law*, so that the citizens will abide by the law and support clean election with their actions. On the other hand, the CCAC has established a comprehensive intelligence network to monitor closely the areas that might give rise to electoral corruption throughout the entire process of election. For any clues that might link to electoral malpractices, the CCAC will not give up any chance for follow-up and investigation. Whenever there is a case, there will be an investigation. The CCAC will spare no efforts in combating electoral corruption and will try its best to prevent acts of electoral corruption or illegalities from occurring.

The CCAC has launched the 24-hour anti-electoral corruption hotline 6282 6282 to encourage citizens to report to the CCAC if they encounter any electoral irregularity or illegal acts, so that they could play their social monitoring role and jointly safeguard the integrity of the election.

Up till now, the CCAC has carried out a number of publicity and education works to promote electoral integrity with “Clean election begins with you” and “Don’t be blind by benefits and make your own decision” as foci of promotion. Below are the details of some of the activities:

I. Activities on clean election education

1. Seminars for civil associations

The CCAC has organised seminars on clean election for a number of civil associations to introduce the spirit of election, the relevant stipulations of the election law, the situations which might easily give rise to violation of the law, and answer questions of the attendants. The CCAC hopes that the general public could abide by the law, conscientiously and willingly support clean election through their actions.



Co-organised “Clean Election Seminar” with civil associations

2. Seminars for school students

Considering that among the newly registered voters, over 10,000 of them are young people with age 24 or under, the CCAC has made special arrangements of various promotional activities, including seminars, drama performances, etc., to promote the message of clean election to youngsters. It is hoped that the new generation could defend the integrity and honesty of election with self-respect throughout the election activities.



Through drama activities to remind the young generation to avoid committing any offence out of greediness

3. Touring exhibitions

Starting from April, the CCAC has co-organised with nearly 50 civil associations the touring exhibition entitled “Clean Election Begins with You” to disseminate the message of clean election to the citizens and remind them to pay attention to several aspects during the period of Legislative Assembly Election. In addition, the touring exhibitions on clean election were carried out in a number of secondary schools as well, so as to let the students learn and understand the importance of electoral integrity.



Citizens reading attentively the contents on the exhibition panels



4. Publication of *Win by the Fair Line* -- reader for teenagers

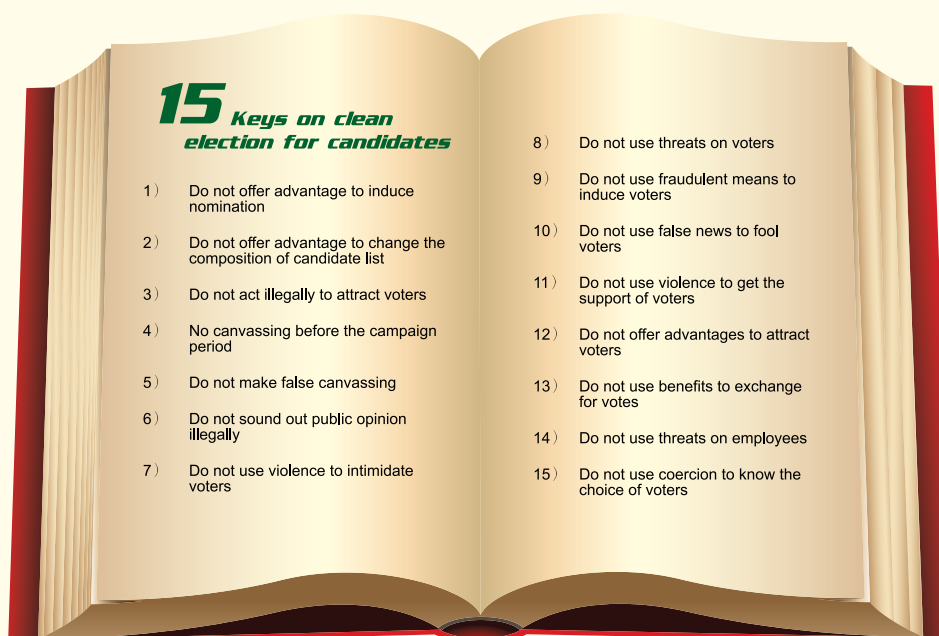
The publication is a collection of articles written by 22 local writers under the theme of “fair competition”, hoping that the young generation could reflect upon the importance of fair competition in promoting the healthy development of society.



II. Promotion and publicity on clean election

1. The production of *Guidelines for Voters* and *15 keys on Clean Election for Candidates*

The CCAC has produced 3 versions of *Guidelines for Voters* to let voters, candidate groups and electioneering teams to know precisely their rights and obligations and have a clear understanding of the stipulations of the existing *Legislation Assembly Election Law* and call for all voters to abide by law in voting and avoid committing any offences because of seeking a small gain. One of the Guidelines will be distributed to all households in Macao together with the electricity bills. The CCAC has also produced the *15 Keys on Clean Election for Candidates* to promote the spirit of fair competition and stress that once corrupt offences are committed, the offenders will be brought to justice.



2. The launching of the “Clean Election 2013 Webpage”

The CCAC has launched the “Clean Election 2013 Webpage”. The webpage has brought together all the election-related information, including the problems that have arisen during the process of previous elections, the rules that candidate groups and electioneering teams should observe, the issues that citizens should pay attention to when participating the relevant activities and what the voters should do in case of doubts, etc., so that the general public could grasp and master the various kinds of information related to clean election.

3. Organising the “Slogan Competition on Clean Election”

The theme of the competition is “Safeguarding Electoral Integrity”, the contestants should base their slogan creation on topics such as “cast your sacred vote, choose your representative with integrity”, “clean and fair election enables a brighter future for Macao” and “electoral corruption is a criminal offence” to promote the message of clean election. The competition attracted a total of some 1,700 entries by nearly 900 participants.

4. The composition of theme song on clean election

The CCAC has invited Joe Lei, a famous music professional in Hong Kong and Macao, to compose a theme song on clean election entitled “Bright Road” and the song is sung by local singer Pak Lam Fong. It aims to appeal to the public to abide by law, to refuse the temptation of benefits and any acts of electoral corruption. The song is available on the “Clean Election 2013 Webpage” and the “Clean Election Information Station” App.

5. Postmark promotion

During the period of July to September, all correspondences delivered by the Macao Post will be stamped with “Clean Election Begins with You” postmark for publicity purpose.

6. Publicity and advertisements

- (1) The production of brand new TV advertisement on clean election;
- (2) Broadcasting various promotional advertisements on radio and produced a 12-episode radio drama “Know about Clean Election” to explain the matters that citizens should pay attention to throughout the election campaign;
- (3) Advertisements on newspapers, popular websites and mobile applications (App) with frequent downloads to promote the message of clean election and call for report of electoral corruption behaviour;
- (4) Posters were printed and distributed to public departments, institutions, civil associations and schools, etc. They were put up inside residential buildings as well;
- (5) Advertisements in public areas, including banners at streets, MUPI advertising billboards, flags on lampposts, doors of elevators and other areas at public lots and bus advertisements, etc;
- (6) With the support of the Bank of China and the Industrial and Commercial Bank of China, advertisements were displayed on the screen of their ATM machines for free;
- (7) Various kinds of promotional products were produced to strengthen the effect of publicity.



Various promotional leaflets

7. Large-scale outdoor variety shows

The CCAC will organise large-scale outdoor variety shows at Fai Chi Kei, Iao Hon and Taipa on 1st, 18th and 24th August respectively to disseminate the message of clean election directly and efficiently through the face to face contact with the citizens.

“Clean Election Information Station” Mobile Application (App)

In order to match up with the habit of accessing information of the citizens nowadays, the CCAC has developed a mobile application (App) named “Clean Election Information Station” that contains various kinds of information related to clean election, such as a Q&A session of Legislative Assembly Election, an introduction of the rules that candidate groups and electioneering teams should observe and the matters that citizens should pay attention to when participating the election activities. Besides, there are *Guidelines for Voters*, *15 Keys on Clean Election for Candidates*, latest events of the CCAC, as well as the handling methods for voters if they come across any questions. The CCAC welcomes citizens to download the App with their mobile phones so that they can grasp and master the most updated information related to clean election.





Booth games promoting the message of clean election to the citizens



Banners on the streets



Outdoor advertisements promoting clean election



Bus advertisements

Working Meeting held by CCAC and Legislative Assembly Electoral Affairs Commission



The CCAC and the CAEAL exchanging views on promoting a clean election

CAEAL. The CCAC pledged to work closely with the CAEAL to ensure that all election campaigns are carried out lawfully.

The CCAC and the Legislative Assembly Electoral Affairs Commission (CAEAL) held the first working meeting on 26th March to discuss the measures and promotion activities that will be taken and carried out to ensure a fair election. The Commissioner Against Corruption Fong Man Chong hoped that candidates and voters will “follow the dictates of conscience and behave themselves” during the election period, which he believed will help foster a healthy election culture and improve the qualities of citizens in Macao. He added that the CCAC will spare no effort to crack down on corrupt acts.

Following the meeting, the Commissioner Fong Man Chong, the CAEAL President Ip Son Sang and others, met the reporters at a press conference. According to Fong, to ensure a fair, clean and successful election, the CCAC and the CAEAL are striving to bring their roles into full play, adding that an effective communication mechanism has been established between the CCAC and the

Fong stated that the CCAC had been preparing since the beginning of this year in anticipation of the daunting task. The graft buster has already had an in-depth review on the past experiences and conditions, and will also conduct a comprehensive analysis of the information at hand and make necessary adjustments. He expressed that the CCAC will show zero tolerance for and take actions to crack down on any acts that contravene the election law. Fong thought it is important for voters to have the awareness for clean elections and understand how much their votes mean to the overall development of society.

President of CAEAL, Ip Son Sang, expressed that the CAEAL will strive to improve the election culture of Macao by raising the general public's awareness of clean and fair elections through various promotion and publicity continuously.

Commissioner Fong Man Chong Visits Minister of Supervision Huang Shuxian

The Commissioner Against Corruption, Fong Man Chong, led a delegation of four representatives to visit Beijing in late June. During the visit, the delegation visited the Ministry of Supervision of the People's Republic of China and met with Huang Shuxian, Deputy Secretary of the Central Commission for Discipline Inspection of the Communist Party of China, Minister of Supervision of the People's Republic of China and Director of the National Bureau of Corruption Prevention of China.

At the meeting, Minister Huang Shuxian extended his welcome to the delegation led by the Commissioner Fong Man Chong. He stated that the Ministry of Supervision has long been keeping a good relationship in cooperation and communication with the CCAC despite the fact that it was the first time he met with Commissioner Fong. He also affirmed the achievement the Macao SAR had made in the areas of integrity building, investigation work and integrity education.



The Commissioner Fong Man Chong (left) and Minister Huang Shuxian

Minister Huang introduced to the delegation the new deployment of anti-corruption put forward in the 18th National Congress of the Communist Party of China. Under the leadership of the Central government, the Ministry of Supervision continued to stress on enhancement of integrity building and manage the Party with strict disciplines to ensure cadres of different ranks strictly observe them. He added that the Party implemented eight measures to improve work style and maintain close relationship with the public. It was also resolute to take measures on both punishment and prevention of corruption, with “tigers” and “flies” cracked down on and grafters subject to investigation and prosecution. In terms of prevention, the Party would improve the mechanism to prevent corruption and confine power in the cage of a regulatory system. Minister Huang also introduced the new measures taken and the achievement made in streamlining its framework and policies of the Ministry of Supervision.

In addition, Minister Huang acknowledged to strengthen collaboration between the Ministry of Supervision and the CCAC and, upon the existing basis of cooperation, the Ministry of Supervision would continue to support the integrity building and other relevant works undertaken by Macao. With regards to the symposium jointly organised by the Ministry of Supervision, the CCAC and the Independent Commission Against Corruption of Hong Kong, he suggested making appropriate adjustment and perfection in respect to the format, venue and topics of the event, hoping to further maximising the effectiveness of the symposium.

The Commissioner Fong Man Chong expressed his gratitude to Minister Huang and the Ministry of Supervision for their hospitality and passed on the regards of the Chief Executive of Macao SAR to Minister Huang.

Commissioner Fong introduced to Minister Huang the latest work the SAR government did on integrity building and corruption fighting and stressed on the importance of maintaining and strengthening the collaboration and communication between the Ministry of Supervision and the CCAC. He also agreed on Minister Huang's suggestions on perfecting the organisation work of the symposium, adding that relevant proposals would be put forward upon making thorough study and conducting adequate communication with concerning parties.

Commissioner Fong pointed that the mutual cooperation of personnel training between the Ministry of Supervision and the CCAC was quite successful and thus the CCAC was going to launch a training project in collaboration with the Academy of Supervision and Discipline, which was under the leadership of the Ministry of Supervision, to promote communication and personnel exchange between the two parties. With Macao playing the role as a platform for economic and trade services between China and Portuguese-speaking countries, he proposed a new idea to organise supervisory personnel from the Portuguese-speaking countries to go to the supervision and discipline inspection agencies of China for exchange and training, allowing the supervisory personnel from the Portuguese-speaking countries to understand the efforts of China in corruption fighting and meanwhile, share the experience of successfully implementing the policy of “one country, two systems” in Macao SAR. Minister Huang believed this was a good recommendation which was worth studying and implementing.

Moreover, Commissioner Fong introduced to Minister Huang about the external collaboration and exchange activities of the CCAC, such as sending its representatives as experts to actively cooperate and participate in the review of implementation of *United Nations Convention against Corruption* in China (including the Macao and Hong Kong SARs) by the United Nations reviewing experts in 2014. Commissioner Fong also thanked the Ministry of Supervision for its support to the CCAC to return to the Board of Directors of Asian Ombudsman Association.

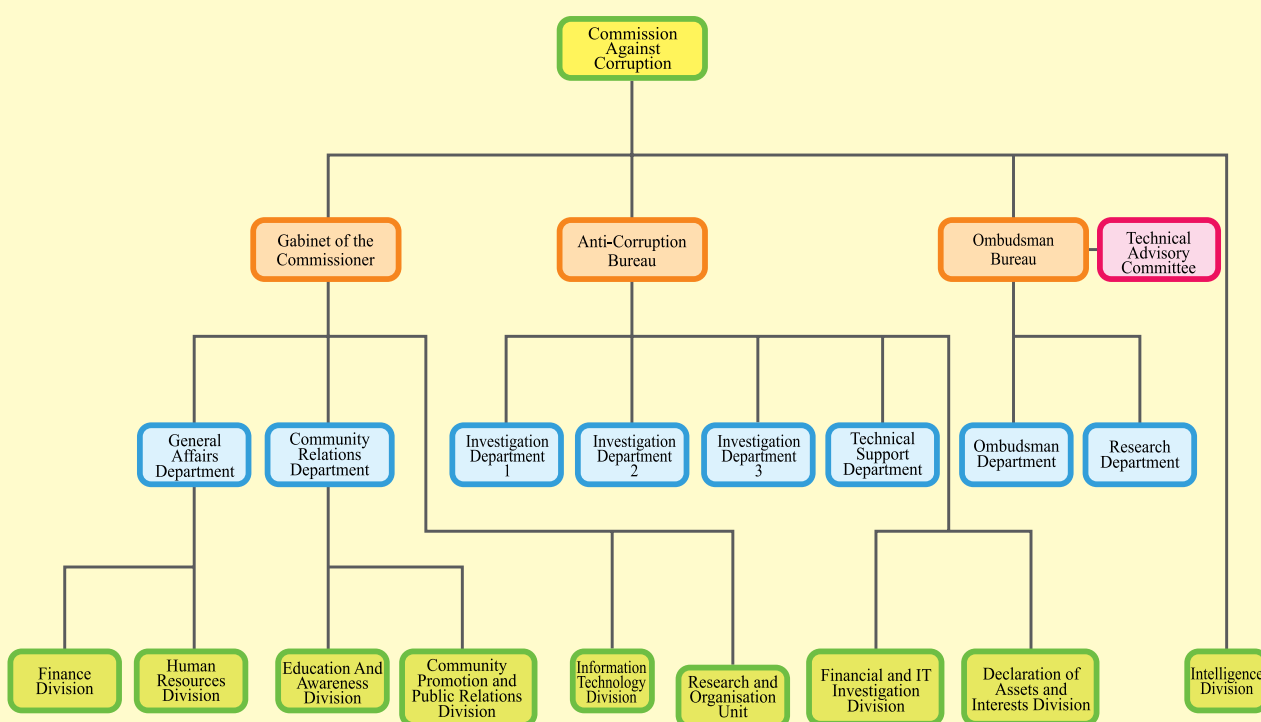
Expansion for Greater Effectiveness

CCAC Expands Staff Establishment

With the new Administrative Bylaw no. 3/2013 (*Organisation and Operation of the Service of the Commission Against Corruption*) coming into force on 19th March 2013, amendments have been made to the organisation structure of the CCAC to meet working needs, making the staff establishment increase from 165 to 250.

Since the Commission Against Corruption has already extended its jurisdiction to the private sector, the Anti-Corruption Bureau will set up a department designated for the investigation of corruption cases in the private sector. In addition, the Declaration of Assets and Interests Division has been established under the Anti-Corruption Bureau to be responsible for assets declaration by public servants.

Organisation Structure of the Commission Against Corruption



20 Years of Safeguarding Honesty and Transparency:

A Series of Activities Commemorating 20 Years of Integrity Building of Macao

Since the first anti-corruption law of Macao entered into effect and the first graft-buster was inaugurated in 1992, the integrity building in Macao has been on the path for 20 years. The CCAC organised a series of activities in order to call for the public's attention to the work of integrity building.

Seminar on “Integrity Management and Clean Business Environment”

The seminar “Integrity Management and Clean Business Environment” was held at the Macau Tower Convention & Entertainment Centre on 20th September 2012. The opening ceremony was officiated by the Chief Executive, Chui Sai On, Deputy Procurator-General of Supreme People's Procuratorate of China, Sun Qian, Standing Member of Sichuan Provincial Party Commission and Secretary of Sichuan Provincial Commission for Discipline Inspection, Wang Huai Chen, Prosecutor General of Public Prosecutions Office, Ho Chio Meng, Commissioner Against Corruption, Fong Man Chong, President of Monitoring Committee on Discipline of the CCAC Personnel, Leong Heng Teng, and Vice-President of International Association of Anti-Corruption Authorities, Eduardo Vetere. Over 500 representatives of government departments, local business circles and counterparts of Hong Kong and other countries attended the event.



Guests of honour officiating at the opening ceremony

The Chief Executive, Chui Sai On, stated in his address that integrity is the building block of civilization and the rule of law to safeguard a clean and harmonious society. The seminar has reflected the importance of cooperation on the international stage and demonstrates the success of Macao's support of and participation in international cooperation mechanism.



Chief Executive, Chui Sai On, CCAC leaders and guests



The Chief Executive, Chui Sai On, the Commissioner Fong Man Chong, and the Director of Macao Post, Lau Wai Meng, officiating at the stamp issuing ceremony of “20 Years of Safeguarding Honesty and Transparency of Macao” during the event



Guest speakers sharing valuable experiences in corruption prevention in the private sector

The seminar was hosted by Member of Legislative Assembly of Macao and Professor of Faculty of Law of University of Macau, Tong Io Cheng. Seven speakers including Vice-President of International Association of Anti-Corruption Authorities, Eduardo Vetere, Deputy Procurator-General of Guangdong Provincial People's Procuratorate, Ou Ming Yu, Director and Chief Executive of Serious Fraud Office of New Zealand, Adam Feeley, Deputy Director of Corrupt Practices Investigation Bureau of Singapore, Choong Mann Wong, Professor of School of Criminology and Criminal Justice of Northeastern University of U.S.A., Nikos Passas, Acting Director of Corruption Prevention of Independent Commission Against Corruption of Hong Kong, Mok Wah Hoi, and Deputy Commissioner of Commission Against Corruption of Macao, Kuan Kun Hong, shared valuable experiences in corruption prevention in the private sectors with the participants.

Outdoor Event - “20 Years of Safeguarding Honesty and Transparency”

In order to raise residents' awareness of integrity, the CCAC held an event entitled “20 Years of Safeguarding Honesty and Transparency” on 1st December 2012 at the Park of Iao Hon Market, with collaboration of the Macao Youth Foundation, the Youth Committee of Macao Federation of Trade Unions, the Macao New Chinese Youth Association, the General Association of Chinese Students of Macao, and the Youth Affairs Committee of General Union of Neighbourhood Associations of Macao. The fun-filled and interactive event featured performances, booth games and exhibitions, attracting a large number of residents.



CCAC leaders with co-organisers officiating at the opening ceremony



Citizens at the event

4-Panel Comic Drawing Contest - “Draw Your Dreams about Integrity”

In August 2012, the CCAC joined hands with the General Association of Chinese Students of Macao to organise a 4-panel comic drawing contest, entitled “Draw Your Dreams about Integrity”, aiming to enable the contestants to understand the importance of personal integrity and building of a clean society and thus nurture moral value in youngsters.

The contest consisted of three categories: the senior secondary group, the junior secondary group and the senior primary group. Featuring such themes as “uprightness”, “fair competition”, “law-abidingness”, and “clean elections”, the contest attracted a total of 230 pieces of works from 22 schools. According to the panel of judges, there were many outstanding works in the contest, which reflected the high expectations of Macao’s young people for individual uprightness and a graft-free society.



Deputy Commissioner Kuan Kun Hong, presenting a prize to a winner



Selected works on display

A Journey to the World of Integrity: *Collection about Integrity* New Book Sharing Session

In order to convey the message of honesty and law-observance to teenagers, the CCAC compiled a book entitled *Collection about Integrity*, which gathers articles written by 31 local writers, figures in educational and cultural sectors and outstanding students. Their fine and appealing words guide the teenagers to the value of honesty, righteous and law-observance, aiming to inspire them to understand the importance of personal integrity.

The CCAC held the *Collection about Integrity* New Book Sharing Session on 6th December 2012, which served as the launching ceremony of the book. Four of the authors were invited to share their views and own experiences and stories about integrity. Over 80 teenagers and representatives of the educational sector were attracted to the event and the atmosphere was harmonious. The young people raised their opinions and interacted with the speakers enthusiastically.



Chief of the Cabinet, Sam Vai Keong (middle), and the speakers



At the new book sharing session



Sam Vai Keong (middle), and some of the authors who also attended the event, including Lam Chong Ieng, Lio Chi Heng, Kong Weng, Chan Im Wa, Lei Iu Leong, Tam Mei Leng, Chek Im and Sam Kin

Launching Ceremony of *Integrity and Law Observance Bring Fortune: Corruption Prevention Guide for Small and Medium Enterprises in Guangdong, Hong Kong and Macao* and Seminar “*Integrity, Law Observance and Clean Business Environment*”

Aiming to provide a practical reference of corruption prevention for business people in Guangdong, Hong Kong and Macao, the CCAC of Macao, the Guangdong Provincial People's Procuratorate and the Independent Commission Against Corruption of Hong Kong cooperated for the first time to compile *Integrity and Law Observance Bring Fortune: Corruption Prevention Guide for Small and Medium Enterprises in Guangdong, Hong Kong and Macao*. In order to enable local SMEs to clearly understand the guide and deepen their understanding of the legislation against corruption in the private sector of Macao, the CCAC and the Macao Chamber of Commerce co-organised the launching ceremony of *Integrity and Law Observance Bring Fortune: Corruption Prevention Guide for Small and Medium Enterprises in Guangdong, Hong Kong and Macao* and a seminar entitled “*Integrity, Law Observance and Clean Business Environment*” at the Memorial Hall of Ho Yin at the building of Macao Chamber of Commerce on 1st November 2012. The event gathered around 150 representatives from various sectors, including tourism, service, MICE, banking, logistics and catering.

The Commissioner Against Corruption, Fong Man Chong, delivered a speech at the ceremony, where he pointed out that closer cooperation in economy, commerce and tourism among Guangdong, Hong Kong and Macao has fuelled the establishment and the implementation of documents with respect to the “12th Five-Year Plan”, the *Outline of the Plan for the Reform and Development of the Pearl River Delta*, the supplementary agreement to the *Mainland and Macau Closer Economic Partnership Arrangement* and the *Framework Agreement on Cooperation between Guangdong and Macao*. While it has become an irreversible trend that local SMEs explore business opportunities in the mainland market, they must have good knowledge of the laws and policies in China. He added that being law-abiding and avoiding corruption pitfalls are essential to doing business. Also, understanding the rules and regulations, promoting integrity management and a clean business environment, enhancing the management skills of enterprises are fundamental to exploring the market and gaining a strong foothold in it.

The President of the Macao Chamber of Commerce, Ma Iao Lai, stated that the launch of the *Guide* for SMEs in Guangdong, Hong Kong and Macao aims to provide a set of useful references of corruption prevention for the business circles. He believed that the wish of developing a healthy and clean business environment would become a reality with the efforts of all the parties. He had confidence in that the launch of the *Guide* and the seminar “*Integrity, Law Observance and Clean Business Environment*” would instill correct business ethics into the business circles, which is vital to shaping Macao into a world-class tourism centre.

During the launching ceremony, the Commissioner presented the *Guide* to the representatives of different guilds. Later, he hosted the seminar “*Integrity, Law Observance and Clean Business Environment*”. After that, the Commissioner and Ma Iao Lai co-hosted the Q & A session so as to exchange views and experiences on integrity management in the private sector and running of clean business with the participants. The response was so overwhelming that the participants raised their opinions actively.

The *Guide* indicates the corruption prevention laws of the three places and reference for enterprises that run cross-border businesses, aiming to keep them away from unnecessary dispute and lawsuit and enhance the standard of integrity management of SMEs. With various case studies and examples, the *Guide* also discusses the preventive measures businesspeople have to take when they are solicited or given bribe as well as the skills to manage staff's conduct, in order to effectively prevent the hazards of corruption and help to build a clean and fair business environment. The *Guide* is available on the CCAC's website (www.ccac.org.mo).



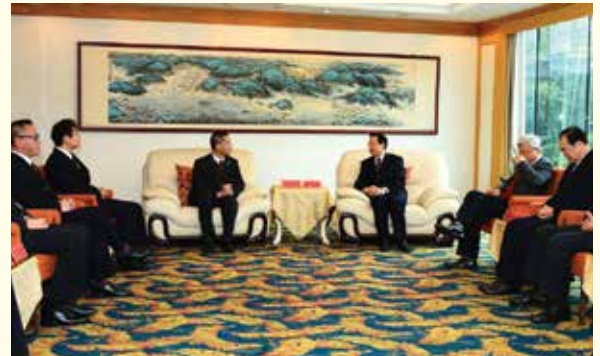
The Commissioner Fong Man Chong and President of the Macao Chamber of Commerce, Ma Iao Lai, co-hosting the seminar



The Commissioner Fong Man Chong, and some of the representatives of business circles

Letter of Intent on Integrity Building between Guangdong and Macao

In order to implement the *Framework Agreement on Cooperation between Guangdong and Macao* and strengthen the exchange and cooperation in integrity building between the two places, the CCAC of Macao and the Guangdong Provincial Department of Supervision entered into the *Letter of Intent on Integrity Building between Guangdong and Macao* on 10th January, with an aim to establish, within the policy “One Country, Two Systems” and the current legal frameworks of the two places, a mechanism of cooperation to promote steady development of integrity building.



Standing Committee Member of CPC Guangdong Provincial Committee and Secretary of Guangdong Provincial Commission for Discipline Inspection, Huang Xianyao, meeting with the Commissioner Fong Man Chong

Witnessed by the Commissioner Against Corruption, Fong Man Chong, and Standing Committee Member of CPC Guangdong Provincial Committee and Secretary of Guangdong Provincial Commission for Discipline Inspection, Huang Xianyao, the Chief of the Guangdong Provincial Department of Supervision and the Guangdong Provincial Corruption Prevention Bureau, Lin Haokun, and Deputy Commissioner and Director of Anti-Corruption Bureau of the CCAC, Kuan Kun Hong, signed the *Letter of Intent on Integrity Building between Guangdong and Macao* on behalf of the two parties respectively.

Under the *Letter of Intent on Integrity Building between Guangdong and Macao*, Guangdong and Macao, which will implement the plan to build the Hong Kong-Zhuhai-Macau Bridge, agree to commence exchanges on corruption prevention system and education regarding large-scale infrastructure projects, to explore effective systems and strategies to prevent corruption, conduct exchanges to share the experiences in integrity building and explore anti-corruption theories, corruption prevention system and professional skills in order to expedite the anti-corruption works in the two places.

The cooperation covers four areas, including exchange on issues of integrity building regarding the construction of the Hong Kong-Zhuhai-Macau Bridge, strengthening the exchange and training programmes on integrity, sharing of information on the graft fighting and deepening the mechanism of mutual visits.

Fong and Huang met each other before the signing ceremony. They believed that the signing of the *Letter of Intent on Integrity Building between Guangdong and Macao* would facilitate further exchange between the graft-fighting agencies in Guangdong and Macao and develop a mechanism which promotes more frequent cooperation.

Huang noted that the Legislative Assembly of Macao passed the law *Legal Regime of Declaration of Assets and Interests* not long ago, adding that Hengqin, Nansha and Shixing (Shaoguan) had been confirmed as the pilot regions for the scheme of disclosure of properties of government officials. He hoped that the experiences of Macao would serve as valuable references for them.



Lin Haokun and Kuan Kun Hong signing the *Letter of Intent on Integrity Building between Guangdong and Macao*

Moreover, they shared their views on integrity education, corruption prevention and personnel training.

The representatives for Guangdong who attended the ceremony also included Deputy Secretary of Guangdong Provincial Commission for Discipline Inspection, Zhong Shijian, Standing Member of Guangdong Provincial Commission for Discipline Inspection and Deputy Chief of the Guangdong Provincial Department of Supervision and the Guangdong Provincial Corruption Prevention Bureau, Zeng Qingrong, Deputy Secretary of CPC Zhuhai Municipal Committee and Secretary of Zhuhai Municipal Commission for Discipline Inspection, Wang Yanshi, and Deputy Chief of the Guangdong Provincial Corruption Prevention Bureau, Huang Li, and member of Party's Group of Hong Kong and Macao Affairs Office, Guangdong Provincial People's Government, and Head of Discipline Inspection Group and Commissioner of

Supervision, Han Jianqing. The representatives for Macao included the Chief of Cabinet of the Commissioner Against Corruption, Sam Vai Keong, Advisors, Arménio Rodrigues and Fong Pak Ian, and Head of Community Relations Department, Tang Shu Qing.



The Central Government Delegation of the Implementation Review Affairs Coordination Unit of the United Nations Convention against Corruption Visits Macao

The Central Government delegation of the implementation review affairs coordination unit of the *United Nations Convention against Corruption*, led by the Deputy Director-General of the Department of Treaty and Law of the Ministry of Foreign Affairs, Chen Peijie, arrived in Macao on 12th September 2012 and held a meeting with the “implementation review affairs coordination unit” of the Macao SAR at the CCAC. During their stay, the Chief Executive, Chui Sai On, met with the delegation and exchanged views on clean government, anti-corruption work and the follow-up work of the application of the *Convention* in the Macao SAR.



The Chief Executive, Chui Sai On, met with the Central Government delegation of the implementation review affairs coordination unit of the *United Nations Convention against Corruption* led by the Deputy Director-General, Chen Peijie (4th from left).

Chui Sai On noted that integrity building is an important policy objective of the SAR government as well as the focus of concern of the Macao residents. The SAR government will continue to improve the system of clean government, enhance the transparency of its governance, fully support the work of the CCAC, actively adopt legislative measures that match up with the *Convention* and strengthen personnel training, so as to advance the integrity construction of Macao. He expressed that as the implementation review meeting of the *Convention* is held in Macao for the first time, the SAR government attaches great importance to it and requests the CCAC to make every effort to cooperate and carry out the follow-up work.

The Deputy Director-General, Chen Peijie, thanked the Chief Executive and the Macao SAR for the attention placed on the *Convention* and the meeting concerning the affairs of the implementation review. She briefly introduced the current situation of curbing corruption around the world, and the relevant provisions of State Parties taking turns to conduct mutual review on the implementation of the *Convention*. She noted that China, as the review country, will review the implementation of other countries and with the participation of Macao SAR, on one hand it serves as a joint demonstration of the determination of country in fighting against corruption, thus elevating the international image; on the other hand, it facilitates the Macao SAR in accumulating experiences so that it can better implement the stipulations of the *Convention*. She expressed that from exchanges during the meetings, she has gained a preliminary understanding of the determination of curbing corruption and the sound anti-graft mechanism of the Macao SAR.

The Commissioner, Fong Man Chong, introduced the work carried out in connection to the application of the *Convention* in Macao SAR and hopes to strengthen cooperation and exchanges with the relevant departments in Mainland China.

Since the *United Nations Convention against Corruption* applies to Macao on 12th February 2006, the SAR government has been adopting various measures to fulfil the obligations under the *Convention*.

The *Convention* stipulates an implementation review mechanism, a regular review of the implementation of the *Convention* of the States parties. According to the review mechanism and its resolutions, China was the review country for the years of 2011 and 2012 to review the implementation of the *Convention* in other countries. Meanwhile, China was the reviewed by other countries concerning the implementation of the *Convention* and Hong Kong and Macao SAR will be reviewed as well.

The CCAC is recorded in the Secretariat of the United Nations as a unit in the implementation of the *Convention*, and took part in the implementation review with the status of an expert. Based on the instruction of the Chief Executive, the CCAC will fully cooperate and actively take part in the relevant work to ensure the smooth completion of the work.

“Support a Clean Society”

A Computer Animation and Comic Competition for Youth

The award ceremony of the Computer Animation and Comic Competition for Youth from Guangdong, Hong Kong and Macao co-organised by the Guangdong Provincial People's Procuratorate, the CCAC and the Hong Kong ICAC, was held at the hall of the Guangdong Provincial People's Procuratorate on 28th July 2012. The Commissioner, Fong Man Chong, led a delegation and attended the ceremony. The Procurator-General of the Guangdong Provincial People's Procuratorate, Zheng Hong, the Commissioner of the CCAC, Fong Man Chong, and the Commissioner of the Hong Kong ICAC, Peh Yun-lu officiated the opening ceremony.

The Commissioner, Fong Man Chong, noted in his speech that the success of organising another competition has proven again the achievements in integrity building of the three places. On one hand, the exchanges and friendship among the personnel of the three places were strengthened and on the other hand, the level of education and promotion was greatly enhanced as well. It managed to awaken the younger generation to the importance of honesty and integrity, spread the anti-corruption message to every corner, and increase the impressiveness and penetration of the message, thus laying a solid foundation for integrity building. He also expressed that the entries of the competition are of very high standard which further revealed the creative thinking of the younger generation and witnessed the contribution of the youngsters on the road of building a clean society.



The Commissioner Fong Man Chong, members of jury panel, Chou Cheong Hong (3rd from right) and Michael Wong (4th from right), the Chief of Office of Supervision of the Liaison Office of the Central People's Government in Macao SAR, Yu Kechao (3rd from right) and winning students

The competition, which entitled “Support a Clean Society”, is the second cooperation between the three places – Guangdong, Hong Kong and Macao – after the TV commercial competition in 2010. The competition received even greater response from society, with more than 3,000 entries being collected. The jury panel, formed by experts from the three places, selected the gold, silver and bronze award winners of the animation group and comic group and the winners of the regional awards out of the 100 outstanding entries that were shortlisted.

Awards won by local youngsters:

Group	Name of School	Award
Animation group	Kao Yip Middle School	Gold award in secondary students group (animation)
		Regional grand award
		Most popular award for on-line voting
		Most creative award for on-line voting
Comic group	Tong Sin Tong School	Bronze award in secondary students group (comics)
		Regional grand award
	Macao University of Science and Technology	Most creative award for on-line voting
		Regional grand award (tertiary group)
		Most popular award for on-line voting

Publication of Love for Integrity 3 – Corruption Prevention in the Private Sector

Following the entry into force of the law *Prevention and Suppression of Bribery in the Private Sector*, the CCAC has actively carried out the relevant promotion and publicity work through various means and channels, including publishing articles in the “Clean Administration Forum” in all local Chinese newspapers, so as to facilitate a better understanding of the related provisions of the new law as well as the awareness of law-abidingness of the general public.

In order to strengthen the effectiveness of the promotion, the CCAC compiled a book entitled *Love for Integrity 3* of 31 selection articles, dedicated to the promotion of corruption prevention in the private sector. The contents of the book including professional ethics, receiving commission, handling of gifts, conflict of interest and the formulation of codes of conduct, etc. The book features vivid stories to illustrate relevant provisions of the law *Prevention and Suppression of Bribery in the Private Sector* and issues that require special attention.

The Chinese and Portuguese versions of *Love for Integrity 3* have already been released and uploaded to the CCAC website for public reference. The CCAC hopes that the publication can assist employers, employees and the general public in gaining an in-depth understanding of the relevant law from various aspects, and inspire them to consciously abide by the law and work together to establish a clean and fair business environment.



The 5th IAACA Seminar

In late June 2013, the Commissioner, Fong Man Chong, led a delegation to attend the 5th Seminar of the International Association of Anti-Corruption Authorities (IAACA) held in Jinan, Shandong Province, China. Entitled “UNCAC Chapter VI: Technical Assistance and Information Exchange”, the conference attracted over 300 representatives of anti-corruption agencies from 74 countries and regions who shared their views and experiences as well as raised many constructive suggestions during the in-depth discussion.

The representatives agreed that information exchange should be strengthened to further share the experience of corruption fighting and the terms regarding technical assistance under the *UNCAC* should be concretely implemented, especially the assistance provided to developing countries, such as financial donation, material support and skill training, in order to help these countries enhance anti-corruption legislation and mechanisms and boost their capability to combat and prevent corruption crimes.



The CCAC's delegation at the seminar

CCAC Attends 10th International Ombudsman Institute World Conference

In mid-November 2012, the CCAC sent a delegation to attend the board meeting and the 10th World Conference of the International Ombudsman Institute (IOI) hosted in Wellington, New Zealand.

Organised by the New Zealand Office of the Ombudsman, the 10th IOI World Conference adopted the theme “Speaking Truth to Power – the Ombudsman in the 21st Century”, serving as a forum for discussions regarding how ombudsmen may ensure procedural fairness and administrative justice in the midst of rapid political, social, economic and technological development. Participants numbered some 280, including representatives from ombudsman institutions, legal professionals and scholars from over 80 countries and regions.



Luís Rôlo, legal advisor of the CCAC, delivering a speech

Luís Rôlo, a legal advisor of the CCAC, delivered a speech on behalf of the CCAC. Entitled “Methods for Ensuring Sound Public Administration, Raising Standards of Integrity and Preventing Corruption”, the topic focused on how the two roles of an agency – as an ombudsman and a corruption fighter – can complement each other, and how to effectively reduce corruption risks by improving the transparency and efficiency of public administration.

As a director of the Asian region, the Commissioner Fong Man Chong also chaired the regional meeting, where issues concerning the present situation and future business of the region were opened up for discussion among members.

The 17th Steering Group Meeting of ADB/OECD

The 17th Steering Group meeting of the ADB/OECD Anti-Corruption Initiative for Asia-Pacific, along with its 11th regional seminar on anti-corruption, was held in Hanoi, Vietnam between 22nd and 24th October 2012, seeing representatives from 30 Asia Pacific countries and regions, including representatives from the Advisory Group and observer countries/organisations.

Luís Rôlo, a legal advisor of the CCAC, gave a speech on the recent developments of asset declaration by public servants in Macao and amendments to be made to the system. He stressed that asset declaration plays a crucial role in corruption prevention as it helps increase the transparency of public administration and prevent conflicts of interest.



The Commissioner Fong Man Chong, at the meeting

Following the steering group meeting, the 11th Regional Seminar of the ADB/OECD Anti-Corruption Initiative for Asia-Pacific was also held, featuring the theme “Tracing Illicit Flows, Asset Recovery and Asset Disclosure”. The seminar focused on issues regarding how asset disclosure systems can achieve impact on graft fighting, what challenges such a system brings about, and what the new trends will be for tracing illicit flow and asset recovery. Participants were engaged in the rounds of discussion on corruption-related topics.

CCAC Delegates Attend the 5th “West Lake Forum on Integrity” and “Haining Forum on Integrity Building”



Tang Shu Qing, Head of Community Relations Department (3rd from right), delivering a speech at the forum

The CCAC delegates attended two forums by invitation in September and October 2012, namely the “Seminar on Theories and Practice of Fostering a Culture of Integrity in Cities and the 5th West Lake Forum on Integrity” hosted in Hangzhou by the Research Centre of Central Commission for Discipline Inspection and the Research Centre of Integrity Theories of the Ministry of Supervision, and the “Haining Forum on Integrity Building” hosted in Haining, Zhejiang by the Jiaxing Municipal Discipline Inspection Committee, the Department of Publicity of Jiaxing Municipal Party Committee, the Haining Municipal Party Committee and the Haining Municipal People’s Government. The CCAC representatives delivered speeches and shared with participants the experience of integrity building in Macao.

“Integrity Volunteer Team” Recruiting New Members to Promote Anti-Corruption

The CCAC received favourable responses from the community in the recruitment of new members of the “Integrity Volunteer Team” in April 2013. The newly recruited members come from different strata of the community, including university and high school students, public servants, working adults from all walks of life, retirees and housewives etc. Currently, the “Integrity Volunteer Team” has nearly 700 members.

The CCAC organised the “Integrity Volunteers’ Day” in May for new members to meet the existing ones so they could get to know each other and team spirit can be enhanced. The Deputy Commissioner, Kuan Kun Hong, and the Chief of Cabinet of the Commissioner, Sam Vai Keong, participated in the activity and exchanged views on integrity building of Macao with the volunteers.

Established in 2002, the “Integrity Volunteer Team” mainly assists in the CCAC’s promotional works of anti-corruption. Over the years, the volunteers have been sparing no effort in and dedicated selflessly to the building of a clean society.

Apart from organising the “Integrity Volunteer Team” to assist in promotional work, the CCAC also encourages them to care for community affairs, deepen the understanding of Macao and raise civic awareness. Thus the CCAC has organised the Team to visit Macao Prison, Juvenile Reform School, Court of Final Appeal, Hong Kong Independent Commission Against Corruption, among the others as well as to participate in public welfare activities such as Walk for a Million and tree planting activities. Through these activities, not only can the volunteers widen their horizons, but they can also have a better understanding of the integrity building work of the CCAC.



Volunteers exchanging views with the leadership of the CCAC



A visit to the Court of Final Appeal of Macao



A visit to the Juvenile Reform School of Macao



Putting up clean election posters in residential buildings

CCAC Recruits Investigators

In order to enhance its investigation capacity, the CCAC launched another recruitment drive for investigators in the area of anti-corruption in August 2012. After the strict screening process, 16 out of some 3,000 candidates were selected to enter the 9th CCAC's Investigator Training Session. Upon four months' arduous training and assessment, the candidates passed every examination and completed the training session successfully. They had their graduation on 27th March 2013 and officially became members in the investigation team of the CCAC.

Speaking at the graduation ceremony, the Commissioner Against Corruption, Fong Man Chong, encouraged the trainees to work earnestly and enhance team spirit. He also anticipated the new recruits to bring the integrity building of Macao to a new level, adding that anti-corruption could never be achieved overnight and the process was definitely hard. He hoped that the trainees would overcome the hardship and contributed their strength to maintain a clean society.



CCAC's leadership officiating at the graduation ceremony

In June 2013, the CCAC recruited investigators in ombudsmanship area in order to attract top-notchers from different fields, especially in the area of law, to intensify the strength in ombudsmanship and to ensure the public departments to work according to law and maintain the legal rights of the citizens. Currently, the selection process is in progress.

CCAC Personnel Receive Training in Chinese People's Public Security University

The CCAC has always attached great importance to the continuous training of its personnel. In order to further enhance the investigators' skill of criminal investigation, as well as to deepen the knowledge and understanding of the operations of public security institutions in Mainland, in early December 2012, the CCAC dispatched another 15 investigators to Beijing to participate in the training course jointly organised by the CCAC and the Chinese People's Public Security University. The Commissioner, Fong Man Chong, and Principal of the Chinese People's Public Security University, Cheng Lin, attended and presided over the closing ceremony of the training course.

During his speech, the Commissioner, Fong Man Chong, thanked the People's University of Public Security for assisting the CCAC in cultivating many backbone talents over the years, and he hoped that the two sides will continue to strengthen cooperation. He also encouraged the trainees to cherish this valuable opportunity and use the acquired knowledge to serve the public. The principal, Cheng Lin said that the Chinese People's Public Security University and the Macao CCAC have maintained a good partnership for many years, the university is considered in the advanced forefront in the study of public security and he hoped that the trainees could apply what they have learned and make contribution to integrity building of Macao.



The Commissioner Fong Man Chong, and Principal of the Chinese People's Security University, Cheng Lin (centre), presiding over the closing ceremony

The CCAC has co-organised training course with the Chinese People's Public Security University since 2004 to provide professional training for CCAC investigators. The content of teaching includes internal monitoring mechanism, criminal investigation techniques, criminal science and technology, etc.



Huang Xianyao, Member of the Standing Committee of Guangdong Provincial Party Committee and Secretary of the Provincial Commission for Discipline Inspection, and the Commissioner Fong Man Chong



Vincent Piket, new Head of Office of the European Union to Hong and Macao (second from right) and the Commissioner Fong Man Chong etc.



Delegates of the Health Supervision Department of East Timor paying a visit to the CCAC



Li Qiufang, President of the Chinese Academy of Social Sciences' (CASS) China Anti-Corruption Research Centre, led a delegation to visit the CCAC



The Commissioner, Fong Man Chong presenting a souvenir to the Ombudsman of Hong Kong, Alan Lai



Delegates of Ministry of Justice of Mongolia paying a visit to the CCAC



Prof. Máté Szabó, the Commissioner for Fundamental Rights, Hungary (second from right), paying a visit to the CCAC



Department of Supervision of Guangdong Province organising Directors of the Bureaus of Supervision and the Bureaus of Corruption Prevention of different municipalities of Guangdong to pay a visit to the CCAC to study on the declaration of assets and interests system of Macao

Performance Management and Monitoring in Government

I. Foreword

The realisation of performance management among principal officials, a goal set forth as one of the Policy Objectives in 2013, was put forward by the Chief Executive of the Macao SAR in his Policy Address, reading as follows:

“Public Administration (Heading)

For the Improvement of governance effectiveness

The first step to establish a performance management system in the government is to carry out performance assessment of principal officials; (...).”

Prior to performance assessment, the government must carry out performance management. This requires an understanding of the meaning of performance, the approach to establish such management system, the principles of application, and, last but not least, relevant monitoring mechanism and operation. This article aims to introduce the concept of performance and how it is understood in the context of Macao’s legal system.

II. The birth and development of performance management

The history of performance management can date back to as early as 1920s-1930s. First employed by enterprises in human resources management, this management system started to take shape in 1970s, and expanded to encompass a wider scope of targets, namely organisations, teams and staff. The success of performance management in some enterprises has served as useful examples for governments aiming for administrative reform, thus there was an increasing number of countries introducing relevant management principles into public administration¹.

In 1980s, “duplication in public services” prevailed in western countries. It was when performance management was incorporated into the management systems of governments. However, in view of the radical differences between governments and enterprises demonstrated in their objectives, structures, natures and positions, performance management necessitates adjustment and new elements so it is able to adapt to the needs of governance.

Performance is determined by both effectiveness and efficiency. Performance management is a combination of process management and results management. Government performance, therefore, suggests the effectiveness and efficiency of a government’s administration. It demonstrates the administration capacity of the government in the process of fulfilling its role and achieving various goals.

In other words, performance management is about efficiency management and effectiveness management. While efficiency is a ratio between input and output, effectiveness means economic benefits and social benefits, which can be understood as the outcome or value of the work.

- Efficiency — unlike performance, it always refers to productivity in business management. A ratio between input and output, it is a measurable outcome of materialised achievement.
- In the aspect of public administration, efficiency usually refers to administrative efficiency. Based on the principle of productivity, administrative efficiency is a ratio between administrative input and administrative output. However, they are not merely of a physical nature.
- Administrative input involves the following elements:
 - Man power — including effort, time and interpersonal relations;

¹ See *Introduction to Government Performance Management*, Tsinghua University Press, P. 2 and the following few pages.



- Intelligence — competence and wisdom;
- Resources — materials and facilities.

- Administrative output – value and other benefits. They are usually immeasurable.

Efficiency is measurable. As for aspects that are not quantifiable, the concept of “effectiveness” should be adopted.

* * *

1. Difference between performance management and process management

Process management is the activities of the government performed to manage administrative procedures. To put it another way, it concerns about if something should get done and if something done is up to standard. Therefore it is an important concept that each public servant should bear in mind. It is not uncommon that some public servants have such a mindset: get things done and let them take their course. This attitude is already outdated in today's society. In any open system, all organisations and individuals should strive for profit maximisation, so should governments and public servants.

2. Difference between performance management and accomplishment management

Accomplishment management is the activities of judgement and conclusion about the rationality and effectiveness of behavioural outcome. It usually adopts a top-down approach, which easily gives rise to formalism. In this case, social needs may be neglected due to the irrational pursuit of accomplishments.

3. Key aspects of performance management

Performance management of a government targets three main aspects, as follows:

1. The government itself;
2. Functional departments;
3. Public servants.

Among them public servants remain the core target of performance management, which involves the management of the following aspects:

- Work attitude (participation);
- Proactiveness;
- Capacity.

Therefore, it can be understood that, aside from setting clear goals and plans, performance management must also establish performance assessment criteria in accordance with the goals of departments, values and career planning of public servants.

In other words, performance management should target the following aspects:

- Work capacity;
- Work attitude;
- Task achievement;
- Work plans.

This integrated management approach is therefore considered to be proactive, comprehensive and scientific.

* * *

Enterprises and governments are intrinsically different.

Governments are not for profit; they are with the exclusive characteristic of being the monopoly and strive only for public interest. This is what makes governments different from enterprises in performance management by content, approaches and processes.

Despite that governments do not aim for profits, laying too much stress on efficiency will easily lead to power centralisation, unreasonable decisions and dishonest acts. As a matter of fact, when it comes to performance assessment, it is hardly possible for governments to avoid the trade-off between efficiency and quality. While the former is measurable, the latter is hardly so.

There are also some fundamental differences between administration costs of governments and production costs of enterprises. As the popular saying goes, "Technology and science are the primary productive forces", for enterprises technologies play an indispensable role in production. Technology costs are in an inverse relation to labour costs. They substitute each other. Productivity will significantly improve if technology is utilised in the production process to a great extent.

The influence of technology is not as strong and direct on public administration as it is on enterprises. Despite the fact that administrative efficiency largely depends on the performance of public facilities, there is no positive correlation between the technology of work facilities and administration efficiency.

Problems such as unreasonable establishment of departments, confusion of responsibilities, redundant personnel, cumbersome bureaucracy and lavish working facilities can result in overspending.

The monopoly nature of any administrative action causes a low incentive for the government to seek low cost and high efficiency in its operation. Since many of the services provided by the government are compulsory and tremendous investments have to be made by governments in such areas like transportation, telecommunication, public security, fire services and inspection, it is difficult to measure the social costs incurred. When competition hardly exists, the motivation to improve service quality and reduce production costs is very low, and that criteria and methods for performance assessment are too hard to be decided.

* * *

The rules and regulations of the World Trade Organisation, which are also applicable to the Macao SAR, provide that all administrative systems must be up to international standards and that governments must establish performance assessment systems. The objectives are to eradicate the phenomenon that so much has been spent on administrative costs while so low efficiency remains, eliminate bureaucracy, unfair procedures and systems and revoke unnecessary examination procedures.

* * *

III. Experiences of other countries

- (1) In the U.K., the civil service appraisal system was established in the 1970s. In 1991, a legislation regarding civil service was promulgated to further the civil service appraisal system.
- (2) In the early 1980s, there came the concept of "responsive state", which means that the government has to treat the people as its customers instead of voters.
- (3) The *Government Performance and Results Act* passed in the U.S. in 3rd August 1993 established a system of government performance management and evaluation.

In its report in 1993, the National Performance Review Committee of the U.S. introduced a new concept of an enterprise-style government that embraces spending cut and effectiveness enhancement and suggested that reform should focus on devolution and separation of power, outsourcing contracts of government services, enterprise-style internal reform of government and simplifying the structures of government institutions and civil service².

1. Essentials and structure of 3E

There is a concept of "3E" for "economy, efficiency and effectiveness", which serve as the criteria for evaluating the government's performance.

- (1) Economy — To evaluate the performance of an organisation, the first question is: How much does it spend during a particular period? This measure is obviously related to financial input. In other words, the best performance in this aspect is to provide and maintain a certain extent of quantity and quality of public services and products by spending the least. However, this measure does not directly relate to the quality of the products.

² See *Introduction to Government Performance Evaluation*, Higher Education Press, P. 12 and the following few pages.



(2) Efficiency — The second question is: What kind of result will come out after the organisation spends its budget in the particular time frame? Efficiency usually relates the quality of the services it has provided, the activities it has carried out, the quantity of the services and products and the cost that the public departments have spent. For example, a hospital can calculate the number of patients and a library can calculate the number of books lent. There are two types of efficiency:

- (i) Productive Efficiency — the quality of output or service provided;
- (ii) Allocative efficiency — whether the product or service meets the interest parties' different demands.

The market should have the function of adjustment to maximise the benefits in the aspects of national defense, society, education and hygiene for the most people from allocation of resources.

(3) Effectiveness — Evaluation based on efficiency can only be applied to quantifiable public products and services. Since it is not applicable to many cases, effectiveness has become one of the important measures to evaluate public service and products, which is usually applied to measure how far the goal has been achieved, such as improvement of welfare system, and achievement of the objective of policy, etc. Effectiveness is usually assessed based on the comparison between the objective and outcome of a policy. Therefore, the key points are objective and outcome. There are two criteria for assessment on effectiveness:

- (i) Extent of change of situation: e.g. people's health, purification of water, durability of road, etc.
- (ii) Extent of change of behaviour: e.g. improvement of crime situation, effect of criminal policies, etc.

“The definition of 3E by H.M. Treasury of U.K. is: Economy refers to the level of decrease of cost. In practice, it is usually measured based on the money saved from decrease of input, such as decrease of cost resulting from passing examination of market and choosing input of lower grade (e.g. using stamps of second grade instead of first grade). Efficiency refers to the relationship between the input and output of an activity or institution. The most common concept of efficiency assessment is to measure labour productivity and unit cost. Effectiveness refers to the contribution of output to the ultimate objective.

The Audit Commission of U.K. considers that the value of capital is reflected on economy, efficiency and effectiveness, so the evaluation on government performance should be based on these three aspects. In defining 3E: “Economy is to try the best to spend the least to purchase the product of designated quality and quantity. Efficiency is to use the least resource possible to provide the service of designated quality and quantity. Effectiveness is to enable local governments to implement their policies and achieve their goals to provide right services.” In 1989, the Audit Commission redefined the concept of 3E. “Output” was redefined as “use of resource already allocated or services that have been actually provided to the public”. “Outcome” refers to “For users, the ultimate value or benefit of a service is to satisfy their needs or achieve its fundamental aim.” Efficiency involves the relationship between input and output, while effectiveness involves the relationship between output/result and objective. The new definition of “output” and “outcome” has brought about change of the definition of efficiency and effectiveness, which reflects people's increasing attention to effectiveness, quality and the level of customer's satisfaction to a certain extent.

According to expert Colin Talbot, assessment based on 3E is very common among the administrative departments in the U.S. At least 68% of them have adopted the measure of “effectiveness”, while 14% and 8% of them have adopted “economy” and “efficiency” respectively. In the process of assessing performance in reality, the measures of 3E usually serve as the key of thoughts. “Cost” and “resource” are factored into “economy”. “Resource” and “output” are factored into “efficiency”, while “output” and “outcome” associate with “effectiveness”. In these processes which are closely linked with one another,

“quality of service” and “ratio of receipt” caused to the target organisation are observed.

2. 3E + Essential structure of quality

After a few decades of attention to the aspects of frugality and efficiency of performance, the general public, politicians, managerial personnel and professionals have started to shift their attention to the outcome of quality of service. The concept of “quality” describes such attention better than “effect”. Nowadays, the terms such as “total quality management”, “cycle of quality”, “quality assurance”, “quality control” and “quality competition” and constant movement of quality improvement like “Citizen’s Charter” have become more and more popular among public departments and the general public. “Quality of service” is recognised extensively as the foundation of government performance evaluation and may become the main motivation of performance improvement in the future.

John Oakland, an expert from U.K., states that regardless of government or private institutions, total quality control is a good way for the entire institution to improve their competitiveness, efficiency and tenacity. The “Step-by-Step Guide to Performance Measurement” published by the Hong Kong Government in 2000 asserts, “In the past, there has been a tendency to focus heavily on financial measures, such as unit costs. This kind of measure is relatively easy to define and calculate and is easily understood by most users. However, whilst financial measures are very important, they can lead to a focus on controlling spend and economy to the neglect of other key types of measures which look at quality, efficiency and effectiveness issues.” In his book entitled “Evaluation of Non-Profit Organisation”, Dr. Deng Guosheng from the School of Public Policy and Management of Tsinghua University believes that input, outcome, efficiency, effectiveness and quality should be factored into project evaluation as basic measures, while “quality” has gradually become one of the important measures to assess government performance.

3. 3E + Fairness, Responsibility, Responsiveness

Some other experts believe that fairness, responsiveness and responsibility should also be considered as main factors. Traditionally speaking, public administration and management focus on efficiency and outcome but not fairness. However, nowadays, fairness has become a big issue and one of the important measures of government performance. The main questions regarding fairness as a measure of government performance are: “Are the organisations and individuals that enjoy the service treated fairly? Can the disadvantaged that need special care enjoy more services?” Therefore, this measure usually focuses on the fairness questioned by the organisations or individuals that enjoy the public service. However, it is usually impossible to define fairness under the market mechanism. Therefore, it is very difficult to measure it.

According to the book “Institutional Incentives and Sustainable Development: Infrastructure Policies in Perspective” written by experts from U.S., Elinor Ostrom, Larry Schroeder and Susan Wynne, economic efficiency, fairness realised through financial balance, fairness realised through redistribution, responsibility and adaptability are overall criteria for evaluation of government performance. Another U.S. expert, James Q. Wilson, also thinks that responsibility, fairness, responsiveness, efficiency and cost should be factored into evaluation of government performance. “A Brief Guide for Performance Measurement in Local Government” published by the National Center for Public Productivity of the U.S. in 1997 briefly describes four performance measurements - productivity, effectiveness, quality and timeliness. The evaluation measures adopted by the U.S. Government Accountability Office include input, capacity, output, outcome, efficiency and cost-effectiveness, and productivity.”

³ See Zhuo Yue, *Introduction to Government Performance Management*, Tsinghua University Press, P.3

