

2023

**Annual Report** of the Commission Against Corruption of Macao



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The Commissioner Against Corruption, Chan Tsz King, submitting the 2023 Annual Report of the CCAC of Macao to the Chief Executive, Ho lat Seng

# **FOREWORD**

In 2023, the society of Macao stepped out of the shadow of the epidemic and returned to the track of orderly development. Seizing the opportunities in the wake of the revival after the epidemic, the CCAC sought improvement in corruption fighting, ombudsman actions and promotion and education, gathered its pace in integrity building, grasped the opportunities to resume exchange and mutual visits and proactively sought the directions of more effective cooperation. Meanwhile, it also promoted the revision of the Organic Law of the Commission Against Corruption of the Macao Special Administrative Region.

As to corruption fighting, the CCAC placed a total of 102 cases on file in 2023, while the number of mutual assistance cases being followed up reached a record high in recent years. Along with the 24 mutual assistance cases placed on file in 2023, the CCAC handled a total of 41 mutual assistance cases throughout the year. In 2023, the CCAC investigated and handled many corruption cases including a case involving false application for residency based on investment in local real estate, where the CCAC found that the assistant prosecutor general who was in charge of the case was suspected of providing illicit assistance for individuals under investigation of criminal cases. This case has aroused the general public's significant attention and concern. Meanwhile, the CCAC solved a number of cases in which various security service providers had cheated the Government and committed acts of corruption. In addition, it also investigated and dealt with a number of cases concerning public servants' falsification of attendance records. The CCAC hopes to take the opportunity of solving the mentioned cases to stop the unhealthy trends and thus produce dissuasive effects on the public service team and the relevant sectors. Following the untiring efforts of the CCAC over the years and under the strategies of combatting and preventing corruption simultaneously, in 2023, there was a significant drop in the cases of defrauding Government subsidies that frequently appeared in various forms in the past and there were intermediate achievements in the crackdown efforts.

In the area of ombudsman's work, the CCAC placed a total of 123 cases on file throughout the year. In the cases which were concluded in 2023, the CCAC took the opportunity of investigating some ombudsman cases to explore with the Public Administration and Civil Service Bureau the proper interpretation of various regimes and regulations in relation to public service laws. The CCAC believes that the positive interaction with the department responsible for public administration and public service affairs enables continuous improvement of the relevant systems and arrangements. In addition, the CCAC also further enhanced the transparency of its achievements in society as well as encouraged self-confidence of the administration by public departments through proactive and positive strategies in order to maintain the attitude and working style of acting in strict compliance with law.

The young generation is a key to the future development of society. In line with the direction of the policies of China and the SAR Government that attach importance to development of young people, the CCAC promoted the dissemination and education actions targeting at young people in a profound way in 2023. In particular, the CCAC took advantage of the integrity education base for young people, kept bringing forth new ideas and provided them with innovative and interesting integrity promotion training and education activities which enabled them to develop both learning and thinking abilities and practise and experiment on their own so as to become a new force of integrity building. At the same time, the CCAC also strived to promote integrity among the population. In addition to holding various types of activities, seminars and talks recording a total of 605 sessions throughout the year, the CCAC also proactively disseminated the information of integrity through different types of videos and kept conveying the idea of upholding integrity and rejecting corruption to different groups of people.

With the resumption of normal travel between Macao and other places, the CCAC spared no efforts to enhance exchange with the law-enforcement agencies of the surrounding regions. In 2023, the CCAC visited the Hong Kong and Macao Affairs Office of the State Council, the National Supervisory Commission, the Supreme People's Court, the Supreme People's Procuratorate, the Ministry of Public Security, the Supervisory Committees of some provinces and municipalities of China, the Independent Commission Against Corruption and the Office of the Ombudsman of Hong Kong so as to promote bilateral and regional cooperation. In addition, the CCAC continued to participate with China in the review of implementation of the United Nations Convention against Corruption as well as actively implemented its obligations as a member of relevant international and regional organisations by sending personnel to participate in the online and face-to-face meetings and training activities hosted by various international anti-corruption and ombudsman organisations so as to keep abreast of the international development of integrity building.

"Integrity is the essence of governance." Integrity is a fundamental part of governance and integrity building is the cornerstone of fair and harmonious development of society. With adherence to the 2<sup>nd</sup> Five-Year Plan and the Policy Address, in 2023, the CCAC proposed amendments to the *Organic Law* of the *Commission Against Corruption of the Macao Special Administrative Region* in order for more comprehensive regulation and set-up of the scope of competence and staff welfare as well as other matters, namely highlight of the function of investigation of economic and financial crimes in the mission and scope of activity and clear definition of the investigation methods of on-site follow-up and inspection. Since the bill has been submitted to the Legislative Assembly for deliberation, the CCAC will maintain good communication and partnership with the relevant departments and entities and strive to complete the amendment procedure as soon as possible in order to better carry out its duties through the perfection of the relevant regimes, prevent and combat every type of illicit acts involving corruption more effectively, enhance the improvement of governance and further satisfy the needs of social development and residents' demands.

For the CCAC, the year of 2023 was an inspiring year. The Special Investigation Team of the Anti-Corruption Bureau of the CCAC (Team L) was awarded by the SAR Government the Medal for Bravery, which is undoubtedly a significant recognition of the anti-corruption work of the CCAC and even the unceasing and discreet contribution made by the investigators.

As President Xi Jinping said, "The fight against corruption is always ongoing." The CCAC will continue to make contribution to the safeguard of the fairness and justice of society and the fight against corruption and will adamantly progress on the way of fighting corruption and promoting integrity with the courage to bear responsibilities, the ability to act as well as persistence and determination.

March 2024

The Commissioner Against Corruption

Chan Tsz King



# Statistics on major work in 2023

## Anti-corruption and ombudsman actions

- The CCAC received a total of 701 complaints, reports and sources of information.
  - Following consolidation of the complaints or reports according to the subject matters, in 2023, there were a total of **249** cases placed on file and **387** cases which did not meet the conditions to be placed on file and were sent to the Complaint Management Centre for handling.
- Along with the cases carried forward from 2022, the CCAC concluded a total of 238 investigation files in 2023.
- A total of 1,617 requests and enquiries were received.
- As regards anti-corruption actions, a total of 102 cases were placed on file for investigation and 24 cases were placed on file for mutual assistance.
  - A total of 41 mutual assistance cases were followed up, including 31 cases at the requests for case assistance received from counterparts outside the region and 10 requests for case assistance made by the CCAC to counterparts outside the region.
    - A total of **11,866** submissions of declaration of assets and interests were received and a total of **159** overdue notices were sent to those who failed to submit the declaration within a statutory period.
- As regards ombudsman actions, the Ombudsman Bureau completed investigation and archived a total of **151** cases.

# **Anti-corruption and ombudsman actions**

- Of the **123** cases newly placed on file by the Ombudsman Bureau, **122** were under inquiry and **1** was under comprehensive investigation.
- 5 cases handled by the Ombudsman Bureau were included in the list of "retrospective review" for 2023.

### Promotion and education

- A total of **605** seminars, talks and activities of different types were held, which recorded **29,728** participants.
- A total of **483** complaints/reports, requests for consultation and simple enquiries were received by the two Branch Offices in 2023.

# PART I CASE PROCESSING SUMMARY



# PART I CASE PROCESSING SUMMARY

In 2023, the CCAC received a total of 701 complaints, reports and sources of information, of which 676 were lodged by residents, ten were referred by other departments, four were placed on file by the CCAC upon gathering information on its initiative, four were placed on file upon receiving information related to cases from judicial bodies and seven involved internal information exchange between the Anti-Corruption Bureau and the Ombudsman Bureau. In addition, the CCAC received a total of 1,617 requests and enquiries throughout 2023. Meanwhile, at the request from law enforcement agencies outside the Macao SAR, the CCAC placed 24 cases on file for mutual assistance.

### Statistics on sources of information recorded in 2023

Sources of information	2023			
Sources of information	Total	Percentage		
Complaints or reports lodged by residents	676	96.43%		
Cases referred by other public bodies	10	1.43%		
Cases placed on file for investigation on the initiative of CCAC	4	0.57%		
Cases placed on file for investigation by judicial bodies	4	0.57%		
Cases intervened by both Anti-Corruption Bureau and Ombudsman Bureau	7	1%		
Total	701	100%		

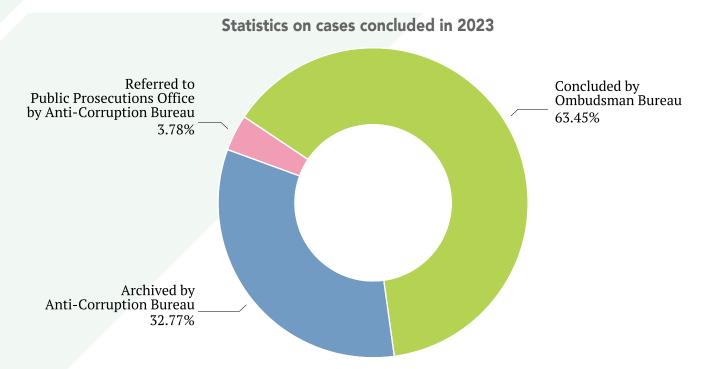
In accordance with the *Organic Law of the Commission Against Corruption of the Macao Special Administrative Region*, the CCAC has a dual function of fighting corruption and acting as the ombudsman. Therefore, upon receiving a complaint or report, the CCAC will conduct a preliminary analysis. Then the Commissioner Against Corruption will assign the case to the Anti-Corruption Bureau or the Ombudsman Bureau depending on the issue that the complaint or report involves, the scopes of competence of the bureaux and the nature of the case. However, if the complaint is vague in content, lacks grounds or factual basis or falls beyond the jurisdiction of the CCAC, the CCAC will refer it to the Complaint Management Centre for archiving, asking the complainant for more concrete and traceable information or, if relevant conditions are met, referring it to another department for follow-up.

When there are some public issues that concern the residents, the CCAC may receive complaints or reports with similar contents through different channels. In order to simplify the procedures and enhance the efficiency of investigation, the CCAC will combine these complaints or reports with similar contents in order to handle the problems in a centralised way. Therefore, sometimes the number of complaints or reports received differs from that of the cases placed on file and processed. In 2023, the CCAC placed a total of 249 cases on file, including 24 requests for case assistance, 102 processed by the Anti-Corruption Bureau and 123 processed by the Ombudsman Bureau. In addition, there were a total of 387 cases which did not meet the conditions to be placed on file and were sent to the Complaint Management Centre for handling, of which 214 were directly archived and 173 were referred to competent departments for follow-up.

# **Statistics of Complaint Management Centre in 2023**

	Туре	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Yearly total
	uests/enquiries different nature	67	109	118	105	136	137	137	157	185	154	192	120	1,617
Source of case	Complaints or reports lodged by residents (together with cases referred by other public bodies)	50	36	52	47	63	59	84	75	57	56	58	49	686
	Complaints or reports from other sources	2	3	1	0	1	0	3	0	1	3	1	0	15
Distribution of case	Cases sent to Anti- Corruption Bureau for investigation	10	8	10	5	4	6	12	7	7	12	11	10	102
	Cases sent to Ombudsman Bureau for investigation	4	8	7	9	9	15	14	9	11	14	10	13	123
٥	Cases handled by Complaint Management Centre	28	17	25	33	43	33	40	56	29	31	31	21	387

Along with the cases carried forward from 2022, the CCAC concluded a total of 238 cases in 2023. Among the 87 cases concluded by the Anti-Corruption Bureau (including 71 corruption cases and 16 mutual assistance cases), nine have been referred to the Public Prosecutions Office and the remaining have been archived. Among the 151 cases concluded by the Ombudsman Bureau, there were 30 cases in which the departments concerned have improved and optimised their measures and works and given positive response and five cases included in the list of "retrospective review" in order for another review.

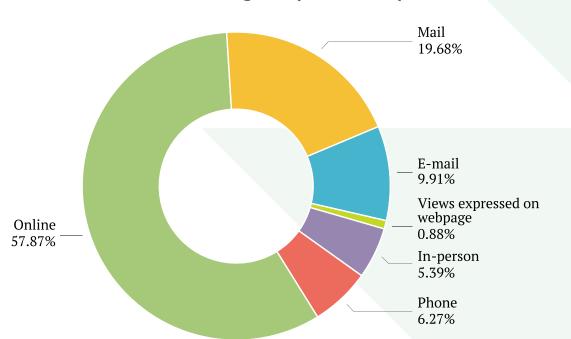


The numbers and percentages of the complaints and reports received by the CCAC in 2023 through different channels: 37 received in person; 43 received by the complaint hotline; 397 received through the online complaint system; 135 received by mail; 68 received by e-mail; six received from the views expressed on the webpage. (See the percentages in the following table.)

# Statistics on methods to lodge complaints and reports in 2023<sup>1</sup>

Methods to lodge complaints or reports	Number	Percentage
In person	37	5.39%
Phone	43	6.27%
Online	397	57.87%
Mail	135	19.68%
E-mail	68	9.91%
Views expressed on webpage	6	0.88%
Total	686	100%

<sup>&</sup>lt;sup>1</sup> Including referrals from public bodies.



# Statistics on methods to lodge complaints and reports in 2023

The CCAC has a regime of confidentiality. All contents and information of complaints or reports are considered as confidential documents and the personnel unrelated to the proceedings have no power to access them. Therefore, residents may file a report in a rational and responsible manner without worries about leakage of their identification data or the contents of their complaints or reports.

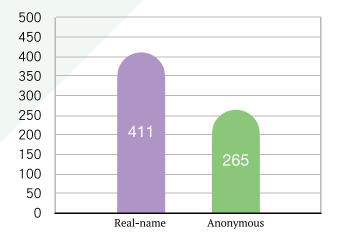
The CCAC carries out investigation and analysis of and takes action on every complaint and report accordingly. Therefore, if residents lodge the same complaint or report repeatedly, unnecessary administrative procedures will take place and the efficiency of processing cannot be enhanced. Furthermore, slanderous accusation or crime simulation may go against the criminal law.

In 2022, the CCAC launched the service of online appointment for in-person complaint with an aim to make it easier for residents to make an appointment for lodging a complaint or making an enquiry in person. According to statistics, 130 appointments were made through the system in 2023 and the complainants showed up for 120 appointments, accounting for 92.31% of all appointments made throughout the year. In addition, in 2023, 94 walk-in in-person complaints or enquiries were lodged or made at the Complaint Management Centre, the Ombudsman Bureau or the Branch Offices in Areia Preta and Taipa of the CCAC. In order to provide more adequate service and reduce the waiting time, the CCAC hopes that residents may take more advantage of the appointment system.

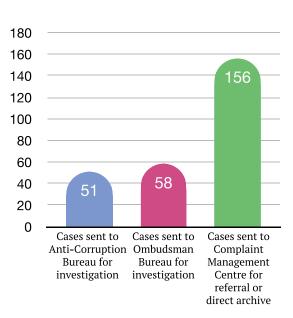
Among the complaints or reports in 2023, 411 were lodged under real names (including some complainants or informants requested to remain anonymous) and 265 were lodged anonymously. Among the 265 anonymous complaints or reports, 51 and 58 were passed to the Anti-Corruption Bureau and the Ombudsman Bureau for investigation respectively, while 156 were sent to the Complaint Management Centre for referral or direct archive due to anonymity and failure to meet the conditions to be placed on file.

The CCAC has taken various measures to encourage residents to file real-name complaints or reports since 2020 and it keeps reviewing the effectiveness and making adjustment. The data over recent years reflects that the public prefers filing real-name reports and there is a year-on-year decrease in the number of anonymous complaints or reports, which reflects the society's affirmation and support to and trust in the CCAC's promotion of filing reports responsibly.

# Statistics on real-name and anonymous complaints or reports in 2023



# Anonymous complaints or reports handled in 2023



There were 397 complaints or reports received by the CCAC through the online complaint system in 2023, making up the highest proportion of all methods to lodge complaints or reports throughout the year (57.87%) and registering a significant growth compared with 48.86% in 2022. The CCAC believes that the proportion of complaints or reports filed through the online complaint system will remain high. Therefore, it will regularly review and optimise the system and its interface. In September 2023, the CCAC improved and updated the content of the "points to note on online complaint" so as to enable residents to understand

the duties and scope of competence of the CCAC more clearly, encourage them to file real-name reports and give clearer details of the complaints or reports and call their attention to the statutory periods for administrative and judicial appeal and other points to note.

The CCAC considers that the online complaint system can be a convenient and time-saving channel for residents to file reports. However, it has found that some residents have abused the system or deliberately provided untrue data. The CCAC hopes that residents can make good use of the online complaint system, file complaints or reports in a rational and responsible manner and hence reduce repeated or groundless reports so that the CCAC can pool its resources and enhance the effectiveness of case handling.

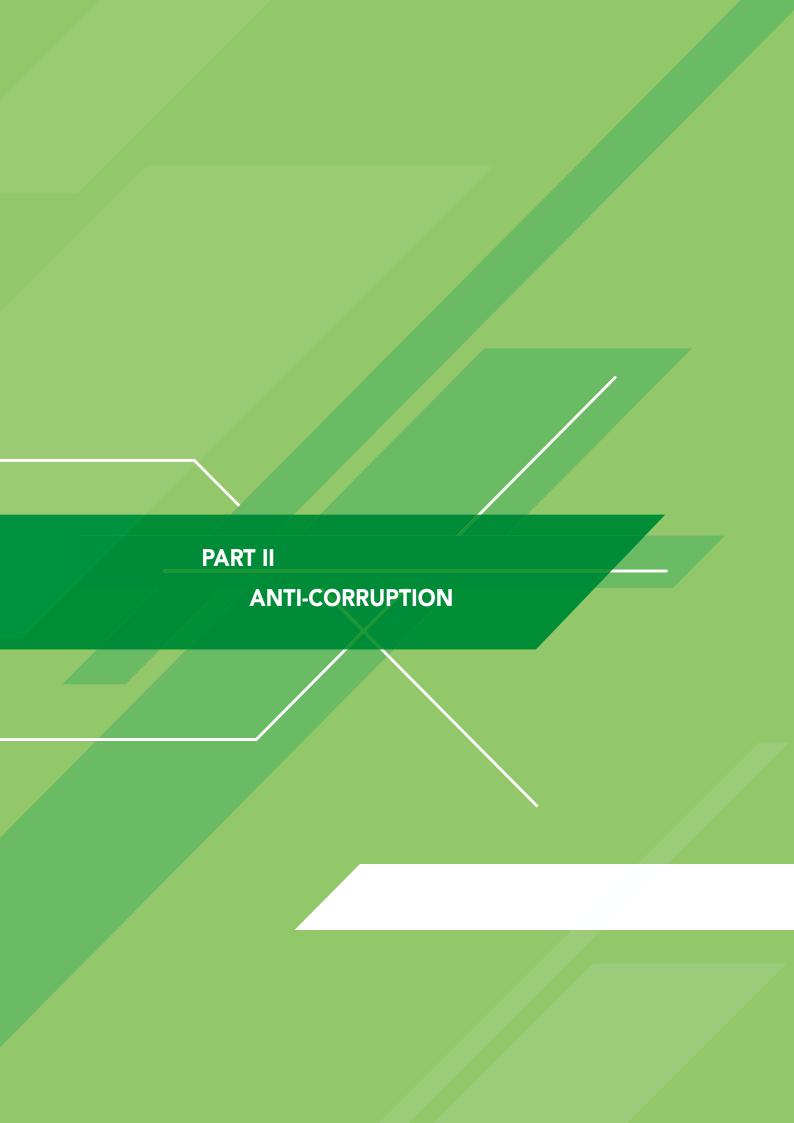
In 2023, there were still some residents who filed their complaints or reports by e-mail or leaving comments on the CCAC's webpage, but they only made up for small proportions, taking up 10% and 1% respectively. The CCAC considers that although making use of e-mail to lodge a complaint is a matter of personal habit, the CCAC still encourages residents to make more use of the online complaint system because it is specifically designed to facilitate submission of complaints. The system provides not only important information in the "points to note on online complaint" but also relevant options and interfaces for residents to fill in the contents of complaints and contact information as well as upload electronic information such as documents, photos and videos so that they may file reports in a more convenient and smoother way. In addition, the online complaint system will send an enquiry code to the complainant immediately for checking the case follow-up progress or receive messages.

According to statistics, in 2023, a total of 1,073 enquiry codes (including those for submissions of additional details of complaints) were sent to residents who lodged complaints or reports and almost 33% of them have been used for making enquiry. Compared with making an enquiry in person or by phone, checking the follow-up progress by using the enquiry code is more time-saving and convenient for residents. In addition, real-name complainants and informants will be able to get more details of the investigation when they use the enquiry codes to check the basic progress of the follow-ups on the ombudsman cases. This will encourage more residents to lodge a report under real names. In fact, the responses that the CCAC has received ever since the enquiry code was launched in 2021 are mainly positive.

The CCAC has optimised the enquiry code system at an earlier time. In line with the internal mechanism established by the CCAC simultaneously, the CCAC has improved the procedures of classifying and combining the complaints received from residents and additional documents so that when they check the basic follow-up progress of the cases and complaints on the online complaint system, they can receive clear information sorted out and summarised by the CCAC, with a view to satisfying their needs regarding expression of views as much as possible.

In addition, the CCAC continues to exert all efforts to promote computerisation of case processing. Up to December 2023, computerisation of around 94% of the cases under processing was completed, while around 70% of the archived cases over the years have been completely computerised.







# PART II ANTI-CORRUPTION

# I. Introduction

The year 2023 marked the first year during which Macao's socio-economic life fully resumed normality after three years of the epidemic. With the epidemic receding, the fight against corruption of the CCAC was also gradually back on track and the number of mutual assistance cases also reached a new high in recent years.

The anti-corruption work in 2023 had the following characteristics:

Compared with the period before the epidemic, the year 2023 recorded a relatively low number of reports and complaints in the area of anti-corruption. During the coronavirus epidemic, Macao's socio-economic activities slowed down significantly and even stagnated at times. Given that complaints or reports usually appear later than socio-economic activities, in the beginning of the post-epidemic period, the number of cases placed on files and the number of cases referred to other bodies also remained relatively low.

Among the cases investigated and handled by the CCAC, some involved different security services companies, which made up a relatively high percentage. They involved crimes such as fraud, document forgery to obtain quotas on non-resident workers, corruption in internal management in the private sector, as well as problems related to tendering and bidding. Taking into account the high demand for workers of security and cleaning service industries as well as the management chaos arising from the inconvenient clearance during the epidemic, the CCAC hoped to straighten out the irregularities in the aforesaid sectors through the handling of these cases.

The CCAC also looked into and handled some cases involving untruthful clocking in and out of work by public servants, which shows that there were still public servants taking risks and not being upright, self-disciplined and law-abiding. It is therefore necessary to enhance education and promote morality and law-abidingness among public servants. All public departments must draw lessons from these cases and nip the problems in the bud.

The number of various types of cases of defrauding government subsidies dropped to a record low in 2023. In the past, the number of cases of defrauding government subsidies by civic associations and organisations remained high. In response, in-depth investigation of such cases has been listed as one of the key work priorities of the CCAC. With the unremitting efforts over the years and under the strategies of encompassing vigorous crackdowns, system building, promotion and education, the growth of such types

of cases was temporarily suppressed in 2023 and there were intermediate achievements in the crackdown efforts. With regard to the revision of the *Organic Law of the Commission Against Corruption of the Macao Special Administrative Region* proposed by the CCAC in 2023, it was highlighted in its mission and scope of activity that the CCAC may carry out investigation into economic and financial crimes. The overhaul of the relevant system building will facilitate the CCAC to better perform its duties and to effectively prevent and combat various types of illicit acts that fall within the scope of the anti-corruption work, including the aforesaid situations.

There were also some cases related to schools, education institutions or training centres, involving issues such as enrollment, procurement, active bribery and management. The CCAC investigated and handled each case in a serious manner so as to avoid the formation of vicious cycles. There were some cases occurring occasionally in the public sector, which however did not show apparent characteristics that lead to the conclusion that they became a trend.

# II. Criminal reports and cases filed for investigation

Among the complaints or reports in the anti-corruption area received by the CCAC in 2023, 102 were placed on file for follow-up. Among these cases, 60 cases were related to the public sector and 42 were related to the private sector. Among the 71 cases in the anti-corruption area with investigations completed in the year, nine were referred to the Public Prosecutions Office and 62 were archived. There were 24 mutual assistance cases placed on file in the year and the follow-up work of 16 mutual assistance cases was completed.

# III. Summaries of some of the cases

Among the cases in the anti-corruption area concluded in 2023, some of the cases referred to the judicial bodies for follow-up and those with investigation completed and archived have been selected and summarised as follows:

(I)

In February and November 2023, the CCAC detected two cases of fraud against the Government committed in collusion by workers of a security services company in Macao.

Between October 2021 and November 2022, the CCAC received about a dozen anonymous reports claiming that a manager and some chiefs of a security services company, which was responsible for providing

security services at the boundary control points of Macao, during the period of providing security services for the Public Security Police Force (CPSP), the Macao Customs Service and the Health Bureau (SS), instructed their subordinate security guards to sign in at different public departments during the same on-duty periods so as to deceive the public departments by creating an illusion that they had deployed adequate security guards at these departments.

According to the investigation of the first case, a main chief of the aforesaid security services company colluded with some chiefs by instructing the subordinate security guards who were on duty at a boundary control point to sign in and sign out at two or even three departments during the same or following on-duty periods. In fact, the security guards provided service to only one department at one on-duty period or even did not perform any over-time work. The main chief and some chiefs also made false attendance records on the attendance sheets of the CPSP and the SS in the name of security guards who were on leave, already ceased employment or were on-duty at other boundary control points. They used the aforesaid method to create an illusion that the number of security guards deployed was sufficient and complied with the contracts signed with the departments. As a result, the CPSP and the SS suffered a loss of more than MOP3.09 million.

According to the investigation of the second case, it was found that, during the provision of services to the SS by the aforesaid company at another boundary control point, the management staff and some chiefs of the company caused the SS to suffer a loss of more than MOP2.3 million with a modus operandi similar to that of the first case.

The aforesaid persons allegedly committed fraud and document forgery provided for in the *Penal Code* and computer forgery provided for in the *Law on Combatting Computer Crimes*. The two cases were referred to the Public Prosecutions Office for handling.

(II)

The CCAC received a report claiming that a staff member of the Sports Bureau (ID) allegedly submitted falsified receipts to his department in the course of procuring supplies for his department and claimed back the exaggerated expenses of some supplies purchased from an online shopping platform of the Chinese mainland. He was also suspected to sell the parts of some air conditioners for profit without authorisation after removing them from the building of the Tennis Academy.

Investigation showed that, in the course of procuring supplies for his department, the staff member had violated internal regulations for several times by purchasing the relevant supplies from an online shopping platform of the Chinese mainland and submitting several falsified receipts with untrue content to the

department, from which he obtained more than MOP4,000 fraudulently. The worker allegedly committed fraud and document forgery provided for in the *Penal Code*. The case was referred to the Public Prosecutions Office for handling in March 2023.

During the investigation, the CCAC also discovered that the worker had allegedly failed to dispose of the parts of the removed air conditioners according to the instructions of his superior. Instead, he sold the parts and gained a profit of more than MOP7,000. Afterwards, the worker did not report to his superior about his act of selling the parts. He allegedly violated the duties of impartiality and obedience provided for in the Statute of Personnel of the Public Administration of Macao. The CCAC notified the ID of the aforesaid situation for follow-up actions.

(III)

In the process of investigating a case involving application for immovable investment residency with untrue information, the CCAC found that the illegalities involved in the case had been subject to criminal investigation by the Public Prosecutions Office and it was filed in the end. After in-depth investigation, the CCAC discovered that there was another case covered up by the aforesaid case. An assistant prosecutor general in charge of the case allegedly formed a syndicate with two Macao businesspersons and a Macao lawyer that provided illicit assistance to persons subject to investigations in criminal cases for a prolonged period of time, including receiving illicit money from persons subject to criminal investigations and in return archiving criminal cases, returning seized objects and providing case updates for them.

The CCAC seized a large quantity of evidence at the residences and work places of the aforesaid persons. Judging from the evidence collected, the syndicate headed by the assistant prosecutor general had been involved in the relevant illicit activities for a long time and the tasks were divided among the members. Internally, the assistant prosecutor general capitalised on the opportunities of being in charge of the cases to identify, in the course of interrogation and statement taking, those who were subject to investigation and were willing to make illicit payments to settle their criminal cases and then secretly instructed those subject to investigation to contact the syndicate members or lawyers to handle the cases. He would also instruct the syndicate members to secretly get in touch with those subject to investigation and lure them to make illicit payments to settle the cases under investigation. Externally, the syndicate members, as businesspersons, were responsible for identifying those who were subject to investigation and needed to settle criminal cases or enquire status of criminal cases, particularly those active in casinos, and receiving illicit money offered by them. The assistant prosecutor general, by taking advantage of his identity as the prosecutor in charge of the cases or as an assistant prosecutor general, performed the illegal acts of filing cases or accessing information illegally. Investigation showed that the syndicate had involved in at least 30 cases.

Investigation also revealed that the assistant prosecutor general possessed assets that abnormally exceeded his legitimate incomes between 2010 and 2022.

The assistant prosecutor general allegedly committed the crime of promoting or establishing a criminal syndicate, passive bribery to perform illicit acts, dereliction of duty, personal favoritism practised by a public servant, forgery committed by a public servant, abuse of power, breach of secrecy, breach of judicial secrecy, undue access, illegal acquisition, use or provision of computer data, inaccurate data and unexplained wealth.

The other syndicate members in the case allegedly committed the crime of taking part in or supporting a crime syndicate, passive bribery to perform illicit acts, dereliction of duty, personal favoritism practised by a public servant, abuse of power, breach of secrecy, breach of judicial secrecy, undue access and illegal acquisition, use or provision of computer data.

The case was referred to the Public Prosecutions Office in the end of June 2023 and was tried in the Court of Second Instance starting from mid-October 2023.

# (IV)

In April 2023, the CCAC received a real-name complaint from a professor of a university in Macao by phone, claiming that a PhD student who was under his supervision had inserted a red envelope containing a pile of MOP1,000 notes between the pages of a book (the amount being unknown to the complainant due to not having been counted by him) and placed it in the personal mailbox of the complainant in the morning of 11<sup>th</sup> April 2023. Afterwards, the student admitted in person that the money was offered to thank the complainant for his supervision.

After investigation, it was found that since the thesis proposal submitted by the PhD student did not meet the requirements, he attempted to ask the professor to violate his functional duties and lower the evaluation standard for his thesis by offering an advantage of cash of at least MOP8,000 to the professor. The student allegedly committed active bribery provided for in the *Penal Code*. The case was referred to the Public Prosecutions Office for handling in June 2023.

**(V)** 

The CCAC received a report in August 2022, claiming that a chief of a customs station of the Macao Customs Service (SA) had arranged for the office's staff to clock in on his behalf for arriving at work with a copy of a work pass. They allegedly fabricated attendance records.

After in-depth investigation, it was verified that two chiefs of the customs stations and five other customs officers of the office of a customs station, who had copies of work passes of the SA made secretly, had reached an agreement to work in collusion constantly and collectively to fabricate attendance records. The one who arrived at the customs stations the earliest clocked in on behalf of the others by using the copies which were kept in the office, or one of them, when he left his work, used the copies to clock out on behalf of those who had already left the customs stations in advance in order to create an illusion of normal attendance records of the relevant individuals in the electronic attendance system of the SA. However, the fact was that relevant customs officers had not yet arrived at or had already left the stations in advance. In addition, they took advantages of having the competences to take charge of producing and reviewing attendance records to, not only, allegedly harbour the irregular acts of relevant individuals who arrived late or left early for work, among others, resulting in a violation against the duty of assiduity and punctuality, but also intentionally submit to relevant subunits the attendance registration information which contained false attendance records showing an illusion of normal attendance, which resulted in affecting the calculation of the monthly salaries of the involved personnel by the subunits. During the period when the offences were allegedly committed, they successfully defrauded the Government over supplementary remuneration amounting to over MOP130,000.

The case involved a customs superintendent and a customs inspector who were chiefs of two customs stations respectively and five other customs officers, one of whom being the chief of the office of a customs station. The seven said individuals allegedly committed the offences of forgery committed by public servants and fraud involving a high value provided for in the *Penal Code*.

The CCAC referred the case to the Public Prosecutions Office upon completion of investigation in July 2023. The SA was notified of the situation so that it could carry out appropriate measures for follow-up actions and improve its attendance management and supervisory mechanism in order to plug the loopholes.

(VI)

The CCAC received a report alleging that a number of local cleaning management companies and security companies submitted untrue data about employment of several hundreds of Macao residents to the Social Security Fund (FSS) and made their distributions to the FSS in order to obtain more quotas for

importing non-resident workers. At the same time, they also claimed that they were carrying out some projects, which actually had been contracted out, in an attempt to justify their needs for applying for quotas for non-resident workers.

It was discovered in the investigation that the number of local employees that the companies involved had reported did not reach several hundreds. Also, the lists of local employees were not seemed to be obviously untrue although there were some local part-time employees.

During the investigation, it was discovered that in the application for renewal of employment of non-resident workers, some companies never met the "requirement of minimum number of local workers employed" specified in the notifications of employment authorisation orders issued by the Labour Affairs Bureau (DSAL) for five years. Although the number of local workers they employed did not reach the required number specified in the authorisation orders, the DSAL still approved the renewals. Taking into account that the requirements and duties indicated in the authorisation orders were scientific-based and their existence was necessary and that the relevant employment authorisation orders were also stringent, in principle, the applicants should effectively comply with those duties unless there were special reasons that are justifiable, otherwise the DSAL would end up conniving at non-compliance with the law.

Since no criminal offence was found, the CCAC archived the case. Meanwhile, the matters of the companies' non-compliance with the requirements indicated in the authorisation orders were referred to the DSAL for follow-up.

# (VII)

The CCAC received a report indicating that the president of a local workers' association in the construction sector leased a plot of land that was awarded by the Government to the association for its members' storage of construction materials to non-members for storage of other construction materials without authorisation. Then the president received the rents every year as personal gains. In addition, some staff of the former Land, Public Works and Transport Bureau (DSSOPT) even concealed the matters.

It was discovered in the investigation that a few members of the workers' association had leased the plot of land which was awarded by the Government for their use to other people without authorisation and received rents. The acts violated the terms of use specified in the occupation permit issued by the Land Committee to the association. It was also found that some staff of the DSSOPT, taking account into the convenience for the inspections, informed the president of the dates and time of the inspections in advance so that the association could remove the materials which were not permitted to be stored in advance and thus prevent the inspectors from discovering the said irregularities.

Since it was discovered that some people had acted in violation of the terms provided for in the occupation licence, the CCAC reported the situation to the DSSOPT for follow-up and told the bureau that informing the inspection target of the date and time of the inspection in advance might not make the inspection effective. Since no criminal offence was found in the investigation, the CCAC archived the case and the DSSOPT commenced the procedure of repealing the occupation permit.

# (VIII)

The CCAC received a report indicating that the principal of a public school under the Education and Youth Development Bureau (DSEDJ) requested the class teachers of all classes to draw up the minutes of the education evaluation meetings for the second term although the meetings did not actually take place and that the principal also fabricated the time of online meetings and requested signatures from the relevant staff of the classes.

It was discovered in the investigation that in June 2022, the principal of the public school requested the teaching staff to hold the student evaluation meetings for the second term of the 2021/2022 academic year in mid-July 2022. Coincidentally, the epidemic situation was severe at that time. In line with the epidemic prevention measures and taking account into the fact that the teaching staff needed to provide assistance at the nucleic acid testing stations, the class teachers held the meetings by phone or communication apps on phone instead. In fact, the DSEDJ did not regulate the form of evaluation meetings. Coordination regarding the relevant arrangements was carried out with the authority and the approval was obtained. At the same time, the law also does not regulate the form of the meetings. Therefore, the non-face-to-face methods adopted by the school did not violate the law.

It was also found in the investigation that there was no situation of fabricating minutes without holding the meetings as mentioned in the report. Although the relevant minutes had defects due to lack of detailed and accurate record of meeting times and the attendees' names, correction was made in the final version.

Since no criminal offence was found in the investigation, the CCAC archived the case.

# IV. Mutual case assistance in cross-border investigation

The CCAC has been maintaining good cooperation relationships and sound liaison mechanisms with the National Supervisory Commission and the Independent Commission Against Corruption (ICAC) of Hong Kong. In 2023, in addition to handling the mutual case assistance work that could not be carried out previously due to the epidemic, the CCAC also continued to follow up new mutual assistance cases. The number of mutual assistance cases in 2023 was a record high in three years.

In 2023, the CCAC followed up a total of 41 mutual assistance cases, including 31 cases at the requests for case assistance received from counterparts outside the region, of which 23 were made by agencies of the Chinese mainland and eight by the ICAC of Hong Kong. The CCAC made ten requests for case assistance to counterparts outside the region, of which six were made to agencies of the Chinese mainland, one to the ICAC of Hong Kong and three to both agencies of the Chinese mainland and the ICAC of Hong Kong. Among the 31 cases followed up by the CCAC at the requests for case assistance received from counterparts outside the region, the CCAC concluded 16 mutual assistance cases and 15 were still being followed up (see the following table).

Item	Case assistance requests made by agencies outside the region to the CCAC		Total	Case ass requests the C	made by	Total			
Place requesting case assistance	Hong Kong	Chinese mainland		Hong Kong	Chinese mainland				
Cases placed on file for investigation in 2023	3	21		1	3				
Cases in 2023 including those	5			31	0	3	10		
carried forward to		5 2	5 2	2	2	5 2		3 case assista made to both and the Chine	Hong Kong
Caralain				1	6				
Cases being followed up	7 8	7 8	15	3 case assista made to both and the Chine	Hong Kong	10			
Cases archived (Case assistance completed)	1	15	16	0	0	0			

### V. Court verdicts

According to the statistics provided by the courts, a total of 74 criminal cases processed by the CCAC were tried in 2023 and 144 suspects were involved. Final judgements have been rendered on 47 cases and some of the charges of two cases.

The aforesaid 47 cases with final judgements rendered involved crimes such as embezzlement, embezzlement of use, breach of secrecy, abuse of power, illicit recordings and photographs, document forgery, fraud, fraud involving a high value and fraud involving a considerably high value.

# VI. Declaration of assets and interests

The mechanism for declaring assets and interests in Macao, with the dual function of preventing and punishing corruption, is one of the important measures to fight corruption and promote integrity. It has been making a significant contribution to the fight against corruption and to the building of "sunshine government" that upholds probity and efficiency in Macao. Since the implementation of the regime of declaration of assets and interests in 1998, asset declaration has been closely linked to public service workers. The CCAC hopes that the asset declaration regime will contribute to the prevention and suppression of corrupt acts in the public service. In order to strengthen the probity and transparency of the asset declaration for public servants, the CCAC has been performing its duties in accordance with law by perfecting the asset declaration mechanism and the management system in a timely manner. To tie in with social development, the electronic systems and services related to asset declaration have also been successively implemented so as to reduce administrative costs and bring convenience to the public. The CCAC also attaches equal importance to promotion and education on asset declaration by making continuous improvement and adopting a multi-pronged approach. It promotes asset declaration through different avenues and methods in order to make all declarants better understand, pay regard to and facilitate the implementation of the asset declaration regime.

The year 2023 marked the 25<sup>th</sup> year of the implementation of the legal regime of declaration of assets and interests and the 5<sup>th</sup> "large-scale five-year update". The CCAC was, as always, committed to the implementation of the work related to declaration of assets and interests. With the cooperation of public departments or entities and declarants, the work related to asset declaration was carried out in a smooth and orderly manner. In 2023, there was not any case where a declarant was held liable due to failure to submit the declaration without any justification or irregularities in formalities, while there were a few declarants who were investigated or convicted due to violation of the law in asset declaration. In 2023, the CCAC investigated and handled two cases involving the crime of inaccurate data and one case involving the crime of unexplained wealth in asset declaration. In addition, among the cases judged by the courts in 2023, there was one individual who was convicted of the crime of inaccurate data in asset declaration.

In 2023, the CCAC recorded a total of 11,866 submissions of declaration forms (see Table I). There was a small number of people who failed to submit the declaration within a statutory period and the CCAC had to send overdue notices to them (see Tables II and III). After the overdue notices were issued, all the recipients were able to resubmit the declaration in time and provide reasonable explanations. Therefore, the overall execution of the asset declaration regime was satisfactory.

Table I

Statistics of submission of declaration of assets and interests in 2023

Reason for submitting declaration	Total number of submissions
Appointment	1,078
Change of position	3,944
Termination of office	1,269
Renewal every five years	3,474
Renewal with that of spouse	512
Pursuit of data-provision	1,299
Voluntary renewal	290
Total	11,866

Table II Statistics on overdue notices sent in 2023

(Recipients: Declarants)

No.	Department/entity in which the declarant works	No. of overdue notices sent
1	Civil Aviation Authority	1
2	Monetary Authority of Macao	2
3	Fire Services Bureau	6
4	Public Security Police Force	30
5	Macao Post and Telecommunications Bureau	1
6	Gaming Inspection and Coordination Bureau	4
7	Legal Affairs Bureau	2
8	Labour Affairs Bureau	1

No.	Department/entity in which the declarant works	No. of overdue notices sent
9	Transport Bureau	4
10	Correctional Affairs Bureau	4
11	Education and Youth Development Bureau	6
12	Financial Services Bureau	1
13	Public Security Forces Affairs Bureau of Macau	1
14	Identification Services Bureau	2
15	Land and Urban Construction Bureau	1
16	Academy of Public Security Forces of Macao	3
17	Pension Fund	1
18	Social Security Fund	1
19	Supporting Office to the Permanent Secretariat of the Forum for Economic and Trade Co-operation between China and Portuguese-speaking Countries	1
20	Office of the Prosecutor General	1
21	Office of the President of the Court of Final Appeal	1
22	Municipal Affairs Bureau	7
23	Social Welfare Bureau	4
24	Cultural Affairs Bureau	9
25	Sports Bureau	1
26	Macao Institute for Tourism Studies	1
27	Housing Bureau	2
28	Printing Bureau	1
29	Judiciary Police	2
30	Customs of the Macao Special Administrative Region	1
31	Supporting Office to the Legislative Assembly	1
32	Public Administration and Civil Service Bureau	2
33	Health Bureau	27
34	University of Macau	20
35	Macao Polytechnic University	5
	Total	157

# Table III Statistics on overdue notices sent in 2023

(Recipients: Spouses or cohabiting partners of declarants)

Recipient	No. of overdue notices sent
Spouses or cohabiting partners of declarants	2

Given the needs of social development and to tie in with the development of e-governance of the SAR Government mentioned in the Policy Address, in addition to handling regular work relating to asset declaration, the CCAC has been committed to establishing and actively optimising the electronic systems and services related to asset declaration. With the entry into force of Law no. 11/2003 (*Legal Regime of Declaration of Assets and Interests*) amended and republished by Law no. 1/2013, the electronic systems relating to asset declaration were created by the CCAC successively, including the "notification processing system of declaration of assets and interests" (hereinafter referred to as "electronic notification platform") for receiving and processing electronic notifications in 2013 and the "online appointment system for the declaration of assets and interests" launched in 2021. It also implemented the cooperation with the Office of the President of the Court of Final Appeal in 2022 to jointly create the "information sharing platform on the declaration of assets and interests". This series of measures aims to make good use of the characteristics and advantages of electronisation so as to provide more convenient services to the public, reduce administrative costs and, most importantly, increase the efficiency of work relating to asset declaration.

The electronic notification platform for asset declaration has come into operation for almost ten years and the number of users has increased annually. In 2023, the CCAC took the initiative to contact the departments/entities that had yet to use the electronic notification platform. Among them, six departments/entities applied for becoming users of the aforesaid platform. Therefore, there are a total of 73 departments/entities using the aforesaid platform at present (see Table IV). In 2023, the CCAC received a total of 4,026 letters/notification letters, of which 3,907 notification letters were uploaded through the aforesaid platform, representing 97% of the total number of letters/notification letters received (see Table V). The electronic notification platform has almost entirely replaced the traditional form of document delivery, which not only reduces administrative and human resources costs but also increases work efficiency. Therefore, the operation of the platform has been yielding obviously effective results. In the future, the CCAC will continue to successively promote the aforesaid platform among Public Administration services that have yet to become users, especially those newly established departments/entities. It will urge them to support the work of the CCAC and to become users of the electronic notification platform.

Table IV
List of users of the "notification processing system of declaration of assets and interests" in 2023

No.	Department/Entity	No.	Department/Entity
1	Civil Aviation Authority	35	Cultural Development Fund
2	Monetary Authority of Macao	36	Science and Technology  Development Fund
3	Commission of Audit	37	Macao Foundation
4	Fire Services Bureau	38	Pension Fund
5	Consumer Council	39	Social Security Fund
6	Commission Against Corruption	40	Government Information Bureau
7	Legal and Judicial Training Centre	41	Financial Intelligence Office
8	Judiciary Magistrates Council	42	Office of the Prosecutor General
9	Medical Litigation Mediation Centre	43	Office for Personal Data Protection
10	Public Security Police Force	44	Office of the President of the Court of Final Appeal
11	Macao Post and Telecommunications Bureau	45	Municipal Affairs Bureau
12	Macau Economic and Cultural Office in Taiwan	46	Social Welfare Bureau
13	Gaming Inspection and Coordination Bureau	47	Cultural Affairs Bureau
14	Legal Affairs Bureau	48	Sports Bureau
15	Labour Affairs Bureau	49	Macao Institute for Tourism Studies
16	Marine and Water Bureau	50	Housing Bureau
17	Government Headquarters Affairs Bureau	51	Printing Bureau
18	Transport Bureau	52	Macao Trade and Investment Promotion Bureau
19	Cartography and Cadastre Bureau	53	Macao Light Rapid Transit Corporation, Limited
20	Correctional Services Bureau	54	Macau Slaughter House Ltd.
21	Statistics and Census Service	55	Macao Science Center Limited

No.	Department/Entity	No.	Department/Entity
22	Education and Youth Development Bureau	56	Public Security Police Force Welfare Association
23	Economic and Technological Development Bureau	57	Judiciary Police
24	Policy Research and Regional Development Bureau	58	Customs of the Macao Special Administrative Region
25	Financial Services Bureau	59	Supporting Office to the Legislative Assembly
26	Public Security Forces Affairs Bureau of Macau	60	Public Administration and Civil Service Bureau
27	Identification Services Bureau	61	Talents Development Committee
28	Meteorological and Geophysical Bureau	62	Secretariat of the Executive Council
29	Public Works Bureau	63	Unitary Police Service
30	Environmental Protection Bureau	64	Health Bureau
31	Land and Urban Construction Bureau	65	University of Macau
32	Macao Government Tourism Office	66	Macao Polytechnic University
33	Supporting Office to the Permanent Secretariat of the Forum for Economic and Trade Co-operation between China and Portuguese-speaking Countries	67	Public Assets Supervision Planning Office of the Macao Special Administrative Region
34	Academy of Public Security Forces of Macao		

# List of departments that activated and started to use the "notification processing system of declaration of assets and interests" in 2023

No.	Department/Entity		
68	Committee of Medical Error Expertise		
69	Pharmaceutical Administration Bureau		
70	Macau Investment and Development Limited		
71	Macau Urban Renewal Limited		
72	Macao Industrial Parks Development Co., Ltd.		
73	Fisheries Development and Support Fund		

Table V
Use of the "notification processing system of declaration of assets and interests" in 2023

Number of notification letters received through the "notification processing system of declaration of assets and interests" in 2023	3,907
Total number of notification letters of declaration of assets and interests received in 2023	4,026
Percentage of notification letters received through the "notification processing system of declaration of assets and interests" in 2023	97%

The CCAC launched the "online appointment system for the declaration of assets and interests" in the end of 2021. The service not only allows declarants to effectively manage their time but also helps the CCAC to plan and handle the actual work related to asset declaration efficaciously, which fully reflects the necessity of the appointment system. According to the statistics, in 2023, a total of 1,508 persons used the online appointment system of the CCAC, of which 1,141 turned up as scheduled, representing 9.6% of the total number of persons (11,866) who submitted the declaration in the year (see Table VI). This means that there is still room for increasing the proportion of appointments. 86 people cancelled their appointment and 281 people did not turn up as scheduled, representing 5.7% and 18.6% of the total number of users of the online appointment system respectively (see Table VII). Given this situation, while the CCAC suggests that declarants use the online appointment service, it also urges them to turn up according to the scheduled time for submitting their asset declarations. Those who are unable to turn up on time should use the system's functions to change the scheduled dates or to cancel the appointments in advance, so that the CCAC may access the actual data on appointments and carry out the relevant management work more effectively.

Table VI
Situation of declaration submission with an appointment and without an appointment in 2023

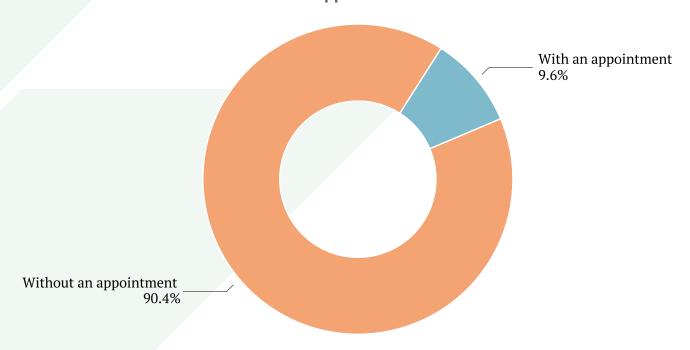
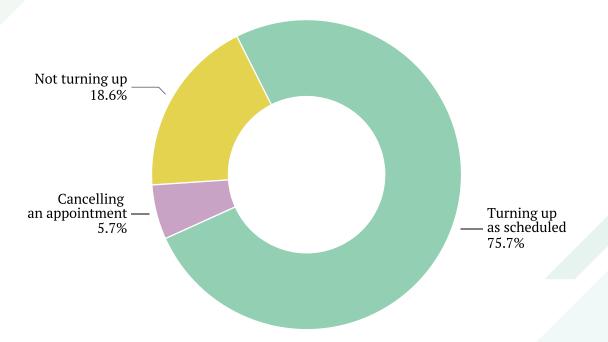


Table VII
Use of the online appointment system for the declaration of assets and interests in 2023



To strengthen the exchange and cooperation between the two depository entities of declarations of assets and interests, following the holding of several meetings and exchange of opinions on the lawful execution of the work relating to asset declaration between the CCAC and the Office of the President of the Court of Final Appeal, both parties reached a consensus on the creation of an information sharing platform that corresponds to the needs of the actual work of both parties, which aims to simplify the data transmission formalities and to allow them to have access to real-time information on asset declaration, thus increasing work efficiency. In 2023, the CCAC's system development work was underway according to the plan. The information testing phase has been completed and good progress has been made. The CCAC and the Office of the President of the Court of Final Appeal have been maintaining close communication and have been actively promoting the work regarding the official launch of the information sharing platform, seeking to put it into use in 2024.

The continuous development of promotion and education work regarding asset declaration is conducive to management in this area. Therefore, in addition to meticulously preparing the guidelines and samples for filling in the declaration, the CCAC also created a dedicated webpage on the declaration of assets and interests to facilitate declarants to obtain information related to asset declaration. Moreover, the CCAC also held face-to-face publicity and promotion seminars for declarants. In 2023, at the invitation of the Academy of Public Security Forces of Macao, the CCAC held clarification sessions on asset declaration for 130 recruits, so that declarants could have clearer knowledge about the declaration through the themed lectures and know the correct way to fill in the declaration and the relevant legal responsibilities, in order to establish the concept of integrity that public service workers must have.





# PART III OMBUDSMAN ACTIONS

### I. Introduction

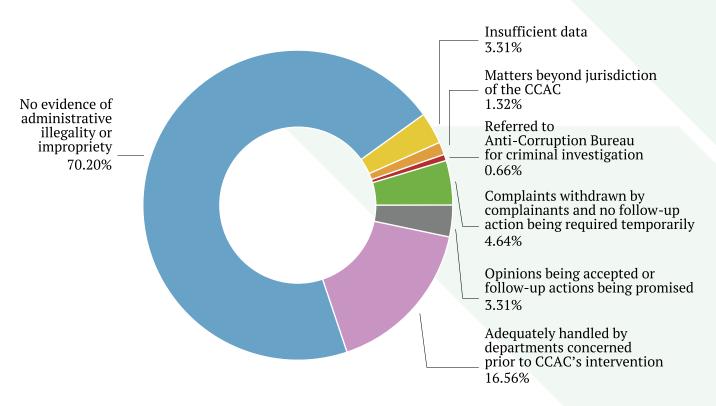
In 2023, the CCAC continued to implement the 2<sup>nd</sup> Five-Year Plan based on the objectives outlined in the Policy Address. When it came to the performance of functions as the ombudsman, the CCAC adhered to the principle of legality, the principle of proportionality and the principle of adequacy, striving to achieve the governance objectives of not only "getting things done" but also "getting things done well".

As regards ombudsman actions, in 2023, the CCAC initiated investigation of 122 new inquiry files and one comprehensive investigation file. Along with the cases carried forward from the previous year, the CCAC has to follow up 302 inquiry files and four comprehensive investigation files. As some particular issues aroused extensive public concern, the CCAC handled the cases through a consolidation mechanism. In 2023, there were a total of nine consolidated inquiry files and one consolidated comprehensive investigation file.

In addition, along with the cases carried forward from 2022, the Ombudsman Bureau of the CCAC concluded investigation and archived a total of 151 cases, of which five were newly added to the list of "retrospective review".

Among the cases concluded in 2023, there were 106 cases archived due to no evidence of administrative illegality or impropriety, five archived due to insufficient data, two archived due to their not falling within the jurisdiction of the CCAC, one referred to the Anti-Corruption Bureau for criminal investigation, seven not being required to follow up temporarily due to withdrawal of complaints by complainants, 25 archived due to opinions of the CCAC being accepted or follow-up actions being promised by departments concerned and five adequately handled by departments concerned prior to the CCAC's intervention.

# Cases concluded by the Ombudsman Bureau in 2023



In 2023, the CCAC sustained its efforts in exchanging opinions with the Public Administration and Civil Service Bureau (SAFP). By taking the opportunity of investigating specific cases within the scope of the ombudsman's duty, the CCAC took concerted action with the SAFP to explore the proper interpretation of various regimes and regulations in relation to public service laws with a view to seeking good ways of operation, striking a balance between safeguarding and guaranteeing the right to rest by Public Administration workers and ensuring the smooth operation of departments. The CCAC and the SAFP reached a consensus on some issues such as the situation that enjoyment of annual leave of not less than ten consecutive days by public service workers being interrupted due to exemption of work during the "18th June epidemic period" shall not be deemed as fully equivalent to having met the legal requirement of annual leave being enjoyed in a consecutive way. Another example is that annual leave of not less than ten consecutive days or at least 11 days which cannot be enjoyed by public service workers due to attendance of training programmes, as interpreted by law, is irrevocable or does not expire. At the end of 2023, the SAFP successively issued official letters to the departments involved in the cases and published central guidelines to various public departments and entities to remind them to properly and effectively implement relevant regimes laid down in the public service laws, particularly regarding the latter part of Paragraph 1 of Article 83 of the Statute of Personnel of the Public Administration of Macao which provides that without prejudice to the normal operation of the departments, the leaders of the departments are obliged to strive to ensure their personnel exercise the rights of enjoying the annual leave due that year and those accumulated from previous years so as to avoid having a detrimental effect on the rest time of the personnel and the operation of the departments.

Of the cases initiated by the Ombudsman Bureau of the CCAC in 2023, there were some issues similar to those handled in 2022, which involved departments arranging for their rostered personnel to restart another shift cycle in less than 24 hours. Upon analysis, the CCAC reflected its opinions to the relevant departments, stating that it is provided for in the public service laws that except in exceptional cases recognised by the leaders of the departments, a change in shift cycle can only occur after the off-duty day of each shift cycle under normal circumstances. It is for the sake of ensuring the personnel to have sufficient rest time on each day during the performance of duties in consecutive days. When the change of shift duties becomes more frequent, there will be greater impact on physical and psychological health suffered by the personnel. The relevant departments accepted the opinions of the CCAC and they adjusted the daily and weekly rosters in accordance with law.

In addition, quite a number of cases which are still being followed up involve issues relevant to the interpretation and implementation of the legal regime of public service. The CCAC still has to communicate and exchange with the SAFP constantly in order to seek the best solutions for ensuring relevant public service laws being implemented properly.

In order to implement the Policy Address 2023, the CCAC published the investigation results of more cases investigated by the Ombudsman Bureau of the CCAC in a timely manner at the space for disseminating information by the Ombudsman Bureau at the official website of the CCAC for the first time on an experimental basis by the end of the year. It will also disclose to the public its achievement irregularly, increase the transparency of the work of the CCAC in a moderate manner, and, to a certain extent, clarify legal concepts and ensure the facts are being properly interpreted.

It is worth mentioning that the CCAC has all along been urging residents to lodge responsible complaints and reports. In addition, under the general direction of informatisation, the CCAC insists on allocating human resources to notify residents face-to-face with a view to responding to the will and requests of residents. The CCAC strives to provide opportunities to meet residents face-to-face for the sake of communicating with them and clarifying doubts, seek a balance between the principle of confidentiality and transparency of information and adjust the ways of handling cases in a flexible way. In fact, many doubts simply arise from a lack of clarity or misunderstandings of some facts or laws. Therefore, the CCAC always believes that rational analysis and explanation indeed contribute to the establishment of a rational society.

# II. Inquiry case summaries

**(I)** 

# "Noise caused by several construction projects at Lot P, Avenida do Nordeste"

Starting from the end of 2021, the CCAC successively received complaints from residents living near the Lot P, Avenida do Nordeste, who questioned some issues such as the out-of-hours works, that the noise caused by the construction exceeded the limit provided by the law, that the relevant departments failed to regulate the matters, etc. Then the CCAC requested the Environmental Protection Bureau (DSPA), the Land and Urban Construction Bureau and the Public Works Bureau (DSOP) for various documents such as the supervision reports of the relevant construction works, the documents of the follow-up of the relevant complaints and comments, etc.

Following an analysis, the CCAC considered that the procedures of the grant of out-of-hours work permits for many times for the construction projects of the apartments for the elderly, the home-swap housing units and the temporary housing units that were underway at Lot P at that time complied with the law of Prevention and Control of Environmental Noise. Whenever the DSOP vetted an application for an extension of construction hours for the apartments for the elderly, it consulted the DSPA for technical opinions. The latter also analysed the noise level assessments and decided if it complied with the requirements on night-time works. Also, prior to its approval of an application for over-time works, the Public Administration made reference to the noise assessment information provided by the contractors. Moreover, it also requested the contractors to submit an environmental and audit report to the relevant departments for assessment every month and hire a third-party technical unit to support the noise and air quality monitoring work.

In the light of public interest, out-of-hours construction of the flyover at the Amizade roundabout (Rotunda da Amizade) was approved to be carried out overnight for about half a year. Except for this, the construction of the home-swap housing units, the temporary housing units and the apartments for the elderly was approved to be carried out until 22:00. On Sundays and public holidays (except mandatory holidays), the out-of-hours works of these projects were only permitted to be done from daytime until evening. Therefore, the aforesaid schedule did not seem to coincide with the normal resting time of residents.

Meanwhile, it was found in the investigation that starting from the end of 2020, the DSPA sent its staff to carry out investigation at the construction sites over a hundred times during restricted and non-restricted hours, including public holidays, early mornings and late at night. During the periods, the DSPA indeed identified cases where noise levels arising from piling at the construction sites exceeded the limit or violated the law of *Prevention and Control of Environmental Noise*, but it had already placed them on file for follow-up actions. Regarding the complaints received, it had also responded to them by e-mail or meeting. The

CCAC believed that the DSPA did not fail to perform its duties in handling the noise problems related to the aforesaid construction sites.

Moreover, regarding other complaints related to the said lot, the CCAC had already notified the competent departments and such departments attached importance to and followed up the complaints. In Feburary 2023, the CCAC publicised the results of the investigation and reiterated that the ombudsman functions include monitoring whether public departments act in accordance with law, carrying out investigation and analysis in a pragmatic way, rendering recommendations to departments so that they can rectify any administrative illegalities and improprieties, and making affirmation to administrative acts which are carried out in accordance with law, so as to promote departments to improve their work and safeguard residents' interests.

**(II)** 

# "Inquiry findings on the land plot at Rua dos Pescadores where buildings no. 15 and 17 (commonly known as the "Leather Factory") were located"

According to the letters sent to the CCAC by different associations, the matters queried included the non-declaration of expiry of the concession in spite of the expiry of the land use period of the land plot at the Leather Factory, the premium for the land plot for repurposing and the circumvention of the Law of Urban Planning, among others. The CCAC was therefore requested to look into the matters.

Upon investigation, the CCAC found out that the concession of the land plot involved in the case was a definite concession on long-term leasehold and the buildings of the Leather Factory were constructed there, with Chong Fok Technical Service (Macau) Co. Ltd. being the owner of the relevant right, who applied for a change of the land purpose to a residential-cum-commercial complex in 1989. Later, the land plot experienced concession change for two times, with Nam Fong Construction & Real Estate Co. Ltd. (hereinafter referred to as "Nam Fong Company") and Trust Art Investment and Development Co. Ltd. (hereinafter referred to as "Trust Art Company") being the concessionaires respectively, during which the concession contract was revised for several times and the land use period was extended.

In 2006, Trust Art Company was given a green light to construct two 26-storey towers over a six-storey podium. Later, the corruption case of Ao Man Long came to light, and the Court of Final Appeal, in 2009, decided that the construction project at the land plot concerned was a project in exchange for bribes. The then Land, Public Works and Transport Bureau (DSSOPT) therefore declared the relevant works permit invalid, despite that 15 floors of the building had been built at that time. Subsequently, the then DSSOPT, on the grounds of the principle of good faith, authorised the maintaining of the structure of the building that

had been built by Trust Art Company and went forward with preparing and issuing a new street alignment plan. Trust Art Company submitted a new application in 2014 and it was given a green light in 2018 to revise the land concession contract for the construction of a residential-cum-commercial complex with two 13-storey towers over a six-storey podium.

The CCAC found in the investigation that despite that Nam Fong Company and Trust Art Company obtained authorisations to extend the land use period several times between 1993 and 2003 and between 2004 and 2014 respectively, both of them failed to complete the land use. It showed that the Public Administration did not rigorously enforce the fines set forth in the terms of the contracts or declare the recovery of the land plot concerned.

The CCAC believed that the habitual practice of the public works departments of not recovering land in the past had all along been a subject of criticism. With the entry into force of the new *Land Law* in March 2014, the Public Administration pledged that the regime and the provisions pertaining to the use of land would be rigorously enforced. In 2018, rules on expiry of the land concession and recovery of the land plot were added to the revised concession contract for the land plot at the Leather Factory.

In March 2022, a use licence was issued by the then DSSOPT to Trust Art Company upon completion of the use of the land plot by the latter within the respective land use period. Therefore, violation of the law or non-compliance with the contract clauses has not been found.

Moreover, regarding the declaration of nullity of the relevant administrative act following the conviction in Ao Man Long's case, at that time the Public Administration considered that if the completed building on the land plot at the Leather Factory had been removed, it would have involved resources and costs and had negative environmental impact. The Public Administration believed that the maintaining of the status of the building already constructed was better for the common good. The CCAC considered that the decision made by the Public Administration at that time enhanced the use of public land to a certain degree and conformed to the principle of useful and effective use of land. It did not find any signs involving crime and could not identify any apparent administrative illegality or irregularity.

The CCAC also proved in the investigation that the building proposal for the land plot at the Leather Factory approved in 2018 was made based on the official street alignment plan which was remade in May 2010. The timing was apparently four years earlier than the implementation of the *Urban Planning Law* and even earlier than the submission of the relevant bill for legislation. Although afterwards it had to remake several applications to the public works departments for a street alignment plan within the validity period of

land use due to revisions of the building proposal, there was no change in the building requirements of the plan. Therefore, the CCAC believed that the competent authority neither made a false start of the planning nor circumvented the *Urban Planning Law*.

Regarding the method of calculation of the premium of the land plot, the CCAC considered that although the then DSSOPT did not make any mistake in the application of law, the department lacked consideration of reasonableness and fairness of interest distribution regarding the logic on the calculation of deduction of the premium required to be paid.

According to the investigation, Trust Art Company requested for revision of the land concession contract for the land plot at the Leather Factory in 2014. The then DSSOPT calculated the amount of the premium in line with the land value in 2014 based on the amount used as basis for calculation of the value of the premium for that year together with the gross construction areas for the purposes in the revised plan of Trust Art Company and the formula provided for in the *Method of Determining the Amount of Concession Premium*. Then the department calculated the amount of the hypothetical premium that Trust Art company should have paid if it, in 2014, had completed the building proposal planned by Nam Fong Company in 1996 based on the base value and formula for premium calculation in 2014. Since the latter subtracted from the former equalled to a minus amount, the department came up with the conclusion that Trust Art Company did not need to pay any additional premium for the new building proposal.

The CCAC considered that Nam Fong Company already fully paid the premium set in the original land concession contract in 1995 and the amount was calculated based on the economic background at that time, while the land concession contract was also in line with the building proposal approved at that time. Since the revision of the building proposal of Trust Art Company was approved in 2014 and the socio-economic situations had significantly changed, regardless of other objective factors that benefited the concessionaire or sub-concessionaire of the land plot, the premium paid under the original contract should be the deduction amount applied to the calculation of the premium to be paid under the revised land concession contract instead of the hypothetical premium that Trust Art Company should have paid for the building proposal of Nam Fong Company.

It is necessary to reiterate that land concession contracts are by nature administrative contracts such that relevant departments should ensure that the concession contracts are strictly implemented in order to safeguard the public interest that relate to land. Moreover, one of the purposes of charging the premiums is to safeguard the interests of the local region and serve as a form of sharing of profits that are expected to be earned in the development of the building projects by the concessionaires. Therefore, the practical

calculation methods for the premiums should be determined by the visions and purposes of charging the premiums, and based on the then socio-economic situations when the revised plans for the buildings were approved and the expected profits to be earned rather than just the safeguard of the stability and safety of the land concession contracts. It is only through this method that the spirit of legislation related to the land laws and regulations and the public interest can be realised and safeguarded to the greatest extent. Otherwise, the land concessionaires will propose to redevelop the land only after the value of the land has been constantly increased. Along with the aforesaid logic of deduction to recalculate the premiums by the public works departments, the consequence like land hoarding will inevitably be led to and the public interest that relates to land will unavoidably be harmed.

It is necessary to stress that Article 155 of the new *Land Law* introduces the formula for calculating the premium under the circumstance of transfer of concession, in which the amount to be deducted corresponds to the amount of premium which has actually been received by the SAR Government and the difference calculated refers to the amount of premium that should be paid for the newly revised concession contract. This provision, which can be considered as a milestone for combatting the act of land hoarding, hopes to reduce the situations where the original land concessionaires do not use the land during the effective land use periods in a bid to seek to make excessive profits through the transfer of the land concession contracts when the value of the land increases. Therefore, the relevant departments indeed have to seriously reconsider reviewing the concept and relevant calculation logic for the premiums, among others, so that the value of the premiums can, as much as possible, approximate to the market value of the land.

For circumstances that have not been expressly provided for in the law, the public works departments used to act in accordance with the internal unwritten rules or instructions, such as the alternative method related to the calculation for the street shadow area and the rules for deducting the premiums, among others. However, the methods and rules to handle situations that are closely related to the overall interests of the society and public safety should not be just determined by internal discussions and decisions made by certain departments. Instead, they should be presented in the form of legal norm in a general and open way such that the credibility and transparency can be achieved.

The CCAC presented the aforesaid investigation report to the Chief Executive. It suggested to urge the public works departments that they should, through the case of the land plot at the Leather Factory, attach more importance to the management of land and adhere to and implement the land use regime provided for in the new Land Law. They should also seriously consider reviewing relevant practices including the calculation methods and the need for the logic of deduction. They should incorporate the internal instructions or the methods or instruments that are accustomed to use in the legal framework and step up

efforts to consolidate the premium regime in force so that the actual market value of the land of Macao may be reflected on the premiums and the precious land resources of the Macao SAR may be fully protected.

In May 2023, the CCAC publicly released the results of the investigation of this case. In response, the Land and Urban Construction Bureau publicly stated that it highly respected the CCAC's inquiry findings on the land plot at the Leather Factory. It would carry out holistic review and made improvement on relevant work, especially in sustaining its efforts to review the amount used as basis for the value of the premium in accordance with law. The bureau also stressed that it would continue to, with its greatest efforts, carry out its land management duties in order to ensure the full and effective implementation of the *Land Law* and safeguard public interest.

# (III) Admission requirement should be on goodwill and fair

According to a complaint, the admission requirement of the "Meteorological Officer Training Course" jointly organised by the Meteorological and Geophysical Bureau (DSMG) and the Macao Polytechnic University (MPU) which indicated that the applicants should be those who had passed the General Competence Assessment Exam for high school graduates or the same exam for those with higher academic background was unlawful and unfair. Also, the selection and assessment procedure of the course was not transparent.

It was substantiated in the investigation that the DSMG contracted the organisation of the said course out to the MPU. According to the service contract, the reason why there was a new requirement that applicants should be those who had passed the General Competence Assessment Exam was that the places for the course involved were limited and it aimed to fill the vacancies of the relevant department in the future. Therefore, the DSMG hoped to carry out preliminary selection by introducing the said requirement in order to eliminate those who signed up for the course just for the purpose of gaining knowledge of meteorology and make the course fit in the needs of recruiting meteorological officers in the future so that the training resources would be utilised properly. Meanwhile, the arrangements for the enrolment of the course such as the ways of publicising the scores and the procedure of admission were done in accordance with the relevant regulations of the MPU. There was no specific regulation about the transparency of the arrangements in the documents about the awarding.

In accordance with the administrative regulation of *Recruitment, Selection and Promotional Training of Public Servants*, the General Competence Assessment Exam aims to sort out the people who are "qualified" for taking the general and special professional or functional competence assessment exams. Therefore, it is

tailor made for all general and special job series subject to the *Regime of Public Service Positions*. Except that, there is no other statutory purposes or objectives of the exam.

Following a comprehensive analysis of the laws and the actual purpose of organising the meteorological officer training course, the CCAC considered that under the premise of no explicit regulations, the setting of more stringent admission requirement for the course by the DSMG did not constitute any breach of law. However, although there was no explicit regulation, the authority should still take into account the principles of fairness and goodwill when setting the admission requirements in order to ensure the fairness of the admission and avoid creating a negative perception among the public that it was unfair and favoured a specific group of people and thus giving rise to unnecessary misunderstanding and doubts.

The DSMG accepted the CCAC's opinions and promised it would act in accordance with the relevant regulations and principles when organising the same kind of courses in the future. Also, the DSMG will optimise the terms in the relevant service contracts regarding the admission procedure and the publication of the results in order to facilitate the enhancement of the transparency.

### (IV)

# Tender evaluation of procurement should be lawful and rational

There was a report indicating that in a procurement procedure by written enquiry carried out by the Municipal Affairs Bureau (IAM), although the lead time proposed by a tenderer failed to meet the requirements set in the tender specifications, the tender invitation committee did not eliminate the tenderer and he even won the tender eventually.

It was verified in the investigation that the document of written enquiry sent by the IAM to the invited tenderers specified a certain delivery date and mentioned that the lead time would be "counted from the day when the order form is received". Also, the internal assessment criteria of the tender invitation committee specified that the tenders that failed to meet the requirement of lead time would not be considered. However, according to the lead time calculation rules mentioned above, the lead times proposed in three of the tenders received by the IAM failed to meet the required delivery deadline. When vetting the tenders, the tender invitation committee then adjusted the lead time calculation rules and then required that the lead time should be "counted from the tender closing day". As a result, the invited tenderer who proposed shorter lead time was able to meet delivery deadline set by the IAM. The remaining two invited tenderers still failed to meet the required delivery deadline even if the lead time was counted from the tender closing day. As a result, their tenders were rejected.

Following an analysis, it was found that since the designated delivery date was approaching, the tender invitation committee hoped to accept the tenders to the greatest extent possible in order to save time and resources. Hence it hoped to achieve the relevant effect through the adjustment of the existing rules in the tender specifications and the internal criteria. Although the intention of such practice was understandable, it is beyond dispute that such failure to comply with existing rules was unlawful. However, taking account into the fact that the goods purchased were in use for a certain period of time and in compliance with the principles of goodwill and proportionality, the CCAC agreed to maintain the legal effect that arose from the facts resulting from the relevant void acts in accordance with the relevant regulations of administrative procedure.

In addition, the CCAC also discovered that the IAM did not notify the successful tenderer in written form as required by the law. Instead, it replaced the notification with an order form.



The CCAC rendered recommendation to urge the IAM to review the stringency in the procurement procedures

Therefore, the CCAC rendered recommendation to the IAM, urging it to review the compliance with law in public procurement procedures, especially the stringency of the implementation of tender selection and assessment rules and the procedure of notification in order to prevent similar situations from happening again. The CCAC also suggested specifying all kinds of foreseeable situations and consequences in tender invitation documents clearly in order to prevent the situation of catering for the procurement procedures by breaking the law.

The IAM accepted the CCAC's recommendation and promised to adopt proper measures for improvement, strengthen the relevant workers' awareness and update the procurement guidelines in a timely manner in order to ensure the legality and stringency of every step in the procurement procedures.

### **(V)**

# Defects in law enforcement do not impede the duty of supervision

When handling a case of rescission of a social housing lease contract by the Housing Bureau (IH), the CCAC found that the relevant tenant allegedly violated the provision under the administrative regulation of Allocation, Lease and Management of Social Housing in effect at that time, after replying at the hearing, the IH confirmed that the tenant fell into the situation of not living in the social housing unit for over 45 days or not permanently living there (i.e. living there for at least two third of a year annually) and thus decided to rescind the relevant social housing lease contract.

The tenant then filed a judicial appeal to the Administrative Court, which ruled that there were deficiencies in the content of the notification that resulted in defects in the hearing. Therefore, the court revoked the said decision of rescinding the contract made by the IH. However, the IH neither filed an appeal nor responded to the complainant's request for re-allocating a social housing unit to him.

It was not until the CCAC intervened into the case in 2023 that the IH commenced the procedure to re-allocate a social housing unit to the complainant.

Following an analysis of the evidence in the relevant case file, the CCAC verified the facts shown by the relevant immigration records and believed that although the judicial body revoked the administrative decision made by the IH due to procedural defects and finally decided to restore the complainant's right to rent a social housing flat by taking account into prescription, the CCAC still sent the IH a letter warning that it should constantly exercise the powers of assessment and supervision conferred by the administrative regulation of *Organisation and Operation of the Housing Bureau* and the *Legal Regime of Social Housing*. It is the IH's duty to supervise social housing tenants' compliance with the social housing lease contracts and the relevant legal regimes in a timely manner with a view to inspecting whether there are tenants who do not live in the social housing units for a long period of time and thus ensuring proper use of public housing resources.

### (VI)

# Matters about general sports associations shall be supervised properly

A representative of a swimming club recognised by the Sports Bureau (ID) complained to the CCAC that the ID did not take any action to the fact that the "Swimming Association of Macao, China" (AGNMC) rejected the club's application for being its affiliate, which infringed upon the club's right to participate in the official, international and private swimming competitions organised by the AGNMC. Therefore, the complainant suspected the ID had made an omission.

It was substantiated in the investigation that since the AGNMC is the general sports association exclusively responsible for swimming events in accordance with Decree-Law no. 67/93/M, the ID has the power to recognise and supervise the AGNMC in accordance with law. The scope of supervision covers the organisational statute of the AGNMC and its utilisation of subsidies, guarantee of the reputation of the relevant sport of Macao and investigation into the incidents that have significant impact on the interests of the swimming sport. In addition, the administrative regulation of *Organisation and Operation of the Sports Bureau* also provides that the ID has a duty to strive to create necessary conditions for sports development, moderate the relationship between different sports entities and support the sports entities it has recognised.

Article 5 of the constitution of the AGNMC provides that only its affiliates have the right to participate in the official, international and private competitions and leagues organised by the AGNMC. According to Subparagraph 2) of Article 3, its ordinary members must be "sports clubs recognised by the ID". As the AGNMC is the only one recognised general sports association that has the prerogative to organise swimming events, only its affiliates are eligible to participate in the official, international and private competitions and leagues organised by the AGNMC. In other words, the swimming clubs that are not its affiliates will most likely lose the chances to participate in important or large-scale swimming competitions in Macao.

Following a comprehensive analysis, the CCAC considered that the decision of the AGNMC to reject the complainant's application for being its affiliate mattered to safeguard and protection of the legitimate right of a local sports club which had already been legally recognised by the ID and had a significant impact on the interests of the swimming sport in Macao. Therefore, the ID has the power and responsibility to effectively investigate, examine and supervise the legality and rationality of the relevant judgements and decisions made by the AGNMC in accordance with law. The ID should not take a passive attitude when intervening into the issue about the application for joining the AGNMC for the reason that it was just an internal affair of the association and simply handle the matter by referral or simple enquiry.

Therefore, upon completion of the investigation, the CCAC rendered recommendation to the ID, urging that it should proactively take measures for investigation and examination in order to ensure that the relevant general sports association would take actions that would benefit the sports development of Macao. The ID replied that it had already reviewed the data of the relevant case file and convened a meeting with the AGNMC. Finally, the AGNMC accepted the ID's suggestion and adopted the decision to accept the applications made by some sports clubs including the complainant's for being its ordinary members following the meeting of its executive committee.

### (VII)

# Vetting and approval should be carried out carefully and necessary procedures should not be dismissed

A representative of an organisation that had participated in the Continuing Education Development Plan (hereinafter referred to as the "Plan") queried that there was administrative impropriety by the then Land, Public Works and Transport Bureau (DSSOPT) and the Education and Youth Development Bureau (DSEDJ) in their vetting and approval procedures for modification work plans and business licences, which caused the organisation to have been unable to obtain subsidies from the Plan and thus unable to operate the business.

After investigation, it was ascertained that the involved premises was located in Novos Aterros do Porto Exterior (NAPE). According to the special guidelines applicable to the district, the projections on the exterior wall independent of the height must not exceed 10 cm. When examining the modification work plan of the relevant premises for the first time, the then DSSOPT was not aware of the district where the premises was located and carried out the vetting and approval according to the general criteria specified in point 7.3 of Circular no. 01/DSSOPT/2009 only.

It was not until the DSEDJ carried out the second inspection during the vetting and approval procedures for the business licence that the air conditioning condensers of the premises were found to be installed on the exterior wall. The DSEDJ therefore sought advices from the then DSSOPT that then found that the premises concerned was actually located in NAPE. The then



The CCAC requested the relevant department to review the vigilance and professionalism in the carrying out of analysis of vetting and approval

DSSOPT therefore changed the vetting and approval criteria and issued unfavourable opinions. However, as the DSEDJ had already issued a business licence to the complainant before receiving the opinions from the then DSSOPT, when the DSEDJ found that the opinions newly provided by the then DSSOPT were at odds with the latter's previous ones, it requested, through the issuance of recommendations, the complainant to carry out modification works at the premises.

After a comprehensive analysis, the CCAC believed that the issuance of a business licence and giving approval for an organisation to participate in the Plan should be two independent procedures. From a legal point of view, the fact that the premises of the complainant did not meet the legal requirements means the basic prerequisites for getting approval for a business licence were not met. Instead of immediately revoking or cancelling the business licence already issued to the complainant, the DSEDJ hoped to get the problem solved by persuading the complainant to rectify the construction defects of the premises. In other words, the fact that the then DSSOPT made mistakes when approving the modification work plan was only relevant to the issuance of a business licence and had no direct relation with the fact that the complainant did not get approval for participation in the Plan.

In the opinion of the CCAC, it could not be concluded that there was a definite causal relationship between the act of the DSEDJ of not approving the participation of the organisation of the complainant in the Plan and the loss of right or possibility of operating the relevant premises and activities suffered by the complainant, given that the source of operating capital of the complainant should not be limited to the subsidies of the Plan only. Therefore, with regard to the conducting of business of the complainant, it is groundless to support that the Public Administration should be accountable for any other responsibilities aside from the administrative vetting and approval for the Plan, particularly those regarding the rise and fall of the business.

As regards the responsibility of the relevant administrative vetting and approval, given the works plan of the premises may only be executed upon approval of the public works departments and that the DSEDJ had to decide if the premises met the relevant construction conditions in the course of vetting and approving the relevant licence application based on the opinions of the public works departments, it may be concluded that the opinions given by the public works departments on the works plan of the relevant premises were indispensable and critical. In the CCAC's opinion, there was room for critical review and improvement in the relevant vetting and approval procedures by the public works departments for works plans, including the vigilance and professionalism of the personnel. It is also necessary for the DSEDJ to review the stringency of its vetting and approval procedures for education licence applications. Therefore, the CCAC issued the relevant opinions to the Land and Urban Construction Bureau (DSSCU) and the DSEDJ respectively.

The DSEDJ attached much weight to the opinions of the CCAC and already reviewed the entire vetting and approval procedures for continuing education licences. It took a series of improvement measures including the implementation of a mechanism to optimise the vetting and approval processes, strengthening personnel training and establishing an electronic vetting and approval system. The DSSCU expressed that it had issued a verbal warning to the engineers responsible for analysis of the vetting and approval of the case concerned and requested the relevant architects and engineers of the bureau to pay attention to their vigilance and professionalism in the carrying out of analysis of vetting and approval, with a view to avoiding the occurrence of similar situations and ensuring that works plans are fully in compliance with the provisions of the laws and guidelines.

# (VIII) Respect the will and make an explicit record

A disabled person filed a complaint to the CCAC that his willingness to sign was ignored by the relevant administrative entity and thus asking for help to solve the problem that the phrase "do not know how to / cannot sign" was shown on his Macao SAR Resident Identity Card (BIR).

After investigation, it was ascertained that the Identification Services Bureau (DSI) had all along not asked the complainant to provide his signature over the years but had merely taken his fingerprints and indicated, in the space reserved for signing, his not knowing how to or not being able to sign. After the complainant entered adulthood, when the bureau made the aforesaid judgement and carried out the aforesaid practice, it only kept following the previous practice adopted prior to the entering of adulthood of the complainant – neither did it request him to provide any proof, statement or record of any other forms demonstrating that his ability of exercising the act of signing was impeded, nor did it verify if there were facts or situations causing his inability to sign. In particular, the bureau failed to verify if the aforesaid practice was against the will of the applicant and did not take any account of the provisions or principles enshrined in the Convention on the Rights of Persons with Disabilities and adoption of any safeguard measures.

Upon presentation of the relevant suggestions to the DSI, the bureau stated in a reply that it accepted them and had conducted in-depth studies and reviewed the current procedures of handling the signatures for BIRs. For BIR applicants who are adults and presumably have the capacity, unless the applicants take the initiative to mention about their not knowing how to sign or inability to sign, the personnel of the bureau will allow the applicants to decide whether to sign on the BIR application forms upon preliminary understanding of the physical conditions (such as stroke, illiteracy, being handless and psychosis) of the latter. Provided the applicant decides not to sign, it will be specified in the remarks column of the application form that

"According to the statement of the applicant, he/she does not know how to sign / is unable to sign due to his/her physical condition" and the signature will be replaced by his/her fingerprints. The bureau had also revised the relevant guidelines.

# (IX) Appraisal must be completed on time and without any delay

A doctor who left his job at the Conde S. Januário Hospital was discontented with the fact that his appraisal result of individual performance was changed to 3 points from 5 points during his service. He queried the legality and reasonableness of his superior's act of changing the appraisal result and requested intervention by the CCAC.

After investigation, it was ascertained that there was no such an order or instruction mentioned by the complainant that medical personnel who had contributed to the fight against the epidemic may be given a certain appraisal result. Also, as the Director of the Health Bureau did not give approval for the complainant's appraisal result (5 points), the former decided to pass the relevant appraisal result to the Joint Committee for its opinion. Subsequently, in accordance with the suggestion of the Joint Committee, it was sent back to the appraising personnel for a reappraisal. During the reappraisal, the appraisee (the complainant) left his job and, at a later time, even refused to show up and sign to acknowledge the new appraisal result of individual performance. As a result, the reappraisal procedures remained not completed for a long time due to the uncompleted notification formalities.

According to Article 22 of the General Regime for Evaluating the Performance of Public Administration Workers, there is no such mechanism for reappraisal at the approval phase for the appraisal result of individual performance, despite that the competent entity may decide to approve the grade given by the appraising personnel, or not to approve it and change it upon providing a duly justified reason (for the latter case, the Joint Committee must be consulted). The decision of approving or changing the grade must be made known to the appraisee within three days.

It is obvious that at the appraisal procedure in this case, particularly at the approval phase, the Joint Committee had issued opinions that departed from the legislation, and the head of the body responsible for the approval did not complete the relevant act of approval but followed such opinions and even spent time listening to other opinions provided by the human resources division and the legal office, which is not required by the law. These procedures and acts apparently violated the relevant law provisions. Therefore, the CCAC issued recommendations to urge that the relevant appraisal procedures be conducted in accordance with the law.

The Health Bureau accepted the recommendations of the CCAC and pledged that it would complete the relevant appraisal procedures in accordance with law and that it will take proactive measures to enhance the cognition of appraising personnel, the Joint Committee and other relevant personnel about the appraisal procedures and the related law provisions.

### (X)

# The charges of the mutual recognition of driving licences comply with the law

A complainant pointed out that with the implementation of the policy of mutual recognition of driving licences between Macao and the Chinese mainland, the Transport Bureau (DSAT) charges a fee of MOP2,000 to Macao residents holding a driving licence issued in the Chinese mainland for the application for a Macao driving licence, whereas it only charges RMB10 to Macao residents holding a Macao driving licence for the application for a driving licence issued in the Chinese mainland, thus querying the legality of the charging of the authority. The complainant therefore requested the intervention of the CCAC.

It has been verified that the Agreement between the Chinese Mainland and Macao on Mutual Recognition of Motor Vehicle Driving Licences does not cover the application for a Macao driving licence by those holding a driving licence issued in the Chinese mainland. According to Paragraph 1 of Article 73 of the Road Traffic Regulation amended by Administrative Regulation no. 15/2007, driving licences issued to residents of the Macao SAR by a country or region where residents of the Macao SAR who hold a driving licence can also drive on a reciprocal basis, may, within one year from the date of settling in or first entering the Macao SAR after obtaining the aforesaid driving licence, be exchanged for a driving licence issued by the competent authority of Macao, with exemption from a test, provided that the driving licence holders have met the conditions provided for in the paragraph.

Therefore, with regard to the applications for a Macao driving licence by Macao residents holding a driving licence issued in the Chinese mainland, the DSAT maintained that the reciprocal mechanism exists between the Chinese mainland and Macao due to the aforesaid Agreement and therefore the aforesaid provision of the Road Traffic Regulation is applicable, which allows Macao residents holding a driving licence issued in the Chinese mainland to apply for a Macao driving licence issued by the DSAT with exemption from a test. The application fee is charged according to Subparagraph 1) of Article 29 of Administrative Regulation no. 3/2008 in conjunction with the Table of Fees and Prices of the Transport Bureau approved by Chief Executive Order no. 525/2016.

Unless otherwise specified in other special provisions, the CCAC maintained that the practice of the DSAT does not violate the law provisions in force.

# III. Retrospective review

In 2023, the CCAC sustained its efforts in implementing the work related to "retrospective review" within the scope of the ombudsman's duty with a view to strengthening the society's participation in the supervision of relevant administrative departments. In 2023, five cases were included in the list of "retrospective review".

According to the data, along with the cases brought forward from 2022 which were still effective, 16 cases were included in the list of "retrospective review", of which seven cases (with retrospective review work completed) were from the list of "retrospective review" from 2020 to 2022, one case (with retrospective review work completed within the same year) was from the list of "retrospective review" in 2023.

**(I)** 

# No more new monthly carpark passes being issued after cancellation of those already issued

There was a complaint alleging that public carpark management companies did not effectively supervise the situation of irregular transfer of monthly carpark passes when handling renewal of the passes due to failure to verify whether the payers were indeed the holders of the passes. The complainant doubted that the policy "of not issuing new monthly passes after cancellation of those already issued" in public carparks set out by the authority was not implemented.

Over the past years, deficiencies in supervision of monthly passes in public carparks by the Transport Bureau (DSAT) were significant which resulted in problems such as exceeding number of monthly carpark passes being issued and monthly carpark passes being transferred irregularly, among others. After the CCAC had intervened in the matters and raised suggestions, the bureau had carried out improvement measures and strengthened supervision of its mechanisms and equipment, among others.

Due to the said complaint, the CCAC carried out review on the DSAT again to see if it had been continuously carrying out work for supervising the use of monthly passes in public carparks. The CCAC verified that the DSAT had indeed been constantly implementing various supervisory measures, including requesting the management companies of the public carparks which still provided carpark spaces for monthly rental to regularly submit the most updated list of monthly passes and report the most updated situation of the renewal and return of monthly passes.

As the requirement for verification of the identity of monthly pass holders in public carparks during renewal of the passes is not mandatorily stipulated in the law, the decision on what kind of measures to take

in order to avoid the situation of irregular transfer of passes is at the discretion of the competent entities. In fact, judging from the statistics released, it can be seen that since the implementation of the policy "of not issuing new monthly passes after cancellation of those already issued" in public carparks in late 2015, the total number of monthly passes in public carparks decreased by over 40% up to June 2023. The problem of issuing exceeding number of monthly passes no longer existed. It can be seen that the measure for verifying the identity of monthly pass holders mandatorily during renewal of the passes and the policy "of not issuing new monthly passes after cancellation of those already issued" in public carparks were not necessarily and directly related. Circumstances of inadequate supervision and ineffectiveness of the policy were not found.

**(II)** 

# Proportion of time for carrying out sports practice should be appropriate

A complainant told the CCAC that he was not satisfied with the Marine and Water Bureau (DSAMA) as it arranged for the participants of the Macao International Dragon Boat Races to leave their work early in order to carry out practice for the races which would be held two months afterwards. He doubted if there was administrative illegality or impropriety.

After investigation, it was verified that such matter indeed existed. Upon making analysis of the facts and the law, the CCAC considered that the Macao International Dragon Boat Races do not fall within the scope of exemption of work provided for in Article 18 of Decree-Law no. 67/93/M. Moreover, the number of hours approved by the bureau for the staff to carry out practice within two months took up more than 50 hours of normal office hours, which made up a significantly high proportion of office hours when compared with the statutory number of hours required for public service workers to work for each week which amounts to 36 hours.

After the CCAC had rendered its opinions to the DSAMA, the DSAMA accepted them and requested the organiser to arrange for practice periods not within normal office hours. When it came to arrangement for participants, the principles of giving priorities to handling public duties, not affecting the normal operation of the department and not increasing the workload of other colleagues were adhered to. In order to continue to pay close attention to the implementation of the improvement measures of the department, the CCAC included this case in the list of "retrospective review".

During the practice period for the Macao International Dragon Boat Races 2023, the CCAC once again carried out retrospective review. It verified that the bureau had arranged for its staff to carry out practice not within normal office hours. Therefore, the case was removed from the list of "retrospective review".

### (III)

# Granting of school subsidies was monitored through specific systems

After the case file of comprehensive investigation report on the granting of subsidy for School Development Plan by the former Education Development Fund was included in the list of "retrospective review" in 2022, the Education Fund was established according to Administrative Regulation no. 17/2022 on 1st June 2022, which regulates that the balances and all rights and obligations of the former Student Welfare Fund, the former Education Development Fund and the former Higher Education Fund were transferred to the Education Fund. Judging from the fact that the competent departments had been carrying out improvement work on their systems and measures in the recent two years, the CCAC thus carried out retrospective review again in 2023.

In order for the former Education Development Fund and its auxiliary department to strengthen supervision on relevant subsidy plans, they have established a functional task force which is made up of units which stretches across different functions. The task force, which is coordinated and supervised by leaders of the competent departments, as well as participated and guided by chiefs of various units, comprises groups from various areas including implementation of statutes, supervision, law, training, internal assessment and information system so as to strengthen the communication and cooperation among personnel from various units, standardise the internal analysis criteria for granting subsidies, tools and criteria for monitoring work. They also set up a risk assessment mechanism concerning the use of subsidy by schools based on actual circumstances. Regarding schools which have higher risks, they will increase the frequencies of inspection and adjust the ways of inspection.

Apart from requiring subsidised schools to declare concurrent receipt of subsidies and submit subsidy reports, the competent departments also formulated the *School Development Plan Handbook for School Staff* and guided subsidised schools to set up the school-based "Working Group for Monitoring School Subsidy", requiring that the subsidies were used based on the principle of "using the subsidy exclusively for a specified purpose". They also regulated the procedures for revising and cancelling subsidised projects or activities, refund requirements, requirements for implementing and monitoring subsidised projects, requirements for submitting interim subsidy reports and supporting documents for the subsidy reports, among others. Moreover, they also strengthened the risk management for the use of subsidy and the handling of refunds by schools in order to reduce the administrative procedures arising from refunds through classifying project types, specifying the notes to notice for revising/cancelling subsidised projects (including the requirements for handling refunds), guidelines for quotation/tender invitation procedures and relevant monitoring work, among others. In addition, consequences of violating obligations were also specified.

Also, the competent departments implemented various measures including optimising the I.T. systems, adding new white lists in relation to works and purchase of equipment, specifying the projects eligible for subsidy application by schools, specifying the reference price and the life span of each project. They

also required the schools to register and manage relevant I.T. equipment existing in schools through the "Registration and Management System for Funded I.T. Equipment". Moreover, they developed the mobile application for the inspection of subsidised projects for use by personnel of schools, the Education Fund and the Education and Youth Development Bureau to carry out real-time and on-site inspection and supervision.

The competent departments established a "spatial database" which interconnects the data of the subsidy application system. Starting from the 2022/2023 academic year, works and purchase of equipment projects submitted by schools must be interconnected with the data of the aforesaid database so as to prevent schools from making repeated applications for the same projects to the Education Fund or adjust the resources of relevant projects arbitrarily.

The competent departments also set up the works contractor database and set out regulations for adding contractors in the database. For those works contractors which have violated the laws or regulations, their qualification for being included in the database can be suspended or even removed. Up to August 2023, 329 contractors were included in the database. When it comes to school construction projects which involves written requests for quotation and application budgets amounting between MOP450,000 and MOP2.5 million, the schools which intend to receive subsidies should select three to ten contractors randomly from the database in the system in order to carry out relevant procedures for written requests for quotation in accordance with the regulations. In addition, they have also established the travel agency database which is similar to the works contractor database. Regarding exchange activities carried out within Macao or outside the region which involve a maximum budget amount or total subsidy amount which is shown in the system for a relevant project as between MOP45,000 and MOP750,000, the schools which intend to receive subsidies should draw at least three travel agencies randomly from the Lot System of Suppliers of School Visits/Activities by themselves in order to carry out relevant procedures for written requests for quotation.

In order for the personnel to understand the content of the statutes and the handbooks in relation to the granting of subsidy, properly know how the subsidy granting system operates and carry out work to monitor the use of subsidy, the competent departments set up work mechanisms that include specifying the internal guidelines, recusal regulations and relevant recusal reports for the personnel to abide by and use. In addition to strengthening personnel training and internal supervision, they also arranged various training and briefing sessions in relation to the relevant I.T. system which recorded participation from personnel of 65 private schools of non-tertiary education.

Considering that it indeed requires time to verify the effectiveness of the optimisation measures upon formulation and implementation and judging from the fact that the competent departments have already proactively responded to the opinions of the CCAC and aspirations of the society, the CCAC believed that it is impractical to expect notable results within a short period of time. Therefore, the CCAC decided to remove the case from the list of "retrospective review".

# (IV) Procedures for animal adoption should be optimised

According to a complaint, after the complainant had filled out the document for animal adoption at the Kennel of the Municipal Affairs Bureau (IAM), he found out that the animal that he intended to adopt had already been adopted by someone else. Moreover, the IAM replied that it had not received any application from the complainant, who doubted if the Kennel had not appropriately handled his matters and thus requested the intervention of the CCAC.

After investigation, it was clarified that the Kennel of the IAM will provide a document which specifies the points to note for animal adoption (hereinafter referred to as the "points to note") to those who intend to adopt animals. There is a column on the document for them to write down simple information such as the number of the animal an individual intends to adopt. If he decides to adopt the animal, the department will provide the applicant with an application form for animal adoption (hereinafter referred to as the "application form"). The applicant should make an official application and submit information including a copy of his identification document in order to carry out the procedure of adoption of such animal.

In the said case, the document the complainant had acquired and filled out in the Kennel initially was just the "points to note" instead of the "application form". Therefore, the IAM had not carried out any procedure for animal adoption due to lack of application and necessary documents. Thus, the CCAC could not consider it as an administrative procedure or an administrative act, not to mention administrative illegality or impropriety.

However, after analysing the "points to note", the CCAC believed that the design and content of the column of the document indeed easily make people misunderstand that it is an application document for animal adoption. Moreover, the IAM has not provided complete guidelines for the flow and procedures for animal adoption for the knowledge of the society. With just the oral explanation by the staff on-site, one may not be able to fully know and understand the relevant procedures, flow and assessment criteria for adoption, among others. Moreover, there is room for optimisation and improvement of the supervisory system concerning home visits for the assessment of qualification of animal adopters, registration systems of reception and information service, among others, by the Kennel of IAM.

Upon reflecting its opinions to the IAM, the CCAC received a positive response. In order to continuously follow up the implementation of its improvement measures, the CCAC included the case in the list of "retrospective review" for review in a timely manner in the future.

In 2023, the CCAC also concluded some other cases which were subject to retrospective review:

Cases concluded in 2023 (subject to retrospective review)	Departments or entities involved	Objectives of retrospective review	Results of retrospective review
About vetting of residency in Macao for applicants for technical immigration and their family members	Macao Trade and Investment Promo- tion Institute	Progress of vetting of temporary residency	The department paid close attention to the handling progress. After investigating and verifying the facts, it decided to abolish the temporary residency.
About the handling of unlawfully occupied state owned land	Land and Urban Construction Bureau	Constantly pushing forward the handling and clearance procedures of illegally occupied state owned land	The department gave priority to the handling of cases that involved public interest, serious environmental hygiene problems or hazards to public safety. Taking into account the human resources available and different administrative work to be handled, it constantly carries out the recovery of several unlawfully occupied land plots every year for the urban development of Macao.
About the operation of the Residue System Company Ltd. at Plot S, Pac On, Taipa	Environmental Protection Bureau	Optimising the supervisory measures on the use of public resources for doing businesses by the Residue System Company Ltd.	The department established a regular monthly supervisory mechanism including the adoption of measures such as carrying out surprise inspection and preparing regular reports, with a view to strengthening supervision.

# IV. Departments or entities with positive attitudes

"Encouraging self-confidence of the administration" was one of the policies carried out by the Ombudsman Bureau of the CCAC in 2023. Regarding complaints that were found to have no signs of illegality, the CCAC would verify the legality and rationality of the acts carried out by relevant departments yet. For those departments which acted in accordance with law, the CCAC would recognise them in a positive and proactive way with a view to enhancing the administrative confidence of the departments and continuously affirming their legal, rational and appropriate administrative acts and practices.

In 2023, the first department that the CCAC sent an official letter to recognise was the Education and Youth Development Bureau because its recruitment examination notices had expressly included the rules for handling problems based on the law so that when relevant circumstances occurred, there were rules to follow and there were relevant regulated documents that could be properly applied for handling complaints by candidates.

In 2023, in exercising the functions by the Ombudsman Bureau of the CCAC, despite that some departments or entities occasionally did not accept the opinions of the CCAC such that the CCAC had to exercise its statutory power to issue recommendations and notify the supervisory entities for the situations, overall, during the investigation processes, a vast majority of the departments showed their attitudes of cooperation and were willing to cooperate to carry out review and make an effort to optimise their work in order to complete the mission of accomplishing public interest with the CCAC:

Departments or entities	Subjects	Responses to CCAC's opinions	Follow-up actions by the departments
Education and Youth Development Bureau	About a private entity which was granted continuing education subsidy offering kickback to its learners irregularly	The department carried out appropriate actions.	After investigation, the department verified the existence of such irregularity and excluded the entity from the Continuing Education Development Plan.
Social Welfare Bureau	1 to the personner	The department carried out appropriate actions.	The department initiated a disciplinary procedure against the personnel and he was sentenced to a fine.

Departments or entities	Subjects	Responses to CCAC's opinions	Follow-up actions by the departments
Public Administration and Civil Service Bureau	About calculation of service time of a personnel for promotion during his change of departments	The department accepted the CCAC's opinions and carried out appropriate actions.	It sent a circulation letter to various departments ex- plaining relevant calculation of service time provided by personnel.
Municipal Affairs Bureau	About extension of time for public toilet works	The department accepted the CCAC's opinions and carried out appropriate actions.	The department carried out improvement measures to strengthen supervision on the progress of the works.
Marine and Water Bureau	About assessment of academic qualification of personnel in recruitments	The department accepted the CCAC's opinions and carried out appropriate actions.	The department carried out measures to increase the jury panel's awareness of conforming to the regulations with a view to reducing the room for interpretation of application conditions laxly.
Public Security Police Force	About handling traffic incident	The department carried out appropriate actions.	The department reviewed the mechanism for providing onsite assistance by interpreters and carried out measures to enhance the stringency of reception procedures.
Fire Services Bureau	About allocation of human resources to handle promotion procedures for personnel	The department accepted the CCAC's opinions and carried out appropriate actions.	The department reviewed the time and the stringency of allocation of human resources concerning promotion procedures to ensure the impartiality and fairness between jury staff and candidates.
Science and Technology Development Fund	About payment of subsidies	The department accepted the CCAC's opinions and carried out appropriate actions.	The department carried out measures to require the schools to follow up the payment of subsidies to instructors, optimise the project management process and enhance the work efficiency of its personnel.



# PART IV PROMOTION & EDUCATION



## PART IV PROMOTION AND EDUCATION

In 2023, the CCAC continued to carry out the long-term promotion plan entitled "All for Integrity" and further promoted and spread the messages about integrity and the fight against corruption among young people according to the plans mentioned in the Policy Address. In addition, the CCAC stepped up efforts in disseminating its promotional content through videos. As the epidemic situation stabilised, more offline promotional activities were launched so as to seek further cooperation and interaction with different sectors of society and to strive to enhance the effectiveness of integrity education in the community.

As regards its regular education work, in 2023, the CCAC held a total of 605 seminars, talks and activities of different types, which recorded 29,728 participants who were public servants, employees of private entities, teenagers, students of higher education institutions, secondary schools, primary schools and kindergartens and the general public. The statistics are shown in the following table:

#### Statistics of education on corruption prevention in 2023

Topic	Target	No. of sessions	No. of participants
Seminars on Integrity and Observance, Public Procurement, Noble Character and Righteous Conduct, Declaration of Assets and Interests	Public servants	70	3,434
E-learning Course entitled "Uphold Your Integrity"	Public servants	4	997
Seminar on the law of Prevention and Suppression of Bribery in the Private Sector	Private entities, public departments, education institutions	35	1,840
Seminars/activities on integrity awareness	Civic associations, public departments, education institutions	51	1,260
Seminars/activities on integrity education	Teenagers, students of higher education institutions, secondary schools, primary schools and kindergartens	445	22,197
Total		605	29,728

### I. Education on corruption prevention for the public sector

Building a clean and efficient public service team is conducive to the governance of the SAR Government. Therefore, the CCAC has been working closely with public entities and regularly organising integrity seminars of different topics so as to strengthen training for public servants. In addition to continuously launching learning content of different topics on its dedicated webpages, it has also been launching the e-learning course entitled "Uphold Your Integrity" in collaboration with the Public Administration and Civil Service Bureau (SAFP), which aims to, through different educational contents, encourage public servants to positively play their parts in enhancing the probity culture and efficiency of the public administration.

#### (1) Seminars on integrity for public servants

The CCAC continued to hold seminars on integrity of different topics for public servants and public departments, including "Integrity and Observance", "Noble Character and Righteous Conduct", "Public Procurement" and "Declaration of Assets and Interests", so as to consolidate the probity culture of public departments and the integrity awareness of personnel. A total of 70 seminars were held for 3,434 public servants from 15 departments/institutions in 2023.

## (2) Strengthening training for public servants

The CCAC attaches great importance to the training for public servants. In addition to providing support for the "Essential Training Programme for Public Servants" and the "Targeted Training Courses" launched by the SAFP, in 2023, a lecture entitled "Noble Character and Righteous Conduct" was added to the promotion training for senior public servants (to be promoted to Grade 5). Not only the training hours have been increased but the content has been more in-depth and targeted. The common scenarios as well as the ways of handling regarding the conduct of public servants were included. Conducted through group discussions and other interactive ways and complemented by videos and the sharing of real cases, the seminar aimed to deepen public servants' understanding of the relevant legislation so as to avoid the occurrence of inappropriate conduct at work and reduce the risk of inadvertent violation of the laws.

## (3) Ongoing update of the "Webpage on information about integrity for public servants" and launch of an e-learning course

The CCAC has been continuously updating the column of "Academy of Integrity" on the "Webpage on information about integrity for public servants" where videos of different topics adapted from cases detected by the CCAC are regularly uploaded, with a view to introducing to public servants the provisions

about exclusiveness under the legal regime of public service and those about other commonly seen duty-related crimes, such as abuse of power, document forgery, embezzlement and breach of secrecy.

Moreover, the CCAC continued to launch the e-learning course entitled "Uphold Your Integrity" in collaboration with the SAFP. In 2023, it updated the course content and added newspaper clippings, situation cases and new videos to it, so as to deepen students' understanding of the laws and provisions relevant to honesty and upright conduct of public servants, to allow them to better grasp the methods of handling conflict of interest and other challenges against integrity and to strengthen their awareness of integrity and law-abidingness. In 2023, a total of four sessions of the aforesaid e-learning course were launched, recording 997 participants from 31 departments/institutions.

### II. Education on corruption prevention for the private sector

The CCAC strives to establish partnership with private entities in preventing corruption. Through strengthening communication with the sectors and carrying out relevant corruption prevention education, including the organisation of talks, seminars, training and online resources, it aims to deepen the sectors' understanding of the law of *Prevention and Suppression of Bribery in the Private Sector* and to help enterprises build the culture of integrity management.

## (1) Talks on integrity for the private sector

The CCAC organises seminars or talks relating to the law of *Prevention and Suppression of Corruption in the Private Sector* and introduces the provisions of the law according to the needs of individuals or institutions from different sectors. It also provides professional training courses related to the law at the invitation of education institutions in Macao. In 2023, the CCAC held a total of 35 talks for different private institutions, which recorded a total of 1,840 participants who were mainly employees of banks, integrated resort enterprises, small and medium enterprises, subsidised institutions and intermediaries of real estate agencies.



The CCAC designs targeted seminar content for different institutions

## (2) Launch of a thematic integrity promotion programme entitled "Strategies for Integrity"

The CCAC proactively developed different promotion methods and channels so as to popularise the law of *Prevention and Suppression of Bribery in the Private Sector* in society. In 2023, it first cooperated with *Macao Daily News* to launch a thematic programme to promote integrity entitled "Strategies for Integrity" on the aforesaid law. Featuring content closely related to the daily life of the general public, these real-life videos aim to point out the situations where inadvertent violation of law tend to happen and to convey the relevant messages about integrity, thus seeking to achieve the goal of promoting the public's knowledge of the law and their sense of law-abidingness. In 2023, 15 videos under different themes were launched in the aforesaid programme, and the cumulative hit rate reached 350,000.

## (3) Promoting the law of Prevention and Suppression of Bribery in the Private Sector through different channels

In 2023, the CCAC uploaded learning videos of different topics at its dedicated webpage of the law of *Prevention and Suppression of Bribery in the Private Sector* in a timely manner, so as to remind private enterprises and their employees of the situations they need to be aware of, with a view to avoiding violation of the law. Moreover, advertisements put up inside bus compartments and WeChat infographics were displayed through comics to introduce the relevant legal provisions.

### III. Integrity education for teenagers

The CCAC continued to promote integrity and honesty and other correct moral values to teenagers, students of higher education institutions, secondary schools, primary schools and kindergartens. In 2023, the CCAC placed emphasis on launching the promotion work for the plan "All for Integrity" targeting at young people. It launched some integrity education activities of different themes so as to allow young people to attach equal importance to learning and thinking and to encourage them to actively participate in the work of integrity building of Macao and live with integrity.

#### Statistics of integrity education work for teenagers in 2023

Programme	No. of sessions	No. of participants
Seminar on Honesty for Higher Education Students	15	796
Education Programme on Honesty for Teenagers	121	6,914
A Talk on Honesty for Graduates	24	1,636
"New Generation of Integrity" – Education Programme on Honesty for Primary Students	180	5,459
Special education activity "Spend the Children's Day with the Messenger Bear William 2023 – The Battle of Integrity among Children"	16	1,839
Promotion Plan for Story Time with the Messenger Bear William: Stories about Integrity for Children	8	241
"Love Integrity" – "Integrity Week" Series for Primary Schools	19	3,393
Integrity Study Tour – Integrity Experience Programme for Young People	62	1,919
Total	445	22,197

## (1) Integrity and honesty education for higher education students

#### 1. Thematic seminars on integrity and honesty education for higher education students

The CCAC has all along been maintaining liaison and collaboration with higher education institutions of Macao and continuously holds the "Seminars on Honesty for Higher Education Students". Based on the law of Prevention and Suppression of bribery in the Private Sector, the seminars feature videos that introduce

the elements constituting active bribery and passive bribery, so that students may reflect on the harmful impact of corruption on society and individuals and develop a zero-tolerance attitude towards corruption. In 2023, two higher education institutions participated in the seminars. A total of 15 sessions were held, with the participation of 796 students.

## 2. Providing internship opportunities to young students to participate in integrity promotion

To strengthen the honesty education for young students and develop cooperation with higher education institutions, the CCAC continues to provide internship opportunities for students of higher education institutions of Macao. In 2023, a total of seven year-three students from two education institutions joined the internship. The internship periods lasted from four to eight weeks depending on the course requirements of the institutions. During the internship, the interns disseminated the messages of integrity and honesty to secondary and primary school students and the general public with the CCAC workers in school campuses and the two branch offices. Moreover, the interns also assisted in filming short videos, conceiving promotional scripts for infographics and activity planning proposals, in order to show their commitment to support the integrity education work of the CCAC.

## 3. "UNI Volunteer Service Project - Integrity promotion programme for higher education students"

To encourage higher education students to actively participate in promoting integrity, the Branch Office in Taipa launched "UNI Volunteer Service Project – Integrity promotion programme for higher education students" for the first time in the first half of 2023. The first phase of the programme was organised in collaboration with the Moon Chun Memorial College of the University of Macau. After completing legal training and guide training at the integrity education base, 12 higher education students who joined the programme took part in integrity promotion work between February and April, including providing assistance in 20 sessions of guided activities and production of the CCAC's multimedia programmes. Through the application of knowledge about integrity they had learnt, the interns conceived new media promotion projects on their own. They also shared and promoted the messages about integrity with their friends through social media so that they may practise the results of the training and exert their efforts in promoting integrity.

Given that the first phase of the project achieved satisfactory results, to continuously encourage higher education students to participate in the work of integrity building and to deepen the cooperation between the CCAC and local higher education institutions, the CCAC once again launched the relevant project and recruited new interns between November and December in 2023. Applications from over 110 higher

education students were received. The target of the new session of the integrity promotion programme for higher education students was expanded to cover all the higher education students in Macao. Moreover, the period of the activity was also extended to half a year (January to June 2024) and the quota was increased to 44 persons.

#### 4. "Integrity Study Tour - Integrity Experience Programme for Young People"

Positioned as an integrity education base for young people, the Branch Office in Taipa launched the "Integrity Study Tour – Integrity Experience Programme for Young People" in early 2023. This brand-new experiential education activity targeted at higher education students and secondary school students and the education institutions and schools organised their students to take part in it at the Branch Office in Taipa. To cater to the course arrangements of different higher education institutions and schools, the



The brand-new experiential education activity - "Integrity Study Tour"

CCAC will, according to their needs, customise "experiential" activity content and adjust the activity time for them and, through multi-media interactive facilities, allow teachers and students to experience and learn simultaneously. During the activity, the functions of the CCAC, the relevant laws and case studies will be presented. Moreover, students will be allowed to visit the multi-media exhibition hall of the education base and some interactive facilities with "CCAC's characteristics" will be introduced to teachers and students, such as the display of the development of integrity building of Macao through the interactive projection technology, the 3D display of gears and weapons, demonstration of the use of the commonly seen gears and weapons, the simulated statement taking room, the identification parade room and the evidence display cabinet with a touch screen, so as to allow teachers and students to learn the knowledge about integrity in a relaxing and fun-filled environment and thus heighten their awareness of integrity and law-abidingness. In 2023, a total of 62 sessions of the aforesaid activity were held at the Branch Office in Taipa, which recorded the participation of 1,919 students.

#### (2) Integrity and honesty education for secondary and primary school students

#### 1. Education Programme on Honesty for Teenagers

The "Education Programme on Honesty for Teenagers" has been carried out in secondary schools for many years and has gained the supports and cooperation of schools. The CCAC sends its personnel to introduce the topics related to honesty to the secondary school students. The topics have been designed according to the different developmental stages. Through diversified approaches including video clips of real cases, daily life examples and current affairs, the secondary school students are guided to discuss and think about the importance of integrity, which will help teenagers build good characters.

In 2023, there were 21 schools joining the "Education Programme on Honesty for Teenagers". A total of 121 seminars were held, which recorded the participation of 6,914 students.

#### 2. Theme-based seminars entitled "A Talk on Honesty for Secondary School Graduates"

The theme-based seminars entitled "A Talk on Honesty for Graduates" introduce to secondary graduates about the practical integrity guidelines so as to enable them to clearly understand the anti-corruption laws currently in force in Macao and corruption prevention knowledge before they graduate from school and step into the society and hence they will understand and abide by the law. In 2023, a total of 24 seminars were held for 1,636 students from 15 schools.

#### 3. "Integrity Week" for primary schools

The CCAC persisted its efforts to send workers to school campuses to hold the "Love Integrity" – "Integrity Week" series in primary schools. In order to flexibly tie in with the teaching arrangements of the schools, activities were held during lunch breaks or lessons to disseminate the integrity and honesty messages amongst primary students in the format of booth games, curricular activities, stories and video clips of honesty, VR games, quiz games on exhibition panels, etc. The activity was popular among the students and had a positive effect.

In 2023, the CCAC held the "Love Integrity" – "Integrity Week" series for primary schools in Luso-Chinese Technical and Vocational School, Luso-Chinese School in Taipa, Pui Ching Middle School and Colégio Dom Bosco (Yuet Wah). A total of 3,393 students participated in the activities.

## 4. "New Generation of Integrity" – Education Programme on Honesty for Primary Students

In 2023, the Branch Office of the CCAC in Areia Preta held a total of 180 sessions of the "New Generation of Integrity" – Education Programme on Honesty for Primary Students for 5,459 students from 25 schools.

In order to maintain the effectiveness of the programme and enable the contents of the teaching materials to keep up with the current situations of society, the CCAC updated the teaching materials of the programme for primary three (theme: Integrity without Greed), primary five (theme: Fair Election) and primary six (theme: Justice and Friendship). The newly produced puppet plays, animations and micro movies were introduced in the 2023/2024 academic year. All updated contents were originally created by the CCAC. The CCAC made reference to front-line teaching staff's opinions on the programme in order to make the materials better fit the practical needs of teaching. For example, the contents regarding "internet" were introduced to the updated version of the materials for primary six under the theme of "Justice and Friendship" in order to encourage students to think whether "cyber judgement" could manifest justice or not.

## Special education activity "Spend the Children's Day with the Messenger Bear William 2023 – The Battle of Integrity among Children"

In order to celebrate the Children's Day and disseminate the values of integrity and honesty among primary students, the CCAC organised "Spend the Children's Day with the Messenger Bear William 2023 – The Battle of Integrity among Children" in 16 local schools for over 1,800 students between 29th May and 15th June 2023. During the event, the instructors from the CCAC, together with the Messenger Bear William, a cartoon character of the CCAC, held an "integrity training camp", where the primary one and two students were able to understand the significance of fair competition through watching an animated story of a skating competition, having a discussion on the story and participating in competitions so as to cultivate correct values including honesty, law observance and fair competition. The students actively participated in the activity and therefore it achieved the desired effect.

The thematic animated video originally made by the CCAC together with the complementary teaching materials will serve as the basis for a teaching plan which will be uploaded to the CCAC's Resource Database for Integrity Education for parents and teachers. In addition, the theme song of the event entitled "Fair Contest" created by the CCAC and sung by a group of little members of the Integrity Volunteer Team were filmed and uploaded to the CCAC's YouTube channel for the public.

### IV. Promotion actions "All for Integrity" targeting at young people

In 2023, apart from constantly holding regular integrity education actions targeting at teenagers, the CCAC prioritised the promotion targeting at young people in accordance with the long-term promotion plan "All for Integrity". Through innovative experiential and learning activities on integrity, the CCAC established a closer tie with young people in order to deepen their understanding of the CCAC, enhance their awareness of integrity and gain their support of integrity building.

### (1) Organising "Integrity Cup" Invitational Debate Competition

In order to further promote and disseminate the messages of integrity and fight against corruption among young people, the CCAC organised the "Integrity Cup" Invitational Debate Competition in February 2023, which enabled students of local higher education institutions to have a deeper understanding of integrity building work and relevant knowledge and to thoroughly think about the significance and value of integrity building to society.

Six local higher education institutions, including the University of Macau, the Macao Polytechnic University, the Macau University of Science and Technology, the Academy of Public Security Forces of Macao, the University of Saint Joseph and the City University of Macau sent representatives to participate in the competition. The representatives debated the topics including "the enhancement of quality of integrity of local young people mainly depends on the government", "in order to build a clean society, promotion and education are more important than legislation and punishment" and "compared with draconian laws, transparency of administration is more beneficial to corruption prevention" in three sessions. The participating students said they gained a deeper understanding of the work of integrity building and the relevant laws in the process of preparing for the competition. They believed that integrity building needs participation of all residents and everyone should take action proactively.

The activity, broadcast live on the CCAC's YouTube channel and the Facebook page of the co-organising unit, attracted more than 500 online and offline viewers.

## (2) Organising award ceremony of "Micro-Movie Production Competition on Honesty – When Integrity Touches My Heart"

The CCAC held the "Micro-Movie Production Competition on Honesty – When Integrity Touches My Heart" with an aim to encourage young people to reflect on topics related to honesty through micro-movie production and share their thoughts with the public about honesty and integrity through images, so that they would influence and encourage their peers through creative works and actively contribute their strength to integrity building of Macao.

The competition was divided into two categories: secondary group and tertiary group. A total of 128 entries were received. The participating students were from ten tertiary institutions of Macao, the Chinese mainland and the Taiwan region and 19 non-tertiary institutions of Macao. Many of the entries reflected the significant impact of factors like home education, campus atmosphere and interaction with peers on the development of positive values in young people's lives, which coincided with the orientation of the education actions jointly taken by the CCAC and families, schools and society in recent years.

On 15<sup>th</sup> April 2023, the CCAC held an award ceremony to announce the results and award the winning teams. The CCAC also invited some students to share their views on integrity and honesty with the audience in order to exert a positive influence from the perspective of young peers.



The award ceremony of "Micro-Movie Production Competition on Honesty – When Integrity Touches My Heart"

## (3) "Dissemination of Integrity in Schools" – Training of Teenage Ambassadors of Integrity and Practice Plan in Schools

In the 2023/2024 academic year, the CCAC held "Dissemination of Integrity in Schools" – Training of Teenage Ambassadors of Integrity and Practice Plan in Schools again, which recruited 98 Form 2 to Form 5 students from 12 local schools who, together with their instructors, attended the inauguration ceremony of the event in October and participated in the relevant training activities, including a seminar on the CCAC's functions and a guided activity about anti-corruption work in Macao entitled "A Tour of Integrity". The ambassadors of integrity were arranged to visit not only the headquarters and the integrity education base of the CCAC but also several buildings of different ages and travel spots which were related to the integrity building of Macao, so that they would see for themselves the history and development of corruption fighting.

In addition, between November and December, the ambassadors of integrity participated in training activities, including courses on activity planning skills and social media promotion strategies, an online course on legal knowledge and a course on simulated investigation, so as to prepare for the integrity promotion activities to be carried out in their schools in 2024 and thus assist the CCAC in further cultivation of positive values such as integrity and honesty in schools.

### (4) Holding "Uniting for Integrity – 'Integrity' Sports Competition Day"

The CCAC organised the "Uniting for Integrity – 'Integrity' Sports Competition Day" in collaboration with the Education and Youth Development Bureau and the Sports Bureau of Macao on 15<sup>th</sup> October 2023 successfully. The event aimed to promote the messages of integrity and fair competition in a light-hearted and innovative way through young people's hobbies so that they would gain a further knowledge of integrity building and the CCAC's functions and would be encouraged to take real action to support integrity building.



"'Integrity' Sports Competition Day" promoted the message of integrity through team sports competitions

The team sports competitions received overwhelming response and attracted teams from six higher education institutions, 24 secondary schools and nine youth associations of Macao to participate. A total of 60 participating teams comprising 300 young people jointly completed the team competitions on the theme of integrity including challenges of vision, fitness and knowledge of integrity building. In addition, the event also featured fringe activities such as "fitness challenges for investigators" and several experiential activities on the theme "CCAC's investigators", which attracted over 200 residents to participate.

#### (5) Special thematic activities of integrity promotion for youth associations

In addition to receiving visitors from various youth associations of Macao, the Branch Office in Taipa also launched promotion activities with the "characteristics of CCAC" on different topics which were designed according to young people's preference as well as tailor made down-to-earth and interesting learning experience for them.

In 2023, the Branch Office in Taipa held two promotion activities for young people including a workshop called "Enjoy a Real Coffee Treat at the CCAC – Youth Integrity Promotion Activity" and a thematic activity entitled "What Investigators Actually Do". Beginning with the making of the "coffee of integrity" by the young people themselves as a lead-in, in the workshop, the CCAC explained to them its functions and the laws relevant to corruption fighting in order to encourage them to come forward to report corruption cases when encountering such situations and enable them to understand the true meaning of the "coffee of integrity". The activity also featured a "coffee brewing session", where the participants brewed the coffee by themselves as well as chatted about integrity while drinking coffee in a cheerful atmosphere.

The thematic activity "What Investigators Actually Do" was mainly about the training of investigators and simulation of their practical work. After the participants completed a series of challenges of legal knowledge of corruption prevention and fitness and attended the talk on investigators' practical work, they might play the AR game especially developed by the CCAC, in which they played the role of investigators who were carrying out investigation of corruption cases, which enabled them to feel the harms of corruption from a different perspective.

## V. Integrity and honesty education for families and parents

Home education is significant for the growth of teenagers, especially nurturing of morality and shaping of behaviour. Also, it is an indispensable part of the promotion of fostering a culture of integrity and honesty in society. Therefore, in 2023, the CCAC carried out actions of integrity and honesty education targeting at families and parents, including launching a dedicated webpage to provide parents with teaching resources such as short videos and guidelines for solving problems and cooperating with parent-teacher associations of schools, civic associations and public libraries to carry out promotion plans with a view to encouraging parents to set a good example in home education to nurture the next generation of Macao with integrity.

## (1) Cooperating with parent-teacher associations, civic associations and public libraries to carry out integrity education actions for families and parents

In 2023, the CCAC actively cooperated with different institutions and organisations in promoting parent-child education on integrity by making use of the book *Story Time with the Messenger Bear William:* Stories about Integrity for Children originally written by the CCAC with a view to encouraging parents to guide their children to develop positive values in life through reading the book together.

The CCAC, for the first time, jointly organised the parent-child promotion activity exclusively for kindergarten entitled "Listen to the Stories and Learn Integrity – Story Time with the Messenger Bear William" with the parent-teacher associations of non-tertiary education institutions, aiming to enable children to understand the influence of being responsible on individuals and groups through listening to stories and situation experiencing. The event also featured handicraft making sessions, which enabled the children to train their manual dexterity and deepen their impression and memory of the stories, so that their morality and physical function would grow in a balanced way.

Apart from the cooperation with the parent-teacher associations, the CCAC jointly organised with civic associations the promotion activity entitled "To Grow Integrity in the Community 2023", in which the associations organised activities suitable for their members, where the book *Story Time with the Messenger Bear William: Stories about Integrity for Children* was promoted in order to instil integrity education in the community and families and assist children in developing positive values.

In addition, in May 2023, the CCAC also promoted the storybook Story Time with the Messenger Bear William: Stories about Integrity for Children through parent-child reading activities held by eight local public libraries, where the staff promoted the book among parents and children. At the same time, the relevant articles were published by the Macao Public Library in the publication for children named Germination.

### (2) Launching "Integrity in Families" – Video Series on Parent Education for Integrity

The CCAC specially produced the "Integrity in Families" – Video Series on Parent Education for Integrity with a view to extending integrity education to families.

The video series on parent education for integrity entitled "Integrity in Families" which featured the daily lives of a family of four aimed at guiding parents to exchange views and have discussion with their children on the topics of responsibilities, fair competitions, integrity, materialistic values and values about money, among others. In addition, the CCAC invited several social workers who had a wealth of experience in the field of parent education to draw conclusions about the content of the video clips in order to help parents understand the key points and encourage them to set a good example as well as grow side by side with their children on the road of integrity.

Four video clips, which were uploaded to the "Resource Database for Integrity Education", were coupled with relevant ideas for discussion and practical parenting advices for use by parents.

### VI. Cooperation with the education sector

The CCAC has all along been attaching importance to the cooperation with the education sector. In recent years, it has even been consolidating the foundation of integrity education in an orderly and systematic way and creating more exchange platforms that form a good mode of cooperation for mutual promotion. It has provided favourable conditions for sustainably increasing the effectiveness of integrity education among teenagers in Macao.

## (1) Holding the "Awards Ceremony of Panel of Advisors for Teaching Materials on Integrity cum Thematic Sharing Session"

In May 2023, the CCAC held the "Awards Ceremony of Panel of Advisors for Teaching Materials on Integrity cum Thematic Sharing Session" where certificates of appreciation were presented to the members of the panel of advisors who gave support to the CCAC in preparing, reviewing lesson plans and using them for trial teaching in the 2021/2022 academic year. During the ceremony, the representatives of the awarded members were invited to share views about their experience in preparing lesson plans on integrity. Moreover, the CCAC also invited representatives of the expert members of the panel of advisors to discuss with the participants of the education sector about integrity education for teenagers through the topic of "Integrity Education for Teenagers in the Era of Artificial Intelligence – Opportunities and Challenges" with a view to establishing connection with local education workers and continuously improving the work of integrity education among teenagers.



The CCAC and the education sector established a good mode of cooperation for mutual promotion

In addition, the CCAC organised a visit to the integrity education base in Taipa for the members of the "panel of advisors for teaching materials on integrity" in June with a view to enhancing their knowledge and understanding of the work of the CCAC and the integrity education facilities for young people, thus facilitating them to prepare lesson plans on integrity and carry out integrity education activities in the future.

Established in 2021, the "panel of advisors for teaching materials on integrity" is formed by a panel of advisors and a panel of experts. The former is comprised of Macao non-tertiary education serving teachers while the latter is comprised of representatives from education associations and higher education institutions. In the 2023/2024 academic year, nearly 100 members of the panel are serving teachers covering the areas of secondary and primary education, kindergarten and special education from more than 30 schools in Macao.

## (2) Continuously updating the "Resource Database for Integrity Education"

In the 2022/2023 academic year, the CCAC received 32 lesson plans prepared by the members of the "panel of advisors for teaching materials on integrity", with 12 of them having been reviewed by the expert members of the panel of advisors and uploaded to the "Resource Database for Integrity Education". Other lesson plans will also be subsequently uploaded according to the plan for the viewing and use by education workers.

In addition to lesson plans, the CCAC has also been constantly enriching the content of the "Resource Database for Integrity Education", which includes moral education teaching materials, video clips, integrity stories for children and publications. For example, in 2023, online teaching resources about integrity including the puppet show entitled "Rainbow Bread" under the theme of honesty and trustworthiness and

the animation entitled "Animals Voting for Their Leader" under the theme of fair and clean elections were successively incorporated in the column of "Stories about Integrity for Children".

Statistics showed that the hit rate of the website of the education resource database exceeded 1.82 million in 2023.

## VII. Media publicity

The CCAC has sustained its efforts in promoting the message of anti-corruption and raising public awareness of integrity with a combination of online and offline approaches through various media and channels, including press releases, various kinds of advertisements, internet, leaflets and publications.

#### (1) Launching video clips about integrity in various online platforms

In order to tie in with the general public's current habit of obtaining information, the CCAC has been continuously producing various multi-media short-video programmes about integrity which are then broadcast on the WeChat official account, video channel and YouTube channel, among others. The short-video programme entitled "Corruption Cases", which is produced by the CCAC every month, provides explanation on real cases handled by the Anti-Corruption Bureau and the Ombudsman Bureau in order to enhance the public's understanding of the functions of the CCAC, corruption crimes, ombudsman actions and relevant laws. Also, the programme entitled "Strategies for Integrity" which was based on the theme of the law of *Prevention and Suppression of Bribery in the Private Sector* was rolled out. The two programmes, which were not only launched on the CCAC's social media platforms, but also broadcast on the latest news webpage, mobile application and social media platform of *Macao Daily News*, achieved satisfactory results, with a hit rate totalling more than 715,000. In addition, in order to facilitate viewing by more residents, the aforesaid programmes, coupled with the "Video Series for Learning about CCAC", are broadcast on television screens on buses of the two public bus companies of Macao.

Moreover, the CCAC continued to launch the one-minute self-produced short video entitled "CC A See" on various online platforms of the CCAC on a monthly basis, with a view to promoting to the public, especially young audience, the functions of the CCAC and the message of anti-corruption, among others, in a light-hearted and interesting way.

#### (2) Continuously promoting anti-corruption message on online platforms

The CCAC has been continuously using various means of online promotion channels such as the WeChat official account and YouTube channel to comprehensively promote the message of integrity to all sectors of the society in order to instil the awareness of integrity and law-abidingness in their daily lives. In 2023, the CCAC launched 114 infographics on WeChat, where it provided to the public the information on anti-corruption work, ombudsman actions and relevant legislations of the CCAC through comics, animations and video clips, among others, in a light-hearted way. Throughout the year, they were viewed and shared more than 54,000 times. In 2023, the number of videos launched on the YouTube channel and the WeChat official account was 54 and 39 respectively, achieving positive results in publicity.

The WeChat quiz game "Embark on the road to integrity", which aimed at encouraging the public to know and support the anti-corruption work of the CCAC, recorded over 16,000 participants.

### (3) Producing a special programme for radio advertising to fight against corruption

In order to widely disseminate the message of integrity to the public in a holistic way, in 2023, the CCAC particularly produced a special programme entitled "Everything you need to know about integrity" for radio advertising to fight against corruption. The programme, which consisted of 15 episodes, aimed at introducing the functions of the CCAC, channels for filing complaints, bases used in the investigation of cases and relevant legislations related to prevention of corruption in the public and private sectors, among other key features, in a straightforward and brisk way such that integrity information can be disseminated through radio channels. The relevant special programme was broadcast on Macao Radio and Radio Vilaverde Lda.

### VIII. Promotion in the community

#### (1) Branch offices

#### 1. Complaints, reports and requests for consultation received from residents

In 2023, the Branch Office in Areia Preta and the Branch Office in Taipa received a total of 483 reports/complaints, requests for consultation and simple enquiries. Among them, there were 58 counts of reports/complaints and requests for consultation having made appointments through the online appointment platform in advance. Details are as follows:

#### Statistics of reception of residents at the two Branch Offices in 2023

No. of complaints/reports		No. of requests for	No. of simple enquiries		
Lodged in person	Lodged in writing	consultation	Made in person	Made by phone	
22	19	58	198	186	
Subtotal: 41		Subtotal: 442			
Total: 483					

In 2023, the Branch Office in Areia Preta received a total of 261 complaints/reports and enquiries, of which 61 were complaints/reports and requests for consultation while 200 were simple enquiries.

Regarding the Branch Office in Taipa, a total of 222 complaints/reports and enquiries were received. Among them, 38 were complaints/reports and requests for consultation while 184 were simple enquiries.

#### 2. Integrity education in the community

In 2023, the two Branch Offices of the CCAC received visits from 35 various entities, including schools, civic associations, institutions and organisations. A total of 48 sessions of seminars on integrity education for the community and visits took place in the Branch Offices, recording 1,055 participants. The two Branch Offices deepened the visitors' understanding of the work of the CCAC mainly through legal seminars and guided activities in a light-hearted and interesting way.

Moreover, in collaboration with the Mong Ha Elderly Centre of the Macao Federation of Trade Unions, the North District Integrated Service Centre of the Macao Federation of Trade Unions and the Community

Service Centre of Praia do Manduco of the General Union of Neighbourhood Associations of Macao, the Branch Office in Areia Preta held the integrity promotion activity in the community entitled "A Chat on Integrity with Friends" targeting at adults and the elderly. The activity, which featured the performance of a light-hearted short play, aimed at promoting the work of the CCAC to the public and allowing them to understand the legal knowledge in relation to ombudsman actions and corruption prevention which were closely related to them so that they were able to protect their own rights and avoid breaking the law. Participating members of the civic associations and volunteers believed that the activity enhanced their understanding of the integrity building work of Macao. A total of three sessions of the activity were organised, recording 205 participants.

## (2) A series of activities for International Anti-Corruption Day

Every year, the United Nations marks the 9<sup>th</sup> December as "International Anti-Corruption Day". The CCAC specially carried out a series of promotional and thematic activities including a dedicated webpage, video clips, radio advertising and seminars on prevention of corruption. On the day of "International Anti-Corruption Day", a thematic activity entitled "Action against corruption activities, let's go!" was held to urge all walks of life to attach importance to and alert on corruption issues.

The thematic activity entitled "Action against corruption activities, let's go!" was held at the Branch Office in Taipa and its neighbouring community. A Macao youth civic association and the teenage ambassadors of integrity were invited to participate in the activity. Through a seminar, they were able to gain knowledge of the origin of "International Anti-Corruption Day" and the anti-corruption work of the CCAC. Afterwards, the participants made use of the legal knowledge and the criminal investigative thinking acquired in the seminar to "act as" investigators of the CCAC and went to the community to investigate corruption crimes. As a result, the young people were able to have an in-depth understanding of the work of the CCAC and realise the importance of integrity on the society.

## (3) Expansion of community relations

#### 1. Visiting civic associations and receiving visitors

In order to establish closer connection with the civic associations in the neighbourhood, in 2023, the CCAC visited the Macao New Chinese Youth Association and the Fu Lun Youth Association of Macau, where it introduced the publicity and education work of the CCAC, obtained the opinions of the civic associations about integrity work and discussed with them the room for cooperation on integrity education. In addition, the two Branch Offices also received various foreign delegations, introduced and showed them the CCAC's integrity education work in the community.

#### 2. Participating in community activities

The CCAC set up booth games at both the "International Children's Day Bazaar 2023" and the "54<sup>th</sup> Caritas Macau Charity Bazaar" in order to disseminate the messages of integrity and law observance among residents and teenagers. In addition, the CCAC also organised for its staff and volunteers to participate in in-person and virtual "Walk for a Million of Macao 2023" with a view to participating in various community activities proactively.

#### 3. Activities of integrity volunteers

In 2023, the Integrity Volunteer Team assisted the CCAC with the organisation of 16 publicity activities of different nature and played an active role in contributing themselves in the integrity work. At present, the total number of members of the volunteer team reaches 393.

In order to promote the professional development of the volunteers, the CCAC provided different training sessions for them so that they could make use of their strengths to assist in the publicity work of the CCAC. In 2023, the CCAC successively organised training sessions for the volunteers entitled "Storytelling skills – Drama workshop", "Workshop for video production" and "Balloon twisting workshop", among others. With the skills acquired in the training sessions, some volunteers were able to participate in some publicity activities in the community, namely drama performances and the filming of videos produced by the CCAC, among others. Members of Parent-Child Volunteer Group also recorded nursery rhymes about integrity for the CCAC.

Regarding visits and team training, in 2023, the "Integrity Volunteer Team" visited the Civil Protection Operations Centre, the National Security Education Exhibition and the Maritime Inspection Building of the Macao Customs Service, which facilitated the volunteers to gain in-depth knowledge of the country and the work carried out by government departments.







# PART V EXCHANGE & TRAINING

In 2023, with the resumption of normal travel between Macao and other places, the CCAC organised delegations for external visits and also received the delegations of counterparts from the Chinese mainland, Hong Kong and other countries and regions, so as to further promote bilateral and regional communication and cooperation and to jointly contribute to the building of a clean society. Moreover, it fulfilled the obligations as a member of the relevant international or regional organisations by giving full support to the work of these organisations, actively sending personnel to participate in international or regional meetings, seminars and workshops so as to broaden the international horizon of its personnel. The CCAC has also been actively sending staff to receive training in the Chinese mainland and Hong Kong so as to increase their professional capacity and skills, which is conducive to the work of integrity building of Macao.

#### I. External visits

In 2023, the CCAC organised delegations for some external visits in order to strengthen exchanges with law enforcement agencies of the neighbouring regions, including:

- The visit to Beijing and Hebei, where a visit was paid to the Hong Kong and Macao Affairs Office of the State Council, the National Supervisory Commission, the Supreme People's Court, the Supreme People's Procuratorate, the Ministry of Public Security and the Hebei Provincial Supervisory Committee to discuss and exchange views on the work related to integrity building in the Macao SAR and to share work experience.
- A delegation of the CCAC that invited the members of the Monitoring Committee on Discipline of the CCAC Personnel to visit some cities in the Guangdong-Hong Kong-Macao Greater Bay Area together, namely Guangzhou, Zhaoqing, Zhongshan and Zhuhai, where they met with the Guangdong Provincial Supervisory Committee and the supervisory committees of the cities, so as so deepen communication and cooperation and actively promote the work of integrity building in the regions.
- The visit to the Independent Commission Against Corruption (ICAC) of Hong Kong, where both sides exchanged views on the work of integrity building in the two regions.
- The visit to the Office of the Ombudsman of Hong Kong, where both sides exchanged views on issues such as supervision of administrative legality of public departments.
- The visit to the Zhejiang Provincial Supervisory Committee in Hangzhou, Zhejiang province, where both sides exchanged views on the fight against corruption and the work of integrity building.

### II. Receiving visits

In 2023, the CCAC received delegations from different places for exchange and work experience sharing in the scope of integrity building, including:

- The reception of the delegation from the Supreme People's Court to discuss and exchange views on the work of integrity building.
- The reception of the delegation from the ICAC of Hong Kong. Both sides agreed to jointly enhance practical exchange and personnel connection among the anti-corruption agencies of Guangdong, Hong Kong and Macao and actively take forward the integrity building of the Greater Bay Area.
- The reception of the delegation from the Hebei Provincial Supervisory Committee. Both sides exchanged views on issues such as integrity education and mutual case assistance.
- The meeting with the delegation from the Department of Justice of Hong Kong to exchange views on the legal regimes related to the investigation and prosecution of corruption crimes of the two regions.
- The meeting with the prosecutor delegation from the Republic of Indonesia to exchange views on law enforcement work related to criminal cases in the area of corruption fighting.
- The reception of the delegation from the Legal and International Affairs Bureau of the Attorney General Office of the Republic of Indonesia to exchange views on the work related to the prevention of and the fight against corruption.

## III. Participation in international and regional meetings

In 2023, with the easing of the coronavirus epidemic, all international and regional organisations gradually resumed hosting offline meetings. The CCAC appointed staff to attend online and offline meetings so as to actively fulfil its duty as a member of international and regional organisations, including:

- The 11<sup>th</sup> Regional Conference of the Anti-Corruption Initiative for Asia and the Pacific (ACI) hosted by the ACI in Manila, Philippines.
- The 2023 APG Annual Meeting hosted by the Asia/Pacific Group on Money Laundering (APG) in Vancouver, Canada.

- The 4<sup>th</sup> GlobE Network Plenary meeting and the 5<sup>th</sup> GlobE Network Steering Committee meeting hosted by the Global Operational Network of Anti-Corruption Law Enforcement Authorities (GlobE Network) in Vienna, Austria.
- International Ombudsman Institute (IOI) Asian Regional Meeting and International Seminar 2023 held by the International Ombudsman Institute (IOI) in Bangkok, Thailand.
- The 17<sup>th</sup> Meeting of the General Assembly and the International Scientific and Practical Conference held by the Asia Ombudsman Association (AOA) in Kazan, Republic of Tatarstan of Russia.
- Global Conference on Harnessing Data to Improve Corruption Measurement held by the United Nations Office on Drugs and Crime (UNODC) with the delegation of China in Vienna, Austria.
- The 3<sup>rd</sup> Belt and Road Forum for International Cooperation: Thematic Forum on Clean Silk Road held by the National Supervisory Commission in Beijing.
- Apsara Conference 2023 held by Alibaba in Hangzhou, Zhejiang province.
- The 4<sup>th</sup> Steering Committee Meeting, the Thematic Working Group Meeting and the 6<sup>th</sup> Steering Committee Meeting held by GlobE Network by videoconferencing.
- The 13<sup>th</sup> General Meeting of the International Association of Anti-Corruption Authorities (IAACA) by videoconferencing.

## IV. Work on the implementation of United Nations Convention against Corruption

In 2023, the CCAC continued to participate with China in the work of implementation review of the United Nations Convention against Corruption (UNCAC). In June and December 2023, at the invitation of the Office of the Commissioner of the Ministry of the Foreign Affairs of the People's Republic of China in the Macao Special Administrative Region, the CCAC assigned staff to attend, together with the Chinese delegation, the 14th session of the Implementation Review Group of the UNCAC and the 14th session of the Open-ended Intergovernmental Working Group on the Prevention of Corruption in Vienna, Austria and the 10th session of the Conference of the States Parties to the UNCAC in Atlanta of the United States.

In addition, in September 2023, the CCAC also dispatched staff to attend the resumed 14<sup>th</sup> session of the Implementation Review Group of the UNCAC, the 12<sup>th</sup> Open-ended Intergovernmental Expert Meeting to Enhance International Co-operation under the UNCAC and the 17<sup>th</sup> session of the Open-

ended Intergovernmental Working Group on Asset Recovery as a member of the delegation of China by videoconferencing.

During the said meetings, the attendees reported the situations regarding the execution of the UNCAC implementation review mechanism and the progress achieved, endorsed the financial and budgetary resolutions and delivered final reports on the relevant meetings. In addition, they also exchanged views on and discussed some issues including technical assistance concerning Chapters IV and V of the UNCAC, the good practices and challenges in the establishment of effective financial disclosure system by public service workers, as well as effective use of information and communication technologies.

During the 10<sup>th</sup> session of the Conference of the States Parties to the UNCAC, the resolution "Atlanta 2023: promoting integrity, accountability and transparency in the fight against corruption" was adopted and the decision was made that Qatar would host the 11<sup>th</sup> session of the Conference of the States Parties to the UNCAC. The attendees exchanged views on and discussed the experience and challenges in implementing the UNCAC and thoroughly explored some issues during the thematic meetings of anti-corruption work, including "asset recovery", "fight against money laundering", "prevention and combat of corruption and enhancement of international cooperation", "protection of reporting persons" and "fight against corruption in the private sector", among others.

## V. Personnel training

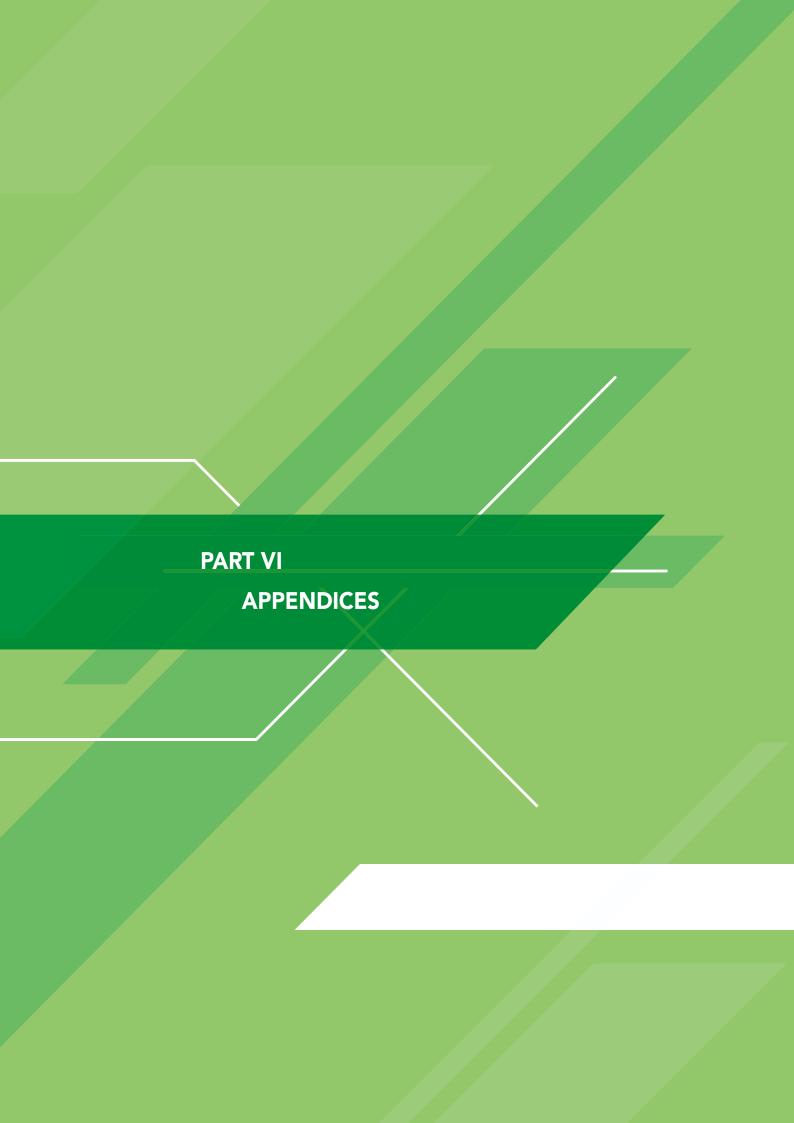
To enhance the professional knowledge and skills of the personnel of the CCAC and strengthen the overall capacity of the CCAC, in 2023, the CCAC, as usual, proactively arranged for its personnel to participate in various online or offline training activities organised by relevant institutions outside Macao, including the following:

- Visiting Hangzhou to participate in the "3<sup>rd</sup> National Studies Course for the CCAC of Macao in Zhejiang Police College" jointly organised by the CCAC and the Zhejiang Police College.
- Visiting Hong Kong to participate in the "Professional Anti-corruption Training in Major Infrastructure Projects", the "ICAC Leadership and Executive Development Programme No. 40" and the "Firearms and Close Protection Course" organised by the ICAC of Hong Kong.
- Visiting Hong Kong to participate in the "Use of Force Instructor Training" organised by the Hong Kong Police College.

- Participating online in the training programme entitled "Forensic Sciences in Prevention, Detection and Investigation of Corruption and Related Crimes" and the "Experience Sharing Workshop on Community Education and Youth Engagement" organised by the IAACA.
- Participating online in the "Intelligence Based Investigation Workshop" organised by the Malaysia Anti-Corruption Academy (MACA).
- Participating online in the "Technical Seminar on Beneficial Ownership" organised by the APG.
- Participating online in the conference entitled "Cryptocurrencies: A Game-Changer in Global Anti-Corruption Session 2023", the Sharing Session of "Corruption Measurement: What Role for Law Enforcement?", the training courses entitled "Using the Internet to Enhance Investigations - The Challenges" and the "Internet Investigation and Open Sources" organised by the GlobE Network.
- Participating online in the training courses entitled "Operations and Complaint Management Process", "Guidelines for Investigation and Drafting of Recommendations and Orders" and the "Webinar Informal Resolution of Disputes", among others, organised by the AOA and the Forum of Pakistan Ombudsman.
- Participating online in the "Webinar Corruption without borders. How to Cooperate to Tackle It?" jointly organised by the IAACA, the European Partners Against Corruption (EPAC) and the European contact-point network against corruption (EACN).
- Participating online in the "Webinar on Strengthening Cyber Security in Ombudsman Institutions" organised by the African Ombudsman Research Centre (AORC).

In addition, the CCAC actively organised internal training programmes for its personnel. In 2023, the CCAC invited the experts from the ICAC of Hong Kong to visit Macao to launch the "Continuing anticorruption training for CCAC's investigators" in order to further enhance the law enforcement capacity and skills of the investigators. Moreover, in order to raise the professional standard of CCAC's personnel in the legal field, particularly in the knowledge of law enforcement applied in the administrative field, the CCAC particularly invited the experts of the Macao judicial sector to share with the personnel about the practical work in the administrative and judicial fields and relevant legal knowledge. The CCAC also invited professional instructors to provide training for its personnel who are responsible for publicity and design with a view to raising their professional standard in order that the CCAC's promotion work can be kept abreast of the times.

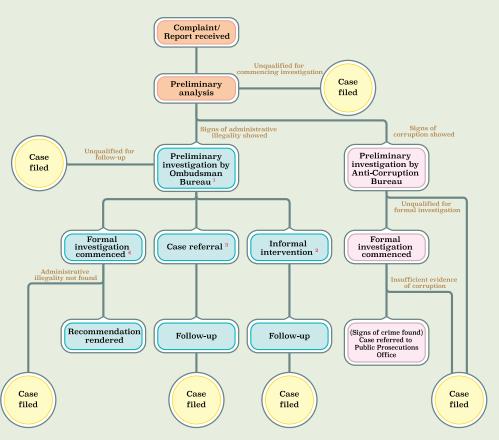






## PART VI APPENDIX I

## The CCAC's Complaint Handling Procedure



#### Notes:

#### Preliminary investigation by Ombudsman Bureau

It is conducted under the stipulation of the Organic Law of the CCAC and the Code of Administrative Procedure. In particular, the Principle of Defense shall be observed. That is, both the complainant and the complained side have the chance of pleading.

## <sup>2</sup> Informal intervention

If the procedure has not been completed or the relevant act has not yet entered into effect, the CCAC will guide the relevant departments or entities in this way so that they will make prompt correction.

#### <sup>3</sup> Case referral

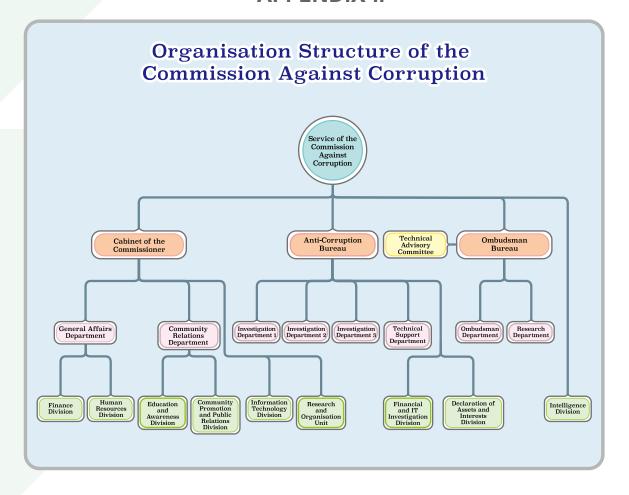
In some cases, since the relevant administrative departments are the competent departments that possess related information (the CCAC only has the information provided by the complainants, which may not be sufficient or detailed), it is appropriate for the relevant departments to handle the cases according to statutory procedures. With the complainant's consent, the CCAC will refer these cases to the competent departments or entities and will follow up their progress.

#### <sup>4</sup> Formal investigation

Due to the severity of the case and the scope involved, the CCAC  $\,$ will commence a formal investigation. Under Paragraph 12 of Article 4 of the Organic Law of the CCAC, the CCAC directly renders recommendation to the competent administrative department for the purpose of rectifying illegal or unfair administrative acts or procedures. Under Article 12 of the Organic Law of the CCAC, in case of non-acceptance of any recommendation, the competent department or entity shall give its reasoned reply within 15 working days. Meanwhile, the CCAC may report the case to the Chief Executive or reveal it to the public after reporting the case to the hierarchical superior or supervisory entity of the competent department or entity.



### **APPENDIX II**



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