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Panel on Security

Meeting on 17 March 2025

Background brief on the proposed retention of one supernumerary post of Assistant Director, Commission Against Corruption in the International Cooperation Branch of the Independent Commission Against Corruption

Purpose

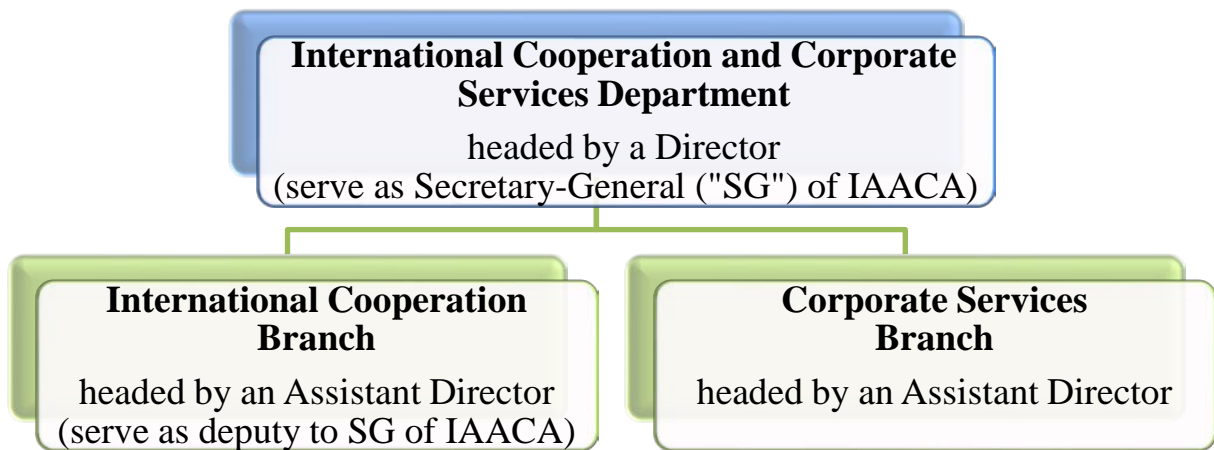
This paper provides background information on the proposed retention of one supernumerary post of Assistant Director, Commission Against Corruption (“AD, CAC”) (Independent Commission Against Corruption Pay Scale Point (“IPS”) 46, equivalent to Directorate Pay Scale Point (“D”) 2) in the International Cooperation Branch of the Independent Commission Against Corruption (“ICAC”), and gives an account of Members’ past discussions on the staffing proposal and related matters.

Background

2. With the approval of the Central People’s Government and the Chief Executive of the Hong Kong Special Administrative Region, the then Commissioner, ICAC (“C/ICAC”) ran for the Presidency of the International Association of Anti-Corruption Authorities (“IAACA”)¹ and was elected the **President of IAACA for a three-year term** with immediate effect at the General

¹ IAACA is an independent and non-political anti-corruption organization comprising institutions around the world which are responsible for the investigation, prevention and prosecution of corruption. Its objective is to promote the effective implementation of United Nations Convention against Corruption (as the only legally binding universal anti-corruption instrument), to foster constructive collaboration among its members, and to promote various aspects of international cooperation to combat and guard against corruption.

Meeting of IAACA on 5 January 2022.² Pursuant to the Constitution of IAACA, **ICAC has set up a secretariat** (“IAACA Secretariat”) from 6 January 2022 to **support C/ICAC in fulfilling the mandate of IAACA Presidency**. The major functions of and annual activities to be supported or organized by IAACA Secretariat (as at 2022) are set out in [Appendix 1](#). To tie in with the establishment of the IAACA Secretariat, ICAC reorganized the then Administration Branch as the International Cooperation and Corporate Services Department as follows:



3. ICAC consulted the Panel on Security (“the Panel”) on the directorate staffing proposals in relation to the above reorganization at the meeting on 1 April 2022. The staffing proposals were subsequently considered by the Establishment Subcommittee (“ESC”) at its meetings on 18 May and 1 June 2022, and approved by the Finance Committee on 24 June 2022 on the recommendation of ESC. Two supernumerary posts were created **for three years** with effect **from 6 July 2022** under the staffing proposals³ as follows:

² The incumbent C/ICAC was appointed to the current post as C/ICAC in July 2022 and his predecessor, in his one-year tenure as Special Adviser of ICAC from 1 September 2022, continued to serve as the President of IAACA to facilitate a smooth transition of the Presidency to the incumbent C/ICAC in accordance with the Constitution of IAACA. Following the appointment of the incumbent C/ICAC as the President of IAACA by the IAACA Executive Committee in September 2023, he was subsequently elected at the General Meeting of IAACA in December 2023 as the President of IAACA for a new three-year term until around early 2027.

³ Another staffing proposal was to regrade one permanent post of Secretary to Commission Against Corruption (IPS 46) to AD, CAC (IPS 46). The post was originally designated as Assistant Director/Administration to head the then Administration Branch. After regrading, the post is designated as Assistant Director/Corporate Services to head the Corporate Services Branch.

- (a) the supernumerary post of **Senior Assistant Director, Commission Against Corruption** (“SAD, CAC”) (IPS47, equivalent to D3)⁴, designated as Director of International Cooperation and Corporate Services (“DIC”); and
- (b) the supernumerary post of **AD, CAC** (IPS46, equivalent to D2), designated as Assistant Director/International Cooperation (“AD/IC”).

Members’ views and concerns

Establishment of the IAACA Secretariat

4. Members noted that the IAACA Secretariat, headed by DIC, would be operated under the supervision of AD/IC, as well as a Principal International Cooperation Officer who directly oversaw a designated team of nine ICAC officers in providing related secretariat support. They sought ICAC’s elaboration on whether reference had been made to the **establishment of the secretariats of previous Presidential terms** in drawing up the establishment of the current term IAACA Secretariat. ICAC advised that while it had no access to information on the establishment of the secretariats set up by the Presidents of IAACA of previous terms, it might not be appropriate to make a direct comparison of the establishment of the secretariats in view of, among others, different policy directions and initiatives of respective Presidents.

5. Members held the view that ICAC should, for the purposes of enhancing transparency, **formulate key performance indicators (“KPIs”) for the work of the IAACA Secretariat**. These KPIs should **cover integrity rating and ranking of Hong Kong** given by various international ranking institutions, say Transparency International, and the World Justice Project. ICAC advised that the estimated number of annual activities supported or organized by the IAACA Secretariat would include more than 20 meetings at various levels,⁵ and ICAC would formulate related KPIs according to the aforesaid benchmarks. It would give an account of the activities on its website, in the Controlling Officers’ Reports⁶, as well as during the yearly briefings to the Panel.

⁴ SAD, CAC is a new rank created under the staffing proposals.

⁵ Details are set out in [Appendix 1](#).

⁶ The latest Controlling Officer’s Report on Head 72 (Independent Commission Against Corruption) is accessible at <https://www.budget.gov.hk/2025/eng/pdf/head072.pdf> and information on ICAC’s work relating to IAACA is set out under Programme (4): Enlisting Support.

6. Members were subsequently advised in November 2024 that in addition to collaborating with anti-corruption agencies from various countries such as Bhutan, Brunei, Malaysia, Singapore and South Africa to organise training programmes and share experience, IAACA, under the Presidency of C/ICAC, historically adopted the “Hong Kong Declaration on Strengthening International Cooperation in Preventing and Fighting Corruption”, which was the first-ever international anti-corruption declaration named after Hong Kong, during the 8th ICAC Symposium. Besides, IAACA joined the United Nations Office on Drugs and Crime’s Global Operational Network of Anti-Corruption Law Enforcement as an observer in September 2024. With ICAC’s vigorous publicity efforts, the number of organizational members of IAACA had increased from 122 when ICAC assumed the Presidency in January 2022, to 178 by the end of October 2024.

7. Members enquired about the respective **expenditures incurred** by Supreme People's Procuratorate, China and Attorney-General's Office, Qatar **for assuming former terms of IAACA Presidency and hosting the secretariats**. ICAC advised that IAACA was found in 2006 as a global institution for ACAs worldwide. While promoting the effective implementation of the United Nations Convention against Corruption was one of its mandates, IAACA did not receive any resource support from the United Nations or other organizations and no annual membership fee was charged. According to the established practice, the country/region hosting the IAACA Secretariat would be responsible for the operational resources and funding.

Justifications for creating the two supernumerary posts and related staffing arrangements

8. Referring to the target of maintaining zero growth in the civil service establishment since the financial year of 2021-2022, Members agreed to the need for ICAC to create the supernumerary post of SAD, CAC (i.e. DIC), whose incumbent would act as the deputy to C/ICAC and serve as SG of IAACA for overseeing related work portfolios in connection with IAACA and international cooperation. However, Members had **reservation about the creation of the supernumerary post of AD, CAC** (i.e. AD/IC). There were views that the holder of the supernumerary post of **SAD, CAC might be able to absorb the duties of** the supernumerary post of **AD, CAC**. They suggested **withholding the creation of the supernumerary post of AD, CAC** and reviewing its need at a later stage with due regard to the actual workload. That apart, some Members referred to the practice of **leveraging existing resources in conducting international cooperation and other liaison work** and asked whether the proposed staffing arrangements were in line with the existing practices of government bureaux and departments or the disciplined services.

9. ICAC advised that the taking up of additional work portfolio in connection with international cooperation and capacity building by the then Assistant Director/Administration (re-designated as AD/CS to head the new CS Branch) had stretched the relevant directorate officer's capacity to the limit. Against the above, there was a need for ICAC to create the two supernumerary posts, each with their own key responsibilities in managing and handling the increasingly voluminous work on international affairs. In particular, DIC would provide assistance to C/ICAC in strategy and policy formulation and deputizing C/ICAC in related liaison work, while AD/IC would assist in the day-to-day operation and administration of the IAACA Secretariat, as well as supervising other teams of staff in carrying out various international cooperation functions. In anticipation of the continuous increase in ICAC's workload, it would be difficult for ICAC to adopt a phased approach in the relevant staffing arrangements.

10. Members noted that one of the justifications put forth by ICAC for the creation of the supernumerary post of SAD, CAC as DIC was the lack of a senior directorate officer taking charge of the work portfolio related to international cooperation and Mainland liaison, thereby requiring C/ICAC's direct steer and input in related matters. Members enquired about **the rank of staff from other anti-corruption agencies attending anti-corruption events and meetings**, and whether ICAC's plan was to have the holder of the supernumerary post of SAD, CAC attending such events and meetings on behalf of C/ICAC in future.

11. ICAC advised that depending on the theme and the commensurate ranks of the attendees of the events and meetings, anti-corruption agencies would usually be represented either by their heads or the most senior officials of the relevant operations in the authorities. In this regard, it was considered necessary to create the supernumerary post of SAD, CAC post for steering the preparation and follow-up work of meetings and events, and sharing out C/ICAC's burden by deputizing him on high-level international and Mainland forums in a rank commensurate with those of representatives of ICAC's counterparts.

12. Members were concerned about whether the staffing ratio between relevant directorate and non-directorate posts was justified. There were suggestions that instead of creating the supernumerary post of AD, CAC, **resources should be redeployed for the creation of non-directorate posts to reinforce the frontline manpower of each team of the International Cooperation Branch**. ICAC advised that the numbers of directorate and non-directorate posts to be created hinged on operational needs and there was no established staffing ratio between the two. ICAC considered the new organizational structure suitable for meeting the challenges arising from the increasing workload both at present and in future.

13. In response to Members' concern over the **proposed manpower deployment arrangements upon the lapse of the two supernumerary posts**, ICAC advised that suitable deployment arrangements would be made upon the lapse of the posts. It was believed that there would be sufficient vacancies to absorb the extra manpower to ensure the retention of talent.

Recent developments

14. ICAC will consult the Panel on the proposed retention of the supernumerary post of AD, CAC in the International Cooperation Branch on 17 March 2025.

Relevant papers

15. A list of relevant papers available on the LegCo website is in [Appendix 2](#).

Council Business Divisions
Legislative Council Secretariat
12 March 2025

Major functions of the International Association of Anti-Corruption Authorities Secretariat and the annual activities of the International Association of Anti-Corruption Authorities expected to be supported or organized by its Secretariat

The major functions of the International Association of Anti-Corruption Authorities (“IAACA”) Secretariat (as at 2022) are as follows:

- (a) providing executive and secretariat support to Commissioner, Independent Commission Against Corruption (“ICAC”) and Director of International Cooperation and Corporate Services as the IAACA President and Secretary-General (“SG”) respectively in formulating and developing policies and initiatives for IAACA;
- (b) supporting the functioning of the Executive Committee (“ExCom”) of IAACA;
- (c) maintaining close communication with various stakeholders of IAACA, including Vice Presidents, Regional Coordinators, ExCom members, organisational and individual members, international organisations and anti-corruption experts around the world;
- (d) organising IAACA’s General Meetings, meetings of the ExCom and its sub-committees, conferences and training events held in Hong Kong and other territories;
- (e) organising overseas duty visits by ICAC officers for carrying out duties relating to the work of IAACA, such as reaching out to stakeholders and organising meetings and training events;
- (f) coordinating visits by delegations of IAACA members and other stakeholders to ICAC and the IAACA Secretariat;
- (g) publicising IAACA through newsletters, dedicated website and social media; and
- (h) expanding and handling IAACA membership, including applications and database maintenance.

2. The annual activities of IAACA expected to be supported or organized by its Secretariat (as in 2022) are tabulated as follows:

Activity	Details () denotes the estimated number of activities to be organized annually (as in 2022)
Meetings at various levels	<ul style="list-style-type: none"> • Annual Conference and General Meeting (1) • Executive Committee (“ExCom”) Meetings (4) • Meetings with Vice Presidents (“VPs”) (2) • Meetings with Regional Co-ordinators (4) • Meetings with Asia Pacific Regional Co-ordination Team (2) <i>(Note: Commissioner, Independent Commission Against Corruption as this Region’s Coordinator)</i> • Meetings with anti-corruption agencies (“ACAs”) in the Asia Pacific Sub-Region (10) <i>(Note: Independent Commission Against Corruption being responsible for the coordination work of this sub-region)</i>
Enhance visibility in global arena	<ul style="list-style-type: none"> • Participate in international events (including submission and drafting of declaration to the Conference of States Parties to United Nations Convention against Corruption) (2) • Collaboration and partnership with other international/regional organisations, e.g. Network of Corruption Prevention Authorities of Council of Europe, European Partners Against Corruption/European Contact-point Against Corruption, and United Nations Office on Drugs and Crime, etc. ——— <ul style="list-style-type: none"> ➤ striking new partnership (3); ➤ entering into agreement (2); and ➤ joint venture (2) • Supporting VPs and ExCom members to promote IAACA in international/regional conferences (4)

Activity	Details () denotes the estimated number of activities to be organized annually (as in 2022)
Capacity building and knowledge transfer	<ul style="list-style-type: none">• Training Committee meetings (2)• Training needs survey of over 400 ACAs• International conference• Regional conferences (2)• Webinars (10)• Policy/Best practices guides
Others	<ul style="list-style-type: none">• Electronic newsletter (4)• Revamp website to enhance functionality and maintenance/updating of the website• Set up other social media accounts, e.g. twitter• Membership management

Source: Paper provided by the Independent Commission Against Corruption for the meeting of the Establishment Subcommittee's on 18 May 2022 (LC Paper No. [EC\(2022-23\)3](#))

Appendix 2

List of relevant papers on the proposed retention of one supernumerary post of Assistant Director, Commission Against Corruption in the International Cooperation Branch of the Independent Commission Against Corruption

Committee	Date of meeting	Paper
Panel on Security	1 April 2022	Agenda item III: Proposed creation of one Senior Assistant Director and one Assistant Director supernumerary posts in the Independent Commission Against Corruption Minutes of meeting
Establishment Subcommittee	18 May 2022	Agenda item 2: Proposed creation of a new rank of Senior Assistant Director, Commission Against Corruption (IPS 47) and two supernumerary posts of one Senior Assistant Director, Commission Against Corruption (IPS 47) and one Assistant Director, Commission Against Corruption (IPS 46) for three years; and regrading of one permanent post of Secretary to the Commission Against Corruption (IPS 46) to Assistant Director, Commission Against Corruption (IPS 46) in the Independent Commission Against Corruption with effect from 6 July 2022 or upon approval of the Finance Committee, whichever is the later, to support the Commissioner, Independent Commission Against Corruption in performing his duty as the President of the International Association of Anti-Corruption Authorities Minutes of meeting

Committee	Date of meeting	Paper
Establishment Subcommittee	1 June 2022	Agenda item 1: Proposed creation of a new rank of Senior Assistant Director, Commission Against Corruption (IPS 47) and two supernumerary posts of one Senior Assistant Director, Commission Against Corruption (IPS 47) and one Assistant Director, Commission Against Corruption (IPS 46) for three years; and regrading of one permanent post of Secretary to the Commission Against Corruption (IPS 46) to Assistant Director, Commission Against Corruption (IPS 46) in the Independent Commission Against Corruption with effect from 6 July 2022 or upon approval of the Finance Committee, whichever is the later, to support the Commissioner, Independent Commission Against Corruption in performing his duty as the President of the International Association of Anti-Corruption Authorities Minutes of meeting
Finance Committee	24 June 2022	Agenda item 2: Recommendation on the Establishment Subcommittee made On 1 June 2022 Minutes of meeting
Panel on Security	5 November 2024	Agenda item IV: Briefing by the Commissioner, Independent Commission Against Corruption on the Chief Executive's 2024 Policy Address Minutes of policy briefing