

CHAPTER 17

CORRUPT AND ILLEGAL CONDUCT

PART I : GENERAL

17.1 When conducting election-related activities, candidates must be mindful of situations that may involve corrupt and illegal conduct, and take appropriate precautions to avoid violation of law due to negligence.

17.2 The ICAC has compiled an information booklet titled “Clean Election Committee Subsector Elections” to help candidates and their agents to familiarise themselves with the key provisions of the ECICO. The content of the information booklet has also been uploaded to the ICAC website.

17.3 The ECICO applies to all election-related conduct within and outside Hong Kong. Under no circumstances is it permissible for any person to induce a voter/AR not to vote at an election, or to vote or not to vote for a particular candidate or particular candidates, by offering an advantage, food, drink or entertainment, or by using force or duress, or by a deception, and to wilfully obstruct or prevent a voter/AR from voting. Such acts violate the ECICO. For the penalties of violating the relevant legislation, see Part VII of this chapter. Voters/ARs may sometimes require assistance from others or transportation services in accessing a polling station. However, the persons concerned must not deliberately use the above-mentioned means during the process to induce a voter/AR to vote or not to vote for a particular candidate or particular candidates. [S 5 of the ECICO]

PART II : CORRUPT CONDUCT RELATING TO CANDIDATES TO STAND FOR ELECTION OR NOT

17.4 Specifically, any person who engages in or expressly or implicitly authorises another person to engage in the following acts engages in corrupt conduct at an election:

(a) Bribing Candidates or Prospective Candidates:

offering an advantage to another person as an inducement or reward for that person or a third person to, or soliciting or accepting an advantage to get that person or another person to:

- (i) stand or not stand as a candidate at the election;
- (ii) withdraw a nomination; or
- (iii) not to use his best endeavours to promote the election;

(b) Force or Duress:

using or threatening to use force or duress against another person to induce that person to, or induce that person to get a third person to:

- (i) stand or not stand as a candidate at the election; or
- (ii) withdraw a nomination (if the third person has been nominated as a candidate at the election);

(c) **Deceptive Behaviour:**

by a deception, inducing another person to, or inducing another person to get a third person to:

- (i) stand or not stand as a candidate at the election; or
- (ii) withdraw a nomination (if the third person has been nominated as a candidate at the election);

(d) **Defacing or Destroying Nomination Papers:**

defacing or destroying a completed or partly completed nomination paper in order to prevent or obstruct another person from standing for election.

For more information on upholding clean elections and examples of the above corrupt conduct in relation to election, see the “Information Booklet for Clean Election” compiled by the ICAC for the EC subsector elections and the Clean Election Website.

[Ss 7(1), 8(1), 9(1) and 10 of the ECICO]

PART III : ILLEGAL CONDUCT RELATING TO ELECTIONEERING ACTIVITIES

17.5 Candidates conducting electioneering activities must comply with the ECICO. Candidates and campaign helpers should note the following illegal conduct relating to electioneering activities. For the penalties for violating the relevant legislation, see Part VII of this chapter.

False Statement relating to a Candidate

17.6 A person engages in illegal conduct if he publishes a false statement relating to a candidate, including:

- (a) publishing a statement, knowing it to be false, that a person is or is no longer a candidate at the election; and
- (b) publishing a materially false or misleading statement of fact relating to a particular candidate or particular candidates, including but not limited to a statement concerning the character, qualifications or previous conduct of the candidate or candidates, for the purpose of promoting or prejudicing the election of the candidate or candidates. Any statement which calls into question the integrity of that candidate may also contravene the above-mentioned requirements. Therefore, before publishing a statement of fact about a candidate or candidates, every effort should be made to ensure the accuracy of the statement.

[Ss 25 and 26 of the ECICO]

Claim of Support

17.7 Unless with prior written consent from the relevant person or organisation, any person is not permitted to:

- (a) publish EAs containing the name, logo or pictorial representation of a person or an organisation in a manner that implies or is likely to cause the voters/ARs to believe that the candidate has obtained the support of that person or organisation; or

- (b) modify and authorise any person to modify EAs provided by a supporter or organisation, which contain the name, logo or pictorial representation of that supporter or organisation, and any content of the EAs provided by them.

For the detailed statutory requirements relating to claim of support, see Chapter 18.

Inciting Another Person Not to Vote or to Cast Invalid Vote by Activity in Public

17.8 A person engages in illegal conduct if he incites⁶⁰ another person not to vote or to cast an invalid vote by activity in public during the election period. Activity in public includes the following activities, whether or not the persons concerned are in a public place while carrying out such activity:

- (a) any form of communication to the public, including speaking, writing, printing, displaying notices, broadcasting, screening and playing of tapes or other recorded material;
- (b) except for (a) of this paragraph, any other conduct observable by the public, including actions and gestures and the wearing or display of clothing, signs, flags, emblems and insignia; or
- (c) the distribution or dissemination of any matter to the public.

[S 27A(1), (2) and (5) of the ECICO]

⁶⁰ Although wording such as “encourage” or “advocate”, etc. has been used in the criminal legislation under some common law jurisdictions in recent years, there is no difference in the concept expressed in that of “incite” under the common law. There have been precedents pointing out that “incite” included “urge, encourage, persuade”, and the prosecution must prove that the defendant has the intention to incite others to do the incited act.

17.9 To determine whether an activity in public incites another person not to vote or to cast an invalid vote, considerations may be given to the contents and intended audience of the activity, and the circumstances in which the activity is carried out. Besides, it is a defence for a person if he had lawful authority or reasonable excuse for doing the act to which the charge relates. [S 27A(3) and (4) of the ECICO]

PART IV : CORRUPT CONDUCT RELATING TO VOTING

Bribing Voters/Authorised Representatives

17.10 As stated in para. 17.4 of this chapter, a person engages in corrupt conduct at an election if he affects a person's voting preference by offering, soliciting or accepting an advantage. For the penalties for violating the relevant legislation, see Part VII of this chapter. Voting preference covers voting for a particular candidate or particular candidates, not voting at the election or not voting for a particular candidate or particular candidates. [S 11 of the ECICO]

17.11 Besides, during the election period, any person should refrain from engaging in any act which may be perceived as electoral bribery, such as attaching election leaflets of candidate(s) when distributing leaflets of community activities on free medical check-up, free legal consultation, free classes or discounted meals, etc.

Treating

17.12 A person engages in corrupt conduct if he provides another person with food, drink or entertainment (e.g. singing performance) or pays all or part of the cost of providing such treating for the purpose of affecting that person's

or a third person's voting preference. It is also unlawful to solicit or accept any of such improper treating. [S 12 of the ECICO]

Force or Duress

17.13 It is a corrupt conduct if any person uses force or duress, or threatens to use force or duress to induce another person to vote or not to vote at an election, or to vote or not to vote for a particular candidate or particular candidates, or to get a third person to do so. Persons in a position which they can exert pressure and influence on others, such as employers over employees, school principals or teachers over students, religious advisers over believers and doctors over patients, etc., should be careful not to breach the relevant requirements. [S 13 of the ECICO]

Deception or Obstruction

17.14 It is a corrupt conduct if any person, by means of deception, induces another person (or gets another person to induce a third person) not to vote at an election, or to vote or not to vote for a particular candidate or particular candidates. It is also a corrupt conduct if any person wilfully obstructs or prevents another person (or gets another person to obstruct or prevent a third person) from voting at an election. It is also an offence to aid, abet, incite or attempt the above corrupt conduct. [S 14(1) and (1A) of the ECICO]

17.15 Other corrupt conduct relating to voting includes, but is not limited to:

- (a) impersonate another person to apply for a ballot paper at an election, or having voted at an election, to apply at the same election for a ballot paper in the person's own name;

- (b) vote knowing that he is not entitled to do so;
- (c) vote at an election after having knowingly or recklessly given materially false or misleading information to an electoral officer, or to vote at an election after having knowingly omitted to give material information to an electoral officer;
- (d) vote more than once in the same subsector or vote in more than one subsector at an election, without being expressly permitted by an electoral law; or
- (e) to invite or induce another person to commit (b), (c) or (d) of this paragraph.

[Ss 2, 15, 16(1) and (2) of the ECICO]

17.16 For more details on other corrupt conduct, see the ECICO.

PART V : CORRUPT AND ILLEGAL CONDUCT RELATING TO ELECTION EXPENSES AND ELECTION DONATIONS

17.17 Candidates should be careful when handling election expenses and election donations as violation of the relevant requirements will also be a corrupt or illegal conduct. For the requirements that have to be observed by candidates and the penalties for conviction because of the relevant acts, see Chapter 16.

PART VI : POWER OF COURT TO EXEMPT UNWILFUL ACTS

17.18 A candidate, agent or other person may apply to the CFI for an order to relieve himself from criminal responsibility if he violates the requirements relating to illegal conduct due to inadvertence, an accidental miscalculation or any reasonable cause (but not due to bad faith). No prosecution against him may be instituted or carried on by relevant law enforcement agency, until the application for the relief of penalties and liabilities is disposed of by the CFI. The candidate, agent or other person will not be convicted of violation of law by the court if the relevant illegal conduct has been exempted by an order made by the court under s 31(2) of the ECICO. [S 31 of the ECICO]

17.19 If a candidate is unable or has failed to send to the CEO the election return before the expiry of the statutory deadline (see Part V of Chapter 16) due to the following reasons, but not due to the applicant's bad faith:

- (a) the candidate's own illness or absence from Hong Kong; or
- (b) the death, illness, absence from Hong Kong or misconduct of an agent or employee of the candidate; or
- (c) inadvertence or an accidental miscalculation by the candidate or any other person; or
- (d) any reasonable cause (but not due to bad faith),

the candidate can apply to the CFI for an order to allow him to send the election return to the CEO within a further period as specified by the CFI. [S 40(1) and (2) of the ECICO]

17.20 If, after the statutory deadline, a candidate spots an error or a false statement in the election return due to misconduct of an agent or employee of the candidate, or by reason of inadvertence or an accidental miscalculation by the candidate or any other person, or any reasonable cause (but not due to bad faith), he may apply to the CFI for an order to enable him to correct any error or false statement in the election return or in any document accompanying the election return. [S 40(3) and (4) of the ECICO]

17.21 When the candidate finds himself in any of the situations set out in paras. 17.19 and 17.20 of this chapter, other than the situations where correction of errors or false statements is allowed under the simplified relief arrangement in para. 16.27 of Chapter 16, he should apply to the CFI and inform the REO as soon as possible.

PART VII : VIOLATION OF THE LAW AND SANCTION

17.22 A person who engages in:

- (a) **corrupt conduct** at an election is liable to a fine of \$500,000 and to imprisonment for 7 years, and must pay to the court the amount or value of the money or anything worth money received by the person or the person's agents in connection with the conduct, or such part of the amount or value as that court specifies [s 6(1) and (3) of the ECICO]; and
- (b) **illegal conduct** at an election is liable to a fine of \$200,000 and to imprisonment for 3 years [s 22(1) of the ECICO].

17.23 A person convicted of a **corrupt or illegal conduct** within the meaning of the ECICO will, in addition to the penalties set out in para. 17.22 of this chapter, be disqualified:

- (a) if the election is held within five years after the date of conviction, from:
- (i) being nominated as a candidate for the election(s) of the CE, LegCo, DC, EC Subsector or a Rural Representative; or
 - (ii) being elected as the CE, a member of the LegCo, DC or EC, or a Rural Representative; and

[Ss 14, 20 of the CEEO and s 18 of the Schedule to the CEEO, s 39 of the LCO, s 21 of the District Councils Ordinance, and s 23 of the Rural Representative Election Ordinance (Cap. 576)]

- (b) within five years after the date of the person's conviction, be disqualified from:
- (i) being appointed as a member of the DC;
 - (ii) being nominated as a nominee for the EC subsector; or
 - (iii) being registered as an ex-officio member of the EC or DC.

[Ss 5M and 9 of the Schedule to the CEEO, and ss 14 and 19 of the District Councils Ordinance]

17.24 Election-related offences and violation of the ECICO are serious crimes. On 27 November 1997, the Court of Appeal laid down sentencing guidelines stating that a person who is convicted of any serious election-related offence should be sentenced to immediate imprisonment. In addition, the District Court also reaffirmed the relevant position in May 2022 when it

concluded a case of engaging in illegal conduct at an election by incurring election expense⁶¹. The reasons for sentence are extracted below:

“A clean election is essential for ensuring fair and just elections. It is also an important foundation for experiencing, practising and developing democracy and a prerequisite for maintaining the credibility of elections. The courts must take a serious view of all corrupt and illegal conduct in elections. *[Quoted from Secretary for Justice v. LEE YORK FAI and four others (CAAR 3/2011)]*”

Corrupt and illegal practices in an election would ruin the integrity of the election...The court has the responsibility to convey to the public a clear and important message: that is, any person who has committed corrupt or illegal practices in any election will no longer receive lenient sentences as in the past and will be punished harshly. If lenient sentences continue to be imposed, this would lead to the breakdown of the whole election system. *[Quoted from Secretary for Justice v. LAI WAI CHEONG ([1998] 1 HKLRD 52)]*”

⁶¹ *HKSAR v. Tai Yiu Ting* (DCCC 683/2021).