

## 處理和調查電訊與廣播業的競爭投訴及電訊業的合併與收購

《競爭條例》（第619章）（《競爭條例》）為跨行業的競爭法例，旨在禁止各行業從事反競爭行為。根據《競爭條例》，通訊局與競爭事務委員會（競委會）獲賦予共享管轄權，就在電訊業和廣播業營運的業務實體的行為，包括涉及電訊業傳送者牌照持有人的合併與收購活動執行《競爭條例》。

根據通訊局與競委會簽訂的諒解備忘錄，對於屬於共享管轄權範圍內的事宜，通訊局一般會擔任主導機關。如某些事宜既涉及屬於共享管轄權的範圍，又涉及不屬於共享管轄權的範圍，通訊局與競委會將因應個別情況，討論和協定處理有關事宜的最佳安排。



通訊辦職員透過書面、電郵及熱線處理公眾就廣播及電訊事宜提出的查詢和投訴。

Staff members of OFCA handle public enquiries and complaints related to broadcasting and telecommunications matters in writing, through email and hotline.

在2024年4月1日至2025年3月31日期間，通訊辦共接獲18宗根據《競爭條例》提出的投訴及查詢，有關投訴及查詢已全部結案，無須作進一步跟進。

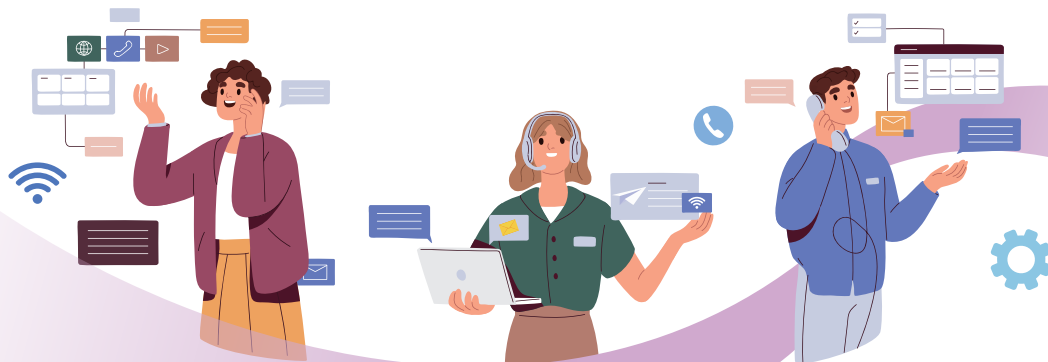
年內，通訊辦亦協助通訊局根據《競爭條例》的合併守則檢視兩宗交易。相關的檢視工作仍在進行中。

## 處理和調查有關電訊與廣播業不良營商手法的投訴

《商品說明條例》（第362章）（《商品說明條例》）的公平營商條文禁止商戶在向消費者提供貨品和服務時作出某些訂明的不良營商手法。

通訊局與香港海關獲賦予共享管轄權，就《電訊條例》和《廣播條例》（第562章）下的持牌人作出與根據相關條例提供電訊服務或廣播服務有直接關連的營業行為，按《商品說明條例》的公平營商條文執法。兩個執法機關已簽訂諒解備忘錄，以協調雙方在《商品說明條例》的公平營商條文下履行各自的職能，並已發出一套執法指引，就公平營商條文的實施向商戶和消費者提供指引。

在2024年4月1日至2025年3月31日期間，通訊辦共處理297宗根據《商品說明條例》提出的投訴，其中有233宗因證據不足以證實違反了《商品說明條例》或因不屬《商品說明條例》的規管範圍而結案，四宗個案在通訊局向有關持牌人發出勸諭信以敦促其注意有關事宜，並提供建議以改善其向消費者銷售、供應或推廣電訊服務或廣播服務的相關營業行為後亦已結案，餘下的60宗個案則仍在處理中。





## Handling and Investigation of Competition Complaints in the Telecommunications and Broadcasting Sectors, and Mergers & Acquisitions in the Telecommunications Sector

The Competition Ordinance (Cap. 619) (CO) provides a cross-sectoral competition law prohibiting anti-competitive conduct in all sectors. Under the CO, CA is conferred concurrent jurisdiction with the Competition Commission to enforce the CO in respect of the conduct of undertakings operating in the telecommunications and broadcasting sectors, including merger and acquisition activities involving carrier licensees in the telecommunications sector.

Pursuant to the memorandum of understanding signed by CA and the Competition Commission, CA will ordinarily assume the role of lead authority for matters falling within the concurrent jurisdiction. For matters involving issues that are partly within and partly outside the concurrent jurisdiction, CA and the Competition Commission will discuss and agree on the best arrangement for handling the matter on a case-by-case basis.

From 1 April 2024 to 31 March 2025, a total of 18 complaints and enquiries were received under the CO, all of which were closed without the need for further action.

During the year, OFCA also assisted CA in reviewing two transactions under the merger rule of the CO. The reviews are currently in progress.

## Handling and Investigation of Complaints about Unfair Trade Practices in the Telecommunications and Broadcasting Sectors

The fair trading sections of the Trade Descriptions Ordinance (Cap. 362) (TDO) prohibit certain specified unfair trade practices by traders in the provision of goods and services to consumers.

CA is conferred concurrent jurisdiction with the Customs and Excise Department to enforce the fair trading sections of the TDO regarding the commercial practices of licensees under the TO and the Broadcasting Ordinance (Cap. 562) that are directly connected with the provision of telecommunications and broadcasting services. The two enforcement agencies have entered into a memorandum of understanding to coordinate the performance of their functions under the fair trading sections of the TDO and have issued a set of enforcement guidelines to provide guidance for traders and consumers on the operation of the fair trading sections.

From 1 April 2024 to 31 March 2025, OFCA handled a total of 297 complaint cases under the TDO. Among these, 233 cases were closed due to insufficient evidence to establish a contravention or because they fell outside the scope of the TDO. Four cases were closed after CA issued advisory letters to the licensees concerned, drawing their attention to the subject matter and providing advice on improving their relevant commercial practices in relation to the sale, supply or promotion of telecommunications or broadcasting services to consumers. The remaining 60 cases were under processing.

## 《非應邀電子訊息條例》的執行事宜

### 《拒收訊息登記冊》

通訊局根據《非應邀電子訊息條例》（第593章）（《非應邀電子訊息條例》）設立了分別適用於傳真訊息、短訊和預錄電話訊息的三份《拒收訊息登記冊》。除非發送人已取得電話號碼登記使用者的同意，否則發送人不可發送商業電子訊息到已登記在登記冊上的電話號碼。截至2025年3月，這些登記冊上已有超過280萬個電話號碼。除了不得發送商業電子訊息予已在登記冊上登記的電話號碼外，商業電子訊息發送人亦須遵從《非應邀電子訊息條例》所訂明的多項規則，例如發送人必須在商業電子訊息內向收訊人提供聯絡資料和「取消接收選項」，讓收訊人可以聯絡有關發送人和取消接收商業電子訊息。

通訊辦在2024／25年度接獲553宗有關懷疑違反《非應邀電子訊息條例》的舉報，較去年減少約20%。在這些舉報中，大部分與預錄電話訊息和短訊有關。通訊辦會繼續監察發送人遵守有關規定的情況，並優化程序，以更有效地執法。

### 執法工作

通訊辦會就涉嫌違反《非應邀電子訊息條例》的個案採取執法行動。一般而言，當通訊辦收到針對某發送人的舉報個案，若數目不超過某個數額，會發出勸諭信，要求發送人遵守《非應邀電子訊息條例》的規定。如通訊辦收到針對某發送人的舉報數目超過某數額，或在發出勸諭信後繼續收到針對同一發送人的舉報，便會進行正式調查，並可能向有關發送人發出警告信。在2024／25年度，通訊辦共發出51封勸諭信和11封警告信。對於商業電子訊息發

送人在收到勸諭或警告信後已糾正違規行為的個案，通訊辦不會採取進一步的執法行動，例如向發送人發出執行通知。

如發現商業電子訊息發送人持續違反《非應邀電子訊息條例》，通訊局會根據該條例第38條發出執行通知，指示發送人採取措施糾正違例行為。在2024／25年度，通訊辦共發出了兩封執行通知。任何人不遵從向其送達的執行通知，第一次定罪最高可處罰款港幣十萬元。

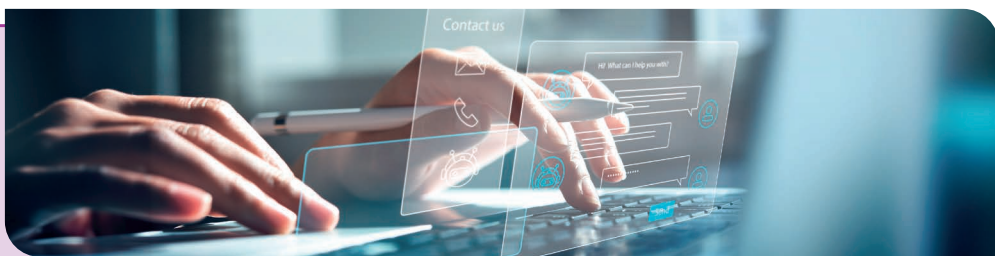
### 優化營銷電話行業規管計劃

為了平衡企業營商的需要和減輕公眾可能受到營銷電話滋擾的影響，政府採取較務實及有效的方法，透過與不同行業的商會積極協作，對營銷電話加以管理。

自2010年起，政府鼓勵金融、保險、電訊和電話中心四個行業的商會推行「營銷電話行業規管計劃」管理營銷電話，以減少營銷電話對公眾造成的不便。自2011年起，這些商會已根據前電訊管理局制訂的《人對人促銷電話基準實務守則》（《基準守則》），發出行業適用的實務守則。

為進一步擴大及加強業界對營銷電話的規管，通訊辦已於2024年4月優化《基準守則》，內容包括規定電話營銷者按接電者的要求提供其姓名及聯絡電話，以及限制電話營銷者在指定時間內向同一個電話號碼撥打電話的次數。

除現有四個行業外，通訊辦亦邀請另外三個行業（即美容、地產代理和放債人行業）加入優化計劃。自2024年6月起，一共來自七個行業的12個商會參與優化計劃，並根據通訊辦發出的修訂《基準守則》制訂相應的《實務守則》。





## Enforcement of the Unsolicited Electronic Messages Ordinance

### *Do-Not-Call Registers*

CA has established three Do-Not-Call (DNC) Registers – for facsimile messages, short messages and pre-recorded telephone messages – under the Unsolicited Electronic Messages Ordinance (Cap. 593) (UEMO). No commercial electronic messages (CEMs) shall be sent to registered telephone numbers unless the senders have obtained consent from the registered users. As of March 2025, these DNC Registers contained more than 2.8 million telephone numbers. In addition to refraining from sending CEMs to the registered telephone numbers on the DNC Registers, senders of CEMs are also required under the UEMO to comply with a number of rules. For example, they must provide the recipients with their contact information and an “unsubscribe facility” in their CEMs so that the recipients can contact the senders and unsubscribe from receiving their CEMs.

In 2024/25, OFCA received 553 reports regarding suspected contraventions of the UEMO, a decrease of about 20% from the previous year. A majority of these reports were related to pre-recorded telephone messages and short messages. OFCA will continue to monitor compliance and streamline procedures for more effective enforcement.

### *Enforcement*

OFCA will take enforcement actions on cases suspected of contravening the UEMO. Generally speaking, for cases where the number of reports received against a sender is below a certain threshold, OFCA will issue an advisory letter reminding the sender to observe the requirements under the UEMO. In cases where the number of reports received against a sender exceeds the threshold, or if OFCA continues to receive reports against the same sender after the issuance of advisory letter, OFCA will conduct formal investigation and may issue a warning letter to the sender. In 2024/25, a total of 51 advisory letters and 11 warning letters were issued. Cases in which senders of CEMs rectified their breaches after receiving advisory or warning letters were not subject to further enforcement

actions, such as the issuance of enforcement notices to the senders of CEMs.

In the event of repeated contraventions by a sender of CEMs, CA may issue an enforcement notice in accordance with section 38 of the UEMO, directing the sender to take steps to remedy the contravention. In 2024/25, a total of two enforcement notices were issued. Anyone who fails to comply with an enforcement notice may be liable to a fine of up to HK\$100,000 on first conviction.

### *Enhanced Industry Regulatory Scheme for Marketing Calls*

To strike a balance between the need for business operation and minimising nuisance that may be caused by marketing calls, the Government has adopted a pragmatic and effective approach by actively collaborating with trade associations across different industries to manage marketing calls.

Since 2010, the Government has encouraged trade associations of four industries, namely, finance, insurance, telecommunications and call centres to implement an industry scheme for managing marketing calls, with a view to minimising the inconvenience to the public. Since 2011, these associations have issued their codes of practice with reference to the Benchmark Code of Practice on Person-to-Person Marketing Calls (Benchmark CoP) formulated by the then Office of the Telecommunications Authority.

To further expand and strengthen the industry regulation of marketing calls, OFCA revised the Benchmark CoP in April 2024 with enhancements such as requiring telemarketers to provide their names and contact numbers upon recipients’ requests, as well as limiting the number of calls made by telemarketers to the same telephone number within a specific timeframe.

Apart from the four existing sectors, OFCA also invited three new sectors, namely beauty, estate agencies and money lenders, to join the enhanced scheme. Since June 2024, a total of 12 trade associations from these seven sectors have participated in the enhanced scheme and issued their respective codes of practice with reference to the revised Benchmark CoP issued by OFCA.



# 4

## 促進市場競爭和加強保障消費者

## Facilitating Market Competition and Strengthening Consumer Protection

### 繼續加強保障電訊服務消費者

#### 業界自願實施的自行規管措施

為保障電訊服務消費者的權益，通訊辦積極實施各項消費者保障措施，並與業界合作制定和推行自行規管措施，以處理不時出現的消費者事宜。

這些措施包括由代表業界的香港通訊業聯會負責管理、屬自願性質的「解決顧客投訴計劃」。該計劃旨在以調解方式協助電訊商與其顧客解決已陷入僵局的計帳爭議。

**以調解服務解決計帳爭議**

申請方法簡單

- 1 向通訊辦提交申請
- 2 符合資格個案會被轉介作跟進

計劃受理的範圍主要包括：

- 個人/住宅電訊服務
- 爭議金額不少於港幣300元
- 向計劃成員電訊商投訴超過六星期仍未能解決爭議

查詢電話: 2180 9521  
網址: <https://ccss.cahk.hk>

CUSTOMER COMPLAINT SETTLEMENT SCHEME FOR THE TELECOMMUNICATIONS INDUSTRY  
電訊業的解決顧客投訴計劃

通訊辦向市民推廣「解決顧客投訴計劃」。

OFCA promotes CCSS to the public.

其他由業界自願實施的自行規管措施包括已公布的《電訊服務合約業界實務守則》，旨在令電訊服務合約的條文更清晰；以及《收費流動內容服務守則》，以規管第三方內容服務供應商的行為。

其他例子包括實施預防流動通訊服務帳單震撼的措施，以及在通訊辦網站刊載主要家居寬頻服務供應商就消費者提出終止服務申請所採取的安排。

通訊辦會繼續監察所採取的各项消費者保障措施的實施情況及成效，並在有需要時邀請業界參與進一步加強現行措施或推出新措施。

#### 寬頻表現測試系統

自2010年12月起，通訊辦提供寬頻表現測試系統，讓寬頻用戶測量其寬頻服務的連接表現，包括下載和上載速度、網絡時延、封包遺失和抖動。除桌面和手提電腦用戶外，採用iOS和Android作業系統的智能電話和平板電腦用戶也可使用該測試系統。

自服務推出至2025年3月以來，用戶已透過系統進行約1.29億次寬頻表現測試。我們會就有關測試服務的提供持續監察科技及市場的發展。



## Continued Efforts to Strengthen Consumer Protection in the Use of Telecommunications Services

### *Self-Regulatory Measures Voluntarily Implemented by the Industry*

To safeguard consumer interests in the use of telecommunications services, OFCA takes proactive actions to implement various consumer protection measures and works with the industry to draw up and implement self-regulatory measures for addressing emerging consumer issues from time to time.

These measures include the voluntary Customer Complaint Settlement Scheme (CCSS) administered by the Communications Association of Hong Kong representing the industry. The CCSS aims to help resolve billing disputes in deadlock between TSPs and their customers through mediation.

Other self-regulatory measures voluntarily implemented by the industry include the promulgation of the Code of Practice for Telecommunications Service Contracts, which aims at improving the clarity of provisions in the telecommunications service contracts as well as the Code for the Provision of Chargeable Mobile Content Services, which governs the practices of third-party content service providers.

Other examples include the implementation of mobile bill shock preventive measures and the publication on OFCA's website of the arrangements adopted by major residential broadband service providers for handling service termination requests from consumers.

OFCA will continue to monitor the implementation and effectiveness of the various consumer protection measures adopted and, where necessary, engage the industry to seek further enhancement of the existing measures or introduce new ones.

### *Broadband Performance Test System*

Since December 2010, OFCA has been providing a broadband performance test system which enables broadband service users to measure the performance of their broadband connections, including download and upload speeds, network latency, packet loss and jitter. Apart from users of desktop and notebook computers, users of smart phones and tablets running iOS and Android operating systems may also make use of the test system.

From the launch of the service to March 2025, about 129 million broadband performance tests were conducted with the use of the system. We will continue to monitor the technology and market developments for provision of the test service.

# 4

## 促進市場競爭和加強保障消費者

## Facilitating Market Competition and Strengthening Consumer Protection

### 消費者教育活動

#### 持續舉辦有關打擊電話詐騙的宣傳活動

通訊辦在年內透過推出年度消費者教育活動，繼續從多方面進行宣傳工作。本年度的活動以「向電話詐騙說『不』」為主題，旨在提高市民對電話及短訊詐騙的警覺性，更特別推出親子同樂日暨展覽（同樂日）作為重點活動。同樂日於2024年11月23至24日在九龍公園舉行，設



通訊辦每年均積極舉辦消費者教育活動，增加公眾對精明使用通訊服務的認識，活動包括社區講座、學校巡迴劇、學校講座、小型展覽等。

OFCA actively organises the Consumer Education Campaign every year to enhance public knowledge of smart use of communications services. The activities include community talks, roving drama for schools, school talks and mini exhibitions.

有互動攤位遊戲、問答比賽、親子工作坊、資訊展品和教育短片。「提防電騙海報及標語設計比賽」的頒獎典禮亦於同樂日期間舉行，向各得獎者頒發獎項。該比賽旨在提高小學生對防電騙訊息的警覺性，共收到來自113間小學超過2 900份作品。消費者教育活動的其他項目包括小型展覽、社區和學校講座，以及學校巡迴劇表演，提醒公眾提防電話及短訊詐騙。

為配合是次消費者教育活動的主題，通訊辦製作了兩輯全新的一分鐘動畫短片，分別名為「向電話詐騙說不」及「向短訊詐騙說不」，以宣傳通訊辦打擊電話騙案的措施，並鼓勵公眾使用來電過濾應用程式。此外，兩套主題為「電話卡要實名 合規登記至精明」和「留意提示訊息 小心可疑來電」的全新電視宣傳短片及電台宣傳聲帶，先後於2024年7月及2025年1月推出。第一套宣傳短片及聲帶提醒市民使用自己的身份證正本完成電話卡實名登記，第二套旨在向公眾宣傳新啟動電話儲值卡加插話音提示的措施已推出。



年內，通訊辦共推出了兩套宣傳短片及聲帶，推廣新啟動流動電話儲值卡實施話音提示，以及使用個人身份證明文件正本進行實名登記。

During the year, OFCA launched two new sets of APIs to promote the implementation of voice alerts for newly activated PPS cards, and use of original identity document for SIM card registration.





## Consumer Education Programmes

### *Continued Publicity Efforts against Telephone Scams*

OFCA continued its multi-faceted publicity efforts during the year through the launch of the annual Consumer Education Campaign (Campaign). Under the theme “Say NO to Phone Scams”, the Campaign aimed to enhance public vigilance against telephone and SMS scams. As the highlight of the Campaign, a Fun Day cum Exhibition (Fun Day) was held on 23 and 24 November 2024 at Kowloon Park, featuring interactive game booths, quiz contests, family workshops, informative exhibits, and educational videos. The award presentation ceremony for the “Beware of Phone and SMS Scam Poster and Slogan Design Competition” was also held at the Fun Day to present awards to the winners. The competition, aiming at raising primary students’ awareness

of anti-phone scam messages, received over 2 900 entries from a total of 113 primary schools. Other activities under the Campaign included mini exhibitions, community and school talks, as well as roving drama performances for schools to remind the public to stay vigilant against telephone and SMS scams.

To tie in with the theme of the Campaign, OFCA produced two new one-minute animated short videos, namely “Say No to Phone Scams” and “Say No to SMS Scams”, to promote OFCA’s anti-phone scam measures and encourage the public to use call-filtering apps. In addition, two new sets of television and radio announcements in the public interest (APIs) under the themes “Use Your Original Identity Document for SIM Card Registration” and “Pay Attention to Alerts. Be Cautious with Suspicious Calls.” were produced in July 2024 and January 2025 respectively. The first set of APIs reminds the public to complete SIM card registration with their own original identity documents, while the second one aims to promote to the public the implementation of voice alerts for newly activated PPS cards.



為提高市民對電話詐騙的警覺性和意識，通訊局於2024年11月23日及24日在九龍公園舉辦以「向電話詐騙說『不』」為主題的大型親子同樂日暨展覽。

To raise public vigilance against and awareness of telecommunications scams, CA organised the large-scale “Say NO to Phone Scams” Fun Day cum Exhibition at Kowloon Park on 23 and 24 November 2024.



通訊局在同樂日舉行「提防電騙海報及標語設計比賽」頒獎典禮，頒發獎項予得獎者。

The award presentation ceremony for the “Beware of Phone and SMS Scam Poster and Slogan Design Competition” was held at the Fun Day to present awards to the winners.



### 防電騙地區大使計劃

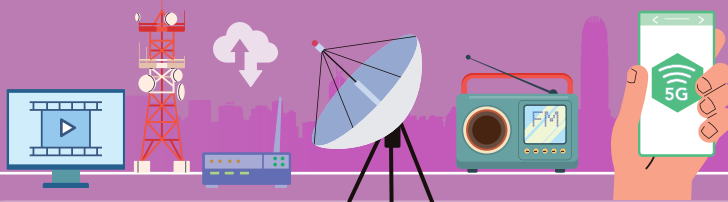
為進一步加強推廣防電騙訊息的宣傳工作，通訊辦於2025年1月中推出防電騙地區大使計劃（大使計劃），邀請全港18區的區議員及其辦事處人員參與，協助在社區層面向公眾宣傳防電騙訊息。大使計劃獲得超過150個區議員辦事處的支持，並有超過300位區議員及其辦事處人員參與成為防電騙地區大使（地區大使）。通訊辦於2025年1月16日

舉行大使計劃啟動禮，並即場舉行防電騙資訊講座，向地區大使介紹通訊辦實施的打擊電話詐騙措施，以及向他們提供防電騙相關資訊。通訊辦亦向參與大使計劃的區議員辦事處提供防電騙宣傳單張和紀念品，供他們在社區活動及日常與當區居民聯繫時派發給公眾。在2025／26年度，通訊辦會透過路演及其他宣傳活動繼續與地區大使合作，持續加強推行防電騙宣傳工作。



通訊辦於2025年1月16日舉行防電騙地區大使計劃啟動禮，通訊事務總監梁仲賢先生與多位區議會主席及代表主持啟動儀式。

OFCA held the Launch Ceremony of the District Anti-Phone Deception Ambassador Scheme on 16 January 2025. Mr Chaucer Leung, Director-General of Communications, officiated at the launch ceremony with DC Chairmen and representatives.



## District Anti-Phone Deception Ambassador Scheme

To further strengthen publicity efforts on the promotion of anti-phone scam messages, OFCA launched the District Anti-Phone Deception Ambassador Scheme (Ambassador Scheme) in mid-January 2025 by inviting District Council (DC) Members and staff members of their ward offices from all 18 districts in Hong Kong to participate and help promote the messages to the public at the community level. Over 150 DC Members' ward offices supported the initiative, with more than 300 DC Members and their staff members joining the Ambassador Scheme as District Anti-Phone

Deception Ambassadors (Ambassadors). The launch ceremony of the Ambassador Scheme was held on 16 January 2025, followed by an anti-deception information seminar to introduce to the Ambassadors the measures implemented by OFCA to combat telephone scams and to provide them with information related to anti-phone scam messages. OFCA also provided the participating DC Members' ward offices with anti-phone scam promotional leaflets and souvenirs for distribution to the public through their community activities and daily contacts with residents in their districts. OFCA will continue to collaborate with the Ambassadors through the conduct of roadshows and other promotional activities in 2025/26 to sustain and strengthen its anti-phone scam publicity efforts.



通訊辦委任逾300名來自全港十八區的區議員和區議員辦事處人員為防電騙地區大使，協助在地區層面推廣防電騙訊息。

Over 300 DC members and staff members of their ward offices from all 18 districts in Hong Kong were appointed as District Anti-Phone Deception Ambassadors to assist in the promotion of anti-phone scam messages at the community level.