

LEGISLATIVE COUNCIL BRIEF

CENSUS AND STATISTICS (2016 POPULATION CENSUS) ORDER

INTRODUCTION

A At the meeting of the Executive Council on 6 October 2015, the Council ADVISED and the Chief Executive ORDERED that the Census and Statistics (2016 Population Census) Order (“the Order”), at **Annex A**, should be made under section 9 of the Census and Statistics Ordinance, to direct the Commissioner for Census and Statistics to take a population by-census for Hong Kong in 2016.

JUSTIFICATIONS

Objective

2. It has been an established practice in Hong Kong since 1961 to conduct a population census at ten-year intervals and a population by-census in the middle of the intercensal period. The objective is to obtain up-to-date benchmark information on the socio-economic characteristics of the population and on its geographical distribution. Such information provides benchmark data for studying the direction and trend of population changes. The data are key inputs for making projections concerning population, household, labour force and employment. Such information is vital to the Government for planning and policy formulation, as well as to the private sector and academia for business and research purposes.

3. Population censuses involve a complete headcount of the population, while population by-censuses enquire about the detailed characteristics of the population on the basis of a large sample. The size

and characteristics of the entire population are inferred from the sample results in accordance with statistical theories. The sizable scale of a population by-census, as compared to other general sample household surveys, can provide statistics of high precision even for population sub-groups and small geographical areas.

The 2016 Population By-census (“16BC”)

4. The Census and Statistics Department (“C&SD”) intends to take a population by-census from 30 June to 2 August 2016 which would last for 34 days. C&SD has drawn up the data topics to be covered by the 16BC, having taken into account views and suggestions put forward in an earlier extensive public consultation conducted in 2013-14. Data topics included cover a broad range of items on socio-economic characteristics. These data topics are generally not covered by other data sources and are relevant to meet users’ need. Compared to the 2011 Population Census, four new data topics have been added, namely, “Ability to read/write languages”, “Hours of work”, “Whether sub-divided units” (in respect of premises other than a vessel) and “Saleable area of accommodation”.

5. The 16BC is a large-scale and complex operation involving enumeration of some 300 000 households. To tie in with the prevailing lifestyle of the community and to promote environmental protection, C&SD will adopt a multi-modal, paperless data collection approach. Households will be provided with the option to complete and submit self-administered e-questionnaires online or via a dedicated mobile app. C&SD will then arrange for census officers to visit those households have they not completed their e-questionnaires. Census officers will use mobile tablets to record the information collected during face-to-face interviews.

6. C&SD conducted a pilot survey covering some 3 000 households from June to August 2015 to try out the questionnaire design and operational arrangements of the above-mentioned approach. The response to the pilot survey was satisfactory. C&SD is fine-tuning the operational arrangements and relevant supporting computer systems for the 16BC based on the experience of the pilot survey.

7. As in previous censuses and by-censuses, C&SD would implement strict procedures in the 16BC to ensure that all information collected on individual persons and households would be handled in strict confidence for protecting data privacy. E-questionnaires will be processed on a secure platform meeting the government information security requirements. As for data collected by census officers using mobile tablets, completed questionnaires will immediately be encrypted and transmitted to the central system, and deleted from the mobile devices. Also, C&SD will put in place a mobile management system for remotely wiping out all data in a tablet in case it is lost. All data will only be processed within C&SD by authorised personnel. C&SD will only release statistics which will not reveal the identity of the individuals involved. The completed questionnaires containing data on individual persons and households will all be destroyed not later than one year from the commencement date of the 16BC, i.e. not later than 29 June 2017 in accordance with section 7 of the Order.

Other Options

8. The Order is necessary to provide statutory backing for the conduct of the 16BC which cannot be achieved through administrative means.

THE ORDER

9. The Order specifies the dates for taking the 16BC, the persons, premises and vessels in respect of which particulars are to be obtained, the purpose of this by-census, persons who are required to give the requisite information, and the deadline for destroying the completed questionnaires. The Schedule to the Order specifies the matters in respect of which respondents are required to give particulars.

LEGISLATIVE TIMETABLE

10. The legislative timetable is as follows-

Publication in the Gazette	23 October 2015
Tabling at the Legislative Council (“LegCo”) for negative vetting	28 October 2015
Commencement	17 December 2015

IMPLICATIONS

B 11. The Order has economic, financial and civil service implications as set out in **Annex B**. It is in conformity with the Basic Law, including the provisions concerning human rights. It has no direct productivity, environmental, family and gender implications and no sustainability implications other than providing comprehensive and useful data on Hong Kong’s population for planning purpose and creation of job opportunities as mentioned in paragraph 17 below and paragraph 2 in **Annex B** respectively. The Order does not affect the binding effect of the Census and Statistics Ordinance.

MAINLAND RELATIONS AND RELATED PUBLIC RELATIONS MEASURES

12. The Order has no implication for Mainland relations. No related public relations measure is considered necessary.

PUBLIC CONSULTATION

13. In 2013-14, C&SD consulted relevant Government bureaux and departments, as well as the Statistics Advisory Board, District Council

members and non-Government organisations, including relevant faculties and departments in academic institutions, on various aspects of the 16BC. C&SD briefed the LegCo Panel on Financial Affairs on 2 December 2013 on the planned approach of the 16BC.

14. During C&SD's consultation, respondents put forward various suggestions on the data topics to be included in the 16BC. While some suggested topics will be added in the 16BC (see paragraph 4 above), some others are already available in other survey vehicles (e.g. expenses, travelling time to school/work, IT usage and penetration). Some other suggestions are conceptually complicated and/or sensitive (e.g. value of assets, disabilities, sexual orientation, gender identity) and would require more skillful enumerators with full training to obtain such data. We consider that the 16BC is not an appropriate channel for collecting such information.

PUBLICITY

15. The Order will be published in the Gazette on 23 October 2015, and a press release will be issued on the same day. A spokesperson will be available to handle media enquiries.

16. C&SD will mount an extensive publicity campaign for the 16BC by phases. Starting from June 2015, C&SD has been launching promotional activities gradually to create and sustain public awareness of the 16BC. C&SD will roll out more intensive publicity about two months before the commencement of the data collection period in end June 2016, and conduct a press conference in mid-June 2016 to appeal for public co-operation, which are essential for the smooth conduct of the 16BC. In particular, to facilitate the identification of census officers and the authenticity of notification letters issued by C&SD, we will strengthen publicity on these areas and widely publicise the telephone number of the 16BC hotline. C&SD will also hold additional media sessions as and when necessary to publicise various 16BC-related activities and to address any concerns that may arise during the by-census period.

BACKGROUND

17. Population censuses were conducted in Hong Kong at ten-year intervals in 1961, 1971, 1981, 1991, 2001 and 2011; and population by-censuses were conducted in 1966, 1976, 1986, 1996 and 2006 in between consecutive population censuses. Population censuses and by-censuses have developed into well-known and well-accepted projects over the years. There is also a recognised need in the community for the continuation of such projects to provide comprehensive and useful data on Hong Kong's population and households for various planning purposes.

ENQUIRIES

18. Enquiries in relation to the Order should be directed to Ms Marion CHAN, Assistant Commissioner (Social), Census and Statistics Department at 2582 4801.

Financial Services and the Treasury Bureau
14 October 2015

Census and Statistics (2016 Population Census) Order

(Made by the Chief Executive in Council under section 9 of the Census and Statistics Ordinance (Cap. 316))

1. Commencement

This Order comes into operation on 17 December 2015.

2. Interpretation

In this Order—

2016 census (2016年普查) means a census of population referred to in section 3(1);

census reference moment (普查參考時刻) means 3 a.m. on 30 June 2016;

premises (處所) includes a staircase, a corridor and an unsheltered place;

vessel (船隻)—

- (a) means any description of vessel, whether or not it is used in navigation or constructed or adapted for use in navigation; and
- (b) includes a ship and a boat.

3. Census to be taken

- (1) The Commissioner must take a census of population from 30 June 2016 to 2 August 2016 (both dates inclusive) to obtain particulars of—
 - (a) persons dwelling in Hong Kong—
 - (i) including persons dwelling on board a vessel in Hong Kong other than an excluded vessel; but

- (ii) excluding any naval, military or air force personnel;

- (b) premises, other than a vessel, in Hong Kong that are occupied by any person under paragraph (a) for dwelling purposes, and households in those premises; and

- (c) vessels on board of which persons under paragraph (a)(i) dwell, and households on board those vessels.

(2) In this section—

excluded vessel (豁除船隻) means—

- (a) a vessel used by the Government of the Hong Kong Special Administrative Region, the Central People's Government or the government of a foreign state, at the time when a census officer seeks access to the vessel; or

- (b) a warship.

4. Purpose of census

The purpose of the 2016 census is to obtain information on the demographic, social and economic characteristics of the population of Hong Kong at the time of the taking of the census.

5. Sampling methods may be used

The Commissioner may use sampling methods for the collection of information relating to the 2016 census.

6. Occupants to give particulars of matters specified in Schedule

- (1) An occupant occupying any premises subject to census under section 3(1)(b) or dwelling on board any vessel subject to census under section 3(1)(c) must, for the purpose of the 2016 census, give to the Commissioner particulars of the matters specified in the Schedule in respect of—

- (a) the occupant, the premises or the vessel, and the household in those premises or on board that vessel; and
- (b) any other person—
 - (i) who occupies the premises or dwells on board the vessel; and
 - (ii) who is—
 - (A) aged below 15 and under the occupant's guardianship; or
 - (B) unable to give those particulars by reason of sickness, disablement, absence or other sufficient cause.

(2) In this section—

occupant (佔用人)—

- (a) means a person who has reached 15 years of age at the census reference moment; but
- (b) excludes any naval, military or air force personnel.

7. **Deadline for destroying completed schedules**

The Commissioner must destroy all completed schedules collected or received by census officers for the 2016 census, and all copies of the schedules, not later than 29 June 2017.

Schedule

[s. 6]

Specified Matters

1. **For persons**

Year and month of birth

Sex

Whether a member of the household

Relationship to other members of the household

Whereabouts at the census reference moment

Usual accommodation in Hong Kong

Place of birth

Nationality

Ethnicity

Duration of residence in Hong Kong

Whether Hong Kong permanent resident, Hong Kong non-permanent resident, visitor holding Two-way Permit from the Mainland of China or visitor holding other travel document

Number of months stayed respectively in Hong Kong, the Mainland of China, Macau and other places in the past 6 months

Number of months expected to stay in Hong Kong in the next 6 months

If not usually staying in Hong Kong, reason for usually not staying in Hong Kong

Marital status

School attendance

Educational attainment—
 highest level attended
 highest level completed

Place of study

Mode of transport to place of study

Field of study

Usual language

Ability to speak other languages or dialects

Ability to read languages

Ability to write languages

Place of residence 5 years ago

Type of housing 5 years ago

Tenure of accommodation 5 years ago

Saleable area of accommodation 5 years ago

Economic activity status

Industry

Occupation

Place of work

Mode of transport to place of work

Hours of work in main employment

Earnings from main employment

Whether having other employment

Hours of work in all other employment

Earnings from all other employment

Other cash incomes

Whether owner of premises

2. For households

Type of household

Household size

Household composition

Household income

3. For premises other than vessels

Type of premises

Whether subdivided units

Whether usual or occasional residence

Number of households in premises

Number of persons in premises

Type of accommodation

Number of living or dining rooms

Number of bedrooms

Number of kitchens

Number of bathrooms or toilets

Number of other rooms

Number of cocklofts

Number of bedspaces

Tenure of accommodation

Saleable area of accommodation

Rent

Rates, Government rent and management fee

Mortgage payment

Outstanding mortgage period or loan period

4. For vessels

Type of vessel

Whether usual or occasional residence

Number of households on board vessel

Number of persons on board vessel

Clerk to the Executive Council

COUNCIL CHAMBER

2015

Explanatory Note

This Order directs the Commissioner for Census and Statistics to take a census of population of Hong Kong in 2016 to obtain particulars relating to persons, premises, vessels and other matters described in the Order.

Economic, Financial, Civil Service and Sustainability Implications

Financial, civil service and sustainability implications

In July 2014, the LegCo Finance Committee approved an amount of \$88.814 million for the acquisition of computer equipment and services to support various activities in the 16BC. Separately, an amount of \$256.59 million has been allocated to C&SD for the preparatory work and the conduct of the 16BC over a 5-year period from 2014-15 to 2018-19 for employing additional manpower resources and setting up an office for conducting the 16BC.

2. A project team has been set up comprising mainly statistical, administrative, clerical and field staff, and information technology professionals. The amount of additional manpower required in the project team varies in different stages of the project, with the peak of around 260 civil service posts and non-civil service contract (NCSC) positions to be required shortly before and during the by-census period. The majority of the additional manpower will be in the form of NCSC positions and there are also some 50 additional civil service posts approved in accordance with established mechanism. These additional posts are time-limited in nature and will lapse corresponding to the completion of the relevant stages of by-census exercise. Apart from the project team, C&SD will recruit about 6,200 temporary field workers, mainly secondary/primary school teachers and post-secondary students during the by-census period.

Economic implications

3. The 16BC will provide comprehensive and useful population and household related information to the Government, the academics and the business community for planning, research and formulating business strategies, which will benefit Hong Kong as a whole. Furthermore, some additional jobs of various durations will be created to support the pre-operation preparation work, by-census operation and post-operation activities.