

LEGISLATIVE COUNCIL BRIEF

CENSUS AND STATISTICS (2011 POPULATION CENSUS) ORDER

INTRODUCTION

A At the meeting of the Executive Council on 9 November 2010, the Council ADVISED and the Chief Executive ORDERED that the Census and Statistics (2011 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 census for Hong Kong in 2011.

JUSTIFICATIONS

Objective

2. It has been an established practice in Hong Kong since 1961 to conduct a population census every ten years. The aim is to obtain up-to-date benchmark information on the socio-economic characteristics of the population and on its geographical distribution. They provide 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 for business planning. The next Population Census will be conducted in 2011.

The 2011 Population Census (“11C”)

3. The Census and Statistics Department (“C&SD”) intends to conduct a population census from 30 June to 2 August 2011 which would last for 34 days. C&SD has drawn up the data topics to be covered by the 11C, having taken into account views and suggestions put forward in the earlier extensive public consultation conducted in 2008-09. 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 the users’ need.

4. The 11C is a large-scale and complex operation involving enumeration of some 2.4 million households. All persons aged 15 or above (except military personnel) occupying any premises or dwelling on board any vessels subject to census will be required to give information according to the census questionnaires. Following the advancement of technology and changing lifestyle of Hong Kong people, and in line with the latest recommendations of the United Nations, C&SD would in addition to conducting conventional face-to-face interviews in data collection introduce a new multi-modal data collection approach in the 11C through delivery of questionnaires by post or via the internet for self-enumeration.

5. C&SD had conducted a pilot survey covering some 30,000 households from June to August 2010 to try out the questionnaire design and operational arrangements, including the new self-enumeration approach for 11C. The response to the pilot survey was satisfactory. C&SD is fine-tuning the operational arrangements and relevant supporting computer systems for 11C based on the experience of the pilot survey.

6. As in previous censuses, C&SD would implement strict procedures in the 11C to ensure that all information collected on individual persons and households would be handled in strict confidence for protecting data privacy. Only statistics, from which individual identity cannot be revealed, would be released. The completed questionnaires containing data on individual persons and households would all be destroyed not later than one year from the commencement date of the 11C, i.e. not later than 29 June 2012.

Other Options

7. The Order is necessary to render the statutory backing for the conduct of the 11C, which cannot be achieved through administrative means.

THE ORDER

8. The Order specifies the dates for taking the 11C, the persons and premises in respect of which particulars are to be obtained, the purpose of this census, persons who are required to give the requisite information, and the dates for destroying the completed questionnaires. The Schedule of the Order specifies the matters in respect of which particulars are to be provided by the respondents.

LEGISLATIVE TIMETABLE

- 9. The legislative timetable will be-

Publication in the Gazette	19 November 2010
Tabling at the Legislative Council for negative vetting	24 November 2010
Commencement	13 January 2011

IMPLICATIONS OF THE ORDER

B 10. 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 productivity, environmental or sustainability implications. The Order does not affect the binding effect of the Census and Statistics Ordinance.

PUBLIC CONSULTATION

11. In 2008-09, C&SD consulted relevant Government bureaux and departments, as well as the Statistics Advisory Board and non-Government organizations, including relevant faculties and departments in academic institutions, on various aspects of the 11C. The Legislative Council Panel on Financial Affairs was briefed on the planned approach of the 11C on 5 January 2009.

12. During C&SD’s consultation, respondents put forward various suggestions on the data topics to be included in the 11C. Amongst the suggested data topics, some are already available in other survey vehicles (e.g. hours of work, spending on major activities, population mobility, information on a specific population sub-groups) or can be extracted from administrative records (e.g. age of buildings). Some other suggestions are conceptually complicated and/or sensitive (e.g. value of assets, cohabitation, disabilities or sexual orientation) and would require skillful enumerators with full training to obtain such data. As such, the 11C is not an appropriate channel for collecting such information.

PUBLICITY

13. The Order will be published in the Gazette on 19 November 2010. A LegCo brief and a press release will be issued before gazettal of the Order. A spokesperson will be available to handle media enquiries.

14. C&SD will launch a phased publicity campaign from November 2010 onwards with more intensive publicity to be rolled out around ten weeks before the commencement of the 11C. C&SD will conduct a press conference in mid-June 2011 to enhance public awareness and appeal for public co-operation, which are essential for the smooth conduct of the 11C. Additional media sessions will be held as and when necessary to publicize various 11C-related activities and to address any concerns that may arise during the census period.

BACKGROUND

15. Population censuses were conducted in Hong Kong in ten-year intervals in 1961, 1971, 1981, 1991 and 2001. Population by-censuses were also conducted in 1966, 1976, 1986, 1996 and 2006 in between consecutive population censuses. Population censuses have developed into well-known and well-accepted projects over the years. Since there is a recognized 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, the general public has been supportive to the conduct of censuses.

ENQUIRIES

16. Enquiries in relation to the Order should be directed to Mr. Stephen LEUNG, Assistant Commissioner (Social), Census and Statistics Department at 2582 4801.

**Financial Services and the Treasury Bureau
17 November 2010**

Census and Statistics (2011 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 13 January 2011.

2. Interpretation

In this Order—

2011 census (2011 普查) means a census of population referred to in section 3(1);

census reference moment (普查參考時刻) means 3:00 a.m. on 30 June 2011;

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

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

3. Census to be taken

(1) The Commissioner must take a census of population from 30 June to 2 August 2011 (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 in Hong Kong which are not a vessel and 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) any vessel used by the Government of the Hong Kong Special Administrative Region at the time when a census officer seeks access to the vessel;
- (b) any warship; or
- (c) any ship used by the Central People's Government or the Government of any foreign state at the time when a census officer seeks access to the ship.

4. Purpose of census

The purpose of the 2011 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 relevant to the 2011 census.

6. Occupants to give particulars of matters specified in the 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 2011 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) means a person who has reached 15 years of age at the census reference moment, but 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 2011 census, and all copies of the schedules, not later than 29 June 2012.

Schedule

[s. 6]

Matters in respect of which Particulars are to be Obtained

A. **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
- Place of residence 5 years ago
- Type of housing 5 years ago
- Economic activity status
- Industry
- Occupation
- Place of work
- Mode of transport to place of work
- Earnings from main employment
- Whether having other employment
- Earnings from all other employment
- Other cash incomes
- Whether owner of premises
- B. For households**
 - Type of household
 - Household size
 - Household composition
 - Household income
- C. For premises other than vessels**
 - Type of premises

- Occupancy of premises
- 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
- Rent
 - Rates, Government rent and management fee
 - Mortgage payment
 - Outstanding mortgage period or loan period
- D. For vessels**
 - Type of vessel
 - Occupancy of vessel
 - Number of households on board vessel
 - Number of persons on board vessel

Explanatory Note

This Order directs the Commissioner for Census and Statistics to carry out a census of population of Hong Kong in 2011 to obtain particulars in respect of persons, premises, vessels and other matters described in the Order.

Clerk to the Executive Council

COUNCIL CHAMBER

2010

FINANCIAL AND CIVIL SERVICE IMPLICATIONS

In June 2009, the LegCo Finance Committee approved an amount of \$85 million for the acquisition of computer equipment and services to support various activities in the 11C.

2. Separately, an amount of \$435 million has been allocated to C&SD for the preparatory work and the conduct of the 11C over a 4-year period from 2009-10 to 2012-13 for employing additional manpower resources and setting up an office for conducting the 11C. A Census 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 370 civil service posts/non-civil service contract (NCSC) positions to be required shortly before and during the census period. The majority of the additional manpower will be in the form of NCSC positions and there are also some 90 additional civil service posts approved in accordance with established mechanism. These additional posts are supernumerary in nature and will lapse upon the completion of the census exercise. Apart from the Census Project Team, C&SD will recruit about 19,500 temporary field workers, mainly secondary/primary school teachers, sixth form and post-secondary students during the census period.

ECONOMIC IMPLICATIONS

3. The 11C 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 pre-census preparation work, census operation and post-census activities.