## Consultation Paper on Improvement Measures of the Voter Registration System

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## Consultation Paper on Improvement Measures of the Voter Registration System

#### I. Introduction

To address recent public concerns about the accuracy of the residential addresses recorded in the register of electors, the Government conducted a review of the existing voter registration (VR) system at the end of 2011. Based on the review, the Government proposed the following improvement measures:

- (a) to introduce a requirement that address proof should be provided as standard supporting evidence at the same time when a person applies for registration as a geographical constituency (GC) elector or when a registered elector applies for change of his residential address;
- (b) to enhance the existing checking performed by the Electoral Registration Officer (ERO);
- (c) to consider introducing legislative amendments to require electors to report change of registered addresses and to introduce sanction for registered electors who fail to report change of addresses before the statutory deadline and vote at an election afterwards;
- (d) to enhance publicity measures; and
- (e) to conduct additional checks on the lists of demolished buildings and buildings to be demolished.
- 2. The subject was discussed at the meeting of the Legislative Council (LegCo) Panel on Constitutional Affairs (CA Panel) on 19 December 2011 and a motion debate in the LegCo on 21 December 2011. Having considered the views of Members at the CA Panel meeting and the motion debate, the Government announced that it would implement a number of improvement measures from 1 January 2012 and would conduct public consultation on the other proposed measures. Accordingly, the Constitutional and Mainland Affairs Bureau (CMAB) has prepared this Consultation Paper to collect views from the public on a number of issues as set out in paragraph 39 below.

3. We will consider all the comments and suggestions that will be received. Any persons or organizations wishing to offer views are invited to send them to the CMAB on or before 2 March 2012. After the consultation, the Government will consolidate the views received and take forward appropriate improvement measures and, if necessary, legislative amendments.

## II. Voting Rights and Existing Voter Registration System

## **Voting rights**

- 4. According to Article 26 of the Basic Law, permanent residents of the Hong Kong Special Administrative Region (HKSAR) shall have the right to vote and the right to stand for election in accordance with law.
- 5. Article 21 of the Hong Kong Bill of Rights (HKBOR) under the Hong Kong Bill of Rights Ordinance (Cap. 383) (HKBORO) recognizes and protects the right and opportunity of every permanent resident to take part in the conduct of public affairs, the right to vote and to be elected, and the right to have access to public service, without discrimination and unreasonable restrictions.

#### **Eligibility for voter registration**

- 6. Under section 48(1) of the LegCo Ordinance (Cap. 542) (LCO), a person is entitled to vote at an election to return a Member for a constituency only if the person is registered as an elector for the constituency. To qualify for registration as an elector for the GCs, the applicant has to fulfill the eligibility criteria set out in sections 27 to 31 of the LCO at **Annex A**. In brief, a person is eligible if he fulfills the following conditions that he:
  - (a) is aged 18 or above;
  - (b) is a permanent resident of Hong Kong;
  - (c) at the time of applying for registration, ordinarily resides in Hong Kong and the residential address in his application for registration is his only or principal residence in Hong Kong;
  - (d) holds an identity document; and
  - (e) is not subject to any disqualification from registration.

7. VR in Hong Kong is voluntary. Persons fulfilling the above criteria may apply for registration as electors for the GCs according to their residential addresses. The application form is at <u>Annex B</u>. The application procedures are stipulated under the Electoral Affairs Commission (Registration of Electors) (LegCo GCs) (District Council Constituencies) Regulation (Cap. 541A).

#### **Procedures for voter registration**

- 8. Cap. 541A stipulates a statutory timeframe for receiving applications for registration as electors for GCs, publication of the provisional register (PR), omissions list<sup>1</sup> (OL) and final register (FR), and determination of claims and objections in an annual registration cycle.
- 9. The ERO will process the application forms after they have been received. If the information provided is incomplete or incorrect, the ERO will send a written enquiry to the applicant to seek further information or proof. If the applicant fails to provide the required information or the ERO is not satisfied with the information provided, the ERO may decide not to consider the application further. An applicant who qualifies for registration will be allocated to the relevant GC and District Council Constituency Area (DCCA) on the basis of his residential address.
- 10. Based on the current FR and the applications received on or before the VR deadline for the year, the ERO is required to publish a PR and an OL for public inspection. The public may lodge claims and objections regarding the entries in the PR or the OL during a two-week inspection period. Cases of claims and objections will be referred to the Revising Officer (RO) for consideration. After settling all the claims and objections, the ERO will publish an FR for the year. remains valid until the publication of the next FR. Only electors recorded in the last published FR for a constituency are entitled to vote in an election for that constituency. The deadline for receiving VR applications and the publication of the FR are approximately two months apart in a VR cycle. The statutory timetables for the VR cycle in a District Council (DC) election year and a non-DC election year are at Annex C.

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The OL will include persons who, to the ERO's satisfaction, are dead, no longer eligible to be registered, have been disqualified and whose address recorded in the existing final register against a person's name is no longer the person's principal residential address.

#### **Existing voter registration system**

11. As electors will be allocated to the respective GCs and DCCAs in accordance with their residential addresses, measures are in place to ensure that the residential address of an elector is his only or principal residence in Hong Kong. In view of HKSAR permanent residents' right to vote without unreasonable restrictions, the need to facilitate eligible persons to register, and to maintain the accuracy and integrity of the voter registers, the existing VR system consists of three components, namely applicants' declaration, transparent public inspection and checking by the ERO.

## Applicants' declaration

- 12. The existing VR system has a declaration requirement. The applicant is required to make a declaration of his registration particulars when he applies for registration as an elector and when a registered elector applies for change of his residential address. The applicant has to declare in the application form that the particulars he provided are true and accurate, including the residential address provided is his only or principal residence in Hong Kong.
- At present, a person commits an offence under section 22 of Cap. 541A if he makes any statement which the person knows to be false in a material particular or recklessly makes any statement which is incorrect in a material particular or knowingly omits any material particular when furnishing the ERO with information regarding his application for registration. The maximum penalty is a fine of \$5,000 and imprisonment for 6 months. If the person subsequently votes in an election, he may be taken to have engaged in corrupt conduct under section 16 of the Elections (Corrupt and Illegal Conduct) Ordinance (Cap. 554) (ECICO), and is liable to a maximum penalty of a fine of \$500,000 and imprisonment for 7 years.

14. There is a clear warning message on the front page of the VR application form at Annex B to remind applicants of the relevant offence provisions. When sending poll cards to registered electors before an election, a leaflet published by the Independent Commission Against Corruption (ICAC) is included to remind electors of the importance of abiding by the rules and supporting clean elections, including the message that an elector must not vote at an election after having knowingly given false or misleading information (e.g. false residential address) to the ERO.

#### Transparent public inspection

15. The existing VR system is transparent for the public to monitor. Every year, the ERO will make available the PR and the OL for public inspection. Before the publication of the FR, the public is given the opportunity to lodge claims and objections against the entries in the PR or the OL. The cases will be referred to the RO for consideration and ruling. The FR, after publication, is also available for public inspection at the Registration and Electoral Office (REO) and the District Offices.

## Checking

- 16. In addition to public inspection, the ERO has also put in place different forms of checking to ensure the accuracy of the declared addresses in the voter registers. Where necessary, the ERO will report irregularities to the relevant law enforcement agencies for investigation. At present, the following checks are performed:
  - (a) the ERO will send written enquiries to the applicant to seek further information or proof if he has doubt when processing an application. If the applicant fails to provide the required information or the ERO is not satisfied with the information provided, the ERO may decide not to consider the application further;
  - (b) the ERO will send by mail a registration notice to inform the applicant of his registration result after the ERO has approved an application. Where the registration notice cannot be delivered because of problems associated with the accuracy or completeness of the registered address, the ERO will take follow-up actions such as seeking clarification from the electors concerned;

- (c) the use of postal address is not allowed when an applicant applies for registration or when an elector reports change of his residential address, unless there is no postal service available for his residential address<sup>2</sup>. To ascertain whether an address has postal service, the ERO will seek confirmation from the Hongkong Post if necessary;
- (d) if a poll card for an election is not successfully delivered to an elector and is returned to the ERO, the ERO will take follow-up actions such as making telephone calls to the elector concerned to seek clarification and to remind the elector to report change of his residential address before the statutory deadline for reporting change of particulars. If the elector cannot be contacted or does not update his residential address despite the telephone appeal, the ERO will send an inquiry letter to the elector by registered post to ascertain whether he still resides in the address recorded in the existing FR. If the elector fails to provide such written confirmation or update his residential address before the deadline specified in the inquiry letter, his name will be put on the OL to be published in the VR cycle;
- (e) the ERO examines the FR every year and identifies all the registered addresses with 7 or more electors. Except for justified and verified cases such as elderly homes, the ERO will make telephone or written enquiries to the electors concerned requesting them to confirm their address records. If an elector confirms that he has already moved out of the address or the letter issued to him cannot be delivered, the ERO will include the elector in the inquiry process in the VR cycle;
- (f) as a standing arrangement with the Immigration Department, the ERO matches the addresses of registered electors with addresses of the applicants for the smart identity cards, with the consent of the individuals concerned;

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Before 2009, as an administrative arrangement, applicants applying for registration were allowed to provide postal addresses (apart from the registered residential addresses in their application forms) for the purpose of receiving election-related materials.

- (g) the ERO conducts a cross-matching exercise with the Housing Department, Housing Society and Home Affairs Department every year concerning addresses of registered electors, with the consent of the Privacy Commissioner for Personal Data;
- (h) for newly established private housing estates, the ERO will send letters together with VR forms to the new tenants reminding them to update their residential addresses before the statutory deadline; and
- (i) the ERO will take appropriate follow-up actions with relevant registered electors after receiving reports from the Rating and Valuation Department on instances of addresses no longer in existence (such as demolished buildings). If the relevant electors do not reply by the specified deadline, their names will be included in the OL to be published in the VR cycle.

#### **Offence**

- 17. Under section 22 of Cap. 541A, it is an offence for a person to make a false or incorrect statement knowingly for VR purposes. It is also an offence for a person to cause another person to make such false or incorrect statement. The maximum penalty is a fine of \$5,000 and imprisonment for 6 months.
- 18. Under section 16 of the ECICO,
  - (a) it is an offence if a person
    - (i) votes at the election knowing that the person is not entitled to do so; or
    - (ii) votes at the election after having knowingly or recklessly given to an electoral officer information that were materially false or misleading, or knowingly omitted to give material information to an electoral officer;
  - (b) it is also an offence if a person invites or induces another person
    - (i) to vote at the election knowing that the other person is not entitled to do so; or

(ii) to vote at the election knowing that the other person has given to an electoral officer information that was materially false or misleading, or has omitted to give material information to an electoral officer;

The maximum penalty for the above offences is a fine of \$500,000 and imprisonment for 7 years.

19. The extracts of the relevant provisions are at **Annex D**.

#### Poll card

20. For GC elections, an elector will be assigned to vote at a polling station that is close to his or her registered residential address as far as practicable. The elector may only vote at the polling station allocated to him or her. In order to inform the electors of the polling stations at which they should cast their votes, section 31 of the Electoral Commission (Electoral Procedure) (LegCo) Regulation (Cap. 541D) provides that for every contested election, the Chief Electoral Officer (CEO) must send a poll card to each elector at least 10 days before the polling day. The CEO must state in the poll card the polling station at which the elector must cast his or her vote. When requesting for a ballot paper at the polling station, an elector is required to produce identity document or other related document that can prove his or her identity. It is not a statutory requirement for an elector to bring the poll card to the polling station.

## III. Review of the Voter Registration System

- 21. The Government has reviewed the VR system, taking into account public concerns that electors may have made false declaration of their residential addresses, some residential addresses recorded in the register of electors may not be correct, and some electors may not have reported to the ERO change in their residential addresses. The purpose is to identify problems that need to be addressed and improvement measures that should be taken.
- 22. In considering possible improvement measures, we are guided by the following principles:
  - (a) the Government attaches great importance to the integrity, fairness and openness of elections;
  - (b) voting right is a fundamental right and VR is voluntary. The proposed improvement measures, which aim at preventing voter mistakes or fraud in order to protect the integrity of the vote and maintain public confidence in the integrity of the electoral system, should not unreasonably deprive Hong Kong permanent residents of the voting right and opportunity enjoyed under the Basic Law and the HKBOR;
  - (c) the proposed improvement measures should be feasible while not creating undue nuisance and disturbance to the public; and
  - (d) in view of the volume of new applications/applications on change of particulars every year and the tight timeframe of the annual VR cycle, there is a need to strike a proper balance in the scope and intensity of checking, the period of public inspection and resource implications on the REO.

#### **IV.** Improvement Measures

23. Having regard to the guiding principles mentioned above, the Government has identified a number of measures to improve the existing VR system. They are set out in the following paragraphs.

## Address proofs

- 24. We propose to introduce a requirement that address proofs should be provided as standard supporting evidence at the same time when a person applies for registration as a GC elector or when a registered elector applies for change in his residential address. The accuracy of an elector's residential address is important because an elector is allocated to a constituency in which he is entitled to vote according to the residential address he provides, and any subsequent changes in residential address may entail a consequential change of his constituency for voting. The proposed requirement will have a number of implications as set out at **Annex E**. As the requirement of address proof, in addition to the checks set out in paragraph 16 above, will assist the ERO in ascertaining the accuracy of an elector's residential address, we plan to implement this requirement.
- 25. The Government will lay down a standard as to what kind of address proofs would be accepted. The ERO will accept address proof commonly used by the general public, including electricity, water and gas bills, and the correspondence issued by the Government, banks, recognised organisations such as universities, etc. These documents should be issued within a certain period of time (say, the last three months). For a person who does not have address proof to provide, the ERO will also accept the address proof of another inhabitant who resides in the same address. However, that inhabitant should furnish a signed declaration to prove that they reside in the same residential address. An alternative is for the person to make a statutory declaration before a justice, notary, commissioner or other person authorized by law to administer an oath that he resides at the residential address he provides.

#### **Enhanced checking**

- We will enhance the checking mentioned in paragraph 16 above. With regard to the checks in paragraph 16(d) above, the ERO will improve the follow-up checks on undelivered poll cards by sending inquiry letters to the electors concerned by registered post to ask for address proof. If the inquiry letters cannot be delivered to the electors or the electors fails to provide the address proof before the deadline specified in the inquiry letter, their names will be included in the OL to be published in the VR cycle for public inspection.
- 27. On top of checking addresses with 7 or more electors as mentioned in paragraph 16(e) above, the ERO will step up the checking based on additional parameters, such as when the number of surnames of electors in an address exceeds a certain figure. Random sampling checks on VR will also be performed and the ERO will require the electors in an address under checking to provide address proofs. Should there be any cases arising from these checking measures that the ERO considers suspicious, he will refer these cases to the law enforcement agencies without delay.
- 28. Under the existing arrangements, the checks of addresses with 7 or more electors are undertaken after the publication of the FR. To tighten control, there are merits in performing some of the checks mentioned in paragraph 27 above on the PR as well so that the checks can also capture new registrations and reported changes of addresses. However, the statutory deadlines for new registration and reporting change of addresses will need to be advanced to allow sufficient time for the ERO to complete the checking and the verification processes.

#### Reporting change of registered addresses

29. According to section 11 of Cap. 541A, a person whose name or other personal particulars are recorded in the existing FR **may** make a written request to the ERO to alter his entry and supply information as to how it should be altered.

- 30. To keep the addresses in the FR up to date, we may consider legislative amendments to require registered electors to report change of their registered addresses. However, since VR is voluntary and some registered electors may not report such changes if they do not plan to vote at elections, it may not be appropriate to impose sanction on them if they do not report change of their registered addresses.
- 31. Another option is to introduce sanction under the electoral law for registered electors who fail to report change of addresses before the statutory deadline for reporting change of registered particulars and vote in an election afterwards. This option can also help motivate electors to report change of their registered addresses if they wish to vote in the election.
- 32. To complement the option in paragraph 31 above and to allow time for the ERO to verify reports on change of registered addresses based on the address proofs, we will need to consider advancing the deadline for reporting change of addresses so that this exercise will precede that for new registrations.

## **Enhanced publicity**

- 33. During election years, there will be territory-wide publicity campaigns promoting VR. With the assistance of the ICAC, the campaigns also feature messages relating to corrupt conducts in elections, which include voting at an election after having furnished the ERO with false information. The Government will consider allocating more resources in disseminating such messages.
- 34. We plan to send a letter to all electors in the FR in February 2012 to appeal to them to update their residential addresses if there is any change. It will be complemented by other publicity measures such as Announcements in the Public Interests (APIs) and newspaper advertisements.
- 35. Furthermore, the Government is prepared to step up publicity measures as appropriate to promote public awareness of any new arrangements.

# Additional check on demolished buildings and buildings to be demolished

36. The REO has liaised with the Buildings Department and the Rating and Valuation Department to conduct checking in the coming months on the list of buildings which have been demolished recently and buildings which will be demolished soon. This will help identify electors who may not have reported change in their addresses.

#### **Views of Legislative Council Members**

- 37. At the CA Panel meeting on 19 December 2011 and the LegCo motion debate on 21 December 2011, LegCo Members discussed the proposed improvement measures set out in paragraphs 24 to 36 above. While Members in general supported the introduction of measures to improve the accuracy of the residential addresses recorded in the register, some Members were concerned about the implications of some of the measures for the public. The VR system concerns the interests of some 3.56 million registered voters and other eligible persons. Members considered that any change which has a broad interface with the public and the corresponding implications should be discussed thoroughly and assessed carefully. In brief, LegCo Members have raised the following issues:
  - (a) the requirement of address proof may affect the desire of the public to apply for registration and the desire of registered electors to update their addresses with the ERO. It may also affect the established practice to solicit registration at the street level because the public would unlikely have address proof with them all the time. Moreover, those family members who are not the property owners of the addresses may have difficulty in providing valid address proof;
  - (b) the advancement of the statutory deadlines for VR should be examined more carefully as the register to be used at an election will be less updated. Also, some eligible persons may not remember to submit VR applications if the gap between the deadlines and the election is widened;
  - (c) the voter register for public inspection (which now sets out the electors' names followed by their residential addresses) should also set out the electors according to their residential addresses

- for the public to identify irregularities in respect of residential addresses;
- (d) the proposal to introduce offence for registered electors' failure to report change in address is controversial and should be examined carefully;
- (e) an additional measure should be considered, under which an elector should be required to produce his or her poll card at the polling stations before he or she can cast vote. On the other hand, some Members are of the view that this proposed requirement will deprive some electors of their voting right because many electors may forget to bring or have lost their poll cards; and
- (f) currently there are two different sets of offences related to VR under Cap. 541A and the ECICO respectively (paragraphs 17-19 above), and they are enforced by two different law enforcement agencies (the Police in the case of Cap. 541A and the ICAC in the case of the ECICO). Considerations should be given to transferring the offences under Cap. 541A to the ECICO.

#### Immediate measures already taken

- 38. In the light of the comments made by LegCo Members, the Government has decided to consult the public on a number of issues related to VR, which are fundamental and involve legislative amendments. In the meantime, with effect from 1 January 2012, the REO has put in place the following immediate measures to improve the existing VR system:
  - (a) enhanced the existing checking performed by the ERO (paragraphs 26-27 above);
  - (b) enhanced publicity measures (paragraphs 34-35 above);
  - (c) additional checks on lists of demolished buildings and buildings to be demolished (paragraph 36 above); and

(d) enhanced cross-matching. Currently, the REO conducts cross matching of information of electors with a number of departments (including the Immigration Department, the Housing Department, the Housing Society and the Home Affairs Department; details in paragraph 16(f) and (g) above). The REO is exploring the feasibility of conducting full-scale data matching exercises with the Housing Department and the Housing Society to verify the accuracy of the registered addresses of electors as contained in the register. It will also explore the technical feasibility and usefulness of expanding the cross-matching work with more departments. Any cross-matching to be conducted by the REO will comply with the provisions of the Personal Data (Privacy) Ordinance (Cap. 486) and the Privacy Commission for Personal Data will be consulted.

#### V. Views Invited

- 39. The Government would like to invite the public to submit views regarding the following issues:
  - (a) whether to introduce a requirement that address proof should be provided as standard supporting evidence at the same time when a person applies for registration as a GC elector or when a registered elector applies for change of his residential address (paragraphs 24, 25 and 37(a) above);
  - (b) whether to introduce penalty for registered electors who fail to report change of addresses (paragraph 30 above) or to introduce penalty for registered electors who fail to report change of addresses before the statutory deadline for reporting change of registered particulars and vote in an election afterwards (paragraphs 31 and 37(d) above);
  - (c) whether the existing statutory deadlines for VR should be amended to allow sufficient time for the ERO to complete the checking and the verification processes, and for the public to inspect and to lodge claims and objections, before the publication of the final register (paragraph 37(b) above). A tentative proposed timetable as compared with the existing timetable is at **Annex F**;
  - (d) whether the voter register for public inspection should also set out electors in accordance with principal residential addresses so as to check the relevant electors' names in the same address, which will facilitate the public to identify irregularities in respect of residential addresses. Currently, the register format sets out the electors' names followed by their principal residential addresses only (paragraph 37(c) above);

- whether to require an elector to produce the poll card at the polling station before he or she can cast vote (paragraph 37(e) above). Currently, poll cards are sent by the REO to electors in order to inform the electors of the polling stations allocated At the polling stations, voters are required to to them. produce their identity cards but not their polling cards in order to cast their votes. Whilst requiring electors to produce poll cards before they can cast votes would help to prevent dishonest or fraudulent acts and would improve public confidence in the integrity of the election system, care should be taken as the proposed requirement may also at the same time have the effect that those electors who have lost their polling cards or have forgotten to bring their polling cards to the polling station would be deprived of the opportunity to exercise their right to vote; and
- (f) whether the existing offences under section 22 of Cap. 541A on false declaration should be transferred to the ECICO as corrupt conduct or illegal conduct and be enforced by the ICAC (paragraph 37(f) above). If yes, whether and to what extent the existing penalty level<sup>3</sup> for such offences should be raised having regard to the maximum penalties for corrupt conduct or illegal conduct under the ECICO<sup>4</sup>. If not, whether and to what extent the existing penalty level for such offences should be raised under Cap. 541A; and
- (g) whether there are any other views on the improvement of the VR system.

The maximum penalty for the offences under section 22 of Cap. 541A is a fine of \$5,000 and imprisonment for 6 months.

<sup>&</sup>lt;sup>4</sup> The maximum penalty for corrupt conduct under ECICO is a fine of \$500,000 and imprisonment for 7 years. The maximum penalty for illegal conduct under ECICO is a fine of \$200,000 and imprisonment for 3 years.

## VI. Ways of Providing Views and Comments

40. Please send us your views by mail, facsimile or email on or before 2 March 2012:

Address: Team 3

Constitutional and Mainland Affairs Bureau

12/F., East Wing

Central Government Offices 2 Tim Mei Avenue, Tamar

Hong Kong

Fax number: 2840 1976

Email address: vr\_consultation@cmab.gov.hk

- 41. It is voluntary for members of the public to supply their personal data upon providing views on this consultation paper. The submissions and personal data collected may be transferred to the relevant Government bureaux and departments for purposes directly related to this consultation exercise. The Government bureaux and departments receiving the data may only use the data for such purposes.
- 42. The names and views of individuals and organizations who/which put forth submissions in response to this consultation paper (senders) may be published for public viewing. We may, either in discussion with others, whether privately or publicly, or in any subsequent report, cite comments submitted in response to the consultation paper.
- 43. To safeguard senders' data privacy, we will remove senders' relevant data, such as residential/return addresses, email addresses, identity card numbers, telephone numbers, facsimile numbers and signatures, where provided, when publishing their submissions.
- 44. We will respect the wish of senders to remain anonymous and/or keep the views confidential in part or in whole. If the senders request anonymity in the submissions, their names will be removed when publishing their views. If the senders request confidentiality, their submissions will not be published.

- 45. If the senders do not request anonymity or confidentiality in the submissions, it will be assumed that the senders can be named and the views can be published in their entirety.
- 46. Any sender providing personal data to this Bureau in the submission will have rights of access and correction with respect to such personal data. Requests for data access and correction of personal data should be made in writing to:

Address: Assistant Secretary (3B)

Constitutional and Mainland Affairs Bureau

12/F., East Wing

Central Government Offices 2 Tim Mei Avenue, Tamar

Hong Kong

Fax number: 2840 1976

Email address: vr\_consultation@cmab.gov.hk

Constitutional and Mainland Affairs Bureau January 2012

#### Annex A

## Sections 27 to 31 of the LegCo Ordinance (Cap. 542)

## Section 27: Elector to be permanent resident of Hong Kong

A natural person is not eligible to be registered as an elector for a constituency unless the person is a permanent resident of Hong Kong.

## Section 28(1): Elector to ordinarily reside in Hong Kong

A natural person is not eligible to be registered as an elector in the register of GCs unless, at the time of applying for registration, the person satisfies the Electoral Registration Officer (ERO) –

- (a) that the person ordinarily resides in Hong Kong; and
- (b) that the residential address notified in the person's application for registration is the person's only or principal residence in Hong Kong.

## Section 29: Elector to be 18 years of age

A natural person is not eligible to be registered as an elector unless-

- (a) the person has reached 18 years of age; or
- (b) the person's eighteenth birthday falls
  - (i) in any year other than a year in which a District Council (DC) ordinary election is to be held, on or before 25 July next following the person's application for registration; or
  - (ii) in a year in which a DC ordinary election is to be held, on or before 25 September next following the person's application for registration.

# Section 30 : Applicant for registration as elector to be in possession of identity document

A natural person is not eligible to be registered as an elector unless, at the time of applying to be registered, the person satisfies the ERO that the person –

- (a) holds an identity document; or
- (b) has
  - (i) applied for a new identity document; or
  - (ii) requested the alteration of the identity document or the issue of a new identity document, in replacement of the identity document previously issued to the person.

# Section 31(1): When person is disqualified from being registered as an elector

A natural person is disqualified from being registered as an elector for a constituency if the person –

#### (a)-(c) (Repealed)

- (d) is found under the Mental Health Ordinance (Cap. 136) to be incapable, by reason of mental incapacity, of managing and administering his or her property and affairs; or
- (e) is a member of the armed forces of the Central People's Government or any other country or territory.

#### 選舉事務處 REGISTRATION AND ELECTORAL OFFICE

只供選舉事務處使用 For REO's use only.

地方選區選民登記申請表/更改住址通知書 Application for Voter Registration (Geographical Constituencies) / Report on Change of Residential Address 注意:請用正楷填寫本表格,填寫前請參閱填表須知。任何人士如明知或罔顧後果地作出任何虛假或不正確的陳述,或提供屬虛假達關鍵程度或具誤導性達關鍵程度的資料,即屬違法。
IMPORTANT: Please read the accompanying guidance notes before completing this form in BLOCK LETTERS. A person who knowingly or recklessly

m	nakes any false or incorrect statement o	or gives	intorma	tion wi	nich is	mater	ially fai	se or n	nsiead	ing co	mmits	an of	ence u	ınde	r the	law.				
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	□ 本人在懲教院所外並 <u>沒有家居</u> ,但 已夾附於本申請表。																			
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	(c) 本人並沒有喪失登記爲選民的資格 I am not subject to any disqualifica			tration	(Note	6).														
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注音頁 Please turn over

# 通訊地址(只供住址未有郵遞服務的人士或在囚人士使用)(附註 10) POSTAL ADDRESS

	此欄由辦理機關漢寫 FOR OFFICIAL USE ONLY	$\Box$
臨時編號 Work Code (Temp) 選舉事務處編號 Work Code (REO)		$\exists  $
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# 地方選區選民登記申請表/更改住址通知書 填表須知

- (1) 此表格適用於申請登記為地方選區選民或要求更改住址及其他個人資料。
- (2) 在有區議會選舉舉行的年份(即區議會選舉年),正式選民登記冊會於 9 月發表。至於其他非區議會選舉年的年份,正式選民登記冊則會於該年的 7 月發表。因此,有關申請截止日期如下:

#### 申請登記成爲選民

區議會選舉年: 7月 16日非區議會選舉年: 5月 16日

#### 已登記選民更改住址或其他個人資料

區議會選舉年: 8月29日非區議會選舉年: 6月29日

- (3) 截止日期以選舉事務處接獲表格之日期爲準。在上述截止日期後所收到的申請,本處會在編製下年度的登記冊時處理。
- (4) 如你在遞交表格十四天後,仍未收到選舉事務處的通知,你可致電該處查詢熱線 2891 1001,查詢有關申請的進展。
- (5) 通常來說你需要符合下列條件才能登記成為地方選區選民:
  - (a) 你是香港特別行政區護照條例(第539章)中所指的香港特別行政區永久 性居民;及
  - (b) 你通常在香港居住;及
  - (c) 你已年滿 18 歲或在隨著提出申請後的首個 9 月 25 日(區議會選舉年) <u>或</u> 7 月 25 日(非區議會選舉年)或之前滿 18 歲;及
  - (d) 你持有身分證明文件,如香港永久性居民身分證;及
  - (e) 你並沒有喪失登記爲選民的資格(附註 6)。

如欲查詢有關永久性居民身分的問題,請致電入境事務處熱線:2824 6111。

- (6) 通常來說,喪失資格登記爲選民的人士包括下列各類:
  - (a) 根據《精神健康條例》(第 136 章)被裁斷爲因精神上無行爲能力而無能 力處理和管理其財產及事務的人士;
  - (b) 任何武裝部隊成員。

- (7) (a) 根據你的住址,選舉登記主任會為你編配所屬的立法會地方選區及區議會 選區,成為該些選區的選民。你的住址是指你在香港的唯一或主要居所。 該住址資料將提供予相關選區的候選人,以作發放選舉廣告的用途。
  - (b) 日後你的住址如有變更,請即以書面通知選舉登記主任。你的住址更改後, 你所屬的選區可能要相應作出更改。
- (8) 如果你是在囚人士,請注意以下事項:
  - (a) 登記地址:在囚人士必須填寫表格的第 5 部份,申報適用於你的情況。在 囚人士**不可**使用懲教院所的地址作爲選民登記住址。在填寫該部份時:
    - 如果你屬於該部份所述的第二種情況,請把有關的證明資料,夾附於申 請表;或
    - 如果你屬於該部份所述的第三種情況,並且有需要索取你根據《人事登記規例》提供和最後記錄的地址,可向入境事務處索取有關資料。索取資料的申請,可寄交:香港灣仔告士打道7號入境事務大樓12樓行政主任(人事登記)支援收。(如需協助,可聯絡選舉登記主任。)
  - (b) 通訊地址:在囚人士可選擇在申請表上提供所屬懲教院所的地址或其他地址,作為他的通訊地址。這個通訊地址會如常交給候選人,供他們向有關選民發放選舉有關的資料。如果你選擇以所屬懲教院所的地址作為通訊地址,請提供囚犯編號,以便寄發資料在懲教院所內或在院所之間派遞。
  - (c) <u>日後服刑期滿的須知事項</u>:在囚人士如使用他在香港的最後居住地方或根據《人事登記規例》提供的最後居住地址作爲選民的登記住址,他在服刑期滿離開懲教院所後,需盡快向選舉登記主任提供新的住址。否則,選舉登記主任會根據相關法例訂明的程序將他的姓名列入遭剔除者名單,<u>而如果該人在法定限期前沒有提供新的主要居住地址,他的姓名將會在正式選</u>民登記冊內遭刪除。
- (9) 一般情況下,選舉事務處與選民的通訊均為中、英雙語並用。這項語言選擇是為方便候選人在選舉期間能以你所選擇的語言與你通訊。如果你不填寫本部份,本處會假設你的選擇是中文。
- (10)「通訊地址」<u>只供</u>住址未有郵遞服務的人士或在囚人士(後者請閱上文附註 8(b))使用。如果你不屬於以上兩類的人士,請勿塡寫本欄。
- (11) 上列附註只可作一般性指引。申請人亦應參閱《立法會條例》(第 542 章)、 《選舉管理委員會條例》(第 541 章),以及根據此等條例訂立的附屬法例。
- (12) 如對選民登記有任何查詢,請致電: 2891 1001。

#### 個人資料收集聲明

#### 資料用途

你在此表格(REO-1)內填報的個人及其他有關的資料,會供選舉事務處作選民登記及與選舉有關的用途。在此表格提供個人及其他有關的資料純屬自願。然而,你如果沒有提供足夠和正確的資料,本處可能無法處理你登記爲選民的申請。如果選舉登記主任決定你有資格登記爲選民,你在此表格提供的姓名及住址會列入選民登記冊,供市民查閱。

任何人如未事先徵得資料當事人的明確同意,而將在此表格內填報的個人資料用作上述用途以外的任何其他用途,即有可能違反《個人資料(私隱)條例》(第486章)。

#### 資料轉介

本處可能會把你提供的資料提供予其他獲授權部門/組織/人士,按有關條例及/或 附屬法例作選民登記、選舉及所有相關的用途。

#### 索閱個人資料及查詢

根據《個人資料(私隱)條例》(第 486 章)內所載的條款,你有權要求索閱及改正所提供的個人和其他有關的資料。關於個人資料的查詢,應以書面向選舉登記主任(地址:香港灣仔港灣道 25 號海港中心 10 樓)提出。

## Application for Voter Registration (Geographical Constituencies) / Report on Change of Residential Address

#### **Guidance Notes**

- This application form is for registration as an elector in a geographical constituency or for reporting change in particulars and residential address.
- (2) The final register of electors will be published in September in a year in which District Council Election is to be held (i.e. District Council Election year), while for a year which is not a District Council Election year, the final register of electors will be published in July. In this regard, the application deadlines are as follows:

#### Application for registration

District Council Election year: 16 July
Non District Council Election year: 16 May

## Report on change of residential address or other personal particulars by a registered elector

District Council Election year: 29 August
Non District Council Election year: 29 June

- (3) The above deadlines refer to the dates on which an application reaches the Registration and Electoral Office. Applications which reach this office later than the above dates will be considered for the purpose of compiling the register of electors for the following year.
- (4) If you have not received any reply from the Registration and Electoral Office 14 days after submission of this application form, you may call the Enquiry Hotline 2891 1001 to check the progress of your application.
- (5) Generally, you are eligible to be registered as an elector in a geographical constituency if:
  - you are a permanent resident of the Hong Kong Special Administrative Region as defined by the Hong Kong Special Administrative Region Passports Ordinance (Cap. 539); and
  - (b) you ordinarily reside in Hong Kong; and
  - (c) you have reached 18 years of age or will reach 18 years of age on or before 25 September (for District Council Election year) <u>OR</u> 25 July (for Non District Council Election year) next following your application for registration; and
  - (d) you hold an identity document, e.g. a Hong Kong permanent identity card; and
  - (e) you are not subject to any disqualification from registration (Note 6).

For enquiries on permanent resident status, please call the Immigration Department hotline: 2824 6111

- (6) Generally, persons who are disqualified from registration include persons who:
  - (a) are found under the Mental Health Ordinance (Cap. 136) to be incapable, by reason of mental incapacity, of managing and administering their property and affairs;
  - (b) are members of any armed forces.
- (7) (a) You will be registered in the Legislative Council geographical constituency and the District Council constituency to which you belong according to your residential address which should be your only or principal residence in Hong Kong, i.e. a dwelling-place in Hong Kong at which you reside and which constitutes your sole or main home. The residential address will be provided to the candidates of the constituencies concerned for the purpose of sending election advertisement.

- (b) Please notify the Electoral Registration Officer in writing of any subsequent change of residential address as this might entail a consequential change of the constituency in which you are registered.
- (8) If you are an imprisoned person, please note the following :
  - (a) <u>Registered address</u>: Please complete Section 5 of the application form to state the scenario applicable to you. Address of penal institution will <u>not</u> be accepted as a residential address for registration as elector. When you fill in that section of the form:
    - if the second scenario is applicable, please enclose the relevant proofs requested;
       or
    - if the third scenario is applicable, and if you need to obtain the address furnished and last recorded under the Registration of Persons Regulations, please approach the Immigration Department. The request for information should be addressed to: Executive Officer (Registration of Persons) Support, 12/F, Immigration Tower, 7 Gloucester Road, Wan Chai, Hong Kong. (If you need any assistance, you may contact the Electoral Registration Officer.)
  - (b) Postal address: You may choose to provide the address of the penal institution where you are imprisoned or other address in the application form as your postal address. The postal address will be provided to candidates for the purpose of sending election-related materials to the electors concerned. If you choose to use the address of a penal institution as your postal address, you are advised to provide the prisoner number for easy transmission of the election-related materials within/among the penal institutions.
  - (c) Action required for an imprisoned person upon his release in future: For prisoner who uses his last dwelling-place in Hong Kong at which he resided or the address last recorded under the Registration of Persons Regulations as the registered address, the prisoner has to report his new residential address to the Electoral Registration Officer as soon as possible after he has served the sentence of imprisonment and left the penal institution. Otherwise, the Electoral Registration Officer will put his name into the omissions list according to the procedures prescribed in the relevant legislation. If he does not update his record by providing his new principal residential address before the statutory deadline, his name will be removed from the final register.
- (9) Normally, election-related communications issued to electors by the Registration and Electoral Office are in both Chinese and English. This language preference is to facilitate candidates' communications with you at elections in the language of your choice. If you do not complete this part, it will be assumed that your preferred language is Chinese.
- (10) Please provide a postal address <u>only</u> if there is no postal service available for your residential address, or if you are an imprisoned person (please see Note 8(b) above in respect of the latter situation). Please do not fill in this part if you do not meet either of the above two criteria.
- (11) These notes are for general guidance only. Applicants should also refer to the Legislative Council Ordinance (Cap. 542), the Electoral Affairs Commission Ordinance (Cap. 541) and subsidiary legislations made thereunder.
- (12) For enquiries on voter registration, please call 2891 1001.

#### Personal Information Collection Statement

#### **Purpose of Collection**

The personal data and other related information provided by you by means of this Form (REO-1) will be used by the Registration and Electoral Office for voter registration and election-related purposes. The provision of personal data and other related information by means of this Form is voluntary. However, if you do not provide adequate and accurate data we may not be able to process your application for registration as an elector. If the Electoral Registration Officer has determined that you are eligible to be registered as an elector, your name and residential address will be compiled in a register and made available for public inspection.

Any person who uses the personal data provided in this form without the express consent of the data subject for any purpose other than the purposes stated above may contravene the Personal Data (Privacy) Ordinance (Cap. 486).

#### Transfer of Information

Where necessary, the information provided by you may also be provided to other authorized departments/organisations/persons for the purposes of voter registration and election under relevant Ordinances and/or subsidiary legislations and all purposes related thereto.

#### Access to Personal Data and Enquiry

You have a right to request access to, and to request the correction of, the personal data and other related information you supplied in accordance with the provisions of the Personal Data (Privacy) Ordinance (Cap. 486). Such requests and enquiries should be made in writing to the Electoral Registration Officer at 10th Floor, Harbour Centre, 25 Harbour Road, Wan Chai, Hong Kong.

Annex C
Statutory Timetables for Voter Registration

Major Event	Statutory deadlines in a non-DC election year	Statutory deadlines in a DC election year
The statutory deadline for an applicant to apply to the ERO for registration in the PR.	16 May	16 July
If the ERO requires an applicant to provide further particulars relating to the application, the statutory deadline for an applicant to provide such particulars.		
After finishing all the registration procedures, the ERO has to compile the registration particulars, and to arrange for printing, checking and binding of the PR and OL, for subsequent sorting and distribution to the District Offices for public inspection.	25 May	25 July
The statutory deadline for the ERO to publish and make available the PR and OL for public inspection.	15 June	15 August
After inspecting the PR and OL, the statutory deadline for the public to make an objection to or make a claim on the registration in the PR, or to apply for updating the registration particulars in the FR.	29 June	29 August

Major Event	Statutory deadlines in a non-DC election year	Statutory deadlines in a DC election year		
The ERO must deliver to the Revising Officer (RO) a copy of each notice of objection or notice of claim received. The RO will fix a hearing for each notice of objection or notice of claim concerning VR, and may review the ruling. With the approval of the RO, the ERO will correct an entry, make an additional entry or remove an entry as may be appropriate when compiling the FR.	15 June to 11 July	15 August to 11 September		
Meanwhile, the ERO will determine the applications for updating registration particulars, and with the approval of the RO, correct an entry, make an additional entry or remove an entry as may be appropriate.				
After updating the entries, the ERO has to compile the registration particulars, and to arrange for printing, checking and binding of the FR, for subsequent sorting and distribution to the District Offices for public inspection.	11 to 25 July	11 to 25 September		
The statutory deadline for the ERO to publish and make available the FR for public inspection.	25 July	25 September		
DC Election	Not applicable	November		
LegCo Election	September	Not applicable		

#### Annex D

## Offence Provisions Related to Voter Registration

# Electoral Affairs Commission (Registration of Electors) (LegCo GCs) (DC Constituencies) Regulation (Cap. 541A)

## Section 22 (1) and (2) – offences and penalties

- (1) Any person who in any-
  - (a) application made under section 4;
  - (b) response to a requirement for particulars or proof made under section 5;
  - (c) response to a requirement made under section 6;
  - (d) reply to an inquiry made under section 7;
  - (e) request made under section 11 or 17;
  - (f) notice of objection; or
  - (g) notice of claim,

makes any statement which the person knows to be false in a material particular or recklessly makes any statement which is incorrect in a material particular or knowingly omits any material particular from such an application, response, reply, request or notice commits an offence and is liable to a fine at level 2 and to imprisonment for 6 months.

- (2) Any person who directly or indirectly by himself or any other person on his behalf conspires with, incites, compels, induces, coerces, intimidates or persuades another person-
  - (a) to make a false statement in an application, response, reply, request or notice referred to in subsection (1); or
  - (b) to provide information which the first mentioned person knows to be wrong in a material particular, in an application, response, reply, request or notice referred to in paragraph (a),

commits an offence and is liable to a fine at level 2 and to imprisonment for 6 months.

## **Elections (Corrupt and Illegal Conduct) Ordinance (Cap. 554)**

Section 16 – corrupt conduct with respect to voting at elections

- (1) A person engages in corrupt conduct at an election if the person-
  - (a) votes at the election knowing that the person is not entitled to do so; or
  - (b) votes at the election after having-
    - (i) given to an electoral officer information that the person knew to be materially false or misleading; or
    - (ii) knowingly omitted to give material information to an electoral officer; or
    - (iii) recklessly given to an electoral officer information that was materially false or misleading; or

- (c) except as expressly permitted by an electoral law-
  - (i) in the case of an election referred to in section 4(a), votes at the election more than once in the same round of voting;
  - (ia) in the case of an election referred to in section 4(i) or (j), votes at the election more than once:
  - (ii) in the case of an election referred to in any other paragraph of section 4-
    - (A) votes at the election more than once in the same constituency; or
    - (B) votes at the election in more than one constituency.
- (2) A person engages in corrupt conduct at an election if the person invites or induces another person-
  - (a) to vote at the election knowing that the other person is not entitled to do so; or
  - (b) to vote at the election knowing that the other person has-
    - (i) given to an electoral officer information that was materially false or misleading; or
    - (ii) omitted to give material information to an electoral officer; or
  - (c) except as expressly permitted by an electoral law-
    - (i) in the case of an election referred to in section 4(i) or (j), to vote at the election more than once;
    - (ii) in the case of an election referred to in any other paragraph of section 4-
      - (A) to vote at the election more than once in the same constituency; or
      - (B) to vote at the election in more than one constituency.

- (3) For the purposes of this section, a person who has applied for a ballot paper for the purpose of voting at an election is taken to have voted at the election. However, a person who has applied for, and been given, a ballot paper is not to be regarded as having voted more than once at an election only because the person-
  - (a) has spoilt the ballot paper; and
  - (b) after complying with the requirements of any relevant electoral law with respect to spoilt ballot papers, has voted, using another ballot paper.

## **Implications of the Address Proof Requirement**

- (a) the proposed requirement of address proof may cause inconvenience to some eligible persons in registering as electors, and existing electors in reporting changes of their residential addresses;
- (b) the impact on the existing arrangements under which a large number of VR applications are received on the street and at the Registration of Persons Offices because many applicants would unlikely carry with them address proofs all the time;
- (c) the statutory deadline for new registration and reporting change of registered addresses may need to be advanced to allow sufficient time for the ERO to verify the address proofs and for the applicants to provide further proofs or documents in case of doubt. According to past experience, the bulk of new applications in a VR cycle are only received in the last two weeks before the statutory deadline for registration. Legislative amendment is required if the statutory deadlines are to be advanced. The implications of advancing the statutory deadlines on the individual's right and opportunity to vote, if any, will need to be assessed;
- (d) some eligible persons may not be able to provide address proofs, such as those who are living in remote areas (e.g. rural villages) in the New Territories. Those family members who are not the property owners of the addresses may have problem producing the required address proofs and alternative acceptable documents would have to be considered;
- (e) legislative amendments will be required to stipulate that address proofs are required as standard supporting evidence when a person applies for registration as a GC elector or when a registered elector applies for change in his residential address, and that the ERO may decide not to consider the application further if address proofs are not provided or acceptable; and
- (f) the ERO will need extra resources in processing applications in respect of verifying the address proofs provided and following up with the applicants if the address proofs are not provided or unacceptable.

Annex F
Tentative Proposed Amendments to the Statutory Deadlines for Voter Registration and the Relevant Provisions

Major Event		eadlines in a lection year		dlines in a DC on year	Relevant Provisions		
	Existing	Proposed	Existing	Proposed			
The statutory deadline for an applicant to apply to the ERO for registration in the PR.	16 May	1 Feb	16 Jul	1 Apr	Section 4 of Cap. 541A and section 19 of Cap. 541B		
If the ERO requires an applicant to provide further particulars relating to the application, the statutory deadline for an applicant to provide such particulars.	25 May	15 Feb	25 Jul	15 Apr	Section 5 of Cap. 541A and section 21 of Cap. 541B		
The statutory deadline for the ERO to publish and make available the PR and OL for public inspection.	15 Jun	30 Apr	15 Aug	30 Jun	Section 32 of the LCO and section 14 of the Schedule to the CEEO		
After inspecting the PR and OL, the statutory deadline for the public to make an objection to or make a claim on the registration in the PR, or to apply for updating the registration particulars in the FR.	29 Jun	15 Jun	29 Aug	15 Aug	Sections 10, 13, 14, 15 and 17 of Cap. 541A and sections 25, 29, 30, 31 and 33 of Cap. 541B		
The statutory deadline for the RO to fix a hearing for and rule each notice of objection or notice of claim received.	11 Jul	11 Jul	11 Sept	11 Sept	Section 18 of Cap. 541A and section 34 of Cap. 541B		
The statutory deadline for ERO to publish and make available the FR for public inspection.	25 Jul	25 Jul	25 Sept	25 Sept	Section 32 of the LCO and section 14 of the Schedule to the CEEO		
Relevant election	Sept	ember	Nove	ember	Not applicable		

#### Annex G

#### **List of Abbreviations**

APIs Announcements in the Public Interests

CA Panel Panel on Constitutional Affairs

Cap. 541A Electoral Affairs Commission (Registration of

Electors) (Legislative Council Geographical Constituencies) (District Council Constituencies)

Regulation (Cap. 541A)

Cap. 541B Electoral Affairs Commission (Registration)

(Electors for Legislative Council Functional Constituencies) (Voters for Election Committee Subsectors) (Members of Election Committee)

Regulation (Cap. 541B)

Cap. 541D Electoral Affairs Commission (Electoral

Procedures) (Legislative Council) Regulation

(Cap. 541D)

CEEO Chief Executive Election Ordinance (Cap. 569)

CEO Chief Electoral Officer

CMAB Constitutional and Mainland Affairs Bureau

DC District Council

DCCA District Council Constituency Area

ECICO Elections (Corrupt and Illegal Conduct) Ordinance

(Cap. 554)

ERO Electoral Registration Officer

FR Final Register

GC Geographical Constituency

HKBOR Hong Kong Bill of Rights

HKBORO Hong Kong Bill of Rights Ordinance (Cap. 383)

HKSAR Hong Kong Special Administrative Region

ICAC Independent Commission Against Corruption

LCO Legislative Council Ordinance (Cap. 542)

LegCo Legislative Council

OL Omissions List

PR Provisional Register

REO Registration and Electoral Office

RO Revising Officer

VR Voter Registration