

2017 全球城市圓桌會議 Global City Roundtable

全球城市的移民政策 Migration Policy in Global Cities

3. 11. 2017
09:30 - 17:30

地點 · Venue : 香港教育大學曹貴子基金會大樓(A座)4樓校董會會議廳
Council Chamber, 4/F, Cho Kwai Chee Foundation Building (Block A),
The Education University of Hong Kong

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What kind of migration policy does Hong Kong need? 香港需要怎樣的移民政策？

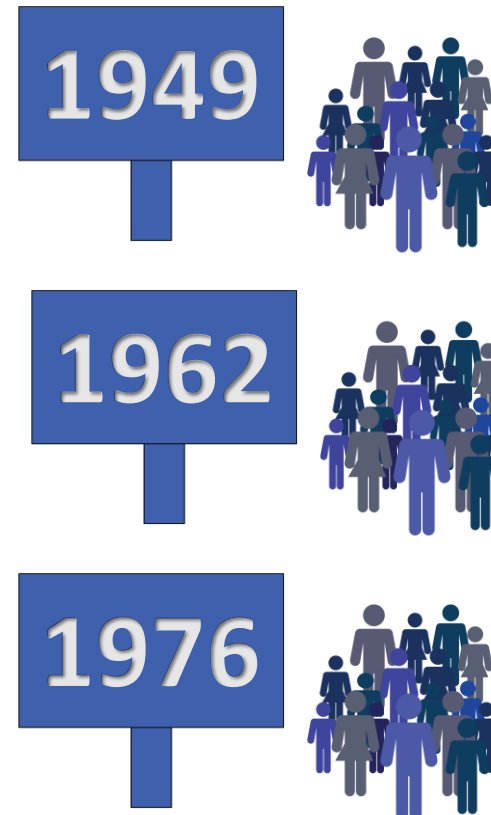
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1. Hong Kong as a migrant city

1.1 Immigrants from the Mainland

- No clear migration policy under Hong Kong British government till 1970s – 1980s
- 3 periods of intense immigration from the Mainland :
 - 1945 -- 1949 : 1.7 m. (1945 – 500,000 population)
 - 1962 : 120,000 in a matter of weeks
 - 1976 -- 1980 : 700,000
- 11/1974 : Touch Base Policy
- 10/1980 : end of Touch Base Policy -- tight immigration controls – 75 per day
- now a quota of 150 per day for family reunions



1. Hong Kong as a migrant city



1.1 Immigrants from the Mainland

- 1.5 million new citizens from the mainland since the handover in 1997 – gaining 20% of the population
- Family reunion -- 935,000
- More than 70,000 have come under the “Mainland Talents and Professionals” scheme, implemented since July 2003
- 200,000 were children born here to two mainland parents.
- The rest are wealthy capital investors, spouses of Hong Kong people, students who have stayed on after graduating, and others who have come under a variety of visas.



1. Hong Kong as a migrant city

1.2 Immigrants from other parts of the world

- Since 1840, Hong Kong as an international city has been attracting people from many parts of the world to come here to work and do business; some of them have stayed and made Hong Kong their second home
- In 2016, about 612,800 residents were born outside Hong Kong/Mainland/Macau/Taiwan (8.5 % of the total population); more than half of them are Indonesians and Filipinos

1.3 Hong Kong emigrants to other parts of the world

- Massive emigration from the 1980s to 1997 to Western countries because of the lack of confidence in the future of Hong Kong

Year	Estimated No. Of Emigrants
2006	10,300
2007	9,900
2008	9,100
2009	7,200
2010	7,200
2011	8,300
2012	7,600
2013	7,600
2014	6,900
2015	7,000
2016	7,600



1. Hong Kong as a migrant city

1.4 The characteristics of Hong Kong as a migrant city

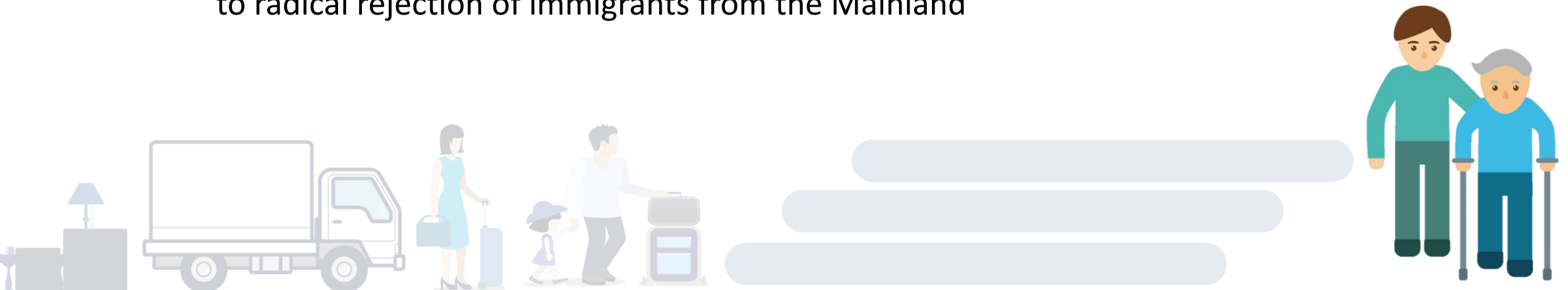
- an open, free, and inclusive society integrating the Chinese and Western cultures
- Remarkable achievements in immigration integration, though there were some incidents of nativism in recent years against tourists from the Mainland
- Throughout the history of Hong Kong, immigrants have been making contributions to its prosperous development
- Immigration has been providing continuous labour and skilled-labour supply (including domestic helpers) for our economic growth
- Massive emigration from Hong Kong during 1980s -1997 facilitated upward mobility of the younger generation in the business and professional sectors
- The IMD World Talent Ranking 2016 - Hong Kong was ranked the tenth place (*International Institute for Management Development of Switzerland*)



1. Hong Kong as a migrant city

1.5 Major challenges

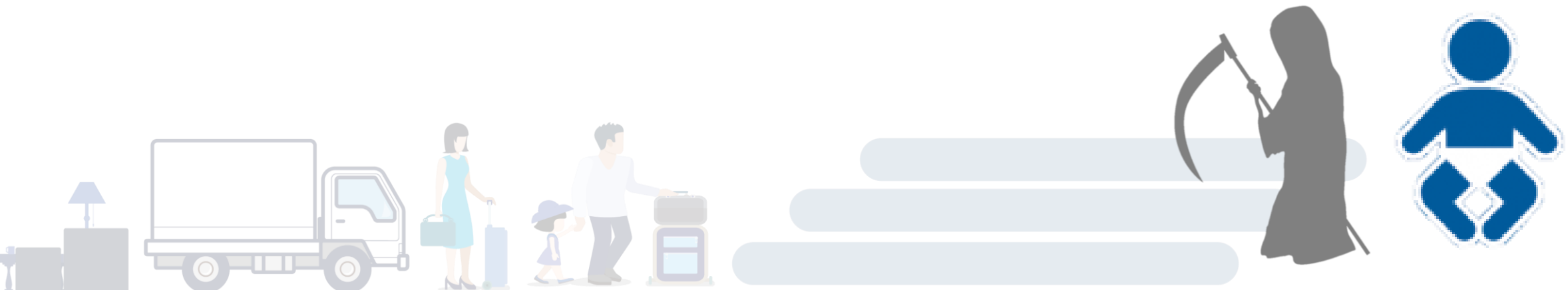
- a) An ageing population
- b) Acute labour shortage in some sectors (e.g., construction industry and elderly home services) and in some professional sectors (e.g., the medical services)
But protectionism towards labour import and talent recruitment (e.g., doctors) from the Mainland and overseas
- c) Increasing integration with the Mainland under the One Country Two Systems as well as the global trend of regional integration
 - Differences between the two systems leading to inevitable conflicts when not well-managed
 - The mentality of nativism/localism among some citizens, especially young people, may lead to radical rejection of immigrants from the Mainland



2. The challenges of an ageing population

2.1 Decrease in both birth rate & death rate

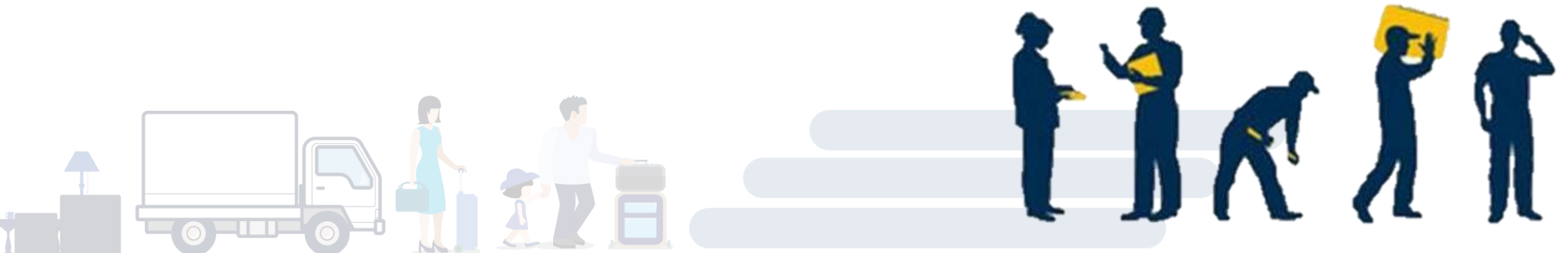
- The total fertility rate of Hong Kong in 2015 is 1.195, far below the population replacement rate of 2.1. (*Total Fertility Rate refers to the average number of children that would be born to a woman over her lifetime*)
- It will drop from 1.21 in 2019 to 1.14 in 2039, among the lowest in the world., and has no signs of rising until 2044
- Longer life span
- The proportion of 65+ year old people in the total population will rise from 15% in 2015 to 33% in 2044 and 36% in 2064



2. The challenges of an ageing population

2.2 Ageing population induces the decrease of labour force

- Generally, the labour participation rate of 65+ people is lower than those who age between 15 and 64 years old
- The labour force participation rate of Hong Kong will fall from 59.3% in 2014 to 48.6 in 2064
- Labour force of Hong Kong will peak at 3,560,000 in 2018 and drop to 3,110,000 in 2064
- Hong Kong's economic growth rate will be reduced from 3.5% in 2018 - 2021 to 2.5% in 2030 - 2041



2. The challenges of an ageing population

2.3 Decrease in labour force harms the economic development of Hong Kong

- As predicted by the government, the falling labour force will slow down Hong Kong economic growth from 3.5% in 2016-2021 to 2.5% in 2030-2041
- Fiscal revenue will drop.
- Ageing population will also increase fiscal expenditure in medical & social welfare areas



2. The challenges of an aging population

2.4 Population policy of Hong Kong

- Government does not have any clear vision, objectives and long-term planning, and there is a lack of community consensus or support.
- Lack of comprehensive and consistent research
- Government's overly conservative policy stance

“The Need for a New Mindset” -- a research report published in 1/2017 by the Hong Kong Vision Project of Hong Kong Policy Research Institute

- a) Government has been avoiding financial commitments in encouraging childbirth.
We gave recommendations to promote childbirth
- b) Piecemeal Government approach in admitting talents, to be discussed in this session
- c) Government's passive handling of the issue of “doubly non-permanent resident pregnant women giving birth in Hong Kong” – we recommended that Government should review and study the DNR children issue



2. The challenges of an aging population



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HONG KONG VISION

人口政策的新思維
New Mindset for Population Policy

鼓勵生育、引入人才、研究「雙非」
Promote childbirth, admit talent, and review the policy
on doubly non-permanent resident children

2017年1月
January 2017



3. Immigration policies

3.1 One-way Permit Scheme (for family reunions)

- The legal status of the **permanent residents** of HKSAR includes the following category :
“Chinese nationals who were born outside Hong Kong to a parent (father or mother) who, at the time of birth, was already a Hong Kong permanent resident.”
- Right of abode quota (1980-) – now restricted to 150 per day
- To allow families to reunite in an orderly fashion, at a rate that Hong Kong’s economic and social infrastructure can absorb without excessive strain
- The scheme is administered by the exit and entry administration offices of the Mainland Chinese Public Security Bureau – meaning that the Hong Kong administration has no power in its implementation.



3. Immigration policies

One-way Permit holders as a percentage of population increase

(population increase = natural increase (births less deaths) and net movement of Hong Kong residents (i.e. inflow less outflow))

Year	Population Increase (A)	Inflow of One-way Permit Holders (B)	% (B/A)
2006	66,500	54,200	82%
2007	34,100	33,900	99%
2008	25,500	41,600	163%
2009	32,500	48,600	150%
2010	55,700	42,600	76%
2011	60,300	43,400	72%
2012	65,500	54,600	83%
2013	43,900	45,000	103%
2014	44,700	40,500	91%
2015	57,700	38,300	66%
2016	65,200	57,400	88%



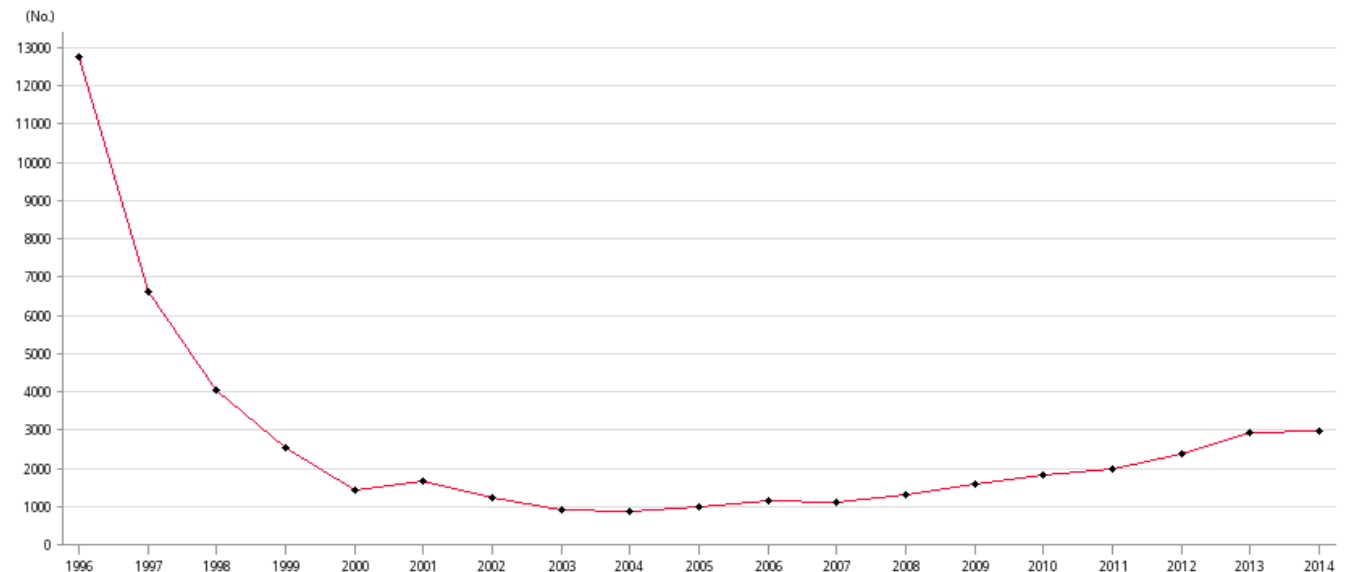
3. Immigration policies

3.2 Capital Investment Entrant Scheme

- not less than HK\$10 million
- The Government suspended the scheme with effect from 15 January 2015

3.3 Supplementary Labour Scheme

- Handle applications for importation of labour at technician level
- It allows employers with genuine difficulties in finding suitable employees locally to import workers from outside Hong Kong



3. Immigration policies

3.4 Admission schemes for talent, professionals and entrepreneurs

Schemes	Applicants
(a) General Employment Policy (GEP) 一般就業政策	<ul style="list-style-type: none">➤ for non-Mainland residents who possess special skills, knowledge or experience of value to and not readily available in the HKSAR➤ most stay here for not more than a year➤ only around 8% choose to stay for longer term
(a) Admission Scheme for Mainland Talents and Professionals (ASMTP) (2003-) 輸入內地人才計劃	<ul style="list-style-type: none">➤ Chinese residents of the Mainland who possess special skills, knowledge or experience of value to and not readily available in the HKSAR➤ most for short stay, about 14% choose for longer stay



3. Immigration policies

3.4 Admission schemes for talent, professionals and entrepreneurs

Schemes	Applicants
(c) Quality Migrant Admission Scheme (QMAS) (2006-) 優秀人才入境計劃	<ul style="list-style-type: none">➤ to encourage permanent settlement of talent migrants➤ a quota-based (1,000 per year) migration scheme and operated on a points-based system➤ an achievement-based test for people such as Olympic medallists, Nobel laureates, or scientists and professionals with significant recognition in their professional field.➤ not required to have secured an offer of local employment before taking up residence in Hong Kong



3. Immigration policies

3.4 Admission schemes for talent, professionals and entrepreneurs

Schemes	Applicants
<p>(d) Immigration Arrangements for Non-local Graduates (IANG) (2008-) 非本地畢業生留港／回港就業安排</p>	<ul style="list-style-type: none">➤ Non-local graduates who have obtained a degree or higher qualification in a full-time and locally-accredited program in Hong Kong➤ Successful applicants may be granted 12 months' stay on time limitation without other conditions of stay➤ They are free to take up and change employment during their permitted stay without the need to seek prior approval from the Immigration Department



3. Immigration policies

3.4 Admission schemes for talent, professionals and entrepreneurs

Schemes	Applicants
<p>(e) Admission Scheme for the Second Generation of Chinese Hong Kong Permanent Residents (2015-) (ASSG) 輸入中國籍香港永久性居民第二代計劃</p>	<ul style="list-style-type: none">➤ the second generation of emigrated Chinese Hong Kong permanent residents from overseas may apply to return to work➤ aged between 18 and 40 at the time of application➤ born overseas (i.e., not in the Mainland, the HKSAR, the Macao SAR or Taiwan)➤ have a good education background, normally a first degree, but in special circumstances, good technical qualifications, proven professional abilities and/or relevant experience and achievements supported by documentary evidence may also be accepted➤ proficient in written and spoken Chinese (Putonghua or Cantonese) or English; and➤ have sufficient financial means and are able to meet the living expenses for their (including their dependents, if any) maintenance and accommodation in the HKSAR without recourse to public funds



3. Immigration policies

3.4 Admission schemes for talent, professionals and entrepreneurs

Approved applications for the various admission schemes:

	2011	2012	2013	2014	2015	Growth rate from 2011 to 2015
General Employment Policy (GEP) 一般就業政策	30,557	28,625	28,380	31,676	34,403	14%
Admission Scheme for Mainland Talents and Professionals (ASMP) 輸入內地人才計劃	8,088	8,105	8,017	9,313	9,229	14%
Quality Migrant Admission Scheme (QMAS) 優秀人才入境計劃	286	298	332	373	208	-18%
Admission Scheme for the Second Generation of Chinese Hong Kong Permanent Residents (ASSG) 輸入中國籍香港永久性居民第二代計劃	N/A	N/A	N/A	N/A	108	N/A
Immigration Arrangements for Non-local Graduates (IANG) 非本地畢業生留港/回港就業安排	5,258	6,756	8,704	10,375	10,269	95%



3. Immigration policies

3.4 Admission schemes for talent, professionals and entrepreneurs

2015 Enhancement Measures:

- Relax pattern of duration of stay for GEP, ASMTP, and QMAS
- Adjust the points test schemes of QMAS
- But no enhancement measures for IANG

Admission Schemes for Talent, Professionals and Entrepreneurs



General Employment Policy (GEP)
(for non-Mainland residents) –
Professionals

General Employment Policy (GEP)
(for non-Mainland residents) –
Entrepreneurs

Admission Scheme for Mainland
Talents and Professionals
(ASMTP) (for Mainland residents)

Quality Migrant Admission
Scheme (QMAS)

Admission Scheme for the Second
Generation of Chinese Hong Kong
Permanent Residents (ASSG)

Immigration Arrangements for
Non-local Graduates (IANG)

Dependant and
Stay Arrangements



3. Immigration policies

3.5 The scheme of " Immigration Arrangements for Non-local Graduates " (IANG)

- Our study reveals that the actual number of approved extension of stay only accounts for 40-50% of the total number of non-local graduates, but only half of the latter finally manage to receive a letter of employment here (equivalent to around 20-30% of the total number of students).
- That means Hong Kong has lost almost 70% of the non-local graduates
- non-local graduates have to consider a host of factors when finding a job in Hong Kong, including the high cost of living, more career opportunities in China, cultural differences, fierce competition in the labor market, lack of local working experience, lack of targeted supportive employment policies, etc.



3. Immigration policies

3.5 The scheme of " Immigration Arrangements for Non-local Graduates " (IANG)

Our recommendations on supportive measures for local employment for non-local graduates

(1) Internship program for post-graduate students (Internship program)

- We recommend that Hong Kong should model on the GSP - Internship Programme under the Innovation & Technology Fund and replicate it to all pillar industries (or all industries in Hong Kong)
- For fairness, the scheme should also include those local post-graduates who have just finished their full-time post-graduate programmes but have yet to find a full-time job in Hong Kong
- The Government should subsidize each participating company to hire graduates who have finished the post-graduate programmes of Hong Kong institutions with up to 5 internship headcount each year. The period of subsidy is one year and within this period, the employer can apply for Government subsidy equivalent to the fixed monthly salary of the employee, with the ceiling of \$16,500
- Approximately, there are 15,000 non-local full time post-graduate students in the year of 2014/2015



3. Immigration policies

3.5 The scheme of " Immigration Arrangements for Non-local Graduates "

(1) Internship program for post-graduate students (Internship program)

- Including 5,700 local full time post-graduate students, there will be around 21,000 people who are the target participants of the Internship Programme. We suggest that at the early stage of the programme, the Government can set the number of attachment trainee to 3,000 annually as a start
- Assuming that all these trainees fully benefit from the monthly \$16,500 subsidy, the annual expenditure will be around HK\$0.6 billion
- the Government may consider increasing the number of attachment trainee to 5,000 annually, and its annual expenditure will also climb up to around \$1 billion.

(2) Establishment of an employment counseling team for non-local graduates

- The Government should provide special funding to institutions to set up an employment counselling department whose responsibility is to provide employment support for non-local students.



4. Increasing integration with the Mainland



Guangdong-Hong Kong-Macau Greater Bay Area (GBA) Plan

- 9 cities + HKSAR + Macau SAR
- Area: 56,000 sq.km
- Population: 66.72 million
- GDP: 1.3 trillion USD
*(two times that of San Francisco's Big Bay
and close to that of New York's Big Bay)*
- The combined economic size of this Bay Area is close
to that of the world's 10th largest economy
- one-hour distance among the cities



4. Increasing integration with the Mainland

Guangdong-Hong Kong-Macau Greater Bay Area (GBA) Plan

- Regional integration, in terms of infrastructure and policies, is key to the success of the GBA
- Financial, logistical, manufacturing and technological infrastructure
- Relevant policies and regulations also need to be enacted in order to ensure the free flow of capital, people, services and information within the region.
- Many administrative barriers, e.g., differences in border controls, currency, legislation, customs and tax



4. Increasing integration with the Mainland

Guangdong-Hong Kong-Macau Greater Bay Area (GBA) Plan

- People flow – the development of a regional talent pool
- Obstacles on how to reconcile differences in, e.g., taxes, culture, medical and education facilities, in order for the region to be able to retain top-level talent.
- Can Chinese HKSAR permanent residents enjoy similar rights and treatment like the Chinese citizens in the Mainland ?
- Protectionism within the region
- Silos between and within governments
- Fear of change
- The inevitable conflicts between the Two Systems need to be managed well



5. Hong Kong as an international city

5.1 Regional integration with the neighboring areas

- The signing of a Free Trade Agreement (FTA) and a related Investment Agreement between Hong Kong and the Association of Southeast Asian Nations (ASEAN) in November this year, which will bring us more and better access to the ASEAN markets, create new business opportunities, and further enhance trade and investment flows
- ASEAN is a very important trading partner of Hong Kong - our 2nd largest trading partner in merchandise trade in 2016 and 4th largest in services trade in 2015
- HKSAR Government plans to set up more Economic & Trade Offices (ETOs) in the region
- China-ASEAN FTA was concluded in 2010
- The Belt and Road initiative -- Beijing was giving priority to building infrastructure links into the region
- ASEAN is an increasingly prosperous and integrated region of more than 600 million people



5. Hong Kong as an international city

5.2 Enhancing Hong Kong' positioning as an international city

- Parallel with the inevitable increasing integration with the Mainland
- Internationalization is one of the crucial factors in safeguarding the core values and system of Hong Kong under One Country Two Systems
- Globalization vs De-globalization
- The unavoidable trend to further develop and manage well Hong Kong as a migrant city



6. The kind of migration policy Hong Kong needs

6.1 The characteristics of Hong Kong as a migrant city (throughout our history):

- An open, free, and inclusive society integrating the Chinese and Western cultures
- Immigrants have been making great contributions to its prosperous development
- Immigration has been providing continuous labour and skilled-labour supply (including domestic helpers) for our economic growth
- Remarkable achievements in immigration integration, though there were incidents against Mainlanders in recent years
- Emigration from Hong Kong had facilitated upward mobility of the local younger generation in the business and professional sectors



6. The kind of migration policy Hong Kong needs

6.2 What the HKSAR Government needs to do

- All the above need Government's continuous multi-discipline research and long-term planning on population policy and on GBA plan with coordination among the various bureaus and departments
- Policy impact assessments need to be conducted in order to manage well the formulation and implementation of our migration policy, including how to foresee, reduce and manage risks and conflicts under the increasing and unavoidable integration with the Mainland in relation to the GBA plan
- Balancing local interests, protectionism, competition from immigrants, and opportunities for our young people
- Public engagement and certain degrees of social consensus are needed in formulating migration policy, especially in relation to the GBA plan –



**The need for continuous social dialogue/debate
via public engagement to build social consensus !**





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