

香港統計月刊

Hong Kong Monthly Digest of Statistics

2018 年 11 月
November 2018

專題文章
Feature Article

香港的撫養趨勢
Dependency Trend in Hong Kong

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在過去 30 多年，香港人口老化的趨勢持續。人口年齡中位數（不包括外籍家庭傭工）由 1982 年的 26.7 歲上升至 2018 年的 45.3 歲（臨時數字）。要了解香港的撫養趨勢，我們必須分析人口的年齡和經濟活動身分結構的轉變。這篇專題文章以不同的指標分析香港的撫養趨勢。

An ageing trend of the Hong Kong population was observed in the past 30 years or so. The median age of the population (excluding foreign domestic helpers) increased from 26.7 in 1982 to 45.3 (provisional) in 2018. Analyses of the changing structure of the population in terms of age and economic activity status are crucial for understanding the dependency trend in Hong Kong. This feature article analyses the dependency trend in Hong Kong through various indicators.

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香港的撫養趨勢

Dependency Trend in Hong Kong

1. 引言

1.1 在過去 30 多年，香港人口老化的趨勢持續。人口年齡中位數由 1982 年的 26.7 歲上升至 2018 年的 45.3 歲¹。要了解香港的撫養趨勢，我們必須分析人口的年齡和經濟活動身分結構的轉變。這篇專題文章以不同的指標分析香港的撫養趨勢。本文編製的數字並不包括外籍家庭傭工，以反映香港本地人口的概況。

2. 香港人口的年齡結構

2.1 人口的年齡結構很大程度上是視乎過去的生育及人口遷移趨勢，而死亡的影響則通常較小。在過去 30 多年間，香港人口持續趨向非年青化及老化。其中，15 歲以下的人口比例由 1982 年的 24.4% 顯著下降至 2018 年的 12.0%，反映生育率不斷下跌。相反，由於人口老化，65 歲及以上的人口比例則從 1982 年的 6.8% 明顯上升至 2018 年的 17.9%。因此，人口年齡中位數由 1982 年的 26.7 歲上升至 2018 年的 45.3 歲。（圖 1）

2.2 預期未來 20 年香港人口將急速老化。推算 65 歲及以上人口的比例將會由 2018 年的 17.9% 急速上升至 2036 年的 31.1%；及後升幅將會放緩，到 2066 年，該比例會達到 36.6%。導致該比例在 2010 年代中期開始急速上升主要有兩個原因。首先是在 1970 年代

1. Introduction

1.1 An ageing trend of the Hong Kong population was observed in the past 30 years or so. The median age of the population increased from 26.7 in 1982 to 45.3¹ in 2018. Analyses of the changing structure of the population in terms of age and economic activity status are crucial for understanding the dependency trend in Hong Kong. This feature article analyses the dependency trend in Hong Kong through various indicators. Figures in this article were compiled with foreign domestic helpers excluded to reflect the profile of the local population in Hong Kong.

2. Age structure of the Hong Kong population

2.1 The age structure of a population depends, to a large extent, on past trends in fertility and population movement. The impact of mortality is generally smaller. A continuing dejuvenation and ageing trend of the Hong Kong population was observed in the past 30 years or so. The proportion of the population aged below 15 has fallen notably from 24.4% in 1982 to 12.0% in 2018, reflecting the sustained reduction in fertility rate. On the contrary, the proportion of the population aged 65 and over increased significantly from 6.8% in 1982 to 17.9% in 2018 owing to population ageing. As a result, the median age of the population increased from 26.7 in 1982 to 45.3 in 2018. (Chart 1)

2.2 The Hong Kong population is expected to age rapidly in the next 20 years. The proportion of the population aged 65 and over is projected to increase sharply from 17.9% in 2018 to 31.1% in 2036; the growth rate would then slow down and the proportion would reach 36.6% in 2066. There are two main reasons for the sharp increase from the middle of

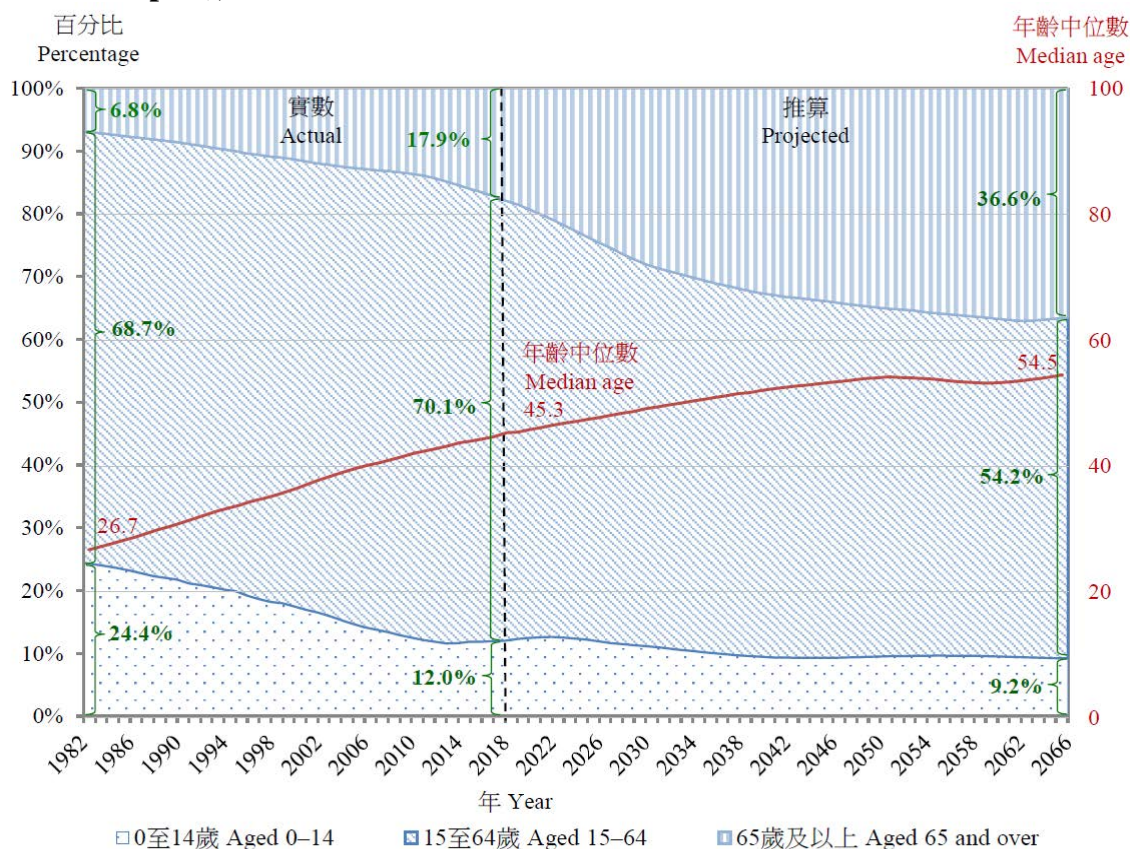
1 本專題文章內所有 2018 年的人口數字為臨時數字。

1 All 2018 population figures presented in this feature article are provisional figures.

後期，大量青年於「抵壘政策」² 取消前由中國內地（內地）流入香港，他們在 2010 年代中期約為 65 歲及以上。另外，香港的戰後嬰兒潮發生於 1950、1960 年代，他們亦會於 2010 年代中期開始步入 65 歲及以上這個年齡組別。相應地，推算年齡中位數將由 2018 年的 45.3 歲上升至 2066 年的 54.5 歲。另一方面，由於推算生育率和死亡率維持在低水平，推算 15 歲以下人口的比例由 2018 年的 12.0% 下降至 2066 年的 9.2%。（圖 1）

2010's. Firstly, many young people from the mainland of China (the Mainland) came to Hong Kong before the abolition of the touch-base policy² in the late 1970's. These persons would become about 65 years old and over in the middle of 2010's. Secondly, a post-war baby boom occurred in the 1950–1960's in Hong Kong. These people would join the “65 and over” age group starting from the middle of 2010's. Correspondingly, the projected median age would rise from 45.3 in 2018 to 54.5 in 2066. On the other hand, owing to the persistently low level of both fertility rate and mortality rate projected, the proportion of the population aged below 15 is projected to decrease from 12.0% in 2018 to 9.2% in 2066. (Chart 1)

圖 1 1982 年至 2066 年按年齡組別劃分的人口比例及年齡中位數（不包括外籍家庭傭工）
Chart 1 Proportion of population by age group and median age (excluding foreign domestic helpers), 1982 to 2066



註釋：由於四捨五入關係，個別數字加起來可能不等於 100%。

Note: Figures may not add up to 100% due to rounding.

2 「抵壘政策」是指 1974 年 11 月至 1980 年 10 月期間實施對內地非法移民的政策，在該期間，內地非法移民凡於抵步時遭拘捕者，即予遣返原地。但其他避過拘捕而「抵壘」，即與親友會合或覓得適當居所者，均准予居留本港。

2 Touch-base policy refers to the policy implemented during the period from November 1974 to October 1980 on illegal immigrants from the Mainland. During the said period, illegal immigrants from the Mainland arrested on arrival were repatriated. However, all others who evaded capture and subsequently “reached base”, that is, gained a home with relatives or otherwise found proper accommodation, were permitted to stay.

3. 年齡撫養比率

3.1 年齡撫養比率（亦稱人口撫養比率）量度在社會及／或經濟上有可能需要撫養的人口相對於理論上提供社會和經濟支援的工作年齡人口。年齡撫養比率可分為三種類別。少年兒童撫養比率是指 15 歲以下人口數目相對每千名 15 至 64 歲人口的比率。由於生育率下降，少年兒童撫養比率由 1982 年的 355 下降至 2018 年的 171。推算少年兒童撫養比率會保持穩定。由於約有 20 萬名第二類嬰兒（其配偶為非香港永久性居民的內地女性在港所生的嬰兒）於 2013 年前出生，推算少年兒童撫養比率會溫和地增長至 2024 年的 191。不過，自 2013 年起政府實施「零雙非」政策³後很少第二類嬰兒出生，因此，推算少年兒童撫養比率會由 2024 年開始下降至 2066 年的 170。（圖 2）

3.2 老年撫養比率是指 65 歲及以上人口數目相對每千名 15 至 64 歲人口的比率。該比率由 1982 年的 100 平穩地上升至 2018 年的 255。由於人口老化的趨勢，推算老年撫養比率將大幅上升至 2066 年的 674。（圖 2）

3.3 總撫養比率是指 15 歲以下和 65 歲及以上人口數目相對每千名 15 至 64 歲人口的比率，亦即少年兒童撫養比率及老年撫養比率的總和。由於 1982 年至 2018 年間生育率大幅下降和人口老化的趨勢在較早期尚未明顯，總撫養比率由 1982 年的 455 下降至 2011 年的 352，然後回升至 2018 年的 426。不過，由於推算生育率和死亡率將保持低水平和推算人口老化持續，推算總撫養比率將大幅上升至 2066 年的 844。（圖 2）

3. Age dependency ratios

3.1 Age dependency ratios (also known as demographic dependency ratios) measure the size of the population who are likely to be socially and/or economically dependent in relation to the working-age population who theoretically provide social and economic support. There are three types of age dependency ratios. Child dependency ratio is defined as the number of persons aged below 15 per 1 000 persons aged between 15 and 64. It decreased from 355 in 1982 to 171 in 2018, owing to the decline in fertility rate. The child dependency ratio is projected to remain relatively stable, initially with a mild increase to 191 in 2024 because of some 0.2 million Type II babies (births born in Hong Kong to Mainland women whose spouses are not Hong Kong Permanent Residents) born before 2013. Because of the “zero delivery quota” policy³ implemented in 2013, there were very few Type II babies since then. Hence, the child dependency ratio is projected to decrease starting from 2024 to 170 in 2066. (Chart 2)

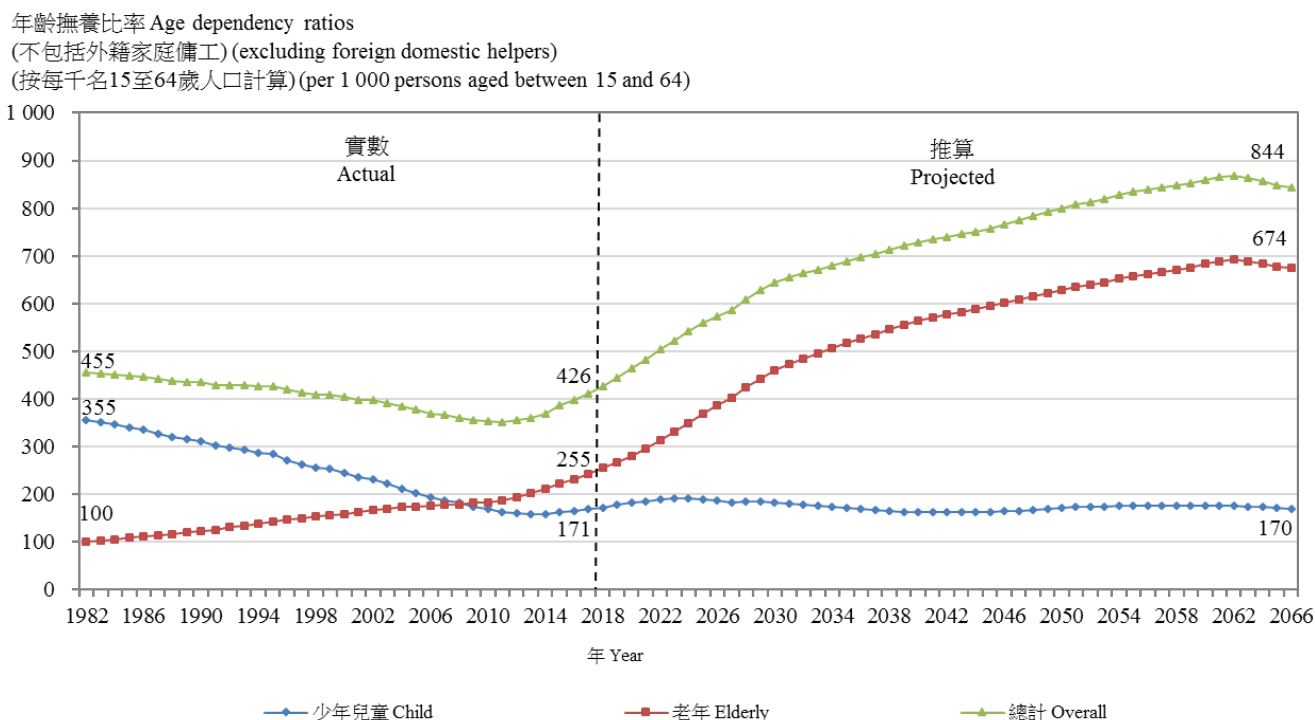
3.2 The elderly dependency ratio, which is defined as the number of persons aged 65 and over per 1 000 persons aged between 15 and 64, increased at a steady pace from 100 in 1982 to 255 in 2018. Because of an ageing trend, the elderly dependency ratio is projected to increase drastically to 674 in 2066. (Chart 2)

3.3 The overall dependency ratio, which is the number of persons aged below 15 and those aged 65 and over per 1 000 persons aged between 15 and 64, is simply the sum of the child and elderly dependency ratios. Between 1982 and 2018, because of the large decline in fertility rate and the ageing population trend has not been dominant in the earlier period, the overall dependency ratio dropped from 455 in 1982 to 352 in 2011 and then increased to 426 in 2018. However, with a projected trend of low fertility rate and mortality rate as well as a projected ageing trend, the overall dependency ratio is projected to increase substantially to 844 in 2066. (Chart 2)

3 根據「零雙非」政策，所有公立醫院均不會接受非本地孕婦在 2013 年 1 月 1 日或以後的分娩預約。

3 According to the “zero delivery quota” policy, all public hospitals would not accept any bookings by non-local pregnant women for delivery in Hong Kong from 1 January 2013 onwards.

圖 2 1982 年至 2066 年的年齡撫養比率（不包括外籍家庭傭工）
Chart 2 Age dependency ratios (excluding foreign domestic helpers), 1982 to 2066



3.4 編製年齡撫養比率需要運用人口估計和推算的數據，而大多經濟體已備有相關的數據，所以年齡撫養比率是比較經濟體之間的人口年齡結構的有用指標。為了方便與國際比較，多數經濟體採用 0 至 14 歲，15 至 64 歲和 65 歲及以上的年齡組別定義撫養比率，但有些經濟體則採用其他的年齡組別以切合當地的情況。

3.4 The data used in compiling age dependency ratios are sourced from the population estimates and population projections. They are readily available in most economies. Hence, age dependency ratios serve as useful indicators in comparing the age structure of the population among economies. To facilitate international comparison, most economies adopt the age groups 0 to 14, 15 to 64 and 65 and over in defining dependency ratios, though some adopt other age groups to suit local situations.

3.5 年齡撫養比率只是使用年齡結構而編製，並沒有考慮人口的經濟活動身分。舉例說，在 2018 年的老年撫養比率為 255，可將之理解為每 1 000 名 15 至 64 歲的人口撫養 255 名 65 歲及以上的老年人。但事實上，在 15 至 64 歲的人口當中亦有不少人為學生、料理家務者及退休人士，他們亦是受撫養的人士。同樣地，從經濟角度而言，65 歲及以上但仍屬於勞動人口的人士應被視為非受撫養的人士。因此，年齡撫養比率僅能提供人口年齡結構的資料，未能如實反映撫養人口的經濟意義。

3.5 Age dependency ratios are solely compiled based on age composition and do not consider the economic activity status of the population. For example, some might regard the elderly dependency ratio of 255 in 2018 as meaning 1 000 independents aged 15 to 64 supporting 255 dependents aged 65 and over in 2018. Actually, many persons aged 15 to 64 are students, home-makers and retirees who are not economically independent. Similarly, persons aged 65 and over who are still in the labour force are not dependents in an economic sense. Hence, the age dependency ratios merely provide information on the age composition of the population but do not carry the economic significance of dependency.

4. 經濟撫養比率

4.1 經濟撫養比率用以量度勞動人口（即從事經濟活動人口）相對於需要受撫養人口的負擔。編製香港人口的經濟撫養比率需要運用「綜合住戶統計調查」的數據。該統計調查旨在搜集有關勞動人口、就業、失業及就業不足的資料。由於該統計調查於 1993 年起才提供有關外籍家庭傭工的統計數據，所以經濟撫養比率（不包括外籍家庭傭工）只能從 1993 年開始編製。

4.2 經濟撫養比率可分為四種類別。少年兒童經濟撫養比率是指 15 歲以下非從事經濟活動人口數目相對每千名從事經濟活動人口（即勞動人口）的比率。該比率由 1993 年的 419 下降至 2017 年的 232。推算少年兒童經濟撫養比率會在 2018 年至 2066 年間維持在 205 至 251 的低水平，主要原因是該期間的推算生育率較低。（圖 3）

4.3 成人經濟撫養比率是指 15 至 64 歲非從事經濟活動人口數目相對每千名從事經濟活動人口的比率。在 1993 年至 2017 年間，成人經濟撫養比率相對穩定，在 409 至 488 之間徘徊。推算成人經濟撫養比率將從 2018 年的 394 緩慢下降至 2066 年的 307，這是由於 15 至 64 歲人口在該期間的勞動人口參與率推算會有所上升。（圖 3）

4.4 老年經濟撫養比率是指 65 歲及以上非從事經濟活動人口數目相對每千名從事經濟活動人口的比率。該比率由 1993 年的 172 上升至 2017 年的 282。隨着人口老化，推算該比率將進一步上升至 2066 年的 710。（圖 3）

4. Economic dependency ratios

4.1 Economic dependency ratios are used to measure the burden on the labour force (i.e. economically active persons) to support the dependent population. The data used in compiling economic dependency ratios of the Hong Kong population are sourced from the General Household Survey (GHS). The main objective of the GHS is to collect information on the labour force, employment, unemployment and underemployment. Since the data of foreign domestic helpers in the GHS is only available from 1993, the economic dependency ratios (with foreign domestic helpers excluded) can only be compiled from 1993.

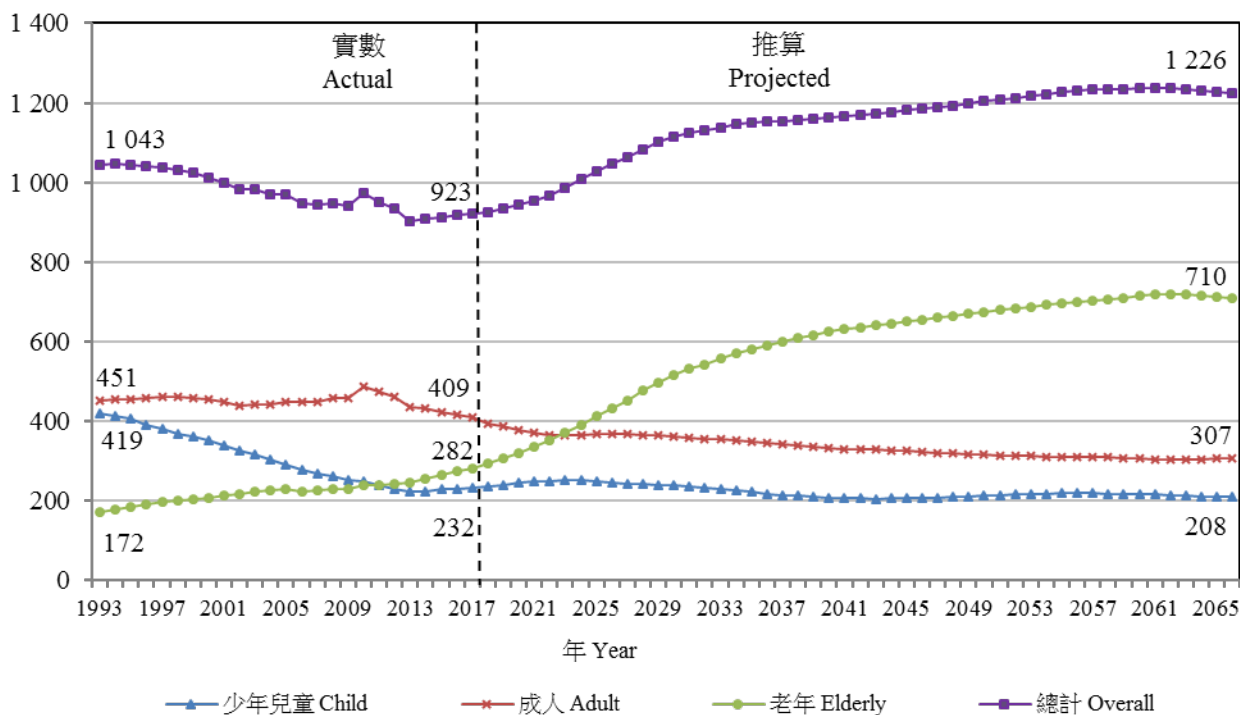
4.2 There are four types of economic dependency ratios. Child economic dependency ratio is defined as the number of economically inactive persons aged below 15 per 1 000 economically active persons (i.e. labour force). It decreased from 419 in 1993 to 232 in 2017. The child economic dependency ratio is projected to remain steady at a low level between 205 and 251 during 2018 to 2066, mainly due to the low fertility rate projected for the period. (Chart 3)

4.3 Adult economic dependency ratio is defined as the number of economically inactive persons aged 15 to 64 per 1 000 economically active persons. It remained relatively stable at around 409 to 488 between 1993 and 2017. The adult economic dependency ratio is projected to mildly decrease from 394 in 2018 to 307 in 2066 because of the increase in the projected labour force participation rate among persons aged 15 to 64 during the period. (Chart 3)

4.4 Elderly economic dependency ratio is defined as the number of economically inactive persons aged 65 and over per 1 000 economically active persons. It increased from 172 in 1993 to 282 in 2017. The ratio is projected to further increase to 710 in 2066 in tandem with population ageing. (Chart 3)

圖 3 1993 年至 2066 年的經濟撫養比率（不包括外籍家庭傭工）
Chart 3 Economic dependency ratios (excluding foreign domestic helpers), 1993 to 2066

經濟撫養比率 Economic dependency ratios
 (不包括外籍家庭傭工)(excluding foreign domestic helpers)
 (按每千名從事經濟活動人口計算)(per 1 000 economically active persons)



註釋：由於四捨五入關係，個別數字加起來可能與總數不符。

Note: Figures may not add up to total due to rounding.

4.5 總經濟撫養比率是指非從事經濟活動人口數目相對每千名從事經濟活動人口的比率，亦即少年兒童、成人和老年經濟撫養比率的總和。由於少年兒童經濟撫養比率下跌，總經濟撫養比率由 1993 年的 1 043 下降至 2017 年的 923。由於推算人口老化及隨後的勞動人口下跌將會變得明顯，故此推算的總經濟撫養比率將回復上升趨勢至 2066 年的 1 226。（圖 3）

4.5 The overall economic dependency ratio is defined as the number of economically inactive persons per 1 000 economically active persons, i.e. the sum of child, adult and elderly economic dependency ratios. It decreased from 1 043 in 1993 to 923 in 2017 because of the decrease in child economic dependency ratio. The effect of population ageing and the consequential decline in the labour force are projected to become dominant afterwards and hence the overall economic dependency ratio is projected to revert to an increasing trend to 1 226 in 2066. (Chart 3)

4.6 總括來說，在 1993 年，每千名從事經濟活動人口要供養 1 043 名非從事經濟活動人口，包括 419 名少年兒童、451 名成人和 172 名長者。由於在過去 20 多年生育率持續下跌，從事經濟活動人口需要撫養的少年兒童數目亦減少。在 2017 年，每千名從事經濟活

4.6 To sum up, in 1993, per 1 000 economically active persons supported 1 043 economically inactive persons, comprising 419 children, 451 adults and 172 elderly. Because fertility rate decreased in the past 20 years or so, the number of children that needed to be supported by economically active persons has also decreased. In 2017, every 1 000

動人口要供養 923 名非從事經濟活動人口，包括 232 名少年兒童、409 名成人和 282 名長者。由於推算未來人口老化和勞動人口下跌的趨勢會持續，推算從事經濟活動人口需要撫養的長者數目會大幅增加。至 2066 年時，推算每千名從事經濟活動人口便要供養 1 226 名非從事經濟活動人口（較 2017 年增加約三分之一），包括 208 名少年兒童、307 名成人和 710 名長者。（圖 4a）

4.7 雖然經濟撫養比率能較有效地量度人口撫養的情況，但編製時所需的數據則較編製年齡撫養比率為多。在編製過往年期的經濟撫養比率數列時，需要從勞動人口統計調查取得有關經濟活動身分的資料。此外，推算經濟撫養比率只能利用勞動人口推算結果編製，某些經濟體可能未必備有相關的數據。

4.8 另一有用的指標是「人口勞工比率」，它亦可視為另一種經濟撫養比率。該比率是指總人口相對勞動人口的比率，亦等同於總經濟撫養比率加 1。這個比率用以量度每名從事經濟活動的人士所需要撫養的人數（包括自己在內）。人口勞工比率由 1993 年的 2.043 下降至 2017 年的 1.923，推算該比率將會回升至 2066 年的 2.226。換句話說，在 2066 年每名從事經濟活動的人士平均需要撫養 2.2 人，高於 2017 年的 1.9 人。（圖 4b）

economically active persons supported 923 economically inactive persons, comprising 232 children, 409 adults and 282 elderly. As the trends of ageing population and decline of the labour force are projected to continue in the future, the number of elderly that will need to be supported by economically active persons is projected to increase drastically. It is projected that in 2066, per 1 000 economically active persons will need to support 1 226 economically inactive persons (increased by around one-third as compared to that in 2017), comprising 208 children, 307 adults and 710 elderly. (Chart 4a)

4.7 While economic dependency ratios can better measure the dependency of the population, the data required for the compilation exceed those required for compiling age dependency ratios. In compiling the historical series of economic dependency ratios, information on the economic activity status sourced from labour force surveys is required. Furthermore, projected economic dependency ratios can only be compiled from the results of the labour force projections which may not be available in some economies.

4.8 It is also useful to look at the “population to labour force ratio”, which may be viewed as a variant of the economic dependency ratio. It is defined as the ratio of the total population to the labour force and is equal to the overall economic dependency ratio plus 1. This ratio measures the number of persons each economically active person needs to support, including himself/herself. The population to labour force ratio decreased from 2.043 in 1993 to 1.923 in 2017, and is projected to increase to 2.226 in 2066. In other words, each economically active person would have to support 2.2 persons on average in 2066, higher than the 1.9 persons in 2017. (Chart 4b)

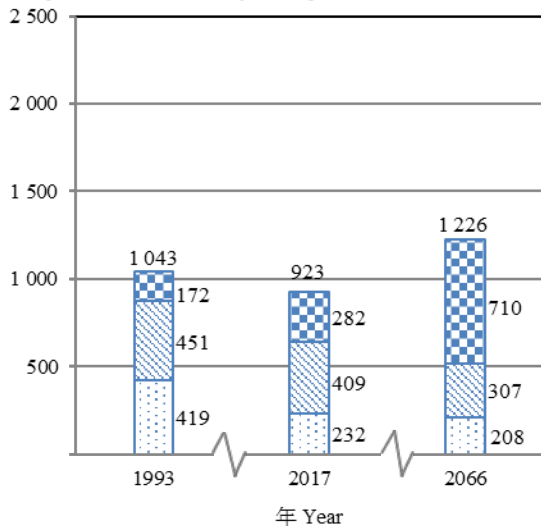
圖 4 1993 年、2017 年及 2066 年的總經濟撫養比率及人口勞工比率
(不包括外籍家庭傭工)

Chart 4 Overall economic dependency ratio and population to labour force ratio (excluding foreign domestic helpers), 1993, 2017 and 2066

(a) 總經濟撫養比率

Overall economic dependency ratio

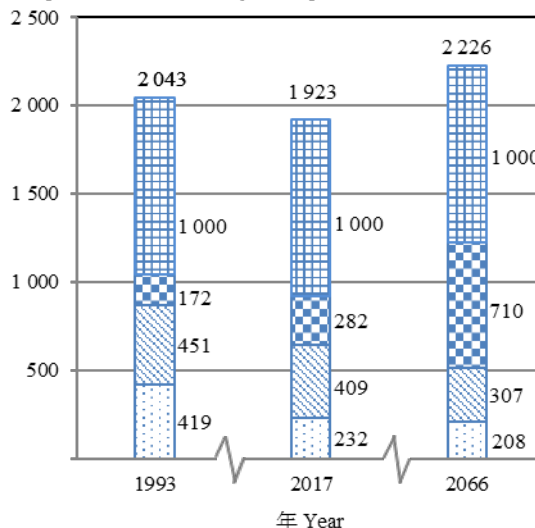
比率 (按每千名從事經濟活動人口計算)
Ratio (per 1 000 economically active persons)



(b) 人口勞工比率

Population to labour force ratio

比率 (按每千名從事經濟活動人口計算)
Ratio (per 1 000 economically active persons)



從事經濟活動人口 Economically active population

非從事經濟活動人口 Economically inactive population

老年 Elderly

成人 Adult

少年兒童 Child

註釋：由於四捨五入關係，個別數字加起來可能與總數不符。

Note: Figures may not add up to total due to rounding.