



Our Ref.: PCPD(O)45/65/145 (202001936)

7 April 2020

(By Fax 2511 1682 and By Post)

The EAC Secretariat 10/F, Harbour Centre 25 Harbour Road Wan Chai Hong Kong Attn.: Ms. Anthea Tsang

Dear Ms. Tsang,

Public Consultation: Proposed Guidelines on Election-related Activities in respect of the Legislative Council Election

Thank you for your letter of 9 March 2020 enclosing the "Proposed Guidelines on Election-related Activities in respect of the Legislative Council Election" (**Proposed Guidelines**) in the course of public consultation.

Background

According to the EAC, the Proposed Guidelines are prepared on the basis of the existing guidelines for the LegCo Election (June 2016 edition) with suitable revisions. Many of the changes are for alignment purpose and similar changes have been incorporated in the Guidelines for the Rural Representative Election issued in October 2018 and the Guidelines for the District Council Election issued









in September 2019. We now offer our views on the Proposed Guidelines as follows.

<u>Chapter 2: Composition, Registration of Electors and Voting System for Geographical Constituencies</u>

Warning Notice in Prescribed Form

- We notice that an important notice has been included in paragraph 2.34 of the Proposed Guidelines, warning that information relating to a person contained in any register of electors or in any extract of any register of electors can only be used for election-related purposes under the electoral legislation. Any abuse or misuse of information is a criminal offence under the relevant electoral regulations and that it may attract a maximum fine of Level 2 (\$5,000) and imprisonment for 6 months [section 22(3) of the Electoral Affairs Commission (Registration of Electors) (Legislative Council Geographical Constituencies) (District Council Constituencies) Regulation (Cap 541A)]. The same notice is also included in paragraph 9.21 of the Proposed Guidelines.
- Given that personal information in the register of voters might have been used for doxxing [which is a criminal offence under section 64 of the Personal Data (Privacy) Ordinance (PDPO)] during the social incidents last year and the public has been concerned about this issue, we recommend the EAC consider including a warning notice in a prominent position of its prescribed forms for election (where appropriate and where personal data entered therein may be disclosed in any register of voters) to the effect that misuse of personal information may attract a maximum penalty of a fine of \$1 million and an imprisonment of five years. You may wish to take reference from the Transport Department, which has included such a warning in one of its prescribed form (see Annex).

Chapter 4: Nomination of Candidates

Other Forms of "Address" (apart from Residential Address)

- Page 2 of the Appendix mentions that the Returning Officer would state the "address" of each candidate in the notice of validly nominated candidates published in the Gazette in accordance with the amendments made to section 21 of the EAC (Electoral Procedure) (Legislative Council Election) Regulation (Cap 541D) in January 2020. If we understand it correctly, the "address" of candidates to be published in the Gazette for the coming LegCo election may not necessarily be residential addresses. "Addresses" such as GPO Box or office addresses, which are less privacy instrusive, are permissible.
- We take the view that the word "address" in section 21(4)(b) and (4A)(c) of the aforementioned regulation in paragraph 5 above would be wide enough to cover other forms of address, apart from an individual's residential address. This is construed in the context of the entire piece of electoral legislation. For instance, Section 23(8) of the same EAC (Electoral Procedure) (Legislative Council Election) Regulation (Cap 541D) provides that a notice of appointment must be in writing and state the name, identity card number and "residential address" of the election agent. That provision clearly stipulates that "residential address" of the election agent is to be provided.
- We welcome the use of a less privacy intrusive address as it affords better personal data privacy protection to a validly nominated candidate.

² https://www.elegislation.gov.hk/hk/cap541D?xpid=ID 1438403397955 001

¹ https://www.elegislation.gov.hk/hk/cap541D?pmc=0&xpid=ID 1438403397612 001&m=0&pm=1

- Nevertheless, paragraph 4.47 of the Proposed Guidelines on "Notice of Valid Nominations" does not explicitly spell out the relaxed measure of allowing the candidate to provide "address" other than his residential address. We, however, notice that in paragraph 7.13 of the Proposed Guidelines, the term "correspondence address" is used instead. Paragraph 7.13 provides that the Returning Officer must also display in a prominent place outside his office a notice of the particulars of the election agents [section 24(7) of the Electoral Affairs Commission (Electoral Procedure) (Legislative Council) Regulation (Cap 541D)].
- We therefore suggest that paragraph 4.47 of the Proposed Guidelines be amended to explicitly highlight the change. We further suggest that the term "correspondence address" be used, if appropriate, because it is even clearer than "address". Examples of "correspondence address" may be given.

Chapter 5: Polling and Counting Arrangements

Production of HKID Card / Identity Document

- We notice that according to paragraph 5.86 of the Proposed Guidelines, members of the public and the media have the rights to observe the count at the counting station. However, the Presiding Officer and the Chief Returning Officer "may take down the name and number of HKID/passport/ travel document of the members of the public before they enter the public area for record purpose". For obvious reasons and for all practical intent and purposes, what would likely be taken down would be HKID Card number in most cases.
- Under paragraph 2.3 of the "Code of Practice on the Identity Card Number and Other Personal Identifiers" (the "Code of Practice") published by this office,³

³ https://www.pcpd.org.hk/english/data privacy law/code of practices/files/picode en.pdf

a data user should not collect the HKID Card number of an individual except in situations specified therein. These exceptions include statutory requirements, necessity grounds for the exercise of a judicial or quasi-judicial function, etc. One of the exceptions is quoted in paragraph 2.3.4.2 of our Code of Practice, i.e. "as the means for the future identification of the holder of the HKID Card where such holder is allowed access to premises or use of equipment which the holder is not otherwise entitled to, in circumstances where the monitoring of the activities of the holder after gaining such access or use is not practicable".

We understand that the background leading to this proposed arrangement is that on the polling day of the 2019 District Council ordinary election, "disruptive acts took place in some counting stations where there were members of the public arguing, shouting, and even insulting electoral staff and interfering with the counting process" as stated in a press statement issued by the EAC on 9 March 2020. Given the general principle as stated in paragraph 2.2 of our Code of Practice, which states that "... before a data user seeks to collect from an individual his HKID Card number, the data user should consider whether there may be any less privacy-intrusive alternatives to the collection of such number, and should wherever practicable give the individual the option to choose any such alternative in lieu of providing his HKID Card number ...", we do invite you to reconsider whether your proposed arrangement is adequately justified as an exception in paragraph 2.3.4.2 of our Code of Practice. We consider that a less personal data privacy intrusive method should be seriously considered.

Chapter 15: Exit Poll

⁴ https://www.info.gov.hk/gia/general/202003/09/P2020030900391.htm

- Paragraphs 15.4 and 15.12 of the Proposed Guidelines indicate that exit polls are to approved by the EAC and an organisation applying for the conduct of exit poll must make a statutory declaration to abide by the relevant terms and the guidelines. Paragraphs 15.4 and 15.5 further set out certain requirements imposed by the EAC, e.g. the organisation has to ensure that the result of exit poll must not be announced to any candidate and other person before the close of poll, the interviewers should make clear to the electors that participation in the exit poll is entirely voluntary.
- It is most important that the identity of an elector who participates in an exit poll is kept strictly confidential. From previous communication with the EAC in the past, we understand that organisations which apply for conducting exit poll in Village Representation Election will have to undertake not to collect and maintain any personal data relating to the identity of the electors. We suggest the EAC state explicitly the requirement of undertaking not to collect and maintain personal data relating to the identity of the electors during conduct of an exit poll. Again, whether it is more appropriate to include this requirement in the Proposed Guidelines or the relevant terms and the guidelines governing the conduct of exit poll, we would leave it in the discretion of the EAC.

Other Recommendations

This office published two investigation reports, one in 2017 on loss of notebook computers containing personal data of election committee members and electors⁶ and one in 2019 on loss of a marked final registers of electors.⁷ Though

⁵ See Paragraph 12 of the PCPD's Submission made in 2012

⁶https://www.pcpd.org.hk/english/enforcement/commissioners_findings/investigation_reports/files/PCPD_In_vestigation_Report_R17-6429_Eng.pdf

https://www.pcpd.org.hk/english/enforcement/commissioners_findings/investigation_reports/files/PCPD_Investigation_Report_R19_5120_Eng.pdf

the recommendations in these reports are primarily related to the data breach incidents, some of them do have general application which we urge you to consider in all election-related activities:-

- (a) When conducting all election-related activities, the personal data for access or use should only be made available on a "need-to-know" and "need-to-use" basis so as to minimise the risk of data breach, especially when portable storage devices such as notebook computers are involved.
- (b) Do not store personal data in notebook computers or portable storage devices unless absolutely necessary. If it is necessary to store the electors' personal data in notebook computers or other portable storage devices, there should be effective technical security measures according to the quantity and sensitivity of the data, e.g. two-factor authentication in data access, automatic system lock or automatic data wipe upon several times of unsuccessful login, installation of location tracking software.
- (c) Formulate, systematically review and update your current personal data security policies and practical guidelines (including on-line and off-line) according to its functions and activities to ensure that the information on handling personal data is up-to-date.
- (d) Effectively disseminate the personal data security policies to all staffs to ensure that they know and understand the policies and requirements. Clear ways to access the relevant information promptly should also be provided.
- (e) A regular and systematic compliance check mechanism should be in place to ensure compliance with the personal data security policies, procedures and practical guidelines.

- (f) Simple, clear and easy-to-follow guidelines and procedures for future elections should be drawn up, and sufficient and effective training should be provided for polling and other responsible staff with a view to heightening data protection sensitivity.
- (g) An effective mechanism should be established to record all movements associated with the electoral documents containing personal data beginning from its distribution to polling stations before elections to its disposal. Such mechanism could serve as an audit trail and alert staff attention whenever irregularities arise during the recording.
- (h) Regular data audits and dossier reviews should be conducted to ensure all movements of the electoral documents containing personal data are in fact accurately and properly documented.
- Should you have any queries regarding the content of this Submission, please feel free to contact me at 2877 7119 or cindy.chan@pcpd.org.hk.

Yours sincerely,

(Cindy Chan)

Legal Counsel

for Privacy Commissioner for Personal Data, Hong

Kong

Important Notice

Requirement of Address Proof

The original or a copy of the proof of address issued within the last three months **has to** be produced when submitting a licensing application. In accordance with the relevant legislation, the Transport Department may suspend processing the application in the absence of address proof. [Please refer to the list of acceptable proof of address]

Change of Address

According to the law, driving licence holders or registered vehicle owners have to notify the Transport Department within 72 hours of their change of address. Any person without reasonable excuse contravenes such requirement commits an offence and is liable to a fine of \$2,000. You may notify the Transport Department of change in address with your proof of new address in writing, through MyGovHK or by submitting the specified form ("Change of Personal Particulars or Vehicle Particulars").

Mail items with insufficient postage

Underpaid mail items are subject to surcharge by Hongkong Post. This department will not accept underpaid mail items, which will be returned to the sender (with return address) or disposed of (without return address) by the Hongkong Post. For proper delivery of your mail items to the department, and to avoid unnecessary delivery delay or unsuccessful delivery, please ensure your mail items bear sufficient postage with return address before posting. [Please note details about postage and pay attention to the New Postage Structure effective from 1 January 2016]

Warning concerning disclosure of personal data of registered vehicle owner

According to Section 64 of Personal Data (Privacy) Ordinance (Cap. 486), a person commits an offence if the person discloses any personal data of a data subject which was obtained from a data user without the data user's consent, (a) with an intent to obtain gain in money or other property, whether for the benefit of the person or another person; or (b) with an intent to cause loss in money or other property to the data subject; or (c) the disclosure causes psychological harm to the data subject. Offender is liable on conviction to a fine of \$1,000,000 and to imprisonment for 5 years.

If you are a registered elector and your residential address has changed, please notify the Registration and Electoral Office (REO) as early as possible. For enquiries, please call the REO hotline 2891 1001.





TD318 (Rev. 10/2019)

發給車輛登記細節證明書申請表 APPLICATION FOR A CERTIFICATE OF PARTICULARS OF VEHICLE

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所需文件 Required Documents

- (1) 身分證明文件正本或副本(香港居民:香港身份證;非香港居民:護照;公司:公司註冊證書/非香港公司註冊證明書/公司更改名稱證書/註冊非香港公司變更名稱註冊證明書;其他公司/機構:商業登記證):及
- (2) 應繳費用 申請費用為\$45。[有關申請費用或會更改。如欲知最新費用,你可於本署各牌照事務處詢問處、或致電1823電話中心查詢、參閱牌照事務處的牌照費用表(TD341)或瀏覽運輸署網頁(www.td.gov.hk)]。如以支票/銀行本票付款,請劃線並寫明「香港特別行政區政府」為收款人,並在支票/銀行本票背面寫上你的姓名、有關車輛的登記號碼及日間聯絡電話號碼:請勿郵寄現款。
- (1) Original or photocopy of identity document (Hong Kong Identity Card for Hong Kong residents; passport for non Hong Kong residents; Certificate of Incorporation / Certificate of Registration of Non-Hong Kong Company / Certificate of Change of Name / Certificate of Registration of Alteration of Name of Registered Non-Hong Kong Company for companies; Business Registration Certificate for other companies / organizations); and
- (2) The appropriate fee the application fee is \$45. [The application fee may be subject to change. For enquiry about the updated application fee, you may make enquires at the enquiry counters of Licensing Offices or from 1823 Call Centre, refer to the licence fees table (TD341) from licensing offices, or visit Transport Department's website (www.td.gov.hk) for information]. If pay by cheque/cashier order, please make cheque/cashier order payable to either "The Government of the Hong Kong Special Administrative Region" or "The Government of the HKSAR" and crossed. Please write down your name, registration mark of the vehicle concerned and daytime contact telephone number on the back of the cheque/cashier order, cash should not be sent by post.

注意事項 Notes for Attention

- (1) 如任何駕駛執照持有人/登記車主曾向運輸署署長提供其姓名、地址或身分證明文件有所改變,他/她須在改變出現後72小時 內以書面或遞交已填妥的運輸署表格TD559,將有關改變通知運輸署署長。並需提交有關改變的證明。任何人無合理辯解而違 反此規定,即屬犯罪,可處罰款\$2,000。如屬姓名的改變或身分證明文件的改變,駕駛執照持有人/登記車主亦須將現有的駕 駛執照正本(如持有)、駕駛教師執照正本(如持有)、車輛登記文件正本(如持有)、車輛牌照(如持有)及自訂登記號碼 分配證明書(如持有)送交運輸署署長,以作修改。
- (2) 使用所提供的資料須符合《個人資料(私隱)條例》的規定。
- (3) 本署可於接到申請當日以電腦發出顯示即時或申請當日起計過去五年內指定日期及時間的車輛登記細節的證明書。如用郵寄申請或指定日期及時間屬申請當日起計超過五年的車輛登記細節的證明書,本署會在收到申請後的十個工作天內將證明書以掛號信寄回給你。如你在遞交申請後五個星期內仍未收到有關證明書,請致電2804 2600與運輸署聯絡,以便作出跟進。
- (4) 申請人應將證明書提供的有關登記車主個人資料用作與交通及運輸事宜有關的事務上。
- (5) 如果申請由代理人遞交,代理人必須同時出示其本人的身分證明文件正本,以作紀錄。
- (6) 申請人必須填寫本申請表的甲部、乙部及丙部,否則申請將不予受理。
- (7) 若郵件郵資不足,香港郵政會收取欠資及相關費用。本署不會接收郵資不足的信件,有關郵件將由香港郵政退回寄件人(有回郵地址)或予以銷毀(沒有回郵地址)。為確保郵件能妥善送達本署,並免卻不必要的派遞延誤或失誤,請切記投寄郵件前支付足額郵資及註明回郵地址。[請參閱郵費的詳情,並留意由2016年1月1日起生效的新郵費結構:http://www.hongkongpost.hk/]
- (1) If a change occurs in the name, address or identity document of a driving licence holder/registered vehicle owner previously provided by the driving licence holder/registered vehicle owner to the Commissioner for Transport, the driving licence holder/registered vehicle owner shall, within 72 hours of the change, notify the Commissioner for Transport in writing or by submitting the completed Transport Department Form (TD559) with the proof of change. Any person who without reasonable excuse contravenes such requirement commits an offence and is liable to a fine of \$2,000. For cases of change of name or change of identity document, the driving licence holder/registered vehicle owner shall also deliver to the Commissioner for Transport the existing original driving licence (if applicable), original driving instructor's licence (if applicable), original vehicle registration document (if applicable), vehicle licence (if applicable) and Certificate of Allocation of Personalized Registration Mark (if applicable) for amendment.
- (2) The use of information provided is subject to the provisions in the Personal Data (Privacy) Ordinance.
- (3) A certificate showing the current vehicle particulars or that of a specified date and time within 5 years before the date of application can be issued by the computer on the day when the application is received. If apply by post or the specified date and time is over 5 years before the date of application, the certificate will be posted to you by registered post within 10 working days upon receipt of application. If you have not received the certificate 5 weeks from the date of submission, please contact Transport Department at 2804 2600 for follow up action.
- (4) Applicant should only use personal data of the registered owner provided by the certificate for activities relating to traffic and transport matters.
- (5) If application is submitted by an agent, the agent is also required to produce his/her own original identity document for record purpose.
- (6) Applicant must complete Part A, Part B and Part C of the form, or else the application will not be processed.
- (7) Underpaid mail items are subject to surcharge by Hongkong Post. This department will not accept underpaid mail items, which will be returned to the sender (with return address) or disposed of (without return address) by the Hongkong Post. For proper delivery of your mail items to the department, and to avoid unnecessary delivery delay or unsuccessful delivery, please ensure your mail items bear sufficient postage with return address before posting. [Please note details about postage and pay attention to the New Postage Structure effective from 1 January 2016: http://www.hongkongpost.hk/].

交回申請表地點 Place of Submission

請將填妥的申請表及所需文件以下列方式交回—

郵寄申請 (見「注意事項」(3)及(7)) 請郵寄至

東九龍郵政信箱 68115 號

本署在處理你的申請後,會將你的身分證明文件副本銷毀。

親自或由代理人申請

- (1) 香港金鐘道95號統一中心3樓運輸署香港牌照事務處;
- (2) 九龍長沙灣道 303 號長沙灣政府合署 2 樓運輸署九龍牌照 事務處;
- (3) 九龍觀塘鯉魚門道 12 號東九龍政府合署 5 字樓運輸署觀 塘牌照事務處;或
- (4) 新界沙田上禾輋路 1 號沙田政府合署 2 樓運輸署沙田牌照 事務處。

如需查詢運輸署各牌照事務處服務時間,可致電2804 2600 或瀏覽運輸署網站www.td.gov.hk

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Please return the completed application form and necessary documents by any of the following methods—

Application by post (See item (3) and (7) in "Notes for Attention") Please send application by post to

P.O. Box 68115, Kowloon East Post Office, Kowloon.

Transport Department will destroy the submitted identity document copy after processing your application.

Application in person or by agent

- (1) Transport Department Hong Kong Licensing Office at 3/F, United Centre, 95 Queensway, Hong Kong;
- (2) Transport Department Kowloon Licensing Office at 2/F, Cheung Sha Wan Government Offices, 303 Cheung Sha Wan Road, Kowloon;
- (3) Transport Department Kwun Tong Licensing Office at 5/F, Kowloon East Government Offices, 12 Lei Yue Mun Road, Kowloon; or
- (4) Transport Department Sha Tin Licensing Office at 2/F, Sha Tin Government Offices, 1 Sheung Wo Che Road, Sha Tin, New Territories.

For enquiry on service hours of Transport Department licensing offices, please call 2804 2600 or visit our website www.td.gov.hk

個人資料的説明 Notes about Personal Data

收集目的

- 1. 運輸署會使用載在本申請表內的個人資料,以及該等資料日後的任何變更,作以下用途:
 - (a) 辦理有關審批你在本申請表中所提出的申請的事務;
 - (b) 方便運輸署與你聯絡;
 - (c) 行政上的用途,如編制統計數字及從事研究工作;及
 - (d) 將你的個人資料告訴有關登記車主。
- 2. 你必須提供本申請表所要求的個人資料。假如你未能提供所需資料,你的申請可能不獲接納。

獲轉交資料的部門/人士

- 3. 載在本申請表內的個人資料,以及該等資料日後的任何變更,會向其他政府部門、決策局及 有關機構公開,以作上述第1(a)段至1(c)段所列的用途。
- 4. 如有關登記車主要求, 載在本申請表內的個人資料,以及該等資料日後的任何變更,可能會向有關登記車主披露,以作上述第 1(d) 段所列的用途。

索閱個人資料

5. 根據個人資料(私隱)條例第 18 及 22 條及附表 1 第 6 條,你有權索閱及修正你的個人資料。你的索閱權包括獲取本申請表所提供的個人資料副本一份。

杳詢

6. 有關透過本申請表收集的個人資料的查詢,包括索閱及修正資料,應寄往: 香港金鐘道 95 號統一中心 3 樓運輸署牌照事務組行政主任/首次登記稅收

Purposes of Collection

- 1. The personal data contained in this form and any change to such data from time to time will be used by Transport Department for the following purposes:
 - (a) activities relating to the processing of your application in this form;
 - (b) facilitating communication between Transport Department and yourself;
 - (c) administrative purposes such as compiling statistics and conducting research; and
 - (d) for the information of the registered vehicle owner to whom your application relates.
- 2. It is obligatory for you to supply the personal data as required by this form. If you fail to supply the required data, your application may be refused.

Classes of Transferees

- 3. The personal data contained in this form and any change to such data from time to time may be disclosed to other Government departments, bureaux and relevant organizations for the purposes mentioned in paragraph 1(a) to (c) above.
- The personal data contained in this form and any change to such data from time to time may be disclosed to concerned registered owner if he requests so for the purpose mentioned in paragraph 1(d) above.

Access to Personal Data

You have a right of access and correction with respect to personal data as provided for in sections 18 and 22 and principle 6 of Schedule 1 of the Personal Data (Privacy) Ordinance. Your right of access includes the right to obtain a copy of your personal data provided by this form.

Enquiries

6. Enquiries concerning the personal data collected by means of this form, including the making of access and corrections, should be addressed to:

Executive Officer / FRT, Transport Department Licensing Section, 3/F, United Centre, 95 Queensway, Hong Kong.

Application by post to the following address (Please cut along the line)

Transport Department
Kwun Tong Licensing Office
P.O. Box No. 68115
Kowloon East Post Office, Kowloon

郵遞申請	Application by Post 如果你以輕奇遞交申請表,請填寫以下資料 PLEASE FILL IN THE FOLLOWING IF APPLY BY POST					
	姓名 Name:	請在左方填寫你的姓名及回郵地址,本署會將透過本申請表申請 的證明書寄回該地址,但不會就該回郵地址資料更改本署記錄。 Please fill in your name and return address to which the certificate applied by this form will be posted. We will NOT amend our record on the basis of this return address information provided.				
g 	PHENEZE RETURN AUDIESS.	(1) 請在支票/銀行本票背面寫上你的姓名、有關車輛的登記 號碼及日間聯絡電話號碼。 Please write down your Name, registration mark of the vehicle concerned and Day Time Contact Telephone No. on the back of the cheque/cashier order.				
	郵遞申請,請寄往以下地址(請沿虛線剪下)	(2) 請填上你的付款資料。 Please fill in your Remittance Details.				
	運輸署觀塘牌照事務處 東九龍郵政信箱 68115 號	銀行名稱 Name of Bank:				