

## Chapter1 Outline of the 2015 Population Census of Japan

### History

The population censuses in Japan have been conducted almost every five years since 1920, the 2015 Population Census being the twentieth one.

In addition to these regular censuses, special censuses were taken in 1944, 1945, 1946 and 1948 due to the particular administrative needs of the respective time.

Names and dates of these censuses are :

1920Population Census	1 October 1920
1925Population Census	1 October 1925
1930Population Census	1 October 1930
1935Population Census	1 October 1935
1940Population Census	1 October 1940
(1944Population Census	22 February 1944)
(1945Population Census	1 November 1945)
(1946Population Census	26 April 1946)
1947Extraordinary Population Census	1 October 1947
(1948Population Census	1 August 1948)
1950Population Census	1 October 1950
1955Population Census	1 October 1955
1960Population Census	1 October 1960
1965Population Census	1 October 1965
1970Population Census	1 October 1970
1975Population Census	1 October 1975
1980Population Census	1 October 1980
1985Population Census	1 October 1985
1990Population Census	1 October 1990
1995Population Census	1 October 1995
2000Population Census	1 October 2000
2005Population Census	1 October 2005
2010Population Census	1 October 2010
2015Population Census	1 October 2015

The first census was conducted in 1920 in conformity with “the Act Concerning the Population Census” (Act No.49, 1902)

After the first census, which was taken in 1920, by the amendment of the Act Concerning the Population Census in 1922, the population censuses came to be conducted every five years, with the large-scale census and the simplified census alternately.

The prewar censuses were conducted in conformity with the Act Concerning the Population Census. The 1925 and 1935 censuses were simplified censuses, and the 1920, 1930 and 1940 censuses were large-scale censuses.

The 1945 simplified census was not taken because of World War II.

After the War, “Statistics Act” (Act No.18, 1947) was enacted and provisions on the population census were established. The Statistics Act also aims at regulating the designated statistics which, according to the Statistics Act, have been prepared or sponsored by the Government or the local public entity and designated and notified to the public by the Director of the Management and coordination Agency. The population census was designated as “Designated Statistics No.1” by the “Designation of the Population Census” (Cabinet Notification No.21, 2 May 1947). The Extraordinary Population Census was conducted in 1947 in conformity with the provisions of the Statistics Act. In this act, it was provided that the census should be conducted every five years.

But after the 1950 census, this act was amended in 1954 to conduct the census every ten years and the simplified census in the fifth year after the census, and the 1955 census was conducted as a simplified census.

Since then, in 1960, 1970, 1980, 1990 and 2000, the large-scale censuses were conducted and in 1965, 1975, 1985, 1995 and 2005 the simplified census were conducted.

After then the population census was designated as “Fundamental Statistics Survey” by the “Statistics Act”(Act No.53, 2007) revised in 2007. The 2010 census was conducted as large-scale census based on it. The 2015 census was conducted as simplified census.

The main difference between a large-scale census and a simplified census is the number of questions asked in the census. During the prewar period questions of a simplified census were limited to the basic characteristics of the population, i.e, name, sex, age, marital status, while a large-scale census covered questions on economic characteristics such as industry and occupation in addition to the basic characteristics of the population.

After the War, the scale of census-taking has generally been amplified so as to satisfy the increased demands from a wider variety of users for the census results.

The large-scale censuses (1950, 1960, 1970, 1980, 1990, 2000 and 2010) covered questions on dwellings, internal migration and education in addition to basic and economic characteristics of the population.

The simplified censuses (1955, 1965, 1975, 1985, 1995, 2005 and 2015) covered questions on economic characteristics and dwelling besides basic characteristics of the population.

### **Population Censuses of Okinawa-ken**

The 1975, 1980, 1985, 1990, 1995, 2000, 2005, 2010 and 2015 census had been also conducted in Okinawa-ken since it reverted to Japan on 15 May 1972, as the 47th prefecture of Japan. Before reversion, the census had been conducted by the U.S. Military Government in the Ryukyu Islands or Government of the Ryukyu Island five times in Okinawa-ken.

Names and dates of these censuses are :

1950Population Census	1 December 1950
1955Provisional PopulationCensus	1 December 1955
1960Population Census	1 December 1960
1965Provisional PopulationCensus	1 October 1965
1970Population Census	1 October 1970

The 1950 census was conducted in conformity with the U.S. Military Government in the Ryukyu Island Order (Act No.25 enacted on 18 October 1950), and the 1955, 1960 and 1965 censuses were conducted in conformity with Articles 5 of the Statistics Act established by the Government of the Ryukyu Islands (Act No.43 enacted on 14 September 1954).

The 1970 census was conducted in conformity with the recommendation of the Japan-America- Ryukyu Consultative Committee (No.32, 11 March 1969). This was the first census that was carried out in Okinawa at the same time and by the same method as in Japan proper.

### **Date of the Census**

The 2015 Population Census was taken as of 0:00 a.m., 1 October 2015. This date has been kept unchanged throughout regular censuses since 1920.

### **Legal Basis of the Census**

The 2015 Population Census was conducted in conformity with provisions of Article 5, Clause 2 of the Statistics Act, Cabinet Order for the Population Census (Cabinet Order No.98 of 1980), the Rules for the Execution of the Population Census (Prime Minister's Office Order No.21 of 1980) and the Ministerial Ordinance for Instruction for the Establishment of Enumeration Districts for the Population Census (Prime Minister's Office Order No.24 of 1984).

Therefore, the population census is subject to provisions related to Fundamental Statistics Survey in the Statistics Act and in the Cabinet Order for the Enforcement of the Statistics Act, such as obligation to report, field investigation, safeguard of secrecy and publication of results.

Cabinet Order for the Population Census provides date and coverage of census, enumeration items, method of survey, and so on.

The Rules for the Execution of the Population Census provides the form of the questionnaire, enumeration period and relevant matters.

### **Area Coverage of the Census**

The 2015 Population Census covered the whole territory of Japan excluding the following islands in accordance with the Regulation for the Execution of the Population Census mentioned above.

- (1) *Habomai-gunto*, *Shikotan-to*, *Kunashiri-to* and *Etorofu-to*
- (2) *Take-shima* in *Okinoshima-cho*, *Oki-gun Shimane-ken*

There are considerable differences in the area coverage between the prewar and the postwar

censuses.

- (1) The censuses of prewar time covered Korea, Taiwan and other areas which were removed from the Japanese territory according to the Peace Treaty, after the War. These areas have, of course, been excluded from the coverage of censuses since 1945.
- (2) After the War, Tokara-*retto* (Toshima-*mura* in Oshima-*gun*, Kagoshima-*ken*) and Amami-*gunto* (major portions of Oshima-*gun*) which were returned to Japan in 1952 and 1953 respectively have been included in the censuses since 1955. The Ogasawara Islands returned in 1968 and Okinawa-*ken* returned in 1972 have been included in the censuses since 1970 and 1975 respectively.

The population and land areas covered in each census are presented in “Table, Comparison of Population and Area Covered in Each Population Census of Japan” on attached CD.

### **Population Enumerated in the Census**

The 2015 Population Census used what is known as *de jure* population concept for enumerating the people. That is, a person was enumerated at the place where he or she usually lived, and was counted as the population of the area including the place.

The term “persons usually living” was defined in the census as those persons who had lived or were going to live for three months or more at their respective households at the census date. Persons who had no usual places of living in this sense were enumerated at the places where they were present at the date of the census. There were, however, exceptions to this general rule for the following population groups:

- (1) Students and pupils of regular schools as well as those attending special training schools or miscellaneous schools and living in school dormitories, boarding houses or the like were enumerated at the places where they lived regardless of their period of stay.
- (2) Inpatients of hospitals were enumerated in the hospitals only when they had been hospitalized for three months or more at the census date.
- (3) Crews aboard ships, except ships of the Self-Defense Forces, were enumerated at their residential places on land.
- (4) Residents in the camps of the Self-Defense Forces were enumerated in the camps. Crews aboard ships of the Self-Defense Forces were enumerated at the places of the local general headquarters to which their ships belonged.
- (5) Persons in prisons or detention houses whose penalties had been fixed, and inmates of reformatories or women's guidance homes were enumerated at those institutions.

In accordance with the rules described above, all persons living in Japan were enumerated whether they were foreigners or not. However, the following persons were excluded from the enumeration.

- (1) Foreign diplomatic corps, their suite and their dependents
- (2) Foreign military personnel including both military corps and civilians, and their dependents

According to the information offered from the foreign agencies in Japan to the government of Japan, the persons indicated in the group (2) numbered 99,995 as of 30 September 2015.

Among Japanese who were living or traveling abroad, those who were expected to be absent from home for less than three months around the date of the census were enumerated at their homes in Japan, but others were excluded from the enumeration.

Among Japanese who were staying in foreign countries, those who were staying for more than three months numbered 859,994 as of 1 October 2015, according to the Annual Report of Statistics on Japanese Nationals Overseas (Ministry of Foreign Affairs of Japan), of which 23,463 persons were Japanese diplomatic corps including their dependents. Permanent residents who had Japanese nationality numbered 457,084 and the total number of overseas residents reached 1,317,078.

### **Topics to be surveyed**

The 2015 Population Census covered the following topics.

In this census, the census items of “duration of residency at the current domicile” and “place of 5 years previous residence,” which had been surveyed in the large-scale census were added in order to grasp the influence of the “Great East Japan Earthquake” at the point of duration of residency and move of residence.

While on the other hand, “area of floor space of dwelling” was removed from the item to reduce the burden of respondents in the small-scale census.

For household members:

- (1) Name
- (2) Sex
- (3) Year and month of birth
- (4) Relationship to the household head
- (5) Marital status
- (6) Nationality
- (7) Duration of residency at the current domicile
- (8) Place of 5 years previous residence
- (9) Type of activity
- (10) Name of establishment and kind of business (Industry)
- (11) Kind of work (Occupation)
- (12) Employments status
- (13) Place of work or location of school

For households:

- (1) Type of household
- (2) Number of household members
- (3) Type and tenure of dwelling
- (4) Type of building and number of stories

## **Census Organization**

The 2015 Population Census was conducted through the following channel: Statistics Bureau, Ministry of Internal Affairs and Communications—Prefectures (*To, Do, Fu* and *Ken*)—Municipalities (*Shi, Machi* and *Mura*)—Supervisors—Enumerators (or private office undertaking enumerators' field work)—Households.

The Statistics Bureau, Ministry of Internal Affairs and Communications was in charge of the planning, arrangement of materials and documents and supervision for census work of prefectures and municipalities.

The statistics sections of prefectural governments took responsibility for census operations in each prefecture. Census work, including distribution of reserve census documents to municipal governments, supervision of field work, scrutinizing of the census documents which were submitted to the prefecture, and so forth, had been performed through the statistics sections of prefectural governments.

*Shi* (city), *Machi* (town) and *Mura* (village) offices performed such work as the establishment of enumeration districts, the selection and training of supervisors and enumerators, and scrutinizing of the census documents which were submitted from enumerators.

The field work was carried out by about 700,000 enumerators specially appointed for this census. Moreover, about 100,000 supervisors were appointed to take the responsibility of training and supervising enumerators, of scrutinizing the entries on the census questionnaires, and so forth. These enumerators and supervisors were appointed by the Minister for Internal Affairs and Communications.

These census data were tabulated by the National Statistics Center and the results are released by the Statistics Bureau, Ministry of Internal Affairs and Communications.

## **Method of the Census**

### **1. Enumeration Districts**

Before the census-taking, the whole area to be covered by the census was divided into enumeration districts and accurately mapped.

There were three types of enumeration districts; Ordinary Enumeration Districts, Special Enumeration Districts, Water Enumeration Districts.

Ordinary Enumeration Districts were set up in the areas where residents were comparatively concentrated; they were delineated to comprise 50 households per enumeration district on the average utilizing geographically apparent features for their boundaries.

Special Enumeration Districts were established in the areas which were broad but thinly populated or in the areas where special population groups formed their communities such as social institutions and large hospitals.

Water Enumeration Districts were set up on the all port area of international tactics port, international hub port and major port, which Port and Harbor Act designates as such And the

districts where people were living in boats or ships of local port which Port and Harbor Act designates as such, and those of the fishing ports and around the mouths of rivers or canals, which Act on Development of Fishing ports and Grounds designates as such were set up.

Enumeration districts of each type is as follows:

Ordinary Enumeration Districts

Special Enumeration Districts

Mountains, forests, prairies, etc.

Areas of large factories and schools, etc.

Social institutions and large hospitals

Prisons, detention houses and reformatory institutions

Camps of the Self-Defense Forces

Areas exclusively used by foreign military forces

Dormitories of boarding houses having 50 single persons or more

Water Enumeration Districts

The enumeration districts were demarcated on the basis of “Basic Unit Blocks”, which had been introduced since 1990 improve small area statistics.

These enumeration districts are useful not only as a basis of census field work to ensure enumerators for confirmation of their assigned enumeration districts, but also as sampling frames to be used for various kinds of subsequent sample surveys later.

## **2. Enumeration Procedure**

The enumeration procedure was as follows. Enumerators visited every household within enumeration district and delivered “Envelope of a guide to the Online Census” that enclosed “Access code for the Online Questionnaire” and “How to Complete your Online Questionnaire”. Households could respond online from 10 to 20 September.

After the period of online response, enumerators visited households which didn't respond online , and delivered “Enumeration Documents Envelope” that enclosed “ Paper Questionnaire”, “How to Fill in the Census Questionnaire” and “Mailing Envelope”.

Respondents could select the submission methods, which were either by envelope via enumerators or by mail from September 26 to October 20.

As a rule, it was each household that was supposed to fill out a questionnaire. As for households with no one at home during the survey period, however, enumerators did through interviews with their neighbors for three items of the name, sex and number of household members.

## **3. Enumeration Documents**

The questionnaire for the 2015 Census was designed with A4 wide size and double-sided OCRs type mark and number entry. The questionnaire could accommodate up to 4 persons. We also prepared the following auxiliary questionnaires in order to be read and filled in easily by aged persons or foreigners.. Enlarged Character Questionnaires which was printed out with

enlarged characters were for aged persons or amblyopic persons. Multilingual Documents in which the questionnaire was translated into 27 languages were for foreigners who were not able to understand Japanese.

All the survey items were filled out by households except “Type of Households” and “Type of building and number of stories” , which were filled out by enumerators through interviews.

Enumerators prepared “Household Listing Sheet” by Basic Unit Block, entering the family name of the head, the address and the number of questionnaires they distributed to each household. It underlay “Preliminary Counts of the Population and Households”, which had been released at the end of February 2016.

Municipalities made “Municipal Summary Sheets of Population and Households” based on the entry of “Household Listing Sheet” . Prefectural government made “Prefectural Summary Sheets of Population and Households” base on the “Municipal Summary Sheets of Population and Households” which was submitted by the municipalities.

“Summary Map of the Enumeration District” was also prepared by enumerators to prevent households from being omitted or double-enumerated, which contained boundaries among EDs and Basic Unit Blocks, locations of residences, etc.

### **Method of Tabulation**

After being accepted and sorted, questionnaires were read using OCR (Optical Character Reader) and coded by category (industry, occupation, etc.)

Based on input data, blanks, erroneous entries, and conflicting entries in the questionnaires were checked and corrected in case of necessity automatically, and data that had been completely checked were then compiled and tabulated.

### **Tabulation and Publication**

The National Statistics Center, Incorporated Administrative Agency, takes charge of the whole tabulation of the census results. The tabulated results are released on the website and in reports by the Statistics Bureau. The reports containing the principal results are published approximately five month after the release.

The tabulation and publication are scheduled as shown in the following chart.

## Tabulation and Release of the 2015 Population Census Results

Tabulation type		Content	Industry	Occupation	Population	Tabulated area	Scheduled release timing for national results
Preliminary tabulation	Preliminary counts of the population and households (based on summary sheets)	Early release of population by sex and household counts	—	—	Complete	Whole nation, prefectures, municipalities	February 2016
	Preliminary sample tabulation	Early release of major results on all topics surveyed	Minor group	Minor group	About 1/100	Whole nation, prefectures, cities with 200,000 or more persons	June 2016
Basic complete tabulation	Basic Complete Tabulation on Population and Households	Results on population, households and housing conditions; and on foreigners, elderly persons households, etc.	—	—	Complete	Whole nation, prefectures, municipalities	October 2016
	Basic Complete Tabulation on Labour force	Results on labour force status of population, and on industry and occupation of employed persons and of households of parents and child(ren) etc.	Major group	Major group			April 2017
	Basic Complete Tabulation on Households and Families	Results on mother-child(ren) households, father-child(ren) households and parent-child(ren) households, etc.	Major group	Major group			September 2017
Detailed Sample Tabulation		Detailed results on industry and occupation of employed persons etc.	Minor group	Minor group	Sample	Whole nation, prefectures, municipalities	December 2017
Tabulation on Place of Work or Schooling	Tabulation on Place of Work or Schooling for Population and Labour force	Results on basic characteristics of population, and on industry and occupation of employed persons by place of work or schooling	Major group	Major group	Complete	Whole nation, prefectures, municipalities	June 2017
	Detailed Sample Tabulation on Place of Work or Schooling	Detailed results on industry and occupation of employed persons by place of work	Medium group	Medium group	Sample	Whole nation, prefectures, cities with 100,000 or more persons	December 2017
Tabulation on Internal Migration	Tabulation on Internal Migration for Population	Results on mobility of population, i.e. change in usual place of residence	—	—	Complete	Whole nation, prefectures, municipalities	January 2017
	Tabulation on Internal Migration for Labour force	Results on population on internal migration by labour force status, industry and occupation	Major group	Major group		Whole nation, prefectures, municipalities	July 2017
Tabulation for Small Areas	Basic Complete Tabulation on Population and Households	Fundamental results on population, households and housing conditions	—	—	Complete	Cho/aza etc., basic unit block, area mesh	Promptly released with confidentiality editing after the corresponding basic complete tabulations etc. are released.
	Basic Complete Tabulation on Labour force	Fundamental results on labour force status of population, and on industry and occupation of employed persons	Major group	Major group			
	Basic Complete Tabulation on Households and Families	Fundamental results on households and families	—	—			
	Tabulation on Place of Work or Schooling for Population and Labour force	Fundamental results on place of work or schooling by usual place of residence	—	—			
	Tabulation on Internal Migration	Fundamental results on usual place of residence five years ago	—	—			

1. The entries in the "industry" and "occupation" columns show that corresponding tabulation results are available.
2. The "tabulated area" column shows the areas for which results are available for the corresponding tabulation types. However, not all of the results cover the whole area.

## Pilot Surveys

In the 2015 Population Census, pilot surveys were taken three times, prior to the execution of the Census in order to evaluate the adequacy of census schemes.

The first pilot survey was taken in July 2012 in the cities; Takasaki-shi·Tamamura-machi of Gunma-ken, Kawasaki-shi·Odawara-shi of Kanagawa-ken, Yokkaichi-shi·Matsusaka-shi of Mie-ken, Osaka-shi·Toyonaka-shi of Osaka-fu, Izumo-shi·Yoshika-cho of Shimane-ken, Matsuyama-shi·Imabari-shi of Ehime-ken, and Saga-shi·Shiroishi-cho of Saga-ken. This survey mainly tested the methods on the Census, working load involved in operating the Census.

The second pilot survey was taken in June 2013 in the cities; Akita-shi·Yokote-shi of Akita-ken, Chuo-ku·Adachi-ku of Tokyo-to, Hakusan-shi·Nakanoto-machi of Ishikawa-ken, Kyoto-shi·Yawata-shi of Kyoto-fu, Hiroshima-shi·Onomichi-shi of Hiroshima-ken, Takamatsu-shi·Higashikagawa-shi of Kagawa-ken, Oita-shi·Saiki-shi of Oita-ken. Based on the last survey results, this survey mainly tested the methods on the Census, working load involved in operating the Census, setting of the topics to be surveyed.

The third pilot survey was taken in June 2014 in all prefectural capitals and the cities designated by the Cabinet Order, aiming at providing local governments. Based on previous survey results, this survey mainly tested the methods on the Census, working load involved in operating the Census, and design of the census questionnaire.

Through the pilot surveys, the Statistics Bureau, Ministry of Internal Affairs and Communications finalized the operational plan, evaluating the way of establishing EDs, the form and design of the questionnaire, the enumeration methods, the tabulating procedure, etc.

## Post-Enumeration Survey

For the purpose of verifying the appropriateness of the census method and the identification of the coverage to be surveyed as well as obtaining reference data for the plan of the future population censuses, Post-enumeration Survey of the 2015 Population Census was conducted as of 20 November 2015 as the approved statistics survey in conformity with the General Statistical Surveys (Approval 2015).

This survey covered the EDs where were randomly sampled from “Ordinary Enumeration Districts”, “Social institutions and large hospitals having 200 patients or more”, and “Dormitories or boarding house having 50 single persons or more”, the sampling nation were as follows:

- |     |   |        |
|-----|---|--------|
| I   | Ordinary Enumeration Districts                                  | 1/1500 |
| II  | Social institutions and hospitals having 200 patients or more   | 1/500  |
| III | Dormitories or boarding houses having 50 single persons or more | 1/500  |

The post-enumeration survey has been conducted every time since the 1950 Population Census when a census was taken, though it was named “Sampled Re-survey” in the 1950 and 1955 censuses.

## Budget for the 2015 Population Census

The budget appropriated for the 2015 Population Census totaled 72 billion yen for seven years from 2012 fiscal year, as is shown in Table.

It is noted that the budgets appropriated for three years from 2012 fiscal year were the cost required for establishing enumeration districts and for conducting pilot surveys as the preliminary undertaking of the 2015 Census. For the 2015 budget, nearly all were the cost for the central government and the cost entrusted to local governments to carry out the census operation including fieldwork. A part of the 2015 budget and the budgets following 2016 fiscal year were the cost required for tabulation, releases of the results and preparation of the publications.

Table Budget for the 2015 Population Census of Census by Fiscal year

	(Fiscal year, Unit: 1,000 yen)							
	2012	2013	2014	2015	2016	2017	2018 <sup>1)</sup>	Total
Total	42,822	473,974	2,323,794	67,537,210	1,533,446	141,188	20,136	72,072,570
Total expenses for central governments	16,509	454,371	1,428,662	12,472,535	1,533,446	141,188	20,136	16,066,847
for Statistics Bureau	16,509	454,371	1,428,662	11,958,982	86,004	67,012	20,136	14,031,676
for the National Statistics Center	-	-	-	513,553	1,447,442	74,176	-	2,035,171
Entrusted expenses for local governments	26,313	19,603	895,132	55,064,675	-	-	-	56,005,723

1) Initial budget

