A Study of Family Impact Assessment in Hong Kong:

A Checklist Approach

Making Better Public Policies for Family

Final Report

Department of Social Work and Social Administration

The University of Hong Kong

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Executive Summary

1. The inclusion of family perspectives in policy formulation was introduced in 2009 by the Hong Kong Government.   Since 2013, the assessment of family impacts has become a mandatory requirement in all policy papers and Legislative Council briefs.   An assessment framework developed by the Family Council was adopted as guiding principles for the assessment.   The framework comprises parameters in family core values ('love and care', 'respect and responsibilities' and 'communication and harmony'), as well as dimensions that assess the policy impacts on family structure and functions.

Objectives

2. To increase the robustness of the family impact assessment tool and to enhance its implementation mechanism, in June 2016, the then Central Policy Unit [1] commissioned a Consulting Team of the Department of Social Work and Social Administration, The University of Hong Kong, to conduct a study entitled 'Family Impact Assessment (FIA) in Hong Kong: A Checklist Approach'.   The core components of the study are to develop a comprehensive FIA Checklist Tool and a User Manual that helps systematically examine how policies may benefit families or produce unintended negative consequences, to provide training on the implementation of the FIA Checklist Tool, to evaluate the effectiveness and applicability of the Checklist Tool after a period of pilot implementation and to propose a quality control mechanism.

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[1] Renamed as Policy Innovation and Co-ordination Office on 1 April 2018.

Methodology

3. To achieve these objectives, the study is structured into three stages: the Formulation Stage to engage stakeholders to elicit view on FIA and develop a draft FIA Checklist Tool and a User Manual; the Implementation and Evaluation Stage to provide training for government officials who were involved in policy making, to launch a trial implementation of the draft Checklist Tools and to conduct a post-implementation evaluation; and the Consolidation Stage to finalize the FIA Checklist Tool and to make recommendations on measures to strengthen the quality assurance mechanism in implementing the FIA.

4. **The Formulation Stage** lasted from June to November, 2016. During this period, interviews were conducted with 36 government officials from 18 Bureaux/ Departments as well as representatives from five government advisory bodies / non-government organizations. Public forums were also conducted in five districts in Hong Kong, engaging members of District Councils, NGOs, parent-teacher associations, academics, social workers and the general public. The purpose was to capture the views of the key stakeholders, community representatives and interested public about the development and preliminary ideas of the FIA Checklist Tool.

5. A thorough literature review was conducted to study local and overseas documents in the conceptualization and practices in examining the impacts of public policies on families. These, together with views collected from the interviews and the public engagement exercise, formed the foundation in conceptualizing the FIA framework and in developing a draft FIA Checklist Tool and the User Manual.

The FIA framework and FIA Checklist Tool

6. The Consulting Team reaffirms 'love and care', 'respect and responsibilities' and 'communication and harmony' proposed by the Family Council as the core family values in Hong Kong.   For the purpose of FIA, the structural definition of family adopted by the Family Council is used, i.e. relationships that pertain to or arise from blood, marriage, adoption or affinity, all of which are regulated by law or customs.

7. The FIA Framework proposed comprises four dimensions and six principles in assessing the impacts of policies, they are:

Dimension I: Family Responsibility
Principle 1:   Supporting the functions of families
Dimension II: Family Stability
Principle 2:   Strengthening family integrity and stability
Dimension III: Family Relationships
Principle 3:   Promoting family harmony and better balance between work and family
Dimension IV: Family Engagement
Principle 4:   Connecting families to the wider kin and community networks
Principle 5:   Encouraging families to participate in policy development, programme planning and evaluation
Principle 6:   Support vulnerable families

The implementation and quality control mechanism

8. Noting that the primary objective of the FIA Checklist Tool is to raise the awareness and sensitivity of policy-makers in assessing the potential impacts of public policies on different types of families, the Consulting Team considers it important to encompass a wide range of policy proposals, including:

  (a) New/revised policies or legislative proposals involving public consultation
  (b) New/revised policies ordinarily treated as confidential in formulation

(c) Subsidiary legislative proposals involving primarily technical amendments

9. All new policy proposals or policy reviews should undergo a five-step process in conducting a FIA:

Step 1:   Work through the Family Impact Assessment Initial Screening (Form A) to determine if there are potential impacts arising from the proposal.

Step 2:   Work through the Family Diversity and Contexts (Form B) to determine which family types might be affected.

Step 3:   Work through the Family Impact Assessment Checklist (Form C) which raises policy-makers' awareness of the four dimensions under the FIA Framework. It helps policy-makers to identify potential impacts (positive or negative, direct or indirect, intended or unintended) by the four aforementioned dimensions, and consider the significance of impacts and the types of impacts.

Step 4:   Complete Family Impact Assessment Summary (Form D) to summarize the results of Form B and Form C and explore the mitigation measures if negative impacts are identified.

Step 5:   Draft a Family Impact Statement to provide a summary about how the policy may affect families, in order to inform the decision making process.

10. In terms of quality control mechanism, the Consulting Team proposes a set of procedures for the various types of policy proposals to ensure that a standard protocol is followed and that views of the stakeholders are considered where appropriate. The Home Affairs Bureau, being the Secretariat of the Family Council, should play the role of a gatekeeper in ensuring the accuracy, objectivity

and relevancy of the FIA results.

11. Five test cases were also conducted by social workers from NGOs and co-investigators from the Consulting Team to pilot test the draft FIA Checklist Tool and the implementation mechanism. Experience obtained in the test cases was used to refine the Tool and to develop materials for training workshops and the User Manual.

12. **The Implementation Stage** was from January 2017 to January 2018.   In January 2017, three training workshops were provided for 87 participants from 20 Bureaus/Departments.   Based on the experience and feedbacks from the training workshops, the draft FIA Checklist and the User Manual were fine-tuned further. Training materials, including the User Manual and the online training video clips were also uploaded to a designated website for easy reference at the convenience of the users.

13. The trial implementation period of the draft FIA Checklist Tool was from May to the end of September 2017.   A total of 84 cases from 24 B/Ds have conducted FIA using the draft Checklist Tool during this period, and all three types of policy proposals were involved.   These formed the samples for evaluation of the trial implementation between December 2017 and January 2018.

14. A mixed methods design using both quantitative and qualitative methods was used to evaluate the effectiveness of the draft Checklist Tool in achieving its objectives, identify challenges and propose improvement measures.   Information collected on the utilization and FIA results of the trial implementation period formed the background within which questions were developed for the questionnaire survey which was conducted as the first stage of the evaluation.

15. All government officials who have used the draft Checklist Tool during the trial implementation period, totalling 66, were invited to fill in a questionnaire. Two sets of questionnaires were constructed, Set I for FIA results with no impact and Set II for FIA results reported to have potential family impacts. The overall response rate of the questionnaire survey was 75.8%. To examine the experiences and the views of the users further, government officials who have completed all the five steps in FIA (i.e. completed Form A, B, C & D) were invited for focus groups / individual interviews. A total of four focus groups / individual interviews were conducted.

16. Findings from the post-trial implementation evaluation suggested that government officials who have used the draft FIA Checklist Tool were generally positive in its usefulness in providing a more structured assessment framework with specific pointers. Common challenges experienced by respondents included the level of user-friendliness of the Checklist Tool and the User Manual, adequacy of guideline on assessment criteria, adequacy of case examples, comprehensiveness of the types of families listed in Form B and the timeliness/ arrangement of training.

17. The purpose of the **Consolidation Stage** is to finalize the FIA Checklist Tools and make recommendations to provide measures to strengthen the quality assurance mechanisms and accuracy in the implementation of the FIA.

18. Based on the findings of the questionnaire survey and the focus groups/ individual interviews, the Consulting Team has thus fine-tuned the Checklist Tool, including the addition of easily accessible cross-referencing index between the Checklist Tool and the User Manual. In addition, concepts and phrases considered ambiguous were clarified and the list of family type was expanded. It was also reflected in both the trial implementation and the post-implementation evaluation that

exemption from conducting FIA could be expanded to other administrative proposals.   At this point, the Consulting Team recommended that this be addressed by adjusting Form A to accommodate this possibility.   Nonetheless, the Consulting Team recommended that data on cases applying for exemption be collected and analyzed in order to improve the comprehensiveness of the Checklist Tool for future update / review.

19. It was also considered most important for government officials to be aware of the needs of various types of families, and be more sensitive to the potential impacts of public policies on them.   The Consulting Team considered that there could be two foci in the training, i.e. training on sensitivity toward public policies and family impacts, and skills in the use of Checklist Tool. The Consulting Team considered that sensitivity training should be an integral part of orientation for senior government officials who might be involved in policy formulation. Relevant policy proponents should also be made aware of the requirement to conduct FIA at the early stage of the policy formulation, e.g. as part of the guidelines in preparing policy proposals.   In terms of skills training in conducting the FIA Checklist Tool, it should be conducted as an enhancement training on a regular basis or when required.

Recommendations

20. In view of the changing family structure in the society, the Consulting Team recommended that the FIA Checklist Tool be a living document which is to be reviewed on a regular basis (e.g., 3-years interval). Further, to encourage experience sharing and to help knowledge management, real case examples are expected be used as good practices on a designated platform. The Consulting Team recommended that information on the designated platform be updated timely and

on a regular basis (e.g. at least once a year), including that of case studies to illustrate good practices, to ensure continuous surveillance of the relevancy of the content. Last but not the least, the implementation of FIA will in turn increase policy-makers' awareness of engaging stakeholders in family impacts of various policies during the policy formulation and execution process, including LegCo members, service providers, as well as families in general. It is recommended that the FIA Checklist Tool, the evaluation process and the quality assurance mechanisms be made publicly accessible.

行政摘要

1. 香港政府在 2009 年推出指引，鼓勵各政策局／部門在制訂政策的過程中加入家庭角度作為考慮因素。自 2013 年起，當局已規定各政策局／部門在提交政策文件及立法會資料文件時，必須評估所有政策對家庭的影響。有關評估會按照家庭議會確立的評估框架作為指導原則，須顧及包括「愛與關懷 」、「責任與尊重 」、「溝通與和諧 」三組家庭核心價值，並評估政策對家庭結構及功能等各方面的影響。

目的

2. 為加強家庭影響評估工具的成效，並改善推行機制，前中央政策組 [2]於 2016 年 6 月委聘香港大學社會工作及社會行政學系顧問團隊進行一項題為《香港家庭影響評估：評估清單模式》的研究，主要工作範圍包括發展一套詳盡的家庭影響評估清單工具及編寫使用者手冊，以助有系統地審視政策會否對家庭帶來好處或構成非預期的不良影響；就推行家庭影響評估清單工具提供培訓；檢視評估清單工具在試行期的成效及適用性；以及建議評估的品質控制機制。

研究方法

3. 為達到上述目的，研究劃分為三個階段：「擬定階段」旨在推動持份者參與，徵詢他們對家庭影響評估的意見，並草擬一套家庭影響評估清單工具及使用者手冊；「推行及評估階段」包括為參與制定政策的政府官員提供訓練、試行擬議評估清單工具及在試行一段時間之後進行成效評估；「整合階段」主要是為評估清單工具定稿及建議日後實施家庭影響評估時的質素保證機制。

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[2] 於 2018 年 4 月 1 日起改稱為政策創新與統籌辦事處。

4. 「**擬定階段**」在 2016 年 6 月至 11 月期間進行。顧問團隊與來自 18 個政策局及政府部門的 36 名代表、5 個政府諮詢機構／非政府機構進行面談；此外，亦在全港 5 個地區舉辦了 5 場公眾研討會；參加者來自區議會、非政府機構、家長教師會、學者、社會工作者及公眾人士。目的是蒐集主要持份者、社區代表及其他關注議題的公眾人士對家庭影響評估清單工具初步構思的意見。

5. 顧問團隊亦進行了全面的文獻回顧，參閱了本地及海外在公共政策對家庭影響這課題的概念及做法。另外，顧問團隊亦仔細考慮了透過個人面談和公眾參與活動所收集的意見，建立家庭影響評估框架，並擬訂一套家庭影響評估清單工具及使用者手冊。

家庭影響評估框架及家庭影響評估清單工具

6. 顧問團隊一再肯定，家庭議會所提出的「愛與關懷」、「責任與尊重」及「溝通與和諧」乃香港的家庭核心價值。在進行家庭影響評估時，顧問團隊建議採用家庭議會為家庭結構所下的定義，即：家庭是建基於或源於血緣、婚姻、領養或姻親的關係，而此等關係均受法律或習俗所規管制約。

7. 顧問團隊提出的家庭影響評估框架，包括下列四個範疇及六個原則，以審視政策對家庭的影響：

範疇一：家庭責任
原則1：支援家庭功能
範疇二：家庭穩定性
原則2：鞏固家庭的完整及穩定性
範疇三：家庭關係
原則3：促進家庭和諧及在工作和家庭之間取得較佳的平衡
範疇四：家庭參與

原則4：家庭與其親屬及社區網絡的連繫
原則5：鼓勵家庭參與制定政策、規劃及審視政策方案
原則6：支援極需援助的家庭

推行及質素控制機制

8. 有鑒於家庭影響評估清單工具的首要目的，是為提高決策者在制定公共政策時的敏感度，考慮該政策對不同類型家庭的潛在影響；顧問團隊認為家庭評估應涵蓋廣泛的政策建議，包括：

(a) 涉及公眾諮詢的新／修訂政策或立法建議

(b) 制定過程保密的新／修訂政策

(c) 主要為技術性修訂的附屬立法建議

9. 顧問團隊建議所有新的政策建議或政策檢討，都應進行家庭影響評估的五個步驟：

第一步：進行家庭影響評估初步甄別（表格 A），審視提案會否構成潛在的影響。

第二步：進行家庭多樣性及家庭環境（表格 B）的分析，審視受政策影響的家庭類別。

第三步：填寫家庭影響評估清單（表格 C），加強政策制定者對家庭影響評估框架的四個範疇的關注。表格根據上述的四個範疇，協助政策制定者辨識潛在的影響（正面或負面、直接或間接、有意或無意），並考慮其重要性及性質。

第四步：撰寫家庭影響評估概述（表格 D），總結表格 B 及表格 C 的結果，並就可能出現的負面影響提出紓減措施。

第五步：草擬家庭影響聲明，整合政策對家庭可能帶來的潛在影響，並交代決策過程。

10. 至於質素控制機制方面，顧問團隊按不同類型的政策建議制定評估程序，確保過程劃一，並恰當地考慮持份者的意見。此外，顧問團隊亦建議作為家庭議會秘書處的民政事務局，繼續擔當把關的角色，確保家庭影響評估能夠得出準確、客觀及相關的結果。

11. 此外，顧問團隊亦透過非政府機構的社工及團隊的研究人員，進行了五次測試案例，測試擬議的家庭影響評估清單工具及推行機制，從而優化清單工具及擬定培訓課程及編寫使用者手冊。

12. 「**推行階段**」由 2017 年 1 月至 2018 年 1 月。顧問團隊於 2017 年 1 月舉辦了三節培訓課程，共有來自 20 個政策局及政府部門的 87 名參加者。顧問團隊蒐集了參加者的意見，進一步改良了家庭影響評估的擬議評估清單及使用者手冊。此外，顧問團隊已把包括使用者手冊及網上培訓錄像片段等材料上載至特設的網站，方便使用者隨時參閱。

13. 擬議家庭影響評估清單工具試行期為 2017 年 5 月至 9 月底。共有 84 項個案試用了擬議的家庭影響評估清單工具，涵蓋上述三種類型的政策建議，涉及 24 個政策局及政府部門。顧問團隊以這些個案為樣本，審視了由 2017 年 12 月至 2018 年 1 月進行的試行成效。

14. 顧問團隊採用混合量性及質性的研究方法，審視擬議清單工具的成效、辨識出現困難的地方及建議改善方法。顧問團隊按試行期間的具體使用情況及資料，制定問卷來進行首階段的評估工作。

15. 所有曾經在試行期間使用過擬議家庭影響評估清單工具的政府官員都獲邀填

寫一份問卷,總數為 66 人。問卷設計分為 I、II 兩種,問卷 I 對應評估結果為沒有家庭影響的個案,問卷 II 則對應評估結果為有潛在家庭影響的個案。問卷調查的整體回應率為 75.8%。為進一步探討使用者的經驗及意見,所有完成家庭影響評估五個步驟(即填寫表格 A,B,C 及 D)的使用者,都獲邀參與聚焦小組／個人面談環節。聚焦小組／個人面談共舉辦了四次。

16. 試行期的成效評估結果顯示,大部份曾經試用擬議家庭評估清單工具的政府官員,都對清單工具有正面的評價,並認同清單工具能提供一個有系統及包括具體指標的評估框架。使用者一般認為,在試用該清單工具時的挑戰包括:清單工具及使用者手冊部份內容並不清晰易用、部份評估標準未有足夠的指引、未有足夠的參考案例、表格 B 所臚列的家庭類型未及全面,以及培訓課程的安排及及時性有待改善等。

17. 「**整合階段**」旨在為家庭影響評估清單工具定稿,並建議如何加強質素保證機制以及執行家庭影響評估的準確度。

18. 根據問卷調查及聚焦小組／個人面談的結果,顧問團隊已改良評估清單工具,包括在清單工具及使用者手冊加入方便查閱的相互參照索引、將使用者認為意思含糊的概念及措詞加以較清晰的說明,以及增加家庭類別清單的選項。此外,試行期收集的實際使用資料及其後的評估結果都顯示,可獲豁免進行家庭影響評估的範圍可擴大至其他行政建議,因此顧問團隊現階段建議在表格 A 略作更改。長遠而言,顧問團隊建議當局蒐集及分析申請豁免進行家庭影響評估的案例,作為日後更新／檢討清單工具的參考,進一步完善其全面性。

19. 對政府官員而言,最重要是認識不同種類家庭的需要,以及提高其辨識公共政策對家庭的潛在影響的敏感度。顧問團隊認為培訓重點應涵蓋兩方面,包括公共政策對家庭影響的敏感度培訓,以及使用清單工具的操作訓練。在敏感度培訓方面,顧問團體建議應在有機會參與制定政策的政府官員的迎新課

程中，增加有關環節。此外，當局亦要讓相關的決策者在制定政策的初期就意識到進行家庭影響評估的規定，例如將其編入制定政策的指引。至於清單工具的操作訓練，當局應定期或在有需要時舉辦。

建議

20. 面對本港社會不斷轉變的家庭結構，顧問團隊建議家庭影響評估工具為一份「活」文件，須定期進行檢討（例如每三年一次）。此外，為鼓勵分享經驗及有助知識管理，期望當局日後在一個特定的平台上分享現實案例作為參考範例。顧問團隊建議該特定平台的資料，包括參考範例，須適時及定期進行更新（例如最少每年一次），確保可持續審視資料是否切合現實情況。最後，同樣重要的是，透過推行家庭影響評估，可推動政策制定者在制定及執行政策時，加強包括立法會議員、服務提供者以及一般家庭等持份者的參與。顧問團隊建議當局可向公眾開放家庭影響評估清單工具、評估程序及質素保證機制等資料。

CHAPTER 1

Introduction

1.   In June 2016, the Central Policy Unit (CPU) of HKSAR Government commissioned the Consulting Team of the Department of Social Work and Social Administration, The University of Hong Kong, to conduct a study on Family Impact Assessment (FIA) in Hong Kong: A Checklist Approach. This study aims at developing a comprehensive FIA Tool that can be readily applied by bureaux and departments (B/Ds) of the Government to examine how policies may benefit families or produce unintended negative consequences.   The FIA Tool also helps to provide policy makers with opportunities to mitigate potentially negative effects and maximize positive effects in the early stage of policy development.   In this study, the various key elements of the Checklist Tool were evolved through a research process, where views of various stakeholder and experts in the field were collected to form the basis of the study and also serve as the testing ground to evaluate the feasibility and effectiveness of the Checklist Approach.

2.   The inclusion of family perspectives in policy formulation was introduced in 2009, following the recommendation made by the Chief Executive and the Family Council in 2008.   B/Ds were encouraged to consider a set of general guidelines in assessing the family impact of the policies on a voluntary basis.   In April 2013, the assessment of family impact has become a mandatory requirement in all policy papers and Legislative Council briefs, and has become an integral part of the policy-making process within the Government. An assessment framework developed by the Family Council was adopted as guiding principles for the assessment. The framework comprises parameters in family core values ('Love and Care', 'Respect and

Responsibilities' and 'Communication and Harmony'), as well as dimensions that assess the policy impact on family structure and functions.[3]

3.   With the experience gathered in the implementation of the mandatory family impact assessment (FIA), the Family Council considered it timely to conduct a review of the FIA framework with a view to further increase the robustness of the FIA assessment tool and its implementation mechanism.

4.   The objectives of this study are:

   (a) to develop a comprehensive and elaborated FIA Tool that can be readily applied by B/Ds of the Government to assess the impacts of public policies or new initiatives on families in Hong Kong;

   (b) to evaluate the extent of which the proposed Hong Kong-specific FIA Tool is an effective approach in analysing policy impacts on families; and

   (c) to provide recommendations to improve current assessment framework including assessment methods, techniques and quality assurance mechanism for conducting FIA in Hong Kong.

5.   The core components of the study include:

   (a) developing a FIA Checklist Tool and a User Manual;

   (b) providing training on the use of the FIA Checklist Tool for policy-makers;

   (c) conducting post-implementation reviews with B/Ds involved to evaluate the effectiveness and applicability of the Checklist Tool; and

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[3] Family Council Secretariat (2013). Family perspectives in policy formulation, Paper FC 1/2013. Retrieved from

http://www.familycouncil.gov.hk/english/home/files/FC_Paper_1_2013_Family_Perspectives.pdf

(d) proposing a quality control mechanism to ensure assessment results are accurate and evidence-based.

Approach and Methodology

6.   A mixed methods design was adopted to develop the FIA Checklist Tool and to examine the extent to which the FIA Checklist Tool developed can help assess policy impact on families.   In order to ensure that the development of the FIA Checklist Tool and the review on its trial implementation are able to engage various stakeholders and capture their opinions and experiences throughout the process, the consultancy was conducted in three stages: (i) Formulation Stage, (ii) Implementation and Evaluation Stage, and (iii) Consolidation Stage.

Formulation Stage

7.   The Formulation Stage was conducted from June 2016 to November 2016. The objective is to develop a draft FIA Checklist Tool and a User Manual with reference to overseas and local experience.   Mixed methods were employed to gather data in the drafting process, including desktop research, documentary review, case testing, group interviews with policy-makers, and public consultations.

8.   Desktop research and literature review, both locally and in selected developed countries/regions such as the United States, the United Kingdom, Canada,   Mainland China, South Korea and Taiwan, help to provide a comprehensive understanding of the context within which FIA can help to sensitize policy makers in including family perspectives in the process. Case testing / case study were used to assist the development and to strengthen the applicability of the FIA Checklist Tool. Views collected through the interviews and public consultation helped to increase the depth and breadth of the FIA Tool in its development.   The Formulation Stage also

constituted part of the public engagement process to gauge the views of stakeholders and the public on their preliminary ideas of the FIA Checklist Tool. Based on the views collected, a draft FIA Checklist Tool and a User manual were developed.

Implementation and Evaluation Stage

9.   The Implementation and Evaluation Stage was conducted from December 2016 to September 2017, including a *trial implementation period* and a *post-implementation review* period.

10.   During the trial implementation period, all Government B/Ds were required to adopt the draft FIA Checklist Tool to conduct FIA on their policy reviews or policy initiatives. To familiarize Government officials on family issues and to facilitate their use of the FIA Checklist Tools, three training sessions were delivered by the Consulting Team in January, 2017. Based on the experience of the training sessions and the feedback from the participants, the draft FIA Checklist Tool and the user manual were fine-tuned accordingly.

11.   The draft FIA Checklist Tool was put into trial run in May 2017. For purpose of the current consultancy study, cases using the draft FIA Checklist Tool up to the end of September 2017 were included for review. During this period, a total of 84 cases from 24 B/Ds were involved.

12.   The post-implementation review was conducted in three phases. In the first phase, input data of the FIA Checklist Tool were analyzed to identify basic usage patterns, as well as its outcome and output, e.g. types of policy proposals assessed, nature of cases assessed to have/ not to have potential family impact etc. In the second phase, quantitative data by means of a questionnaire survey was collected from government officials on their experiences and views in using the draft FIA Checklist Tool. In order to increase the comprehensiveness of the data, after preliminary

analysis of the data collected from the questionnaire survey and themes identified; in the third phase, focus group and/or in-depth individual interviews were conducted with involved government officials who have identified their policy proposals as having potential family impact to gain a deeper understanding on their views and further insight from their experiences.

<u>Consolidation Stage</u>

13.   Based on information collected from the post-implementation review, in the Consolidation Stage, the FIA Checklist Tool was finalized and recommendations were provided on measures to strengthen the quality assurance mechanisms and accuracy in the implementation of the FIA.

CHAPTER 2

Literature review

14.   FIA involves definitions of what constitute a family.   A comprehensive and effective FIA Checklist Tool should reflect our cultural assumptions and policy commitments with regard to the kinds of relations that are deemed desirable and are to be promoted.   However, the concept of the "family" is often debatable as the idea of family is a social construct and its definition may change as society becomes more complex.   A review of the definitions of family adopted in different countries will help us build a better understanding of the concept of family.

<u>Overview on definitions of "family"</u>

Hong Kong

15.   There is no single and one-size-fits-all definition of 'family' in Hong Kong. One of the reasons being that the circumstances under which the forming or dissolution of individuals as a 'family unit' by marriage or co-residence is becoming more and more diverse, and a simple definition can hardly represent its multi-dimensional nature. The Family Council has, instead of a strict definition, adopted a common sense understanding of the concept of family which are regulated by law or customs[4]. With regard to relevant government policies concerning the concept of family, the requirements under the Family Status Discrimination Ordinance (Cap.527) (FSDO) should be the guiding reference. According to the FSDO, "immediate family member",

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[4] Family Council Secretariat (2013). Family perspectives in policy formulation. Paper FC 1/2013. Retrieved from

http://www.familycouncil.gov.hk/english/home/files/FC_Paper_1_2013_Family_Perspectives.pdf

in relationship to a person, means "a person who is related to the person by blood, marriage, adoption or affinity."[5]

United States

16.   In the United States, the Policy Institute for Family Impact Seminars defines the family as "two or more individuals related by blood, marriage or adoption".[6]   The anthropologist George Murdock's definition of the family over fifty years ago was, "The family is a social group characterized by common residence, economic cooperation, and reproduction. It includes adults of both sexes, at least two of whom maintain a socially approved sexual relationship, and one or more children, own or adopted, of the sexually cohabiting adults." The functions of family were considered to be: sexual, reproduction, socialization and economic. More recently, the sociologist Popenoe defined family in terms of recent social and economic changes in the United States, e.g., the increases in one-parent divorced and unmarried mother families, and homosexual families. Popenoe's definition differs from that of Murdock in that the minimum number constituting a family is one adult and one dependent person, the parents do not have to be of both sexes, and the couple does not have to be married. The functions of the family are procreation and socialization of children, sexual regulation, economic cooperation, and provision of care, affection and companionship.[7]

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[5] Hong Kong Legal Information Institute. (n.d.) Family Status Discrimination Ordinance (CAP527) Retrieved from http://www.hklii.org/eng/hk/legis/ord/527/cur.html

[6] Ooms, T. (1995). *Taking families seriously: Family Impact Analysis as an essential policy tool.* Paper presented at the Expert Meeting on Family Impact, University of Leuven, Leuven, Belgium.

[7] Georgas, J. (2003). Family: Variations and changes across cultures. In W. J. Lonner, D. L. Dinnel, S. A. Hayes, & D. N. Sattler (Eds.), *Online Readings in Psychology and Culture* (Unit 13, Chapter 3), Center for Cross-Cultural Research, Western Washington University, Bellingham, Washington USA http://www.wwu.edu/culture/georgea.htm.

Canada

17.   The Vanier Institute of the Family in Canada defines family as "any combination of two or persons who are bound together over time by ties of mutual consent, birth and /or adoption or placement and who, together, assume responsibilities for variant combinations of some of the following: physical maintenance and care of group members; addition of new members through procreation or adoption; socialization of children; social control of members; production, consumption, distribution of goods and services, and affective nurturance-love."[8]

18.   The Vanier Institute's definition of the family focuses on the importance of care and suggests "shifting from arguing about what a family is on the basis of structural characteristics, to emphasizing what family members do and can do for each other in the name of care, therefore, a "sustained commitment to care is central to how families should be defined." It resonates with scholars Silva and Smart's (1999) suggestion that families should be conceived in terms of what they do - sharing resources, caring, responsibilities and obligations-not the particular organizational form they take. They indicated that in the past the family was both an economic unit cemented by formal, objective blood or marriage ties and an emotional unit based on intimate relations. However, the family is now increasingly constituted by subjective ties that "bind together people who live in separate households for part or all of the time, people who have legal links or people who choose to belong together".[9]

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[8] The Vanier Institute of the Family (n.d.) Definition of family. Retrieved from http://vanierinstitute.ca/definition-family/

[9] Silva, E.B. & Smart, C. (1999). The 'new' practices and politics of family life. In Silva, E.B. & Smart, C. (eds.) The new family? (chap.1, pp.1-12). SAGE: London.

New Zealand

19.   The social norm of New Zealand to relationships in marriage, cohabitation and single parenthood is relatively "neutral", and thus, the government   acknowledges de facto and de jure relationships by cohabitation and marriage, relationship between same sex and opposite sex couples, biological and adopted children, single, two-parent and extended families.[10] The Families Commission Act 2003 defines the term "family" as "a group of people related by marriage, blood or adoption; an extended family; two or more persons living together as a family." The Act's broad definition of families highlights the flexibility and plurality of family relations in New Zealand today. Instead of dwelling on family forms, the Act focuses on advocating for the "interests" of families, and on activities that maintain or enhance their resilience and strengths.[11]

20.   According to True (2005)[12], a New Zealand family checklist tool adopts the definitions of families that are relatively neutral in terms of the legal status of the family relationships. New Zealand law and society accept a broader range of family relationships than most jurisdictions in the United States.

United Kingdom

21.   The UK adopts a structural perspective in defining the family. According to the Office for National Statistic's definition of the family based on the 2017 Census, the family is defined as "a married, civil partnered or cohabiting couple with or without

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[10] Ministry of Social Development (2004). New Zealand Families Today. Retrieved from https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/research/nz-families-today/nz-families-today.pdf

[11] Ibid

[12] True, J (2005).   Methodologies for analysing the impact of public policy on families: A conceptual review -A report for the Families Commission. Source: download from http://www.superu.govt.nz/sites/default/files/impact-policies.pdf

children, or a lone parent, with at least one child, who live at the same address. Children may be dependent or non-dependent[13]."   In addition, grandparents, step-parents or foster parents were also included in using the term 'parent'[14].

Singapore

22.   In Singapore, a nuclear family is defined as two-generation family, with a married couple living with their children or their parents under the same roof.   Its policy guiding principle has always been that the nuclear family will provide the first line of care and support. However, facing the changing sizes of nuclear family households, increasing number of one-person and aged households, rising number of divorced families and cross-cultural families, there were views that the definition of "family" should be broadened to include extended family members for policies that involve incentives and benefits for those who support the relatives[15].

Mainland China

23.   While there is no specific legal definition on family, the term has been used in various legal documents with contextual meaning that seems to imply structural and psycho-social dimensions of the relationships. For example, Article 49 of the Constitution stipulated that "Marriage, the family and mother and child are protected by the State. And that the parents have the responsibility to raise and educate their children and adult children have the responsibility to support their parents."[16]   In

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[13] Office for National Statistics (2017). Families and households: 2017. Retrieved from : file:///C:/Users/USER/Downloads/Families%20and%20Households%202017.pdf

[14] ibid

[15] Ministry of Social and Family Development (2015). Speech by Mr. Tan Chuan-Jin at social service partners conference 2015. Retrieved from https://www.msf.gov.sg/media-room/Pages/Speech-by-Mr-Tan-Chuan-Jin-at-Social-Service-Partners-Conference-2015.aspx

[16] Constitution of the People's Republic of China.   Retrieved from http://www.npc.gov.cn/englishnpc/Law/2007-12/05/content_1381903.htm

Section 3 of the Marriage Law, the various responsibilities of spouses, parents, grant-parents, siblings towards dependent children by birth, adoption and re-marriage are spelt out.[17]

Taiwan

24.   Similarly, there is no specific definition of 'family' in Taiwan's legal system. In general, a "sexual family concept" is used in legal institutions such as the Justices of the Constitutional Court.[18]   According to the "Revised Mandarin Chinese Dictionary" published by the Ministry of Education of Taiwan, the term "family" is defined as a unit of co-residence by persons who are related by marriage, blood, adoption or cohabitation.[19]   In literature, family in Taiwan has been defined as "pertaining to at least two members living together who are related by blood or marriage. The nuclear family is identified as a household consisting of parents and their unmarried children exclusively, while the extended family in the broadest sense is comprised of more than one nuclear family with at least two generations between family members".[20]

Japan

25.   Most families in Japan today are nuclear families, defined as a married couple living together with their children, perhaps with one grandparent.   The traditional

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[17] Marriage Law of the People's Republic of China. Retrieved from
http://www.npc.gov.cn/englishnpc/Law/2007-12/13/content_1384064.htm

[18] Kuo, S.C.G (2007). A cultural legal study on the transformation of family law in Taiwan. University of Southern California Interdisciplinary law journal, 16, 379-396. Retrieved from
http://clhc.usc.edu/why/students/orgs/ilj/assets/docs/16-2%20Kuo.pdf

[19]Ministry of Education (2015).《教育部重編國語辭典修訂本》Retrieved from
http://dict.revised.moe.edu.tw/cgi-
bin/cbdic/gsweb.cgi?ccd=SByVO8&o=e0&sec=sec1&op=v&view=0-1

[20] Hsueh, C.T. (2014). Diversity among families in contemporary Taiwan: old trunks or new twigs? In Poston, D.L. Jr. (eds) The family and social change in Chinese societies.   Springer: New York

Japanese family, known as *"kazoku"*, refers to multigenerational and extended family, i.e. there may be three, four, and conceivably five generations of a family living together.[21]

South Korea

26.　According to the Framework Act on Healthy Homes, the South Korean Government defines family as the fundamental group unit of society formed by marriage, blood or adoption. The term "home" means a living unit where family members are supported, brought up, protected and educated as a living community in which they make their living jointly or live together. "Healthy home" means a home in which the desires of family members are satisfied and their human lives are guaranteed. It is expected that family members shall jointly participate in the management of home life, such as their own support and household work, the care of dependent children, etc. and shall respect and trust each other.[22]

Summary

27.　From a social policy perspective, a structural dimension, i.e. the configuration of the family network, is often used to define the concept of "family" as it facilitates the definition of target and eligibility within social policies.　However, with the increasing diversity in family structures and forms, as well as changes in public attitudes towards what constitutes a family, places such as the United States, Canada, the United Kingdom, New Zealand, and Singapore have started to include broader psycho-social dimensions in their conceptualization of family.

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[21]　Asia Topics, Columbia University (n.d.). Contemporary Japan: The Japanese Family. Retrieved from: http://afe.easia.columbia.edu/at/contemp_japan/cjp_family_01.html

[22]　http://elaw.klri.re.kia r/eng_mobile/viewer.do?hseq=32487&type=new&key=

28.   Hong Kong is also experiencing rapid changes in the demographic structure, as well as a manifestation of a greater diversity in partnership and fluid family formation and dissolution patterns.   The Consulting Team proposed that no single definition of "family" is all-encompassing and suits all types of families in Hong Kong.   Instead, the myriad family structures (e.g. cohabiting families, foster families and stepfamilies) and the multiple functions (e.g. caregiving and providing economic support) they perform should be acknowledged.   Indeed, while social policies are often developed to deal with social problems having obvious family dimensions such as poverty, unemployment, homelessness etc., whether intended or not, its implementation can have significant impact on the family structure and the quality of family life.   In this regard, family can be defined in the following two dimensions:

(a) Structural definitions that specify family membership according to certain characteristics such as blood relationship, legal marriage, adoption or affinity.

(b) Functional definitions that specify functions that family members perform, such as sharing economic resources, and caring for the young, elderly, sick, or members with disabilities.[23]

29.   In this connection, the Consulting Team conceptualizes family as a socially recognized group (at least two people in a relationship, usually joined by blood, marriage or adoption) that forms an emotional connection involving care, responsibility and commitment. A sense of permanency (without time limit) is an important indicator of commitment.   For the purpose of FIA, in terms of the structural definition of family, the one adopted by the Family Council will be used, i.e. relationships that pertain to or

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[23] Bogenschneider, K. (2014). *Family Policy Matters-How policymaking affects families and what professionals can do (3rd Edition).* NY: Routledge.

arise from blood, marriage, adoption or affinity, all of which are regulated by law or customs.[24]

30.   While the above definition of family is very general, for any policy or program, specific definition of a family may vary according to the objectives and principles of the policy or program.

Overview on family impact assessment initiatives

31.   The development of FIA in other places have taken place for more than two decades. A review of these developments would help us to design the FIA framework in Hong Kong.

United States

32.   The US has one of the longest histories in developing and implementing FIA framework and proposals. The Family Impact Checklist has been used by state and local government and advocates of different political persuasions to assess the impact of policies on family stability, family relationships and family responsibilities. The checklist includes six basic principles and 34 specific questions about families, which was developed by The Family Criteria (Ad Hoc) Task Force through a one-year-long consultative process.[25,26] Some policies and programs of which family impact assessment was conducted including a) The Family and Medical Leave; b) Developing

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[24] Family Council (2016). Progress of study on Family Impact Assessment (FC19/2016). Retrieved from

http://www.familycouncil.gov.hk/english/home/files/Paper_FC_19_2016_FIA%20(with%20Annex%20A%20to%20D).pdf

[25] Oom, T. and Preister, S.(1988) A Strategy of Strengthening Families: Using Family Criteria in Policymaking and Program evaluation, Washington, DC: Family Impact Seminar.
[26] Bogenschneider, K (2002) Family Policy Matters: How Policymaking Affects Families and What Professionals Can D0, Hillsdale, NJ: Lawrence Erlbaum Associates.

an Early Childhood and Development Program; c) After School Program d) Mental Health Parity Act; and e) Program for bone marrow transplantation of adults.[27]

33.   Although an executive order was first issued by President Ronald Reagan that required all executive agencies to evaluate proposed regulations and legislations that would have significant potential impact on the family since 1987, researchers found that the lack of an overarching family policy, the lack of grassroots and bipartisan political support and a deeply entrenched culture of individualism were factors that prevented the FIA application from being widely used in American policy circles.[28]

Canada

34.   Alberta Families (1991) developed a Family Policy Grid to assess the family impacts of all Government-proposed legislation. The Family Policy Grid is a desktop tool that sets out eight principles and a number of specific questions consistent with each principle to guide policy and program development designed to support Alberta families. These family policy principles focus on family wellbeing, family roles, family diversity, family support, family commitment and responsibility, family interests and partnerships with families and others involved in meeting family needs. The principles must be taken together as they are interrelated.

35.   The Family Friendly Community Checklist [29] was developed to facilitate community partners in self-assessing how a community rates in "family friendliness" with regard to its policies, programmes and practices.   It is designed around four hallmarks of a strong family: stability, health, self-sufficiency, and safety. Survey

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[27] Family Impact Institute (n.d.) Retrieved from http://www.familyimpactseminars.org

[28] Wong, D (2010). *Family Proofing Policy-A review of international experience of family impact assessment.* Relationship Foundation. Source: https://www.scribd.com/document/92246664/Family-Proofing-Policy-A-Review-of-International-Experience-of-Family-Impact-Assessment

[29] Family friendly community checklist (1994). Retrieved from:

https://www.purdue.edu/hhs/hdfs/fii/wp-content/uploads/2015/06/fi_checklist_ffc.pdf

questions probe public attitudes to different aspects of these four values in terms of 12 categories that include schools, neighbourhoods, parks, workplaces and family service agencies. It helps assess how specific physical and relational aspects of a community enhance or mitigate family well-being. This bottom-up approach in assessing the impact of policies on families was found to be helpful for local governments to improve their responsiveness to families and communities. However, it is rather expensive and labour-intensive to assess the impacts of every single policy and the public opinion surveys do not generate information that can tell us what causes these impacts on families.[30]

New Zealand

36.   In New Zealand, the Family Impact Assessment Checklist is used to assess whether policies have any impacts on families and to identify what those impacts might be. The checklist is recommended as a screening tool to assess and identify the potential impacts of polices on families, as well as to decide whether further analysis is needed. There are six family-centred principles: family recognition and support, family diversity, family living standards, family formation/dissolution, family functioning and family participation.[31,32,33]

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[30] True, J (2005).   Methodologies for analyzing the impact of public policy on families: A conceptual review -A report for the families' commission. Source: download from www.nzfamilies.org.nz

[31] ibid

[32] Lau, Y.K. (2014). Family impact analysis in Hong Kong: a proposed framework. Report submitted to the Hong Kong Council of Social Service. Retrieved from https://www.researchgate.net/profile/Yuk_Lau/publication/316190308_Family_impact_analysis_in_Hong_Kong_A_Proposed_Framework/links/59e5b334aca272390edfe2cd/Family-impact-analysis-in-Hong-Kong-A-Proposed-Framework.pdf

[33] Law, C.K. (2008). A study on family impact analysis and two case studies: Public Rental Housing & Comprehensive Social Security Assistance. Report submitted to the Central Policy Unit. Retrieved from

37.　　According to True (2005), a checklist screening approach is useful as a first stage followed by one or more in-depth methods, where appropriate. All the methods including the family impact assessment checklist, economic analysis, gender analysis and impact assessment have insights for assessing policy impacts on families. The choice of method or combination of methods will depend on cost considerations, the timeframe and scope of the policy, the availability of good research evidence and the degree of accuracy of prediction required. While policy analysts should use as much existing data and information as possible to assist them in completing the checklist assessment, without sufficient information base to answer questions, analysts may rely solely on their own untested assumptions.

United Kingdom

38.　　The Family Test[34] was announced by the Prime Minister in August 2014. The objective of the Test is to introduce an explicit family perspective to the policy making process, and ensure that potential impacts on family relationships and functioning are made explicit and recognised in the process of developing new policy. There are five questions/family aspects as follows:

- What kind of impact might the policy have on family formation?

- What kind of impact will the policy have on families going through key transitions such as becoming parents, getting married, fostering or adopting, bereavement, redundancy, new caring responsibilities or the onset of a long-term health condition?

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http://www.cpu.gov.hk/doc/en/research_reports/a_study_on_family_impact_analysis_and_case_studies.pdf

[34] The Family Test: Guidance for Government Departments (2014). Retrieved from https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/368894/family-test-guidance.pdf

- What impacts will the policy have on all family members' ability to play a full role in family life, including with respect to parenting and other caring responsibilities?

- How does the policy impact families before, during and after couple separation?

- How does the policy impact those families most at risk of deterioration of relationship quality and breakdown?

39.   Since the end of 2015-16 session of parliament, the Assessment of Government Policies (Impact on Families) Bill 2015-16 [35] had no further progress after the adjournment of the second reading on December 4, 2015.   However, it is worth looking into this bill proposal, which aims at strengthening family stability. According to the proposal, authorities should apply Family Test when proposals for a change in public expenditure, administration or policy and legislative proposals have likely impact on the following five family aspects:

- a person's ability to play a full part in their family's life in particular their ability and capacity to discharge caring responsibilities for a child or other dependent family member effectively;

- family formation;

- families undergoing fundamental changes such as the birth of children, marriage, fostering, adoption, bereavement, redundancy, the onset of long-term ill-health;

- couples who separate and their families while preparing to separate and during and after separation; and

- couples at risk of separation, and families at risk of breakdown.

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[35] Assessment of Government Policies (Impact on Families) Bill 2015-16: Retrieved from:

http://services.parliament.uk/bills/2015-16/assessmentofgovernmentpoliciesimpactonfamilies.html

Australia

40.   The Family Impact Statements (FISs) are intended to advise Cabinet about the expected or potential effects of a proposal on families. There are four areas of impact to be assessed: 1) Economic impacts on family wellbeing; 2) Work and family balance and labour force participation; 3) Children's health, development and general wellbeing and 4) Family relationships and family functioning. FISs guidelines were developed to facilitate the identification and assessment of family impacts at the early stage of policy formulation process, and assist in the writing of a FIS as part of a submission to the Cabinet.[36]

41.   The Australian Government has made significant progress in developing family impact assessment initiative at the federal level through establishing a clear implementation system- "it is the responsibility of the minister putting forward a submission to ensure the impacts on families of a new proposal have been identified and assessed, and an adequate of FIS has been developed and provided to the Cabinet."[37,38]

South Korea

42.   South Korea has an explicit family policy framework, which aimed at embracing diversity of family structure and types.[39] The Framework Act on Healthy Homes was formulated based on the perceived need to provide comprehensive support for diverse types of families, including families based on adoption, families based on

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[36] Department of the Prime Minister and Cabinet (2009), Family Impact Statement Guidelines, revised on 30 Jun 2009, Canberra: Department of the Prime Minister and Cabinet.

[37] ibid

[38] Wong, D (2010). Family Proofing Policy-A review of international experience of family impact assessment. Relationship Foundation. Source: https://www.scribd.com/document/92246664/Family-Proofing-Policy-A-Review-of-International-Experience-of-Family-Impact-Assessment

[39] Naoko, S. (2012). South Korea's explicit family policy and Japan's implicit approach. Retrieved from http://www.nippon.com/en/in-depth/a01003/

international marriages, single-parent families and families of old people. The government of South Korea provides measures for child care, increasing fertility rate, supporting for child raising, youth development and single-parent families and promotion of work-life balance. However, no family impact assessment mechanism is included in the framework.

Japan

43.   Unlike South Korea, the Japanese government adopted an implicit approach to support families.[40] Japan's approach seems to be taking children's well-being and supporting children's development as their priority in policy-making. However, no family impact assessment mechanism has been established.

Singapore

44.   The Singaporean government has recently announced two main areas of focus for policy changes to encourage couples to start a family and have more babies.[41] Measures include raising the income ceiling, enhance the Baby Bonus scheme, doubling paternity leave to two weeks and introducing a Household Proximity Grant, encouraging more child-friendly workplaces. Although the Singaporean government is dedicated to developing a pro-family country, no family impact assessment mechanism has been established.

Mainland China

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[40] ibid

[41] Low, A. (2015). Giving young couples help to start families. In The Straits Times. Retrieved from http://www.straitstimes.com/singapore/giving-young-couples-help-to-start-families

45.   The family policy of Mainland China can be found in the provisions of its laws related to marriage, children, women and elderly protection, family planning and health care.[42]   There is no application of family impact assessment in Mainland China.

Taiwan

46.   The Taiwanese government has developed different policies and measures to support families, such as parental leave, Divorce Law, Domestic Violence Prevention Act, and Family Education Act, an unprecedented legal mechanism that nurtures individuals and families through family life education law.[43]   However, no family impact assessment mechanism is found.

Hong Kong

47.   The HKSAR Government has long attempted to promote the family as a core value. The Family Council was set up in 2007 as a cross-sector and cross-bureau platform to examine family-related policies and plays an advisory role in the application of family perspectives in the policy-making process.

48.   With effect from 1 April 2013, the family impact assessment has been made mandatory in all policy papers and Legislative Council briefs.   B/Ds are required to use the three sets of family core values (i.e. "love and care", "respect and responsibilities", and "communication and harmony") as identified by the Family Council, as well as the impact on family's structure and functions, as the basis for assessing the policies' impact on families. B/Ds are also encouraged to consult the Family Council on new policies, which carry family implications.

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[42] Xia Y.R, Wang, H.m Do, A., and Qin, S. (2014) "Family Policy in China: A Snapshot of 1950-2010", in *Handbook of Family Policies Across the Globe-*, Robila M. et. al., pp: 257-272.

[43] Hwang S. H. (2013) Handbook of Family Policies across the Globe-Family Policies in Taiwan: Development, implementation and Assessment, pp273-287. Springer New York

49.   To adopt a more systemic approach to assess family impact, this proposal is to recommend a Checklist Tool with reference to our local family context. It will help policy-makers to examine how policy may benefit families or produce unintended negative consequences.

Summary

50.   While the development of family impact assessment began in the U.S.A., Australia has adopted a more comprehensive family policy framework and has a policy making mechanism in place to ensure that FIA will be taken seriously in all relevant policy making process.

51.   The use of a checklist is the most common tool adopted in FIA in various countries.   The Office of Work and Family within the Department of the Prime Minister and Cabinet in the Australian Federal Government to provide policy coordination and advice on family matters is also a good example.

52.   Hong Kong is playing a leading role in applying Family Impact Assessment to policymaking in Asian economies. Our government, policy-makers, professionals, service providers and families are all contributing to this achievement.

CHAPTER 3

Families in Hong Kong[44]

53.   This section examines the changing characteristics of Hong Kong families in terms of emerging demographic trends of different family structures and family contexts. This provides the background and a glimpse into the emerging forms of families in Hong Kong with which policy makers could make reference to when considering the potential family impact of public policies. The material in this section is necessarily selective because of space limitations and the lack of specific family data.

<u>Marriage and cohabitation</u>

54.   The number of persons who were now married increased for both women and men during 1986 to 2015. In 2015, 1,958,000 (56.1% of all females aged 15 and over) and 1,779,900 (61.3% of all males aged 15 and over) were married.

55.   The crude marriage rates for both women and men exhibited a generally decreasing trend during 1981 to 2001. In 2011, the crude marriage rates for women and men were 15.5 per 1,000 females and 17.6 per 1,000 males respectively. The rates in 2015 were 13.1 per 1,000 females and 15.3 per 1,000 males.

56.   The median age at first marriage had risen steadily for both women and men in the period 1981 to 2015. The median age at first marriage for women was 23.9 in 1981 and 31.2 in 2015. The increase in the median age at first marriage for both women and men indicated a trend of late marriage.

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[44] Unless otherwise stated in the footnote, data in this section is mainly drawn from: Census and Statistics Department (2017). Women and Men in Hong Kong: Key Statistics. Retrieved from http://www.censtatd.gov.hk/hkstat/sub/sp180.jsp?productCode=B1130303

57.   The number of Hong Kong males marrying females from the Mainland increased generally from 15,776 in 1986 to 28,145 in 2006 and then decreased to 16,154 in 2015. Hong Kong females marrying males from the Mainland are relatively rare, only 7,136 in 2015.

58.   As for marriage, out of the 55,274 registered marriages in Hong Kong in 2013, marriages between Hong Kong residents took up around 52.2%, while Mainland-Hong Kong marriages took up another 38.0%. The latter was significantly higher than that in 1991.

59.   Cohabitation is widely accepted in our society, particularly among younger people. Research found that 69 percent of survey respondents accepted cohabitation of two adults who planned to marry. The acceptance lowered to 45 percent if they did not have a plan to marry. Interestingly, 51 percent of the respondents accepted a long term cohabitation relationship without being legally married.[45]

60.   From 1986 to 2015, the number of never married persons aged 15 and over increased by 62.4% and 13.7% for women and men respectively. Over the two decades from 1991 to 2011, the standardised proportion of never married males aged 15 and over increased gradually from 27.8% to 33.5%, while females increasing from 20.1% to 29.2%. The increasing trend reflected the tendency towards marriage postponement or non-marriage in both genders.

Separation, Divorce and Remarriage[46]

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[45] Chow, NWS; Lum, TYS (2008) Trends in family attitudes and values in Hong Kong: final report to Central Policy Unit, Hong Kong SAR Government, 2008, p. 1- 37

[46] Census and Statistics Department (2016), Marriage and Divorce Trends in Hong Kong, 1991 to 2013. Retrieved from https://www.statistics.gov.hk/pub/B71501FA2015XXXXB0100.pdf

61.   The number of divorces increased substantially from 2,062 in 1981 to 22,271 in 2013 and then dropped slightly to 20,075 in 2015. The number of divorces increased continuously, with the crude divorce rate at 3.1 per 1 000 population in 2013, nearly three times higher than that in 1991.

62.   The number of widowed/divorced/separated persons increased from 346,700 in 1986 to 681,000 in 2015 and their proportion in the population also increased over the past three decades, from 8.4% in 1986 to 10.7% in 2015.

63.   The number of remarriages (either or both parties have married before) rose significantly from 4,892 in 1991 to 19,508 in 2013. Remarriages constituted 35.3% of all marriages in 2013, as compared with 11.5% in 1991. The number of remarriages for women increased substantially from 3,487 in 1996 to 13,075 in 2013 and then dropped slightly to 11,992 in 2015. The number of remarriages for men also increased substantially from 3,616 in 1996 to 15,109 in 2013 and dropped to 13,463 in 2015.

Fertility

64.   More and more Hong Kong people prefer small families. The proportion of domestic households comprising three members or less rose from 61% in 2004 to 68% in 2014.

65. Hong Kong's fertility rate showed a declining trend over the past 30 years with a moderate re-bound in recent years. The crude birth rate declined from 16.8 live births per 1000 population in 1981 to 7.0 in 2003 and then rebounded to 13.5 in 2011. However, we have to note that in 2003 21.6% of the live births in Hong Kong were borne by Mainland women and in 2011 the same percentage had risen to 46.1%. Changes in proportion of married females were the main contributor of the decline in the Total Fertility Rate.

66.   The median age of women at first childbirth had risen steadily during 1981 to 2015. In 2015, the median age of women at first childbirth was 31.4, as compared with 25.1 in 1981 and 29.4 in 2001.

Families with dependent children

67.   In 2011，there were 487,417 households with at least 1 child aged 0-12. This constituted slightly higher than one fifth (20.6%) of households in Hong Kong. The total number of children aged 0-12 was 675,680, which was less than that in 2001 & 2006.

Persons living alone

68.   In 2011, the number of persons living alone was 209,027 for women and 195,061 for men, a rise of 101.1% and 12.8% respectively as compared with 1996.

Single-parent families

69.   Single mothers far outnumbered single fathers from 1996 to 2011. The number of single fathers increased by 48.4% from 11,907 in 1996 to 17,665 in 2011, whereas single mothers grew significantly by 110.6% from 30,409 in 1996 to 64,040 in 2011.

70.   In 2011, 55.1% of female single parents were working, being less than that of their male counterparts (70.2%).   The median monthly household income for those households with female single parent dropped by 13.0% from $11,500 in 1996 to $10,000 in 2011, while the corresponding figures for those households with male single parents dropped by 10.6% from $15,000 to $13,410 over the same period.

Young adults transitioning and leaving home

71.   In 2011, while the majority (93.6%) of women aged below 25 lived with their parents, 51.2% of women aged 25-44 lived with spouse and or children. Men tended to

leave their parents later than women. In 2011, 96.4% of men aged below 25 still lived with their parents.

Working women in families

72.   Among working women, 50% lived with their spouse and or children, and 25.6% lived with their parents only, as compared to the 55.8% and 35.1% for non-working women. For working men, the proportion of living with spouse and or children was 62.5%, and 38.7% for non-working men. The average number of female working members in domestic households increased from 0.65 person in 1996 to 0.72 person in 2011. In contrast, the corresponding figure for men decreased from 0.98 person to 0.76 person. This reflects the increased participation of women in the labour force in recent years.

Older couple families and families with elderly dependents[47]

73.   In 2011, there were 668,621 domestic households with one or more older persons, constituting 28.2% of the total domestic households in the whole territory. 51.2% of older persons lived with children (29.7%-279,786 lived with spouse and children and 201,906, 21.4% lived with children only.) On the other hand, 23.6% - 221,706 lived with spouse only and 12.7%-119,376 of older persons lived alone.

74.   The proportion of older persons living alone increased from 11.3% in 2001 to 12.7% in 2011. The total proportion of older persons living with their children at 51.2% in 2011 was lower than that of 56.8% in 2001. Among older persons living in domestic households, 581,462 (67.6%) were living with non-older members, 279,221 (32.4%)

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[47] Census and Statistics Department (2011). Thematic report: older persons. Retrieved from
https://www.census2011.gov.hk/pdf/older-persons.pdf

were living in exclusively older person households, i.e. older persons either living alone or with other older members only.

75.   The higher the age of older people, the higher the proportion of older persons living with children only or living with other persons. The proportion of older persons aged 85 and above who were living with children only at 31.6% was much higher than 13.7% for older persons aged 65-69. The proportion of older persons aged 85 and above who were living with other people only was 33.9% and this was much higher than 6.5% for older persons aged 65-69.

Foster families

76.   According to Social Welfare Department (SWD), as of June 2016, there were 924 registered foster families and 945 children receiving foster care service. As of 31 December 2015, a total of 145 children below 18 with mild intellectual disability, attention deficit hyperactivity disorder, autism or special learning difficulties, received foster care service.

Families caring for a person with a disability or chronic illness

77.   In 2013, it was estimated that there were 578,600 persons with disabilities (excluding persons with intellectual disability), an increase of some 60% as compared with 361,300 persons in 2007. The overall prevalence rate of persons with disabilities (expressed as a percentage of the total population of Hong Kong) was 8.1%, compared to 5.2% in 2007. As the prevalence rate of disability was higher for persons in older age groups in general, the increase in the overall prevalence rate of disability was partly attributable to population ageing.

78.   In 2013, it was estimated that there were a total of some 1,375,200 persons with chronic diseases in Hong Kong, increasing from 1,152,700 persons in 2007. They

constituted about 19.2% of the total population of Hong Kong, as against 16.7% in 2007.

79.   Among the 506,600 persons with disabilities residing in households, 203,700 persons (40.2%) cited that they had a person to take care of their day-to-day living as a result of their disabilities. For the 1,303,000 persons with chronic diseases residing in households, 175,600 persons (13.5%) reported the same.

80.   For those persons with disabilities and chronic diseases who had more than one person to take care of their day-to-day living, "primary carer" refers to the person who provided the longest hours of caring services during a week. For the 203,700 persons with disabilities who had another person to take care of their day-to-day living, 29.9% of their primary carers were their children/son-in-law/ daughter-in-law; 28.8% were their spouses; 20.8% were their private nurses/domestic helpers at home; and 10.7% were their parents. As for those 175,600 persons with chronic diseases, 32.9% of their primary carers were their spouses; 28.6% were their children/ son-in-law/daughter-in-law; and 23.7% were their private nurses/domestic helpers at home.48

Low-income families[49]

81.   In 2011, 51.9 % of families with children aged 0-12 had income less than the median monthly household income and one fifth (22.5%) of these families was with income less than half of the median monthly household income (i.e. households below the poverty line), the proportion increased when compared to figures of 2006 and 2001.

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[48] Census and Statistics Department (2015). Persons with Disabilities and Chronic Diseases in Hong Kong. Retrieved from http://www.censtatd.gov.hk/hkstat/sub/sp380.jsp?productCode=FA100059

[49] Hong Kong Council of Social Service (2015). Report of study on child care services for low income families in Hong Kong. Retrieved from
http://www.zeshanfoundation.org/hk/material2/ChildCareServicesReport.pdf

Families from different ethnic and cultural backgrounds

82. Hong Kong is a largely homogenous society, with about 94% of its people being ethnically Han Chinese. The 2011 Population Census found (by way of self-identification) that there were about 451,000 non-Chinese people in Hong Kong, or about 6% of the population. Not all members of the non-Chinese groups are permanently settled in Hong Kong.

83. In 2011, a total of 447,134 ethnic minorities (or 99.1% of all ethnic minorities) lived in domestic households. There were 310,406 domestic households with one or more ethnic minorities, constituting 13.1% of the domestic households in Hong Kong. Among these households, there were 86,968 domestic households with ethnic minorities other than live-in foreign domestic helpers. Of all domestic households with ethnic minorities other than live-in foreign domestic helpers in 2011, 73.8% had members all being ethnic minorities and the remaining 26.2% had both members being ethnic minorities and members of Chinese ethnicity.

84. Similar to the whole population, the majority (69.3%) of ethnic minorities (other than live-in foreign domestic helpers) lived in nuclear family households. The household compositions for different ethnic groups were similar, except that some ethnic groups bore certain interesting features. For instance, the proportion of Nepalese living in households composed of other relationship combinations (29.8%) was relatively higher as compared with other ethnic groups and the whole population. Besides, the proportion of Indonesians (9.7%), Whites (8.3%) and Filipinos (7.7%) living with unrelated persons were higher than the other ethnic groups and the whole population.

Families with new arrival members

85.	There were 115,323 households with at least one household member being persons from the mainland having resided in Hong Kong for less than 7 years (PMRs) in 2011. These households represented 4.9% of all domestic households in Hong Kong. The corresponding percentages in 2001 and 2006 were 7.1% and 6.7% respectively.

86.	Households with PMRs tended to be larger in size. Of the 115,323 households with PMRs, 59.0% consisted of 3 to 4 household members and 19.0% with 5 or more household members. The corresponding proportions for all households in Hong Kong were 45.5% and 12.2% respectively.

87.	The proportion of nuclear family households with members being PMRs increased from 67.1% in 2001 to 70.9% in 2006, and then decreased to 68.6% in 2011. This was attributable to the increase in the population of households composed of lone parent and unmarried children. In addition, the proportion of relative households among those with PMRs (25.6%) was much higher than that for all domestic households in Hong Kong (14.5%) in 2011. On the other hand, the proportion of one-person PMR households (4.7%) was far lower than that for all households in Hong Kong (17.1%).

88.	According to information provided by the applicants under the Comprehensive Social Security Assistance Scheme, some recipients born in Hong Kong and aged below 18 at the time of application have parents from the Mainland who are both non-Hong Kong residents (commonly known as "doubly non-permanent resident children"). The numbers of such cases increased from 255 in 2009 to 386 in 2014.

Summary

89.	There is great diversity in the form of families in Hong Kong today, including couples with children or without children, single parents, parents not living in the same household with their children but are still involved, and many family members who have ties of support across households, generations and borders.

90.   There is also enormous diversity of family functioning – for example, some families take responsibility for all their childcare needs by themselves while others are intensive users of childcare, which is sometimes provided by extended family, but often by formal childcare providers.

91.   Hong Kong has the longest working hour in the world, with an average of 50.11 hours spent at the workplace per week.[50] Some family members spend long hours in workforce and work-life balance is a challenge for many families.[51]

92.   Hong Kong is experiencing a period of rapid change for families due to wider economic and social changes. Compared with the previous generation, there are significant delays in marriage and childbearing. Other changes include the increase of women's workforce participation, the rise in dissolution of relationships, the growth of cross-border families, and the consequences for the care of older people from the rising number of older people who have divorced and are living on their own, and do not have children to help them.

93.   Recent family changes are common in post-industrial societies and Hong Kong is no exception, including an increase in the instability of partnerships, a decline in the rate of marriage, a fundamental change in women's economic role in the family and a weakening in the link between marriage and childbearing.   It is anticipated that gender roles will be fluid, separation and re-partnering will be more common, commitment to children may continue despite parents living in different households,

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[50] Li, S. (2016). Global ranking of working hours. Retrieved from
http://www.chinadailyasia.com/hknews/2016-05/25/content_15439024.html
[51] Family Council (2015). Family Survey 2015. Retrieved from
http://www.familycouncil.gov.hk/tc_chi/home/home_meeting.htm

and families may have an accumulation of life-long family members including in-laws from first marriages and new half kin from new marriages or partnerships. Families, particularly those with children or elderly, will depend on wider family networks for support or look for help from their communities, employers and the government in meeting their needs and supporting their family functions.

94.   New family structures create new and complex ties of love, care, support and obligations across and between different families and households, and thus pose challenges for the government, incurring increased sensitivity and responsiveness in the process of making public policies. The Consulting Team suggests that the role of government be to strengthen and stabilize families in all their diverse forms and find ways of helping families to optimise family functions, such as promoting balance between work and family life, encouraging men's involvement in family life, and supporting families through times of transition, stress and hardship.

CHAPTER 4

The FIA Framework

<u>Family Core Values</u>

95.   Having regard to the various types and functions of families in Hong Kong and taking into account the core family values of "love and care", "respect and responsibilities" and "communication and harmony" proposed by the Family Council, the FIA Framework comprises four dimensions in assessing the impact of policies on families, namely, "family responsibility", "family stability", "family relationships" and "family engagement".
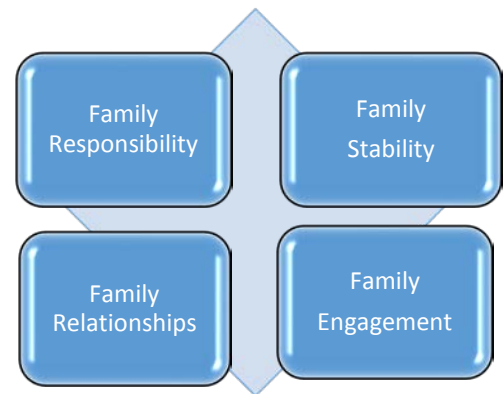
<u>Family Responsibility</u>

96.   Families are the cornerstone of our society. To promote family well-being and self-sufficiency, policy and practice should support and empower the functions of families, such as family formation, economic support, childbearing, education, socialization, protection, and caregiving.   For those caring for dependents, seriously

> Examples:
> - The Hong Kong Government supports the caregiving function of family through the provision of dependent parent/grandparent allowance.
> - The Hong Kong Government encourages younger families to take care of their elderly parents or dependents in the family through the Harmonious Families Priority Scheme (HFPS), which offers priority to PRH applicants with elderly family members.

ill, or frail family members, our Government should acknowledge the societal value and contribution of family carers.

Family Stability

97.   Family stability is closely related to children's health. Researchers suggested that family instability exposes children to negative developmental outcomes, and affects children's opportunities and resources to develop their full potential.[52]

98.   Policy and practice should support healthy marital, parental and family commitments, especially when children are involved. When changes or transitions occur such as divorce, loss of partner, onset of chronic illness etc., ongoing support to maintain family stability should be provided.

Examples:

- In Hong Kong, male employees are entitled to 3 days' paid paternity leave for each confinement of their spouse/partner.
- In the use of One-way Permit for people in the Mainland to migrate to HK, the HK Government negotiates with the responsible authority in the Mainland to give priority to family reunion.

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[52] Bogenschneider, K. (2014). *Family Policy Matters-How policymaking affects families and what professionals can do (3rd Edition)*. NY: Routledge.

<u>Family Relationships</u>

99.   Healthy family relationship is essential to individual's emotion and personality development. The quality of family communication contributes to the development of family competence and resilience. It is also the key to prevent family members from having behavioural and mental health problems.

Examples:

- The Social Welfare Department (SWD) has started a Pilot Project on Child Care Training for Grandparents, which aims at strengthening family ties and relationship between generations.

- The Hong Kong Government adopts a family friendly policy by introducing 5 days working week and promotes such policies in the private sector. This practice will allow working individuals to spend more time with their families.

<u>Family Engagement</u>

100.   To obtain families' support of social policies and programs, policy-makers should engage families, understand their various needs and incorporate family voices in the policy formulation process. This helps strengthen families' sense of belonging and connection with the community. Through connecting families with both formal and informal resources, family self-efficacy can be strengthened and families' ability of crisis management can be enhanced.

> Examples:
>
> - The Government encourages residents of buildings to form mutual aid committees (MACs) with the objectives of enhancing the spirit of mutual assistance in the neighbourhood and fostering a sense of belonging to the community. The Home Affairs Department (HAD) provides an accountable subsidy for MACs to meet basic daily expenses.
>
> - In the 2030+ planning consultation, the HKSAR Government proposed "walkability" and "accessibility" as two of the key strategic directions and actions to enhance the connectivity of families with the neighbourhood facilities, services and public transportation.

Family Impact and Family Impact Assessment

101.   Family impact refers to the past, present or probable future effects of a policy or programme on family stability, family relationships, families members' ability to carry out their responsibilities and family participation in community. Any proposed policy actions that alter the ways in which people live, work, study, commute, related to one another and cope as members of society will bring family impact.   The impacts of families can take different forms. While different policies programs will produce positive benefits, there is also a need to identify and evaluate the unintended negative consequences associated with them. Such impacts not only need to be identified but also need to be managed in such a way that the positive effects are maximized and the unintended negative consequences are minimized.

102.   FIA can be defined in terms of efforts to assess or estimate the effects on families that are likely to follow specific policy actions or government actions. It is a process that provides a family perspective for gathering, analysing, and incorporating

family values and needs into the design and delivery of policy proposals. FIA can help to ensure that the needs and voices of diverse groups and people in a community are taken into account.

103.   FIA also involves the processes of monitoring and managing the intended and unintended social consequences, both positive and negative, of policy proposals and any social change processes invoked by those proposed policy actions. These assessments can enable the policy implementing authorities to not only identify family impacts, but also to put in place suitable institutional, organizational and project-specific mechanisms to mitigate the adverse effects.

104.   The objective of the Family Impact Assessment is to introduce an explicit family perspective to the policy making process and ensure that potential impacts on family responsibility, family stability, family relationships and family engagement are made explicit and recognized in the process of developing new policy. It helps to examine how policy may benefit families or produce unintended negative consequences. The use of the Family Impact Assessment Checklist Tool can provide the policy makers with opportunities to mitigate potentially negative effects and maximize positive effects in the early stage of policy development.

105.   The major advantages of undertaking a systematic Family Impact Assessment include:

(a) Identifying new policy proposals stakeholders

(b) Identifying the opportunities, constraints, family impacts and social risks associated with proposed policy actions.

(c) Mitigating potential social risks and negative impact on families or individuals

(d) Enhancing benefits to those affected

(e) Avoiding delays and obstruction in gaining policy proposal approval

(f) Acting as a precautionary measure and avoiding costly errors in the future

(g) Building the trust and cooperation between policy-makers, community and stakeholders, which is necessary for successful implementation of the new policy action.

(h) Promoting transparency and empowering the vulnerable families in the design and/or implementation of the proposed policy actions.

(i) Revealing what gaps or inaccuracies exist in our knowledge or data about impacts.

Quality Control Mechanism of Family Impact Assessment

106.   To ensure the family impact assessment results are accurate, relevant and evidence-based, a responsible body or a gatekeeper acts as a control assurance agent to monitor the quality of Family Impact Assessment across B/Ds is essential.

107.   While it is the responsibility of the policy proponent to ensure the assessment is accurate and relevant, the quality of Family Impact Assessment can be strengthened if the quality control mechanism is in place. It helps ensure that appropriate procedures of identifying potential family impacts are undertaken, such as gathering information on the family impacts through literature reviews, consulting with affected families, community groups, service providers and stakeholders, before drawing conclusion on the significance of the impacts. Given the possible family impact, policy-makers can mitigate the risks of negative impacts occurring or addressing the impacts in the policy proposals.

108.   Under the current practice of the Government of the HKSAR, all policy proposals are required to seek clearance from the Home Affairs Bureau (HAB)/Family Council Secretariat on family impact assessment before submission. The Family Council serves as the advisory committee to be consulted on policies affecting families.

109.   A glossary of terms and concepts commonly used in FIA is listed in Appendix

I.

CHAPTER 5

Formulation Stage

110.   The objective of the formulation stage is to develop the draft FIA tools, including a draft FIA Checklist and a draft FIA User Manual.   Chapters 3 and 4 reviewed both local and international literature pertinent to the conceptualization of family and the development and implementation of FIA. Noting that many B/Ds have already had experiences in conducting a less structured, guideline-based family impacts assessment [53] and are required to go through other impact assessments (e.g. sustainability assessment, gender mainstreaming checklist) in the policy formulation process, their experiences, views and insights were solicited by means of focus groups and individual in-depth interviews. Furthermore, a comprehensive and effective FIA Checklist Tool should reflect the current family core values. To capture the views of community stakeholders, including community representatives and interested public on the preliminary ideas of FIA Checklist Tool, community forums were also conducted to solicit their feedback.

111.   Three categories of stakeholders were involved in the engagement process at the Formulation Stage:

> (a) policy proponents (i.e. B/Ds);

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[53]   The guideline-based family implication assessment is mandatory for all policy papers and Legislative Council briefs.   B/Ds are required to use the three sets of family core values as identified by the Family Council, i.e. 'love and care', 'respect and responsibilities', and 'communication and harmony' as well as the impact on family's structure and functions as basic guidelines to assess the policies' impact on families.   A review and a detailed description of the 2013 FIA Framework can be found in the Family Council paper: 'Review of the Mandatory Family Implications Assessment for Government Policies (FC 24/2014).   Source: http://www.familycouncil.gov.hk/english/home/files/FC_Paper_24_2014_Review_Mandatory%20Family%20Implicati.pdf

(b) government advisory bodies relevant to the application of family perspectives in the policy-making process; and

(c) general public, community representatives and professionals.

112.   In the period between August to September 2016, the Consulting Team, via the coordination of the Family Council Secretariat, interviewed 36 government officials from 18 B/Ds and representatives from five government advisory bodies / non-government organization.   Five public forums were also held in five districts in Hong Kong.   Apart from engaging the stakeholders /interested parties face-to-face, the public were also invited to submit their views using a designated website developed for the current study. A total of six written submissions were received.   A list of the stakeholders invited / participated can be found in Appendix II).

113.   In terms of the data collection method, interviews with policy proponents and representatives from government advisory bodies were conducted with the aid of a semi-structured interview guide. Among policy proponents, three areas were explored: (i) experience of conducting family impacts assessment and consultation with Family Council; (ii) past experience in conducting gender mainstreaming and sustainability assessment; and (iii) expectations in training.   For government advisory bodies, their expert knowledge and views on conceptual framework and principles pertinent to the effectiveness and applicability of the FIA Tool were gauged. For example, potential positive/ negative impacts of policies on families in their respective field of concern (e.g. elderly, youth, women, family and community services), aspects that need to be considered in a FIA Tool etc. In the public consultation forum, participants were invited to express their views freely after being briefed on the background and the framework of the proposed FIA.

Rationale and principles of FIA

114.   The vision of building a pro-family community through the implementation of FIA was welcomed by the majority of community stakeholders and advisory bodies in related field. There were views that in fact, both policy makers and service providers should adopt family perspectives in the policy making process and service delivery model to support families' functions and promote family integrity.

Views on definition of family

115.   There were diverse views on how family should be the defined in the context of FIA.   Some participants suggested that the Consulting Team should use a single definition of family that is widely accepted and adopted in our legal system so as to uphold the mainstream family values. Proponents cited examples such as same-sex partners and cohabitating couples, who are not covered in the current law of marriage, should not be included as a type of 'family' under FIA.   On the other hand, other participants expressed concern that if FIA only focused on the traditional types of family, it may be interpreted as discrimination on the basis of sexual orientation.

116.   Some participants also commented that with the increasing complexity of family structures in contemporary society, both structural and functional definitions of family should be considered.

117.   Some opined that both individual and family needs were equally important to a family's wellbeing and should be considered in the design of the FIA Checklist.

Views on types of family

118.   Some participants suggested that the FIA checklist should be sensitive to newly emerging types of family in Hong Kong, for example, non-blood-related families

sharing the same residence and committed to taking care of each other, families taking care of relatives whose parents are "doubly non-permanent resident", etc.

119.　There were also views that a clearer definition on "family with special needs" should be provided.　A participant also suggested that, in particular, needs of children with autism should be addressed in the FIA.

120.　Some participants have doubts about how well government officials understand the needs of different types of families when conducting the FIA.　They proposed that the assessment should be an interactive process between stakeholders concerned and policy-makers.

Views on experiences and challenges in conducting FIA

121.　***Approach in conducting the FIA:*** For participants who have experience in conducting the FIA using the 2013 FIA Framework, a majority of them stated that a "common sense approach" has been adopted, including making reference to the relevant internal circulars, discussion with colleagues and preparing the impact statement based on the nature of the policy proposal and objective facts.

122.　Some participating policy makers stated that depending on the nature of the policy proposal, stakeholders would be consulted to collect their views on the potential impact on family; e.g. in preparing a policy paper regarding drug control, they would reach out to parents, recovering addicts and drug rehabilitation centres to explore the potential impacts on families. In particular, in the formulation of new policies, public consultation to engage the public, including the family members concerned was also a common practice of B/Ds.

123.　***Challenges in conducting policy assessments:*** A majority of participants who have had experience in implementing the FIA and other impact assessment stated that

user-friendliness and cost-effectiveness in time were key factors in facilitating the assessment. Some stated that if the assessment tool and/or the assessment mechanism were not user-friendly, there might be a tendency to choose the simplest option of "no family impact".

124. Some participants stated that many policies aiming at individuals would also have a family impact, and it was not clear how the significance of family impact should be reported. Some participants reported that they generally put "no family implications" if they found the proposed policy having no direct impact on families.

125. Some commented that as there was often a time lag between the training received and the time in drafting policy papers, responsible officers had to review the relevant materials again or had to consult colleagues to complete the task. This might not be an efficient way to optimize the effectiveness of the training sessions.

126. Other challenges mentioned included whether there was a clear stance of their respective bureau or department regarding the issue concerned, e.g. gender issue.

127. Dissemination of information was another challenge experienced by some participants. Some stated that they were not even aware of the mandatory impact assessment exercise before.

128. *Timing in conducting FIA:* B/Ds are required to prepare a family impact statement and seek clearance from Home Affairs Bureau before submission of ExCo/PC papers, and the usual practice reported by concerning participants was to prepare it at a later stage during the policy formulation process. However, for new proposals involving public consultation, the public, including families, would be engaged at an early stage of policy formulation.

129.   ***Training needs:*** As the concept of family impact assessment is relatively new to some participants, they expressed the need to equip themselves with the relevant knowledge and skills.   Some suggested that FIA training should be provided for government officers at ranks Senior Administrative Officer (SAO), Assistant Secretary (AS) and Principal Assistant Secretary (PAS).

130.   Regarding the training content, some participating government officers stated that the focus should be on sensitivity to family issues rather than on skills in conducting FIA. It was commented that having the right mind-set and sensitivity were fundamental qualities in conducting an accurate family impact assessment. Some also proposed the inclusion of sensitivity training on family issues in the induction process of new government officers.

131.   Views from a number of participants from the advisory body /NGO group suggested that policy-makers should have knowledge on the needs of different types of families and equipped with skills to identify stakeholders concerns to collect their views.

132.   Training on how to develop mitigation measures to counter-balance the negative consequence of policies on families was also suggested.

Measures to enhance the FIA Checklist

133.   A common expectation on the design of the Checklist Tool was "simple, user-friendly, and flexible". For instance, if it is a computer-aided system, the progress can be saved and allow users to edit or return to the checklist as needed. The computer-aided system should be installed in multiple computers and will not be affected by software update issues.

134.   It was generally accepted that a more systematic checklist type of FIA tool would facilitate and guide policy-makers in examining a proposed policy from a different perspective at the early state of policy development.

135.   A majority of the participants from government suggested that real case examples should be used to illustrate how policies could affect families.

136.   Another common view from participants to facilitate the FIA was accessibility of relevant information.   Some suggested that relevant materials should be uploaded on the appropriate website for easy accessibility.

137.   There were also views that to simplify the process, only direct and negative family impact should be reported and addressed on policy papers.

FIA mechanism and quality control mechanism

138.   The critical role of quality control in ensuring the effectiveness of FIA was affirmed by most participants.   It was generally agreed by participating government officers that the HAB should continue to provide consultation and support to B/Ds in conducting FIA (e.g. via a designated person).   Most participants shared that they expect HAB to have good knowledge of family diversity and high sensitivity of family impacts.

139.   The Family Council Secretariat suggested that the FIA mechanism should enable them to review to family impact results and make recommendations to B/Ds on the need to consult the Family Council in the formulation stage of policies.

140.   To ensure the credibility of FIA, some participants suggested that the Government should invite NGOs or community/professional stakeholders to conduct FIA on new policy proposals.   There were also views that channels for the public to express their views on policies should be increased, e.g. district office of Home Affairs

Department should co-ordinate different professionals /community groups/ NGOs in the local community to submit opinions about family impact of new policy initiatives.

141.   Some participants commented that the practice of granting exemptions from conducting FIA on policy amendments that have previously been assessed as having no family impacts should be considered.

142.   Concerns were raised by some participants on the potential risks of missing possible unintended negative impact in granting exemption from conducting FIA.

Other

143.   Most participants stated that there are already many different types of impact assessments that need to be considered in formulating policies, e.g. economic, financial, sustainability, civil service, gender, and family; and that it would be worthwhile to examine their interrelatedness.

144.   Some participants wondered if different government bureaux could work together to acknowledge the issues of family impact and develop mitigation measures to minimize the impact on families.

145.   Another concern raised by a number of participants was the issue of the size of the intended beneficiaries of the proposed policy which might affect the accuracy of the FIA results.

The use of test cases

146.   The purpose of test cases was to strengthen the applicability of the FIA Checklist Tool. Three co-investigators from the Consulting Team and two social workers from two NGOs were invited to trial run the draft FIA Checklist Tool with cases submitted to the Family Council for consultation.   A total of five cases have been tested.

Summary

147.   Some of the views expressed by the participants were incorporated in the checklist tool.   For example, some elaborations on the diverse types of families were added to Form B.

148.   In view of the sensitivity of the issues of family, the existing definition of family used by the Family Council should be adopted for the purpose of the FIA.

149.   The topic of FIA is very new to most people in Hong Kong.   Some elaborations and clarifications were added to the draft user manual to avoid some of the possible misunderstanding, e.g. taking FIA as a kind of programme evaluation methodology.

150.   The experiences obtained from the cases were used to refine the FIA Checklist Tool and the relevant information was also used in developing the training workshops and the user manual.

151.   The Consulting Team suggested that HAB may grant the blanket approval for B/Ds to exempt from conducting family impact assessment on similar amendments to a particular subsidiary legislation if it has no family impact in the initial screening. Some participants indicated they welcomed this idea as it might help save their time and energy on conducting family impact assessment on similar amendments from time to time. Other participants wondered if this would add extra burden on HAB to decide which amendment could be granted blanket approval.

CHAPTER 6

Draft FIA Checklist Tool & Quality Control Mechanism

<u>Development of the Checklist Tool</u>

152.   The initial draft of the Checklist Tool was based on a combination of the family perspectives adopted by the Family Council, the previous work by the Principal Investigator, Dr. C.K. Law[54], enriched during the literature review of the this study[55], and fine-tuned after the engagement processes, the use of test-cases, and the training workshops.

153.   As a checklist, the items included have to be as specific as possible to avoid ambiguity, and yet to avoid possible fatigue in responding to numerous questions, the items have to be adequately conceptual to cover a wider set of considerations.   The current proposed checklist is a compromise between specificity and length.

154.   With more implementation experience available in the last stage of this study, there could be further amendments to this set of tools.

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[54] Law, C.K. (2008)   *A Study on Family Impact Analysis And Case Studies: Public Rental Housing Comprehensive Social Security Assistance*, University of Hong Kong, submitted to the Central Policy Unit, HKSAR Government.

[55] Including work by Lau, Y.K. (2014). Family impact analysis in Hong Kong: a proposed framework. Report submitted to the Hong Kong Council of Social Service. Retrieved from https://www.researchgate.net/profile/Yuk_Lau/publication/316190308_Family_impact_analysis_in_Hong_Kong_A_Proposed_Framework/links/59e5b334aca272390edfe2cd/Family-impact-analysis-in-Hong-Kong-A-Proposed-Framework.pdf; Bogenschneider, K. (2014). *Family Policy Matters-How policymaking affects families and what professionals can do (3rd Edition).* NY: Routledge and other literature cited in Chapter 2, 3 & 4.

When the Checklist needs to be applied on assessing family impact?

155.   All public policies should undergo family impact assessment. As impacts can be felt in different ways, such as directly or indirectly, positively or negatively, insignificant or substantial, short term or long term, intended or unintended, in most cases the indirect impacts of policy on families are not always obvious.

156.   The Consulting Team recommended all new policy proposals or policy reviews should undergo the *Form A_ Family Impact Assessment Initial Screening* (See Appendix IIIA) to determine if there is any doubt or impacts on family well-being and any needs to have further assessment.

Determine which family types might be affected

157.   Having determined that the policy proposal under assessment potentially impacts families, the next step is to consider which family types might be affected through *Form B_ Family Diversity and Contexts* (See Appendix IIIB)

The Family Impact Assessment Checklist

158.   *The Form C_ Family Impact Assessment Checklist* (See Appendix IIIC) questions are to raise awareness of the four aspects of family responsibility, stability, relationships and engagement that public policy can impact, and generate insights through the process of addressing the 6 principles and 24 questions. The Checklist is designed to guide the policy-makers to identify the potential impacts on these four aspects area, and to consider the significance of impacts as well as the types of impacts (i.e. positive or negative, direct or indirect, intended or unintended effects on families). Policy-makers are encouraged to consider different research data or social contexts before making their judgment on the significance of the impacts.

159.   ***The Form D_ Family Impact Assessment Summary*** (See Appendix IIID) is to remind the policy-makers of going through the Checklist with considering different impacts on different types of families before drawing their conclusions.   The design of Form D is to summarize the results of Form B and Form C and explore mitigation measures if negative impacts are identified.

The Family Impact Statement (FIS)

160.   A **Family Impact Statement** helps inform the public about the impact of the proposed policies on families in the early stage of policy formulation. A Family Impact Statement, which will range from a few sentences to a page, will be included on all policy papers.

161.   Figure 1 below illustrates the process in conducting the FIA.   Details of the five steps are described in the User Manual.

Figure 1: Process in Conducting FIA
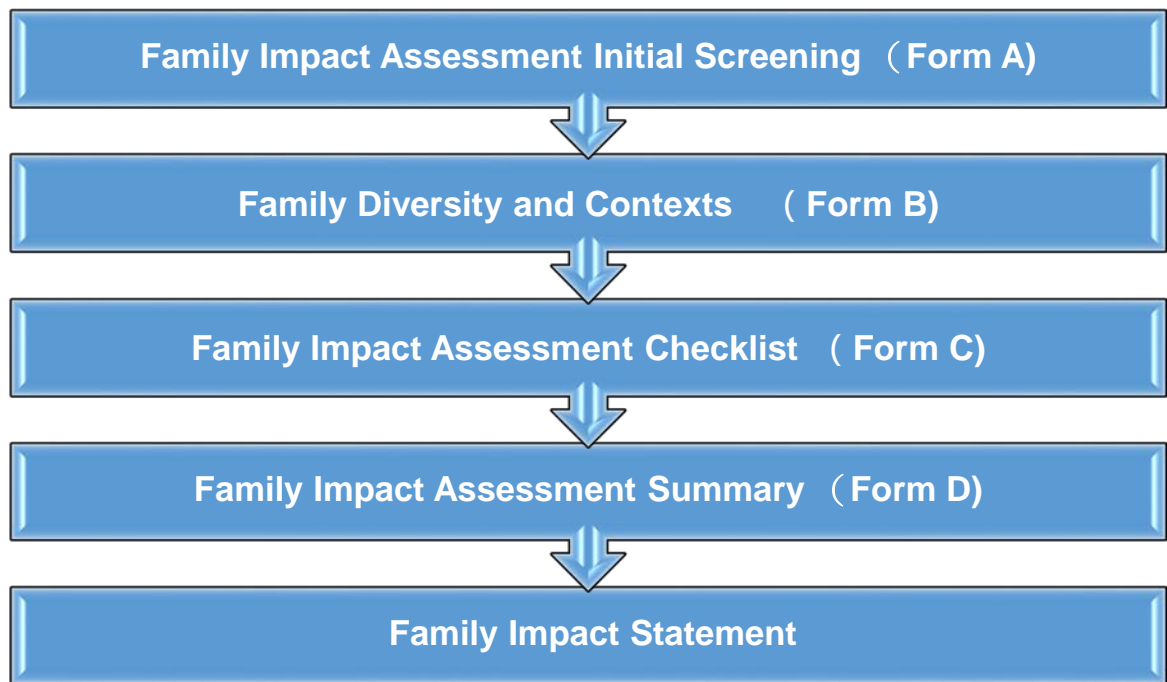
Quality control mechanism of FIA

162.   The Consulting Team identified three main types of policy proposals under the current practice, which are:

        (d) New/revised policies or legislative proposal involving public consultation

        (e) New/revised policies ordinarily treated as confidential in formulation

        (f) Subsidiary legislative proposals involving primarily technical amendments

163.   To ensure that assessment results are accurate, relevant and evidence-based, a set procedure for each type of policy proposal was proposed by the Consulting Team to make sure that assessments of different public policies will go through the same procedure.   Details of the assessment procedures are described in the User Manual.

164.   The Home Affairs Bureau serves as the key gatekeeper / quality control agent on FIA in all types of policy proposals.

CHAPTER 7

Implementation and Evaluation Stage

165.   After carefully examining the views of the stakeholders collected in the engagement exercise at the Formulation Stage, the draft FIA Checklist Tool was fine-tuned to be tested further in the Implementation and Evaluation Stage of the study. The objectives of the implementation evaluation are:

  (a) to examine the extent that the FIA Tool helps anticipate the intended and unintended effects of policies or policy initiatives on families;

  (b) to explore the challenges of implementing FIA in different context; and

  (c) to propose strategies and methods for improving the implementation process and the quality assurance mechanism of conducting FIA.

  Three components, in chronological order, were included in this stage:

  (a) FIA training

  (b) Trial implementation

  (c) post-implementation evaluation

The FIA Training

166.   Three half-day training workshops were organized for government officials from all B/Ds in January 2017.   The purpose is to equip participants with the knowledge and skills in conducting the FIA using the Checklist Tool.   A total of 87 individuals from 20 B/Ds have participated in the training.

167.   Each training session lasted for 3.5 hours and was divided into two major parts. The first part explored the meaning of 'family', sensitized issues/values related to families and introduced the concept of family impact assessment.   The second part introduced the FIA checklist and the procedures of conducting FIA.   Exercises, hands-

on experience and small group discussions were used during the training session for active learning and participation.

Evaluation of the Training Workshops

168.   To evaluate the effectiveness of the training and to solicit any comments participants might have on the experience, they were invited to fill in an evaluation form at the end of the workshop.   A total of 76 completed forms were received, comprising 87% of the participants.   They were asked to evaluate on the effectiveness of the training in facilitating their completion of the FIA.   Feedback   from the participants were generally positive:

- 83% of the participants considered that the training helped them to understand the benefits of adopting family perspective in policy formulation.

- 83% of the participants considered that the training had enhanced their awareness of family diversity in policy formulation.

- 80% of the participants considered that the training had strengthened their understanding about the Checklist framework, principles, and questions of FIA.

- 78% of the participants considered that the training had help them understand the steps of conducting FIA.

- 79% of the participants found the training helpful.

169.   In terms of suggestion for improvement, more than one participants mentioned wanting more case examples and detailed description on protocol and guidelines on the mechanism.   Some also expressed interest in explore more in-depth on the definition on family and how public policies might affect the family and the society.

170.   Details of the training evaluation and comments from the participants are listed in Appendix IV.

Trial implementation

171.   Based on the experience and feedback from the training workshops, the FIA Checklist and the User Manual were fine-tuned further.   In the trial implementation period, B/Ds preparing new or revised policies or legislative proposal or subsidiary legislative proposals were required to conduct the FIA using the draft Checklist Tool, including the FIA Checklist (Form A to D), the User Manual[56], training clips[57] according to the proposed FIA mechanisms (See Appendix IIIA to IIID for a copy of the draft FIA Checklist).

172.   For purpose of the implementation evaluation, data collection for the trial implementation period lasted from beginning of May to end of September 2017. A total of 24 B/Ds have conducted the FIA exercise during this period.   Among them, 29 cases (35%) were assessed to have potential family impact and Form A to D were completed. Furthermore, four B/Ds have amended their initial assessment from no family impact to having potential family impact after completing the FIA Checklist. Eleven cases have enriched their initial FIA statement after going through the FIA Checklist.

173.   Among the 55 cases (65%) having assessed to have no potential family impact (i.e. FIA completed at Form A), 15 (27%) have applied for exemption from future FIA exercise.[58,59]

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[56] Due to the size of the document, the User Manual is attached separately.

[57] Link to the training clips: https://drive.google.com/open?id=0B6tctEXduvd_ZEN0YVhKTlg5a3c

[58] This application for exemption was provided as an option at the completion of Form A where B/Ds can indicate that they would like to apply for exemption from conducting Family Impact Assessment on similar amendments to this particular subsidiary legislation in the future (only for subsidiary legislations with no family impact identified on the initial screening).

[59] Information provided by HAB.

Objectives

174.   The objectives of the post-implementation evaluation are to examine:

    (a) the extent that the FIA Tool helps assess family impacts of their policy or policy proposal;

    (b) the challenges of implementing FIA in different contexts;

    (c) the strategies or methods for improving the implementation process and the quality assurance mechanism of conducting FIA; and

    (d) way forward on conducting of FIA (e.g. timeframe for periodic review and updates of the FIA Tool, assessment considerations)

Methodology

175.   A mixed methods design using both quantitative and qualitative methods was used to collect data. Findings from preliminary data on the utilization of the FIA Checklist during the trial implementation (i.e. 84 cases) would form the background within which questions were developed for data collection.

176.   In the second phase of data collection, quantitative data were collected by means of a questionnaire survey. Two sets of questionnaire were constructed: Set I targeted government officials who have completed the Form A in FIA and assessed that the policy proposal has no potential family impact.   Set II was for government officials who have assessed their policy proposal as having potential family impacts (i.e. completed Form A to Form D) (Appendix V: Set I and Set II questionnaires). Invitation to participate in the questionnaire survey was sent to government officials who have conducted the FIA during the trial implementation period. Since some government official have conducted more than one FIA on different policy proposals, the number of Set I and Set II questionnaires sent was 40 and 26 respectively.   Simple descriptive

statistical analyses were conducted to identify patterns in the quantitative data and possible topics for further exploration were extracted.

177.   The third phase of the review was by qualitative data collection targeted at cases assessed to have potential family impact (i.e. completed Form A to Form D).   Two formats were used: focus group interviews targeted at cases with no amendment of assessment results after completing Form A to Form D; and individual in-depth interview targeted at cases that have amended their initial FIA results after completing Form A to Form D.   (Appendix VI: interview guide)

Findings of questionnaire survey

Response rate

178.   Thirty-one Set I (no family impact) and 19 Set II (potential family impact) completed questionnaires were received and the response rates were 78% and 73% respectively.

179.   In terms of B/Ds involved, a total of 24 B/Ds have conducted the FIA Checklist for their policy proposals, and the response rate by B/Ds was 96% (n=23).

Background of respondents

180.   A majority of the respondents (56%) have served in the Government for 6 years or less. When Set I and Set II questionnaire was analysed separately, a higher percentage of respondents who conducted FIA with no family impact were officers with less than three years of service in the Government (32.3%) while for cases assessed to have family impact; nearly half of the respondents had 3-6 years of service in the Government (47.4%) (Appendix VII, Table 1).   Administrative Officers and Senior Administrative Officers were the most likely rank of officers who conducted the FIA among the respondents (50%).   Again, differentiation between Set I and Set II were

noted. Respondents conducted the FIA that were assessed to have potential family impact (Set II) were mostly professionals (52.6%; (senior) engineers/town planner, other professionals) (Appendix VII, Table 2).   In terms of gender, female respondents were a little bit higher than male (56% and 44%).

181.   In gist, cases with potential family impact were more likely to be conducted by Government Officials with more experience in government service and by professionals in that particular area.

Nature of the policy proposals and timing of the FIA

182.   Nearly half of the FIA conducted involved 'new or revised policies or legislative proposal involving public consultation' (46%). The other two types of policy proposals, i.e. 'new or revised policies ordinarily treated as confidential in formulation' and 'subsidiary legislative proposals involving primarily technical amendments' comprised around a quarter each among the respondents (22% and 28% respectively). Not surprising, 'subsidiary legislative proposal involving primarily technical amendments' were most likely to be assessed to have no family impact (n=12; occupying 86% of the total 14 subsidiary legislative proposal assessed) (Appendix VII, Table 3).

183.   Half of the respondents (50%) indicated that Form A of the FIA was conducted 'after drawing up the FIA statement and sending the draft paper to other B/Ds for comments' and around a quarter indicated that this was done before or in the course of drafting the policy paper (26%). One respondent indicated that he/she was not aware of the trial implementation before sending it to HAB and still others   (n=3) indicated that the FIA was only conducted before submission to the Executive Council for consideration.   This reflected that in this batch of cases, a majority of them were

conducted at a later stage in the formulation of the policy proposal (Appendix VII, Table 4).

Preparations in conducting the FIA

184.   Among the respondents, only six (12%) have indicated that they have participated in the training sessions; and 27 (54%) stated that they have used the User Manual in conducting the FIA.   Furthermore, 20 respondents (40%) indicated that they have done neither.   For the training clips, only 2 respondents (4%) reported having watched them and both agreed that they help to facilitate conducting FIA.

185.   Respondents who have used the User Manual (n=27) in conducting the FIA were generally positive (agree and strongly agree) towards the usefulness of the Manual in helping them to assess the possible impact of the policy on families (74%); identify how specific family types and particular family functions are affected (68%); provide them with relevant examples (63%), help to draft the family impact statement (59%), provide adequate information to learn how to conduct FIA (52%); and to a lesser extent, its user-friendliness (44%).

186.   When Set I and Set II questionnaires were analysed separately, the usefulness of the User Manual was more strongly felt by respondents who have conducted the full set of the FIA Checklist (i.e. policy assessed to have potential family impact).   In particular, in the overall usefulness of the User Manual in assessing the possible impact of the policy proposal on families and in identifying the impact on specific family types and family functions (Agree/ Strongly Agree: Set I: 60%; Set II: 92%); in drafting the family impact assessment (Agree/ Strongly Agree: Set I: 53%; Set II: 83%); in providing relevant examples (Agree/ Strongly Agree: Set I: 60%; Set II: 75%).   That said, exceptions were noted in the area of information to learn how to conduct FIA (Agree/ Strongly Agree: Set I: 60%; Set II: 50%), and user-friendliness (Agree/

Strongly Agree: Set I: 46.7%; Set II: 41.7%). Respondents seemed to agree more on the effectiveness of the Manual in raising awareness on potential family impact of public policies but less so on the technicality in conducting the assessment, in particular, with the completion of the full FIA Checklist (Appendix VII, Table 6).

187. Apart from attending training,[60] making reference to the User Manual and the training clips, majority of the respondents reported that they would also use common sense (70%) to complete the checklist and/or that the FIA checklist was self-explanatory (68%). Furthermore, 46% of the respondents would consult their colleagues/peers in completing the form(s). The pattern was similar for both Set I and Set II questionnaires (Appendix VII, Table 7).

188. For respondents who have attended/used none of the training session/materials (i.e. training session, User Manual, training clips) (n=20), similar pattern were found. Among them, 75% considered the Checklist self-explanatory, 60% used common sense and 50% consulted their colleagues / peers.

Views on Form A

189. Form A serves as a tool for initial screening to determine if the proposed policy has any possible impacts on family well-being under the four components of "family responsibility", "family stability", "family relationship", and "family engagement". Overall, the percentage of respondents agreed/strongly agreed to the effectiveness of Form A in raising their awareness on the intended and unintended consequences on these four components as a result of the proposed policy ranged from 72% to 80%. In particular, in the area of "family responsibility" (80%). When the two sets of questionnaires were analysed separately, this pattern was even more obvious for

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[60] Evaluation on the training session is described in paragraphs 170-172.

respondents conducting FIA with potential family impact (Set II). In the area of overall sensitivity on the intended and unintended consequences, percentage agreed/strongly agreed was 77% for Set I and 84% for Set II.

190.   In terms of the effectiveness of the form in serving as a tool for initial screening, overall, 76% stated that they agreed/strong agreed.   However, in this case, a slightly higher percentage of respondents who have assessed their policy proposal as having no family impact agreed/strongly agreed to the initial screening function of the form (Set 1: 77%; Set II: 74%) (Appendix VII, Table 8).

Views on exemption from conducting FIA

191.   Most of the respondents indicated "neutral" with regard to application of exemption to conduct FIA. Overall, 52% were neutral towards "exemption applies only on subsidiary legislations with no family impact identified in the initial screening" and 82% were neutral on whether other administrative proposals may be considered for exemption.   Only around one third (36%) agreed or strongly agreed that exemptions should only be applied to subsidiary legislations with no family impact in initial screening and 10% agreed that other administrative proposals should also be considered for exemption (Appendix VII, Table 9).

192.   A number of written feedback were suggested by respondents on administrative proposals that may be considered for exemption in the future, including road or sewerage schemes gazette under the Roads (Works, Use and Compensation) Ordinance (Cap 370), annual civil service pay adjustment, policy reviews concerning land use for sports and recreation purposes, and Supplementary Appropriation Bill.

Views on Form B

193.   Only respondents who have conducted case(s) assessed to have potential family impact were invited to continue with questions regarding Form B, C and D which were set out in Set II of the questionnaire survey.   The total number of respondent was 19.

194.   Form B of the FIA Checklist aims at determining the type of families, in terms of family structures, family life cycle stages and family context, which might be affected by the proposed policy.   A large majority of the respondents (79%) agreed to the usefulness of Form B in identifying the potential family impacts on different types of families.

195.   Suggestions were also given by some respondents to expand the options to "grandparent families", "single adult supporting old-aged parents", and "families with long working hours".

Views on Form C

196.   Form C is the FIA Checklist proper which aims at sensitizing policy makers on potential positive and negative impacts of the policy on multiple aspects of the family. These aspects were organized under four Dimensions, six Principles and 26 questions. In brief, the framework is as follows:

Dimension I: Family Responsibility
Principle 1:   Supporting the functions of families
Dimension II: Family Stability
Principle 2:   Strengthening family integrity and stability
Dimension III: Family Relationships
Principle 3:   Promoting family harmony and better balance between work and family
Dimension IV: Family Engagement
Principle 4:   Connecting families to the wider kin and community networks
Principle 5:   Encouraging families to participate in policy development, programme

	planning and evaluation
Principle 6:	Support vulnerable families

197.   Respondents were asked if the corresponding questions were able to help them (i) build awareness and (ii) evaluate the potential intended and unintended family impact under each principle; as well as their views on the clarity of the wordings in those questions.

198.   79% of the respondents agreed to the overall usefulness of the FIA Checklist Form C.   When responses were analysed by individual principles, it was found that a higher percentage of respondents agreed to the "building awareness" functions of the various questions under Form C (ranged from 63% to 90% across the six principles). In particular, principle 6 (support vulnerable families) (90%), principle 1 (supporting the functions of the family) (84%), principle 2 (strengthening family integrity and stability) (79%) and principle 3 (Promoting family harmony and better balance between work and family) (79%).

199.   In terms of whether the form could help them to evaluate family impact, more respondents agreed to the usefulness of questions under principle 6 (68%), principles 1, 2 and 3 (58%), and to a lesser extent principle 4 (47%) and principle 5 (42%).

200.   The clarity of wordings was agreed by most respondents as positive, ranging from 63% to 84%. Nonetheless, in contrast to the pattern of mostly "agree" or "neutral" responses in this section, one to two respondents have indicated clearly their disagreement to the use of words in various parts of the Form.   Specifically, a number of respondents have pointed out the ambiguity of words used in Questions 3.3 and 5.2. (Appendix VII, Table 11)

201.   Respondents were also asked whether any of the question(s) in Form C appeared to duplicate other part(s) of the checklist and all respondents indicated "no".

202.   In sum, for Form C, respondents generally found the questions useful to raise their awareness on the potential positive/ negative consequences of public policies. However, in terms of the practicality in conducting the evaluation, respondents seemed to be more reserved.

Views on Form D

203.   Form D basically serves to remind the policy-makers to summarize their assessment on which types of families might be affected by the policy and the potential intentional / unintentional consequences on the family. This form also probe policy makers in considering mitigation measures to counteract potential negative impacts.

204.   The function of Form D in helping to summarize respondents previous assessment in Form B and Form C was agreed by 79% of the respondents and 68% agreed that it helped them to draw up a FIA statement.   However, respondents were less positive about the form being helpful in identifying mitigating measures for potential negative impacts.   Less than half (47%) thought that it was helpful (Appendix VII, Table 12).

Overall comments

205.   Most respondents agreed that the Checklist Tool was useful in introducing an explicit family perspective to the policy making process (84%), providing a clear step-by-step framework for assessing family impacts (74%), and in helping to anticipate intended and unintended effects of public policies on families (68%) (Appendix VIII, Table 13).

206.   Respondents were also asked to provide written comments on challenges in conducting the FIA, measures for improvement and views on timeframe for periodic review of the FIA Tool.   Major themes of these written comments were as follows:

- *User friendliness of the tool:* Several respondents commented that the Forms are too long, terms used ambiguous and confusing. Some commented that guidelines in assessing the degree of impact were not clear.

- *Time constraint*: Some felt that they have to work with a very tight schedule and they might not be able to spend as much time as they wished in preparing the FIA.

- *Relevancy to proposed policies:* Not all the questions in the Checklist Tool were relevant to the respective policies / legislations the respondent was working on, and it was difficult to fill in all the parts in the FIA Checklist.

- *Structure of the checklist*: Not able to stimulate users to consider the interlinkages/ correlations among different dimensions / principles.

- *Suggestion for improvement:*

  (a) the FIA Checklist should be shortened (around 3 pages)
  (b) a checklist of projects relevant/irrelevant to FIA should be provided
  (c) examples / criteria / scenario / guidelines to benchmark the different levels of impact should be provided
  (d) auto-fill/ auto-generation of summary report for reference for inter-related items
  (e) more explanation and training
  (f) references in the preparation of the policy papers should be centralized for more efficient assessment
  (g) develop a more family type specific checklist, e.g. able to trigger only specific parameters/questions that are applicable to the types of family

Findings of qualitative data collection

207.   Two focus groups (n=8) and two in-depth interviews (n=2) were conducted between January 9 to January 12.   Participants were officers from the following B/Ds with policy proposal / subsidiary legislative proposal assessed to have potential family impacts:

(a) DEVB (Development site of the Siu Ho Wan Depot,　Action Plan for Enhancing Drinking Water Safety in HK)

(b) EDB (Hong Kong Scholarship for Excellence Scheme)

(c) CSB (Civil Service Pay Adjustment)

(d) FHB (Provision of Babycare Facilities, Strategic Review on Healthcare Manpower Planning and Professional Development)

(e) LD (Employees' Compensation Ordinance - Pneumoconiosis and Mesothelioma (Compensation) Ordinance, Policy on Standard Working Hours)

(f) LWB (Low-income Working Family Allowance, Elderly Services Programme Plan)

208. Views of the participants, together with written comments from the questionnaire survey, were summarized as follows:

Usefulness of the Checklist Tool (Form A to Form D)

209. All participants stated that the Checklists were helpful in raising their awareness on potential family impact(s) when formulating the policy. Compared to the previous less specific "guidelines and principles" (used in the mandatory FIA since 2013), participants felt that the pointers in the Checklists are better in specificity and sensitivity (e.g. in the FHB manpower review, the dimension on Family Responsibility has helped to detect family impact from perspective of caregiving).

210. For cases where the FIA statement was revised from no family impact to having potential family impact (after being probed by HAB), interviewees affirmed that the pointers in the Checklists have increased their sensitivity and has helped them to identify potential impact that has not been detected previously.

211. There were different views on the clarity of concepts used in the checklist. Some opined that the 4 dimensions: family responsibility, family stability, family relationships, and family engagement were not mutually exclusive and thus difficult to

differentiate these concepts.   Yet, there were some who felt the explanation provided in the User Manual was quite clear already.   Examples of items with unclear meaning suggested by some participants were: "3.3 acknowledged intergenerational relationships among family members?"; "5.2 provide full information and a range of choices to families?"   Some items were considered by a number of participants as similar in meaning: e.g. 2.2 affect families' ability to maintain an adequate standard of living? & 2.3 affect families' ability to advance economically and build family assets?

Usefulness of the User Manual

212.   In general, participants reported that the User Manual was mainly used as a reference when needed.   Very few participants stated that they have browsed the Manual prior to conducting the FIA.   Participants who have read it / used it as reference stated that it was useful and they were able to find what they needed, e.g. clarification of concepts, case illustration.

213.   Most participants who have made use of the User Manual felt that the content and the length of the Manual was appropriate.

FIA training

214.   Only two of the participants have joined the training session.   Participants who have joined the training considered it very useful in helping them to grasp the FIA concepts and equipping them with the knowledge in conducting the FIA. They also felt that the training helped to enhance their effectiveness in completing the FIA.   On the other hand, participants not having gone through the training considered the User Manual adequate.

215.   For participants who have not joined the FIA training, some alleged that they were not aware of it.   When asked if the FIA training should be included in the orientation of civil servants, participants generally agreed to include basic knowledge of FIA in orientation session with regular operational training when required.   It was felt that the mandatory nature of the exercise could probably be an incentive for them to participate in training when required.

General comments on the FIA Tools

216.   Most participants felt that the FIA tools were self-explanatory and it was generally not difficult for them to use a common sense approach to conduct the FIA.

217.   One participant commented that it helped to assess the level of impact if public consultations were conducted in the policy formulation process.

218.   The designated team at HAB which provided support in conducting the FIA has been helpful, e.g. answering queries on formalities in making the assessment and preparing the statement.

Quality assurance and monitoring

219.   Depending on the nature of the policy proposal and the size of the team responsible for it, some participants stated that they would consult 2-3 colleagues; and the FIA documents have to be reviewed by their senior for internal clearance (2-3 seniors).   Support and comments on the FIA statement provided by the HAB were also considered useful in ensuring the consistency in assessment.

Appropriate ranking officer to conduct the assessment

220.   Most participants are AS who either filled in the form directly or have delegated it to junior staff to prepare a draft, reviewed it and then sought their senior(s) for clearance.   All participants felt that the current practice was appropriate.

Time spent / cost-effectiveness

221.   Time spent in filling in the form varied, depending on the type of policy proposal involved, prior participation in FIA training, and whether consultation with colleagues from the same/different team was needed.   Time taken by participants was reported to be less than 1 hour to more than 2 hours.

222.   Although most participants considered the FIA exercise cost-effective, for some policy proposals with a tight schedule, time constraint could be an issue, e.g. in preparing policy paper on civil service pay adjustment, the officers have to collect views from stakeholders and prepare the paper in a relatively short period of time.   A participant also commented that cost-effectiveness of the exercise varied with the nature of the policy proposal, depending on whether it is directly related to people's well-being/family life; e.g. policies on caring for the dementia, improving mental health of the elderly/children, would be important issues more worthwhile to spend time on.

223.   All participants stated that it is a worthwhile exercise and the time they used in conducting the exercise was time well spent.

Challenges

224.   Time constraint was a challenge for some as they have to finish the task in a relatively short period of time before paper submission.

225.   Not all the questions in the Checklists are relevant to the policy they were working on. Amongst them, Form C was the most challenging one as some of the items took time to digest according to the respective policy.

226.   Some stated that it was not clear if the assessment should be made based on the target population within which the policy was applicable or to the general population.

227. A number of participants also opined that it was sometimes not easy to differentiate the degree of impact, and that additional examples may be needed. An example cited was the ESPP: for item "2.2: affect families' ability to maintain an adequate standard of living?", the degree of impact maybe more significant for those with inadequate mean. A participant also cited a case where the level of impact initially assessed by the B/D was adjusted after discussion with HAB. Furthermore, the scope of the policy (e.g. expected number of people to be affected, variations of impact in different context) is also a factor making it difficult to make a definite decision.

Suggestions for improvement

(a) Information dissemination and training

228. Some participants stated that it would be helpful if officers were made aware of the FIA requirements and the Tools used at the early stage of policy formulation. This could help them to incorporate a family perspective in the policy development and help them to write the Family Impact Statement. In addition, if potential negative impact were detected, mitigation measures could be considered at an early stage.

229. To ensure that officers were well-informed, one possibility suggested was to integrate it as part of the staff induction / continuous education programme. However, some participants considered it adequate to inform the officers about FIA at orientation and provide training/seminar on how to conduct just on a need basis.

230. Other approaches in information dissemination proposed were via internal circular when required[note: yes.], including in the official guidelines for civil servants in preparing policy papers, uploading to the website of the Civil Service Training and Development Institute; or developing an one-stop platform to make available all

relevant information and document, e.g. the Central Cyber Government Office (CCGO).

(b) Improving the user-friendliness of the Checklists

231.   For Form B – in view of the changing socio-demographic structure of the society, under family structures, some participants suggested that emerging family types such as grandparent families may be included as an option.

232.   Again in Form B, one participant suggested that as most policies would affect family in general, it may be logical to put 'all types of family' at the beginning.

233.   Some participants opined that the Forms were too long and could be shortened, e.g.

> (a) automatic skipping of irrelevant questions once identified
>
> (b) merging Form D with Form C, e.g. filling in mitigation measures if negative impact is detected in Form C
>
> (c) providing guided orientation in preparing the FIA statement
>
> (d) automatic generation of relevant text in Form D from previous responses
>
> (e) One participant reported that due to the relatively little impact of the policy, Form D was left blank and was accepted by HAB.   It was suggested that this option could be added in the preamble in Form D.

234.   More examples could be provided to illustrate the levels of the impact.

235.   Easy cross-referencing with the User Manual, e.g. citing the relevant paragraph as far as possible in the Checklist.

Timing of review

236.   All participants commented that regular review is necessary due to changing family structure in the society and a 3-year interval was recommended.

Summary

237.   A number of observations were identified from both the questionnaire survey and the focus group/ individual interviews. In general, government officials' experience was positive toward the Checklist Tool which was considered more structured with specific pointers to make assessment with.   Many acknowledged that the Checklist Tool is able to raise their awareness on family perspectives when formulating public policies.   This was supported by data on the outcome of FIA, where four cases have adjusted from 'no family impact' to 'potential family impact' and eleven cases have their initial assessment results enriched[61].   User friendliness of the FIA Checklist Tool and the User Manual seemed to be a major theme identified.

238.   Common challenges experienced by respondents included the level of user-friendliness of the Checklist Tool and the User Manual, adequacy of guideline on assessment criteria, adequacy of case examples, comprehensiveness of the types of families listed in Form B, and the timeliness / arrangement of training.

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[61] Information provided by HAB.

CHAPTER 8

Consolidation Stage

239.   Findings from the post-implementation evaluation, as well as input/output data from the trial implementation cases, formed the basis of the proposed enhancement measures for the FIA Checklist Tool and User Manual, as well as the quality assurance mechanism in conducting the FIA.

Proposed enhancement to the FIA Checklist Tool and the User Manual

Improvement in definition and clarification of terms

240.   A common challenge mentioned by respondents of the post-implementation evaluation was that some of the terms used in the Checklist Tool were ambiguous. Further scrutiny on their feedback suggested two types of ambiguity: firstly, items with descriptions that may appear to have similar wording but are in fact, different concepts (e.g. Form C: 2.2 affect families' ability to maintain an adequate standard of living? & 2.3 affect families' ability to advance economically and build family assets?); and secondly, items with unclear meaning (e.g. 3.3 acknowledged intergenerational relationships among family members?" 5.2 provide full information and a range of choices to families?"[62])

241.   The first type of conceptual clarification can be achieved by improving the cross referencing function of the FIA Checklist Tool with the User Manual (e.g. adding page number / paragraph number as reference). For the second type of ambiguity in meaning, the wording would be revised to increase its specificity.

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[62] Please refer paragraph 250 for proposed revisions.

Elaboration on guidelines/criteria in assessing the level of impact

242.   Explanations on the different levels of impact and examples on how to use it in the FIA statement is described in paragraphs 70 to 77 in the User Manual. Highlighting the corresponding User Manual reference in the Checklist Tool may facilitate quick reference when needed. That said, as the type and nature of public policies are highly diverse, and the scope of their impact varies greatly, real case examples could be collected, reviewed, and added on an annual basis.

Increase the exhaustiveness of family types in Form B

243.   The purpose of listing out the different types of families in Form B is to heighten the awareness of policy makers to take into consideration the wide spectrum of family types when developing public policies. With the changing demographic structure and increased fluidity in the forming and dissolution of the traditional marriage bond, it is expected that family structure and function would become more and more complex and diverse. At this point, family types anticipated to emerge based on census data can be added, e.g. single adult support old age parents, while other types of family can be categorized as 'others'.

Improving the user friendliness in the design and format of the Checklist forms

244.   At the moment, respondents have to fill in the Checklist Tool manually, and this method is very tedious and time consuming, and also probably makes respondents lose track of the overall picture. Digitalising the Checklist may make it easier for users to input and edit information in the computer.

245.   There was suggestion that Form D can be simplified by auto-generation of data from the relevant forms and integrate the column on mitigation measures to Form C, i.e. user can continue with their chain of thought on mitigation measures once negative

impacts on families were indicated. While merging the column on mitigation measures into Form C may be a more logical arrangement to follow the flow of thoughts, auto-generation of data may involve complex technical adjustments and might be at risk of losing important information during the process.

<u>Proposed enhancement to dissemination of information and training</u>

246. In this batch of cases, only a few government officers attending the training session were the same one conducting the FIA. One of the reasons provided by participants of the interviews was that the timing was not right and some of them were not even aware of the availability of the training session. Furthermore, it is generally agreed that specific training in the knowhow of conducting FIA should be provided on a need basis and it is more important to instil the concept and significance of FIA at an early stage of policy formulation. Information on the mandatory FIA and its rationale should be integrated as a compulsory part of the induction training for appropriate civil servant training and should be included in guidelines in preparing for policy proposals.

247. In regard to dissemination of information, it is suggested to develop a one-stop platform with all the relevant information uploaded(e.g. in CCGO).

<u>Exemption from conducting FIA</u>

248. There were views that categorical exemption from conducting FIA should not be confined to subsidiary legislation. Among the 55 cases with no family impact submitted during the trial implementation, 15 have applied for exemption from Form A and three are not subsidiary legislation. To minimize unnecessary administrative procedure, it is useful to identify the types of administrative proposals warrant exemption from conducting FIA for future review.

249.	To summarize, the following improvements are suggested:

Comments	Recommended improvement
Checklist Tool	
• While some commented on the *ambiguity of concepts* used in the Forms, there are also views that the terms have been explained quite clearly in the User Manual.	• Add *cross referencing* (e.g. page number, paragraph number) of terms and concepts used in the Checklists (e.g. family responsibility, family stability, family relationships, family engagement) to the User Manual.
• Specific items mentioned that are deemed to *need clarification* included: 2.2 "affect families' ability to maintain an adequate standard of living?" & 2.3 "affect families' ability to advance economically and build family assets?" 3.3 "acknowledged intergenerational relationships among family members?"" 5.2 "provide full information and a range of choices to families?"	• *Cross-referencing* to the relevant case examples in the User Manual • *Revise the wording* of 3.3 to make it easier to understand, e.g. ….. raise awareness on international relationship……. (Form C). • *Revise the wording* of 5.2 to elaborate, e.g. providing full information and a range of choices pertinent to the policy/legislative proposal to families? (Form C)
• Difficulties in *assessing the level of impact*	• Considerations to be made in assessing the level of impact is described in para. 70 of the User Manual. *Cross-reference* can be made in the Checklist. • Some *examples based on the trial implementation period can be added in the User Manual* to illustrate and for future reference.
• *Types of family in Form B* not exhaustive, suggested to include grandparent families, single adult support old-aged parents, families with long working hours.	• *Other family types anticipated to be emerged based on the census data can be added*, e.g. single adult supporting old age parents; while other types of family can be added as 'other'. • This item can be reviewed after collecting data from a pool of FIA exercise.

Comments	Recommended improvement
• A more *user friendly design and format* of the Checklists forms	• Explore the use of *e-Forms* for the Checklist • *Integrate Form C with D*, e.g. filling in the mitigation measures immediately with negative impact is identified in Form C.
Exemption from conducting FIA	
• Some administrative proposals that are highly technical in nature (e.g. road or sewerage schemes), or submitted regularly (e.g. annual civil service pay adjustment) may also be considered for exemption in future	• In Form A, options for applying exemptions could be expanded to other administrative proposals with specification and justifications form the B/Ds. • When enough cases is cumulated to delineate the nature of the administrative proposals applying for exemption, the corresponding part of Form A can be reviewed
Dissemination of information and training	
• Officers should be equipped with the knowledge in FIA in the *early stage of policy formulation* • A <u>one-stop platform</u> should be used to keep all relevant information and references.	• Consider *integrating information on FIA in guidelines in preparing policy proposals* to allow early consideration of a family perspective and more time in preparing the FIA statement. • Encourage *experience sharing*, e.g. good practices. • Consider developing a designated self-learning platform for FIA (e.g. in CCGO)
Other	
• Improving the *user-friendliness* of the FIA tools.	• Enhancing the *format of the User Manual to enable easy search* of content and cross-referencing (e.g. using super-link function)
Timeframe for review	
	• Regular review *every 3 years*. • updating good practices and case examples on a yearly basis

FIA mechanism and quality control mechanism

250.   The Consulting Team proposed HAB to continue to be the gatekeeper/quality control agent on FIA in all types of policy proposals, as well as taking up the advisory role for other B/Ds on issues related to FIA. With good knowledge and sensitivity to family diversity, HAB will be able to ensure the FIA results to be accurate, relevant and evidence-based.

Implications of FIA implementation

The Role of Family Council

251.   The advisory role of Family Council will be strengthened after the implementation of FIA. According to the proposed quality control mechanism, policy proposals with substantial positive impacts and at least some negative impacts should be consulted with the Family Council. B/Ds are reminded of consulting Family Council according to the proposed workflow.

252.   Under the envelop budget system, bureaux can make changes to policy, such as the reduction of certain category of funding, without the need of going through the formal policy formulation process, i.e. no policy paper submission is required and hence no FIA is required. As many important policy decisions of statutory bodies carrying heavy public responsibilities, such as the Housing Authority, do not have to go through the same policy making process as other bureau and, hence, go without FIA. To address this issue, the Family Council have deliberated that upon the launching of the new Checklist Tool, the Council Secretariat could issue a circular memo to remind all B/Ds

that the same principles should be applied to policy proposals that were currently outside the regime[63].

The Role of Policy-makers

253. Policy-makers, who shape the context in which families live and shape human and family development through public policies and measures, will learn how to promote family functions as a criterion for policymaking, just as economic impacts are routinely considered in policy debate. With the FIA Checklist Tool, policy-makers will be able to think about which families should be supported, how to do so and what costs for doing so at the early stage of policy formulation.

254. By identifying the opportunities, constraints, family impacts and social risks associated with proposed policy actions through consulting with policy stakeholders (i.e. service providers/ professionals/ affected families), policy-makers can build trust and cooperation with the community, which is necessary for successful implementation of the new policy action.

The Role of Social Service Providers and Family Participation

255. The implementation of FIA will increase the involvement of social service providers in policy formulation, as well as empowering the vulnerable families in the design and/or implementation of the proposed policy actions. FIA can also be adopted by social service providers to assess the impacts of their programs on different types of families.

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[63] Deliberation made in Steering Committee on Study on Family Impact Assessment held on 15 March 2017

Appendix I: Glossary of terms and concepts in FIA

Family engagement on an organizational or system level, family engagement means including families as key stakeholders and advisors in policy development, service design, and program and service evaluation. Participatory practices (e.g. involving families in ways that provide choices, and input into decisions) have been shown to strengthen family self-efficacy, which can directly and indirectly improve family responsibility.   When family members are involved in reinforcing, supplementing and sustaining the efforts of policy-makers and professionals, such efforts are more successful and sustainable.

Family functions / responsibilities refer to ten family functions, including family formation, partnership relationships, economic support, childrearing, caregiving, reproduction, emotional support, provision of safety, education and socialization. Most families manage these functions well for themselves without needing the government support, while working in partnership with the Government to achieve important goals such as good health and education of their children. Some families are functioning, but vulnerable. How best to support them continues to challenge policy-makers.

Family Impact Assessment refers to an evidence-based method of critically examining the probable future effects of a policy on family stability, family relationship, family engagement and family members' ability to carry out their responsibilities. It facilitates the policy-makers to adopt a family perspective in policymaking in order to analyze the consequences of any policy and determine its impact on family wellbeing, regardless of whether it is explicitly aimed at families.

Family Impact refers to the past, present or probable future effects of a policy or program on family stability, family relationships and families members' ability to carry out their responsibilities.

Family life cycle refers to the various stages that families experience over time from forming of families, having children, children grown up and left, to death of spouse. (See the list described in Form B, Annex 2B).

Family Policy aims to protect, promote and strengthen families by addressing on or more of the five explicit functions families perform, including family formation, partner relationships, economic support, child rearing and caregiving.

Family relationships is defined as the relational well-being of families. Strong family relationship is tied to ensuring family economic success and family health. The following is not exhaustive, but covers most of the relationships at the heart of family life.

    a) Couple relationships including marriage, civil partnerships, co-habitation and those living apart, together

    b) Relationships in single parent families, including relation between the parent and children with a non-resident parent, and with extended family

    c) Parent and step-parent to child relationships

    d) Relationships with foster children, and adopted children

    e) Sibling relationships

    f) Children's relationship with their grandparents

    g) Kinship carers

    h) Extended families, particularly where they are playing a role in raising children or caring for older or disabled family members

Family stability refers the quality of family structure and functioning being unchanging. When changes or transitions occur such as ageing, adoption, or parental incarceration, this gives rise to internal process and realignments that may extend over time and require ongoing support to maintain family stability.

Family structure refers to the combination of relatives that comprise a family. It also refers to the composition and membership of a family, including the organization and patterning of relationships among individual family members (e.g. couples only family, extended family, step-family).

Family values refer to values towards autonomy and freedom of individual in a family, equality of genders in family, tolerance and equality of diverse family structures and behaviors, and commitment to family, marriage and children.

Policy means a plan or course of action carried out through a law, rule, or other mechanism in the public or private sectors.

The scope of unintended /positive and negative consequences refers to a set of results that was not intended by a policy proposal as an outcome.

Appendix II: List of Participants / Invitees to Engagement Events

I: Representatives from B/Ds

1. Civil Services Bureau

2. Commerce and Economic Development Bureau

3. Constitutional and Mainland Affairs Bureau

4. Development Bureau (Works)

5. Education Bureau

6. Environment Bureau/Environmental Protection Department

7. Sustainability Development Division, Environment Bureau

8. Financial Services and the Treasury Bureau

9. Food and Health Bureau

10. Home Affairs Bureau

11. Home Affairs Bureau(Family Council Secretariat)

12. Labour and Welfare Bureau

13. Security Bureau

14. Transport and Housing Bureau (Transport)

15. Home Affairs Department

16. Housing Department

17. Planning Department

18. Social Welfare Department

II: Representatives from Government Advisory Bodies / NGOs

1. Commission on Youth

2. Elderly Commission

3. Family Council

4. Women's Commission

5. Specialized Committee on Family and Community Services of the Hong Kong Council of Social Services

III: List of Invitees to Public Forums

<u>Community Representatives</u>

1. All legislative Councillors

2. All district council members

<u>Think Tanks:</u>

3. Bauhinia Foundation Research Centre

4. Civic Exchange

5. HK Golden 50

6. Hong Kong Democratic Foundation

7. Hong Kong Policy Research Institute

<u>Professional bodies and commercial sectors:</u>

8. Employer's Federation of Hong Kong

9. Federation of Hong Kong Industries

10. Hong Kong Aided Primary School Heads Association

11. Hong Kong Association of Family Medicine and Primary Health Care Nurses

12. Hong Kong Association of the Heads of Secondary Schools

13. Hong Kong College of Family Physicians

14. Hong Kong Confederation of Trade Unions

15. Hong Kong Council of Social Services

16. Hong Kong Federation of Trade Unions

17. Hong Kong Family Law Association

18. Hong Kong General Chamber of Commerce

19. Hong Kong Institute of Urban Design

20. Hong Kong Institute of Planners

21. Hong Kong Institute of Architects

22. Hong Kong Professions Teachers' Union

23. The Chinese General Chamber of Commerce

24. The Chinese Manufacturers' Association of Hong Kong

Appendix IIIA: Form A_ Family Impact Assessment Initial Screening

Form A: Family Impact Assessment Initial Screening
The Family Impact Assessment Initial Screening is consistent with the **four dimensions of Family Impact Assessment Checklist** (*UM para 43-49, p.11*)[64]. The four questions can serve to build awareness and provide a framework for a preliminary assessment of how policies bring **intended and unintended consequences for family well-being** (*UM para 31-33, p.9*).

Does the new/revised policy or legislation proposal bring an impact on:	No impact on families/ Not relevant	Yes, Possible impact on families	Uncertain, not sure if there is any possible impact
1 **Family Responsibility:** (*UM para.44, p.12*) Affect families' capacity to fulfil their functions: family formation, partnership relationships, economic support, childrearing, caregiving, reproduction, emotional support, provision of safety, education and socialization.	☐	☐	☐
2 **Family Stability:** (*UM para.45, p.12*) Affect families' capacity to maintain a stable structure and fulfil their marital, parental and family commitments, especially when children are involved and changes or transitions occur, such as aging, adoption or parental separation**.**	☐	☐	`☐
3 **Family Relationships:** (*UM para.47, p.13*) Affect work and family balance, family communication amongst members including couples, immediate family members and extended family members.	☐	☐	☐
4 **Family Engagement:** (*UM para.48, p.13*) Affect families' connection with community, families' participation in social development and support of vulnerable families (e.g. ethnic minorities, family with special needs, low-income families).	☐	☐	☐
If there is any check mark in boxes of "*Yes"* or "*Uncertain*", **Form B**: Family Diversity and Contexts and **From C**: Family Impact Assessment Checklist **should be gone through**.

Application for exemption
☐   We would like to apply for exemption from conducting Family Impact Assessment in the future on similar amendments to this particular **subsidiary legislation or regular review/updating of policy arrangements with no family impact** identified in the screening.   Justification: _____.

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[64] Corresponding references in the User Manual (UM) are provided in bracket.

Appendix IIIB: Form B_ Family Diversity and Contexts

Form B: Family Diversity and Contexts
Many policies targeting at individuals will have a family impact. Impacts can be felt in different ways by different types of families or families of different stages. This tool helps policy-makers to stimulate thought about the diversity of family forms. It is important to capture this in FIA. You may check multiple options in the following table, but not necessarily in all three columns. *(UM para 66, p.24. Glossary of terms)*

Family Structures	Family Life Cycle Stages	Family Contexts
☐ Couple only families	☐ Forming couples	☐ Low-income families
☐ Families with dependent children	☐ New couples	☐ Unemployed families with or without children
☐ Single-parent families	☐ Pregnancy	☐ Families with children or adults with special needs
☐ Step or blended families	☐ With infants and preschoolers	☐ Families from different cultural/ethnic and linguistic backgrounds
☐ Multigenerational families	☐ With school age children	☐ Families caring for a person with a disability or chronic ill health or of frail old age
☐ Foster families	☐ With children in transition to adulthood	☐ Homeless families
☐ Older couple families	☐ Young adult transition and leaving home	☐ Families in which parents have mental health and substance abuse issues
☐ Persons living alone with families elsewhere	☐ Midlife adults with both young and old dependents	☐ Families with new arrival members
☐ Cross-border families	☐ With elderly dependents	☐ Families living in particular geographic region (Rural/Suburban/ Urban)
☐ Families with dependent child(ren) solely taken care of by grandparent(s)	☐ Elderly with adult children/grandchildren	☐ Families engaged in a specific type of occupation for their livelihood, including primary economic activities (e.g. fisheries, agriculture, etc.)
	☐ Caring for an ageing partner	☐ Families living in a specific type of accommodation
	☐ Separation or loss of a partner	☐ Families with doubly non-permanent resident children
	☐ Family with no economically active person	

☐ Any types of families other than the above, please specify:

☐ ALL types of families

Appendix IIIC: Form C_ Family Impact Assessment Checklist

Form C: Family Impact Assessment Checklist *(UM Annex 2, p.55. Case examples)*					
Dimension I: Family Responsibility *(UM para.44, p.12)*					

Principle 1: Supporting the functions of families

(e.g. family formation, partnership relationship, economic support , child rearing and caregiving, reproduction, emotional support, provision of safety, education and socialization)

(UM, para 71, p.29. Levels of impact; para 78, p.33, Examples of impact levels)

Does the new/revised policy or legislation proposal:	If possible impacts on families, please indicate if it is positive or negative and describe what types and how these families will be affected	No impact/ Not relevant	Slight Impact	Some impact	Substantial impact
1.1 provide incentives or support to couples to get married or strengthen marital relationship?	Positive impacts on families	☐	☐	☐	☐
	Negative impacts on families	☐	☐	☐	☐
	Description of impact:				
	Mitigation measure(s) for negative impacts*: (UM paras 72 & 75, p.29 & 31. Negative impact and mitigation measures)*				
1.2 provide incentives to give birth to, foster or adopt children?	Positive impacts on families	☐	☐	☐	☐
	Negative impacts on families	☐	☐	☐	☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				
1.3 affect parental competence and promote knowledge, skills and commitment necessary for raising children and youth?	Positive impacts on families	☐	☐	☐	☐
	Negative impacts on families	☐	☐	☐	☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				
Does the new/revised policy or	If possible impacts on families, please indicate if it is positive or negative and	No impact/	Slight	Some	Substantial

legislation proposal:	describe what types and how these families will be affected	**Not relevant**	**Impact**	**impact**	**impact**
1.4 affect family's ability to provide education, transmit culture, knowledge and values across generations?	Positive impacts on families Negative impacts on families	☐ ☐	☐ ☐	☐ ☐	☐ ☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				
1.5 affect the ability to care for family members with special needs (e.g. old age, physically or mentally disabled or chronically ill)?	Positive impacts on families Negative impacts on families	☐ ☐	☐ ☐	☐ ☐	☐ ☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				
1.6 affect parent's and other family members' ability to provide economic support and to fulfill financial responsibility for dependent, older people and family with special needs including physically, mentally disabled or chronically ill?	Positive impacts on families Negative impacts on families	☐ ☐	☐ ☐	☐ ☐	☐ ☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				
1.7 affect absent parents' obligations to provide financial support for their children?	Positive impacts on families Negative impacts on families	☐ ☐	☐ ☐	☐ ☐	☐ ☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				

Does the new/revised policy or legislation proposal:	If possible impacts on families, please indicate if it is positive or negative and describe what types and how these families will be affected	No impact/ Not relevant	Slight Impact	Some impact	Substantial impact
1.8 affect the prevalence of family violence and protect the rights and safety of families and family members?	Positive impacts on families Negative impacts on families	☐ ☐	☐ ☐	☐ ☐	☐ ☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				
1.9 affect services or supports for families? (e.g. health, socialization, recreation, emotional support and caregiving)	Positive impacts on families Negative impacts on families	☐ ☐	☐ ☐	☐ ☐	☐ ☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				

Dimension II: Family Stability *(UM para.45, p.12)*

Principle 2: Strengthening family integrity and stability

Does the new/revised policy or legislation proposal:	If possible impacts on families, please indicate if it is positive or negative and describe what types and how these families will be affected	No impact/ Not relevant	Slight Impact	Some impact	Substantial impact
2.1 affect marital commitment or parental obligations ?	Positive impacts on families Negative impacts on families	☐ ☐	☐ ☐	☐ ☐	☐ ☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				

Does the new/revised policy or legislation proposal:	If possible impacts on families, please indicate if it is positive or negative and describe what types and how these families will be affected	No impact/ Not relevant	Slight Impact	Some impact	Substantial impact
2.2 affect families' ability to maintain an adequate standard of living?	Positive impacts on families Negative impacts on families	☐ ☐	☐ ☐	☐ ☐	☐ ☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				
2.3 affect families' ability to advance economically and build family assets?	Positive impacts on families Negative impacts on families	☐ ☐	☐ ☐	☐ ☐	☐ ☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				
2.4 recognize that major changes in family relationships or families going through key transitions such as becoming parents, getting married, bereavement, unemployment, couple separation and divorce, the onset of a long-term health condition that require support and attention, in order to mitigate the impact on children in particular?	Positive impacts on families Negative impacts on families	☐ ☐	☐ ☐	☐ ☐	☐ ☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				

Dimension III: Family Relationships *(UM para.47, p.13)*

Principle 3: Promoting family harmony and better balance between work and family

Does the new/revised policy or legislation proposal:	If possible impacts on families, please indicate if it is positive or negative and describe what types and how these families will be affected	No impact/ Not relevant	Slight Impact	Some impact	Substantial impact
3.1 affect the time that family members can spend together?	Positive impacts on families	☐	☐	☐	☐
	Negative impacts on families	☐	☐	☐	☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				
3.2 affect family competence and resilience including strong communication skills, conflicts resolution strategies, relationship building skills and problem-solving abilities?	Positive impacts on families	☐	☐	☐	☐
	Negative impacts on families	☐	☐	☐	☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				
3.3 raise awareness on intergenerational relationships among family members?	Positive impacts on families	☐	☐	☐	☐
	Negative impacts on families	☐	☐	☐	☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				

Does the new/revised policy or legislation proposal:	If possible impacts on families, please indicate if it is positive or negative and describe what types and how these families will be affected	No impact/ Not relevant	Slight Impact	Some impact	Substantial impact
3.4 affect families' ability to balance paid work and family life?	Positive impacts on families	☐	☐	☐	☐
	Negative impacts on families	☐	☐	☐	☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				

Dimension IV- Family Engagement *(UM para.48, p.13)*

Principle 4: Connecting families to the wider kin and community networks

Does the new/revised policy or legislation proposal:	If possible impacts on families, please indicate if it is positive or negative and describe what types and how these families will be affected	No impact/ Not relevant	Slight Impact	Some impact	Substantial impact
4.1 build on informal social support networks (such as community/neighborhood organizations) that are essential to families' lives?	Positive impacts on families	☐	☐	☐	☐
	Negative impacts on families	☐	☐	☐	☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				
4.2 take into account the family's need to coordinate the multiple services they may require and integrate well with other programs and services that the families use?	Positive impacts on families	☐	☐	☐	☐
	Negative impacts on families	☐	☐	☐	☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				

Does the new/revised policy or legislation proposal:	If possible impacts on families, please indicate if it is positive or negative and describe what types and how these families will be affected	No impact/ Not relevant	Slight Impact	Some impact	Substantial impact
4.3 respect, address and balance the diversity of family needs, values and behavior of families from diverse backgrounds and composition?	Positive impacts on families	☐	☐	☐	☐
	Negative impacts on families	☐	☐	☐	☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				

Principle 5: Encouraging families to participate in policy development, program planning and evaluation

5.1 consider the importance of partnerships between government agencies, communities and families in meeting the diverse needs of families and provide opportunities for families to participate in the development, implementation, delivery and evaluation of policies?	Positive impacts on families	☐	☐	☐	☐
	Negative impacts on families	☐	☐	☐	☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				
5.2 provide full information and a range of choices pertinent to the policy/legislative proposal to families?	Positive impacts on families	☐	☐	☐	☐
	Negative impacts on families	☐	☐	☐	☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				

Principle 6: Supporting vulnerable families

Does the new/revised policy or legislation proposal:	If possible impacts on families, please indicate if it is positive or negative and describe what types and how these families will be affected	No impact/ Not relevant	Slight Impact	Some impact	Substantial impact
6.1 gives support to families who are vulnerable, disadvantaged or at risk?	Positive impacts on families	☐	☐	☐	☐
	Negative impacts on families	☐	☐	☐	☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				
6.2 ensure the accessibility and quality of programs and services for culturally, economically, geographically, racially/ethnically, and religiously diverse families?	Positive impacts on families	☐	☐	☐	☐
	Negative impacts on families	☐	☐	☐	☐
	Description of impact:				
	Mitigation measure(s) for negative impacts:				

Appendix IIID: Form D_ Family Impact Assessment Summary

Form D: Family Impact Assessment Summary *(UM para 74, p.31)* *Please summarize the result of Form B and Form C in the following table.*		
Form B: Diversity of Families	**Form C: Family Impact Assessment Checklist:** Please state the positive/negative impacts on families	**Form C: Family Impact Assessment Checklist: Mitigation Measures** (e.g. measures mitigate the risk of significant negative impacts occurring or help counteract the impacts.)

Appendix IV: Family Impact Assessment Training
Evaluation Report

	Overall		Session 1 Jan 9, 2017		Session 2 Jan 17, 2017		Session 3 Jan 20, 2017	
	Count	%	Count	%	Count	%	Count	%
Total number of registrations	92	/	24	/	35	/	33	/
Total number of attendants	87	96% (87/92)	24	100% (24/24)	31	89% (31/35)	32	97% (32/33)
Total number of returned evaluation forms	76	87% (76/87)	24	100% (24/24)	25	81% (25/31)	27	84% (27/32)

a)   Does the training help you understand the benefits of adopting family perspectives in policy and legislation formulation?

	Overall		Session 1 Jan 9, 2017		Session 2 Jan 17, 2017		Session 3 Jan 20, 2017	
	Count	%	Count	%	Count	%	Count	%
Yes, indeed	63	83%	17	71%	21	84%	25	93%
Yes, somewhat	13	17%	7	29%	4	16%	2	7%
No	0	0%	0	0%	0	0%	0	0%
Total	76	100%	24	100%	25	100%	27	100%

b)   Does the training enhance your awareness of family diversity in policy formulation?

	Overall		Session 1 Jan 9, 2017		Session 2 Jan 17, 2017		Session 3 Jan 20, 2017	
	Count	%	Count	%	Count	%	Count	%
Yes, indeed	63	83%	18	75%	24	96%	21	78%
Yes, somewhat	13	17%	6	25%	1	4%	6	22%
No	0	0%	0	0%	0	0%	0	0%
Total	76	100%	24	100%	25	100%	27	100%

c)   Does the training strengthen your understanding about the Checklist framework, principles, and questions of FIA?

	Overall		Session 1 Jan 9, 2017		Session 2 Jan 17, 2017		Session 3 Jan 20, 2017	
	Count	%	Count	%	Count	%	Count	%
Yes, indeed	61	80%	17	71%	20	80%	24	89%
Yes, somewhat	15	20%	7	29%	5	20%	3	11%
No	0	0%	0	0%	0	0%	0	0%
Total	76	100%	24	100%	25	100%	27	100%

d)   Does the training help you understand the steps of conducting FIA?

	Overall		Session 1 Jan 9, 2017		Session 2 Jan 17, 2017		Session 3 Jan 20, 2017	
	Count	%	Count	%	Count	%	Count	%
Yes, indeed	59	78%	18	75%	20	80%	21	78%
Yes, somewhat	17	22%	6	25%	5	20%	6	22%
No	0	0%	0	0%	0	0%	0	0%
Total	76	100%	24	100%	25	100%	27	100%

e)   Overall, do you find this training helpful?

	Overall		Session 1 Jan 9, 2017		Session 2 Jan 17, 2017		Session 3 Jan 20, 2017	
	Count	%	Count	%	Count	%	Count	%
Yes, indeed	60	79%	16	67%	21	84%	23	85%
Yes, somewhat	16	21%	8	33%	4	16%	4	15%
No	0	0%	0	0%	0	0%	0	0%
Total	76	100%	24	100%	25	100%	27	100%

f) Which part is most helpful in the training?
Session 1
- Procedures to conduct FIA
- Dr. Law makes use of different examples to elaborate the FIA
- Different angles in considering policy matters relevant to family issues
- Enhance awareness of family diversity in policy formulation
- How policy making affects families
- To understand the steps of conducting FIA
- To increase my awareness of adopting family perspectives in policy formulation, especially the concept, checklist used and four key of dimensions.
- Systematic way of breaking down family assessment for easy understanding
- Diversity of family
- Case studies x 2
- Conceptual understanding of the four dimensions in assessing family impacts
- The key concepts and importance of conducting FIA
- Introduction of the checklist FIA (Form A-D)
- Checklist framework
- Understanding the FIA checklist tool
- Forms used in FIA
- Steps in assessing the FIA
- The flow chart at the end

Session 2
- Application of the FIA tool
- Cases studies and discussion
- The speaker is very experienced and able to cite many real cases and elaborate. He also explains the limitations of the tools and tips in filling in the forms when common concerns are encountered.
- FIA checklist tool
- Concrete examples
- Discussion of checklist framework and FIA principles
- Worksheets and discussion
- Group discussion
- Introduction of coverage of family impact
- Family impact assessment tool
- The components of the FIA
- Brainstorming sessions
- The introduction of Form A, B, C and D
- Application of FIA checklist tool
- Clear delivery of content
- How to use the FIA kits and tips

Session 3
- Checklist x 2
- Family diversity concepts and examples
- The procedure of FIA
- Case analysis
- The whole
- Steps of conducting FIA
- First part – awakening participants' awareness on family perspective
- Worksheet exercise
- Trying out the checklist and listingexamples
- Case study x 5
- Hands-on practice
- Case discussion
- Try out the checklist and the interpretation afterwards
- The exercise on going through the checklists

g) Which part you would like to have more information?
Session 1
- Definition of families and how families affect the society and public policies.
- The logistics of conducting a family impact assessment in drafting papers and relevant examples for explanation.

- FIA checklist tool and the user manual
- Writing of family impact assessment
- More details of the FIA applications
- Application of FIA checklist tool
- More practical case studies x 2
- How to do FIA in other policy areas

Session 2
- Application of the FIA
- Unsuccessful cases for formulating policy
- Theories in family impact of policies
- A sample on how to undergo and compile the FIA tool
- Guidelines and considerations in completing the forms under FIA
- Working procedure of conducting FIA
- How it will be implemented and its limitations

Session 3

- How it will be implemented and its limitations
- Interrelationships of policies
- More cases
- A detailed example of completed Form A-D and FIA as case study
- Detail and definition of four dimensions of family
- The manual of the checklist
- The assessment statement
- A bit more background information and the eventual requirements in policy papers
- How to differentiate between "slight" and "some" impact. It would be great if some examples can be included in the manual.

h)   Other comments:
   Session 1
- Providing a reference list on conducting FIA and related concepts
- Very clear and detailed explanation
- Too short and don't have enough time to do the group exercise
- Time is not enough

Session 2
- Well organized and good trainer
- Delivery of training is excellent

Session 3

- How it will be implemented and its limitations
- Provision of background information and importance of FIA
- Very comprehensive workshop

Department of Social Work and Social Administration The University of Hong Kong

A Study on Family Impact Assessment in Hong Kong: A Checklist Approach Post-implementation review (PIR) on Family Impact Assessment (FIA)

| Set I |

Section I: Introduction

You are invited to participate in a research study conducted by Dr. Vivian Lou and Dr. Amos Cheung of the Department of Social Work and Social Administration of the University of Hong Kong. The study is commissioned by the Central Policy Unit of the HKSAR Government.

The purpose of the survey is to evaluate the Trail Implementation of Family Implementation Assessment in the period from May to September of 2017. Findings of the survey will help the Consultant Team in making recommendations to improve current assessment framework including the checklist tool, user manual, the procedures and quality assurance mechanism for government officials to conduct Family Impact Assessment. The survey would only take you about **15 minutes** to complete, and you can choose to terminate the survey at any time without negative consequences. All information collected will be treated anonymously and will be used strictly for research purpose. No individual information or personal identifier will be collected in this survey. If you have any question about the research, please feel free to contact Dr. Vivian Lou at (852) 3917 4835 / email: wlou@hkucc.hku.hk. If you have questions about your rights as a research participant, please contact the Human Research Ethics Committee, HKU (2241-5267) (HREC Reference Number: EA1604044).

☐   I understand the procedures described above and agree to participate in this study.

| Please ✓ the box above and go to **Section II.** |

Section II

Part A   Demographic Profile

1	**Bureau/Department:** _____				
2	**Years of service:**	☐ below 3 years	☐ 3- 6 years	☐ 6-10 years	☐ over 10 years

3   **Ranking:**

☐ Administrative Officer

☐ Senior Administrative Officer

☐ Administrative Officer Staff Grade C or above

☐ Engineer/Town Planner/other equivalent professional grades remunerated below MPS pt. 45 or equivalent

☐ Senior Engineer/Senior Town Planner/other equivalent professional grades remunerated at MPS pt. 45-49 or equivalent

☐ Chief Engineer/Chief Town Planner/other equivalent professional grades at directorate levels

☐ others, please specify_____

4   **Gender**   ☐ Male   ☐ Female

5   **What type of policy/proposal you have handled for the FIA?**

☐ New or revised policies or legislative proposal involving public consultation

☐ New or revised policies ordinarily treated as confidential in formulation

☐ Subsidiary legislative proposal involving primarily technical amendments

6   **Which of the work stage you were in when completing the Form A?**

☐ Before drafting paper

☐ In the course of drafting paper

☐ After completing the preliminary draft and before submission to senior for consideration (the FIA statement is not yet concluded)

☐ After drawing up the FIA statement and sending the draft paper to other bureaux/departments for comments

☐ others, please specify_____

Part B   User experience on FIA training resources

7   **Have you participated in the FIA Training Workshop which was held in January 2017?**

☐ Yes   ☐ No

8   **Have you read the FIA User Manual?**

☐ Yes (*Please go to Question 9*)   ☐ No (*Please go to Question 15*)

		Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
9	The FIA User Manual helps assess the possible impacts of your policy proposal on families.	☐	☐	☐	☐	☐
10	The FIA User Manual helps identify how specific family types and particular family functions are affected.	☐	☐	☐	☐	☐
11	The FIA User Manual helps draft the family impact statement.	☐	☐	☐	☐	☐
12	The FIA User Manual provides adequate information to learn how to conduct FIA.	☐	☐	☐	☐	☐
13	The FIA User Manual provides relevant examples.	☐	☐	☐	☐	☐
14	The FIA User Manual is user-friendly (e.g. ease of use, clear instructions, good examples etc).	☐	☐	☐	☐	☐

15 **Have you watched the FIA training clips?**

☐ Yes (*Please go to Question 16*)   ☐ No (*Please go to Question 17*)

		Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
16	The FIA training clips help facilitate conducting FIA.	☐	☐	☐	☐	☐

17 **Apart from the above resources, what did you take for reference during the FIA process?** (*You may select more than one option.*)

☐ Literature reviews   ☐ Advice of colleagues/peers   ☐ Past experiences

☐ Common sense   ☐ Checklist is self-explanatory

☐ others, please specify_____

Part C Feedback on FIA Checklist Tool

Please refer to the **Form A_Family Impact Assessment Initial Screening** for Question 18-26.

		Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
18	Form A serves to **build awareness** of how policies bring intended and unintended consequences for family responsibility, family stability, family relationships and family engagement.	☐	☐	☐	☐	☐
19	Question 1 serves to **provide a framework for a preliminary assessment** of how policies bring intended and unintended consequences for **Family Responsibility**.	☐	☐	☐	☐	☐
20	Question 2 serves to **provide a framework for a preliminary assessment** of how policies bring intended and unintended consequences for **Family Stability**.	☐	☐	☐	☐	☐
21	Question 3 serves to **provide a framework for a preliminary assessment** of how policies bring intended and unintended consequences for **Family Relationships**.	☐	☐	☐	☐	☐
22	Question 4 serves to **provide a framework for a preliminary assessment** of how policies bring intended and unintended consequences for **Family Engagement**.	☐	☐	☐	☐	☐
23	Form A effectively serves the purpose of FIA initial screening.	☐	☐	☐	☐	☐

At the end of Form A (P. 46 of User Manual), there is an checkbox for applying exemption:

We would like to apply for exemption from conducting Family Impact Assessment on similar amendments to this particular subsidiary legislation in the future.
(Only for subsidiary legislations with no family impact identified in the initial screening.)

		Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
24	Exemption applies only on subsidiary legislations with no family impact identified in the initial screening, is adequate.	☐	☐	☐	☐	☐
25	Other administrative proposals may be considered for exemption in future.	☐	☐	☐	☐	☐
			Please go to Question 27.			*Please go to Question 26.*

☐

26. Please give examples of administrative proposals that may be considered for exemption in future:

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Part D: Others

27. What is the challenge(s) of implementing FIA?

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28. Do you have any other views on FIA?

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*** End ***

Thank you for your participation!

Department of Social Work and Social Administration
The University of Hong Kong

A Study on Family Impact Assessment in Hong Kong: A Checklist Approach

Post-implementation review (PIR) on Family Impact Assessment (FIA)

Set II

Section I: Introduction

You are invited to participate in a research study conducted by Dr. Vivian Lou and Dr. Amos Cheung of the Department of Social Work and Social Administration of the University of Hong Kong. The study is commissioned by the Central Policy Unit of the HKSAR Government.

The purpose of the survey is to evaluate the Trail Implementation of Family Implementation Assessment in the period from May to September of 2017. Findings of the survey will help the Consultant Team in making recommendations to improve current assessment framework including the checklist tool, user manual, the procedures and quality assurance mechanism for government officials to conduct Family Impact Assessment. The survey would only take you about **40** **minutes** to complete, and you can choose to terminate the survey at any time without negative consequences. All information collected will be treated anonymously and will be used strictly for research purpose. No individual information or personal identifier will be collected in this survey. If you have any question about the research, please feel free to contact Dr. Vivian Lou at (852) 3917 4835 / email: wlou@hkucc.hku.hk. If you have questions about your rights as a research participant, please contact the Human Research Ethics Committee, HKU (2241-5267) (HREC Reference Number: EA1604044).

- -

I understand the procedures described above and agree to participate in this study.

Please ✓ the box above and go to **Section II.**

Section II

Part A   Demographic Profile

1	**Bureau/Department:** _____				
2	**Years of service:**	☐ below 3 years	☐ 3- 6 years	☐ 6-10 years	☐ over 10 years

3   **Ranking :**

☐ Administrative Officer

☐ Senior Administrative Officer

☐ Administrative Officer Staff Grade C or above

☐ Engineer/Town Planner/other equivalent professional grades remunerated below MPS pt. 45 or equivalent

☐ Senior Engineer/Senior Town Planner/other equivalent professional grades remunerated at MPS pt. 45-49 or equivalent

☐ Chief Engineer/Chief Town Planner/other equivalent professional grades at directorate levels

☐ others, please specify_____

4   **Gender**   ☐ Male   ☐ Female

5   **What type of policy/proposal you have handled for the FIA?**

☐ New or revised policies or legislative proposal involving public consultation

☐ New or revised policies ordinarily treated as confidential in formulation

☐ Subsidiary legislative proposal involving primarily technical amendments

6   **Which of the work stage you were in when completing the Form A?**

☐ Before drafting paper

☐ In the course of drafting paper

☐ After completing the preliminary draft and before submission to senior for consideration (the FIA statement is not yet concluded)

☐ After drawing up the FIA statement and sending the draft paper to other bureaux/departments for comments

☐ others, please specify_____

Part B   User experience on FIA training resources

7   **Have you participated in the FIA Training Workshop which was held in January 2017?**

☐ Yes   ☐ No

8   **Have you read the FIA User Manual?**

☐ Yes (*Please go to Question 9*)   ☐ No (*Please go to Question 15*)

		Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
9	The FIA User Manual helps assess the possible impacts of your policy proposal on families.	☐	☐	☐	☐	☐
10	The FIA User Manual helps identify how specific family types and particular family functions are affected.	☐	☐	☐	☐	☐
11	The FIA User Manual helps draft the family impact statement.	☐	☐	☐	☐	☐
12	The FIA User Manual provides adequate information to learn how to conduct FIA.	☐	☐	☐	☐	☐
13	The FIA User Manual provides relevant examples.	☐	☐	☐	☐	☐
14	The FIA User Manual is user-friendly (e.g. ease of use, clear instructions, good examples etc).	☐	☐	☐	☐	☐

15 **Have you watched the FIA training clips?**

☐ Yes (*Please go to Question 16*)   ☐ No (*Please go to Question 17*)

		Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
16	The FIA training clips help facilitate conducting FIA.	☐	☐	☐	☐	☐

17 **Apart from the above resources, what did you take for reference during the FIA process?** (*You may select more than one option.*)

☐ Literature reviews   ☐ Advice of colleagues/peers   ☐ Past experiences

☐ Common sense   ☐ Checklist is self-explanatory

☐ others, please specify_____

Part C   Feedback on FIA Checklist Tool

Please refer to the **Form A_Family Impact Assessment Initial Screening** for Question 18-26.

		Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
18	Form A serves to **build awareness** of how policies bring intended and unintended consequences for family responsibility, family stability, family relationships and family engagement.	☐	☐	☐	☐	☐
19	Question 1 serves to **provide a framework for a preliminary assessment** of how policies bring intended and unintended consequences for **Family Responsibility**.	☐	☐	☐	☐	☐
20	Question 2 serves to **provide a framework for a preliminary assessment** of how policies bring intended and unintended consequences for **Family Stability**.	☐	☐	☐	☐	☐
21	Question 3 serves to **provide a framework for a preliminary assessment** of how policies bring intended and unintended consequences for **Family Relationships**.	☐	☐	☐	☐	☐
22	Question 4 serves to **provide a framework for a preliminary assessment** of how policies bring intended and unintended consequences for **Family Engagement**.	☐	☐	☐	☐	☐
23	Form A effectively serves the purpose of FIA initial screening.	☐	☐	☐	☐	☐

At the end of Form A (P. 46 of User Manual), there is an checkbox for applying exemption:
We would like to apply for exemption from conducting Family Impact Assessment on similar amendments to this particular subsidiary legislation in the future.
(Only for subsidiary legislations with no family impact identified in the initial screening.)

		Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
24	Exemption applies only on subsidiary legislations with no family impact identified in the initial screening, is adequate.	☐	☐	☐	☐	☐
25	Other administrative proposals may be considered for exemption in future.	☐	☐	☐	☐	☐

Please go to Question 27.   *Please go to Question 26.*

☐

26 **Please give examples of administrative proposals that may be considered for exemption in future:**

Please refer to **Form B_Family Diversity and Contexts** for question 27-28.

Form B listed out 10 types of family structures, 13 types of family life cycle stages and 12 types of family context with a view to introducing an explicit family perspective to the policy making process.

		Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
27	Form B helps policy-makers to stimulate thought about the diversity of family forms and the intended and unintended effects of policies or policy initiatives on different types of families	☐	☐	☐	☐	☐

Please suggest, if any, types of families to be added to Form B.

Family Structures:

Family Life Cycle Stages:

Family Context:

Please refer to **Form C_Family Impact Assessment Checklist** for question 29-59.

Form C contains a total of 24 questions under 6 principles with a view to introducing an explicit family perspective to the policy making process; ensuring that the potential impacts on the four dimensions of family responsibility, family stability, family relationships and family engagement are made explicit and recognized in the policy making process; anticipating intended and unintended effects of policies or policy initiatives on families; and providing opportunities to mitigate potential negative effects and maximize positive effects in the early stage of policy development.

Principle 1: Supporting the functions of families (P.48-50 of User Manual)

(e.g. family formation, partnership relationship, economic support, child rearing and caregiving, reproduction, emotional support, provision of safety, education and socialization)

Does the new/revised policy or legislation proposal:

1.1 provide incentives or support to couples to get married or strengthen marital relationship?

1.2 provide incentives to give birth to, foster or adopt children

1.3 affect parental competence and promote knowledge, skills and commitment necessary for raising children and youth

1.4 affect family's ability to provide education, transmit culture, knowledge and values across generations?

1.5 affect the ability to care for family members with special needs (e.g. old age, physically or mentally disabled or chronically ill)?

1.6 affect parent's and other family members' ability to provide economic support and to fulfill financial responsibility for dependent, older people and family with special needs including physically, mentally disabled or chronically ill?

1.7 affect absent parents' obligations to provide financial support for their children?

1.8 affect the prevalence of family violence and protect the rights and safety of families and family members?

1.9 affect services or supports for families? (e.g. health, socialization, recreation, emotional support and caregiving)

	Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
29 The above questions [i.e. checklist questions 1.1-1.9] serve to **build awareness** of how policies may bring intended and unintended consequences in relation to **supporting the functions of families (Principle 1)**.	☐	☐	☐	☐	☐
30 The above questions serve the purposes of facilitating you to evaluate positive/negative impact of the policy/legislative proposal in the aspect of family functioning.	☐	☐	☐	☐	☐
31 The use of words in these questions is clear enough for understanding.	☐	☐	☐	☐	☐

32   **Question(s) is replicated to other part(s) of the checklist.**

☐ No   ☐ Yes. Please specify: _____

33   **Please supplement/suggest/revise any question(s), if you see it being appropriate/relevant, with reference to Principle 1.**

Principle 2: Strengthening family integrity and stability (P.51-52 of User Manual)

Does the new/revised policy or legislation proposal:

2.1   affect marital commitment or parental obligations?

2.2   affect families' ability to maintain an adequate standard of living?

2.3   affect families' ability to advance economically and build family assets?

2.4   recognize that major changes in family relationships or families going through key transitions such as becoming parents, getting married, bereavement, unemployment, couple separation and divorce, the onset of a long-term health condition that require support and attention, in order to mitigate the impact on children in particular?

	Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
34 The above questions [i.e. checklist questions 2.1-2.4] serve to **build awareness** of how policies may bring intended and unintended consequences in relation to **strengthening family integrity and stability (Principle 2)**.	☐	☐	☐	☐	☐
35 The above questions serve the purposes of facilitating you to **evaluate** positive/negative impact of the policy/legislative proposal in the aspect of strengthening family integrity and stability.	☐	☐	☐	☐	☐
36 The use of words in these questions is clear enough for understanding.	☐	☐	☐	☐	☐

37 **Question(s) is replicated to other part(s) of the checklist.**

  ☐ No ☐ Yes. Please specify: _____

38 **Please supplement/suggest/revise any question(s), if you see it being appropriate/relevant, with reference to Principle 2.**

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Principle 3: Promoting family harmony and better balance between work and family (P.53 of User Manual)
Does the new/revised policy or legislation proposal:

3.1 affect the time that family members can spend together?

3.2 affect family competence and resilience including strong communication skills, conflicts resolution strategies, relationship building skills and problem-solving abilities?

3.3 acknowledge intergenerational relationships among family members?

3.4 affect families' ability to balance paid work and family life?

	Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
39 The above questions [i.e. checklist questions 3.1-3.4] serve to **build awareness** of how policies bring intended and unintended consequences for **promoting family harmony and better balance between work and family (Principle 3)**.	☐	☐	☐	☐	☐
40 The above questions serve the purposes of facilitating you to **evaluate** positive/negative impact of the policy/legislative proposal in the aspect of promoting family harmony and better balance between work and family.	☐	☐	☐	☐	☐
41 The use of words in these questions is clear enough for understanding.	☐	☐	☐	☐	☐

42 Question(s) is replicated to other part(s) of the checklist.

  ☐ No ☐ Yes. Please specify: _

43 **Please supplement/suggest/revise any question(s), if you see it being appropriate/relevant, with reference to Principle 3.**

Principle 4: Connecting families to the wider kin and community networks (P.54 of User Manual)

Does the new/revised policy or legislation proposal:

4.1 build on informal social support networks (such as community/neighbourhood organizations) that are essential to families' lives?

4.2 take into account the family's need to coordinate the multiple services they may require and integrate well with other programs and services that the families use?

4.3 respect, address and balance the diversity of family needs, values and behavior of families from diverse backgrounds and composition?

	Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
44 The above questions [i.e. checklist questions 4.1-4.3] serve to **build awareness** of how policies bring intended and unintended consequences in relation to **connecting families to the wider kin and community networks (Principle 4)**.	☐	☐	☐	☐	☐
45 The above questions serve the purposes of facilitating you to **evaluate** positive/negative impact of the policy/legislative proposal in the aspect of family connections.	☐	☐	☐	☐	☐
46 The use of words in these questions is clear enough for understanding.	☐	☐	☐	☐	☐

47 **Question(s) is replicated to other part(s) of the checklist.**

☐ No   ☐ Yes. Please specify: _____

48 **Please supplement/suggest/revise any question(s), if you see it being appropriate/relevant, with reference to Principle 4.**

Principle 5: Encouraging families to participate in policy development, program planning and evaluation (P.55 of User Manual)

Does the new/revised policy or legislation proposal:

5.1 consider the importance of partnerships between government agencies, communities and families in meeting the diverse needs of families and provide opportunities for families to participate in the development, implementation, delivery and evaluation of policies?

5.2 provide full information and a range of choices to families?

		Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
49	The above questions [i.e. checklist questions 5.1-5.2]serve to **build awareness** of how policies bring intended and unintended consequences in relation to **encouraging families to participate in policy development, program planning and evaluation (Principle 5)**.	☐	☐	☐	☐	☐
50	The above questions serve the purposes of facilitating you to **evaluate** positive/negative impact of the policy/legislative proposal in relation to encouraging families to participate in policy development, program planning and evaluation.	☐	☐	☐	☐	☐
51	The use of words in these questions is clear enough for understanding.	☐	☐	☐	☐	☐

52 **Question(s) is replicated to other part(s) of the checklist.**

☐ No   ☐ Yes. Please specify: _____

53 **Please supplement/suggest/revise any question(s), if you see it being appropriate/relevant, with reference to Principle 5.**

Principle 6: Supporting vulnerable families (P.55-56 of User Manual)

Does the new/revised policy or legislation proposal:

6.1   gives support to families who are vulnerable, disadvantaged or at risk?

6.2   ensure the accessibility and quality of programs and services for culturally, economically, geographically, racially/ethnically, and religiously diverse families?

	Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
54 The above questions [i.e. checklist questions 6.1-6.2]serve to build awareness of how policies bring intended and unintended consequences **in relation to supporting vulnerable families (Principle 6)**.	☐	☐	☐	☐	☐
55 The above questions serve the purposes of facilitating you to **evaluate** positive/negative impact of the policy/legislative proposal in the aspect of supporting vulnerable families.	☐	☐	☐	☐	☐
56 The use of words in these questions is clear enough for understanding.	☐	☐	☐	☐	☐

57   Question(s) is replicated to other part(s) of the checklist.

☐ No   ☐ Yes. Please specify: _____

58   Please supplement/suggest/revise any question(s), if you see it being appropriate/relevant, with reference to Principle 6

	Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
59 Overall speaking, Form C provides comprehensive and elaborated checklist questions to help assess family implications of the policy or legislative proposal.	☐	☐	☐	☐	☐

		Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
	Please refer to **Form D_ Family Impact Assessment Summary** for question 60-62.					
60	Form D helps summarize family implications of the policy or policy proposal.	☐	☐	☐	☐	☐
61	Form D provides opportunity for policymakers to identify measures to mitigate the risk of negative impacts identified.	☐	☐	☐	☐	☐
62	Form D assists policymakers to draw up a FIA statement.	☐	☐	☐	☐	☐

Overall experience of the utilization of FIA Checklist Tool (Form A, B, C and D).

		Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
63	The Checklist Tool introduces an explicit family perspective to the policy making process.	☐	☐	☐	☐	☐
64	The Checklist Tool helps to anticipate intended and unintended effects of policies or policy initiatives on families.	☐	☐	☐	☐	☐
65	The Checklist Tool provides a clear step-by-step framework for assessing family impacts.	☐	☐	☐	☐	☐

Part D   Other concerns and comments on FIA

		Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
66	The FIA helps act as a precautionary measure and avoiding costly errors in the future.	☐	☐	☐	☐	☐
67	The FIA helps identify stakeholders of new policy proposals.	☐	☐	☐	☐	☐
68	The FIA helps build the trust and cooperation between policymakers, community and stakeholders, which is necessary for successful implementation of the new policy action.	☐	☐	☐	☐	☐

69 **What is the challenge(s) of implementing FIA?**

70 **Any strategies or methods for improving the implementation process and the quality assurance mechanism of conducting FIA?**

71 **What is your view(s) in setting a timeframe for periodic review and updates of the FIA Tool?**

72 **How much time have you spent on completing the FIA checklist?**

*** End ***

Thank you for your participation!

Appendix VII: List of Tables from Questionnaire Survey

Table 1: Years of service by respondents						
	Set I		Set II		Total	
	f	*%*	*f*	*%*	*f*	*%*
Below 3 yrs	10	32.3	1	5.3	11	22.0
3-6 yrs	8	25.8	9	47.4	17	34.0
6-10 yrs	4	12.9	4	21.1	8	16.0
over 10 yrs	9	29.0	5	26.3	14	28.0
Total	**31**	**100**	**19**	**100**	**50**	**100**

Table 2: Ranking in Government by respondents						
	Set I		Set II		Total	
	f	*%*	*f*	*%*	*f*	*%*
Administrative Officer	10	32.3	4	21.1	14	28.0
Senior Administrative Officer	8	25.8	3	15.8	11	22.0
Administrative Officer Staff Grade C or above	0	0	0	0	0	0.0
Engineer/Town Planner/other equivalent professional grades remunerated below MPS pt. 45 or equivalent	0	0	5	26.3	5	10.0
Senior Engineer/Senior Town Planner/other equivalent professional grades remunerated at MPS pt. 45-49 or equivalent	2	6.5	5	26.3	7	14.0
others	7	22.6	2	10.5	9	18.0
Total	**31**	**100**	**19**	**100**	**50**	**100**

Table 3: Type of policy proposal handled by respondents						
	Set I		Set II		Total	
	f	*%*	*f*	*%*	*f*	*%*
New or revised policies or legislative proposal involving public consultation	13	41.9	10	52.6	23.0	46.0
New or revised policies ordinarily treated as confidential in formulation	5	16.1	6	31.6	11.0	22.0
Subsidiary legislative proposal involving primarily technical amendments	12	38.7	2	10.5	14.0	28.0
Missing	1	3.2	1	5.3	2.0	4.0
Total	**31**	**100**	**19**	**100**	**50.0**	**100**

Table 4: Work stage at which Form A was completed by respondents	Set I		Set II		Total	
	f	*%*	*f*	*%*	*f*	*%*
Before drafting paper	1	3.2	0	0	1.0	2.0
In the course of drafting paper	8	25.8	4	21.1	12.0	24.0
After completing the preliminary draft and before submission to senior for consideration (the FIA statement is not yet concluded)	6	19.4	2	10.5	8.0	16.0
After drawing up the FIA statement and sending the draft paper to other bureaux/departments for comments	16	51.6	9	47.4	25.0	50.0
Others	0	0	4	21.1	4.0	8.0
Total	**31**	**100**	**19**	**100**	**50.0**	**100**

Table 5: Participation in training and usage of User Manual by respondents		FIA user manual					
		Set I		Set II		Total	
		Yes	No	Yes	No	Yes	No
FIA Training	Yes	3	1	0	2	3	3
	No	12	15	12	5	24	20

Table 6: Views on User Manual by respondents (n=27)		Disagree		Neutral		Agree/SA	
		f	*%*	*f*	*%*	*f*	*%*
The FIA User Manual helps assess the possible impacts of your policy proposal on families.	*I	0	0	6	40	9	60
	II	1	8.3	0	0	11	91.7
	T	1.0	3.7	6	22.2	20	74.1
The FIA User Manual helps identify how specific family types and particular family functions are affected.	I	0	0	6	40	9	60
	II	1	8.3	0	0	11	91.7
	T	1.0	3.7	6	22.2	17	63.0
The FIA User Manual helps draft the family impact statement.	I	0	0	7	46.7	8	53.3
	II	1	8.3	1	8.3	10	83.3
	T	1.0	3.7	8	29.6	18	66.7
The FIA User Manual provides adequate information to learn how to conduct FIA.	I	0	0	6	40	9	60
	II	1	8.3	5	41.7	6	50.0
	T	1.0	3.7	11	40.7	15	55.6
The FIA User Manual provides relevant examples.	I	0	0	6	40	9	60
	II	1	8.3	2	16.7	9	75.0
	T	1.0	3.7	8	29.6	17	66.7
The FIA User Manual is user-friendly (e.g. ease of use, clear instructions, good examples etc).	I	0	0	8	53.3	7	46.7
	II	0	0	7	58.3	5	41.7
	T	0.0	0.0	15	55.6	12	44.4

* I = Set I, II = Set II, T = Total

Table 7: Other source of reference in conducting FIA by respondents*

	Set I		Set II		Total	
	f	*%*	*f*	*%*	*f*	*%*
Literature reviews	1	3.2	0	0	1.0	2.0
Advice of colleagues/peers	16	51.6	7	36.8	23.0	46.0
Past experiences	2	6.5	0	0	2.0	4.0
Common sense	18	58.1	17	89.5	35.0	70.0
Checklist is self-explanatory	23	74.2	11	57.9	34.0	68.0
Others	0	0	1#	5.3	1.0	2.0

*respondents can choose more than one option   #enquiry with HAB

Table 8: Views on Form A by respondents

		Neutral		Agree/ Strongly Agee	
		f	*%*	*f*	*%*
Form A serves to build awareness of how policies bring intended and unintended consequences for family responsibility, family stability, family relationships and family engagement.	*I	7	22.6	24	77.4
	II	3	15.8	16	84.2
	T	10	20.0	40	80.0
Question 1 serves to provide a framework for a preliminary assessment of how policies bring intended and unintended consequences for Family Responsibility.	I	8	25.8	23	74.2
	II	2	10.5	17	89.5
	T	10	20.0	40	80.0
Question 2 serves to provide a framework for a preliminary assessment of how policies bring intended and unintended consequences for Family Stability.	I	8	25.8	23	74.2
	II	6	31.6	13	68.4
	T	14	28.0	36	72.0
Question 3 serves to provide a framework for a preliminary assessment of how policies bring intended and unintended consequences for Family Relationships.	I	7	22.6	24	77.4
	II	6	31.6	13	68.4
	T	13	26.0	37	74.0
Question 4 serves to provide a framework for a preliminary assessment of how policies bring intended and unintended consequences for Family Engagement.	I	7	22.6	24	77.4
	II	6	31.6	13	68.4
	T	13	26.0	37	74.0
Form A effectively serves the purpose of FIA initial screening.	I	7	22.6	24	77.4
	II	5	26.3	14	73.7
	T	12	24.0	38	76.0

* I = Set I, II = Set II, T = Total

Table 9: Views on exemption from FIA by respondents		Disagree		Neutral		Agree/SA		Missing	
		f	%	f	%	f	%	f	%
Exemption applies only on subsidiary legislations with no family impact identified in the initial screening, is adequate.	*I	0	0	15	48.4	13	41.9	3	9.7
	II	2	10.5	11	57.9	5	27.8	1	5.3
	T	2	4.0	26	52.0	18	36	4	8.0
Other administrative proposals may be considered for exemption in future.	I	1	3.2	24	77.4	3	9.7	3	9.7
	II	0	0	17	89.5	2	10.5	0	0
	T	1	2.0	41	82.0	5	10.0	3	6.0

* I = Set I, II = Set II, T = Total

Table 10:   Views on effectiveness of Form B in helping policy-makers to stimulate thought about the diversity of family forms and the intended and unintended effects of policies or policy initiatives on different types of families

	f	%
Neutral	4	21.1
Agree	15	78.9
Total	**19**	**100**

Table 11: Views on effectiveness of Form C in sensitizing policy makers in the four dimensions and six principles of family perspectives in policy development.

	Disagree		Neutral		Agree	
	f	%	f	%	f	%
Principle 1						
The above questions [i.e. checklist questions 1.1-1.9] serve to build awareness of how policies may bring intended and unintended consequences in relation to supporting the functions of families (Principle 1).	0	0	3	15.8	16	84.2
The above questions serve the purposes of facilitating you to evaluate positive/negative impact of the policy/legislative proposal in the aspect of family functioning.	0	0	8	41.1	11	57.9
The use of words in these questions is clear enough for understanding.	1	5.3	3	15.8	15	78.9
Principle 2						
The above questions [i.e. checklist questions 2.1-2.4] serve to build awareness of how policies may bring intended and	0	0	4	21.1	15	78.9

Table 11: Views on effectiveness of Form C in sensitizing policy makers in the four dimensions and six principles of family perspectives in policy development.	Disagree		Neutral		Agree	
	f	*%*	*f*	*%*	*f*	*%*
unintended consequences in relation to strengthening family integrity and stability (Principle 2).						
The above questions serve the purposes of facilitating you to evaluate positive/negative impact of the policy/legislative proposal in the aspect of strengthening family integrity and stability.	0	0	8	42.1	11	57.9
The use of words in these questions is clear enough for understanding.	1	5.3	4	21.1	14	73.7
Principle 3						
The above questions [i.e. checklist questions 3.1-3.4] serve to build awareness of how policies bring intended and unintended consequences for promoting family harmony and better balance between work and family (Principle 3).	0	0	4	21.1	15	78.9
The above questions serve the purposes of facilitating you to evaluate positive/negative impact of the policy/legislative proposal in the aspect of promoting family harmony and better balance between work and family.	0	0	8	42.1	11	57.9
The use of words in these questions is clear enough for understanding	2	10.5	3	15.8	14	73.7
Principle 4						
The above questions [i.e. checklist questions 4.1-4.3] serve to build awareness of how policies bring intended and unintended consequences in relation to connecting families to the wider kin and community networks (Principle 4).	0	0	6	31.6	13	68.4
The above questions serve the purposes of facilitating you to evaluate positive/negative impact of the policy/legislative proposal in the aspect of family connections.	0	0	10	52.6	9	47.4

Table 11: Views on effectiveness of Form C in sensitizing policy makers in the four dimensions and six principles of family perspectives in policy development.						
	Disagree		Neutral		Agree	
	f	*%*	*f*	*%*	*f*	*%*
The use of words in these questions is clear enough for understanding.	1	5.3	5	26.3	13	68.4
Principle 5						
The above questions [i.e. checklist questions 5.1-5.2]serve to build awareness of how policies bring intended and unintended consequences in relation to encouraging families to participate in policy development, program planning and evaluation (Principle 5).	0	0	7	36.8	12	63.2
The above questions serve the purposes of facilitating you to evaluate positive/negative impact of the policy/legislative proposal in relation to encouraging families to participate in policy development, program planning and evaluation.	1	5.3	10	52.6	8	42.1
The use of words in these questions is clear enough for understanding.	2	10.5	5	26.3	12	63.2
Principle 6						
The above questions [i.e. checklist questions 6.1-6.2]serve to build awareness of how policies bring intended and unintended consequences in relation to supporting vulnerable families (Principle 6).	0	0	2	10.5	17	89.5
The above questions serve the purposes of facilitating you to evaluate positive/negative impact of the policy/legislative proposal in the aspect of supporting vulnerable families.	0	0	6	31.6	13	68.4
The use of words in these questions is clear enough for understanding.	1	5.3	2	10.5	16	84.2
Overall Comment						
Overall speaking, Form C provides comprehensive and elaborated checklist questions to help assess family implications of the policy or legislative proposal.	0	0	4	21.1	15	78.9

Table 12: Views on Form D in helping to summarized the assessment results	Disagree		Neutral		Agree	
	f	*%*	*f*	*%*	*f*	*%*
Form D helps summarize family implications of the policy or policy proposal.	0	0	4	21.1	15	78.9
Form D provides opportunity for policymakers to identify measures to mitigate the risk of negative impacts identified.	0	0	10	52.6	9	47.4
Form D assists policymakers to draw up a FIA statement.	1	5.3	5	26.3	13	68.4

Table 13: Overall experience and comments	Disagree		Neutral		Agree	
	f	*%*	*f*	*%*	*f*	*%*
The Checklist Tool introduces an explicit family perspective to the policy making process.	0	0	3	15.8	16	84.2
The Checklist Tool helps to anticipate intended and unintended effects of policies or policy initiatives on families.	0	0	6	31.6	13	68.4
The Checklist Tool provides a clear step-by-step framework for assessing family impacts.	1	5.3	4	21.1	14	73.7
The FIA helps act as a precautionary measure and avoiding costly errors in the future.	0	0	12	63.2	7	36.8
The FIA helps identify stakeholders of new policy proposals.	0	0	11	57.9	8	42.1
The FIA helps build the trust and cooperation between policymakers, community and stakeholders, which is necessary for successful implementation of the new policy action.	1	5.3	10	52.6	8	42.1