

## **Family Council**

### **A Study of Family Impact Assessment in Hong Kong: A Checklist Approach – Draft Interim Report**

#### **INTRODUCTION**

A draft interim report of “A Study on Family Impact Assessment in Hong Kong: A Checklist Approach” (the Study) prepared by the Consulting Team<sup>1</sup> is at **Annex A** for Members’ consideration.

#### **BACKGROUND**

2. The Study aims at developing a comprehensive Family Impact Assessment (FIA) checklist tool that can be readily applied by bureaux and departments (B/Ds) of the Government to examine how policy may benefit families or produce unintended negative consequences. Following the discussion at the Council’s 31<sup>st</sup> meeting on 8 December 2016, the Consulting Team has completed the literature review, developed a draft FIA checklist, and conducted training sessions to prepare B/Ds for using the draft FIA checklist. According to the agreed schedule, the Consulting Team has submitted the draft interim report and will proceed to the trial implementation stage in the coming six months from April to September 2017. The Steering Committee<sup>2</sup> discussed and provided views on the draft interim report at its third meeting on 15 March 2017. The purpose of this briefing is to update Members of the progress of the Study and to invite views on the revised FIA checklist at Chapter 6 of the draft interim report.

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<sup>1</sup> On 1 July 2016, the Central Policy Unit (CPU) commissioned a consulting team lead by Dr LAW Chi-  
kwong of the Department of Social Work and Social Administration of the University of Hong Kong  
(the Consulting Team) to conduct the Study which would last for 18 months up to 30 November 2017.

<sup>2</sup> A Steering Committee co-chaired by the Chairman of the Council and the Home Affairs Bureau (HAB)  
and comprising representatives from the Council, HAB and CPU is formed under the Council to oversee  
the progress of the Study.

## **DRAFT INTERIM REPORT**

3. The draft interim report comprises seven chapters namely, “1 – Introduction”, “2 – Concepts and relevant literature review”, “3 – Current practice of family implication assessment”, “4 – Views collected from other stakeholders and use of test cases”, “5 – The training sessions”, “6 – Family Impact Assessment Checklist Tool”, and “7 – Quality Control Mechanism of FIA”.

4. For the draft FIA checklist at Chapter 6, Members may wish to note that the Consulting Team has revised the types of families covered in Form B in the light of the views collected during the public consultation. It has also reduced the total number of principles from ten to six<sup>3</sup> and questions from 32 to 24 on the checklist at Form C. A comparison table is prepared at **Annex B** for Members’ reference.

5. The checklist is a screening tool that assists the policy makers to assess and identify potential impacts of policies on families in a structured manner. It provides policy makers with opportunities to mitigate potentially negative effects and maximise positive effects in the early stage of policy development. The content of the checklist has been evolving gradually during the research process, where the views of different stakeholders and feedback from participants of the training sessions were collected and reflected as appropriate. The questions therein represent the core functions and values of family in the local context that the policy makers should take into account in the policy making process.

## **ADVICE SOUGHT**

5. Members are invited to provide their comments on the Interim Report, particularly the draft FIA checklist at Chapter 6, prepared by the Consulting Team.

## **Family Council Secretariat March 2017**

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<sup>3</sup> Three principles are removed, namely “Fostering mutual care of family members towards one another including those with special needs”, “Protecting family members from abuse, violence and neglect”, and “Enforcing family members’ (Legal and Moral) obligations to provide support, financial or otherwise, to one another” with the questions subsumed under Principle 1 “Supporting the functions of families” or deleted. Two principles namely “Facilitating communication amongst family members” and “Enabling family members to better balance work and family” are combined into one “Promoting family harmony and better balance between work and family”.

A Study of Family Impact Assessment  
Hong Kong: A Checklist Approach

Making Better Public Policies for Family

Interim Report  
(Draft)

Department of Social Work and Social Administration

The University of Hong Kong

March 2017



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## Chapter 1: Introduction

1. The Central Policy Unit 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 of the Government to examine how policy may benefit families or produce unintended negative consequences. It is not an instrument to criticize policies but to provide the policy makers with opportunities to mitigate potentially negative effects and maximize positive effects in the early stage of policy development.
2. This 18-month study aims to 1) evaluate the current practice of FIA and effectiveness of the FIA framework; 2) educate policy makers about the importance and skills of applying family perspectives in policy formulation; and 3) develop a more systemic and elaborated approach to assess the impact of public policies on families in Hong Kong.
3. It comprises four core elements, including: a) developing a Checklist Tool and a User Manual; b) providing training on the use of the Family Impact Assessment Checklists for policy-makers; c) conducting post-implementation reviews with selected involving bureaux to evaluate the effectiveness and applicability of the Checklist Tool; and d) proposing a quality control mechanism to ensure assessment results are accurate and evidence-based.
4. There are three stages in developing the Checklist Tool: Formulation Stage, Implementation Stage and Consolidation Stage. The Formulation Stage started in June 2016 and finished in November 2016. The goal of Formulation Stage is to draft Checklist Tool and a User Manual with reference to overseas and local experiences. It involved using mixed methods to gather data in the drafting process, such as desktop research, documents review, case testing, group interviews with

policymakers and public consultations. Through the interviews and public consultation, the collected data helped deepen, widen and produced multi-perspectives in the development of FIA. It is also part of the public engagement process in the development of family impact assessment.

5. Various key elements of the Checklist Tool were evolved gradually through the research process, where views of different stakeholders and experts in the field were collected to form the basis of this Study. It also served as the testing ground for feasibility and effectiveness of the Checklist approach in the Implementation Stage.
6. The Implementation Stage started in December 2016 and end at September 2017. In January, 2017, the Consulting Team had delivered three sessions of training to government officials on family sensitivity and the application of the Checklist Tool in the beginning of the Implementation Stage.
7. Based on the experience of the training sessions and the feedback from the participants, the FIA Checklist Tool (Annex 1) and the user manual were revised.
8. Post-implementation review will be conducted with participating bureau and departments, which are willing to adopt the proposed Checklist Tool to assess impact of their new policy proposals on families. The purpose of post-implementation review is to evaluate the effectiveness of the Checklist Tool and the feasibility of quality control mechanism based on their practical experience.
9. In the Consolidation Stage, the Consulting Team will finalize the Checklist Tool with reference to all external views and internal feedback collected in both Formulation Stage and Implementation Stage. Suggestions about how to strengthen the policymakers to adopt family perspective in the early stage of policy formulation will be provided.

## Chapter 2: Concepts and relevant literature review

### Definitions of “family”

10. Family Impact Assessment (FIA) involves definitions of what constitute a family. The definition of the “family” that we adopt in FIA will reflect our cultural assumptions and policy commitments with regard to the kinds of relationships that are deemed desirable and are to be promoted. The concept of the “family” is often debatable as the idea of family is a social construct and society can alter the definition as society grows and changes.

### Hong Kong

11. According to the Family Status Discrimination Ordinance (Cap.527) (the Ordinance), “immediate family member”, in relationship to a person, means “a person who is related to the person by blood, marriage, adoption or affinity.” The Family Council indicated that they would not attempt a strict definition, but continues to adopt a common sense understanding of the concept of family, which defined family with reference to relationships that pertain to or arise from blood, marriage, adoption or affinity, all of which are regulated by law or customs<sup>1</sup>.

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<sup>1</sup>[http://www.familycouncil.gov.hk/english/home/files/FC\\_Paper\\_1\\_2013\\_Family\\_Perspectives.pdf](http://www.familycouncil.gov.hk/english/home/files/FC_Paper_1_2013_Family_Perspectives.pdf)

## United States

12. The Policy Institute for Family Impact Seminars in the US defines the family as simply "two or more individuals related by blood, marriage or adoption".<sup>2</sup>
13. 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.<sup>3</sup>

## Canada

14. 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

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<sup>2</sup> 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.

<sup>3</sup> 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.wvu.edu/culture/georgea.htm>



of children; social control of members; production, consumption, distribution of goods and services, and affective nurturance-love.”<sup>4</sup>

15. 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 we conceive of families 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”.

### New Zealand

16. As the definition of the family reflects the country’s values and cultures, the New Zealand law seeks to be “relative neutral” with respect to the kinds of social relationships that constitute a family (Ministry of Social Development, 2004). It 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. The Families Commission Act 2003 defines the term “family” as including “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

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<sup>4</sup> <http://vanierinstitute.ca/definition-family/>

focuses on advocating for the “interests” of families, and on activities that maintain or enhance their resilience and strengths<sup>5</sup>.

17. According to True (2005)<sup>6</sup>, 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 is the case in most United States jurisdictions.

### United Kingdom

18. The UK adopts a structural perspective in defining the family. According to the Office for National Statistics’ definition of the family based on the 2001 Census, the family is defined as “ a married or cohabiting couple, with or without their never-married child or children (of any age), including couples with no children and lone parents with their never-married child or children.” A family “could also consist of a grandparent or grandparents with grandchild or grandchildren if the parents of the grandchild or grandchildren are not usually resident in the household.” The Office for National Statistics (2007)<sup>7</sup> indicated that a household may contain one family or more...or household members other than those in the family. In many cases, a household may not contain any families, with the most common type of non-family household being a one-person household.” However, in the proposal of the Assessment of Government Policies (Impact on Families) Bill 2015-16<sup>8</sup>, which aims at promoting strong and stable family relationships, definition of “family” and “families”

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<sup>5</sup> <http://www.msd.govt.nz/about-msd-and-our-work/publications-resources/research/nz-families-today/>

<sup>6</sup> 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](http://www.nzfamilies.org.nz)

<sup>7</sup> Office for National Statistics (2007). *Focus on Families, 2007 Edition*, Basingstake: Palgrave Macmillan.

<sup>8</sup> <http://services.parliament.uk/bills/2015-16/assessmentofgovernmentpoliciesimpactonfamilies.html> (last retrieved on November 30, 2016). The Bill is a private member’s bill sponsored by Caroline Ansell. The Bill was introduced in the 2015-16 session and the second reading began on December 4, 2015 and was adjourned. As at November 30, 2016, no notice of resumption of debate had been issued.

shall include but not be limited to relationships between the following whether or not they live together in the same household—

- i. spouses, civil partners or partners;
- ii. children and parents, step-parents, guardians and any other adult with parental responsibility or who the child would consider to be their parent;
- iii. children and their foster parents or prospective adopters caring for them where they are authorized to be placed for adoption;
- iv. children and any other relative caring for the child;
- v. children and their siblings;
- vi. children and their grandparents;
- vii. relationships between extended family members, in particular, where family members act as caregivers for adults needing care within the family.

### Singapore

19. 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 the family as 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, the Singapore government is now open to discuss the possibilities of expanding the definition of families from nuclear family to extended family. Several academics and welfare experts are of the view that the definition of “family” should be broadened include extended family members for policies that involve incentives and benefits for those who support the relatives. The government and community groups have been initiating ideas about how to support families so that individuals can step to do more for their immediate and extended family.<sup>9</sup> Here are two examples of Singapore public policies to encourage support to members of extended family:

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<sup>9</sup> <https://app-stg.msf.gov.sg/Press-Room/Speech-by-Mr-Tan-Chuan-Jin-at-Social-Service-Partners-Conference-2015>

1. Central Provident Fund (CPF) Retirement Sum Topping-Up Scheme, in which people can top up their loved ones' CPF account. Right now, "love ones" include a person's parents, parents-in-law, siblings, spouse, grandparents and grandparents-in-law. The money used to top up the accounts can come from the person's own CPF account, or if they use cash, they may enjoy up to \$7000 in tax relief per year.
2. Currently, a \$40000 grant is offered to first-timers who buy a resale flat near their parents or married children. For those buying new flats near their parent or married children, up to a third of the supply is set aside for them if they are first-timers, and up to 15 per cent for second-timers. Welfare experts suggested housing grants or priority allocation schemes should be extended to people who live near their relatives, especially childless uncles and aunts living alone.

### Taiwan

20. The family is usually defined in Taiwan as "pertaining to at least two members living together who are related by blood or marriage. Traditionally, 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". Four conventional types of living arrangement in Taiwan may be identified as 1) solitary (one-person) households, 2) couple-only families, 3) nuclear families, and 4) extended families.<sup>10</sup>

### Japan

21. Most families in Japan today are nuclear families, which refer to a married couple lives together with their children, perhaps with one grandparent. The traditional Japanese family, known in Japanese as *ie*, refers to multigenerational and extended family, i.e. there may be three, four, and conceivably even five generations of a family living together, so great-grandparents, grandparents, parents, children, and then perhaps even the children of children<sup>11</sup>.

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<sup>10</sup> The Family and Social Changes of Chinese Societies

<sup>11</sup> [http://afe.easia.columbia.edu/at/contemp\\_japan/cjp\\_family\\_01.html](http://afe.easia.columbia.edu/at/contemp_japan/cjp_family_01.html)

## South Korea

22. According to the Framework Act on Health 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 which family members are supported, brought up, protected and educated everyday as a living community in which they make their living jointly or live together. “Health 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. <sup>12</sup>

## Summary

23. Families are mostly seen in its structural form in social policy in above countries or states as the structural dimension of families facilitates the definition of target and eligibility within social policies. However, due to the changes of family structures and forms, US, Canada, UK, New Zealand, and Singapore are tended to look at family in a broader sense from a psycho-social perspective.

24. Here the Consulting Team will suggest no single and one-size-fits-all definition of a family that will suit all types of families in Hong Kong as families encompass a myriad of structures (e.g. cohabiting families, foster families and stepfamilies) and engage in multiple functions (e.g. caregiving and providing economic support). However, the absence of a single definition of a family does not mean that there should be no definition.

25. Two main ways of defining family can be categorized<sup>13</sup> as:

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<sup>12</sup> [http://elaw.klri.re.kr/eng\\_mobile/viewer.do?hseq=32487&type=new&key=](http://elaw.klri.re.kr/eng_mobile/viewer.do?hseq=32487&type=new&key=)

<sup>13</sup> Bogenschneider, K. (2014). *Family Policy Matters-How policymaking affects families and what professionals can do (3<sup>rd</sup> Edition)*. NY: Routledge.

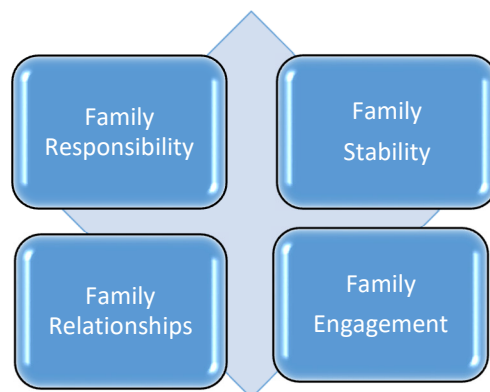
- a. Structural definitions that specify family membership according to certain characteristics such as blood relationship, legal marriage, adoption or affinity.
- b. Functional definitions that specify functions that family members perform, such as sharing economic resources, and caring for the young, elderly, sick, or members with disabilities.

26. Both types of definitions have strengths and limitations. The Consulting Team would consider **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, the meaning of family as adopted by the Family Council will be used, i.e. a common sense understanding of the concept of family, which defined family with reference to relationships that pertain to or arise from blood, marriage, adoption or affinity, all of which are regulated by law or customs.

27. 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 principle considerations of the policy or program.

### Family Core Values in Local Context

28. The family is a very important social institution, which is critical for the wellbeing of individuals and of society. A family’s capacity of carrying out their functions, its ability to maintain stability, the relationships among family members’, and its sense of participation and inclusion in community constitute “success” in



family functioning. Here is some evidence that our Government acts to promote family wellbeing:

### Family Responsibility

29. Families are 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 dependent, seriously ill, or frail family members, our Government should acknowledge the societal value and contribution of family caregivers.

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.

### Family Stability

30. Family stability is closely related to children's health. Researches<sup>14</sup> suggested that family instability exposes children to negative developmental outcomes, and affects children's opportunities and resources to develop their full potential.

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<sup>14</sup> Bogenschneider, K. (2014). *Family Policy Matters-How policymaking affects families and what professionals can do (3<sup>rd</sup> Edition)*. NY: Routledge.

31. 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.

### Family Relationships

32. 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 behavioral 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.

### Family Engagement

33. To obtain families' support of social policies and programs, policymakers 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.

### **The relationship between family and public policies**

34. Family acts as three key roles in the policymaking process. First, **family acts as a criterion of eligibility to determine who qualifies for good and services.** For many public policies, qualifying individuals include a specified individual and his or her family, such as Comprehensive Social Security Assistance for low-income families.

35. Second, **family acts as an administrator that distributes goods and services to its members.** For instance, children allowance and dependent parents allowance are tax incentives for parents and adult children to support their children and dependent parents.

36. Third, **family acts as a driving force for social cohesion and development.** The relationship between family and society is mutual. A strong family is a fundamental asset for a good society and a cohesive and “family-friendly” society is necessary for the well-being of families. The cohesiveness and stability of a society depends heavily on the unity and strength of the family.

37. Families are expected to influence individual development and the community and broader policy context are predicted to influence family functioning. Several policies areas that support family functions are listed in policy circle and the three remaining circles are illustrated with factors that contribute to individual, family and community well-being.

38. Families provide many different functions for the benefit of their members and the good of society. However, families do not operate in isolation from the contexts in which they occur. For the most part, the functions that families perform are fulfilled by families in alliance with other institutions. The following table lists a number of the major functions families perform with the corresponding institutions, in the public and private sectors that share and support these functions.

39. The list of corresponding institutions is not exclusive, but covers most institutions, programs and system. Changes of policies related to those corresponding institutions / programs/ system may have possible impacts on families.

40. Family functions shared with societal institutions

Family functions and core values	Institutions, providers, services and systems
<p><b>Family Responsibility:</b></p> <p>Families’ capacity to fulfill their functions: family formation, partnership relationships, economic support, childrearing, caregiving, reproduction, emotional support, provision of safety, education and socialization</p>	<p><b>Family formation, partnership relationships and reproduction:</b> adoption service/ordinance, marriage law, marriage and divorce counselling, family service programs, prenatal care, teen pregnancy programs, medical and health care, hospitals, family court.</p> <p><b>Economic support:</b> CSSA, Low Income Working Family Allowance, Public Rental Housing, MPF, transportation, workplace, banks, insurance, health benefits, pensions, employment.</p> <p><b>Childrearing, caregiving, emotional support:</b> Child care services, neighborhood and community organizations, extended family, marriage and family life education, respite care, clinics, counseling, healthcare, hospitals, elderly day care, home-based health and social services, nursing homes and therapy.</p>

	<p><b>Education and socialization:</b> Kindergartens, schools, higher education, job training, libraries, vocational education, electronic media, community-based or social place, clubs, ethnic groups, recreational facilities and television</p> <p><b>Provision of safety:</b> Courts, juvenile homes, laws, prisons, probation system, shelters.</p>
<p><b>Family Stability:</b></p> <p>Families' capacity to maintain a stable structure and fulfill their marital, parental and family commitments, especially when children are involved and changes or transitions occur, such as aging, adoption or parental separation.</p>	<p>Maternity and paternity leave, counselling, family crisis support, shelters, hospitals, marriage and divorce law, co-parenting programs, adoption and foster care services, child custody and child support, family court, bereavement services, services on cremation and burial of body, Compassionate Rehousing, one-way permit policy.</p>
<p><b>Family Relationships:</b></p> <p>Work and family balance, family communication amongst members including couples, immediate family members and extended family members.</p>	<p>Family friendly workplace policy, intergenerational programs, family life education and counselling service, family friendly recreational facilities, education, schools, transportation, work hours, economy structure, urban planning.</p>
<p><b>Family Engagement:</b></p> <p>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)?</p>	<p>Ethnic, community, and religious groups and programs, mutual aid committees, pedestrian first strategy, election of district /legislative council members, Community Care Fund, schools, parent-teacher association, charitable organizations, self-help groups.</p>

## Family Impact and Family Impact Assessment

41. Social and economic development projects bring innumerable benefits but also produce unintended detrimental effects on families and environment. The disruption of family, social and communal harmony can negate the positive benefits of

economic development.

42. **Family impact** refers to the past, present or probable future effects of a policy or program 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.

43. To develop a balanced policy proposal, policymakers will take into account the sustainability, financial, economical, competition, civil service, gender and family implications of proposed policy actions. These impact assessments help in identifying the likely positive and negative impacts of proposed policy actions in the policy formulation stage and thus facilitate informed decision-making.

44. **Family Impact Assessment (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, analyzing, 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.

45. 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.

46. 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.

47. Some of the common questions in family impact assessment include:

- a. Who are the stakeholders of the policy proposed action?
- b. Does the proposed policy proposals affect the four dimensions: families stability, family relationships, family's ability to carry out family responsibilities and family engagement in community development?
- c. What will be the impact of the proposed policies on the various types of families, especially vulnerable families?
- d. How those families may experience the impacts (what change might the impact bring about, etc.)
- e. How those affected families might be able to deal with the changes or effects?
- f. Are there plans to mitigate adverse impacts?

48. 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 policymakers, 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**

49. In order 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 bureaux and departments is essential.

50. 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, policymakers can mitigate the risks of negative impacts occurring or addressing the impacts in the policy proposals.

51. Under the current practice of the Government of HKSAR, all policy proposals were

required to seek clearance from the Home Affairs Bureau (HAB)/Family Council Secretariat on family implication assessment before submission to Policy Committee/ Executive Council. The Family Council serves as the advisory committees to be consulted on policies affecting families.

## **52. Key terms relevant to family impact assessment:**

- a. **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 policymakers and professionals, such efforts are more successful and sustainable.
- b. **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 policymakers.
- c. **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 policymakers 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.

- d. **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.
- e. **Family life cycle** refers to a set of predictable steps and patterns families experience over time.
- f. **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.
- g. **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.
  - i. Couple relationships including marriage, civil partnerships, co-habitation and those living apart, together
  - ii. Relationships in single parent families, including relation between the parent and children with a non-resident parent, and with extended family
  - iii. Parent and step-parent to child relationships
  - iv. Relationships with foster children, and adopted children
  - v. Sibling relationships
  - vi. Children's relationship with their grandparents
  - vii. Kinship carers
  - viii. Extended families, particularly where they are playing a role in raising children or caring for older or disabled family members
- h. **Family stability** refers the quality of family structure and functioning being unchanging. When changes or transitions occur such as aging, 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.

- i. **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).
- j. **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.
- k. **Policy** means a plan or course of action carried out through a law, rule, or other mechanism in the public or private sectors.
- l. **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.

## **Family impact assessment initiatives in other countries/states**

### United States

53. The US has probably the longest history of the development of 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

(Ooms and Preister, 1988<sup>15</sup>; Bogenschneider, 2002<sup>16</sup>). Some policies and programs of which family impact assessment was conducted including a) The Family and Medical Leave; b) Developing an Early Childhood and Development Program; c) After School Program d) Mental Health Parity Act; and e) Program for bone marrow transplantation of adults<sup>17</sup>.

54. 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, researches 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 the factors affecting the FIA application and family policy is still not a term that is widely used in American policy circles. <sup>18</sup>

## Canada

55. 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 well being, 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 each is an interrelated part of the overall family policy perspective.

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<sup>15</sup> Oom, T. and Preister, S.(1988) A Strategy of Strengthening Families: Using Family Criteria in Policymaking and Program evaluation, Washington, DC: Family Impact Seminar.

<sup>16</sup> Bogenschneider, K (2002) Family Policy Matters: How Policymaking Affects Families and What Professionals Can Do, Hillsdale, NJ: Lawrence Erlbaum Associates.

<sup>17</sup> <http://www.familyimpactseminars.org>

<sup>18</sup> 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>

56. The Family Friendly Community Checklist<sup>19</sup> 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 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 to assessing the impact of policies on families has found to be helpful for local government 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. (True, 2005).<sup>20</sup>

## New Zealand

57. In New Zealand, the Family Impact Assessment Checklist is to assess if 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 policies 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 (Lau 2014; Law ,2008; True, 2005).

58. According to True (2005), a checklist screening approach is useful as a first stage followed by one or more of the in-depth methods, where appropriate. All the

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<sup>19</sup> [https://www.purdue.edu/hhs/hdfs/fii/wp-content/uploads/2015/06/fi\\_checklist\\_ffc.pdf](https://www.purdue.edu/hhs/hdfs/fii/wp-content/uploads/2015/06/fi_checklist_ffc.pdf)

<sup>20</sup> 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](http://www.nzfamilies.org.nz)

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.

### The United Kingdom

59. The Family Test<sup>21</sup> 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?
- 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?

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<sup>21</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/368894/family-test-guidance.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/368894/family-test-guidance.pdf)

60. Since the end of 2015-16 session of parliament, the Assessment of Government Policies (Impact on Families) Bill 2015-16<sup>22</sup> 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,
- couples at risk of separation, and families at risk of breakdown.

## Australia

61. 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 labor 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

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<sup>22</sup> <http://services.parliament.uk/bills/2015-16/assessmentofgovernmentpoliciesimpactonfamilies.html>

early stage of policy formulation process, and assist in the writing of a FIS as part of a submission to the Cabinet (Department of Prime Minister and Cabinet, 2009<sup>23</sup>).

62. The Australian Government has made significant progress of developing family impact assessment initiative at the federal level through establishing a clear and effective 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” (Department of Prime Minister and Cabinet 2009; Wong 2010<sup>24</sup>).

### South Korea

63. South Korea has an explicit family policy framework, which aimed at embracing diversity of family structure and types<sup>25</sup>. 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 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

64. Unlike South Korea, Japanese government adopted an implicit approach to support

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<sup>23</sup> 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.

<sup>24</sup> 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>

<sup>25</sup> <http://www.nippon.com/en/in-depth/a01003/>

families<sup>26</sup>. 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

65. The Singaporean government has recently announced two main areas of focus for policy changes to encourage couples to think about starting a family and have more babies<sup>27</sup>. Measures included 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.

### Taiwan

66. 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, which is the first country that nurtures individuals and families through family life education law (Hwang, 2013)<sup>28</sup>. However, no family impact assessment mechanism is found.

### Hong Kong

67. The HKSAR Government has long attempted to promote the family as a mainstream social core values. The Family Council was set up in 2007 as a cross-sector and cross-

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<sup>26</sup> <http://www.nippon.com/en/in-depth/a01003/>

<sup>27</sup> <http://www.straitstimes.com/singapore/giving-young-couples-help-to-start-families>

<sup>28</sup> Hwang S. H. (2013) Handbook of Family Policies Across the Globe-Family Policies in Taiwan: Development, implementation and Assessment, pp273-287. Springer New York

bureau platform to examine family-related policies and play an advisory role on the application of family perspectives in the policy-making process.

68. With effect from 1 April 2013, the family implications assessment has been made mandatory in all policy papers and Legislative Council briefs. Bureaux/ departments (“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.

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

70. Hong Kong is playing a leading role in applying Family Impact Assessment to policymaking in Asian countries. Our government, policymakers, professionals, service providers and families are all contributing to this great achievement.



## Chapter 3: Current Practice of Family Implication Assessment

### Background

71. With effect from 1 April 2013, the family implications assessment has been made mandatory in all policy papers and Legislative Council briefs. Bureaux/ departments (“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.

72. With a view of understanding the current practice of conducting family implication assessment, the Consulting Team has reviewed the past Legislative Council Briefs, and interviewed the policy proponents (i.e. government bureaux and departments) to understand their previous strategies of conducting family implications assessment and their practical experiences, challenges and expectation.

73. From the period of August 2016 to September 2016, the Consulting Team, with the assistance of Family Council Secretariat, successfully invited 36 government officials from the following bureaux and departments to share about their experiences and methods of conducting family implication assessment:

- a. Civil Services Bureau
- b. Commerce and Economic Development Bureau
- c. Constitutional and Mainland Affairs Bureau
- d. Development Bureau (Work)
- e. Education Bureau
- f. Environment Bureau/Environmental Protection Department
- g. Financial Services and the Treasury Bureau
- h. Food and Health Bureau
- i. Home Affairs Bureau

- j. Home Affairs Bureau(Family Council Secretariat)
- k. Home Affairs Department
- l. Housing Department
- m. Labour and Welfare Bureau
- n. Planning Department
- o. Security Bureau
- p. Social Welfare Department
- q. Sustainability Development Division
- r. Transport and Housing Bureau (Transport)

74. All interviews were conducted in a semi-structure format. A set of questions of three main categories (i.e. experience of conducting family implications assessment and consultation with Family Council; past experience of conducting gender mainstreaming and sustainability assessment; and training expectations.), together with a list of recent Legislative Council briefs including the results of family implication assessment was given to participants prior to interviews.

75. The purposes of the interviews are to gauge views on their perspectives, experiences and challenges related to family implication assessment. Their experiences of using a checklist approach / a computer system to conduct gender and sustainability assessment were also collected. As government officials' perspectives and ideas are important for the checklist design, participants were welcome to share their colleagues' experience or their past experiences of conducting family implication assessment at previous positions.

### **Summary of views collected**

#### Methods used in assessing family implications

76. Using a common sense approach to family implication assessment was a dominant

response indicated by participants. Making reference to the internal circular about the mandatory requirement of family impact assessment, discussion with their colleagues about the family implications and drawing conclusion based on a simple perception of the situation or facts were common approaches for conducting family implications.

77. Reaching out to stakeholders to collect their point of views on family implications was another approach indicated by participants. For instance, a bureau reported they did research and took initiative to reach out to stakeholders (i.e. parents, recovering addicts and drug rehabilitation centres) to study impact of the control on a type of a dangerous drug on families.

78. Engaging public and families through public consultation was also a common practice of bureaux and departments in the process of new policy formulation.

#### Different perceptions of family implication

79. “Only direct and negative family implication should be reported and addressed on policy papers” was an idea indicated by participants. As many policies aim at individuals will have a family impact, uncertainty about how to report the significance of family impact was expressed. Some participants indicated that they put no family implications if they found the implications were no direct impact on families.

#### Timing of conducting family implication assessment

80. Bureaux and departments are required to state family implications and seek clearance from Home Affairs Bureau before submission of ExCo/PC papers. Preparing family implication assessment at the later stage of policy formulation was a dominant response captured in the interviews. For new proposals involving public consultation, the public including families were engaged in the early stage of policy formulation.

## Feedback on current family implication framework

81. An expectation of having guidelines or checklists for family impact assessment was indicated. Concerns about how to assess family implication in a more systematic way were raised. Some participants believed that a Checklist Tool would facilitate policymakers to go through a different thinking process in the early stage of policy formulation and help examine policy impact from different perspectives.

## Consultation with the Family Council

82. According to the Family Council, there were 11 subjects on which the Family Council and its sub-committee were consulted from 1 June 2014 to 31 May 2016.

83. A view of the Family Council that was being one of the advisory committees to be consulted on policies involving public consultation was captured. While bureaux and departments consulted the Family Council on policies affecting families, the Family Council Secretariat also took initiative to invite bureaux and departments to brief the Family Council members on certain policies that might be related to family.

84. As indicated by participants, only family-specific policies or policies with obvious direct impact on families would be submitted to the Family Council for consultation.

85. The Family Council Secretariat indicated that they reviewed over 200 policy proposals a year. They would make recommendations to bureaux and departments of consulting Family Council if the Secretariat found their policy proposals may affect families.

## Feedback on the use of CASET to conduct sustainability assessment

86. “Time-consuming” and “not user-friendly” were the dominant comments on using the computer system-CASET collected from the participants. Limited access to the CASET was indicated, as there is only one computer available for each bureau or department to access the CASET. Concerns about the time spent on completing a CASET report were raised. According to the interviewees that it took a half day to a whole day to complete the assessment. Some participants admitted that there could be a “temptation” or “inclination” to give “no implications” responses, as it would save much time in answering more questions followed by “yes” in the CASET system.
87. Given that there is a time lag between the training received and the time of drafting policy papers, most participants had to review the user manual, or to seek technical support from the Sustainability Development Division (SDD) or consult with colleagues who have experience in using CASET to complete the Sustainability Assessment report.
88. There were two main components of the sustainability assessment training: concepts of sustainability development and use of the CASET. SDD provided technical support through emails or over the phone if bureaux and departments came across any problems in using the CASET. SDD indicated that their role is to ensure bureaux and departments understand the questions well in reporting the sustainability assessment results. In order to increase the transparency of public policies, they published the sustainability assessment results on their website on a regular basis.
89. Bureaux or departments could ask for exemption from conducting sustainability assessment if previous sustainability assessment on similar amendments or proposals was nil, according to SDD. SDD may grant exemption from conducting sustainability assessment on the proposed amendment, provided that all other conditions remain constant.

### Experience of conducting gender mainstreaming and contacting gender focal points:

90. Not knowing the gender focal point of their respective bureau or department was a dominant response captured in the interviews. When having questions about gender implications, most participants preferred having a direct consultation with Labour and Welfare Bureau than contacting the gender focal point.

91. Different comments of the gender-mainstreaming checklist were collected. Some participants shared that the gender-mainstreaming checklist was user-friendlier than the CASET, while others did not have any idea of the checklist. A majority of the participants did not receive any gender-mainstreaming training.

### Expectations on the training, design of the Checklist Tool, and role of HAB

#### Training

92. As the concept of family impact assessment is relatively new to some participants, needing more training on knowledge and skills of family impact assessment was indicated.

93. Regarding the training content, an opinion about putting emphasis on family sensitivity training rather than the use of the Checklist Tool was indicated. One's mindset and sensitivity were believed to be the key factors in conducting family impact assessment. Providing training on how to develop mitigation measures to counter-balance the negative consequence of policies on families was also suggested.

94. Family impact assessment training for staff at ranks of SAO, AS and PAS was suggested. A recommendation of introducing family sensitivity training into part of the induction course for new staff was indicated.

## The Checklist Tool

95. Using real case examples to illustrate how policies affect families was a dominant expectation indicated in our record.
96. Uploading relevant materials on the internet was suggested by most participants.
97. 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.
98. The Family Council Secretariat would like to use the Checklist Tool to review family impact results and make recommendations for bureaux and departments on whether they should consult with Family Council in the formulation stage of policies.

## Role of HAB/Family Council Secretariat

99. All policy proposals were required to seek clearance from the Home Affairs Bureau (HAB) on family implication assessment before submission to Policy Committee/ Executive Council. Most participants shared that they expect HAB to have good knowledge of family diversity and high sensitivity of family impacts.
100. An idea of having a person in the government structure with expertise on family impact assessment (i.e. a family impact assessment officer) to provide consultation and support was suggested.

## Others

101. The Consulting Team suggested that HAB may grant the blanket approval for bureaux or departments to exempt from conducting family impact assessment on

similar amendments to a particularly 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.

102. Most participants claimed that there are many different types of implications assessments, such as economic, financial, sustainability, civil service, gender, and family implications. It would be worth studying the interconnection between different assessments.



## **Chapter 4: Views collected from other stakeholders and use of test cases**

### **Summary of views collected from advisory committees**

103. The Consulting Team also consulted with the Chairperson of Commission on Youth, the Chairperson of Elderly Commission, the Family Council, the Chairperson of Women's Commission / Secretariat of Women's Commission and the Specialized Committee on Family and Community Services of the Hong Kong Council of Social Services on the development of family impact assessment mechanism in Hong Kong. Here are the highlights of their feedback:
104. A shared vision of building a pro-family community through the implementation of family impact assessment (FIA) was captured in the consultative meetings.
105. While training for government officials was regarded as a key factor to determine the quality of FIA, the importance of identifying new policy proposal stakeholders was highlighted in the process of assessment. It was suggested that needs of ethnic minority families should be included in the formulation of FIA.
106. A concern about the impacts of education-related policies on families was raised, particularly for families with school-aged children and young adults in transition. As the Checklist is a tool to facilitate the policymakers to assess the impact of policy proposals on families, the policymakers, who conduct the FIA, should have good understanding about the various needs of families and skills to identify relevant stakeholders and collect their views.
107. Both policymakers and service providers should adopt family perspective in the policymaking process and service delivery model in order to support families' functions and promote family integrity.

108. As family impact assessment was relatively new to most government officials, it might take a longer time to encourage them to incorporate family considerations into policy decisions. With reference to the implementation of gender mainstreaming, training on family concepts and sensitivity to family diversity would be more important than focusing on the use of checklist tools.

109. Regarding the design of FIA Checklist Tool, both individual and family needs are equally important to a family's wellbeing and should be considered in the assessment.

## **Summary of views collected from the general public and professionals**

### Background

110. With a view of collecting feedback on the preliminary Family Impact Assessment Checklist Tool, the Consulting Team conducted five public consultation forums in Hong Kong Island, Kowloon East, Kowloon West, New Territories West and New Territories East from October to November in 2016. Participants came from various backgrounds such as district council members, members of parent-teacher associations, social workers, academics, professionals and members from non-profit-making organizations and the general public. In addition, the Consulting Team also invited all legislative council members, different professional organizations and community groups, think tanks, HKCSS and Children's Right Forum to provide comments on the preliminary proposed FIA checklist. Annex 3 listed the name of organizations from which views are sought. Though the responses was not enthusiastic and we had only received 6 written submissions, the comments received have been quite informative.

### General feedback of the goals and core values of FIA:

111. All the participants commended the Family Council/ the HKSAR Government on their good efforts and insights on developing Family Impact Assessment in Hong Kong.
112. Views of “Family Engagement”: A participant highlighted that “Family Engagement” should be defined as family participation and connection with our society as a whole. Families’ sense of belonging and inclusion within our city is the key indicator of family engagement.

Views on having a single definition of family:

113. Some participants suggested that the FIA Tool should identify one single definition of family which specifies family membership according to certain characteristics such as blood relationship and legal ties, while other participants suggested that both structural and functional definitions of family should be included in the FIA Tool as the family structures nowadays have become more complicated and less sequenced.
114. An idea of excluding same-sex partners and cohabitating couples, who are not considered as legal marriage in Hong Kong, from the FIA study was discussed. Some participants suggested that cohabitating couples or same-sex couples should not be regarded as families as they do not have the same legal right /responsibility as legally married couples in Hong Kong. A suggestion of using “intimate relationship” rather than “family” to describe these two kinds of relationship was given.
115. Some participants suggested that the Consulting Team should adopt a single definition of family, which is widely accepted and adopted in our legal system nowadays. Otherwise, the central family values will become confused.
116. Worries about discrimination on the basis of sexual orientation were expressed if FIA only focus on the traditional type of family.

117. Different forms of families were discussed. For instance, families with members from the same original home village who share the same residence and committed to taking care of each other without any blood relationship. In addition, families with children who were born locally, and are receiving education and staying with relatives in Hong Kong but whose parents are non-permanent residents of Hong Kong. The type of families where this type of children is living in HK is another form of family. It is suggested that these new forms of families should be added into the Form B.

Views on diversity of families:

118. A suggestion about having a more clear definition of “family with special needs” was given. A participant suggested that needs of children with autism should be addressed in FIA and the Consulting Team should consult with professional bodies/experts / service providers on the needs of children with autism.

119. Some participants have doubts about how much the government officials understand the various needs of families when conducting the FIA. They believe that the assessment is an interactive process between families and policymakers.

Views on the quality control system of FIA:

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

121. An idea about increasing more channels for the public to express views on policies was shared by participants. It was recommended that each district office of Home Affairs Department should co-ordinate different professionals /community groups/ NGOs to submit opinions about family impact of new policy initiatives.

122. In order to strengthen the quality of FIA, some participants suggested that the Government should invite NGOs or community/professional stakeholders to conduct FIA on a new policy proposal from different perspectives.
123. Some participants expressed worry about the accuracy of the FIA results if there was a problem of the sample size determination.
124. Concerns about granting the exemption from conducting FIA were raised, as it would increase the risk of producing unintended negative consequence on families.
125. Most participants agreed that training on FIA for government officials is important to enhance the quality of FIA but the provision of training cannot guarantee the quality of assessment results. The quality control agent /system should play a significant role of gatekeeping in the process.

Views on current policies and programs that affect families:

126. While our Government encourages women to participate in the workforce by introducing different subsidies programs, (e.g. Low-income working family assistance), a participant expressed worry about its adverse effect on performing the childcare function of single-parent families. According to her experience, some single mothers prefer working outside to staying home, leaving children staying in institutions even longer.
127. Some participants suggested that the “Well-off Tenants Polices” for public rental housing could bring negative consequences on some types of families and each case should be investigated individually.

128. Concerns about the availability of senior homes were raised. Some participants wondered if the government could increase the number of senior homes in order to support the caregiving of elderly in a family.

129. Some participants had concerns about the insufficiency of childcare services in our community.

### **The use of test cases**

130. Apart from reviewing all the cases used in the interviews with government officials, three co-investigators of the Consultancy Team used different test cases to try out the FIA Checklist Tool. Two social workers from two separate NGOs were also invited to try out the FIA Checklist Tool with another two test cases.

131. 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.

## Chapter 5: The Training Sessions

### The Training Workshops

132. In January 2017, three training sessions were organized with a total of 87 participants from various bureaux and departments.

<b>Bureaux</b>	<b>No. of Participants</b>
Education Bureau	15
Development Bureau	13
Home Affairs Bureau/ Home Affairs Department	12
Labour and Welfare Bureau	8
Civil Service Bureau	6
Food and Health Bureau	6
Environment Bureau/ Environmental Protection Department	1
Commerce and Economic Development Bureau	1
Constitutional and Mainland Affairs Bureau	1
Security Bureau	1
Transport and Housing Bureau	1
Innovation and Technology Bureau	1
<b>Departments</b>	
Buildings Department	6
Department of Justice	4
Planning Department	3
Environmental Protection Department	2
Social Welfare Department	2
Central Policy Unit	1
Housing Department	1
Lands Department	1

133. Each training session lasted for 3.5 hours and was divided into two major parts. The first part provided the basic understanding of families and family impact assessment, aiming at sensitizing the participants towards the importance and concepts of FIA in policy formulation. The second part provided an introduction of the FIA checklist and the procedures of conducting FIA.

134. Exercises, hands-on experience and small group discussions were used in the training to enhance active learning of the participants.

### **Evaluation of the Training Workshops**

135. The feedback from the participants were quite 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 they 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.

136. Details of the training evaluation and comments from the participants are listed in Annex 1.



## Chapter 6: Family Impact Assessment Checklist Tool

### Objective

137. The objective of the FIA Checklist Tool 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 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.

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

138. All the public policies should be gone through 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.

139. The Consulting Team recommended all new policy proposals or policy reviews should be gone through the **Form A\_ Family Impact Assessment Initial Screening** (See Annex 2A) 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

140. 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 Annex 2B)

## The Family Impact Assessment Checklist

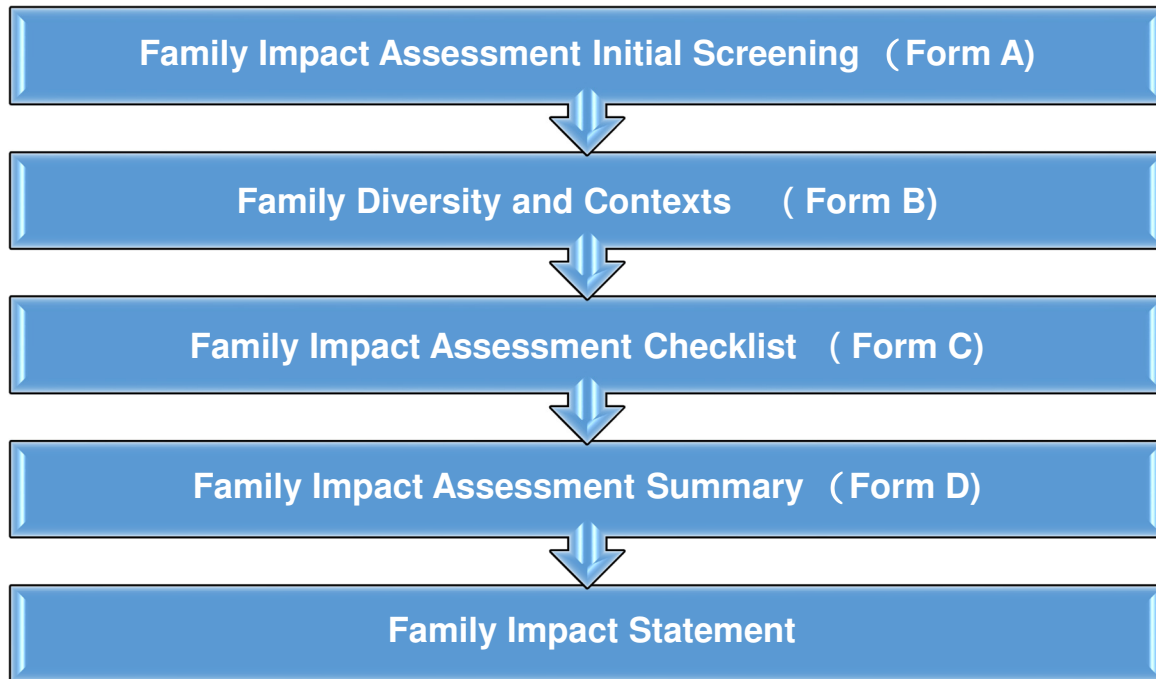
141. **The Form C\_ Family Impact Assessment Checklist** (See Annex 2C) questions is to raise awareness of the four aspects of family responsibility, stability, relationships and engagement that public policy can impact, and generate insights through the process of addressing the 6 principles and 24 questions. The Checklist is designed to guide the policymakers 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). Policymakers are encouraged to consider different research data or social contexts before making their judgment on the significance of the impacts.
142. **The Form D\_ Family Impact Assessment Summary** (See annex 2D) 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)

143. 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 submitted to Policy Committee and Executive Council and Legislative Council briefs.

144. The details of the five steps in FIA are described in the User Manual.



## Chapter 7: Quality Control Mechanism of FIA

145. With effect from 1 April 2013, the family implications assessment has been made mandatory in all policy papers and Legislative Council briefs. All policy proposals were required to seek clearance from the Home Affairs Bureau (HAB) on family implication assessment before submission to Policy Committee/ Executive Council. Bureaux and departments are also encouraged to consult the Family Council on new policies, which may carry family implications.

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

- A. **New/ revised policies or legislative proposal involving public consultation**<sup>29</sup>
- B. **New/ revised policies ordinarily treated as confidential in formulation**
- C. **Subsidiary legislative proposals involving primarily technical amendments**

147. In order to ensure assessment results are accurate, relevant and evidence-based, the Consulting Team proposed the following procedures to conduct Family Impact Assessment for the above three different types of policies:

### **A. New/ revised policies or legislative proposal involving public consultation:**

Steps:

#### During the Early Stage of Consultation (Diagram 1)

- 1) Complete Form A.
- 2) If possible impact or in doubt, conduct literature review on local and overseas research on possible family impact.
- 3) Complete Form B, Form C, Form D.
- 4) If any item may have substantial positive impact on families or at least some

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<sup>29</sup> "Public Consultation" refers to consultation with the public in general terms and at least the policy deliberation is not considered to be confidential. Some public consultation may only involve specific stakeholders and some public consultation may only involve members of the Legislative Council. Legislative proposals are all considered to be non-confidential.

negative impact on families, should consult Family Council.

- 5) If any item may have some positive impact on families or insignificant negative impact on families, consider consulting Family Council.

#### In Public Engagement Process (Diagram 2)

- 6) Should include families that may have at least some positive impact or at least insignificant negative impact.
- 7) Should include individuals and NGOs having expertise or working with those families that may be affected.

#### At Conclusion of Consultation

- 8) Complete Form A again.
- 9) If possible impact or in doubt, complete Form B, Form C, and Form D.
- 10) If any item may have at least insignificant negative impact on families, consider if mitigation measures are needed and applicable.
- 11) Complete Family Impact Statement.
- 12) If having consulted Family Council at earlier stage, and if any item may have at least some positive impact on families or at least insignificant negative impact on families, report to Family Council.

#### **B. New/revised policies ordinarily treated as confidential in formulation (Diagram 3):**

##### Steps:

- 1) Complete Form A.
- 2) If possible impact or in doubt, conduct literature review on local and overseas research on possible family impact.
- 3) Complete Form B, Form C, Form D.
- 4) If any item may have at least insignificant negative impact on families, consider if mitigation measures are needed and applicable.
- 5) Complete Family Impact Statement.
- 6) Seek clearance from the Home Affairs Bureau (HAB) on family impact assessment

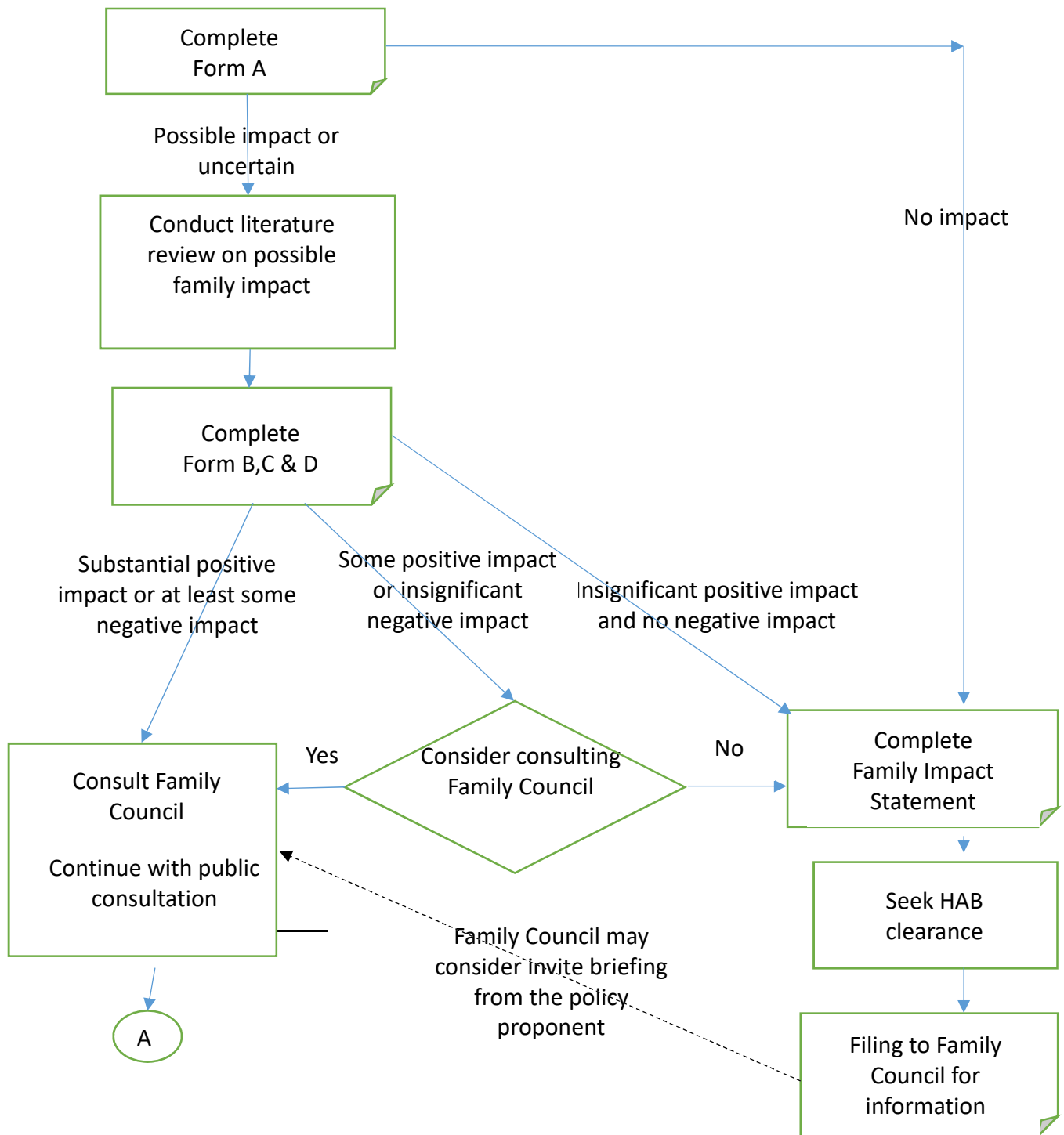
#### **C. Subsidiary legislative proposals involving primarily technical amendments (Diagram 4):**

##### Steps:

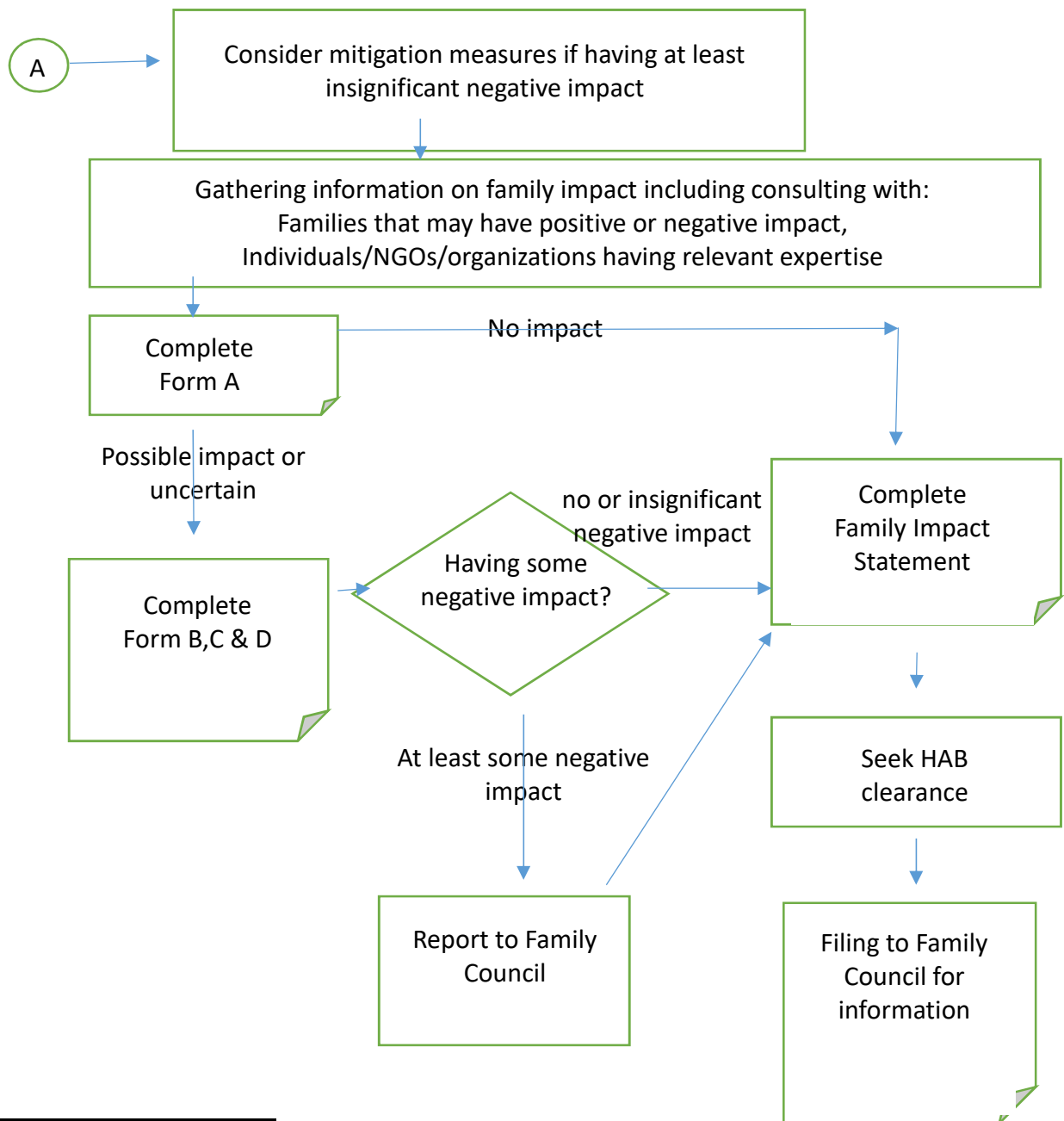
- 1) Complete Form A.
- 2) If possible impact or in doubt, conduct literature review on local and overseas research on possible family impact.
- 3) Complete Form B, Form C, Form D.

- 4) If any item may have at least insignificant negative impact on families, consider if mitigation measures are needed and applicable.
  - 5) Complete Family Impact Statement.
  - 6) Seek clearance from the Home Affairs Bureau (HAB) on family impact assessment.
  - 7) For subsidiary legislations with no family impact identified in the initial screening, the responsible bureau or department could consider applying for exemption from conducting Family Impact Assessment on similar amendments to this particularly subsidiary legislation in the future.
-

**Diagram 1- At early stage of public consultation**

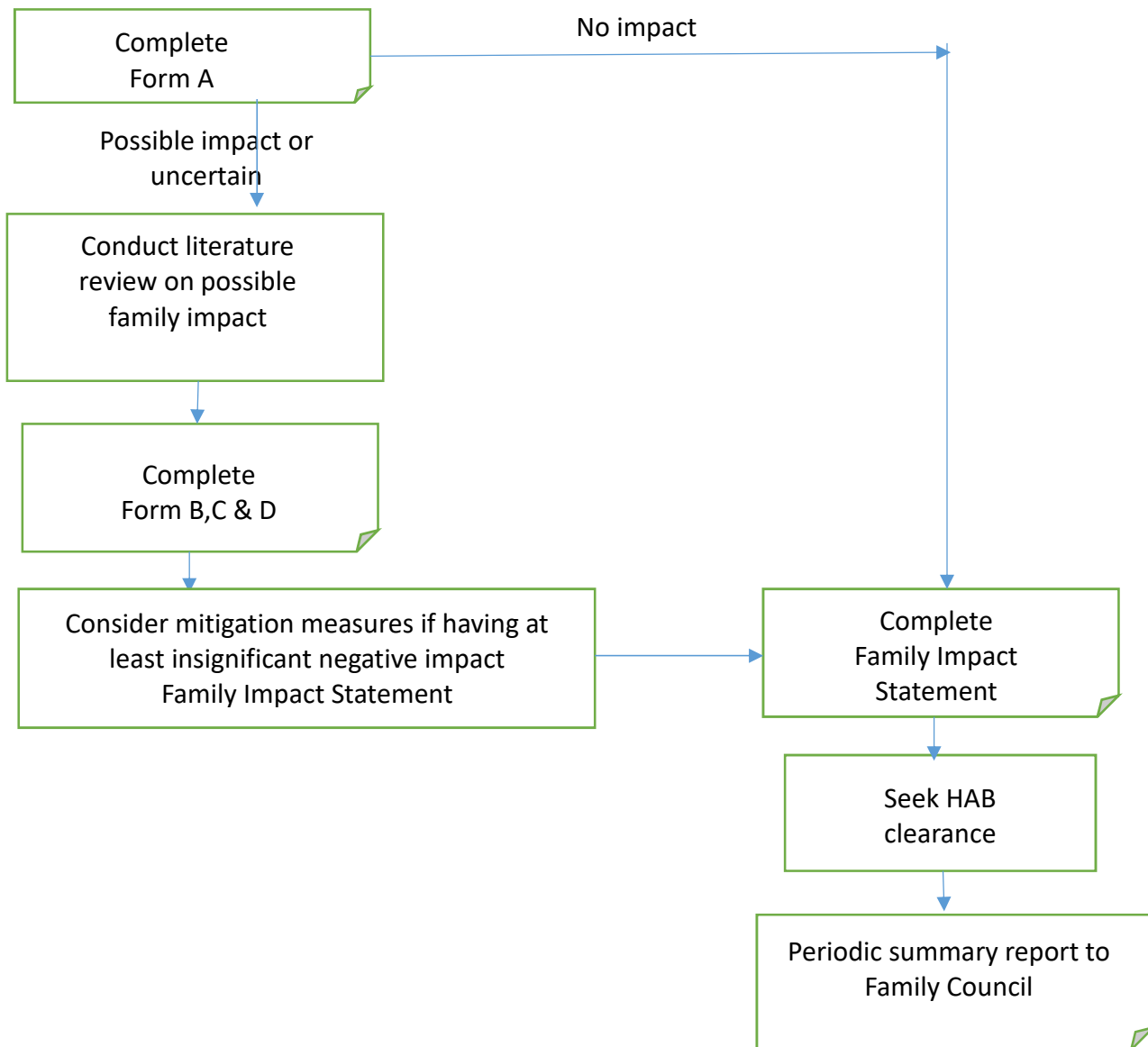


**Diagram 2- During and after public consultation**

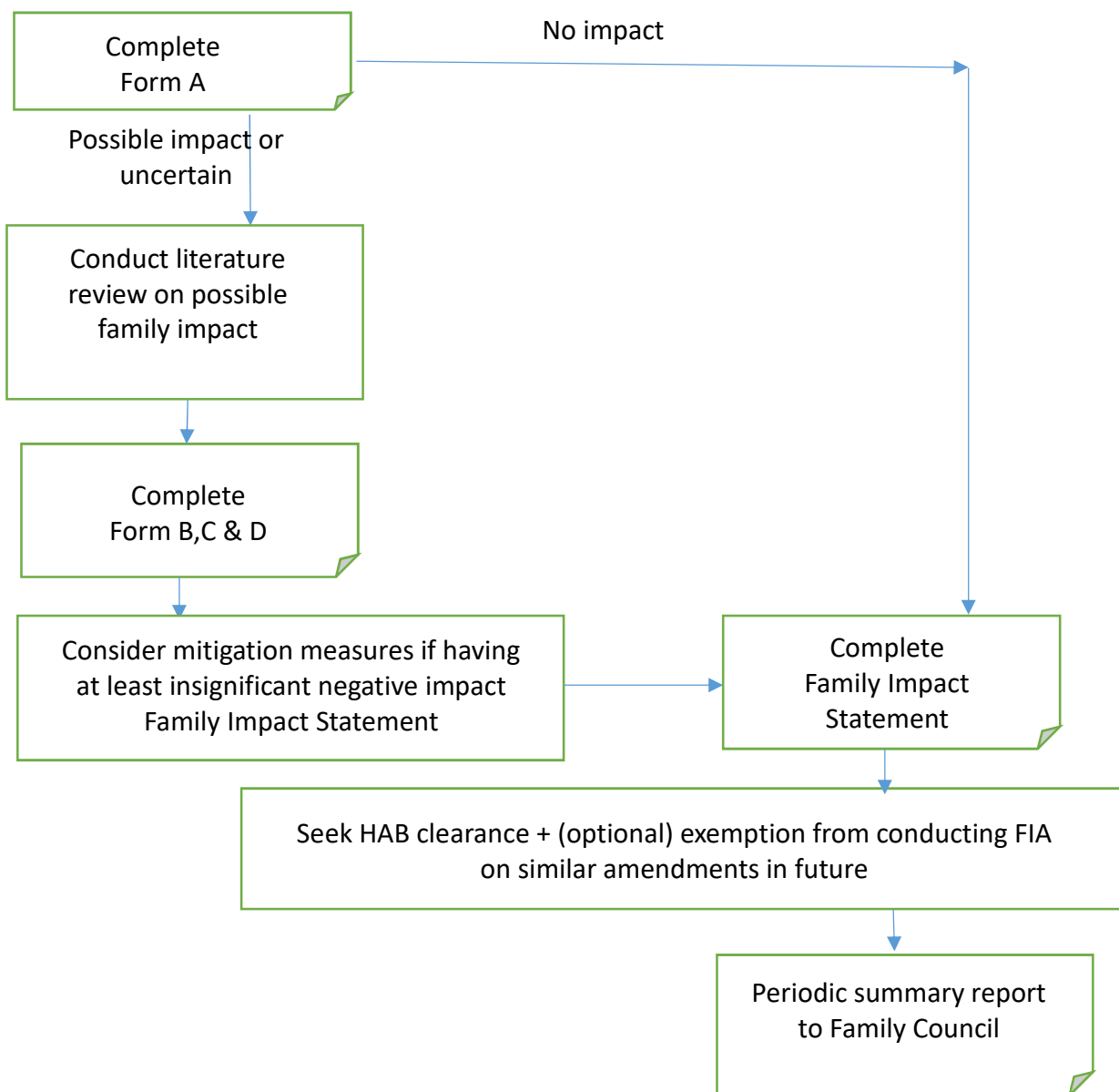




**Diagram 3- New/revised policies ordinarily treated as confidential in formulation**



**Diagram 4 - For subsidiary legislative proposals involving primarily technical amendment**



### **Implications of FIA implementation**

#### The Role of Home Affairs Bureau

148. The Consulting Team proposed HAB to continue to be the gatekeeper/quality control agent on family impact assessment in all types of policy proposals, as well as

taking up the advisory role for other bureaux and departments on issues related to family impact assessment. With good knowledge and sensitivity to family diversity, HAB will be able to ensure the FIA results to be accurate, relevant and evidence-based.

### The Role of Family Council

149. 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.

150. 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 family implication assessment is required. As many important policy decisions of statutory bodies carrying heavy public responsibilities, such as the Housing Authority, do have to go through the same policy making process as other bureau and, hence, go without the family implication assessments. The Consultancy Team would like to alert the Family Council to see how the two above issues can be addressed in the future.

### The Role of Policymakers

151. Policymakers, 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 impacts as a criterion for policymaking, just as economic impacts are routinely considered in policy debate. With the FIA Checklist Tool, policymakers will be able to think through which families to support, how to do so and at what cost for whom in the early stage of policy formulation.

152. 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), policymakers can build the 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

153. The implementation of FIA will increase the involvement of social service providers in the 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.

**Annex 1**  
**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 implications
- 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 listing examples
- 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



## Annex 2A: Form A\_ Family Impact Assessment Initial Screening

The Family Impact Assessment Initial Screening is consistent with the four dimensions of Family Impact Assessment Checklist. 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.

### *Does the new/revised policy or legislation proposal*

		No impact on families/ Not relevant	Yes, Possible impact on families	Uncertain, not sure if there is any possible impact
1	<b>Family Responsibility:</b> affect families' capacity to fulfill their functions: family formation, partnership relationships, economic support, childrearing, caregiving, reproduction, emotional support, provision of safety, education and socialization?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2	<b>Family Stability:</b> affect families' capacity to maintain a stable structure and fulfill their marital, parental and family commitments, especially when children are involved and changes or transitions occur, such as aging, adoption or parental separation?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3	<b>Family Relationships:</b> affect work and family balance, family communication amongst members including couples, immediate family members and extended family members?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4	<b>Family Engagement:</b> 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)?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If there is any check mark in boxes of “Yes” or “Uncertain”, Form B\_ Family Diversity and Contexts and Form C \_Family Impact Assessment Checklist should be gone through.

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

## Annex 2B: Form B\_ Family Diversity and Contexts

Many policies aimed 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.

Family Structures	Family Life Cycle Stages	Family Contexts
<input type="checkbox"/> Couple only families  <input type="checkbox"/> Families with dependent children  <input type="checkbox"/> Single-parent families  <input type="checkbox"/> Step or blended families  <input type="checkbox"/> Multigenerational families  <input type="checkbox"/> Foster families  <input type="checkbox"/> Older couple families  <input type="checkbox"/> Persons living alone with families elsewhere  <input type="checkbox"/> Couple who define themselves as family but currently living in different households  <input type="checkbox"/> <b>Cross-border families</b>	<input type="checkbox"/> Forming couples  <input type="checkbox"/> <b>New couples</b>  <input type="checkbox"/> Pregnancy  <input type="checkbox"/> With infants and preschoolers  <input type="checkbox"/> With school age children  <input type="checkbox"/> With children in transition to adulthood  <input type="checkbox"/> Young adult transition and leaving home  <input type="checkbox"/> Midlife adults with both young and old dependents  <input type="checkbox"/> With elderly dependents  <input type="checkbox"/> Elderly with adult children/grandchildren  <input type="checkbox"/> Caring for an ageing partner  <input type="checkbox"/> Separation or loss of a partner  <input type="checkbox"/> Family with no economically active person	<input type="checkbox"/> Low-income families  <input type="checkbox"/> Unemployed families with or without children  <input type="checkbox"/> Families with children or adults with special needs  <input type="checkbox"/> Families from different cultural/ethnic and linguistic backgrounds  <input type="checkbox"/> Families caring for a person with a disability or chronic ill health or of frail old age  <input type="checkbox"/> Homeless families  <input type="checkbox"/> Families in which parents have mental health and substance abuse  <input type="checkbox"/> <b>Families with new arrival members</b>  <input type="checkbox"/> Geographic (Rural/Suburban/Urban)  <input type="checkbox"/> <b>Families engaged in a specific type of occupation for their livelihood, including primary economic activities (e.g. fisheries, agriculture, etc.)</b>  <input type="checkbox"/> <b>Families living in a specific type of accommodation</b>  <input type="checkbox"/> <b>Families with doubly non-permanent resident children</b>
<input type="checkbox"/> <b>Any types of families other than the above, please specify:</b>		
<input type="checkbox"/> <b>ALL Types of families</b>		

## Annex 2C: Form C\_ Family Impact Assessment Checklist

<b>Dimension I: Family Responsibility</b>					
<b>Principle 1: Supporting the functions of families</b> (e.g. family formation, partnership relationship, economic support , child rearing and caregiving, reproduction, emotional support, provision of safety, education and socialization)					
<i>Does the new/revised policy or legislation proposal:</i>	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?	<input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families: Description of impact _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.2 provide incentives to give birth to, foster or adopt children?	<input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families: Description of impact _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.2 affect parental competence and promote knowledge, skills and commitment necessary for raising children and youth?	<input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families: Description of impact _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.4 affect family's ability to provide education, transmit culture, knowledge and values across generations?	<input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families: Description of impact _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

1.5 affect the ability to care for family members with special needs (e.g. old age, physically or mentally disabled or chronically ill)?	<input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families: Description of impact _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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?	<input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families: Description of impact _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.7 affect absent parents' obligations to provide financial support for their children?	<input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families: Description of impact _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.8 affect the prevalence of family violence and protect the rights and safety of families and family members?	<input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families: Description of impact _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1.9 affect services or supports for families? (e.g. health, socialization, recreation, emotional support and caregiving )	<input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families: Description of impact _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Dimension II: Family Stability**

**Principle 2: Strengthening family integrity and stability**

<i>Does the new/revised policy or legislation proposal:</i>	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 ?	<input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families:  Description of impact <hr/> <hr/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2.2 affect families' ability to maintain an adequate standard of living?	<input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families:  Description of impact <hr/> <hr/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

<p>2.3 affect families' ability to advance economically and build family assets?</p>	<p><input type="checkbox"/> Positive impacts on families:  <input type="checkbox"/> Negative impacts on families:</p> <p>Description of impact</p> <p>_____</p> <p>_____</p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>
<p>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?</p>	<p><input type="checkbox"/> Positive impacts on families:  <input type="checkbox"/> Negative impacts on families:</p> <p>Description of impact</p> <p>_____</p> <p>_____</p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>

**Dimension III: Family Relationships**

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

<i>Does the new/revised policy or legislation proposal:</i>	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
<p>3.1 affect the time that</p>	<p><input type="checkbox"/> Positive impacts on families:</p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>

<p>family members can spend together?</p>	<p><input type="checkbox"/> Negative impacts on families:</p> <p>Description of impact</p> <p>_____</p> <p>_____</p>				
<p>3.2 affect family competence and resilience including strong communication skills, conflicts resolution strategies, relationship building skills and problem-solving abilities?</p>	<p><input type="checkbox"/> Positive impacts on families:</p> <p><input type="checkbox"/> Negative impacts on families:</p> <p>Description of impact</p> <p>_____</p> <p>_____</p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>
<p>3.3 acknowledge intergenerational relationships among family members?</p>	<p><input type="checkbox"/> Positive impacts on families:</p> <p><input type="checkbox"/> Negative impacts on families:</p> <p>Description of impact</p> <p>_____</p> <p>_____</p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>

<p>3.4 affect families' ability to balance paid work and family life?</p>	<p><input type="checkbox"/> Positive impacts on families:  <input type="checkbox"/> Negative impacts on families:</p> <p>Description of impact</p> <p>_____</p> <p>_____</p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>
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<p><b>Dimension IV- Family Engagement</b></p>					
<p><b>Principle 4: Connecting families to the wider kin and community networks</b></p>					
<p><i>Does the new/revised policy or legislation proposal:</i></p>	<p>If possible impacts on families, please indicate if it is positive or negative and describe what types and how these families will be affected</p>	<p>No impact/ Not relevant</p>	<p>Slight Impact</p>	<p>Some impact</p>	<p>Substantial impact</p>
<p>4.1 build on informal social support networks (such as community/neighborhood organizations) that are essential to families' lives?</p>	<p><input type="checkbox"/> Positive impacts on families:  <input type="checkbox"/> Negative impacts on families:</p> <p>Description of impact</p> <p>_____</p> <p>_____</p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>



<p>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?</p>	<p><input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families:</p> <p>Description of impact</p> <p>_____</p> <p>_____</p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>
<p>4.3 respect, address and balance the diversity of family needs, values and behavior of families from diverse backgrounds and composition?</p>	<p><input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families:</p> <p>Description of impact</p> <p>_____</p> <p>_____</p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>
<p><b>Principle 5: Encouraging families to participate in policy development, program planning and evaluation</b></p>					
<p><i>Does the new/revised policy or legislation proposal:</i></p>	<p>If possible impacts on families, please indicate if it is positive or negative and describe what types and how these families will be affected</p>	<p>No impact/ Not relevant</p>	<p>Slight Impact</p>	<p>Some impact</p>	<p>Substantial impact</p>

<p>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?</p>	<p><input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families:</p> <p>Description of impact</p> <p>_____</p> <p>_____</p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>
<p>5.2 provide full information and a range of choices to families?</p>	<p><input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families:</p> <p>Description of impact</p> <p>_____</p> <p>_____</p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>
<p><b>Principle 6: Supporting vulnerable families</b></p>					
<p><i>Does the new/revised</i></p>	<p>If possible impacts on families, please indicate if it is</p>	<p>No impact/</p>	<p>Slight</p>	<p>Some</p>	<p>Substantial</p>

<i>policy or legislation proposal:</i>	positive or negative and describe what types and how these families will be affected	Not relevant	Impact	impact	impact
6.1 gives support to families who are vulnerable, disadvantaged or at risk?	<input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families:  Description of impact <hr/> <hr/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.2 ensure the accessibility and quality of programs and services for culturally, economically, geographically, racially/ethnically, and religiously diverse families?	<input type="checkbox"/> Positive impacts on families: <input type="checkbox"/> Negative impacts on families:  Description of impact <hr/> <hr/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Annex 2D: Form D\_ Family Impact Assessment Summary**

*Please summarize the result of Form B and Form C in the following table.*

<b>Form B_ Diversity of Families</b>	<b>Form C_ Family Impact Assessment Checklist: Please state the positive/negative impacts on families</b>	<b>Mitigation Measures (e.g. measures mitigate the risk of significant negative impacts occurring or help counteract the impacts.)</b>

### **Annex 3: List of organizations from which views were invited**

#### Political parties

- All legislative Councillors
- All district council members

#### Think Tanks:

- Bauhinia Foundation Research Centre
- Civic Exchange
- HK Golden 50
- Hong Kong Democratic Foundation
- Hong Kong Policy Research Institute

#### Professional bodies and commercial sectors:

- Employer's Federation of Hong Kong
- Federation of Hong Kong Industries
- Hong Kong Aided Primary School Heads Association
- Hong Kong Association of Family Medicine and Primary Health Care Nurses
- Hong Kong Association of the Heads of Secondary Schools
- Hong Kong College of Family Physicians
- Hong Kong Confederation of Trade Unions
- Hong Kong Council of Social Services
- Hong Kong Federation of Trade Unions
- Hong Kong Family Law Association
- Hong Kong General Chamber of Commerce
- Hong Kong Institute of Urban Design
- Hong Kong Institute of Planners
- Hong Kong Institute of Architects
- Hong Kong Professions Teachers' Union
- The Chinese General Chamber of Commerce
- The Chinese Manufacturers ' Association of Hong Kong

**Comparison table of  
Form C - Family Impact Assessment Checklist**

Draft Interim Report	Comparison with previous version
<b>Dimension I: Family Responsibility</b>	
<b>Principle 1: Supporting the functions of families</b> (e.g. family formation, partnership relationship, economic support , child rearing and caregiving, reproduction, emotional support, provision of safety, education and socialization)	
1.1 provide incentives or support to couples to get married or strengthen marital relationship?	- same – (1.1)
1.2 provide incentives to give birth to, foster or adopt children?	- same – (1.2)
1.3 affect <b>parental competence</b> and <b>promote</b> knowledge, skills and commitment necessary for raising children and youth?	1.4 affect parents' <b>ability</b> , knowledge, skills and commitment for raising children and youth?
1.4 affect family's ability to <b>provide education</b> , transmit culture, knowledge and values across generations?	1.5 affect family's ability to transmit culture, knowledge and values across generations?
1.5 affect the ability to <b>care for</b> family members with special needs (e.g. old age, physically or mentally disabled or chronically ill)?	2.2 affect family's ability to <b>look after</b> children with special needs and dependents, including older people and adult members with special needs including physically, 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?	- newly added –
1.7 <b>affect</b> absent parents' obligations to provide financial support for their children?	4.1 <b>enforce</b> absent parents' obligations to provide financial support for their children?

Draft Interim Report	Comparison with previous version
1.8 affect the prevalence of family violence and protect the rights and safety of families and family members?	3.1 affect the prevalence of family violence (e.g. ability of victims to leave unsafe or abusive relationships, incidence of child maltreatment or abuse)?  3.2 protect the rights and safety of families and family members, while respecting parent’s rights and family integrity?
1.9 affect services or supports for families? (e.g. health, socialization, recreation, emotional support and caregiving)	1.6 affect support services for families (e.g. health, social services, education and employment)?
<b>Dimension II: Family Stability</b>	
<b>Principle 2: Strengthening family integrity and stability</b>	
2.1 affect marital commitment or parental obligations ?	5.1 strengthen marital commitment or parental obligations?
2.2 affect families’ ability to maintain an adequate standard of living?	- same – (5.3)
2.3 affect families’ ability to advance economically and build family assets?	- same – (5.4)
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?	5.5 provide support to families before, during and after couple separation, in order to mitigate the impact on children in particular?  5.6 recognize that the needs of families when having major changes in family relationships or families going through key transitions such as becoming parents, bereavement, unemployment, divorce, the onset of a long-term health condition that require support and attention?

Draft Interim Report	Comparison with previous version
<b>Dimension III: Family Relationships</b>	
<b>Principle 3: Promoting family harmony and better balance between work and family</b>	
3.1 <b>affect</b> the time that family members can spend together?	6.1 <b>increase</b> the time family can spend together?
3.2 <b>affect</b> family competence and resilience including strong communication skills, conflicts resolution strategies, <b>relationship building skills</b> and problem-solving abilities?	6.2 <b>enhance</b> family competence and resilience including strong communication skills, conflicts resolution strategies, <b>parenting skills</b> , and problem-solving abilities?
3.3 acknowledge intergenerational relationships among family members?	1.3 acknowledge intergenerational relationships <b>and responsibilities</b> among family members?
3.4 affect families' ability to balance paid work and family life?	- same - (7.1)
<b>Dimension IV- Family Engagement</b>	
<b>Principle 4: Connecting families to the wider kin and community networks</b>	
4.1 build on informal social support networks (such as community/neighborhood organizations) that are essential to families' lives?	- same - (8.1)
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?	- same - (8.2)
4.3 <b>respect</b> , address and balance the diversity of family needs, values and behavior of families from diverse backgrounds and composition?	8.3 address and balance the diversity of family needs, values and behavior of families from diverse backgrounds and composition?  10.3 <b>respect</b> the different values and attitudes of families from various racial, ethnic, religious, cultural and geographic backgrounds?



Draft Interim Report	Comparison with previous version
	10.4 <b>respect</b> cultural and religious practice observed by families within the confines of the law?
<b>Principle 5: Encouraging families to participate in policy development, program planning and evaluation</b>	
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?	9.1 provide opportunities for families to participate in the development, implementation, delivery and evaluation of policies?  9.2 consider the importance of partnerships between government agencies, communities and families in meeting the diverse needs of families?
5.2 provide full information and a range of choices to families?	- same - (9.3)
<b>Principle 6: Supporting vulnerable families</b>	
6.1 gives support to families who are vulnerable, disadvantaged or at risk?	- same - (10.1)
6.2 ensure the accessibility and quality of <b>programs</b> and services for culturally, economically, geographically, racially/ethnically, and religiously diverse families?	10.5 ensure the accessibility and quality of services for culturally, economically, geographically, racially/ethnically, and religiously diverse families?
<b>Items not found in the revised checklist of Draft Interim Report</b>	
2.1 recognise the contributions and challenges involved in caring for family members with special needs (e.g. physically or mentally disabled or chronically ill)?	
4.2 set realistic expectations for families to assume financial and/or caregiving responsibilities for older dependents, seriously ill or disabled family members?	
5.2 support healthy marriage and promote family harmony?	
10.2 target efforts and resources toward preventing family problems before they become serious crisis or chronic situations?	