

NGO PAPER ON COMMUNITY DEVELOPMENT SERVICES

Community Development Division
The Hong Kong Council of Social Service

July, 1997

Contents

Executive Summary

- I. Introduction
- II. Historical Development of Community Development Service
- III. Existing Programmes and Activities
 - a) Subvented Programmes
 - b) Non-subvented Programmes
- IV. Effectiveness and Uniqueness of Community Development Projects
- V. The Challenges Ahead
- VI. Programme Planning for Future CD Service

Appendices

- I. List of Neighbourhood Level Community Development Projects
- II. List of NGO-run Community Centres
- III. List of Government-run Community Centres and halls
- IV. List of Non-subvented CD Projects

NGO PAPER ON COMMUNITY DEVELOPMENT SERVICES

Executive Summary

1. The NGO paper on Community Development(CD) Services states the views of operating agencies towards the roles and future of CD services, including both subvented and non-subvented programmes, in the context of the rapid changing socio-political environment in Hong Kong.

BACKGROUND

2. C D service operated by NGOs in Hong Kong can be divided broadly into two categories:

- a) the Government subvented programmes - 53 Neighbourhood Level Community Development Projects (NLCDPs) and 13 NGO-run Community Centres; and
- b) the non-subvented programmes run by NGOs - locality-based community projects such as CD projects in private housing areas, functional groups projects including labour development projects & CSSA families projects, community care projects etc.

3. In recent years, the future development of CD services has been facing a number of challenges and hindrances. In particular, the continuation of NLCDPs is questioned by the government which perceives the need for such service being diminishing. Operating agencies, on the other hand, recognize the existence of disadvantaged groups in deprived neighbourhoods such as old urban areas and have indicated strong opposition towards the phasing out of NLCDPs. The decision made by the Executive Council in 1995 had maintained the existing services provided by NLCDP and a review of such service in two old urban areas was being carried out in early 1997.

4. As for the community work service in community centres, the service has been frozen since the moratorium in early 1990s. In 1996, a new planning standard was proposed for the community centres which might have impact on the development of such service if the new standard is adopted.

5. In early 1990s, NGOs had proposed to set up a new type of community programme, the Community Work Team (CWT), to enhance residents in new towns to form supportive network for coping with the stressful livelihood in a new and fairly isolated environment. Despite policy approval from HAB and local support of the concerned District Boards were obtained, the proposal was rejected by SWD for funding support.

6. In view of the unfavourable environment, the CD Division had formed a Task Group in September, 1995 to review the situation and formulate the possible direction for the service. In 1996, the draft of the paper titled "NGO paper on Community Development Service" had been circulated to all operating agencies and several sharing sessions including focus group meetings had been held to ensure the options and directions of services proposed in the paper being endorsed by service operators. The specific recommendations are stated in the following paragraphs.

FUTURE DIRECTION OF COMMUNITY DEVELOPMENT SERVICE

7. THE CHALLENGES AHEAD - Towards A Holistic Approach to Welfare

- 7.1 The focus of CD service would be strongly influenced by the rapid social and economic changes as well as the political situations. The economy of Hong Kong is undergoing a rapid process of “structural transformation” in industries and employment which create a growing group of people unable to adjust and becoming unemployed. With the vanishing of squatters and the increasing number of low income groups, a substantial portion of them have to live in the deteriorating environment of old urban areas. These groups of people have neither shared the benefits of economic prosperity nor been reached by formal welfare services. Low self-image, restricted social circle, lack of knowledge about public services, and probably segmented and centralised service delivery mode account for their low degree of service utilisation. Their plights constitute a serious threat to social order. Doubtlessly, they are the most needy and hard-to-reach groups hiding in the corner of the community.
- 7.2 As Hong Kong progresses further towards affluence and higher level of socio-economic development, our conception towards social welfare should be modified from a remedial to a developmental perspective. Social welfare should not be conceived as remedial or residual services only provided to the most deprived people in destitute. Instead, a more holistic approach should be taken to conceive welfare as a process in which the “service recipients” could turn to become “resources” of the community and these are rights for residents to benefit. CD service is essentially an integral element of social welfare and is rightly a unique method suited to such a holistic approach to social welfare, together with its flexibility and responsiveness to the changing community needs.
- 7.3 Under this perception, the future development of CD service should focus on the following aspects:
- 7.3.1 Redefinition of NLCDP*
- i. Given the rapid changing social and economic environment, the profile, problems and location of the vulnerable groups continued to change. The definitive criteria or the indicators of social needs, which were formulated nearly two decades ago, for determining priority areas qualified for NLCDP should be modified. A clear and distinct definition and an exhaustive list of “priority areas” should be worked out.
 - ii. An overall scientific assessment, with the new set of indicators compiled, is awaited to screen the needs and available services in different types of community such as rural villages, the off-shore islands and specific new towns and their eligibility for the small but intensive service by NLCDPs.

7.3.2 *Further development of Community Centre services*

- i. While NLCDPs focus its effort to mobilize community resources to enhance a better life for the vulnerable groups at a neighbourhood level, the community centres should be the focal point of the community with efforts targeted to promote a caring and responsive community in general at a district level.
- ii. Reaching out effort of the community centre should continue and the centre should play a crucial and active role in addressing needs of vulnerable groups in the community, cultivating greater community acceptance, enhancing community cohesion and promoting civic rights and responsibilities in their community development and education programmes. In brief, the whole community is the serving target and community centres should be treated as a general provision, across the city of Hong Kong. If escalating needs of the vulnerable groups exist in the catchment area of particular community centre, there should be additional manpower deployed to provide needed services.
- iii. The existing difference between government and NGO community centres need to be minimized and the NGO model should be promoted and further developed. Specifically, the Group Work Units of Government-run community centres can be contracted out to NGOs in view of the provision of more coordinated services.
- iv. As a new development, the feasibility to have a community work unit stationed in community halls should be examined and to be tried out if resources are available. The convenient location of community hall could serve as a central meeting place, a venue for community activities and a gathering spot for formation of neighbourhood networks and development of a community caring spirit for the specific needs groups including single-parent families, displaced workers, elderlies and new immigrants.

7.3.3 *Pioneering Projects of NGOs*

With a tradition of advocacy towards the empowerment of the deprived groups, CD service should continue to promote the civic roles and enable the residents in Hong Kong to meet the future challenges. Pioneering projects, on one hand, proved the existence of needs and on the other hand, clearly demonstrate the pioneering spirit of NGOs responding to uprising needs more promptly. Government should recognize and foster such pioneering spirit of NGOs. Active effort should also be made to explore non-governmental funding, both overseas and local, for the pioneering projects.

7.3.4 *Policy Responsibility -*

- i. The Government should work with NGOs and spell out clearly a long term policy for CD service to be operated by NGOs in the overall context of its community building programme and social welfare service. It should be recognised that NGOs would be in a favourable position to take on the role to promote civic education and encourage residents' participation because of its non-partisan position. The coverage and focus of current CD service including NLCDPs, community centres, community halls and facilities should be refined to ensure a comprehensive network to reach residents in need.
- ii. CD service has demonstrated its responsiveness to the needs and problems of emerging vulnerable groups and the development of a caring community. The existing practice of vesting policy responsibility upon Home Affairs Bureau(HAB) while the planning and development and monitoring of service by Social Welfare Department (SWD) creates confusion, problems of coordination and most important of all, the lack of direction and commitment to consider development of service.
- iii. The current policy responsibility and monitoring structure of CD service should be reviewed. It would be advisable to streamline such a practice to concentrate both the policy responsibility in the Health & Welfare Bureau(HWB) and the operational monitoring effort in SWD. If the welfare function of CD service in the community is emphasized, it would be more appropriate and consistent for the service to be placed under the HWB. Such change would be more beneficial to the development of CD service as it would help to establish a clear direction and a more direct line of accountability together with commitment from the administration for considering the future service development.

I. INTRODUCTION

This paper outlines the historical development of community development(CD) service, in particular the NGO-run programmes in Hong Kong, and examines its role and effectiveness. In the context of the rapid changing socio-political environment in Hong Kong, it also discusses the future directions of the service.

The continuation of CD service, in particular Neighbourhood Level Community Development Projects (NLCDPs), has been challenged in the recent years. In October 1994, senior government officials, in various occasions, stated that NLCDPs would be phased out as the need for such service was diminishing. NGOs which operate NLCDPs and concerned residents of the community, launched an extensive publicity campaign to demonstrate the existence of deprived groups and the need for NLCDPs in other types of deprived neighbourhoods. As a result, the Executive Council decided to maintain the existing services and move up the review of the NLCDPs in serving the old urban areas to early 1997 before any further decision on the service development is made.

Meanwhile, the further development of community centre facilities has been ceased completely since the early 1990s while some of the community halls, because of the lack of programme staff, have been highly under-utilised. Hence, a comprehensive review, from a service operators' perspective, on the role and function of community development service in the present Hong Kong context is an essential step to form the basis for any future development.

To take up this task , the CD Division has formed a Task Group in September, 1995 to review the challenges the CD service is facing and to identify possible directions for the service. Members of the Task Group are:

- Convenor: Mr. Tommy Lo (10/1995 to 5/1996)
Mr. Ernest Chui (from 7/1996)
- Members: Ms. Maggie Chan
Ms. Wendy Wu
Dr. Joe Leung
Mr. Fung Ho Lup
Mr. Suen Leung Kwong (10/1995 to 5/1996)
Mr. Billy Tang
Mr. Cheung Chun Wai (from 9/1996)
Mr. Chan Ching Wa (from 9/1996)
Ms. Lilian Law(Secretary)

II. HISTORICAL DEVELOPMENT OF COMMUNITY DEVELOPMENT SERVICE

According to the 1986 CD position paper, CD has been defined as a process of raising social consciousness whereby people are encouraged through collective participation to identify, express and act on their needs. It is a community-oriented social work approach which comprises a series of planned action with the ultimate goals of achieving social justice and improving the quality of community life.’ The present CD service in Hong Kong has a history of 40 years.

An International Movement

After the Second World War, most governments in the world know that their macro developmental strategies must be supplemented by a micro-level community policy. A healthy community in a society is like a healthy cell in a human body. If many of these cells are rotten, they will spread like cancer that may jeopardise the survival and normal functioning of a society. It is because of this belief that the United Nations started to support some 60 countries to build up their community-based programmes as early as the late 1940s. These programmes helped to build up national order, promote social and economic development, and facilitate the delivery of social services.

Hong Kong is no exception to this international movement. Sharing such belief, CD service in Hong Kong has emerged as social programmes aimed to maintain social order, encourage citizen participation, strengthen self-help and mutual-help, provide social and welfare services, and facilitate the delivery of social services.

Upsurge of Interest

C D service was first conceived as a social welfare responsibility when the Social Welfare Division of the Secretariat for Chinese Affairs initiated to revitalise the welfare functions of the Kaifong Associations in 1949. These associations provided the necessary welfare and educational services for migrants from China so as to relieve the responsibility of the government in welfare.

A more systematic approach to neighbourhood work came in the early 1960s when the Government built four community centres in resettlement estates. Being staffed by professional social workers, these centres served the “quasi-political” function of integrating migrants from China into the Hong Kong society, promoting a sense of community and maintaining social stability.

In the late 1960s, CD pilot projects organized by NGOs and the Social Welfare Department (SWD) began to flourish in resettlement estates and other deprived areas. The Tze Wan Shan project(1974-1977) initiated by SWD further confirmed the effectiveness of the CD strategy which emphasised on the use of self-help, collaboration and consensus in promoting the quality of community life.

The 1973 White Paper on Social Welfare endorsed the four-tier system of community centre facilities : community centre - estate welfare building (currently known as estate community centre) - community hall - CD project. In exploring the effectiveness of CD service, NGOs have also been experimenting with different CD approaches to facilitate the use of self-help and advocacy to solve community problems.

Community Development and Community Building

The 1974 Inter-departmental Position Paper recommended that “CD projects should be established in physically deprived and low-income areas with identified special need requiring more intensive service.” Under the Community Building Policy Programme Plan (1977), the Government began to subvent NLCDPs in physically deprived areas, notably Mark 1 and Mark 2 public housing estates, squatter areas and temporary housing areas. Thereafter, both CD projects and community centres were considered by the Government primarily as community building programmes to facilitate the communication between government officials and residents, and secondarily as welfare programmes to provide needed welfare services to vulnerable populations. Thus, the Home Affairs Branch(HAB)[formerly known as City & New Territories Administration (CNTA)] has been responsible for overall policy decisions for these CD programmes while SWD is charged with the responsibility to monitor their performance.

Because of the re-organisation of government departments in 1985, the management responsibility of community centre facilities operated by SWD was transferred to HAD. The community work units in these centres were disbanded while the group work units have been re-structured to provide supportive and developmental services for specific client groups. Nevertheless, community centres operated by NGOs continue to provide a mixture of community building and welfare services.

The Evolving Approach and Target Groups

Because of changing social needs, NLCDPs have been extended to rural villages, Mark 3-6 public housing estates, and old urban areas. After the reorganisation in 1985, the Group Work Units in the community centres operated by SWD have redirected their focus to strengthen family functioning through mutual support. Nineteen Family Activity and Resource Centres were set up and started their operation in 1995. As for the Community and Group Work Units in the NGO community centres, they, besides strengthening their community care programmes for vulnerable populations, have continued to promote community building programmes, such as facilitating the resettlement of residents in urban redevelopment, promoting civic education, and assisting the management of tenant associations in private housing.

Parallel to these development, NGOs have and continue to plan and experiment innovative programmes to vulnerable groups such as women, industrial workers, the disabled, welfare recipients, chronically ill, etc.

The “Community Work Team”

Responding to the upsurging and urgent need of new town residents for formal and informal supportive network to cope with the stressful livelihood in a new and fairly isolated environment,, the NGOs, in late 1980s, had proposed to set up a new type of community programme, the Community Work Team (CWT) in new towns. Two pilot projects were proposed in Hau Tak Estate of Tseung Kwan O and Wah Ming Estate of North District.

The HAB gave policy support to the Proposal in October, 1990. However, no resources were allocated to implement the project. Despite local support from the two concerned District Boards were obtained and interested NGOs had sent in their application to try out such projects, SWD had rejected the funding applications for setting up these two teams.

III. EXISTING PROGRAMMES AND ACTIVITIES

C D service operated by NGOs in Hong Kong can be divided broadly into two categories. They are:

- a) the Government subvented programmes - NLCDPs and the NGO-run Community Centres; and
- b) the non-subvented programmes provided by NGOs - locality-based community projects, functional groups projects, etc.

Subvented Programmes

At present, there are 53 NLCDPs and 13 NGO-run community centres being subvented by the Government. As stated in the 1995 Five-Year Plan for Social Welfare Development, the overall objective of CD is 'to promote social relationships, to develop a sense of self-reliance, social responsibility and cohesion within the community, and to encourage the participation of individuals in solving community problems and improving the quality of community life'. The specific objectives are:

- a) to promote mutual care and responsibility, concern and participation in solving communal problems by encouraging and supporting the establishment of community service groups, self-programming groups and other voluntary groups and organisations;
- b) to develop and coordinate community services in urban and rural districts;
- c) to provide community centre facilities to accommodate community activities and to serve, where necessary, as a base from which to develop community spirit, relationships and group interests at street or block level; and
- d) to organise and develop neighbourhood level community development projects in priority areas of special needs.

NLCDPs

A NLCDP is designed to provide community building and social welfare services to deprived communities with a population between 3,000 to 15,000. At present, 53 projects are serving over 100 deprived and low-income neighbourhoods in Mark III-VI redeveloping public housing estates, Temporary Housing Areas, squatter areas, rural areas and old urban areas (two pilot projects). A flexible range of welfare services to fill service gaps or needs and to foster a spirit of mutual help and a sense of belonging to the community among the residents are delivered. These programmes include community services, community problem-solving activities, leadership training, educational and social activities. In 1995, on a monthly average, each project organised a total of 28 community programmes, maintained 86 contacts with district organisations, 29 with residents' groups, 77 with families and 263 with individuals.

Community Centres

The 13 subvented community centres operated by NGOs are located in 11 districts with each serving a population between 80,000 to 120,000. NGO-run Community Centres not only provide residents with a venue for community functions but also a range of group work and community work activities together with study/reading room service for people of all ages and particular those with welfare needs. These include day care service for children, services for the elderly and disabled etc. In 1995, each centre had an average of over 4,500 members, organised a monthly average of 94 group activities and over 130 programmes, and provided over 80 individual guidance.

Non-subvented Programmes

All along, CD service has been pioneering in the development of community resources which would create and strengthen a mutual-care network for vulnerable populations such as the elderly people who lived alone, single parent families, the physically disabled, the unemployed, new immigrants, and people with chronic diseases. These programmes were supported by non-government funding including the Community Chest, local organisations, overseas sources, religious groups and programme fees, etc. They include:

Locality-Based Projects

These projects primarily serve a geographical locality with a high concentration of vulnerable groups. Most of these projects are serving residents in private housing buildings in old urban areas which are not listed as NLCDP priority areas, such as Tsuen Wan, Kwai Tsing, Kowloon City, Hunghom and Shamshuipo. These communities also face physical problems of debilitating environment, inadequate community facilities, poor neighbourhood relationship etc. Direct services and educational programmes are usually provided whereas community organizations and resident groups are mobilised to promote services to deprived groups in the community. However, it is not uncommon for the vulnerable groups in these localities to initiate contact with similar groups of people in other districts to jointly tackle city-wide issues e.g. poor living conditions of elderly persons who live alone.

Functional Community Services

Along with the locality based community projects, there are projects which also adopt CD strategies to promote networking and empowerment among vulnerable groups such as industrial workers, new immigrants, people with chronic illness, Filipino migrants and women, to tackle community problems and issues they are facing.

Labour development projects which operated by quite a number of NGOs would aim at helping industrial workers, especially those facing the threat of unemployment or under-employment, to form mutual help groups. The focus of these projects also attended to a) the provision of recreation opportunities, resources and support for personal development and satisfactory work relations; b) the promotion of awareness of labour legislation and civic rights; and c) advocacy on policy improvement. Educational and training programmes provided by these projects are organised either in the centres or in the factories.

IV. EFFECTIVENESS AND UNIQUENESS OF CD PROJECTS

Effectiveness in Programme Review

NLCDPs have received two reviews by the Government in 1981 and 1990. Both reviews showed that these projects were effective in achieving the service objectives, i.e., identify community needs, promote interaction among the residents, cultivate we-feeling among the residents, develop leadership, involve the residents in launching activities for the community and provide the necessary welfare services to neighbourhoods inaccessible to conventional welfare services. Other empirical studies had also confirmed that these projects could promote citizen participation in community affairs. In enabling residents to express their needs to the authorities, CD projects were effective in the mitigation of social tension in deprived areas.

Flexible and Integrative Approach

The foremost experience of CD project is to demonstrate the effectiveness of a community-based approach whereby a team of social workers would provide a flexible yet integrated package of programmes which covers all age groups and needs in the context of their living environment. The NGO-run community centres generally perform as the focal point of community activities, providing a non-stigmatised place where people can come up any time to seek for leisure, life enrichment opportunities or problem-solving. For those low income neighbourhoods with special needs, it is conceived that not only more traditional mainstream services are required but a flexible and informal mode of service delivery is paramount in facilitating service accessibility.

Community as a Serving Target

The emphasis on serving the “community” as a service target has distinguished CD service from other programmes which tend to focus its effort and needs on age-specific or problem-specific groups. CD services are complementary to the existing mode of welfare services delivery.

First, CD service possess a unique element in promoting and strengthening informal social support network, developing the helping potential among residents, lowering their dependency on formal institution and filling the gaps of existing social services. These support networks are vital resources in meeting the needs of people and the specific needs of the community. Often ‘on the spot’ and immediate assistance through informal support network could be more effective than services provided by the remote formal organization.

Second, CD service improves the accessibility of existing services and links the people to the relevant services. For instance, residents living in rural villages or offshore islands could not easily get access to those service centres expected to cover their needs. At the same time, the outreaching nature of CD service would be able to reach individuals who are either hesitant or resistant or unaware of existing formal and available services.

Third, an international trend in welfare which emphasises on community and home-based care for ‘vulnerable’ populations has attracted increasing attention. The concept of care in the

community is seen as a more humanitarian way to deal with the disadvantaged members of society and facilitate their integration into the community life. CD service with the focus to strengthen the support on networking is an integral part of the service reform.

V. THE CHALLENGES AHEAD

While the effectiveness of the existing CD programmes should be recognised and continue to develop, the focus of the service would be strongly influenced by the changing social, economic and political situations as listed in the following paragraphs.

Rapid social and economic changes

Hong Kong has been and is undergoing rapid social and economic changes. With its GDP in 1995 exceeding US\$130 billion, the living standard of the general public has been “on average” substantially improved in the past decades. However, the problem of poverty still exists. The income share of the lowest 10% of households fell from 2.3% in 1971 to 1.3% in 1991, while that of the top 10% rose from 34.6% to 37.3% in the same period. In actual terms, there are more than 150,000 people receiving cash assistance from the Comprehensive Social Security Assistance scheme; about 100,000 workers being unemployed or underemployed with the unemployment rate rose from 1.1% in 1989 to the present around 3%; while the real income of those workers staying in the manufacturing sector had only increased by 1.2% per annum from 1984 to 1992.

The economy is undergoing a rapid process of “structural transformation” in industries and employment. The number of manufacturing or blue collar workers dropped from 900,000 in 1980 to less than 400,000 in 1995. Such a phenomenal speed of “de-industrialisation” and re-structuring is rarely observed in the world and there are bound to have people unable to adjust and find themselves trapped in difficulties. In the midst of the rising prosperity, the unemployed and people with low wages become the new vulnerable groups.

On the other hand, social dislocation resulting from the government’s present and planned redevelopment of old urban residential areas creates new needs for adjustment. First, for residents who moved to new towns, such as Junk Bay, they need to rebuild their community support networks. In fact, those residents who originally lived in Temporary Housing Areas and squatters and had been able to move into the public housing estates in New towns, their problems would not disappear after their resettlement, but would have been aggravated by the need to adjust to the new environment and the lack of supportive network. Second, for the residents in old urban areas, they need to face the urban renewal process and to tolerate the deteriorating physical living environment surrounded by demolition of old buildings and construction of new ones.

Meeting the Needs of Expanding vulnerable groups

On top of these, there have been over one million migrants coming to Hong Kong since 1978 and they needed to adjust themselves to a completely different social system. The number of new immigrants would continue to increase. With the vanishing of squatters and their ineligibility to apply to public housing, a substantial portion of new immigrants have to live in the debilitating environment of old urban areas. The poor, the old and the vulnerable populations hence tended to concentrate in these small pockets of areas. It is estimated that there are 4,000 “caged people” living in old private tenement buildings. As shown in the 1991 Census, it is found that over 2,900 households or 75% of total households living in rooftop dwellings in Hong Kong are concentrating in 4 districts, namely : Shamshuipo, Kowloon City,

Yau Tsim Mong, and Tsuen Wan. Very often, the singleton elderly, because of their disability and immobility, often live as a captive of their own bed spaces or cubicles. These groups of people have neither shared the benefits of economic prosperity nor been reached by formal welfare services. Low self-image, restricted life circle, lack of knowledge about public services, and probably segmented and centralised service delivery mode account for their low degree of service utilisation.

Worse still, there is not a single community programme to provide them with wider supportive networks. Their plights constitute a serious threat to social order. To be sure, they are the most needy and hard-to-reach groups hiding in the corner of the community.

Building a Caring and Responsible Community

It cannot be denied that the city of Hong Kong is getting more complex and different interest groups had become more vocal and expressive to make their views and preference known. There arise conflicts among the various groups. Specifically, there are cases in which the provision of social service facilities to the vulnerable groups which include the mental patients, AIDS patients, and other disabled groups, etc. was rejected and protested against by the residents of some localities. It is obvious that there is a lack of genuine acceptance of those unfortunate people by the wider community. It thus calls for the effort to cultivate and develop a sense of care and acceptance in view of building up a caring community.

In July, 1997, Hong Kong will return to China as a Special Administrative Region. At this historical juncture, CD service is more vital than before to improve the present social order and quality of life. Efforts should be made to promote mutual understanding between the Government and the people, in order to lay a solid foundation for actualizing "Hong Kong people ruling Hong Kong". The Hong Kong people should be better equipped to have genuine citizen participation through both formal and informal channels. Civic education on rights and obligations should be promoted. Only by building up a viable government-citizen relationship can public service become more responsive to the needs of the people in general and those of the disadvantaged groups in particular.

VI. PROGRAMME PLANNING FOR FUTURE CD SERVICE

A Holistic Approach to Welfare

As Hong Kong progresses further affluence and higher level of socio-economic development, our conception towards social welfare should be modified from a remedial to a developmental perspective. Social welfare should not be conceived as remedial or residual services given to the most deprived people in destitute. Instead, a more holistic approach should be taken to conceive welfare as a process in which the “service recipients” could turn to become “resources” of the community and these are rights for residents to benefit. CD service is essentially an integral element of social welfare and is rightly a unique method suited to such a holistic approach to social welfare, together with its flexibility and responsiveness to the changing community needs.

Under this perception, the future development of CD service should focus on the following aspects:

1. *Redefinition of NLCDP*

The effectiveness of NLCDPs in serving the deprived communities has been empirically verified by previous reviews conducted by the Government. Their contributions and functions are recognized and firmly established. Given the rapid changing social and economic environment, the profile, problems and location of the vulnerable groups continued to change. However, the definitive criteria or the indicators of social needs, which were formulated nearly two decades ago, for determining priority areas should be modified. A clear and distinct definition and an exhaustive list of “priority areas” should be worked out. Areas which have high concentration of vulnerable groups with special needs and therefore require intensive service should be identified and examined for the suitability of NLCDPs.

The Review on NLCDP in Old Urban Areas in the coming months should serve as an empirical approach in demonstrating the effectiveness of NLCDPs in reaching out to the vulnerable groups including residents facing the rapid urban renewal, low income families, caged individuals, new immigrants etc. who are living in the crowded and debilitating urban environment.

On top of this, an overall scientific assessment, with the new set of indicators compiled, is awaited to screen the needs and available services in different types of community such as rural villages, the off-shore islands and specific new towns and their eligibility for the small but intensive service by NLCDPs.

2. *Further development of Community Centre services*

While NLCDPs focused its effort to mobilize community resources to enhance a better life for the vulnerable groups at a neighbourhood level, the community centres should be the focal point of the community with efforts targeted to promote a caring and responsive community in general at a district level.

The current programmes in NGO run community centres had demonstrated the comprehensive and integrative nature, to meet needs of all age groups and target groups of the community. Any residents who wish to go into the community centre should be able to find something or service they want. As a focal point, the reaching out effort of the Community centre should continue and the centre should play a crucial and active role in addressing needs of vulnerable groups in the community, cultivating greater community acceptance, enhancing community cohesion and promoting civic rights and responsibilities in their community development and education programmes. In brief, the whole community is the serving target of the Community Centres and the service should be continued and treated as a general provision, across the city of Hong Kong. If escalating needs of the vulnerable groups exist in the catchment area of particular Community Centre, there should be additional manpower deployed to provide needed services.

In addition, the existing difference between government and NGO community centres need to be unified and the NGO model should be promoted and further developed. Specifically, the Group Work Units of Government -run Community centres can be contracted out to NGOs in view of the provision of more coordinated services.

Furthermore, as a new development, feasibility to attach community work service run by NGOs in community halls is recommended. The convenient location of community hall could serve as a central meeting place for the neighbourhood, a venue for community activities and a gathering spot for formation of neighbourhood networks and development of a community caring spirit for the specific needs groups including single-parent families, displaced workers, elderliness, new immigrants.

3. *Pioneering Projects of NGOs*

With a tradition of advocacy towards the empowerment of the deprived groups, CD service should continue to promote the civic roles and enable the residents in Hong Kong to meet the future challenges. Pioneering projects, on one hand, proved the existence of needs. On the other, it clearly demonstrates the pioneering spirit of NGOs which could turn to uprising needs more promptly. Government should recognize and foster such pioneering spirit of NGOs. Active effort should also be made to explore non-governmental funding, both overseas and local, for the pioneering projects.

4. *Policy Responsibility -*

The Government should work with NGOs and spell out clearly a long term policy for CD service to be operated by NGOs in the overall context of its community building programme and social welfare service. It should be recognised that NGOs would be in a favourable position to take on the role to promote civic education and encourage residents' participation because of its non-partisan position. The coverage and focus of current CD service including NLCDPs, community centres, community halls and facilities should be refined to ensure a comprehensive network to reach residents in need.

CD service has demonstrated its responsiveness to the needs and problems of emerging vulnerable groups and the development of a caring community. The existing

practice of vesting policy responsibility upon Home Affairs Bureau(HAB) while the planning and development and monitoring of service by Social Welfare Department (SWD) creates confusion, problems of coordination and most important of all, the lack of direction and commitment to consider development of service.

The current policy responsibility and monitoring structure of CD service should be reviewed. It would be advisable to streamline such a practice to concentrate both the policy responsibility in the Health & Welfare Bureau(HWB) and the operational monitoring effort in SWD. If the welfare function of CD service in the community is emphasized, it would be more appropriate and consistent for the service to be placed under the HWB. Such change would be more beneficial to the development of CD service as it would help to establish a clear direction and a more direct line of accountability together with commitment from the administration for considering the future service development.

Appendix I. List of Neighbourhood Level Community Development Projects*

AKWASSC	Shek Pei Wan CD Office (September 1994)
Caritas-HK	Sai Kung CD Project (April 1980) Lung Yeuk Tau CD Project (July 1990) Yau Tong CD Project (May 1993) Yuen Long Rural CD Project (July 1991) Hung Shui Kiu CD Project (August 1989) Mong Kok CD Project (January 1995) Pokfulam CD Project (September 1991) squatter Hing Shing/Hon Man CD Project (May 1989) THA maintained cleared Cheung Chau Sai Wan CD Project (March 1994) Sha Kok Mei CD Project (January 1986)
CFSC	Lei Yue Mun CD Office (October 1979) Kwai Chung Estate (1-13) NLCDP (March 1996)
ELCSS	Sheung Shui CD Project THA (October 1987) Mui Lee CD Project (December 1983) Sau Mau Ping CD Project (1992)
HKCS	Tsz Ching CD Project (December 1992) Sau Mau Ping CD Project (January 1994) Cheung Sha Wan CD Project (1995) Pak Tin Tsuen/Shatin Tau THA CD Project (October 1986) Fat Tseung Street THA CD Project (July 1989) Tsz Oi/Tsz Man Estate (September 1993)
HKLSS	Shek Wu Lutheran CD Project (July 1992) Tin Sham Lutheran CD Project (December 1985)
HKYWCA	Shek Yam Estate CD Office (May 1991) Lei Muk Shue CD Office (September 1990) Shek Lei CD Project (June 1991) Tsing Fai, Tsing Tsui & Tsing Kin THA CD of YWCA (1987) no office base Kai Lok THA CD Office (November 1987) Tai O CD Office (1978) Shek Lei CD Office (April 1994)

NGO Paper on Community Development Services

NAAC	Chai Wan Centre (January 1996) Lam Tin (III) Estate Centre (December 1990) Lam Tin (II) Estate Centre (May 1993) Yick Yuen Centre (October 1986) Cha Kwo Ling Centre (August 1981) Hing Tin Centre (August 1983) Shek Kip Mei Centre (February 1996) Wong Tai Sin Bradbury Centre (January 1978) Shamshuipo Centre (August 1991)
SKHKOSSC	Pak Tin CD Centre (January 1994)
SKHLMC	Lo Wai/Sun Chuen/Fu Yung Shan NLCDP (April 1991) Tsuen Wan West Six Villages NLCDP (June 1983)/Kwai Fong NLCDP (June 1993)
SA	Ngau Tam Mei (June 1993) Lei Yue Mun Road Estate (February 1994) Sam Mun Tsai CD Project (1993) Yuen Chau Street CD Project (March 1996)
TWESSC	Hung Hom/Valley Road Estate (November 1994) Tsing Yan CD Project (April 1989) Sham Tseng/Tsing Lung Tau CD Project (October 1986) Kwai Chung Estate CD Project (September 1993)
YOT	Tuen Tsz Wai San Hing Tsuen Community Service Project (October 1986)
SoCO	Nam Cheong CD Project (November 1994)

*as at December, 1996

Appendix II List of NGO-run Community Centres

Aberdeen Kaifong Welfare Association Social Service Centre

St. James' Settlement

Caritas Community Centre - Caine Road
 - Kowloon
 - Tsuen Wan
 - Kennedy Town
 - Aberdeen
 - Ngau Tau Kok

Yan Oi Tong

Mongkok Kaifong Association Limited

Hong Kong Lutheran Social Service

SKH Lady MacLehose Centre

Holy Carpenter Church Community Centre

Yuen Long Town Hall

Appendix III List of Government-run Community Centres and Halls

1. CENTRAL & WESTERN

- Western District Community Centre

2. EASTERN

- Chai Wan Community Centre
- Hing Wah Community Hall
- Yue Wan Community Hall
- Causeway Bay Community Centre

3. KWUN TONG

- Kwun Tong Community Centre
- Kai Yip Community Hall
- Lok Wah Estate Community Centre
- Lam Tin (East) Estate Community Centre
- Lam Tin (West) Estate Community Centre
- Sau Mau Ping (South) Estate Community Centre
- Sau Mau Ping (Central) Estate Community Centre
- Shun Lee Estate Community Centre
- Sai Tso Wan Neighbourhood Community Centre

4. SOUTHERN

- Ap Lei Chau Community Hall
- Lei Tung Community Hall
- Wah Kwai Estate Community Centre

5. SHAM SHUI PO

- Cheung Sha Wan Community Centre
- Tai Hang Tung Community Centre
- Lai Kok Community Hall
- Pak Tin Community Hall
- Shek Kip Mei Community Hall
- Nam Cheong District Community Centre

6. WONG TAI SIN

- Wong Tai Sin Community Centre
- Tsz Wan Shan (East) Estate Community Centre
- Tsz Wan Shan (South) Estate Community Centre
- Choi Wan Estate Community Centre
- Chuk Yuen Estate Community Centre
- Fung Tak Estate Community Centre

7. YAU TSIM/MONG KOK

- Henry G Leong Yaumatei Community Centre

8. KWAI TSING

- Shek Lei Estate Community Centre
- Shek Yam Community Centre
- Tai Wo Hau Estate Community Centre
- Lai King Community Hall
- Kwai Shing Community Hall
- Cheung Hang Community Hall
- Cheung Ching Estate Community Centre
- Cheung Fat Estate Community Centre
- Tsing Yi Estate Community Centre

9. NORTH

- Cheung Wah Community Hall
- North District Community Centre
- Sha Tau Kok Community Hall
- Ta Kwu Ling Rural Centre

10. SAI KUNG

- The Royal Hong Kong Jockey Club Sai Kung Town Hall
- Tsui Lam Community Hall
- King Lam Neighbourhood Community Hall

11. SHATIN

- Lek Yuen Community Hall
- Wu Che Community Hall
- Sha Kok Community Hall
- Sun Tin Wai Community Hall
- Pok Hong Community Hall
- Chun Shek Community Hall
- Lung Hang Estate Community Centre
- Kwong Yuen Community Hall
- Heng On Estate Community Centre
- Hing Keng Neighbourhood Community Centre

12. TUEN MUN

- Leung King Community Centre
- On Ting/Yau Oi Community Centre
- Butterfly Estate Community Centre
- Tai Hing Community Centre
- Shan King Community Centre

13. TAI PO

- Tai Po Community Centre
- Tai Yuen Community Hall
- Kwong Fuk Community Hall
- Fu Shin Community Hall

14. TSUEN WAN

- Princess Alexandra Community Centre
- Shek Wai Kok Community Centre
- Lei Muk Shue Community Hall

15. YUEN LONG

- Long Ping Community Hall
- Tin Yiu Community Centre
- Tin Shui Community Centre

Appendix IV List of Non-subsented CD Projects*

Methodist Epworth Village Community Centre

- Blue Collar Service Project
- Community Health Service Project

Kwun Tong Methodist Social Service

- Grassroots Labour Service

Neighbourhood Advice-Action Council

- Lung Shing Old Urban Community Development Project

Tsuen Wan Ecumenical Social Service Centre

- Service Project for CSSA Families
- Labour Development Project for the Middle age Unemployed and the under-employed
- Urban Poor Project

Caritas- Hong Kong

- Caritas Filipino Social Service Project
- Caritas Grassroots Development Project
- Caritas Labour Development Project
- Caritas Women Development Project

SKHKOSSC

- Nam Cheong Private Housing Area Community Development Service

*as at December, 1996