

**For discussion on  
11 June 2018**

**Legislative Council Panel on Welfare Services**

**Community Development Policy and Services**

**PURPOSE**

This paper briefs Members on the community development policy and services overseen by the Home Affairs Bureau (“HAB”) and implemented by the Social Welfare Department (“SWD”) and the Home Affairs Department (“HAD”).

**OVERVIEW**

2. Community development services seek to mobilise community resources and encourage people to interact with one another through participation in a series of activities and networking groups. They aim at promoting self-help and mutual help in solving community problems and building up social support networks. The Policy Statement on Community Development (“Policy Statement”) which was drawn up in 2005 and sets out the Government’s policy on community development and the general direction of community development services is at **Annex A**.

3. While HAB is responsible for overseeing the policy on community development, SWD and HAD are responsible for day-to-day management of the resource provisions and performance of existing community development services. Existing community services overseen by SWD include 13 Community Centres, 17 Neighbourhood Level Community Development Projects (“NLCDP”) and one Care and Support Networking Team (“CSNT”), which are run by different non-governmental organisations (“NGO”) in accordance with the relevant Funding and Service agreements with SWD. Since 2007-08, HAD has also been administering community development projects under the Neighbourhood Mutual Help Programme (“NMHP”).

## COMMUNITY DEVELOPMENT SERVICES

### *Community Centres*

4. The objective of community centres is to promote social relationship and cohesion within the community and to encourage the participation of individuals in solving community problems and improving the quality of life. Community centres run by NGOs normally house welfare services units run by the operating agency, a group work unit, a community work unit, and a study and reading room. At present, there are 13 subvented NGO-run CCs as at **Annex B**. In 2016-17, the average number of members registered under the community centres was 67 655. The numbers of members' attendance and groups organised per month were 236 033 and 2 518 respectively.

### *Neighbourhood Level Community Development Projects ("NLCDP")*

5. NLCDPs were introduced in the 1970s to serve the deprived and transient communities where the provision of welfare services and community facilities was inadequate or non-existent. As such, the target areas include temporary housing areas, squatter areas, boat squatters, cottage areas, etc. The objectives of NLCDPs are to provide a range of social welfare services to supplement the existing welfare services in the community; and to empower and help local residents to understand and address the specific needs or issues faced by the community and to encourage residents' involvement in resolving these needs or issues.

6. Hong Kong has experienced significant improvement in the overall social welfare services and community building facilities since the 1970's. The context in which the need for NLCDPs was envisaged has likewise changed significantly, as observed in the Director of Audit's Report No. 29 issued in October 1997. As a corollary, the Government reviewed the service needs and terminated or downsized NLCDPs with serving population falling below 3 000 between 1997 and 2001. There are currently 17 NLCDPs operated by eight NGOs as set out at **Annex C**. In 2016-17, the number of attendance and residents contacts under community programmes and community groups organised by NLCDPs was 251 425.

### *Care and Support Networking Team (“CSNT”)*

7. With resources redeployed from a NLCDP that ceased service in 2003, the Government commissioned the Society for Community Organisation to operate CSNT. CSNT assists ex-offenders, ex-mentally ill persons and street sleepers in the West Kowloon cluster, which includes Sham Shui Po, Kowloon City and Yau Ma Tei/Tsim Sha Tsui/Mong Kok districts, to reintegrate into the community through provision of outreaching, support, casework and group work services. A recurrent provision of about \$2 million is granted for the operation of CSNT.

### *Neighbourhood Mutual Help Programme (“NMHP”)*

8. According to the Policy Statement, upon termination of NLCDPs, resources released would be redeployed to finance other community projects having regard to community needs. Such projects would come under HAB’s policy programme on District and Community Relations while meeting the policy objectives of community development. In this connection, HAD launched the NMHP using resources released from three terminated NLCDPs since 2007-08. The resources released from the three terminated NLCDPs are about \$5.4 million per year.

9. At present, NMHP projects mainly serve new arrivals and ethnic minorities<sup>1</sup> who are among the target groups falling under the purview of HAB. The projects approved, the respective service groups, operating organisations and funding approved starting from 2013-14 are set out at **Annex D**.

## **WAY FORWARD**

10. The Government has been working closely with NGOs in the provision of community development services to those in need over the past years. We plan to convene the NGO Forum<sup>2</sup> later this year before

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<sup>1</sup> Service operators have the flexibility to serve up to 30% of other clients who are neither new arrivals nor ethnic minorities.

<sup>2</sup> The NGO Forum on Community Development set up in 2004 provides a platform for discussing issues relating to community development among the Government, service operators and related interested parties.

launching a new round of NMHP to invite project proposals.

**ADVICE SOUGHT**

11. Members are invited to note the implementation and the way forward of community development policy and services.

**Home Affairs Bureau  
Social Welfare Department  
Home Affairs Department  
June 2018**

**Home Affairs Bureau**  
**Policy Statement on Community Development**

**1. Purpose of the Policy Statement**

1 This policy statement sets out:

(a) the Government's policy on community development; and

(b) the general direction of the development of community development services.

**2. What is Community Development?**

2.1 Community development is primarily concerned about encouraging people to participate in issues that affect their lives with a view to developing vibrant and sustainable communities. This is a process of enhancing civic awareness and social consciousness.

2.2 Community development services seek to mobilize community resources and encourage people to interact with one another through participation in a series of activities and networking groups. They aim at promoting self-help and mutual help in solving community problems, and building up social support networks. The services should ultimately strengthen community capacity and facilitate social integration, which contribute to a caring, just and harmonious society. The services should be provided in a flexible and non-partisan manner.

2.3 The priority of community development services should be accorded to disadvantaged communities and groups.

**3. Objectives of Community Development Services**

3(a) *To build up the capacity of the community*

Community development services should strive to build up the capacity of individuals and groups in the communities to participate in actions based on community interest. It should seek to enable people within the communities to understand, upgrade and use their capacity to improve their lives. They should be able to assume active roles in actions that are conducive to the benefits of the

community.

(b) *To foster the spirit of mutual help in the community*

Community development services should assist members of the community to develop support and communication networks both within and outside the community, so as to foster a sense of mutual help among members of the community.

(c) *To address the needs of and to empower disadvantaged communities*

Community development services should motivate members of disadvantaged communities to seek appropriate social services to solve their own problems; and provide services to disadvantaged communities through active involvement of members of such communities. Such services should serve to complement existing social services.

(d) *To enhance community cohesion and harmony*

Community development services should promote integration of disadvantaged and vulnerable communities with the mainstream society, as well as to foster better understanding and cooperation among people from diverse backgrounds. The purpose is to foster community harmony, as well as respect for human rights and equal opportunities for all.

(e) *To motivate community participation*

To encourage and provide opportunities for members of the community to participate actively in community activities to improve their quality of life.

#### **4. Existing Service Provisions on Community Development**

4.1 The Government's resource provisions for community development services started in 1970s. At present, there are 13 Community Centres (CCs) operated by Non-Governmental Organizations (NGOs), 21 Neighbourhood Level Community Development Projects (NLCDPs), and 1 Care and Support Networking Team (CSNT) under subvention by the Government.

## CCs

- 4.2 CCs were set up in a number of districts to serve as a focal point for all ages in a locality to promote social relationship and mutual support; to develop a sense of self-reliance, social responsibility and cohesion within the community; build up the capacity of individuals and families in solving community problems, and to improve the quality of community life.

## NLCDPs

- 4.3 NLCDPs provide a flexible range of services to the people living in deprived and transient communities where the provision of welfare services and community facilities was inadequate or non-existent. The projects address service needs and foster a spirit of mutual help and a sense of belonging to the community among the residents.

## CSNT

- 4.4. With resources redeployed from a NLCDP which was terminated in 2003, the Government commissioned an NGO to operate a care and support networking team for a period of three years to assist ex-offenders, ex-mentally ill persons and street sleepers to reintegrate into the community through provision of outreaching, support, casework and group work services.

## **5. Policy Monitoring and Service Management**

- 5.1 Home Affairs Bureau (HAB) is responsible for the policy on community development. The Social Welfare Department (SWD) is responsible for managing the resource provisions and performance of community development services, which include CCs operated by NGOs, NLCDPs and CSNT under its Programme (6) Community Development. The other community development services would be managed by HAB.

## **6. Resource Management and Planning**

- 6.1 To achieve the policy objectives of community development, a critical mass of community service resources has to be sustained if the programme is to be viable.

6.2 Existing NLCDPs will be terminated when the project area is cleared or when the target population of their serving areas falls below 1,800. However, the termination of NLCDPs with target population below 1,800 will be examined on a case-to-case basis. The resources released from terminated NLCDPs would be redeployed to finance other community development projects, having regard to community needs. Such projects would come under HAB's policy programme on District and Community Relations while meeting the policy objectives of community development. HAB would also be responsible for the administration of such new projects.

## **7. Communication**

7.1 The NGO community development service operators, the SWD and the HAB would be working in close partnership in achieving the agreed policy objectives on community development.

7.2 The NGO Forum on Community Development (the Forum) is a platform for discussing issues relating to community development among service operators, SWD, HAB and related interested parties. It facilitates regular communication and consultations on matters relating to the overall planning and management of resources, development and direction of new services, rationalization of existing services, community concerns and service needs.

7.3 The Forum will meet on a quarterly basis. Interested parties may sit in at the meetings of the Forum and relevant parties could be invited to participate on a need basis. 7.4 Members of the Forum may discuss issues, problems and proposals relating to the development of existing and future services. Separate working groups can be convened to discuss specific issues on a need basis.

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## **8. Review**

- 8.1 This policy statement on community development will be reviewed once every 5 years or on a need basis in consultation with members of the NGO Forum on Community Development.
  
- 8.2 HAB will inform Home Affairs Panel of the Legislative Council of the policy statement, its subsequent changes and implementation of community development services, so as to keep the Panel and the general public abreast of the latest developments in the subject area.

**Home Affairs Bureau**  
**June 2005**

## List of Community Centres

	<b>Operating organisation</b>	<b>Name of the community centres</b>
1.	Aberdeen Kai-fong Welfare Association Social Service Centre	Aberdeen Kai-fong Welfare Association Social Service Community Centre
2.	Caritas – Hong Kong	Caritas Mok Cheung Sui Kun Community Centre
3.	Caritas – Hong Kong	Caritas Community Centre – Caine Road
4.	Caritas – Hong Kong	Caritas Community Centre - Aberdeen
5.	Caritas – Hong Kong	Caritas Community Centre – Ngau Tau Kok
6.	Caritas – Hong Kong	Caritas Community Centre – Tsuen Wan
7.	Caritas – Hong Kong	Caritas Community Centre – Kowloon
8.	Hong Kong Sheng Kung Hui Lady MacLehose Centre	Hong Kong Sheng Kung Hui Lady MacLehose Centre
9.	Hong Kong Lutheran Social Service, the Lutheran Church – Hong Kong Synod Limited	HKLSS Martha Boss Community Centre Group and Community Work Unit
10.	St. James' Settlement	St. James' Settlement Wanchai Community Centre
11.	Mongkok Kai-Fong Association Limited	Mongkok Kai-Fong Association Limited Chan Hing Social Service Centre (Integrated Community Service Division)
12.	Yan Oi Tong	Yan Oi Tong Community Centre
13.	Yuen Long Town Hall Management Committee Limited	Yuen Long Town Hall Community Centre

## Annex C

### List of Neighbourhood Level Community Development Projects (NLCDPs)

	<b>Operating organisation</b>	<b>Name of NLCDP</b>
1.	Caritas - Hong Kong	Cheung Chau Sai Wan Community Development Project
2.	Caritas - Hong Kong	Pokfulam Community Development Project
3.	Caritas - Hong Kong	Sai Kung Community Development Project
4.	Caritas - Hong Kong	Yuen Long Rural Community Development Project
5.	Caritas - Hong Kong	Hon Man/Sham Tseng/Tsing Lung Tau Community Development Project
6.	Caritas - Hong Kong	Lung Yeuk Tau Community Development Project
7.	Caritas Hong Kong	Hung Shui Kiu Community Development Project
8.	Salvation Army	Sam Mun Tsai Community Development Project
9.	Salvation Army	Ngau Tam Mei Community Development Centre
10.	Hong Kong Young Women's Christian Association	Tai O Community Work Office
11.	Hong Kong Young Women's Christian Association	Kwun Lung Lau Community Work Office
12.	Neighbourhood Advice-Action Council	Cha Kwo Ling Centre
13.	Neighbourhood Advice-Action Council	Tuen Mun/Yuen Long Rural Village Centre
14.	Christian Family Service Centre	Lei Yue Mun Community Development Project
15.	Hong Kong Lutheran Social Services, the Lutheran Church-Hong Kong Synod Limited	Shek Wu Lutheran Community Development Project
16.	Hong Kong Sheng Kung Hui Lady MacLehose Centre	Lo Wai/San Tsuen/Fu Yung Shan Neighbourhood Level Community Development Project
17.	Yan Oi Tong	Tuen Tsz Wai/San Hing Tsuen/Tsing Chuen Wai Rural Community Service

## Annex D

### Projects under the Neighbourhood Mutual Help Programme

(since 2013-14)

Financial Year	Theme	Service Target	Approved Project	Operating Non-governmental Organisation	Approved Funding*
2013-14	New Arrivals from the Mainland	New Arrivals from the Mainland	新民•新事•新力量	The Industrial Evangelistic Fellowship Limited	\$1,400,000
<b>2013-14 sub-total:</b>					<b>\$1,400,000</b>
2014-15	New Arrivals from the Mainland and Ethnic Minorities	New Arrivals from the Mainland	有「里」新生活社區互助計劃	Christian Family Service Centre	\$1,600,000
		New Arrivals from the Mainland and Ethnic Minorities	「共創新里程」- 內地新來港人士社區支援計劃	HKSKH Lady MacLehose Centre	\$1,599,297
		Ethnic Minorities	活得精彩；贏得共融 - 色彩繽紛油尖旺	Yang Memorial Methodist Social Service	\$1,136,334
		New Arrivals from the Mainland	「愛·一起」新移民家庭計劃	The Neighbourhood Advice-Action Council	\$1,600,000
<b>2014-15 sub-total:</b>					<b>\$5,935,631</b>
2015-16 <sup>a</sup>	New Arrivals from the Mainland, Ethnic Minorities	New Arrivals from the Mainland	樂活家庭在龍城	Hong Kong Lutheran Social Service	\$98,650
			「紛·享生活」新來港學童支援計劃	Yang Memorial Methodist Social Service	\$77,280

Financial Year	Theme	Service Target	Approved Project	Operating Non-governmental Organisation	Approved Funding*
	and Family Harmony		共建和諧「新」 「家」「元」	Yuen Long Town Hall Management Committee Limited	\$100,000
			新港融和計劃	St. James' Settlement	\$100,000
			新(移民)好男人齊結網	Caritas Development Project For Grassroots Organizations	\$99,993
		Ethnics Minorities	「社區活力」 少數族裔社會融和計劃	Yang Memorial Methodist Social Service	\$94,250
		New Arrivals from the Mainland and Ethnics Minorities	新港一家親	St. James' Settlement	\$100,000
		Families living in Cha Kwo Ling Village	「關愛家庭· 珍愛社區」計劃	The Neighbourhood Advice-Action Council Cha Kwo Ling Centre	\$75,400
		Families and communities members living in Tai O	大澳家·愛同行計劃	Hong Kong Young Women's Christian Association Tai O Community Work Office	\$100,000
		Grassroots families	一家樂融融	Caritas Mok Cheung Sui Kun Community Centre	\$99,910

Financial Year	Theme	Service Target	Approved Project	Operating Non-governmental Organisation	Approved Funding*
		Families in Kwun Lung Lau, Western	家庭和諧在觀龍	Hong Kong Young Women's Christian Association Kwun Lung Lau Community Work Office	\$90,050
		Low income families living in the North district and families with New Arrivals from the Mainland	「大手小手・情緊扣」和諧家庭服務計劃	Hong Kong Lutheran Social Service	\$99,970
		New Arrivals from the Mainland and families living in Sha Po Tsai Village	沙埔@大埔	Yan Oi Tong Jockey Club Tin Ka Ping Integrated Children and Youth Service Centre	\$76,850
		Single parent families living in subdivided units	建設開眉家庭	Caritas Mutual Aid Centre for Single Parent Families	\$99,641
<b>2015-16 sub-total:</b>					<b>\$1,311,994</b>
2016-17	New Arrivals from the Mainland	New Arrivals from the Mainland	「攜手伴『里』行」- 內地新來港人士支援計劃	HKSKH Lady MacLehose Centre	\$1,599,963

Financial Year	Theme	Service Target	Approved Project	Operating Non-governmental Organisation	Approved Funding*
	and Ethnic Minorities	New Arrivals from the Mainland	觀塘有「里」社區互助計劃	Christian Family Service Centre	\$1,600,000
		New Arrivals from the Mainland	攜手跨出新紀「元」- 內地新來港人士及跨境學童支援計劃	Yuen Long Town Hall Management Committee Ltd.	\$1,600,000
		New Arrivals from the Mainland	「樂。共聚」新移民家庭計劃	The Neighbourhood Advice-Action Council	\$1,600,000
		Ethnic Minorities	「友里 FUN 享」深水埗區互助支援計劃	New Home Association Limited	\$1,600,000
		Ethnic Minorities	「放眼油尖旺」社區支援計劃	Yang Memorial Methodist Social Service	\$1,103,073
<b>2016-17 sub-total:</b>					<b>\$9,103,036</b>

Remarks:

\* Apart from the short-term projects in 2015-16, the duration of each project is two years. Respective approved funding may therefore straddle as many as three financial years.

$\alpha$  After discussions at the 17th NGO Forum on Community Development in October 2015, it was decided that 14 short-term projects of approximately 3 months each would be launched in 2015-16.