"Serving Alone[1]":
The Social Service Sector in Hong Kong

Annual Report on the Civil Society in Hong Kong 2009

Department of Politics and Public Administration
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1   The term "serving alone" is an adaptation from the title of Robert D. Putnam's book *Bowling Alone: The Collapse and Revival of American Community* (New York: Simon & Schuster, 2000). Putnam uses the term "Bowling Alone" to denote the lack of social interaction among individuals, and the subsequent decline in social capital. Likewise, our usage of "serving alone" is meant to denote a lack of collaboration and networking among social service organizations in Hong Kong.

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Acknowledgements

Department of Politics and Public Administration, University of Hong Kong

The Department of Politics and Public Administration seeks to become a premier department of politics and public administration in teaching, research and service in the Asia Pacific region, by providing the best possible teaching and learning; producing research of the highest international standard, promoting the study and understanding of the subject and serving the local, national, and international community with our expertise and knowledge.

As a founding department of the Faculty of Social Sciences, it is a core teaching unit in the Faculty's Bachelor of Social Sciences programme. We also offer the BSocSc (Government and Laws) programme which has attracted top local and overseas students. Our graduates have entered into the legal profession as well as the public and private sectors. Our Research Postgraduate Programme has continued to attract outstanding students from Hong Kong, Mainland China, and overseas countries. Students are offered funding to attend international conferences, and many of them have succeeded in getting fellowships and scholarships to do research overseas. The Department offers two professional post-graduate programmes, namely Master of Public Administration (MPA) and Master of International and Public Affairs (MIPA).

Our research focuses mainly on three key areas: public policy and management, globalization and security, and civil society and participation. The Department was ranked the best in our discipline in two previous Research Assessment Exercises conducted by the University Grants Committee of Hong Kong. Many of our staff have been awarded visiting fellowships and prizes by leading academic and research institutes. We also maintain close contact with the local community through regularly hosting seminars and forums on public affairs to enrich the public discourse in Hong Kong.

Centre for Civil Society and Governance, University of Hong Kong

The first of its kind in Hong Kong, the Centre for Civil Society and Governance (The Centre) was established in December 2002 with a mission to advance knowledge and foster the healthy development of civil society. The Centre is a multi-disciplinary research unit established by the Department of Politics and Public Administration under the Faculty of Social Sciences of the University of Hong Kong. Since its inception the Centre has successfully established a unique identity as an expert on civil society issues in Hong Kong. The Centre's research findings have received attention in both Hong Kong and the international community.

The Centre aims to enhance our knowledge of the nature, constituents, and roles of civil society and, in particular, the contribution that civil society can make towards good governance. The Centre seeks to foster the development of a vibrant civil society in Hong Kong, China and other parts of the world through research, advocacy and dissemination.

Our specific objectives are:

– To gain a clearer understanding of the character and functions of civil society.

– To study the functioning and consequences of various types of civil society organizations, especially those which can enhance governance in society.

– To develop practical measures which can strengthen civil society and enhance its impact as an agent for improving governance in such areas as public policy making, accountability, transparency and information accessibility, and development of informed public opinion.

– To foster dialogue and closer partnership among the University, the Government, and civil society organizations.

Since inception, the Centre has focused on three areas in its research activities, publications and training and education programmes, namely:

– Macro-level studies on civil society in Hong Kong

– Public governance and civil society

– Micro-level studies on civil society and CSO management

Since 2009/10, the PPA Department and the Centre have published an Annual Report on Civil Society in Hong Kong to report on the latest developments in various civil society sectors for the benefit of the general public and research community.

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Executive Summary

1.　　This is the first Annual Report on Civil Society in Hong Kong published by the Department of Politics and Public Administration and the Centre for Civil Society and Governance, The University of Hong Kong.　In 2009, we decided to launch a multi-year research project to map the state of development of civil society in Hong Kong.　Various civil society sectors will be studied through baseline research. Our objectives are to contribute to our community's understanding of the state of civil society development in Hong Kong and to build up a database for future research.　In designing our study, we have taken reference to other international studies of a similar kind.

2.　　This report focuses on the social service sector and our findings are largely based on a questionnaire survey conducted in 2009 on 381 social service organizations (SSOs) (64 percent response rate) as well as other sources.　Our study confirms the general impression that the social service sector is a large and established sector in Hong Kong's civil society.　Currently, 90 percent of social services in Hong Kong are offered by civil society organizations (CSOs) that are largely subsidized by the government.　Since 1997, there have been many changes in the political and policy environment of the social service sector.　In particular, the implementation of the Lump Sum Grant System, which was intended to enhance flexibility of the system of government funding for SSOs, has brought about problems in finance, staff morale and the service quality of SSOs.

3.　　Findings from our survey portray a typical SSO in Hong Kong as a home-grown CSO that is roughly 20 years old and registered under the Companies Ordinance.　It operates 6 branches in several districts and has more than 2,700 members.　The primary function of a typical SSO is to provide social service with little advocacy function.　A typical SSO maintains a cordial relationship with the government.

4.　　SSOs vary significantly in their resources. Their budget size ranges from below $50,000 to over $900 million.　Larger and more established SSOs enjoy more financial security and manpower resources, and closer links to the government.　Younger SSOs enjoy more autonomy but face bigger challenges in securing resources.

5.　　On internal capacity, most SSOs reported that they have stable financial resources and well-trained professionals for providing social services, but insufficient manpower for advocacy. They also reported satisfaction with their operational autonomy despite heavy reliance on government funding.　They are generally well-organized with formal organizational and governance structures. SSOs are fairly effective in mobilizing voluntary support for service provision.　However, their capacity for raising money through donations and non-government financial sources needs to be further developed.

6.　　As regards external relationships, SSOs are close to the government but distant from the business sector.　Despite the existence of an umbrella organization for the sector, collaboration among SSOs is not strong and the cooperative network is fairly fragmented.　There is some cooperation among the SSOs in delivery of social services but quite little in policy advocacy.

7.　　In conclusion, SSOs are robust as agents of service provision, although their networking within and outside the sector is rather scattered. Many of these organizations are essentially serving their clients "alone".　Improvement in the capacity of SSOs will hinge on their gaining new partners outside the government in their pursuit of social missions, whether in service delivery, value promotion, or policy advocacy.

The Report

I.   First Annual Report on Civil Society in Hong Kong

1.   The Department of Politics and Public Administration of the University of Hong Kong and its Centre for Civil Society and Governance present the first Annual Report on Hong Kong's civil society. Civic activism has been an important force in shaping Hong Kong's political development in the past few decades. Yet our understanding of the characteristics of Hong Kong's civil society remains highly inadequate. Relevant database and baseline research is largely lacking. By launching our annual report series, we aim to fill an important void in our current knowledge of the state of development of our civil society. Our study will particularly focus on the CSOs' internal organizational capacity and their external relationships with the government, businesses and their peer groups. Each Annual Report will discuss one or more civil society sectors. The social service sector is the focus of this report.

II.   Definitions and Research Methods

2.   We focus our study on the organizational characteristics of CSOs (including mission, financial sustainability, quantity and quality of manpower, governance structure, the ability to mobilise members, etc.) and their external links with the government, businesses and other CSOs. We believe these elements reflect if not define the characteristics of a civil society sector. Data was collected mainly through a questionnaire survey and other primary and secondary sources. The study uses the network analysis technique to graphically present CSOs' external linkages. Network analysis helps to examine the pattern of ties and interactions between CSOs and other parties as well as the strength of such ties.

3.   We have adapted the definition and classification scheme of the Johns Hopkins Comparative Non-Profit Sector Project (CNSP) to our study. CSOs are defined as entities that are *organized, private, non-profit-distributing, self-governing* and *voluntary*[2]; and are classified in accordance with the International Classification of Non-profit Organizations (ICNPO) scheme (Appendix A) and adapted to the local context. In this report, we define Social Service Organizations (SSOs) in Hong Kong as organizations:

- that are non-profit making, non-governmental, self-governing and voluntary; and
- whose primary purpose is related to social services including services for children, youths, the elderly, family, the disabled, the disadvantaged, support services for community and personal development, or social services / policy advocacy[3]; and
- that are formal organizations; accordingly ad hoc alliances or networks that are formed primarily to tackle single social issues in single instances are excluded.

4.   We identified the organizations of the social service sector from the *Directory of Social Service Organizations in Hong Kong* (courtesy of the Hong Kong Council of Social Service (HKCSS)) and found a total of 381 SSOs that matched our definition.[4]   Organizations in the

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2   Salamon, L.M. and Anheier H.K. (1997) *Defining the Nonprofit Sector: A Cross-national Analysis.* Manchester and New York, Manchester University Press, p. 33.

3   The primary purpose in our definition encompasses the broadest range of services as adopted by international Civil Society Index research, the *Study on the Third Sector Landscape in Hong Kong* conducted by the Central Policy Unit of Hong Kong SAR Government, as well as the international classification adopted by Johns Hopkins Comparative Nonprofit Sector Project.

4   We express our sincere thanks to the Hong Kong Council of Social Service for sharing their most up-to-date listing. Of the 415 CSOs listed by the Council, we have selected 381 SSOs according to our definition. We took out those CSOs whose primary objectives are not in the social service area, e.g. green groups, social welfare departments in universities and secondary schools.

Directory whose primary purpose was not related to social services (for example, green groups that sometimes provide educational programmes on environmental protection) were excluded in our survey population. A mailed-in questionnaire survey was conducted from 23 July to 19 October 2009 (please see Appendix B). The questionnaire was sent to the head of each SSO. Therefore, the respondents mainly represented the views of SSO management. The response rate was 64 percent of the 381 SSOs.[5] We also utilized other data sources for our analysis, such as the SSO websites and publications, government websites, media reports, as well as the HKCSS' *Directory of Social Service Organizations in Hong Kong 2009*.

III.   The Social Service Sector: An Overview of the Political and Policy Environment

5.   Hong Kong is characterized by a low level of social spending and a high level of involvement of the non-profit sector in selected areas of social provision. The social service sector is one of the sectors in which CSOs are heavily relied upon as providers of services under substantial government funding. Currently, a very high percentage of social services in Hong Kong are offered by CSOs that are largely subsidized by the government. For many CSOs, most of their funding may be obtained from the government (see also Section IV in this report).

6.   Currently, the government spends about 12 percent of the total public expenditure on social welfare (see Appendix C), of which about 3.5 percent was allocated to the subvention to SSOs. Since the handover, the amount of government subvention has been within the range of 3 to 3.5 percent of the GDP, or 20 to 22 percent of the annual expenditure of the Social Welfare Department (SWD) (Table 1). In 2009-10, the SWD has allocated HK$8,635 million for the subvention of 171 CSOs, in addition to $746.6 million earmarked to purchase welfare services (including residential care homes for the elderly, enhanced home and community care services, elderly homes and other welfare services) from operators in the private and CSO sectors.[6]

7.   The heavy reliance on government-funded CSOs as agents of social provision is closely associated with the colonial history of Hong Kong. The early colonial government had little commitment to social provision for the local population. Community self-help and voluntary efforts were thus the mainstay of service provision long before the colonial government assumed a more proactive role in providing public services. Large scale and systematic state funding of CSOs in social services began in the early 1970s, as the late colonial government went through a stage of "episodic" development of welfare. (Tang 1998) This was in response to two major riots that occurred in the 1960s which expressed major social discontent over the inadequacy of social provisions (Lee 2005b). The 1970s and the 1980s saw a period of growth in social services. Several major areas of social services were designed as target areas for government funding, namely, rehabilitation, family and youth services, elderly services, and community development. The commitment of the government to the provision of social services provided ample opportunities for non-profit SSOs to expand in size as well as number. In terms of monitoring, the SWD is the primary government agency in deciding which non-profit SSOs should receive government funding based on the types of services needed by the state. At the same time, the HKCSS, an umbrella organization first set up in 1947 by CSOs that were doing disaster relief work in Hong Kong (HKCSS 1987), enjoyed some consultative status in advising the government on matters related to social welfare policy development. During the 1970s and 1980s, the HKCSS was quite influential

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5   In this report, the base number of all survey statistics (e.g. the frequency distribution presented in percentages) has been adjusted to 381, unless stated otherwise in the corresponding footnote.

6   For details, please go to the website of the Social Welfare Department, http://www.swd.gov.hk/en/index/ site_CSO/page_subventions/sub_modesofsub/id_subvention/#. [27 January 2010]

and was actively engaged by the colonial government in their making of five-year plans in social welfare. The HKCSS also represented its member organizations in negotiating with the government on matters concerning their interests. The assignment of service provision tasks by the SWD was largely based on the long-term cooperative relationship it had developed with the individual SSOs and also the recommendation of the HKCSS. The relationship between the government and the non-profit SSOs could thus be described as a kind of "corporatist" arrangement.[7] By the early 1980s, the Standard Unit Cost model became institutionalized as the dominant funding model. Largely input-based, it provided a stable source of funding to the subvented SSOs. The salaries and benefits of subvented employees in SSOs were linked to the civil service pay scale. In the age of growth in social services, social workers were offered rather stable and well-paid jobs with good career prospects.

Table 1: Government Subvention to CSOs in the Social Service Sector since the Handover

(HK$ Billion)	1998/1999	1999/2000	2000/2001	2001/2002	2002/2003	2003/2004
Government Subvention	5.42	6.07	6.45	6.96	6.82	6.92
Subventions as a % of						
(i) SWD's expenditure	21.31%	22.55%	23.46%	23.87%	21.75%	21.13%
(ii) Government expenditure	3.02%	3.40%	3.42%	3.47%	3.37%	3.38%
(HK$ Billion)	**2004/2005**	**2005/2006**	**2006/2007**	**2007/2008**	**2008/2009#**	**2009/2010#**
Total Government Subventions	6.53	6.34	6.45	6.91	8.06	8.63
Subventions as a % of						
(i) SWD's expenditure	20.08%	19.48%	19.87%	20.34%	20.58%	22.08%
(ii) Government expenditure	3.29%	3.27%	3.30%	3.34%	3.07%	3.49%

: Data for 2008/2009 and 2009/2010 are estimates of the government's budget for the respective years. Data from 1998/1999 to 2007/2008 refer to the actual spending of the year.

Source: http://www.budget.gov.hk. See the budget for Social Welfare Department under "Head 170".

8. Although it was never the intent of the colonial government to promote civil society, such a non-profit regime did result in the expansion of space for civil society development. First of all, the availability of funding led to the growth in the number of CSOs in the social service sector, as well as their size and capacity. Secondly, the funding of professional education in social work, the availability of job opportunities and the promise of reasonable career prospects (during a period of growth in social services) all contributed to the growth of the social work profession. Thirdly, a stable source of funding provided a supportive environment for progressive social workers to pursue their ideals and missions. Fourthly, the colonial government, for pragmatic consideration, had engaged the non-profit sector as a "partner" in policy making, thus allowing for substantial societal input in social service policies. More importantly, the corporatist arrangement allowed the more active SSOs and their social workers to carve out some space for community activism. This was especially evident in the community development projects in which social workers took it as

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7   For a detailed discussion of the application of this concept, please see Lee (2005a).

their mission to empower the grassroots population and the disadvantaged groups to strive for their rights.

9.   Stepping into the 1990s, a series of public management reforms changed the operational environment of these government-funded non-profit SSOs, in particular after the handover of sovereignty. In social services, the reforms consisted of three parts: firstly, the Service Performance Monitoring System (SPMS) was introduced, under which performance is assessed based on a generic set of Service Quality Standards (SQS),[8] and Funding and Service Agreements (FSAs) drawn up between the Department and a CSO. Secondly, a new funding system, namely, the Lump Sum Grant System (LSGS) was adopted in 1999. Its essential features are: a flexible funding model based on a one-line vote, in which subvented SSOs have the flexibility to decide on their staffing structures, salary levels, and other items of expenditure. Subvented SSOs can carry over unused funds to the next financial year (Social Welfare Department 2000). Thirdly, marketization initiatives were introduced. More funding is now offered to short term contracts than long-term subvention, and such contracts are often allocated through open tenders. For certain services (mainly elderly homes), the service contracts are also opened to business enterprises for competitive bidding alongside non-profit SSOs. The official aims of the reforms are to make social service provision more efficient, more customer-oriented and output-driven, and to give funded CSOs more flexibility and autonomy in managing themselves.

10.   Among these reform measures, the LSGS is the most controversial. From the perspective of the non-profit SSOs, the new funding model brings financial uncertainty to them, as funding may be reduced because of an unsatisfactory performance rating, or erratic because short-term contracts may not be renewed. Older SSOs are also burdened by their obligation to honour the contractual agreements with old staff that were hired before the implementation of the LSGS and whose remuneration still follows the old civil service pay scale and benefits. The new funding model thus compels SSOs to adopt personnel and financial management strategies that have significant implications for their role as agents of service delivery and their allocation of resources to citizens. To tackle these financial problems, almost all SSOs are now hiring new staff on short-term contracts, with lower salaries or even lower qualifications. Staff costs have been further reduced through an early retirement scheme, no pay leave, or hiring freezes. SSOs are also exploring other avenues to generate new income, including stepping up their fund raising efforts, bidding for new service contracts, launching self-financed projects, and applying for funding from other sources. Some organizations are also increasing their charges for service users and cutting back on free services.

11.   Since the implementation of the LSGS, the social service sector, and especially the social workers have expressed general dissatisfaction with the new system, complaining that it has a negative impact on staff morale, service quality, and even the long-term development of the social service profession. Collective actions have been launched by their trade unions. The dissatisfaction of the profession lies not only in a deterioration of their working conditions, but also with how the sector has lost its partnership status with the government. In 1991, the government published "Social Welfare into the 1990s and Beyond" which was the last White Paper published on social welfare. In 1998, the last review of the Five Year Plan for Social Welfare Development was published. Thereafter, the SWD suspended the practice of making five-year plans in collaboration with the HKCSS, essentially ending its partnership status that allowed the HKCSS to have substantial input in policy making. SSOs now also feel more vulnerable to the power of the SWD and perceive that being on good terms with the government directly affects the resources they can obtain. In that sense,

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8   See http://www.info.gov.hk/swd/html_eng/sup_ser/ser_pfm_mon/main.html for details.

there is a general perception that social workers are now more restricted in carrying out advocacy work and community activism through their daily work.

12. Changes have been occurring beyond the funded non-profit social service sector. As mentioned, social workers have a long history of societal activism. The 1990s witnessed increasing collaboration between CSOs, academics, and politicians to push for social policy change. Major instances of such collaborations include the anti-poverty campaign, the campaign for minimum wage legislation and universal old age retirement pension. The anti-poverty campaign is a representative case. It resulted in the setting up of the Commission on Poverty. Since the 1990s, there has been a widening gap between the rich and the poor. The Asian financial crisis led to an economic recession in Hong Kong, which worsened the poverty situation in the city. Various CSOs intensely lobbied the government to come up with policy measures to eradicate this poverty. In 2000, Livelihood Agenda 21, a coalition of 23 social welfare and religious organizations, was established. It urged the government to establish an "Eradication of Poverty" Committee. It also called for an official policy for the eradication of poverty. Such societal actions were supported by politicians. In January 2005, Chief Executive Tung Chee-hwa announced in his policy address that the government would set up the Commission on Poverty consisting of government officials, academics, experts, members of the business sector and civil society (Centre for Civil Society and Governance 2007). For the campaign for minimum wage legislation, the efforts of civil society successfully compelled the government to agree to legislate, and the process is currently under way.

13. The 1990s was also a time when numerous new social service CSOs were formed (see paragraph 19 and Chart 6 – more than one-third of SSOs were established in the last twenty years.) As a more mature civil society is emerging in social care, more social groups are organizing themselves as self-help groups. Many of these newly formed CSOs reflect the new need for social care and new popular consciousness of social rights. At least some of them have arisen because of the failure of the government to attend to new social needs. These organizations embrace a much broader array of services, including the rights of the physically handicapped, sex workers, racial minorities, students with learning disabilities, cancer patients, AIDS patients, victims of domestic violence, victims of sexual violence and so on. Not many of these lately established CSOs are funded by regular subvention from the SWD (see paragraph 21). Rather, these late-comers to the scene of social care run a higher chance of being deficient in funding and are usually rather small in size, with funding mainly obtained from international, corporate and private donations, the Jockey Club and Community Chest.

14. To conclude, there have been a lot of changes in the political and policy environment of the social service sector since 1997. The implementation of the LSGS has certainly had a great impact on the government-funded SSOs. Aside from bringing about problems in finance, staff morale and service quality, it has also weakened their position to participate in social policy making and increased their vulnerability when engaging in societal activism. There is a trend toward diversification in social service CSOs, as new organizations have been formed to cater for newly emerging social needs. The marketization reform of non-profit SSOs, however, has not resulted in real "market" competition among the CSOs for resources or a wider incorporation of new CSOs into regular support by the government. Last but not least, the civil society sector is increasingly collaborating with other societal and political actors to push for major policy change through collective actions. Such collaborations, however, mainly occur through the HKCSS, the social workers' unions, and advocacy organizations. Government-funded SSOs tend to refrain from contentious actions in their official capacity. (Please see Appendix D, a chronology of major events in the social service sector since 1997).

IV.   Size and Distribution of the Social Service Sector

A Major Civil Society Sector

15.   Undoubtedly, the social service sector is one of the largest and most established sectors in Hong Kong's civil society. In the 2009 survey,

- There were 381 CSOs whose primary mission was related to social service, representing a modest growth of 10 percent from 2005.[9] In another civil society sector of comparable size, the education field, the number of non-profit schools grew about 11 percent from 380 in 2001 to more than 420 currently.[10]
- SSOs operated more than 2,358 social service units or branches in Hong Kong, or an average of two units per SSO. More than half (52.3 percent) of the surveyed SSOs ran at least 2 service units. 12.9 percent of the SSOs surveyed operated more than ten branches (Chart 1). Generally speaking those with a longer history were more likely to run more branches. For younger SSOs aged 10 years or below, 78.2 percent did not operate any local branches.
- Despite much talk about Hong Kong SSOs reaching out to China in recent years, less than 5 per cent had branch operations in the Mainland. This small group, however, included a few young SSOs with under 10 years of history.
- SSOs had a total membership of more than 767,324 with an average of 2,689 members per SSO (Chart 2).
- The vast majority (88.3 percent) were local organizations; and less than 12 percent were subsidiaries of international bodies. Of these international subsidiaries, nearly half (45.7 percent) had a history of over 40 years in Hong Kong. This implies relatively fewer new international CSOs set up branches in Hong Kong in recent years.

Geographical Distribution of SSO Service Centres[11]

16.   We have analyzed the geographical distribution of SSOs and their service branches from our survey data against the demographic characteristics in all of the 18 districts in Hong Kong. The distribution of SSO headquarters by districts as defined by District Council boundaries appears to be out of line with the current demographic distribution. There were more SSO headquarters in those less populous but older districts such as Wanchai, Central and Western District, Yau Tsim Mong and Shum Shui Po. This is probably historical because many SSO headquarters were established in these old districts. That said, social needs can be met by the presence of SSO service branches. Maps 1 and 2 contrast the distribution of SSO branches providing elderly service and youth service by districts respectively vis-à-vis the geographical distribution of the elderly (aged

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9   The number of SSOs under our definition in 2005 was 346. We used the listing in the *Directory of Social Service Organizations in Hong Kong 2005* and excluded those organizations not in our definition.

10   The figure in 2001 was from Central Policy Unit (2004), *Study on the Third Sector Landscape in Hong Kong , Chapter 1(Education and Research)*, retrieved 24th September, 2009, from http://www.cpu.gov.hk/english/documents/new/press/3rd_ch01.pdf The latest figures are from the Education Bureau, http://chsc.edb.hkedcity.net/secondary/

11   We wish to emphasise that the data used in this section (Maps 1-2 and Table 4) are drawn from our survey in 2009. The numbers here may therefore be different from similar data type from the government sources. Method of producing Maps 1 and 2: First, we locate the SSOs which responded to our survey question on their locations. Then, we searched from these SSOs' websites the locations of their youth and / or elderly service centres (or branches). As for the district boundaries, we refer to the boundaries of 18 District Councils in Hong Kong, see *Population and Household Statistics Analysed by District Council District 2008,* Hong Kong SAR Government, published in March 2009. The elderly and youth population figures used in Maps 1, 2 and Table 4 are from 2006 By-Census.

65 and above) and the youth (aged 15-24) by districts respectively. These two maps show that the geographical distribution of SSOs' elderly service and youth service branches broadly follows the pattern of the elderly and youth populations respectively. However, in some districts such as Tuen Mun and Yuen Long in the New Territories West, where the districts are vast in size and far away from the city centre, the service branches are concentrated only in certain locations (mainly the town centre in those districts). That leads to a question of whether there may be any gap in meeting social service demands in certain districts. Table 2 shows the average numbers of youth and elderly persons served by each SSO youth or elderly service branch in each of the 18 districts. Table 2 identifies that in some districts the numbers of elderly service centres (for examples, Sham Shui Po, Sai Kung and Wong Tai Sin) and youth service branches (for examples, Tsuen Wan, Kowloon City, Yuen Long, North and Southern District) are far lower than the averages for all districts.

Chart 1: Frequency Distribution of the Number of SSO Branches
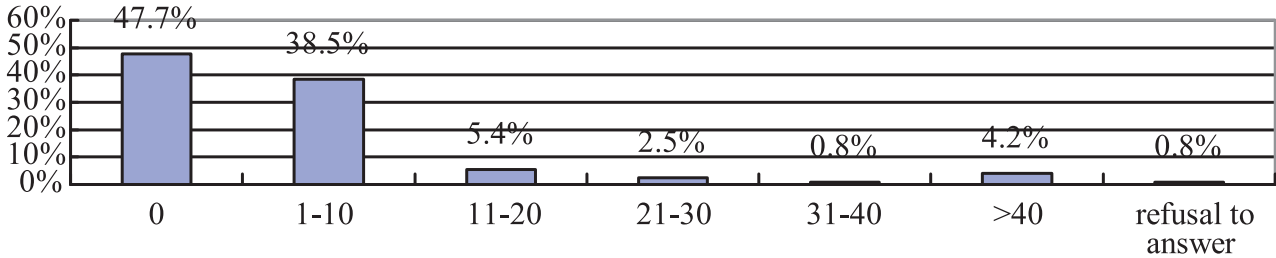
Chart 2: Frequency Distribution of the Number of SSO Members
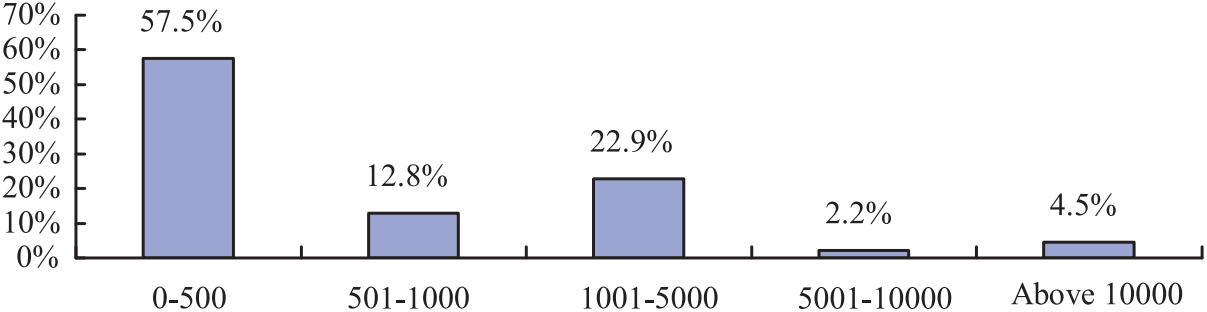
Map 1: Geographical Distribution of SSO Elderly Service Centres

Legend:
- Elderly Services Centres
- Population aged 65 or above
- A65
  - 14500 - 33900
  - 33901 - 58100
  - 58101 - 89400

NORTH

TAI PO

SHA TIN

WONG TAI SIN

SAI KUNG

KWUN TONG

EASTERN

KOWLOON CITY

SOUTHERN

WANCHAI

TSUEN WAN

KWAI TSING

SHAM SHUI PO

YAU TSIM MONG

CENTRAL & WESTERN

YUEN LONG

TUEN MUN

ISLANDS
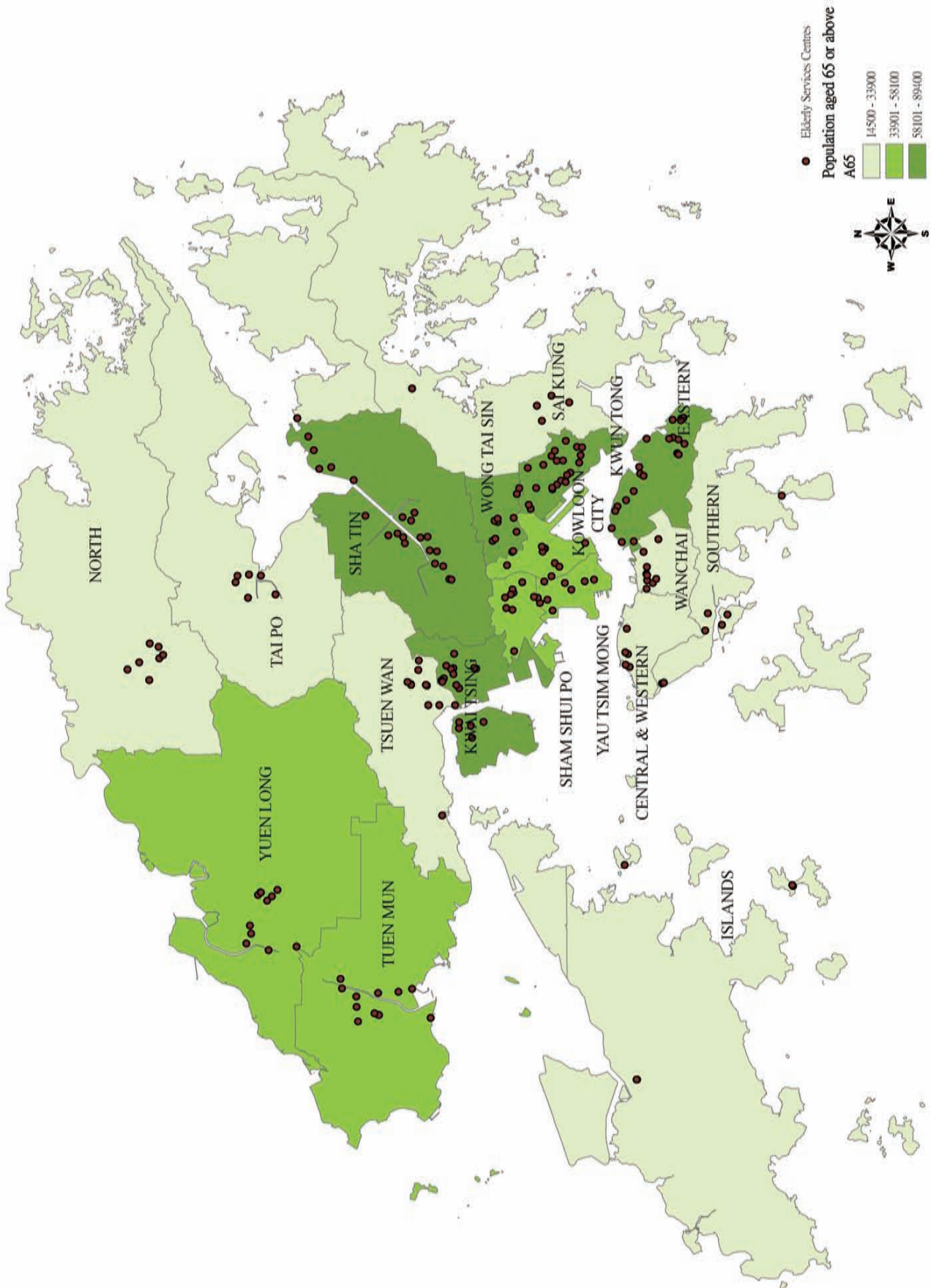
Map 2: Geographical Distribution of SSO Youth Service Centres

Legend:
- Youth Services Centres
- Population aged 15-24
- A15_24
  - 15200 - 34300
  - 34301 - 56500
  - 56501 - 84700

Districts: NORTH, TAI PO, SHA TIN, TSUEN WAN, YUEN LONG, TUEN MUN, KWAI TSING, WONG TAI SIN, SAI KUNG, KWUN TONG, EASTERN, KOWLOON CITY, WANCHAI, SOUTHERN, SHAM SHUI PO, YAU TSIM MONG, CENTRAL & WESTERN, ISLANDS
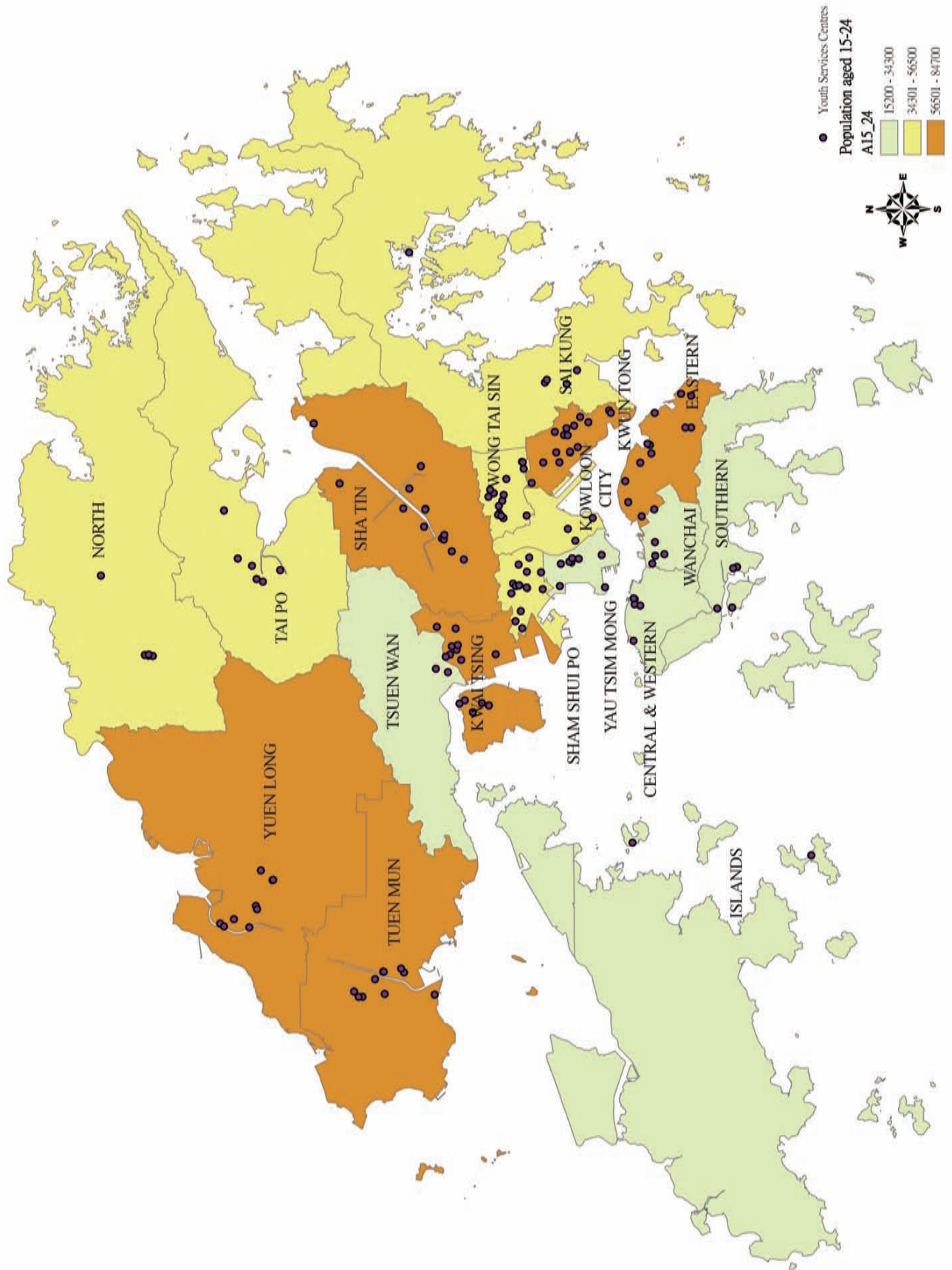
Table 2: Average Numbers of Youth and Elderly People Served by SSO Service Centres[12]

District	Average Number of Youth Served by Each SSO Youth Centre in the District	Average Number of Elderly Persons Served by Each SSO Elderly Centre in the District
Central and Western	4767	4600
Eastern	5146	3007
Islands	9050	2417
Kowloon City	13433	4125
Kwai Tsing	4733	3853
Kwun Tong	3933	4064
North	8000	2780
Sai Kung	11300	6580
Sha Tin	5647	2765
Sham Shui Po	2775	6456
Southern	8575	4843
Tai Po	6686	3200
Tsuen Wan	16100	2891
Tuen Mun	6108	2247
Wan Chai	1689	1679
Wong Tai Sin	3463	6373
Yau Tsim Mong	2809	4267
Yuen Long	9233	3592
Average in all districts	**5328**	**3607**

V.   Missions, Service Targets and Governance of Social Service CSOs

Focus on Social Service, Little Advocacy

17.   From our survey in 2009, the majority of the SSOs (78.7 percent) considered their number one mission was to provide social services to different target groups (Chart 3 and 4). The top three service targets were the youth (51 percent), the elderly (38.5 percent) and families (33.9 percent). More than one-tenth regarded religious objectives as their first priority. Only 8.4 percent put advocacy of different kinds (policy, rights or values) as their primary mission. As for the secondary mission of SSOs, most (22.3 percent) mentioned community building, followed by policy advocacy (19.1 percent), religious purposes (17.8 percent) and advocacy of rights (12.1 percent).

Chart 3: Frequency Distribution of Primary and Secondary Missions of SSOs

Primary mission

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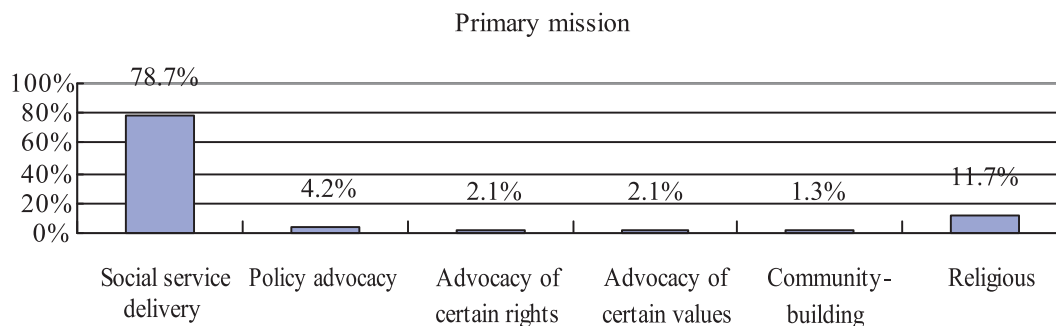
12   Example of calculation: Average no. of youth served by each Central and Western District youth centre = population aged 15-24 in the district (28,600) / no. of youth centres of SSO respondents in our survey (6) = 4,767

Secondary mission

	Social services delivery	Policy advocacy	Advocacy of certain rights	Advocacy of certain values	Monitoring government	Community-building	Religious
	17.2%	19.1%	12.1%	8.9%	2.5%	22.3%	17.8%
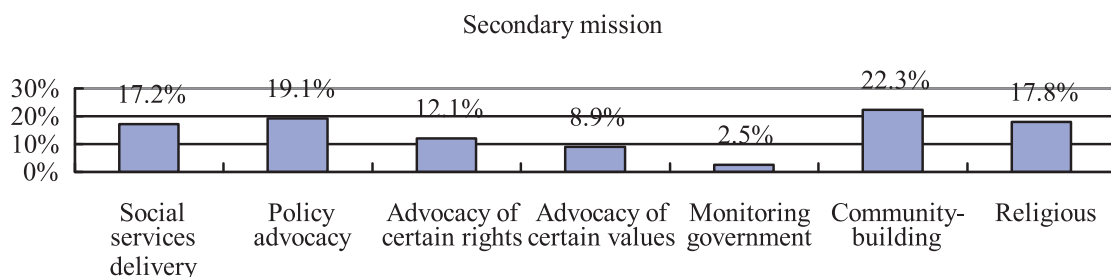
Chart 4: Frequency Distribution of Service Target Groups
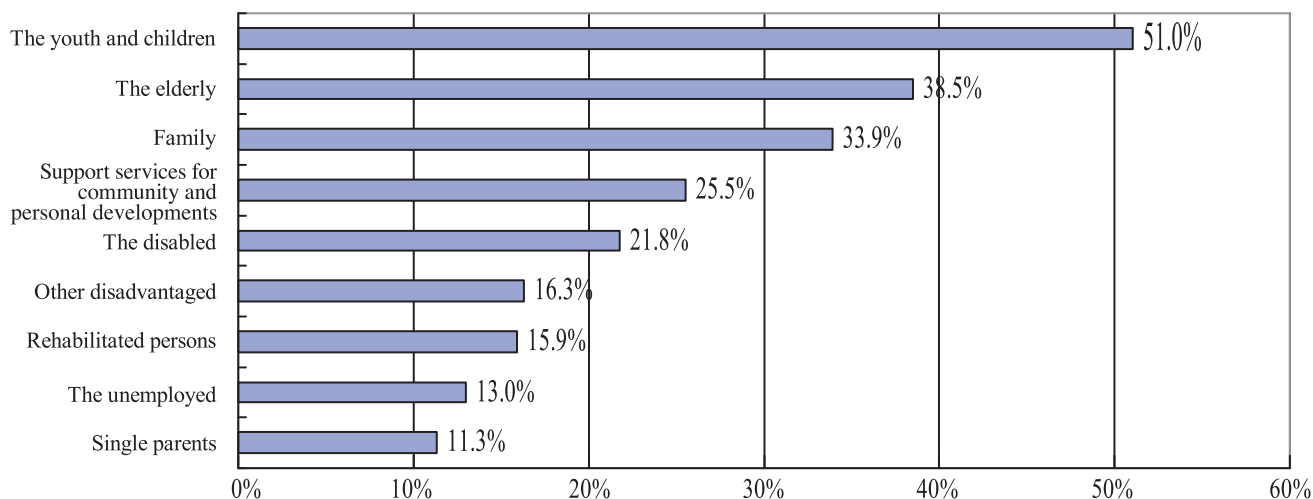
18.   Even though about 40 percent of SSOs quoted some kind of advocacy (policy, rights or values) as their secondary mission, the level of SSO-based activism was fairly low. In the last twelve months, less than 34 percent of SSOs participated in advocacy activities. Most of those SSO-based advocacy activities were in mild forms such as proposals to the government (27.2 percent) and holding press conferences (14.6 percent). Only 11.3 percent protested (Chart 5). Just a small portion of SSOs publicised their advocacy activities, through mainly advertisement (13 percent) and membership networks (12.1 percent). There was no dominant issue of advocacy in the social service sector last year. Instead, those SSOs which had advocated reported a wide range of issues concerning SSOs' service targets or other social policies, e.g. services for the elderly, reduction of transport fares for the disabled, domestic violence, or protests against the lump sum grant system.

Chart 5: Frequency Distribution Advocacy Activities by SSOs in Last Twelve Months
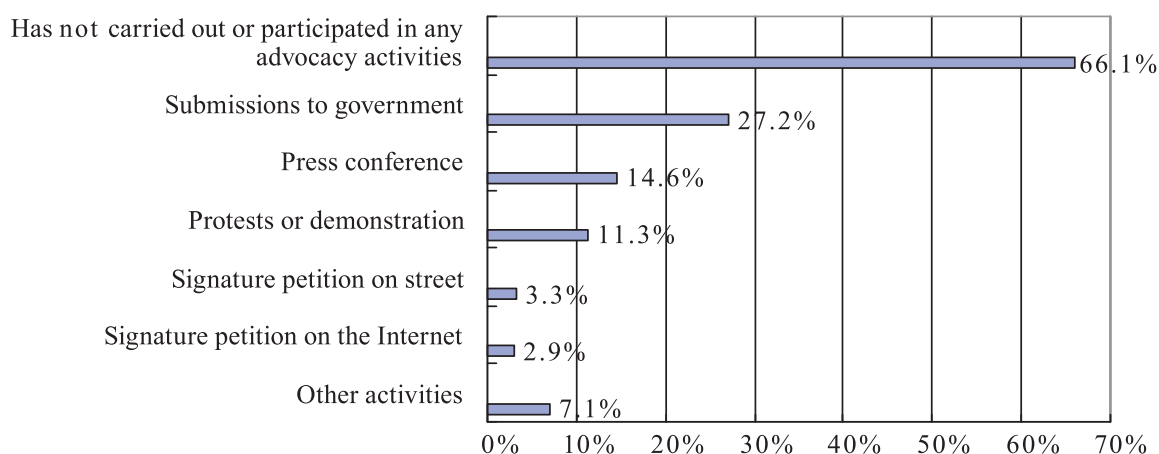
Well-established Entities, Proper Governance

19.   Hong Kong SSOs were mostly well established with a fairly long history and were formally organized with governing boards. Most SSOs (61.9 percent) were set up more than twenty years ago. Nearly one-third (29.3 percent) have operated for more than 40 years; and a few (3 percent) have already celebrated their centennial anniversaries (Chart 6). Most (53.1 percent) are legal entities under the Companies Ordinance, reflecting an absence of legal framework tailored for CSOs in Hong Kong; others (36.4 percent) were set up under the Societies Ordnance and a minority (4.7 percent) are statutory organizations (all having a history of over 40 years) under specific legislations (Chart 7). The vast majority (88.7 percent) established a governing board, with an average of 14 directors (Chart 8).   Most SSO boards have set up committees under them and meet on average 6 times a year. Most SSOs put in place some mechanisms for accountability to their members through annual reports or reports on issues (89.6 percent), annual meeting(s) (85.6 percent), regular newsletters (85.6 percent), financial reports (82.2 percent) and other regular meetings (68.8 percent) (Chart 9).   Most SSOs (81.6 percent) stated that they made annual financial reports public. However, our research team found that only one-third of SSOs provide financial information on their websites.

Chart 6: Frequency Distribution of Years of History
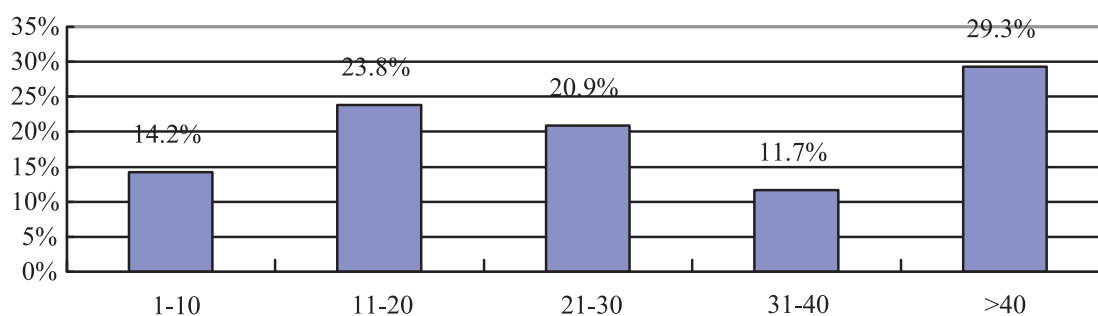
Chart 7: Frequency Distribution of Legal Instruments for Establishment
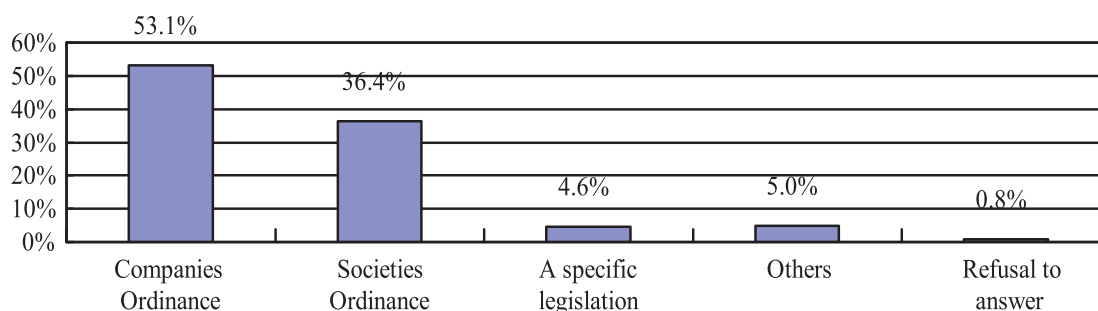
Chart 8: Frequency Distribution of the Number of SSO Board Directors
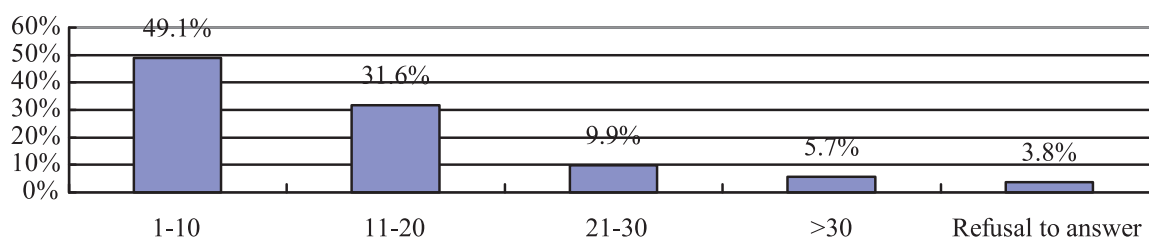
Chart 9: Frequency Distribution of SSO Accountability Mechanisms

Mechanism	Percentage
Provide annual report/review	89.6%
Hold annual meetings	85.6%
Issue regular newsletters	85.6%
Provide financial reports	82.2%
Hold regular meetings	68.8%
Other forms of communication	28.7%
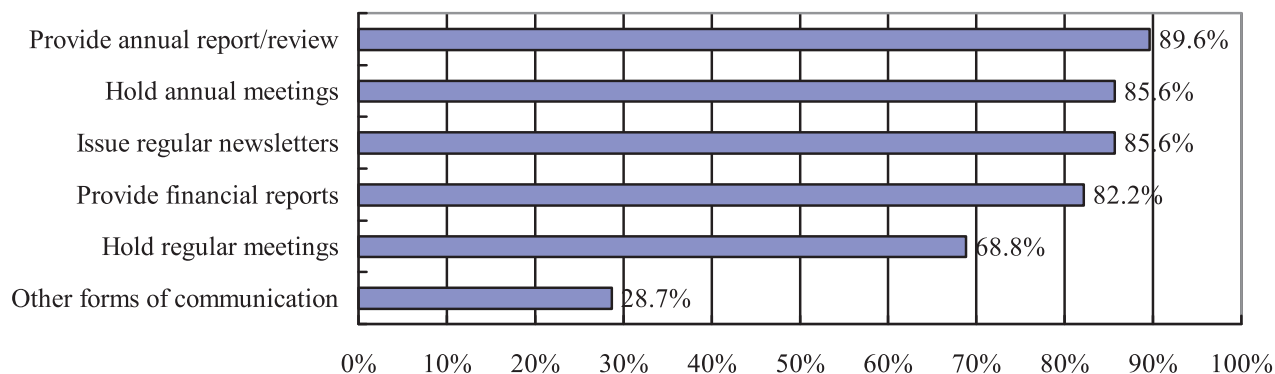
VI. Financial and Manpower Capacity

20.   In this part of our study, we rely on quantitative data collected from various sources, including our survey, SSO websites and a directory published by HKCSS. It should be noted that since the respondents of the questionnaire survey are all senior managers of the SSO and that many of our questions are about subjective perceptions, our results may be biased in favour of the management's opinion.

Stable Finance, Heavy Reliance on Government

21.   According to the self-reported data published in the *Directory of Social Services Organizations in Hong Kong 2009* published by the HKCSS[13], the total income of 270 social service CSOs in the last financial year was about HK$ 14.5 billion, or an average of HK$ 54 million per SSO. There was a huge gap between big and small SSOs, with self-reported total incomes ranging from just HK$ 48,000 to over HK$ 900 million (see Table 3). Nearly half of the SSOs (43.7 percent) have a relatively small annual budget of below $4.9 million. The non-profit social service sector's heavy reliance on government subvention can be graphically depicted in the Funding Network constructed on the basis of the data from the *Directory of Social Services Organizations in Hong Kong 2009* (Graph 1). The Funding Network presents the patterns of ties between SSOs and funding institutions. Graph 1 shows that the most important funding institution is in SWD (for both recurrent and project funding). The pattern has not changed much since 2005 (as compared to the funding network graph for 2005 in Appendix D.) However, SSOs of different ages have different levels of financial dependence. Our analysis shows a positive correlation between age and government funding such that older SSOs received more government funding than younger ones (established less than 20 years ago); and older SSOs have a higher percentage of funding from the government than those aged 20 years or less. Moreover, the younger a SSO, the less amount of government funding it received. The mean amount of government funding for SSOs that are younger than 15 years (HK$1,586,794) is smaller than those between 15 and 20 years (HK$2,008,964).

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13   We wish to emphasis that the data used the analysis in paragraph 23, Table 3 and Graph 1 comes from the HKCSS Directory 2009, not from our survey. Since our definition of SSOs is slightly different from the one adopted in the HKCSS Directory 2009, not all the data published in the Directory was included in the analysis presented here.

Table 3: Frequency Distribution of SSOs' Annual Income Bands[14]

Total Income in the Last Financial Year (HK$)	No. of SSO (%)
Over 500 million	5 (1.85%)
Between $300 and 499 million	6 (2.22%)
Between $100 and 299 million	30 (11.11%)
Between $50 and 99 million	17 (6.30%)
Between $10 and 49 million	53 (19.63%)
Between $5 and 9.9 million	41 (15.19%)
Below $ 4.9 million	118 (43.7%)
Total	**270 (100%)**

22.   In the survey, we sought views from heads of the SSO management on their financial aspects. Most of them agreed or strongly agreed that they had sufficient (59.5 percent) and stable financial resources (64.8 percent) for achieving their missions; and that they could flexibly use their funding (70.3 percent) in the last financial year (Chart 10). Behind the overall satisfaction in the sector, SSOs of different ages, clientele sizes, and service areas faced different financial situations. SSOs which disagreed that they had sufficient and stable financial resources tended to be younger (27 and 20 years old on average, respectively), smaller in clientele size (6,990 persons on average), and provided services to families, single parents, minorities, and communities. SSOs which did not feel they could flexibly use their funding tended to be older (37 years old on average), larger in clientele size (10,211 persons on average), and provided services to the youth, families, elderly, and single parents.

23.   Meanwhile, 53.6 percent of SSOs found insufficient donations for achieving their purposes (Chart 11). Such inconsistent views that on the one hand SSOs are satisfied with overall funding but on the other hand they did not have enough donations may mean that SSOs encountered difficulties in diversifying their funding base to non-government sources.

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14   Please note that the data in this table comes from the HKCSS' *Directory of Social Service Organizations 2009*, <u>not</u> from our survey. The total number of SSOs in this table is 270.

Graph 1: Funding Network of Social Service Organizations

Blue nodes denote major funding institutions: Social Welfare Department (SWD), Community Chest (CC) and Jockey Club (JC). Red dots are the funding receiving SSOs. The relative size of blue nodes represents the strength of connection between the funders and recipients in terms of the total number of connections. In addition to funding institutions, SSOs obtain funding from donations and internal incomes (e.g. membership fees, sales and services and investments).

Chart 10: Self-evaluation of Financial Situation

Whether the organization agrees with the following descriptions in the last financial year

	Very much agree	Agree	Neutral/No comment	Disagree	Disagree very much
Has adequate financial resources to support the fulfilment of the established missions	10.5%	49.0%	7.5%	28.0%	5.0%
Has stable financial sources	7.5%	57.3%	5.9%	25.1%	4.2%
Can utilize financial resources in a flexible manner	10.0%	60.3%	11.3%	17.6%	0.8%
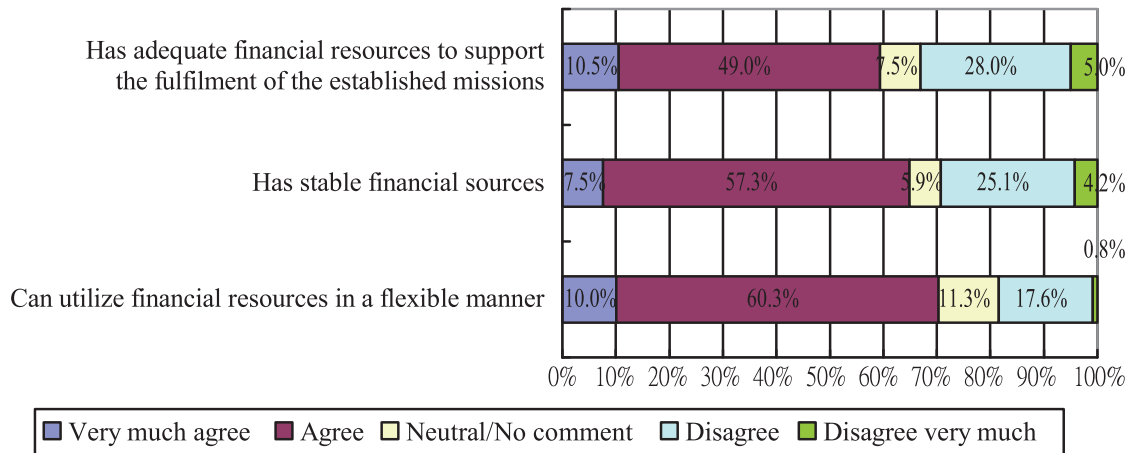
Chart 11: Self-evaluation of Donation Status

Do you think your organization has enough donors to deliver the organization's missions?

The organization has enough donors to deliver the organizations' mission	13.0%	15.5%	45.2%	8.4%	17.6%	0.4%

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

■ Adequate ■ Just adequate □ Not adequate
□ Seriously inadequate ■ Not applicable ■ Refusal to answer
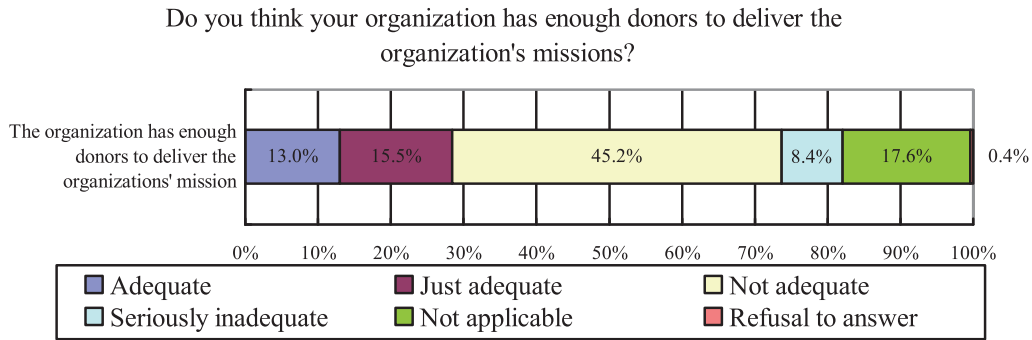
Sufficient Manpower for Service But Not for Advocacy

24.   Overall, more than half of our survey respondents agreed or strongly agreed that their organizations had sufficient manpower to fulfil their purpose of social service provision in terms of quantity (54.5 percent) and professional competence (74.5 percent). Particularly, SSOs that were older (33 on average) and provided services to the youth, elderly, disabled, unemployed, families, and single parents agreed that they had sufficient manpower to fulfil their social service provision in terms of quantity. Disproportionally more younger SSOs (26 years old on average) found they had insufficient manpower. On the contrary, only a few SSOs (15.5 percent) with advocacy functions thought that their personnel, whether full-time, part-time or voluntary, were sufficient for advocacy purposes (Charts 12 and 13). For those younger advocacy SSOs of 10 years old or below, the challenge seemed more serious, and 38.2 percent of them mentioned inadequate or very inadequate advocacy manpower. SSOs which provide services to the minorities also found inadequate advocacy manpower.

Chart 12: Self-evaluation of Adequacy in Manpower and Facilities

Do you think...

	Adequate	Just adequate	Not adequate	Seriously inadequate	Not applicable	Refusal to answer
Your organization has enough number of staff to deliver the intended advocacy	6.7%	8.8%	23.8%	3.8%	56.5%	0.4%
Your organization has enough number of staff to deliver the intended social service	20.9%	33.5%	36.0%	4.2%	4.6%	0.8%
The service employees possess adequate professional skills to fulfill the established social service objectives	41.4%	33.1%	17.6%	1.7%	5.9%	0.4%
The facilities of the organizarion are adequate for fulfilling the intended social service targets	23.0%	29.7%	37.7%	2.1%	7.1%	0.4%

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

■ Adequate ■ Just adequate □ Not adequate □ Seriously inadequate ■ Not applicable ■ Refusal to answer

Chart 13: Advocacy Personnel of SSOs

Category	Percentage
Full time advocacy staff	15.1%
Part time advocacy staff	4.6%
Hired external consultants	2.1%
Volunteers working on advocacy and research	6.3%
No staff specifically working on advocacy and research	20.1%
Not applicable, advocacy is not a purpose of our organization	57.3%

0% 10% 20% 30% 40% 50% 60% 70%

VII.   Capacity of Mobilization

Strong on Mobilizing Volunteers but Less on Donors

25.   Hong Kong SSOs can mobilize a fairly large amount of volunteers. From our survey, each SSO had an average of 813 volunteers during the past twelve months. One-fifth could mobilize more than 500 volunteers. A few mobilized more than 10,000 and up to 67,000 volunteers (Chart 14a). More than half (56.1 percent) kept records of regular volunteers, with an average of 1,355 volunteers. Of the surveyed heads of SSO management, about half (49.4 percent) considered their pool of volunteers as sufficient and more than half (58.3 percent) believed that they provided enough training for volunteers. But slightly more of those SSOs below 10 years old (53.8 percent) found an insufficient number of volunteers.

26.   On the other hand, SSOs were less successful with soliciting donations. Most found their donations insufficient (Chart 11). Only one-third managed listings of regular donors, with an average of 315 donors (Chart 14a-b). In particular, SSOs which reported insufficient donations tended to be younger (27 years old on average), smaller in clientele size (4,680 persons on average), and provided services to the disabled, unemployed, families, and minorities.

Traditional Fund Raising

27.   Hong Kong SSOs employed mainly traditional methods and little information technology (IT) to solicit donations. 62 percent of SSOs had raised funds in the last twelve months; and the most popular fund-raising activity was charity flag days (Chart 15). Only one-third (33.9 percent) used IT, mainly the Internet, to raise donations; and just one-third of those whose had used IT considered it effective. SSOs that had raised funds in the last twelve months tended to be younger (usually less than 20 years old) and larger in the clientele size.

Chart 14a: Frequency Distribution of Volunteers Recruited by SSOs

Number of volunteers who participated in the organization's work in the last 12 months
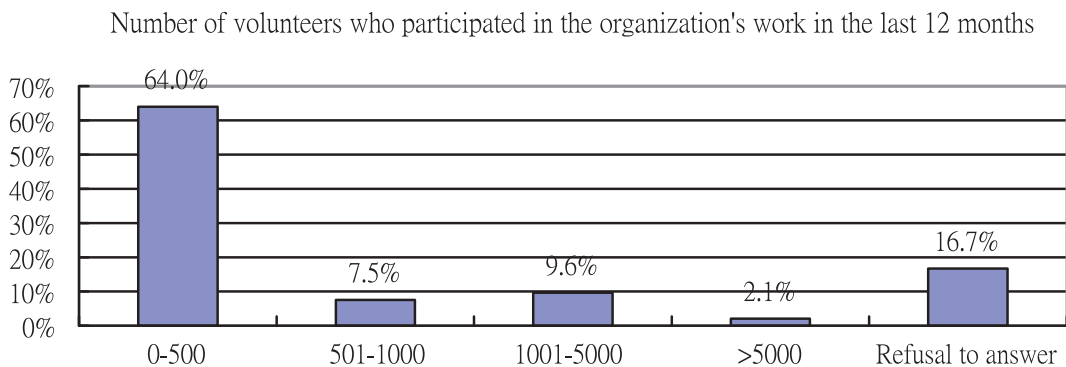
Chart 14b: Frequency Distribution of SSOs which Keep Lists of Volunteers and Donors
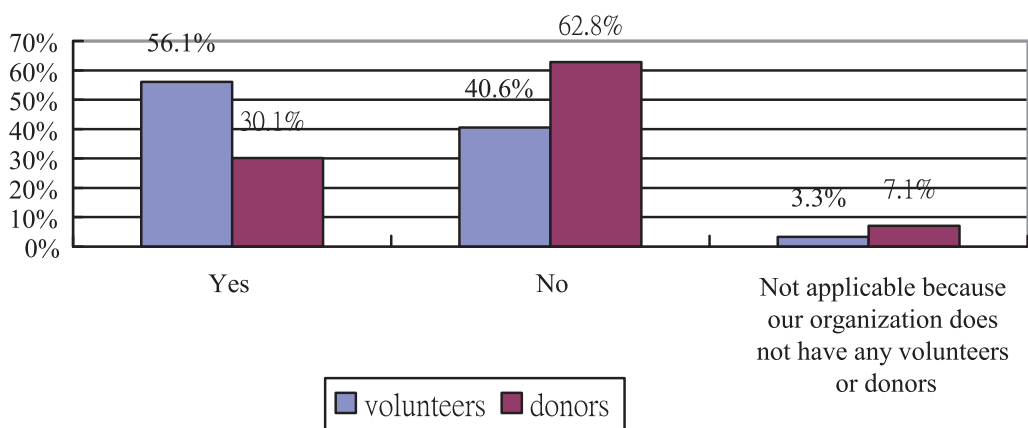
Chart 15: Frequency Distribution of SSO Fund Raising Events in the Last Twelve Months

Types of events	
Flag Day	45.9%
Fund-raising dinner	12.8%
Charity shows on TV	2.7%
Small-scale fund-raising carnival	20.3%
District/ estate-based charity activities	17.6%
Lottery tickets	25.7%
Fund-raising on street	20.9%
Others	33.1%

Distribution of channels for fund raising message	
Members's networks	45.3%
Advertisement	5.4%
Mass media	8.8%
Email/ SMS	10.1%
Mail	21.6%
Promotion on street	4.1%
Others	1.4%

VIII. Social Service CSO Network

A Scattered Network

28.   The level of collaboration and networking within a civil society sector is an important indicator of the sector's capacity to pursue its missions and develop further. To understand how strong the Hong Kong SSOs are collaborating among themselves, we present three related analyses.

29.   First, in our survey about half of the SSOs (52.3 percent) reported that they cooperated with peer CSOs to provide social services and had regular interchange with each other (58.2 percent). That means about half of the organizations in the social service sector basically serve on their own with little exchange and collaboration with their peer groups. Collaboration among SSOs in advocacy was even less, only 28 percent (Chart 16). Meanwhile, a majority (65.2 percent) did not see competition in soliciting financial or manpower resources among SSOs (Chart 16). However, older SSOs (35 years old on average) and larger clientele size SSOs (46,593 persons on average) admitted to the existence of competition among their peers.

30.   Second, we compared the answers provided by different groups of SSOs to the questions on collaboration within the sector and concluded that organizational age and size are related to peer group collaboration. The analysis found that SSOs of 30 and 31 years old on average respectively and SSOs of larger clientele size (62,073 and 37,393 on average, respectively) are more likely to collaborate with peer CSOs in providing either advocacy activities or social services. However, SSOs of 30 years old or less on average do not collaborate with their peers on a regular basis while SSOs with larger clientele size (32,631 persons on average) and older (32 years old or more on average) collaborated with their peers on a more regular basis. SSOs that provide services to the unemployed, minorities, families, single parents, and community are more likely to collaborate with peer CSOs in providing advocacy activities whereas those that provide services to the youth, elderly, and disabled are less likely to do so.

31.   Third, we employed the technique of network analysis to examine the patterns of collaboration as reported by SSOs so as to identify strengths and weaknesses in their peer networking.   We asked SSOs who said they collaborated with peer groups in providing social service to name their partners (see survey question no. 26(ii) in Appendix B). Using such data, we constructed a network of cooperation in the provision of social services (Graph 2). Individual SSOs are represented by nodes and relationships between two SSOs are indicated by ties. Although 52.3 percent (114) of SSOs reported that they collaborated with the other SSOs in delivering social services, only 68 out of 114 organizations (60 percent) identified or have been identified by their specific names as collaborators.[15] The cooperation network is therefore a composite of those 68 SSOs and is consisted of three major clusters (one of which centred around the umbrella organization), 13 pairs and 3 cliques. This SSO Cooperation Network appears to be relatively scattered with a high percentage of isolated members 112 members (62 percent). More importantly, it implies clients served within this social service provision might need to develop a set of personal survival strategies and search for appropriate social services on their own in order to "make ends meet."[16]

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15   In this survey question, 112 SSOs (isolates) reported that they have no cooperation with peers. We treated those SSOs (57) that reported cooperation with peers but did not provide specific names of partners as missing. So, it is important to note that the total number of cooperation relationships presented in the graph might be underestimated.

16   Go to P.32

32.   We identified the core members (8, 5 percent) and periphery members (60, 33 percent) within the SSOs cooperation network. The core members are ones which have at least three ties with other SSOs whereas the periphery members are ones which have less than three ties with the others. We found no significant distinction in the organizational characteristics (age and size) of those periphery members. However, we found that core members within the SSO cooperation network tend to be older and have larger a clientele size. A majority of them provide multiple services and this might explain why relatively more relationships are formed with their peer SSOs.

33.   Using information published on the SSO websites, we conducted another network analysis on the pattern of interlocking directorates among the top SSOs defined as those with a budget of over $50 million[17] (Graph 3). This is another way to examine the collaboration among SSOs through board governance. Inter-board membership sharing is important because organizations could exchange knowledge and experiences through the sharing of board members. Also, inter-board membership is important for laying foundations to form more institutionalized relationships.
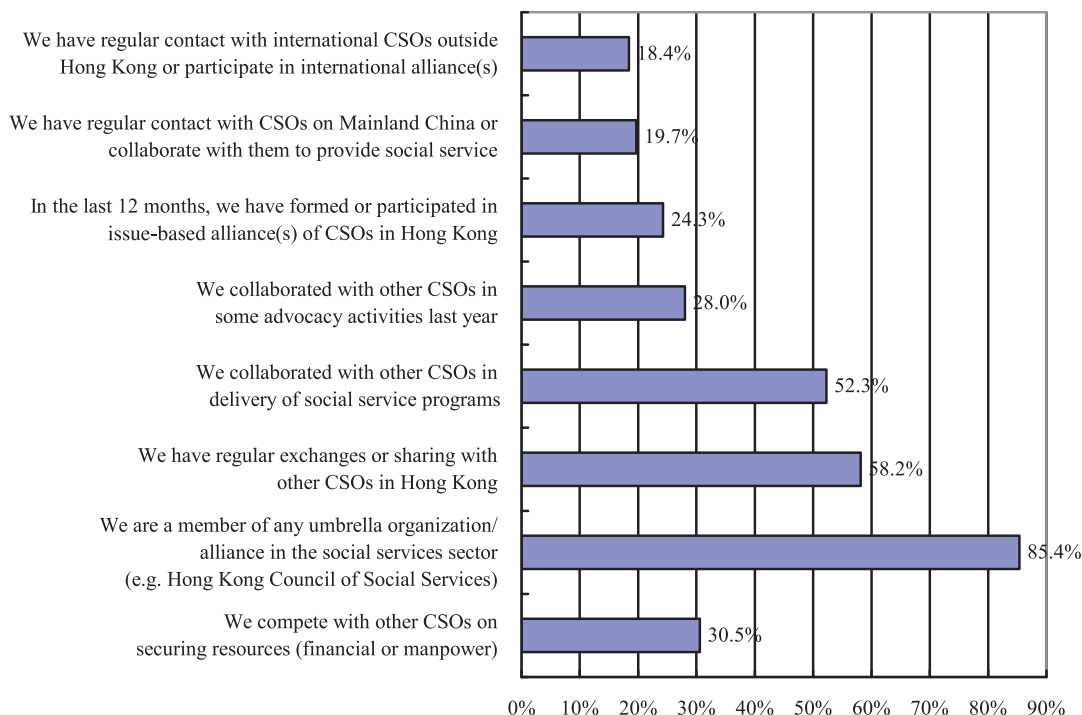
34.   In Graph 3, five core actors in the inter-board network are identified (red nodes) as sharing at least four directors with other SSOs. A common characteristic is that they are all older SSOs. Four of them are over 50 years old and one over 30 years old. Three of the top five had a Christian background, but it is not conclusive that religious background is relevant in terms of sharing directors. Our analysis also identified 16 isolates, representing 34 percent of the top SSOs, which had no shared directorship with other SSOs. In other words, about 63 percent of the top SSOs have some degree of knowledge exchange and experience sharing with other SSOs in the current network.

35.   All three of the analyses above pointed to a common theme that collaboration among SSOs is neither strong nor sophisticated. Meanwhile, competition is not fierce either. The peer network pattern is scattered and is concentrated mostly among certain older and bigger organizations. Many SSOs appear to serve their clients "alone" with limited interactions with peers.

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16   Usually, cooperative relationships are formed based on referring clients among social service organizations . In a well-connected social service provision, different needs from clients can be addressed by referring. However, in a fragmented network, clients will have to search for services by themselves. See Reingold, D. and H. Liu. 2009. "Do Poverty Attitudes of Social Service Agency Directors Influence Organizational Behavior?" *Nonprofit and Voluntary Sector Quarterly,* Vol. 38, No. 2, 307-332. Edin, Kathryn, and Laura Lein. 1997. *Making Ends Meet: How Single Mothers Survive Welfare and Low-Wage Work.* New York: Russell Sage.

17   We located 47 top SSOs which have an annual budget of over $50 million and also provide information of board membership on their websites. The financial income data is based on the *Directory of Social Services Organizations in Hong Kong 2009,* Hong Kong: Hong Kong Council of Social Service (HKCSS). The Directory shows the financial data as reported by the organizations under a survey conducted by the HKCSS in 2009. The figures are supposedly from the previous financial year of the reporting organizations. (There should be around 55 SSOs with an annual budget of over $50 million but some of them provide no information or insufficient information of board membership on their websites.)

Chart 16:   Forms of SSO Relationship with Other CSOs

Category	Percentage
We have regular contact with international CSOs outside Hong Kong or participate in international alliance(s)	18.4%
We have regular contact with CSOs on Mainland China or collaborate with them to provide social service	19.7%
In the last 12 months, we have formed or participated in issue-based alliance(s) of CSOs in Hong Kong	24.3%
We collaborated with other CSOs in some advocacy activities last year	28.0%
We collaborated with other CSOs in delivery of social service programs	52.3%
We have regular exchanges or sharing with other CSOs in Hong Kong	58.2%
We are a member of any umbrella organization/ alliance in the social services sector (e.g. Hong Kong Council of Social Services)	85.4%
We compete with other CSOs on securing resources (financial or manpower)	30.5%

Moderate Level of Participation in Umbrella Organization

36.   With an umbrella organization for SSOs, one should expect more structured collaboration in the social service sector than many other civil society sectors. A vast majority of SSOs (85.4 percent) are members of an umbrella body, mainly the HKCSS. On average, SSO members joined 4.8 of the umbrella body's activities; and 42.6 percent joined in on one to three activities in the last year. 37.2 percent of our respondents stated that they "supported the umbrella body's specific policy proposals to the government" (Chart 18)[18]. Disproportionally more older SSOs (of 40 years old or above) supported the HKCSS proposals than younger SSOs. This finding may not necessarily mean that SSOs do not want the umbrella organization to be an advocate on their behalf. According to the HKCSS' own surveys in the past years, its members consistently expect the Council to advocate on their behalf.[19] Reading our and the HKCSS' surveys together may lead to two interpretations. First, SSO members wanted the umbrella organization to do advocacy but they may have differed on priorities and positions. In fact, the diversity of advocacy agendas of SSOs is reflected in our survey (see also paragraph 20). Second, this may indicate that the HKCSS members generally expect the Council to take up an active advocacy role but not many of them participate actively in the process. The government's termination of the process of 5-year social service planning may have undermined the influence of the HKCSS as a platform for the sector's advocacy (see also paragraph 11.)
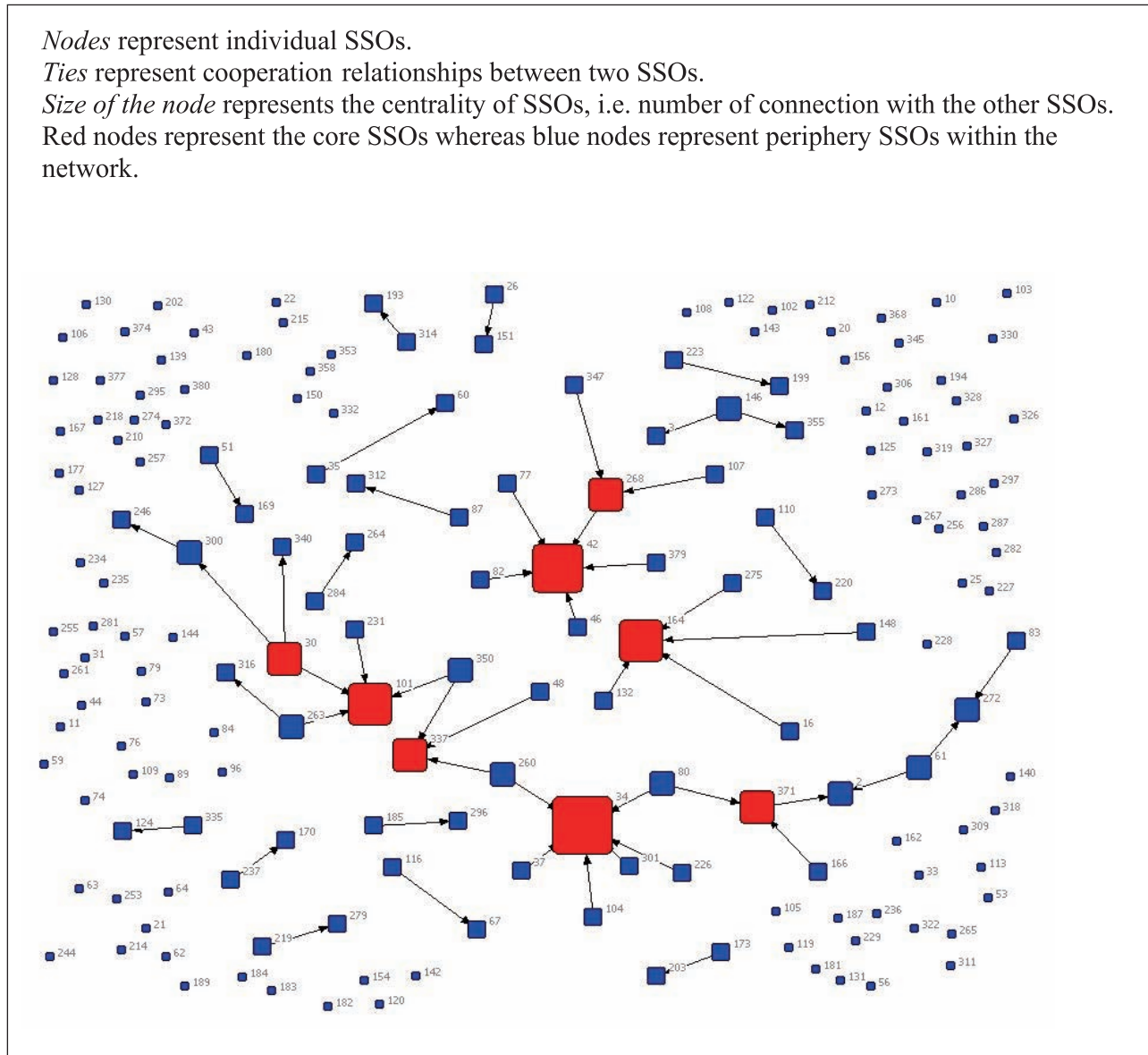
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18   Our survey question does not specify what form of "support" – whether it is support by way of formal participation or endorsement or general support of the ideas in a proposal. Hence, respondents may interpret differently if they need to pledge formally as their "support" for an HKCSS policy proposal.

19   HKCSS conducted membership surveys in 2005 and 2007. In those surveys, the respondents ranked (under a scoring scheme of 1 to 6) the role of advocacy as number three (mean score at 5.2 in both surveys) in importance among 19 tasks of the Council .

37.   Cooperation among SSOs in pursuing advocacy was much weaker. In the last twelve months, only 28 percent of them cooperated in advocacy activities and 24.3 percent joined alliances with other CSOs on issues (Chart 16). Hong Kong SSOs seldom had regular exchanges or cooperation with international (18.4 percent) or mainland CSOs (19.7 percent).

Graph 2: Cooperation Network of Social Service Organizations

Nodes represent individual SSOs.
Ties represent cooperation relationships between two SSOs.
Size of the node represents the centrality of SSOs, i.e. number of connection with the other SSOs.
Red nodes represent the core SSOs whereas blue nodes represent periphery SSOs within the network.

Graph 3: Governance Network - Interlocking Directorate Network Among Top SSOs

Each node represents an SSO. Red nodes are those SSOs sharing at least four directors with peer CSOs. This graph shows how the organizations are linked with each other, and the relative size of each node represents the number of shared directors with other SSOs. The isolates are the non-connected blue nodes on the side.
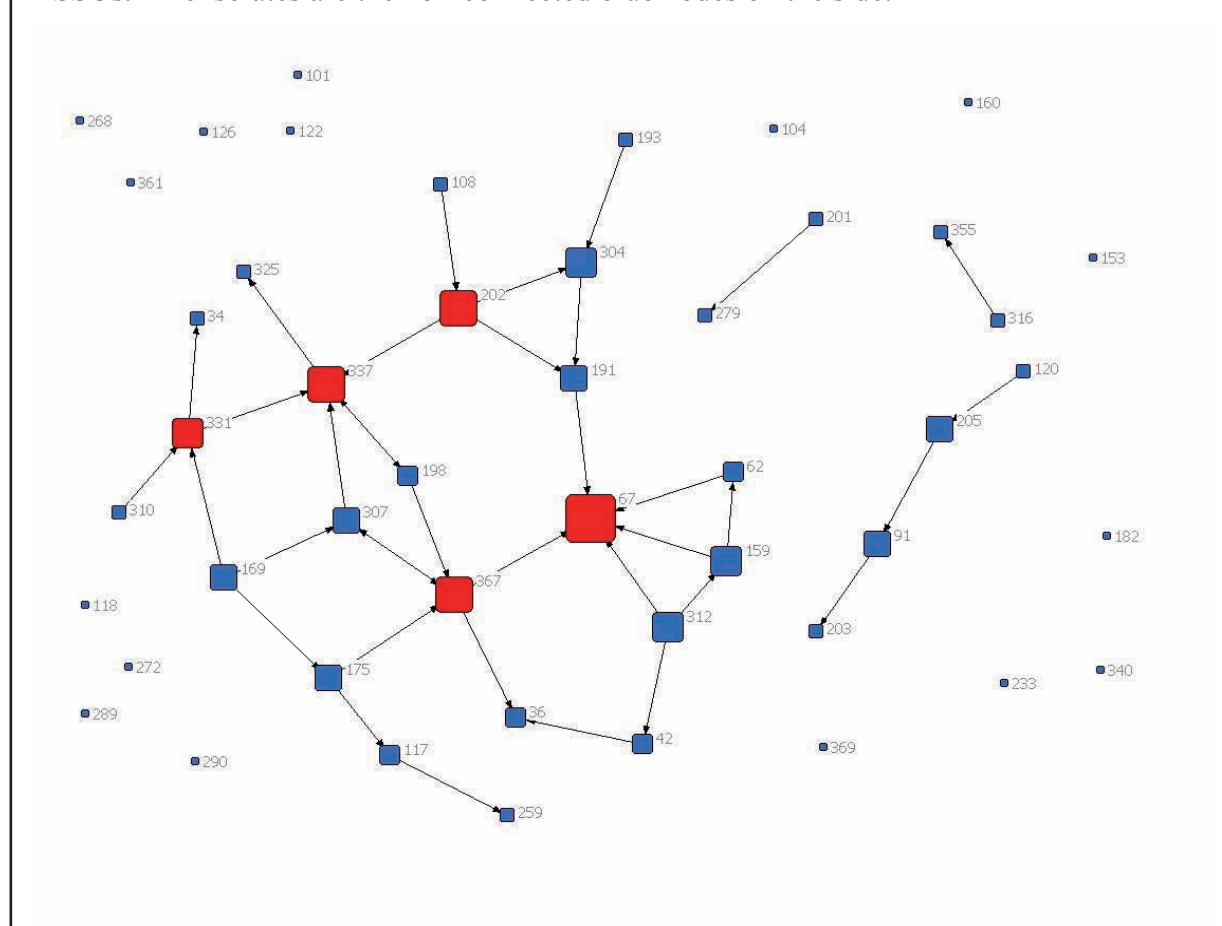
IX. Social Service CSO and Government Relationships

Operationally Independent, Limited Monitoring

38.   Despite a high level of financial reliance on the government, a vast majority of the SSO management heads (88.3 percent) considered that they operated autonomously or very autonomously and were free from government intervention. In particular, we found SSOs that are younger (31 years old on average), have larger clientele size (24,123 persons on average), and provide services to the elderly and disabled tend to enjoy more autonomy. For those SSOs considering themselves to be not so autonomous, they tend to be older organizations with an average age of 39. Meanwhile, most SSOs believed that they had a good or very good relationship with Hong Kong SAR officials and the mutual trust with each other stayed largely the same or increased (73.7 percent) in the last five years (Chart 17a-c). This is true for SSOs that provide multiple services, as well as those that provide services to the youth and minorities. Relatively few found their level of mutual trust with the government decreased over the past five years, and these SSOs tended to be older, with an average age of 37. In the last twelve months, about 40 percent of SSOs participated in the government consultative mechanism in different forms: district committees

(43.1 percent), submission of proposals to the government (40.2 percent) or having been consulted by the government (38.5 percent) (Chart 18). Although 65.7 percent of SSOs said they should monitor the government's social services and policies, only 20.3 percent believed they had carried out this role effectively (Chart 19).

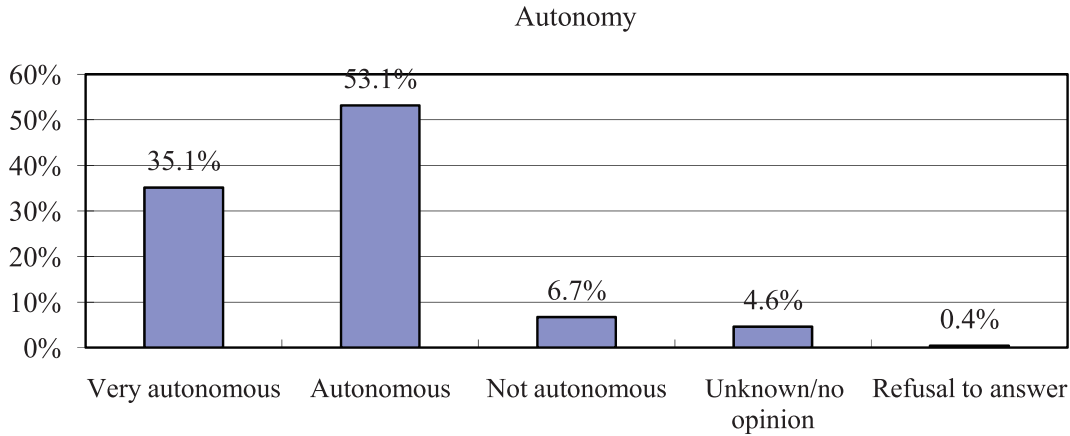**Chart 17a: Frequency Distribution of Views on Autonomy**

Autonomy

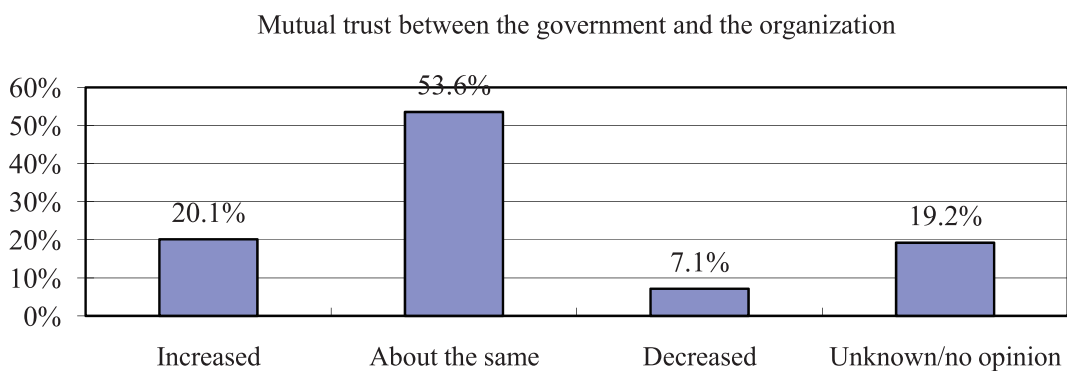**Chart 17b: Frequency Distribution of Views on Mutual Trust with Government**

Mutual trust between the government and the organization

Chart 17c: Frequency Distribution of Views on Relationship with Government Officials

Relationship with HKSAR officials
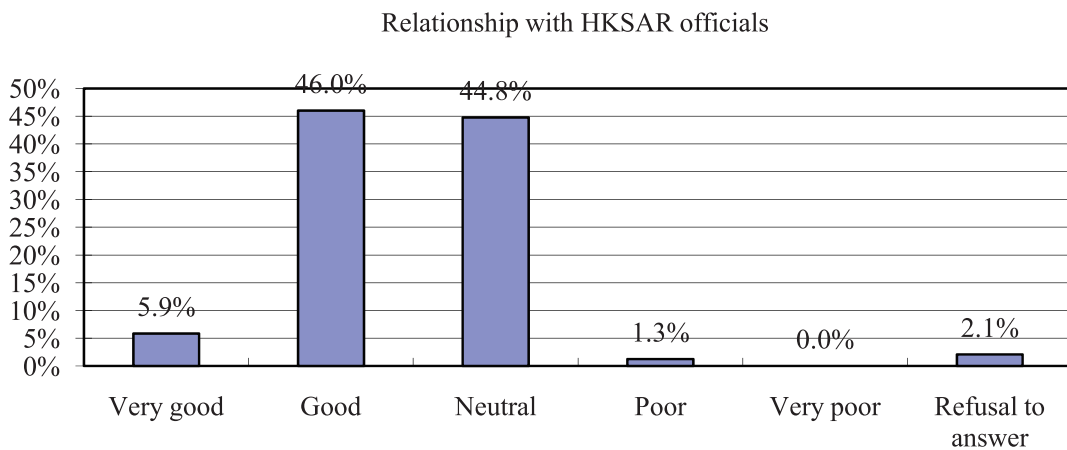
Chart 18: Interactions Between SSOs and Government

We are represented in district-level coordination groups/committees — 43.1%

We made submissions to the government on certain policy issues — 40.2%

The government officials consulted our organization on certain policy issues — 38.5%

We supported the HKCSS' submissions to the government on certain policy issues — 37.2%

(Axis: 34% 36% 38% 40% 42% 44%)
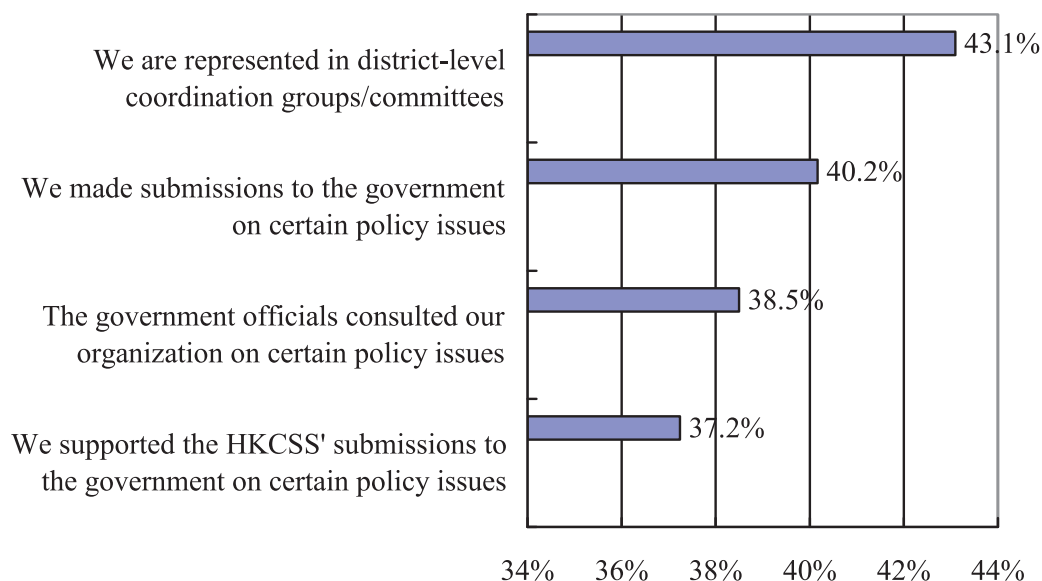
Chart 19: SSOs' Views on the Role of Monitoring Government and Its Effectiveness

The organization should play a monitory role

	Yes	No	Refusal to answer
%	65.7%	28.9%	5.4%

(Axis: 0%–70%)

Effectiveness of the organization's monitory role

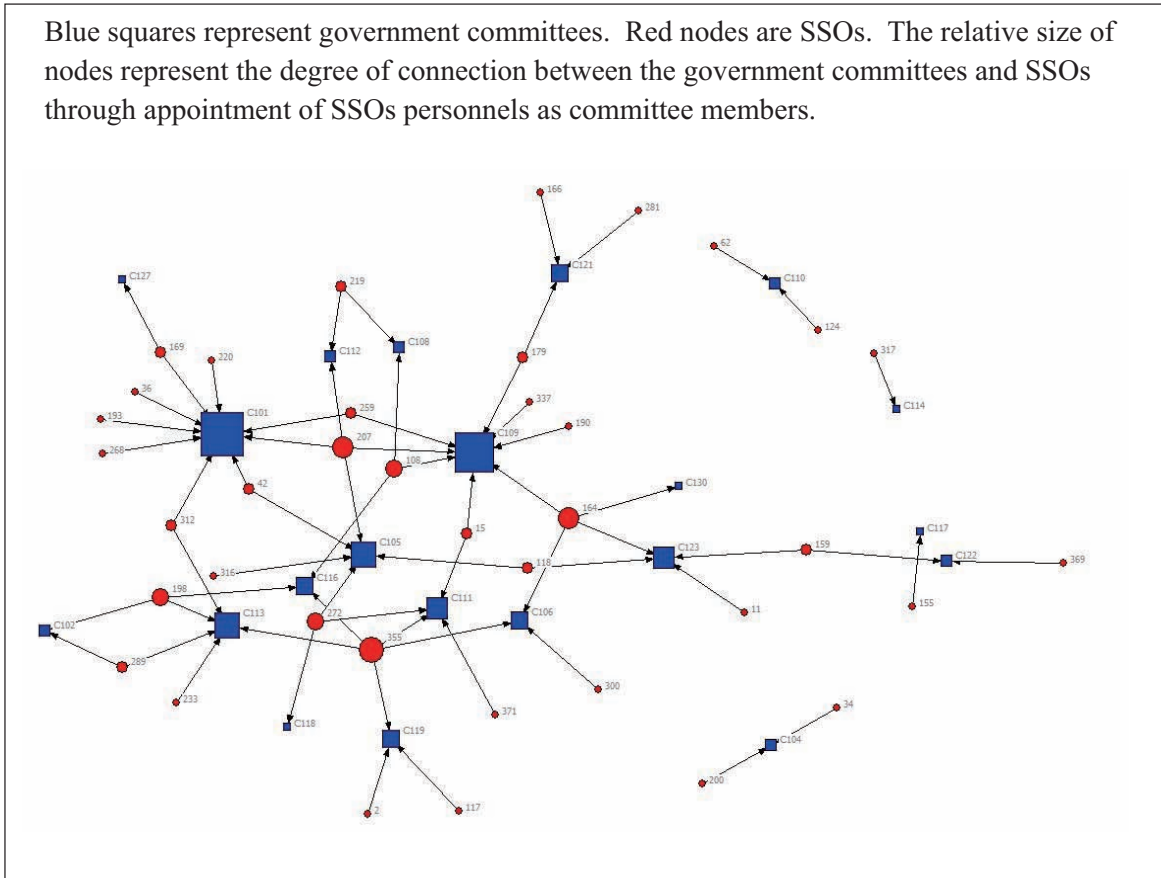| Very effective	Effective	Ineffective	Very ineffective	Unknown/no opinion
0.6%	19.7%	28.7%	4.5%	46.5%

(Axis: 0%–50%)
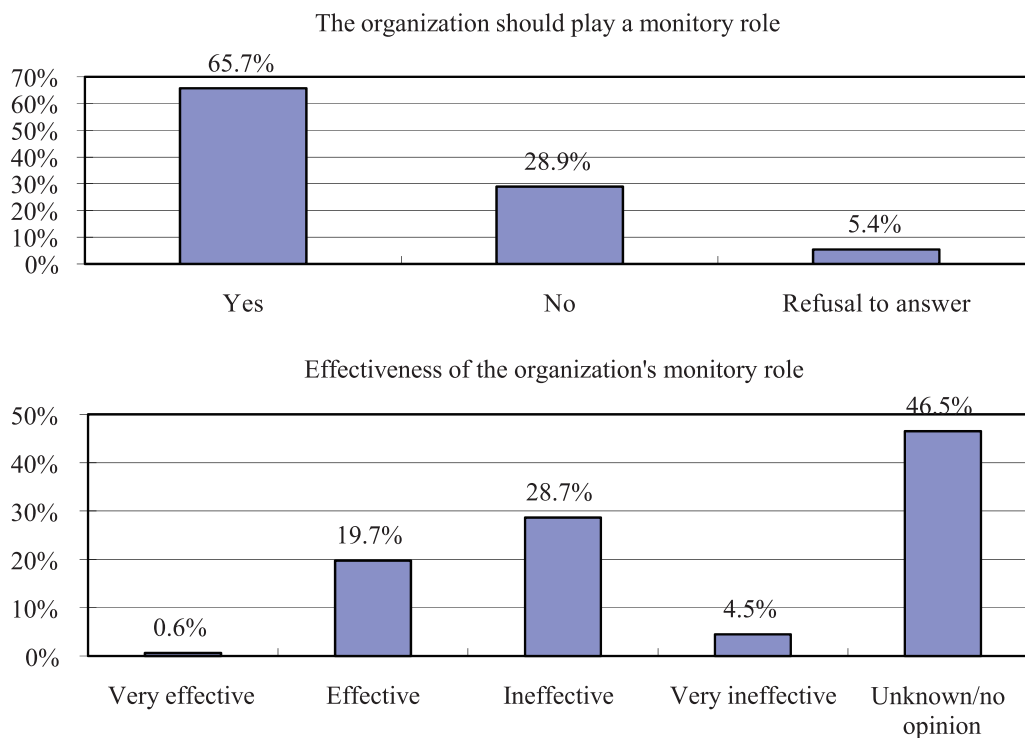
Bigger and Older Organizations Have Closer Relationships to Government

39.   In addition to the survey, we analyzed SSOs' association with 21 government advisory committees relating to social welfare[20] by tracing those committee members who are either a board director or employee of any SSO. We found that a high portion of government committee members associated with an SSO came from bigger and older SSOs. Government committee members associated with 38 SSOs, with 22 of them being the top SSOs as shown in Graph 4. From the survey, it was also noted that SSOs aged 40 and above rated more favourably their relationship with government officials; and none of those 20-years-old or above rated their government relationship unfavourably.

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20   Footnote on P.38

40.   Combining survey data and website information of 21 government committees in the social service provision, we constructed a government committee network of SSO "representatives". In Graph 4, individual SSOs are represented by circle nodes and government committees are represented by square nodes. Relationships between SSOs representatives and government committees are indicated by ties. The Committee Network has five clusters (one large cluster which connects a majority of the SSOs and four small clusters). It indicates some degree of fragmentation, but most of the SSOs are connected to the main government committees. Separately, from the responses to our survey (see survey question 29 (iii) in Appendix B), we found that disproportionally more SSOs of 20 years or above said they were represented on government committees at district level than other SSOs. Their average age was 34.

Graph 4: Government Committee Network

Blue squares represent government committees. Red nodes are SSOs. The relative size of nodes represent the degree of connection between the government committees and SSOs through appointment of SSOs personnels as committee members.

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20   The 21 government committees are: Social Welfare Advisory Committee, Lotteries Fund Advisory Committee, Traffic Accident Victims Assistance (TAVA) Advisory Committee, Advisory Committee on Social Work Training and Manpower Planning, Steering Committee on Promotion of Volunteer Service, Criminal and Law Enforcement Injuries Compensation (CLEIC) Boards, Appeal Board for Standardized Assessment for Residential Services for People with Disabilities, Committee on Services for Youth at Risk, Advisory Committee on Enhancing Employment of People with Disabilities, Hong Kong Paralympians Fund Management Committee, Elderly Commission, Advisory Committee of 'The Opportunities for the Elderly Project', Joint Committee on Information Technology for the Social Welfare Sector, Committee on Financial Assistance for Family Members of those who Sacrifice their Lives to Save Others, Committee on Trust Fund for SARS, Community Investment and Inclusion Fund Committee, Guardianship Board, Hong Kong War Memorial Pensions Advisory Committee, Rehabilitation Advisory Committee, Manpower Development Committee, Skills Upgrading Scheme Steering Committee.
      The SAR Government says it appoints members to advisory committees in their personal capacity and thus SSOs have no "official representation" on the committees.
21   Ditto

X. Social Service CSO and Private Sector Relationships

Limited Links, Limited Monitoring Role

41.   SSOs had limited cooperation with business organizations other than for fund raising (36.8 percent) and volunteer recruitment (29.7 percent) in the last twelve months (Chart 20). In particular, SSOs that were older (34 years old on average), had a larger clientele size (42,692 persons on average), and those that provided services to the youth or elderly were more likely to cooperate with the private sector. Only 13.4 percent of SSOs kept a list of regular donors, of which the average number was 315. A vast majority (71.5 percent) of SSOs did not express an opinion on the business sector's general attitude towards themselves (Chart 21). Despite limited links, 40.2 percent thought that the business sector had improved their attitude towards their organizations in the last five years.

Chart 20: Forms of SSO Interaction with Business Sector
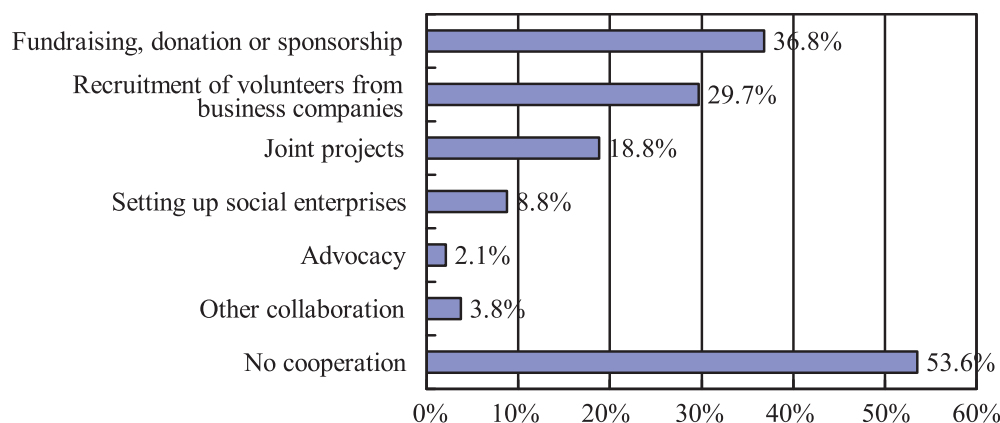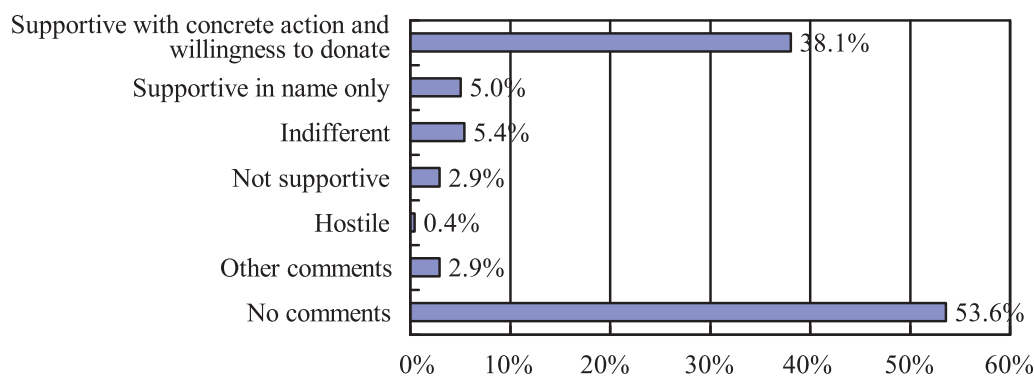

Chart 21: SSOs' Views on Businesses' Attitude

XI.   Conclusion

42.   From the Centre's survey and research conducted in 2009, a typical SSO in Hong Kong is a home-grown CSO that is roughly 20 years old and is registered under the Companies Ordinance. A typical SSO operates 6 branches in different districts and has more than 2689 members in Hong Kong. Its primary mission is to provide social services with little advocacy function. It maintains a cordial relationship with the government and cooperates with a few other SSOs in their provision of social services. It is an HKCSS member but cannot be described as a very active participant.

43.   We set out our objectives in the Annual Report series to look into the state of civil society organizations' internal capacity and external relationships. Our research confirms certain general impressions in our society about the social service sector. Overall, the purpose of SSOs in Hong Kong is focused on providing social services to people in need, with religious and advocacy missions being secondary, or even auxiliary. SSOs enjoy stable finance, thanks to the government's subvention policy. The manpower for social service provision is well-trained in the sector. SSOs are mostly formally organised under a conventional board governance structure. They are satisfied with their level of operational autonomy. SSOs are fairly effective in mobilizing voluntary support for social service purposes. On the contrary, their capacity for raising money through donations and non-governmental financial sources needs to be further developed.

44.   On their external relationship, SSOs can be described as close to the government but distant from the business sector. The social service sector has established a close relationship with the government through the subvention system. Our survey identified weak links between SSOs and the business sector and a clear shortfall from SSOs' targets for donations, including those from businesses. Peer cooperation among SSOs cannot be described as strong; nor does fierce competition exist. There is some collaboration among SSOs in their delivery of social services but peer collaboration in policy advocacy is much weaker. This is despite the fact that formal networking of the social service sector through the umbrella organization HKCSS is already more structured than many other civil society sectors. The umbrella organization garners support more from the established SSOs than newer ones.

45.   When examined more closely, the current state of the social service sector is increasingly diversified. The budget size of SSOs varies tremendously from below $50,000 to over $900 million. When we further analyzed the survey findings in terms of the different attributes of SSOs, other differences within the social service sector emerged. In particular, notable differences existed between the older and the younger SSOs. Generally speaking, whereas those bigger and more established SSOs enjoyed more secured financial and manpower resources and closer links to the government, the younger SSOs found more challenges in their financial and manpower situation, though they enjoyed a relatively higher level of autonomy. Signs of change in the symbiotic relationship between the government and SSOs also appear to emerge according to the survey findings, especially among those relatively younger SSOs which are less dependent financially (and therefore capable of claiming more autonomy and flexibility) than the older ones. Meanwhile, there are signs of a slightly diminished level of trust between those older SSOs and the government.

46.   On the whole, Hong Kong SSOs are not very active in advocacy. Only 8.4 percent of SSOs put their primary focus on any kind of advocacy (policy, rights or values) and many of them did not find sufficient manpower for their advocacy work. In the previous year, SSO-based advocacy was quite limited and most advocacy activities were in mild forms. Nonetheless, our survey targeted at organizations only, but not individual social workers or ad hoc alliances. Hence, the situation from the survey may not represent the full picture of activism on social policy issues in Hong Kong, if advocacy from individual social workers, unions and academics in this field is considered as revealed and explained in this report.

47.   In conclusion, the non-government social service sector in Hong Kong is a very significant member of the civil society. Since the last decade, the sector has been confronted with many changes due to government policy reforms, political challenges and the rise of new societal needs. Different SSOs are now facing different degrees and manifestations of problems in their development. The social service sector is robust but scattered. It is robust in terms of meeting a large part of the social service needs in our community. SSOs are generally resourceful and

professionally capable of carrying out their service mission, but still have a heavy reliance on government funding. Yet, the social service sector is fairly scattered in its networking inside and outside the sector. In this sense, many social service SSOs are serving their clients "alone." In an era of change, successful SSOs in future will likely be those capable of fostering new partnerships outside the government to pursue their missions, be it service provision, value promotion, or policy advocacy.

Appendices and References

International Classification of Non-profit Organizations (ICNPO) [1]

1. Culture and Recreation
    - Culture and Arts
    - Recreation
    - Service Clubs

2. Education and Research
    - Primary and Secondary Education
    - Higher Education
    - Other Education
    - Research

3. Health
    - Hospitals and Rehabilitation
    - Nursing Homes
    - Mental health and Crisis Intervention
    - Other Health Services

4. Social Services
    - Social services
    - Emergency and Relief
    - Income Support and Maintenance

5. Environment
    - Environment
    - Animals

6. Development and Housing
    - Economic, Social and Community Development
    - Housing
    - Employment and Training

7. Law, Advocacy and Politics
    - Civic and Advocacy Organizations
    - Law and Legal Services
    - Political Organizations

8. Philanthropic Intermediaries and Voluntarism Promotion
    - Philanthropic Intermediaries

9. International
    - International Activities

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1   Salamon, L.M. and Anheier H.K. (1997) Defining the Nonprofit Sector: A Cross-national Analysis. Manchester and New York, Manchester University Press, p. 70-74.

10. Religion
    - Religious Congregations and Associations

11. Business and Professional Associations, and Unions
    - Business and Professional Associations, and Unions

12. [Not Elsewhere Classified]

樣 本 編 號：_____
訪問員編號：_____

公民社會研究之社會服務機構調查

我們懇請閣下提供研究所需的資料。是次調查主要研究現時香港社會服務界的情況及發展。閣下所提供的一切資料均會絕對保密，並只會作研究用途，所有個別機構的資料不會披露於研究報告中。再次感謝閣下的支持及協助是次調查。

A.　機構成立目的及服務對象

1.　**貴機構根據那一項法律條例登記註冊？**

(1) □　公司條例　　(3) □　特定法律註冊成法定機構
(2) □　社團條例　　(4) □　其他，請註明_____

2.　**貴機構於何年成立？** _____ 年

3.　**貴機構是否國際機構的支部或分會組織？**

(1) □ 是，請註明_____　　　　(2) □ 否

4.　**請按貴機構的使命，順序排列以下的選項。**

次序（請順序填寫號碼，「1」為最重要）
(1) □ (　) 提供社會服務，請註明_____
(2) □ (　) 政策倡議，請註明_____
(3) □ (　) 權益倡議，請註明_____
(4) □ (　) 價值倡議，請註明_____
(5) □ (　) 監察政府，請註明_____　　　（可選多項）
(6) □ (　) 監察商業機構，請註明_____
(7) □ (　) 建設社區，請註明_____
(8) □ (　) 宗教，請註明_____
(9) □ (　) 其他，請註明_____

5.　**貴機構現時有多少間支部或服務中心？** 總共_____間 **（若沒有支部，請跳答問題7）**

6.　**貴機構的支部或服務中心設立在那些地區？（可選多項）**

(1) □ 中西區、南區及離島區（共　　間）　　(7) □ 荃灣和葵青區（共　　間）
(2) □ 東區和灣仔區（共　　間）　　(8) □ 屯門區（共　　間）
(3) □ 觀塘區（共　　間）　　(9) □ 元朗區（共　　間）
(4) □ 黃大仙和西貢區（共　　間）　　(10) □ 沙田區（共　　間）
(5) □ 九龍城和油尖旺區（共　　間）　　(11) □ 大埔和北區（共　　間）
(6) □ 深水埗區（共　　間）　　(12) □ 中國內地（共　　間）

7. **貴機構的主要服務對象包括以下哪類？（可選多項）**

   並請估計在過去12個月的服務人數。

   (1) ☐ 青少年及兒童（約共　　人）　　(7) ☐ 復康人士（約共　　人）

   (2) ☐ 家庭（約共　　人）　　　　　　(8) ☐ 其他弱勢社群，請註明

   (3) ☐ 老人（約共　　人）　　　　　　　　＿＿＿＿＿＿＿＿＿＿（約共　　人）

   (4) ☐ 殘障（約共　　人）　　　　　　(9) ☐ 社區支援服務及個人發展，請註明

   (5) ☐ 單親（約共　　人）　　　　　　　　＿＿＿＿＿＿＿＿＿＿（約共　　人）

   (6) ☐ 失業（約共　　人）　　　　　　(10) ☐ 其他，請註明

   　　　　　　　　　　　　　　　　　　　　＿＿＿＿＿＿＿＿＿＿（約共　　人）

B. 機構內部情況：資源

8. **貴機構有否公開財政年報？**

   (1)　☐ 有

   (2)　☐ 沒有，上一個財政年度總收入為 HK$ ＿＿＿＿＿＿＿＿＿＿

   請估計上一個財政年度總收入來源的百分比。（可選多項）

   （請在括號內填寫百分比）

   　　　(1) ☐ (　　%) 政府資助

   　　　(2) ☐ (　　%) 本地商業機構的贊助

   　　　(3) ☐ (　　%) 海外捐款

   　　　(4) ☐ (　　%) 私人捐款

   　　　(5) ☐ (　　%) 會員會費

   　　　(6) ☐ (　　%) 服務費用/銷售

   　　　(7) ☐ (　　%) 其他（如公眾捐款及賣旗日），請註明＿＿＿＿＿＿＿＿＿

   　　　　　＿＿＿＿＿＿＿＿＿＿＿＿＿＿

   　　　　總和：100%

9. **閣下認為貴機構在上一個財政年度**

	非常 同意	同意	不同意	非常不 同意	中立/ 無意見
	(4)	(3)	(2)	(1)	(0)
(i) 財政資源足以達到機構的使命及目標	☐	☐	☐	☐	☐
(ii) 有穩定的財政資源	☐	☐	☐	☐	☐
(iii) 在運用財政資源方面甚具彈性	☐	☐	☐	☐	☐

C. 機構內部情況：管治及管理

10. **貴機構有否董事會？**

    (1) ☐ 有，董事會成員數目＿＿＿＿＿　　(2) ☐ 沒有（請跳答問題13）

11. **董事會每年舉行多少次會議？＿＿＿＿ 次**

12. **貴機構董事會轄下有沒有成立任何小組委員會？**

    (1) ☐ 有，共多少個 ＿＿＿＿　　(2) ☐ 沒有　　(3) ☐ 不知道

13. **貴機構有沒有會員？**

    (1) ☐ 有，會員人數 ＿＿＿＿　　(2) ☐ 沒有（請跳答問題15）

14. **貴機構有否**

    (1) 舉行週年會員大會　　　　　　(1) □ 有　　(2) □ 沒有
    (2) 與會員舉行定期會議　　　　　(1) □ 有　　(2) □ 沒有
    (3) 為會員提供年報/事項報告　　(1) □ 有　　(2) □ 沒有
    (4) 提供財政報告予會員　　　　　(1) □ 有　　(2) □ 沒有
    (5) 定期派發通訊予會員　　　　　(1) □ 有　　(2) □ 沒有
    (6) 與會員有其他形式的溝通，請註明_____

D.　機構內部情況：完成目標

15. **閣下認為貴機構**

	足夠	剛剛足夠	不足夠	嚴重不足	不適用
	(4)	(3)	(2)	(1)	(0)
(i) 是否有足夠的人員達成所擬訂的倡議工作	□	□	□	□	□
(ii) 是否有足夠人手提供所擬訂的社會服務	□	□	□	□	□
(iii) 員工是否有足夠專業技能提供所擬訂的社會服務	□	□	□	□	□
(iv) 是否有足夠設施完成擬訂的社會服務	□	□	□	□	□

16. **若貴機構以倡議作為目標，貴機構有沒有人員專責有關倡議及研究工作？**

    (1) □ 有，參與倡議工作的全職人員數目：_____
    (2) □ 有，參與倡議工作的兼職人員數目：_____
    (3) □ 有，僱用外部顧問　　　　　　　　　　　　　　　　（可選多項）
    (4) □ 有，參與倡議及研究工作的義工數目：_____
    (5) □ 沒有專責倡議及研究工作人員
    (6) □ 不適用，倡議並非本機構目標

E.　機構外部情況：與義工及捐款人士的關係

17. **在過去12個月，共多少位義工曾參與貴機構的工作？** _____

18. **貴機構有沒有固定義工的名冊？**

    (1) □ 有，共多少位義工 _____
    (2) □ 沒有名冊
    (3) □ 不適用，本機構沒有招募義工

19. **貴機構有沒有固定捐款人士的名冊？**

    (1) □ 有，固定捐款人的人數 _____
    (2) □ 沒有名冊
    (3) □ 不適用，本機構沒有籌款

20. **貴機構有沒有透過互聯網、手提電話或其他數碼媒介籌款？**

(1) □ 有，請註明曾用過的媒介（續答20a(i)至20a(iii)）

20a. 你認為成效如何？	很理想	理想	甚不理想	很不理想	不知道 /沒有意見
	(4)	(3)	(2)	(1)	(0)
(i)□互聯網	□	□	□	□	□
(ii)□手提電話	□	□	□	□	□
(iii)□其他數碼媒介，請註明_____	□	□	□	□	□

(2) □ 沒有，為什麼_____

21. **在過去12個月，貴機構有沒有舉行籌款活動？**

(1) □ 有，請在下列說明有關資料：（可選多項）

(1) □ 賣旗日 　　　　　　　(5) □ 公共屋村或地區慈善活動
(2) □ 籌款晚宴 　　　　　　(6) □ 慈善獎券
(3) □ 電視慈善表演 　　　　(7) □ 街頭籌款活動
(4) □ 小型慈善嘉年華會 　　(8) □ 其他，請註明_____

(2) □ 沒有（請跳答問題23）

22. **貴機構透過哪些渠道宣傳籌款活動？ 請根據最常用的宣傳渠道排列以下選項。**

次序（請順序填寫號碼，「1」為最常用）

(1) □ (　) 會員網絡
(2) □ (　) 廣告
(3) □ (　) 大眾傳媒（包括報章、電台、電視）
(4) □ (　) 電郵及流動電話訊息
(5) □ (　) 直接郵遞　　　　　　　　　　　　　　（可選多項）
(6) □ (　) 街頭推廣
(7) □ (　) 其他，請注明_____
(8) □ 　　沒有宣傳籌款活動

23. **在過去12個月，貴機構有沒有舉行或參與倡議工作（包括自行或與其他機構合作）？**

（可選多項）

		有關事件/ 倡議對象：	次數	參加總人數
(i)	□ 抗議或示威			
(ii)	□ 街頭簽名請願			
(iii)	□ 互聯網簽名請願			
(iv)	□ 記者招待會			
(v)	□ 向政府發表意見			不適用
(vi)	□ 其他活動，請註明_____			
(vii)	□ 沒有舉行或參與倡議工作（請跳答問題25）			

24. **貴機構透過哪些渠道宣傳倡議工作？請根據最常用的宣傳渠道排列以下選項。**

次序 （請順序填寫號碼，「1」為最常用）
(1) □ （　） 會員網絡
(2) □ （　） 大眾傳媒（包括報章、電台、電視）
(3) □ （　） 廣告
(4) □ （　） 電郵及流動電話訊息
(5) □ （　） 直接郵遞 　　　　　　　　　　 （可選多項）
(6) □ （　） 街頭推廣
(7) □ （　） 其他，請註明＿＿＿＿＿＿＿＿＿＿＿＿
(8) □ 沒有渠道/ 宣傳

25. **你認為貴機構有否**

	足夠	剛剛足夠	不足夠	嚴重不足	不適用
	(4)	(3)	(2)	(1)	(0)
(i) 足夠的義工以達致機構的使命	□	□	□	□	□
(ii) 為義工提供適切的訓練	□	□	□	□	□
(iii) 足夠的捐款以達致機構的使命	□	□	□	□	□

F. 機構外部情況：與其他非政府機構的關係

26. **請回答以下選項及填寫有關資料**

在過去12個月，	是	否	若是，請列舉有關機構名稱
(i) 我們曾經與其他非政府機構合作舉辦倡議活動	□	□	非政府機構名稱及有關活動 ＿＿＿＿＿＿＿＿＿ ＿＿＿＿＿＿＿＿＿ ＿＿＿＿＿＿＿＿＿ ＿＿＿＿＿＿＿＿＿
(ii) 我們與其他非政府機構合作提供社會服務計劃	□	□	非政府機構名稱及有關活動 ＿＿＿＿＿＿＿＿＿ ＿＿＿＿＿＿＿＿＿ ＿＿＿＿＿＿＿＿＿
(iii) 我們是社會服務界內某個聯盟 / 聯會組織（umbrella body）的會員（如香港社會服務聯會）	□	□	聯會機構名稱 ＿＿＿＿＿＿＿＿＿ ＿＿＿＿＿＿＿＿＿
(iv) 我們與香港其他非政府機構有定期交流	□	□	最經常交流的5位非政府機構名稱 1) ＿＿＿＿＿＿＿＿ 2) ＿＿＿＿＿＿＿＿ 3) ＿＿＿＿＿＿＿＿ 4) ＿＿＿＿＿＿＿＿ 5) ＿＿＿＿＿＿＿＿

		是	否	
(v)	我們曾組織或參與香港其他非政府機構就個別事件／議題而組織的聯盟	☐	☐	有關事件及相關的非政府機構名稱 _____ _____ _____ _____
(vi)	我們有定期接觸香港以外的國際非政府機構或參與國際聯盟	☐	☐	國際非政府機構或聯盟名稱 _____ _____ _____ _____
(vii)	我們有定期接觸中國內地的非政府機構或合作提供社會服務	☐	☐	中國內地的非政府機構或聯盟名稱 _____ _____ _____ _____
(viii)	我們與其他非政府機構在爭取資源（財政或人力）方面存在競爭	☐	☐	詳情 _____ _____ _____ _____

請注意：如問題26(iii)答『否』請跳答29

27. **若貴機構是香港社會服務聯會（社聯）或其他聯會的會員，在過去12個月，貴機構參與該組織活動的次數若為 （如參加多個聯會，請以最經常參予其活動的聯會作答）**

(1) ☐ 每年一至三次   (3) ☐ 每年七至九次
(2) ☐ 每年四至六次   (4) ☐ 每年十次或以上

28. **若貴機構是香港社會服務聯會（社聯）或其他聯會的會員，在過去12個月，貴機構參與該組織倡議活動的次數若為（如參加多個聯會，請以最經常參予其活動的聯會作答）**

(1) ☐ 每年一至三次   (4) ☐ 每年十次或以上
(2) ☐ 每年四至六次   (5) ☐ 不適用，機構所屬聯會沒有倡議工作
(3) ☐ 每年七至九次

G. 機構外部情況：與政府的關係

29. **在過去12個月，貴機構有沒有參與以下政府諮詢機制？如有的話，請填寫有關資料。**

		是	否	若是，請列舉有關機構名稱
(i)	我們主要的員工或董事會成員被委任成為香港特別行政區政府的委員會或小組委員會成員	☐	☐	有關政府委員會／小組委員會名稱 _____ _____ _____
(ii)	政府官員曾就某些政策諮詢我們的機構	☐	☐	有關政府部門的名稱 _____ _____ _____
(iii)	我們有代表參與地區性合作組織/委員會	☐	☐	地區及委員會的名稱 _____ _____ _____

(iv) 我們對政府某些政策提出建議　　□　□　｜有關政策及提出建議的途徑
　　　　　　　　　　　　　　　　　　　　　　　（如：遞交建議書）

　　　　　　　　　　　　　　　　　　　　　　　_____

　　　　　　　　　　　　　　　　　　　　　　　_____

(v) 我們支持香港社會服務聯會對某些　□　□　｜有關政策
　　　政府政策提出的建議

　　　　　　　　　　　　　　　　　　　　　　　_____

　　　　　　　　　　　　　　　　　　　　　　　_____

30. **閣下認為貴機構在決策制定上及日常營運中，是否獨立自主運作，不受政府影響？**

(1) □ 非常自主　　　　(4) □ 極不自主
(2) □ 自主　　　　　　(5) □ 不知道／沒有意見
(3) □ 不自主　　　　　(6) □ 其他意見，請註明_____

31. **在過去5年，閣下認為政府及貴機構的互信程度是**

(1) □ 增加　　　　(2) □ 沒有改變　　　　(3) □ 減少　　　　(0) □ 不知道／沒有意見

32. **閣下認為貴機構與特區政府官員的關係**

(1) □ 非常良好　　　(4) □ 不佳
(2) □ 良好　　　　　(5) □ 惡劣
(3) □ 普通　　　　　(6) □ 其他意見，請註明_____

33. **在社會服務及社會政策方面，貴機構認為是否需要扮演監察政府的角色，**

以促使政府問責？
(1) □ 需要，成效如何？
　　(4) □ 很理想　　　(2) □ 不理想　　　(0) □ 不知道／沒有意見
　　(3) □ 理想　　　　(1) □ 很不理想
(2) □ 不需要

H. 機構外部情況：與商業機構的關係

34. **在過去12個月，貴機構曾否與其他香港商業機構合辦以下活動：**

(1) □ 籌款、捐款或贊助
(2) □ 倡議，請註明_____
(3) □ 從商業機構招募義工，請註明_____
(4) □ 合辦項目，請註明_____　　　　　　（可選多項）
(5) □ 建立社會企業，請註明_____
(6) □ 其他合作，請註明_____
(7) □ 沒有合作

35. **貴機構有沒有『經常提供捐款的商業機構』的名冊？**

(1) □ 有，機構數目 _____ 間　　　　　　(2) □ 沒有

36. **貴機構是否認為需要扮演監察商業機構的角色**

    (1) ☐ 需要，成效如何？

    　　(4) ☐ 很理想　　(2) ☐ 不理想　　(0) ☐ 不知道／沒有意見

    　　(3) ☐ 理想　　　(1) ☐ 很不理想

    (2) ☐ 不需要

    請注意：如問題34答『沒有合作』，問題37請答不適用

37. **整體來說，閣下認為商界對貴機構所持的態度是：（可選多項）**

    (1) ☐ 有實際行動及願意捐獻的支持
    (2) ☐ 只有名義上的支持
    (3) ☐ 可有可無
    (4) ☐ 不支持
    (5) ☐ 不友善
    (6) ☐ 其他意見，請註明_____
    (7) ☐ 不適用

38. **比較過去5年，你如何形容以上情況。**

    (1) ☐ 已改善
    (2) ☐ 沒有改變
    (3) ☐ 已惡化
    (4) ☐ 其他意見，請註明_____

～ 問卷完 ～

Public Expenditure in Major Human Services from 1997 to 2010

Public Expenditure in Major Human Services since Handover (in HK$ Billion)

	1997-98	1998-99	1999-00	2000-01	2001-02
Education	47 (20.02%)	48.5 (18.21%)	50.3 (18.66%)	51.7 (19.33%)	52.2 (19.38%)
Social Welfare	*21.7 (9.24%)*	*26.4 (9.91%)*	*27.6 (10.24%)*	*28.4 (10.62%)*	*30.1 (11.17%)*
Health	28 (11.3%)	31.4 (11.79%)	31.9 (11.84%)	31.6 (11.81%)	34.2 (12.69%)
Total public expenditure	**234.8 (100%)**	**266.4 (100%)**	**269.5 (100%)**	**267.5 (100%)**	**269.4 (100%)**
	2002-03	**2003-04**	**2004-05**	**2005-06**	**2006-07**
Education	54.9 (20.1%)	56.5 (20.84%)	55.7 (21%)	53.9 (22%)	51.9 (21.47%)
Social Welfare	*32.6 (11.94%)*	*33.8 (12.47%)*	*34.1 (12.85%)*	*33.3 (13.59%)*	*33.5 (13.86%)*
Health	33.9 (12.41%)	34.2 (12.62%)	32.4 (12.21%)	31.6 (12.9%)	32.11 (12.29%)
Total public expenditure	**273.1 (100%)**	**271.1 (100%)**	**265.3 (100%)**	**245.0 (100%)**	**241.7 (100%)**
	2007-08	**2008-09**	**2009-10 E**		
Education	53.8 (21.32%)	75.9 (22.68%)	61.7 (19.32%)		
Social Welfare	*34.9 (12.83%)*	*40.3 (12.04%)*	*41.6 (12.02%)*		
Health	33.6 (13.31%)	36.8 (11%)	38.4 (12.02%)		
Total public expenditure	**252.4 (100%)**	**334.6 (100%)**	**319.4 (100%)**		

Percentage Changes of Public Expenditure from 1997 to 2010[#]

% Change During the Period	1997 - 2000	2000 - 2004	2005 – 2010E
Education	7.00%	7.70%	14.50%
Social Welfare	**27.10%**	**20.00%**	**24.90%**
Health	13.90%	2.50%	21.50%

E = Estimate; % of total public expenditure are in brackets

\# The expenditure figures have not been adjusted for inflation.

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2   Source: Census and Statistics Department (2009), *Hong Kong in figures (2009 edition),* retrieved 28th September, 2009, from:
http://www.censtatd.gov.hk/products_and_services/products/publications/statistical_report/general_statistical_digest/index_tc_cd_B1010006_dt_latest.jsp
Census and Statistics Department (2009), *Hong Kong Social and Economic Trends (2009),* retrieved 10th December, 2009, from:
http://www.censtatd.gov.hk/products_and_services/products/publications/statistical_report/general_statistical_digest/index_tc_cd_B1010004_dt_latest.jsp
Census and Statistics Department (2005), *Hong Kong Social and Economic Trends (2005),* retrieved 20th March, 2010, from:
http://www.censtatd.gov.hk/products_and_services/products/publications/statistical_report/general_statistical_digest/index_tc_cd_B1010004_dt_back_yr_2005.jsp
Census and Statistics Department (2003), *Hong Kong Social and Economic Trends (2003),* retrieved 20th March, 2010, from:
http://www.censtatd.gov.hk/products_and_services/products/publications/statistical_report/general_statistical_digest/index_tc_cd_B1010004_dt_back_yr_2003.jsp
Census and Statistics Department (2001), *Hong Kong Social and Economic Trends (2001),* retrieved 20th March, 2010, from:
http://www.censtatd.gov.hk/products_and_services/products/publications/statistical_report/general_statistical_digest/index_tc_cd_B1010004_dt_back_yr_2001.jsp
The Budget 2009-2010 (2009), *Analysis of Public/Government Expenditure 2004-05 to 2009-10,* retrieved 15th December, 2009, from:
http://www.budget.gov.hk/2009/eng/pdf/e_appen_b.pdf

Chronology of Major Events Affecting the Social Service Sector Since the Handover

Date	Event
Aug 1999	An Enhanced Productivity Programme was undertaken to improve the cost-effectiveness of the Civil Service. Chief Executive Tung Chee-hwa required departments and agencies (including government-subvented SSOs) to put forward proposals for new or improved services without giving them additional financial resources. Managers were required to deliver productivity gains amounting to 5% of their expenditure between 2000-2002.[3]
Oct 1999	The government proposed the introduction of a "Lump Sum Grant Subvention Scheme (LSGSS)" scheme to the social services sector. Under the proposed system, recurrent funding is granted to SSOs in a lump sum), and SSOs are given greater autonomy and flexibility to deploy resources. Yet the Scheme was not welcomed by the sector, since it might encourage social services organizations to achieve cost-reductions at the expense of service quality. Later in 2001, when the scheme was put into practice, the salary structures and pay scale of SSOs were delinked from those of the civil services.[4]
Oct 1999	Corporate votes of the Social Services Functional Constituency were abolished. Franchise was granted to all registered social workers.[5]
Aug 2000	Livelihood Agenda 21 was formed by more than 20 SSOs aiming to help enhance social support and integrity in society, with poverty eradication being one of its major objectives in its movements. Its members include religious groups, social service organisations, groups supporting labour, women and handicapped population in society.[6]
Oct 2000	Livelihood Agenda 21 proposed to the HKSAR Government measures to eradicate poverty and especially to reduce the extreme disparity between the rich and the poor in society, for instance, to establish a commission dedicated to poverty eradication, create job opportunities and allocate resources effectively and fairly considering the needs of the grassroots population.[7]
Sept 2001	Livelihood Agenda 21 after the release of Government statistics pointed out that around 1.25 million people in Hong Kong live under the poverty line. They further urge the Government to reduce the rental prices of public housing and introduce tax rebate accordingly.[8]
Oct 2001	In the 2001 Policy Address, Chief Executive Tung Chee-hwa announced the setting up of a $300 million Community Investment and Inclusion Fund. This CIIF will provide seed money to support the collaborative efforts of community organizations and the private sector.[9]

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3 "社署資助機構亦須增值", *Wen Wei Pao* (Hong Kong), 1998/10/29, Hong Kong News
4 "社福界反對一筆過撥款", *Sing Pao* (Hong Kong), 1999/11/22, A10
5 "行會通過修訂立法會條例 中醫納入醫學界組別", *Apple Daily* (Hong Kong), 1999/10/13, A20
6 "發起逾百團體加盟逼政府救救窮人 扶貧大聯盟串連上街", *Sing Tao Daily* (Hong Kong), 2000/07/31, A01
7 "民生21萬人脫貧集會流產 改溫和理性行動 促解決貧富懸殊", *Apple Daily* (Hong Kong), 2000/08/01, A20
8 "125萬港人 月入低於2550元", *Hong Kong Economic Times* (Hong Kong), 2001/09/24, A18
9 "3億元社區基金 恐淪「撲水」對象 社福界亦憂變削開支試點", *Hong Kong Economic Times* (Hong Kong), 2002/8/22, A26

Mar 2003	Three major social service organizations joined hands to call a forum criticising the latest Government's budget which would cast a substantial burden on the grassroots population and the middle-income group.[10]
Mar 2003	More than 1,000 citizens and a number of social service organisations launched a demonstration opposing the Government's proposal to solve the budgetary problems at the expense of the minority groups in society. [11]
Dec 2003	The government announced a reduction in its appropriation to the social services sector by 2.5%. SSOs with budgets under HK$3 million had to size down their scope of service, as well as reduce their employers' salary.[12]
Jan 2005	Chief Executive Tung Chee-hwa announced the set up of the Commission on Poverty consisting of government officials, experts and representatives from the civil society.[13]
Feb 2005	The Director of Family Services in the Yang Memorial Methodist Social Service Centre was laid off without reasons acceptable to many in the social service sector. The incident triggered off controversy in the sector.[14]
Nov 2005	Rain Lily, the only "one-stop" service centre for victims of domestic violence in Hong Kong, experienced severe financial difficulties since the Jockey Club Charities Trust's grant to the Centre was suspended. A motion was moved by the Legislative Council, in urging the Government to appropriate funds to the Centre immediately. The Government, however, refused to consider the aforementioned demand and promised that services relating to domestic violence would be taken over by the SWD.[15]
Jun 2007	The government proposed amendments to the Domestic Violence Ordinance by including heterosexual ex-cohabitants, divorced couples, their children and other relatives, in order to strengthen protection of victims of domestic violence.[16]
Sep 2007	Mass demonstration of the social workers: The participants demanded the government review the Lump Sum Grant Subvention Scheme and fought for "equal pay for equal work" among the government-employed social workers and SSO-employed social workers.[17]
Sep 2007	The social workers' union threatened to call a strike if the government refused to increase funding to non-governmental organisations for staff pay rises, a threat which came as the administration failed to immediately accept the union's new pay adjustment proposal.[18]
Nov 2007	3,000 social workers went on 24-hour strike to demand higher salaries and a government review of the controversial lump-sum grant system for non-governmental organisations.[19]

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10 "社福界抨加稅減赤 中產沉重", *Hong Kong Economic Times* (Hong Kong), 2003/03/03, A18
11 Ibid.
12 "社福界削資員工或面臨減薪", *Sing Pao* (Hong Kong), 2003/12/31, A13
13 Government Secretariat, Offices of the Chief Secretary for Administration and the Financial Secretary (EC (2005-06)2), 18 May 2005
14 "楊震服務處炒主管招非議", *Sing Pao* (Hong Kong), 2005/11/15, A04
15 "「風雨蘭」瀕「斷糧」 政府拒撥款", *Sing Pao* (Hong Kong), 2005/11/15, A07
16 "防家暴考慮涵蓋前配偶 伸延至前同居男女保障受虐者", *Ming Pao Daily News*, 2005/11/4, A24
17 "2千社工遊行爭同工同酬", *Hong Kong Commercial Daily* (Hong Kong), 2007/9/6: B02
18 "Social workers threaten strike over pay demands", SCMP (Hong Kong), 2007/09/26: EDT3
19 "Social workers strike for higher salaries", SCMP (Hong Kong), 2007/11/29, EDT3

Dec 2007	In response to strong criticism from the sector, the government set up an independent committee to review the Lump Sum Grant Subvention Scheme. After investigation, the committee suggested the retention of the Scheme and regarded the demand for "equal pay for equal work" as contrary to the original purpose of the whole Scheme. The sector was disappointed with the committee's suggestion, as their major grievances, i.e., equal pay for equal work were not recognized and redressed in the report.[20]
Jan 2008	The Government announced the formation of the Lump Sum Grant Independent Review Committee to review the implementation of the Lump Sum Grant (LSG) Subvention System.[21]
May 2008	The government proposed to revise the Domestic Violence Ordinance by including same-sex cohabitants into its umbrella of protection, leading to a heated debate in public and the social service sector.[22]
May 2008	The Community Care and Nursing Home Workers General Union (the Union) proposed to the government to monitor the use of a grant that aims at enhancing services provided by nursing homes and integrated home care services (IHCS).[23]
Oct 2008	Chief Executive Donald Tsang Yam-kuen proposed to increase the level of Old Age Allowance (OAA) to $1000 but also introduce a means test, drawing strong public criticism that it was a mean way to treat the elderly. Later, the government increased the level of OAA to $1000 without a means test.[24]
Dec 2009	A five-member independent review committee stated that the controversial lump-sum grant system that has been used in the social welfare sector for seven years is worth keeping but needs improvements.[25]
Feb 2009	More than 50 social workers and social work students protested in Central against the lump-sum grant system, to urge the authorities to look again at the conclusions reached by a review panel.[26]
Mar 2009	About 100 social workers and students went on hunger strike in protest against the government's lump-sum grant subsidy system for SSOs.[27]
Jul 2009	The government announced the introduction of a voluntary school drug test scheme which led to mixed comments from social workers.[28]
Aug 2009	Secretary for Home Affairs Tsang Tak-shing was criticized for exerting political pressure on the YWCA directors to transfer a social worker. This "crab" incident led to protests from front line social workers and their supporters.[29]
Aug 2009	29 groups united to fight for an overhaul of the social-welfare system and the scrapping of the government's lump-sum subsidy system for welfare groups. The Anti False Harmony Alliance was set up, demanding a comprehensive review of the city's social-welfare policies and the abolition of the lump-sum system.[30]

20　"社福整筆撥款擬獨立檢討", *Ming Pao Daily News* (Hong Kong), 2007/12/22, A07
21　"Government sets up Lump Sum Grant Independent Review Committee", IS Department Press Release, 2008/01/18
22　"黃成智倡不支持 面臨黨紀處分 家暴條例修訂風波", *Ming Pao Daily News* (Hong Kong), 2009/1/5, A12
23　"Govt urged to trace nursing home grants", *China Daily Hong Kong Edition*, 2008/05/09, HK1
24　Chinanews.com (2009), "曾蔭權：擱置引入資產審查 增加高齡津貼至千元", retrieved 2009/11/1, from http://www.cns.hk:89/ga/zqmd/news/2008/10-24/1424958.shtml
25　"Social grants system worth keeping, says panel", SCMP (Hong Kong), 2008/12/17, EDT2
26　"Social workers protest over lump-sum grants", SCMP (Hong Kong), 2009/2/09: EDT2
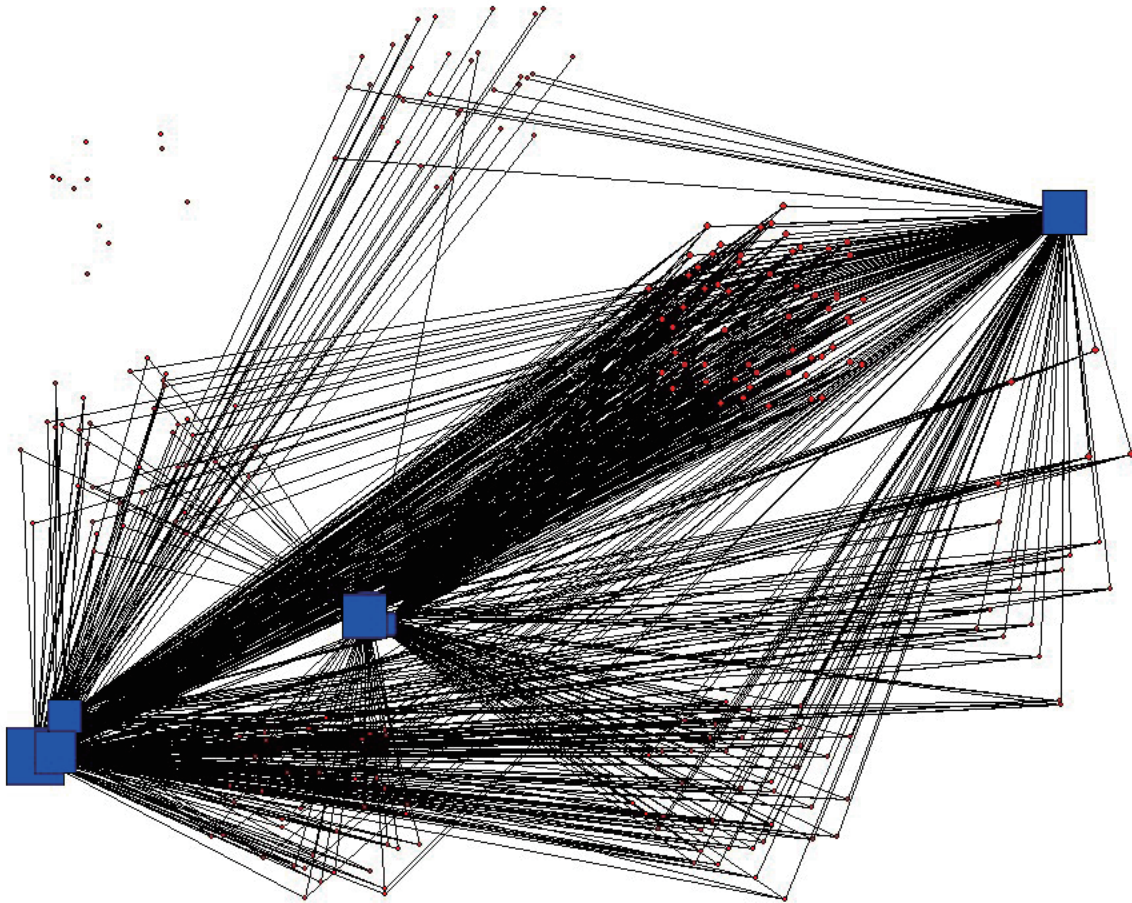27　"Social workers go hungry for cause", SCMP (Hong Kong), 2009/3/02:EDT3
28　"社聯倡設濫藥輔導服務隊 校園驗毒計畫社工人手不足", *Sing Pao Daily*, 2009/8/17, A2
29　"女青社工稱遭逼走 曾德成被轟干預", *Ming Pao Daily News* (Hong Kong): 2009/8/13: A12
30　"Alliance fights for welfare overhaul", SCMP (Hong Kong): 2009/8/27: City3

Funding Network of Social Service Organizations in 2005

Funding institutes (blue squares) are connected with social service organizations (red dots) as funding is transferred from the former to the latter. Some organizations receive funding from multiple agencies while a sizable minority is taking money from only one source, or none at all.

-	Key:
-	Fund provider n=7
-	Fund recipients

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