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Social Welfare Organisations in Kwun Tong:  
A Project of the Kwun Tong  
Industrial Community Research Programme

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SOCIAL WELFARE ORGANISATIONS  
IN KWUN TONG

A Project of the Kwun Tong Industrial  
Community Research Programme

by  
H.M. Lee

First Report

June, 1972

## I. Introduction

The nature and pattern of the social welfare system in Kwun Tong is the object of this project's concern. Kwun Tong, a new industrial town in North Kowloon, has been chosen as the target for a community study project because of its typical setting and planned development since 1958. It grows out of a refuse dump and squatters to a booming industrial city. It offers a unique opportunity for study of urbanisation in Asia, and Hong Kong is one good example. One of the first tasks in this community study, which is conducted by the Social Research Centre of the Chinese University of Hong Kong, is to establish a profile of different organisations in Kwun Tong. This includes the political organisation, educational organisation, religious organisation, economic organisation, and health and welfare organisations. The lack of basic information regarding these organisations in Kwun Tong called for, at the beginning stage, a general survey of organisations in order to collect the necessary material for further organisational and in-depth studies. This report therefore constitutes the first part of the study on social welfare organisation in Kwun Tong.

In this first phase of field study we have not attempted to cover the entire welfare system at work but only those agencies whose explicit and primary functions and goals are social welfare. In common understanding, social welfare refers to "helping of individuals or groups, who, for one reason or another are 'needy', that is, those who are unable to attain a defined minimum level of living or of personal functioning ... (and) Social Welfare institutions are the patterned collection of positions and organisations whose primary manifest purpose is to restore and/or maintain members of the society at a minimum level of personal and social functioning."<sup>1</sup>

Albert Rose, in his writing about social services in the modern metropolis, further states that the goals of community welfare services are "to assist individuals and families to maintain themselves physically and socially when threatened by such common risks as relatively low income, unemployment, physical, and mental illness, widowhood,

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<sup>1</sup> Mayer N. Zald, Social Welfare Institutions, Wiley, 1965. p.3

old age and death."<sup>2</sup> This statement seems to coincide with the views of some who see the welfare agency as charged with the primary duty of keeping the community system running by taking care of any unfortunate consequences of the society. But surely we agree that the function of the welfare system means more than just remedial, but preventive and rehabilitative as well, whether in a highly industrialised community or in a developing one.<sup>3</sup>

Due to limited time and manpower, we have to exclude in this study organisations that have a latent social welfare function only, i.e., the Kai-fong organisation, as well as those whose welfare function is secondary, such as hospital and school. However, we recognise that the inter-relations of welfare organisation and other socio-economic organisations within the community is of paramount importance for any community study, although it is not possible to cover the whole here.

For the purpose of this survey Kwun Tong is divided into nine areas, namely, Kwun Tong Town Area, Kwun Tong Resettlement Estates, Sau Mau Ping, Lam Tin, Yau Tong, Ngau Tau Kok, Jordan Valley, Cha Kwo Ling, and Lyemun. With the exception of the last three, organised welfare services are found in the other six areas.

## II. Scope and Method of Investigation

The data collection procedure of this study was carried out in two phases. The first, on which the findings of this report is based, consisted mainly of gathering basic information through interviews with key informants of 44 welfare organisations and centers as listed in the Handbook compiled by the Kwun Tong Community Centre in 1971. The listing represents an almost complete cover of primary welfare agencies in Kwun Tong as of August 1971. The interviews with directors, superintendents, or officers-in-charge of agencies were conducted in August and September, 1971. In addition to interviews, reports of the agencies and other

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<sup>2</sup> Albert Rose, "The Social Services in the Modern Metropolis", Social Service Review, Vol. XXXVII, No. 4 (1963), pp. 375.

<sup>3</sup> Irwin T. Sanders, The Community: An Introduction to a Social System, Ronald Press, N.Y. 1966. Chap. 15. p. 303.

related printed materials were also collected and studied to supplement the interviews.

The questionnaire used in this first phase of study consisted of a total of 93 items with both open-ended and structured questions with the purpose of eliciting the following basic information:

- a) general structure of the agency;
- b) the input elements - finance, personnel and other resources;
- c) the output elements - services, clientele and programmes;
- d) the coordination and exchange pattern.

Thanks are due to Miss Lucilla Leung, research assistant of SRC, for assisting in the analysis of data, and to Mrs. Phoebe Pao, for conducting the interviews.

### III. Preliminary Analysis of Findings

#### A. General Characteristics of Welfare Organisations

##### a-1 Types of Organisations

The classification of agencies according to types of service is more complex than envisaged because it involves some unavoidable overlapping of service categories, such as multiple services, family and child welfare, youth service, etc. Since a variety of welfare activities is found in the welfare agencies in Kwun Tong, with many providing more than one type of service, it is necessary to classify the agencies according to the field most important to the agency as seen by the director of the agency concerned. This is no doubt not a desirable method of classification for a survey, but is adopted for the sake of convenience only. The 44 organisations are therefore grouped under the following categories:

- i) family welfare
- ii) child care
- iii) probation work
- iv) rehabilitation
- vi) multiple services
- vii) institutional and residential

It is noted that 30% of the services offered in Kwun Tong is of the nature of children and youth service; another 30% in family welfare and around 16% in child care. If one combines these three categories together, about 76% of the welfare services in Kwun Tong are for the welfare of family, children and young people, which is expected of a new and growing community. Table 1 below shows the number of welfare organisations in Kwun Tong by types of service and sponsorship as of August, 1971. It is further noted that only 20.4% of the total services offered are under the government auspices.

Table 1

Number of Welfare Organisations in Kwun Tong by Types of Service and Sponsorship  
-- August 1971

Types of Service	Governmental	Voluntary		Total
		Religious Affiliated	Non-Religious Affiliated	
Family Welfare Service	2	2	9	13
Child Care/Nursery	-	3	4	7
Recreational & Youth	-	5	8	13
Rehabilitation	4	-	-	4
Probation	1	-	-	1
Multiple Services	1	2	-	3
Institution/ Residential	1	2	-	3
Total	9	14	21	44

A way of tracing the emergence of welfare services is to look at the date of beginning of each individual social agency as they responded to community needs. For the readers' information a list of the welfare agencies according to date of establishment is found in Appendix I of this report. The trend of meeting needs in Kwun Tong began with children's club activities started by the H.K. Boys' & Girls' Club Association in 1959 followed by Chun Tao Lok Yuen (循道樂園) in 1961. The Hong Kong Family Welfare Society also moved into the area in the same year. As usual the voluntary agencies were quick to respond to social needs of new community in Hong Kong. In 1963 the Social Welfare Department of the Government set up a probation office in Kwun Tong. A year later in 1964, the Kwun Tong Community Centre was opened in the Kwun Tong Town Area where family services and recreational activities were provided for people of all ages. In 1971, in just over ten years of development, most of the essential features of modern social welfare service, including public assistance, family planning, and family counselling service were well established in Kwun Tong.

#### a-2 Sponsorship and Characteristics of Management Board

Of the 44 welfare agencies studied 9 are governmental while 35 agencies are voluntary agencies, out of which only 6 are originated in Kwun Tong. Of the voluntary agencies, 14 are under religious auspices. The service pattern therefore seems to be one based upon a central headquarters in Hong Kong or Kowloon while one or several branch offices are set up in Kwun Tong. Central management through an Executive Board is dominant in most voluntary agencies.

Thirty-three voluntary agencies are reported to have an Executive Board consisting of members mainly from outside of Kwun Tong. Only three chairmen are said to be residents of Kwun Tong, while 11 out of a total of 313 committee members are presently living in Kwun Tong, and 17 Executive Board members work in the district. The involvement of local residents in the management and planning of welfare work in Kwun Tong can be said to be minimal, from this finding. It may be an understandable fact in that at the beginning stage of its development Kwun Tong had little to offer but a big piece of waste land.

It had to rely on outside resources, whether financial or personnel. But after more than ten years of growth, Kwun Tong with its own business centre and industries, and a population of well over four hundred thousand, the people in Kwun Tong should be able to play a more major role in providing and planning for their own welfare. An agency Management Board which consisted of mostly overseas members or residents of other parts of Kowloon and Hong Kong do not often understand the real needs of the community, especially the welfare of the local residents in the Resettlement Estates.

### a-3 Geographic Distribution

Like in most developing communities, organised welfare is found concentrated in the town area, where most of the business, social and welfare activities began. It is found that 27% (12) of the welfare organisations are located in the Kwun Tong Town Area while 18% (8) are in the Kwun Tong Resettlement Estates. The other 43% are distributed in Ngau Tau Kok, Sau Mau Ping, Lam Tin, and Yau Tong. Analysis of location of the welfare agencies is given below.

Table 2

Distribution of Welfare Agencies  
by Types of Service and Location

Type of Service	K.T. Town Area	K.T. R.E.	Ngau Tau Kok	Sau Mau Ping	Lam Tin	Yau Tong	Total
Recreational & Youth	1	3	2	3	2	2	13
Family Welfare Service	4	2	2	1	3	1	13
Child Care	1	1	1	1	1	2	7
Rehabilitation	2	1	0	1	0	0	4
Probation	1	0	0	0	0	0	1
Multiple Service	1	1	1	0	0	0	3
Institutional/Residential	2	0	1	0	0	0	3
Total	12	8	7	6	6	5	44



It was discovered that there is an absence of formal welfare agency of any kind in Jordan Valley, Chao Kwo Ling, and Lyemun. That means residents from these districts when in need will have to travel to other districts for help. However, in the interviews with the local leaders of these three districts the respective Kai-fong Association is taking on the welfare function for the people in a limited way. This we shall comment on in more detail later in this report.

#### a-4 Financial Resources

Since 90% (40) of the agencies in the survey are branch offices or centres with headquarters outside of Kwun Tong, this reflects that a considerable amount of financial resources came from outside of Kwun Tong between 1958-70. Unfortunately most of the branch offices were unable to produce an exact account of expenditures and income as separate from the main office. It is therefore not possible to estimate the total amount of money put into the welfare service of Kwun Tong annually. It is possible, however, to give a rough figure of the sources of income in percentage. Apart from the welfare services run by the government which is supported entirely by public fund, the income of the voluntary agencies is analysed as follows.

Table 3

Source of Income of Voluntary Agencies  
by Types of Service

Source of Income	Family Welfare Service (%)	Child Care (%)	Recreational & Youth (%)	Multiple Service (%)	Institutional/Residential (%)
Gov't Subvention	31.7	11.7	59.6	5.0	3.4
Overseas Aid	25.8	12.0	8.4	25.0	43.8
Local Donations	8.2	27.0	5.4	2.5	49.0
Church Grants	5.2	-	7.0	45.0	0
Community Chest	4.2	5.4	8.8	-	3.8
Others (fees, etc.)	24.9	43.9	10.7	22.5	-
Total member of agencies	11	7	13	2	2

It was with some surprise that one finds fees came second only to government subvention in the income of a few voluntary agencies. These agencies, eight in all, are mostly day nurseries. Their responses showed that over 20% of their income came from fees charged. Despite the current assumption that overseas aid has been cut drastically in the past 5 years, one finds in this survey that support from abroad for social welfare in Kwun Tong is still quite substantial. Overseas aid almost equalled the combined total of the Community Chest and local donations for the year 1970-71. The fund was generally for children sponsorship, and to a smaller extent, for capital expenditure. Local donations in this survey referred to contributions from the wider Hong Kong community rather than from Kwun Tong alone.

We must, however, bear in mind that although financial input into social welfare from Kwun Tong community does not appear significant, it is not in any sense nil. The fact is that, indirectly, part of the tax revenue taken from the industries in Kwun Tong was being put back into welfare services in the area, through government subventions to voluntary agencies as well as through government sponsored welfare programmes, although admittedly the amount is small since the population residing in Kwun Tong is on the increase every year.

#### a-5 Personnel Resources

Effective service depends on both finance and manpower. Here we shall attempt to analyse the social work personnel only. From the responses of the agencies a total of 185 social workers were employed as of September, 1971, in direct service in the 44 agencies. Of the 185 workers 103 are classified as professional workers engaged in casework, group work, and community work, while 82 workers are considered as para-professionals occupying positions such as case-aide, club leader, or youth worker. It is significant to note that family welfare services employed the largest number of social workers (94), and institutions the least (3). The findings also revealed that case-aides formed a very large group (45) among the employed. This certainly reflects the need for training facilities for a level of personnel which is below the university graduates. It would be interesting to study further on this group to find out

where they were trained and what were their experiences, in addition to their actual duties in the agencies. Details of the personnel categories are found in Appendix II.

With regard to voluntary workers 11 agencies replied that they used volunteers. These helpers are found mainly in youth and community services. Very few volunteers were reported by the child care agencies which is rather contrary to current assumptions. For those agencies who did not use voluntary workers, no reasons were given. Only 5 respondents said that they have recruited volunteers, or at least they have tried to recruit them, from Kwun Tong. But the others replied that voluntary helpers are recruited from other parts of Hong Kong normally. Turnover rates of social workers were not high according to the respondents in the survey. This is certainly a heartening finding as we have been under the impression that trained workers do not stay in the Kwun Tong agencies for long and would move out as soon as other opportunities arise.

The agencies were asked how many of the employed social workers are residents of Kwun Tong at the present time. We thought this may have bearings on community involvement and also on the issue of input of manpower resources from outside. The replies confirm our observation that only 16% of the workers are living in Kwun Tong and over 83% of them are from outside. The fact that the majority of the social workers do not live there may not necessarily mean that their identity with the community and its problems will be less. Rather, the implications of this finding may be that the profession has insufficiently tapped the available resources in the local community. Are opportunities open for the young people in Kwun Tong to join the welfare services? How can one inspire the hundreds and thousands of young adults in the community to be more concerned in their own community welfare and hence take more active part in it, by joining the social services as paid workers or volunteers?

a-6 Areas not Served by Formal Organisations

It may be appropriate here to say something about the three areas in Kwun Tong which do not have any formal organised welfare, and to learn how welfare needs are met. As mentioned earlier in this report the three areas concerned are Jordan Valley, Cha Kwo Ling, and Lyemun. For these three areas the president or vice-president of the respective Kaifong Association was interviewed. It is interesting to note that in these areas welfare system takes on a more traditional pattern, and the Kaifongs, like the clan group in the village, assume an important role in providing help for the families in need. The residents in these three areas do not have much dealings with the related government departments and have no expressed desire to do so.

Due to limitation of funds, the Kaifongs can only entertain requests for medical fees and short term relief in the form of funeral expenses or expenses arising from natural crisis such as fire or typhoon. The local residents seemed to be quite capable of taking care of their own affairs, especially the self-supported fishermen and farmers of Lyemun. Once or twice a year performance of Chinese opera would be held in these areas, both for the purposes of fund raising and entertainment of the people. The money thus collected will go to the welfare expenses of the community. Funds are also collected in the form of Kaifong membership fees, but the amount is relatively small.

During the interviews the village leaders showed no expressed desire for organised welfare to move into the areas, but the leader of Jordan Valley mentioned that it would be for the good of the people to have a medical clinic and day nursery. In time to come, when more and more young people from these three areas move out to work in the Kwun Tong factories, in particular the young mothers, it would be necessary to provide some family welfare services for the very young, the old and the sick. There is no doubt that certain degree of resistance to outside interference exists. Nevertheless, the Kaifong leaders are beginning to realize that they cannot cope with the increasing demands and requests unaided. In certain instances they had actually referred the people to the welfare agencies at the nearby districts such as Ngau Tau Kok and Kwun Tong Town Area. It would be a matter of time

when these 'closed communities' will eventually succumb to the impact of expanding industrialisation in Kwun Tong. As the population of these areas changes, it is envisaged that needs and problems will change also. How soon and how ready the people are to accept organised welfare activities to their midst is yet to be seen.

a-7 Characteristics of Clientele

Particulars of the people who benefit from the welfare services in Kwun Tong are difficult to obtain, partly because some of the agencies do not have records of the number of clients coming and going. Recreational activities, for example, have large numbers of patrons from different age groups yet it is not possible for the agencies to register all the participants every time. As a result, the relation between the total population in Kwun Tong and the number of consumers in the various social welfare activities cannot be known. However, from the results of the survey we can analyse where most of the clients came from, how they live, which can somehow reveal the nature of the clientele. In Table 4 we attempt to show in what type of housing most of the clients live.

Table 4

Distribution of Clients by  
Types of Housing in Percentage

Type of Housing	% of Clients
Resettlement Estates .....	75%
Gov't Low Cost Housing .....	2.1%
Housing Authority/Society .....	10.9%
Squatters .....	3.6%
Stone Huts .....	2.8%
Rented Flat/Apt. ....	0.5%
Others .....	0.7%
Total	100.0%

On the question of 'Where the clients come from?' statistics showed that 98% of the clients are from the nine areas of the Kwun Tong community with only a small 2% coming from outside, that is, from Tze Wan Shan and Wong Tai Sin mainly. It was recorded that the greatest number of clients are from the Kwun Tong Resettlement Estates, with Sau Mau Ping coming second, followed by Kwun Tong Town Area, Ngau Tau Kok, Lam Tin Resettlement Estates, and Yau Tong Resettlement Estate in that order. With regard to special services such as rehabilitation it was reported that the clients came from all parts of Hong Kong and Kowloon. Quite contrary to our assumption, all the residents in the home for the aged are from other parts of the New Territories and Kowloon, and none from Kwun Tong itself. This fact may be explained that certain low cost housing and resettlement blocks in the Kwun Tong areas have already been allocated for old people who wished to live on their own. Hence, it is not necessary for them to go to a Home.

It is significant also to find in Table 4 that over 75% of the clients who benefited the welfare services were from the Resettlement Estates. This is not far from our hypothesis as the population in the Resettlement Estates is four times of that in the private tenement houses. According to the respondents there is no criteria set by the agencies relating to accommodation of the persons who ask for help. The findings, therefore, may lead one to think that the present welfare structure and objectives are geared very much toward the 'needy', the 'unfortunates', and those 'with multi-problems', as indicated in the Annual Reports of many agencies. This residual function of welfare service, though to a certain extent is valid in a developing community with limited resources, is no doubt not the only objective of social welfare to-day. The trend now is to look at social welfare service as normal, institutional functions in a modern industrial society. Needs can exist in a variety of forms in a complex society and people from all classes and social groups may need help at some times in their lives. A re-thinking of the concept and aim of social welfare is therefore suggested, in order to be of real service to the total community.

In further data analysis, the response of the family agencies showed that 89% of their clients worked in Kwun Tong, with the majority of them classified as unskilled workers (45%), and hawkers (33%). Only 1.5% of the clients were said to be skilled factory workers. The homogeneity of the population living in the resettlement estates can partly explain this phenomenon. The notion that social welfare have moved away from the poor and under-privileged as found in USA and other parts of Europe is not true in Kwun Tong or in Hong Kong for that matter. In fact, it has been suggested that the welfare community should be thinking of reaching out to the 'white collar' class, to people with non-tangible problems, if we are to see social services in a broader perspective. This wider conception of modern welfare system should be taken up by the planning bodies in due course.

#### B. Inter-agency Coordination and Exchange

It is generally claimed that at least three conditions must be present before any inter-agency coordination can occur, they are: a) shared goals; b) complementary resources; c) efficient mechanisms for controlling whatever exchanges are involved.<sup>4</sup> Using this as framework we try to look into the inter-agency coordination pattern of the welfare agencies in Kwun Tong. First, the shared goals. After careful study of the written goals of the various agencies in Kwun Tong it was found that there is much in common, to quote a few: "to relieve distress amongst the people", "to help families solve their problems", or "to meet personal community needs". For some of the agencies that do not have written goals from the respondents, the replies were very similar. However, when one looks beyond the abstraction and high ideals of these general explicit goals and begins to find out what actually are the guidelines for action, i.e., the operational goals which determine decisions, they become less explicit and are hard to define. Yet, these operational goals are said to be crucial in the determination of inter-agency coordination according to Reid. We therefore come to the

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<sup>4</sup> William Reid, "Interagency Coordination in Delinquency Prevention and Control", M.N. Zald, Social Welfare Institutions, John Wiley & Sons, N.Y. 1965, p. 359.

conclusion that although the stated goals of most of the agencies are related to the alleviation of social problems in the community and the prevention of social breakdown, at the working level, these shared general goals are often less explicit and somehow overshadowed by the aims of individual organisations. As a result, inter-agency coordination was hard to come by. This will be seen in the discussion followed.

Complementary or sharing of resources is another condition which determines inter-agency exchange. In this respect, the referral system of the agencies was studied. An agency may have insufficient resources to achieve its goal, or it may need to refer its clients to another agency for a particular kind of service. It is evident from the survey that referral of clients from one agency to another was common practice -- along with the fact that a client may register in several agencies at the same time. The Central Welfare Index Office was used normally to clear any possible overlapping of services. Otherwise, there was no great obstacle to prevent a client from making use of help or service provided by several agencies in Kwun Tong, especially with respect to leisure time activities.

From the returned questionnaires, about 54.4% of the clients came to an agency through referral, by a government department or by other welfare and health organisations, or schools. This situation is most common in the clientele of the family welfare agencies and institutions. The Resettlement Department was mentioned among others as a major referring government department. This can be considered as a good sign from the standpoint of cooperation and mutual concern for the people who are living in the resettlement estates, in particular the new arrivals. It is found that there is no special agency as such in the whole of Kwun Tong with the specific purpose of looking after the new-comers to the area. It would be rather disturbing to think that the housing and resettlement authority merely moves blocks of families to the new estates and then forgets them. No relocation assistance as such is found with the intention of helping them to establish a new home, or to bring them into contact with the social agencies of the community. The voluntary agencies would have missed an opportunity not to seize the moment of relocation to bring about,



perhaps a much needed, social rehabilitation of the families of the city slums. Inter-agency coordination between the Resettlement Department and the social organisations would be a great help indeed.

Sharing of resources and referral of clients between agencies and government departments are important aspects of exchange within the welfare system. And we found this existing in Kwun Tong presently, with certain degree of success. Referral is possible only when complementary resources are available in the welfare system. From the opinion of the respondents there are still gaps in the social services in Kwun Tong which make it sometime necessary for the agency to refer their clients to service outside of Kwun Tong. Sharing of resources occurs frequently in time of crisis or at special occasions such as in the summer programmes or in Chinese New Year. Overlapping and duplication of certain types of activities is not uncommon in Kwun Tong. The reason for this to occur is not so much due to demand as to lack of proper coordination effort.

This leads us to the third point of inter-agency coordination. Joint planning and programme coordination is another level of inter-agency cooperation. This level of coordination is particularly needed when community resources are scarce. In this survey the respondents were asked what, in their opinion, is the existing coordinating body or bodies in Kwun Tong for over-all social welfare planning. An astonishing number, 37 out of 44 directors, replied that they have no idea or that they cannot think of any in existence. Only three answered that such a body is now in the planning stage but did not specify the machinery. With regard to coordination for a particular function or activity in the community the replies were not so discouraging. 26 agencies put "yes" to the question "Does your agency generally join in planning of particular type of function or activities in the community?" These agencies referred again mainly to the summer programme. 18 agencies replied that they had not taken part in any joint activities, because the activities were not related to their agency service. The others simply did not give any reason for non-participation.

It was with some surprise to find that there was no joint financial campaign for Kwun Tong welfare work itself, except one agency mentioned the Fat-Choy Drive in the New Year. New Year Fun Fair and community development project were named by 9 respondents as special activities which resulted in coordinated planning and action. Discussion of health problems in Kwun Tong was mentioned by 2 agencies as another matter which had led to some joint efforts among health and welfare agencies.

On the question: "Who normally initiates coordination?" 26 respondents put Kwun Tong Community Centre as the agency that normally takes the initiative, while 7 mentioned the City District Office. Only one named the Kaifong and 17 responded that they did not know. It is apparent that Kwun Tong Community Centre has served as a valuable link among the welfare agencies, and it seemed to be the leading one in the eyes of the people interviewed. The fact that Kwun Tong Community Centre is a government sponsored organisation did not seem to affect its role in programme coordination with the voluntary agencies, which in Kwun Tong, form the majority. The Community Centre was also seen as the agent of cooperation between governmental and voluntary agencies as revealed in the findings. The nature of cooperation between the government and voluntary agencies are reported to be ranked in the following order:

1. regular visits and consultation
2. special projects - especially summer programme
3. ad hoc staff meetings and contracts for clarification purposes
4. case referral and case conference
5. shared use of buildings during summer holidays for neighbourhood activities
6. training of child welfare workers and other trainees

Since 29 agencies answered that they are members of the Hong Kong Council of Social Service which is an over-all coordinating body for voluntary agencies in Hong Kong, half of them indicated that the H.K. Council of Social Service is instrumental in initiating cooperation between the government and the voluntary organisations. On the other hand 15 agencies responded that they have made no attempt to join cooperative activity with the government departments.

### Concluding Remarks

The above analysis represents largely, but not all, the material and findings of the field study conducted in the first phase on social welfare organisations in Kwun Tong. We are aware all along that the results presented here may tend to be one-sided, in that the respondents are mainly agency executives or head of an institution. There is no doubt also the other side of the coin, i.e., the consumer's opinion or the staff's viewpoint, which is equally valid and crucial in the understanding of the agency structure or of the welfare system as a whole. We also take into consideration that it is difficult for any interviewee, an agency executive is no exception, to be entirely objective about his agency and services. For this reason we are not surprised to find that 33 out of the 44 respondents replied "yes" to the question: Do you regard that your agency programmes and services have met the community's needs? Only 9 said that they considered their agency had partly met the needs of the community, while the rest were 'not sure'. We assume that the assessments are true statements of the respondents from their viewpoint although there is always room for further improvement and development.

In the present survey, we have not attempted to evaluate the effectiveness or the efficiency of the services and programmes. We noted, however, that in most agencies, measures are taken to ensure the standard of service at a satisfactory level. These are mainly in the form of staff meetings and regular supervision and consultation with senior staff, as well as in the form of in-service training.

We are pleased to find no observable elements of competition or conflict exist among the agencies which deserved particular attention. But a separate study on the nature of the social processes of the welfare network should be most beneficial to all who are concerned in the future planning of welfare services in Kwun Tong. In this first report, we have hardly touched upon this aspect of organisational interaction at all, nor have we examined the welfare structure as it relates to other social organisations in the community, especially the health agencies.

Lastly, we would like just to mention an issue which, in our opinion, is basic to all organisational studies, that is the relationship of social values in the community to the welfare organisation. In the field of human service the role of values is of particular importance. We would like to know how the different facets of the Kwun Tong community services are directed. What are the dominant community values? Again, for the lack of time we have not included this aspect of study in the first phase; although it is very much in the foremost of our mind. It has been pointed out by many social workers and researchers that community welfare planning must take note of the role of social values in determining desirable and achievable welfare goals. In any industrial community one must coordinate values as expressed through economic or political interests with social concern for the well-being of the people. It is hoped that this may be included in the second phase, when a comparative study of the internal structure of the organisations may be carried out, by field of service and type of sponsorship. We do believe that the welfare work of any community is not merely a network of agencies or a pattern of functionary and structural set-up, but at the same time is guided by a commitment and purpose which reflects the dominant values held by all in the community concerned.

APPENDIX ISOCIAL WELFARE AGENCIES IN KWUN TONG - August 1971

NAME OF AGENCY (SPONSORSHIP)	DATE OF ESTABLISHMENT
Boys' & Girls' Club Association (V.) Kwun Tong Children's Library 小童群益會觀塘兒童圖書館	November, 1959.
Resettlement Estate Loan Association (V.) Kwun Tong Branch Centre 新區居民貸款會	1960.
Chun Tao Lok Yuen (V-R) 循道樂園	1961.
Hong Kong Family Welfare Society (V.) 香港家庭福利會	1961.
Resurrection Centre (V-R) 耶穌復活堂服務中心	1961.
Boys' & Girls' Club Association (V.) Kwun Tong 22 Children's Centre 小童群益會觀塘廿二座兒童中心	Feb., 1961.
The Family Planning Association of Hong Kong (V.) Kwun Tong 1 Clinic 香港家庭計劃指導會觀塘第一指導所	Feb., 1962.
Kwun Tong Probation Office S.W.D. (G.) 觀塘裁判司署感化組	1963.
Y.M.C.A. Kwun Tong Centre (V-R) 香港中華基督教青年會觀塘服務中心	September, 1963.

NAME OF AGENCY (SPONSORSHIP)	DATE OF ESTABLISHMENT
Kwun Tong Community Centre (G.) 觀塘社區服務中心	Feb., 1964.
Federation of Youth Groups Yau Tong Bay Youth Centre (V.) 香港青年協會油塘青年中心	1964.
Kwun Tong Settlement for the Severely Disabled (G.) 觀塘嚴重傷殘人士安置所	1964.
Christian Family Service Centre (V-R) 基督教家庭服務中心	1965.
Kwun Tong Methodist Community Centre (V-R) 中華循道公會觀塘服務中心	1965.
St. Barnaba's Youth Centre (V-R) 聖巴拿巴堂青年中心	1965.
The Family Planning Association of Hong Kong Kwun Tong 2 Clinic (V.) 香港家庭計劃指導會觀塘第二指導所	March, 1965.
Boys' & Girls' Club Association Yau Tong Boys' Club (V.) 小童群益會油塘男童會	July, 1965.
Po Leung Kuk Yau Tong Bay Nursery (V.) 保良局油塘灣托兒園	Oct., 1965.
Sau Mau Ping Youth Centre (HKFYG) (V.) 香港青年協會秀茂坪青年中心	1966.

NAME OF AGENCY (SPONSORSHIP)	DATE OF ESTABLISHMENT
The Family Planning Association of Hong Kong Yau Tong Clinic (V.) 香港家庭計劃指導會油塘指導所	Feb., 1966.
The Family Planning Association of Hong Kong Sau Mau Ping Clinic (V.) 香港家庭計劃指導會秀茂坪指導所	May, 1966.
Holland Hostel (V-R) 荷蘭宿舍	1966.
Kwun Tong Hostel (G.) 觀塘宿舍	Sept., 1966.
Salvation Army Yau Tong Bay Nursery (V-R) 救世軍油塘托兒所	Nov., 1966.
Sheng Kung Hui Happy Home for the Aged (V-R) 聖公會老人康樂之家	1967.
Social Welfare Dept. Public Assistance Division (G.) 社會福利署公共援助組	Sept., 1968.
World Rehabilitation Fund Day Centre (G.) 世界復康基金會訓練中心	Sept., 1968.
Lam Tin Family Services Centre (G.) 社會福利署藍田家庭服務處	November, 1968.
Po Leung Kuk Lam Tin Nursery (V.) 保良局藍田托兒園	Jan., 1969.

NAME OF AGENCY (SPONSORSHIP)	DATE OF ESTABLISHMENT
The Family Planning Association of Hong Kong Lam Tin Clinic (V.) 香港家庭計劃指導會藍田指導所	Jan., 1969.
Boys' & Girls' Club Association Lam Tin Children's Centre and Library (V.) 小童群益會藍田兒童中心	Jan., 1969.
Federation of Youth Group Lam Tin Youth Centre (V.) 香港青年協會藍田青年中心	Jan., 1969.
Kai Nang Training Centre (G.) 啟能訓練中心	March, 1969.
Boys' & Girls' Club Association Sau Mau Ping Children's Library (V.) 小童群益會秀茂坪圖書館	July, 1969.
Gospel Debating Society, Sau Mau Ping Day Nursery (V-R) 福音研究會秀茂坪日間托兒園	August, 1969.
Ping Ngon Youth Service Centre (V-R) 平安青年服務中心	Sept., 1969.
Wo Lok Estate Resident's Credit Union (V.) 和樂邨居民儲蓄互助社	Sept., 1969.
Sau Mau Ping Deaf Club (G.) 秀茂坪聾童會	October 17, 1969.
Kwun Tong Counselling Service Unit (LWS) 世界信義宗社會服務處 (V-R) 觀塘社會輔導工作部	July, 1970.



NAME OF AGENCY (SPONSORSHIP)	DATE OF ESTABLISHMENT
Ngau Tau Kok Caritas Centre (V-R) 牛頭角明愛中心	July, 1970.
Hong Kong Society for the Protection of Children Ngau Tau Kok Day Care Nursery (V.) 香港保護兒童會牛頭角分會	Sept., 1970.
Young Women's Christian Association Ngau Tau Kok Youth Centre (V-R) 香港基督教女青年會牛頭角青年中心	Sept., 1970.
The Family Planning Association of Hong Kong Ngau Tau Kok Clinic (V.) 香港家庭計劃指導會牛頭角指導所	Oct., 1970.
Lutheran World Service Kwun Tong Day Care Centre (V-R) 世界信義宗觀塘日托幼兒院	May 3, 1970.

Key: V = Voluntary agency

G = Government

V-R = Voluntary and affiliated with religious body

APPENDIX II

Number of Social Workers employed as of September, 1971 - by Type of Service

Type of Service	Personnel Categories										Total
	Case Worker	Group Worker	Community Worker	Multi-practice Worker	Case-aide	Club Leader	Youth Worker	Others	Total		
Child Care	1	-	-	-	-	-	-	-	-	1	
Family Welfare Service	30	-	-	12	51	-	-	1	-	94	
Recreational & Youth Service	1	13	-	2	-	21	4	-	-	41	
Probation	8	-	-	1	-	-	-	-	-	9	
Institutional/Residential	3	-	-	-	-	-	-	1	-	4	
Rehabilitation	2	9	-	9	-	-	-	-	-	20	
Multiple Service	2	8	3	1	-	2	-	-	-	16	
<b>Total</b>	<b>47</b>	<b>30</b>	<b>3</b>	<b>25</b>	<b>51</b>	<b>23</b>	<b>4</b>	<b>2</b>	<b>2</b>	<b>185</b>	