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Public Policy Research Funding Scheme

Final Report

**Hong Kong Non-Governmental Welfare Organisations in Mainland
China: Services, Challenges and Opportunities**

香港社會福利機構在中國內地之服務、挑戰與機遇

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Executive Summary

(i) Abstract

Although Hong Kong-based non-governmental organisations (NGOs) have been active in China's social services since the late 1970s, there is no comprehensive analysis about their services, users, sources of income, and their relationship with China's domestic NGOs and official agencies. This research project aims to fill this gap by mapping the welfare activities of Hong Kong NGOs in China, with particular reference to examine what support from the Chinese and Hong Kong governments can further develop their services, address the needs of Hong Kong families who stay long-term in mainland China and also create job opportunities for Hong Kong welfare workers.

Making reference to the social welfare management experiences in Hong Kong, the Chinese government has made serious attempts to transform the welfare functions of local governments by urging them to contract out social services to NGOs. This new welfare approach has encouraged Hong Kong NGOs to establish and expand their services in the mainland. In order to make this policy change, the central government has relaxed NGOs' registration procedures by allowing international NGOs to register with local civil affairs bureaus and offered special grants to registered NGOs for their development. Obviously, these policy changes have provided Hong Kong welfare workers and NGOs with good opportunities to extend and further develop their services in mainland China. The present study sets out against the policy background outlined above to examine the major challenges confronting NGOs based in Hong Kong when attempting to develop their services in mainland China, exploring what are the major aspects and policy measures needed to facilitating these NGOs to further extend services in China.

This study used both qualitative and quantitative research methods, including a postal questionnaire survey of NGO, Government Officials Survey, and in-depth-interviews. This project has several contributions: (a) the first study that gives a comprehensive picture on Hong Kong-based NGOs activities in China; (b) inform policy makers in mainland China and Hong Kong on what types of support can further enhance the services of Hong Kong NGO branching out in mainland China; (c) inform the Hong Kong government and NGOs about the needs of Hong Kong residents in mainland China and what types of services needed to be provided for them; and (d) inform Hong Kong social work training institutions about the training needs of social workers so that their graduates can be better equipped to engage in mainland China's social services.

摘要

自1970年代後期，香港非政府組織活躍於內地的社會服務領域。但現時仍缺乏研究，全面分析這些組織在內地的情況。為填補這一空白，本研究將分析香港非政府組織在內地的狀況，尤其關注政府如何支持香港非政府組織在內地發展，以滿足長居內地之香港家庭的服務需求，並為香港社會工作者創造就業機會。

現時，內地政府鼓勵香港非政府組織在內地提供服務，一系列的政策為香港非政府組織在內地發展提供良好機會。在這背景下，本研究檢視香港非政府組織在內地發展遇到的挑戰，探索促進他們發展的措施。

本研究通過問卷調查了香港的非政府組織，以及內地的政府官員，並採用深入訪談的研究方法。本項目有以下的貢獻：一 本研究是第一個全面系統分析香港非政府組織在內地的研究；二 揭示如何支持香港非政府組織提升在內地的服務，供政策制定者參考；三 歸納香港居民在內地的服務需求，為政府和非政府組織提供資訊；四 令香港社工訓練機構瞭解內地非政府組織對社工的技能需求，使香港社工畢業生勝任內地服務工作。

(ii) Summary on policy implications and recommendations

This project proposed two main policy implications and recommendations from the perspectives of Hong Kong SAR government and the Hong Kong NGO.

Policy implications

Hong Kong NGOs' cross-border service should respond to changing needs mainland China. Social service and social work are developing fast in mainland China. Hong Kong NGOs' cross-border service should closely follow the development to maintain the status. While the government in the developed regions began to shift policy priority to localization of social work, Hong Kong NGOs could localize their mainland branch as local agencies instead of overseas NGOs. Meanwhile, remote and developing regions are late comers in China's social development. Their needs in social service and social work expertise provide new opportunities for Hong Kong NGOs to contribute the mainland's social development.

Meanwhile, central government is proactively enhance China's soft power through foreign aid. Hong Kong NGOs' rich experiences in international aids and development work could contribute to national diplomatic strategy.

Policy recommendations

The Hong Kong Government should play an enabling and bridging role in the communication with multi-level government in the mainland. Specifically, the government shall be proactively engage in the following activities to facilitate Hong Kong NGOs seize these new opportunities:

- 1) Linking up HK agencies with governments in the mainland: Hong Kong government could set up a communication mechanism to match Hong Kong NGOs' expertise and service needs in the mainland.
- 2) Enhancing officials' political trust in Hong Kong agencies: with Hong Kong government' introduction, Hong Kong NGOs may skip some administrative procedure for registration, as suggested by the official from Guizhou province.
- 3) Coordinating at the high level between the HKSAR Government and the local governments in China, as indicated in the Policy Address.
- 4) Appreciating the experiences of HK based NGOs in international aids and development work to help the Central Government to assert its "Soft Power" under the Belt and Road Initiatives.
- 5) Finally, the Central Government's appropriate intervention in policy coordination during the implementation process.

政策啟示與建議

是項研究從香港特別行政區政府及香港非政府組織的角度，提出兩大政策啟示及建議。

政策啟示

香港非政府組織的跨境服務應該回應內地不斷轉變的需求。內地社會服務與社會工作發展一日千里。香港非政府組織必須緊貼有關的發展趨勢。當發達地區的地方政府將政策重心轉向社會工作的本土化，香港機構可以考慮將他們的內地分支機構轉變為當地社會組織而非境外組織。同時，偏遠及發展中地區屬於中國社會發展的後來者。他們在社會服務及社會工作發展的需要將為香港非政府組織提供新的機遇。

另外，中央政府現正積極透過海外援助增強中國的軟實力。香港非政府組織具有豐富的國際援助與發展工作經驗，可以為國家外交戰略添磚加瓦。

政策建議

香港政府應在與內地多層級政府的溝通中扮演『促成』及『橋樑』的角色。具體地，政府應該積極投入以下活動，促進香港非政府組織把握新機遇：

- 1) 為有意提供跨境服務的香港機構與內地各地政府牽線：特區政府可以考慮設置恆常的溝通機制，配對香港非政府組織的專長與內地的服務需求
- 2) 增加內地官員對本港非政府組織的信任：按照貴州省官員的提議，透過特區政府的引介，香港非政府組織或能繞過一系列繁瑣的行程手續
- 3) 將社會服務納入施政報告所提議的高層級的政府對政府協調機制範圍
- 4) 推廣香港非政府組織在國際援助及發展工作的專長，協助中央政府實施一帶一路等『走出去』戰略
- 5) 中央政府適當協調政策執行過程中的困難

1. Introduction

This is the first study to map the welfare activities of Hong Kong non-governmental organisations (NGOs) in mainland China. Hong Kong NGOs have been very active in China's social services since 1980s. Their welfare activities have deepened from mere agency visit, training and financial support for China's welfare agencies, to direct service provision by collaborating with local civic affairs departments and social organizations (Lui 2010). For example, Helping Hand and The Hong Kong Society for Rehabilitation owned and managed two nursing homes in Zhaoqing and Shenzhen of the Guangdong Province respectively with substantive grants from the Hong Kong Jockey Club Charities Trust in the mid-1990s. At the same time, a few NGOs made 'participation in China's social development' as one of the missions and strategic directions of the agency. The Neighbourhood Advice-Action Council and Hong Kong Christian Service have set up specialized committee on work in mainland China to steer the activities. Some international NGOs' Hong Kong branches even carry out large scale welfare projects in mainland. For example, Oxfam Hong Kong had signed agreements with the State Council's Leading Group Office of Poverty Alleviation and Development to implement reconstruction projects following the Wenchuan earthquake in 2008 (Chinadailyasia.com, 22 August 2014).

The 16th National Congress of the Communist Party of China in 2002 pointed out the need to 'improve the government functions of economic regulation, market supervision, social administration and public services' (Jiang, 2002). Since then, Hong Kong social welfare system, including its social worker training and registration system, partnership for service provision between government and NGOs, welfare subvention and quality management system, has become one of the targets of China's policy learning in social management (Leung and Xu, 2015). Since then, Hong Kong NGOs are playing increasing roles in China's social welfare. For example, Hong Kong Christian Service was involved in the setup of the first professional social work service agency registered as private non-enterprise unit (*minban feiqiye*) in Shanghai (Lui 2010).

Although Hong Kong's NGOs are increasingly playing an important welfare role in China, there is no comprehensive information about the background of the involved NGOs, their motivations, service regions and users, financial sources, the number of their staff in Hong Kong and China, their relationship with official agencies and local Chinese NGOs as well as their main challenges. It is important to fill this knowledge gap so that appropriate support can be taken to enhance their work in China.

1.1 Unmet Cross-boundary Service Needs

It is important to study what types of services should be offered to Hong Kong citizens who stay a long period of time in mainland China. As a result of an increasing close tie between Hong Kong and mainland China, many Hong Kong people have moved their residence to the Mainland, either permanently or for extended period of time' (Census Statistics Department (CSD), 2007, p 1).

In 2004, there were 472,900 Hong Kong residents stayed in mainland China at least one month. Among these people, 5.9% (28000) was under 15 years old and 22% (104100) was 60 or above. As for economic activity status, 3.7% was 'students', 9.1% was 'home-makers' and 19.3% was 'retired persons'. A special official report about older people showed that there were 115,500 Hong Kong people aged 60 or above lived in China at least one month in 2011 (CSD, 2011). Among them, 72% was 'retired persons' and 64% resided in Guangdong Province (CSD, 2011, p 5). The two most common reasons for them to stay in China were 'reunion with relatives in the mainland' (39%) and 'retirement' (17%). It should be noted that nearly 40% of respondents said that they 'intended to take up residence in the mainland (i.e. stay in the mainland for a period of at least three months in a 6-month period on average) during the ten years after enumeration' (CSD 2011, p 10).

Obviously, more Hong Kong families have spent a long period of time in China and it is urgent to provide appropriate services to meet their needs, families with children and retired older people in particular. In 2008, there were 6,768 pupils who resided in Shenzhen but travelled to Hong Kong to study (Hong Kong Council of Social Service, 2009). The number of cross-border pupils jumped to 20,000 in 2013 (*South China Morning Post*, 15 September 2013). It should be noted that many cross-border children are struggling to achieve good education standards. For example, 52% of cross-border pupils were unable to achieve an acceptable level in English in 2007 (HKCS, 2009). As for older people, some of them may encounter financial, health and social care problems while staying in mainland China. Although some Hong Kong NGOs have provided some services for Hong Kong older people in China in recent years, more services from the Hong Kong government and NGOs are required in order to effectively meet their social, psychological, health and social care needs.

1.2 Fiscal Sustainability and Institutional Barriers

As pointed out by Hong Kong Council of Social Services (HKCSS) (2009), Hong Kong NGOs can actively involve in promoting professional social services based on their excellent experiences. Although several Hong Kong NGOs have launched service programmes in mainland China, a series of institutional barriers constrain their service financing which affect the scope and scale of the programmes.

It is urgent to support Hong Kong NGOs to engage in contracting out social services in China. In recent years, the Chinese government has urged local authorities to contract out social services and change their role from direct service providers to service monitors. China's Premier Keqiang Li (2014, 26; 28) stressed that the Chinese government will support 'the development of charities' and create 'a mechanism for running hospitals by non-governmental capital' in order to provide adequate basic public services and improve the quality of medical care. In 2013, the Chinese government published the 'State Council Office's Guidance on Purchasing Services from Society' (State Council Office, 2013) that provides guidelines for local authorities to purchase services from NGOs. The target of the

central government is to set up an effective purchasing system and also pass relevant legislation in all local authorities by 2020 (State Council Office, 2013).

In the past, China's Regulations on the Registration and Administration of Social Organisations required an overseas NGO (including Hong Kong and Macau based NGOs) to seek a government agency as a sponsor as a condition to register with the Ministry of Civil Affairs (China Briefing, 1 January 2015). This dual registration process had become a major hurdle for overseas NGOs because many government agencies were reluctant to support them. As a result, many overseas NGOs had no choice but registered as a commercial entity and could not receive tax concessions and raise money from the public. Currently, in order to encourage social organisations to engage in this new welfare approach, the Chinese government has relaxed its registration procedures for local NGOs and is drafting regulation law to let overseas NGOs open offices with government approval. The drafting law has drawn Hong Kong NGOs' great concern.

Currently, without a lawful registration in mainland China, most of the Hong Kong NGOs cannot provide services independently with their own agency brand. They must find a local collaborator to register a joint local agency or launch a collaborative programme. Then this new agency or programme is qualified to bid government's welfare contract. If they are unable to find a local collaborator, they can't work in China. Obviously, China's new welfare approach and its new regulation on the registration procedure for NGOs have offered enormous opportunities for Hong Kong to participate in mainland China's society building and social development. In particular, they can bid for local governments' welfare contracts independently. The implications of this new development are the provision of more good quality services by experienced Hong Kong NGOs. As pointed out by Ming Tak Lu, head of a Hong Kong NGO called Yan Oi Tong, 'Long-term development opportunities on the mainland are available for Hong Kong non-governmental welfare organisations' (Leung, 23 March 2013).

Apart from registration in mainland China, service subvention from Hong Kong may be another issue. This issue is particularly important for Hong Kong elderly care agencies in mainland China (Luk, 2011). Currently, Hong Kong senior citizens retired in Guangdong and Fujian have been entitled on social security allowances since October 2013. And, Pilot Residential Care Services Scheme in Guangdong was initiated in February 2015. Health care voucher, and proposed residential care services voucher may become next wave of cross-border welfare payments.

However, it should be noted that, the number of Hong Kong residents in mainland aged 60 and over is decreasing (CSD, 2011, p. FC3). As social gerontologist Alfred Chan Cheung-ming, the chair of the Elderly Commission, pointed out that, future retirees may prefer to live in their beloved Hong Kong, and these cross-border subsidies will run into social resistance in Hong Kong as well (*South China Morning Post*, February 24, 2014 and May 16, 2014). These may result in longer waiting time for subsidized long term care services in the Central Waiting List. Thus, both service needs and the financing issue of the Hong Kong NGOs in mainland China need to carefully examine.

1.3 “China Opportunity” and Hong Kong’s Advantages in Social Services

Unmet service needs, registration procedure reform and regional cooperation in welfare, may benefit not only Hong Kong-based NGOs, but also Hong Kong social workers as well as Hong Kong economy.

Hong Kong higher education institutions have offered professional social work programmes in terms of associate degree, bachelor and master degrees. However, job opportunities for trained social workers are a big concern in recent years because of limited social work positions under the Lump Sum Grant subvention system and the steady development of social welfare in Hong Kong. According to the Joint Committee on Social Work Manpower Requirements (2013, p 28), the percentage of social work degree graduates who obtained ‘Degree Posts’ during the first year after graduation dropped from 60% in 2007 to just 20% in 2012. As a result of limited jobs for social work graduates, it was estimated that the wastage rate for social work degree holders was 4.8% and for diploma/associate degree holders was 9.7% from 2013/14 to 2014/15. Due to poor employment in previous years, 1441 trained social workers were waiting for jobs in 2013/14.

These figures suggest that it is urgent to create more decent social services jobs. As mainland China is expanding its welfare services and local authorities are contracting out social services to NGOs, it is important to study how Hong Kong NGOs can further develop their services in China in order to meet the employment needs of social work graduates. It is also urgent to inform social work training institutions on the training needs of social workers and welfare managers who engage in China’s social services. This is because there are ‘cultural differences’ between Hong Kong and mainland China and NGOs ‘might come across maladjustments’ (Fan, 22 August 2014).

In fact, social services in Hong Kong style, in the form of provision and supervision by Hong Kong registered social workers is a unique selling point in bidding mainland governments’ service contracts. The exports of social services could be Hong Kong’s a new economic growth point. Apart from two nursing homes which were built with substantive grants from the Hong Kong Jockey Club Charities Trust in the mid-1990s, since 2007, under CEPA, Hong Kong NGOs for the elderly and the disabled have been allowed to supply service in Guangdong Province. The first Hong Kong-run elderly care facility under the CEPA was launched in 2011. However, it is also the only private residential care home for the elderly under the CEPA. In addition, as of 28 February 2018, the cumulative number of certificates of Hong Kong social service supplier issued is still zero (Trade and Industry Department, 2018). It is necessary to study the reasons for no social service suppliers get the certificates currently. Based on the research findings, the present study will point out the direction of further liberalisation and deepening of CEPA in social service.

In addition, China’s Law on Administration of Activities of Overseas Nongovernmental Organizations in the Mainland of China came into effect on 1 January

2017. The law is applicable for Hong Kong welfare NGOs. The new legal regulation may change the “China Opportunities” and post new challenges.

2. Research Objectives

Thus, the present study achieved the following objectives:

- 1) Examining the services of Hong Kong based-non-governmental organisations in China, including the types of services, service regions, service users, the number of staff involved and their sources of income.
- 2) Exploring the barriers and opportunities for Hong Kong NGOs in China, particularly in contracting out social services.
- 3) Studying the impact of Hong Kong NGOs services in China and their relationship with China’s official organisations and domestic NGOs.
- 4) Identifying the service needs and major areas for improvements for enhancing service provision by Hong Kong-based NGO in China.
- 5) Examining what types of support from both the Hong Kong and the Chinese governments can further develop Hong Kong NGOs services in China.
- 6) Exploring the trends and employment opportunities for Hong Kong social workers through surveying NGOs in the mainland employing social welfare professionals from Hong Kong.

3. Methodology

This study adopted both qualitative and quantitative research methods to achieve the research objectives.

3.1 NGOs Survey

Firstly, a postal questionnaire was sent to all members of the Hong Kong Council of Social Services to map their involvement in China’s social services. In 2015, 433 NGOs are members of the HKCSS (2015). The questionnaire gather information on issues such as (a) the contents of their services, (b) service regions, (c) sources of income, (d) service users, (e) the number of involved staff members in Hong Kong and mainland China, (f) service barriers, (g) future plans, etc.

3.2 In-depth Interviews

Secondly, in-depth interviews have been conducted to 20 NGOs’ senior managers and social workers in Hong Kong and Guangdong Province, mainland China. The in-depth interviews included NGO in different social service areas such as services for children, young people, and older people. The in-depth interviews focused on the issues about the practice of providing social service in mainland, including (a) types and impact of services,

(b) the respondents' attitudes on and experiences of implementing government services, (c) main service barriers, (d) their relationship with government agencies and local NGOs, (e) the existing service gaps, (f) the needs of their organisations and the training needs of their staff members, etc.

3.3 Government Officials Survey

Thirdly, based on the data collected from NGO sector, we extended the scope of survey to government officials from developing regions in mainland China. This survey aims to examine the findings and policy implications from the perspective of government officials. The questionnaire is adapted from the questionnaire for NGOs by focusing on policy and institutional design and deleting the items concerning on NGOs' activities. 115 government officials from Guizhou Province answered this shorten questionnaire.

4. Findings

All the research objectives set out in the present studies have been achieved. The following highlights the major findings of the present research project.

4.1 Organizational mission is critical

In the survey, about two thirds of respondents didn't provide social services in mainland China. The result suggests cross-border service is not the main activities in Hong Kong. The main reason is that their organizational mission is to serve local people in Hong Kong. And the use of funding, such as government subsidy and donation, is restricted to Hong Kong services. Similarly, reasons for providing mainland services are because of organizational missions. And their funding raising activities would clearly state this service mission. Thus, organizational mission and funding agreement provide the political legitimacy and economic resource for NGOs serving in mainland China.

It should be noted that, some NGOs may amend mission statement and restructure the agency structure to proactively serve the needs in mainland China. This organizational change, in fact, confirms the importance of organizational mission. In addition, it also suggest the importance of attitudes of board of director towards "China Opportunities".

4.2 Contesting legitimacy and mutual trust

Apart from organizational mission and resources (e.g. funding and manpower), Hong Kong NGOs also face institutional constraints in mainland. The institutional constraints are twofold: legal status and funding sources.

Previously, Hong Kong NGOs are invited by mainland governmental or public institutions to collaborate in service delivery. Thus, agency registration is not a critical issue. When the Chinese government has expanded the social service programmes, more and more Hong Kong NGOs would like to engage in the social development with clear agency image. Thus, they would like to set up their own service entities. Though the Chinese government has released the outdated rigid control over registration of NGOs, the administrative procedure is still complicated for Hong Kong NGOs to understand and follow, especially under the new law on the overseas NGOs. Without the legal status, the Hong Kong NGOs cannot receive stable funding in mainland China to provide social services.

The problem is mainly due to mainland government officials' distrust on Hong Kong NGOs. Hong Kong NGOs have to contest the legitimacy in mainland China. Thus, according to survey, most of the successful cases are well established agencies in Hong Kong in medium and large size. According to interviews, several interweaves agreed that, small NGOs didn't have the social ties to "open the door" entering mainland China. Thus, at this stage, only the experienced social workers and well established agencies in Hong Kong could seize the "China Opportunities".

4.3 Trapped in the negotiations with multi-level government

China's law enforcement and policy implementation has long been characterized as "selective implementation". The interpretation and implementation of law and regulation vary across the country and governmental officials. While central government's macro policy opens the door, Hong Kong NGOs still encounter several institutional barriers at local level. Several interviewees described the situation as: though large doors are opened, several small doors still closed (大門已開，小門仍關).

In order to open small doors, social ties and governmental trust are important as mentioned. However, both policies and policies implementers could change quickly in mainland China. As a result, agreed activities will be adversely affected by the changes in policies and officials. Stability and continuity in policy and personnel are Hong Kong NGOs main concerns.

In addition, for the sake of regulation and service management, local governments tend to allocate resources to locally registered agencies. Thus, to obtain the local resources, Hong Kong NGOs have to register their mainland branches at the municipal level, even though they had registered at the national and provincial levels.

4.4 Confidence in service quality and new strategic direction

The study also reveals that, with their professional experiences in Hong Kong, Hong Kong NGOs are not concerned about the effectiveness issues in service delivery. More

importantly, they are able to use experiences and effectiveness in welfare delivery are the crucial resources in search for legitimacy.

But this advantage is decreasing when the social service and social work profession develop fast in mainland China. In some developed regions such as the Pearl River Delta and Shanghai, when the social services and social work have been institutionalized as government policy, local governments tend to shift policy direction towards the localization of social work. Hong Kong NGOs would receive less supportive initiatives from local governments to cope with the restrictive difficulties from the central government. Hong Kong NGOs gradually lost their advantages, and several agencies and social workers have retreated from mainland services.

Meanwhile, some practitioners in mainland NGO sector think that, Hong Kong's social service is merely at city level. They would like to know about how Hong Kong NGOs become globalization and play significant roles in global civil society. This is in line with China's grand strategy of enhancing soft power and international influence.

4.5 Mainland officials: optimism but not know much about Hong Kong NGOs

In the survey of mainland officials, over 90% respondents feel optimistic about the cross-border collaboration in social service. They also agreed that, law and regulation are the critical issue for the development of Hong Kong NGOs in mainland. Meanwhile, they believed that it should not be too difficult for Hong Kong NGOs to comply with these laws, including the new law on overseas NGOs. However, they also admitted that, before the study visit to Hong Kong, they don't know much about Hong Kong welfare NGOs.

The results suggest, in the developing regions, such as Guizhou province, social services are still underdeveloped. Local governments welcome Hong Kong NGOs help to serve local needs and develop the system. Hong Kong NGOs may consider seize these opportunities.

5. Policy Implications and Recommendations

5.1. In response to changing needs mainland China

Social service and social work are developing fast in mainland China. Hong Kong NGOs' cross-border service should closely follow the development to maintain the status. While the government in the developed regions began to shift policy priority to localization of social work, Hong Kong NGOs could localize their mainland branch as local agencies instead of overseas NGOs. Meanwhile, remote and developing regions are late comers in China's social development. Their needs in social service and social work expertise provide new opportunities for Hong Kong NGOs to contribute motherland's social development.

Meanwhile, central government is proactively enhance China’s soft power through foreign aid. Hong Kong NGOs’ rich experiences in international aids and development work could contribute to national diplomatic strategy.

5.2. Enabling and Bridging role of Hong Kong Government

To help Hong Kong NGOs seize these new opportunities, Hong Kong Government should play enabling and bridging role in the communication with multi-level government in the mainland.

- 1) Linking up HK agencies with governments in the mainland: Hong Kong government could set up a communication mechanism to match Hong Kong NGOs’ expertise and service needs in the mainland.
- 2) Enhancing officials’ political trust in Hong Kong agencies: with Hong Kong government’ introduction, Hong Kong NGOs may skip some administrative procedure for registration, as suggested by the official from Guizhou province
- 3) High level coordination between the HKSAR Government and the local governments in China, as indicated in the Policy Address
- 4) Appreciating the experiences of HK based NGOs in international aids and development work to help the Central Government to assert its “Soft Power” under the Belt and Road Initiatives
- 5) Finally, the Central Government’s appropriate intervention in policy coordination during the implementation process

6. Public Dissemination

| Date (DD/MM/ YYYY) | Name of Activity | Type of Activity | Information Disseminated, Format and Methods of Dissemination | Users/ Audience | Expected Outcomes of Public Dissemination |
|--------------------------|--|---------------------|---|--|--|
| 01/2018, Hong Kong | Promoting Well-being through Social Service: Hong Kong Non-Governmental Welfare Organisations in Mainland China (see enclosed Appendix 1 for | Paper presentation | Paper presented at the Public Seminar on Social Service Management in Guangdong and Hong Kong | Scholars, postgraduate students, practitioners | Article published in an academic journal |

| | | | | | |
|---------------------|--|--------------------|---|---|--|
| 01/2018, Hong Kong | the presentation materials) 香港非政府組織在內地開展服務的挑戰和機遇——基於貴州省官員問卷調查的分析 (see enclosed Appendix 2 for the presentation materials) | Paper presentation | Paper presented at the Public Seminar on Social Service Management in Guangdong and Hong Kong | Scholars, postgraduate students, practitioners | Article published in magazine/journal on policy and practice |
| 04/2018, Nottingham | Methodological Reflections on Studying Hong Kong Non-Governmental Welfare Organisations' Service Delivery in China | Paper presentation | Paper presented at the Public Forum for Postgraduate Students, organized by the Faculty of Social Sciences, Nottingham Trent University | Scholars, postgraduate students, practitioners in social work | Research Note for Postgraduate Students |

7. Conclusion

This public policy research finds that, the mainland services of Hong Kong NGOs have developed from field visit and training, to supervision and actual service delivery. But the scope and scale of these cross-border services are limited. Only medium and large agencies with established agency image could engage in the contracting out social services in mainland China. Due to the changes in political and socio environment, the participation of Hong Kong NGOs may further reduce.

Meanwhile, the expertise of Hong Kong NGOs and social workers are still highly valuable for mainland China's social development. To maintain Hong Kong's advantages, Hong Kong NGOs may consider shift their service delivery from developed regions to developing regions, where Hong Kong's experience could help to build up the social service and social work system. In addition to actual service delivery, Hong Kong NGOs may provide experiences of international aids and development work to mainland NGOs in developed region, facilitating them to fulfill their mission of 'going out', under the 'One Belt, One Road' initiative and Big Bay development.

To serve these new policy direction, Hong Kong government may need to provide policy support include: 1) information: to promote the Hong Kong NGOs' expertise to mainland governments in developed and developing regions, and match the policy needs and Hong Kong's strength; 2) facilitate Hong Kong NGOs' registration by simplifying the procedure within multi-level government.

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Appendix 1: PPT for the Public Dissemination



Promoting Wellbeing through Social Service: *Hong Kong Non-Governmental Welfare Organisations in Mainland China*

以社會服務促進福祉：香港非政府組織在內地發展經驗

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Presentation Outline 報告綱要

- Background 背景概述
- Research objectives 研究目的
- Analytical framework 分析架構
- Research design 研究設計
- Major findings 主要成果
- Discussion and conclusion 討論與總結

The Search for New Social Welfare Paradigm 尋找新的社會福利範式

- Economic reforms, changing welfare needs and expectations, expansion of social welfare programmes (Mok and Qian, 2017)
經濟改革，福利需求與期望變化，社會福利項目增進
- Going through the processes of privatization, marketization and societalization of social welfare / social service provision (Leung and Xu, 2015)
社會福利/服務供應的私有化、市場化及社會化
- The search for new social welfare strategies and New Welfare Governance (Mok, Kuhner, Huang, 2017)
尋找新的社會福利策略與新福利管治
- A understanding of the importance of the Social Forces and wider civil society in creation of “Social Harmony” (Ngok and Chan, 2016)
理解社會力量與公民團體在共建“和諧社會”中的重要性
- Learning experiences from Non-Governmental Organizations in social service delivery and social welfare provision (Teets, 2012; Wen, 2017)
學習非政府組織在提供社會服務與社會福利方面的經驗
- Attempts to enhance social administration through “contracting our social services” in China (Chan and Lei, 2017; Guan and Xia, 2016)
通過“外包社會服務”的嘗試加強社會管理

Background 背景介紹

- **Regional Integration and Cross-boundary Service Needs**
區域一體化與跨境服務需求
 - Guangdong Scheme for HK seniors
面向香港長者的廣東計劃
 - Long Central Waiting List for subsidised residential-care places
長者申請住宿照顧服務的輪候時間較長
 - Shortage of school places for locals in the north district
北區居民學額短缺
- **Advance Exports of Social Services under CEPA**
藉由CEPA推動社會服務的輸出
 - HK NGOs for the elderly and the disabled are allowed to provide service in Guangdong
允許面向長者與殘疾人士的香港非政府組織在內地提供服務
 - China’s government purchase-of-service
內地政府購買服務
 - Cumulative number of certificates of HK social service supplier: 0 (as of 30 September 2017) (Trade and Industry Department 2017)
香港社會服務提供者累計持有認證總數：0（截至2017年9月30日）

Background (cont.) 背景介紹（接上頁）

- **“China Opportunity” for Hong Kong Social Workers**
香港社會工作者擁有“中國機會”
 - With increasing demand of social services in mainland, HK trained social workers with professional skills and knowledge can have more job opportunities in mainland
隨著內地社會服務需求增加，符合資質的香港專業社工可在內地得到更多工作機會
- **Foreign NGO Activities Law and Charities Law in China, Jan 2017**
中國出台境外非政府組織境內活動管理法，實施於2017年1月
 - Regulations from the Ministry of Public Security
公安部的規定
- **The Call for Bay Economy across Hong Kong, Macau and Guangdong area**
共建粵港澳大灣區的需求
 - Social enterprises and the search for new social service delivery model / practice
社會企業及其對新的提供社會服務模式與實踐的尋求

Research objectives 研究目的

1. Examining the services of Hong Kong based-non-governmental organisations in China, including the types of services, service regions, service users, the number of staff involved and their sources of income.
探察立足香港的非政府機構在內地的服務類別、服務地區、服務對象、員工人數及收入來源
2. Exploring the barriers and opportunities for Hong Kong NGOs in China, particularly in contracting out social services.
探究香港非政府組織在中國服務的障礙與機遇，尤關注於社會服務外包層面
3. Studying the impact of Hong Kong NGOs services in China and their relationship with China's official organisations and domestic NGOs.
研究香港非政府組織在中國的影響，及其與中國官方機構和內地非政府組織的關係
4. Identifying the service needs and major areas for improvements for enhancing service provision by Hong Kong-based NGO in China.
探尋中國的社會需求及需要提升的方面，以加強香港非政府組織在中國的社會服務

Research objectives (cont.) 研究目的（接上頁）

5. Examining what types of support from both the Hong Kong and the Chinese governments can further develop Hong Kong NGOs services in China.
探究確認何種類型的非政府組織可同時得到香港及內地政府的支持，以便進一步發展香港非政府組織在內地的服務
6. Exploring the trends and employment opportunities for Hong Kong social workers through surveying NGOs in the mainland employing social welfare professionals from Hong Kong.
通過調查香港專業社會福利人員在內地非政府組織工作情況，瞭解香港社工的趨勢及就業機會
7. Examine how government officials in Mainland China assess the expansion of HK based NGOs social provision in the Mainland
研究內地政府官員對香港非政府組織服務如何評價

Theoretical debates 理論支點

- Why to provide cross border service?
為什麼要提供跨境服務？
 - Exported altruism?
利他主義的輸出？
 - to fulfill the unmet cross-border service needs?
以滿足未達到的跨境服務需求？
 - HK: from altruism-receiving (before 1970s) to altruism-sending out (after 1997)
香港：從輸入利他主義（1970年以前）到輸出利他主義（1997年後）
- Or... 或者...
- Strategic expansion in the service market?
戰略性擴大服務市場？
 - Fixed subvention and competitive bidding in HK
香港補助金固定，競標激烈
 - Large number of expenditure on government purchase-of-service in mainland China
內地政府大量支出以購買服務

Analytical framework 分析架構

• Organizational Institutionalism and Sociology

組織制度主義及社會學

1. **In pursuit of global influence: affect the flows of information, finance and ideas in the world. Example: Taichung builds INGO center; INGOs locate in Brussels**
追求全球影響力：信息、財政及思想觀念世界範圍內的流動，如台中打造INGO中心；INGO位於布魯塞爾
2. **Resource dependence and demand-supply: shaped by resources and needs in the host city, such as donation, service gaps...**
資源依賴及需求-供給：主辦城市的資源及需求，例如捐贈、服務差距等
3. **In search of normative values of their home and host countries, such as legitimacy, cultures, and foreign and domestic policy**
尋求本土及東道國的價值觀規則，例如合法性、文化、國內政策、對外政策等

Research design 研究設計

• Postal Questionnaire 郵寄問卷

- A postal questionnaire was sent to all members of the Hong Kong Council of Social Services to map their involvement in China's social services. In 2015, 433 NGOs are members of the HKCSS (2015)

向所有香港社會服務聯會的成員郵寄了調查問卷，以採集他們在內地的社會服務活動相關信息。在2015年，共有433家非政府組織是香港社會服務聯會的成員

• In-depth Interviews 深入訪談

- In-depth interviews has been / will be conducted to 40 NGOs' senior managers in Hong Kong and 40 managers in China's service units in Guangdong Province
已與／將與40位香港非政府組織高層管理人員及40位內地廣東省服務部門管理者進行訪談
- HK Economic and Trade Office in Guangdong (HKETOG)
駐粵經濟貿易辦事處
- The Service Centre of Federation of Trade Union (FTU) in Guangdong
香港工會聯合會廣東分部

Research design 研究設計

- **Pilot survey (March to June, 2015)** 試驗性調查 (2015年3月至6月)
 - Collected all agency email addresses of HKCSS agency members online
線上收集所有社聯成員的電郵地址
 - Sent the questionnaire to all the email addresses
向所有收集到的電郵地址發送問卷
 - 23 valid respondents among 433 agencies (as of 31 Jan. 2015),
截至2015年1月31日，共從433所機構中收到23份有效回覆
- **Formal survey (May to July, 2017)** 正式調查 (2017年5月至7月)
 - Collaborate with HKCSS 與社聯合作
 - HKCSS sent the questionnaire to all members 461 organizations in daily memo three times
社聯向其日常備忘錄中的461個成員組織發送三次問卷
 - specifically sent email and call HKCSS China Network 135 organizations to encourage them to fill the questionnaire.
特別向社聯內地網 中的135個組織發送郵件及打電話鼓勵他們填寫問卷
 - promoted the survey through HKCSS sharing session on 22 June
在6月22日社聯分享會上推廣問卷
 - With low response rate
回覆率低下

Findings:

Why not to provide cross border service? 不提供跨境服務的緣由

- **Main reasons:**
主要原因：
 1. **Focus on local social service delivery**
著眼於提供本地社會服務
 2. **Agency mission is to serve local people**
機構的使命是服務當地民眾
- **Other reasons:**
其他原因：
 1. **Shortage of manpower** 人手短缺
 2. **No subvention for the service/ subvention is only for local people**
補助金不足／補助金僅用於服務當地民眾
 3. **Institutional constraints in mainland: registration in progress**
內地的制度約束：需要註冊

Findings:
Why not to provide cross border service? (cont.)
不提供跨境服務的緣由（接上頁）

- **The political economic dynamics**
政治經濟動態
 1. **No political legitimacy**
沒有政治合法性
 - **Organizational mission;** 組織的使命；
 - **HK gov. funding agreement;** 香港政府資金協議；
 - **Legal registration** 法律限制
 2. **No economic resource**
沒有經濟資源
 - **Manpower** 人力
 - **Funding** 資金

Findings:
Why to provide cross border service?
提供跨境服務的緣由

- **Main reasons:**
主要原因：
 1. **Agency mission and vision**
機構的使命和願景
 2. **Invited by social organizations**
社會組織的邀請
 3. **Agency actively develops and broadens service scope**
機構積極拓展服務面

Findings:
Organizational characteristics
組織特點

- Well established agencies in Hong Kong
香港的機構發展完善
 - Year of establishment: oldest 1870; youngest 1993
成立年份：最早1870年，最晚1993年
 - Agency size in terms of recurrent expenditure: medium to large agency (over HKD 10,000,001 in 2015/16)
常規機構開支規模：中至大型機構在2015/16年度多於港幣一千萬元
 - Most are Social Welfare Department subvented NGOs: Subvention percentage over 50%
多數機構都由社會福利署資助，資助比重超過50%

Findings:
Profile of mainland services
內地服務簡況

- Main service scope 主要服務範圍
 - Disaster relief – traditional activity in mainland
救災——內地傳統活動
 - Services for children, youth and family – new program in the government purchase-of-service
為兒童、青少年及家庭提供服務——政府採購的新服務計畫
- Service size 服務規模
 - in terms of funding amount and user number
從資金總額及受惠者數量方面區分
 - Diverse: small, medium and large agencies co-exist
多元化：小、中、大型機構共存

Example: Oxfam 樂施會

Guangdong: 2 June
廣東：6月2日

Beijing: 22 Sep
北京：9月22日



Example: Oxfam 樂施會

- Oxfam (Hong Kong) Guangdong office, Gansu office and Yunnan office
樂施會（香港）廣東、甘肅及雲南的辦事處
 - Regions of activities: three provinces 活動地區：以上三個省份
- Oxfam (Hong Kong) Beijing office: 28
樂施會（香港）北京辦事處
 - Regions of activities: another 28 provinces and direct-controlled municipalities
北京辦事處活動範圍涵蓋其他28個省市
- Oxfam (Hong Kong) is allowed to work in all regions of mainland China
樂施會（香港）被允許在內地所有地區從事活動

Findings:
Profile of mainland services (cont.)
內地服務簡況（接上）

- **Partner institute**
合作機構
 1. **No agency partners, employees sent from HK to field sites**
無合作機構，工作人員直接來自香港
 2. **With governmental departments**
與政府部門合作

- **Main registration type**
主要註冊類別
 1. **Private non-enterprise/social service organization**
民辦非企業單位／社會服務組織
 2. **No registration**
未經註冊

Findings:
Profile of mainland services (cont.)
內地服務簡況（接上）

- **Funding source**
資金來源
 1. **Fundraising in HK**
在香港籌款

 2. **Mainland government purchase-of-service**
內地政府購買服務

 3. **Other social welfare trusts in mainland and HK**
其他內地與香港社會福利信託基金

Findings:
major difficulties in the mainland
在內地的主要困難

- 1st: eligibility for fundraising
第一：籌款資格
- 2nd: legal registration status; and finding suitable staff locally
第二：法定登記狀態，以及在當地找到合適的工作人員
- 3rd: the stability of public policy; and change in government officials
第三：政策的穩定性，以及政府官員的改變

Findings:
what are the essential policy improvement
政策進步的最主要方面

- 1st: government's attitudes toward HK agencies; and continuity of officials' actions
第一：政府對香港機構的態度，以及官員行動的一致性
- 2nd: the stability of public policy
第二：公共政策的穩定性
- 3rd: sufficient managerial staff; and the implementation of CEPA
第三：充足的管理人員，以及《內地與香港關於建立更緊密經貿關係的安排》的實施
- 4th: professional social worker training and qualified personnels
第四：專業的社工培訓以及合資格的人員
- 5th: eligibility for fundraising
第五：籌款資格

Qualitative data analysis 質性 據分析

- Interview with the officers from HKCSS (an umbrella org. of HK social welfare NGOs)
與社聯（香港社會福利組織的保護傘）的官員進行訪談
 - Hard to register: depends on local government's discretion.
註冊上的困難：取決於當地政府的自由裁量權
 - Entry or not: 進入與否：
 - No: heavy workload in HK under government subvention
否：為香港政府資助帶來沉重負擔
 - Yes: agency's mission and needs for cross-border service
是：機構使命與跨境需求
 - Each department acting on its own 「政出多門」
 - Large agencies have its own network;
大型機構擁有自己的網絡
 - Small and medium agencies need the networking opportunities from the umbrella org.
中小型機構需要保護傘組織 以得到聯網機會

New development 新的發展

- Retreat from developed regions 退出發達地區
 - Localization of social work supervision in the Pearl River Delta
珠三角社會工作監管本地化
 - 2013年4月15日，社會服務發展研究中心“深圳督導計劃”正式完滿結束
 - 《港社工督導漸退 “莞產” 新人補位》2014年10月24日南方都市報
- Service extension to developing regions
服務擴展至發展中地區
 - 社會服務發展研究中心“新疆計劃”

How Chinese Officials Assess? 內地政府官員的看法

- **Surveying Chinese officials to see how they assess the relevance and appropriateness of HK based NGOs offering professional services in China Mainland**
對內地官員進行調查，瞭解他們如何評價香港非政府組織在內地提供專業服務的適當性
- **Interviewing officials from Guizhou in September 2017**
2017年9月對貴州官員進行了採訪
- **45 Guizhou officials responded to the survey**
45名貴州官員給出回覆
- **Coming from different government offices / departments in relation to social policy and social services**
來自不同的與社會政策及社會服務有關的政府部門
- **In general, they welcomed HK based NGOs collaborating with local institutions for co-offer services**
總體而言他們歡迎香港的非政府機構與本地機構合作提供服務

表一：香港機構到內地開展服務的原因

| | | Mean |
|---|-----------------------|------|
| a | 出於機構的使命及理念 | 3.63 |
| b | 機構積極尋求發展、開拓服務範疇 | 4.38 |
| c | 內地社會組織邀請 | 3.80 |
| d | 內地政府邀請 | 4.02 |
| e | 內地人民團體（如共青團/婦聯/工會等）邀請 | 3.88 |
| f | 內地事業單位（如學校/醫院/社科院等）邀請 | 4.00 |
| g | 內地企業邀請 | 3.63 |
| h | 其他，請註明： | |

1 = 完全不符合

5 = 完全符合

表二：促進香港機構在內地服務的要素評價

| | Mean |
|-----------------------|------|
| a 財政稅務優惠 | 3.54 |
| b 允許在內地籌款募捐 | 3.37 |
| c 足夠的專業社工 | 4.07 |
| d 足夠的管理人才 | 4.32 |
| e 內地政府部門對香港機構的態度 | 3.78 |
| f 內地認可香港的專業資格（例如註冊社工） | 3.83 |
| g 內地的政策保持穩定 | 3.71 |
| h 內地官員行事具有延續性 | 3.60 |
| i 《境外非政府組織境內活動管理法》的實施 | 3.85 |
| j 《更緊密經貿關係》(CEPA)的實施 | 3.73 |
| k 其他，請註明： | |

What are the major factors for success? 成功的主要因素

- Mutual trust between governments of Hong Kong and the Mainland (73%)
香港與內地政府相互信任（73%）
- Mutually supporting professional development of talent across the two places (63%)
相互支持兩地專業人才的發展（63%）
- Coordinated efforts between governments from both sides for deep collaboration (61%)
雙方政府協同努力深入合作（61%）

Discussion and conclusion

討論與總結

- **Institutional constraints** 制度約束
 - Political consideration: 政治考量：
 - Legal regulation on oversea NGOs 對境外非政府組織的法律規管
 - Policy stability 政策穩定性
 - Economic consideration: 經濟考量：
 - Eligibility for fundraising / government purchase-of-service 募款資格／政府購買服務
 - Eligibility for tax exemption 免稅資格
- **The importance of social connection** 社會關係的重要性
 - The advantage of well established HK NGOs 發展完善的香港組織具有此優勢
- **Insufficient professional and managerial staff in the mainland** 內地專業及管理人員不足
 - important but not the top concern 重要但並非首要的問題

Discussion and conclusion

討論與總結

- **Theoretical significance** 理論意義
 - Extend the understandings of cross border service and international NGOs in an authoritarian and developing welfare system 擴大了對跨境社會服務與國際非政府組織在專制及發展中的福利系統之境況的瞭解
- **Policy implication for HK government: bridging role** 對香港政府的啟示：橋樑溝通
 - Linking up HK agencies with governments in the mainland 聯繫香港機構與內地政府
 - Enhancing officials' political trust in HK agencies 提高官員對香港機構的政治信任
 - High level coordination between the HKSAR Government and the governments in China 特區政府與內地政府之間的高層協調
 - (施政報告: 政府對政府的溝通)
 - Appreciating the experiences of HK based NGOs in international aids and development work to help the Central Government to assert its "Soft Power" under the Belt and Road Initiatives 接受香港非政府機構在國際援助與發展工作中的經驗，協助中央政府在“一帶一路”中保持軟實力
 - The Central Government's appropriate intervention in policy coordination during the implementation process 中央政府在實施過程中適當干預協調

Discussion and Conclusion

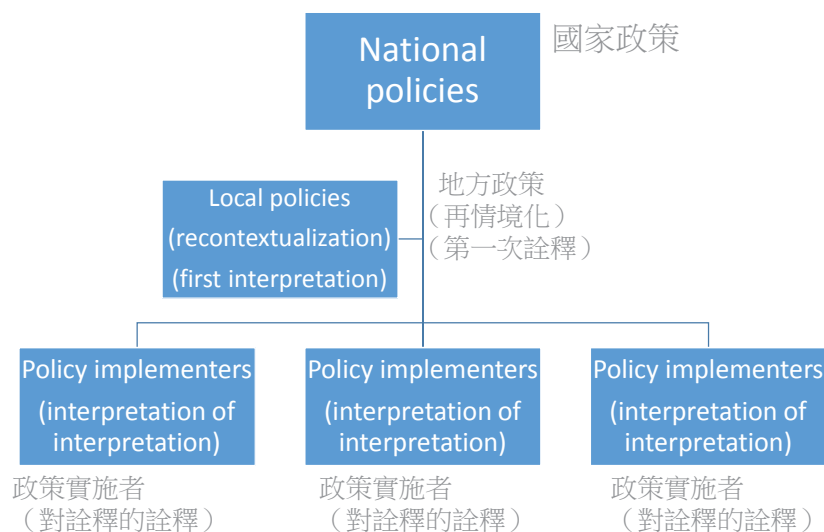
討論與總結

- Policy as discourse and text (Ball, various years)
政策作為規則同文本
- However, policy as discourse, is not only *shaped* by the society and thus reflects the hidden power relations, but also aims to *shape* the current condition.
作為規則的政策不光被社會所影響，同時也反應背後的權力關係，也同時影響了現狀
- It renders to the implementation, that is, how the implementers interpret and strategically implement the policies.
它反映了實施，即實施者如何詮釋及策略性地實施政策
- In some situations, the implementers may never read the policies at the first hand---the “interpretations of interpretations” (Rizvi and Kemmis, 1987; cited from Ball, 1993, p. 11). In this study, some of the local governments have “recontextulized” (Bernstein, 1996) the national policies and developed their own *sub-national regulations*. Their interpretations considerably affect policy implementation.

某些情況下實施者可能永遠不會讀一手政策——“對詮釋的詮釋”。在這項研究中我們發現，某些地方政府對國家政策進行了“再情境化”，制定了自己的地方性法規。他們的詮釋大大影響了政策的實施。

Discussion and Conclusion

討論與總結



Policy implications 政策啟示

- The call for regional cooperation through the Bay economy initiatives
通過粵港澳大灣區經濟舉措尋求區域合作
- The gap between the policy goals and implementation reality (implementation deficit)
政策目標與實施之間的差距（實施的赤字）
- Macro Door being opened but Micro Doors are closed
宏觀開放，但微觀仍舊閉鎖
- Regional cooperation is not only economically driven alone but we have to handle the social and political aspects appropriately to create a conducive policy environment
區域合作不僅被經濟驅動，同時也要考慮到社會和政治方面，創造有利的政策環境
- Policy contradictions across policy areas
政策領域中存在的政策矛盾
- Cross-border collaboration requiring appropriate institutional arrangements
跨境合作需要適當的制度安排

The Way Forward 未來的方向

- Qualitative data collection 質性數據收集方法
- Site visits to Guangzhou working with Sun Yat-sen University research team for fieldwork understanding more operational and policy issues when having NGOs affiliating to HK running services in China Mainland
與中山大學研究團隊合作，實地考察廣州以瞭解更多在內地活動的香港非政府組織的運營及政策問題
- Making reference to other non-social service NGOs' experiences when operating in China mainland like other international NGOs and church affiliating organizations
參考其他非社會服務性組織在內地運營的經驗，如其他國際非政府組織及教會附屬機構
- Public policy engagement activities
公共政策參與活動



香港非政府組織在內地開展服務的挑戰和機遇 ——基於貴州省官員問卷調查的分析

嶺南大學

莫家豪教授 江晉博士 溫卓毅博士

本研究項目(項目編號: 2015. A3. 006. 16A)
獲香港特別行政區政府政策創新與統籌辦事處公共政策研究資助計劃撥款資助。

研究目的

- 貴州省官員如何評價香港非政府組織(NGO)在內地提供服務的挑戰和機遇
 - 《境外非政府組織境內活動管理法》(2017年1月實施)的影響

研究背景：香港NGO在內地開展服

■ 政府轉變職能，以及發展社會組織

- 政府購買服務：2013年9月，國務院發布了《關於政府向社會力量購買服務的指導意見》（國办发〔2013〕96号）
- 財政部、民政部、工商总局《关于印发〈政府购买服务管理办法（暂行）〉的通知》（财综〔2014〕96号）

■ 對境外NGO在境內活動的管理

- 《境外非政府組織境內活動管理法》于2017年1月實施

3

研究背景：香港NGO在內地開展服

■ 積極參與和配合國家落實發展策略

- 「粵港澳大灣區」建設，「一帶一路」，「西部大開發」
- 并不局限於經濟領域，也可以在社會服務領域合作

■ 把握發展機遇

- 工作機會：
 - 香港的專業社會工作者
 - 社會工作及相關專業的大學畢業生
- 機構發展機會：香港NGO拓展服務範圍

4

研究背景：“地方官員”視角

- 地方政府執行和落實中央的政策
- 多談“政府”的角色，其實政府也由“官員”組成，政府的行為，也體現了官員動機。
- “知情人” (insider)：更了解內部信息

5

研究背景：為什麼是貴州省

- 經濟發展迅猛
 - 2017年前三季度全省地区生产总值比2016年同期增长10.1%，增速高于全国水平3.2个百分点。
 - 从2003年以来，全省地区生产总值增速已经连续14年稳定在10%以上。
 - 经济增速自2011年第1季度以来，已经连续27个季度保持在全国前三位。
- 民生投入加大
 - 全省教育、卫生和社会工作分别完成投资288.92亿元和100.65亿元，分别比上年同期增长55.8%和78.8%。

(贵州省统计局于2017年11月公佈的數 www.gzgov.gov.cn/zfsj/sjfb/jj/201711/t20171121_1082094.html)

6

研究背景：為什麼是貴州省

■ 重視政府購買服

- 《贵州省人民政府办公厅关于政府向社会力量购买服务实施意见》（黔府办发〔2014〕39号）
- 《关于确定具备承接政府购买服务资格社会组织目录的指导意见》（黔民发〔2015〕12号）
- 《贵州省事业单位政府购买服务改革工作实施方案》的通知（黔财综〔2017〕60号）

1

研究背景：為什麼是貴州省

地理優勢：

- 「一帶一路」
- 「西部大開發」

高鐵網絡

- 貴廣高速鐵路（貴陽到廣州由20小時縮至5小時）
- 廣深港高速鐵路（香港到廣州預計1小時內）



來源：https://es.pngtree.com/freepng/flat-map-of-china_674609.html。

∞

研究設計

問卷調查

- 主題：了解受訪者如何評價香港NGO在內地提供專業服務
- 時間：2017年8-12月
- 對象：
 - 貴州省、市、縣的官員（74位）以及該省紅十字會的領導幹部（41位），合共115位。
 - 經地方選拔，到香港接受培訓。嶺南大學負責了其中部分培訓內容。
 - 問卷調查是在受訪者接受培訓前完成。

研究發現

香港NGO在內地發展的挑戰

- 從各項的平均值和標準差看來，受訪官員總體認為困難不大
- 認為相對困難的是：文化和語言，財務安排和管理，法律政策，以及內地專業化程度

表 評估香港機構到內地服務可能遇到的困難

| | 平均值 | 標準差 |
|----------------|------|------|
| 內地的社會文化差異 | 2.87 | 1.06 |
| 內地社會服務專業化程度 | 2.80 | 1.12 |
| 內地與香港財務管理及制度差 | 2.80 | 1.11 |
| 內地的工作文化差異 | 2.78 | 1.03 |
| 內地社區的語言差異 | 2.65 | 1.03 |
| 香港機構運作自主 | 2.63 | 1.27 |
| 籌款募捐 | 2.58 | 1.24 |
| 香港機構在內地註冊的法律問題 | 2.56 | 1.21 |
| 內地政策的地區差異 | 2.55 | 1.00 |

有效樣本 99

注：量表為1至5分，5為“極度困難”，4為“嚴重困難”，3為“一般”，2為“少許困難”，1為“毫無困難”。合共24項，僅列出得分超過2.5分的合共9個項目。

研究發現 香港NGO在內地發展的挑戰

- 認為規管適度的有近47%，過嚴格的有27%
- 認為規管不足或者欠規管的約有27%。

表 認為現時內地政府對境外社會組織的規管

| | 個案數 | 百分比 |
|------|-----|-------|
| 規管嚴格 | 29 | 26.6 |
| 規管適度 | 51 | 46.8 |
| 規管不足 | 22 | 20.2 |
| 欠缺規管 | 7 | 6.4 |
| 總計 | 109 | 100.0 |

11

研究發現 香港NGO在內地發展的挑戰

對新實施的《境外非政府組織境內活動管理法》的評價

表 新法的實施對香港機構在內地服務的重要性

| | 個案數 | 百分比 |
|-------|-----|-------|
| 非常重要 | 47 | 43.1 |
| 重要 | 27 | 24.8 |
| 一般 | 25 | 22.9 |
| 不重要 | 6 | 5.5 |
| 非常不重要 | 4 | 3.7 |
| 總計 | 109 | 100.0 |

- 近7成受訪官員認為新法對香港機構在內地發展重要或者很重要。

12

研究發現 香港NGO在內地發展的挑戰

對《境外非政府組織境內活動管理法》的評價 (新法於2017年1月實施)

表 到內地服務的香港機構符合新法的要求

| | 個案數 | 百分比 |
|------|-----|-------|
| 毫無困難 | 34 | 31.2 |
| 少許困難 | 34 | 31.2 |
| 一般 | 32 | 29.4 |
| 嚴重困難 | 3 | 2.8 |
| 極度困難 | 6 | 5.5 |
| 总计 | 109 | 100.0 |

- 超過6成受訪官員認為香港機構符合新法，有“少許困難”，或“毫無困難”。
- 認為香港機構要符合新法“嚴重困難”或“極度困難”的受訪者為8%（9人）。但他們均為不瞭解內地政府針對香港社福機構在內地服務政策。
- 進一步分析顯示，瞭解內地政府針對香港社福機構在內地服務政策的受訪者比例為6%左右（7人）。他們大都認為機構符合新法“毫無困難”或“少許困難”。

13

研究發現 香港NGO在內地發展的挑戰

- 了解內地社會服務發展狀況
- 不了解香港機構在內地提供服務的狀況及相關政策

表 貴州官員對內地社會服務發展狀況的了解（百分比）

| | 現時內地社會服務發展 | 香港社會福利機構在內地提供/參與服 | 特區政府針對香港社福機構在內地服務的政策 | 內地政府針對香港社福機構在內地服務的政策 |
|-------------------|------------|-------------------|----------------------|----------------------|
| 完全不瞭解 | 1.8 | 39.6 | 55.9 | 43.2 |
| 不瞭解 | 9.9 | 35.1 | 24.3 | 20.7 |
| 一般 | 41.4 | 18.0 | 15.3 | 29.7 |
| 瞭解 | 28.8 | 4.5 | 3.6 | 5.4 |
| 非常瞭解 | 18.0 | 2.7 | .9 | .9 |
| 總計 (有效樣本數=111) | 100.0 | 100.0 | 100.0 | 100.0 |

14

研究發現 香港NGO在內地發展的挑戰

對《境外非政府組織境內活動管理法》的評價 (受訪者回應節選)

- 將境外非政府組織在華的活動納入法治軌道，這是中國推行全面依法治國，建設法治社會的必然要求。
- 規範法律，有法可依，表示贊同。
- 符合國情，但在**交流合作共享**方面應該加大。
- 機制不夠健全，**宣傳**不到位。

15

研究發現 香港NGO在內地發展的機遇

- 超過9成受訪官員對兩地社會服務的合作前景樂觀

表 未來兩地社會服務的**合作前景**

| | 個案數 | 百分比 |
|------|-----|------|
| 比較樂觀 | 58 | 52.7 |
| 非常樂觀 | 46 | 41.8 |
| 沒有改變 | 1 | .9 |
| 非常悲觀 | 2 | 1.8 |
| 比較悲觀 | 3 | 2.7 |
| 總計 | 110 | 100 |

16

研究發現 香港NGO在內地發展的機遇

表 香港機構在內地最合適的服務範疇

| | 百分比 |
|------|-----|
| 醫務 | 77 |
| 助學 | 63 |
| 扶貧 | 62 |
| 社區發展 | 59 |
| 復康 | 59 |
| 青少年 | 47 |
| 長者 | 45 |
| 兒童 | 42 |
| 賑災 | 39 |
| 司法 | 27 |
| 家庭 | 26 |
| 失業 | 21 |
| 禁毒 | 17 |
| 單親 | 10 |
| 有效樣本 | 115 |

- 近8成受訪官員認為香港機構在內地最適合發展“醫務”領域，之後依次是“助學”、“扶貧”、“社區發展”及“康復”，均有六成左右官員選擇。
- 司法、失業和禁毒等比較“敏感”的領域，選擇的比例相對較低。

17

研究發現 香港NGO在內地發展的機遇

- 認為香港機構主動“走出去”是主因

表 香港機構到內地開展服務的原因

| | 平均值 | 標準差 |
|---------------------------|------|------|
| 機構積極尋求發展、開拓服務範疇 | 4.00 | 1.12 |
| 內地人民團體邀請 (如共青團/婦聯/工會等) | 3.66 | 1.14 |
| 內地事業單位邀請 (如學校/醫院/社科院等) | 3.60 | 1.20 |
| 內地社會組織邀請 | 3.54 | 1.23 |
| 內地政府邀請 | 3.53 | 1.28 |
| 出於機構的使命及理念 | 3.32 | 1.23 |
| 有效樣本 | 103 | |

注：量表為1至5分，5為“完全符合”，4為“符合”，3為“一般”，2為“不符合”，1為“完全不符合”。

18

研究發現 香港NGO在內地發展的機遇

- 認為人才，法律及法規對促進香港機構在內地發展，尤為重要。

表 評價下列各項對促進香港機構在內地服 的重要性

| | 平均值 | 標準差 |
|---------------------|------|------|
| 足夠的管理人才 | 4.13 | 1.11 |
| 足夠的專業社工 | 4.00 | 1.12 |
| 《境外非政府組織境內活動管理法》的實施 | 3.97 | 1.14 |
| 內地的政策保持穩定 | 3.83 | 1.26 |
| 《更緊密經貿關係》(CEPA)的實施 | 3.82 | 1.16 |
| 內地政府部門對香港機構的態度 | 3.80 | 1.27 |
| 內地認可香港的專業資格（例如註冊社工） | 3.75 | 1.25 |
| 內地官員行事具有延續性 | 3.63 | 1.32 |
| 允許在內地籌款募捐 | 3.47 | 1.21 |
| 財政稅務優惠 | 3.32 | 1.34 |
| 有效樣本 | 104 | |

注：量表為1至5分，5為“非常重要”，4為“重要”，3為“一般”，2為“不重要”，1為“非常重要”。

19

研究發現 香港NGO在內地發展的機遇

表 影響兩地社會服務合作的因素

| | 百分比 |
|--------------------|-----|
| 兩地社會服務人才發展 | 65 |
| 兩地社會互信度 | 63 |
| 內地政府政策對兩地社會組織交流的影響 | 62 |
| 內地社會發展趨勢 | 57 |
| 兩地政治關係 | 46 |
| 支持活動資金 | 46 |
| 有效樣本數=115 | |

- 整體來說，這六個因素都有四到六成被訪者選擇，顯示這些因素都比較重要。
- 尤其是人才，互信及政策的影響，尤為重要。

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研究發現 香港NGO在內地發展的機遇

對內地政府及香港政府如何協助香港社福機構在內地工作有何建

（受訪者回應節選）

- 著重**宣傳香港社福機構**的功能性以及機構的職責，增進內地政府的認識和了解。
- 加強**合作**，相互**交流**，相互促進，兩地完善。
- 香港應加大支持力度。
- 針對內地**在社會民生各方面的有關需要**，加強與內地的合作，在嚴格遵守內地有關法律規定的前提下，突出香港在提供**優質服**，**先進理念**，**專業人才**各方面的優勢，開展務實合作，促進共贏。
- 加大人才，資金扶持。
- 可開辟“綠色通道”協助辦理相關手續。

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小結： 香港NGO在內地發展的挑戰與機遇

挑戰

- 香港機構到內地服務相對困難的是文化和語言，財務安排和管理，法律政策，以及內地專業化程度
- 受訪官員了解內地社會服務發展狀況，但大都不了解香港機構在內地提供服務的狀況及相關政策
- 對《境外非政府組織境內活動管理法》的看法：
大部分受訪官員（7成）認為新法對香港機構在內地發展重要或者很重要，但超過6成受訪官員認為香港機構符合新法，有“少許困難”，或“毫無困難”。

機遇

- 絕大部分（超過9成）受訪官員對兩地社會服務的合作前景樂觀
- 認為**人才**，法律及法規對促進香港機構在內地發展，尤為重要。
- 香港機構在內地最適合發展“醫務”領域，之後依次是“助學”、“扶貧”、“社區發展”及“康復”

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對香港的政策啟示

- “走出去”：
 - 不局限于粵港的合作，把握「一帶一路」和「西部大開發」發展機遇，推動香港與內地城市社會服務領域合作
 - 鼓勵有意拓展服務範圍的香港社會福利機構“走出去”
- 解決所謂“大門已開，小門未開”的問題，探討如何“拆牆鬆綁”。
- 加大宣傳力度

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謝謝

請提寶貴意見

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