



**Study on
Effective
TRANSITIONAL
HOUSING
Delivery
in Hong Kong**

**有效推進香港
過渡性房屋
供應研究**



Report On Policy Recommendations
政策建議報告

Table of Contents

目錄

Foreword 前言

1. Background 背景

- 1.1. Objective and Methodology of the Study 1
研究目標和方法
- 1.2. Definition of Transitional Housing 2
過渡性房屋的定義

2. Overseas Case Studies 海外個案研究

- 2.1. An Overview 3
概況
- 2.2. Key Findings 4
主要發現
- 2.3. Lessons Learnt from Overseas Cases 8
海外個案的經驗總結

3. Transitional Housing Cases in Hong Kong 香港的過渡性房屋個案

- 3.1. Overall Development Situation 10
整體發展情況
- 3.2. Development Momentum 11
發展動能
- 3.3. Distribution and Scale of Projects 11
項目的地區分布及規模
- 3.4. Development Cost 14
發展成本
- 3.5. Built-form and Method of Construction 15
建築形式及建造方法
- 3.6. Design Standardisation 16
標準化設計
- 3.7. Tenant Eligibility 16
住戶的資格準則

4. Achievements and Merits of Hong Kong's Transitional Housing Programme 過渡性房屋的成就和績效

- 4.1. Distinguished Achievements 17
傑出成就
- 4.2. Beneficial Use of Idle Land Resources 18
利用閒置土地資源帶來裨益
- 4.3. Provision of Self-contained, Safe and Decent Homes 19
提供設備齊全、安全及適切的居所
- 4.4. Creation of Supportive Neighbourhoods 20
營造互助鄰舍環境
- 4.5. Substantial Enhancement of Tenants' Wellness 22
提升租戶的福祉
- 4.6. Forging an Effective Societal Collaborative Network 23
營造有效的社會協作網絡

5. Pain Points 痛點

- 5.1. Limited Time vs Site Constraints 24
時限與地盤條件限制
- 5.2. Scope of the Funding Scheme 26
資助金額範疇
- 5.3. Very Low Standardisation in Design among Projects 27
低度的跨項目標準化設計
- 5.4. Restrictions on Tenant Eligibility 28
住戶資格限制
- 5.5. Relocation of Tenants 28
住戶搬遷
- 5.6. Removal and Re-use of MiC Units 29
搬遷及重用「組裝合成」單位

6. Light Public Housing Programme 簡約公屋計劃

- 6.1. Comparison of Transitional Housing Programme and the Light Public Housing Programme 30
過渡性房屋與簡約公屋的比較
- 6.2. LPH an Advanced Model of Transitional Housing 33
簡約公屋作為過渡性房屋的進階模式

7. Policy Recommendations 政策建議 34

8. Conclusion 總結 42

Appendixes 附件

Acknowledgement 鳴謝

Foreword

前言



Driven by a deep concern on the living conditions of underprivileged families, the Jockey Club Design Institute for Social Innovation (DISI) of The Hong Kong Polytechnic University selected transitional housing as the theme for Season 1 of the 'One from Hundred Thousand' Social Innovation Symposia Series in October 2018.

Since then, DISI has made continuous efforts to investigate this subject. As a brief account of our work from 2018 to 2020, we organised two symposia, three action projects, 20 site visits, 15 cross-sectoral participatory co-design workshops, and three planning and development training workshops for non-governmental organisations. More than 1,000 participants from development-related professions, social workers, government officials, and the general public attended these events. We also published a Symposium Summary Report in November 2018 and three Action Project Reports in October 2020, and attended a sub-committee meeting of the Legislative Council in May 2019 to facilitate a transfer of knowledge.

Our efforts led to the Study on Effective Transitional Housing Delivery in Hong Kong (the Study), which is a three-year study to be conducted from 2021 to 2024 under the HKSARG Strategic Public Policy Research Funding Scheme. This is the first and perhaps so far, the only comprehensive study on Hong Kong's transitional housing programme which was officially kick-started by the Chief Executive's 2017 Policy Address.

The research team has encountered tremendous challenges. First, COVID-19 delayed the completion of housing projects and some completed projects were used as quarantine facilities, which delayed their occupation by tenants. Second, the pandemic deterred our contact with tenants and thus delayed our data collection. Third, the transitional housing programme is on-going during the study period, with new practices and policies (e.g., the policy on Light Public Housing) continually emerging. Despite these challenges, thanks to the unfailing support of all stakeholders, the research team has largely completed its tasks.

香港理工大學賽馬會社會創新設計院一直高度關注基層家庭的生活環境，早於 2018 年 10 月舉行首季「『十萬分之一』社創研討會」時，已選擇以「過渡性房屋」為主題。

賽馬會社會創新設計院自此便不斷努力探討此議題。在 2018 至 2020 年期間，我們籌辦了兩個研討會、三個行動項目、20 次實地考察、15 場跨界別參與式共同設計工作坊，並為非政府機構舉辦了三場規劃與發展培訓工作坊。這些活動的參與人數超過 1,000 人，包括與發展相關的專業人士、社工、政府官員和市民。為推動知識轉移，我們於 2018 年 11 月發表了研討會總結報告及於 2020 年 10 月發表了三個行動項目報告，並派代表於 2019 年 5 月出席了立法會小組委員會會議。

我們獲香港特別行政區特首政策組「策略性公共政策研究資助計劃」的撥款，於 2021 至 2024 年進行為期三年的《有效推進香港過渡性房屋供應研究》（下稱「本研究」）。行政長官 2017《施政報告》啟動過渡性房屋政策後，此乃首項及目前唯一一項全面探討香港過渡性房屋項目的研究。

研究團隊遇上多項嚴峻挑戰。首先，新冠疫情令多項房屋工程延期落成，另有部分已竣工的項目撥作隔離設施，推遲了住戶入伙的時間。其次，疫情窒礙了我們與住戶聯絡，結果拖慢了資料收集的進度。第三，過渡性房屋項目在本研究進行期間，持續推出新的做法和政策（簡約公屋政策便是其中一例）。縱然面對這些挑戰，研究團隊在所有持份者的鼎力支持下，得以大致完成任務。



The Study found that Hong Kong's transitional housing programme is remarkable worldwide in that it has (i) the largest scale in terms of the number of units provided and area of land used within the category of relocatable buildings, (ii) the fastest delivery of housing in terms of expediency, and (iii) the widest societal participation in terms of number of non-governmental organisations and members of the private sector involved in the implementation (e.g., private land donors, pro-bono professional consultants, and not-for-profit building contractors). Hong Kong can be proud of such achievements. All participatory parties are highly commendable for their commitment, passion and contribution to make such achievement possible.

This Report on Policy Recommendations is part and parcel of our comprehensive reporting on the work of The Study. We are pleased to present this report to the Hong Kong community for their appreciation of the notable achievements of Hong Kong's transitional housing programme. We hope that our findings and policy recommendations will be useful to the Government in refining existing practices and initiating new policies that will make transitional housing a more effective means helping Hong Kong tackle its housing issues and community problems.

Ling Kar-kan, SBS

Principal Investigator,
Director, Jockey Club Design Institute for Social Innovation,
Professor of Practice (Planning),
The Hong Kong Polytechnic University

August 2023

本研究發現香港過渡性房屋在國際上成就超卓，這是鑑於 (i) 在可重置構築物類別中，供應單位數量及土地面積均屬最大規模；(ii) 房屋供應的速度最快，以及 (iii) 參與實施的非政府機構和私營界別（例如私人土地捐贈者、無償專業顧問和非牟利建築承建商）數量計算，是最廣泛的社會參與。香港應為取得上述成就感到自豪！各界參與者為過渡性房屋計劃所付出的熱情、承擔和貢獻，應該得到充分的表彰。

本報告是研究工作匯總報告的重要組成部分。研究團隊欣然向香港社會發表本研究報告，藉此說明香港過渡性房屋項目的卓越成就。我們希望本研究的發現和政策建議有助政府優化現有的制度，並能促成更多新政策，令過渡性房屋能更有效幫助香港應付房屋需求與社會挑戰。

凌嘉勤 銀紫荊勳賢

首席研究員
香港理工大學
賽馬會社會創新設計院總監
及實務教授（規劃）

2023 年 8 月



Background 背景

1.1. Objective and Methodology of the Study

This Report on Policy Recommendations is an interim deliverable of the Study on Effective Transitional Housing Delivery in Hong Kong (The Study).

The development of transitional housing is new to Hong Kong in terms of scale and construction technology, particularly in adopting Modular Integrated Construction (MiC) technology for building new relocatable units. Overseas case studies of comparable housing types may offer us useful lessons.

The Study scrutinised 35 local transitional housing projects constructed by relocatable modules. They are either completed or in active development. The wide range of scale and locations, extensive design spectrum, physical built forms, public-private partnership models, and modes of delivery of the Hong Kong cases are likely to be globally unique. The Study also investigated the regulatory compliance process, technical and design issues, the ecosystem of transitional housing delivery, and tenants' welfare and well-being.

Based on the analysis and evaluation of overseas experience and local practices including the Government's latest proposal on Light Public Housing, The Study put forward a set of policy recommendations which aims to enhance the effectiveness and efficiency on delivery of transitional housing which not only provides physical accommodation but also creates supportive neighbourhoods for our grassroot families.

The research team consists of academicians from The Hong Kong Polytechnic University, the University of Hong Kong, the Chinese University of Hong Kong, and the Hong Kong Baptist University, former senior government officers, and industry collaborators who are engineers, architects and construction contractors who have first-hand experience in the development process of transitional housing projects. We believe that The Study may be an important source of knowledge exchange among industry and academia in Hong Kong, as well as in other cities encountering similar situations of transitional housing.

1.1 研究目標和方法

本政策建議報告是「有效推進香港過渡性房屋供應研究」(本研究)的中期成果。

按規模和施工技術而言，過渡性房屋在香港是嶄新的發展，特別是採用「組裝合成」建築法作為新建可重置單位的方案。海外相關的個案研究或可提供有用的經驗。

本研究審視了 35 個已落成或正在發展中的本地使用可重置建築構件建成的過渡性房屋項目。涉及各式各樣的規模和選址，設計、建築形式、公私營合作模式和交付方式，香港的個案相信是全球獨有。本研究還探討了監管合規流程、技術和設計問題、過渡性房屋的交付安排及住戶的福利與福祉。

參考海外個案和本地實踐經驗（包括香港最新的簡約公屋）的分析與評估，本研究提出了一系列政策建議，希望提高建造過渡性房屋的有效性和效率，這不僅可提供合適的居所，還能夠為基層家庭創造支援性的社區及鄰舍。

研究團隊由來自香港理工大學、香港大學、香港中文大學及香港浸會大學的學者、前政府官員，及擁有開發過渡性房屋項目的第一手經驗的業界合作夥伴，包括工程師、建築師和建築承包商組成。我們相信，本研究可望成為香港和其他城市發展類似的過渡性房屋時，作為業界和學術界知識交流的重要參考。

1.2. Definition of Transitional Housing

The study defines transitional housing as an alternative housing type developed through the temporary use of public and/or private land or buildings for the accommodation of transient tenants either in permanent buildings that may be reverted to their original use or redeveloped for their planned use, or in modular structures that may be relocated to other sites for re-use.

Transitional housing projects are usually implemented through collaboration between the public and private sectors to provide land, housing, and financial resources that meet recognised social needs. Non-governmental organisations (NGOs) usually play a pivotal role in providing capacity building support to tenants during their tenure in transitional housing. In the context of Hong Kong, NGOs also play a unique role as the proponent and builder of transitional housing projects.

1.2 過渡性房屋的定義

本研究將過渡性房屋定義為通過臨時使用公共和 / 或私人土地，或現有建築物所發展而成的臨時居所，為過渡性住戶提供住宿服務。在這類臨時居所的使用期限完結後，相關的土地可按規劃用途進行發展，或相關建築物能夠恢復原有用途或重建為新用途的永久建築物，而建成這些臨時居所的構築物亦可被拆卸、重置和重用。

過渡性房屋項目通常透過公私營合作推行，以提供土地、住屋和財務資源來滿足社會需要。非政府機構也擔當重要角色，為住戶在租住期內提供支援服務，以提升他們的能力。香港的非政府機構作為過渡性房屋項目的倡導者和建造者，也發揮著其獨有的作用。





Overseas Case Studies 海外個案研究

2.1. An Overview

Affordable and social housing developments in Vancouver, London, Taipei, cities in Queensland, and Auckland were studied. The Study made a detailed analysis of 16 comparable overseas MiC projects in two cities, namely Vancouver (13 projects) and London (3 projects). The comparable projects were selected based on the use of relocatable construction method, which allows future reuse of the structural units in different sites.

2.1. 概況

我們研究了溫哥華、倫敦、台北、昆士蘭和奧克蘭多個城市的可負擔及社會房屋發展項目。本研究亦就 16 個海外以「組裝合成」法建造的項目進行了詳細分析，這些項目分別位於溫哥華 (13 個項目) 和倫敦 (3 個項目)，選擇原則乃基於其可重置的建築方法，能在將來在其他地點重複使用。



Y:Cube, London 倫敦

Image Source 圖片來源：
Rogers Stirk Harbour + Partners, Y:Cube, 2015.
<https://rshp.com/projects/residential/ycube/>



Place/Ladywell, London 倫敦

Image Source 圖片來源：
Rogers Stirk Harbour + Partners, Place/Ladywell, 2016
<https://rshp.com/projects/residential/place-ladywell/>



220 Terminal Avenue, Vancouver 溫哥華

Image Source 圖片來源：
Vancouver Affordable Housing Agency, 220 Terminal Avenue, Vancouver's First Temporary Modular Housing, 2017.
溫哥華可負擔住屋局，220 Terminal Avenue，溫哥華首個臨時組裝住房，2017 年
<https://vaha.ca/this-is-a-vaha-post-with-an-image-and-a-long-title-its-also-an-external-post/>



4480 Kaslo Street, Vancouver 溫哥華

Image Source 圖片來源：
Vancouver Affordable Housing Agency, 4480 Kaslo Street (Sarah Ross House).
溫哥華可負擔住屋局，4480 Kaslo Street (Sarah Ross House)
<https://vaha.ca/projects/>

2.2. Key Findings

Site Selection

Overseas transitional housing projects were usually located on underutilised or vacant sites that were available temporarily for a few years. These sites were owned by the government or the operating NGOs, and were close to existing established communities, well serviced by utilities, conveniently accessible by roads and public transport. Thus, project development on these sites usually would not require complicated and lengthy planning applications and land administrative process.

Government Funding and Rental Charge

In Vancouver, on top of construction cost, the funding programme covers property management and administration expenses, costs for supportive services to tenants, and recurrent subsidies to eligible tenants. In London, only the construction cost was partly or fully funded by the government.

Rental charge of London's transitional housing projects was calculated upon a discounted market rate (not exceeding 80% market rate). Such approach was aimed to place less financial burden on the government, and at the same time make the rent affordable to tenants and provide a reasonable rental income to NGOs. Comparatively, fixed rental level was adopted in Vancouver, which was considered to be predictable to tenants and also a reliable income to the NGOs. To compensate for operational deficits, the BC Housing would provide additional subsidies to the NGOs if rental income received was insufficient for covering the operating expenses.

2.2. 主要發現

選址

海外的過渡性房屋項目一般位於未被充分利用或可供臨時使用數年的閒置土地，這類土地多為政府或非政府機構所擁有，地點靠近已發展社區，公共服務配備完善，交通便利。因此，開發過程通常不用涉及複雜的規劃申請和土地管理程序。

政府資助和租金

溫哥華的資助計劃涵蓋物業管理及行政開支、支援住戶服務開支及持續補助。於倫敦，政府則僅對建築成本作部分或全額資助。

倫敦過渡性房屋的租金價格定為不多於市值租金的 80%，旨在可減少政府的負擔，租金既是住戶可負擔，而營運的非政府機構又可有合理的租金收入。相比之下，溫哥華採用的固定租金水平，是一個可預算及可靠的租金收入。然而，若租金不足以支付營運開支，加拿大英屬哥倫比亞省房屋局需要提供額外的補貼。

Role of Non-governmental Organisations (NGOs) in Transitional Housing (MiC Project)

As studied, all overseas projects had involved NGOs/ Non-profit Organisations as operators to provide support services to tenants. In Vancouver, NGOs only played the role of project operators and support service providers, with recurrent costs covered by funding from BC Housing. In London, however, NGOs also played the role of builders.

Modular Design

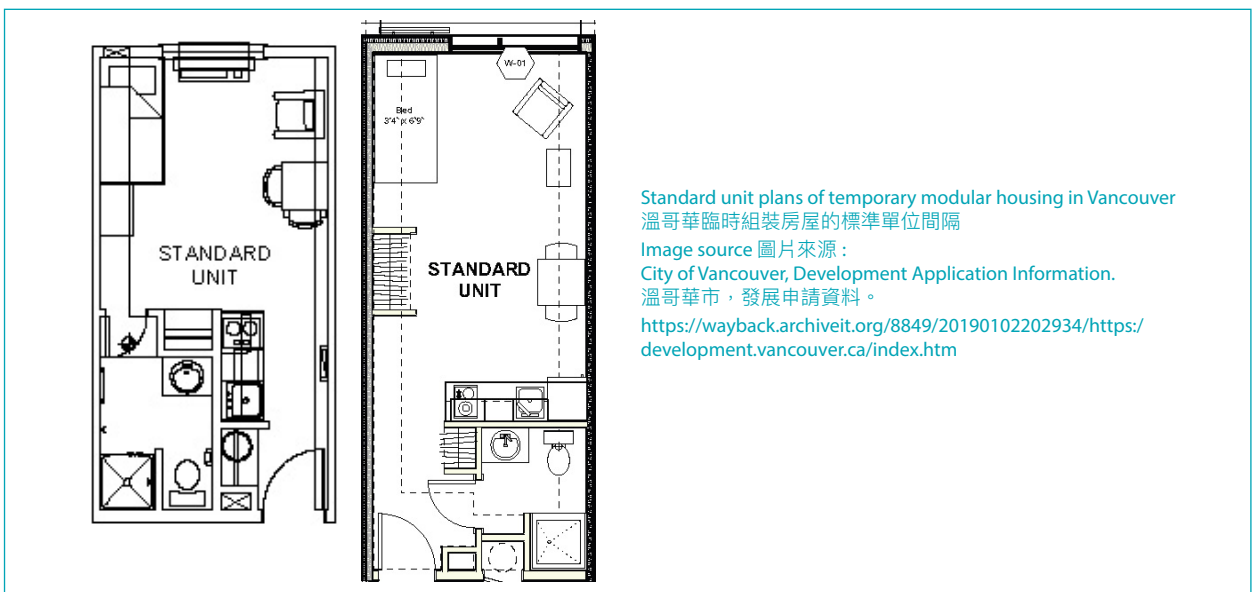
In a transitional housing project adopting MiC technology, standardisation is critical to its effective delivery in terms of cost and expedience. Standardisation can be measured using (1) the modularisation rate¹ to indicate the percentage of construction floor area built by modularised MiC units and (2) the module-to-unit type ratio² to indicate the repeated use of same type of module units in a project. Higher values of these two ratios would represent a higher standardisation rate which enhance cost-effectiveness in production and expedite the delivery of transitional housing.

非政府機構在過渡性房屋（「組裝合成」建築項目）中的角色

在所有研究項目中，非政府機構或非牟利機構需負責提供支援住戶服務。溫哥華的非政府機構只提供支援服務，並由加拿大英屬哥倫比亞省房屋局負擔支出。此營運模式有別於倫敦及香港，後者的非政府機構需同時擔當興建者的角色。

組合式設計

對於採用「組裝合成」建築技術的過渡性房屋項目，標準化是爭取成本效益和加快建成的關鍵。量度標準化的方式包括 (1) 組件化比率¹，是以「組裝合成」構件建造單位的建築面積百分比的指標，及 (2) 組件重覆使用率²，顯示重複使用同一設計構件的次數。這兩個比率越高，代表標準化率越高，從而更能夠提高生產的成本效益，並加快過渡性房屋的交付速度。



¹ Modularisation rate (MR) – The MR is the percentage of the construction floor area (CFA) that is modularised (MiC CFA/Total CFA) (Pan et al., 2019).
組件化比率 – 指組件化後的建築面積百分比 (MiC CFA/Total CFA) (Pan et al., 2019).

² Module-to-Unit Ratio (MUR) – The MUR is the ratio of the number of modules (repetitions) of the same type (JC DISI, 2020).
組件重覆使用率 – 指同類單位的數量 (重複) (JC DISI, 2020).

In Vancouver, only two module types were used for all 13 MiC projects as all projects were constructed by the government (i.e. BC Housing). This highly standardised design scheme has the following characteristics.

1. Four stories or fewer, providing not fewer than 39 units for every project;
2. Average modularisation rate exceeding 80%; and
3. Width ranging from 3.0 m to 3.7 m

In London, standardisation rate within each project was high as only two module types were used. However, there was no standardisation for the design of module type among the three MiC projects under study.

Tenant Allocation

In most overseas cases, tenant allocation is processed totally or partially through centralised systems operated by the governments. Applicants to transitional housing projects can gain access to suitable housing services and other specialist services on one-stop platforms.

本研究中，全數 13 個位於溫哥華由加拿大英屬哥倫比亞省房屋局興建的「組裝合成」項目中，只使用兩款組件單位設計。其高度標準化兼具以下特徵：

1. 四層或以下，每個項目提供不少於 39 個單位；
2. 平均組件化比率超過 80%；及
3. 單位闊度為 3.0 至 3.7 米

位於倫敦的每個「組裝合成」項目都只使用兩款組件單位，個別項目內的標準化程度因而很高，但三個項目均有各自的設計，使項目之間未能達致統一設計標準。

房屋分配

在大多數海外個案中，房屋分配全部或局部流程由政府的中央系統處理。申請人可在一站式平台上選擇合適的房屋服務和其他專門服務。



Relocation and Re-use of Module Units

In Vancouver and London cases, all modular transitional housing units were designed with the objective of capable for relocation and re-use. This was enabled by specific requirements on modular design, structural design, foundation design, choice of materials and finishes of their projects. These overseas modules were claimed to be capable of re-using three to five times and had a lifespan up to 60 years. However, no formal study has been undertaken to ascertain the reusability or construction circularity of this relocatable housing type. So far, there was no one single overseas case that had gone through a complete cycle of initial development, relocation and re-use for the construction of a complete building.

Discharge of Tenants

In all overseas cases, we did not identify any tenancy arrangement that would mandate compulsory discharge of tenants after a certain year of tenancy. Vancouver had established a comprehensive framework for tenant discharge arrangements applicable to social housing. Tenants might stay until they leave the project voluntarily when appropriate permanent housing in the private or public sector was available. Supports would be provided by the NGO to enable a smooth transition.

重置及重用單位

在溫哥華和倫敦的個案中，通過組件的特別設計要求、結構設計、地基設計、項目材料和飾面的選擇，所有「組裝合成」單位的設計均能重置和重用。這些海外的「組裝合成」單位預期據稱可重覆使用 3-5 次，使用壽命可達 60 年。然而，可確定其可重用性或結構循環性的研究，並未見進行。至今海外還沒有一個過渡性房屋項目案例能夠經歷開發、重置到重用的完整週期。

搬遷安排

在所有海外案例中，我們並沒有發現住戶在居住一定年期後，被強制解除租約。溫哥華已制訂全面適用於社會房屋的住戶搬遷框架。他們或可繼續留宿，直至獲安排永久居所並自願離開。非政府機構會提供支援協助住戶平穩過渡。



2.3. Lessons Learnt from Overseas Cases

In sum, the scale of the overseas transitional housing projects was relatively small in their respective cities. The development, provision and social function of this housing type had not raised much public attention or policy debate as compared with Hong Kong. Nevertheless, the following lessons are worthy reference for Hong Kong:

1. **Government sites and sites owned by NGOs with no complex technical hurdles were selected:** Most of the transitional housing projects were developed on underutilised or vacant sites owned by the government or operating NGOs. No other private site was involved in the cities selected for study. As relatively “easy” sites were selected, there was usually no need of going through complex planning applications and land administrative processes.
2. **Government played a proactive role in the development process:** Preliminary planning and design works (e.g., site identification, planning and land application, and design), the construction of transitional housing units, and the allocation of units to tenants were coordinated or completed by government under a centralised system. The whole development process was quite smooth as revealed from all overseas projects.
3. **Support for smooth transition of tenants to permanent housing:** Although the housing units were allocated to tenants on a transitional basis, the tenancy period varied among individual tenants to provide flexibility for a smooth transition to permanent social housing. Through NGO, the government would provide the needed support to tenants until permanent housing in the private or public sector is available to them.
4. **Rent is the main source of income to sustain project operation:** There were various approaches in the rental charge. No matter fixed rental (with compensation in case of operational deficits) adopted in BC Housing or the discounted market rate adopted in London, keeping a reasonable balance to ensure financial sustainability of the project without compromising affordability for tenants remains the common principle and consideration in all overseas transitional housing projects.

2.3. 海外個案的經驗總結

總括而言，海外的過渡性房屋項目在各城市中屬較小規模。與香港相比，其發展、供應和社會功能並沒有引起太多公眾關注或政策爭議。不過，以下部分情況值得香港借鑒：

1. **選擇沒有複雜技術限制的政府用地：**大部分過渡性房屋項目均建於未有被充份使用或空置的政府或非政府機構擁有的土地上，不涉及私人用地。選擇相對「容易動用」的地點，一般不需要經過複雜的規劃申請和土地管理程序。
2. **政府在發展過程中發揮積極作用：**前期的規劃設計（選址、規劃用地及設計等）、建築、房屋分配等工作均由政府中央統籌。每個海外個案的發展過程皆很順利。
3. **支援住戶平穩過渡：**雖然單位只是過渡性地分配予住戶，但每戶的租期各異，可享有彈性的租約安排。政府可透過非政府機構提供服務讓住戶能順利過渡至永久居所。
4. **租金是維持項目營運的主要收入來源：**不論是加拿大英屬哥倫比亞省房屋局採用的固定租金模式，或是倫敦採用的市場折扣率模式來設定租金水平，都必需確保過渡性房屋住戶能負擔租金開支，同時亦需維持項目在財務方面的可持續性。

5. **NGOs provide supportive services:** In all overseas transitional housing projects under study, NGOs provide supportive services to the tenants. The costs for the provision of such supportive services, estate management, and social subsidies to tenants are met by government in the case of Vancouver or shouldered by the NGOs in the case of London.
 6. **High degree of standardisation in design of modular units:** Standardised modules are used for the construction of the transitional housing projects. There was usually a high degree of standardisation in design within project for the purpose of enhancing productivity in the construction process and minimising development costs. However, standardised design among all projects can only be achieved when one agent was responsible for construction of all projects as in the case of Vancouver.
 7. **No case of relocation and re-use of modular units had been identified:** The modular units are designed to be relocated and re-erected for reuse in subsequent transitional housing projects. However, among all overseas cases under study, there is only one project in Vancouver (Little Mountain Project at 137 East 37th Avenue) where the transitional housing structures had been dismantled with the modular units stored for possible future use. A portion of these units was recently deployed in 2023 to be reused in two separate sites. As such, no project gone through the process of initial development, relocation and re-erection of the modular units had been identified as a reference.
5. **非政府機構提供支援住戶服務：**本研究探討的所有海外過渡性房屋項目中，均由非政府機構為住戶提供支援性服務。在溫哥華的項目，提供此類服務的開支、物業管理和住戶的會補助均由政府支付，而倫敦的個案則是由非政府機構支付。
 6. **組件單位高度標準化：**過渡性房屋的個別項目，通常都可達至高度標準化的設計，於建築過程中有助提高生產力，同時把發展成本降至最低。但跨項目的設計，只有在溫哥華的情況，由單一機構負責興建所有項目，才能實現跨項目的標準化設計。
 7. **尚未發現組件單位的重置和重用：**以「組裝合成」法建成的過渡性房屋，其建築構件應能被重置和重用。然而，在本研究探討的所有海外個案中，只有一個溫哥華項目（位於 137 East 37th Avenue 的 Little Mountain 項目），在拆卸後把組件儲存備用，部分組件預備於 2023 年在兩個不同的地點重覆使用。因此，在海外個案中，並沒有完全經歷拆卸、重置和重建組裝的項目可供參考。



Transitional Housing Cases in Hong Kong 香港的過渡性房屋個案

3.1 Overall Development Situation

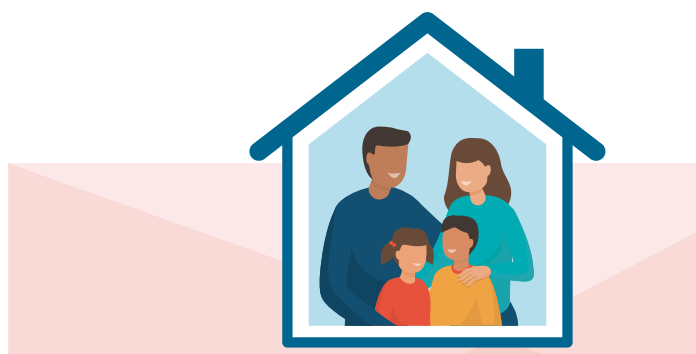
The Housing Bureau has created a comprehensive website for all transitional housing projects. According to the information published by the Housing Bureau in July 2023, the overall development situation of the Transitional Housing Programme could be summarised as follows:

1. Eighty-four projects were completed or committed, providing more than 21,000 units.
2. HK\$11.6 billion was injected into the Funding Scheme to Support Transitional Housing Projects by Non-government Organisations (the Funding Scheme), which supported the development of 44 projects with 18,622 units.
3. Forty projects with 2,560 units were developed under other funding schemes; e.g., the Community Care Fund and Funding Scheme to Support the Use of Vacant Government Sites by Non-government Organisations provided by the Development Bureau.
4. There are four diverse forms of transitional housing in Hong Kong:
 - conversion of existing residential buildings (8%),
 - conversion of existing non-residential buildings (2%),
 - newly-constructed relocatable MiC projects (86%), and
 - conversion of hotels and guesthouses (4%).

3.1 整體發展情況

房屋局為所有過渡性房屋項目制訂了一個綜合的網站。於 2023 年 7 月公布有關過渡性房屋整體發展現況，摘要如下：

1. 已完成或承諾推行的項目有 84 個，提供超過 21,000 個單位。
2. 已向「支援非政府機構過渡性房屋項目的資助計劃」投入 116 億港元，支持發展 44 個項目共 18,622 個單位。
3. 以其他資助計劃發展的項目共 40 個，提供 2,560 個單位，例如關愛基金及發展局的「支援非政府機構善用空置政府用地的資助計劃」。
4. 香港的過渡性房屋可分為四大類：
 - 改裝現有住宅樓宇 (8%)；
 - 改裝現有非住宅樓宇 (2%)；
 - 新建可搬遷「組裝合成」項目 (86%)；及
 - 改裝酒店及賓館 (4%)。

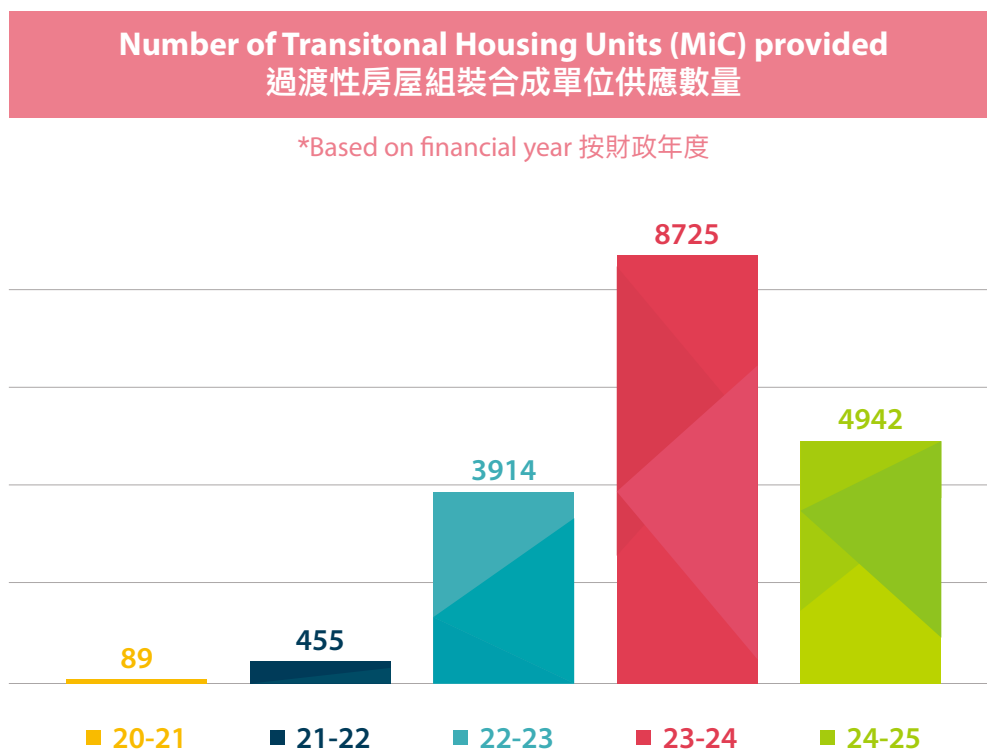


3.2 Development Momentum

Transitional housing and the MiC technology are new to Hong Kong. When the transitional housing programme was announced in the Policy Address 2017, it took almost two years for the first project (Nam Cheong 220) to be completed in 2020/21. Since then, the overall momentum of developments had rapidly increased with 3,914 units completed in 2022-23 and 8,725 units to be completed in 2023-24.

3.2 發展動能

過渡性房屋及「組裝合成」建築法的技術對香港而言是新興趨勢。政府自 2017 年施政報告宣佈開展過渡性房屋計劃，歷經了兩年時間，首個項目（南昌 220）於 2020/21 年度落成。自始，計劃的整體發展急速增長，2022-23 年有 3,914 個單位落成，2023-24 年將有 8,725 個單位落成。



Source: Housing Bureau, Transitional Housing Projects, 2023.
資料來源：房屋局，過渡性房屋項目，2023
<https://www.hb.gov.hk/eng/policy/housing/policy/transitionalhousing/transitionalhousing.html>

3.3 Distribution and Scale of Projects

Notably, overwhelming majority of units were delivered through MiC projects. More than 70% of units were provided in the New Territories, whilst Yuen Long has accommodated half of the total units provided. Kowloon City accommodated 12 projects with more than 2,000 units, the highest in urban areas.

3.3 項目的地區分布及規模

絕大部份的單位主要採用「組裝合成」建築法興建。多於 70% 的單位位於新界，而元朗佔整體供應量中近一半的單位。在市區，九龍城區有十二個項目並提供多於二千個單位，佔市區供應量最多。

The following table shows the distribution of transitional housing projects and units in the 18 districts. 過渡性房屋項目及單位數量於十八區的分布情況載於下表。

	Districts 地區	No. of Projects 項目數量	No. of Units 單位數量	Percentage 百分比 (Units 單位)
		All 總數 (MiC 組裝合成)	All 總數 (MiC 組裝合成)	
HK Island 港島	Central and Western 中西區	5	100	0.49%
	Wan Chai 灣仔區	2	35	0.17%
	Eastern 東區	3 (1)	389 (103)	1.92%
	Southern 南區	3	338	1.67%
	Sub-total 小計	13 (1)	862 (103)	4.25%
Kowloon 九龍	Yau Tsim Mong 油尖旺區	6	91	0.45%
	Kowloon City 九龍城區	12 (4)	2,266(1,841)	11.17%
	Wong Tai Sin 黃大仙區	1 (1)	227 (227)	1.12%
	Sham Shui Po 深水埗區	9 (5)	693 (642)	3.42%
	Kwun Tong 觀塘區	4 (1)	569 (331)	2.80%
	Sub-total 小計	32 (11)	3,846 (3,041)	18.96%
New Territories 新界	Kwai Tsing 葵青區	1 (1)	116 (116)	0.57%
	Tsuen Wan 荃灣區	6 (4)	978 (713)	4.82%
	Tuen Mun 屯門區	2	134	0.66%
	Yuen Long 元朗區	11 (11)	10,524 (10,524)	51.88%
	North 北區	1 (1)	601 (601)	2.96%
	Tai Po 大埔區	3 (2)	1,710 (1,512)	8.43%
	Sha Tin 沙田區	1 (1)	436 (436)	2.15%
	Sai Kung 西貢區	3 (3)	1,079 (1,079)	5.32%
	Sub-total 小計	28 (23)	15,578 (14,981)	76.79%
TOTAL (excluding units mentioned in Note 1) 合計 (不包括註一所提及的單位):		73 (35)	20,286 (18,125)	100%

Note1: 896 Units provided in i) hotels and guesthouses and ii) one project involving vacant residential flats across various districts are excluded as the exact districts are unknown.

註一：由於某些項目所在地點不詳，以上數據不包括 i) 酒點及賓館提供的單位及 ii) 一個涉及在不同地區的空置住宅項目內的共 896 單位。

Source: Housing Bureau, Transitional Housing Projects, 2023.

資料來源：房屋局，過渡性房屋項目，2023。

<https://www.hb.gov.hk/eng/policy/housing/policy/transitionalhousing/transitionalhousing.html>

In terms of number, more projects were located in the urban districts (45 in Hong Kong Island and Kowloon). However, the scale of each urban MiC project was relatively small, for example in five completed projects, the site area varies from 927 sq m to 2,850 sq m, while the site area of the project “Kong Ha Wai” located in rural is 41,452 sq m.

As urban projects were usually constrained by site area, the provision of amenities such as communal space for neighbourhood events and social service, and outdoor play area was not entirely satisfactory or even lacking. There was less supply of large units (4-6-person unit), and barrier-free units were in short supply. Nevertheless, with good accessible and being part of an established community, urban projects were more welcome by tenants as reflected by their high occupancy rate.

Transitional housing projects in the New Territories usually occupied larger sites. So far, the largest project in terms of land area and number of units is Kong Ha Wai in Kam Tin with about 1,998 units in eight four-storey blocks. Benefitted by large site size, these projects could end up with very impressive layout with high quality outdoor amenity space. Some might even accommodate standalone communal blocks to provide services not only to the project tenants but also to the nearby communities. Spaces could also be provided to accommodate supermarket, communal kitchen, communal laundry and communal activity facilities creating relatively self-sufficient neighbourhoods. Understandably, major concerns of the tenants were related to accessibility, long distance to jobs and schools, thus these projects need to struggle to boost the occupancy rate which was critical for their financial sustainability.

從數量上顯示，較多項目位於市區（位於香港及九龍的項目共 45 個）。但市區項目的地盤規模相對較小，如在五個已完成的項目中，地盤面積由 927 平方米至 2,850 平方米，而郊區項目「江夏圍」的地盤面積則是 41,452 平方米。

由於受限於地盤面積，市區項目所提供的康樂設施，如讓市民舉辦鄰舍活動及社區服務的公共空間等，以及戶外休憩用地並不理想或有所欠缺。市區項目只提供少量大型單位（四至六人家庭）及無障礙單位。目前從入住率可見，可達性高並已連接現有社區的市區項目較受住戶歡迎。

位於新界的過渡性房屋普遍佔地較廣。至目前為止，按土地面積及單位數目計算，最大型的項目是位於錦田的江夏圍，共八棟四層樓宇，提供約 1,998 個單位。受惠於較大的地盤面積，這些項目的布局設計可提供更佳且高素質的戶外康樂空間。當中部份項目更設有獨立的服務設施大樓供住戶以及鄰近社區居民使用，更可設立超市、社區廚房、社區洗衣房以及相關社區活動的設施，能夠建立相對自給自足的鄰里社區。不難理解，住戶較多關心項目的交通可達性及與其工作地點和學校的距離，因此這些項目需要爭取提升入住率，這對其財務的可持續性至關重要。

3.4 Development Cost

Under the Funding Scheme to Support Transitional Housing Projects by Non-government Organisations, the lump sum government funding per project was calculated on the basis of \$550,000 per unit (\$565,000 with extensive drainage or sewage treatment facilities), i.e. the provision of higher number of units, the higher amount of lump sum funding. The funding would cover the cost of consultancy services, one-off basic and essential construction/restoration and repair works, utility provision connection, project management and administrative works, rent payments for conversion or use of private premises as transitional housing, removal of temporary structures and installations after the expiry of the projects, and external audit fee are covered. However, any subsidy for interior fitting-out and furniture, operating or recurrent expense, and infrastructure works and site formation on private land were excluded.

For some sites in remote location, a substantial proportion of development cost would need to be spent on site preparation and provision of infrastructure. The following information may illustrate some of these more challenging sites:

1. 70% (12,637 units in 14 projects) of the current transitional housing units were located in rural area where substantial infrastructure improvement was required;
2. Half of the projects in rural area 50% (seven projects) required traffic improvements such as provision of public transport facilities, self-financed shuttle bus service, enhanced frequencies for specific public transport routes;
3. Nine projects (64%) required provision of on-site sewage treatment facilities and sewerage improvement;
4. Three projects (27%) were developed on land previously used for brownfield operation and thus required land decontamination measures; and
5. Six projects (43%) involved substantial site clearance including tree felling.

3.4 發展成本

在現時支援非政府機構推行過渡性房屋項目的資助計劃下，一筆過的政府資助為每個單位 55 萬元 (須設置大規模排水或污水處理設施的過渡性房屋項目的資助上限為 56.5 萬元)。提供的單位數量愈多，一次性資助金額就愈高。資助金額涵蓋的支出包括顧問服務費用、一次性基本及必需的建築或復修及修葺工程、接駁公用設施、項目管理及行政工作、改建或使用私人處所作為過渡性房屋的租金，以及與核准項目有關的外部審計費用，但內部裝修及傢俱、營運或經常性開支和私人土地的基建配套，以及地盤平整支出並不包含在資助計劃之中。

對於選址僻遠的項目，工地開拓工程及基建設備需要花費巨大的發展成本。下列資料將顯示其中一些具挑戰性的地盤情況：

1. 70% 的過渡性房屋單位 (14 個項目共 12,637 個單位) 位於郊區地盤，需要改善多項基建；
2. 有一半 (7 個) 位於郊區地盤的項目需要改善交通，例如提供公共交通設施、自付盈虧的穿梭巴士服務及增加個別公共交通路線的班次；
3. 九個項目 (64%) 需提供在場污水處理設施及因缺乏現有公共污水渠而要進行整體污水渠改善工程；
4. 三個項目 (27%) 建於棕地上，因而需要進行土地除污措施；及
5. 六個項目 (43%) 需要大幅清理地盤和砍伐樹木。

3.5 Built-form and Method of Construction

The built-form of relocatable transitional housing projects in Hong Kong was found to be very similar – most were in regular shaped building blocks or clusters up to four-storey high with no need for piling support. Only one exceptional project was found in Hong Kong with eight storeys high (Choi Hing Road by Lok Sin Tong) All relocatable projects were built by modular construction to meet the criteria to allow future relocation.

Central corridor and staircases were the main circulation mean (i.e. walk-up flats) where modular construction or precast concrete construction was used. Lift was usually not provided, except the Choi Hing Road project with eight-storey blocks were served by lifts.

The built-form and construction technology of Hong Kong and overseas relocatable transitional housing projects were found to be largely similar. The difference in use of material and structural frame was mainly due to compliance with local building codes. In Hong Kong, fire safety and wind loading were the main factors resulting in more stringent construction standards.

3.5 建築形式及建造方法

在香港，可重置的過渡性房屋的建築形式相近 — 大多以標準外型的建築物或者集結成無須打樁的四層高樓宇。在香港只有一個項目（樂善堂的彩興路項目）有八層高。所有可重置項目都以「組裝合成」建築法興建，以符合未來重置的準則。

徒步上落的樓宇內的中央走廊及樓梯部份，會採用「組裝合成」建築法或混凝土預製組件。除了八層高的彩興路項目，其餘均不會提供升降機服務。

香港可重置項目的建築形式及建築技術跟海外的大多相似，物料的使用及結構之分別主要基由於當地的建築法規。在香港，消防安全及風力荷載作為影響上述情況的主要因素，導致對建築標準有更高的要求。



3.6 Design Standardisation

The modularisation rate (MR) is high in Hong Kong relocatable transitional housing projects as most of the built areas are formed by modular construction. However, most projects in Hong Kong, being developed by different NGOs, displayed individual and highly customized layout. This had resulted in module-to-unit type ratio (MUR) across all projects is very low, reflecting an unsatisfactory standardisation rate among individual projects.

3.7 Tenant Eligibility

According to Housing Bureau's Guidelines for Delivery of Projects under the transitional housing funding scheme, at least 80% of the transitional housing units are allocated to families waiting for Public Rental Housing (PRH) over 3 years, or people who live in severely inadequate housing condition and are reasonably considered to be in urgent need for community support (Transport and Housing Bureau, 2021). NGOs may reserve the remaining 20% of units for other types of applicants to meet their organizational aims for non-profit making purpose (Transport and Housing Bureau, 2021). At present, each NGO conducts their own tenant recruitment exercise and flat allocation.

3.6 標準化設計

由於香港大部份項目皆由組件合成，可重置的過渡性房屋在個別項目內的組件化比率很高。可是，大多數項目由不同的非政府機構推動，他們有個別製訂的布局設計，導致項目之間的組件重覆使用率十分低，反映出項目之間的標準化比率並不理想。

3.7 住戶的資格準則

根據房屋局的支援非政府機構過渡性房屋資助計劃的項目推展指引，最少 80% 的過渡性房屋單位應被分配至已輪候公共租住房屋（公屋）不少於三年的人士，或居住於不適切住房或有迫切需要住房的人士（運房局，2021），而非政府機構則可保留 20% 的單位分配予其他類別的申請者作非牟利用途（運房局，2021）。每個非政府機構須各自進行個別的住戶招募和單位分配。



Achievements and Merits of Hong Kong's Transitional Housing Programme

過渡性房屋的成就和績效

4.1 Distinguished Achievements

Upon full completion of all committed projects in newly-built relocatable MiC, Hong Kong has incidentally delivered a transitional housing programme which is the most distinguished one in the world in terms of:

1. The largest accommodation capacity (capable to accommodate more than 40,000 persons);
2. The largest number of units provided (more than 18,125 units);
3. The most expedient speed of delivery (over 6,000 people accommodated in completed transitional housing projects from 2017 to 2022 and more than 18,125 units in about 5 years);
4. The widest societal participation, 20 NGOs (involved with 17 as both builders and operators), and 5 developers contributed lands (11 sites in private/ or public/private hybrid lands) with nominal rent; and
5. The most comprehensive range and types of supportive services provided in the projects.

This is a distinguished achievement that Hong Kong can be proud of. This achievement was possible mainly due to the pivotal role of the NGOs who courageously echoed the Government's call to take up the development of transitional housing projects. Their endeavors were supported by the Government (particularly the Task Force on Transitional Housing (TFTH)) and quasi-government bodies such as the Urban Renewal Authority, professionals in various development-related disciplines, building contractors and MiC unit manufacturers, private developers and charity foundations. All these parties are highly commendable for the passion, commitment and contributions.

4.1 傑出成就

香港的過渡性房屋計劃取得世界性的卓越成就。當完成所有可搬遷的新建項目後，在世界上屬規模最大：

1. 居住人口規模最大 (能夠容納超過 40,000 人);
2. 供應單位數量規模最大 (超過 18,125 個單位);
3. 最迅速的房屋供應 (2017 至 2022 年間，超過 6,000 人已入住落成的項目，並在五年內興建超過 18,125 個單位);
4. 最廣泛的社會合作及參與，20 個非政府機構 (其中有 17 個同時是建造者和營運者) 及五個發展商 (11 幅私人或混合性土地) 以象徵式租金租出土地; 及
5. 最全面的支援住戶服務範圍和類型。

這是香港引以為傲的傑出成就。成功主要歸因於作為關鍵角色的非政府機構，積極地響應政府的號召，參與全部過渡性房屋計劃。非政府機構的嘗試亦得到政府 (特別是過渡性房屋專責小組)、半政府機構例如市建局、發展行業內各個專業的相關界別人士、建築承建商、「組裝合成」建築組件承建商、私人發展商以及慈善基金會的支持。這些團體付出的熱誠、承擔及貢獻，值得讚揚。

4.2 Beneficial Use of Idle Land Resources

The transitional housing programme had established an operational mechanism which enabled the use of idle public and private land resources for beneficial purpose. Not only was funding made available, strengthened collaboration among Government departments through the coordinating efforts of TFTH helped speed up infrastructure improvement in remotely located sites for transitional housing projects.

The wholesale renovation of vacant school premises in obsolete condition served dual purposes of providing transitional housing units and preserving these public buildings with architectural value. Whilst the business of many guest houses was badly hit by the pandemic, modifying some of them as transitional housing also contributed to keeping business and jobs.

4.2 利用閒置土地資源帶來裨益

過渡性房屋計劃確立了營運機制，可利用閒置的公共及私人土地資源造福社會。除了資助，專責小組也加強了政府部門之間的協調，加快基建改善工程，推進在相對偏遠地區的過渡性房屋項目。

改裝大量空置的舊校舍可達至兩大目標：提供過渡性房屋單位及保留具建築價值的公共建築物。此外，疫情導致許多賓館經營困難，改建部份賓館成過渡性房屋亦有助其繼續營運，並提供工作職位。

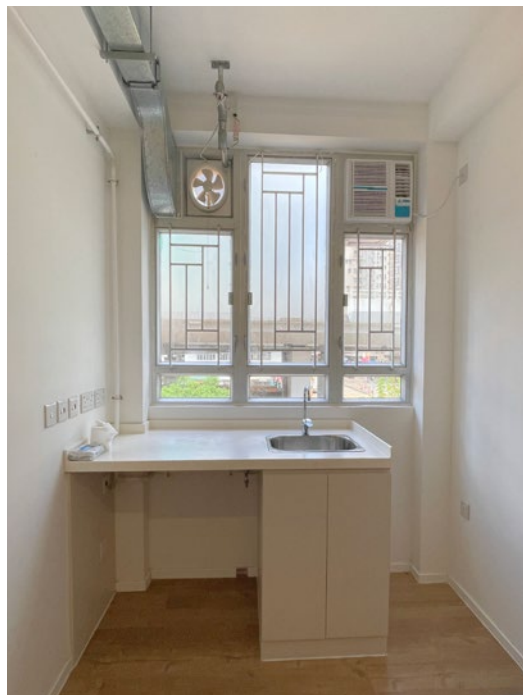


Additional infrastructure including a sewage treatment plant and Electrical & Mechanical plant rooms
額外加設的基建包括污水處理及電機機房

4.3 Provision of Self-contained, Safe and Decent Homes

All transitional housing units were self-contained with provision of independent bathroom and open kitchen (equipped with smoke detectors and sprinklers for fire safety), space for installation of air-conditioner, refrigerator, and washing machine, openable windows for natural sunlight and ventilation. All units could meet the basic statutory requirements under the Building (Planning) Regulations of the Buildings Ordinance (Cap 123). The living space per person was broadly comparable to the average provision of public rental housing. With larger living space and sufficient lighting and ventilation, the living conditions are improved in the transitional housing units.

Compared with the highly unsatisfactory living conditions in the sub-divided units, the transitional housing programme provided a large number of safe and decent homes for their tenants. With proper property management and social services provided by NGO, this is a huge improvement to the quality of living and wellbeing of the grassroot families, particularly for families with children.



4.3 提供設備齊全、安全及適切的居所

過渡性房屋單位設備齊全，備有獨立的浴室及開放式廚房（為消防安全配以煙霧偵測器及花灑系統）、預留位置裝置冷氣機、雪櫃、電熱水爐，亦有採光及通風的開啓式窗戶。全部單位符合《建築物條例》中《建築物（規劃）規例》的法定要求。人均居住面積大部份能符合公屋平均單位面積的標準，提供更大的居住空間及充足的採光及通風，過渡性房屋令居住條件得以改善。

相比在劏房中極不理想的居住條件，過渡性房屋為住戶提供大量安全及適切的居所。非政府機構提供了完善的樓宇管理和社會服務，對於基層人士，尤其有子女的家庭而言，居住素質有很大改善。



4.4 Creation of Supportive Neighbourhoods

The experiences of tenants living in sub-divided units revealed that tenants usually had little knowledge about their immediate neighbours, and thus the sense of a safe and trustworthy neighbourhood was usually lacking. A very strong and consistent feedback from operating NGOs and tenants about the merits of transitional housing is the creation of supportive neighbourhoods where tenants could trust and felt safe by increasing interaction between the tenants.

Provision of social service in transitional housing projects were efficient as tenants were concentrated in well-organised neighbourhoods as compared to tenants distributed in scattered subdivided units. Guided by their social mission, all NGOs had included neighbourhood support programmes in their transitional housing project proposals. Playground and communal space for neighbourhood service and activities would usually be included as part of the spatial design scheme. Higher quality and sizable playground, and more generous communal space for a wide range of neighbourhood support services could usually be provided in large projects due to scale of economy. For smaller projects, particularly those in urban areas, NGOs had wisely made the best use of the limited open-air space (such as space designated for emergency vehicular access) as out-door communal space for playing and neighbourhood events.

The availability of communal activities area, social services, and organized neighbourhood activities had successfully contributed to the creation of a sense of trustworthy neighbourhood among the tenants, which they treasured as a positive living experience in the transitional housing projects. Even in projects where community space was insufficient, NGOs had revealed tenants' willingness to establish neighbourhoods and social networks through forming voluntary groups that offer food delivery, minor maintenance, and other assistance.

4.4 營造互助鄰舍環境

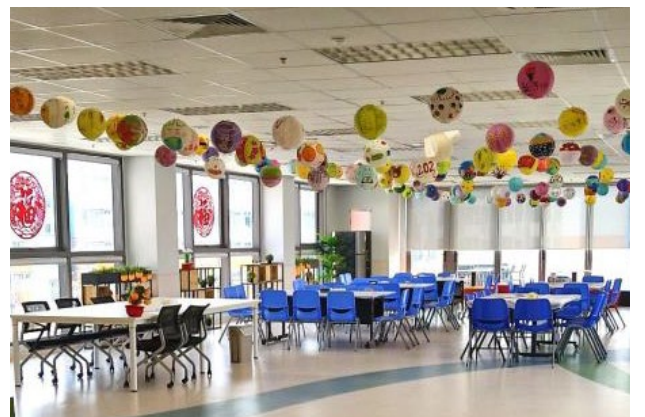
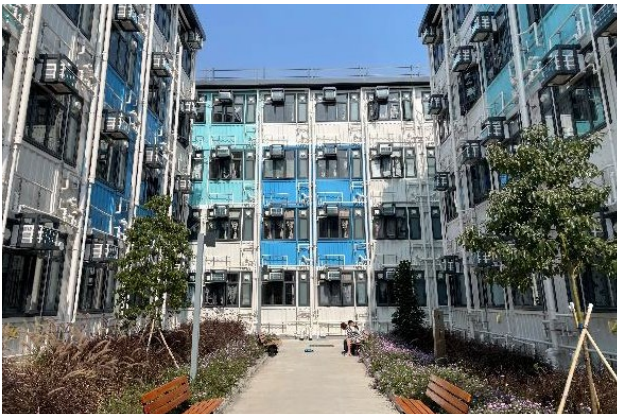
劏房住戶的生活經驗顯示他們一般不認識左鄰右里，以致他們欠缺鄰舍互信和安全感。非政府機構和住戶強烈及一致地反饋，過渡性房屋的一大優點是能夠建立互信互助的鄰里關係及安全感。

過渡性房屋項目可以集合住戶於同一居住鄰里，因此能有效地集中提供支援住戶的社會服務。因應其社會使命，所有非政府機構均在過渡性房屋項目的設計方案中，加入了鄰舍支援計劃，融入用作鄰舍服務和活動的遊樂場及共享空間等。由於受惠於規模效益，大型項目通常可以提供高素質和較大的遊樂區，還有可用於各式鄰舍支援住戶服務的共享空間。而較小型項目，特別是位於市區內的項目，非政府機構仍然盡量靈活運用有限的休憩空間（例如是指定緊急車輛通道），以作為玩樂和舉辦鄰舍活動的戶外共享空間。

共享活動的空間、社會服務和有組織的鄰舍活動，成功為住戶營造互信的鄰舍關係，這也是他們居於過渡性房屋項目期間珍貴的生活體驗。即使項目中的社區空間並不足夠，非政府機構表示住戶仍願意成立義工小組，提供膳食、小型家居維修及其他支援，以建立鄰里及社交網絡。



Inadequate open space in urban projects; activities may be held at emergency vehicle access (EVA)
社區項目休憩空間不足，活動可於緊急車輛通道舉行



More open space and community/social services provided at a rural transitional housing project
郊區的過渡性房屋項目可以提供更多休憩空間和社區 / 社會服務

4.5 Substantial Enhancement of Tenants' Wellness

As part of The Study, our comprehensive survey on the impact of transitional housing programme is still on-going. Nevertheless, the interim findings of the comprehensive survey indicated very clear positive feeling from tenants on improvement of relationship among family members and with neighbours. Another clear enhancement of wellness was their feelings that "my living environment is good for health" and "I feel safe in everyday life".

Such interim findings were encouraging that the visions and missions of NGOs to promote social/community empowerment, whereby tenants' personal and family well-being, as well as neighbourhood relationships through their transitional housing projects, could be attained.

4.5 提升租戶的福祉

作為本研究的一部份，探討過渡性房屋計劃影響的全面性調查仍在進行中。然而，中期的調查結果顯示住戶對於其家庭及鄰舍關係的觀感明顯是正面的。另一個較突出的影響是改善福祉，住戶普遍認為「我的生活環境有利於健康」及「我感覺每天生活很安穩」。

中期調查的結果令人鼓舞，透過過渡性房屋計劃，讓非政府機構推動社會／社區賦權，從而改善住戶的個人和家庭福祉，並達成加強鄰舍關係的使命及願景。



4.6 Forging an Effective Societal Collaborative Network

Implementation of transitional housing projects provided opportunities to forge highly interactive cross-sectoral and trans-professional collaboration among the government, private landowners/developers, NGOs, development-related professionals and charity funders. A societal collaborative network had incidentally been knitted under the common goal of pushing ahead the transitional housing programme and maximising its potential benefits to grassroot families suffering from indecent housing.

Players in this societal collaborative network include the following parties:

1. The Government, represented through by the Task Force on Transitional Housing, played multiple pivotal roles in project funding, site and premises identification, coordination of technical approval process, and overall supervision of project implementation and operation.
2. NGOs play a leading role under their guiding social mission as proponent and operator of transitional housing projects, and also social services provider to support tenants.
3. Private landowners offered their underutilized land and building resources at nominal rent, took proactive role on the working out of pragmatic design and engineering solutions in obtaining permission through planning application and land administration process;
4. Development-related professionals acted as consultants to the proponents (NGOs), building contractors and MiC unit manufacturers; and
5. Public engagement and co-design transitional housing projects with potential tenants were conducted, thus facilitating local community understanding and acceptance.

This effective societal collaborative network had become an important social capital that can continue to make collective contribution in alleviating the housing issues of the grassroot families of Hong Kong.

4.6 營造有效的社會協作網絡

過渡性房屋項目的建設過程，提供了機會，促進政府、私人發展商、非政府機構、發展行業內各個專業的相關人士及慈善團體之間的跨界別及跨專業互動協作。在推動過渡性房屋計劃的共同目標下，一個廣泛的社會協作網絡亦隨之織結起來，並最大限度地為遭受不適切居所之苦的基層家庭帶來潛在裨益。

這個廣泛的社會協作網絡內包括了如下的持分者：

1. 過渡性房屋專責小組代表政府擔任多個重要角色，包括項目撥款、擇地選址、協調技術審批過程，以及項目實施和營運的整體監督；
2. 非政府機構按其社會使命擔任領導角色，既是過渡性房屋項目的建設者和營運者，也是社會服務的提供者；
3. 私人土地擁有者以象徵式租金提供未獲充份善用的土地資源，並積極參與制定實用的設計和工程方案，獲取規劃申請和土地行政程序的許可；
4. 發展行業內各個專業的相關人士作為非政府機構的顧問，承建商和製造商亦就「組裝合成」建築法的項目提供專業建議；及
5. 向各持分者合力進行公眾諮詢，並與潛在住戶共同設計過渡性房屋項目，從而促進社區的瞭解和接納。

這種有效的社會協作網絡已成為重要的社會資本，可以持續為緩和香港基層家庭的房屋問題作出貢獻。

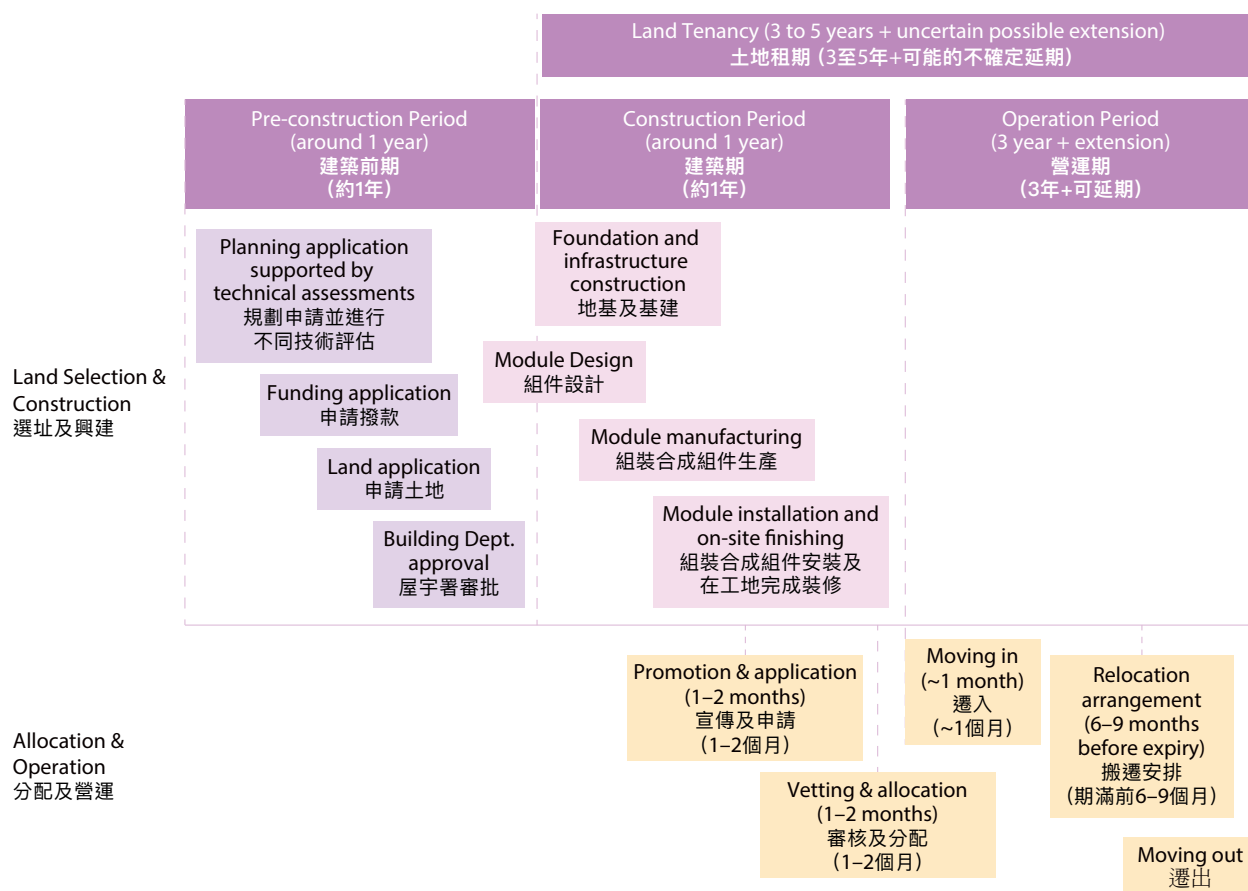
5 Pain Points 痛點

5.1 Limited Time and Site Constraints

A transitional housing project has the following broad implementation time frame:

5.1 時限與地盤條件限制

過渡性房屋項目的實施時間表如下：



Data Source: In-depth interviews with key local stakeholders
資料來源：與主要本地持份者深入訪談



Government and private sites made available for transitional housing projects were subject to restricted tenure. It was critical that the development time be as short as possible to maximise the period of operation.

As agencies providing transitional housing, NGOs lacked experience and expertise in building construction and infrastructure works, and development-related professionals also had to make tremendous efforts to learn about the processes of planning, design, approval and manufacturing of MiC units and erection of the transitional housing structures. Nam Cheong 220 was the earliest case that demonstrated this challenging learning process.

Projects in rural areas would encounter more constraints and technical issues due to more extensive site formation works, provision of infrastructure and connection to utilities.

The administrative work of promoting, recruiting and assessing eligibility of tenants had to be conducted within very limited time to enable fast move-in of tenants.

因為用作興建過渡性房屋項目的政府或私人土地租期具時限性，所以必需盡量縮短發展時間，以延長營運期。

作為提供過渡性房屋的項目負責人，非政府機構缺乏建築施工和基建工程的經驗及專業知識，而有關發展項目的專業人士也要付出極大努力，學習如何規劃、設計、審批、製造「組裝合成」單位及建造過渡性房屋的結構組件。「南昌 220」為最早案例，可反映這個學習過程充滿挑戰。

由於位處郊區的建築工地需要地盤平整及加設基建設施和喉管接駁設施，這類項目會遇到更多限制和技術問題。

非政府機構需於短期內進行宣傳、招募和住戶資格評審的工作，以加快住戶入住。

5.2 Scope of the Funding Scheme

The maximum funding ceiling for a project is calculated as \$550,000 per unit (\$565,000 with extensive drainage or sewage treatment facilities). NGOs taking up small projects that lacked economies of scale tended to provide more one-to-two person (1-2P) small-size units to maximise the total number of units and thus the total funding. This had resulted in insufficient provision of three-to-five person (3-5P) large-size units and indoor communal spaces for providing tenant support services.

The provision of basic household amenities and furniture was not covered by the funding. NGOs needed to apply to various sources to fund such provision and in order to reduce the burden on the tenants.

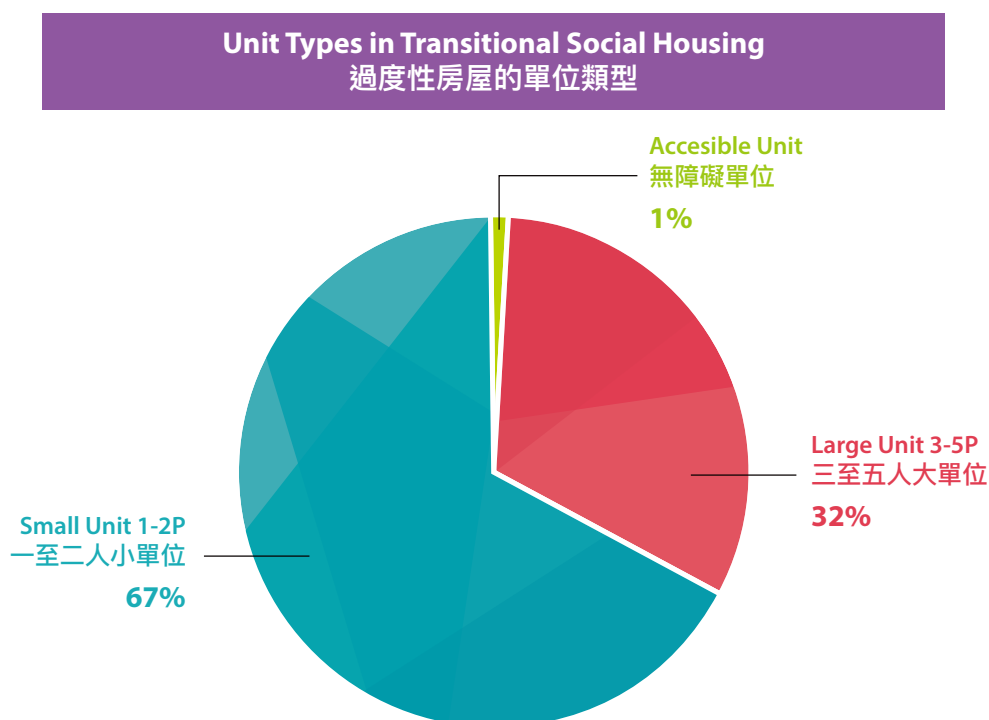
Costs for project operation, maintenance, and relocation were not met by the funding. Rental revenue is the major income that covers these costs. Low occupancy rate was the main concern for the financial feasibility of projects, particularly those at rural sites.

5.2 資助金額範疇

項目的最高資助金額按每單位 55 萬元計算（須設置大規模排水或污水處理設施的過渡性房屋項目的資助上限為 56.5 萬元）。於規模效益較少的項目，非政府機構會提供較多一至二人的小型單位，此舉可盡量提高供應單位的數量以最大化可獲得的資助金額，卻導致三至五人大型單位的供應短缺，和為住戶提供支援住戶服務的公用空間不足。

資助並不涵蓋基本家居設備和傢俱。非政府機構需要申請其他資助以確保可提供相關供應，從而減輕住戶負擔。

資助也不涵蓋營運、維修和項目結束善後的開支。所以租金收入是支付這些開支的主要來源，特別在郊區的項目，低入住率會影響項目的營運財務的可持續性。



Data Source: Housing Bureau
資料來源：房屋局

<https://www.hb.gov.hk/eng/policy/housing/policy/transitionalhousing/transitionalhousing.html>

5.3 Low Standardisation in Design among Projects

The modularisation rate was high in Hong Kong relocatable transitional housing projects as most of the built areas were formed by modular construction. In five completed projects under detailed study, the modularisation rate (MR) of small-scale projects was less than 80%, and the module-to-unit ratio (MUR) of each project ranged from 4 to 81 repetitions. Meanwhile, in large-scale projects, the MR exceeds 95% and the MUR of each project was high, ranging from 76 to 662 repetitions. Standardisation of design within a project was reasonably high.

However, most projects in Hong Kong, being developed by different NGOs engaging different contractors, displayed individual and highly customized layout. This had resulted in module-to-unit type ratio (MUR) across all projects was very low, reflecting an unsatisfactory standardisation rate among individual projects.

The low standardisation rate among individual projects had created adverse impact on construction cost particularly on small-sized projects which did not have the economies of scale in the production of MiC units.



Nam Cheong 220 南昌 220

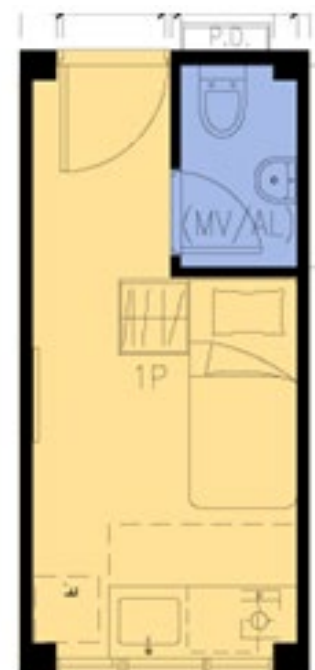
Image Source 圖片來源：
Tung Wah Group of Hospitals
東華三院

5.3 低度的跨項目標準化設計

在香港以「組裝合成」建築法興建的可搬遷過渡性房屋高度組件化。在五個已落成項目的研究中發現，小型項目的組件化比率少於 80%，而組件重覆使用率為 4 至 81 次。在大型項目，組件化比率超過 95%，組件重覆使用率較高，可達 76 至 662 次。可見在個別項目標準化達致合理及較高的程度。

在香港，大多數項目由不同的非政府機構和承建商發展興建，各項目有個別和特別定制的間隔設計，這會降低跨項目的組件重覆使用率，令跨項目的標準化設計極度不理想。

低程度的標準化設計會妨礙大規模提高「組裝合成」單位的製作規模經濟效益，對小型項目的影響尤甚。



James' Concourse, Yen Chow Street 雅匯，欽州街

Image Source 圖片來源：
Hong Kong Council of Social Service
香港社會服務聯會

5.4 Restrictions on Tenant Eligibility

Rental income was crucial to projects' financial sustainability. Projects in relatively remote rural locations were unavoidably less attractive to tenants. The Government required that 80% of units should be allocated to public housing applicants who have been on the waiting list for more than 3 years, and the remaining 20% might be allocated according to the social mission of the NGOs. Relaxing the eligibility requirement would give NGOs flexibility to attract a wider spectrum of tenants in need of housing and this would help to improve the occupation rate of projects in remote locations.

5.5 Relocation of Tenants

It is unavoidable that some tenants may not be allocated public rental housing (PRH) units when a transitional housing project ends. When more projects approach the end of their tenancy, the NGOs will face pressure to relocate tenants who are not allocated public housing units. Tenants may worry about the need for a second or even a third move if there is not timely reallocation or they are not entitled to public housing. Such worries had deterred some potential tenants from taking up transitional housing units.

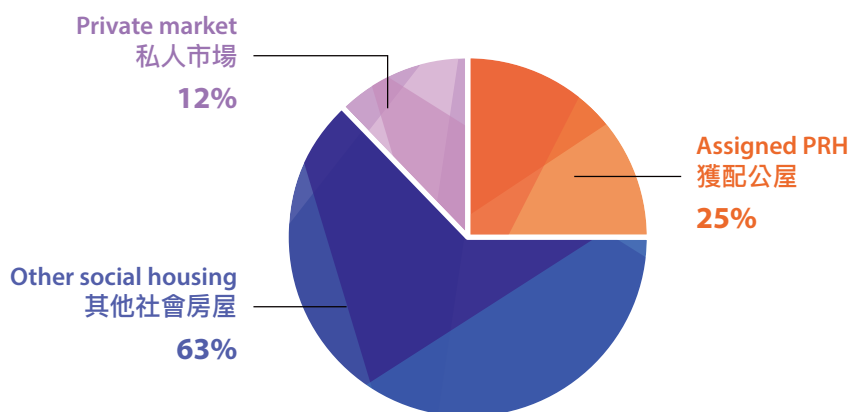
5.4 住戶資格限制

租金收入對項目的財務可持續發展非常重要。位處相對偏遠地區的项目，對住戶的吸引力較小。政府要求 80% 單位分配予在公屋輪候冊已等候超過 3 年的申請人士，餘下的 20% 可以根據非政府機構的服務理念作出分配。如能放寬申請資格要求，讓非政府機構更有彈性處理，可吸引有不同住屋需要的住戶，有助改善偏遠地區项目的入住率。

5.5 住戶搬遷

過渡性房屋项目結束時，有部分住戶可能仍未獲分配公屋單位。當有更多项目臨近期租期完結時，非政府機構便會面對如何安排未獲公屋分配住戶調遷的問題。如果未能即時調遷，或不獲公共房屋分配，住戶需要再度搬遷，這種憂慮令部分潛在住戶對接受過渡性房屋單位裹足不前。

Nam Cheong 220 Tenant Relocation
南昌220住戶搬遷



Source: Hong Kong Council of Social Services
資料來源：香港社會服務聯會

5.6 Removal and Re-use of MiC Units

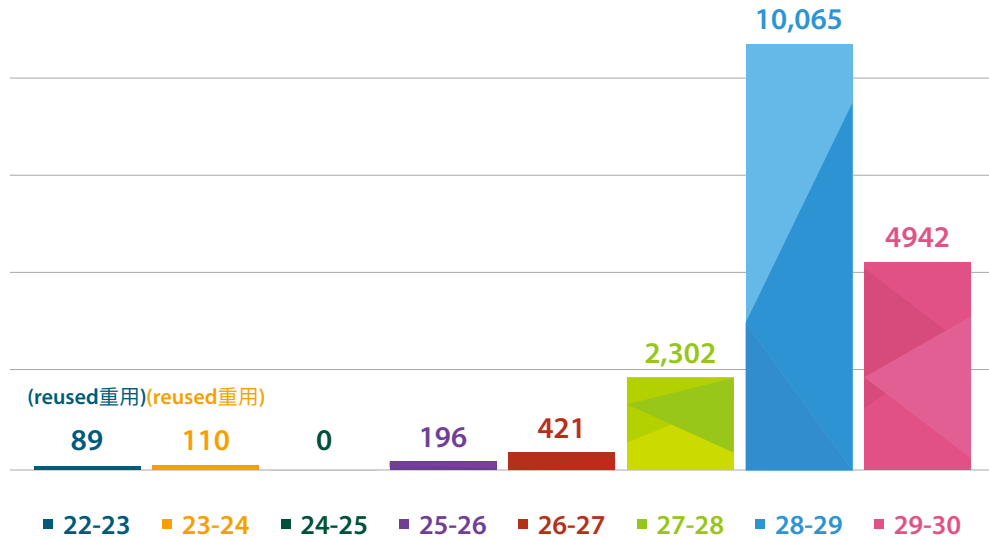
It is estimated that more than 10,065 transitional housing units constructed by MiC module units may need to be removed from the project sites in 2028-29 due to project termination. Close to 5,000 such units may also need to be removed in the follow year of 2029-30. So far, there is no arrangement regarding how these units would be removed, repaired or re-used for other beneficial purposes. Such uncertainty regarding the handling of the large number of MiC units would cause heavy pressure to individual NGOs.

5.6 搬遷及重用「組裝合成」單位

估計於最高峰時期可能會有超過 10,065 個「組裝合成」單位需要在 2028-29 年項目結束時遷離原址，而翌年，(即 2029-30) 可能會再有邁 5,000 個單位需要遷離。唯當局至今仍未有儲存、維修或重用這些單位的實際安排，把這些單位作其他有實益的用途。處理大量「組裝合成」單位所產生的不確定因素，會為非政府機構帶來很大壓力。

Number of Transitional Housing Units (MiC) Released 釋放的過渡性房屋組裝合成單位數量

*Based on financial year 按財政年度



Data Source: Housing Bureau, Transitional Housing Projects, 2023.

資料來源：房屋局，過渡性房屋項目，2023

<https://www.hb.gov.hk/eng/policy/housing/policy/transitionalhousing/transitionalhousing.html>



Light Public Housing Programme 簡約公屋計劃

6.1 Comparison of Transitional Housing Programme and the Light Public Housing Programme

The Light Public Housing (LPH) Programme was initiated in the Chief Executive's 2022 Policy Address. The table below compares the key features of the Transitional Housing Programme and Light Public Housing Programme:

6.1 過渡性房屋與簡約公屋的比較

《行政長官 2022 年施政報告》提出「簡約公屋」計劃。下表列出過渡性房屋計劃和簡約公屋計劃的特點：

	Transitional Housing Programme (MiC) ^{Note 1} 過渡性房屋計劃 (組裝合成) ^{註1}	Light Public Housing Programme 簡約公屋計劃
Target Tenants 目標租戶	<ul style="list-style-type: none"> 80% having a public rental housing (PRH) waiting time of 3 years or more 80% 已在公屋輪候冊上 3 年或以上 20% for NGO to meet organisational targets 20% 屬於非政府機構的服務對象 	<ul style="list-style-type: none"> Applicants who have been on the waiting list for public rental housing (PRH) for 3 years or more 申請人需已在公屋輪候冊上等待了 3 年或以上 Priority given to family applicants 家庭申請人優先
Land Tenancy 土地租期	3–5 years (with exceptional cases less than 3 years or more than 5 years) 3–5 年 (有項目少於 3 年或多於 5 年)	5 years (with additional construction period 1–2 years) 5 年 (加 1–2 年建築期)
Residential Tenancy 居住租期	2 years + 1 year (not more than 3 years after extension) 2 年 + 1 年 (續期不超過 3 年)	5 years 5 年
Low-/High-rise 低建築高度樓房 / 高樓住宅	Mostly low-rise (approximately 3–4 storeys) 大部分為低層建築物 (約 3–4 層)	Mostly high-rise (approximately 17–19 storeys) with provision of lift 大部分為高層建築物 (約 17–19 層) 設有升降機
Target Unit Supply 目標單位供應	More than 21,000 units in 5 years 5 年內提供多於 21,000 個單位	30,000 units in 5 years (from 2023–24 to 2027–28) 5 年內提供 30,000 個單位 (由 2023–24 至 2027–28)
Type of Unit 單位種類	1-person to 5-6-person units 一人單位至五至六人單位	1-person to 4-5-person units 一人單位至四至五人單位
Unit Sizes 單位面積	Approximately 11 to 33 sq m 約 11 至 33 平方米	Approximately 13 to 31 sq m 約 13 至 31 平方米
Unit Design Variations 單位設計類型	Various 多種	Highly standardised 高度標準化

	Transitional Housing Programme (MiC) ^{Note 1} 過渡性房屋計劃 (組裝合成) ^{註1}	Light Public Housing Programme 簡約公屋計劃
Provision of Community Facilities 提供社區設施	Not compulsory 沒硬性要求	Equipped with appropriate ancillary community facilities 配備適當的附屬社區設施
Construction Period 建造期	1–2 years (depending on project scale) 1–2 年 (視乎項目規模)	1–2 years (estimate) 1–2 年 (估計)
Development Model 發展模式	<u>NGO-led approach</u> <u>非政府機構主導</u> <ul style="list-style-type: none"> NGOs – housing provider and operator 非政府機構 – 房屋供應者及營運者 Task Force on Transitional Housing (TFTH) provided one-stop coordinated support to facilitate implementation 過渡性房屋專責小組提供一站式的統籌支援以促進項目推行 For projects on private land, developers provided technical assistance 發展商對位於私人土地的项目提供技術支援 	<u>Government-led approach</u> <u>政府主導</u> <ul style="list-style-type: none"> Housing Bureau – policy formulation and implementation 房屋局 – 政策制訂和推行 Architectural Services Department – project design and construction 建築署 – 項目設計和實施
Rental Charge and Subsidies 租金及津貼	<u>Rental Charge 租金釐訂:</u> <ul style="list-style-type: none"> Rental Not exceeding 25%–40% of household total household income 不超過家庭總收入的 25%–40% Fixed rent level ranging from \$2,130 to \$4,950 (Kong Ha Wai and United Court project) 定額租金由 \$2,130 至 \$4,950 (江夏圍及同心村項目) <u>Rental Subsidies 租金津貼:</u> <ul style="list-style-type: none"> Rental allowance available in Comprehensive Social Security Assistance (CSSA) paid by Government 綜合社會保障援助的租金津貼 Eligible tenants may apply for Cash Allowance Trial Scheme (CATS) 合資格住戶可申請現金津貼試行計劃 	<u>Rental Charge 租金釐訂:</u> <ul style="list-style-type: none"> Fixed rent ranges from \$570 to \$2650 which is equivalent to around 90% of the rent of newly completed traditional public rental housing in the same district 定額租金由 \$570 至 \$2650 相當於同區新建傳統公屋租金的 90% 左右 <u>Rental Subsidies 租金津貼:</u> <ul style="list-style-type: none"> CSSA rental allowance available for eligible tenants 綜合社會保障援助的租金津貼 CATS not available 不享有現金津貼試行計劃的現金津貼

	Transitional Housing Programme (MiC) ^{Note 1} 過渡性房屋計劃 (組裝合成) ^{註1}	Light Public Housing Programme 簡約公屋計劃
Funding per Unit 單位資助金額	HK\$0.55M/unit (funding ceiling cap) HK\$0.565M with extensive drainage or sewage treatment facilities) 約每單位 55 萬元 (資助上限) (須設置大規模排水或污水處理設施的過渡性房屋項目的資助上限為 56.5 萬元)	HK\$0.65M/unit for a high-rise or HK\$0.53M/unit for a low-rise 高層建築：約每單位 65 萬港元或 低層建築：約每單位 53 萬港元

Note¹: Only Transitional Housing projects newly built by MiC are included; projects which involve conversion of existing residential and non-residential buildings and also hotels and guesthouses are excluded.

註¹: 圖表只包括以「組裝合成」建築法興建的過渡性房屋，其他改建項目（現有住宅、非住宅、酒店及賓館）並不包括在內。

Data Source 資料來源：

Legislative Council, Subcommittee on Issues Relating to Transitional Housing and Subdivided Units—Background Brief on Transitional Housing, 2021.

立法會，過渡性房屋及副房事宜小組委員會—有關過渡性房屋的背景資料簡介，2021。

https://www.legco.gov.hk/yr20-21/english/panels/hg/hg_th/papers/hg_th20210713cb1-1103-2-e.pdf;

Legislative Council Panel on Housing, Light Public Housing, 2022.

立法會房屋事務委員會，「簡約公屋」，2022。

<https://www.legco.gov.hk/yr2022/english/panels/hg/papers/hg20221205cb1-847-1-e.pdf>;

Legislative Council, Item for Public Works Subcommittee of Finance Committee, 2023.

立法會，財務委員會工務小組委員會討論文件，2023。

<https://www.legco.gov.hk/yr2023/english/fc/pwsc/papers/P22-35e.pdf>



6.2 LPH an Advanced Model of Transitional Housing

The Study defined transitional housing as an alternative housing type developed through the temporary use of public and/or private land for the accommodation of transient tenants. Under this definition, Light Public Housing is indeed a type of transitional housing, although under a different name.

The Government also announced that only committed transitional housing projects to be built on open site will proceed according to the funding commitment. This indicated clearly that the current transitional housing funding and development model for open-air sites would be terminated.

Indeed, LPH can be regarded an advanced model of transitional housing with the following merits:

1. The Government will take up the role of builder of LPH projects. With rich expertise and experience in building and construction, the Government can deliver housing more cost-effectively and overcome the pain point experienced by NGOs in taking up the building role.
2. The problem of low standardization rate among transitional housing projects built by different NGOs can be overcome by the Government being the single builder of all LPH projects. It is expected that the Government can achieve a high level of standardisation in the design and production of MiC units and streamline the development process. With economies of scale, the delivery of LPH can be more effective in terms of production cost, shorter timeframes for development and better utilisation of land, with a higher building density.
3. The Government can centralise the processes for project promotion, tenant recruitment and eligibility assessment for all LPH projects. The Government may also centralise the arrangements for the discharge of tenants and the handling of the possible re-use of the large number of MiC units upon the termination of the LPH projects.

6.2 簡約公屋作為過渡性房屋的進階模式

本研究將過渡性房屋定義為通過臨時使用公共和 / 或私人土地，或現有建築物所發展而成的臨時居所為過渡性住戶提供住宿服務。基於這定義，簡約公屋也是一種過渡性房屋。

政府亦宣布，只有已落實在露天地盤上興建的過渡性房屋項目才會按照資助撥款承諾繼續進行。這清楚地表明現行在露天地盤上興建的過渡性房屋資助及發展模式將會終止。

簡約公屋是過渡性房屋計劃的進化版，並擁有以下優點：

1. 政府將會擔任簡約公屋項目的房屋建造者。憑藉對建築和施工的豐富專業知識和經驗，政府可以提供更具成本效益的房屋計劃，亦能解決非政府機構在擔任房屋建造者所面對的問題。
2. 政府作為所有簡約公屋項目的單一建造者，可解決由非政府機構建造的過渡性房屋跨項目的設計低標準化的問題。政府可以在設計和生產「組裝合成」單位上實現高度標準化，同時精簡發展管制流程。規模效益也可以更有效地應用於簡約公屋，包括降低生產成本、縮短發展時間、更有效使用土地提高建築密度等。
3. 政府可以集中處理所有簡約公屋項目的項目宣傳、住戶招募和資格審查工作。當簡約公屋項目結束時，政府可更有效集中安排住戶遷出及處理重用大量「組裝合成」單位的問題。



Policy Recommendations 政策建議

Hong Kong's transitional housing programme included the implementation of a series of living and dynamic projects. In the Study, we witnessed that:

1. NGOs who had courageously answered the government's call to implement various transitional housing projects with passion and commitment,
2. development-related professionals who had innovatively reinvented and applied their expertise and knowhow in developing the projects, and
3. government officials who have re-engineered and flexibly applied complex rules regulating the development process.

Their collective efforts were highly commendable. Hong Kong can be proud of the unique achievements of our transitional housing programme.

As a strategic public policy study, The Study suggests the following policy recommendations which aim to make the best use of transitional housing as an efficient means to provide affordable housing service for grassroot families and make Hong Kong a more liveable city for all.

香港過渡性房屋計劃包括了一系列生活化及多元化項目的實施。本研究見證了以下各點：

1. 非政府機構等持份者積極響應政府政策，抱著熱誠和勇於承擔的態度，推動多項過渡性房屋項目；
2. 發展行業內各個專業的不少相關人士以創意重塑設計，將專業知識和技術應用於項目中；及
3. 政府官員重新設計發展流程，以彈性的方法處理繁複的監管規例。

上述人士的同心協力不但值得表揚，香港應為如此獨一無二的成就而自豪。

作為策略性公共政策研究，本研究提出以下政策建議，旨在以過渡性房屋作為有效的途徑，為基層家庭提供可負擔的房屋服務，使香港成為宜居的城市。

Policy Recommendation 1: Recognize the function and position of transitional housing

Transitional housing (with Light Public Housing included) is an effective means in tackling Hong Kong's housing problem. Government should officially recognise the transitional housing as a housing type in the overall housing policy of Hong Kong in addition to the conventional classification of public and private housing.

政策建議 1：確認過渡性房屋的功能及定位

過渡性房屋（包括簡約公屋）是應付香港房屋問題的有效措施。政府應在傳統的公私營房屋分類外，正式確認過渡性房屋（包括簡約公屋）為香港整體房屋政策內其中一種房屋類型。

Transitional housing is regarded as a social innovation that breaks the conventional dichotomy of public and private housing. In addition, with the involvement of NGOs, transitional housing could create supportive neighbourhoods that enable underprivileged families and individuals to re-establish their self-reliance, breaking the cycle of intergenerational poverty in the long run.

Under the current transitional housing programme, projects built on open sites under MiC technology will expire by 2030 and projects implemented through the conversion of existing structures will last longer, and the Light Public Housing programme is (tentatively) expected to end by 2031-32 (tentative). Although government is making tremendous efforts to substantially increase the supply of public housing in the coming 20 years, with reference to overseas and local experiences, housing will remain a perpetual issue for all large cities. For various reasons, there are always grassroot families that are unable to access decent affordable housing.

As Hong Kong has established a mechanism for the delivery of transitional housing, the operation of such a mechanism should be maintained so that this flexible transitional housing can continue to be provided to meet both the housing and social needs of Hong Kong.

過渡性房屋被視為社會創新項目，突破傳統上公私營房屋的二元分類。此外，過渡性房屋在非政府機構的參與下，能營造互助鄰舍，令基層人士重建自給自足的能力，長遠打破跨代貧窮的惡性循環。

在現有的過渡性房屋計劃下，採用「組裝合成」技術在空地興建的項目將於 2030 年屆滿，而透過改建現有建築物作發展的項目則有較長的營運期，預計簡約公屋計劃（暫定）將於 2031-32 年結束。雖然政府已竭盡所能增加未來 20 年公共房屋的供應，但參考海外和本地經驗，住屋需求仍然是所有大城市的持續問題。社會上必然仍會有基層市民因各種原因而無法享有可負擔的適切住房。

由於香港已有推展過渡性房屋的機制，因此應讓機制保持運作，繼續提供具彈性的過渡性房屋，以滿足香港的住屋和社會需要。

Policy Recommendation 2: Integrate transitional housing and Light Public Housing

The Transitional Housing Programme and Light Public Housing Programme should be integrated, making housing units provided by both programmes equally attractive and helpful to potential tenants. The Government should play a stronger coordinating role on project promotion, tenant recruitment and eligibility assessment, seeking additional resources for the provision of basic household amenities, facilities, and furniture for the housing units, subsidies to tenants for moving into new homes, and community support services to be provided in the transitional housing projects.

政策建議 2：整合過渡性房屋及簡約公屋

應整合過渡性房屋計劃及簡約公屋計劃，令潛在住戶認為兩者所提供的單位同樣具吸引力和能改善生活。政府應在多方面發揮更強的協調作用（如項目推廣、住戶招募和資格評審、籌募額外資源以提供基本家居設施、設備和傢俱，為住房單位的租戶提供搬遷補貼，及社區支援服務等）。

NGOs support the Light Public Housing programme. They welcome the government taking up the role as the builder of projects, which is considered a more effective delivery model. They have also shown great interest in providing supportive social services to the tenants. Nevertheless, many NGOs have raised concerns about rental differentiation, which may render transitional housing projects less attractive, and that the large supply of LPH units may create pressure on the occupancy rate of existing and committed transitional housing projects in rural areas.

The following operational measures are suggested for addressing the above concerns:

1. To minimise rental differentiation between housing units under the transitional housing programme and the Light Public Housing programme by making rental subsidies more accessible to the tenants of the former. Indeed, most preferably, the rental charge should be standardised to avoid causing confusion to potential tenants.

非政府機構支持簡約公屋計劃，歡迎政府負責興建項目，也視之為更有效的發展模式，他們亦對為住戶提供支援性社會服務大感興趣。儘管如此，不少非政府機構對租金差距表示關注，以致削弱過渡性房屋的吸引力，而大量供應簡約公屋單位可能會對現有和籌備中位於郊區的過渡性房屋項目構成壓力。

我們對上述關注作出以下營運措施建議：

1. 透過為過渡性房屋計劃住戶提供更易申請的租金補助，盡量拉近與簡約公屋單位之間的租金差距。最理想的做法是劃一兩者的租金，避免潛在住戶感到混淆。

2. To organise a pool of potential donors to (i) provide funding support to the NGOs for the provision of basic household amenities, facilities, and furniture for the housing units; (ii) subsidies for moving into new homes; and (iii) community support services to be provided in the transitional housing projects.
 3. To establish a centralised system for project promotion, tenant recruitment, and eligibility assessment and the cross-referral of potential tenants among projects, particularly when public housing units are not yet available to individual tenants in the ending phase of specific transitional housing projects.
2. 組織潛在捐助者，(i) 為非政府機構提供資金，(ii) 資助基本家居設備和傢俱、搬遷補助及 (iii) 提供社區支援住戶服務。
 3. 設立中央統籌系統，負責推廣項目、招募住戶、審查資格和潛在住戶的跨項目轉介，尤其是當每個過渡性房屋項目即將結束而個別住戶仍未獲分配公屋單位時。



Policy Recommendation 3: Standardize the design of MiC units

The Government should take the lead to standardise the design of the MiC units for the remaining transitional housing projects and the forthcoming Light Public Housing projects as far as possible.

政策建議 3：統一「組裝合成」單位設計

政府應主導標準化「組裝合成」單位的設計，包括仍在規劃設計中的過渡性房屋項目和即將興建的簡約公屋項目。

Under the current practice, individual transitional housing projects have engaged their own designers and contractors in producing MiC units based on their specific design scheme. The low standardisation rate among projects is not cost-effective in terms of production costs and production time owing to lack of economies of scale. It is also not cost-effective to reuse MiC units of non-standardised design.

Learning from this experience, the level of standardisation of the design of the MiC units among the LPH should be optimised in order to maximize the cost-effectiveness in production cost and production time given the benefit of scale of economy of the whole LPH programme.

根據現行做法，負責個別過渡性房屋項目的非政府機構根據其獨有的設計，各自聘請設計師和承建商建造「組裝合成」單位。跨項目的標準化程度偏低，無法享有規模效益，故在生產成本和時間方面均不符合成本效益，而重用非標準化設計的「組裝合成」單位也不化算。

借鑒此經驗，考慮到整個簡約公屋項目的規模經濟效益，應優化簡約公屋「組裝合成」單位設計的標準化水平，以盡量增加建築及時間上的成本效益。

Policy Recommendation 4: Assist tenants to settle down in Northern Metropolis

Proactive and concerted government efforts should be made to assist tenants of transitional housing and Light Public Housing projects in the Northern Metropolis settling down smoothly and becoming residents of the Northern Metropolis.

政策建議 4：協助住戶落戶北部都會區

政府應主動協調各方工作，以協助北部都會區過渡性房屋及簡約公屋項目住戶順利落戶安居，成為北部都會區的居民。

Transitional housing projects in North District and Yuen Long District accumulatively involve 11,125 units, accounting for 52% of units for all committed projects. In addition, two Light Public Housing projects in Yuen Long and Sheung Shui have been announced and will provide 3,200 units in North District and Yuen Long. It is reasonable to expect that many households will move from urban areas and settle in these housing projects in North District and Yuen Long District, which are now known collectively as the Northern Metropolis.

Tenants in transitional housing projects and LPH projects located in the Northern Metropolis should not be treated as transient population. They should be regarded as early movers to the Northern Metropolis, which will be the major supplier of public housing units in the coming 20 years. It is likely that the tenants residing in the transitional housing projects of the Northern Metropolis will be allocated a public housing unit in the Northern Metropolis. As such, all the relevant government departments should be mobilised to make concerted efforts to assist these tenants in settling in the Northern Metropolis smoothly.

The Key Action Direction (8) of the Northern Metropolis Development Strategy advocates that “to avoid the repeated emergence of various social and community issues arising from the development of Tin Shui Wai New Town and the Tung Chung New Town in the 1990s, community support schemes should be delivered as early as possible” (Northern Metropolis Development Strategy, para 105(2)). Taking advantage of the presence of NGOs in operating various transitional housing projects, the Government should work proactively with the NGOs to establish necessary community support schemes with a view to assisting their tenants to settle smoothly in public housing projects located in the Northern Metropolis.

北區及元朗區的過渡性房屋項目共涉及 11,125 個單位，佔所有已落實項目單位的 52%。此外，位於元朗和上水的兩個已公布簡約公屋項目將於北區和元朗提供 3,200 個單位。由此可見，很多家庭將由市區搬往北區和元朗區（現時統稱為北部都會區）的臨時房屋項目。

北部都會區過渡性房屋及簡約公屋項目的住戶不應被視為臨時人口，而應被視為遷入北部都會區的先行者。北部都會區將是未來 20 年公營房屋供應的主要來源，居於北部都會區過渡性房屋及簡約公屋項目的住戶很可能獲配同區公屋單位。因此，政府應動員所有相關部門，攜協助這些住戶最終順利地在北部都會區落戶安居。

《北部都會區發展策略》重點行動方向（八）提出「避免重複九十年代建設天水圍及東涌新市鎮所產生的各項社會和社區問題，確保不再重蹈覆轍，必須及早制訂社區支援計劃」（《北部都會區發展策略》第 105(2) 段）。政府應善用非政府機構參與不同過渡性房屋項目的優勢，積極與其合作，制訂合宜的社區支援計劃，致力協助住戶能順利地在北部都會區的公共房屋項目落戶安居。

Policy Recommendation 5: Engage NGOs in community making in Light Public Housing development

In the development of the Light Public Housing projects, the Government should proactively consult the NGOs for their views regarding the design and provision of communal space and facilities. The NGOs should be engaged as providers of supportive communal services for nurturing LPH projects as supportive neighbourhoods for their tenants.

政策建議 5：非政府機構參與簡約公屋項目的社區建設

發展簡約公屋項目時，政府應主動諮詢非政府機構對公共空間和社會服務設施的設計和供應的意見。非政府機構亦應成為簡約公屋住戶支援服務的提供者，培育互助鄰舍。

One of the most valuable merits of transitional housing projects is the creation of supportive neighbourhoods for their tenants. This can only be achieved with the proactive efforts of the operating NGOs, which have shown their determination to provide not only physical shelter but also supportive services for the capacity building of their tenants.

Likewise, LPH projects will also create supportive neighbourhoods for their tenants, meaning that supportive services should be provided to them cost-effectively with the proactive engagement of NGOs. Drawing lessons from transitional housing projects, some might not have sufficient communal facilities and open space due to site constraints, it is recommended that ample space should be reserved in Light Public Housing for NGOs to effectively deliver their social service to tenants and the community.

過渡性房屋項目最有價值的優點，就是為住戶營造互助鄰舍環境，這點有賴非政府機構營運者積極推行方能實現。非政府機構不僅提供棲身之所，同時致力提供支援住戶服務，協助住戶提升生活能力。

同樣地，簡約公屋也會建立住戶社群，這意味著通過非政府機構的積極參與，能以具成本效益的方法提供支援住戶的服務。從過渡性房屋項目的經驗中，某些項目曾因地盤限制未能提供足夠的社區設施和空間。有見及此，簡約公屋項目應預留充足的空間，以便非政府機構能有效地提供住戶支援服務。

Policy Recommendation 6: Advance planning on the re-use of MiC units

The Government should make advance efforts to prepare for the relocation and re-use of the large number of MiC units upon the termination of the existing and committed projects. The Government should take up the responsibility in handling such large amounts of MiC units and should not leave this to be handled by individual NGOs.

政策建議 6：及早籌劃「組裝合成」組件重用方案

政府應及早籌劃如何重置及重用現有和將落成項目結束後的大量「組裝合成」組件單位。政府應為處理這些大量「組裝合成」組件主動承擔責任，不應留給個別非政府機構處理。

The built and committed transitional housing projects will produce more than 18,000 living units. The Study estimated that these living units together with the communal facilities may be involved more than 20,000 MiC structural units (in 35 projects). All these MiC units are indeed government property as they were built with public funding and all are capable of re-use with minor repairing and maintenance. Most of these units are expected to be deconstructed and relocated within the next five to ten years' time.

Likely to be the first of its kind globally, the relocation and reinstallation of the transitional housing block in Nam Cheong Street No. 220 had recently been reported by the Housing Bureau. It had achieved an excellent overall reusability rate of 95% as a complete building.

Commissioned by the Construction Industry Council, DISI is currently conducting a separate study to investigate the life cycles of these modular transitional housings. The research is expected to be completed by end 2023/early 2024. This will provide a useful reference for how the MiC modules can be re-used.

Given the large quantity of MiC units that would need to be dealt with upon ending of the current transitional housing programme, and indeed the Light Public Housing programme will also encounter similar problem, the government should start planning how these units can be put to beneficial use.

已落成及已落實的過渡性房屋項目(共 35 個項目)可提供超過 18,000 個居住單位。本研究估計這些居住單位及相關的公共服務設施，可能涉及多於二萬個「組裝合成」構件。這些單位是以公帑建造的政府財產，而所有單位的組件只需稍作維修便可以重用。預計大部分單位組件將在未來五到十年內重置或重用。

房屋局最近報告了南昌街 220 號過渡性房屋項目的重置及重用過程，這工程可能是過渡性房屋重置及重用的先例。該重置項目達到了 95% 的組件重用率。

建造業議會委託了賽馬會社會創新設計院進行一項獨立研究，以探討這些組裝合成過渡性房屋的生命周期。預計該研究將於 2023 年底至 2024 年初完成。這將為重置及重用組件提供有用的參考。

由於現時過渡性房屋計劃結束後需要處理大量「組裝合成」單位，甚至簡約公屋計劃也會面臨同樣問題，政府應及早籌劃如何善用這些單位組件。



Conclusion 總結

The Study is the first comprehensive study on Hong Kong's transitional housing programme. This report shares its interim findings with the community and the Government, hoping the findings and policy recommendations would provide useful reference to the on-going transitional housing projects including the Light Public Housing schemes. The research team will continue our work to complete the main report for publication next year.

本研究是首份就香港過渡性房屋計劃而進行的全面性探討。本報告與社會及政府分享中期研究成果，期望研究結果和政策建議能為正在推行的過渡性房屋項目（包括簡約公屋）提供有價值的參考資料。研究團隊將繼續努力，完成最終報告並於明年發表。



Appendix I 附件一

20 NGOs participate in 35 newly-built transitional housing projects in MiC
20 個非政府機構參與 35 個可重置過渡性房屋新建項目

	NGO 名稱	No. of projects 項目數量	No. of Units 單位數量	Builder 興建者	Operator 營運者
1	The Hong Kong Council of Social Service* 香港社會服務聯會*	4 [^]	486 [^]	✓	
2	St. James' Settlement 聖雅各福群會**	2	281		✓
3	H.K.S.K.H. Lady Maclehole Centre** 香港聖公會麥理浩夫人中心**	1	116		✓
4	Tung Wah Groups of Hospitals 東華三院#	4	2277	✓	✓
5	The Lok Sin Tong Benevolent Society, Kowloon 九龍樂善堂	3	1677	✓	✓
6	The Society for Community Organization Limited 香港社區組織協會有限公司	3	463	✓	✓
7	Hong Kong Sheng Kung Hui Welfare Council Limited 香港聖公會福利協會	1	1800	✓	✓
8	Pok Oi Hospital 博愛醫院	2	2599	✓	✓
9	Christian Family Service Centre 基督教家庭服務中心	4	1211	✓	✓
10	Food for Good Limited 齊惜福有限公司	2	917	✓	✓
11	Yan Chai Hospital Board 仁濟醫院董事局	1	212	✓	✓
12	The Lutheran Church - Hong Kong Synod Limited 香港路德會有限公司	2	1444	✓	✓
13	Yan Oi Tong Limited 仁愛堂	1	410	✓	✓
14	Sik Sik Yuen 薺色園	1	227	✓	✓
15	New Territories Association of Societies (Community Services) Foundation 新界社團聯會社會服務基金	2	2236	✓	✓
16	The Evangelical Lutheran Church of Hong Kong 基督教香港信義會	1	1107	✓	✓
17	Light Be 要有光	1	68	✓	✓
18	The Society of Rehabilitation and Crime Prevention, Hong Kong 香港善導會	2	767	✓	✓
19	Hong Kong Youth Affairs Development Foundation 香港青年事務發展基金會	1	228	✓	✓
20	Pumen Foundation Limited 普門基金會	1	85	✓	✓
	TOTAL 合共 : (^Operator Only) (^ 以營運者項目計算)	35	18,125		

* Only preformed as builder in the transitional housing projects
非政府機構只作為過渡性房屋項目的興建者

** Only preformed as operator in the transitional housing projects
非政府機構只作為過渡性房屋項目的營運者

Preformed as operator in one project and performed as both builder and operator in 3 projects
非政府機構在一項過渡性房屋只作為營運者，其餘的項目都兼備興建者和營運者的角色

Appendix II 附件二

Study Cases 研究個案

Nam Cheong 220 南昌 220



Yen Chow Street 欽州街



Ying Wa Street 英華街



United Court 同心村



Kong Ha Wai 江夏圍



Acknowledgement 鳴謝

This study was made possible through the following financial support for the research, authorship, and/or publication of research findings:

Strategic Public Policy Research Funding Scheme administrated by the Chief Executive's Policy Unit of the Government of the Hong Kong Special Administrative Region

本研究承蒙以下撥款，得以完成研究、撰文及 / 或發表研究成果：

香港特別行政區政府特首政策組管理的「策略性公共政策研究資助計劃」



Jockey Club Design Institute for Social Innovation
賽馬會社會創新設計院

V1218 Jockey Club Innovation Tower,
The Hong Kong Polytechnic University,
Hung Hom, Kowloon, Hong Kong
香港九龍紅磡 香港理工大學賽馬會創新樓 V1218

www.polyu.edu.hk/disi

☎ +852 3400 3435 / +852 3400 3433

✉ disi.enquiry@polyu.edu.hk

f @ ▶ JCDISI