

# 選定地方的過渡性房屋

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## 1. 引言

1.1 過渡性房屋泛指提供予指定弱勢社群作為臨時居所的住屋，並通常配合支援措施以協助他們過渡入住較長期的房屋。在香港，過渡性房屋旨在提供短期的住屋單位，以紓緩輪候公共租住房屋("公屋")的家庭和其他居住環境惡劣人士的生活困難。<sup>1</sup>現時，本港約有 150 200 宗一般公屋申請及 91 800 個住戶居住於分間樓宇單位。自 2017 年起，政府透過關愛基金和社會創新及創業發展基金提供撥款，資助各項增加過渡性房屋供應的措施。這些措施包括香港社會服務聯會現正提供約 200 個過渡性房屋單位的**社會房屋共享計劃**<sup>2</sup>及預計可提供 90 個單位的**組合社會房屋計劃**。此外，政府最近宣布推出一項計劃，以便利**將工廈改裝為過渡性房屋**。香港房屋協會亦推出**暫租住屋計劃**，在漁光村提供 200 個**過渡性出租房屋單位**，並容許指定未補價資助出售房屋的業主**分租個別睡房**。

1.2 因應鄭泳舜議員的要求，資料研究組就 4 個選定地方(包括加拿大、澳洲、英國及台灣)的過渡性房屋進行研究，現已完成工作。鑒於當地可負擔房屋供應短缺，這些地方均推行措施，為低收入住戶提供過渡性居所。有關文件經整理後納入此資料套，並於下文概述主要的研究結果。

## 2. 選定地方的過渡性房屋

2.1 在**加拿大**，過渡性房屋是房屋階梯的一部分，處於緊急庇護居所與永久社會房屋之間，其對象為弱勢社群，例如無家者<sup>3</sup>或瀕臨無家可歸的人士。在**安大略省**，過渡性房屋一般由**非牟利房屋供應機構**提供，而資金及/或營運款項則主要由政府以個別項目或措施的形式提供。過渡性房屋的形式由單一房間至公寓及房舍俱備，其租金低於**住戶收入的 30%**。在 2016-2017 年度，安大略省的**防止社區無家可歸計劃**(Community Homelessness Prevention Initiative)協助了 4 900 個住戶入住過渡性房屋。在**卑詩省**的溫哥華，加快發展組合房屋是當地房屋策略的一部分。該市致力利用私人或市有的閒置

<sup>1</sup> 這項政策目標載於行政長官 2017 年施政報告。

<sup>2</sup> 在該計劃下，私樓業主會以遠低於市場水平的租金出租單位。

<sup>3</sup> 按照估算，加拿大全國一年有最少 235 000 名人士曾經無家可歸。

用地，在 2017-2018 年度為單身人士提供 600 個臨時**組合房屋單位**。該市亦就該項目制訂了一套**租戶範例及設計指引**。

2.2 在**澳洲昆士蘭**，過渡性房屋是一項政策措施，為長期輪候社會房屋而有急切或非常急切需要的申請人適時提供房屋援助。昆士蘭政府會向註冊營辦機構提供撥款，交由該等機構管理過渡性房屋單位，這些房屋單位通常是向私人業主或政府租用的開放式或公寓單位。一般而言，租戶**繳付的租金約為應評稅入息的 25%**。在當地社會房屋申請名單的 17 400 個住戶中，約有 4 500 個住戶居住於過渡性房屋。為提供一致服務，昆士蘭政府制訂了一套實務指引，內容涵蓋**評估準則、編配政策、租戶規劃及計劃規格**，供房屋當局和營辦機構遵循。

2.3 在**英國**，地區當局有責任為有優先需要的弱勢住戶提供居所。<sup>4</sup> 倫敦約有 54 500 個住戶居於各種臨時居所，例如旅舍和私人市場的租住房屋。為開拓更多具彈性的住屋供應模式以應付房屋需要，大倫敦管理局 (Greater London Authority) 斥資 1,100 萬英鎊 (1.16 億港元) 推行一個組合房屋項目，透過成立一間由各個倫敦市政區共同擁有的非牟利公司**泛倫敦住宿合作企業有限公司** (Pan-London Accommodation Collaborative Enterprise Limited)，致力於 2021 年前在閒置用地上提供 200 個**面積可供家庭居住的臨時組合房屋單位**。同時，基督教青年會等非牟利機構亦發展本身的組合房屋項目。**Y 房屋計劃** (Y:Cube Scheme) 利用政府撥款和社會投資資金，向合資格的**單身青年**提供過渡性房屋。這類房屋可以選擇興建於**面積過細或污染過度**而不宜用作傳統住宅發展的**棕地**。

2.4 在 2017 年，**台灣**政府開始推行**社會住宅包租代管試辦計劃**，作為社會房屋政策的一環。在試辦計劃下，私人市場的空置單位會用作短期社會房屋，以照顧弱勢社群的房屋需要。根據官方統計數字，台灣約有 973 800 個弱勢家庭，包括低收入住戶。包租代管計劃涵蓋台北等 6 個直轄市，並預計在 2017 年至 2024 年間提供 8 萬個短期社會房屋單位。在包租安排下，政府認可的營辦機構與業主簽訂**3 年合約**，租金定於市場水平的 80%，並以相同租金向其他租戶分租單位。然而，最少有 40% 單位會以市值租金 70% 或 50% 的水平編配予低收入住戶及其他弱勢社群。相關租戶申請由市政府當局負責處理。包租代管計劃亦提供一系列**賦稅寬減**，以鼓勵營辦機構和業主參與。預計在該計劃推行首 3 年間，台灣政府的撥款總額為 23 億元新台幣 (5.97 億港元)。

<sup>4</sup> 政府有責任為其提供支援的弱勢住戶被界定為“法律定義上的無家者”，包括很可能面臨失去或未能繼續居於現有居所的住戶。

## Transitional housing in selected places

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