

二零一三年十一月二十一日  
會議文件

家庭議會第 FC 18/2013 號文件

## 家庭議會

### 長遠房屋策略諮詢文件

#### 目的

由長遠房屋策略督導委員會擬備有關長遠房屋策略諮詢文件的投影片簡報載於附件。

#### 徵詢意見

2. 請委員就這份諮詢文件提出意見。

家庭議會秘書處

二零一三年十一月



**凝聚共識 建設家園**  
*Building Consensus | Building Homes*

**長遠房屋策略 - 公眾諮詢**  
**Long Term Housing Strategy - Public Consultation**



**長遠房屋策略督導委員會**  
**Long Term Housing Strategy Steering Committee**

- 擁有一個**安居之家**是不少香港人追求的梦想。  
**Owning a decent home** is a dream to many Hong Kong people.

- 香港在上世紀七十年代啟動的**公營房屋計劃**，曾是令不少香港人感到自豪的一大成就。

The **public housing programme** launched in the 1970s is a success story that many Hong Kong people take pride in.

- 公營房屋計劃推動新市鎮的發展，為香港的社會和經濟發展奠定了穩健的基礎，帶來社會向上流動的良性循環。

The public housing programme helped spur the development of new towns. It laid a solid foundation for the social and economic development of Hong Kong, and brought about a virtuous cycle of upward social mobility.

- 今天，住屋卻依然是困擾社會大眾的首要民生課題，我們現時正面對以下的**房屋問題** —

Today, housing remains the top livelihood issue of concern to the general public. We are now facing the following housing problems —

- **「劏房」蔓延** Proliferation of subdivided units (SDUs)
- **房屋供不應求** Undersupply of housing
- **樓價和租金超出一般市民負擔能力** Rising property prices and rents beyond the affordability of the general public
- **年青人望「樓」興歎** Concern among young people because of difficulties in achieving home ownership



- 問題的癥結：**供求失衡**、短期可供開發的土地有限、資產泡沫風險不斷增加。  
Crux of the problem : **imbalance between supply and demand**, limited amount of land available for development in the short term, as well as the risk of a property bubble.
- 政府及社會均須**走出過去既定的思維**，重定新路向。  
The Government and the community have to **reassess the situation** and to map out a new direction.

## 本屆政府的目標 Policy Objectives of the Current-term Government

- **解決房屋問題：施政的重中之重**  
Resolving the housing problem : Government's top priority.
  
- **行政長官競選政綱：明確要「協助基層上樓、協助中產置業、促進樓市健康穩定發展」。**  
Election manifesto of the Chief Executive : “assist grassroots families in securing public housing and the middle-income families in buying their own homes, and promote the healthy and stable development of the property market”.

## 本屆政府的目標

### Policy Objectives of the Current-term Government

- 以多管齊下的方法，在**需求方面**和**供應方面**均推出策略措施  
Introduce measures under a multi-pronged approach on both the **demand and supply sides** —
- **需求方面**：已於去年10月和今年2月推行**兩輪管理需求措施**，旨在先穩定樓市。  
**Demand side** : two rounds of demand side management measures were introduced in October last year and February this year to stabilize the property market.
- **根本之道**：全方位**解決供應問題**。將涉及不同範疇和不同持份者的訴求和利益。  
**Ultimate solution** : resolving the supply problem holistically. It will impact upon the various aspects and the aspirations and interests of different stakeholders.

- 不簡單隨意地去承諾一個「玫瑰園」，而是**勾勒問題的癥結所在**，剖析面對的實質挑戰與局限。

Makes no simple promise of a rose garden but **outlines the crux of our problem**, analyzes the challenges and constraints that confront us.

- 訂立清晰的**願景和長遠策略大方向**，以**積極進取、務實的方法解決房屋問題**。

Set a **clear vision and general direction for the long term strategy**, adopt a proactive and pragmatic approach in resolving the problem.



- 目標：為每一個香港家庭提供適切而可負擔的居所  
Objective : to provide **adequate and affordable housing** for each and every family in Hong Kong
  - 基層市民：出租公屋；  
Grassroots : public rental housing;
  - 中低收入家庭及年輕首次置業者：居屋及其他資助房屋；及  
Low to middle-income families and first-time home buyers : Home Ownership Scheme (HOS) and other subsidized sale flats; and
  - 穩定樓市，優先照顧港人的住屋需要，幫助有能力者自置居所。  
To stabilize the property market with priority accorded to meeting the housing needs of Hong Kong people to facilitate those who can afford home ownership.

- 大前提：持續增加供應，穩定樓市，**重建促進社會流動的房屋階梯**。

Premised on continuously increasing housing supply, stabilizing the property market and **rebuilding the housing ladder**.

## □ 大方向 General Directions —

- 政府加強角色，以**供應主導**為策略，解決供求失衡問題。  
Strengthening the role of the Government, adopting a **“supply-led”** strategy to address the housing problem.
- 未來十年總房屋供應以**470 000** 個單位為目標。有關估算將每年定期檢視和更新。  
Total housing supply target for the next ten years should be **470 000 units**. The projection should be reviewed and updated annually.
- 新增供應以**「公營房屋佔多」**，公私營房屋之間的比例為**60：40**，保持比例有足夠靈活性。  
**Public housing should account for a higher proportion** of the new housing production. A **ratio of 60:40** is proposed between public/private housing, flexibility of which should be maintained.
- 公營房屋中出租與出售房屋之間的比例要有足夠靈活性。在政府**已承諾的新居屋量目標之上興建更多居屋單位**。  
The ratio between rental housing and subsidized sale units within public housing should be kept sufficiently flexible. To **increase HOS supply considerably beyond what has already been pledged by the Government**.

# 總房屋需求和總房屋供應目標

## Gross total housing demand and total housing supply target

|   |   |  |   |  |   |   |
|---|---|--|---|--|---|---|
| (a)<br>住戶數目淨增長<br>Net increase in the number of households<br>316 050 (上限 upper range )<br>271 950 (下限 lower range )<br>294 000 (中點 mid-point ) | + | (b)<br>受重建影響的住戶<br>Households displaced by redevelopment<br>46 300 | + | (c)<br>居住環境欠佳的住戶<br>Inadequately housed households<br>74 900 | + | (d)<br>其他 Miscellaneous<br>42 000 (上限 upper range )<br>27 000 (下限 lower range )<br>34 500 (中點 mid-point ) |
|---|---|--|---|--|---|---|

(e) = (a) + (b) + (c) + (d)  
**總房屋需求 Gross total housing demand**  
 479 250 (上限 upper range )  
 420 150 (下限 lower range )  
 449 700 (中點 mid-point )

根據私營市場的空置單位數目作調整  
**Adjustments** to take into account the number of vacant units in the private sector

(f)  
**總房屋供應目標 Total housing supply target**  
 500 000 (上限 upper range )  
 440 000 (下限 lower range )  
 470 000 (中點 mid-point )

## Projection of long term housing demand

### (a) 住戶數目淨增長

#### *Net Increase in the Number of Households*

- 督導委員會以統計處於2013年1月公布的最新家庭住戶推算作為基礎，以住戶數目的淨增長評估整體實質房屋需求。

The latest domestic household projections published by the C&SD in January 2013 are used as the basis for assessing the overall physical housing demand from the net increase in the number of households.

- 我們亦採用了計量經濟模型進行情景分析，以反映在不同的經濟及物業市場環境下，住戶推算數字可能出現的變化。

An econometric modeling exercise has also been undertaken to conduct scenario analysis to reflect possible changes in household formation corresponding to different economic and property market situations.



# Projection of long term housing demand (Cont'd)

### (b) 受重建影響的住戶

#### *Households Displaced by Redevelopment*

- 我們根據房委會和房協已公布的重建計劃，以及私人市場的過往趨勢，推算因受重建影響而新增的房屋需求。

The housing demand from households displaced by redevelopment is projected based on announced redevelopment plans from the HA and the HS, as well as past trends in the private sector.

- 日後當有更多關於重建計劃的資料時，這些新資料會被納入未來房屋需求推算的檢討和更新之中。

When more information on redevelopment programmes is available later, they will be taken into account in future reviews and update of the projection on housing demand.

## Projection of long term housing demand (Cont'd)

### (c) 居住環境欠佳的住戶 *Inadequately Housed Households*

- 督導委員會認為應考慮下列情況，以確定那些住戶應在長遠房屋需求推算下定義為「居住環境欠佳」—

The Steering Committee considers that the following circumstances should be taken into account in determining whether households are “inadequately housed” for the purpose of the projection –

- (a) 有關的房屋單位是否屬於臨時構築物（例如木屋、寮屋和天台構築物）；  
if the housing unit is made up of temporary structures (e.g. huts, squatters and roof-top structures);
- (b) 有關單位是否位於非住宅大廈（例如商業和工業大廈）內；  
if the unit is located in a non-residential building (e.g. commercial and industrial building);
- (c) 有關單位是否與其他住戶共用（例如居於房間、板間房、床位或閣樓的住戶）；及  
if the unit is shared with other households (e.g. those living in rooms, cubicles, bedspaces and cocklofts); and
- (d) 有關單位是否屬於分間樓宇單位。  
if the unit is subdivided.

# Projection of long term housing demand (Cont'd)

### (d) 其他 *Miscellaneous*

- 我們在推算中亦加入一個「其他」因素，以反映沒有被涵蓋於統計處家庭住戶推算的房屋需求，包括「只有流動居民」的住戶和可能會住在本港房屋單位的非本地學生的房屋需求，以及由非本地買家購入但沒有放回市場的單位而新增的房屋需求。

A “miscellaneous” factor is also added to reflect the housing demand not accounted for in the C&SD’s domestic household projections, which include demand from “mobile residents only” households, non-local students who might take up accommodation in Hong Kong, and non-local buyers who may take up flats but without channelling them back to the market.

- 由於短中期供應及資源有限，**需訂定優次**。  
Given limited supply and resources in short and medium term : **need to set priorities**.
- 現時**最有需要**協助的社羣是**基層的家庭和長者**，特別是居住環境惡劣者。他們是**公屋供應的優先照顧對象**。  
Currently, the **grassroots and the elderly have the most pressing need** for assistance, especially those who are inadequately housed. They are the primary target for public rental housing (PRH)
- 仍維持公屋輪候冊一般家庭申請者的**平均輪候時間為大約三年**。  
Maintain the **average waiting time (AWT)** for general family applicants on the PRH Waiting List (WL) **at around three years**.
- 同時要**正視年輕一代的房屋訴求及置居需要**：以重建有效的房屋階梯，增建居屋解決。  
**Address the housing aspirations and the home ownership needs of the younger generation** : rebuilding the housing ladder and increasing the supply of HOS.

# 居住環境欠佳者 Inadequately Housed Households

## 居住環境欠佳的估算住戶數目 Estimated number of IHHs

|       | 居住環境欠佳的住戶類別<br>Category of IHHs   | 估計數目<br>Estimated number | 資料來源<br>Source of information                      |
|-------|---|--------------------------|--|
| (i)   | 居於屬臨時構築物（例如木屋、寮屋和天台構築物）的單位的住戶<br>Households living in units made up of temporary structures (e.g. huts, squatters and roof-top structures)  | 18 500                   | 2011年人口普查<br>2011<br>Population Census             |
| (ii)  | 居於非住宅大廈的住戶<br>Households living in non-residential buildings  | 3 000                    | 2011年人口普查<br>2011<br>Population Census             |
| (iii) | 與其他住戶共用同一單位（例如居於私人永久性樓宇的房間、板間房、床位或閣樓）的住戶<br>Households sharing the same unit with other households (e.g. those living in rooms, cubicles, bedspaces and cocklofts in the private permanent buildings) | 11 100                   | 2011年人口普查<br>2011<br>Population Census             |
| (iv)  | 居於樓齡為50年或以下樓宇內、有可見間隔物單位的住戶 <sup>(註)</sup><br>Households living in units with observable physical partitions and in buildings aged 50 years or below <sup>(Note)</sup>                                 | 42 300                   | 香港分間樓宇單位<br>調查估算<br>Estimated in<br>the SDU Survey |
|       | <b>總計 Total</b>   | <b>74 900</b>            |  |

註：由於樓齡50年以上的樓宇成為重建目標的機會很大，為免重覆計算房屋需求，我們在推算中假設居於樓齡超過50年樓宇內的分間樓宇單位住戶的房屋需求，已涵蓋於受重建影響住戶的推算需求中。

Note: as buildings aged over 50 years stand a high chance of being targeted for redevelopment, in order to avoid double counting of housing demand, we have assumed that the housing demand from households living in SDUs located in buildings aged above 50 years should have been covered in the projection of demand from households affected by redevelopment. 17



## 居住環境欠佳者 Inadequately Housed Households

- 根本的解決方法：**加建公屋**。  
Ultimate solution：**increase supply of PRH.**
- 加強執法，以**杜絕非法及違反樓宇結構和防火安全的「劏房」**。  
Step up enforcement action to **eradicate illegal SDUs and SDUs which are in breach of building and fire safety regulations.**
- 探討**發牌或業主登記制度**規管位於住宅樓宇和綜合用途樓宇內的「劏房」的可行性。  
Explore **licensing or landlord registration system** to regulate SDUs in residential and composite buildings.
- 探討興建「**過渡性房屋**」的可行性。  
Explore the feasibility of providing **transitional housing.**

- **改善配額及計分制 Quota and Points System (QPS) —**
  - 公屋輪候時間為三年的目標逐步擴展至35歲以上的非長者一人申請者。  
Extending the AWT target for general applicants on the PRH WL progressively to non-elderly one-person applicants above the age of 35.
  - 增加該制下申請者每年的公屋配額。  
Increase PRH quota for applicants under QPS.
  
- 探討能否在既有公共屋邨的適當地方**興建專為單身人士而設的公屋大廈**。  
Explore the possibility of **building dedicated PRH blocks for singletons** on suitable fill-in sites within existing PRH estates.

## 回應置居訴求 Responding to Aspiration for Home Ownership

- 增加居屋及資助房屋的供應。  
Increase the supply of HOS and subsidized sale flats.
- 考慮善用私營機構力量，例如推行公私營合作計劃。  
Consider **leveraging on private sector capacity**, such as introducing schemes for public-private co-operation.
- 增建普羅市民能負擔的合適房屋。房委會、房協及市建局的角色。  
Increase the supply of **affordable housing suitable for the general public**. Role of Hong Kong Housing Authority, Hong Kong Housing Society and Urban Renewal Authority.

## 充分和合理運用公屋資源的措施 Measures to Maximize the Rational Use of PRH Resources

- 訂定檢視**配額及計分制**下申請者的入息和資產的機制、進行定期檢視，剔除不再符合資格的公屋申請者。

To regularly review the income and assets of **QPS** applicants so as to remove from the WL those applicants who are no longer eligible.

- 考慮進一步檢討和更新「**富戶政策**」。

To consider further reviewing and updating the **Well-off Tenants Policies**.

## 充分和合理運用公屋資源的措施 Measures to Maximize the Rational Use of PRH Resources

- **寬敞戶政策**：提供誘因鼓勵寬敞戶調遷、房屋署加強行動處理寬敞戶個案。  
**Under-occupation policy** : providing incentives for under-occupied households to move to smaller flats and stepping up the enforcement action against under-occupation cases.
- 在放寬**擠迫戶標準**與編配公屋予輪候冊申請者**兩者之間**的取捨。  
To strike a balance between further relaxation of the **overcrowding standard** and early allocation of PRH units to WL applicants.
- 增加資源，偵查和**打擊濫用公屋個案**。  
To allocate additional resources to detect and **tackle tenancy abuse cases**.



## 租金援助、租務管制及資助自置居所計劃 Rent Assistance, Rental Control and Home Purchase Assistance

- **租金援助**：只會讓業主加租而受惠，利不抵弊。  
**Rent Assistance**：counter-productive, will drive up rents.
- **租務管制**：目前租金高企，若重推，會引致租盤減少甚或租金上升、業主「揀客」。  
**Rental Control**：will reduce the number of rental flats or drive up rental level, property owners will be more picky in selecting tenants.
- **首次置業貸款**：若在供應不足下推行，會推高樓市。  
**Home Starter Loan Scheme**：will drive up property prices if introduced under current tight supply situation.

- 大量增建公私營房屋，必須有**土地規劃與供應的配合**。  
The construction of public and private housing on a massive scale **hinges upon the timely planning and supply of land.**
- 繼續**檢視土地規劃和土地行政的各項程序和審批要求**，釋放土地資源。  
To continue the **review of various procedures and approval requirements in relation to planning and land administration**, with a view to releasing more land resources.
- 土地發展與環境可持續發展：**不應「零和」式對立**，需要合理平衡。  
Development and the sustainability of our environment : **should not be a zero-sum game**, we must strike a reasonable balance.

- 長遠而言，應**增加市民住屋的人均面積**，並可先從非市區的公共屋邨開始。

To increase the **average living space per person** in the long run, starting perhaps with PRH estates in non-urban districts.

- **未來新市鎮**：應發展為可自給自足的社區，以**均衡而整合的模式**發展。

**Future new towns** : a **balanced and holistic approach** should be adopted for the development of self-contained communities.

## 長策公眾諮詢 LTHS Public Consultation

- 房屋問題，迫在眉睫。我們需要社會就一些重要抉擇和取捨達成共識。

Our housing problem is a pressing one. **We need a community consensus on some major decisions and trade-offs.**

- 現時直至今年12月2日，我們會進行為期三個月的公眾諮詢，以廣泛徵詢市民和各界人士的意見。

We are now conducting **a three-month public consultation** until 2 December 2013 to consult various sectors in the community in an extensive manner.

- 在三個月公眾諮詢期內，請市民發聲，並聚焦關鍵問題和可行辦法，**凝聚社會共識**。

We call on the public to focus on the key issues and possible options, and share their views during the three-month consultation period, to help **build community consensus.**

**謝謝**  
**Thank you**