



BEST DISSERTATION

最佳碩士論文



The Housing Needs and Housing Preferences among the Young People



Yuen Ho Man
Department of Urban Planning and Design
The University of Hong Kong

Introduction

The Post-eighties and Post-nineties generation is a term referring to a group of young people born after 1980s and 1990s. They pointed out that housing is one of the major problems and they are currently facing difficulties in purchasing flats. More importantly, housing is their transition to independent adulthood and they also find their housing aspiration increasingly beyond reach.

Moreover, housing is one of the biggest challenges for the Post 80s & 90s generation since they have to concern various issues such as affordability, high property price, etc. Homeownership is perceived as a legitimate aspiration in the transition to adulthood. Also, it is generally regarded as a symbol of success (Yip, 2012).

However, a group of young people are normally trapped between their aspirations to homeownership and their affordability. The Hong Kong Housing Policy is an obstacle against them as they are the minority groups in the housing policy. The property boom fuelled by a strong

economy and failing housing policy has given rise to a widening gap between young's aspiration and their ability to realize them (Yip, 2012).

Goals and Objectives of the study

1. Explain how housing could fulfil human needs
2. Identify demographic characteristics that influence housing needs
3. Discuss the impact of housing needs on housing preference
4. Obtain the opinions towards housing policy of Hong Kong
5. Make suggestions to the housing policies based on the tenure aspirations and preferences

Scope of Study

This study targets the youth in Hong Kong especially the Post 80s and 90s generations because their housing needs have been neglected. Within these generations, their housing career begins to start but the society is mainly focused on the affordability of housing. The psychological

and sociological aspects were ignored. Comparing with other countries, the independent housing of youth is relatively low in Hong Kong. Apart from the economic aspects of housing, it is significant to explore the housing needs, aspiration and preferences in other aspects.

Hypotheses

1. There are differences in demographic characteristics among the housing needs groups
 - Housing needs and age are independent of each other
 - Housing needs and household type are independent of each other
 - Housing needs and educational attainment are independent of each other
 - Housing needs and income are independent of each other
 - Housing needs and current homeownership status are independent of each other
 - Housing needs and the main reason for moving to a house are independent of each other
2. There is relationship between the housing needs groups and likelihood to be a renter
 - There is no difference in the perceived importance of homeownership across the housing needs
 - Housing needs and future housing plans are independent of each other
3. Housing needs and the preference of home, housing and community features are independent of each other.

4. Perceived importance of homeownership is related to income and future housing plans

Literature Review

Introduction

Housing is not only a shelter. It is a kind of basic necessity. One's home could be 'a place for self-expression, like happy, anger or love, own memories, a refuge from the outside world, a place where we can feel protected and put down our guard.

Also, housing choice is a kind of subjective thing together with objective considerations because house is not just only a shelter for human beings but also it provides a physical base for the psychological and social well-beings for who living inside. Housing choices and their related products may reflect many things in the society such as the interaction within a home or family members, the value of people, the value placed inside the community, needs or options in living patterns and the social characteristics among the residents (Al —Momani, 2000). Housing could be viewed with sociological and psychological perspective.

Leaving home to live independently could be regarded as the most significant event connects with housing for young people.

However, leaving home is always perceived as an event linking with marriage under the cultural norms among young people in the society. It is not recognized as an independent decision. So, it is not surprising that housing for young people was never discussed as an important policy issue.

Ngai pointed out that independent living for young people is far less common than the other western countries. Housing is expensive and it relates to their incomes and publicly developed housing. Younger generations become increasingly dependent on the market to meet their housing needs. Policy discourse on housing for young people has been only fixed by the concern about affordability for first-time buyers (Yip, 2013).

The need of young people for independent living is often undermined. The desire for independent living has existed for a certain period but it was suppressed because of the high housing costs in the market. It was out of reach for most young people. As a result, it is necessary to study their housing needs, aspirations and preferences without concerning the economic factors.

Housing Needs

It was a quite common for the design and construction of housing to be formed before the customers or the users or the owners have connections with the housing project. This practice would reflect an insufficient ability to serve the specialized purposes of housing while upholding values, the local tradition, and culture and characters including some minority groups in the society. Housing designs should be modified with considerations of house user perceptions and an expression of one's social status and it is a reflection of one's culture. The ideal situation is to concern the needs of every group in the society.

So, deeper consideration is needed to determine the ingredients to decide what would be the most ideal to meet individual needs, and to determine the important factors in successful in terms of housing designs or planning. If it does not have such knowledge regarding the housing needs and the perception of users or consumers, it would bring an ineffective and undesirable housing.

Moreover, Roberts (1971) analysed the features that most families want in a new home, such as safety, convenience privacy, and attractive settings. Schorr (1993) discussed housing preferences and housing welfare. He gave a considerable attention to the needs of the poor and working class residents (Al —Momani, 2000).

In addition, many debates on the scope of housing tenure are well published among housing studies in the past. But they were found to rely heavily on economic and political criteria in the housing consumption. Also, the housing perceptions of

young people group have been politically and socially ignored instead of economically. This makes a contribution to the housing tenure which discuss that focuses on the sociological and psychological dimensions of consumption. It is uncontroversial to affirm that housing tenure preferences are the result of culturally mediated and socially constructed processes. It was largely unexplored on the processes creating these preferences.

Housing Preferences

Housing preferences could be defined as an expression or desire of the quantity and quality in different housing features that the users would prefer or desire to have.

The scholars had distinguished the housing preference to other related explanation. They were housing expectation and housing aspiration. Housing aspiration was defined as the desires or norms oriented in the future housing while expectation should be a practical assessment of the future housing conditions. Both aspirations and expectations were future-oriented concepts which were from norms and preferences (Morris & Winter, 1978).

Besides, choice refers to making decisions or consideration on choosing a housing which could meet their requirements. In a moral sense, it is related to the notion of autonomy, liberty and responsibility. Choice-based housing policy should be one that alters the power relations between landlord and tenant which could favour the latter groups. Choice is deemed to be a capability that individuals and households could or should have (Brown, 2005).

The relationship of Housing needs and housing preferences

Housing is a quality and expensive product. So, it makes access harder, especially for those low-income groups. We needed to concern with how households could gain approach to the housing

with high quality. The concepts of needs and choices are the fundamental to housing. Social housing has been justified in terms of the basis of human being needs. Dwellings have been allocated according to needs-based criteria. At the same time, the governments tend to plan for future provision of housing according to the need for dwellings.

Moreover, the concepts of need and choice are interrelated who make decisions about housing. Choice can support the role of housing market whilst needs could be used to justify government intervention in housing. They are inter-related.

Based on the assumption of Levine (1995), the distinction of needs and wants could be described as imperative and choices. It is assumed that government policy could create choice or individual which can become more responsible for their housing.

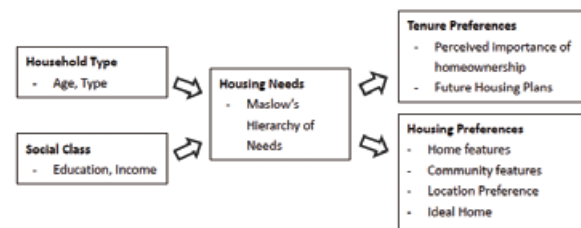
Traditionally, the conception of need was interpreted as the ability to pay or afford. (Harloe, 1995) Cole & Furbey (1994) commented that the provision of housing should be socially instead of commercially. Allocation of resources will take place on the basis of needs rather than profit making. The interest of tenants will be uppermost comparing with landlord's considerations. Robinson (1979) pointed out that the quantity of housing is required to provide accommodation of an agreed minimum standard and above for a population given its size, household composition... instead of taking into account the individual ability to pay for the housing. There are numbers of important elements for the needs of housing. But Robinson said housing need requires the establishment of a particular standard of provision. The elements included psychological need, fitness, geographical need and habitability.

Levine (1995) pointed out that needs are things with independently of my will. Wants are things "we choose for ourselves as a way with an expression who we are". Wants is not equal to what we have to have. It relates to our perception of ourselves and our aspirations. It is not a matter of whether we have a house or not. It is rather what type of housing or what the house says about us.

However, it is impossible to separate need from choice completely. Individual have needs because of choice that they made. Although meeting need is important, we also would want and expect to be able to choose (King, 2009).

Methodology

Below is my conceptual framework.



The household type and social class would be adopted. For the housing value part, Maslow's hierarchy of need would be adopted to measure instead. It would be discussed as below.

Nygren (1989) reported that the committee in the Hygiene of Housing in America identified that there were four human needs addressed by the housing environment. They were fundamental physiological needs, fundamental psychological needs, protection against contagions and protection against accidents. It is similar the Hierarchy of Human needs of Maslow (1970). Also, it presented a theoretical structure on human needs to a psychoanalytic society. The study of Maslow had five levels of needs that human should satisfy.

To apply the five needs in housing, the below figure had summarized the study of Beamish, Goss and Emmel.



For the part of Housing Norms, it is quite similar to the study of Al —Momani (2000). The cognitive structure of housing in his study would be adopted. The preferences of housing are more comprehensive. I would be re-named it as housing aspiration.

A variety of structure types, sizes, locations and construction types provide many different living environments. All of these housing choices could fulfil the housing needs of a household. It could say that a housing preference or aspiration is housing that is ideal or most desired for an individual or household.

Sampling & Data Collection

In order to address the project, the questionnaire is the primary data collection. Convenience sampling has been adopted as the sampling method. The interviewer was assigned to conduct the questionnaire in different locations like Wan Chai, Kwun Tong, Tsuen Wan and Hung Hom respectively and also the internet. The sampling size is 214. The sampling targets are the Post 80s & 90s generations between ages 18 to 36.

Data Analysis

First, it was the overview of the respondents. It included the demographic characteristics, the length in current housing, current housing status, the reasons for moving a new house, perceived

importance of homeownership and future housing plans. Also, the housing needs and housing preferences of the respondents were overviewed.

Second, to test the hypothesis 1 & 3, the chi-square test would be used. To test the Hypothesis 2, one-way ANOVA test and chi-square test would be used. For Hypothesis 4, one-way ANOVA test and independent Sample t-test would be used.

Finally, an exploratory factor analysis was conducted to cluster Maslow's hierarchy of needs in terms of housing needs of the respondents.

Result & Discussion

Hypotheses Tests

Descriptive statistics were showed to provide an overview of respondent's characteristics as above. After that, chi-square tests and one-way ANOVA analysis of variance (ANOVA) were applied to investigate the relationship between housing needs and housing preferences.

The below table showed the summary of different hypotheses testing in this study.

Summary of the tests of assumption & Major Hypotheses		
Assumption/Hypothesis		Statistically Decision for hypothesis
H1	There are differences in demographic characteristics among the housing needs groups	
a.	Housing needs and household type are independent of each other	Failed to reject
b.	Housing needs and Recent housing type are independent of each other	Failed to reject
c.	Housing needs and educational attainment are independent of each other	Rejected
d.	Housing needs and income are independent of each other	Rejected
e.	Housing needs and current homeownership status are independent of each other	Failed to reject
f.	Housing needs and the main reason for moving to a house are independent of each other	Failed to reject
H2	There is relationship between the housing needs groups and likelihood to be a renter	
a.	There is no difference in the perceived importance of homeownership across the housing needs	Rejected
b.	Housing needs and future housing plans are independent of each other	Rejected
H3	Housing needs and the preferences of house, housing and community features are independent of each other	
a.	Housing needs and the exterior design of home are independent of each other	Failed to reject
b.	Housing needs and the interior design of home are independent of each other	Failed to reject
c.	Housing needs and the sizeable of home are independent of each other	Rejected
d.	Housing needs and the kitchen of home are independent of each other	Failed to reject
e.	Housing needs and the corn of home are independent of each other	Rejected
f.	Housing needs and Home Features are independent of each other	Rejected
g.	Housing needs and Community Features are independent of each other	Rejected
h.	Housing needs and Locational Features are independent of each other	Failed to reject
H4	Perceived importance of homeownership is related to income and future housing plans	
a.	Perceived importance of homeownership is related to income	Rejected
b.	Perceived importance of homeownership is related to future housing plans	Rejected

Discussion

Overview of General housing characteristics

49.1% of the respondents are living with their parents. It is similar to Hong Kong's situation in the study of Lieberg (2000), Yip (2012) and the statistic from Census and Statistic Department (2008). 86 % of the respondents would change their current housing conditions with 29% of them would like to buy a private housing. It could be interpreted that it has a housing need among the young age group.

No matter in choosing rent or own a house in future, the respondents agreed that Living with partners, Changing living Environment and Independent Living is the three highest options. They would like to have their own places with partners. It inclined to individual social and psychological factors.

Also, the respondents concentrated to choose their future house size in 400-599 feet and 600-799 feet. It is some kind of middle size flats. It partially matched the Policy Address of Leung Chun-ying's government in development of small to middle flats in the coming years.

Housing needs

Psychological needs and safety needs are the highest mean score among the respondents. From the Factor Analysis, most of the statements of psychological needs and safety needs were categorized as Basic Needs which means that housing could satisfy the fundamental needs in their lives.

Opinions towards Government's policy

It could be summarized the young age group hope that the government should increase land supply in order to build more HOS. Also, apart from the construction, they would like to have more financial subsidy from the government in order to lighten the burden of owning a flat.

Hypotheses Findings

In this study, the author tried to explore the housing needs and housing preferences of teenagers in sociological and psychological perspectives. Some of the null hypotheses were significantly rejected. Like H2a (There is no difference in the perceived importance of homeownership across the housing needs.), H2b (Housing needs and future housing plans are independent of each other), H3f (Housing needs and Home Features are independent of each other.), H3g (Housing needs and Community Features are independent of each other) and H4b (Perceived importance of homeownership is related to future housing plans). To a certain extent, it could give an illustration for further academic research.

The author tried to understand the housing needs and housing preference through sociological and psychological perspectives. To avoid biased, some hypotheses related to economic or financial factors. But, after conducting the hypotheses testing, it was found that the economic or financial factors could not be excluded in terms of housing needs and housing preferences. As we could take a look, all of the null hypotheses testing relating to Economic or Financial factors were significantly rejected. It included H1d (Housing needs and income are independent of each other), H3c (Housing needs and the saleable of home are independent of each other), H3e (Housing needs and the costs of home are independent of each other) and H4a (Perceived importance of homeownership is related to income).

Apple Daily (2015) reported that the housing price of Hong Kong is the highest in the world. Housing is one of the biggest challenges for the Post 80s & 90s generation with high housing price and high affordability ratio. It could explain that why all of the hypotheses testing related to Economic or Financial factors. Costs or money is the most concern in the society.

Findings on Demographic Characteristics

In this part, it would discuss some demographic characteristics in terms of housing needs, importance of housing, ideal housing preferences, future housing plans, reasons for own a flat, reasons for no change housing condition, home features, community features and locational features.

Housing needs

Generally, psychological needs are the highest score among the demographic characteristics. Traditionally, men are the breadwinner of a family or within a house. The housing needs of male are lower than female's in this study. One interesting thing is the mean score of the group of Self-actualization is the highest among the income group more than \$45,000. The higher income might be easier to afford a flat. It could be easier to fulfil these needs. For Single group, the mean score of psychological needs and safety needs is comparatively higher. It could say that these needs are some kind of individual needs. For Married group, the mean score Social needs, Esteem and Self-actualization is comparatively higher. It could say that these needs are some kind of interpersonal needs. It is reasonable that these groups of needs are higher among the Married group because they need to concern more on their partners.

Importance of Housing

The mean score of the group of age, Marriage Status is no big difference. The mean score of Importance of housing is higher than male.

Also, the highest income group has the highest mean score of importance of housing. It is because housing is a symbol of wealth. It is quite common in Hong Kong. Housing is one of the wealth accumulations (Levine, 1995).

It is quite obvious that the one who privately owned a flat would have the highest score of importance of housing comparing with others like privately rented or public rental housing.

Ideal Housing Preference

The mean score of costs is the highest among all demographic characteristics. It is quite obvious that costs are the big concern because of the high housing price.

The housing needs of female are higher than male. In contrast, the mean score of male in different ideal housing preference is higher than female. It might reflect that men are the dominance of a house (Chan, 1995). Moreover, the mean score of married in different ideal housing preference is higher than single. It is understandable that the married respondents would like to think more about their home as the traditional Chinese emphasised on the concept of 'Home'. They would put more effort on their own house to have a warm and comfortable home.

Future Plan & Reasons for owning a house

Most of the respondents in different demographic characteristics groups would like to change their housing conditions including rent or buy a public or private housing. It shows that the teenagers have their housing needs.

From the reasons that choosing for owning a flat, it could be summarized that they would like to change their living environment and they wanted an independent living. Living with partners is defined as independent living.

Although most of the research reported that most of the people Hong Kong are still living with parents even when they get married, this study shows that they have the desire to live their own or live with their partners. Some factors might be the obstacle for their independent living and it would be discussed in the next part.

Reasons for not changing housing condition

The main three reasons were high housing price, not enough down payment and unwilling to pay the mortgage for long period. These three factors are interrelated and they are the main obstacles for the respondents to have an independent living. The financial factors are the main reason for not changing housing condition.

Home, Community & Locational Features

For Home Features, the View from the home is the option chosen the most by the respondents in different groups. Hong Kong is densely populated with scarce land. Also, Hong Kong is named as Concrete Jungle. It could imagine that how dense of the population and the buildings. Moreover, the developers were always criticised to build Walled Buildings. It is easy to figure out that why most of the respondents would choose the view from home.

For Community Features, the Location of Community is the option which the respondents choose the most comparing with others. It is understandable that people would choose the nearest community to access. Within this community, people would hope that the nearest community could satisfy their needs in daily life.

For Locational Features, most of the respondents tend to choose 'Close to transport network'. Hong Kong people have a rapid pace of life. It is well-known around the world. A nearby transport network could bring them to work, to school, to shopping centre shortly and easily. Hong Kong people concern the accessibility.

Implications

Policy Implications

After completion of the data analysis of this study, there is a deeper understanding of housing needs and preferences among the young group.

It is a fact that teenagers have their own housing needs and housing preferences in this study in the reality. As mentioned, housing is one of the symbols of the transition to adulthood. When the official documents from the government in terms of housing was read (2015), no wording related to teenagers. Young groups are always the minority group under the issue of housing.

Hong Kong housing policy does not provide sufficient assistance to a group of young people whatever they have great housing needs. Hong Kong is implementing the high land price policy, where the sale of land creates a big portion of revenue for the government. However, it leads to a huge increase in property price which is unaffordable to young people.

Some policies are suggested to meet the housing needs of young people as below. First of all, the government should re-evaluate the housing demand among different groups in the society. Besides, the government should keep updating the trend of population growth and change to institute the appropriate housing policy in order to harmonize with the land supply. The government has conducted such planning, like Long Term Housing Strategy in the end of 1980s and 2014. It is quite long period and the data would be out-dated. It could not apply to the recent situation and environment. Also, when calculating the housing demand for the future in Hong Kong, some elements should be added for the calculation including speculation in housing market and foreigners or mainland investments. The government should construct a fair and transparent housing policy especially for teenagers. The housing aspiration of teenagers should not be obliterated.

Second, the scholars commented that some financial measures like the use of the tax system, mortgage interest deduction or housing subsidies or allowances could be provided for assisting the young group in purchasing a house. Financial assistance is available for a wide range of low or

moderate-income youngsters (Collins & Curtis, 2011). Some scholars and literatures always compared the housing policy between Hong Kong and Singapore. The housing policy of Singapore is more comprehensive than that of Hong Kong. Apart from providing housing, Singapore government also provides many subsidy schemes like Central Provident Fund (CPF).

The dominance of the Singapore government in the housing part has been supported by an array of instruments on the supply side including land use planning, land acquisition, provision of housing, government sale of sites for private housing, as well as density controls and redevelopment regulation.

In this study, although some respondents agreed to provide financial assistance, it is not suitable for Hong Kong from the author's view. Hong Kong was praised as the freest economy in the world with freedom on trade and direct investment under narrow tax base. Housing would be treated as a commodity or profit making investment in the market. Property ownership was understood to be an inflation-resistant investment as well as an effective wealth accumulation vehicle (Lee, 2003). The government adopted the high land price policy would maintain a high land prices by limiting supply of land over time. There is less government intervention on housing comparing with other countries or cities. More subsidies in terms of housing would stimulate the speculation in housing market as a result of high property price. It would push up the housing price. The Hong Kong government should impose some interventions in case providing financial assistance to the buyers like disallow to sell in a certain period.

On the other hand, the government could build or implement Youth Hostel with income or assets restriction and setting the living period. It could provide a living place for the teenagers to experience independent living and it would be a better option rather than just providing financial assistance. It could solve the housing problem among young group in short term. The rotation of the use of Youth Hostel could meet the aspirations

of youths in having their own living areas for a period of time. It could relieve the pressure of the long queue of PRH as it would be steered away from applying for PRH under the Quota & Point System. The hostel tenants would not be allowed to continue queuing for PRH once allocated a hostel unit according to the memorandum from the government in 2013.

Hong Kong government could take the government of Shanghai as a reference. With the rapid economic development and high housing price, the teenagers in Shanghai are facing the same problems as Hong Kong. In order to attract the intellectual youths to stay, the government started to build some apartments in Pudong District to attract the young worker to stay. Hong Kong could follow the practice of Shanghai government to provide an appropriate and transitional housing to achieve their housing needs.

Without a greater outlay of governmental resources, demand will continue to outstrip supply in housing needs (Collins & Curtis, 2011). Concerning the long term aspects, the government should increase the land supply to suppress the high demand of housing in Hong Kong. Perhaps, it takes a long time and costs to find usable land to construct residential buildings. Nevertheless, it is still compulsory to increase land supply in the long term development of housing.

To meet the housing needs of teenagers, it is recommended that the government should provide a housing ownership scheme which is similar to HOS, especially for a group of young people. Additionally, the government should offer subsidy for initial-purchase teenagers by setting up the income and asset limits and restrict the right of transfer to arouse second-hand in order to avoid any speculation. Therefore, well-planned and comprehensive regulations for launching this scheme should be established. The suggested scheme can provide an opportunity for young people to own their house and achieve the housing needs with a comparative low property price under government assistance.

Other Implications

Although the relationship of respondents' age, household type, current homeownership status, reason for moving were not supported in this study, it is not appropriated to conclude those characteristics do not have an influence on housing needs due to a narrow scope of the respondents in terms of their demographic characteristics.

Also, most of the findings could identify the relationships between housing needs and housing preferences. It could strengthen the assumption that the respondents in this study would choose their house based on their housing needs and preferences.

More participation from teenagers on the housing or policy design would reflect more housing needs or preference among them. So, the government should listen more the opinions from teenagers and try to balance the interest of them in housing issues.

Conclusion

In this study, other perspectives like sociological and psychological perspectives were added. But, it was found that economic/financial factors are still an important concern for the teenagers in Hong Kong. Most of the hypotheses findings supported the conceptual framework of the study.

Although this study could not give a macro view on the housing needs and housing preferences of teenagers and it could not represent the people in Hong Kong, it could give a reference to the government despite teenagers were always neglected in the society.

Reference

Al -Momani, H. A. (2000). Structuring information on residential building: a model of preference. *Engineering, Construction and Architectural Management*. 7(2). 179-190.

Apple Daily (2015). 香港樓價全球最難負擔. Retrieved from: <http://hk.apple.nextmedia.com/news/art/20150120/19008892>

Beamish, J. O., Ahn, M., & Seiling, S. (2001). Housing, equipment, and design research and scholarship: A family and consumer science perspective. *Family and Consumer Science Research Journal*, 30(2), 240-255.

CSD. (2008). 2006 Population by-census thematic report. Youth, Hong Kong: Census and Statistic Department.

Hong Kong SAR. (2015). Housing. Hong Kong: The Facts

Levine, D. (1995). *Wealth and Freedom: An Introduction to Political Economy*, Cambridge, Cambridge University Press.

Maslow, A. (1970). *Motivation and personality*. New York: harper 7 Row, Publishers.

Yip, N. M. (2012). Young People and Housing in Hong Kong, *Journal of Youth Studies*, 15(1): 144–157.

Domestic Waste Recycling: A Multi-level Study in Hong Kong



from left-to-right, Ho Ka Man, Carmen (何嘉雯) (Left);
Lai Wing Lee, Arlee (黎永利) (Middle); Kwok Kin Yung,
Jerry (郭健勇) (Right)

Ka Man HO
Kin Yung KWOK
Wing Lee LAI

Department of Public Policy
City University of Hong Kong

Introduction

Economic activities in Hong Kong have resulted in a surge of refuse output over the past few decades. As Hong Kong is tiny in terms of her land area, the scarcity of landfill space in the city is ever growing, resulting in an inevitable landfill crisis. Hong Kong's landfills were under significant pressure in the last decade. In this light, the Hong Kong Government regards recycling as an intermediate approach to solve the waste problem. The primary aim of recycling is to lessen environmental damage and achieve environmental sustainability (Rondinelli and Berry, 2000; Ekins *et al.*, 2003; Tsai, 2008). In spite of the state's commitments to tackling the waste problem, one should be reminded that government actions alone are far from sufficient. Like many other environmental protection initiatives, sustainable waste management has to take place at the community level (Read, 1998).

In other words, waste recovery requires the direct and active participation or engagement of other stakeholders, particularly the general public (De Young, 1990; Lober, 1996; Barr, 2004). To stimulate community participation in waste recycling, understanding on what encourages people to recycle or discourages people from recycling is the first step. While literature on household's recycling behaviour abounds, nearly all of them concerns low-rise or single-family housing. Waste recycling in residential buildings in a high-rise high-density context is largely omitted in the literature. Given the general consensus that waste recycling by households in a multi-family housing, particularly in high-rise housing estates, is challenging (De Young *et al.*, 1995; Ooi, 2005), it is worthwhile studying the determinants of waste recycling behaviour in this housing type. Besides, the property management industry has devised and implemented various initiatives to promote domestic waste recycling amongst within the local community but the effectiveness of these initiatives is seldom studied. Against this background, this study aims to investigate the effects of proenvironmental initiatives of property management agents (PMAs) on domestic waste recycling behaviour in high-rise residential developments in Hong Kong. This research is to

draw some insightful policy implications from an explanatory study which finds out what the drivers of waste recycling behaviour in a high-rise setting are. This kind of research is timely and of ultimate importance to the contemporary Hong Kong because of the land-fill crisis.

Literature Review and Conceptual Framework

There exists a large body of environmental behaviour research identifying the determinants of waste recycling behaviour. The findings of these previous studies show that factors affecting recycling behaviour are generally multidimensional, and include socio-demographic factors, housing characteristics, incentives and convenience.

Socio-demographic factors

In nearly all previous empirical studies on waste recycling behaviour, socio-demographic factors were included in the analytical models, either as explanatory or control variables. For instance, Vining and Ebreo (1990) and Li (2003) found that recyclers were generally older than non-recyclers. Similar results were obtained by Granzin and Olsen (1991) who found that older people in the US were more likely to recycle. Gamba and Oskamp (1994) also evidenced a positive correlation between age and recycling participation. Nonetheless, insignificant association between the two variables was revealed in Corral-Verdugo (1996) and do Valle et al. (2004). As far as gender is concerned, Vicente and Reis (2007), who researched recycling behaviour in metropolitan Lisbon, found that women recycled more. Similarly, Chu and Chiu (2003) and Li (2003) also found women to be more frequent recyclers.

Education level has been found as an important antecedent of pro-environmental behaviour in most academic research. For example, in the American study by Judge and Becker (1993), households with at least one member graduating from college or attending graduate school were likely to recycle more materials than other households with a lower level of education attainment. A positive relationship between educational level and household-level recycling efficiency was also evidenced by Kinnanman and Fullerton

(2000) and Owens et al. (2000). Probably, this correlation is ascribed to the facts that better education enhances an individual's ability to understand environmental problems (McCarty and Shrum, 2001), and pro-environmental actions are more likely to be taken by those with greater environmental knowledge (Blake, 2001).

Another socio-demographic factor that was often included in the exploratory model of waste recycling is income level. A large body of previous studies (e.g. Saltzman *et al.*, 1993; Gamba and Oskamp, 1994; Owens *et al.*, 2000) found that recyclers tended to be high-incomers. In chorus with these findings, the analysis results from the self-reporting survey by Smallbone (2005) in the UK also suggested that people who claimed to recycle are more likely to be in higher income groups. Similarly, a positive relationship between the tendency to recycle and household size has been predominantly found in the literature. For instance, Judge and Becker (1993) uncovered that the amount of material recycled increased as the number of individuals in the household rose.

Housing characteristics

Apart from the demographic factors discussed above, the type of housing a household lived may have association with its recycling behaviour. De Young (1989) pointed out that insufficient storage space could be a potential factor to attenuate recycling motivation. This view was supported by Derksen and Gartrell (1993). From the household survey conducted in Singapore by Seik (1997), inadequate room for storing items to be recycled and potential messiness created around the living place were common reasons for not practising recycling. Nonetheless, Corral-Verdugo's (1996) study about recycling and reusing practices in Mexico demonstrated exactly the inverse situation. He evidenced that the provision of storage facilities had a significant negative influence on recycling activity.

As far as housing tenure is concerned, despite Judge and Becker (1993) who suggested that the status as owner or renter did not seem to affect recycling behaviour, the vast majority of remaining relevant studies (e.g. Mainieri *et al.*, 1997; Margai, 1997; Owens *et al.*, 2000) indicated that

homeownership was a strong predictor of recycling behaviour. This correlation can be ascribed to the fact that homeowners are more involved in their communities in political and social aspects (Mainieri et al., 1997; Ferrara and Missios, 2005), and thus are more willing to participate in waste recycling.

Incentives and convenience

Waste recycling behaviour can sometimes be stimulated or discouraged by market-based instruments. Environmental economists claimed that economic incentives could be highly effective in increasing households' participation in waste recycling. Generally speaking, rewards are well received by the public, and are more politically acceptable than penalties (Department of Environment, Food and Rural Affairs, 2007). Yet, the effectiveness of the reward or incentive schemes varies. For example, in their research on the effectiveness of coupon incentives for recycling aluminium in the US, Allen *et al.* (1993) found that the economic instrument stimulated more recycling behaviour of previous recyclers only, and did not influence the behaviour of previous non-recyclers. Similarly, Luyben and Bailey (1979) found that exchange of recycled newspaper for toys increased the recycling rate. Another example is the incentive project which was essentially a scoring scheme, implemented in Portsmouth, England. A green score was assigned to each household periodically if the recyclables disposed were not contaminated, and the household could use the scores to redeem some rewards of value (Timlett and Williams, 2008). As found by Timlett and Williams, only 13% of the surveyed households stated that the reward scheme was a main motivator for waste recycling.

In addition to economic incentives, waste recycling is likely to be influenced by convenience (or inconvenience). Vining and Ebreo (1990) submitted that people chose not to recycle because of the time and trouble it takes to store and transport materials. This argument was supported by Smallbone (2005) who evidenced that 24% of the respondents did not recycle because the recycling facilities were too far away. Similar results were obtained in the Swedish study by Vencatasawmy *et al.* (2000) in which the propensity to recycle

paper and glass was found to decrease with the distance of the residence from the nearest recycling station. Along this line of thought, one way of improving recycling efficacy is to provide conveniently located facilities to collect recyclables. For instance, permitting a household to put the recycling bin at any convenient location in its property increased the amount of recyclable material that the household disposed, keeping other things constant (Judge and Becker, 1993). Other than free location of recycling bins, curbside collection has been widely promoted in many western countries although it costs substantially more per unit weight of recovered materials than the bring/drop-off scheme (Butler and Hooper, 1999). Plenteous literature (e.g. De Young, 1989; Margai, 1997; Ludwig *et al.*, 1998) showed a consistent positive relationship between the proximity of collection facilities and the level of recycling behaviour.

Other factors

Schilling (2001) reported that 27% of individuals would throw recyclables in-excess away if a recyclable container was full. In this light, sizes of containers for recyclable collection could affect individuals' recycling behaviour. Studies like Morris (2003), Bullman (2009) and Lane and Wagner (2013) showed that increased container sizes could increase both recycling rates and participation rates.

As argued by Chen and Tung (2009), condition of recycling facilities could also affect residents' willingness to recycle. Ittiravivongs (2012) stated that inferiority of the facilities could demotivate willingness to recycle.

Conceptual framework

The literature seldom investigates the effects of PMA's proenvironmental initiatives on resident participation in domestic waste recycling or amount of recyclables collected. To straddle the current research gap, this study draws on the conceptual framework in Figure 1 to explore the linkages between environmental protection initiatives, resident participation and outcomes of domestic waste recycling in high-rise housing developments in Hong Kong.

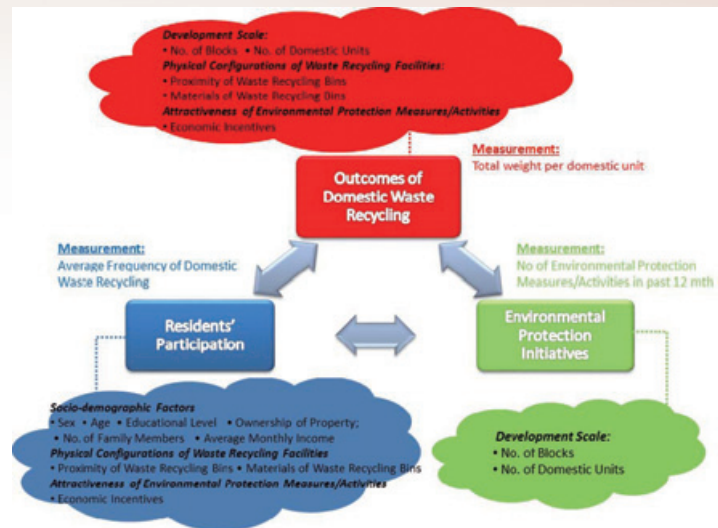


Figure 1: Conceptual Framework

Research Design

The current research took a multi-level approach to empirically test the relationships outlined in Figure 1. Structured questionnaire surveys were conducted as both development-based level and household-based level.

Development-based survey

A questionnaire set was designed to collate information about the weights of different recyclables collected in the previous twelve months, practices of recyclable collection and proenvironmental initiatives implemented in the housing developments to be surveyed. To avoid ambiguity, the questionnaire set was pre-tested before the survey started. 200 private housing developments were sampled. The questionnaire sets were sent to the owners associations (e.g.

owners' corporations and owners' committee) of and/or PMAs managing these 200 sampled housing developments in February 2016. Upon several invitations to participate in the survey, a total of 55 completed questionnaires (27.5%) were returned by 4 March 2016.

Household-based survey

Apart from the development-based study, it is also valuable to see the recycling behaviour of domestic household on a more microscopic manner. In this regard, an anonymous household-based questionnaire survey was performed. For the survey, a questionnaire set was designed. It contained questions about recycling frequencies and practices. Similarly, the questionnaire set was pretested before the survey started. In each of the 55 private housing developments, fifteen households were randomly sampled for

the household-based questionnaire survey. To acquire the most reliable possible information, the questionnaire was to be completed by the household member who most actively processed or decided how to process domestic waste at home in each household. In the period between 7–31 March 2016, 319 completed questionnaires were returned and the respondents came from 53 housing developments.

Measures

In this research, the outcome of the domestic waste recycling in each housing development was measured by the total weight (measured in kg) of the three main kinds of recyclables, namely paper, metals, plastics, per household collected in the past twelve months prior to the development-based survey. Focus was put on these three kinds of recyclable because they were the most commonly collected recyclables in Hong Kong. As for the environmental protection initiatives, we assumed that each environmental protection initiative and activity was an independent event. The more initiatives taken by a PMA in a housing development, the more actively the PMA promoted environmental protection in the housing estate. Therefore, we took the number of environmental protection initiatives or activities implemented by a

PMA in a housing development in the past twelve months prior to the development-based survey as the measure of the variable.

Regarding resident participation, the average frequency of recycling three main types of recyclables, namely paper, metals, plastics, of a respondent in the past twelve months prior to the household-based survey was taken as the indication of the level of resident participation in domestic waste recycling. The frequency was measured on a five-point scale (with 5 = always, 4 = often, 3 = sometimes, 2 = seldom, and 1 = never).

Findings, Analyses and Discussion

Table 1 shows the summary statistics of the total weights of different recyclables collected in the housing developments participating in the development-based survey. In terms of weight, waste paper had the largest amount while CDs contributed to the smallest amount. Table 2 summarizes the environmental protection initiatives undertaken by the surveyed housing developments. “Notices/newsletters/posters” was the most frequently used initiative for environmental protection promotion. Table 3 shows the recycling frequencies of the respondents in the household-based survey with respect to different types of waste.

Table 1: Summary statistics of the weights of recyclables collected (measured in kg)

Type of recyclable	Maximum	Mean	Minimum	Ō
Waste paper	607,324.00	63,656.01	0.00	132,868.47
Waste metals	37,224.00	3,305.67	0.00	7,574.06
Waste plastics	34,979.00	1,994.80	0.00	5,613.32
Waste electrical and electronics equipment	1,530.00	78.76	0.00	250.84
Rechargeable batteries	315.00	15.01	0.00	46.04
Energy saving bulbs and fluorescent lamps	7,951.30	659.71	0.00	1,697.13
Glass bottles	6,000.00	386.88	0.00	936.22
Food waste	352,470.00	6,620.00	0.00	47,523.90
CDs	97.00	3.14	0.00	13.62
Clothes	24,526.00	1,939.45	0.00	3,857.35

Table 2: Environmental protection initiatives undertaken by the surveyed housing developments

Environmental Protection Initiative	Proportion of Housing Developments (%)
Exchange goods by barter	29.09
Notices/newsletters/posters	98.09
Seminars/forums/sharing sessions	18.18
Competitions	18.18
Interest classes for promoting environmental protection	43.64
Others	5.45

Table 3: Frequency of domestic waste recycling of the surveyed residents

Type of Recyclables	Proportion of Respondents (%)				
	Always	Often	Sometimes	Seldom	Never
Waste paper	2.82	30.41	15.05	21.94	29.78
Waste metals	2.82	15.67	12.23	42.63	26.65
Waste plastics	2.51	20.69	26.33	27.59	22.88

Pearson's correlation tests were conducted to study the relationships among outcome of domestic waste recycling, average frequency of resident participation and number of environmental protection initiatives. For the correlation tests, data from the development-based survey were mapped into that from the household-based survey. Pearson's correlation tests returned interesting results. There was a significant, negative correlation between outcomes of domestic waste recycling and number of environmental protection initiatives undertaken ($r = -0.2332$, $p < 0.0867$). On the other hand, a significant, positive correlation was found between resident participation and number of environmental protection initiatives undertaken ($r = -0.2555$, $p < 0.0649$). The Pearson's correlation test showed no significant correlation between the outcomes of domestic waste recycling and resident participation ($r = -0.0102$; $p > 0.1$).

From the analysis results, it is clear that resident participation did not correspond to outcomes of domestic waste recycling. More frequent recycling of residents does not mean that they recycled more in terms of the amount of recyclable. Besides, the analysis results suggest that the more activities or events organized for promoting environmental protection in a housing development, the more frequently the residents in the development recycle their domestic waste.

Meanwhile, the number of proenvironmental initiatives did not boost up the total weights of recyclables collected in the housing developments. It is possible that the proenvironmental initiatives educated the residents about the importance of sustainable waste management. Recycling is only one of the elements of sustainable waste management. The residents might have learnt the importance of waste reduction. Therefore, the residents who have learnt from those proenvironmental initiatives might recycle more frequently but at the same time reduce waste generation. This explains why the number of environmental protection initiatives increased the recycling frequency and reduced the total weights of recyclables collected.

The analysis results suggest that environmental protection measures or activities implemented by the PMAs were conducive to more proenvironmental behaviour of the residents. In this regard, to promote the ideology of environmental protection among domestic residents, government bodies should assist the PMAs to organize more events or activities for promoting environmental protection. Material and financial supports should be offered to the PMAs. Moreover, resident associations (e.g. owners' corporations and owners' committees) should tender their support to the PMAs in organizing these meaningful activities for the sustainability's sake.

Conclusion and Agenda for Further Studies

For many different reasons, waste recycling is a vital means to divert the waste from our fast-filling landfills. However, promoting waste recycling in a high-rise setting is often challenging. Nevertheless, literature on waste recycling predominately focuses on low-rise residential environment, ignoring the high-rise residential setting. In this regard, the current research aims to explore the factors affecting waste recycling behaviour in high-rise residential developments in Hong Kong. This research is to draw some insightful policy implications from an explanatory study which finds out what the exogenous factors affecting waste recycling behaviour in a high-rise setting are. This research found that more frequency resident participation in domestic waste recycling does not mean more recyclables collected in the end. Besides, activities or events for promoting environmental protection can stimulate resident to recycle more frequently but not boosting up the total weights of recyclables collected.

The current study focussed on private housing developments only. Further studies should be carried out to cover public housing developments because the opportunities and constraints for promoting waste recycling in these government-operated developments can be different from those in the private sector. Moreover, we should not simply stop at waste recycling. A step forward to waste reduction should be made in order to achieve a more sustainable society. Therefore, research on residents' waste reduction behaviour in a high-rise setting should be warranted.

Acknowledgement

We would like to express our special thanks of gratitude to Dr. Yung Yau who provided us with valuable guidance and comments throughout the research project. This project will not be successful without his support.

References

- Allen, J., Davis, D. and Soskin, M., 1993, Using coupon incentives in recycling aluminium: A market approach to energy conservation policy. *Journal of Consumer Affairs*, Vol. 27, 300-318.
- Barr, S., 2004, What we buy, what we throw away and how we use our voice. Sustainable household waste management in the UK. *Sustainable Development*, Vol. 12, 32-44.
- Blake, D.E., 2001, Contextual effects on environmental attitudes and behavior. *Environment and Behavior*, Vol. 33, 708-725.
- Bullman, H.S., 2009, *Local Government Recycling Program Attributes Associated with Recyclable Material Recovery*. Durham: Duke University.
- Butler, J. and Hooper, P., 1999, Optimising recycling effort: An evaluation of local authority PCW recycling initiatives. *Sustainable Development*, Vol. 7, 35-46.
- Chen, M.F. and Tung, P.J., 2009, The moderating effect of perceived lack of facilities on consumers' recycling intentions. *Environment and Behavior*, Vol. 42, 824-844.
- Chu, P.Y. and Chiu, J.F., 2003, Factors influencing household waste recycling behavior: Test of an integrated model. *Journal of Applied Social Psychology*, Vol. 33, 604-626.
- Corral-Verdugo, V., 1996, A structural model of reuse and recycling in Mexico. *Environment and Behavior*, Vol. 28, 665-696.
- De Young, R., 1989, Exploring the differences between recyclers and non-recyclers: the role of information. *Journal of Environmental Systems*, Vol. 18, 341-351.
- De Young, R., 1990, Recycling as appropriate behavior: A review of survey data from selected recycling education programs in Michigan. *Resources, Conservation and Recycling*, Vol. 3, 253-266.

De Young, R., Boerschig, S., Carney, S., Dillenbeck, A., Elster, M., Horst, S., Kleiner, B. and Thomson, B., 1995, Recycling in multi-family dwellings: Increasing participation and decreasing contamination. *Population and Environment: A Journal of Interdisciplinary Studies*, Vol. 16, 253-266.

Department of Environment, Food and Rural Affairs, 2007, *Waste Strategy for England 2007*. London: Department of Environment, Food and Rural Affairs.

Derksen, L. and Gartrell, J., 1993, The social context of recycling. *American Sociological Review*, Vol. 58, 434-442.

do Valle, P.O., Reis, E., Menezes, J. and Rebelo, E., 2004, Behavioral determinants of household recycling participation: The Portuguese case. *Environment and Behavior*, Vol. 36, 505-540.

Ekins, P., Simon, S., Deutsch, L., Folke, C. and de Groot, R., 2003, A framework for the practical application of the concepts of critical natural capital and strong sustainability. *Ecological Economics*, Vol. 44, 165-185.

Ferrara, I. and Missios, P., 2005, Recycling and waste diversion effectiveness: Evidence from Canada. *Environmental and Resource Economics*, Vol. 30, 221-238.

Gamba, R. and Oskamp, S., 1994, Factors influencing community residents' participation in commingled curbside recycling programs. *Environment and Behavior*, Vol. 26, 587-612.

Granzin, K.L. and Olsen, J.E., 1991, Characterizing participants in activities protecting the environment: A focus on donating, recycling, and conservation behaviours. *Journal of Public Policy and Marketing*, Vol. 10, 1-27.

Hernández, M.G. and Martin-Cejas, R.R., 2005, Incentives towards sustainable management of the municipal solid waste on islands. *Sustainable Development*, Vol. 13, 13-24.

Ittiravivongs, A., 2012, Factors influencing household solid waste recycling behaviour in Thailand: An integrated approach. In C.A. Brebbia, editors, *Sustainability Today*. Southampton: WIT Press, 437-448.

Judge, R. and Becker, A., 1993, Motivating recycling: A marginal cost analysis. *Contemporary Policy Issues*, Vol. 11, 58-68.

Kinnanman, T.C. and Fullerton, D., 2000, Garbage and recycling with endogenous local policy. *Journal of Urban Economics*, Vol. 48, 419-422.

Lane, G.W.S. and Wagner, T.P., 2013, Examining recycling container attributes and household recycling practices. *Resources, Conservation and Recycling*, Vol. 75, 32-40.

Li, S.C., 2003, Recycling behavior under China's social and economic transition: The case of metropolitan Wuhan. *Environment and Behavior*, Vol. 35, 784-801.

Lober, D.J., 1996, Municipal solid waste policy and public participation in household source reduction. *Waste Management Research*, Vol. 14, 125-143.

Ludwig, T., Gray, T. and Rowell, A., 1998, Increasing recycling in academic building: A systematic replication. *Journal of Applied Behavior Analysis*, Vol. 31, 683-686.

Mainieri, T., Barnett, E.G., Valdero, T.R., Unipan, J.B. and Oskamp, S., 1997, Green buying: the influence of environmental concern on consumer behaviour. *Journal of Social Psychology*, Vol. 137, 189-204.

Mannetti, L., Pierro, A. and Livi, S., 2004, Recycling: planned and self-expressive behaviour. *Journal of Environmental Psychology*, Vol. 24, 227-236.

Margai, F., 1997, Analyzing changes in waste reduction behavior in a low-income urban community following a public outreach program. *Environment and Behavior*, Vol. 29, 769-792.



McCarty, J.A. and Shrum, L.J., 2001, The influence of individualism, collectivism, and locus of control on environmental beliefs and behaviour. *Journal of Public Policy and Marketing*, Vol. 20, 93-104.

Morris, J., 2003, *Single-family Residential Solid Waste Collection Practices in King County: Collection Program Characteristics and Best Practices of Waste Minimization and Diversion Maximization – Final Report*. Seattle: King County Department of Natural Resources and Parks.

Ooi, G.L., 2005, *Sustainability and Cities: Concept and Assessment*. Singapore: Institute of Policy Studies & World Scientific Publishing.

Owens, J., Dickerson, S. and Macintosh, D.L., 2000, Demographic covariates of residential recycling efficiency. *Environment and Behavior*, Vol. 32, 637-650.

Price, J.L. and Joseph, J.B., 2000, Demand management: a basis for waste policy: A critical review of the applicability of the waste hierarchy in terms of achieving sustainable waste management. *Sustainable Development*, Vol. 8, 96-105.

Read, A.D., Phillips, P.S. and Murphy, A., 1998, Wastes minimization as a local government issue: Fact or fiction? *Sustainable Development*, Vol. 6, 78-91.

Rondinelli, D.A. and Berry, M.A., 2000, Environmental citizenship in multinational corporations: Social responsibility and sustainable development. *European Management Journal*, Vol. 18, 70-84.

Saltzman, C., Duggal, V.G. and Williams, M.L., 1993, Income and the recycling effort: A maximization problem. *Energy Economics*, Vol. 15, 33-38.

Schilling, S., 2001, *Curbside Recycling ... Out with the Bins, in with the Carts*. Glenview: Solid Waste Agency of Northern Cook County.

Seik, F.T., 1997, Recycling of domestic waste: Early experiences in Singapore. *Habitat International*, Vol. 21, 277-289.

Smallbone, T., 2005, How can domestic households become part of the solution to England's recycling problems. *Business Strategy and the Environment*, Vol. 14, 110-122.

Timlett, R.E. and Williams, I.D., 2008, Public participation and recycling performance in England: A comparison of tools for behaviour change. *Resources, Conservation and Recycling*, Vol. 52, 622-634.

Tinmaz, E. and Demir, I., 2006, Research on solid waste management system: To improve existing situation in Corlu Town of Turkey. *Waste Management*, Vol. 26, 307-314.

Tsai, T., 2008, The impact of social capital on regional waste recycling. *Sustainable Development*, Vol. 16, 44-55.

Vicente, P. and Reis, E., 2007, Segmenting households according to recycling attitudes in a Portuguese urban area. *Resources, Conservation and Recycling*, Vol. 52, 1-12.

Vining, J. and Ebreo, A., 1990, What makes a recyclers? A comparison of recyclers and nonrecylcers. *Environment and Behavior*, Vol. 22, 55-73.

台灣社會住宅行政法人組織適用性之研究——以新北市居住服務中心為例



華夏科技大學
資產與物業管理研究所
碩士生

黃承彥
Cheng-Yen, Huang

摘要

臺灣社會環境隨著經濟發展發生重大變革，生活物價水平也隨之而水漲船高，都會區房價高漲使得青壯年人口難以背負起高額的房貸買房，因此買不起房的呼聲成為近年來媒體口中報導政府無能的口號，各級政府領導者也為尋求良方而相繼拋出了諸如住宅補貼、建造國民住宅、社會住宅等住宅政策來安撫群眾日亦高漲的反高房價之民意，而其中又以興辦社會住宅在近年來最受到臺灣產官學研界注目。2011年12月31日住宅法發布實施後，賦予地方主管機關社會住宅規劃、興辦管理及提升租屋市場健全發展之權責。惟鑑於國民住宅過往由政府興建、營運管理之經驗，多顯示因礙於現有人事考訓、採購等制度，政府難以引進專才推動相關服務，建物設施維護改善亦無法即時回應居民需求，難達成民眾期待。政府立法目的為能有效擴大社會住宅興建、提供弱勢家戶適宜且享有尊嚴之居住環境，強化居住扶助之實益並健全住宅市場發展，應予完備所需之專業、專責組織體制，以達效率品質兼備的維護營運模式。由於社會住宅規劃、物業管理、住戶服務及租賃市場輔導協助，皆有高度專業需求，若透過行政法人來經營管理社會住宅，可結合企業經營模式運作優點，強化成本效益及提升經營效能；且因社會住宅推動過程中涉及到諸多公有財產合作及民眾居住權利議題，不宜全然交由民間辦理，故本研究將深入探討居住服務中心行政法人組織之適用性及提供新設立之行政法人組織應如何運作以利社會住宅之擴大及永續經營。本研究之目的為探討台灣社會住宅行政法人組織之適用性，並以新北市居住服務

中心為例，評估社會住宅行政法人組織辦理社會住宅興辦、經營管理及租賃市場協助等專業服務之可行性，並針對社會住宅行政法人之組織、業務、人事以及財務等四個面向深入探討其成立之具體架構，提供政府施政決策參考。本研究透過臺灣及日本行政法人組織相關文獻分析及比較，以及臺灣行政法人及社會住宅領域之專家進行深度訪談等兩個研究階段，探討新北市居住服務中心行政法人組織之適用性及提出中心未來運作之建議並導出八項建議供政府參考。

關鍵字：住宅法、社會住宅、行政法人。

1.1 研究動機

2011年12月31日住宅法發布實施後，賦予地方主管機關社會住宅規劃、興辦管理及提升租屋市場健全發展之權責。惟鑑於國民住宅過往由政府興建、營運管理之經驗，多顯示因礙於現有人事考訓、採購等制度，政府難以引進專才推動相關服務，建物設施維護改善亦無法即時回應居民需求，難達成民眾期待。政府立法目的為能有效擴大社會住宅興建、提供弱勢家戶適宜且享有尊嚴之居住環境，強化居住扶助之實益並健全住宅市場發展，應予完備所需之專業、專責組織體制，以達效率品質兼備的維護營運模式。由於社會住宅規劃、物業管理、住戶服務及租賃市場輔導協助，皆有高度專業需求，若透過行政法人來經營管理社會住宅，可結合企業經營模式運作優點，強化成本效益及提升經營效能；且因社會住宅推動過程中涉及到諸多公有財產合作及民眾居住權利議題，不宜全然交由民間辦理，故本研究將深入探討居住服務中心行政法人組織之適用性及提供新設立之行政法人組織應如何運作以利社會住宅之擴大及永續經營。

1.2 研究目的

本研究之目的為探討台灣社會住宅行政法人組織之適用性，並以新北市居住服務中心為例，評估社會住宅行政法人組織辦理社會住宅興辦、經營管理及租賃市場協助等專業服務之可行性，並針對社會住宅行政法人之組織、業務、人事以及財務等四個面向深入探討其成立之具體架構，提供政府施政決策參考。

1.3 研究方法及內容

研究方法以建構國內外文獻分析(literature review)、個案分析法(Case Analysis Method)及深度訪談(in-depth interview)。

本研究以新北市居住服務中心為個案進行研究，本研究個案為新設立之行政法人組織而非以現有

組織改制為行政法人，將與臺灣公宅及行政法人領域主管機關及學者深度訪談，討論研究發現與政策建議，含中心角色與配套措施，據以提擬未來設置方針與願景，整體研究進程中，釐清居住服務中心之組織、業務、人事以及財務等四個面向之具體架構，並蒐集我國行政法人組織發展經驗及國外行政法人組織發分析比較。

2 行政法人文獻回顧

本章將透過為詳實研究住宅服務中心設置相關國內外資料作為研究文獻重要收集資料，俾利深入主題探討依據。本章共分成下列二節：第一節為搜集國內外行政法人制度並深入介紹，第二節則以我國行政法人制度及日本獨立行政法人進行比較及分析。

2.1 國內外行政法人組織文獻回顧

臺灣行政法人相關研究論文整理如下表 2.1。

表 2.1 臺灣行政法人相關研究論文

年份	研究主題	重點摘要	作者
2004	日本政策評價制度在我國法制上之可能運用—以行政法人之業績評價為例	本論文期望藉由介紹日本政策評價制度與獨立行政法人制度之業績評價機制，並針對日本獨立行政法人制度中有關獨立行政法人之定義、改制之對象機關、財務會計原則、目標管理及業績評價等重要內涵，予以介紹，以作為我國積極創設「行政法人制度」之參考，本論文並以我國目前唯一改制為行政法人之「國立中正文化中心」為例，師法日本獨立行政法人制度中之業績評價機制，嘗試架構出我國行政法人之監督機關在監督行政法人之業務營運時，也應具備之業績評價制度。	胡芷瑜
2005	以公司治理角度探討國立大學行政法人化的問題及因應對策 以公司治理角度探討國立大學行政法人化的問題及因應對策	國立大學行政法人化研究經過和專家學者深度訪談和意見調查之後，有以下幾個主要發現：1. 國立大學行政法人化的目的：透過人事與財務等改革，以達成學術自由、大學自治的目標。2. 國立大學行政法人化後，至少會影響下述三個層面：自籌財源增加，但不必擔心學店化；人事、財務更自主，但不保證學術更自由；學校需要明星級教授，但不保證能提升教學與研究品質。3. 國立大學行政法人之監督機制：法人化後缺乏完善的監督機制，受訪者對如何設計評鑑制度的看法嚴重分歧，唯一的共識卻是落實評鑑制度，恐怕是一條很漫長的路。雖然對執行成效存在諸多質疑，不過受訪者大多肯定法人化是可行之路，只是目前應更廣泛討論，以釐清如何妥善設計適合我國之制度，待各界具有共識之後，再立法施行。	邱雅芬

年份	研究主題	重點摘要	作者
2005	行政法人對文化機構營運管理之影響~以國立中正文化中心改制行政法人為例	近年來亞太鄰近各國如新加坡、馬來西亞、澳洲及中國大陸等地無不積極以發展「文化藝術」作為國家施政重點之一，並極力興建或重新整修大型表演藝術中心。而國立中正文化中心(簡稱兩廳院)長期以來被視為我國對外文化櫥窗，只是十多年來兩廳院始終定位不明，若不及早解決其定位問題，台灣將在此波文化熱潮中將被邊緣化。有鑒於此，筆者於服務兩廳院期間便大力進行該機構定位轉型工作之推動；今筆者特引兩廳院為例，詳述其改制的過程，並以『行政法人對文化機構營運管理之影響』為題，試為國內其他相關機構提出營運管理之參考。	朱宗慶
2012	行政法人適用性研究 — 以國家災害防救科技中心為例	本文主要探討國家災害防救科技中心改制行政法人之適用性問題，而有以下研究目的：首先，行政法人乃奠基於新公共管理理論，而本研究試圖從新公共管理理論之中，探討其核心意義，建立代表各個新公共管理理論的自變項；其次，藉由本研究所假設新公共管理理論之自變項，探討國家災害防救科技中心改制為行政法人的適用性；最後，檢視發現國家災害防救科技中心不符合新公共管理理論的自變項部分，提出研究建議，以供政府日後欲進行改制之行政法人參考。本文採用個案研究法，筆者由理論探討整理完成訪談大綱，訪談大綱主要包含四個自變項：公共性、精簡、彈性與效能。以此自變項為主軸，邀請立法院、研考會及國家災害防救科技中心具研究代表性人士進行深度訪談，以獲得相關之資料。筆者訪談分析整理之後，發現國家災害防救科技中心針對精簡和效能兩個自變項不符合新公共管理理論，於是提出四點研究總結：第一，組織定位應明確；第二，預算認知應更加一致；第三，監督方式實質化；第四，建立效能評鑑機制。希冀本研究所淬鍊出的自變項，能成為組織行政法人化適用性之檢證方式，作為未來行政法人化改制的政策建言。	蔡植棟
2013	我國成立社會住宅行政法人化可行性之研究	本研究主要係探討我國成立社會住宅行政法人之可行性，經由檢視社會住宅的意義及其性質是否符合成立行政法人之要件，以及審視現行社會、經濟等條件，對於社會住宅行政法人化的影響，再就未來成立社會住宅法人其收入財源應如何合理運用，以及如何透過公私協力關係來提升其營運效益，其組織型態究宜採獨任首長制抑或合議制董事會，及社會住宅行政法人之績效評鑑應包含那些項目，其退場機制為何等各項議題，兼採文獻探討法及深度訪談法，加以研究分析，就制度推動及實務執行二個面向，共提出八項研究建議，以供政府相關部門未來規劃之參考。	江美芳

年份	研究主題	重點摘要	作者
2015	臺灣行政法人制度之研究	本研究之目的，係以比較法律制度、《行政法人法》的立法研究，以及行政法人組織運作實務中，了解行政法人的功能，探討《行政法人法》與行政法人組織在實際運作上的關聯性，並針對行政法人組織所面對的各種問題進行研究，未來《行政法人法》或是各行政法人組織所訂定的組織法規，對於現有的問題如何解決？研究過程中參與研討座談會、立法院公聽會，將立法過程所採集之意見及學者專家所提出關於行政法人之意見，以及國內外施行行政法人之經驗綜合比較之後，整理出我國採行行政法人制度之優缺點，同時檢視、探討行政法人制度的改善。	熊賢正
2015	我國行政法人制度發展之比較研究	行政法人雖具公法人地位，並有企業化之要求，但執行公權力上仍以行政程序法為依循，有行政機關之色彩，復，依體系觀之，行政法人依行政法人法第二條之規定乃別於國家與地方自治團體以外的公法人，故應具有相當於地方自治團體的地位，但又不同於地方自治團體列位憲法保障位階，且缺乏如地方自治團體所擁有的地方民意基礎，所以其責任政治基礎與規章制定權尚未能等量齊觀，再者，我國行政法人建置目的依行政法人草案總說明及參考外國法例可得，於功能性上乃為政府再造思潮下為縮減政府規模而設的執行機關，但相較於一般行政機關，行政法人又具有偌大的人事及財務自主空間，在執行業務上容有較大的裁量權，且又可以自己名義自為行政處分，其運作方式又採以類似私部門企劃化經營，故在營運上類似國營企業體，除此之外，行政法人建置目的係為專業性事務考量，故賦予獨立行使職權之空間，此點又與獨立機關相似，差別只在行政法人未如同獨立機關在中央組織機關基準法設有獨立行使職權之規定，總結而論，在行政法人上可看到一般行政機關、獨立機關、地方自治團體及國營事業的影子，是故，行政法人的重點會落在各種機關特色間的調和，並將特色做效率發揮，各別對應制衡，方能使行政法人循正軌運行，又不致於脫軌，以上為本論文研究目的及核心價值。	閻維浩
2016	論行政法人之採購行為及其規範	「行政法人」係我國屬一全新行政組織型態之概念，其本質係採非傳統行政機關之組織形式，並引入企業式經營理念：「降低成本」及「提升效率」，而提供具高度專業性之公共服務或執行公共任務。為達此一目的，我國制定專法使行政法人不受現行政府機關繁雜之人事、財務及採購等制度之規範。本文試先分析《政府採購法》中押標金不予發還或追繳及停權處分之性質，再就行政法人之上述行為加以探究。期望在兼顧行政法人之特殊性及政府採購公開、公益之要求下，尋求調和之道。	郭荏豪

臺灣行政法人組織設立係依據行政法人法第二條：「本法所稱行政法人，指國家及地方自治團體以外，由中央目的事業主管機關，為執行特定公共事務，依法律設立之公法人。」臺灣法人組織類別由下圖所示：

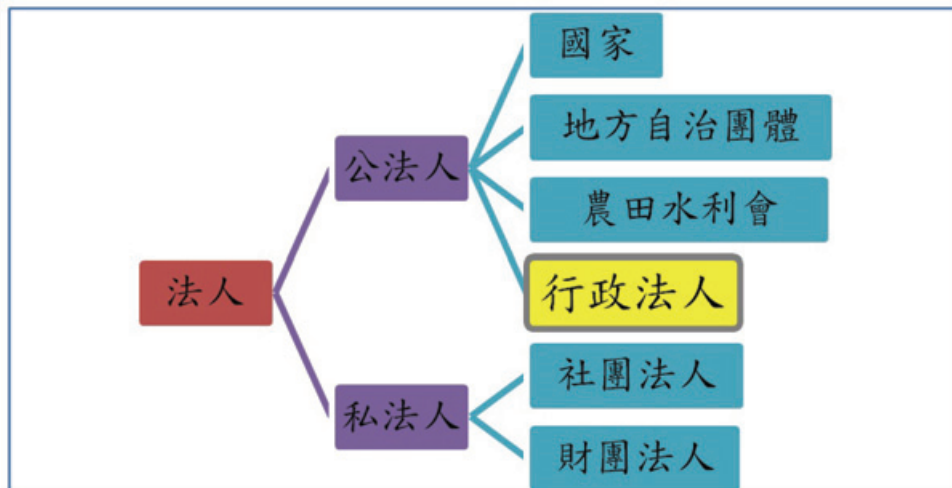


圖 2.1 行政院人事總處整理之法人分類圖，資料來源：行政院人事總處行政法人專區網站。

行政法人是為了執行特定公共事務，依法律所設立的公法人。而所謂的特定公共事務，必須包括具有專業需求或是需強化成本效益及經營效能、不適合由政府機關推動，也不適合交由民間辦理、公權力行使程度較低等三個要件，如下圖所示：

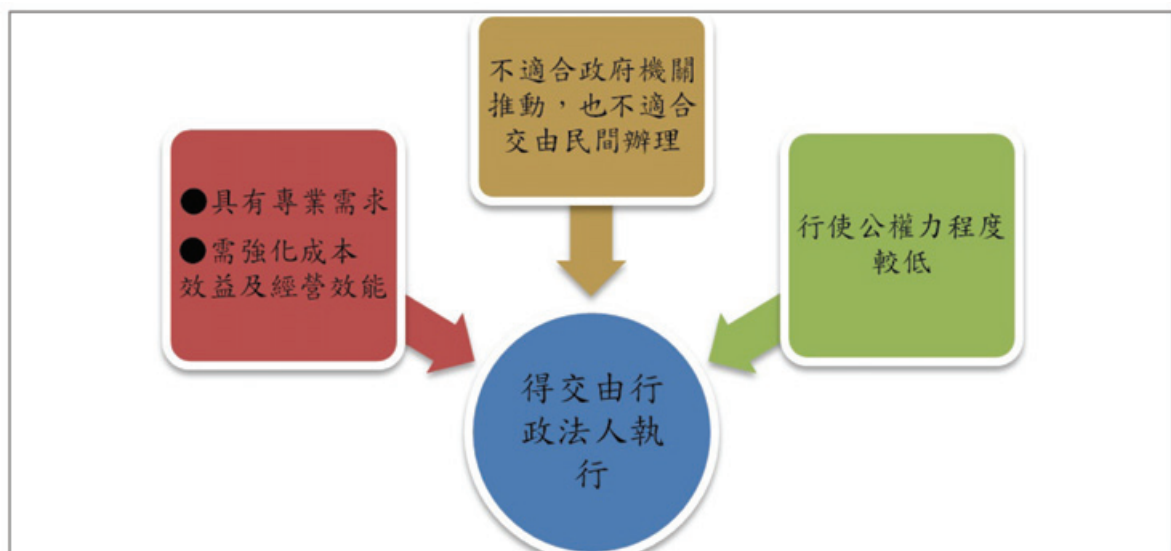


圖 2.2 行政法人設立三要件圖，資料來源：行政院人事總處行政法人專區網站。

臺灣共有五個由中央政府管理的行政法人組織，中央政府五個行政法人皆由原公部門機構或單位進行轉制，而地方縣市政府尚無先例，如新北市居住服務中心設立後，則為首個臺灣新設立之行政法人組織，而非由現由原公部門機構進行轉制為行政法人組織，目前臺灣中央政府設立五個行政法人組織及規模由下表所示：

表 2.2 臺灣已設立中央行政法人營運規模比較

單位 業務比較	國家中山科學 研究院	國家表演 藝術中心	國家運動中心	國家災害 防救中心	國家資通安全 科技中心
設立依據	103年1月10日三讀通過「103年1月10日三讀通過「國家中山科學研究院設置條例」	103年1月29日通過「國家表演藝術中心設置條例」	103年1月22日通過「國家運動/4中心設置條例」	民國103年01月22日通過「國家災害防救科技中心設置條例」	民國104年12月30日立法院制定公布之「國家資通安全科技中心設置條例」
監督機關	國防部	文化部	教育部	科技部	科技部
預算	231億	15億	9.6億	2.3億	2億
組織規模	1	2	3	4	5
政府補助款項比重	8億(3.9%)	1. 政府公務預算補助9.6億(62.9%) 2. 政府專案補助1.2億(8.03%)	1. 政府補助5.2億(職56.1%) 2. 政府專案補助4.2億(43.99%)	政府補助1.9億(82.96%)	政府補助2億(100%)
評鑑績效及等第	89.49分／103年度	1. 兩廳院87分／B等／103年度 2. 國家交響樂團86分／B等／103年度	尚無評鑑資料	89.8分／甲等／103年度	尚無評鑑資料
組織及職員人數	103年12月31日科技人力計3,632員	「一法人多場館」新時代的來臨，轄下包含臺北、臺中、高雄三個國家級藝文場館——「國家兩廳院」、「臺中國家歌劇院」、「衛武營國家藝術文化中心」，以及附設團隊「國家交響樂團(NSO)」，約計200人	104年12月31日用人95人設置5處分屬2副執行長包括競技運動、教育訓練、運動科學處及營運管理財務等處別	104年12月31日用人85人設採用任務編組有氣象組、坡地與洪旱組、體系與社經組、地震與人為災害組、災防資訊組、企劃組、行政組及主計組等共8組。	設置5組行政業務組、防護服務組系統研發組、資訊研析組：及綜合規劃組約計100人

資料來源：本研究整理。

2.2 臺灣行政法人制度及日本獨立行政法人比較及分析

日本「獨立行政法人通則法」及「獨立地方行政法人通則法」與我國「行政法人法」條文差異比較如下表所示：

表 2.3 臺灣行政法人制度及日本獨立行政法人條文差異分析表

條文差異	日本「獨立行政法人通則法」 「獨立地方行政法人通則法」	臺灣「行政法人法」
1. 通過時間及經驗	平成十一(1999年)，已有 17 年營運經驗。	西元 2011 年。
2. 規範條文數目	多(7 章 72 條)	少(分 6 章，共計 42 條)
3. 法人組織區分	有 1. 中期目標管理法人、2. 國立研究開發法人、3. 行政執行法人等 3 大類型。	僅行政法人 1 類型。
4. 評鑑制度	設置專責「獨立行政法人評價委員會」進行行政法人業務評鑑及其他法定事項。	僅於第 16 條監督機關應邀集有關機關代表、學者專家及社會公正人士，辦理行政法人之績效評鑑。
5. 罰則	較嚴有三年以下有期徒刑及 100 萬日元之罰鍰規定。	無。
6. 是否納入地方行政法人規定	無，依據日本地方行政法人通則法由地方政府設置。	可，準用行政法人法第 41 條第 2 項規定：「經中央目的事業主管機關核可之特定公共事務，直轄市、縣(市)得準用本法之規定制定自治條例，設立行政法人。」以自治條例為主要規定。
7. 登記制或核准制	登記制(第九條依法律規定為登記，非依法登記不得對抗第三人)。	核准制。
8. 業務方法書提出及規格化	第 28 條。	無。
9. 是否有中期目標／計畫(願景規劃)設定	有(29-35 條)中期目標及中期執行計畫為 3-5 年間並聽取評價委員之意見並有中期目標之評價及檢討報告提出。	無中期目標(願景規劃)設定之條文。
10. 利益盈餘或虧損處理方式	第 44 條規定採先項 補前一年度之虧損如有或盈餘則採積金整理如發發生虧損則由積金減除之規定。	無。
11. 行政法人幹部之遴選	不得擔任執政黨之幹部。	無。
12. 得發行借貸金及債券	有。	第 36 條行政法人所舉借之債務，以具自償性質者為限，並先送監督機關核定但布行發行債券。

資料來源：日本總務省獨立行政法人專區網站。

3 研究流程及專家訪談分析

本研究共區分為兩階段，第一階段透過國內外行政法人組織相關文獻進行比較及分析，第二階段將與住宅及行政法人等領域之專家進行深度訪談以瞭解行政法人組織之適用性。研究流程如圖 3.1 所示。

表 3.1 本研究之階段及目標對照表

研究階段	研究目標	研究方法
第一階段	透過蒐集日本及臺灣政府文書、網頁、學術專書、期刊論、學位論文、專業網頁等途徑，瞭解及比較日本獨立行政法人組織文獻與臺灣行政法人組織之差異。	文獻分析法
第二階段	本研究係對住宅及行政法人等領域之專家進行深度訪談，以組織、業務、財務及人事等四大面向深入瞭解有關居住服務中心之行政法人組織適用性，藉以初步提出中心組織之架構及建議。	深度專家訪談法

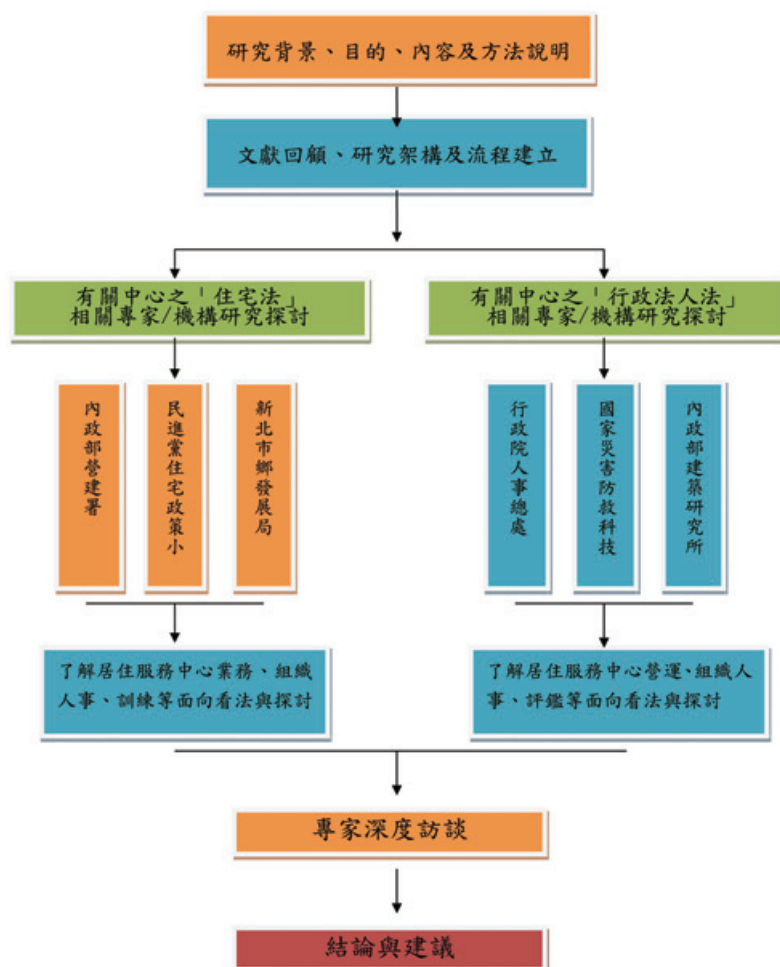


圖 3.1 本研究之研究流程圖

3.1 研究問卷設計

本研究問卷題目系參考臺灣行政院人事行政總處地方政府設立行政法人組織要點為主體，以新北市居住服務中心之組織面、業務面、財務面及人事面等四大面向進行專家訪談，本研究訪談單位來自臺灣民進黨住宅政策小組、行政院人事總處、內政部營建署、內政部建築研究所、行政法人國家災害防救科技中心、新北市城鄉局等六個與住宅法及行政法人法相關單位之對象進行專家訪談，進而得出居住服務中心行政法人組織之適用性、結論與建議，問卷有四個主要題目以及其它於各別訪談時另外提及題目如下表所示：

表 3.2 訪談單位及題目對照表

訪談單位	題次	題目
臺灣民進黨住宅政策小組、行政院人事總處、內政部營建署、內政部建築研究所、行政法人國家災害防救科技中心、新北市城鄉局。	第一題	就可運用之組織型態研析(例如機關、機構、行政法人、財團法人等4類何者為優)進行優劣分析比較，行政法人組織推動社會住宅之必要性、合理性及效益性看法？
臺灣民進黨住宅政策小組、行政院人事總處、內政部營建署、內政部建築研究所、行政法人國家災害防救科技中心、新北市城鄉局。	第二題	業務面研析：就目前新北市城鄉局所提出的居住服務中心業務內容及範圍，您的看法為何？
臺灣民進黨住宅政策小組、行政院人事總處、內政部營建署、內政部建築研究所、行政法人國家災害防救科技中心、新北市城鄉局。	第三題	財務面研析：居住服務中心之財務自主及設立行政法人所需經費、來源及運用方式規劃情形您的看法？
臺灣民進黨住宅政策小組、行政院人事總處、內政部營建署、內政部建築研究所、行政法人國家災害防救科技中心、新北市城鄉局。	第四題	人事面研析：就居住服務中心設立請提出組織架構及人員安排之合適安排？
臺灣民進黨住宅政策小組、行政院人事總處、內政部營建署、新北市城鄉局。	第五題	訓練認證面研析：是否增加社會住宅專業人才培訓之證照制度，您的看法？
行政院人事總處、內政部營建署、內政部建築研究所、行政法人國家災害防救科技中心。	第六題	評鑑面研析：中心評鑑如何辦理較妥當？

新北市居住服務中心深度訪談名單由下表所示：

表 3.3 深度訪談單位及人員職務經歷對照表

日期	訪談單位	訪談人員職務／經歷
105.3.31	內政部建築研究所	綜合計劃組組長、助理研究員
105.4.14	國家災害防救科技中心	企劃組長、副研究員
105.4.15	新北市城鄉發展局住宅科	住宅科科长
105.4.30	內政部營建署國宅組	副組長、科長、承辦人
	行政院人事總處行政法人專區綜合規劃處	綜合規劃處科長
105.6.7	臺灣民進黨住宅政策小組	德霖技術學院不動產經營系專計副教授 中華民國地政士公會榮譽理事長

3.2 專家訪談分析

透過專家訪談有以下重點：

- (1) 新北市所提出的居住服務中心案是目前臺灣縣市政府層級的第一個行政法人案，且是新成立非現有組織進行改制，以行政法人的精神來說，是希望公部門的公共事務能轉移或釋放給民間來執行其業務，以當前公部門業務量越來越大的情況下，可以將業務轉移至行政法人執行，另外界時常把財團法人與行政法人混淆，將財團法人的看法套用在行政法人上，財團法人一部份經費需要自籌，因財團法人屬營利單位，所以自籌比例相對要求較高，而行政法人並不以營利為目的，所以行政法人自籌經費不宜為行政法人組織成立及評鑑考量項目。
- (2) 新北市身為地方政府較中央政府更適合成立社會住宅行政法人組織，因目前中央行政法人受限於行政法人法規定已設置五個行政法人組織的現況下，在檢討行政法人的績效後做後續行政法人法相關調整，才能考慮後續是否允許更多行政法人組織設立，地方政府則還未有任何行政法人組織設立，因此相對較易成立設置。居住服務中心成立後由城鄉局負責監督，如能成立中心將大幅分擔城鄉局住宅科的住宅業務，未來居住服務中心將獨立於公部門體系之外。台北市政府原計劃以成立租屋公司來承做社會住宅業務，雖然該公司為100%由台北市政府出資，但未來業務可能有向外經營的可能性導致與民爭利的情形發生，所以最終被台北市議會否決。
- (3) 在日本有地方依公社法設立的公社，屬財團法人，日本公社為政府全部出資的法人，行政法人要有行政的目的，行政法人比起公部門更有達成目標的壓力，日本行政法人有罰則，臺灣行政法人法應也要有罰則，才能必免有權無責和迴避監督的疑慮。
- (4) 日本有公營住宅法以及特優質住宅促進法，來鼓勵民間打造高品位出租住宅，在品質與安全上會對房客更有保障，未來行政法人可與民間朝這個部份進行，以避免掉類似臺灣張淑晶這樣的惡房東事件在出現。
- (5) 日本有很多行政法人不需要要求自償及自籌經費，像以日本建築研究所為例，它可以設置實驗室來提供認證，像是防火門的耐熱等，這些有關認證就可以向需要的廠商或團體收費，是行政法人組織其中的一種收入。
- (6) 行政法人組織人事面一般無特殊規定，要求資格可自訂定，人員任用彈性較政府機關來的大，公務人員一定要高考及格，所以在人員任用上可能有相關資歷或學歷即可為任用標準，升遷也有自行一套標準或行政法人法有規定則照法律規定，所以行政法人聘用人員與公務人員差異大但也說明組織人員任用彈性大。

- (7) 地方自治條例需由地方議會通過，而對於地方政府設立住宅行政法人中央主管單位應是樂觀其成，以地方公務員的立場來說一定是贊成設立住宅行政法人，因公務體系人員公務上已負荷相當程度，如有第三公正團體有來專門組織以其專業來營運及管理社會住宅業務將對公務員幫助不少。
- (8) 不論幾種面向來評估住宅行政法人組織，不外乎是資訊要公開及財務要健全，在當初對住宅法的討論，有提及需設置住宅基金，住宅基金的法定業務可能要進行擴充，所以未來可能要修法讓行政法人使用的這個住宅基金，讓行政法人能有財源去營運及推動社會住宅業務。
- (9) 業務範圍要在自治條例裏有明確規定，自治條例通過後要修改也較難，所以必需多思考業務內容有哪些，以合理的角度將業務範圍明確規定，在組織條例裏有的業務內容在往後較不會被外界質疑業務範圍不明確或不適用，所以哪一塊業務是屬行政法人要負責的會相當重要，因為未來在責任規屬釐清上會是相當重要的判別依據。因給予了行政法人相當大的彈性，也必須給予它責任相當重要，另新北市如要確認居住服務中心業務內容應邀請與中心業務牽涉到相關業者召開說明會，以預防中心成立後，因業務重疊性引起來自民間或業者的反彈。不同的行政法人組織性質也不同，有些行政法人組織有階段性任務，在日本行政法人如達成目標後有的會縮編或合併或解散。
- (10) 人員應多面向的分組，中心才能跨領域的整合事務，很多事務是單一部會機關難以單獨執行，中心需伴演協調的角色，很多機關之間因受限於資訊分級保護，所以各單位間的資料難以分享整合成有用的情報，以災防中心為例，目前消防及水利甚至警政單位都有將第一手資訊提供給中心，以利將資料變成有用的資訊，讓中心提出預警給民眾及早避難。
- (11) 因居住服務中心屬地方政府管理及設置，新北市政府可捐贈財產給中心，中央補助的部份因屬於中央財產，因受限於行政法人法規規定所以無法直接捐贈給中心，希望中央政府財產能直接捐贈給地方的行政法人。行政法人有自有資金的特色，在財務上會比較靈

活。行政法人是地方成立的，所以主計總處有要求中央不得補助地方行政法人，中央政法無法去要求行政法人的預算及員額如何編制跟監督，所以需由地方政府去補助地方行政法人，讓地方政府負起行政法人的成敗。

- (12) 未來中心成立後的物業管理將非常重要，因管理社會住宅也是相當重要的業務內容之一。現在公寓大廈管理服務人員的證照是由中央發證，可以利用現有的人員，如未來在課程上做調整及增加社會住宅相關課程，讓公寓大廈管理服務人員更瞭解社會住宅業務跟內容，也是可以解決相關問題。公寓大廈管理服務人員之下有分類，或許可增加住宅管理人員類的發證也是方案。

4. 結論與建議

4.1 結論

- (1) 行政法人在台灣是一種新的概念需要時間去瞭解成效，透過專家深度訪談後導出以行政法人、財團法人、機關、機構等四種組織而言，以行政法人的內涵是最適合做為社會住宅的組織樣態，究因為社會住宅初期需由政府補助推動，透過延攬民間人才及資金提升營運效率、以及財務運用上能更為靈活，後也能逐步減少政府預算挹注，以達成財務不赤字甚至有盈餘的局面。
- (2) 本研究以新北市居住服務中心為例探討行政法人組織應用於社會住宅管理發現，結合行政法人的特色來承辦社會住宅管理的業務，可免去行政機關要求太嚴苛的限制，以及免去交給行政機關彈性不高難以達到預期損益平衡自給自足永續經營設定的目標，然而社會住宅管理也不能不直接鬆綁給民間來做，因有些事務有高度公益性，要給民間來做政府也不放心，交給民間責有彈性但又缺乏監督，所以行政法人的概念導入社會住宅管理，擁有高度自主性、財務運用彈性、保有民間企業管理效率與靈活彈性、跳脫行政機關限制，期望透過行政法人發揮到更大的行政效能，達到社會住宅永續經營並兼顧社會正義的目的。



4.2 建議

透過以新北市居住服務中心為例進行專家深度訪談後得到下列 8 項建議提供政府做為居住服務中心推動之建議，如下表所示：

表 4.1 建議項目及原因表對照表，本研究整理。

建議項目	建議原因
建議一：本條例名稱應配合住宅法制定應更名為「新北市住宅服務中心」。	依住宅法第三條有關住宅名詞定義：「一、住宅：指供居住使用，並具備門牌之合法建築物。」，故住宅已包括居住、使用範圍及具備門牌之合法建築物等三要件，故以住宅服務中心取代居住服務中心為本市條例名稱較優，且能以免無法獲得中央政府預算補助之疑慮。
建議二：新北市政府應依住宅法儘速設置住宅基金。	台北市及高雄市已依住宅法通過地方自治條例立法成立住宅基金以支援及提供住宅相關政策執行之資金，新北市目前尚無通過地方條例成立住宅基金，需儘速設置住宅基金。
建議三：董監事組成應廣納更多具公益性領域之專家學者，以免直接任命之董監事成員遭質疑具酬庸性之疑慮。	董監事成員應廣納具不同專業背景之人才，如社會福利領域、日照及長照領域、等具高度公益性領域之專家學者，除了能避免直接任命董監事成員遭質疑具酬庸性之外，同時提升中心執行跨領域之合作案之可行性。
建議四：董事長及執行長應於議會列席及接受質詢。	因中心財源以政府補助為主，為防止中心與議會及民意脫勾，身為中心領導地位的董事長及執行長應於議會報告及接受質詢。
建議五：公宅及都市更新推動機構應結合。	如日本都市再生機構，有在做都更業務也有在規劃公宅的建設。
建議六：空閒餘屋包租代管可納入行政法人業務內。	因目前中央政府除興建公宅之外，也希望由政府來帶頭做好房屋租賃這塊，由政府來出面協調房客與房東之間的所有事務及糾紛，這些在國外都有，像在日本包租代管的制度，房東跟房客都不會見到彼此，就能夠讓房客找到合適的房屋居住，而房東也能夠將空屋出租出去並得到租金收入，臺灣要把這塊的技術補足，如果政府未來只興建新的公宅，可能會引起外界緩不濟急的疑慮。
建議七：臺灣行政法人法應加入罰則。	行政法人要有行政的目的，行政法人比起公部門更有達成目標的壓力，日本行政法人有罰則，臺灣行政法人法應也要有罰則，才能必免有權無責和迴避監督的疑慮。

建議項目	建議原因
建議八：人員應多面向的分組。	中心才能跨領域的整合事務，很多事務是單一部會機關難以單獨執行，中心需伴演協調的角色，很多機關之間因受限於資訊分級保護，所以各單位間的資料難以分享整合成有用的情報，以災防中心為例，目前消防及水利甚至警政單位都有將第一手資訊提供給中心，以利將資料變成有用的資訊，讓中心提出預警給民眾及早避難。
建議九：應定期委託第三方公正單位對中心進行績效考評。	評鑑皆由行政法人所轄之公部門監督單位自行進行評鑑，為避免評鑑報告遭外界質疑同屬單位自打分數的疑慮，且並無明確指出多久之間隔應評鑑，故宜委託第三方公正單位對中心定期進行績效考評。

參考文獻

碩士論文

1. 胡芷瑜(2004)，日本政策評價制度在我國法制上之可能運用—以行政法人之業績評價為例，碩士論文，國立臺北大學法學系。
2. 邱雅芬(2005)，以公司治理角度探討國立大學行政法人化的問題及因應對策以公司治理角度探討國立大學行政法人化的問題及因應對策，碩士論文，佛光人文社會學院管理學研究所。
3. 朱宗慶(2005)，行政法人對文化機構營運管理之影響—以國立中正文化中心改制行政法人為例，碩士論文，國立臺灣大學高階公共管理組研究所。
4. 蔡植棟(2012)，行政法人適用性研究—以國家災害防救科技中心為例，碩士論文，東海大學行政管理暨政策學系研究所。
5. 江美芳(2013)，我國成立社會住宅行政法人化可行性之研究，碩士論文，國立政治大學。
6. 行政管理碩士學程。
7. 熊賢正(2015)，臺灣行政法人制度之研究，碩士論文，臺北藝術大學藝術行政與管理研究所。

8. 閻維浩(2015)，我國行政法人制度發展之比較研究，碩士論文，國立臺灣海洋大學海洋法律研究所。

9. 郭桂豪(2016)，論行政法人之採購行為及其規範，碩士論文，國防大學法律學系。

網站

1. 內政部居住正義網站，www.moi.gov.tw。
2. 內政部營建署國民住宅組網站，<http://www.cpami.gov.tw/>。
3. 行政院人事總處行政法人專區網站，<http://www.dgpa.gov.tw/mp.asp?mp=62>。
4. 日本總務省獨立行政法人專區網站，<http://www.soumu.go.jp/>。