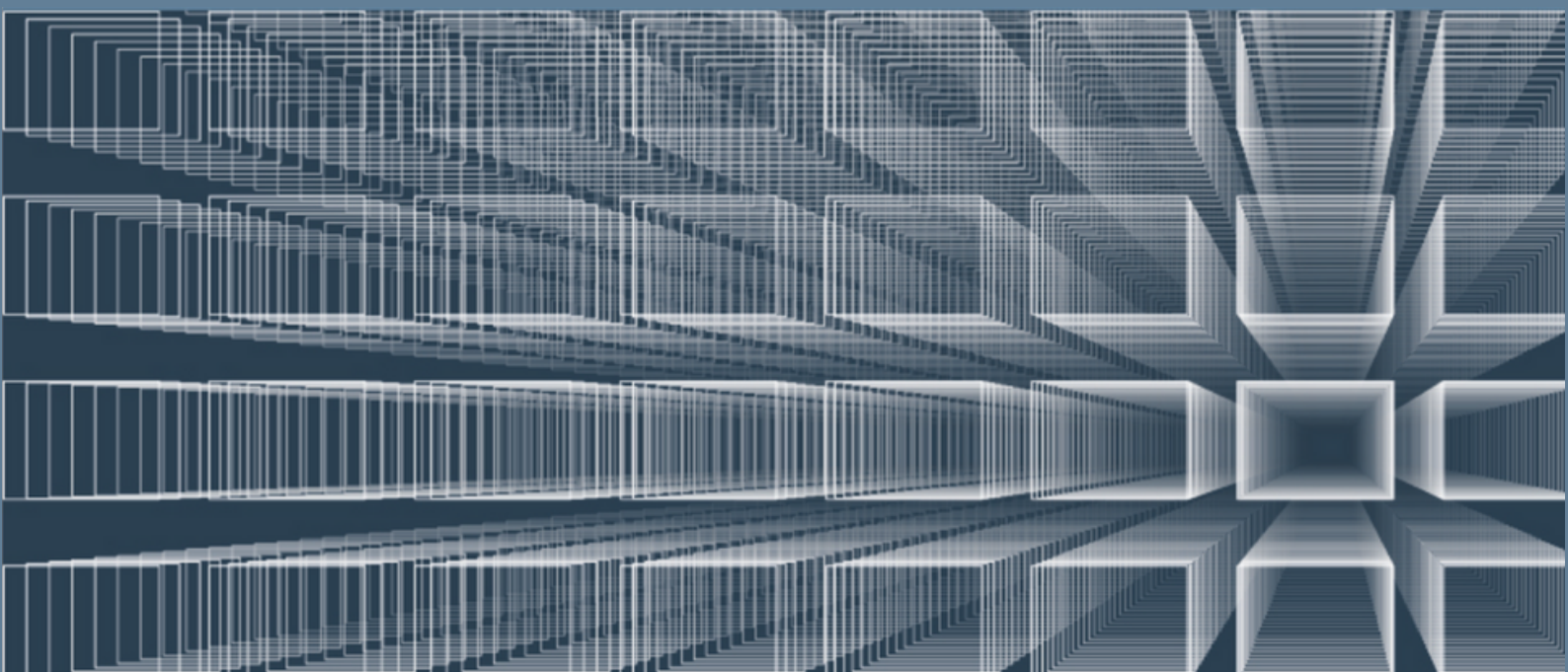


民主思路—香港政治及行政學苑研究專論第七號
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「青年宿舍」研究及建議
Study and Policy Recommendations of
Youth Hostel



黃穎灝 Allan Wong

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民主思路

民主思路是一個具使命感和目標為本的智庫，我們期望在一國兩制、港人治港、高度自治的大原則下，爭取民主發展的最大空間。我們相信民主發展需以溫和的態度來進行互信的溝通。為此，民主思路打造和創立一個平台，以：

- 凝聚社會上大多數的民主派支持者；
- 以進取的方式，推動溫和路線，在社會開拓新的政治空間；
- 設定議題，建立有系統的論述；
- 透過研究、對話、互動，與各持份者共同確立特區政治、社會、經濟、文化的新思維。

作者

黃穎灝：民主思路聯席召集人（內務及地區事務）

文章內容僅屬作者個人意見，不代表民主思路及香港政治及行政學苑立場。

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「青年宿舍」研究及建議

黃穎灝

引言

現屆政府繼續擴大「青年宿舍」計劃，其目的是為青年人提供生活空間，幫他們「實踐所想」，替他們省下金錢「為日後發展作儲蓄」。民主思路一直關注「青年宿舍」政策，希望透過此研究，將此已經推出十多年的政策作分析和評估。本報告提供了一個關於「青年宿舍」政策多方面的研究和評估。報告的第一部分為引言，介紹報告的內容和目的。第二部分主要關於網上問卷調查結果，嘗試在有限資源下將政策作系統性分析，評估公眾對「青年宿舍」政策的認識和看法。第三部分提供青年宿舍焦點小組研究的分析，探討宿舍住客的需求和期望。第四部分提供了研究摘要。第五部分對政策進行詳細的評估，從多個角度分析政策的投入、績效、有效性和效率。值得一提的是，第六部分重新界定「青年宿舍」政策，並提出結論和建議，對政策的未來發展提供新的方向。報告的最後，我們對所有的研究結果和分析進行總結，提供了一個全面的結論，希望對「青年宿舍」政策的未來發展作有價值的指導和參考。

1. 問卷調查

由 2022 年 12 月 28 日到 2023 年 2 月 3 日在網上發出 15 條問題的網上問卷，搜集市民對「青年宿舍」政策的態度，分析青年人對宿舍需求的因素，找出政策的缺漏，並作出建設性批判。

超過四成（43.5%）受訪者不知道政府已經推出「青年宿舍」計劃。而表示有興趣參加此計劃的受訪者亦只有 20%。而表示會參加此計劃的受訪者中，有 76.6%認為成功申請的機會是「小和極小」。

揉合「驅使青年人搬離家人獨居的原因」及「青年人覺得青年宿舍計劃能夠帶出的好處」兩條問題，我們發現青年人會以「居住空間」為入住宿舍的首要條件，其次便是「足夠的租金負擔能力」；再其次便是「居所地區的位置」，而將來「社交圈子的遠近」就顯得不太重要。

2. 建議

政府應該大幅增加宿位，打破「供應少，成功申請機會低，申請也少」的惡性循環。計劃在推出整整十年後，宿位供應（到 2022 年底共 1760 個）仍遠遠滯後於政府承諾的三千個名額（在五年內額外名額）。按合乎年齡申請資格的人口數目（在 2021 年，18 至 30 歲人口約為 99 萬人），三千個宿位（約人口的 0.3%）確是杯水車薪，我們現在建議政府增加宿位至 6000 個也不為過分。

除了訂立宿位供應數量，政府宜多了解申請者的需求。例如，既然「宿舍的地理位置」不是青年人參加此計劃的主要因素，那麼宿舍便可以較遠離市區設立，讓計劃可以有更多選址考慮，因而令更多青年人受惠。

政府應加強「青年宿舍」的宣傳，而宣傳重點宜強調宿舍能提供「更多私人空間」、「租金合適」及可以幫助青年人「追求獨立生活」，讓青年人感受到政府重視他們的意見。

為了加強「青年宿舍」更受青年人青睞，我們建議政府應該大膽創新，發展以垂直式一體化的青年宿舍，吸引青年人群組走在一起。我們相信垂直式一體化的青年宿舍正好成為青年政策的主軸——設計採用垂直整合的建築物，利用多層建築或活化工廈來提供不同類型的生態共用空間，例如，底層可以設立公眾表演場地、公共區域或咖啡廳，而上層則可以成為宿舍群、多工能工作室；建築物內亦可以劃分初次創作區、訓練學習區或社交活動區，讓年青人在工餘或課餘時間追求夢想。住客對象可以是從事文化創作的、藝術表演的或開發人工智能的青年人等，最終讓類近的群體走在一起，發揮協同效應。至於管理方面，政府可以委托非政府組織承包，免得社會大眾誤會政府干預青年演藝和文化創作。

3. 青年宿舍焦點小組分析

在 2023 年 4 月 13 日，民主思路舉辦了一場焦點小組調查，參與人數: 共 8 人，全部皆為青年宿舍住客，其中一人為協調人。以下為綜合小組討論重點及參與者的看法：

3.1 入住目的

青年人想追求較佳的居住環境及獨立的私人空間，他們亦覺得負擔不起私人住宅的租金，因此位處市區的青年宿舍能夠協助他們減輕生活壓力。有參與者表示，他理解到青年宿舍能夠吸引成長背景不一的同輩一起生活，因此他期望能夠透過宿舍內的不同活動，認識朋友。

3.2 設施及入住體驗

參與者一致表示，青年宿舍的營運者應該提供基本的設施予入住者，例如：

- i. **Wi-fi** 速度應該改善至可達致在家工作的水平（能夠下載視頻、網絡會議不會中斷）；
- ii. 當酒店改建為青年宿舍時，桌子及衣櫃的呎寸應該加大，共用的設施如洗衣機需要增加，才能夠配合較長期居住的需要；
- iii. 公共或房間內的設施應該在進行詳細檢查、充分預備後才出租，盡量避免像洗手間漏水或電梯不能運作等的不便情況出現；
- iv. 營運者仍未為宿舍青年人可舉辦的活動（即 200 小時服務）草擬規則，導致青年感覺混亂。

3.3 對香港社會的幫助

有別於現屆政府的擴大「青年宿舍」政策推出時，青年人開始覺得，宿舍位於市區能夠協助青年更便利地上班，並節省在租屋的開支，令他們有意願留港發展。

3.4 青年宿舍招生程序和申請條件

在撰寫本報告時，有參與者認為，是次審批的速度比他想像中的快，表面看似甚有效率，但實際欠缺正常安排。根據他了解，這間青年宿舍共收了約 400 份申請表，按申請所花的時間推測（從面試到選擇房間，共花了 3 天），營運者可能沒有進行所有的盡職審查。再者，在居住期間，按他觀察，入住的青年，看似沒有迫切的經濟需要，而他未見營運商安排其他申請者入住同一房間，致使出現一人入住一雙人房間的情況。這樣，參與者懷疑營運商，有否對收入限制安排作出檢查？有否根據應有守則分配房間？

3.4 如何提高公眾對青年宿舍的認識

有參與者表示他只是從傳統傳媒得知元朗的青年宿舍即將開幕，他亦從這些報道中留意到位於銅鑼灣的某一酒店轉為青年宿舍。即使營運商在 2023 年 4 月正式開幕。在遷入後，參與者質疑營運商不懂利用社交平台為宿舍宣傳。故此，入住率不高。

3.5 如何擴大青年宿舍計劃的影響力

首先，參與者認為政府/志願組織必要盡力監察營運中的宿舍，讓青年宿者可以享受基本的設施和支援。當他們的需求可以滿足後，他們可以協助營運機構在社會各界宣傳，以加強青年宿舍計劃的說服力。

4. 研究報告摘要：

根據我們的問卷調查結果和焦點小組紀錄，香港青年宿舍計劃在一定程度上有助於滿足青年人的居住需求，但仍有很多地方需要改善。以下是我們對政策的建議：

1. 政府應大幅增加宿位，以滿足更多青年人的需求，建議增加至 6000 個宿位。
2. 政府需要更深入了解申請者的需求，例如宿舍選址位置和租金負擔能力等方面。
3. 政府應加強宣傳工作，讓更多青年人了解青年宿舍計劃的好處和條件。
4. 青年宿舍的設計和管理應該創新，發展垂直式一體化的青年宿舍，以吸引更多青年人參與。

5. 政策評估

「青年宿舍」的政策評估 (Howlett, 2003, 207-226) 主要圍繞以下三個範疇的評估：

5.1 政策投入評估 (Effort evaluation)：

除了在財政上的承諾外，政策投入評估通常指量度政府投放多少非財政資源去達致某一政策目標。我們發覺政府官員曾通過新聞發布會推動青年旅舍政策，而後續新聞發放將通過新聞媒體傳播，進而觸及更廣泛的目標受眾。官員們表示，他們希望繼續擴大青年旅舍計劃，為青年人提供更多的房間和機會。為了實現這一目標，他們接手了更多的項目，並利用了一些酒店房間作為青年旅舍，因為政府想在未來的五年中增加 3,000 個住宿空間。

5.2 績效評估 (Performance evaluation) :

「績效評估」是單單指政策輸出而非投入，主要目的是簡單地確定政策產生的結果，而決定它是否達標。「青年宿舍」的政策評估主要是看青年宿舍床位或房間數量及租金的水平能否達到預期的政策目標。直至 2023 年 7 月中，總提供宿位數目已經超過 2,100 個以上，政策推出未够一年已經超過五年內提供 3000 個宿位目標的三份之二（見表一）。不過，一小部份宿位的月租收取高於市價的百分之六十，未能達到政策所定的目標，詳細的比較見表二。

5.3 有效性評估 (Effectiveness evaluation) :

首先，至 2023 年中已有七大項目在「青年宿舍計劃」框架下推進。其中已完成且入住的有位於大埔的青協青年宿舍；而多個正在進行或計劃中的項目分佈在元朗、佐敦、上環、旺角及灣仔等地區。這些項目預計可提供超過 3,400 個專為青年打造的宿位。

其次，每一項目都有其獨特性。從選址、設計到技術要求，均存在不同的挑戰和需求。部分項目所在地靠近法定古蹟，進行文物評估和諮詢便成為必要；而有的項目則按照「一地多用」的原則，除提供青年宿舍外，還需要兼顧其他公共或自資設施的規劃和建設。¹

5.4 效率評估 :

¹ 香港政府新聞公報。(2022年5月4日)。立法會二十一題: 青年宿舍計劃。
<https://www.info.gov.hk/gia/general/202205/04/P2022050400213.htm> (2023年8月21日進入)

根據 2022 年 5 月的資料，青年宿舍計劃涵蓋了七個項目，涉及超過 3,400 個青年宿位。且此計劃由 6 個非政府組織參與並作出貢獻，當中包括：

- i. 香港青年協會
- ii. 保良局
- iii. 香港青年聯會
- iv. 香港菁英會
- v. 劉葉淑婉紀念慈善基金有限公司
- vi. 香港青年旅舍協會

直至現在 (2023 年 9 月)，項目分布：

完成及入住：1 個（香港青年協會位於大埔）

快將完工：1 個（保良局位於元朗）

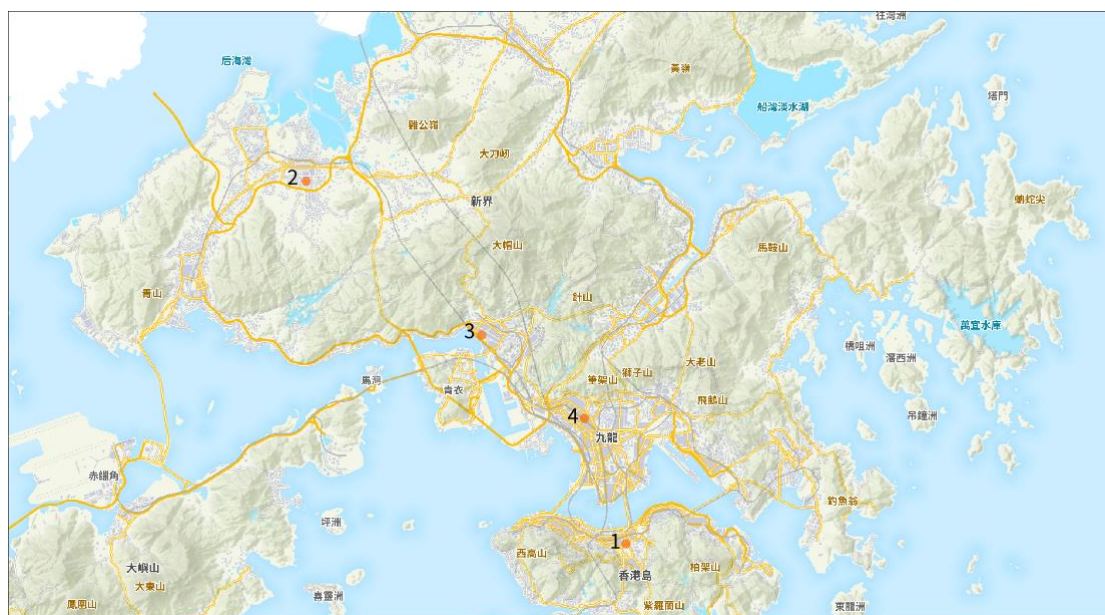
正在施工：2 個（香港女童軍總會位於佐敦，東華三院位於上環）

計劃中：3 個（位於旺角、元朗、灣仔）

項目進展速度：從現有資料來看，項目分布在不同的階段，從已經落成的項目到還在計劃中的顯示這計劃已有持續進行的動力，且項目正按計劃進行。

非政府組織的參與度：6 個非政府組織參與此計劃，彰顯了公私合作的模式，使得政府資源在既定的方法利用。到 2023 年 5 月底，宿位供應預計提供超過 3,400 個宿位，顯然該計劃已經在一定程度上緩解了部份香港青年的住宿壓力。

圖一. 今屆政府推出的青年宿舍位置圖



地圖來源: 地政總署地理資訊地圖 (2023)

表一. 現時青年宿舍提供宿位及月租

#	物業名稱	地址	實用面積 (平方呎)	提供宿位 數目	月租 (港幣)
1	beLIVING Hub	灣仔摩理臣山道 39 號	176 - 324	194	每宿位 \$3,800 - \$8,200 起
2	保良局李兆基青年綠洲	元朗大樹下西路 18 號	一人房間： 179 - 214 二人房間： 199 - 240	1,680	一人房間： \$2,950 - \$3,750 二人房間： \$3,100 - \$4,200
3	荃灣西如心酒店 Home2Youth Hostel	荃灣楊屋道 8 號	320 - 430 (大床房或 雙人房)	200	每宿位 \$4,680 - \$4,980
4	仲學舍	深水埗鴨寮街 86 及 88 號	沒有資料	84	每宿位 \$3,000
				總共: 2,158	

資料來源: 各青年宿舍官方網頁 (2023)

註: 以上青年宿舍編號是按開放日期排序。

表二 青年宿舍現時月租與同一酒店月租比較

物業名稱	日期	實用面積 (平方呎)	床位/房間月租 (港幣)	床位/房間兩星期 租金 (港幣)
旭逸酒店銅鑼灣	2021 年 10 月 31 日 (租期為 14 日起)	113	不適用	4,650*
beLIVING Hub	2023 年 4 月	130	每宿位 4,200	4,200 (以兩張床位計)

資料來源: beLIVING Hub 官網(2023), kkday.com (2021)

註: *因資料來源並沒有清晰寫明價錢是 14 日還是 30 日計, 假設為 14 日是網頁顯示的最低價錢。

表二. 青年宿舍現時月租與同一酒店月租比較 (續)

物業名稱	日期	實用面積 (平方 呎)	床位/房間月租 (港幣)
荃灣西如心酒店	2023 年 9 月 1 日至 9 月 30 日	雙人房	每晚\$943 (即每月\$28,290)
Home2Youth Hostel	2023 年 7 月	320 - 430 (大床房或 雙人房)	每宿位\$4,680 (房間每月\$9,360)

資料來源: Home2Youth Hostel 官網 (2023), 荃灣西如心酒店官網 (2023)

6. 創造具影響力的青年宿舍政策：政策目標重新檢視

正如本報告起首所提及，青年宿舍的政策目標有三大範圍，分別為擴大生活空間、協助青年人實踐所想和替他們省錢作日後發展。

此三大目標中，「實踐所想」和「省錢作儲蓄」具有量度或達標定義的困難。

第一，現時入住人數仍是不足以歸納出具重要性的結論。第二，當青年人能花

五年住在低於市價六成的宿舍後，省下的金錢數目仍是未知數。第三，「實踐所想」是一個因人而異的概念，涵概眾人的理想幾乎是一個不可能的工作。

圖二：「青年循環發展生態圈」



6.1 重新界定青年宿舍政策

自 2020 年以降，青年專才外流及家庭移居外國的數字升幅駭人，因此社會各界求才若渴，對年青人的栽培已是燃眉之急。青年宿舍作為香港青年政策的重頭戲，政府宜將此情況納入此大政策的背景中，賦予政策能夠在多方面惠及青年人，穩定在港的年青人口數目，並協助他們努力向上流。基於以上情況，民主思路建議為有需要的青年建構一個「青年循環發展生態圈」，由青年發展不同階段的單身、結婚、創業及年青家庭形成一個循環發展生態圈（見圖一）。此生態圈泛指年青人可選的不同目標，而不會走上某一必然的路徑。就此，民主思路建議政府為有上進心的年青人重新規劃三類青年宿舍，以供選擇：

6.2 設立「青年首置發展基金」及以義工服務用作抵銷租金的青年宿舍

要兌現幫助青年省金錢的承諾，建議建立「青年首置發展基金」，把大部份青年宿舍的租金(至少超過一半)撥入其個人的「青年首置發展基金」內，可留待用作將來青年置業的首期開支。除此之外，青年亦可以透過參與宿舍安排的社區服務，抵銷青年宿舍的租金，以每年參與不少於 200 小時的社會工作小時，計劃可節省不少於 1/2 原有應付租金，把省掉的租金存放在宿友個人的「青年首置及發展基金」。與其讓青年宿友將 200 小時的社會服務時間花在承辦商安排的講座上，青年宿友倒不如身體力行參與的社會福利工作，這一安排不僅幫助社福機構，提供義務工作，並能節省社福機構的資源。這種服務的具體內容包括為基層或年青家庭托兒(例如政府推出的「在校課後託管服務試行計劃」，有效幫助生育率)、校後補習、關愛劏房戶及獨居老人等。通過這種安排，青年人既可以獲得社會服務的實踐經驗，也能在社福機構中發揮自己的專長和技能，同時也幫助解決了這些機構人力資源不足的問題，節省政府的公共資源。此外，這種服務還能讓青年人瞭解社福機構的需求和運作方式，提高他們的社會責任感、同理心和參與度。

6.3 設立「青年創業宿舍」，以「創業」為主題的青年宿舍

建議此類青年宿舍以一體化的創業宿舍為主的創新空間設計，將居住和辦公空間融合，類似香港科學園的「創新斗室」。在這類新型青年宿舍中，可以將不同專長的年青人在創科園區進行有機結合，讓他們發揮協同效應。在居住空間上，它能夠為有創意的青年人提供了寬敞、舒適和宜居的環境，讓他們能獲得良好的休息和溝通環境。而在辦公空間上，它則具備了方便快捷的網絡和辦公設備，為創科人才提供了一個非常便捷的工作環境。另一方面，宿舍亦可為他們提供互相交流彼此認識的地方。

這種設計的好處是，不同能力的青年人也可以加入，以不同方式協作和支持創科人才，為整個創業宿舍注入更多的活力和創意。通過這樣的設計，青年宿舍為創科人才提供了一個集生活、工作、社交於一體的場所。青年宿舍可以根據不同宿友的喜好和人口特徵而聚合，形成一個又一個有機的社區，這些社區可以相互交流、分享經驗和資源，從而促進整個青年宿舍計劃作多元化發展。

6.4 設立「青年家庭宿舍」，滿足年輕家庭需要的青年宿舍

本港生育率僅 0.77，即理論上，一名女士只生育 0.77 個嬰兒。香港的居住環境狹窄，渴望組織家庭的青年人要面對高租金、高樓價和低收入의 困境，因此他們欠缺養兒育女的決心。此類破格的青年宿舍能夠提供能夠容納小孩的家庭房間予符合資格的申請人，並以較低廉的租金減輕住屋需要。另外，政府可以為此類宿舍亦可增設幼兒園，提供整天和半天的區內托兒服務，詳情可參考政府推出的「在校課後託管服務試行計劃」。青年宿舍的宿友可以參與此托兒照顧服務。藉此安排，此類安排不單有效解決很多年輕父母要上班，子女無人照顧或無錢請人照顧的問題，相信亦能有助提高生育率。因此，青年家庭宿舍能夠幫助年青家庭和釋放女性勞動力，幫助年青家庭住屋、提供幼兒教育、托兒服務，大大減輕年青父母的負擔。

6.5 小結

總體而言，民主思路建議為有需要的青年構建一個「青年循環發展生態圈」，為了更好地滿足青年人的需求，並在多方面支持他們成長和發展。因此，為了達到此政策目標，我們提出了三種不同青年宿舍的發展方向。

首先，設立「青年首置發展基金」，其次透過參與義工服務以抵銷租金的宿舍，我們鼓勵年青人參與社區服務，同時節省開支，並幫助社福機構解決人力資源不足的問題。其次，以「創業」為主題的宿舍提供了一個集生活、工作、社交於一體的場所，促進了年輕創業者之間的協同效應，並為他們提供了良好的工作和居住環境。最後，針對年輕家庭的宿舍能夠減輕他們在高成本城市中的住房壓力，並提供在宿舍的幼兒教育及托兒服務，促進生育意願和釋放女性勞動力。

這些政策建議旨在為青年人創造更多機會，幫助他們實現個人和職業目標，同時為香港社會注入更多活力和創意，建構及完善循環青年發展生態。這是一個有助於香港青年發展的重要步驟，希望政府能夠積極考慮並實施，以實現更具影響力的青年宿舍政策。我們深信，青年是將來的社會棟樑，未來的香港離不開青年的發展。

結論

本報告對「青年宿舍」政策嘗試進行了多方面的研究和評估，旨在瞭解政策的實際影響和效果。從問卷調查的結果來看，大多數受訪者對此政策持正面看法，但也指出了一些可以改善和優化的地方。這些建議應可以為政策提供了寶貴的意見，有助於更好地調整和完善政策。

在焦點小組分析部分，我們深入探討了青年宿舍住戶的需求和期望。從這些分析中，我們了解到青年人對於宿舍的設施、管理和政策都有較高的期望。為了滿足這些期望，政府和相關部門需要進一步加強與宿舍住戶的溝通，並採取有效的措施來提高宿舍的質量和服務。

本報告還對政策的投入、績效、有效性和效率進行了詳細的評估。從這些評估中，我們可以看到「青年宿舍」政策在一定程度上已經達到了預期的效果，但在某些方面仍然存在不足。為了更好地實施這一政策，我們需要進一步加強監督和管理，確保政策的執行能夠真正地滿足青年人的需求。

尤其值得一提的是，本報告在第六部分重新界定了「青年宿舍」政策。從這部分的分析和討論中，我們認為現行的政策在某些方面仍然存在不足，需要進行相應的調整和改革。特別是在政策的目標、範疇和資源配置方面，我們提出了一些建議，希望政策的未來發展與時並進。

總之，「青年宿舍」政策是一項重要的社會政策，對於促進青年人的成長和發展起了積極的作用。但與此同時，我們也認識到這一政策還存在不足，需要進一步的研究和完善。希望本報告能夠為相關部門提供有價值的意見和建議，推動「青年宿舍」政策走向更好的未來。

參考資料

Howlett, M., & Ramesh, M. (2003). *Studying Public Policy: Policy Cycles and Policy Subsystems*. Oxford University Press.

Path of Democracy

Path of Democracy (PoD) is a mission and action driven think tank that strives to create maximum room for democratic development under the principles of One Country Two Systems, Hong Kong people ruling Hong Kong and a high degree of autonomy. We believe that communications with mutual trust which is conducted under a moderate attitude is essential for the development of democracy. To this end, we have established Path of Democracy as a platform to:

- Consolidate the majority of supporters of the democratic camp in the society;
- Promote a moderate political approach in a proactive manner, and to carve out new political horizon in the society;
- Formulate agenda and construct systematic political discourse;
- Establish new ideological dimensions in the politics, society, economics and culture of the Hong Kong Special Administrative Region together with different stakeholders through research, dialogue and engagement.

Author

Allan Wong is Co-convenor (Internal & District Affairs) of Path of Democracy.

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Study and Policy Recommendations of Youth Hostel

Allan Wong

Introduction

The current government continues to expand the "Youth Hostel" program with the aim of providing living spaces for young people, helping them "realize their aspirations," and saving money for their future development. Path of Democracy has been closely monitoring the "Youth Hostel" policy and hopes that through this research, we can analyze and evaluate this policy that has been in place for over a decade. This report provides a comprehensive study and assessment of various aspects of the "Youth Hostel" policy.

The first part of the report is an introduction, outlining the content and purpose of the report. The second part primarily focuses on the results of an online survey, attempting to systematically analyze the policy within limited resources and evaluate the public's awareness and opinions regarding the "Youth Hostel" policy. The third part provides an analysis of focus group interviews related to youth hostels, delving into the needs and expectations of hostel residents. The fourth part offers a research summary, while the fifth part provides a detailed evaluation of the policy, analyzing its inputs, performance, effectiveness, and efficiency from multiple perspectives. Notably, the sixth part redefines the "Youth Hostel" policy and presents conclusions and recommendations, offering new directions for the policy's future development.

In conclusion, the report summarizes all research findings and analyses, providing a conclusion that aims to offer valuable guidance and reference for the future development of the "Youth Hostel" policy.

1. Survey by Online Questionnaire

An online survey was conducted from December 28, 2022, to February 3, 2023, to gather the public's attitudes towards the "Youth Hostel" policy, analyze factors influencing young people's housing needs, identify policy gaps, and provide constructive criticism.

More than four in ten respondents (43.5%) were unaware of the government's implementation of the "Youth Hostel" program. Only 20% of respondents expressed interest in participating in this program. Among those who indicated willingness to participate, 76.6% considered the chances of a successful application to be "small to very small."

Combining questions regarding "reasons driving young people to move out of their family homes" and "benefits young people believe the Youth Hostel program can bring," we found that young people prioritize "living space" as the primary criterion for choosing to reside in a hostel. The second most important factor is "affordable rent," followed by "location of the accommodation." The proximity of "social circles in the future" appeared to be of less significance.

2. Recommendations

The government should significantly increase the number of hostel spaces to break the vicious circle of "limited supply, low application success rate, and low application numbers." Even after a decade of the program's existence, the supply of hostel spaces (totaling 1,760 by the end of 2022) falls far short of the government's promised quota of 3,000 spaces. Considering the eligible population within the age range (in 2021, approximately 990,000 people aged 18

to 30), 3,000 spaces (approximately 0.3% of the population) are insufficient. Therefore, we now recommend the government increase the number of spaces to 6,000, which would be a more appropriate response.

In addition to determining the quantity of hostel spaces, the government should also better understand the applicants' needs. For example, since "the geographical location of the hostel" is not a primary factor for young people participating in this program, hostels can be located farther from the city center, providing more flexibility in choosing suitable locations and benefiting a larger number of young people.

The government should enhance the promotion of the "Youth Hostel" program, with an emphasis on highlighting that hostels can offer "more private space," "affordable rent," and the opportunity to help young people "pursue independent living." This approach will make young people feel that the government values their opinions.

To make the "Youth Hostel" program more appealing to young people, we recommend that the government boldly innovate and develop vertically integrated youth hostels to attract various groups of young individuals. We believe that vertically integrated youth hostels can become the centerpiece of youth policy. These hostels can be designed as vertically integrated buildings, utilizing multi-story structures or repurposed industrial buildings to provide different types of shared spaces, such as public performance venues, common areas, or cafes on the lower floors, while the upper floors can serve as hostel clusters or multi-functional studios. Within the building, areas can be designated for creative work, training and learning, or social activities, allowing young people

to pursue their dreams during their free time. The target residents could include young individuals engaged in cultural creation, artistic performance, or AI development, among others. Ultimately, this setup would bring similar groups together, fostering synergy. In terms of management, the government can consider outsourcing to non-governmental organizations to avoid public perception of government intervention in youth arts and cultural creation.

3. Analysis of Results of Focus Group Interviews

On April 13, 2023, Path of Democracy organized a focus group survey with a total of 8 participants, all of whom were residents of youth hostels, including one coordinator. The following is a summary of the key points discussed in the group and the participants' perspectives:

3.1 Objective

Young people aspire to have a better living environment and independent private space. They also find it challenging to afford the rent of private housing. Therefore, youth hostels located in urban areas can help alleviate their life stresses. Some participants expressed that they understand that youth hostels can attract peers from diverse backgrounds to live together, and as a result, they hope to make friends through various activities within the hostel.

3.2 Facilities and Living Experience

The participants unanimously agreed that the operators of youth hostels should provide basic facilities to the residents, including:

- v. Improving Wi-Fi speed to a level that allows for remote work (capable of video downloads and uninterrupted online meetings).
- vi. When converting hotels into youth hostels, the dimensions of desks and wardrobes should be increased, and shared facilities such as washing machines should be added to accommodate longer-term stays.
- vii. Public or in-room facilities should undergo thorough inspections and adequate preparation before being rented out to minimize inconveniences such as leaking bathrooms or non-functioning elevators.
- viii. Operators have not yet drafted rules for activities that youth residents can organize (i.e., 200 hours of service), causing confusion among the youth.

3.3 Impacts on Hong Kong

In contrast to when the current government initially introduced the policy to expand “Youth Hostels,” young people now feel that hostels located in urban areas can help them commute to work more conveniently and save on rental expenses, making them more willing to stay in Hong Kong for their career development.

3.4 Recruiting Procedures and Application Qualification for Youth Hostels

Some participants believed that the approval process for this youth hostel appeared faster than they had anticipated, giving the impression of efficiency, but it lacked proper organization. According to one participant’s understanding, the youth hostel received approximately 400 applications. Based on the estimated time spent on the application process (from interviews to room selection, totaling 3 days), it is possible that the operator did not conduct all due diligence in their review. Furthermore, during the stay, as observed by the participant, the young

residents did not seem to have urgent financial needs, and the operator did not assign other applicants to share the same room, resulting in situations where one person occupied a double room. This raised suspicions among the participants regarding whether the operator had conducted income checks or followed appropriate guidelines for room assignments.

3.4 How to Raise Public Awareness on Youth Hostels

One participant mentioned that at the time of writing, they only learned about the upcoming opening of the youth hostel in Yuen Long and the conversion of a certain hotel in Causeway Bay into a youth hostel through traditional media reports. They also noticed from these reports that the operator officially opened in April 2023. After moving in, the participant questioned the operator's lack of effective use of social media platforms for hostel promotion, which they believed contributed to the low occupancy rate.

3.5 How to Expand Impacts of Youth Hostels

Firstly, the participants believe that the government or voluntary organizations should make every effort to monitor the operation of hostels to ensure that young residents can enjoy basic facilities and support. Once their needs are met, they can assist hostels in promoting themselves to various sectors of society, thereby enhancing the persuasiveness of youth programs.

4. Summary of Research Report

Based on our survey results and focus group interviews, the Youth Hostel Program has to some extent helped meet the housing needs of young people,

but there is still room for improvement. Here are our recommendations for the policy:

- i. The government should significantly increase the number of hostel spaces to meet the needs of more young people, with a suggested increase to 6,000 spaces.
- ii. The government needs to gain a deeper understanding of applicants' needs, such as geographical location and rent affordability.
- iii. The government should strengthen its promotional efforts to ensure that more young people are aware of the benefits and conditions of the Youth Hostel Program.
- iv. The design and management of youth hostels should be innovative, and the development of vertically integrated youth hostels should be considered to attract more young participants.

5. Policy Evaluation

The policy evaluation of the "Youth Hostel" program (Howlett, 2003, 207-226) primarily revolves around the assessment of the following three categories:

5.1 Effort Evaluation

Besides financial commitment, policy input evaluation typically involves measuring how much non-financial resource the government allocates to achieve a particular policy objective. We found that government officials have promoted the "Youth Hostel" policy through press conferences, and subsequent news dissemination through the media has reached a wider audience. Officials have expressed their desire to continue expanding the Youth Hostel program,

providing more rooms and opportunities for young people. To achieve this goal, they have undertaken additional projects and have repurposed some hotel rooms as youth hostels because the government aims to increase accommodation spaces by 3,000 in the next five years.

5.2 Performance Evaluation

"Performance evaluation" solely refers to policy outputs rather than inputs, with the main objective being to simply ascertain the results produced by the policy and determine whether it meets its targets. The policy evaluation of the "Youth Hostel" program primarily examines whether the number of hostel beds or rooms and the level of rents meet the expected policy objectives. As of mid-July 2023, the total number of provided hostel spaces has already exceeded 2,100, which is two-thirds of the target of 3,000 spaces within five years of the policy launch (see Table One). However, some of the accommodations still charge monthly rents that are higher than the policy's target of sixty percent below market rates, as detailed in Table Two.

5.3 Effectiveness Evaluation

Firstly, there have been seven major projects progressing under the framework of the "Youth Hostel Program" to date. Among them, the completed and occupied project is the Youth Square Youth Hostel located in Tai Po. Multiple ongoing or planned projects are distributed in areas such as Yuen Long, Jordan, Sheung Wan, Mong Kok, and Wan Chai. These projects are expected to provide over 3,400 dedicated youth accommodations.

Secondly, each project has its uniqueness. From site selection, design, to technical requirements, they present different challenges and demands. Some projects are situated near designated heritage sites, necessitating heritage assessments and consultations. In contrast, certain projects follow the principle of "multipurpose use," where, besides providing youth hostels, they also need to consider the planning and construction of other public or self-financed facilities.²

5.4 Efficiency Evaluation

According to information in May 2022, the Youth Hostel Program encompasses seven projects, providing over 3,400 youth accommodation spaces. This program involves the participation and contributions of six non-governmental organizations, including:

- vii. The Hong Kong Federation of Youth
- viii. Po Leung Kuk
- ix. Hong Kong United Youth Association
- x. The Y. Elites Association
- xi. Lady Lau Memorial Charitable Foundation
- xii. Hong Kong Youth Hostels Association

As of now, the project distribution is as follows: (dated on September 2023)

Completed and Occupied: 1 (The Hong Kong Federation of Youth in Tai Po)

Near Completion: 1 (Po Leung Kuk in Yuen Long)

² 香港政府新聞公報。 (2022年5月4日)。立法會二十一題: 青年宿舍計劃。
<https://www.info.gov.hk/gia/general/202205/04/P2022050400213.htm> (2023年8月21日進入)

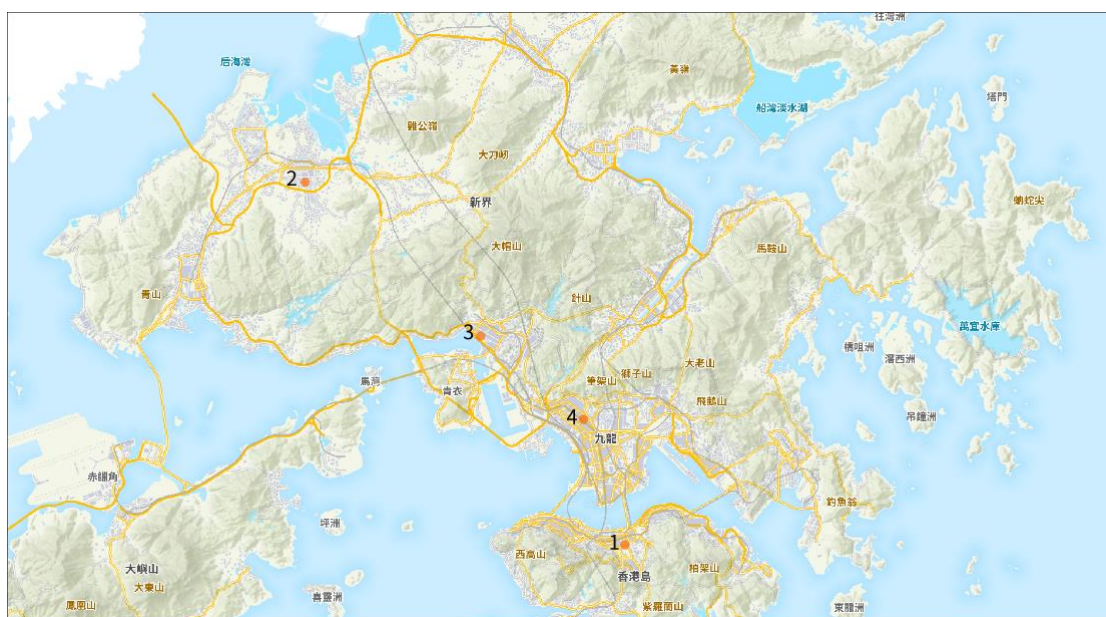
Under Construction: 2 (Hong Kong Girl Guides Association in Jordan, Tung Wah Group of Hospitals in Sheung Wan)

Planned: 3 (located in Mong Kok, Yuen Long, Wan Chai)

Project Progress: Based on existing data, the projects are at different stages, ranging from completed projects to those still in the planning stage. This indicates that the program has ongoing momentum, and projects are progressing according to the plan.

Involvement of Non-Governmental Organizations: The participation of six non-governmental organizations in this program highlights the public-private partnership model, effectively utilizing government resources in established ways. By the end of May 2023, the projected supply of accommodations is expected to provide over 3,400 spaces, clearly alleviating the housing pressure for some of Hong Kong's youth to a certain extent.

Figure 1. Locations of Youth Hostels



Source of Map: Geoinfo Map of Lands Department (2023)

Table 1. Current Information of Youth Hostels

#	Property	Address	Saleable area (sq. ft.)	No. of beds provided	Monthly rent (HK\$)
1	beLIVING Hub	39 Morisson Hill Road, Wan Chai	176 - 324	194	\$3,800 - \$8,200 per bed
2	Po Leung Kuk Lee Sau Kee Youth Oasis	18 Tai Shu Ha Road West, Yuen Long	Single room : 179 -214 Double room : 199 - 240	1,680	Single room: \$2,950 - \$3,750 Double room: \$3,100 - \$4,200
3	Home2 Youth Hostel	8 Yeung Uk Street, Tsuen Wan	320 – 430 (Double bed or double room)	200	\$4,680 – \$4,980 per bed
4	Joseph's House	86-88 Ap Liu Street, Shum Shui Po	No information available	84	\$3,000 per bed
				Total: 2,158	

Source: Webpages of each Youth Hostel (2023)

Note: The above numbers for Youth Hostels are sorted by opening date.

Table 2. Comparison of Monthly Rental between Youth Hostel and the Same Hotel

Property	Date	Saleable area (sq. ft.)	Monthly Rental (HK\$)	Rental for two weeks (HK\$)
Hotel Ease	31 October 2021 (Rental from 14 days)	113	Not applicable	4,650*
beLIVING Hub	April 2023	130	\$4,200 per bed	\$4,200 (for two beds)

Source: beLIVING Hub webpage (2023), kkday.com (2021)

Note: * Since the data source does not clearly state whether the price is calculated on the 14th or 30th, it is assumed that the 14th is the lowest price displayed on the web page.

Table 2. Comparison of Monthly Rental between Youth Hostel and the Same Hotel
(Continued)

Property	Date	Saleable area (sq. ft.)	Rental for two weeks (HK\$)
Nina Hotel Tsuen Wan West	1 to 30 September 2023	Double room	\$943 per night (Monthly rental for \$28,290)
Home2Youth Hostel	July 2023	320 – 430 (double room)	\$4,680 per bed (Each room for \$9,360)

Source: webpages of Home2Youth Hostel (2023) and Nina Hotel Tsuen Wan West (2023)

6. Creating an impactful youth hostel policy: Revisiting policy objectives

As mentioned at the beginning of this report, the policy objectives of youth hostels encompass three major areas: expanding living space, assisting young people in realizing their aspirations, and saving money for their future development.

Among these three objectives, measuring or defining achievement for "realizing aspirations" and "saving money for the future" presents challenges. Firstly, the current number of residents is insufficient to draw significant conclusions. Secondly, the exact amount of money saved after five years of staying in hostels costing less than 60% of the market rate remains unknown. Thirdly, "realizing aspirations" is a highly individualized concept, making it nearly impossible to encompass everyone's ideals.

Figure 2. Youth Circular Development Ecosystem



Note: 青年循環發展 (“Youth Circular Development”), 青年首置發展 (“Youth First Home Development”), 青年創業宿舍 (“Youth Entrepreneurship Hostels”), 青年家庭宿舍 (“Youth Family Hostels”), 青年社會參與 (“Youth Social Participation”)

6.1 Redefining Youth Hostel Policy

Since 2020, there has been a staggering increase in the outflow of young talents and families moving to other countries, leading to a desperate need for talent in various sectors. Nurturing young people has become an urgent priority in Hong Kong society. As youth hostels play a significant role in Hong Kong's youth policy, the government should consider this situation within the broader context of the policy, aiming to benefit young people in multiple ways, stabilize the population of young residents in Hong Kong, and assist them in upward mobility.

In light of the above situation, it is recommended that a "Youth Development Ecosystem" be created for young people in need. This ecosystem would

encompass various stages of youth development, including singlehood, marriage, entrepreneurship, and young families, forming a cyclical development ecosystem (see Figure One). This ecosystem represents different possible goals for young people rather than a predetermined path. Therefore, it is suggested that the government reconfigure three types of youth hostels for ambitious young people to choose from:

6.2 Establishment of the "Youth First Home Development Fund" and Youth Hostels with Volunteer Services as Rent Offsets

To fulfill the commitment to help young people save money, it is suggested to establish the "Youth First Home Development Fund," whereby a significant portion of the rent for youth hostels (at least half) would be allocated to their individual "Youth First Home Development Fund." This fund could be saved for future down payments when young people decide to purchase their first homes. Furthermore, young people can offset their youth hostel rent by participating in community service arranged through the hostel, with a minimum of 200 hours of social work per year. This program could save them at least half of their original rent expenses, with the saved rent being deposited into their individual "Youth First Home Development Fund."

Rather than having young hostel residents spend 200 hours of social service time attending lectures arranged by the hostel contractor, it would be more beneficial for young residents to actively engage in comprehensive social welfare work. This arrangement not only assists welfare organizations by providing volunteer labor but also helps save resources for these organizations. The specific services may include babysitting for grassroots or young families (e.g., the government's "After-School Care Service Pilot Scheme," which effectively supports the birth

rate), tutoring, caring for subdivided flat residents, and assisting elderly individuals living alone, among others.

Through this arrangement, young people can gain practical experience in social services, utilize their skills and expertise within welfare organizations, and address the issue of manpower shortage within these organizations, thereby saving public resources. Additionally, such services can help young people understand the needs and operations of welfare organizations, fostering a sense of social responsibility, empathy, and participation.

6.3 Establishment of "Youth Entrepreneurship Hostels" with a Focus on Entrepreneurship

It is suggested to design innovative spaces centered around integrated entrepreneurship hostels, similar to Hong Kong Science Park's "InnoCell." In such new-age youth hostels, living and office spaces are integrated, allowing young individuals with different expertise to collaborate within a technology park, facilitating a synergistic effect. In terms of living spaces, it provides a spacious, comfortable, and livable environment for creative young people, offering them a place for rest and communication. On the other hand, the office space features convenient and efficient networking and office equipment, providing a highly convenient working environment for tech talents. Additionally, the hostel can serve as a place for them to network and get to know each other.

The advantage of this design is that young people with different skills can join and support tech talents in various ways, injecting more vitality and creativity into the entrepreneurship hostels. Through this design, youth hostels provide a place where life, work, and socializing converge for tech talents. Youth hostels can

naturally aggregate based on the preferences and characteristics of their residents, forming organic communities that can interact, share experiences, and resources, promoting diversity and development within the entire hostel.

6.4 Establishment of "Youth Family Hostels" to Meet the Needs of Young Families

With Hong Kong's fertility rate at only 0.77, which theoretically means that one woman gives birth to only 0.77 children on average, the city's limited living space and the financial challenges young people face, including high rent, property prices, and low income, deter many from starting families. These specialized youth hostels can provide family rooms capable of accommodating children for eligible applicants, offering lower rents to ease their housing needs. Additionally, the government can consider adding childcare facilities to these hostels, providing full-day and half-day neighborhood childcare services, as outlined in the government's "After-school Care Service Pilot Scheme." Residents of youth hostels can participate in these childcare services. Through such arrangements, these family-friendly hostels can effectively address the challenges faced by young parents who need to work while ensuring their children are taken care of, potentially contributing to an increase in the birthrate. Therefore, youth family hostels can assist young families, release female labor, provide early childhood education, and childcare services, significantly alleviating the burdens of young parents.

6.5 Summary

Overall, Path of Democracy suggests creating a "Youth Development Ecosystem" to better meet the needs of young people and support their growth and

development in various ways. In order to achieve this policy objective, we have proposed three different types of development directions for youth hostels.

Firstly, the establishment of the "Youth First Home Development Fund." Secondly, through hostels where young people can offset their rent through volunteer service, we encourage them to engage in community service, save expenses, and help social service organizations address their manpower shortage. Thirdly, hostels with a focus on "entrepreneurship" provide a place that combines living, working, and socializing, fostering synergy among young entrepreneurs and providing them with a conducive work and living environment. Finally, hostels for young families can alleviate their housing stress in a high-cost city and provide early childhood education and childcare services within the hostel, promoting the willingness to have children and releasing female labor force.

These policy recommendations aim to create more opportunities for young people, help them achieve their personal and career goals, and inject more vitality and creativity into Hong Kong society. They construct and enhance a cyclical youth development ecosystem. This is an important step towards the development of Hong Kong's youth, and we hope the government will actively consider and implement these policies to realize a more impactful youth hostel policy. We firmly believe that young people are the future pillars of society, and the future of Hong Kong relies on the development of its youth.

Final Conclusion

This report has conducted comprehensive research and assessment of the "Youth Hostel" policy, aiming to understand its actual impact and effectiveness. Based on the results of the survey, most respondents hold a positive view of this policy but have also pointed out areas that can be improved and optimized. These suggestions provide valuable insights for adjusting and enhancing the policy.

In the analysis of focus group interviews, we delved into the needs and expectations of youth hostel residents. From these analyses, we learned that young people have high expectations for the facilities, management, and policies of hostels. To meet these expectations, the government and relevant authorities need to enhance communication with hostel residents and take effective measures to improve the quality and services of the hostels.

The report also conducted a detailed assessment of the policy's inputs, performance, effectiveness, and efficiency. From these evaluations, we can see that the "Youth Hostel" policy has achieved its intended effects to some extent, but there are still shortcomings in certain aspects. To better implement this policy, we need to strengthen supervision and management to ensure that it genuinely meets the needs of young people.

Particularly noteworthy is the redefinition of the "Youth Hostel" policy in the sixth section of the report. From the analysis and discussion in this section, we believe that the existing policy still has deficiencies in certain aspects and requires corresponding adjustments and reforms. Especially in terms of policy goals,

scope, and resource allocation, we have made some recommendations, hoping that the future development of the policy will keep pace with the times.

In summary, the "Youth Hostel" policy is an important social policy that has played a positive role in promoting the growth and development of young people. However, at the same time, we recognize that there are still shortcomings in this policy that need further research and improvement. We hope that this report can provide valuable insights and recommendations to relevant authorities and contribute to a better future for the "Youth Hostel" policy.

Reference

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**民主思路 PATH OF DEMOCRACY
香港政治及行政學苑 HK ACADEMY OF POLITICS AND PUBLIC POLICY**

3/F, Kam Chung Commercial Building
19-21 Hennessy Road, Wan Chai, HK
香港灣仔軒尼詩道19-21號金鐘商業大廈3樓

Tel: (852) 2509 3131

Fax: (852) 2509 3130

www.pathofdemocracy.hk