

Chapter 8

Housing

The government's policy objectives are to provide public rental housing for low-income families to meet their basic housing needs, provide subsidised sale flats to enhance the housing ladder, and maintain the healthy and steady development of the residential property market.

The Secretary for Housing oversees housing matters and serves as the ex officio Chairman of the Hong Kong Housing Authority.

The Housing Authority is a statutory body which develops and implements public housing programmes. Its vision is to provide affordable public rental housing (PRH) to low-income families with housing needs, and to provide subsidised sale flats (SSF) to help low- to middle-income families achieve home ownership.

Headed by the Permanent Secretary for Housing/Director of Housing, the Housing Department is the Housing Authority's executive arm in building and managing Hong Kong's public housing estates. The Housing Bureau monitors the private residential property market, facilitates homebuyers' access to full and accurate information and oversees policy for the regulation of estate agents.

As at the fourth quarter of 2025, there were about 3,085,600 flats in Hong Kong, comprising about 886,000 subsidised rental housing units¹, 466,300 SSF² and 1,733,300 private sector flats. About 28 per cent and 15 per cent of the population lived in subsidised rental housing units and SSF respectively.

The 2025-26 estimate for public housing expenditure was about \$59.8 billion, or 6.8 per cent of the total public expenditure.

Housing Policy

The government provides PRH through the Housing Authority and Hong Kong Housing Society³ to low-income families who cannot afford private rental accommodation. The authority and society also sell SSF to assist low- to middle-income families in achieving home ownership.

Under the government's Public Housing Production Forecast, as at December, about 11,300 PRH/Green Form Subsidised Home Ownership Scheme (GSH) units and 6,900 other SSF were expected to be completed in 2025-26 and about 115,000 PRH/GSH units and 60,000 other SSF were expected to be completed over a five-year period from 2026-27 to 2030-31.

The government strives to enhance the housing ladder through providing different types of SSF, including flats under GSH, the Home Ownership Scheme (HOS) and Starter Homes for Hong Kong Residents projects, to address the home ownership aspiration of families with different incomes.

¹ Comprising public rental housing and interim housing flats under the Housing Authority, rental flats under the Hong Kong Housing Society and Light Public Housing units under the Housing Bureau.

² Excluding flats provided by the Urban Renewal Authority.

³ The Hong Kong Housing Society is an independent, not-for-profit organisation. One of its major functions is to provide subsidised housing to target groups at affordable rents and prices.

On private housing, the government's policy is to maintain healthy and steady development of the residential property market.

Long Term Housing Strategy

The government's Long Term Housing Strategy adopts supply-led and flexible principles, and establishes three major strategic directions: to provide more PRH units and ensure the rational use of existing resources; to provide more SSF, expand the forms of subsidised home ownership and facilitate circulation of existing stock on the market; and to stabilise the residential property market through steady land supply and appropriate demand-side management measures, and promote good sales and tenancy practices for private residential properties.

Under the strategy, the government updates the long-term housing demand projection annually and formulates a rolling 10-year housing supply target. The updated demand projection will capture social, economic and market changes over time, with timely adjustments made where necessary.

To ensure the strategy moves with the times, the Housing Bureau conducted a comprehensive review of the strategy during its annual update in 2024 – coinciding with the 10th anniversary of the strategy's promulgation – and put forward the following three directions for refinement: to continue adopting the supply-led and flexible principles to increase housing supply; to safeguard the rational use of PRH resources and encourage PRH tenants to move up the housing ladder; and to enhance the housing ladder to promote home ownership among young people.

The government has identified sufficient land to meet the public housing supply target of 294,000 units for the 10-year period from 2026-27 to 2035-36, with the public-private split of new housing supply maintained at 70:30 or a supply target of 126,000 units for private housing.

In the next 10 years, the public housing supply will be planned with a gradual move towards a 60:40 ratio between PRH/GSH and other SSF, so as to increase home ownership opportunities for citizens. Correspondingly, the public housing supply target of 294,000 units will comprise 176,000 units for PRH/GSH and 118,000 units for other SSF.

The authority has introduced multiple policy measures to assist citizens, especially young people, in achieving their dream of home ownership through the aspects of supply as well as sales and financial arrangements.

Some 51,200 flats were completed in 2025, comprising about 18,400 private residential flats (excluding village houses), about 23,300 traditional public housing flats and about 9,500 Light Public Housing (LPH) units.

Light Public Housing

To fill the short-term public housing gap and improve the living conditions and quality of life of people living in inadequate housing as soon as possible, LPH is built under a government-led approach. The target is to complete the construction of about 30,000 units before 2027-28.

About 9,500 units were completed in 2025, covering four newly built projects: Yau Pok Road in Yuen Long, Choi Hing Road in Ngau Tau Kok, Olympic Avenue in Kai Tak (Phase 1), and Tsing Fuk Lane in Tuen Mun. There were also two school conversion projects: Choi Yuen Road in Sheung Shui and Shun On Road in Kwun Tong. In addition, the school-converted project at Choi Shek Lane in Kowloon Bay will be completed in March 2026, providing about 150 units. About 20,300 units and 200 units are anticipated for progressive completion in 2026 and early 2027 respectively.

Transitional Housing

Transitional housing aims to provide short-term accommodation for those in need by making better use of short-term vacant land and premises. The government has implemented the provision of over 21,000 transitional housing units, exceeding the original target of 20,000 units. As at end-December, over 19,700 units had been made available for application by those with imminent housing needs, and it was anticipated that about 1,400 units will be available in the first half of 2026.

Basic Housing Unit Regime

The current-term government is determined to tackle the long-standing issue of substandard subdivided units (SDUs). The Basic Housing Units Ordinance, first announced in the Chief Executive's 2024 Policy Address, was passed by the Legislative Council in late September 2025, and will come into effect on 1 March 2026 under the principle of 'registration first, enforcement later'. The legislation puts in place the Basic Housing Unit (BHU) regime, under which SDUs in residential buildings must comply with minimum standards of living conditions, which include a minimum area, minimum height, fire safety, structural safety, provision of a separate toilet, water supply requirements, lighting and ventilation, as well as separate water and electricity meters. The SDUs must also obtain BHU recognition before they can be legally let out for habitation.

Owners/operators of pre-existing SDUs will have a year from the ordinance's commencement to register for a grace period that will provide them with a total of 48 months in transitional arrangements (a 12-month registration period from 1 March 2026 to 28 February 2027, followed by a 36-month grace period from 1 March 2027 to 28 February 2030) to gradually adapt their SDUs to the BHU regime's requirements and obtain BHU recognition. Following the expiry of the registration period, from 1 March 2027 onwards, the Housing Bureau will begin enforcement action against the illegal letting of SDUs with no registration and no recognition in an orderly manner, instead of taking immediate enforcement action in one go, aiming to eventually eradicate substandard SDUs. Meanwhile, the six District Service Teams under the Housing Bureau will continue to provide all-round support to SDU tenants to ensure that affected households are not rendered homeless.

Tenancy Control on Subdivided Units

Tenancy control on SDUs is implemented through Part IVA of the Landlord and Tenant (Consolidation) Ordinance, providing tenants with much-needed security of tenure and protecting them from being overcharged for public utilities and unwarranted rent increases on tenancy renewal, without unduly compromising the private property rights of landlords.

Subsidised Rental Housing

At the fourth quarter of 2025, about 2.1 million people (equivalent to 28 per cent of the population) were living in 886,000 public rental units of the Housing Authority and Hong Kong Housing Society, and the LPH units of the Housing Bureau.

Application and Allocation

As at end-December, there were about 106,300 general applicants and 81,500 non-elderly one-person applicants under the Quota and Points System (QPS). The Composite Waiting Time for Subsidised Rental Housing (CWT)⁴ in respect of general applicants who were housed to PRH or LPH in the past 12 months was 5.1 years.

General applicants are allocated PRH units according to the order of their registrations, family size and choice of districts. For non-elderly one-person applicants under the QPS, their priority is determined by the total points accumulated on the basis of applicants' age at the time of application, their waiting time and whether they are already living in PRH. All applicants must meet the eligibility criteria.

About 28,200 PRH units were allocated in 2025, comprising about 22,700 units for general applicants and non-elderly one-person applicants under the QPS, and 3,300 units for existing tenants for various types of transfers. The remaining 2,200 units were allocated to others, such as applicants for compassionate rehousing and families affected by government clearance actions, fire, natural disasters and emergencies. Eligible applicants may have an earlier chance to be allocated PRH units by opting for less popular flats under the Express Flat Allocation Scheme. About 1,400 households benefited from this scheme in 2025.

Elderly single people can apply for PRH under the Single Elderly Persons Priority Scheme, or apply with other elderly people under the Elderly Persons Priority Scheme. These schemes grant priority to eligible elderly applicants over ordinary family applicants. The CWT for elderly one-person applicants was 3.5 years as at end-December. Families are encouraged to live with their elderly relatives in PRH estates.

The Housing Authority approved the launch of the Families with Newborns Allocation Priority Scheme in 2024. Under the scheme, PRH family applications with babies born on or after 25 October 2023 and aged one or below would be credited with a waiting time of one year. As at end-December 2025, about 6,500 PRH applications with a one-year waiting time had been credited under the scheme, among which, about 930 applications have been housed to PRH.

⁴ CWT refers to the average of the waiting time of those general applicants (family applicants and elderly one-person applicants) who were housed in PRH or LPH in the past 12 months. It is not applicable to non-elderly one-person applicants under the Quota and Points System. Waiting time refers to the time taken between registration for PRH and first flat offer, excluding any frozen period during the application period, (for example, when the applicant has not yet fulfilled the residence requirement; the applicant has requested to put his/her application on hold pending arrival of family members for family reunion; or the applicant is imprisoned).

Rental Level and Assistance

The Housing Authority's policy is to set affordable PRH rents. Its rents cover rates and management and maintenance costs, and ranged from \$539 to \$6,295 (with an average of \$2,519) per month as at end-December. The rents are reviewed every two years and rent adjustments are based on changes in tenants' overall household incomes. The latest adjustment was a 10 per cent increase effective from 1 October 2024. Considering the socio-economic circumstances, the extent of the rent increase, impact on the PRH tenants and the Housing Authority's financial position, the authority endorsed a special concessionary measure for PRH tenants which waived the extra rent payable for the first three months following the rent adjustment. To ensure the rational use of the authority's financial resources, 'well-off tenants' are not included in this concessionary measure. The next rent review will be conducted in mid-2026.

Tenants facing temporary financial difficulties are granted rent reductions of 25 or 50 per cent under the Housing Authority's Rent Assistance Scheme. As at end-December, about 22,800 households were recipients.

The Housing Authority implements the Well-off Tenants Policies⁵, by levying additional rent on well-off tenants, while on the other hand encouraging their upward mobility through the purchase of SSF, thereby allocating public housing resources to those with more pressing need in a focused manner. As at end-December, about 48,000 households paid additional rent.

In order to expedite the circulation of PRH flats, the Housing Authority endorsed the tightening of Well-off Tenants Policies and the rationalising of the implementation details on 21 March, to reduce the subsidies for well-off tenants by raising their additional rents.

Households whose family income exceeds two times and not more than three times the prevailing PRH income limits (PRHILs) will be required to pay 2.5 times net rent plus rates; households whose family income exceeds three times and not more than four times the prevailing PRHILs will be required to pay 3.5 times net rent plus rates; households whose family income exceeds four times and not more than five times the prevailing PRHILs will be required to pay 4.5 times net rent plus rates. In addition, PRH tenants with income levels exceeding four times but not five times the PRHILs after two declaration cycles (four years in total) must also vacate their flats.

The new additional rent level has taken effect from the declaration cycle in October, and the first batch of well-off tenants will pay rent in accordance with the new additional rent level from 1 October 2026.

⁵ Well-off Tenants Policies is an umbrella term for the Housing Authority's Housing Subsidy Policy and the Policy on Safeguarding Rational Allocation of Public Housing Resources. They require PRH households who have lived in PRH for 10 years to make regular declarations regarding income, assets and whether they own private domestic properties in Hong Kong. Those who own private domestic properties in Hong Kong, whose family income exceeds five times the prevailing PRH Income Limits (PRHILs), whose net household assets exceed 100 times the prevailing PRHILs, or who refuse to make a declaration must vacate their PRH units.

Innovation and Technology in Public Housing Development

The Housing Authority continues to develop the Project Information Management and Analytics Platform to assist and enhance decision-making processes and managerial efficiency for the end-to-end process of public housing development projects. The authority has successfully applied the platform in 12 new public housing projects which are in construction stage, to enhance speed, quality, efficiency and construction site safety by project management digitalisation and adopting three-dimensional digital maps and virtual digital models.

The authority has developed the second generation Modular Integrated Construction (MiC 2.0), and has started adopting it in suitable projects at the planning and design stage to further enhance the construction productivity.

On 17 July, the Housing Bureau signed a memorandum of understanding with the Nano and Advanced Materials Institute to leverage the institute's cutting-edge expertise in advanced materials alongside the authority's public housing practical verification platform. It will accelerate the validation and application of new building materials while creating a sustainable technology development model through patent protection and commercialisation mechanisms, supporting the development of Hong Kong into a regional intellectual property trading centre.

Housing · I&T Summit

Organised by the Housing Bureau and the Housing Authority, the Housing · I&T Summit took place from 4 to 7 November with the theme 'Pioneering Innovative Housing for a Sustainable Future'. The summit brought together experts, scholars, and industry leaders in public housing from more than 15 countries and cities. It featured a symposium, site visits to a MiC factory in Zhuhai and MiC construction sites in Hong Kong.

Maintaining Public Housing Stock

Schemes for Maintenance

The Housing Authority adopts a comprehensive strategy to maintain the quality of its public housing stock and has introduced various maintenance and rejuvenation programmes to match the life cycle of PRH estates, ensuring their structural safety, providing timely maintenance within PRH flats and upgrading estate facilities to meet the residents' needs. To further enhance the sense of well-being of public housing residents, the authority has implemented pilot projects in existing estates to adopt and apply the design concepts of the Well-being Design Guide in the improvement projects of estates. These pilot projects include façade beautification and/or minor improvement works, landscape improvement works, and theme-based improvement works. The related programmes not only provide a safe and pleasant living environment for the residents, but also sustain the lifespan and economic value of the public housing stock.

Redevelopment of Wah Fu Estate

Construction at all five reception sites have commenced and are progressing as scheduled.

The authority continues to engage the Wah Fu community through workshops and newsletters. It also launched Wah Fu Small Shop Day, which aimed to retain the cultural characteristics of the estates and sustain the affection for small shops, as well as assisting the featured and small shop tenants in continuing their services to the community.

Redevelopment of Choi Hung Estate

After announcing the Phase 1 clearance and rehousing arrangements for the Choi Hung Estate Redevelopment in 2024, the Housing Authority has established an on-site Community Service Team to communicate with households scheduled to move in 2028.

During 2025, the authority also began outreach to stakeholders to prepare for future engagement activities. This included meetings and visits to build consensus with local groups, while maintaining tenant communication channels through the Rainbow Life Exhibition. The construction of the reception site is progressing as scheduled.

Redevelopment Engagement for Ma Tau Wai Estate

Since January, the Housing Authority has launched a series of community events about the Ma Tau Wai Estate Redevelopment to engage the community. An information hub was established in May to provide a multi-purpose event space for dissemination of redevelopment information and organisation of engagement activities.

With the Ma Tau Wai Estate Redevelopment Study making reference to collected views from government departments, residents, district council members and non-governmental organisations, the authority announced the redevelopment arrangements for Ma Tau Wai Estate in December, for further consultation with Kowloon City District Council.

Redevelopment Engagement for Sai Wan Estate

The Housing Authority has launched a series of community engagement activities for Sai Wan Estate Redevelopment since June, including setting up the Sai Wan Estate Information Hub and the Sai Wan Estate Display Corner, arranging several guided tours and issuing a resident newsletter to collect views from various stakeholders and to disseminate redevelopment information.

The authority will consult Central and Western District Council in January 2026 on the clearance and rehousing arrangements.

The Well-being Design Guide

Since the launch of the Well-being Design Guide in 2024, it has been widely adopted in newly built public housing projects. For example, Hin Fat Estate and Yip Wong Estate in Tuen Mun have adopted well-being design concepts, incorporating Universal Service Bay, Communal Fitness Playscape, Communal Space, elderly-friendly facilities, and green spaces that encourage intergenerational and inclusive living.

These designs enable residents to live in environments that are comfortable, interactive, and caring. Preliminary observations indicate that such designs not only enhance the estate environment, but also effectively foster social interaction among residents and strengthen community cohesion.

To enhance the living environment of public rental housing estates, the Housing Authority has selected five existing estates as pilot projects for implementing well-being design concepts in five years. The consultation works for these estates have been completed. The improvement works commenced in phases in 2025 and are expected to be completed in 2027.

Home Ownership

Tenants Purchase Scheme

PRH tenants in the 39 existing Tenants Purchase Scheme (TPS) estates can buy flats in which they reside. As at the fourth quarter of 2025, around 155,760 TPS flats had been sold. Recovered TPS flats were put up for sale in HOS/GSH sale exercises. A new batch of about 350 recovered TPS flats had been put up for sale under the Sale of GSH Flats 2024 and the flat selection commenced in November 2025.

Green Form Subsidised Home Ownership Scheme

The GSH aims to help relatively better-off Green Form applicants⁶ move up the housing ladder. Flat selection for the Sale of GSH Flats 2024, comprising about 2,600 new GSH flats, commenced in November 2025.

Home Ownership Scheme

Flat selection for the Sale of HOS Flats 2024, comprising about 7,100 new HOS flats, was completed in August 2025.

Starting from the Sale of HOS Flats 2024, the authority reserves a quota of about 40 per cent of the new flats for balloting and priority flat selection by eligible applicants of the Families with Newborns Flat Selection Priority Scheme, as well as the Priority Scheme for Families with Elderly Members in each SSF sale exercise. Family applicants of SSF sale exercises with babies born on or after 25 October 2023 will be eligible if their children are aged three or below on the closing day of the application of a particular sale exercise.

White Form Secondary Market Scheme

The White Form Secondary Market Scheme (WSM) addresses the home ownership aspirations of White Form applicants⁷. It was announced in the 2025 Policy Address that starting from the next exercise, WSM 2025, the quota will further increase by 1,000 to 7,000 and that half of the additional quota will be allocated to young family applicants and one-person applicants below 40.

⁶ Green Form applicants are mainly PRH tenants, and PRH applicants who have passed the detailed eligibility vetting and obtained a Green Form Certificate.

⁷ White Form applicants are households that are not PRH tenants and meet the eligibility criteria for buying SSF.

Starter Homes for Hong Kong Residents Projects

Starter Homes for Hong Kong Residents projects aim to help higher-income persons who are not eligible for the HOS but cannot afford private sector housing meet their home ownership aspirations. The Urban Renewal Authority's first two projects sold more than 600 units.

Sale of First-hand Residential Properties

The Residential Properties (First-hand Sales) Ordinance and the work of the Sales of First-hand Residential Properties Authority enhance the transparency and fairness in sales of first-hand homes, strengthen consumer protection and provide a level playing field for vendors. In 2025, the authority's staff examined about 30,150 sales-related documents and made about 660 inspections of sales offices and show flats.

Estate Agents

The practice and conduct of estate agents, who handle the vast majority of residential property transactions, are governed by the Estate Agents Ordinance and its subsidiary legislation. Individuals or companies working as estate agents must obtain a licence from the Estate Agents Authority, which also promulgates practice circulars and promotes consumer education. At year end, there were about 37,740 individual and 3,950 corporate licence holders.

Websites

Hong Kong Housing Authority/Housing Department: www.housingauthority.gov.hk

Hong Kong Housing Society: www.hkhs.com

Housing Bureau: www.hb.gov.hk