

**Memorandum for the Subsidised Housing Committee of
the Hong Kong Housing Authority**

Estimated Public Rental Housing Allocation for 2025-26

PURPOSE

This paper informs Members of the actual allocation of public rental housing (PRH) flats in 2024-25 and seeks Members' approval of the estimated PRH allocation for 2025-26.

RECOMMENDATIONS

2. Members are recommended to approve –
 - (a) the estimated PRH Allocation for 2025-26 (paragraph 30); and
 - (b) the declassification of this paper (paragraph 32).

BACKGROUND

3. The Hong Kong Housing Authority (HA) allocates new and recovered PRH flats to meet the demands of various categories of applicants based on the established allocation policies and programmes. According to the existing practice, we also make projections of the supply of PRH flats that can be allocated in the coming year and how such flats may be allocated to various categories of demands.

4. A general overview of estimated PRH allocation is provided below for Members' reference –

- (a) Most of the estimated numbers of flat allocations are **not ceilings** but estimated figures to facilitate planning. For example, flats will be allocated to all cases recommended by the Social Welfare Department (SWD) under the category of Compassionate Rehousing (CR). Allocation under the Quota and Points System (QPS)^{Note 1} is one of those few examples of categories with an allocation ceiling.
- (b) The actual allocation for a financial year refers to the number of flat intake made before the end of the financial year. In other words, if an offer has been made but flat intake cannot be completed on or before the end of the financial year, the case will not be counted towards the allocation of that year. Estimated allocation will usually be different from the actual situation of the year. The main reasons for such a difference include: (a) for some estimates for designated purposes such as CR, there is no limit to the allocation of flats and the actual allocation is subject to the demand of relevant rehousing schemes; (b) PRH applicants are currently entitled to three PRH offers. Some flats, particularly recovered PRH flats, may only be accepted by applicants following repeated offers; and (c) even if an applicant has accepted an advance offer, he may change his mind before flat intake and reject the offer. If the concerned flat cannot be taken up before the end of the financial year, the case will not be counted towards the allocation in the year.

Note 1 On 14 October 2014, Members decided to increase the annual allocation quota for QPS from 8% to 10% of the number of flats to be allocated to PRH applicants, subject to a cap to be increased from 2 000 to 2 200 flats (Paper No. SHC 58/2014 refers).

ACTUAL ALLOCATION IN 2024-25

----- 5. The actual allocation in 2024-25 is summarised at **Annex**. We originally estimated that 30 200 flats could be allocated in 2024-25. The actual allocation was 29 114 flats, representing 96.4% of the original estimate. The main reason for the difference was that a total of 1 020 new flats in Moon Tin Estate were not ready for intake by the end of 2024-25 as scheduled due to delay in the works. After deducting 1 020 flats in Moon Tin Estate from the original estimate, the actual allocation in 2024-25 represents 99.8% of the estimate. For other categories where the actual allocation is less than the original estimated allocation, we have allocated flats flexibly based on the actual demands of various categories of applicants. Details of the allocation to each category of applicants are set out in paragraphs 6 to 17 below.

(a) PRH Applicants

6. In 2024-25, there were **22 661** flats accepted and taken up by PRH applicants, comprising **20 531** flats for general applicants (i.e. family and elderly one-person applicants) and **2 130** flats for non-elderly one-person applicants under the QPS. Given that Moon Tin Estate (1 020 flats) was not ready for intake by the end of 2024-25, the number of flats allocated was slightly less than the original estimation of 23 300 flats and we have allocated the surplus unused quota of other allocation categories to PRH applicants in 2024-25 according to the actual demands of various categories of applicants.

(b) Clearance Rehousing

7. In 2024-25, a total of **1 014** flats were allocated under the category of Clearance Rehousing, which were less than the original estimate of 1 500 flats. A breakdown of the various clearance projects is as follows –

(i) Government Clearance Projects

8. Of the flats reserved for Government clearance projects, **708** were allocated, which were lower than the estimate of 1 200 flats. The main reason was that some clearerees did not meet the eligibility for PRH application, so the number of clearerees allocated for PRH flats was lower than the estimate.

(ii) Clearance Projects by the Urban Renewal Authority

9. In 2024-25, 300 flats were reserved for rehousing the clearerees of the Urban Renewal Authority (URA)^{Note 2} and eventually **306** flats were allocated, which were similar to the original estimate of 300. The additional six flats allocated were due to splitting of households.

(c) HA's Estate Clearance and Major Repairs

10. There was no estate clearance project due for clearance in 2024-25 and hence no allocation was made under this category.

(d) Compassionate Rehousing

11. In 2024-25, **320** flats were allocated for CR cases upon recommendation by SWD, which were less than the estimate of 700 flats. The number of flats allocated reflected the number of cases recommended by SWD. We have **not rejected any case recommended by SWD**. Any unused quotas for CR have been allocated to PRH applicants.

(e) Transfers

12. In 2024-25, a total of **3 975** flats were allocated for various transfers, which were slightly more than the original estimate of 3 700. The breakdown of transfers by categories is as follows –

(i) Transfer of under-occupation PRH households

13. To ensure the rational use of PRH resources, we arranged transfer of under-occupation PRH households to flats of appropriate sizes. In 2024-25, the total actual allocation figure was **1 152**, which was similar to the original estimate of 1 100 flats.

Note 2 Under the Memorandum of Understanding entered between HA and URA in June 2002 and revised in July 2022, URA shall pay HA reservation fees equivalent to the amount of monthly rent payable for the reserved flats.

(ii) Transfer for Improving the Living Environment of PRH households

14. In 2024-25, a total of **1 068** households were transferred to larger flats under the Territory-wide Overcrowding Relief Exercise (TWOR) and the Living Space Improvement Transfer Scheme (LSITS)^{Note 3} (hereinafter referred to as “the Transfer Scheme for Improving the Living Environment”) and through the arrangements of estate offices. The number of flats allocated was similar to the original estimate of 1 000 flats.

(iii) Other transfer cases

15. The actual number of allocation for other transfers was **1 755** flats, which was slightly higher than the original estimate of 1 600 flats. This was mainly because most of the types and locations of flats allocated met the needs of the applicants and were accepted by them. The allocation comprised 1 393 flats allocated through Special Transfer^{Note 4}, 208 flats allocated under the Harmonious Families Transfer Scheme (HFTS)^{Note 5}, 152 flats allocated for transfer under the Full Rent Exemption Scheme for Elderly Households and two flats allocated through Management Transfer^{Note 6}.

(f) Emergency Rehousing

16. There was no application for emergency rehousing in 2024-25 and hence no allocation was made under this category.

Note 3 Members endorsed on 31 October 2016 the merging of TWOR and LSITS from 2017-18 onwards. PRH tenants with an internal floor area below seven square metres per person may apply for transfer through the scheme to improve their living environment (Paper No. SHC 53/2016 refers).

Note 4 Special Transfer is an arrangement for sitting PRH tenants to transfer within the estate or to another estate due to medical and/or social grounds.

Note 5 HFTS provides opportunities for PRH tenants to apply for transfer to the same estate in which their elderly parents or young generations are currently living in for mutual care.

Note 6 Management Transfer aims at recovering particular flats to meet special management needs, such as arranging transfer of “C1P units” or “Housing for Senior Citizens” to facilitate conversion of the recovered flats into normal PRH flats.

(g) Junior Civil Servants

17. Allocation of flats under the Civil Service Public Housing Quota (CSPHQ) Scheme is made in accordance with the procedures and guidelines stipulated by the Civil Service Bureau. Each year, HA will set aside flats for the CSPHQ Scheme subject to the availability of resources and demands from various categories of PRH applicants. The quota under this category for 2024-25 was 1 000 flats and the actual allocation in the year was **1 144** flats. The difference existed mainly because the allocation and intake formalities for some cases under the CSPHQ Scheme for 2023-24 could only be completed in 2024-25 and reflected in 2024-25 accordingly.

ESTIMATED ALLOCATION FOR 2025-26

18. The number of flats available for allocation includes newly completed flats and refurbished recovered flats. It is estimated that a total of about **29 700** flats (comprising about 8 800 new flats and about 20 900 recovered flats) will be available for allocation in 2025-26. The final number of flats allocated depends on whether the new flats can be completed and ready for intake as scheduled, while the actual number of recovered flats is subject to whether the scheduled refurbishment works of the flats recovered from tenants can be completed on time. Details of the estimated allocation are set out in the ensuing paragraphs and at **Annex**.

New Flats Available for Allocation (8 800 flats)

19. It takes time for the issuance of an Occupation Permit after the completion of a PRH project and arrangements have to be made for applicants who have accepted the housing offers to complete the intake formalities in batches. Therefore, the estimated number of new flats available for allocation in 2025-26 only includes the flats available for allocation till March 2026.

20. The number of new flats available for allocation in 2025-26 is estimated to be about **8 800**.

New flats estimated to be completed and available till March 2026

Project	Estimated Year of Completion	Number of Flats
(a) Tung Chung Area 99, Blocks 1 to 4 (Cheung Tung Estate)	2024-25	4 560
(b) Tung Chung Area 99, Block 5 (Cheung Tung Estate)	2025-26	220
(c) Sheung Shui Areas 4 & 30 Site 2, Phase 2, Blocks 1 to 3 (Choi Shek Estate)	2025-26	1 431
(d) Hiu Ming Street Blocks 1 to 2 (Hiu Yan Estate)	2025-26	1 088
(e) Sheung Shui Areas 4 & 30 Site 1, Phase 1, Blocks 1 to 2 (Choi Shek Estate)	2025-26	1 463
Total		8 762 (about 8 800)

Recovered Flats Available for Allocation (20 900 flats)

21. The sources of supply of recovered flats mainly come from voluntary surrender by sitting tenants; passing away of tenants; tenants transferring to other PRH flats; surrender by tenants upon purchase of flats under Subsidised Sale Flat Schemes, and flats recovered due to abuse of public housing resources and breach of tenancy agreement. We estimate that there will be about **20 900** recovered flats available for allocation in 2025-26.

ESTIMATED ALLOCATION FOR VARIOUS CATEGORIES OF APPLICANTS

(a) PRH Applicants (23 350 flats)

22. As always, we propose to allocate most of the flats in the year to PRH applicants. We estimate that a total of **23 350** flats will be allocated in 2025-26 to PRH applicants, including general applicants and non-elderly one-person applicants under the QPS. This amounts to 78.6% of the overall estimated allocation for the year, which is higher than that of 77.2% in 2024-25. This estimate is not an upper limit. We will closely monitor the actual allocation figures to ensure that any surplus flat exceeding the estimated demand under other categories would be allocated to PRH applicants before the end of the year.

23. As stated in paragraph 4(a) above, the annual allocation quota for non-elderly one-person applicants under the QPS is set at 10% of the total number of flats to be allocated to PRH applicants with an upper limit of 2 200 flats, and therefore the allocation quota for QPS applicants in 2025-26 is **2 200** flats. If the actual supply of PRH flats turns out to be less than our estimate, we will keep the number of flats for allocation to QPS applicants to not more than 10% of the total number of flats to be allocated to PRH applicants.

24. We will continue to launch the Express Flat Allocation Scheme in 2025-26 to provide PRH applicants with an extra opportunity to gain earlier access to PRH.

(b) Clearance Rehousing (1 200 flats)

25. In view of the take-up rate of clearance rehousing in 2024-25, and upon discussions with the departments and organisations concerned, we estimate that the number of flats to be allocated under this category is **1 200** in total, of which –

- (i) **900** flats ^{Note 7} will be set aside for rehousing residents affected by clearance projects planned by various departments, including the Advance Site Formation and Engineering Infrastructure Works at Kwu Tung North and Fanling North New Development Area, Hung Shui Kiu/Ha Tsuen New Development Area, Yuen Long South Development – Second Phase Development, Site Formation and Infrastructure Works for Public Housing Development at Ngau Chi Wan Village, Wong Tai Sin, Site Formation and Infrastructure Works for Public Housing Development at Cha Kwo Ling Village, Kowloon East, as well as other Government’s squatter clearances, emergency clearances, unauthorised rooftop structure clearances and so forth; and
- (ii) **300** flats will be set aside for rehousing residents affected by URA’s redevelopment projects scheduled for 2025-26.

Note 7 In deriving the number of flats required, we have taken into consideration the demand for PRH resources that may arise from the ex-gratia compensation and rehousing arrangements for Government’s development clearance exercises announced by the Development Bureau.

(c) HA's Estate Clearance and Major Repairs (100 flats)

26. To tie in with the clearance programmes of Wah Fu (I) Estate and Choi Hung Estate announced in March and December 2024 respectively, we propose to reserve 100 flats under this category for early thinning out exercise.

(d) Compassionate Rehousing (350 flats)

27. With reference to the actual allocation figures in the past, we propose to reserve **350** flats under this category in 2025-26. This figure is not an upper limit. We will follow the established policy to handle all the demands for CR as recommended by SWD. Any unused quota under the category of CR will be allocated to PRH applicants.

(e) Transfers (3 700 flats)

28. We estimate that **3 700** flats will be used for various transfer purposes in 2025-26, among which **1 100** flats will be used for the transfer of under-occupation households so that more large flats can be recovered for easing the pressing demand of applicants with four or more household members. Besides, as with last year, we suggest reserving about **1 000** flats for applicants under the Transfer Scheme for Improving the Living Environment^{Note 3} in 2025-26. The remaining **1 600** flats will be flexibly deployed for other transfer purposes (including Special Transfer, HFTS, transfers under the Full Rent Exemption Scheme for Elderly Households, Management Transfer, etc.).

(f) Junior Civil Servants (1 000 flats)

29. We will reserve **1 000** flats under this category in 2025-26 as in 2024-25.

30. On the whole, the estimated PRH allocation for 2025-26 is summarised at **Annex** and tabulated as follows –

Allocation Categories	Estimated Allocation for 2025-26	
	Number of Flats	%
1. PRH APPLICANTS	23 350	78.6
(a) General Applicants	21 150	71.2
(b) Non-elderly One-person Applicants under the QPS	2 200	7.4
2. CLEARANCE REHOUSING	1 200	4.0
(a) Government Clearance Projects	900	3.0
(b) Urban Renewal Authority	300	1.0
3. ESTATE CLEARANCE AND MAJOR REPAIRS	100	0.3
4. COMPASSIONATE REHOUSING	350	1.2
5. TRANSFERS	3 700	12.5
6. JUNIOR CIVIL SERVANTS	1 000	3.4
Total	29 700	100

PUBLICITY

31. We will closely monitor any changes in circumstances and will maintain flexibility in allocation to ensure optimisation of resources. A press release will be issued to announce the estimated PRH allocation for 2025-26 and the actual allocation in 2024-25.

DECLASSIFICATION

32. We will declassify the paper, which will be made available to the public on the HA homepage, at the Department's library and through the Departmental Access to Information Officer.

DISCUSSION

33. At the meeting of the Subsidised Housing Committee to be held on 12 June 2025, Members will be invited to approve the recommendations in paragraph 2 above.

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Estimated and Actual Allocation in 2024-25 and Estimated Allocation for 2025-26

Allocation Categories		Estimated Allocation for 2024-25		Actual Allocation in 2024-25				Estimated Allocation for 2025-26		
		No. of Flats (a)	Quota Distribution %	Total No. of Flats (b)	No. of New Flats	No. of Recovered Flats	Quota Distribution %	Rate of Original Estimates % (b)/(a)	No. of Flats	Quota Distribution %
1.	PRH APPLICANTS	23 300	77.2	22 661	8 768	13 893	77.8	97.3	23 350	78.6
	(a) General Applicants	21 100	69.9	20 531	8 397	12 134	70.5	97.3	21 150	71.2
	(b) Non-elderly One-person Applicants under the QPS	2 200	7.3	2 130	371	1 759	7.3	96.8	2 200	7.4
2.	CLEARANCE REHOUSING	1 500	5.0	1 014	49	965	3.5	67.6	1 200	4.0
	(a) Government Clearance Projects	1 200	4.0	708	40	668	2.4	59.0	900	3.0
	(b) Urban Renewal Authority	300	1.0	306	9	297	1.1	102.0	300	1.0
3.	ESTATE CLEARANCE AND MAJOR REPAIRS	0	0	0	0	0	0	0	100	0.3
4.	COMPASSIONATE REHOUSING	700	2.3	320	0	320	1.1	45.7	350	1.2
5.	TRANSFERS	3 700	12.3	3 975	407	3 568	13.7	107.4	3 700	12.5
6.	EMERGENCY REHOUSING	0	0	0	0	0	0	0	0	0
7.	JUNIOR CIVIL SERVANTS	1 000	3.3	1 144	505	639	3.9	114.4	1 000	3.4
	Total	30 200@	100*	29 114	9 729	19 385	100	96.4	29 700#	100

* Figures may not add up to the total due to rounding.

@ Comprising an estimation of 11 100 (36.8%) new flats and 19 100 (63.2%) recovered flats.

Comprising an estimation of 8 800 (29.6%) new flats and 20 900 (70.4%) recovered flats.