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Report of the Panel on Housing
for submission to the Legislative Council

Purpose

This paper gives an account of the work of the Panel on Housing ("the Panel") during the 2025 Legislative Council session. It will be tabled at the Council meeting of 15 October 2025 in accordance with Rule 77(14) of the Rules of Procedure of the Council.

The Panel

2. The Panel was formed by a resolution passed by the Council on 8 July 1998 and as amended on 20 December 2000, 9 October 2002, 11 July 2007, 2 July 2008 and 26 October 2022 for the purpose of monitoring and examining Government policies and issues of public concern relating to private and public housing matters. The terms of reference of the Panel are in **Appendix 1**.

3. The Panel comprises 20 members, with Hon Stanley NG Chau-pei and Hon Vincent CHENG Wing-shun elected as Chairman and Deputy Chairman respectively. The membership list of the Panel is in **Appendix 2**.

Major work

Basic Housing Unit regulatory regime

4. At its meeting on 31 March 2025, the Panel received a briefing from the Administration on the results of stakeholder consultation on the Basic Housing Unit ("BHU") regulatory regime. The Panel supported the

Administration's introduction of the relevant bill into the Legislative Council based on the latest legislative proposals for the regulatory regime.[1]

Recognition system

5. Members suggested that the Administration should set up show flats for BHUs and provide the estimated costs of alteration works and professional certification of subdivided units ("SDUs") for operators' reference. To facilitate applications from operators for BHU recognition for SDUs and future public access to relevant information, consideration could be given to setting up an online platform for processing recognition applications, uploading the information of recognized BHUs to the website of the Housing Bureau ("HB") and registering individual BHUs in the Land Registry according to their conditions. On the other hand, the Administration should provide more incentives to motivate the market to complete recognition as early as possible and monitor the supply of rental SDUs.

6. The Administration responded that according to the preliminary views of professional bodies, the relevant costs varied depending on the original conditions of individual residential units and the alteration works involved, and it would be difficult to make an accurate estimation without specific information. The Administration would continue to maintain communication with relevant professional bodies to explore if appropriate reference information could be provided. When the first batch of units recognized as up-to-standard BHUs were put on the market, they could play an exemplary role for other operators. The Administration also advised that in the future, the addresses and validity periods of recognition of recognized BHUs would be uploaded to HB's website. Moreover, taking into account members' views, the Administration would continue to explore ways to refine the implementation details of the BHU regulatory regime; make more convenient arrangements for operators, tenants and various stakeholders as far as possible; and incorporate more appropriate measures to encourage operators to complete recognition as early as possible.

Implementation and rehousing arrangements

7. Members were concerned about whether there was sufficient manpower to take enforcement actions against illegal letting of SDUs, and suggested setting up a reporting mechanism to combat illegal behaviours

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1 The Basic Housing Units Bill was subsequently introduced into the Legislative Council on 9 July 2025. A Bills Committee was formed to study the Bill, which was passed with amendments on 26 September 2025. The provisions of the Ordinance (except Part 2) come into operation on 1 March 2026, while Part 2 come into operation on 1 March 2027.

more effectively. Members also urged the Administration to consider relaxing the eligibility criteria for Category B tenants under transitional housing ("TH") projects[2] to rehouse SDU households in need.

8. The Administration responded that it would take enforcement actions against illegal letting of SDUs in a pragmatic and orderly manner to tie in with the supply of BHUs and public housing in the market and, at the same time, consider setting up a reporting mechanism to collect intelligence and combat illegal behaviours more precisely. On the other hand, the Administration would examine the feasibility of adjusting the eligibility criteria for Category B tenants in light of actual needs,[3] and step up its efforts in promoting Light Public Housing ("LPH") and TH projects to attract more applications from affected SDU households. The Administration pointed out that the supply of public housing (including public rental housing ("PRH"), LPH and transitional housing) in the next few years was sufficient, and SDU households in need could be suitably rehoused.

Combating public rental housing tenancy abuse

9. At its meeting on 3 February 2025, the Panel received a briefing from the Administration on the proposed amendments to the Housing Ordinance (Cap. 283) to strengthen enforcement against abuse of PRH resources. The Panel supported the Administration's introduction of the relevant bill into the Legislative Council.[4]

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[2] Non-governmental organizations operating TH should allocate not less than 80% of the units in a project to persons who had waited for traditional public rental housing ("PRH") for not less than three years (i.e. Category A tenants). Besides, organizations might formulate detailed criteria targeted at specific groups of applicants having regard to their service features and reserve not more than 20% of the units for other categories of applicants (i.e. Category B tenants), including persons/families living in inadequate housing or considered to be in urgent need of community support, which covered those who had undergone a sudden change in family situation, persons/families who had waited for traditional PRH for less than three years but with imminent housing needs, etc.

[3] The Administration subsequently proposed introducing Category C tenants for TH and consulted the Panel on the proposal on 7 July 2025 (see paragraphs 20 to 25 below for details).

[4] The Housing (Amendment) Bill 2025 was subsequently introduced into the Legislative Council on 2 April 2025. A Bills Committee was formed to study the Bill, which was passed with amendments at the Council meeting of 11 June 2025.

Definition and actual circumstances of serious public rental housing tenancy abuse

10. Members reminded the Administration of the need to clearly define the circumstances constituting serious PRH tenancy abuse, so as to allay tenants' unnecessary worries and prevent them from inadvertently breaching the law, and make arrangements that were both reasonable and sensible. Members were particularly concerned about cases involving tenants from underprivileged groups, especially the elderly, whose tenancies had been terminated due to PRH tenancy abuse. PRH tenancy abuse committed by the elderly concerned might not be intentional. Members were of the view that the Administration should ensure that such tenants were aware of their right of appeal, and urged the Appeal Panel (Housing) ("the Appeal Panel") to fully understand and be compassionate about the actual circumstances of tenants (e.g. communication problems among family members), and exercise discretion as far as possible.

11. The Administration stressed that the purpose of the legislative amendments was to make prudent use of PRH resources, and it would constitute the offence of serious PRH tenancy abuse if tenants sublet their flats or did not reside in their flats and used them for commercial purposes to make a profit; whereas tenants using the flats in which they resided for commercial activities such as tutorial schools might, depending on the extent of such activities, be deemed as having breached the tenancy and be issued with a notice-to-quit. It was permissible to create works at home and sell them on consignment, or use a PRH address solely for business registration communication. Meanwhile, the Appeal Panel would examine with a common-sense approach each appeal case concerning termination of tenancy and go through in detail the justifications of the Hong Kong Housing Authority ("HA") and tenants.

Enforcement

12. Members were concerned about whether law enforcement after the legislative amendments would give rise to pressure for additional manpower and other expenses. On the other hand, they considered that the Administration should step up publicity and education on the proposed legislative amendments, with a view to motivating non-compliant tenants to surrender their flats early and reminding other tenants, in particular the elderly and their family members, to refrain from committing relevant offences. Moreover, the Administration should provide enforcement guidelines for law enforcement officers to enable them to accurately determine serious PRH tenancy abuse cases in breach of the law.

13. The Administration responded that after the introduction of the offence of serious PRH tenancy abuse, it was expected that the deterrent effect would be enhanced and the number of such cases would be reduced. The launch of the Report Public Housing Abuse Award by HA would also help combat PRH tenancy abuse in a more targeted manner. With the above measures, HA would be able to concentrate its manpower and resources on investigating the more covert cases of abuse. Moreover, HA's vigorous efforts to combat PRH tenancy abuse were widely supported by the community, and relevant publicity had also served as a wake-up call. Prior to the commencement of the amended Ordinance, the Administration would step up publicity and education, as well as make use of community networks and other government departments (e.g. the Immigration Department) to remind the public to refrain from renting PRH units that were let illegally. On investigation and law enforcement, clear guidelines would be provided for the law enforcement officers concerned.

Light Public Housing

14. At its meeting on 31 March 2025, the Panel received a briefing from the Administration on the latest progress of LPH, including the works progress, operation and management arrangements, as well as applications and flat allocation for Phase 1 and Phase 2.

Operation and management

15. Members enquired about the Administration's latest estimates on the operating expenditure of LPH and reminded the Administration to keep under review the provision of public transport and community services for LPH projects to ensure that the basic day-to-day needs of residents were properly addressed.

16. The Administration responded that in making preliminary estimates of the operating expenditure of LPH projects, it had made reference to the costs incurred by non-governmental organizations ("NGOs") in operating TH projects. According to the relevant estimates, the net expenditure of operating about 30 000 LPH units would be around $4.39 billion, while the actual operating expenditure (including individual expenditures on day-to-day management, maintenance and other services) would depend on the successful tender price of individual projects. The first two operation and management service contracts for LPH projects (covering the projects at Yau Pok Road in Yuen Long, Choi Hing Road in Ngau Tau Kok, and Choi Shek Lane (i.e. former St. Joseph's Anglo-Chinese School)) had been awarded, with the associated operating costs falling within the estimated range. The Administration would maintain close liaison with the operating

organizations on the day-to-day operation and management of the projects. The operating organizations would also assist in liaising with relevant government departments and other organizations on the trial operation of public transport services before the official intake of residents, and prepare the operational arrangements for various ancillary facilities.

Effectiveness and cost-effectiveness

17. Members suggested that the Administration should collect and make good use of relevant data and information on the effectiveness of LPH (including occupancy rates and upward mobility of residents) for reference when formulating public housing policies. The Administration should also continue to study the feasibility of extending the service period of some projects to enhance their cost-effectiveness.

18. The Administration advised that it would examine how to analyse and apply the data and information collected in respect of LPH projects for reference when formulating relevant policies in the future, and sharing with overseas places Hong Kong's experience in providing affordable rental housing. The Administration added that, after deducting the construction period, each LPH project was expected to serve as LPH for five years. Depending on the future long-term use and development timetable of individual project sites, the Administration would examine in due course whether the service period of some projects could be extended.

19. Regarding members' suggestions to flexibly relax the asset limit requirements for residents during their occupancy of LPH and to include LPH residents as those eligible for Green Form status, thereby enabling LPH residents to improve their financial conditions and move up the housing ladder, the Administration noted members' views and would follow up as appropriate.

Transitional housing

20. At its meeting on 7 July 2025, the Panel received a briefing from the Administration on the latest progress of TH projects and the proposal to introduce Category C tenants[5] to provide temporary accommodation for SDU tenants who were affected by the BHU regulatory regime and did not meet the current eligibility criteria.

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[5] The Administration intends to open the "Category C tenant" category for application by persons in need after the Basic Housing Units Bill has been passed by the Legislative Council and gazetted.

Supply of transitional housing

21. Members enquired about the Administration's projected supply of TH upon the full implementation of the BHU regulatory regime, and whether a deadline would be set for concluding all TH projects considering the gradual increase in public housing supply in the long run.

22. The Administration responded that, taking into account some TH projects that were expected to cease operation, the supply of TH units would be about 19 000 in 2026-2027 (when all LPH projects were completed) and 10 000 in 2030 (when the grace period stipulated in the Basic Housing Units Ordinance expired). The Administration would conduct a comprehensive review and follow up on the occupancy and turnover rates of TH, the housing needs of the public and the overall supply of public housing before determining the long-term operation period for TH.

Proposal to introduce Category C tenants

23. Members generally supported the proposal to introduce Category C tenants, while putting forward a number of views on the implementation details, including (a) flexibly adjusting the quota for Category C tenants (currently proposed to be 20% of the total number of units in a project) based on actual circumstances, with particular consideration given to relaxing restrictions for projects in areas with a higher concentration of SDUs; (b) expanding the types of persons (e.g. Legislative Council Members, District Council members, and District Services and Community Care Teams) and documents that could prove the imminent short-term rehousing need of an applicant; (c) flexibly addressing the documentation requirements for proof of residence in an SDU for six months or above; (d) reviewing the amounts of cleaning/administrative fees charged by operating organizations; (e) prioritizing applications from the elderly and families with children, and relaxing the restriction on residence period for the elderly; and (f) enhancing measures to encourage occupation of TH by eligible persons.

24. The Administration responded that, depending on the future supply of and demand for TH and the implementation of the BHU regulatory regime, it would flexibly review whether it was necessary to adjust the quota for Category C tenants, taking into account the needs of SDU households in individual districts and accommodating them as far as possible. The main purpose of specifying the requirement for an applicant to provide supporting documents was to prevent abuse of the Category C tenant mechanism, and due consideration would be given to members' views on relaxing and exercising discretion in the implementation of the relevant requirements. In parallel, assistance would be provided, through District Service Teams, to

SDU households in need affected by the BHU regulatory regime, and eligible households would be encouraged to apply for LPH or TH according to their needs.

25. The Administration would discuss with the operating organizations of TH the implementation details with respect to the applications from and accommodation arrangements for Category C tenants (including the cleaning/administrative fees that could be charged). Furthermore, the existing application priority arrangements for families with elderly persons, persons with disabilities and/or persons with other special needs would apply to Category C tenants. The Administration would also examine the feasibility of the proposal to extend the residence period for elderly tenants.

Review of income and asset limits for public rental housing

26. Under the existing policy, the Administration determines the eligibility of PRH applicants based on factors such as income and asset limits. The limits are adjusted annually to align with prevailing socio-economic conditions. At its meeting on 14 March 2025, the Panel discussed the outcome of the review of the 2025-2026 PRH income and asset limits and expressed no objection to the limits proposed by the Administration.

27. Members expressed concern that the income limits derived in accordance with the existing PRH income limit review mechanism were too low, in particular for two-person dual-income households. They further proposed that in order to strike a more proper balance, there was a need to expeditiously review the existing PRH income limit review mechanism after the increase of PRH supply, so as to encourage capable grass roots and young people to work actively and, at the same time, ensure that their needs for PRH were addressed. Members also put forward a number of suggestions for enhancing the income limit review mechanism, including:

(a) considering adjusting the income limit for two-person dual-income households with reference to the statutory minimum wage ("SMW") level;

(b) allowing PRH applicants whose income exceeded the income limits by a certain margin to retain their eligibility for applying PRH, with rent adjusted upward correspondingly according to their income levels; and

(c) establishing a points system to serve as the basis for exercising discretion in cases where the income limits were marginally exceeded.

28. The Administration responded that deviating from the existing PRH income limit review mechanism and raising the income limits to cover more families would hinder the focused allocation of the limited PRH resources to cater for families most in need. The existing review mechanism, which was based on household expenditure, provided an objective means for determining affordability and should not be directly compared with the individual-based SMW.

29. The Administration further advised that HA's Subsidized Housing Committee reviewed the existing mechanism from time to time in light of actual circumstances to ensure that the mechanism accurately reflected the latest social developments and conditions. For instance, it decided in February 2013 to introduce the movement in the nominal wage index as an income factor to reflect wage changes. From the implementation of SMW in 2011-2012 to 2024-2025, the cumulative increase in SMW was 50%; the cumulative increase in the nominal wage index was 55%; while the cumulative increase in the PRH income limits was 73%. The above figures demonstrated that the existing formula for adjusting the PRH income limits had incorporated elements reflecting SMW changes. Furthermore, the Administration had all along been striving to enhance the housing ladder by providing various types of subsidized sale flats to respond to the diverse housing needs of the public and encourage young people to seize home ownership opportunities.

<u>Applying innovative technologies to public housing developments</u>

30. HA has introduced different innovative technologies in public housing developments across the planning, design, construction, and inspection stages of works, as well as in the integrated management. The initiatives implemented include the use of robot products suitable for public housing construction in Hong Kong. The Panel received briefings from the Administration on the latest progress of the relevant work at its meetings on 9 May and 2 June 2025 respectively.

Construction costs and overall effectiveness

31. Members urged the Administration to expeditiously consolidate and analyse the outcomes of applying various innovative technologies to public housing construction and property management, so as to demonstrate the effectiveness in reducing construction costs and enhancing overall cost-effectiveness (in terms of construction period, building service life, building condition, maintenance and labour demand, etc.). Members also suggested that the Administration should establish key performance indicators for the progress and effectiveness of enhancing housing quality

and site safety with innovative technologies.

32. The Administration responded that construction costs were affected by multiple factors, including the cost of construction workers, the cost of construction materials, and market conditions. By applying different innovative technologies to different projects, the Administration had systematically introduced and validated the effectiveness of each technology in enhancing the performance of different aspects of relevant projects, such as construction efficiency and site safety. For example, the Modular Integrated Construction method could accelerate the construction cycle by 17% compared to the previous six days per floor; the use of the Smart Site Safety System could improve the overall project safety performance by 25%. When conducting technical score assessments for new contract tenders for public housing projects, HA would also refer to the results of practical verification of various technologies as an indicator for setting the requirements for contractors to enhance service standards with innovative technologies.

33. The Administration further advised that, on the one hand, it would extend the application of the HA Project Information Management and Analytics Platform to more sites to collect key data at different stages of public housing projects; on the other hand, it would consolidate and review the experience in applying innovative technologies. The Administration would also continuously advance relevant work and analyse the more comprehensive data obtained, with a view to effectively and appropriately applying technologies to various projects on a large scale, thereby achieving further control over construction costs and enhancing the cost-effectiveness of public housing construction.

Labour demand and training

34. Members urged the Administration to introduce corresponding measures to safeguard the employment opportunities of local labours in line with the application of construction robots, and to ensure that contractors' applications for labour importation quotas were only considered on the premise that they had prioritized the use of innovative technologies to address labour shortage. Furthermore, the Administration should provide appropriate training for local labours to enable them to master the relevant skills of a robot operator and possess the necessary qualifications to assess the construction quality of related processes.

35. The Administration responded that to address the structural problems of declining productivity caused by ageing of skilled labour and manpower shortage in the construction industry, HA had incorporated new requirements

for the use of construction robots in the scoring of new works contracts since 2020, and committed to applying the new model of human-robot collaboration to enhance productivity in the construction industry and provide a safer and healthier working environment. HA had closely coordinated with the Development Bureau and the Construction Industry Council to strengthen training for local construction workers in the use of construction robots. Through a dual-pronged strategy, the industry was encouraged to adopt innovative technologies while creating job opportunities, attracting more new entrants to the construction industry and enhancing workers' technical capabilities. When reviewing applications for labour importation quotas, the Administration would require contractors to first give full consideration to adopting mature construction technologies to reduce the need for imported labour.

<u>Smart estate management</u>

36. At its meeting on 1 September 2025, the Panel received a briefing from the Administration on the latest development in promoting smart estate management. It illustrated HA's efforts to enhance estate management efficiency and service quality through innovative technologies.

Enhancing efficiency

37. Members urged the Administration to expedite the adoption of suitable innovative technologies in PRH estates where feasible, and suggested enhancing data sharing among estates to consolidate and comprehensively analyse more data and information, thereby enhancing the effectiveness of optimizing estate management. The Administration should also actively strengthen collaboration with the innovation and technology sector and the property management industry, with a view to more effectively introducing additional innovative technologies for smart estate management.

38. The Administration responded that HA had been actively exploring the implementation of cost-effective projects with the property management industry and maintaining close liaison with research institutions to select and introduce suitable innovative technologies in light of the circumstances of individual estates, thereby maximizing effectiveness with limited resources. At the same time, to encourage the property management industry to put forward proposals for applying innovative technologies, HA would examine suitable proposals put forward in tenders for estate management/service contracts when evaluating the tenders, and consider awarding higher scores accordingly.

39. The Administration advised that a significant amount of information and records relating to estate management had been digitized (e.g. maintenance records). HA collected information and data of relevant estates through multiple information technology systems and had established a centralized property management platform to integrate data from different internal systems of estate management offices, thereby optimizing estate operations and enhancing service standards (e.g. conducting preventive maintenance and repairs for facilities).

Scope of application

40. Members were of the view that the Administration should place particular emphasis on taking care of the needs of elderly residents with the application of innovative technologies, such as exploring the feasibility of installing smart home monitoring systems and disseminating the day-to-day information for residents in a way that was equipped with text-to-speech functions. Regarding enhancing estate security, members urged the Administration to expedite the installation of the smart access control system in more estates.

41. The Administration noted members' suggestions on enhancing the application of innovative technologies and advised that, in addition to exploring in a multi-faceted manner ways to apply innovative technologies to support elderly residents, HA had placed greater emphasis on building a caring and inclusive community for the elderly. The initiatives included collaborating with the Labour and Welfare Bureau to establish a database for early identification and follow-up of cases of hidden elderly requiring care; actively assisting District Services and Community Care Teams in visiting elderly PRH tenants; and incorporating the concept of "Age-friendliness" under the "Well-being Design" Guide into the design of public housing projects. The Administration added that HA would summarize the experience from the pilot scheme on the smart access control system in the fourth quarter of 2025, and explore the application of other systems with relevant government departments and research institutions for trial implementation in other estates, so as to select the most suitable access control system. Subject to the availability of resources, HA would roll out the smart access control system to applicable estates in phases starting from 2026.

<u>Enhancing estate environment</u>

42. At its meeting on 7 July 2025, the Panel received a briefing from the Administration on HA's measures and way forward to enhance the

environment of PRH estates, including the latest progress in implementing the "Well-being Design" Guide.

43. Members considered that PRH estate facilities should be adjusted in accordance with changes in the demographic structure of estates, with designs and functions evolving with the times and becoming more diversified. The Administration should also reserve space in the estates for the elderly to engage in more community activities, and for organizing various activities that fostered residents' participation. Regarding the implementation of the "Well-being Design" Guide, members suggested that the Administration should establish objective and quantifiable indicators to assess effectiveness and accelerate implementation.

44. The Administration responded that when renewing or improving the recreational facilities in estates, it would comprehensively consider multiple factors, including changes in the demographic structure of estates, usage patterns of the facilities, spatial and environmental constraints, as well as future maintenance arrangements, so as to set up the most suitable facilities. At the same time, the Administration would refer to the "Well-being Design" Guide to further enhance the creativity and fun factors of recreational spaces in estates in line with design principles and actual conditions. Whether in existing or newly built estates, the Administration had also endeavour to reserve more shared spaces to enable relevant government departments and service providers to organize more diversified community services and activities for the elderly. Furthermore, the Administration had continued to refine the content of the "Well-being Design" Guide based on the results of residents' opinion surveys, and was exploring the feasibility of establishing quantifiable indicators for the "Well-being Design" Guide in the long run, so as to more objectively assess the sense of well-being of residents in estates.

Measures to facilitate elderly public rental housing residents

45. At its meeting on 14 March 2025, the Panel received a briefing from the Administration on the measures implemented by HA to facilitate the needs of elderly PRH residents, which covered housing arrangements, housing design and estate facilities, etc. The Administration also elaborated on the introduction of innovative technologies to promote elderly-friendly living and the various activities to promote the building of a caring community.

Housing arrangements

46. Members were of the view that the Administration should exercise flexibility in processing applications for cross-district transfer under the

Harmonious Families Transfer Exercise, in particular, to ensure that elderly persons currently living in the urban areas were not required to move out of the areas. Members also expressed concern about how to enhance the effectiveness of various housing arrangements benefiting the elderly, particularly the Harmonious Families Priority Scheme, Priority Scheme for Families with Elderly Members, and Full Rent Exemption Scheme for Elderly Households.

47. The Administration responded that in 2023-2024, about 10 000 families had their PRH applications expedited through the Harmonious Families Priority Scheme, while 180 families benefitted from the Harmonious Families Transfer Exercise. The Administration had all along been adhering to the people-oriented principle in providing various housing schemes and arrangements benefiting the elderly. However, given the limited resources, the Administration must take into account the fairness of the relevant mechanism when processing applications for cross-district transfer. Regarding the Full Rent Exemption Scheme for Elderly Households, the Administration was aware of the concerns of the elderly about transfer. Therefore, dedicated staff would explain the scheme to eligible elderly households, and elderly households would be provided with three allocation opportunities and one-off Domestic Removal Allowance.

Estate facilities

48. Members noted that HA was unable to retrofit lifts at certain locations of some estates to meet the needs of residents due to environmental constraints. They suggested that the Administration should, where practicable, enhance the barrier-free facilities (such as ramps) connecting various facilities in existing estates with other alternatives as far as possible, and provide stair climbers in buildings where lifts could not access all floors. Members also suggested giving consideration to using vacant shop premises in some estates as facilities and for services catering for the needs of the elderly (such as fitness centres, community canteens).

49. The Administration advised that in response to the Buildings Department's introduction and revision of the Design Manual: Barrier Free Access ("the Design Manual") in 1997 and 2008 respectively, HA had, where practicable, enhanced various barrier-free facilities in its properties completed before the Design Manual was introduced, and about 99% of units in its estates were already served by lifts. However, some estates were unable to fully retrofit relevant facilities or carry out alterations due to different constraints. The Administration would follow up on members' views, continue to review the circumstances of individual estates, carefully study the safety of different facilities and examine the feasibility of

improvement works. On the other hand, about 20% of shop premises in various estates currently provided medical or other elderly-related services. HA had also endeavoured to provide suitable non-residential units in estates for leasing to eligible NGOs at concessionary rent, with a view to providing appropriate welfare or community facilities for residents.

Total Maintenance Scheme

50. HA has been committed to implementing the Total Maintenance Scheme ("TMS") for PRH units by proactively inspecting the in-flat conditions of units in its estates aged 10 years or above. At its meeting on 2 June 2025, the Panel received a briefing from the Administration on the latest progress of TMS.

Overall implementation

51. Members enquired about the progress of the fourth phase of TMS (including the average access rate of in-flat inspection) and the average expenditure per PRH unit. Members suggested that the Administration should review the staffing arrangements and, based on actual circumstances, explore the feasibility of shortening the TMS cycle (currently set at five years).

52. The Administration responded that the fourth phase of TMS covered 158 estates. As at April 2025, HA had completed inspections of about 140 000 units in 58 estates and processed about 55 000 works orders, including 23 estates aged between 10 and 30 years and 35 estates aged over 30 years. Compared with the third phase of TMS, the average access rate of in-flat inspection in the fourth phase had increased from around 80% to over 90%. The average cost/expenditure for maintenance services per unit was about $1,800. The Administration would monitor the latest situations in respect of building quality and maintenance needs to conduct risk assessments, so as to review whether the TMS cycle needed to be extended or shortened in the future and ensure the proper use of resources.

Enhancing effectiveness

53. Members suggested that the Administration should collect and analyse more information relating to maintenance records (including the types of facilities and the frequency of maintenance), so as to identify and address more precisely residents' maintenance concerns (in particular ceiling concrete spalling and water seepage), as well as to review the quality of construction materials and serve as reference for future procurement exercises. On the other hand, members were concerned about the

monitoring mechanism in place to ensure that maintenance services were appropriate, adequate and reasonably priced, and that the quality of maintenance works was effectively assessed.

54. The Administration responded that HA had been collecting relevant data on TMS to monitor the types of maintenance works and the condition of related facilities, and would analyse the causes of greater maintenance needs for individual facilities. HA piloted a centralized property management platform in 2025 to introduce digital technology into the day-to-day management of some estates. The programme would help HA gained a more comprehensive understanding of maintenance service data in the future, thereby further enhancing the effectiveness of repair and maintenance of the facilities. The Administration added that the Housing Department ("HD") had established a mechanism on routine inspection and acceptance for the maintenance services provided by contractors, with unit prices for various maintenance items determined through a tendering mechanism. For certain works involving significant or potentially higher risks (such as waterproofing layer works), HD conducted 100% comprehensive acceptance inspections; for other works, random sampling audits were performed on 10% of projects. HD's Chief Technical Officers also conducted surprise inspections of maintenance works in various estates to ensure the quality and consistency of maintenance services in these estates.

Use of non-domestic premises of the Housing Authority

55. At its meeting on 9 May 2025, the Panel received a briefing from the Administration on the latest situation of the use of HA's non-domestic premises, as well as the progress and way forward for the "Well Being • Start-Up" Programme.[6]

Retail facilities

56. Members suggested that the Administration should make good use of the environment and shop features of individual estates to formulate an effective publicity strategy for shopping centres in estates. As regards long-standing vacant shop premises, members considered that HA should allow NGOs to rent vacant shop premises at concessionary rent for use as service centres without requiring policy support from relevant policy

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6 HA launched the "Well Being • Start-Up" Programme in its shopping centres in 2024, providing young people aspiring to start a business with a low-risk platform, and lowering the threshold of entrepreneurship through offering rent-free shop premises.

bureaux/departments, and suitable shop premises could be leased to the Social Welfare Department ("SWD") for allocation as welfare facilities.

57. The Administration noted members' views and would follow up as appropriate, and added that HA was striving to develop its shopping centres and markets into key shopping and social hubs by featuring new "check-in" spots and popular promotional offers, and launching various campaigns to stimulate consumption. HA would also continue to seize business opportunities during major festivals and special occasions (such as Estate Festival) by organizing promotional activities in its shopping centres and markets to enhance synergies and attract footfall.

58. The Administration further responded that for government-funded welfare facility premises constructed under public housing development projects, HA would lease them to SWD at a nominal rent of $1 per annum plus a management and maintenance charge (if applicable). SWD would then consider and assess the demand for and supply of relevant welfare services in the vicinity of the premises and allocate the premises to NGOs for operation in accordance with the established mechanism. Furthermore, HA maintained an open stance towards converting non-domestic spaces (including vacant shop premises) in estates for welfare purposes. If an NGO sought to rent such converted welfare facility premises, HA would, upon receiving the application, consult the relevant policy bureaux/departments based on the nature of the proposed services provided by the applicant organization. It would also consider different perspectives such as management, residents' views, the engineering feasibility of providing the proposed services in the premises and restrictions on land lease conditions (if applicable), and then arrange for the leasing of welfare facility premises at concessionary rent to NGOs recommended by the relevant policy bureaux/departments.

"Well Being • Start-Up" Programme

59. Some members suggested relaxing the age limit for applicants of the "Well Being • Start-Up" Programme to extend its benefits to the grass roots. The Administration could also consider accepting applicants to provide services other than retail and partnering with NGOs providing youth services to assist young people in overcoming the difficulties encountered during entrepreneurship.

60. The Administration advised that under the "Well Being • Start-Up" Programme, participants not only paid no rent but also received multifaceted support from HA, including pairing them with successful entrepreneurs in the industry who served as mentors to offer guidance throughout the business startup process. The programme also assisted participants with basic shop

renovation to help them commence operations more swiftly. In April 2025, the Administration announced the three-year "Well Being • Start-Up 2.0" Programme to further support youth entrepreneurship, during which the programme's effectiveness and public views would be reviewed before considering whether there was scope to extend the programme to more categories of beneficiaries.

<u>Performance of the environmental targets and initiatives of the Housing Authority</u>

61. At its meeting on 1 September 2025, the Panel received a briefing from the Administration on HA's performance in respect of its environmental targets and initiatives in 2024-2025.

Waste management

62. Members urged the Administration to step up efforts in providing additional recycling facilities in PRH estates, including promoting the setting up of "mini-recycling stores" in all estates, prioritizing the installation of food waste smart recycling bins ("FWSRBs") based on the volume of food waste generated by each PRH block, and expediting the implementation of the "one FWSRB per block" target in all PRH blocks. Members also reminded the Administration to make appropriate arrangements to align with the Producer Responsibility Scheme on Plastic Beverage Containers and Beverage Cartons, and to study early the introduction of reverse vending machines for plastic beverage containers and reverse vending machines for beverage cartons in estates for residents' self-service recycling.

63. The Administration advised that HA had been actively collaborating with the Environmental Protection Department ("EPD") to expand the community recycling network in estates, including providing suitable premises for the installation of various recycling facilities in estates. Currently, EPD had established 50 "mini-recycling stores" in estates and achieved the "one FWSRB per block" target in 98 estates, and it was expected that the target could be extended to other PRH blocks by the end of 2026. Estates with higher food waste recycling rates would be prioritized for the installation of FWSRBs. In addition, EPD would install reverse vending machines that could accept both plastic beverage containers and beverage cartons in four estates by the end of 2025 to test the effectiveness of the technology.

Green construction materials

64. Members acknowledged the Administration's adoption of green construction materials and its efforts in promoting the use of green

construction methods. They also suggested establishing guidelines on the use of green construction materials for the construction works of new public housing projects and the interior renovation works of residential units (such as using construction materials that enabled green cooling). Some members enquired about whether priority would be given to using locally supplied construction materials to reduce carbon emissions during transportation.

65. The Administration responded that HA had developed green procurement policies. When undertaking the construction works for new public housing projects, environmental protection was one of the considerations. HA actively adopted green construction materials (including pulverized fuel ash, ground granulated blast-furnace slag, and timber from sustainable forest source) based on actual circumstances, ensuring that the price, performance and quality, etc. of construction materials met the project contract requirements, but it did not provide for the the origin of materials. Moreover, the Administration noted members' views and would consider appropriately specifying environmental protection and carbon emission reduction requirements in the procurement contracts for fixtures and interior renovation materials for PRH units.

Other issues

66. During the session, the Panel was also consulted on the site formation and infrastructure works for public housing developments at Kam Tin South, Yuen Long (Phase 2).

Meetings held

67. The Panel held a total of eight meetings from January to September 2025. A meeting has been scheduled for 6 October 2025 to receive a briefing from the Administration on the housing-related initiatives in the Chief Executive's 2025 Policy Address.

Visit

68. The Panel visited the Choi Hing Road LPH project in Ngau Tau Kok on 2 October 2025 to learn about the latest progress of LPH and the living conditions of residents.

Council Business Divisions
Legislative Council Secretariat
3 October 2025

Appendix 1

Legislative Council
Panel on Housing

Terms of Reference

1. To monitor and examine Government policies and issues of public concern relating to private and public housing.

2. To provide a forum for the exchange and dissemination of views on the above policy matters.

3. To receive briefings and to formulate views on any major legislative or financial proposals in respect of the above policy areas prior to their formal introduction to the Council or Finance Committee.

4. To monitor and examine, to the extent it considers necessary, the above policy matters referred to it by a member of the Panel or by the House Committee.

5. To make reports to the Council or to the House Committee as required by the Rules of Procedure.

Appendix 2

Panel on Housing

Membership list for the 2025 session

Chairman	Hon Stanley NG Chau-pei, GBS, JP
Deputy Chairman	Hon Vincent CHENG Wing-shun, BBS, MH, JP
Members	Hon Paul TSE Wai-chun, JP Dr Hon CHAN Han-pan, BBS, JP Hon KWOK Wai-keung, BBS, JP Ir Dr Hon LO Wai-kwok, GBS, MH, JP Dr Hon Junius HO Kwan-yiu, BBS, JP Hon LAU Kwok-fan, MH, JP Hon Tony TSE Wai-chuen, SBS, JP Hon Doreen KONG Yuk-foon Hon Dominic LEE Tsz-king Ir Hon LEE Chun-keung, BBS, JP Hon LAM San-keung, JP Dr Hon Wendy HONG Wen Hon LEUNG Man-kwong, MH Hon Kenneth LEUNG Yuk-wai, MH, JP Hon Judy CHAN Kapui, MH, JP Hon CHAN Hok-fung, MH, JP Hon YANG Wing-kit Dr Hon SO Cheung-wing, SBS, JP (Total: 20 members)
Clerk	Miss Tania TANG
Legal Adviser	Ms Vanessa CHENG