

# **BOND FUND**

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### Memorandum Note

The Bond Fund was established by the Resolution passed by the Legislative Council under section 29 of the Public Finance Ordinance (Cap. 2) on 8 July 2009 in connection with the implementation of the Government Bond Programme to promote the further and sustainable development of the bond market in Hong Kong. The Programme can provide more diversified investment products and avenues for financing to attract more overseas capital, and reinforce Hong Kong's position as an international financial centre. The Programme consists of an institutional part and a retail part. The Fund does not form part of the fiscal reserves and is managed separately from other Government accounts. The Fund is placed with the Exchange Fund for investment purposes and attracts investment income on the basis of the "fixed rate" sharing arrangement applicable to the fiscal reserves.

2 On 26 March 2014, the Loans (Amendment) Ordinance 2014 was enacted by the Legislative Council putting in place a legal framework for the issuance of alternative bonds under the Government Bond Programme. The enactment amends the Loans Ordinance (Cap. 61) so that money raised by the Government by alternative bonds issued under a specified alternative bond scheme set up by the Government is treated as money borrowed by the Government and may be credited to the Fund. Amendments were also made to the Resolution passed under section 29 of the Public Finance Ordinance (Cap. 2) so that money can be expended from the Fund for making redemption payments and periodic distribution payments under the scheme and for paying the expenses in relation to the borrowing.

3 The Resolution passed under section 29 of the Public Finance Ordinance (Cap. 2) provides, inter alia, that—

- (a) the Fund is to be administered by the Financial Secretary, who may direct or authorize other public officers to administer the Fund and delegate the power of administration to other public officers;
- (b) the following are to be credited to the Fund—
  - (i) sums borrowed under section 3 of the Loans Ordinance (Cap. 61) that are required to be credited to the Fund by any resolution of the Legislative Council approving the borrowing;
  - (ii) sums received by way of interest, dividends or investment income earned in respect of the sums held in the Fund;
  - (iii) any appropriations from the general revenue that may be approved by the Legislative Council;
  - (iv) any other sums that may be received for the purposes of the Fund;
- (c) earnings from interest or dividends on investments of the Fund are to be retained for the purposes of the Fund;
- (d) the Financial Secretary may expend money from the Fund for the purposes of—
  - (i) repaying or, if appropriate, paying the principal of, interest on, and expenses incurred in relation to, any sums that have been borrowed under section 3 of the Loans Ordinance (Cap. 61) for the purposes of the Fund; and
  - (ii) investing in the manner the Financial Secretary considers appropriate for the prudent management of the Fund, and paying the expenses incurred in relation to the investments;
- (e) for sums borrowed in the manner mentioned in section 2A of the Loans Ordinance (Cap. 61), the power under sub-paragraph (d) above includes—
  - (i) paying the sums referred to in subsection (1)(e) of that section; and
  - (ii) paying the expenses incurred in relation to the borrowing;
- (f) the Director of Accounting Services, under the authority of a funds warrant issued by the Financial Secretary, is to pay from the Fund any sums that may be required to meet expenditures from the Fund; and
- (g) the Financial Secretary may transfer from the Fund to the general revenue the balance held in the Fund, if so approved by the Legislative Council, when all financial obligations and liabilities are met in relation to any sums that have been borrowed under section 3 of the Loans Ordinance (Cap. 61) for the purposes of the Fund.

4 The Legislative Council passed a Resolution under section 3 of the Loans Ordinance (Cap. 61) on 8 July 2009, authorising the Government to borrow from any person from time to time for the purposes of the Bond Fund such sums not exceeding in total \$100 billion or equivalent, being the maximum amount of all borrowings that may be outstanding by way of principal at any time. The Legislative Council later passed a Resolution under section 3 of the Loans Ordinance (Cap. 61) on 22 May 2013 and another on 21 July 2021, to raise the authorised borrowing ceiling first to \$200 billion or equivalent and then to \$300 billion or equivalent.

5 In September 2014, the Government made an inaugural issuance of alternative bonds under the Government Bond Programme. The proceeds, repayments and periodic distribution payments of alternative bonds are recorded in the Bond Fund under the subheads "receipts representing proceeds from issuance of alternative bonds", "payments representing repayment of alternative bonds", and "payments representing periodic distribution payments for alternative bonds" respectively.

6 In 2014, under the institutional part of the Government Bond Programme, the Government introduced two measures to enhance the liquidity of relevant bonds, namely, bond swap facility (which involves the early redemption of certain bonds for issuance of other bonds of the same monetary value for a short period and the reversal of these transactions on a later date) and switch tender (which involves the early redemption of certain bonds in market value for issuance of other bonds at tender prices). These measures entail additional issuances and early redemptions of relevant bonds. They have

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been recorded in the Bond Fund as proceeds from issuance of bonds, as well as repayments for bonds, under bond swap facility and switch tender as appropriate.

7 In February 2024, the Financial Secretary announced that the Infrastructure Bond Programme and the Government Green Bond Programme (renamed as the Government Sustainable Bond Programme) would gradually replace the Government Bond Programme. The Financial Secretary announced in 2026–27 Budget Speech that to optimise the use of the surplus of the Bond Fund, the Government plans to submit a resolution to the Legislative Council to enable the accumulated fund surplus to be brought back to the Government's Consolidated Account in 2026–27.

8 Payments from the Fund for 2025–26 and 2026–27 are estimated at \$81,068,572,000 and \$103,900,227,000 respectively. The expected payment items mainly include transfer to General Revenue, payments representing repayments of alternative bonds, periodic distribution payments for alternative bonds issued, interest payments and repayments for bonds issued under the Government Bond Programme (including repayments for bonds under tender or subscription, switch tender and bond swap facility) as well as other relevant expenses (e.g. expenses for external services procured in the course of implementing the Government Bond Programme).

9 Receipts from issuance of bonds (including switch tender and bond swap facility) and investment income for 2025–26 and 2026–27 are estimated at \$9,057,566,000 and \$8,216 million respectively.

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**(Payments)**

Sub-head (Code)	Actual expenditure 2024-25	Revised estimate 2025-26	Estimate 2026-27	
	\$'000	\$'000	\$'000	
<b>Head G01—Bond Fund</b>				
100	Repayments for bonds under tender or subscription .....	71,890,320	75,918,845	<b>53,622,360</b>
101	Repayments for bonds under switch tender.....	—	—	<b>2,000,000</b>
102	Repayments for bonds under bond swap facility.....	—	—	<b>1,000,000</b>
110	Payments representing repayments of alternative bonds.....	—	—	<b>7,850,000</b>
120	Interest payments for bonds .....	6,824,644	4,903,346	<b>2,180,822</b>
125	Payments representing periodic distribution payments for alternative bonds.....	243,728	246,000	<b>246,000</b>
130	Others .....	219	381	<b>1,045</b>
	Transfer to General Revenue.....	—	—	<b>37,000,000</b>
<b>Total (Payments).....</b>		<b>78,958,911</b>	<b>81,068,572</b>	<b>103,900,227</b>

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**(Receipts)**

Sub-head (Code)	Actual receipts 2024–25	Revised estimate 2025–26	<b>Estimate 2026–27</b>
	\$'000	\$'000	<b>\$'000</b>
<b>Head G01—Bond Fund</b>			
200	Proceeds from issuance of bonds under tender or subscription.....	3,000,000	—
201	Proceeds from issuance of bonds under switch tender.....	—	<b>2,000,000</b>
202	Proceeds from issuance of bonds under bond swap facility ....	—	<b>1,000,000</b>
	Investment income .....	9,626,431	<b>5,216,000</b>
<b>Total (Receipts).....</b>		<b>12,626,431</b>	<b>8,216,000</b>

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### Movement of the Account

	Actual				Revised Estimate	Estimate
	2021–22	2022–23	2023–24	2024–25	2025–26	2026–27
	\$m	\$m	\$m	\$m	\$m	\$m
Opening Balance	152,848	210,026	251,206	291,594	225,261	<b>153,250</b>
Revenue	78,329	81,455	90,575	12,626	9,058	<b>8,216</b>
Expenditure	21,151	40,275	50,187	78,959	81,069	<b>103,900</b>
Surplus/(Deficit)	57,178	41,180	40,388	(66,333)	(72,011)	<b>(95,684)</b>
Closing Balance	210,026	251,206	291,594	225,261	153,250	<b>57,566</b>

### Revenue Analysis

	Actual				Revised Estimate	Estimate
	2021–22	2022–23	2023–24	2024–25	2025–26	2026–27
	\$m	\$m	\$m	\$m	\$m	\$m
Proceeds from issuance of bonds under tender or subscription	70,102	67,124	80,431	3,000	—	—
Proceeds from issuance of bonds under switch tender	—	1,855	—	—	—	<b>2,000</b>
Proceeds from issuance of bonds under bond swap facility	—	—	—	—	—	<b>1,000</b>
Investment income	8,227	12,476	10,144	9,626	9,058	<b>5,216</b>
<b>Total Revenue</b>	<b>78,329</b>	<b>81,455</b>	<b>90,575</b>	<b>12,626</b>	<b>9,058</b>	<b>8,216</b>

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### Expenditure Analysis

	Actual				Revised Estimate	Estimate
	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27
	\$m	\$m	\$m	\$m	\$m	\$m
Repayments for bonds under tender or subscription	17,786	33,778	42,863	71,890	75,919	<b>53,622</b>
Repayment for bonds under bond switch tender	—	1,647	—	—	—	<b>2,000</b>
Repayments for bonds under bond swap facility	—	—	—	—	—	<b>1,000</b>
Payments representing repayments of alternative bonds	—	—	—	—	—	<b>7,850</b>
Interest	3,023	4,536	6,977	6,825	4,903	<b>2,181</b>
Payments representing periodic distribution payments for alternative bonds	244	246	245	244	246	<b>246</b>
Others	98	68	102	—	1	<b>1</b>
Transfer to General Revenue	—	—	—	—	—	<b>37,000</b>
<b>Total Expenditure</b>	21,151	40,275	50,187	78,959	81,069	<b>103,900</b>