Anti-epidemic Fund

Financial statements for the year ended 31 March 2025

Report of the Director of Audit

Audit Commission
The Government of the Hong Kong Special Administrative Region

Independent Auditor's Report
To the Chief Executive of the Hong Kong Special Administrative Region

Opinion

I certify that I have audited the financial statements of the Anti-epidemic Fund set out on pages 4 to 14, which comprise the statement of assets and liabilities as at 31 March 2025, and the statement of receipts and payments for the year then ended, and notes to the financial statements, including material accounting policy information.

In my opinion, the financial statements of the Anti-epidemic Fund are prepared, in all material respects, in accordance with Clause 14.1 of the Declaration of Trust made by The Financial Secretary Incorporated on 21 February 2020 and the cash basis of accounting as described in note 2 to the financial statements.

Basis for opinion

I conducted my audit in accordance with section 15(1) of the Audit Ordinance (Cap. 122) and the Audit Commission auditing standards. My responsibilities under those standards are further described in the *Auditor's responsibilities for the audit of the financial statements* section of my report. I am independent of the Anti-epidemic Fund in accordance with those standards, and I have fulfilled my other ethical responsibilities in accordance with those standards. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

Responsibilities of the Anti-epidemic Fund Steering Committee and the Director of Accounting Services for the financial statements

The Director of Accounting Services is responsible for the preparation of the financial statements in accordance with Clause 14.1 of the Declaration of Trust, and for such internal control as the Director of Accounting Services determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, the Director of Accounting Services is responsible for assessing the Anti-epidemic Fund's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting.

The Anti-epidemic Fund Steering Committee is responsible for overseeing the financial reporting process.

Auditor's responsibilities for the audit of the financial statements

My objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes my opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with the Audit Commission auditing standards will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

As part of an audit in accordance with the Audit Commission auditing standards, I exercise professional judgment and maintain professional skepticism throughout the audit. I also:

— identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control;

— obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Anti-epidemic Fund's internal control;

— evaluate the appropriateness of accounting policies used by the Director of Accounting Services; and

— conclude on the appropriateness of the Director of Accounting Services' use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Anti-epidemic Fund's ability to continue as a going concern. If I conclude that a material uncertainty exists, I am required to draw attention in my auditor's report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify my opinion. My conclusions are based on the audit evidence obtained up to the date of my auditor's report. However, future events or conditions may cause the Anti-epidemic Fund to cease to continue as a going concern.

I communicate with the Anti-epidemic Fund Steering Committee regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that I identify during my audit.

Prof. LAM Chi Yuen Nelson
Director of Audit

3 October 2025

Audit Commission
6th Floor, High Block
Queensway Government Offices
66 Queensway
Hong Kong

ANTI-EPIDEMIC FUND

STATEMENT OF ASSETS AND LIABILITIES AS AT 31 MARCH 2025

(Expressed in Hong Kong dollars)

	Note	2025 $'000	2024 $'000
ASSETS			
Deposits with banks	3	3,410,034	17,769,759
Cash and bank balances		151,359	551,085
		3,561,393	18,320,844
REPRESENTING:			
Accumulated Fund	4	3,561,393	18,320,844

The accompanying notes 1 to 8 form part of these financial statements.

Raymond NG
Director of Accounting Services
3 October 2025

ANTI-EPIDEMIC FUND

STATEMENT OF RECEIPTS AND PAYMENTS FOR THE YEAR ENDED 31 MARCH 2025

(Expressed in Hong Kong dollars)

	Note	2025 $'000	2024 $'000
Cash and bank balances at beginning of year		551,085	1,054,493
Revenue	**5**	759,846	719,394
Expenditure	**6**	(519,297)	(5,316,103)
Transfer to General Revenue	**7**	(15,000,000)	—
Deficit for the year		(14,759,451)	(4,596,709)
Other transactions relating to movement of funds:			
Net decrease in deposits with banks		14,359,725	4,093,301
Cash and bank balances at end of year		151,359	551,085

The accompanying notes 1 to 8 form part of these financial statements.

ANTI-EPIDEMIC FUND

NOTES TO THE FINANCIAL STATEMENTS

(Expressed in Hong Kong dollars, unless otherwise stated)

1. GENERAL

The Anti-epidemic Fund (the Fund) was established on 21 February 2020 by a Declaration of Trust made by The Financial Secretary Incorporated (the Trustee). The objective of the Fund is to enhance the capability of the Government of the Hong Kong Special Administrative Region as well as other relevant parties in combating the coronavirus disease 2019 (COVID-19) and to provide assistance or relief to enterprises and members of the public hard hit by the epidemic or affected by the anti-epidemic measures.

The Anti-epidemic Fund Steering Committee (the Steering Committee) has been established to assist the Trustee on all policies and procedures governing the operation of the Fund and on all matters relating to the administration of the Fund. For this purpose, the Trustee has delegated to the Steering Committee all of the trusts, powers and discretions vested in it as Trustee.

2. ACCOUNTING POLICY

The financial statements are prepared on a cash basis. Transactions are recorded when moneys are received or paid.

3. DEPOSITS WITH BANKS

These are Hong Kong dollar deposits placed with licensed banks in Hong Kong.

4. ACCUMULATED FUND

	2025 $'000	2024 $'000
Balance at beginning of year	18,320,844	22,917,553
Deficit for the year	(14,759,451)	(4,596,709)
Balance at end of year	3,561,393	18,320,844

5. REVENUE

	2025 $'000	2024 $'000
Interest on deposits and bank balances	759,846	719,394

6. EXPENDITURE

Payments for grants and subsidies (including administrative expenses) in respect of measures and related expenditure approved by the Steering Committee:

First round measures	**2025 $'000**	**2024 $'000**
Support local mask production	(910)	(116)
Support property management sector in anti-epidemic efforts	—	(92)
Retail Sector Subsidy Scheme	—	(160)
Food Licence Holders Subsidy Scheme	(160)	80
Convention and Exhibition Industry Subsidy Scheme	—	501,926
Special allowance for eligible Working Family Allowance and Student Financial Assistance households	(59)	(56)
Additional student grant for 2019/20 school year	—	(1)

Second round measures	**2025 $'000**	**2024 $'000**
2020 Employment Support Scheme	(1,585)	(1,197)
Job Creation	5,578	765,267
LAWTECH Fund	—	(392)
COVID-19 Online Dispute Resolution Scheme	—	(20,000)
Subsidy for encouraging early deployment of 5G	824	17,610
Distance Business Programme	6	—
Matching Grant Scheme for Skills Upgrading	—	62
School-related service providers (including catering, interest groups, school bus services)	20	20
One-off grant to registered sports coaches	60	8
Relief grants for freelance workers hired by subvented non-governmental welfare organisations to provide training and coaching for service users	—	15
Subsidy for the passenger transport sector	—	15
Tourism Industry Support Schemes	—	2,066
Relief measures for construction sector	(3,121)	1,041
Catering Business (Social Distancing) Subsidy Scheme	(2)	(417)
Places of Amusement Licence Holders Subsidy Scheme	—	200
Subsidy Scheme for Beauty Parlours, Massage Establishments and Party Rooms	—	(60)
Third round measures		
Subsidy Scheme for the Promotion of Contactless Payment in Public Markets	—	(5)
Catering Business Subsidy Scheme	25	(75)
Tourism Industry Support Scheme	(5)	(25)

Third round measures (continued)	2025 $'000	2024 $'000
Subsidy Scheme for Beauty Parlours, Massage Establishments and Party Rooms	—	(30)
One-off relief grant to providers of catering services for schools and post-secondary education institutions and providers of interest classes and school bus services for schools	7	18
One-off grant to registered sports coaches	10	—
Fourth round measures		
Catering Business Subsidy Scheme	—	(200)
Subsidy Scheme for Beauty Parlours, Massage Establishments and Party Rooms	—	58
One-off relief grant to providers of catering services for schools as well as post-secondary education institutions, interest classes and school bus services for schools	—	10
One-off grant to registered sports coaches	105	8
Fifth round measures		
Catering Business Subsidy Scheme	(150)	(831)
Fitness Centre and Sports Premises Subsidy Scheme	—	(50)
Places of Public Entertainment Licence Holder Subsidy Scheme	—	(10)
One-off grant to registered sports coaches	20	(15)
Arts and Culture Sector Subsidy Scheme - Subsidy to individual arts practitioners and freelancers	(35)	—
Provision of subsidy to companies in the performing industry which organise pop concerts	—	(650)
Scheme on Relief Grants for Interest Class Instructors Hired by Subvented Non-governmental Welfare Organisations	—	50

Fifth round measures (continued)	2025 $'000	2024 $'000
One-off relief grant to providers of catering services, providers of interest group and school bus services for schools	7	32
Extension of the Green Lifestyle Local Tour Incentive Scheme	—	42,596
Additional support for the cross-boundary passenger transport trade	—	660
Sixth round measures		
Catering Business Subsidy Scheme	(200)	(1,950)
Commercial Bathhouse Licence Holders Subsidy Scheme	—	(100)
Subsidy Scheme for Hair Salons and Barber Shops	—	(50)
Provision of subsidy to companies in the performing industry which organise pop concerts	—	(1,400)
One-off relief grant to providers of catering services for schools as well as post-secondary education institutions	—	80
Support for the creative industries (rental support to tenants of PMQ)	—	(1,518)
Arts and Culture Sector Subsidy Scheme - Rental support for tenants of Arts Spaces and Jockey Club Creative Arts Centre	(22)	—
Rental support for tenants at the Hong Kong Science Park, InnoParks and Cyberport	(148)	148,446
Fuel and one-off non-accountable subsidy to local passenger transport sector	—	122,408
Additional support for the cross-boundary passenger transport trade	—	1,110
Subsidies for fresh food wholesalers	60	(60)
Subsidies for local primary producers	—	50

Sixth round measures (continued)	2025 $'000	2024 $'000
Anti-epidemic Subsidy Scheme for the Laundry Trade	(80)	—
Support cleansing and security staff engaged by Government, Hong Kong Housing Authority and Hong Kong Housing Society service contractors in anti-epidemic efforts	—	539
Special allowance for staff of residential care homes for the elderly and residential care homes for persons with disabilities	—	(2,156)
One-off grant to registered sports coaches	10	(20)
Scheme on Relief Grants for Interest Class Instructors Hired by Subvented Non-governmental Welfare Organisations	—	50
One-off relief grant to providers of interest classes and school bus services for schools	38	70
Arts and Culture Sector Subsidy Scheme - Subsidy to individual arts practitioners and freelancers	(120)	—
Tourism Industry Additional Support Scheme (financial assistance to travel agents' staff, freelance accredited practitioners whose main occupations are/were tourist guides or tour escorts, and tour service coach drivers)	—	(8)
Support for Hong Kong cross-boundary goods vehicle drivers	—	140
Temporary Unemployment Relief	(388)	(452)
Job Creation	404,526	2,427,157
Additional measures approved by the Steering Committee		
Anti-epidemic Subsidy Scheme for the Laundry Trade	(40)	—
100% Credit Limit Top-Up Scheme	(28,000)	(160,000)
Procurement of private COVID-19 testing services	4,503	113,609

Additional measures approved by the Steering Committee (continued)	2025 $'000	2024 $'000
Funding for provision of about 2 000 quarantine units at Penny's Bay	3	362
Tourism Industry Additional Support Scheme	(15)	—
Greater Bay Area Youth Employment Scheme	563	14,617
Territory-wide sewage surveillance for COVID-19	12,736	79,752
Tourism Industry Additional Support Scheme (special further subsidies) and additional support for the cross-boundary passenger transport trade	—	600
Special allowance for staff of residential service units operated by non-governmental organisations	—	(26)
Support cleansing and security staff in the local public transport sector	—	(192)
Support for cleansing and security staff working at Hong Kong International Airport	—	(193)
Cleansing and Security Service Provider Subsidy Scheme for Post-secondary Education Institutions, Non-government Schools and Kindergartens	—	(2)
Support cleansing and security workers engaged by welfare service units operated by non-governmental organisations through their service contractors	—	(36)
Special allowance to frontline cleansing staff who are drivers and assistants of drivers of waste/sewage collection vehicles	—	(10)
Designated transport services for carrying COVID-19 patients to designated clinics and community isolation facilities, and for transporting inbound travellers from the airport to designated quarantine hotels	—	(133)
Funding for provision of isolation, treatment and related facilities	31,852	916,229

Additional measures approved by the Steering Committee (continued)	**2025 $'000**	**2024 $'000**
Support for implementation of cargo transfer proposal in Hong Kong in maintaining a stable supply of goods from the Mainland	—	7,430
2022 Employment Support Scheme	35,902	84,834
Reimbursement of repair and maintenance costs to public transport operators	—	250,735
Conversion of two transitional housing projects into community isolation facilities	24,284	8,199
Support frontline cleansing and security staff engaged by Fish Marketing Organisation, Vegetable Marketing Organisation and their service contractors in anti-epidemic efforts	—	(8)
Subsidies for local fishing vessels and fish collector vessels with Mainland deckhands	—	640
Related expenditure approved by the Steering Committee		
Funding for maintenance and dismantling of community isolation facilities	33,198	—
Total	519,297	5,316,103

Note: Negative balances represent excess of adjustments (mainly included refunds of grants paid in the prior year) over payments for grant under the relevant measure during the year.

7. TRANSFER TO GENERAL REVENUE

As announced in the 2025-26 Budget Speech, a balance of $15 billion of the Fund was brought back to the general revenue in March 2025.

8. COMMITMENTS

	2025 $'000	2024 $'000
As at 31 March, the approved financial commitments that were unpaid	2,268,742	1,590,033