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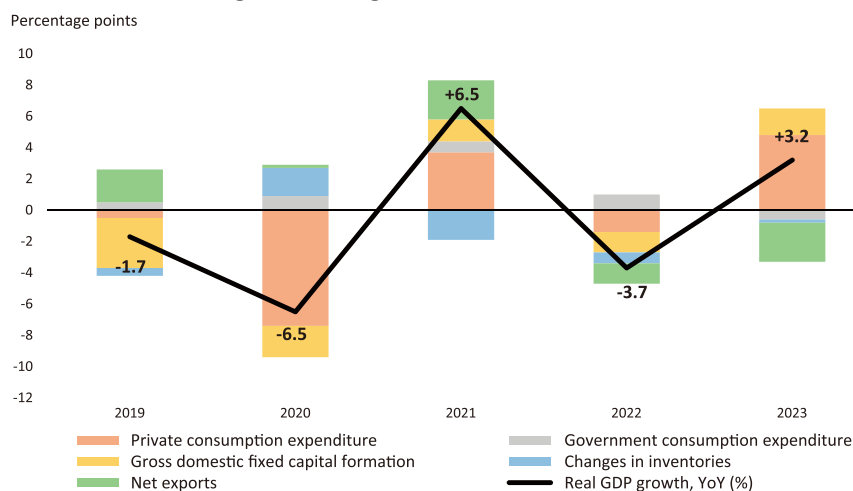
Analysis of the Budget: Strategic Measures Driving Economic Development

Wilson Chong, Senior Economist

After three years of the Covid pandemic, Hong Kong's economy rebounded in 2023, registering a growth rate of 3.2% for the year. As the implementation stage of the Northern Metropolis development gains momentum, the Hong Kong Government is actively exploring new avenues for future growth through industry-oriented policies, which aim to expand Hong Kong's economic development capacity in the long run. At the same time, the Government is committed to mitigating the unfavourable effects of cyclical factors on fiscal reserves and ensuring the sustainability of public finances. The 2024-25 Budget delivered by Financial Secretary Paul Chan Mo-po has responded proactively to these aspects. This article will analyse the specific initiatives outlined in the Budget.

I. Economic Background

Figure 1: GDP growth and its contributions



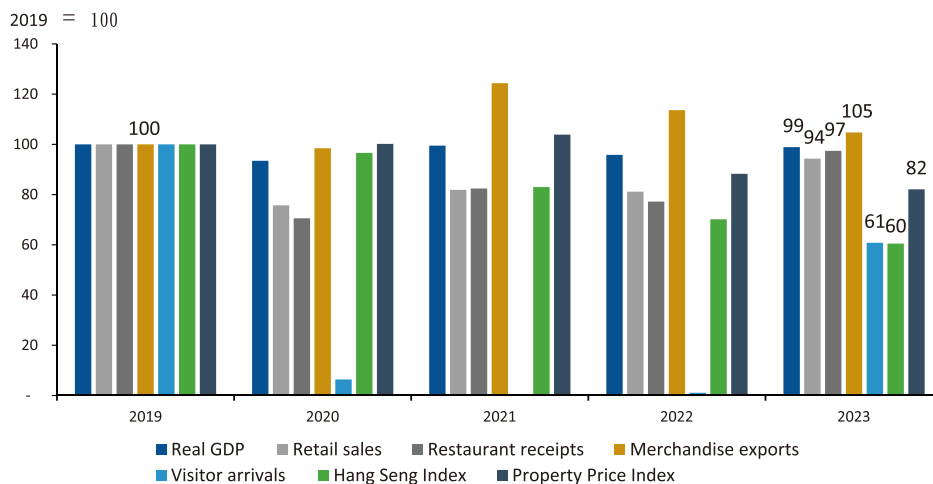
Source: CEIC, Budget, Hong Kong Financial Research Institute of Bank of China

Following the lifting of all anti-epidemic restrictions and the resumption of travel activities, Hong Kong's economy showed signs of recovery in 2023, as confirmed by the Budget, with real GDP growing by 3.2%. However, the pace of recovery varied across sectors, leading to disparities in their contributions to overall economic growth (Figure 1). The main driver of economic growth was private consumption (+7.3%), which accounted for nearly 70% of GDP. This growth can be attributed to improved consumer sentiment, a recovering labour market in the aftermath of the pandemic, rising incomes and the continuation of certain government relief measures. Notably, the issuance of HK\$5,000 consumption vouchers to eligible individuals played a role in stimulating consumer spending. Investment spending, as measured by gross domestic fixed capital formation, returned to growth (+10.8%) as the economy recovered. This growth was particularly evident in the purchase of machinery, equipment, and intellectual property, which saw a substantial increase (+20.7%). The export of travel services exhibited a remarkable surge (+523.1%), driven by a significant rebound in visitor arrivals throughout the year. As a

result, there was also a notable increase in service exports (+21.2%). However, the export of goods continued to decline (-10.3%), primarily influenced by geopolitical factors and weak external demand. Additionally, exports of financial services (-4.1%) were adversely affected by tighter financial conditions.

By 2023, Hong Kong’s real GDP had nearly recovered to the pre-pandemic level of 2019 (Figure 2). Retail sales, food and beverage sectors, and exports of goods had shown similar improvements or even exceeded their pre-pandemic levels. However, the tourism sector still holds significant growth potential as air travel capacity and visitor reception are yet to fully restore, and competition from neighbouring regions and cities remains intense. Although tourism only accounted for 4.5% of GDP before the pandemic, it once contributed as much as one-third of total retail sales, highlighting its substantial direct and indirect impact on the economy. The asset market in Hong Kong has faced pressures stemming from the US monetary tightening cycle and geopolitical tensions. In 2023, the Hang Seng Index experienced a decline of 13.8%. Total capital raised and capital raised through initial public offerings (IPOs) both saw significant drops of 40.7% and 55.8% respectively. In the residential property market, property prices decreased by 7%, and turnover declined by 5%.

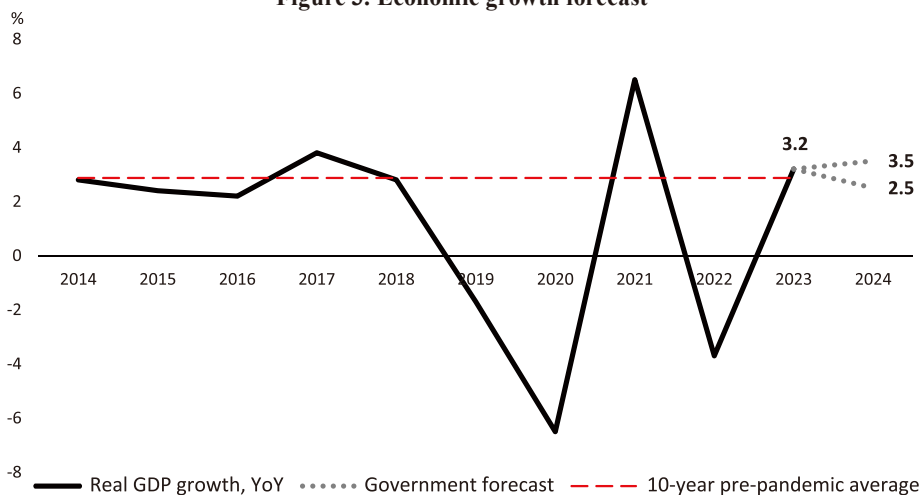
Figure 2: Comparison of various sectors with their pre-pandemic levels



Source: CEIC, Hong Kong Financial Research Institute of Bank of China

Regarding economic prospects, the Government anticipates that Hong Kong’s economy will expand within a range of 2.5% to 3.5% this year. The mid-point of this range suggests slightly slower growth compared to the 3.2% achieved in 2023 but remains consistent with the 10-year average pre-pandemic level of 2.9% (Figure 3). Looking ahead in the medium term, the Government projects an average annual growth rate of 3.2% for the period of 2025 to 2028. This forecast indicates a slightly lower growth outlook compared to the medium-term projection of 3.7% growth projected in last year’s budget.

Figure 3: Economic growth forecast



Source: CEIC, Budget, Hong Kong Financial Research Institute of Bank of China

II. Easing Property Market Trading Restrictions to Boost Market Confidence

The Budget has highlighted the uncertain geopolitical situation and the high interest rate environment as major external challenges facing Hong Kong. Given that these factors are beyond the control of the HKSAR Government, as they involve the US Federal Reserve’s monetary policy and international political relations, the Government is currently focusing on removing barriers

and lifting restrictions to enhance the market’s trading environment and boost confidence. In the Policy Address announced in last October, the Chief Executive announced that the demand-side management measures for residential properties, commonly known as the “spicy measures”, would be adjusted by shortening the applicable period of the Special Stamp Duty (SSD) from three years to two years, reducing the respective rates of the Buyer’s Stamp Duty (BSD) and the New Residential Stamp Duty (NRSD) by half to 7.5%, and introducing a stamp duty suspension arrangement for incoming talents acquisition of residential properties. The Financial Secretary announced in the Budget the complete withdrawal of all these measures. As a result, residential property transactions will no longer be subject to the SSD, BSD, and NRSD. While the performance of the property market is influenced by various factors, such as interest rates and supply and demand dynamics, the removal of the “spicy measures” is expected to stimulate demand for property and investment. This, in turn, is anticipated to lead to increased transaction activity and, to some extent, improve market confidence in the future of the property market. Following the Budget announcement, the Hong Kong Monetary Authority (HKMA) unveiled its decision to raise the loan-to-value ratio limits for owner-occupied residential and non-residential properties. Additionally, the stress test requirement, which assumes a 2% increase in the interest rate for property mortgage loans, has been suspended. It is worth noting that in the HKMA had already lowered the stress test requirement from 3% to 2% in September 2022. Given that the US monetary tightening cycle is approaching its end and interest rates are at their peaks, the suspension of the stress test is not expected to significantly increase the related risks to the banking system.

III. Strengthening External Network and Consolidating International Advantages

The National 14th Five-Year Plan has outlined Hong Kong’s development of “Eight Centres”, with a strong emphasis on its international role. In light of the significant changes in the global environment, including the rise of protectionism and the reshaping of the global supply chain towards diversification, regionalization, and localization, Hong Kong needs to take a proactive approach in strengthening its external connections to consolidate its international advantages. The Budget places considerable emphasis on this aspect, highlighting the Government’s proactive efforts to engage with overseas enterprises and attract key players in areas such as artificial intelligence, financial technology, advanced manufacturing, and new energy to establish their presence in Hong Kong. To facilitate this, legislative proposals will be introduced in the first half of this year to establish a company re-domiciliation mechanism. This mechanism will streamline the process for companies registered outside of Hong Kong, particularly those with a business focus in the Asia-Pacific region, to re-domicile to Hong Kong. This initiative has the potential to enhance local professional services, attract more investment, create job opportunities, and strengthen Hong Kong’s position as a prominent business hub. In pursuit of new sources of capital, the Government is actively promoting the listing of an exchanged-traded fund in the Middle East that tracks Hong Kong’s stock indices. Additionally, negotiations for investment agreements with Bangladesh and Saudi Arabia are underway. The Government is also considering the establishment of new Economic and Trade Offices (ETOs) in Riyadh, the capital of Saudi Arabia, and Kuala Lumpur, Malaysia. Furthermore, two consultant offices will also be set up in Turkey and Egypt this year to bring in foreign capital. Moreover, the Government is currently negotiating a Free Trade Agreement with Peru. To enhance trade promotion in emerging countries, the Hong Kong Trade Development Council (HKTDC) plans to set up two additional consultant offices along the “Belt and Road”. It is worth noting that the Budget proposes to establish Hong Kong as a multinational supply chain management centre. Leveraging Hong Kong’s professional support services and extensive experience in overseas markets, this initiative aims to assist enterprises in expanding their global presence amidst the complexities of the current foreign trade environment. To raise Hong Kong’s international profile, the Government will actively invest in promotion efforts, including organizing summits and conferences on various themes (Table 1), hosting more mega events, and launching a new Sponsored Overseas Speaking Engagement Programme. This programme will sponsor renowned scholars and industry leaders to attend and speak at overseas events. These activities and initiatives aim to bolster Hong Kong’s international reputation, thereby attracting capital and talent.

IV. Expanding the Breadth and Depth of Services to Enhance the Competitiveness of Hong Kong as an International Financial Centre

The Budget proposes a range of measures to boost Hong Kong’s offshore Renminbi (RMB) business, deepen financial connectivity with the Mainland, and enhance Hong Kong’s competitiveness as an international financial centre. These measures encompass discussions with the Mainland on introducing block trading of stocks, the inclusion of RMB counters under the Southbound Trading of Stock Connect, and the expansion of the mutual-market access regime to cover REITs, providing investors with more trading options. To support the stable development of the stock market, the Government is implementing recommendations made by the Task Force on Enhancing Stock Market Liquidity, including the reform of the Growth Enterprise Market. Additionally, the Government plans to implement such initiatives as introducing a treasury share buy-back regime and maintaining trading operations under severe weather by the middle of this year. It is also exploring measures to enhance the listing regime, improve the trading mechanism, enhance investor services, and bolster market promotion. Stamp duties payable on the transfer of real estate investment trust (REIT) units and the jobbing business of option market-makers will be waived. Regarding green finance, the Government plans to extend the Green and Sustainable Finance Grant Scheme by three years until 2027 with the scope of the scheme expanded. Additionally, sustainability disclosure standards will be formulated. These efforts will strengthen Hong Kong’s international standing in green and sustainable finance. In the area of digital finance, the Government has been actively promoting related developments. The Budget proposes to expand the scope of e-CNY pilot testing in Hong Kong, further explore the application scenarios of the e-HKD, and launch the first phase of a multiple-central bank digital currency common platform for cross-border payments (mBridge) this year. These initiatives, together with traditional financial services, aim to reduce transaction costs and enhance service efficiency.

Table 1: International conferences and forums being organized by the Government

Item	Organizer	Details
Roundtable for International Sovereign Wealth Funds	Hong Kong Investment Corporation Limited	Sovereign wealth funds and financial leaders will be invited to explore investment opportunities and develop collaborative partnerships
Summit on Start-up Investment and Development in Hong Kong	Hong Kong Investment Corporation Limited	It will bring together prominent figures in the start-up ecosystem, with a view to boosting collaboration among the investment, industry, academic and research sectors. That will help support I&T enterprise development at varying stages
Global Talent Summit and the Guangdong-Hong Kong-Macao Greater Bay Area High-quality Talent Development Conference	The Hong Kong Talent Engage	To promote Hong Kong's advantages as an international talent hub, enabling the flow of talent among the cities of the GBA
Joint Climate Finance Conference	HKMA and the Dubai Financial Services Authority	To explore transition financing opportunities and challenges for the Middle East and Asia
Belt and Road Summit	HKTDC	An important international business platform that promotes "Belt and Road" cooperation
The Conference of Belt and Road Initiative Tax Administration Cooperation Forum	To be announced	To promote tax administration co-operation and capacity building

Source: Budget, Hong Kong Financial Research Institute of Bank of China

V. Promoting Innovation and Technology Ecosystem Development to Enhance Economic Resilience

To foster long-term sustainable economic development, it is crucial to enhance productivity beyond relying solely on labour and capital inputs. This is particularly relevant for Hong Kong, given the challenges posed by an aging population and labour shortages, to develop new, high-quality productive forces. Continuous investment in areas such as innovation and technology (I&T), artificial intelligence, digital economy, and biomedicine can establish a strong foundation for future industrial development, enhance productivity, and drive the long-term upgrading and restructuring of Hong Kong's economy. A "South-North dual engine" industry pattern that combines finance and I&T is favourable for economic diversification and can enhance the economy's resilience. The Budget proposes a comprehensive set of supportive policies to improve Hong Kong's I&T ecosystem, covering various aspects from attracting enterprises to conducting research and development to facilitating technology transfer. First, the Hong Kong Investment Corporation Limited will continue its efforts to attract more I&T enterprises to set up operations in Hong Kong, with the implementation of the first batch of direct investment and co-investment projects scheduled for the first half of this year. Second, the Government will allocate funds to promote breakthroughs in scientific research. This includes dedicating HK\$3 billion to fund artificial intelligence research, setting aside HK\$3 billion for the Frontier Technology Research Infrastructure Support Scheme to assist the eight University Grants Committee (UGC)-funded universities, establishing the InnoLife Healthtech Hub in the Hong Kong-Shenzhen Innovation and Technology Park, as well as establishing Life and Health Technology Research Institutes and the Hong Kong Microelectronics Research and Development Institute. Third, the Government will provide incubation facilities for start-ups and support them through incubation and acceleration programs. This includes allocating HK\$200 million to assist life and health technology start-ups in Lok Ma Chau Loop and launching the Co-acceleration Programme by the Hong Kong Science and Technology Parks Corporation. Fourth, there will be strengthened support for technology transfer and the commercialization of results. The Government will launch the HK\$10 billion New Industrialisation Acceleration Scheme this year to provide funding support for setting up new production facilities, among other things. It will also offer financial support to the Technology Transfer Office of each of the eight UGC-funded universities. Fifth, there will be enhancements to I&T infrastructure and regulatory framework. The expansion of the Hong Kong Science Park and Cyberport, as well as new sites in the Loop being put into use progressively will provide more space for the development of I&T enterprises. Additionally, the Government has commissioned an expert group to conduct consultation and an in-depth study on how to develop a robust data trading ecosystem in Hong Kong. The objective is to provide an appropriate regulatory regime for the development of the Web3.0 ecosystem that can safeguard financial stability while promoting innovation.

VI. Multi-Pronged Approach to Improve Public Finance Sustainability

With deficits recorded in four out of the past five financial years, the Government estimates that the fiscal reserves will drop by nearly 40% from HK\$1,170.9 billion five years ago to HK\$733.2 billion at the end of March this year. It is projected that a deficit of HK\$48.1 billion will be posted in 2024-25, leading to a further decline in fiscal reserves to HK\$685.1 billion. A robust public finance could improve investor confidence in Hong Kong, which is conducive to providing a stable business environment and reinforcing Hong Kong's position as an international financial centre. To improve the sustainability of public finances, the Budget announces that the Government would "adopt a fiscal consolidation strategy to narrow our fiscal deficit progressively

towards achieving the goal of restoring fiscal balance”. To that end, the Budget proposes a series of initiatives (Table 2) that would help increase the fiscal reserves to HK\$832.2 billion by the end of March 2029. By proposing to implement a two-tiered standard rates regime for salaries tax and tax under personal assessment, the portion of net income exceeding HK\$5 million will be subject to the standard rate of 16%, representing an increase of one percentage point. This change reflects that the Government aims to moderately generate additional revenue through the use of the “affordable users pay” principle. At a time when the Hong Kong economy is still recovering, it might be difficult for the Government to find much room to raise revenue because an introduction of any new tax or any increase tax rates across the board will ultimately have an impact on consumption or corporate investment. Therefore, raising revenue by adjusting existing taxes is a compromise that will have less impact on the majority of the general public. As the proposed increase is mild and the tax rates remain lower than those of other major advanced economies, Hong Kong’s tax regime is expected to remain competitive. In addition to tax adjustments, the Government plans to increase bond issuance to fund infrastructural projects, such as the development of the Northern Metropolis. The proceeds from bond issuance will not be used for funding government recurrent expenditure and the scale of bond issuance is expected to range from HK\$95 billion to HK\$135 billion annually over the next five years. During the period, the ratio of Government debt to GDP will be in the range of about 9% to 13%, significantly lower than the 2023 average of about 110% among advanced economies. Considering the future economic benefits that these projects will generate and their long development process, the use of bond financing is deemed reasonable. As long as the Government makes proper and rational use of financial resources and gradually restores fiscal balance in accordance with the fiscal consolidation strategy, it should be able to achieve the target of restoring surplus in the Operating Account from 2026-27 onwards and in the Capital Account in 2028-29.

Table 2: Key measures to improve public finances and cashflows

Increase revenue	(1) To implement a two-tiered standard rates regime for salaries tax and tax under personal assessment. The first HK\$5 million of net income will continue to be subject to the standard rate of 15% while the portion of net income exceeding HK\$5 million will be subject to the standard rate of 16%. The government revenue is expected to increase by about HK\$910 million each year.
	(2) The Government will introduce legislative amendments in the first half of this year to implement the progressive rating system for domestic properties, with the aim to bring the system into effect from the fourth quarter of 2024-25 onwards. It is estimated that the system will contribute to an increase of about HK\$840 million in government revenue annually.
	(3) Business registration fees will increase. It is estimated that government revenue will increase by about HK\$295 million per annum.
	(4) To resume the collection of the Hotel Accommodation Tax. It is anticipated that government revenue will increase by about HK\$1.1 billion per annum.
	(5) To take forward the implementation of the global minimum tax proposal drawn up by the Organisation for Economic Co-operation and Development to address base erosion and profit shifting. It is estimated that these proposals will bring in tax revenue of about HK\$15 billion for the Government annually starting from 2027-28.
Reduce expenditure	(6) Consumption vouchers will no longer be distributed in 2024-25. Based on last year’s programme, HK\$33 billion can be saved.
	(7) To reduce concessions in profits tax, rates, salaries tax and tax under personal assessment, saving nearly HK\$7 billion compared with last year.
	(8) To continue to maintain zero growth in the civil service establishment, with the aim of containing the establishment at a level not exceeding that as at end-March 2021.
	(9) To implement the Productivity Enhancement Programme as announced earlier under which recurrent government expenditure will be cut by 1% for two consecutive years from 2024-25 to 2025-26. A further 1% will be cut in 2026-27. It is estimated that HK\$7 billion can be saved annually.
	(10) To review Government Public Transport Fare Concession Scheme for the Elderly and Eligible Persons with Disabilities (i.e. “the \$2 Scheme”) and Public Transport Fare Subsidy Scheme.
Borrow	(11) To issue bonds of about HK\$95 billion to HK\$135 billion per annum in the next five years to drive the development of the Northern Metropolis and other infrastructure projects.
Adjust infrastructure development progress	(12) To review the cost-effectiveness of works projects and give due regard to priority and urgency to adjust the implementation schedule. For the Kau Yi Chau Artificial Islands project, relevant studies will continue to be conducted. Various factors, including the public finance position, will be taken into account when considering its concrete implementation timetable.

Source: Budget, Hong Kong Financial Research Institute of Bank of China

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主要經濟指標 (Key Economic Indicators)

	2021	2022	2023/Q3	2023/Q4
一. 本地生產總值 GDP				
總量 (億元) GDP(\$100 Million)	28,680	28,091	7,684	7,946
升幅 (%) Change(%)	6.4	-3.5	4.1	4.3
二. 對外貿易 External Trade			2023/01-12	2024/01
外貿總值 (億元) Total trade(\$100 Million)				
總出口 Total exports	52,360	48,138	41,843	3,887
進口 Total imports	52,113	48,586	46,489	3,851
貿易差額 Trade balance	247	-448	-4,646	36
年增長率 (%) YOY Growth(%)				
總出口 Total exports	18.7	-13.9	-7.8	33.6
進口 Imports	17.2	-13.2	-5.7	21.7
三. 消費物價 Consumer Price				
綜合消費物價升幅 (%) Change in Composite CPI(%)	1.6	1.9	2.1	1.7
四. 樓宇買賣 Sale & Purchase of Building Units				
合約宗數 (宗) No. of agreements	96,133	59,619	4,401	58,035
年升幅 (%) Change(%)	31.1	-38.0	-0.6	-2.7
五. 勞動就業 Employment			2023/10-2023/12	2023/11-2024/1
失業人數 (萬人) Unemployed(ten thousands)	20.3	16.3	10.6	10.3
失業率 (%) Unemployment rate(%)	5.2	4.3	2.8	2.7
就業不足率 (%) Underemployment rate(%)	2.6	2.3	1.0	1.0
六. 零售市場 Retail Market			2023/01-12	2024/01
零售額升幅 (%) Change in value of total sales(%)	8.1	-0.9	16.2	1.0
零售量升幅 (%) Change in volume of total sales(%)	6.5	-3.4	13.8	-1.2
七. 訪港遊客 Visitors				
總人數 (萬人次) arrivals (ten thousands)	9.1	60.5	3,400.0	382.6
年升幅 (%) Change(%)	-97.4	561.5	5,523.8	667.1
八. 金融市場 Financial Market			2023/12	2024/1
港幣匯價 (US\$100=HK\$)				
H.K. Dollar Exchange Rate (US\$100 = HK\$)	779.8	780.8	781.1	781.9
貨幣供應量升幅 (%) change in Money Supply(%)				
M1	8.0	-20.7	-6.2	-12.5
M2	4.3	1.6	4.0	2.1
M3	4.3	1.6	4.0	2.2
存款升幅 (%) Change in deposits(%)				
總存款 Total deposits	4.6	1.7	1.0	-0.6
港元存款 In HK\$	1.4	0.7	0.3	-0.3
外幣存款 In foreign currency	7.9	2.6	1.5	-0.8
放款升幅 (%) in loans & advances(%)				
總放款 Total loans & advances	3.8	-3.0	0.0	-0.8
當地放款 use in HK	4.7	-0.2	0.3	-1.1
海外放款 use outside HK	1.7	-10.0	-0.8	0.0
最優惠貸款利率 (%) Best lending rate (%)	5.0000	5.6250	5.8750	5.8750
恒生指數 Hang Seng index	23,398	19,781	17,047	15,485