

# 专题研究报告

REPORT ON RESEARCH STUDY





# 《回应〈珠江三角洲地区改革发展规划纲要〉研究报告》

## STUDY REPORT IN RESPONSE TO THE OUTLINE OF THE PLAN FOR THE REFORM AND DEVELOPMENT OF THE PEARL RIVER DELTA

### 引言

在国家改革开放三十周年、广东省改革发展的关键时期，国务院在2009年初审议并正式批准实施国家发展和改革委员会牵头编制的《珠江三角洲地区改革发展规划纲要(2008-2020年)》(下称《规划纲要》)，首次把粤港澳合作纳入国家战略，并再次赋予珠三角「先行先试」的发展空间和契机。

为把握《规划纲要》赋予「先行先试」的机遇并提出切实建议，粤港合作联席会议下、由香港工商界代表组成的大珠三角商务委员会于2009年4月成立特别小组，在互惠共赢的大前提下，针对产业和民生事务两大范畴展开近半年的研究、讨论和咨询，最终成果——《回应〈珠江三角洲地区改革发展规划纲要〉研究报告》已于2009年9月底对外公布和发表。

研究报告围绕产业和民生事务两大范畴，归纳由香港工商界代表提出的七个重点共47项具体政策建议，建议内容涵盖医疗、环保、教育、交通、社会服务，以及专业服务(法律、金融、会计、航运物流及保险)、中小企开拓内销市场和制造产业升级转型、创新科技、文化及创意、检测认证共14个领域。<sup>1</sup>



### Introduction

In early 2009, three decades on since the introduction of the reform and opening-up policy in our country and a crucial time for Guangdong's economic restructuring and development, the State Council examined "the Outline of the Plan for the Reform and Development of the Pearl River Delta (2008 to 2020)" ("Outline") and formally approved its implementation. The "Outline", compiled under the auspices of the National Development and Reform Commission, has for the first time incorporated Hong Kong-Guangdong-Macao cooperation into the national strategy. Once again, the Pearl River Delta (PRD) is endowed with an opportunity for further developments under the "early and pilot implementation" arrangements.

To leverage the opportunities of the "early and pilot implementation" arrangements and put forward pragmatic recommendations in response to the "Outline", the Greater Pearl River Delta Business Council (Business Council), an organisation under the Hong Kong/Guangdong Cooperation Joint Conference with representatives from Hong Kong's business sector, set up an ad hoc group in April 2009. Under the preconditions of reciprocity and mutual wins, the ad hoc group spent nearly six months in studies, discussions and consultations on two major domains, namely industries and livelihood matters. The "Study Report in Response to the Outline of the Plan for the Reform and Development of the Pearl River Delta" was published and released in end September 2009.

Revolving around the two domains of industries and livelihood matters, the study report puts forward 47 specific policy recommendations under seven headings, summarising the views from representatives of Hong Kong's business sectors. The recommendations cover a total of 14 aspects, including healthcare services, environmental protection, education, transportation, social services, professional services (legal, finance, accounting, maritime and logistics, insurance), small and medium enterprises' entry into the Mainland domestic market and the upgrading and transformation of manufacturing industries, innovation technology, culture and creativity as well as testing and certification.<sup>1</sup>

<sup>1</sup> 报告全文可于<http://www.cmab.gov.hk/tc/issues/council.htm>浏览。

<sup>1</sup> The full report can be browsed at <http://www.cmab.gov.hk/en/issues/council.htm>



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### 报告的原则与立场

#### (1) 缔造互利共赢

从两地三十年合作的经验得知，缔造互利共赢是双方合作最重要的基础，故此，任何建议皆要以互利多赢为原则，以扩大双方共同利益为前提。事实上，能有效地落实《规划纲要》，不仅有利粤港持续发展，更可惠及全国，共同提升两岸三地经济圈的整体竞争力。

对广东而言，通过提供香港在服务业的经验，不仅能为广东带来现代化市场经济理念、先进的国际管理与行销经验、营商标准和办事规则，还可提高广东制造业的劳动生产率和国际竞争力，加速推进广东产业结构的优化升级。

对香港而言，在本地各种资源和条件的制约下，广东可为香港的产业提供广阔的发展腹地和市场延伸空间。通过完善基建及放宽签证等限制，香港可吸引更多内地企业和人士到香港投资和消费、吸引更多海外企业利用香港作为跳板进入内地市场，从而巩固香港总部经济的地位，有助创造大量需求和带动就业。

### The Principles and Stance of the Report

#### (1) Achieving Reciprocity and Mutual Wins

As seen in the past 30 years of Hong Kong-Guangdong cooperation, achieving reciprocity and mutual wins are the most important bedrock of the cooperation. Therefore, recommendations must be made under the principle of reciprocity and multiple wins and premised upon enhanced mutual benefits. Indeed, the effective implementation of the “Outline” will not only facilitate the future developments of Hong Kong and Guangdong, it will also benefit the whole nation and strengthen the overall competitiveness of the cross-strait economic circle.

To Guangdong, Hong Kong can provide experience in the services industries, bringing with it concepts of modernised market economy, leading international experience in management and marketing, and international business standards and practices. What is more, this can enhance the labour productivity and global competitiveness of Guangdong’s manufacturing industries and expedite the optimisation and upgrading of its industrial structure.

To Hong Kong, considering its resources and conditional constraints, Guangdong can provide Hong Kong’s industries with a vast hinterland for development and market expansion. By improving our infrastructures and relaxing, among others, visa restrictions, Hong Kong can attract more enterprises and people from the Mainland to invest and consume in Hong Kong. We can also attract more overseas enterprises to use Hong Kong as a springboard for accessing the Mainland market. This will reinforce Hong Kong’s status as a headquarter economy and create substantial demand to boost employment.





改革开放以来，粤港在合作方面敢闯敢试，经济社会发展取得瞩目成就，积极发挥「试验田」作用。当前，国家正处于经济转型和社会发展的关键时期，面对着前所未有的机遇和挑战。在新的历史节点上，粤港应该继往开来，先行先试，在过去三十年的合作成果和基础上，为国家的未来探索新路向。

## (2) 探索政府与市场的关系

香港的经济环境自由，政府多年以来采取积极不干预政策，奉行「小政府、大市场」原则，有别于内地的经济体系。基于粤港双方的经济体制不同，任何涉及跨境的建议，必须经中央政府原则同意，并得到两地政府的支持与配合，才可有效执行与落实。故此，在粤港合作的过程中，确保政府在经济发展中扮演更好角色，以引导两地市场力量打破体制障碍、加速融合，从而缔造更大的市场，至为重要。

Since China's reform and opening up, Hong Kong and Guangdong have been enterprising in their cooperative ventures, and their achievements in economic and social developments are spectacular. The two places have been serving successfully as a "testing field" for the reform. At this juncture, our country is in a crucial stage of economic restructuring and social development with unprecedented opportunities and challenges ahead. At this new historical moment, Hong Kong and Guangdong should be enterprising like before in piloting new developments while exploring a new direction for the country's future on the basis of their cooperative achievements in the past three decades.

## (2) Exploring Government-Market Relationship

Hong Kong is a free economy where the government has for long years been upholding a policy of positive non-intervention and a principle of "Small Government, Big Market". This is different from the Mainland's economic system. As Hong Kong and Guangdong are two different economic regimes, any proposals with cross-border implications must obtain the approval in principle from the Central Government and also the support and coordination of the Hong Kong and Guangdong Governments in order to be effectively implemented. It is therefore of utmost importance to ensure that in the course of cooperation, the two governments can play a better role in economic developments with a view to leading the two places to remove any systemic barriers and accelerate the integration process for the creation of a bigger market.





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### (3) 民生与产业息息相关

任何产业的发展，皆离不开民众需求，并以改善民生为出发点。粤港应高瞻远足，适切了解民众需要和品味要求，预视未来的市场变化，使各产业可顺应作出配合及行动。例如，内地未来或将逐步允许广东省九市居民「一签多行」赴港个人游，香港方面应尽早规划香港相应的配套措施，切实配合大珠三角居民的需求品味，以迎接庞大的商机。这同时可为两地创造更多就业，并通过两地高端人才的更紧密互动，提升区域竞争力。

### (4) 以服务业推动两地今后经济融合

面对未来三十年，粤港两地将在服务业加强融合，亦即两地经济进行第二次、以服务业为核心的结构合理化过程。现时广东在产业的相对优势，在于有大量的制造产业集群，及较强的科技实力，并已逐渐孕育出一些甚有潜质的第三产业如物流、商贸、展览及各项专业服务。

### (3) Interconnections between People's Life and Industrial Developments

All industrial developments are driven by people's needs with a purpose of improving people's life. So the Hong Kong and Guangdong authorities should be far-sighted and forward-thinking in order to get a right understanding of people's needs and preferences, anticipate future market changes, and lead industries to develop accordingly. For instance, the Mainland authorities may gradually allow individuals from nine Guangdong cities to visit Hong Kong under a "multiple entry permit" arrangement. To benefit, Hong Kong should lose no time in working out facilitating measures that meet the needs and preferences of the residents in Greater Pearl River Delta in order to grasp the tremendous business opportunities ahead. In so doing, more job opportunities will be created in Hong Kong and Guangdong, and regional competitiveness will be strengthened through closer interactions between the high-end workers of both places.

### (4) Future Economic Integration Between Hong Kong and Guangdong to be Powered by Services Industries

Looking forward to the next thirty years, Hong Kong and Guangdong will pursue closer integration in services industries. That is to say, the two economies will undergo a second structural rationalisation process that centres on services industries. Guangdong enjoys comparative advantages in industries with a large number of manufacturing clusters and stronger technological capability. Moreover, Guangdong's efforts in fostering a host of tertiary industries with great potential, such as logistics, trade and commerce, exhibition and professional services, are also beginning to pay off.

Nevertheless, after 30 years of rapid development, Guangdong clearly understands that in order to keep on innovating and creating higher values, it must develop





然而，广东经过三十年的高速发展，深明若要不断创新和创造更高的价值，则必需发展先进的生产性服务业，将广东打造为全国的服务业中心、面向全国市场。这种先进制造业与生产性服务业合作的模式，正是中国政府在「十一·五」规划中大力发展服务业和2003年内地与香港签订更紧密经贸关系安排(CEPA)背后的经济理念。

advanced production-oriented services industries and build itself into a national centre of services industries catering for the national market. The envisaged coordination between advanced manufacturing industries and production-oriented services industries is exactly what the Chinese Government had in mind in proposing vigorous development of services industries in the 11th National Five-Year Plan. It is also the economic vision behind the CEPA agreement signed between the Mainland and Hong Kong in 2003.

## 具体建议

基于以上原则和立场，大珠三角商务委员会的报告主要围绕产业和民生事务两大范畴，针对「硬软基建对接，打通四流」、「制度创新，统一标准」、「简化审批，降低准入门槛」、「谋求可持续发展，共建优质生活圈」、「整合社会服务资源，便利跨境生活」、「扩展教育和科技合作，提升整体人才素质」和「完善金融基建，防范金融风险」七个重点提出47项具体建议，表列如下：

### 七个重点，47项建议

#### 1. 硬软基建对接，打通四流（资讯流、人流、物流和资金流）

- 改进跨界车辆规管制度
- 协调珠三角港口资源
- 协调珠三角机场和空域资源
- 加快八达通与广东交通卡融合
- 加强协调两地邮寄系统
- 加快跨境电讯漫游服务的整合

## Specific Recommendations

Premised upon the above principles and stance, the Business Council study report covers two major domains, namely industries and livelihood matters, and put forward 47 specific recommendations under seven headings. These headings are “Coordinating Hard and Soft Infrastructures and Facilitating the Four Flows”, “New Systems and Common Standards”, “Streamlining Procedures and Lowering Entry Threshold”, “Seeking Sustainable Development and Building a Quality Living Area”, “Integrating Social Service Resources and Facilitating Cross-border Living”, “Furthering Collaboration in Education and Technology and Improving Overall Workforce Quality”, and “Optimising Financial Infrastructure and Preventing Financial Risks”. The headings and their respective recommendations are listed below:

### Seven Headings 47 suggestions

#### 1. Coordinating Hard and Soft Infrastructures and Facilitating the Four Flows (Information, Human Resources, Goods and Capital Flows)

- Improving the Regulatory System for Cross-border Vehicles
- Coordinating Port Resources in PRD
- Coordinating Airport and Airspace Resources in PRD
- Expediting Integration of Octopus Card and Guangdong's Transport Card
- Strengthening Postal Coordination between Hong Kong and Guangdong
- Expediting Integration of Cross-border Roaming Services



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### 2. 制度创新，统一标准

#### 专业领域相互开放

- 在更多领域达到专业资格互认
- 设立联合会计考试机制，互相豁免国籍和居留身分要求
- 允许在粤香港律师代表处聘用内地执业律师
- 互认检测认证报告
- 提升香港科研机构的地位

#### 两地海关系统联网

- 两地海关资料数据系统应尽快实现联网互通

### 2. New Systems and Common Standards

#### Mutual Liberalisation in Professional Areas

- Mutual Recognition of Professional Qualifications in More Areas
- Establishing a Joint Professional Examination Scheme and Waiving the Nationality and Residence Requirements on a Mutual Basis
- Allowing Hong Kong Law Firms' Representative Offices in Guangdong to Employ Mainland Practising Lawyers
- Mutual Recognition of Testing and Certification Reports
- Raising the Status of Hong Kong's Research and Development Institutions

#### Networking Hong Kong and PRD Customs Systems

- Expediting the Formation of a Joint Customs Information System





### 3. 简化审批，降低准入门槛

#### 缩短审批时间及简化程序

- 豁免商品认证重检
- 便利从事出口的加工企业拓展内销
- 争取设计人员享内地同等待遇
- 缩短成立律师事务所办事处审批时间
- 豁免重复的货运通关文件

#### 降低准入香港市场的条件

- 帮助内地公司在港开业
- 便利吸纳内地优秀毕业生在港就业
- 放宽内地人才赴港工作的限制

#### 降低准入内地市场的条件

- 帮助第三产业在广东发展
- 降低保险机构的资产和资本要求
- 放宽成立合伙会计师事务所的限制
- 放宽开设医疗机构的限制
- 放宽文化创意产业的准入限制
- 检讨减轻薪俸税负担

### 3. Streamlining Procedures and Lowering Entry Threshold

#### Shortening Approval Time and Streamlining Procedures

- Exemption of Re-examination for Product Certification
- Helping Export Processing Enterprises Tap the Domestic Market
- Requesting Equal Treatment for Hong Kong Designers in the Mainland
- Shortening Processing Time for Setting Up Law Firms' Representative Offices
- Exempting Duplicate Submission of Documents for Customs Clearance

#### Lowering the Threshold for Entering Hong Kong Market

- Facilitating Business Establishment by Mainland Companies in Hong Kong
- Facilitating the Intake of Outstanding Mainland Graduates to Work in Hong Kong
- Relaxing the Restrictions for Mainland Talents to Work in Hong Kong

#### Lowering the Threshold for Entering Mainland Market

- Assisting Development of Tertiary Industries in Guangdong
- Lowering the Capital Asset Requirements for Insurance Companies
- Relaxing the Restrictions on Setting Up Accounting Firms in Partnership
- Relaxing the Restrictions on Setting Up Medical Institutions
- Relaxing the Restrictions on Entering Cultural and Creative Industries
- Reviewing and Reducing Salary Tax





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### 4. 谋求可持续发展，共建优质生活圈

- 弃用劣质油发电
- 长远统一环保标准
- 争取成为环保专项技术试点
- 建立粤港产品回收平台

### 5. 整合社会服务资源，便利跨境生活

#### 整合社会和公益服务资源

- 粤港合办社会服务
- 推广香港公益服务经验

#### 便利内地人士在港生活

- 检讨衔接退休保障计划
- 探讨开办内地子弟学校

#### 便利港人在内地生活

- 检讨老人福利的保障范围
- 协助港人子弟跨境上学事宜
- 协助改善港人在珠三角的医疗服务



### 4. Seeking Sustainable Development and Building a Quality Living Area

- Abandoning the Use of Poor-quality Oil for Power Generation
- Uniform Environmental Protection Standards in the Long Run
- Becoming the Pilot Area of Specialised Environmental Technologies
- Establishing a Hong Kong-Guangdong Products Recycling Platform

### 5. Integrating Social Service Resources and Facilitating Cross-border Living

#### Integrating Resources of Social and Charitable Services

- Hong Kong-Guangdong Cooperation in Provision of Social Services
- Promoting Hong Kong's Experience in Charitable Services

#### Facilitating Life for Mainlanders Living in Hong Kong

- Reviewing the Feasibility of Bridging the Retirement Protection Schemes of Hong Kong and Mainland
- Considering the Possibility of Schools for Mainland Children

#### Facilitating Life for Hong Kong People in the Mainland

- Reviewing the Scope of Social Welfare for Elderly
- Assisting Children of Hong Kong Residents Receiving Education across the Border
- Assisting in Bettering Healthcare Services for Hong Kong People in PRD





## 6. 扩展教育和科技合作，提升整体人才素质

### 教育合作

- 容许香港培训机构独立办学
- 加强职业教育培训的合作
- 促进两地教育以创新方式合作
- 吸引更多内地学生在港读书

### 科技合作

- 利用香港国际经验，发挥珠三角科研优势

## 7. 完善金融基建，防范金融风险

- 提供更多元金融服务
- 促进两地人民币资金融通
- 便利香港居民汇款
- 放宽银行持股比例限制
- 共同防范金融风险

注：有关各专责小组针对产业和民生事务所提出的具体政策建议的详情，请参阅研究报告的附件。

## 6. Furthering Collaboration in Education and Technology and Improving Overall Workforce Quality

### Education Cooperation

- Allowing Independent Institutes Established by Hong Kong's Training Institutions
- Enhancing Collaboration in Vocational Education and Training
- Promoting Innovative Cooperation in Education between Hong Kong and Guangdong
- Attracting More Mainland Students to Study in Hong Kong

### Technological Collaboration

- Using Hong Kong's International Experience to Capitalise on PRD's Strengths in R&D

## 7. Optimising Financial Infrastructure and Preventing Financial Risks

- Providing More Variety in Financial Services
- Facilitating Flow of RMB Capital between Hong Kong and Guangdong
- Facilitating Remittance by Hong Kong Residents
- Relaxing Restriction on Bank Shareholdings
- Preventing Financial Risks Together

Remarks: Please refer to the appendices of the report which set out in full the details of the recommendations made by different task-groups on different industries and livelihood issues.



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### 主要的跟进方法

报告认为，要落实上述各项建议的重点策略之一，是两地政府及业界向中央提出建议并争取支持，针对个别服务业发展在制度上遇到的阻碍，对症下药，逐步完善国家相关的法律法规、落实CEPA对各行各业开放的实施细则及配套政策，以促进服务业发展，进而实践香港生产性服务业与广东省制造业结合的战略构思。

香港政府有关政策局及部门亦应加强与业界的定期沟通，使业界可以瞭解政府就各项提议的时间进度和落实情况。此举一方面可让政府瞭解在推行过程中，业界遇到的具体矛盾和困难，另一方面可促进建议有效落实。在现行的基础上，亦可根据个别情况和需要建立沟通渠道，从而实事求是地落实各项可行的建议，协助推进《规划纲要》的落实。

### Major Follow-up Initiatives

The study report is of the view that one of the key strategies for implementing the recommendations is for the governments and industries of the two places to propose to the Central Authorities to seek support for the gradual improvement of relevant laws and regulations aimed at addressing and removing any systemic obstacles to the development of services industries and also for the implementation of measures and supporting policies for the CEPA-relevant industries. This will help promote the development of services industries with a view to realising the strategic vision of integrating between Hong Kong's production-oriented services industries with Guangdong's manufacturing industries.

The relevant bureaux and departments of the Hong Kong Government should also step up regular communication with the industries to update the industries on the government's schedule and progress on implementing the recommendations of this report. This will in turn help the government understand the dilemmas and difficulties encountered by the industries in the course of implementation, facilitating the effective implementation of the recommendations. In addition, communication channels can be built on the basis of the existing mechanism in light of individual circumstances and needs so that feasible recommendations will be carried out pragmatically, taking forward the implementation of the "Outline".





粤港两地政府2009年3月提出签订《粤港合作框架协议》，确定深化基础设施、产业合作、环保和教育的具体合作方向，并同意就「共建优质生活圈」和「基础设施建设」两个专题共同编制区域合作规划。在此基础上，粤港政府可联手向中央反映具体建议，把粤港合作提升至国家战略层面，争取进入国家的「十二·五」规划。在互惠共赢的前提下，粤港真诚合作定可为国家作出新的贡献。

In March 2009, the Hong Kong and Guangdong Governments initiated the signing of a “Framework Agreement on Hong Kong/ Guangdong Cooperation” to set out the direction for substantive and deeper cooperation in the areas of infrastructure, industrial collaboration, environmental protection and education. Both governments also agreed to jointly devise regional cooperation plans on the subjects of “Building a Quality Living Area” and “Infrastructure Construction”. On the basis of the above, the two governments can jointly submit concrete proposals to the Central Authorities with a view to elevating Hong Kong-Guangdong cooperation to the level of national strategy and having relevant proposals incorporated into the National 12th Five-year Plan. The genuine cooperation between the two places under the premise of reciprocity will generate new contributions for the country.

