

專題研究報告

REPORT ON RESEARCH STUDY



《回應〈珠江三角洲地區改革發展規劃綱要〉研究報告》

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

引言

在國家改革開放三十周年、廣東省改革發展的關鍵時期，國務院在2009年初審議並正式批准實施國家發展和改革委員會牽頭編制的《珠江三角洲地區改革發展規劃綱要(2008-2020年)》(下稱《規劃綱要》)，首次把粵港澳合作納入國家戰略，並再次賦予珠三角「先行先試」的發展空間和契機。

為把握《規劃綱要》賦予「先行先試」的機遇並提出切實建議，粵港合作聯席會議下、由香港工商界代表組成的大珠三角商務委員會於2009年4月成立特別小組，在互惠共贏的大前提下，針對產業和民生事務兩大範疇展開近半年的研究、討論和諮詢，最終成果——《回應〈珠江三角洲地區改革發展規劃綱要〉研究報告》已於2009年9月底對外公布和發表。

研究報告圍繞產業和民生事務兩大範疇，歸納由香港工商界代表提出的七個重點共47項具體政策建議，建議內容涵蓋醫療、環保、教育、交通、社會服務，以及專業服務(法律、金融、會計、航運物流及保險)、中小企開拓內銷市場和製造產業升級轉型、創新科技、文化及創意、檢測認證共14個領域。¹



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.¹

¹ 報告全文可於<http://www.cmab.gov.hk/tc/issues/council.htm>瀏覽。

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

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報告的原則與立場

(1) 締造互利共贏

從兩地三十年合作的經驗得知，締造互利共贏是雙方合作最重要的基礎，故此，任何建議皆要以互利多贏為原則，以擴大雙方共同利益為前提。事實上，能有效地落實《規劃綱要》，不僅有利粵港持續發展，更可惠及全國，共同提升兩岸三地經濟圈的整體競爭力。

對廣東而言，通過提供香港在服務業的經驗，不僅能為廣東帶來現代化市場經濟理念、先進的國際管理與行銷經驗、營商標準和辦事規則，還可提高廣東製造業的勞動生產率和國際競爭力，加速推進廣東產業結構的優化升級。

對香港而言，在本地各種資源和條件的制約下，廣東可為香港的產業提供廣闊的發展腹地 and 市場延伸空間。通過完善基建及放寬簽證等限制，香港可吸引更多內地企業和人士到香港投資和消費、吸引更多海外企業利用香港作為跳板進入內地市場，從而鞏固香港總部經濟的地位，有助創造大量需求和帶動就業。

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.



改革開放以來，粵港在合作方面敢闖敢試，經濟社會發展取得矚目成就，積極發揮「試驗田」作用。當前，國家正處於經濟轉型和社會發展的關鍵時期，面對著前所未有的機遇和挑戰。在新的歷史節點上，粵港應該繼往開來，先行先試，在過去三十年的合作成果和基礎上，為國家的未來探索新路向。

(2) 探索政府與市場的關係

香港的經濟環境自由，政府多年以來採取積極不干預政策，奉行「小政府、大市場」原則，有別於內地的經濟體系。基於粵港雙方的經濟體制不同，任何涉及跨境的建議，必須經中央政府原則同意，並得到兩地政府的支持與配合，才可有效執行與落實。故此，在粵港合作的過程中，確保政府在經濟發展中扮演更好角色，以引導兩地市場力量打破體制障礙、加速融合，從而締造更大的市場，至為重要。

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) 民生與產業息息相關

任何產業的發展，皆離不開民眾需求，並以改善民生為出發點。粵港應高瞻遠足，適切瞭解民眾需要和品味要求，預視未來的市場變化，使各產業可順應作出配合及行動。例如，內地未來或將逐步允許廣東省九市居民「一簽多行」赴港個人遊，香港方面應盡早規劃香港相應的配套措施，切實配合大珠三角居民的需求品味，以迎接龐大的商機。這同時可為兩地創造更多就業，並通過兩地高端人才的更緊密互動，提升區域競爭力。

(4) 以服務業推動兩地今後經濟融合

面對未來三十年，粵港兩地將在服務業加強融合，亦即兩地經濟進行第二次、以服務業為核心的結構合理化過程。現時廣東在產業的相對優勢，在於有大量的製造產業集群，及較強的科技實力，並已逐漸孕育出一些甚有潛質的第三產業如物流、商貿、展覽及各項專業服務等。

(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，廣東經過三十年的高速發展，深明若要不斷創新和創造更高的價值，則必需發展先進的生產性服務業，將廣東打造為全國的服務業中心、面向全國市場。這種先進製造業與生產性服務業合作的模式，正是中國政府在「十一·五」規劃中大力發展服務業和2003年內地與香港簽訂更緊密經貿關係安排(CEPA)背後的經濟理念。

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.

具體建議

基於以上原則和立場，大珠三角商務委員會的報告主要圍繞產業和民生事務兩大範疇，針對「硬軟基建對接，打通四流」、「制度創新，統一標準」、「簡化審批，降低准入門檻」、「謀求可持續發展，共建優質生活圈」、「整合社會服務資源，便利跨境生活」、「擴展教育和科技合作，提升整體人才質素」和「完善金融基建，防範金融風險」七個重點提出47項具體建議，表列如下：

七個重點，47項建議

1. 硬軟基建對接，打通四流（資訊流、人流、物流和資金流）

- 改進跨界車輛規管制度
- 協調珠三角港口資源
- 協調珠三角機場和空域資源
- 加快八達通與廣東交通卡融合
- 加強協調兩地郵寄系統
- 加快跨境電訊漫遊服務的整合

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. 制度創新，統一標準

專業領域相互開放

- 在更多領域達到專業資格互認
- 設立聯合會計考試機制，互相豁免國籍和居留身分要求
- 允許在粵香港律師代表處聘用內地執業律師
- 互認檢測認證報告
- 提升香港科研機構的地位

兩地海關系統聯網

- 兩地海關資料數據系統應盡快實現聯網互通

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. 簡化審批，降低准入門檻

縮短審批時間及簡化程序

- 豁免商品認證重檢
- 便利從事出口的加工企業拓展內銷
- 爭取設計人員享內地同等待遇
- 縮短成立律師事務所辦事處審批時間
- 豁免重複的貨運通關文件

降低准入香港市場的條件

- 幫助內地公司在港開業
- 便利吸納內地優秀畢業生在港就業
- 放寬內地人才赴港工作的限制

降低准入內地市場的條件

- 幫助第三產業在廣東發展
- 降低保險機構的資產和資本要求
- 放寬成立合夥會計師事務局的限制
- 放寬開設醫療機構的限制
- 放寬文化創意產業的准入限制
- 檢討減輕薪俸稅負擔

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. 謀求可持續發展，共建優質生活圈

- 棄用劣質油發電
- 長遠統一環保標準
- 爭取成為環保專項技術試點
- 建立粵港產品回收平台

5. 整合社會服務資源，便利跨境生活

整合社會和公益服務資源

- 粵港合辦社會服務
- 推廣香港公益服務經驗

便利內地人士在港生活

- 檢討銜接退休保障計劃
- 探討開辦內地子弟學校

便利港人在內地生活

- 檢討老人福利的保障範圍
- 協助港人子弟跨境上學事宜
- 協助改善港人在珠三角的醫療服務



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. 擴展教育和科技合作，提升整體人才質素

教育合作

- 容許香港培訓機構獨立辦學
- 加強職業教育培訓的合作
- 促進兩地教育以創新方式合作
- 吸引更多內地學生在港讀書

科技合作

- 利用香港國際經驗，發揮珠三角科研優勢

7. 完善金融基建，防範金融風險

- 提供更多元金融服務
- 促進兩地人民幣資金融通
- 便利香港居民匯款
- 放寬銀行持股比例限制
- 共同防範金融風險

註：有關各專責小組針對產業和民生事務所提出的具體政策建議的詳情，請參閱研究報告的附件。

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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主要的跟進方法

報告認為，要落實上述各項建議的重點策略之一，是兩地政府及業界向中央提出建議並爭取支持，針對個別服務業發展在制度上遇到的阻礙，對症下藥，逐步完善國家相關的法律法規、落實CEPA對各行業開放的實施細則及配套政策，以促進服務業發展，進而實踐香港生產性服務業與廣東省製造業結合的戰略構思。

香港政府有關政策局及部門亦應加強與業界的定期溝通，使業界可以瞭解政府就各項提議的時間進度和落實情況。此舉一方面可讓政府瞭解在推行過程中，業界遇到的具體矛盾和困難，另一方面可促進建議有效落實。在現行的基礎上，亦可根據個別情況和需要建立溝通渠道，從而實事求是地落實各項可行的建議，協助推進《規劃綱要》的落實。

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".



粵港兩地政府2009年3月提出簽訂《粵港合作框架協議》，確定深化基礎設施、產業合作、環保和教育的具體合作方向，並同意就「共建優質生活圈」和「基礎設施建設」兩個專題共同編制區域合作規劃。在此基礎上，粵港政府可聯手向中央反映具體建議，把粵港合作提升至國家戰略層面，爭取進入國家的「十二·五」規劃。在互惠共贏的前提下，粵港真誠合作定可為國家作出新的貢獻。

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.

