



社會企業研究院

Social Enterprise Research Academy

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2023年施政報告建議書：

香港特區政府在領導

ESG 經濟發展的3個方案





前言

香港經濟的競爭力，愈來愈依賴經濟、社會及環境的可持續發展，環境、社會和管治（Environmental, Social and Governance, ESG）的績效表現，是衡量可持續發展的重要指標，其涵蓋範圍包括：

- 環境保護：溫室氣體排放、環境污染防治與控制、綠色生態、能源節約等。
- 社會責任：消費者權益、勞工關係、僱員健康安全、隱私保護、平等機會、供應鏈管理、社區福利等。
- 企業管治：內部管治及決策、風險管理、商業操守及道德、董事會的組成機制、審計及報告等。

可持續發展已成為全球人類不可忽視的議題，而 ESG 的績效表現，成為國際投資者作為選取投資產品的衡量準則。

自 2016 年起，香港交易所要求上市公司就 ESG 績效提供報告，若能加入第三者的獨立審核，有別於財務報告的審核，可大大提高可信性。特區政府亦積極推動綠色金融的發展，為綠色企業籌集股本資金的平台。建議政府擔當領導角色，推動本港經濟可持續性發展。

香港的經濟結構以中小型企業為主，而推動 ESG 策略的主要目標有三種：

1. 降低營運成本（例如：節約能源、無紙辦公室及線上交易）；
2. 增加收益（例如：提升品牌形象、綠色產品）；及
3. 減少營運風險（例如：員工健康與安全）。

因此，推動 ESG 績效的發展，不僅限於上市公司，而是影響全體經濟結構的轉型及升級。由特區政府帶領全港企業向 ESG 方向轉型，可讓不同持份者了解可持續發展的重要性。



一. 建立 ESG 公司政策之架構

企業涉及 ESG 的層面相為廣泛，包括勞工權益、反貪污、環保、科技創新、消費者權益、公平競爭、食品安全及教育等，相關部門包括勞工及福利局、廉政公署、環境及生態局、創新科技及工業局、消費者委員會、平等機會委員會、食物環境衛生署及教育局等。特區政府可考慮為香港籌劃一套融合經濟、社會及環境因素的 ESG 公共政策、提供較高層次、綜合 ESG 公共政策的宏觀、發達及政府整體的框架結構、策略與方針。

首先，政府可以把 ESG 議題分類為幾個長遠目標，例如：

1. 減少貧富懸殊
2. 提升健康與社會福利
3. 確保性別平等、種族共融
4. 實現社會創新與學以致用的教育
5. 發展環保智慧城市建設
6. 推動綠色服務的發展
7. 加強保育和生態系統
8. 重振永續發展的全球夥伴關係

由於每項長遠目標都涉及幾個跨部門的參與，因而需要一個統整 ESG 公共政策、指標及行動方案。例如「發展環保智慧城市建設」，需要由交通運輸、創新科技及工業局、環境局、發展局及房屋局等共同協調合作，制定短期以及長遠的策略和行動方案。從而需要設立一個跨部門的事責小組進行規劃及督導，相比由各個部門依其服務需要而制定獨立的策略與方針更為理想。

ESG 公共政策中的「管治」（Governance），就是要訂立政府對經濟、社會及環境的可持續發展的使命、政策、目標及策略，以及政府組織運作機制、風險管理及財務與非財務指標的評估，以達到社會價值的最大化。

ESG 公共政策的展開，是由上而下的方針規劃，上下之間的方針、目標、指標及策略必須一致性、連貫性及緊密性互相聯繫，每層目標都是透過規劃（Plan）、執行（Do）、審核（Check）及修正（Act）的循環模式地不斷改善。



二. 建立各政府部門的 ESG 指標

在 2022 年 11 月 30 日的立法會會議上，有議員提問：政府會否以身作則，逐步為各政府部門及公營機構引入 ESG 營運概念，並訂立與 ESG 相同的績效指標；如會，詳情為何；如否，原因為何？

庫務局局長的答覆如下：

「為爭取在二零三五年前將碳排放總量從二零零五年的水平減半，邁向二零五零年前達致碳中和的目標，《行政長官 2022 年施政報告》公佈了一系列公共設施和相關的減碳行動，包括在二零二四至二五年度將政府建築物和設施的整體能源表現提升超過百分之六、加快在新發展區（包括北部都會區）建設區域供冷系統、在未來三年在額外 7,000 個政府建築停車位提供充電設施、今年內開展公共屋邨廚餘收集試驗計劃等。」

政府各部門及公營機構除了訂立與環境保護相關的績效指標之外，亦可以考慮訂立與 ESG 相關的績效指標。

根據資料顯示，交通運輸為香港第二大碳排放源頭，在 2018 年佔碳排放總量約 18%，僅次於發電。由於交通運輸碳排放涉及環境及生態局、創新科技及工業局、發展局、運輸及房屋局等，要減少排放必須要進行跨部門協作，共同訂立 ESG 的績效指標。

此外，環境及生態局可考慮設立跨政府部門的功能，為發展局、運輸及房屋局等制定減碳目標及政策，同時進行監測和定期審查進度。建議特區政府可以由「政務司」為主導，設立「跨部門 ESG 政策委員會」，發展一套 ESG 公共政策，並為政府各部門及公營機構，引入 ESG 營運概念，並訂立與 ESG 相關的績效指標。《可持續發展委員會》於 2003 年成立，向政府提供意見，就長遠發展而言，該委員會可為政府提供一套 ESG 公共政策，提高執行及監測功能。

三. 推動可持續發展的採購

政府的採購策略，可直接影響市場中供應商及企業的行為。例如，為了加強公共工程的品質管理，發展局規定顧問及承建商必須要取得 ISO9001 品質管理制度的認證，從而推動其供應商設立品質政策、目標、方案及管理制度，這種採購策略會在整條供應鏈中發揮「馬太效應」。

同樣的理由，如果政府的採購策略是以 ESG 指標作為採購標準，就可以推動企業可持續發展。

根據財經事務及庫務局局長在立法會中表示，政府訂有環保採購政策，要求部門購買產品和服務時，在合乎經濟效益的情況下，按照環境及生態局並經諮詢



相關部門訂定的綠色產品標準作採購，購買綠色產品並避免即棄用品，積極推動減碳、減廢和促進循環經濟。

如果政府採購政策及原則能包括環保採購政策便更為全面。

英國自 2020 年 9 月開始，政府發佈了 ESG 採購政策，要求採購過程中加入與 ESG 相關的主題，包括以下五項：

1. 幫助當地社區從 COVID-19 的影響中恢復和管理；
2. 解決經濟不平等問題（貧富懸殊）；
3. 應對氣候變化；
4. 提供平等機會；
5. 改善福祉

政府採購的規模和廣度意味著它可成為可持續發展的巨大推動力，而投標企業必須能夠證明或驗證 ESG 的實踐。ESG 採購政策可以將以前在政府中沒有佔據一席之地的社會價值觀，納入政府各部門之中。社會價值是 ESG 的重要組成部份，通過就業、再培訓和資源支持等方面的努力，從而有助於提高經濟水平和社會創新。

政府承辦全港最大單一公共採購外判服務，總值高達 1080 億元，佔本港 GDP 約 4%，建議以社會價值進行採購為考量，改善工資被剝削及工時過長等問題，推動可持續發展。

結論

香港未來的競爭力，取決於經濟、社會及環境的可持續發展，而政府的公共政策，可成為可持續發展的巨大推動力。在追求可持續發展時，政府須要擔當領導角色，帶領企業及各持份者進行改革，促進環境、社會及管治（ESG）的發展。



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乙部分 - 業界諮詢結果

社會企業研究院於 2023 年 8 至 9 月期間，連同幾間支持機構，包括香港工業總會、Asia CEO Community、社會影響力投資基金會、商道融綠及 THINK ESG Limited 發起諮詢，集合業界對於 ESG 經濟發展及應用上的意見，結果如下：

50 位受訪者來自 7 個行業，包括金融服務與保險、房地產、室內設計、建築和工程、美容、運動和醫療保健、技術與創新、政府和非營利組織及零售及貿易、物流與運輸及專業服務與諮詢。

約 65% 的受訪者認為香港發展 ESG 經濟對他們所在的行業有一定影響，亦有 29% 認為有很大影響。然而，只有 32% 受訪者認為 ESG 在所在行業中有較高的實踐程度，另外有 29% 受訪者認為 ESG 在所在行業中的實踐程度屬於中等。

為推動 ESG 經濟發展，超過 67% 受訪者認為香港政府可成立跨部門的專責小組，為政府各部門確立 ESG 政策、目標及方案，以及監督機制。此外，亦有分別 65% 及 62% 受訪者認為政府可帶領企業向 ESG 方向轉型，以及提供相關培訓。

此外，約 80% 受訪者認為香港政府可考慮增設獎勵措施，例如稅收優惠、補貼等，以鼓勵企業實踐 ESG；亦有 74% 受訪者認為政府加強宣傳，提高公眾與企業對 ESG 的認知和理解。

對於香港發展 ESG 經濟對企業的長遠發展的作用，超過 77% 受訪者認為 ESG 有助於提高企業的競爭力，形象和聲譽，以及有助於提高企業的企業社會責任。此外，亦有 61% 認為香港發展 ESG 有助於滿足投資者和利益相關者對 ESG 的期望和要求，增強企業的透明度和信任度。另有 41% 受訪者認為發展 ESG 有助於降低企業的風險。

關於可持續發展的採購，超過 80% 受訪者認為有助於提升企業形象和品牌價值，另有 68% 認為有助於在市場上取得競爭優勢。此外，亦有 58% 受訪者認為可持續發展的採購可提高產品和服務的質量和效率。要推動可持續發展的採購，有



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71%受訪者認為可設立綠色採購標準，亦有65%受訪者認為政府可提供綠色供應商優惠、以及鼓勵及支持本地企業參與綠色投資及產品。

至於香港發展 ESG 所面臨的困難，61% 受訪者認為政府對 ESG 發展缺乏明確的政策指引，58%受訪者認為缺乏相關法規和監管機制，亦有55%認為高度競爭的商業環境制約了企業的 ESG 投入。

要平衡可持續發展的採購和商業利益之間的關係，以下為受訪者的意見：

- 當綠色採購普及價錢就會回落,有競爭性
- 只要政府有資助和長遠發展的產業政策，足夠的社會責任教育，自然會形成商業利益與社會共識。
- 要政府主動推出優惠計劃給參予機構，例如減免利得稅。
- 把相關可持續發展的要求放在招標書上，讓招標的公司自行評估及制定合適政策
- 不斷探討可持續發展方案，以最低成本達致有效目標

總括而言，ESG 經濟的發展能提升香港競爭力及國際形象，吸引投資者，鞏固香港作為亞洲金融樞紐的地位。政府可參考以上諮詢結果，並帶領各持份者發展香港 ESG 經濟。



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乙部分 - 業界諮詢的支持機構

業界諮詢的部分由本院及香港工業總會、Asia CEO Community、社會影響力投資基金會、商道融綠及 THINK ESG Limited 幫忙邀請會員參與。

1. 香港工業總會



2. Asia CEO Community



3. 社會影響力投資基金會



4. 商道融綠



5. Think ESG Ltd



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**3 Recommendations on the HKSAR Government's Leadership Role
in Promoting ESG Economic Development**

Part A: Proposal on 2023 Policy Address

Introduction

The competitiveness of Hong Kong's economy increasingly relies on sustainable development in economic, social, and environmental aspects. The performance of Environmental, Social, and Governance (ESG) factors serves as an important indicator of sustainable development. ESG factors encompass several key areas:

- Environmental protection, including greenhouse gas emissions, environmental pollution control, green ecology, and energy conservation.
- Social responsibility, covering consumer rights, labor relations, employee welfare and safety, privacy protection, equal opportunities, and community well-being.
- Corporate governance, which involves internal governance and decision-making, risk management, business ethics and morals, board of directors composition, and auditing and financial reporting.

Sustainable development has become a crucial global issue, and ESG performance serves as a criterion for international investors when selecting investment products. The Hong Kong Stock Exchange has required listed companies to provide ESG performance reports since 2016. Independent verification by third parties, separate from financial reporting audits, can significantly enhance credibility. Additionally, the SAR government actively promotes the development of green finance as a platform for raising capital for green enterprises. It is recommended that the government takes a leadership role in promoting the sustainable development of Hong Kong's economy.

Hong Kong's economic structure primarily comprises small- and medium-sized enterprises. The main objectives of implementing ESG strategies are to:

1. Enhance resources management, such as energy conservation, paperless offices, and responsible use of raw materials.
2. Increase revenue by developing green products and services, embracing



sustainability practices, and implementing effective supply chain management.

3. Mitigate operational risks, including labor rights, risk assessment, and data privacy and protection.

Therefore, promoting the development of ESG performance goes beyond listed companies and influences the transformation and collaboration of the entire economic structure. The SAR government should assume a leadership role across all business sectors to transition towards ESG, raising awareness among stakeholders about the importance of sustainable development.

Recommendations:

1. Establishing the Framework of ESG Corporate Policies

The Sustainable Development Council, established in 2003 to provide advice to the government, can contribute to a set of ESG public policies for long-term development, enhancing implementation and monitoring capabilities.

ESG aspects associated with businesses are extensive, including labor rights, anti-corruption, environmental protection, technology innovation, consumer rights, fair competition, food safety, and education. Relevant departments include the Labour and Welfare Bureau, the Independent Commission Against Corruption, the Environmental Protection Department, the Innovation and Technology Bureau, the Consumer Council, the Equal Opportunities Commission, the Food and Environmental Hygiene Department, and the Education Bureau. The SAR government should consider formulating an ESG mission, vision, and value system that integrates economic, social, and environmental factors and provides a holistic framework, strategy, and direction for the government as a whole.

The government can categorize ESG issues into several long-term goals, such as:

1. Reducing wealth disparity.
2. Enhancing health and social welfare.
3. Ensuring gender equality and racial integration.
4. Achieving social innovation and application-oriented education.
5. Developing environmentally-friendly smart city infrastructure.
6. Promoting the development of green services.
7. Strengthening conservation and ecosystems.
8. Revitalizing global partnerships for sustainable development.



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Since each long-term goal would involve participation across various departmental entities, integrated ESG public policy, indicators, and action plans are necessary. For example, the development of environmentally friendly smart city infrastructure requires coordination and cooperation among the Transport and Housing Bureau, the Innovation and Technology Bureau, the Environmental Department, the Development Bureau, and the Housing Department to formulate short-term and long-term strategies and action plans. Therefore, establishing a cross-department task force for planning and supervision is more ideal than having individual departments with independent strategies and policies according to their service needs.

The "Governance" aspect in the ESG public policy refers to establishing the government's mission, vision, objectives, and strategies for sustainable development in the economic, social, and environmental aspects. It also includes the evaluation of government organizational operations, risk management, and assessment of financial and non-financial indicators to maximize social value.

The implementation of ESG public policies follows a top-down approach, where the policies, goals, indicators, and strategies between different levels must be consistent, coherent, and closely linked. Each level's objectives are continuously improved through the cycle of planning, execution, evaluation, and adjustment.

2. Developing ESG Indicators for Each Government Department

During a Legislative Council meeting on 30 November, 2022, a legislative member raised the question of whether the government would gradually introduce ESG operational concepts and establish performance indicators aligned with ESG in government departments and public institutions. In response, the Financial Secretary stated:

“To strive for halving the total carbon emissions by 2035 from the level of 2005 and move towards the goal of carbon neutrality by 2050, the "Policy Address 2022" by the Chief Executive announced a series of public infrastructure and related carbon reduction actions. These include improving the overall energy performance of government buildings and facilities by over 6% in the fiscal years 2024 to 2025, accelerating the construction of district cooling systems in new development areas (including the Northern Metropolis), providing charging facilities for an additional 7,000 government parking spaces in the next three years, and launching a pilot program for food waste collection in public housing estates within this year.”

According to government statistics, transportation is the second-largest source of carbon emissions in Hong Kong, accounting for approximately 18% of the total emissions in 2018, second only to the power generation sector. Since reducing transportation emissions would involve various departments such as the Environmental Protection Department, the Innovation and Technology Bureau, the Development Bureau, and the Transport and Housing Bureau, cross-department collaboration is necessary to establish ESG performance indicators and work towards emission reduction.



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Specifically, the Environmental Protection Department can develop cross-department guidelines to jointly establish carbon reduction targets and policies with the Development Bureau, the Transport and Housing Bureau, and other relevant departments, and to implement and conduct regular progress reviews. Led by the Chief Secretary for Administration, the government can form an ESG Policy Committee to formulate the ESG public mission and goals, and seek advice from the Sustainable Development Council to enhance and monitor ESG capabilities.

3. Promoting Sustainable Development Procurement

The government should play a leading role in promoting sustainable development through procurement. This involves considering environmental, social, and economic factors in the procurement process to minimize negative impacts and maximize contributions. By procuring products and services from suppliers who demonstrate strong ESG performance, the government can implement green sourcing practices and support local sustainable businesses.

To achieve this, the government should establish a value system for sustainable procurement in each department. This would involve conducting supplier assessments based on ESG performance and providing support and incentives for suppliers to improve their sustainability practices. By setting a good example in the procurement process, the government can encourage and influence the private sector to adopt similar practices and work towards sustainable development goals in Hong Kong.

Conclusion

The Hong Kong SAR Government plays a crucial leadership role in promoting ESG development. By establishing a robust framework for ESG corporate mission, vision, and values, each government department should adhere to ESG policies, indicators, and guidelines. Through partnerships and collaboration, the government can drive the transition towards sustainable development in Hong Kong and make valuable contributions to global sustainability.



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Part B - Industry Consultation Results

Social Enterprise Research Academy and a few support organizations, including The Federation of Hong Kong Industries, Asia CEO Community; Social Impact Investment Foundation; SynTAO Green Finance, Think ESG Ltd, conducted a consultation in August - September 2023 to gather industry opinions on ESG economic development and application. The results are as follows.

50 respondents from 7 industries participated, including financial services and insurance, real estate, interior design, construction and engineering, beauty, sports and healthcare, technology and innovation, government and non-profit organizations, retail and trade, logistics and transportation, and professional services and consulting.

Approximately 65% of the respondents believe that the development of ESG economy in Hong Kong has a certain impact on their respective industries, with 29% considering it to have a significant impact. However, only 32% of the respondents believe that ESG has a higher level of implementation in their industries, while another 29% consider the level of implementation to be moderate.

To promote the development of the ESG economy, over 67% of the respondents believe that the Hong Kong government should establish a cross-departmental task force to establish ESG policies, goals, and programs for government departments, as well as to provide oversight mechanisms. Additionally, 65% and 62% of the respondents respectively believe that the government can lead companies in the transition towards ESG and provide relevant training.

Furthermore, around 80% of the respondents believe that the Hong Kong government could consider implementing incentive measures such as tax benefits and subsidies to encourage ESG practices by businesses. Additionally, 74% of the respondents believe that the government should enhance publicity efforts to increase public and corporate awareness and understanding of ESG.

Regarding the role of ESG economic development in the long-term development of businesses in Hong Kong, over 77% of the respondents believe that ESG helps improve a company's competitiveness, image, and reputation, as well as enhances its corporate social responsibility. Furthermore, 61% believe that the development of ESG in Hong Kong helps meet the expectations and requirements of investors and stakeholders, increasing transparency and trustworthiness. Another 41% of the respondents believe that ESG development helps reduce business risks.

Regarding sustainable procurement, over 80% of the respondents believe that it helps enhance corporate image and brand value, and 68% believe it contributes to gaining a competitive advantage in the market. Additionally, 58% of the respondents believe that sustainable procurement can improve the quality and efficiency of products and services. To promote sustainable procurement, 71% of the respondents suggest establishing green procurement standards, and 65% suggest the government provide incentives for green suppliers and encourage and support local businesses in green investments and products.



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Regarding the difficulties faced in the development of ESG in Hong Kong, 61% of the respondents believe that the government lacks clear policy guidelines for ESG development, 58% believe that there is a lack of relevant regulations and regulatory mechanisms, and 55% believe that the highly competitive business environment constrains ESG investments by companies.

To balance the relationship between sustainable procurement and business interests, the following are the respondents' opinions:

- When green procurement becomes more widespread, prices will become competitive.
- As long as the government provides subsidies and long-term industrial policies, along with sufficient social responsibility education, there will naturally be a convergence of business interests and social consensus.
- The government should proactively introduce preferential programs for participating organizations, such as capital gains tax exemptions.
- Include relevant sustainable development requirements in tender documents, allowing bidding companies to assess and establish appropriate policies themselves.
- Continuously explore sustainable development programs to achieve effective goals at the lowest cost.

In summary, the development of the ESG economy can enhance Hong Kong's competitiveness and international image, attract investors, and solidify its position as an Asian financial hub. The government could refer to the above consultation results and lead various stakeholders in developing Hong Kong's ESG economy.



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Part B - Supporting Organizations on the Industry Consultation

The industry consultation is supported by The Federation of Hong Kong Industries, Asia CEO Community; Social Impact Investment Foundation; SynTAO Green Finance and Think ESG Ltd.

1. The Federation of Hong Kong Industries



2. Asia CEO Community



3. Social Impact Investment & Procurement



4. 商道融綠 SynTAO Green finance



3. Think ESG Ltd

