



中国环境与发展国际合作委员会2008年年会
China Council for International Cooperation on Environment and Development

Annual General Meeting 2008

给中国政府的政策建议

Policy Recommendations to the Chinese Government

国合会首席顾问及其支持专家组

Chief Advisors and Supporting Team



主题： 机制创新与和谐发展

Theme: Harmonious Development through Innovation

- * 落实科学发展观是中国推进发展的总纲领；追求“和谐”是发展的主旋律，包括对内建设和谐社会，对外推动建设和谐世界。
- * Scientific Development Theory has been set as the general principle of China's development. Harmonious development includes the construction of a harmonious society domestically and a harmonious world internationally.
- * 作为和谐社会建设重要任务的中国环境与发展事业站到了一个新的历史起点上，进入了一个全面的战略转型期。
- * Environment and development have entered a period of strategic transformation and are at a new historic starting point.
- * 对观念、体制、机制、制度和技术实行全面而具体的创新是中国协调环境与发展关系的关键。
- * The key to a coordinated relationship between environment and development is innovation in concepts, structures, governance system, institutions and technology.



围绕主题的四大大战略与政策关注

Four Strategies and Policies Related to the Theme

- * 不平凡的2008年给中国环境与发展带来的新的挑战与机遇：新形势下的创新问题
- * The unusual 2008 has brought new challenges and opportunities: innovation
- * 环境创新问题：创新中的重点问题
 - * ——以环境与创新课题组成果为基础
- * Environment and innovation: key issues for innovation (TF on Innovation and Environmentally-friendly society)
- * 由环境污染造成的公众健康问题：环境领域中的社会和谐问题
 - * ——以环境与健康课题组成果为基础
- * Public Health and environmental pollution: Social harmony from an environmental perspective (TF on Environment and Health)
- * 能源效率与发展低碳经济问题：环境与发展领域面临的现实紧迫问题与远景问题
 - * ——以能源效率和环境经济政策、能源效率与城市发展、以及低碳经济课题组的中期报告为基础，提出初步建议，最终建议将由明年年会提交。
- * Energy efficiency and low carbon economy: the most urgent issue and the outlook facing environment and development (Based on the interim reports from TF on Energy Efficiency and environmental economic policy, TF on energy efficiency and urban Development, TF on low carbon development TF). Final reports will be submitted during next AGM.



一、将挑战转化为机遇，大力推进 科学发展

**TURN CHALLENGES INTO OPERTUNITIES, AND
PROMOTING SCIENTIFIC DEVELOPMENT**



背景

Background

- * 严重的自然灾害、动荡多变的国际金融形势、食品安全事件、成功的奥运会和残奥会、举世瞩目的改革开放30年成就等都将使08年在中国发展的历史上烙下深刻的印记。
- * 2008 will surely be viewed as an exceptional year for China because of the devastating natural disasters, international financial turbulence, food safety incidents, successful Olympic and Paralympics Games as well as the 30th anniversary of the introduction of Reform and Opening Up.
- * 一方面，一系列纷繁复杂的事件与形势暴露出了许多新的问题，给中国的环境与发展带来了新的挑战；
- * The year on the one hand gave rise to a number of new problems and challenges for China in the field of the environment and development,
- * 另一方面，巨大的成功和喜悦也给中国留下了宝贵的遗产。
- * on the other hand, the great success and joy of the year left a precious legacy for China as well.
- * 在08年即将结束之际，揭示问题与挑战，认识机遇与潜力，总结经验教训，积极应对，继往开来是中国政府的当务之急。
- * As the year of 2008 draws to its end, it is now important for the Chinese government to face up to the problems and challenges, identify opportunities and potentials, review experiences and lessons, take positive actions and look into the future.



建议

Recommendation

中国政府要从科学发展的长远战略目标出发来应对暂时的危机，将目前的挑战转化为谋求长久又好又快发展的机遇。

- * China government should keep committed to Scientific Development Outlook and solve the temporary crisis from the perspective of strategic goal of long run. By doing so, the challenge can turn into a good opportunity for China to achieve the goal of good and rapid development.



具体建议

Including

- * 1. 抓住应对金融危机的机遇，加快实现又好又快发展的步伐
- * 1. Meet with the opportunities from financial crisis and speed up the goal of good and rapid development.
 - * 在新一轮宏观调控政策中，不能降低对环境保护的要求，防止“两高一资”行业反弹，不折不扣地落实“十一五”节能减排任务和目标。
 - * In the new round of macro regulation aiming at stabilizing economic growth and warding off inflation, the requirements on environmental protection must not be compromised.
 - * 加大产业结构调整，加快经济增长方式的转变。
 - * Take the opportunity to step up industrial restructuring efforts, and to accelerate the change of economic development pattern
 - * 将城镇和农村的环境基础设施建设、清洁能源和环境保护产业作为新的重点投资领域，增加就业机会
 - * Environmental infrastructure in both urban and rural areas, clean energy and environmental protection industry should be the new key investment areas, and opportunities to boost employment.



具体建议

Including

- * 2. 正确处理好政府监管与市场机制、创新与稳定的关系。
- * 2. Strike a Balance between regulation and market, innovation and stability
 - * 中国同时面临政府监管不到位和市场机制不充分的双重问题，所以，中国必须根据国情进一步加强政府监管，同时发挥市场机制对环境保护的激励作用。
 - * The government should step up its supervision while giving full play to market-based instruments suitable for environmental protection.
 - * 中国要用创新来促进和谐。
 - * Innovation to enhance harmony
 - * 和谐社会要求稳定，创新往往是对不合理利益格局的变革，处理的不好，二者会产生冲突。
 - * Stability is a prerequisite for a harmonious society while innovation often entails reform in unreasonable benefit distribution. Imbalance between the two will give rise to conflicts.
 - * 但若创新是朝着有利于公众参与和社会不同利益群体间的公平、朝着推动社会福利改善的方向发展的话，创新就会促进和谐，
 - * But if innovation helps encourage public engagement, promotes fairer benefit distribution and betterment of social welfare, it will help promote the development of a harmonious society.



具体建议

Including

- * 3.加强科学发展和和谐社会的基础建设。
- * 3. Step up Infrastructure Construction and Quality for Optimized Development and Harmonious Society
 - * 08年发生的冰雪、地震等自然灾害暴露出了中国实现科学发展和构建和谐社会的基础还非常脆弱。除了相关制度外，城镇发展模式、基础设施布局与质量、社会保障体系、应急能力等经济社会的基础要素方面都存在缺陷，它进一步揭示了中国从数量扩张型向质量效益型的发展方式转变、协调人与自然关系的紧迫性。
 - * Faced by such natural disasters as snow storm and earthquake in 2008, the foundation for optimized development and harmonious society was proved fairly weak. Such weakness can be found in the relevant mechanisms, urban development patterns, the layout and quality of infrastructure, social security and emergence response. They demonstrate that it is urgent for China to shift its growth pattern from quantitative expansion to quality development, and to achieve harmony between people and nature.
 - * 三鹿奶粉事件还暴露出了企业的基本社会责任问题。
 - * The melamine incident reveals that companies' basic social responsibility be further stressed.
 - * 因此，中国要将科学发展和和谐社会建设作为一项庞大的系统工程，使经济社会的各方面保持均衡发展，包括科学发展的道德文化建设，夯实和谐社会建设的基础。
 - * It is a huge systematic program to achieve balanced development among various social and economic aspects, and the foundations for harmonious society should be strengthened, including the moral and cultural basis for scientific development.



具体建议

Including

- * 4. 加强农村环境管理，整体推进中国的环境保护事业。
- * 4. Strengthen Rural Environmental Management and Help Improve Overall Environmental Protection of China
 - * 无论从经济社会发展水平还是环境污染及生态破坏状况看，农村地区都是中国和谐社会建设和环境保护的薄弱环节。
 - * The rural areas of China not only lag behind the cities in terms of economic and social development but also bear the brunt of environmental pollution and ecological damage.
 - * 要将加强农村环境保护工作纳入国家关于社会主义新农村建设等总体战略之中
 - * Against this backdrop, China should incorporate environmental protection into the overall strategic goal of building new socialist countryside.
 - * 重点解决好农村环境管理体制与能力建设、以及农村环境基础设施建设问题，确保农村饮用水源安全，加大土壤污染防治力度，探索城乡一体化环境管理模式
 - * The environmental priorities of the rural areas include rural environmental management system and capacity building, environmental infrastructure, source water safety, and exploration into an integrated urban and rural environmental management mechanism.



具体建议

Including

- * 5.将绿色奥运的成功经验提升为环境管理的制度和机制。
- * **5.Develop Innovative Environmental Management Systems and Mechanisms Based on the Successful Experiences of the Green Olympic Games**
 - * 中国政府应该系统总结绿色奥运在污染防治规划、环境友好型建筑和基础设施、环境信息公开、公众参与等方面的成功做法，使这些成功经验转化为环境管理的规范制度和长效机制，持续改善北京和中国其它地区的环境质量。
 - * China should review these successful experiences and develop standardized and long-term mechanisms of environmental management to continually improve the environmental quality of Beijing and other parts of the country.



具体建议

Including

- * 6.系统总结30年环境保护历程，持续改进环境管理体系。
- * 6. Review the Experiences of the Past Three Decades and Continuously Improve the Environmental Management System
 - * 中国需要从战略思想、理论、政策和管理实践等方面，系统总结30年环境保护的历程。这种总结不仅是为了汲取经验教训，巩固已有成果，持续改进中国环境管理体系的需要；而且也是为了满足国际社会借鉴中国做法的期望。
 - * It is now necessary to systematically review the strategic ideas, theories, policies and managerial practices in the field of environmental protection over the past 30 years. Such a review will not only help to consolidate successes achieved so far and further improve the environmental management system of China, but also contribute to the international community by sharing the Chinese experience.
 - * 在刚刚组建的环境保护部的基础上，逐步建成责任、权力、能力、效率相统一的环境管理大部门体制。
 - * Based on the newly established Ministry of Environmental Protection, a super ministry should be erected, for which responsibility, authority, capacity and efficiency be further integrated.



具体建议

Including

- * 7.为和谐世界和全球可持续发展做出新的贡献
- * 7. Make New Contributions to Global Sustainable Development and the Building of a Harmonious World
 - * 中国离不开世界，世界也需要中国
 - * China and the world are dependent on each other.
 - * 目前已到了中国为世界的和谐与可持续发展做出更多贡献的时候了：
 - * It is time for China to make a bigger contribution to global sustainable development and a harmonious world.
 - * 中国稳定好自己的金融体系、发展好自己的经济、解决好国内的环境问题就是对世界的重大贡献，
 - * Stabilizing the financial system, sustaining rapid economic growth and resolving environmental problems in China are in themselves great contributions to the world.
 - * 同时，中国应该在共同但有区别责任原则下为全球气候变化和可持续发展做出新的承诺，并逐渐将国际环境合作拓展为可持续发展合作。
 - * Based upon the principle of common but differentiated responsibilities, China should make new commitments for the global fight against climate change and sustainable development and expand the existing environmental international cooperation into cooperation for sustainable development.



二、建立2010-2020年国家环境创新 行动计划

**CONSTRUCTE NATIONAL ACTION PLAN
FOR ENVIRONMENTAL INNOVATION
2010-2020**



背景

Background

- * 中国建设环境友好型社会面临的挑战是综合性的和前所未有的，目前正处于迎接挑战的关键时期，创新是唯一的出路。
- * China's complicated and unprecedented challenges on the way to the environment friendly society open the door to unprecedented innovation opportunities for their solution.
- * 中国的环境创新水平总体而言还处于较低的水平，与环境友好型社会建设的需要形成巨大差距，与其它领域的创新水平也相差较远。
- * Environmental innovation in China remains at a low level and lags behind innovations in other fields, and falls short of the needs of an environmentally friendly society.
- * 中国已制定的国家创新战略和《中国中长期科技发展规划（2006—2020）》仍不能全面解决环境相关的创新问题，因为环境创新本身就是一项系统工程，也是一个持续的过程，需要持久的创新行动，既要满足短期需求，还要随时准备迎接未来的挑战和机会。
- * China identified innovation as a core national strategy and mapped out the National Innovation Strategy and the Mid-to-long-term Plan for Scientific and Technological Development of China 2006-2020. While this strategy and plan can produce some of the necessary indigenous research and technological applications for key environmental problems, there is a need for a specific environmental innovation approach that can ensure the sustained and integrative effort necessary to fully capture benefits and opportunities.



建议

Recommendations

- * 中国应建立2010-2020年国家环境创新行动计划。
- * Introduce a National Action Plan for Environmental Innovation 2010-2020 for China.
 1. 通过加强原始创新能力、设立重大清洁技术创新专项、建立环境产业研究机构、建立跨学科的综合性的国家环境创新实验室等方法推动环境技术创新。
 1. **Strengthen indigenous innovation capacity by setting up a Special Program for Clean Technology Innovation, national Research Centers for Environmental Innovation, sectoral Industrial Environment Research Institutes, and a system of cross-disciplinary Sustainability Innovation Laboratories.**



建议2具体内容

Recommendations 2 Including

2. 采取综合措施，解决环境创新中的体制、机制和能力问题。

2. Adopt an integrated approach to address mechanisms, institutions, and capacity development required for full application of environmental innovation

- * 环保主管部门应该成为环保创新的综合协调部门；
- * In the field of environmental innovation, the environmental protection authorities should lead the coordination among relevant parties
- * 创建环境技术产品需求市场；
- * Foster a market for environmental products
- * 大幅增加国家对环境创新行动的资金投入；
- * Considerably increase financial support for environmental innovation activities
- * 建立国际环境技术学习网络；
- * Establish an International Study Network on Environmental Technology
- * 建立环境创新评估系统；
- * Establish an evaluation system for environmental innovation



建议2具体内容

Recommendations 2 Including

3. 建立健全环境质量、环境污染和环境科学技术信息体系，充分发挥公众在环境创新中的作用。
3. **Set up an improved national information system of environmental quality, environmental pollution and environmental science and technology**



三、加快建立国家环境与健康管理體系
SPEED UP THE BUILDING OF A NATIONAL
MANAGEMENT SYSTEM FOR THE
ENVIRONMENT AND HEALTH AS WELL AS
AN ENVIRONMENTAL MANAGEMENT
SYSTEM



背景

Background

- * 中国环境与健康的形势十分严峻：
- * China is faced with enormous challenges in the field of the environment and human health.
 - * 大量人口暴露于严重污染的大气、水体和土壤环境中，存在着巨大的健康风险
 - * A large number of its people are exposed to seriously polluted air, water and soil environment, which poses huge health risks.
 - * 中国环境污染对公众健康造成的影响问题目前还不清晰，采取针对性的补救对策的难度很大
 - * Because of the absence of systematic research, monitoring and statistics, there is not yet a clear picture of the full magnitude and range of public health risks posed by pollution.
 - * 环境污染可能会在一个较长的时期内保持在较高水平，健康风险可能会进一步增大
 - * Whether or not the economic growth pattern of China changes fundamentally within the near future, environmental pollution will remain a serious problem for a fairly long period of time, and that may give rise to bigger health risks.
 - * 公众对环境与健康问题的诉求会更高
 - * The general public will have higher expectations for a good and safe environment
 - * 环境与健康管理工作尚未全面和有效开展
 - * Concrete work National Action Plan for the Environment and Health 2007-2015 is yet to be carried out



背景

Background

- * 国际经验表明，环境与健康问题处理不当会演变成复杂的社会问题和政治问题，不但严重危害公众健康，影响政府的公信力，还会使社会付出沉重的经济代价。
- * International experience illustrates that mishandling of environmental and health issues could generate complicated social and political problems that result in harm to public health, impaired government credibility and heavy social and economic costs
- * 在中国建立和谐社会的关键时期，中国政府必须高度重视该问题。
- * China is currently in a critical period of building a harmonious society and consequently the issue of the environment and health should be given highest attention.



建议

Recommendations

- * 中国政府应在《国家环境与健康行动计划（2007-2015）》的基础上，加快建立国家环境与健康管理体制，同时形成以人为本的环境管理体制
- * On the basis of the National Action Plan for the Environment and Health 2007-2015, the Government of China should speed up the building of a national management system for the environment and health as well as an environmental management system featuring “putting people first”



具体包括

Including

- * 坚持预防为主原则，采取有效措施防范环境与健康风险；
- * Stick to Prevention as the Main Approach and Take Effective Measures to Reduce Environmental and Health Risks.
- * 环境与健康管理的主要责任主体是政府，政府应加强领导，明确责任，建立政府主导、公众广泛参与的环境与健康管理体系；
- * The Government Must Bear the Main Responsibility of Environmental and Health Issues. The Government Therefore Should Strengthen its Leadership in the Management System while Encouraging Extensive Public Participation.
- * 加强环境与健康管理的立法建设；
- * Establish Legislation Covering the Field of the Environment and Health.
- * 加大财政投入，加强环境与健康管理能力建设；
- * Increase financial investment in Capacity Building of Environmental and Health Management, Research, and Compensation.
- * 公开环境与健康信息，鼓励公众参与；
- * Publicize Environmental and Health Information and Encourage Public Participation.
- * 针对中国环境与健康问题的特点和突出问题，有重点地开展环境与健康工作，有针对性地采取干预措施。
- * Undertake Targeted Intervention Measures to Address Prominent Problems in the Field of the Environment and Health.



四、关于提高能源效率，发展低碳经济问题的初步建议

**PRELIMINARY RECOMMENDATIONS ON
IMPROVING ENERGY EFFICIENCY AND
DEVELOPING LOW CARBON ECONOMY**



背景

Background

- * 目前，许多国家向低碳经济模式转型的政治意愿和政策趋势逐渐明晰。
- * Many countries have demonstrated their political will to develop low carbon economy and have begun to map out concrete policies.
- * 中国发展低碳经济既是解决国内资源环境问题的内在要求，也是应对全球气候变化和提升未来国际竞争力的外在压力。
- * The development of a low carbon economy will benefit China both internally, in terms of addressing resources and environmental problems, and externally by contributing to the fight against climate change and raising international competitiveness.
- * 中国发展低碳经济实际上是对落实科学发展观，建设环境友好型社会等重大战略的丰富和扩展。
- * Low carbon economy is an extension of the strategies of a scientific outlook on development and for an environment friendly society.



初步建议

Primary Recommendations

- * 1. 在全面启动低碳经济发展活动之前，中国目前要重点开展两项工作：
- * 1. There are two basic and strategic tasks that need to be done now before China embarks on the road of low carbon economy.
 - * 系统开展关于低碳经济发展战略、途径和相关政策研究，做好行动前的技术与政策储备工作；
 - * China should carry out studies on the strategies, approaches and policies for the development of low carbon economy, and be prepared in terms of both technology and policy.
 - * 考虑将发展低碳经济作为“十二五”经济社会发展规划的目标和任务之一，与现有的相关战略和行动统筹安排。
 - * China should consider specifying low carbon economy related targets in the 12th Five Year Plan for economic and social development, and incorporate low carbon economy in current strategies and actions.



初步建议

Primary Recommendations

- * 2. 不论是发展低碳经济，还是解决中国国内的资源环境问题，提高能源效率是核心问题。在提高能源效率方面，中国的决策者应充分认识以下三个政策思路：
- * **2. Improving energy efficiency is a core concern for developing low carbon economy and for resolving a variety of other resource and environmental problems. In order to raise energy efficiency of China, decision makers are advised to take note of the following three points**
 - * 从能源生产力的概念出发，中国要建立一个全面系统的提高能源效率的长期战略；
 - * China should map out a comprehensive long term strategy for improving energy efficiency.
 - * 提高能源价格是通过抑制能源需求和刺激技术创新，提高能源生产力的根本驱动力；
 - * Both theories and experiences have proven that energy price increase is the ultimate force for reducing demand, driving technological innovation and raising energy productivity.
 - * 考虑到提高能源价格的复杂性，中国可以采取一种类似“扶梯”式的价格调整长期策略，即阶段性小幅度提高能源价格，并定期发布相关信息；
 - * Taking into account of the complicated consequences of raising energy prices, it is advisable for China to adopt a step-by-step approach to gradually raise energy prices.
 - * 征收与能源环境相关的税（费）是提高价格的一个重要手段。
 - * Environment and energy related taxes are an important approach to increase energy prices.



谢谢

THANK YOU