



# 污染减排促进绿色发展

## Pollution Reduction to Enhancing Green Development

中华人民共和国环境保护部 污染物排放总量控制司

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# 一、污染减排的历史使命

## Historic Mission of Pollution Reduction





## (一) 污染减排历史背景

### Historical Background of Pollution Reduction

中国特色社会主义发展过程中的理论与实践的演进过程  
Evolution of the theory and practice of the development of socialism with Chinese characteristics

建设社会主义总路线：鼓足干劲，力争上游，**多快好省**建设社会主义。  
1958年5月 ——毛泽东  
The general line for building socialism: go all out, aim high and achieve **greater, faster, better and more economical results** in building a modern and powerful socialist country. (May of 1958) -Mao Zedong

发展才是硬道理。 ——邓小平  
Development is of overarching importance. -Deng Xiaoping

在发展社会主义市场经济条件下正确处理改革、发展、稳定的关系，速度和效益的关系。 ——江泽民  
We should properly handle the relation of reform, development and stability and the relation between speed and profits while developing socialist market economy. -Jiang Zemin

要“以人为本”，树立全面、协调、可持续的发展观，促进经济社会和人的全面发展。  
——十六届三中全会  
We should put people at the first place, establish comprehensive, coordinated and sustainable development concept to promote the all-round development of the society and the people. -3rd Session of the 16th National Congress of CPC

新中国建立以后，在党领导人民进行社会主义现代化建设过程中，在科学发展观方面经历了由简单追求经济增长到强调可持续发展，再到全面、协调、可持续发展理论和实践的转变和演进过程。

Regarding the development pattern, we have experienced the evolution of the sole pursuit of economic growth, sustainable development to coordinated, comprehensive and sustainable development since 1949.

环境保护部 总量司



## 节能减排约束性指标提出的原因

# Reasons Underlying the Proposing of Constraining Indicators of Energy Conservation and Emission Reduction

- “十一五”规划刚要提出节能减排约束性指标主要原因:

Major reasons underlying the proposing of constraining indicators of energy conservation and emission reduction in the 11<sup>th</sup> “Five-Year” Plan

- 我国发展的程度及经济增长与环境资源的矛盾规律和阶段性所决定。

Determined by development stage and the conflict between economic growth and environment and resources.

- 经济增长与环境资源始终是一对矛盾（发展的速度与质量）。

Economic growth and environment & resources are always conflicting with each other.

- 十一五以前我国的主要问题是发展不足，矛盾的主要方面在经济发展。环境资源的承载力在合理的范围，属于非矛盾的主要方面。

Before the 11<sup>th</sup> “Five-Year” Plan period, major problems is underdevelopment with the best solution being economic growth. There was no prominent problem regarding the bearing capacity of the environment and resources.

- 十一五时期处于经济发展与环境资源矛盾的主要方面发生转化的关键时期。

The 11<sup>th</sup> “Five-Year” Plan period highlights the key stage of major problem changing from economic growth to that on environment and resources.

矛盾的主要方面由经济增长（发展不足）向环境资源（承受不起）转化。即以发展的速度为主向发展的质量为主转化。说明了我国社会经济发展已经走过了追求数量速度，解决物质短期矛盾的阶段，经济社会的主要矛盾已经表现为资源与环境的约束。

The major conflict has changed from underdevelopment to under-capacity of environment and resources, demonstrating that the social and economic development of China has already passed the stage of addressing short-term material shortage with the emerging conflict of constraint from resources and the environment.

科学发展观是解决这一矛盾的唯一正确的方法。节能减排是科学发展的重要手段和措施。

Scientific development is the sole and correct solution to addressing this conflict with energy conservation and emission reduction as the major means and measures for it.



从经济发展和环境资源的矛盾运动规律即从经济发展的宏观效应与环境资源的短板效应来分析十一五规划纲要提出就节能减排约束性指标的原因：节能减排的背景。

Based on the analysis of 11<sup>th</sup> “Five-Year” Plan from the perspective of the rule for the movement of the conflict between economic growth and environment and resources, the underlying reasons for the proposal of the constraining indicators for pollution reduction, namely the background for pollution reduction can be clarified.

必要性：环境容纳不下，资源支撑不住。

Necessity: the bearing capacity of the environment and resources falls short of that needed for current economic development.

可能性：具有节能减排经济实力和基础。

Possibility: we boast the economic capability and foundation for energy conservation and emission reduction.



# 我国经济社会发展思路转变的几个关键点

## Some Key points in the evolvement of the considerations for economic and social development of China

- 多快好省  
greater, faster, better and more economical
- 以经济建设为中心  
centered on economic development
- 又快又好  
fast and sound
- 又好又快  
sound and fast





## ■ 污染减排主要的、深层次的原因 (木桶理论)

**The deeper level underlying reason for pollution reduction  
(the buckets theory)**

➤ **1. 经济社会发展的宏观效应**

**macro-effect of economic and social development**

➤ **2. 环境资源的短板效应**

**the buckets effect of the environment and resources**

## **1. 经济社会发展的宏观效应** **Macro-effect of Social and Economic Development**





## 2. 资源环境的“短板效应”

### The Buckets Effect of the Environment and Resources

- 高能耗高、污染主要产品产量具世界第一或前列。  
The volume of energy-intensive and heavily-polluting products ranks at the top globally.
- 2008年的一组数字：  
A group of figures for 2008:



——平板玻璃产量4.4亿重量箱是全球产量的一半。

production output of plate glass was 440 million tons, half of the world's total.

——铝产量占全球的1/3。

The production output of aluminum was 1/3 of the world's total.

——煤炭消费量27.9亿吨，全球68亿吨。已超过了美国、欧洲和日本的总和。

The consumption of coal was 2.79 billion tons (6.8 billion tons worldwide), surpassing that of the US, Europe and Japan combined.

——石油消费3.4亿吨，一半依靠进口。

The consumption of petroleum was 340 million tons with half of it imported.

——汽车和卡车的产量超过了日本，仅次于美国位居世界第二。

The production output of automobiles and trucks exceeded that of Japan, ranking No. 2 worldwide only after the US.



## 污染物排放总量居高不下

### Total pollution discharge remains at a high level

- COD排放量位于世界第一

COD discharge ranks No.1 worldwide.

2005年为1414万吨，2008年1320万吨

14.14 million tons in 2005 and 13.2 million tons in 2008

- 二氧化硫排放量位于世界第一

SO<sub>2</sub> emission ranks No. 1 worldwide

2005年为2549万吨，2008年2321万吨

25.49 million tons in 2005 and 23.21 million tons in 2008

- 温室气体

Greenhouse gases

2001年为28亿吨，2006年为62亿吨，大于全球排放总量的1/5，2006年全球排放量为300亿吨。

280 million tons in 2001, 620 million tons in 2006, accounting for 1/5 of the world's total (30 billion tons).





## 环境形势不容乐观

# Environmental situation allows no optimism

### ■我国环境事故进入高发期

Environmental accidents enter into the stage of high incidence.

2005年11月松花江事件以来，大约每两天就有一起环境事故发生。今后将为今天的污染付出代价。

One environmental incidents occurs in every two days on average since the pollution accident of the Songhua River in November of 2005. We will pay the price for today's pollution in the future.

### ■城市和区域环境污染状况还将持续下去

Urban and regional environmental pollution will remains

2008年，七大水系中近25%断面水质超劣V类标准，太湖、滇池和巢湖严重污染，流经城市的河流90%以上受到污染，全国约一半城市地下水污染严重；三分之一城市空气质量超标，三分之一国土面积遭受酸雨污染，阴霾天数增加，能见度降低。

In 2008, around 25% of the sections of seven major rivers is inferior to Grade V standard, 90% of the rivers running across cities is polluted, around half of the cities nationwide is subject to ground water pollution, 1/3 of the cities witnesses inferior-to-standard air quality, 1/3 of the land is subject to pollution caused by acid rain, number of days with haze is increasing.

### ■自然灾害、生态灾害将频繁出现

Natural and ecological disasters will occur more frequently

自上个世纪90年代以来，我国年均受灾人口达3.7亿人，农作物受灾面积7.4亿亩，直接经济损失超过1000亿元，比1980年代高出40%。

Starting from the 1990's, the annual average population suffering from disasters of China stood at 37 million, 740 million mu of farmland were affected, causing more than 100 billion yuan of direct economic losses, 40% higher than that of the 1980's.

### ■环境问题的国际化

Internationalization of environmental problems

CO<sub>2</sub>、沙尘暴、酸雨,气候变化，资源短缺，环境威胁论。

CO<sub>2</sub>, sand storms, acid rain, climate change, resource scarcity, environment threat theory.



# 中国环境问题的严重性

## Severity of Environmental Problems in China

■粗放的经济增长方式，对能源、资源的巨大需求，使得我国在较长时期内，严重污染的趋势仍将难以改变；

Extensive economic growth mode poses huge demand of energy and resources, making it hard to alter the heavy pollution situation in China.

■未来十五年（2020年）我国人口达14.6亿，经济总量再翻两番。按现有资源消耗和控制水平污染负荷将增加4-5倍。

The population of China will reach 1.46 billion in the next 15 years with total economic output quadrupled. The pollution load shall growth by 4~5 times based on current situation.

■地方保护主义、资金投入不足、治污工程建设滞后、结构性污染依然突出等多种原因，使得污染治理的速度赶不上环境破坏的速度。

Various reasons such as local protectionism, insufficient funding, lagging pollution treatment projects and outstanding structural-based pollution cause pollution treatment falling behind the damage to the environment.



我国用了30年时间，走了发达国家上百年的工业化、城镇化道路，总体加入了小康水平。但经济发展也付出了较大的代价。—— 曾培炎

China has fulfilled the industrialization and urbanization process completed by developed countries in more than a century only in 30 years to reach the well-off level in general. However, we have paid great price for such development.

—Zeng Peiyan



不加快调整结构、转变增长方式，资源支撑不住，环境容纳不下，社会承受不起，经济发展难以为继。—— 温家宝

If we don't speed up restructuring or transform the growth pattern, the resources and the environment won't be able to support the development, and economic growth cannot be sustained. —Wen Jiabao

《高度重视狠抓落实进一步加强节能减排工作的讲话》

Speech for highly valuing and further upgrading pollution reduction





经济增长的资源环境代价过大是社会经济发展的八大问题之首。

——胡锦涛

Too much resource and environmental cost on economic growth tops 8 major problems in social and economic development.

-Hu Jintao

要把节能减排作为当前加强宏观调控的重点，作为调整经济结构、转变经济增长方式的突破口和重要抓手。

——温家宝

We must treat energy conservation and emission reduction as the key issue in current macro-control works and as the penetrating point in economic restructuring and the transformation of economic growth mode.

-Wen Jiabao



### 我国“十一五规划”将突出六大重点



- 《国民经济和社会发展第十一个五年（2006～2010年）规划纲要》提出22项量化指标，其中：The 11<sup>th</sup> “Five-Year” Plan (2006~2010) puts forward 22 quantitative targets, among which: “十一五”期间，主要污染物二氧化硫和化学需氧量排放总量在2005年的基础上减少10%。是“十一五”经济社会发展的约束性指标之一。During the 11<sup>th</sup> “Five-Year” Plan period, the total discharge of major pollutants of SO<sub>2</sub> and COD should drop by 10% than that of 2005, constituting one of the constraining targets of this period.





## 节能减排的历史使命

### Historic Mission of Energy Conservation and Emission Reduction

- ✓ 污染物减排工作是贯彻落实科学发展观，构建社会主义和谐社会的重大举措，同时也是建设资源节约型，环境友好型社会的必然选择，是推动我国经济结构转型，改变发展模式的重要战略途径。

The work on pollution reduction is a major step in implementing scientific outlook on development and building socialist harmonious society. It is also the necessary choice for building a resource-saving and environment-friendly society and a crucial strategic means to promoting economic restructuring and transforming the growth mode.

- ✓ “十一五”将污染物减排确定为约束性指标之一，充分体现了国家环境保护的政治意志，赋予了污染减排艰巨的历史使命，也使得我国的污染减排工作具有了更加丰富的内涵，在我国发展面临资源环境“短板”，经济基础遭遇污染冲击的关键时刻，污染减排的实践，将带领我们跨越“环境高峰”，进入一条通往生态文明的和谐之路。

The 11<sup>th</sup> “Five-Year” Plan has set down pollution reduction as a constraining target, fully demonstrating the political will for environmental protection of the central government, assigning historic mission to pollution reduction and enriching the content of pollution reduction work of China. As China is now encountering the “bucket effect” of environmental protection, the practice of pollution reduction will lead us to surmount the environmental peak and get onto the path featuring conservation culture and harmony.

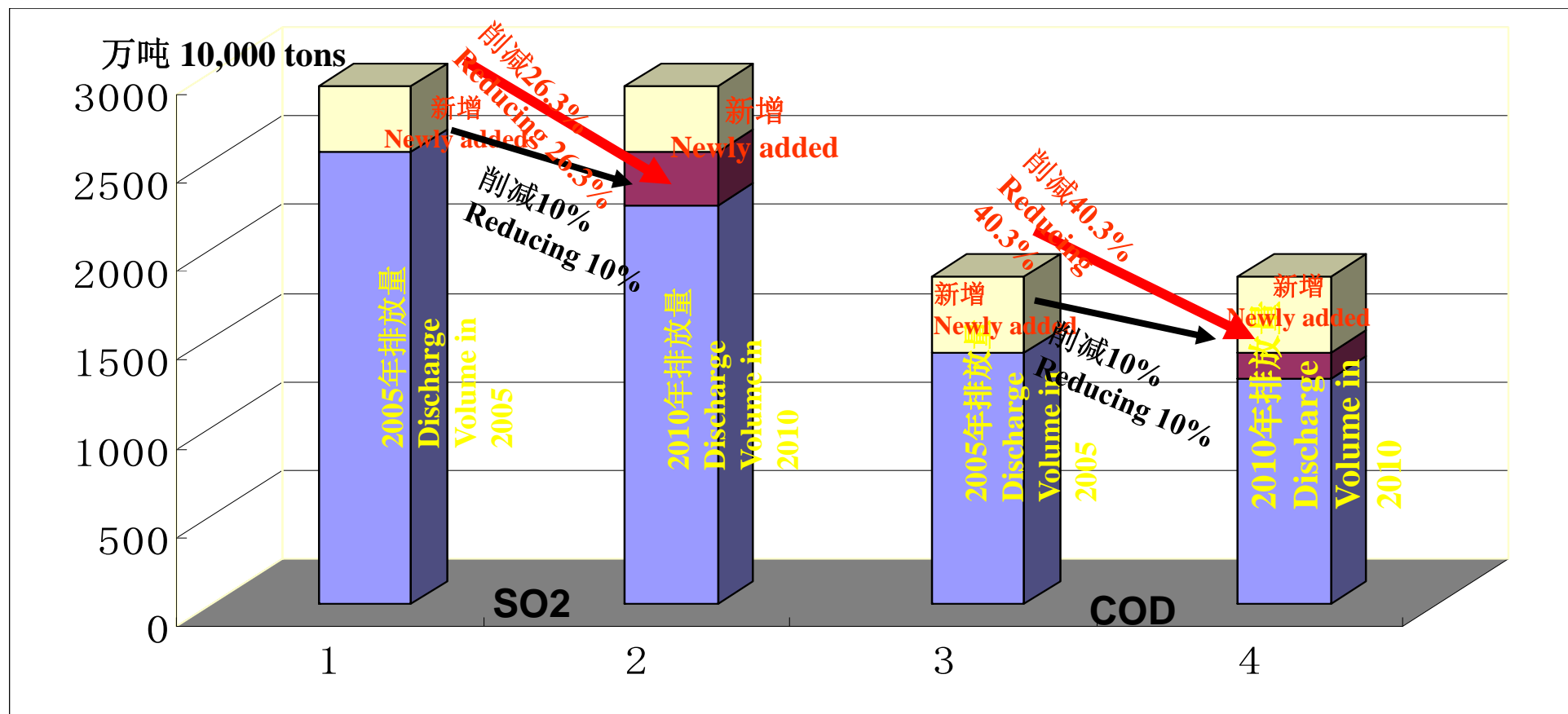


## 二、污染减排工作的形势

# Situation of Pollution Reduction



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我们任务是不但要把可能新增的污染物全部抵消掉，还要再进一步削减**10%**。

Our task is not only to offset the newly generated pollutants, but to further reduce it by **10%**.



### (三) 污染减排初见成效

## Initial Effect of Pollution Reduction

- 2006年两项指标不降反升，二氧化硫增长1.5%，化学需氧量增长1%。

The two major indicators grew by 1.5% for SO<sub>2</sub> and 1% for COD respectively in 2006.

- 2007年相比2006年，两项指标分别下降4.66%和3.14%。

Compared with 2006, the two indicators dropped by 4.66% and 3.14% respectively in 2007.

- 2008年两项主要污染物指标同比分别下降5.95%和4.42%。

The two major indicators fell by 5.95% and 4.42% in 2008 than the same period of the previous year.

- 与基准年—2005年相比仅下降8.95%和6.61%，实现了任务完成进度，赶上了时间进度。

The two indicators dropped by 8.95% and 6.61% than that of 2005, thus keeping up with the preset schedule.

- 2009年是完成节能减排十一五约束性指标的**冲刺年**。

2009 marks **the year of sprinting** for the fulfillment of the pollution reduction goals set in the 11<sup>th</sup> “Five-Year” Plan period.



# 三、污染减排方略

## Strategy of Pollution Reduction



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## (一) 污染减排管理路线图

# Roadmap for the Management of Pollution Reduction

### ■ 污染减排管理路线图定义：

Definition of the roadmap for the management of pollution reduction

- 污染物减排管理的技术路线、保障措施和管理制度的总和。

Technical roadmap, securing measures and management system for pollution reduction.

### ■ 污染减排管理路线图概括为“纵横两条线”：

The roadmap for the management of pollution reduction can be generalized as “a vertical and a horizontal line”:

中心：坚持三大原则

Center: sticking to three principles

纵向：

Vertical line:

落实四条检验标准

Materializing 4 standards

实施九项制度

Implementing 9 regulations

构建完善的减排运行机制和管理体制

Constructing sophisticated pollution reduction

and management mechanism

横向：

Horizontal line:

推进三大措施

Advancing 3 major measures

建立三大体系

Establishing 3 major systems

把握三大环节

Focusing on 3 major links





## 污染减排管理路线图

### Roadmap for the Management of Pollution Reduction

落实四条检验标准 Materializing 4 standards  
综合决策、环境质量、发展方式、监管能力  
comprehensive decision-making, environmental quality,  
development mode and supervision capacity

推进三大措施 Advancing 3  
measures

工程、结构、管理  
engineering, structure and  
management

management

坚持三大原则 Sticking to 3 principles

淡化基数、算清增量、核实减量

Weakening baseline figure, calculating the  
growth margin and verifying the reduction

volume

建立三大体系 Establishing 3  
systems

统计、监测、考核  
statistics, monitoring and  
checkup

checkup

把握三大环节 Focusing on 3  
links

备案、核查、后督察  
recording, verification and  
post-supervision

post-supervision

实施九项制度 Implementing 9 systems

考核、统计、监测、核查、调度、直报、备案、公开、预警

checkup, statistics, monitoring, verification, deployment, reporting, recording, publicity and early-warning

构建完善的减排运行机制和管理体制 Constructing sophisticated reduction and management mechanisms





# 五、污染减排工作进展

## Progress in Pollution Reduction



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## (一) 污染减排的进展

# Progress in Pollution Reduction

### ■ 六是强化组织协调，推进工程减排

Intensifying organization and coordination and enhancing project-based pollution reduction

- 全国历年累计投入1000多亿元建成燃煤机组脱硫设施容量超过3.6亿千瓦。其中2008年新增燃煤脱硫机组装机容量9712千瓦，脱硫机组比例由2005年的12%提高到60%。

Over 100 billion yuan of investment has been made for the construction of desulphurization facilities for thermal power generation units with the capacity of 360 GW, among which 9,712 KW was constructed in 2008, raising the ratio of power units installed with desulphurization facility from 12% in 2005 to 60%.

- 全国历年累计投入2000多亿元建成1500余座污水处理厂。其中2008年新增1149万吨/日城市污水处理能力。城镇污水处理率由2005年的52%提高到66%。

Over 20 billion yuan of investment has been made in the construction of 1500 wastewater treatment plants nationwide, among which 11.49 million tons/day of urban wastewater treatment capacity was newly added in 2008, raising the treatment rate from 52% in 2005 to 66%.

- 重点工业污染源治理工程稳步推进，2700多家重点企业采取了污水深度治理措施。

The treatment of major industrial pollution sources has been proceeding steadily, and over 2,700 key enterprises have adopted in-depth wastewater treatment measures.



## (一) 污染减排的进展

# Progress in Pollution Reduction

### ■ 七是加强环境执法，狠抓结构减排

Strengthening environmental law enforcement and taking great efforts in structure-based pollution reduction

- **2008年关闭小火电机组1669万千瓦，淘汰落后酒精产能35万吨，淘汰落后造纸企业1100多家，化工企业500多家，纺织印染企业400多家。通过淘汰关停落后产能，全国新增COD减排量34.7万吨，SO<sub>2</sub>减排量 55.5万吨。**

**Small thermal power enterprises with the capacity of 16.69 GW was closed in 2008, 350 thousand tons of alcohol production capacity was eliminated and over 1,100 papermaking enterprises, 500 chemical enterprises and 400 textile and dying enterprises have been closed down. As a result, 347 thousand tons of COD discharge and 555 thousand tons of SO<sub>2</sub> emission were further reduced nationwide.**



## （一）污染减排的进展

# Progress in Pollution Reduction

八是突出重点，加强管理减排

Highlighting key points and reinforcing management-based pollution reduction

- 重点行业企业、污水处理厂和其它重点污染源在线监控取得较快进展。

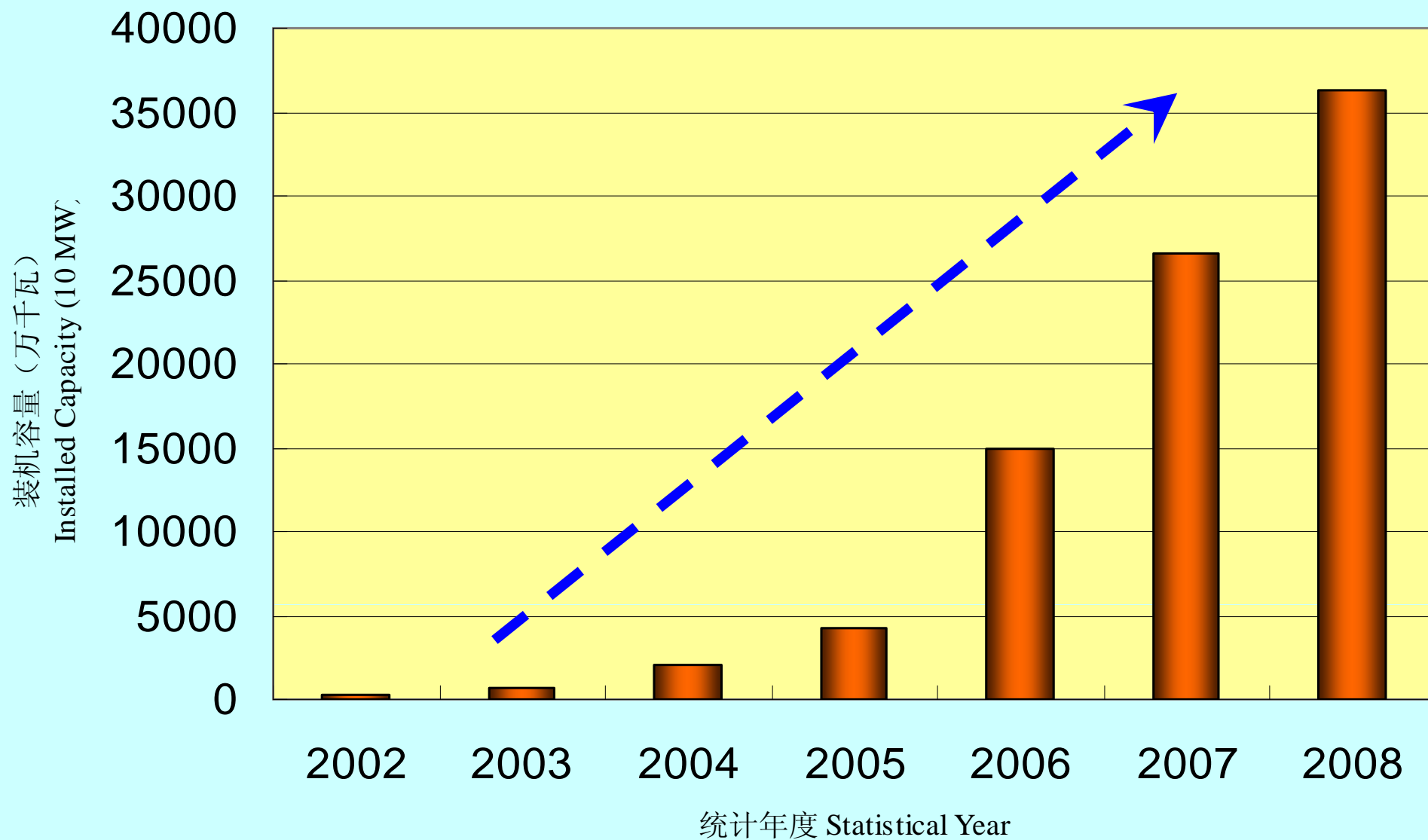
The on-line monitoring of enterprises in key industries, wastewater treatment plants and other key pollution sources has made great headways.

- 提高排放标准，加强督促检查，企业达标排放水平稳步提高。

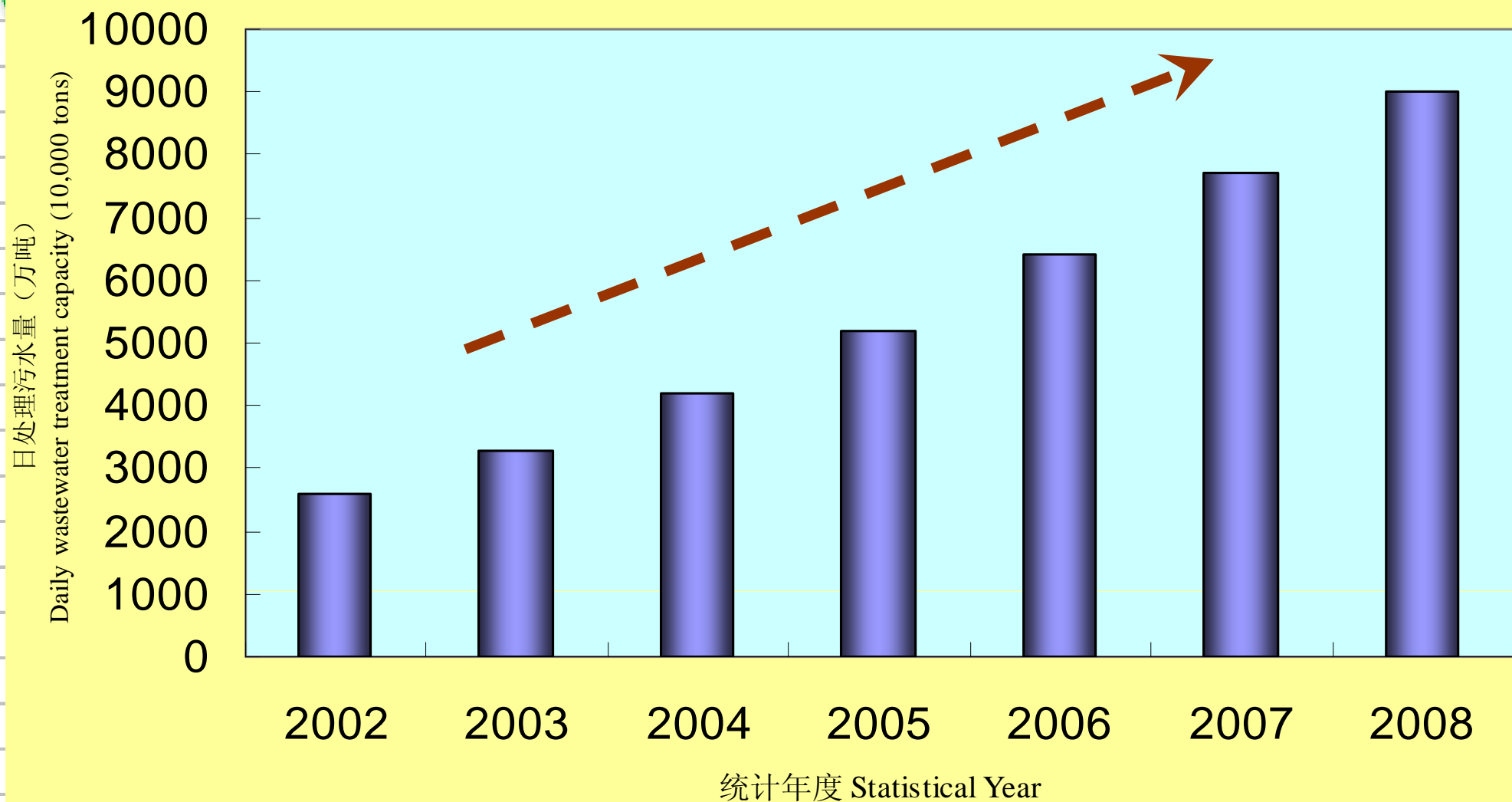
Discharge standards have been raised, supervision has been heightened, and the up-to-the-standard pollution discharge of enterprises witnessed stead improvement.

- 全国燃煤机组脱硫综合效率由2007年的73.2%提高到78.7%

Integrated efficiency of desulphurization facilities of thermal power units grew from 73.2% in 2007 to 78.7% nationwide.



2002年以来燃煤脱硫机组装机容量变化情况  
Change of installed capacity of power units with desulphurization facility since 2002



2002年以来全国城市污水处理厂日处理量变化情况  
Change in daily volume of urban wastewater treatment plants since 2002



## 2005年以来主要污染物排放总量变化情况

### Change in Total Discharge Volume of Major Pollutants from 2005

- 2007年主要污染物首次出现**双下降**:

A “**double fall**” of major pollutants in 2007 for the first time:

- 二氧化硫和化学需氧量分别比2006年下降4.7%和3.2%。

SO<sub>2</sub> and COD dropped by 4.7% and 3.2% than that of 2006 respectively.

- 2008年年主要污染物排放总量继续**双下降**:

The discharge volume of major pollutants saw further drop in 2008:

- 二氧化硫和化学需氧量分别比2007年同期下降5.95%和4.42%。

SO<sub>2</sub> and COD dropped by 5.95% and 4.42% respectively than the same period of 2007.





## 环境质量变化对污染减排效果的体现 Demonstration of the Impact of Environment Quality Improvement to Pollution Reduction

据中国环境监测总站监测结果显示：反映环境质量的两项重要指标继续呈好转态势主要污染物减排取得实效。

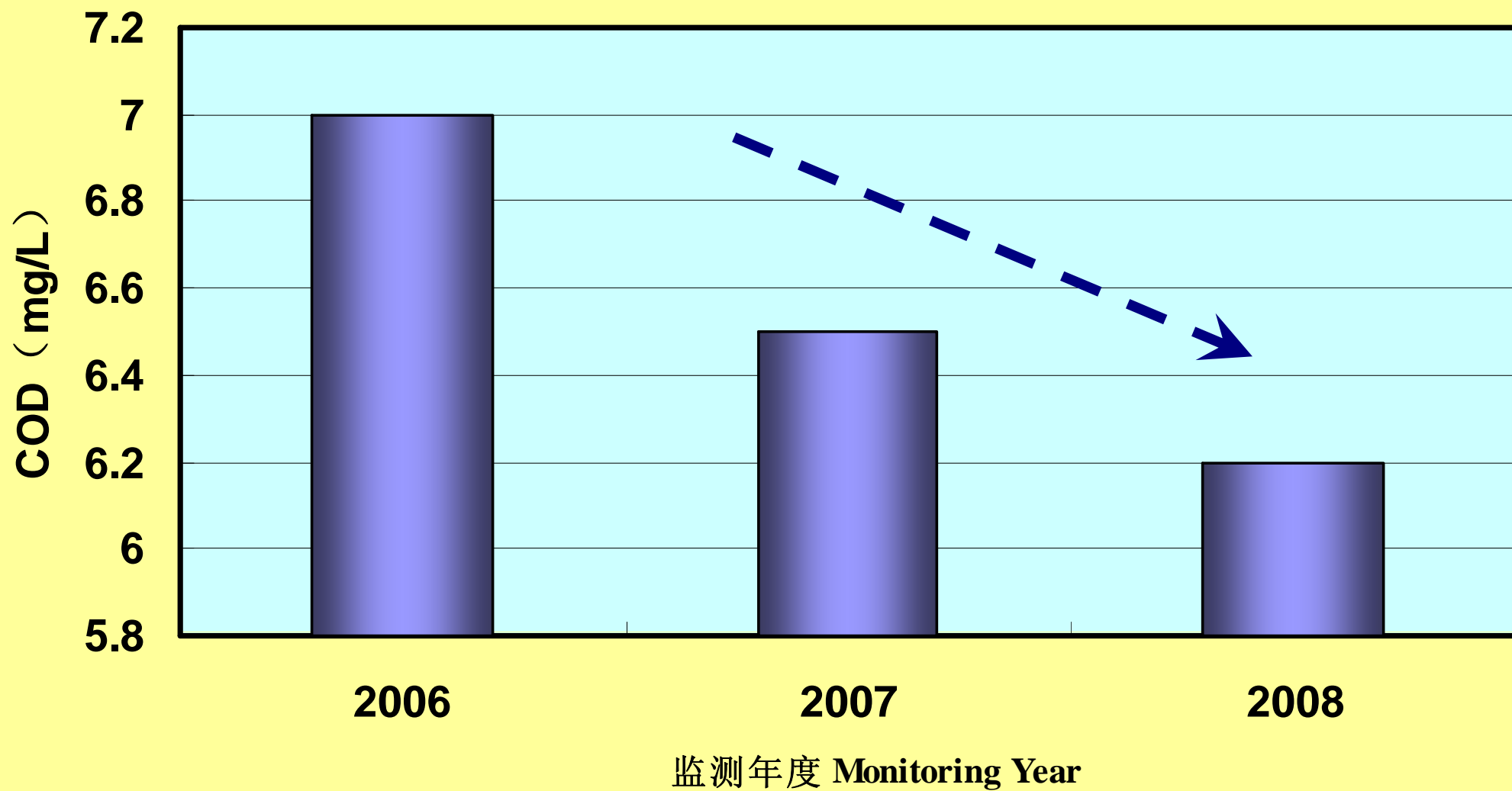
According to the data from China National Environmental Monitoring Center, two major indicators saw further improvement, and the reduction of the discharge of major pollutants yielded practical results.

全国746个监测断面COD平均浓度呈下降趋势，2008年比2007年下降12.3%。

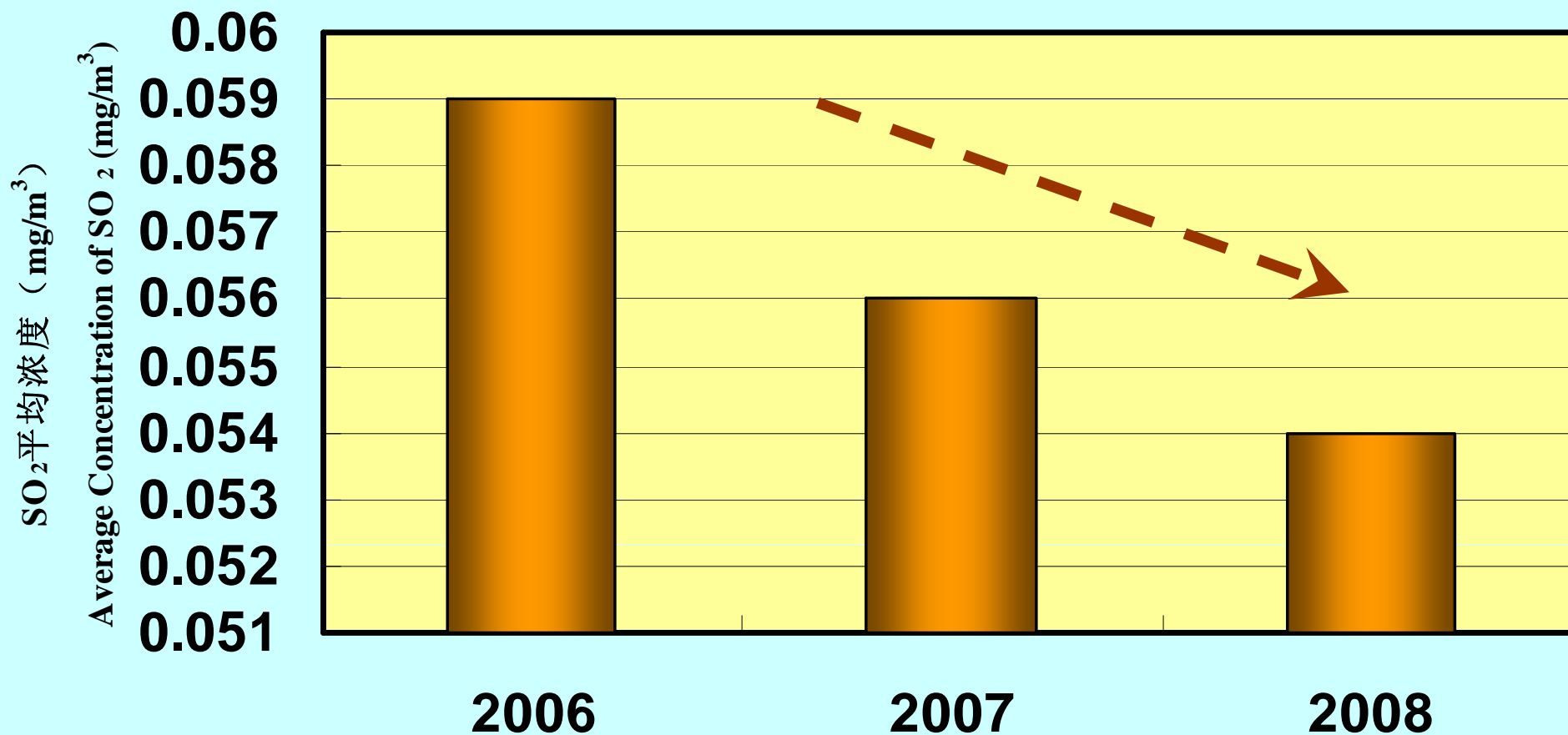
The average concentration of COD in 746 monitoring sections nationwide saw a declining trend in 2008, 12.3% less than that of 2007.

2008年比2007七大水系一到三类水体提高5.1%达55%，全国重点城市空气中SO<sub>2</sub>浓度持续下降7.7%。

The ratio of Class I to III water quality standard of 7 major water bodies grew by 5.1% compared with that of 2007, reaching 55% in 2008. the concentration of SO<sub>2</sub> in the air of major cities dropped by 7.7%.



全国759个监测断面水环境COD平均浓度变化  
Change in the Average Concentration of COD in 759 Sections Nationwide



监测年度 Monitoring Year

全国113个重点城市空气中SO<sub>2</sub>浓度变化

Change in the Concentration of SO<sub>2</sub> in the Air of 113 Key Cities Nationwide



污染减排2008年取得明显进展，继续保持双下降的良好态势，污染防治由被动应对转向主动防控，环境保护历史性转变迈出了坚实的步伐，环保工作站在了一个新的历史起点上。减排进度赶上了时间进度，为完成十一五减排任务奠定坚实基础。

Pollution reduction has made great headways in 2008, maintaining the sound trend of “double fall”, pollution control has changed from passive response to preemptive control, and the work of environmental protection has entered into a new stage. The pollution reduction work was in pace with the time schedule, laying a solid foundation for the pollution reduction tasks prescribed in the 11<sup>th</sup> “Five-Year” Plan.



## （二）清醒认识当前存在的问题

# Being Clearly Aware of Existing Problems

### 1、经济增长方式仍然粗放

**Economic growth mode is still extensive**

2007年我国城镇高耗能行业投资1.05万亿元，比上年增长22.9%，高耗能高污染行业累计投资增幅加大。2008年虽有所好转，但高耗能高污染行业投资的增长依然较快，从而为污染减排工作带来了较大的压力。

**In 2007, the investment in energy-intensive urban industries totaled 105 trillion yuan, up by 22.9% than 2006, marking greater growth in energy-intensive and highly-polluting industries. Although the situation has improved to a certain extent in 2008, the growth in the investment in such industries is still very fast, resulting in great pressure to pollution reduction work.**



## (二) 清醒认识当前存在的问题

# Being Clearly Aware of Existing Problems

### 2、政策措施落实不到位

#### Lack of Full Implementation of Relevant Policies and Measures

- 减排工程建设滞后。截至2008年末，全国还有145个城市没有建成污水处理厂，其中地级市28个，县级市145个。

Construction of pollution reduction projects is lagging behind. By the end of 2008, there were still 145 cities across the country without wastewater treatment plants, among which 28 are cities at the prefecture level, 145 at the county level.

- 减排工程运行不稳定。部分地区污水处理费征收标准低，人为干预脱硫电价政策落实，无法维护工程设施正常运行。

Pollution reduction projects cannot be implemented smoothly. In some areas, the standard for wastewater treatment fee charging is very low, and the policy on desulphurization power price encounters hindrance, causing project facilities unable to keep normal operation.

- 多元化社会投融资机制不健全。

The multi-channeled social funding mechanism demands improvement.

减排资金投入不足，规划项目难以启动。

The investment in pollution reduction is insufficient, and relevant projects cannot be initiated.



## **(二) 清醒认识当前存在的问题**

### **Being Clearly Aware of Existing Problems**

#### **3、各地减排工作进展不平衡**

**Unbalanced progress in pollution reduction work in different localities**

有的地方污染减排基础不牢、能力不强、监管薄弱等问题仍普遍存在，表现的还很突出，特别是思想观念、方式方法工作能力还不适应当前形势，称为制约污染减排全面推进的重要因素。

**The problems of unstable basis, insufficient capacity and weak supervision for pollution reduction work are still quite prevalent in some areas. In particular, the local people's mindset and working style and capability cannot keep up with the current situation, acting as major factor constraining the full scale enhancement of pollution reduction work.**





## (二) 清醒认识当前存在的问题 Being Clearly Aware of Existing Problems

### 4、企业稳定达标率低

Low rate of stable up-to-the-standard discharge of enterprises

2008年上半年:

In the first half of 2008:

- 2824家废水污染源排放达标率为63%。

The up-to-the-standard rate of wastewater discharge of 2,824 enterprises is 63%.

- 3075家废气污染源排放达标率58%。

The up-to-the-standard rate of waste gas emission of 3,075 enterprises is 58%.

- 939家城市污水处理厂排放达标率57%。

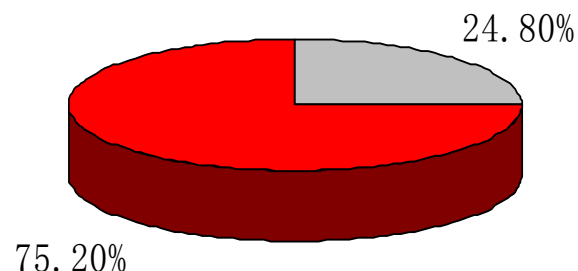
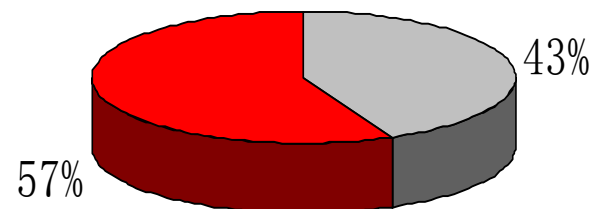
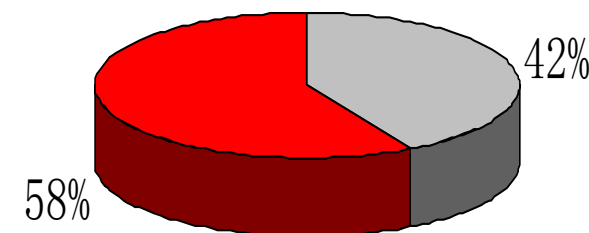
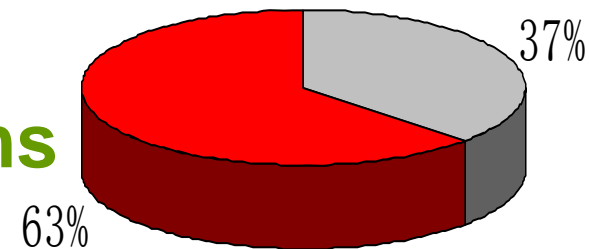
The up-to-the-standard rate of 939 urban wastewater treatment plants is 57%.

- 电力行业投运脱硫机组中，综合脱硫效率75%。

The integrated desulphurization efficiency of power units in operation is 75%.

企业达标排放是污染减排的前提和基础。

The up-to-the-standard pollution discharge of enterprises is the precondition and basis for pollution reduction.





## (二) 清醒认识当前存在的问题 Being Clearly Aware of Existing Problems

### 5、三大体系建设速度难以适应减排实际需要

The construction progress of 3 major systems cannot meet the actual demand.

尽管2007年中央对地方投入能力建设资金32亿元，但是：

In 2007, the central government has made 3.2 billion yuan of investment in local capacity building, however:

- 近50%的省级环保部门污染源在线监测系统没有建成。

Around 50% of the on-line monitoring system of pollution sources of provincial EPBs haven't been established.

- 3000多家电厂脱硫设施安装了在线监测，但与环保部门实现联网的还不到30%。

On-line monitoring equipment have been installed for the desulphurization facilities in over 3,000 power plants, but only 30% is networked with local EPBs.

导致2008年终总量核算中，各省平均自报数据为：

The average data submitted by various provinces at the final accounting of total pollution discharge by the end of 2008 are as follows:

COD下降14.2%，SO<sub>2</sub>下降16.3%，与终核结果差距大，还有相当大的水分。

COD was down by 14.2%, and SO<sub>2</sub> down by 16.3%, marking great surplus exaggeration with the result of final accounting.



## 六、金融危机中的污染减排对策

### Measures of Pollution Reduction to Deal with the Financial Crisis





## 狠抓落实推动减排目标实现

**Taking great efforts in implementation to promote the fulfillment of pollution reduction goals**

**污染减排工作要坚持：**

**Pollution reduction work must adhere to the following principles:**

**目标不变、标准不降、力度不减**

**Maintaining the same goal, the same standard and the same efforts**



## ——金融危机对污染减排工作既是机遇又是挑战

### **The financial crisis brings about both opportunities and challenges to our pollution reduction work**

政府工作报告中提出，努力建设持久和平、共同繁荣的和谐世界。这一目标既对我们积极探索中国特色环境保护新道路提出了迫切要求，也为我们提供了难得的机遇。

The Report on the Work of the Government suggests to build a harmonious world of sustained peace and common prosperity. This goal has brought about both urgent request and precious opportunity to our active development of new environmental protection path with Chinese characteristics.

#### **机遇：**

#### **Opportunities:**

很多企业停产或关闭，在一定程度上减少了污染排放总量。更重要的是，国家扩大内需的经济刺激计划中，有相当一部分投资是投向环境治理和环保能力建设的，这会使很多地方的环境基础设施和环保能力上一个台阶，这对进一步削减污染物排放总量是有利的。

Numerous enterprises have stopped production or closed down, alleviating the total pollution discharge volume to a certain degree. More importantly, a great portion of the stimulus package from the central government for boosting domestic demand targets environmental protection, which would be very conducive to the further reduction of pollution discharge and enhancing local environmental infrastructure construction and capacity building.



## ——金融危机对污染减排工作既是机遇又是挑战

**The financial crisis brings about both opportunities and challenges to the pollution reduction work**

**挑战:**

**Challenges:**

在应对金融危机的过程中，如果资金再次投入到高污染、高耗能产业中，一味强调快速增长而忽视“好”字当头，就可能導致经济增长与此前提倡的抑制高污染、高耗能产业发展的思路相违背，致使产业结构出现“逆向调整”，这将对我国经济增长的长期目标产生不利影响。因此一定要坚持优化投资结构，警惕产业结构的逆向调整。

The sole pursuit of fast development and the negligence of “sound” development during the process of acting to the financial crisis would possible drive investment in heavily-polluting and energy-intensive industries again, thus causing “converse adjustment” of industrial structure, which would pose adverse impact to the achievement of the long-term goal of economic growth of our country. Therefore, we must adhere to the principle of optimization in investment structure and guard against converse adjustment.





## ——金融危机对污染减排工作既是机遇又是挑战

### **The financial crisis brings about both opportunities and challenges to the pollution reduction work**

污染减排工作将会面临几方面的压力。一是环保准入的压力。有些地方可能会为保持经济的增长而放宽了环保标准。二是污染减排反弹压力大。市场需求的减弱导致企业经营的困难，企业会千方百计地降低成本，而环境成本首当其冲。

Pollution reduction work will encounter pressure from the following aspects: the first is the pressure from the threshold of environmental protection access, and some localities may loose their standard in a bid to maintain economic growth. The second is the pressure of rebound in pollution discharge. The shrinking of market demand would bring about difficulties to the operation of enterprise, who will try every possible means to reduce cost with environmental cost being the first.

目前是一个难得的产业结构调整的机会，可以集中淘汰一批高耗能、高污染的行业。另外，可以借国家扩大内需之机，集中建设一批环境基础设施。

The current situation presents a golden opportunity for industrial restructuring with the possible elimination of a group of energy-intensive and highly-polluting industries. Besides, we can also take this opportunity to height environmental infrastructure construction.



## ——金融危机中的污染减排对策

### Pollution reduction countermeasures amid the financial crisis

**应对金融危机措施--保增长、扩内需、调结构**（拉动内需—4万亿，其中3500亿用于环境保护）。调结构就是要淘汰落后的生产能力，高污染、高能耗的工艺。这种淘汰是符合我们环境保护要求的，而且中央把这次金融危机带来的影响看作是调结构的机遇，要充分利用好这个机遇。

**Countermeasures to deal with the financial crisis-maintaining economic growth, boosting domestic demand and conducting industrial restructuring** (4 trillion yuan of stimulus package with 350 billion targeting environmental protection). Industrial restructuring is to eliminate outmoded production capacity and techniques. The central government considers the current financial crisis as a good opportunity for industrial restructuring, and we should fully grasp this opportunity.

**党中央国务院，要求在经济增长时候节能减排毫不动摇，必须完成。**

**The CPC Central Committee and the State Council requests that energy conservation and emission reduction must be resolutely carried out while maintaining economic growth.**





## ——金融危机中的污染减排对策

### Pollution reduction countermeasures amid the financial crisis

- 既要把应对金融危机做为调整经济结构、转变发展方式的机遇，又要当成推进环境保护事业的机遇，保持经济增长绝不能以牺牲环境为代价。

---温家宝

We should treat the financial crisis as an opportunity not only for economic restructuring and the transformation of economic growth mode but also the opportunity for enhancing environmental protection undertaking, and maintaining economic growth cannot be achieved at the cost of sacrificing the environment.

-Wen Jiabao



## ——金融危机中的污染减排对策

### Pollution reduction countermeasures amid the financial crisis

- 在新的形势下，我们将把扩大内需与改善民生、加大生态环境建设力度有机结合起来，把环境保护放在突出的战略位置，把节能减排作为扩大内需的重要方面，抓住机遇，应对挑战，在新的起点上形成新的发展机制。这既有利于拉动中国经济增长，又有利于解决目前面临的突出问题，从而推进全面协调可持续发展。  
---李克强

Under the new situation, we will make organic integration of boosting domestic demand, improving the livelihood of the people and strengthening eco-environment construction by putting environmental protection at a prominent strategic position and regarding energy conservation and emission reduction as a crucial aspect for boosting domestic demand. We should grasp the opportunity to responding to the challenges and establish a new development mechanism at a new starting point. This is conducive not only to driving the economic growth of China but also to resolving existing outstanding problems, thus promoting full-scale, coordinated and sustainable development.

-Li Keqiang  
环境保护部 总量司



## ——金融危机中的污染减排对策

### Pollution reduction countermeasures amid the financial crisis

- 中央经济工作会议：2009年着力优化经济结构和提高经济增长质量，切实加强节能减排和生态环境保护，更加重视改善民生和促进社会和谐，推动国民经济又好又快发展。

The CPC Central Committee Economic Work Meeting: in 2009, we shall take great efforts in the optimization of economic structure and improvement in economic growth quality, earnestly reinforce energy conservation and emission reduction and eco-environmental protection, lay more emphasis on improving people's living standard and enhance the sound and fast development of national economy.

- 政府工作报告：2009年要**毫不松懈地加强节能减排**和生态环保工作。健全**节能环保**各项政策，按照节能减排指标体系、考核体系、监测体系，狠抓落实。

Report on the Work of the Government: in 2009, we shall **take unremitting efforts in heightening the energy conservation and emission reduction** and eco-environmental protection work. We should amplify various policies for **energy conservation and environmental protection** and seriously implement the indicator, checkup and monitoring system for the work of energy conservation and emission reduction.



## ——金融危机中的污染减排对策

### Pollution reduction countermeasures amid the financial crisis

- 2009年是完成“十一五”减排任务的冲刺年。

2009 marks the year of sprinting for the fulfillment of the pollution reduction goals set in the 11<sup>th</sup> “Five-Year” Plan.

一是强化减排目标责任制。指导各地编制2009年污染减排计划并监督实施，逐项检查落实节能减排综合性工作方案，落实严格的问责制和“一票否决制”。

The first measure is to tighten target responsibility system. We shall instruct various localities to lay down the plan for pollution reduction in 2009 and monitor their implementation, carefully materialize the comprehensive work plan for energy conservation and emission reduction and carry out the accountability and “one vote veto” system in a stringent manner.



## ——金融危机中的污染减排对策

### Pollution reduction countermeasures amid the financial crisis

#### ■ 二是加快推进工程减排

The second is to expedite project-based pollution reduction

SO<sub>2</sub>和COD排放量分别比2008年下降2%和3%以上；

The discharge of SO<sub>2</sub> and COD shall drop by over 2% and 3% than that of 2008;

SO<sub>2</sub>和COD排放量比2005年下降9%和8%；

The discharge of SO<sub>2</sub> and COD shall drop by 9% and 8% than that of 2005;

新增城市污水处理能力1000万吨/日；

10 million tons/day of urban wastewater treatment capacity shall be added;

新增燃煤电厂脱硫装机容量5000万千瓦以上；

Over 50 GW installed capacity of power units in thermal power plants shall be equipped with desulphurization facilities;

新增20台套钢铁烧结机烟气脱硫设施；

20 fume desulphurization facilities for iron and steel sintering machine shall be newly added.



## ——金融危机中的污染减排对策

### Pollution reduction countermeasures amid the financial crisis

#### ■ 三是加快推进结构减排

The third is to speed up structure-based pollution reduction

加大力度督促执行国家产业政策和年度落后产能淘汰计划，今年要分别淘汰炼铁、炼钢、造纸、电力落后产能1000万吨、600万吨、50万吨和1500万千瓦。建立淘汰落后产能企业名单公告制度，接受社会监督。

We shall augment our efforts in the supervision of the implementation of national industrial policies and the elimination of outmoded production capacity. This year, we shall phase out 10 million, 6 million and 500 thousand tons as well as 15 GW of the outmoded production capacity of the irons melting, steel making, papermaking and power generation industry respectively.



## ——金融危机中的污染减排对策

### Pollution reduction countermeasures amid the financial crisis

#### ■ 四是加快推进管理减排

The fourth is to accelerate the enhancement of management-based pollution reduction

狠抓已投运的3亿多千瓦燃煤电厂脱硫机组运行；

Strengthening the management over the operation of desulphurization facilities for power units already in operation with over 300 GW capacity;

狠抓1300多座污水处理厂运行；

Strengthening the management over the operation of over 1,300 wastewater treatment plants;

狠抓6000多家国控重点源在线监测系统；

Strengthening the management over the on-line monitoring systems over 6,000 national-controlled key pollution sources;

制定并严格执行重要污染治理设施运行监督管理办法。

Formulating and rigidly implementing the Measurement on the Supervision and Administration for the Operation of Major Pollution Treatment Facilities.





## ——金融危机中的污染减排对策

### **Pollution reduction countermeasures amid the financial crisis**

#### ■ 五是提高减排保障水平

The fifth is to improve the basic works for securing pollution reduction

继续推进排污权交易和生态补偿试点工作，提高重点行业污染排放标准和城市污水、垃圾处理收费标准。组织开展减排关键技术攻关，开展氮氧化物、总氮等污染减排前期研究。

We shall further promote the pilot work on pollution discharge permit trading and eco-compensation and raise the standard on pollution discharge of key industries and the charging standard on the treatment of urban wastewater and refuse. We shall conduct research in the conquering of major technical problems for pollution reduction and in the reduction of total NO<sub>x</sub> and total nitrogen.



## 污染减排促进绿色经济发展

### **pollution reduction promoting the development of green economy**

- 环境署提出：大力发展绿色经济应对金融危。

UNEP proposes to vigorously develop green economy to respond to the financial crisis.

- 中国：在金融危机下要避免牺牲环境目标换取经济增长的情况出现。中国政府为应对金融危机,确定了“保增长、扩内需、调结构”的总体策略;针对经济活动中资源能源消耗高和污染物排放量大、资源利用效率低和污染物排放强度高等问题,实施了节能减排、发展循环经济、加快构建中国环境经济政策体系等行动。

China: we must avoid the situation of achieving economic growth at the cost of the environment. The Chinese government has drawn up the general strategy of “maintaining growth, boosting domestic demand and adjusting economic structure” to respond to the financial crisis. Meanwhile, a set of moves of pollution reduction and the development of circular economy have been taken to addressing problems like intensive consumption of resources and energy, high volume of pollutants discharge and low resource utilization efficiency.



- 绿色经济：以维护人类生存环境、合理保护资源与能源、有益于人体健康为特征的经济，是一种平衡式经济。

Green economy: the type of economy featuring the maintenance of the living environment for human being, rational protection of resources and energy and being conducive to human health. It's a balanced economy.

- 污染减排体现了绿色经济的特征，已污染物总量减排为约束，促使经济绿色化。（倒逼机制）

Pollution reduction demonstrates the features of green economy. It starts from the constraining goal of reducing total pollution discharge volume so as to green the economy.

- 中国的污染减排主要途径：工程减排、结构减排和管理减排包括了绿色经济的主要内容。

Major channels for pollution reduction in China: project-based, structure-based and management-based pollution reduction cover major contents of green economy.

- 搞好污染减排既有利于生态环境又促进了经济的发展：是绿色经济在中国的主要体现形式。

The proper handling of pollution reduction is conducive to the eco-environment and can also promote economic development, it is the main embodiment of green economy in China.