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国家可持续发展实验区 报告 (1986~2006)

China National
Sustainable Communities
Review Report
(1986~2006)

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序 言

2006 年是国家可持续发展实验区创建 20 周年。作为我国较早开展的一项地方可持续发展实验试点工作，国家可持续发展实验区是 1986 年由原国家科委会同原国家计委和原国家体改委等政府部门共同推动的一项地方性可持续发展综合示范试点工作，旨在依靠科技进步、机制创新和制度建设，全面提高地方可持续发展能力，探索不同类型地区的经济、社会和资源环境协调发展的机制和模式，为不同类型地区实施可持续发展战略提供示范。1992 年，原国家科委、国家体改委等部门决定在 1986 年启动的“社会发展综合试点”工作的基础上开展“社会发展综合实验区”工作。1997 年 12 月，社会发展综合实验区协调领导小组向国务院领导汇报后，正式把“国家社会发展综合实验区”更名为“国家可持续发展实验区”。截至 2006 年 10 月，国家可持续发展实验区总数已经达到 58 个，省级可持续发展实验区 90 余个，覆盖了我国 80% 以上的省（自治区、直辖市）。

经过近 20 年的建设与发展，在国务院各有关部门和地方政府的共同努力和参与下，通过各实验区的创新与实践，国家可持续发展实验区工作取得了丰硕的成果，在地方可持续发展领域积累了大量有益的做法和经

验。同时通过加强国际合作和交流，国家可持续发展实验区已成为展现我国地方可持续发展战略行动的一个重要窗口，得到了国际上的关注。为了全面反映实验区 20 年来发展建设的成效，梳理、总结和提炼实验区工作的经验和模式，系统分析实验区的现状和发展水平，研究提出新时期实验区工作的思路和举措，科技部社会发展科技司、中国 21 世纪议程管理中心组织编写了《国家可持续发展实验区报告（1986~2006 年）》。

该报告回顾了实验区 20 年发展建设的历程，概括了国际可持续发展的背景和发展趋势，总结了实验区建设的重要成果和实验区管理的机制和体制创新，梳理了实验区发展建设的创新实践和典型做法，并汇集了实验区建设与发展过程中的重要政策、管理办法和相关文件；在总结经验和成果的基础上，报告客观分析了新时期实验区发展建设面临的新机遇、新挑战，探讨了新时期实验区发展建设的新目标、新思路，研究提出了新时期实验区发展建设的政策建议。

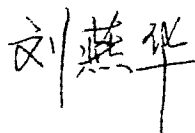
我衷心希望该报告不仅为国内外提供一个展示我国地方可持续发展战略具体行动和成果的窗口，促进社会各界对可持续发展和国家可持续发展实验区工作的了解；同时，也为推动各地贯彻落实科学观，开展各类可持续发展试点示范工作提供有益的借鉴，推动各地和各区域经济建设和社会事业实现全面、协调、可持续发展。

可持续发展作为一个新的发展观，在我国已深深地扎根并不断向前推进，已经形成有中国特色的可持续发展战略和思想体系。十六届三中全会以来，“以人为本，全面、协调、可持续”的科学发展观和构建社会主义和谐社会等一系列战略方针和任务的提出，以更为深刻、更为全面、更为科学可行的发展观指引和推动着我国的可持续发展进程，并日益受到国际社会的广泛瞩目。可持续发展实验区践行“科学发展观”、构建和谐社会、实施可持续发展战略的成功经验和取得的成就，将成为中国可持续发展面向国际的重要窗口，也为推进区域可持续发展工作提供了积极、有益

的借鉴。

我相信，在各部门、各地方和社会各界的关心和大力支持下，历经20年发展的国家可持续发展实验区建设一定会保持旺盛的生命力，它将成为引领区域可持续发展的旗帜，为我国的可持续发展事业作出更大的贡献。

中华人民共和国科学技术部 副部长

Handwritten signature of Liu Yanhua in black ink.

二〇〇六年十二月

Preface

2006 marks the 20th anniversary of China National Sustainable Communities (CNSCs). The CNSCs Programme, as one of China's first pilot projects for local sustainable development, was launched by the former State Science & Technology Commission (SCTC) in conjunction with State Planning Commission (SPC) and other central and local governmental authorities in 1986 in an effort to improve the overall sustainability of local development by relying upon the advancement of science & technology, the innovation of mechanisms and the construction of systems, to explore mechanisms and modes for the coordinated development of economical, social and resource environment for regions/areas of vary types, and to provide samples and demonstrations for the implementation of sustainable development strategies for vary areas. In 1992, the former SCTC and State System Reform Commission (SSRC) and other central departments to implement the project of "Integrated Test Areas for Social Development (IASD)" on the basis of integrated pilot project for social development launched in 1986. The IASD was later renamed "China National Sustainable Communities (CNSCs)" in December 1997, after IASD coordination and leading group

submit a report to the State Council. Until October 2006, there were as much as 58 CNSCs, besides more than 90 provincial-leveled sustainable communities, covering more than 80% of China's provinces/autonomous regions/municipalities.

Through 20 years of development and construction, by the joint efforts and wide participation of state governmental authorities and local governments, and through the innovation and practices of the sustainable communities, the CNSCs Programme has made great achievements, and has accumulated a lot of useful practices and experiences for local sustainable development. Meanwhile, by strengthening international cooperation and exchanges, CNSCs has become an important window for China's local sustainable development strategy, and has drew wide attention from the international community. To provide a panorama of the achievement of CNSCs in the past 20 years, to summarize and refine the experiences and modes of CNSCs, to make a systematic analysis of the status quo and development level of CNSCs and to provide guidelines and measures for CNSCs work of the next stage, Department of Social Development Science & Technology under Ministry of Science and Technology (MOST) and The Administrative Center for China's Agenda 21 (ACCA21) have compiled this "CNSCs Report 1986 - 2006".

The report has reviewed the past 20 years of CNSCs, summarized the background and tendency of international sustainable development, as well as important achievements, administrative mechanisms and mechanisms innovation of CNSCs, analyzed the innovative practices and typical measures for CNSCs construction, besides a collection of key policies, administrative regulations and related documents during CNSCs construction. The report, based on the analysis of past experiences and achievements, has given an objective analysis of

the new opportunities and challenges faced by the sustainable communities in the future, and have thus explored new targets and guidelines for future sustainable communities and policy advices in this regard.

It's my sincere hope that this Report will not only become a show window for the practices and achievements of China's sustainable strategy, both at home and abroad, to improve the awareness of the society for sustainable development and CNSCs project, but also provide good reference for pilot projects for sustainable development at vary levels in an effort to facilitate the implementation of the concept of scientific development and to boost the all-around, coordinated and sustainable development of various areas/regions both economically and socially.

Sustainable development, as a new development concept, has rooted deeply into the mind of Chinese people, and has become a strategic and ideological system for sustainable development with Chinese features. Since the 3rd plenary session of 16th NCCPC, the concept of scientific development featured by "people-based, overall, coordinated and sustainable development", the concept of constructing for a harmonious socialist society and other strategic polices and tasks have been brought forward to guide and boost China's sustainable development process with a more in-depth, comprehensive and feasible theory, and is attracting more and more attentions from international community. The successful experiences and achievements the CNSCs made during the implementation of "the concept of scientific development", the construction of harmonious society and the implementation of sustainable development strategy will make them an important window for China's sustainable development towards the international community and will also provide active and beneficial references for regional sustainable development.

004 国家可持续发展实验区报告（1986 ~ 2006）

I believe that, under the wide attention and support of the central authorities, local governments and social communities, the 20 - year - old CNSCs programme will undoubtedly maintain its momentum and become a flag to lead regional sustainable development and to make even greater contribution to China's sustainable development.

By Liu Yan-hua

Vice-minister, MOST, P. R. China

December, 2006

前 言

1987 年，联合国环境与发展世界委员会在《我们共同的未来》（又称为《布伦特兰报告》）报告中正式提出了“可持续发展”的概念：“既满足当代人的需要，又不对后代人满足其需要的能力构成危害的发展。”

1986 年，为了探索解决当时我国很多地区，尤其是苏南等地在经济快速发展的同时，出现的社会事业滞后、环境污染严重等问题，中国政府开始实施了一项旨在依靠科技促进社会事业进步，实现经济和社会协调发展的地方实验试点工作——国家社会发展综合试点工作。1992 年，原国家科委、国家体改委正式发文，决定在社会发展综合试点工作的基础上开展“社会发展综合实验区”工作。1997 年 12 月，“国家社会发展综合实验区”更名为“国家可持续发展实验区”。在国家科委会同国家计委和原国家体改委等政府部门共同推动下，国家可持续发展实验区工作依靠科技进步，大力开展社会管理改革和机制、体制创新，全面提高地方可持续发展能力，探索不同类型地区的经济、社会和资源环境协调发展的机制和模式，为我国不同类型地区实施可持续发展战略提供了有益的示范。

2006 年是国家可持续发展实验区建设与发展 20 周年。当前，可持续发展的国际、国内环境已发生巨大的变化，我国可持续发展理论和实践的

内涵和主题也在不断丰富和深入。随着科学发展观和构建社会主义和谐社会等战略方针和任务的提出，科学发展、共创和谐已经成为中国实施可持续发展的主旋律。抚今追昔，在20年后的今天，回顾和总结国家可持续发展实验区20年的发展有着十分重要的现实意义。为了全面总结实验区20年来发展建设的成效和机制，系统分析实验区的现状和发展水平，研究提出新时期实验区工作的思路和发展蓝图，科技部社会发展科技司、中国21世纪议程管理中心组织编写了这本《国家可持续发展实验区报告（1986~2006年）》（以下简称《报告》）。

围绕《报告》的撰写工作，2006年上半年，中国21世纪议程管理中心、国家可持续发展实验区办公室组织报告编写组，赴十几个国家和省级可持续发展实验区开展了实地调研。调研组通过发放实验区发展状况调查表、发放可持续发展意识调查问卷、听取工作汇报、召开实验区相关领导专家座谈会、实地考察可持续发展示范项目等形式，同实验区500多名地方干部和专家进行了座谈，考察了150多个示范项目，采集了40余个实验区及其所在省（自治区、直辖市）近10年来经济社会发展相关的30项指标数据，对近千名地方干部和实验区居民进行了问卷调查。通过调研，为报告的编写积累了丰富的第一手资料和数据。基于调研工作，编写组对实验区发展历程和阶段进行了细致的整理，通过案例整理和可持续发展指标数据的搜集，对实验区发展成效和现状进行了系统研究与数据分析，结合新时期我国可持续发展的特点和背景，研究提出了实验区发展与建设的政策建议。

报告历时近8个月，来自科技部社发司、中国21世纪议程管理中心、北京师范大学、中科院地理所、中央党校、东南大学、北京大学、中国可持续发展研究会等单位的20多位专家参与了本报告的研究，基于研究工作，编写组分工完成了《报告》的撰写工作。因工作时间较为仓促，报告中如有不妥之处，欢迎读者商榷与指正。

本报告在编写过程中得到了各有关省（自治区、直辖市）科技厅（委）和北京市西城区、四川省成都市金牛区、湖北省武汉市江岸区、重庆市北碚区、山东省烟台市牟平区、江苏省常州市、江苏省江阴市、湖南省资兴市、山东省日照市、河北省正定县、山东省长岛县、山西省泽州县、广东省东莞市清溪镇、河南省巩义市竹林镇等、政府和国家可持续发展实验区办公室的大力支持，在此表示衷心的感谢！

在本报告的编写过程中，社科文献出版社邓泳红编辑给予了大力支持并提出了很多有益的建议，在此一并表示感谢。

编 者

二〇〇六年十二月

Foreword

The book entitled *Our Common Future* (also known as *The Brundtland Report*), issued by the World Commission on Environment and Development in 1987, put forward a concept for sustainable development: “development that meets the needs of the present without compromising the ability of future generations to meet their own needs.”

In order to explore ways to resolve such problems as the underdevelopment of the social programs and services as well as serious environmental pollution caused by the rapid development of economy in 1980s in many areas/regions, especially in Southern Jiangsu Province, the Chinese government launched a local experimental pilot project in 1986, “National Integrated Pilot Project for Social Development”, in an effort to improve the advancement of social programs and services by relying upon science & technology and bring about the coordinated development of economy and society as a whole. In 1992, the former State Science and Technology Commission (SCTC) and State System Reform Commission (SSRC) formally issued an order in which they decided to implement the project of “Integrated Test Areas for Social Development

(IASD)” on the basis of integrated pilot project for social development. The IASD was later renamed “China National Sustainable Communities (CNSCs)” in December 1997. Through joint promotion by the State Science & Technology Commission (SCTC), State Planning Commission (SPC) and other central and local governmental authorities, the National Sustainable Communities (NSCs) have made great efforts to push forward the social management reform, the innovation of mechanisms and the construction of systems by relying upon the advancement of science & technology, to improve the overall sustainability of local development, and to explore mechanisms and modes for the coordinated development of economic, social and resource environment for regions/areas of varied types, and have thus provided useful samples and demonstrations for the implementation of sustainable development strategies for varied areas.

This year marks the 20th anniversary of China National Sustainable Communities (CNSCs). Today’s international and national environment for sustainable development has undergone great changes and the meaning and theme of the concept and practice for sustainable development in China has also been enriched and deepened. Since the concept of scientific development, the concept of building a harmonious socialist society and other strategic policies and tasks have been brought forward, scientific development and construction of a socialist harmonious society through joint efforts has come to become the theme for implementing sustainable development in China. It is now of a great and realistic significance to summarize and review the past 20 years of CNSCs. In order to provide a panorama of the achievement and mechanism of CNSCs in the past 20 years, to make a systematic analysis of the status quo and development level of NSC and to provide guidelines and development blueprints for NSC work of the next stage, Department of Social Development Science & Technology