

共建美丽中国

Building a Beautiful China Together:  
Concepts, Policies & Practices on Ecological Civilization in the New Era

# 新时代生态文明理念、政策与实践

吴平◎著



创立于1897

商务印书馆  
The Commercial Press

共建美丽中国

Building a Beautiful China Together:  
Concepts, Policies & Practices on Ecological Civilization in the New Era

# 新时代生态文明理念、政策与实践



◎ 著



商务印书馆  
The Commercial Press

图书在版编目(CIP)数据

共建美丽中国:新时代生态文明理念、政策与实践:  
汉、英/吴平著. —北京:商务印书馆, 2018  
ISBN 978-7-100-16508-2

I. ①共… II. ①吴… III. ①生态环境建设—研  
究—中国—汉、英 IV. ①X321.2

中国版本图书馆 CIP 数据核字(2018)第 191229 号

权利保留,侵权必究。

共建美丽中国:新时代生态文明理念、政策与实践

吴平 著

---

商 务 印 书 馆 出 版  
(北京王府井大街 36 号 邮政编码 100710)  
商 务 印 书 馆 发 行  
北京顶佳世纪印刷有限公司印刷  
ISBN 978-7-100-16508-2

---

2018 年 10 月第 1 版 开本 710×1000 1/16  
2018 年 10 月北京第 1 次印刷 印张 20 $\frac{3}{4}$

定价:65.00 元

目 录  
CONTENTS

第一章 全面推进生态环境领域国家治理体系和治理能力现代化.....	1
Chapter 1 Comprehensively Promote the Modernization of State Governance System and Governance Capabilities in the Field of Ecology & Environment .....	6
第二章 生态治理现代化的思想基础和理论共识.....	13
Chapter 2 The Ideological Basis and Theoretical Consensus on Ecological Governance Modernization .....	17
第三章 生态治理需要强化法治思维.....	22
Chapter 3 Strengthen the Rule of Law in Ecological Governance .....	26
第四章 生态治理体系的价值取向和立法路径.....	32
Chapter 4 Value Orientation and Legislative Path of Ecological Governance System .....	37
第五章 创新执法机制 护航绿色发展.....	43
Chapter 5 Innovate the Law Enforcement Mechanisms to Safeguard Green Development .....	48
第六章 第三方评估促进生态治理现代化.....	56
Chapter 6 Utilize Third-party Evaluation to Promote Ecological Governance Modernization .....	60
第七章 构建多元协同的生态治理模式.....	66
Chapter 7 Establish a Model of Ecological Governance: Coordinating All Stakeholders .....	70
第八章 地方政府竞争转向助推生态治理.....	76
Chapter 8 Transform from Local Government Competition to Ecological Governance .....	80
第九章 以生态红线为基准谋划国土空间开发.....	85
Chapter 9 Develop Geographical Space on the Basis of Ecological Red Line .....	90

第十章 生态文明建设要算好自然资源这本账·····	95
Chapter 10 Building an Ecological Civilization Entails a Clear Understanding of Natural Resources ·····	100
第十一章 践行生态补偿 谋划绿富双赢·····	107
Chapter 11 Win-win: Ecological Compensation for Wealth and Green Development ·····	112
第十二章 技术创新引领绿色发展新动力·····	119
Chapter 12 Technological Innovation: A New Driving Force for Green Development ·····	124
第十三章 智能技术助力生态治理现代化·····	131
Chapter 13 Smart Technologies Promote Modernization of Ecological Governance ·····	135
第十四章 全球气候治理的经验与启示·····	141
Chapter 14 Experiences and Inspiration from Global Climate Governance ·····	145
第十五章 谱写绿色丝绸之路新篇章·····	151
Chapter 15 A New Chapter for Green Silk Road ·····	155
第十六章 国家公园：奏响生态治理现代化新乐章·····	161
Chapter 16 National Parks Play an Important Role in Ecological Governance ·····	166
第十七章 草原生态治理实现增收增绿·····	172
Chapter 17 Grassland Ecological Governance Increases Income and Green Space ·····	177
第十八章 恢复湿地以养护“地球之肾”·····	185
Chapter 18 Restore Wetland to Protect “Kidney of the Earth” ·····	189
第十九章 抚育经营森林 换得山绿民富·····	195
Chapter 19 Nurture and Manage Forest to Make Mountains Green and People Rich ·····	199
第二十章 创新沙漠治理 培育金色产业·····	206
Chapter 20 Innovate Desert Governance and Cultivate Golden Industry ·····	209
第二十一章 推进海洋生态治理 守护“蓝色家园”·····	214
Chapter 21 Promote Marine Environmental Governance and Protect the “Blue Home” ·····	219

第二十二章 治理雾霾须关注舆论的“风” .....	226
Chapter 22 Pay Attention to Public Opinions on Smog Control .....	231
第二十三章 提升水治理能力 迎来河清海晏 .....	237
Chapter 23 Enhance Water Governance Capabilities .....	241
第二十四章 防治土壤污染 守护沃土良田 .....	248
Chapter 24 Prevent and Control Soil Pollution to Safeguard Fertile Soil and Farmland .....	253
第二十五章 攻坚面源污染 共建美丽乡村 .....	260
Chapter 25 Tackle Non-point Source Pollution to Build a Beautiful Rural China .....	265
第二十六章 打造特色小镇要坚持生态优先 .....	271
Chapter 26 Prioritize Ecology in Building Towns with Distinctive Features .....	276
第二十七章 呼唤动物福利时代 .....	283
Chapter 27 The Era of Animal Welfare .....	288
第二十八章 维护生态安全 推进永续发展 .....	294
Chapter 28 Maintain Ecological Security and Promote Sustainable Development .....	299
第二十九章 电商进村入户念活绿色致富经 .....	306
Chapter 29 E-commerce Enters Villages to Foster Green Development .....	311
第三十章 环保督察整改倒逼绿色转型 .....	317
Chapter 30 Environmental Inspection Drives Green Transformation .....	321

# 第一章 全面推进生态环境领域国家治理体系和治理能力现代化

中共十八大将生态文明建设纳入中国特色社会主义事业“五位一体”总体布局，十八届三中全会将推进国家治理体系和治理能力现代化作为全面深化改革的总目标，这意味着推进生态环境领域国家治理体系和治理能力现代化有两重战略意义：一是有助于改善生态环境状况，促进经济社会系统与生态系统协同发展，实现人与自然和谐共存；二是有利于推进生态文明建设领域的国家治理体系和治理能力现代化。

“立志欲坚不欲锐，成功在久不在速。”生态文明建设对我国来说，既是机遇，又是挑战，要把握好这个机遇，赢得挑战，就需要采取一系列卓有成效的方法，而推进生态环境治理是生态文明建设的必由之路。当前，亟待厘清生态治理现代化的内涵、外延及其实现路径。

## 国家治理转型背景下的生态环境治理现代化

在当代中国的语境下，国家治理体系是指作为执政党的中国共产党带领全国人民有效治国理政的制度体系，国家治理能力是指用制度有效管理国家事务的能力。国家治理体系与治理能力的现代化，就是国家制度体系能够与时俱进地发展、转型，以支撑和适应中国的社会主义现代化事业。改革开放以来，我国实现了持续高速的经济增长，自 2010 年以来成为世界第二大经济体，国家治理的经济绩效得到全国人民的认可，也得到世界的关注。但是，GDP 迅猛增长的代价却是生态环境质量恶化，并影响了人民群众的生活质量甚至生命健康。尽管自 20 世纪 90 年代以来保护生态的呼声越来越高，但生态环境的治理速度赶不上污染和环境损坏的速度，生态危机反而越来越严重，甚至对人们的健康生活乃至生存构成了威胁。中国不愿意也不能走“先污染

后治理”的老路，“在发展中保护，在保护中发展”成了这个时代最响亮的主题之一。能否控制环境污染、建设生态文明，成为检验国家治理体系有效性的一个重要标志。

国家治理体系和治理能力现代化的提出，就是要加快制度建设的步伐，提高国家治理能力，以确保中国的现代化事业顺利推进，包括能够有效控制环境污染、实施生态保护、实现生态文明。如果污染失控、生态环境遭到破坏，这就表明国家治理存在不足，即国家治理出现了体制性困境，或者说国家治理体制存在严重缺陷。从宏观上看，中国在实现现代化进程中面临历史性的转型挑战，即现代化进程中伴随经济和社会关系发生重大结构性变迁而产生大量经济和社会的矛盾和冲突，但这些矛盾和冲突不能在经济领域和社会领域自我矫正，需要国家通过各种治理手段进行干预，因此，国家治理体系和治理能力现代化就是为了解决这些矛盾和冲突而做出的体制性调整和完善。

毫无疑问，生态治理现代化是国家治理现代化的重要内容，它的内涵可以从现实压力和对传统的反思两个方面来理解。从现实压力来看，生态危机已经成了当前我们面临的重要威胁，从过去的“民以食为天”变成了今天的“民以天为食”。近年来，各地生态环境事件不断发生，并牵涉政治、经济、社会等方面，生态问题甚至成为社会问题的导火索，如果没有好的生态，一切等于白费。从对传统的反思来看，生态危机的出现是传统发展方式的结果，要从根本上改变这种现状，就要改变发展方式，重新认识生态保护和经济发展的关系。

作为发展中国家，如果说在发展的早期，即便认识到了保护生态的重要性，但缺乏动力和能力去实践，因而处在“没有发展就无法保护，保护了就不能发展”的状态的话，那么现在就已经到了“没有保护就没有发展，不保护就等于发展为零，甚至发展为负”的地步。因此，现实的危机和对传统发展方式的反思推动着生态治理必须走向现代化。生态危机是转型危机的重要组成部分，相应地，生态治理现代化也是国家治理体系和治理能力现代化的重要组成部分。生态治理现代化一方面要保证治理行为本身的现代化——法



治化、制度化、规范化、程序化、多元化,更为重要的是,生态治理现代化必然意味着生态治理能力的现代化。总之,生态治理必须要有现实性效果,必须要解决生态危机,必须要实现生态保护和经济发展的平衡,必须要确保中华民族的永续发展,必须要为世界生态问题的解决贡献我们独特的力量。而要做到这些,就必须从发展理念、法律制度、多元主体、技术支撑等方面做出改变,这个变革的过程,就是推进生态治理体系和治理能力的现代化的过程。

## 生态环境治理体系和治理能力现代化的实现路径

树立绿色发展理念,以绿色创新为发展动力,“绿水青山就是金山银山”。生态治理秉承现代化的生态观,要求转变发展动力,改变传统的依靠资源、资本、劳动扩张来发展经济的外生发展模式,以创新作为新的经济增长引擎,尤其是发挥绿色创新对经济增长的带动作用。绿色创新需要从理念和路径等多方位全面着手,树立创新的绿色理念,坚持“把良好生态环境作为公共产品向全民提供,努力建设一个生态文明的现代化中国”。绿色创新可以通过开发绿色产品,引进和创造绿色技术,开拓绿色消费市场,采用绿色资源,升级绿色管理制度、构建完善绿色金融体系等方式,提高经济运行的质量和效率,培育新的经济增长点,促进经济发展。

构建以法律为基础的生态环境治理体系。“法律是治国之重器,良法是善治之前提”,完善的法律体系可以明晰生态治理主体的权责,提高生态治理的认可度,保障生态治理体系的运行。因此,需要以生态环境产权制度为切入点,健全和完善生态环境保护、自然资源保护、污染防治、能源安全等重要领域的立法,完善循环经济、可再生能源等领域的生态协同性法律。同时,还要完善监督管理体制和问责机制,引进企业、民众、社会组织参与生态治理,形成全方位、多维度的生态治理制度体系。

不断提高生态治理能力。生态治理现代化,关键在于生态治理能力的现代化。提高生态治理能力水平,一要加强党对生态文明建设的领导,充分发

挥政府集中力量办大事的优势。切实做到党政同责，一岗双责，齐抓共管，失职追责，并在治理过程中引入监督机制，保证治理行为本身符合相关法律法规。二要将地方政府竞争引导至有利于生态文明建设的方向，通过提高地方政府治理环境的收益支出比，引入生态政绩考核，执行地区内统一的环保标准，把生态环境优势转化为各地经济发展的真实竞争力，使得生态治理成为地方政府的常规性工作，从应急转向常态，切实保障治理本身的不断进行。三要不断加强绿色发展执法保障能力。一系列的生态法律，只有得到切实的执行，才能发挥有效作用，这不仅意味着要按照相关法律办事，而且意味着一旦出现违法行为，必须受到法律的制裁，在认识得到统一，法律制定完善之后，执行力就决定着治理的实际效果，因此，加强生态执法对于生态治理现代化具有不可替代的特殊意义。四要建立综合完善的生态环境评估指标，对治理结果进行第三方评估。从治理结果来看，生态治理能力的提高必须体现为生态环境的改善，这也是对治理过程的最终检验。因此，在生态治理中要坚持结果导向思维，发挥智库第三方评估的作用。第三方评估在生态治理中具有独特的作用，他们的参与是推动生态治理过程不断完善，生态治理能力不断提高的重要保证。

促进生态治理实践与科学技术的深度融合。“工欲善其事，必先利其器”，技术就是改造自然之“器”。生态治理现代化离不开科学技术的支撑，推进生态治理领域的科学研究，利用被证实的研究成果指导治理实践，坚持一切治理从实际出发，就能防止盲目治理，达到事半功倍的效果。因此，需要重视科学技术与生态治理融合，提升改造自然，进而与自然协调发展的能力。能源和通信技术的革新与结合，在人类经济转型过程中发挥着决定性作用。当前，我们正处在可再生能源与互联网信息技术相融合的新时代，利用大数据、云计算、“互联网+”等智能技术，大力发展风能、太阳能、生物质能等可再生能源，提高全社会能源系统的效率、绿色化水平，这不仅对生态治理现代化具有重要意义，从长远来看，也是推动经济转型升级的重要力量。

推进多元化主体协同共治。生态治理中的主体包括国家、企业、民众、各类社会组织等，其中国家作为主导，制定治理的政策，保证政策的贯彻落

实；同时也要引导企业、民众、社会组织参与生态治理的决策，对治理过程进行监督，对治理绩效进行客观评价。发达国家现代化的成功经验和历史教训表明，仅仅依靠政府进行生态治理是不可能取得成功的。多元化主体参与式治理已经逐渐成为社会各界的广泛共识。鼓励多元主体参与生态治理，重点在于不断提高民众的生态环境意识，让民众正确把握生态治理的方向，形成生态文明建设的共识，促进多元化主体积极参与、协同共治。

# **Chapter 1**

## **Comprehensively Promote the Modernization of State Governance System and Governance Capabilities in the Field of Ecology & Environment**

The 18th National Congress of the Communist Party of China (CPC) incorporated ecological civilization into the five-in-one overall agenda for the building of socialism with Chinese characteristics. The Third Plenary Session of the 18th CPC Central Committee set the overriding goal of modernizing state governance system and governance capabilities to deepen the reform comprehensively. It means that promoting modernization of state governance system and governance capabilities in the field of ecology and environment has two levels of strategic significance: Firstly, it contributes to improving ecological environment and promoting the coordinated development of the social and economic system and the ecological system, thus realizing the harmonious co-existence between man and nature. Secondly, it is conducive to modernizing state governance system and governance capabilities in the field of ecological civilization.

“We should persevere in pursuing our lofty ideals so as to achieve long-lasting success.” For China, achieving ecological progress is both an opportunity and a challenge. A series of highly effective methods should be adopted to seize this opportunity and overcome the challenges. Promoting the modernization of ecological governance is the inevitable road to ecological civilization construction. At present, it is urgent to clarify the concept of ecological governance modernization and the pathway to achieving it.

### **Modernizing Ecological and Environmental Governance in the Context of State Governance Transformation**

In the context of contemporary China, the state governance system refers to

the system the Chinese Communist Party, which is the ruling party, adopts to lead the Chinese people and effectively govern the country. State governance capabilities refer to the abilities of using the state governance system to effectively manage state affairs. The modernization of the state governance system and governance capabilities means that the state institutional system can evolve and transform with the times to support and adapt to China's socialist modernization drive. Since the reform and opening up in late 1970s, China has achieved sustained high-speed economic growth and it has been the second largest economy in the world since 2010. The economic performance of state governance has been recognized by the Chinese people and has also aroused worldwide attention. However, the cost of rapid GDP growth is the deterioration of ecological quality, which has affected people's quality of life and even their health. Although the voices of protecting the ecological environment have been increasing since the 1990s, the speed of the ecological governance has not kept up with the speed of pollution and environmental damages and the ecological crisis has become more and more serious. It has even posed a threat to the health and even survival of the people. Although there have been increasingly loud voices for ecological protection since the 1990s, ecological crisis has been deteriorating, even posing threat to human beings' existence. China has no intention of following the old path of "treatment after pollution", thus protecting environment in the course of development and securing development while protecting the environment has become one of the most resounding themes of the era. Whether environmental pollution can be controlled in order to achieve ecological progress has become an important indicator of the effectiveness of the governance system.

The purpose of the modernization of the state governance system and governance capabilities is to accelerate the pace of institutional construction and improve the ability of state governance in order to ensure the smooth progress of China's modernization, including the ability to effectively control environmental pollution, implement ecological protection and achieve ecological progress. If pollution is out of control and ecological environment is destroyed, this indicates that there is a deficiency in state governance. That is, there is an

institutional dilemma in state governance, or there are serious deficiencies in the state governance system. From a macroscopic perspective, China has been faced with challenges caused by historic transformation in the process of China's modernization. Namely, major structural changes in economic and social relations during the process of modernization have produced a large number of economic and social conflicts. However, these conflicts can not be self-correcting in economic and social areas and the state needs to perform intervention through various governing measures. Therefore, the modernization of state governance system and governance capabilities is the institutional adjustment and improvement in order to resolve these conflicts.

Without any doubt, ecological governance modernization is an important part of state governance modernization. Its connotation can be understood from two aspects, namely, pressure in the real world and reflection on the tradition. Regarding pressure, ecological crisis has become a major threat we face presently. The situation has changed from "People regard sufficient food as their heaven" to "people have to depend on heaven for their food". In the last few years, there have been many ecological incidents related to political, economic and social aspects in different places of China. Ecological problems have even become a time bomb. Without a good environment, everything will be in vain. Regarding reflection on the tradition, the emergence of ecological crisis is the inevitable result of traditional approach of development. If we want to make fundamental differences, we need to change our approach of development and reconsider the relationship between ecological protection and economic development.

Even if China had realized the importance of protecting the ecology at the beginning stage of her development, she, as a developing country, lacked the motivation and capability to carry out the protection, thus she was in a paradox in which she could not protect ecology without development and there would be no development if she protected the ecology. However, if China does not protect the ecology now, there will be zero development or negative development. Therefore, the crisis in the real world and the reflection on the traditional approach of development have led to ecological governance modernization. Ecological

crisis is an important part of the overall crisis in the transformation. Accordingly, ecological governance modernization is an important part of the modernization of state governance system and governance capabilities. On the one hand, ecological governance modernization needs to ensure the modernization of governance measures, i.e., these measures should be legal, institutionalized, standardized and diversified. What is more important is that ecological governance modernization inevitably mean the modernization of ecological governance capabilities. All in all, ecological governance should produce tangible effect, resolve ecological crisis, achieve the balance between ecological protection and economic development, ensure the sustainable development of the Chinese nation and contribute our unique strength to solving ecological problems in the world. If the above goals are fulfilled, changes must be made regarding development concepts, legal systems, stakeholder diversification and technical support, etc. The process of the changes is the process of promoting the modernization of the ecological governance system and governance capabilities.

### **The Roadmap to Achieving Modernization of Ecological and Environmental Governance System and Governance Capabilities**

We should establish the concept of green development and regard green innovation as a driving force. Clear water and green mountains are invaluable assets. Ecological governance adheres to modern philosophy on ecology and requires the change of development momentum. We should change the traditional exogenous development model of relying on resources, capital and labor expansion for economic development and stimulate innovation as a new engine for economic growth. In particular, we should bring into play the leading role of green innovation for economic growth. Green innovation should be initiated in terms of concept, pathway and many other aspects. Good ecological environment should be provided to the general public as a public product in order to build a modern China with ecological progress. Rigorous innovation can improve the quality and efficiency of economic operation, nurture new economic growth points and boost economic

development through developing green products, introducing and creating green technologies, exploring green consumption markets, adopting green resources, upgrading green management systems and building green financing systems, etc.

A law-based ecological and environmental governance system should be constructed. Laws and regulations are vital to the governance of a country and good laws are prerequisite to good governance. A sound legal system can clarify the responsibilities of ecological governance stakeholders, improve recognition of ecological governance and ensure the smooth operation of the ecological governance system. Therefore, it is necessary to build a property right system for ecological environment, enhance the legislation in ecological and environmental protection, natural resource preservation, pollution control, energy security and other important fields and refine the laws on ecological coordination in circular economy, renewable energies and other sectors. Meanwhile, the supervision and management system and accountability system should be perfected to encourage enterprises, people and social organizations to engage in ecological governance so as to establish an all-round and multidimensional ecological governance system.

Constant efforts should be made to enhance ecological governance capabilities. The key to ecological governance modernization lies in the modernization of ecological governance capabilities. The following should be done to improve ecological governance capabilities: Firstly, the Party's leadership should be strengthened. The government boasts the advantage of concentrating resources on major projects. The Party and the government shoulder the same responsibilities and need to work together. Those who neglect their duties shall be held accountable. Supervision and monitoring mechanism should be introduced in the governance process to ensure the governance measures per se are in line with relevant laws and regulations. Secondly, the competition among local governments should be guided in the direction of promoting ecological civilization. Ecological advantages can be turned into true competitiveness in economic development in different regions through improving the ratio of local governments' revenues to expenditure, introducing ecological performance assessment and implementing the uniform environmental standard within the region. In this way, ecological governance



becomes the regular and normal work of local governments instead of emergency response to ensure that ecological governance can be carried out on a continuous basis. Thirdly, law enforcement capabilities should be enhanced to promote green development. The series of laws on ecology could only be effective through strict enforcement. This means not only everyone should perform their duties according to law, but also violators shall be punished. Law enforcement capability determines the real effect of governance. Therefore, enhancing law enforcement is of irreplaceable and special significance for ecological governance modernization. Fourthly, a set of comprehensive and sophisticated ecological evaluation indicators should be developed and third-party assessment should be conducted on the results of ecological governance. The enhancement of ecological governance capabilities should lead to the improvement of ecological environment which is the final touchstone of the governance process. Therefore, ecological governance should be result-oriented. The third-party think tanks' role should be brought into play because third-party evaluation can play a unique role in ecological governance. Their engagement can ensure the process of ecological governance is improved and that ecological governance capabilities enhanced.

Thorough integration of ecological governance practices with science and technology should be promoted. As the saying goes, a handy tool makes a handy man. Technology is the powerful tool for transforming nature. Ecological governance modernization cannot be realized without the support of science and technology. We need to promote scientific research in the field of ecological governance, guide governance practice with proven research findings and adhere to the principle that all ecological governance should be based on the practical conditions. In this way, we can prevent haphazard governance and achieve more with less. Therefore, we need to integrate science and technology with ecological governance so as to enhance our ability to transform nature and achieve coordinated development with nature. The innovation in and integration of energy and communication technology will play a decisive role in the process of economic transformation of the human race. At present, we are in a new era in which renewable energy and the information technology are being integrated. Vigorously