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环境服务 贸易自由化 对中国的影响

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序

服务业是经济的基本形态，而且是未来经济的主流形态。而环境服务业作为一种新型的服务类型正在环境保护领域发挥着越来越重要的作用。但遗憾的是，关于环境服务业的系统理论研究目前还非常欠缺，而关于环境服务贸易自由化的探讨则更少。

从实践的角度，随着世界经济贸易一体化进程不断加快，环境与贸易问题日益受到各国关注。在世界贸易组织（WTO）多哈回合谈判中，贸易与环境被作为一个新议题纳入谈判进程。作为 WTO 新成员，中国如何参与新议题谈判，如何应对贸易自由化的挑战都是摆在我们面前的一项重大研究课题。在国家环境保护总局 WTO 环境与贸易工作领导小组的具体指导下，国家环境保护总局环境与经济政策研究中心为 WTO 环境与贸易谈判提供了技术支持，对 WTO 新一轮谈判中有关环境与贸易的各个议题进行了密切跟踪和超前研究。具体涉及 WTO 多边贸易规则与多边环境协定的关系、消除环境货物和服务贸易的关税与非关税壁垒、环境措施对市场准入的影响、知识产权协议谈判中的贸易与环境问题、贸易与环境谈判中生态标签等问题。本书就是有关环境服务贸易领域的重要阶段性研究成果之一。

环境服务贸易自由化及其影响是我国参与经济全球化过程中面临的新问题，这个问题在我国加入 WTO 后变得更加明显和突出了。

我国环境问题很多，而环境服务产业又不够强。在贸易自由化的形势下，可能由于贸易自由化带来新的环境压力，也可能由于国家环境服务产业的自由出入而给我国比较幼小的环境服务产业带来冲击，当然也可能通过环境服务贸易自由化而给我们带来国际市场机会。随着人口的增加和经济的快速发展，我国的污水处理和垃圾处置等环境服务行业潜在需求很大，这些环境服务行业的开放可能会影响我国相关行业就业水平，也可能提高工作效率，节约成本；可能由此提高公众的身体健康，也可能影响消费者福利和社会公平。这些都是人们十分关注的话题。因此，本书所探讨的关于环境服务贸易自由化及其影响的研究具有十分重要的理论意义与现实的价值。

环境服务贸易自由化及其影响研究是一国际前沿性课题，国际可借鉴的经验有限，国内能使用的资料不足，研究难度很大。然而，我的同事李丽平克服了种种困难，取得了令人意想不到的重要研究成果。具体来讲，该研究取得了如下很有意义的结论：

第一，作者认为，环境服务贸易自由化有助于私人和外资参与环境服务行业，特别是城市环境基础设施的建设和运营等，但环境服务贸易自由化对社会、经济和环境也有一定的负面影响，尤其是对西部欠发达地区。这个结论是值得关注的。

第二，作者结合科研课题，进行了实地调研，这是很重要的成果，在这些文献和调研的基础上完成的分析，具有较强的说服力。

第三，作者首次系统引入并运用国际上先进的可持续性影响评价方法（SIA），这对我国相关领域的方法学研究具有重要借鉴意义，而且使环境服务贸易自由化影响研究更具科学性。

本书也具有很重要的现实政策指导意义。本书的部分研究成果已经在相关谈判和政策制定中切实发挥了技术支持作用，许多观点和建议直接被运用到目前的 WTO 环境服务贸易谈判、中国—东盟和中国—海合会等区域自贸区环境服务贸易谈判以及中国—澳大利亚、中国—新西兰、中国—智利等双边自贸区环境服务贸易谈判中。

我衷心地祝贺我的同事李丽平所著的《环境服务贸易自由化对中国的影响》一书的出版。也希望她能够更上一层楼，在环境服务贸易自由化的理论与实践两方面取得更大的成就。



国家环境保护总局 WTO 环境与贸易谈判技术支持专家组 组长

国家环境保护总局环境与经济政策研究中心学术委员会 主任

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前 言

随着人口急剧增加，全球环境状况持续恶化，世界经济贸易一体化进程不断加快，服务业快速发展，环境服务贸易自由化及其影响问题日益受到关注。国际层面，有关环境服务贸易自由化的谈判日渐升温，同时，贸易政策评估理论研究正被理论界所关注。国内层面，一方面，环境问题依然严峻，环境服务潜在需求巨大；另一方面，环境保护发展中的投入“瓶颈”问题依然存在，环境服务供给乏力现象突出。因此，如何开放我国的环境服务市场、环境服务贸易自由化到底对我国有什么影响以及如何规避消极影响是我们亟待研究的重要课题。

基于以上背景，本书主要目的是对环境服务贸易自由化对中国的可持续性影响进行尝试性研究，并提出应对对策。从理论上探讨环境服务贸易自由化国别可持续性影响研究的框架；从实践上结合环境管理工作，为我国有关部门制定相关的环境、经济、贸易政策提供决策意见和参考。

为实现这样的研究目的，本书从环境服务贸易自由化对中国的可持续性影响这一核心出发，研究了环境服务分类状况、环境服务贸易自由化发展趋势、壁垒，并分析了我国的政策和制度因素。在此基础上，本书运用可持续性影响评价（SIA）方法，结合作者实地调研取得的第一手数据资料，从经济、社会、环境和过程四方面共 11 个核心指标分析了环境服务贸易自由化对中国的影响。最后，本书从环境服务贸易自由化谈判、国内应对可持续性影响的政策创

新和制度创新等方面提出了具体对策。

本书认为：中国目前的环境服务业及环境服务贸易都不具有比较优势，但环境服务贸易自由化承诺水平相对较高。在这样的现实情况下，不论对中国东部发达地区还是西部欠发达地区，环境服务贸易自由化都是一把“双刃剑”，对其社会、经济和环境既有积极影响也有消极影响。但西部欠发达地区所受消极影响更甚。影响程度与投资环境、规制环境等密切相关。环境服务贸易自由化有助于私人 and 外资参与环境服务行业，特别是城市环境基础设施的建设和运营等，可以提高效率、节约成本，减少政府财政负担和压力，改善环境质量和有益于人体健康。而同时，私人或国外资本的介入必定需要有一定利润回报，这将可能导致消费者福利受到一定影响，局部就业率下降，公平性问题不能得到改善甚至更加恶化。

为最大限度地避免消极影响，建议：在环境服务贸易谈判中慎重选择环境服务清单，贸易减让模式方面强调我国具有比较优势的自然人流动服务提供模式，采用服务与投资、货物贸易、知识产权“一揽子”谈判方式，在游戏规则制定中掌握主动，有效维护我国利益。同时，国内应相应制定综合的环境服务贸易自由化政策和环境服务贸易技术标准战略。另外，政府、协会、企业和公众在环境服务贸易自由化新形势下应找准各自定位：政府仍然要发挥主体作用、协会应是独立的中介组织、企业应进行自我创新、公众要充分发挥监督作用。

本书共包括 6 个部分，内容和结构的安排如下：

第一部分引言，简要介绍研究背景、目的和意义、研究方法、技术路线以及研究内容等。

第二部分重点分析环境服务分类及其市场。由于环境服务分类是研究环境服务贸易自由化影响的基础和前提，而目前国际上还没

有环境服务的统一定义和分类，因此，本书首先将中国的环境服务分类与国际上几种重要的环境服务分类进行了详细的比较分析，并指出，中国现有环境服务分类与国际分类有较大差异。此外，本部分还对全球环境服务市场构成特征以及中国环境服务市场构成进行了深入分析。

第三部分重点阐述了环境服务贸易自由化理论，并分析了全球环境服务贸易自由化发展趋势、壁垒，以及我国环境服务贸易自由化状况和政策因素。

第四部分重点介绍了欧盟为评价贸易自由化影响专门研究的可持续性影响评价（SIA）方法以及可持续性影响评价方法在环境服务贸易自由化影响分析中的一般应用。

第五部分以环境服务市场发展及环境服务贸易自由化状况为基础和背景，遵循 SIA 的技术路线，分基线情景和贸易自由化情景，对东部发达地区和西部欠发达地区不同案例深入实地调研，取得第一手数据资料，利用专家评定、案例研究等方法从经济、社会、环境和过程四方面共 11 个核心指标分析了环境服务贸易自由化对中国的影响。这也是本书的核心所在。

第六部分主要就环境服务贸易自由化对中国的影响提出具体对策建议。包括环境服务谈判对策、国内应对不利影响的政策创新及制度创新。

本书采用定性与定量相结合的研究方法，包括采用统计数据和经济分析相结合的方法，以及采用比较分析、案例研究、专家评定、情景分析、政策矩阵等相结合的方法；另外，还采用专门进行贸易政策评估的可持续性影响评价方法论。

本书具有以下创新点：

首先，从研究思路，运用了多种学科理论综合分析的思路，

具体利用服务贸易理论、环境科学、环境经济学和制度经济学等多学科理论综合分析了我国环境服务市场的特征及环境服务贸易自由化的政策机制。

其次，从研究方法上，利用国际上专门进行贸易政策影响评价的可持续性影响评价方法在国别层次上对环境服务贸易自由化的影响进行了分析研究。这样的影响评价不但在理论上有一定创新，而且对我国目前参与 WTO 环境与贸易谈判及未来更多的双边和区域自贸区谈判具有重要意义。

最后，研究结论中提出环境服务贸易自由化对中国的影响与规制条件密切相关。这就为应对环境服务贸易自由化的不利影响找到了比较新的思路。顺着这一思路，结合制度经济学的理论，提出了具体的政策创新和制度创新应对措施。

事实上，由于环境服务分类范围不确定以及统计数据缺乏，环境服务贸易自由化的影响分析是一个非常复杂的系统工程，本书只是在其中做了一些初步工作。为切实满足环境服务贸易谈判及其他决策服务需要，未来亟须开展以下工作：一是对不同环境服务清单展开深入的利益分析，包括环境利益、经济利益、贸易利益、外交利益等，确定适合我国国情及符合我国国家利益的环境服务分类。二是在未来环境服务贸易可统计的范围内，进行可持续性影响评价时，加入更多的定量分析工具，以使结果更直观。

环境服务贸易是一个新领域，本书的研究还只是一个初步的探索，而且限于时间和笔者的学术水平，书中难免存在不足之处，恳请广大读者批评指正。

李丽平

2007 年 1 月

Impacts of Trade Liberalization in Environmental Services on China

by Li Liping

Along with the rapid growth of population, natural environment on the earth has been deteriorating. The globalization of world economy and trade is being continuously accelerated; services industry has seen fast development. Based on those above, trade liberalization in environmental services and its impacts are closely concerned. At international level, negotiation on trade liberalization in environmental services is becoming a hot corner. At the same time, assessments on trade policies are regarded a hot topic by the theory field. At domestic level, on the one hand, environmental problems remain serious and the potential demand for environmental services is huge, on the other hand, the bottleneck problems during investment in environmental protection still exist, and the insufficient supply problem is prominent. Therefore, the way to open the environmental services market in China, the impacts of trade liberalization in environmental services on China, and the measures to avoid negative impacts will be the important issues for immediate research.

Upon this background, the major objectives of this book are to conduct tentative research on the durative impacts of trade liberalization in environmental services on China, and to provide countermeasures. The framework of research on durative impacts of trade liberalization in environmental services on a specific nation will be discussed from a theoretical perspective, and suggestions will be provided in combination

with environmental management practice from a practical perspective for relevant decision-making in the field of environment, economy and trade.

In order to achieve the research objectives, this book analyses the classification of environmental services and its market, the trend of and barrier to the trade liberalization in environmental services, and the policy and institution factors in China. The analysis serves for the core of impacts of trade liberalization in environmental services on China. In addition, on the basis of Sustainability Impact Assessment (SIA) applied and first-hand data and material from field survey, the book studies the impacts of trade liberalization in environmental services on China by using 11 core indicators from economic, social, environmental and process aspects. Finally, it puts forward suggestions against the impacts of trade liberalization in environmental services on China, including suggestions for negotiations on environmental services, and policy innovation and regulatory innovation to tackle sustainable impacts.

Through analysis, it is found that China has not comparative competition both in environmental services and trade in environmental services, but the market is opened at high level. And trade liberalization in environmental services is a double-edge sword both for Eastern China developed regions and Western China less developed regions, which means there are positive and negative impacts on their society, economy and environment. However, there are more negative impacts on western less developed regions than eastern developed regions. The extent of the impacts is closely related with investment and regulatory circumstance. The trade liberalization in environmental services may help to promote private and foreign investment in environmental service industry, especially the construction and operation of urban

environmental infrastructure. Also it contributes to improving efficiency, saving costs, reducing the government's financial burden and pressures, as well as improving environmental quality and health. At the same time, however, since private or foreign capitals must make a certain profit, it may have negative impacts on consumer's welfare, employment and equity problems.

In order to avoid negative impacts to a large extent, it has been suggested in the negotiation on trade in environmental services to select a classification system for environmental services carefully, emphasis on the movements of natural persons, which is comparative competition in China, and take single undertaking mode to negotiate, which means to look investment, trade in goods, knowledge property as a whole. Thus, China can take initiatives in making rules of game and safeguarding national interests effectively. Secondly, China should regulate integrated policy on trade liberalization in environmental services and make strategy of technical standards of trade in environmental services. Thirdly, government, associations, enterprises, and the public should fix position accurately in the case of trade liberalization in environmental services: the government will still be the main body, associations should be independent intermediary, enterprises should do innovation themselves, and the public should play the role of supervision.

There are 6 chapters in this book. The main contents and structures are as the following:

The first chapter is a brief introduction to the background, objectives, implications, methodology, and main elements of this research.

The second chapter is an analysis of the classification of environmental services and its market. The classification of environmental services is a basis and precondition for the research on the impacts of trade liberalization in environmental services, but there still does not exist a uniform definition and classification system for environmental services at the international level. Therefore, this book will compare and analyze in detail the classification of environment services in China and several important classification methods at the international level. Big differences are found between the classification in China and at the international level. In addition, the structure of global environmental service market and that of the environmental service market in China are also analyzed in detail.

Chapter 3 elaborates on the theory of the trade liberalization in environmental services, analyzes the trend and barrier to the liberalization of global trade in environmental services, and the situation and policy issues regarding trade liberalization in environmental services in China.

Chapter 4 gives an introduction to the Sustainable Impacts Assessment(SIA) applied by EU to assess the impacts of trade liberalization, and the general application of SIA in the assessment of impacts of trade liberalization in environmental services.

Chapter 5, on the basis of the development of environment service market and the status of trade liberalization in environmental services, applies the methodology of SIA to conduct field survey on various cases in eastern developed regions and western less-developed regions. Based on these first-hand data and material, the impacts of trade liberalization in environmental services on China was analyzed by 11 core indexes

through expert review and case study from economic, social, environmental and process perspectives, as is also the core of this book.

Chapter 6 puts forward suggestions against the impacts of trade liberalization in environmental services on China, including suggestions for negotiations on environmental services, policy innovation and regulatory innovation to tackle negative impacts.

Qualitative and quantitative research methods are applied in this research. Statistical data and economic analysis method are combined. Comparative analysis, case study, expert assessment, questionnaire survey, scenario analysis, and policy matrix are also combined. Furthermore, the up-to-date SIA method, which is used to assess trade policies, is applied.

This book includes the following innovations:

First, from the perspective of research train of thought, this book conducts comprehensive analysis of the characteristics of environmental services market in China and the policy system for trade liberalization in environmental services through the application of multidisciplinary theories such as theory on services trade, environmental science, environmental economics and regulatory economics.

Second, the up-to-date SIA was applied to analyze the impacts of trade liberalization in environmental services at national level. This kind of impact assessment is not only a certain innovation in theory, but also very meaningful for China's current negotiations on environment and trade and more future bilateral and regional negotiations free-trade area.

Third, in the conclusion, this book argues that the impact of trade liberalization in environmental services on China is closely related with regulatory conditions, and thus finds a new way to respond to the negative impacts of trade liberalization in environmental services. Following this way and in combination with regulatory economy, concrete countermeasures are put forward for policy and regulatory innovation.

In fact, due to uncertainties in the classification of environmental services and lack of statistics, the analysis of the impacts of trade liberalization in environmental services is very complicated systematic work, and this book only represents the preliminary effort. The following urgent work to be done in the future to meet the demand of negotiations on trade in environmental services: One is to carry out profound benefit analysis on different lists of environmental services, including environmental, economic, trade and diplomatic benefits, etc, thus to formulate a classification of environmental services in accordance with the actual situation and national interests of China. The other is to apply more quantitative analysis instruments for future sustainable impact assessment on the basis of available data on trade in environmental services, and thus to generate more concrete results.

As we all know, trade in environmental services is a new field, and the research of this book is very preliminary. I sincerely hope to get more information and suggestions from you.

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