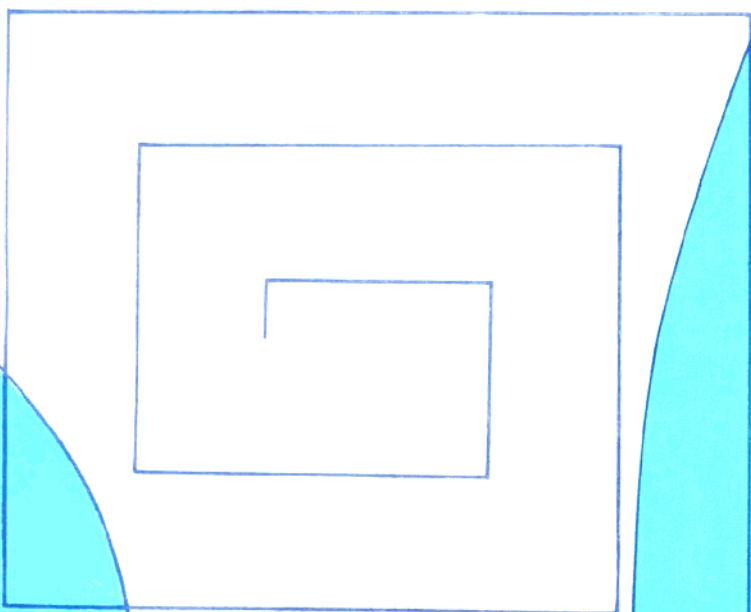


中国的环境管理

ENVIRONMENTAL MANAGEMENT IN CHINA

曲格平 著

By Qu Geping



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本书作者曲格平同志自 1972 年出席斯德哥尔摩人类环境会议以来,一直从事我国环境保护的管理工作。长期以来,作者为认识和解决中国的环境问题进行了不懈的探索和研究,为制定具有中国特色的环境管理政策和中国的环境保护事业做出了贡献,得到了国家的赞誉,并荣获了“联合国环境规划署金质奖章”。

本书是从作者自 1984 年以来撰写的许多文章中选录一部分汇编而成。全书按内容分为环境管理思想、回顾与总结、专项对策 3 篇,共收入文章 45 篇。总结了我国环境保护工作的重要经验,指出了存在的具体问题,提出了一系列具有独创性的、适合我国国情的环境保护理论、方针、政策和解决中国环境问题的有效途径。

本书对我国的环境保护工作有重要的指导作用,对从事环境保护的管理人员和科技工作者有重要的阅读参考价值。

作者的话

1984年出版的《中国环境问题及对策》接连印了三版，受到如此欢迎是不曾料到的。现在，出版社编辑、出版从1984年以来的文选《中国的环境管理》就很自然了。

确实，从1984年以来，中国的环境保护事业进入了一个新的发展时期。在国民经济成倍增长的形势下，环境污染并没有相应恶化，环境质量大体维持在1982年前后的水平上，避免了人们担心的环境污染也翻番的局面。在目前国家拿不出很多钱用于环境污染治理的情况下，取得这样的成绩是很不容易的。

那么，靠了什么呢？主要靠加强环境管理，通过环境管理努力控制环境质量的急剧恶化。所谓加强环境管理，一是制定国家的和地方的控制环境污染、改善环境质量的法规，做到有法可依；二是建立健全各级环境管理机构，不断提高管理人员的素质，按照政策、法规和规划的要求进行监督管理；三是广泛开展环境保护的宣传教育，提高全民族的环境意识，把环境保护变成一项全民的事业。除此之外，还有对环境投入的增加。1989年与1982年相比，用于防治环境污染的投资增长一倍多，没有这种物质上的保证，控制环境质量急剧恶化的趋势也是不可能的。当然，这也是加强环境管理的结果。

可以看出，在这个期间全国的环境管理思想开始成熟起来。主要表现在把加强环境管理作为工作的中心环节，并且制定了相应的政策和措施。特别是1989年5月召开的第三次全国环境保护会议提出的五项制度和措施，使强化环境管理从形式到内容更加具

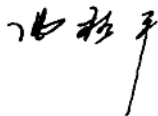
体、切实和丰富了。可以预料，随着五项制度和措施的实施，必将推动我国环境保护事业进一步的发展。

总之，我们在认识中国国情，探索中国式的环境保护道路方面迈出了可喜的一步。

由于工作上的原因，我有机会参与了这个时期工作方针、政策的制定和工作的部署与检查。这本书所选录的文章就反映了这种参与的一些侧面。要说这本书有什么特色的话，我想有两点：一是所有的议论和观点都是围绕着环境管理思想展开的，重心比较突出；二是所有的经验和结论都是从实践中得出的，内容比较实在。毋庸讳言，既是论文选编，就缺乏应有的系统性和完整性，有不少重复，有些数据前后不一致，为了保持原貌，都未加矫正。

我要感谢我的同事们，在长年的工作中，为了调查实际进展情况，及时总结实践中的创造，他们不辞辛苦，跑遍了祖国的山山水水。我从他们那里了解了许多情况，汲取到了宝贵的知识。文选中有些工作部署性的意见和总结也是有很多人参与了讨论、修改或起草。这本书也包涵了集体的劳动和智慧。

我还要感谢中国环境科学出版社的同志们，由于他们的敦促和辛勤搜集整理，才使这本书得以问世。



于1989年9月

ENVIRONMENTAL MANAGEMENT IN CHINA

Introduction

The six years from 1984 to 1989 are a period when China's environmental protection cause has developed most rapidly with most obvious achievements and most mature ideas. Taking on a new look, the environmental protection work throughout the country has been developing continuously in depth.

As one of the chief leaders in China's environmental protection departments, the author has organized and participated in the making of the national environmental protection policies and guidelines as well as the arrangements and inspection of the work. In the book, the author, on the basis of his own experiences, made a systematic analysis and description about the evolution and development of China's theories in environmental management, process of development of the environmental protection cause in China and achievements and problems in environmental protection work. He made a summary in terms of theory and policy and disclosed to readers the main contents, situation and essential ideas of environmental management in China. This book is the result of theory combining with practice in China's environmental management and is a reflection of the hard-working spirit of the author and all the environmental protection workers in China.

The book describes the following policies and ideas;

1. Theory and practice in the simultaneous development of environmental protection and economic construction.

How to understand the relationship between man and the environment is the key to what attitude and what action for man to take. From this angle, the book describes the relationship between man and environment, which are a unity of opposites. The harmony between man and the nature is an important guarantee for economic and social development. The protection of the environment is the basis for sustainable, stable and healthy development of the national economy. To protect the environment is to protect the material base on which man depends for existence and development. Practice has shown that to solve China's environmental problems, it is necessary to change traditional values and patterns of development and embark on the road of simultaneous development of environmental protection and economic construction. The book illustrates the measures and effects of the simultaneous development.

China's policy of development is that economic construction, urban and rural construction and environmental construction should be planned, conducted and developed simultaneously so as to achieve economic benefits, social benefits and environmental benefits at the same time. This is a correct guideline in handling the relationship between economic development and environmental protection. Based on this guideline we have formulated a system of environmental policies with "prevention first", "whoever causes pollution should be responsible for its elimination" and "strengthening environmental management" as the main body. By following these policies, the environmental protection has

been switched from passive control and abatement to the orbit of prevention first, combining prevention with control and abatement, and comprehensive control. This is an indication of gradual mature of China's ideas on environmental management.

2. The policy "whoever causes pollution should be responsible for its elimination" clarifies the responsibility for environmental pollution and opens up a financial source for environmental pollution control.

This policy stipulates that all the units that cause damage to the social and natural environment must bear the responsibility for its elimination as well as the cost. First, measures to prevent environmental pollution and damage at the same time when the siting, designing and construction of new projects are being carried out. Such projects can be put into operation only when they have passed the checking-up made by environmental protection departments; Second, in combination with technical renovation, pollution by adopting advanced processes and technologies, raising utilization rate of resources and energy and making comprehensive utilization of industrial waste; Third, deadlines are set for pollution control of the industrial and mining enterprises that are causing serious pollution; Fourth, the discharge fee system is adopted, that is the discharge of waste water and other wastes is charged according to the amount of wastes that do not comply with standards. This can not only restrict the discharge of pollutants by industries, but also secure funds for pollution control. This is an effective economic policy.

3. To strengthen environmental management and to open up a road of environmental protection with characteristics of China.

China has decided to take the strengthening of environmental management as the center of environmental protection work. This is deter-

mined by the conditions in China. On the one hand, China's level of economic development is not high, and it can not afford to spend much money on environmental protection; On the other hand, many existing environmental problems have been brought about by the improper management. Therefore, if we do a better job in our management, we can achieve greater results with less investment. Practice has proved that this is a positive policy in China's environmental protection. To strengthen environmental management mainly includes: (1) To work out necessary environmental laws, regulations and policies so as to provide people with rules of behaviour; (2) To continuously improve environmental management systems which have different functions but cooperate with each other under unified leadership; (3) To establish from the central government to the local level forceful environmental management departments to conduct management and supervision according to laws, regulations and policies; (4) To carry out education and publicity work so as to raise environmental awareness of the whole nation and to make environmental protection become a cause of all the people.

It is necessary to have a series of systems and measures to ensure the accomplishment of the strengthening of environmental management. Practice proves that following systems and measures are effective; the system of environmental impact assessment; discharge fee system; the system that environmental protection measures should be taken at the same time when new projects are constructed; system of governments at various levels holding responsibility for the attainment of environmental objectives; system of quantitative check-up on municipal comprehensive environmental pollution control; discharge permit system; policy of setting deadlines for pollution control, and measures of

centralized control of pollution.

4. To distinguish between environmental management and environmental construction and accomplish functional shift of environmental management departments.

For a long period of time, the questions of what should environmental protection departments manage and how they manage were not solved. The confusion in the concepts of environmental management and environmental construction has to a certain extent affected the smooth progress of environmental protection. It is very important for the clarification of functions of environmental management departments to distinguish between the two concepts. Environmental construction and environmental management are two different concepts. Environmental construction refers to all the economic construction activities that will have favourable impact on the environment. It is carried out in all sectors of the national economy and done by various industries and departments; The main task of environmental management departments at various levels is to conduct supervision according to the laws, regulations, policies and plans of the country. Such supervision should go through the whole process of economic and social activities. Environmental management and environmental construction belong to two different categories. The two are different, but related to each other. To distinguish between the two concepts lays the basis for the functional shift of environmental management departments. This is a big progress in our philosophy of management. The questions of what to manage and how to manage can be solved through classifying functions and analysing positions of environmental management departments to disclose the relationship between "the management of things" and "use of

people", and through various policies and systems in environmental management.

5. To analyse global environmental problems and recommend response strategies.

There have been two upsurges in human environmental problems. The first upsurge is in early 1970's. It is marked by the Stockholm Conference on Human Environment which aroused the attention of the world to environmental problems. The second upsurge started in early 1980's. Since then, people have been concerned about large-scale ecological and environmental problems and pollution hazards such as the ozone layer depletion, green-house effect and acid rain.

China is very much concerned about global environmental problems. In terms of a wide area and a big population, China would be most affected by these global environmental problems. To eliminate the threat to the mankind posed by these problems, a great change is needed in man's ideology, ways of economic development and science and technology. This is an opportunity for change and progress. China is ready to face this challenge together with all the countries in the world. To do a good job in environmental protection in China is a contribution to the environmental protection of the world.

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