

CHINA ENVIRONMENT
AND
DEVELOPMENT REVIEW

中国环境与发展评论

第二卷

中国社会科学院环境与发展研究中心

社会科学文献出版社

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序 言

两年前，由中国社会科学院环境与发展研究中心推出的《中国环境与发展评论》第一卷把环境与经济发展政策作为主要评论对象。当时那样做是基于这样一个判断：即，尽管中国对环境问题相当重视，而且越来越重视，但中国环境资源总体状况仍趋于恶化。其重要原因之一是中国存在着政策失灵或干预失灵。中国的环境政策和经济发展政策在解决环境问题上不够有效。一方面政策本身存在着不完善、特别是存在不切合实际和缺乏可操作性等问题；另一方面，在其相互之间存在着不少不一致和不协调之处。这些在实践中已得到充分暴露的矛盾正呼唤着一个能够使中国生态、环境、资源与经济协调发展的一体化的、有效的政策体系的诞生。为此，我们深切地感到，有必要对中国已有的环境政策和经济政策进行一番梳理和评论。

今天，呈现在读者面前的《中国环境与发展评论》第二卷，则主要围绕环境和可持续发展涉及的深层次的制度因素、理念及价值取向展开。毫无疑问，这是我们的研究和认识进一步深化的结果。

尽管人类已经认识到，“造成全球环境不断恶化的重要原因，是不可持续的生产方式和消费方式，特别是发达国家的这种生产方式和消费方式”，但是，众多发展中国家仍然竞相把发达国家的生产方式和消费方式作为自己的示范模式，其中也包括中国在内。尽管可持续发展的目标已为全世界各国所确认，并且也取得了程度不同的进展，但到目前为止，尚没有迹象表明在不远的将来有可能在转变消费方式与生产方式上取得突破性或是根本性的进展。可以预料，可持续发展的真正实现将是一个漫长的过程。这是因为要改变造成人类可持续发展的消费方式和生产方式都涉及根本的经济制度问题。消费方式和生产方式是制度的投

影。引发环境问题的不可持续的消费方式和生产方式都是和市场经济制度的失灵联系在一起的。市场经济是当前主导全球的经济制度。无论是资本主义还是社会主义的市场经济,在现有的制度框架内,都难以从根本上解决人类在发展过程中面临的长远利益和眼前利益的矛盾,全局利益和局部利益的矛盾,以及相互之间利益冲突的矛盾。这种制度上的缺陷是人类出现环境等可持续发展问题的根本原因,同样也是人类在可持续发展道路上步履艰难缘由。

中国正处于工业化阶段中期,同时又处于计划经济向市场经济体制转换的过程中。面对人口、资源、环境的巨大压力,使发生在中国的体制转换符合可持续发展原则,应成为对中国正在进行的政治体制与经济体制改革的一个基本要求。这是一个既具有 21 世纪的时代精神又植根于中国国情的制度目标,同时也是建设中国特色社会主义市场经济的一个迄今还没有被人们充分认识到的一个特别重要的侧面。

建设中国特色社会主义市场经济是我们改革的目标。一个符合可持续发展的市场经济,应当是一个能够将个人的和局部的经济利益与整个社会的利益协调起来,能够将人们短期利益与长期利益结合起来的经济制度。市场经济能够调动人们追求自身利益的动力,但是仅仅靠经济利益驱动不会自动地导向一个符合生态经济规律的经济结构。如何将可持续的发展观反映到中国社会与经济的制度框架中去、并使之充分体现于中国正在建设中的法律系统,是使中国社会主义市场经济有别于资本主义市场经济的重要一环。要做到这一点,需要坚持理论与实践上的创新,更需要决策者的勇气与远见卓识。

目前,中国生态环境资源保护所遇到的问题,直接原因来自缺乏约束的利益驱动,来自制度上的缺陷和管理体制上的弊端。但从深层次上看,则是理念问题、价值取向问题。要解决中国生态环境资源管理上存在的很多难以协调的意见分歧和争论,以及改变立法滞后和监管不力的状况,必须在发展观上和一些根本性的指导思想上取得共识。可持续发展观体现的是人类整体意识。它强调代内及代际公平、关注后人利益,主张利他主义而非利己主义,反映了一种崇高的精神境界。显然,可持

续发展原则与社会主义意识形态相一致。坚持可持续发展观应该是我们共产党人合乎逻辑的准则与行动。坚持可持续的发展观，必须反对当前严重存在的经济主义、消费主义，必须与追求利润至上、增长至上、GDP至上、眼前利益至上的传统发展观决裂。传统发展模式正给中国的发展造成巨大的负面影响。我们忧虑地看到，片面追求经济增长和短期政绩、盲目崇拜市场力量和金钱力量的倾向正在祖国大地蔓延，中国生态、资源、环境正在为此而受到重创。

在本书进入统稿的最后阶段，党的十六届三中全会通过的《中共中央关于完善社会主义市场经济体制若干问题的决定》发表了。《决定》突出强调了协调发展的思想，并在多处指出：完善社会主义市场经济体制要“按照统筹城乡发展、统筹区域发展、统筹经济社会发展、统筹人与自然和谐发展、统筹国内发展和对外开放的要求”，“建立促进经济社会可持续发展的机制”，要“坚持以人为本，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”，“实现经济增长与人口资源环境相协调”。要“完善社会领域和可持续发展等方面的法律法规，促进经济发展和社会全面进步”。如此强调协调发展，这在我党的文件中尚属首次。《决定》对完善社会主义市场经济体制所提出的这些要求，突出强调了要把可持续发展原则纳入到中国社会经济制度的框架中去，这就进一步划清了中国正在建设的社会主义市场经济与资本主义市场经济的界限，划清了中国要走的新型工业化道路与传统发展模式的界限，反映了我们党在领导中国人民建设祖国的实践中正在不断走向成熟。

值得欣慰的是，《决定》中的这些思想在本书中都得到了相当充分的体现。本书在延续了2001年第一卷中对中国环境总体态势进行评价之后，围绕制度问题探讨了环境资源的价值、国民经济核算体系、法律、社会监督等重点领域的问题，并较集中地探讨了与“三农”有关的生态环境资源问题（涉及森林、湿地、草原等生态资源以及水资源）和公共资源的管理体制问题。

生态、环境、资源与可持续发展是近几十年社会科学研究进展较快

的领域之一，但相对于问题的复杂性和实践提出的要求，无论在理论上还是在实践上，已有研究的力度和深度都远远不够。在这样的大背景下，本书的大多报告仍属探索性的，其中定有不少不够成熟和不够妥当之处。衷心希望由这些报告能引起更多的关注并引发更多的讨论和争论，以推动可持续发展的研究和实践在中国有一个更大的发展。

中国社会科学院环境与发展研究中心主任、研究员

郑玉歆

前 言

时隔两年,《中国环境与发展评论》第二卷终于完成。该卷在策划过程中,力图保持《中国环境与发展评论》的主要研究宗旨,同时希望能够反映近两年来环境与发展最新进展,特别是中国在环境与发展理念和制度上的进展。2002年8月在南非约翰内斯堡召开的世界首脑会议把更多的目光投向社会的贫困人口和公共政策的改善。如果说在《中国环境与发展评论》第一卷中我们以较多的篇幅来讨论中国与环境相关的政策,那么在本卷中我们则更多地关心有关的理念,其重点是和农业、农村、农民有关的环境、发展政策和公共资源管理的制度问题。

感谢全书的36位作者,他们都是长期从事环境与发展相关领域研究和管理的专家和学者。为了更好地体现该书的重点和宗旨,许多作者不厌其烦地对自己的作品进行完善和修改,有的作者修改达七八次之多,这有助于带给读者更多的信息和思想探索前沿的成果。有的作者虽然是第一次参与评论,但他们长期从事的工作使他们能够准确判断在该领域存在的问题。

公共利益和公共资源是我们长期关注的问题。在市场化进程快速推进而法律尚不完善的今天,一些强势经济利益集团获取的超额利益往往以弱势社会群体的利益和生态环境的破坏为代价,这是改革开放以来一直存在的矛盾。为此,关注弱势方的声音特别必要。按照原有的计划,本书的编写过程同时也是一个不同领域学者交流的过程,这一目标部分地达到了,并在一定程度上体现在本书的内容中。本卷作者范围已由第一卷的生态环境与经济领域的专家扩大到哲学、法学等领域的专家和学者型官员。这种交流的结果使本卷评论的内容和视角更为广泛和开阔。

在此书写作过程当中,汪同三、郭书田、栾胜基、李周、王毅、徐

天祥、蔡微等同志也给予我们热情的鼓励和支持，特此表示感谢。

《中国环境与发展评论》第二卷由郑易生负责组织，郑易生、钱蕙红统稿，沈可挺和詹姆斯·拉尼根（James Lanigan）对总论的内容进行了英文翻译。感谢周丽、吕小玲、龙嗣明和武卫国女士，本书的出版有赖于她们耐心细致的工作。

《中国环境与发展评论》第二卷的出版先后得到了中国社会科学院 B 类重大课题和福特基金会的资助，在此表示真诚的感谢。没有他们的支持，此书不可能得以顺利出版。

郑易生

2003 年 12 月

Introduction

China Environment and Development Review is an academic and systematic policy review, objective and independent studies, and comments vis-à-vis the increasingly serious environmental problems in China's economic development.

The initial work in this direction is the first volume of *China Environment and Development Review* published in February of 2001. It showed that a systematic review of public policies by academic institutes is both necessary and possible. This second volume presents the latest progress and the key problems in China's sustainable development.

In September, 2002, the United Nations' World Summit on Sustainable Development was held in Johannesburg, South Africa. Delegates from 192 countries, including 104 heads of state, attended the conference to discuss development plans of the world.

We are now in such a rapidly changing world that the gap between the North and South has been widening and the degradation of global environment has not yet been reversed. Against such a background, the World Summit took place. Governments of countries around the world reconfirmed the Rio Principles and reiterated their commitment to implement Agenda 21.

Though the Summit deepened understanding of sustainable development, people realized that there could be no sustainable development without equity and equality in economic development. However, the Summit did not change the old global pattern, and so far we still play the "non-cooperative game" in the world by placing ourselves before "our common future". Since the rule of the game still works, i. e., the one who consumes the most, possesses the most, or controls the most of natural resources, would undoubtedly take up absolute advantages. Often the

people who have most need of the global common interest are not the decision-makers of economic or political policies.

Although the main developed countries claim "we intend to make globalization good for all the people, especially for the poor", their actions and consequences appear to be contrary. Some developing countries have fallen into the trap of eco-environmental deterioration and pauperization, or have become the losers in the marginalization of international environment obligations. Many people are concerned that economic globalization will ultimately lead to environmental colonization.

In a world where people depend upon each other, no single country or civilization can have sustainable development by itself unless humanity as a whole can be liberated from poverty, inequity, and the effects of underdevelopment.

For sustainable development, what the Johannesburg Summit, held at the dawn of the 21st century, gave us is desire but not determination, hope but not confidence. In a word, the Summit left large gaps.

In such a background, the whole world is attentive to China's impacts on the global sustainable development, since one fourth of the world's population is now experiencing rapid sustaining economic growth. Today, pressures from population growth, environmental degradation, resource consumption, and social deterioration are rising substantially in China. In view of sustainable development, China has already started on a straight path toward a better life.

In the world, both the people who treat development of China as the largest menace to global eco-environment and see themselves as victims, and those who expect the growth of Chinese economy to be a great opportunity for sustainable development, are all concerned with the pattern of China's economic growth.

China is not lucky, after she has conquered numerous calamities and prepared to enter into an era of great development, she finds that the fundamentals are weak. In the new environmental era the conditions that the developed countries enjoyed during their process of industrialization are not present for China.

Today, some people like to calculate that if each Chinese person increase his consumption, how much the global resource stock would

decrease. They rarely make the calculation the other way round: if each one in the developed countries, such as U.S.A., reduced waste of resources, how much environmental pressure on the earth would be relaxed.

People should remember that China feeds 22 % of the world's population with just 9 % of the world's arable land, 6 % of the world's water resource, and 4 % of the world's forest resource! Shouldn't it be of interest to humanity as a whole that the Chinese people, one fourth of the world's population, reach well-being?

The right to development is one thing, and the other is that the present development pattern definitely has weakness. Compared to the easy criticism of others' inequity and falseness, it is more difficult to recognize our own defects.

Since entering into the new century, China has felt more and more pressure from the conflict between economic growth and deterioration of natural resources and the environment. Such pressure made most of China's economic and environmental decisions seem self-contradictory. To some nationalities, the dilemma means despair. To others, however, it means opportunity for creativity and reform. What should it mean to China?

The 1st volume of China Environment and Development Review aimed to point out existing problems, especially the sector-oriented pattern in economic and environmental policies. The emphasis of this present volume is on the fundamentals of policy and institution. It revolves around six major themes. The first introduces the present situation of China's environment and development. The second puts forward the prerequisites of China's sustainable development. The third discusses relationships among China's environment, agricultural and rural sustainability. The fourth evaluates important issues of China's eco-environment management system and policies. The fifth theme deals with public resources, public management, and public participation. The sixth part contains several monographic studies of China's environment and development.

Part I Summa

1 *From Breakthrough to Harmony-On the Environment and Development in China* by Zheng Yisheng (CASS). In this chapter some fundamental ideas are reviewed; China's environment and development, the purpose of

development, the relationship between the interest of weak groups (farmers) and China's ecological system, and the mission of governments.

2 *Situation of China's Environment and Development* by Zhao Jingxing (CASS^①), Huang Ping (CASS), Yang Chaofei (SEPA^②), and Guo Xiaomin (SEPA). This chapter is composed of four relatively independent parts. The four authors, who are all famous experts, discuss the present situation of China's economic and social development, ecological system, and environmental pollution.

Part II The Prerequisite of Sustainable Development

3 *The Economic Cost of Environmental Pollution and Ecological Deterioration* by Guo Xiaomin (SEPA). If the policy-makers have no consideration of the cost of eco-environmental deteriorations there will be tragedies in the eco-environment system. Consequently, all of these tragedies could become insurmountable obstacles to China's sustainable development. The author points out that the capacity of measuring the cost of environmental pollution and ecological deterioration reflects the extent of understanding of the sustainable development of a nation. In the past 20 years, research on the economic measurement of China's environmental pollution and ecological deterioration developed handicaps due to methods and information. The cost of China's environmental pollution is tremendous according to an even incomplete estimation, about 7% ~ 20% of its GDP. The policy-makers often pay no attention to the eco-environmental cost accompanying economic returns. They either doubt the scientific measurement of environment value, or disavow the validity of the measurement. The author expects that the *Act on Evaluation of Environmental Effects* may end this embarrassing phase.

4 *GDP and Green GDP* by Cao Keyu (from Department of National Account, National Bureau of Statistics). The author insists that sustainable development is essentially a process of creating, accumulating, and administering wealth. Therefore, our attention should turn from GDP to our country's wealth. The view of GDP as the first is a prominent concept

① Chinese Academy of Social Sciences.

② State Environmental Protection Administration.

in the development of China. The single incentive mechanism of GDP encourages the preference of quantitative economic growth, conceals the decreasing efficiency of capital assets, and neglects external diseconomy of resource consumption and environmental deterioration. It is harmful to China's sustainable development. The author claims that the new criterion of green GDP could be the key for China to implement sustainable development strategy.

Part III Environment, Agriculture and Rural Sustainable Development

5 *Environment and Agricultural and Rural Sustainable Development* by Wu Wenliang, Meng Fanqiao, Liu Liming and Zhang Junlian (from Chinese Agricultural University). The first part of this essay concerns the experience and lessons from history. It lays emphasis on the analysis and summary of developed countries' environmental policies in agricultural sustainable development. It especially stresses the emergence of agricultural eco-environmental problems and development of new trends of environmental policy. This paper discusses the internal law of agricultural development, environmental problems and policies, providing reference and base data for environmental policy establishment. The second part pertains to environmental cost in agricultural and rural development and the sustainable development strategy in China. Based on the analysis of the problems, the authors present a new strategy including domestic and international strategy in order to promote China's agricultural and rural development.

6 *Exploitation of Inner Mongolia Grassland: Retrospect and Reality* by Da Lintai (from Inner Mongolian Academy of Social Sciences). This chapter discusses the theoretical and practical problems of deterioration of the Inner Mongolian grassland. Unlike traditional balance theories, the author illustrates the unbalanced characteristic of the Inner Mongolian grassland, and insists on the necessity of re-recognizing the nature of the ecological system of this grassland. The author emphasizes that there is a different pattern of utilization of grassland due to different theoretical background.

7 *China's Rural Energy and the Environment Problem* by Shao Zhen, and Yang Mingyong (CASS). This chapter studies Chinese rural energy and the related environmental problems. The present rural energy in

China has achieved great development, but it is still far behind that of the urban areas. The rural areas in eastern and western regions face different problems of environmental pollution and eco-system deterioration. The authors study the origins and the main obstacles of China's rural energy development and environmental problems, and bring up suggestions for related policies and measures.

8 *China's Food Safety Strategy Analysis* by Wang Shiwen (CASS). The author analyses the situation of food contamination in China. The author points out that in China, contamination of food has become a very serious social problem. It does permanent harm to health, poses hidden dangers to the stability of society and also threatens the basic safety of our nation. The process of food contamination may be related to the contract between farmers and sellers, and the weakness of management. This is an urgent topic for both the government and the professional sectors to research. The author emphasizes the important task of constructing a system of food safety.

Part IV Evaluation of China's Eco-Environment

Management System and Policies

9 *China's Forestry Needs a Scientific Management System* by Xu Huacheng (from Beijing Forestry University). This chapter brings forward the necessity for the establishment of a scientific forestry management system. The author points out that while people talk about historical experience and lessons learned of Chinese forestry, they emphasize the importance of policies, strategic objectives, and neglect the importance of a scientific forestry management system. The forestry management system should be an integrated system to realize forestry value. A scientific management system is the only way for Chinese forestry to develop smoothly, and to achieve its objectives properly.

10 *Improving Quality of China's Forest and Advancing Sustainable Development of Forestry* by Shen Xiaohui (from State Forestry Administration). This chapter indicates that although decreasing of the quality of forest is a global problem, it seems more serious in China. However, very few studies have been done on this important problem. Even in the Research on Chinese Sustainable Development Strategy, which