

生态文明建设贵阳实践系列丛书之四 ■
Ecological Civilization Construction Practice of Guiyang

贵阳生态文明 制度建设

李 裴 邓 玲 主编

CONSTRUCTION
OF
ECOLOGICAL
CIVILIZATION
INSITUTION
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GUIYANG

- 厘清内涵 全面建构制度体系
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- 改革创新 树立行政司法新范
- 总结经验 探路制度建设新局

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努力探索中国特色生态文明发展道路

人类社会的发展史就是一部文明进步史，也是一部人与自然的关系史。纵观人类社会发展与演进的历程，从原始文明到农业文明再到工业文明，每一次文明形态的转化和升级无不是在人们对美好生活的向往和主观认识的提升中逐步实现的。工业革命以来，人类在创造前所未有的巨大物质财富的同时，也饱尝了随之而来的苦果——能源紧张、资源短缺、环境污染、气候变暖、灾害频发……所有这些，都促使人们重新思考人类与自然的关系，重新思考人类面对自然的行为准则。基于此，人类开始对传统工业化道路的利弊得失进行反思，寻求更好的发展道路，生态文明与可持续发展逐渐成为全球共识并转化为世界各国的行动。

在人类社会的发展史上，“生态兴则文明盛，生态衰则文明亡”的实例并不鲜见。面对资源约束趋紧、环境污染严重、生态系统退化的严峻形势，中国共产党主动引领人类文明发展潮流，深刻总结我国改革开放以来的发展实践，积极顺应人民群众对幸福生活的新期待，大力倡导“建设生态文明”。早在1972年，中国就参加了在瑞典斯德哥尔摩召开的联合国第一次全球人类环境会议；1992年中国在《里约宣言》中向全世界作出了可持续发展的庄严承诺；1994年《中国21世纪议程》问世，标志着中国可持续发展基本国策正式确立。继中国共产党第十七次全国代表大会提出建设生态文明、牢固树立生态文明观念之后，党的十八大

把建设生态文明提升到“关系人民福祉、关乎民族未来”的高度，上升到中国特色社会主义“五位一体”总体布局的战略。这既是全面建设小康社会和建设中国特色社会主义的重要战略任务，更是中华民族实现伟大复兴和推进全球从工业文明向生态文明绿色变革的重要举措，对全球可持续发展新路径和新模式的探索具有引领性和突破性的作用。

建设生态文明是中国推进可持续发展的伟大创举。这一创举既来源于中国共产党和国家建设中国特色社会主义、实现中华民族伟大复兴的重大战略部署，更来源于全国各地和全体人民实施可持续发展战略及全面建设小康社会的伟大实践。在这些实践中，有一位勇敢的探索者、开拓者和引领者，这就是贵阳。

贵阳，一个屹立在中国云贵高原喀斯特地貌上的城市。在这空气清新、气候凉爽、纬度合适、海拔适中、生态优势明显的土地上，感恩于自然的贵阳人民始终不渝地追求人与自然和谐发展，奋力保护好生态环境，坚持不懈地探索“既要金山银山，又要绿水青山”的科学发展之路，将生态文明建设与全面建设小康社会和现代化进程紧密结合，努力在生态文明理念下实现追赶跨越，走出了一条独具特色的生态文明建设道路，为欠发达地区实施可持续发展战略做出了表率，受到全世界的关注。其中，最为突出的特点集中体现在从区域发展总体战略的高度推进生态文明建设和不断创新、勇做生态文明建设探路人这两个方面。

贵阳把生态文明建设作为区域整体发展战略全面深入推进，探索形成了“国家战略——区域战略——部门落实——全民参与”的区域实践，凸显其独特的大智慧、大觉悟、大思路、大举措。建设生态文明是国家加快转变经济发展方式、全面建设小康社会、实现中华民族伟大复兴的大战略，内涵极其丰富，影响极其深刻。中国共产党第十七次全国代表大会甫一闭幕，贵阳就将生态文明建设作为实现区域经济社会历史性跨越的主要战略，进行了全面的部署。2007年年底贵阳市率先出

台了关于生态文明建设的决定，把生态文明建设作为区域发展整体战略来推进，各级政府也相继出台了关于加快生态文明建设的决定，自上而下贯彻落实。中国共产党第十八次全国代表大会以后，贵阳明确提出了迈向生态文明新时代的奋斗目标，着力建设全国生态文明示范城市。政府的强力推进、民众的广泛参与、媒体的积极引导，很快在全社会形成共识：生态文明建设是贵阳实现科学发展、全面小康、历史跨越的必然选择，生态文明发展战略就是贵阳经济社会生态协调发展的城市整体战略。在这一战略的感召下，政府、企业、民众都以满腔热忱投身生态文明建设中，出现各行各业抓生态、千军万马讲文明的生动局面。很快在全社会凝聚成一股强大的力量，推进生态文明建设融入经济、政治、文化、社会的各个领域，与新型工业化、农业现代化、新型城镇化紧密结合，初步形成了以生态环境建设、生态经济建设、生态文化建设、生态社会建设为主体的战略框架。事实上，生态文明建设贵阳实践的战略推进和系统推进，已超出了区域实践的局限，为我国生态文明建设进入“五位一体”中国特色社会主义事业总体布局做了积极的探索。

贵阳敢为人先，勇当先行者，以“为全国生态文明建设发挥典型示范作用”为己任，大胆进行体制机制创新，生态文明建设一直走在全国前列。从全国建设循环经济生态城市的首个试点、联合国环境规划署确认为全球唯一的循环经济试点城市，到创建第一个环保法庭、制定第一部环境保护地方法规，率先举办“生态文明贵阳会议”，再到第一个成立“生态文明建设委员会”、第一个获批“建设全国生态文明示范城市规划”等等，贵阳创造了太多的“首个”和“第一”。人们看到了这些“首个”面前，贵阳展示的魄力和勇气、成绩和荣誉，却看不到这些“第一”背后的负重和艰辛。直面贫困与落后，担当追赶与跨越，英雄的贵阳人民为了国家和民族的永续发展，义无反顾地走在生态文明建设的最前列，探索、探索、再探索，创新、创新、再创新！演绎出许多感

人的故事，谱写了无数动人的诗篇。功夫不负有心人，今天的贵阳已经积蓄起生态文明建设的先行优势，以超越区域实践的宽广视野和胸怀，着力建设国家生态文明示范基地，打造中华民族走向世界的窗口与通道，为生态文明引领全球可持续发展发挥着越来越重要的作用。

中国特色的生态文明发展道路是一条通向可持续发展的新路，没有现成的经验可借鉴，只有靠各地勇敢地探索。在中国梦和建设美丽中国的时代号召下，贵阳生态文明建设的实践，是丰富的过去式、鲜活的进行式、美丽的未来式。贵阳的实践充分证明——大力推进生态文明建设不是选择之一，而是必由之路；贵阳的实践告知人们——经济发展与生态环境保护并不相悖，只要正确处理经济发展与生态环境保护的关系，二者完全可以实现双赢；贵阳的实践昭示公众——牢固树立尊重自然、顺应自然、保护自然的生态文明理念，走生产发展、生活富裕、生态良好的道路，才是发展的“康庄大道”。系统总结贵阳生态文明建设的丰富实践，梳理贵阳生态文明建设中的实践创新，对进一步推进贵阳生态文明建设具有重要的指导意义，对中国正在展开的波澜壮阔的生态文明建设更具有重要的借鉴意义。

中国梦，激励并召唤着我们。探索中国特色生态文明建设道路是历史赋予中华民族的伟大使命，梦正在探索中。但梦就在脚下，只要我们信心百倍地投身中华民族实现伟大复兴的历史进程中，在仰望梦想中执著前行，在脚踏实地中埋头苦干，坚定不移地深入推进生态文明建设，勇于实践，敢于创新，就一定能够成功地走出一条中国特色社会主义生态文明发展道路，为全球的可持续发展做出重大贡献！

Introduction

Strive to Explore the Route for Ecological Civilization Development with Chinese Characteristics

The history of human development is the history of civilization development as well as the history of relationship between men and nature. Throughout the development and evolutionary process of human society, that is, from the primitive civilization to agricultural civilization and then to industrial civilization, the transformation and upgrading of every civilization have been progressively realized with human's yearning for a better life and human's advanced subjective understanding. Since the industrial revolution, even though humans have created the unprecedented huge material wealth, they suffered the attendant consequences-energy crisis, shortage of resources, environmental pollution, climate change, frequent disasters... All these have forced us to rethink the relationship between humans and nature and the norms of human conducting towards nature. Based on this, humans have begun to reflect on the pros and cons of the traditional industrialization road and to seek a better development path. Ecological civilization and sustainable development have gradually become a global consensus and then the actions of every country in the world.

In the history of human society, examples of “the prosperous ecology mean glorious civilization while the declining ecology leads to the falling civilization” are numerous. Faced with the severe situations of resource constraints, environmental pollution, ecosystem degradation, Chinese Communist Party has intuitively led the human civilization development trend, profoundly summarized the development practices since China’s reform and opening, actively adapted to people’s new expectations for a happy life, and vigorously advocated “ecological civilization construction”. As early as 1972, China participated in the first UN Conference on Human Environment convened in Stockholm, Sweden. In 1992, China made a solemn commitment to sustainable development in the world in the *Rio Declaration*. In 1994, *China’s Agenda for the 21st Century* was published, symbolizing the official establishment of the basic national policy of sustainable development of China. Ecological civilization construction and ecological civilization ideas were put forward in the 17th CPC National Party Congress. In the 18th CPC National Party Congress, ecological civilization construction was promoted to a height of “related to people’s welfare and the nation’s future” and the strategy of “Five in one” overall layout of Chinese characteristic socialism. It is not only an important strategic task of comprehensive construction of a well-off society and construction of Chinese characteristic socialism, but also a great pioneering work for the Chinese nation to achieve the great rejuvenation and green revolution by promoting the world from industrial civilization to ecological

civilization, which is about leading and breakthrough effects of the global exploration of a new path and a new model for sustainable development.

Ecological civilization construction is a great pioneering work for China to promote sustainable development. It not only roots in the major strategic deployment of the construction of Chinese characteristic socialism and realization of the great rejuvenation of the Chinese nation for the Chinese Communist Party and our country, but also originates from the great practices of implementing the strategy of sustainable development and comprehensive construction of a well-off society by all the people at various places in China. Among these practices, there is a brave explorer, pioneer and leader, who is Guiyang.

Guiyang is a city on the Karst landform of the Yunnan-Guizhou Plateau in China, with fresh air, cool climate, appropriate latitude, just right altitude, and obvious ecological advantages. It is on this land that the people of Guiyang, who feel grateful for the nature, are unswervingly in pursuit of harmonious development of people and nature, protection of ecological environment and the exploration of the scientific development road of “in need of both gold and silver mountains and green water and mountains”. It has worked out a road for ecological civilization construction with unique characteristics through a close combination of ecological civilization construction and the progress of comprehensive construction of a well-off society and modernization and through the efforts in realizing leap development under the concept of ecological civilization. It has made an

example for the implementation of the strategy of sustainable development for underdeveloped areas and attracted attention from all whole the world. The most prominent characteristics are mainly reflected in two aspects, i.e. promoting ecological civilization construction from the height of an overall strategy of regional development and bravely becoming the pathfinder for ecological civilization construction through continual innovation.

Guiyang has taken ecological civilization construction as the comprehensive and deep promotion of the overall regional development strategy and formed the regional realization model of “national strategy—regional strategy—department implementation—public participation” through exploration, highlighting its unique great wisdom, awareness, train of thought and measures. Ecological civilization construction is the great strategy of the country for accelerating the transformation of the economic development mode, comprehensive construction of a well-off society, and realization of the great rejuvenation of the Chinese nation, and is of extremely rich content and profound affects. Guiyang has always promoted coordination between ecological civilization construction and economic construction, cultural construction, political construction and social construction. After the end of the 17th CPC National Party Congress, Guiyang has made a comprehensive deployment in respect of taking ecological development construction as the major strategy for realizing the historical leap of regional economy and society. At the end of 2007, Guiyang has taken the lead in promulgating the decision on ecological civilization construction

and promoting ecological civilization construction as the overall regional development strategy. Governments at all levels have also promulgated the decision on ecological civilization construction consecutively and completely implemented the decision from top to bottom. After the 18th CPC National Party Congress, Guiyang has clearly put forward the new goal of striving towards the new era of ecological civilization and has focused on the construction of ecological civilization model city. The powerful propulsion of government, the extensive participation of the masses and the active guidance of media have rapidly caused the formation of a common view in the society: ecological civilization construction is the inevitable choice for Guiyang to achieve scientific development, overall well-off and historical leap. The strategy of ecological civilization development is the overall urban strategy for the coordinated development of economy, society and ecology of Guiyang. Under the strategy, the government, enterprises and masses have devoted to ecological civilization construction with full enthusiasm, presenting the vivid situation in which all industries focus on ecology and all people are civilized. Soon, a powerful force has been formed in the whole society to promote the blending of ecological civilization construction in all fields, e.g. economy, politics, culture, society, etc., and its close combination with the new industrialization, agricultural modernization and new urbanization. The strategic framework includes such construction content as ecological environment construction, ecological economy construction, ecological culture construction, ecological politics

construction and ecological society construction. In fact, the strategic promotion and systemic promotion of ecological civilization construction by Guiyang have exceeded the limits of regional practice and made an active exploration of ecological civilization construction to be integrated into the “Five in one” overall layout of Chinese characteristic socialism.

Guiyang dares to be the first and forerunner. It takes “giving play to the role of model demonstration for the national ecological civilization construction” as its task and boldly conducts system and mechanism innovation. It has always been in the forefront of the country in respect of ecological civilization construction. It is the first pilot ecological city for the construction of circular economy in China and the sole pilot ecological city for the construction of circular economy in the world as confirmed by the United Nations Environment Program as well as the first city to create the first environmental court and formulate the first local regulation on promoting ecological civilization construction. It takes the lead in convening the “Ecological Forum Guiyang” and the first to establish the “Committee of ecological civilization Construction”, the first to obtain the approval for the “construction planning for a model city of ecological civilization”, etc. In sum, Guiyang has created too many “first” and “number one”. When people see these “first”, they can see the boldness and courage, achievements and honors of Guiyang, but ignores the burden and hardship behind these “first”. Confronted with poverty and backwardness and undertaking the task of leap development, the heroic people of Guiyang have unwittingly

walked the forefront of ecological civilization construction. They have made explorations consecutively and created innovations one after another. They have shown many touching stories and comprised countless appealing poems. Nowadays, Guiyang has accumulated the advantages of antecedence in ecological civilization construction, constructed a national demonstration base of ecological civilization and built the window and channel for the Chinese nation to move towards the world with the vision and mind of exceeding the regional practice. It is playing an increasingly important role in China's ecological civilization construction in leading global sustainable development.

The route of ecological civilization development with Chinese characteristics is a new route leading to sustainable development. Without existing experience for reference, we can only rely on ourselves to bravely make explorations. Under the epochal call of Chinese Dream and building a beautiful China, ecological civilization construction of Guiyang is the rich past tense, living progressive tense and beautiful future tense. Guiyang's practice fully proves that Vigorous promotion of ecological civilization construction is not one of the options, but the only way; Guiyang's practice fully tells us that economic development and environmental protection are not contrary to one another and we can reach the win-win situation as long as we keep a balance between economic the development and environmental protection; Guiyang's practice also shows the public that it is the broad road to promote the development of production, affluent life, and sound

ecology with the firm ecological civilization ideas of respecting nature, complying with nature and protecting nature. Systemic summarization of the rich practices in ecological civilization construction of Guiyang and sorting out the practices and innovations in ecological civilization construction of Guiyang are of important guiding significance for further promoting ecological civilization construction of Guiyang and of important reference significance for the current widespread construction of ecological civilization in China.

Chinese Dream encourages and calls on us. Exploration of ecological civilization development road with Chinese characteristics is the great mission assigned to the Chinese nation by the history and we are now exploring the dream. As long as we devote ourselves to the historical course of realizing the great rejuvenation of the Chinese nation with full confidence, forge ahead with the dream in our heart, immerge ourselves in hard work, and unswervingly and deeply promote ecological civilization construction, we are sure to walk out a successful road for the ecological civilization development with Chinese characteristics through practice and innovation and make great contribution to the world's sustainable development.

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