

Evolving Environmental Policies for a “Better City, Better Life” 实现“城市，让生活更美好”目标的 环境政策演变

Daniel J. Dudek
杜丹德



Stages of Environmental Management

环境管理的不同时期

- **Natural Resource Adequacy**
自然资源充分时期
- **Controlling Effluents**
污染物排放时期
- **Managing Assimilative Capacity**
具有包容性的管理能力时期



Current Major Challenges 当前主要挑战

- Transboundary Pollution 跨境污染
- Integrating Mobile and Stationary Sources 移动源与固定源的管理整合
- Coordinating urban and rural areas 城市与农村地区的协调
- Co-managing conventional and GHG emissions 传统污染物与温室气体的协同管理
- Consistency of Incentives 激励的一致性
- Monitoring and reporting 监测与报告

Transboundary Pollution

跨境污染

- Region Scale 区域层次
 - Acid rain both SO₂ and Nox 二氧化硫与氮氧化物引发的酸雨问题
 - Tropospheric Ozone / Smog 臭氧与烟雾
- Global Scale 全球层次
 - Greenhouse gases 温室气体

Integrating Mobile and Stationary Sources 移动源与固定源的管理整合

- Common airshed; common pollutants; common impacts 同一个空气域, 同样的污染物, 共同的影响
- Generally post-combustion controls 一般都是末端控制
- Controls not geared to atmospheric loadings 并没有与大气的容量相结合
- Opportunities for efficiency improvements 提升效率的机会



Coordinating Urban and Rural Areas 城乡协调

- Air pollutant effects different, but equally consequential 污染物的影响不同, 但是后果是一样的
- Pollutants sources varied from industrial to straw burning 从工业污染源到秸秆燃烧
- Transport between areas key 区域间的交通

Co-managing Conventional and Greenhouse Gas Emissions 传统污染物与温室气体的协同管理

- Tropospheric Ozone /Smog 对流层臭氧与烟雾
 - Conventional and GHG 传统污染物与温室气体
 - Likely feedback effects 可能会存在反馈影响
- Black carbon 黑碳
 - Diesel emissions 柴油排放

Consistency of Incentives

激励的一致性

- Penalty structure 处罚设置
 - Noncompliance under current air law 目前大气法下的违法
- Subsidy structure 补贴方式
 - Pricing incentives 价格激励

Monitoring and Reporting

监测与报告

- Developing a scientifically sound database to support policy analysis
开发一套科学完善的数据库支持政策分析
- Monitoring to support policy implementation
加强监测，促进政策执行
- MRV to support policy enforcement
MRV支持执法

Government vs. governance

管理vs. 治理

Whereas the term “government” focuses attention on governmental bodies and actors, the term “governance” points to the processes used to achieve goals and the relationships among government, industry, and civil society.

“管理”强调的是政府主体和实施者，“治理”强调的是为达到目标所经历的过程和政府与工业、公民社会之间的关系。

First Generation 第一代

- **Governmental and societal capacity: e.g. National environmental administrations, research think-tanks, NGOs**
政府和社会的能力：例如，国家环境部门，研究智库，非政府组织
- **Environmental quality and health standards**
环境质量和健康标准
- **Emission standards for pollutants (command and control approach)**
污染物排放标准（命令控制型政策）
- **Penalties for non-compliance**
对违章者的处罚
- **Environmental monitoring systems**
环境监管体系
- **Environmental reporting requirements**
环境报告制度

Limitations of First Generation

第一代的局限性

- **Not always most cost-effective**
不总是最有成本效益的
- **Not sufficiently flexible for different regional conditions**
对不同地区的情况没有足够的灵活性
- **Not sufficiently flexible for different industrial conditions**
对不同的工业没有足够的灵活性
- **Engendered business resistance**
引起利益相关者的抵制
- **Punitive orientation** 以惩罚而非鼓励利益相关者参与为出发点
- **Focused on reduction of a single pollutant rather than a more comprehensive multi-pollutant approach**
集中于单一减排而不是全面的多重污染物共同减排

New Governance Approaches

新的治理手段

- **More holistic treatment of root causes of pollution**
对污染源的整体治理
- **Focus on how best to obtain environmental policy objectives**
关注如何达到环境政策的目标
- **Encourages multi-stakeholder involvement**
鼓励多方利益相关者的参与
- **Leaves decision on means to reach goals to industry**
使用工具手段来达到国家或行业目标
- **Encourages transparency in decision making and implementation**
鼓励透明决策的制定和实施
- **Relies on use of a mix of policy instruments**
运用多种政策工具组合
- **Promotes preventive, not simply reactive decision making**
提升预防性而不只是被动的决定



Generations Compared

两代政策的比较

- **First Generation 第一代政策**

- heavily bureaucratic, prescriptive, fragmented in purpose, and adversarial in nature

官僚气浓，限制性强，目的不统一，对环境不够友好

- command-and-control focused on single-pollutant, single-medium, single-pathway, technology-driven solutions

控制命令型政策注重于单一污染物、单一媒介、单一路径和技术推动型解决方案

- **New Generation 新一代政策**

- focus is on outcomes reflecting common goals

注重于以结果为目的的共同目标

Lessons from Abroad

美国的经验

- **Resource Efficiency**
资源效率
- **Inventory and Protect Your Natural Assets**
储存和保护自然资源
- **Experiment with New Approaches Supported by Grants**
使用拥有财政补助的新方法
- **Enforce Environmental Policies**
强制实施环境政策
- **Set Clear, Legally Binding Responsibilities for Enterprises**
设立清洁、受法律约束的公司义务
- **Publicly Disclose Environmental Performance of Enterprises**
公开企业的环境行为
- **Measure and Report Environmental Outcomes**
测量并报告环境结果

Major Issue Areas

主要的问题

- **Improving the Government's Capacity**
提升政府的管理能力
- **Establishing Policy Coherence**
建立政策的连贯性
- **Increasing Business Performance**
提升商业环境绩效
- **Engaging Civil Society**
加强社会参与

Government Capacity 管理能力

- **Executive Branch 行政部门**
 - **Reform management structure**
改革管理结构
 - **Realign local environmental management**
重组地方环境管理
 - **Enhance the scientific basis of environmental management**
提升环境管理的科学性
 - **Increase resources**
增加资源



Policy Coherence

政策的一致性

- **For priority environmental programs 对于首要的环境问题:**
 - **Policy tools should be evaluated from the perspective of their ability to deliver environmental outcomes**
从它们能够达到的环境效果来评价政策工具
 - **Market-based policies require comprehensive and integrated design if they are to function effectively**
应全面、系统的制定市场政策以达到有效的结果
 - **Responsibility and authority for program design and implementation need to be consolidated**
对项目设计的权责和实施的加强

The New Road 新路道

- **Local government as laboratories**
地方政府作为实验室
- **Local political support**
地方要获得政治上的支持
- **Mobilizing the public**
动员公众社会
- **Increased resources from provincial and central governments**
省和中央政府向地方投入更大的资源
- **Regional partnerships**
构建区域合作伙伴

Business Performance

商业绩效

- **Establish clear legally enforceable environmental responsibilities**
建立清晰、合法的、可执行的环境责任
- **Establish penalties for noncompliance with severe financial consequences**
对违章者给予严重的经济处罚
- **Give companies greater flexibility in the choice of control options**
在控制目标的选择上，给予公司更大的灵活性
- **Accelerate innovation through market-based environmental policies**
提高制定以“市场为基础”的环境政策的创新性

Stakeholder Involvement

利益相关者的介入

Recognition of 认识以下几点:

-limitation of governments to achieve environmental goals through top-down regulatory approach

政府采用“自上而下”管制方法来达到环境目标的局限性

-importance of including businesses and civil society (NGOs) in environmental decision making and implementation

企业和公民社会在环境决策和实施中的重要性



Daniel J. Dudek
Chief Economist
ddudek@edf.org

