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## 最严格水资源管理制度实践与经验

### *Practice and Experience of the Most Stringent Water Resources Management System*

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# 引言: Introduction.

- 最严格水资源管理制度是中国政府基于对基本国情水情、复杂的现实水问题、严峻的未来水挑战等的正确判断,做出的一项重要决策部署。

The MSWRMS is a major strategic decision made by China based on its basic national conditions and water regime: a huge population with limited land and water shortage, complex water reality and future severe water challenges among others.



In 2011 the Chinese Government held the highest-level water conservancy work conference.



# 一、最严格水资源管理制度的内容—I. Contents of the MSWRMS.



# (一) 建立水资源开发利用控制红线—First, set a red line for controlling total amount of water resources use.

- 提出流域、区域、各行业、各用水户可取用的水资源量最大值。

Define the maximum water share available for each river basin, industry and water user.



全国用水总量分阶段目标

Phased thresholds of the national total water



# (一) 建立水资源开发利用控制红线—First, set a red line for controlling total amount of water resources use.

## 主要措施

## The main measures

- 严格规划和水资源论证
- 严格实施取水许可
- 严格水资源有偿使用
- 严格地下水管理和保护
- 强化水资源统一调度
- strictly manage planning and demonstration of water resources
- strictly implement the water drawing licensing system
- tighten up paid use of water resources
- strictly manage and protect underground water
- strengthen the unified dispatching of water resources

## (二) 建立用水效率控制红线—Second, set a red line for improving water use efficiency.

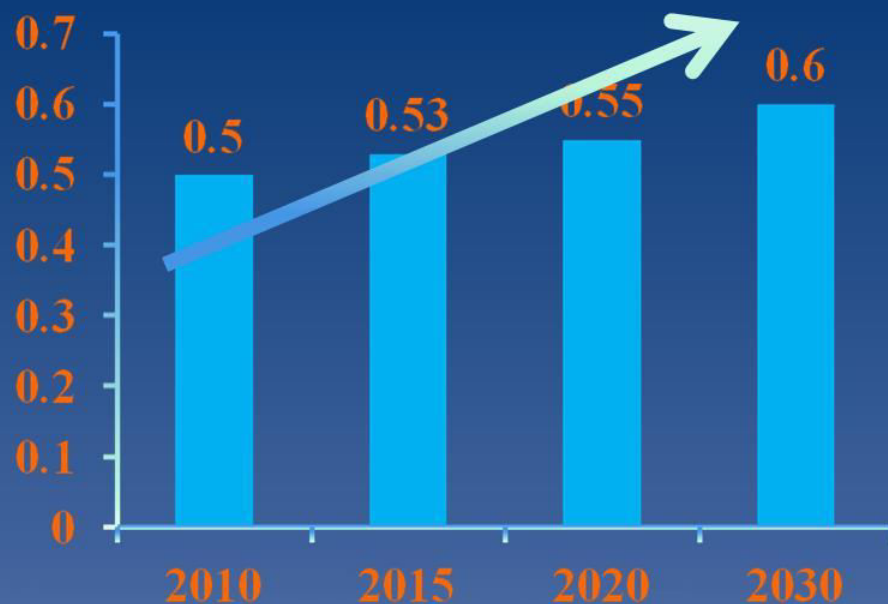
- 提出区域、行业和用水产品的效率应达到的目标。

Determine the targets of water use efficiency to be achieved by regions, industries and water products.



万元工业增加值用水量控制目标

Water consumption control target of 10,000 yuan of industrial added value



农田灌溉水有效利用系数控制目标

Effective utilization coefficient of irrigation water control objectives

## (二) 建立用水效率控制红线—Second, set a red line for improving water use efficiency.

### 主要措施

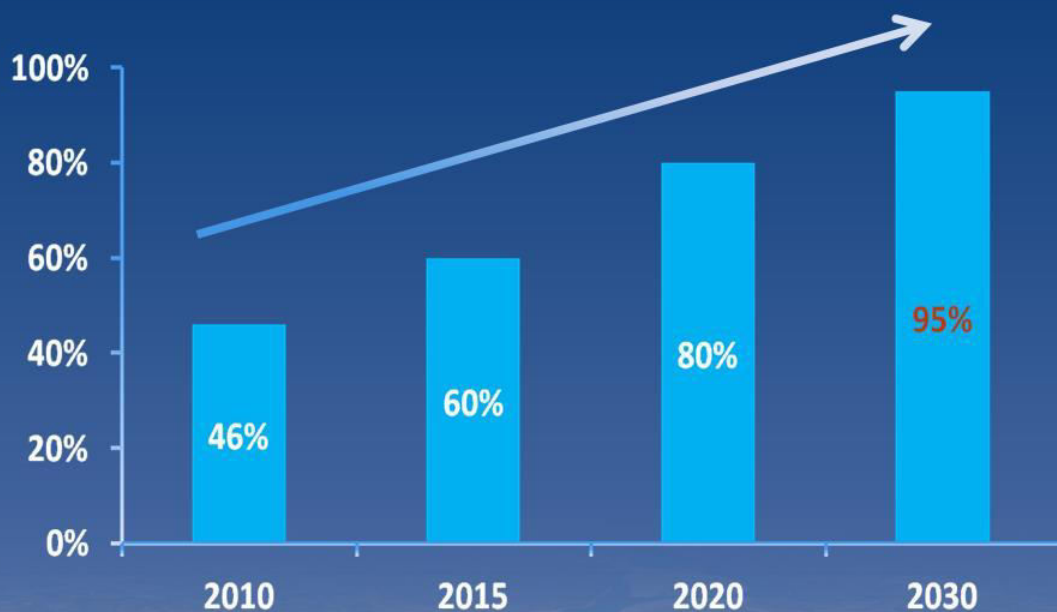
### The main measures

- 加强节约用水管理
- 强化用水定额管理
- 加快推进节水技术改造
- 遏制用水浪费
- 推进节水型社会建设
- strengthen water saving management
- enhance water quota management
- speed up the transformation by water-saving technology
- curb the waste of water
- promote the construction of a water-saving society

### (三) 建立水功能区限制纳污红线—Third, set a red line for controlling pollution discharge.

#### 提出主要污染物入河湖总量。

Determine the control objectives of gross key pollutants discharged in rivers and lakes.



水功能区达标率目标

The water functional area compliance rate target



### **（三）建立水功能区限制纳污红线—Third, set a red line for controlling pollution discharge.**

#### **主要措施**

#### **The main measures**

① 严格水功能区监督管理

① strictly supervise and manage water function areas

② 加强饮水水源地保护

② strengthen the protection of drinking water sources

③ 推进水生态保护与修复

③ promote protection and remediation of water ecosystems and other ways



## (四) 建立四项制度—Fourth, establish four systems.

①: Controlling total amount of water resources utilization

②: Controlling water use efficiency

③: Controlling pollution discharge

④: **核心**是将水资源开发利用、节约和保护的主要指标纳入地方经济社会发展综合评价体系。**The core** is to include key indicators of development, utilization, saving and protection of water resources into the local comprehensive economic and social development assessment system to be assessed strictly.

国务院

The State Council

水利部

The Ministry of Water Resources

地方人民政府

The local people's Government

考核主体—The assessment department

实施主体—The implementation Department

责任主体—The main responsibility

## 二、特点—II. Features of the MSWRMS.

(一) 以可持续为目标, , 推动经济社会的可持续发展。  
First, with the sustainability of water resources, make ensure sustainable economic and social development.



水资源可持续利用  
sustainability of water  
resources



经济社会可持续发展  
sustainable economic and  
social development

## (二) 全过程管理

Second, emphasize whole-process management.

### 水资源开发利用控制红线

The red line for  
controlling total amount  
of water resources use

开发总量控制  
total water consumption  
control

### 用水效率控制红线

The red line for  
improving water use  
efficiency

遏制用水浪费  
curb the waste of water

### 水功能区限制纳污红线

The red line for  
controlling pollution  
discharge

排污总量控制  
total pollution  
discharge

### 水资源监控方面

In water resources  
monitoring

全过程计量监控  
total process  
measurement monitoring



### (三) 兼顾政府与市场—Third, considerations of both government and market.

- 既强调政府及其水行政主管部门的主导作用，也要求积极培育水市场，鼓励开展水权交易，运用市场机制合理配置水资源。

MSWRMS not only emphasize the leading role played by governments and their water administrations but also request to actively develop the water market, encourage trading of water rights and apply the market mechanism to allocate water resources reasonably.



## (四) 跨部门协调和公众参与—Fourth, highlight multi-department coordination and public involvement.

- 明确要求加强部门之间的沟通协调，强调推进水资源管理科学决策和民主决策，完善公众参与机制。

MSWRMS definitely request to strengthen cross-sector communication and coordination, emphasize to promote scientific and democratic decision making in management of water resources, and improve the public involvement mechanism.

部门间沟通协调

- communication and coordination between departments

公众参与

- the public involvement in decision-making for water resources management

### 三、最严格水资源管理制度的实践

#### III. The practice of the MSWRMS.

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(一) 开展了“三条红线”指标分解—First, the indicator breakdown of the Three Red Lines was undertaken.

- “三条红线”控制指标已实现省市两级行政区全覆盖，县级行政区覆盖90%以上。启动了重要跨省江河水量分配工作。The control indicators of the Three Red Lines have covered all administrative areas at two levels: provincial and prefectural, and more than 90% of administrative areas at the county level. Water allocation was initiated for key interprovincial rivers.



## (二) 实施了最严格水资源管理考核

### Second, assessments were made for the MSWRMS.

- 国务院颁布了最严格水资源管理制度考核办法，对2013年度最严格水资源管理制度落实情况进行了考核，并将考核结果向社会发布。 The State Council promulgated measures for making assessments on MSWRMS, made assessments on the implementation of the MSWRMS in 2013, and released the assessment results to the public.





### (三) 推进了水资源监控能力建设—Third, capacity was promoted for monitoring of water resources.

- 加快建设国家、流域和区域三级共40个水资源监控平台，形成重要取水户、重要水功能区和主要省界断面三大监控体系。Building of a total of 40 water resources monitoring platforms is being accelerated at three levels: national, river basin and regional, to establish three monitoring systems: key water users, key water function areas and major provincial boundary sections.



**(四) 出台了有关配套措施—Fourth, a series of supporting measures have been formulated.**

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城市新区规划水资源论证；

**Water resource demonstration for overall planning of new urban areas.**

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计划用水管理办法；

**Measures were introduced for planned water management.**

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高耗水行业取用水定额国家标准；

**national standards about quotas of water drawing and use for highly water-consuming industries.**

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划定了4493个重要水功能区；

**Zoning of 4,493 key water function areas was completed.**

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饮用水水源地安全保障达标建设；

**capacity building in safety compliance of drinking water sources.**

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## 四、国家水权制度建设的主要做法

### IV. Main Practices in Building of the National Water Right System.

最严格水资源管理制度在强调政府主导作用的同时，十分重视发挥市场机制的作用，要求“建立健全水权制度，积极培育水市场，鼓励开展水权交易，运用市场机制合理配置水资源”。While emphasizing the leading role played by the government, the MSWRMS attached great importance to the role of the market mechanism.

"establish and improve the water right system, actively develop the water market, encourage trading of water rights and apply the market mechanism to allocate water resources reasonably".



水权证-Water rights certificate



水票-Water ticket

## (一) 健全水权配置体系

First, improve the water rights allocation system.

- ◎ **区域层面**：加快完成区域用水总量指标分解和江河水量分配，确定区域取用水总量和权益--At the regional level, breakdown of the regional water use gross indicators and water allocation of rivers are being accelerated to determine the regional gross and rights of water drawing and use.
- ◎ **取用水户层面**：加快完成区域用水总量指标分解和江河水量分配，确定区域取用水总量和权益--At the level of water drawing and use individuals, the water rights were determined for direct drawing and use of water resources from rivers, lakes or the underground through improving the water drawing licensing system.

## (二) 健全水权交易制度

### Second, improve the water right trading system.

- 进展：在7个省区开展了水权试点工作，鼓励和引导地区间、用水户间的水权交易。Progress: Water right piloting was carried out in 7 provinces to encourage and guide trading of water rights among regions and water users.
- 经验：如内蒙古自治区成立了自治区水权收储转让中心，开展了灌区管理单位与工业企业之间的水权交易。Experience: For example, a center for collection, storage and transfer of water rights was established in Inner Mongolia Autonomous Region to undertake trading of water rights between irrigation area administrations and industrial enterprises.



工业企业--Industrial enterprises

the investment of water-saving



the transfer of saving water



灌区--The irrigation area

### (三) 加快水权交易平台建设—Third, accelerate the construction of the water rights trading platform.

- 部署：积极培育水市场，逐步建立国家、流域、区域层面的水权交易平台。 Deployment: The water market is being developed actively to progressively establish water right trading platforms at national, river basin and regional levels.



- 进展：研究提出了国家水权交易平台建设总体方案，正在筹建中国水权交易所。 Progress: So far an overall plan has been discussed and proposed for building of a national water right trading platform, and planning of China Water Right Exchange is in process.


# 结语

## Conclusions

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- 中国将积极加强与世界各国的交流与合作，学习借鉴先进的水资源管理理念和经验做法，如，更加注重公众参与、水土资源统筹管理、风险管理等，积极应对各种水问题和水挑战，保障国家水安全，支撑经济社会可持续发展。

China will actively strengthen exchange and cooperation with the rest of the world, learn advanced concepts, experience and practices of water resource management, such as more emphasis on strengthening public involvement, integrated management of water and land resources and risk management, and meanwhile actively respond to water issues and challenges to protect the country's water security and support sustainable economic and social development.





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