Research on China's Fiscal Fund Mechanism for Ecological Compensation

中国生态补偿财政资金机制研究

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2026年3月26日

March 26, 2026

主要内容
Main Content

一、中国实践与发展

I. China’s Practices and Development

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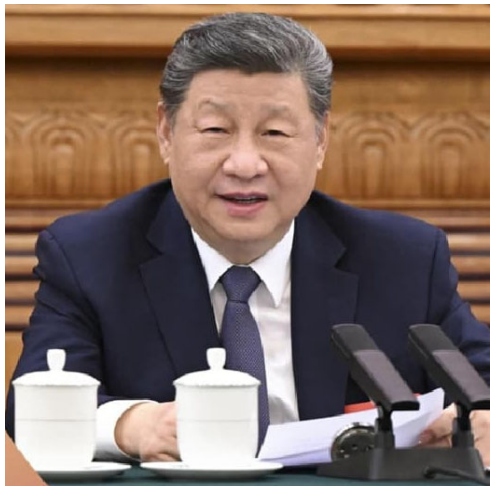
一、中国实践与发展

I. China’s Practices and Development

生态补偿制度是美丽中国建设的重要保障
The ecological compensation system is a key pillar of the Beautiful China initiative



2026年 十四届全国人大四次会议：
The Fourth Session of the 14th National People's Congress (NPC) in 2026

从“绿水青山就是金山银山”的理念，到覆盖全域、贯穿全程的制度构建；以法典之'智'，在法治轨道上推进新时代生态文明建设

From the concept that "lucid waters and lush mountains are invaluable assets," to the construction of a system that covers all domains and runs through the entire process; with the "wisdom" of the code, we advance the development of ecological civilization in the new era on the track of rule of law.

2026年3月12日，**习近平总书记**出席大会，审议通过了**《中华人民共和国生态环境法典》**：我国第二部以"法典"命名的法律。（第六章 生态保护补偿）

On March 12, 2026, Xi Jinping, President of the People's Republic of China, attended the session, during *Ecological and Environmental Code of the People’s Republic of China*— (Chapter 6: Ecological Protection Compensation)

生态补偿是深化生态文明体制改革的重要举措
Ecological compensation is a key measure for deepening institutional reform in the field of ecological civilization

党的二十届三中全会:《中共中央关于进一步全面深化改革 推进中国式现代化的决定》
Third Plenary Session of the 20th CPC Central Committee: "Resolution of the Central Committee of the Communist Party of China on Further Deepening Reform Comprehensively to Advance Chinese Modernization"

提出进一步全面深化改革总目标：聚焦建设美丽中国，加快经济社会发展全面绿色转型，健全生态环境治理体系，推进生态优先、节约集约、绿色低碳发展，促进人与自然和谐共生

Set forth the overarching goal of further deepening reform across the board: Focus on building a Beautiful China, accelerate the comprehensive green transition of economic and social development, improve the ecological and environmental governance system, advance development that prioritizes ecology and emphasizes conservation, efficiency, and green, low-carbon practices, and promote the harmonious coexistence of humanity and nature.

深化生态文明体制改革
Deepening Institutional Reforms for Ecological Civilization

健全生态环境治理体系
Improve the ecological and environmental governance system

- 生态环境治理责任体系、监管体系、市场体系、法律法规政策体系
- The responsibility framework, regulatory framework, market framework, and legal, regulatory, and policy framework for ecological and environmental governance
- 生态保护红线管理制度
- Ecological Protection Red Line Management System
- 健全生态产品价值实现机制
- Improve the mechanism for realizing the value of ecological products
- **推进生态综合补偿、健全横向生态保护补偿机制**
- **Promote comprehensive ecological compensation and improve the mechanism for cross-regional ecological protection compensation**

生态补偿是落实生态保护权责、调动各方参与生态保护积极性的重要制度抓手
Ecological compensation serves as a key institutional mechanism for clarifying responsibilities in ecological conservation and motivating all stakeholders to actively participate in such efforts.

生态补偿经历“探索-发展-提速-法治化”四个阶段

Ecological compensation has gone through four stages: “exploration, development, acceleration, and legalization”

各领域独立探索与起步阶段（1978-2005年）

The Period of Independent Exploration and Initial Development in Various Fields (1978–2005)

- 各领域探索相对分散、概念与理念尚未统一
- 相关规定分散在大气、海洋、草原、水等各类环境与资源单行法中

2004年 《土地管理法》：占用耕地补偿。

2002年 《水法》：相结合的原则，保护移民的合法权益；开采矿藏以及建设地下工程，对他人生活和生产造成损失的，依法给予补偿。

1998年 《森林法》：提出设立森林生态效益补偿基金。

1997年 原国家环保总局《关于加强生态保护工作的意见》：提出生态环境补偿机制。

1996年 国务院《关于环境保护若干问题的决定》：提出经济补偿机制建立。

1979年 《中华人民共和国环境保护法》（试行）：按照谁污染谁治理的原则，制定规划，积极治理。

重点领域加大试点探索发展阶段（2006-2014年）

Phase of Intensified Pilot Programs and Exploration in Key Areas (2006–2014)

- 概念逐渐明确并固化
- 国家“十一五”“十二五”规划纲要、国务院工作要点、环境保护规划明确提出要建立生态保护补偿机制

2014年 《环境保护法》：国家建立、健全生态保护补偿制度。

2012年 十八大报告：建立反映市场供求和资源稀缺程度、体现生态价值和代际补偿的资源有偿使用制度和生态保护补偿制度。

2011年 “十二五”规划纲要：研究设立国家生态保护补偿专项资金，加快制定实施生态保护补偿条例。

2009年 《国家重点生态功能区转移支付（试点）办法》：中央财政在均衡性转移支付项下设立国家重点生态功能区转移支付。

2007年 《关于开展生态保护补偿试点工作的指导意见》：探索多样化的生态保护补偿方法、模式。

2006年 “十一五”规划纲要：按照谁开发谁保护、谁受益谁补偿，建立生态保护补偿机制。

强化顶层设计与制度建设加快推进阶段（2015-2023年）

Phase of Strengthening Top-Level Design and Institutional Development to Accelerate Progress (2015–2023)

- 基本建成覆盖森林、草原、湿地、荒漠、海洋、水流、耕地等生态环境要素、跨地区跨流域生态保护补偿机制
- 明确改革路线图和时间表

2021年 《关于深化生态保护补偿制度改革的意见》：到2025年，与经济社会发展状况相适应的生态保护补偿制度基本完备；2035年，适应新时代生态文明建设要求的生态保护补偿制度基本定型。

2021年 《生态综合补偿试点方案》开展生态综合补偿试点。

2021年 《支持长江全流域建立横向生态保护补偿机制的实施方案》

2020年 《支持引导黄河全流域建立横向生态保护补偿机制试点实施方案》

2016年 《国务院办公厅关于健全生态保护补偿机制的意见》：到2020年，基本建立符合我国国情的生态保护补偿制度体系。

2015年 《生态文明体制改革总体方案》：推进健全生态保护补偿制度。

迈向法治化、规范化阶段（2024年-）

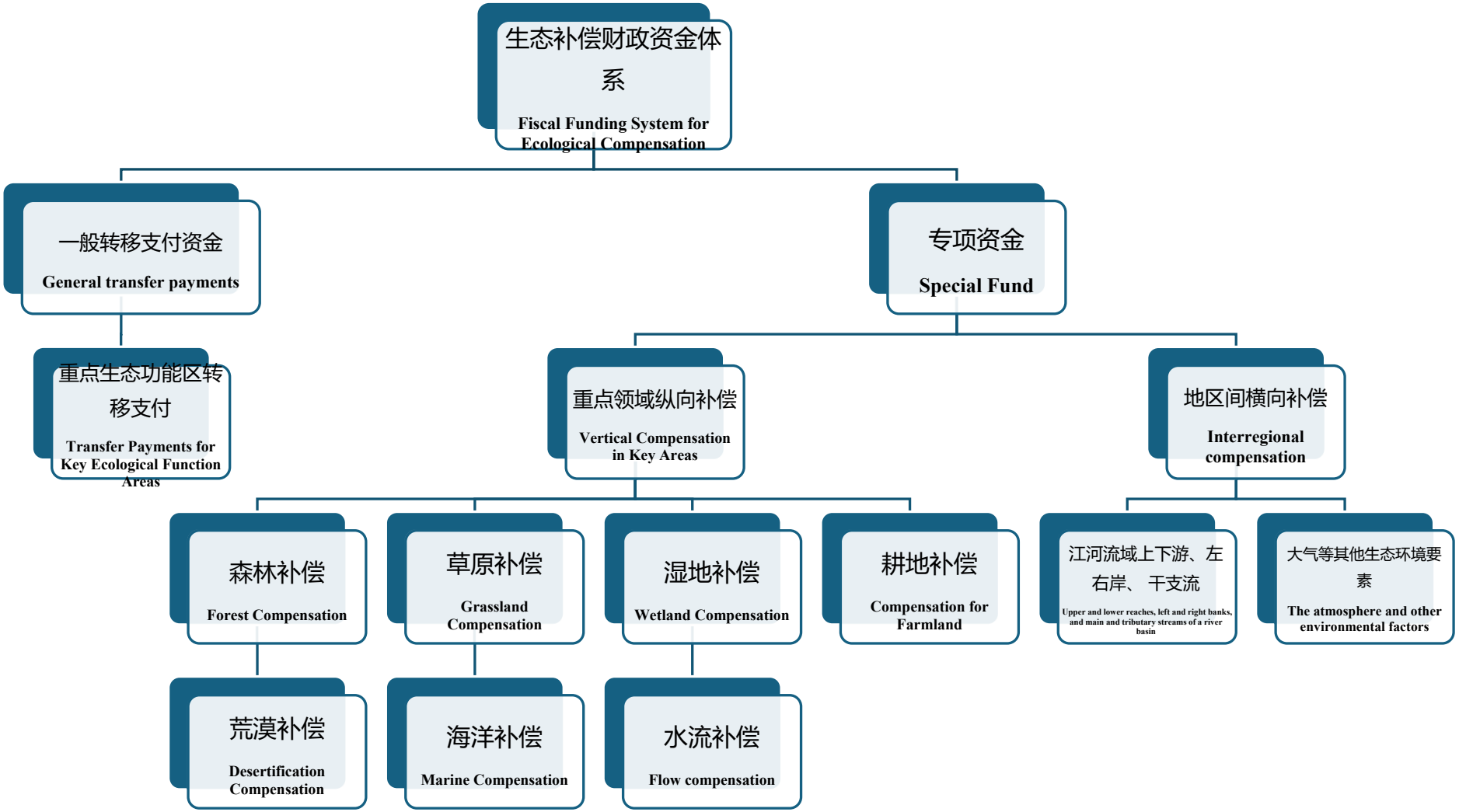
Moving Toward a Phase of Rule of Law and Standardization (2024–)

- 首部以生态保护补偿命名的法律
- 第二部以“法典”命名的法律《中华人民共和国生态环境法典》公布

2024年 **《生态保护补偿条例》自2024年6月1日起施行。**
The “Regulations on Ecological Conservation Compensation” will take effect on June 1, 2024.

2026年 **《中华人民共和国生态环境法典》**
The Ecological and Environmental Code of the People's Republic of China

生态补偿的财政资金政策体系
Fiscal Funding Policy System for Ecological Compensation



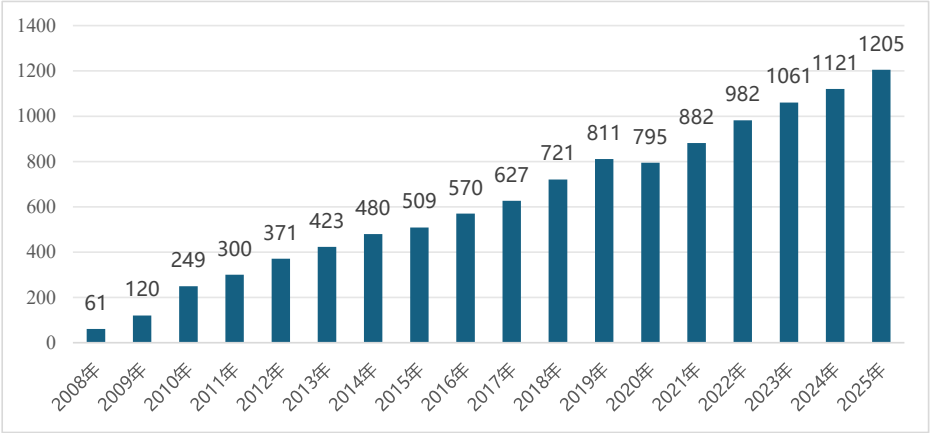
一般性财政转移支付——中央财政逐年加大国家重点生态功能区转移支付转移支付力度

General transfer payments—The central government has been increasing transfer payments to key national ecological function zones year by year.

有效提升重要生态功能区域生态产品供给能力

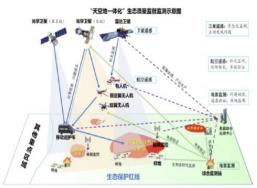
Effectively enhance the capacity of key ecological functional areas to provide ecological services

- **2008-2025年，国家重点生态功能区转移支付覆盖的重点生态县域范围由221个县逐步扩大到824个，累计下达资金1.1万余亿元**
- **From 2008 to 2025, the number of key ecological counties covered by transfer payments for national key ecological function zones gradually expanded from 221 to 824, with a cumulative allocation of over 1.1 trillion yuan.**
- **2009年，启动国家重点生态功能区县域生态环境质量监测与评价工作，目前已完成13次评价工作，824个县域生态环境质量呈现“整体较好、稳中向好”，累计对520个县域实施奖惩**
- **In 2009, the national program for monitoring and evaluating the ecological and environmental quality of counties in key ecological functional zones was launched. To date, 13 evaluations have been completed, and the ecological and environmental quality of 824 counties has been assessed as “generally good, with a stable and improving trend.” A total of 520 counties have been subject to incentive and disciplinary measures.**



建设“天空地”一体化生态质量监测网络

持续开展全国和重点区域生态状况监测评估



重点生态功能区转移支付政策

Transfer Payment Policy for Key Ecological Function Areas

补偿目标

实现“改善民生”和“进行生态环境保护” 的双重目标

补偿对象

重点生态功能区等生态功能重要区域

补偿标准

综合考虑地方生态环境保护方面的减收增支情况、生态保护区域面积、产业发展受限 对财力的影响情况和贫困情况等因素实施分档分类的补偿

绩效评价

以县域生态环境状况励态变化评估作 为激励约束乩主要拴标，将县域生态环境保护结 果评价不保护过程评价有机融合

专项财政资金政策：生态系统要素领域的纵向财政补偿
Special Funds Policy— Vertical Compensation for the Key Ecological Systems

领域 Field	政策做法 Policy Measures	资金标准 Funding Criteria	成效 Results
森林 Forest	◻ 1981年，《中共中央、国务院关于保护森林发展林业若干问题的决定》，明确要建立森林生态效益补偿制度，成立“林业基金”和“绿化费”。 ◻ In 1981, the “Decision of the Central Committee of the Communist Party of China and the State Council on Several Issues Concerning Forest Conservation and Forestry Development” explicitly called for the establishment of a system of compensation for forest ecological benefits, as well as the creation of a “Forestry Fund” and a “Greening Fee.”	• 国家级公益林：中央财政补偿标准为国有林10元/亩·年，非国有林16元/亩·年。地方财政可根据财力情况在此基础上提高标准。 • National Public Welfare Forests: The central government’s compensation standard is 10 yuan per mu per year for state-owned forests and 16 yuan per mu per year for non-state-owned forests. Local governments may increase these standards based on their financial capacity. • 地方公益林：由省级及以下财政参照建立补偿机制，标准由各地自行确定 • Local public welfare forests: Compensation mechanisms are established by provincial-level and lower-level governments, with standards determined by each locality .	• 2020年，对12.6亿亩国家级公益林安排森林生态效益补偿补助167.3亿元。 • In 2020, 16.73 billion yuan in subsidies for forest ecological benefit compensation were allocated for 126 million mu of national public welfare forests.
草原 Grasslands	◻ 2010年，国务院常务会决定建立《草原生态保护补助奖励机制》，是继森林生态效益补偿机制之后，第二个基于生态要素的生态补偿机制。 ◻ In 2010, the Executive Meeting of the State Council decided to establish the “Grassland Ecological Conservation Subsidy and Incentive Mechanism,” which is the second ecosystem-based compensation mechanism following the Forest Ecological Benefits Compensation Mechanism.	• 禁牧补助：每年每亩7.5元 • Grazing Ban Subsidy: 7.5 yuan per mu per year • 草畜平衡奖励：每年每亩2.5元 • Grass-Livestock Balance Incentive: 2.5 yuan per mu per year	• 全国草原退化面积以每年4600万亩以上的速度快速缩减，草原禁牧和草畜平衡近40亿亩，重点省区牲畜超载率逐步下降。 • The area of degraded grasslands nationwide is rapidly shrinking at a rate of more than 46 million mu per year, with nearly 4 billion mu of grassland now under grazing bans or subject to livestock-pasture balance measures.
湿地 wetlands	◻ 《中共中央国务院关于2009年促进农业稳定发展农民持续增收的若干意见》明确要求，启动湿地生态补偿试点。 ◻ The “Opinions of the Central Committee of the Communist Party of China and the State Council on Promoting the Stable Development of Agriculture and Sustained Income Growth for Farmers in 2009” explicitly call for the launch of pilot programs for wetland ecological compensation.	• 湿地恢复费缴纳标准：占用重要湿地的，每平方米不低于200元；占用红树林、泥炭沼泽等特殊湿地的，按占用重要湿地标准的3倍执行。 • Fee standards for wetland restoration: For the occupation of important wetlands, the fee shall be no less than 200 yuan per square meter; for the occupation of special wetlands such as mangroves and peat bogs, the fee shall be three times the standard applicable to important wetlands.	• 自2014年启动试点至近年，中央财政累计安排湿地生态效益补偿补助资金超过14亿元。 • Since the pilot program was launched in 2014, the central government has allocated more than 1.4 billion yuan in subsidies for wetland ecological benefit compensation.

专项财政资金政策：生态系统要素领域的纵向财政补偿
Special Funds Policy— Vertical Compensation for the Key Ecological Systems

领域 Field	政策做法 Policy Measures	资金标准 Funding Criteria	成效 Results
荒漠 Desert	◻ 2002年出台《防沙治沙法》，实行沙化土地封禁保护制度。 ◻ In 2002, the "Law on Desertification Prevention and Control" was enacted, establishing a system for the protection and closure of desertified land.	• 工程固沙 • Engineered Sand Stabilization 西部地区 550元/亩；中部地区 500元/亩；东部地区 450元/亩 Western regions: 550 yuan per mu; Central regions: 500 yuan per mu; Eastern regions: 450 yuan per mu • 人工造灌木林 • Artificial shrubbery 西部地区 400元/亩；中部地区 350元/亩；东部地区 300元/亩 Western regions: 400 yuan per mu; Central regions: 350 yuan per mu; Eastern regions: 300 yuan per mu	• 2024年中央财政新设立"三北"工程补助资金，首年安排120亿元，重点支持林草湿荒一体化保护修复和防沙治沙。 • In 2024, the central government established a new subsidy fund for the "Three-North" Shelterbelt Project, allocating 12 billion yuan in the first year to focus on supporting the integrated protection and restoration of forests, grasslands, wetlands, and barren lands, as well as desertification prevention and control.
海洋 Ocean	◻ 2008年，《国家海洋事业发展规划纲要》首次明确了我国政府要将生护补偿机制全面运用于海洋生态保护事业。 ◻ In 2008, the *National Outline for the Development of the Marine Sector* explicitly stated for the first time that the Chinese government would fully implement the compensation mechanism for the conservation and restoration of marine ecosystems.	• 中央财政补助标准（海洋生态保护修复资金）奖补比例：中央财政对每个项目的奖补比例为75%。 • Central Government Subsidy Standards (Marine Ecological Conservation and Restoration Fund): The central government provides a subsidy covering 75% of the cost of each project.	• 2024年安排海洋生态保护修复资金37.8亿元，支持沿海城市开展系统修复，有效撬动了地方和社会资本投入。 • In 2024, 3.78 billion yuan was allocated for marine ecological conservation and restoration, supporting coastal cities in carrying out systematic restoration efforts and effectively leveraging investment from local and private sources.
水流 water flow	◻ 2011年《关于加快水利改革发展的决定》建立水生态补偿机制 ◻ The 2011 "Decision on Accelerating the Reform and Development of Water Resources" established a water ecological compensation mechanism	• 如湖南省株树桥水库饮用水水源地补偿，由长沙水业集团承担一部分，按日供水65万计算从原水费中提取生态保护补偿资金。 • Changsha Water Industry Group is responsible for a portion of the costs, with ecological protection compensation funds being allocated from the original water charges based on a daily water supply of 650,000 cubic meters.	• 水污染防治资金从2015年的130亿元增至2023年的257亿元。 • Funding for water pollution prevention and control increased from 13 billion yuan in 2015 to 25.7 billion yuan in 2023.
耕地 farmland	◻ 2016年《关于健全生态保护补偿机制的意见》指出耕地是生态补偿的重点方面 ◻ The 2016 "Opinions on Improving the Ecological Protection Compensation Mechanism" stated that arable land is a key focus of ecological compensation.	• 国家不设定全国统一的亩均补贴金额。 • The government does not set a uniform subsidy amount per mu nationwide.	• 中央财政每年安排耕地地力保护补贴资金约1200亿元，覆盖全国约2亿农户。 • The central government allocates approximately 120 billion yuan annually for subsidies to protect arable land fertility, benefiting about 200 million farming households nationwide.
水生生物 Aquatic organisms	◻ 2006年国务院发布《关于印发中国水生生物资源养护行动纲要的通知》 ◻ In 2006, the State Council issued the "Notice on Issuing the Action Plan for the Conservation of China's Aquatic Biological Resources"		• 截至2023年第一季度，中央和地方累计落实禁捕退捕补偿补助资金272.31亿元。 • As of the first quarter of 2023, the central and local governments had cumulatively disbursed 27.231 billion yuan in compensation and subsidy funds for the fishing ban and the phasing out of fishing operations.

横向财政转移支付政策：流域横向生态补偿

Special Fund Policy—Horizontal Ecological Compensation within River Basins

自2010年启动新安江流域水环境补偿试点以来，已有安徽、浙江、广东、福建等24个省份开展了33个流域（河段）生态保护补偿试点，基本构建起全国范围内跨省流域横向生态保护补偿的制度框架

Since the launch of the Xin'anjiang River Basin water environment compensation pilot program in 2010, 24 provinces—including Anhui, Zhejiang, Guangdong, and Fujian—have implemented 33 pilot projects for ecological protection compensation in various river basins (river sections), thereby establishing a basic institutional framework for cross-provincial horizontal ecological protection compensation across the country.

- **过半省份已开展跨省流域横向生态补偿试点，安徽、浙江、广东、福建、广西、江西、河北、天津、云南、贵州、四川、北京、湖南、重庆、江苏、河南、山东、甘肃等24个省份建立33个跨省流域横向生态保护补偿机制。**

- **长江、黄河等大江大河流域生态补偿加快推进，长江流域的赤水河（云贵川）、滁河（苏皖）、酉水（湘渝）和渌水（湘赣）等正在实施第二轮跨省横向补偿协议，长江干流苏皖段、川渝段、鄂湘段、鄂赣段和濑溪河流域（川渝）实施第一轮协议。黄河流域干流相邻省区均签订横向生态保护补偿协议。**

- **省内补偿机制逐步完善，江苏、四川、贵州和云南实现省内补偿机制全覆盖。浙江、重庆、安徽省内补偿机制建立比例超过50%。湖南、江西、湖北省内补偿机制建立比例超过20%。**

流域	涉及区域	组织者和主导者	资金来源	补偿标准	主要补偿方式
东江	广东	省政府	省财政资金	生态环境保护成本	资金补偿
闽江、九龙江	福建	省政府	省和市财政资金	生态环境保护成本	资金补偿
新安江	安徽、浙江	中央政府	中央和两省财政资金	水质	资金补偿
辽河	辽宁	省级政府	财政资金	水质、生态环境保护成本	资金补偿
东江源和省内主要河流	江西	省政府	省财政资金	水质	专项资金补偿
沙颍河	河南	省政府	财政资金	水质	资金补偿
省辖淮海黄长四大流域	河南	省政府	财政资金	污染物通量 水源地按水质	资金补偿
省内七大流域、子牙河	河北	省政府	财政资金	水质	资金补偿

基本形成了“1+N” 的生态补偿格局

A “1+N” framework for ecological compensation has largely taken shape

补偿领域 Compensation Field

基本实现禁止开发区域、重点生态功能区等重要区域与森林、草原、湿地、荒漠、海洋、水流、耕地等重点领域生态补偿全覆盖。

We have essentially achieved full coverage of ecological compensation for key areas—such as development-restricted zones and key ecological function zones—as well as key sectors including forests, grasslands, wetlands, deserts, oceans, waterways, and farmland.

补偿方式 Compensation Method

由政府主导型逐渐向市场化、多元化转变，积极探索综合运用水权、碳排放权、排污权、碳汇交易等市场化补偿手段。

Transitioning from a government-led approach to a market-oriented and diversified model, while actively exploring the comprehensive use of market-based compensation mechanisms such as water rights, carbon emission rights, pollution discharge rights, and carbon sink trading.

补偿范围 Scope of Compensation

从单领域补偿延伸至综合补偿。流域、森林、草原、湿地、耕地等单领域生态补偿积极推进，重点生态功能区转移支付覆盖范围由2010年的451个拓展到2022年的810个，生态保护红线生态补偿正在积极探索，青海三江源国家公园综合性生态补偿正在探索。

Expanding from single-sector compensation to comprehensive compensation. Ecological compensation for specific sectors—such as river basins, forests, grasslands, wetlands, and farmland—has been actively promoted. The coverage of transfer payments for key ecological function zones has expanded from 451 in 2010 to 810 in 2022. Efforts are underway to explore ecological compensation mechanisms for ecological protection red lines, and comprehensive ecological compensation for the Sanjiangyuan National Park in Qinghai is currently being explored.

补偿尺度 Compensation Scale

从省内补偿扩展到跨省补偿。2012年启动新安江跨省流域生态补偿试点，长江、黄河流域生态补偿正在研究探索。

The scope of compensation has expanded from within-province to interprovincial. In 2012, a pilot program for interprovincial ecological compensation in the Xin'an River basin was launched, and ecological compensation schemes for the Yangtze and Yellow River basins are currently under study and exploration.

国家生态保护补偿框架已经构建、路线图基本明朗、补偿范围不断拓展、补偿框架不断延伸、制度建设逐步深化

The national framework for ecological conservation compensation has been established, the roadmap is largely clear, the scope of compensation is continuously expanding, the compensation framework is being extended, and institutional development is gradually deepening.

补偿制度框架在实践探索中不断延
The framework of the compensation system continues to evolve through practical exploration

补偿范围：单领域补偿→综合补偿

Scope of compensation: Single-domain compensation → Comprehensive compensation

补偿尺度：省内补偿→跨省补偿

Compensation Scope: Intra-provincial compensation → Inter-provincial compensation

补偿方式：资金补偿→多元化补偿

Compensation method: Financial compensation → Diversified compensation

二、典型案例
II. Case Studies

案例一：重点生态功能区转移支付

ractice and Case Study 1: Transfer Payments for Key Ecological Function Zones

三江源生态保护补偿样板区

Model Zone for Ecological Conservation Compensation in the Source of the Three Rivers

- **资金规模：**资金量从2016年的23.03亿元增至2018年的34.34亿元。在转移支付中每年单列5000万元引导性补助，专项支持国家公园建设。
- **公共服务：**三江源地区地方公共财政自给率极低（约2%），转移支付资金成为当地政府运转、生态管护和民生改善的“生命线”，确保基层政府公共服务能力不下降。
- **产业转型：**对因禁止或限制矿产资源开发导致的地方财政收入减收给予补偿，为区域绿色转型提供了缓冲空间。

三江源生态保护补偿样板区作为中国首个国家公园体制试点，其核心经验在于以中央财政重点生态功能区转移支付为基石，创新**“资金整合+岗位创设+社区共管”**的纵向补偿落地机制。该机制有效破解了生态脆弱区“保护与发展”的尖锐矛盾，实现了从“输血式”补偿向“造血式”激励的转变。

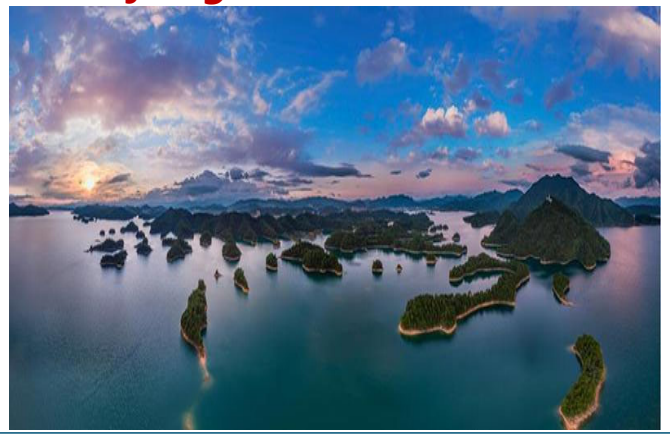
As China’s first pilot project for the national park system, the Sanjiangyuan Ecological Conservation Compensation Pilot Zone has drawn its core lessons from a mechanism that uses central government transfer payments for key ecological function zones as its foundation, while innovatively implementing a vertical compensation implementation mechanism centered on “fund integration, job creation, and community co-management.” This mechanism has effectively resolved the acute conflict between “conservation and development” in ecologically fragile areas, achieving a shift from “blood transfusion”-style compensation to “blood generation”-style incentives.

案例二：流域横向补偿

Practice and Case Study 2: Cross-regional Compensation within a River Basin

新安江-千岛湖生态保护补偿样板区

Xinanjiang-Thousand Islands Lake Ecological Conservation Compensation Pilot Zone



- **“对赌”协议：**2012年启动第一轮试点，皖浙两省每年**各出资1亿元**设立补偿基金，考核跨境断面水质。
- **三轮升级：**历经三轮试点（2012-2020），补偿标准不断提高，机制不断完善。
- **新阶段：**2023年进入样板区建设。从2024年开始补偿资金总盘子在**10亿元**基础上，参照浙皖两省年度GDP增速加权平均值同比递增。

中国首个跨省流域横向生态补偿机制，开创了“成本共担、效益共享、合作共治”的流域治理新模式。创新提出**“P值+M值”**的资金筹措与分配模式，补偿从“输血”向“造血”升级。该模式已在23个省份、28个流域复制推广。

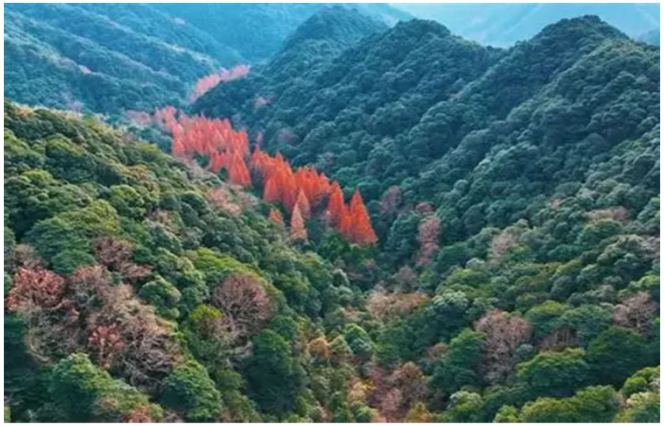
China’s first cross-provincial, basin-wide horizontal ecological compensation mechanism has pioneered a new model of basin governance based on “shared costs, shared benefits, and collaborative governance.” It innovatively introduced a “P-value + M-value” model for fund raising and allocation, transforming compensation from a “blood transfusion” approach to a “blood generation” approach. This model has been replicated and promoted across 23 provinces and 28 river basins.

案例三：森林生态补偿

Practice and Case Study 3: Forest Ecological Compensation

浙江公益林生态保护补偿样板区

Zhejiang Model Zone for Ecological Conservation Compensation of Public Welfare Forests



- **补偿类型：**纵向补偿（中央及省级财政转移支付为主）与市场化多元化补偿（碳汇交易、收益权质押等）相结合。
- **补偿规模：**全省公益林面积4567.09万亩，占林地45.4%。累计发放补偿资金超202亿元，惠及林农255万户817万人。
- **标准演变：**补偿标准从2004年的8元/亩，历经11次提标，至2025年省级以上公益林最低标准为33元/亩。实行分类分档补偿：国家公园/自然保护区租赁林48.2元/亩，源头县/加快发展县40元/亩，其他33元/亩。

浙江公益林生态补偿经过20余年11次提标，已从单一的财政“输血”演变为“**纵向财政补偿+横向市场交易+金融赋能**”的复合型机制，是中国纵向生态补偿领域持续时间最长、制度最完善、惠农最广的典范。

After more than 20 years and 11 rounds of increases in compensation standards, Zhejiang's ecological compensation system for public welfare forests has evolved from a simple fiscal "infusion" into a composite mechanism combining "vertical fiscal compensation, horizontal market transactions, and financial empowerment." It stands as a model in China's vertical ecological compensation sector, distinguished by its long-standing history, well-developed institutional framework, and broad benefits to farmers.

案例四：草原生态补偿

Practice and Case Study 4: Grassland Ecological Compensation

山水林田湖草沙一体化保护和修复工程生态保护补偿样板区

Model Zone for Ecological Conservation Compensation under the Integrated Conservation and Restoration Project for Mountains, Waters, Forests, Farmland, Lakes, Grasslands, and Deserts

- **补偿性质：**中央财政奖补资金
- **核心内容：**打破单一要素治理，将草原与湿地、森林、荒漠等作为一个生命共同体进行系统修复。
- **纵向资金规模：**单个项目中央奖补资金通常达10-20亿元。
- **典型案例：**四川若尔盖草原湿地山水工程。该项目总投资52.55亿元，其中中央奖补资金20亿元。累计完成生态修复面积23.25万公顷，兑现各类生态补偿2.91亿元，是纵向补偿资金用于重大系统性修复的典范。

中国草原重大工程纵向补偿的全球意义，不仅在于它逆转了占全球草原面积近10%的中国草原的退化趋势，更在于它向世界证明，通过强有力的国家意志、系统性的工程布局和惠及民生的利益联结机制，人类有能力在干旱半干旱地区重建绿色家园。

The global significance of China's major grassland restoration projects lies not only in their success in reversing the degradation of China's grasslands—which account for nearly 10% of the world's total grassland area—but also in demonstrating to the world that, through strong national resolve, systematic project planning, and mechanisms that link project benefits to the well-being of the people, humanity has the capacity to rebuild green habitats in arid and semi-arid regions.

案例五：湿地生态补偿
Practice and Case Study 5: Wetland Ecological Compensation

辽宁辽河口湿地生态保护补偿样板区
Liaoning Liaohe Estuary Wetland Ecological Conservation Compensation Pilot Area

•核心机制：国家林草局、财政部**连续6次**将辽河口湿地列为生态效益补偿试点，拨付资金**1.49亿元**，重点用于“退养还湿”和生态补水。

•耕地补偿：对保护区及周边1公里范围内的基本农田和二轮土地承包耕地进行补偿，受益农户4759户。

•成效：修复了翅碱蓬湿地192公顷，解决了湿地破碎化和岛屿化问题，维护了辽东湾海域生态系统的完整性，为黄渤海渔业资源恢复创造了条件。

作为全球温带滨海河口湿地生态修复规模最大、成效最显著的工程之一，其示范意义不仅在于生态指标的恢复，更在于为全球河口地区解决“经济发展与生态保护”的尖锐矛盾提供了可复制、可推广的系统性治理范式。

As one of the world’s largest and most successful ecological restoration projects for temperate coastal estuarine wetlands, its significance as a model lies not only in the restoration of ecological indicators but also in providing a replicable and scalable systematic governance model for resolving the acute conflict between economic development and ecological conservation in estuarine regions worldwide.

案例六：荒漠生态补偿

Practice and Case Study 6: Ecological Compensation in Desert Areas

“三北”防护林生态保护补偿样板区

“Three-North” Shelterbelt Ecological Conservation Compensation Pilot Zone

- **中央财政纵向兜底：**2024年工程累计投入近千亿元，其中**中央投资占比超70%**。资金主要用于造林补助、森林抚育、退化林修复及生态护林员岗位设置。
- **“以工代赈”劳务补偿：**创新“农民承包造林”模式，将生态建设任务转化为就业岗位。农牧民通过种树、管护直接获得劳务收入，实现了“参与即补偿”。
- **产业反哺造血补偿：**在黄土高原、新疆绿洲等地，大力发展经济林果，将生态林转化为“摇钱树”，让保护者直接分享生态红利。

三北工程累计治理沙化土地33.6万平方公里，年均沙尘天气次数从6.8天降至2.4天，重点治理区实现了由“沙逼人退”到“绿进沙退”的历史性转变。工程区1500万农牧民依托特色林果业实现稳定脱贫，生动诠释了“绿水青山就是金山银山”。

The Three-North Shelterbelt Forest Program has reclaimed a total of 336,000 square kilometers of desertified land, reducing the average annual number of sandstorm days from 6.8 to 2.4. In key treatment areas, a historic shift has been achieved, moving from a situation where “sand encroached and people retreated” to one where “greenery advances and sand retreats.” Some 15 million farmers and herders in the project areas have achieved stable poverty alleviation through specialized forestry and fruit farming, vividly illustrating the principle that “lucid waters and lush mountains are invaluable assets.”

三、面临的主要问题
III. Key Problems

面临的主要问题挑战
Key Problems

以政府财政资金“输血”为主要来源
relying primarily on government funding

- 以“输血型”的**财政转移支付、相关专项资金奖励为**主。补偿仍以财政转移支付、相关专项资金奖励为主要形式，财政资金占比为**87%**。

市场化补偿方式的作用尚未充分发挥
The role of market forces has not yet been fully realized

- **缺乏社会资本参与的机制设计，市场主体难以通过参与补偿项目获得投资回报。**
- 产业扶持、人才培训、技术援助等多元化补偿更多体现在倡导或各类协议层面，多元化方式并未实质性推进。

标准科学性、激励性不足
The standards lack scientific rigor and are not sufficiently motivating

- 补偿标准制定还不明确或不合理，导致补偿实施缺乏科学依据。
- 生态保护地区生态贡献体现不足，补偿资金未完全涵盖受补偿地区的发展权益损失、生态环境治理投入需要提升保护成效。

面临的主要问题挑战
Key Challenges

资金分配使用不规范，统筹力度有待加强

Funds are not being allocated and used in accordance with regulations, and

- 没有明确规定中央财政转移支付资金只能用于重点生态功能区范围，导致一些省份将转移支付资金统筹用于全省生态环境保护工作，偏离了资金的政策目标。
- 资金分配统筹协调力度不够，补偿政策系统性、整体性、协同性不足，难以形成合力。

绩效评价机制欠缺

Lack of a performance evaluation mechanism

- 对目标及任务完成、补偿资金使用及落实、项目实施等情况缺乏跟踪管理，对生态补偿实施后的效益评估缺少科学评价依据。
- 没有建立一个科学的实施绩效评价机制，难以对生态补偿不断优化完善。

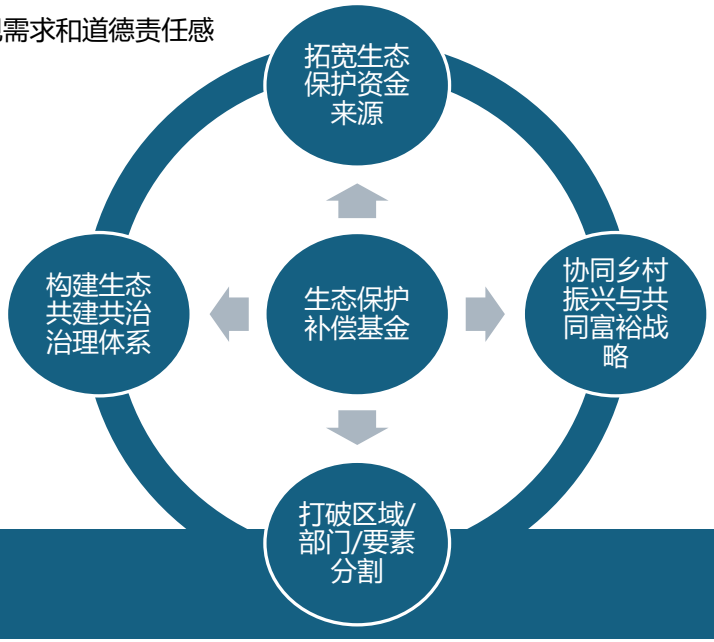
持续加大财政投入，加强绿色金融等市场化手段与模式创新，多途径融汇生态补偿资金
Maintain sustained fiscal investment, vigorously develop green finance, and mobilize ecological funds through multiple channels

加强中央财政转移力度，加大一般性转移支付特别是均衡性转移支付所占的比重，完善专项转移支付制度

Strengthen the scale of central government fiscal transfers, increase the proportion of general transfer payments—particularly equalization transfers—and improve the system of special-purpose transfer payments

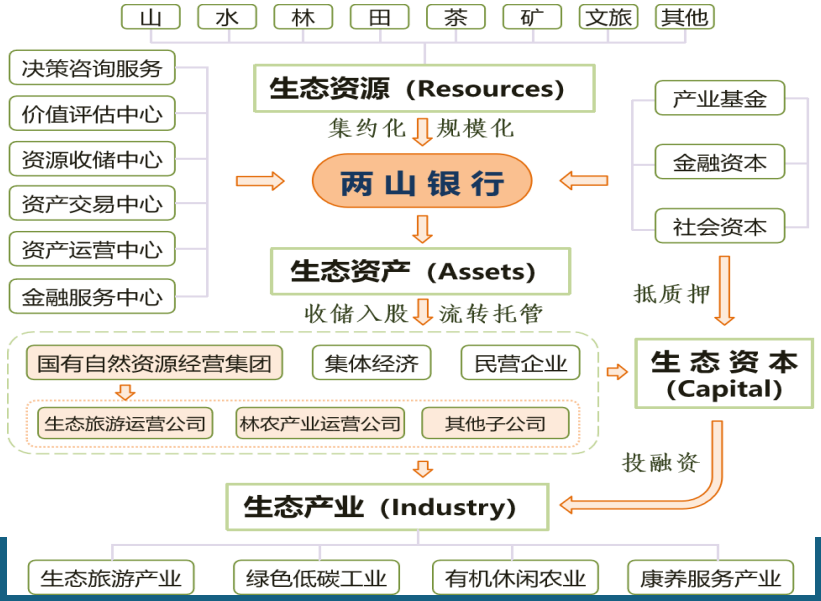
❖ 建立市场化运作的生态保护补偿基金
❖ Establish a market-oriented ecological conservation compensation fund

通过企业专项基金、生态投资类基金和生态公益类基金，推动发展依存和影响自然资本的企业投入为生态保护补偿投入，并获得直接财务回报（如投资项目分红）、间接财务回报（如提升企业形象，ESG表现）和满足企业、企业家和职工的自我实现需求和道德责任感



❖ 强化绿色金融政策创新，打造“生态银行”
❖ Strengthening policy innovation in green finance to build an “eco-bank”

以“两山银行”为依托，打通“生态资源-生态资产-生态资本”，撬动各方资金，推进生态产业发展



持续加大财政投入，加强绿色金融等市场化手段与模式创新，多途径融汇生态补偿资金
Maintain sustained fiscal investment, vigorously develop green finance, and mobilize ecological funds through multiple chann

设立生态保护补偿项目库撬动社会资本，推动补偿与乡村振兴、民生改善深度融合，精准下沉至微观主体；通过五位一体补偿模式，引导受益地区以市场化方式回馈贡献地区，加速生态产品价值实现

Establish a project repository for ecological conservation compensation to leverage social capital, promote the deep integration of compensation with rural revitalization and improvements in people's livelihoods, and ensure targeted support reaches grassroots entities; through a five-pronged compensation model, guide beneficiary regions to give back to contributing regions via market-based mechanisms, thereby accelerating the realization of the value of ecological products

探索设立生态保护补偿项目储备库
Explore the establishment of a reserve pool for ecological conservation compensation projects

结合大气污染防治、水污染防治、土壤污染防治项目等储备库管理，研究设立生态保护补偿项目库，用于支持生态保护补偿项目，以财政资金引导带动更多社会资金投入生态保护

In conjunction with the management of project reserves for air pollution control, water pollution control, and soil pollution control, we will explore the establishment of a project reserve for ecological conservation compensation to support such initiatives, using public funds to attract and mobilize more private investment in ecological conservation.

推动生态保护补偿与乡村振兴战略有机结合
Promote the organic integration of ecological conservation compensation with the rural revitalization strategy

推进生态保护补偿与民生改善融合，充分调动全社会参与生态环境保护的积极性

Promote the integration of ecological conservation compensation with improvements in people's livelihoods, and fully mobilize the enthusiasm of the entire society to participate in ecological and environmental protection

加强生态补偿标准体系研究，构建生态补偿实施技术支撑能力
Strengthen research on standards and fully leverage the guiding role of funding

开展生态系统价值核算

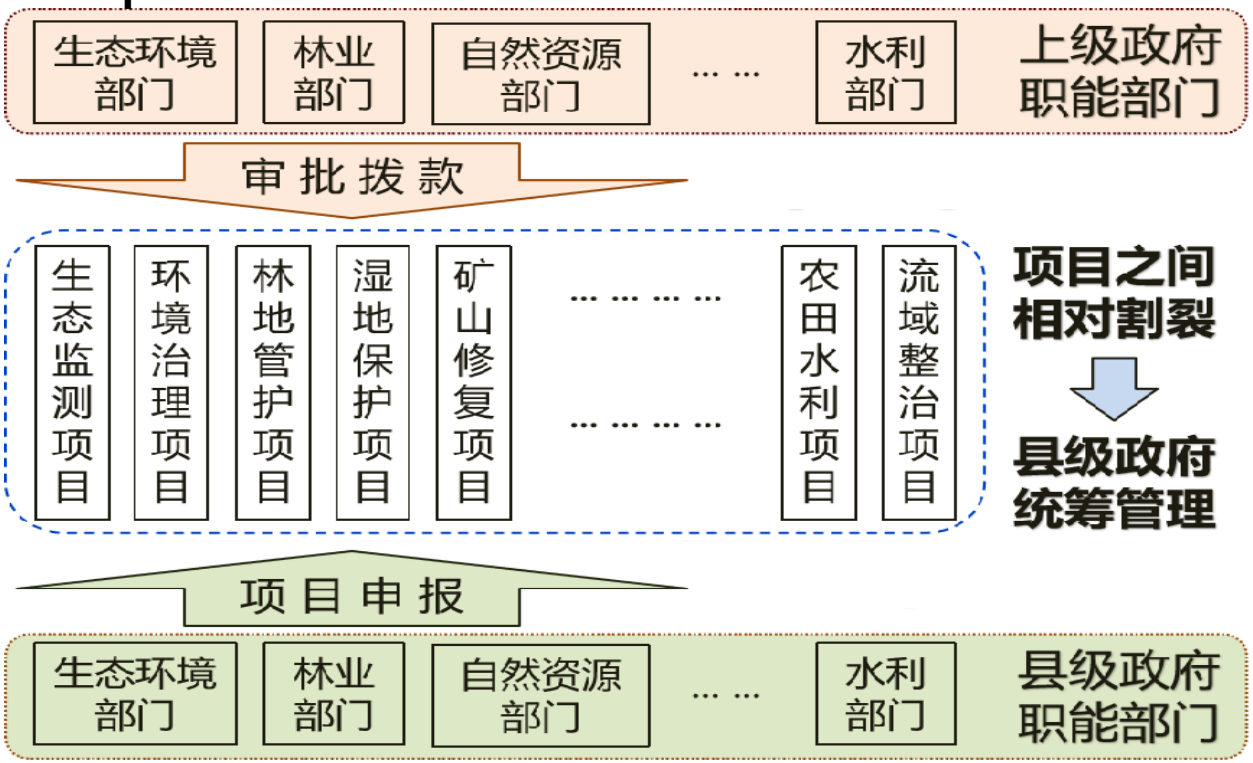
Conducting ecosystem value accounting

- **合理评估生态系统生产价值，并以此为基础研究建立基于价值核算的生态补偿机制。**
- **Reasonably assess the productive value of ecosystems and, based on this, study the establishment of an ecological compensation mechanism grounded in value accounting.**

- ✓ 推动生态补偿机制从“政策补贴”向“精准激励”的深刻转变，其核心在于实现核算方法的科学化与补偿标准的差异化、动态化。
- ✓ The key to driving a fundamental shift in the ecological compensation mechanism from “policy subsidies” to “targeted incentives” lies in establishing scientific calculation methods and implementing differentiated, dynamic compensation standards.
- ✓ 补偿标准必须摒弃平均主义，根据保护贡献度、实施难度和实施效果进行精细调节。
- ✓ Compensation standards must move away from a one-size-fits-all approach and be finely adjusted based on conservation contributions, implementation challenges, and final outcomes, thereby achieving a policy tailored to each region and rewarding excellence while penalizing underperformance.
- ✓ 绿色发展是最大的生态环境保护项目。支持地方将产业布局结构优化调整与污染治理、生态保护修复结合起来，通过探索“生态+农业”、“生态+文旅”等模式，推进产业转型与升级，促进生态资源资产化、生态产品市场化。
- ✓ Green development is the most significant initiative for ecological and environmental protection. We support local governments in integrating the optimization and adjustment of industrial layout and structure with pollution control and ecological conservation and restoration. By exploring models such as “ecology + agriculture” and “ecology + cultural tourism,” we will advance industrial transformation and upgrading, and promote the conversion of ecological resources into assets and the commercialization of ecological products.

加强生态补偿资金统筹，充分发挥综合效力
Strengthen the coordination of compensation funds to fully leverage their overall effectiveness

加强生态综合补偿资金统筹规划
Strengthen the integrated planning of ecological compensation funds



生态保护补偿资金多以项目为导向专项拨付，易出现部门之间各自为政、项目之间难以衔接的困境

Since ecological conservation compensation funds are typically allocated on a project-by-project basis, this often leads to a situation where departments operate in isolation and projects struggle to coordinate with one another.

- 适当赋予县级政府更多生态保护补偿资金使用权限；
- 县级层面事前对生态保护补偿项目的申请进行**统一规划**；事后对生态保护补偿资金的使用实施**统筹分配**；
- 降低专项补偿资金额度、提高一般补偿资金额度，减少单一部门项目、增加综合补偿项目。
- Grant county-level governments appropriate authority to manage the use of ecological conservation compensation funds; establish a unified planning process at the county level for applications related to ecological conservation compensation projects;
- implement coordinated allocation of ecological conservation compensation funds after the fact;
- reduce the allocation of special-purpose compensation funds and increase that of general-purpose compensation funds; and reduce the number of projects managed by a single department while increasing the number of comprehensive compensation projects.

建立生态补偿实施的绩效评价机制
Establish a performance evaluation system

通过构建标准化技术框架，建立“评价-资金-政策”动态联动机制，打通生态产品价值转化路径，系统性提升生态保护补偿的科学性与政策效能，为生态保护补偿实施提供支撑。

By establishing a standardized technical framework, creating a dynamic linkage mechanism among “evaluation, funding, and policy,” and streamlining the pathways for converting the value of ecological products, we will systematically enhance the scientific rigor and policy effectiveness of ecological protection compensation, thereby providing support for its implementation.

对生态保护补偿责任落实情况、生态保护工作成效进行综合评价，完善评价结果与补偿资金分配挂钩机制，将评价结果作为政策调整、改进管理和预算安排的重要依据

Conduct a comprehensive evaluation of the implementation of ecological conservation compensation responsibilities and the effectiveness of ecological conservation efforts; improve the mechanism linking evaluation results to the allocation of compensation funds; and use the evaluation results as a key basis for policy adjustments, management improvements, and budget allocations.

纵向补偿：中央或省级财政对重点生态功能区、禁止开发区域、森林/草原/湿地等要素的转移支付资金。

横向补偿：流域上下游、区域间基于协议的补偿资金清算与治理成效。

项目补偿：退耕还林、天然林保护、山水工程等具体生态修复项目的实施效果。

Vertical compensation: Transfer payments from central or provincial governments for key ecological function zones, areas prohibited from development, and elements such as forests, grasslands, and wetlands. Horizontal compensation: Agreement-based compensation fund settlements and governance outcomes between upstream and downstream regions within a watershed and among different regions. Project-based compensation: The implementation outcomes of specific ecological restoration projects, such as the Grain-for-Green Program, natural forest conservation, and landscape restoration projects.

建立生态保护补偿绩效评估机制
Establish a performance evaluation mechanism for ecological conservation compensation

研究制定绩效评价指南
Develop guidelines for performance evaluation

加大对生态保护补偿有效模式、可行路径的总结推广，遴选培育新一批生态保护补偿实践案例

Step up efforts to summarize and promote effective models and viable approaches for ecological conservation compensation, and identify and cultivate a new batch of practical case studies in this area

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