

中国各省市区秸秆资源管理政策发展述评

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摘要 对2003—2015年7月各省市发布的122份秸秆资源管理政策文件进行综合述评。各省市发布的秸秆管理政策文件数与秸秆产量有关,但并非正相关关系。对秸秆禁烧管理的政策文件约占省市所有秸秆政策文件的41%,制订了对责任人和单位严厉的财政处罚措施。为减少焚烧、促进资源循环利用,天津、河北、黑龙江、上海、江西、山东、广东和江苏等地陆续出台了秸秆利用总体规划和相关实施方案;各省市根据其具体条件,制订了促进秸秆还田、饲料化、发电及生产沼气等多项综合利用鼓励政策;天津、河北、吉林、上海、安徽、河南、重庆和四川对重点推广秸秆利用技术给予较高的财政补贴,不但引导了农民自行开展秸秆综合利用,而且促进了秸秆利用产业化发展。本研究认为,秸秆禁烧的关键不在“禁”,而在“用”,建议各省市制订因地制宜的秸秆综合利用规划,总结当前政策实施现状和存在问题,制订更合理而有效的管理政策,促进研发和推广适宜的秸秆综合利用技术。

关键词 秸秆; 生物质; 能源; 沼气; 饲料; 政策

中图分类号

文章编号 1007-4333(2017)11-0001-16

文献标志码 A

Review on the development of crop residue management policies in provincial regions in China

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Abstract Local crop residue management policy plays an important role on promoting its comprehensive utilization, reducing the abandoning and burning of residue and protecting environment. In this paper, According to the related literatures searched in this study, a total of 122 provincial policy documents on crop residue management released from 2003 to 2015. The number of published policy documents is correlated with the production of crop residue, but not positive correlation relationship. On one hand, although crop residue policy documents exhibited large variation between provincial governments, all local governments have paid more attention to the residue management. The policy documents accounted for 41% of all the residue files on prohibiting residue burning in field are enacted strict financial penalties to the responsible person. On the other hand, in order to reduce the burning of residue, and promote resource recycling utilization, the local government of Tianjin, Hebei, Heilongjiang, Shanghai, Jiangxi, Shandong, Guangdong, Jiangsu etc. released the residue utilization planning and related solution separately. A variety of policies to encourage comprehensive utilization of residue such as returning to field, making power and biogas, and producing animal feed were implemented. The high subsidies are offered to promote residue utilization technologies in Tianjin, Hebei, Jilin, Shanghai, Anhui, Henan, Chongqing, and Sichuan province. In this way, crop residue is not only used by farmers consciously, but also promotes industrialization development of residue. The key point in eliminating residue burning is

收稿日期: 2016-03-03

基金项目: 国家能源局能源节约和科技装备司项目(科技司函[2012]32号); 中国大唐集团新能源股份有限公司资助

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not in “banning” but in “finding the new way of utilization”. The local governments need to summary the present problems, and then establish the rational and effective management policy for comprehensive utilization of residue according to the local conditions, in order to promote appropriate residue utilization technology.

Keywords residue; biomass; bioenergy; biogas; feed; policy

近些年,我国能源和环境问题日益突出,国家加大对秸秆资源重视的程度,出台一系列关于秸秆规划、禁烧及综合利用等方面的管理政策^[1],以保护和改善环境,防治大气污染,保障公众健康,推进生态文明建设,促进经济社会可持续发展^[2]。尽管国家政策对秸秆的发展具有指导性作用,但是,国家政策的落实关键在于各地区制订并实施因地制宜的地方性配套政策。然而,截至目前并没有学者对我国各省市发布的秸秆管理政策进行梳理。因此,本研究在系统述评国务院和各部委发布的秸秆资源管理政策的基础上,根据2003—2015年各省市区政府发布的122份秸秆政策相关文件,对其进行全面整理分析,为秸秆可持续性规模化产业发展及进一步的政策制定提供理论支撑。

1 资源量及相关政策发布数

我国秸秆资源量巨大,是重要的可再生资源。根据2007—2009年各省大田作物及其产量数据,韦茂贵等^[3]计算出全国31个省份的秸秆资源量,各省年均秸秆产量在130万~7 295万t。高产地区即秸秆资源量高于3 500万t,含9个省份,从高至低为河南、山东、江苏、黑龙江、安徽、四川、广西、河北和湖北;中产地区即资源量介于1 500万~3 500万t,包括吉林、内蒙古、江西、新疆、云南、辽宁及广东7个省和自治区;低产地区,即产量低于1 500万t,依次为贵州、陕西、山西、甘肃、重庆、浙江、福建、宁夏、海南、青海、西藏、天津、上海和北京14个地区(表1)。

各地区发布的秸秆管理政策不仅与秸秆产量有关,还受当地政策管理、经济条件、环境条件和秸秆收储运状况等因素的影响,因此,两者之间不完全是成正相关关系。本研究共检索各省市发布的秸秆政策文件数122份,各地区的文件数参差不齐,为0~9份。其中,发布文件数在高于6份的地区有上海、山东、陕西、江苏和河南;文件数为4~6的地区包括天津、河北、广东、北京、山西、吉林、黑龙江、四川、福建、贵州、甘肃和青海12个地区;1~3份文件数的地区囊括辽宁、湖北、重庆、江西、湖南、新疆、浙

表1 各省市自治区秸秆资源量与发布政策文件数
Table1 Situation of straw resources and related policies

地区 Region	秸秆量/ 万 t Straw quantity		文件数 Policies	占比/% Percentage
	占比/% Percentage	占比/% Percentage		
北京	118	0.2	5	4.0
天津	172	0.3	6	4.8
河北	3 370	5.2	6	4.8
山西	1 162	1.8	5	4.0
内蒙古	2 633	4.1	2	1.6
辽宁	1 771	2.7	3	2.4
吉林	2 659	4.1	5	4.0
黑龙江	4 211	6.5	5	4.0
上海	159	0.3	9	7.1
江苏	4 606	7.1	8	6.4
浙江	954	1.5	1	0.8
安徽	3 949	6.1	5	4.0
福建	731	1.1	4	3.2
江西	2 260	3.5	2	1.6
山东	5 218	8.1	9	7.1
河南	6 869	10.6	7	5.6
湖北	3 229	5.0	3	2.4
湖南	3 257	5.0	2	1.6
广东	1 519	2.4	6	4.8
广西	2 331	3.6	1	0.8
海南	256	0.4	1	0.8
重庆	1 038	1.6	3	2.4
四川	3 517	5.4	5	4.0
贵州	1 313	2.0	4	3.2
云南	1 830	2.8	0	0.0
西藏	195	0.3	0	0.0
陕西	1 334	2.1	9	7.1
甘肃	1 169	1.8	4	3.2
青海	217	0.3	4	3.2
宁夏	371	0.6	0	0.0
新疆	2 189	3.4	2	1.6
全国	64 608	100	126	100

注:表中秸秆资源量数据来自于韦茂贵,2012。

Note: The data of residue resource is adapted from reference [3].

江、广西和海南；云南、西藏和宁夏则未检索到秸秆相关政策文件。

2 规划

以国家生物质及秸秆产业发展规划和意见为指导，天津^[9]、河北^[14]、吉林^[29]、黑龙江^[32]、上海^[37-40]、江苏^[46-51]、浙江^[54]、江西^[64]和山东^[66-67]等 16 个地区(表 2)陆续出台了秸秆利用总体规划和相关实施

方案。总体而言，这些地区实施国家秸秆综合利用的财政、税收和价格优惠激励政策，加大对农作物收获及秸秆还田一体化农机的补贴力度，扩大秸秆养畜、保护性耕作、秸秆代木和能源化等秸秆综合利用规模；加快研究秸秆收储运体系建设激励措施；增强秸秆综合利用能力建设，探索形成适合当地秸秆资源化利用的管理模式和技术路线，提高秸秆综合利用率，以推动秸秆综合利用的规模化、产业化发展。

表 2 2003—2015 年各省市自治区秸秆管理政策

Table 1 Policy documents of crop residue established by provincial government from 2003 to 2015

地区 Region	规划与 实施方案 Planning	禁烧 Banning	还田 Incorporation	沼气 Biogas	发电 Power generation	饲料 Feed	其他 Others
北京		[4-8]	[6]	[6]	[6]	[6]	
天津	[9]	[6,10-11]	[6]	[6,11]	[6,11-12]	[6,11]	[13]
河北	[14]	[6,15]	[6]	[6,16]	[16]	[6]	[13,17-18]
山西		[19-20]	[21-23]				[19]
内蒙古		[6]				[24]	
辽宁		[25-27]					
吉林	[28]	[29]		[29]	[30]		[31]
黑龙江	[32]	[33-35]		[36]			
上海	[37-40]	[41]					[40,42-45]
江苏	[46-51]	[52-53]	[46-47,49]	[46-47,49]	[46-47,49]	[46-47,49]	[49]
浙江	[54]						
安徽		[55-56]	[57]		[58-59]		
福建		[60-63]					
江西	[64]	[65]					
山东	[66-67]	[68-73]	[74]				
河南	[75-77]	[78]	[79-80]			[81]	[76]
湖北		[82-83]					[83-84]
湖南		[85]	[86]				
广东	[87-88]	[89-91]		[88]			[92]
广西		[93]					
海南							[94]
重庆	[95-96]		[97]				
四川		[98-102]					
贵州	[103]	[104]			[105]	[106]	[103]
陕西	[107]	[108-115]					
甘肃	[116]					[117-119]	
青海		[120-122]					[123]
新疆		[124-125]					

注：表中数字为文献号；尚未检索到有秸秆管理政策的省市区未列入本表。

Note: The provincial policy document which has not yet retrieved is not included in this table.

同时,各省市自治区因地制宜制定相关规划目标。河北、山东、河南、上海、重庆和甘肃根据《国务院办公厅关于加快推进农作物秸秆综合利用的意见》(国办发〔2008〕105号)、《国家发展改革委、农业部关于印发编制秸秆综合利用规划的指导意见的通知》(发改环资〔2009〕378号)要求,以秸秆肥料化、饲料化利用为主,推进基料化利用、能源化利用较快发展的秸秆综合利用格局。甘肃省将秸秆为主要饲料,快速发展以牛、羊和猪为主的畜牧业。河南省以农作物秸秆作为主要原材料生产的符合国家和行业标准的产品所得收入90%计入收入总额;对秸秆造纸、秸秆板材加工和秸秆新型建材等秸秆综合利用重点企业,按国家规定给予增值税即征即退的优惠政策。广东、江西和天津的秸秆管理规划以沼气工程为主,为农村乡镇和村庄集中供应清洁生活燃气;天津市实施了蓟县沼气与秸秆气混合集中供热示范工程、静海1200 m³大型秸秆沼气集中供气示范工程,开辟了秸秆综合利用的新途径;在全国率先建立了固定资产投资项目合理用能评估和审查制度。

3 秸秆禁烧管理

因秸秆焚烧引起的环境问题日益突出,很多省市自治区对秸秆禁烧管理最为重视,这类政策约占各省市自治区所有相关秸秆政策文件的41%(表2),根据检索,除浙江、海南、重庆、甘肃和宁夏5个省份,其他省市自治区均发出正式文件要求禁止秸秆焚烧。以2000年全国人民代表大会通过的《大气污染防治法》为依据^[2],这些地区对焚烧责任人处以200元以下的罚款,对责任单位则实施更严厉的财政处罚。例如,2012年江苏省规定,若卫星监测或巡查发现火点或焚烧痕迹记录的村或社区,下一年度不享受市级秸秆综合利用补贴和农业生态补偿资金^[52-53]。2010年湖北省在禁烧秸秆的管控网中,对于同步无火点和秸秆综合利用好的区、镇,给予市政府5万~10万元的奖励^[82-83]。2014年,安徽省人民政府办公厅印发《2014年全省秸秆禁烧工作方案》^[55-56],要求在全省范围内实施秸秆禁烧,重点区域杜绝秸秆焚烧现象。同年安徽省财政下达秸秆禁烧省级奖补资金11.4亿元,核定奖补资金总额达15.6亿元。秸秆禁烧不仅有利于环境,而且有助于我国早日形成以秸秆还田及饲料化利用为主,秸秆能源化利用和栽培食用菌等为辅的综合利用格局。

秸秆禁烧在一些省市取得了一定的效果,根据2014年环保部发布的全国秸秆禁烧情况显示,在上海、福建、湖北、广东、广西、海南、重庆、四川、贵州、云南和青海等11省(市自治区)未发现秸秆焚烧火点。然而,其他省市自治区的秸秆焚烧火点数均增加,总体较2013年增幅达到138.3%。我国农村区域辽阔,秸秆禁烧工作实施存在困难,没能达到理想的目标。大部分农民缺乏环保意识,只图当前的快捷省事,加之缺少有效的秸秆利用途径,导致田间焚烧情况屡见不鲜。

4 秸秆综合利用管理

4.1 秸秆饲料化

内蒙古^[24]、河南^[81]、贵州^[106]和甘肃^[117-119]重视秸秆饲料化利用政策,这4个地区发布了一系列关于秸秆饲料化的利用政策(表2)。2012年9月—2013年9月,内蒙古共投入2000余万元,在包头市土右旗等8个旗通过对秸秆进行青贮氨化、粉碎、饲料化和氨化尿素处理,开展实施农业综合开发秸秆养畜示范项目^[24]。2014年河南省畜牧局发布《农作物秸秆饲料化发展规划(2014—2020)》提出到2017年,可饲用秸秆利用率达到37%;至2020年,可饲用秸秆利用率达到47%,为草食畜牧业发展提供饲草保障^[81]。2009年贵州省人民政府办公厅发布《关于开发利用农作物秸秆生物饲料推进我省生态畜牧业又好又快发展的意见》^[106],明确指出省内各地要加大对农作物秸秆生物饲料开发利用的财政投入,将秸秆还田、青贮和粉碎等相关机具纳入农机购置补贴范围,鼓励金融机构加大对农民合作专业组织、生物饲料企业和公司制养殖企业(大户、小区)购置相关机具、开拓市场和新上项目等的信贷支持。甘肃省《秸秆饲料化利用规划(2011—2015年)》指出,截止2015年,在甘肃省扶持新建青贮窖、氨化池容量1300万m³,建设秸秆饲料储备库50个,购置青贮氨化机械设备2万台,年生产青贮氨化秸秆饲料的能力达到1100万t^[117]。

4.2 秸秆还田

山西^[21-23]、江苏^[46-47,49]、山东^[74]、安徽^[57]、河南^[79-80]和重庆^[97]6个地区发布了正式文件支持秸秆还田,并给予适当定额补贴,不同地区对秸秆还田补助力度在150~675元/hm²(表3)。其中,山西省实施2012年玉米机收秸秆还田作业补贴政策,在11个市补贴25万hm²,共投入1.125亿元,极大提

高了广大农民应用机收技术的积极性。同时向项目区内达到玉米机收秸秆直接还田作业标准的农户给予直接补贴,补贴标准为 450 元/hm²[21]。安徽省人民政府办公厅发布《2014 年关于农作物秸秆还田实

施意见的通知》^[57],要求当年水稻、玉米和大豆等作物秸秆还田利用要达到秋季秸秆总量的 40%以上,2015 年全年秸秆还田利用达到秸秆总量的 50%以上,2016 年达到 60%以上。

表 3 各省市自治区秸秆综合利用补贴政策汇总表

Table 2 Subsidy policies for comprehensive utilization of crop residue published by provincial government

地区 Region	补贴内容 Content	补贴对象 Object	补贴标准 Standard	实施期限 Implementation period	文献 The literature
天津	成型燃料	农作物秸秆固化成型燃料加工的企业	总投资的 30%	2014—	[12]
河北	成型燃料	配置秸秆成型燃料炉具用户	950 元/户	2014—	[16]
山西	秸秆还田	玉米机收秸秆直接还田达到作业标准的农户	作业费 450 元/hm ²	2012—	[21-23]
吉林	玉米秸秆颗粒	玉米秸秆颗粒加工企业	10 kV 线路 500 m, 80 kV 变压器收取标准执行 5 万元, 三免三就低。收购粉碎后的秸秆 275 元/t, 未粉碎 170 元/t	2012—	[30]
上海	秸秆还田 秸秆综合利用	实施秸秆机械化还田的农机户、农机服务组织及相关农业企业收购本市秸秆, 并实施秸秆综合利用的单位	675 元/hm ² 补贴固定资产投资额的 30% 资金, 对秸秆收购补贴 200 元/t	2013—2015 2013—2015	[46] [46]
安徽	秸秆发电	发电企业	水稻 50 元/t、小麦 40 元/t、其他作物 30 元/t	2014—	[58]
河南	购买秸秆还田机械	符合补贴对象的农民	≤5 万元/台	2013—	[79-80]
重庆	应用秸秆还田腐熟技术	农民合作社、种粮大户及农户	一般补贴 180 元/hm ² , 应用下酸化土壤补贴 450 元/hm ²	2014—	[97]
四川	秸秆禁烧 秸秆综合利用 秸秆还田	农户 秸秆综合利用主体农户	150 元/hm ² 225~900 元/hm ² 150~600 元/hm ²	2014— 2015— 2014—	[101] [101] [101]

注: 尚未检索到有秸秆利用补贴政策的省市区未列入本表。

Note: The provincial subsidy policy document which has not yet retrieved is not included in this table.

4.3 秸秆发电

自“七五”以来, 秸秆发电技术的科学研究取得了明显进展, 京津冀、江苏、安徽和甘肃地区制定了相关政策鼓励秸秆发电。2014 年, 安徽省人民政府

颁布关于加快发展农作物秸秆发电的意见, 指出秸秆发电奖补资金直接补给秸秆发电企业, 由企业统筹用于秸秆收购、弥补发电成本等方面开支, 同时, 要求享受补贴的秸秆发电企业采取有效措施, 不断

提高农作物秸秆在电厂燃料中的比重。该意见对水稻、小麦及其他农作物秸秆分别给予 50、40 和 30 元/t^[58] 的补贴(表 2)。贵州省不断提高农林生物质能源比重,促进能源结构调整,力争到 2020 年使农林生物质能源消费量达到能源消费总量的 3%^[105]。2015 年,天津市宁河县公示天津市环境保护局关于天津宁河县秸秆焚烧发电工程环境影响报告书拟审批意见,在宁河县农机化技术学校北侧建设天津宁河县秸秆焚烧发电工程^[12]。

4.4 秸秆制沼气

沼气化利用是最早的秸秆能源化利用方式,从 20 世纪 50 年代起便在我国农村进行试点。根据《可再生能源中长期发展规划》、《可再生能源发展“十二五”规划》等国家政策,京津冀、吉林、黑龙江、江苏等地区发布了秸秆制沼气的管理政策。2012 年,天津市环境保护局《天津市生态市建设“十二五”规划》^[11] 实施了蓟县沼气与秸秆气混合集中供热示范工程,在静海 1 200 m³ 大型秸秆沼气集中供气示范工程,开辟了秸秆综合利用的新途径。2014 年,吉林省政协委员建议发展秸秆沼气提纯天然气,提出应大力发展秸秆饲料、燃气和肥料,形成循环经济的模式。由于 1 t 秸秆相当于 0.5 t 粮食的营养价值,所以可将秸秆作为动物饲料,并把过腹转化产生的畜禽粪便作为原料,积极发展沼气提纯天然气^[30]。2010 年,黑龙江省和广东省农垦总局通过了农业部《关于呈报 2010 年户用沼气沼气服务体系大型沼气和秸秆气化和秸秆固化项目可行性研究报告的请示》,黑龙江省及广东省共 17 个大中型沼气建设项目,并要求建设的沼气工程应符合节能减排相关规定,以确保沼气不排空,沼肥不直排。中央投资重点支持建设厌氧发酵池、沼气输送系统以及沼渣沼液利用系统^[36]。“十二五”新建农村户用沼气 10 万户,建设养殖小区和联户沼气工程 500 处、大中型沼气工程 800 处、乡村沼气服务网点 1 000 个和县级沼气服务站 50 个^[88]。

5 讨论与结论

为响应国家秸秆管理政策的要求,除云南、西藏和宁夏外,其他省市自治区均发布了正式的秸秆管理文件。虽然各省市自治区发布的秸秆管理政策文件数量参差不齐,但是,该项工作受到较为普遍的重视。尤其是对秸秆禁烧管理成为地方各级政府对秸秆管理的最重要的任务,这类政策文件约占各省市

自治区所有秸秆政策的 41%,制订了对责任人和单位严厉的财政处罚措施。但是受我国农业耕作制度所限,秸秆禁烧工作的进行存在困难。例如,华北地区冬小麦-夏玉米轮作的方式,在小麦收获期至玉米播种的时间仅有约半个月的时间,为了不误农时,农民往往选择快捷省事的田间焚烧。因此,农村秸秆焚烧情况仍较为严重。

为了减少焚烧、促进资源循环利用,天津、河北、黑龙江、上海、江西、山东、广东和江苏等地陆续出台了秸秆利用总体规划和相关实施方案,各省市根据其具体条件,制订了促进秸秆还田、饲料化、发电及生产沼气等多项综合利用鼓励政策,天津、河北、吉林、上海、安徽、河南、重庆和四川对重点推广秸秆利用技术给予较高的财政补贴,不但引导了农民自行开展秸秆综合利用,而且促进了秸秆利用产业化发展。陕西、河南、上海、河北、江苏、山东和安徽七省相关部门对秸秆管理较好,其安徽省的秸秆管理政策最为全面。

在为了进一步治理秸秆焚烧,促进资源可持续循环利用,各省市区的配套政策及其落实是实施国家相关政策必要条件。本研究认为,解决秸秆田间焚烧的问题应该疏堵结合。秸秆禁烧的关键不在“禁”,而在“用”。因此,建议各省市区制订因地制宜的秸秆综合利用规划,总结当前政策实施现状和存在问题,制订更合理而有效的管理政策,促进研发、推广适宜的秸秆综合利用技术。

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责任编辑: 吕晓梅