

Shallow Theory of the New Round of Returning Farmland to Forest

Yaling QIU

School of Economics and Management, Chongqing Jiaotong University, Chongqing, 400074, CHINA

Abstract: Since the policy of returning farmland to forest in 1999 have been proposed, Shaanxi, Gansu and Sichuan provinces took the lead in returning farmland to forest and grass, it was officially unveiled and the state council determine telephone meeting fully did not launch the project of returning farmland to forest in China until 2002. Object of this project was steep slopes having been cleared. the purpose is to stop the agricultural production on the slope of the upper Yangtze river, Yellow River shelter-forest region of serious soil erosion , instead of forest and grass vegetation recovery to realize the improvement of the ecological environment in western, the agricultural economy structure adjustment and the sustainable development of the whole society. According to the meeting report, the results of the first round of returning farmland to forest project were fruitful. In recent years, some provinces opened a new round of returning farmland to forest in succession. the superior issued instructions to consolidate the results made in the first round as well as the development work for the second round. Therefore, on the basis of analyzing the problems existing in the first round of job, the author puts forward the corresponding countermeasures and suggestions for the second round.

Keywords: Returning farmland to forest; New round; Suggestions

1. Introduction

The implementation of returning farmland to forest project is a major decision the Party Central Committee and the State Council made in order to improve the ecological environment , is the inevitable choice to realize it's sustainable development and to vigorously promote economic leap of China's western region. Since 1999 the pilot on returning farmland to forest, the CPC central committee and State Council attached great importance to the progress of the project of returning farmland to forest, they has issued several regulations or ideas on the returning farmland to forest. Under the guidance ,the project has already obtained many achievements. According to statistics, in the first round of returning farmland to forest engineering practice, China has the implementation of returning farmland to forest of 403 million mu, of which 139 million mu completed afforestation of woodland, mountains and land suitable for planting 237 million acres, afforestation of 027 million mu, the equivalent of recreating a northeast and Inner Mongolia state-owned forest region. In the Report, this outstanding achievement was summarized as "four increase" [1],namely, the project increased forestland area of 403

million mu, making national forestland area increased by 15.4%; increased forest volume of about 1.5 billion cubic meters, making the total forest volume growth above 10%; increased farmers' income, returning farmland to forest subsidies which accounts for nearly 10% of per capita net income of the farmers; returned farmland area for grain production to achieve it's irreduction because of deducing in farmland by improving the overall grain production capacity ,especially achieved the outcome that it increased 5.77 billion kilograms of grain yields in production just in 25 provinces ,concrete results are shown in following Table 1, Figure 1 and Figure 2. So it is obvious that the project of returning farmland to forest can be called the meritorious military service not only on the aspect of ecological benefit, but also on the economic and social benefit. But it must be pointed out that a lot of problems to be solved are also hidden behind the prominent achievement. Therefore, how to consolidate the results, to make more outcomes in the new round of returning farmland to forest work to achieve its sustainable development, is not only a political concern of the government and the people, but also a important research topic to scholars.

Table 1. The results of the first round project

Completed amount in 25provinces(autonomous regions and municipality	Woodland afforestation	Barren wasteland afforestation	Close hill sides to facilitate afforestation
	139 million mu	237 million mu	27 million mu
Scope of project benefit	25 provinces (autonomous regions and municipalities)	32 million farmers in the xin jiang production and construction corps	124 million farmers

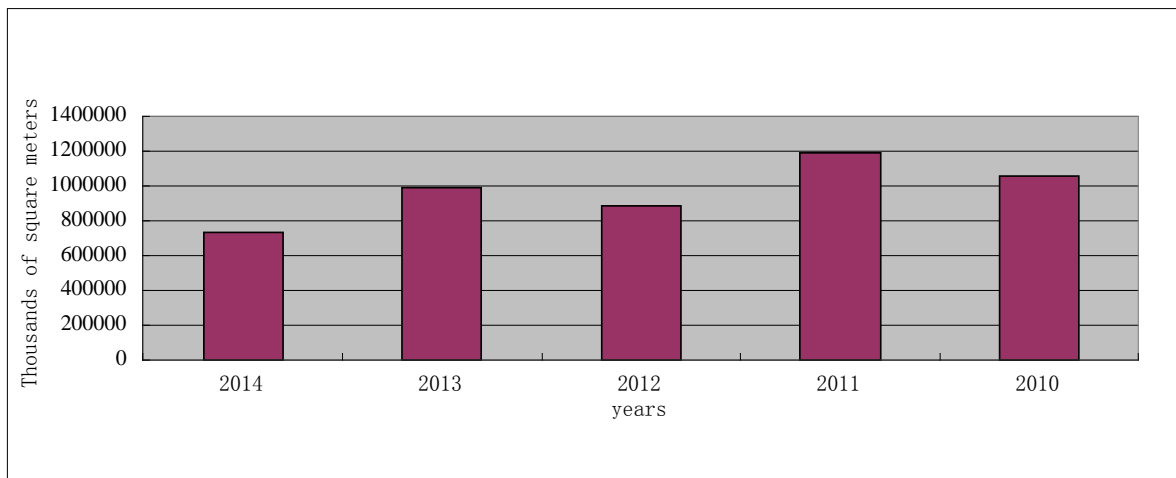


Figure 1. Total area in the first round

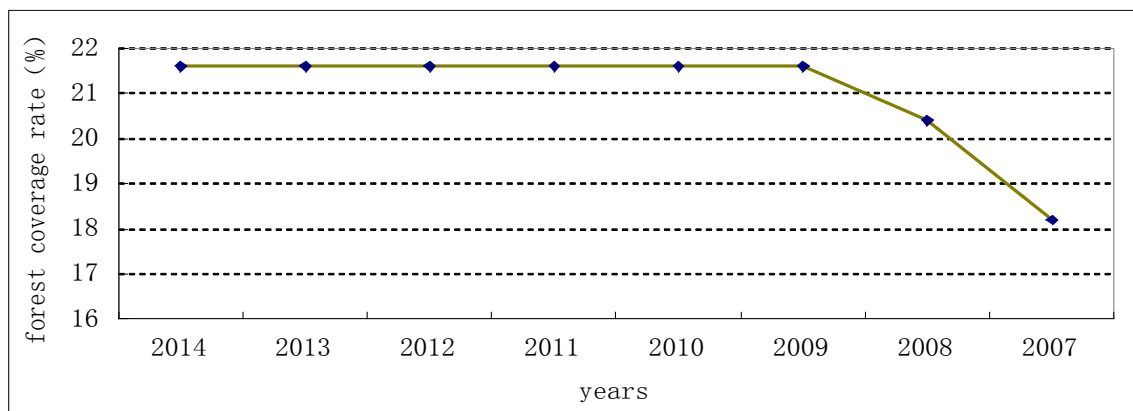


Figure 2. The results of the first round

Compared with the first round of returning farmland to forest, larger changes have taken place in the overall train of thought, "from bottom to top, combined with the up and down" on the way to implement instead of "top-down, layer upon layer decomposition tasks, unified policy, the government implement" way, namely based on farmers voluntary reporting tasks, the government check and ratify subsidies and transfer funds to the provinces based on the scale of the central provinces .people's government at the provincial level take the overall responsibility of the project , cashing in the allowances to farmers independently.

2. The Problems Existing in the Grain for Green Project

2.1. The cognition degree of farmers on engineering significance and value is not high.

Zhang Chao(2011) [2] found that only 30.68% farmers of all the farmer households in the southwest fully unders-

took the policy of returning farmland to forest, about 50.65% had a overview of it, and 18.67% didn't understand at all through the survey ,so must take effective way to guide farmers to fully understand its meaning and value. SJ Bai, BC Gao (2004) [3] thought that the farmer's cultural level was the important factor affecting the project. According to the study from place to place,it is a key factor that the propaganda work didn't reach the designated position, the farmers didn't know of policy clearly, resulting in reduced activity .

2.2. The team at the grass-roots level is not sound The lack of efficient management

According to survey , some project areas didn't even set forestry workstations and staffs of relevant competent department changed frequently, qualified technical personnel was lacked, so it didn't have the power of project management technology. The Project returning farmland to forest is a large ecological engineering with a wide range, a large time span and strong policy. its planning

guidance, technical implementation, management and examination must be operated by professional and technical personnel. The project construction is very difficult to smoothly implement, the consolidation of returning farmland to forest results can not get technical support, realizing its sustainable development will be a castle in the air without a sound organization and high energy and stable team.

2.3. The relevant compensation policy is not perfect

Jia Weiguo (2004) [4] put forward if the policy of returning farmland to forest in China want to achieve sustainable development, it need to ensure that farmers' income

and expected income is greater than the cost, and their livelihoods are not affected. The project is mostly implemented in remote poverty-stricken areas, where policy is carried out smoothly under the condition that the problem of farmer's subsequent survival has been guaranteed [5]. Analysis of cases have found that the duration of the returning farmland to forest, the compensation fees standard had always been the key factors of causing many farmers' discontent, not only causing people with low enthusiasm, and even resulting in the phenomenon of planting again in some areas(see Figure 3).

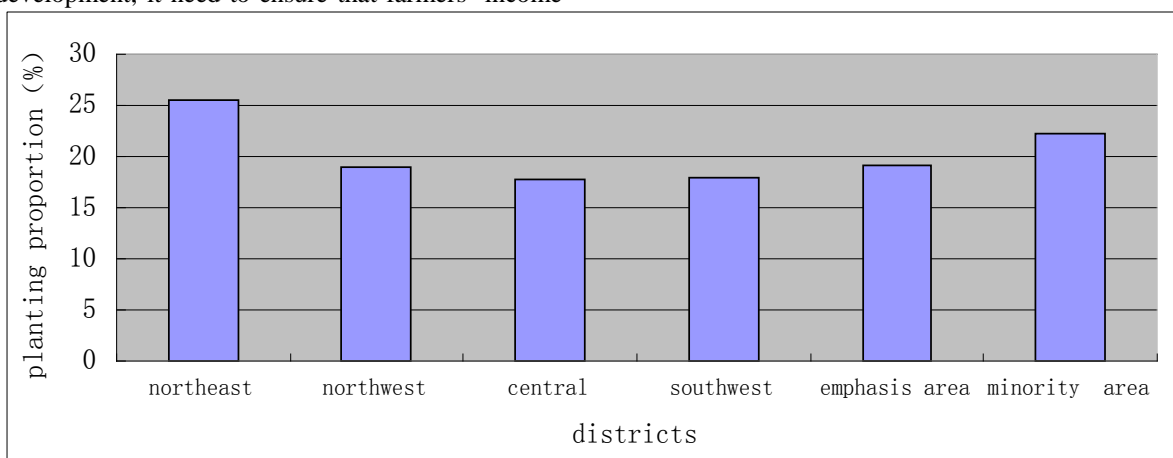


Figure 3. The national planting phenomenon

2.4. Short of scientific monitoring and evaluation system

Being short of scientific monitoring and evaluation system, principle of ecological priority faces many challenges. Improving the ecological environment is one of the leading targets of the returning farmland to forest and grass project and ecological priority is the basic principle of it. As the current project is lack of complete and effective monitoring and evaluation mechanism, the usual check way can only see a few aspects of the project performance, like forest living rate, survival rate and other visual indicators, which makes ecological priority principle face many challenges.

3. Suggestions

3.1. Intensify propaganda

Governments at all levels should increase propaganda of relevant policies and regulations about the returning farmland to forest project, improve the farmer's consciousness of returning farmland to forest, making them truly realize the great significance of the project. At the same time, relevant staff members should pay attention to the implementation process under the right guidance,

show respect rather than mandatory measures, realize people's rights to fully mobilize their enthusiasm and participation.

3.2 train and appoint the desired talents

A policy won't be implemented efficiently without talents. Relevant departments can train a batch of talents who not only have the technical theory but also can enter the field. Organize them to give farmers training guidance to do efficient and technical projects in the true sense. In addition, you can recruit some talents good at management to completely solve the problems of extensive management and heavy cultivation not tube.

3.3 perfect the laws and regulations policy to achieve long-term mechanism

The government should establish and improve the long-term mechanism of ecological compensation and avoid planting again behaviors. It can adjust measures to local conditions according to implementations, formulate reasonable allowances and age limit, provide farmers with the basic guarantee of life to achieve the sustainable development of the project of returning farmland to forest.

3.4 to establish the scientific monitoring and evaluation system,

To establish the scientific monitoring and evaluation system, strengthening monitoring and evaluation mechanism of returning farmland to forest and grass project to make truly ecological priority. Only make comprehensive and systematic evaluation of the implement of returning farmland to forest and grass can we find the problems in it timely and accurately (such "Grass for Lin" 、 "Lin for Grass" and Or the proportion of economic forest is too big etc.) to adjustment the policy and scheme, then make the project truly ecological priority, and ultimately achieve environmental protection and sustainable development. The examination and acceptance of returning farmland to forest and grass is actually self-inspection of local departments' behaviors because of a lack of scientific evaluation index system of monitoring, So it is difficult to reflect the real and accurate situation and effect of the project of returning farmland to forest, making it difficult to make a comprehensive evaluation of projects. Monitoring content can include the following aspects:(1) The completion of returning farmland to forest and grassland, including grass survival rate, the proportion of ecological forest, The implementation of various policy etc.; (2)The impact the project has on the ecological environment, including the management of soil and water loss, the governance of land desertification, the improvement of the microclimate and the impact the biodiversity has etc.:(3) The change of farmers' income and satisfaction before and after returning farmland; (4) The impact on the development of society and economy, mainly including the development of regional economy , the adjust-

ment of industrial structure , the transferring of countryside surplus labor force etc.

4. Conclusion

The consolidation of results of the first round of returning farmland to forest project and the guiding ideology and policy changes of the new round project were emphasized in 13th Five Year Plan . Provinces also opened up a new round of returning farmland to forest project setting their own goals, relating forestation with environmental protection, poverty alleviation and other projects. I believe, the ecological benefit and economic benefit will be more fruitful than the first round as long as adhere to the Party's leadership and the guidance of new ideas and formulate more reasonable subsidy policies and management and supervision mechanism.

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