

COOPERATION INNOVATION DEVELOPMENT

合作 创新 发展

Sino-German Development Cooperation in the Forestry Sector

中德林业
发展合作

同播绿色文明 共铸千秋功业

——中德财政合作造林项目：经验与展望

Re-greening the Forest Lands

*Sino-German Financial Cooperation
Afforestation Projects:
Experiences and Prospects*

中国友谊出版公司
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中德两国政府在林业领域里的合作始于上个世纪80年代初期。经过近20年的发展,双方已经在中国20多个省(自治区、直辖市)实施生态造林、病虫害防治、培训教育和可持续利用等林业项目32个;德国政府累计提供无偿援助资金1.78亿欧元。中德林业合作项目的成功实施对弥补中国林业的资金不足,提高中国林业的技术和管理水平,促进林业加速发展起到了重要推动作用,将被永远载入中国林业发展史册。

当今的世界是一个开放的世界,中国的发展离不开世界,世界的发展也需要中国。每个国家、每个民族都要在相互学习中求得发展,求得进步。闭关自守只能导致落后。这是被历史发展反复证明了的真理。一个国家发展如此,一个行业发展也是如此。特别是在举国上下贯彻《中共中央 国务院关于加快林业发展的决定》的形势下,我们更加迫切需要加快林业对外开放的步伐,进一步研究和借鉴国外林业发展的有益经验,以开放促改革促发展,不断深化林业改革。这是林业战线当前的一项重要任务。

古人云:“他山之石,可以攻玉”。根据中德双方达成的一致,本画册从多个方面介绍了中德财政合作造林项目。从画册中我们能看到,中国林业工作者如何在“师夷长技”、“学为己用”的实践中实现了体制结构的创新、运行机制的创新、造林技术的创新和管理模式的创新。这些



创新是双方经过 10 年的交流与互动得出来的，是体会与感受的结晶。中德财政合作造林项目实施的 10 年，也是中国林业从计划经济向市场经济转变的 10 年。这 10 年的合作过程就像一个由若干要素构成的系统，环环相接，既相互联系，又相互影响，如同承载人类遗传基因的 DNA 长链一样，任何一环都是不可或缺的；同时，合作的每一个步骤又有它明确的要求和目标，正是这些要求和目标，确保了项目高质量的实施，才有了今天我们从此画册中能看到的可喜成就。

中国林业正在走跨越式发展的道路，以重点工程建设为主要载体是其实质内容之一。中德财政合作造林项目所总结的一整套方法已被实践证明是行之有效且符合中国林业发展实际的成功经验。这套方法可供我国当前正在实施的林业六大工程项目借鉴和参考之用，以节省时间，少走弯路，达到加快造林绿化步伐，促进林业稳定持续发展和生态环境建设，推动整个林业的健康发展，实现经济发展与人口、资源、环境全面协调的总目标。

周生贤

中国国家林业局局长



Foreword

The cooperation in forestry between the Chinese and German governments commenced in the 1980s. With the elapse of 20 years, 32 forestry projects on ecological afforestation, diseases and pest control, training and education and sustainable utilization have been implemented in 20 provinces, autonomous regions and municipalities of China, for which the German government has provided a total grant of 178 million Euros. The successful implementation of the Sino-German Financial Cooperation Afforestation Projects complements the lack of funds in Chinese forestry, improves the technical and management levels, plays an important role in promoting the accelerated development of forestry, and will go down in the history of forestry development in China.

The world of today is an open international community. China is unable to develop without the rest of the world, and the development of the world needs China. Every country and every nation will learn from each other for development and advancement, and any closure of the country to international exchange will retard the nation's progress. This is a truth repeatedly proven by historical development. It is as true for a country, as it is for the development of a particular sector. In the situation of the nation wide implementation of 'the Decision on Accelerating Forestry Development by the Central Committee of the Chinese Communist Party and the State Council', we feel even more pressed to accelerate the opening up of forestry in China and further the research, learning and valuable international experiences in forestry in order to promote and constantly deepen forestry reform. This is an important undertaking for current forestry in China.

As the ancient saying goes, 'stones from other hills may serve to polish the jade of this one.' According to the expression of intent agreed to by both sides, this picture album covers from various aspects the Sino-German Financial Cooperation Afforestation Projects. In this picture album, we can see how Chinese foresters have achieved innovations in their planning, operation, afforestation technology and forestry management models as they have learned from foreign experiences. These innovations are made after ten years of mutual understanding on both sides, and are deemed to be the crystallization of feelings and experiences. This decade in the implementation of Sino-German Financial Cooperation Afforestation Projects also happened at the same time as the transitional period in Chinese forestry from a planned economy to a market-driven economy. The whole process of this decade's cooperation is like a system composed of various factors that are interrelated and chained together like the long chain carrying the human DNA, in which every ring is indispensable. In the meantime, every step of such cooperation was made according to specified requirements and objectives. Only with these requirements and objectives can the high quality of these projects be guaranteed, and encouraging achievements made as we see today.

Chinese forestry is now taking huge leaps forward, with the implementation of the Six Key Forestry Programs as one of its substantial efforts. The whole set of methods under the Sino-German Financial Cooperation Afforestation Projects have proved in practice to be effective and suitable to the development of Chinese forestry, and can serve as a reference for the Six Key Forestry Programs that are at present being implemented across China. With these successful experiences, time can be saved, detours avoided and the afforestation steps accelerated so as to enhance the stable and sustainable development of forestry and its ecological and environmental protection, boost the healthy development of forestry, and achieve the general objective of the overall coordination of economic development together with the population, resources and environment.

Zhou Shengxian

Administrator, State Forestry Administration, P R China



序言

Foreword

可持续利用自然资源和扶贫是德国发展合作的两个重点领域。早在二十世纪八十年代初期,支持资源管理和干旱地区荒漠化防治就成为德国发展合作的优先领域。1996年德国签署了《联合国防治荒漠化公约》,再次表明了我们的观点。即可持续的资源管理作为全球共同面临的挑战必须通过国际合作来实现。

德国政府支持中国为治理水土流失和防治荒漠化而付出的巨大努力。由于农村贫困人口在耕地退化中受害最大,同时他们对土地的非可持续利用反过来又造成土地的退化,因此中德林业合作把支持贫困农民增加收入作为合作重点。自从1993年以来,德国财政合作向中国提供了约1.4亿欧元的赠款,同时由中国政府提供相应的配套资金,在14个省(自治区、直辖市)实施了造林项目。此外,中德技术合作在自然资源管理和扶贫领域也做出了重要贡献。目前正在执行的项目包括采用参与式方法,以生态和经济可行的模式为基础进行综合土地利用;恢复和保护热带林;提供荒漠化、小流域管理和水土保持等重要林业课题方面的培训等。通过上述活动,德国已经成为中国林业双边合作领域

最重要的援助国。

除了可观的财政支持,中德造林项目的真正价值在于引进和推广了资源管理和参与式的现代理念,这两点在本书中得到了详细阐述。合作项目在许多方面为中国国内的林业工程提供了示范,并因此提高了对中国自然资源保护的影响。我们希望本书能够为进一步宣传中德财政合作造林项目的理念和经验以及中国林业发展的持续成功做出贡献。

Uschi Eid

联邦德国经济合作与发展部副部长

Sustainable utilisation of natural resources and poverty reduction are focal areas of German development policy. As early as the beginning of the 1980s, support for resource management and desertification control in arid zones has been a priority of German development cooperation. By signing the UN Convention to Combat Desertification in 1996, Germany confirmed its view of sustainable resource management as a global challenge, which has to be met by international cooperation.



In China, the German government supports the tremendous efforts being made to reduce wind and water erosion and to combat desertification. Because the rural poor suffer most from the degradation of arable lands and simultaneously often cause land degradation due to non-sustainable usage, Sino-German cooperation in forestry supports income generation for poor rural population. Since 1993 the German Financial Cooperation has contributed up over 140 Million Euro in grants, matched by similar Chinese contributions, for afforestation projects in 14 provinces. Furthermore, Technical Cooperation between China and Germany makes important contributions towards natural resources management and poverty alleviation. Current projects include participatory approaches for an integrated land use based on ecologically suitable and economically viable models, rehabilitation and protection of tropical forests and training for vital forestry subjects such as desertification, watershed management and soil conservation. This makes Germany the most important bilateral partner in this sector.

Besides the considerable financial support, the actual value of the Sino-German Afforestation Programme lies in the introduction and distribution of modern concepts of resource management and participation which you will find presented in detail in this book. The cooperation programme serves in many respects as model for national forestry programmes thus multiplying their development impact on the natural resource protection in China. We hope this publication will contribute to the further dissemination of the concepts and experiences of Sino-German Afforestation Programme for the continuing success of Chinese Forestry.

Dr. Heide L. J.

Parliamentary State Secretary

Federal Ministry for Economic Cooperation and Development (Germany)





序言

中德财政合作始于1985年。经过共同努力，双方在许多领域取得了丰硕成果。德国已成为向我国提供发展援助的重要合作伙伴。作为两国财政合作的重要内容之一，造林项目也走过了卓有成效的10年。中国政府对此一直高度重视并给予了积极评价。

1993年，结合国内实际需要和德国政府的援助政策，我国政府提出了在中德财政合作项下开展造林项目的想法，并得到了德国政府的积极支持。双方同意在生态条件相对薄弱且生活比较贫困的“三北”地区、长江和黄河中上游地区开展造林项目。截至目前，德国政府已在财政合作项下安排了约1.38亿欧元的赠款，加上我国政府配套资金8.39亿人民币，先后在14个省（自治区、直辖市）开展了20个生态造林项目。

为了保证项目的成功实施，中德双方有关部门以及咨询专家和技术工程人员开展了大量细致入微的工作，保持了密切顺畅的联系，相互了解，相互理解，协调沟通，密切配合。因此，这十年不仅体现了两国政府在造林合作方面的共同努力和良好合作，而且凝聚了双方有关人员在开展造林项目工作中的辛勤汗水。

回顾10年的合作历程，我们高兴地看到造林项目总体上是相当成功的，弥补了我国林业建设的资金不足，改善了项目区的生态环境，取得了较好的经济效益和社会效益；同时也引进了国外先进技术和管理理念，培养了一支具有较高水平的林业队伍。早期项目已经发挥了良好的示范作用，为我国林业六大工程建设提供了借鉴。

我认为，中德财政合作造林项目的意义并不仅仅局限于资金支持和技术交流，更加深远的意义在于促进了两国政府和民间各层次机构与人员的广泛深入交往，培养并不断加深了两国人民的感情和友谊。

我愿借中德财政合作造林项目十周年之际，向始终支持对华财政合作的德国经济合作与发展部、德国驻华大使馆和德国复兴信贷银行，并向参与中德财政合作造林项目的中德双方各有关部门和人员表示衷心感谢！

祝愿中德财政合作项目不断发展并取得更大成果！

中华人民共和国财政部副部长

Sino-German Financial Cooperation started in 1985. The concerted efforts of both sides have yielded great successes in many fields. Germany has become one of the key cooperative partners providing China with development assistance. As one of the significant parts of the bilateral financial cooperation, the afforestation projects have scored remarkable successes over the past ten years, to which the Chinese Government has always attached great importance and highly appreciated.

In 1993, the Chinese Government proposed in accordance with the domestic reality and the assistance policy of its German counterpart, that afforestation projects should be undertaken within the framework of Sino-German Financial Cooperation, and it received great support from the German Government. Both sides agreed to carry out afforestation projects in the 'Three-north' region and the upper and middle reaches of the Yangtze River and Yellow River, where vulnerable ecological conditions and poor living conditions prevailed. Up to date 20 afforestation projects have been implemented in 14 provinces, autonomous regions and municipalities with the assistance of about 138 million Euros as grants from the German Government within the framework of bilateral financial cooperation, and 839 million Yuan as counterpart funds from the Chinese Government.

In order to ensure the successful implementation of the projects, the relevant departments, consultants and technicians from both sides have made painstaking efforts to keep close and smooth contact for mutual learning, understanding, coordination, communication and close collaboration. Therefore the past ten years embody not only the concerted cooperative efforts and goodwill of the two governments, but also the industrious contributions of people from both sides involved in the afforestation projects.

Foreword

When we review the bilateral cooperation over the past ten years, we are pleased to see that the afforestation projects have in general been very successful. They have remedied a shortage of funds for forest development in China, improved the ecosystem in project areas and achieved sound economic and social benefits. In addition, they have introduced advanced overseas techniques and management concepts, and developed a team of highly qualified foresters. The projects initiated in the early period of bilateral cooperation have played a sound demonstration role and offered a reference for the Six Key Forestry Programs in China.

In my opinion, the Sino-German Afforestation Projects are not merely confined to financial support and technical exchange, but more far-reaching repercussions lie in the fact that they have promoted extensive and profound contact between institutions and people at both governmental and non-governmental levels, and have developed and enhanced the affection and friendship between the people of two countries.

I would like to avail myself of the 10th anniversary of the afforestation projects within the framework of Sino-German Financial Cooperation to extend my heartfelt gratitude to the German Ministry for Economic Cooperation and Development, the German Embassy in China, KfW, and the relevant departments and people of both countries engaged in these afforestation projects.

I wish the Sino-German Financial Cooperation Program continuous development and even greater success for the future!

Li Yong

Vice Minister, Ministry of Finance, PR China

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机构缩写 Abbreviations and Acronyms

BMZ	German Federal Ministry for Economic Cooperation and Development	德国经济合作与发展部
CFB	County Forestry Bureau	县林业局
CIAD	Center for Integrated Agricultural Development	中国农业大学国际农村发展中心
CPO	County Project Office	县项目办
DFS	Deutsche Forstservice GMBH, Germany	德国林业服务咨询公司
DIC	Department of International Cooperation	国家林业局国际合作司
Euro	Euro, European Currency	欧元
Eximbank	Export-Import Bank of China	中国进出口银行
GFA	Gesellschaft fuer Agraprojekte mbH	德国农业公司
GITEC	GITEC CONSULT GMBH, Duesseldorf, Germany	德国农业咨询有限公司
GTZ	Deutsche Gesellschaft fuer Technische Zusammenarbeit mbH	德国技术合作公司
GWB	Gesellschaft fuer Walderhaltung und Waldbewirtschaftung mbH	德国森林保护与管理有限公司
ha	Hectare	公顷
IFCC	International Forestry Cooperation Centre	国家林业局对外合作项目中心
KfW	Kreditanstalt fuer Wiederaufbau, Frankfurt/M., Germany	德国复兴信贷银行
M&E	Monitoring and Evaluation	监测与评估
MOF	Ministry of Finance, P.R. China	中华人民共和国财政部
MOFTEC	Ministry of Foreign Trade and Economic Cooperation, P.R. China	中华人民共和国对外贸易经济合作部
MPO	Municipal Project Office	市项目办
mu	mu	亩
PEA	Project Executing Agency	项目执行单位
PFD	Provincial Forestry Department	省林业厅
PPF	Participatory Forestry Planning	参与式林业规划
PLUP	Participatory Land Use Planning	参与式土地利用规划
PMO	Project Management Office	项目管理办公室
PPO	Provincial Project Office	省项目办
SFA	State Forestry Administration, P.R. China	中国国家林业局
SGAP	Sino-German Afforestation Project	中德财政合作造林项目
TOR	Terms of Reference	工作任务书
WCED	World Commission on Environment and Development	世界环境与发展委员会
WTO	World Trade Organization	世界贸易组织
Yuan	RMB Yuan (Chinese Currency)	人民币元

单位换算 Measures and Currency

1 Euro = 8.5 Yuan (approximately in 2003)

1 hectare = 10,000 m² = 15 mu

1 mu = 670 m² = 0.07 ha

中德财政合作造林项目是中国政府和德国政府共同筹措资金在中国中西部贫困地区实施的林业合作项目。它是在二十世纪九十年代初期,国际社会对环境与发展高度关注、中国国内改革开放加速发展的历史条件下启动的,是国际先进的林业建设理念和方法在中国的大规模应用和实践,也是中国林业推进改革开放,加速与国际接轨的重要举措。

Sino-German Afforestation Projects (SGAPs) are cooperative, jointly financed projects implemented in the poverty-stricken areas of western and central China with funds raised by the German and Chinese Governments. They were initiated in the early 1990's at a time when environmental and development issues were receiving major attention from the international community and at a momentous time of reform

and the opening up of China. China regards the projects as an important move towards opening up in the forestry sector. The projects are large scale, and use the development concepts and methodologies of advanced international forestry practice. Their influence on China's forestry development is profound and widespread to the extent that they have become the vanguard of forestry development in China.

中德财政合作造林项目正在对中国林业产生着广泛而深刻的影响。随着中国改革开放的深入,特别是中国加入世界贸易组织后,革除计划经济体制下形成的传统林业建设观念和管理方法的弊端,加速建立和完善现代林业管理制度,成为中国林业改革发展的重中之重。在此形势下,中德财政合作造林项目的建设经验受到了普遍关注,获得了

