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# 中国南方集体林产权 改革研究

Forestry Property Right Reform in Collective  
Forestry Area of Southern China

*1996*

姜春前 主编

中国林业出版社



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# **Forestry Property Right Reform in Collective Forestry Area of Southern China**

**( Synthesis Report )**

Implemented by  
The International Farm Forestry Training Center,  
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The National Forest Programme Facility

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# Preface

The development of collective forest is playing a vital role in promoting China's forestry development and social economic development. Given the gradual establishment of a market economy system, several problems related to property rights of collective forest and unclear farmers' management status have surfaced. In response, the Chinese Government in 2003 issued a Resolution on Accelerating Forest Development. The Resolution laid out an overall plan for property right reform of collective forest and defined the reform as a key component in intensifying the rural reform.

The property right reform of collective forest is now being implemented in the provinces of Fujian, Jiangxi and Zhejiang. While maintaining the land ownership as collective, the forest management right is handed over to farmers allowing them to benefit from the forests as management entities. The result of the reform to date has shown that forestry is attracting more and more attention and stimulating development of a forest industry based on sustainable forest management.

This report presents the results of a research project on Forestry Property Right Reform in the Collective Forest Area of Southern China. The project has been funded by the National Forest Programme Facility (Nfp Facility hosted by FAO) in support of the Chinese nfp process. Based on extensive consultations with various stakeholders, main problems affecting the property right reform of collective forest in southern China are identified, and recommendations to forestry agency and the Government are made.

It is the hope of the Nfp Facility that the report would serve as a useful reference in advancing the property right reform process of collective forest and thus contribute towards a more sustainable forest management in China and globally.



Jerker Thunberg

Manager

National Forest Programme Facility

(hosted by FAO)

# 序

集体林发展在推动中国林业和社会经济发展中发挥了重要作用。随着市场经济体系的逐步建立，与集体林产权相关的一些问题和农民管理地位的不清晰已经浮出水面。2003 年，中共中央、国务院发布了《关于加快林业发展的决定》提出有关集体林产权改革的总体规划和确定改革作为加强农村改革的一个重要组成部分。

福建、浙江和江西省正在开展集体林产权改革，当维护土地的集体所有权时，森林管理权交给农民，允许他们从森林管理实体中获得利益。到目前改革的结果表明森林越来越引起注意并促进基于可持续森林管理的森林工业的发展。

本书论述了中国南方集体林产权改革项目的研究成果。该成果是在国家林业项目基金（由 FAO 管理）的资助下完成的，项目成果用以支持中国国家林业项目进程。该项目是在广泛地征询不同利益相关者的基础上，确定了影响中国南方集体林产权改革的主要问题，并向政府和林业机构提供了政策建议。

国家林业项目基金希望这份报告能够在推进集体林产权改革过程中提供有用的参考，因而有助于中国乃至全球的森林可持续管理。



Jerker Thunberg  
FAO 国家林业项目基金 经理

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## Background

As the very core system in the economy system, property right system is the key endogenous variable that affects resource distribution. Effective property right management can make people form stable expectation in economic activities or trades, thus standardizes people's economic activities, reduces transaction cost, and realizes reasonable distribution and effective utilization of resource. Management entities usually play leading role in forest management, whether managers have enthusiasm or not in forest management is an important factor that affects sustainable forest management. Forestry property right is the precondition that ensures enthusiasm and initiative of management entities in forest management. Since the founding of P. R. China, forestry property right system in collective forest area of southern China has experienced several big changes such as land reform, primary cooperative, high-level cooperative, people's communes and forestry "three stabilizations<sup>①</sup>", and has formed the management model mainly consists of household management, namely over 70% of hilly land is allocated to farmer households. Since 1990s, southern provinces of China started to explore new way to promote development of forestry production, management right of forest land voluntarily was put into the marketing process by farmers, collectively managed lands or contracted hilly lands (privately farmed plots of hilly lands) of farmer households transferred, this transferability of household management model and forest land greatly mobilized production enthusiasm of managers, however, since forestry property right has function of incentive and reallocation — the competing relationship between them left many problems, such as uncertain rights and responsibilities of management entities or mismatch of rights and responsibilities, property rights can not be effectively protected by laws or social regulations, and farmers' benefit can not be guaranteed, etc. In 2003, Fujian Province and Jiangxi Province initiated collective forestry property right reform pilot work with the main content of "clarifying ownership, releasing management right, realizing disposal right and ensuring profit right", but new problems also occurred during the reform, such as incomplete forest transferability system and forest resource evaluation

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① The forestry reform of China in 1980s: stabilization of forest tenure, allocation of part of forest land to farmers for private use, determination of household based production responsibility system.

system, low degree of farmers' organization, incorrect management method of forest farmers, etc. Therefore, designing an innovation plan for strengthening forestry property right reform in southern collective forest area is of important practical significance.

# 1 Objective of the study

## 1.1 Overall objective

Designing an innovation plan which applies to forestry property right reform in southern collective forest area, promoting the realization of sustainable forest management objectives.

## 1.2 Specific objective

(1) Through PRA method, learning property right system allocations in southern China in various periods since the founding of P. R. C and their performance or impact.

(2) Conducting comprehensive investigation and research in representative villages, learning implementation process, characteristics, impact, problems of the new round of collective forestry property right reform, providing sound basis for further strengthening forestry property right reform.

(3) Developing options for the reform of property rights of collective forest in southern China, promoting the realization of objectives of sustainable forest management, and providing useful reference for planning and implementation of collective forestry property right reform in other provinces.

# 2 Study methods

The project applied logic framework of participatory diagnose - participatory planning, and used different methods in the two aspects.

## 2.1 Diagnose methods

Participatory diagnose included the process of confirming study objectives, collecting secondhand data, confirming study method, making study outline, field study, etc. Specific diagnose started with two aspects: information collection and information analysis.

Information collection used PRA (Participatory Rural Assessment) method. The main activities during PRA process included: collection of secondhand materials, participatory group interview, field study, household interview and questionnaire, etc. Dur-

ing the participatory group interview, based on the objective and requirements of the study, 4 groups of village officials, women, men and old people were selected to conduct participatory group interview, and interview questions were particularly emphasized on the characteristics of each group.

## **2.2 Planning methods**

Applied concept of participatory planning, which requested different parties' (technology staff, farmer households and government) participation in the specific planning and designing process, especially attached importance on the active participation and close cooperation of local village officials, women, men and old people, thus adequately learnt different ideas and suggestions, and ensured the scientific and operational plan and measures.

Participatory planning applied common social economic study methods, including: historical data analyzing; factor analyzing; statistical analyzing; comparing analyzing, etc.

# **3 Selection of pilot sites**

## **3.1 Selection of pilot provinces**

Southern collective forest area is the main forest area in China, including Fujian, Jiangxi, Zhejiang, Yunnan and Hunan. In recent years, collective forestry property right reform in these provinces not only effectively mobilized enthusiasm of farmers on investing in afforestation, but also resulted in active promotion of local forestry development and increased farmers' income; in the other aspect, Zhejiang Province initiated collective forestry property right reform rather early and maintained the household contract responsibility system since early 1980s, and accumulated experiences and lessons for collective forestry property right reform conducted in other provinces, and Fujian and Jiangxi are pilot provinces of collective forestry property right system reform in China currently, the key point of collective forestry property right reform in Hunan is payable transferability of forest, timber and forest land, and the process of collective forestry property right reform in Yunnan is rather slow. Therefore, selecting Fujian, Jiangxi, Zhejiang, Hunan and Yunnan as pilot provinces has not only distinct representative, but also significance of demonstration and introduction.

### 3.2 Selection of pilot counties

In general, the selection of pilot counties (municipalities) is based on principles like area representative, resource condition, economic development level, forestry's dependent degree on local social economic development. For example, Zhejiang Province selected three representative counties (municipality), Lin'an Municipality, Pujiang County, and Longyou County as pilot counties (municipality), Fujian Province selected Shaowu Municipality, Nanping Municipality and Yong'an Municipality as pilot counties, Jiangxi Province selected Tonggu County, Suichuan County and Chongyi County as pilot counties, Hunan Province selected Zixing Municipality, Liuyang Municipality and Jingzhou County as pilot counties, Yunnan Province selected Jinggu County, Simoso Municipality and Chuxiong Municipality as pilot counties.

### 3.3 Selection of pilot villages

The selection of pilot villages took full consideration of various factors including area representative, household economic level, correlation degree of forestry and local development, forest resource condition, types and impact of collective forestry property right, and consulted with suggestion of county (municipality) forestry bureau, generally considered its representative, operability and rationality, then selected one pilot village in each pilot county of provinces. In Zhejiang, Lin'an Municipality, Pujiang County, and Longyou County selected Junjian Village, Niaoxi Village and Xikou Village as pilot village respectively; in Fujian, Shaowu Municipality, Nanping Municipality and Yong'an Municipality selected Gaonan Village, Yangcuo Village and Hongtian Village as pilot village respectively; in Jiangxi, Tonggu County, Suichuan County and Chongyi County selected Yongfeng Village, Shangyuan Village and Longgui Village as pilot village respectively; in Hunan, Zixing Municipality, Liuyang Municipality and Jingzhou County selected Kuncun Village, Xinhe Village and Dakai Village as pilot village respectively; in Yunnan, Jinggu County, Simoso Municipality and Chuxiong Municipality selected Dazhai Village of Wengkong Village Committee, Zhengwan Village Three Group and Shangshitouhe Village of Lanjing Village Committee as pilot village respectively.

**The villages, counties and Provinces selected by the project**

Province	County	Village
Zhejiang	Lin'an	Junjian
	Pujiang	Niaoxi
	Longyou	Xikou
Jiangxi	Tonggu	Yongfeng
	Suichuan	Shangyuan
	Chongyi	Longgui
Fujian	Shaowu	Gaonan
	Nanping	Yangcuo
	Yong'an	Hongtian
Hunan	Jinzhou	Dakai
	Zixing	Kuncun
	Liuyang	Xinhe
Yunnan	Jinggu	Dazhai
	Cuiyun	Zhengwan
	Chuxiong	Luanjing

## 4 Study findings

### 4.1 Change history and present status of southern collective forestry property right reform

#### 4.1.1 Change history

Before “three stabilizations” period, the forestry property right systems in five pilot provinces almost experienced same reform process. During “three stabilizations” period, these provinces reflected different features.

The first was Land reform period in early 1950s, which realized the forest land transferability from feudal landowner system to private owner system by farmers. The features of property allocation in this period were as follows: ①The farmers were not only the owner of forest lands and trees, but also the users; ②The farmers had not only the exclusive rights of profiting but also complete right of disposal; ③In the aspect of



protection of property rights, Article 30 of Land Reform Law stipulated to issue certificates of land ownership. The impacts of forestry land property system were: ① Farmers owned land and forest, so production enthusiasm greatly increased; ② Stress of land rent and usury were cancelled, then it was possible for farmers to improve tools and management technology. However, there were some shortcomings: ① Since the productivity of China's rural area was very lagging, there was severe shortage of producing tools, producing materials and funds owned by individual farmers after land reform; ② The separate management with the unit of single household had very weak power and low accumulation rate, thus it could neither resist form various natural disasters during forestry production process nor implement necessary forestry infrastructure development.

The second was primary cooperative period in middle 1950s. It implemented the forest land system that the ownership belonged to the farmers and the management right belonged to the cooperatives. The arrangement of forest properties in this period were: ① The farmers owned the forest lands and trees and the cooperatives owned part of the ownership and the user right, the profit right was divided among owners and the cooperatives, the owners got bonus for forest land, the bonus could only be encashed after the public accumulation funds and public welfare funds were deducted. ② The right of land disposal was reflected in the way that farmers could withdraw from the cooperatives at will, but they were not allowed to rent or sell lands. ③ The disposal right for trees was also constraint, the national government unified the management, harvesting and dissemination of woods. The impacts of the arrangement of forest properties in this period were: ① Broke the limitation of household production, improved production condition of forestry, and gained certain scale economy benefit. ② Beneficial to the unification of vast farmers, avoided polarization, promoted social stability. Therefore, this was a property system that compromised both impact and equity. The existent problems were: ① during the process that farmers converted the lands and forests into money and participate in the cooperatives, there was a usual phenomenon that converting price was quite low, thus harming the benefit of individual farmers. ② Since the forest land could not be rented and sold, it was not beneficial to the rational transferability and optimizing allocation of forest land resource.

The third was high-level cooperatives and people's communes period from late 1950s to late 1970s. The forest land property system had transferred from owned by farmers and managed by cooperatives to owned and managed by collective. The arrangement of forest properties in this period were: ① Ownership, user right, profiting right