

Survey on the Peasants' Will of Forest Land Transfer in the Reform of Collective Forest Right System

—On the Case of 180 Peasant Households in Lishui City of Zhejiang Province

LI Zhi *

School of Economics and Management, Beijing Forestry University, Beijing 100083, China

Abstract Taking sample survey in the eighteen villages of Yunhe, Longquan and Qingyuan County of Lishui City of Zhejiang Province, the results show that the forest land transfer of sample peasants is mainly transfer-out, the private treaty of forest land transfer is the main pattern of most peasant households, forest right trading market hasn't got wide approval in peasants, peasants' dependence on land is reducing, and so on. Through analysis, the reasons of influent transfer of forest land include peasant's subjective will, less type of transfer objects, dull information communication, big difference of expected price and imperfect development of intermediary organization. In order to promote a healthy development of forest land transfer, the paper puts forward proposals of strengthening policy publicity, improving system, identifying property right, pushing variety of transfer types, developing forest land market, cultivating subject of market and so on.

Key words Reform of forest right system, Transfer of forest land, Intermediary organization, Property right, China

As one of the three aspects of forest reform^[1], the reform of collective forest right system is the fundamental measure to solve the forestry development driven mechanism and being widely concerned. The Tenth File from central government in 2008 puts forward "21 items of collective forest right system". In 2009, the central forestry conference makes a full arrangement about pushing collective forest right system for the first time. The two basic targets, ecology protection and benefits to peasants, are the starting point and the objective of reform. In January, 2010, Jia Zhibang puts forward five suggestions of deepening forest right include pushing forest right transfer, forest resources transfer and forest right collateral loan^[2]. Zhao Wei *et al.* point out that the developmental target of forest right transfer market system is establishing a networked market system with the forest products future transaction market as the guide, forest land property transfer market and forestry trees market as fundament and forest right mortgage market as supplement^[3]. Yuan Zhiqiang considers that, in this stage, our forest right transfer should establish long-acting innovative mechanism by taking prior of insisting ecological benefits, improving the rule of subject of forest right transfer and clear the forest right transfer object and strengthening supervision of forest right transfer and so on^[4]. Cao Zutao puts forward to decreasing restrictions, enhancing forest right liquidity, scientifically determining the transfer scope, establishing perfect forest right property evaluation, guaranteeing autonomous control of transfer benefit and so on^[5]. Bai Kejun *et al.* from the angle of government, emphasize that we should realize responsibility, coordinate mutually and well serve the forest right transfer so as to open the forest right transfer, establish platform of forest right transfer and striking speculation of forest land^[6]. Sheng Wanyu

et al. think that supervision of collective forest right transfer is strengthened from four aspects including ruling forest right audit system, improving forestry resource property evaluation system, improving forest right transfer contract system and reforming archives administration of forestry resource^[7].

The reform of collective forest right system is a significant revolution of rural management system and another time of liberation of rural productivity. It enriches and develops rural management system and has a new epoch connotation. It is a vivid practice of putting scientific development perspective into effect and a effective measure of tackling financial crisis^[8]. So that, quantitative analysis of forest land transfer objectively reflects peasant's willingness, driven force and constraint after forest land transfer. It can provide data support for relevant research.

1 Data resource and research method

1.1 Data resource Random selecting 180 peasant households samples from Yunhe, Longquan and Qingyuan County of Lishui City of Zhejiang Province. Among them, the total amount of transfer households is 133, taking up 73.8%, outflow households are 111 (including two households who are in both sides), taking up 83.46% of transfer households. Inflow households are 22 (including two households who are in both sides), taking up 16.45% of transfer households. Non-transfer households are 47, taking up 26.2% of the total amount.

1.2 Research method Questionnaire survey and quantitative analysis.

2 Results and analysis

2.1 The situation of forest land transfer sample peasant households The forest land transfer of sample peasant households are mainly transfer-out. Since 1984, the area of forest land transfer of sample households is 540.72 hm², taking up 48.25% of the total area of forest land. The transfer-in area

is 33.33 hm², and the transfer-out area is 507.39 hm². Volume of transfer business is 108 500 yuan, transfer-in volume of business is 105 500, taking up 97.24% of the total. The peasants often select to make private treaty with the peasant households in the same village or other households. In transfer-in case, the transfer-out part is confined to peasants household in the same village, other households and other parties, there are still not any transactions with forestry enterprises and merchants. However, in transfer-out cases, there are some transactions with forestry companies. It shows that there comes out the cooperative mode of households + forestry company in forest land transfer (Fig. 1).

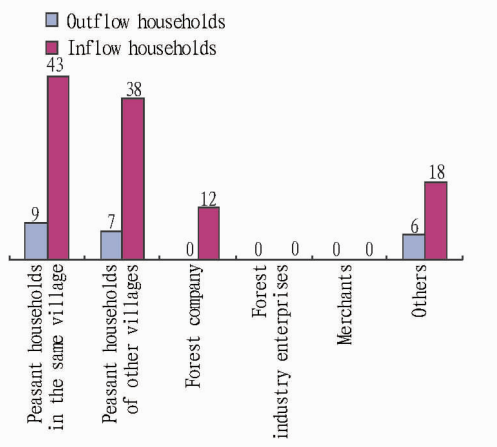


Fig. 1 Land transfer objects of sample peasants

Among the 133 transfer households, only 4% transfer households do transactions in forest right trading market (Fig. 2). It states that forest right trading market hasn't obtained wide approval from transfer peasant households and hasn't shown its effect. It can be confirmed by survey of transaction of peasant households transfer: Only 31.67% of the peasant households

know the forest right trading market, and the households who have been to the market is less, only taking up 17.22% of the surveyed peasant households.

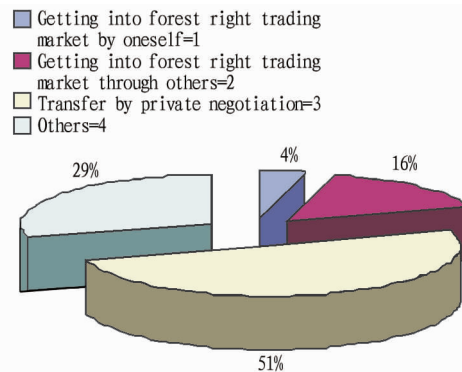


Fig. 2 Transaction means of forest land transfer of sample peasants

2.2 The forest land transfer willingness of sample peasant household The research reveals that, among the 180 sample households, the households who are willing to transfer out takes up 60%, larger than those willing to transfer in. The transfer willingness of households in research area mainly takes transfer out. In the willing-to-transfer-in households, those who are willing to transfer in again takes up 63.6%, less than those who are willing to transfer out again in the willing-to-transfer-out households(70%). It states that, in the research area, transfer willingness takes transfer out as the principal, the households' dependence to land reveals a reduction trend. Among the non-transfer households, those who are willing to transfer out takes up 31.9%, larger than those who are willing to transfer in(21.3%), it states that, in the research area, the willingness of non-transfer households takes transfer out as principle, the households' dependence to land reveals a reduction trend in the same.

Table 1 Transfer will of sample peasants

Indicator Type	Specific Indicator	Frequency//Households	Percent//%
Be willing to transfer in	Transfer-in peasant households willing to transfer in again	14	63.6
	Non-transfer peasants households willing to transfer in	10	21.3
	Total amount of peasant households willing to transfer in	24	13.3
Be willing to transfer out	Transfer-out peasant households willing to transfer out again	93	70
	Non-transfer peasant households willing to transfer out	15	31.9
	Total amount of peasants households willing to transfer out	108	60

2.3 The driven factors of forest land transfer The survey of 24 households who are willing to transfer in shows that income increment is the most important factor, takes up 83.3%. Scale merit, investment and added value of forest land are also relatively higher, but still much less that income increment. The survey of 108 households who are willing to transfer out shows that, the most important factor which promotes transfer out is hard forestry management, secondly is workforce shortage and high risk of forestry, the three factors take up 85% of the total.

3 The problems in the process of forest land transfer

3.1 Subjective willingness of peasant households The

survey of transfer out market reveals that 43% of the peasant households consider that the transfer-out price of forestry land is too low, the benefit of managing forestry is higher; 38% of the peasant households do not know the policy, they don't know if the forest land can be transferred out. They worry about the forest land couldn't transfer out or couldn't transfer back if want at some time; 19% of the households are influenced by the traditional thoughts, they have dependence to the forest land and don't want to transfer out. The survey of transfer in market reveals that 18% of the households think managing forest land is not good and don't want to enlarge forest land area; 6% of the peasants households think that the transfer-out price is too high; and 3% of the households worry about guarantee

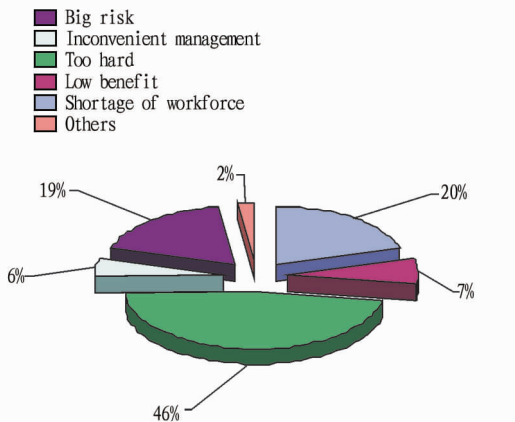


Fig. 3 Driving factors of peasants who are willing to transfer out

of benefit after contracting others' forest land. It states that, currently, peasant households don't know the relevant policies of forest right reform, marketization of forestry economics is not very high, and the transfer price can't meet both side of the transaction.

3.2 The types of transfer object is few, communication is not smooth The transfer objects of 80%–90% of the peasants households are confined to peasant households, few of them are forest industrial enterprises, forestry companies or other main parts of the market. It leads to small scale and low efficiency of forest land transfer. However, the survey shows that incomprehension of relevant policies and non-smoothness of information communication make peasant households worried. It also reflects the policy publicity from forestry administration department on forest land transfer is not enough.

3.3 The expected supply and demand price spread is large The peasants in forest area have the thoughts of "Anyone living on a mountain lived off the mountain". They put their hope of family income on the forest transfer, so the expected transfer price is relatively high. Nearly 43% of the transfer-out peasant households think that the transfer price of forest land is too low and restricts income increment seriously. However, the forest land transfer-in households generally think the price is too high and they don't want to invest manpower and material resources. The price contradiction from supply side and demand side influences normal operation of forest land transfer.

3.4 Imperfection of intermediary organization In the forest land transfer, the relevant laws and regulations specific to intermediary organization is immature and couldn't express its effects. And the relatively complication of procedure and process from intermediary organization causes private deal or transaction through others. In addition, complication of procedure makes many separate management households don't want to transfer forest land. These problems are caused by imperfection of intermediary organization in a large part.

4 Countermeasures and suggestions on promoting forest land transfer

4.1 Enhancing policy publicity and improving systems

The government should enhance policies and laws publicity,

promote forest land transfer, guide junior management and peasant households to correctly know forest land transfer, make them recognize the significance and necessity of forest land transfer, further clear that the forest land transfer is the continuation and improvement of family contract for the managerial right system and the fundamental method to optimize forest resource under the market economy, promote urbanization of rural areas, transfer rural surplus workforce gradually and increase peasant's income. The administration department should also stabilize contractorship of rural forest land, well work on the boundary settlement of forest land, registration, record in computer and certificate issued, strengthen registration management, standardize the forest land transfer contract. And actively explore and establish forest land transfer management which is suitable for regional characteristics.

4.2 Clearing property right belonging Through clearing property right belonging of rural forest land, we can make it suit for peasant's increasing land property right consciousness and avoid large scale dispute of forest land right. Re-clear collective concept through constitutional law, perform personification subject and rights of collective right, give the peasant households long-term and stable using right of forest land, clear quality of contacting forest land and further clear peasant's right on transfer on forest land contacting and managing right through laws.

4.3 Promoting diversification of transfer forms The first is government-led type. All the levels of government should express the leading role, make the forest land transfer centralization and give to enterprises to develop and manage. The second is village organization. The village committee can sign land farmout agreement with peasants, make the land using right centralize in village to form a centralized forest land to transfer-out together, the forestry department and town and village government mainly take the guidance and directive function.

4.4 Developing forest land market, cultivating main part of market Accelerate cultivation of rural forest land transfer market, enlarge market effect in forest land transfer. According to the market price, guarantee peasants to achieve reasonable economic compensation through transfer. Summarize developing mode of intermediary service organization, explore the systems suitable for each region, establish platform of information communication and organization service for peasants households who need to go ahead with forest land transfer. The village-level organizations should express their strength and actively participate in intermediary service organization. Some regions can try to found some enterprises which specialize in managing forest land right. Develop locomotive forestry enterprises and support forestry production, provide them policies support and professional guidance, enlarge forestry scale management and increase demand of transfer-in forest land.

5 Conclusion

Lishui City of Zhejiang Province is the earliest region which starts reform of collective forest right system. Specific to the existing bottleneck of the forest land transfer, the government should enhance policy publicity and standardize forest land transfer market, make peasant households recognize the basic

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source sharing, reducing error, and speeding up information collection, to provide a brand-new platform for health department to properly plan, adjust and rapidly make decisions for overall medical and human resources. For instance, in 2009, Nanning City of Guangxi implemented informatization management of NCMS, completed the construction of NCMS information management system at county level and information management platform at city level, as well as interconnection of networks in counties and towns. The NCMS management office can implement real-time supervision and management of participating farmers' reimbursement for medical expense. This can realize "standardization of management, transparency of supervision, and automation of statistical reporting", lift management level of appointed medical institutions, and further improve quality and level of NCMS service.

3.5 Strengthen organizational construction to reinforce fund management It is required to strengthen construction of management organization and supervision of appointed medical institutions and NCMS fund, to ensure security and normal use of fund. First, it is proposed to standardize the medical service supply, perfect mechanism for selection of appointed medical institutions, and strengthen standardized management of medical practice. Second, we should make clear rights and obligations of hospital, patient and payer, to establish a mutual restriction relation. Thirdly, it is proposed to perfect basic medicine list and establish special window for reimbursement compensation at clinical hall of appointed medical institutions. After patients leaving hospital, the settlement and reimbursement of medical expenses can be checked on line and cashed on site. Fourthly, medical and health management authorities should perform their functions, regularly go to counties, towns and villages to take spot check, inspect routine work of NCMS, strengthen business management of medical institutions, and play a role of mediator between patient and hospital on principle of openness and fairness. Fifthly, it is required to establish effective mechanism for expense control, properly regulate farmers' flow of seeking medical treatment, raise the proportion of persons seeking medical treatment at appointed medical institutions below the county level, and directly reduce or exempt medical expenses at city or provincial medical institutions, so

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procedure of transfer and establish platform of information communication for the peasant households who need to transfer forest land, so as to push forward the reform of collective forest right smoothly.

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as to facilitate farmers' seeking medical treatment and reduce workload of handling organizations. Sixthly, we advocate the method of government purchasing medical security service, explore and entrust qualified commercial insurance companies to handle various medical security management service, and enhance commercial insurance companies to participate in NCMS and improve the ability to ward off risks.

3.6 Open up fund-raising channels to perfect legal system

3.6.1 Open up fund-raising channels. Firstly, we should actively encourage and guide investment of collective fund and social fund at the same time of enhancing government and financial support. When issuing formal documents, we can allow township enterprises to disburse expenses of NCMS investment before taxation, or deduct or exempt certain amount for enterprises, to raise their enthusiasm for participation in NCMS investment. Secondly, we should actively explore operation mechanism for multi-level fund raising and compensation in participating farmers, to satisfy demands of farmers with different income level.

3.6.2 Perfect legal system. It is required to regulate administration of government and handling organizations by making laws, to constantly improve their management ability and raise management efficiency. Besides, we should safeguard benefits of government, hospital and farmers in NCMS, and bring into full play coordination and balance mechanism of legal system, to really maintain the fairness of NCMS. Finally, it is hoped to achieve the goal of "there being laws to abide by, and ensure that law breakers be prosecuted" for NCMS, and realize effective operation of NCMS. These play an irreplaceable role in promoting healthy and orderly development of NCMS and building a harmonious society.

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