

Land Management Measures and Practices on Supporting Poor People out of Poverty in China

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Key words: Poverty Alleviation, Land Policy

SUMMARY

In China most of poor population are in the Midwest rural areas ,where infrastructure construction lag, the low level of public service and self development ability is weak, the natural conditions are harsh .In order to eliminate poverty, improve people's livelihood, the Chinese government decided to lift 55 million poor people under the current poverty line out of poverty by 2020, and put forward some implementation strategy. One of the strategy is "Change of Relocation for Poverty Alleviation". Within five years, nearly 10 million poor people will gradually move to a new place to settle down, land is the precondition of the initiative. The purpose of the paper is to improve the land management incentive policies and operational mechanisms, and strive to solve the problem of poverty alleviation - land demand, funding shortages, infrastructure, ecological protection, etc. Through the analysis, the results indicate that: (1) The reform of land management policy in China is mainly focused on the adjustment of land use planning, land use control policy, the implementation of land renovation project, the policy of cultivated land protection and so on. (2) To implement and verify the content of the reform through the following three tasks: one is to revise the land planning and planning control index, the second is the implementation of land consolidation and reclamation and land adjustment, the thirdly is advancing the new countryside construction and land for industrial development. It is concluded that from the current practice, (1) Government performance and public service quality effectively improve. (2)More and more social forces were attracted to participate in public affairs broadly, is engaged in the planning control index trading, rural construction, rural industry production operation. (3)At the same time, the rural collective economic organization autonomy get to grow.

中文摘要

中国贫困人口规模大、程度深，大部分身处中西部农村地区，普遍存在基础设施建设滞后、公共服务水平较低、自我发展能力较弱、自然条件较为恶劣等问题。为了消除贫困、改善民生，中国政府决定到 2020 年让现行标准下的 5500 万贫困人群实现脱贫，并提出了若干实施方略，“易地扶贫搬迁”正是其中之一。五年内，近 1000 万贫困人群将逐步搬迁到新的地方安家落户，土地是这一举措的先决条件。研究目的：完善土地管理激励政策和运行机制，力求解决脱贫进程中的用地需求、资金短缺、基础建设、生态保护等难题。研究结果：（1）中国土地管理政策的改革重点是：土地利用规划调整、土地用途管控政策、土地整治工程项目实施、耕地保护政策等，（2）上述改革内容通过以下三项工作实施并验证：一是开展规划调整完善与规划控制指标调整，二是实施土地整治和地块调换，三是推进新村居住区建设以及产业用地开发。研究结论：从目前实践情况来看，（1）政府绩效和公共服务品质得到有效提升；（2）吸引了社会力量广泛参与到公共事务中来，从事规划控制指标交易、新居建设、农村产业生产运营等工作，市场活力得到激发。（3）同时，农村集体经济组织自治得到发展壮大。

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In 2020, we will ensure, as per the present standards, realization of relief from poverty by the poor population who are kept on file without worry about food and clothing and with compulsory education, basic medical care and housing safety guaranteed, removal of stigma of poverty by 128,000 poor villages put on file one after another, removal of stigma of poverty by all of the 832 impoverished counties, and solution of issues of regional poverty as a whole. Most of the poor people are living in zone-counties and key counties of poverty-relief and development at national level outside zones of 14 concentrated and linked destitute regions in Wumeng Mountains and Luoxiao Mountains.

1. SITUATION AND NEEDS FACING POVERTY RELIEF BY POPULATION IN POVERTY

1.1 Situation of uphill battle for poverty relief

1.1.1 Pervasive and deep impoverishment.

So far, there are up to 13 districts and counties involved in the region of Wumeng Mountains in Sichuan province, including 12 key counties of poverty-relief and development at national level and 9 autonomous counties of minority nationalities. By the end of 2015, there were totally 1817 impoverished villages, accounting for 15.8% of all impoverished villages in Sichuan province; and 427,000 rural population in poverty at poverty incidence of 10.9%, with 5.1 percentage points higher than the provincial average.

1.1.2 Underdeveloped infrastructure construction

Issues such as shortage of main roads within areas, imperfect internal traffic network, low-grade arterial highways at national and provincial levels, a number of dead end highways in counties and townships, poor accessibility of rural highways and difficult traffic in remote mountainous areas stand out. 13 counties have no motorways; 9 counties have not constructed high-grade highways at grade II or higher; 1532 villages have built neither asphalt nor cement roads; water conservancy facilities are poorly constructed; effectively irrigated area accounts for 30.5% of farmland; issues such as insufficient and expensive electricity consumption in some regions have not been solved.

1.1.3 Low-level public services.

There is a relatively great gap between urban and rural basic public service levels; educational infrastructure lags behind with shortage of teachers; the medical and health care system at county, township and village levels is imperfect with shortage of health resources, with only 26.3 medical beds and 44.3 technical personnel for health care per 10,000 persons; 4789 natural villages have neither radio nor television broadcasting.

1.1.4 Fairly weak self-development.

The region of Wumeng Mountains has a rather low level of economic and social development with local GDP per capita representing 27.2% of the national level; due to weak local finance, fiscal expenditure mostly depends on superior transfer payment. There is a lack of industries with special advantages with limited and weak approaches for the farmers to increase their incomes and make fortune, and up to 8.6% of the labor force in rural areas is illiterates and semi-illiterates with poor regional self-development. The impoverished population in the regions where there is no way of supporting the inhabitants reaches 1.2 million, necessitating further relocation in other places.

1.1.5 Arduous task of uphill battle for poverty relief.

During the period of the “13th Five-Year Plan”, Sichuan province should complete a daunting task of poverty relief for 3.8 million impoverished population in rural areas, withdrawal of 11501 villages in poverty and removal of the stigma of poverty capping 88 counties in poverty. As per the general planning by the provincial government, 109,700 persons will go through poverty reduction, and 385 poor villages will withdraw in 13 counties of the region of Wumeng Mountains in Sichuan province in 2016.

1.2 Difficulties and needs ahead

1.2.1 Great stress on land use security

Due to recent fast industrialization and urbanization as well as vigorous promotion of construction of livelihood-related infrastructure, the demand for land by 4 cities and prefectures and 13 counties in the region of Wumeng Mountains in Sichuan province has been on a sustained rise, the land quota is highly low, the overall scale of newly increased construction land has been highly limited, and certain cities and counties have had no room for newly increased scale, resulting in rather difficult guarantee of land use by major infrastructure and key industrial projects.

1.2.2 Reaching the standards for farmland supplement with difficulty

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With gradually tightening up the system of cultivated land requisition-compensation balance, the quantity balance as “making an equivalent supplement for occupation in terms of quantity” in the past is gradually changed to balance of quantity, quality and geographic type for “making an equivalent supplement for occupation in terms of quality”. Since the cultivated land in the region of Wumeng Mountains is not at a high grade as a whole, it is hard for the supplementary cultivated land to match up to the occupied farmland in terms of quality, it is difficult for so many poverty relief programs to be carried out. In the meantime, it is highly difficult to develop backup resources for the cultivated land in the region of Wumeng Mountains with increasing jump of costs for development and lack of local financial supporting capacity.

1.2.3 Highly difficult coordination of interests

Since the region of Wumeng Mountains is located in the area with multiple and complex interests covering impoverished regions, regions of minority nationalities and remote mountainous regions, the social and economic development fairly lags behind with rather heavy tasks of geographic relocation and ecological poverty alleviation. However, in the course of relocation, ecological conversion of farmland to forest and grassland, etc., many sensitive issues such as homestead consolidation and redistribution and readjustment of contracted land and homestead are involved with rather considerable mass interest demands and fairly difficult interest coordination. Due to lack of clear-cut and integrated system basis for the local government as well as authorities related in the course of implementation, in case of inappropriate handling, it is liable to affect social stability at grassroots level.

2. SUPPORTING LAND MANAGEMENT MEASURES FOR UPHILL BATTLE FOR POVERTY RELIEF

2.1 Preferential policies on land use.

Policies are implemented in a comprehensive manner in terms of land planning, protection for farmland, examination and approval for land use as well as reduction and exemption of taxes and other charges so as to stimulate the initiative of local governments and enterprises which use land.

2.1.1 Reduction and exemption of taxes and other charges

Where new produce saving index and use saving index are established within the whole province, and the area of a newly constructed relocation site occupying farmland does not exceed rehabilitated area, no tax for farmland occupation shall be levied, neither additional fee nor charge for cultivated land consolidation shall be paid.

2.1.2 Scale space

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The newly constructed lot for application of saving index increase and decrease linked relocation land may be arranged in the conditional construction area specified by the general plan for land use with simultaneous transfer of planned space and link of cultivated land reserve and reduction of basic farmland area after examination of use of saving index.

2.1.3 Balance between requisition and compensation

Referring to the collective construction land in rural area above 25° (including land unused), which is changed to garden or woodland via land consolidation, no requisition-compensation balance management shall be included.

2.1.4 Antecedent land use

In reference to the land for resettlement specified by the provincial 13th “Five-year Plan” for Implementation of Relocation of Poverty Relief, antecedent land use shall be implemented in the light of the key projects at national and provincial levels. For example, in the impoverished areas of Sichuan province where there are poor traffic infrastructure and abundant water resource which is poorly used, projects of construction of roads such as highways and trunk lines at national and provincial level and construction of water infrastructure are integrated into poverty relief programs and policies on security of special land are implemented.

2.2 Innovation of policies on funds

Allow circulated use within the province with implementation of separate management of the projects of construction of new rural areas and land arrangement.

2.2.1 Further specification of trading methods of market-orientation of saving index,

The index shall be circulated by area and rating, and in an open, fair, paid, market-oriented manner under the government’s guidance;

2.2.2 As per rules, the saving index linked to the increase or decrease shall be used for the land for operational projects

Land shall be supplied by bidding, auction and listing to increase the land value-added income;

2.2.3 Establishment of saving index price

Based on factors as status of implementation of programs linked to the increase or decrease, income from land transfer and market expectation in different places since 2009, the standard provincial

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price at RMB 150,000 per mu for saving index transaction is calculated and determined and RMB 180,000 per mu after circulation to the regions with fairly sound economic development;

2.2.4 Setting up an integrated on-line trading platform

The provincial “the increase- or decrease-linked saving index on-line circulation trading platform” has been put into use. Information relating to the increase- or decrease-linked index is published and relevant trading is conducted via the trading platform to ensure publication of the norms;

2.2.5 Income from saving index circulation trading is planned by the province as a whole

As per the design concept of provincial integrated loaning and repayment of poverty relief and relocation fund, where construction land is transferred with the use of the increase- or decrease-linked saving index, the income from saving index circulation trading is allocated from the land transfer fund collected by the government in the location of land transfer at guiding price and simultaneously allocated to the account of treasury at the provincial level totally for supporting poverty relief relocation in other places.

2.3 Supporting land projects

Supporting the implementation of key projects of land consolidation in linked areas of Wumeng Mountains in Sichuan. Newly added farmland index is retained in Sichuan province for support of the development of impoverished areas. In poverty-stricken regions, the key engineering projects of land consolidation are carried out simultaneously with the project linked to the increase or decrease of rural and urban construction land in combination with land index relocation trading to increase the financial revenue of local governments.

3. IMPLEMENTATION OF THE UPHILL BATTLE FOR POVERTY RELIEF IN THE REGIONS OF WUMENG MOUNTAINS

The region of Wumeng Mountains is the concentrated and linked areas with special difficulties in Wumeng Mountains. The administrative division covers Yunnan, Guizhou and Sichuan provinces as one of the main battlefield for the new round of the national crucial battle for poverty relief and development. It includes 13 counties of Sichuan province, 10 counties (cities and districts) of Guizhou province and 15 counties (cities and districts) of Yunnan province and covers old revolutionary base areas, ethnic minority areas, remote mountainous areas and poverty-stricken areas as an linked destitute area where the population in poverty is extensively distributed and people of minority nationalities are concentrated. The authority of land and resources has solved four major problems including demand for land, insufficient funds, infrastructure construction as well as prevention and control of geological disasters.

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3.1 Persistent preferential policies to impoverished areas in terms of land use plan so as to solve issues concerning land demand for uphill battle for poverty relief.

3.1.1 Arrangement with priority of land for livelihood in impoverished areas and focus on protection of land for infrastructure and industries

In 2014 and 2015, a total of construction land of 8772.46 hectares in four cities and 13 counties of the region of Wumeng Mountains was approved with special guarantee of a batch of key national projects as Xiluodu Hydropower Station along Jinsha River and Luogu Hydropower Station along Xixi River in Liangshan Prefecture. The land of 100 hectares is used for construction of Mosuo Homeland in Liangshan Prefecture, 151 hectares is used for construction of the section of national highway 227 within the territory of Liangshan Prefecture; 338.74 mu is allocated for 4 poverty relief projects of Muchuan county in Leshan; 20.551 hectares is allocated for construction of key projects of five enterprises including the washery in Mabian County so as to effectively meet the demand for construction land for poverty relief industries and projects of livelihood and infrastructure in impoverished areas.

3.1.2 Special award for land use index is granted to key counties for poverty relief and development and impoverished counties in the region of Wumeng Mountain determined by the national authority

Each county annually allocates 300 mu as special index for land used for poverty relief to ensure demand for poverty relief land .

3.1.3 Inclination of the increase- or decrease-linked index for urban and rural construction land to impoverished areas for relocation support

Guizhou province allocated 740 hectares and 667 hectares of land as the increase- or decrease-linked index to Zunyi City and Bijie City respectively for poverty relief relocation. Sichuan province allocated 342 hectares, 19.7 hectares, 280 hectares and 311 hectares respectively to Yibin City, Leshan City, Luzhou City and Liangshan Prefecture as the increase- or decrease-linked index for poverty-stricken areas, which, based on calculation, can meet the demand for the relocation land for 51618 people in Liangshan Prefecture, 3332 people in Pinshan County of Yibin City, 14484 people in Luzhou City and 1780 people in Muchuan County of Leshan City in poverty who are put on file in 2016.

3.2 Promotion of innovation mechanism for supplementary farmland for requisition-compensation balance and regional index trading so as to solve the shortage of construction funds for poverty relief in impoverished areas.

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3.2.1 The project of separate selection of location carries out self-supplement of cultivated land to increase local financial revenue

Based on integrated arrangement by the provincial people's government, the work of requisition-compensation balance in the cultivated land of the project of separate selection of location in 13 impoverished counties in Yi Region of large and small Liangshan Mountains is carried out by the local government with exemption from of charge for cultivated land consolidation by the superior government to increase financial revenue for the governments in impoverished areas.

3.2.2 Exploration of provincial circulation of the index for the region of Wumeng Mountains to increase income from index trading

In order to solve the issue of "Where-is-the-money" for uphill battle for poverty relief by poverty-stricken areas and allow the circulation of the increase- or decrease- linked saving index within the province by the areas of poverty relief and development, Chengdu Hi-tech Zone will buy the land of 300 hectares as the increase- or decrease-linked index from Bazhong City at the rate of RMB 295,000 per mu to make a profit of RMB 1.3 billion.

3.2.3 Persistent combination of land consolidation and uphill battle for poverty relief in rural areas so as to solve issues of infrastructure in poverty-stricken rural areas

Inclination of land consolidation projects to poverty-stricken areas to improve local conditions for production and livelihood. By combining the construction of happy, beautiful and new villages and Yijia Xinzhai in the region of Wumeng Mountains, the competent department of Sichuan province optimizes the arrangement of land consolidation programs as a whole to carry out integrated consolidation of the farmland, water, road, forest and village in a poverty-stricken area. In 2015, up to RMB 740 billion was allocated as funds for the project of land consolidation in the region of Wumeng Mountains with a total of 56,000 mu land constructed. Take two poverty-stricken counties at national level in Luzhou City for example. Since 2014, counties of Xuyong and Gulin totally invested RMB 390 million as funds for land consolidation, implemented 29 land consolidation projects, constructed 274,000 mu of prime farmland as per high standards, added 29,200 mu of cultivated land, built 1063 kilometers of field roads and 542 kilometers of ditches so as to greatly improve the construction of infrastructure in impoverished areas and make a great contribution to improving agricultural modernization and the farmers' living conditions.

3.2.4 Strengthening construction of the geo-disaster system so as to solve the issue concerning prevention and control of geo-disasters which have long been a threat to security of lives and properties of the masses in poverty-stricken areas

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First, greatly strengthening financial investment in the integrated prevention and control system in impoverished areas to take preventative measures to avoid new risks. Since 2014, Sichuan province allocated RMB 635 million to the region of Wumeng Mountains as subsidies for integrated prevention and control of geologic hazards to carry out construction of the system of monitoring, early warning, prevention, control and emergency. Besides, it carried out 62 crucial geological disaster management projects, 58 hazard removal projects and 2 comprehensive improvement projects. Second, promoting regional resident relocation in areas stricken by geologic hazards to conduct active avoidance to ensure the safety of lives of the masses. Sichuan province allocated RMB 253 million as subsidies at central government and provincial levels for organizing and implementing relocation of 7732 households in the region of Wumeng Mountains so as to enable the masses in the areas stricken by geologic hazards to avoid hazards successfully prior to the disasters. On July 13, 2015, due to timely early warning on torrential flood and debris flow in Shita Ditch of Dashi Township in Xuyong County and active avoidance, a casualty of 26 persons of five households which might have been caused by the disaster was successfully avoided.

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Lillie Tanli, senior engineer, has dedicated to the study of land readjustment and land policy, used to be responsible for college and university's land area indicators research of China ,has published more than 10 first-author papers.

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