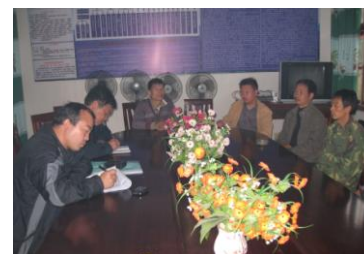


Supporting policy, legal and institutional frameworks  
for the reform of forest tenure in China's collective  
forests and promoting knowledge exchange

GCP/CPR/038/EC Working Paper: WP – 033 - E

# Policy Assessment and Pilot Application of Participatory Forest Management in Guizhou Province



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**Comments and feedback are welcome.**

# **Policy Assessment and Pilot Application of Participatory Forest Management in Guizhou Province**

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**State Forestry Administration of China  
Food and Agriculture Organization of the United Nations**

**Rome, 2012**

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# **1. Introduction**

The introduction of this report provides an overview of a historical and current context of participatory forest resource management in China, followed by a literature review, the prevailing issues and approaches in current faces.

## **1.1 Overview**

The forest is not only an important timber resource, but also provides rich non-wood forest products. It is an important revenue and income source for farmers, it is also the key to protect and guard the ecological environment. Years of practice proved that, in order to achieve the goal of sustainable development of forest resources, it is needed to take all effective measures, and all social forces has to be mobilized actively. The study results also showed that, in order to promote forest farmers to participate in forest management sustainably and effectively, there are two aspects need to be strived: (1) continuously improving the forest management policies, eliminating the barriers that limit the participation of forest farmers, and stimulating forest farmers' participation using various incentive programs; (2) taking effective measures to increase the capacity of forest farmers in forest management.

China has experienced several changes in forestry policies, which include the private ownership of forest and timber before liberation, the reform of land ownership after liberation, the collective ownership, the “people’s Commune”, the “Policy for stabilizing mountain right and forest right, delineating hilly land allocated for private use, and determining forestry production responsibility” policy of mountainous forestry (which stabilized the mountain and forest tenure system, distributed the large mountain land tenures private owned previously, and established a responsibility system for production), individual household operations, and also the reform of collective forest tenure. These changes of policies has developed different forms of forest ownership, production methods and management modes through times, which created a profound impact on today’s forest management. After the liberation in particular, frequent changes were made to the forestry polices, collective forest tenure arrangements and management modes, which resulted unaccountable state forestry policies and erratic ownership of forest land and timber. The collective forest tenure system reform, began in 2006, emphasized on unleashing forest farmers’ rights of using forest land, issuing certificates of private ownership for forest tenures, correspondingly establishing the supportive policies and measures to consolidate the achievements of forestry reform, and further promoting forest farmers’ sustainable participation in forest management. In order to understand the influence of current policies towards forest management and forest farmers, it is necessary to diagnose and identify

the existing problems within current forestry policies, to promote forest farmers' participation in making suggestions on forest development, further to establish and refine the forestry policies. Thus, it is also necessary to carry out a participatory assessment on current forestry policies and operation.

The preparation of participatory forest management plan is considered as an effective measure to sustainably integrate the available forest resources with the needs of governments and forest farmers, the two main entities in forest management. It closely integrates both top-down and the bottom-up management approaches, and adopts in the participatory approach in the preparation of forest management plan to be implemented in the years to come. Through the participatory preparation of forest management plan, the dominant position of forest farmers' can be fully reflected and respected, and also results the improvement of forest farmers' participation degrees and management abilities in forest management. Through the configuration of all available resources, the farmers' benefits can be maximized; demands can be fulfilled, and a win-win situation, for both the state and forest farmers, can be achieved in forest management.

In complying of the requirements of FAO and Beijing Project Office, the Guizhou project team has carried out a participatory assessment on forest management policies, and a series of trainings on the participatory preparation of the forest management plan. The assessment and trainings were taking places in two villages in Jinping County, Guizhou Province.

## **1.2 Literature review**

The participatory approach has been in China from early stages. In late 1980s, the participatory concept was introduced to forestry management activities in Southwest China, and a number of new terms have emerged as well, such as participatory forestry, participatory forest management, community forestry and social forestry.

The participatory forest management is defined as a behavior, which non-governmental organizations and individual citizens actively participate in the forest resource management, without coercion of administrative or legal approaches. The participatory forest management contains two basic characteristics: non-governmental and non-mandatory.

Participatory forest management is different from the traditional forest management in a few aspects; participatory principal, participatory methods, organizational forms, benefit allocation mechanism, management measures, and relationships between governments and community publics.

There are some preconditions in practicing the forest resource community management, which include to protect and to cultivate the forest resources, and to only operate under the framework allowed by the governments and the laws. The forest resource community management shall avoid



administrative intervention, political achievement markers, and other unnecessary interventions, in order to truly realize the goal of independent and autonomous management by the community residents.

Currently, China's participatory forest management is mainly applied in international aid projects, practices of relevant institutions and researches of relevant scholars. The participatory approach is specifically embodied in the practice and exploration of international aid projects, projects of converting farmlands into forests, forest resource management and protection, reforestation and afforestation quality management, the reform of the collective forest tenure system and the forest farmer cooperative organizations.

The strengths and effectiveness of participatory forest management are mainly reflected in promoting natural resource protection and coordinating the development of socio-economic. This includes accelerating the conversion of traditional concepts, whilst applying local knowledge and technologies, improving self-development capacity of the communities, improving scientific process and quality of forestry decision making, mobilizing the community residents to participate in the forest management activities and, thus promoting the process of political democracy in rural areas. Equally important to this process is improving the relationship between the government sector and the community. This includes overcoming the information asymmetry and distortion, improving the effectiveness of policy implementation and project objectives achievements, and promoting the transformation of government functions and supervisor modes.

Currently there are several problems existing within the application of participatory forest management in China:

- (1) The participation of forest farmers in community forestry activities is at a low level. The benefits of participation are not immediately obvious, and the participants are mostly productive labors;
- (2) The participation of forest farmers is in a low state of organization, without an organized and institutionalized participation mechanism or channel, also with a lack of effective legal frameworks or institutional guarantees;
- (3) Imbalances among the participation management bodies. The participation in management activities is mostly monopolized by few political elites, and the participation of common farmers in management or decision-making are not always presented;
- (4) The participatory theories and methods are rather complicated and can not be quickly accepted by the people. Further, the participatory forestry framework is yet to be incorporated into the mainstream in Chinese forestry development, therefore the scope of influence is still limited.

In order to promote the participatory forest management, we suggest the following:

- (1) Summarize and promote the experience to create a distinctive operational pattern;

- (2) Increase the training efforts to improve the effectiveness of training;
- (3) Promote forest farmers' understanding of the concepts involved;
- (4) Integrate available social resources to enhance cooperation;
- (5) Respect the dominant position of forest farmers to ensure their participation;
- (6) Recognize the integrity of project, the importance of planning and the feasibility of the design;
- (7) Establish specialized institutions to spread the participatory forest management approach;
- (8) Provide an adequate budget for the application of participatory approach.

## **2. Objective and methodology**

**The following section of the report outlines the objectives of the project team and the methodology employed to achieve that.**

### **2.1 Objective**

The objectives of the project team are to investigate the level of awareness, attitudes and understanding of the various stakeholders for the current forestry policies; analyze and identify those problems existing in forestry policies, and put forward suggestions on policies to improve the farmers' enthusiasm in participating in sustainable forest management and to promote the sustainable development of forest resources. In addition, the training programmes which are mainly focused on the preparation of the participatory forest management plan should be delivered to those farmers who are the core members of the cooperatives to enhance their abilities of participating in forest management and therefore, providing a productive environment for the participatory forest management.

### **2.2 Methodology**

In order to accomplish the training and assessment task, the project team adopted several different methods to provide a set of comprehensive information which include secondary data collection, interviews with the key persons, questionnaire survey, field survey, participatory training and .observational survey.

(1) Secondary data collection: through database query and door-to-door collection, we searched for the relevant forest policies, work summaries and research findings made by the governments and forestry institutions of the province, the county and the township.

(2) Interviews with the key persons: we interviewed those relevant people who participated and witnessed the reform of forestry policies, including the staff of Provincial Forestry Department, the deputy director of Prefecture Forestry Department, the deputy mayor of Jinping County, the director and the deputy director of the County Forestry Department, the subsection chief of the Forestry Resource Stock, the officer of the County Forestry Reform Office, the leader of the Township branched Passage, the director of the Township Forestry Station, members of Ouyang Village Committee, members of the Camellia Cooperative, and those woodland farmers who didn't participate in the cooperative.

(3) Questionnaire survey: in order to get a better understanding of the knowledge, attitudes, and behavior of the stakeholders towards the forest policies, questionnaire survey, as a supplementary way of the interviews, was carried out aiming at those relevant persons.

(4) Field survey: field survey was put forward in Ouyang Village—the selected project pilot site,

aiming at learning the details of the influence of forestry policy reform on the forestry management in Ouyang Village through observation, communication, record and the analysis of historical document.

### 3. Fundamental state

This chapter provides the fundamental state on both the projects activities and focus areas and the background information of the study sites.

#### 3.1 Activities and target groups

This section will provide a brief overview of the main activities and target participants of this project.

##### 3.1.1 Activities

According to the guideline of this project, the following activities were carried out mainly focusing on the construction of participatory forest management and the improvement of the policy assessment and training materials.

**Table 3-1 Project main activities**

Preparation	<ol style="list-style-type: none"><li>1. Building a research team</li><li>2. Collection and preliminary analysis of the Secondhand information</li><li>3. Establish the plan, procedure and methods for the training and evaluation program</li></ol>
Literature review of the participatory forest management in China	<ol style="list-style-type: none"><li>1. Literature review</li><li>2. Write the literature review for participatory forest management in China</li></ol>
Policy assessment	<ol style="list-style-type: none"><li>1. Design the questionnaire for the policy assessment</li><li>2. Interview the key persons related to the policy assessment and carry out the questionnaire survey</li><li>3. Sort out assessment result</li><li>4. Write the report for the policy assessment of participatory forest management in China</li></ol>
Construction of the participatory forest management and improvement of training materials	<ol style="list-style-type: none"><li>1. Field survey</li><li>2. Needs assessment</li><li>3. Prepare training plan</li><li>4. Design the questionnaires for training effect evaluation</li><li>5. Organize and implement training activities</li><li>6. Assess the training effect</li><li>7. Systemize the records of training and assessment</li><li>8. Write the report for the construction of participatory forest</li></ol>

	management
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### **3.1.2 Target groups**

The project team interviewed and investigated those people who participated in and witnessed the changes of forestry policies, including the leaders from the Provincial Forestry Bureau, County Forestry Bureau, Township Government, Township (town) Forestry Station and cooperatives, forestry farmers and other stakeholders.

The target group of the training for the participation forest management is the members from the management plan team, including the technicians from the forestry station, the core members of the cooperatives and some other farmers who did not participate in the cooperatives, a female member also took part in it.

## **3.2 The socioeconomic situation of the cooperatives in pilot villages**

This section provides basic information on both the villages and their respective cooperatives which are the key point of this project.

### **3.2.1 The sweet orange farmers' specialized cooperative in Xiazhai Village**

Xiazhai Village is located in the central east of Maoping Town, Jinping County. There are 222 households in this village which includes 950 people in total. Among them, there are 695 labor forces and 283 migrant workers. Most of them are Hmong and Dong minority and the per capita income was 3400 Yuan in 2009. The main local featured products are Maoping sweet orange, oil fir floor, decorative sheet, high-quality poria cocos, bamboo and so on. Apart from the trade of fir, sweet orange, which has a plantation history for 27 years, has already become the leading industry in this village.

The sweet orange farmers' specialized cooperative in Maoping Town was registered in the Industrial and Commercial Bureau of Jinping County in July 16, 2007. By November 2010, there were 237 households in this cooperative. With the Xiazhai Village as the center, the cooperative expanded through the whole town with 4100 mu of sweet orange woodland, an average of 17.3 mu in each household, and motivated 1430 households from the neighboring counties and towns to develop the sweet orange industry.

The establishment and development of the cooperative had received financial and technical support from both the government and related departments. Through years of development, the cooperative has formed a one-stop production, sales and fund business mode. In 2009, the cooperative income reached 1.5 million, the pure profit reached at 1 million, and the income from sweet orange industry accounted for 75% of the villagers' income. 40% of the profits were

used for the stockholders' bonus, 20% were returned to the cooperative members as surplus, and the remained 40% was used for the accumulation funds to promote the sustainable development of the industry.

### **3.2.2 The camellia specialized cooperative in Ouyang Village**

Ouyang Village is located in the southeast of Jinping County, a typical village with agriculture as its main industry. In 2009, the per capita net income was 2,500 Yuan. The main sources of income are camellia, vegetable cultivation and migrant working. The history of camellia cultivation here is at least 300 years old, and the income from camellia accounts for about half of the family income. Ouyang Village is one of the key bases of camellia industry development in Jinping County.

The Camellia Specialized Cooperative in Xinhua Town of Jinping County was established on July 12, 2007 and was registered in the Industrial and Commercial Bureau of Jinping County. At present, the cooperative has 150 households and owns the woodland area of 4500 mu, 31.1 mu per household on average. The cooperative members elected a permanent administrative institution for the cooperative council and set up the relevant management systems, including a charter of cooperative rules and a financial management system. The management scope covers all the services required for the camellia cultivation, field management and marketing. However, the current management is relatively rough and most farmers still remain as independent producers and sellers. Camellia seed is their main product and the processed camellia products are mainly exported to Taiwan, Hunan and Zhejiang. In 2009, the total camellia revenue was 270 thousand Yuan, but the interest ties are relatively loose and there is no profit distribution.

## **4. The analysis on the forest management in the pilot villages and cooperatives**

The following analysis outlines the resources available in Xiazhai and Ouyang villages and their economic value. Furthermore, it addresses the role of the government bodies involved in and the existing issues with the current forest management policy.

### **4.1 Resources and historical change**

From the perspective of plant geography, Xiazhai Village and Ouyang Village are both classified as subtropical evergreen broadleaved forest. The vegetation in there mainly formed by artificial forests, a small number of original secondary evergreen deciduous broadleaved forests are also existed despite the huge difference on the specific species.

The history of fir management in Xiazhai Village is over 500 years, which had a splendid era at once. Before the prohibition against logging in 1998, fir timber was the main forest resource dominating the local economy. After the prohibition, the county government began to encourage the adjustment of industrial structure by planting sweet orange in large. Nowadays sweet orange has become the leading industry in Xiazhai Village. In Ouyang Village, the main vegetation is camellia, and the history of planting camellia is more than 300 years. Ouyang Village is the key base for planting camellia throughout the whole county and even the Qiandongnan Prefecture. Besides camellia, Ponkan and pear are also the main economic plantation fruit forests there.

### **4.2 Historical changes of the main forest products**

Recently the main featured forestry products in Xiazhai Village include fir, Maoping sweet orange, oil fir floor, high-quality poria cocos, bamboo and so on. Fir and its relevant products had dominated in here for hundreds of years until the prohibition of logging. Through the restructuring of the industry, the current major forest product is Maoping sweet orange, mainly exported to Vietnam and sold to Guiyang, Changsha and Nanning within China. The history of camellia management in Ouyang Village is longer than that of Maoping Sweet Orange management in Xiazhai Village. Camellia oil is the core forest product and because of its high quality, it has been in short supply situation for a long time. Currently, most camellia farmers sell the camellia seeds. After processing those seeds into camellia oil, the merchants will add “Ouyang Village” labels on them and then export to Taiwan, Hunan, Zhejiang and other places. Only a small amount of seeds are processed at local workshops for retail or personal use. Besides that, the products also include Tea fungus, pear, ponkan, fir and so on.



### **4.3 Farmers' income from forest management.**

As the typical timber merchant cultural survival along Qingshui River, Xiazhai Village was once the largest lumber distribution center in Guizhou Province. Before 1998, the farmers' family income mainly relied on forest industry especially Fir and Poria cocos. After the prohibition of logging, the local farmers almost lost their timber-related revenue. In order to cope with this change, the villagers cultivate sweet orange largely. Nowadays, sweet orange has become the leading industry in this village, comprising up to about 75% of total household income.

Villagers in Ouyang Village have relied on camellia for a long time with Camellia revenues accounting up to more than a half of the total household income. Pears and citrus are sources of household income for only a few families. 130 mu of the collective forest has been contracted to individuals and the fir timber industry has never featured here.

### **4.4 Governance structure of the forest management**

The County Forestry Bureau mainly takes charge of the county's forest resource management. The bureau carries out a set of policies based on the state-level guidelines, policies, regulations and directives of superiors. Besides that, the bureau also needs to formulate ecological protection and development plans. The county is responsible for reforestation and resources management of wildlife and other forests. Beyond that, the county is also responsible for providing technical guidance and related services. The township (town) forestry station is in charge of organizing the implementation of the forestry station's key ecological projects. It carries out forest fire prevention, pest control, technology promotion and indicators of audit logging and other related activities as well.

Currently, there is no department in charge of the cooperatives at the county level. The departments of forestry, agriculture and poverty, the scientific collaboration and other departments provide services based on the nature and the business scope of the cooperative.

Different services are provided by different apartments according to the division of function. The development of Xiazhai sweet orange has gained the support from Ministry of Agriculture, Provincial Agriculture Office and the County Financial Bureau, County Forestry Bureau, Poverty Alleviation Office, fruit stand and other apartments. They mainly offer support on funding, seeds, land preparation, cultivation techniques and cooperative management, training and the dissemination of product information.

Previously, government is concerned very little about the camellia oil-tea business and manages it roughly. Until recent years, after the agricultural structure adjustment, the government started to highly value the camellia oil production. Consequently, policy support and guidance about Camellia oil-tea is given. Oil-tea was included in the five-year plan of Jinping County for 2011

to 2015 and began to follow the path of industrialization.

#### **4.5 Forest management intervention**

Currently, the intervention of the forest management from the forestry management departments is mainly reflected in two aspects. The first aspect is the management of forest resources. Forestry management departments should formulate management policy, including the development and implementation of forest land requisition and occupation, timber harvesting, timber processing, forestry planning, forest fire prevention and other related policies. The second aspect is the development of forestry services. Such services contain the issuing of the certificates of forestland, afforestation, the fruit trees and other non-wood forest products development and harvesting design. Furthermore, forestry management departments should provide technical, financial and policy support to the farmers' cooperatives.

#### **4.6 Advantages and disadvantages of the current forest management approach**

The current forest management approach has certain advantages. First, relying on state-level forest ecological projects, the farmers can be provided with development funds. Second, there are complete sets of policies which are fully functional and base on a sound theory of management and involve a service system. Third, farmers plant a single species of wood wholesale, this planting style benefits both industry and conservation management. Fourth, such approach is conducive to timber production and ecological environment improvement. Fifth, the current system is highly efficient.

The shortcomings of the current forest management approach are as follows: First, the approach lacks effective capacity tools and measures to enhance the awareness of participation of farmers. Second, the approach pays a lot of attention to planting and harvest, but neglects forest management. Third, due to the extensive forest management, the scientific and technological content is not high. Fourth, the type of plants and wood products is single, so that the added value is low, and the attention paid to non-wood forest products is not enough. Fifth, in current situation, there aren't enough mechanisms or channels to carry out equal dialogue and effective communication with the farmers thereby, failing to establish partnerships with them. Sixth, farmers' involvement and participation levels in forest management are not high, because of lack basic knowledge and skills for the dependency on external management. Seventh, the current capacity of the local government isn't enough to promote the development of forestry industry or to help farmers increase their incomes. Eighth, the current forest management lacks adequate scientific content and sustainability.

## **5. The factors obstructing the participatory forest management of pilot villages cooperatives**

This chapter clarifies the requirements for participatory forest management, the characteristics and attitudes of the stakeholders involved, and summarize the current barriers of introducing the participatory approach in the pilot village cooperatives.

### **5.1 The basic requirements and mechanisms of participatory forest management**

Participatory forest management requires forest, local people's production and life to be closely related, not only to promote the development of forest resources, but also to promote public participation in ways that benefit the people and achieve sustainable forestry development. Local farmers should be seen as partners in the forest development process.. Such management requires the incentive mechanism which could encourage the local communities to integrate the local resources and the encouragement from community to get more people involved in the business. In other words, it should attracts the people's attention and gets them involved in. This approach clarifies what role the community members, technicians and government officials play in forest management. . Under the guidance of the government, technical personnel form a multi-service system based on community and people's needs. Policy makers should fully respect the wishes of the operators and stakeholders and formulate policy with their participation, using simple administrative decision-making mechanism to form a bottom-up participatory forest management model.

Therefore, the participatory forest management requires the government and the related operating departments to change their existing management modes actively. Specifically, the government is no longer the policy makers as past, but takes a new role in guidance and assistance. In such a system, the government and the related operating departments need to provide a good mechanism for farmers to broaden their participation in forest management plan, resource utilization and environment protection.. Furthermore, they need to provide opportunities for farmers to express their desires. Working together with the forestry department, the farmers have the opportunities to directly participate in forest management and decision-making. The participatory forest management requires the farmers to change their attitudes, such as "waiting for, relying on, and asking for supports". Farmers should put themselves into the process of forest management, and improve their forest management skills, organizational skills, management capacity, and skills of independently responding to market and natural risks. In the process of formulating and implementing the forest management policy, farmers should have more power in decision-making process, and the rights to knowledge and supervision, which

could improve the quality of forest management and achieve the efficient-operation-and-management goal.

## **5.2 The attitudes, behavior and capacity of different stakeholders in participatory forest management**

The following section outlines characteristics of the stakeholders involved and their current attitudes towards the introduction of the participatory management approach.

### **5.2.1 Cooperative members**

The members from Camellia Cooperative and Sweet Orange Cooperative are focused on improving product quality, expanding the planting scale, raising prices, and guaranteeing product sales and put a .wait-and-see attitude towards running a timber business. They manage camellia and orange business actively, cultivating camellia and oranges , improving varieties, participating field management, controlling pest, coordinating with the improving-productivity program expanding planting scale, upgrading the breed and optimizing the camellia and sweet orange business.

From different cooperatives, the members show different capacities. Members from the sweet orange cooperative have mastered the basic skills of sweet orange planting and field management techniques. Supported by relevant departments and cooperative, members have achieved the scientific cultivation in several larger demonstration households, but they still need to improve their abilities in cooperative management and responding to market and natural risks. As for the members from the camellia cooperative, they have been able to present technical staff under the guidance of camellia cultivation to transform the low-yield forests. However, they have an insufficient sense of self-development which means highly dependent on external guidance. The motivation of mastery advanced skills and willingness of upgrading breed is not strong. They lack management abilities, and the issues existing hamper cohesion and cooperation among a team. Finally, there is also a need to improve the organization around responding to risks and improving marketing.

### **5.2.2 Non-cooperative farmers**

Some farmers have not joined the cooperatives due to owning small-scale planted area, experiencing labor shortage and lacks of trust in cooperatives. Therefore, they have little interest in management of camellia and sweet orange. so their participation in business activities of camellia and sweet orange is rare, and they focus on fir, pine and other timber. They are concerned more about the index distribution of the harvest, benefits compensation, logging

management and updating through cutting.

As for their abilities in forest management, they are good at managing fir, pine and other kinds of timber. Whereas, they do not specialize in the field of scientific cultivation of non-wood forest products, preparation for management plan, organizational development, market information acquisition, or product sales.

### **5.2.3 Forestry institutions at county and township levels**

Generally speaking, the forestry institutions at county and township levels are welcome the participatory forest management approach. This is because they note that the work of afforestation, forest protection and forest fire prevention is becoming more and more difficult under the current management mode. After years of using the top-down management system, farmers have attained little and their own passion for the initiative has reduced. The institutions hope to encourage farmers to take on the new initiative and actively participate in the forest management. Therefore the institutions issue forest warrants for the farmers, and provide technical services as much as they can to foresters and the farmers' cooperatives. They are calling for reform in the participatory forest management field and making policies which involve ecological benefits from timber harvesting and compensations. However, these views are not universally held, and some staffs in the management lost in the long-term path of dependence. Influenced by the authorities, they have not yet adjusted ideology and haven't had sufficient dialogues or effective communication with farmers.

As for the abilities of participating into forest management, the skills of county-level forestry institutions in running timber business are relatively advanced. However, they lack experience with non-wood forest products development, cooperative management, marketing, and new technologies. As they lack of dialogues and effective communication with farmers, their capacity in effective organizing community resources needs improving.

### **5.2.4 Other stakeholders**

Other stakeholders include the town government, companies who run wood or camellia (incense orange) and other related departments.. They also welcome the participatory forest management. in order to diversify and improve the community's economy, they wish more business entities come to invest, and to improve technologies, and more resources to be used in forest management . Further, they support protecting eco-environment and improving of the incomes and living standards for farmers. Therefore, they support the farmers' cooperatives through the policies, capital, technology and information which flows into their channels. Township government and other relevant business organizations are in a better position to motivate farmers

to participate in forest management, but their abilities of giving technical supporting, guiding cooperative development, responding-to-market skills and establishing partnerships with farmers are indeed need improving. The acquisition of timber and other forest products processing enterprises have accumulated a wealth of experience in sales channels, but still lacked experience of responding to the market and natural risks. Moreover, such enterprises should establish long-term stable strategic cooperative partnership with farmers, and search supports from state-level policies and funding. There is a need to implement a brand strategy, promote broad processing and develop value-added products.

### **5.3 The factors obstructing the participatory forest management of pilot village cooperatives**

The obstacles of the participatory forest management in the two main co-operatives are currently displayed in the following aspects: First, the farmers' sense of self-development and participation are not strong, but the degrees of dependence of farmers on external support is high, Second, farmers' educational levels, awareness of team cooperation, team organization and participation and involvement ability are not enough. Third, forest farmers' attitudes are affected by the strict rules covered forest harvesting and low compensation standards. Fourth, the forestry production cycle of bringing benefits is long and slow. The risk is high, while incentives is insufficient. . Fifth, the service capacity of local forestry station is inadequate. Sixth, cooperatives and county administration lack experience. Seventh, the participatory management is costly in time and other resources. Eighth, the current top-down forestry management system has impacted negatively on dependence.

## **6. Capacity building**

This chapter provides details on the design of the capacity building project--- the participatory training exercise. It provides the details of the participants and their needs, the training contents and an overview of the participant-assessed results.

### **6.1 Trainees**

The trainees participating in this training include the head of township (town) forestry station, the members of village committees, the directors, deputy directors, and the member representatives of cooperatives. These people meet the requirements of the training and are the main stakeholders in the preparation of forest management plan. They play a leadership role in the village and reflect social gender awareness (with the inclusion of women), forming the main force to promote the sustainable management of forest resources.

### **6.2 Training measures and contents**

This section outlines the training measures and contents that are going to be used in the training exercise.

#### **6.2.1 Training measures**

In view of that the participatory measures, which correspond with the concepts of participatory forest management, successfully application in the training, planning and management involved many fields in. The participatory approaches adopted in the trainings are to improve effectiveness. Meanwhile, a number of other approaches are adopted to meet the needs of specific contents and individuals, including: group discussion, system explanation, case analysis, role playing, scene simulation, and peer education.

#### **6.2.2 Training contents**

The main contents of the trainings are how to be successful in the preparation of the plan, and in the implementation and monitoring of the management plans for the camellia and sweet orange cooperatives. The contents are consist of the project introduction and the guidelines used to prepare the participatory forest management plan. The project introduction includes an outline of participatory forest management, the participatory forest management plan, and the procedure, objectives and functions of the plan preparation. The guidelines are used to prepare the participatory forest management plan include programming, participatory assessment, participatory preparation, participatory monitoring, feedback and group sharing.

### **6.3 Overview of the preparation of the forest management plan**

The members of the two preparations regarded the preparation of forest management plan as the new ten-year plan for the cooperative development. After becoming familiar with the concepts, procedures, structure and contents of forest management plan, they carried out serious discussions on how to set a business goal, to handle annual activities, to make schedule, to make use of capital and technology, to formulate policies, to settle existing problems and to choose strategy and tools in line with the requirements of the outlines of the preparation and implementation of forest management plan issued by the State Forestry Administration. With the guidance of the trainers and forestry station technicians, they completed the preparation of management plan for their respective cooperatives according to the requirements of these guidelines.

### **6.4 The needs of cooperative members and forest farmers in the preparation of forest management plan**

This section describes the needs of the cooperative members involved in preparing the forest management plan which were directly or indirectly expressed before or after the training.

#### **6.4.1 Understanding the current forestry policies related to cooperative development**

Before the preparation of the forest management plan, the cooperative members and other forest farmers all asked for an overview of the current forestry policies related to the management of sweet orange, camellia and other economic forests, the related policies made by the state to promote the cooperative development, the perspectives of sweet orange and camellia industries, the application of advanced technology and the prerequisites of financial supports.

#### **6.4.2 Changing the attitudes of cooperative members**

After the trainings, the core cooperative members think that it is necessary for all members to change the current attitude of relying too much on the government in order to promote the health and sustain the development of sweet orange, camellia and other forest industries. Based on the understanding of current forestry policies, they desire to take full advantage of the rights and supports given by the state and actively participate in preparing the forest management plan.

#### **6.4.3 Mastering the basic knowledge and skills**

The trainees asked for further trainings aimed at improving basic knowledge and skills required for field management, cooperative management, and forest management plan preparation for the sweet orange and camellia industries.



#### 6.4.4 Becoming acquainted with the participatory approach

The preparation of participatory forest management requires the participation of farmers in decision making and helping the forest station technicians. Therefore, the participatory approach is the primary method during making the plan. The core members of the two cooperatives and other forest farmers are not acquainted with the participatory approach. Hence they all asked for further trainings to understand the concepts, principles, measures, tools, and how to applicate the participatory approach.

#### 6.5 Assessment of capacity building

The training assessment results show that the trainees accepted the trainings and the average grade of the satisfaction of the sweet orange cooperative and the camellia cooperative training is 96. The trainees all asked for further relative trainings on the management of sweet orange, camellia and cooperative management. Through these trainings, they were fully aware of the importance of the forest management plan and strengthened their capacity for the forest management plan preparation. The knowledge and skills learned from the trainings would have a positive impact on their daily lives and routines and improve their capacity for sustainable self development (see Table 3-1). However, they all said that it was difficult to understand the theories presented in the training materials. Meanwhile, they proposed some suggestions on the training contents, the training schedules and other aspects (see Table 6-1).

Table 6-1 Assessment of the training effects on participatory forest management plan preparation in Jinping County

General evaluation	
Overall satisfaction	96.5 points averaged. Very interested.
Necessity or not	Yes. There was no management plan preparation carried out or a camellia industry development plan made before.
Organization	Good. The training facilities, equipment, materials and teaching plans were prepared well, and the arrangements were efficient.
Site selection	Good. It was convenient for people to give the training at grassroots level (locally). Time and cost were saved.
Time	70% of the trainees think the training time is long, and 30% think it is appropriate.

Approach	Good. The traditional unidirectional method is replaced. The trainings aimed at the perspectives of farmers, enhancing the awareness of their work values and improving the participation activity of farmers.
Courses	<p>Advantages: the contents is novel; the organization is systematic; the course are helpful for farmers to understand the overall measures and procedures of the participatory forest management plan preparation.</p> <p>Disadvantage: the abstract theories, which are hard for the farmers to understand them well, take up a larger percentage of the material than specific cases in training materials.</p>
Practicality	The trainings provide the guidance and reference for the sweet orange and camellia management, especially for solving the problems existing in the directions and approaches of industry development.
Training results	
Trainees' achievements	<ol style="list-style-type: none"> <li>1. Learned the skills for participatory forest management plan preparation</li> <li>2. Master the application of skills in daily life</li> <li>3. Strengthened the capacity to prepare the forest management plan</li> <li>4. Learned how to use some tools to assist their work</li> <li>5. Learned to set objectives and prepare plans before handling affairs</li> <li>6. Noticed the importance of capacity building and participation</li> </ol>
Key skills	<ol style="list-style-type: none"> <li>1. Planning skills</li> <li>2. Assessment for forest management</li> <li>3. SWOT analysis and strategic choice</li> <li>4. Logical tree and objective tree</li> <li>5. Work plan</li> <li>6. Monitoring</li> <li>7. Team cooperation and individual participation</li> </ol>
Feedbacks and suggestions	
Feedbacks from trainees	1. The training preparation was very good, and the trainers used various teaching tools to help the trainees understand the training contents

	<p>2. The trainers gave lectures in local dialect, which made friendly atmosphere in classroom for the trainees</p> <p>3. The explanation from trainers is interesting and helpful for farmers to understand.</p> <p>4. The time scheduled for training is too long and the farmers' homework was too miscellaneous to leave enough free time for the trainings</p>
Shortages and suggestions from trainees	<p>1. As the classification of the content details are complex, trainees suggest to integrate the relevant contents.</p> <p>2. As the theories in "Guidelines" are difficult for farmers to understand for the lack of some necessary explanation or examples, trainees suggest to add more real cases for analysis and explain in a common style</p> <p>3. Trainees suggest to add more similar examples of economic forest management plan as the reference to compare with the plan prepared by themselves</p> <p>4. Trainees suggest to cut the training time to an appropriate extent and enhance the pertinence of the trainings</p>
Suggestions on additional trainings	<p>1. The capacity improvement of farmers in the industry restructuring</p> <p>2. The cultivation, management and marketing of sweet orange and camellia</p> <p>3. The systematized and formalized management of farmer cooperatives</p> <p>4. Team building</p>

## **7. Review on the forestry policies at state, province, city and county levels**

### **7.1 The Logging quota system**

The main state-level policies on forest logging management include: the forest laws, the regulations for the implementation of forest laws, the management rules for the regeneration of forest harvesting, and other forestry regulatory documents issued by the State Council and the State Forestry Administration, such as the decision of central committee of the communist party and state council to accelerate the forestry development, the circular of the state forest administration on the policy adjustment of plantation timber logging administration, the state forestry administration's opinions on strict control on natural forest logging, the state forestry administration's opinions on improvement of the commercial plantation logging policy, the circular of the state council on the approval and transmission of the opinion concerning the forest harvesting quota for all districts in the duration of eleventh five-years plan of the SFA, the circular of the state forest administration on doing well the work of the forest harvesting quota in the duration of eleventh five-years plan, the circular of the State Forest Administration on regulating the application of temporarily increasing the forest harvesting quota or annual timber production pan, the circular of the state forest administration on strengthening the management on forest logging for raw industry materials, the guidelines of the state forest administration on improving the management for the logging of artificial commercial forests, the circular of the state forest administration on regulating the management for the logging of artificial timber production forests, the guidelines of the central committee of the communist party and the state council on promoting the reform of collective forest tenures, the guidelines of the State Forest Administration on improving the reform and management for the logging of collective forests.

The province-level policies on cutting quota management in Guizhou Province are mainly distributed in the documents: the forestry rules in guizhou province, the afforesting rules in guizhou province, the management methods of forest logging quota in guizhou province, The notice of guizhou government on Strictly Implementing the annual forest logging quota during the period of eleventh five-year plan, the guidelines of guizhou committee of communist party and guizhou government on further improving the forestry reform and development, the management methods of timber business in guizhou province, the notice of guizhou forestry bureau on the management work for forest logging quota during eleventh five-year plan, the notice on further work of forest fostering and intermediate logging, the notice on the relevant work to the forest logging of the state-owned forest farms, the notice on issuing the management

method for the key public-welfare forests in guizhou province (on trial), the notice of guizhou forestry bureau on the relevant issues about the pilot project for artificial forest logging management in tianbao project area, the notice of guizhou forestry bureau on the relevant issues about improving the management of forest logging, the notice on the relevant matters to directing the timber production plan of state-owned forests in guizhou province in 2010' and clarifying the logging plan and recording procedures of collective forests and so on. These policies are designed to improve and clarify the service and procedure rules of the state-level policies with Guizhou characteristics within the scope of tenures allowed by the state-level policies.

The prefecture-level policies on the management of logging quota which issued by Qiandongnan Prefecture, where Jinping County is located in, include: the guidelines of qiandongnan committee of the communist party and qiandongnan government on improving the forestry reform and development, the urgent notice on further enhancing the management of forest resource protection, the notice of qiandongnan forestry bureau on the issues in the design, approval and record of forest harvesting, the notice on further improving the management of timber circulation, the urgent notice on accelerating the clean-up, rectification and integration of timber processing enterprises.

The county-level policies implemented in Jinping County mainly include: The temporal methods for the logging quota and timber management of collective forests in jinping county, the notice of jinping government on the forest logging plan in 2010, and the implementation measures for jinping county on the reform of forest logging management in 2010, and so on. In 2009, Jinping County began piloting logging management reform: Jinping Forestry Bureau was in charge of the tending, intermittent logging and quota of the low-yield forests reform, according to the proportional distribution principles for the total stock of recoverable forest resources; 70% of the logging quota is for the township, 30% is preserved by Jinping Bureau of Forestry, 20% is for the reward to afforestation achievements, and the rest 10% is for the reclaimed forestlands, natural disasters and timber harvesting in various subordinate forest farms. During the process of pilot reform, the category of forest consumption structures was abolished, the logging licenses were approved by the township forestry stations, and the management system of "General, focused and recorded pilot villages" and the distribution of logging quota were implemented. Stress was put on the area control for the clear-cutting camellias, the logging duty subjects were clarified, and the management system of forest harvesting was adopted more widely.

## **7.2 Tax policies**

The state-level forestry tax policies mainly include: The notice of state ministry of finance and

state administration of taxation on forestry tax policies, The notice of state ministry of finance and state administration of taxation on tax policies for the enterprises and organizations to implement the project of natural forest protection, The notice of state ministry of finance and state administration of taxation on abolishing the taxes on agricultural specialty products expect tobacco, The notice of state ministry of finance and administration of taxation on the refunding upon collection of the added-value taxes for the output values of products made from waste gas, waste water, waste residues and inferior firewood, The guidelines of central committee of the communist party and state council on promoting the reform of collective forest tenure system, The notice of state ministry of finance and forestry bureau on issuing ‘The management methods on the levy and application of afforestation funds’, The notice of state ministry of finance and administration of taxation on the policy on added-value taxes for the output values of products made from waste agriculture and forestry residues.

The province-level forestry tax policy is the management methods to collect and use the afforestation funds in Guizhou province. The prefecture-level policy is the management methods for timber taxation in diandongnan prefecture (on trail). The county-level policy is The notice to collect the suggestions on the levy and management of the taxes for wood and bamboo products, transmitted by County Government Office to County Financial Bureau, County Forestry Bureau, Local Tax Bureaus, State Administration of Taxation, and County Price Administrative Office.

The above policies have standardized the levies of special agricultural product tax, agricultural tax, VAT, income tax, fund silviculture, forest vegetation restoration fees from the production of forestry logs, the original bamboo products and relevant businesses.

Currently, in Jinping County, all the enterprises (households) for wood and bamboo business must pay tax and obtain permits which are needed if they transport wood and bamboo out of the county. To encourage value-added wood processing, the fir woods with a diameter less than 22 cm are required for processing in principle, and if want to transport the original wood whose diameter is less than 22cm, the taxes will be calculated as the woods of 22 cm. A tax deposit system has been implemented, which means a deposit must be prepaid before receiving the card for timber harvesting (fir 120 yuan / m<sup>3</sup>, pine 100 yuan / m<sup>3</sup>), and the deposit contains the deductible amount of afforestation funds and other fees. The collection institutions must strictly follow The Standard Table to Levy the Taxes of Wood and Bamboo in Jinping County, and do not permit to bend the rules, levying less taxes for the organization leaders and managers who may be investigated or face charges depending on the seriousness of circumstances.

### **7.3 Small loans**

The state-level policies mainly are The decision of Central Committee of Communist Party and

State Council on Accelerating the Forestry Development and The Guidelines of People's Bank of China, Ministry of Finance, Banking Regulatory Commission, Insurance Regulatory Commission and Forestry Bureau on The reform of Collective Forest Tenure System and the finance service of forestry development.

The province-level policies are the guidelines of Guizhou committee of community party and Guizhou government on accelerating the forestry reform and development and the implementation guidelines of forest tenure mortgage and loans in Guizhou.

The policies above mainly outline: the state government continue to implement the long-term and low-interest credit support policy. In the area where the reform of collective forest rights is implemented, the banks and financial institutions shall actively run the forest right mortgage loan, micro-credit loans, forester guaranteed loans, etc, to make full use of the financial discount policy and increase the policy coverage for forestry interest loans, subsidized poverty alleviation loans, small loans and others. The banks and other financial institutions should reasonably determine the loan duration according to the economic characteristics of forestry, forest warrant period, using of funds and risk status. The maximum period is 10 years, and the specific period is determined by the consultation between financial institutions and borrowers on the actual situation; As for the micro-credit loans, the interests rate shouldered by the borrower is not allowed more than the 1.3 times of the benchmark lending rate at the same period ruled by People's Bank of China.

There are currently no relevant loans policies issued at the prefecture or county level.

#### **7.4 The management system of the compensation funds for public-welfare forests**

The state-level policies include the notice of state forestry bureau and ministry of finance on issuing 'the methods to define the boundaries of the state-level public-welfare forests' and The management methods for the compensation funds from central finance to the ecological benefit compensation of public-welfare forests. The province-level policies mainly include: The management methods for the protection and management of public-welfare forests in guizhou province and The detailed implementation rules on the management of the compensation funds from central finance to the ecological benefit compensation of public-welfare forests.

The main contents are as follows: The central financial compensation fund is the main supporter of forest ecological benefit compensation, which is used to protect and manage national forests. It compensate the national public forest land. According to the different ownership of the forest, the compensation will be different. The average subsidy standard of state-owned national public welfare forest is 5 Yuan per acre per year. In such a subsidy, 4.75 yuan is for management and protection, and the rest 0.25 yuan for public management. As for collective and individual

ownership of national forest land, the compensation is 10 Yuan per acre each year, of which 9.75 Yuan is for management and protection, and the rest 0.25 Yuan for public management and protection. The management and protection subsidies for state-owned national public welfare forest are used for state-owned forest farms, nurseries, nature reserves, state-owned forestry enterprises and other units of labor management and protection of national forest. The management and protection subsidy for collective and individual national public welfare forest is used for economic compensation of management and protection for national forests; the public management and protection expenditure is charged by the provincial finance department, and is used for the relevant forestry authorities to carry out policy of national forests monitoring, management and protection, prevention and fighting forest fires, controlling forest pest, monitoring and so on. The relevant forestry authorities are required to sign a contract with the departments, groups or individuals, who take the task of management and protection of national forest for public welfare. The state-owned departments, groups or individuals should assume the obligation of management and protection, and receive central government compensation according the contract.

There is currently no management system adopted in Qiandongnanzhou Prefecture or Jinping County.

## **7.5 The government's role in ecological benefit compensation Market**

Currently, there is only a state-level policy, the decision of central committee of community party and state council on accelerating the forestry development.

The policy indicates: the directive states that public welfare forest should be managed as public welfare work, which mainly relies on government investment and also attracts social forces for development. However, the commercial forest should be managed as basic industries. In other words, its resources are distributed by the market, meanwhile the government provides the necessary support. The government should make reasonable compensations to investors for public welfare forest in a variety of ways, optimize the existing forest investment and management gradually, further improving the bidding system, reimbursement system, arrangements for part of the afforestation investment, and explore a variety of social subjects to create a direct purchase of non-state-owned forest. Forest construction funds and forest ecological benefit compensation investment funds should be undertaken by the central government and local governments respectively according to their responsibilities. Further, the directive encourages the acceleration of establishing a public forest certification system.

There is no relevant policy issued by the governments at other levels.



## 7.6 Non-wood forest products

The state-level policies mainly include: The decision of central committee of communist party and state council on accelerating the forestry development, The guidelines of central committee of communist party and state council on further promoting the reform of collective forest tenure system, The plan for boosting the forestry industry (2010-2012), The key points of forestry policies, The guidelines of state council on promoting the development of oil plant production, The guidelines of state forestry bureau on developing camellia industry, The plan for the development of state-level camellia industry (2009-2020).

They present that the key industries, which involves the non-wood products industry, are need supporting. The contents are as follows: (1) optimizing the new commercial forests; (2) exploiting forest fruit storage, preservation, sorting, packing, deep processing and comprehensive utilization of technology and modern logistics and distribution industry; (3) developing flower and tree seedling industry; (4) optimizing the forest biomass, the resources and the relevant industry; (5) industrializing pharmaceutical technology development; (6), developing bamboo-rattan and bamboo-rattan based products; (7) developing eco-tourism; (8) domesticating wildlife and breeding.

The province-level policies mainly include; The guidelines of guizhou committee of communist party and guizhou government on accelerating the forestry reform and development, The guidelines of guizhou forestry bureau on accelerating forestry development, The guidelines of guizhou forestry bureau on accelerating camellia industry development, The methods for afforestation compensation of vegetation reinstatement fees and commercial forest building projects.

They state that we should accelerate the development of special forest products, including camellia, herbs, flowers, nuts, fruits, vegetables as forest industry bases, optimize the formation of forest industries with local advantages, and meanwhile develop forest culture tourism. Using various channels to raise funds to strengthen the infrastructure of forest parks and nature reserves, and continuously improve tourism service capacity to create high-quality tourism . They list the key industries supported by the province: flower seedling cultivation industry, forest breeding industry, wood and bamboo processing industry, wood pulp and paper industry, fruit processing industry and eco-tourism. In addition, they identify the targets in 2020 are as follows: (1) planting 3 million mu of camellia-oil trees and transforming 1 million acres of low-yield forest; (2) the scale of camellia-oil increasing from the current 1 million mu to 4 million mu; (3) creating a new transformation of low-yield oil camellia base, the average yield of camellia-oil will be 30 kg per mu; (4) achieving an annual output of 120 thousand tons and an annual output value reaching to 10 billion yuan; (5) constructing 3-5 new camellia oil refinery enterprises to achieve 150

thousand tons of camellia oil products each year.

## **7.7 The policies on the local participation in forest management**

The state-level policies on local participation in forest management are mainly illustrated in the forest laws and the organization laws for villager committee in People's Republic of China.

The province-level policies are mainly illustrated in The forest regulations in guizhou province, The guidelines of guizhou government on implementing and improving the reform of collective forest tenure system, and The technical rules on enclosing hills for natural afforestation in guizhou province (on trail).

The only prefecture-level policy is the regulations for forest fire prevention in qiandongnan prefecture.

The policies above point out: the village meetings have the power to create and modify the village self-government charter and pacts which are must to be submitted to the village and town governments for record. The village self-government charter, pacts, village meetings and the matters discussed and determined by villager representatives must not act against the constitutions, laws, regulations, or state policies, and do not contain any content that violate the personal rights, the democratic rights and the legitimate property rights of the villagers. The local governments should supervise and urge the forest institutions to make conventions and organize villagers to protect forests. The institutions should strictly enforce the laws, regulations and rules to protect forest resources, and enhance the farmers' self-awareness and self-management. Village (neighborhood) committees should establish and improve the pacts to prevent forest fire, encouraging villagers to play self-management, self-discipline, self-monitoring, self-disciplinary roles in forest fire prevention.

There is no relevant county-level policy.

## **7.8 The policies on forest timber flow**

The state-level policies mainly include: The rural land contract laws in people's republic of china, The forestry laws, The guidelines of central committee of community party and state council on promoting the reform of collective forest tenure system, The decision of community party and state council on accelerating the forestry development, The guidelines of central committee of community party and state council on developing the modern agriculture and building the new socialist countryside, The interim rules on the assessment and management of forest resource assets, and The guidelines of state forestry bureau on enhancing the management of collective forest tenure transformation.

The province-level policies mainly include; The guidelines of guizhou government on

implementing and improving the reform of collective forest tenure system, The notice of guizhou government on implementing and improving the reform of collective forest tenure system, The guidelines of guizhou committee of community party and guizhou government on accelerating the forestry reform and development, and The regulations on the flow of forest timber and lands in guizhou province.

The prefecture and county-level policies mainly include: The guidelines of qiandongnan committee of community party and qiandongnan government on accelerating the forestry reform and development, The urgent notice on enhancing the protection and management of forest resources to ensure the security of forest resources, The notice on issuing ‘the temporary rules on forestry element market and timber trade’, The guidelines of qiandongnan government on promoting the profound development of timber industry, The guidelines of qiandongnan government on establishing the forestry element market, and The management methods for the assignment of green hills (alive timber) in jinping county.

The policies above point out: the contracted management of land put into use, if the family contracts assigned through subcontracting, rental, exchange, selling or other means. The transfer of the contracted management of land shall follow the five principles. The use right of woodlands, including timber forest, economic forest, firewood forest, cutover land and burned land, can be priced and converted into shares or used as the conditions for joint venture, cooperative afforestation and forest management, but the woodlands are banned to be converted into non-forest lands. The reasonable change of forest, tree and forest land use rights should be sped up. Only after acquiring the state forest right certifications, the rights of using can be legally transferred. However, the forest, the trees and the woodlands in the core zones and buffer zones of nature reserves cannot be transferred. The ecological forest granted rights and publicized by the governments which are above county level can be used to develop forest planting, breeding and forest tourism in the form of contracted, cooperative joint venture and rental. The development should not destroy ecological functions and the public welfare of the ecological forest. The period of assignment for forest, trees and woodlands should not exceed the remaining period of contract. The subsequent assignment period must not exceed the remaining period of contract defined in last assignment. Assignment of forest, trees and woodlands can be facilitated by contract, sub-contract, exchange, sell, rental, mortgage, cooperative joint ventures or other means. The land tenure of private plot and hilly land for forest cannot be mortgaged or sold. Assignment of state-level forest, trees and woodlands must be legally facilitated in the form of contract, sub-contract, rental and cooperative joint ventures. The entire process of assignment must be facilitated with legally permitted assignment management services in accordance with related laws and regulations. Assignment of forest, trees and woodlands which are managed by

collectively economic organizations or village committees must be legally facilitated in the form of contract, sub-contract, rental, mortgage and cooperative joint ventures.

The only county-level policy is the management methods for the assignment of green hills (alive timber) in jinping county.

It states: all the assignment cases related to mountains (with alive woods) must be approved by county level administrative departments which are in charge of forestry. To prevent debt failure caused by assignment of mountains (with alive woods), the assignment of mountains require to show the repayment of debt that approved and recorded by the financial loaner. The assignment can only be enacted after the debt is divided and the person who is responsible for the debt is identified. . After receiving the assignment of mountain land, the contractor, who have the mountains (with alive woods) not qualified for lumbering or qualified but not counted into the annual lumbering quota, should apply for an alternative certificate of woodland use rights. The forests that are legally obtained and qualified for lumbering conditions will be granted lumbering priorities in the annual quota.

## **7.9 The policies on promoting the development of forest farmer cooperatives**

The state-level policies mainly include: The decision of central committee of community party and state council on accelerating the forestry development, The guidelines of central committee of community party and state council on improving the reform of collective forest tenure system, The guidelines of central committee of community party and state council on developing the modern agriculture and building the new socialist countryside, The notice of insurance regulatory commission and state forestry bureau on building the forest insurance system and promoting the sustainable development of forestry, The guidelines of people's bank of china, ministry of finance, banking regulatory commission, insurance regulatory commission and state forestry bureau on the reform of collective forest tenure system and the financial service for forestry development, The key points of forestry industry, The guidelines of state forestry bureau on developing camellia industry, The plan for boosting the forestry industry (2010-2012), The guidelines of state council on promoting the development of oil plant production, The guidelines of state forestry bureau on promoting the development of forest farmer cooperatives, and The notice of state forestry bureau on carrying out the activities of establishing the pilot counties for forest farmer cooperatives.

The province-level policy mainly include: The guidelines of guizhou government on implementing and improving the reform of collective forest tenure system, The notice of guizhou government on implementing and improving the reform of collective forest tenure system, The guidelines of guizhou committee of community party and guizhou government on accelerating

the forestry reform and development, The notice on transferring ‘the guidelines of state forestry bureau on promoting the development of forest farmer cooperatives’, The guidelines of guizhou forest department on accelerating the development of forestry industry, and The guidelines of guizhou forest department on accelerating the development of camellia industry.

These policies state that we must fully understand the importance of developing the forest farmer cooperatives, to support the development of various professional partnerships, to improve the social service system, to foster and to standardize the market for forest products and factors of production.

On the basis of household contract, the people who are engaged in tree seedlings and flower production, afforestation, management for forest harvesting, forest planting, forest farming, domestication and breeding of wild animals, ecotourism, production, procurement and marketing, processing, transport or storage for forest products, can organize a forest farmer cooperative . They are also eligible to join the cooperative if their financial contribution or discount finance and stock correspond with the laws. The forms of contribution include providing funds, trees and woodlands, products, labor and so on. Strengthen the policy to support the forest farmer cooperatives, improve the infrastructure of forester cooperatives, encourage the cooperatives to undertake forestry construction projects and science and technology promotion projects to create well-known brands, and support the forest farmer cooperatives to carry out sustainable forest management activities and promote multi-channel financing and forest insurance. Implement the fiscal and tax preferential policies, according to laws. Provide funds to the cooperatives for information services, training, product quality standards and certification, infrastructure, marketing and technology upgrade. The forest farmer cooperatives should make use of the preferential policies on taxation according to The Notice of Ministry of Finance and State Administration of Taxation on the Tax Policies Related to the Forest Farmer Cooperatives. The cooperative members who harvest their own forest trees should get reduced or free from afforestation fund levy. The relevant forestry authorities at all levels should clarify that full-time staff from the specialized agencies provide guidance, coordination and service to the cooperatives.

There is no relevant prefecture and county-level policy.

## **8. The attitudes and awareness of different stakeholders about forest management policies and approaches**

The following chapter provides the results of the questionnaires on the respondents' understanding, awareness and attitudes towards the current forestry policies and outlines the concerns that stakeholders involved in.

### **8.1 Cooperative members**

(1) Awareness: as the results of the questionnaires, the camellia cooperative members scored zero on the current policies about forest logging, taxation and eco-compensation in Jinping County, as for the policies about small loans, camellia and cooperative development they scored 100. Compared with other types of respondents, the camellia cooperative members concerned more about the policies on camellia and cooperative development than other forestry policies. This is due to that camellia being the main forest resource in the village and very few other timber and public welfare forests resources existing here, suggesting that the members lack experience of timber harvesting, taxation, and ecological benefit compensations.

(2) Attitudes and understanding: the survey for the camellia cooperative members showed that the cooperative members held supportive and understanding attitudes to most of the current forestry policies. They highly praised the state-level policies, especially those policies which support the development of economic forests (including camellia and cooperatives) from the aspects of finance, technical services and taxation. The state-level government does not cut any taxation for camellia businesses but gives fertilizer subsidies to low-yielding renovation, provides free training, and open green channel for agricultural products to reduce transportation costs. This has inspired farmer's enthusiasm for camellia management and paved the way for camellia production increase. It appears that the members are beginning to change their attitudes and thinking about their prospects and how to develop camellia effectively and more independently. They actively support the low-yielding renovation project, expanding of the camellia-planting area and introducing the clone seeds to optimize the camellia industry.

They give some suggestions on the policies of forest tenure mortgage and those to support the camellia cooperative. They hope the government could provide long-cycle, low-interests or zero-interests petty loans, give more supports to cooperatives and camellia and other commercial forest industry, establish an agency which is mainly in charge of cooperatives and relevant business.

## **8.2 Non-cooperative farmers**

(1) Awareness: according to the survey for the forest farmers who did not participate in the cooperatives, they scored almost zero on the current policies about forest logging, taxation and ecological compensation implemented in Jinping County, but they got nearly 100 on the policies about small loans, forest tenure mortgage, camellia and cooperative development.

(2) Attitudes and understanding: these forest farmers from Xiazhai village or Ouyang village had a wait-and-see attitude towards the policies on forest logging, taxation and ecological compensation, while the interviewees showed a supportive attitude towards the current policies, especially welcoming the policies about the distribution of cutting method at the pilot, known as "transparent distribution", issued by the country-level. Because that the main resource in the village is camellia, while timber and public-welfare forests are limited, the farmers do not see themselves as beneficial owners from these policies. However, they all think that the cutting license shall be handled for timber cutting, the timber cutting shall pay taxes, the forest resources especially the public welfare forests shall be protected, as well as the margin of afforestation shall be collected from the tree cutting personnel.

However, they have some opinions on quantities of distributive cutting index, issuance time of cutting index, correlation degree of forest food cutting index and industrial structure adjustment, transaction procedures of cutting license, high-low scale of forestry taxes, compensation standard of public welfare forests, policy of petty loans, capital support intensity of the state on aspects of teal-oil trees, phyllostachys pubescens, and other economic forests, as well as the publicity efforts on compensatory policy of public welfare forests. Therefore, they have proposed the following requests: 1) continuously improve the distribution method of cutting index; 2) substantially reduce the forestry taxes; 3) simplify the license handling procedures of tree cutting license, and improve the license handling efficiency; 4) greatly increase the compensation standard of public welfare forests; 5) provide the petty forestry loans with long period, low interest or zero interest; 6) provide the village-level forestry structures with capital, technology, and policy support; 7) enlarge the transformation efforts of low production forests; and 8) strive to develop the underwood planting and breed cultivation.

## **8.3 County forestry institutions**

(1) Awareness: the respondents acknowledged that they knew the current state-level forestry policies very well as the staff in forestry sectors, and they scored 100 in the questionnaire.

(2) Attitudes and understanding: the respondents showed understanding and support towards the current policies. They thought that the policy on logging quota is the basis of forest management and the key to ensure the sustainable use of forestry. They argued that the organization of the

cooperatives should be improved so that farmers could receive greater benefits from forestry. They proposed the following suggestions:

- (i) Further relax the restrictions on commodity forest harvesting;
- (ii) Improve the subsidy standard of state-level public-welfare;
- (iii) Reduce or even cancel the forestry taxation and subsidize for cultivation and protection of forest resources;
- (iv) Provide the necessary working conditions and resources for the local forestry work;
- (v) Extend the term of the loans and reduce the interest for forestry so as to provide adequate funds for forestry development;
- (vi) Make the policies on forest insurance as soon as possible to reduce the risks of forestry management;
- (vii) Speed up the circulation of woodland and woods.
- (viii) Restructure of forestry industry and transform of the low-yield forest into the high-yield one;
- (ix) Increase the trainings about basic forestry work for the staff to improve their service capabilities;

#### **8.4 Other stakeholders**

This project interviewed other stakeholders, mainly including the town government, county Farm Bureau, county Poverty Alleviation Office, and the enterprises and businesses involved in camellia seed acquisition.

(1) Awareness: the leaders of town government and county Poverty Alleviation Office scored nearly 100 on the questionnaire about the current forestry and the enterprises and businesses involved in camellia seed acquisition scored nearly 100 on the questionnaire about the state-level supportive policies for the camellia industry but nearly zero about the policies on other aspects of timber harvesting.

(2) Attitudes and understanding: overall, the stakeholders interviewed all acknowledged the current policies, especially the town government leaders showed who a warm welcome the policy about the rights of distributing timber harvest transformed to the township government. However, different comments proposed by different stakeholders on the following aspects:

- (1) The current controls on the commercial forest harvesting are still too strict.
- (2) The compensation standard for public-welfare forests is too low.
- (3) The forestry taxation is still too high.
- (4) It difficult to get loans for the timber processing enterprises.
- (5) The investment funds on the cultivation and species breeding of camellia, bamboo, herbs,



fruits, vegetables and other non-wood forest products given by the higher governments are in small amounts. And the unit standard is low, the technical service capabilities are weak.

(6) There is no cohesive force between the sectors for camellia and pecan development, so the sectors are proposed to be integrated.

(7) There is a serious shortage of funds on the transformation the low-yield.

(8) The lack of qualified asset assessment mechanisms for forest resources is not conducive to the effective assignment of forest timber.

## 9. SWOT analysis of farmers for cooperative development

### 9.1 The maoping sweet orange cooperative

Starting from the structural analysis, the trainees analyzed the external environment and internal resources for the forest management policies through SWOT analysis, in order to provide the basis for strategic choice (see Table 9-1). What the farmers concern most is the potential of policy changes. If the policy becomes detrimental to sweet orange development, the farmers will lose their current foundations for development. Currently, the urgent need is to get guidance and support from the relevant departments, to strengthen the organizational management, to establish a sound service system and to launch the forest mortgage loans to address the financial difficulties.

**Table 9-1 SWOT analysis for the development of maoping sweet orange cooperative**

External Environment	Threat (T)	Opportunity (O)
	<ul style="list-style-type: none"> <li>● Frequent changes in forestry policy</li> <li>● Policy conflicts</li> <li>● Lessing attention from the government</li> <li>● Lack of local forestry staff</li> <li>● Competition with out-of-town oranges</li> <li>● Road transformation increasing the transport cost</li> </ul>	<ul style="list-style-type: none"> <li>● A good environment of carrying out policy</li> <li>● Technical training services provided by relevant departments</li> <li>● Free online information provided by government</li> <li>● Vigorous propaganda from the government</li> <li>● Policy and funding support from the government for the cooperative</li> </ul>
Internal conditions	Strength (S)	Weakness (W)
	<ul style="list-style-type: none"> <li>● Clear property rights</li> <li>● Agricultural green channel</li> <li>● The nuisance-free product certification of sweet orange products</li> <li>● Strong leadership and demonstration effect among the cooperative council members</li> </ul>	<ul style="list-style-type: none"> <li>● Lack of funds</li> <li>● Some of numbers undisciplined in sale aspect</li> <li>● Lack of professional management</li> <li>● The members' poor education background</li> <li>● Lack the ability of organization and management</li> </ul>

## 9.2 The camellia cooperative

Trough SWOT analysis, the trainees analyzed the threat and opportunity from external environment as well as the internal, the strength and the weakness of the camellia cooperative (see Table 9-2) from the perspective of farmers, providing the basis for the selection of camellia business strategies. Since the camellia industry has become a focus receiving multi-parties' support, the farmers cherish the opportunity to develop camellia industry. However, due to the factors including lack of professional guidance and specialized management institutions, the low level of organization and management of the cooperatives and micro-credit difficulties, the development of camellia industry is hindered to some extent.

**Table 9-2 SWOT analysis for the development of camellia cooperative**

External environment	Threat (T)	Opportunity (O)
	<ul style="list-style-type: none"> <li>● Frequent changes in forestry policy</li> <li>● Poor functional complementation of policies</li> <li>● Lessing attention from the government</li> <li>● Fewer training opportunities</li> <li>● Lack of local forestry staff</li> </ul>	<ul style="list-style-type: none"> <li>● A good environment of carrying out policy</li> <li>● The State Plan for Camellia Industry Development (Year 2009-2020)</li> <li>● identification for Camellia as an important industry of ecosystem oriented poverty elimination in Guizhou Province</li> <li>● Camellia being a part of the county-level “Twelfth five-year” plan</li> <li>● Technical trainings provided by relevant departments</li> </ul>
Internal Conditions	Strength (S)	Weakness (W)
	<ul style="list-style-type: none"> <li>● Relevant forestry policies and laws</li> <li>● Clear property rights</li> <li>● Strengthened guide service from forestry sectors</li> <li>● Agricultural green channel</li> <li>● Low management cost of camellia</li> <li>● Good land resources and rich experience of camellia cultivation</li> </ul>	<ul style="list-style-type: none"> <li>● Financial difficulties</li> <li>● Poor ability of organization and management</li> <li>● Lack of professional management staff</li> <li>● Backward consciousness of cooperative members</li> <li>● Aged camellia varieties and low- yield</li> </ul>

## **10. Policy analysis**

According to the questionnaires, individual interviews, seminars and other relevant information consulted, the project team has cultivated an understanding of the current situation and the issues concerned with the implementation of forestry policy in Jinping County. For example, the index of commercial timber harvesting is too low, and so does the compensation for public ecological forest. In addition, the current forestry taxation system is a significant burden. Further, the number of farmers' cooperatives is low and their capacity is weak. The financial support system for forestry has not been effectively established. Finally, the abilities of the grass-roots government and the local forestry service station are insufficient. The detailed analyses of the issues are as follows:

### **10.1 Low quota for commercial timber logging**

The timber logging plan in Jinping County is formulated by the Jinping County people's government according to the cutting limitation mentioned in the eleventh five-Year plan which was approved by the State Forestry Administration and issued by the provincial Forestry Department. Such a plan made by Jinping County did not involve mechanisms to increase the financial efficiency to meet the needs of farmers, nor meet the county's demand for raw materials for the wood processing enterprises. Furthermore, the harvesting plan can't meet the needs of the forestry industry forest resource structural adjustment. The main causes for this problem include: First, the current quota system of forest harvesting in the country is too low. Second, the total quantity and quality of forest harvesting resources in Jinping County is not high. Third, the market demand has increased beyond the measure of current production. Fourth, in the surrounding counties, they have implemented a policy of timber goods for personal use which reduced the timber supply. Fifth, because of the propaganda about forestry reform from the government, the farmers have increased their needs of harvesting indicators to some extent. Sixth, the limited indicators are put more pressure by the adjustment of the industrial structure.

### **10.2 Low public compensation**

Currently, the state-level and local implementation of the forest compensation policy is not meeting the farmers' compensation expectations. The amount of compensation given does not equate with its market value. The stakeholders rated this policy with the lowest satisfactions. The factors behind this issue are as follows: First, the positive externality of forest industry. . Second, policy makers have not sufficiently consulted with the community. Third, the financial resources of the local government are limited. Fourth, with the gradually relaxed restrictions of the commercial forest harvesting, the timber price rose. Fifth, the state-level governing philosophy

and governance were changed. Sixth, the property law and other laws protecting the rights of property owners were launched.

### **10.3 Heavy forestry taxation**

Through reforms of the regulations, the burden of taxes and collection for forestry management has been greatly relieved from the vertical perspective; however it still does not meet the expectations of the stakeholders. They have asked for a reduction or even abolishment for the taxation and the fees of forestry. The factors behind this issue are as follows: First, the forestry taxation has become a low-cost long-term stability tax fund of the county government. Second, the government needs funds to make up for the forestry Third, the gap between planting tax and forestry tax has been enlarged. Fourth, high tax is an effective regulation limiting the consumption of forest resources and ensuring ecological security. Fifth, expectations of stakeholders are high.

### **10.4 Cooperation organizations: rare and weak.**

Presently in Jinping County, the main forms of farm cooperative organizations are professional cooperatives and tree farmers. However, they have a weak financial base and limited capacity. The factors behind this issue are as follows: First, the Natural Forest Protection Project lead to a large number of economic forestry disappear. Second, the policy supporting cooperatives does not work appropriate. Third, the authorities providing guidance and support are misconduct sometimes.

### **10.5 Insufficient financial system of supporting forestry**

Although multi-sector joint efforts to establish policies for speeding up the development of a financial support system for forestry, the policy of small loans for forestry and forest-related insurance have not yet been carried out. There is no established financial support system that has an adequate operation in order to benefit farmers in a convenient and transparent manner. Major factors leading to the above situation are the absence of an evaluation and incentive mechanism, the shortage of forestry and investors' personal interest.

### **10.6 Inadequate services provided by the local government and the forestry station**

After higher-level government issued a large number of forestry policies to speed up the development of forestry, the county and township government increased their investments and strengthen management. However, the local government and the forestry station were not given good services in time. The main reasons are as follows: First, the township government and the

forestry station management have to provide service covered a large area, where the road condition is very poor. Second, the township government and the forestry stations have to undertake many responsibilities. Third, staffs of the local government and forestry station are often not qualified. Fourth, funding for these two government bodies is insufficient. Fifth, the governments haven't adjusted itself to meet the challenges.

## **11. Suggestions on policies**

### **11.1 Further improve the logging quota control policy**

After two- year pilot experiment for logging quota control reform, Jinping County has achieved a wealth of experiences in logging age determination, logging area control and logging quota allotment. To further encourage the farmers to grow and preserve the forest resources, these invaluable experiences should be deepened and be spread as soon as possible.

### **11.2 Guarantee some large-scale cooperatives with fixed logging quota through the establishment of forest management plan**

According to the experience from the previous five years investigations and recent experiments, It is essential to provide the forest farms, farmers who own big area plantation, administrative villages, collective cooperative with fixed logging quota in The twelfth five-year plan duration which based on the forest management plan made by themselves, because this will guarantee them a steady expectation by treating them as independent management unit as far as the logging quota control system as concerned. So that these cooperatives will manage their plantation with sustainable input and utilize forest resources in sustainable manner. This will encourage them to devote themselves to the forest development in a sustainable and intensive way, and sustain the forest development in Jinpin County.

### **11.3 Encourage the forest cooperatives develop in multiple dimensions**

Considering that collective economic organizations are going to take more and more responsibilities in the sustainable development of forestry in the future, the government at all level have issued instructive suggestions to support them. More pragmatic supports for collective economic organizations will be facilitated in fields such as forestation funds, forestry loans, forest insurance, and taxation, cutting quotas, technology services and information dissemination. As a result, the collective economic organizations could enjoy rapid development and foster stronger business opportunities to facilitate the sustainable development of forestry.

### **11.4 Enhance compensation standards for ecological forests and improve compensation policies for ecological forests**

To improve the perceived competency of the government, promote stability in woodlands, ensure ecological forests' safety and encourage the farmers to grow and preserve ecological forests in the long run, governments at various levels must compensate the ecological forests with a standard that is not lower than the average production revenues. If the compensation is not

allocated, governments can allow tree cutting to some extent under the condition that do not impact the ecological function of social welfare forests.

### **11.5 Provide support for the alteration of low-yield forests and development of non-wood industry represented by camellia**

In order to restructure the forestry industry and forest type, allocate forest resources in an efficient way, implement the industry transformation project, transform low-yield forests and develop non-wood industry such as Camellia, it is necessary to strengthen through a variety of means such as policies, funds, technologies, loans and so on. The energy should be spent on choosing plant varieties which are grow-fast, high-yield and high market prices and implementing cutting-edge technologies to produce high-yield forests with outstanding replenishing capabilities for economic forests, such as Camellias. An industrial base should be established as soon as possible, to make the foundation for the development of the forestry industry.

### **11.6 Decrease taxation and improve the forestry investment structure**

The counties have found new economic growth opportunities under the guidance of the industrialization and urbanization strategy. However, taxation must be reduced in order to attract more investments from the private sector and invigorate forestry resources and assets. Moreover, because the available forest resources in the county are decreasing, it is necessary to shift the emphasis from an increase in quantities to an improvement in terms of the quality of the forest resources. The funds from forestation should be spent on forest protection and the funds from commercial forest should be spent on the social welfare forests. As a result, the quality and ecological function of the social welfare forests will be improved. The investment standards will be increased to cooperate with the market standards. Therefore, the problems of government's "overacting" on the commercial forest problems and its "absence" on the social welfare forest problems will be balanced.

### **11.7 Increase forest infrastructure and improve the government staffs' service capacity.**

The construction of infrastructure has become the crucial factor hindering the development of the forestry industry. Poor transportation increases the cost of timber, reduces income and impact on the safety of forest resources. Therefore, transportation in woodlands and highways for other uses, such as tourism, should be improved at the same time.. In some commercial forests which have large output and good condition, the irrigation systems should be built to improve facilities and to bring more profits for the forestry industry. The service capabilities of basic government employees and forestry staff must be improved through education and administration. The



government should implement various measures to train them, refreshing their knowledge with consideration of the changes in forestry industrial structure, and diversifying their abilities to meet the farmer's needs. The comprehensive and effective incentive and assessment systems should be implemented in the process of improving their service quality and abilities.

### **11.8 Promote participatory forest management**

Through the recent revolutions in the group-owned forest system, the forest rights for each household have been clarified. The rights of individual forest farmers are further strengthened. However, in reality, due to various reasons, many local farmers are not involved in forest resources management, let alone taking a important roles in the forest management. The government must not only implement effective policies for forest trading and management, but also encourage participation among farmers and other stakeholders in order to ensure the sustainability of group-owned forest resources. Therefore, to preserve sustainable management and reduce conflicts, various measures should be employed to promote participation among farmers and stakeholders.

### **11.9 Explore, preserve and carry on various effective local knowledge and traditional practices**

Local knowledge and traditional practices are the knowledge systems preserved and inherited from generation to generation by the diverse nationalities in the region. They are arised out of specific social environments and historical backgrounds. They are essential for balancing and improving the ecological environment and the forestry industry. In the long term, this knowledge should be further explored and preserved. The people who are practicing these traditions should be encouraged and regulated by the appropriate policies. The community system related to these traditions should be strengthened. As a result, the general public will respect nature, treasure natural ethical principles and harmonize with the nature surrounding them.

## **12. The experiences and lessons gained from the training**

The following section provides a series of suggestions for future training based on the participatory training conducted.

### **12.1 Build up skills to realize the strategic aims**

To increase income of collective economic organizations and to improve their service quality, skills training must focus on the strategic aims of the trade of orange and Camellia. In order to achieve this aim, the trainers must fully comprehend the trade strategic aims of the orange and camellia collective economic organizations. Based on these considerations, the contents and specific methods of operating the cooperatives have been settled.

### **12.2 Participatory training an effective way to build up skills**

Among all methods, participatory training has advantages, such as precise targeting, flexible timing, calculated planning, explicit organization, and a high participation rate. It also can meet the special needs of certain organizations through "One cooperative, one policy", taking differences in the trainees' abilities and time schedules into consideration. This method is able to determine the training theme and contents based on assessments of the training demands. Last but not least, the methods help to find suitable trainers for the trainings

### **12.3 Build up skills in multiple dimensions**

The training for specific collective economic organizations must be specially designed to address their current problems. Firstly, many members of the organizations are not able to fulfill their duties, or are apathetic to the development of collective economic organizations. The key reason is that they do not have the appropriate understanding of the organizations and are pessimistic about the future of the organizations. Because the members are not well educated, it is necessary to use language colloquially and adopt simple methods to help their understanding, especially the knowledge about forest trading. Building up skills is the most essential objective of the training. Training must focus on the development of collective economic organizations, the development of the orange and camellia trades, and the skills needed in the members' daily lives.

### **12.4 Visualize the theoretical knowledge**

The forestry farmers have poor educational background which means they may have troubles in grasping the basic theoretical knowledge needed for the orange and camellias trade. So that external help such as training and guidance are needful . When compiles the training materials, one must chose the matters that the farmers are familiar with and interested in. Through various

means, such as blackboard-writings, pictures, and videos, trainers can help farmers to build bridge between theoretical concepts and concrete examples which are easy to comprehend and help them to apply theoretical knowledge.

### **12.5 Long-term follow-up**

Through trainings about the orange and camellia trading methodologies, the trainees have not fully comprehended some of the contents. In the following training, they will be able to understand better and apply their knowledge to the reality. Since the training runs for a limited time period, the long-term follow-up mechanism will investigate the actual results of the training after trainings. The farmers can often communicate with the trainers or training organizations after training to address problems after trainings. However, due to the limitations of this program, this mechanism has not yet been implemented.

### **13. Suggestions on promoting participatory forestry management at collective economic organization and village-Level institutions**

The following section provides suggestions, which based on the research project, on further encouraging participatory forest management of the sweet orange and camellia industries in the project area.

#### **13.1 Promoting participatory forestry management in a localized manner**

The most crucial problem of participatory forestry management in forestry development in China is how to localize it. Firstly, systematic policies must support the promotion of participatory forestry management in community. Policies must grant rights of decision-making, participation, supervision, benefit rights and self monitoring and evaluating forestry trades to the respective communities. In addition, in the process of applying these policies, must take into consideration both participatory forestry management concepts and the nature of china's state-level conditions. Improvement should be made after considering experiences in other countries or areas.

#### **13.2 Emphasis on the building up the skills**

Human beings play roles in policy-making and implementation process. Meanwhile, human beings are the subjects of these policies. Their abilities have a crucial impact on science and the effectiveness of the policies. Consequently, the abilities of related personnel are extremely important. A strong training scheme for forestry staff and farmers must be implemented. In terms of institutional setting, , the county forestry bureau should establish a department especially for the building up of skills. It should also organize and guide the training for all the forestry staff and farmers in the county. Throughout the trainings, their comprehensive capacity should be improved through various means, such as basic training, experience sharing, studies in professional fields, lectures and field investigations.

#### **13.3 Build up mechanisms to strengthen core competitiveness**

The recent established collective economic organization for sweet orange and camellia has great potential. Although their products have found a market, their products are still less competitive. Currently there are urgent needs to strengthen the service system, to provide technology and information services for the production, selling, transportation, restoration and trade of sweet orange and camellia. In the future, the organization should unify the production species, production quality, safety standards and technologies, branding, marketing and selling of sweet

orange and camellia to increase its market shares.

## **14. Suggestions on training materials**

The following sections provide suggestions based on the experience of the participatory training and the participants' suggestions on how to improve the training material for future training sessions.

### **14.1 Increase contents about management of economic forests**

Currently, most of the training materials focus on the management of timber forests. And in reality, the commercial forests which produce non-wood products are becoming the important subjects of trade. Contents about management of economic forests of non-wood products should be added into the guide, so that the training materials can be applied in more areas. Different forest management schemes can be designed and introduced with consideration of different types of forest management and contractors. As a result, the trainees will receive more relevant guidance.

### **14.2 Strengthen the relations between theories and practices**

During the assessment period, most of the trainees commented that the training materials focus mainly on theories, but does not provide details and explanations for the key methodologies or terms. To relieve the trainees from difficulty in understanding the materials, some of the methodologies and terms (for example, principles of assessment criteria, standards, themes and guidelines, matrices, SWOT analysis and logic framework analysis) are explained in forms of textboxes or annexes. Moreover, some examples of the logical trees and the objective trees can be substituted with examples which are more pragmatic, more interesting or related to their daily lives. The examples should be relevant to the users, so that the effectiveness of training is maximized.

### **14.3 Simplify procedures and some of the contents**

All of the trainees commented that the training involves a series of procedures that are too complicated. And they suggested that the frequencies of meetings recorded in page eight can be decreased from ten to six, while the length of each could be extended. The annual schedule can be simplified.

### **14.4 Strengthen logic links**

The training materials have some problems with repetition and incoherence. It is suggested that the structure and contents should be decided with considerations of the trading strategies of forestry management, so that the contents of training materials could be more logical. For

example, the materials should only list down the guidelines in the evaluation part of SWOT analysis to provide resources for the next step, so that repetition is avoided. In addition, it is suggested that "Using SWOT analysis to formulate strategies" and "Methodologies for formulating the strategies" should be combined.

#### **14.5 Improve the readability of the training materials**

It is suggested to use concise paragraphs and highlight or underline the most crucial contents to help readers to grasp the key points. As for planning the structure of the training materials, it is suggested to number the contents in logical sequences. In terms of language, the content should take into consideration the views and educational backgrounds of trainees. In general, scientific terminology in the content must be converted into description, and also suggested that the relationships between different procedures be clarified.

#### **14.6 Further scrutinize the expressions in the Chinese version of the training materials**

It is suggested that some of the contents in the Chinese version be clarified. For example, the "family happiness" and "country happiness" in the assessment criteria should be carefully scrutinized. The "table 3" is not marked. So that it can only be inferred from the sequence of contents. It is suggested to substitute "related basic problems" in strategic choice matrix with "relationship with basic questions"; delete "person, month" from the template of annual schedule and increase a column to indicate the source of funds to clarify which department is responsible for future funds; modify some minor errors, such as "hao" case in page 18, and "you" crucial aspects in page 19.

#### **14.7 Clarify the main stakeholders and their respective roles**

Although the training materials include a compulsory section "The main stakeholders and their respective roles". This section can only be comprehended if both the trainers and trainees possess basic knowledge. If the trainers and trainees do not know the main stakeholders and their respective roles, responsibilities and rights, it is extremely difficult to realize effective management and cooperation between the respective stakeholders of the forestry management strategies. Hence, it is suggested that the main stakeholders and their respective roles, responsibilities and rights mentioned in the training materials are just used as reference.

#### **14.8 Add background information about forestry management**

To improve the quality of strategy planning, the collaborators should keep a comprehensive and clear forestry management plan in mind. Otherwise, divergence and inadequacy will arise in

guidance and judgments. As collaborators, the local forestry staffs hold specific positions in forestry services and administrations. Few of them are able to conduct forestry management in a macro perspective or study how to encourage forestry trade. It is suggested to add background information, management strategies and simple case studies in the form of textboxes or annexes.

#### **14.10 Take into consideration the influence from farmers' mindset**

A comprehensive understanding of farmers' mindset and the logic of their behavior and using an appropriate methodology suiting their behavior logic are the prerequisite in many successful projects. The design of the participatory forest management scheme is a "project" based on farmers. Therefore their mindset and operation modes should be emphasized throughout the guide.



**List of the Project Publications**  
**GCP/CPR/038/EC Working Paper**

编号	标题
WP001C	安徽省林农合作组织研究报告
WP002C	福建省林农合作组织研究报告
WP003C	贵州省林农合作组织研究报告
WP004C	湖南省林农合作组织研究报告
WP005C	江西省林农合作组织研究报告
WP006C	浙江省林农合作组织研究报告
WP007E	Assessment of Forest Farmer Cooperatives in Anhui Province
WP008E	Assessment of Forest Farmer Cooperatives in Fujian Province
WP009E	Assessment of Forest Farmer Cooperatives in Guizhou Province
WP010E	Assessment of Forest Farmer Cooperatives in Hunan Province
WP011E	Assessment of Forest Farmer Cooperatives in Jiangxi Province
WP012E	Assessment of Forest Farmer Cooperatives in Zhejiang Province
WP013C	安徽省林权交易中心研究报告
WP014C	福建省林权交易中心研究报告
WP015C	贵州省林权交易中心研究报告
WP016C	湖南省林权交易中心研究报告
WP017C	江西省林权交易中心研究报告
WP018C	浙江省林权交易中心研究报告
WP019E	Assessment of Forest Tenure Trade Centers in Anhui Province
WP020E	Assessment of Forest Tenure Trade Centers in Fujian Province
WP021E	Assessment of Forest Tenure Trade Centers in Guizhou Province
WP022E	Assessment of Forest Tenure Trade Centers in Hunan Province
WP023E	Assessment of Forest Tenure Trade Centers in Jiangxi Province
WP024E	Assessment of Forest Tenure Trade Centers in Zhejiang Province
WP025C	安徽省参与式森林经营指南应用及政策评估报告
WP026C	福建省参与式森林经营指南应用及政策评估报告
WP027C	贵州省参与式森林经营指南应用及政策评估报告
WP028C	湖南省参与式森林经营指南应用及政策评估报告
WP029C	江西省参与式森林经营指南应用及政策评估报告
WP030C	浙江省参与式森林经营指南应用及政策评估报告
WP031E	Policy Assessment and Pilot Application of Participatory Forest Management in Anhui Province
WP032E	Policy Assessment and Pilot Application of Participatory Forest Management in Fujian Province
WP033E	Policy Assessment and Pilot Application of Participatory Forest Management in Guizhou Province
WP034E	Policy Assessment and Pilot Application of Participatory Forest Management in Hunan Province
WP035E	Policy Assessment and Pilot Application of Participatory Forest Management in Jiangxi Province

<b>WP036E</b>	<b>Policy Assessment and Pilot Application of Participatory Forest Management in Zhejiang Province</b>
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The project “Supporting policy, legal and institutional frameworks for the reform of forest tenure in China’s collective forests and promoting knowledge exchange” supports the reform of forest tenure in China’s collective forests through strengthening policies, laws and institutions responsible for the management of collective forests in six pilot provinces. Funded by the European Union (EU) and implemented by the State Forestry Administration of China (SFA) and the United Nations Food and Agriculture Organization (FAO), the project will also promote the exchange of knowledge and experiences on forest tenure reform both within China and with other countries.

Website: <http://www.fao.org/forestry/tenure/china-reform/en/>