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Brief Discussion on the Policy of Cultivated Land Occupation and Compensation Balance in New Era

Hang Zhou[1,2,3,4]

[1]Shaanxi Provincial Land Engineering Construction Group Co., Ltd., Xi'an 710075, China

[2]Institute of Land Engineering and Technology, Shaanxi Provincial Land Engineering Construction Group Co., Ltd. Xi'an 710075, China

[3]Key Laboratory of Degraded and Unused Land Consolidation Engineering, Ministry of Natural Resources Xi'an 710075, China

[4]Shaanxi Provincial Land Consolidation Engineering Technology Research Center, Xi'an 710075, China

Abstract

As an important system for the country to contain the sharp reduction of cultivated land area and ensure the national food security, the system of arable land occupation and compensation balance has played a pivotal and irreplaceable role for more than ten years. However, under the new situation, the system is currently facing new difficulties and challenges. How to deal with these difficulties and challenges, and how to "protect both urban development and cultivated land" has become a new issue for land and resource managers. On the basis of briefly reviewing China 's cultivated land occupation-compensation balance policy, clarifying the background and significance of the system, it analyzes the current difficulties faced by the cultivated land occupation compensation balance policy and misunderstandings, and proposes a path for the reform of the cultivated land occupation-compensation balance policy.

Keywords

Cultivated Land Occupation Compensation Balance Policy; Policy Misunderstanding; Countermeasures.

1. Introduction

Since the implementation of China's cultivated land occupation and compensation balance policy, it has played an important and irreplaceable role in protecting cultivated land and ensuring national food security. However, with the continuous development of China's economy and society and the accelerated pace of urbanization, this system also faces many new problems and difficulties. For example, in some regions, there have been situations where it is impossible to complete the balance of occupation and compensation within the administrative region [1]. In 2017, China has launched the balance of farmland occupation and compensation across provinces. However, due to the differences in the economic development of various regions, the balance of cross-provincial occupation and compensation of farmland is likely to further accelerate the geographical transfer of farmland and destroy the dynamic balance of farmland.

As a result, doubts have arisen about the sustainability of the system, and some have even begun to question its necessity [2]. So, should China's policy of balancing farmland occupation and compensation continue? What are the difficulties faced by this policy? If it continues, what are the necessary reforms? In order to solve the above problems, this paper makes a superficial analysis and discussion, in order to provide reference for the reform of the system in the future.

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2. A Brief Review of the Balance Policy in China

In order to contain the continuous reduction of cultivated land area, “achieve a dynamic balance of the total amount of cultivated land” and “establish a compensation system for cultivated land losses” were proposed at the meeting of directors of the National Land Administration Department in June 1996. In 1997, the Central Committee of the Communist Party of China and the State Council issued the "Notice on Further Strengthening Land Management and Effectively Protecting Cultivated Land", which for the first time proposed the policy of linking the occupation of cultivated land with development and reclamation. The Land Administration Law clearly states that the state implements a compensation system for occupied cultivated land in 1999. Then the Ministry of Land and Resources successively issued the "Notice on Effectively Implement the Balance of Cultivated Land Occupation and Compensation" and the "Notice on Further Strengthening and Improving the Work on the Balance of Cultivated Land Occupation and Compensation", which clearly put forward the concept of "balance of cultivated land occupation and compensation", and make detailed regulations on the related issues involved in the balance of cultivated land occupation and compensation.

3. The Difficulties Faced by the Balance Policy

3.1. Serious Shortage of Cultivated Land Reserve Resources

The number of reserve resources of cultivated land in China is extremely limited, and most of these limited reserve resources are distributed in areas with lack of water resources, fragile ecological environment, and difficulty in continuous cultivation in the later period. At present, the unused land available for reclamation in Shanghai, Tianjin, Hainan, and Beijing is nearly exhausted, and in some other provinces are also very limited. It is very difficult to supplement the cultivated land occupied by construction [3]. According to statistics, China's current cultivated land area is about 0.08hm^2 per capita, which is significantly lower than the world's average number, and the area is very unbalanced. With the increase of China's population, the cultivated land area per capita will still decline. Therefore, in the implementation of the balance policy of cultivated land occupation and compensation, the problem of insufficient reserve resources of cultivated land has become the biggest "bottleneck".

3.2. The Widespread Phenomenon of " Large Makes up Less" and“Superiority Makes up Inferiority”

In many places, there is a phenomenon of falsification in the implementation of the balance policy of farmland occupation and compensation. Due to the untimely change of cadastral data, many land types that have actually been developed by peasants as arable land are still unused land on the cadastral data map, so these arable lands are counted as newly added arable land again, which leads to " Large Makes up Less " Phenomenon.

In addition, when implementing the balance policy of cultivated land occupation and compensation in many regions, the quality of cultivated land occupied by construction is relatively high, while the quality of supplementary cultivated land is poor. Hence the problem of “Superiority Makes up Inferiority”. Some scholars have pointed out that about 70% of the cultivated land used for compensation in the country does not reach the quality level of the original cultivated land.

3.3. Ecological Return of Farmland Increases Pressure on Supplementary Farmland

In order to improve the quality of life of the people and ensure the healthy and scientific development of economic construction, the state has been increasing efforts to protect the ecological environment in recent years, and more scientific accounting indicators such as

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"green GDP" have been widely used. The efforts to return farmland to forests, grasslands, and mountain closures for afforestation continue to increase, resulting in increased pressure to supplement cultivated land.

4. Two Misunderstandings About the Balance Policy

4.1. The Reserve Resources of Cultivated Land are Limited

As mentioned above, China's arable land reserve resources are seriously insufficient. Does this mean that China's policy of balancing farmland occupation and compensation is unsustainable? Of course not. This is because the extensive and inefficient use of land in China is relatively common at present. From the perspective of optimizing land layout and structure, the potential for new cultivated land is still large. In fact, these two points are not contradictory [4]. The lack of reserve resources for cultivated land shows that the balance policy of occupation and compensation is facing a severe test. , then, the accounting-compensation balance policy is sustainable.

4.2. Equating Supplementary Land with the Development of Unused Land

From the perspective of the potential composition of land development and consolidation in China, land consolidation has the highest proportion, accounting for 45%, followed by land development, accounting for 44%, and land reclamation, accounting for 11%. In fact, many grass-roots land and resources managers believe that supplementing cultivated land can only be achieved by developing unused land. A staff member of the Land and Resources Bureau in Jiangsu once expressed such emotion. Now walking on the road, whenever he sees a pothole, he has the urge to "fill it up". Although this seems like a joke, it also reflects the misunderstanding of many grass-roots land and resources managers regarding "supplementary cultivated land".

According to statistics, since 1997, most of China's supplementary farmland has come from land development, accounting for more than 63% of the supplementary farmland.

5. Preliminary Exploration of the Reform Path of the Balance Policy

5.1. Increase the Consolidation of Construction Land

When it comes to land consolidation, people tend to think of agricultural land consolidation, reclamation and unused land development, while neglecting construction land consolidation. In fact, the effect of construction land consolidation has a direct impact on the amount of cultivated land reserve resources. Because the optimization of urban land, development zone land, industrial enterprise land, and rural residential land can further improve the intensification of land use, and the newly organized land can "digest" new land needs to a large extent. . For example, in recent years, Tangshan City, Hebei Province has revitalized the land used for "urban villages" through the implementation of the "flat-to-level building" project, basically realizing that the city cannot develop without the city. In the past 10 years, 97% of the urban construction land has come from the stock land in the urban area. It can be seen that in order to further implement the policy of balancing the occupation and compensation of cultivated land, it is necessary to strengthen the consolidation of various types of construction land, change the situation of scattered construction land use, extensive use, and unscientific use. Effectively improve the economical and intensive use of urban land, and improve the economic carrying capacity

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5.2. Strengthen the Supervision of Land Supply and Strictly Dispose of Idle Land

In recent years, the strange phenomenon of "occupying land on one side and wasteland on the other" has appeared in many areas of the country, and the problem of urban construction land being approved but not being used is more prominent. According to relevant data, the area of land approved but not available for use in some provinces in the past five years accounts for about 27% of the total approved land area, and the total idle land area accounts for about 2% of the total approved land area.

The Measures for the Disposal of Idle Land, which came into effect on July 1, 2012, made more detailed regulations on how to dispose of idle land. When implementing the policy of balancing the occupation and compensation of cultivated land, the land and resources management department should firstly strengthen the dynamic supervision of land supply for the idle land within its jurisdiction, especially the idle land that has reached 2 years, and dispose of it in strict accordance with the regulations. When the project is submitted for approval, the maximum amount of cultivated land is not to be occupied, and less cultivated land is to be occupied.

In addition, the current phenomenon of abandoned and idle farmland in rural areas is also more prominent. Because in rural areas, especially those in economically backward areas, most young and middle-aged people go out to work, and most of the left-behind are the elderly and children, which leads to a serious shortage of labor in the vast rural areas, and a large amount of arable land is under uncultivated or extensive production situation. This also requires close cooperation between the land and resources management department and the township government to liquidate and reorganize the idle farmland, and re-contract allocation after land remediation.

5.3. Increase the Implementation of Rural Land Consolidation Projects

The contribution of rural land consolidation to increasing the amount of cultivated land is unquestionable. At present, rural land consolidation has become one of the main ways to solve the contradiction between “economic development” and “cultivated land protection”. The implementation of rural land consolidation projects can not only effectively increase the area of arable land and improve the quality of arable land resources, but also further improve agricultural production conditions, greatly improve land productivity, and promote sustainable social and economic development in rural areas. At present, rural land consolidation has become a strategic deployment at the national level, and has become an important platform and starting point for ensuring national food security, promoting new rural construction and coordinated urban and rural development. Through the implementation of rural land consolidation projects, the amount of supplementary cultivated land can be most directly increased, providing an important guarantee for the balance of cultivated land occupation and compensation in the region.

According to the relevant experience of land consolidation at home and abroad, through the consolidation of farmland, the direct production land can be increased by 5% to 10%; the output of cultivated land can be increased by 10% to 30%.

5.4. Establish a Conversion System for the Quantity and Quality of Cultivated Land

As early as 2005, the Ministry of Land and Resources' "Notice on the Basic Work of Carrying out the Conversion of the Quantity and Quality of Supplementary Cultivated Land According to Grades" required that the implementation of the conversion of the quantity and quality of supplementary cultivated land according to grades should be based on the principle of "accounting for one to make up for one". , The quality is linked to the grade of occupied cultivated land and converted, so as to achieve a balance between the quantity and quality of

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cultivated land occupation and compensation. At present, the conversion of quantity and quality grades of supplementary cultivated land has not been fully started due to various reasons. The land and resources management department should establish a conversion system for the quantity and quality of cultivated land as soon as possible. If fertile land is occupied, the quality of the supplementary cultivated land should also be equal. , if the quality of supplementary cultivated land is high, its quantity can be reduced to achieve a production balance.

6. Conclusion

In recent years, China's urbanization rate has increased rapidly. According to statistics, the national urbanization rate has reached 54.77% in 2014, exceeding the world average. At the same time, the amount of cultivated land occupied by urbanization has also increased exponentially. The author believes that in different regions, there is a scientific ratio between the amount of construction land and cultivated land, and there is a limit for the natural carrying capacity and economic carrying capacity of land, and economic development cannot be unlimited at the expense of cultivated land. . The ultimate ideal state of urban development is that the quantity of construction land and cultivated land is always in a state of dynamic balance within a certain proportion range. Exceeding this proportion range means that the speed of construction land expansion is too fast, and it is necessary to "brake ".

At present, the state pays more and more attention to the protection and utilization of land resources, the nationwide survey and evaluation of cultivated land reserve resources are in full swing, and the delimitation of permanent basic farmland has also kicked off. As an important measure to protect cultivated land and ensure national food security, the system of balance of occupation and compensation is still something we must adhere to and implement in the absence of better alternatives and system design. However, in the face of new situations and new problems, when the system is specifically implemented, it is necessary to establish and improve supporting systems that adapt to it, such as the gradient standard system for cultivated land reclamation fees, the conversion system for the quantity and quality of cultivated land, and the supplement market-oriented system of farmland index trading.

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