Research on the Mechanism of Cross Regional Grassland Ecological Compensation

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Abstract. In recent years, grassland environmental damage has become serious, and grassland resources protection task has become heavy, grassland ecological compensation has become an effective way to solve this problem; but the current grassland ecological compensation standards were low, the effect is poor. The fundamental reason is the model of administrative division destroys the integrity of grassland. Based on the analysis of the status quo of grassland compensation, this paper tries to protect the grassland integrity, breaks the administrative division restriction, implements the space regulation, constructs the framework of cross-regional grassland ecological compensation mechanism, describes its operation process. It provides new way to realize the sustainable development of the grassland environment.

Keywords: Cross region; Grassland ecological compensation mechanism; Space control

1. Introduction

The grassland area of China is vast and has all kinds of natural grassland area nearly 400 million hectares, covering the land area of 2/5. With the rapid development and utilization of grassland resources, grassland environmental damage is serious in recent years. Therefore, Chinese government issued grassland subsidy award policy, encouraged scholars to study grassland ecological compensation, and implemented grassland ecological compensation system. On the basis of the concept of ecological compensation, Chen Zuozhong put forward the concept of grassland ecological compensation for the first time [1]. After that, scholars began to study the laws and regulations, compensation subject, compensation standard, compensation effect and fund source of grassland ecological compensation. It is found that the research on the compensation of grassland is focused on the construction of the three elements of ecological compensation and the construction of laws and regulations, and does not touch on the root cause of poor grassland compensation effect - the integrity of grassland ecological compensation. Therefore, this paper tries to break the restriction of administrative division, implement spatial control, eliminate the vicious financial competition, realize the overall management of grassland ecological compensation, and promote the sustainable development of grassland environment.

2. Analysis on Present Situation of Grassland Ecological Compensation

Grassland ecological compensation refers that Grassland users or beneficiaries pay the corresponding fees for grassland ecological protection and grassland protectionists obtain proper compensation to provide a steady capital and a high degree of enthusiasm for the next step in protecting the ecological environment.
3. Practice of Grassland Ecological Compensation

3.1. Grassland Ecological Subsidy Incentive Policy
The 128th executive meeting of the State Council decided that the state has fully implemented the grassland ecological protection subsidy policy in Inner Mongolia, Xinjiang, Tibet, Qinghai, Sichuan, Gansu, Ningxia and Yunnan since 2011[2]. The scope of implementation expanded to five non-major pastoral areas in Heilongjiang, 36 pastoral and semi-pastoral counties, covering the country's 268 pastoral areas. The first round of the supplementary policy stipulates that the annual central government allocated 6 Yuan / mu of forbidden grazing subsidy, 10 Yuan / mu of forage varieties and 500 Yuan / household for the comprehensive means of production, 1.5 Yuan / mu for the herders who carry out the livestock reduction plan. The central government allocated 15.975 billion Yuan of reward funds for grassland ecological protection every year, and invested 775.644 billion Yuan in the total amount of grassland subsidy policy in 5 years [3].

3.2. Returning Land for Grazing to Pasture Project
In 2016, the national development and Reform Commission and the Ministry of Agriculture put forward the problems of low investment subsidy standards, slow implementation progress, unscientific project management and inadequate construction content. We should increase the content of construction and raise the standard of investment subsidy. The state proposed to strengthen the management of black soil, and poisonous grass, allowed the enjoyment of the sheds of the farmers and herdsmen use subsidy funds supporting the construction of storage sheds and silos. At the same time, fence construction subsidies in the Qinghai-Tibet Plateau region from 20 Yuan / mu to 30 Yuan / mu, other areas from 16 Yuan / mu to 25 Yuan / mu; degraded grassland improvement allowance from 20 Yuan / mu to 60 Yuan / mu; Artificial forage subsidy from 160 Yuan / mu to 200 Yuan / mu; Shelter subsidy from 3,000 Yuan to 6,000 Yuan [4].

3.3. Wind and Sand Storm Control Project.
In 2002, the State Council implemented the Wind and sand storm control project in order to reduce the risk of sandstorms, improve the ecological environment and promote social development. The project covers 75 counties (banners) in five provinces which include desertification land area of 10.12 million square kilometres and 19.58 million people. We implemented 22.2 million mu of artificial grass, 428 million mus of aerial sowing, 41.9 million mu of fence enclosure, 515 mu of basic grassland construction, 59 million mu of grass base and 8527 mu of grazing in this area [5].

4. The Problem of Grassland Ecological Compensation

4.1. Single Compensation
The main body of compensation is one of the basic elements in ecological compensation, and the universality and broadness of the compensation subject determine the scope of ecological compensation and the effect of implementation. Li Jing believes that the scope of grassland ecological compensation in China is too narrow [6]. It is found that the main stakeholders of grassland ecological compensation in our country are mainly government departments, and the structure of compensation subject is unitary.

4.2. Lack of Interregional Ecological Compensation
In fact, grassland resources have the overall attributes of centralized integration, and the protection of grassland resources should follow the laws of nature. At present, China's compensation model is based on the administrative division of independent compensation in different regions. It does not form a model of interregional ecological compensation, so “tragedy of the commons “phenomenon occurs frequently in the administrative areas of the grassland environment.
5. Overall Framework Design and Operation Analysis of Cross Regional Grassland Ecological Compensation Mechanism

Combined with the status of grassland environmental protection, China should take the grassland ecological function area instead of administrative divisions and establish cross-regional grassland ecological compensation mechanism structure to solve the basic problems. As shown in Figure 1.

6. Institutional Composition of Cross Regional Grassland Ecological Compensation Mechanism

6.1. Cross Regional Grassland Ecological Compensation Administration

(1) National Cross-regional Grassland Ecological Compensation Administration.

The national cross-regional grassland ecological compensation Administration is the highest administrative organ of grassland ecological compensation. It is mainly composed of relevant departments such as the Ministry of Environmental Protection, Ministry of Science and Technology, Grassland Environmental Experts Review Group. The main functions are as follows: first, it proposes long-term planning for cross-regional grassland ecological compensation; second, it needs to arrange the work of main functional areas; third, it actively carries out with other countries in the grassland ecological compensation experience exchange. As shown in Fig 1.

Figure 1 Framework of cross-regional grassland ecological compensation mechanism

(2) The main functional area cross-regional grassland ecological compensation Administration.

Based on the "national main functional area planning", China's contiguous grassland is divided into optimal exploitation, critical development, limit exploitation, prohibition exploitation of four major categories of main functional areas according to the status quo of grassland. The main functional areas are mainly composed of supervisory bodies, organizations and third party evaluation agencies.

6.2. Supervisory Organ

The Supervisory Organ is the administrative organization, mainly composed of the relevant staff of the Ministry of Environment, which is directly under the jurisdiction of the Ministry of the Environment and reports to the Ministry of the Environment. It mainly fulfills the supervisory function, ensures that the grassland ecological compensation funds, the model is put in place, truly realize the grassland environmental protection.
6.3. Institutional Framework

Institutional Framework is the central institutions of the cross-regional grassland ecological compensation administration and is composed of compensation bodies and administrative agencies. This paper mainly uses the model of Gong Fang [7], the four main body of the grassland compensation. They determine the compensation standard of each main function area by consultation; clarify the amount of compensation that each subject should bear and the punishment which should be punished when the four main bodies fail to perform the compensation liability.

6.4. The Third-party Evaluation Agencies

The Third-party Evaluation Agencies is the evaluation mechanism of the grassland compensation effect, mainly through the relevant assessment agencies to check the compensation results. Its main duty is to assess the effectiveness of the grassland compensation in the main functional areas, feedback whether the compensation plan is reasonable and give some advice to the next year's grassland ecological compensation. The assessment results shall be examined by the Ministry of Environment.

6.5. Arbitration Agency

The arbitration institution is a consultative body. It is mainly composed of representatives of various functional areas. Its main performance of the following functions: one is to coordinate the conflict of multiple subjects; the second is to deal with the relevant matters of the arbitration institution.

6.6. Mechanism Analysis of Ecological Compensation for cross-regional Grassland

Cross-regional grassland ecological compensation mechanism implements the bottom-up mode, establishes the cross-regional grassland ecological compensation Administration, and organizes consultation on compensation funds, compensation standards, compensation responsibility and other related matters. If there is a dispute in the process of negotiation and there is no compensation agreement, it will submit to the arbitration institution, and then it shall be submitted to the national cross-regional grassland ecological compensation administration after arbitration. At the same time, the Third-party Evaluation Agencies assesses the compensation effect within a period of compensation. It will see whether the compensation funds are collected and implemented in time, whether the compensation degree meets the actual requirements of the functional area and so on.

7. Conclusions

7.1. Implementation of Space Control System

The State Council officially released the <national main functional area planning> which clearly proposed to China's space is divided into four major categories of functional areas in June 8, 2011. We should break the traditional administrative division restrictions, divide it into different main functional areas, and implement space control and efficient management.

7.2. Implementation of Performance Management Development

We can not only reflect the actual work effect of the staff in each department, but also can play the role of supervision and encouragement for their future work by judging the performance, achievements and practical work attitude and ability of different people.

7.3. Constructing Information Sharing System

The construction of information sharing system can effectively break through the environmental management time and geographical restrictions, ensure the objectivity and authenticity of environmental information, and strengthen the regional environmental supervision and prevention and emergency response capability.

7.4. Establishing Public Participation System

The establishment of public participation system has expanded the scope of cross-regional grassland ecological compensation. For the most common and broadest protection groups, we should vigorously
call for participation in the protection of grassland environment, and set the corresponding grassland resources protection tax, establish of cross-regional grassland environmental protection fund, and while encouraging people to pitch in the grassland environment repair and compensation.

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