

Views on China's National Park System Construction

Xuefei Pan^a

School of Chengdu University, Chengdu 610000, China

^a1223886764@qq.com

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Abstract: With the increasing emphasis on natural ecological protection, people pay more attention to natural ecological resources. National parks are an important measure for China to implement ecological protection. The article briefly describes the development process of China's national parks this year, from the establishment of the national park to the promotion of national parks by the National Parks Administration. It is considered that there is poor cross-regional and cross-sector management in national park construction, and the contradiction between local economic development and ecological protection is prominent. The problems of complex land tenure relationship and many interest groups need to be solved urgently; it briefly summarizes the experience and practices of national park construction in developed countries such as the United States, Canada, and New Zealand; and proposes the implementation of vertical management for the existing problems in China's national parks. Model, the establishment of a multi-government management model led by the government, and the establishment of a state-owned land-based land tenure system.

1. Introduction

The Third Plenary Session of the Eighteenth Central Committee of the Communist Party of China proposed to “accelerate the implementation of the main functional zone system and establish a national park system”. Later, the 19th National Congress of the Party further proposed “to construct a land and space development and protection system, improve the supporting policies of the main functional zone, and establish a national The nature reserve system with parks as the main body signifies that China is constructing an ecological civilization mechanism with the national parks as the main body. However, the construction of the national park system is a persistent systematic project, which must not only draw on the existing foreign experience, but also Full consideration of China's national conditions can build a national park system suitable for China's development based on actual conditions. Therefore, further research on the national park system is of great significance.

2. Development History of National Parks

The term "national park" was first coined by the American artist George Katlin. In 1832, during his travels, he witnessed the impact of the development of the western United States on the local ecological environment and the disasters caused by the Indian people. He put forward a bold idea—the government established a large park—a national park through protection policies, everything is in its original state, reflecting the beauty of nature. In 1872, with the passage of the "Establishment of the Yellowstone National Park", the world's earliest national park, Yellowstone National Park, was completed in the United States. After more than two centuries of development, the concept of national park use and protection has been accepted by countries around the world. After the founding of the People's Republic of China, a set of ecological systems for protecting nature that are suitable for its own national conditions was gradually established, but many problems remained to be solved during the implementation process. In fact, the first national park established in China was approved by the Ministry of Environmental Protection and the National Tourism Administration to establish the Heilongjiang Tangwanghe National Park. However, due to the lack

of reasonable control measures and policy guarantees, these national parks have not achieved the original intention of establishing national parks in China. The National Park Pilot began in 2015 with a total of 10 pilot areas including Sanjiangyuan, Northeast Tiger Leopard, Qilian Mountain, and Giant Panda, covering 12 provinces, autonomous regions and more than 200,000 square kilometers. In 2017, the General Office of the CPC Central Committee and the State Council The Department issued the "Overall Plan for Establishing a National Park System", which proposed the establishment of a unified, standardized and efficient national park system with Chinese characteristics, the establishment of a scientific classification, and the protection of a powerful nature reserve system. In March 2018, the state agency reformed and established the National Park Service Administration National parks, promote the construction of national park systems.

3. Problems Existing in the Construction of National Parks in China

3.1 Poor management across regions and departments

At present, China's natural protection resources belong to the Ministry of Land and Resources, the Ministry of Environmental Protection, the State Forestry Administration and other departments. There is no unified management organization, such as the National Forestry Administration managing the National Forest Park, and the Ministry of Water Resources managing the National Water Conservancy Scenic Area. The functions of natural resources managed by different departments are different, and their management methods are different. The protection of natural resources is inadequate and there are many overlapping protection resources. The management mechanism lacks systematicity and integrity, resulting in waste of ecological resources.

National parks have a wide range of settings, involving multiple administrative areas, and are difficult to manage. For example, the Giant Panda National Park spans Sichuan, Shanxi, and Gansu provinces, covering an area of 27,134 square kilometers. The Giant Panda National Park Bureau has been established, but each province has an independent administration and management branch office, implementing a three-level management model. Management modes have directly caused different management mechanisms such as target positioning, management measures, and management modes in their respective regions that cannot be unified with authority and responsibility. Especially at present, it is required to achieve unified and unified registration and management of natural resources in national parks, which is more difficult to mobilize and manage.

3.2 Prominent contradictions between local economic development and ecological protection

The construction of national parks is to define a certain range of areas and adopt management methods to protect the natural ecological environment and preserve the most primitive ecological environment. It belongs to the prohibited development area in the national main functional zone planning and is included in the national ecological protection red line area control scope. The construction of the national park system is a practical means of delineating the red line of ecological protection, an important measure to realize the comprehensive construction of a well-off society and the protection of natural resources, and also an important carrier to meet the growing spiritual and cultural needs of the people. However, most of the areas delineated by national parks belong to impoverished areas in China, and their economic development is lagging behind. For example, the Giant Panda National Park includes China's concentrated and special difficult counties and key poverty alleviation and development counties in the country. The income mainly depends on financial transfer payments. There are 120,800 people in the park, involving 151 townships and densely populated. The construction of the national park has preserved the natural beauty and human relics, and has generated great attraction. In order to make use of resources, local residents continue to develop and use, destroying the destruction of ecosystems in the pilot area. In the case of insufficient national financial transfer payment funds, the state also requires the most stringent ecological protection of national parks. Local governments often damage the integrity of the ecosystem for economic development. There must be some contradictions between the two.

3.3 Complex land tenure relationship and many interest groups

Land ownership in national parks is very complex. From the perspective of ownership, part of the land is collectively owned and part of the land is owned by the state. The state-owned land has a direct management unit, and the ownership of state-owned land can be completed by means of allocation and allocation. The ownership of collective land involves a large number of stakeholders, and various and complicated interests. The collective land is mostly owned by the village collective, and the village collective subcontracts the land to the households. The farmers obtain other rights through subcontracting. The farmers often construct the land for development or lease or transfer it to form more complex land. Ownership. In addition, historical issues such as the unclear subject of collective land ownership rights and unclear boundaries have led to complicated land tenure relationships and it is difficult for the government to expropriate these lands. However, solving the problem of land ownership is the prerequisite for the establishment of a complete national park in China. A national park can only be established on state-owned land or land that the government can fully use. Therefore, we need to adjust land ownership, clarify rights relations, and further clarify land use in order to implement the strictest protection of natural resources.

4. Analysis of Management System of National Parks Outside the Territory

Since the birth of national parks, every country is exploring a national park management system suitable for its own development, in order to achieve its best ecological function. Many countries outside the region have conducted many explorations and formed many valuable experiences for reference.

4.1 US National Park System

The national park system originated in the United States and is a business card for the United States. After more than one hundred years of development, the US national park system has been gradually improved, and the government's public welfare protection system has taken the lead. While emphasizing protection, it allows the use of some resources within the national park.

In the management of national parks, the government occupies a major position, and claims to control the land within the park. The property rights of different protected areas are clear and the responsibilities are clear. All types of heritage resources are state-owned land property rights, and they have absolute control over heritage resources without interference from the outside world. In 1864, in order to protect Yosemite Park, Congress placed the land under California management, and stipulated that the land should be separated. "In clear cases, this place should be used for public purposes, resorts, and entertainment. At all times, Indivisible. "To make it clear that Yosemite National Park will be reserved for all citizens. U.S. land is privately owned, but in the United States national parks, the nature of the land federation is basically guaranteed. When land rights are in conflict during the establishment of a national park, land acquisition, purchase and other methods are usually used to ensure that the land federation is unique. Sex.

For non-federal land in national parks, in order to prevent land fragmentation, through the formulation of a strict protection plan, the scope and protection measures of public land need to be clearly included. The land is acquired through negotiation with the owner. Within the United States National Parks, the main methods of expropriating land or land rights are: exchange, donation, purchase, removal from public land, and expropriation. In order to guarantee the land rights of the national park, the government has set up various ways to ensure its smooth implementation. The cost of land acquisition mainly comes from the land and water protection funds. The public nature of the national park land guarantees the uniqueness of its management, which is superior to the national park pilots in China. The National Park Service, on behalf of the state, manages specific matters such as planning, construction, tourism, recreation, and staffing in national parks. It is unique in terms of management and is not restricted by relevant agencies such as local federal agencies. Cooperation for mutual benefit.

4.2 Canadian National Park System

Canadian national parks implement a management model combining centralization and local self-government. The management systems of federal national parks and provincial national parks are different. The national park established by the federal government implements a vertical management model. All matters are decided by the National Park Service. There is no contact with the local government where the park is located. The National Park Administration has direct decision-making power over national parks and is not subject to the constraints of the local government. However, in many cases, it will seek the opinions of the local provincial government when making decisions on the park to rationalize the decision.

Canada attaches great importance to the planning of national parks. When a national park is selected, it has already begun to plan for the national park in the next five years or longer, and pays great attention to the impact of public participation and environmental impact. Especially in land management. Canada implements a zoning management system. The national park is divided into different areas according to the need to protect the land and water resources within the park according to the needs of protection and the development and utilization conditions of tourism resources. Different natural functions are set according to the functions of the zoning to achieve Protection and recreation functions of national parks.

Canada's national park construction attaches great importance to cooperation with Aboriginal peoples and forms partnerships with Aboriginal peoples in park management. For example, when selecting a "natural geographic area", the degree of threat to the area by indigenous people is an important consideration. If it is determined that a national park needs to be established in the place where the indigenous people live, the National Park Service will consult with the indigenous people to delineate the areas that the indigenous people can use so that the indigenous people can survive without losing the space due to the setting of the park. For example, in 2005, the Torngat Mountains National Park was established on the basis of the Labrador Land Rights Agreement, which protects Labrador New Yorkers' right to self-management of land and resources and ensures that New Yorkers can Continue to use land and resources, continue its own traditional activities, and maintain its unique relationship with land and ecosystems.

4.3 New Zealand National Park System

New Zealand has a small land area and a more fragile ecosystem. It is a "dual-row unified management model" established under the US model, consisting of two parts: government and non-government. The government part is mainly responsible for the planning and resource allocation of the national park. Its purpose represents the government's purpose, and it is more reflected in protecting the integrity of the national park. The non-governmental aspect is mainly reflected in the protection organizations formed by the public's participation in protection. This part of the organization mainly monitors the government's legislation and so on, and more reflects the interests of the public.

In the development of New Zealand National Parks, franchising has been the highlight of its national parks. The management of New Zealand's national parks is uniformly authorized by the Ministry of Protection, which reflects the unified management of New Zealand's national parks. In terms of franchising, it is particularly fair and open. Franchising has eased the pressure on tourism in national parks and also met the government's need to develop tourism. Franchising is a rational use of national parks, and it is an important measure for national park science and education. The development of New Zealand National Park has undergone a change from utilization to conservation, and has achieved a transformation from the goal of tourists' interests to the restoration of ecological protection and biodiversity.

5. Construction of China's National Park Management System

5.1 Explore the establishment of a vertical management model managed directly by the National Park Service

In order to prevent the fragmented management, the main structure under the direct management of the National Park Administration should be established, and the natural resources managed by various departments should be integrated to ensure that the national park is the top-level design of China's nature protection. In view of this, the management model of the national park in the United States can be used for reference, the central vertical management, and the establishment of corresponding management branches at all levels of government, but local governments do not interfere in the management of national parks. This management mode can quickly realize the protection of natural resources and achieve the national park concept of "ecological protection first".

5.2 Establish a management model with government-led participation of multiple parties

The purpose of national park construction is to build a central and local coordinated management mechanism with clear subjects, clear responsibilities, and mutual cooperation. Actively play the leading role of the government in the construction of national parks, effectively integrate existing resources, increase investment, and ensure the public welfare attributes of national parks. Adhere to the concept of "green mountains and green mountains are the golden mountains and the silver mountains", actively guide the participation of local residents, social organizations, etc., and form a new model of co-management and co-management for the whole society. The government should actively supervise the protection of natural resources while actively guiding the use and avoid over-exploitation and utilization of national park resources.

5.3 Establishing a land tenure system dominated by state-owned land

Only national parks established on state-owned land or land that the government can fully use can achieve the integrity of ecological protection. In order to ensure the public welfare of national parks and realize the ecological protection of national parks, the practices of land ownership of national parks in the United States, Canada and other countries can be used for reference to unify or restrict the fragmented land property rights. However, due to the large area of national parks and the dense population in some areas, it is not possible to fully realize the nationalization of land. Consider nationalization of national parks. In the core protected areas, land nationalization can be achieved through replacement, expropriation, and lease. The protected area restricts the management of land use, and all land use is subject to land conservation as a limiting condition. Eventually achieve unified management of the national park.

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