# Practical exploration of Forest chief system reform in Anhui Province: Take Lu'an City as an example

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# Abstract

The forest chief system as a kind of institutional innovation, drawing on the successful implementation of the lake chief system, bay chief system, street chief system and other systems, which aims to protect the ecological security of forestry and to contribute to the construction of the ecological civilization. The development has gone through three stages: exploration of innovations, establishment of pilots and full implementation. The forest chief reform in Anhui Province, in the "forest" on the precise force, in the "chief" on the performance of duties and responsibilities, in the "system" to explore the innovation, which formed a set of Anhui characteristics of the reform to promote and safeguard the system, and become a sample of learning around. At the same time, the forest chief system in Lu'an City, guided by planning, scientifically prepared the overall planning, build a vertical and horizontal combination of the forest chief system, forming a chain of responsibility for the management of the forest chief system, Clearly protect green, increase green, use green, manage green, live green tasks, through the top-level design of the columns and beams do a model for the reform of the long forest system.

# Keywords

The forest chief system, Five Green Mandates system, The "Five Ones" service platform system.

# 1. Introduction

Located in the western part of Anhui Province, Lu'an City is situated between the Yangtze River and Huaihe River and the hinterland of Dabie Mountain, which is one of the key forest areas in Anhui Province, with high forest coverage, large storage capacity and abundant forest resources. The reform of the forest chief system in Lu'an is an important initiative to promote ecological civilization and to build a beautiful China. The reform of the forest chief system follows the concept of "mountains, water, forests, fields, lakes and grasses are a community of life" and "green mountains are golden mountains", which is a major practical exploration of the implementation of the basic strategy of harmonious coexistence between man and nature. The implementation of the forest chief system in Lu'an City will utilize the ecosystem thinking to coordinate the construction of forestry projects, will correctly deal with the relationship between the protection of the ecology and the development of the economy, and will vigorously promote the integrated development of the "three industries" in the forestry industry, and to coordinate and promote the " five Green Mandates system" of the reform of the forest chief system. At the same time, this reform has improved the construction of the nature reserve system, upgraded the carrying capacity of natural ecological space, provided residents with comfortable ecological, production and living space, and given full play to the important role of forestry in the process of building a beautiful China.

The forest chief system reform in Lu'an is an effective way to help revitalize the countryside and increase ecological well-being. The forest chief reform is to enhance the people's ecological well-being of the major livelihood projects, the concept of "the environment is people's

livelihood" is since always in an important position. Lu'an forest chief system reform to promote forestry development and improve people's livelihoods, promote the "three rights" and collective forest rights system reform, breakthrough collective forest development bottleneck. Actively promote the planning of special economic forests, forest economy and other rich people's industries, committed to revitalize the forestry resources of Lu'an City. It strongly promotes the implementation of the rural revitalization strategy of "prosperous" industry, ecological livability, civilized countryside, effective governance and affluent life", enhances the comprehensive benefits of forestry ecological resources, builds and constructs a forestry ecological system with a reasonable layout, optimized structure and complete functions, and promotes the ecological well-being of the people.

The forest chief system reform in Lu'an is an effective way to implement scientific governance and realize high-quality development. Promoting the forest chief system reform is a major institutional innovation to strengthen the construction of forestry and ecological civilization and promote the modernization of forestry governance system and governance capacity, which is the first of its kind in the country, and it is also a realistic need to accelerate the mending of ecological short boards, the implementation of the responsibility of ecological protection, and the realization of high-quality development.

Through the establishment of a hierarchical system of forest chiefs' meetings, major problems arising in the process of reforming the forest chiefs' system have been coordinated and resolved. It has established a sound evaluation system for the forest chief system that can be broken down, implemented and assessed, and has incorporated the organizational construction of the forest chief system, the construction of the system and the target tasks of the "Five Green Mandates system " into the assessment indexes, so as to strengthen the responsibility and supervision, in order to ensure the efficient operation of the forestry work.

#### Main practices of forest chief system reform in Lu'an City 2.

Beginning in 2017, Lu'an City piloted the reform of the forest chief system, and at the end of 2017, Lu'an City issued the "Comprehensively Promoting the Work Program of the Forest Chief System", which focuses on the improvement of the system with one hand, and the reform and innovation with the other hand. Then successively issued the "Lu'an city forest chief system work rules", "Lu'an municipal functional area forest chief duties", "on the deepening of the forest chief system reform to fully establish" green protection, green management "responsibility system implementation program", "Lu'an city in 2018, the forest chief system work assessment methods and scoring rules" to further improve the reform of the forest chief system " Five Green Mandates system " service platform forest chief reform policy, the establishment of the forest chief meeting, information notification, work supervision, assessment evaluation and other ancillary systems, at the same time based on the characteristics of the resources, the innovation and establishment of the forest chief duty reminders reminding the list system, the chief of the inspector system, the chief of the forest regular forest patrol system. Innovative establishment of municipal forest chief system featured functional areas, the comprehensive establishment of "forest protection", "forest management" responsibility system, the innovative implementation of "a forest, a police officer", "a member of the forest", "a forest, a technology", the formation of a management pattern covering the city, the county, the townships and the villages.

#### 2.1. **Guiding Ideology and Development Ideas of the Forest Chief System** Reform

2.1.1 Guiding Ideology

The forest chief system reform in Lu'an City to promote the" five Green Mandates system " overall layout and coordinate the promotion of the "four comprehensive" strategic layout, and conscientiously implement the Anhui Provincial Party Committee and Provincial Government "on the establishment of the views of the forest chief system" requirements, and give full play to the forestry in the ecological governance and revitalization of the townships and villages. To give full play to the fundamental role of forestry in ecological governance and township and village revitalization, and to further deepen and implement the reform of the forest chief system. Adhering to strict protection, comprehensive management, benefiting the people and enriching the people, integrating the systematic management of mountains, waters, forests, fields, lakes and grasses, fully releasing the dividends of the reform of the forest chief system reform, advancing the system advantages of the forest chief system reform into the effectiveness of forestry governance, promoting the coordinated development of the economy, society and ecological environment, and further realizing the organic unity of the green hills and the golden mountains, and providing a systematic guarantee for the realization of the perpetual utilization of forest resources and the construction of the national forest chief system reform demonstration area. In the specific practice of reform, the reform path of the Lu'an forest chief system in-depth practice of the "two mountains theory", integrated Lu'an mountains, water, forests, fields, lakes and grasses system governance, the implementation of the most stringent ecological environmental protection mechanism. Closely surrounding the overall development goal of "territory-wide protection, cluster development, innovation and demonstration, and joint management", it provides a new path to explore for the construction of ecological civilization and the enhancement of people's well-being.

### 2.1.2 Development Ideas

(1) Multi-sectoral linkage, joint efforts to create a new governance model of "mountains, water, forests, fields, lakes and grasses". Based on the location of Lu'an City in the watershed of the Yangtze River and the Huaihe River, Lu'an City explored the systematic governance path of "mountains, water, forests, fields, lakes and grasses" through the reform of the forest chief system, and innovated the governance model. In the process of implementing the reform of the forest chief system in the area, coordinating various departments, promoting joint cooperation, and closely integrating the reform of the forest chief system with other reforms of the system, in order to explore the integrated governance of mountains, water, forests, fields, lakes and grasses. We will also implement the "Green Protection and Green Enhancement", strengthen the full utilization of forest land resources and the protection and restoration of forestry ecology, and effectively guarantee the ecological safety of forestry land.

(2) Building platforms and strengthening responsibilities. Build two platforms of forest chief system intelligence and assessment system to scientifically guide the practice of forest chief system and promote the standardization of forest chief system. Accelerate the informationization of forestry development, practice the concept of intelligent forestry, through the application and deep integration of generation information technology in forestry, to create a new model of "Internet plus" forestry development, and promote the transformation and upgrading of forestry development and management. Based on the data of "one map of forest land and the boundary of nature reserve", the smart platform of forest chief system will be established to realize the information management system of city, county, township and village forest chiefs at four levels, which is up and down, and left and right connected. The system of forest chief system will be built with complete control indicators, and an index system that can be decomposed, implemented, monitored and assessed will be formed. The forest chief system, responsibility system, institutional system and other indicators will be assessed.

(3) Integrate characteristic resources and promote innovative industrial development. According to the distribution of resources in Lu'an City, the reform of Lu'an's forest chief system focuses on creating four major development areas, namely, "a valley, a belt, a ridge and a reservoir", which strongly promotes the development of the forest economy. Implementing the "use of green", guided by the "ecological industry", fostering new forestry management main body, focusing on the implementation of forestry quality improvement project of low-yield and inefficient forests. Actively promote innovation in forestry industry and enterprise innovation, integrate ecological protection, ecological utilization and ecological utilization into the whole process of forestry industry development, realize the integrated development of "three industries", and accelerate the transformation of green mountains into silver mountains. By improving the quality of the primary industry, the construction of efficient forestry base; the secondary industry to enhance, strengthen the forest products processing industry; tertiary industry to speed up the development of forestry services.

(4) Based on the "six-word" policy, the "management of green and living green" has been emphasized. The reform of the forest chief system in Lu'an City has put forward a six-word policy of "protecting, improving, expanding, connecting, increasing and replenishing" to lead the reform of the forest chief system in an integrated manner. Solid foundation, guarding the source of ecological green, through the protection, care and restoration, to improve the ecological public welfare forest tree species, the unreasonable structure of the status quo, the formation of structural stability, functional coordination of the ecological protection and soil conservation function; enhance quality and efficiency, enhance the ecosystem service function.

# 2.2. Construction of the institutional organization of the forest chief system in Lu'an City

# 2.2.1 Organizational systems

Organizational implementation, reasonable division of labor, clear powers and responsibilities. During the implementation of the reform of the forest chief system in Lu'an City, the organization of all kinds of nature conservation, state-owned forest land (field) was prioritized and structured in a horizontal and vertical manner.

(1) Vertical extension, refinement of the care grid.In accordance with the principle of territorial management of hierarchical responsibility, the comprehensive establishment of the city, county, township, village, four-level forest chief system organization system. At the same time, according to the actual development of Lu'an City, break through the administrative division restrictions, based on "a valley, a ridge, a reservoir" four cross-regional green development platform bold exploration and innovation, the first in the province to set up a municipal forest chief system in a functional area of specialization, the establishment of functional areas of the forest chief. Give full play to the responsibility of forest rangers to patrol the forest, under the four-level forest chief organization system to form a "fifth level" forest chief role, the effective implementation of the reform of the forest chief system, "the last kilometer" problem. Additional forestry marshals have been established to work with forest public security officers and forest rangers to intensify their efforts to combat and deal with acts of destruction of forest resources.

(2) Horizontal expansion, reflecting the composition of the corresponding institutional setup, set up the forest chief - members of the forest chief's meeting - the forest chief's office. The forest chief usually sets up two heads and deputy forest chiefs, who are the heads and deputy heads of units at the corresponding administrative level, and are responsible for guiding, making decisions and solving key forest chief system issues. The Office of the Chief of Forestry is set up in the department responsible for forestry management, with full-time staff. The Office of the Chief of Forestry is responsible for the chief of forest at the higher level, and is responsible

for the convening of the member units and the summarization and notification of related issues. At the same time, in order to strengthen the system structure, the innovative establishment of municipal forest chief inspector general system, the establishment of the chief inspector, deputy chief inspector general, nature reserve inspector general.

The whole region to build a clear responsibility, supervision and strong forest chief management grid, the formation of the chief forest chief is responsible for the overall responsibility, the inspector general to grasp the supervision, the regional forest chief to grasp the scheduling, the functional area forest chief to grasp the characteristics of the county and district level forest chief to grasp the advancement of the township forest chief to grasp the landing.

### 2.2.2 Operational mechanisms

The operational mechanism of the forest chief is to set up forest chief offices at all levels under the existing management mechanism, which are located in the Forestry Bureau and are responsible for the day-to-day work and the management of specific affairs, and to ensure the normal operation of the relevant industry management operations within the forest chief system.

(1) The forest chief's office mechanism. The chief foresters at all levels generally work through the Office of the Chief Forester to organize the member units of the Chief Forester's Conference with the chief forester of the next level; the chief forester at all levels may also directly lead the chief forester of the next level to carry out his work. The forest chief at the next level and the member units of the forest chief's conference generally report their work to the forest chief through the forest chief's office at this level, in which the forest chief at the next level can also directly report their work to the forest chief at the higher level. Between the forest chief's offices at all levels, there is close coordination and close cooperation, focusing on timely feedback of information. Lu'an city level forest chief's office is located in the city forestry bureau, the main person in charge of the city forestry bureau is also the director of the office, responsible for the office to the daily work. The county combined with the local reality, the establishment of forest chief office. The forest chief's office is equipped with full-time and part-time staff centralized office.

(2) Forest Chief's Meeting Mechanism. The city, county and township level forest chiefs' institutions have members of the city, county and township forest chiefs' conferences. In principle, the forest chief's meeting is held at least once a year to dispatch the progress of the forest chief's work. Lu'an municipal forest chief meeting members by the municipal party committee organization department, the municipal development and reform commission, the municipal natural resources bureau, the municipal forestry bureau and other relevant units, county and township forest chief meeting members based on the composition of the municipal forest chief meeting member units to be set.

(3) Inspector General of the forest chief system. A municipal forest chief inspector-general system has been established, with the secretary of the municipal party committee and the mayor serving as chief inspectors, the head of the Standing Committee of the National People's Congress and the chairman of the Municipal People's Consultative Conference serving as deputy chief inspectors, and the Municipal Party Committee's Reform Office and the Municipal Forest Chief's Office serving as point inspector-generals to supervise and inspect the protection of the city's forest resources, the implementation of forestry and ecology-related laws and regulations, and the advancement of legislation on forest resources in the region.

# 3. Problems and Countermeasures Suggestions for the Reform of the Forest Chief System in Lu'an City

The city of Lu'an has been courageous in exploring the process of reforming the forest chief system in Anhui Province, actively innovating in the institutional mechanism and specific action practices, and has also achieved some relatively significant results.

# 3.1. Existing problems

3.1.1 The forest management system is not well organized and the target system needs to be clarified.

The forest chief office staff is mostly a post with multiple responsibilities, "forest chief" role conflict, the forest chief in the specific implementation of not only responsible for forestry this aspect of the work and responsibilities, especially in the township, village level forest chief unit, there is a forest chief at the same time is also a "river chief", "lake chief", "village chief", etc., in order to better carry out the work, the main person in charge of the local government often play the "one person more chiefs" role. Role. Due to the existence of "one person, many chiefs" situation, the forest chief's energy is scattered by other " chiefs ", it is difficult to devote themselves to forestry-related work, resulting in the inability to make scientific judgments on forestry work. And the forest chief system meeting members of the units held regularly, but less communication on weekdays, the work of the forest chief to promote unclear understanding. Forest chief reform work process there is the implementation of ambiguous objectives, responsibility is not clear, the task is not enough features and other issues, even if the "one forest, one file" policy is implemented, but at the township level, the village forest chief still exists on their own responsibility to understand the scope of the management of the unknown, the task of the implementation of not in place, the problem solving ability is not enough to promote the process of the formalization, Patterned and other problems. The popularization and use of informatization in forestry supervision, assessment and evaluation of the forest chief system at the township and village levels is relatively low, and the development of informatization in various districts and counties is not balanced.

3.1.2 Institutional mechanisms have to be fine-tuned and work responsibilities have to be consolidated.

The responsibility system of the forest chief system in Lu'an City has been initially established, but it still needs to be further implemented and improved. City and districts and counties have introduced the forest chief system of meetings, inspections, information and other relevant supporting systems, but the feasibility of the implementation of the lower level of the forest chief work inspectors, as well as the implementation of the degree of further consideration and refinement of the perfect and in the townships, villages, forest chiefs work in the assessment of the form of floating on the surface, and did not really in accordance with the rules of the assessment of the work of the forest chief system to the practical implementation. Organizational and coordinating forces need to be strengthened, forest chief office personnel are mostly temporary formation, low efficiency. The overlapping of departmental functions still exists, the implementation of the policy after the introduction of the policy is not clear, the coordination and management of various departments is difficult, and part of the management system and mechanism still need to be rubbed out.

3.1.3 Precise implementation of policies still needs to be strengthened and supporting policies need to be improved.

Supporting policies for the reform of the forest chief system in Lu'an need to be further improved. The implementation objectives of the forest chief system at the township and village levels are relatively vague, and the tasks are not clear, the boundaries are not clear, and the implementation is not in place. Ecological compensation mechanism is not yet perfect,

ecological public welfare forest compensation standard is low, inter-regional ecological compensation, as well as enjoying ecological dividends and products of the operating body, enterprises to feed the ecological compensation mechanism has not been established, diversified ecological compensation mechanism has not been synchronized to follow up.

3.1.4 Inadequate financial investment and safeguard measures to be followed up

The financial support for the forest chief system in Lu'an City needs to be strengthened. Municipal, county and township finances have not invested much in the implementation of the forest chief system, and the timely availability of supporting funds for forestry projects is low, and the funds for forest chief system-related projects have not been included in the financial budget. Relevant infrastructure is still incomplete, most of the forest farms and mountain farms are in remote mountainous areas with inconvenient transportation, and large forestation households need to invest a lot of money and energy in the construction of forest roads and water storage, which affects the enthusiasm of participating in forestry development. The construction of forest chief system personnel is still unable to fully meet the current needs, the relative lack of professional and technical personnel, forestry science and technology support capacity needs to be upgraded, the shortage of professional and technical personnel in grassroots forestry stations, the strength of the weak.

# **3.2. Recommendations for countermeasures**

# 3.2.1 Organizational and regulatory safeguards

Strengthen the organizational leadership, the implementation of the responsibility in place. Party committees and governments at all levels are responsible for the implementation of the forest chief system, to effectively strengthen the group leadership, the establishment of the municipal forest chief to ensure the work system, and strengthen the chief forest chief to take the lead in the overall coordination, co-promotion of the functional role. The Office of the Chief Forester at all levels to strengthen the organization and coordination, to determine the responsibilities of the Chief Forester at all levels, the responsibilities of the Chief Forester's Conference, and the responsibilities of the Chief Forester's Office.

Define the objectives and tasks, and refine the work measures. According to the objectives of the forest chief system implementation plan, closely focusing on the "Five Green Mandates system" construction tasks, develop a practical forest chief system work program, formulate work objectives, clear schedule and time nodes.

Strengthen the supervision and scheduling, strict assessment and evaluation. Forest Chief's Office at all levels should strengthen the supervision and scheduling, timely grasp of the forest resources protection and management in the area of responsibility and the responsibility of the area of civilian police, liaison officers, technical experts and steering groups to perform their duties. Establish and improve the relevant systems of supervision, assessment, rewards and punishments for the work of the forest chief system. The implementation of the forest chief system will be included in the comprehensive assessment of party and government leaders and leading cadres at all levels, and the implementation of the ecological environment damage responsibility for lifelong accountability system. Improve the assessment methods, enrich the content of the assessment, materialize the assessment index system, and launch the accountability and incentive mechanism according to the assessment results.

# 3.2.2 Policy and institutional safeguards

Strictly implement the system and strengthen social supervision. Improve and implement the "one forest, one file" information management system, "one forest, one policy" target planning system, "one forest, one technology" scientific and technological service system, "one forest, one police" law enforcement guarantee system, "one forest, one member" safety patrol system. One forest, one police" law enforcement security system, "one forest, one member" safety patrol system. Increase the role of the news media and public opinion supervision by all sectors of

society, and encourage the general public to report and expose all kinds of violations of ecological protection laws and regulations.

Strengthen the construction of the rule of law, enhance the management and protection. Strengthen the rule of law in forestry, adhere to the rule of law in forestry, increase forestry law enforcement, standardize the law enforcement procedures, according to the law to crack down on indiscriminate cutting of forest trees, indiscriminate cultivation and occupation of forest land and other illegal and criminal acts, prohibit indiscriminate digging of wild plants, and strict protection and management of forest land and wildlife resources. Steadily push forward the reform of comprehensive forestry law enforcement, strengthen the construction of comprehensive forestry law enforcement team, improve the quality of the team and the level of law enforcement, build a clean and pragmatic, proficient and well-qualified administrative law enforcement team, and deal with forest-related cases assigned by the chiefs of forests at all levels and the Office of the Chief of Forestry.

Improve laws and regulations, and strictly enforce discipline and accountability. According to the relevant laws and regulations on forests, wetlands, ecological construction and protection that have been promulgated by the state, provide legal protection for the operation of the forest chief system. Strict law enforcement and supervision, strengthen planning and control, enhance the protection of forests, wetlands and other resources, implement a unified supervision and management system for all types of nature reserves, and comprehensively establish an organizational system and a responsibility system for the protection of forestry ecological resources at source on the basis of "one member of a forest and one police officer for a forest".

3.2.3 Scientific and technological support guarantee

Introducing scientific and technological forces and carrying out scientific and technological research. Strengthen cooperation with scientific research institutions and actively introduce advanced experience and scientific and technological achievements in ecological construction and development of green industries. Relying on the city's leading enterprises in the industry, integrate innovative resources, attract scientific research and development organizations to settle down, cultivate high-quality, high-efficiency and innovative enterprises, and form science and technology industry clusters. Strengthen research, promotion and application of scientific and technological issues such as biodiversity protection and utilization technology, forest quality improvement project model, cultivation of oil tea and other good seeds, and deep processing of new products, strive for the establishment and implementation of central financial forestry science and technology demonstration zones, and give full play to the role of scientific and technological support.

# 3.2.4 Guarantee of financial investment

Financial support has been strengthened, funding has been increased, and multiple inputs have been guided to broaden financing channels. Governments at all levels have increased investment in the forest management system, and introduced supporting policies for ecological public welfare forest protection, forest road construction and forest right reform. Develop forestry credit products and promote direct financing for forestry enterprises. Actively promote the reform of "three rights" of collective forest rights. Absorb capital and power from departments, finance, industrial and commercial capital, and various economic organizations to form a diversified investment pattern for ecological construction and forestry industry development.

Improve the service system and innovate the insurance model. Build a service platform for forest rights, optimize the policy environment for the transfer of forest rights, improve the procedures for forest rights assessment, mortgage, and trading, and introduce a system for the transfer of relevant forest land management rights. Establish and improve the information

release platform, release timely information on the supply and demand of forest land and forest products, and improve the market-oriented operation mechanism.

### 3.2.5 Talent team protection

Strengthening team building and establishing an incentive system. Give full play to the leading role of the municipal chief forester in pushing deeper and deeper reform of the forest chief system. Based on the forestry talent resources of Lu'an City, strengthen the construction of the forest chief system talent team, and enrich and expand the professional and technical personnel and forest rangers. Strengthen the cultivation and introduction of forestry talents, continuously promote the construction of high-level talent team, and cultivate a number of advanced and applicable talents.

Construct a training system and store reserve forces. Strengthen the training of forestry technology and improve the business quality of practitioners. Set up a research and training center for the forest chief system, actively carry out pre-service training, vocational skills training and management cadre training, and provide special training for certain scale of afforestation management subjects, leading enterprises, and forest chiefs at all levels, so as to make clear their responsibilities and jurisdictions. Develop a special practical forestry technology training program, learn advanced experience, enhance theoretical learning, and improve practical ability.

Establish an expert think tank to strengthen decision-making support. Accelerate the introduction of a number of senior experts and talents, strengthen the construction of disciplines and think tanks, and continuously introduce the latest achievements of the industry. Establish a pool of scientific and technological talents in industries related to the reform of the forest chief system in Lu'an City, set up an expert consultation meeting on the forest chief system reform, and establish and improve the working mechanism of expert consultation and expert evaluation system.

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