

Research on the Administrative System Reform of Exploitation-Prohibited Region: Taking Hailuoguo, Gongga Mountain as Example

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Abstract Many tourist attractions in China are cross-entitled in the same area as National Nature Reserve, National Park of China, National Forest Park, and National Geo-park. This phenomenon leads to a series of problems of overlapping management, which result in high cost and low efficiency, and may destroy the authenticity and integrity of the natural ecological and cultural heritage. Taking Hailuoguo, Gongga mountain as example, this paper proposes a strategy of implementing super ministry reform, integrating management mechanism, and constructing national park based on main functional region division policy. Meanwhile, the paper emphasizes the significance of the administrative system reform of exploitation-prohibited region, which is of great importance to implement the main functional region division.

Keywords Main functional region division · Administrative system · National park · Hailuoguo · Gongga mountain

1 The Basic Conditions of Country Forbidden Development Area

The land in China is divided into four areas: optimization development, important development, limited development, and forbidden development in the Major Function Oriented Zoning (MFOZ) based on the environmental carrying capacity of resources in different regions, the existing strength, and future development potential of land and space development in China.

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Table 1 Basic information about exploitation-prohibited region in China

Type	Number	Acreage (km ²)	Proportion of land are (%)
National nature reserve	319	92.85	9.67
World cultural and natural heritage	40	3.72	0.39
National scenic area	208	10.17	1.06
National forest park	738	10.07	1.05
National geological park	138	8.56	0.89
Total	1,443	120	12.5

Note The statistical results of the table as of October 31, 2010. Net of the total area of some of the overlapping area

According to MFOZ, National Nature Reserve, World Culture Natural Heritage, National Park of China, National Forest Park, and National Geo-park belong to the forbidden development area. These areas that are representative of the natural ecosystem comprise rare and precious wild animal and plant species, special value natural vestige locus and cultural remains site, and so on, and need to be declared forbidden zones to carry on industrialization and urbanization development in the national territory space development.

Mandatory measures are carried out to protect the forbidden development area based on legal laws and regulations, strictly control of artificial factors that affect the authenticity and integrity of the natural ecology and cultural and natural heritage (Zhang and Xie 2003), and forbid all kinds of development activities that are against the MFOZ. What is more, we are trying to guide the people shift in order to realize the pollutant “zero emissions”, and improve the quality of the environment.

By October 31, 2010, forbidden development areas were 1,446 in total, approximately 1.2 million km² of the total area, and 12.5 % of the total land size (See Table 1).

2 The Overview of Hailuoguo, Gongga Mountain

Hailuoguo has rich tourism resources and is full of human and natural landscapes located in the southeast margin of the Tibetan Plateau, the south-central section of the Snow Mountains, Gongga Mountain eastern foot. It is located in the border zone of the Luding, Kangding, Jiulong, and Shimian, which is between latitude 29°20′–30°20′ and longitude 101°30′–102°15′, only 296 km from the provincial capital of Chengdu, 36 km from the capital city of Kangding, and 50 km from the red city Luding County. It covers an area of 906.13 km². Hailuoguo is the main tourist destination of the Shangri-la eco-tourism zone, which at the same latitude away from the metropolis, has the world’s most spectacular maritime mountain glaciers, majestic ice falls, complete ecological vegetation landscape, huge natural oxygen bar, a large magic Redstone Park, the quality of the snow-covered hot springs, a harmonious Han-Tibetan culture, and rustic country setting (Fig. 1).



Fig. 1 Aerial view of Hailuoguo, Gongga mountain

Since October 15, 1987, Hailuoguo has introduced numerous provincial tourism resorts in Sichuan Province (1995), national key scenic spots (including state-level key scenic area in Gongga mountain, 1988), the National Forest Park (1993), National Nature Reserve (included in Gongga mountain National Nature Reserve, 1998), and the National Geological Park (2001), the State AAAA-class tourist area (2001). After 20 years of development and construction, Hailuoguo, which has become a national scenic area, possesses maturing infrastructure and continuously improving reception capacity, owning 63 enterprises that can provide work opportunities to nearly 3,500 people and supply more than 9,000 beds for tourists by 2011. Tourism has become the main channel to increase employment of the masses in scenic spots, and tourism enriching effects increasingly appeared (Fig. 2, Table 2).

Fig. 2 Hailuoguo, Gongga mountain scenic area over the years the number of tourists

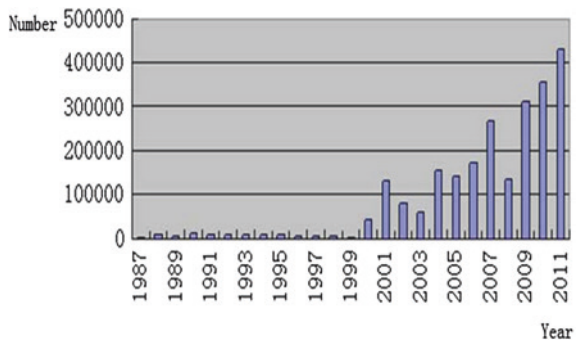


Table 2 Hailuogou, Gongga Mountain scenic area, socio-economic data for 2004–2011

Year	The regions' GDP (million)	Rural per capita net income(Yuan)	Tickets (thousand)	Revenues from tourism (billion)
2004	6,235	1,106	154.9	1.04
2005	7,006	1,238	141.8	0.93
2006	8,117	1,280	172.9	0.97
2007	10,321	1,720	266.0	1.46
2008	12,574	1,957	135.2	0.87
2009	10,928	2,193	295.7	2.38
2010	24,000	2,440	355.6	3.08
2011	36,000	2,956	430	3.42

Currently, Hailuogou is managed by the Gongga Mountain Nature Reserve Authority, Gongga Mountain Scenic Area Administration, Hailuogou Authority, and Ganzi Prefecture Bureau of Forestry, Ganzi Land and Resources Bureau and other departments simultaneously. In other words, Hailuogou is a typical overlapping management scene.

3 The Disadvantages of the Multiple Management and Multiregional Blend

HaiLuoGou scenic spot has won many honorary titles; it proved that HaiLuoGou's natural resources are of high grade of extremely important, scientific, protection, and ornamental value. However, a number of honorary titles given to a scenic spot phenomenon reflects a problem in the landscape resource management. Scenic areas, nature reserves, forest park, geological park, tourist resorts, and overlapping cross settings cause a management organizational overlapping setting, and hence also multiple department management policies (the ministry of construction, forestry department, ministry of land and resources, the national tourism administration, and its subordinate vertical management institutions). It brings a lot of difficulties to HaiLuoGou scenic resorts, such as resources protection, project examination and approval, and unified management. Because of the existence of nature reserves, scenic spots, forest park, geological park, and tourism resorts there are many differences in setting up processes, such as resources protection standard, planning requirements, development and utilization, supervision and management, and so on. First of all, with multiple departments to formulate policies, the most significant malpractice is the competent administrative department based on different types of resources' protection standards, in their own authority within the scope of each does things in his own way. They have different views; the scenic spot internal homogeneous resources cannot proceed on joint development, with hardly any orderly and effective protection of resources development and utilization. Second, in the case of development planning, due to



Fig. 3 Lost control of Moxi town residential buildings style

the differences at the time of planning, between those responsible for planning the technical design in the department, resulting in overall conception, design style differs. In particular, the designer must consider the client's requirements and interests, create reserve range and grade designations, tourism small town construction dimension and style and contradictory. Third, planning to do a lot, but through examination and approval and has the legal effect of the less. Due to the lack of scientific tourism town construction planning guidance, the reasonable development and construction is no guarantee, appear even constructive destruction (Fig. 3).

4 Countermeasures and Suggestions

There are numerous scenic areas similar to HaiLuoGou. Sichuan province has issued 16 national geological parks. There are five places of scenic area blending with national nature reserve: HaiLuoGou, JiuZhaiGou, HuangLong, Four Girls Mountain, NuoShui River; there are seven scenic areas blending with national key scenic: HaiLuoGou, JiuZhaiGou, HuangLong, Four Girls Mountain, GuangWu Mountain–NuoShui River, Long Men Mountain, XingWen Shi Hai. Blending mutually makes the nature reserve protection functions relatively ignored, protect weakened strength; National geological park in tourist scenic spot management often marginalized. Because, scenic spot earlier set up, the legislative comparatively perfect, having more influence on the community residents and tourism market. Compared with geological park, the local people's government gives more

attention on scenic tourism resources development and marketing. Geological Park in tourist scenic spot management being marginalized, the departments of land and resources have their own reasons. Geological Park establishes original intention is to protect the geological relics, popular science knowledge, and the development of tourism. However, in the actual implementation process, the geological exploration departments pay more attention to the investigation of geological relics, evaluation and geological park planning and declaration, despise geological park tracking service. Their ideas stay in “creating geological park is for geological exploration units opened up new social services, provides the new development space” levels. For example, HaiLuoGou site was awarded the national geological park qualification in 2001, after that, geological park construction, protection and development speed slow. Up to now, because of lack of funds and not enough attention, geological park overall planning has not put into practice; Geological museum has not built; Most of the geological relics point landscape instruction plate have already destroyed, The expedition route plank road and cabin in decay; Geological park scientific research and information construction work has not yet started.

4.1 Pay Attention to the Implementation of the Main Body Function Area Planning

According to our country “twelfth five-year plan” period formal implementation of the national strategy main body function region, to prohibit development zone (national nature reserve, the world cultural and natural heritage, national scenic area, national forest park and the national geological park) in accordance with the law to implement compulsory protection. By learning from the American national park of legislation and management experience, we should establish the management mechanism, operation mechanism, fund mechanism and supervision mechanism, adapt to the main body function region and ensure that management method, management ability in the service management objectives (Fei 2003; Li 2005).

We should through the perfect legal laws and regulations and planning system to constraint development activity of not comply with the main body function orientation, through the establishment of compensation mechanism leading the local people’s government and the market main body consciousness propulsion main body function construction.

The legislation should be provided in the central government and local government, between different government departments, between resource protection and business development, between management agencies and non-governmental organizations of power between obligations.

To position the same or cross and implement multiple management of the national nature reserve, the world cultural and natural heritage, national scenic

area, national forest Park, the national geological park, must be defined function orientation, clear unified management main body.

4.2 Implement Large Administrative Department Management System and Integrate Management Institutions

National Nature Reserve, national scenic area, national forest parks, national geological park are national and even world natural heritages that are high grade, irreplaceable, and nonrenewable. At present, multiple management departments are settled in an area, even overlapping; if this continues, each will act in his own way, range and extent of protection and exploitation will be conflicting, interpretation of regulations will not be uniform, the implementation of planning and construction of the project will be restrictive on each other, protection and rational use of natural resources and historical remains will not be sustainable, and thus it will not be able to achieve the sustainable development of tourist attractions. The important way to solve this problem is to implement large administrative department management systems and to integrate management institutions.

Large Administrative Department Management System is a greater department. To promote the integrated management and coordination of government affairs, government departments could be combined based on their management function into a supermost government organizational system. This is characterized by expanding the range of management business in a ministry; kinds of relational affairs managed by a department. This will minimize multiple management and improve administrative efficiency and cut administrative costs.

The current situation in China is that it has individual departments as the legal system, so after reform there will be relevant law enforcement entities, jurisdiction of the proceedings, and law application need to make a corresponding adjustment. The Standing Committee of the National People's Congress must make a decision about institutional reform in law application to avoid the emergence of chaos. Meanwhile, most of the reform will inevitably involve the question of amending the existing laws and regulations. We should take this opportunity to enhance the harmonization of the legal system in China, and the implementation of comprehensive legislation.

Within protected areas (scenic) a unified management should be implemented. To effectively avoid that in the same protected areas (scenic) multiple management institutions exist with high management costs, low management efficiency, and contradictory management policies. Before the reform of the State Council, some well-known scenic spots with multiple blending districts have made attempts at reform in this area. For example, the Jiuzhaigou Scenic Area Administration was implemented in July 2011, with an efficient scenic management system—five brands, one set of men (Nature Reserve Administration, Scenic

Area Administration, the World Heritage Authority, Geological Park Authority and 5A-level scenic Authority, five brands of foreign and internal co-located, a set of men).

4.3 Establishment of Gongga Mountain National Park

The term “national park” was first put forward in 1832 by American artist George Catlin (George Catlin), and then it was followed by many countries worldwide. In 1994, the National Park was defined by world Conservation Union (IUCN) as: National Park management goal is to protect the ecosystem and provide opportunities for recreation, it refers to such land and (or) Marine natural areas are designated to be used to: ① protect the ecological integrity of one or more ecosystems for the contemporary or future generations; ② prohibit exploitation or occupier behaviour contrary to the objectives of protection; ③ provide opportunities compatible with spiritual, scientific, educational, entertainment and excursions on environmental and cultural (Li et al. 2007).

In China, the generalized National Park not only refers to the national scenic area, but also includes the National Nature Reserve, National Forest Park, the National Geological Park. Academia can also appeal that National Wetland Park, Mine State Park, the National Water Conservancy Scenic be included in the National Park (Mu and Wang 2011).

In order to strengthen the management of the Gongga Mountain National Nature Reserve, Gongga Mountain Scenic Area, Hailuoguo National Forest Park, Hailuoguo national geological park, and give full play to its proper social and economic benefits, it is recommended to exercise unified management by the Sichuan Provincial Government on behalf of the nation, including administration, human affairs, funding, Business Technology, development planning, security, and so on. The Gongga Mountains National Park Service (positive at the county level), is directly administrated by the government of Sichuan Province. The provincial government implements the management of the relevant departments in a unified and coordinated way. Provincial government will come forward to resolve the problem, when the policy or industry regulations conflict. So then, we can get the NPC interpretation of the law, and contribute to a higher legislative level of “National Parks Act or the National Heritage Act.”

This management system has clear responsibilities, high working efficiency, avoids contradiction with the local government, can minimize the phenomenon of competing for profit, buck-passing, and squabbling with each other. The Gongga Mountains National Park Authority is managed by the provincial government, as the direct management institution of the National Park, its power is higher than the local departments to avoid multiple managements.

When the time is right, the Gongga Mountain National Park Administration can be managed by state administration instead of provincial government, for greater efforts to protect the funds, technology and professional management talents

required for resource conservation, and ecological environment protection. This is conducive to the Gongga Mountain region's ecological protection, green development, and improve the living standards of the people of the region.

5 Conclusions

With most reforms of the State Council actively implemented, the main functional area planning and driving the construction of the National Park will promote the implementation of scientific operation management of the Gongga Mountain Hailuoguo National Park and sustainable development of the local economy. It is a good idea to set up nature reserves, scenic spots, forest parks, geological park in the same region, which is worth reference for other forbidden development zones to reform Management system and operation mechanism.

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