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Changing and Developing Trend of the Farmland Requisition-Compensation Balance Policy in China

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Abstract The importance and necessity of implementing the balance system of farmland requisition and compensation are reasoned. The changing path of the balance system of farmland requisition-compensation is overviewed. In addition, the problems exist in the implementation of the balance system of farmland requisition-compensation are analyzed as well, covering the increasing demands on land in the process of economic development; the serious phenomenon of wasting land in urban construction; part of farmlands should be revoked from the perspective of ecological construction and environmental protection, which lead to the shortage of reserved farmland and it is hard to implement the balance system of farmland requisition-compensation; the problems of "occupying more but compensating less, occupying good land but compensating bad land" are universal; the development and reclamation of farmlands have taken certain threats to ecological environment; the differences of various regions have not been taken into consideration in implementing the balance system of farmland requisition-compensation. Some notes on the developing trend of farmlands requisition-compensation balance system are put forward. The farmlands should be occupied after being compensated first, so as to ensure the dynamic balance of the total amount of farmlands; the government should encourage the improvement of farmland with mediocre and low output, so as to enhance its production capability; the potential of urban and rural construction land use should be fully developed and the occupation of farmland should be reduced as few as possible; various aspects should be cooperated to increase the possibility of requisition-compensation among different regions.

Key words Requisition-compensation balance, Farmland protection, Policy change, China

According to the Chinese new *Land Management Law*, the nation fosters the system of compensation to occupied farmland. The farmland, which is occupied legally for non-agricultural construction should be compensated by the unit who are responsible for the requisition. The farmland should be compensated according to the principle of "compensation should be equal to requisition", to be specific, the unit should cultivate farmland with the same quantity and quality to the farmland occupied. The unit, who do not have the ability to cultivate farmland or can not meet the demands of reclaiming farmland, should pay the expenses of land reclamation according to the rules made by the province, autonomous region or municipality, to reclaim lands. The provincial, autonomous regional and municipal governments should draw up the land reclamation plan to supervise or organize the units who occupy farmland to reclaim farmland according to the plan, and then inspect and receive them. The plan is called "requisition-compensation balance" system, and it is one of the important measures for realizing the dynamic balance of the aggregate farm land. The farmland "requisition-compensation balance" system marks the tentative formation of the relevant legal regulations and system on protecting farmland. The increasingly decreased area of per capita farmland, the annually increased non-agricultural land use and the serious scantiness of reserved arable land resources are the fundamental realities of arable land in China. Therefore, it is important to try to balance the development of arable land protection and requisition-compensation balance

without curbing the economic development. In the paper, I have demonstrated the significance and necessity of realizing the requisition-compensation balance of land; reviewed the changing process of policies on land requisition-compensation balance; analyzed the problems in the implementation process of land requisition-compensation balance, and then the developing trend of the land requisition-compensation balance is put forward.

1 The significance and necessity of implementing requisition-compensation farmland balance

China is a granary country with large population and farmers in the country account for 60%–70% of the total population. Farmland is the basic need and security of farmers. With such prerequisite, the importance of farmland seems even more eminent. In 1994, *Who Will Feed China*, written by American scholar Lester Brown, supposes that "from 1990 to 2030, China will have the grain shortfall from 2.07×10^8 t to 3.69×10^8 t with the population growth and income growth. Thus, China will become the largest grain importing country". In the book, the author claims that China will inevitably appear the food shortage, thus leads to the food crisis nationwide, which attracts wide concern from the world on Chinese food safety and land use problems, in particular, the great attention of Chinese government to it.

Although the arable land holds such huge significance, with the development of national economy, the acceleration of industrialization and urbanization, continuous growth of popula-

tion and poor management, the non-agricultural land occupation will exist for a long time in future and the situation of farmland losing will become serious gradually. Even in 1997, China has carried out the policies for freezing land requisition, the arable land in China has decreased by $13.53 \times 10^4 \text{ hm}^2$. In economically developed areas, the conflicts between economic development and arable land protection are even more serious. Taking the Yangtze River Delta as an example, according to the statistics, the area of land lost in the Yangtze River Delta in the recent 15 years has achieved $24.7 \times 10^4 \text{ hm}^2$, accounting for about 5.6% of the total arable land lose in the country of the same period with the strength of land erosion of more than $0.20 \text{ hm}^2/\text{km}^2$, which is 6.7 times more than the national average strength of arable land erosion ($0.03 \text{ hm}^2/\text{km}^2 \cdot \text{a}$). The annual drop rate of arable land has achieved 0.55%, twice more than the national average value. The counties and cities in the Yangtze River Delta, whose drop rate of arable land surpasses 0.5% account for about 60% of the total counties and cities in the region; the counties and cities whose drop rate of arable land surpasses 1.0% account for 25% of the total counties and cities in the Yangtze River Delta^[1]. By the end of September 31, 2007, the arable land in China is $1.218 \times 10^8 \text{ hm}^2$, which is

close to the red line of no less than $1.2 \times 10^8 \text{ hm}^2$ stipulates in the "Eleventh Five Year Plan" in 2010, thus, it is of great urgency to solve the arable land protection problem. In order to protect the food safety and social stability, China has stipulated the strictest protection system on land use supervision and arable land protection in the world. The dynamic balance of the aggregate arable land system based on requisition-compensation balance is the most important sector in the chain.

The requisition-compensation balance of arable land is a mandatory rule, which has promote the local government's intensive and effective use of land, reduced the waste of land and curbed the decline momentum of arable land to some degree. It can be seen from the changing trend of arable land in China from 1997 to 2006^[2], arable land occupied by construction has achieved $1\,778\,000 \text{ hm}^2$ during the decade, but the arable land increased through land development and land reclamation has increased by $3\,207\,000 \text{ hm}^2$ in total. Although the growth of farmland is smaller than the aggregate of farmland, it is bigger than farmland, which has been occupied by construction. It indicates that the requisition-compensation balance system of farmland has displayed huge functions in curbing the rapid land lose.

Table 1 Variation of farmland area in China during 1997–2006

$\times 10^4 \text{ hm}^2$

Year	Decrease of farmland						Increase of farmland	Net decrease of farmland
	For construction purpose	Ecological restoration	Agricultural restructuring	Lands damaged by natural disasters	Missing reports last year	Total		
1997	19.3	16.3	5.9	4.7	0.0	46.2	32.7	13.5
1998	17.6	16.5	7.0	15.9	0.0	57.0	30.9	26.1
1999	20.5	39.5	10.7	13.5	0.0	84.2	40.5	43.7
2000	16.3	76.3	57.8	6.2	0.0	156.6	29.1	127.5
2001	16.4	59.1	4.5	3.1	0.0	83.1	20.3	62.8
2002	19.7	142.6	34.9	5.6	0.0	202.8	34.1	168.7
2003	22.9	223.7	33.1	5.0	0.0	284.7	31.1	253.6
2004	14.5	73.3	20.5	6.3	14.8	129.4	34.6	94.8
2005	13.9	39.0	1.2	5.4	7.3	66.8	30.7	36.1
2006	16.7	33.9	4.0	3.6	9.1	67.3	36.7	30.6
Total	177.8	720.2	179.6	69.3	31.2	1\,178.1	320.7	857.4

2 The changing process of the policies on farmland requisition-compensation balance

In March, 1986, the Chinese Communist Party Central Committee and the State Council issued the No. 7 document (*Notice on Further Strengthening the Land Management and Banning Unauthorized Occupation of Cultivated Land*). The document has clearly mentioned the basic state policy of "cherish and make a rational use of land, and earnestly protect cultivated land", which lays a good foundation for the requisition-compensation balance of farmland. On June 25 of the same year, the Sixth National People's Congress deliberated *The Law of Land Management Administration of the People's Republic of China* and passed the law at the same day.

In April of 1997 the Chinese Communist Party Central Committee and the State Council issued the No. 11 Document, *The Circular on Further Strengthening the Land Management and Farmland Protection*, and clearly defined that the dynamic balance of the overall area of farmland should be maintained.

At the same time, the policies on connecting the land occupation with land development and land reclamation were put forward. It is the first time that the farmland requisition-compensation balance system was put forward. The release of the No. 11 document evokes the revising of *Law of Land Administration of the People's Republic of China*.

The Central Committee's Document No. 7 and the Central Committee's Document No. 11 are the most important documents concerning land management and farmland protection, and it of epoch-making significance in the history of Chinese land management. The No. 7 document puts forward "cherish and make a rational use of land, and earnestly protect cultivated land is the fundamental state policy that must be adhere to consistently" formally for the first time. The No. 11 Document points out that land management and farmland protection is the important affair that concerns the entire country and the future generations of China, therefore, the strict measures must be adopted and the fundamental policy of "value and make rational use of land, and earnestly protect cultivated land"

should be earnestly carried out. The government should reduce the imbalance trend of the sharp drop of cultivated land in the case of the continuous increase of population. Both of the documents put the thought of cultivated land protection to the prominent position^[3].

In August of 1998, the *Law of Land Administration of the People's Republic of China* was revised once again. The newly revised *Law of Land Administration of the People's Republic of China* clearly proposed that "implementing the land requisition-compensation balance system", and required the balance between land occupation and land reclamation.

On January 1, 1999, the newly revised *Law of Land Administration of the People's Republic of China* was formally carried out, as well as the newly revised *Rules for the Implementation of the Land Administration of People's Republic of China* and the *Regulations on the Protection of Basic Farmland*.

Through the establishment of a series of policies, the rather complete cultivated land protection system is forming gradually on the basis of the *Constitution*, the *Law of Land Administration of the People's Republic of China*, *Agricultural Law of the People's Republic of China*, various kinds of policies and local laws and regulations (Fig. 1)^[3].

On February 4, 1999, the Ministry of Land and Resources issued the *Notice on Well Balancing the Land Requisition and Compensation*, which requires the balance between land occupation and land compensation and clearly defines the concept of "requisition-compensation balance of cultivated land", and the policies on requisition-compensation balance of cultivated land began to be carried out throughout the nation.

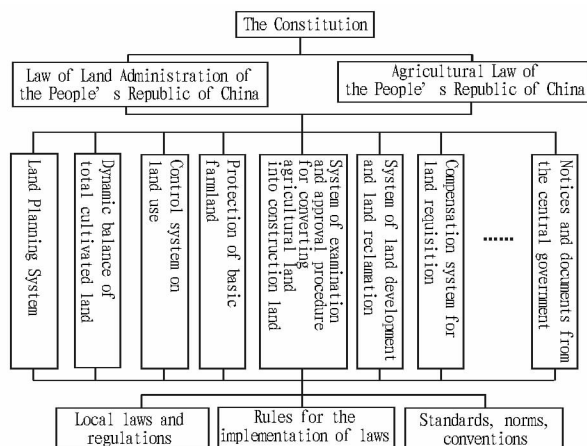


Fig. 1 Farmland protection system in China

In April 2000, the Ministry of Land and Resources released the *Notice on Strengthening the Work on Reclaiming Farmland to Realize the Requisition - Compensation Balance of Farmland*, so as to ensure the requisition-compensation balance of farmland. In October 2004, the State Council released the *Decisions of the State Council on Deepening Reform and Tightening Land Management*, to prevent the acts of unlawful appropriation and misuse of cultivated land. The release and carrying out of the document marks that China will implement the strictest land management regulations.

In January 2005, the Ministry of Land and Resources issued the *The Key Points of Work in 2005*, which determines to

include the number and the area of foundational farmland into the performance appraisal indicator of the provincial governors and implements the "responsibility system of chief executive". The protection on the area of fundamental farmland is connected with the performance appraisal indicator definitely for the first time.

In March 2006, the General Office of the State Council announced the *Notice on the Problems Concerning Establishing National Land Supervision System*, which determines to set up five offices of national land supervision and nine local offices, at the same time, implement the relevant rules on the national land supervision for further carrying out the *Decisions of the State Council on Deepening Reform and Tightening Land Management*. In about one year's time, China has 63 developmental zones of various kinds and management committees, returned more than 500 hm² illegally used land, reclaimed 92.53 hm² of land and disposed 15 300 hm² of idle land. In August 2007, the State Council released the *Notice on Perfecting the Policies on Reconverting Farmland to Forests*, to guarantee no less than 1.2×10^8 hm² of farmland during the "Eleventh Five-Year" Period and suspend the plan of reconverting farmland to forest during the "Eleventh Five-Year" Period.

In July and September of 2008, in order to control quantity of the construction land use and improve the quality of the supplemented farmland, the farmland protection department of the Ministry of Land and Resources issued the *Urgent Circular on Tightening the Requisition-Compensation Balance of Farmland* and *Notice on Further Tightening the Land Consolidation and Reclamation* respectively.

On August 14th, 2008, the State Council approved the outline of the overall plan of national land use (from 2006 to 2020). Among which the area of farmland all over the nation keeps 1.212×10^8 and 1.203×10^8 hm² in 2010 and 2020 respectively. The newly added area of construction land use is controlled around 1 000 000 to 3 000 000 hm².

At the same time of ensuring the quantity of farmland, the stress laid on the quality of farmland is increasing year by year. In the recent five years, the No. 1 Document of the Central Committee is full of contents concerning strengthening the comprehensive production capacity of farmland, the reclamation and consolidation of farmland, the improvement of cultivated land fertility, implementing land fertility engineering and soil testing and engineering and so on.

In October of 2008, the Central Committee released the *Decisions of the Central Committee on Some Important Issues of the Rural Reform and Development*, which puts forward that "maintain the total area and the use of fundamental farmland; improve the quality of fundamental farmland; continuously improve the land reclamation and land consolidation; the compensation should go prior to land requisition; the requisition-compensation balance cross provinces is not allowed; the modern agriculture should be developed positively and ensure the food safety.

In November, 2008, the *Long-term Planning Framework of the National Food Safety* (2008 - 2020) issued by the National Development and Reform Committee points out that China tries to maintain no less than 1.2×10^8 hm² of the area of farmland;

strives to reduce the number of fundamental farmland and tries to improve the quality of farmland. Jilin Province, Heilongjiang Province, Jiangsu Province, Shandong Province and so on have put forward the plan of improving the yield per mu and improving the yield of the newly added grain.

On June 23, 2009, the Information Office of the State Council held the press conference. In the conference, the Ministry of Land and Resources proposed that "ensure economic growth, ensure the red line of farmland area"; persist the strictest farmland protection system; do not touch the red line of farmland protection.

On December 2, 2009, the Administration of Land and Resources and the Administration of Agriculture issued the *Notice on Strengthening Requisition-Compensation Balance of the Quality Construction and Management of Farmland*. In view of the absent effective management of the quality of the supplemented farmland and the prevalent problems of emphasizing using scorning feeding for farmland and emphasizing construction of projects scoring the cultivation of land fertility, the government proposed that the quality of the farmland should be guaranteed.

3 Problems exist in the process of implementing farmland requisition-compensation balance system

3.1 It is hard to implement the farmland requisition-compensation balance system

3.1.1 The economic growth needs more and more land. With the development of social economy, the improvement of people's living standard and the gradual progress of industrialization, urbanization, and urban-rural integration, more and more farmland will be transformed into construction land. The report provided to the Second Conference of the United Nations Human Settlements by Chinese central government points out that by the end of 2010, the urban and township population would achieve 0.63 billion, and the urbanization level would be lifted to around 45.0%. According to the report, by 2010, about 3.69×10^6 hm² of farmland would be transformed into construction land as a result of urban construction land expansion^[2]. At the same time, the infrastructure construction including water conservancy project, transportation project and energy and so on are need to occupy a large amount of farmland. The economic development needs more and more land.

3.1.2 The problem of wasting farmland in urban construction is serious^[4]. In the first place, the phenomena of expanding the area of land in spatial form of urban development become more and more serious. At present, the typical mode of the urban spatial development is the gradual expansion around the hub of the city. The mode is described as "making a pie". Under such mode, it may get high aggregation effect, if it is managed well. But under the current management level of China, this kind of mode may easily change in to the disorder and unlimited development, which would lead to the occupation of the fertile land in the connection zone of urban and rural area. In the second place, the land use rate of urban land is low. The traditional development of city in China is mainly in the horizon-

tal development, the height and density of the buildings in cities are low and the intensity degree of land use is low in most cities. There are even some urban villages with low intensity degree of land use. Therefore, in the process of urban planning and development, land in the urban area has not been fully applied or the land use efficiency has not been effectively improved, the land in the suborn area would have been occupied, which has led to the occupation of a large amount of fertile and high quality farmland. Thus, the per capita land owned by Chinese urban residents are much higher than the standard provided by the State. Besides, in the process of urbanization, China has also experienced several nationwide "crescendos", for example, developmental zone craze, real estate craze, square craze and university town craze and so on. The construction of those big projects and big items takes certain positive role in improving urbanization, ameliorating the living condition of urban residents, accelerating modern education and social development, but these projects also play a role in promoting the lose of farmland.

3.1.3 The ecological construction and environment protection demands return part of farmland to grassland. With the increase of population, the improvement of people's living standard and enhancement of people's life quality, people' demand on ecological environment becomes higher and higher. However, in the past several decades, we just pursued the yield of food production, and adopted a series of measures, including reclaiming land around the lake, cultivating grassland on prairie and building terrace in mountainous areas, which leads to the huge drop of the area of lakes, prairie and the land which still keeps the natural ecology. Thus, the ecological environment ameliorates gradually. Therefore, in order to protect the ecology, the central government and the State Council require that we should carry out the policies of returning farmland to forest and grassland and sealing off the mountain to cultivate forest. Besides, the strength on it is increasing continuously. In addition, with continuous drop of the area of farmland caused by the adjustment of agricultural structure and natural disasters, the drop of farmlands will reach by more than 333.33×10^4 hm² from 2008 to 2010^[5].

3.1.4 The serious lack of reserved land resources. The reserved land resources are limited. In 2008, the reserved land was less than 666.67×10^4 hm², that is to say, if all of the reserved farmland is used for reclamation, the per capita farmland is still less than 0.007 hm². However, the limited reserved land resources are mainly distributed in western areas, in which the land is characterized by the lack of water resources, more obstruction factor in soil, less plat land. Besides, these areas are high above sea level and have relatively lower temperature; meanwhile, the problems such as soil erosion, sandy desertification, desertification, soil salinization, grassland degeneration are prominent, hence, these areas are confronting huge ecological pressure. Therefore, the land which can be used as farmland is less and less^[5].

3.2 The phenomenon of "occupying more but compensating less, occupying superior land but compensating inferior land" is universal According to the *Law of the Land Administration of the People's Republic of China*, the requisition-

compensation balance should obey the principle of "the amount of land requisition should be equal to land reclamation", that is to say, the units of land requisition take the responsibility of reclaiming the farmland with the same quantity and quality. But land administration departments in some local areas, notably, the land administration departments under the county level, do not count the illegally occupied land in the annual land investigation in order to finish the task of land requisition-compensation balance, which leads to the gradual decrease of farmland and the effect of requisition-compensation balance is affected^[2]. Secondly, it is well known that, the quality of land can be divided into good land and bad land, as well as the location of land. The production capability of land in different location varies hugely. But the requisition-compensation balance of farmland is mainly reflected on quantity rather than quality and production capability. Driven by interests, some local governments occupy the fundamental farmland by using the non-agricultural construction items or using the land with poor quality to replace the fundamental farmland, and some even using the mountains and deserted land to serve as farmland^[6], so as to realize the "requisition-compensation balance". The balance of land requisition and compensation often mistakes people's cognition of reserved land resources. Misled by the misunderstandings of reserved land resources, the local governments will occupy more and more land driven by interests. They hold the simple reason that the occupied land can be compensated, which not only lead to the decrease of farmland, but also result in the decline of reserved land resources. In fact, protecting the reserved land of farmland is of equal importance to the farmland protection.

3.3 The development and reclamation of farmland causes certain threats to eco-environment

In order to realize the requisition-compensation balance of farmland, some local governments ignore the circumstances of the local areas and reclaim a great amount of farmland in the fragile ecological environment and ecological natural reserves of land use, which leads to the degradation of local ecological environment and the serious losses of ecological efficiency. In some areas with scant reserved land of farmland, there is even no land that can be cultivated into farmland as a result of carrying out the policy on reconverting farmland to forests. Driven by the effect of political performance, some local governments merely blindly pursue the balance of land requisition and compensation in quantity, so many fertile farmlands serve as the victim of their political performance and the ecological environment is badly damaged. It is understood that, in order to realize the requisition-compensation balance of land, some counties in the plain of the Yellow River area, who are lack of deserted land take the woodland in villages into the reclamation plan^[2]. These kinds of cases, which are characterized by ignoring the comprehensive understanding of reserved land, incompletely testing on the effects of environment and scarifying the woodland and grassland are common. The cases not only may cause the serious ecological environmental problems, but also greatly increase the possibility of being threatened by natural disasters. The behaviors are quite different with the primary aim of land requisition-compensation balance of realizing the sustainable use of farmland, as

well as causing great wastes of investment.

3.4 The discrepancies of each area in the process of farmland requisition-compensation balance are neglected

In the process of realizing the strategic target of dynamic balance of total farmland, a prominent problem is that there is no definite standard for determining at which level the dynamic balance of the total farmland should be realized. Some hold that only when the units at each level achieved the dynamic balance of total farmland, then the dynamic balance of total farmland can be realized. However, in reality, as a result of emphasizing the balance of land requisition and compensation, some economically developed areas can not get the land, thus the economic development is impeded. In contrast, in the area with abundant per capita farmland, the surplus agricultural products are hard to be sold as other areas have realized the dynamic balance of total farmland, thus the land use efficiency and agricultural production are affected to a certain degree. In fact, the target of dynamic balance of the total farmland is to realize the positive and dynamic balance, that is to say, strive for the regional balance in a certain area. The division of the indicators of dynamic balance of total farmland should be comprehensively determined by the direction of the economic development, notably the division of labor, quantity and quality of farmland, and the potential of reserved land. At the same time, the way and content of carrying out dynamic balance of the total farmland should vary according to the different land types^[7].

4 Developing trend of farmland requisition-compensation system

4.1 The land should be compensated before being occupied, so as to ensure the dynamic balance of total farmland^[8]

For a long time, the dominant ways for land compensation are mainly "requisition goes prior to compensation" and "compensation goes along with requisition". Besides, the supervisory and checking strength on the supplemented land is insufficient, thus the problems such as occupying land without compensation, occupying more but compensating less and occupying superior land but compensating inferior land often occurs. In view of these problems, China has the tendency of taking the following measures: except for the huge national project, all the requisition of farmland for non-agricultural use should carry out the "compensation goes prior to occupation", that is to say, before examining the newly added construction land, the reserved land should be supplemented, and the reclamation items should be launched by the relevant units and departments of national land. In addition, the land destroyed by natural disasters should be recovered and reused in a year's time, so as to, maintain the total amount of farmland.

4.2 The remolding of middle and low production farmland should be encouraged to improve its production capability

The reserved land is extremely limited and most of them are distributed in ecological fragile areas, so if we just blindly reclaiming deserted land, it will cause bad effects. So in the long term, the balance of land requisition and compensation should be realized from the perspective of the total amount. In the first place, from the middle and long term, the potential of reclai-

ming the land with middle and low production capability is far greater than reclaiming other types of lands. At present, there are about 2/3 of farmland in China belong to the land with middle and low production capability (about 60% of the total farmland). Some scholars hold that^[9], if we can improve the farming condition by investment, then it is possible to improve 30% of the yield per mu of the existing middle and low production land. The improvement of 30% of the yield per mu of the 60% of the total farmland means 18% of the existing land is increased per year. According to proportion that every year the non-agricultural land accounts for 0.5%–1% of the total farmland, so the improvement of yield can satisfy 20 years' farmland which is occupied by construction use. Therefore, if we increase the input on the existing farmland, the balance of land requisition and compensation in the total amount of land can be realized in 20 years. In the second place, the remodeling of middle and low production land can save about 60% of capital used in reclaiming land^[10]. In the third place, the remodeling of land does not hurt the environment. In contrast, if the remodeling of middle and low yield land can be carried out widely, it will beneficial to environment. In a word, the remodeling of middle and low yield land, as well as the continuous improvement of land production capability should become the important way and direction for China to realize the balance of land requisition and compensation.

4.3 Developing the potential of urban and rural construction and trying to decrease the requisition of farmland

The urban land should be scientifically planned, and the urban land expansion should be realized by adjusting the internal urban land structure and land use method rather than simply changing agricultural land to construction land. For example, the government can further improve the urban land use efficiency by remodeling the old cities to intensively use the urban land. In rural areas, the village consolidation should be launched stably and farmers' traditional ideas should be changed through the education of changing the existing habits and customs. The construction covering management of villages, returning houses for forests and new village plan should be carried out, so as to reduce the pressure of farmland by increasing the total amount of farmland under the conditions of improving the living, ecological and production status^[9].

4.4 Cooperating from multi-directions to increase the possibility of achieving the land requisition-compensation balance in different areas In 1999, the *Land Administration Law of the People's Republic of China* stipulated that the provincial governments, autonomous governments and municipal governments should make sure that the overall quantity of farmland in their prefecture do not decrease; individual province and municipality whose reserved land is insufficient to compensate the construction land, must get the approval of the State Council; the construction units and individuals must obey the "requisition-compensation balance", and they must take the responsibly of compensating land of the same quantity and quality of the land they have occupied, so as to ensure the balance of the quantity and quality of farmland.

Most of land in China has been developed with high reclamation rate, the reserved land is limited, and the reclamation

land in different areas stipulated by the land administration land can not meet the demand of the land requisition-compensation balance. Besides, in some economically developed areas, the land reserved is limited, so if they try to keep the balance of land requisition and compensation will inevitably curb the economic development; however, in some remote and poor areas, the capital is insufficient, the input on land is small, the development degree is low and the output rate is low. Therefore, in the future, we can realize the balance of land requisition and compensation through different areas and fully making using of the capitals in the eastern China. In addition, we should make full use of the advantages of colleges and universities and scientific research institutions in terms of land reclamation, land consolidation, improving the fertility of soil and cultivating improved seeds; try to improve the quality of land in central and western areas, and then develop the internal potential of by using the improvement of per unit yield to keep the dynamic balance of total farmland which should have been developed to compensate the occupied land^[11].

5 Conclusions

The land requisition-compensation balance is just a remedial measure, and the most effective way for protecting land is to strictly control the occupation of land. Therefore, the expansion of urban land use should be held back. The government should try to make use of the urban land by constructing high buildings and underground buildings; strive for the land reclamation fee and national investment to improve the productivity of soil and introduce into crops with high yield. Besides, the government should fully display the potential of the existing construction land to realize the comprehensive enhancement of land use efficiency, and then turn around the sharp decrease of farmland fundamentally. In addition, the land which has been consolidated and reclaimed should be managed scientifically to ensure the normal use of it and to ensure the real balance of land requisition and compensation.

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fierce market competition, the development of scattered rural labor brokers is inevitably stumbled by capitals, information channels and some other obstacles, so the brokers should strengthen the mutual connections among them and share the brokerage information mutually, to standardize the brokerage behaviors and concentrate the powers to resist the connections. Therefore, the governments from different levels should increase the investment in rural labor brokers to support the development of them, and then let the rural labor brokers focus their main energies on the demands of scant labors and special labors, continuously expand the fields of exporting labor services and discovery the new mechanism transformed from the short-term work to long-term career. The relevant department should enforce the promotion; strive to the construction of organizations; display the promotion, education and training functions on laws and regulations, professional ethics and vocational skills; positively guild the rural labor brokers to obey the rules, be honest and provide standardized services and pro-

legal position of rural labor brokers, as well as the importance of them in facilitating the transference of labor forces and coordinating the rural and urban development, to correct the traditional wrong ideas of rural labor brokers, and then foster favorable social environment for the development of them. In the first place, each region and department should fully make use of the promotion channels in forms of networks, TV, radio stations and newspapers to further expand the social influences of rural labor brokers. In the second place, the excellent rural labor brokers should be awarded. The government and relevant departments can open columns in the related website to publish the typical rural labor brokers, who are successful and influential. In the third place, the government and relevant departments should standardize and clean the businesses without the approval; reinforce the supervision on the behaviors of inducing the farmers to sign the contract by using the fake information; optimize the labor environment and set up the positive image of rural labor brokers.

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