

# 关于加强建立经营单位级森林经营方案制度的思考

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**摘要:**【目的】阐明经营单位级森林经营方案制度的建立原则以及具体措施, 为进一步提升森林经营水平、促进森林资源保护管理科学化、精准提升森林质量、助力双碳战略目标实现、加快推进生态文明和美丽中国建设提供理论支撑。【方法】通过定性分析, 探讨全球森林经营方案编制的历史发展, 比较研究德国、美国、加拿大三个典型发达国家森林经营方案的编制结构、管理体系以及应用经验, 并结合我国现行做法, 指出当前中国森林经营方案编制所面临的问题与挑战, 并提出来了建立高效、可持续的森林经营方案编制制度的有效建议。【结果】德国、美国和加拿大制定了全面的森林经营方案编制制度, 具有完备的法律框架, 赋予经营单位充分的自主权并鼓励各级经营单位积极主动开展森林经营方案编制。相比之下, 中国森林经营方案编制面临四个主要挑战: 森林经营方案定位不清、编制方案过程中各单位职责模糊、自主编制森林经营方案受限、森林经营方案编制数据准确性不足。【结论】经营单位是我国森林经营的基本单元, 在经营单位层面构建有效的森林经营方案编制制度应遵循强制性、整体性、科学性和系统性原则。可通过借鉴德国、美国和加拿大的成功战略, 在经营单位层面建立有效的森林经营方案编制体系。从以下几方面进行改进: (1) 进一步明确森林经营方案的法律地位; (2) 落实经营单位方案编制的主体地位; (3) 加强对行业部门的指导和监督; (4) 强化编案全过程科技支撑服务; (5) 有效开展森林经营方案编制试点工作。

**关键词:** 经营单位级; 森林经营方案; 编制执行; 制度建设;

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## Suggestions on Strengthening the Development and Implementation of Forest Management Plan for Forest Management Unit

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**Abstract:** 【Objective】 This study aims to establish principles and specific measures for the forest management programming system at the management unit level, providing theoretical support to improve forest management, promote scientific protection and management of forest resources, enhance forest quality, achieve dual-carbon strategy goals, and accelerate the construction of ecological civilization and beautiful China.

【Methods】 Utilizing qualitative analysis, the historical development of global forest management programming is explored, comparing the structure, management systems, and application experiences in Germany, the United States, and Canada. Challenges faced by China's current forest management programming development are identified, and effective suggestions for an efficient and sustainable system in China are proposed. 【Results】 Germany, the United States, and Canada exhibit comprehensive forest management program systems with complete legal frameworks, granting autonomy to management units and encouraging proactive implementation. In contrast, China faces four main challenges: unclear positioning of forest management programs, ambiguous

responsibilities during preparation, limited autonomy in program creation, and insufficient accuracy of data for forest management programming. 【Conclusions】 As the basic unit of forest management in China, management units should adhere to binding, holistic, scientific, and systematic principles for effective forest management program development. Adopting the successful strategies of Germany, the United States, and Canada, China can improve by: (1) clarifying the legal status of forest management programs, (2) emphasizing the main role of management units in program preparation, (3) strengthening guidance and monitoring of industry sectors, (4) enhancing scientific and technological support throughout the process, and (5) effectively conducting pilot work on forest management program preparation.

**Key words:** Basic management unit; Forest management plan; Plan development and implementation; System building