

Study on the Current Situation of Mountain Tourism Development and Land Use Policy in Wenzhou

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Abstract: The current mountain tourism in Wenzhou suffers from lagging infrastructure construction, serious shortage of land for construction, lack of depth in tourism commodities and shortage of talents in the tourism industry. At the same time, the realistic and legal problems reflected in the touristic flow of mountainous hilly land resources are also hindering the further development of mountain tourism in Wenzhou. Based on this, it is proposed that the rights of mountainous land should be clarified, the regulations on tourism land should be improved, the supply mode of land should be innovated and the scientific guidance of the government should be strengthened.

Keywords: Mountain Tourism, Touristic Transfer, Land Use Policy, Legal Issues.

1. Introduction

According to the "Comprehensive Evaluation Report on the Development of the Digital Economy in Zhejiang Province in 2020", Yongjia County, Wencheng County and Taishun County are listed as areas still in need of "accelerated development", as these three counties have a large proportion of mountainous and hilly areas, and their development levels are relatively lagging behind. Wenzhou's high-quality realization of "common prosperity" should focus on "how to give full play to the advantages, how to make up for the shortcomings" which was proposed on the "Eight-eight Strategy".

As we all know, mountains are rich in natural tourism resources such as forests, grasslands, arable land and lakes, and contain a wealth of tourism potential. Wenzhou is located in the south-eastern hilly area, with the sea to the east, mountains on three sides, "seven mountains, two waters and one field", a total area of 11.14 million mu of mountains and forests, with a forest coverage rate of 60.3%. Zhejiang Provincial Tourism Bureau's provincial tourism resources survey shows that Wenzhou is number one in the province in terms of geographic landscape and water scenery. In 2010, Wenzhou became China's first "Forest Tourism Experimental Demonstration Zone" and is naturally well endowed to develop mountain tourism. However, in recent years, Wenzhou's mountain tourism industry has suffered from lagging infrastructure construction, high investment risks, a single tourism commodity and a shortage of industry talent, which has affected the further development of mountain tourism. The study of how to give full play to the advantages of mountain tourism resources, orderly regulate the flow of land in mountain hills, improve the policy and legal support for mountain tourism land, and promote a new round of rapid growth of the whole industry is an inevitable requirement to implement the "Eight-eight Strategy" and deepen the revitalisation of the countryside.

2. Study on Land Use Policy for Mountain Tourism Development

China implements a land use control system for land, which divides land into agricultural land, construction land and

unused land according to its basic use. Specifically, construction land can be further divided into urban state-owned construction land and rural collective construction land; agricultural land includes arable land, territorial land, farming land and rural roads; and unused land is mainly barren grassland, saline land and mudflats, etc. To sum up, according to China's Land Management Law, mountainous land does not belong to a definite type of planned land. The mountain tourism land stated in this article is, in a broad sense, mountain land that is used for tourism purposes and provides tourists with activities such as excursions, viewing, knowledge, fun, holiday, recreation, entertainment, rest, adventure, research and study.

2.1. Tourism Land Policy

There is no specific legislation on 'tourism land' in China, and the legal basis for the study of various tourism land issues is the Land Management Law of the People's Republic of China, which is the fundamental law in the field of land in China. Secondly, the Civil Code, the Land Contract Law, the Forestry Law and the Urban and Rural Planning Law also provide clarity on specific issues such as the tourism-based development and use of land. Furthermore, the State Council and various ministries and commissions have also regulated the flow of tourism land by means of administrative regulations or departmental rules. For example, in 2015, the Ministry of Land and Resources issued the Opinions on Land Use Policies to Support Tourism Development, which included the possibility of using unused land, abandoned land, remote islands and other land that could be used for new construction land for tourism development, and suggested that land use policies for new tourism industries should be supported. This document is an important document in the study of tourism land use policy in recent years and is also of great significance to the development of mountain tourism.

The above tourism land policies are all applicable nationwide, while localities have also made provisions for tourism land with local characteristics according to local regional development requirements. For example, Beijing, Shandong, Yunnan and Guizhou have explicitly proposed to encourage the use of land such as barren hills, forest land and mudflats to supply tourism development. As early as 2010, Wenzhou issued the Opinions on Promoting the

Transformation and Upgrading of the Tourism

Industry to Accelerate the Construction of a Strong Tourism Economy, emphasizing that it should "support land for tourism construction" and give full consideration to the tourism industry.

The planning arrangements for the development of land, giving priority to the land index for tourism projects. Village collective economic organizations are encouraged to use non-agricultural land to develop tourism projects in cooperation with developers by way of leasing, and to make diversified use of land resources such as barren mountains, barren land and barren beaches to carry out the development and construction of tourism projects such as self-driving camps, tourist stations and distribution centres. In 2018, Wenzhou Municipal Party Committee issued "Several Policy Opinions on Further Accelerating the High-Quality Development of Modern Service Industry" to strengthen the guarantee of tourism industry elements, and the land for tourism-related construction projects with a single use and in line with the scope of legal allocation can be supplied by means of allocation; for mixed uses and including operational If the use is mixed and includes business purposes, the land should be supplied by tender and auction. Support the construction of land for key rural tourism projects, and appropriately increase the proportion of state-owned land offered for rural tourism projects. The counties (cities and districts) have also introduced corresponding policies and measures in line with local realities, and Rui'an City issued the "Rui'an City Major Tourism Project Land Management Measures" in 2016, reforming and innovating on tourism land security, differentiated land use policies and differentiated low price policies, land classification and management, project approval services and management.

Land-related regulatory documents are constantly changing and adjusting in line with national and local policies, and are somewhat time-sensitive, providing targeted guidance to local tourism development, but also making the implementation and promotion of policies more difficult. Secondly, although many policies clearly support the transfer of land for tourism, they are too general and lacking in practicality, making it easier for the collective to "undertake" the transfer to the detriment of the interests of the right holders.

The factors that influence the flow of land for tourism are not only land planning, but also the right to use and ownership of land. The ownership of land in China is owned by the state or the collective, and the transfer of ownership is between the state and the collective through expropriation or requisition, while more often than not the transfer of land is discussed in the study of the transfer of the right to use. The Land Management Law divides land into urban, rural and suburban areas, with land in urban areas generally belonging to the state; land in rural and suburban areas, except where the law provides that it belongs to the state, belongs to the collective farmers; and residential bases and self-reserved land and hills belong to the collective. Urban land that is owned by the state has clear land tenure. Collectively owned land, on the other hand, is relatively complex to manage, and disputes relating to rural land around the country are rife in judicial practice.

In contrast, most of the mountain tourism land, with the exception of some urban mountains, belongs to rural areas or is in a combination of urban and rural areas, where different land use policies apply in development.

2.2. Policies for the Touristic Development and Use of Urban Hills

In mountain tourism, the tourism-oriented development and use of urban mountains generally takes the form of building urban trails and urban mountain parks. Take the main mountain parks in Wenzhou's urban area, such as Jingshan Park, Xiushan Park and Yangfu Mountain Park, for example, the nature of their land is park green space, and this type of land is obtained by way of allocation. In addition to some urban areas, resort hotels, golf courses and other non-public welfare tourism projects, with commercial development purposes, require permission from the people's government at or above the county level, the planning department at or above the county level and the approval of the land resources management department, through the transfer or lease of the right to use and other ways to obtain the right to use construction land.

At present, China has no special legislation on the development and protection of urban hills, while individual cities have clear requirements for the audit of forest and grassland occupation and forest management, including in towns and cities, through laws and regulations such as the Forestry Law and the Urban Greening Regulations, and strict legal responsibilities are set for illegal acts involving the development and quarrying of woodlands and grasslands. In addition to this, the Ministry of Housing and Urban-Rural Development has also issued the Measures for the Administration of Urban Design, with nearly 60 cities carrying out pilot urban design work from 2017 onwards, clarifying the requirements for the preparation and approval procedures for urban design including urban hills. 2020 saw the Ministry of Housing and Urban-Rural Development and the National Development and Reform Commission jointly issue another Circular on Further Strengthening the Management of Urban and Architectural Landscapes, requiring localities to "not to destroy topography and landforms and not to cut down old trees". Although there is currently no specific legislation at the national level, in mountainous cities such as Chongqing and Guizhou, for example, as urbanisation levels rise and urban populations continue to increase, many places have adopted local legislation to protect urban mountain resources and ecosystems in order to prevent the over-exploitation of urban mountain resources from causing further damage to urban ecosystems.

2.3. Policy for the Tourism-Based Transfer of Rural Mountain Land

Compared to urban mountain parks, the vast majority of tourists prefer suburban mountain tourism projects within a four-hour drive. 2021 The State Council's Third National Land Survey Main Data Bulletin announced that China currently has 284,125,900 hectares of forest land and 264,530,100 hectares of grassland. While the main mountain resources in China are distributed in rural areas, rural land contains huge mountain tourism resources. Compared to the plains and urban areas, there is less land transfer in the hilly mountainous areas, and much of the mountainous land is in a stranded state.

In the Rural Land Contract Law promulgated in 2003, land transfer refers to farmers transferring their land contract management rights to contractors by way of renting, transferring, subcontracting and exchanging shares, but the

contracting right of the land belongs to the issuing party, the contractor shall not change the agricultural nature of the land, and the ownership of the land shall not be changed. 2019's Rural Land Contract Law has clear provisions on land management rights, and also stipulates that the contractor's land management rights can be guaranteed to financial

institutions for financing after filing, on the basis of which new modes of transfer trusts are derived. Currently, there are six main modes of land transfer common in mountain tourism: shareholding, transfer, rental, replacement, subcontracting and trust.(see Table1)

Table 1. Land Transfer modes

Transfer mode	Specific ways
Landholding	On a voluntary basis, the farmers will buy their contracted land management rights as shares in the company. Farmers are both participants in the company's operation and owners of the benefits, and can receive dividends according to their shares.
Land Trusts	The trust service organization is entrusted by the land contractor to transfer his land management rights through certain procedures, provided that the land ownership and contracting rights remain unchanged and in accordance with the requirements of marketization of land management rights (use rights) The act of transferring to another person or entity for a certain period of time and in compensation in accordance with the law.
Subcontracting of land	A land contractor voluntarily subcontracts his contractual rights for a certain period of time to another person, thus realising the transfer of land management rights.
Land for rent	Farmers lease part or all of their land to large farmers, private owners, corporate entities, etc. The lessee receives the right to operate the land for a certain period of time, and the lessor receives rent in kind or in money on an annual basis
Land transfer	It means that the contractor has a stable non-agricultural occupation or a stable source of income and, upon application by the contractor and with the consent of the issuer, cedes part or all of its land management rights to other farmers engaged in agricultural production and operation, who will perform the rights and obligations of the corresponding land contract.
Land exchange	Land exchange, also known as swap, is the exchange of contracted plots of land belonging to the same collective economic organisation between contractors for the convenience of farming or for their own needs, along with the corresponding contracted land management rights.

In practice, it can also be classified by the initiator of the land transfer act. The first is the farmer-initiated land transfer model, which usually takes place directly between farmers in the form of leasing, subcontracting or swapping, without the participation of a third party, and is easy to implement, but with no formal agreement between farmers, the risk of default is high. The second is the township (village) collective-led model of agricultural land transfer, which means that the township (village) collective participates in the transfer of agricultural land and plays a leading role. There are two main forms of this model: village collective farming and village collective reverse-renting. For example, in the village of Shanglingyang, Kunyang Town, Pingyang County, Wenzhou, the village collective transferred 2,500 mu of land centrally, and also worked with eight surrounding villages to create a 14,000 mu "Shitang granary - 10,000 mu of fields and gardens"; and then there is the Wencheng County cultural tourism project, the Zendin Lake International Tourism Resort, which is a corporate investment and development, but the county government is also acting as the agent for the entire project, so that the project From the negotiation, contract, land supply to the whole process of starting construction speed up. Finally, the market-led model of agricultural land transfer refers to the quantification of the use rights (management rights) of farmland contracted by farmers' families into equity shares, and the establishment of cooperatives in which farmers are both shareholders and members of the cooperatives, and can earn wages for their work while receiving dividends from the cooperatives. The "land reform"

model, which has been implemented in Wenzhou since 2012 for more than 6 million people in the agricultural sector, involves the establishment of a land cooperative in each administrative village, encouraging farmers to transfer their agricultural land on the premise that the nature of the ownership remains unchanged, promoting large-scale and industrialised rural land management and improving production efficiency.

2.4. Current Legal Issues in Mountain Tourism Development

2.4.1. Legal Issues in The Touristic Development and Use of Urban Hills

Compared to large tourism projects, inner-city projects usually have short construction cycles, stable visitor flows and high rates of return, so more and more investors are choosing to invest in small and medium-sized urban tourism projects.

However, due to the lack of a clear delineation of tourism land, there are ambiguities in the administrative procedures for approval and multiple management, making it more difficult to invest in projects. In practice there is also no shortage of over-planned construction and over-red line construction.

Within the city, the vast majority of urban hill parks with urban hills as carriers belong to public welfare land of the nature of parks and green areas, and according to Article 54 of the Land Management Law, this type of land can be acquired by way of allocation, but cannot be used for

production and operation. However, in practical application, some cities, in order to expand the planning and management scope of their urban state-owned land, have set some areas around the city as auxiliary land for tourism in their urban land master plans. As tourism land in China is currently not within the scope of urban master planning, this part of the land does not need to be counted and the increase in urban land cannot be seen from the figures, but in actual construction, this part of the land is used for property construction, commercial and service facilities and other projects similar to tourism use. For example, the elephant pavilion of the first phase of a mountain park zoo in downtown Wenzhou was converted into a villa with tennis courts and contracted to the District Chamber of Commerce, thus becoming a "private clubhouse" for the exclusive use of a few.

2.4.2. Legal Issues in The Touristic Transfer of Rural Hills

Integrated development of mountain tourism projects often involves the use of multiple types of land, but the different lease terms for land of multiple nature in mountain tourism creates uncertainty for the developer of large mountain tourism projects, with leases of 30 years for arable land, 30 to 50 years for grassland and 30 to 70 years for forest land under the Land Contract Law.

The Land Contract Law requires a contractual doctrine of validity for the transfer of land contractual rights for a period of five years or more, but registration produces an antagonistic effect. Firstly, it is difficult to determine whether the nature of the right to contract for land within five years is a claim or a right in rem, which is not conducive to the determination and protection of the rights of investors and right holders. Secondly, it is clear that a written contract should be formed for the transfer of land management rights. However, in practice, the landing of large tourism projects is basically a collective economic domination, so the transfer of land is mostly based on village collective transfer, lacking written entrustment or tripartite agreement. The village collective will sign a written contract when transferring the land to the developer, but there is no written contract between the village collective and the farmers, only a roster made by the village committee and signed by the farmers. This approach makes it easy for farmers to renege on the one hand and cause disputes on the other, leaving farmers without protection of their basic rights.

3. Wenzhou Mountain Type Tourism Development

Wenzhou's tourism industry has been hit hard by the epidemic, resulting in the loss of a large number of incoming tourists and many small and medium-sized tourism businesses under enormous pressure. However, after the lengthy outbreak control measures, the country's tourism industry has also been presented with opportunities. People's demand for outings, leisure and relaxation is increasing day by day, and low-density, high-security mountain tourism projects are sought after by tourists. After more than 20 years of development, Wenzhou's mountain tourism has formed a certain scale, with certain areas of outstanding strength and considerable development. However, when viewed holistically, Wenzhou's mountain tourism still suffers from the following problems.

3.1. Lagging Infrastructure Development

The biggest factor constraining the development of mountain tourism is still the construction of infrastructure. The first is the traffic problem, in recent years Wenzhou in road traffic construction investment has been increasing, from the city to the various mountain counties between the completion of a number of highways open to traffic, but due to the bridge and tunnel is relatively high, making the highway costs higher. The mountainous areas of Wenzhou are widely distributed, and the villages are far apart. The roads are mostly village roads and county roads, and in some areas the roads are narrow, making it impossible for self-driving tourists to explore the mountains without hindrance. At the same time, due to the limited coverage of security facilities and network systems, this has resulted in some scenic areas, although vast in size, having a small area available for exploitation and a small proportion of the area open to tourists and the market. High transport costs and low accessibility make the clustering effect between the various attractions much less effective.

Within the city, the questionnaire revealed that the public's dissatisfaction rate with the infrastructure facilities of the mountain parks was high, with the most frequently reported problems being insufficient parking spaces and the lack of timely maintenance and cleaning of public toilets, also indicating that the infrastructure facilities of the mountain parks located within the city still need to be improved.

3.2. Severe Shortage of Land for Construction

Wenzhou's historical development path of "industrialisation driven urbanisation" has led to a lack of scientific urban planning and a scattered layout. In the early development of the city's inefficient land stock, most of the land was transformed into residential or commercial land through concessions, and the vicinity of the mountain parks within the city limits was mostly dotted with high-rise residential buildings, with no reasonable planning for the demand for ancillary tourism land.

In the mountainous rural landscape, flat plots of land are scarce and arable land is even more sporadically distributed in the mountains, with most of the land for construction being villagers' home bases for building houses. Like most cities, Wenzhou has placed the unbuildable land targets that restrict the development of the plain cities in the mountainous areas in order to solve the ecological red line problem. Although this has alleviated the plight of the cities with more people and less land, it has also resulted in the mountainous areas being unable to obtain land for construction by transforming the land, for example by excavating the mountains.

At the same time, due to the existence of a large number of hollow villages, the number of unused houses has also increased greatly, and the most important element of the B&B business is the land and housing resources, and the low rate of land and unused houses turnover will undoubtedly affect the development of mountain tourism.

3.3. Lack of Depth in Tourism Commodities

At present, the main mountain tourism lines in Wenzhou are: Yucang Mountain Forest Park, Bowl Kiln Scenic Area, Yandang Mountain Scenic Area, Wuyanling Scenic Area, Wencheng Forest Oxygen Bar Town, Fudaowan Ancient Village, Radon Spring Scenic Area, Huayan National Forest Park, etc. Most of these lines are mountain tourism products developed on the basis of forest parks. With the rise of

research activities, labor education and red education, attractions such as Zhulin Shexiang, Yunding World on Grass, Yunlan Ranch and the Memorial Park of the First Communist Party of Zhejiang Province have come into being, and mountain tourism projects containing ethnic culture, geological science and history education have been developed and promoted. As one of the regions where the B&B economy originated earlier, Wenzhou has built a number of high-end mountain retreat resorts built on the mountains.

Mountain tourism should be able to adapt to both mass leisure, but also to meet the needs of high-end holiday, but also to develop customization, personalized projects and products. However, the problem of homogenisation of Wenzhou's tourism commodities is still relatively serious, with sightseeing tours being dominated by day trips and ordinary sightseeing tourism commodities, and basic elements such as tours, purchases and entertainment still lacking in co-ordination, with many scenic spots having something to say but nothing to see, something to look at but nothing to spend, and something to spend but nothing to play with. In the development of tourism peripheral products, there is a lack of some Wenzhou-specific cultural tourism souvenir products with certain market competitiveness to meet the needs of tourists to buy. Mountain sports tourism products, mountain cultural tourism product development is insufficient, accommodation products are still mainly local B&B, farmhouse, mostly by the local people's room transformation, hardware and software conditions cannot be compared with professional hotel brands, cannot meet the increasing number of tourists to pursue the light luxury, wild luxury needs.

3.4. Talent Shortage in The Tourism Industry

Due to the siphoning effect of the cities, the poor transportation location of the mountainous rural areas and the restricted development of industry and large-scale farming have led to a weak economic base, few industrial projects, low capacity to arrange employment, and the inability to provide sufficient jobs, making it difficult for local young and strong groups to find a suitable way to develop in their hometowns.

Travel and tourism is a sunrise industry, the need is an energetic, dynamic, creative and practical spirit of outward-looking, comprehensive talent. However, at present, the ratio of tourism professionals who are outward-looking and comprehensive employees within Wenzhou is extremely low, especially the high-standard full-time hotel management staff and foreign-language tour guide translation teams have not been established, and the overall foreign language conversation level of the front office business staff of high-star hotels is in urgent need of further enhancement, which has been unable to meet the needs of the rapid development of Wenzhou's tourism economy.

4. Current Situation of Tourism-Based Land Transfer in Mountainous Areas of Wenzhou

Land transfer in Wenzhou has always been more active, involving more farmers, but among them, the proportion of tourism-based transfer is low, and the utilization rate of barren land and barren hills is low. In the rural land transfer, the village collective and the enterprise are the main ones, but when it comes to the transfer of mountain land, the farmers are still the main ones who transfer the land spontaneously, mostly through renting, which is in line with the current

situation of small-scale and fragmented operation of mountain tourism in Wenzhou. The main reasons for this phenomenon are as follows:

I. Fragmentation of land in mountainous areas is not conducive to overall development and use.

In rural areas of China, the family contract responsibility system is generally used, so when mountain land is divided up into households, the problem of fragmentation arises. According to the national data in the map, by 2008 the average arable land in China was only 2.18 mu and the average mountain area was only 0.33mu. Although the average mountain area has been increasing in recent years, these increases have been in line with the increase in population but not in land, the decrease in population but not in land and the ageing of the population. This increase in average mountain area does not improve the fragmentation of land transfers in China's mountainous regions. However, the fragmentation of these mountain areas not only imposes restrictions on mountain management, but also discourages the development of rural production and large-scale management.

II. High investment risk in mountain tourism.

As China's urbanisation and modernisation continues to deepen, the scale of the rural land transfer industry is still increasing, while the supply side, although still increasing in scale, is still insufficient for the demand, and there are also many supply sides who are waiting or resisting the transfer of rural mountain land because of political risks, natural disaster risks, commercial default risks, etc. In addition, mountainous areas are generally uneven, with varying slopes and complex types of attachments, and it is difficult to find reasonable ways to use abandoned, unused, damaged or environmentally polluted mountainous areas, or to make use of them at excessive cost, making it difficult to generate economic benefits from this type of supply.

5. Refinement of Land Use Issues in Mountain Tourism

5.1. Clarify Mountain Land Rights and Obligations of All Parties

It is easy to see from the foregoing analysis of the legal aspects of land transfer: a sound mechanism for mountain land transfer has been established, and rights should be further clarified and solidified. As mentioned earlier, specific approval and management authorities should be clarified for land for urban mountain tourism projects, and the projects should be accepted and monitored in accordance with the plans. In the rural area, the rights of usufruct, inheritance, partial income and other rights in land property should be clarified from a legal perspective, and the scope of the right to use residential bases and farmers' houses in the "separation of three rights" should be clarified, and other rights such as transfer, management and guarantee should be determined in addition to residence. Clarify the definition and meaning of individual rights and interests, such as the nature of the right to operate a business in the Civil Code, and whether it is a claim or a right in rem. Form a clear ownership structure of farmland and farm buildings around farmers and village collectives. Clarify the duties, powers and responsibilities of the parties in the process of transferring mountain assets. This results in an effective system of land transfer system in mountainous areas that is adapted to the needs of economic development.

5.2. Improve Tourism Land Regulations and Establish An Effective Transfer Mechanism

At this stage, China has not yet set up a special law for the transfer of rural tourism land. China should speed up the introduction of rural tourism land laws and regulations, and provide detailed regulations on the procedures for the transfer of urban and rural tourism land, so as to avoid the relevant subjects from seeking private interests, and to enable the rural tourism land market to be perfected and run stably.

According to Huang Chongzi's survey on farmers' satisfaction with farmland transfer modes in Wenzhou, the satisfaction of the sample farmers with farmland transfer modes was ranked from lowest to highest: farmers' spontaneous, township (village) collective-led, and market-led. It can be seen that the higher the degree of marketisation, the higher the satisfaction of farmers. Establish an effective mechanism for the transfer of rural land management rights, and encourage the conversion of contractual rights into equity, so as to realise large-scale production, professional operation and organised services. Carry out inter-village replacement of rural residential bases, pilot projects on paid withdrawal and paid use, and combine with ecological major relocation and other initiatives to revitalise the rural stock of construction land indicators and promote the reform of the shareholding system for operating property rights in the rural collective economy.

5.3. Innovative Land Supply Model to Optimise The Spatial Layout of Tourism

In response to the fragmentation of land in mountainous areas, which hinders the landing of large tourism projects, Wenzhou should actively explore the "sloping village and town" model of "combination of point and surface, differential land supply", for different tourism projects, with a strip or even a scattered model. If it is necessary to use land outside the planning area, it is necessary to obtain the right to use it by way of lease. The promotion of this land supply model will reduce the cost of land for investors and expand the land available for construction of mountain tourism projects, facilitating the development of integrated mountain tourism projects.

The development model of "sloping villages and towns" respects the nature and use of the original land and is conducive to the realisation of mountain tourism projects with regional characteristics and the integration of mountain tourism and agriculture by combining the themes of "mountains, water, forests, fields and villages".

5.4. Strengthen the Government's Scientific Guidance to Achieve Sustainable Development in Mountain Areas

In the current development and construction of mountain tourism projects, the government occupies a dominant position and should improve its ability to provide scientific guidance.

One is that the current government performance appraisal is overly focused on economic indicators, which makes local governments pay too much attention to economic construction and fail to protect the mountain environment properly. Therefore, it is necessary to include land conservation and the sustainable development of rural tourism in the performance appraisal system of local

governments, so as to make local governments pay attention to land conservation work.

Secondly, in the process of attracting investment, emphasis should be placed on the management of contracted contracts to achieve standardisation of the content, specifically including the duration of land transfer, farmers' returns, land transfer taxes and fees, etc. The relevant government departments should do a good job in reviewing and managing the intermediary organisations for the transfer of tourism land, and all parties should strengthen communication and provide comprehensive information materials to farmers to eliminate the information asymmetry between all parties. The relevant departments should start with the legal aspects and improve the various legal systems in terms of intermediaries to continuously regulate the transfer of rural land to tourism land.

Thirdly, an effective protection mechanism for farmers should be established. Apart from being an important means of production for farmers, rural land also has certain social security functions, and many farmers are extremely dependent on rural land. Based on this, in the process of transferring rural land to tourism land, the long-term interests of farmers should be fully protected, and pre-employment training in the tourism service industry should be provided to improve and attract farmers to local employment.

6. Conclusion

Although mountain tourism is a tourism industry formed by the characteristics of mountainous areas, but in essence, if you want to develop the development of mountain sports, mountain resort, mountain leisure, and want to extend a complete industrial chain, you need to pay attention to the problem of "land", Wenzhou should focus on studying the better use of "mountain". Wenzhou should focus on the better use of "mountain" elements, through the special needs of industrial development, to sort out the relevant policies to ensure the rate of land and unused housing transfer, to help the development of mountain tourism in Wenzhou.

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