

Based on the questionnaire survey of farmers, the practice exploration and mode optimization of rural collective construction land transfer in Saihan District of Hohhot City

Junqing Jia ¹, Xia Yang ², Weiqun Pan ²

¹Inner Mongolia Land and Space Planning Institute, Hohhot 010000, China;

²School of Desert Management, Inner Mongolia Agricultural University, Hohhot 010000, China.

Abstract

The purpose of this study is to comprehensively analyze the current situation and problems of collective construction land transfer in Saihan District, a pilot area of rural collective property rights system reform in Inner Mongolia Autonomous Region. In order to revitalize rural land resources and promote the transfer of rural collective construction land, based on the current transfer situation, the corresponding optimization model is proposed. Research methods: Using literature data method, questionnaire survey method, field research method, mathematical statistics method and other methods to analyze the current situation. The results show that: (1) The transfer of collective construction land is less, and most of them are used for invisible residential purposes; (2) Some farmers want to transfer land, but the transfer of relevant transfer information is not smooth enough; (3) The main body of circulation is diversified and the mode of circulation is rich; (4) The spontaneous invisible circulation is disordered; (5) The scale of circulation is small and scattered, and the location difference is obvious. The conclusion of the study is that the economically developed areas in Saihan District should choose the mode of "urban village reconstruction" and directly carry out land transfer; the mode of 'homestead for house' in the medium-sized areas of economic development; economically underdeveloped areas' construction land index transfer mode'.

Keywords

Rural collective construction land; the status quo; circulation mode; Saihan District.

1. Introduction

With the acceleration of urbanization and industrialization in China, the demand for land for urban construction is increasing. At the same time, the tension of urban land resources is increasing, but in the vast rural areas, collective construction land has not been fully utilized. The total amount of rural collective construction land is large. As an important part of construction land, it plays an important role in alleviating the contradiction between supply and demand of construction land. However, most of the rural collective construction land resources are used extensively, the layout is scattered, and the land is idle, resulting in a waste of a large number of construction land resources^[1]. Therefore, it is urgent to take corresponding measures to revitalize rural collective construction land, and the transfer of rural collective construction land can be regarded as one of the most effective means^[2]. On the whole, around the rural collective construction land transfer has carried on a series of beneficial attempts, and achieved certain results, such as Hohhot city and Linger county with the help of land ownership to guide land transfer, Sichuan Chengdu's increase and decrease hook' public listing transfer,

Guangzhou Huadu's bidding, shooting, hanging and other collective construction land transfer exploration has made some achievements^[3].

However, due to the lack of specific laws and regulations and the existence of a large number of invisible markets, the circulation of collective construction land is chaotic and the distribution of income among various stakeholders is unreasonable. In order to solve this problem, many scholars have done a lot of research on the subject of rural collective construction land transfer, which involves the analysis of driving force and influencing factors of transfer^[4], transfer mode^[5], transfer income distribution^[6], transfer price^[7], farmers' rights and interests^[8], transfer potential estimation and evaluation^[9], transfer resource allocation^[10], implicit transfer^[11] and so on. Based on the field investigation of 6 townships and 73 villages (streets and communities) in Saihan District, this paper makes a comprehensive analysis of the current situation and problems of collective construction land transfer in Saihan District, and puts forward the corresponding optimization selection of transfer mode, aiming at providing theoretical reference for the transfer of rural collective construction land in this area.

2. Overview of the study area and data sources

2.1. Overview of the study area

Saihan District is located in the southeast of Hohhot City, adjacent to Zhuozi County and Liangcheng County in the east; south and Helingeer, Tuzuoqi border; the west and north are adjacent to Yuquan District and Xincheng District of Hohhot City; the terrain of Saihan District is high in northeast and low in southwest. The terrain has mountains, hills and plains. The climate is dry, the temperature difference is large, and it is a temperate continental climate. The main rivers crossing the territory are the Great Heihe River and the Small Heihe River. According to the survey data of land use status in Saihan District in 2022, the total area of construction land in Saihan District is 16098.07 hectares, of which the area of state-owned construction land is 9030.51 hectares, accounting for 56.09% of the total area of construction land. The collective construction land area is 7067.56 hectares, accounting for 43.91% of the total construction land area.

2.2. Data source

According to the principle of uniform coverage and as many choices as possible in the investigation of collective construction land transfer, taking into account the comprehensiveness and typical representativeness, this paper adopts questionnaire method, field investigation method, mathematical statistics method and other methods, from Huangheshao Town, Yulin Town, Chilechuan Street and other 6 township streets, a total of 73 administrative villages were investigated on the spot (see Fig.1 for details). Through field interviews, information on the formulation, implementation and effect of rural collective construction land transfer policies was collected. Including but not limited to the basic information of farmers (household registration, occupation, education level), transfer subject, transfer mode and the village collective and farmers for the collective construction land transfer willingness, price, scale, income distribution and contract terms and other aspects of the data and information. A total of 300 questionnaires were distributed in this survey, and 278 valid questionnaires were recovered, with an effective recovery rate of 92.7%.

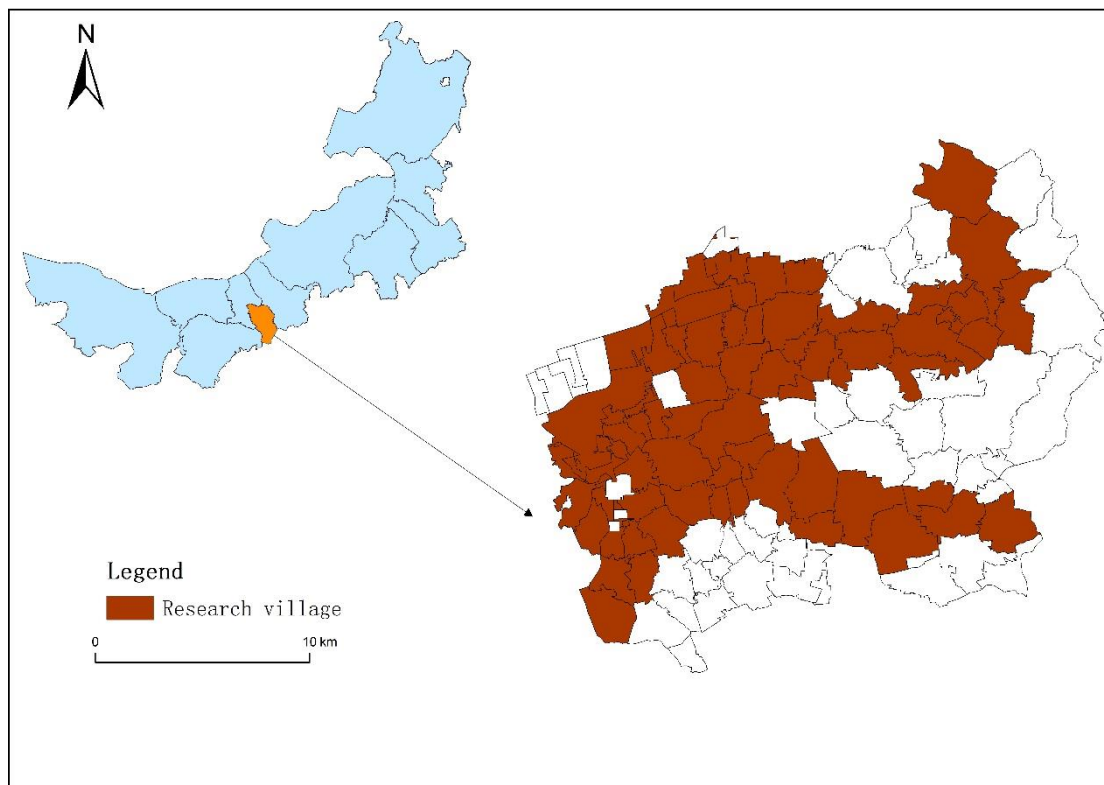


Fig. 1 Distribution of administrative villages visited in typical survey areas

3. The current situation of rural collective construction land transfer in Saihan District

Through field investigation and questionnaire survey, 73 administrative villages in Saihan District were visited, and the current situation of collective construction land transfer in Saihan District mainly includes the following points:

3.1. The transfer of collective construction land is less, mostly in the form of invisible residential use.

However, the number is small, and the behavior of homestead rental is also developed in an invisible market. Only 5.13% of the surveyed farmers rent their homesteads, 92.31% of the farmers are self-represented, and 2.56% of the farmers are idle for reasons such as entering the city and children's education. Through the investigation of the surveyed farmers, 28.21% of the administrative villages have the phenomenon of collective construction land transfer, and 56.41% of the collective external members rent the village's construction land, most of the rented land is temporary residence of migrant workers renting homestead; there is also a phenomenon that offices and residences rented by suburban construction teams are used together.

3.2. Some farmers want to carry out land transfer, but the transfer of information is not smooth enough.

According to the survey data, when asked whether they are willing to transfer the existing rural land to others, 87.18% of farmers said they are willing, which indicates that farmers generally have a high willingness to transfer. The main reason why they are willing to transfer is that they can get extra income; the reasons for reluctance are not enough understanding of the circulation policy, the circulation price is too low, and disputes are easy to occur. With the development of social information disclosure and multimedia such as the Internet, and the publicity and guidance of government departments, 10.26% of the interviewed farmers know

very well, and 30.77% of the farmers know the current use policy of collective construction land, such as the system that operational construction land can be put into the market. 58.98% of farmers do not know much about the policies related to the transfer of collective construction land.

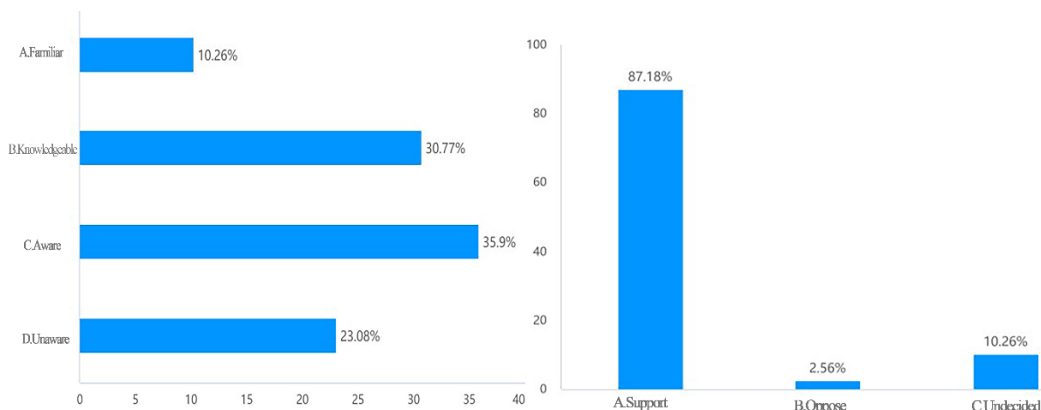


Figure 2 Transfer willingness and understanding of collective construction land transfer

At present, in the process of collective construction land transfer, farmers can directly participate in and determine whether their homesteads are transferred. For other collective construction land, farmers only participate in decision-making in the process of voting and dividends. Other collective construction land use methods, rent payment methods, and use periods are all collectively organized. At the same time, the current villagers are still affected by the previous urban-rural dual land system. 73.08% of the farmers believe that the transfer of collective construction land can only be carried out among the villagers within the village, indicating that the current rural land management system reform is not yet understood by the villagers.

3.3. The main body of circulation is diversified and the circulation mode is rich.

The circulation of rural collective construction land in Saihan District includes public circulation and farmers' spontaneous and private recessive circulation; the main body of public circulation is jointly led by the village collective and the township (town) government, while the main body of farmers' spontaneous and private implicit circulation is mainly individual farmers^[12]. The transfer of collective construction land in Saihan District is dominated by renting, accounting for 33.33% (see figure 3). The model of joint venture and equity participation has gradually emerged, such as Xinyingzi Village, which has established garbage sorting stations and farmers' markets with enterprises outside the village in the form of equity participation to obtain circulation funds. 38.46% of the surveyed farmers responded that there was no collective construction land transfer in the village.

3.4. Spontaneous invisible circulation disorder

According to the survey, there is a spontaneous invisible transfer phenomenon in the homestead transfer of rural collective construction land in Saihan District, mainly the homestead transfer formed spontaneously by farmers. There are two main reasons for the implicit transfer of collective construction land in Saihan District. First, the confirmation of the rights of some farmers' homesteads in Saihan District is not comprehensive and lacks relevant legal procedures. According to the survey, although 51.28% of farmers have carried out the land right confirmation process, there are still cases where no homestead use right certificates are issued, and some farmers only hold construction licenses; second, the collective construction land transfer market is immature, and the transfer contract is mainly reached in oral form. Even if a small number of farmers have signed a written contract, it lacks standardization.

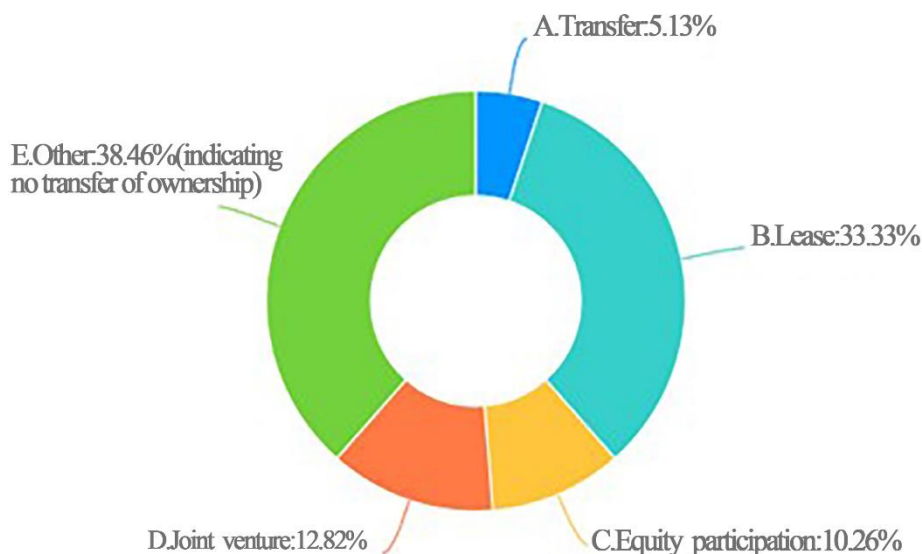


Figure 3 Survey area transfer mode statistics

Table 1 Statistics on the transfer of collective construction land in the survey area of Saihan District

confirmation of land right	Sign a transfer contract	
Yes	51.28%	53.85%
No	48.72%	46.15%

In general, some farmers in the current rural collective construction land transfer in Saihan District have a strong willingness to transfer; diversification of circulation methods and participants; spontaneous invisible circulation is widespread, and the problem of disordered circulation is very serious. The scale of circulation is not concentrated, the scale is small, and the location difference is obvious; there are differences in income distribution methods in different regions, and there is a lack of unified transfer pricing standards. In practice, there is a lack of specific policy norms and a lack of collective construction land development model in line with regional characteristics. The circulation of interests breeds the phenomenon of illegal land use, and the invisible circulation disrupts the circulation market management and other issues.

4. Problems in the transfer of rural collective construction land in Saihan District

For a long time, the circulation of rural collective construction land has been restricted by policies and laws. The transfer of the right to use the homestead is very difficult, and farmers' willingness to transfer the right to use the homestead is not very strong; a large part of the circulation of collective operating construction land is spontaneous circulation, and there is an invisible market, which leads to the emergence of "small property house." Saihan District actively promotes the innovation of land use mode, especially in the collective construction land transfer has made a lot of achievements and valuable experience. However, as a new proposition of reform, there are also some problems to be solved in the process of promoting the reform of land use mode in Saihan District, especially since the 14 th Five-Year Plan. There are mainly the following questions:

4.1. Collective construction land transfer lack of legal mechanism

The 'land management law' in different regions has not been improved for a long time. At present, there are still imperfections in the laws and regulations on land transfer in Saihan District and even the whole Hohhot City, and further introduction of relevant policies is urgently needed. The complete legal mechanism of homestead circulation and collective commercial construction land circulation, coupled with the low development degree of collective construction land circulation market, has formed an informal circulation market.

4.2. The willingness of homestead circulation is low, and the phenomenon of land idle is serious.

China's urbanization process is rapid, and the large-scale influx of rural population into cities has led to unbalanced urban and rural development. There have been problems such as population reduction, waste of resources, and decline in economic vitality in rural areas. The urbanization process of the city has promoted the increase of land demand, but a lot of rural collective construction land is idle. Due to the low transaction value of homestead, the ownership of homestead is collectively owned, and farmers only have the right to use homestead, which leads to the restriction of the transaction of the right to use homestead. In addition, due to the lack of legal and effective market mechanism, some farmers are reluctant to withdraw the idle homestead, which further aggravates the idle problem of rural homestead. Most farmers support the transfer of collective land for construction, but 2.56% of them do not support the transfer of collective construction land and 10.26% of them are neutral.

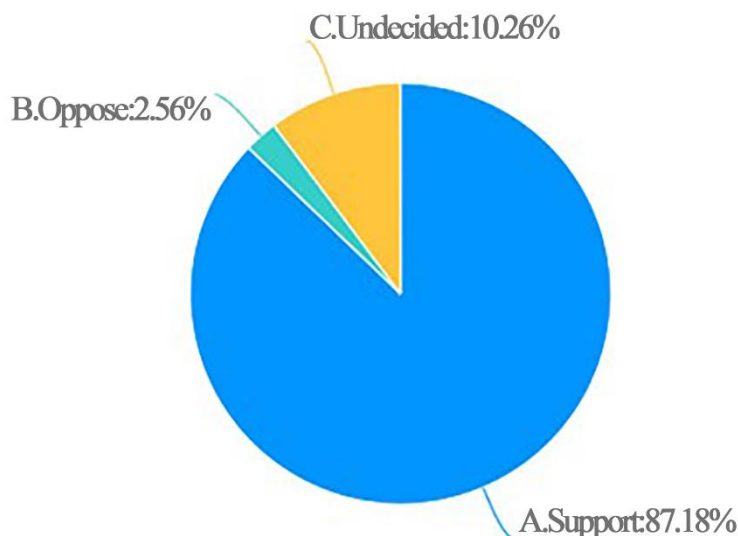


Figure 4 Analysis of the willingness of collective construction land transfer in the survey area

4.3. The low efficiency of rural collective construction land

According to the general standards of public management and public service land, rural land exceeds the standard, and there is an abnormal phenomenon of rural land. From the perspective of saving land and intensive land use, in the case of more idle real estate, rural real estate land use planning can not be too extensive. The planning and management of non-agricultural household registration joint-stock cooperative land should also be relatively intensive. In order to solve the institutional problems in the past, many counties and cities began to use low-priced collective commercial construction land to attract investment, resulting in serious irregularities in the land ownership wasted by rural production enterprises in mountainous areas. With the disintegration of some joint-stock cooperative enterprises, rural collective public management assets and public service land cannot enter the market, resulting in the loss of village collective land^[13]. For example, there is a phenomenon of idle greenhouses

in Xinyingzi Village in the typical survey area. It can be seen that the efficiency of new construction land added by non-farm households is low.

4.4. Rural circulation market disorder, management is not standardized

There is an invisible market in the transfer of collective construction land in Saihan District, which leads to irregular land transfer requirements and lack of market supervision and management mechanism. The chaos of the market has disrupted the orderly order of the land market, causing a lot of losses in the management of state-owned assets and the infringement of farmers' individual land interests. Therefore, the state should strengthen the cultivation of the rural collective construction land market and establish an open, transparent, reasonable and orderly collective construction land transfer market on the premise of improving relevant land laws and regulations.

5. Optimization selection of collective construction land transfer mode in Saihan District

5.1. Economically developed areas choose 'urban village reconstruction' mode

The areas with better economic development in Saihan District, such as Jinqiao Community, Shilandai Community, Xinyingzi Village, Tianpingying Village and so on. The land transfer market is developed, and the demand for construction land is high. It is recommended to adopt the 'urban village reconstruction' model to directly carry out the transfer of parcels. However, it needs to be improved in the following two aspects: 1 The 'urban village reconstruction' model should meet the overall requirements of the overall land use planning, make reasonable resettlement compensation for villagers, and give full play to the good location conditions of the land; in terms of fund-raising, first, the government directly provides a small amount of financial support; second, under the premise of meeting the relevant planning requirements, the relevant development enterprises obtain the qualification of the right to use collective construction land through the unanimous consent of the village collective economic organization and the villagers.

Table 2 Optimal selection of collective construction land transfer mode in research area

Selection of circulation mode	'Urban Village Reconstruction' mode	using land in exchange with house	" Construction land index circulation " mode
adaptive areas	The east ancient building community, Baoquanzhuang community, east Lamaying community, Jinqiao community, Qianqiaobao community, west Lamaying community, east Heihe community, Shuaijiaying community, civil aviation community, west ancient building community, Shilandai community, Ruyihe community, east ancient building community, former Butaqi community, Xinjiaying community, west Bazha	Xihe village, Houluojiaying village, Luojiaying village, Henan village, Koukeban village, Sumuqin village, Housanfu village, Liujuniu village, Baita village, Shebiya village, Gaoduli village, Gelaoban village, Tiamiwan village, Wulu village, Xinzhuangzi	Haoqinying village, Shuguang village, Qigetai village, Heituo village, Tengjiaying village, Qiaojiaying village, Chaodai village, Guojiaying village, Hongqi village, Qiannaimban village, Xindigou village, Dongtansuhao village, Xitansuhao village, Dongganzhang village, Taobuqi village, Shimengou village, Geqilao village, Mashi

community, Zheng Lamaying community, Xinyingzi village, Tianpingying village.	village, Taipingzhuang village, Baosu village, Taohaoban village, Dachangkulun village, Dongbazha village, Qiansanfu village, Babai village, Maoshengying village.	village, Zhuhai village, Yaozishi village, Laozhangyao village, Xihuangheshao village, Heishatu village, Shaliang village, Dongdalaiying village, Xidalaiying village, Nanshebiya village, Houbaimiao village, Qianbaimiao village, Geertu village, Xuniban village.
---	--	--

5.2. The mode of " homestead for house " in medium economic development areas

The rural collective construction land in the urban-rural fringe with medium economic development level, such as Maoshengying Village, Liujuniu Village, Baita Village, Shebiya Village, Gaoduli Village and so on. It is recommended to adopt the ' homestead exchange ' mode to directly transfer the land. However, it is necessary to pay attention to the following points : First, after the policy of ' homestead for housing ', farmers' collectives should still have the ownership of collective construction land to ensure the security of farmers' follow-up life, so as to improve their willingness to replace; second, in terms of housing replacement standards, whether it is ' house for house, homestead for house, or land + ground buildings (attachments) for house ', it should be based on land location conditions, area, family population and other specific conditions, to maximize the protection of farmers' interests; third, although the ' homestead for housing ' has improved the living environment of farmers, it has not really brought sustainable income to farmers. The government can strengthen cooperation with third-party enterprises to provide employment opportunities for farmers who have undergone replacement, thereby broadening the channels for farmers' income.

5.3. ' Construction land index transfer ' mode in economically underdeveloped areas

The economically underdeveloped areas in Saihan District, such as Shuguang Village, Qigetai Village, Heitua Village, and Xindigou Village. The development of industrialization and urbanization is slow, the demand for construction land is relatively small, the land transfer market is underdeveloped, the rural collective construction land transfer cases are few and the transfer price is low. It is recommended to directly adopt the construction land index transfer model. First of all, according to the planning purposes of the overall land use planning, scientific engineering and technical means are adopted to merge some of the rural construction land to be reclaimed as cultivated land and the land for urban construction into a new demolition project area. Through the implementation of new demolition and land reclamation, the balance of occupation and compensation of various types of land areas in the project area is ensured to achieve the ultimate goal, that is, the total amount of construction land does not increase, the area of cultivated land does not decrease, and the quality does not decrease, the layout of land use is more reasonable, and the economical and intensive use of construction land^[16]. In addition, it is necessary to ensure the balance and clear quantification of the transfer of collective construction land in various places, gradually narrow the difference between the transfer price of urban and rural collective construction land and the distribution of value-added income, and promote the transfer of collective construction land in a reasonable and orderly way, so as to

increase the space of urban land use and improve the utilization rate of land resources and the living standards of villagers. Under the effect of 'construction land index transfer mode', under the premise of ensuring the area of cultivated land, increase the area of collective construction land transfer, and build a reasonable and orderly rural land transfer mode.

6. Conclusion

This paper takes Saihan District as the research area, according to the principle of uniform coverage and as many as possible selection of collective construction land transfer survey, a total of 73 administrative villages were investigated. Through a comprehensive analysis of the current situation and problems of collective construction land transfer, it is concluded that: (1) the transfer of collective construction land in Saihan District is less, mostly invisible residential use; some farmers hope to carry out land transfer, but the transfer of relevant information is not smooth enough; the main body of circulation is diversified and the circulation mode is rich; the disorder of spontaneous invisible circulation; the scale of circulation is small and scattered, and the location difference is obvious. (2) The transfer of collective construction land is lack of legal mechanism; the willingness of homestead circulation is low, and the phenomenon of land idle is serious; the low efficiency of rural collective construction land; the rural circulation market is chaotic and the management is not standardized.

The corresponding optimization model of collective construction land transfer in the study area was explored: (1) The economically developed areas of Saihan District should choose the "urban village reconstruction" model to directly transfer land; (2) The rural areas in the urban-rural fringe with medium economic development adopt the 'homestead-for-house' model; (3) Economically underdeveloped areas adopt the 'construction land index transfer mode'.

Based on the principle of collective construction land survey, this paper selects 73 villages for investigation and analysis, which is typical and can be used for reference, but it is still limited by natural and human factors. For a long time in the future, it is still necessary to continuously improve relevant land laws and regulations, build a standardized circulation market, popularize circulation knowledge, and establish a scientific distribution system, so as to explore a scientific and orderly, urban and rural unified collective construction land circulation model suitable for the local area.

knowledgements

Fund Project: Inner Mongolia Agricultural University high-level/excellent doctor introduction talent scientific research start-up project-natural resources investigation and evaluation and land and space planning (NDYB2019-23); the Inner Mongolia Autonomous Region Higher Education Scientific Research Project : Study on the Coordination of Industrial Layout and Land Ecological Status in Xilin Gol Grassland Area (NJSY21459)

References

- [1] Chang Min. The current situation and attribution analysis of the implicit transfer of rural collective construction land [J]. China 's rural economy, 2013, (11):34-45.
- [2] Hu Liling. Legal Status, Problems and Solutions of Rural Collective Construction Land Transfer [J]. Journal of Social Sciences, Hunan Normal University, 2010, 39 (02):15-17.
- [3] Huang Qingjie, Wang Xin. The Current Situation, Problems and Countermeasures of Rural Collective Construction Land Transfer-A Case Study of Beijing [J]. China 's Rural Economy, 2007, (01):58-64.
- [4] Long Feng, Zhao Wei, Zhang Zhihong, etc. Game analysis of the driving force of rural collective construction land transfer [J]. Journal of Southwest University (Natural Science Edition), 2015, 37(03):151-157.

- [5] Gao Jiangang, Zhu Lizhen. Research on collective construction land transfer mode, regional differences and influencing factors[J]. Economic Research Guide,2018, (30):132-134.
- [6] Sun Tesheng, Gao Xingzhou, Zhao Mei, etc. Study on the income distribution of collectively-owned construction land transfer based on Shapley value method of game theory [J].World Agriculture, 2022, (08):90-100.
- [7] Yang Guo, Chen Yiping. Empirical study on the influencing factors of rural collective construction land transfer price [J].Rural economy, 2016, (06):34-37.
- [8] Zhang Yufu.Regulating rural land transfer to protect farmers' land rights [J].Agricultural economy, 2016, (08):105-106.
- [9] Lu Chunyang,Wen Feng, Yang Qingyuan,etc. Estimation of rural collective construction land transfer potential [J]. Journal of Agricultural Engineering, 2011, 27 (05):305-312.
- [10]Zhang Simei. Research on the construction of collective management construction land transfer system-based on the perspective of optimizing the allocation of resources [J]. Journal of Social Sciences of Hunan Normal University,2014,43 (03):114-119.
- [11]Fu Xinmei. Analysis on the income distribution of rural collective construction land transfer [J].Agricultural economy, 2020, (06):95-97.
- [12]Wen Feng, Lu Chunyang.The realization path of rural collective construction land transfer under the current land property right system-On the problems and countermeasures of rural land transaction market in Chongqing[J].Jiangsu Agricultural Science,2016,44 (11):513-516.
- [13]Stone inscription. Practical exploration and mechanism innovation of collective construction land transfer under the background of urban-rural integration [J].Building economy,2020,41(S1):325-328.
- [14]Huang Wenxin, Tang Xiaolian. Characteristics and analysis of the income distribution model of collective construction land transfer in urban villages-Taking Guangzhou as an example [J].Economy of Special Economic Zone,2017,(02):22-24.
- [15]Xu Zhiming. Analysis of the market and government in the transfer of rural collective construction land-Suzhou homestead exchange model [J].Xuehai, 2011, (06):53-56.
- [16]Li Lingye. Research on the mechanism reform of collective construction land index transfer [J].Zhejiang Academic Journal, 2015, (05):142-148.

The First Author: Jia Junqing (1984-), female, Hohhot, Inner Mongolia, master, senior engineer, mainly engaged in land use, land assessment and other related work. Email: 414029494@qq.com

Corresponding Author: Yang Xia (1980-), female, Bayannaer, Inner Mongolia, Ph.D., senior engineer, mainly engaged in land-related research. Email: wjmj1110@163.com178749235 @qq.com