Village "Hollow" Governance under the Strategy of Rural Revitalization

-- Based on the Investigation and Analysis of Rural Areas in Northern Henan

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Abstract
In the process of rural revitalization, the renovation of hollow villages is not only related to ecological livability, but also related to farmers' property income. The "separation of powers" of rural homestead provides institutional guidance and guarantee for the renovation of rural hollow villages, and provides institutional impetus for the implementation of rural revitalization strategy. This paper explores the concrete realization form of "separation of three powers" of homestead, establishes rural house cooperatives by using the circulation of homestead, puts forward targeted solutions according to the local actual situation, and strives to create a realistic version of "Fuchun Shan Jutu" to become the practical content of rural revitalization.

Keywords
Rural revitalization; Homestead vacant; Separation of powers.

1. Research Background and Significance
The report of the 19th National Congress of the Communist Party of China put forward the strategy of rural revitalization. General Secretary Xi Jinping emphasized that the whole party and the whole society should exert their efforts to promote rural revitalization, promote high-quality and efficient agriculture, make rural areas livable and suitable for industry, and make farmers rich. A series of factors, such as unclear property rights of homestead, irregular management, lack of open circulation market, unbalanced distribution of benefits and so on, have jointly caused the formation of hollow residence. This restricts the growth of farmers' property income to a great extent, hinders the development of China's rural economy, and limits the overall planning and construction of rural areas. In 2017, the No. 1 central document put forward "revitalize the use of idle farm houses and homestead, increase the income of farmers’ property." In 2018, No. 1 central document further proposed the "three rights division" of the right to use the homestead, qualification and ownership. This paper attempts to analyze the renovation of rural "hollow village" based on the theory of "separation of three rights" of homestead.

By exploring the "separation of three rights" of homestead ownership, qualification right and use right, we can implement the collective ownership of homestead, guarantee the farmers' qualification right and farmers' housing property right of homestead, and moderately activate the homestead and farmers' housing use right. This is another pioneering work to liberate rural assets and resources, and it is of great significance to realize the transformation of homestead assets and ecological functions. On the basis of "separation of powers" reform of homestead, it is the main purpose of this paper to discuss the renovation of rural hollow villages.
2. An analysis of the Current Situation and Causes of the Hollowing Out of Rural Development

2.1. The Basic Situation of Rural Development
The research group randomly selected some villages in Anyang City, Xinxiang City, Jiaozuo City and other areas in Henan Province for investigation, and conducted a household questionnaire survey focusing on villagers’ income, rural industries, vacant houses, living environment and villagers’ wishes. A total of 235 questionnaires were distributed, 230 were recovered, and 227 were valid.

2.1.1. Farmers’ Income
The survey found that the current residents’ income has completely solved the problem of food and clothing, and basically reached a well-off level, with diversified income sources, mainly from cultivated land and going out to work. However, different regions have different characteristics. For example, fewer people go out to work in Chongzhao Village, and their main source of income is planting watermelon and cabbage. The per capita income of farmers in the village is 13936.6 yuan, and the per capita income of watermelon is 11000 yuan, accounting for 79% of the per capita net income of farmers. Wujiadong mainly takes the planting of flowers and trees as its basic industry, but because the planting of flowers and seedlings is greatly influenced by natural environment conditions, the per capita income is less than 5,000 yuan. Li Yuan’s basic industries are imperfect, mainly planting crops, corn and wheat, with low income, and most of them work odd jobs to make a living. Wangmingkou Town in Zhoukou has a leather processing industry with an annual income of about 10,000 yuan per capita. In the sampled Henan area, farmers’ income from going out to work accounts for 45.83% of the total income, and farmers’ income accounts for 43.05% of the total income, which are two main income.

2.1.2. Empty Nest Situation in Rural Areas
Investigation shows that there are different degrees of population loss in all areas. The rural population is mainly the elderly and children, and the vast majority of young laborers flood into cities to work, resulting in a large number of empty nesters and left-behind children in villages. These two special groups have great obstacles to access to external information. This is not only the reason for the vacancy of rural houses, but also the reason for the loss of vitality in rural areas. The policies and subsidies issued by the state can not be effectively implemented and carried out, the government can not adapt to local conditions, and there is no reasonable governance method and measures for idle homesteads, which leads to the inability to effectively improve such phenomena.

2.1.3. Development of Rural Industry
It is found that the development of villages is closely related to their industrial development, and agriculture has become a weak industry. If there is a non-agricultural industry foundation, the development of villages is relatively good, which fully illustrates the basic position of industrial prosperity. For example, Chongzhao Village, located in Anyang City, has a relatively complete basic industry, mainly planting cash crops such as watermelon and cabbage. There are 3,300 acres of watermelon in Chongzhao Village, and farmers’ professional cooperatives have been established, which has improved the market competitiveness. The establishment of cooperatives in Wujiadong Village is short in time and small in scale, and there is no climate yet. There are village-built enterprises in Liyuan, such as underwear factories, but the construction scale of most factories is relatively small. The handicraft industry in Wangmingkou Town of Zhoukou City has developed well. The development of one village has driven a large number of surrounding villages to engage in handicraft production and management, which has promoted the economic development of each village and retained some young laborers. However, the large number of similar manufacturers also led to fierce vicious competition. If this
phenomenon is not improved in time, it will inevitably affect the local development of the industry.

2.1.4. Rural Living Environment

The survey results show that the impact of living environment on rural areas has become increasingly prominent in recent years. The living environment of villages is "dirty, chaotic and poor". Due to problems such as education, children and marriage, the proportion of people moving to cities is larger, and the phenomenon of "people leaving the house empty" in villages is increasing. Except for a few villages, the infrastructure construction of most villages is not satisfactory, and there is a big gap with the "ecological livability" of rural revitalization, which reflects the imperfect infrastructure construction. The old homestead in the village is seriously vacant, the environmental sanitation around the old homestead is not optimistic, and there are many weeds. Although the roads in the village are paved, there is no unified planning, and the streets are chaotic. According to local villagers, drinking water quality is not high, there is no unified sewer, and cultural and recreational construction is poor. In some villages, the environmental sanitation is quite serious. Garbage dumps can be seen everywhere on both sides of the streets. Some residents' domestic water flows directly to the open space of the outside land, and sewage flows across. Most households are still drinking well water at present, and the coverage rate of natural gas is very low.

2.1.5. Farmers' Willingness to Choose Between Urban and Rural Areas

According to the investigation, due to the imperfect village infrastructure, imperfect infrastructure, educational environment and other factors, farmers have the embarrassing situation of "wanting to stay but not staying". On the whole, if the rural living environment is improved to some extent, 70% of the villagers are willing to work in agriculture at home, and 30% of the villagers choose to work in cities.

2.2. The Vacancy of Rural Homestead and Its Reasons

According to the degree of rural hollowing out, we divide the vacancy into four grades: general, relatively serious, serious and very serious. The classification criteria are: above 50%, 30%-50%, 10%-20% and below 10%. According to the survey results, their proportions are 49%, 5%, 11% and 35% respectively. The survey results show that there are three reasons for the vacancy of rural residential land: moving out to the city (87.76%), unsuitable for the original residence (3.06%), and unable to adjust the occupied residence (9.18%). The following three reasons will be analyzed in detail:

2.2.1. Move Out to the City

Farmers' income basically comes from going out to work and farming at home. A large number of migrant workers have caused the vacancy of rural houses to a great extent. Besides, most people who go out to work are young people, while the old people will stay at home and farm. This is because there are few employment opportunities in rural areas, facing the rising prices and people's yearning for a better life. Young laborers go out to work one after another and earn income by doing some manual labor. In addition, many parents choose to work in cities for their children's education, and let their children study around them.

2.2.2. The Original Residence Is Not Suitable for Living

With the rising level of social development, people have certain requirements for material life. The original residence can no longer meet the living needs of the first people. For example, in terms of water use, many areas still adopt the original way of digging wells, and drinking water facilities are not perfect, so drinking water safety cannot be guaranteed. Accordingly, the village drainage has not been planned and managed in a unified way, and the disorderly drainage has brought many problems to the village landscape. In addition, natural gas is basically not provided in villages nowadays, and burning wood and coal also brings environmental pollution.
Greening construction is not taken seriously, and the overall landscape is not satisfactory. Early residential buildings paid less attention to lighting, moisture-proof and electrical equipment, which made them no longer comfortable. All these reasons have prompted villagers to rebuild houses or move away from their original houses directly.

2.2.3. Multi-occupied Houses Cannot Be Adjusted

Due to historical building habits and other reasons, it is common in rural areas to over-occupy, over-occupy or even illegally occupy the homestead for building houses. Problems such as one family with many houses are very obvious, and there are even behaviors such as occupying cultivated land and building houses without approval. Rural homestead is lack of unified planning and management, so the villagers can't adjust the occupied houses. The reasons are as follows: First, the lack of relevant circulation system. Because the homestead has the characteristics of free acquisition and indefinite use, after applying for it, the relationship between the house and homestead is indefinite, non-flowing and non-price. Due to the limitation of current laws and policies, there is no clear regulation on the multi occupied housing, which directly leads to the unreasonable adjustment of the multi occupied housing. Second, the village collective ownership is weakened. China's rural land system adheres to the collective ownership of farmers. After the reform and opening up, the collective ownership of rural land also appeared "virtual", and the subject of ownership appeared "weakening".

3. Village Hollowing Governance with Homestead Governance as the Focus

3.1. "Three Rights Separation" of Homestead and Its Significance

In 2018, the No.1 Document of the Central Committee proposed to explore the separation of ownership, qualification and use rights of homesteads, keeping collective ownership unchanged, and separating the use rights into farmers' qualification rights and use rights. After the separation of the three powers, the right to use the homestead is a de-identified right, and it is a property right after stripping off the "farmer's qualification ownership". As a kind of distribution qualification, "qualification right" is the precondition for farmers to obtain the right to use the exploration homestead, which accords with farmers' expectation of homestead assets. The liberalization of the right to use revitalizes the land assets that have been silent for many years in rural areas.

The proposal of "separation of powers", focusing on the reconstruction of property rights, is the most substantial reform action of homestead system; Resolving the contradiction between stability and freedom, it is beneficial to unite the consensus of rural land system reform. First of all, it maintains the stability of rural social organization structure and land ownership relationship, and conforms to the wishes of some farmers who want to transfer the right to use the homestead. Secondly, it breaks through the institutional barrier of "circulation scope", which is beneficial to get out of the dilemma of rural homestead system reform. When the homestead is transferred, the income of farmers and collective will increase significantly, and the vitality of the transfer will be fully stimulated. With the increase of circulation income, the financial resources of collective organizations will be enhanced accordingly, which will promote the paid withdrawal of homestead. Third, "separation of powers" enriches the property right system of homesteads, which is conducive to awakening a large number of sleeping rural land assets. The implementation of "separation of powers" can manifest the property value of homestead and increase farmers' property income. At the same time, the spontaneous circulation of homestead should be brought into the standardized track to promote the orderly development of rural land market. The "separation of powers" has opened up the "middle obstruction" of the flow of urban and rural factors, which is conducive to promoting the construction of urban and rural unified construction land market and laying the...
foundation for the equal exchange and optimal allocation of urban and rural factors. Moderately releasing the right to use the homestead, especially expanding the circulation range of the right to use the homestead, can significantly enhance the value of the homestead circulation and expand the demand for the homestead circulation, thus promoting the establishment of a unified urban and rural construction land market.

3.2. The Solution to the Relocation of Abandoned Homestead

3.2.1. Strengthen the Function of Collective Ownership and Play the Role of Rural Planning

In order to renovate the hollow village, we must first make up for the shortcomings of the rural infrastructure. First, we should strengthen infrastructure construction to ensure that "roads, drainage, electricity, heat, network and land are accessible" in rural areas, and improve the quality of life of farmers. Second, the village collective carries out carpet type investigation on rural houses, implements the situation of village buildings, carries out data statistics on disorderly construction, area overrun, dilapidated and vacant houses, and carries out centralized rectification. Third, demolish and clean up the vacant land in violation of rules and regulations, and rebuild and build the new one according to the unified planning layout, so as to improve the living environment of the village.

In order to maximize the use efficiency of homestead, we should encourage the transfer of homestead under the condition of full respect for farmers' wishes. The village collective carries on the unified integration development to the vacant homestead, transforms it into the "ecological livable, rural civilization" pension base, and attracts more elderly people to the village for pension. And further promote the development of local medical infrastructure, at the same time for the elderly to live, children to visit, investment platform, provide more jobs, promote rural economic development.

3.2.2. Vigorously Develop Rural Industry and Increase Farmers' Income

To realize rural revitalization, we must develop rural economy. By supporting the development of township enterprises and rural small and medium-sized enterprises, the village government can promote the employment of local residents, improve the income level of residents, and then prosper the rural service industry. To achieve industrial prosperity, promote the improvement of local infrastructure, accelerate the transformation of agricultural development mode, promote agricultural industrialization, develop green ecological agriculture, make rational use of resources, and promote the integrated development of primary, secondary and tertiary industries.

3.2.3. Set up Vacant Housing Cooperatives and Revitalize Idle Land Assets

We should promote the separation of ownership, qualification and use rights of homestead, release homestead and residential use rights moderately, transfer living land, support collective economy to set up residential cooperatives, and organize renting, joint venture and shareholding. Develop rural tourism, pension services and other industries, revitalize the use of vacant farmhouses, and improve the utilization rate of farmhouses and the rate of return on assets. Villagers get corresponding subsidies by handing over vacant houses to village collectives for unified planning and treatment.

3.2.4. Encourage Some Farmers to Withdraw from Homestead

Mainly for some farmers who have migrated to cities, have stable jobs and residences, and can take root in cities, they withdraw from rural homesteads on the basis of collective repurchase of their homesteads, thus reducing the tension between rural people and land. At the same time, avoid the waste of vacant resources and improve the utilization rate.
4. Summary and Policy Suggestions

The proposal of "separation of powers" of rural homestead provides institutional guidance and foundation for the reform of rural homestead system. Further efforts should be made on how to implement it, so as to fundamentally rectify the vacancy of rural houses and make the countryside an ecologically livable place.

(1) Accelerate the confirmation of rural homestead to lay the foundation for the increase of farmers' property income. Because the homestead can only be transferred among the members of collective economic organizations, farmers have lost their complete property rights, cannot mortgage, transfer or lend, and have lost the capital channel to expand production and increase investment, so the increase of farmers' property income cannot be discussed. With the proposal of guaranteeing the qualification right of homestead farmers, farmers, as members of collective economic organizations, will obtain the qualification right of homestead, which will be realized in the form of issuing certificates.

(2) Establish a perfect rural land credit network as a channel to broaden farmers' property income. Introducing land into modern economic operation is an objective need to effectively increase farmers' property income. We should establish a credit-based land credit coverage network, bring the vast rural land into the national financial measurement system, and make full use of the credit value of land resources. This not only provides monetary support for the supervision of land expropriation, but also brings objective property income to farmers. After farmers have complete property rights of homesteads (mortgage, transfer, lease, etc.), they can turn idle homesteads into property, obtain land loans in various ways, use them for various investments and financial management, and broaden the sources of farmers' property income.

(3) Establish a perfect homestead circulation system and increase the property income of homestead. While gradually liberalizing the main restrictions on the right to use homesteads, it is necessary to establish a relatively perfect market for the transfer of the right to use homesteads. Farmers can register and evaluate their homesteads through the circulation market, and buyers of homesteads can also register their purchases in the trading market. Both parties exchange information through the circulation market to realize the rational circulation of homesteads. Establish and improve the homestead value evaluation system and price monitoring mechanism, and form a dynamic homestead transfer price. However, the principle of strictly implementing land use control cannot be broken.

(4) Allow some farm houses to enter the market, and guarantee farmers to enjoy land value-added income. On the premise of strengthening land use control, improving the examination and approval management system and strict planning, some rural homesteads should be allowed to enter the market. In 2018, the No.1 Document of the Central Committee, "Opinions on Implementing the Rural Revitalization Strategy", pointed out: "Systematically summarize the experience of rural homestead expropriation, collective management to the construction land market, and the pilot reform of the homestead system, and gradually expand the pilot." The entry of rural houses into the market can change the current farmers' "big land and poor housing, low monetary income", get rid of the situation that "rural houses can't be sold, but urban houses can't be bought", release the sleeping capital in rural areas, make the homestead resources play the maximum value in the market, give farmers more property rights, increase farmers' income, and fully enjoy the benefits brought by land appreciation.

References


