

The utilization mode and power mechanism of idle homestead in megacities: take Shanghai rural revitalization model village as an example

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Abstract: Idle homestead is a common phenomenon in the process of urbanization, and the reform of "separation of three rights" to promote the utilization of idle homestead is still in the pilot exploration period. Field surveys were carried out on 112 rural revitalization demonstration villages in Shanghai, and the active utilization mode and dynamic mechanism of idle homestead were analyzed. The results show that the circulation mode of active utilization of idle homestead is mainly "peasant household + individual" and "peasant household + village collective", the functional type is mainly housing security, the introduction of new industries and new business forms is increasing, and the operation mode is mainly entrusting the market subject to be responsible for the operation. Research points out that, with the large urban rural space development into a relatively stable stock era, promote the organic based on the idle land use circulation of update will become the mainstream, fully release strong policy support, high quality of urban and rural integration, fine governance structure, such as Shanghai practice case in idle land revitalize the utilization mode and dynamic mechanism level has highly urban areas of typical significance.

Key words: separation of three rights; idle homestead; utilization; dynamic mechanism; Shanghai

The reform of the rural land system is the key support to stimulating the vitality of rural development and promoting rural revitalization. With the advancement of China's urbanization process, the rural population continues to flow out, but the rural construction land, mainly homestead, increases rather than decreases. The relationship between people and land in rural areas has changed significantly, and a common phenomenon of idle homestead appears ①. Since 2015, the reform of the rural land system, collectively known as the "three plots of land" reform, has entered the pilot stage. In 2018, the central file no. 1 put forward "perfect farmers idle homestead and idle farmhouse policy, explore the homestead ownership, qualification, use rights separation separation, the implementation of the land collective ownership, safeguard the homestead farmers qualification and farmers housing property rights, moderate flexibility homestead and farmers housing use rights", for the first time to the homestead "separation separation" reform connotation is clearly defined. In 2020, the second round of pilot homestead reform was launched. At present, the reform of the separation of idle homestead is still in the stage of the pilot exploration. In-depth research on the revitalization mode and dynamic mechanism of idle homestead in typical regions is an important link to implement differentiated revitalization policies and provide land factor guarantee for rural revitalization and integrated urban-rural areas development.

From the perspective of macro policy evolution and legal exploration, the structure of homestead rights in China has experienced the development stage [1] from "single property right" to "separation of two rights" and then to "separation of three rights" [1]. For a long time, the institutional arrangement of "strong control and weak property right" has led to the

ineffective control and invalid property right [2], which makes the dual dilemma of inefficient use and property attribute difficult to show. Land collective ownership in the "three division" is unshakable, "three division" the core of the reform is by reconstructing the right constraints, separation of rights and property rights, realize the qualification capacity bearing security function, right to carry property function, continuously optimize the relationship between homestead security function and property function [3-4]. It should be said that the reform of homestead system logic in the government and academic circles has reached a broad consensus, in the newly revised version of the land administration law of the Peoples Republic of China and the "civil code", formed the "state allows the rural villagers in voluntary paid exit homestead, encourage rural collective economic organizations and its members to revitalize the use of idle land and idle housing" provisions, provides for access circulation space. However, from the perspective of risk prevention and control, some people believe that the excessive use right of homestead should be prevented. Avoid farmers from irrational decision or local government and social capital induction to put farmers in the risk of land loss [5-6]; from the perspective of resource utilization, the homestead property should be prevented from aggravating the difficulty of homestead consolidation and utilization [7]. Therefore, it is necessary to combine the multi-dimensional value form of homestead in various places, fully give local governments the space to flexibly formulate homestead policies, and guide the continuous exploration of the realization path of homestead value with both welfare and property functions [8].

From the perspective of the micro utilization mode and dynamic mechanism, the current situation and idle reasons of the idle homestead constitute the premise work of exploring the active utilization path of the idle homestead. From the perspective of idle types of homestead, including the old, seasonal idle and inherited idle. Objectively, the non-agricultural employment, population citizenization and imperfect homestead approval, supervision and exit mechanism lead to the widespread idle homestead, and show significant regional differences [9]; subjectively, farmers are [10] affected by the local attachment and urban integration, and even influenced by the herd psychological factors, which lead to the weak [11] of the idle homestead. In terms of exploring active utilization modes in accordance with local conditions, the state and local governments have successively introduced targeted policies and measures ②. Based on the clear definition of property right, registration and certification of homestead right, the research on the active utilization of idle homestead includes two aspects: the withdrawal and circulation mode, and the reuse mode after withdrawal and circulation. Typical exit modes include "homestead exchange" in Tianjin, "land collection voucher" in Zhejiang, "land ticket" in Chongqing and "double abandonment" in Sichuan, as well as the transfer of savings index linked by increase or decrease, etc. The transfer of use right includes individual leasing and village collective investment; the reuse mode is concentrated in replanting, greening and circulation. Later, it is used for industrial development or residence. The reuse organization includes government-led, village collective promotion, farmer spontaneous and multi-subject linkage, and the reuse channels include index trading, leasing, shareholding and joint operation [12]. The main body of the dynamic utilization of idle homestead, the type of farmer differentiation, the direction of village function transformation, and the regional economic development all constitute the dynamic factors affecting the dynamic path, and it is necessary to judge the dynamic utilization mode comprehensively from the aspects of farmers will, welfare, market operability and replicability [13].

The active utilization of idle homestead has explored the path experience from the reform pilot process, and the relevant policy deduction and legal exploration are also promoted steadily. From value orientation to system construction and then to local practice, the interactive optimization in a round of reform has been completed. Under the background of a new round of comprehensive deepening the reform of homestead system, combined with the actual in-depth research, explore the mode and mechanism of typical homestead based on the "separation of the three rights", which has the necessity and urgency of guiding the theoretical innovation and practical application of the active utilization of idle homestead. On the one hand, the development of urban-rural relations constitutes the structural condition of rural governance [14]. The rural areas of megacities have unique relationship between man and land and urban-rural integrated development, with advantages of talents, capital and market, as well as considerable land demand. On the other hand, with the continuous advancement of urban construction and relatively concentrated housing, the rural space of megacities gradually enters the stock era and the organic renewal of idle homestead will become the mainstream. Therefore, this paper takes the utilization mode and dynamic mechanism of idle homestead in Shanghai rural revitalization model village. Firstly, the analytical method and spatial otemporal range of the study are proposedSecond, based on field survey and literature data, analyze the circulation mode, function type and operation mode of idle homestead; finally, explain the dynamic mechanism of idle homestead, and put forward the corresponding planning and construction

1 Research methods

1.1 Analysis framework

It is not difficult to see from the interpretation of the connotation of the separation of the no. 1 central document to see that homestead and farmers housing are two concepts closely related. The idle homestead includes the idle situation of the house on the ground and the idle situation of the house on the ground or the house collapsed. The idle house will inevitably lead to the idle situation of the homestead. Therefore, the idle house is regarded as a situation of idle homestead, and there is no need to define [15] separately. The use of idle homestead includes two ways, one is to directly revitalize the use of idle homestead, the other is to use idle agricultural rooms through the use of idle homestead [16]. In the development stage of the integrated development of urban and rural areas and the gradual stabilization of rural space, it has become a common practice to appropriately release the homestead from the transfer of the right to use the land of the homestead.

To promote the confirmation, registration, and certification of integrated housing homestead is the fundamental guarantee for implementing the collective ownership of homestead, guaranteeing the qualification rights of farmers and the property rights of farmers housing, and exploring different forms of utilization based on the transfer of the right to use homestead. After confirmation, registration and certification, some of the homestead shall be occupied by farmers, and some shall be voluntarily withdrawn. After withdrawal, the homestead can be allocated to other farmers with homestead qualification right for reclamation, or for other purposes; in addition, after the transfer of the use right, it is the key of this paper. Starting from the whole cycle process of the utilization of idle homestead, the utilization mode of idle homestead can be deconstructed into "circulation mode-function type-business mode". Among them, the transfer of the right to use the idle homestead is the premise, and only the use right

can be transferred for other purposes; the use function of the idle homestead is the direction, with the introduction of new industries and new business forms, the multiple compound function reflects the development direction of the village; the business model of the idle homestead is the path, in the background of the flow of the urban and rural elements, different operating entities are different Human, financial, material and other development elements of the differentiated investment. see chart

1.2 Space-time range

By 2023, Shanghai has had 1,545 agriculture-related administrative villages in 103 agriculture-related townships in 9 agriculture-related areas, with a ③ rural permanent resident population of about 2.66 million, accounting for nearly 10% of the city's permanent resident population. "Shanghai rural revitalization of" difference "planning", points out that accurately grasp the characteristics of large urban rural revitalization, Shanghai rural development needs to highlight economic, ecological and aesthetic "three values", facing space stability, status, functional composite "three trends", by 2025, the construction of more than 150 rural revitalization of demonstration village, amplification demonstration leading effect. Since its launch in 2018, Shanghai has built 112 rural revitalization demonstration villages in five batches by 2023.

By 2021, there were 812,000 housing sites in Shanghai, and 78.6% [17] have been registered and approved. Among them, about 20% of the rural houses in the suburbs are basically empty, and about half of the rural houses are semi-idle [18]. Although with the continuous promotion of farmers relatively concentrated housing, the total amount of homestead will decrease year by year and will be stable, but the phenomenon of idle homestead will still exist for a long time.

The space scope of the study is for the first five batches of 112 rural revitalization demonstration villages in Shanghai, and the research period is from 2018 to 2023. The space and temporal scope of the study has the following characteristics: first, the research space covers a wide range, 112 rural revitalization demonstration villages cover 9 agricultural areas in Shanghai; second, the study case is representative, the demonstration village has relatively good rural living environment and more resource factor input, the most active homestead; third, field survey and literature data retrieval in 2018-2023, which is conducive to grasp more sample quantity and certain dynamic characteristics.

2 Summary of the mode of idle homestead

2.1 Flow mode

The circulation of the right to use the idle homestead is the premise of active utilization. On the premise of adhering to the dominant position of farmers and fully protecting the legitimate rights and interests of farmers homestead, from the perspective of the composition of multiple actors involved in market transactions, there are four types: "peasant household + individual", "peasant household + village collective", "peasant household + social capital" and "peasant household + village collective + social capital". Among the 112 rural revitalization demonstration villages, the proportion of the above model was reached respectively With 100%, 57%, 14% and 23%, "farmers + individual" and "farmers + village collective" have become the mainstream model. See Table 1.

2.1.1 Farmer + individual

The transfer mode of "farmer + individual", in which farmers directly sign lease agreements

between farmers and outsiders, is widespread in all demonstration villages. Tenants include both migrant workers working nearby, self-employed workers such as home stay owners and new farmers yearning for rural life, which has gradually increased in recent years. For example, Cenbu village welcomed the first rented "new villager" in 2010, and had more than 60 new villagers by 2023. This mode is generally flexible, and the rental demand is mainly residential. Farmers can rent the whole homestead house or separate some idle rooms. The lease term can be short or long, and generally do not participate in the sharing of operating income. The disadvantage lies in the high transaction uncertainty and high transaction cost, which are easy to cause governance problems such as group rent, and they need to bear risks independently.

2.1.2 Peasant households + village collective

In nearly 60% of the demonstration villages, there is a circulation mode of farmers transferring the right to use the homestead to the village collective. This phenomenon is also reflected in another study based on the survey data of 3,100 rural households in Shanghai. Nearly half of the farmers are willing to transfer the right to use the idle homestead to the village collective for the unified use of [19]. In this mode, the village collective sets up cooperatives or platform companies, and centrally integrates idle homestead in various ways such as price repurchase, unified leasing, farmer entrustment and shareholding cooperation. The advantage lies in that farmers generally believe the leading role of the village collective, the lease contract is relatively stable, the risk coefficient is low, can play the scale advantage of centralized revitalization, and the village collective economy also leaves profit space through sublease. Accordingly, there are also certain constraints, such as the overall circulation of the homestead is often needed, and the circulation period is also relatively long, so there is a certain operating pressure on the village collective.

2.1.3 Peasant household + social capital

Less than 20% of the model villages have appeared the circulation mode of "farmers + social capital". For example, farmers in Jing Village have signed 15-year lease contracts with Hengshan Group and other enterprises through the help of the village committee. In this mode, farmers and social capital directly sign the circulation agreement of the right to use the idle homestead, and the village collective does not participate in the circulation or is only responsible for the introduction. With the continuous flow of social capital investment in rural areas, more and more capital goes to the countryside directly participate in the circulation of the right to use idle homestead. However, due to the participation and endorsement of village collective, the risk coefficient of direct cooperation between farmers and social capital is relatively high.

2.1.4 Farmers + village collective + social capital

The circulation mode of "farmer + village collective + social capital". For example, Xinnan Village set up an investment promotion platform in the cooperation of town, village and social capital to be responsible for the purchase, storage and utilization of idle homestead. Due to the joint participation of multiple stakeholders, this mode is not only conducive to better serving foreign investors, but also sets up a firewall for farmers to avoid risks. In addition, in addition to the rental income, farmers and village collectives can also participate in the distribution of operating income after the circulation to achieve a win-win situation. However, when the circulation mode is adopted, the circulation scale is relatively large, the subjects are more, and there are certain requirements for the governance ability of the village collective, and the application scope is limited.

2.2 Functional mode

The use function of idle homestead is the direction of active utilization. With the support of continuous "agriculture, rural areas and farmers" policies such as rural revitalization demonstration village construction, the rural living environment has been significantly improved, and a large number of villages have been reconstructed into a multi-functional composite space [20] with both urban and rural consumption services. After the revitalization of the demonstration villages, the idle homestead land still generally assumes the function of housing security, and the introduction of new industries and new forms of business continuously strengthens the function of industrial development, and assumes certain public service functions, and the value of supporting rural areas as an important carrier of the core function of megacities is increasingly apparent. See Table 2.

2.2.1 Function of residential guarantee

As the original residential function of the homestead guarantee farmers is highly weakened, in a period of time, the idle homestead in the suburbs, especially in the suburbs, has become a large number of migrant workers. Driven by high housing prices and high rents, as well as the improvement of the construction environment and transportation conditions, rural talent apartments and staff dormitories have gradually emerged in areas with moderate commuting distance, expanding the housing security function of idle homestead. For example, Pudong New Area took the lead in transforming idle homestead into apartments for rural talents in Huan Jiandong Village, close to Zhangjiang Science City, which became one of the Pudong experiences promoted by the National Development and Reform Commission to the whole country. Fengxian, Qingpu, Baoshan and other places have also copied and promoted the rural talent apartment model based on the employment and housing needs around the model villages, becoming a new highlight in Shanghai's implementation of the rural revitalization strategy.

2.2.2 Function of industrial development

Over seventy percent of the demonstration village around the multi-functional development, many forms gathered, multiple scenarios, explore by revitalize the use of idle land to foster home stay facility holiday, characteristic business, kang leisure, creative office conform to the development of the urban and rural integration of rural new industries, new forms, for bearing large city core function provides the land elements. First, develop rural homestays. It has become a common practice to transform idle homestead into boutique homestays to meet diversified needs, and overlay the leisure experience function to create a "homestay +" development mode of "food, accommodation, travel, travel, travel, shopping and entertainment". Second, we will develop characteristic commerce, combine urban commercial resources with rural features, and make up for the weak links of rural consumption. Third, to develop health and leisure, to adapt to the trend of aging and fewer children, such as Xiejing Village and Xinjing Village to revitalize the idle homestead and build a health community to attract the elderly to the countryside for health and health, and Tangwan Village opened the maternity club to the countryside by revitalizing the use of idle homestead. Fourth, develop creative office. For example, the cultural and creative workshop in Xinyi Village has attracted all kinds of makers, podcasts and studios. Fengxian District has explored the innovative mode of developing countryside headquarters economy in Liudun Village and other demonstration villages.

2.2.3 Public service functions

About 20 percent of the demonstration villages have implanted public service functions such as administration, elderly care and display by revitalizing idle homestead. First, convenient service facilities such as neighborhood center, community affairs, party-mass services, health services, public deliberations, and cultural activities were added, realizing the organic integration of the active utilization of idle homestead resources and rural community governance, such as the neighborhood center of Harmony Village and the Party-mass service center of Gelong Village. The second is to combine the active utilization of idle homestead with rural elderly care services, such as the "neighborly four halls" in Puxiu Village, Fengxian District, and the nursing apartment in Wufang Village, Fengxian District. Third, it has created a number of public exhibition Spaces carrying homesickness and highlighting its characteristics, such as the boxwood Exhibition Hall in the Horticulture Village, and the "Bell Angel Honor Room", the Olympic champion in Haisheng Village. By transforming the housing security function of the idle homestead into the public service function, the dual challenges of the reduction of construction land and the improvement of the public service level are effectively met.

2.3 Business model

The management model of idle homestead is the way of active utilization. After the circulation and integration of idle homestead resources, the appropriate operation mode for follow-up development and utilization is related to the sustainability of revitalization and utilization, including independent operation, cooperative operation, entrusted operation and other modes, and has a strong correlation with the circulation mode. Various business models coexist in the demonstration villages, initially forming a good situation in which farmers, village collectives, entrepreneurs, enterprises, the government and other parties have coordinated promotion and win-win cooperation. See Table 3.

2.3.1 Independent management

Farmers independently or cooperate with the members of the collective organizations to independently revitalize the use of the idle homestead. The right to use the homestead is not transferred, and the farmers directly obtain the operating income, which constitutes the most common operation model in each demonstration village. For example, farmers in Shantang Village use their idle homestead to independently operate farmhouse and rural home stay; More than 30 households in Hongqiao Village participate in the operation of "Gu Uncle Farmhouse" home stay group, creating a new mode of home stay group operation.

2.3.2 Cooperative operation

Nearly 20% of the demonstration villages adopt the cooperative operation mode, that is, farmers and village collective participate in the market operation by relying on social capital through investment and joint operation, and farmers and village collective obtain rental income and operating income distribution at the same time, and form two main types. One is "farmers + social capital" cooperation, such as peace village farmers and enterprises through "guaranteed + dividend + hire" cooperation, the model and a special type, namely cooperation with farmers is by the village collective and social capital cooperation platform company, corresponding to the "farmers + village collective + social capital" circulation mode. Second, "village collective + social capital" cooperation, such as xinan village established the first collective economy and private capital joint venture mixed ownership enterprises, also have part of the township collective economic organizations involved, such as the pudong new area of shen, the far east, bridge north three demonstration village jointly established the village, town collective economic

organizations and private capital cooperation platform company.

2.3.3 Commissioned operation

After the transfer of the right to use idle homestead, farmers and village collectives only obtain the rental income and do not participate in the distribution of subsequent operation income, forming two main types. First, corresponding to the circulation mode of "farmer + individual", the individual lessee is directly responsible for the follow-up operation and management, which is also the most common business model. Second, the subsequent management entrusted to have more abundant financial strength and professional operation ability of the third party enterprise, which has been adopted by nearly eighty percent of the demonstration village, such as Zhang Ma Village Equity Zhang Ma Tourism Company in unified circulation after the village idle land and rent to corporation to operate a home stay facility, arched village, seven kitchen village introduced social capital is responsible for the stock of collective assets and homestead revitalize the whole village operation.

3. The dynamic mechanism of revitalizing the idle homestead land

In the field of urban and rural planning, it is not a new research issue to analyze the driving mechanism of urban development from the three aspects of the government, market and society [21]. In recent years, the application of this analysis framework has been extended to [22-23] in the rural field. For Shanghai 112 rural revitalization of the demonstration village survey found that the analysis of idle land to revitalize the use of government force, market force and endogenous force in three aspects, need to give full consideration to the strong policy support, high quality of urban and rural integration, fine governance structure of the remarkable characteristics of large urban rural area development. See Figure 2.

3.1 Government force driven by policy guidance

Government power is the role of system construction and resource allocation played by governments at all levels in the process of revitalizing idle homestead. Scientific and reasonable government decision can effectively coordinate the interests of various parties and positively transform it into the endogenous force of rural development, and also has a positive effect in stimulating market power. Under the background of accelerating the modernization of agriculture and rural areas, promoting the comprehensive revitalization of rural areas and the pilot reform of rural homestead system, the strong policy support is mainly reflected in all kinds of supporting policies to promote the active utilization of idle homestead, as well as the project and financial support.

On the one hand, the increasingly perfect policy system has increased the system supply of the construction of demonstration villages and the active utilization of idle homestead. Including the municipal level of the Shanghai rural revitalization of the rural revitalization of the demonstration village construction guide and planning land policy, home stay facility guidance, etc., as a national pilot of Songjiang, Xian in district level launched the idle land to revitalize the guidance, support measures, etc., and continue to optimize the rural business environment and simplify the examination and approval procedures, by perfecting the policy mechanism, optimize the management mechanism, to carry out the revitalization of the support mechanism, powerful boost the utilization of idle land. Such as the Shanghai rural revitalization of promoting regulations regulation, "rural collective economic organizations and its members use idle land and idle rural development of rural industry, conform to the provisions of the homestead housing

can be registered as the market place", urban two levels of home stay facility policy also promoted the development of rural home stay facility quality, by the end of 2023, Shanghai certificate of rural home stay facility from 2018 four to nearly 500.

On the other hand, direct projects and financial support provide the starting power for the construction of demonstration villages and the active utilization of idle homestead. In recent years, Shanghai has increased its public budget and land transfer fees for rural revitalization, and accelerated the implementation of government funds for the establishment of model villages for rural revitalization and the improvement of rural living environment. Such as "Shanghai beautiful rural construction projects and funds management method" regulation, "to the municipal rural revitalization of the demonstration village, according to the standard of 20 million yuan per village area to give municipal financial reward", the district government on the basis of line project funding support, additional financial incentives, and the related project funds package integration, do "multiple channels water, a tap water". A large amount of direct capital investment by the government has had an immediate effect on improving the living environment of the demonstration villages, and even directly make use the idle homestead to improve the rural public supporting services.

3.2 Market power driven by urban-rural integration

Market power is a role in resource allocation played by various economic departments in the process of revitalizing idle homestead. The introduction of external market resources can also be positively transformed into the endogenous force of rural development, and can provide timely feedback to policies through keen market touch. The remarkable feature of urban-rural integration in megacities is characterized by the efficient flow of factors between urban and rural areas. The functional spillover of megacities and a large amount of capital and talents go to the countryside, which constitute the backbone of the utilization of idle homestead.

First of all, the spillover of urban functions constitutes the direct power and significantly affects the active utilization of idle homestead. From the macro scale, it is a common phenomenon that the functions such as leisure vacation, health care, business office, art, culture and research and innovation spill over from central urban areas to rural areas. From the micro scale, the functional types of idle homestead revitalization and utilization are significantly affected by the traffic location, functional location and environmental location, forming a differentiated development path. For example, the demand for tourists brought by theme parks and country parks has become the source power for the surrounding villages to utilize idle homestead to develop home stay economy. The largest rural home stay gathering area in Shanghai has been formed around Disney Resort. For another example, the spillover of the living and office needs of employees in large industrial parks such as Zhangjiang Science City and Shixi Software Park has driven the surrounding villages to explore the transformation of idle homestead into talent apartments, employee dormitories and enterprise headquarters. For another example, the consumption demand of megacities residents yearning for rural life has driven a number of demonstration villages with good ecological resource endowment, such as Tangwan Village, Youjing Village and Cenbu Village, and used idle homestead resources to explore new functions such as maternal and child health care, high-end elderly care and rural tourism according to local conditions. See Table 4.

Secondly, a large amount of capital goes to the countryside, especially the state-owned capital, actively participate in the construction of demonstration villages and become an

important force to revitalize the use of idle homestead. Shanghai has outstanding advantages in state assets. The first batch of 9 demonstration villages have introduced more than 60 state-owned enterprises and private enterprises of various kinds. The social capital and financial funds led by state-owned enterprises have jointly become the starting driving force. As the municipal level "about guiding the municipal state-owned enterprises power rural revitalization guidance", district level such as the pudong new district enterprises to participate in the revitalization of rural development action plan of two levels of policy guidance, market forces are continuing to enlarge, social capital to create demonstration village investment from the first village of 13.73 million yuan to the third batch of village are 32.29 million yuan, at the same time gradually reduce financial investment, the fifth batch of rural revitalization of the demonstration village to attract social capital has exceeded the Shanghai financial funds at all levels. Accordingly, the active utilization of idle homestead in Shanghai rural revitalization model village has gradually formed a diversified investment mechanism of "combination of government and enterprise and market leading".

Moreover, the introduction of all kinds of "city return" and "new villagers" becomes the direct subject of revitalizing the idle homestead. Research shows that the Shanghai rural revitalization of the demonstration village has a large number of "city" and "new villagers" phenomenon, including local out in urban life after a period of time, policy to the countryside support, support all kinds of talents, and the rural environment, lifestyle, development opportunities attract urban people, especially in the third group in the large city surrounding countryside is relatively common, become the development elements from the township to the city one-way flow into the urban and rural two-way flow. For example, the spontaneous introduction of "new villagers" in Cenbu Village revitalized the idle homestead without market, and also brought rental income and employment opportunities to the villagers; Juyuanqiao Village revitalized the idle homestead to create youth entrepreneurship settlement and attracted more than 200 "new villagers" to settle down, forming the interactive development pattern of young talents introduction with flower economy, digital agriculture and cultural creativity.

3.3 Internal force driven by multiple co-governance

Endogenous force is the ability of the social system composed of individual villagers and collective organizations in the village to realize self-governance and development. The sustainable development of rural areas should be centered on the promotion of endogenous forces. The external resources introduced by government forces and market forces can be transformed into endogenous force [23] by effectively improving the cognitive level and practical ability of individual villagers and collective organizations. Large urban rural more likely to promote the government and the introduction of multiple actors, including the party and government organs at all levels, the marketization of development and operational enterprises, and other social organizations, through a variety of cooperation mode stimulate village collective organizations, individual villagers endogenous power [24], jointly promote the use of idle land.

First, the expansion of the new rural collective economy is the key to cultivate the endogenous force. The Civil Code makes it clear that rural collective economic organizations are special persons as legal persons, which provides legal guarantee for them to carry out market activities. At present, the development of rural collective economy in Shanghai does not match the level of megacities and rural areas. In 2023, less than 50% of collective economic organizations will carry out income distribution, but the "hematopoietic" function of rural

collective economy is increasingly enhanced. On the one hand, the new rural collective economic organizations combining collective property rights and farmers individual property rights, and the village "two committees" organization form, in the collection of illegal "one more house", super standard "one house", and the right circulation in the process of grasp resources congenital advantage, "farmers + village collective" "farmers + village collective + social capital" two village collective participation circulation mode in the demonstration village practice of 57%, 23% respectively., On the other hand, as the diversification of diversification and flexibility, in addition to cooperate with all kinds of market main body to build platform, village unity, county-rural cooperation, such as the district as a whole linkage development mode advantage gradually emerged, such as fengxian district at the district level as a whole set up the village collective economic consortium —— village group, explore "state-owned assets to drive collective assets, collective assets to drive the farmers income" rural hematopoietic support machine

Secondly, the individual villagers are the concrete actors and beneficiaries of cultivating the endogenous force. Individual villagers include farmers and "new villagers", and the return of talents for rural revitalization is the return of rural "subjectivity" [25]. Due to its small size and unique social structure, it is not uncommon for rural talents to drive the development of the village. From the perspective of individual villagers, the stage of low quality utilization with short-term low rent for the idle land of the idle land. With the continuous improvement of rural living environment, some farmers begin to actively explore and develop.

4 Conclusion

Homestead is an important part of village construction land, as the rural space development gradually into a relatively stable stock era, compared with simple paid exit and increase or decrease, based on the idle land use circulation of organic update for the endogenous power of the sustainable development of the country, realize urban and rural integration development more practical significance. At the same time, under the background of rural revitalization strategy and the reform of territorial space planning and governance, as the legal basis for the detailed planning of rural areas and the construction and management of rural homestead, the compilation of practical village planning with usable, effective and useful use constitutes an important guarantee for promoting and standardizing the active utilization of idle homestead. However, in the process of the current village planning practice, both for the ownership of the homestead, the actual use and development needs, and so on and so forth the lack of understanding, and directly lead to the idle land utilization strategy guide pertinence, effectiveness is not strong, become the important reason of planning and implementation status. Therefore, the compilation method of practical village planning should be improved: first, further grasp the core logic of village development [26], such as the relationship between households, land housing, ownership and land on the homestead, understand the real needs of homestead and the real behavior rules of villagers, and consolidate the village planningBasic guarantee for the preparation and implementation; second, to meet the control requirements of government departments and village committees, the reasonable demands of the villagers and the development demands of the market, so as to give full play to the mission of land control and construction permit, and effectively guide the release of policy resources [28]. It is worth noting that, on the one hand, the economic and social development conditions and rural revitalization paths are different, which not only provide opportunities and guarantees for the active utilization

of idle homestead, but also restrict the transformation direction of it. The practical cases in Shanghai have typical representative significance of highly urbanized areas at the level of utilization mode and power mechanism. On the other hand, during the 14th Five-Year Plan period, Shanghai will build more than 150 demonstration villages for rural revitalization, which is only 1 / 10 of the number of administrative villages in the city. How to enlarge the demonstration and leading effect and explore the development path for the general villages with more numbers, wider distribution and worse resources still needs to be continuously tracked and deeply viewed

explanatory note

① Data from the National Bureau of Statistics and the Statistical Yearbook of Urban and Rural Construction show that from 2000 to 2022, Chinas rural population decreased from 810 million to 490 million to 490 million, natural villages decreased from 3.537 million to 2.332 million, while the actual building area of village housing increased from 19.52 billion m² to 26.98 billion m². According to the sample survey data of the Ministry of Agriculture and Rural Affairs, the idle rate of 2019 rural homestead was 18.1%, and the eastern part was the highest, and the idle rate in some areas exceeded 30%.

② In 2015, the Notice on Actively Developing Various Agricultural Functions and Vigorously Promoting the Development of Leisure Agriculture proposed that the surplus construction land of idle homestead can be used for leisure agriculture; In 2019, the Notice on Further Strengthening the Management of Rural Homestead and the Notice on Actively and steadily Carrying out the Active Utilization of idle Rural Homestead and idle Housing made specific arrangements from the aspects of selecting the active utilization mode, cultivating the subject of active utilization and innovating the active utilization mechanism; In 2020, the Opinions on Building a Better System and Mechanism for Market-oriented Allocation of Factors proposed to make full use of the market mechanism to revitalize the stock land and inefficient land; In 2022, the Interim Measures for the Management of Rural Homestead (Draft for Public Opinion) further clarified the active ways of using independent operation, cooperative operation and entrusted operation, It also stipulates that the lease contract term shall not exceed 20 years. Local governments have also further formed implementation opinions in accordance with local conditions, and constantly improve the homestead management system.

③ By 2023, there are 16 districts in Shanghai, including 9 agriculture-related districts; 107 streets, 106 towns and 2 townships, including 103 agriculture-related towns; 1553 village committees, including 1545 agriculture-related administrative villages, and 8 non-agricultural administrative villages in Jingan District and Putuo District within the central city.

图 1 闲置宅基地盘活利用的分析框架

Figure 1 Analytical framework for the active utilization of idle homestead

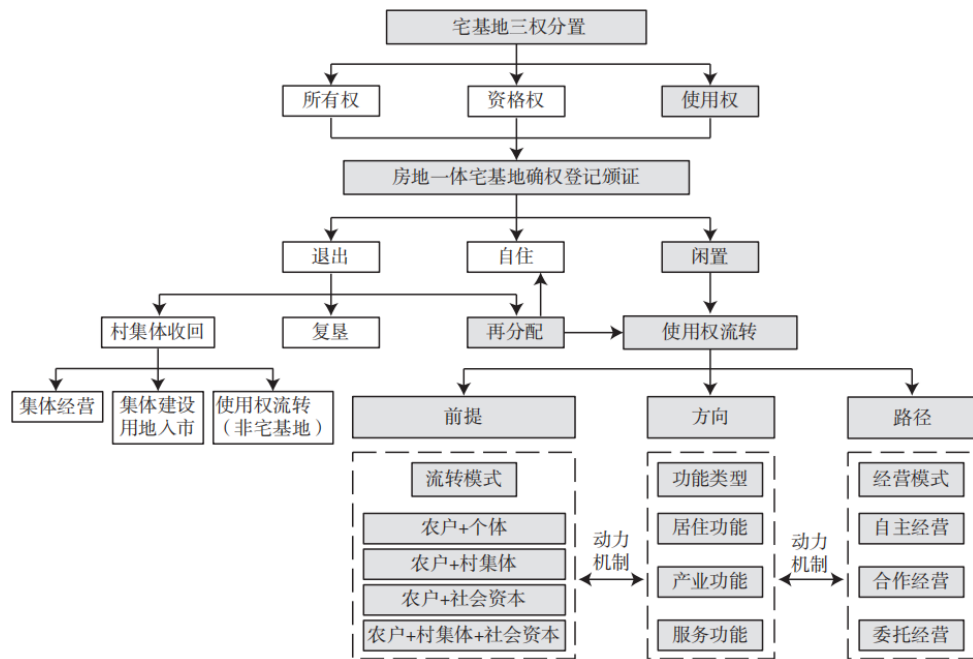


表 1 闲置宅基地使用权流转模式及特点

Table 1 Transfer mode and characteristics of the right to use idle homestead

流转模式	内涵	出租模式	租金收益	租赁期限	风险系数	典型村庄	实践比例 %
农户+个体	农户与外来人员直接签订租赁协议	整租或分租	较低	较短	较高	青浦区岑卜村、宝山区天平村	100
农户+村集体	农户将宅基地使用权流转至村集体统一盘活	一般需要整租	较高	较长	较低	奉贤区吴房村、青浦区莲湖村	57
农户+社会资本	农户直接与社会资本签订租赁协议，村集体不参与流转或只负责牵线	整租或分租	较高	较长	较高	金山区待泾村、浦东新区连民村	14
农户+村集体+社会资本	农户将闲置宅基地使用权流转到村集体与社会资本合作的平台公司	一般需要整租	较高	较长	较低	嘉定区向阳村、浦东新区新南村	23

表 2 闲置宅基地盘活利用的功能类型

Table 2 Function types of idle homestead for utilization

主导功能	特征内涵	功能业态	典型村庄	实践比例 / %
居住保障	宿舍公寓	自住、职工宿舍、人才公寓、高管别墅	浦东新区环东村、青浦区方夏村	100
产业发展	民宿度假	维持居住属性,使用主体从村民变成游客	浦东新区连民村、青浦区张马村	74
	特色商业	农家乐餐厅、咖啡馆、手工作坊、家庭工场、农产品商店、研学基地、电商直播、摄影基地、宠物经济等	嘉定区向阳村、松江区兴达村	
	康养休闲	老年公寓、月子会所等	金山区待泾村、宝山区塘湾村	
	创意办公	工作室、众创空间、企业总部	金山区新义村、奉贤区六墩村	
公共服务	社区服务	党群服务中心、乡村邻里中心、文化活动中心等	青浦区和睦村、嘉定区葛隆村	20
	社区养老	睦邻四堂间、幸福老人家等	奉贤区吴房村、松江区黄桥村	
	公共展示	村史馆、纪念馆、旅游服务点等	崇明区园艺村、浦东新区海沈村	

表 3 闲置宅基地盘活利用的经营模式
Table 3 Operation mode of revitalizing idle homestead

经营模式	内涵	典型村庄	实践比例 /%
自主经营	农户独立或与集体组织内成员合作,直接进行市场经营	金山区山塘村、崇明区虹桥村	100
合作经营	农户、村集体参与市场经营,同时获取租金收益和经营收益分配	崇明区新安村、金山区和平村	17
委托经营	农户、村集体不参与市场经营,只获取租金收益	青浦区张马村、浦东新区牌楼村	100(个人) 77(公司)

图 2 闲置宅基地盘活利用的动力机制
Figure 2 Dynamic mechanism of idle homestead

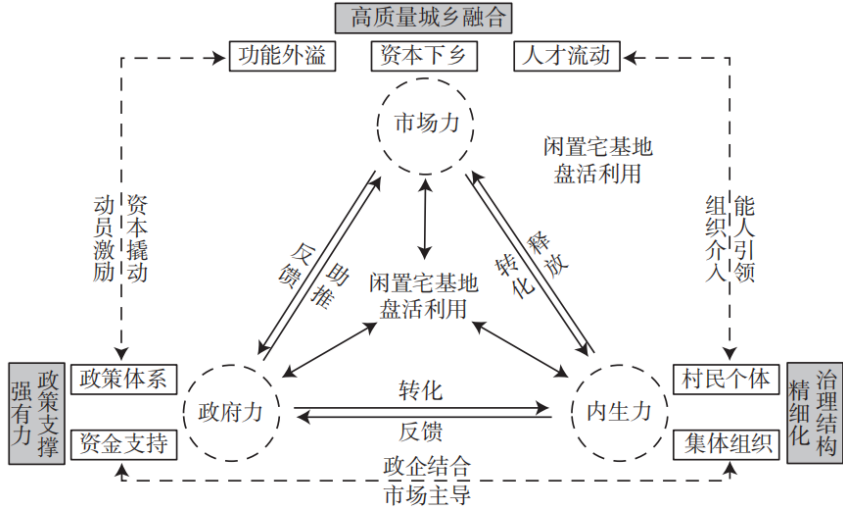


表 4 超大城市功能外溢带来的闲置宅基地盘活利用新业态
Table 4 The idle homestead brought by the functional spillover of megacities is fully utilized by the new business forms

城市功能外溢类型	闲置宅基地植入的新业态	典型村庄
主题乐园、郊野公园等大型项目带动的住宿、餐饮、休闲等功能需求	精品民宿、特色商业、旅游服务等	浦东新区连民村、青浦区莲湖村、崇明区虹桥村、金山区中华村
大型产业园区内白领、产业工人、企业高管的居住、办公等功能需求	人才公寓、职工宿舍、创意办公、创新研发等	浦东新区环东村、青浦区方夏村、宝山区天平村、奉贤区六墩村
居民生活品质提升带来的养老、居住、休闲、文创等功能需求	康养休闲、精品民宿、乡村旅游等	宝山区塘湾村、金山区待泾村、青浦区东庄村

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