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Construction of Governmental Function Network Based on the Perspective of Problem of Farmers Who Lose Their Land

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Abstract This paper illustrates three developmental stages of the functional transformation of western governments characterized by different extent of state involvement in economic activities. It investigates the functional role of nation-state in urbanization process in the context of western advanced economies with a particular focus on the laws and regulations, delineating the subjects, objectives, operational procedure, approval system, compensation standard and so on in relation to land expropriation. It also discusses the direction of the adjustment of state functions in China along three lines, including the transformation from political government to economic government, from direct management to indirect management and from comprehensive government to service-oriented and limited government. The paper probes into the roles that Chinese government should play in the urbanization process of land-lost peasants in terms of institutional innovation, optimal utilization of land compensation and related rules and regulations. Finally, it provides policy recommendations for the establishment of three-level state functional networks in order to address the challenge posed by amounting number of land-lost peasants.

Key words Landless farmers, Urbanization, Governmental functions, Network, China

Landless farmers means that for the need of social public benefit, such as important program construction and construction of satellite city and small city, the collective-owned land is expropriated, or collective-owned land is occupied and leased by villages, which makes the farmers who sustain their life by agricultural production labor lose all or part of land. At the present time, China has stepped into rapid developmental stage of urbanization, and the model of using land expropriation to realize urban expansion has become the important strategy of strengthening domestic demand and promoting economic development in the process of China's economic construction^[1-2]. Along with the rapid development of urbanization, the quantity of China's landless farmers is increasing day by day. According to the statistics, 1% elevation of urbanization level is at the cost of expropriation of 0.127 million hm² farmland^[3], while expropriation of 0.067 hm² farmland will generate 1.5 landless farmers. By controlling over land resources, the government strictly controls process of urbanization and farmers' citizenship conversion. As the main body of protecting landless farmers' benefit, the government should exert its basic function of protection, guidance, education, demonstration, coordination and punishment. On the basis of practical situation of constructing socialist with Chinese characteristics, emphasizing social stability, focusing on farmers' livelihood, the governmental departments at all levels can construct a streamlined, incorruptible and high-efficiency governmental function network, relocate landless farmers appropriately, and solve conflict timely so as to establish ur-

ban-rural unified public service system, and help landless farmers to accustom themselves to city.

1 The overview of function change of foreign governments

1.1 "Three Changes" of foreign government function

The foreign governmental function of western countries generally has undergone three changes^[4] as follows. Firstly, the change of government from nonintervention to forcible intervention in economic activities; it changes from advocating *laissez-faire* economic policy, fully confirming the role of market and confining governmental function to guaranteeing state security, keeping social stability and providing public service, to needing government to adopt active measures to eliminate and make up for periodic crisis, to advocate deficit finance, to interfere with production and distribution, and to take nationalizing public undertakings, full employment and maximization of social welfare as objective the government pursue. Secondly, the change of government from forcible intervention to reduced intervention in economic activities; it advocates that we should retrace our steps to free market period; notes that although market pitfall and market malfunction is formidable, the pitfall and malfunction of government will gave greater danger; advocates that we should substitute free management of enterprise for governmental intervention, apply economic theory and analytical methods to political and social filed, and build inner connection between governmental decision-making and section of society and individual. Thirdly, the change of government from reduced intervention to moderate intervention in economy; it holds that government and market are two complementary and mutually convertible ways of allocating resources, which play comple-

mentary role in promoting economic development; good supervision system is conducive to exertion of governmental function in terms of public management and public service. In this phase, it focuses on management, performance appraisal and efficiency but not on policy.

1.2 The function exertion of foreign governments in the process of urbanization

The developmental process of urbanization in every country, in general, is the curved developmental process from slowdown to acceleration, then from acceleration to deceleration, and finally to stagnation. At the present time, in developed countries, the urbanization degree is very high, and the proportion of people who are engaged in agriculture is very small. As most of them manage scale agriculture, so land expropriation is difficult to generate farmers who lose land completely; in addition, the government implements unified and comprehensive social security system on urban-rural residents, which dispenses with the social security system designed especially for the farmers whose land is expropriated. We do not take the landless farmers as single group to conduct system arrangement. The compensation problem concerning land expropriation is carried out according to the problem of land expropriation. The form of land expropriation in other countries varies slightly, but according to summarization, it has the basic characteristics of expropriation law with tenable basis, marketization of expropriation compensation standard and so on. The main function of every country is mainly by legislation to defiantly stipulates the main body, objective, target, operation procedure, approval publication, approval authorization and compensation standard of land expropriation. The foreign governments generally establish social security fund for farmers whose land is expropriated. The social security fund in most of countries is generally managed by private-owned institutions but not government institutions, and it is managed by many institutions but not monopolized by one single institution, which can prevent corruption of government function departments; we incorporate farmers whose land is expropriated into social security system, help them to reduce risk, promote social stability and quicken socio-economic development; we provide education and training opportunities for farmers whose land is expropriated, and provide legal aid for farmers whose land is expropriated. If some regions apply relief, the personnel will firstly ask whether you are willing to accept a certain vocational training. By vocational training, laborer's quality is promoted, which is conducive to laborer's employment^[5].

2 The dynamic situation of function adjustment of domestic government

2.1 "Three Adjustments" of domestic government function

The adjustment of China's government function directly serves development of reform, and meanwhile, reform and openness and development of China also promote adjustment of government function. China's government function adjustments, in general, undergo the following stages^[4]. Firstly, the politic-type government is adjusted into economic-type government. At this stage, by emancipating thought, we promote the

spontaneity of government function adjustment; by rural reform, we change the traditional management model; by opening-up, we forge open government function; by separating government from enterprise and devolution, we make the enterprise management gradually get rid of direct intervention of government; by the comprehensive reform demonstration points of region and city, we expand the autonomous right of local government's reform and opening-up and socio-economic development. Secondly, the managing economy directly is adjusted into managing economy indirectly. At this stage, by opening-up to develop in western regions, we make breakthrough concerning government function change; by macro regulation system reform, we make the government function change develop towards higher level; by establishing modern enterprise system to explore various realization forms of public ownership, we make the government's enterprise management change from direct management to indirect management; by introducing market mechanism path, we successfully conduct public welfare system reform. Thirdly, the versatile economic-type government is adjusted into limited service-type government. At this stage, the suggestions are put forward regarding administrative management system reform, in order to quicken government function change, deepen exploration, strengthen planning and disposition, establish government assessment index system, research the operability of plans of government function change, and determine the demonstration points of government function change.

2.2 The function exertion of domestic government in the process of landless farmers' citizenship conversion

According to the estimation of state statistical bureau, China's town population will exceed 0.75 billion by 2020, with urbanization rate over 55%. In China, the central government and local government respond quickly to many problems brought by urbanization, adopt appropriate measures, and guarantee landless farmers' interests in the process of rapid urbanization. The relevant documents of China's Land Resources Ministry notes that as for the relocation of landless farmers, we should take providing long-term reliable basic life guarantee as core, and encourage and support all regions to explore relocation means suitable for socialist market economy requirements. The government or social security departments should establish special social security for farmers whose land is expropriated, and establish various forms of security, such as education, pension, medical service, and minimum life guarantee, according to different ages. Specifically, the functions of government regarding landless farmers in the process of urbanization are as follows: firstly, the government conducts innovation, uses modern management system to quicken construction of emergent community, solves landless farmers' problems, in order to make farmers whose land is expropriated never lose jobs or benefit even if their farmland is expropriated; secondly, the government broadens thought, supports farmers whose land is expropriated to use limited land compensation, participate in development of urban function regarding matching facilities and get continuous benefit by joining stock to share dividend, and provides refer-

ence for using land expropriation compensation correctly; thirdly, the government formulates policy, makes village conduct unified development and management in the process of land expropriation, leases land or factory to enterprise, and makes collective responsible for employment, pension, and medical insurance of farmers whose land is expropriated.

At the same time, since reform and opening-up, China has been impacted by globalization, marketization and decentralization. Due to shortage of effective regulation restriction, many kinds of problems regarding urban-rural development space are caused by the development fervor of local government in the process of rapid economic development, which can be embodied on the aspects of government function conflict as follows: the center government wishes to use urbanization to transfer agricultural population and surplus labor forces and keep sustainable development of agriculture, while local government wishes to increase local financial revenue by promoting agricultural urbanization process. The inconsistent aim of central government and local government makes the implementation effect of central government policy unsatisfactory, such as excessive small towns, irrational layout, small population scale, critical phenomenon of land waste and so on^[6]. In the face of the problems brought by urban-rural competition, various kinds of new management models (from top to bottom or from bottom to top) emerge from state to county, gradually forming multi-layered management system.

3 The construction of government function network suitable for the process of landless farmers' citizenship conversion in China

3.1 The thought of constructing government function network Although urban-rural competition is still the practical problem we must face in the process of future long-term development of China, in the recent years, this region begins to realize the necessity of strengthening holistic competitiveness, and to increasingly explore the new model of coordinated urban-rural regional management. All in all, applying management thought to construction of government function network in the process of landless farmers' citizenship conversion is embodied in national level, provincial level, urban level and county level, among governments, between government departments and non-government departments. By the policy innovation within administrative system and various informal system arrangements without system, it forms interweaved multi-layered management system with the function of urban-rural unification.

3.2 Government function network system China's government, from central government to local government, has lots of departments, forming complicated function relations in the process of landless farmers' citizenship conversion, which can be seen in figure. The government at all levels adjusts developmental thought of "lay stress on the city and restrain the agriculture", and sticks to unified urban-rural development. According to the practical situation, the central government and

local government need to adjust policy and statute, reduce tax rate appropriately, adjust interest distribution proportion of land transfer, and make the farmers whose land is expropriated get high standard of compensation. The local government should elevate the ability of promoting regional economic development, policy implementation and serving local society, never pursue economic growth and individual outstanding achievement blindly, vigorously promote good expression mechanism concerning farmers' interests so as to make landless farmers enjoy the benefit brought by urbanization^[7-11]; strengthen the role of non-governmental organization, plan to establish farmers' cooperative, participate in the innovation, supervision and support of relevant system concerning expropriation, compensation and use of land, and implementation of relevant policies in order to protect landless farmers' benefit and justified claims.

3.3 The main function of government at all levels The government at all levels should not only provide high-efficiency public service and public goods for villages, but also provide social security service for multitudinous farmers whose land is expropriated. In addition, it should lay stress on strengthening pension insurance service of farmers whose land is expropriated, social aid system and medical insurance, provide service for educational development, and offer system and personnel guarantee for rural development.

3.3.1 The function orientation of central government. By strict examination and approval system and land use planning from macroscopic viewpoint, the central government should regulate the conversion of agricultural use land into construction use land; the government should offer macro regulation support, formulate socio-economic development strategy, planning, guideline, and policy, draw up industry policies, and develop characteristic economy, including economic management function, construction function of infrastructure and basic industry, social management function and public service function and so on.

3.3.2 The function orientation of county or district government. The county government should strictly regulate the implementation of land use planning, change thought and concept, prevent that pursuing achievements in one's official career and improving welfare become the internal driving force of land expropriation, and promote the concept of saving agricultural use land among people; it is embodied in the aspects of channel and supervision; the district and county government should strive to elevate the ability of promoting regional economic development, policy implementation and serving local society, create excellent investment environment, supervise market effectively, coordinate regional economic development, strengthen policy formulation, implement policy according to the local circumstance, unblock expression channel of farmers' interests, reinforce social security, keep social equality and guarantee regional stability.

3.3.3 The function orientation of town government. Town government, the foundation for normal operation of state machine, plays the role of capillary in the state polity system. The final implementation of state policy and social stability and development of villages need the active behaviors of town govern-

ment. At the present time, there is malady in many aspects in town government, but its role and status is unshakable. Local town government should implement the specific land use plan-

ning, and prevent that using land to amass wealth and using land to pursue achievements in official career become the reason of land expropriation.

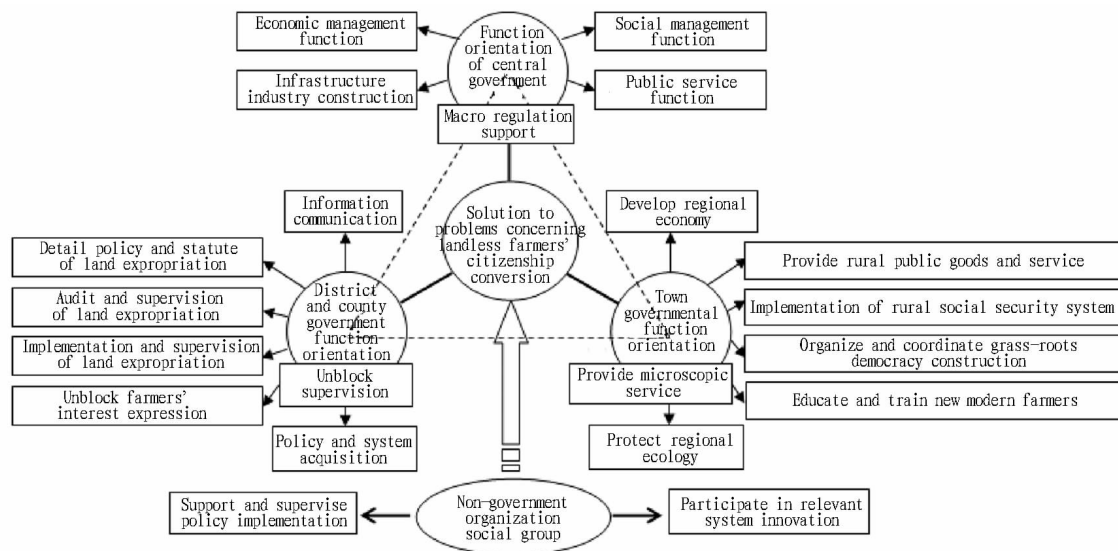


Fig. 1 Network of layered function orientation of service-oriented government in the transitional process from farmers who lose their land to townspeople

4 Countermeasures and measures

4.1 Countermeasures and measures of central government functional reconstruction

4.1.1 Economic management function. We should lay stress on economic structure and regional coordination, play fully the role of economic and legal means, break away from microcosmic economic scope, conduct macro planning on national economic construction, optimize industrial structure, allocate economic factors rationally, and keep continuous, rapid, balanced and healthy development of economy.

4.1.2 Construction function of infrastructure and fundamental industries. Infrastructure and fundamental industry impact economic development of one country and people's life. The central government, as the protector of external economy, is bound to have function of undertaking construction of road, bridge and other transportation facilities, construction of gas, tap water, atmospheric monitoring and other municipal facilities, and construction of power plant, telecommunication and other fundamental industries.

4.1.3 Social management function. We should perfect social management policy and statute, manage and normalize social organization and social affairs abiding by law, deal with social contradiction reasonably, keep social order and social stability, promote social equality, alleviate poverty, improve residential environment, promote people's life quality, lay solid foundation for sustainable development of national economy and environment.

4.1.4 Public service function. As for social holistic interest, the central government should take this responsibility without hesitation. It should offer job opportunities by many channels, and gradually form the coordinated matching social security system suitable for the current economic developmental level, including social insurance, social relief, social welfare, veteran place-

ment, social aid, personal savings accumulation guarantee^[12].

4.2 Countermeasures and measures of district or county government functional reconstruction

4.2.1 Refine compensation policies and laws regarding expropriation of land. Due the imbalanced development of regions, as for the specific compensation standard and method the landless farmers are concerned, it is stipulated according to the compensation principle and compensation content stipulated in the land management law and property rights law draft under different circumstances.

4.2.2 Strengthen audit and surveillance of land expropriation and transfer. Land transfer fee is an important part of state-owned assets. The land transfer fee should at first be used to relocation of landless farmers, and then to the construction of social security and urban public accommodation for other groups.

4.2.3 Strengthen surveillance and inspection of land expropriation. We should implement basic farmland objective responsibility system, use regulation and examination and approval management system of construction use land in order to make local areas save land and manage every patch of land well.

4.2.4 Unblock landless farmers' interest expression channel. We should establish the platform of farmer interview so as to survey the basic information of landless farmers' economic status, employment need, standard of choosing jobs and enterprise' recruitment; to conduct dynamic management and registration; to guarantee landless farmers' life.

4.3 Countermeasures and measures of town government functional construction

4.3.1 Coordinate planning and quicken economic development. Developing rural economy is one of the key functions of town government, and also the requirement of strategic thought of focusing on the central task of economic construction. The

town government should adjust and optimize industrial structure according to the practical situation, play the fundamental role of market in allocating rural resources, and foster and supervise rural market.

4.3.2 Provide rural public products and service. Due to various reasons, currently, there is a critical shortage of effective supply of rural public goods and service in China. In addition, in the process of constructing new socialist village, there is increasing need for public goods, so the function of town government should focus on supply of rural public goods and service, and actively explore effective supply ways of public goods.

4.3.3 Implement rural social security system construction. China's rural social security system has great development, but there are still the problems of small coverage of security, low level of security, inadequate mutual social relief, and low degree of security socialization. In the new era, the town government should strengthen rural social security function, increase input, and actively explore new rural social security system.

4.3.4 Organize, coordinate and guarantee grass-root democracy. The village committee is the farmers' autonomous organization of self-management, self-education and self-service. The town government should guide the work of the village committee correctly and effectively according to Rules of Organization of Village Committee and relevant legal basis, in order to create positive political policy environment for operation. It should not interfere with affairs of the village committee and strengthen farmers' consciousness of independence.

4.3.5 Educate and foster new modern farmers. Change from modernization abandonee to participator and propeller of modernization must be transformed by thought, culture and education^[13]. The town government should create conditions for farmers' development, strengthen technology training of farmers, foster their consciousness of technology, law, talents and competition, and bring up a batch of new farmers with modern commercial consciousness and market economic consciousness.

4.3.6 Protect rural ecological environment. The rural areas vigorously develop the new urbanization, resulting in critical pollution. In addition, the relatively lagged consciousness of environment protection of farmers deteriorates rural environment pressure. In the new era, the town government should take environment protection as important function, play the leading role in environment protection, and guide farmers and folk organizations to actively participate in rural environment protection.

5 Conclusion

As for the government, as the representative of social public interests, protecting social equality and promoting rapid socio-economic development is one of its functions. The government should strengthen farmers' consciousness of property rights security and change the stale concept of developing economy at the expense of farmers' interests; reexamine the correct orientation of government function under the market economy condition and transform the administrative management model and amassing wealth model of government; erect the cor-

rect concept of official achievement and scientific thought of development and treat the relationship between quality and efficiency dialectically; neither emphasize efficiency blindly and neglect quality, nor pursue development blindly so as to neglect personal interests and social instability; by enacting the statutes conducive to landless farmers and establishing a mechanism of interest check and balance, we should make government, enterprise, non-government organization and other social forces protect landless farmers' benefit voluntarily based on their own benefit.

When enacting relevant policies, the central government should lay stress on the consideration of the livelihood of farmers whose land is expropriated. At the same time, it should loose restriction on local government and encourage local government to take actions that suit local circumstance and explore the operable detailed rules suitable for local areas; the county and town government should realize the importance of conducting reasonable compensation and relocation on farmers whose land is expropriated, take actions that suit local circumstance, adopt various kinds of elastic models, innovate upon the modes of compensation and relocation of farmers whose land is expropriated, and solve landless farmers' problems.

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