

Study of Dotted Land Supply Policy for Rural Tourism in Wenzhou

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Abstract: In the post-epidemic era, high-safety, low-density rural tourism projects have led to a period of rapid development, while the piecemeal land supply model has severely limited the development of rural tourism, resulting in the emergence of the "dotted layout, dotted land supply, dotted development" dotted land supply model. Since Zhejiang Province proposed the reform of "sloping villages and towns" in 2015 and carried out the exploration of dotted land supply, various regions have followed suit, formulated dotted land supply policies and launched rural tourism pilot projects according to local conditions, providing policy reference and practical experience for Wenzhou's dotted land supply reform. At present, there are still problems such as inadequate support from the higher law, poor adaptability of traditional control regulations, omissions in village regulations and deviations from expectations in project implementation.

Keywords: Rural Tourism, Dotted Land Supply, Land Supply Model, Policy Analysis, Solutions.

1. Introduction

Rural tourism in China has been developing for decades, from the early days of nongjiajia, through the later development of rural B&Bs, to today's integrated rural tourism facilities, which combine agricultural sightseeing, leisure and holidays, science education and other forms. It seems that the project volume is getting bigger and bigger, but due to the natural aesthetic attributes pursued by the landscape design and functional requirements, the actual area occupied by the project facilities is small and scattered. Traditionally, rural tourism development sites have been developed in a similar way to urban construction projects, with a single plot of land being the minimum unit of land supply for the sake of the integrity and efficiency of the development. In urban development, this land supply model has contributed greatly to the overall development of the project and the development of industrial clusters. However, in the process of rural tourism development, piecemeal land supply leads to low plot ratios, difficulties in land supply, long approval cycles and high land costs for developers, making it difficult to land projects and hindering the development of rural tourism projects, especially large-scale wild luxury and resort type projects.

Accordingly, the "dotted land supply" was created. The "dotted land supply" divides the project land into permanent construction land and ecological reserve land, of which permanent construction land takes the form of how much to build and how much to supply, while the unbuilt and developed part is used as ecological reserve land, which is only expropriated and not transferred, and is available for project owners to use in the form of leasing, allocation and trusteeship, which can not only alleviate the problem of land tension but also promote Project development.

2. Policy Research

2.1. Development process

Zhejiang Province is a large coastal economic province with rapidly developing rural industries, a promising rural tourism market and a strong demand for land. Faced with the

reality of "seven mountains, two waters and one field", Zhejiang Province has set its sights on the available 3,949,900 mu of low hills and gentle slopes. In 2015, it took the lead in initiating the reform of "sloping villages and towns" by requesting land and space on slopes, and for the first time attempted to classify land for construction and ecological reserves in the same project. The land for construction and ecological reserves will be categorised and managed. The Zhejiang Provincial Department of Land and Resources and nine other departments issued an official document proposing to "select a number of counties (cities and districts) in the province with rich resources of low hills and gentle slopes, where the government attaches great importance, where there is demand for construction land and where the public strongly supports the development of county-level pilot projects", and that all cities and counties that meet the basic requirements can actively declare them. The pilot areas and projects will be determined on the basis of merit. At this stage, as there is still some uncertainty about the specific implementation plan, Zhejiang Province is communicating with localities in practice in real time through the system of joint working meetings, and constantly supplementing and improving the policy mechanism.

In 2017, various provinces and cities, such as Chongqing, Guangzhou and Hainan, followed the practice of Zhejiang's "sloping villages and towns" pilot project and successively issued specific specifications on dotted land supply in terms of planning, approval, supervision, access and negative list. Zhejiang, Guangdong and Guangxi provinces call it "dotted land supply", and Chongqing and Yunnan provinces express it as "dotted land". Whatever the expression, all the policies reflect the commonality of "point layout, point land supply and point development" for project sites.

2.2. Policy profiling

2.2.1. The superordinate basis of the dotted land supply policy

In 2019, the State Council issued the "Guidance on Promoting the Revitalisation of Rural Industries", suggesting that localities should be encouraged to explore the linkage of provincial, municipal and county land supply for rural

industries, and support the development of rural leisure tourism and industrial integration. It will also promote the formulation and revision of relevant laws and regulations, improve the supporting system, and carry out market reform of collective management construction land to increase the supply of land for rural industries.

In January 2021, the Circular of the Ministry of Natural Resources, the National Development and Reform Commission and the Ministry of Agriculture and Rural Affairs on Securing and Regulating Land for the Integrated Development of One, Two, Three Industries in Rural Areas proposed that "the construction of support facilities necessary for the primary processing of agricultural products and the development of leisure and sightseeing tourism using local resources in rural areas may be carried out in small quantities outside the construction limits of villages on the premise that the permanent basic farmland and the ecological protection red line are not occupied, the restrictions such as land indicators in the land use plan are not violated, and the ecological environment and rural landscape are not damaged. On the premise that the permanent basic agricultural land and the ecological protection red line are not occupied, the constraints such as the construction land index of the land use plan are not violated, and the ecological environment and rural landscape are not damaged, a small amount of construction land may be arranged outside the construction boundary of villages, with the proportion and area controlled, and the approval of agricultural land conversion and land supply procedures may be carried out in accordance with the law".

Overall, there is no very specific and detailed policy on the implementation of 'dotted land supply' at the national level. However, the above documents show that the State attaches great importance to the issue of land use in the integrated development of rural primary, secondary and tertiary industries. It provides a reference for local communities to explore the new mode of land supply for rural industries, and an important policy guarantee for solving the problem of land use in rural industries.

2.2.2. Policy comparison

As a pilot region of the "dotted land supply" model, Zhejiang Province, through the "General Office of the People's Government of Zhejiang Province on the Development and Utilisation of Low Hills and Gentle Slopes to Promote the Construction of Ecological "Slope Villages and Cities"", has proposed to implement the "dotted layout and vertical development" land supply model to comprehensively utilise the resources of low hills and gentle slopes.

The site plan has formulated a special plan for the development, use and protection of low hills and gentle slopes, which stipulates that the red line of the project is the area of non-arable land with a slope of more than 6 degrees and less than 25 degrees; at the same time, it is also clear that "for blocks with convenient transportation, close to the periphery of the city and included in the development of urban construction land, a single plot or a combination of several plots can be developed in a dotted layout". Due to different provincial conditions, the "dotted land supply" in Guangdong and Sichuan is not limited to the low hills and gentle slopes, but the rural industrial land is integrated into the overall spatial planning of the country and the village planning system; Yunnan is to break the village boundaries, suggesting that the overall land use planning can be amended according

to procedures.

Second, there are also differences in the scale of land use in different places. Zhejiang Province, according to the various pilot projects, controls the scale of new township construction projects at 105 mu, agricultural housing construction projects at 50 mu, ecological and recreational tourism projects at less than 200 mu, while key construction projects with greater impact on local social and economic development are controlled in principle within 300 mu. Hainan follows Guangdong's policy that the total land area for construction of a single project should not exceed 30 mu. Guangxi, however, has set a single point of use construction land area of less than 30 mu. Yunnan's regulations state that "in principle, the total construction area for a single project should not exceed 50 mu".

In terms of the scope of access, all regions have adopted the "positive list + negative list" method of project evaluation. The content of the negative list is mainly based on legal prohibitions, such as not locating projects in prohibited construction areas, areas involving the occupation of agricultural land, or crossing the ecological protection red line; not violating national and provincial laws and regulations and relevant industrial policies; not developing commercial residential properties, private estates, private villas and other real estate projects and projects disguised as real estate development; not building industrial projects that should be centrally located in industrial parks according to the planning of industrial projects that should be centrally located in industrial parks, etc. For example, in Zhejiang Province, the "dotted land supply" policy is tilted towards the construction of new towns, agricultural housing and ecological leisure projects; in Yunnan Province, the focus is on rural infrastructure and public service facilities, "half mountain hotels" and "rural hotels". In Yunnan Province, the policy focuses on rural infrastructure and public service facilities, "mid-level hotels" and other five types of permitted access; in Guangdong Province, the information industry is included in the positive list.

In terms of the main land supply mechanism, policies vary from place to place. Since land supply in the form of dotted sites involves different types of land, it is categorised and managed according to the actual demand for land, and can be divided into three types: land acquisition and transfer, separate land acquisition and transfer, and no land acquisition and transfer. The land for construction will be "united by expropriation and transfer", "no expropriation and transfer" and "separated by expropriation and transfer", while the land required for non-construction in the project will be "separated by expropriation and transfer" and "separated by expropriation and transfer". The land required for non-construction in the project will be reasonably used as ecological reserve land through "separate expropriation and transfer" or "no expropriation and transfer". Zhejiang Province, Guangdong Province, Sichuan Province and Guangxi Province allow the project land to be expropriated and transferred at the same time, but do not allow the land to be transferred without expropriation. Hainan and Yunnan provinces, on the other hand, allow the use of land for construction without expropriation, but restrict the scope of projects to which "expropriation only" can apply. The majority of provinces, on the other hand, have adopted both expropriation-only and non-expropriation-no-transfer approaches to the acquisition and transfer of land for ecological reserves.

In terms of title registration, the provinces have adopted the model of "one certificate for multiple titles". Project areas may be offered individually or in combination. If the land is supplied individually, the parcels will be used as parcels for the issuance of title; if the parcels are supplied in combination, the parcels will be registered as parcels for the issuance of title.

3. Practical Exploration

Although the scope of access varies from place to place based on different rural development ideas, rural tourism and recreation and holiday projects have been given full attention everywhere. At present, there are three main types of dominant targets for typical successful dotted rural tourism projects; the enterprise-led development model, the village collective internal development model and the government-led development model.

Wenzhou has been approved six provincial pilot projects, the basic use of market-led development model, to Lucheng Gold Plain Valley for example, the project initiative to attract the return of warm business, after the policy is guaranteed, the market investment confidence, operation and governance to actively implement initiatives such as environmental protection, guide villagers through the land into shares, etc., to participate in the development of Gold Plain Valley, is a market-led governance structure.

Project bottleneck: Sloping villages and towns are limited to slopes of 6 to 25 degrees, and in order to stay within this slope range, projects are prone to development fragmentation.

The "Guiyuan Town" project is a strategic decision made by the Chongqing Wulong District as part of the development of the tourism landscape, which has taken the initiative to find companies to sign cooperation agreements, and has continued to provide policy support and human and financial support, especially investment in infrastructure. At the same time, after determining the use of the home base, the proposal was made to guide more market resources into the village through the formation of a township accommodation alliance, which is a government-led governance structure.

Project bottlenecks: The early implementation of the project resulted in a lack of uniform standards for expropriation and public disposal of land, and compensation in the valuation of rural houses using purely rural reclamation standards. At the same time, spot expropriations have revealed some unused rural resources that are not covered by the plan, adding some procedural obstacles.

The "Daren Village" project in Ningbo's Jiangbei district fully embodies the dynamism of village collective economic organisation. The village collective collectively reclaims the vegetable land from foreign farmers and then hands it over to the government for development and use by the enterprise in the form of a total lease and transfer, without land expropriation. The villagers are involved in the planning, operation, management and monitoring of the project and interact with the company on their own initiative as part of the governance structure led by the village collective.

Bottleneck: The Darren Village project covers a total area of 628 mu, with 30 mu of land for construction. The project itself is located in a flat area, which does not really fit the 'hillside village' scenario. Daren Village has chosen to lease all the farmland, residential land and structures on the ground in the project area to investors by means of a total entrusted transfer of the project land, but the lease period is only 12 years, which makes it difficult for investors to invest a lot of costs in the long-term development and operation of the

project for the sake of profit.

The dotted land supply policies and specific project practices of different regions have provided valuable policy references and practical experience for Wenzhou's dotted land supply reform.

4. Analysis of the Current Situation of The Dotted Land Supply Model for Rural Tourism in Wenzhou

4.1. Feasibility of a point supply land supply model

Wenzhou is located in the south-eastern hilly area, with the sea to the east, mountains on three sides, "seven mountains, two waters and one field", with a total hilly area of 2,783,400 mu (19.35%). The Zhejiang Provincial Tourism Bureau's provincial tourism resources survey shows that Wenzhou is the first in the province in terms of geomorphic landscape and water scenery, and in 2010 it became China's first "Forest Tourism Experimental Demonstration Zone", making it naturally well endowed to develop mountainous hilly tourism. In the post-epidemic period, rural tourism has seen an upsurge due to its low density and safety. With the transformation and upgrading of rural tourism in Zhejiang Province from "Nongjia" to "rural tourism" to "rural holiday" and to "rural life "Wenzhou should grasp the opportunity, analyse the current problems and actively propose countermeasures to make good use of the rural revitalisation strategy and achieve common prosperity.

4.2. Wenzhou's attempts to reform "dotted land supply"

Since 2015, when Zhejiang Province launched a pilot project to develop land for the construction of "sloping villages and towns" on low hills and gentle slopes, Wenzhou Municipal Government and other local governments have actively introduced relevant laws and regulations to support innovative land use for rural tourism and accelerate the promotion of "dotted land supply".

In 2018, the Wenzhou Municipal Party Committee issued "Several Policy Opinions on Further Accelerating the High-Quality Development of the Modern Service Industry" to strengthen the protection of the tourism industry. The land supply is allocated and planned for some construction land with single use, and those with multiple use and operational use are mainly listed by tender and auction. The Office of the People's Government of Wenzhou City on the Implementation Opinions of Promoting Rural Revitalisation "Two Into Two Back" was issued in 2010, encouraging counties (cities and districts) to actively declare sloping village projects, and encouraging the trial implementation of key rural projects with conditions. Combination of point and area, differential land supply. For projects with an investment of 300 million yuan or more, such as field and garden complexes, land support can be provided on a "one-time" basis. In 2016, Rui'an City issued the "Land Management Measures for Major Tourism Projects in Rui'an City", constantly reforming and innovating the project approval process and management content, protecting tourism land, implementing differentiated land use and land management, gradually solving the problems of difficult financing, complicated approval process and improper management, and carrying out pilot projects such as WuGu Town in GaoLou

Town and HeZhu Agricultural Ecological Park. . Lucheng Jinao Valley Rural Leisure Project, Taishun Huadong Grand Canyon and other cultural tourism projects also actively implement the slope development policy, the land for point use, point land supply, vertical development and other ways.

4.3. Major problems

4.3.1. Insufficient support from the superior law

First, the nature of "tourism land" needs to be confirmed. In China's current land management and classification standards, there is no "tourism land" classification in the primary and secondary categories. In actual development, tourist attractions or parks in the land auction, the use is usually applied to the first class "commercial land" in the second class of land, such as: retail commercial, catering, hotels and other commercial land.

Second, the dotted land supply model lacks legislative support. At present, there are only a few national-level references to dotted land supply in a few normative documents, which are not highly effective and are all general in nature, and there is a lack of special institutional arrangements for dotted land supply, which cannot provide an effective basis for local practice.

Therefore, to solve the problem of rural tourism land through the dotted land supply model and to achieve rural revitalisation, it is also necessary to improve the legislative support system and clarify the flow mechanism to make the rights more clear and solidified.

4.3.2. Poor adaptability of traditional control regulations

The traditional block supply project has clear and precise requirements for detailed control planning, which ensures construction control after the site is granted through the setting of conditions for the plot ratio, green area ratio, plot elevation and other indicators. However, the relationship between the current "dotted land supply" model and the three lines in the territorial spatial planning system and the scope of the control plan will cause a certain degree of uncertainty in the red line of the site, the planning conditions and the architectural design scheme, making it possible to adjust the red line at a later stage. How to establish a set of scientific pre-approval process is currently the biggest challenge.

4.3.3. There are omissions in village regulation

As in the case of the aforementioned Gui Yuan town, in the planning of rural tourism, village planning is all a basic prerequisite for land development and exploitation development. However, the lack of funds for preparation and the neglect of local governments have led to a large number of villages with poor quality village planning and some farm houses and unused land not being covered, which adds to the pre-requisite procedures for tourism planning and dotted land supply projects.

4.3.4. Project implementation deviates from expectations

Since 2015, when the sloping land for village construction pilot project was launched in Zhejiang Province, Wenzhou City has a total of six provincial pilot projects, including Wencheng Baizhangji Tianhu Manor, Cangnan County Jinxiang Town Swallow Bay Forest Culture and Leisure Park, Lucheng Jinao Valley Rural Leisure Project, Wencheng Vegetable and Kang Agricultural Industrial Park, Taishun Yunhu Tiandi Health and Pension Service Centre (Phase III) and Yongjia Nanxi Town - Xishan Manor, but only the Lucheng Jinao Valley Rural Leisure Project and the Taishun Yunhu Tiandi Health and Pension Service Centre Phase I were

actually completed and put into operation. The Lucheng Jinao Valley Rural Leisure Project and the Taishun Yunhu Tiandi Health and Pension Service Centre Phase I were actually completed and put into operation. From the perspective of project implementation in Zhejiang Province, of the 129 "Sloping Villages and Towns" pilot projects implemented in Zhejiang Province, 111 projects had been started by 2021, with a start rate of 86.05%, due to factors such as the epidemic, but only 22 projects had been completed, with a completion rate of 17.05%, making the project progress seriously lagging behind.

In the process of project construction, there are also situations where the implementation of some projects is deformed and out of shape. During the Central Inspection Team's inspection in Zhejiang, suggestions were made to rectify the excessive excavation, destruction of mountains and inadequate greening measures in the development of individual projects.

4.3.5. Unstable investment environment

In rural tourism projects based on natural landscapes such as "mountains, forests, lakes and fields", investors are not directly involved in the production of their own agriculture, but rather in the marketing of the landscape through viewing and touring the countryside. The cost of acquiring and maintaining the ecological environment around the project through leases and shareholdings is therefore clearly too high. There is also the possibility that farmers may not be able to reap the economic benefits of the project due to the low returns from the project by adopting a share-based dividend.

5. Responses to the Dilemma of Wenzhou's Dotted Land Supply Model

5.1. Improve legislation and strengthen guidance

At this stage, China still lacks special legislation for rural tourism land. China should speed up the introduction of laws and regulations on rural tourism land, and provide detailed regulations on the procedures for the transfer of rural tourism land, so as to prevent the relevant subjects from seeking private gain, and to enable the rural tourism land market to be perfected and run stably. Secondly, the scope of access, approval authority, land acquisition and other important aspects of dotted land supply should be determined as soon as possible, and the dotted land supply model should be regulated by linking to existing legal policies.

5.2. Multi-regulation for efficient approval

For the dotted land supply project can be borrowed from the "one thing, one discussion" mechanism, the natural resources department in conjunction with agriculture and rural areas, culture, radio, television, tourism and sports, forestry and other departments of the proposed implementation of the dotted land supply project scope of field visits and comprehensive assessment and demonstration. In the point of land supply rural tourism project implementation plan requires the project construction engineering design program, land spatial planning program, land use approval program, forest land use planning program, land supply program, etc., to achieve the project "a meeting, the whole pass".

5.3. Planning for white space and flexible arrangements

Wenzhou city and county (district) governments may formulate annual dotted land supply plans, prepare special plans for rural leisure tourism and strengthen government guidance and control over the development of the rural tourism industry.

In the county and township (township) land spatial planning, in addition to retaining a certain proportion of the planning indicators, combined with the comprehensive land rectification of the whole area, allow the actual demolition of the old formed by the construction of new indicators, set aside a certain proportion for dynamic transfer of new construction land indicators reserved for village planning, and actively protect the land space needs of rural tourism.

For key rural tourism projects, red line setbacks are appropriately relaxed, building density is calculated on a realistic basis, and there are no requirements for green space ratio, building density or non-essential public service facilities to reduce development costs.

5.4. Strengthen assessment and supervision throughout the process

In order to solve the current problems of slow implementation progress and substandard construction quality of dotted land supply projects, special actions to clean up and dispose of unprovided and unused land should be carried out regularly, and a project exit mechanism should be actively explored to promote dotted land supply projects in a high quality and efficient manner.

Establish a full supervision mechanism from the initial stage of implementation to the acceptance stage of dotted-site land supply projects. Clarify the acceptance assessment criteria for project sites, development and construction, investment benefits, environmental protection, soil and water conservation, infrastructure and other aspects. Set a red line for ecological protection, and in the event of ecological damage, inadequate environmental restoration or safety accidents such as secondary geological disasters, the project may be directly disqualified and the allocated land use index withdrawn.

5.5. Balancing interests and sustainability

Reducing the cost of land use through the creation of

accessible easements. For the developer, the creation of an easement allows the efficient use of ecologically reserved land at a relatively low cost and reduces unnecessary costs of operating and maintaining the land. For the farmer, once the easement has been established, he only needs to fulfil his obligations as agreed in the easement contract, so that his established rights and interests in the land are not compromised, and he receives the land use fee paid by the investor, thus securing a double benefit and achieving stable long-term operation of the project.

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