

# Game analysis of rural collective construction land preparation and market entry: Take Nanhai District of Foshan City of Guangdong Province of China as an Example

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**Abstract:** The consolidation of rural collective construction land into the market can better solve the problems of large dispersion of rural construction land and lack of industrial land space. However, at present, the practice of preparing rural collective construction land into the market is not effective, and the progress is slow. Whether rural collective construction land is ready for market entry or not is the result of tripartite game among the transfer, the transferee and the district and town governments, while large-scale preparation for market entry is necessary for industrial economic transformation and upgrading. As a matter of fact, the transfer, the transferee and the district and town governments are all rational economic people, and they will make behavior choices from the perspective of their own development. By preparing land to enter the market, the scale of rural collective construction land entering the market can be expanded, the efficiency of land contiguous development can be improved, the introduction of superior business and capital can be realized, and the industrial upgrading can be promoted. Therefore, it is necessary to guide the village collective villagers to correctly understand the system of preparing for entering the market and eliminate the fear of losing land property rights; Do a good job in the demonstration effect of preparing for entering the market, and improve the expectation of the village collective economic organizations on the effect of preparing for entering the market; By establishing a benefit-sharing mechanism for the preparation of rural collective construction land into the market, the three parties of the district and town government, the transfer and the transferee will achieve a win-win situation; Strengthen the management system of district and town governments' land preparation cadres, standardize their administrative actions, and promote land preparation to enter the market.

**Keywords:** rural collective management construction land; preparation and enter the market; game analysis; Guangdong Nanhai

In February 2015, Nanhai was selected as one of the 33 pilot areas for rural land system reform, mainly

exploring the market for collective operating construction land. According to the results of the second land survey, it is found that the rural collective operating construction land in Nanhai of Guangdong is large and small, and the sovereignty is scattered. About 80% of the land area is less than 25 mu. The property rights of most rural collective construction land are in the hands of more than 2,300 rural collective economic organizations in the region. This is incompatible with the scale of Nanhai's modernized land use. For this reason, the Nanhai government of Guangdong has created a national precedent by introducing the land consolidation system into the field of rural collective operating construction land and implementing it for the first time. At present, academic research on the entry of rural collective construction land into the market focuses on the status of entry into the market, the existing problems, obstacles and countermeasures [1-6], the income distribution of entry [7-9], the operating mechanism of entry [10], entry into the market Price [11-12], laws and regulations related to entering the market [13] and path selection for entering the market [14], there are also some researches involving market entry modes [15-17], but there are few specific studies on preparation and market entry. Both the practical experience level of relevant cases and the research level of the system theory are very lacking, and there is no result of game analysis of the relevant stakeholders in the preparation of rural collective operating construction land into the market. While preparing to enter the market is a way of entering the market, the final decision of whether to prepare or not is a three-party game process between the transfer, the transferee and the district and town government. Therefore, to analyze the behavioral choice of the way of entering the market for rural collective operating construction land, not only analyze the transfer's perspective, but also take the transferee and district and town governments into decision-making considerations. Based on the analysis of the evolution of the tripartite game, the article will examine the reasons why the transfer chooses to enter the market without preparation, the reason why the transferee chooses to enter the market, and the district and town government's selection behavior

in the way of entering the market for rural collective business construction land. And put forward suggestions on how to promote the preparation of rural collective operating construction land into the market.

## 1. Overview of the Proposal and Implementation of Land Consolidation in Nanhai of Guangdong

### 1.1. Proposal of the Way to Enter the Market for Land Preparation in Nanhai, Guangdong

The term land consolidation is not the first in Nanhai. As early as 2011, the Shenzhen government document "Several Opinions of the Shenzhen Municipal People's Government on Promoting Land Consolidation Work" already appeared. Shenzhen's land preparation is mainly proposed to solve the redevelopment of urban stock land; while the Nanhai land preparation is for rural stock land and is proposed to solve the problem of large and small scattered rural land. The country's first land preparation center established for rural collective operating construction land was created in Nanhai. The specific listing time was October 17, 2016, and the "Trial Measures for the Management of Rural Collective Operational Construction Land in Nanhai District, Foshan City" was issued on the 20th.

The biggest feature of the Nanhai rural land preparation model is that the attributes of collective land remain unchanged; the village collective economic organization just "trusts" collective construction land to the township government or the district government's land preparation center, and it will dispose or manage it on its behalf. The biggest advantage of hosting the rural collective operational construction land by the land preparation center is that it can integrate the fragmented land. This approach can give investors more confidence, and at the same time, greatly reduce the cost of docking negotiations for investors. From the past communication and docking with many village collectives to the docking with the land consolidation center after the renovation, it can also reduce the occurrence of disputes. Of course, it can also be used to achieve the purpose of introducing excellent business and capital and promoting industrial upgrading.

The main goal of the Nanhai rural land consolidation model is to achieve a win-win situation for the villagers and the local government. On the one hand, villagers continue to obtain stable rental income, which is mainly reflected in the transformation of the past low-end industrial carriers into high-end industrial parks through collective land preparation. In the long term, the rental income has been steadily increasing. On the other hand, local governments can also get a certain percentage of tax revenue and gradually get rid of land finance.

### 1.2. Overview of the Implementation of Land Consolidation in Nanhai of Guangdong

In October 2016, China's first rural collective land consolidation center was established in Nanhai District, Foshan, and the towns and streets under its jurisdiction successively established town and street land consolidation centers. In the past, cities in the Pearl River

Delta basically adopted the extensive economic development mode of "fire in villages and smoke from households", but now this mode is facing urgent requirements for transformation and upgrading. In order to solve the problem of industrial land use, the collective land preparation center was entrusted when it was established. High hopes, but in the actual operation of Nanhai, its progress is not very optimistic. In 2016, in the first year of the establishment of the collective land preparation center, there was no successful case; in 2017, only Jiujiang Town made a breakthrough, involving the preparation of 119 acres of rural collective land, and there was no breakthrough in the remaining towns and streets; Danzao Town achieved a breakthrough in 2018, The 1000 acres of land used for the settlement of the Yangtze River Hydrogen Energy Vehicle Project was obtained through consolidation. Among them, the land prepared by Jiujiang Town is located next to the road in Heqing Section of Jiujiang Avenue, involving two village collectives. The land was previously intertwined and contiguous fish ponds of different sizes. The land preparation center of Jiujiang Town rents 10000 yuan/mu. The price obtains the right to develop this land; the 1000 acres of large-scale contiguous land required for the Yangtze River Hydrogen Energy Vehicle Project in Danzao Town has also been prepared through preparation, involving multiple land ownership subjects.

The reason why collective land preparation has been implemented in Jiujiang Town and Danzao Town successively is mainly related to the geographical location and economic development of these two towns. Neither town is in the center of Nanhai District, and the economic development speed is relatively backward. The value of rural collective land is not very high. Villagers pay less attention to property rights than other towns and streets, and conflicts between villages are relatively easy to reconcile.

Although the advancement of land preparation in Nanhai is relatively slow, its development ideas are in line with the land demand of Nanhai in the new era. In 2017 alone, there were 28 batches of personnel from all over the country to Nanhai to investigate the situation of land consolidation. The maintenance system looks beautiful, but it is very difficult to implement in practice. According to interviews with villagers, villagers in Guicheng, da li, Lishui and other towns and streets attach great importance to the property rights of rural land. They are more interested in a more open market and smoother circulation of rural land, but they are not enthusiastic about the overall planning and planning led by the government. That is to say, villagers do not want to entrust the land to the collective land maintenance center. In addition, in the investigation of towns and streets in the east and middle of Nanhai, it is found that because each village collective owns a certain proportion of collective land, different villages have a huge income gap between different business units due to different locations and different contiguous areas, and it is difficult to allocate functions between different villages, and public service facilities are also difficult to land; To prepare contiguous

rural collective land, public welfare projects, public service facilities and infrastructure land must be implemented according to certain planning, but village collectives and villagers are basically unwilling to use their village collective land to build public supporting facilities.

## 2. The Evolution Logic of Tripartite Game in the Preparation of Rural Collective Construction Land into the Market

At present, the pilot project of rural collective construction land entering the market has ended, and it has entered the stage of spreading across the country. The property rights and management rights of rural collective construction land in Nanhai, Guangdong Province are in the hands of 2304 rural collective economic organizations in the whole region, which is the real transfer of rural collective construction land entering the market. Because rural land resources, especially in highly industrialized cities such as Nanhai of Guangdong Province, are becoming less and less, the demand of land-use enterprises is rising, and the rural land market presents the characteristics of "seller's market". Therefore, rural collective economic organizations have a certain initiative in such aspects as whether or not to enter the market, the area, the duration, the price, the way and the way of entering the market. Fig.1 shows the game line of rural collective construction land preparation and entering the market.

Regarding the way of entering the market, due to the innovative proposal of Guangdong Nanhai to prepare to enter the market, the rural collective economic organization, that is, the transfer, has two possible behavior choices: one is to follow the trend and choose to enter the market with remediation; the other is to choose to enter the market without remediation in the original way. So, what is the reason that rural collective economy organization chooses reconditioning to enter the market? Theoretically, it should meet the following two requirements: one is profitable, the other is more reassuring; if both of these two points are met, then the roll-out party will follow the development trend and choose the preparation into the market. In this way, the supply and demand can be matched, and the speed and scale of preparation into the market will be greatly promoted. On the contrary, if neither of these two points can satisfy the transfer, the transfer will not choose the preparation into the market, while the transferee hopes the preparation into the market, so the game phenomenon will occur between the transfer and the transferee.

For rural collective economic organizations (that is, the transfer of operational construction land) who chooses not to prepare to enter the market, the transferee also has two options, one is to accept and the other is not to. The reason why the transferee accepts the lack of preparation is that the market entering the market is a "seller's market" and it is in a passive position. Another is that its own business scale is not large and the land area required is not very large. If the transfer chooses to enter the market without recondition and the transferee

accepts the same, the land will enter the market smoothly, but the land area will be relatively small, which cannot solve the problem of land fragmentation and the industrial scale is difficult to realize. Of course, according to the geographical location of the village collective, some village collectives also want to prepare to enter the market. Therefore, the transferee is not completely passive in the market entering the market, depending on the geographic location of the rural collective land needed. If the transferee insists on non-remediation, the transferee can have two strategies: one is to increase the price in exchange for a large area of land; the other is to form an alliance with other transferee to lower the price of the unpreparation land and urge the transferee to entrust the land for remediation. If, by increasing the price, the transferee can obtain a large area of the prepared land, the agreement can be reached between the transferee and the transfer. On the contrary, if the transferee forces the transfer to prepare for the market through price reduction and joint district and township governments, then the game between the transferee and the transfer will continue.

The establishment of land remediation center by district and township governments is, of course, the relevant stakeholder of rural collective land entering the market. In the game between the transferee and the transfer about the remediation of collective operational construction land entering the market or not entering the market, there are probably three choices: The first is to stand on the side of the transfer and obey the village economic organization to enter the market on its own. The prerequisite for the district and town government to choose this behavior is that the land adjustment fee it collects from the village economic organization is greater than the benefits of colluding with the transferee; this choice of behavior is not conducive to solving the problem of land fragmentation, and land preparation is slow to enter the market. The second case is to conspire with the transferee to exert pressure on the transferee to force the village collective economic organization to entrust the village construction land to prepare, so as to get some benefits from the transferee. The premise for the district and town governments to make this choice of behavior is that the rent-seeking income obtained in collusion with the transferee is greater than that obtained by letting the collective economic organizations enter the market by themselves; This behavior choice will be beneficial to solve the problem of land fragmentation, land remediation into the market speed; However, this behavior may result in the slow or stagnation of the market entry of rural collective commercial construction land due to the unwillingness of the transfer to reorganize, thus leading to the frequent occurrence of conflicts or the risk of mass incidents. The third situation is to act as an intermediary to promote the preparation of collective profit-oriented construction land among village collectives. The main work is to provide land supply and demand information, contract template, witness the signing of contracts, file contracts and solve disputes between multiple village communities and transferee.

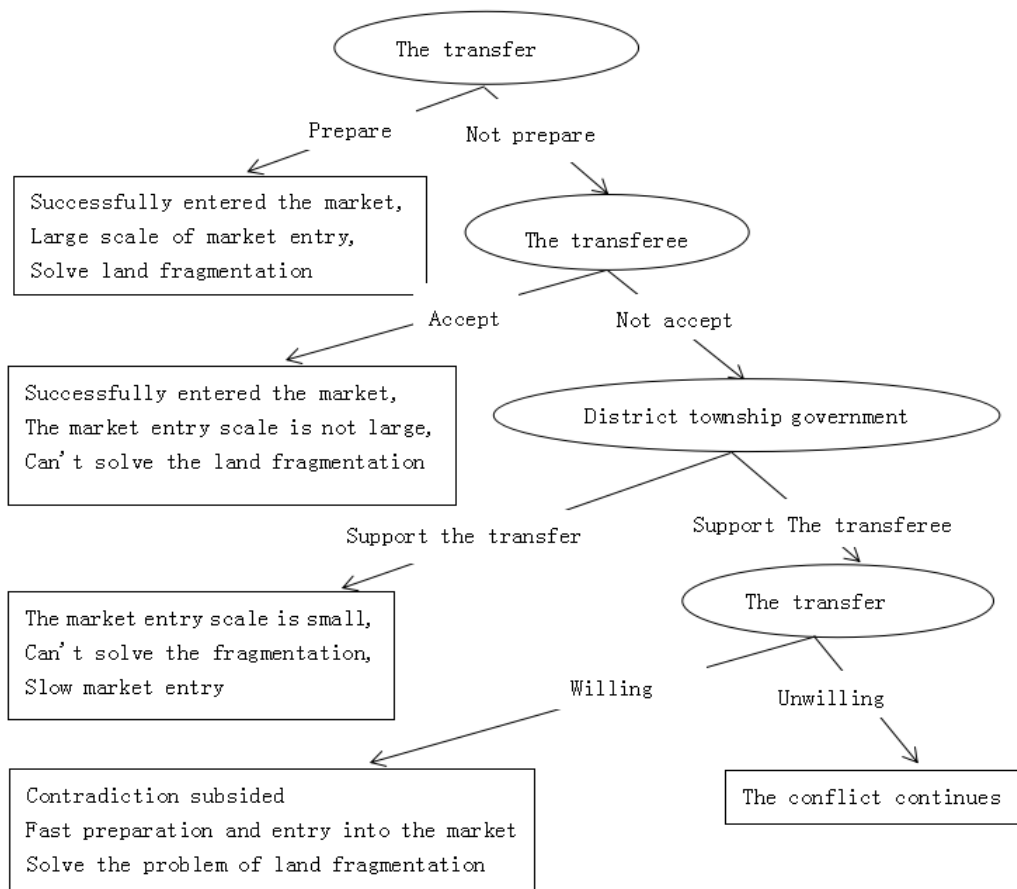


Figure 1. The game route for the preparation of rural collective operating construction land into the market

**3. Tripartite Behavioral Choices in the Preparation of Rural Collective Operating Construction Land into the Market**

The previous article has conducted a general analysis of the possibility of the transferee, transfer and district and town government behavior choices in the game of rural collective operating construction land entering the market. In fact, the transferee, transfer, and district and town governments are all rational economic people, and they will all make their own optimal behavior choices from the perspective of cost and benefit.

**3.1. Analysis of Transfer Behavior**

The article divides the village collective economic organization into the eastern developed economic organization, the middle-level economic organization in the middle, and the western underdeveloped economic organization based on the location of the towns in Nanhai.

*3.1.1. Game Analysis of decision-making of collective economic organizations in eastern developed villages*

The village collective in the east of Nanhai (Guicheng, Lishui Town, Dali Town) is adjacent to Guangzhou due to its location and relatively developed economy. The management level of the village collective economic

organization is relatively high, and it has been used to having the initiative of the transfer of collective construction land into the market. Moreover, due to the relatively high land value brought by location, village collective economic organizations expect that the price of village collective profit-oriented construction land will be relatively high. Therefore, the eastern village collective economic organizations do not have a strong desire for land trust and reconditioning to enter the market. In the investigation of our research group, we also found that no village collective in the eastern town and street adopted the reconditioning approach to enter the market. At this time, the incentive for the developed village collectives in the east is to raise the price of reconditioning into the market through the demonstration of the successful cases in the west, so that the village collectives can see more objective expected benefits, and then it is possible to stimulate the village collective economic organizations to conduct the reconditioning into the market.

*3.1.2. Game analysis of middle level economic organization decision-making*

For the towns in the middle of Nanhai (Shishan Town), its location is not as superior as those in the east. Of its economic development level in the whole region belongs to middle position, the village collective economic organizations to transfer collective construction land

market of the initiative is a bit weak, to grasp the importance of the collective construction land property rights is weak in the east, and its location to determine the land value is relatively lower, the village collective economic organizations expected collective profit-making market prices will rise, and the construction land, therefore, the central village collective economic organizations land hosting and servicing the will of the market in the medium level. At this time, in order to motivate the village collective economic organization to prepare and enter the market, it also depends on the demonstration effect of successful cases and the expected level of income.

### *3.1.3. Game analysis of decision-making in western underdeveloped economic organizations*

To the west of Nanhai (jiujiang town, danzao town) in terms of its geographical location is relatively remote, economic development is relatively poor, the management level of village collective economic organizations is relatively weak, the land market value also correspondingly reduced, the village collective economic organizations of rural collective business construction land market is relatively low, the market price of the village collective economic organizations to transfer collective construction land market of the initiative and to grasp the importance of property rights is weak, therefore, the west village collective economic organizations of land hosting and servicing the will of the market is relatively strong. In our research group, it is also found that two village collectives in western town are successful cases of land reconditioning. At this time, village collective economic organizations with the willingness of land remediation into the market can adjust the price within the expected price range based on the reasonable judgment of the marginal revenue of land production of the transferee, and appropriately raise the price of land remediation into the market, so that the remediation into the market can occur.

### 3.2. Behavior Analysis of the Transferee

As the transferee of rural collective operating construction land, the scale of the land required will also vary depending on its business scope, nature of business, risk preference, etc. Some people prefer large-scale areas that need to be prepared to enter the market, and some expected that the area is small and does not need to be prepared to enter the market. The research team learned through on-site investigations that, on the whole, most transferee in Nanhai, Guangdong tend to choose to prepare land for the market. There are two main reasons:

First, in the view of the transferee, the preparation of rural collective operating construction land into the market can greatly reduce the negotiation cost, from "one-to-many" negotiation to "one-to-one". If the transferee needs a relatively large area of land, and the plot involves multiple village collectives, then it can greatly save transaction costs and reduce the chance of disagreement in the preparation of the market. The negotiation process for the preparation and entry into the

market is between the transferee and the district and town government's preparation center, and there is no need to negotiate separately between the transferee and the village collectives involved one by one. The advantage of this is that the contradiction between the transferee and the collective economic organizations of multiple villages is transformed into the contradiction between town government and the collective economic organizations of multiple villages, which greatly reduces the conflict between the transferee and the collective economic organizations of the village. After all, the town governments are more familiar with village collective economic organizations than the transferee, and can reduce the occurrence of disputes. Of course, they can also use this to achieve the purpose of introducing excellent business and capital and promoting industrial upgrading.

Second, from the perspective of the transferee, the larger and more contiguous the rural construction land acquired, the greater the possibility of obtaining additional benefits through re-entry. The re-entry of rural collective operating construction land is also an important form of rural collective operating construction land entering the market under market economy conditions. The reasons for the transferee to bring the rural construction land into the market again are as follows: due to its poor management, the transferee is forced to transfer or lease the rural construction land again; The second situation is that the transferee finds that the income from his own operation is not as high as that from subleasing the rural collective profit-oriented construction land to others. In another case, the transferee starts out as a pure speculator, using rural construction land only as a speculative tool, hoping to obtain the price difference from the re-entry market. Under these circumstances, the larger the scale and the more contiguous the rural collective construction is, the more potential benefits it can bring to households, which in most cases can only be realized through land remediation.

### 3.3. District and Township Government Behavior Analysis

From the results of the second land survey, it can be seen that the rural collective profit-oriented construction land in Nanhai District is characterized by large quantity, small size, sporadic and scattered property rights. In addition, due to the low efficiency, insufficient supporting facilities and obvious characteristics of independent governance, it is difficult to meet the land demand of the transformation and upgrading and economic development in NanHai. Therefore, NanHai boldly innovated and set a new example for the whole country by introducing the rural collective operational construction land preparation system, so as to solve the problem of land fragmentation and dispersion. The main goal of Nanhai's rural land consolidation into the market is to achieve a win-win situation for the village collective economic organization, district and town governments and the transferee. First of all, land transfer (village collective economic organizations) can continuously

obtain stable rental income, which is mainly reflected in the transformation from low-end industrial carrier to high-end industrial park through collective land remediation. In the long run, rental income will increase steadily. On the other hand, local governments can also get a certain proportion of tax revenue and gradually get rid of land finance. In addition, the transferee can also reduce the negotiation cost so as to obtain a larger scale of land remediation. But no system is perfect, and the land consolidation system also has its limitations. With its establishment, the local government will take back the village group's authority to manage the collective land, that is, to break the original village collective economic organization led by the independent, free transfer of rural collective construction land balance. To enter the market now is to break the original equilibrium state, that is, to re-balance the interests of various stakeholders. It is very difficult, and Nanhai is not easy in practice. However, from the perspective of theoretical analysis, harmony is stronger, and land remediation into the market can better solve the fragmented problem of rural collective construction land in Nanhai, which is in the right direction.

In the process of preparing and entering the city, the district and town governments must either obey the village collective economic organization and allow the village collective economic organization to maintain the legal transfer method before entering the city. But as a result, the problem of land fragmentation in Nanhai cannot be solved, and the transformation and upgrading of the industry in Nanhai through land preparation will not be realized. On the other hand, the township government as a unit, the grass-roots civil servants for political career and political incentives, area of land development right over the transferee of township governments tend to support demand, therefore tends to the identity of the cadres at the grass-roots level to transfer pressure, persuasion and pressure village collective economic organizations shall make its managed land, let the land market by gearing up. Of course, district and township governments also have a choice of behavior, which is to organize, coordinate and promote the rural collective profit-oriented construction land to enter the market from the standpoint of justice, but this kind of behavior cannot promote land remediation to enter the market.

In analysis, we know that the way of rural collective construction land market of NanHai game evolution path: on the one hand, because of the rural construction land of NanHai has long been a gray market, as turn out side of the village collective economic organization management ability is strong, accustomed to holding the initiative of rural construction land, the land of the expected returns are relatively high, fear by servicing the market will lose control of the land, so reluctant to construction land development in the market. On the other hand, as the investors of the transferee, many transferee hope to acquire the right to operate the rural construction land through remediation because they believe that remediation is conducive to the scale of production and

operation activities and the possible investment income, as well as to reduce the negotiation cost. Thus, a game is formed between the transfer and the transferee, and the district and township governments can choose the original way of entering the market to support the village collective economic organizations. It can also support the transferee, so as to adopt some administrative command means to facilitate the transferee into the market; Of course, district and township governments can only act as intermediaries, serving as a bridge and link between the two sides, rather than doing substantive work. Due to the need of political promotion and local transformation and upgrading, district and township governments tend to support the transferee more likely. If the district and township governments collude with the transfer-in party, the contradiction between the transfer-in party and the transfer-in party may deteriorate, and even hinder the pace of the collective profit-making construction land entering the market.

#### **4. Game Countermeasure Analysis of Reconditioning Rural Collective Profit-Oriented Construction Land into the Market**

The rural land in NanHai is large, scattered and fragmentary, but to realize the economic transformation and upgrading, it is necessary to solve the problem from land remediation. Without the large-scale remediation of contiguous rural construction land, it is impossible to realize the high-quality industrial development. Through trials, NanHai has created an original system of remediation of commercial construction land. However, the pace of progress is slow, and village collectives rarely respond. The entry of rural collective construction land into the market is still the work of each village collective economic organization, and there are few successful cases of remediation into the market, and the scale of entry remains small. According to the above game analysis, it can be seen that the willingness of the supply and demand of rural collective profit-oriented construction land to recondition into the market does not match, the transfer does not want recondition, while the transferee wants recondition. Through the above analysis of the possible behaviors of the transfer, the transferee and the district and township government, several countermeasures and suggestions are put forward in order to promote the preparation of rural collective construction land into the market more smoothly.

##### **4.1. To Guide Village Collectives and Villagers to Correctly Understand the System of Reconditioning and Entering the Market**

According to the investigation of the project, only 21.3% of the villagers have a "good understanding" of the system, indicating that the publicity of the system still needs to be further carried out. By strengthening propaganda, guide the village collective, the villagers gearing up correct understanding of the nature of the market system, emphasis on rural collective land ownership after operating gearing up construction land through market, is the village collective property rights in

the villagers' hands, remove the village collective, villagers to servicing the market after the land property rights may change, highlight the long-term benefits of rural land development, and formulate the corresponding mechanism to ensure that the rural collective land development after earnings increased steadily and the long-term development of the land value. If the village collectives and villagers all support reconditioning into the market, then the village collective economic organizations will also support reconditioning into the market.

#### 4.2. Improve the Effect of Village Collective Economic Organization on Reconditioning Into the Market

We will do a good job in demonstrating the effect of reconditioning and market entry, and improve the expectation of village collective economic organizations on the effect of reconditioning and market entry. Due to the relatively fixed geographical location of each village, it is difficult to change, and different villages due to the location of different, different degree of contiguous area formed by the huge income gap of different operating units; In addition, the development level of different towns and streets varies greatly; As a result, the willingness of village collective trust land reconditioning varies greatly. In the survey of village collectives and villagers' willingness to trust land, it is found that the land value of the more developed town in the east of Nanhai is relatively high, and the village collectives and villagers' income from the existing land circulation is already relatively high. They do not want to trust land, mainly because they are afraid of losing the control right of the land, and they also worry that the income after trust will be lower than before. In view of this situation, it is suggested that the government departments should do a good job in the demonstration effect of reconditioning rural collective commercial construction land into the market, and improve the villagers' expectation of the effect of reconditioning into the market.

#### 4.3. Establish a Profit Sharing Mechanism for the Preparation of Rural Collective Operating Construction Land

Through the establishment of the benefit sharing mechanism of rural collective profit-making construction land remediation into the market, it is expected to achieve a win-win situation among district and township government, transfer and transferee. From the point of view of district and town governments, moving up the remediation and management right of rural construction land can effectively solve the problem of land dispersion and fragmentation, provide land space for the realization of economic transformation, and better realize the overall urban function. For the transfer, land remediation can promote the transformation of rural economic growth model, change the past situation that villages are not related to each other and run their own affairs, and realize the high-quality transformation of rural community urbanization. For the transferee, it is of great benefit to the large-scale development of production and the

reduction of negotiation cost to obtain rural construction land through land remediation. The smooth promotion of land remediation into the market, in particular, the village collectives and district and township governments should be innovated to establish a reasonable benefit distribution mechanism, and more fundamentally to reverse the wrong practice of "free" rural collective land transfer in Nanhai.

#### 4.4. Strengthen the Cadre Management System of District and Township Governments and Standardize their Administrative Behaviors

First of all, through strengthening the legal education of district and township government cadres, let them strictly implement the administrative consciousness of knowing the law and abiding by the law; Then through the establishment of mutual supervision and management mechanism, improve the reinforced region of township cadres management system, standardize the administrative behavior, make its maintenance already village collective economic organizations of the legitimate rights and interests of land used for construction of rural collective management, and actively support and promote the village collective economic organization development way in the market circulation of rural collective construction land management sex.

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