

Research on the Existing Problems of County Economic Development in Shaanxi Province and the Countermeasures*

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Abstract—Occupied an important position in the economic development of the whole province, the county economic development in Shaanxi Province has made some achievements in recent years, but it does not reflect its strategic position and key role in the development of the whole province. Therefore, this paper analyzes the existing problems of county economy in Shaanxi Province, summarizes the factors that restrict the development, and puts forward solutions and suggestions, aiming to provide reference for the development of county economy in Shaanxi Province.

Keywords—Shaanxi Province; county economy; existing problem; restrictive factors; strategy advice

I. INTRODUCTION

The development of county economy is an important issue in the self-improvement and evolution of basic social and economic units in China. County economic system has gone through three historical stages: pure countryside, urban-rural opposition, urban-rural composition or urban-rural integration. Urban-rural integration is the objective trend of county economic system evolution. [1][2][3][4][5]

County economy in Shaanxi occupies an important position in the economy of the whole province: county population, agriculture, forestry, animal husbandry and fishery, grain production and so on occupy a larger proportion in the province; however, the proportion of local fiscal revenue, gross domestic product, etc. is relatively low in the total value of the province. [6] [7]

The county economic development in Shaanxi Province,

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which plays an important role in the economic development of the whole province, has made some new breakthroughs in recent years, but its strategic position and role in the economic and social development are far from fully reflected.

At present, the county economic development in China is moving towards a new stage of urban-rural integration, in which urban-rural factors flow smoothly and openly, urban-rural construction distribution is orderly, three industries are intertwined and integrated, and the boundary between villagers and migrant workers is blurred and diluted. Under the current social background, how to promote the development of county economy in Shaanxi Province, form a characteristic development model, and become the support for the development of new urbanization. This article starts from the following aspects:

II. OVERALL CHARACTERISTICS OF COUNTY ECONOMIC DEVELOPMENT IN SHAANXI PROVINCE

In 2016, the total GDP of all counties (cities) in Shaanxi Province has achieved 892.796 billion Yuan, accounting for 46.6% of the whole province, 1.4 times of 2011 and an average increase of 9.7% annually; the local fiscal revenue is 34.14 billion Yuan, an increase of 6.262 billion Yuan compared with 2011, and 429.08 billion Yuan of industrial added value, an average increase of 10.1% annually, which is 0.1% higher than the province. The construction of county industrial parks and agricultural parks are in advance, with more than 200 key county industrial parks (concentrated areas) and more than 2000 agricultural parks in the province. County agricultural production is stable and rural tourism is developing rapidly. Family farms, major professional households, farmers' cooperatives, leading enterprises of agricultural industrialization and other new agricultural business entities

are growing constantly. The constructions of e-commerce parks and e-commerce application services have developed rapidly, becoming a new force and new mode to activate county development. [8]

A. The Promotion of New-type Urbanization

It mainly centers on the construction of county and key towns, and the rapid development of small town with characteristics. The average population of small towns in county areas has expanded to more than 5,000 people. A total of 6.95 million rural residents have been settled in cities and towns in the province. Much work has been done in the areas of withdrawing villages and setting up towns, withdrawing counties and setting up cities (districts) in counties and integrating villages and towns. After 10 years of relative stagnation in the work of setting up cities and districts, six districts and cities, namely Gaoling District, Huazhou District, Hengshan District, Ansai District, Huyi District and Shenmu City, have been established successively during the past three years.

B. The Construction of Public Service

There is a large investment in the county social undertakings, and the public service capacity has been improved significantly. Rural compulsory education and the policy of "two exemptions and one subsidy" have been fully implemented, and the task of "two bases" has been first accomplished in the western region. The new rural cooperative medical system reduces the economic burden of farmers' medical treatment, and realizes the full coverage of village clinics and township hospitals basically in the whole province. Fugu County, Ningshan County and Yijun County took the lead in realizing free education for 15 years. Take the lead in launching comprehensive reform of county-level public hospitals, Shenmu and other counties (cities) are the first in realizing free medical care for all in the country. The relocation of migrants has brought 1,747,000 people into new houses, the housing difficulties of 2.18 million middle-income and low-income families in cities and towns have been solved, lifted 6 million people out of poverty, solved the drinking water safety problems of 6 million people in rural areas, and built asphalt (cement) roads to 85% of the constructed villages. In 2016, the per capita disposable income of farmers in the province reached 9396 Yuan, an increase of 1.6 times over that in 2012, with an average annual increase of 13.3%. There are 19 strong education counties, 26 national health counties and 15 famous cultural tourism counties in Shaanxi Province.

C. The Ecological Environment and Protection

Thirteen counties, such as Fuping County in Weinan City, Qianyang County in Baoji City, Zhenba County in Hanzhong City, were selected as national demonstration zones for ecological protection and construction, and four counties, Taibai County, Jiaxian County, Xunyi County and Pucheng County, were selected as pilot cities and counties for ecological civilization demonstration projects in Western China. Five provincial eco-garden cities (counties and towns) have been established. Eleven counties (towns) such as Meixian and Shiquan have become national garden counties

(towns). The coverage rate of garden counties in the whole province has reached 87%. The standardized disposal of rural domestic waste, pollution control of rural industry, waste pollution control and resource utilization projects of livestock and poultry farms, and inspection and certification of harmless agricultural products are in constant progress. In the assessment of eco-environmental quality of county areas in key national eco-functional areas in 2016, the ecological environment quality of 41 counties in Shaanxi Province was better than that of last year. The ecological environment quality of the counties assessed showed a trend of "becoming better among the stable overall".

D. Innovation of Systems and Mechanisms

Comprehensive rural reform has continued to be deepened, and new mechanisms for land management, financial management, new-type agricultural socialization service system, new-type agricultural management system and new mechanism for overall urban and rural development have been gradually established. The comprehensive reform of towns and villages has been completed basically, and the construction of township institutions and new rural communities with perfect functions and efficient services has been promoted continuously. Township governance mechanism is becoming more and more perfect, and the functions of economic development and public service are constantly strengthened. The reform of "separation of powers" based on the principles of collective ownership of land, stabilization of contractual rights of farmers and liberalization of land management rights has been effectively promoted. The land confirmation information system and database have been speeded up and perfected, and the forming of a sound environment for the development of new business entities has been accelerated. There are great supporting policies and encouragement for grain planting, characteristic agricultural development and processing of agricultural by-products. The financial reward and subsidy system for village-level collective economic development, the financial reward and subsidy system for township fund management and the pilot project of new agricultural socialization service system are implemented effectively.

III. ANALYSIS OF THE PROBLEMS EXISTING IN THE DEVELOPMENT OF COUNTY ECONOMY IN SHAANXI PROVINCE

A. Low Degree of Industrial Integration and Upgrading

The construction of modern agricultural parks and the intensive management of large-scale land are in relatively low level. At present, there are more than 30 national-level, over 200 provincial-level and 1000 city-county level agricultural parks. Operators are not very enthusiastic about the basic investment of agricultural parks that the infrastructure construction and the development of agricultural science and technology lag behind, failing to form the development chain featured with modern management, market-oriented operation and quality commodity.

The number of industrial parks is large, but a considerable number of them are not running well in infrastructure construction, investment attraction and enterprise

agglomeration. Up to now, the construction of basic investment cannot be continued, and less enterprise enters in, so it is difficult to operate and output benefits.

The development level of agriculture and industry is low, so that it cannot effectively link the development of service industry. The business logistics and tourism are flourishing based on the basic daily production and living and ecological and cultural resources, thus led to the development of farm stay and convenience stores, which have helped some farmers to increase their income, but most of them have not yet formed a large industry to drive the county economy.

B. Loose Production and City Integration and Interaction

Small towns are county areas that bare the population urbanization, intensification of industry and modernization of service, as well as the highlights of regional economic growth pole and civilization progress. We haven't made enough exploration on the needs of small town development and construction in Shaanxi, given small financial support for the investment and construction, and haven't stimulated the market-oriented investment and financing ability. The level of planning and layout construction of key towns is low, and the convergence of resource elements and economic and social carrying capacity are not strong. A number of characteristic towns have been formed in various places, but there are many imitations and obvious repetitions. The number of demonstration construction of strong towns and small town-level cities is small, playing weak leading role in county economy and urbanization. The town construction of counties located around the medium and large scale cities cannot effectively undertake the elements of central urban areas and industrial spillovers, and it is difficult to form a satellite town-style supporting development pattern. In counties far away from large and medium-sized cities, except for a few energy and chemical counties, it is very difficult to form several new towns. There are few investment projects, and it is difficult for cities to invest industrial and commercial capital in counties. The integration and transformation of villages and towns, such as towns integration, transforming villages in cities, amalgamation of small villages into large villages and reclamation of hollow villages, have been pushed forward slowly that can not meet the needs and support the urbanization transfer and centralized development of population.

C. The Disharmony Between Social Public Service Ability and the Demand of Life and Production

Over the years, the provincial and municipal governments have invested a lot in the building of public services such as basic education, medical and health care, grass-roots culture, sports and fitness, welfare and old-age care, and the problem of weak public social services has been solved greatly. However, on the one hand, the facilities and service capacity cannot meet the overall demands, and on the other hand, most of the village and township facilities are set aside. The service of some counties and key towns is overloading, while the village service center are left with no one to ask. There are severe contradictions between the large number of facilities construction and investment and the low level of team building,

technical level and service quality. Despite the rapid development of public services, social problems such as difficulty in attending school, high cost of seeing a doctor, pension worries, lack of cultural and sports, and the occurrence of poverty because of medical treatment and school attendance are still prominent. The progress of new rural community construction is slow, and the comprehensive supporting facilities of production, living and property services in urban communities can not keep up. It is difficult for residents to move in, get used to the living, stay there and live a happy life.

D. County Infrastructure Construction and Rural Management Not Meeting the Requirements of Development

Traffic linking with large areas at county level is far from meeting the needs of county's introducing and stepping out development. Road construction cannot keep pace with the development of urban and rural areas at county level and the linking of scenic spots, industrial parks and commodity distribution centers. The last one kilometer extension connection of comprehensive supporting facilities such as hydropower, telecommunication and so on is poor. It is difficult to promote the treatment of urban and rural sewage and garbage, and its normal operation and benefits are not well. There are great challenges in the rural social management and civilization, and the management of village-level organizations is difficult and weak. The quality of managers is low, the behavior supervision is not in place, the service is lacking, and even the evildoers often occur in the countryside. Villagers' ideological morality and comprehensive quality are seriously absent, and ideological cognition, moral standards and behavioral norms are greatly impacted by the collision of old and new ideological trends.

E. High Pressure in Ecological Civilization and Land Protection

There is heavy task for the ecological protection in Qinba Mountains, Loess Plateau, main forest and grassland areas and important water conservation sites is very heavy. The problems of whether or not to develop industries, how to develop and how to compensate if not develop in the prohibited development zones are still not solved. Because of the inadequate investment in ecological restoration, land pollution, geological damage, stratum collapse, waste surrounding villages, sewage cross-flow and other ecological damage, we have great difficulties in environmental pollution control, and there is still a long way to go for county cleaning, recycling production and life system construction. The overall composition and quality level of land have declined after the continuous occupation of high-quality land by urbanization. The application of chemical fertilizers and pesticides has resulted in serious land consolidation, acidification and pollution, affecting the sustainable use of land and the level of land productivity.

IV. THINKING ON THE RESTRICTIVE FACTORS OF COUNTY ECONOMIC DEVELOPMENT IN SHAANXI PROVINCE

A. Financial Sources and Investment Financing Constraints

Firstly, the financial investment capacity of public development issues is insufficient; especially the responsibility, investment and management at the county level are far greater than their income, financial resources and distribution power. Secondly, there are few financial guidance means for market-oriented projects and development matters, and the platforms to support investment and financing are few, small and weak. It is difficult to build and play the role of county-level investment and financing platform, and the provincial and municipal financing platform and guarantee mechanism services have not extended to the county-level sufficiently. Thirdly, the main difficulty of financial institutions' loans occurs in the counties, where the proportion of investment in public affairs and public service is large. Small and medium-sized enterprises, private economy, cooperatives and farmers are the main market players, and the ability to resist risks in developing market economy relying on agriculture and rural farmers is small. Especially in the current economic downturn, it generally reflects that the credit-breaking of financial institutions has become an important cause of county financial risk and debt crisis. Finally, various kinds of financial subsidies and relief failed to implemented to a certain extent, and the complicated declaration, long cycle and slow landing effect lead to the difficulty of public and basic financing and inadequate guidance for industrialization and operational development, and the lack of initial support for project construction and the establishment of industrial enterprises.

B. Land Supply and Demand Management Constraints

Firstly, there is little available construction land, and many investment projects and large-scale infrastructure projects are dragged by the unusable land. Secondly, owing to many restrictions in the implementation of balancing between land occupation and compensation, coupled with the implementation of "compensate what occupied" in recent years, the county has no place and no way to make compensation. Thirdly, the initial land type division is far from the actual land characteristics. Some land types such as unreasonable classified forest land, wetland, and grassland and so on cannot be constructed and used for a long time, nor can they supplement cultivated land, but it is difficult to adjust and change. Moreover, the complex procedures of land submission and approval, multi-level management and long time consuming delay the project implementation. Finally, it is difficult to transfer and use rural construction land and contracted cultivated land, and the level of large-scale intensive management and utilization is low. Capital functions such as mortgage and utilization as resource elements have not been brought into play, which affects the development of agricultural industry, collective economy, family farms and other emerging economies and urbanization construction.

C. Employment Mechanism Constraints

Firstly, there is a general shortage of suitable and high-quality talents. The lack of professional and technical

personnel such as medical and health care, education and teaching, agricultural science and technology is the fundamental reason for the inadequate capacity of public service and scientific and technological services. The lack of market-oriented managerial personnel, especially entrepreneurs, is the biggest constraint to add vigor into county economic development. Secondly, inactive employment mechanism, low wages and difficulties in the exchange and flow of talents among enterprises, government-affiliated institutions and administrative units affect the recruitment of talents and fully play of their roles. Thirdly, the creativity and initiative of talents have not been fully stimulated, and it is difficult to implement the talent incentive policy. Finally, the population situation formed over the years has resulted in the decline of labor resources, quantity, and quality and overall supply capacity for county development.

D. Constraints of Implementing Preferential Assistance Policy

The province and cities have issued many policies to support and encourage the development of county economy and urbanization, but the specific supporting policies, implementation rules and operation methods haven't keep pace with it. Because the policy is too macro or lacks pertinence and inclination, the ideal effect cannot be achieved in the concrete implementation. For example, in the overall integration of the use of financial funds related to agriculture, because of the need for project changes and so on, the actual operation is difficult. Provincial government proposed to set up special fund for county industrialization development, but the fund support lacks local conditions and precision, and the fund allocation is not scientific. Since 2007, some counties have been listed as provincial-level pilot projects of power expansion and strengthen counties. However, the details of decentralization of powers by individual departments stipulated in the document are not clear, and the implementation of matters is not thorough and lacks operability. The provincial policies on supporting the development and construction of high-tech development zones are scattered in different policy documents, and there is no unified overall guidance, which leads to the lack of basis for specific practice.

V. STRATEGIES OF COUNTY ECONOMIC DEVELOPMENT IN SHAANXI PROVINCE

A. Determining the Joint Development of Cities and Towns at Different Levels

In order to improve the high-quality public service and maintenance capacity, modern infrastructure capacity and ecological civilization protection capacity in the county area, we should develop "three parks" — county ecological agriculture park, new industrial park and modern business service park; "three towns" — county, key town and characteristics town; and "three main market players" — new agricultural economic entities, market-oriented non-public business entities and cross-border shared business operation entities. Strengthen the role of city in leading country. We should actively explore innovative cooperation modes,

promote the integration of advanced management concepts and technologies of large and medium-sized cities and the advantages of land and labor resources of counties, and support the construction of enclave economy of large and medium-sized cities in surrounding counties.

B. Accomplishing Industrial Development Planning in Accordance with Local Conditions

Firstly, on the basis of analyzing the geographical environment, resource endowment, human and culture condition, development level and spatial difference of the whole province, starting from the development vision and demand of the whole province, a unified and scientific plan is made for the overall development of county and urbanization, and the infrastructure, ecological civilization, public service, park construction, industrial development, town layout, resource development and population gathering and dispersing of the county as a basic unit are arranged according to the extensity and at different level, and special plans are made for some key aspects. Secondly, on the basis of unified planning and layout, according to the existing foundation, development capacity and the strategic position and role in the whole province, the functional development orientation of each county is made, proposing the eco-protection county centered on prohibiting the development of functional area, the modern agricultural counties centered on planting and processing, energy metallurgy and circular economy counties with advantages and good conditions for mineral exploitation and circular processing and production, holistic tourism counties with tourism+ (+sightseeing agriculture, +historical culture, +red revolution, +natural ecology, +rural folklore, +characteristic towns, etc.), and four-modernization and urbanization counties with the conditions of withdrawing counties and setting up cities and districts around five years, strengthening classification and guidance, and making in-depth planning.

C. Development Model of Industry-city Integration Guided by New Technology

We will support industrial integration, new agro-economic models and new formats development. Local governments should take measures according to local conditions and production conditions, and actively explore the new technology integration of internal agricultural integration, industrial extension and function expansion. Focusing on building a high-tech and high value-added industrial chain of agricultural, forestry, animal husbandry and by-fishery products extending to intensive processing and modern services, we should strengthen the mode of industrial integration.

We will accelerate the integration of agriculture with information industry, cultural industry, tourism industry and traditional industry, promote the cross-border integration and development of multi-industry, and create new industries and new formats. Accelerate the development of agricultural informatization; promote the construction of internet of agricultural things, strengthen the development and utilization of agricultural big data resources, promote the full docking of agricultural products distribution and e-commerce, and build

smart agriculture; accelerate the application of information technology to agricultural production, operation, management and services, and develop new models such as smart farms, rural e-commerce, customized services and agricultural sourcing. Through the wide application of information technology and e-commerce platform, new models such as “farm cloud”, “experiential agriculture”, “festival agriculture” and “palm cloud” and so on can be developed.

VI. CONCLUSION

A. Strengthening Financial Support and the Investment and Financing Ability

We should introduce large and medium-sized financial institutions to set up locations and business departments at county level; promote the transformation of rural credit cooperatives into rural commercial banks and actively develop new financial institutions such as village banks and small loan companies; improve the evaluation and incentive measures for financial institutions and financing platforms, and encourage financial institutions to increase their support for credit investment in counties, towns, industrial parks, non-public economies, new agricultural economies, new business forms and agricultural infrastructure; carry out small credit loans for farmers and mortgage loans for land use rights and forest rights actively.

Every year, a number of projects in basic industries, infrastructure, municipal utilities, social undertakings, financial services, trade circulation and national defense science and technology industries are selected to lower the entry barriers, expand financing channels and accelerate PPP investment and financing mode. Establish special funds for the development of county-level characteristic industries, circular economy zones and characteristic small towns, and adopt the modes of loan guarantee, discount and subsidies, etc.

B. Focusing on Coordinating the Relationship Between Land Supply and Demand

First, we should strengthen land reserve and regulate the demand for various types of construction land. For infrastructure construction projects such as county transportation, water conservancy, network communication, energy supply and so on, land use planning indicators should be given priority support, and priority should also be given to land consolidation projects and linking projects on increase and decrease of urban and rural construction land. For the land used of major projects involving the development of local industries, we shall adopt the method of discussion on each individual project and make special adjustments to solve the problem. Second, we should further study and adjust the linkages between land increase and decrease, and strengthen the regular and scientific adjustment of land classification. Tax deductions shall be granted for the development and construction using urban and rural land stock, and the index of balance linkages between the increase and decrease of urban and rural construction land shall be allowed to be adjusted and used within the city area. Third, we should establish a unified land market between urban and rural areas and formulate

relevant laws and regulations on the transfer of land use rights, so that land transfer can be legalized and standardized.

C. Stimulating Employment Mechanism

It is needed to accelerate the development of vocational education for rural areas and strengthen the cultivation of practical talents and new professional farmers in rural areas. All kinds of scientific and technological personnel and graduates of colleges and secondary schools should be guided to start businesses in rural areas and take part-time or full-time jobs in rural cooperatives and agricultural enterprises. It is also needed to strengthen the training of rural e-commerce talents focusing on youth, actively support the entrepreneurship, innovation and employment of migrant workers returning home, make trial implementation of the free flow of personnel with medium grade professional title or above the section or department level in county between public institution staff and government civil servants on probation basis, and provide appropriate research funds and subsidy for living to the recruited professionals in science and technology, education, medical treatment, agricultural technology and other fields in counties.

D. Improving the Policy System of Poverty Alleviation and Rural Feeding

It is suggested to perfect the policy of benefiting and feeding farmers. Firstly, we should improve the construction of rural infrastructure and environmental pollution control facilities, optimize the structure of fiscal expenditure on agriculture and transform the mode of financial investment. Through cooperation between government and social capital and government purchasing services, financial and social capital will be guided to invest in agricultural and rural areas. Secondly, we should optimize agricultural subsidies, adjust some of the stock funds and additional subsidies to various new agricultural operators, and implement the policy of promoting subsidies for major technical measures in agricultural production. And vigorous measures should be taken to clean up, integrate and standardize the transfer payment funds related to agriculture, implement the supervision responsibility, and rectify the "small, scattered and disorderly" special funds related to agriculture and projects whose effects are not obvious resolutely.

E. Improving and Innovating Rural Social Management Mechanism

It is necessary to promote the reform of social management at the basic level in rural areas; strengthen the construction of service-oriented party organizations and mass self-governing organizations, improve grass-roots democratic decision-making mechanism, contradiction mediation and resolution mechanism, strengthen the strict selection of village cadres, improve the mechanism of collective economic development, give play to the leading role of township talents, and promote the construction of rural spiritual civilization.

It is also necessary to innovate the community management mechanism in villages and towns; strengthen the government's guidance and the transformation of government functions, implement decentralization and shift the focus of work, and

realize the simultaneous decentralization of power, responsibility, obligation and funds to the community; strengthen the construction of basic public service systems and mechanisms such as family planning, insurance, relief, law, network and education in communities, build community service centers, and promote the extension of urban public services to communities.

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