

Thoughts on the Discipline Reform of Urban and Rural Planning in the New Era

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Abstract—With the introduction of the institutional reform plan of the State Council in 2018, the Ministry of Natural Resources has been set up to clearly "integrate relevant spatial planning functions, establish a spatial planning system, and supervise its implementation". The establishment of spatial planning system is an important measure to implement the requirements of the reform of the central ecological civilization system and promote the modernization of national governance, and will also bring about comprehensive changes in the entire planning industry and work system. As an applied subject, urban and rural planning has a strong practical orientation. This paper discusses a series of changes and challenges which the development of the planning discipline may face under the background of the reform of the national spatial planning system and the adjustment of the planning management organization.

Keywords—urban and rural planning, planning industry practice transformation, discipline construction

I. INTRODUCTION

The reform of the party and state institutions implemented in 2018 is a topic of general concern throughout the country. However, it should be made clear that this change in the administrative management system is the self-correction and improvement of the government's institutional mechanism. It solves the problem of cross-repetition and conflicts of planning as an administrative function for many years. It is the government's administrative management system that adapts to the ruling. The direct impact of the adjustments made by the concept changes mainly lies in the allocation of administrative powers and responsibilities, the combing of administrative procedures and the reshaping of behavioral patterns. However, due to the strong government model and the management characteristics of "concentrating power to do big things" in China, the changes in the government's planning and administrative management system will greatly affect the work focus, organization, value orientation, and even survival and development of the planning industry. Therefore, it is understandable that some people in the planning community are anxious and confused. However, it is concluded that institutional adjustments will have a huge impact on the planning discipline, which is a conclusion that requires time to test.

It is generally believed that disciplines are independent of the knowledge system of government departments, and practical interdisciplinary subjects such as urban and rural planning are no exception. The knowledge system is a gradual accumulation process. People continue to explore practical experience in many social practices, create new knowledge points, form new knowledge clusters and systems, and at the same time, cross-disciplinary and mutual learning also give birth. New knowledge. The development of modern urban and rural planning is based on the accumulation of practice and cross-integration. As a first-level discipline, the origin of urban-rural planning mainly includes three sources of knowledge, one is civil engineering and architecture based on engineering practice; the other is geography based on spatial observation and analysis; the third is public based on social management. With the development of modern science and technology, and the continuous involvement and integration of new disciplines and technologies, the huge knowledge system of urban and rural planning is formed today, and it is still in the process of continuous expansion. In this process, forward-looking is always one of the basic driving forces for the development of the discipline. The subject knowledge system contains not only the knowledge elements that the government pays attention to, but also some content that the government may not be interested in, but it is crucial for the industry. Some of them may not be useful to the government and the industry, but they are still vital parts for the discipline itself.

On the other hand, from the analysis of public management, the establishment of government agencies and policy formulation depend on the ruling's response to social demands. There are various problems in society, and the definition of public policy issues follows the process of the so-called "chain of public policy problems", that is, the process of "problem → social problems → social public problems → public policy issues", only those who become "The issue of public policy issues can trigger the attention and action of policy makers. When general policy adjustments are difficult to solve, institutional adjustments become a necessary option.

Therefore, there is a certain time lag between policy formulation and institutional adjustment relative to scientific research. Experts and scholars studied urbanization as early as the 1980s, but it was not until 20 years later that they were truly incorporated into the central government's policy framework;

academic research on urban renewal and urban design was much earlier than the introduction of urban “double repair” policies; Academic research is much earlier than the introduction of the community planner system, which explains to some extent the advanced characteristics of academic research and subject development. Of course, this is not a denial of the scientific value of administrative practice. The phenomenon of the theoretical implementation of planning implementation lags the exploration of administrative practice is an example. But at least it is stated that there is not necessarily a simple correlation between the institutional reform based on the governance needs of a particular period and the reconstruction of the subject knowledge system.

From this perspective, the development of disciplines has its own objective laws, and responding to changes in social needs is the fundamental source of power for the discipline construction of urban and rural planning. The change of government administrative management system only puts new demands on discipline construction from another dimension. Rather than paying too much attention to the problems of the planning industry brought about by changes in government authorities, it is better to pay more attention to the new challenges to the discipline construction caused by changes in social needs.

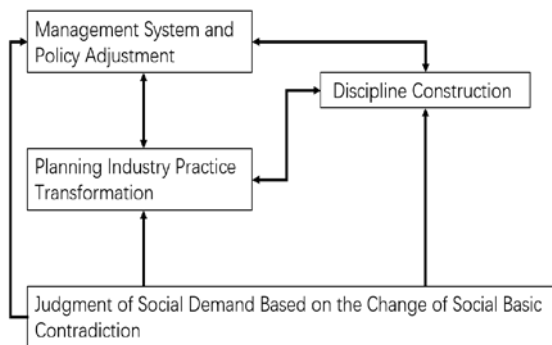


Fig. 1. Relationship of Social Requirement, Industry Practice, Policy Adjustment and Discipline Construction

II. STATUS AND EFFECTIVENESS OF PLANNING

One of the purposes of deepening the reform of the party and state institutions is to "unify the exercise of all land space use control and ecological protection and restoration duties" and "provide institutional guarantees for the construction of ecological civilization." "The construction of ecological civilization is the overall situation led by the government, and it responds to the demands of the people after the well-off society for quality of life, environmental quality, and social governance. In this context, urban and rural planning disciplines must recognize the overall situation, adapt to the needs of the times, complement the shortcomings, and further enhance the status and effectiveness of planning.

Under such a discourse system, the most important thing for urban and rural planning disciplines is that they must adapt to the challenges brought about by the changes in the status of urban planning in the new era. This "status" change involves several dimensions:

A. The planning function from the perspective of government and social relations,

In the 1950s and 1960s, urban planning and planning together constituted the basis of the socialist planned economic system. Planning played a decisive role in the allocation of spatial resources. After the reform and opening, especially since the establishment of the market economic system, the role of planning has often been manifested. As a tool, it becomes a means of bargaining between the governments at all levels, and between the enterprises and the competent authorities of the government. Apart from the institutional ontology, capital and power often play a decisive role in the allocation of space resources. Building an ecological civilization in an all-round way depends on spatial planning as one of its basic systems. As an integral part of the land spatial planning, urban planning, from the institutional tools, to the system itself, becomes one of the components of the system. Significant improvement. Compared with the promotion of such political status or policy requirements, the change of the administrative management system should belong to another level of the topic. Unfortunately, the planners have not yet formed a clear understanding of this.

B. Planning membership from the perspective of government administrative jurisdiction

This is the topic that everyone is talking about right now. The urban-rural planning management function is divided into the “resources port” from the traditional “built-in”, and the urban-rural planning has changed from an independent government administrative function to one of the many planning levels or types that have not yet been clarified in the national land planning system. The business department has changed from the independently set urban and rural planning department to the land and space planning bureau, which is difficult for many planners to understand. However, we should be aware that the discipline support of careers over the years – urban and rural planning, in the many business work areas involved in the land planning function of the country, is a state with a high degree of discipline and a relatively complete academic system. It should be taken for granted that it should be an important theoretical support for the construction of the national land planning system.

C. Planning work from the perspective of specific social practice

The change of the competent department is not the abolition or stagnation of the existing planning work, but means that the transformation of the planning work can no longer continue the inertia of the "tools" planning work, but should be aware that the historical responsibility of the system should be played. In terms of transforming production methods and lifestyles, we should study how to “integrate into economic construction, political construction, cultural construction, social construction, and the whole process”. Obviously, this is no longer a kind of work that protects the interests of the industry, restricts industry access, is based on technology or skills, and has a strong sense of self-protection. It is a policy process with a strong public interest orientation, with a bottom line thinking and Social engineering with multiple open features.

III. ISSUES IN TRANSFORMATION AND DEVELOPMENT OF URBAN AND RURAL PLANNING DISCIPLINES

Obviously, the social needs have changed, the government's requirements for planning have changed, and the external environment for planning operations has changed. Regrettably, the previous planning research focused on the improvement and improvement of urban planning, and lacked enough attention to the external environment of planning and operation. As a professional, urban planners have more or less "political unconsciousness": they rarely regard their work as part of national strategy or policy, and are unwilling to admit or subjectively unaware of the political nature of planning. The political meaning of one's own work lacks the necessary ideological and technical preparations. Therefore, in the new era, we not only need research institutions to adjust the changes of this external environment, but also need to study the external environment changes brought about by the characteristics of the times, social needs and the adjustment of the ruling concept, and re-examine some key issues in the transformation and development of urban and rural planning disciplines.

A. *The issue of subject boundaries*

Urban and rural planning is defined as "taking the urban and rural built environment as the research object, taking urban and rural land use and urban material space planning as the core of the discipline". The subject areas include: "Understanding the law of urban and rural construction and development, predicting the future development trend of urban and rural areas, pre-arranging urban and rural construction and development in advance, and ensuring the implementation of urban and rural planning." There are six secondary disciplines under the first-level discipline: regional development and planning, urban and rural planning and design, housing and community construction planning, urban and rural development history and heritage protection planning, urban and rural ecological environment and infrastructure planning, and urban and rural planning management. The definition of the boundary of this discipline strongly reflects the tradition of disciplinary development. In the context of ecological civilization construction and urban and rural social governance, urban and rural planning is facing further extension to the regional and even territorial space; or shrinking to urban and rural physical space or built environment Strategic choices, the former faces the squeeze of the advantages of geosciences, while the latter exists with architecture, especially the design of its secondary discipline urban design.

B. *The core knowledge system of the discipline*

Some experts have defined the knowledge system of urban and rural planning profession as 10 core courses in five fields: urban and regional development, urban and rural planning theory and methods, urban and rural spatial planning, urban and rural special planning, urban and rural planning and implementation, urban and rural planning principles, Urban and rural ecological and environmental planning, geographic information system application, urban construction history and planning history, urban and rural infrastructure planning, urban and rural road and transportation planning, urban master planning and village planning, detailed planning and urban design, urban and rural social comprehensive survey research,

urban and rural planning Courses such as management and regulations.

This composition is based on the material space design as the core, and there is a gap between the requirements of undertaking urban governance functions or the basic national system, and it is difficult to fully adapt to the needs of the era of constructing landscapes and forests. It is to further strengthen the design tradition and reverse the hollowing out of the objective existence of urban and rural planning in recent years; or to further strengthen the components and proportions of management, sociology, ecology and resource science in response to objective needs? It is a dilemma. It may be necessary to consider reconstructing the urban and rural planning disciplines. Based on common planning and research, two areas of knowledge are formed: one is the planning and design knowledge system with the consulting industry as the main demand for urban and rural construction management; the second is the social governance. The policy planning knowledge system of the main demand objects.

C. *The status of values and ethical factors in the disciplinary system.*

This is one of the shortcomings of the traditional urban and rural planning disciplines. It is also one of the internal reasons why urban and rural planning has been repeatedly criticized and the occupational risks of the planning industry are high. Although it has received some attention in recent years, it is far from the requirements of the times. As a "professional and technical work area involving the safety of the country and people's lives and property", the composition of urban and rural planning should form a three-pronged pattern of professional knowledge, professional skills and value ethics. The current imbalances need to be improved. Specifically, it seems that at least the following aspects should be strengthened: First, all values are based on the public interest as the core values, reconstructing the planning discipline and professional ethics system; second, respecting nature and presupposing the principle of biodiversity conservation The world view, based on this, reconstructs the basic theoretical system of spatial planning; the third is to respect history, attach importance to the historical view of cultural inheritance and development, and reconstruct the basic code of conduct and work procedures of planning work according to this principle; And social justice as the basic norm of the social concept, re-examine the object of planning and balanced development.

D. *The basic skills of planning work*

Skills have always been one of the core elements of urban and rural planning, especially urban and rural planning education. Planners also flaunt themselves by professionalism, and behind the professionalism is the threshold of vocational skills. So far, many planning organizations still design faster. The title is one of the entry examination subjects for selected employees. In view of the characteristics of the times when the society is increasingly diversified, the pressure on resources and environment is becoming more and more serious, and urban development is gradually turning to quality improvement, the need for intensive planning skills should at least include several aspects: First, social work methods, such as social communication for consensus. Skills, social mobilization to

seek public interest skills; second, policy development methods: for example, policy communication to achieve planning and coordination skills; third, resources and environmental skills, such as value assessment and performance evaluation skills; Quality-first, personalized planning and design skills.

IV. CONCLUSION

In short, as an ancient and young first-level discipline, urban-rural planning is not only technical, regional, artistic, comprehensive and so on. More importantly, its most basic attribute is policy, which is the policy attribute decision. It is different from general engineering science, which determines that urban planning is not a general product design or production, but a means for the government to carry out macroeconomic regulation and control of urban development, namely the so-called strategic guidance and rigid control. Today, in the construction of ecological civilization, urban and rural planning has ushered in another opportunity for transformation and sublimation, and it also faces the challenges of reconstruction and fission. It is our common historical responsibility to seize the opportunity to promote the transformation of urban and rural planning from the engineering discipline to the first-level discipline under the fields of engineering, science and management.

Facing the needs of social practice, promote the continuous improvement of the discipline system. The external operating environment of the discipline and the internal knowledge, methods and technical systems are intertwined, which constitutes the complexity of the development and reform of the discipline. First, it is necessary to clarify the relationship among disciplines, industries and departments. In the past, departmental management constrained the industry and the industry constrained the discipline. This simple corresponding relationship affected the development of the discipline. Second, it is necessary to see the shortcomings of the subject itself in social practice, such as paying attention to the construction space, the lack of attention to the non-construction space, the attention to the urban space, the lack of global spatial thinking, and the lack of global spatial thinking. The planning method has not got rid of the planning thinking, lacks the understanding of the law of urban development, pays close attention to the planning goal, lacks the attention to the implementation process, the operation mechanism and the management authority, and so on. Third, it is recognized that there are many breakpoints in the planning practice of discipline development, in particular that the planning and research work needs to be greatly strengthened. For example,

planning evaluation and implementation evaluation, spatial analysis and spatial diagnosis, spatial policy research, planning preparation system, planning management system, planning laws and regulations system and so on.

Last but not least, strengthening the construction of subject knowledge system and education system is the key to meet the requirements of reform. First, it is necessary to strengthen interdisciplinary and cooperation, including not only disciplines related to the protection and utilization of natural resources, but also cross-integration with social, economic, and other related humanities, but there is a process of transformation. Take the social practice as the guidance, constructs takes the human settlements environment sustainable development as the core knowledge system and the corresponding discipline branch. Second, paying attention to the promotion of new technology and new methods to the development of disciplines, especially the development and application of big data's analytical technology and intelligent planning methods, will be an important force to promote the construction of planning theory and the innovation of planning methods. The third is to pay attention to the development of new disciplines, which is an inevitable trend of maturity of a comprehensive discipline, such as regional planning, community planning, rural planning, urban design and other fields of specialization, which will affect the development of the planning education system. Fourth, the improvement of the talent training system, including multi-disciplinary cross-disciplinary talent training model, pay attention to the practice-oriented talent training model, as well as specialized personnel and open social training and re-education system, and so on.

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