

Logical Reconstruction of Territorial Spatial Planning System in China

Based on the Reference Significance of Planning System in the UK

Huang Yizhen

Henan Urban and Rural Planning and Design Research Institute Co., LTD

**Huang Yizhen. Email: yizhen0816@163.com*

ABSTRACT

China's planning system has experienced a long road to nearly a century. In 2019, with the promulgation of Document No. 18 of The State Council of China, the government officially proposed the establishment of the Territorial Spatial Planning System that integrates multiple plans into one (Multiple Plans Integration). Looking at the regulation of urban development around globally, the United Kingdom has the earliest start and legislation in urban planning. The urban development planning in the UK has gradually formed the current spatial planning system after hundreds of years of reform and renewal. The path selection and the linking experience explored by the UK has an essential and relevant significance in the following domestic planning work. This paper carries out research on the construction of territorial spatial planning system, not only explored the path selection by the British planning system and the experience in the transition to the planning linkage at all levels but also have an important reference significance of the research on the current Territorial Spatial Planning System under the current ecological civilization construction background in China.

Keywords: *Spatial Planning, Multiple Plans Integration, Reconstruction, Territorial Spatial Planning System, Planning Linkage.*

1. INTRODUCTION

It is an inevitable trend for the world to move from industrial civilization to ecological civilization. According to Report to the 18th National Congress of the CPC, China must adhere to the basic state policy of conserving resources and protecting the environment to build an ecological civilization, and achieve the sustained economic development, which has become an important task to build a moderately prosperous society in all respects. On the one hand, it reflects China's responsibility as a major country under the pressure of global natural resources and environment. On the other hand, it stems from the difficult situation of China's ecological environment protection and the degradation of the ecosystem. Therefore, China's pursuit of ecological civilization stems from internal and external pressures. In the long run, it has a bearing on the well-being of the people and the nation's future.

In 2019, the Document No.18, officially issued by the State Council, proposed to establish and supervise the implementation of the Territorial Space Planning System and integrate the Major Function-oriented Zones

(MFOZs), Land Use Plan, Urban and Rural Planning into a unified territorial space planning, to realize the Multiple Plans Integration [1].

Territorial Space Planning is a crucial measure to accelerate the formation of green production modes and a healthy lifestyle, which builds China into a country with a good environment and an ecological civilization. The paper analyzes deep problems and the implementation path to the British experience. Based on drawing lessons from the cutting-edge studies in the globe for China's Territorial Spatial Planning.

2. ORIGINATION OF SPATIAL PLANNING

2.1. International Representative Spatial Planning

Spatial Planning first appeared in the European Regional/Spatial Planning Charter adopted by CEMAT in 1983. It points out that Regional/Spatial Planning is the geographical expression of economic, social, cultural and ecological policies. It is also an interdisciplinary

comprehensive scientific discipline, management technology and policy, aiming at to form the balanced regional development and material organization according to the overall strategy.

The Outline of the EU Spatial Planning System released in 1997 further pointed out that spatial planning is mainly a method used by the public sector to affect the spatial distribution of future activities [2]. The purpose is to form a more reasonable regional organization of land uses and its relationship, balance the needs of development and environmental protection, and achieve objectives of social and economic development. The term Spatial Planning is still widely used in European planning.

Taking Germany as an example, the spatial planning divides into four levels: federal level, state level, regional level (Rhine-Main Area, etc.), city/township and town level construction planning divided into land-use planning and construction planning. Policy Guiding Framework for Space Planning (1993), German Concept and Action Strategy for Space Development (2006), German Concept and Action Strategy for Space Development (2016) and other federal policy framework documents as guidelines issued by the German federal for the overall national planning [3]. Landplanning can be independently formulated at the state level, mainly illustrating the urban system of the state, key points of industrial development, the location of the burden reduction and distribution, the open space structure and the open space protection, the infrastructure

development, the protection and development of natural survival basis. Regional spatial planning mainly includes substantive planning texts and 1:100,000 scale planning maps. Municipal level makes spatial planning and construction guidance planning.

2.2. Formal Construction of Spatial Planning System

Most countries in the world have developed perfect planning systems. The spatial planning system has gradually developed into a new type of planning after the urban construction and planning, which is the product of the social and economic development to a particular stage [4].

Taking Japan as an example, as a highly centralized developed country, it has gradually established a comprehensive territorial space development system from the 1950s to the 1970s and formed a sound legal and regulatory guarantee [5]. Japan implements a comprehensive land development plans, landplanning and, primary land use plan at four planning levels: national, provincial, prefectures, cities and villages, as well as the regional coordination level of the above administrative units. The plan for comprehensive land development focuses on defining the strategy and direction. The land-use plan focuses on the scale and targets. The basic objective of land use focuses on fixed functions and coordinates.

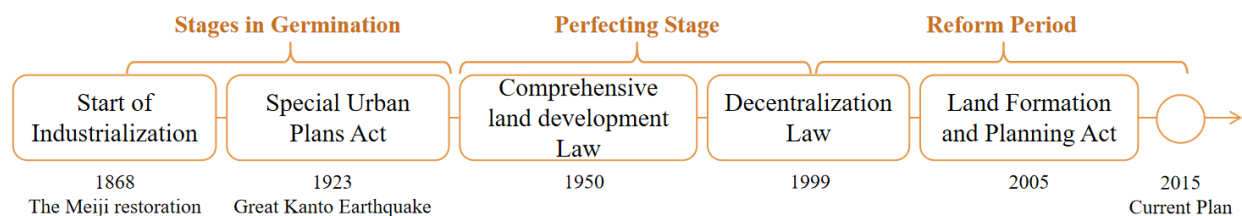


Figure 1 The evolution of the comprehensive territorial development planning system in Japan.

At present, China's territorial space planning system has taken shape, with five levels of territorial space planning, special planning and detailed planning, covering the national, provincial, municipal, county-level and town levels, with rational protection and effective utilization against spatial resources as the core [6]. Breakthroughs should be made to protect space resources, overall planning of space elements, optimization of space structure, improvement of space efficiency, equity of space rights, etc. The spatial planning should be established from the following aspects: social and economic coordination, rational development and utilization of land and resources, adequate supervision of ecological and environmental protection, orderly promotion of new urbanization, overall planning of major trans-regional facilities, and construction of planning and management systems.

3. UNDERSTANDING OF THE BRITISH PLANNING SYSTEM

Britain is the origin country of modern urban planning [7]. As early as the mid-18th century, the Industrial Revolution ushered in the golden age of urbanization in western developed countries [8]. In the process of large-scale urbanization, urban problems first appeared in Britain. The Legal basis of modern urban planning is that the British government solve issues such as urban health and workers' housing through legislation. In the following 200 years, due to changes in external conditions such as social, political and economic conditions, urban development and spatial planning in Britain experienced ups and downs and twists and turns [9]. The focus on urban planning also experienced Urban

Public Health, Urban Construction, Urban and rural issues, and finally turned to Spatial Planning.

3.1. Initial Stage of Development Process

British Planning originated in 1909, when the UK promulgated the first Planning law - Housing and Town Planning, etc. Act 1909, which marked the establishment of modern British urban Planning and the beginning of urban Planning as the management function of the government.

In 1947, the Town and Country Planning Act 1947 was enacted, establishing a new urban planning system for post-war Britain [10]. It proposes a more flexible way of planning, called Development Plans, which means that the legal status of urban and rural planning in the UK is determined. Development Plans provided the basic framework and Development policy on land uses, and do not involve specific Development projects.

3.2. Stage of Dual-track System

The planning system is closely linked to the administrative structure of the UK. At the local level, for the whole of England and Wales (except metropolitan areas and Greater London in the UK), there were two levels of government system structure in the UK during this period, namely county government, and sub-county district government [11]. In 1968, its planning system Development Plan was correspondingly refined into two levels of strategic Structure Plan and implementation Local Plan, which constitute the Dual Track system of British urban planning. The structural plan is a strategic development plan for the county area of the non-urban site. In contrast, the local plan is a detailed development plan for the regional area of the non-urban site. After 1968, the British urban planning system gradually improved. The National Planning Policy Guidance, Regional Planning Guidance, structural Planning and local Planning constitute a complete Planning system at the federal, regional and local levels. Although the federal planning policy guidelines and regional spatial guidelines are not statutory plans, they play a better role in guiding structural planning and local planning at the local level.

The British planning system also changed from the type of technology to the policy.

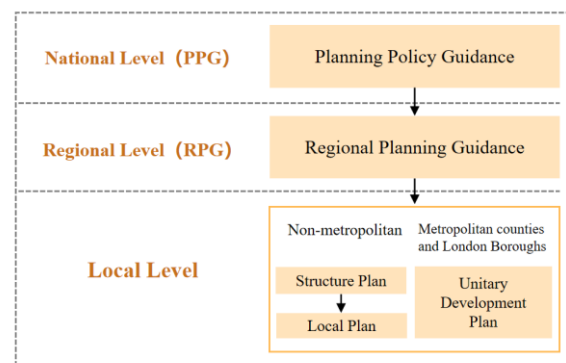


Figure 2 The evolution of the British dual-track planning system in 1968.

3.3. Stage of Three-level System

The Dual Track system was parallel until May 2004, when the British government issued the new Planning and Compulsory Purchase Act, which adjusted the development Planning again and included three Planning levels - national, regional and local [12] - issuing Planning Policy Statements (PPS) at the national level as Policy guidelines. The statutory planning of Region Spatial Strategy (RSS) is prepared by the regional government, which covers 17 aspects in four fields of sustainable development and is used to guide the local development framework and regional transportation planning. Local governments prepare Local Development Framework (LDF) and supplementary documents, and other statutory plans. LDF must not only be consistent with national and regional planning policies vertically, but also coordinate with unique projects and strategies horizontally. It is worth noted that this reform has brought regional planning into the legal planning system for the first time of the UK, and the British spatial planning system has formally formed a complete PPS-RSS-LDF Three-level legal planning system.

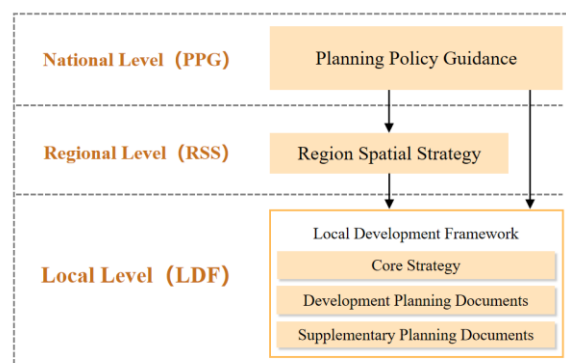


Figure 3 The evolution of the British three-level planning system in 2004.

3.4. The Existing Spatial Planning System

In the process of implementing the Three-level system, the British government found that the original planning system showed a series of outstanding problems, such as too many parts and documents, too many complicated procedures, the planning from top to bottom is not conducive to dealing with deep-seated social issues. The power of local government is not enough [13]. The new reform, the Localization Act 2011, formally abolished the Regional spatial Strategy (only the GREATER London Spatial Development Strategy RSS is retained), completely replaced the traditional regional spatial planning system, and further strengthened the bottom-up planning power.

In 2012, the National Planning Policy Framework (NPPF) formally established the secondary structure, including the State and the local spatial planning system. NPPF issued by the international level is committed to solving the sustainable development of interaction in the process of economic, social and environmental problems. All of the policy statements, department, announcements, and guidance document into 13 rules, 65 pages of policy framework, provide an important reference for local planning and community planning, and puts forward new requirements for planning and decision-making process. At the local level, there are two types of Local Planning, and neighborhood Planning, which mainly delimit the precise boundaries of various land uses, pay attention to implement-ability, and guide the implementation of specific projects. It is an essential means of public participation.

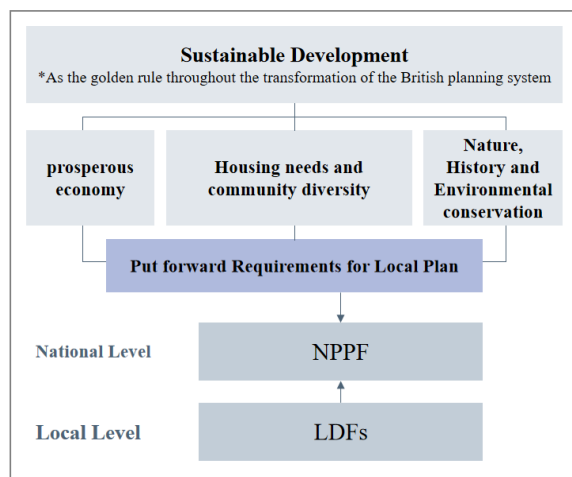


Figure 4 The existing spatial planning system in the UK.

4. LOGICAL RECONSTRUCTION FOR CHINA'S SPATIAL PLANNING SYSTEM

Based on the spatial planning system to build cognitive, understand that there is a planning model of traditional planning system segmentation, conflict

management organization mechanism, public participation problems such as lack of support, from three aspects: national area - local carding problem, the content of the control for China's national spatial planning, planning model, to participate in the system are reconstructed.

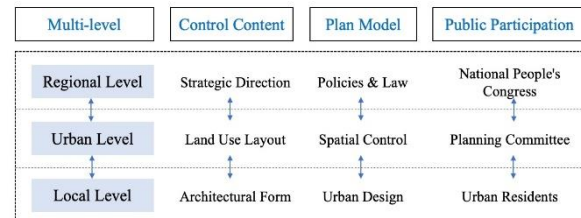


Figure 5 The approach of logical reconstruction for the spatial planning system in China.

4.1. Territorial Space Planning System in the New Era

Released on May 23, 2019, the department of natural resources of the central committee of the communist party of the State Council on establishing a national spatial planning system and supervise the implementation of several opinions, put forward to 2020, the basic set up the national spatial planning system, gradually establish the planning examination and approval system of the unity of more rules and regulation system, regulation and policy system and technical standard system, A map for national territorial space development and protection has taken shape, which can be summarized as a system of five levels, three categories, and four categories. By 2025, laws, policies, and technical standards for territorial space planning will be improved. By 2035, China will comprehensively modernize its system and capacity for territorial space governance.

Under the new situation, the release of the Opinions marks that China has officially entered the period of the territorial space planning system. This marked the formation of the top-level design of the territorial space planning system and the construction of four beams and eight pillars. It observes that the new spatial planning system pays more attention to implementing of new development concepts. It keeps the connection between new urban planning and existing territorial spatial planning, a hot issue in the current territorial space planning work. It indicates that local governments should do an excellent job preparing territorial space planning. It marked the establishment of the new planning system to improve the administrative efficiency of planning review.

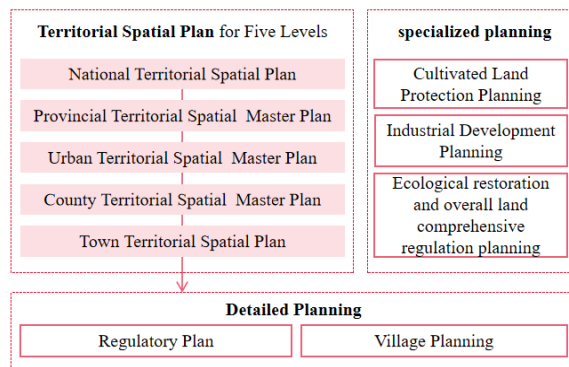


Figure 6 Five levels and three types of China's territorial spatial planning in the new era.

4.2. Planning Conduction is More Flexible

On the one hand, the flexibility of the British spatial planning system lies in the fact that the system keeps pace with the times and adjusts timely according to the new development needs of different periods. On the other hand, it also lies in the mutual coordination between different decision-making bodies within the system, between planning at all levels and in the form of planning control, and reserves the space for consultation, reflection, adjustment, and reform of all parties' views, situations, and future changes: At the national level, NPPF emphasizes guidance rather than mandatory, providing efficiency guarantee and more financial support for economic revival. RSS was the main form of strategic planning in the UK from 2004 to 2011. It imposed mandatory requirements on local planning policies and objectives at the regional level, and was subsequently abolished in the new planning system, simplifying planning procedures and documents. This reform not only improved the operational efficiency of planning, but also improved the efficiency of planning. It also provides more independent space for local policy design. At the local level, the Local Plan and Neighborhood Plan attach importance to implementing regional characteristics.

As for the research on the coherence and coordination of spatial planning, Chinese scholars also put forward that to cope with the problems existing in China's spatial planning system, national and provincial planning levels should gradually weaken the prescriptive indicators and strengthen financial support, policy guidance, legal norms, technical support, and other means.

4.3. Structure Tends to Simplify

The UK takes localization as the reform goal. The central government neither manages local planning compilation and project approval in a one-size-fits-all way, nor avoids free-style neglect, nor establishes a planning supervision mechanism to ensure professional and effective ways of planning.

4.4. Stakeholders Participation in the public

From the point of planning decision-making, the planning of the local level process is local government, experts, residents, developers' groups such as the interests of all parties, the negotiation process, especially the public views, needs, and the opinion is not only the vital basis for local and community planning, is also the significant reference of the review stage, fully embodies the importance of planning as a public policy.

5. THE REGULATION OF THE BRITISH PLANNING SYSTEM

5.1. Regional Planning Legalization Stages

Reviewing the five stages of urban planning in Britain, we find that its statutory planning has undergone a process evolution from focusing on micro-development control to macro-policy guidance, and a transformation from the type of technology to the policy.

From Development Planning to Structural Planning, detailed content is devolved to Local Plan. Then after the great adjustment of administrative divisions by the British government, the overall development planning appears as the synthesis of Structural Planning and Local Plan. Finally, the existing planning system of regional spatial strategy and local development framework is used to realize the legal procedure of British spatial planning. Finally, the current planning system of RSS and LDF is used to recognize the legal process of British spatial planning.

5.2. The Particularity of Spatial Planning in Greater London

The greater London area, due to the particularity of its administrative system, different from other regions of the planning, still execute the existing national and local secondary structure of the spatial planning system, is still compiling the London plan as the only legal planning a regional level documents, guide the local planning in the Greater London. It is more comprehensive and representative to study this area to analyze the cohesion between different levels of planning in the UK.

6. CONCLUSIONS

From the analysis of the system reform process, it can be reflected that no matter in any country, the implementation of the new planning system needs a method of connecting with the existing planning system. On the analysis of British planning with more than 100 years history, the previous planning continues to be effective and then be replaced by new planning in stages.

In allusion to China's current innovative measures from central to local spatial planning, it has formed a

consensus that the spatial planning system has no corresponding measures to guarantee, and the examination and approval procedures for all planning levels are relative to conceptualize and lack of docking with the administrative system. It is only through a rigid control from top to bottom, and other means of transmission are too simplified to manage. Most notably, there is a lack of public participation in China's planning process.

The paper lessons from foreign experience in spatial planning system show that it should be conducive to regional development when the development of a planning system is needed, and it should also be conducive to the effective control of cities when the planning control is required. Therefore, this paper suggests that the future study about China's territorial spatial planning system should not only consider simplifying the content of planning preparation, examination, and approval procedures, but also consider improving the planning efficiency. It is also necessary to divide the tasks of planning compilation at all levels to avoid excessive repetition of planning compilation content. And finally, the paper suggests that public awareness of planning can be realized through appropriate policies and incentives to increase bottom-up public participation. Proven experience shows that we need to balance various forces to achieve planned reforms.

REFERENCES

- [1] [Several Opinions of the CPC Central Committee and The State Council on Establishing a Territorial Spatial Planning System and Supervising Its Implementation[J]. Gazette of the State Council of the People's Republic of China,2019(16):6-9.
- [2] ZHAO Yanqing. Urban Planning Reform: Problems and Path——The Mutual Explorations of Chinese Youth Planners with Professor Peter Hall in 2005[J]. Journal of Human Settlements in West China, 2019,34(05):1-10.
- [3] WU Xiaosong, ZHANG Ying, WU Lv.Town Planning System Evolution in England since the 20th Century[J]. Urban Planning International,2009,24(5):45-50.
- [4] XIE Yingting, WANG Wei. From the "Multiple-plan Coordination" to the Reconstruction of Spatial Planning System[J]. Urban Planning Forum, 2015(03):15-21.
- [5] SUN Shiwen, YIN Yue. The Evolution of the Basic Theories of Public Participation in Urban Planning in Western Countries[J]. Urban Planning International, 2009,24(S1):233-239.
- [6] SUN Shiwen. Some New Trends of Urban Planning in Britain[J]. Urban Planning International, ,2005(06):11-15.
- [7] YANG Dongfeng. Reconstructing Sustainable Spatial Planning System: Innovations and
- [8] Relevant Debates of the UK Government since 2010[J]. City Planning Review, 2016,40(08):91-99.
- [9] XU Lijun. Evolution of Regional Planning, Management and Development Systems in the United Kingdom[J]. Urban Planning International,2000(02):15-17.
- [10] CHEN Zhimin, WANG Hongyang. Actual Mode of Regional Planning in UK and Its Revelations to China[J]. Areal Research and Development,2006(03):39-45.
- [11] ZHOU Shutian, ZHAI Guofang, SHI Yijun. Introduction to the Latest Spatial Planning System in Britain and Its Implications for China[J]. Modern Urban Research,2018(08):69-76+94.
- [12] YANG Dongfeng. Reconstructing Sustainable Spatial Planning System: Innovations and Relevant Debates of the UK Government since 2010[J]. City Planning Review,2016,40(08):91-99.
- [13] TANG Zilai. The Historical Evolution of the Core Law of Urban Planning in England[J]. Urban Planning International, 2000(1):10-12+43.