

Guidelines for the Implementation of Increase and Decrease Linked Projects in National Spatial Planning

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Abstract

The urban-rural construction land increase and decrease linkage project is one of the important ways to alleviate the shortage of local construction land and coordinate urban-rural development. It is also an important means to improve the quality of cultivated land and improve the infrastructure of cultivated land. Starting from the practical value and effectiveness of the urban-rural construction land increase and decrease linkage policy, this article explores the problems of urban-rural construction land increase and decrease linkage projects under the background of comprehensive land consolidation, and proposes corresponding optimization strategies, in order to provide certain reference for the continued effective implementation and optimization of the urban-rural construction land increase and decrease linkage policy in the new era.

Keywords

Rural revitalization; increase/decrease linked projects; comprehensive land remediation; optimized countermeasures.

1. Introduction

China is a developing country mainly focused on agriculture. In order to achieve continuous development in the modernization process, urbanization is a necessary path. With the continuous advancement of urbanization, urban space in China is showing a rapid expansion trend, and land resources, spatial efficiency, and ecological environment have become important factors limiting urban development. The linkage between urban and rural construction land increase and decrease refers to, under certain conditions, reducing the amount of rural construction land demolished from old plots, and adding a certain amount and quality of cultivated land through land consolidation and reclamation, which can increase the corresponding amount of urban construction land for new plots. In order to expand the arable land area and improve the quality of production and life of the people, the national level requires the linkage of urban and rural construction land increase and decrease with winning the battle against poverty, coordinating urban-rural integration development, etc., to achieve the important goals of strengthening rural construction land consolidation, alleviating land supply and demand contradictions, expanding urban construction land space, promoting sustainable use of land resources, and advancing the pace of socialist new rural construction. The project of linking the increase and decrease of urban and rural construction land is one of the important ways to alleviate the shortage of local construction land and coordinate urban and rural development. At the same time, it is also an important means to improve the quality of arable land and improve arable land infrastructure. However, due to the long-term implementation of land use control system and strict arable land protection system in China, local governments generally face the situation of insufficient supply of urban construction land indicators in the process of economic development. Under the new situation, with the continuous promotion of urbanization, the contradiction in rural land use is severe. In some areas, in order to develop the economy, geological restrictions on construction are constantly

being broken through, and a large amount of rural arable land resources are being occupied for urban development, leading to the rapid loss of a large amount of arable land around the city. In addition, due to the lack of understanding among the public about rural land consolidation policies, as well as the low agricultural production efficiency and poor production conditions in some areas, land users have insufficient management of water conservancy facilities and field road facilities, resulting in negative management phenomena such as abandonment and abandonment of existing or newly built farmland, which has brought great difficulties to the protection of farmland and the guarantee of urban and rural construction land indicators. In addition, the report of the 19th National Congress of the Communist Party of China proposed new green development concepts such as "harmonious coexistence between humans and nature" and "green mountains and clear waters are invaluable assets". It is required to pay attention to the concept of ecological restoration in farmland protection, and single land consolidation or development can no longer meet the needs of modern social development. Based on this, the Central Committee of the Communist Party of China and the State Council have issued documents such as the "Rural Revitalization Strategy Plan (2018-2022)" and the "National Land Planning Outline (2016-2030)", which propose to accelerate comprehensive land consolidation and implement major actions for rural land consolidation. At the same time, the 19th National Congress of the Communist Party of China made significant strategic arrangements to promote the work of agriculture, rural areas, and farmers through the implementation of the rural revitalization strategy, and achieve the great historical task of building a moderately prosperous society in all respects and socialist modernization. Comprehensive land consolidation has become an inevitable requirement to solve the problem of balancing the occupation and compensation of arable land, innovate land system supply and factor guarantee, eliminate future problems in human settlement environment, and gradually optimize rural land use space, improve land conservation and intensive utilization level, promote rural revitalization and high-quality development, and provide land resource guarantee. At the same time, China's urban and rural population structure is constantly adjusting, with a large number of rural labor entering cities. Rural construction land such as rural homesteads and township enterprise land are idle, with huge potential for consolidation and redevelopment. China's urbanization has entered a new stage of rapid development and quality improvement, and the ability of urban radiation to drive rural areas has been further enhanced. However, for a long time in the future, there will still be a large number of farmers living in rural areas and an unbalanced urban-rural development. Carrying out comprehensive land consolidation and promoting rural revitalization is an inevitable requirement in the urbanization process and a practical need for the comprehensive decline of rural areas. Therefore, as an important means and measures to stabilize the quantity of cultivated land, improve the quality of cultivated land, expand the space for urban-rural development, promote rural development and agricultural modernization, and ensure the land demand for urban-rural development and promote urban-rural integration development, how to continue to effectively implement the increase and decrease linkage project in the context of comprehensive land consolidation across the entire region, promote urbanization process, assist poverty alleviation, and achieve rural revitalization will be the focus of future increase and decrease linkage work.

2. The practical value and effectiveness of the policy of linking the increase and decrease of urban and rural construction land

In 2004, the Decision on Deepening Reform and Strict Land Management first proposed "encouraging the consolidation of rural construction land, and linking the increase of urban construction land with the decrease of rural construction land". Therefore, China's policy of

linking the increase and decrease of urban and rural construction land began to be piloted and gradually promoted nationwide. The introduction of this policy effectively alleviated the low utilization rate of construction land in rural areas and the insufficient use of urban construction land, achieving sustained and rapid economic development in urban areas and implementing the important goal of protecting rural arable land. The important significance of linking the increase and decrease of urban and rural construction land lies in improving the rural living environment and production conditions during the implementation process, optimizing the overall urban and rural land planning, promoting economic development and urbanization, and also helping to develop large-scale agricultural production and promote the construction of a new socialist countryside. According to the basic implementation framework requirements of the urban-rural construction land increase and decrease linkage policy, various regions across the country have taken the increase and decrease linkage policy as the main focus, forming a main model of government led, market led, and rural collective autonomous operation to carry out urban-rural construction land increase and decrease linkage projects. Through the combination of demolishing old buildings and building new ones with land reclamation, while comprehensively rectifying and reclaiming rural construction land that meets the implementation conditions that is scattered, abandoned, idle, extensively used, and not highly intensive, the urban construction land indicators have greatly increased, driving urban economic development and improving the living and production conditions of rural residents.

3. The problems in the implementation of the policy of linking the increase and decrease of urban and rural construction land in the new era

3.1. Blind site selection and unreasonable planning of projects linked to the increase and decrease of urban and rural construction land

The implementation of the urban-rural construction land increase and decrease linkage project has greatly expanded the income generation channels of local governments, leading to some regions pursuing maximum increase in construction land indicators and blindly increasing the area of demolished and reclaimed areas, damaging the original land use structure. The site selection of urban and rural construction land increase and decrease linked projects must emphasize overall planning, in line with the overall land use planning and national spatial planning. In May 2019, the Central Committee of the Communist Party of China and the State Council issued several opinions on establishing a national spatial planning system and supervising its implementation, further clarifying the overall framework and compilation requirements of the national planning system. It proposed the establishment of a national unified, clear and scientifically efficient national spatial planning system, integrating spatial planning such as land use planning, urban-rural planning, and main functional area planning into a unified national spatial planning.

3.2. The implementation progress of the urban-rural construction land increase and decrease linkage project is slow

The implementation of urban-rural construction land increase and decrease linked projects is relatively slow, mainly manifested in slow project approval, implementation, and acceptance. First of all, the urban and rural construction land increase and decrease linked project involves a large number of contents, and the scope of its project establishment needs to meet the requirements of the land space planning and the overall land use planning. Second, it cannot involve the ecological red line range and the river mudflat range. Especially in the context of the third national land use survey, higher requirements have been put forward for the determination of the project scope. The process of project initiation, planning, adjustment, and

change requires confirmation and approval from county (city, district) governments at all levels. The specific operations require a lot of manpower and material resources, and similar issues are also addressed in project acceptance work. In the specific implementation process, huge economic benefits can lead to the government pursuing economic benefits too much and ignoring the rights and interests of farmers. Based on the experience of implementing projects linked to the increase and decrease of urban and rural construction land, the government department is mainly responsible for the planning indicators, planning and design, specific implementation, and acceptance inspections at all levels of the project.

4. Optimization strategies for urban-rural construction land increase and decrease linkage projects under the background of comprehensive land consolidation across the entire region

4.1. Improve management level and enhance planning quality

In order to optimize the implementation of urban and rural construction land increase and decrease linkage projects, local governments should enhance their position, continuously enhance their management level, further clarify the functional division of government at all levels, strengthen control efforts, optimize and streamline the project initiation, planning, implementation supervision, inspection, acceptance, and review workflow. At the same time, strictly refer to the specific requirements of the Notice of the General Office of the Ministry of Natural Resources on Carrying out the Cleaning and Inspection of Increase and Reduction Linkages (No. 40 of 2019), verify and correct the planned increase and decrease linkage projects, and further improve the project implementation plan. In addition, based on the latest content of national spatial planning, combined with the overall planning of urban and rural land use, it is necessary to comprehensively consider the spatial and industrial layout of urban and rural areas, as well as the dual protection of farmland and ecology, and build a urban-rural form model that connects urban and rural areas. Firstly, it is necessary to solidly carry out the preliminary work of the project, fully demonstrate the site selection of the project, and prioritize the selection of areas with great potential for demolition and reclamation, good cultural, historical and natural resource conditions, close and harmonious party mass relations, effective grassroots organizational work, and solid basic business of management departments. Secondly, we should actively do a good job in grassroots work, fully solicit and respect the opinions of the masses, and carry out democratic talks and extensive publicity work through the administrative departments of town and village governments.

4.2. Strictly control the quality of reclaimed farmland and strengthen the responsibility of management and protection

The control of the quality of reclaimed farmland in the old areas of the urban-rural construction land increase and decrease linkage project lies in the completeness of the design work and the degree of control in the implementation process. It is required that in the early stage of the project work, various influencing factors involved in the project should be fully considered, and the feasibility and planning design of the project should be comprehensively controlled. Water resource demonstration, soil quality testing, environmental impact assessment, soil and water conservation should be done well. Efforts should be made to strengthen the plan for improving the quality of cultivated land in the linkage between increase and decrease. At the same time, the budget for soil fertilization and other engineering projects should be increased, and multiple measures should be taken to promote the improvement of soil fertility level (such as adding sand to foreign soil, transplanting foreign soil, and deep plowing and sun drying). Reasonable determination of crop planting structure and irrigation and fertilization system should be made to maximize the effectiveness of promoting the improvement of cultivated land

quality. In the specific implementation process, it is necessary to effectively improve the quality of cultivated land. At the same time, in the construction project, it is necessary to continuously improve the construction technology and methods, enhance the level of construction technology, and promote the improvement of cultivated land reclamation and other aspects. In areas with a shortage of soil sources, priority can be given to meeting the soil needs of the cultivation layer.

5. Conclusion

The comprehensive land consolidation across the entire region has brought both challenges and great opportunities to the new era of urban and rural construction land expansion and linkage projects. The strong implementation of the expansion and linkage policy has provided great support for promoting urbanization, ensuring the red line of arable land, assisting poverty alleviation, and achieving rural revitalization. However, it can be seen that certain problems have gradually been exposed during the expansion of the policy of linking construction, and continuous modification and improvement are still needed. In the coming period, we should pay more attention to the introduction of the land development right transfer system and the innovation of the operation mode of linked projects, continuously improve the social security system, adapt to the needs of the times, and more effectively leverage the advantages of adding or reducing linked projects.

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