

Analysis of Rural Planner System from the Perspective of Institutional Innovation Theory

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Abstract: In order to implement the requirements of the strategy of Rural Revitalization from the perspective of the central government's overall deployment and system innovation theory, and improve the level of rural planning and construction, many provinces and municipalities in China have explored the rural planner system in recent years. This paper analyses and studies the rural planner system in Chengdu, Hangzhou and Zhuhai from the aspects of the position and responsibility of rural planners and the mechanism of talent formation, and puts forward suggestions for improvement on this basis.

1. Introduction

On January 2, 2018, "Opinions of the Central Centralization Committee of the Communist Party of China" was promulgated by the Central Committee of the Communist Party of China and the State Council. The Opinion points out that the problem of agricultural and rural peasants is a basic problem related to the national economy and people's livelihood. Without the modernization of agriculture and rural areas, there would be no modernization of the country. To realize the Chinese dream of the country's youth [1], we should focus on the countryside, the countryside and build a beautiful China. With the further development of urban and rural integrated planning, the planning and construction of rural areas should correctly grasp the scientific significance of rural development and explore the multi-function and value of rural areas [2]. However, the vast rural areas lack professional talent for a long time. Experts should participate in the planning and construction of rural areas, promote the planning and construction to meet the urgent needs of rural areas, and promote the rural planning system. The key is to achieve the above objectives [3].

2. A Survey of the Practice of Rural Planner System

Chengdu took the lead in implementing the rural family planning system. Since 2003, rural planners began to recruit for the society [4], using public recruitment, collection of institutional and individual volunteers, selection and appointment of positions, and assignment of positions to township level, "covering the whole world". The characteristics of power separation, wide participation and lasting performance [5]. Through promoting the construction of rural planning system, professional and technical personnel at home and abroad and in the industry have participated in the rural planning and construction, and have made great contributions to the urban construction of Chengdu [6].

2.1. Hangzhou

Hangzhou has provided manpower and technical support for the scientific formulation and implementation of rural planning and supervision and management of rural planning and construction through the implementation of the system of town planners, rural planners and rural planning liaison officers [7]. They have clear division of labor in rural planning and construction, each with its own emphasis and mutual cooperation, and are currently being piloted and promoted. It has the characteristics of "full coverage and full service" [8].

Table 1 The planning scope covers the regional population situation.

Household Registration Population (Person)	25546
Migrant Population (People)	40125
Agricultural Population (People)	20651
Proportion of agricultural population to household registration population	90.85%
Agricultural population as a proportion of the total population	32.58%
The proportion of immigrants to the total population	66.54%

2.2. Chengdu

Chengdu took the lead in implementing the rural family planning system. Since 2003, rural planners began to recruit for the society, using public recruitment, collection of institutional and individual volunteers, selection and appointment of positions, and assignment of positions to township level, “covering the whole world” [9]. The characteristics of power separation, wide participation and lasting performance. Through promoting the construction of rural planning system, professional and technical personnel at home and abroad and in the industry have participated in the rural planning and construction, and have made great contributions to the urban construction of Chengdu [10].

2.3. Zhuhai

Through the form of follow-up service in the later stage of village construction planning, the planning and design institutions participating in the preparation of village construction planning projects in Zhuhai select qualified professional and technical volunteers to allocate to villages in the form of “pairing”. As rural planning volunteers participate in the whole process of “paired” village planning, they are familiar with the situation and have a high degree of professionalism. They can better solve the problems encountered in the implementation of village planning and continue to implement the planning in the village construction activities. They have made great contributions to the continuous promotion of beautiful rural construction in Zhuhai City. They have the characteristics of “people-village pairing”, “people-village pairing” and “people-village pairing”. Continuous implementation characteristics. The practice of rural planners system in various areas has played a great role in promoting the level of rural planning and construction. However, because it is still in the exploratory stage, in the process of implementing the rural planning system, a series of areas need to be improved urgently, especially in the positioning and responsibilities of rural planners and the mechanism of talent formation.

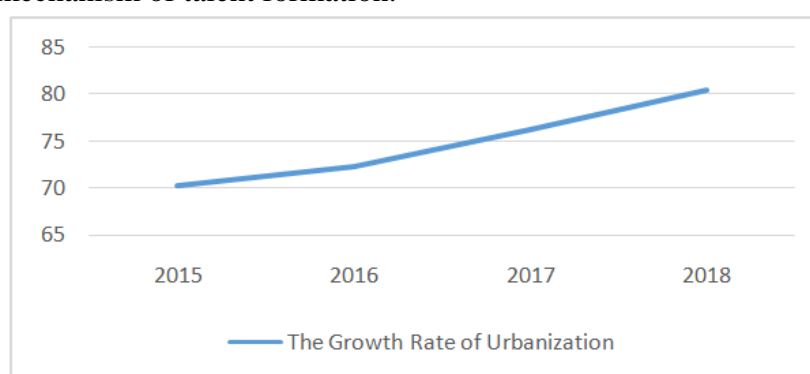


Fig.1. Tendency map of urbanization rate growth in Guangdong province

3. Positioning and Duties of Rural Planners

3.1. Problem analysis

The orientation of rural planners in Chengdu is “rural planners in suburban (city) counties of Chengdu”, and they are full-time technical leaders of Township Planning appointed by the district (city) and county governments. In terms of functions, only on behalf of township Party committees

and governments to perform planning and preparation duties, does not replace the administrative examination and approval and supervision functions of relevant functional departments. Rural planners are only allocated to villages and towns, and the planning and construction work of villages and towns themselves is very heavy. Rural planners often have no time to take into account the real “rural” grass-roots planning and construction, in fact, mainly in the work of “township planners”.

Hangzhou has clearly defined the orientation and functions of town planners, village planners and rural planning liaison officers through the two documents of “Opinions on the Implementation of the System of Town Planners and Rural Planners” and “Rules for the Work of Rural Planning Liaison Staff in Hangzhou”. Town planners mainly follow up the overall development of towns and participate in the research and decision-making of planning and construction, provide technical services and guidance, and do not participate in specific planning and management work. Rural planners pay more attention to the implementation and management of rural planning, mainly including the approval of rural construction planning licenses, tracking management after approval and agriculture. Specific work such as positioning and lofting of village housing, line checking of foundation trench, completion review of main body, etc. Rural planning liaison officers mainly promote the implementation of village planning by participating in the preparation of village planning and planning publicity. Chengdu and Hangzhou divide the supervision and management work of rural planning and construction at the township level into three aspects, which are under the responsibility of special personnel, so as to promote rural planning and construction more effectively. Hangzhou began to implement this system at the end of 2018, and there is no practical feedback.

Zhuhai, in the form of rural planning volunteers, serves directly the “two committees” of the village and provides reference for decision-making concerning planning and construction in the village. However, due to the limited participation time in the village planning and construction in the form of volunteers, and the uneven enthusiasm and investment of the villages in the village construction, it leads to the implementation of the township. The actual effect of village planning volunteers is not as good as expected.

3.2. Suggestions for improvement

Because of the complexity of planning and construction work in rural areas and the limited local financial resources, this paper comprehensively analyses the construction experience of Chengdu, Hangzhou and Zhuhai, and suggests that rural planners should be composed of two levels, namely, full-time rural planners allocated to villages and towns and rural planning volunteers “paired” to villages, so as to achieve full coverage of villages and towns.

Full-time rural planners should be the combination of Hangzhou's “rural planners” and Chengdu's “rural planners”, and play a link role between county (district) level planning management and rural grass-roots planning and construction, focusing on “rural” rather than “township”, focusing directly on “rural” grass-roots planning and construction. As a professional and technical personnel, rural planners not only provide advice for the planning decision-making of superiors from the perspective of towns, but also directly manage by the planning management department of superiors on the same day, which plays a supervisory and supervisory role in the planning and management of rural areas. At the same time, they also need to translate the decision-making of superiors into the planning and construction guidance understood by the people and become a bridge for communication between superiors and subordinates. Rural planning volunteers provide one-to-one service to administrative villages, directly serving the two committees of villages, providing technical guidance and assistance for rural construction activities, and directly assisting rural construction.

4. Analysis and Suggestions on the Talent Composition Mechanism of Rural Planners

4.1. Analysis

Rural planners mainly choose through social recruitment, institutional volunteers, individual volunteers, appointment and appointment. Institutional volunteers and individual volunteers seldom devote time and energy to town planning and management because they have no clear task requirements.

They are equipped in three ways: purchasing services (town planners), hiring and appointing (village planners), and concurrent appointments of the two committees (rural planning liaison officers). The post of town planner includes two forms: full-time and part-time. The way of village planner is full-time. The liaison officer of village planning is usually held by the cadres of the two committees, which realizes the full coverage from town to village. Under this mechanism, the focus is still on the town level, and there is a lack of professional personnel directly serving the two committees. Rural planners have to face the problems of rural planning, construction and management of the whole town, and the workload can not be underestimated.

Through the post-tracking service of village construction planning, professional and technical volunteers come from planning and design institutions that have participated in the preparation of village construction planning projects in Zhuhai. Rural planning volunteers do not stay in villages. They mainly use the form of telephone and e-mail to guide the planning and construction of the villages they serve. However, due to the lack of professional staffing at the town (street) level, there is a lack of professional co-ordination in rural planning and construction within the town (street).

4.2. Proposal

Employment should be given priority to, and selection and appointment should be supplemented by appointment. Emphasis should be laid on professionalism and recruitment should focus on professional background and work experience. On the same day, we should improve the policy of talent flow and introduce a long-term policy, such as defining that rural planners recruited by the society can be formally compiled by the government after being appointed for a number of consecutive periods. Rural planners should be brought into the management of talent pool, and professional and technical personnel of planning should be reserved and added to the team of planning and technical personnel in time according to the needs of work.

Because of the different conditions in rural areas, the problems faced are also different. We should try our best to ensure the specialization and diversification of talents, adjust the specific conditions of serving villages, and pay no attention to occupation. According to actual needs, the scope of specialty is chosen by rural planners, but there are no restrictions on planning, construction, structure, courtyard, landscape, road traffic, urban engineering, construction management and other professional fields. On that day, we should consider the actual situation of rural development, as well as the rural areas and rural craftsmen.

Shared communication mechanism, establish rural planners, daily communication, ensure the opening and sharing of rural planning, regularly organize the inspection and training activities of rural planners, and highly rewarded learning experience. At the same time, in order to ensure the flow of multi-channel talents of rural planners and the continuity and renewal of rural planning talent resources, we must establish a complete flow mechanism.

5. Conclusion

The purpose of establishing the system of rural planners is to meet the needs of rural development and provide human resources for the scientific formulation and implementation of rural planning and supervision and management of construction. It is expected that the system design of rural planners will be constantly improved, and a long-term mechanism will be formed to promote the standardization of planning and management in rural areas, so as to realize the coordinated development of urban and rural areas.

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