

Rural Spatial Governance Practices in Jiangsu Province: Stages, Paths and Models*

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Abstract Under the background of urban-rural integration and development, China's urban and rural development has evolved from "Native China" to "Urban China", and is gradually transforming into "Urban and Rural China", and the rural social structure, industrial structure and settlement structure are undergoing structural changes, and there is an urgent need to explore the theoretical methods and practical paths of rural spatial governance that are compatible with them. Jiangsu Province, as a province with a high level of urbanization and a small income gap between urban and rural residents, has entered the period of "urban-rural China", and has actively carried out systematic practices in the areas of spatial planning in a holistic manner, linked governance of the "three livelihoods" space, and unimpeded flow of urban and rural elements. Practice. Taking Jiangsu's practice as an example, through reviewing the history of Jiangsu's rural spatial governance, we summarize and put forward the stages of Jiangsu's rural spatial governance in three different periods, as well as their focuses, logics and characteristics, and conclude that Jiangsu has explored the systematic path of "planning coordination, action synergy and policy synergy", which has provided a good opportunity for new rural spatial governance. It is believed that Jiangsu has explored the systematic path of "planning coordination, action synergy and policy synergy", which provides a realistic sample of rural spatial governance in the new period, and summarizes the model characteristics of Jiangsu's rural spatial governance practice in terms of the theoretical framework, governance model and governance rules, with a view to further enriching and perfecting the theoretical and practical system of rural spatial governance, which mainly includes The main features include following the theoretical framework of the coupled operation system of rural development "people-land-industry", exploring the rural spatial governance model for the four types of villages, and giving full play to the role of village planning as the basic rule of rural spatial governance. Keywords urban-rural relations; urban-rural integration; rural revitalization; rural spatial governance; village planning

Rural Spatial Governance in Jiangsu Province: Stages, Trajectories, and Models
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Abstract: In the context of integrated urban-rural development, the focus of China's urban-rural development has shifted from "rural China" to "urban China" and is now gradually transitioning towards "urban-rural China". The social structure, industrial structure, and settlement patterns in rural areas are undergoing fundamental changes, underscoring the exigent need to examine theories and practice of rural development. The social structure, industrial structure, and settlement patterns in rural areas are undergoing fundamental changes, underscoring the exigent need to examine theories and practice of rural spatial governance. As a province with a relatively high level of urbanization and a small urban-rural income gap within China, Jiangsu Province is a forerunner in the country's pursuit of "urban-rural China". The province has proactively implemented systematic spatial planning, coordinated management of "three living spaces", and strategies to facilitate urbanization. The province has proactively implemented systematic spatial planning, coordinated management of "three living spaces", and strategies to facilitate urban-rural factor flows. Following a review of rural spatial governance in Jiangsu, the paper summarizes three distinct stages as well as the key focus, rationales, and characteristics of rural spatial governance in Jiangsu. It reveals that Jiangsu has followed the path of planning coordination, action coordination, and synergistic policy making, establishing an exemplary model for rural spatial governance in Jiangsu. It reveals that Jiangsu has followed the path of planning coordination, action coordination, and synergistic policy making, establishing an exemplary model for rural spatial governance in the new era. Finally, the paper offers additional insights into Jiangsu's rural spatial governance model from the perspectives of theoretical framework, governance approaches, and governance rules. Specifically, the model aligns with the dynamic relationships among people, land, and production, providing differentiated approaches to four types of villages and providing differentiation between them. Specifically, the model aligns with the dynamic relationships among people, land, and production, providing differentiated approaches to four types of villages and reinforcing the pivotal role of rural planning in spatial governance.

Keywords: urban-rural relationship; urban-rural integration; rural revitalization; rural spatial governance; village planning

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The modernization of the village governance system and governance capacity is an important part of the construction of the country's governance level. Rural spatial governance is an important tool for village governance, and its level of governance will directly determine the level of village modernization. In recent years, rural

village spatial governance has received focused attention from the academic community[1-5]. For the conceptual connotation of rural spatial governance, the academic community generally believes that it should be defined in terms of the object of rural spatial governance, governance methods, governance objectives and other aspects. In the author's opinion, rural spatial governance refers to the process of taking the whole area of mountains, water, forests, lakes, grasses and sands in the countryside as the object of governance, and promoting the spatial remodeling of production, life and ecology in the countryside through the establishment of a comprehensive governance path from goal setting, planning and coordination, action synergy to policy synergy, so as to provide spatial support for the optimization of urban-rural relations.

At present, under the advancement of urban-rural integration development, China's urban and rural development has evolved from "vernacular China" to "urban China".

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* Based on the author's speech at the 20th "China Urban Planning Discipline Development Forum".

It is gradually transforming into "urban and rural China", and rural spatial governance needs to be put into the urban and rural development pattern to think about, and cannot be limited to "talking about the countryside in the countryside". At present, the academic community's attention to the theories, paths and modes of rural spatial governance is still insufficient, and it is urgent to conduct further in-depth research on how to promote the formation of comprehensive governance synergy in rural space in terms of the development of rural industries, improvement of human habitat, protection and utilization of resources, and to build a framework of rural spatial governance that is compatible with the period of "urban-rural China".

This paper firstly summarizes the evolution of China's urban-rural development, and clarifies the trend of rural development characteristics in the period of "urban-rural China" in terms of rural social structure, industrial structure and settlement structure. Based on this basic understanding, this paper reviews the evolution of rural spatial governance in Jiangsu Province, which has a high level of urbanization and a small income gap between urban and rural residents, and concludes that the rural spatial governance in Jiangsu has entered a stage dominated by the synergistic governance of the "three lifetimes" that serves to enhance the spatial value of the entire urban and rural areas. Secondly, it focuses on the practical exploration of rural spatial governance in Jiangsu Province, and puts forward the rural spatial governance path of "planning coordination-action synergy-policy synergy" in Jiangsu Province, which provides a new approach for exploring the rural spatial governance of "urban-rural China" in the period of "urban-rural China". It provides a realistic sample for exploring the rural spatial governance in "urban-rural China" period, which is of some reference significance. Finally, we summarize the characteristics of Jiangsu's rural spatial governance model in terms of theoretical framework, governance mode and governance rules, with a view to further enriching and perfecting the theoretical and practical system of rural spatial governance, which mainly includes following the theoretical framework of the coupled operation of the rural development "people-land-production The theoretical framework of the system, the exploration of the rural spatial governance model for the four types of villages, and the role of village planning as the basic rule of rural spatial governance.

1 Evolution of urban-rural development in China and current trends in rural development characteristics

The development of human society has gone through four periods: primitive civilization, agricultural civilization, industrial civilization and ecological civilization[6]. The author summarizes the characteristics of China's urban and rural development during the three periods of agricultural civilization, industrial civilization and ecological civilization, and believes that the evolution of China's urban and rural development will also go through three corresponding periods of "Vernacular China" "Urban China" and "Rural and Urban China". "urban-rural China" and so on.

1.1 Three periods in the evolution of urban and rural development in China

1.1.1 The "Vernacular China" Period: Vernacularity as a Basic Characteristic of Traditional Chinese Agricultural Societies

In the period of agricultural civilization, to prosper small farmers in the countryside

Economy is the main value to be pursued, and the countryside is relatively closed and economically independent during this period. China has been in this period for a long time since it entered the agrarian society. Mr. Fei Xiaotong[7] defines this period as the period of "Vernacular China", and he analyzes the traditional Chinese agrarian society in terms of the rural community, cultural transmission, and the family system, etc. He believes that the Chinese society is vernacular, and that the unit of the rural community is the village, and Chinese peasants live together in villages, which is an "acquaintance" society, and the relationship between people is a grid relationship with kinship as the main axis. The unit of the rural community is the village, and Chinese peasants live together in villages, which is an "acquaintance" society, and the relationship between people is a grid relationship with kinship as the main axis, which is a pattern of poor order.

1.1.2 The "Urban China" Era: Cities Become Workers

Main carriers during the period of industrial civilization

After human society entered the industrial civilization, the pursuit of the value of achieving scale effect led by the "Ford Production Method" became the mainstream, and cities gradually became the main carrier of human development. Since the founding of New China, after two stages of heavy industrialization and rural industrialization, the 1990s ushered in the period of "urban China", in which "city" was the core competitiveness, and the relationship between urban and rural areas showed the following characteristics: "the city is nurtured by the countryside", "urban and rural industrialization" and "urban and rural industrialization". During this period, the relationship between urban and rural areas was characterized by "nurturing the city with the countryside" and "the scissors difference between urban and rural workers and peasants"; the level of urbanization was rapidly rising; various carriers such as urban development zones and new towns were emerging; the urban space was expanding rapidly; a large number of people from the countryside were entering the cities; and "peasant citizenship" was urgently needed. Farmer Citizenship" needs to be solved urgently[8]. From 1978 to 2022, China's urbanization level has increased by 47.3%, and the rural population has dropped from 790 million to 490 million.① Some villages are being eaten up and disappeared, and "hollow villages" have been created in remote suburban areas due to the outflow of population, and the mismatch of "people-land-products" in the countryside has become a major problem. The phenomenon of "people-land-production" mismatch in rural areas is prominent. It can be seen that urban development has gradually become the main theme of this period, and rural development has been neglected.

1.1.3 The "Urban-Rural China" Era: Urban-Rural Integration and Development

Developing a new pattern of urban and rural development in the era of ecological civilization

When human society enters the period of ecological civilization, "urban-rural equivalence" with no difference in the whole area becomes the main value to pursue, and urban-rural relations show a pattern of "shared" development, and urban-rural integrated development becomes the ideal state to pursue in the period of ecological civilization. When China enters the period of ecological civilization, the development of urban and rural areas will evolve from "urban China" to "urban-rural China". In the author's opinion, "urban-rural China" means that the integration and linkage between cities and villages will become the main theme of this period, the level of urbanization will become relatively stable, a certain proportion of the population will remain in the villages, and the development of cities will move from the "incremental era" to the "stock era". Urban development has evolved from the "incremental era" to the "stock era", while the countryside has changed from a state of "subordination and dependence" to a state of "self-generated development", and the functional value of the countryside will evolve in the new urban-rural relationship.

It will be further accentuated, eventually forming a new development pattern of urban-rural integration with no difference in the level of development between urban and rural areas and with urban and rural functions complementing each other.

1.2 China's urban-rural development has gradually entered the "urban-rural China" period.

Since entering the new century, the state has successively put forward the strategies of urban-rural integrated development, urban-rural development integration, new urbanization and rural revitalization, etc. The report of the 19th CPC National Congress formally put forward the requirements of urban-rural integrated development for the first time, and the report of the 20th CPC National Congress further clarified the requirements of "adhering to the priority of agricultural and rural development, adhering to the integrated development of urban and rural areas, and unimpeded urban-rural factor flow" requirement, the national level has a clear understanding of the evolution of China's urban-rural development and has pointed out the direction for it. From the data characteristics of urban-rural population migration, urban-rural residents' income ratio, and urban-rural spatial and temporal relations, China has gradually entered the "urban-rural China" period.

1.2.1 Rural-urban migration tends to be stabilized and balanced

China's urbanization rate will reach 65.22% in 2022①, and it is gradually entering the late and stable development stage of the Northam Curve (urbanization rate reaches 70%), and population migration will enter a relatively stable and balanced state. Taking Jiangsu, a coastal economically developed region, as an example, in 2022, the urbanization rate of 7 prefecture-level cities has already crossed 70%, especially in Southern Jiangsu, where the willingness of the rural population to go to the city has been declining in recent years, and there has been an increase in the resident population in the countryside of some

counties and cities^②.

1.2.2 Ratio of income of urban and rural residents equalized

The income gap between urban and rural residents nationwide has been narrowing, with the ratio of urban to rural incomes reaching its highest value in 2009.

Since 3.33, it has continued to decline for more than a decade, and by 2022 it will have fallen to 2.50 (Figure 1). The reason for this is, on the one hand, due to the continuous reduction of rural population, which has been reduced by 131 million people in the past ten years, and on the other hand, it is also due to the gradual diversification of the rural economic development and the continuous improvement of rural residents' income, which has increased by 226% from 8,895 yuan in 2013 to 20,133 yuan in 2022, while the income of the urban residents in the same period has only increased by 183%^①.

1.2.3 Further compression of the spatial and temporal relationship between urban and rural areas

Under the wave of globalization, informatization and modernization, the transportation revolution, the development of informatization and the unified construction of urban and rural infrastructures have gradually changed the spatial and temporal relationship between urban and rural areas, making the countryside no longer closed. Specifically, from the perspective of various infrastructure construction data in the countryside, the countryside has made remarkable achievements in various constructions, with a cumulative total of 2.53 million kilometers of new rural highways built in China, 100% of eligible administrative villages being connected to buses^③, administrative villages throughout the country being connected to broadband, and rural villages being connected to broadband, and rural villages being connected to broadband.

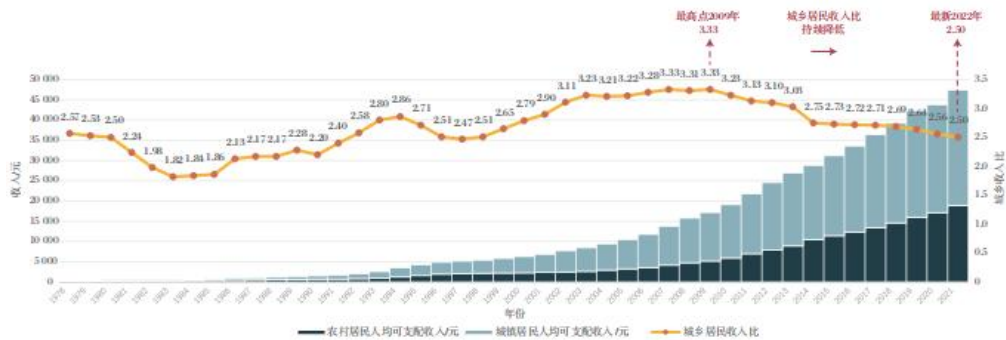


Figure 1 Changes in the income gap between urban and rural residents in China since the reform and opening-up period^①

Fig.1 Income gap changes between urban and rural residents in China since the reform and opening up

Basically realizing the same network and speed as the city^④, the reliability rate of power supply of the rural power grid reached 99.8%, and the proportion of rural household garbage collection and treatment exceeded 90%^⑤.

1.3 Characteristic Trends of China's Rural Development in the Period of "Urban-Rural China".

Under the background of urban-rural integration and development, China's countryside has presented new features and trends in social structure, industrial structure and settlement structure, and its multiple functions and values will be further emphasized, which provides a basic guideline for us to carry out rural spatial governance in "urban-rural China".

1.3.1 Rural social structure shifted to the integration of multiple subjects with the population migration brought about by urban-rural integration and development

The movement of capital and people, such as social capital into the countryside and the return of villagers who have gone out to their hometowns, has had an impact on the "society of acquaintances", and the rural areas have moved from the traditional rural areas of low mobility and relative closure to more openness, with the structure of human beings evolving from the society of acquaintances in the period of "native China" to the society of "strangers with familiarity". The interpersonal structure has evolved from a society of acquaintances in the "Vernacular China" period to a society of "familiar strangers". In particular, the development of a new economy in the countryside, the entry of new

agricultural management bodies, new farmers from outside, and other types of groups have made the countryside more diversified. In recent years, the age structure in some areas has gradually shown a "reverse growth" trend, for example, in some townships where Taobao villages are concentrated in Cao County, the average age of the resident population has been reduced by about 3 years in the past ten years, and the proportion of young people between the ages of 18-35 in the resident population of the townships has been increasing year by year^⑥.

1.3.2 Rural industrial structure shifts to integration of primary, secondary and tertiary industries

The convenience of transportation and communication in rural areas, as well as the construction of the Internet of Things, the Internet, and the cold chain logistics system, will create a new economic pattern in the countryside in the future.

On the one hand, agricultural space has broken through the original scale of subsistence farming and travel radius. On the one hand, the agricultural space has broken through the original self-sufficient agricultural farming scale and travel radius, and it is necessary to consider the spatial reorganization of the agricultural industry in the context of moderate-scale agriculture; on the other hand, the countryside relies on the advantages of rich natural ecology and cultural and leisure resources, and various types of main bodies at all levels, through the initiative of optimizing and upgrading the cultivation of agricultural products, the manufacturing of new industries and handicrafts, the organization of rural tourism, and the rural services and other activities Promote the integrated development of the "agriculture-industry-culture-tourism" industry, and then promote the industrial structure of agriculture and rural areas from the traditional small farm economy to the integrated development of one, two and three industries[9]. For example: in 2019, the income of the national agricultural product processing industry will exceed 22 trillion yuan; rural leisure agriculture will receive 3.2 billion tourists, with an operating income of more than 850 billion yuan; the new rural service industry will accelerate its development, with rural network sales amounting to 1.7 trillion yuan; and the cumulative total of various types of returnees to their hometowns and villages will be more than 8.5 million people, with the creation of 80% of the projects for the integration of rural industries^⑦.

1.3.3 Rural settlement structure shifted to composite spatial integration As the population urbanized, rural areas

The out-migration of population has brought about the "hollowing out" of a large number of rural settlements, and the space of rural settlements is facing reconstruction[10]. On the one hand, it is necessary to pay attention to the perfect adjustment of the layout of towns and villages at the regional level, and to promote the "smart contraction" of villages; on the other hand, under the common vision of urban and rural residents' poetic dwelling, the living space of the countryside has new requirements in terms of scale, layout and function, and the style of the village residence, etc. In the course of planning and developing the villages, the internal settlement space also need to be updated to adapt to changes in production and living styles, and the quality of living space is facing an urgent need for upgrading, with the emergence of a number of new spaces with a strong vernacular flavor, a strong sense of the times, and a high degree of modernity. In addition, in some suburban areas, the beautiful rural scenery and good ecological environment of the countryside

The relatively slow-paced lifestyle is an excellent counterbalance to the crowded, stressful, and efficient urban lifestyle, and is attracting more and more city dwellers, resulting in the emergence of a new type of rural settlement space mainly for "city dwellers".

2 Review: Stages of Evolution of Rural Spatial Governance Practices in Jiangsu Province

As one of the provinces in the eastern coastal region, the urbanization rate of Jiangsu Province will reach 74.4% in 2022, which has already crossed the critical point of the late stable development stage of the Northam Curve, and the income ratio of urban and rural residents will narrow from 2.58:1 in 2013 to 2.11:1 in 2022^⑧. It can be said that Jiangsu Province has entered into the period of "urban-rural China" after the two periods of "vernacular China" and "urban China". It can be said that Jiangsu Province has entered the period of "urban-rural China" after experiencing the periods of "rural China" and "urban China". In recent years, Jiangsu Province has responded to the national requirements of urban-rural integration and development, and based on the high urbanization rate of the whole region, it has actively carried out the exploration of rural spatial governance in line with the period of "urban-rural China", and has achieved certain results.

Reviewing the history of the development of rural spatial governance in Jiangsu, based on the urban-rural relationship and the focus of spatial production in three different periods, the rural spatial governance in Jiangsu has shown certain stage characteristics in terms of its focus, logic and features in different historical periods, for example, in terms of the spatial focus of the governance, the rural spatial governance in Jiangsu has experienced the transition from the living space to the equal emphasis on the production space and the living space, respectively, and then to the "three living spaces" synergistic governance transformation. Therefore, the author believes that the stage evolution of rural spatial governance in Jiangsu can be divided into three stages corresponding to the three periods summarized in the previous section. See Table 1.

Table 1 Stage evolution of rural spatial governance practices in Jiangsu Province

Tab.1 Evolution of rural spatial governance in Jiangsu Province Practice: Exploring the Path of Rural Spatial Governance Practice in Jiangsu Province

developmental stage	civilization phase	value-seeking (philosophy)	Urban-rural relations	Focus on urban and rural space production	Logic of governance of rural spaces	Characteristics of rural spatial governance
rural China period (i.e. China in the 1950s and 1960s)	agricultural civilization	smallholder economy	closed country	Rural living space governance to serve agricultural production needs be dominated by	Feng Shui theories, folk customs, clan systems, etc. are mainly used to guide rural planning and construction.	Maintaining family ties and human reproduction
urban China period (geology)	industrialized civilization	scale effect	Urban-rural scissor gap	Leading the remodeling of rural living and production spaces to serve the needs of urban spatial expansion	Guiding rural planning and construction with land acquisition policies, etc., adapted to the transformation of rural territories into urbanized areas	Adapting to urban spatial expansion
Urban and Rural China Period	ecological civilization	Urban/rural equivalents	Integration of urban and rural areas	Leading the synergistic governance of the "three lives" space to serve the enhancement of spatial value of the entire urban and rural areas	Rural planning and construction guidance aiming at realizing the highlighting of rural spatial value in the state of urban-rural integration	Redefining rural values to achieve urban-rural equivalence

2.1 The "Vernacular China" Period: A Stage Dominated by the Governance of Rural Living Space to Serve the Needs of Agricultural Production

During this period, urban and rural spatial production was dominated by rural settlement space, which served the needs of rural farming production, and the overall distribution characteristics were related to the radius of rural agricultural production and the geographical features of natural landscapes. For a long time, in the countryside during the period of "Vernacular China", due to the stability of agricultural productivity and the stability of agricultural radius, the rural settlement space was also relatively stable, and the main goal of rural spatial governance was to maintain family relations and human reproduction, and the "people-land-production" system was in a certain closed area. The "people-land-production" system is balanced in a certain closed rural area, and the rules of rural spatial governance are mainly regulated by feng shui theories, folk customs and clan systems formed through long-term practice^[11]. Jiangsu was influenced by traditional farming civilization, cultivation and study culture, and scholar culture, etc. During this period, rural spatial governance was dominated by rural settlement space, showing "based on landscape but out of landscape" "multi-tasking, cultivation and study for the family" "exquisite construction, cultural inheritance" and other characteristics^[12].

2.2 The "Urban China" Period: a phase dominated by the remodeling of rural living and production spaces to serve the needs of urban spatial expansion

During this period, urban and rural spatial production was mainly dominated by urban development and construction, and urban and rural land policies were dominated by the demand for urban construction

land, which also prohibited large-scale construction in the countryside, and the empowerment of rural land was gradually lost^[13]. During this period, rural spatial governance was mainly about the remodeling of rural living and production spaces to serve the needs of urban spatial expansion, including how to regulate rural land acquisition and how to promote the citizenship of landless farmers, etc., to support the needs of urbanization and industrialization. When Jiangsu experienced the "Southern Jiangsu model" of township industrialization After the period, it entered the mega-city and big-city-driven development mode driven by export-oriented economy and development zones. During this period, with the outward expansion of the city, the rural living and production space around the city was constantly being eaten up and reshaped, and the original agricultural space and rural settlements were turned into development parks, and the surplus labor force in rural areas constantly left the original rural space to enter the urban space.

2.3 The "Rural-Urban China" Period: A stage dominated by the synergistic governance of the "Three Lives" space to serve the enhancement of the spatial value of the entire urban and rural areas.

During this period, urban-rural spatial production is no longer limited to cities, while the enhancement of spatial value in the entire urban and rural areas has become mainstream. Taking some regions that have entered the period of "Urban and Rural China" as an example, these regions have carried out a lot of practical explorations, such as Zhejiang's "Ten Million Projects", Chengdu's urban and rural integrated development reform, and Jiangsu's construction of distinctive idyllic villages and villages, etc., which have continuously explored the rural territories' "Returning power and empowerment"^[13], the value of rural areas was redefined^[14], in order to finally realize the equal value of urban and rural areas^[15]. In this period, the spatial governance of the countryside has shifted to focus on the systematic governance of the "three lives" of production, life and ecology, and the governance process has become more complex, requiring the integrated consideration of resources, industries, construction and other factors, so as to give greater play to the value of the countryside. Since entering this period, Jiangsu has been actively exploring in planning, actions and policies to provide support for the enhancement of the value of the entire urban and rural areas in the whole region, such as in the realization of the value of natural resources, some areas have actively explored and carried out the market entry of collectively operated land for construction, the realization of the value of ecological products in the countryside, and the comprehensive improvement of the whole region's land (high-standard farmland, mechanized cultivation), and so on.

Rural spatial governance is a systematic project. Under the background of urban-rural integration and development, the rural spatial governance under the influence of urban value logic in the past can not meet the needs of the stage of "urban-rural China"^[16], and it needs to synergize and play a comprehensive governance effect in industrial development, human habitat construction, land use policy and other aspects. Since entering the period of "urban-rural China", Jiangsu Province, faced with the development reality of rural spatial transformation, has continued to carry out a series of rural spatial governance practices, explored the rural spatial governance path of "planning integration-action synergy-policy synergy", and provided a good solution for the development of "urban-rural China". Jiangsu Province has continued to carry out a series of rural spatial governance practices since entering the "urban-rural China" period, facing the development reality of rural spatial transformation, and has explored the rural spatial governance path of "planning coordination, action synergy and policy synergy", which has provided a realistic sample for exploring the rural spatial governance of "urban-rural China" period.

3 Planning integration: a holistic approach to space planning

Jiangsu has always attached importance to the role of spatial planning in rural spatial governance work, adapting to the scale synthesis, scale transfer and scale interaction and other multi-scale characteristics of the rural space performance^[17], from the regional scale, county scale, area scale and village scale continue to explore, and actively promote the planning of the overall planning, planning space in a single board, for rural spatial governance, to provide the "base plate".

3.1 Regional scale: clarifying systematic and differentiated directions and strategies for rural spatial governance

In the provincial territorial spatial planning, Jiangsu combines geographic terrain and cultural and other regional differences, and divides the province into five rural zones (Figure 2), including the plains along

the river network, the hilly and granite areas in southern Jiangsu, the wetland areas in the water towns of Jiangsu and Huaihuai, the coastal plains of northern Jiangsu and the hilly plains of Xu Hai, and so on, and, based on the characteristics of different zones, the urbanization of the population, the development of industries, the use of rural spatial resources, and the protection of the rural ecological environment, rural spatial landscape,



Fig. 2 Guidance zoning for rural spatial governance in Jiangsu Province

Source: Jiangsu Urban and Rural Planning and Design Institute Co., Ltd, Jiangsu Province Land and Spatial Planning Thematic Study - Jiangsu Rural Spatial Coordination Study, 2022.

In terms of guiding the development of rural settlement space and other aspects, a systematic and differentiated rural spatial governance strategy has been formed to promote the spatial optimization of rural revitalization in a focused and step-by-step manner, and corresponding guiding rules and strategies have been formed at the provincial regional scale.

3.1.1 County scale: guiding the reshaping of rural settlements through categorized village governance
The county scale focuses on the optimization and dynamic updating of town and village layout planning as a guideline for rural spatial optimization, clarifying the layout of future rural settlements and guiding the formation of a spatial pattern for the integrated development of urban and rural areas. Since 2005, Jiangsu has carried out four rounds of town and village layout planning optimization in conjunction with the national rural revitalization strategy and the requirements for upgrading the rural habitat environment, and has continuously promoted the refinement of planning management and continued to dynamically refine and adjust the classification of villages, in order to determine the rules of prioritizing and placing public service facilities, infrastructures, village constructions, spatial patterns, etc., so as to provide guidance for the allocation of public resources in rural areas across the province and the formulation of agriculturally related policies, village planning, the construction of beautiful and livable villages, and the improvement and upgrading of the village environment provide planning support.

3.1.2 Scale of the area: planning and construction of rural contiguous areas, and formation of multi-party policy synergy

In recent years, the issue of how to revitalize the countryside in a contiguous area has begun to attract widespread attention[18-19]. Jiangsu is actively deepening rural spatial governance at the scale of a piece of area, and many parties such as development and reform, planning, construction, agriculture and rural areas are working together to form a policy synergy, set up urban-rural integrated development pilot zones in the contiguous areas of the countryside, carry out the joint compilation of village planning, build demonstration zones of characteristic idyllic countryside, and push forward the demonstration of contiguous protection of traditional villages and the coordinated development of demonstration zones of rural revitalization, etc., so as to promote the revitalization of the urban and rural elements in a certain range. frequent circulation, thus promoting the revitalization of contiguous villages. For example, it actively promotes the joint preparation of practical village plans by multiple administrative villages in contiguous rural areas with related industrial development, similar regional cultures and the same geographic units (Fig. 3), so as to promote the coordinated allocation of resources across villages and groups; and it actively promotes the formation of characteristic idyllic villages into clusters, creating demonstration zones for characteristic idyllic villages and forming characteristic clusters with an obvious

demonstrative effect as a whole.

For example, Beishan, Steep Hill and Anle in Tianquanhu Township, Xuyi County, are located in the hills, near Tianquanhu and Tieshan Temple, with beautiful ecological environments and rich tourism resources, but the current situation of villages is small in size, scattered, with poor housing quality and difficult to upgrade facilities, especially Beishan and Anle, which, due to topographical constraints, are not easily able to improve their housing conditions in situ. Actively carry out the village planning chain preparation, in the industry to realize the three administrative villages resource linkage; in the improvement of farmers' housing conditions, in full respect for the wishes of farmers on the basis of the guidance of the Beishan, Anle administrative village scattered settlements to the Steep Mountain Village agglomeration (Figure 3).

3.1.3 Village scale: village planning to support the implementation of various action projects in villages

Village planning, as the detailed planning of rural areas outside the urban development boundaries in the national land spatial planning system, is the hand that supports the implementation of the rural revitalization strategy, and it is also the legal basis for carrying out spatial governance of the countryside. Through the preparation and implementation of village planning, it is possible to realize the comprehensive coordination of rural spatial governance, including land use, industrial development, settlement layout, ecological protection, and

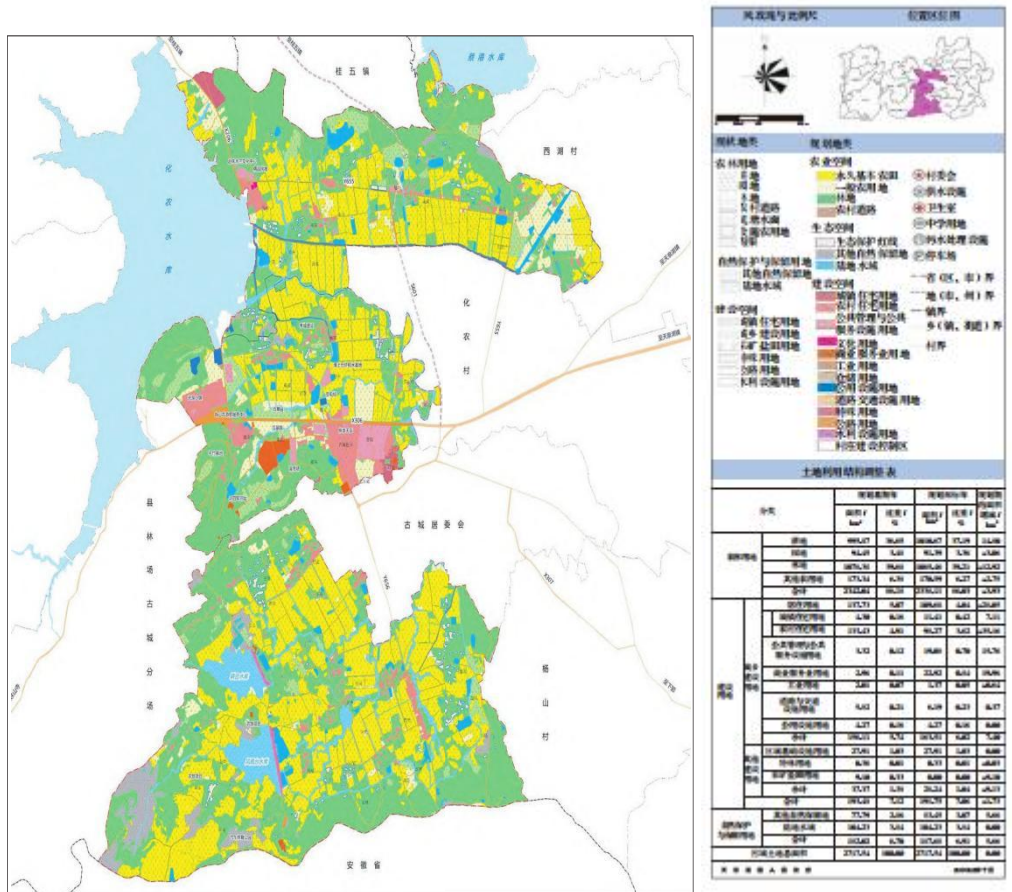


Fig.3 Land use plan of Beishan Village, Doushan Village, and Anle Village in Tianquanhu Town, Xuyi County

Source: Jiangsu Province Town and Country Planning and Design Institute Co. Village Planning of Beishan Village, Steep Mountain Village and Anle Village, Tianquanhu Township, Xuyi County (2019-2035), 2022 historical and cultural inheritance, etc., to realize the control of all elements in the whole area. Jiangsu has initiated research on the techniques and policies for the preparation of practical village planning for "multi-planning" since 2019, and has issued two versions of village planning guidelines to guide the

preparation of village planning in the province.

3.1.4 Synergy of action: "Three lives" spatial linkage governance

Under the coordination of "planning space in a chessboard", Jiangsu focuses on rural living space, production space and ecological space, and promotes the implementation of spatial planning through the synergy of overall actions, realizing the linked governance of the "three lives" space.

3.2 Rural Living Space Reinvention

In the governance of rural living space, Jiangsu has carried out the construction of characteristic idyllic villages since 2017 on the basis of village environment improvement and upgrading, focusing on the three keywords of "characteristic, idyllic, and countryside", and has built a number of beautiful and livable villages with high construction quality, excellent environmental conditions, and good public services, and the rate of completion of beautiful and livable villages has been nearly 80%. As of November 2023, 11 batches of 665 characteristic idyllic villages have been issued, realizing full coverage of agricultural counties (cities and districts). Jiangsu has promoted the optimization and upgrading of rural living space through the construction of characteristic idyllic villages, greatly driven the flow of capital, talents, projects and other resource elements to rural areas, and effectively improved the rural living environment.

3.2.1 Spatial reorganization of rural production

In the governance of rural production space, Jiangsu focuses on optimizing the spatial layout of rural industries through comprehensive land remediation of the entire region, strengthening the interface between village planning and comprehensive land space remediation work. First, focusing on agricultural land remediation and high-standard farmland construction, to promote the formation of large-scale agricultural space, focusing on scattered home bases, miscellaneous forests and gardens, farming pits and ponds, water surface, etc., reclamation, the formation of new arable land, a powerful crack of the arable land and the fragmentation of permanent basic farmland and other issues, Changshu City, Wuqiu Village has completed the construction of full coverage of high-standard farmland, only the "small fields into large fields" a collation of nearly 30 acres (2 hm²) of arable land; second is to vacate the inefficient industrial construction land indicators, layout of commercial land, such as vigorously develop the village tertiary industry, to provide space for the new economy of the countryside, such as a village in Wuxi through the comprehensive land remediation of the whole area, finishing vacated industrial land 19.75 hm², new commercial land 17 hm²; third is to take advantage of the location of the countryside Such as the areas around the southern Jiangsu metropolitan area to revitalize the stock of collective construction plant, improve the rural spatial environment and related services, the introduction of innovative science and technology, cultural industries, etc., to create artificial intelligence, digital economy industry incubation base, such as the village of Kunshan City, Jiangsu Province, Zhangpu Town, Jinhua Village, the village of the old plant in the function of transforming into a garden bazaar, agricultural processing exhibition in the centers, etc., has become an important vehicle for boosting the transformation of the agricultural industry.

3.2.2 Rural ecological space restoration

In the rural ecological space governance, Jiangsu focuses on the ecological restoration of rural areas through the promotion of ecological restoration, improve the ecological background of the countryside, linkage industry development. First, through the basin of the overall ecological management project, improve the ecological background of the rural areas around the basin, for the development of green industry to provide a high-quality ecological carrier, such as Lianyungang City, through the ecological restoration of the Shiliang River Reservoir, the ecological background of the management of the countryside for the development of ecological fisheries breeding and tourism development to provide support; the second is through the ecological restoration of the abandoned mines, to create ecological landscapes of the countryside, and the introduction of ecological hot springs, High-end vacation and other industries, exploring rural tourism-oriented environmental remediation mode, such as Jintan District, Changzhou City, Pomelo Mountain Village, and actively promote the ecological restoration of abandoned mining dangkou, built the dangkou site park, "craggy hanging dang" to become a rural "net red landscape"; Third, through the exploring the mechanism of land transfer with ecological protection conditions, expanding the path and mode of realizing the value of rich rural ecological products, so as to comprehensively maintain the function of the countryside to provide ecological barriers and ecological

products, such as Tianning District, Changzhou City, a collective operational construction land use rights with ecological management and maintenance conditions were successfully listed for transfer, and the bidders are required to assume the main responsibility of management and maintenance of the surrounding ecological environment of the land plot in accordance with the requirements of the agreement.

3.3 Policy synergies: smoothing the flow of urban and rural factors

Rural spatial governance in the era of "urban-rural China" requires the breaking down of existing institutional barriers that impede the flow of urban and rural factors, and the exploration of factor mobility policies that are compatible with these barriers. Jiangsu has actively explored the protection of factors such as talents, land and capital, and has promoted the formation of policy synergies to smooth the flow of all kinds of factors between urban and rural areas.

3.3.1 Talent factor protection

In the context of the diversification of the social structure of the countryside, it is necessary to take multiple measures to promote the influx of talents into the countryside. In terms of talents in rural spatial governance, how to give full play to the in-depth integration of professionals and local farmers, and improve rural spatial governance decision-making through the whole process of communication and consultation is an important initiative that needs to be considered in the era of "Urban and Rural China". Since 2020, Jiangsu has carried out the "Co-painting Su Township" activity of planners going to the countryside, guiding the majority of planning professionals to carry out planning services in towns and villages, helping to promote planning on the ground, and opening up the "last kilometer" of planning implementation, and up to now has built 105 So far, 105 workstations have been built for planners to go to the countryside, realizing full coverage of cities and counties. Jiangsu's exploration of the planning and construction of the talents needed for rural spatial governance has provided professional people for the Talent Guarantee.

3.3.2 Land element security

The focus of land reform is to effectively revitalize the stock of resources in the countryside, to transform the way of development in which rural land has long been encroached upon by the cities, and to allow rural land to give full play to its resource value in the new urban-rural relationship, thereby realizing a "repricing" of the value of rural land. Jiangsu and Suzhou have coordinated the revitalization of unused residential land, the market entry of collective operating land for construction, the trading of surplus indicators for linking urban and rural construction land to increase and decrease, and the comprehensive improvement of land in the whole region, and have carried out a series of pilot reforms, and introduced relevant policies and initiatives to guide the revitalization of more stock of land to be invested in the countryside, and to be used to support the integration of one, two, and three industries, for example, in the planning of villages, and the coordinated arrangement of the counties under their jurisdictions (municipalities, districts) In the village planning, special flow indexes for village planning are arranged under the jurisdiction of counties (cities and districts) in an integrated manner. The guarantee of land elements in the countryside of Jiangsu Province has made it possible to reshape the spatial value of the countryside.

3.3.3 Security of financial elements

First, actively attracting social capital to participate in rural spatial governance, in response to the reality of insufficient funds for rural spatial governance, Jiangsu actively encourages various types of social capital to cooperate with the countryside, and further activate the countryside's dormant land and spatial resources through the innovation of the development model, the upgrading and upgrading of facilities, the injection of innovative functions, and other strategies; second, actively improving the institutional system to activate the value of the collective land assets, and broadening the countryside's property-based income, such as Focusing on strengthening credit support for collective operational construction land, as the first batch of market cultivation projects in Lishui District such as Golden Manor, seven banks participated in the cooperation and handled mortgages for the transacted units according to their needs, and the first 34.5 mu of land was transacted with a value of RMB 24 million; thirdly, it strengthens the coordination of various types of special funds at the provincial level, and strengthens the coordination of village planning, rural land preparation, and the development of rural land facilities, and enhances the development of the rural land space resources that are sleeping. The third is to strengthen

the coordination and arrangement of various types of provincial special funds, and to strengthen the financial support for the preparation of village planning, comprehensive improvement of rural land, and other work.

3.4 Summary: A systematic path of rural spatial governance through "planning integration, action synergy and policy synergy".

In summary, the path experience of rural space governance practice in Jiangsu Province is mainly manifested in the following three aspects: First, focus on planning and coordination, to adapt to the multi-scale characteristics of rural space, the remodeling of rural space from a larger regional perspective, pay attention to the characteristics of rural space at different scales, and can not be confined to the "countryside on the countryside talk about the countryside", otherwise rural space The second is to focus on action synergy, use systematic thinking to promote the "three lives" space linkage governance, and avoid one-sided understanding of rural space, such as in the governance of living space and ecological space to pay attention to how to provide raw materials for the revitalization of rural industries. production space carrier, when governing the original living and production space, attention needs to be paid to promoting spatial remediation, providing support for the ecological space and ecological product security in the area, etc.; Thirdly, focusing on the circulation of factors, after entering the "Urban and Rural China" period, the flow of factors will become freer, and the governance of the rural space is facing more complicated requirements, which need to be better Guiding the security of talent, land and capital elements in rural areas, and building a flowing value system so as to further emphasize the value of the countryside.

4 Summary: Model Characteristics of Rural Spatial Governance Practices in Jiangsu Province

On the basis of the path experience of rural spatial governance practice in Jiangsu Province, the model characteristics of Jiangsu's rural spatial governance practice are further refined and summarized from the three aspects of theoretical foundation, governance mode and governance rules, with a view to providing reference for other regions.

4.1 Theoretical framework: coupled operating system "people-places-products"

The relationship between "people-land-production" in the countryside is the key to the analysis of rural spatial research. "The rural spatial governance needs to follow the law of the coupled operation system of rural development (Figure 4), and build a theoretical framework of rural spatial governance based on it. In the process of rural spatial governance practice, Jiangsu Province has actively utilized the theoretical framework of the "people-land-production" coupling operation system.

Match the industrial pattern and demographics of the countryside.

4.2 Governance models: four types of rural development and their rural spatial governance models

Based on the analysis of the coupled operation system of "people-land-production" in the countryside (Fig. 4), the author believes that, from an agricultural perspective, there are two types of future countryside: the "big farmer" model and the new era "small farmer" model. The author believes that from an agricultural point of view, there are two types of future countryside, namely the "big farmer" model and the new-age "small farmer" model: the "big farmer" model mainly focuses on the moderate scale operation of agriculture and adapts to the globalization of the agricultural supply model, while the new-age small farmer model pays more attention to the realization of local consumption and supply through intensive farming. Correspondingly, in combination with the specific functions carried by the countryside, the countryside can be categorized into four types: agricultural production type, cultural heritage type, suburban service type and new economy countryside, which are respectively serving the needs of certain cultivation and agriculture.

^[20]In Jiangsu Province, the practice of rural spatial governance is based on the characteristics of "people", "land" and "production" of different types of villages. In the practice of rural spatial governance in Jiangsu, differentiated rural spatial governance practices have been carried out by combining the characteristics of "people", "land" and "production" of the above different types of villages, and different focuses of rural spatial governance have been put forward. In Jiangsu, in the practice of rural spatial governance, differentiated rural spatial governance practices have been carried out by combining the characteristics of "people", "land" and "production" of different types of villages mentioned above in a

targeted way, putting forward different focuses of rural spatial governance, and exploring rural spatial governance models for four different types of villages. See Table 2.

4.3 Governance rules: key points for village planning as a basic rule of rural spatial governance

A new system of territorial spatial planning is being constructed, and how can territorial spatial planning in rural areas better

First, to promote "people - place" correspondence, Jiangsu actively based on the regional rural population distribution pattern, judging the future distribution of rural settlements, to promote the outflow of population in the area of the rural space smart contraction, to build with the corresponding rural policy delivery mechanism, to improve the accuracy and effectiveness of the rural revitalization policy delivery The second is to promote "land-production" synergy, Jiangsu based on the geographic location conditions of villages, judging the functions of villages in the regional pattern, so as to predict and judge the types of industries that may be developed in villages in the future. For example, the layout of rural revitalization space is planned through village planning at the village level, so as to promote the synergistic reshaping of the "three livelihoods" space in the process of rural spatial governance; thirdly, to promote the matching of "people and production", Jiangsu, based on the functions and possible industrial patterns of different villages, has developed a "people-production" strategy. Thirdly, to promote "people-production" matching, Jiangsu makes accurate judgment on the future rural population based on the functions of different villages and possible industrial modes. In response to the continuous outflow of the rural population in some areas and the return of the population in some rural areas due to the development of the new economy, Jiangsu clarifies which types of people will remain in the villages in the future, and takes into account talent, land, capital and other factors in the formulation of policies.

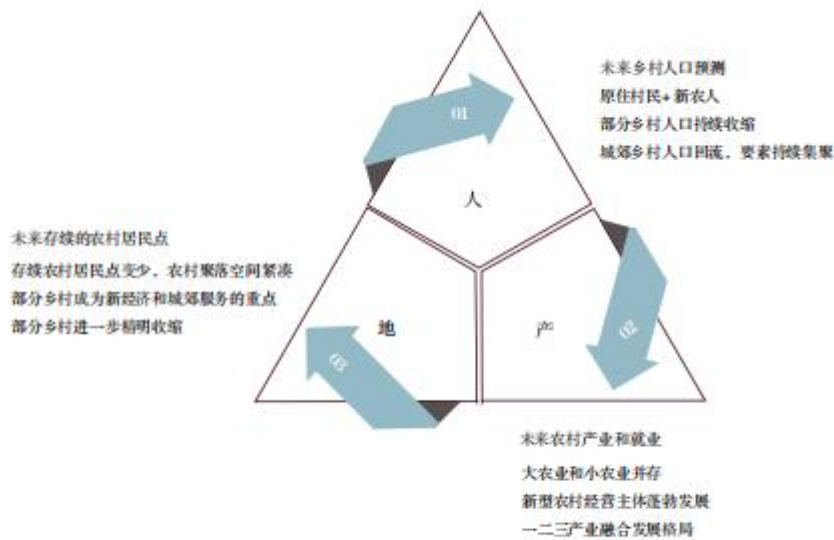


图4 乡村发展“人—地—产”耦合运行系统
Fig.4 The dynamic system of people, land, and production in rural development

Table 2 Four types of villages and rural spatial governance models
Tab.2 Four types of villages and corresponding spatial governance models

Countryside type	Human Characteristics	Characteristics of the land	Characteristics of production	Rural spatial governance focus
Agricultural service-oriented	The agricultural population, including new	Agricultural space within a certain radius of cultivation; rural settlements serving agricultural	Serving the needs of moderate-scale agricultural production	Comprehensive land management in the whole region to promote the scale of

	professional farmers, is predominant	production		farmland
Cultural heritage type	Agricultural population, culture bearers	Agricultural space in the traditional farming era; village space with traditional spatial texture	Undertake traditional cultural heritage, carry nostalgic memories and promote the reuse of traditional space	Conservation of the texture of traditional villages and preservation and restoration of traditional architecture
Suburban serviced	Urban population, rural natives	Urban-rural composite space that carries the functions of leisure vacation, agricultural tourism, and farming culture experience to serve the city.	Provision of services to cities, such as urban recreation, housing, local agricultural supply, etc.	Progressive renewal of rural settlements, environmental enhancement, refinement of agricultural space, industrial planning of agricultural space
New Economy Rural	Internet, science and innovation and other new technologies, new economy personnel	Ecological space with better scenery; agricultural space with moderate scale operation; with industrial functions, and a strong sense of the times, Highly modernized colony space	Carrying new economies such as the digital economy and rural science and technology under the compression of time and space distances	Ecological restoration and management of rural areas, spatial renewal of rural settlements

Supporting rural spatial governance and spatial development of rural areas is worth exploring[21-22] . Since the reform of territorial spatial planning, Jiangsu has actively played the role of village planning as the basic rule of rural spatial governance, and has explored the practical experience of village planning in line with the period of "urban-rural China" from four key points. Firstly, it is necessary to pay more attention to the requirements for the transmission of all elements in the whole area (Fig. 5). As the "end" of the transmission of the national land spatial planning system in the rural areas, village planning needs to actively implement the superior requirements of the master plan and special plan, and to explore the synergistic compilation of the detailed plan with the urban units to form a full-coverage detailed planning unit, so as to realize the rules of spatial governance in the rural areas to cover every inch of the countryside. The rules of spatial governance in the region cover every inch of land; secondly, it is necessary to pay more attention to the study of strengthening the coupled operation system of "people-land-production", and to strengthen the first-line

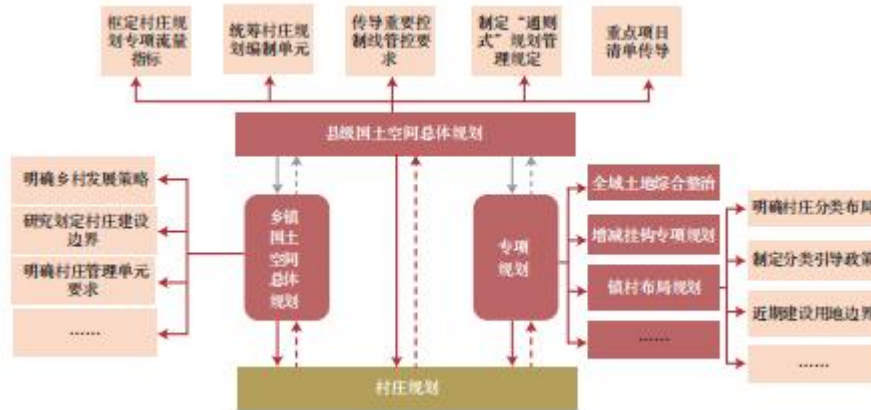


Figure 5 Conveyance requirements of territorial spatial planning for village planning in rural areas

Fig.5 The requirements on village planning imposed by national territorial spatial planning of rural areas. The comprehensive use of research and socio-economic analysis makes village planning more scientific; thirdly, more attention should be paid to exploring planning that adapts to the modernization of rural governance, promoting the coordination of the interests of multiple subjects in the countryside through the process of compiling village planning, so that village planning can truly play a role as a public policy for the spatial governance of the countryside; fourthly, more attention should be paid to practical planning that focuses on implementation, integrating village planning with various types of construction actions and the Fourth, more attention should be paid to implementation-oriented and practical planning, integrating village planning with various construction actions and the implementation of various land policies to solve the "three rural issues" in an integrated and coordinated manner, so that it can become a practical, manageable and useful rule of rural spatial governance.

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