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# Countermeasures for Intensive Use of Land from the Perspective of Urban-Rural Integration

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**Abstract** This paper analyzes problems of excessive emphasis on expansion of urban land, improper village and town construction, and low land utilization efficiency in urban-rural integration construction. In line with characteristics and principle of intensive land use of urban-rural integration, it puts forward integration of urban-rural land layout, practically exploring connotation, and improving land intensification in many ways. Based on these, it presents countermeasures for intensive use of land from the perspective of urban-rural integration, including stressing function of overall planning of land use in integration and control of urban-rural regional development, raising population, ecological and economic bearing capacity of land on the condition of protecting arable land and focusing on intensive use of land, and promoting healthy, sustainable and coordinated development of industrialization, urbanization and urban-rural integration.

**Key words** Urban and rural integration, Land resource, Intensive use, Ecological Sustainability

Integration of urban-rural socio-economic development requires incorporating rural socio-economic development into the whole national economic and social development to make an overall planning and solve various problems in the course of urban-rural socio-economic development as a whole. It is expected to promote reasonable flow and optimum distribution of urban and rural resource elements. In certain regional range, economic growth and land resource utilization should be coordinated with population size, achieving sustainable ecological environment and finally reaching coordinated and common development of urban and rural areas. Land resource provides material base and carrying space for urban-rural socio-economic development, so integration of intensive use of urban and rural land is the fundamental requirement of integrated urban-rural development.

China is rich in land resource, but the per capita area of land is very little. What's worse, rapid development of urbanization and industrialization, arrival of population peak and acceleration of integrated urban-rural development result in increasing demand of land resource, and the human-land conflict becomes sharper. In the situation of serious shortage of land resource and limited ways of "broadening resources", integrated urban-rural development should strictly protect arable land, take the intensive use of land as the center, change such problems as excessive emphasis on urban land, improper village and town construction, and low land utilization efficiency in urban-rural integration construction, and turn into integration of urban-rural land layout, practically exploring connotation, and improving land intensification<sup>[1]</sup>. Intensive use of urban-rural land not only conforms to the guiding principle of "developing energy and at the same saving it, with the saving taking priority", but also is the favorable guarantee for sustainable urban-

rural development.

## 1 Analysis on connotation of intensive use of urban-rural land

**1.1 Definition of intensive use of urban-rural land** Apart from ensuring grain security, the objectives of urban-rural land utilization also include promoting coordinated development of economic, social activities and environment. Intensive use of land is put forward in line with actual conditions of less per capita cultivated land and extensive use of land in China, and it will follow economic development and social progress all the time.

Domestic scholars are greatly influenced by foreign ones in understanding of intensive use of land, but there are still differences in concept recognition. Most domestic scholars discuss intensive use of agricultural land separate from intensive use of urban land, and most discussions focus on the latter. From the perspective of integrated urban-rural development, there shall be a unified understanding of intensive use of urban-rural land. In other words, in certain socio-economic technical conditions, it should take protection of cultivated land as precondition and sustainable development as guidance, optimize land utilization structure, improve operation and management, integrate coordinated development of population, resource, environment and society, pay attention to exploring connotation, and constantly improve land utilization efficiency through increasing non-land factor input of unit area land, to obtain higher comprehensive benefit and show balance in urban-rural benefit distribution.

No matter in rural areas or cities, the essence of intensive use of land resource is the relation between land input and output. Specifically, it is to obtain maximum output at minimum input on land, and consider ecological and social benefits at the same time. Land utilization is concentrated manifestation of human social and economic activities in geographical space, and the change of land utilization ways is the comparison of quality and quantity of land utilization type reflected in regions<sup>[2]</sup>.

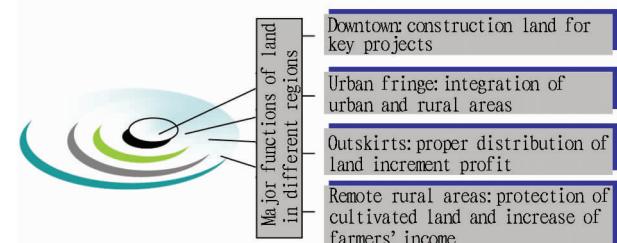
Along with scientific and technological progress and human socio-economic development, input and output is a pair of dynamic correlated factors. Therefore, intensive use of land resource is a dynamic concept and has certain time scale and regional characteristic. In different periods and regions, both connotation and denotation of intensive use of land also change constantly. Objectively understanding dynamic process of regional land utilization is helpful to raising intensive use of land, protecting and improving regional ecological environment and promoting regional socio-economic sustainable development. Under the background of integrated urban-rural development, the intensive use of land stresses overall control function of land utilization planning at management level, and emphasizes different contents and models of intensive use of urban-rural land at operation level. Similarly, judgment and evaluation criteria for intensive use of land also change accordingly along with constant progress of social, economic, technical levels and human cognitive level.

**1.2 Bring into play guidance function of location theory on intensive use of urban-rural land** The location theory studies interrelationship and interaction of human socio-economic activities and various geographic elements in nature, as well as spatial location optimization. Du Neng firstly connected location and intensive use of land in his location theory. He contends that intensive use of agricultural land takes cities as center and is to realize reasonable distribution of agricultural land at high or low of location land rent. This theory laid foundation for subsequent researches on distribution rules of intensive use of regional land, including industrial location theory, urban location theory, and market location theory, etc. In China, urban-rural land market takes on separated dual feature. Long time of urban-rural dual structure accumulates such growing conflicts as out of balance of urban-rural resource distribution, out of balance of economic development, and out of balance of benefit distribution, consequently leading to widening of urban-rural and regional gaps. Realistic significance of location theory in researching integrated intensive use of urban-rural land is scientific distribution of land resource, to realize urban-rural benefit sharing. Location feature of land determine that land can not be moved. Through optimizing distribution of land resource, it is able to properly distribute different locations of land resources, so as to raise distribution efficiency. In the process of non-agricultural distribution of agricultural land, establishing appropriate distribution mechanism of land increment profit manifests fairness doctrine of sustainable development theory<sup>[3]</sup>. According to distribution law of intensive use of location land in location theory, when making land utilization planning, it is required to break administrative division, promote reasonable trans-regional flow of production factors, realize coordinated distribution of productivity, population, resource and environment, and bring into full play intensification degree of land utilization.

### 1.3 Analysis on features of intensive use of urban-rural land

#### 1.3.1 Features of integration of urban and rural areas. The

land system in China takes on obvious urban and rural duality. Currently, capital, technology and labor factor markets have been developed well, while land factor market is not well developed. Division of urban and rural land market results in lack of flow of land factor, unreasonable distribution of land benefit, state-owned and collective construction land is "similar in land but different in price". The dual structural system of urban-rural land market seriously restricts and influences orderly flow of urban-rural production factors and coordinated development of urban-rural social economy, and limits overall development and high efficient utilization of urban-rural land<sup>[4]</sup>. In this big subject of integrated urban-rural development, it is essential to solve the problem of how to coordinate difference between urban-rural land management system and model, promote orderly flow of urban-rural land resources, assets and capital, ensure uniform development of urban-rural economy and construction, and to make farmers obtain corresponding land income. Therefore, common development of urban and rural areas requires effective integration and reasonable distribution of urban-rural land resources, improving land utilization efficiency, and promoting intensive and conserved use of urban-rural land. According to radiating and driving functions of cities for countryside, land can be divided into four types; downtown, urban fringe, outskirts, and remote rural areas (shown in Fig. 1). According to regional strength and weakness, functions of land in different regions are varied and there is also overlapping of land functions in different regions.



**Fig.1 Schematic drawing for major functions of different regions of urban-rural land**

Downtown land mainly functions as supply of construction land. Intensive use of downtown land refers to strengthening reasonable land distribution and optimization of land use structure, guiding moderate mixing of urban functions and incorporation of land use, fully exploring supply potential of urban land resource, enhancing urban economic competitive power, and manifesting integration of social and ecological environment benefits. On the precondition of these, it is required to firstly guarantee demand of construction land for key projects.

Located in transition area of urban and rural areas, urban fringe features high level of land utilization market, intensive use and frequent circulation. It is of great significance to properly control expansion of city size, improve intensive use of agricultural land in urban fringe, and effectively combine non-agricultural development of land in urban fringe and agricultural land construction. From the point of view of protecting agricultural land resource in urban fringe, arranging basic farmland protec-

tion zone for agricultural production not only supplies fresh agricultural products for urban residents, reserves cultivated land, but also strengthens protection of urban ecological resources.

Relying on promotion of urbanization, outskirts receive rapid land increment profit and the urbanization will certainly spread to these areas. It is required to properly distribute land increment profit, balance urban development and farmers' benefit, and prepare effective measures to solve survival and development problem of farmers who have lost their land. Urban development requirement and historical development determine that expansion of cities will certainly lead to reduction of cultivated land. Thus, outskirts are conflict areas of developing economy and protecting cultivated land. In these areas, it is required to make proper planning, strictly control land expropriation scale, follow principle of moderate development and limited space, and make it become barrier of urban ecological protection.

Land in remote rural areas mainly functions as protecting cultivated land and ensuring grain security. For farmers living in traditional rural areas, especially farmers planting crops, apart from being migrant workers, most of them are unwilling to abandon land. However, the income from planting crops is so low that farmers' enthusiasm is greatly dampened. For those farmers, it is proposed to make efforts to solve comparative benefit of agricultural production and development prospect of agricultural industry. In these areas, it is required to implement the most strict land system of control over the purposes of use of land, enhance intensive use of rural construction land, divide basic farmland protection zone with scientific method and strict procedure, and rationally develop reserved resource. On the precondition of gradual reduction of cultivated land, improvement of quality and not increase of total urban-rural construction land, it should incorporate conserved land in rural areas into projects connected with increase or decrease of urban-rural construction land through land control. On one hand, it can alleviate tension of urban land use and improve utilization efficiency of rural land. On the other hand, connection with increase or decrease raises money for rural construction to the utmost extent, providing favorable support for economic development of rural areas. Farmland arrangement in land control creates conditions for developing modern agriculture and realizing large-scale land operation, and raising comprehensive production capacity of agriculture.

**1.3.2 Dynamic characteristic.** It is a general law from extensive to intensive use of land. In the course of socio-economic development, due to change of such production factors as capital, labor force and supply-demand condition of land, land utilization has a course of changing from extensive to intensive. At early stage of industrialization and urbanization, land utilization tends to land capitalization and takes on an extensive trend; at middle stage, demand of construction land grows rapidly, but the land supply channel is not so smooth as before, and capital accumulation promotes the change of extensive to intensive use of land; at later stage, capital has been quite abundant, but land becomes more scarce. After balancing capital and marginal expense of land, land utilization tends to pro-

mote land output through increasing input, and the intensification degree of land use is further improved. When it enters post-industrialization period with stable economic development, service industry becomes leading industry. At chasing of advantages of service industry on location condition, industrial layout becomes more concentrated, and land utilization becomes more intensive from the point of view of economic benefits<sup>[5]</sup>. However, due to descending action of land utilization remuneration, the improvement of intensive use of land is limited. Restrained by existing technical, economic and institutional conditions, the potential of land use depends on the degree of intensification of land use, and also depends on regional economic development and technical level factors in certain period of future. Intensive use of land is a relative concept, and the potential of intensive use of land is varied for different reference standard. Under the background of integrated urban-rural development, the level of intensive use of land will gradually be optimized through strengthening macro-control and bringing into full play fundamental action of market allocation of resources.

**1.3.3 Comprehensive features of benefits.** The objective of intensive use of urban-rural land is to achieve comprehensive benefits of land use. Specifically, it is to consider social, ecological and environmental benefits at the same time of pursuing economic benefits. Since land use belongs to typical benefit-driven type, pursuing economic benefits becomes one of driving forces of land use. As subject of land use, due to difference of regional composition and development disparity, land use should manifest balance of urban-rural benefit distribution and fairness of urban-rural development right. From the point of view of resource utilization, land use is organic integration of natural ecological utilization and socio-economic utilization of land resource. Human pushes forward environmental change and evolution in the course of exchanging matter, energy and information with land ecological system. Land use disturbs natural dynamic change, leading to environmental pollution and degradation and causing problem of ecological security. Thus, land use not only shall satisfy current socio-economic development requirement, but also shall attach importance to existing resources and ensure ecological sustainability of land utilization.

## 2 Principle of intensive use of urban-rural land

Integrated urban-rural development not only stresses interactive and complementary urban-rural development, but also attaches importance to construction of infrastructure, service and social security system for integration of urban-rural areas. At the present stage, the integration of urban-rural areas is the course of rural population constantly gathering to cities, and also the course of constant adjustment of urban-rural utilization structure, change of agricultural land to non-agricultural construction land, and gradual reduction of cultivated land. Therefore, for healthy development of integration of urban-rural areas, it is required to coordinate following relationships:

**2.1 Between expansion of urban construction land and protection of cultivated land** Objectively, there is certain

conflict between integration construction of urban and rural areas and protection of cultivated land. Population urbanization and urban expansion due to economic development will certainly lead to reduction of cultivated land, and cause serious situation of out-of-balance land use. Cultivated land carries grain security and basic guarantee of 1.3 billion people, so protection of cultivated land should balance quantity and quality. Only after 120 million hectare of cultivated land is implemented in different regions, may it effectively support grain production and respond to adverse influence of global climate change on fluctuation of grain production, and can guarantee grain security in the whole country. To coordinate the relationship between expansion of urban construction land and protection of cultivated land, the key is to implement overall control of land use, intensive use of land, fully explore potential of stock land use, protect farmers' benefits and promote healthy and orderly development of urban and rural areas.

**2.2 Between security of farmers who have lost their land and social stability** As the most important means of production for farmers, land is the foundation for farmers to obtain living guarantee. Industrialization, urbanization and urban-rural integration construction use much cultivated land and cause many farmers losing land. According to survey, among farmers who have lost their land, those arranged with jobs by unit account for 5%, those with seasonable and temporary employment take up 30%, and most of the rest are still searching for jobs individually. Under influence of geographical location and land expropriation system, there is a great income gap between farmers who have lost their land in different regions<sup>[6]</sup>. Land expropriation by law, reasonable compensation and proper resettlement not only concern demand of land for urbanization construction and implementation of farmers' vital interests, but also concern China's social stability and sustainability of economy. Thus, coordination of the relationship between security of farmers who have lost their land and social stability is an important section in overall urban-rural development. It is proposed to reform urban-rural land management system, activate urban-rural resource element, realize balanced allocation of public resource, equalization of basic public service, create conditions to improve farmers' market competitive power, and let urban and rural residents (particularly farmers) increase property income and guaranteed income, to promote harmonious and stable society.

**2.3 Between ecological sustainability and economic development** Human is only a subsystem of global ecological system, normal operation of human society should be ensured by normal running of ecological system. Land utilization has dynamic change factors that disturb nature. If accumulated in long term, it may lead to environmental disaster and threat human survival security. In this situation, it is proposed to reasonably make planning for purpose of land use, strengthen reserved and intensive use, and discuss path and model for realizing sustainable development of economy and sustainable use of land on the precondition of securing regional ecological security. Limited and irreplaceable land determines intensive use of

land by human socio-economic development. It is required to start from natural and economic features to research the restraint factors of intensive use of land on population carrying capacity, ecological carrying capacity and economic carrying capacity<sup>[7]</sup>. Then, it is required to deal with the relationship between ecological sustainability and economic development, to satisfy human's demand of land in current and future period.

### 3 Countermeasures for intensive use of urban-rural land

**3.1 Stress integration and control of overall planning of land use in urban-rural development and coordinate the relation between land use planning and special plans** Overall planning of land use is the basis of reasonable land use, thus, scientifically making planning for land use is the precondition for promoting reserved and intensive use of land. It is required to make overall arrangement and distribution of urban-rural land in space and time, to bring into full play leading and control functions of planning for land use. In the mean time, planning of land use should be well connected with various special plans, especially with plans of agricultural, transportation, water conservancy, urban construction, ecological, environmental protection and tourism departments, to prevent similar plans, repetitive construction of infrastructure, and disorderly expansion of land, extensive and inefficient use of land. It is required to make clear functions of plans at different levels and bring into play macro-control ability and regional coordinating ability of overall plan for land use, to solve development conflict and interest conflict at different levels. For regional development, urban areas and rural areas are interactive whole, so we should not separate them, but should correctly handle the relationship between growth of urban-rural land use and socio-economic development, and implement overall control strategy of urban-rural land use. In the scale of land use, it is required to implement adjustment of total amount and increment, to avoid low efficiency of land use. In the situation of serious shortage of resources, urbanization, industrialization and urban-rural integration should be balanced development of urban-rural infrastructure and cover the entire social security. In addition, it is required to actively guide land use distribution, adjust functions of urban-rural construction, and implement differential adjustment of land supply on the basis of natural conditions, current utilization situations and economic development stage, to ensure land use scale consistent with economic development stage<sup>[8]</sup>. In the course of urban-rural integration, it is proposed to make scientific design, properly prepare and implement annual plan for land use, strengthen authority and seriousness of plan, to promote reserved and intensive use of land.

**3.2 Integrate urban-rural land market and perfect market mechanism for intensive use of land** For a long time, urban-rural land market takes on a separated dual feature, and lack of flow of land elements greatly limits free flow of labor and capital, consequently limits further integration of resource and elements. In this situation, it is proposed to establish integrated land market, to realize overall development and intensive use

of urban-rural land through effective integration and reasonable distribution of land. Besides, it is required to integrate urban-rural land market and stress fundamental function of market distributing resources with such factors as supply and demand of land, competition and price as center. Through fluctuation of market price, pursuit of market subject for benefit and change of market supply, it is expected to adjust operation of land market and promote orderly flow of land, assets and capital. On the basis of integrated development of urban and rural areas, through institutional design of land transfer, lease and land shareholding system, it is expected to integrate rural land through financial or other institutions, to achieve circulation of the right to use land<sup>[9]</sup>. What's more, it is required to expand the range of using state-owned construction land with compensation and standardize appropriation of state-owned land, to promote development and improvement of land market and form market mechanism of intensive and reasonable use of land.

### 3.3 Build driving mechanism for intensive use of urban-rural land and promote intensive use of land in many ways

As a systematic project, the reserved and intensive use of land require mobilizing all social forces to establish joint responsibility mechanism and carry out overall control in many ways. Government, society and land users shall jointly take charge of reserved and intensive use of land. On the basis of exploring influence factors of intensive use of urban-rural land, internal mechanism and basic course, it is expected to forecast the development trend and adjust decisions for sustainable use of land accordingly. Besides, it is required to establish oriented mechanism for intensive use of land, including incentive mechanism and restrictive mechanism. For various land use subjects, we may make preferential policies to encourage them to change land use idea, improve land use and production manner, fully explore potential of intensive use of land, and achieve intensive use of land in many ways. Also, we may establish evaluation and assessment system for intensive use of land, to scientifically evaluate situations of land use and guide and supervise intensive use of land. For those users and local government that implement intensive use of land, it is proposed to provide tax reward or land selling index and price reward, to summon up land users' enthusiasm for intensive use of land.

### 3.4 Adjust industrial distribution and build framework for integrated development of urban-rural areas to promote intensive use of land

It is recommended to adjust industrial distribution, build framework for integrated development of urban-rural areas, support extension of new type industry and modern service chain to rural areas, and promote transfer of following industries to rural areas, including labor intensive industry, agricultural product processing, agricultural machinery, fertilizer and other agriculture-related industries. Besides, through such measures as "leaving cities and entering gardens", "land transfer" and "marching into mountainous areas", it is proposed to encourage enterprises to comply with requirements of overall plan and integrated urban-rural plan, and transfer those labor intensive enterprises out. On one hand, it

is expected to guarantee concentration of limited land on superior industries and key projects, effectively change current situations of separate distribution, extensive and low efficiency of industrial land use, to raise efficiency and benefit of industrial and mining land use. On the other hand, it is proposed to development industries at low hills and gentle slope areas, to support intensive use of land and promote development. Along with transfer and integration of industries between urban and rural areas, it is expected to activate motive force of economic development from rural areas, to realize intensive use of urban-rural land.

### 3.5 Strengthen dynamic supervision of land informationization to ensure reserved and intensive use of land

Dynamic supervision of land is an important approach of cultivated land protection and construction land management. It is required to energetically push forward information-oriented application of land supervision, and incorporate such information as land use situations, resource profit and management actions into integrated urban-rural monitoring platform. On the basis of this, it is proposed to strengthen comprehensive analysis and comparative study of data, to effectively serve macro-control. Along with establishment of national system for cultivated land protection, construction land shall have a dynamic supervision mechanism in the course of examination and approval, which is of great significance to reserved and intensive use of land for construction land. Besides, it is proposed to speed up overall coverage of land information construction, and provide pictures for land management information and save for on-line reference. In addition, we need establish and perfect urban-rural integrated and overall supervision system, to gradually realize institutional, standardized and normal of supervision works. With the aid of dynamic monitoring and supervision system for land market, it is required to strengthen supervision of land supply, development and use, monitor land development and use in real time, and rectify any problem to ensure supply and reasonable use of land in accordance with regulations. In the course of land use, we should stress function of prevention, establish early-warning system based on property right, take full advantage of information sharing of "approval, supply, use, compensation, examination and registration", and cooperate with many departments, to prevent activities against laws and regulations and ensure reserved and intensive use of land.

## 4 Conclusions

In the Twelfth Five Year Plan period, China is in the course of transformation from industrialization leading to urbanization leading type, and such transformation will lift historical action of urban-rural integration<sup>[10]</sup>. It is proposed to strengthen researches on intensive use of urban-rural land, change land use idea, integrate urban-rural land use pattern, and push forward intensive use of land in many ways, to effectively alleviate restriction of resource and environment on economic development. In particular, it is recommended to speed up reform and innovation of rural land system and establish mechanism for integration of urban-rural industrial planning, to promote healthy,

vocational education for new-generation migrant workers into the compulsory education, and the education funding should be guaranteed by legislation; imparting of knowledge and skills should not only face the labor market demand, but also be based on characteristics and interests of new-generation migrant workers.

**3.2 Promote learning capacity** We should build the labor market information release platform in line with the characteristics of new-generation migrant workers, for example, choose some fixed media at the right time (migrant workers' break time) to run or publicize supply and demand information of migrant workers; encourage and support the intermediary organizations to carry out consulting services regarding migrant workers' employment. The key content of vocational education is to help new-generation migrant workers make correct career planning, because career planning is difficult, needing experience of life and perspicacious forward-looking vision. It is difficult to achieve by relying solely on new-generation migrant workers.

**3.3 Foster adaptive capacity** First, we should guide new-generation migrant workers to comprehensively and objectively understand themselves, and establish a realistic expectation of the future development goal based on this. Second, in vocational education entities, taking the goal of employment as orientation, we should organize various kinds of group activities on the basis of common interests and hobbies, and provide opportunities as many as possible to new-generation migrant workers for fostering their ability to communicate. Finally, the new-generation migrant workers have to strengthen self-regulation, psychological balance. Only by doing this can their self-control ability be gradually improved, their employment ability be developed by leaps and bounds.

**3.4 Improve employment environment** Among various environmental factors influencing the improvement in employment ability of new-generation migrant workers, the loss of fair and just policy environment is most serious, therefore, to create

and maintain a fair and just policy environment is particularly urgent to improvement in employment ability of new-generation migrant workers. First, in the system, we should gradually and steadfastly strip off the discrimination policies concerning public services and welfare attached to the census registration, to create a fair chance for improvement in employment ability of new-generation migrant workers. Second, we should strengthen labor protection, strengthen law enforcement, and mete out severe punishment to the enterprises and units with the behaviors of discrimination in employment, the deduction of wages, and arbitrary expulsion of migrant workers, according to the law, in order to provide legalized and institutionalized protection for improvement in employment ability of new-generation migrant workers. Finally, we should offer support for the development of labor-intensive industries, which is of great avail to improvement in employment ability of new-generation migrant workers in China.

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