

# Chinas land use plan management system: Evolution, Logic and Prospect

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**Abstract:** Land use plan management is an important starting point for the implementation of use control and participation in macro-control. Throughout the evolution of the three stages of plan management, its development is closely related to the transformation of government functions and social and economic development. In the new round of reform, the state puts forward the requirements of "projects follow the planning, elements follow the project" and "increase and deposit link". In essence, the operation logic of plan management changes from the vertical allocation of first-level land development rights to the two-level linkage management, and forces the rational allocation of second-level land development rights. Based on the challenges faced by land use plan management after the reform, it puts forward four aspects: strengthening the connection between planning and planning, constructing the full-caliber adjustable plan management system, further promoting the market-oriented allocation of land elements, and improving the supervision and assessment of the implementation effect.

**Key words:** land management; land use plan; two-level land development right; use control

Land use plan management is an important part of the territorial space use control system, an important measure to reasonably control the total amount of construction land and effectively protect the cultivated land, and an important means to guide the demand and promote the transformation of economic growth mode with land supply. With the establishment of the Ministry of Natural Resources and the reform of the spatial planning system in 2018, the overall land use plan was incorporated into the "multi-planning integrated" territorial space planning, and the land use control turned to the unified territorial space use control<sup>[1]</sup>. The basis and ideas of land use plan management are also constantly adjusted and optimized. In particular, in order to meet the requirements of The Times of high-quality development, the 2019 Central Economic Work Conference clearly proposed to "reform the way of land plan management", and the Ministry of Natural Resources has made reform and exploration on the management mode of land use plan. Therefore, how to further implement the unified land space use control system and continuously improve the ability of land policy to participate in macro-control has become an important issue to improve the management of land use plan. At present, domestic research has accumulated to some extent, but most of them are theoretical methods and empirical analysis before the reform of planning management. There are deficiencies in systematic summary, and it is difficult to fully meet the practical needs. This paper tries to discuss the internal operation logic of combining the development process of land use plan management and the analysis of practical problems, and then put forward some suggestions for optimization and improvement.

## 1. Evolution process of land use plan management

The implementation of land use plan management is closely related to the social and economic development and the transformation of government functions (Figure 1), and its evolution mainly goes through three stages.

### 1.11987-1998: Construction land plan coordinated with the national economic and social

development plan

After the reform and opening up, the government has reduced its budgetary investment projects and encouraged market players to invest in land. The liberation of productive forces has brought the rapid expansion of cities, and the conflict of different uses of land is increasingly obvious, among which the contradiction of construction land occupying cultivated land is especially significant, and the allocation system of "real sales" can not meet the needs of development. In order to deal with the indiscriminate occupation of arable land, the abuse of land and other problems<sup>[2]</sup>In 1986, when the State Land Administration was established and the Land Administration Law of the Peoples Republic of China was promulgated, and the protection of cultivated land was listed as a basic state policy for the first time<sup>[3]</sup>, Land from decentralized management to centralized management. In 1987, the Interim Measures for the Management of Construction Land Planning was issued, which formally established the management system of construction land planning, breaking the past management mode of "no unified plan and land approval according to the project".

During this period, the land was mainly regarded as the spatial carrier of industrial and agricultural production activities."Construction land plan" serves the management of construction behavior, and is positioned as "an important measure to strengthen the macro-management of land resources, regulate the scale of fixed assets investment and implement industrial policies"<sup>①</sup>To form an integral part of the national economic and social development plan. From the perspective of the organizational process, the planning department is responsible for the comprehensive balance and the plan distribution, which is in a more dominant position, while the land department is responsible for putting forward the suggestions and specific implementation of the land use plan. The land use plan determines the total amount of construction land and the index of occupied cultivated land in order to realize the overall balance between cultivated land protection and construction development. However, due to the lack of upper basis and the restriction of technical ability, the implementation of the plan is poor and the role has not been fully played.

#### 1.2,1999- -2017: Land use plan as a continuation and supplement to the land use plan

In 1994, the reform of tax distribution completed the decentralization of power from the central government to local governments, and local governments with land resources began to get more actively involved in economic development, forming a "land finance" in pursuit of short-term growth goals<sup>[4]</sup>, Disorderly occupation of cultivated land, illegal land grant, waste of land problems are prominent, the loss of land assets<sup>②</sup>It is urgent to strengthen the macro management of land and curb the impulse of excessive expansion. In 1998, the establishment of the Ministry of Land and Resources further strengthened the centralized management of land resources<sup>[5]</sup>; In the same year, the revised version of the Land Administration Law of the Peoples Republic of China put forward the "annual land use plan" for the first time, and clarified its compulsory effect. In 1999, the Measures for the Administration of the Annual Plan for Land Use was promulgated and implemented, which clearly stated that the management of the annual plan for land use should be strictly based on the general plan for land use, and that the land use plan should become a continuous supplement and implementation tool of the general plan for land use.

At this stage, the importance of the resource attribute of land has been highlighted, and the land use plan has developed from "farmland protection as the single goal" to a regulation plan

with comprehensive goals such as total control, guidance and utilization, key guarantee, green development and regional coordination<sup>[6]</sup>, More emphasis on the sustainable use of resources. On the other hand, strengthening the attribute of land production factors, land use plan plays the role of "brake plate" and "steering wheel" when the economic development is overheated, and becomes an important means of macro-control. With the three revisions of the management measures, the program design and indicators of the plan have been continuously improved. In terms of organizational mode, the land department leads and has the participation of multiple departments to form the compilation and issuing process of "combining the upper and lower levels" (Figure 2). Index management, gradually formed with new construction land and supplementary cultivated land plan index as the core, land consolidation, hook, industrial and mining land reclamation index for security index system, with annual cycle configuration issued all kinds of plan index, the independence of land use plan, binding and mandatory gradually strengthened. However, some people believe that at this stage, the land use plan is more rigid and elastic, and some areas have the failure phenomenon of "stricter control and more serious resource mismatch"<sup>[7]</sup>。

### 1.3 From 2018 to now: Make a good land use plan for factor guarantee

Chinas economic development has entered a new normal, with its development goal calibrated from high economic growth to high-quality development. The 2018 institutional reform opened a new chapter in natural resource management, and the unified control of territorial space use requires the coordination of "regional" development and "factor" development<sup>[8]</sup>. In 2019, the Central Economic Work Conference proposed to "improve the market-oriented allocation of factors" and "reform the way of land plan management"<sup>[9]</sup>. In 2020, the Opinions of the CPC Central Committee and The State Council on Building a More Perfect System and Mechanism for Market-oriented Allocation of Factors proposed to "improve the management of land use plans, implement the annual total control system of total construction land, enhance the flexibility of land management, and promote the rationalization of land planning indicators".

Under the above background, land use plan management undertakes the mission of overall planning protection and development, connection elements guarantee and project implementation. In 2020 the original management measures, the same year the department of natural resources on 2020 land use plan management notice put forward "with real and effective project as the basis of the configuration plan", clear "elements" follow the project (index follow the project), "as a whole new and stock" (increase) and "classification" security "support poverty engines" target, mark the land plan management work into a new stage.

## 2. Operation logic of land use plan management under the two-level land development right

The management object of land use plan —— Land is not only the carrier of various natural resources and development activities, but also the economic elements of participating in various production activities. Due to its property of public goods, in order to avoid the "tragedy of the Commons", it is necessary to distribute the relevant rights in line with the public interest, that is, the allocation of land development right (land developmentrights).

The hidden land development right in China is allocated through the two-level regulation system<sup>[10]</sup>. The primary land development right exists between governments, and the allocation is based on the maintenance of national and public interests, mainly reflected in the territorial

spatial planning (i. e. previous general land use planning), annual land use management; the secondary land development right is the right for development and construction, and the allocation is more designed to restrict and guide market development behavior, which is reflected in the detailed planning, land supply and approval items in the development and construction stage. Further extension, we can do the following understanding: the management of first-level land development rights is equivalent to the "wholesale" behavior between different levels of governments (or corresponding to different departments), and the management of second-level land development rights is equivalent to the "retail" behavior of local governments to market entities. See Figure 3.

The essence of land use plan is to grant the first-level land development right to the lower-level government through the index system with new construction land as the core according to the development needs and the internal requirements of land use control. Before 2017, land use plan management is more binding management with national will; In the new round of reform, further strengthen the coordination between supply and demand, give into account the allocation of secondary land development rights, and gradually shift to two-level centralized management to better promote the effective allocation of resources and the preservation and appreciation of assets.

2.1 Before the reform: the two-level division constitutes an important means of the allocation of first-level land development rights

2.1.1 "Index control" defines the first-level land development right and right

The land use plan adopts the "incremental control" with the new construction land index as the core, and allocates the first-level land development right downward. The plan index allocation is an important part of the macro management of land development right<sup>[11]</sup> Since 2006, when the new construction land index was included in the land use plan, the logic of "incremental control" has been running through, and its legitimacy and compulsion have been strengthened through the Land Management Law. The land use plan connects the land use plan, implements the mandatory management of "unified allocation and layer by layer decomposition", and grants the lower-level government the right to develop a certain amount of land, which constitutes a necessary constraint on the impulsive expansion behavior of local governments. Between the two, the general land use plan determines the total amount and spatial scope of first-level land development right from the perspective of medium and long-term arrangement and spatial organization; the land use plan focuses on short-term quota management, and divides the allocation of first-level land development right to the year.

We will adhere to the unity of rights and obligations, and ensure that the rest of the land use plan ensure the implementation of cultivated land protection obligations. The index system of land use plan is shown in Figure 4. "Amount of cultivated land" and "supplement cultivated land by land consolidation" define the assessment target of cultivated land protection responsibility; implement the flow limit of "increase and decrease link" and "reclamation of industrial and mining land", adjust the layout of land in the form of replacement, to constitute the supplement of new construction land quota.

2.1.2 "Evaluation and assessment" to supervise the exercise of first-level land development rights

In the development process of land use plan management, the supervision and assessment ideas of "ledger management, supervision and assessment, rewarding the good and punishing

the bad" have been gradually established<sup>③</sup>, To ensure that the first-level land development rights are reasonably exercised within the scope of the grant.① "ledger management" requires the management departments at or above the county level to register the batch of land and independent site selection land one by one, and to report the implementation of the land use plan regularly<sup>[12]</sup>It is conducive to dealing with the problem of information asymmetry in the "principal-agent" relationship, and it is of great significance for the central or higher government to implement dynamic management and strengthen the regulation of land supply.② "Assessment and evaluation" takes the year as the cycle, based on the data of land use approval and change investigation, monitoring and evaluating the implementation of various plan indicators, which directly affects the formulation and management of the next years plan.③ "Reward the good and punish the bad" arouses the enthusiasm of the local government to implement the plan and rewards the indicators of the next year for the overplanned land grant, illegal land approval and the requirements of the land consolidation, so as to promote the initial goal of the allocation of land development right.

### 2.1.3 As an important basis for the independent allocation of secondary land development rights

During this period, the land use plan constituted the restriction premise of the allocation of the secondary land development rights, but it did not intervene in the specific allocation process. The land use plan implements strict quota quantity control, and the land approval of construction projects must be within the scope of the plan, and the planned land approval shall not be exceeded. That is, the land use plan frames the annual overall allocation authority scope of the secondary land development rights, but it cannot be implemented to specific projects or spatial plots. On this basis, the secondary land development right allocation is relatively independent, through the "one book and three certificates"<sup>④</sup>The development conditions such as the land scale, use and development intensity of the project should be clarified, and the specific behaviors should be controlled, and the visualization of the first-level land development rights with quantity control should be emphasized, so as to realize the spatial landing.

### 2.2 After the reform: two-level linkage forces the rational allocation of second-level land development rights

In the past, due to the separation of two-level land development rights and the lack of coordination between macro management and micro management, the indirect regulation of market land use behavior has not been realized<sup>[13]</sup>; Under information asymmetry, it is difficult to accurately match the actual project demand<sup>[14]</sup>; Local governments tend to "strive for and use indicators lightly"<sup>[15]</sup>, Idle problems such as "approval without supply, supply without use"; "ratchet effect" exists, some areas to improve the implementation rate of plans, concentrated land approval at the end of the year<sup>[16]</sup>. In view of the above problems, in the new round of reform, the land use plan has changed from the indirect constraint on the secondary land development right to the two-level centralized linkage management. See Figure 5.

#### 2.2.1 "Project List" before the allocation intention of secondary land development rights

"Take real and effective project landing as the basis for plan allocation", pay more attention to the matching of supply and demand, and promote more accurate guarantee of indicators. Since 2020, the land use plan management cancelled the past factor method, according to the province decomposition issued plan index, adjust to "project follow planning, elements follow

project", but is the secondary land development configuration of project intention, with two levels of linkage open key projects and key areas.<sup>①</sup> In terms of key project guarantee, for the land used for national major projects and provincial government major projects that meet the requirements, the land use plan index will be directly allocated when approved by the State Council or approved by the provincial government.<sup>②</sup> In terms of security in key areas, according to national policies and key work arrangements. For example, special arrangements for poverty alleviation counties to consolidate the achievements of poverty alleviation, and separate indicators to ensure the needs of farmers housing construction.

#### 2.2.2 Effectiveness of the use of secondary land development rights linked by the "increase and deposit link"

"Increase and saving link" connects the three links of "approval-supply and use", and establishes a positive correlation mechanism between the allocation of first-level land development right and the exercise effect of second-level land development right. In the new round of reform, it is proposed to calculate both the "incremental" account and the "stock" account. The "Increment" account corresponds to the allocation of primary land development rights; the "stock" account corresponds to the invalid and inefficient supply of resources in the allocation of secondary land development rights, including land not approved for use (construction land not realized land supply after legal approval or conversion) and idle land (construction land that is not started or suspended at the agreed time after land supply). The two will be included in the management of land use plan, reflecting the overall management of the three links of land approval, land supply and development and construction of the allocation of secondary land development rights. Specific hook way, cities and counties in separate site projects and urban village batch land, according to the stock disposal situation determine the quota, for more than three years and not for land, three years and not for land and idle land, respectively, to verify the disposal of 50%, 30% and 50% of the proportion of accounting new construction land index, the stock of land disposal of the more new land index. Therefore, the land use plan management forms a primary and secondary linkage land regulation mode, forcing local governments to make indicatorsUse in within your means, fine tube

### 3. Practical challenges of land use plan management

From the practice of implementing the reform of land use plan management in various places, "indicators follow the project" effectively guarantees the implementation of major projects above the provincial level, and "increase and deposit link" promotes the improvement of land use efficiency, but there are still a series of challenges in land use plan management.

First, in terms of index control, there are certain "soft constraint" problems in the land use plan. In the past, there was no clear and clear corresponding rules between land use planning and land use planning, and the timing difference between the long term and short term led to the problem of "disconnect" between the two indicators<sup>[17]</sup>. After the reform of plan management, the emphasis is placed on ensuring the needs of major national and provincial projects, coupled with the unspecified indicators of construction land and new construction land below the provincial level, which to some extent implies the risk of accumulating the actual construction land indicators used in each year during the planning period and break through the national planning control target.

Second, in terms of project guarantee, the relationship between the plan and the project

needs to be optimized. For key guarantee projects, the access is not clear enough, the cognitive standards of various provinces are not unified, and there are certain differences in the basis, type, standard, quantity and maturity of the list of major projects. For the urban batch of land for projects, it is clear that there are some difficulties in the projects. It is difficult to determine specific projects in the approval stage of the implementation of bidding, auction and hanging land projects and the construction of rural homestead. The practice of intentional projects is adopted, which has audit risks caused by the inconsistency with the actual projects.

Third, in terms of incentives and constraints, there are potential fairness problems and the risk of subsequent incentive deficiency in the link mechanism. The purpose of the increase link mechanism is to force local governments to make further use of existing land, But in practice, If the link is not handled properly, It is easy to appear the unfair phenomenon of "rice" (insufficient index) and "rice" (index waste): on the one hand, In some areas, in the past, the land supply rate was high, the land disposal was good, and the approved but unused stock base was small, The potential resources of accounting planning indicators are difficult to meet their own development needs; on the other hand, In some regions, due to the lack of balance indicators between occupation and compensation, changes in land demand, and financial constraints, Low demand for new construction land indicators, After the generation index of "increase link" can meet the demand of the year, Local governments lack the power to continue to invigorate the stock. In addition, with the more and more difficult to dispose of the land without the remaining batch, the incentive effect of the "increase and deposit link" mechanism to revitalize the "hard bones" of the stock will be weakened.

#### 4. Thoughts on optimizing land use plan management

In order to better realize the effective allocation of land development rights and give full play to the guiding and regulating role of the plan, it is necessary to strengthen the overall planning and optimization design of the land use plan management system (Figure 6), continuously optimize the management mode, and effectively enhance the ability of land elements to guarantee high-quality development.

##### 4.1 Positioning: Implement use control and enhance the cohesion between annual plan and spatial planning

As the continuation of territorial space planning and the decomposition of annual tasks, the land use plan should further strengthen the connection between spatial and temporal dimensions, avoid "living beyond our means", and better complete the translation of the planning target to the implementation of the plan.

First, in space, the development boundary inside and outside the classification control. Strictly control the rigid constraints of the bottom line, implement the control of the three control lines, and strengthen the planning permission within the urban development boundary (and the village construction boundary)<sup>[18]</sup>The new construction land shall be submitted for approval in batches; strengthen the use control outside the boundary, no centralized construction shall be carried out in principle, and major infrastructure and special land shall be submitted for approval according to independent site selection. Combined with the scale and distribution of the planned incremental space, it can be clear that the planned index does not exceed the specific proportion of the incremental space, so as to reserve reasonable space for future development. Second, the time, the implementation of the plan for 3 years of rolling compilation.

We will implement the medium-and long-term territorial space plan and the five-year near-term plan, coordinate the three-year rolling plan and arrange the annual plan, and form a transmission mechanism of medium-and long-term-five-three-one-year, and not break the total volume control by stages, so as to better cope with the connection between the annual plan and the long-term goals. Among them, the current weak one is the three-year rolling plan. It should be strengthened according to the focus of development, the key regions and major projects, and strengthen the land demand analysis and inter-annual adjustment of indicators. The suggestion that the surplus of the plan index control amount can be carried forward within three years.

#### 4.2 Core: Optimize the scale regulation and build a full-caliber adjustable plan management system

The index system is the core content of land use plan management, and also the centralized and comprehensive embodiment of multi-objective requirements. In terms of index composition, we should strengthen the joint management of increment, reduction and stock, and build a full-caliber adjustable plan management system of "guaranteeing key projects, linking the increase and storage, supporting the increase and decrease, and moving new land use".

First, the key project guarantee, detailed grading and classification rules. For major national projects and provincial major projects with independent site selection, the project list shall be scientifically and reasonably formulated to clarify the access standards and adjustment rules of the list, directly allocate the indicators of projects that meet the requirements, and effectively provide land support for major projects. For other major projects at the provincial and municipal levels, where conditions permit, the specific requirements for the planning and economic and social development. In addition, for key areas with insufficient land supply, such as the construction of houses by rural villagers and the integrated development of rural industries, the land guarantee mechanism should be improved and indicators should be reserved in the plan.

Second, we will improve the incentive and guarantee mechanism. For independent site selection projects without separate allocation indicators and batches of land, increase and link to promote the effective disposal of stock land. We will explore the establishment of a gradient incentive mechanism, reduce the accounting coefficient for the areas with more unused or idle land, increase the accounting coefficient or arrange basic indicators for the areas with small stock base, and better mobilize the enthusiasm of the disposal of stock land through the system design of incentive compatibility.

Third, to increase and decrease the hook assistance, strengthen the unified project management. We will delimit and demolish old areas and build new areas in a scientific and reasonable way, and clarify the rules for the use and management of targets linked to the increase and decrease of urban and rural construction land. We will further improve the trans-regional trading mechanism for linking the increase or decrease of the surplus construction land and the surplus cultivated land, adjust the price limit in light of the operation of the trading market, and strengthen the regular disclosure of information.

Fourth, new land mobility, distinguish between independent site selection and batch land. A small amount of flexible mobility indicators can be appropriately reserved for inter-year adjustment and optimization to increase the flexibility of the system. "Independent site selection" considering the establishment of the project approval time and list preparation time, the project has the importance of being included in the list of major projects, adopt the "one case one discussion" identification and approval. "Batch land use" link up management assessment,



summarize the reward rules of land use plan indicators in various policies, and supplement the demand for land use indicators.

4.3 Mode: To meet the development needs and further promote the market-oriented allocation of land elements

Facing the regional level supply and demand deviation, need to deal with the problem of "fairness and efficiency", build a more perfect land elements market allocation mechanism, to decentralization and market operation make up for the lack of land use plan flexibility, specific involved to properly handle the relationship, improve the land development right transfer mechanism and reduce the cost of information search.

First, provincial governments are given more autonomy to use land. We will properly divide the power of land management, and better play the role of the government<sup>[19]</sup>. The macro level of the central government focuses on overall guidance and bottom-line control, reducing direct intervention in index allocation; meanwhile, improving the decision-making space of local governments and implementing differentiated spatial authority control. The provincial level needs to improve the effective allocation mechanism of land development rights, coordinate the decomposition and adjustment of the reserved indicators and municipal indicators, strengthen the comprehensive regulation ability and joint management of plans, and ensure the effective use of indicators by different and classified indicators.

Second, establish and improve the index cross-regional trading mechanism. Explore the establishment of inter-provincial and cross-municipal two-level index trading platforms, and some tradable indicators are configured through inter-regional bidding. We should improve the matching risk prevention mechanism, and be vigilant to prevent the potential risks of blind expansion and imbalance. We can strengthen the protection by means of index type and quantity limit, price range limit, and special funds for transaction income.

Third, we will make land-use plans more open and transparent. Local governments should actively assume the responsibility of disclosure and publicity of land supply and demand. Considering the timeliness and guiding role, advance the information release time to the beginning of each year, combined with the implementation of the three-year rolling plan, calculate the allocation indicators of various cities and reserve provincial indicators to support provincial infrastructure and livelihood projects, release the pre-distribution plan of land use plan, and actively guide the market demand.

4.4 Guarantee: improve the supporting support, and strengthen the supervision and assessment of the implementation effect of the utilization plan

To resolve the problems of information asymmetry and incentive incompatibility in management, constantly improve the land use plan management support system of "laws and regulations, scientific evaluation, dynamic monitoring and support, and equal attention to incentive and restraint", and strengthen the standardization of plan management.

First, we will improve laws and regulations. After the reform of land use plan, new management measures or regulations should be formulated as soon as possible, and clear requirements should be put forward for the formulation, implementation and assessment, so as to strengthen the construction of the rule of law.

Second, to improve the assessment system. The assessment of land use plan should be integrated into the coordinated development of urban economy and society and the fairness and efficiency of land resource utilization<sup>[20]</sup>, Moving from the evaluation of the implementation rate

to further shifting to the comprehensive assessment of resource utilization efficiency and cost level, ecological and environmental protection, social and social livelihood security, and paying attention to the stability and sustainability of the planned indicators. We will strengthen the connection between planning management and urban physical examination evaluation, economical and intensive use evaluation, and evaluation of land management level<sup>[17]</sup>, The special content of the annual plan implementation evaluation is added to the urban physical examination evaluation.

Third, we will improve and implement monitoring and supervision. We will improve the integrated information management platform of "regulation, approval, storage, supply, use, supplement and inspection", connect the "one map" of territorial space planning, strengthen vectorial information management, and improve the accuracy of supervision and assessment. On the basis of reporting and filing in various localities, advanced means such as aerial survey, remote sensing and big data will be comprehensively used to improve the timeliness of monitoring. We will improve the monitoring, early warning and notification mechanism for the use of land use plans, and give early warning to the wall chart on the progress of the implementation of land use plans and the disposal of existing land.

Fourth, optimize the management incentive mechanism. We will implement the evaluation and monitoring results, and institutionalize positive feedback and negative feedback. For the areas where the land use plans are implemented well and the policies are implemented in place, rewards will be given by means of accounting coefficient classification or quantity tilt of indicators. The implementation of the "increase violation hook", according to the number of illegal land in the previous year, the planned indicators according to a certain coefficient temporarily withheld, according to the rectification in place to return the index. We will optimize the accountability mechanism, incorporate the evaluation of land use plans into the performance appraisal system, and improve the effect of plan implementation.

#### **explanatory note**

① The original state planning commission, the state administration of land issued by the measures for the administration of construction land plan (1996,1865), "construction land plan is the national economic and social development plan part of land use plan, is to strengthen the macro management of land resources, regulating the scale of investment in fixed assets and the important measures of industrial policy".

② From the "Notice of the CPC Central Committee and The State Council on Further Strengthening Land Management and Effectively Protecting Farmland Land" (No.11,1997).

③ The 2004 revised version of the Annual Land Use Plan Management Measures proposed for the first time, combined ith the implementation of land and resources, the comprehensive statistics and approval of construction land, the investigation of land use change, and the dynamic monitoring of land use plan. After the notice on strengthening the management of land use plan parameter (land hair [2005] 124), the land use annual plan implementation assessment method (land hair [2008] 55), and the measures for the administration of land use annual plan revised in 2006,2016, the supervision and assessment of land use plan management constantly optimization and improvement.

④ "One book and three certificates" specifically includes land pre-examination and site selection opinions, construction land planning permit, construction project planning permit and

rural construction planning permit.

图 1 我国土地利用计划发展演变历程

Figure 1 The development and evolution process of Chinas land use plan

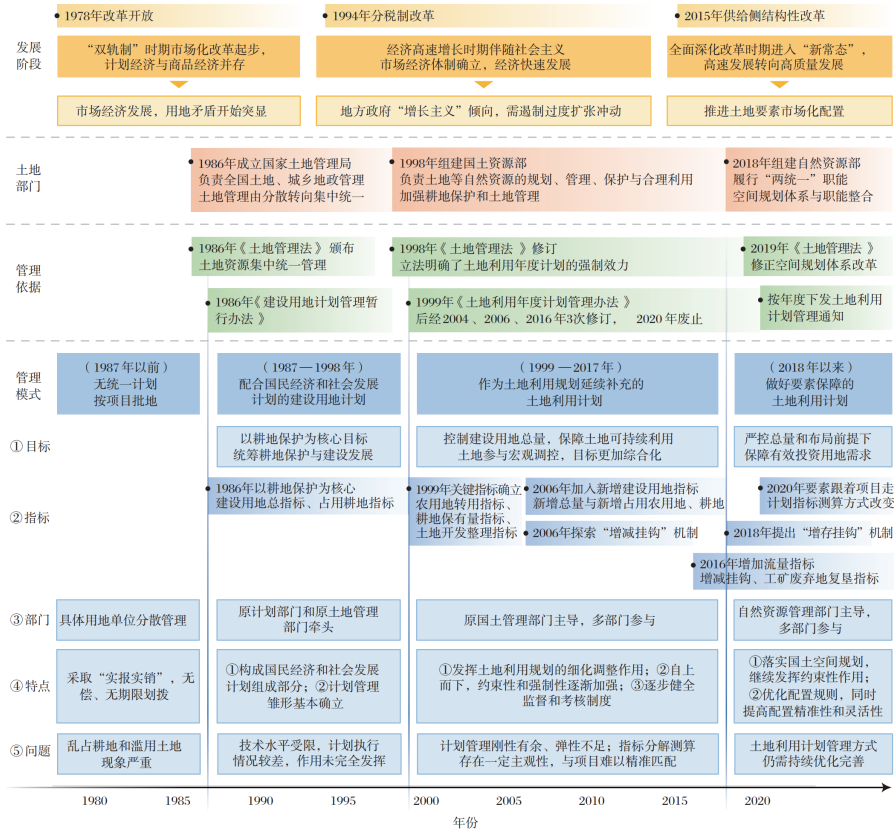


图 2 土地利用计划编制下达流程图（注释：根据 2016 年《土地利用年度计划管理办法》第三次修订版绘制）

Figure 2 Flow chart of land Use Plan Preparation (Note: According to the third revision of the Administrative Measures for the Annual Land Use Plan in 2016)

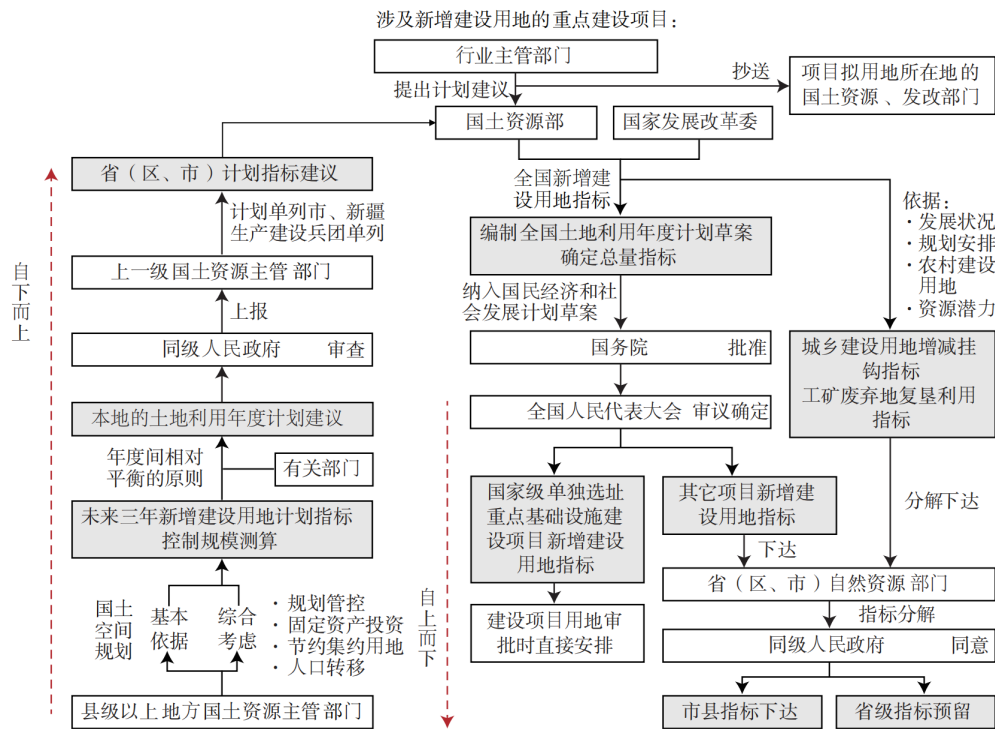


图 3 中国两级土地发展权体系

Figure 3 Two-level land development right system in China

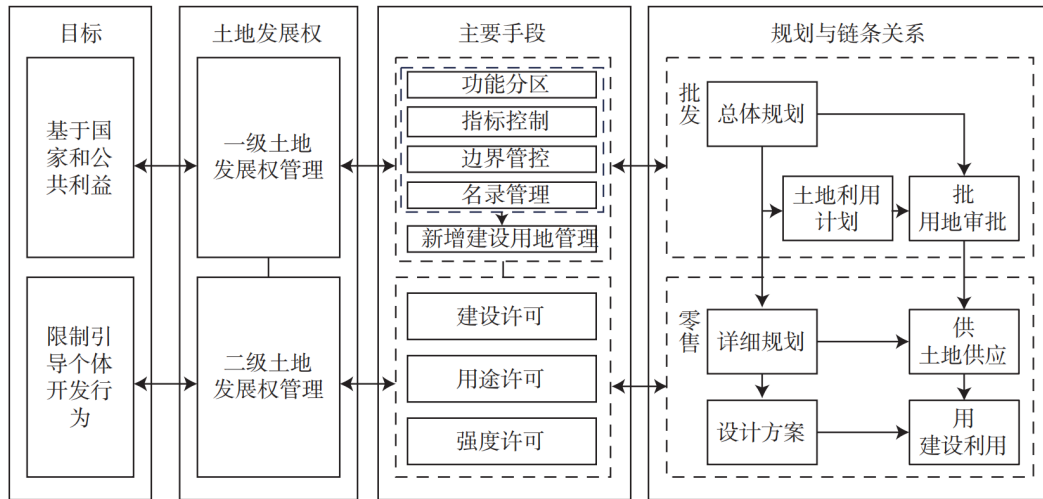


图 4 改革前土地利用计划指标体系

Figure 4 Index system of land use plan before the reform

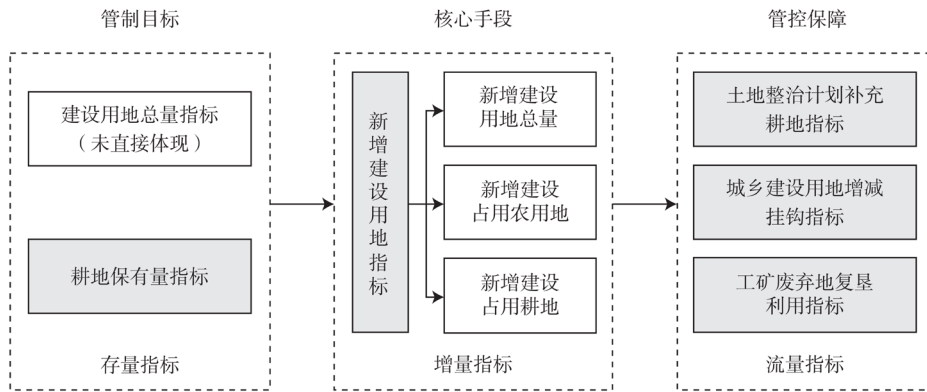


图 5 改革前后土地利用计划与两级土地发展权的关系

Figure 5 The relationship between land use plan and two-level land development rights before and after the reform

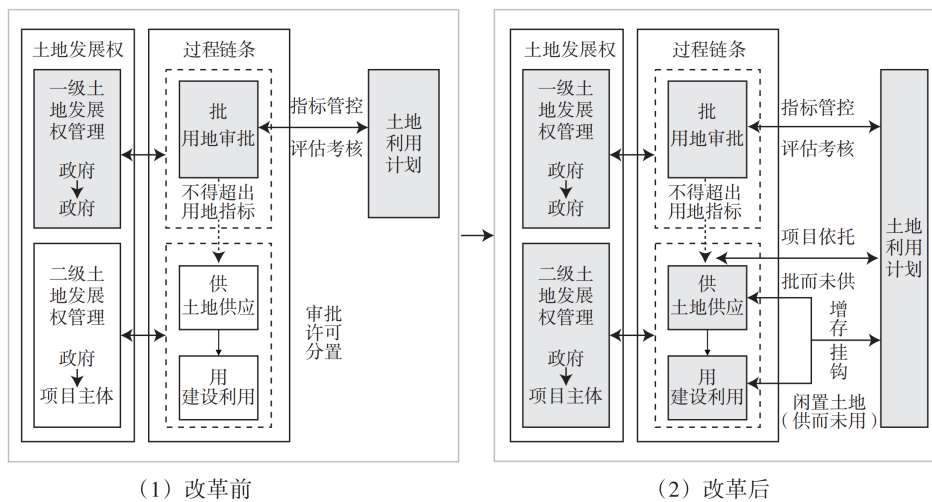
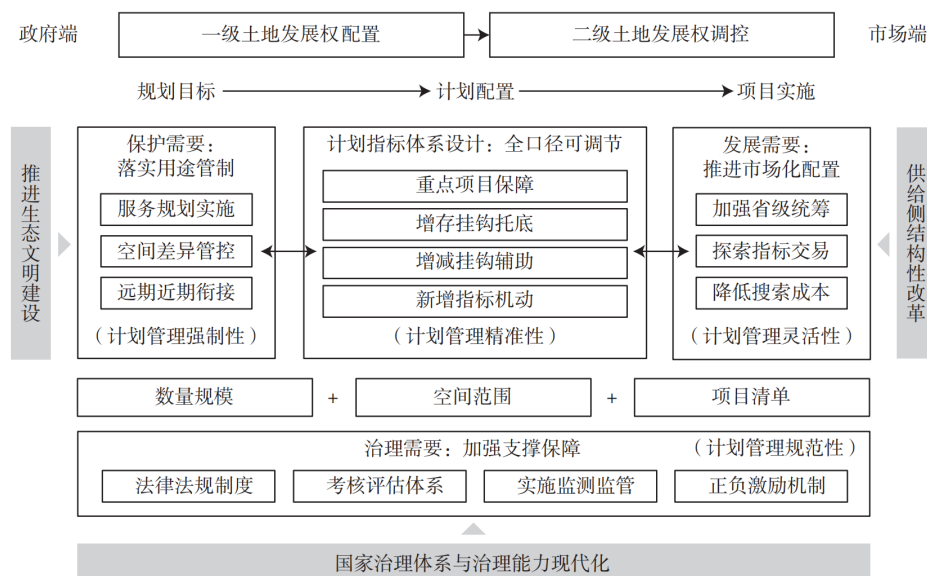


图 6 土地利用计划管理优化框架

Figure 6 Optimization framework of land use plan management



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