

Path and Mechanism Optimization of Integrating Tourism Planning into Territorial Spatial Planning System

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Abstract: Tourism planning is a kind of protective development planning for scientific and rational optimization of tourism space and tourism resources. At present, there have been problems in tourism planning, such as unclear role, imperfect content system and immature compilation technology, which have caused difficulties in landing tourism planning and conflicts with other planning. Under the background of territorial spatial planning system reform, tourism planning into the territorial spatial planning system has great theoretical significance and very urgent practical significance. Based on the analysis of the existing problems and causes of tourism planning, this paper puts forward that 'multi-planning' should include tourism demand and influence in the process of 'integration', and the optimization path of tourism planning compilation system oriented by integrating into the territorial spatial planning system. And from the census of tourism resources, modify the general rules of tourism planning, the introduction of tourism planning preparation methods, the establishment of tourism sector spatial information subsystem, strengthen the typical tourism destinations spatial planning guidance and tourism planning and other 'multi planning' department discussion and exchange of six aspects put forward tourism planning into the territorial spatial planning system optimization strategy. The purpose is to standardize the preparation of tourism planning, actively integrate into the territorial spatial planning system, promote the internal cohesion of the 'five levels and three categories' territorial spatial planning system, and scientifically guide the planning and construction of tourism destinations.

Keywords: Tourism planning, Multiple planning integration, Territorial spatial planning, Path, Mechanism optimization.

1. Introduction

Planning is a comprehensive consideration and action plan development vision and its realization path [1]. Along with China's reform and opening and development, various kinds of plans such as national economic and social development planning, land use planning, urban and rural planning, and ecological and environmental planning have become important contents of strengthening national and local governance and important means of government macro-control [2]. According to incomplete statistics, there are more than 80 types of plans issued by the government in China, including more than 20 types of statutory plans [3], all of which have corresponding legal and regulatory requirements, and each of which has formed a relatively independent planning system. However, the long-term planning preparation and management system of division and rule has led to a complicated planning system and conflicting plans, which has seriously affected the coordinated development of the region [4-5]. Since the 18th National Congress, the Third Plenary Session of the 18th Central Committee and the Central Working Conference on Urbanization, the central government has clearly promoted the "integration of multiple plans" [6]. The report of the 19th National Congress also proposed to build a system for spatial development and protection of national land, and to unify the exercise of responsibility for spatial use control and ecological protection and restoration of all national land [7].

Tourism is an ecological industry with low consumption of natural resources, and its development goal of "green water and green mountains are golden mountains" is consistent with

the development goal of ecological civilization construction, and tourist destination is not only an important part of territorial spatial, but also an important spatial carrier for ecological civilization construction. Tourism planning is a kind of protective development planning for tourism space and tourism resources to carry out scientific and reasonable optimal allocation plan. However, because tourism planning is not a statutory plan, the planning results lack of statutory procedures to be determined, there is a relatively low technical threshold, tourism planning and urban and rural planning and land use planning lack of convergence and other problems, resulting in the practical work of tourism planning and tourism planning is difficult to distinguish [8], thus affecting the sustainable development and utilization of land space and its resources. Therefore, the integration of tourism planning into the territorial spatial planning system is of great theoretical significance and very urgent practical significance.

This paper is based on the requirement of improving the modernization level of territorial spatial governance system and governance capacity, taking the integration of tourism planning into the territorial spatial planning system as the target orientation, deeply analyzing the existing problems of tourism planning, analyzing how to consider the needs and influence of tourism in the process of "unification" of "multiple regulations", and proposing the optimization path of tourism planning system such as constructing unified technical regulations of tourism planning. The path of optimizing tourism planning system is also proposed; and it is also proposed to conduct a census of tourism resources, revise the general rules of tourism planning, introduce methods of tourism planning, build a spatial information subsystem for the tourism sector, strengthen the guidance of

territorial spatial planning in typical tourist areas, and strengthen the cooperation between tourism planning and other spatial planning systems. Territorial spatial planning guidance and tourism planning and other "multi-planning" departments to discuss and exchange six aspects of tourism planning into territorial spatial planning work mechanism optimization strategy. The aim is to standardize the preparation of tourism planning, actively integrate it into territorial spatial planning, promote the internal convergence of the "five levels and three types" of territorial spatial planning system, and scientifically guide the planning and construction of tourist destinations.

2. Existing Problems in Tourism Planning

2.1. The Role of Tourism Planning Is Unclear

Tourism planning has the problem of unclear roles. From within the tourism industry, tourism planning, as industrial planning, still suffers from insufficient depth and content in terms of industrial structure, industrial system, industrial elements, industrial layout, and industrial development mechanism [9-10]. Meanwhile, compared with general industries, tourism involves more extensive elements such as land, transportation, and infrastructure, and tourism planning is difficult to solve the planning problems of these related elements. As spatial planning, tourism planning is also difficult to address the effective allocation of land resource utilization and spatial facility layout as urban and rural planning does, which leads to a lack of clarity in the role that tourism planning is intended to play. Based on the perspective of industries other than tourism, most people do not know enough about tourism planning, mistakenly believing that tourism planning is only one of several industrial plans, with a narrow influence on the socio-economic, spatial layout and major infrastructure of the whole region. This perception bias has led to the national awareness of the unclear role of tourism planning.

2.2. Imperfect Content System of Tourism Planning

The "General specification for tourism planning" had made an important contribution to improving the scientific and operability of tourism planning in China, but now it is no longer suitable for the actual needs of tourism planning development. The "General Rules of Tourism Planning" divides tourism planning into three types: tourism development planning, tourism area planning and other special planning. These three types of planning are further divided into different levels and categories, among which, tourism development planning is divided into national

tourism development planning, regional tourism development planning and local tourism development planning according to planning scope and government management level; local tourism development planning can be further divided into provincial tourism development planning, municipal tourism development planning and county tourism development planning. Tourism area planning is divided into tourism area master plan, tourism area control detailed planning, tourism area construction detailed planning, etc. according to the planning level. Specialized tourism planning according to the actual needs, can prepare various types of special tourism planning. Although the "General specification for tourism planning" provides for the preparation content system of tourism planning, the system cannot be effectively dovetailed with the national spatial planning system in terms of spatial scale, preparation level or preparation content. And the emergence of tourism conceptual planning, tourism planning, tourism literature and other planning in recent years has led to more confusion in the content system of tourism planning preparation.

2.3. Immature Tourism Planning Technology

Due to the diversity of tourism resources, technical standards are not uniform, and there are many reference norms for tourism planning (Table 1), which leads to a large variation of planning results. And the planning process is diverse. According to the "General specification for tourism planning", a master plan should be prepared in principle at the beginning of the development and construction of a tourist area. However, small tourist areas can directly prepare detailed planning. It can be understood that the general tourism area planning needs to be divided into three steps: the preparation of general planning, control, revision of the three planning, and each other is the top and bottom of the unified, backward, and forward relationship. But with the practical experience, the type of tourism area diversification, unified requirements of the three-level planning system gradually confined the preparation of each type of tourism planning, like a fixed template will be nested in each plan, cannot meet the real needs of different types of tourism area planning. For large scenic spots, separate preparation of the three levels of planning can gradually clarify the development of scenic areas and steps, for the guidance of scenic development is of great significance. But for small and medium-sized scenic spots, the preparation of three-level planning is time-consuming and laborious, and cannot meet their "fast, accurate and practical" planning needs. In such a development situation, the planning of different types of tourist areas "on-demand", but this on-demand procedure, in the "unification of multiple planning" and other planning interface there are large contradictions.

Table 1. Common reference specifications for tourism planning

Name	Publishing department
General specification for tourism planning	Former National Tourism Administration of China
Standard for scenic and historic areas planning	Ministry of Housing and Urban-Rural Development of the People's Republic of China
Code for master planning of forest park	Former State Forestry Bureau of China
Code for urban land use classes and standards of planning construction land	Ministry of Housing and Urban-Rural Development of the People's Republic of China
Water resources scenic area management approach	Ministry of Water Resources of the People's Republic of China
Notice on strengthening the construction and management of World Geoparks and National Geoparks	Former Ministry of Land and Resources of the People's Republic of China

In addition, the technical standards of tourism planning are still established more than ten years ago, and a unified technical language system with other "multi-planning" has not been established yet. For example, in the environmental capacity management of domestic tourism planning, most of them still adopt the method of direct calculation of static environmental capacity [11], while the territorial spatial planning system has adopted the method of "double evaluation" to measure the dynamic allocation of land and other resources. The inconsistency of the technical language system of planning leads to the tourism planning "self-talk", and it is difficult to connect with the "multi-planning".

2.4. Tourism Planning Results Are Difficult to Implement

The lack of seriousness and authority of tourism planning is due to the unclear role of tourism planning, as well as the bias of the national perception of it. Theoretically, the published tourism plan has legal effect, but in practice, tourism planning is not respected as it should be. The public has no channel to understand tourism planning, and tourism planning lacks supervision and implementation monitoring mechanism and post-performance feedback mechanism. In terms of government management, various departments do not know enough about the importance, professionalism, and characteristics of tourism planning, and have insufficient confidence in the ability of tourism planning to promote regional economic development. In terms of practitioners, the technical threshold of tourism planning in China is relatively low, the professional background of practitioners is mixed [8], the planning results lack the interface with urban and rural planning and land use planning, there is the problem of "making up concepts to create beautiful words", the spatial implementation and operability is poor, and the overall quality of practitioners still has more room for improvement.

3. The Path of Integrating Tourism Planning into the Territorial Spatial Planning System

3.1. Tourism Land Use Integration into The Land Use of Territorial Spatial Planning System

The demand for tourism land continues to grow due to the upgrading of consumption, and it is urgent to integrate tourism land into the land use system of territorial spatial planning. To create a high quality of life, it is necessary to promote the supply of land space from "clothing, food, housing and transportation" space to "education, medical care, retirement, tourism and leisure" space to meet the needs of "quality of life". Education, medical care, retirement, tourism, and leisure" space to meet the needs of "quality of life" [12].

Taking tourism scenic spots as an example, the number of A-class tourism scenic spots nationwide has increased by an average of 4.01% annually in the past five years, reaching 12,402 in 2020 and reaching 6.475 billion tourist trips.^① In 2015, the former Ministry of Land and Resources, together with the Ministry of Housing and Urban-Rural Development and the former National Tourism Administration, issued the "Opinions on Land Policy to Support Tourism Development", which requires active protection of land for tourism development and the implementation of the tourism industry

in accordance with the law. The land use classification management system for the tourism industry should be implemented in accordance with the law. Tourism land is an important practice carrier of "green water and green mountains are the silver mountain of gold", and the demand for land continues to grow rapidly, and has become an important incremental type of land use in China in the new era [13].

Tourism land classification is not unified, leading to land order chaos, "a blueprint to the end" must be standardized tourism land. China has not established a unified system of tourism land classification. The current land classification standards for cities, villages and scenic spots cannot cover the types of tourism land, leading to unclear nature of land use, irregular procedures, ambiguous responsibilities and rights, and inadequate supervision in the process of tourism planning and land management, leading to potential risks of damage to ecological environment and resource use [13]. With the rapid development of tourism, the prominent role of tourism in poverty alleviation, and the low-impact nature of tourism on land use, the state has continuously introduced policies to support tourism land use, for example, the state will allow collective economic organizations in deeply impoverished areas to revitalize residential bases by renting and cooperating, and to support new rural industries and new businesses by taking shares and joint ventures; natural landscapes in tourism projects and providing convenience for scenic. In addition to the permanent basic agricultural land occupied by non-permanent ancillary facilities such as viewing platforms, walkways, etc., under the premise of not damaging the ecological and landscape environment and not affecting geological safety, may not be expropriated (recovered), not diverted, managed according to the current use; support the use of unused land, abandoned land, remote islands and other land to build tourism projects, in line with the overall land use planning, county rural construction planning, township and village planning. In line with the overall land use planning, county rural construction planning, township and village planning, scenic spots planning and other related planning, rural collective economic organizations can use construction land according to the law to run their own or land use rights into shares, joint ventures and other ways to hold accommodation, catering, parking and other tourism reception service enterprises with other units and individuals. The development and arrangement of tourism land is included in the spatial planning system of the land, and the supply and use of tourism land is strictly supervised to regulate the order of land use, strengthen the supervision of land use, and form the relationship between supply and demand of land in line with resource protection and market principles.

3.2. Territorial Spatial Planning Needs to Consider Tourism Traffic Needs and Impacts

The booming tourism industry will bring about a large-scale regional flow of tourism passengers, which in turn poses a challenge to regional traffic capacity, such as domestic tourism exceeding 5 billion trips in 2017, bringing a series of problems such as congestion, parking difficulties and traffic accidents to regional traffic. The existing comprehensive traffic planning does not consider tourism demand enough, and the current regional traffic demand forecast mainly

considers socio-economic factors such as population, employment, vehicle ownership and land use, and the forecast indicators mainly include urban economic development indicators, urban resident population, mobile population size, urban employment jobs, vehicle ownership distribution and land use status. It does not involve tourism elements and scenic tourist reception indicators, thus leading to the existing regional transportation planning cannot meet the requirements of regional tourism development. The State Council successively issued the "Opinions of the State Council on Accelerating the Development of Tourism" and "Several Opinions of the State Council on Promoting the Reform and Development of Tourism" both proposed to vigorously develop tourism transportation, especially the latter clearly proposed to improve tourism transportation services, requiring public transportation such as highways, railroads, airways and waterways to take into account the tourism needs of urban scenery and inter-scenic scenery, and put forward corresponding implementation measures.

3.3. Territorial Spatial Planning Should Pay More Attention to the Protection of Tourism Resources

Ecological and environmental protection is a fundamental plan for the sustainable development of the country [14]. Tourism resources are the prerequisite for the development of tourism industry and are the foundation of tourism. Tourism resources mainly include natural scenery and human landscape. Tourism resources are closely related to the environment in which they are located, and natural landscape tourism resources are part of the natural environment, and protecting the environment is to a large extent also protecting tourism resources. Tourism, as an industry with strong resource dependence, is more dependent on the quality of the natural ecological and human environment than any other industry. Therefore, territorial spatial planning system of the land should include the protection of tourism resources as a special protection content of ecological environmental protection. To deal with the relationship between people and nature, nature, and value, to review behavior, learn experience

and lessons from the problem of ecological environment deterioration, to take timely and effective measures, to protect the environment while vigorously managing the natural environment that has already suffered damage, to achieve the perfect harmony and unity of any nature at a higher level, and to ensure the comprehensive development of human beings themselves.

Tourism resources are not only an important basis for the development of tourism in a country or region, but also an important natural resource in the ecological space. Territorial spatial planning should be based on the protection of nature and ecology, emphasizing coordination with the carrying capacity of resources and sustainability to strengthen the protection and utilization of tourism resources.

3.4. Territorial Spatial Planning Should Strengthen the Process of Public Participation in Tourism Planning

Based on tourism's outstanding contribution to the construction of ecological civilization and precise poverty alleviation, especially to the "three rural areas" (farmers, agriculture, rural areas) and "Production, living and ecology", tourism planning involves a wide range of interest groups (Table 2). The integration of tourism planning into the territorial spatial planning system makes "multiple planning" involve more industries, departments, groups, and individuals' personal interests. Public participation in tourism planning and social supervision of tourism planning in territorial spatial planning should be enhanced in accordance with the principles of openness, equality, extensiveness, and convenience. Public participation is a continuous process, involving interest groups at the earliest stages of integrating tourism planning into territorial spatial planning and ensuring their participation at all stages of the process.

Public participation methods include interactive communication tools, fact sheets, interviews, active listening, working groups, meetings, resident listening, interactive GIS, public hearings, tracking and participation in evaluations, and computer tools for processing public evaluations.

Table 2. Main stakeholders of tourism planning

government sectors	Tourism operators	Residents of the scenic spot	others
governments at all levels	Local resident operator	Tourism Industry	Tourists
Tourism Management Department	Government department operators	Participants	Aid workers
Various resource management departments	Formal sector operations	Non-Participants	Non-governmental organizations
Scenic Area Management Division	Small commodity operator	Those affected by tourism activities	Research groups
Other relevant departments	Non local operator	Those who are not or less affected by tourism activities	Financial and credit institutions
	Informal sector operators		Neighborhood Competitors

4. Optimization of the Working Mechanism for Integrating Tourism Planning into the Territorial Spatial Planning System

4.1. Universal Tourism Resources Census, Improve the National Spatial Planning Tourism Development Elements

Popularize tourism resources, expand its census scope, add

natural lakes, landscape rivers suitable for tourism development, beautiful villages, ecological connotation forests and other basic resources, training centers and other tourism stock facilities, regional residents' opinions, industrial infrastructure conditions, basic supporting capacity, internal and external environment, etc. to the scope of the resource census, and improve the tourism development elements of territorial spatial planning.

4.2. Revise “General Specification for Tourism Planning”, Optimize the Tourism Planning System

Study the revision of “General specification for tourism planning”, the legal positioning of tourism planning, implementation of the main body, means of implementation, implementation of security, etc. to make clear limits, and propose specific measures for the convergence of tourism planning and urban planning, land planning, environmental protection planning and other statutory planning to optimize the tourism planning system.

4.3. Study the Introduction of Tourism Planning Methods to Regulate the Organization and Preparation of Tourism Planning Technical Behavior

Study the introduction of "tourism planning preparation methods", clarify the organization and preparation of tourism planning subject, preparation procedures, key research issues, assistance units, planning approval and submission units, planning adjustment methods and other organizational preparation behavior. Combined with the preparation requirements of territorial spatial planning, the main content of tourism planning, mandatory content, near- and long-term construction, planning results, and other planning interface to make specific requirements. Standardize the technical behavior of the preparation of tourism planning into the territorial spatial planning.

4.4. Building Spatial Information Subsystem for Tourism Sector Based on "Multi-Planning" Cooperative Information Platform

Focusing on data integration and sharing, business parallel collaboration, joint decision making and online collaboration, based on the "multiple planning integration" collaborative information platform, the tourism sector spatial information subsystem is established to implement digital dynamic management, and to implement the management requirements of spatial control of territorial spatial planning [15], and to use it as a basic information platform for the management of tourism resources, scenic spots, scenic spots, etc. It is also used as a basic information platform for the management of tourism resources, scenic spots, and scenic spots.

4.5. Strengthen the Guidance of Territorial Spatial Planning of Typical Tourist Places and Summarize the Experience of Tourism Integration

Strengthen the guidance to typical tourist destinations, hold a seminar on typical tourist destinations of territorial spatial planning, and conduct in-depth exchanges on the basic understanding and practice of territorial spatial planning in typical tourist destinations, technical methods of delineating three types of space in typical tourist places, principles of zoning and control of various types of space in typical tourist places, methods and practices of information platform construction and other important issues, and conduct an analysis of the problems arising in the work of territorial spatial planning in typical tourist destinations. We also

analyzed the problems in territorial spatial planning of typical tourist areas and summarized the experience of integrating tourism into "multiple planning".

4.6. Strengthen the Discussion and Communication with "Multiple Planning" Departments to Carry Out "Integration" Work in the Tourism Industry

Conduct training on territorial spatial planning, popularize the background of territorial spatial planning, pilot work tasks, pilot construction level, organization and implementation of pilot work, current problems faced, and work priorities from the perspective of local governments, strengthen the discussion and exchange between tourism and "multiple planning integration" departments [16], and carry out the tourism industry's "multiple planning integration" work, broaden the public participation channels, strengthen the dialogue and cooperation between different interest groups, coordinate the unification of different planning ideas, and ensure the scientific, open and feasible integration of tourism planning into the territorial spatial planning system.

5. Conclusion

Territorial spatial planning architecture is not about finding an optimal "ending", but about pursuing the optimal "process" under given rules [17]. The integration of tourism planning into the territorial spatial planning system is not a simple merger and connection, but a paradigm shift that requires continuous attention to the connection of multiple elements. In this paper, we analyze the long-standing problems of tourism planning, such as unclear roles, unsound content system, and immature preparation technology, and analyze the difficulties and causes of tourism planning, such as difficulties in landing and conflicts with other plans. In the context of the reform of the territorial spatial planning system, the preparation of territorial spatial planning should fully consider the demand and influence of tourism, and the optimization path of integrating tourism planning into the territorial spatial planning system, and from the census of tourism resources, the revision of the “General specification for tourism planning”, the introduction of tourism planning preparation methods, the construction of the spatial information subsystem of the tourism sector, strengthening the guidance of territorial spatial planning in typical tourist destinations and the cooperation between tourism planning and other "multiple planning integration" departments. The aim is to promote the integration of tourism planning into the territorial spatial planning system, which is conducive to the standardization of tourism planning and scientific guidance for the planning and construction of tourist destinations.

Data source: China Tourism Attractions Development Report (2019-2020)

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