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## **Public Participation in Rural Society of Heritage Site—Take Ancient City of Zhuguo as an Example**

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**Abstract:** In the field of smart & green society, public participation is a necessary means of spatial benefits distribution and social consensus formation. Due to the high economic value, social attention and complexity of property rights, some village-based conservation planning first started seeking help of public participation. The research makes a comparison of relevant conditions, legal procedures and institutional settings in similar areas, indicating the value and defect of the current public participation in China's countryside with heritage. Then, it takes Ancient City of Zhuguo in Shandong province as an example, to explore solutions to the coordination of some tough questions such as demolition, farmer employment and distribution of tourism benefits. And it is trying to make recommendations for platform organization, guidelines establishment and legal procedures optimization of public participation in village-based heritage site.

**Keywords:** Public Participation, Heritage Area, Rural Communities, Benefits Redistribution

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### **1. Introduction**

In China's ancient heritage site, because of the exacting standards of natural elements during the siting stage, as well as the left wealth in the long process of city building, the living environments in these areas have general continuity.<sup>1</sup> In Henan, Shandong and other highly civilized areas in ancient time, natural and cultural heritage and village settlements are usually intertwined with each other.

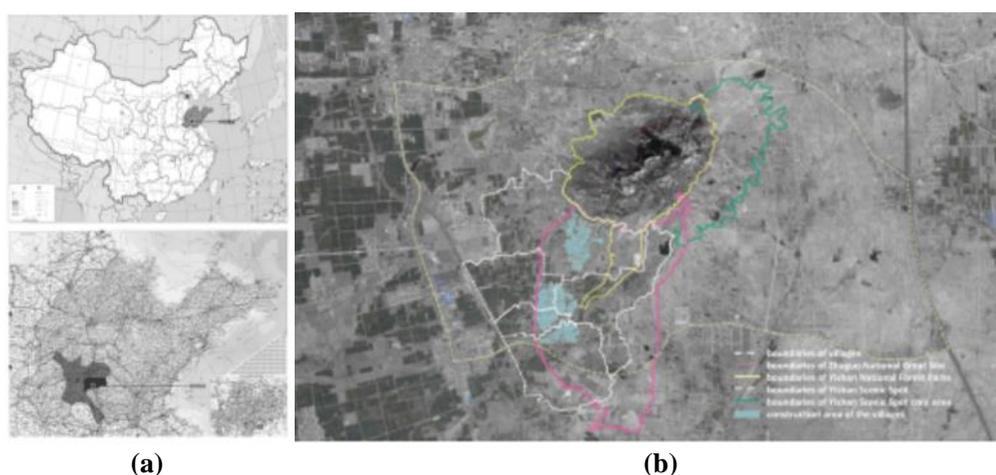
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<sup>1</sup> Taking 150 ancient-city relics of China National Great Site list as examples, there are 54 of them overlapping with or closed to national parks, about 80 of them are located in rural areas.

Overlapping of planning areas established by different authorities is particularly evident. Planning work faces a challenge of the coordination between heritage and settlements.

China has been trying to build a "National Park" integrated system aimed at the estate planning coordination. But faster than the change of institutional reform are the local public affecting on planning works. With the improvement of the dominant position and rights awareness of public, and the complex property relations in rural areas, match degree of planning and people's will more and more directly impact the planning and implementation results. We should reacquaint the village community values in the protection of heritage. Public Participation will act as a "lubricant", helping to coordinate benefit, support technicians and link up planning implementation.

**Figure 1. (a)** Location of Ancient City of Zhuguo in China and Shandong province. **(b)** Boundaries of villages and protection areas in the region of Ancient City of Zhuguo.



Known as the "the hometown of Confucius and Mencius", Ancient City of Zhuguo is located in the territory of Zou City, Shandong province, which is a National Historical City. It is listed as a National Great Site project, and is overlapping with Yishan National Parks, and is covered with 5 villages. The research takes Zhuguo as an example, trying to study the interaction between space and social ecology in rural areas with heritage, the influence public participation have on planning process and control instruments in heritage conservation, and to explore solutions to the coordination of some tough questions such as demolition, farmer employment and distribution of tourism benefits.

## 2. Method of public participation

Public participation can be roughly regarded as a generally acknowledged model for balancing the distribution of spatial benefits in current urban planning of China. Wide range of aspects is involved in public participation. The research makes public participation intervene into conservation planning and three aspects need to be defined: the participation in the broad sense comes to the first. In addition to object groups of planning, stakeholders include planning management agencies, involved participants and executors etc. The second refers to participation suitable to local social structure. Rural area is the most active one to shape the environment for public participation in China. Even without planning or options offered, farmers can still adjust the distribution of land, labor force, cash and other resources and make "active choice"<sup>[1]</sup>. According to community traditions and experience of dealing with public

affairs, the research selected participation methods properly to control and guide participation behaviors of village community. The third refers to participation targeted at types of planning. Heritage protection of sites of ancient cities is operated with strict professional standards. High specialty causes that not all “irrational voices” can gain response. Planners act with dual roles within: the leaders of heritage protection and supporters of village renovation.

In order to make local society participate in the planning, the research team where the author is working for started to do field survey of three stages from autumn of 2014, established liaison mechanism, interviewed and discussed with village residents, operators, governmental staff and village committee more than 30 times. The participants of discussion reach about 196 and subjective data collected is concerned about 1,060 people<sup>2</sup>.

### 3. Public Participation in Villages of Heritage Site

#### 3.1. Co-existence of Village Community and Heritage: from “Mountain - River - City” to “Mountain - River - Village”

As the capital of Zhu State, Ancient City of Zhuguo was established in 614 BC “by Duke Zhuwen to the south of Yishan Mountain with its city walls consolidated with steep terrain”<sup>[2]</sup>. The records of *Zuo's Biography of the Spring and Autumn Annals* show “Confucius was born at the foot of the mountain so that the city was named after the mountain”<sup>[2]</sup>. *The Mencius* also records: “Confucius gets a panorama of Lu State on the top of Yishan Mountain and the panorama of the world at the top of Mount Tai”<sup>[3]</sup>, thus gaining far-reaching aesthetic idea of mountain and water that “The wise find pleasure in water; the virtuous find pleasure in mountains”<sup>[4]</sup>. So, the memory of “people” becomes the core content of heritage site of Ancient City of Zhuguo<sup>3</sup>.

After the Spring and Autumn Period, Zoucheng-Qufu region where the Ancient City was located acted as the connection part of ancient coasts of China with inland natural zones and economic zones, and it had been the regional center for more than 1,000 years. In the year 556, Zoucheng was moved north. Later, the walls of Ancient City became obsolete and villages were gradually developed of the former city site. After the Tang Dynasty, Yishan had been protected as scene and sacrificial place. Villages became the staying location for sightseeing and sacrificial activities. The poet Jiang Zhang once wrote: “the obsolete walls, the fading city, the stream familiar. Cows and sheep, lush grass, villages with warm air”<sup>4</sup>, thus exclaiming over the historical changes of the land from capital city to village.

Till the middle of the 20<sup>th</sup> century, the region was a stable belt of agriculture in front of the mountain, so that “a solid semi-handicraft-semi-farming economy”<sup>[6]</sup> was formed. In the coming dozens of years, village community had few opportunities of developing industries while the demand of increasing population concentrated construction on farm house. As there has not been strict approval to rural homestead in the region or effective village planning for a long term, the general idea of

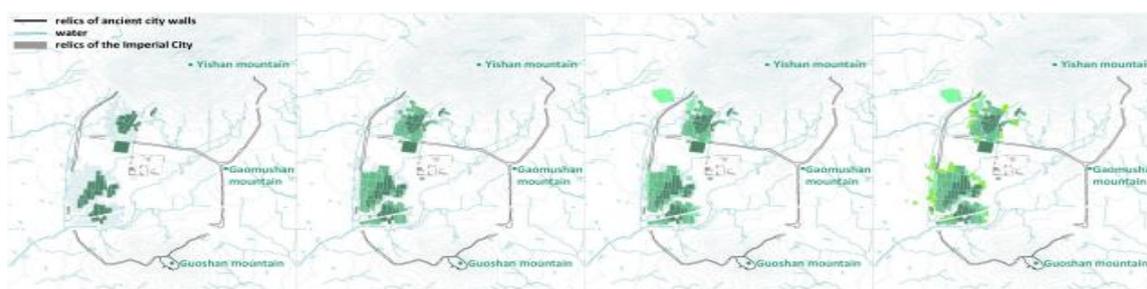
<sup>2</sup> In 2014, there are 5072 people in the village of conservation area, 4296 of them are permanent resident.

<sup>3</sup> Liangyong Wu holds that “the core issues of protection is the monument of people in heritage area of China, symbolic meaning is considered as more highlighted than historical authenticity, romanticism is regarded as more important than rationalism.” See reference 5.

<sup>4</sup> Consult *General Records of Yishan Town* (Zou City museum).

“earlier marriage and earlier gaining of homestead” led to the waste of a lot of land - “one family with several homesteads”. The construction land of villages were extended to the west bank of the river at large area. The former “Jiwangcheng” Village was developed bigger and bigger and it was divided into three administrative villages: Jixi Village, Jidong Village and Jiqian Village, all of which are located with the current situation protection area together with Yishan jie Village and Jinzhangzhuang Village. Meanwhile, the operation of taking soil for housing construction led to the occupation of city wall heritage. And the tradition that “on the mountain one lives by mountain” led to illegal quarrying activities in Yishan Scenic Spot.

**Figure 2.** Construction area's change in the region of Ancient City of Zhuguo. (a) The situation in 1970. (b) The situation in 1999. (c) The situation in 2007. (d) The situation in 2014.



### 3.2. Response of village community to heritage protection and utilization

Since the end of 1990s, Zoucheng City started to optimize regional industrial structure with heritage tourism as the focus and placed high value on Yishan-Zhuguo regions, which are excellent tourism resources. Historical causes, heritage protection, tourism industry and rural policies led to changes of village environment, value and industries jointly. As ordinary agricultural region in the past, villagers expected to gain more and stable agricultural income with less input. However, owing to development of service industry in heritage site and increasing value of land, villagers within protection area are at the transition stage from “home-work dis-matched” contradiction to contradiction of land revenues. Villagers expect to share more earnings of heritage tourism.

In survey, the attitude of villagers to heritage protection and utilization is direct feedback on whether utilization of resources and economic activities can meet their demand, specifically including the following types: the first refers to significant earnings. The villagers at the two sides of Yishan Street at the entrance to Yishan Scenic Spot have gained abundant income through family operation<sup>5</sup> and they welcome the development of heritage tourism very much and approve the value of heritage highly. The second refers to limitations to industrial selections or relocation of houses. Most of them have happy memory on the scenery and wall relics still, but they do not welcome the work of heritage bureau, construction bureau or other governmental organs. They are also cautious to survey of the author and participation activity. The third refers to no reply of clear answer. As they work outside for

<sup>5</sup> In 2013, the annual per-capita income of villagers in protection area was below ¥10000, while villagers in Yishan Street who carried on restaurants, hotels and other service business could earn ¥50000 to ¥100000 a year on average.

a long term, their production and life are under low relevance with heritage. Villagers in such a situation take up the highest rate<sup>6</sup>.

We can see that as rational economic man, residents of heritage site will not change their normal behavior of pursuing maximum benefits in heritage protection. The stress of life directly influences the attitude of residents to heritage protection policies and the groups with low satisfaction have stronger requirement of development and weaker awareness of heritage protection. Cultural approval or historical education is an idealized state. At present, no matter participation in heritage protection or tourism service, all villagers wish to “improve their life” and believe the idea that “seeing is believing”.

### *3.3. Comparative Study of Conditions of Public Participation*

Among village plannings of heritage sites like Ancient City of Zhuguo, some active or passive participation cases have been developed. Through comparative study, the paper analyzed some problems of participation of village community of heritage regions in such aspects as public participation’s social background, guiding model, stakeholders, participation affairs and participation system. In case study we are particularly concerned about the villages in Qufu, Mount Tai and other surrounding areas involved in heritage protection or tourism, because the villagers in survey were found prefer to learn experience and lessons from them<sup>7</sup>.

#### 1. Social conditions

Village community of heritage site has both the features of historical region and rural society, such as villages of Linzi relics, Qufu relics and protection area of Mount Tai etc. All of them share the following features:

Firstly, after experiencing the transfer of role from regional center to relatively marginal status, the changes to image of human settlements are sharp. On the one hand, humanistic value of heritage is mostly preserved through material relic, but it is difficult to reflect it in the production and life of local people like the one in flourishing stage of heritage site. Carrying forward the value of heritage through local community and society is a great challenge for arousing the approval sense of the public to culture. On the other hand, as the records of related literature and empirical research are not rich like those of town-based relics, the information of local government and the general public is of great help to judge the value.

Secondly, it generally has the features of natural and independent community society. Villages—in close connection with mountain and water, and far away from urbanized regions—preserve their features of independent community society as “the limb of great power”. In particular, after the exit of People’s Commune from countryside, “the memory of village community is revitalized” [7]. Cooperative organizations in historical streets of cities are usually established at high cost while acquaintance society of rural regions is existent in the forms of village committee and “villager

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<sup>6</sup> 55% to 70% of villagers inside protection areas go out to work, outside income are the main source of support for their families.

<sup>7</sup> Materials of similar regions around come from planning document, communication with government departments and the author's visit to Qufu and Taian.

autonomy”<sup>[8]</sup>. With relatively steady internal members and collective power in village society, the collective approval of village community is high.

Thirdly, the ability for community to speak out its voice is limited. In traditional Chinese, culture gene and production relations of “urban-rural integration” have been existent for a long term<sup>[10]</sup> and village affairs are usually coordinated by squires, gentry and local clerks<sup>[11]</sup>. But owing to a series of experiments of village reform since the next half of the 20<sup>th</sup> century and urban-rural gap caused by “dualistic development” for a long term, villages do not have adequate power of voice and their ability to use media and social resources is rather limited as well. If coordinator does not appear actively, the wishes and legal rights of village community are easy to be ignored in planning procedure.

Fourthly, property right relations in countryside are much more complicated than in construction area of cities, including historical streets of cities. Land property right in village-based heritage site of China is mainly divided into two types: state ownership of forest, water and relics of heritage and collective ownership of village land. The focus of all walks of life on changes of laws concerning rural land system has quite important influence on property rights and social relations of heritage site.

## 2. Features of stakeholders

In guiding model, the participation of village-based heritage site in practice is mainly guided by government, NGO and community public. Public participation guided by government usually does not take cost into account, but to input labor force and materials to try “innovation of trial operation” like “Rural tourism pilots in Shandong Province”<sup>8</sup>. Advantageous factors lie on complete collaboration platform and strong ability of mobilizing resources, but disadvantageous factors include inadequate intention and ability of exchange and even trust crisis with more attention paid to short-term interests. Public participation guided by academic teams, charity organizations and other NGOs usually has clear intention and implementation capital to look for a region with high social focus to do experiments like Mount Liangshan and Wuyi Mount Parks. Advantageous factors rest with organized planning and action ability, powerful professional technique and relative freedom of rules, but disadvantageous factors include limited ability of administrative resources so that it is difficult to do it if without governmental support<sup>9</sup>. Public participation guided by the general public usually has strong sense of approval to participation process and results, and is likely to continue, such as operation of countless “farmhouse enjoyment” in countryside of Southern Shandong, but it is usually small experiment, which is not planning work in the strict sense.

In involved scope, successful participation cases usually make clear stakeholders firstly. According to influencing scope of different protection areas, stakeholders can be divided into three level: one level is concerned about ordinary projects, with “individuals being experts”, such as Quancheng Agricultural Park and Xinghuagu Scenic Spot. The second level is concerned about participation of people in public facilities projects of certain region. For example, in participation and practice of

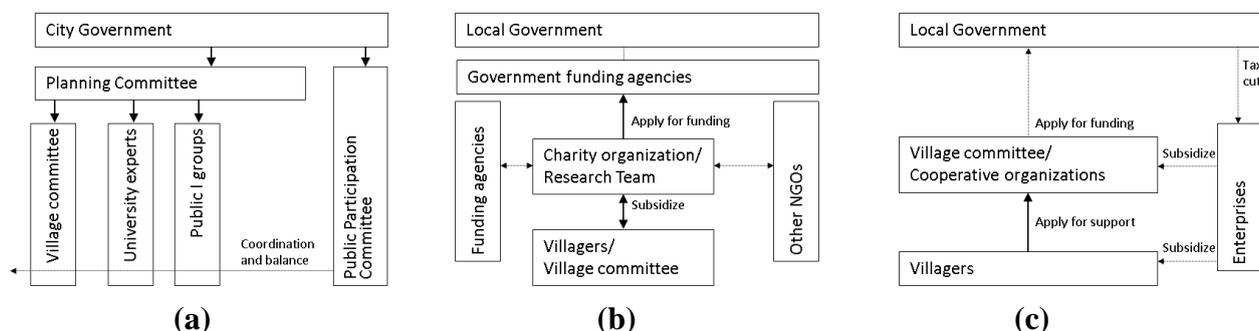
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<sup>8</sup> Consult the information of Shandong Provincial Agriculture Department: <http://www.sdny.gov.cn>

<sup>9</sup> In an interview with the author, Qinghua Song, the director of Community Action Centre indicated that NGOs which are engaged in Community participation in China are seriously restricted by governments. It is very difficult to continue to step in planning after they have achieved the goal of a single project. They are unable to replace the voluntary association “rooted in the community”.

Dadoushan Village, it is necessary to take interests of residents, migrant workers and tenants into account. The third one is that in regions with high focus on “national wealth”, such as village attenuation region of Mount Tai Scenic Spot and heritage site of Daming Palace, it is necessary to refer to protection level and consider suggestions of social figures; otherwise, it is difficult to implement planning.<sup>10</sup>

**Figure 3.** Typical modes of Village Community Participation in conservation planning (a) Government-led Guiding. (b) NGO Guiding. (c) Public Guiding.



### 3. Features of participation affairs

The public affairs of villages in heritage region are featured by clear focus and complicated interests. So, the demand degree of participation should be determined by private rights and public property of villages. Firstly, if the affairs are directly related with property rights of residents, it is a must to ask owners of property rights to participate in affairs according to *Property Law*<sup>11</sup>, such as transfer of land, resettlement of population, housing transformation and business cooperation. Secondly, it is proper for them to participate in affairs closely related with their life, such as construction of municipal facilities, design of village image and location selection of public projects. Thirdly, limited participation and selection should be carried out for affairs with some specialty requirements and confidential requirements, such as highly professionalized recovery of relics and archaeological prospecting etc.

### 4. Features of participation system

In legislation, the laws of current stage about village planning and conservation planning in China are both similar with early stage of America in hearings as the primary means of public participation, and the distinction lies on unclear validity of hearing. More obvious lagging of legislation rests on the loss of participation in sponsorship and compilation stages, and non-disclosure of conditioned released information<sup>12</sup>.

<sup>10</sup> Consult criticism of President Jicai Feng from China Society for the Study of Folk Literature and Art:

[http://blog.sina.com.cn/s/blog\\_46e7b3fd0100jokk.html](http://blog.sina.com.cn/s/blog_46e7b3fd0100jokk.html)

<sup>11</sup> Especially in 2014, The state council released *The interim regulations on real estate registration* according to the revised *property law*:

[http://www.gov.cn/zhengce/content/2014-12/22/content\\_9325.htm](http://www.gov.cn/zhengce/content/2014-12/22/content_9325.htm)

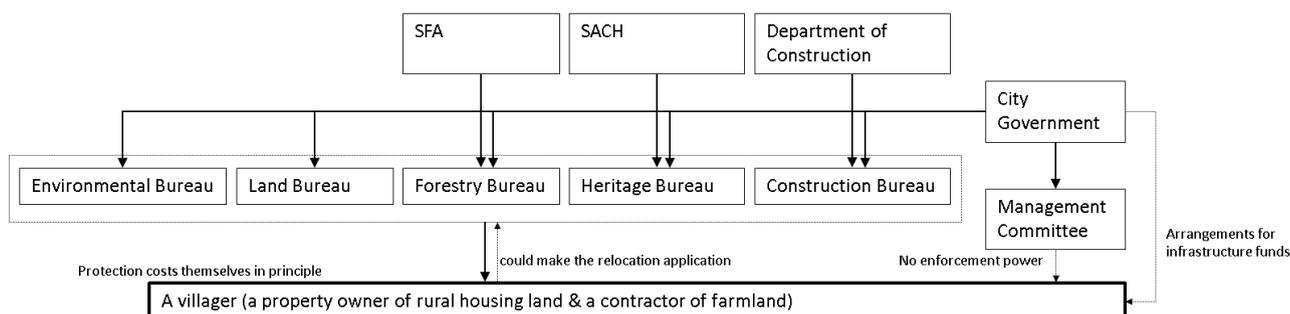
<sup>12</sup> Consult *urban and rural planning law (2006)* and *urban planning-making method (2005)*

**Table 1.** Main laws and regulations related to participation applicable to Ancient City of Zhuguo.

Laws and Regulations	Participation	Clear effect of participation	Non-disclosure information
The Urban and Rural Planning Law (2006)	Important environmental rights and interests of discussion; Hearings; take stakeholders' advices; stakeholders' justification; publicity online or on the site		
The Regulation of Village and Town Planning and Construction (1993)	Play the role of Village Committee's organization; Guide the villagers to participate in the project through the process; Encourage social capital to participate in the construction		Investigation results before the draft;
National Cultural and Natural Heritage Sites Protection in The 11th Five-year Plan (2006)	Encourage the public to participate in the activities of protection, recruit "protection volunteers"; Experts Committee investigate; Hearings; publicity online or on the site	Start planning process; Submit the examination and approval materials, enclose opinions manual; making the planning result public	The draft instructions and related documents; Government departments' resolutions of public activities; proposal content of Hearings;
Regulations on The Management of Landscape and Famous Sceneries (2006)	take advices from local resident and Experts Committee; Hearings (unconstrained)		The reason of approval or no approval;
National Forest Park Management Approach (2011)	Guide the industry development for local residents, Encourage resource management and tourism		
National Archaeological Site Park Management Approach (Trial Implementation) (2009)	Experts Committee investigate		

In participating agencies, the current heritage site management of China is based on “double-track” system: one management system refers to vertical professional departments of business from up to down like culture, construction and tourism; and the other refers to hierarchical leadership of government in administration. As most villagers of heritage site have multiple identities and there are managed by several competent authorities, thus leading to the pattern of “multiple management” and “divided policies from various sources”. So, it is easy to cause the trend that “all of them scramble for interests, but mutually making excuses for undertaking responsibilities”. The labor division of departments has a problem like barriers between higher and lower levels, internal check and balance cannot be realized and the regulations for approving capital of repair are not clear<sup>[12]</sup>. The current participation actually acts as the internal “lubricant” of decision-making departments.

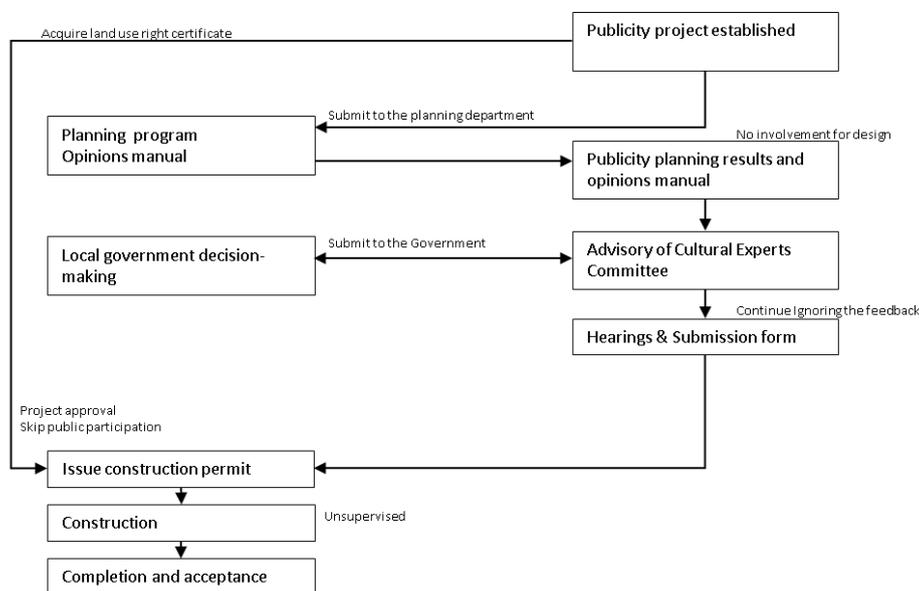
**Figure 4.** The management mechanism applicable to Ancient City of Zhuguo.



In participating procedures, the most obvious defect lies on that developers directly gain permission after completion of land contract. So, the public does not have decision-intervention power in

participation, thus leading to occurrence of mandatory governance event in National Park of Lanling. Another feature of current procedure lies on “police executive” [13], with too big administrative discretionary power.

**Figure 5.** The current planning procedure related to participation applicable to Ancient City of Zhuguo.



Targeted at the defects of current system, the feasible practice lies on active and flexible supplementing of participation contents and steps in project operation and accumulation of experience of similar trial operation to drive the gradual perfection of regulations and laws.

### 3.4. Reference and inspiration

The above problems and experience can be summarized into several groups of contradictions and strategies, and taken as the reference standards for villages in Ancient City of Zhuguo.

Firstly, targeted at the contradiction between democracy and efficiency, it is necessary to consider revival of community culture as a long-term process, but not to pay attention to schedule rigidly. The ones from project platform to autonomy of the general public and from passive participation in short-term events to long-term historical protection is a general trend of village governance at heritage site.

Secondly, targeted at the contradiction of different situation for determining interests, it is necessary to provide the initial decision-making standards, distinguish groups of people and take different ways of participation. Variety of community is presented obviously at heritage sites. Conservation planning should help community to clear up internal rules of historical evolution and protect featured resources.

Thirdly, targeted at the contradiction between public property and specialty, it is necessary to take face-to-face and visualized participations techniques as far as possible and regard the promotion of new media technique as the long-term technique for public participation in undeveloped regions<sup>13</sup>.

<sup>13</sup> At present, low utilization rate of GIS、phone APP and other new media technologies are common in public participation of villages, and even in the practice of historic district of Beijing. Typical instance can be consulted from GIS platform establishing in Beijing drum tower area protection planning: <http://archlabs.hnu.cn/bj/>

Fourthly, targeted at the contradiction on loss of interest organizations, it is a must to preserve the management platform of localized operation from up to down and connect it with interests of villagers closely, such as the organization based on the traditional “Cooperative”.

#### 4. Practice in villages of Ancient City of Zhuguo

##### 4.1. Optimization of negotiation mechanism

For public participation activities, a reliable liaison mechanism is needed firstly. While protecting interests and rights of the public and professional techniques, ensure to win the support of governmental resources. On the one hand, targeted at the loss of motivation for planning from up to down and village management stress “with thousands of lines up and one needle down”, the author contacted 11 village representatives, members of village committee, governmental staff and experts to form an informal planning team<sup>14</sup> and adopted negotiation mechanism and meeting under irregular liaison to be in charge of overall work like project schedule, technical method, publicity and communication.

**Table 2.** The membership of the planning team.

	Designation	Roles	Person in charge
Administration	Government of Zou City	Planning compilation, Publicity and explanation	Mr. Zou
	Heritage Bureau of Zou City	Procedures support, Contact support	Mr. Zhao
	Construction Bureau of Zou City	Procedures support	Mr. Zhao
NGO	Tsinghua university research group	Technical support, Host events	Chi Lu
	Experts From The Chinese Academy of Social Sciences	Technical support	Renyu Wang
Public	the Village Committee, the Cooperatives	Contact support, Venue Support Participate in the discussion、 Design and implementation	Village Chiefs
	5072 villagers (discussion - about 196, subjective data collected - about 1,060)	Participate in the discussion、 Design and implementation	Accountant Zhang, Accountant Zou

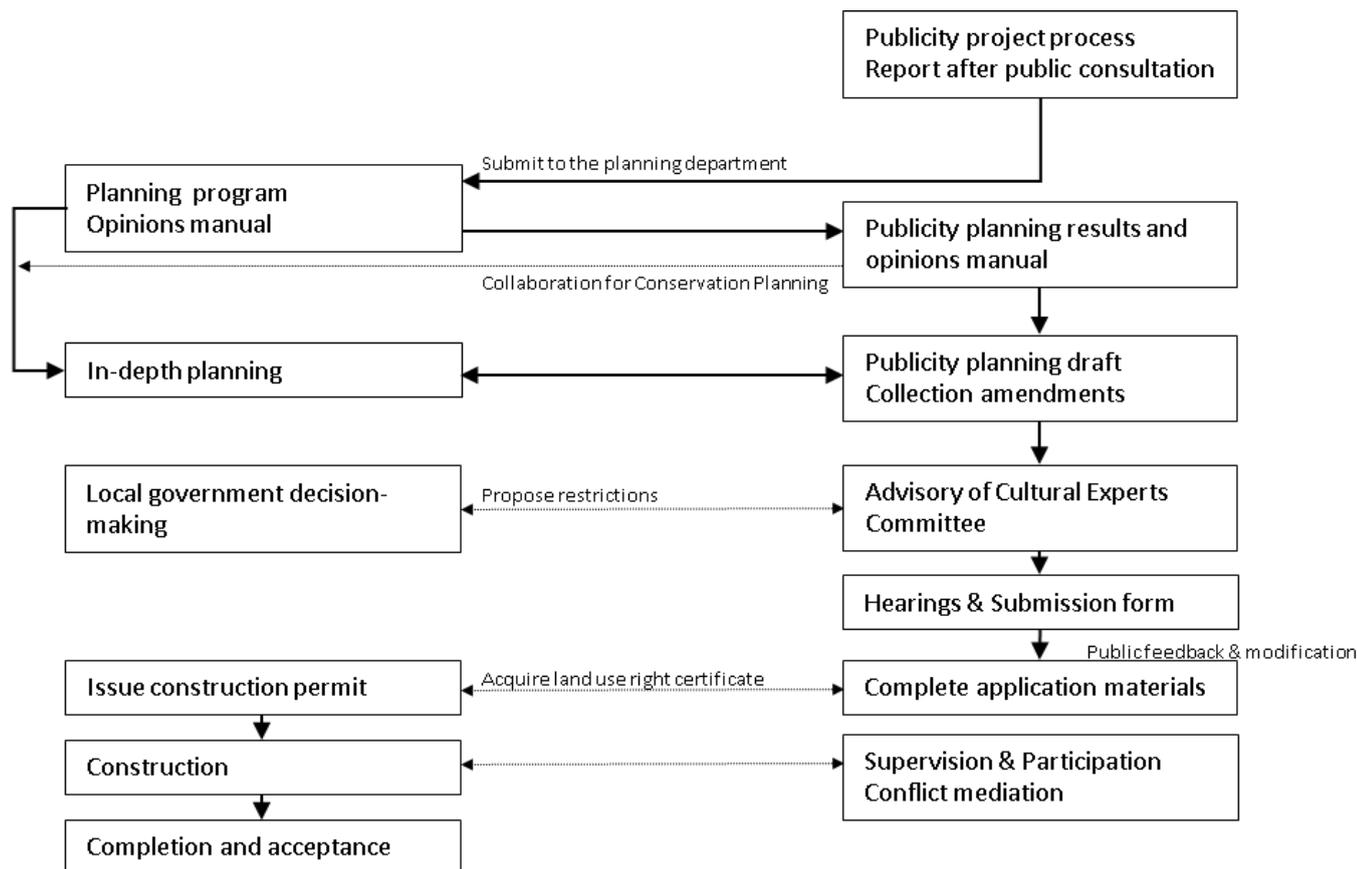
On the other hand, common forms of public participation such as door-to-door interview, questionnaire, theme meeting of villagers and other habitual forms of local villages such as “understanding paper”<sup>15</sup> were used to understand the intentions of related parties and situations of resources, explore the suitable model of common construction and estimate the capital needed for construction and protection. Meanwhile, we invited activists or village talents<sup>16</sup> to be in charge of liaison.

<sup>14</sup> It also takes a role of “public participation committee” in the research.

<sup>15</sup> It is a popular saying of description text of instructions and guidelines for village public affairs.

<sup>16</sup> According to the Observe in The Study of China's Rural Reform held by Runsheng Du, village talents acts a role of "bellwether" in village public affairs. Support from village talents means getting the chance to cooperate with most of the villagers. See reference 14.

**Figure 6.** Optimization of planning procedure in the conservation planning.



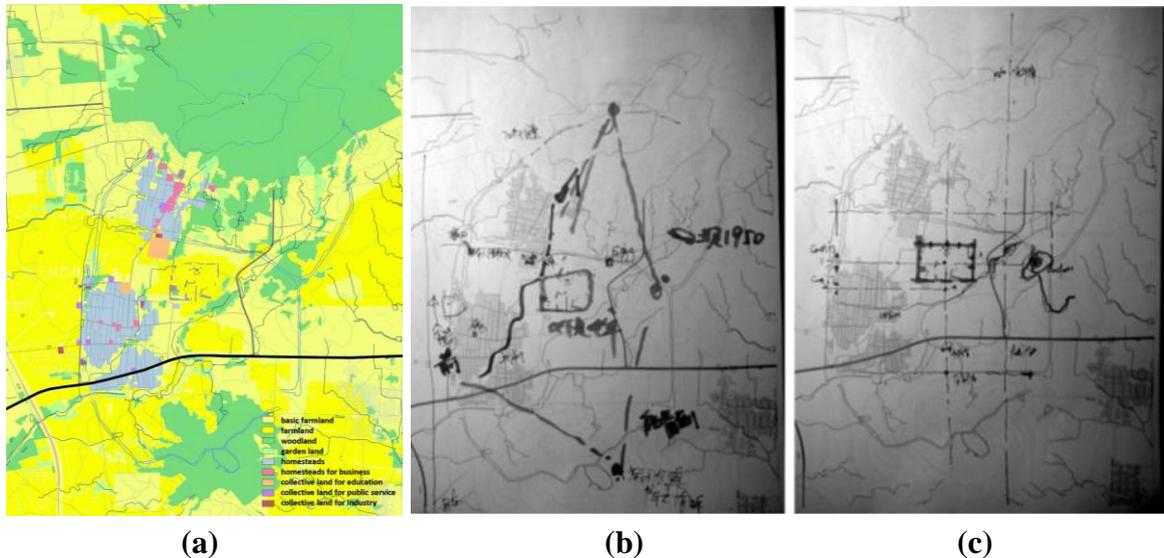
#### 4.2. Participation in making decision of spatial design

##### 1. Provide evidence of value and spatial experience

Local people of protection area are very familiar with the texture of village roads, the landscapes of Mount Yishan in different seasons. Their individual experience based on life can be referred to for planning heritage display. In the process of forming scheme, the author invited the senior, accountants and other people who are familiar with the village history to state the gap of records in historical literature<sup>17</sup> and to describe or draw “recognition map” based on personal experience. The recognition map and history stated by them can be regarded as the evidence of research value and proper supplementing as well as reference for display planning.

<sup>17</sup> In fact, Due to the blank of site protection work of the entire 20<sup>th</sup> century, the villagers became the only witness of environmental change in this period of time.

**Figure 7.** (a) The current land use of the region. (b) A "cognitive map" by A few elderly in Jidong Village. (c) A restoration draft of the construction pattern of Ancient City of Zhuguo<sup>18</sup>.



## 2. Participate in confirmation of land right

Survey finds that owing to adjustment of administrative border of villages in recent years and unclear boundary of property rights of collective land for a long term, idle homesteads become more and more. Targeted at “hallowing out” and increasing idle land, the project drives villagers to participate in identification of border and statistics of land information and to redefine “public land”, which shall be owned by all villagers in the form of shares<sup>19</sup>. In addition to driving the operation of scheme, the practice also makes the integration of the work of construction bureau, land bureau and other management departments convenient.

## 3. Propose selection of relocation and work out the plan for sharing space

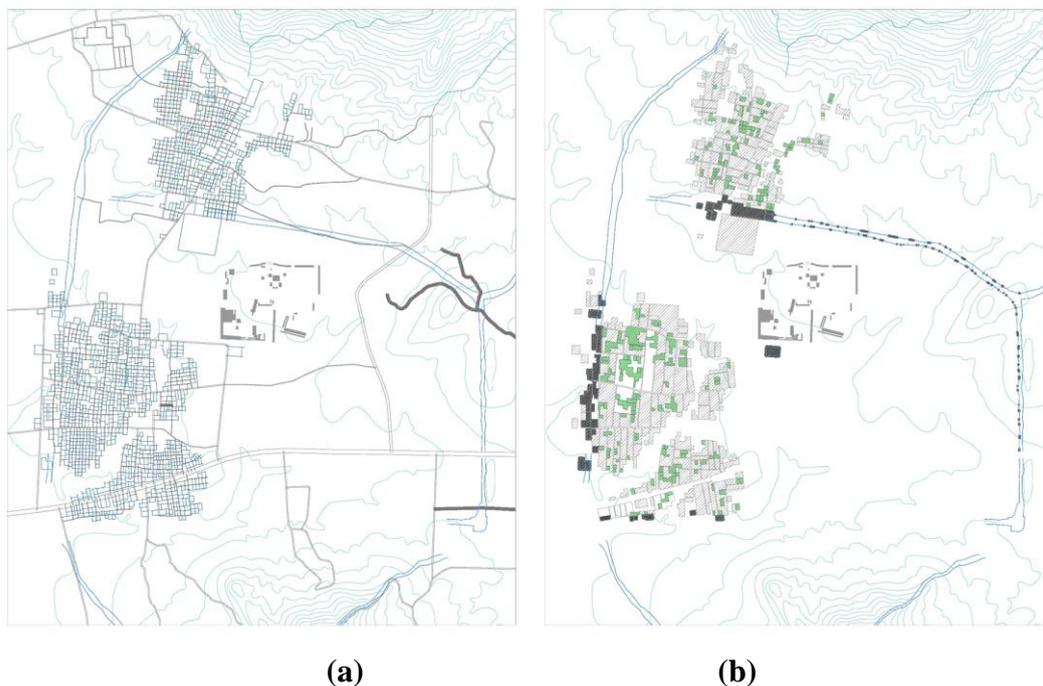
On the basis of the confirmation of land right, as for demolition contents in core protected areas of conservation planning, it offers appropriate options in combination with intention survey result based on the principle of acceptable to the general public. Having learned failure experience from compulsory relocation in some heritage areas, the author propose to consider the requirements of villagers, such as “farming the land during the busy season”, “convenient to see the doctor”, “concentrated heating”. The author also propose to negotiate with management departments, plan new residential land centered on idle land in village and contiguous Yishan town, and instead normal relocation application procedure of strict schedule. On the other hand, for adding peripheral public services and open space of core protection area, listen to requirements of village renovation and wishes

<sup>18</sup> It is imaged by Professor Tinghai Wu and Professor Xuerong Wang in the research team.

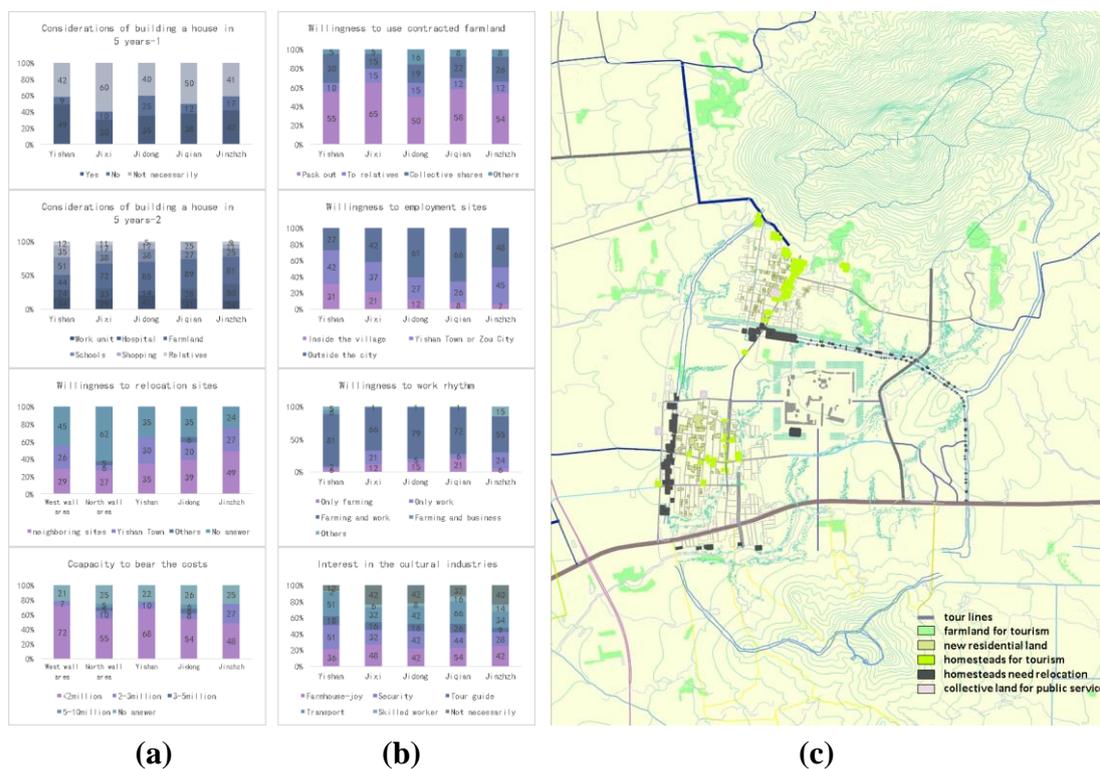
<sup>19</sup> Hok-Lin Leung holds that "Collective Land Share Cooperation" is the best way to coordinate the income distribution under the current China's rural land system. See reference 15.

of villagers, invite villagers to mark the map directly and set the contents for local villagers, tourists and investigators to share.

**Figure 8. (a)** Confirmation of homesteads right. **(b)** The idle homesteads and the relics-overlapping homesteads inside the protection areas.



**Figure 9. (a)** The data of villages' will for relocation (part). **(b)** The data of villages' will for life and land use (part). **(c)** Draft of the land use on the survey.



4. Guide renovation of buildings

Survey finds “practical” buildings decline the taste of village image in recent years, thus making heritage environment face the danger of losing its imagination space. In combination with registration and analysis of building information as well as survey of villagers’ intentions, the author invited experienced local craftsmen as consultants and planned easy renovation guide of houses trying to make building style adapt to “Geomancy” and traditions of farming practice as it did before 1970s.

**Figure 10. (a)** A discussion between the author and a local craftsman in his home. **(b)** The Index of renovation guide for farmhouses (part).



	年代	房屋结构	建筑材料	构件分类					备注
				1.1 屋顶	1.2 墙面	1.3 门窗	1.4 梁柱构件	1.5 围墙大门	
1 老民居	1950 以前	土石和砖木	石材、生土、老式青砖、木架、木门窗、坡瓦屋顶	1.1.1 坡屋顶	1.2.1 青砖墙	木门窗	木架柱	1.5.1 石材	对外部木结构修补、清洗, 传统砌筑工艺部位修旧处理。
	1950-1990	青砖木	石材、青砖、石灰、木架、木门窗	1.1.2 平屋顶	1.2.2 粉脚			1.5.2 砖	
2 较新民居	1990-2014	红砖木	红砖、木材、水泥、钢筋	2.1 屋顶	2.2 墙面	2.3 门窗	2.4 梁柱构件	2.5 围墙大门	经济性、节能性, 不破坏外观
				2.1.1 坡屋顶	2.2.1 红砖墙	扇窗顶部墙体			
				2.1.2 平屋顶	2.2.2 山脚 2.2.3 墙角				
3 新建民居	-	砖混	涂料、砖、水泥、钢筋、塑钢门窗	3.1 屋顶	3.2 墙面	3.3 门窗	3.4 梁柱构件	3.5 围墙大门	符合规范, 传统乡村符号外观
				一体化屋顶技术	砖角碎砖、山墙构架装饰、仿石材粉脚	3.3.1 塑钢空 3.3.2 传统窗格样式木色			

(a)

(b)

4.3. Development of economy and sharing of interests

The natural feature of village-based heritage site lies on high overlap of the value of different factors on the same land space. At present, the Ancient City of Zhuguo adopts the earning model - “the one who invests and protects it can gain the benefits”<sup>20</sup>. Yishan Scenic Spot Management Committee who took over Zhuguo area the first run tourism career and gain benefits from it, but local villagers are not the main beneficiary from the earnings of tourism services. On the contrary, owing to limitation of heritage protection, social and economic development level of village and living quality of villagers are of obvious gap with surrounding regions of protection area. It is difficult for the villages to do rational industrial development and construction of infrastructure based on “family economy” and public goods’ supply are in shortage as well. The protection area presents a situation that “Construction Bureau earns, Heritage Bureau pays, and the villagers are limited”. Targeted at such situation, the planning team proposed cooperation of the following aspects.

1. Financial guarantee and procedural support

As the problem that input and output of heritage site cannot be balanced in uniform management system at present, the planning team communicated and listed a “menu” of projects for village development, initially checking capital, affirming responsible departments and driving the financial balance in general.

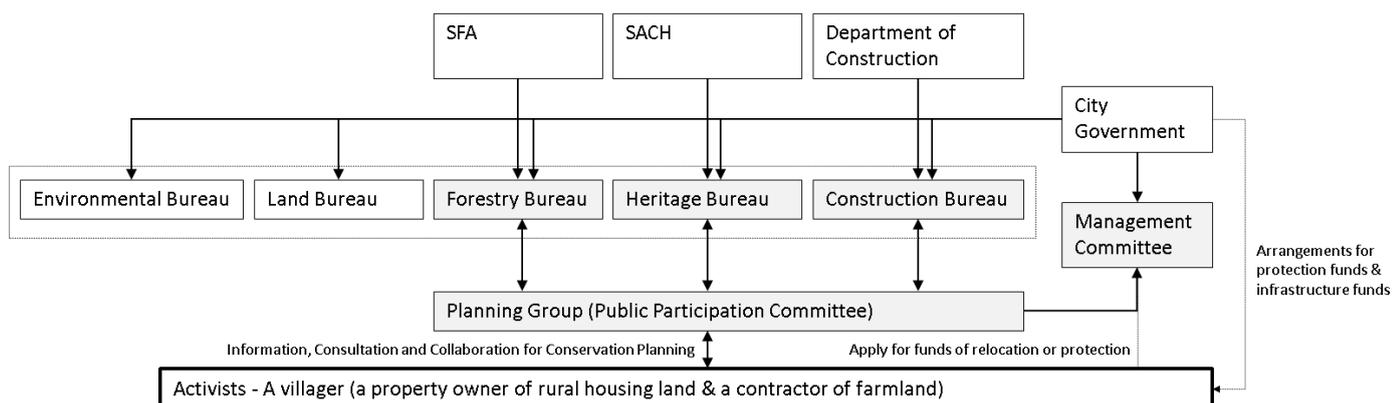
<sup>20</sup> Baoxing Qiu summarized this mode as the most common one of Chinese heritage profit through a large number of case studies. See reference 12.

**Figure 11.** The menu of village development with financial responsibility (part).

		单价	数量	投资估算 (万元)	投资主体	村组投资	政府投资
道路整治	村组主要道路	100 元/平方米	8196 平方米	82.00	建设局	0	82.00
	村组巷道及宅间路	80 元/平方米	6104 平方米	48.80	建设局、村组	25.00	23.80
	村组游憩步道	60 元/平方米	860 平方米	5.20	村组	5.20	0.00
	小计	—	—	136.00	—	30.20	105.80
建筑整治	祠堂周边建筑风貌改造 (远期)	150 元/平方米	2270	34.10	文物局、村组	22.10	12.00
	众厅修缮 (远期)	120 元/平方米	1953	29.30	文物局、村组	19.30	10.00
	新建幼儿园 (含场地)	1000 元/平方米	681 平方米	68.10	建设局、村组	6.25	61.85
	新建活动中心 (含场地)	1000 元/平方米	295 平方米	29.50	建设局、村组	6.25	23.25
	小计	—	—	161.00	—	53.90	107.10
公共场地整治	前广场改造	200 元/平方米	682 平方米	13.64	建设局、村组	6.64	7.00
	健身器材	3000 元/套	4 套	1.20	村组	0	1.20
	小计	—	—	14.84	—	6.64	8.20
村庄绿地景观整治	行道树、宅旁绿地	50 元/平方米	2300 平方米	11.50	林业局、村组	6.25	5.25
	水渠、池塘景观化处理	50 元/平方米	756 平方米	3.78	村组	2.00	1.78
	小计	—	—	15.28	—	8.25	7.03

At the same time, we are establishing regular procedural support relied on the planning team, which helps to form the channels of application for funding and information, and drive the general public to login relics and protect historical environment spontaneously. The author believes the improvement to procedures through governmental cooperation can be regarded as the transition before setting constant office agency like “public participation committee”.

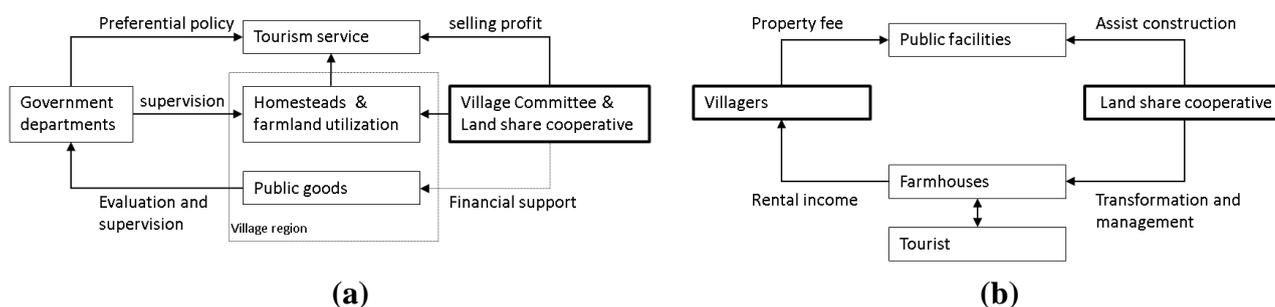
**Figure 12.** The regular financial support of heritage protection and village development.



## 2. The use of farmland and collective construction land

Based on land fragmentation formed in long-term development in the site, the planning team are encouraging rural land circulation into “land share cooperative”. Then, the cooperative may re-contract it to village talents for its operation and gain return of leasing money. More than increase of farmers’ income, land transfer is also convenient for integration of land utilization and contents of land planning like heritage protection and sight-seeing agriculture. In addition, we are guiding the function transfer of idle public buildings, developing “farmhouse enjoyment” with idle houses in priority and planning waste land as the one for public facilities in priority.

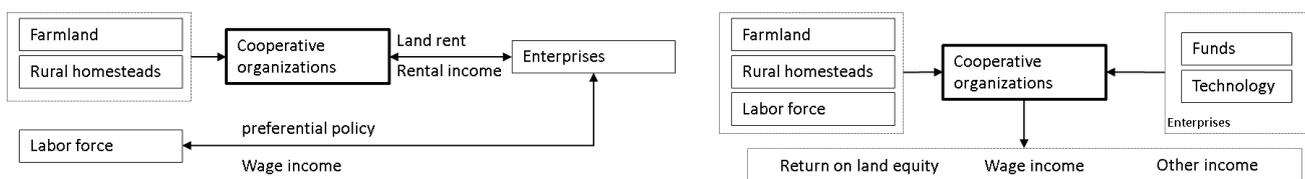
**Figure 13. (a) The utilization mode of farmland & homesteads. (b) The management mode of farmhouses & public facilities.**



### 3. Labor force and employment opportunity

At present, villagers are mainly working on low level jobs of the tertiary industry like cleaning and road maintenance with less than 500 yuan monthly income. Archaeological activities and tourist service do not absorb adequate local labor force and villagers are not satisfied with the types of current employment contents and income level either. In such circumstance, it is planned to combine heritage protection projects with the “new countryside” policy, realize their full employment through technical training, participate in scenic spots management, maintain the situation of mountains and forests, safeguard heritage, do security work and act as service provider etc. and normalize their performance through entrusted contracts.

**Figure 14. 2 modes of Resource integration of village development.**

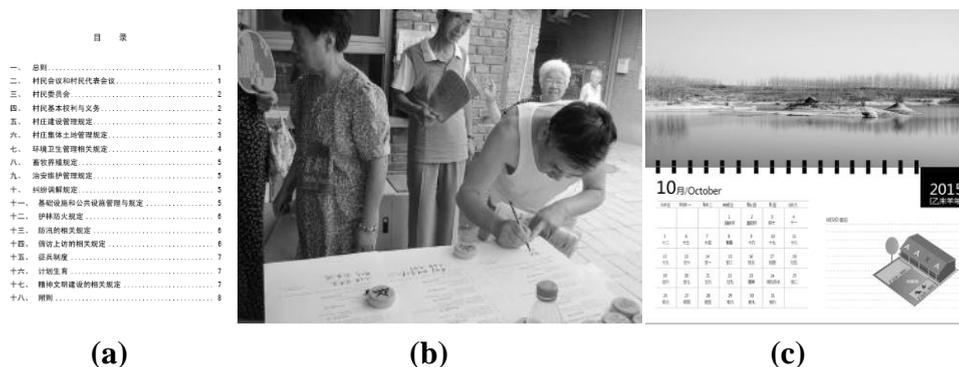


#### 4.4. Response of village community to heritage protection and utilization

“Project scheme” has become the basic method of governance in China instead of “unit system”. [16] The project of heritage protection offers a good cutting point for autonomy of villages of Ancient City of Zhuguo, but long-term social participation needs to be guaranteed with contract and driven interests.

"Village Convention" maintained the basic order of rural society for a quite long history. In the research process, by establishing long-term economic organization like cooperative, related planning of heritage protection and village renovation can be put into village convention as codes of behaviors for villagers to observe. At the same time, to design flexible publicity products of village planning could also help cultivate common social consensus.

**Figure 15.** (a) The catalog of the village convention. (b) The villagers to join cooperatives scene. (c) Design of the "Beautiful Hometown" theme calendar



### 5. Conclusions

Public participation is a traditional effective tool for governance of village community and a necessary method to drive daily and legal protection of heritage. By institutional research and empirical research, we get to know: first, at a heritage site with tourism development, the introduction of public aspirations and social capital into planning can make an inventory of land assets efficiently, improve social benefits, as well as facilitate the implementation of planning. Second, planning practices, legal procedures and guidelines need to promote mutually, in order to achieve a more flexible social governance objective. Third, due to natural community properties in Chinese rural areas, the transition from event-based temporary participation to contract-based village autonomy will be a proper response to the endogenous order in a village. Within predictable future, the general public will play increasing roles in heritage protection and community governance with the reform of property right laws and perfection of comprehensive system for heritage protection in China.

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### Conflict of Interest

The authors declare no conflict of interest.

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