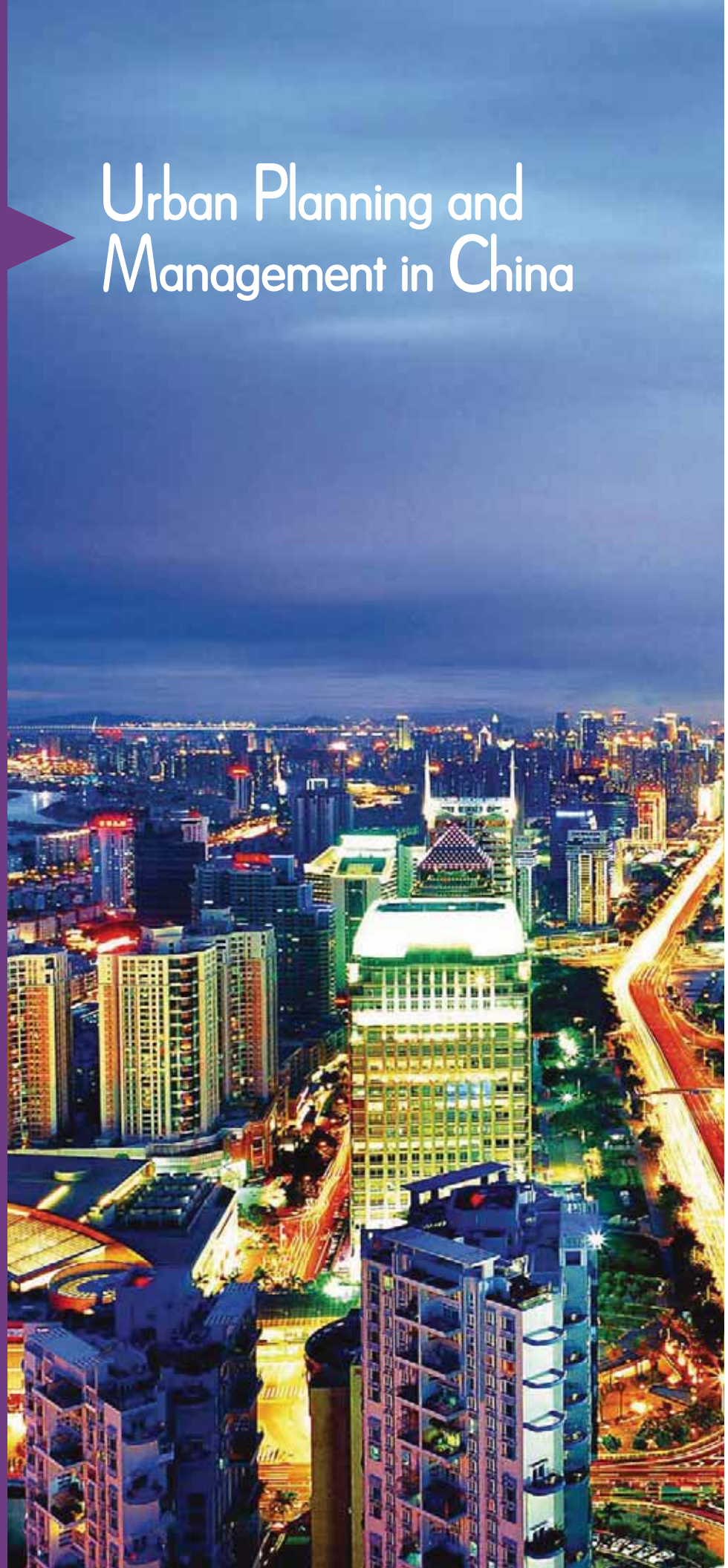


## Chapter five

# 05

Unlike many other countries in the world, the urban planning in China is not just local affairs, but a matter shared by the central and local governments. Since the Reform and Opening-up policy launched over 30 years ago, China has experienced rapid economic growth and accelerated urbanization. The function of cities has been enhanced continuously, resulting in the formation of some important metropolitan areas such as Shanghai, Beijing and Guangzhou, that are listed in the major urban agglomerations around the world. During this process, urban planning plays an important role, which not only is an important policy tool to promote the growth of local economy and guide the urban development and construction, but also an important approach for the central government to implement the macroeconomic control. The success of the cities in China manifests the success of urban planning in China.

## Urban Planning and Management in China









# 1 Origin and Development of Modern Urban Planning and Management in China

Urban planning and management in China has a very long history. Since the ancient times, there have been many naive urban planning and urban management philosophies. These philosophies are affected by the modern concept of planning from the West. Several major cities carried out comprehensive urban planning. The modern municipal management system has been established and improved gradually. The founding of the People's Republic of China marks the beginning of China's large-scale modern urban planning. Generally speaking, the master planning carried out in Beijing during the mid-twentieth century is regarded as an important symbol. The two entirely different economic systems before and after the Reform and Opening-up, namely the planned economy and market economy, have provided unique sources for the urban planning and management in China.



Map 5.1 Palimpsest Map of Chang'an City in Tang Dynasty  
Source: Dong Jianhong, Urban Development History in China

## Box 5.1 Chang'an City in Tang Dynasty

Tang Dynasty was established in 618 AD. Emperor Gaozu of Tang changed Daxing of Sui Dynasty to Chang'an City, and constructed Daming Palace in the northeast of Chang'an City in October, AD 634. After that, Tang Dynasty upgraded Chang'an City three times. The upgraded Chang'an City was huge, with an area of 90 square kilometers in total.

The layout of Chang'an City has three characteristics: (1) strictly symmetrical from east to west; (2) street blocks neatly arrayed; and (3) full use of terrain. During the most prosperous period of Tang Dynasty, Chang'an City's urban population reached 1 million, being the largest capital in the world. The infrastructure and facilities in Chang'an City were perfect, with systematic water diversion, drainage system and traffic facilities and management. The Grand Canal and ancient mail post network ensured the food supply in the Capital and transmission of ordinances from the central government.

## 1.1 Traditional Urban Planning and Management in Ancient China

Prehistory city appeared in China in 6,000 years ago. The cities were booming between 2800-2300 BC<sup>1</sup>, and there saw a certain pattern of city planning prototype. Xia Dynasty (about 2000-1600 BC) had records about the construction of cities, and Shang Dynasty (about 1600-1046 BC) was the budding time of urban planning system in ancient China. This period had an unprecedented boom of urban construction and planning. As the currently available archaeological data shows, the planning and layout of Xibo City (Capital of Shang Dynasty, current Yanshi County in Henan Province) adopted the zoning model that took the imperial palace as the center, while Yin City (current

Anyang City in Henan Province) created an open-layout model and stressed the integrated planning with the surrounding areas. Zhou Dynasty (1066-256 BC) was the heyday of the slave society of China, and also a period when the Chinese ancient urban planning system was formed. The people in Zhou Dynasty summed up the previous experience of construction, and developed a set of city management system, including the city construction model, building method, ritual facility construction and operation system, city planning system and *Jintian* grid system (a land tenure system). After the unification of China by Emperor Qin Shi Huang in 221 BC, he divided China into four major

economic areas, stressed the regional planning. The Western Han Dynasty(202 BC- 8 AD) further strengthened the role of regional cities and towns network. As represented by Luo Capital in North Wei Dynasty(386-557 AD), Chang'an City(Current City of Xi'an) and Luoyang City in Sui Dynasty(581-618 AD) and Tang Dynasty(618-907 AD), the capital planning emphasized the grand scale, square and net arrangement of city walls, strict layout of streets and lanes(*Fangli*). Rigid functional partition system reached a new height. The number of cities during that period increased dramatically. As represented by Bianliang City (the Capital of the Earlier Song Dynasty, 960-1127 AD, current city of Kaifeng in Henan Province), the construction of cities broke the restriction of traditional lane(*Fangli*) system, which promoted the prosperity of the commodity economy. This exploration was fully manifested in the Lin'an City, the Capital of Southern Song Dynasty (1127-1279 AD). The main function of the city was changed from the political function in slave society into economic center. At the late period of the feudal society, the planning of ancient Chinese

capitals was inherited from the established planning tradition from various aspects. The reform and adjustment was in combination with the political and economic trends at that time. During that period, the urbanization was accelerated; the regional planning was further improved; city's defense function was enhanced to a new level; and the overall layout of cities was further highlighted.

Zhou Rituals—Engineering Records, *Zhou Li – Kaogongji*, is considered as the most influential document in the ancient China on cities and urban planning ideas.<sup>2</sup> About 3100 years ago, China formed a comparatively comprehensive urban planning system, including basic theory of urban planning, building systems, planning systems and planning methods. The ancient concept of urban planning stressed the overall, regional and natural importance.<sup>3</sup> The regional planning and urban planning activities in Nantong City carried out by Zhang Jian, a neoteric national industrialist, were considered as the practice earlier than the theory created by British sociologist Ebenezer Howard in his Garden Cities.<sup>4</sup>

### Box 5.2 Zhang Jian and Nantong City, the First City in Neoteric China

When Zhang Jian (1853-1926) was operating industrial projects in Nantong City, he also carried out urban developments in a creative manner. His philosophy of developing Nantong city was not only based on the urban concept, but also seeking the overall coordinated development of urban and rural areas. He placed the industrial area at Tangzha (west part of the City), port area at Tiansheng Port (on the bank of Yangtze River), and private residence garden and scenic zone at Langshan Hill. The distance from each place to the old city was about 6 km respectively. Roads connecting the old city were built, which formed the layout of “one city and three towns” taking the old city as the center. The city and towns were separate from each other, and each had clearly defined functions and could be developed rationally without pollution. He built city parks in the downtown, which were expanded to five small parks in 1918 in the east, south, west, north and middle of the City. It was so called “there were five parks north to the Five Hills and all of them stand facing each other”. He expanded the old city rationally, constructed public, administrative, commercial, financial and entertainment facilities, restaurants and hotels outside the South Gate of the city and along the Taowu Road, constructed schools, museums, libraries and other educational facilities along Hao River, expanded the space for development in the new urban area, and stressed on the creation of urban landscapes. He also founded charity and community welfare utilities, including orphanage, geracomium, hospital, rest home and the disabled home, etc.

Zhang Jian's philosophy of urban construction was originated from the farming society of China. He made comprehensive consideration of the rural and urban development and “integrated” the dispersed villages, towns and cities. This mode was called as “Nantong Mode”. For this reason, Nantong City was reputed as the “Pioneer City in Neoteric China”. (Wu Liangyong)

## 1.2 Urban Planning and Management under the Planned Economy System

China implemented the national economic plan from 1952. Compatible with the national economic planning, the urban planning in new China was focused on the spatial distribution of productivity and physical development of urban centers. The urban planning further deepened the national economic plan and presented it with spatial arrangement. A planning system with regional planning, master planning and detailed

planning, and the national uniform technical standards were developed successfully to facilitate the industrialization process in China. A number of industrial cities, represented by Baotou City in Inner Mongolia Autonomous Region, Daqing City in Heilongjiang Province, and Panzhihua City in Sichuan Province were built. The urban-rural gap and the gap between the rich and the poor were controlled at a relatively low level. Under the rigid residential registration

system and the “scissors difference” in prices between industrial goods and agricultural products, it was believed that China’s urbanization level had been underestimated.

Influenced by the theory of urban planning and management from the former Soviet Union, urban planning and management in China had a strong state-led feature. After the founding of new China in 1949, the central government not only formulated the guidelines for urban planning, established agencies, issued instructions and engaged some experts from the Soviet Union as consultants, but also defined the comprehensive functions of urban planning in the implementation of the planned national economic development and urban development and construction through the practical work. During the 1<sup>st</sup> Five-year Period(1953-1957), urban planning played a very important role in the construction of 156 National Key Projects, from the selection of the sites of key industrial projects to the adjustment of relationship between industrial projects and urban development, integration of infrastructure construction, modification and expansion of old cities, and even definition of the construction standards of factory living quarters. In the selection of factory sites by the “Joint Selection Group” composed of the departments of industry, railway, health, water, electricity, public security, culture, urban construction of the State Council, local governments and experts, the urban planning played a decisive role. During this period, there were more than 150 cities nationwide that made their plans for urban development.

During the periods of “Great Leap Forward” and “Cultural Revolution”, the urban planning and management in China became chaotic and stagnated. Responding to the “Great Leap Forward” in economy, there was also a “Great Leap Forward” in the urban development. The estimation in the urban population and land areas were far beyond the actual demands. In November 1960, the Central Government ordered to “cease urban planning within three years”, which caused the dissolution of many local urban planning agencies and the absence of the guidance of the planning in urban construction. The “three-line”<sup>6</sup> construction from 1964 adopted the guidelines of “close to hills, dispersal and concealment” and “close to hills, dispersal and excavation”, and created the concepts of “non-concentrated city development”, and “industrialization without urbanization”, making the urbanization separated from the industrialization. During a period of ten years in the “Cultural Revolution” beginning from 1966, local urban planning agencies were dissolved, the planning workforce was dismissed, and the urban planning work was abandoned seriously. All these caused the disordered urban construction and management.

### 1.3 Urban Planning and Management under the Market Economy Environment

Since the implementation of reform and opening-up Policy in 1977, the market economy system have been established and gradually improved in China. In October 1980, the State Council reiterated the important position and role of urban planning, and mentioned that to build a good city should first have a good plan and that “the mayor’s main responsibility is to make good urban planning, construction and management”. It also stressed the development of a legal system for urban planning, and made the decision for the first time the urban comprehensive development and the compensation of land use. The reform of rural economic system fully implemented in the 1980s released a large number of rural surplus labor and pushed a large number of rural migrant farmers to work, do business and live in cities. The driving force of urbanization in China began to be released.

In January 1984, “The City Planning Ordinance”, China’s first urban planning regulation, was promulgated and enacted, creating a legal framework for the implementation of urban planning and management and so a fundamental change of the absence of guidance of urban planning. At the end of 1989, the NPC Standing Committee adopted the City Planning Act of the People’s Republic of China, which entirely set out the guidelines for urban development, basic principles of urban planning, and schemes for the formulation and implementation of urban planning and legal liabilities, etc. The Act also established a set of basic systems regarding the modern urban planning and management in China, such as “urban planning area” and the scheme of “one letter and two permits”: Guideline Letter for Site Selection (GLSS), Planning Permit for Land Development (PPLD) and Planning Permit for Construction Engineering (PPCE), These instruments played an exemplary role in the orderly urban development and construction and enabled the urban planning in China to enter into a legalized road.

The Amendment to the Constitution in 1988 permitted the transfer of urban lands with compensation, which promoted the prosperity of the real estate industry. The “real estate boom” and “development zone boom” that occurred nationwide at the beginning of the 1990s made the urban development out of macroscopic control and brought a huge challenge against the urban planning. The mode of urban planning and management adopted during the period of traditional planned economy obviously could not meet the needs of the growing market economy. To reverse this situation, the compilation and practice of regulatory detailed planning was implemented nationwide, so as to strengthen the regulation of urban real estate development.



After the reform of taxation system in 1994, local governments had their own interests and demands significantly different from those of the central government. The central government hoped to play a greater role in urban planning. In May 1996, the State Council issued “Circular Regarding the Strengthening of Urban Planning”, which stated that “the basic task of urban planning is to uniformly arrange the various lands and spaces in cities, comprehensively deploy the various construction projects and realize the sustainable economic and social development.” This was the new positioning of urban planning by the central government under the conditions of market economy. Urban planning was no longer just an extension of the national economic plan, but the regulatory measures to guide and regulate the investment activities of different market players.

The “Real Property Law”, enacted in 2007 with the legal protection of private properties lawfully obtained *pari passu* with public properties, greatly stimulated the wishes of property owners to protect their own interests, and enhanced the policy’s nature of urban planning. To maintain public interest, protect urban safety, conserve resources and environment and promote the healthy development of urbanization became the new historic mission of city planning. With the new “Urban and Rural Planning Act” enforced in 2008, the mission of technical urban planning was gradually shifted from overall planning as the main function during the planned economy period to regulatory detailed planning. At the same time, public participation in urban planning became an important

driving force in the transformation of planning. The state government emphasized the integrated urban and rural planning and restriction over the planning administrative power.

In the past three decades, the cities in China experienced tremendous changes in several aspects: shift from the traditional regional political and economic centers to the urban nodes connected with the world market; gradual shift from focus on the manufacturing sector to the balanced development of the secondary and tertiary industries; shift from the continuous expansion of urban space to the focus on economical use of resources and sustainable development; and shift from the development led by or even directly taken by the government to the development undertaken by developers with the guidance by rules made by the Government .

In short, the formation and improvement of China’s contemporary urban planning and management system has not only adopted Chinese traditional ideas of the human-earth and urban-rural harmony, but also manifested the influence of the international ideas of urban planning and management. For example, the idea of regional planning and master urban planning is originated from the planned economy theory of the former Soviet Union; the idea of planning permit and urban design is originated from the development control theory from Britain and other countries; the idea of regulatory detailed planning is originated from the zoning regulation in Germany and North America; the idea of public participation and planning supervision is greatly influenced by the concept of modern democracy and governance.



Beijing Olympic Park

Source: Urban Planning Society of China etc. Urban Miracles

# 2

## Urban Planning and Management System

### 2.1 Urban Management

#### 2.1.1 State Authorities

The legislature in China is the National People's Congress and local people's congresses at all levels. The State Council of the People's Republic of China, i.e. the Central People's Government, is the highest executive organ of state power and the highest organ of state administration. Local people's governments at all levels are local executive organs of state power at all levels and local organs of state administration at all levels.

#### 2.1.2 Administrative Regions

In accordance with the Constitution, the whole country is divided into provinces, autonomous regions and municipalities that under the direct administration of the central government. Provinces and autonomous regions are divided into autonomous prefectures, counties, autonomous counties and cities. Counties and autonomous counties are divided into townships, nationality townships and towns. Municipalities and larger cities are divided into districts and counties. Autonomous prefectures are divided into counties, autonomous counties and cities. Autonomous

regions, autonomous prefectures and autonomous counties are nationality autonomous areas. Provinces, municipalities, counties, cities, municipal districts, townships, nationality townships and towns set up people's congresses and people's governments, which are the local organs of state administration.

China has implemented an administrative system with five levels since 1982, namely the central government, provincial governments (provinces, autonomous regions and municipalities, special administrative regions); prefecture-level governments (prefecture-level cities, autonomous prefectures and leagues); county governments (municipal districts, county-level cities, counties, autonomous counties, banners, autonomous banners, special economic zones, forest zones) and; township governments (townships, nationality townships and towns). At present, it is being changed to an administrative system with four levels, i.e. central government, provincial governments, municipal and county governments, and township governments.

#### Box 5.3 Urban and Rural Areas

In China, urban area generally refers to the municipalities, cities and towns established according to the national administrative system. The fifth census in November 1, 2000 put forward a new standard for urban area from the geographical point of view. The census designated the urban area as cities with districts, cities without districts and towns. The area of a city with district refers to all administrative regions governed by the district at the population density of 1,500 persons/ square kilometer and above, district government seats and other communities governed by the district at population density of less than 1,500 persons/ square kilometer, as well as all administrative areas of the surrounding towns extended to by the urban development. The area of a city without districts refers to the area where the people's government of the city is located and where other communities governed by the city are located, as well as all administrative areas of the surrounding towns and townships extended to by the urban development. The area of a town refers to the area where the people's government of the town is located, other areas of resident committees governed by the town, all areas of villager committees extended to by the urban development from the area where the town government is located. In addition, some special areas beyond the urban areas, such as industrial and mining areas, development zones, tourism zones, scientific research units, colleges and vocational schools, where the population of permanent residents is more than 3,000, are designated as towns. Other areas are designated as the rural.

#### 2.1.3 Municipal System

In China, talking about the city or town will involve two concepts. The first concept is the population. Cities and towns are human settlements where a certain number of

non-agricultural population and non-agricultural industries are concentrated. Their residential and social organization is different from villages. According to this concept, the

hierarchy of China's urban and rural settlements consists of villages, townships, towns and cities. Villages and townships are the rural settlements, which are collectively referred to as rural areas; while towns and cities are the urban settlements, which are collectively referred to as urban areas.

The second is the concept of administrative region, where sets up administrative institutions: city, town, township and village, and demark their administrative border according to certain standards. Administratively, China's urban centers are different from most of the other countries in the following two aspects. One is that urban centers have strict administrative hierarchy. The hierarchy from low to high includes towns, county-level cities, prefecture-level cities, sub-provincial cities and municipalities. County-level cities are without districts in the administrative aspect. Other cities include districts and a certain number of counties, and serve as an acting administrative body for certain number of county-level cities. The other is that the administrative jurisdiction of the urban centers are generally far greater than the actual geographical scope of urban settlements, i.e. a city and town is a mix of urban and rural areas in the administrative concept, including the settlements in cities and towns and also large area of villages, the neighborhood communities and resident committees, and the township governments and villager committees.

## 2.2 Urban Planning Administration

Today, in China, urban planning is a legally authorized government function. China's urban planning system is composed of planning legislation, planning administrative system, planning technical system and planning supervision.

### 2.2.1 Planning Legislation

State laws, including enabling statutes, i.e. Urban and Rural Planning Law (2007), and corresponding regulations, such as Provisions for the Administration of Planning and Construction of Villages and Towns (1993) and Provisions for the Protection of Historic and Cultural Cities, Towns and Villages (2009), etc. The Law is promulgated and enacted by the National People's Congress (highest legislative body), and the Provisions are promulgated by the State Council representing the central government.

Departmental Rules, which are promulgated by the urban planning administrative department of the State Council, including the Rules for Planning Administration of Leasing and Transfer of State-owned Urban Land Use Rights (1992), Measures for the Administration of Qualification of Urban Planning Compiling Units (2001), Measures for the Administration of Foreign-invested Urban Planning Service Enterprises (2003), Rules for Compilation of Urban Planning (2005), Rules for Administration of Yellow Lines

in Cities (2006), and Rules for Compilation and Approval of Provincial Urban System Planning (2010), etc.

Technical regulations, i.e. national technical standards promulgated by the central government, including comprehensive standards, general standards and special standards, etc., of which, some are compulsory and some are recommendatory. Examples of common standards: Standard of Basic Terms in Urban Planning, Standards for Urban Land Classification and Planning of Construction Lands, Code of Urban Residential Area Planning and Design, Code of Urban Road and Traffic Planning and Design, Code for Comprehensive Planning of Urban Infrastructures, etc.

Regulatory documents, i.e. the provisions regarding urban planning promulgated by the central government and its departments, such as Circular of the Administrative Office of the State Council Regarding Reinforcing and Improving the Urban and Rural Planning, Circular of the Administrative Office of the State Council Regarding Forwarding the Opinion of the Ministry of Construction Regarding Reinforcing Comprehensive Urban Planning, Circular of the State Council Regarding Reinforcing the Supervision and Administration over Urban and Rural Planning, etc.

Additionally, there are also various planning related laws and regulations, including state laws, such as Land Administration Law, Environment Protection Law and Real Estate Administration Law, etc.; administrative regulations, such as Regulations of Urban Afforestation, Regulations of Scenic and Historic Interest Areas, Regulations of Basic Cropland Protection, etc. These laws and regulations set out the guidelines and procedures must be complied with in urban planning, or set out the relationship between other statutory planning and urban planning. Local people's governments may formulate the local laws, regulations and administrative rules within the scope of legislative power in accordance with the state laws and regulations.

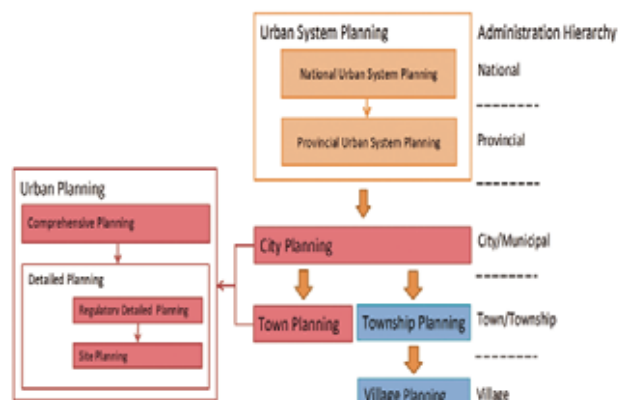


Chart 5.1 Planning System in China  
Source: by the author



### Box 5.4 Urban Planning and Relevant Planning

According to incomplete statistics, in China, there are 83 kinds of statutory planning compiled by the governments at various levels as authorized by law, of which the economic and social development planning (National Development and Reform Commission is the competent authority at national level), overall land use planning (Ministry of Land Resources is competent authority at national level) have the closest relationship with the urban planning. The former is originated from the economic planning in early the 1950s, focused on the arrangement of the number of investment and construction projects. From the "11th Five-year Plan Period"(2006-2010), the traditional social and economic plan was replaced by the spatial planning which regulates the use of land within all administrative areas, and focuses on the protection of arable land. The use of Urban construction land is only one type of land use included therein. In recent years, the macroscopic planning begins to study the issue of urban internal spatial structure in cities. These changes in recent years, on one hand, show that the extent of the government's emphasis on the spatial planning has been raised during the course of transition from planned economy to market economy in China; and on the other hand, show the existence of function crossover and overlap between the government departments.

## 2.2.2 Urban Planning Administrative System

### Box 5.5 Urban Land System in China

China adopts two land ownership systems, i.e. state-owned land ownership and collective land ownership. In China, the land ownership is separate from the land use right, the term of land use rights vary with different land usages. In accordance with Article 10 of the Constitution, "Land in the cities is owned by the state. Land in the rural and suburban areas is owned by collectives except for those portions which belong to the state in accordance with the law, House sites and private plots of cropland and hilly land are also owned by collectives." "Land use right can be transferred according to law." In accordance with Article 54 of the Land Administration Law, The right to use the state-owned land can be obtained through allocation for the use by government organs and military purposes, for building urban infrastructure and public welfare undertakings, for building energy, communications and water conservancy and other infrastructure projects supported by the State. But right to use the land for other purposes can only be obtained through paid leasing. In accordance with the Interim Regulations Concerning the Leasing and Transfer of the Right to the Use of the State-Owned Land in the Urban Areas, the maximum term for the leased right to use the land is determined respectively in the light of the purposes: 70 years for residential purposes; 50 years for industrial purposes; 50 years for the purposes of education, science, culture, public health and physical education; 40 years for commercial, tourist and recreational purposes; and 50 years for mixed utilization or other purposes.

**Urban planning administrative authorities at different levels.** Ministry of Housing and Urban-Rural Development (MOHURD), is the urban planning administrative authority at the national level, within which there is Urban and Rural Planning Department; at the provincial (autonomous region and municipality) level, the urban planning administrative authority is the provincial Construction Department or the Housing and Urban-Rural Development Department, or Planning Bureau of Municipalities<sup>5</sup>; at the city level, generally there is Urban Planning Bureau or similar governmental department; at the county (district) level, generally there is also a dedicated planning administrative agency. The main duties of an urban planning administrative authority include formulating the urban planning policies applicable in the administrative area, organizing the compilation and approval of urban plans according to law, issuing the urban planning administrative permit and approval, and supervising over the urban

planning administrative act of lower levels of governments.

**Planning compilation system corresponding to the government administrative system.** In accordance with the principle of one level of government with one level authority and in accordance with the authority under the law, urban and rural planning compilation system includes national urban system planning within the power of the central people's government, the provincial urban system planning within the power of provinces, autonomous regions and municipalities, urban comprehensive planning within the power of city governments, and towns (townships) planning within the power of town (township) governments. The power of county-level governments in the planning compilation is mainly manifested in the compilation of the county seat comprehensive planning.

**Urban planning permit system.** China adopts a planning permit system. The laws state that all urban development activities must conform to the urban plan. If

the land use right is obtained through allocation, the land may be allocated by the land administrative authority only after the developer has obtained the PPLD. . If the state-owned land use right is obtained through paid leasing, the Planning Conditions according to the approved urban plan shall be the premises for leasing and issuance of the PPLD. . For any construction of buildings, structures, roads, pipelines and other projects, the PPCE must be obtained before the actual operation of the construction. In addition to the PPLD and PPCE, the law provides other planning administrative tools such as the CLSS, verification of planning conditions, and completion and acceptance survey.

In addition, the approval of urban plans has been one of important functions of the urban planning administrative system. In general, every urban comprehensive plan shall be approved by a government at higher level, but the urban comprehensive plans of 106 cities nationwide should be submitted to the central people's government for approval. Urban detailed plan is generally examined and approved by the city government according to the approved urban comprehensive plan.

### 2.2.3 Urban Planning Technical System

China's urban planning technical system includes statutory planning and non-statutory planning. The statutory planning system includes urban system plan, urban comprehensive plan and urban detailed plan. Among them, according to its geographical area, the urban system plan is divided into national urban system plan, provincial urban system plan and municipal urban system plan, of which the first two are independent statutory plans, while the last is a part of the urban comprehensive plan. Urban detailed plan is divided into regulatory detailed plan and site plan. The former is the fundamental basis for planning administration, and so is

required to cover all planning areas. Non-statutory planning is an important supplement to the statutory planning system, and the most important non-statutory planning includes urban design, etc.

### 2.2.4 Urban Planning Supervisory System

The supervision over the urban planning includes the supervision by the people's congress (and its standing committee) over the planning administrative action of the government at the same level, the supervision of the public over the planning administrative action of the governments and the supervision by the governments at higher level over the planning administrative action of the governments at lower level.

The supervision of the people's congress focuses on whether the government has performed the duties of organizing the implementation of approved plans according to law and the actual progress in the implementation of plans. For that purpose, the laws set out that a people's government shall make reports to the corresponding people's congress. The supervision of the public over the governments focuses on whether the administrative action of the governments complies with the approved urban plans. The supervision of the governments at higher level over the governments at lower level includes two forms: (1) supervision and inspection by the governments at higher level in respect of planning compilation, approval, implementation, supervision and modification etc.; (2) dispatch of planning supervisors by governments at higher level to local governments. At present, the MOHURD has dispatched four groups of supervisors to 52 cities successively, including all provincial capital cities and national historic and cultural cities other than municipalities.

#### Box 5.6 Duties of Planning Supervisor

Planning supervisors mainly supervise over local governments in the following aspects: compliance of the compilation, approval and adjustment of urban comprehensive plans, overall plans of state-level scenic spots, historical and cultural cities conservation plans with the statutory authority and procedures; compliance of urban comprehensive plans with the requirements of provincial urban system plans, and implementation of the requirements under the provincial urban system plans regarding the urban development and control; compliance of the compilation, approval and implementation of interim construction plans, detailed plans and special plans with the compulsory contents of the urban comprehensive plans, overall plans of state-level scenic spots, historical and cultural cities conservation plans; compliance of the administrative permits of key projects and public invested projects with the statutory procedures, compulsory contents of the urban comprehensive plans, overall plans of state-level scenic spots, historical and cultural cities conservation plans; enforcement of the Rules for Compilation of Urban Planning, Rules for Administration of Green Lines (greenery areas) in Urban Areas, Rules for Administration of Purple Lines (historic preservation areas) in Urban Areas, Rules for Administration of Yellow Lines (areas for infrastructure facilities) in Urban Areas and Rules for Administration of Blue Lines (water areas) in Urban Areas; implementation of overall plans of state-level scenic spots, historical and cultural cities conservation plans; and other major issues affecting the implementation of urban comprehensive plans, overall plans of state-level scenic spots, historical and cultural cities conservation plans.



**Table 5.1 52 Cities with Planning Supervisors Dispatched by the Central Government**

Year	Cities with Supervisors Dispatched by the Central Government
2006	Nanjing, Hangzhou, Xi'an, Kunming, Guilin
2007	Shijiazhuang, Taiyuan, Shenyang, Dalian, Xining, Lanzhou, Wuhan, Changsha, Guiyang, Nanning, Fuzhou, Xiamen
2008	Hohhot, Changchun, Harbin, Hefei, Nanchang, Jinan, Qingdao, Suzhou, Ningbo, Guangzhou, Shenzhen, Haikou, Chengdu, Chongqing, Lhasa, Yinchuan, Urumchi
2009	Handan, Baoding, Datong, Jilin, Daqing, Wuxi, Xuzhou, Changzhou, Zibo, Tai'an, Kaifeng, Luoyang, Anyang, Xiangfan, Jinzhou, Zhuhai, Liuzhou

Source: MOHURD

### 2.2.5 Comprehensive Administrative Functions of Urban Planning

In China, urban planning not only regulates the land use, construction projects, city image and other physical aspects, but also has an important role to play in many areas regarding the urban management as an integrated administrative function.

In the field of urban economy, the state government's exercise of the function of guidance, adjustment and control of the economy through urban planning is of importance to the reasonable distribution of urban land resources, optimization of the spatial structure in cities and enhancing the service capabilities and economic benefits of cities. As a tool of adjustment and control of the state government for the urban development, urban planning adjusts and controls the urban land and space resources in the first place. It further promotes the economic and social development, and the coordination between the economic and social development and population, resources and environment.

In the field of social development, the major functions of urban planning include: at the macroscopic level, it is to analyze the relationship between urban social and economic development and urban construction, put forward the scientific and reasonable target and development strategy, set the overall layout of various facilities, and set down the main indicators, principles and requirements of planned construction. At the microscopic level, it not only controls the scope and nature of land use, building height, green rate, external environment and pipe network connection for the development of public services, and facilities the regulatory detailed planning, but also makes spatial arrangement and environment for the construction of buildings and engineering projects.

With respect to the land use, urban planning will, at the preparation stage, make objective assessment of the natural conditions of land and determine appropriate land for construction in cities. In a regional context, it also sets down the requirements of control over the reasonable utilization and effective protection of resources, compiles the urban system plan, generally assesses the development and construction conditions of regions and cities, determines

the urban development strategy of the region, and proposes actions for the development of main infrastructures and projects in the regions and cities. It uniformly arranges and generally deploys the use of the land in the cities for various purposes on the basis of the general study of economic and social development. It properly utilizes the economic leverage of urban land classification, reasonably deploys the urban land resources according to the law of value, adjusts the urban land structure, and optimizes the efficiency of land and space utilization.

In the field of housing development, the urban comprehensive planning deploys the land for urban residential development through the comprehensive consideration of urban structure, urban land function zoning, urban road network and urban transport systems. In the stage of detailed planning, it makes more detailed planning on the basis of the land for residential development (including the land for reconstruction of old areas) defined in the urban comprehensive planning. Especially, the urban planning meets the housing demand of the people with moderate or low income in terms of site selection and construction standards, etc.

In the field of infrastructure construction, the urban planning should reasonably arrange the construction and schedule of various infrastructures, study and determine the scale and technical standards of urban transport, water supply, drainage, electricity, gas, heat, communications and integrated disaster prevention, environmental protection and other facilities, scientifically lay out such facilities, formulate the corresponding construction policies and measures, and coordinate the relationship between various governmental plans. It guides the implementation of various projects, and reserves and controls the land, environment and space for the expansion and construction of new projects as early as possible.

In the field of urban ecology, the urban planning mainly relates to urban landscape system planning, integrated environmental protection and pollution prevention and control planning. The main task of such urban planning is to put forward the planning objectives, solutions and measures for the reasonable development and utilization of natural resources, environmental protection and ecological

construction during a given period. Its aim is to improve the quality of urban ecology, maintain ecological balance and achieve sustainable development of cities. In recent years, along with the popularity of low-carbon eco-philosophy, urban ecological planning is increasingly becoming an important part of urban planning.

In the field of historical and cultural protection, the urban planning protects the cultural relics and historical sites, protect and preserve the patterns and landscape features of old cities, inherit and carry forward the excellent historical and cultural traditions. It address properly the relationship between preservation and development. It not only protects the precious cultural relics in cities, but also promotes the urban economic and social development and continuously improves the working and living environment of residents.

In the field of disaster prevention and reduction in cities, the urban planning covers the integrated urban disaster prevention planning which includes urban fire-fighting planning, urban flood prevention planning, urban air defense planning and urban earthquake prevention planning. It determines the standards of urban fire-fighting, flood prevention, air defense and earthquake prevention facilities, reasonably determines the level and scale of various disaster prevention facilities, scientifically lays out various disaster prevention facilities, formulates the prevention and management solutions and measures, and organizes the urban disaster prevention life-line system on the basis of the natural environment, disaster zoning and position of the cities.<sup>6</sup>

### 2.2.6 Urban Planning Functions of Governments at Different Levels

The Urban and Rural Planning Law of the People's Republic of China explicitly sets out the urban and rural planning functions of the central and local governments at all levels, including: organization of planning compilation and implementation, and supervision over the planning administration of governments at lower levels, etc. To put it in details, planning functions of the central government include:

To organize the formulation of the national urban system planning, examine and approve the provincial urban system plans prepared by the provincial governments and the urban comprehensive plans prepared by the people's governments of designated cities (refer to 2.2.2 above), and supervise over the planning administration of local governments. As for the MOHURD, its planning functions include: to formulate the policies, regulations and rules regarding urban and rural planning, organize the compilation of national urban system planning together with relevant central government departments, examine, approve and supervise the implementation urban comprehensive plans and provincial urban system plans, participate in review of the overall planning guidelines for land use, formulate the development plans and policies regarding the national scenic spots and guide the implementation of such plans and policies, and protect and supervise over the administration of historical and cultural cities, towns and villages together with the cultural relics administrative authority.

The planning functions of the provincial governments include: to organize the formulation of provincial urban system plan, examine and approve the urban comprehensive plan, carry out planning administration on the construction of regional infrastructure, and supervise over the planning administration of city and county governments, etc. The functions of the provincial governments focus on direction, coordination, examination and approval, supervision and inspection, while the city governments are responsible for direct operation and specific management, etc. Specifically, the city government's priorities include: organize the formulation of urban comprehensive plan and regulatory detailed plan, etc., issue the planning permits (PPLD, PPCE, etc.) according to law, carry out planning administration of the urban underground spaces and temporary buildings, propose and verify the planning conditions, administer the accreditation and certification of planning institutions and professional according to law, and crack down on unlawful land use and demolish unlawful buildings, etc.



Grand Bazaar, Urumqi

Source: Urban Planning Society of China etc. *Urban Miracles*



# 3 Challenges in Urban Planning and Management and Their Countermeasures

China's urban planning effectively guides the process of urbanization, directs and regulates urban construction and urban management, and promotes the continuous and fast growth of national economy. Without the active involvement of urban planning, it is impossible for the tremendous achievements of urban development in today's China. However, the urban planning and management in China is also facing a series of new challenges. The challenges include:

**Rapid urbanization.** The urbanization in China enters into the period of rapid development. In each year, it is necessary to provide the urban space, urban infrastructure, urban public services required by over 13 million newly increased urban population, and to satisfy the demand of

the population in terms of employment, housing and social security.

**Pressure of resources and environment.** Water, energy and land resources have become the major bottlenecks constraining the economic growth, urbanization and motorization in China. To implement the sustainable development strategy and take energy saving and emission reduction strategy is the inevitable choice for China, and also the basic value of urban planning.

**Social segregation.** The differential development strategy in the last 32 years of Reform and Opening-up has effectively stimulated the increase of China's total economic output, but also expanded the social and urban-rural income gaps, and brought the inequality and social segregation.

**Crisis of native culture.** Although globalization and modernization has brought the opportunity of urban development, it has devastated the urban culture in China. Traditional Chinese culture and local culture have disappeared fast. A group of cities and neighborhoods with historic and cultural heritage have been ruthlessly demolished. The original social structure of cities has been destroyed. There is full of mechanical and grotesque architectural works. Humane urban design should be strengthened.

**Challenge against the planning authority.** With the gradual improvement of the market, the planning management under the old planned economic system is challenged by various stakeholders. How to preserve the authority of

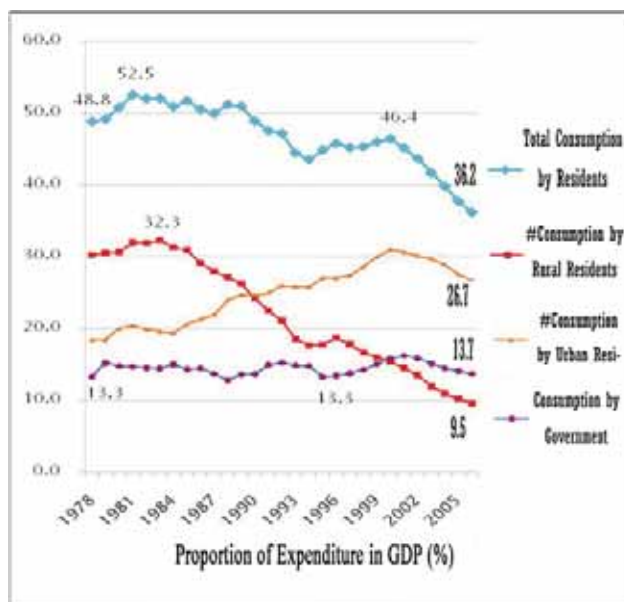
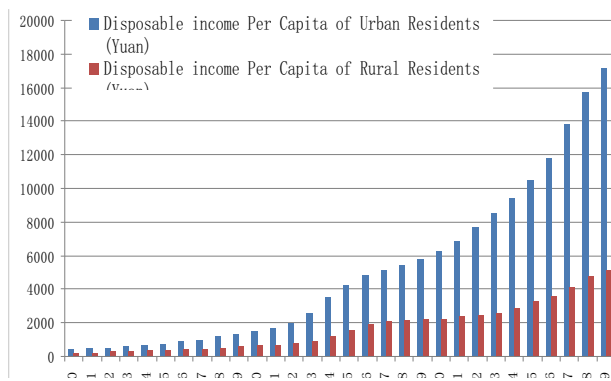
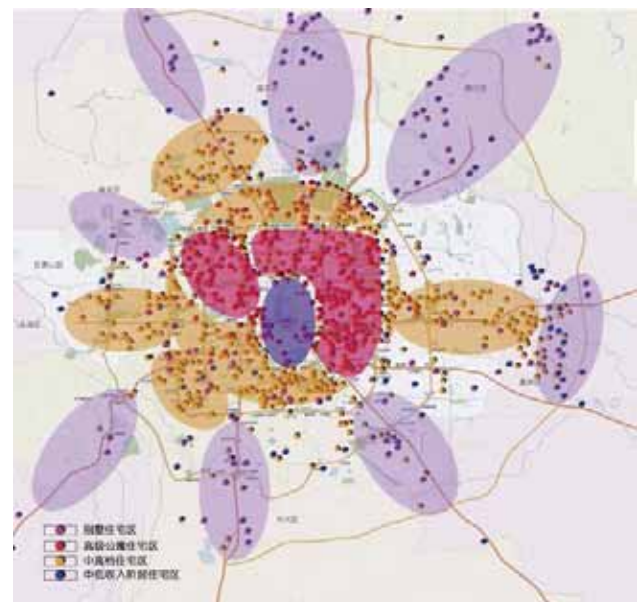


Figure 5.1 Difference of Income and Expenditure between Urban and Rural Residents in China  
Source: based on data from National Statistics



Map 5.2 Differential Spatial Distribution of Residential Areas in Beijing  
Source: Lu Qin of China Academy of Urban Planning and Design

urban planning depends on the innovation of system and concept of urban planning, and on the coordination of different levels of governments and different government departments.

To cope with various challenges, the central and local governments of China have effectively carried out a series of pioneering works since 2009 through summing up the experiences in the six decades of New China and the experiences in three decades of Reform and Opening-up.

### 3.1 Implementing National Urbanization Strategies

The central government puts forward the strategy of healthy urbanization and regards the urbanization as an important measure to promote the healthy economic and social development of China. When the central government pays attention to enhance the function of metropolitan region as the engine of national economy, it also proposes the coordinated development of small and medium cities and towns with emphasis on the development of towns. It favors the more equitable treatment of migrant workers through a series of innovations in the systems of household registration, employment and housing, etc. Integrated consideration of urban and rural areas is another important policy taken by the central government to narrow the gap between urban and rural areas. The essence of this policy is to find a better development path for the urban and rural areas as whole, and to build an open and unified market between the urban and rural areas where the human resources and various other production elements are integrated. Urban planning plays an important role in increasing the support of cities and industries to villages and agricultures, implementing the equalized public service system in urban and rural areas, as well as the coordinated development between different regions that are at different levels of economic development.

### 3.2 Enforcing Regional Development Plans

The Central Government has approved a number of regional planning or regional policy documents in 2009. In January, National Development and Reform Commission promulgated the Reform and Development Planning Outline of Pearl River Delta Region (2008-2020); in May, the Executive Meeting of the State Council deliberated and adopted Plan of West Coast Economic Zone of Taiwan Straits in Fujian Province; in June, the State Council deliberated and adopted Jiangsu Coastal Area Development Plan and Guanzhong – Tianshui Economic Region Plan; in July, Liaoning Coastal

Economic Belt Development Plan was approved by the State Government; in August, Hengqin Overall Development Plan and China Tumen River Regional Cooperation and Development Planning Outline were approved; in September, Plan Regarding Promoting the Prosperity of Central Regions was adopted by the Executive Meeting of the State Council; in December, Plan for Yellow River Delta Efficient Ecological Economic Zone was approved. These regional plans and policies are developed to promote the economic and social development of the regions and major cities in these regions in terms of regional coordinated development and unified development of urban and rural areas.

In 2010, the State Council also approved Hainan International Tourism Island Plan and Jiangxi Poyang Lake Ecological and Economic Zone Plan successively. Continued strengthening of the “visible hand” by the government with joint effort of the “invisible hand” by the market will cause a new round of interaction between the urban spaces in China.

### 3.3 Regulating Urban Planning and Administration Procedures

New progress has been made in regulating the urban planning and administration procedures since the promulgation of the amended Urban and Rural Planning Law. Through setting strict administrative procedures and implementing open and transparent planning administration, the state laws make breakthroughs in promoting the legalization of planning and the democracy of planning decision-making. Since 2009, Beijing, Tianjin, Chongqing, Liaoning, Jiangsu, Zhejiang, Anhui, Shanxi, Hunan, Jiangxi, Guangxi, Guizhou, Gansu, Shaanxi, Xinjiang, Hainan and other provinces, autonomous regions and municipalities have developed their own rules or measures for the implementation of the national planning Law. The central government also attaches great importance to the construction of relevant systems. The State Council has started to formulate “Rules for Modification of Urban Comprehensive Plan”. The MOHURD has formulated “Measures for Assessment of Implementation of Urban Comprehensive Plan”. In order to change the situation of frequent changes of regulatory detailed plans, especially improper adjustment of planning control indices such as floor area ratio, the central government has launched a nationwide special action for rectification, which is designed to “further promote the open and transparent decision-making and planning management and make ensure that planning and project approval would comply with the law”. It is also designed to limit the discretion of planning administrative authorities, set down stricter procedures regarding the adjustment of floor area ratio, and combat corruption in the field of planning. For that purpose, Beijing, Shanghai, Tianjin, Chongqing,



Chengdu, Kunming, Nanjing, Chengdu and other cities have introduced corresponding special measures. In order to improve the quality of planning and management decision-making, after over 20 years of development, more than 200 cities in China have built the spatial data infrastructure. Nearly 300 cities have built information systems for planning review and approval. Governmental planning administrative authorities in most cities have made their governance transparent, and encouraged the public participation through websites, so as to improve the efficiency of their services and the quality of their administrative approval. These efforts play an important and fundamental role in achieving the information-networked planning and management, office automation, intelligent decision-making, openness of government affairs and services for the public.

### 3.4 Developing Plans to Provide Housing for Low-income Families

As one of the priorities in urban planning, housing planning focuses on strengthening the housing security and stabilizing the housing market. The coverage of low-income housing is not comprehensive enough. The housing conditions of some low-income urban residents, especially those mining towns and forest urban areas, are far worse than the average housing conditions of urban residents. Rural migrant workers are not included in the urban housing supply system. Commercial housing price continues to rise. Faced with those problems, the central government has issued “Circular Regarding Guaranteeing the Lands for Low-income Housing Projects”, which calls for putting priority on the construction of low-cost housing in cities and reconstruction of shantytowns in forest, wilderness and mining areas, speeding up the compilation and revision of 2010-2011 and 2009 low-income housing land supply plans, increasing the proportion of land for people’s livelihood, and satisfying the demand of land for the construction of low-income housing. The State Council has explicitly made requirements for speeding up the construction of low-income housing, increasing the effective supply of general commercial housing and continuing to promote the large-scale construction of low-income housing projects. A number of cities, through the compilation of plan for low-income housing, have increased the supply of land for low-income housing construction, strengthened the reconstruction of old residential areas, and satisfied the demand of residential housing of the middle and low income groups through building the small-area housing with complete facilities, reasonable design and advantageous location. Since the order made for construction of low-rent housing system by the central government in 2007, the low-rental housing, as the effective

means to solve the housing difficulties for the urban low-income residents, has become the most important measures in China’s low-income housing policy system. In order to curb the rapidly rising housing price, the central government regulates and controls the housing market through credit, tax and other means. Local governments have also taken corresponding measures to restrict real estate speculation. Some coastal regions have started to make special study on the housing for rural migrant workers<sup>7</sup>. Some cities have even built special residential communities these workers.

### 3.5 Formulating Plans to Improve Urban Transport

Public transport, green transportation and demand management concepts are highly valued by the government decision-makers. Some cities have started to implement the systematic management of urban transport. Slow moving traffic means, such as walking and bicycle, have been become a focus of interest by the government and public. Represented by Hangzhou, the capital city of Zhejiang Province, a group of cities have tried the public bicycle rental service in downtowns. Beijing has developed “Beijing Walking and Bicycle System Planning Design Guidance. Hangzhou has developed Hangzhou Non-motor Vehicle Transportation Strategy Development Plan and Hangzhou Slow Traffic System Plan. For metropolises, convenient rail transportation has become an inevitable choice. The central government has explicitly showed its support. At the end of 2009, the central government approved the urban rail transportation construction plans for 25 cities, including Shanghai, Beijing, Tianjin, Chongqing, Guangzhou, Shenzhen, Nanjing, Hangzhou, Wuhan, Chengdu, Harbin, Changchun, Shenyang, Xi’an, Suzhou, Ningbo, Wuxi, Changsha, Zhengzhou, Dongguan, Dalian, Qingdao, Kunming, Nanchang and Fuzhou. The total length of planned urban rail transportation reaches 2,610 km. The length of urban rail transportation under construction is about 1,400 km. In Mainland China, 33 urban rail transportation lines in 10 cities, with a total length of 933 km, have been put in operation. Among the major cities, Shanghai has the longest length of rail transportation lines (nearly 332 km), and the length of Beijing’s rail lines is 228 km, while the length of Guangzhou’s rail lines is 148 km. The improvement of regional transportation, particularly the construction of high-speed railways, has greatly enhanced the links between cities and shortened the distance and travel time between cities. At present, there are 10 high-speed railway lines operating in China, of which, the high-speed railway lines have been operating between Wuhan - Hefei, Chengdu - Chongqing, Fuzhou - Shanghai, Wuhan - Guangzhou, Zhengzhou - Xi’an since 2009. The running speed reaches 200 km/hr or above.

### 3.6 Upgrading the Approval of Urban Comprehensive Plans

With respect to the compilation of urban comprehensive plans, the Rules for Modification of Urban Comprehensive Plan issued by the Administrative Office of the State Council set out stricter procedures for the modification and adjustment of approved plans, stress on the assessment of implementation of urban comprehensive plans. The assessment has focused, on the achievement of the objectives of urban comprehensive plans, the enforcement and its mechanism, the implementation of mandatory requirements, the status of various infrastructure planning,

interim construction planning and regulatory detailed planning according to the approved comprehensive plan, as well as the public's views on the implementation of such planning. The central government has also strengthened the approval and administration for urban comprehensive plans. The number of cities whose urban comprehensive plans are approved of the central government increased from 86 cities to 106 cities. Most of the 20 newly added cities are located in developed regions, such as Pearl River Delta and Yangtze River Delta, which embodies the importance that is attached by the central government to those regions. In the process of planning compilation, the public participation and coordination among government departments are emphasized.

**Table 5.2 Cities with Urban Comprehensive Plans Subject to the Approval of the Central Government**

Province	Number	Original Cities	Newly Added Cities
Beijing	1	Beijing	
Tianjin	1	Tianjin	
Hebei	6	Shijiazhuang, Tangshan, Handan, Zhangjiakou, Baoding	Qinhuangdao
Shanxi	2	Taiyuan, Datong	
Inner Mongolia	2	Hohhot, Baotou	
Liaoning	10	Shenyang, Dalian, Anshan, Fushun, Benxi, Fuxin, Jinzhou, Dandong, Liaoyang	Panjin
Jilin	2	Changchun, Jilin	
Heilongjiang	8	Harbin, Qiqihar, Daqing, Yichun, Jixi, Mudanjiang, Hegan, Jiamusi	
Shanghai	1	Shanghai	
Jiangsu	9	Nanjing, Xuzhou, Wuxi, Suzhou, Changzhou	Nantong, Yangzhou, Zhenjiang, Taizhou
Zhejiang	6	Hangzhou, Ningbo	Wenzhou, Taizhou, Jiaxing, Shaoxing
Anhui	4	Hefei, Huainan, Huaibei	Ma'anshan
Fujian	2	Fuzhou, Xiamen	
Jiangxi	1	Nanchang	
Shandong	11	Jinan, Qingdao, Zibo, Yantai, Zaozhuang, Weifang, Tai'an, Linyi	Dongying, Weihai, Dezhou
Henan	8	Zhengzhou, Luoyang, Pingdingshan, Xinxiang, Kaifeng, Jiaozuo, Anyang	Nanyang
Hubei	4	Wuhan, Xiangfan, Jingzhou, Huangshi	
Shaanxi	1	Xi'an	
Gansu	1	Lanzhou	
Hunan	4	Changsha, Hengyang, Zhuzhou, Xiangtan	
Guangdong	10	Guangzhou, Shenzhen, Shantou, Zhanjiang, Zhuhai	Dongguan, Foshan, Jiangmen, Huizhou, Zhongshan
Guangxi	3	Nanning, Liuzhou, Guilin	
Hainan	1	Haikou	
Chongqing	1	Chongqing	
Sichuan	1	Chengdu	
Guizhou	1	Guiyang	
Yunnan	1	Kunming	
Tibet	1	Lhasa	
Ningxia	1	Yinchuan	
Qinghai	1	Xining	
Xinjiang	1	Urumqi	
Total	106	86	20

Source: MOHURD

### 3.7 Post Disaster Planning and Reconstruction

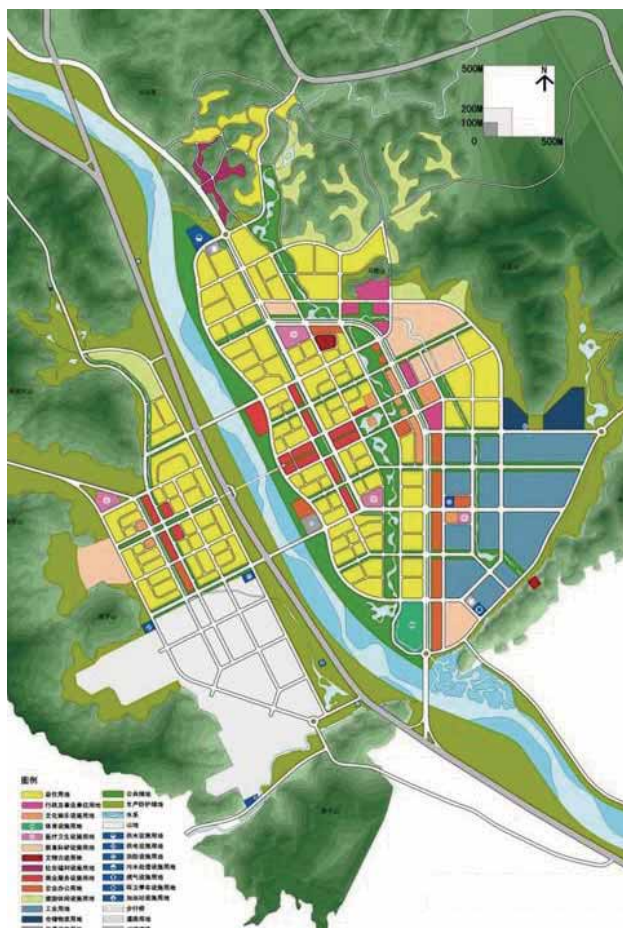
The disaster prevention and mitigation in urban areas has always been particularly concerned by the governments at all levels in China. After Wenchuan Earthquake in 2008, the central and local governments at all levels attached great importance to post-disaster reconstruction. By observing the principles and measures of strengthening the organizational leadership, highlighting scientific reconstruction, implementing policies, relying on the masses, reinforcing support, assisting the reconstruction and insisting on disclosure of information, all stakeholders played an active role. Up to now, post-disaster reconstruction in Sichuan Province was successfully implemented in improving the people's livelihood, infrastructure, urban reconstruction and industrial development. In the first half of 2009, reconstruction plans were developed for 39 hardest-hit counties (cities, districts), 631 towns and townships and 2043 villages on time. At the end of 2009, the originally approved restoration and reconstruction of 1.263 million rural houses was completed.

The accumulated number of commenced reconstruction of urban housing in Sichuan Province was 254,000 units, of which, 193,500 units have been completed, at a completion rate of 74.7%. The accumulated number of repaired and reinforced houses with damages was 1,347,800 units, at a completion rate of 99.94%. In 38 key cities and towns to be reconstructed, 419 municipal infrastructure projects were to be reconstructed, of which the development of 287 projects started, accounting for 68.5%, and 65 projects was completed. The investment of 4.35 billion Yuan was completed, accounting for 60.8% in the total investment. At the end of April 2010, among 29,704 projects included in the “Wenchuan Earthquake Post-disaster Restoration and Reconstruction Comprehensive Plan” of the Sichuan Province, 28,886 projects started, accounting for 97.2%, 23,232 projects was completed, accounting for 78.2%. The investment of 678.75 billion Yuan was completed, accounting for 72.3% in the total investment budget.

### 3.8 Preserving Historic and Cultural Heritages

With the promulgation and implementation of “Ordinance Regarding the Preservation of Historical and Cultural Cities, Towns and Villages”, the Planning Department of MOHURD established a Office for Historical City. The central government and local governments at all levels have done a lot of work and made a lot of achievements in the implementation of the Ordinance. At the end of 2009, 16 cities have applied for the title of “National Historical and Cultural City”(NHCC). The number and time of applicant cities are unprecedented since the announcement of the first batch of NHCC in 1982. There are 196 towns and villages in 29 provinces, municipalities and autonomous regions (of which there are 86 towns and 110 villages) that have applied for the fifth group of national historical and cultural towns and villages.

The protection concept regarding historical and cultural cities, towns and villages is improved continuously, and the technical methods are also optimized continuously. The strategic position and function of historical and cultural cities are highlighted. Through the choice of realistic mode for the protection of historical and cultural cities, the comprehensive evaluation system for the protection of historical and cultural cities has been established. The urban design has been integrated to renew the historic and spatial features of cities. As a result, physical and spiritual features of historical and cultural cities are conserved and Chinese civilization is continuously promoted.



Map 5.3 Comprehensive Plan of New Downtown, Beichuan County  
Source: China Academy of Urban Planning and Design





Traditional Open Space with Petty Repair Becomes a Popular Entertainment Place for Residents in Quanzhou  
 Source: photo by Zhang Jing, China Academy of Urban Planning and Design

## Notes:

<sup>1</sup> Ma Shizhi, *China Prehistoric Ancient Cities*, Wuhan, Hubei Education Press, 2003

<sup>2</sup> Dong Jianhong, *Urban Development History in China (3rd Edition)*, Beijing, China Construction Industry Press, 2004

<sup>3</sup> Zhou Ganzhi, Shi Nan, Zou Deci, Introduction, in *Fundamentals of Urban Planning* edited by Zou Deci, Beijing, China Building Industry Press, 2002

<sup>4</sup> Wu Liangyong, Zhang Jian and Nantong City, the Pioneer City in Neoteric China, *City Planning Review*, 2003(7): 6-11

<sup>5</sup> Mao Zedong, former Communist Party leader divided China into three regions according to their strategic position against outside invasion. Line one region basically are coastal region, line two the central China and line three the western part excluding Autonomous Regions of Xinjiang, Tibet and Inner Mongolia.

<sup>6</sup> Beijing has Beijing Municipal Commission of Urban Planning; Shanghai has Shanghai Municipal Bureau for Planning and State-owned Land Resources Administration; while Tianjin and Chongqing have Tianjin Planning Bureau and Chongqing Urban Planning Bureau.

<sup>7</sup> Urban Planning Society of China, etc., *Reader of Urban Planning*, Beijing, China Building Industry Press, 2001

<sup>8</sup> The Central Government issued the Several Opinions Regarding Addressing the Issues of Peasant Workers in 2006, which ordered to "include the issue of residence of peasant workers who have worked and lived in cities into the urban residence construction and development planning", but the governments of most cities still leave the housing demand to the employers of peasant workers.