

## Preface to the English Version

I have paid close attention to the social response towards the Chinese version of this book, *New Urban Area Development: a case study in China*, since its publication by Chinese City Press in February, 2014. The good news is that it is given due attention, and has caused certain reactions among theoretical circles and public opinion. On May 6, 2014, *China Daily*, the most widely circulated newspaper in China, published a commentary by Dr. Wu Handi, who spoke very highly of the book. *China Enterprise News* and *Dazhong Daily*, etc., have successively published articles or messages, which are reprinted by people.com, sina.com, 163.com, and other famous websites in China. This is the very thing I hope to see but a little beyond my expectation. In this boisterous age where most people are informed by the “three screens” of mobile phone, computer, and television, those who can calm down and attentively read an academic paper to me are very few.

Since I finished writing the book, I have been paying attention to the new urban areas in the world, especially those in China, and wondering how to deepen the research and boost the development of new urban areas. At first I didn't have any plan to revise and polish the book, so not a single word in the original Chinese version had been altered. Later the world famous Springer Publishing Company intended to publish it and make it a book for readers of different social economic systems all over the world. Furthermore, in the process of urbanization, “empty city,” “sleeping city,” and “dead city” appeared in China, which demanded full attention in urban industrialization (that is to say, measures should be taken to develop industries in the new urban areas. Therefore, a special chapter about industry is added and some particular words are also changed. Here I feel obliged to make some remarks on three aspects for the friends who have an interest in this book.

## **Role of Government and Market in the Development of New Urban Areas**

Position and role of government and market in the development of new urban areas is addressed first because it is not only an important theoretical issue but also a practical one. In different countries with different systems throughout the world and during different stages of urban development, the government, unlike the market, holds a different position and plays a different role, and hence their objectives differ. China carried out the socialist planned economy from 1949 to 1978. Some theories and practices for urban planning and construction were copied from the former Soviet Union. The government, having very strong control over planning, had total control and domination over urban development. For example, the central and local government had the final say on establishment ratification, functional orientation, planning and design, investment, and development of the new urban areas. Since 1978, a socialist market economy had gradually been put into practice. The government played a leading and regulating role whereas the market played a fundamental role. The central government began to loosen control over the development of the local government. Many places planned and established some new urban areas on their own, and an upsurge of development of new urban areas ensued. At the third plenary session of the 18th Central Committee of the CPC in 2013, it was suggested that the market should play a decisive role in resource allocation and help government play its role better. Thus, it is estimated that the role of the market in Chinese urban planning and construction will gradually increase.

In fact, the city, right from its birth, is a spontaneous behavior of society, or behavior of people, or strength of market. To plan and construct cities systematically and with initiative, and to develop new urban areas actively are actions of economic social development at a certain stage. Because of the difference in national conditions, especially in social systems, economic institutions, political and cultural background, etc., the government and the market play different roles in urban development. It is the same at different stages of urban development. Throughout the world, urban planning regulation that can embody government and administrative appears quite late. In 1909 in England, the first urban planning law in the world came into being, i.e., *Housing and Planning Law*. In 1932, *Urban and Rural Planning Law* was also enacted there. In many countries with a complete market economy, only the government has macroscopic guidance. The government is considered to be undemocratic if it takes too much controlling responsibility or carries out detailed planning. Each program should take a negotiated position. In some countries, governmental control over planning sometimes depends on the understanding and preference of the governmental leaders. For example, Mrs. Thatcher didn't agree to have planning. So as soon as she took office, all planning was abolished. However, it was found later that without planning there would be no way to control the environment and no way to run a city coordinately

and efficiently. Therefore, planning was restored. It seems that even in modern countries with an adequate legal system, the state leaders have a great impact on some systems and policies.

The city is a public place for humans to live and work in a community and an important carrier of all kinds of factors which, together, produce an effect. Especially in modern society, human and natural environment, national and international community, enterprise and society, and individual and collective factors have many contradictions and conflicts in terms of ecological maintenance and sustainable development. Complete market behavior cannot really take the responsibility for urban resources, energy and environment or achieve sustainable human development. This not only attracts the attention of some countries, but also more and more countries, governments, and social organizations unite together to meet the challenge by doing research and taking measures jointly. Pure market forces and enterprise behavior may have some effect in the short term for urbanization and the development of new areas, but it is difficult for it to last and be sustained. If government and social organization don't take measures to regulate and control, in the long run it can lead to disorder, confusion, and even destruction of the natural and human world. Thus mankind could pay a higher price to restore the ecological system.

In the process of urbanization, industrialization and informatization, we cannot do without the power and measures of government (or social organizations with certain authority) in law and administration, and without the planning means of government. For most cities, government must play an important part: for example, by macro-control and intervention in time, it can carry out research on strategic development, implement scientific planning, organize significant infrastructure construction, reinforce public administration and public security, and protect the natural and ecological environment. Of course, instead of being omnipotent, the role government can play is limited, and too much administrative power of government is likely to result in resource wastage and low efficiency. So respect the market rule and take full advantage of the market, which can lead to higher efficiency and greater benefit in resource allocation.

Therefore, in the development of new urban areas, we need organic integration, mutual employment, and mutual promotion of the two means—government and market—the visible hand and the invisible hand. Under the guidance of macroscopic planning, on condition that intensive development, sustainable development, and public interests are well guaranteed, do not hesitate to hand over development rights and production factors to the market so as to let strong market forces do all it can to boost and accomplish self-redemption. From this aspect, there are many mature ways in the world we can learn from. But pay attention to the practical situation of the city because any mechanical and inflexible imitation is doomed to frustration and even failure.

## **Value of Industry and Population in the Development of New Urban Areas**

Although I have discussed the significance of industry and population for new urban areas, I still feel it necessary to reinforce it because of the appearance of the “empty city,” “sleeping city,” and “dead city” in China and the world. All successful experiences of developing new urban areas, at all times, and in all countries, have attached much importance to these two factors. Some new urban areas, which experience frustration and even failure, do not show full respect to the two aspects. Even if they have better infrastructures and better public facilities, it is still hard to help the new urban areas with sustainable and healthy development. Huilongguan—a new town in Beijing and Kangbashi—a new district in Erdos, Inner Mongolia Autonomous Region, are two typical examples which do not deal with the problem of industry and housing well. The former is a “sleeping city” with residents but no industry or job opportunities, and the latter is an “empty city” with some industries but few residents.

The essential role for a city is to let people live better. How to fulfill this goal for most people in the world depends on the supply of job opportunities, which, as source of living and income, can provide clothes, food, shelter, and transportation, and enable people to be decently dressed, well accommodated, and conveniently transported. This is the most basic human need. If people had an uncomfortable life, no source of income, or scant income, nobody would wish to stay in such a city. Therefore, population and industry mean a lot for a city. Hold on to these two aspects and, meanwhile, take an overall view, including the city’s function zoning, living environment, traffic facilities, and acceptability of people’s minds and bodies. Given a good ecological environment and service and leisure facilities, living quarters should be as close to the working place as possible, which people can reach in minimum time. It is desirable to restrict the single journey time to half an hour at most whether residents travel by bus or drive a car themselves. It, however, is difficult to achieve in big cities and often remains a dream. Especially in China, because of the rapid urban development, urban planning usually lags behind urban construction and some problems inevitably arise in function layout. For example, people in China would rather spend a great deal of money on a house and obtain its total ownership than rent a house. Even if the house they purchase or own is far away from their workplace, or they have to spend a couple of hours commuting, they are reluctant to rent a house nearer their workplace.

The planning area and population of many new urban areas in China, because of the political and economic system and land administration, are very large. Some of them are even several times larger than their original urban areas in size and the population exceeds the total population of the original city. This kind of unrealistic and avaricious thinking mode and development behavior often causes a waste of a great deal of resources and funds. As a result, such new urban areas develop into the “empty city,” “sleeping city,” or “dead city.” Some cities have to readjust the

planning and reduce the scale of the new urban districts, resulting in “half-cooked rice.”

Regarding the two elements—industry and population, some people, with a deeper understanding and greater emphasis on industrial employment, are able to recognize that long-term efforts are necessary to realize industrial clustering and employment increase. So they make new policies, attract investment, and try to solicit and arrange some industrial projects and job opportunities. However, lacking full recognition of the difficulty in population gathering and the importance of talented people, they seldom take effective measures. Actually, population increase of the new urban areas is a very difficult matter to deal with, and talented people play a decisive role in the development and the future of a city.

For an ordinary city, if it is not a regional central city with some industries and population, if it is not a key city, full of great potential for growth and assisted by national policy, if it is not a tourist city with rich resources, if it is not a breathtaking and attractive city, it is very difficult to absorb large numbers of foreign immigrants, aggregate a large population, and attract a lot of talent. It is a very slow process to depend just upon the natural increase of the city's own population. Therefore, industry and population are two wheels or two wings which need to move on together and fly side by side. They should not be separated from each other. It is desirable to achieve industry and city integration, that is, integrate industry, employment, living, and the environment.

## **Development of Chinese New Urban Areas: A Big Market and a Grand Stage**

China is in an important period of rapid development of urbanization, and urban construction is in full swing with changes taking place every day. Some new urban areas have sprung up like mushrooms. On March 5, 2014, Chinese Premier Li Keqiang pointed out in his “Report on Government Work” that “in the next period to come, we should focus our attention on the ‘three 100 million people’ problem. That is to say, help to transfer about 100 million agricultural people to urban residences; rebuild shanty towns and villages in the city where another 100 million people live; guide still another 100 million people in the mid-west to a nearby urbanization.” Stiglitz, former vice president of World Bank and winner of the Nobel Prize in Economics, has repeatedly said that high-tech in America and urbanization in China are two engines bringing about the world's future economic growth.

Urbanization in China is a magnificent cause and a big market. To fulfill the goal and make development scientific, intensive, and sustainable, it needs strategic research, a marketing plan and planning by different experts in the world, a huge investment of international capital, and worldwide participation of all kinds of fields. Recently, some international strategic research, marketing, planning,

design, and investment organizations have rushed into China, and have achieved extraordinary accomplishments and high reputations. This is an urban age during which China is experiencing tremendous revolution. This is the most precious development opportunity in the world. Some people and organizations throughout the world engaged in planning, marketing, and investment, should participate early and actively in Chinese urbanization development. It provides a broad canvas where people can realize their magnificent dream and display their brilliant talent, and a grand stage where people can get profitable rewards continuously and boost the sustainable development of economy, culture, politics, and ecology of society.

At first I had no thoughts of publishing an English version for *New Urban Area Development: a case study in China*. The kind Ms. Zhang Miao, however, suggested she try Springer Publishing Company where she works. After I sent the Chinese version of this book to the publishing house, they agreed to publish it after discussion. I am very grateful for Ms. Zhang Miao and, because of her action, the book is given a chance to have more readers from all over the world. I would like to show my admiration for Ms. Li Yan who has edited the book with a very modest attitude and responsible spirit. My thanks should also be given to the teachers from the Foreign Languages School of Dezhou University, including Ms. Shi Qingling, Ms. Fan Lili, Mr. Zhang Shoufeng, Ms. Wang Xianxian, and Mr. Zhang Guoqiang, who have worked very hard to translate the book into English.

Mr. Liu Taige, the world famous urban planning expert and “Father of Singapore Planning,” is a leading authority in the professional field and academic circles whom I have admired for many years. In spite of his busy daily affairs, he has spared the time to write a preface to the English version. I really admire his deep love towards city and his great contribution to urban development in the world. I am greatly honored and encouraged by his kindness and support. Both his learning and his spirit are extremely highly valued.

I would like to express my deep gratitude to Ms. Ai Xiaona, the national registered planner, for her help and her professional suggestions, without which the Chinese version could not have become what it is now.

My family gives me unyielding support in my book writing and other activities, which helps me to calm down in my spare time to think and research. As the Chinese old saying goes, “No use saying thanks to express gratitude for great kindness,”—my deep gratitude is more than I can express in words.

I sincerely welcome you to put forward your advice and suggestions about this book. Thanks!

August 2014  
Dezhou

Zisheng Shao

## Preface for the Chinese Edition

From the late 1980s to the early 1990s, when the opening up and reforming accelerated, China stepped into a period of fast urbanization, with economic development zones and new urban areas being planned and constructed everywhere. Since the beginning of this century, a surging wave of new urban areas has formed throughout the country. Some call it a city-building movement and some regard it as the era of new urban areas. This wave in China will be lasting for at least a few decades.

This wave comes rapidly, exerting a wide and profound influence, and China is far from ready with regards to the associated theory, talent, capital, management, policies, and regulations. Consequently, it is unavoidable for new urban governments to make blind strategic decisions, crave for things big and foreign in planning, share the similar visual effects among different cities, waste investment and construction resources, make ecological environment imbalances, fail to provide security for land-lost peasants, and generally lag behind in organization and management.

In the development of new urban areas, some designers are incapable of carrying out their projects strategically and their overall design level is far from satisfactory. Because a large number of planning tasks arrive in quick succession, they have insufficient time to study, think, and compare, so their planning is dogmatic spatially and dull functionally. In addition, some local officials, ignorant of new urban area development laws, make blind decisions and give random instructions. Driven by performance, some try to plan and develop so quickly that a lot of problems arise in the development of new areas. If we do not change this situation immediately, the long-term development of politics, economics, society, ecology, and culture will be directly affected and so will the improvement of people's living, transportation, leisure, and working conditions. Therefore, it is of great significance to attach great importance, study earnestly, explore the natural laws when making policies and regulations, and guide scientifically to ensure Chinese new urban areas move steadily and soundly. *China is a vast country with a large population. Different regions have different situations. The diversification and gradual process of urbanization calls for steady development based on the lessons and experiences*

from industrialization. China is late in urbanization in the world. It possesses many advantages in city planning and construction. If we are earnest in guiding scientifically and planning and constructing carefully, we are sure to work wonders, move the urbanization efficiently, and make a great contribution to Chinese modernization and development.

Some developed countries in Europe and America as well as Japan have long been past the developing period of new urban areas on a large scale, but they are weak in theories and practice in this field. As time goes by, they move into the stage of transforming and upgrading cities. As we can see from the consulted documents, the number of related works and papers is comparatively small and theoretical studies are far behind the actual development, although China has achieved a lot in the field of new urban area development theories. The works can be generally divided into the following categories: The first is to focus on the introduction to what Kong Hong and foreign countries have done and experienced, such as *Introduction to New City Planning and Construction* by Zhang Jie, and *New Town Models: Case Studies of International Metropolis Construction* by Chen Jinsong, which introduce the history and experience of new town development abroad; The second is to introduce and study particular practices of new urban area development in some places in China, such as *Studies of New Urban Area Construction in China: A Case Study of Zhengzhou New Area* by Yu Xin'an, Wang Jianguo and Wan Shiwei, *New Town Development Path: A Case of Nibo Hangzhou Bay New Town Area* edited by Cheng Gang, and *The Study of Creative Planning of High-tech Zone* by Chen Jiaxiang. All these introduce comprehensively what the cities have done, but they explore a little in macro theoretical studies. The third is about what some Chinese experts and scholars are doing in the field of planning, for instance *New Urban Theory* by Fu Chonglan, *The Making of a Chinese Model New Town: Planning and Development of Suzhou Industrial Park* by Shi Kuang, Liu Hao, and Lin Zhongjie, and *Spatial Evolution of Contemporary New Town in China* by Duan Jin and Duan Ming. These are professional, technical, and exemplary but lack things integral and strategic. Finally, the writings touched upon in some comprehensive books on urban development. These works stress design, and touch little on such aspects as strategy, marketing, planning, investment, and policies. These are to be discussed in the following chapters.

Up to now, the city is the greatest invention human beings have ever made and the largest comprehensive project they have ever built systematically and purposefully with rich contents of politics, economics, society, and humanities. The new urban area is the delineation and construction of the great project of mankind. It is a strategic and systematic project, which needs to start from a strategic study. We should look before we leap—make a good job of marketing, then planning, and finally investment in construction and development. The new urban area is not an industrial duplication but something with cultural content. It should have its features. Therefore, system, management, and policies provide it with guaranteed success and a driving force.

This book starts with the course of new urban area development at all times and in all countries, and illustrates its new ideas, implemented procedures, measures to

promote such aspects as studies of strategy, promotion of marketing, planning, development and construction, investment policies, cultures, systems, policy guarantee, types, prospects, constructing a theoretical system, practical application, and a complete action roadmap for new town development, in order to ensure its predictability, scientific basis, and operability.

It has been more than 10 years since I began to cultivate the idea of new urban areas. In 2002, I was the director of Dezhou Urban Planning and Construction Administrative Department. In 2003 the development of Dezhou Hedong New Town was launched. I was the director of the New Urban Area Office, responsible for its planning management and the new town offices in 17 villages until 2008 when the New Town was taken over by Dezhou Economic Development Zone. During this period, the land was strictly controlled by the Chinese government, and the urban development was much discussed for dismantling and construction all over the country. We have experimented on its development from such aspects as new urban area planning, design, compensation for land acquisition, relocation of villagers and social securities, and investment and financing, which have made significant advances. I have some profound feelings about it. During the years 2005–2007, I was a student at Guanghua School of Management of Peking University, and finished the thesis *On New Town Construction During the Acceleration of Urbanization Development*, which won the Excellent Paper prize. Since then, I have been thinking about new urban area development and collecting materials in this field. I took advantage of the opportunities of tours abroad and business trips at home in order to do field observation and investigate from different angles. Busy as a bee, I did not have enough time to make a systematic study of it.

In March 2012, I was transferred to a new job. Confronting the situation where China was promoting urbanization vigorously and new urban areas were growing throughout the country, I felt a strong sense of commitment to do something for the urbanization in my country, that is, to study and explore the strategy and methods of new urban area development, based on my studies and practice, and the experience gained by others both at home and abroad. Therefore, in my spare time, I think, I consult, and I write.

The rich experiences accumulated in western urbanization should be learned from selectively. China has vast territory and a large population. Its cities vary a lot and develop quickly. The city is a phenomenal society with rich contents. New urban area development is a spectacular yet difficult cause for the Chinese. In the age of information where time passes quickly and knowledge explodes, it is of great necessity to construct a systematic new town area theory with lots of disciplines and a wide coverage of knowledge. Because of my other commitments I cannot do it completely and scientifically. However, I will try my best to do as much as I can.

Let's work together to promote the urbanization and development of new urban areas and make more people happy.

July 2012

Zisheng Shao

The New Urban Area Development

A Case Study in China

Shao, Z.

2015, XXXV, 417 p. 42 illus., Hardcover

ISBN: 978-3-662-44957-8