

Chapter 2

Urban Management Mode and the Choice Under the Trend of New Urbanization

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Abstract Urbanization has brought high population density and urban expansion, as well as put forward higher requirements for urban social management and economic development. Firstly, representative urban management modes in domestic and overseas will be reviewed. Secondly, as it is pointed out that the theory and practice research of urban management modes require further study according to the goals of new urbanization. It's important to clarify the roles of the government, market, community and culture and take different combinations of social orders in terms of different types of cities. Finally, research on new urban management mode under the trend of the new urbanization should be carried on from the perspective of ideology-order-governance.

Keywords Urban management mode • New urbanization • Urban resource marketization mode • Humanistic mode of urban management • Urban grid management mode

2.1 Introduction

Before 1978, China's urbanization progress was very slow [Fig. 2.1 Urbanization rate of China (1949–2013)] and was in the low period (Yao 1998) due to the lack of experience on economic development and urban construction. However, since 2000, China has entered in the first half of S-curve of Urbanization process (King and Golledge 1978) and the urbanization rate has exceeded to 50 % in 2011. Moreover, according to the forecast of United Nations, there will be 13–15 million people moving into towns and cities during the next twenty decades (United

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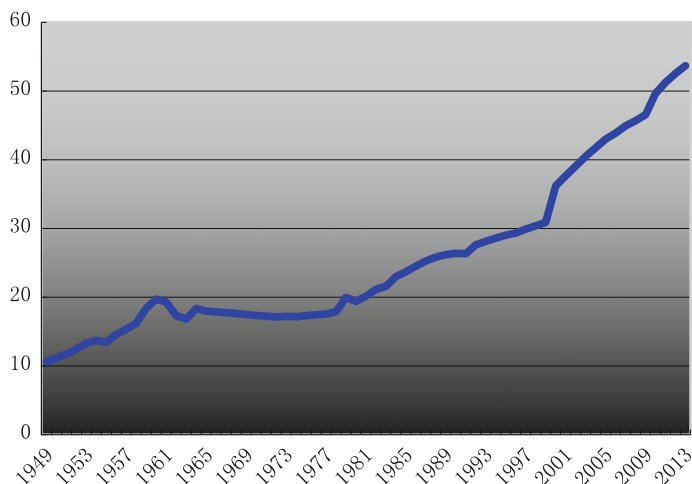


Fig. 2.1 Urbanization rate of China (1949–2013)

Nations 2010). Urbanization are proceeding rapidly. In this context, cities are improving in quantity and quality. The development circumstances are changing dramatically and the complexity of cities is rising substantially. Therefore, the traditional urban management mode is no longer suitable for cities in China while there is a gap of research on the concept, operation mechanism and method of modern urban management. Under the trend of new urbanization, research on urban management is extremely urgent.

Research on urban management mode is necessary. City, defined as the political, economic and cultural centre of a certain area, plays a vital role in national and regional economic and social development. Furthermore, higher requirements for urban construction, environment and service industry are put forward because of the increase in population in the process of urbanization. In addition, the regional competition of economy noticeably evolves into the competition between cities, especially in the context of economic globalization. Improving competitiveness is the main task of the cities in China now. Urban management is the foundation of function optimization. Only when cities' function are optimized and given full play, can urban inner quality and comprehensive competitiveness be enhanced.

In this paper, urban management modes internal and external will be reviewed firstly. Then it is pointed out that the existing modes are not always applicable under the trend of new urbanization. Although some studies about new management mode have been conducted on, they are not systematic. To make a further study on management mode, it is significant to clarify the roles of the government, market, community and culture and take different combinations of social orders in terms of various types of cities. At last, it is proposed that research on new urban management mode should be carried on from the perspective of ideology-order-governance.

2.2 Urban Management Mode

2.2.1 Overseas Research on Urban Management Mode

Cities are always in the process of enriching the connotation and extension. The management modes of cities have obvious differences because they have different development goals and in different development phases. Williams and Adrian (1963) carried out a comparative study about different cities and classified them into four types, which have their own management characteristics. The first one focused more on economic growth, which was driven by expectation of speculation and growth in population and wealth. The second one was defined by extension of amenities, which paid more attention to home environment instead of working conditions and the main objective of governments was guaranteeing the living of residents. The third one was oriented by conservative caretaker governments, which laid emphasis on traditional services. Local governments provided only basic services and the residents preferred to a low tax rates and limiting the government's use of private property. The last one was neutral arbitration among discrete interests and aimed at the balance of the various aspects in the urban management.

Researches on urban management modes abroad usually focus more on the balance of powers. Rivlin (1971) classified urban management modes into decentralization, community control and market mode. Decentralization is a very prevalent mode in the USA while community control mode is more common in the centralised states. Market mode could be considered as the extreme form of decentralization. Since the late 1970s, a governmental reform movement named new public management has arisen in the western developed countries, which influenced the urban management directly. Ferlie (1996) not only proposed the mode of downsizing and decentralization from the perspective of a balance of powers, but also presented efficiency driving, in search of excellence and public service orientation in view of utility. From the late 1980s onward, massive changes have taken place in cities' politics, economy and society, which impacted greatly on the original systems of cities. Urban governance emerged as the times required. According to Peters (1996), urban management modes are divided into market government model, participation government model, flexible government model and deregulating government model by governance structure. Pierre (1999) assorted governance modes into managerial model, corporatist model, progrowth model and welfare model based on the characteristics of governments.

In the 21st century, urban management modes abroad are diversified. But basically continue the trends of decentralization (Pierre 2011), community participation (Abbott 2013) and public administration marketization (Walker et al. 2011), etc.

2.2.2 Domestic Research on Urban Management Mode

There are a lot of researches on urban management mode in China, but they are not very systematic. Urban resource marketization mode is generally considered as the main mode in China since the 1990s (Qiu 2004). Since the new millennium, social crisis had occurred frequently in our country. Academic circles and the government began to explore a new mode of city management and advocated a transformation from economy-oriented mode to society-oriented mode (Cai and Li 2005). Then in 2006, with the popularization of digital technology, urban grid management mode arose at the historic moment (Chen 2006). Therefore, urban resource marketization mode, humanistic mode of urban management and urban grid management mode are representative modes of urban management in China.

2.2.2.1 Urban Resource Marketization Mode

Some researchers named this mode urban management. However, according to Zhou and Hong (2003), this mode is related to the principles of urban resource utilization. Therefore, term of urban resource marketization is more appropriate, which emphasizes more on urban resource allocation.

Since the 1994 tax-sharing reform, local governments suffered a decline in fiscal revenue, while affairs were more onerous because of urbanization. Hence, urban resource marketization mode became the main management of many cities in China (Zhao 2002). This mode contributed a lot to the breakthrough of fund bottleneck, urban construction and improved the competitiveness sequentially. Besides, the establishment of a land market system and the tax-sharing reform laid the foundation of urban resource marketization mode and urban competition provided the impetus. Thus, the practice of this mode carried out prior to theory study in China (Ye 2004).

Zhang and Zhu (2002) thought that urban resource marketization managed the city by managing public goods and resources and was closely linked to urban planning, urban governance and urban competitiveness, which formed the whole urban management. Hong and Zhou (2003) and Qiu (2004) expressed a similar opinion. They believed that urban resource marketization mode could not only maintain or increase the value of urban resource through business mode, but also give full play to the government's function of providing social service, such as the public goods.

However, currently, urban managers are likely to regard resource marketization as land finance and rely too much on land transfer fee, related revenue and mortgaging land for urban construction financing (Liu and Jiang 2006; Zhou 2010).

2.2.2.2 Humanistic Mode of Urban Management

The mass migration brought by urbanization resulted in greater difficulties in population management, public security management and community management. Wang (1997), the director of National Academy for Mayors of China, proposed that people was the main body of cities, so the management and construction of cities should always be human oriented. Humanistic mode of urban management matches this opinion.

In his book, *From Functional City to Cultural City*, Shan (2007) points out that, to be livable is cities' most important goal. As a result, only when the center of development has been changed from matter to human, can we build a harmonious city. Sun (2009) thought that human oriented management should always focus on meeting people's needs, improving the quality of life and realizing people's over-all development. With the organization of communities, ensure people's right of existence and development and create a stable society.

Another perspective of humanistic is public participation in urban management. You and Chen (2004) put forward an urban management mode oriented by satisfaction of the public, whose essence was humanistic management as well. In fact, a management mode with public participation makes the government face people that have diverse demands. Therefore, managers have to change their management idea and transfer their mode to urban governance (Zhao and Liu 2010).

2.2.2.3 Urban Grid Management Mode

With the reform of urban management system, the growing city scale and rapid development of information technology, demands have been made on innovation of urban management. Urban management mode supported by technology becomes the trend of urban management (Qiu 2006).

Gridding urban management model (Chen 2006) is one of the most representative works about gridding management mode in domestic. The characteristics of this mode is combining technology with management. This mode is characterized by ten thousand meter unit grid, components management, events management and two axis mechanism. To be specific, divide the city into seamless polygons, which are monitored by supervisors. Two institutions, Supervision Center of Urban Management and Committee of Urban Management, are set up and work together with the coordination of information system.

Though this mode has been in favor of by the government, it still has some defects and limitations. Tian (2012) argued that this mode had the problems of high cost and was often introduced as supporting mechanism of big events, which meant it was not a daily activity. Moreover, gridding management is likely to weaken the capacity of self-government of communities.

2.3 The Choice Under the Trend of New Urbanization

With the development of urbanization, urban system will be more complex. As indicated above, urban management modes in our country, such as urban resource marketization mode, humanistic mode of urban management and urban grid management mode may not be suitable any more. Therefore, the urban management mode under the trend of new urbanization needs further study and practice.

2.3.1 Research on New Urbanization

Urbanization in China is not only different from those in Europe or America, but also different from those in Latin America and other developing countries (Qiu 2010). In terms of time, British's urbanization took 200 years under the background of the first industrial revolution and American took 100 years under the background of the second industrial revolution. Latin America spent 50 years due to the concentration of jobs. As for China, if we take 30 % as a start, only 15 years was spent to exceed 50 %. Lu et al. (2007), a member of the Chinese Academy of Sciences, thought that China's urbanization process is too rash and out of control in terms of space. *National New urbanization Planning 2014–2020* points out that lots of problems occurred in such a highly compressed process, mainly reflected in (following areas): a large number of peasant workers having difficulty in merging into cities; land urbanization developing faster than the population urbanization; unreasonable distribution and scale of cities; low level of urban management services; increasingly serious urban disease; inadequate protection of historical and cultural heritages. New urbanization is introduced to solve these problems.

Ideas such as interaction of household registration and land, urban-rural integrated development, compact city development, ecological civilization have integrated into new urbanization. Referring to the problems of citizenization of migrant workers, Cai (2013) proposed that household registration reform was badly needed in urbanization. Firstly, absorb peasant workers as census registered people. Secondly, provide basic public services for peasant workers who are not qualified as citizens. Thirdly, build a social security system that covers both urban and rural areas. Duan (2011) pointed out that China's urbanization must make sure the adaption to the resources and ecology. It's important to pay attention to the coordination of urban-rural areas and urban system, so as to realize the benign interaction of urbanization pattern and macro pattern. Wu (2013) introduced agglomeration index from the 2009 world development report and indicated that the construction of small towns should be focused on the agglomeration effects and city groups needed further development for their radiant effects. Gu (2011) emphasized the importance of science and technology and thought that spatial restructure and global-local links caused by communication technology had great impacts on urban management model. In new urbanization, post-Fordist city, edge city, network city,

tourism, leisure and cultural city, creative city, eco-city, low-carbon city, tech-city, smart city and so on, are worthy of attention.

However, the existing researches generally focus on one aspect of urban management and there is no systematic research on urban management in the process of new urbanization. Therefore, further studies should be conducted on urban management mode.

2.3.2 Urban Management Mode Under the Trend of New Urbanization

By what means will peasant workers move into cities in the future? How should urban system be in terms of space? What criteria should cities possess? To solve these problems, *National New Urbanization Planning 2014–2020* set the goals of citizenization of transferred agricultural population, optimization of urban form and layout and the improvement of urban sustainability. In brief, new urbanization should be characterized by humanism, dynamic and ecological features (Li 2012; Qiu 2012). In this context, urban management mode in the future should be adapted to the new characteristics and objectives of new urbanization.

Davey (1993) argued that the core of urban management in the process of urbanization is the matching of the growing population and urban development, such as infrastructure, housing and employment. There are lots of urban management modes in overseas for China to use for reference. However, because of the differences of natural resources and environment, social and economic development, and political system and so on, if we copy their modes totally, it may well cause chaos in urban management. In his book, *The Great Disruption*, Fukuyama classified the social orders into two dimensions, including reason and irrationality, spontaneous order and hierarchy. These four factors could be combined into four orders. Reason and spontaneous order could be combined to form the market. Reason and hierarchical authority could be combined to form the government. Irrationality and hierarchy could be combined to form the community. Irrationality and spontaneous order could be combined to form the culture (Fukuyama 1999). Urban management in China has a long history. During the early period after the foundation of China, the government was the dominator of urban management. Then after the reform and opening up, especially after 1990, the market gradually became a counterbalance to the government. Because of many factors, such as the government controls, communities had little influence on urban management. But with the emergence of new media, the power of communities was higher because of virtual community. However, when it comes to culture in China, things are different. Traditional culture is based on agricultural civilization and western culture couldn't adapt to china's national conditions, which means culture is not incompatible with urban management.

According to the goals of new urbanization and Fukuyama's analysis of social orders, new urbanization should be characterized by humanism, dynamic and ecological features. The urban management emphases of cities should be investigated from the dimensions of reason-irrationality and spontaneous order-hierarchy. Then roles of the market, government, community and culture in different types of urban management modes should be explored. According to the emphases and roles, seek a suitable urban management mode for a city with certain priority of four orders.

Specifically, in terms of urban management ideology, cities should be guided by the goal of new urbanization planning, so as to realize social fairness, full employment, and sustainable development. In terms of urban management orders, social orders should be combined with urban management system and carry out the reform of land, household registration system and fiscal system, including derived aspects, such as housing, education, health care and other social security system. In terms of urban governance, governments, markets, communities and culture should work together. Thus, it is necessary to manage cities with appropriate social orders combination. New urban management mode under the trend of the new urbanization should be carried out from the perspective of ideology-order-governance.

2.4 Conclusion

This paper reviews kinds of urban management modes in different countries and different periods. Then the development of urban management in China is discussed. Because of the differences of development, nature conditions, resources, history and culture, cities with different development goals in different periods have different emphasis on urban management. So there is no universal mode for urban management. Cities should suit their management modes to local conditions and get the balance of the government, market, community and culture.

Therefore, there is no specific mode being proposed. Urban management modes are always different for different cities. The roles of the government, market, community and culture in various cities are different subsequently. Despite of that, urban management of various cities still have some similarities. Under the trend of new urbanization, urbanization management has the same management concepts, including humanism, dynamic and ecological features, which are the development directions of urban management. The goals of new urbanization could be achieved with the cooperation of the government, market, community and culture.

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