

The Practical Exploration of China's Collaborative Urban Revitalization

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Abstract. This paper summarizes four dynamic mechanism of Chinese urban revitalization, and finds out the existing problems and causes of the process of revitalization, finally comes up with “collaboration”, the key viewpoint of the successful urban revitalization. Inspired by collaborative planning theory, this paper puts forward some changes of Chinese-collaborative urban revitalization, including concepts, technologies, institutions. This paper concretely expounds the detail paths of Chinese-collaborative urban revitalization, including the changes of subject behaviors, technologies and methods and so on.

Keywords: Urban Revitalization, Collaboration, “San-Jiu” Reconstruction.

1. Introduction

Title of paper is “The Practical Exploration of China's Collaborative Urban Revitalization”, which is about the research of urban revitalization in china in new sight. Firstly, the paper summarizes four dynamic mechanism of Chinese urban revitalization--- urban function update, urban image update, urban regeneration, getting land resources .Finding out the existing problems and causes of the process of revitalization, finally comes up with “collaboration”, the key viewpoint of the successful urban revitalization. Inspired by collaborative planning theory, this paper puts forward some changes of Chinese-collaborative urban revitalization, including concepts, technologies, institutions. This paper concretely expounds the detail paths of Chinese-collaborative urban revitalization, including the changes of subject behaviors, technologies and methods and so on. Urban revitalization should be aimed at the development of economy and society , based on institutional guarantee , and to get a win-win result for the three sides. Chinese collaborative urban revitalization needs further exploration and summary in the future specific practice.

2. Dynamic Mechanism and Issues of Chinese Urban Revitalization

2.1. Four Kinds of Dynamic Mechanism of Urban Revitalization

Over the years, compared to the brilliant achievements in construction of new urban district, the most of urban redevelopment and construction has not yet walk out of predicament in China, accompanied by various contradictions. What is the main reason that urban revitalization driven by several dynamic mechanism lacks of perfect supporting policies, regulations and institutions.

Through a large number of summaries on urban revitalization's type, now there are four main kinds of dynamic mechanism.

The first is for the purpose to urban function update, mostly appearing in the big cities of fast economic growth. The existing functions of cities can't meet the needs of future development. The second is for the purpose to urban image update, which is similar to the Paris reconstruction plan by Ottoman, through the transformation of facade and landscape furniture along the main road, and the improvement of overall image of core blocks. The third is for the purpose to urban regeneration, which focuses on the cities with large historical protection value, such as Pingyao and Lijiang city. The fourth is for the purpose to “getting land resources”. It happens in the rapid economic development of the southeast coastal areas.

2.2. The Analysis of Urban Revitalization's Issues

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Urban revitalization involves three interest groups, the government, land owners and investors. The first three kinds of dynamic mechanism focus on government financial means, political achievement projects and projects' income of investors, and lacks of management, implementation and supervision means, which maintain land owners' interests, and extend the context of city. These cause many problems such as violent demolitions and the identical image of cities.

It has taken 30 years to involve in a large number of construction activities in China, however, the urban revitalization projects started in 1998, when the state-owned land use mode was changed from "free use" to "paid use" by the government. That means that "who is the highest bidder, who wins", so resident housing is pushed into the market. With the rapid process of urbanism, the central government doesn't perfectly make the land owners' interest security institutions in the urban revitalization movement, pays more attention to the recent "disposable" land income, and delays the construction maintenance responsibility and related costs to the long term, which are undertaken by the government. Investors pay more attention to "disposable" economic benefits between Input and output during the urban revitalization projects. Two kinds of groups' "disposable" profit above maximumly encroaches on land owners' rights and compensation costs, and ignores the complex issues involved in the process of urban revitalization. The western countries emphasis on the obligations and responsibilities of public service for private property, while we should strengthen the protection of land owners' fundamental interests and the public interests to promote multilateral benefits and the development of cities.

3. Inspiration of "Collaborative Planning Theory" for Chinese Urban Revitalization

3.1. Value Orientation of "Collaborative Planning Theory"

In the "collaborative planning" theory, urban planning is a kind of cooperative action, which is to meet all the stakeholders' appeals. It involves multiple groups in planning and consultation together, and allows each group to be responsible for implementation of a part of planning, resulting in local planning for achieving their goals. The goal of collaborative planning is an objective system composed of local goals of multiple groups. The theory and the modern planning theory such as the "communicative planning" theory, fundamentally deny the previous thoughts, which urban planning acts as the spokesman of the government and planners believe the decision theory of design. Therefore it proposes the neutral value of urban planning, and what the essence of urban planning is to "create a process" and to "build a platform".

In the detail operation of the urban revitalization projects, urban planning is based on the management of land spatial attribute to guide and control its economic attribute and social attribute, namely by researching the economic attribute (including the factors of influencing the price) and social attribute (including extensional social benefits) of the transformation plot, urban planning should focus on the guidance, control and management of the orientation, the properties, the quantities, and the boundaries, so as to reflect the results of different stakeholders' interests for its spatial attribute.

3.2. Inspiration for Chinese Urban Revitalization

"Collaborative planning theory" emphasizes that each stakeholder pursues the competition of interests and makes a consultation by the urban planning platform in the urban transformation process, and this behavior reflects the spirit of cooperation. Thus the government focuses on the best and comprehensive value and regional sustainable development of the transformed plot. Investors pay attention to economic exchange value of project, while the land owners' concern is the use value after modification and compensation.

"Cooperation" is a kind of state, and also a process, including the changes of the ideas, technologies, and systems. In addition to these, "cooperation" is a national symbol of civilized society. What is different from western cooperation, Chinese cooperation need to respond between the traditional system of "top-bottom" and the actual demand of "bottom-top". This is not a simple slogan, and we will encounter a lot of difficulties and obstacles in the way of "collaboration". We can't completely copy the "cooperation" experience in Western countries, only to accumulate experience in the exploration. What the basis of cooperation is the role transformation of the government from "instruction" to "service", and the institutions' making (such as the "Real Right Law" and the establishment of "Regulation on the Dismantlement of Urban Houses") is the legal safeguard

of the cooperation. The city financial system innovation and reform is the catalytic converter of the "cooperation", and technical means of urban planning is the platform and carrier of the "cooperation".

After the reform and opening-up, the economic development in Guangdong province is the forefront, along with many social and ecological problems. So Guangdong province becomes the demonstration area of various reforms of institutions. Through the research of urban revitalization in Guangdong province, what follows in the paper, will discuss the ways and methods of Chinese collaborative planning in urban revitalization.

4. Practice of China’s Urban Revitalization for “San-jiu” Reconstruction—A Case Study of Guangdong Province

4.1. Background

Since 30 years’ reform and opening-up, the industrialization and urbanism have developed rapidly in Guangdong province, and the existing construction indices of land have not been able to support the economic growth mode of regional development. The scarcity of land resources has become important bottleneck of sustainable development of economy in the Pearl River Delta region. Guangdong provincial government release city inefficient land to deal with the bottleneck dilemma of urban land, through the urban revitalization ways (namely "san-jiu" reconstruction policy).

4.2. Classification of Urban Revitalization

Different types of lands require different measures to reconstruct. "San-jiu" means old town, old factory building and old village. "San-jiu" reconstruction is to reconstruct lands which can reuse or need to reconstruct in the urban built-up area of Guangdong province are classified in usage, function and ownership (fig 1-3).



Fig.1: Present situation of old towns (resource: photographed by author)



Fig.2: Present situation of old factory buildings (resource: photographed by author)



Fig.3: Present situation of old villages (resource: photographed by author)

Old town mainly includes old houses built on state-owned land, old retail shops, old factory buildings and other facilities. The buildings are low-quality or having safety problems. Public facilities are lacking in these old towns (fig 4). Old factory buildings built in towns, villages and industry parks. These buildings always have simple structure, large area, low density and lack of facilities.

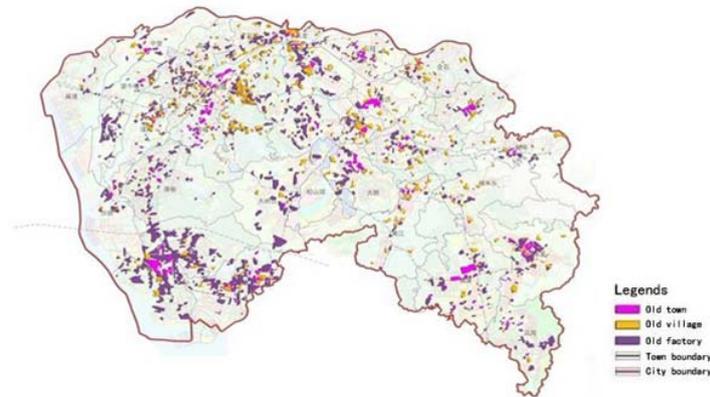


Fig.4: Types distribution of "three old transformation" in Dongguan (resource: architecture and urban planning institute of Dongguan)

Old village mainly includes urban village, hollow village in the built-up area. The old villages lack of facilities for public using and safety. There was a wide gap between old villages and urban areas on the residential environment.

4.3. Government Behavior in Collaboration

The role government plays in "san-jiu" reconstruction transfers to macro-level. First, it controls the whole city's reconstruction on the total scale by means of urban planning. Second, it gives directions for the usage of blocks after reconstructing by industrial guidance, and guides the investments by related policies.

"San-jiu" reconstruction divides into two parts: specific plan and unit plan. The strategies for "san-jiu" are generated as "total scale controlling, classified guiding, reconstructing one by one and effective implementing". Specific plan belongs to macro controlling. The provincial government of Guangdong gives every city a certain scale of land for reconstruction according to the local practical situation. And the city government organizes professionals to work out specific "san-jiu" reconstruction planning and present it to higher authorities for approval, and then put the planning to effect step by step. The annual reconstruction plan and scale are applied by towns themselves depend on different local situations. It is a bottom to top mode but not top to bottom. So the city government is only in charge of making overall plans of the whole city's reconstruction and solve vital problems. Taking Dongguan as an example, 29 towns and districts are under the jurisdiction of the city government. Humen and Changan have bigger willing to reconstruct because of the good economic development.

They each get a 16.7% and 8.1% "san-jiu" reconstruction rate of the total city while the relatively backward towns have lower rates. For example, the rate of Zhangmutou is only 1.2% (table 1). Investment also has important influences on each town's percentage of reconstruction rate.

Unit plan mainly includes specific job contents of the reconstructed block. The government will be responsible for examining technical regulations and ensuring public facilities construction of the project. Whether the reconstruction carrying out depends on the negotiation between investors and land owners, the government will not interfere.

Another change of the government is putting forward macro industrial development strategy based on the total reconstruction scale, instead of focusing on the reconstructing type of a special block. Investors can determine the site and the usage of the land depending on their situations. Different industries will benefit from different policies. It can optimize the configuration of urban resources. The government pays more attention to the growth of employment and tax after reconstruction. Selling land to enrich finance is no longer the direct and only target. For example, Dongguan divides the urban industries into 3 parts: encouraging industry, permissible

industry and forbidden industry. Encouraging industry can benefit from preferential policies such as tax relief. Permissible industry can develop as usual. Forbidden industry has no permission to develop (table II).

4.4. Behaviour of Investors and Land Owners in Collaboration

Under the guidance of the government's special planning and industrial development policies, and the protection of related institution and technology, the behaviours of investors and land owners in collaboration mainly show in detailed reconstruction project of unit planning level.

Table 1: A list of "san-jiu" reconstruction area of each town (Resource: architecture and urban planning institute of Dongguan)

No.	Name	Area of "san-jiu" reconstruction(ha)	Percentage	No.	Name	Area of "san-jiu" reconstruction(ha)	Percentage
1	Dongchen district	1210	6.6%	14	Liaobu	787	4.3%
	Nanchen district	364	2.0%	15	Dalingshan	591	3.2%
	Wanchen district	185	1.0%	16	Dalang	469	2.6%
	Wanjiang district	603	3.3%	17	Huangjiang	368	2.0%
	Total of urban area	2362	12.9%	18	Zhangmutou	225	1.2%
2	Shilong	315	1.7%	19	Fenggang	397	2.2%
3	Humen	3051	16.7%	20	Tangxia	825	4.5%
4	Zhongtang	308	1.7%	21	Xiegang	286	1.6%
5	Wangniudun	155	0.8%	22	Qingxi	801	4.4%
6	Mayong	81	0.4%	23	Changping	608	3.3%
7	Shijie	482	2.6%	24	Qiaotou	264	1.4%
8	Gaobu	223	1.2%	25	Hengli	351	1.9%
9	Hongmei	372	2.0%	26	Dongkeng	464	2.5%
10	Daojiao	478	2.6%	27	Qishi	353	1.9%
11	Houjie	648	3.5%	28	Shipai	352	1.9%
12	Shatian	317	1.7%	29	Chashan	873	4.8%
13	Changan	1484	8.1%	Total		18284	100.0%

After defining the reconstructed block and its usage, investors will entrust a third-party to complete a unit reconstruction planning for the block, and estimate the cost for reconstruction and expected yield after reconstruction. On the base of feasibility, investors will negotiate with the government about urban benefits such as expected taxes and employment to maximize the policy support.

The biggest problem of the reconstruction project is the negotiation between investors and land owners, which are both micro individuals and have direct games of benefits between each other. Government will provide the land owners social public facilities and unveil policies to protect their fundamental interests. One-time payment will no longer be effective. Land owners will pay more attention on living conditions and jobs in the future. Besides giving compensatory payment, investors need to provide a certain scale of industry lands to solve employment and the future living funds.

4.5. Changes in Urban Planning

As the work platform of collaborative urban revitalization, urban planning works as a kind of public policies as well. Compared with past experience, the changes of urban planning reflect in three aspects:

First, urban planning should strength the ability to adapt the dynamic of market economy, and improve the shortage of lacking elasticity. Second, urban planning should increase the feasibility evaluation link in the planning program, and do the economic budget of "input-output" for the blocks. For example, the reconstructing land is divided into two parts: profitable land and public land. The feasibility for the land's development is in charge of the expected benefits for the profitable land. Third, urban planning should ensure the construction of public utilities. Using part of the land to build public utilities, such as roads, schools, hospitals, green spaces and so on, with a reasonable ratio is compulsive when the reconstruction project submits to the planning bureau for approval.

Table 2: A list of industry orientation of "san-jiu" reconstruction in Dongguan (Resource: the Dongguan municipal government)

The Type of Industrial Guidance	Industry Classification
encouraging industry	information service, modern logistics industry, financial service, technical service, creative Industries, etc.
permissible industry	real estate sector, pollution free information industry, textile industry and light industry, etc.
forbidden industry	oil, gas, chemical engineering, building materials and pollution-carrying textile industry, etc.

5. Conclusion

Urban revitalization should be aimed at the development of economy and society, based on institutional guarantee, and to get a win-win result for the three sides. All along, Chinese urban construction has been taken in a "top to bottom" background. Collaborative urban revitalization challenges the government's role changing and management behaviour greatly. Other Chinese cities can learn from "San-jiu" reconstruction in Guangdong province."Collaboration" reflects more in balance between stakeholders. Chinese collaborative urban revitalization needs further exploration and summary in the future specific practice.

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