

城市中国

URBAN WISDOM ADVANCING WITH CHINA

75

中国国家公园进行时 从旅游依赖到规划覆盖

NATIONAL PARK IN PROGRESS FROM TOURISM-ORIENTED TO PLANNING-LED

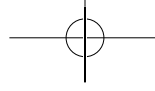
RMB 40.00 HKD 60.00 EUR 15.00

USD 20.00 GBP 12.00

ISSN 1009-7163 CN11-4557/GO



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存量规划中的生态文明落实

THE IMPLEMENTATION OF ECOLOGICAL CIVILIZATION IN INVENTORY PLANNING

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改革开放以来，中国形成了土地滚动开发，以地生财的粗放型发展思路，造就了中国式土地开发模式。此间，工业化与城市化相伴前行，城市化既是工业化的结果，又是人类历史向更文明的方向发展的重要标志。“中国奇迹”和“中国式造城”成为中国30年来社会经济发展的高度概括，分别对应工业化发展和经济上的崛起，以及快速的城市化进程。此阶段中，以土地作为背书，以资源环境为代价，某种意义上是牺牲了农村，成就了城市发展的奇迹，加剧了城乡二元的结构形式，给目前的存量规划带了诸多挑战。合理的规划是最有效的低碳生态。“五位一体”要求下，城市规划的方向在于竞争、宜居、传承、创新。未来的生态规划重在定量，建立量化标准，并且探索如何使生态指标转变为控规的附加图，得到真正的落实。

“中国奇迹”的后遗症”

PROBLEMS CAUSED BY RAPID DEVELOPMENT

改革开放以来，“中国奇迹”和“中国式造城”成为中国经济发展和城市建设的代名词，特点明显，遗留的问题也颇多。一是时间短。在短短的30多年的时间，农业社会向工业社会转型，出现了许多问题，尤其是城市二元的弥合来不及处理。二是数量大。短时间内，新城遍地开花，建设任务重，数量大，造就了粗放型发展建设占绝比例。三是政府主导。政府对城市发展有明确的导向。早期以开发新城为重要标志，新世纪以来逐渐提出城乡统筹，最近才开始关注美丽乡村。政府主导以城市为重点的时候，恰恰是城乡二元结构最为严重的时候。长期以来，城市一直被认为是各种企业特别是民营企业成长发展的天堂。今后需要探索如何形成一种政府主导多元投入的格局，来推动解决乡村建设问题的综合方式。四是市场参与。“中国奇迹”的城市建设开发大部分还是靠房产商推动，商品市场向农村进军，商业住宅市场化运营，全过程已经非常职业化。但是市场追求的是经济

效益，对公共利益和城乡社会问题关注较少。未来在政府主导的前提下，如何运用市场经济杠杆使民营企业成为“美丽乡村”的生力军将成为一个重要课题。

目前中国的城镇化率将近55%，已经完成了城镇化建设的初步指标，到了需要回过头来考虑过往发展中遗留问题的时候了，特别是新城旧城问题、城乡问题。因此现阶段中国的存量发展具有迫切性，但是以地生财的开发模式留下的这些后遗症，给存量发展带来很多挑战。一是存量发展中环境压力增大，资源环境约束越来越扩大。二是经济发展与社会进步的不平等越来越突出。经济崛起的同时，没有很好地兼顾教育、医疗、老龄、环境等社会问题。三是融入全球化发展，需要全球价值观的确立。“十八大”提出生态文明建设，向全世界表明了中国的全球价值观。四是新老城区的不平衡。过去的发展重新城不顾老城，以地生财滚动模式在新城比较容易，但不适合老城。然而过去的旧城改造，还是以经济测算为主，推平重建，拉高容积率，某种意义上，这是新城的变体。但这对老城的历史文化护是毁灭性的破

坏。现在城市发展已经站在存量规划的新起点上，不能再以旧城改造的方式对待，应该认识到老城是文化的根，虽然破旧，但有文化的底蕴，有市民的记忆。存量发展需要活力再生和有机更新的方法。因此，对于资源保护和开发的平衡，存量发展的策略也发生了明显的改变：一是全球化价值观的确定使发展由粗放向集约转变；二是改革进入深水区，生产成本整体上行，经济发展告别低成本时代；三是加大了对生态环境的重视，重视低碳、环保和可持续发展，强调城市与自然的和谐共生；四是保护性开发老城，同时解决去库存的压力；五是老城存在明显的发展不平衡，有的需要退二进三，有的需要活力再生，有的需要历史文化保护，有的地方还没分享到改革开放的真正成果，存量规划要根据具体需要而定；六是高度重视本土文化和历史文脉传承。

强调城市与自然共生共创

EMPHASIS ON URBAN AND NATURAL ENVIRONMENT TO PROMOTE HARMONY

伴随粗放式的经济发展，过去的城市规划实践产生了许多生态问题和后遗症。这里所指的生态应该包括自然生态、人文生态和社会生态。首先是对自然环境的物质性破坏和污染，造成食物链和食物网被干扰，进而破坏了生态系统的平衡。目前已经采取了“退耕还林”、“退牧还草”等修复措施，但生态系统的恢复需要比较漫长的过程。其次是对文化的破坏。乡村、城中村是文化传承的载体，但随着增量扩张和旧城改造而逐渐消失，乡规民约和风俗民情也随之消失，导致传统文化被割裂。再者就是对城市肌理的破坏。急速扩张的城市很快地用摩天大楼将村庄环绕，之后稠密的“城中村”肌理因旧城改造被僵硬的摩天大楼所吞噬。原来的里弄式低层高密度重建为高层低密度，变成了柯布西埃式的大高层、大绿地，街坊邻里被货币化安置而分散到城市的不同区域，原有的社会体系被打乱，社会生态被破坏。

目下的存量规划，首先需要修复已经被破坏的自然环境，尤其是滨水环境的生态修复，要将被工业厂房等建筑占领的滨水空间还给自然，面向公众开放。面对大量的棕地改造，要树立创造人文化自然的理念。其次是考虑如何修复旧城改造拆迁后遭到破坏的社会生态，以及在新的安置区如何建构起新的社会生态。再就是考虑在保护城市肌理的同时，挖掘、复建、显化和传承城市文明。另外就是功能置换和城市再生，老旧建筑空间都面临着新活力的注入，在“退二进三”过程中，不仅要考虑对原有空间记忆的传承，即保持“二”的历史，注入“三”的活力，还要协调好在地利益相关者的共同参与，采取渐进式、内生式的有机更新。

“五位一体”要求下，由于资源环境的约束，存量发展需要在落实生态文明的前提下实现经济增长，追求的是经济发展与资源保护的平衡，尤其强调城市、人与自然的共生共创，强调山水环境的保护，进而划定生态红线；关注“三农”问题，保护基本农田，划定永久基本农田，并且考虑农业景观的利用和城乡互动；同时强调政府主导转向市场主导和公众参与，并且将重点由国际市场转向国内市场，强调国内消费的拉动和供给侧的改革，城市更新要提供更多的消费空间和活力空间；产业结构需要由工业化为主导转向服务业为主导，在提供消费空间、商业空间的同时，还强调大众创新、万众创业。

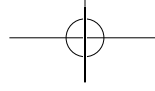
生态规划以定量为主

ECOLOGICAL PLANNING SHOULD TAKE THE QUANTITATIVE METHOD AS MAIN

合理的规划是最有效的低碳生态。组织好交通，可以更方便公交出行和步行；组织好城市功能，可以使城市生活更便捷。因此做好功能混合复合，就是高效低碳。我在上海南桥新城规划设计中提出了城市规划的九大策略，强调在规划过程中直接解决生态环保可持续的问题，现在南桥新城成为上海低碳生态宜居的典范。在郑州航空港经济区的规划及最近的项目中，关注以规划的方法落实城市与自然的和谐，首先划定生态安全红线，在总体层面建立人与自然共生共创的安全格局，引用海绵公园的概念，组织外围水系和内部水系，分析水面宽度、生态效益，集聚自然植被生长，以增加碳汇和渗水能力。贵阳双龙航空港经济区总体规划中针对城市缺水问题，提出了九项生态因子分析，包括土地适宜性分析、土地承载力分析及水资源承载力分析，尽可能的保护山水，形成山水格局，在充分尊重自然的前提下，采取不破坏整体生态安全格局的开发建设，实现城市与自然的和谐。

存量规划中落实生态文明，强调的是精准，所以需要定性描述和定量分析相结合。而在具体的生态规划中要考虑以定量为主，建立量化标准。首先要对标国外生态指标体系标准、行业标准，还要对标一系列先进的生态低碳标准，比如国际绿色建筑评价标准在国际影响最为广泛的有美国LEED、英国BREEAM、德国DGNB和法国HQE，还有中国生态城区的一些标准。比如陈家镇国际实验生态社区规划项目，包括传统规划的活力街道、生态廊道、高效符合、多元风貌等多项内容。规划设计中我们探索建立了一套标准，包括总标准和分解标准，最后落实到控规的附加图则，写入土地出让条件。目前国内还没有把它作为附加图则实施，我们也在探索如何使其转变为控规的附加图则。在新建项目中真正落实低碳生态相关指标，也是一个生态规划新的方向。除指标系统之外，生态规划还需要在单体项目中全面应用新技术，比方分布式能源、能源中心、太阳能、光伏、水源热工、“三联供”、绿色屋顶绿化、海绵城市、雨水收集及中水利用等新技术。定碳汇，建立碳交易平台，这些都是定量的方法。未来的生态规划将更加精准，不只是定性的名词，重要的是定量落实。

“五位一体”是有机的共生网络关系、现代化的标志以及全球化价值观的重要标志。其涵义概括起来即竞争、宜居、传承、创新八个字。城市发展必然依托经济的繁荣，经济发展必然依靠产业发展的推动，所以城市规划要特别强调产业，强调产城融合，选择适宜的产业，错位发展。强调城市宜居性，本身就是生态环境、医疗、教育、交通、空气质量等宜居条件的竞争比较。城市发展需要传承历史文脉，以创新提升竞争力，驱动城市活力。“五位一体”中，经济建设指产业发展，是物质基础，也是根本；政治建设在城市规划上是指落实民主民生，牵涉到公平正义，尤其是公共服务的均等化；文化建设牵涉到传承，即物质和精神两方面协调；社会建设主要反映在民生的改善，比如彭浦区“美丽家园”建设，改变棚户区公共服务，提升老旧公房宜居性，关注老龄化、农民工、退休人群及再就业等问题；生态文明建设便是现在的美丽中国的重点，包括优化国土空间，划定生态红线，资源节约集约，自然环境保护，空间治理与顶层设计等综合提升。●



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Not Merely Tourism and Nature Understanding Urbanization and the Profession from the 'Opposition'

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In 1872, Yellowstone is designated as the first National Park in the world, and then, the National Park Service (NPS), an agency of the United States federal government, was created in 1916. This idea of national park inspired the world. After WWII almost all countries has built their own national park system with various regional characteristics. Chinese government talking about this issue in legislative level, has been 100 years later, and even later than the local academic sphere around 10 years. Most of the time, national park in China is simply recognized as national scenic spots which was systematized in 1986. Apart from the State Council, different governmental bodies bear their own evaluating standards and regulations, also, interests. 'Heritage', 'scenic spot', 'abandoned mine', 'tree farm', many terms change their original names to 'national park', coming out in current years under different management systems. Can it be called manage? Tourism industry for urbanization and economic growth becomes the ONLY pursuit, or aim, of founding national park, covering up the essence of national park - conservation, eco-recovering, scientific research, and education etc.

Not Merely 'What is NOT A National Park'

This issue has no mean to evolve to the chaos in discussing 'What is NOT A National Park' after 2013. We explore the original meaning of this term, to answer the question why national park has been built, what it has offered to the society. And then we want to break the myth of 'American perfect sample', to investigate how this idea was adopted by other countries which has different aesthetics, historical backgrounds, social structures and developing needs.

National forest park, national mine park, national geo-park, national marsh park...people argue that those terms are 'not national park' and trying to build a 'real national park of China' in American standard. This is not simply xenophilia, even not unsatisfying the weakness of the old Soviet scenic spot - reserve system, but contenting voice of developing tourism industry and get more political support in name of sustainable development. National park meets threats of tourism booming in many countries, should China still advocating this 'green' industry, despite the real reason of

'slow' development is decaying of other industries and the difficulty of transformation?

Moreover, we also need to think about how scenic spots change to be more natural, more out of the traditional elite aesthetics, and more public, when eco-friendly development become a national cognition. How to evaluate different types of 'nature'? How different systems interact? How nature evolve in urban growth control? What is the public meaning of nature to the nation?

Nature does not merely have economic realizable value, and it is not the opposition of urban and rural either. In fact, only Urban-Rural Planning Law is able to define and integrate various means and uses of land in China, but this law still far from perfect. In spring of 2016 we hope such an issue could aware urban planners extending vision to 'the wild', as urban space is not the only important land-use form of the territory.

The Power of Voice

Tragedy of the commons, it is not only an exact term to describe urban issues, but also natural resources. Urban and Rural Planning Law, Environment Protection Law, Forest Conservation Law, Water Source Law, Land Management Law, all of them clarify the regulation of ecological reservation. However none of them is able to limit other bureaus, even the law giver's sack from nature by enclosing national parks. Selling expensive tickets instead of developing basic infrastructure to attract tourists is the simplest and fastest way of rising governmental income for all stakeholders - of course in early years infrastructure is like a black hole that absorbing much tax but refunding nothing thus nobody likes long-term development. In that case, some areas with outstanding natural beauty is obviously divided and managed by several bureaus with overlapped or conflicted regulations, at the same time. Everybody is responsible for ticket, but nobody will be responsible for eco-system fragmentation. Under this condition, who hold the permission of founding national park will monopoly all benefits.

Apart from bureaucratic game, another competition is about the power of voice - the profession of tourism management wants more. This profession in China is divided from geography in 1990s, however it develops

to another direction, even not about management. Some 'researchers' start to intervene the field of economy as well as urban and rural planning. By using the weakness of landscape architecture and ecology, tourism industry brag about the unique and wonderful positive influence on economic growth after 2008 the world financial crisis. But how those 'supervisors' change the local community and protect the nature? Boardwalk and fake traditional towns.

It is not only vulgarization of the profession of tourism management, but also the failure of urban and regional planning, the failure of landscape architecture, the failure of geography and many historic science branches. We hope to aware urban and regional planners face up to the management blindness of nature which is surrounding the urban and rural areas. And, to upgrade the planning laws - including both artificial and relict nature - is the responsibility of urban and regional planners.

Urbanization in 'Eco' Era

Questions to national park are always about 'can it be played', 'how it to be played' and 'is it interesting' in China. This issue hopes to raise awareness not only of the public, but also the related professions. National park is not only about tourism development and nature conservation, thus we try to extend this topic to the relationship between artificial and natural spaces. This extension will not follow the traditional 'human-nature unification', we hope to bring some modern visions into this issue.

Sustainable development has been talked thousands of times, and it is the right time to explore the methods of realization. The rise of middle class, more choices in recreation, and the economic threshold of public participation, macroscopic atmosphere calls transformation of vision. Let's talk about new methods of urbanization, effective management and governance, low-impact development, rebuilding of local society, big data in statics, delicate governance, transformation of traditional agriculture, disaster control... National park is about planning, about social science, about economy, about real tourism management, it is an integrated topic welcoming multi-profession to contribute.



In 1916, a portfolio of nine major parks was published to generate interest. Printed on each brochure was a map showing the parks and principal railroad connections. Source/ Wikipedia

Back to the Essence from Legislation How Chinese National Park Comes Real

Text/DONG Guanzhi Edit/DING Xinyi(UCRC)

The first national park was founded in the U.S. In 1872. As the system relatively balances protection and use effectively, many countries has adopted it, and the definition as well as standard has been world-widely recognized and followed. In 2013, 'national park' appeared in Chinese highest regulative document, however similar definition has been applied in quite an early age. National Scenic Spot, which has been systematically legalized in 1982, was defined as 'equal to national park in foreign-system'. This system is managed by Ministry of Housing and Urban-Rural Development thus many complaint is from the argue that if a ministry is able to be a representative of a nation.

Bureaucratic Game

In the name of 'nation', the management of all kinds of national park in China falls to the tragedy of commons - where there is benefit there is scrambling, there there is no benefit there is neglect. Related bureaus scramble for social resources, voice and financial benefits, dividing public space to their own power system by using the uncomplimentary of laws. A region

with outstanding natural beauty may be managed by more than three departments with conflict regulations. Many natural resources are wasted or destroyed. If all laws of urban and regional planning, environmental protection, forest conservation, water resource conservation, as well as territorial management, the founding of a new 'national park law' will be able to do nothing to nature either. If the current value orientation hasn't been transformed, the new term of national park would definitely be misused into scrambling political and financial support from central government. We must clarify responsibilities and rights of different bureaus under current legislation system before the founding of national park.

Legislation Encourages Awareness

Law is the foundation of modern contract spirit, and also the foundation of a modern country. China is not lack of laws about national park, but lack of awareness law-abiding. Thus governance is always going beyond the laws. There is no lack of discussion about national park, but the vision of respect is seldom to see. People are fund of raising new ideas and excuses of 'selling

nature', but it is not match our political position in the world. Our culture and value should be upgraded.

In that case, national park should not follow a top-down model of founding. We should not just wait the permission and financial support, and start building at the same date. We need to respect the law first, encouraging awareness of respecting the laws, and upgrading the current legislation system as well as the regulations so that they are able to protect activities of conservation and construction. Otherwise national park will be simply a mistake to cover the older mistakes.

Tourism Needs Cooling Down

Tourism industry in China goes too far. It has been exaggerated as the final and perfect solution of economic growth and starts to destroy the current economic structure and conservation of traditional culture. People over-estimate the data of the soaring employment by ignoring tourism has seasonal tide, people boasting how tourism frees traditional village while new fake towns standing on the ruins of the history. Biological species including ethnic minority groups are to attract