

Disclaimer:

The views expressed in this document are those of the author, and do not necessarily reflect the views and policies of the Asian Development Bank (ADB), its Board of Directors, or the governments they represent. ADB does not guarantee the accuracy of the data included in this document, and accept no responsibility for any consequence of their use. By making any designation or reference to a particular territory or geographical area, or by using the term “country” in this document, ADB does not intend to make any judgments as to the legal or other status of any territory or area.



城市总体规划、镇总体规划和乡村规划

张娟 Zhang Juan



中国城市规划设计研究院
CHINA ACADEMY OF URBAN PLANNING & DESIGN



Contents

Part 1 City Comprehensive Planning

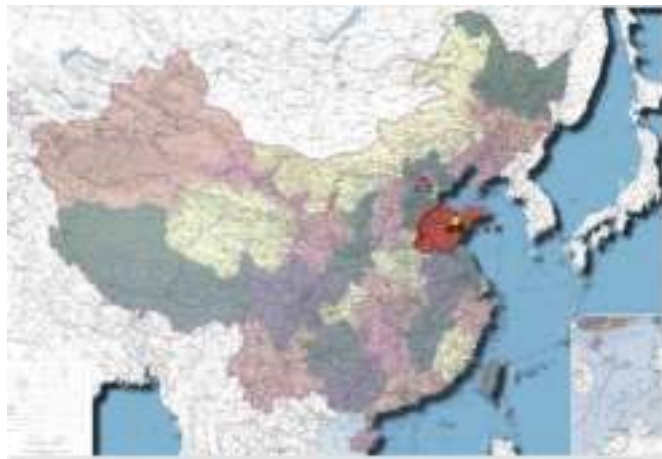
Part 2 Town Comprehensive Planning

Part 3 Rural Planning & Construction

1

Urban Comprehensive Planning

Anqiu (County-level City)

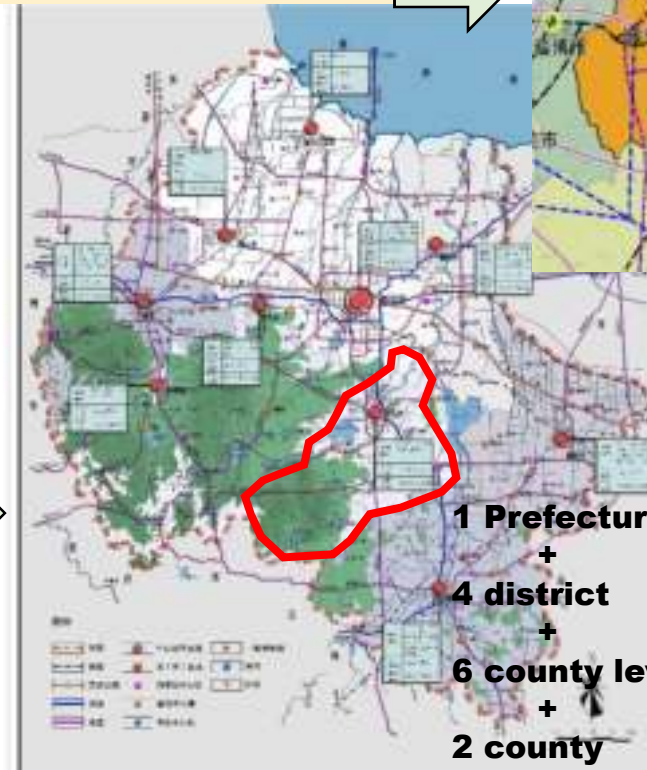


China

Shandong Province

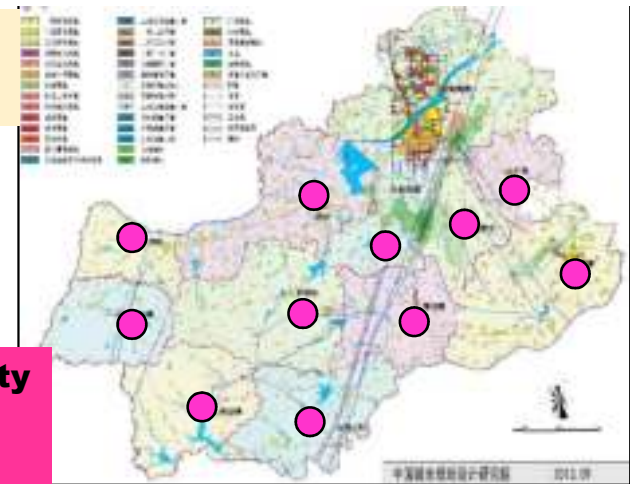


Weifang (Prefecture-level City)



1 Prefecture-level City
+
4 district
+
6 county level city
+
2 county

1 central city
+
11 towns

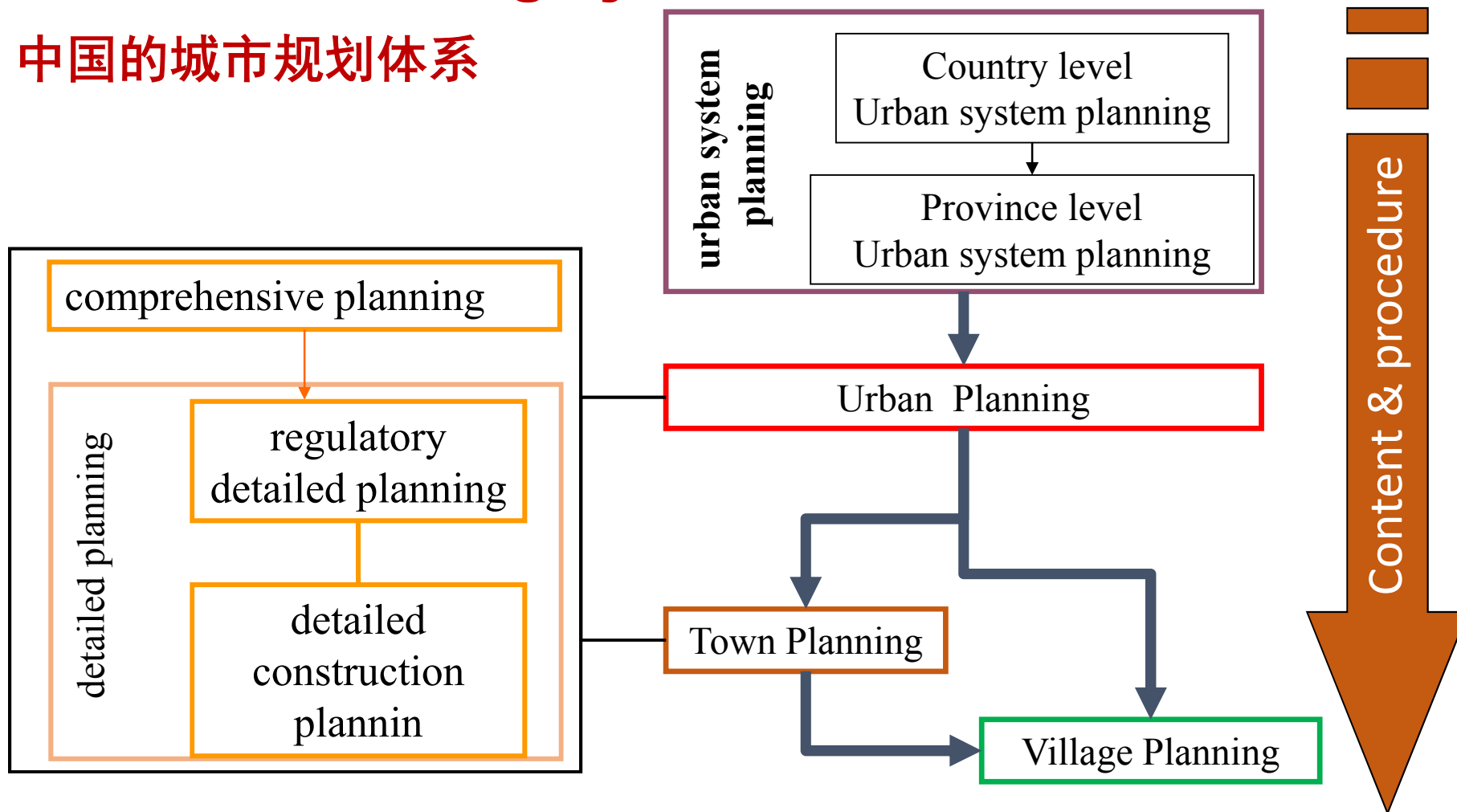


1

Urban Comprehensive Planning City Comprehensive Planning

1.1 Urban Planning System in China

中国的城市规划体系



体现了一级政府、一级规划、一级事权的规划编制要求

Executive level ↔ **Urban Planning** ↔ **Administrative Right**

1.2 Status and Role of UCP

- **UCP is overall, comprehensive, strategic planning to guide city development and construction.**

是引导城市发展建设的全局性、综合性、战略性规划。

- **For local government, UPC is vital public policies to regulate spacial resources utilization, to optimize space arrangement, to guide urban-rural construction, to safeguard public interests and public security.**

是城市人民政府合理调控空间资源、优化空间布局、指导城乡建设、保障公共利益和公共安全的重要公共政策。

- **UCP should be on the basis of “National Urban System Planning”, “Provincial Urban System Planning”, and “National Economy and Social Development Planning”, and be coordinated with “General plans for land use”.**

编制城市总体规划，应当以全国城镇体系规划、省域城镇体系规划，以及国民经济和社会发展规划为依据，与土地利用总体规划相衔接。

- **Approved UCP, should be the statutory basis of district planning, sectoral planning, interim construction planning, detail planning, planning implementation and supervision.**

依法批准的城市总体规划，是编制相关专项规划、分区规划、近期建设规划、详细规划和实施规划管理的法定依据。

1.3 Merit and Basis of CCP

城市总体规划编制的基本依据

■ Laws /Regulations/Standards

- (1) 《Urban-rural Planning Law》 ;
- (2) 《Land Administration Law of PRC》 ;
- (3) 《Environmental Protection Law of PRC》 ;
- (4) 《Urban Real Estate Management Law of PRC 》 ;
- (5) 《Water Law of the People's Republic of China》 ;
- (6) 《China's Cultural Relics Protection Law》 ;
- (7) 《Regulations on Protection of Famous Historical and Cultural Cities Towns and Villages 》 ;
- (8) 《Scenic Area Regulations》 ;
- (9) Others

■ Related Regulations and Standards

- (10) 《Urban planning-making method》 (Released by MHURD) ;
- (11) 《Implementing Rules of Urban planning-making method》 (Released by MHURD) ;



1.4 与规划编制相配套的技术标准规范

- (1) 《**The urban land classification and planning construction land Standards**》 (GB50137-2011, implemented from 2012)
- 《**The Standard of Urban Planning Basic Data Collection**》 (GB/T50831-2012, implemented from 2012)
- (2) 《**The Standard of Urban Residential Areas Planning & Design**》 (GB 50180—93 (2002 Version))
- (3) 《**The Standard of design of urban road traffic**》 (GB50220-95), 1995 Version)
- (4) 《**The Code of planning and designing of urban road greening**》 (CJJ75-97)
- (5) 《**The code for planning of urban water supply and drainage engineering**》 (1998年8月)
- (6) 《**Standard for basic terminology of urban planning; Standard for Basic Terminology**》 (1998年8月)

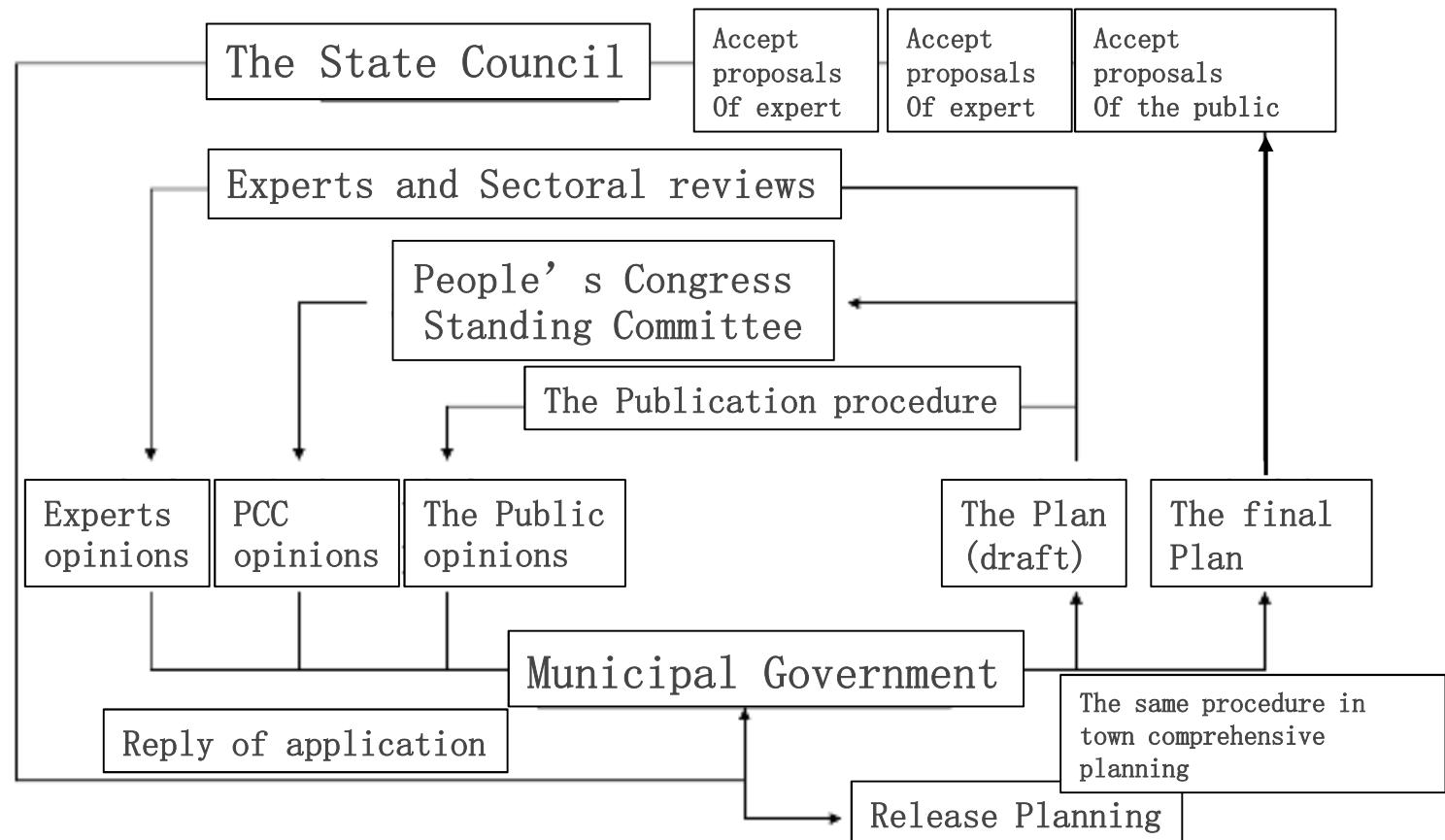
城市总体规划

1.5 Organizational Procedure for Comprehensive Planning

- Based on Urban and Rural Planning Law of the People's Republic of China Article 14, people's government of the city is responsible for organizing comprehensive planning establishment. The government should insist on planning principals of "government organizing, experts directing, department cooperating, public participating, and scientific decision-making" during the planning process. Under the united leadership of the government and directed by the department of urban and rural planning, the plan shall be constituted jointly by the related departments such as department of territorial resources, department of civil infrastructures, and environmental protection agencies

1.5 规划编制的组织程序

- 根据《城乡规划法》第十四条的规定，城市人民政府负责组织编制城市总体规划。城市人民政府在组织编制城市总体规划的过程中，要坚持“政府组织、专家领衔、部门合作、公众参与、科学决策”的规划编制组织原则，在政府的统一领导下，由城乡规划主管部门牵头组织发展改革部门、国土资源管理部门以及基础设施、生态环境保护等相关部门，共同编制。



1.6 城市总体规划的主要内容

■ 《Urban and Rural Planning Law of the People's Republic of China》 Article 17:

- **The overall planning of a city or town shall include: the overall arrangement for the development of the city or town, functional zones, land use layout, comprehensive traffic system, regions prohibited, restricted from or appropriate for construction and various kinds of special planning, etc.**

城市总体规划、镇总体规划的内容应当包括：城市、镇的发展布局，功能分区，用地布局，综合交通体系，禁止、限制和适宜建设的地域范围，各类专项规划等。

- **The following contents shall be included in the overall planning of a city or town as mandatory contents: coverage of the planning area, scale of the land used for the construction of the planning area, land used for infrastructure and public service facilities, water head sites and water system, basic farmland, and land used for afforestation, environmental protection, protection of natural and historical cultural heritages, and disaster prevention and alleviation, etc.**

规划区范围、规划区内建设用地规模、基础设施和公共服务设施用地、水源地和水系、基本农田和绿化用地、环境保护、自然与历史文化遗产保护以及防灾减灾等内容，应当作为城市总体规划、镇总体规划的强制性内容。

1.6 城市总体规划的主要内容

- **Two major phases of work: “master plan outline” and “final planning”**
- **In the phase of outline plan, vital issues concerning urban development and construction must be studied. Review comments should be the basis of the final planning proposal.**

规划纲要阶段应当对涉及城市发展建设的重大问题开展研究，《纲要》经技术审查后应作为编制规划成果的依据。

- **Three spatial levels**
 - **Scope of administrative authority**
 - **planning area**
 - **Central city**



1

Urban Comprehensive Planning 城市总体规划

1.6 Major Contents of Urban Comprehensive Planning in China

城市总体规划的主要内容

■ Mandatory Contents

强制性内容

- coverage of the planning area

城市规划区范围

- **Constrained development regions within the city area, including basic farmland, famous scenic sites, wetland, water head sites and other ecological sensitive areas, and underground mineral resource distribution areas.**

市域内应当控制开发的地域。包括基本农田、风景名胜區、湿地、水源保护区等生态敏感区，地下矿产资源分布地区。

- **Urban land used for construction, including scale of the land used for the construction of the planning area within the planning period, administrative areas for land usage intensity management and its regulatory indexes (including scale of the land used, floor area ratio, and population capacity, etc.); detailed arrangement of all types of urban greenbelt; and arrangement of urban underground space development .**

(三) 城市建设用地。包括：规划期限内城市建设用地的发展规模，土地使用强度管制区划和相应的控制指标（建设用地面积、容积率、人口容量等）；城市各类绿地的具体布局；城市地下空间开发布局。

- **Urban infrastructures and public service facilities, including network of urban arterial system; transportation hub arrangement, urban water head sites and its protection area, and other significant urban infrastructures; and major public service arrangement of culture, education, sanitation, and sports, etc.**

(四) 城市基础设施和公共服务设施。包括：城市干道系统网络、城市轨道交通网络、交通枢纽布局；城市水源地及其保护区范围和其他重大市政基础设施；文化、教育、卫生、体育等方面主要公共服务设施的布局。

- **Historical cultural heritages protection, including detailed regulatory indexes and regulations of historical culture protection; historical and cultural streets and districts, historic buildings, and detailed significant historical heritage burial sites**

(五) 城市历史文化遗产保护。包括：历史文化保护的具体控制指标和规定；历史文化街区、历史建筑、重要地下文物埋藏区的具体位置和界限。

- **Ecological and environmental protection and construction objectives, including pollution control and its management procedures.**

(六) 生态环境保护与建设目标，污染控制与治理措施。

- **Urban disaster prevention and alleviation project, including urban flood control regulations, flood levees direction; earthquake prevention and fire control passages; civil air defense infrastructure arrangement; and geological hazard prevention regulation.**

(七) 城市防灾工程。包括：城市防洪标准、防洪堤走向、城市抗震与消防疏散通道、城市人防设施布局、地质灾害防治规定。

1.7 Different levels of governments concerning different issues

不同层级政府关注不同内容

- **Comprehensive planning is approved by higher authorities, but the exercise of the plan primarily remains at the municipal level.**

Contents Classification	General Description	Detailed Contents	Approval Body
Implementation of macroscopic control and regional coordination	Realizing objectives of higher level of planning and coordinating relation with neighboring cities	City orientation, scale of the land used of the construction, coordination of administrative boundary, regional infrastructures arrangement, and ecological space protection, etc.	Higher authority
Ensuring urban safety and urban operation	Concerning urban resource baseline, safe operation (including ecological and public safety, etc.), and welfare of the people, etc.	Energy saving\protection and utilization, special regulation, arrangement of public affairs and public services, transportation, historical culture protection, greenbelt system, ecological development and environmental protection, public infrastructures, disaster and risk mitigation, and spatial characteristics, etc.	People's government at the same level
Demand of urban development	Processes during urban development that are being directed by market force, thus being volatile	Industrial development guideline, population size, land used for commercial service infrastructures, industrial land, land used for logistics and storage, and land for commercial residential development, etc.	City government

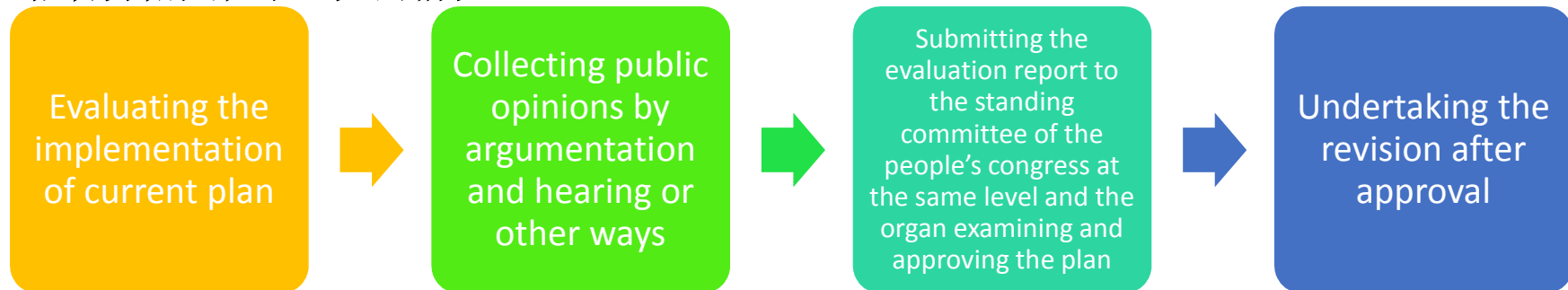
Source: *Report of Developing Comprehensive Planning and Innovation Research*. Topic 1. Jiangsu Province Housing and Construction Office

1.8 Revising Comprehensive planning – Process

城市总体规划的修改:程序

- The organ establishing a provincial urban system planning, urban or town comprehensive planning shall organize the related departments and experts to evaluate the implementation of the planning on a regular basis and collect public opinions by argumentation, hearing or other ways. The organ shall submit an evaluation report attached with the collected opinions to the standing committee of the people's congress at the same level, the people's congress of the town and the organ examining and approving the planning.**

省域城镇体系规划、城市总体规划、镇总体规划的组织编制机关，应当组织有关部门和专家定期对规划实施情况进行评估，并采取论证会、听证会或者其他方式征求公众意见。组织编制机关应当向本级人民代表大会常务委员会、镇人民代表大会和原审批机关提出评估报告并附具征求意见的情况。



1.8 Revising Comprehensive planning – Conditions

城市总体规划的修改: 条件

- Under any of the following circumstances, the organ establishing the planning may modify the provincial urban system planning, the city overall planning or the town overall planning within its power limits and in accordance with the prescribed procedure:
 1. Changes in the urban and rural planning established by the people's government at a higher level require to modify the planning
 2. Adjustment of administrative divisions requires to modify the planning
 3. A significant construction project approved by the State Council requires to modify the planning
 4. The modification is necessary upon evaluation; and
 5. Other circumstances under which the modification is necessary as deemed by the organ examining and approving the urban and rural planning.

有下列情形之一的，组织编制机关方可按照规定的权限和程序修改省域城镇体系规划、城市总体规划、镇总体规划：

- (一) 上级人民政府制定的城乡规划发生变更，提出修改规划要求的；
- (二) 行政区划调整确需修改规划的；
- (三) 因国务院批准重大建设工程确需修改规划的；
- (四) 经评估确需修改规划的；
- (五) 城乡规划的审批机关认为应当修改规划的其他情形。

Case1 Comprehensive Planning for Guilin Planning for Watershed and Scenery Protection

Planning Period

Planning Period: 2013-2020

Short term planning: 2013-2015

Long term planning: 2016~2020

Planning result (规划远景): 2030

Concurrently Developing Historical
City Conservation Planning for Guilin

■ Central Committee and the State Council made the strategic decision for Guilin as the National Tourism Comprehensive Reform Pilot Area in 2010

2010年，国务院作出建设桂林“国家旅游综合改革试验区”的战略决策

■ The plan is based on the concept of “landscape environment” to accommodate objectives such as “landscape resources protection, landscape culture heritage, and landscape city innovation”. Thus, it helps to realize protecting the Lijiang River, developing city in westwards, and developing tourist industry. The plan also strives to solve spatial constraints of development, inappropriate spatial arrangement for industries, and gap between urban and rural development. It helps to carry out the characteristic of landscape city, which is “urban in the scenery, scenery in the urban, and synergy of urban and scenery”.

以“山水环境观”为规划编制基本出发点，达到“保护山水资源、传承山水文化、创新山水城市”的目的，力求实现保护漓江、城市向西、拓展旅游业的发展目标；努力解决现状发展空间受限、产业空间配置不当、城乡发展差距等重点问题；突出展现“城在景中、景在城中、城景交融”的山水生态城市的特色。

1

城市（镇、村）总体规划 城市总体规划

Case1 Comprehensive Planning for Guilin Planning for Watershed and Scenery Protection

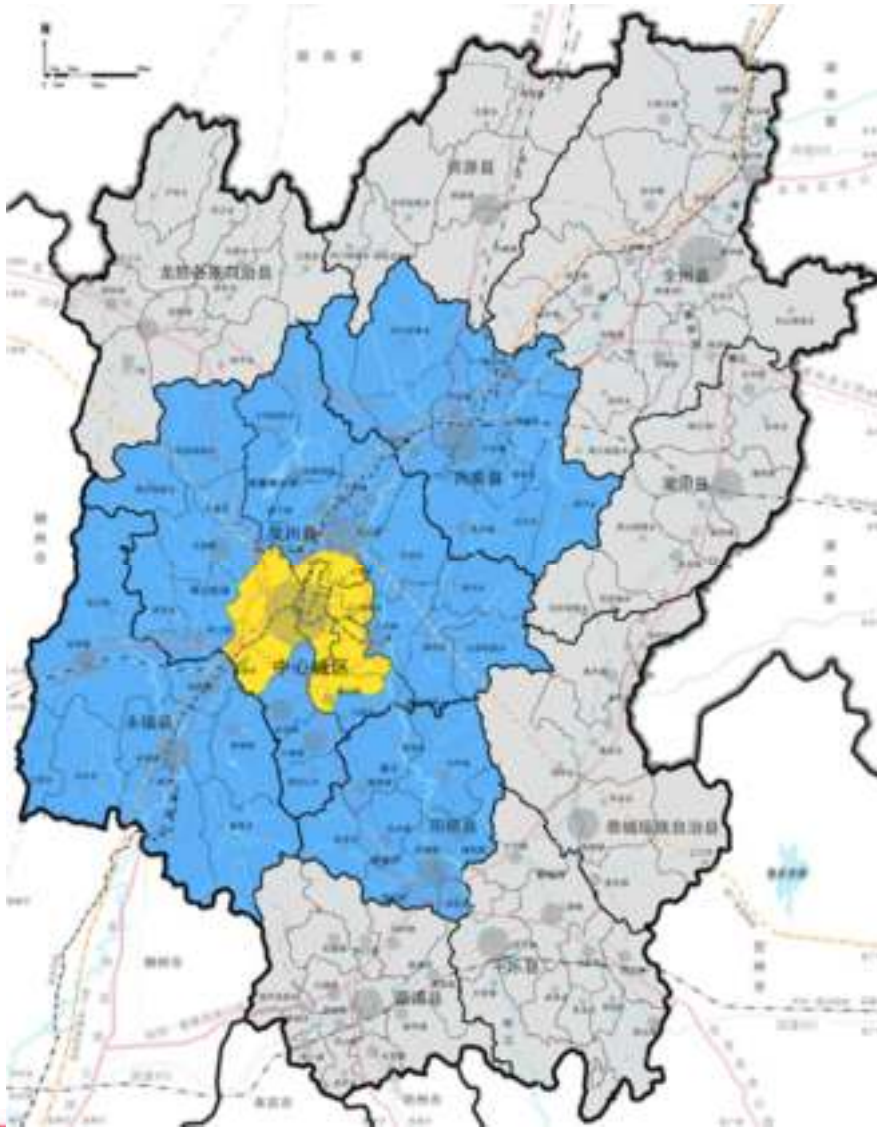
Planning development is categorized in three parts, **city-wide**, **planning area**, and **central city area**.

City Wide (Plan for Historical City Protection)

Planning area

Two-Watershed: Lijiang River (protection objectives) VS. Luoqing River

Central City Area (Plan for Historical City Protection)



中国城市规划设计研究院
CHINA ACADEMY OF URBAN PLANNING & DESIGN



■ Planning Phase and Area

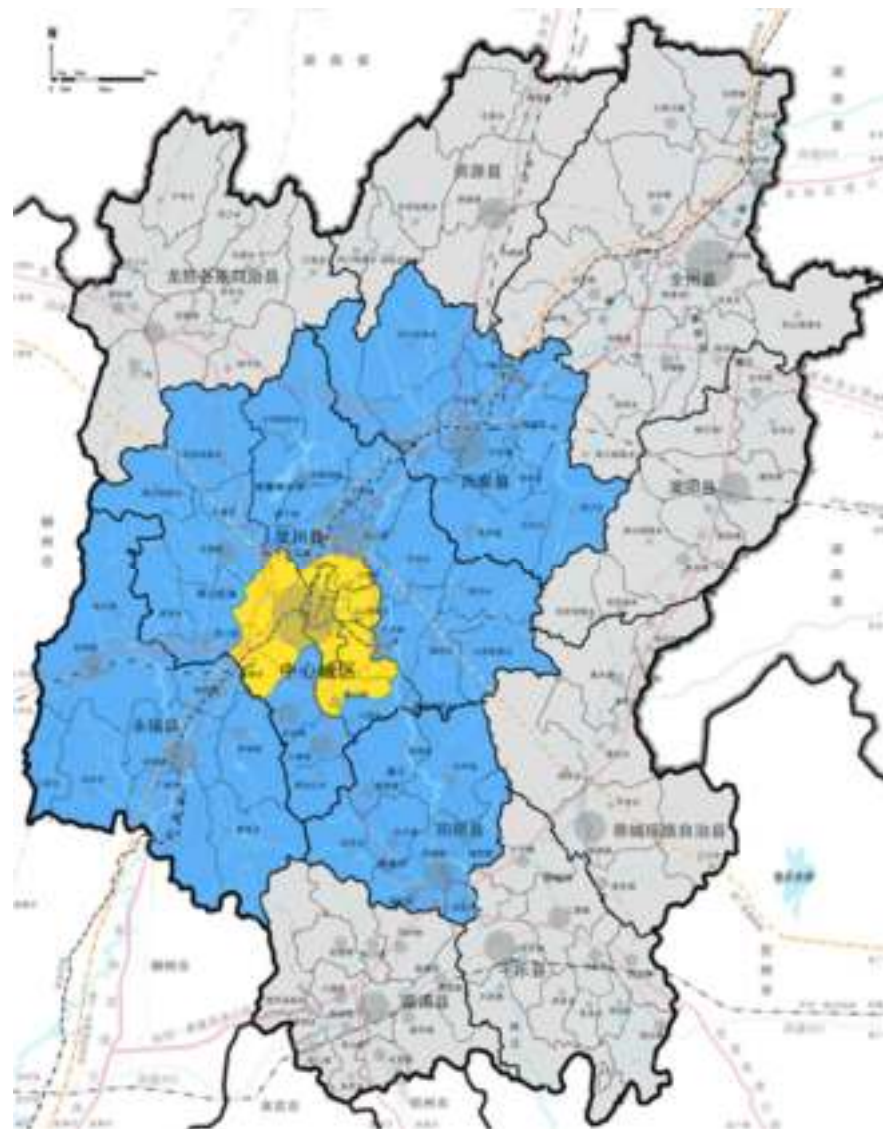
规划层次与范围

City-Wide Phase

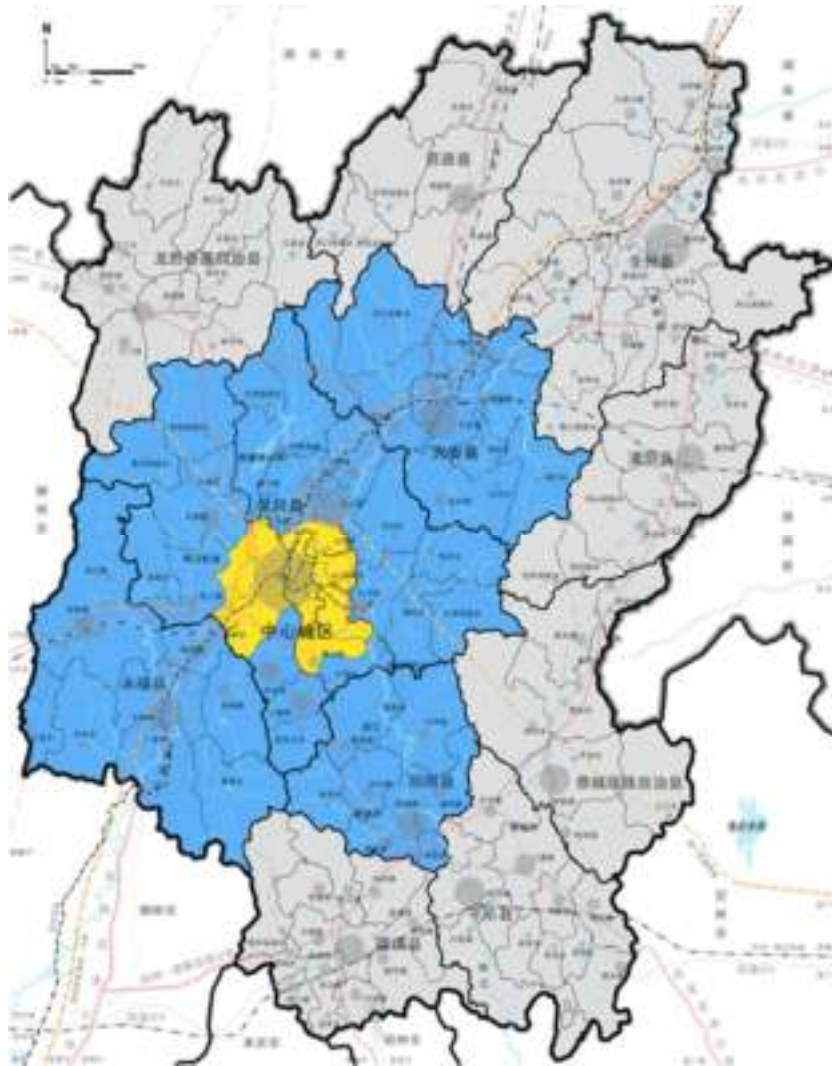
- Realize integrated, equal, and differential development in urban and rural areas
- Realize city-wide natural and cultural resources protection and development plan; appropriately develop tourism industry
- Coordinate regional arrangement and constriction of public infrastructures

市域层次：

- 实现城乡统筹与公平、差异化发展
- 实现市域内自然与人文资源的保护与利用规划，合理发展旅游业
- 协调区域性基础设施的布局与建设



■ Planning Phase and Area



Planning Area Phase:

- Resolving conflicts between protection and development
- Determining administrative boundary for watershed and development orientation for megalopolis

规划区层次：
重点解决保护与发展的矛盾
流域分界与城镇群分工



Watershed Concept



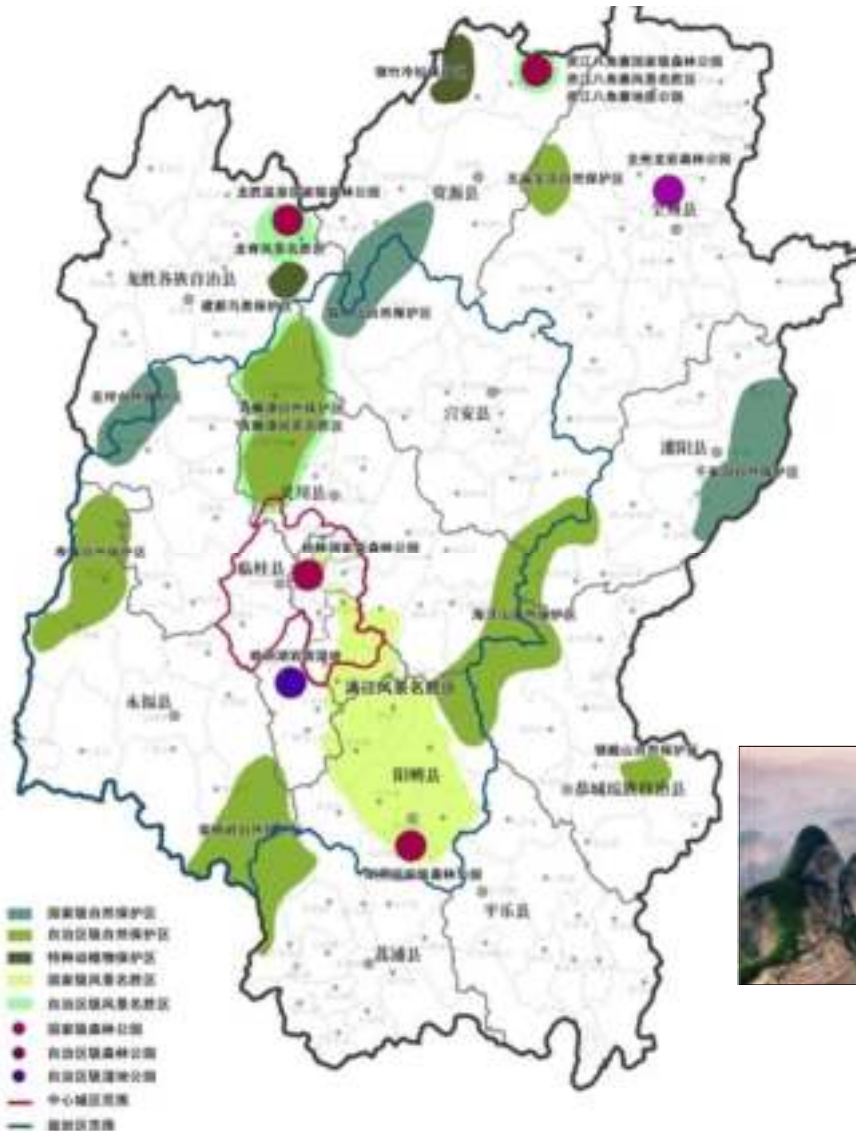
Megalopolitan Region



City-Wide Planning

Natural and Cultural Resources Protection

Scenic District



1 National Scenic District

3 National Nature Reserve

4 National Forest Park

3 Autonomous Region Level Scenic Area

4 Autonomous Region of Nature Reserve

1 Autonomous Region of Forest Park

1 Autonomous Region of Wetland Park

2 Special Animal and Plant Protection Area

Area for Basic Farmland: 334,300 Hectare



City-Wide Planning

3 National Intangible Cultural Heritage, including Guangxi opera, Caidiao, Wenchang, Linglinglao, Yugu, Storytelling, folk song, and local opera and dance

本土特色鲜明的有桂剧、彩调、文场、零零落、渔鼓、弹词、民歌、傩戏傩舞等。



文场



傩舞面具



中国城市规划设计研究院
CHINA ACADEMY OF URBAN PLANNING & DESIGN



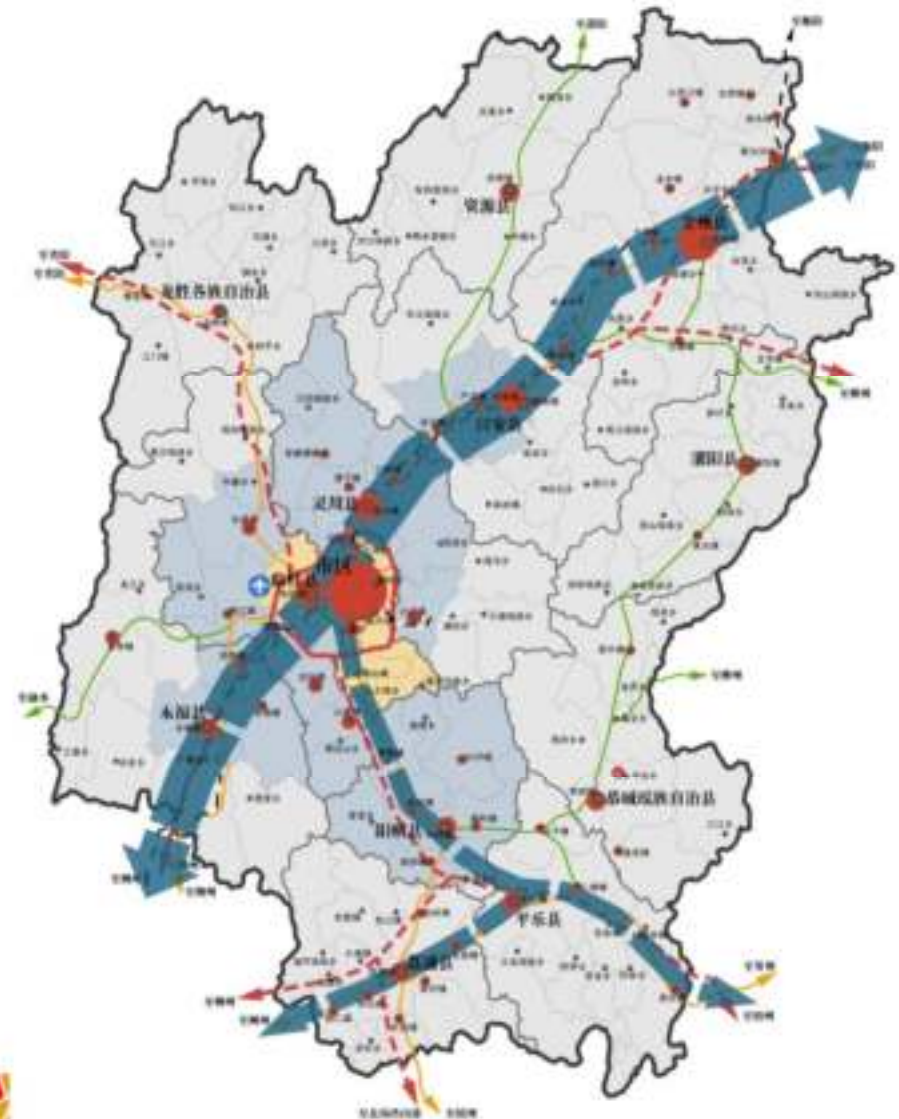
■ City-Wide Planning

• City-Wide Transportation

1. Reinforce regional connection and constructing highway network
2. Reinforce urban and rural connection, especially poor villages near the mountain areas

• 市域交通

- 1, 加强区域联系，网络化公路建设是重点
- 2, 加强城乡联系，对于落后的山区乡村来说尤为重要



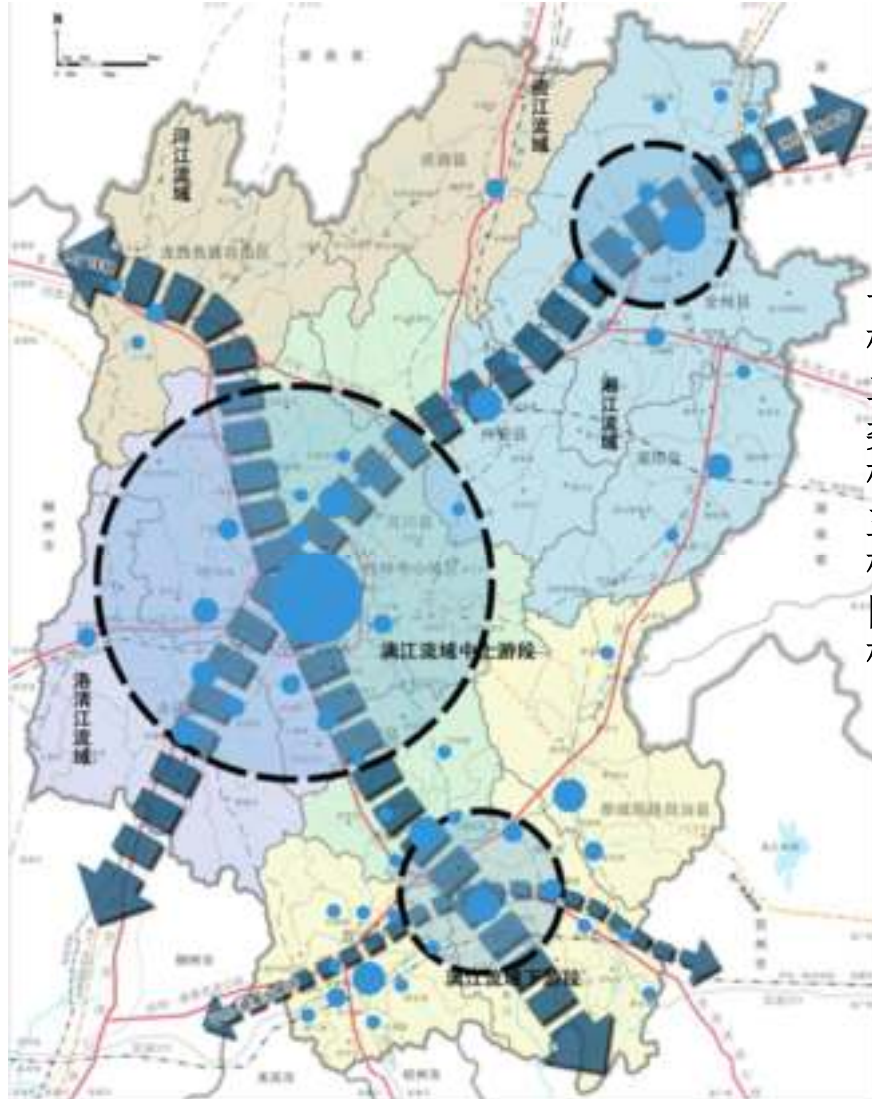
1

Urban Comprehensive Planning

城市总体规划

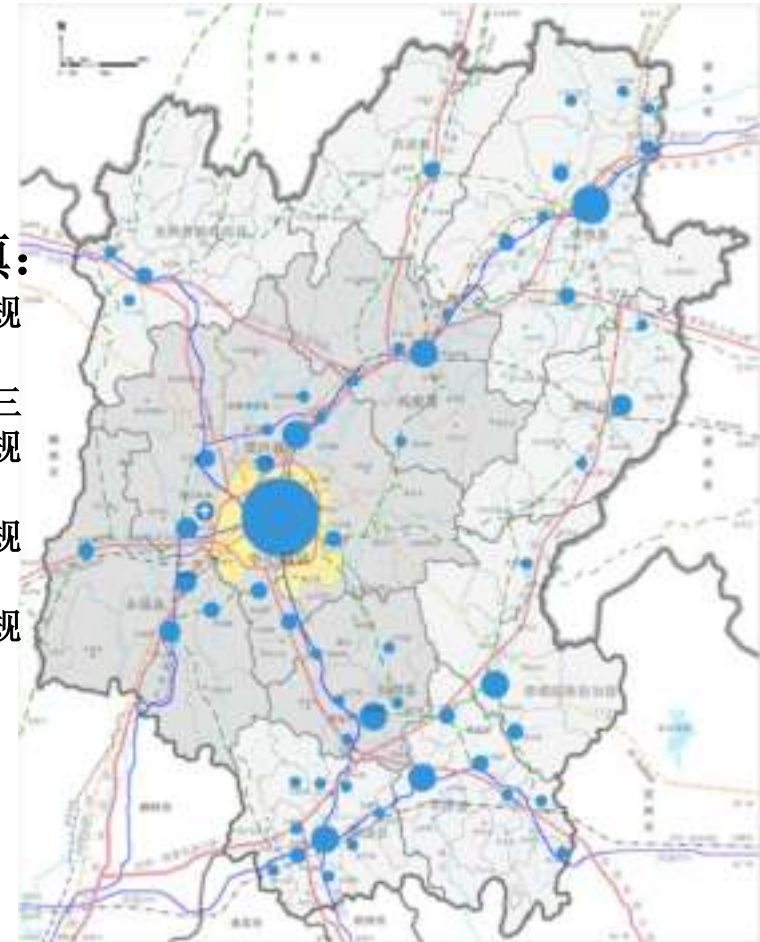
Case1 Comprehensive Planning for Guilin Planning for Watershed and Scenery Protection

City-Wide Spatial Structure: One Core, Two Sub-Centers, Five Areas, Multiple points



市域空间结构：一核、两副、五区、多点

Structure of Population



四级城镇：

一级：人口规模 > 100万。

二级（细分三类）：人口规模 5~50万。

三级：人口规模 2~5万。

四级：人口规模 < 2万。

Four levels of Cities and Towns:

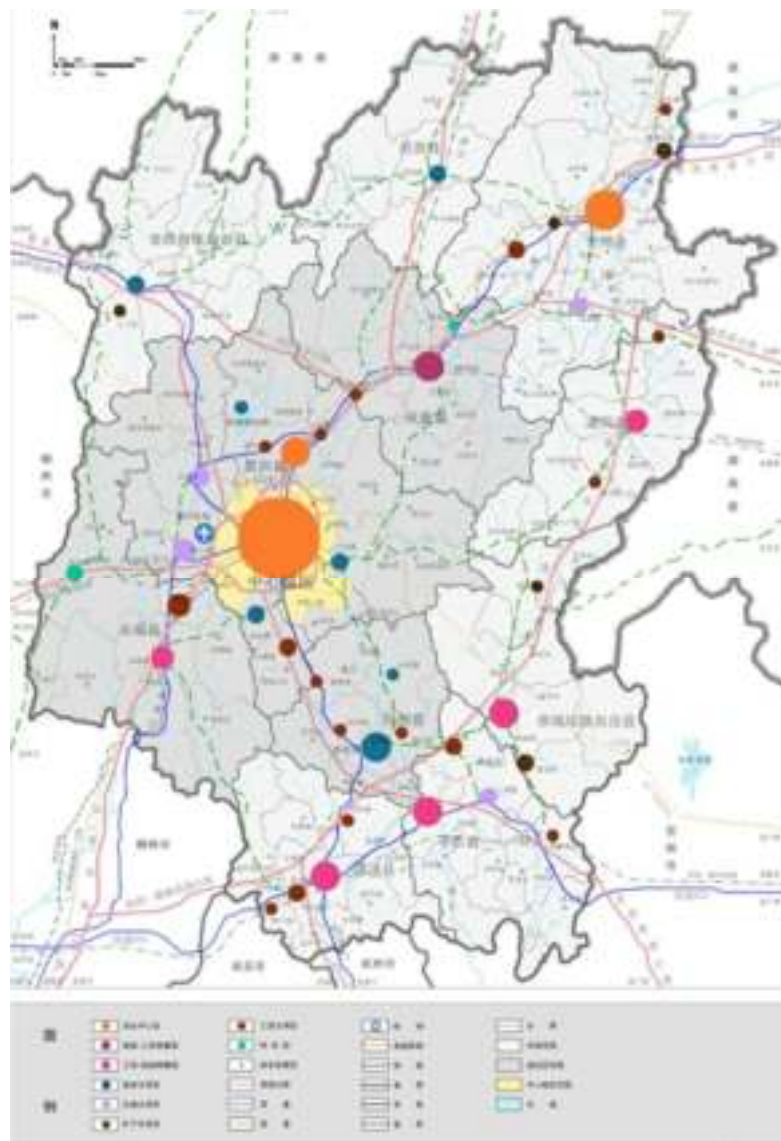
Level 1: population size > 1 million

Level 2 (categorized into 3 levels):
population size 50~500 thousand

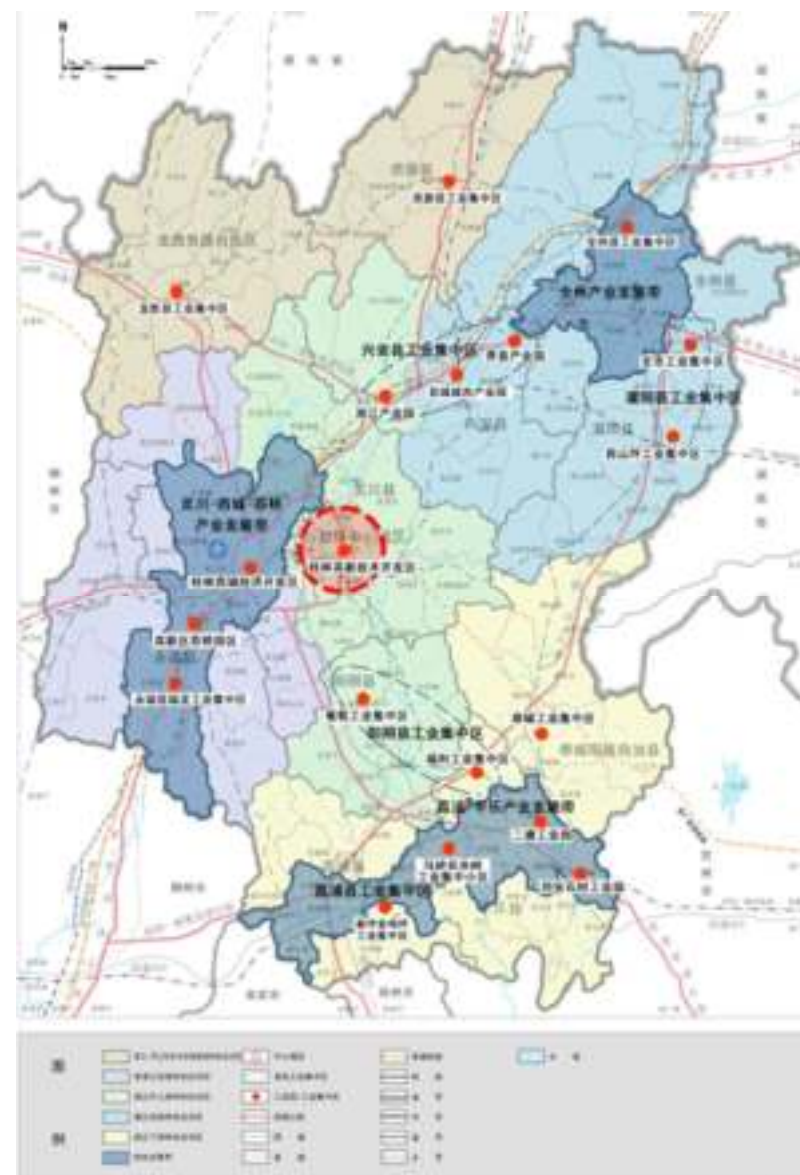
Level 3: population size 20~50 thousand

Level 4: population size < 20 thousand

Functional Structure



Industrial Development Guide



■ Planning Area and Center City Phase

规划区与中心城区层次

• City Nature 城市性质

International Scenic Tourist City, National Historical and Cultural City, Chinese Landscape City, and regional center in the North of Guilin and its neighboring areas

国际性风景旅游城市，国家级历史文化名城，中国山水城市，桂北及周边地区区域性中心城市。

• City Function 城市职能

The city contains functions including nature conservation and exquisite landscape scenery. These functions help to develop industries such as tourism, vacation, rehab, ecological and cultural originality, tourist experience, and innovative tourism. Functions also include historical and cultural protection and integrated development in rural areas under new urban and rural relation.

The city also relies on regional urban service and transportation infrastructure and industrial base to develop functions as logistics distribution center, education, research and training base, commercial center, high and new technology and special manufacturing base, and administrative center.

自然生态保育、优秀山水景观保护的职能，观光、度假、休疗养、生态与文化创意、会议会展、旅游活动体验、新型旅游产业等旅游类的职能，历史文化保护的职能和新型城乡关系下乡村综合发展的职能。

依托区域交通设施、城市服务设施和产业基础，形成辐射桂湘黔粤交界地区的客运与游客集散中心的职能，物流集散中心的职能，生产服务业的职能，教育培训与研修的职能，商业中心的职能，高新技术产业与特色加工制造业的职能和行政中心的职能。

• Urban Size 城市规模

Urban and rural population in planning area and center city

规划区和中心城区两个层次的城乡人口规模

Spatial Management for Planning Area 规划区空间管制

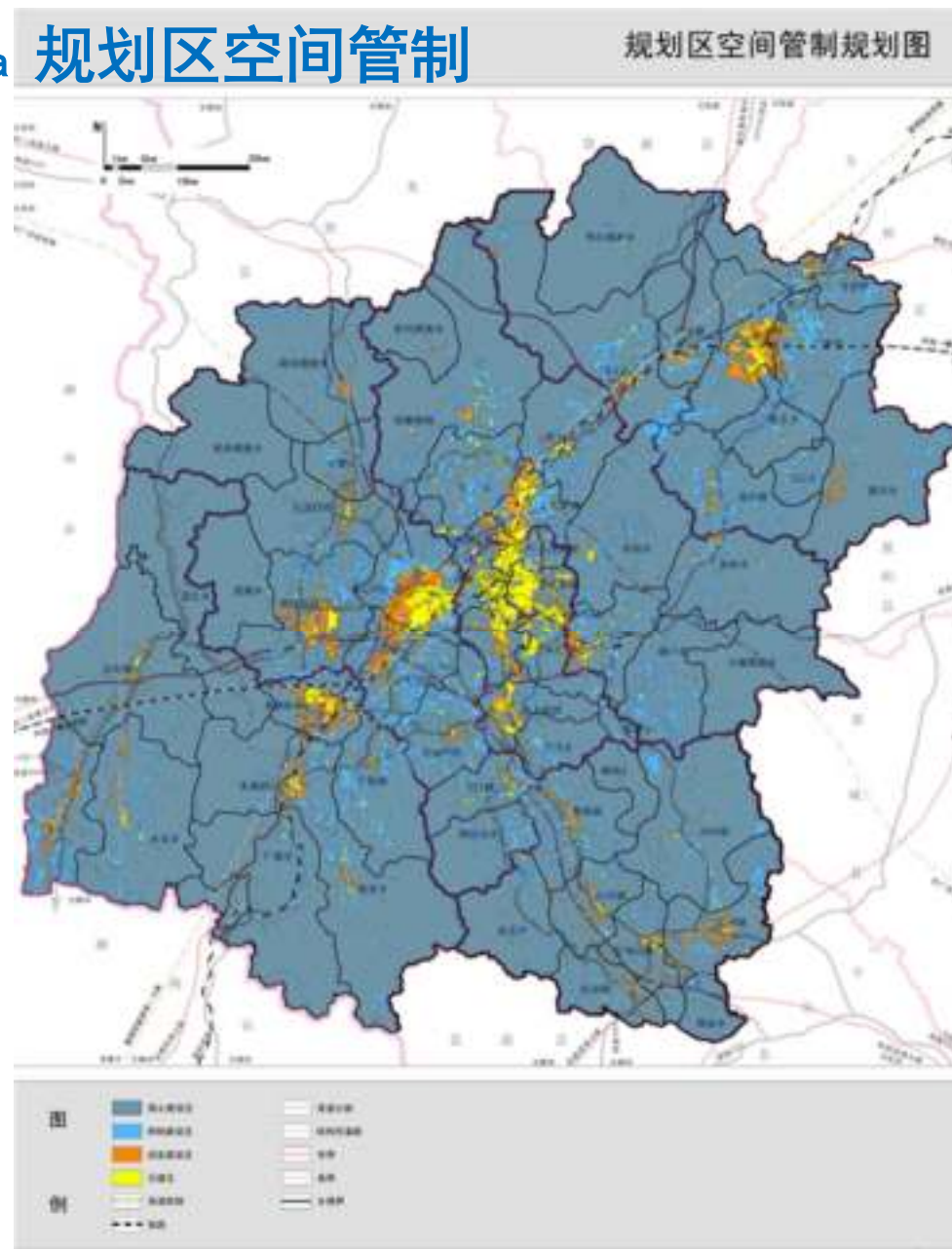
Total Area: 11,607 KM²

Construction Prohibited Area: 81%

Restricted Construction Area: 10%

Suitable Construction Area : 5%

Developed Area: 4%



■ Center City Planning 中心城区规划

• Planning Premise 规划前提

1. Famous Scenic Sites Planning for Lijiang River

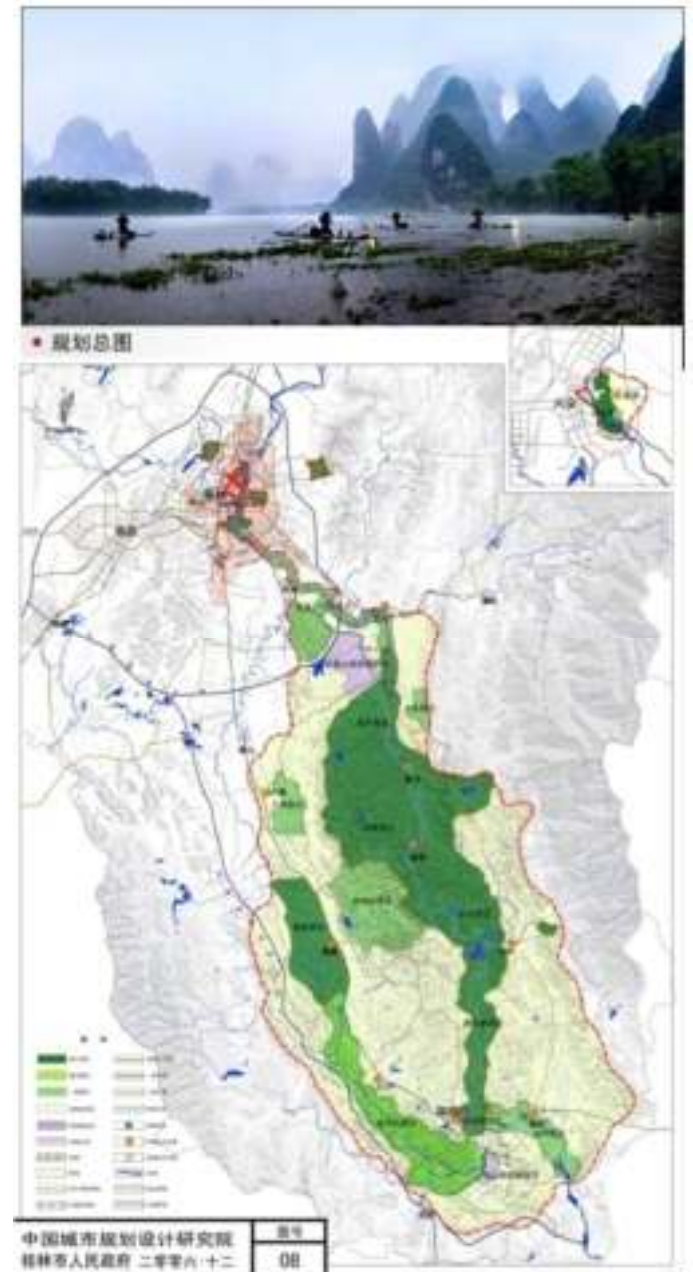
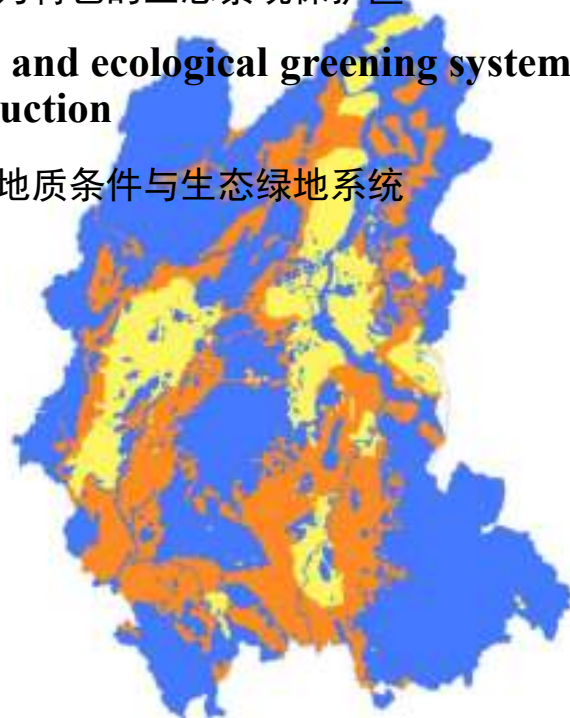
漓江风景名胜区规划

2. Ecological Scenic Protection Area characterized by watershed mountains (peak cluster and hoodoo)

以水系山体（峰丛、峰林）为特色的生态景观保护区

3. Geological conditions and ecological greening system suitable for urban construction

作为城市可建设用地基底的地质条件与生态绿地系统



Center City Planning

Characteristics of Land Use Layout 用地布局特点

Clustering layout and appropriate size

组团式布局、适度规模

Characteristics of Transportation organization 交通组织特点

Strengthen regional passages and hub construction

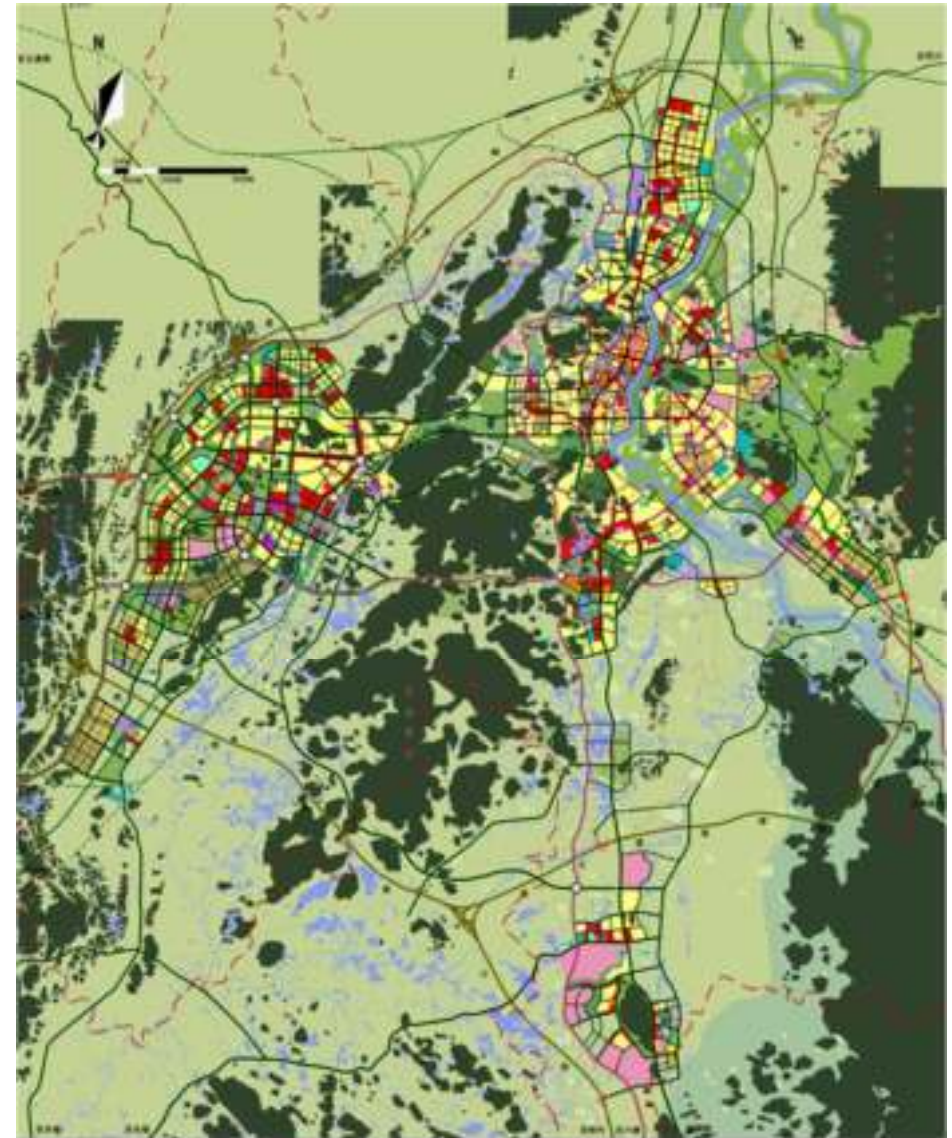
Transportation organization between clusters

Avoiding major scenic areas based on low scenic impact principal

加强区域通道和枢纽建设

组团间交通组织

避让主要景区，低环境景观影响原则



• Public infrastructure system Planning 公共设施系统规划

Encouraging construction of the public infrastructure system in order to decentralize population located in the old town and to mitigate its construction pressure

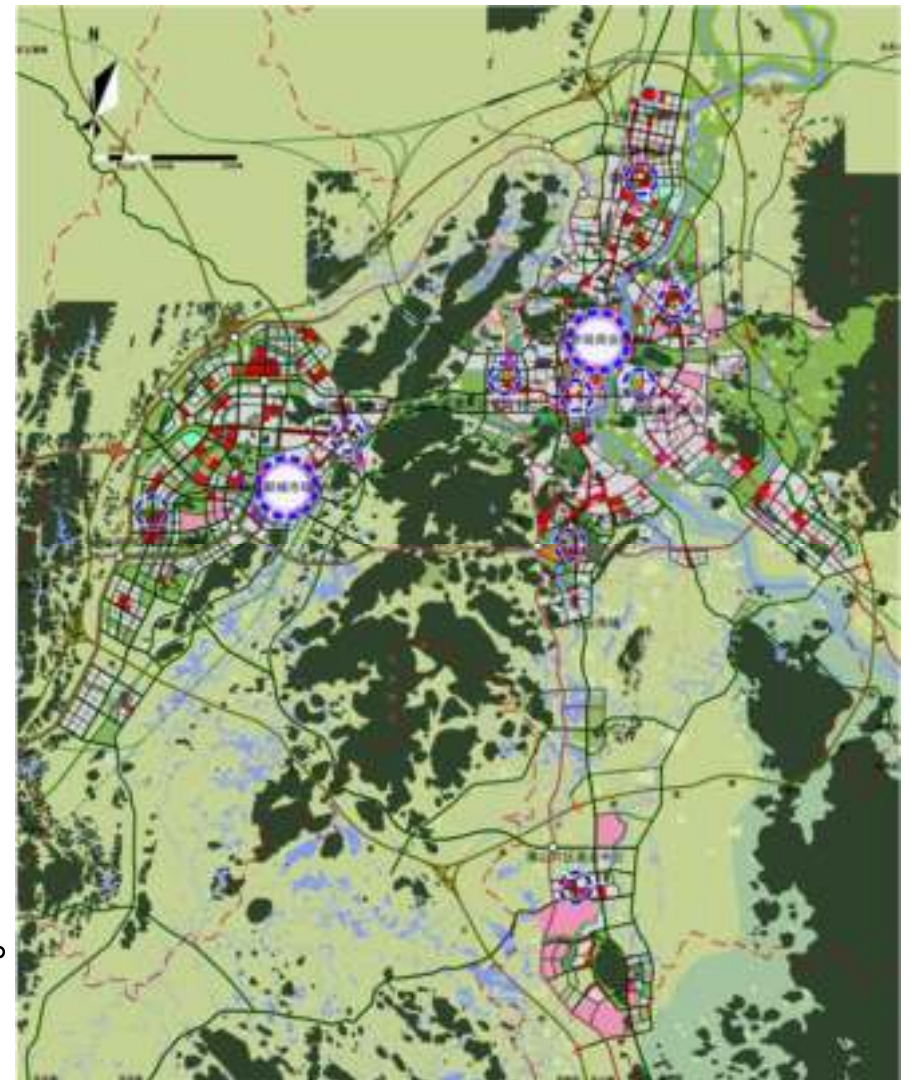
Adjusting current infrastructure investment distribution in the old town
Residential Arrangement



重点推进
临桂新区公共
设施系统的建
设，疏解老城
人口和建设压
力。

调整现状市
区（老城区）
的设施配置
方向。

Public Infrastructure Arrangement



Urban Comprehensive Planning 城市总体规划

城市总体规划

Case1 Comprehensive Planning for Guilin Planning for Watershed and Scenery Protection

Greening and Scenic System Planning

绿地与景观系统规划

Watershed 水系流域

Mountain 山体

Wetland 湿地

Scenic Area 风景区

Urban Park 城市公园

Country Park (Green Wedge)

郊野公园（绿楔）

Farmland农地

Green Space + Scenery + Protection 绿地+景观+保护



- Historical and Cultural City Protection

历史文化名城保护

- Historical Urban Area

Total area: approx. 336 Hectare

历史城区

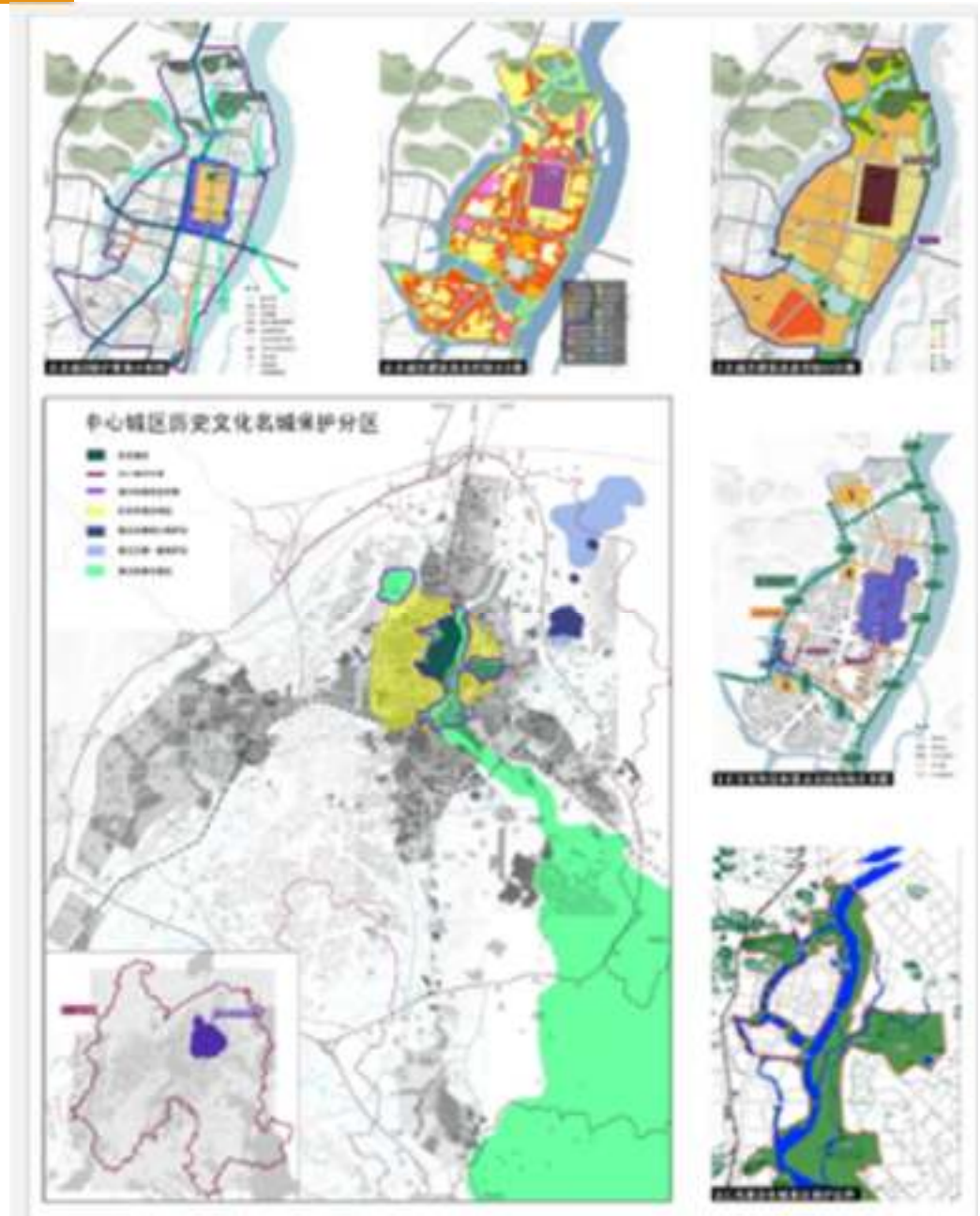
总面积约336公顷。

- Scenic area within the City of Lijiang

漓江名城景区

- Coordinating area of historical environment

历史环境协调区



1

Urban Comprehensive Planning 城市总体规划

• Tourism System Planning 旅游系统规划

Prioritize Regional and Urban Characteristics 突出地区与城市特色

Regional tourism + Watershed of Lijiang River Tourism + Center City Tourism Service System

区域旅游+漓江流域旅游+世界旅游城旅游+中心城区旅游服务体系



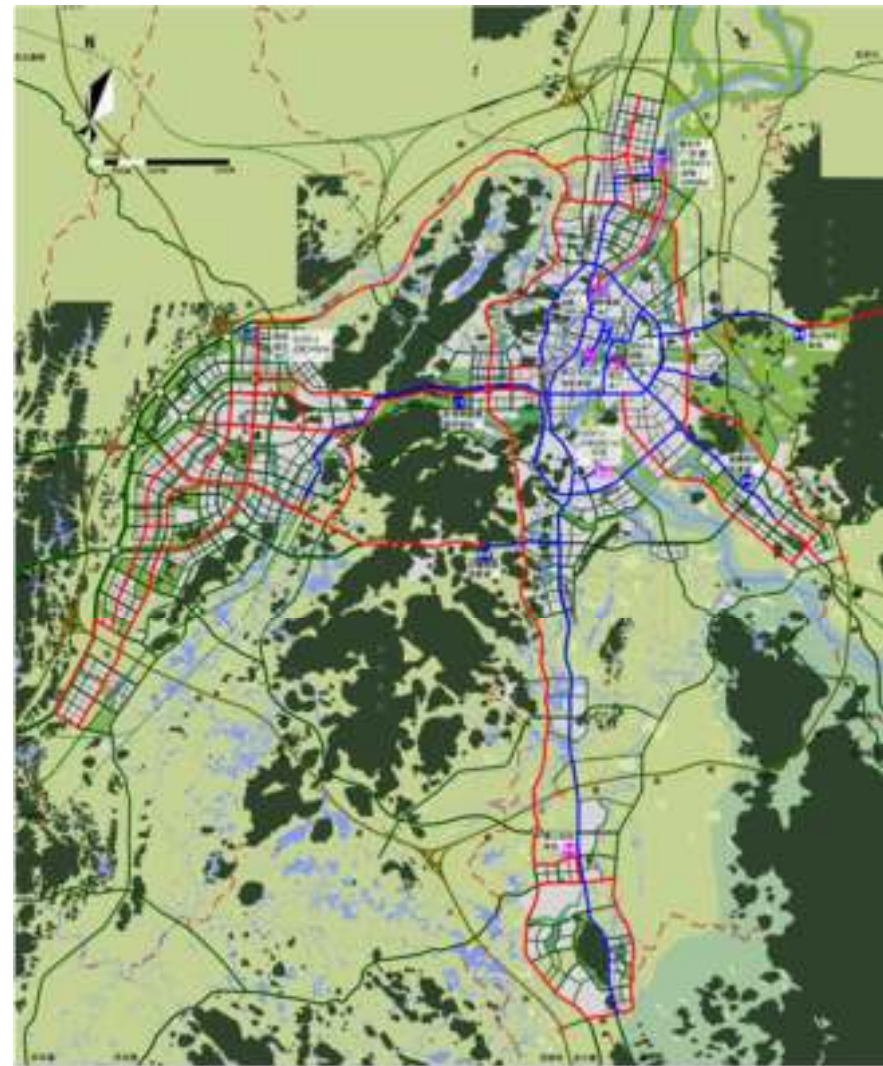
- Public Infrastructure and Urban Disaster and Risk Mitigation Planning

市政与综合防灾规划

Urban Water Supply 城市供水

1、Protecting water sources
保障水源

2、Drinking water project
引水工程建设



- Public Infrastructure and Urban Disaster and Risk Mitigation Planning

市政与综合防灾规划

Urban Sewage and Drainage Planning

城市污水排水规划

1、Rain Sewage Diversion

新区雨污分流。

2、Village drainage is excluded from the urban system

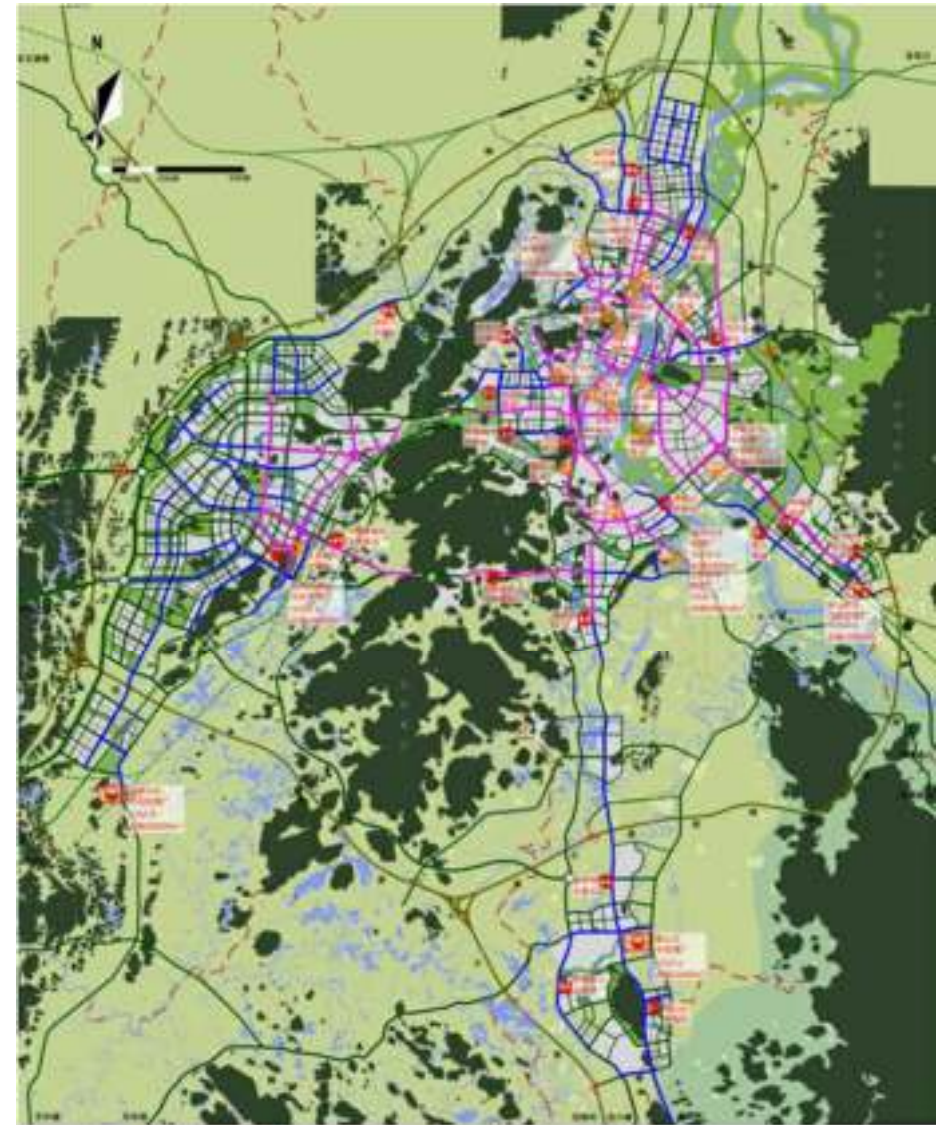
村庄排水不完全纳入城市系统。

3、Sewage in the mid and east diverts into Lijiang watershed; sewage in the west diverts into Luoqing watershed

中、东部纳入漓江流域；西部纳入洛清江流域。

4、Utilizing recycled water

利用中水。



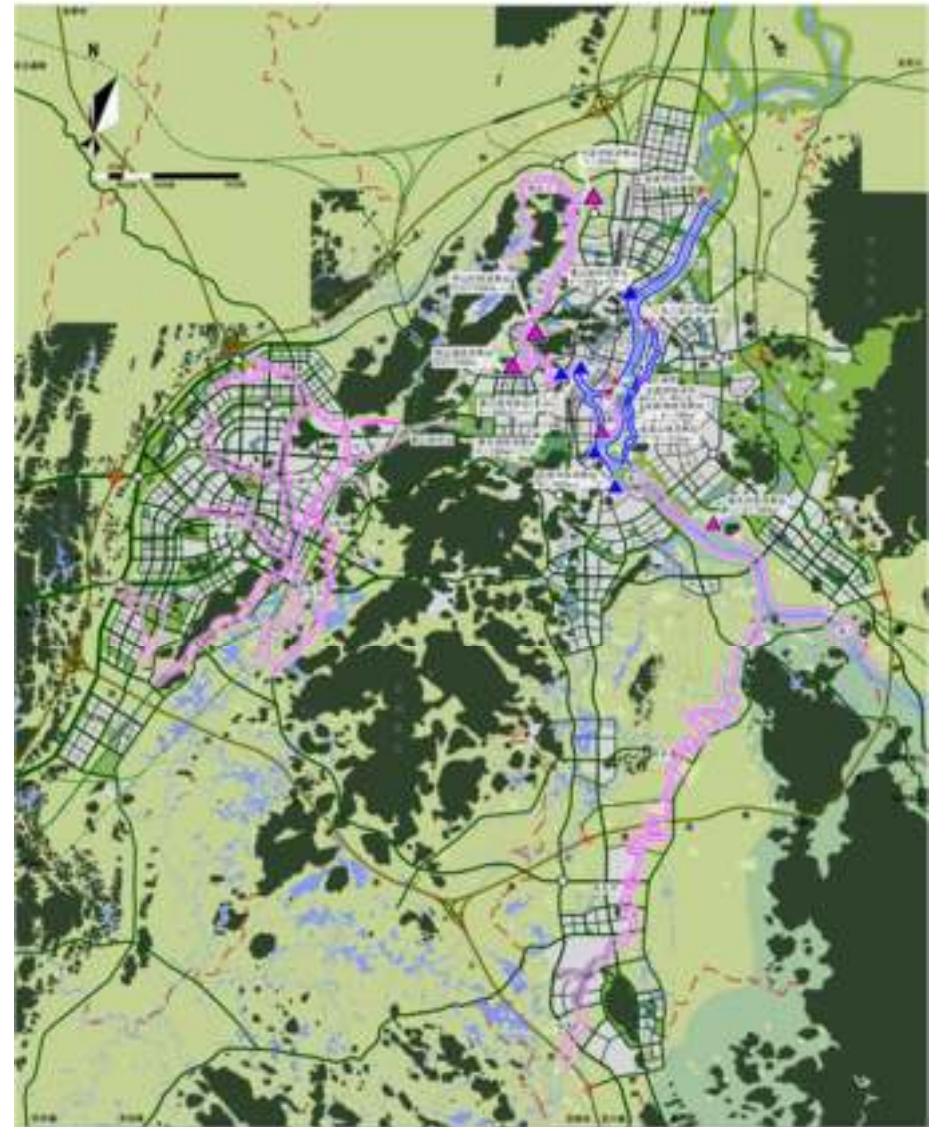
- Public Infrastructure and Urban Disaster and Risk Mitigation Planning

Urban Flood Control Planning

城市防洪规划

Considering reservoir located by upstream of Lijiang River, flood control is classified based on stream conditions and relation between stream and urban development areas

结合漓江上游水库，根据河流状况及与城镇建设区的关系，分级设防。



- Public Infrastructure and Urban Disaster and Risk Mitigation Planning
Environmental and Risk and Disaster Mitigation Planning 环境 综合防灾规划



- Guide of rural planning

村庄规划指引

Village Classification

村庄分类

1. “Village transforming into City”

“转为城市型村庄”

2. “Suburbanized Village”

“郊区型村庄”。

Planning guidelines for Village

Transforming into City

转为城市型村庄规划指引

1. “Village in the City” without

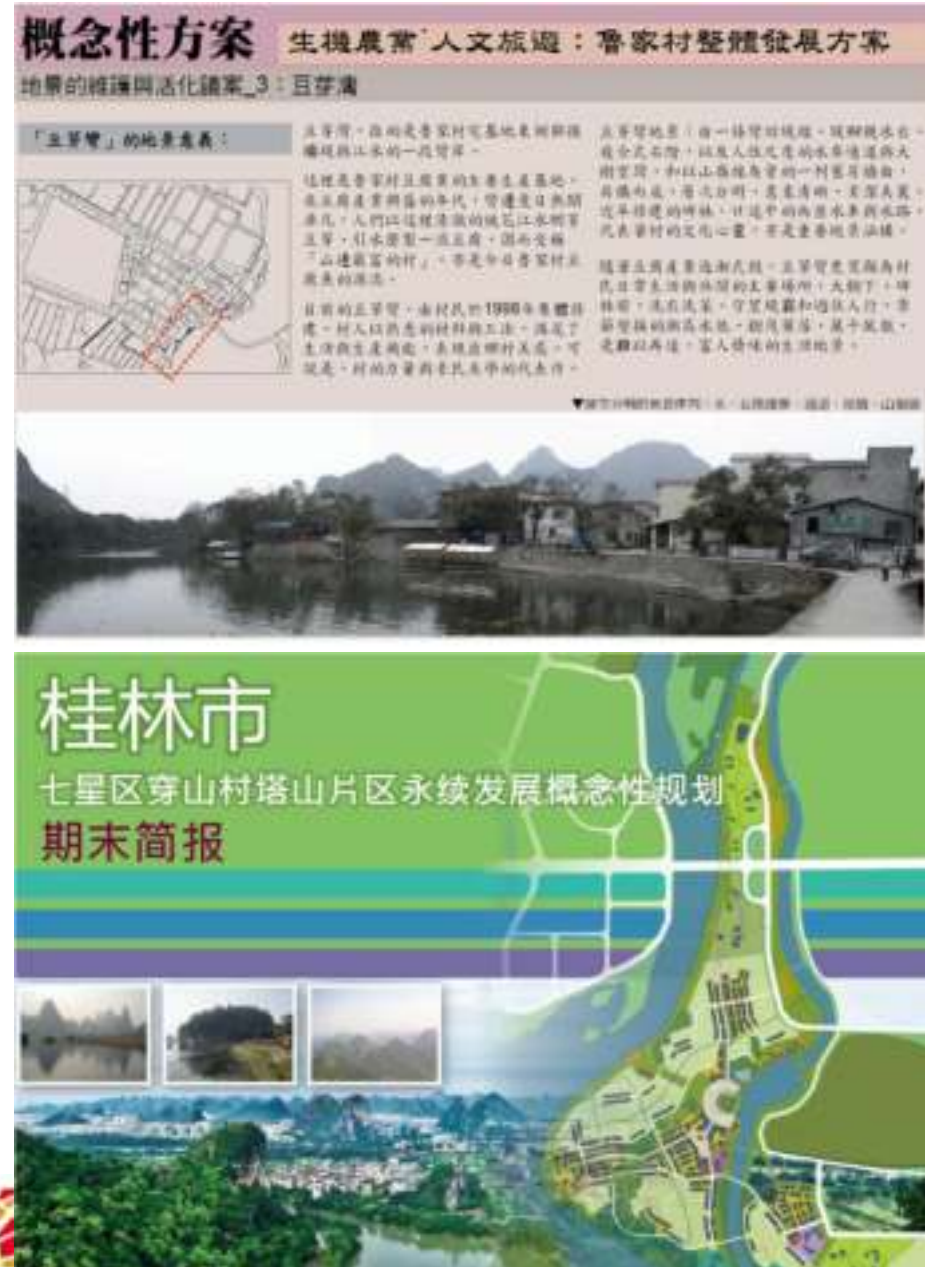
farmland

已经没有农地的“城中村”

2. Village with farmland but within the

urban developed areas

进入规划建设区，但尚有农地的村庄



■ Implementation 规划实施

• 1. Four-Line Management 四线控制

The plan utilizes **Green Line**, **Purple Line**, **Yellow Line** and **Blue Line**, and strict planning management and control methods to regulate construction behaviors

1、Green Line

Regulating areas of Green Line in the central city area include scenic areas and scenic park, significant ecological green space, urban public green space, and civil production green buffer in accordance with *The Measures for the Administration of City Green Line* (Order of the Ministry of Construction of the People's Republic of China. No.112).

2、Purple Line

Regulating areas of Purple Line in the central city area include historical and cultural streets and districts within historical and cultural city, cultural relics protection units at all levels, and ancient and well-known vegetation. To include historical buildings as important landmark within the Purple Line, it must undergo the planning procedure and must be approved by the people's government of a city. Management area should include cultural relics protection unit itself and necessary building feature coordinating area in accordance with *The Measures for the Administration of City Purple Line* (Order of the Ministry of Construction of the People's Republic of China. No.119).

3、Yellow Line

4、Blue Line

Regulating areas of Blue Line in the central city area include river, lake, canal, and watershed areas such as Lijiang River, Taohua River, Xiaodong River, Zizhou River, Xiangsi River, Ningyuan River, Nanxi River, Ronghu Lake, Shanhu Lake, Guihu Lake, Mulong Lake, Bajiao Pond, Yueya Pond, Yinshanxihu Lake, Fanglian Pond, Tiefo Pond, Wayao River, Lingjian Stream, Xiaotaiping River, Shatang River, Caitang River, Lantang River, Sitang River, Jiangjun Pond, Qingtang Pond, Yangjia Pond, Changhai River, Furongshan Pond, Qintan Lake, artificial main canal, channel diversion into the lake passages in accordance with *The Measures for the Administration of City Blue Line* (Order of the Ministry of Construction of the People's Republic of China. No.145).

规划划定**绿线**、**紫线**、**黄线**和**蓝线**，并实施严格的规划控制和管理。

1、绿线

中心城区绿线控制范围包括风景区与风景公园、重要的生态绿地、城市公共绿地和生产防护绿地等。遵照《城市绿线管理办法》（建设部令第112号）实施管理。

2、紫线

中心城区紫线控制范围包括历史文化名城中的历史文化街区、各级文物保护单位和古树名木。对于部分暂时没有列入文物清单，但对城市发展历史有重要标志作用建筑，应通过进一步的城市规划程序，经城市人民政府核定后划入紫线控制范围。控制范围应当包括文物保护单位本身和必要的风貌协调区。遵照《城市紫线管理办法》（建设部令第119号）实施管理。

3、黄线

4、蓝线

中心城区蓝线控制范围包括漓江、桃花江、小东江、訾洲河、相思江、宁远河、南溪河、榕湖、杉湖、桂湖、木龙湖、八角塘、月牙池、隐山西湖、芳莲池、铁佛塘、瓦窑河、灵剑溪、小太平河、沙塘河、蔡塘河、兰塘河、四塘河、将军塘、清塘、阳家塘、长海、芙蓉山塘、琴潭湖、人工干渠、引水入湖渠道等河流、湖面、渠道的水域范围。遵照《城市蓝线管理办法》（建设部令第145号）实施管理。

Implementation 规划实施

2. Develop Planning and Construction Coordinating Mechanism for Planning Area

- 1、Suggest to develop “Planning for the protection and development of resources in the construction of leading group” and “Planning and coordination Conference system” to be in responsible for coordinating and managing related environmental protection contents and objectives, for arranging and constructing significant urban infrastructures, for arranging and developing major functional layout, and for locating and constructing significant projects; develop planning implementation conference procedure, participated by all levels and all local governments or administrative departments, entrepreneurs, social organization and public delegates, to discuss and constitute action plans for implementation, and to discuss significant projects and problems associated in the development and constructions areas.
- 2、Planning areas should gradually realize management and operation policies of the plan with principals of “concurrently carrying out all levels of planning, concurrently developing and executing planning construction and management regulation and concurrently undertaking project arrangement” and “local implementation, local management, and local financial revenue distribution”.
- 3、Develop ecological protection compensation mechanism to transfer payment or compensate construction prohibited areas and restricted construction areas.

3. Develop united management and public participation mechanism for central city area

- 1、Establish “city - district” dualistic management system to help develop and gradually realize the direct governing mechanism of urban rural planning.
- 2、Establish the communal coordination mechanism with related functional departments in order to coordinate spatial layout, site selection of infrastructures and projects, and construction scale, etc. in all types of special subject plans.
- 3、Improve urban planning constitution system, categorize and list zoning and guidelines for thinking of comprehensive planning, and carry forward sub-level planning such as special topic planning, zoning, and planning for significant regions, etc.
- 4、Promote and establish citizen participation mechanism and planning and zoning commission mechanism.

2、建立规划区规划建设协调机制

- 1、建议成立“规划区资源保护与开发建设领导小组”与“规划协调治理会议制”，负责协调管理有关资源环境保护的内容与要求、重大基础设施布局与建设、主要功能区布局与开发、重大项目选址与建设等事宜；形成由各级、各地政府或行政管理部门、企业、社会组织与公众代表等共同参与的规划实施会议制度，商讨与制定相关规划实施的行动计划，商议涉及地区发展建设的重要项目与问题等议题。
- 2、规划区内逐步实现“统一进行各层次规划，统一制定与执行规划建设与管理标准，统一进行项目安排”和“属地实施，属地管理，属地分益”的规划管理与运行政策。
- 3、制定生态保护补偿机制，对以生态环境保护优先的禁止建设地区与限制建设地区实行转移支付或补偿。

三、建立中心城区统一规划管理与公众参与机制

- 1、设立“市—区”两级规划管理体制，建立与逐步实现城乡规划的直管机制。
- 2、建立与相关职能部门的沟通协调机制，以城市总体规划为基础，统一协调各相关专项规划中有关空间布局、设施或项目选址、建设规模等内容。
- 3、完善城市规划编制系统，划分与提出贯彻总体规划思路的分区与导则，推进总体规划后各专项规划、分区规划、重点地区规划等下一层次规划进行。
- 4、推进公众参与机制和城市规划委员会制度的建立与完善工作。

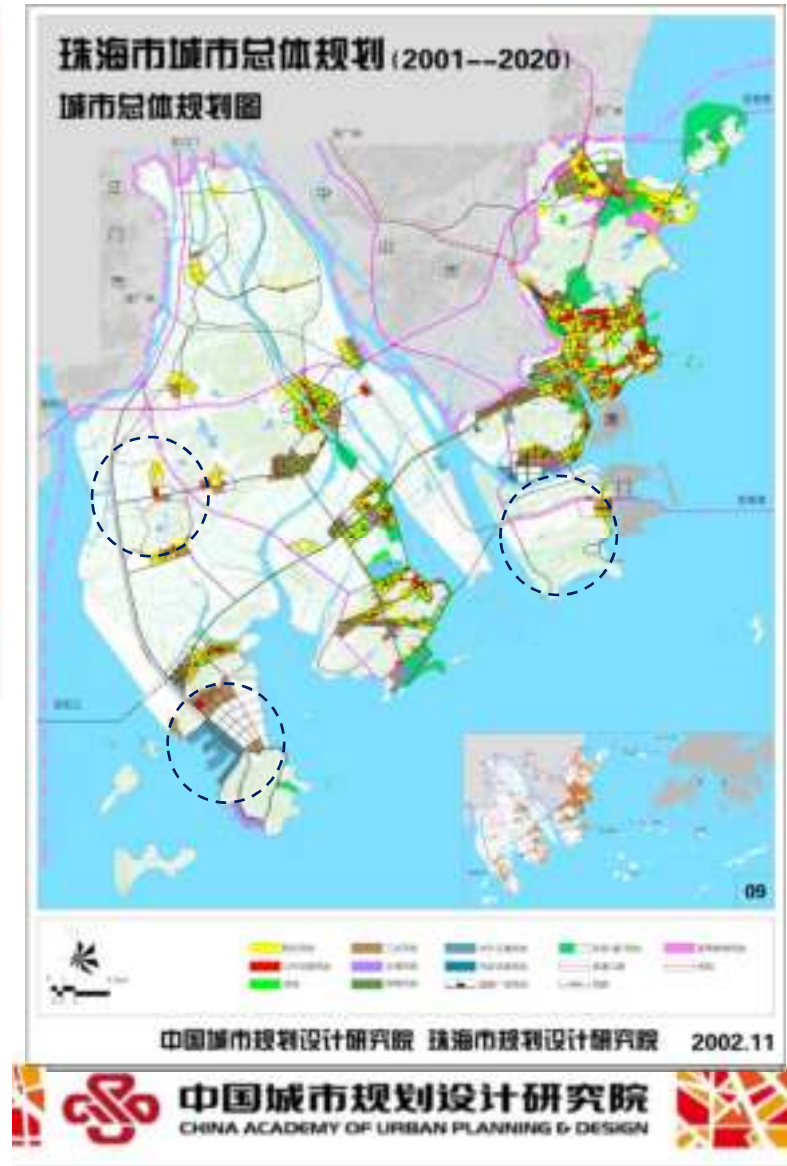
1

城市（镇、村）总体规划 城市总体规划

Case2 Comprehensive Planning for Zhuhai Supply-Demand Relation and Problem Approach



Regulatory
guideline
concerning
strategic and
uncertain
spatial
preservation



Case3 Comprehensive Planning for Foshan Structuring Foshan and Local Cooperation

Clustering district centers and well-developed towns to form 2+5 urban combination
由各区中心与强镇组团形成2+5组合城区

规划战略：城市空间布局
Planning Strategy: Spatial Layout

空间结构
spatial structure

井型框架、环状网络

- “井”型纵三、横五、广三高速、广佛环线
- 环状：珠三角二环线
- 井型框架纵向：与广州对接，主动接受广州的辐射
- 井型框架横向：体现佛山的对外辐射，强化了佛山的发展对周边地区的带动作用

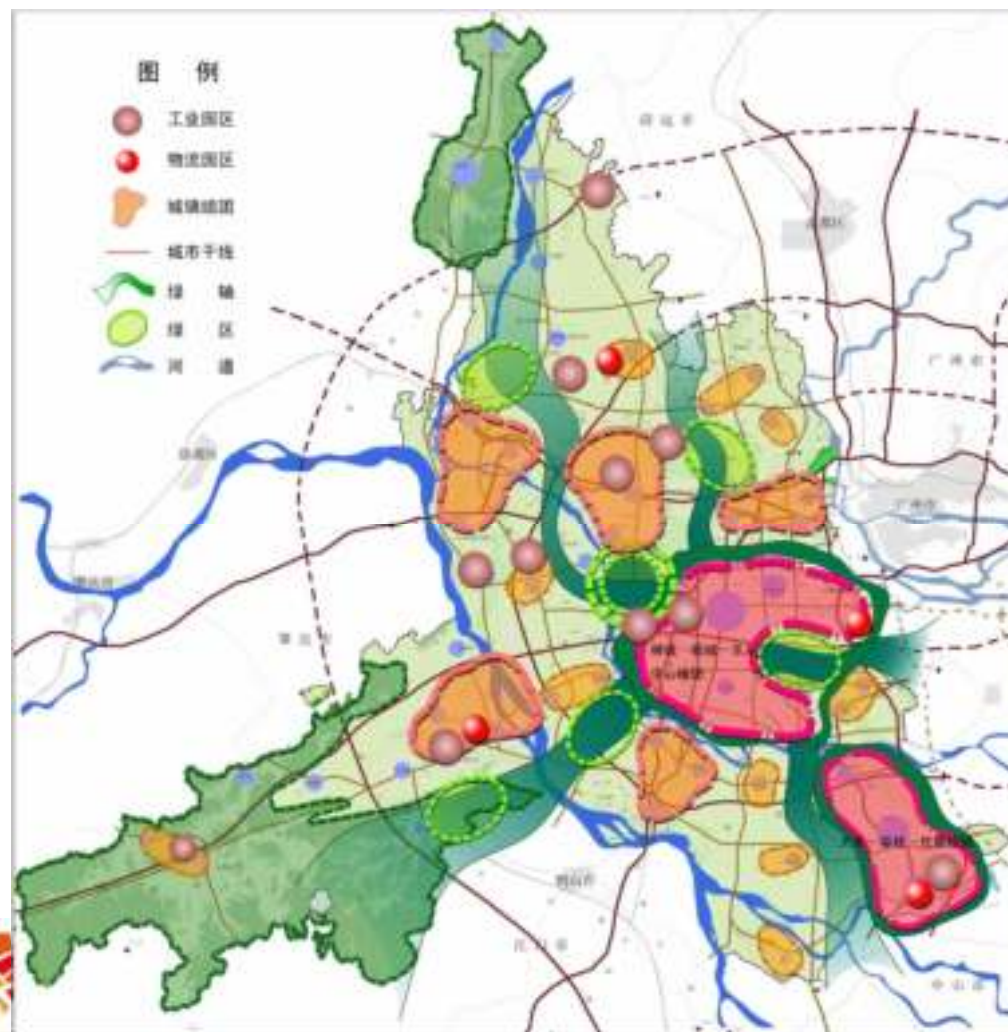


空间结构图

佛山：Foshan

规划战略：空间形态—族群模式、多级格局、组团城市

Planning Strategy:
spatial morphology-
Cluster mode



1 城市（镇、村）总体规划 城市总体规划

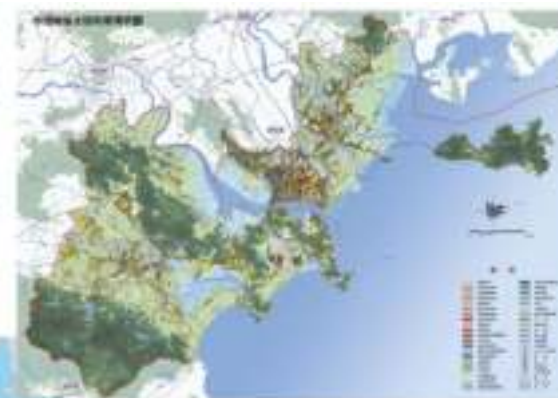
Case4 Comprehensive Planning for Shantou Focusing on Stock Land: Breakthrough the Old Routine and Innovate



1. 常规视野中无望无力的汕头

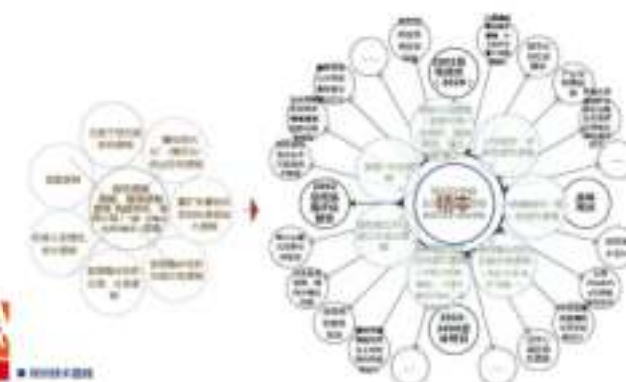
汕头存在全方位、系统性的问题。解决问题面临的制约同样全方位、系统性。于是，不仅在许多外来者的眼里，汕头是一个非常困难、没有办法发展的城市；更多的是生于斯长于斯的潮汕本地人，无论今天仍在本地抑或已身处异乡，其中很多人秉承潮汕文化传统，对家乡怀着一腔热血，他们更加痛心疾首于汕头的问题，同时更加感觉无望无力。

1. 城乡空间、交通、生产、生态、无序非常普遍，部分问题已经触及“红线”，城乡空间普遍面临潮汕高房价（Desakota）
2. 城市发展、港口发展、设施发展、品质提升、进展缓慢，导致欠账越来越多
3. 严重人口饱和，只有很少的空间，更少的新空间可以用于新发展，资源耗竭
4. 政府公共财力薄弱，能力不足
5. 潮汕文化具有自发组织性和强福利（经济利益）性，与政府协同制，不兼容“正局规划”，使政府工作更艰难，有限的空间，由于福利社会、人情社会，叠加本就更复杂的产权关系，新空间大多也很难利用，存量空间更加没有办法
6. 晋商文化催自下而上的经济活力充沛，也形成了大量成功企业，但更大的低水平企业导致城乡品质和生态环境代价高昂，政府对增量资源有限却又没有办法
7. 潮汕文化很有特色一面，但总体社会素质不高
8. 潮汕经济文化综合实力强大，对家乡建设作出最大公益贡献，但产业贡献远不到预期，“反哺家乡”的力度还希望加大
9. 不进则退——低水平竞争态势极不利于汕头
10. 资源禀赋太少，政策扶持太少



■ 上位规划评估摘要

- 一、上位规划对汕头的定位：汕头是广东省重要的港口城市、经济特区、历史文化名城、国家园林城市、中国侨乡。
- 二、上位规划对汕头的要求：汕头要充分发挥港口优势，大力发展外向型经济，提高城市综合竞争力。
- 三、上位规划对汕头的限制：汕头要严格控制城市规模，保护生态环境，提高城市品质。



1 城市（镇、村）总体规划 城市总体规划

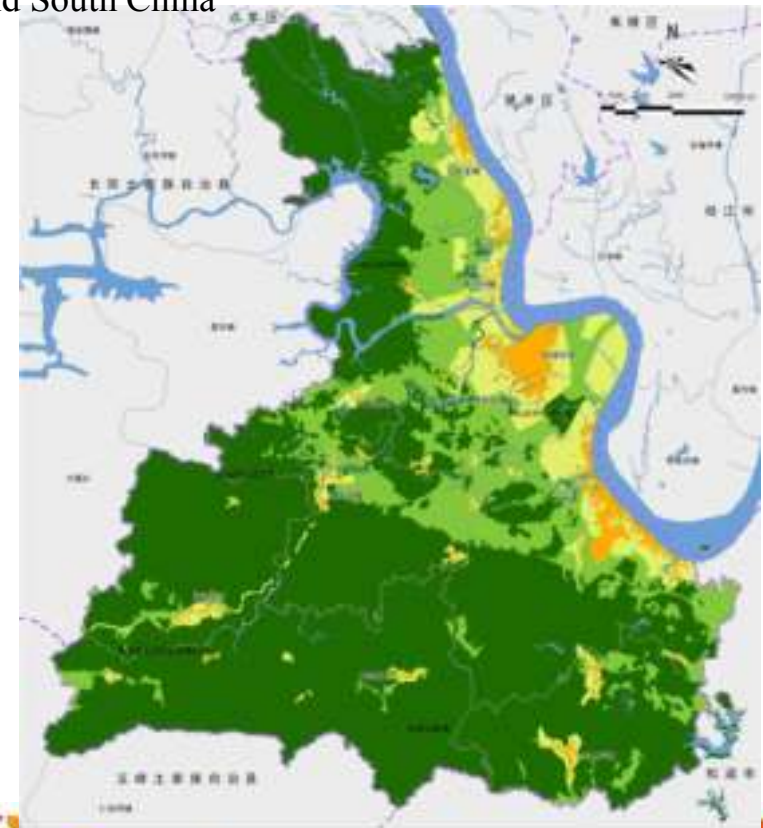
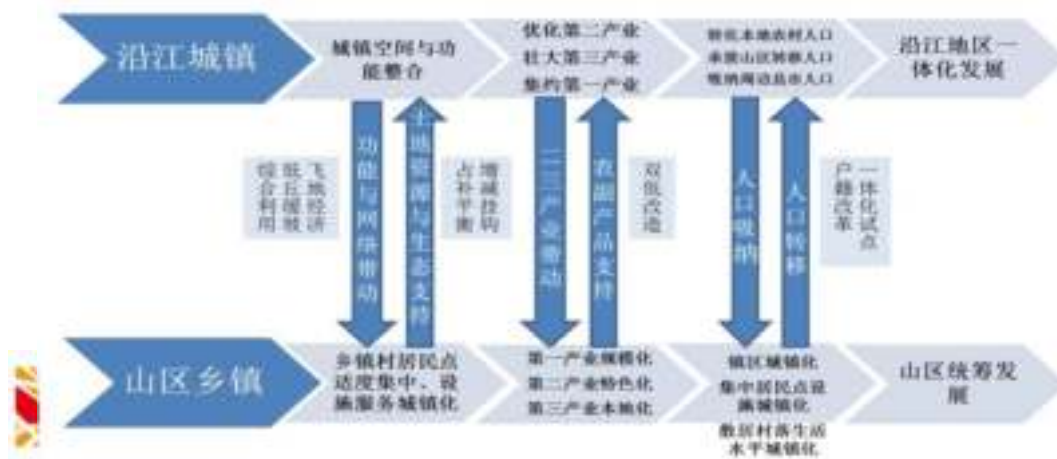
Case5 Comprehensive Planning for Yidu Examination and Development Direction of the County

Current status: spatial distribution for industries at county scale 现状：县域尺度下的产业空间分布

Areas along the river: Areas with fast development of industrialization and urbanization

Mountain areas and transition areas: Primarily develop agriculture and primary processing。

Decentralized Villages: Different from large villages in the North and South China

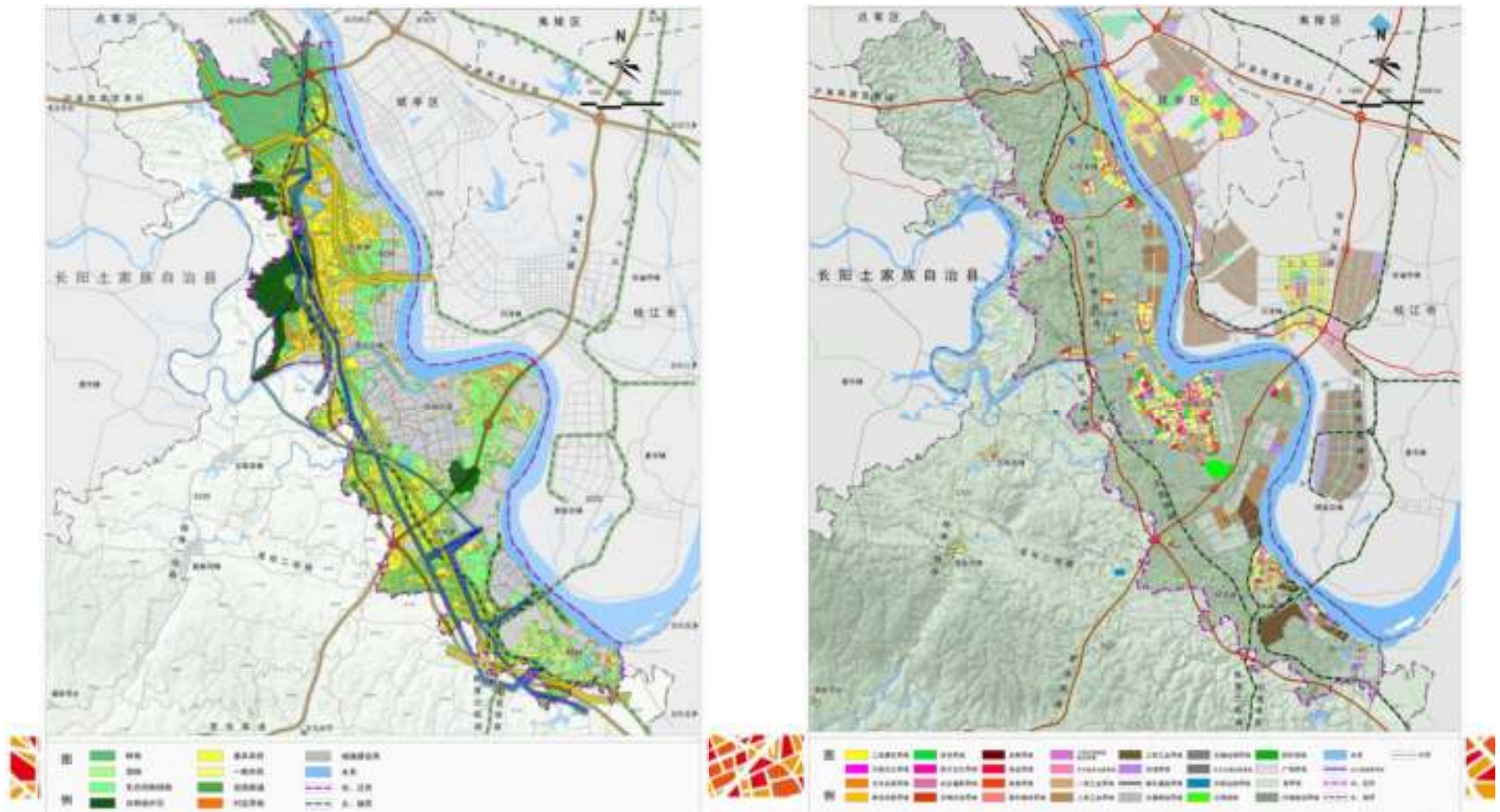


Current Urbanization Status

城市总体规划

Case5 Comprehensive Planning for Yidu Examination and Development Direction of the County

County-Wide Urbanization Areas: Detailed classification of land functions



1.9 New Trend and the Transformation of Comprehensive Planning

新形势与总体规划的转变

■ Problems of Comprehensive Planning

- A number of plans could not receive approval for years after completion or even after technical review. Approved comprehensive plans are forced to revise after few years of implementation.
- Comprehensive planning is approved by higher authorities, but the exercise of the plan primarily remains at the municipal level.

Planning approval and administrative power of governments are ambiguously distinguished. Contents reported to higher authority are overly broad and time-consuming, including almost every aspect of the plan. These contents surpass the administrative scope of the higher authority.

- Comprehensive plans emphasize heavily on approval aspect, but its effectiveness is reduced in grasping local socio-economic development, strategic issues, and periodical problems.
- Current comprehensive plans include contents which are overly broad and excessive. Moreover, it is inappropriate for different regions to follow the same national standard. Finally, language of the plan is exceedingly technical, which harms its comprehension

For instance, current comprehensive plan heavily focuses on texts and blueprints, which appear to be exceedingly professional and technical. Though these deliverables consume a great deal of time and effort, they are inflexible and fail to project the future when confronting constant changes of the real-world. Moreover, it is hard to elaborate the plan in interpreting public administration goals and carrying out public participation.

■ 总体规划的问题

- 不少城市的“总规”在完成编制及技术评审后多年未能获得批复；已经获批的“总规”往往实施数年就要被“修编”。
- “总规”由上一级（或上二级）政府审批，但“总规”中的大部分内容其实属于地方政府的事权。

规划审批范围与政府行政事权划分不对称，需要报上级政府审批的内容大而全，周期长，几乎包括“总规”所有内容，远远超出了上级政府的行政“事权”范围。

- “总规”以可批性为目标，消弱了对地方社会经济发展在空间策略上战略性问题、阶段性问题的把握。如中心城区的问题。
- 现有“总规”编制的内容涉及面广，内容多，不同地区实施国家统一规范不尽合理，表达用语过于技术化。

如当前“总规”成果的核心为“文本”和“图纸”，显得极为“专业”或“技术”。虽然花费了巨大精力，但面对不断变化的客观实际，规划不可能做到准确预测和事先安排，也不利于更好地表达公共政策意图和实行公众参与。



1.9 New Trend and the Transformation of Comprehensive Planning

Influence to Comprehensive Planning from Adjustment in Social Objectives, Governmental Functions and Pattern of Economic Growth
社会目标、政府职能与经济增长方式的调整对“总规”产生影响

■ Transformation for Comprehensive Planning concerning its contents and orientation: Locality, Publicity and Action Plan

总体规划编制在方向与内容上的转变：地方性、公共性与行动规划

- From emphasizing on approval by higher authority to focusing on local affairs
由重视上级审批转向关注地方事务。
- From emphasizing development scale and objectives to development quality and existing problems
由关注发展规模和目标转向关注发展质量和存在问题。
- From “well-rounded” of the material planning to increased portion of the strategic and regulatory planning
由“面面俱到”的物质性规划转向战略性、政策性比重的增加。
- From blueprint planning to action planning
由蓝图规划转向行动规划。
- From spatial incremental planning to balanced planning of increment and stock
由空间增量规划转向增量与存量并重的规划。
- From “professional” planning to planning for guiding implementation and participatory planning
由“专业性”的规划转向有效指导实施和参与式规划。
- County planning emphasizes on county-wide resource distribution and integrating multiple planning
县域规划关注全域的资源配置与多规合一。



1

Urban Comprehensive Planning 城市总体规划

1.10 New Trend for County-Wide Planning

县级总体规划的新趋势

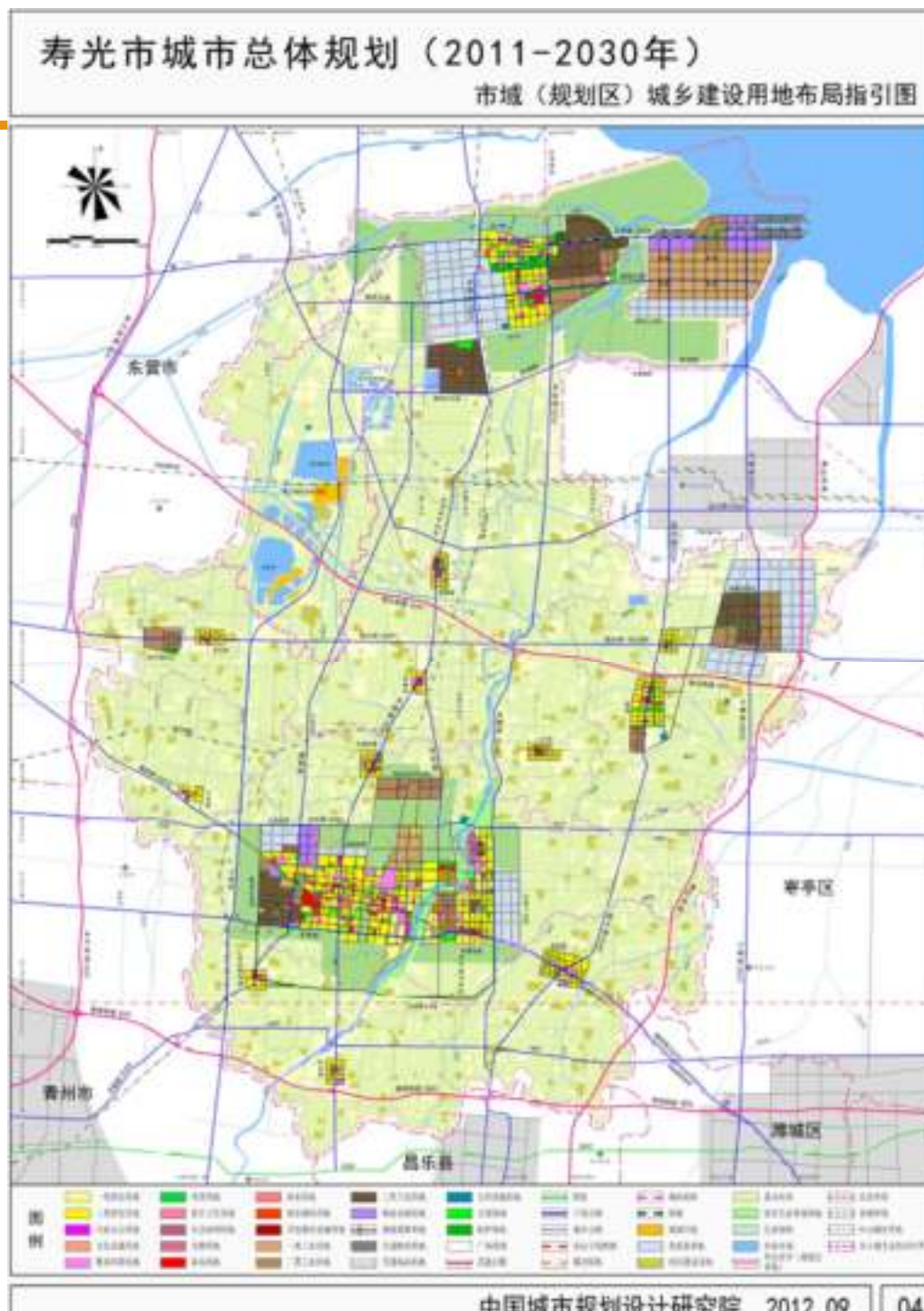
■ Background 背景

- Integrated development of urban and rural areas
城乡统筹发展要求
- Characteristics of Local Urbanization
就地城镇化特点

■ Major Trend for Planning

规划编制的主要趋势

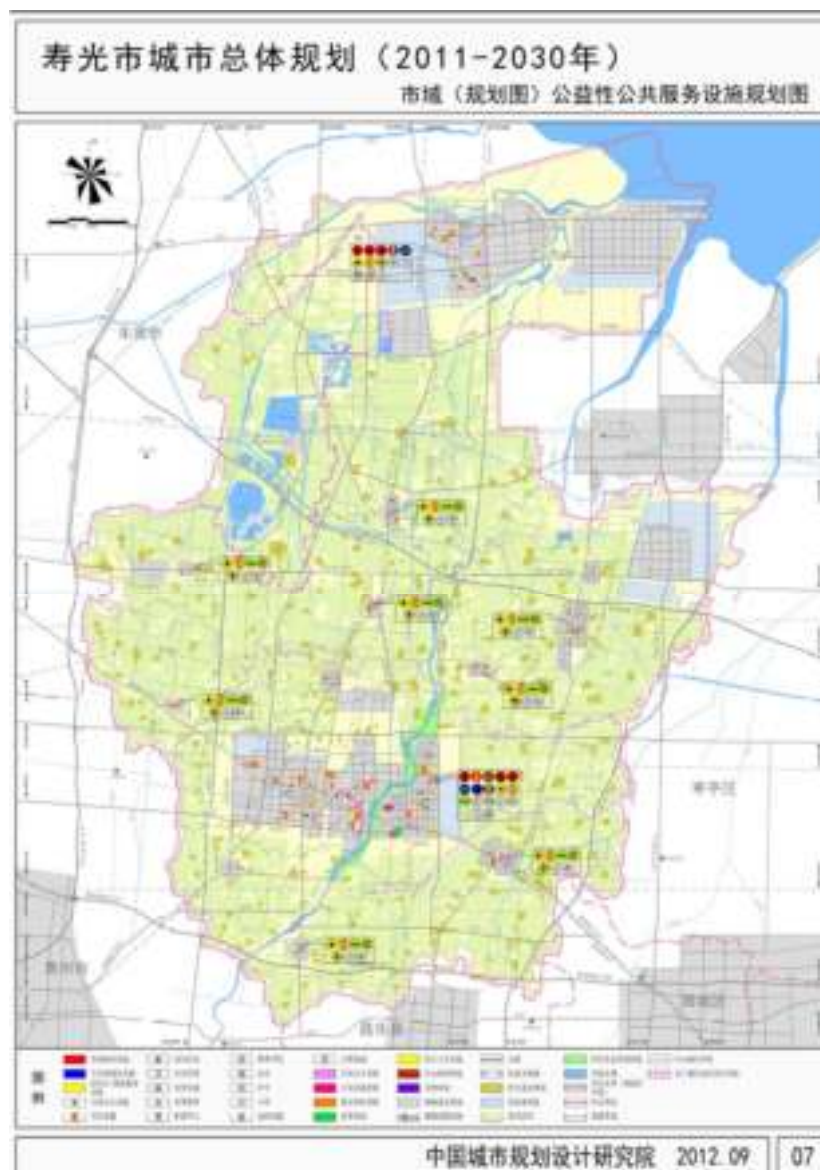
- Extend planning area to the entire city boundary
将规划区扩展到整个市域
- Increasing emphasis on construction of public service and civil infrastructures
加大对市域城乡公共服务设施和基础设施建设的重视程度



1

Urban Comprehensive Planning 城市总体规划

Public Service Planning (administrative Region)



Municipal Infrastructure Planning (administrative Region)





Contents

Part 1 City Comprehensive Planning

Part 2 Town Comprehensive Planning

Part 3 Rural Planning & Construction

2 Urban Comprehensive Planning 镇总体规划

2.1 Functions of the Town Comprehensive Planning

镇总体规划的作用

Functions of a town comprehensive planning include land use planning, spatial layout, and overall arrangement of various projects within town administrative boundary. It is also an important method for managing development of spatial resources, protecting ecological environment and historical and cultural heritage, and creating improved living and working environment. Finally, county planning directs scientific construction and orderly development of the town, and it exerts coordination function of the comprehensive plan and its ability to serve the society.

镇总体规划是对镇行政区内的土地利用、空间布局以及各项建设的综合部署，是管制空间资源开发、保护生态环境和历史文化遗产、创造良好生活生产环境的重要手段，在指导镇的科学建设、有序发展，充分发挥规划的协调和社会服务等方面具有先导作用。



2

Urban Comprehensive Planning 镇总体规划

2.2 Classification of Town 镇的类别

■ Key town

Towns that serve as the center of economic, social, and spatial development within a sub region in the county urban system planning

Towns where people's government of the town is located should establish its comprehensive plan based on urban standard.

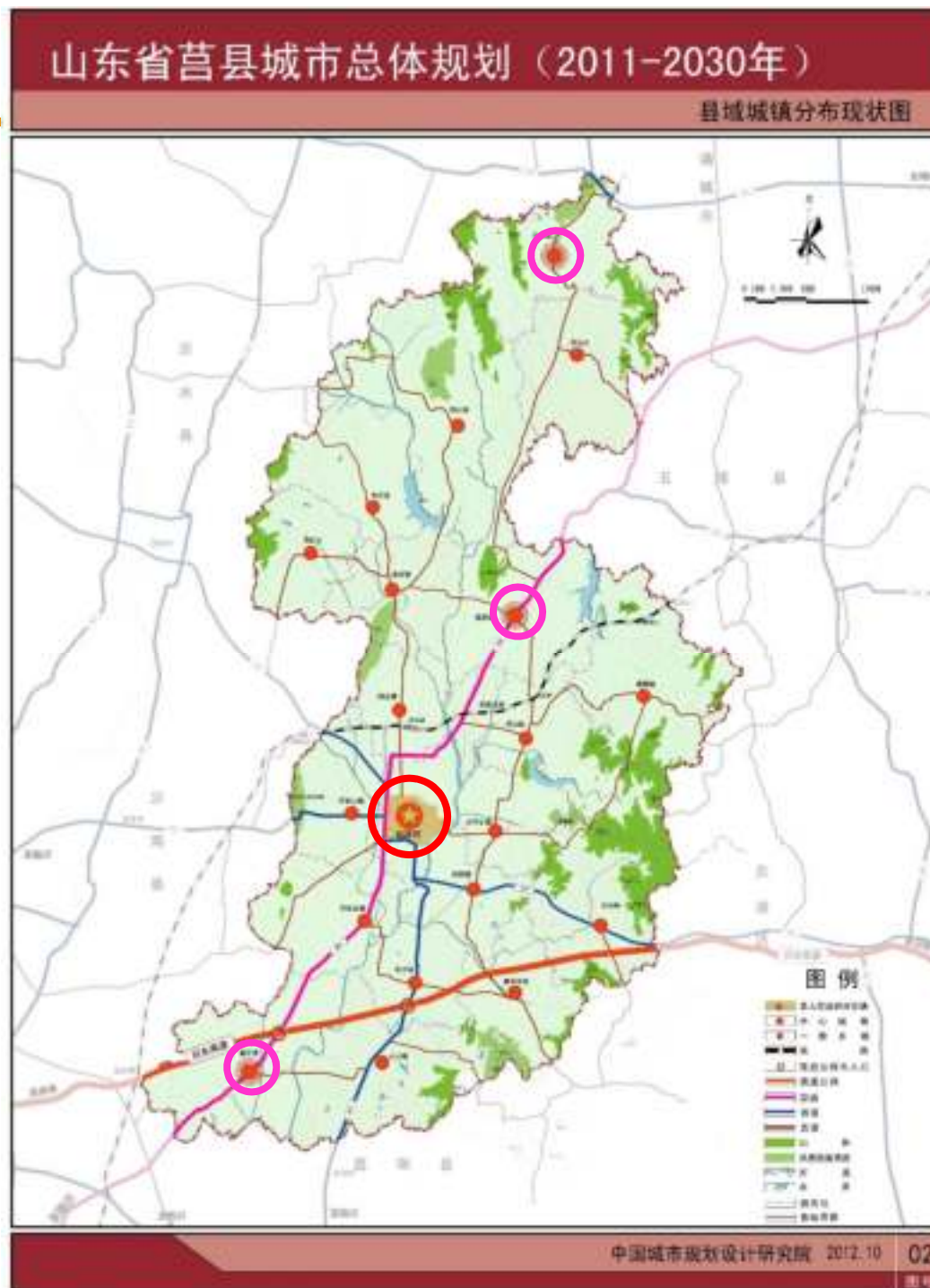
县域城镇体系规划中的各分区内，在经济、社会和空间发展中发挥中心作用的镇。

其中县人民政府所在地的镇，编制总体规划时参照城市总体规划编制办法。

■ Common town

Towns that are other than key towns in the county urban system planning

县域城镇体系规划中，中心镇以外的镇。



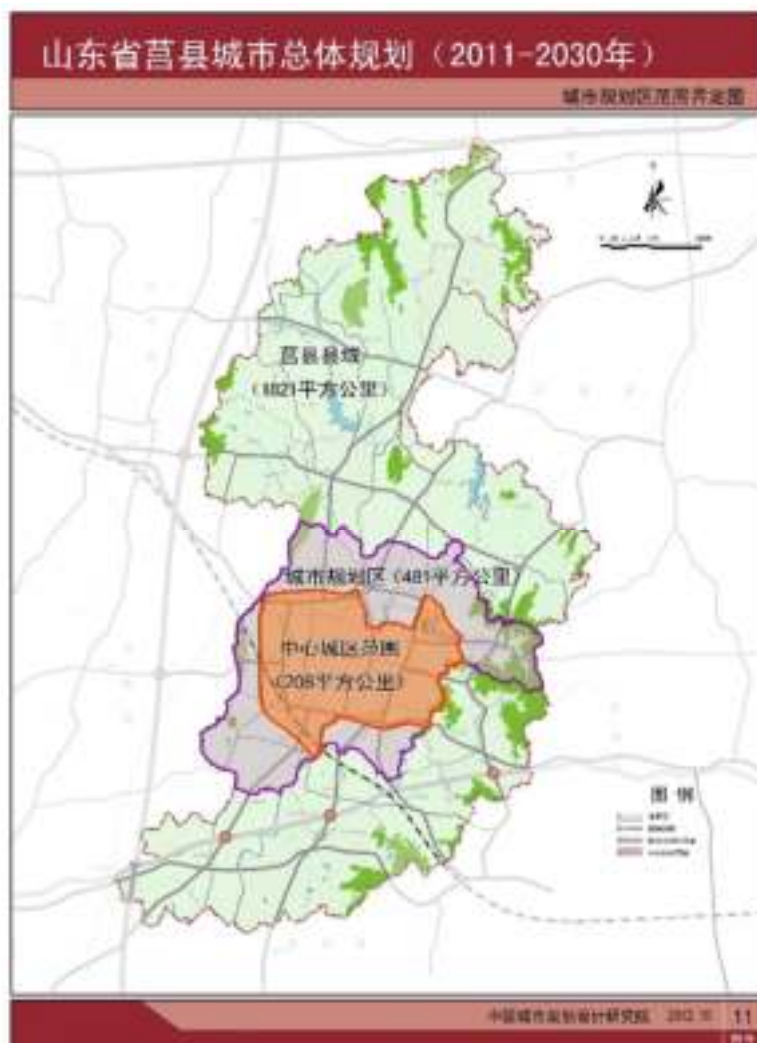
2

Urban Comprehensive Planning 镇总体规划

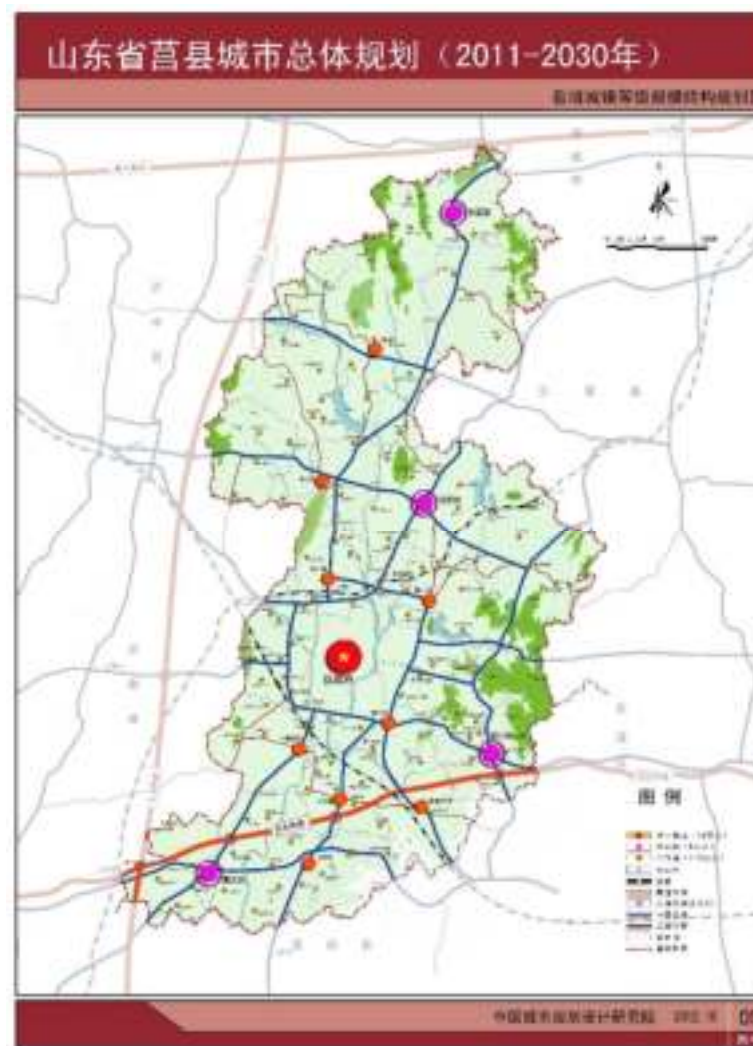
2.2 Classification of Town 镇的类型

■ 中心镇 Key Town

Planning Area



Urban Hierarchical Structure



2

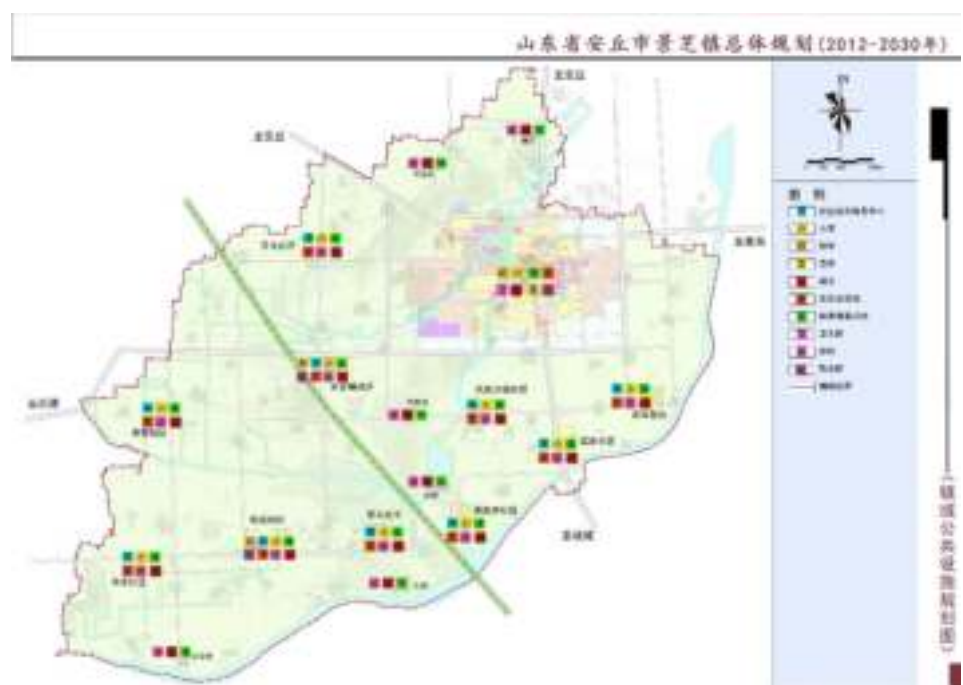
Urban Comprehensive Planning 镇总体规划

- Case: Comprehensive Planning for Lingzhi Town at Anqiu City in Shandong Province
- 案例 山东省安丘市景芝镇总体规划

Spacial Level: **administrative region**

Municipal Infrastructure Planning

Public Service Planning



2

Urban Comprehensive Planning 镇总体规划

案例 山东省安丘市景芝镇总体规划

- Case: Comprehensive Planning for Lingzhi Town at Anqiu City in Shandong Province
- 案例 山东省安丘市景芝镇总体规划

Spacial Level: **Central Area**

Partition of City Scope



景观风貌分区



古韵风貌区用地布局

Partition of Development Density



酒文化展示核心区用地布局



新镇风貌核心区用地布局

Partition of Construction Height





Contents

Part 1 City Comprehensive Planning

Part 2 Town Comprehensive Planning

Part 3 Rural Planning & Construction

3.1 乡村规划的编制组织与审批程序

村庄规划应以行政村为单位，由所在地的镇或乡人民政府组织编制。村委会应指定人员参与村庄规划编制过程，并协助做好规划相关工作

根据我国现在实行的村民自治体制，村庄规划成果完成后，必须要经村民会议或者村民代表会议讨论同意后，方可由所在地的镇或乡人民政府报县级人民政府审批。

Village planning should be established within the administrative unit, being taken charge of the people's government of a township. Village Committee staff should designate villagers to participate in village planning process, assisting planning establishment.

Under China's system of villagers ' autonomy, final planning should be approved by Villagers ' meetings or villagers ' representative meetings discussion. Then planning deliverables are filed with the people's government at the next higher level for examination and approval.

《The Villagers Autonomous Law of PRC》（Version 2010）

Villagers Committee is the self-management organizations at the basic level, for the villagers self management, self educated, self-serving. It executes democratic elections, democratic decision-making, democratic management and democratic supervision.

村民委员会是村民自我管理、自我教育、自我服务的基层群众性自治组织，实行民主选举、民主决策、民主管理、民主监督。

3.2 美丽乡村建设

Countryside Beautiful Movement

最早起源于时任浙江省委书记、现任中央总书记习近平在浙江开展“千万村示范万村整治”工作。2010年，浙江省在全国率先开展美丽乡村建设。自此，全国许多省份都开始全面推进美丽乡村建设。

Protect Traditional Appearance

Improvement of Sanitation in Public Space

Improve Environment of human settlement

Develop Agriculture and Tourist Attractions

This Project was promoted by Xi, Jinping 2010, when he was the top leader of Zhejiang Province. Since then, lots of provinces started countryside beautiful movement.



案例 1 厦门市曾厝垵

曾厝垵位于厦门中心城区南部，紧邻核心景区，随着厦门旅游业的发展，村民自己邀请专业设计团队，帮助规划设计，并进行房屋改造。在短短 3 年里面，这个小渔村，变成厦门知名旅游景点。村民通过自治，既实现了就地城镇化，也分享到了城镇化的成果，同时也将这个村庄的历史文化特色完整地保留下来。

Case Study 1: Zencuoan village in Xiamen

Zencuoan was once a small village near the south center of Xiamen City. The villagers employed specialists to plan and design the village which then became very famous tourist destination in 3 years.

Villagers through self-government also share the fruit of the urbanization, as well as historical and cultural characteristics of the village survived intact.

城中村自我更新



3

Urban Comprehensive Planning 镇总体规划

案例 2 河南新县西河村

和村民一起盖房子

Case Study 2: Xihe village in Henan Province
Architects building house and public buildings with the villagers.

