



TRANSFORMATIONAL DEVELOPMENT AND COORDINATED PLANNING  
PRACTICES OF GUANGZHOU IN VILLAGE PLANNING

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*United Nations Human Settlements Programme*



*Guangzhou Land Resources and Planning Commission*



*Guangzhou Urban Planning & Design Survey Research Institute*



*South China University of Technology*



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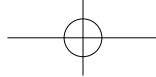
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## PREFACE ONE

**W**e are living in an age where the world's population has grown to 7 billion and where more than half of them now live in towns and cities. The significance of this demographic and geographic transformation is quite profound for the future of humanity and the configuration of urban and rural space of the world as a whole.

It is time to overcome the classical view of the relationship between urban and rural settlements that treats cities as service centres for rural areas, providing manufactured products, public and commercial services and employment opportunities. Meanwhile, villages are sometimes viewed as providers of raw and processed materials, labour and demand for urban services. In this view, cities and villages were treated in a binary way, especially in the developing world in the last century. Industrialization and modernization often dominated the national and international development agendas, while villages remained under-developed and disconnected from the social and economic development. With poor connections between cities and villages unimproved, millions of people in villages lacked access to basic infrastructure and services such as health, education, water, sanitation, transport and amenities. They lacked employment opportunities and social securities. They became victims of growing inequalities between cities and villages.

UN-Habitat and other development partners clearly reaffirm the economic, social and environmental interdependence between urban and rural areas. The need for a balanced and mutually supportive approach to the development of cities and villages is widely recognised. The sustainable development can only be achieved if rural and urban areas are considered holistically as part of the same and integrated system. The interdependence can only be increased with the growing flow of goods, capital, people, information between cities and villages.

UN-Habitat believes that we must mutually reinforce and support the development of cities and villages. This new paradigm of development necessitates the establishment of an efficient spatial strategy to incorporate rural development into a well-articulated, integrated and balanced urban-rural system. In doing so, villages can access clusters of services, facilities, infrastructures connected with cities.

To make urban rural development a reality, UN-

Habitat is encouraging countries to adopt pro-active policies and strategies for building better mobility and communications networks that link cities and villages, facilitating the better exchange of goods and services between urban and rural areas, better people's movement through short and long term migration from rural to urban areas and vice versa, better interaction between people with different social and cultural background, and better governance structure that integrate cities and villages in policy-making, revenue sharing and public participation.

I have noticed that Guangzhou, the most dynamic metropolitan city of South China, has been rapidly industrialized and urbanized in the past 30 years. This publication introduces the innovative visions and practices of Guangzhou to extend integrated development planning to its rural regions. It also showcases policies and actions taken by various stakeholders, including the leading role played by the local governments, the sound institutional arrangements and systematic approaches for programme design and implementation, and most importantly, the participation of rural villagers and their ownership of the programme. I am confident that this initiative will help bridge the development gap between urban and rural regions in Guangzhou, sustain the social and economic development and environmental improvement in rural areas, and improve the livelihoods of villagers in the future.

Therefore, I recommend this publication to all interested UN-Habitat partners, and call upon all those concerned about sustainable development to integrate rural development fully into their plans and bring a more integrated and inclusive perspective to urban and rural linkage.

**United Nations Under-Secretary-General  
Executive Director of United Nations Human  
Settlements Programme**

March, 2015





## PREFACE TWO

Guangzhou has been advancing its program of village planning for many years. It has made continuous efforts to explore innovative ways of village planning, both in terms of the formulation of village development plans and of village management and construction. Along the way, Guangzhou has made phenomenal achievements in village planning, achievements. Hereby, we would like to extend our gratitude to UN-HABITAT for giving us this opportunity to crystalize and analyze the experience that Guangzhou has gained in village planning over the years. It is our sincere hope that this book can help people understand Guangzhou's villages and its program of village planning. We look forward to valuable suggestions and advice on how we can improve our work in village planning in the future.

Villages are the very basic form of human settlement as well as the very basic unit in national economic and social management. Since China incepted its program of reform and opening up, its urbanization drive has been pressing forward at an extraordinary pace. Villages of China have been constantly evolving amidst the overriding trend of urbanization, which is marked by the changes of village forms and management models. In this process, some villages have been urbanized, becoming an integral part of cities; other villages, though able to maintain their original forms, have seen significant changes. With China still trapped in the urban-rural dual structure, the development of cities inevitably causes a number of problems to villages, including population outflows, landscape deterioration, a lack of infrastructural facilities and environmental pollution. As Guangzhou is at the forefront of China's reform and opening up, by taking a close look at the development history of Guangzhou's villages, one can develop a vivid and clear picture of how villages of China have developed and evolved and what problems and challenges are confronting the villages of other major cities in China.

Currently, Guangzhou has over 1,000 administrative villages under its jurisdiction, which together account for about 80% of its total land area. About three to four million people are now living and working in these 1,000 administrative villages. Historically, in China, rural planning was not valued and emphasized as much as urban planning for a long time, which explains why the rural area is now plagued by a series of grave issues. Guangzhou came to realization of the importance of village planning at the beginning of the 1990s, and since then, Guangzhou has carried out three rounds of village planning and has constantly strengthened the management and construction of villages along

the way. Since 2012 in particular, Guangzhou has been attaching great importance to and infusing innovative elements into its village planning in the process of its urbanization drive, under the overarching objective of achieving urban-rural integration and improving the quality of urbanization. On one hand, village planning program has been formulated to cover all villages under the jurisdiction of Guangzhou. On the other, a series of policies and regulations have been devised to ensure the implementation of the village planning program. In some sense, it is fair to say that Guangzhou has initially shaped a full-fledged system for village planning, management and construction. Specifically, this full-fledged system mainly consists of the following four building blocks.

First, the village planning program has covered all villages under the jurisdiction of Guangzhou, with strong emphasis placed on suiting planning policies and measures to the specific conditions of individual villages. We have divided all the administrative villages of Guangzhou into the following four categories, namely, inner-city villages, urban-fringe villages, outer-suburban villages and relocation villages. In the meantime, strenuous efforts have been exerted to explore the paths of development for the villages of each category. The objective is to achieve differentiated development and coordinated development by adopting measures that suit the local conditions of individual villages. For instance, where conditions permit, some villages may focus on developing manufacturing, some on developing agriculture, some on promoting tourism and others on fostering a livable environment. Specifically speaking, inner-city villages with readiness for transformation can set out to formulate plans for complete renovation and transformation, while inner-city villages unprepared to do so may formulate special plans to develop themselves into inner-city communities by improving their supplementary facilities and better integrating their overall structures into Guangzhou's cityscape. With full consideration given to the irreversible trend of extending economic and production activities to the suburban area, urban-fringe villages should make clear their functional positioning and make full preparations for accommodating economic and production activities. Outer-suburban villages are set to be developed into villages with idyllic landscape, which show the uniqueness and diversity of beautiful villages in China. While providing services to meet the basic needs of their residents, relocation villages should exercise self-control over the speed and scale of their own development and make preparations for future relocation of their residents to somewhere else.





Second, village planning has been focused on addressing and resolving problems of the greatest concern to local villagers. After many years of practice, Guangzhou has gradually shifted the focus of village planning from the overemphasis of environmental improvement to the realization of multiple goals. It is impossible and impractical to solve all problems simply by village planning, and therefore, the focus of village planning should be placed on working out constructive solutions to the problems of the greatest concern to local villagers, problems that have a strong bearing on agricultural production and daily life activities in villages. These major problems mainly touch on the following six areas: rural housing, the economic development of villages, the construction of supplementary facilities, agricultural development, rural eco-system and cultural inheritance. In regard to rural housing, focus has been placed on assigning rural land plots to the grown-up children of economically-strapped families for building new houses, transforming 400,000 mud-brick houses, transforming “hollow villages” (villages that cover an expansive land area but are inhabited by a very small rural population), rectifying illegal occupancy of land plots and punishing the households who illegally claim multiple homesteads (In China, as the land of a village is collectively owned by the villagers, a village household is only allowed to own one homestead according to law). As to the economic development of villages, the focus of planning has been placed on reducing the economic gaps among villages to a minimum by increasing the economic benefits generated by collectively-owned village land plots, blazing new trails to economic growth and implementing projects favorable for economic development. In regard to the construction of supplementary facilities, priorities have been given to allocating land plots for public facility construction, formulating supplementary standards, rendering guidance to villages on the establishment of high-level public service systems and advancing the equalization of basic public services. To promote agricultural development, efforts have been exerted to protect farmland, undertake researches on the development orientation, development patterns and development projects of agriculture, incentivize villagers to set up modern agricultural systems and promote the agricultural scale production, agricultural industrialization and sightseeing agriculture in the suburban areas of major cities. To restore and protect the ecological landscape and features, top priorities have been given to advancing the construction of eco-friendly infrastructural facilities and shaping distinctive Lingnan-style village structures that consist of “mountains, waters, rural housing and farmland”. In regard to cultural inheritance,

efforts have been focused on exploring the historical and cultural heritages of villages and formulating rules and regulations governing the protection and utilization of historical and cultural heritage sites.

Third, village planning has engaged the vastest majority of villagers. When it comes to village planning in Guangzhou, we have always put the interests of the villagers first. It is our beliefs that only by engaging villagers in village planning can we inject vitality into village planning and ensure the successful implementation of village development plans. On one hand, our planners pay field visits to villages and the houses of farmers, where they conduct on-the-spot inspections, carry out household surveys and hold meetings. Through these measures, our planners are able to get the hang of the status quo of villages, solicit opinions from the villagers and learn about the actual needs of the villagers. Initiatives are taken to engage villager representatives into a series of village planning procedures, including preliminary surveys and inspections, public opinion solicitation, pre-approval announcement and submission of development plans for approval. Tremendous efforts are being made to safeguard the villagers’ rights to know the facts, to express their opinions, to participate and to supervise, so that the villagers can truly become key players in village planning. On the other, we proactively disseminate and popularize basic knowledge of village planning. By simple and intuitive means, we have solicited opinions from the villagers and announce the planning results to the villagers. In this way, we ensure that the villagers can understand the planning details and have a holistic picture of what their villages will become, how their villages will be developed.

Finally, a long-term mechanism has been established for village planning. Long before such a long-term mechanism was established, village planning was just idle theorizing and window dressing. With constant improvements in its village planning, the traditional model of village planning and management has been utterly transformed into a brand-new model, a model that is underpinned by a long-term mechanism consisting of one cardinal task and six innovative ideas. The cardinal task refers to the imperativeness of addressing the needs of villagers. To foster a comprehensive understanding of villagers’ needs, surveys have been conducted in a flexible, efficient and productive way. Survey data and information have been input into information platforms to make the data and information accessible and renewable. The six innovative ideas respectively cover six respects, namely, scientific planning, policy



## PREFACE

innovation, villager participation, formulation of planning rules and regulations, pilot project launch and development of theories. A full-fledged system has been set up to encompass various steps of village planning, from theorizing and policy making to implementation and management. Such a full-fledged system has enabled these village planning steps to be interlinked and complementary to each other. Under this system, feasible theories and policies are developed to ensure that the village planning program is implemented in real sense and to great depth. With this full-fledged system, the work related to village planning and management is being advanced in an orderly and well-regulated fashion.

We regard village planning as a one-hundred-year program and are endeavoring to formulate village development plans with strategic foresight, long-term development concepts and high standards. On one hand, a forward-looking approach should be adopted, with full consideration given to the long-term needs of the rural area. Enough leeway shall be reserved for future planning and maneuvering. In this way, a solid foundation will be laid for the future development of the rural area, and village plans can truly serve as guidelines for scientific development of the rural area. On the other hand, initiatives shall be taken to address the existing development challenges facing the rural area and to ensure that village development plans are put into implementation in real sense and produce desired effects.

Through theoretical analysis and case studies, this book -- Transformational Development and Coordinated

Planning --Practices of Guangzhou in Village Planning-- seeks to vividly and systematically introduce to the world the pioneering and innovative approaches and practices of Guangzhou in village planning. This book has opened a window, through which the world can take a close look at what Guangzhou has done in village planning and construction. Of course, village planning is a unique and protracted undertaking, one that takes persistent exploration and immense efforts to be accomplished. Some of the practices described in this book are yet to be tested by time and therefore should be further examined and tested against evidence. We hope that readers from around the world will be so kind to offer us suggestions and to point out whatever mistakes we have made.

The dream of Guangzhou and the China Dream are interlinked. To develop beautiful villages will go a long way toward realizing the dream of Guangzhou. Along this way, the program of village planning for beautiful villages will be the best footnote for the dream of Guangzhou.

**(Chen Rugui)**

**Executive Vice Mayor of the People's Government of  
Guangzhou Municipality**

March, 2015





## PREFACE THREE

As the frontier of reform and opening up, Guangzhou develops as one of the most urbanized cities in China. Due to its long-term and deep-rooted urban-rural integration, Guangzhou is faced with some unique difficulties and challenges in village planning.

Firstly, Guangzhou is burdened with grave historical problems. In the past 30 years' reform and opening up, the rural areas developed in a bottom-up "autonomous" model and lacked an overall planning in practices. At present, the villages are mainly frustrated by the historical problems accumulated over the past years. The heavy burden can only be alleviated via forceful organization and numerous innovative policies.

Secondly, it is difficult to implement land decrement. According to the relevant data, the villagers' residence accounts for 356.87 sq. km.; however, the Overall Plan of Guangzhou Land Utilization (2006-2020) requires that the residence should be reduced to 213 sq. km. by 2020, with around 10 sq. km. down each year. Without land use quota, it is hardly to implement the village plan, needless to say the land decrement. The reality barely meets the plan.

Thirdly, it is hard to survey on the existing village planning. Similar to other major cities, Guangzhou ill-performs homestead registration and certificate issuance. Owing to the heavy workload, complicated conflicts, lack of capital and human resource, the community-level land management department finds no incentive to register the homestead and issue certificates, which is trapped in slump.

The 18th CPC National Congress put forward the general principle of "promoting urban-rural integration and strengthening the ecological progress". Therefore, village planning embraces unprecedented opportunity, especially with the support of the "1+15" policy on new urbanization, issued by Guangzhou CPC Committee and Guangzhou Municipality. Urban Planning Bureau actively follows the holistic arrangement of Guangzhou CPC Committee and Guangzhou Municipality and exerts to address the problems mentioned above based on the actual situation in Guangzhou. It is to "explore, learn and promote" village planning and work out an innovative village plan under the guidance of strategic and overall planning. In the meantime, it is to make "three plans as one", pragmatically enhance urban-rural integration and solve the farmers' problems.

Firstly, leaders prioritize village planning and conduct decent organization.

On the one hand, Guangzhou CPC Committee and

Guangzhou Municipality pay great attention to village planning. On 9th April, 2013, a senior-level mobilization meeting was held, which set up a leading group with the mayor as the group leader. 33 municipal leaders joined in to supervise the work in concrete village planning. 39 studies were carried out in 51 towns (sub-districts) and over 120 villages and almost 500 village officials were invited for talks.

On the other hand, it set up a working mechanism "led by municipality, charged by district government (county-level city), organized by town government (sub-district office) and participated by villagers". The top-down and bottom-up models are adopted to promote village planning. It has earned special fund of 131 million RMB and engaged 28 village planning institutes and over 600 planners into the planning, which stimulated the technical power to an all-time high.

Secondly, the villages are sorted into different categories, with innovative policies respectively.

In line with the requirement of urban-rural integration and the distinctive feature of each village, the villages in Guangzhou have been classified as urban villages (253), villages in urban-rural fringe (218), villages in outer suburb (621) and villages to relocate (50). Based on their actual situations, these villages perform the corresponding functions of "industry, agriculture, residence and tourism".

The village planning office has made targeted policies for different types of villages. There are five key documents, including Introduction to Guangzhou Village Planning (pilot), Work Guidance of Existing Village Planning Survey, Guideline on Guangzhou Village Planning Approval, Proposal of "Villagers' Engagement" in Guangzhou Village Planning and Requirement for Guangzhou Village Planning Achievement. Four technical documents have been issued, namely Technical Guidance on Guangzhou Village System Layout Planning (pilot), Introduction to Guangdong Village Remedial Planning, Technical Guidance on Guangzhou Village Planning (pilot) and Requirement for Historical and Cultural Preservation of Traditional Villages. Data standard has been improved in terms of status quo investigation, village layout planning and village planning. Endeavors have been made to explore and establish the village planning information platform and database. Five subjects on village planning and urban-rural integration have been studied, focusing on the Strategic Rural Development and Action Plan in Guangzhou. By doing so, it possesses theoretical foundation to tackle those "bottleneck" problems facing village planning.



Thirdly, it is to integrate multiple plans and reinvigorate the stock land.

This village planning fosters the coordination with land use plan, urban comprehensive plan and regulatory detailed plan. It follows the cardinal concept of “defining themes based on existing resources, defining functions in line with the themes, developing projects according to functional positioning and designing plan in agreement with projects”. A measure of “proposal-plan-action” is applied to transform the village planning blueprint into action plan so as to put it into reality.

Besides, to revitalize the stock construction land, it sets boarder lines for construction land. Following the concept of “boarder line consolidation, stock land potential reuse, land increase and decrement”, it aims to improve the range and boarder lines of construction land as well as the size of construction land, especially of the new projects, in the urban comprehensive plan. Focuses are laid on the hollow villages and inefficiently used land to reinvigorate and reutilize inefficiently used land and propel stock land potential reuse.

Fourthly, it involves the public into village planning.

Interactions with the villagers are kept all the time so as to mobilize them into the village planning. Before carrying out the plan in all respects, the existing village planning survey has been conducted in all villages, including 5 aspects: social economy, land status quo, current construction, history and culture, and construction demand. And a standardized database has been established, including “3 maps and 14 graphics”.

The village planning have gone through four phases of 15 steps, from publicizing, launching, existing village

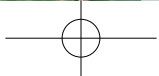
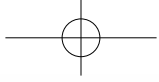
planning survey to plan making, publicity and approval. It applies such means as “questionnaire survey”, “planning workshop”, “congress of villagers”, “planning publicity”, etc. to engage the villagers directly into the planning and formulate an “understandable and practical” plan.

Guangzhou Urban Planning & Design Survey Research Institute has always been the main force of urban planning in Guangzhou. It has spared no effort in this village planning and contributed tremendous human resource and materials into the political research, organization, technical regulation and plan making. By participating in the whole process, it is bestowed with an overall, precise and deep understanding of the village planning principles and concepts. This book takes a record of the experience, achievements and thoughts in the village planning. It accurately elaborates on our bureau’s new thought on village planning, illustrates the understanding and practices of urban-rural development law against new urbanization in Guangzhou which functions as a national central city under rapid urbanization and demonstrates the highest level of village planning and administration in China at the moment. It is hoped that this book could become a landmark of China’s village planning as well as valuable reference to the domestic and foreign village planners.

**the Leading Group Office of Village Planning of Guangzhou Municipality**

March, 2015









## EXECUTIVE SUMMARY

Three series of village planning were undertaken by Guangzhou from 1990, trying to promote the rural development through village planning with innovate planning methodologies. In the third planning since 2012, in particular, a concept of “synergetic planning” has been developed, which put priorities on the villagers’ interest and focused on the resolution of existing major problems as well as planning for future development, so as to build a model of constructing beautiful countryside with Lingnan styles. The village planning of Guangzhou in recent years is a typical initiative of improving human settlements environment, which could, based on systematic summarization, offer lessons and experience to the developing countries for their village planning.

This book consists 14 articles on the practices of village planning by Guangzhou in recent years. It is divided into two sections: Section One focusing on the methodologies of village planning, and Section Two concentrating on the case studies that address essential challenges and present key solutions.

### Section One on Methodologies: Synergetic Planning with “Full Coverage”

The concept of “synergetic planning” refers to the “full coverage” in scope, the “all-around respects” in procedure and the “synergy” in organization.

#### “Full Coverage” in Scope

On the one hand, the planning covers 1142 administrative villages of the whole city. Among them, 889 administrative villages are under village planning while the rest 253 administrative villages (mainly urban villages, some suburb villages and villages to relocate” are under urban planning or re-localization.

On the other hand, it is to integrate village planning with construction. Regarding rural area, it is functionally zoned for industrial development, with a holistic approach of industrial and infrastructural land and a definite scale and range of construction land; concerning village construction, it is to make a clear layout of residence, public service facilities, roads, etc. and to set standards for floor area ratio, building density and greening rate of new residential buildings and economic development land.

#### “All-around Respects” in Procedure

The process includes researching beforehand, formulating rules and regulation, surveying, making plan, publicizing and soliciting opinions, getting approval, establishing information platform, implementing the plan and managing dynamically.

The first is to research in advance. The study of Strategic Rural Development and Action Plan in Guangzhou was carried out, under which six sub topics were studied to provide scientific support to the village planning, namely existing village planning survey, villagers engagement, urban-rural integration, urbanization of urban-rural intersections, preservation of traditional villages and conservation of Lingnan historical buildings.

The second is to formulate rules and regulations. Policies like Opinions on Strengthening the Management of Village Planning and Construction, Guidance on the Planning and Construction of Rural Residence in Guangzhou have been made. What’s more, such rural land use policies as adjustment of rural land use, homestead administration, etc. have been worked out to ensure the implementation of the village plan.

The third is to survey on the existing village planning. An overall village investigation was performed in the whole city in ways of publicizing, collecting materials, interviewing and on-site visiting, etc. As the result, “one book, three maps and fourteen graphics” have been worked out for each administrative village, with 3336 maps and 15568 graphics for the whole city.

The fourth is to make plans. It involves the villagers into the village planning. The initial proposal goes through the procedure of “planning workshop”, discussions by villagers committee and village affairs supervision committee, and finally approval by the joint meeting of village representatives and party member representatives.

The fifth is to announce the plan and solicit for public opinions. The village plan needs to be submitted to the town government (sub-district office) and district government (county-level city) for approval. According to the Proclamation Regulation on Urban Planning and Administration in Guangzhou, it is publicized on the official website, the village committee, etc. for 30 days.

The sixth is to get approval. After 30 days’ notice, the village plan will be submitted to the congress of villagers for deliberation and then submitted by the town government (sub-district office) to the district government (county-level city) for approval.

The seventh is to establish an information platform. Statistic standards are adopted for the village plan to create an information platform. The approved village plan will be put onto the platform to realize using “one map” for planning management.

The eighth is to implement and manage plans dynamically. With dynamic management and update, the information platform serves as a basis of village





construction and administration.

### “Synergy” in Organization

Firstly, several departments cooperate with each other. A leading group of village planning has been established, including three teams of plan making, policy making and supervision. As a synergetic platform, this group is composed of several departments like Urban Planning Bureau, Land Resources and Housing Administrative Bureau, Development Reform Commission, Environmental Protection Bureau, etc. Joint meeting system has been set forth to coordinate the team work.

Secondly, various entities perform jointly. Village planning abides by the working mechanism “led by municipality, charged by district government (county-level city), organized by town government (sub-district office) and participated by villagers”. Also innovation is made in designating planners into villages and holding establishing village planning consultative conferences in order to engage the villagers, village collective entities, governments and planners into making and implementing the village plan.

Thirdly, multiple plans function harmoniously. Village planning is connected and coordinated with land use planning, comprehensive urban planning, urban regulatory detailed planning, so as to put forward feasible measures and integrated plans.

### Section Two on Case Studies: Planning Practices in Response to Key Issues

The key development issues facing villages of Guangzhou cover a wide range of areas, including village location, collectively-owned land, industries, infrastructure, housing, culture, public facilities and landscape. Plenty of experience has been accumulated through the village planning, which has been put into practice for addressing these key development issues. The examples are:

Zengcheng has conducted site layout planning of villages within its county-level jurisdiction, developed a village classification system and coordinated the layout of infrastructural facilities and public service facilities, paying more attention to development quality and efficiency;

Jiang Village of Baiyun District has coordinated the layout of its reserved land plots for the development of supplementary logistics centers, resulting in an increase of efficiency in the utilization of collectively-owned land;

Chengkang Village of Conghua District, on the basis of its sound eco-system and rich agricultural resources, has exerted great effort to develop sightseeing and leisure agriculture and eco-tourism;

Lixi Village of Huadu District, by adopting measures that suit its village location and population size, has developed a waste water disposal project, which consists of a regulating reservoir, an anaerobic tank, man-made wetland and sand filters;

Hefeng Community of Luogang District, by implementing a land expropriation project, has developed a government-led village housing construction model;

Huangpu Village of Haizhu District, by restoring Huangpu Old Port (a thousand-year-old port) and reinvigorating traditional customs such as the ritual in celebration of the birth of the North God, has promoted the village commercial culture of Guangzhou;

Shawan Bei Village of Panyu District has promoted its village clan culture by restoring the He Clan Temple as the place for clansman activities;

Wanqingsha Town of Nansha District, by building district-township-village synergy, has shaped a full-fledged system of public service facilities and improved the quality of village public services;

Dong Xi Jing Village of Zengcheng District has pioneered village landscape planning methods for the protection and preservation of its village landscape features; t

Xinan Village of Zengcheng District has promoted village autonomy through good village planning, and thus has taken its village construction to a whole new level.

Practice is the sole criterion for testing truth. The cases of village planning, as listed in this book, are typical and representational in nature, epitomizing the problems and challenges that have emerged in the villages in China’s coastal developed region since the inception of the reform and opening-up program. The typical methods and measures employed in the village planning process can serve as references for villages across China and in other parts of the world.



## AN OVERVIEW OF GUANGZHOU

Located in the core region of the Pearl River Delta Metropolitan Area, Guangzhou is the capital city of Guangdong Province and the southern gateway to China. As one of China's five central cities, Guangzhou has a total area of 7,434.4 square kilometers under its jurisdiction. By the end of 2013, Guangzhou has been home to a resident population of 12.93 million people, 85.27% of whom have been urban dwellers. Currently, Guangzhou has eleven districts under its jurisdiction, which consist of 1,500 communities and 1,142 administrative villages (6,138 natural villages). Guangzhou has ranked third among cities of the Chinese Mainland in terms of economic power for 24 consecutive years. Guangzhou is indisputably the largest central city of South China in economy, science and technology, education and culture and the largest externally-oriented city in South China, well-reputed as the core city of the Guangdong-Hong Kong-Macao Metropolitan Circle. In this light, it is no wonder that Guangzhou has been maintaining frequent and close economic, political, cultural and people-to-people exchanges with Hong Kong, Macao and even the entire Asia-Pacific Region.

### The Climate of Guangzhou

Located in the subtropical coastal area of China, Guangzhou enjoys a subtropical humid monsoon climate, with the Tropic of Cancer crossing its mid-southern region. With ample sunshine and rainfalls, Guangzhou is covered with vast expanses of green verdures and brimming with blossoming flowers all year round. Thus, Guangzhou is well-renowned as a "city of flowers".

### The History and Culture of Guangzhou

Founded in 214 B.C., Guangzhou enjoys a time-honored history of 2,228 years. Guangzhou was once the seat of three dynasties. To date, vast arrays of ancient ruins and historical and cultural heritage sites are perfectly woven into Guangzhou's urban tapestry, making it a city with unique and appealing cityscape.

Well-known as a "thousand-year-old business city", Guangzhou has had a booming and thriving business environment for over one thousand years, with bustling and diverse commercial streets and unique business culture. As the cradle of China's famed Marine Silk Road, Guangzhou is the sole port city in China that has never been closed to maritime trade.

As the center of South China Culture (Lingnan Culture), Guangzhou has contributed greatly to the store of art and culture of the world, with its Cantonese cuisine,

Cantonese Opera, Cantonese music, Lingnan School of Painting, Cantonese carving, Cantonese embroidery and Cantonese glazed porcelain, all of which are famous at both home and abroad.

Guangzhou was the epicenter of China's modern revolution. It was the place of origin and central city for the old democratic revolution led by China's bourgeoisie. It was also a crucial stronghold of the Communist Party of China for carrying out early revolutionary activities.

Guangzhou has been remaining at the forefront of China's reform and opening up. With the appealing attributes of openness, accommodation and enterprise, Guangzhou has been entrusted by the Central Government with the weighty responsibility of piloting reform and opening-up programs, thus becoming a frontrunner in China's reform and opening-up drive. Over the past three decades since the inception of the reform and opening-up policy, Guangzhou has been successively designated as a coastal city for reform and opening, a national pilot city for scientific and technological reform, a national pilot city for financial restructuring, and a national pilot city for comprehensive market-based economic restructuring. Thus, Guangzhou has been navigating China's reform and opening-up drive.

### The Economy and Trade of Guangzhou

The GDP of Guangzhou amounted to RMB 1.542014 trillion yuan (US\$ 252.789 billion) in 2013, making Guangzhou the third largest city in the Chinese Mainland in terms of economic aggregate for the 24 consecutive years.

The added value of the primary industry reached RMB 22.887 billion yuan (US\$ 3.752 billion). The structure of traditional agricultural sectors, such as vegetable growing, fruit growing, flowers, livestock and aquatics has been constantly optimized. Fast growth has been registered in the service sectors related to farming, forestry, animal husbandry and fishery, the seeding and nursery sector, leisure tourism and the processing of agricultural products. Consequently, an urban modern agricultural system has taken its shape by and large.

The added value of the secondary industry stood at RMB 522.738 billion yuan (US\$ 85.695 billion), with automobile, e-communication and petrochemicals becoming the three pillars of Guangzhou's manufacturing. Cutting-edge technologies have been infused into textile, food, medicine, construction materials and other traditional sectors for industrial transformation and upgrading. Emerging sectors and high-tech sectors





have been growing with a robust momentum, such as e-communication, home electrical appliances, fine chemicals and petrochemicals.

The added value of the tertiary industry amounted to RMB 996.389 billion yuan (US\$ 163.342 billion). Foreign trade, commerce, finance, real estate and tourism have been thriving and flourishing. The primary industry, the secondary industry and the tertiary industry accounted for 0.4%, 29.0% and 70.6% respectively of the economic growth of Guangzhou in 2013. The public financial revenue of the local government stood at RMB 114.179 billion yuan (US\$ 18.718 billion) in 2013. The per-capita GDP of Guangzhou amounted to RMB 120,515.98 yuan (US\$ 19,756.72) in 2013, putting Guangzhou at the top of the ranking in this bracket among major cities in the Chinese Mainland.

For many years, Guangzhou has been magnet of an endless stream of merchants from all over the world, with thriving commerce and trade. It is one of the earliest port cities opened to foreign trade and remains the sole one that has never been closed. To date, Guangzhou is the most important port city for foreign trade in China. China Import and Export Fair (also known as the Canton Fair) is held twice in Guangzhou (one session in spring and one session in autumn) each year. 115 sessions of China Import and Export Fair have been held in Guangzhou, a fact which is a testimonial to Guangzhou's crucial position as a forerunner in China's opening-up drive.

## The City Development of Guangzhou

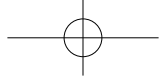
Since its founding as a city, Guangzhou has undergone a thousand-year development process and has evolved into a landscape city, with "six rivers pouring into the ocean and ten miles of mountain ranges covering almost half the city. With the introduction of Western-style planning concepts and ideas into China, Guangzhou started to plan and develop its cityscape systematically in the 1920s. Guangzhou has made quantum leap in its urban construction after the founding of the People's Republic of China, and in particular since the policy of reform and opening up was incepted. In 2000, Guangzhou became the first city in the Chinese Mainland to formulate a strategic plan for urban construction. By tapping into the huge opportunities derived from hosting the 2010 Asian Games, Guangzhou has exerted all-out effort to advance its economy, social undertakings and urban construction. As a result, Guangzhou now presents to the world a brand-new cityscape, one that features "blue sky, crystal-clear water, improved traffic conditions, better housing

and more beautiful ecological landscape".

The success of hosting the 2010 Asian Games marks the metamorphosis of Guangzhou into a modern international city with strong economic capacity, active engagement in foreign trade, a thriving commercial market, a pro-living eco-environment, full-fledged infrastructure and a superb investment climate. This thousand-year-old business city is writing its new chapter of urban development and prosperity.

## The Honors of Guangzhou

Guangzhou has been improving its living environment while promoting its economic growth. In recent years, Guangzhou has been granted with a variety of international and national awards, most notably UN Habitat Scroll of Honor Award, National Health City Award, National Environmental Protection Model City Award and National Culturally-advanced City Award.





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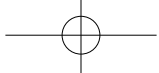
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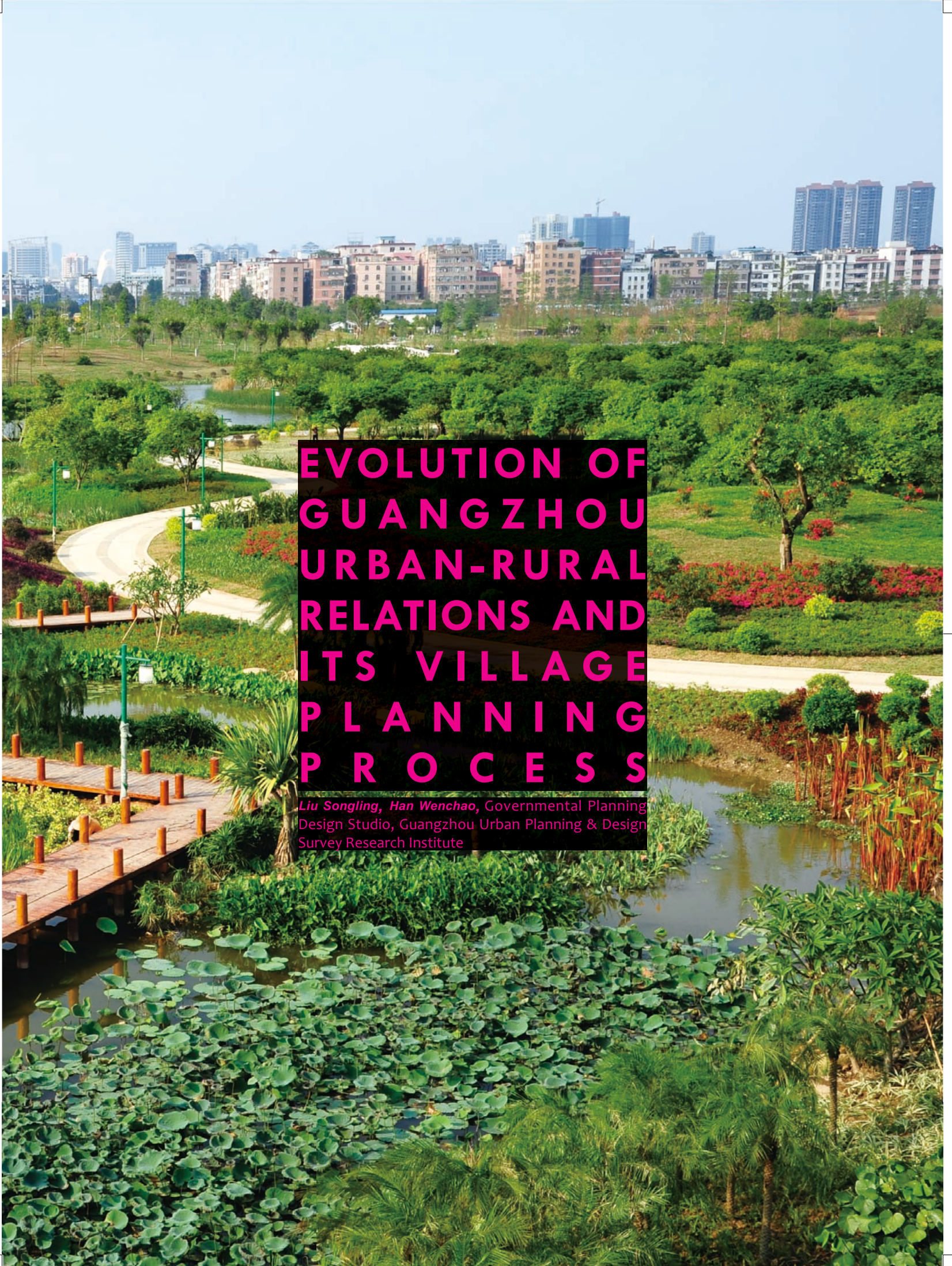
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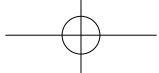






# EVOLUTION OF GUANGZHOU URBAN-RURAL RELATIONS AND ITS VILLAGE PLANNING PROCESS

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Design Studio, Guangzhou Urban Planning & Design  
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Since the reform and opening up in China, the Pearl River Delta has taken a path of rapid industrialization and urbanization, during which urban-rural relations in this region have witnessed a process of mutual independence, conflict and gradual coordination. This process is more typical in Guangzhou, located in the

center of Pearl River Delta. As the main tool to coordinate relations between cities and countryside, village planning of Guangzhou has been continuously improved and innovated according to the requirements of relevant national policies and needs of urban and rural development, so as to reconcile and guide the urban-rural relations.

## BEFORE 1996: ABSENT OF VILLAGE PLANNING AND ATTACH MORE IMPORTANCE TO CITIES THAN COUNTRYSIDES

### 1.1 Independent and uneven development between city and countryside

After the founding of new China, like many other provincial capital cities, the guiding thoughts of urban development in Guangzhou was to emphasize production, industry and principal buildings while the importance of living conditions, urban development and supporting facilities were overlooked. As a result, the coordinated development between urban economy and society was affected. By early 1980s, the level of urbanization ratio was still behind industrialization ratio (Figure. 1.1).

In order to galvanize economic development, cities were seen as the key area for economic development at the early stage of opening-up while rural development was overlooked and held back to some extent. Due to the constraints on political and economic environments at the beginning of economic transition in China, such as land use system, household system, population quality, industrialization level and infrastructure development, city even like Guangzhou, which was at the forefront of opening up, put its development emphasis on urban areas instead of countryside.

With the implementation of a series of policies and measures, such as the household contract responsibility system, the situation of stagnant rural development in Guangzhou rural areas that has existed for a long time has been gradually turned around. In addition to major achievements made in agriculture, various towns and villages were encouraged to establish their own enterprises with their rich land resources. Also, various investors were attracted to rural areas. As a result, industries in villages and towns have grown rapidly. On the other hand, the industrial development in the cities

was at a take-off stage. Benefited from the drastically growing demands of people on consumer goods after the reform and opening up, Guangzhou, as the most important light industrial product manufacturing base in South China, was among the top places in industrialization speed and gross industrial output value in the nation. Generally speaking, urban industries still played a leading role in economic development. In 1990, the gross output value of industries in the countryside of Guangzhou was RMB4.7 billion, which only took up one-tenth of the gross industrial output value (RMB44.2 billion) of the city.

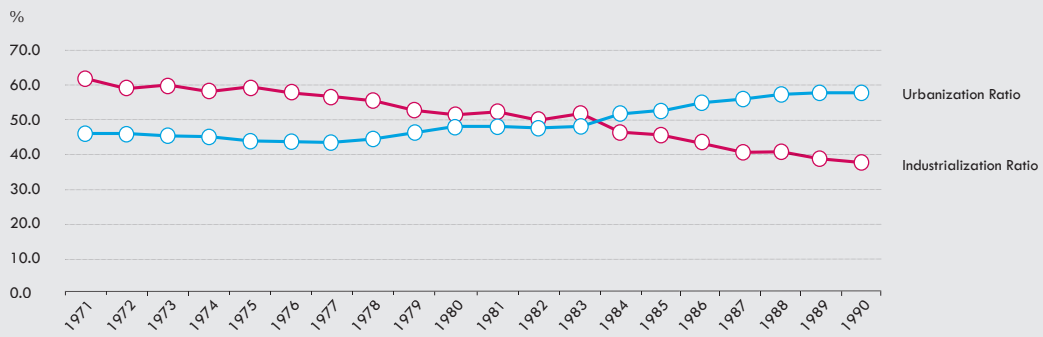
During this period, the city industrial development was realized mainly by increasing production capacity of enterprises. On the other hand, urban construction was mostly concentrated in the old downtown area and the demand on newly added construction land was small. As the development of town/village enterprises was still at its initial stage, the local labor force was able to meet the demand of industrial development. Therefore, rural population and construction land demand remained rather steady (Figure. 1.2). Due to the above factors, there were no interferences between urban area and rural area in Guangzhou and this could be defined as the stage of separate development.

### 1.2 Preliminary explorations in village planning

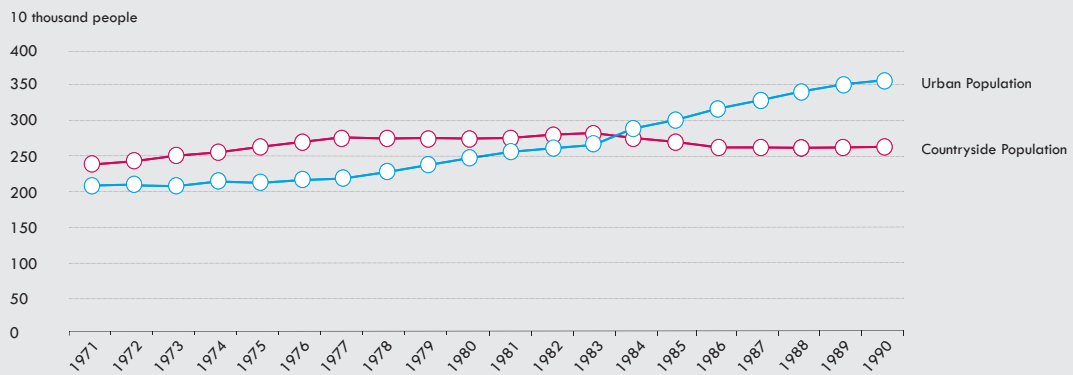
It was a period when efforts were started to be made to explore village planning.

As for village planning, as early as 1980s, the then Urban-Rural Construction Commission of Guangzhou Municipality conducted planning making in some counties and districts that were within the administrative areas of Guangzhou City. However, it was rather unorganized and unsystematic as the efforts were mostly made to provide solutions to specific issues, such as new village construction and land acquisition & resettlement. Therefore, village planning making and implementation in that period were experimental and village planning did not guide the village construction. Village construction management were basically internal affairs in villages.

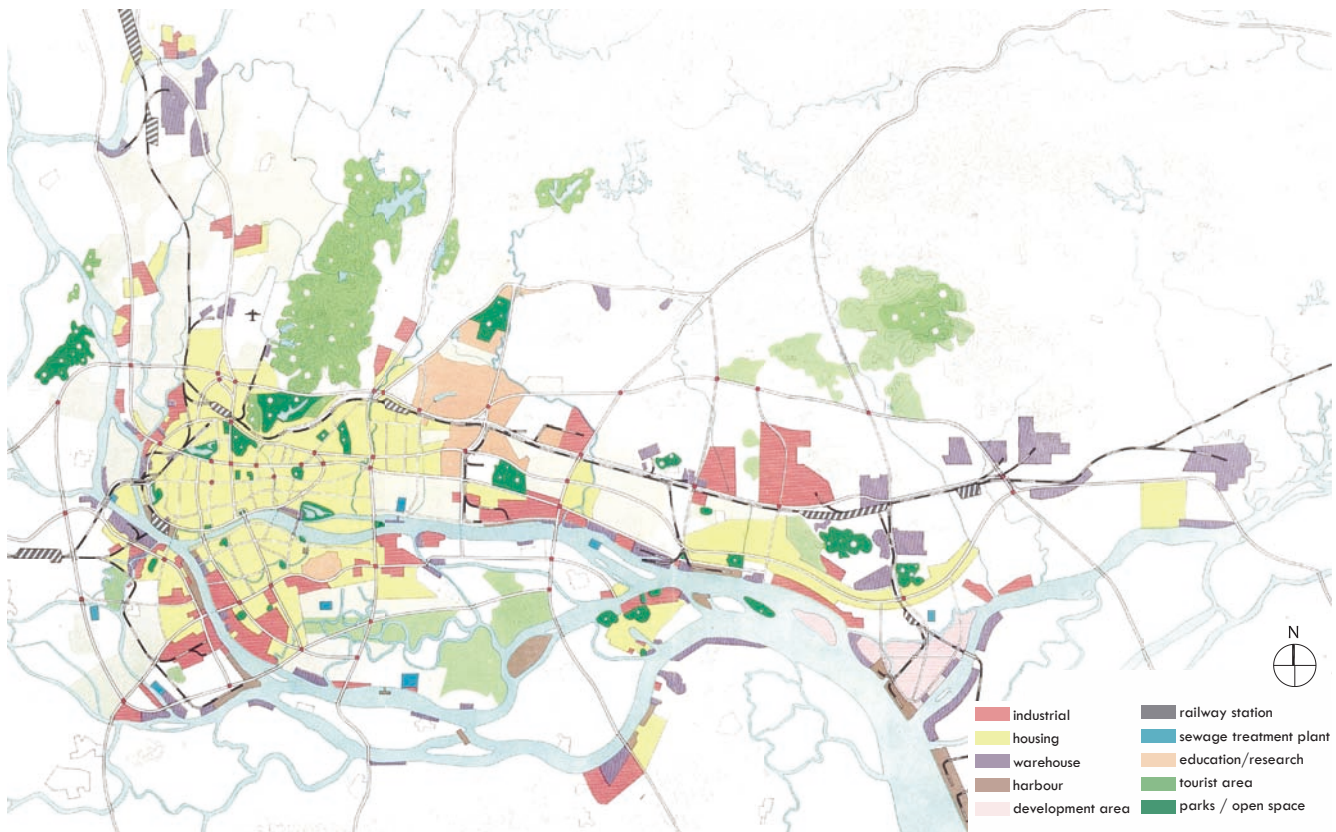




**FIGURE 1.1 COMPARISON OF INDUSTRIALIZATION RATIO AND URBANIZATION RATIO OF GUANGZHOU (1971-1990)**  
**Source:** *Statistic Yearbook of Guangzhou 1971-1990*



**FIGURE 1.2 CHANGES OF POPULATION IN URBAN AREA AND COUNTRYSIDE OF GUANGZHOU (1971-1990)**  
**Source:** *Statistic Yearbook of Guangzhou 1971-1990*



**MAP. 1.1 Master Plan for Guangzhou, 1982**  
**Source:** *Guangzhou Urban Planning and Development Review (1949-2005)*



Back then, urban planning absolutely played “a leading role” while village planning played “a supporting role”. In September 1984, the *Urban Comprehensive Plan of Guangzhou City (1981-2020)* (Map.1.1) was approved for implementation by the State Council. It put forward a development layout that featured linear clusters. In other words, urban development would be carried out in the north bank of Pearl River from west to east. The blank areas among the clusters were de facto villages. However, the planning scheme did not elaborate more on the development of these areas.

## FIRST ROUND OF VILLAGE PLANNING(1996-2006): CENTRAL VILLAGE PLANNING AIMING TO COORDINATE URBAN-RURAL CONFLICTS

### 2.1 Mingling of urban and rural areas resulting from accelerated urban expansion

After 1990s, the industrialization of Pearl River Delta took off and the tertiary industry had witnessed a rapid development since then. As the capital city and the transportation hub in Guangdong Province, Guangzhou had become the services regional center and a major gathering and distribution place of labor force, wealth, goods and information. It was a period of fast urbanization.

Urban-rural construction at that time brought two major changes to the city. First, with the fast expansion of urban construction, farmland was acquisitioned. The urban constructed area of Guangzhou City increased from 526.4 sqkm in 2001 to 779.9<sup>①</sup> sqkm in 2006, which was equivalent to an average annual growth of 50 sqkm. Second, fast industrialization led to an increase in the demand on labor force, which then led to a drastic growth of urban population. Due to the low rents, rural houses became the preferred settlement choice of migrants (peasant workers in cities), resulting in a rapid growth of rural house construction. At the same time, with fast industrialization in countryside, a great number of farmland was rebuilt to plants and warehouses and the demand on village construction land had increased rapidly. Take Tianhe District as example, the area of village construction land had increased from 3.83 sqkm to 8.05 sqkm during the period from 1990 to 2007 at an average annual growth rate of 4.5%<sup>②</sup>.

The countryside area in the suburban area was soon “flooded” by fast urbanization. However, there was no solution for cities to absorb these fast developing villages

into urban development.

During urbanization, urban developers needed to transform farmland into urban construction land. Due to the high cost of village resettlement, developers were not interested in acquisitioned constructed land in countryside and even tried to avoid this type of land. Instead, they preferred to use farmland in urban construction. On the other hand, without proper guidance and control, village buildings still featured a high density and a lack of open spaces and municipal facilities. They co-existed with modern urban new districts that were well planned with fully functional facilities, creating the special phenomenon of urban-rural villages that villages were mingled with urban areas. Consequently, the original idyllic sceneries were slowly turned into a mixture of landscape where villages were surrounded by urban districts. With the excessive growth of population and industry, urban villages were no longer able to provide sufficient basic public facilities or maintain them. As a result, the gap between urban villages and urban areas in social service quality and environmental quality became bigger and bigger, thus more and more social problems and conflicts started to surface(Photo.1.1 & 1.2).

### 2.2 Planning of central villages to encourage full coverage planning

Although there were no legal supports, technical supports or referential cases to learn from, the planning administrative department of Guangzhou still made attempt to coordinate the urban-rural relations and mitigate the conflicts between city and countryside, so as to solve the complicated problems presented by mingling of urban and rural areas.

In 1996 when the Guangzhou Urban Planning Bureau commenced all-around village planning, specific measures were taken to deal with the urban and rural problems caused by urban expansion. In view of the issues such as fast-growing demand on construction land in city and countryside and urban-rural conflicts, a series of fundamental tasks were carried out by the bureau. Half a year later, a serial of policies and rules including *Technical Regulations of Guangzhou Municipality on Central Village Planning (1997)* were promulgated to provide guidance for the planning making of central villages, straighten the relations with county-level planning administration and gradually regulate planning of central villages. Afterwards, Guangzhou started its first round of all-around and systematic village planning, adhering to the principles of “completing all-around planning starting from small-area planning and steady implementation”. Till 2000, planning of 60 central villages in the downtown area and most central villages in county-level cities had been completed(Map.1.2).

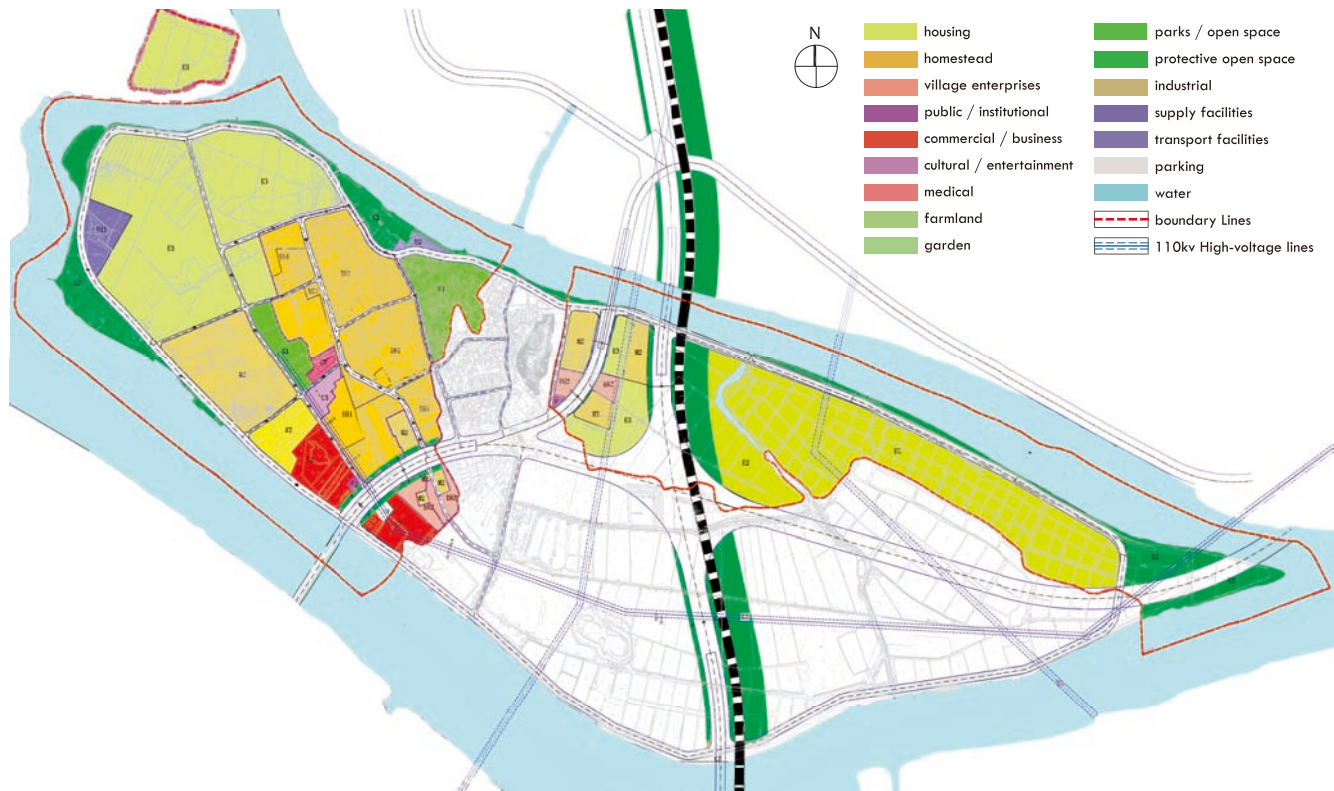




PHOTO. 1.1 Liede Village of Guangzhou with high density  
Source: @www.ditiezu.com



PHOTO. 1.2 Shipai Village of Guangzhou with high density  
Source: @www.ditiezu.com



MAP. 1.2 Central Village Planning of Zini Village, Shawan Town, Panyu District, Guangzhou (2003 edition), Land Use Plan  
Source: Town Planning and Design Office of Panyu District, Guangzhou. Master Plan for Shawan Town, Panyu District, Guangzhou – Central Village Planning, 2003





Village planning at this stage featured the following characteristics:

- *With the guiding thought of “completing all-area planning starting from small-area planning”, the emphasis of village planning during this period was to provide solutions to key issues existing in main villages, so as to make breakthroughs in easing urban-rural conflicts. The main objective was to control the existing urban villages and avoid deteriorating their relations with the urban areas. At the same time, measures were taken to prevent the emergence of new urban villages. To this end, planning was mainly carried out in places where urban-rural relations were rather intense, such as suburban villages in Baiyun District and Tianhe District. Among the 9 village planning schemes approved in 2003, 6 were for villages in Tianhe District (Chebei, Tangdong, Qianjin, Tangxia, Lingtang and Zhucun) and two were for villages in Baiyun District (Chaolong and Chalong).*
- *Planning contents were mainly on coordination with urban areas, new village construction, old village redevelopment, provision of public service facilities and realization of “four ones” (to construct one demonstrative village, one demonstrative residential area, one demonstrative park and one demonstrative road). Also, importance was attached to land use and improvement of physical environment. Though contents had already included village ecological environment, landscape features, industrial development and historic & cultural preservation, the detailing level was rather low. No attention was paid to implementation of village construction and public participation mechanism. Village planning during this period was featured with top-down designation with emphasis being put on physical environment improvement.*
- *Attempts were made to coordinate urban and rural development through upgrading village planning standards. In order to better coordinate urban-rural relations, the Standards for Village/Town Planning promulgated by the State Council was not fully applied in village planning of Guangzhou. Instead, Categorization Standards for Urban Construction Land and Technical Regulations of Guangzhou Municipality on Central Village Planning were used as main technical standards. It tried to make the villages part of the city and include village planning into urban planning system. Therefore, the standards concerning land use and provision of public service facilities were stricter and higher than the national ones and more close to cities, so as to ease the urban-rural relations that were getting more intense.*

In summary, this round of village planning that took central villages as the entry point indicated that village planning making of Guangzhou was officially on the right track. Village planning during this period was led

by planning administrative departments at various levels with the focus on easing the intense urban-rural conflicts through technical approaches. Also, no efforts were made to amend systems or provide economic policy supports. The planning schemes were unable to completely satisfy the requirements of village development and did not have solutions for issues that villagers were concerned with, such as utilization of retained land and difficulties in villager house construction. Therefore, it was hard to fundamentally solve the difficult problems existing in village development and carry out village construction in line with the planning schemes. However, their significance could not be denied as the technical standards and planning deliverables developed and achieved back then became the basis for planning administrative departments to manage village construction according to law. The rapid emergence of urban villages was held back successfully. Moreover, the idea of combining village planning and urban planning into the integrated urban-rural planning system and the technical standards for village planning that were proposed based on the actual situations of Guangzhou provided important guidance to the later village planning work.

## SECOND ROUND OF VILLAGE PLANNING(2007-2010): FULL COVERAGE PLANNING UNDER THE THOUGHT OF URBAN AND RURAL HARMONY

### 3.1 Further expansion of city and worsening of urban-rural conflicts

In the new millennium, after the continuously rapid social and economic development since the reform and opening up, the traditional urban structure of Guangzhou was no longer suitable and held back further development of the city's urban spaces. The problems concerning environmental protection, traffic and land use became more and more severe. In 2000, Guangzhou Municipal Government completed *Guangzhou Conceptual Master Planning Outline*. The Outline proposed the strategic guideline to “develop the east, integrate the west, claim the south and optimize the north” for spatial development(Map.1.3), with the purpose of enlarging the urban framework, developing new districts and realizing great-leap-forward development. After the implementation of conceptual master planning, the focus of the urban-rural relations of Guangzhou shifted from

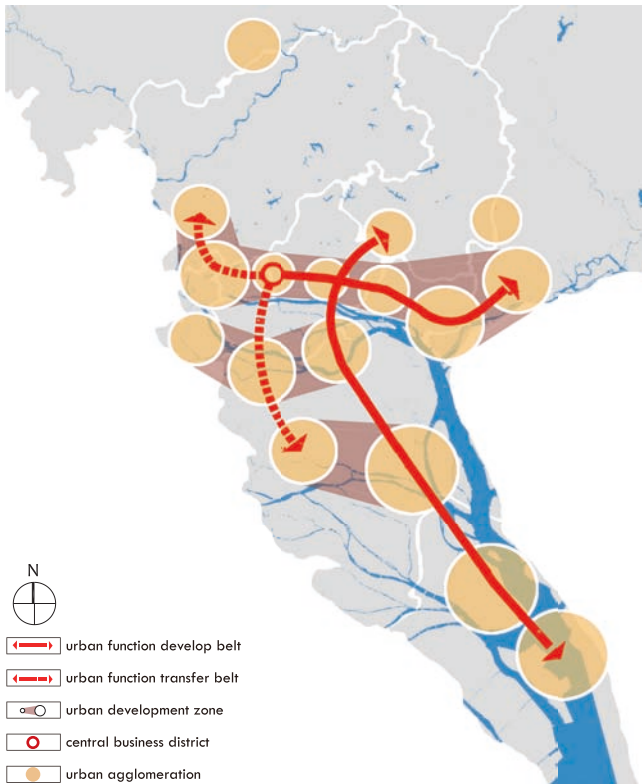


the downtown area to the whole city.

First, the gap between urban economy and rural economy kept growing bigger. During 2000 to 2005, the GDP of Guangzhou had raised from RMB249.2 billion to RMB515.42 with a growth rate of 107%. The annual per capita disposable income during the same period had increased from RMB18,287 to RMB13,967 with an increase rate of 31%. However, the annual per capita disposable income in countryside rose from RMB5,980.1 to RMB6,892.8. The increase rate was only 15.3% which was less than one-fifth of the GDP growth rate and less than half of the disposable income increase rate of urban residents.

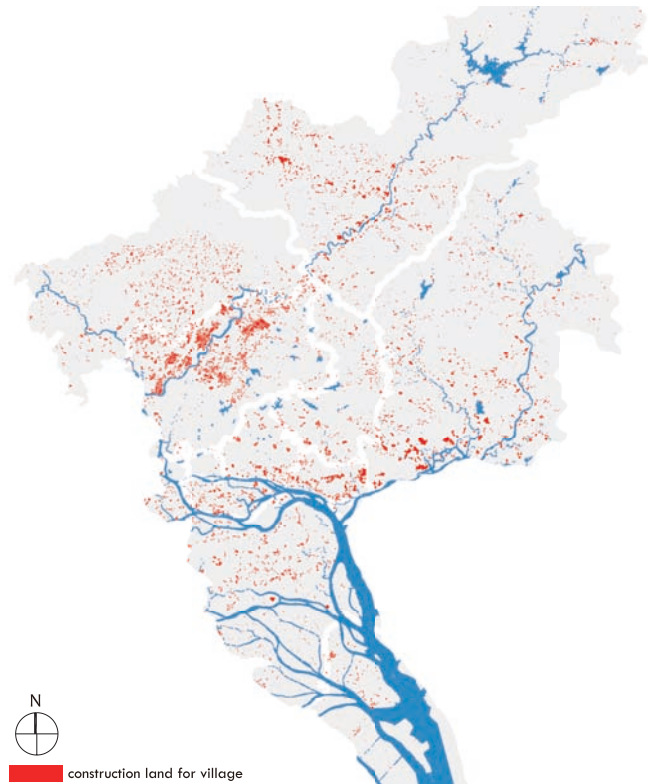
Second, the fight over land resources between city and countryside became more and more intense. As the construction land in downtown area became scarce, the value of farmland went up drastically when the amount

of farmland gradually decreased and farmland ownership transfer became more open. As a result, it became harder to acquire farmland and illegal land use and construction became very common in many villages. The area of construction land in villages increased greatly, particularly in villages in outer suburban in Panyu, Baiyun and Huadu (Map. 1.4). At the same time, government-leading new towns or industrial parks regarded as “key projects”, “major facilities” and “key development platforms” were being developed at a fast speed. As a result of such “great-leap-forward developments”, many villages in outer suburban needed to keep pace with urban development. For example, Guangzhou Higher Education Mega Center (GZHEMC) was a key node in the strategy to “claim the south” as it triggered the rapid urbanization of Xiaogubei Island that was mainly agricultural earlier. However, the urban-rural conflicts had not been completely lifted.



MAP. 1.3 Illustration for Key Development Areas in Conceptual Master Planning of 2000

Source: Guangzhou Urban Planning Bureau. Guangzhou Conceptual Master Planning Outline, 2001



MAP. 1.4 Distribution of Construction Land in Villages of Guangzhou City in 2007

Source: Guangzhou Urban Planning Bureau. Guangzhou Conceptual Master Planning, 2009





BOX 1.1 CONSTRUCTION OF GUANGZHOU HIGHER EDUCATION MEGA CENTER AND THE RELATED PROBLEMS

The Guangzhou Higher Education Mega Center (GZHEMC) is located on Xiaoguwei Island that was made up of 6 administrative villages and focused on agricultural production. In January 2003, the construction of GZHEMC was officially kicked off and by September 2004, a total floor area of 2.25 million sqm which was an extremely fast construction speed and 35,000 students and teachers moved into the Center. At the same time, 4 villages of Nanting Village, Beiting Village, Suishi Village and Beigang Village were retained on the island while the other two, Guolang Village and Lianxi Village, were completely demolished. Currently, the area of construction land in the villages was 11.5 sqkm and the population of villagers is over 7,000. The existence of the 4 villages denies the urban nature of GZHEMC. Due to some historical reasons, illegal construction is rather severe in the remaining villages. In addition, the hygiene conditions of the villages are rather bad, which have brought some negative impact on the development of GZHEMC. Discussions on plans for village redevelopment are still going on today.



MAP. 1.5 Distribution of the Four Villages in GZHEMC  
 Source: drawn by authors

BOX 1.2 PLANNING AND VILLAGE DEVELOPMENT OF HAI'OU ISLAND

Located in the east suburban of Panyu District, Guangzhou, Hai'ou Island was an important part in the new area of Guangzhou and an important node in the strategy to "claim the south". In 2004, as this island was positioned to be an "international tourism island", its development should be aimed to achieve this goal while other developments should be put under strict control. However, no substantial progress towards the "international tourism island" has been made. Furthermore, due to the lack of guidance, village development in the island is stagnant.



MAP. 1.6 One of the schemes of tourism planning and urban design competition of Hai'ou Island  
 Source: Guangzhou Urban Planning Bureau



PHOTO. 1.3 Hai'ou Island Existing  
 Source: Guangzhou Urban Planning Bureau



### 3.2 The idea of “balanced development of urban and rural areas” to solve urban-rural development predicament

What happened in Guangzhou back then was also common in the urbanization process of many major cities in China. In order to address growing gap between cities and countryside, the 3rd Plenary Session of the 16th CPC National Congress put forward the idea of “balanced development of urban and rural areas”. It requested that “more attention should be paid to rural development and solutions must be provided to problems relating to agriculture, rural areas and peasants”. Also, it pointed out that “the policy that industrial development should support agricultural development in return and urban development should stimulate rural development should be firmly adhered to; the gap between urban development and rural development should be narrowed down gradually, so as to realize all-around economic and social development in countryside; the objectives of industry promoting agriculture, urban areas helping rural areas, urban-rural interaction and coordinated development should be achieved to realize sustainable development of agriculture and rural economy.”

After the idea of “balanced development of urban and rural areas” was proposed, the 5th Plenary Session of the 16th CPC National Congress set up the objective of “new socialist countryside construction” in order to clearly guide the application of the policy that industrial development should support agricultural development in return and urban development should stimulate rural development. The emphasis was put on economic, political, cultural and social construction of countryside to eventually build rural areas into the new socialist countryside that was economically flourishing, environmentally beautiful, civilized and harmonious with fully functional facilities and realize the all-around development of countryside.

The idea of “balanced development of urban and rural areas” and the objective of “new socialist countryside construction” had upgraded countryside construction to the national policy level. Consequently, more resources would be mobilized into countryside construction that involved various aspects such as politics, economy, legal system, environment and culture. This would play a decisive role in breaking the predicament of urban-rural development.

### 3.3 Full coverage of Guangzhou village planning under balanced development of urban and rural areas

In order to realize the idea of balanced development of urban and rural areas and the objective of new

socialist countryside construction, it was pointed out in Clause 50 of *Decisions on Thoroughly Solving the Issues Relating to Immediate Interests of the Masses by CPC Guangzhou Municipal Committee and Guangzhou Municipal Government* (the file also went by the name of “66 beneficial measures for people”, i.e. 66 measures concerning the 11 aspects of agriculture, rural areas & peasants, employment and education, which were to be taken by departments under Guangzhou Municipal Government) that, great efforts should be made to better village landscape and environment and speed up village planning making, which included measures to improve the living conditions in countryside and greenery in villages. Also, proactively pushed forward land reclamation of undeveloped construction land in countryside and strived to implement environmental protection projects in countryside that focused on water and soil pollution prevention and treatment. It aimed to complete planning for all administrative villages by the end of 2009. It also stated that planning funds would be provided by district (county-level city) governments and should not be borne by towns and villages. After the promulgation of the file, the second round of village planning of Guangzhou was commenced.

At the kick-off stage of the second round of village planning, China underwent a major reform on urban and rural planning. In 2008, the *Law of the People's Republic of China on Urban and Rural Planning* officially took effect, which replaced the original *Law of the People's Republic of China on Urban Planning and the Management Regulations on Village and Town Planning and Construction*. It put village planning and urban planning into the same legal framework, reformed the urban and rural planning system of China, confirmed the legal status of village planning and clarified the tasks and contents of village planning. In this context, Guangzhou Municipal Government, by referring to requirements as stipulated in *Law of the People's Republic of China on Urban Planning*, stated clearly the decision to conduct village planning making in a government file and specified the organization mode and requirements on village planning making of Guangzhou City.

Compared to the first round of village planning, the second round showed the following characteristics:

- It covered a wider range and made sure there was a planning scheme for each village. Village planning covered the whole city territory.
- The requirements on the key aspects of planning schemes were clearer. The main purpose was to provide solutions to the then urgent issues in countryside, such as housing construction difficulties and poor village landscape. The work program specified that village planning making involved two stages of village distribution plan development and village planning development. Village distribution plan mainly aimed to address the distribution





of rural settlements. Village planning, on the other hand, consisted of new village construction & planning as well as old village redevelopment, remediation and planning that would be compiled according to the local conditions of villages.

• *The organizational structure was more complete .* According to the work program, Coordination Team for Village Planning of Guangzhou City that was made up of Guangzhou Urban Planning Bureau, Construction Commission of Guangzhou Municipality, Bureau of Land Resources and Housing Management of Guangzhou Municipality and Bureau of Agriculture of Guangzhou Municipality was set up to guide the various districts to carry out planning compilation. Village planning making did not simply rely on planning administrative departments, but also required the efforts of other relevant functional departments and various district governments.

After two years' of hard work, Guangzhou City had

realized the stated objective of “a planning scheme for each village” by November 2009.

The efforts and coverage of the second round of village planning of Guangzhou City were unprecedented. It was a pioneering undertaking for Guangzhou, an international metropolis that has a population of over 10 million and covers an area of over 7,400 sqkm, to complete full-coverage village planning. The second round of village planning had made outstanding achievements in terms of ascertaining the basic conditions of villages of Guangzhou, innovating the urban-rural planning management mechanism, encouraging public participation into planning and cultivating a team of talents for village planning. Most villages had also realized the objectives of improving villagers' residential conditions and bettering village landscape and environment to some extent after the planning.



MAP. 1.7 Planning of Tanshan Village, Hualong Town, Panyu District (2009 version), Master Plan for Old Village Remediation and Construction  
**Source** : Summary of Deliverables of Village Planning of Guangzhou City, Guangzhou Urban Planning Bureau



## THOUGHTS ON VILLAGE PLANNING IN THE CONTEXT OF NEW-TYPE URBANIZATION

### 4.1 Problems in earlier village planning

When looking back on the urban-rural relations of Guangzhou during different periods, we found out that the distribution of land interests always lied in the center of urban-rural conflicts. With the economic development of Guangzhou and the advancement of urbanization, land resources have become scarce and the fight over spatial resources between city and countryside increasingly intense. At the same time, it was harder to realize balanced development of urban-rural areas. Guangzhou Municipal Government has always seen village planning as an important tool to coordinate urban-rural relations and realize balanced development. Village planning of Guangzhou City, which started from scratch, spread from some villages to the whole network and evolved from simplicity to complexity, has always been able to promptly adjust its planning emphasis depending on the then urban-rural development status, legal basis and policy requirements. Furthermore, village planning put forward the most reasonable program for spatial coordination, playing a key role in steering urban-rural coordination and mitigating urban-rural conflicts of Guangzhou.

However, there remained some outstanding issues in the previous rounds of village planning:

- *It was difficult to really implement the village planning schemes.* During the development of village planning schemes, the idea of controlling the total volume of construction land was overlooked and the problem of insufficient construction land was not solved thoroughly, leading to hard implementation of planning schemes. When developing villager houses distribution plans, village was taken as the unit and the boundaries of newly constructed residential land were determined. The total area of construction land in the countryside was achieved by summing up the area of construction land in various villages. Although this bottom-up method satisfied the peasants' needs, it led to scattered land use and exceeded the scale of construction land specified by land resources departments. Relevant statistical data showed that the total area of rural residences of Guangzhou in 2005 had reached 356.87 sqkm. However, the targeted area of rural residences of Guangzhou by 2020, which was specified in *Land Use Plan of Guangzhou (2010-2020)*, is only 213 sqkm, indicating that an area of about 10 sqkm would need to be reduced every year to achieve this target. The land indicators being inappropriate, it was impossible to implement the schemes developed from this round of village planning.

- *The lack of supporting policies affected the implementation of village planning schemes.* First, the objectives of planning at this round were rather simple.

TABLE 1.1 EVOLUTION OF URBAN-RURAL RELATIONS AND VILLAGE PLANNING GUIDENCE IN GUANGZHOU

Development stage	Development background	Urban-rural relations			Planning guidance		
		Land use	Urban-rural spatial relations	Social development	Form of village planning	Planning emphasis	Result of planning scheme implementation
Before 1996	Take-off stage of industrialization when the target was to build a consumption city with emphasis on the urban areas.	City expansion was slow and there was sufficient construction land.	The city and the countryside were rather separated and there were not many conflicts.	The development level in urban and rural areas was rather low and there were no conflicts at all.	There was no planning for urban clusters, blocks or villages.	Importance was attached to urban development and consideration to rural development was insufficient.	The construction of some villages was out of control and urban villages began to form.
1996 - 2006	Maturing stage of industrialization when reform was deepened and economic development sped up.	City expansion sped up and land use in urban and rural areas was rather unplanned.	Urban areas started to mingle with rural areas, which was rather common in suburban areas.	The gap between the city and the countryside became bigger.	Planning of central villages in the 8 downtown districts (experimental and pilot areas) of Guangzhou was completed. Some villages were included in the regulatory detailed plan.	Measures were taken to control the emergence of new urban villages. Planning contents were rich and detailed. Planning for land use, traffic and public service facilities was complete. Emphasis was put on defining the boundaries of village construction land and determining land use indicators.	Illegal construction of most urban villages was held back. But some planning schemes were unrealistic and were difficult for implementation.
2007-2010	Post industrialization stage when new socialist countryside construction commenced.	City expansion was fast and land use in urban and rural areas was rather unplanned.	Urban areas were mingled with rural areas to a high extent, which was rather common in the whole city.	The gap between the city and the countryside further widened and the urban-rural conflicts were more intense.	Full coverage of village planning was realized.	Efforts were mainly made to solve the issue of villager houses construction and improve village landscape and environment. Emphasis was put on residential land use planning and environmental remediation.	Urban and rural planning has realized full coverage. However, due to constraints of planning detailing level, land use indicators and policy restrictions, it was hard to really implement the planning schemes.

Source: Guangzhou Urban Planning Bureau





Second, studies on fundamental problems concerning social, economic and mechanism aspects of villages were not detailed enough. Third, there were only a small amount of contents that were relating to homestead management methods, rural retained land policies, collective land use right transfer policies and policies to promote concentrated residences for peasants. All these had increased the implementation difficulty level.

- *The planning schemes were not practical to implementation.* When village planning compilation was complete, it was difficult to implement as there were no competent departments to guide rural construction. Funds of various functional departments that were allocated to rural construction were not well managed, leading to decentralized use of funds and scattered construction.
- *Similar to “flow line production”, the village planning at this round was not detailed enough, and failed to elaborate the characteristics of the villages.* More efforts could have been made to discover village characteristics and historic villages where cultural tourism activities could be arranged.

#### 4.2 The Prospects

After two decades' expansion, it has been made clear that the rapid economic growth at the cost of fast exhaustion of land resources and intense urban-rural conflicts cannot be sustainable. Therefore, it has become imperative to have new development thoughts and establish new urban-rural relations. Since 2012, Guangzhou has started to implement new urban-rural spatial development strategies in view of the requirements of new urbanization. The requirements are “human orientation and fair sharing”, “optimized layout and balanced development of urban-rural areas” and “ecological civilization and features”.

In view of the requirements on new-type urbanization and establishment of new urban-rural relations as well as the experiences in village planning of Guangzhou in the last two decades, the following aspects should be emphasized in village planning:

Firstly, further strengthen the guiding role of government over village planning. More administrative resources should be allocated to encourage more administrative and functional departments, governments at various levels and social forces to get involved into village planning, so as to solve the historical problems that are deep-rooted and difficult and lift the obstacles in planning.

Secondly, induce classified developments according to village's conditions. Planning needs to cultivate villages' growing mechanism and decides planning and construction contents according to the status quo. In light of this, the self-governance and self-development capability can be preserved.

Thirdly, conduct in-depth investigation on the existing conditions of the countryside, so as to understand the needs of villagers. For the purpose of solving villagers' problems, apply new technical approaches such as GIS to have extensive and in-depth research on the social and economic aspects, land use, housing construction, cultural and historical aspects and construction needs of villages and establish a database for analysis.

Fourthly, planning methods should adopt “multi-disciplinary planning coordination and multiple-party decision making”. The reason that it was hard to implement previous village planning schemes greatly lied in the unbalanced planning of urban and rural areas. In order to solve this problem, multi-disciplinary plans, such as national economic and social development plans, land use plans and urban plans, should be coordinated. Conflicts among various departments in planning should be resolved to make village planning a platform where various departments can reach agreements and fulfill their respective development plans. On the other hand, decisions should be made with the involvement of various parties and all-around public participation is encouraged. Make sure that villagers, governments, planners, construction companies, experts and media are all involved in village planning and well coordinated, so that the opinions of villagers can be accurately combined into village planning schemes.

Fifthly, planning objectives should be shifted from improving the physical environment to perfecting the institutional environment. Make more efforts to study relevant policies including land system and industrial economy, so as to solve the deep-rooted problems. Focus on the areas of rural collective property right policies, land use policies (on homestead and economic development land), agricultural production and operation modes, agriculture-related funds and standard management. Have studies on policy innovation, so as to provide system and policy supports to village planning.

Lastly, attach importance to formation of village characteristics as well as continuity of culture in villages. Cultural characteristics are a key aspect in village construction. Highlight the cultural elements of Lingnan characteristics in planning and at the same time, strengthen the construction of cultural facilities in villages, so that the villages not only have beautiful natural sceneries but also have a rich cultural atmosphere.



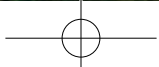
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- ① Data from *Statistic Yearbook of Guangzhou 2001–2006*.
- ② Data from land Resources and Housing Administrative Bureaus of all districts of Guangzhou City.

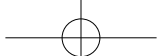
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# WORKING SYSTEM OF VILLAGE PLANNING

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Since 1990, Guangzhou City has completed three rounds of large-scale village planning. The first two rounds of plans showed the characteristics of government guidance and top-down designation, with the aims to improve living conditions of villages and better village environment. Despite certain achievements, it was hard to really implement the planning schemes due to inadequate planning detailing, insufficient villagers participation and lack of policy guidance and implementation mechanism. On the other hand, the issues relating to lack of driving force for development, unplanned land use, housing conflicts and lack of supporting facilities that villages were faced with still exist. In view of the results of the first two rounds of planning, Guangzhou started the planning of pilot villages in Beautiful Countryside Initiative in 2012 and the third round of village planning that covers the entire city in 2013. The third round of planning differentiates from the former two in terms of its adoption of the coordinated working approach

that is used in planning objective setting, work organization, determination of work contents and formulation of planning procedures. As a result, Guangzhou was selected as one of the "Experimental Cities for Village Planning Compilation and Planning" by Ministry of Housing and Urban-Rural Development of P. R. China and honored with the "Innovative Award for Listening to Public Opinions" by the largest public opinion survey agents in China.

This chapter focuses on the objectives, work organization, work contents and planning procedures of the third round of village planning Guangzhou has commenced since 2013. The main sources of data and materials quoted in this chapter are Summary of Investigation on Existing Problems of Villages in Guangzhou and Strategic Planning, which includes findings of comprehensive investigations carried out in Guangzhou's villages, as well as serial documents and reports related to village planning issued by Guangzhou Municipal Government and relevant authorities since 2012.

## OBJECTIVES AND TASKS

In order to promote urban-rural integration and embody the spirit of human orientation, the latest round of Guangzhou's village planning has had some new ideas. It takes solving long existing problems in village development as the principle for planning objective setting and shifts the focus from improving residential environment to achieving multiple objectives. It has six major tasks, which aim to respectively provide solutions to the issues relating to villagers' housing construction, economic development, municipal facilities, agricultural development, ecological feature cultivation and cultural heritage as well as paying attention to the coordination of multiple objectives.

### 1.1 To solve the problem of housing construction

There are four major aspects relating to the problem of housing construction. First, it is difficult to provide housing for new separations. It is expected the population of new separations in Guangzhou will be about 280,000 by 2016, creating a demand for a total land area of about 40 sqkm to satisfy residential construction in rural areas. However, the existing construction land in villages in Guangzhou had reached 412 sqkm in 2012, which has exceeded the amount that was planned in *Guangzhou Land Use Master Plan (2006-2020)*. Therefore,

it is rather difficult to have additional construction land in villages. Second, currently there are about 400,000 mud-clay houses in the rural areas in Guangzhou which should be immediately reconstructed. Third, "hollow villages" should be redeveloped as soon as possible. Totally the hollow villages in Guangzhou have taken up a land area of about 23 sqkm which accounts for 6% of the village construction land of Guangzhou. Fourth, the phenomenon of "one household acquiring more than one rural homestead" is very common. There are totally 1.71 million rural houses in Guangzhou and on average each household has 2.2 houses. The average footprint area per homestead is 160 sqm and the average floor area per household is 303 sqm. The key task of the issue will be to provide housing to new separations and reconstruct mud-clay houses.

To this end, it is necessary to have in-depth investigation and clarify the numbers of newly constructed and reconstructed houses, formulate relevant construction standards and guarantee the land for house construction.

### 1.2 To promote the problem of economic development

In more than three decades since reform and opening up, the development mode featuring low land and labor force lost driving has been formed in the rural areas of Guangzhou. It is very common for villages to lease their



land and homesteads (lease-based economy). Among all the industrial enterprises in the rural areas of Guangzhou, 78.5% of them operate on leased land, while only 5.7% of them are of village ownership. There are three major problems regarding this phenomenon. First, the economic effectiveness of village land is pretty low. The increased value of collectively owned construction land of villages in Guangzhou in 2012 was RMB121 million/sqkm in 2012, which was only one tenth of that of state-owned construction land in Guangzhou. Second, there is a large gap of per capita income between urban residents and rural residents. In 2012, the net per capita income of rural residents in Guangzhou is RMB16,788, increasing the residents income ratio between city and countryside to 2.27:1 which exceeds the international benchmark (according to the studies of World Bank, the reasonable residents income ratio between city and countryside should be below 2). Third, economic development in villages is unbalanced. There are 305 villages with a net per capita income of less than RMB8,000, amounting to 27%. There are 721 villages with a net per capita income between RMB8,000 to RMB16,000, amounting to 65%. There are 86 villages with a net per capita income of more than RMB16,000, amounting to 8%. Panyu District has the highest income from its village's collectively owned enterprises among all villages, which is 15 times of that of Conghua District, the latter one being with the lowest income from its village's collectively owned enterprises. Also, Beijiao Village in Panyu District has the highest per capita income (RMB64,455), which is 121 times of that of Baitang Village in Baiyun District (RMB530).

In village planning, the issue is to carefully study the direction of economic development in village, reasonably plan economic developments and ensure sufficient land for economic development according to village location, characteristics of resources and development conditions.

### 1.3 To improve the problem of public facility provision

Public facilities in villages are insufficient. They only take up a percentage of lower than 3% in all village construction land of Guangzhou. Even so, some villages do not have any public facilities at all. In these villages, there are no public service stations, culture stations, senior citizen service centers, outdoor leisure culture squares or community clinics. Moreover, the public service quality in city is much better than that in countryside. For instance, the number of certified doctors per 1,000 residents in city is 20.3 times of that in countryside.

In village planning, the issue is to reasonably allocate land for public facilities, to improve the quality of facilities and production/living conditions in village, and to realize the equalization of basic public services based on development demands.

### 1.4 To promote agricultural development

The agricultural production and operation level in countryside is rather low. In 2012, the labor productivity of the primary industry sector in Guangzhou was only USD5200/person which is much lower than that of developed countries. There are three major problems. First, farmland only covers a small area and is rather dispersed. Agricultural supporting facilities are insufficient, leading to a rather high production cost and a low willingness of peasants to promote agricultural development. Second, agriculture is not yet integrated into the modern market system and leading agricultural enterprises are generally insignificant. Third, agricultural large-scale operation and economic co-operatives operation are both immature while small-scale peasant economy still plays a dominant role in countryside, which constrains the development of agriculture and hold peasants back from having more earnings.

In village planning, the issue is to promote modern agriculture, develop sight-seeing agriculture and improve villagers' income through farmland re-organization and provision of agricultural supporting facilities according to the natural landscape and agricultural foundation of a village.

### 1.5 To maintain ecological characters

There are three major problems concerning the ecological status of villages in Guangzhou. First, environmental pollution is severe. The rural areas do not have sufficient environmental infrastructures such as water treatments and refuse treatments. Moreover, industrial and domestic pollutants do not satisfy discharge standards. Second, ecological land is occupied. Fast industrialization in countryside and lease-based economy has taken up a large amount of green spaces. Third, village landscape is not distinctive enough. There are no categorizations or standards applicable to village construction. In planning and design, most villages simply refer to codes applicable to urban areas. As a result, urban and rural areas share similar landscapes and it is hard to differentiate rural areas from urban areas. As a result, villages fail to reveal the unique countryside features of Lingnan area.

In village planning, the issue is to combine environmental protection and shaping of ecological features, to provide environmental infrastructures such as water treatments and refuse treatments, to conserve ecological spaces and create views in which mountains, waters, villages and farmland are perfectly integrated, so as to reveal the natural ecological features of Lingnan area.





TABLE 2.1 EXISTING PUBLIC SERVICE FACILITIES IN VILLAGES

Categories of public facilities	Name of facilities	Size (floor area) (m <sup>2</sup> )	Provision requirement	Existing quantity	Gap	Remarks
Administrative management	Village committee	-	●	1441	-	
Public services	Public service station	300	●	364	748	
Educational institutions	Day care center	-	○	85	-	
	Kindergarten	-	○	940	-	
	Elementary school	-	○	487	-	
Culture and science & technology	Comprehensive cultural station (room)	200	●	1090	22	
	Countryside library	-	●	-	-	
	Senior citizen activity room	100	●	582	530	Senior citizen service center
	Outdoor leisure culture square	-	●	904	208	
	Cultural information sharing project business offices	-	●	-	-	
	Publicity & periodical display window	10	●	4295	-	
Medical care	Community clinic	200	●	1062	50	
	Family planning service station	-	○	-	-	
Sports	Sports room	-	○	-	-	
	Physical fitness space	-	●	1317	-	Physical fitness path (installed with exercise equipment)
	Sports field	-	○	3827	-	Football pitch, basketball court and badminton court
Social security	Senior citizen care station	-	○	231	-	Star light senior citizen's home
Environmental hygiene	Bio-safety public toilet	-	●	3994	-	
	Refuse collection station	-	●	3961	-	

● at least one for each village; ○ public facilities provided as needed, according to guidance for compilation for village planning of Guangzhou City, 2014

Source: Guangzhou Urban Planning Bureau, Guangdong Jianke Architectural Design Institute. Summary of Investigation on Existing Problems of Villages in Guangzhou and Strategic Planning (2013).

## 1.6 To preserve cultural heritage

Cantonese culture and Hakka culture thrive in the rural areas of Guangzhou, in which historical and cultural resources are abundant. Totally, there are one national level historic village, 4 provincial level historic villages, 16 historical and cultural preservation districts and 46 traditional villages in Guangzhou. As for preserved historic sites, there are 5 national level sites, 8 provincial level sites, 105 municipal-level sites and 909 district (county) level sites. Moreover, there are 1,264 immovable cultural relics, 184 recommended historic buildings and 81 intangible cultural heritages in Guangzhou. However, there are three major problems regarding the preservation and inheritance of historic

and cultural resources. First, they are often destroyed deliberately during demolition and reconstruction. Second, there are no sufficient funds allocated for repair and maintenance of preserved historic buildings, leading to long-time disrepair and natural destruction. Third, the inheritance of intangible cultural heritages is intermittent. Particularly, when redevelopment of old villages is completed, some folk customs such as Dragon Boat Racing, Gods Parade Ancestor Worship are no longer held in countryside.

In village planning, importance should be attached to the inheritance of village culture. It is necessary to plan for the preservation of historic and cultural sites, fully discover their potential and make them available to the public, so as to both preserve and revitalize the sites.



## OVERALL THOUGHTS AND ORGANIZATION MODE

### 2.1 Main thoughts

The overall thoughts of village planning of Guangzhou can be described as “one main line” and “six innovations”.

- One main line

The main line in village planning is to satisfy villagers’ needs, which will be achieved through various methods such as investigation on existing conditions and villagers’ participation. Solutions will then be worked out through village planning to meet these needs. For example, by assessing the economic benefits of the projects proposed during village planning, select good projects that can bring in social, economic and ecological benefits(Figure.2.1).

- Six innovations

#### A. Scientific planning

Firstly, scientifically categorize the villages into different types. In view of village location and people’s work and lifestyle, they can be divided into four types<sup>④</sup> which are respectively urban villages, villages in urban-rural fringe, villages in outer suburb and villages to relocate. Different development strategies and planning requirements will then be proposed for the four types of villages.

Secondly, reasonably plan the functional zones. Various types of land within the village boundaries can be divided into 5 main functional zones, i.e. peasant residential zone, modern agricultural zone, industrial and economic development, infrastructure zone and ecological

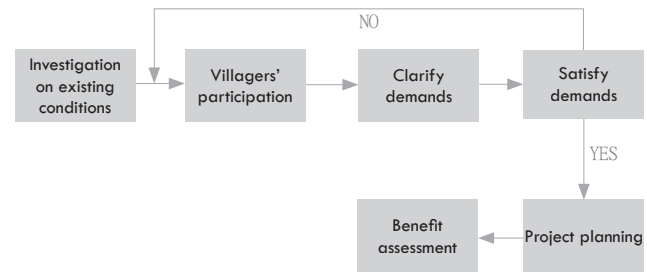


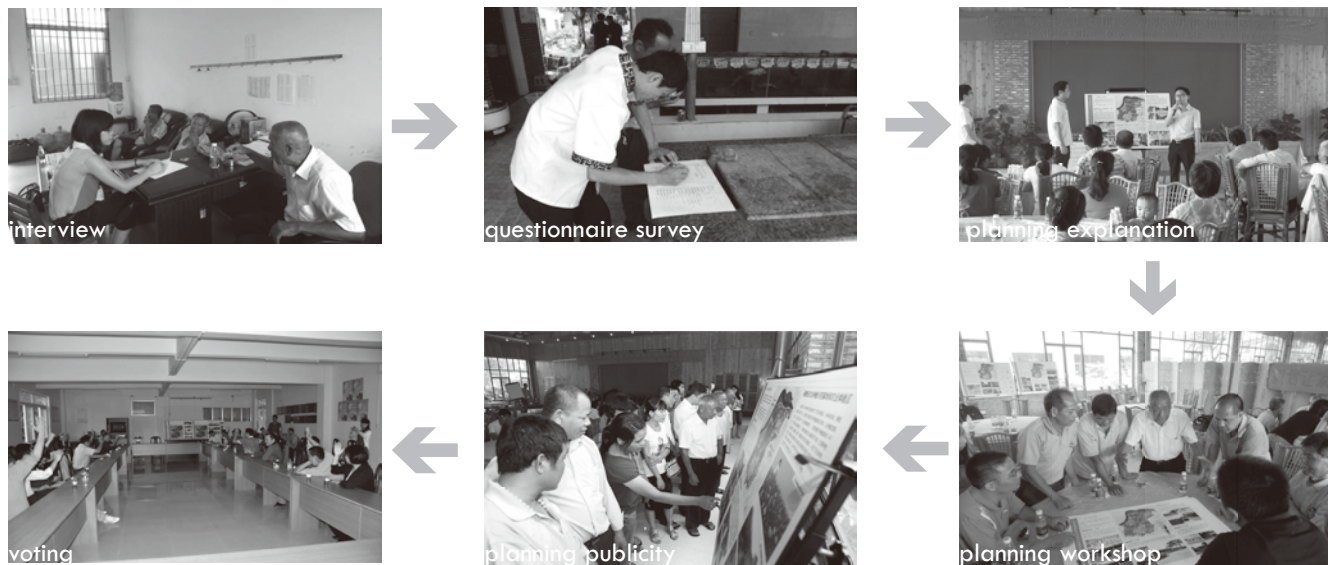
FIGURE. 2.1 The “One Main Line” of Village Planning

Source: Administrative Office of Village Planning of Guangzhou Municipality, Village Planning Requirements, 2013

preservation zone, so as to have reasonable layouts in villages.

Thirdly, strengthen planning coordination. Due to the existing land management system of China<sup>⑤</sup>, village planning is faced with constrains imposed by Comprehensive Land Use Plan, Urban Comprehensive Plan, Regulatory Detailed Plan and other plans. Based on the initiative of Guangzhou City to “integrate three plans into one”, the extra link of coordination is added in village planning, so as to ensure that village planning is implementable. For example, in order to coordinate village planning with the comprehensive land use plan, the method of land replacement can be used to adjust construction land layout without exceeding the regulatory limits of construction land area in countryside and occupying basic farmland protection zones. When it is necessary to adjust the comprehensive land use plan, a town (or subdistrict) government should put forward its suggestions on adjustment to the comprehensive land use plan, which will then be submitted to the related land resources authority for approval and be included into the adjustment plan accordingly.

PHOTO. 2.1 PROCEDURE OF VILLAGERS PARTICIPATION IN VILLAGE PLANNING



Source: Guangzhou Urban Planning Bureau, 2014





Fourthly, vitalize the low-efficiency construction land in countryside. Determine the boundaries of existing construction land in villages and put control on the disorderly expansion of construction land in countryside. Without exceeding the regulatory limits of construction land area, suitably adjust the layout of comprehensive land use plan and cultivate the potential of low-efficiency construction land such as “hollow villages”. Old buildings can be demolished to spare spaces for the construction of new buildings. Moreover, have a reasonable layout for construction land in countryside, so as to realize the implementation of new projects concerning provision of public service facilities, new separation and construction of retained land.

Fifthly, make sure that everyone is entitled to public services equally. Have reasonable plans for the development of public services such as medical care, cultural and sports facilities, waste collection and sewage treatment so that these basic public services are evenly distributed in countryside.

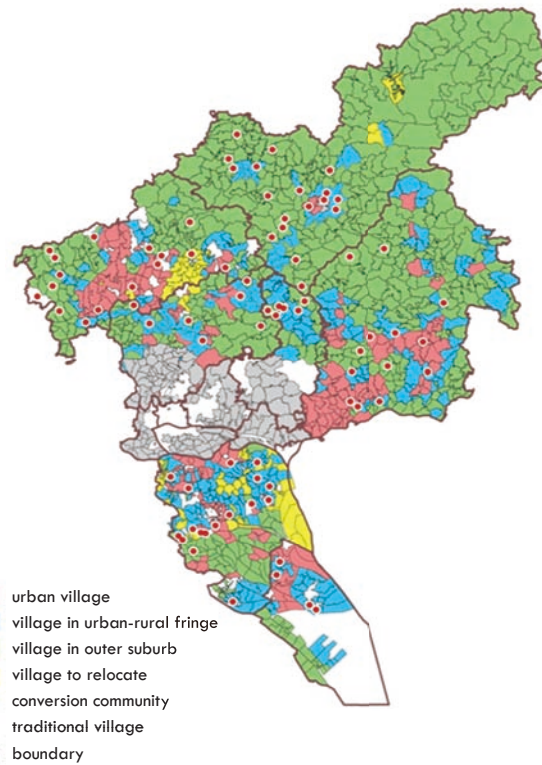
Sixthly, make sure that historical and cultural heritages are protected. Develop a specific plan for the preservation of historical and cultural heritages in traditional villages through surveys and determine the boundaries of historical buildings and cultural resources that should be preserved, so as to protect and discover the traditional cultural elements in countryside.

B. Innovations on policy making

To ensure the smooth implementation of village planning, policy researches and policy making are carried out on land use and management as well as planning and construction management in countryside (for details, please refer to Section 3.5 of this Chapter).

C. Villagers’ participation

A mechanism that involves the whole-process participation of villagers is set up. Under this mechanism, village planning is completed centering on villagers with assistance from governments, planners, construction companies, experts and media. All parties that are involved in village planning can put forward their own comments and suggestions during planning and propose plans that can be integrated later. The final planning



MAP. 2.1 Distribution Plan of Different Types of Villages  
**Source:** Guangzhou Urban Planning Bureau. *Work Report on Village Planning of Guangzhou City, 2014*

TABLE 2.2 COMPOSITION AND RESPONSIBILITY OF THREE WORKING TEAMS FOR VILLAGE PLANNING AT THE MUNICIPAL LEVEL

	Employment & lifestyle	Production mode	Mode of planning management
Urban village (village in city)	Completely urbanized employment and living	Service sector	Develop reconstruction and renovation plans to realize urbanization.
Village in urban-rural fringe (suburban village)	Semi-urbanized employment and living	Services, agricultural and sideline product processing and other businesses	Include the villages into urban regulatory plans to realize urbanization.
Village in outer suburb (countryside village)	Traditional countryside employment and living	Traditional agriculture, modern agriculture, sightseeing & tourism and agriculture-related businesses	Develop village plans to strengthen their countryside characteristics.
Village to relocate (ecological village)	Oriented to ecological development	Traditional agriculture	Develop relocation plans.

**Source:** Guangzhou Urban Planning Bureau. *Guidelines for Compilation of Village Planning of Guangzhou City, 2014*



schemes are results achieved and approved by all participating parties.

#### D. Legalization of planning schemes

Planning schemes are developed and approved in accordance with relevant legal procedures. Village planning schemes, after joint review by district (county-level city) government and experts, publicity and deliberated in the congress of villagers, will be approved by district (county-level city) government. They will then become the legal basis to guide the issuing of administrative permits regarding village planning and construction and guide the implementation of the schemes.

#### E. Pilot villages

Having different types of “innovative and pilot villages” with emphasis put on different aspects, such as ecological preservation, countryside tourism, intensive use of low-efficiency land. Pilot villages will be developed to explore planning concepts, methods and contents that are suitable to different types of villages. Among them, Baishan Village of Baiyun District has been determined by Ministry of Housing and Urban-Rural Development of P. R. China to be the pilot village in nation-wide village planning and the nation-wide example for village planning.

#### F. Theoretical exploration

Centering on the key issues in village planning, experts in related fields were invited to direct the themed researches. Consequently, research results including *Development Strategy and Implementation Action Plan for Rural Areas of Guangzhou City*, *Summary of Investigation on Existing Problems of Villages in Guangzhou and Strategic Planning*, *Evaluation on Planning for Urban-Rural Integration and Preservation and Vitalization of Traditional Villages*, so as to provide technical supports

to village planning.

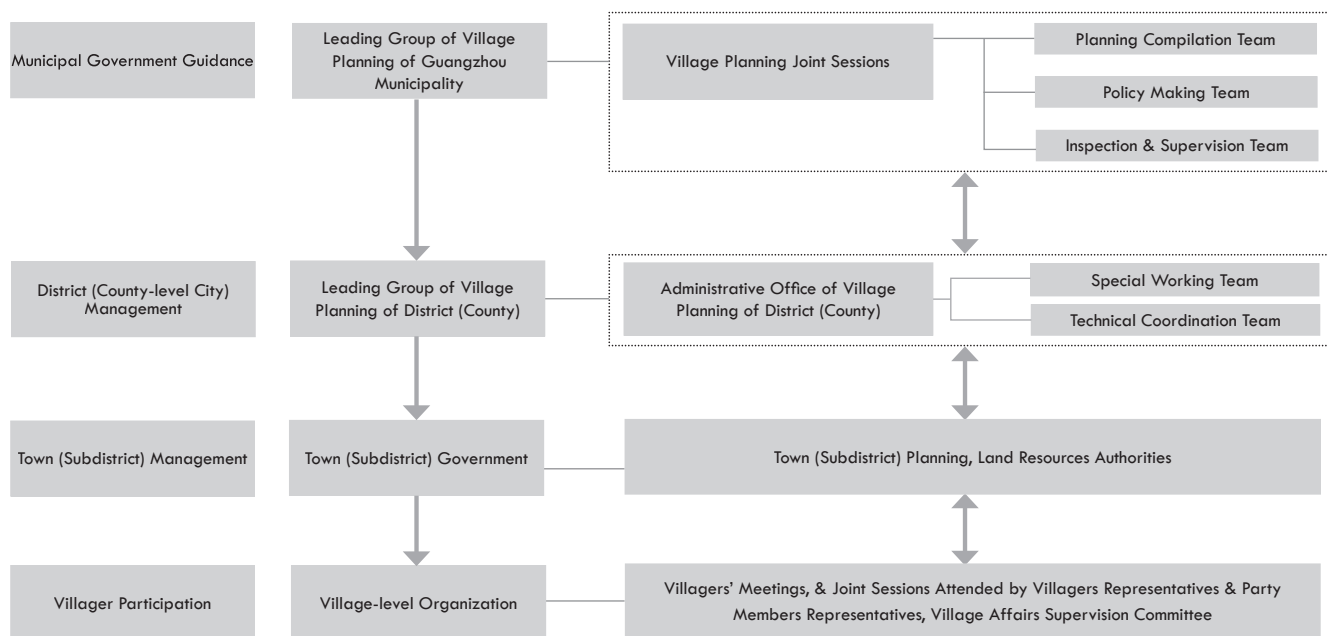
## 2.2 Work organization

In order to solve the problems of lack of guidance from Guangzhou Municipal Government and lack of villagers participation in village planning in the past, Guangzhou has adopted a new mode of work organization for village planning. The municipal government has formulated *Work Program for Village Planning Compilation and Implementation of Guangzhou City*, set up a work mode featuring multiple-party coordination and formed a work mechanism that involves municipal government guidance, district (county) management, town (subdistrict) implementation and villagers participation. As a result, Guangzhou Municipal Government has fulfilled its role in united planning and local governments and villagers have been properly motivated to participate into the planning.

- Municipal government guides the work of village planning

At the municipal government level, the Leading Group of Village Planning of Guangzhou Municipality has been set up, which is led by the mayor of Guangzhou City. The team members consist of the directors from all municipal departments and district (county) majors. The Leading Group has an office set up in Guangzhou Urban Planning Bureau. Three special working teams have been set up under the supervision of the Leading Group, which are Planning Compilation Team, Policy Making Team and Inspection & Supervision Team. The teams are responsible to effectively organize and guide the work carried out by all districts (counties). Planning Compilation Team is responsible to guide the compilation of village

FIGURE 2.2 WORK ORGANIZATIONAL STRUCTURE FOR VILLAGE PLANNING



Source: summarization of Work Program for Village Planning Compilation and Implementation of Guangzhou City by authors





planning, review and approve village planning schemes of Guangzhou. Policy Making Team is responsible to formulate policies and provide guidance regarding the policies. Inspection & Supervision Team is responsible to supervise and inspect the village planning work carried out in Guangzhou. At the same time, the village planning joint session system has been established to manage the special teams and push forward village planning.

The three teams have their own responsibilities.

- District governments coordinate in village planning

Each district (county-level city) has set up a leading group of village planning of district (county-level city), which is led by a leading CPC member from the district (county-level city). At the same time, a special working team (made up of staff from the towns on subdistricts under the administration of the district/county-level city as well as planning and land resources bureaus) and a technical coordination team (made up of staff from specialists from planning firm) have been set up. The two teams are responsible to organize and carry out village planning compilation within the administrative areas and to approve planning schemes.

A district (county-level city) government needs to appoint a planning firm to be responsible for planning compilation, arrange for village system layout planning within its jurisdiction, provide guidance to village planning compilation accordingly, approve planning schemes, and secure compilation funds.

- Town (subdistrict) governments conduct the planning compilation

A town (subdistrict) government is the party that is

mainly responsible for village planning compilation. First, it has to appoint a planning firm to complete compilation, organize village planning, submit documents for approval and carry out planning work. Second, it has to promptly report to the Administrative Office of Village Planning of Guangzhou Municipality and the village planning teams at district (county-level city) level on planning work progress. Third, it is responsible to coordinate village planning work within its jurisdiction and upper-level planning and report to the Administrative Office of Village Planning of Guangzhou Municipality and the village planning teams at district (county-level city) level. Fourth, it needs to provide technical coordination to village planning compilation and communicate with planning and design firms on specific planning contents.

- Villagers take all around participation

In village planning, a mechanism for all-around participation by villagers has been set up, which involves planning workshop preparation, discussion by village affairs supervision committee, joint discussion by villagers representatives and CPC members representatives, planning publicity and deliberation by the congress of villagers. Moreover, the stationary planner system is established, reflecting the dominant role of villagers in village planning and ensuring that villagers are entirely involved into village planning compilation. In village planning, development requests put forward by collectively-owned enterprises and villagers are considered, so as to really listen to public opinions, improve the livelihood of people and respect local rules. It also sets a good paradigm for improving the democratic consultation system at grassroots level.

TABLE 2.3 COMPOSITION AND RESPONSIBILITY OF WORKING TEAMS FOR VILLAGE PLANNING AT THE MUNICIPAL LEVEL

Working Team	Planning Compilation Team	Policy Making Team	Inspection & Supervision Team
Supervisory Authorities	Guangzhou Urban Planning Bureau, Bureau of Land Resources and Housing Management of Guangzhou Municipality and Guangzhou Municipal Development Reform Commission	Policy Study Office of CPC Guangzhou Municipal Committee and Research Office of People's Government of Guangzhou Municipality	General Office of CPC Guangzhou Municipal Committee
Members	Bureau of Education of Guangzhou Municipality, Bureau of Science and Information Technology of Guangzhou, Bureau of Public Security of Guangzhou Municipality, Bureau of Civil Affairs of Guangzhou Municipality, Bureau of Finance of Guangzhou Municipality and relevant district (county) governments	General Office of CPC Guangzhou Municipal Committee, General Office of People's Government of Guangzhou Municipality, Municipal Development Reform Commission and relevant district (county) governments	Bureau of Supervision of Guangzhou Municipal Commission for Discipline Inspection, Organization Department of CPC Guangzhou Municipal Committee, General Office of Standing Committee of People's Congress of Guangzhou, General Office of People's Government of Guangzhou Municipality, General Office of the People's Political Consultative Conference of Guangzhou and Guangzhou Urban Planning Bureau
Responsibilities	(1) To guide the compilation of village planning, review and approve village planning in Guangzhou, including arranging for training programs. (2) To provide technical guidance. (3) To provide all work drawings and materials concerning village planning.	To formulate policies relating to compilation and implementation of village planning. To provide guidance to policy applications at district (county) level.	Set up special programs for inspection and supervision. Be responsible to supervise and inspect village planning compilation.

Source: summarization of Work Program for Village Planning Compilation and Implementation of Guangzhou City by authors



## WORK CONTENTS

In order to realize the multiple planning objectives, the third round of village planning in Guangzhou has become more systematic under the adoption of the new work mode that features multi-party coordination. According to *Work Program for Village Planning Compilation and Implementation of Guangzhou City*, work contents comprise 6 main aspects, which are special assignment, thorough survey, planning compilation, planning approval, policy making and supervision, inspection & review. They can be further divided into 19 items, each of which has its clearly defined responsibilities and deadline. The two links of special assignment and thorough survey mainly include laying down work plans, unifying technical standards, checking construction land and setting up information platforms, which are the basic links for the implementation of village planning. Planning compilation and planning approval are the core links of village planning, consisting of compilation of village system layout plans and village planning schemes and approval of planning schemes. Policy making ensures that there are policies applicable to the implementation of village planning. Finally, the link of supervision, inspection & review ensures that the planning work is carried as scheduled.

### 3.1 Special assignments

Special assignment is a fundamental aspect in this round of village planning of Guangzhou. Specially, it aims to establish work programs for various districts, prepare technical guiding files, verify the areas of construction land, determine the size of retained land, predict the number of newly constructed rural houses, determine the floor area per household/per person, set up information platforms and organize training sessions.

- *Formulate the work programs for village planning implementation.* A district (county-level city) government which is also in charge of administrative villages should establish the Work Program for Village Planning Implementation for the district. The work program should indicate the number and types of villages within its administrative areas, budget of planning funds and work progress of planning compilation.
- *Prepare 5 technical guiding files for village planning.* The files should clarify the requirements on compilation and contents and the approval procedure. Moreover, they should also clearly describe the procedures and requirements on investigation on existing conditions and villagers participation.
- *Verify the areas of urban and rural construction land in all districts (county-level cities),* so as to provide sufficient information for village planning.
- *Verify the size of village retained land.* According to

policies regarding retained land in Guangdong Province and Guangzhou City and in view of the progress of land acquisition, verify the size of village retained land by end June 2012.

- *Predict the number of newly constructed rural houses.* Look into the conditions of construction land in countryside and the situation of peasant housing. Predict the number of newly constructed rural houses with consideration given to the principle of intensive land use, population growth in countryside and supply of rural homesteads.
- *Determine the standard floor area per household/per person.* In view of the existing conditions of jurisdiction, determine the standard floor area per household/per person of newly constructed rural houses to satisfy the actual needs of villagers. Give consideration to the principle of intensive land use and reasonably concentrate the newly constructed houses to several locations.
- *Set up information platforms.* Study and determine parameters and criterion to evaluate village planning compilation deliverables. Set up a supporting platform for village planning compilation and an information service platform. Make sure that relevant electronic data is standardized. Realize the goal of using one map to manage planning. Provide necessary information technology support to village planning compilation and management.
- *Have training sessions on village planning.* Invite famous Chinese and foreign experts and directors from government departments to provide serial training sessions to planners as well as officials from district (county-level city), subdistrict (town) and village governments. Training sessions are mainly on technical standards for village planning compilation, supporting policies, rural economy, rural culture, excellent rural planning cases and so on. Also, solutions will be provided accordingly to problems planners and officials encounter during planning.

### 3.2 Thorough survey

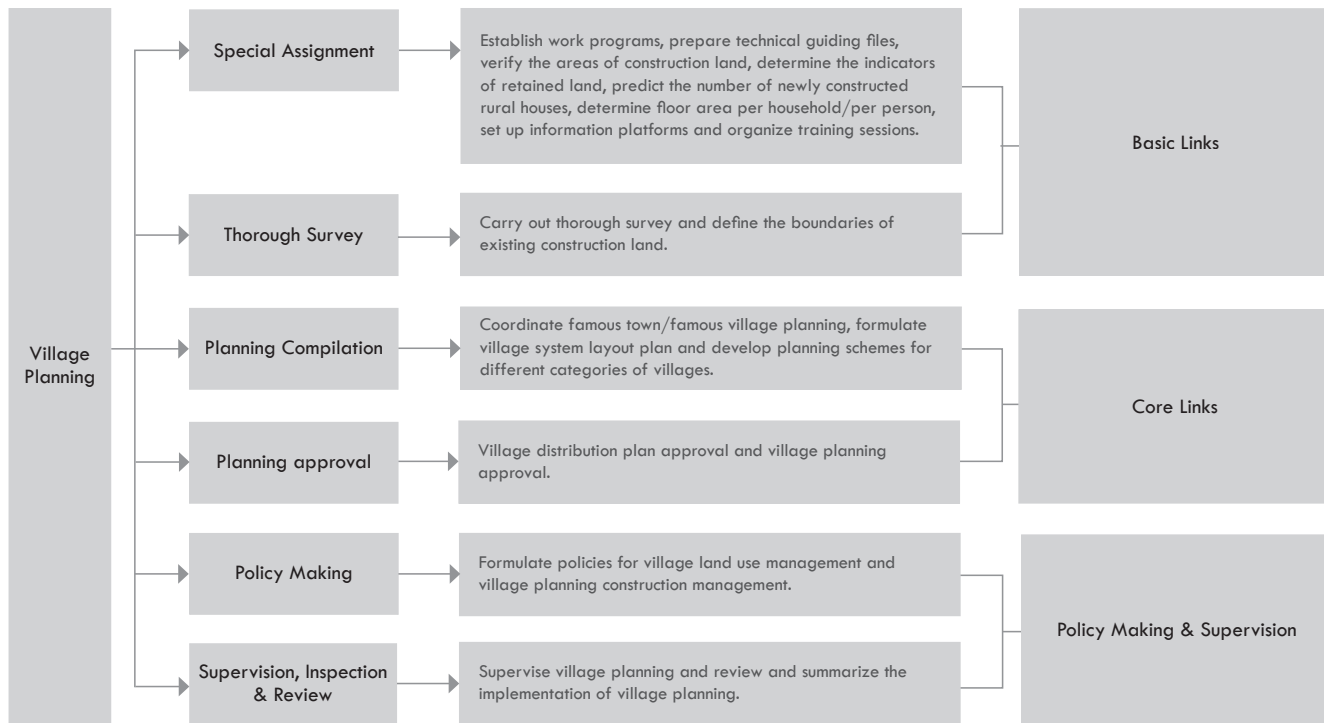
Guangzhou Municipal Government has conducted the first-ever systematic and thorough survey on the existing conditions of villages. Data obtained from the survey was entered into the information platform to help village planning.

- *Conduct a thorough survey on villages.* The *Work Guidance of Existing Village Planning Survey* has been formulated to guide the survey on 1,142 administrative villages in Guangzhou. The survey covered the aspects of village demographic, social & economic development, existing construction conditions, history & culture and construction needs. Totally more than 7,700 questionnaires were released and 380 in-depth interviews were conducted with villagers representatives. From the





FIGURE 2.3 WORK CONTENTS OF THE THIRD ROUND OF VILLAGE PLANNING OF GUANGZHOU CITY



Source: summarization of Work Program for Village Planning Compilation and Implementation of Guangzhou City by authors

FIGURE 2.4 VILLAGE PLANNING TECHNICAL GUIDING FILES



Source: Administrative Office of Village Planning of Guangzhou Municipality, Guangzhou Urban Planning Bureau. Village Planning of Guangzhou City, 2014



survey findings, over 40 categories of issues that villagers are concerned with have been summarized. Furthermore, 3,336 charts and 15,568 sheets have been developed and put into the information platform to help village planning compilation and management.

- *Define the boundaries of the existing construction land in villages.* With the boundaries of rural construction land that were determined in the second national land survey as reference, verify and define the boundaries of existing construction land in villages.

### 3.3 Planning compilation

Planning compilation is the core of village planning. It includes the aspects of famous town/famous village planning coordination, village system layout plan revision and compilation and village planning for different categories of villages.

- *Coordinate planning of famous towns and famous villages.* Coordinate the planning of four famous villages to ensure the planning schemes are implementable. The four villages are Daling Village in Shawan Town, Panyu District, Langtou Village in Tanbu Town, Huadu District, Huangpu Village in Pazhou Subdistrict, Haizhu District and Shixiang Village in Lvtian Town, Conghua City.
- *Revise and develop village system layout plans.* A district (county-level city) government which is also in charge of administrative villages should prepare a village system layout plan, so to have an overall plan for village development in the district (county-level city). The plan should consist of survey and analysis of existing village conditions, urbanization path & strategies for urban-

rural balanced development, village population forecast, spatial planning & industrial development direction for each village, village types & categorization guidance, distribution of construction land in each village, layout of public service facilities and infrastructure, measures to improve village ecological environment and short-term relocation programs. As for village types, categorize the villages into four different types according to their locations. The four types are urban village, village in urban-rural fringe, village in outer suburb and village to relocate. Furthermore, in view of the existing conditions of villages, include sessions relating to historic and cultural preservation and disaster prevention and reduction into the plan.

- *Develop planning schemes for different types of villages.* With village system layout plans as guidance, develop different planning schemes for urban villages, villages in urban-rural fringe, suburban villages and villages to relocate. It is important to specify the necessary contents of planning schemes for different types of villages and their respective requirements in planning guiding files.

**Urban villages:** In view of the development conditions of villages, develop special plans for old village redevelopment (SPOVR) or special renovation plans (SRP). SPOVR should satisfy the requirements as specified in *Guide on Urban Village Redevelopment Planning of Guangzhou City (Tentative)* and include survey findings on village status quo, financial balanced plan for urban village redevelopment, village land use & layouts of various facilities and planning and regulatory indicators for various lots. (SRP) should satisfy the requirements as specified in *Guide of Guangdong Province on Compilation of Village Renovation Plan* and include village renovation boundaries, survey findings on village status quo & consultation results, village land use layout, village road renovation programs, suggestive programs for improving villager houses and homestead facilities, provision of public facilities, formation of village features and measures for planning implementation.

**Villages in urban-rural fringe:** Adhere to the principle of free will, develop SRPs or general village planning schemes (GVPS). SRP should satisfy the requirements as stipulated in *Guide of Guangdong Province on Compilation of Village Renovation Plan*. Village planning schemes should satisfy the requirements as specified in *Guide on Urban Village Redevelopment Planning of Guangzhou City (Tentative)* and include survey findings on village status quo and villagers' needs, economic development research & industrial planning, village functional zoning, requirements on spatial regulation, various construction land layout, coordination with relevant plans, public facilities planning and project schedule. Also, in view of the actual needs, include additional contents relating to disaster prevention comprehensive plan, historic and cultural site preservation plan, new village construction plan and old village redevelopment plan. The key is to coordinate village construction land use with urban construction land use, control the total amount of village construction land and ensure seamless connection

#### BOX 2.1 THE FOURTH TRAINING SESSION FOR VILLAGE PLANNING

In 2013, Guangzhou City totally organized four large-scale training sessions which had over 2,000 participants. Also, small-scale training sessions were also held by district (county-level city) governments. In the afternoon of November 15 2013, the fourth training session on village planning was held in the ceremonial hall in Jinan University. Over 1,000 people attended the session, including officials from municipal authorities, district (county-level city) governments, town (subdistrict) governments, village committees and planners. Luo Xincheng, a representative from Conghua District, shared his experiences in existing village planning survey and villagers participation. He mentioned that Conghua Government had attached great importance to the survey and had arranged village officials, "little village officials" and villagers to participated into the survey and the total number of survey sessions had exceeded 10,000 person-times. Also, once the planning firm completed a planning scheme, the planner had to have two face-to-face presentations to villagers. Xiao Jianxing, Secretary of CPC Liaocai Village Committee, mentioned that the a 21-person supervision team consisting of three former secretaries, three former village chiefs, two senior citizen association chairmen, four CPC representatives and several respectable villagers had been set up. The team was responsible to supervise planning and encourage villagers participation. After four rounds of collective discussions, the new village planning had been integrated into local rules.





between village infrastructure and urban infrastructure.

Suburban villages: Develop GVPs according to the requirements as stipulated in *Guide on Urban Village Redevelopment Planning of Guangzhou City (Tentative)*. The key is to promote agricultural modernization, improve the income level of villagers, highlight local features and encourage village sustainable development. A project schedule should be developed accordingly.

Villages to relocate: In view of the actual needs, develop SRPs according to the requirements as stipulated in *Guide of Guangdong Province on Compilation of Village Renovation Plan*. The key is to define the boundaries of village construction land, ensure that the basic needs of villagers are satisfied and control the development speed of villages.

### 3.4 Planning approval

A village plan will become legally effective after it passes administrative examination and obtains administrative approval.

- Village system layout plans for villages within the jurisdiction of Guangzhou Municipal Government should be examined and approved by the people's government

at district level and submitted to Guangzhou Urban Planning Bureau for approval. Village system layout plans for county-level cities should be approved by the people's government of county-level city.

- Village planning schemes should be submitted to the people's government at district (county-level city) level for approval. Before submission, they should be discussed and approved at the congress of villagers and public's opinions should be consulted openly.

### 3.5 Policy making

Policies on village administration can ensure the smooth implementation of village planning. The policies are related to village land use regulation and village planning and construction management.

- Village land use regulation policy
- Integrate relevant policies on rural land use regulation, formulate rural land use policy relating to land use rezoning, homestead management and other rural land use policies. Also, revise land use policy promptly according to implementation.

- Village planning and construction management policy
- First, develop the *Opinions on Strengthening Village*

#### BOX 2.2 PROJECT SCHEDULE FOR VILLAGE PLANNING

One of the key aspects in village planning compilation is to develop a project schedule that clearly states appropriate industrial projects and supporting facilities. In order to ensure the implementation of projects, it is necessary to make general arrangements regarding funds and land allocation. Give consideration to the financial capacity of local government, economic development status of village, land use plan and significance of

project when developing the schedule. The schedule should clearly state project name, location, footprint area, client, implementation timetable, investment amount and source of funds. As for funds, non-profit projects are generally funded by government while lucrative projects are generally raised by village or funded by investors.

TABLE 2.4 PROJECT SCHEDULE (A CASE FROM LIAOCAI VILLAGE IN BAIYUN DISTRICT, GUANGZHOU)

No.	Projects				Land uses		Funds	
	Project name	Project location	Client	Development time	Footprint area	Floor area	Investment (RMB 10,000)	Source of funds
1	"Fun in countryside" expansion	Shangri-la tourism project in the north of Liaocai Village	Villagers committee	2013	It will remain the same in the short term and expanded by 15,000 sqm in the long run.	It will be expanded by 600 sqm in the short term and expanded by 3,000 in the long run.	Short-term: 30; Long-term: 500	Self-raised by villagers committee
2	New agricultural sideline product processing plant	On the two sides of Country Road 092 in the middle of Liaocai Village	Villagers committee	2020	32,000 sqm	10,000 sqm	800	Company investment
3	Agricultural demonstrative base	In the northeast, east and west of the village	Villagers committee	2020	2,937,060 sqm	-	1,000	Bureau of Agriculture
4	Kindergarten expansion	On the north of Liaocai Village Middle Road and on the west of the former villagers committee building	Villagers committee	2013	Expanded by 1,300 sqm	Expanded by 550 sqm	10	Self-raised by kindergarten
5	New cultural activity room	In new villagers committee building	Villagers committee	2012-2013	-	200 sqm	5	Self-raised by villagers committee
6	Foods market reconstruction	On the north of Liaocai Village Middle Road and on the east of basketball courts	Villagers committee	2015	2,500 sqm	1,200 sqm	100	Self-raised by village, can be recovered through sales of shop spaces
7	Rerouting and expansion of Country Road 092	In the middle of Liaocai Village	Villagers committee	2015	2,850m in length and 14,260 sqm in area	-	105	Construction Commission of Guangzhou Municipality
8	Telecom plant room	Included in foods market reconstruction	Villagers committee	2015	-	50	20	Bureau of Telecommunications of Guangzhou Municipality
9	Public toilet	Included in foods market reconstruction	Villagers committee	2015	-	40	5	Self-raised by villagers committee
10	Refuse collection station	Included in foods market reconstruction	Villagers committee	2015	-	-	5	Bureau of Urban Management

Source: Guangzhou Urban Planning Bureau. *Guidelines for Compilation of Village Planning of Guangzhou City, 2014*



*Planning and Construction Management* to regulate village planning and construction management. Construction projects in villages can be categorized into the three types of non-profit projects, villager housing projects and economic development projects. Further optimize and simplify project management procedures and establish supporting mechanisms regarding planning assessment & dynamic update, ecological compensation and support for agriculture, so as to strengthen management on village planning implementation. Second, develop *Guide on Villager Housing Planning and Construction of Guangzhou City* to regulate planning and construction of villager houses in countryside and clarify the requirements on construction supervisory authority, application procedures, inspection & acceptance and supervision. Third, develop *Guide on Issuing of Countryside Construction and Planning Permit to Villager Houses* to guide villagers on house construction and improve their living environment. It is necessary to specify the applicable scope for issuing *Countryside Construction and Planning Permit* to villager houses (non-apartment buildings), powers of the approving and issuing authority, review items and inspection and acceptance by planning bureau.

### 3.6 Supervision, inspection & review

Supervision, inspection & review on village planning are to make sure that it is carried out as scheduled.

- Supervision and inspection on planning

Supervise and inspect the progress of village planning in various districts (county-level cities) on a regular basis and inspect the progress from time to time. Establish a regular reporting system to evaluate work achievements and promptly publicize the inspection and evaluation results.

- Review and summarize the progress of village planning. Sum up useful experiences regarding village planning compilation, approval and implementation. Submit reports to Guangzhou Municipality Government and publicize village planning implementation to the public.

## PLANNING PROCEDURES

Planning compilation and approval are the core of village planning of Guangzhou city. Improvements have been made on planning compilation and approval procedures in the latest round of village planning. As a result, there are four stages in village planning, which are investigation on existing conditions, planning scheme development, planning scheme review & publicity and planning scheme approval & promulgation. It features all-around and whole-process participation by villagers and coordination with relevant plans which allows Guangzhou Municipal Government to manage planning of the city with one map.

### 4.1 Investigation on existing conditions

On the basis of special assignment and thorough survey at the city level, investigate the existing conditions of each village that is included in village planning and learn about the needs of the villagers. Through questionnaire survey, home-visit interview, on-site survey and live-in study, further investigate the natural conditions, historical evolution, social & economic development, land utilization, infrastructure & public service facilities, village construction and historic & cultural information of villages. Collect various information, such as upper-level planning results, economic & social development achievements, industrial planning results as well as policies relating to village planning and construction, poverty relief and land management. Summarize and analyze the strengths and weaknesses of village development. Through on-site survey, have face-to-face communication with villagers to learn about the issues that concern their interests and need to be addressed immediately. Also, it is important to learn about the demand on newly constructed houses as well as the needs for projects that will promote economic development and public service facilities.

### 4.2 Planning scheme development

- Preparation of planning drafts and discussion by villagers.

Prepare planning drafts and invite villagers representatives, CPC members, respectable villagers and others to attend the planning workshop in which planners and villagers can have discussion on the drafts. Under the guidance of relevant authorities and with the participation of villagers, a preliminary planning scheme will be formed and a village project schedule will be formulated. Planners will then explain to the village party branch and the village committee the preliminary planning scheme, which will then be discussed and revised. Once the scheme is approved by voting, the village party branch and the village committee will jointly report it to the village affairs supervision committee. Once it is discussed and approved by the village affairs supervision committee, a joint session attended by villager representatives and CPC representatives will be held to deliberate and approve the preliminary scheme and finalize the village project schedule.

- Review by town government (or subdistrict administrative office)

Once the preliminary scheme is completed by the planning firm, town government (or subdistrict administrative office) will organize relevant departments under the town government, the village party branch and the village committee and villager representatives to review the scheme and put forward their comments.





### 4.3 Review and publicity

- Joint review organized by district (county-level city) government

Once the village planning scheme is agreed by town government (subdistrict administrative office), it is submitted to district (county-level) city government for review and approval. The district (county-level) government will organize relevant departments and experts to jointly review the scheme, which will then be revised and optimized taking the review comments into account and form the interim planning results.

- Planning scheme publicity

According to *Methods on Management and Publicity of Urban Planning of Guangzhou City*, interim results of village planning should be made public for 30 days through posting on government website and at village committee office.

### 4.4 Approval and promulgation

- Adjustments for relevant plans

In view of coordination results, prepare arguments to explain the reasons for necessary planning adjustments.

Relevant plans will be adjusted once they are approved by the original approval authority.

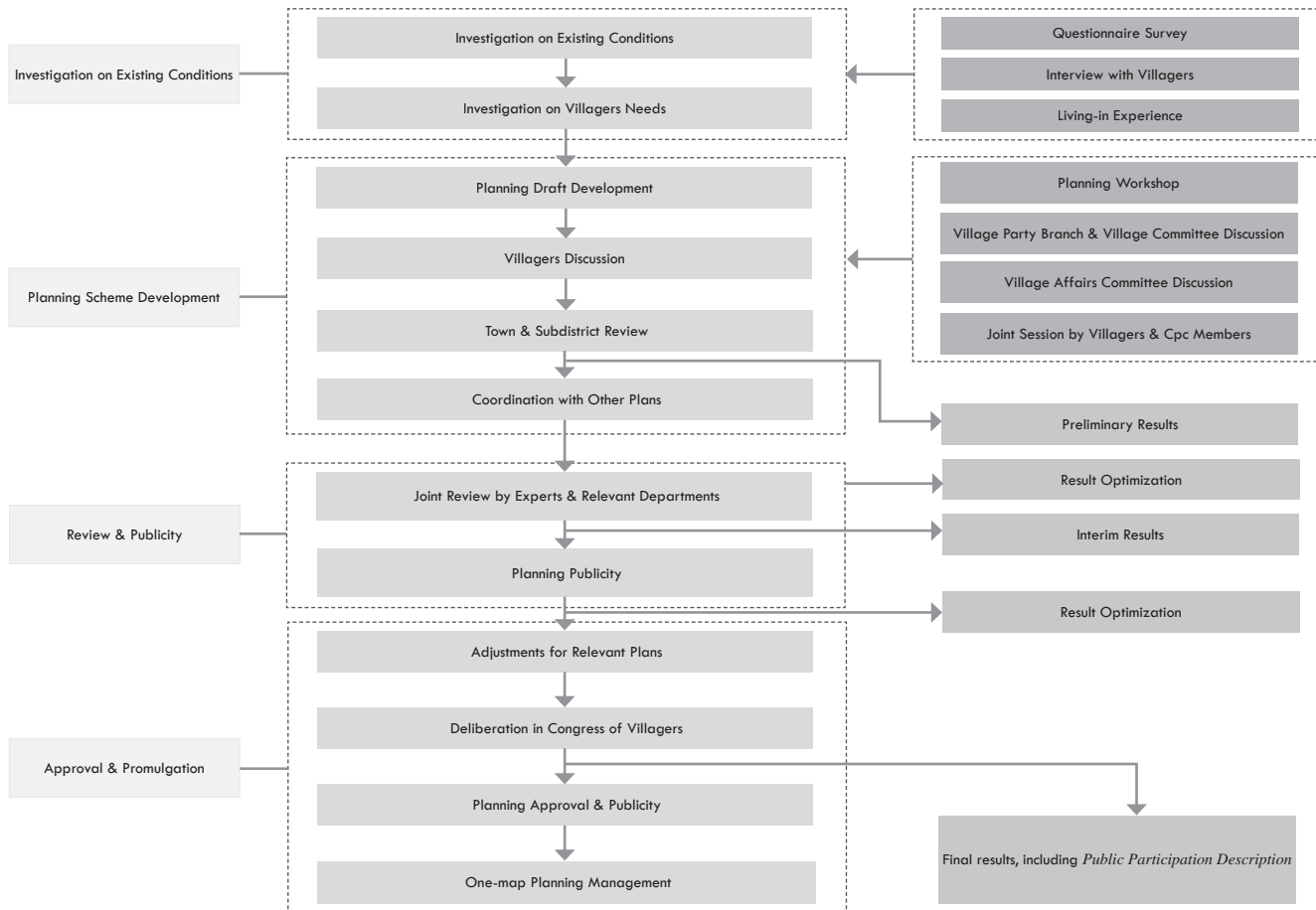
- Deliberation in the congress of villagers

Village planning results will be submitted for deliberation in the congress of villager representatives upon the completion of the publicity period. At the congress, staff of the planning and design firm will present the planning scheme to the attendees in simple and understandable words and explain to them how their suggestions were taken in the scheme. The planning results will then be discussed and approved by voting. The voting procedure needs to comply with relevant stipulations on village self-governance, i.e. the congress should be attended by more than two-thirds of villager representatives, the planning scheme can only be approved with the consents of over half of attendees and the entire voting procedure is supervised by villagers and village affairs supervision committee.

- Planning approval and promulgation

Village committee submits the final village planning scheme that is approved by voting in the congress of villagers to town government (subdistrict administrative office) for review which will afterwards be submitted to district (county-level) city government for approval. Once it is approved, the planning scheme will be filed

FIGURE 2.5 PROCEDURE OF VILLAGE PLANNING COMPILATION



Source: Administrative Office of Village Planning of Guangzhou Municipality. Manual for Village Planning Compilation of Guangzhou City, 2013



at Guangzhou Urban Planning Bureau and made public through posting on government website and village committee office.

- One-map planning management

The village planning results that have been approved and made public will eventually be included into the initiative of Guangzhou City to “integrate three plans into one” and the urban comprehensive plan of Guangzhou City, so as to use one map to manage planning.

sure that planning schemes truly reflect the willingness of villagers. Moreover, through coordination with other plans, it becomes possible for the government to manage planning using one map.

## CONCLUSIONS

In order to promote urban-rural integration and realize sustainable development of villages, the third round of Guangzhou’s village planning that has commenced since 2013 has had some new ideas. It has shifted the focus from improving rural residential environment to providing solutions to in-depth problems in village development. Six major tasks have been defined and multiple objectives have been set, so as to provide solutions to the long existing issues relating to villagers’ housing construction, economic development, municipal facilities, agricultural development, ecological feature cultivation and cultural heritage. This provided important support to the urban-rural integration and villages’ sustainable development.

For the purpose of achieving the multiple objectives, village planning of Guangzhou City has become more systematic and paid more attention to public opinions and practicability. Improvements have been made to the aspects of work organization, determination of work contents and formulation of planning procedures. First, work organization is well coordinated. The work mode featuring government guidance and top-down designation has been replaced and an organizational structure featuring multiple-party coordination has been established to utilize various resources of Guangzhou City. Guangzhou Municipal Government provides policy and technical guidance, district and town/subdistrict governments that are familiar with local conditions are responsible for planning scheme compilation and villagers actively participate into the entire process of village planning. All these have ensured the efficient and orderly implementation of village planning. Second, work contents feature comprehensiveness. In addition to general planning compilation and approval, a large amount of fundamental, technical and policy-related work has been carried out at the municipal level. Unified technical standards and management policies have been formulated, thorough survey has been conducted and an information platform has been established to improve the rationality and practicability of village planning. Third, planning procedures are open to villagers to participate. In this round of village planning, emphasis has been put on all-around participation by villagers, so as to make





## NOTES

① In 2012, planning of pilot villages in Beautiful Countryside Initiative commenced in Guangzhou City, in which 26 villages were selected for planning. Improvements have been made to the aspects of work organization, methods and procedures. Particularly, a procedure for all-around participation by villagers has been established. All these have been demonstrative to the third round of village planning that started in 2013.

② It includes the following files: *Work Program for Village Planning Compilation and Implementation of Guangzhou City* (Suifu No. [2013]10); *Guangzhou Village Planning* (publicity brochure, promulgated by Guangzhou Urban Planning Bureau and Administrative Office of Village Planning of Guangzhou Municipality, 2013); *Guidelines for Compilation of Village Planning of Guangzhou City* (Guangzhou Urban Planning Bureau, 2013); *Report on Village Planning of Guangzhou City* (Guangzhou Urban Planning Bureau, 2014); *Training Materials for New Urbanization and Village Planning of Guangzhou City* (Guangzhou Urban Planning Bureau, 2013); *Use Planning to Guide the Development of Mountainous Areas – Work Report on Rural Poverty Relief and Development Planning of Guangzhou City* (Guangzhou Urban Planning Bureau, 2012); *Work Program for On-Site Supervision and Inspection on Implementation of Village Planning* (Supervision Office of CPC Guangzhou Committee, 2013); *Summarization and Report on Investigation on Existing Conditions of Village Planning in All Districts (County-Level Cities)* (Guangzhou Urban Planning Bureau, 2013).

③ According to *Report on Modernization Status of China in 2012* completed by Chinese Modernization Study Center of Chinese Academy of Sciences, the average per capita agricultural labor productivity of high-income countries in the world was US\$5,408 in 2008.

④ The administrative hierarchy of Guangzhou City consists of the three tiers of municipality, district or county-level city and town or subdistrict. Before the adjustments of administrative areas in Guangzhou in 2014, there were 10 districts and 2 county-level cities (districts and county-level cities are administrative units of the same level) under Guangzhou City. Each district or county-level city is in charge of several towns or subdistricts (both towns and subdistricts are the lowest tier of administration in China). A designated town or a subdistrict is in charge of several administrative villages or communities, which are respectively managed through village self-governance or by residents committees. After the adjustments of administrative areas in Guangzhou in 2014, the two county-level cities under the administration of Guangzhou City have been defined as districts and two districts have been combined as one. Therefore, there are currently 11 districts in Guangzhou City. When the third round of village planning of Guangzhou City commenced in 2013, the administrative areas had not been adjusted. Therefore, the information given in the document was based on the administrative area zoning at that time.

⑤ According to *Management Methods of Guangdong Province on Acquisition of Rural Collectively-Owned Retained Land*, retained land refers to the construction land returned to rural collectively-owned enterprises at a certain percentage of the actually acquisitioned land after land acquisition by government. Retained land is designated for development and production. The rural collectively owned enterprise has the land use right and all the earnings generated from the retained land.

⑥ In 2011, *Opinions on Developing Livable Rural Areas with Pilot Villages in Famous Towns/Villages* was promulgated by Guangdong Provincial Government, which determined that Guangdong Provincial Government would develop several famous towns/famous villages to push forward the development of livable rural areas in the province in two years. It also stated that construction of experimental villages should commence in 2011 and the construction of such famous towns/villages should be completed in 2012. It aimed to make 10% of the towns/villages in Guangdong Province into famous towns/villages by 2015.

⑦ According to *Technical Guide of Guangzhou on Compilation of Village Distribution Plan (Tentative)*, an urban village refers to a village that is located within the built area of a city or town, where people's work and lifestyle are substantially urbanized. A village in urban-rural fringe is a village located outside of the built area of a city or town and is within the urban planned construction land, where people's work and lifestyle are semi-urbanized. A suburban village is a village located outside of the urban planned construction land of a city or town, where people's work and lifestyle are un-urbanized. A village to relocate refers to a village that is located in an ecological sensitive area where there could be severe flooding and geological disasters and which is affected by the development of major projects.

⑧ Currently there are two types of authorities in China to be in charge of planning and management of land use. The first type is land resources departments, which determine the indicators of construction land scale and define construction land and non-construction land by developing comprehensive land use plans. The second type is urban and rural planning departments, which put forward requirements on the development of various construction land by developing planning schemes at the city, town, countryside and village levels.

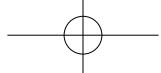
⑨ Since 2012, Guangzhou City has commenced to "integrate three plans into one". In order works, effort has been made to combine the national economic and social development plan, the urban comprehensive plan and the comprehensive land use plan, so as to manage planning with one map.





# SURVEY METHODOLOGIES FOR VILLAGE PLANNING

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**P**lanning survey is to define the planning requirements and obtain basic data. Carrying out village planning requires going deep into the rural areas, do necessary survey and research, and understand practically the actual problems and internal needs for village development, so as to compile a planning that rationally guides village construction. Taking

the survey on existing rural conditions of Guangzhou in 2013 as template and comparing with previous village survey in content, work organization, survey method and deliverables form, this article summarizes the experience of Guangzhou village planning survey to provide reference for future practice in village planning.

## SIGNIFICANCE OF VILLAGE SURVEY

### 1.1 The first village survey covering the whole territory of Guangzhou

Previous village planning survey in Guangzhou was only regarded as a technical process for village planning. All designers collected basic data according to planning demand. The survey data were applied to the planning compilation, failing to form systematized survey deliverables.

By carrying out comprehensive survey on existing village conditions since 2013, Guangzhou has achieved the informatization and standardization for existing basic data of village planning, laying a solid foundation for the scientific compilation of village planning.

This round of village existing conditions survey, emphasizing both breadth and depth, is the first village survey covering the whole territory of Guangzhou, involving 57 functional departments of district (county-level city), 56 towns/sub-districts, and 1,112 administrative villages. The content includes 5 aspects: the existing social and economic condition, existing land use, existing construction, historic culture and construction demand. Village survey for the whole city helps to grasp as a whole the existing village development of the whole city, as the basis to formulate the policy of balanced development of urban-rural areas concerning land use, household registration reform, housing system, financial input in rural areas of the whole city. Second is to help the horizontal comparison of the village development degree in all districts and towns. By formulating differentiated planning and development policy, reference is provided for the formulation of village planning and rural development policy. Third is to guide directly the compilation of village planning. Guidance for industrial development, land use, housing and facility construction can be formulated respectively based on the survey deliverables.

### 1.2 Innovation to traditional survey method

Compared with general village planning survey, this round of village survey is featured by the innovations as follows:

- *Emphasizing the participation by villagers.* Village survey is not only a way by designers to obtain basic data but also a means to propagandize village planning to villagers. It is a process of bilateral interaction.
- *All-around Survey data.* This existing village conditions survey is of breadth and depth. The main purpose is to take the research deliverables of “one book three graphs and fourteen tables” as the basis of the subsequent village planning for 889 administrative villages. In “one book three graphs and fourteen tables”, “one book” refers to the summary report on existing conditions survey of the district; “three graphs” include the existing land use of the village, the delineation layout of the “three olds” spatial database of the village, and the current buildings layout of the village; “fourteen tables” are the tables involving the five aspects of society and economy, existing land, existing construction, historic culture and village demand. On this basis, the Bureau of Urban Planning has organized to compile the report of *Summary of Guangzhou Village Survey and Strategic Planning*, which is of great significance by laying a solid foundation for the village planning of the whole city.
- *Multiple channels for information collection.* This village planning is under the stage of existing conditions survey. Through interview by villagers committee and questionnaires to villagers, planners allow villagers understand the goals and policies of the village planning. Meanwhile, they can understand the most pressing demand of villagers, so as to understand more accurately the demand for village development by enlarging data sources and strengthening the effectiveness of the data.
- *Systematization of survey deliverables.* Based on overall survey and through systematized sorting, analysis, comparison and summary, this village survey has finally



achieved the research result of *Summary of Guangzhou Village Survey and Strategic Planning*.

### 1.3 Focusing on the orderly management for villages

According to the analysis deliverables of the existing conditions survey, total residential house of villagers in the whole city are about 1.82 million, but only 27.91% of them have the homestead use right certificate. Village survey not only reveals the current problems in village management but also provides objective data support for strengthening village construction and management.

On that account, the *Summary of Guangzhou Village Survey and Strategic Planning* proposed the countermeasures and suggestions of completing organs, investigating and treating strictly, transferring powers to lower levels. First is to complete the urban management comprehensive law enforcement agencies and increase front-line working staff in rural areas. Second is to investigate and control strictly the illegal construction in rural areas. Third is to transfer the authority of approving and issuing *Rural Construction and Planning Permit* to town governments or sub-districts to promote the implementation of village planning and standard management of village construction. Fourth is to further deepen the management system reform for urban-rural planning and set up ASAP the planning and management

system integrated by the municipality, districts, towns and villages with uniform planning, approval by different levels, and strengthened regulation. Meanwhile, the town-level planning management organ with sufficient staff shall be set up.

## MAIN CONTENT OF VILLAGE PLANNING SURVEY

The main content of this round of survey includes five aspects, i.e. the social and economic condition, land, construction, historic culture, and construction demand.

### 2.1 Survey on social-economic aspects

Survey on social situation mainly involves population and household registration, including demography of residence registration, demography of non-residence registration, increase of village population, etc (Table.3.1 & 3.2).

Survey on economic situation mainly involves the current collective economy situation in the village, including current development for collective economy, village fiscal revenues and expenditures, etc.

TABLE 3.1 SURVEY ON POPULATION DATA OF RESIDENCE REGISTRATION IN EACH VILLAGES (NEIGHBORHOOD COMMITTEE)

Year	Total population of residence registration			Cultural structure (persons)							Age structure (persons)							
	Number of households	Population with local household registration	Local resident population	Never been to school	Primary school	Middle school	High school	College	University	Postgraduate	0-18 years old (persons)		18-64 years old (persons)		Above 65 years old (persons)		Population of working age (persons)	
											Male	Female	Male	Female	Male	Female	Male	Female
2010 (6th census)	247	941	941	74	309	17	1	1	0	0	133	91	320	330	29	42	250	260
2012	252	981	981	26	154	309	17	1	2	0	129	86	333	348	34	44	260	275

Source: Village Planning of Xikeng Village Huadu District

TABLE 3.2 SURVEY ON INCREASE OF VILLAGE POPULATION ,XIKENG VILLAGE

Year	Total population of residence registration	Population of birth/death		Emigration/immigration of household registration	
		Birth(persons)	Death(persons)	Emigration (persons)	Immigration (persons)
2008	914	41	7	28	10
2009	918	7	7	10	8
2010	941	12	9	4	0
2011	966	11	2	13	4
2012	981	14	7	6	0

Source: Village Planning of Xikeng Village Huadu District





### 2.2 Survey on land

- Existing land use in village domain includes the construction land for urban-rural development, communication, water conservancy and other purposes; the farmland for cultivation, gardening, forestry, pasture and other purposes; water area, natural reserved area and other land; the distribution boundary and area of basic farmland preservation zone.
- Land acquisition in village domain includes the land user, approval document number, land use area, use purpose,

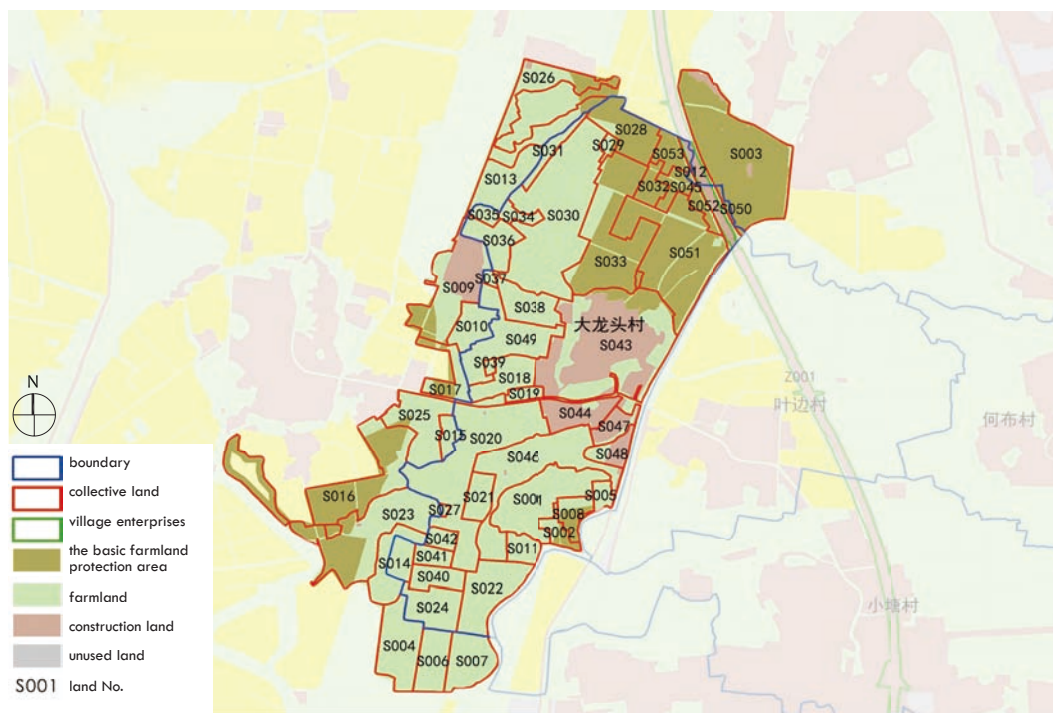
floor area, approval document from planning authority, etc.

- Collective land ownership and use conditions of collective construction land in village domain includes right certificate number, name of the right holder, land use area, use purpose, etc(Table.3.3).
- Use conditions of land included in “three olds” spatial database <sup>①</sup> include delineation number, approved development or not, administrative approval, relevant document number, land use area, etc.

TABLE 3.3 FILLING STATUS OF “SURVEY ON USE RIGHT OF COLLECTIVE LAND”

Type of Land	No.	Right Certificate No.	Name of right holder	Land use area recorded in certificate (sq.m.)
Collective Land Ownership	S002	3010921	3rd Cooperatives of Xikeng Village, Timian Town, Huadu District, Guangzhou	1,993
	S003	3010922	3rd Cooperatives of Xikeng Village, Timian Town, Huadu District, Guangzhou	2,425
	S004	3010923	3rd Cooperatives of Xikeng Village, Timian Town, Huadu District, Guangzhou	11,297
	S005	3010924	4th Cooperatives of Xikeng Village, Timian Town, Huadu District, Guangzhou	81,136
	S007	3010925	2nd Cooperatives of Xikeng Village, Timian Town, Huadu District, Guangzhou	40,526
	S008	3010926	3rd Cooperatives of Xikeng Village, Timian Town, Huadu District, Guangzhou	1,904
	S010	3010927	4th Cooperatives of Xikeng Village, Timian Town, Huadu District, Guangzhou	18,137
	S011	3010928	2nd Cooperatives of Xikeng Village, Timian Town, Huadu District, Guangzhou	18,316
	S012	3010929	4th Cooperatives of Xikeng Village, Timian Town, Huadu District, Guangzhou	219,676
	S013	3010930	3rd Cooperatives of Xikeng Village, Timian Town, Huadu District, Guangzhou	286,764
	S014	3010931	5th Cooperatives of Xikeng Village, Timian Town, Huadu District, Guangzhou	3811
	S015	3010932	5th Cooperatives of Xikeng Village, Timian Town, Huadu District, Guangzhou	1,311

Source: Village Planning of Xikeng Village Huadu District



MAP. 3.1 Filling Status of “Graph for Current Use Status of Rural Land”

Source: Village Planning of Dalongtou Village Baiyun District



### 2.3 Survey on construction

- *Villagers' residence* includes name of the right holder of each villager residence, number of household persons, right certificate information, land use area, floor area, number of floors, building structure, years of construction, mud-brick house or not, occupied or not, recorded or not for those without certificate, whether one residence for one household, etc (Map.3.2, Table.3.4).
- *Existing conditions of public service facilities* and municipal infrastructure in village domain include the project of “seven rectifications and five ones”<sup>②</sup>, as well

as the quantity, floor area, site area, independent land or not, location of other various public service facilities and municipal infrastructure.



MAP. 3.2 Filling Status of “Layout Graph for Current Buildings in the Village”  
**Source:** Village Planning of Dalongtou Village Baiyun District

TABLE 3.4 FILLING STATUS OF “SURVEY TABLE ON RESIDENCE OF VILLAGERS”

Household registration	Residence condition						
	Name of right holder	homestead use right certificate No.	Land use area (sq.m.)	Construction area (sq.m.)	Number of floors	Building structure	Address
	Li Zhilin	None	54	163	3	Reinforced concrete structure	No. 1, Alley 2, Julong West Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Jian Liqun	None	87	174	2	Mixed structure	No. 3, Alley 3, Julong West Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Yanxin	None	70	139	2	Mixed structure	No. 1, Alley 3, Julong West Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Jingquan	None	37	37	1	Brick and timber structure	Julong Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Jingquan	None	96	288	3	Mixed structure	Julong Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Jingquan	None	63	63	1	Brick and timber structure	Julong Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Jinghe	None	75	150	2	Mixed structure	No. 4, Alley 1, Julong Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Jian Liji	None	83	166	2	Mixed structure	No. 5, Alley 1, Julong West Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Huang Shaoling	None	83	166	2	Mixed structure	No. 1, Alley 1, Julong West Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Zhou Sheng	None	86	171	2	Mixed structure	No. 26, Julong Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Jian Bingjia	None	84	167	2	Reinforced concrete structure	No. 3, Alley 2, Julong West Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Shuqiang	None	65	195	3	Mixed structure	No. 14, Alley 17, Julong Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Jian Juchao	None	36	72	2	Mixed structure	No. 3, Alley 17, Julong Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Shuntian	None	74	148	2	Mixed structure	No. 6, Alley 1.5, Julong Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Jinlong	None	94	188	2	Mixed structure	No. 7, Alley 1.5, Julong Street, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Lixing	None	52	52	1	Mixed structure	Alley 4, Shizikan Thorp, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Lixing	None	84	84	1	Brick and timber structure	Alley 4, Shizikan Thorp, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Zhendong	None	26	26	1	Mixed structure	No. 17, Alley 4, Shizikan Thorp, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Zhuxian	None	87	87	1	Brick and timber structure	Alley 5, Shizikan Thorp, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Zhuxian	None	56	56	1	Brick and timber structure	Alley 5, Shizikan Thorp, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Dongqiang	None	85	85	1	Brick and timber structure	No. 9, Alley 5, Shizikan Thorp, Aigang Village, Renhe Town, Baiyun District, Guangzhou
	Li Daqian	None	84	84	1	Brick and timber structure	No. 7, Alley 5, Shizikan Thorp, Aigang Village, Renhe Town, Baiyun District, Guangzhou

**Source:** Village Planning of Aigang Village Baiyun District





### 2.4 Survey on historic culture

This village existing conditions survey pays special attention to survey of historic culture, including historic evolution of villages, village pattern, construction of traditional buildings (structures), environmental elements, intangible culture, etc. Information for historic culture is acquired from on-site visit and the historic relic

database provided by relevant departments. The historic resources and information acquired from the historic relic database provided by the culture, radio and news department is all-round and objective. On the other hand, the historic cultural environment and historic building texture of villages are recorded by on-site visit, so as to get perceptual cognition to the existing conditions of village historic culture (Table.3.5).

TABLE 3.5 SURVEY ON CURRENT STATUS OF VILLAGE HISTORIC CULTURE

Type	Content																				
1 Historic evolution	<p>Village forming times:  <input type="checkbox"/> Before Yuan Dynasty    <input checked="" type="checkbox"/> Ming Dynasty    <input type="checkbox"/> Qing Dynasty    <input type="checkbox"/> The ROC period    <input type="checkbox"/> After founding of new China</p> <p>Reason for village forming: migration and inhabitation.</p>																				
2 Village pattern	<p>Shaxi Village is located at the west of Jianggao Town Baiyun District, adjoining the exit of Guangzhou-Qingyuan Expressway, with Datian Village to the south and Baijiang River to the west. Xiaotang bus terminal is located at the entrance of the village, enjoying convenient transportation. It is an administrative natural village with long history and balanced development in economy and society.</p>																				
3 Traditional buildings (structures)	<table border="1"> <thead> <tr> <th>Object</th> <th>No.</th> <th>Name of building</th> <th>Level of protection</th> <th>Times of building</th> <th>Size of building (sq.m.)</th> <th>Protection scope and explanation to construction control area</th> </tr> </thead> <tbody> <tr> <td rowspan="2">Cultural relics protection unit</td> <td>L001</td> <td>Shaxi Village Ouyang Ancestral Hall</td> <td>District registration</td> <td>Xianfeng Age</td> <td>10000</td> <td></td> </tr> <tr> <td>L002</td> <td>Chen Ancestral Hall</td> <td></td> <td>Guangxu Age</td> <td>700</td> <td></td> </tr> </tbody> </table> <p>Note: if there are many immovable cultural relics, historic buildings or buildings with traditional features, please continue this table. Relevant pictures can be attached to the table.</p>	Object	No.	Name of building	Level of protection	Times of building	Size of building (sq.m.)	Protection scope and explanation to construction control area	Cultural relics protection unit	L001	Shaxi Village Ouyang Ancestral Hall	District registration	Xianfeng Age	10000		L002	Chen Ancestral Hall		Guangxu Age	700	
Object	No.	Name of building	Level of protection	Times of building	Size of building (sq.m.)	Protection scope and explanation to construction control area															
Cultural relics protection unit	L001	Shaxi Village Ouyang Ancestral Hall	District registration	Xianfeng Age	10000																
	L002	Chen Ancestral Hall		Guangxu Age	700																
4 Environmental elements	<p>Name: geomantic pond    Quantity: 6</p> <p>Note: filling the name of historic environmental elements involves ancient tower, ancient well, memorial archway, drama stage, enclosure, stone step, pavement revetment, old tree and famous wood species, geomantic forest and geomantic pond that reflect historic features. Relevant pictures can be attached to the table.</p>																				
5 Non-material cultural heritage	<p>Name: Lion dancing</p> <p>Level: <input type="checkbox"/> National    <input type="checkbox"/> Provincial    <input type="checkbox"/> Municipal    <input checked="" type="checkbox"/> District, county-level city</p> <p>Type: <input type="checkbox"/> Folk literature    <input type="checkbox"/> Traditional music    <input type="checkbox"/> Traditional dance    <input type="checkbox"/> Traditional drama    <input type="checkbox"/> Folk opera    <input checked="" type="checkbox"/> Folk custom</p> <p><input type="checkbox"/> Traditional sport    <input type="checkbox"/> Recreation and acrobatics    <input type="checkbox"/> Traditional art    <input type="checkbox"/> Traditional skill    <input type="checkbox"/> Traditional medicine</p> <p>Inherit confirmed or not: <input type="checkbox"/> Yes    <input checked="" type="checkbox"/> No</p> <p>Existence of program: <input type="checkbox"/> Good inheritance    <input checked="" type="checkbox"/> So-so inheritance without special management    <input type="checkbox"/> In danger</p> <p>Interdependency with the village: <input type="checkbox"/> Existence depending on the village    <input checked="" type="checkbox"/> Existence not depending on the village</p> <p>Activity scale: <input type="checkbox"/> Less than 10 persons whole village    <input checked="" type="checkbox"/> 10-30 persons    <input type="checkbox"/> More than 30 persons    <input type="checkbox"/> Participation by the</p> <p>Time of inheritance: <input checked="" type="checkbox"/> More than 100 years in succession    <input type="checkbox"/> More than 50 years in succession</p> <p>Note: if the non-material cultural heritage is more than one, please continue this table. Relevant pictures can be attached to the table.</p>																				

Source: Village Planning of Shaxi Village Baiyun District

### 2.5 Survey on construction demand

The main content of survey for village construction demand includes:

- Villagers' residence construction demand, including the construction demand for population of new separation, numbers of homestead-less households in history, as well as removed and resettled households.

- Recent construction of the village, including collective economic development, living environment construction, public service facilities construction, municipal infrastructure, construction and other construction demands.



## ORGANIZATIONAL FORM

### 3.1 Working stages

This existing conditions survey lasts 6 months with 4 stages, namely deployment and mobilization, research implementation, data checking, deliverables submission.

- Deployment and mobilization (1 month)

On April 12, 2013, General Office of CPC Guangzhou Municipal Party Committee and General Office of Guangzhou Municipal People's Government printed and distributed the *Work Program for Village Planning Compilation and Implementation of Guangzhou City*. It definitely established the leading group for village planning and deployed the existing conditions survey and compilation for village planning, officially kicking off this large-scale village survey.

In May and June, all districts and towns held successively the working conference for existing conditions survey of village planning. The conference not only made overall arrangement to the responsible entities of various graphs and tables for existing conditions survey, but also carried out propaganda and mobilization for the survey. Meanwhile, all districts and towns formulated their working guidance and concrete plan for existing conditions survey respectively.

- Research implementation (2 months)

The filling of the “three graphs and fourteen tables” for the survey was formally commenced after the work plan for village survey was finalized. All tables were distributed to corresponding departments and villages for filling. During this period, planning departments of the district and town held technical coordination meetings for many times, so as to answer questions in filling out graphs and tables.

Meanwhile, this village survey has mobilized 28 planning design firms and 1,180 designers to assist the survey. The design firms carried out field survey by residing in the village. This not only helped them go deep into the survey and learn about the actual conditions of the village, but also assisted villagers in filling out relevant tables.

- Data checking (2 months)

For the actual error found in graphs and tables, the leading group offices for village planning in all districts (hereinafter referred to as “the village planning office”) would mobilize the towns and villagers to carry out data checking and supplement the omissions. Meanwhile, the professional design firms organized staff to visit the villages and households, so as to assist villagers in completing graphs and tables.

- Deliverables submission (1 month)

The town government takes back all graphs and tables and distributes to all functional departments and villagers

committees for sealing and confirmation. Then graphs and tables would be taken back again to form a set of deliverables called “three graphs and fourteen tables” for each village and be submitted to the village planning office of the district.

The village planning office of each district would sort out and do research on the rural existing development and problems of the district according to the existing conditions survey data. Then the *Report on Existing Conditions Survey for Village Planning* of each district would be compiled and submitted to the municipal village planning office.

After summarizing all data of “three graphs and fourteen tables”, the planning compilation institutes would carry out information summary and processing for the data according to the *Requirements on Electronic Document of Deliverables of Investigation on Existing Village Planning Conditions of Guangzhou*. According to the requirement of “conformity of graphs and tables”, the database for existing village conditions survey would be formed and submitted to the municipal and district village planning offices for information summary.

### 3.2 Division of works

- Setting up leading organs at municipal and district levels

Since this village survey covers wide scope and involves numerous departments, leading groups headed by main government leaders and working groups for village survey were set up at both municipal and district levels. All functional departments, towns and sub-districts played the role as members of the working groups, so as to ensure the smooth progress of the survey.

- Overall participation by the town, subdistrict and village

The town government, subdistrict office and the villagers committee are the main participants of this village survey. As to work organization, the town level shall formulate the concrete plan for village survey of the whole town and the village shall fill out relevant tables. For example in Jiangcun Village, since all cooperatives committees are familiar with the residence condition of villagers and have convenience for registration, the village took advantage of this and carried out household registration and checking with the “Survey Table on Residence of Villagers” by sending 2-4 staff to cooperatives. As to data collection for the “Survey Table on Collective Land Ownership and Use Right of Collective Construction Land”, personnel supervising safety production are responsible for data collection and checking to the collective economic programs of the village. Meanwhile, by comparing with relevant data in general survey and registration of “Sanzi”<sup>®</sup>, the data collection for the table can be carried out rapidly. And by setting up weekly report system for the schedule information of village survey, the latest progress of survey for village planning





can be released weekly.

- Special guidance by functional departments

In order to guarantee the accuracy and uniform format of the basic data for village planning, as well as to ensure the smooth progress of survey, this village survey has, according to the village planning survey system of “led and coordinated by municipal planning bureau, mainly implemented by the district (county-level city), with operational guidance provided by relevant municipal departments, participated by villages and cooperatives”, fully mobilized the Bureau of Land Resources and Housing Management of Guangzhou Municipality, the Municipal “Three Olds” Office, the Municipal Urban Transform Office, the Municipal Planning Bureau, the Municipal New Countryside Office, the Municipal Public Security Bureau, the Municipal Statistics Bureau, the Municipal Agricultural Bureau, the Municipal Agricultural Economy Office, the Municipal Bureau of Culture, Sports and Tourism, the Municipal Administration Office of Floating Population and other relevant functional departments, so as to jointly carry out the survey for existing conditions.

- In-depth research by technicians

Planning institutes are the main technical force for existing conditions survey. In order to enhance the accuracy and effectiveness of this village survey, all districts have organized the planning design groups to get involved in the village survey early. Combined with the tables filled out and submitted by various departments, existing village conditions are clearly sorted out through on-site visit, field measurement, interviews with villagers, questionnaire survey, survey by residing in the village and other channels. For example in the survey to Jiangcun Village of Baiyun District, design groups allow villagers understand the goals and workflow of this survey through the form of planning workshop. On the other hand, under the support of villagers and the villagers committee, design groups have got all-round and true knowledge to existing conditions of the village through on-site survey by residing in the village for 5 days. They have obtained large amount of first-handed data and listened to villagers’ demands, which laid a solid foundation for village planning compilation.

## TECHNICAL MEASURES

This village survey was carried out by 5 methods, i.e. propaganda by multiple platforms, collecting data, structural interview, prioritized visit, and putting data in storage. Among these methods, collecting data and putting data in storage focus on the objectiveness and comprehensiveness of the information, helping to get conceptual knowledge to current information,

while structural interview and prioritized visit focus on humanistic participation in the survey, helping to get perceptual knowledge to current environment.

### 4.1 Propaganda by multiple platforms

In this village survey, all districts (county-level cities) actively publicized and reported work progress for existing conditions survey by making full use of *Work Briefing on Guangzhou Village Planning*, websites, magazines and other media platforms, so as to receive the understanding, support and participation from villagers. The ideological understanding and capacity for work of the staff are increased through special lecture and skill training. The survey is publicized and mobilized in multi-mode, multi-frequency, multi-channel and multi-level through setting up the communication network platform of phone call & text message and distribution of publicity materials.

### 4.2 Collecting data from multiple channels

Data collection is the foremost step for interview and on-site survey. The purpose is to get general understanding to the village condition before carrying out an interview or on-site survey in the village. The basic data of this village survey, as the survey content foresaid, includes the 5 aspects of social and economical data, land data, existing construction, historic culture data, and construction demand.

Generally speaking, the data can be acquired from the statistic data of relevant departments and the basic data compilation in previous planning. But there are pros and cons to these two collecting ways.

The advantage of the statistic data from government departments is timely updated to the data. Data statistics is usually updated every year, and official figures are relatively more accurate. The disadvantage is its decentralized data sources. All data are calculated and stored by different departments. Moreover, asking for data from various departments often faces many problems, such as complicated application procedures, mismatched format, low degree of informatization, etc.

On the other hand, in the basic data compilation of previous planning, certain data can be referenced directly, such as location, historic evolution, culture and traditions etc. But most data are out of date, requiring update. There are 3 update methods. First is to apply to relevant departments for acquisition, like population and economic data. Second is to acquire it through on-site survey. Such as existing land use and topographic map. Third is through interview and summary, like villagers’ development demand, project site selection, etc.

Data collection for this round of village survey of Guangzhou is carried out by combining with the above two forms and mobilizing various forces. All departments



take joint action to fill out tables and check with each other. For example in the survey content of housing demand, first the villagers committee would fill out the separation housing demand of each year according to actual demand of the village. Then it would be submitted to the public security department and land resources department, who would verify the separation population and land indices separately. One more example in the survey to existing villagers' residence, it is updated as the graphs and tables for 2013 residence based on the residence database surveyed by the land resources department in 2012. Then gaps and omissions are supplemented by the planning institutes and villagers through field measurement at site. All graphs and tables are finally approved and sealed by the village, the town and all functional departments, so as to ensure the accuracy and recognition of the data.

### 4.3 Structural interview

Structural interview is to collect data through purposeful conversation. It is usually carried out by the interview outline and survey forms designed uniformly beforehand. Corresponding interview guidance is also provided, in which possible misunderstanding to the questionnaire is explained. Structural interview is divided into two steps in village planning, namely interview to villagers committee and questionnaire to villagers.

Interview to villagers committee focuses on the understanding of the leading group to the existing development and demand of the village. Interview to villagers committee helps the planning personal get a understanding to the society and economy, construction demand, public facility demand, project site selection of the village. On the other hand, it can guide the on-site survey at the next step.

Questionnaire filled out by villagers focuses on the understanding to villagers' demands. Designed against all villagers, the questionnaire is mainly about the villages' satisfaction on existing road conditions, medical treatment, village lighting, garbage collection, primary school and nursery school, cultural activity station, water supply and drainage, agricultural production, parking facilities, commercial services, sports activities, residential ventilation and lighting, and living conditions. The survey content basically covers issues, which are mostly concerned by villagers.

### 4.4 Prioritized Visit

Prioritized visit refers to prioritized and selective on-site survey. Generally speaking, the survey focuses on various aspects, such as modification and drawing of the graph for existing land use, modification and drawing of existing topographic map, locating of historic buildings or structures with historic cultural value with

record of their use conditions, locating of existing public facilities and with record of their operation conditions, village environment and landscape elements, etc. Meanwhile, informal interview can be carried out with villagers during the visit, so as to understand the recent conditions of the village and the demands of villagers, record the humanistic information in the village, and get perceptual cognizance to the village environment. Experience by residing in the village can be acquired whenever necessary.

### 4.5 Putting data in storage

This round of village survey set up standard information platform. Processing the data helps acquire, update, make statistic of and analyze the information of existing village conditions rapidly and conveniently, and helps the administration of village implementation.

## DISPLAY AND APPLICATION OF SURVEY DELIVERABLES

### 5.1 Display of survey deliverables

Generally speaking, the deliverables of village survey include two aspects. First is summary of existing information, including summary of graphs and tables on the society and economy, land, construction, historic culture and construction demand, so as to produce the form of "one book three graphs and fourteen tables". Second is the perceptual cognizance that is hard to be expressed by words or data, such as impression to village environment, emotions established by designers with villagers, etc. Those survey deliverables are of guidance to the concrete planning at the next stage. The former assists planners to formulate the planning deliverables at technical level, such as development direction of the village, development scale, land use etc., so as to ensure the standardability and scientificity of the planning deliverables. The latter assists planners to shape the environment context and cultural characteristics of the village.

Besides completing the above deliverables, the greatest characteristic of the deliverables in this round of village survey of Guangzhou is the setup of the information platform for existing village conditions, achieving the informatization and standardization for basic data on existing conditions. Compared with common survey deliverables, such platform has the following advantages:

First is to help in consulting to data. Since common survey deliverables are not in the form of database, it is often hard to locate accurately, needing to leaf through large amount of basic data. But with the informationalized platform, especially the data form in "conformity of graphs and tables", administrators, planning personnel





and researchers can search the required information conveniently through computer or network, saving a lot of time.

Second is to help in statistic analysis. It is hard to carry out complicated statistics and calculation in large scope with the paper data, causing certain inconvenience to subsequent analysis and research. After the informationalized platform is set up, researchers can calculate and analyze the existing village conditions of a region through the geographic information computation software. So the existing village development can be displayed in an intuitive form, helping formulate differentiated planning strategies for various villages.

Third is help the data update. Traditional village survey is completed and stored by the planning institutes. But in fact, village planning shall be re-compiled every several years, and it is often not responsible by the same compiling institute, so new version of planning is hard to update the database of elder versions. However, through the informationalized platform, uniform data storage space is formed, so future functional departments, towns, villages and design firms can update planning data directly through the information platform.

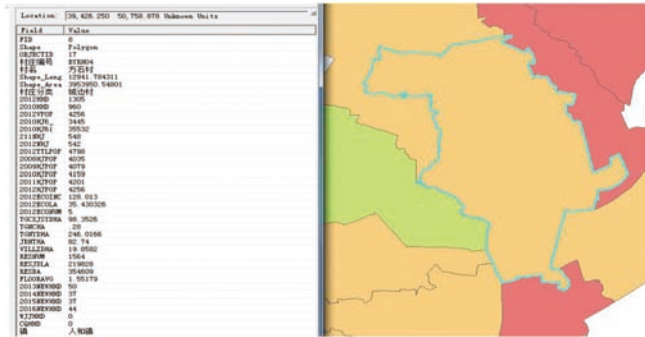


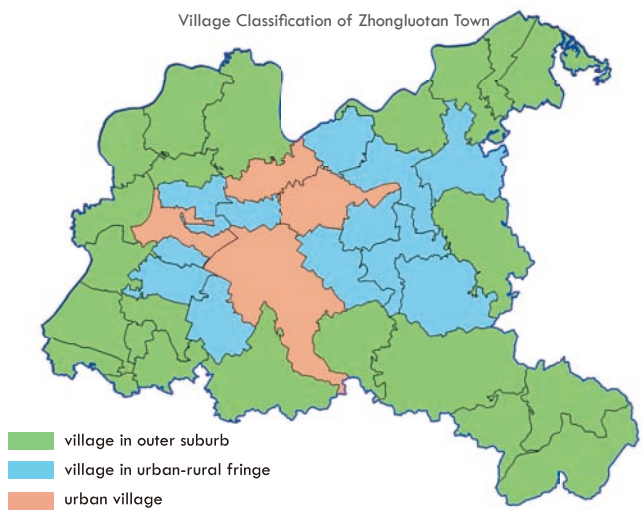
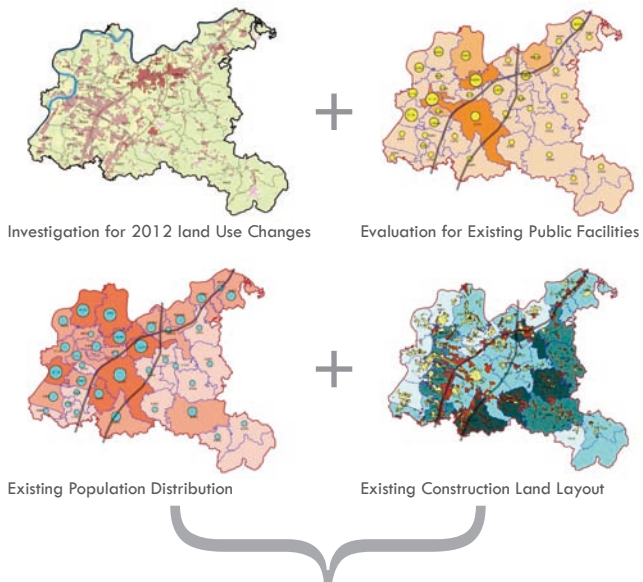
FIGURE 3.1 Current Status Survey Data Processed by Informatization  
Source: Summary Report on Current Status Survey for Village Planning of Baiyun District

### 5.2 Application of information platform in village planning compilation

The setup of the information platform helps the statistics and analysis on the existing village's data. For example, the village system layout planning of Zhongluotan Town in Baiyun District is based on the population distribution, existing scale and per capita scale of land use, public service facilities and other data statistics and analysis in existing conditions survey, with consideration to the development layout of superior planning. Village classification of the 37 administrative villages in the whole town is inferred according to uniform measurement standard and based on social and economical development level, land bearing capacity, public facilities evaluation. Thus the differentiated development guidance and strategies for various villages are formulated thereby(Map.3.3).

### 5.3 Application of information platform in village construction and management

The information platform for existing village conditions can connect directly with various existing systems and platforms, including the E-government affairs system of the planning bureau, the special system platform for urban-rural planning and the system platform for land resources planning. To planning officials, the setup of village information platform has made great convenience to the approval procedures for village construction. Given that approval procedures may be transferred to town-level administrative authorities in future, front-line officials can inquire directly through this platform for latest existing conditions and planning information, such as the condition of existing public service facilities in the village, existing housing condition of those applying for house construction, whether the house is newly built or not.



MAP. 3.3 Application of Survey Deliverables in Village Classification Study  
Source: Site Layout Planning of Zhongluotan Town Baiyun District (2013-2020)



## CONCLUSIONS

This round of Guangzhou village planning survey has the following features.

First, comprehensive and systematic with heavy work load. This existing conditions survey for village planning is the first city-wide and in-depth village survey, covering all administrative villages of 5 districts and 2 counties and involving 5 aspects of social and economic condition, land, construction, historic culture and construction demand. With heavy work load, it has finally formed the deliverables of “one book” for each district and “three graphs and fourteen tables” for each village. The four stages of task were completed within 6 months, namely organization and publicity, table filling, data checking, and deliverables storage in database. So it is an all-round and systematic existing conditions survey.

Second, well-organized with joint action by superior and lower level. This village survey has set up the work organization mechanism of “guided by the municipality, supervised by districts (county-level cities), concretely organized by towns (sub-districts) and participated by the villages”. Under the guidance by the municipal and district planning offices, all functional departments, towns, villages took joint action and worked closely together, forming four levels of working groups, i.e. the municipality, districts, towns and villages to ensure the orderly progress and completion for the village survey.

Third, multi-participation with visit to the grass roots. With effective working organization and widespread publicity, this village survey went down to villages to mobilize the masses in all towns and villages, so as to ensure the accuracy of the survey data and the recognition by the masses. Meanwhile, the village survey has mobilized 1,180 designers to go down grass roots for survey by fully making use of the technical force of the planning design firms. They visited each village, measured each building, checked each piece of data and listened to villagers’ demands.

Fourth, information platform with high application. The setup of the information platform for village survey has realized the application of the survey data of existing village conditions planning, planning research and management.





NOTES

- ① Spatial database marks for each “three olds” plot in the image graph, graph for current land use status and graph for land use planning. “Three olds” regulatory database is also established.
- ② “Seven rectifications” includes unobstructed road accessibility, overall lighting for rural roads, popularization of water supply, harmless discharge of domestic sewage, standardized garbage disposal, cleanness in neglected corners of public hygiene, “optical network”

for communication, film and television. “five ones” includes one public service station with area of no less than 300 square meters, one cultural station with area of no less than 200 square meters, one outdoor square for leisure and recreation, one show window for publicity and newspapers with area of no less than 10 square meters, one batch of harmless public toilets with rational distribution.

- ③ Fund, property and resource of rural collective economic.

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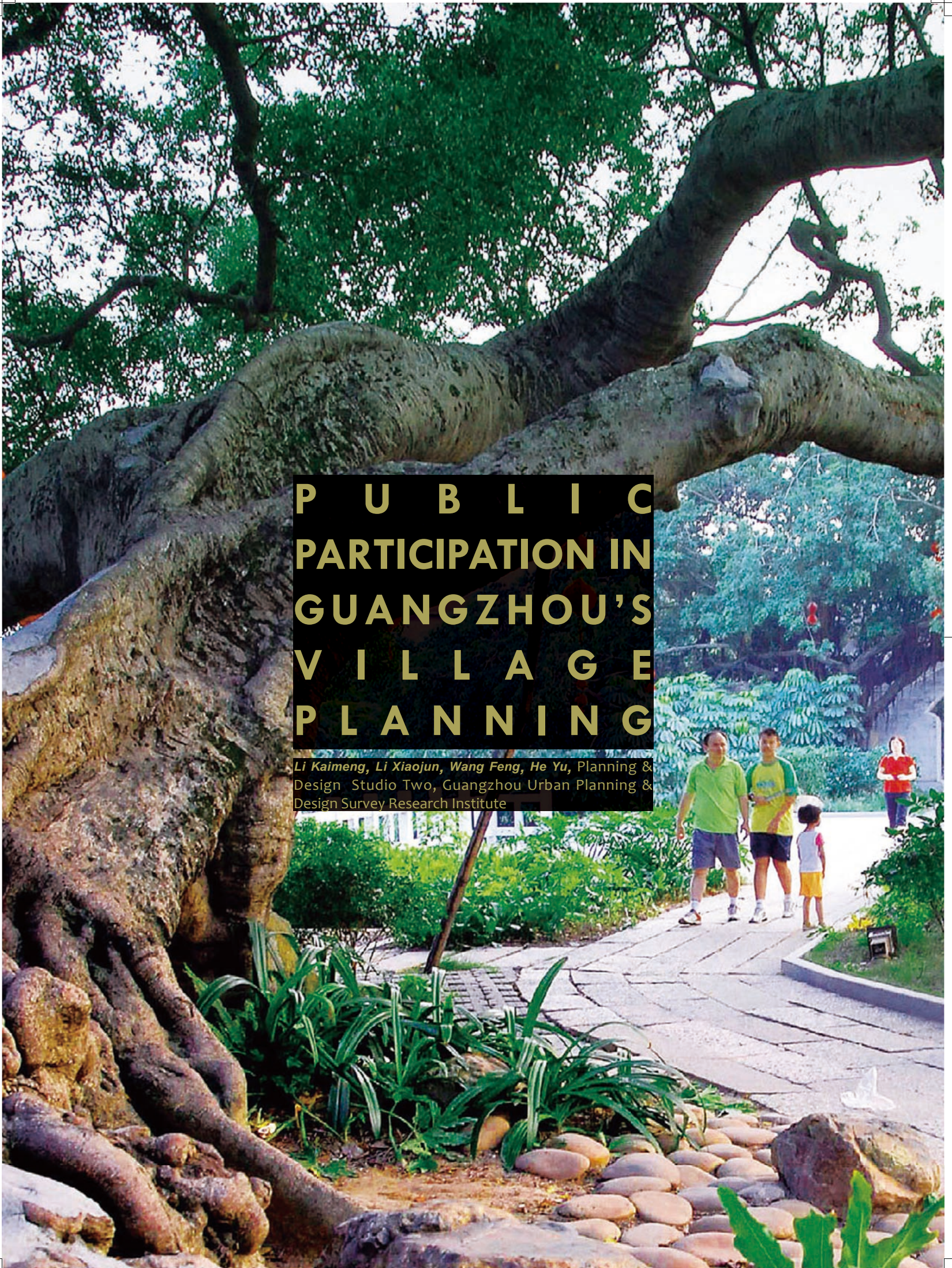
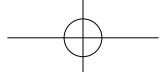
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**P U B L I C  
P A R T I C I P A T I O N I N  
G U A N G Z H O U ' S  
V I L L A G E  
P L A N N I N G**

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Public participation means that planning is not merely the activities for technical specialists; instead, the planning is formulated by joint efforts from experts, governments, planners and local residents through coordinated discussions.

With the increasingly diverse demands and more complicated decision-making process, planning departments can hardly, based merely on their own capacity and knowledge, make a rational decision that fits into the extensive needs of villagers. While public participation offers solutions to such issues, proportionate public participation can not only

improve rationality of a decision-making process, but also help win recognition and respect from the public during the implementation of village planning. Furthermore, through public participation, villagers' interests will be reflected in the implementation, which enhances their awareness of social responsibility.

This paper is aimed to explore an innovative approach regarding the model and method for villagers' participation by looking into the example of Guangzhou Municipality, in an attempt to address various problems present in village planning.

## NECESSITY AND IMPORTANCE

### 1.1 Villagers' Demands to be reflected in Planning

One of the goals of village planning is to benefit the resident villagers there, while public participation is an ideal approach through which the interests of various stakeholders can be compromised, achieving consensus accepted by all stakeholders involved. For instance, when a village planning is submitted, the local government must inform the village concerned of such application, in the meanwhile the villagers are able to express their demands to local government through public participation. A "check and balance" mechanism is thus built during public participation, which ensures the maximized balance of interests between the government and local villagers in the planning.

### 1.2 Public Participation is the Essential Cornerstone for Village Governance

Different from cities, villages are social organization developed along "genetic relationship". The object to village self-governance<sup>①</sup> is villagers. The scope of self-

governance is administrative village. The object for self-governance is village affairs concerning villagers' interests. The objective for self-governance is self-management, self-education, self-service and self-development of villagers within their own villages. Like "lubricant", public participation helps villagers better understand public affairs of the village, improves their sense of ownership, and enhances communications and understandings between other village members and themselves, all of which are indispensable from village self-governance.

## PROBLEMS

Public participation in regional planning and construction has a long history in leading capitalist countries with great progress, however, such practice is fraught with problems in developing and underdeveloped countries globally due to a rather late start of democratic mindset. The discussion will focus on the problems regarding public participation presented in rural planning citing Guangzhou Municipality as an example.



PHOTO. 4.1 local villagers voice their concern in the planning  
Source: photographed by He Yu



PHOTO. 4.2 Villagers discuss planning issues  
Source: photographed by Liu Jinman



## 2.1 Participation Dominated by Governments and Elites

Currently, village planning is limited to “elite-dominance”, which means the government (or the developer) dictates the planners to conduct the planning within a preset framework. Since the planners are only responsible to the government, villagers’ participation is reduced to be “pseudo-participation,” namely; they are just informed of the planning, left no choice but to accept the planning results.

## 2.2 Simplified Participation Process

Existing villagers’ participation process design is a clumsy copy of public participation model of urban planning. The process is oversimplified, which mainly includes interview, planning communication and plan publicity. However, during the planning process, key issues such as joint discussion between villagers and planners on environment management, economy development, housing construction and village public facilities building among other village developments as well as villager’s review of planning results are left out, which undercuts the villagers’ participation throughout the whole process of village planning.

## 2.3 Stereotype contents

Currently, villagers’ participation is mere a formality, aiming for the final approval of the planning, oftentimes in-depth discussion on specific issues are absent. For instance, the questionnaire design covers only routine questions, there are no “targeted options” regarding the different characteristics of different village types, preventing the villagers from understanding the real intentions of the planner, thus no useful suggestions are possible from the villagers’ side. At the same time, regarding key issues that concern the village development, the planners usually depend on their subjective experience and judgment, lacking communications and negotiations with the villagers.

## 2.4 Beyond the understanding scope of villagers

At present, planners usually visit villages with technical drawings (land use plan etc.) or even narratives for presentation to villagers. Since the villagers are not adequately educated, it’s difficult for them to understand and accept these rather technical planning results. This also makes them believe that village planning is the government’s job, not theirs. In the end, the results are approved by the government, but the satisfaction of villagers towards the planning results is undercut as the planners fail to grasp the villagers’ true demands.

## INNOVATIONS

In order to regulate and guide public participation in village planning, in 2013, the Guangzhou Urban Planning Bureau and the Beijing Lingdian(Horizon) launched a research project “ Establishment and Publicity of “Villagers’ Participation” Mode in the New Village Planning of Guangzhou”, and compiled the “Guidebook for “Villagers’ Participation” in Village Planning of Guangzhou” to encourage villagers to intensively involve into the current round of village planning work and give full play to the role of villagers as the main stakeholder in implementing village planning.

### 3.1 What is “comprehensive” villagers’ participation?

The core of “comprehensive” villagers’ participation is to focus on coordination, full-process participation, participation in contents and easy understanding. It could be understood as such, villagers are not to accept the planning passively, but rather work together with the village committee, planners, governments, and builders to address the village development issues, and play a leading role in the process, make decisions on solutions to major issues as well as the development direction of the village.

### 3.2 Organization of Villagers’ Participation

Villagers’ participation is much valued in the process of village planning of Guangzhou Municipality. Nowadays the efforts are made to change the previous situation where only governments, planners, experts get involved in village planning, and to establish a new model which centers on the villagers and enables governments, planners, builders, experts and media to carry out their respective duties and collaborate with each other, i.e. the government plays the role of policy-making and assistance, planners serve as a bridge to coordinate interests of various parties, the builders are responsible for the project construction, while the experts and media are responsible for the technical supports and public supervision.

At Hongshan village of Huadu district, our planning team made the multiparty collaboration possible through various modes, including direct discussion between the planners and village chief, discussion between village chief, villagers and the government through the planner, discussion between villagers and the builders through the village chief and the planners. Communications with the villagers have been maintained during the planning and working processes, and, guided by the planning results, Hongshan Village was turned into a beautiful village with Lingnan features, setting up an example for village planning in the Pearl Delta Region. Nowadays, villagers





TABLE 4.1 MULTIPARTY-COLLABORATIVE COMPREHENSIVE VILLAGERS' PARTICIPATION AND DIVISION OF RESPONSIBILITIES

Object	Role	Responsibilities
Villagers Committee, villagers	Leading the planning	Propose interest demand, decide major development issues, participate in review of planning results
Planners	Bridge of communication	Coordinate interest of various stakeholders; incorporate villagers' demands to the maximum, make plans, communicate and make presentation
Government	Service provider	Make policy, provide fund, arrange review
Builder	Development	Project construction, propose construction standards
Expert, media	Consultations, Supervision	Technical advisory, publicity and supervision

Source: made by authors

cherish more their tidy and clean living environment and enjoy more diverse public cultural activities. There are no more unapproved construction, instead, all new buildings follow the same design standards. With all these changes, the tourists flood in. Villagers work together closely to keep the attractive environment and promote village development.

- Direct discussion between Planner and Village Chief

The village chief worked closely with the planner. On one side, the village chief, together with the planning team, carried out a thorough research on the village and the status quo drawings for the village planning were all approved by the village chief. On the other hand, the village chief gave feedbacks to the planner during the planning and implementation, so the planner was able to timely adjust his plan to accommodate the developments.

- Discussion between Village Chief, Villagers and Upper-level Government through Planner

Brokered by the planning team, the government, village chief and villagers reached consensus on the future development of Hongshan village. The 14.31 sq. km village is divided into three parts: sightseeing area, residential area and planting & cultivation area. Rules were set that no industries would be permitted here to maintain the eco-environment, while centralized agricultural product and small commodity trading zone is set for the convenience of the tourists, keeping them at bay from villagers' living, bringing about organic separation between production space, living space and eco-space. The plan was supported by the upper-level government financially.

- Discussion between Villagers and Builders through Planner and Village Chief

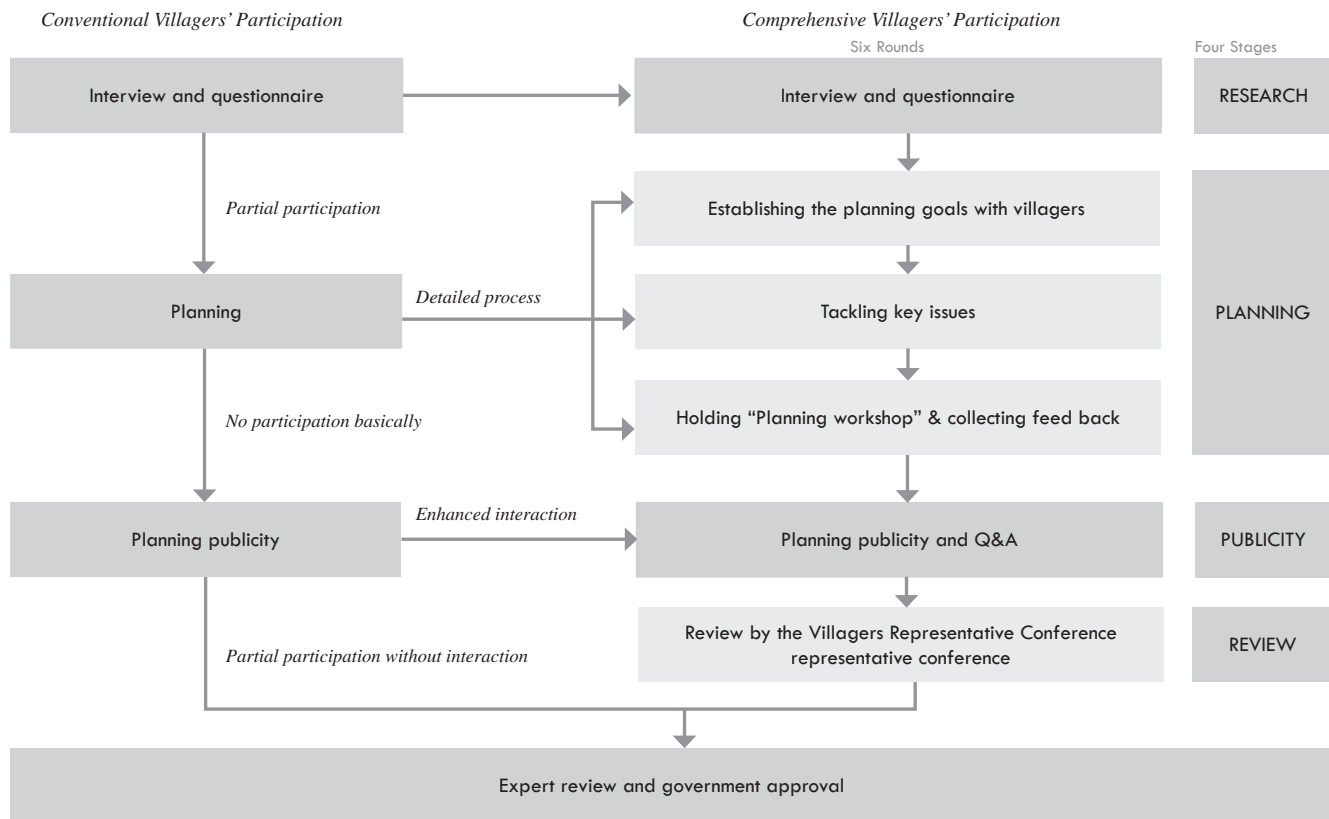
Without changing the functionality and structure of the existing buildings, close cooperation between villagers and builders was achieved throughout the process while the planners and village chief served as the connection. Simple but suitable approaches were employed to provide the uniform façade finish and facilities like the Leisure Park, so that the village presented a harmonious overall appearance with strong traditional Lingnan architectural features.

### 3.3 Process Design

Conventional villagers' participation fails to mobilize villagers to "do the planning themselves", as most villagers only learn about the planning after the planning results are publicized. With the mechanism of the comprehensive villagers' participation, the villagers' participation is involved all through the process from the initial research to villagers' review. Guangzhou's Beautiful Village Program tried to incorporate the villagers' participation into the planning stage, including specifically three rounds, i.e. establishing the planning goals with villagers; tackling the key issues, and holding planning workshops and collecting feedback. During each round, the planners discussed with villagers and noted down comments from villager and factored them into the planning, and then communicated with villagers, till agreement could be reached. From this perspective, Village Planning of Guangzhou Municipality is developing toward the villager rights, and has established a full-process villagers' participation mechanism that comprises four stages and six rounds.



FIGURE 4.1 FLOW OF “COMPREHENSIVE” PARTICIPATION OF VILLAGERS



Source: drawn by authors

#### • Household Survey

To ensure the planning reflects the villagers' will from the very beginning, the planning team gave focused attention to the household survey. On August 6 2013, the planning team paid a visit to Getang Village, Taiping Town, Conghua District. We noted down the full conversation with a villager:

Interviewee: Mr. Wen, 38, orchard owner. From conversations with Mr. Wen, the planning team learned that the village economy was rather underdeveloped and villagers were longing to increase their income. Mr. Wen contracted over 200 mu land from the village for pitaya planting. But the orchard was remotely located and could only be accessed via a narrow dirt road that easily got muddy on rainy days, which was very inconvenient for fruit vendors' truck to transport the pitaya to the outside. Besides, there was no TV, or internet access and lacked other living facilities. Mr. Wen hoped that the planning team could present these problems to the government for provision of such facilities. All these reasonable demands were later addressed in the planning scheme.

#### • Establishing Planning Goals with “Capable Village Brains”

“Capable-Brain-led economy” has been well noted in many successful village development and construction in China. The planning team fully understands the importance of a capable village chief for their years of village planning experiences. Oftentimes, such village chiefs know better than the planners in which direction the village is going. Discussion with them on village planning goals will help the planning better fit into the realistic circumstance. Village chief and party secretary of Baiyun Village in Baiyun District is such a capable person, who has his own well-run factory and wishes to make a difference in development of his village. He started the work of cleaning up the toilet around the ponds before our planning team set foot in the village. To encourage and promote such initiative, Baiyun District government sent the professional planning team to work with him. Subsequently, the planning team worked out the village-wide plan, old village improvement plan and new village plan during their over one month's stay at the village. The team worked together with the government, village chief and villagers on the planning, and with builders on the construction, establishing an open collaboration mechanism through planners and the village chief and continuing the planning service up to date.





PHOTO. 4.3 & 4.4 The planning team visits the village for household survey  
Source: photographed by Wang Feng



PHOTO. 4.5 & 4.6 The planning team was inspired during discussions with the village chief and came to realize the village's true demands  
Source: photographed by Hu Zanying



• Tackling Key Issues together with Villagers

The round of tackling key issues is usually overlooked by many planners, as they believe village-wide land utilization layout, villagers' housing construction, village public facility construction are too professional for villagers to understand. However, if the planners could change their mindset, explain such issues to villagers in plain language with patience, they will win full trust from the villagers.

• Conducting "Planning Workshop"

"Planning Workshop" is an innovation for villagers' participation in Beautiful Village Planning Program of Guangzhou Municipality. It means that, during the planning stage, planners visit the village and present the planning to the villagers in the plainest language, then discuss with the villagers on planning refinement. The approach could be summarized as "presentation in Cantonese, group discussion, positioning with aerial photo, and before vs after comparison." Each workshop comprises planning presentation, discussion and Q&A sessions. During planning presentation, planners put initial planning results into understandable drawings and texts, and one planner will brief the villagers in Cantonese. During planning discussion, villager

representatives will hold group discussions. Each group gets one set of planning drawings, and one planner will lead the discussions on chosen topics within the group and note down comments from the villagers. During planning Q&A, the planners will put together and clarify all the questions raised by the villagers.



PHOTO. 4.7 Planners explain the plan in dialect to villagers and took their comments with great patience, which was appreciated by the villagers  
Source: photographed by He Yu



## BOX 4.1 PLANNING WORKSHOP PROCEDURES

In the morning of August 7th 2012, our planning team had a “Planning Workshop” to collect villagers’ comments concerning village planning results at a rural tourism attraction at Liaocai Village, Luotan Town, Baiyuan District. Present at the workshop were over 70 people in total including staff from planning department, planners, professional service company and village representatives. We recorded the agenda of the meeting in details:

Step I: Planners presented the preliminary results of Liaocai Village Plan, focusing on the following aspects: overview; beautify village environment; improve village public facilities; guide villagers’ housing construction; develop the village economy.

Step II: Villagers’ representatives held group discussions and fully interacted with the planners. Village representatives were divided

into 6 groups of 5-6 members each. Each group was given one set of planning drawings, and a planner arranged discussions on chosen topics with villagers. Villagers’ representatives discussed various aspects of the drawings and fully expressed their opinions, and interacted with planners face to face. Villagers’ representatives were proactive in venting their opinions.

Step III: Planners gathered comments from all 6 groups and offered brief responses. For issues that can be addressed on the spot, planners made promise to do what the villagers want; for those impossible to deal with on the spot, planners explained to the villagers that further study needs to be done, they would present the study result next time to the satisfaction of the villagers.

- TPublicity of Planning Results

After Baishan Village Plan was completed, the planning publicity and on-site Q&A were arranged online at the website of the planning authority and at the village committee from October 26 to November 25 2012.

- Planning Review by Villagers Representative Conference

As the last round, we assisted the Villagers Committee in organizing the Villagers Representative Conference to review the planning results. In the morning of November 19 2012, Baishan Villagers Committee convened the Villagers Representative Conference to review Beautiful Village Planning for Baishan Village. Present at the conference were representatives of villagers, district government and planning team. The planners presented the planning results and revisions made in response to the comments from the authorities and public participation, and submitted the planning results to the Conference for review. The villagers’ representatives cast their votes on the planning results. All 30 present villagers’ representatives voted for the plan and it was

passed unanimously.

- Response to Villagers’ Comments

As what’s said above, our planning team attached great importance to communications and coordination with villagers during the entire process, then how do we respond to their comments and suggestions? Comments from villagers on planning offer a way for them to express their demands. Some suggestions are reasonable, while the others appear “selfish”. So we must make balance between the two. The ideal approach is to explain to the villagers which are viable demands and how we would help to realize them; and which are unreasonable demands, why so, whether it’s against local policy or their suggestions are detrimental to others’ interests. During this process, the planers should be patient enough to be their helpful “mentor and friend”.

We addressed the all issues mostly concerned by the villagers in Baishan Village Plan, mainly regarding housing improvement, economic development and public facilities.

TABLE 4.2 RESPONSE TO VILLAGERS’ SUGGESTIONS

Category	Content	Response
Housing improvement	One house per household instead of villager apartment for villager resettlement;	Rejected. Villager apartments are planned for resettlement to comply with the intensive land use principles
	Apartment design should address actual rural demands, for example, F1 should be planned for storage of farm tools.	Accepted. F1 of villager apartment is planned for storage for farm tools.
Economic development	Expand sources of income.	Accepted. Village hotel and agri-tourism are planned to increase collective income.
	Avoid industrial projects to protect eco-environment.	Accepted. Tourism supporting service, agricultural attractions, and eco-friendly projects are planned
Public facilities	Provide more playground and fitting amenities in the small square; provide space for gathering and communication.	Accepted. 2 mini parks are planned to provide outdoor leisure activity space and fitting amenities.
	Preserve ancestral houses and temples.	Accepted. Repair and restore ancestral houses and temples, beautify surrounding environment of historic buildings
	Provide well-established facilities such as toilets, cultural and clinical centers for villagers.	Accepted. Provide new hazard-free toilet, cultural center and general service center, improve existing clinical center and senior center.

Source: Ssummarized by authors





### 3.4 Specific Measures

#### • Involve Non-government Public Participation Company

From regulations concerning public participation in urban planning in industrialized countries, NGO intervention is very important, such as “Special Group, Business Group and Resident Advisory Committee” in the US, “Public Management Sector and Public Interest Group” in Germany, and “Social Organization and Citizen Group” in UK. These organizations, independent of the administrative bodies, are staffed with the general public that have sound planning knowledge and have decision-making and management authority to some extent, hence are capable of combing opinions from various parties and offering constructive suggestions regarding planning.

For Beautiful Village Planning Program, Guangzhou Canyuli Company was engaged to help with the public participation and survey. As a service provider focused on public participation of urban planning, polling, international consulting, and meeting planning among other events, they employed various means including workshops, public forums, salons, experience camps, brainstorming sessions, expert consulting meetings, government mailboxes and online voting, as well as the survey methods like questionnaires, in-depth interviews, PPGIS, CATI, CAPI, and image recording etc. to carry out data stimulation and analysis for the questionnaire statistics, so we are able to better understand the villagers’ true demands.

#### • Setting up Organization Mechanism and Defining Division of Work

During “planning workshop” round, our team tried to set up a sound organization mechanism and division of work: Sponsor: Guangzhou Urban Planning Bureau, as government department, is to direct and coordinate the event.

Organizer: Guangzhou Urban Planning & Design Survey Research Institute, as designer, is to reorganize the village planning results into drawings that are easy for villagers to understand during discussions, and present the village planning results during the event.

Co-sponsor: Liaocai Village party branch and Villagers Committee, are to provide event venue and necessary equipment; arrange the meeting room; invite, confirm and notify 50 villagers’ representatives beforehand.

Planning team: Guangzhou Canyuli, as professional service provider of public participation, is to plan the whole event, provide coordination during the event, room setup, transcript, and pencil, paper, and minutes.

#### • Conduct Basic Planning Training

The planners encountered a lot of difficulties in involving villagers to participate in the village planning. The biggest problem was the very limited educational background of the villagers, mostly primary or secondary school level. Yet the public participation of the village planning had a high bar for participants’ educational background in terms of the way and content of participation. Even the villagers had sound democratic awareness and were willing to participate in the planning since they realized the great influence the village planning might have on their interests, it’s still difficult for them to truly realize the public participation. In this case, the planning team may organize the villagers to learn the basic planning knowledge during slack season at the village library or cultural center, so that they could participate in the village planning with higher interest and more knowledge.

#### • Establish Aiding Planner Mechanism

The Aiding Planner Mechanism is established to enhance the planning knowledge and awareness of Villagers Committee and villagers, improve the efficiency of villagers’ participation and finally promote the implementation of village planning results. Aiding planners selected from candidates with good knowledge of the village development and rich experiences in urban and rural planning are engaged by district (township) government on an annual basis (extendable), and are subject to the regular training and evaluation. Aiding planners need to visit villages frequently to introduce and explain the village planning and associated policies, generally bi-weekly visit to the village and monthly workshop at the village are required. Meanwhile, the aiding planners will coordinate between villagers and planning authority, and, on the Villagers Committee’s behalf, give comments to planning authority regarding the village construction project planning and design scheme.

#### • Establish Village Planning Consultation Meeting

Village planning consultation meeting in its nature is a dedicated “autonomous body” for villagers to conduct village planning management and build a learning environment on village planning. The consultation meeting is jointly organized by the construction authority and the Villagers Committee with 7-11 members including government employee, planner, village officials, college-graduate village official and villagers of sound education background. They will perform the village planning management in the name of the village, and are responsible to the government and the Villagers



Representative Conference.

Villagers shall be convened to the consultation meeting regularly to discuss issues concerning development and construction of the village, and the consultation team shall report quarterly at least to the Villagers Representative Conference. Also the team is responsible for aiding technical department in preparation and implementation of village planning, coordination in addressing issues and difficulties in village planning and implementation, and reporting to the planning authority.

## CONCLUSIONS

Villagers' participation is a cornerstone for achieving village governance and an important channel for villagers to pursue their legitimate interests. With "comprehensive" villagers' participation as a breakthrough, Guangzhou village planning established a model with villagers as core, government, planners, builders, experts and the media as assistants and designed the "four stages, six rounds" process to fundamentally ensure a full participation of villagers in village planning; Meanwhile, "introducing non-governmental, professional public participation companies, undertaking a program of basic planning education, establishing the "village planner" system and village planning consultation meeting system" assure the implementation of public participation in village planning.





## NOTES

① “Village governance” firstly came up in Article 111 of China’s revised Constitution in 1982. It maintains that “Villagers’ Committee is the villager’s grassroots governing organization”. It refers to a basic social political system where the farmers directly exercise their democratic rights, handle their own issues according to the laws, and create their own happy life through self-management, self-education, and self-service. The core of village governance is “democratic”, namely, democratic election, democratic decision-making, democratic management, and democratic supervision. The initiative to further village governance actually mean to fully push forward the democratic election, democratic decision-making, democratic management, and democratic supervision at village level.

Relations between village planning and village governance: after more than two-decades’ development of village governance system in China, villagers has gradually learnt about the knowledge and skills for self-governance, and, with awareness of self-governance, has been able to exercise their democratic rights to some extent. The development of market economy gives villagers strong sense of subject consciousness and interest demand. They hope to make decisions on the public affairs and welfare establishments within their village, and has developed higher than ever demand for the publicity of village’s public affairs, the democratic management, and the institutional innovation thereof. All these offer the subjective conditions for the village governance of the village planning. Thus, it is the growing sense of the villagers’ democratic awareness that pushes forward the village governance of the village planning.

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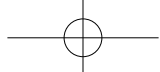
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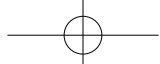
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# C O U N T Y L E V E L V I L L A G E S Y S T E M L A Y O U T P L A N N I N G

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Village system layout planning is a non-statutory administrative planning in China. As a result, there is no consistent theoretical system or technical standards for it; different regions have different approaches in their practice. However, if the planning is simply based on technical consideration, in reality it might be constrained by land, capital or regulation and unable to implement. This was also the challenge Guangzhou city authority faced

when carrying out the new full-coverage village planning in 2013. As an integral part and a basis of village planning system, what should the objectives and role of village system layout planning be and how should it be conducted? This paper employs Zengcheng, a county-level city managed by Guangzhou as an example to explore answers to these questions.

## VILLAGE SYSTEM LAYOUT PLANNING IN THE CONTEXT OF URBAN-RURAL INTEGRATION

### 1.1 Objectives and requirements

The objective of “constructing the new socialist countryside” was identified on the 5th plenary session of the 16th Central Committee of the Chinese Communist Party. From 2006 to 2009, the State Council issued four “No. 1 documents” consecutively to address the issues of agriculture, rural area and rural population, releasing an active signal of the top leadership’s focus on rural area development. 2008, saw the formal implementation of *Law of the People's Republic of China on Urban and Rural Planning*, which clearly included village planning into statutory planning system, hence ending the history of absence of rural planning in statutory planning system and signifying the new age of balanced development

of urban-rural areas. In practice, all parts of China had started exploration in this field in different ways. Guangzhou also rolled out a new round of village planning with focus on new village establishments from 2007 to 2009 and had made some achievements. In April 2013, Guangzhou municipal government launched the objective to complete full coverage planning of all 1,142 administrative villages in one year. Same year in June, led by Guangzhou Planning Bureau, the *Guideline for Guangzhou Village Planning Compilation (2013-2020)* was issued, which clarified two level village planning—one is village system layout planning and the other is village planning. It emphasized that village system layout planning is the overarching arrangement for village development and the upper-level basis of village planning. This guideline emphasized that village system layout planning should be based on national economic and social development plan, comprehensive land use plan and urban master plan, and should coordinate with plans in “three plans as one”<sup>①</sup>, environment protection,

#### BOX 5.1 INTRODUCTION OF ZENGCHENG

Zengcheng was a county-level city administratively managed by Guangzhou. It borders Luogang District of Guangzhou on the west, Huizhou on the east, Conghua on the north and Dongguan across a river on the south. Zengcheng is an important link in the Guangzhou-Dongguan-Shenzhen-Hong Kong developed city cluster and industrial belt, and was administratively changed from a separate city to a district of Guangzhou in February 2014. With an area of 1616.472sqkm, Zengcheng has 7 towns plus 4 subdistricts, which include 282 administrative villages.

Zengcheng spans long from south to north and short from east to west, and has multiple geological forms including plains, foothills and mountains. Because of the differences in location, transportation access and resources, the developments of the northern, central and southern parts of Zengcheng have long being imbalanced, particularly the economic and industrial level between urban and rural areas. In its latest city development strategy, Zengcheng authority initiated a development idea of “one core and three zones”. One core area refers to Gualv New Town surrounding the 467-hectare Gualv Lake in Lingcheng subdistrict in the centre of Zengcheng, which is designated as the core area of Zengcheng for promoting the construction of sub-centre of east Guangzhou; the three zones include Guangzhou east modern industry cluster zone in Xintang, south Zengcheng, Guangzhou east Shanshui New Town in Zhongxin Town and Zhucun Subdistrict in the west, and the eco-industrial zone including three towns in mountainous area in the north.

#### BOX 5.2 PRINCIPLES AND BASIC REQUIREMENT FOR VILLAGE SYSTEM LAYOUT PLANNING IN GUANGZHOU

The compilation of village system layout planning should comply with the following principles:

- Balanced development of urban and rural areas;
- Giving sorted guidance according to different categories;
- Coordination among various plans;
- Encouraging clustering when necessary;
- Ensuring eco-protection.

Basic requirements:

Comprehensively studying the relationship between village layout and urban development to realize the integration of spatial resource, identify the urbanization path of the administrative region and the urban-rural spatial development strategy; specifying each village’s development objectives, orientation, population and land use, industrial layout and development; appropriately classifying villages, deciding names and numbers of each category; defining the control scope of all eco and agricultural preservation lands as well as the boundary lines of urban-rural administration; coordinating the size of construction land in each village and promoting efficient and economic land use; comprehensively deploying main traffic routes and the supporting facility of public management, public service and public constructions, planning the development order of villages and enhancing coordinated development of urban and rural areas.



agriculture, poverty alleviation, transportation and water conservancy; the aim of village system layout planning is “promoting new-type urbanization and integrate development of urban and rural areas” and realizing “urban-rural harmony, shared development and joint construction; linking people to land resource, balancing land quota; coordinate between all development plans, adjusting and controlling at macro level”.

## 1.2 Necessity of county-based village system layout planning

As early as in 2009, Zengcheng had conducted town and subdistrict-based village layout planning, and it had been implemented. However, the planning was limited in the smallest administrative area and was not able to realize a comprehensive allocation of rural resources and eco-environmental protection across the whole county, and as a result weakening the guiding role of village system layout planning on rural construction.

In order to improve the organization and avoid staying superficial, in 2013, Zengcheng authority tried to break the constraints of town administrative boundaries and plan from the county basis to establish a county-town-village three-tier planning structure: The county level is responsible for structure establishment, scale estimation and land use control; the town/subdistrict level is engaged in structure deepening, scale decomposition and standard formulation; the last level – village level would specify action strategies and focus on implementation, ensuring the plan was full coverage, and the depth was enough for village construction management.

The new county-based planning in Zengcheng was seen as a successful attempt of “village system planning”. The planning contents were different from the traditional ideas of relocating and combing villages, or building new villages and redeveloping old ones. It highlighted the integration and coordination role under the background of urban-rural harmony; the planning results also fully reflected the characteristics of coastal developed countryside in Guangzhou, even in the Pearl River Delta.

## ACTORS PARTICIPATING IN THE VILLAGE SYSTEM LAYOUT PLANNING

*Law of the People's Republic of China on Urban and Rural Planning*, effected in 2008, further stressed the public participation throughout the compilation, approval and implementation process of statutory planning and specified the forms and actions of public

participation. Public participation emphasizes the two-way communication and dialogue between the decision maker and the stakeholders. Therefore, besides village committees and villagers, the planning management authority as organizer, town and subdistrict government as implementer and the compilation organization as designer, should also be stakeholders who will jointly push forward the planning compilation and play their respective roles.

## 2.1 County-level urban and rural planning authority

Zengcheng’s village system layout planning began from the county level. The county urban-rural planning authority was responsible for work organization, including selecting the planning organization, holding project launch meetings and seminars, supporting the designers to survey and collect information, and inviting relevant organizations and experts to conduct technical review of the plan.

Due to lack of experiences in such new type of project, Zengcheng planning authority went through an exploration period. When the planning organization finished the preliminary survey, the authority held a seminar with land and agricultural bureaus, after which they clarified with the planning organization that they should comprehensively estimate the supply and demand of construction land and avoid drawing conclusion blindly. Such an attitude of directly facing challenges set the tone for following work and marked the formal launching of the planning compilation.

At the same time, as some technical fields involved various authorities, the planning authority undertook to coordinate, communicate with other government authorities on a regular basis and establish a multilateral dialogue platform and thus effectively pushing forward the planning process.

## 2.2 Town and subdistrict governments

Town and subdistrict government’s responsibilities include supporting the plannersto conduct on-site survey, collecting statistical information, having discussions with village committees and villagers, sending and collecting questionnaires, verifying planning statistics and giving feedback on the plan’s feasibility.

Because of rural area’s special situation, the whole planning process was largely relied on the support from village committee and villagers. Through public participation such as on-site survey and plan publication, those staff members from town/subdistrict government who have worked with villagers for a long time can win trust from them. These officers supported the planning organization to effectively promote the project, give guidance to villagers and answer their questions so as





to help them understand and eventually support the planning work.

### 2.3 Village committees and villagers

Village committees and villagers are the most directly impacted group and key participants of the planning. However, due to lack of understanding, some villagers held suspicion or even rejection towards the project team. The planning authority, town and subdistrict governments and planners made every effort to change such situation and finally won most villages' recognition and support. On-site survey and family visit allowed the planners to understand practical needs of the villagers, especially in homestead arrangement, rural living environment treatment, elderly and medical facilities etc. As grassroots manager and grassroots people, village committees and villagers raised many thoughts and requests, which formed the research basis for the planning. Information, such as unoccupied old village, house ownership and household separation request were supplemented or verified during the site visit, which served as an important information channel besides official statistics.

### 2.4 Planning compilation team

The most important responsibility of the planning team is to support the county-level planning authority in plan compilation, including conducting research, proposing technical schemes and communication and coordination with stakeholders. As the planning was at county level, the aim of considering the big picture and taking a comprehensive approach requires that the system layout planning coordinates with various statutory and special plans, which means the planning team needs to work with government agencies of various functionalities; on the other hand, as the upper-level of village planning with closely relates to the interests of villagers, the system layout planning can't succeed without villagers' support and cooperation. Therefore, except for the usual technical work, the social work such as communication, coordination and promotion became more and more important, which took up over half of the time of the whole compilation period.

In addition, the plan compilation organization has been assisting the planning authority and grassroots government to clarify ideas and objectives and develop action plan; through such a process, they gradually grasped all stakeholders' interests and requests so they could continue to refine the aim and value orientation of the planning. At the same time, in order to avoid formalization, the compilation organization maintained long-term communication and discussion with actors and made every effort to propose win-win solutions to promote the implementation of the plan.

## PLANNING FRAMEWORK

### 3.1 Challenges

Land quota decrement, i.e. less quota of land for construction is the prerequisite for village planning in Guangzhou, particularly Zengcheng. According to the instruction of land authority, construction land quota in rural habitat by 2020 would be about 3691.11 hectare. However, information from the 2nd national survey of land use change in 2012 showed the inventory construction land in villages of Zengcheng was about 4677.30 hectare, which means the difference between the current situation and planned quota would be around 10km<sup>2</sup>, the biggest gap among all districts in Guangzhou. Such a high decrement pressure means that controlling land scale is the priority of the village system layout planning. How to draw a plan which does not cross the policy redline but at the same time can optimize the quota allocation and land use deployment became the biggest challenge for the planning agency from the very beginning.

In addition, huge amount of basic data and statistics from different sources created many obstacles for analysis and research, which needs to be properly handled in the planning. However, due to lack of institutional or material incentive, the enthusiasm of grassroots government, village committees and villagers was yet to increase.

Based on all these issues, there are three key aspects in Zengcheng village system layout planning: structure establishment, scale control and supporting facility provision. Among them, structure establishment is the basis, scale control is the core task and public facility provision is an important condition. Yet all of them must be based on a comprehensive survey of current situation, and the information should be continuously supplemented and modified throughout the planning.

### 3.2 Categorized village system planning

According to location of villages, Guangzhou's planning authority categorizes them into three types: urban village, village in urban-rural fringe and village in outer suburb, and raises planning compilation requirement for them respectively. Such a categorization mainly reflects the geographical relationship between the village and city. On such basis, Zengcheng's village system layout planning further considers the functionality separation of different types of villages, the urbanization level of the area and their economic pattern and lifestyle so as to take planning and control measures fit for each village.

The local authority started from Zengcheng's main functionality distribution, and took in consideration current village collective land use for economic production, redevelopment project and the distribution of compulsorily acquired land to establish three main



industrial development zones for agriculture, industry and tourism and formulate different development guidance accordingly. For example, for villages in agricultural zone, according to the different needs of traditional agriculture, eco-agriculture and urban technical agriculture, relevant strategies were proposed from four aspects: science and technology, land, market and finance; the priority for villages in industrial zone is to attract scattered industries to cluster in the zone, and at the same time actively using the village collective land to establish supporting facility and services; for villages in tourism zone, according to their different target markets and tourists' needs, different plans for eco-tourism, cultural experience tourism, urban leisure tourism and holiday tourism were developed, and in particular, regulatory requirements and service facility standards were set up for the development of rural family tourism<sup>②</sup> in this zone(Map.5.1~5.3).

Based on industrial functionality mapping, the planning team continued to work on the categorization and level-setting of villages. Village categorization is the foundation of this step. According to the villages' different locations, the planner made targeted specific strategies, including village development strategy, population prediction and land use scale control strategy, and supporting facility establishment strategy. Among these measures, the control of household separation among new population fully reflected the macro coordination role of the village system layout planning. As the planning team found out through their survey that the census statistics had apparent difference with the actual situation, they adopted various methods, such as compound growth rate, trend extrapolation and linear regression to more scientifically predict population growth. On such basis, they took in consideration the urbanization development feature, development conditions and future orientation of different types of villages, then compared and verified the predicted data with survey statistics, and comprehensively balanced the difference of industrial functionality and the differentiated development paths of all towns and subdistricts so as to finally obtain the number of newly increased separated households in the county. Deciding the per capita construction land quota followed the same approach. Due to the different urbanization level, the planner made a distribution model of detached house and apartment with an aim to intensively use the land in villages located in core development zones of the city or towns. Therefore the plan stipulates that urban villages can only build apartment buildings and in villages in urban-rural fringe and villages in outer suburb, apartment is also encouraged and detached house forbidden; while for remote towns in mountainous area, local villagers are still engaged in traditional agriculture and forestation, so apartment is neither practical nor necessary to them. Therefore the plan promotes building terraced house while suitable and detached house is also allowed in

certain areas(Map.5.4~5.6).

Estimation of size of the village is the basis of its public service facility and infrastructure plan, and the village functionality positioning is to guide the development and complement between different industries. These two aspects are important factors reflecting the coordination role of village system layout planning and an indispensable part of it.

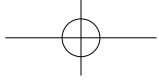
### 3.3 Controlling the size of construction land and tackling the differentiation

Land use size control at county (district) level and implementation of land use plan at town/subdistrict level are the most significant but also most challenging tasks in this round of village system layout planning.

The challenges came from three aspects: firstly, land authority's compulsory limit on construction land quota constrained the available room for plan adjustment; secondly, land decrement objective required a reasonable control of new residential land quota; thirdly, towns and subdistricts faced the pressure of reclamation of built-up land, yet the villages lacked motivation to demolish old buildings.

The planning team's approach to tackle the problems was to clearly identify the shortfall between land use demand and the construction quota through reasonable population stock and increment prediction; then according to the different development conditions, trends and requirements of different areas and by controlling the allocation ratio of regional construction land quota and per capital land quota, the project team coordinately allocated the total quota among all towns, subdistricts and villages. At the same time, based on the difference between the status quo and the comprehensive land use plan, a land use patch handling model based on analytic hierarchy process was established to provide reference for future land use control.

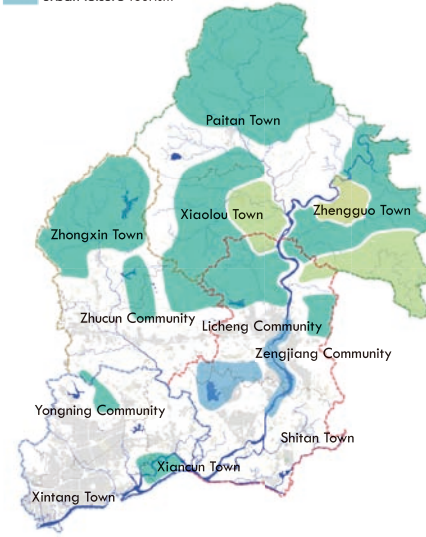
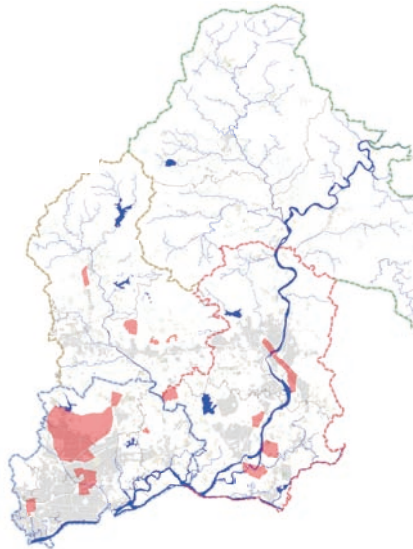




- Traditional agricultural area
- Modern urban agricultural area
- Ecological agricultural area

- industrial area

- eco-tourism experience
- cultural tourism experience
- urban leisure tourism



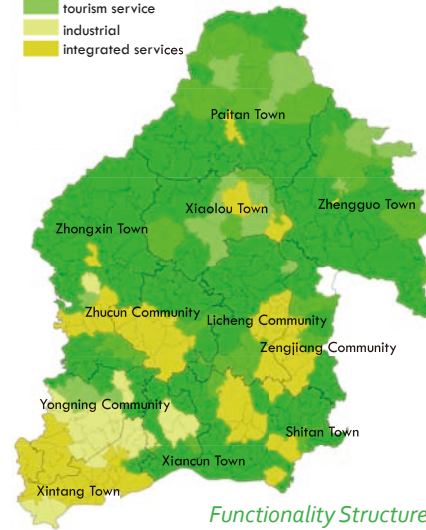
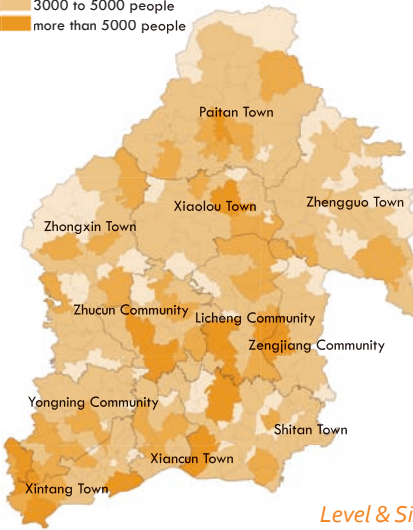
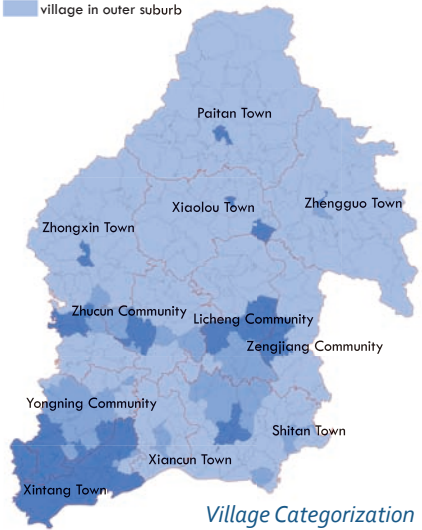
MAP. 5.1~5.3 Industrial functionality zone map in Zengcheng

Source: Zengcheng Village System Layout Plan (2013 - 2020) reviewed edition

- urban village
- village in urban-rural fringe
- village in outer suburb

- less than 1000 people
- 1000 to 3000 people
- 3000 to 5000 people
- more than 5000 people

- agricultural production
- tourism development
- tourism service
- industrial
- integrated services



Village Categorization

Level & Size

Functionality Structure

MAP. 5.4~5.6 Zengcheng village system layout plan map

Source: Zengcheng Village System Layout Plan (2013 - 2020) reviewed edition

1. Use trend extrapolation, agricultural land cultivation size analysis, urbanization development level back calculation and other methods to predict total population and new increment (household separation population);
2. Compare and verify data from the census and those from on-site survey, also take in consideration the value orientation of the planning to identify the differentiated quota control target of per capita construction land;
3. Calculate the total land use size (demand) based on the above two results;

4. Refer to the quota (supply) issued by the comprehensive land use plan, and by identifying the shortfall between supply and demand, decide the land use quota that can be appropriately allocated in Zengcheng in the planned period;
5. Take into consideration the development strategies, the characteristics and development trends of all towns and subdistricts; with an orientation to balance all stakeholders' needs and interests, coordinate the current total scale and new increment to provide basis for land use size control in village planning at town/subdistrict level.

FIGURE 5.1 CONSTRUCTION LAND INCREMENT ALLOCATED IN DIFFERENT AREAS OF ZENGCHENG

		Number of Separated Household	Average Household Quota and House Type Proportion	New Increment and Proportion
Sub-Centre Core Zone	Licheng	1399	apartment 65% , terraced house 35%	22.55 4.59%
	Zengjiang	2910	apartment 60% , terraced house 40%	49.74 10.12%
	Shitan	4137	apartment 50% , terraced house 50%	71.34 14.52%
Science, Education & Residential Zone	Zhucun	1479	apartment 50% , terraced house 50%	25.50 5.19%
	Zhongxin	4542	apartment 40% , terraced house 60%	79.01 16.08%
Dongjiang New Zone	Yongning	912	apartment 60% , terraced house 40%	15.58 3.17%
	Xiancun	2490	apartment 60% , terraced house 40%	42.56 8.66%
	Xintang	159	apartment 85% , terraced house 15%	2.66 0.54%
North Eco Zone	Paitan	4936	apartment 20% , terraced house 75% , combined style 5%	89.88 18.30%
	Zhengguo	3390	apartment 15% , terraced house 80% , combined style 5%	61.63 12.54%
	Xiaolou	1695	apartment 15% , terraced house 80% , combined style 5%	30.82 6.27%

### 3.4 Completing public service facility and strengthening eco preservation system

Public service facility provision and supporting infrastructure are important parts in village planning, but considering them within one single administrative village might cause problems like repetitive construction and investment waste. Zengcheng's village system layout planning is conducted from county level and pays special attention to two aspects: firstly, for major facility at city or town level, implementation details including location and land use size as well as protection corridor control were noticed to ensure the efficiency and safety of the whole area's development. Secondly, according to the requirements of "Beautiful Countryside" campaign, the

hierarchical system and industrial development needs of the villages, the planning organization identified the standards of supporting facility at village level, strengthened the radiating effect from the city/town to their surrounding area, and scientifically guided the centralized and intensive deployment of high-standard facility in central villages. At the same time, fundamental public service facilities were established in grass root villages; and under the precondition of ensuring villagers' basic needs, facilities sharing and joint establishment were considered to increase resource utilization efficiency.

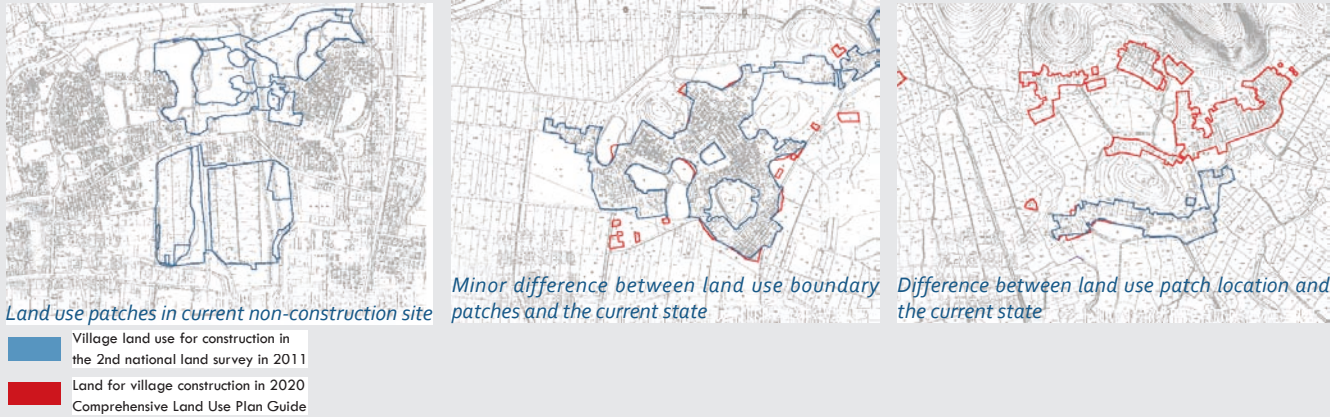
In addition, due to the importance of eco safety, the village system layout planning implemented the eco land use control line and the basic farmland protection





BOX 5.4 DIFFERENTIATED LAND USE MODEL BASED ON ANALYTIC HIERARCHY PROCESS

When overlapping the GIS data on current land use and the land authority's comprehensive land use plan and excluding the error, it can be found that their patches do not completely match (E.g., ancestral hall being cut, or land use patch on a site apparently unsuitable for construction). The differences can be grouped into three big categories and seven small categories and the analysis of them is an important basis of land use patch handling (Map.5.7~5.9).

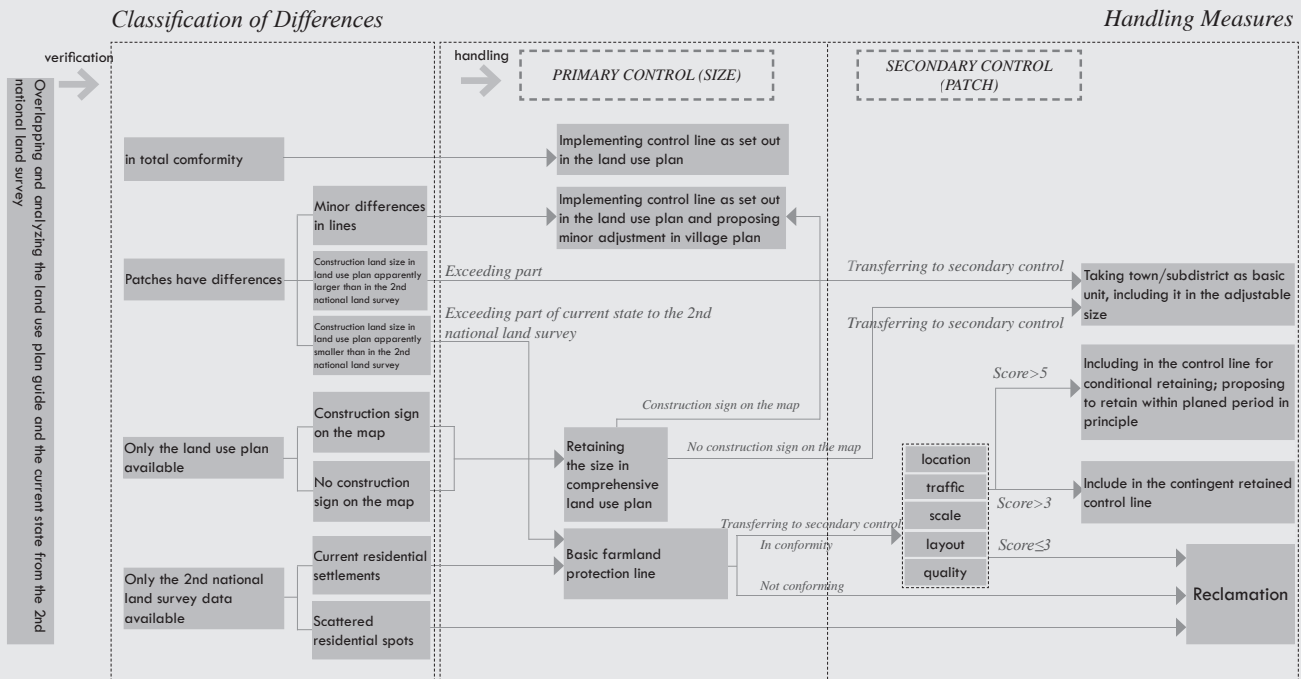


MAP. 5.7~5.9 Differentiation Analysis Between Urban and Land Use Planning  
Source: Zengcheng Village System Layout Plan (2013 - 2020) reviewed edition

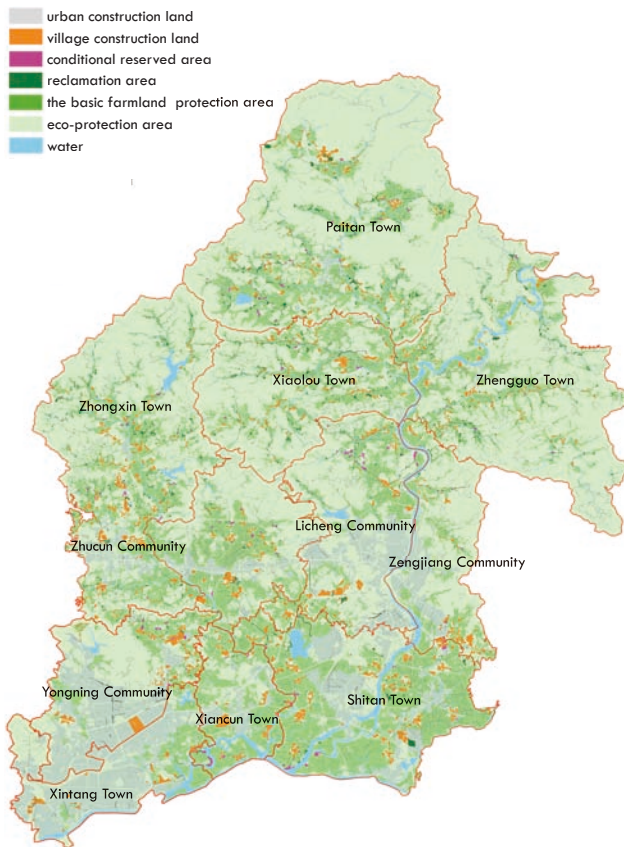
On clarifying the differences, the planning team proceeded to establish a comprehensive indicator evaluation system based on analytic hierarchy process which considers village characteristics such as location, transport condition, construction scale, building quality and layout structure as well as external factors such as regional traffic primary network, basic farmland protection zone, water origin protection zone, historical protection zone and historical heritage, and major industrial project, to decide appropriate handling for different patches (Figure.5.2).

The above analysis and handling methods were finally captured in the "Control Map of Four Basic Lines<sup>®</sup> of Land Use Plan" and a correspondent size control list. After verifying with the "three plans" and the overall plan for functional zones land use, they will be used as reference for the current state consolidation, land use size quota implementation and land use layout adjustment at the village level (Map.5.10 & 5.11).

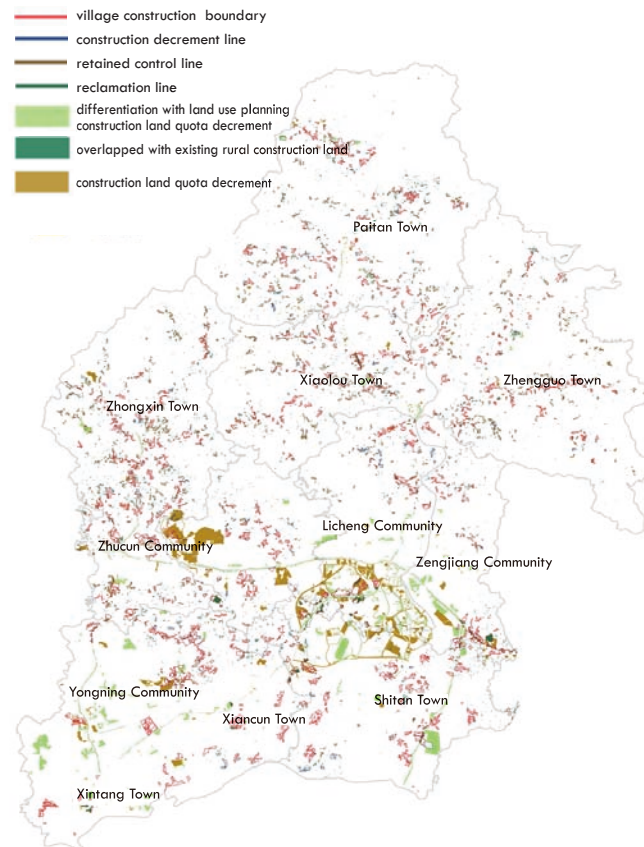
FIGURE 5.2 DIFFERENTIATION TACKLING MODEL



Total land use size controlled within 3,691 acres Land to be retained in status quo controlled within 4,224 acres (about 90% of the currently used land, which is in line with the prediction of the plan.)



MAP. 5.10 Four-line control map of Zengcheng village planning  
Source: Zengcheng Village System Layout Plan (2013 - 2020) reviewed edition



MAP. 5.11 comparison with upper-level planning  
Source: Zengcheng Village System Layout Plan (2013 - 2020) reviewed edition

CASE STUDIES SECTION

control line set out in the upper-level plan, and proposed guidance and control measures based on actual conditions for villages in the eco control zone; planners also referred to the successful experience of the resettlement of Zengcheng's Gualv Lake New Town and established eco compensation measures for villages that had to be relocated, removed or combined with other villages for eco protection.

## CONCLUSIONS AND PROSPECTS

The process of village system layout planning in Zengcheng took half a year and went through five versions until the final scheme was unanimously approved on town/subdistrict coordination meeting, departmental review meeting and expert review meeting. Main parts of the plan, such as the village system plan, land use size control and facility coordination and provision serve as the basis of upper-level plans including the village plan, "three plans as one" plan and functional zone land use overall plan. These contents are already sent to organizations involved in Zengcheng's village planning as important reference material. In return, many valuable feedbacks are received, reflecting the positive effect of "coordination between multiple planning and communication with stakeholders".

In all areas facing rapid urbanization, land use decrement is the urgent need for the development and transformation of the rural area, and the key is to enhance land use efficiency through functionality and space rejuvenation. Zengcheng's practice in land use control and coordination in public service facility provision represent such thought. However, the realization of all these plans relies on effective institution and policy assurance from the government. Looking into the future, the full realization of "coordinated planning" between all involved stakeholders, the breakthrough from administrative barriers, the enhancement of the value of natural environment through scientific planning are the only practical ways to realize rural area's high quality growth and the balanced development of urban and rural areas.





NOTES

- ① Referring to the national economic and social development plan, urban-rural plan and comprehensive land use plan. The first one is usually made by the national and local Development and Reform Commission while the latter two are made by the planning and land authorities respectively.
- ② An emerging holiday and leisure style, usually including have countryside meal, fishing, farming, picking fruit and vegetable etc. It is run by local farmers for city dwellers to enjoy nature and experience the relaxing countryside life.

③ They are the village construction land use scale control line, land use control line for conditional retaining, basic farmland protection control line and eco control line.

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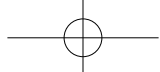
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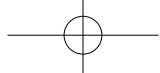
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# RATIONAL DEVELOPMENT AND EFFICIENT USE OF RURAL COLLECTIVE LAND

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Planning & Design Survey Research Institute







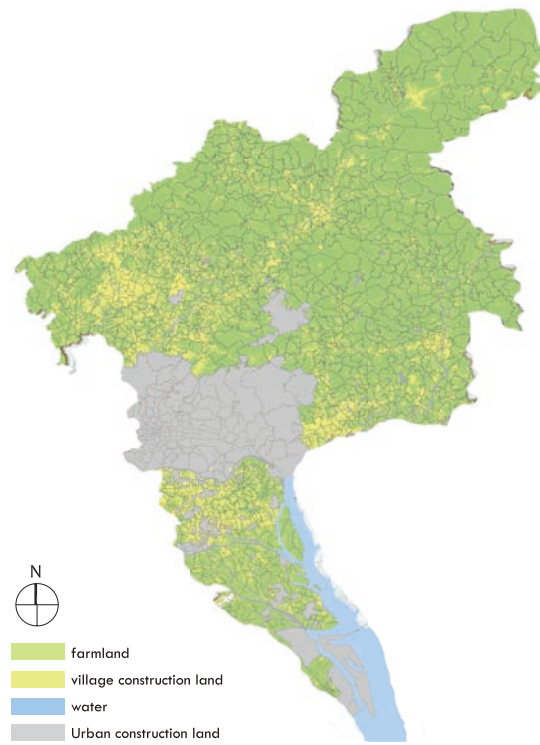
Most land of villages in Guangzhou is jointly owned by the villagers, i.e. collective ownership of the rural land. The land use types mainly include farmland, land for living and land for economic development, in which the efficiency of farmland and land for economic

development will directly influence the economic income and living standard of the villagers. Therefore, the efficient use of such two types of rural collective land becomes the important content in Guangzhou village planning.

## GENERAL CONDITIONS OF RURAL COLLECTIVE LAND

### 1.1 Farmland: urban ecological Bottom Line and survival security to farmers

Farmland, as the most important land use type in villages, is the land for agricultural production, including cultivated land, garden land, wood land and water area for aquatic cultivation. Total area of farmland in villages of Guangzhou is more than 4,000sqkm, occupying 77% of total village area. It is distributed mainly in Conghua (north of Guangzhou), Zengcheng (east of Guangzhou) and Nansha (South of Guangzhou), bearing about 600,000 rural labor force (Map.6.1). This land of over 4,000km<sup>2</sup>, as the paramount factor for eco-security and food security, is strictly controlled by urban-rural plan and land use plan and prohibited from any arbitrary development. Moreover, the cost of living in Guangzhou urban area is high, so most migrant peasant workers could hardly settle down in urban area and have to return to their village after the age of 40 years old. So the contracted farmland is also the living and old-age security for the returning farmers.



MAP. 6.1 Guangzhou Rural Land Use Map

Source: Summary of Guangzhou Village Survey and Strategic Planning, Guangzhou Urban Planning Bureau

#### BOX 6.1 OWNERSHIP SYSTEM OF COLLECTIVE LAND

##### Separation of ownership and use right

The ownership of rural collective land belongs to the rural collective organization and all its members. The ownership and use right of collective land can also be separated. The ownership of land can only be abalienated to the State via land acquisition. Rural households of the same village shall have the right to contract farmland from the organization for farming. Law of the People's Republic of China on Land Contract in Rural Areas and other laws, as well as central policy documents, have relatively clear definition to relevant procedures, the rights and liabilities of land contract. The stability of right of farmers to contractual management is definitely protected.

There is strict control to the abalienation of use right of collective construction land, in which homestead can only be abalienated to villagers of the same village for construction of house for self-occupation, or can be transferred or circulated among villagers of the same village. (Except for some policy experimental areas,) other construction land can not be exchanged directly in land market. The non-agricultural economic value of land can only be achieved by leasing or establishing township and village enterprise.

##### Strictly control on the usages of land

Under the national policy "to cherish and give a rational use to the land as well as to give a true protection to the cultivated land", the Chinese Government administrates the usages of land mainly through "Comprehensive Land Use Plan" and "Urban-rural Planning". The Comprehensive Land Use Plan has clearly stipulated for each city the total amount of land that can be developed (by transferring cultivated and woody land into construction land) within certain years (this total amount is called "size of construction land"), as well as the amount of land that can be developed every year (this amount is allocated by the Central Government to lower governments level by level, called "annual planned quota for land use"). And as to space, both the comprehensive land use plan and the urban-rural planning have definite stipulations on which land can be developed and vice versa.



## 1.2 Land for economic development: important source of rural collective economy

Since the reform and opening-up, land for economic development is the construction land for economic development in Villages of Guangzhou have thrown themselves into the rapid urbanization and industrialization process of China in 1980s and 90s. It is embodied in the three development modes of collective land.

The first is to establish township and village enterprises on collective land. Farmers develop township and village enterprises on their own land, which not only exempts them from the cost of acquiring land but also promotes the employment of local villagers who “stop farming and work in factories”, so as to achieve local urbanization by “leaving the farm but not the hometown”. The second is to transfer the land use right to foreign enterprises or private enterprises. Land is one of the most important means of production. “Investment attraction” is carried out through collective land and land revenue is earned by renting, so as to achieve the change from farming to “building up houses and factories”. The third is to rent out retained land or build building on retained land for leasing. Retained land refers to the construction land separately allocated by the State to the rural collective economic organizations on the land acquired for production development according to certain ratio

to the land area actually acquired as resettlement for land acquisition after the rural collective land is land acquired by the State. Retained land is the main legal development mode for collective economic land in Villages of Guangzhou.

Due to limited competitiveness, township and village enterprises were closed down or changed ownership and gradually phased out in 1990s when China fully opened up to the outside world. Therefore, the collective land used for economic development in villages of Guangzhou is mainly in the latter two modes now, especially the second mode, with size of land as large as 98km<sup>2</sup>.

The revenue from collective land for economic development is the important source of collective economy in villages of Guangzhou. According to Summary of Guangzhou Village Survey and Strategic Planning, the average annual collective income of villages of Guangzhou in 2012 varies from several hundred thousand yuan up to more than RMB10 million yuan, in which the average collective income of urban villages in Guangzhou reaches RMB10 million yuan, mainly as rent of land or properties. Such collective income brought by the land for economic development is partly allocated to villagers directly as bonus and partly used for infrastructure construction and social public welfare as common development fund. It is thus clear that, the increase of efficiency of collective land for economic development will effectively promote the economic development of villages and per capita income level of the villagers.



PHOTO. 6.1 & 6.2 Rural Collective Property of Xintang, Zengcheng, Guangzhou  
Source: photographed by authors





## STRATEGIES FOR EFFICIENT USE OF FARMLAND

### 2.1 Dilemmas

The traditional agricultural planting under small-scale farming economy can only meet food and clothing demand. According to current agricultural production in Guangzhou, annual income of a rural household from farming is merely about RMB 4,000 yuan, which is less than 1/4 of the annual average net income of Guangzhou rural household (according to the statistics of 2013 Guangzhou Statistical Yearbook, average net income per household of Guangzhou rural residents in 2012 is about 16,800 yuan). Planting vegetables, fruits, flowers and other cash crops earns more. Most rural households in Guangzhou mainly plant vegetables currently. The planting area is about 2,110,000 mu<sup>①</sup>, occupying more than half of total sowing area. But not like food crops which are uniformly purchased by the State at uniform price, cash crops fluctuate a lot in market demand and price. Single small farmer often has to undertake huge market risk.

According to Uncle Li, a Panyu vegetable farmer, in rural survey, in early 2009, the temperature of Guangzhou got warm earlier than usual, so vegetable yield increased a lot. But due to the impact by financial crisis, many factories were still closed at the beginning of the year. So the demand of restaurants and enterprise canteens dropped sharply. The celery sold by RMB 4 yuan per kilo at ordinary times was hardly sold even by RMB 0.4 yuan per kilo at that time. All were rotted in the field with loss of nearly RMB 10,000 yuan.

### 2.2 Strategy 1: promote “one product from one village”

According to the characteristics of agricultural development stage, advantageous agricultural products, location, transportation infrastructure, surrounding tourism resources and other factors of different villages, Guangzhou is divided into different regions

guided for agricultural development in village planning. Corresponding agricultural development strategies are proposed for villages with different development conditions to get away from the dilemma of inefficient use of land by traditional agriculture.

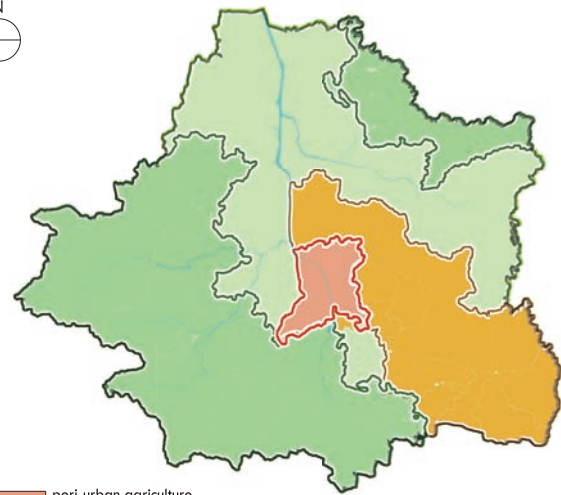
For example, the planning of Conghua Villages, in view of its existing agricultural development status and the location, is divided into traditional agriculture area, featured agricultural development area and comprehensive service area for agricultural trading, which respectively accommodate the forestry and fruit planting, planting of featured vegetables and fruits, as well as agriculture-dedicated transportation and trading (Table.6.1, Map.6.2). Zengcheng, by integrating the basic traffic conditions, surrounding tourism resources and agricultural production modes of all villages, is divided into traditional agriculture area, eco-leisure agriculture area, and urban agriculture area. It has also clearly defined the agricultural production modes, agricultural operation types, construction priorities and policy priorities in various agricultural development areas.

As to structural adjustment of agricultural products, village planning promotes “one product from one village”<sup>②</sup>. In view of the village’s featured agricultural products and the more competitive agricultural technology, the prioritized agricultural products are proposed, such as the red shallot of Kangcun Village, the sweet bamboo shoot of Huangmao Village, Conghua; the wax gourd of Dongjing Village and Xijing Village, Zengcheng etc. Such structural adjustment to agricultural products largely enhance the farmland efficiency. The yield per mu of food crops like rice was only RMB1,000 yuan in the past. After switching to vegetables/fruits planting, the yield per mu reaches RMB2,000+ yuan. The revenue of other agricultural products requiring higher technological level like cherry and waxberry is even as high as RMB5,000 yuan. However, high revenue is accompanied with high risk at the same time. Non-staple agricultural products fluctuate a lot in market price, which is hard for the small-scale farmers to bear. So the agricultural production mode shall be changed to enhance the risk resistance capacity of farmers through company operation and agricultural cooperation.



TABLE 6.1 THE SCHEMATIC DIAGRAM OF VILLAGE AGRICULTURE CLASSIFICATION GUIDANCE DEVELOPMENT IN CONGHUA, GUANGZHOU.

Industrial Development Area	Village Function	Village Name	Industrial Development Guidance			
Suburban Agricultural Development Area	Suburban Agriculture	Daling Village	Developing Green Vegetable Production and Agricultural Products Processing led Industry			
		Fengqi Village				
		Longjiao Village				
		Longju Village				
		Longxing Village				
		Nanlou Village				
		Shizui Village				
		Shuixi Village				
		Xihu Village				
		Xiangxin Village				
		Zhongtang Village				
		Dali Village				
		Conventional Agriculture Development Area		Agriculture	Chetou Village	Vegetable, Rice Plantation led Industry
					Dihe Village	
Gaohe Village						
Longtan Village						
Longfian Village						
Louxing Village						
Pujin Village						
Shajing Village						
Shilian Village						
Songyuan Village						
Forestry	Shanxin Village		Fruiter Plantation( Litchi, Longan ) and Fruit Processing led Industry			
	Shanhu Village					
	Wufeng Village					
	Xishan Village					
Agricultural Trade Comprehensive Service Area	Agricultural Trade	Baishi Village	The Former Industry Moved to Pearl Industrial Park to Develop Commerce and Logistic served Agriculture and Industry			
		Baitu Village				
		Hengkeng Village				
		Lingnan Village				
		Lutian Village				
		Minle Village				
		Tankou Village				
		Tangbei Village				
		Wufeng Village				
		Xiaokeng Village				
Distinctive Agriculture Development Area	Distinctive Crops Plantation	Gaoping Village	Developing Agriculture-Animal husbandry Integrated Agricultural Mode and " One Village with One Product"			
		Guanzhuang Village				
		Hengjiang Village				
		Shangxi Village				
		Wushi Village				
		Xiaokang Village				



- peri-urban agriculture development area
- comprehensive service area
- traditional agricultural development area
- characteristic agricultural development area

MAP. 6.2 Agricultural Classification for Development Guidance in Villages, Conghua

Source: Guangdong Urban & Rural Planning and Design Institute. Village System Layout Planning of Aotou Town

Source: Village Layout Planning of Aotou Town, Guangdong Urban and Rural Planning and Design Institute.





BOX 6.2 DEVELOPMENT GUIDANCE FOR AGRICULTURAL DEVELOPMENT IN ZENGCHENG

Traditional Agriculture Area.

The agriculture production scale in this area is small with low level of mechanization. Farmers make a living by working outside or farming. The urbanization process is slow and unstable. Farmland is not only the primary source of family income for rural households but also the basic social security for migrant workers, who take farmland as "solid backup" after they fail in business and return the village. For example in Kangcun Village of Zengcheng District, villagers reflected in survey that farmland is their lifeblood. Many villagers, "not capable to work outside" after the age of 40, will return to the village and live on the farm for their old age. As to the farmland in traditional agriculture area, it is suggested to handle the capital flow into rural area and land circulation with due caution, while the main efforts should be exerted to guide cooperative agricultural operation, promote agricultural technology by establishing agricultural stations at primary level, and integrate farmers and agricultural production and sales through cooperative organizations.

Eco-Leisure Agriculture Area.

With relatively well-established transportation infrastructure and enjoying the adjacency of some attractions or certain popularity,

villages in this area may develop rural leisure tourism based on their natural environment and resources. In village planning, corresponding agricultural leisure sightseeing programs are proposed, such as leisure farm offering scenic landscape, fruit-picking or farming experiences, sightseeing agricultural park for floral sightseeing, landscape photography and exhibition, as well as outward expansion base for education and outward bound.

Urban Agriculture Area.

The villages in this area enjoy convenient transportation. They are mostly close to the urban or township area. Most labor force of the villages is already urbanized and large-scale land circulation becomes possible. Some large agricultural enterprises can then be introduced to the rural area and the agricultural production demo base be established. For example, the village planning of Zenjiang Village proposes to develop 10,000 mu of modern eco-agricultural sightseeing park to the east of Zengjiang River. This way, about 10,000 mu of uninterrupted farm is centralized by compensating allowance for land circulation, and farmland Infrastructures (including road, tractor plowing road and drainage) as well as other infrastructure like greenway, greening and beautification, environment renovation are well established.

2.3 Strategy 2: promoting land circulation

By facilitating the farmland circulation and guiding the transfer of farmland operation right to agricultural enterprises and farming specialists, the village planning help work out of the dilemma of small-scale farming and realize large scale and standard operation for agricultural production.

- Agricultural enterprises promote large-expanse of land circulation

Different from the small-scale farming, agricultural enterprises, with abundant capital, diversified marketing channels and strong capacity in organization and management, are able to use farmland at higher efficiency and yield more profits. So for the urban agriculture area, village planning guides the large-scale and industrialized operation of agriculture through the development mode of "company + base + rural household". Currently in Guangzhou, there are about 1,500 agricultural production entities above the designated scale ③ and 30 large-scale agricultural production bases (demo areas), which offer jobs to about 160,000 local rural households.

For example, Dongsheng Farm, in collaboration with Shibi Village of Panyu District, Miaobei Village of Nansha District and other villages, has realized the large-scale agricultural operation of about 10,000 mu. Firstly, the operation right of the contracted farmland is converted into equity through the villagers committee in a legal, voluntary and duly compensated way. Then the circulated farmlands are subcontracted to Dongsheng

Farm with the revenues generated thereof distributed as dividends to villagers. Finally the high-efficiency agricultural demo base is established and villagers are employed as company staff under the labor contract for agricultural production, processing and sales; meanwhile, relevant production trainings are also offered to rural households.

This way, the urbanized farmers can subcontract their farmland to receive dividend income while the land thus released becomes part of the large-scale operation. Farmers who keep on farming will receive double income comprising "dividend + wage", while the risks of agricultural production and market is transferred to the large agricultural enterprises with higher risk resistance capacity. For the agricultural enterprises, they benefit from increased farmland output through large-scale operation and receive government subsidies to cut cost for more profit. This is truly an all-win situation.

- Farmland lease by farming specialists promotes land circulation

With a well-established rural land circulation system in Guangzhou, the collective farmland of the city has undergone right affirmation registration and the rural households can circulate their operation right to contracted land at local property right exchange. Given the planning guidance and subsidies, many farmers may be willing to transfer out their land operation rights. According to the statistics of Bureau of Agriculture of Guangzhou Municipality, the farmland circulation in rural area of Guangzhou has been growing in both quantities



and area on yearly basis, i.e. from 540,000 mu in 2009 to 630,000 mu in 2013. The ratio of circulated farmland to household contracted farmland increases from 34% in 2009 to 43% in 2013, showing the farmlands are being centralized toward the farming specialists. Yet the circulation periods nowadays are relatively short, mainly 3 to 10 years. The farmland with circulation period of over 10 years takes up only 20% of the total.

## 2.4 Strategy 3: guiding agricultural cooperation

In traditional agriculture area, land is still the basic living security for farmers. Like farmers in Chengkang Village, Conghua, they seldom transfer out their land. Therefore, agricultural cooperation becomes an important means to re-organize the farmers working on their own land, enhance farmland efficiency and the farmers' income.

Taking Chengkang Village<sup>④</sup> as an example, red shallot was affirmed by Conghua City under the “one core product for one village” program in 2005, but was still planted by individual farmers without proper organization, production and pesticide uses. To make this core product more competitive, Zhang Canwen, a villager from Chengkang Village, organized and set up the first agricultural cooperative in the village, namely Chengkang Cooperative for Red Shallot. He joined up the previously separate villagers to make their business of red shallot more successful.

**Unified purchasing.** Farmers used to buy agricultural materials separately at retail store. Now with the Cooperative, the villagers can group-buy directly from Guangzhou Supply and Marketing Cooperative. This ensures the quality and cuts the cost. In fact, the cost is at least 30% lower than the retail prices and the villagers could save up to RMB100,000 yuan per year in this regard only.

**Overall planning for production.** The Cooperative employs a staff to collect information about market demand/supply of red shallots, and accordingly guide the farmers on planting amount. Also the information like the amount of red shallot planted by the village and the time for market supply would be released in advance at agricultural products trading websites to attract buyers.

**Green production.** For the sake of farming safety and eco-environment, the Cooperative launched the “No High-toxic Pesticide” campaign Village, where 500+ farmers agreed to refuse the high-toxic pesticide, and

made and distributed leaflets to other farmers for their attention. Besides, 8 recycling pools for pesticide package wastes were provided in the village to separate the pesticide package waste from the household garbage and avoid further environment pollution.

**Organizing training.** Within its first year, the Cooperative organized 700 villagers to participate in technical trainings offered by Conghua authorities, and invited Experts to the village to give lectures. It also engaged professionals from Guangzhou to conduct earth testing for the farmland, so that the farmers know better about their farmland, i.e. the elements contained/missing, the suitable crops for their farmland, the appropriate way to mix fertilizer etc. This way, the yield per mu of red shallot was increased from over RMB4,000 yuan before the Cooperative was set up to RMB10,000 yuan now, showing significant growth in both production and income.

**Unified sales.** At the sales stage, the Cooperative prepares the unified “gift box for red shallot”, and launches the integrated marketing campaign through differentiated marketing approach, i.e. making the red shallots unique gift. With such added value injected into the project, the red shallots are much welcomed in the nationwide market with the price soaring from RMB1-2 yuan to RMB9 yuan. Besides, the Cooperative is selected as an pilot for farmer professional cooperative through the “Farmer-Supermarket Face-to-face Talk” organized by the government, and reaches consensus with Carrefour on the intent of vegetable purchase. Therefore the difficulties in selling the agricultural products are properly tackled.

With the joint efforts by the Cooperative and the members, the Cooperative grew from about 40 households to more than 300 now. The farming area under comprehensive planning of the Cooperative increased from about 400 mu to more than 800 mu now. Per capita income of rural households in the Cooperative also increased from about RMB 6,000 yuan to RMB10,000+ yuan now and generates RMB4 million+ yuan more revenue for the Cooperative. So far the Cooperative has become an important means for the Chengkang Village to develop modern high-efficiency agriculture. Besides the Red Shallot Cooperative, the village has also set up 17 professional cooperatives for green vegetables, wampee, peanut with purple coat, sweet potato, etc. These cooperatives serve as the engines for increasing farmland productivity and agriculture revenue.





## STRATEGIES FOR EFFICIENT USE OF LAND FOR ECONOMIC DEVELOPMENT

### 3.1 Dilemmas

Collective land for economic development has brought great collective economic benefits for villages in Guangzhou. Before 2004<sup>⑤</sup>, circulation (transfer) of the use right to collective land was definitely forbidden by the state laws. Only collective economic organizations were allowed to use the collective land through township/village enterprises within the framework of the Comprehensive Land Use Plan. Yet in reality most villages in Guangzhou leased the use right of collective land via the industrial parks they built in the village, and the circulation of use rights to such collective lands actually were not approved by the authorities. Accordingly, the property right of the enterprises cannot be effectively protected by current laws<sup>⑥</sup>. Some are even illegal use of land.

As the collective construction land is not secured with stable property right and has to be used in an illegal manner, the industrial parks in the villages can only attract those low-end manufacturing enterprises that are not so demanding on land property right and more focus on short-term operation and profitability. This leads to low construction intensity and low average output (approximately RMB100 million Yuan/km<sup>2</sup>, merely 1/10 of the state construction land) of the rural collective construction land. Moreover, enterprises of illegal land use, without environmental awareness, usually are more likely to cause pollution to farmland, atmosphere and water.

### 3.2 Strategy 1: Plan the retained land as a whole

Retained land is the main approach for the villages of Guangzhou to legally obtain the construction land, so its layout and development are carefully addressed in the village planning. As indemnity to the land acquired for infrastructure (like roads) construction and other development projects, the retained land should have its layout and function planned as a whole with such projects, thus realize the synchronous development of the project and supporting function and guide and drive the villages' collective economic development.

For example, a key project of Guangzhou called "Central Food Depot" for the logistics distribution of agricultural products is planned in Jiangcun Village, Baiyun District, Guangzhou<sup>⑦</sup>, for which 80hm<sup>2</sup> of land was acquired and 8hm<sup>2</sup> of retained land was returned. The retained land lies close to the main project and is planned as a supporting logistics base to serve the cold-chain logistics service of the Central Food Depot. It will be developed in same pace as the main project, and is expected to yield RMB7.5 million yuan /hm<sup>2</sup> and generate an annual income of RMB60 million yuan for the collective economy of the village.

TABLE 6.2 DEVELOPMENT GUIDANCE FOR RURAL RETAINED LAND

Main project	Guidance on functions
Large industrial project	Staff dormitory, business service, upstream/downstream enterprises, warehouse logistics;
Developments around metro stations	Large commercial outlets, business office
Large commercial and trading project	F&B, hospitality, retail, and similar commercial/trading facilities
Municipal roads	Commercial/industrial facilities



PHOTO. 6.3 Rural Collectively Owned Property of Jianggao Town, Baiyun District  
Source: photographed by authors



PICTURE. 6.4 Plant and Dormitory on Rural Retained Land  
Source: photographed by authors



### 3.3 Strategy 2: improve legal procedures

Numerous collective lands in villages of Guangzhou houses the unapproved or even illegal old factories. Due to their low land use efficiency and serious environmental pollution caused, these old factories are planned in the village planning for redevelopment and control according to the existing old factory redevelopment policies. For land having undergone required land use formalities, its right and interest from use of land shall be acknowledged by and included in the village planning which further specifies its land use nature and control requirements to facilitate the its legalization. After the land-transfer fee is paid by the owner, its property right will be protected by law according to the Trial Administrative Measures on Circulation of Use Right of Collective Construction Land of Guangzhou Municipality; then application may be made for autonomous redevelopment or compensation can be legally obtained from the government in case of land acquisition.

Zhujiang Village of Baiyun District is located at Baiyun Industrial Park. Since the Park was set up in 1990s, the village's economy grew along with the development of the industrial park. The rural collective land of the village was leased to enterprises in the park for industrial production, and totaled 25hm<sup>2</sup> so far. With land rent

per square meter of land varying from merely RMB 70 yuan to RMB1,000 yuan, over RMB10 million yuan is generated for the collective economy of the village nowadays. However, with the increasingly stringent control over the headwater in north Guangzhou, most area of the industrial park is included into the headwater preservation area of Liuxi River. Therefore, the government of Baiyun District decides to promote the redevelopment of Baiyun Industrial Park with E-commerce and producer service and gradually phase out the manufacturing industry. The village planning accordingly embodies the headwater preservation requirements and addresses the industrial restructuring. Most industrial land in the village is added with the compatible use for business and higher upper limit of FAR to guide the transformation from industrial enterprises to business service. It is projected that, upon the successful redevelopment, the revenue generated per unit area may increase by more than 5 times.

Illegal use of land will be demolished for alternative future uses. This on one hand offers redevelopment opportunity to the low-efficiency land and enhance the yield from the land use, and on the other hand, controls the rural construction size and preserves farmland, thus realize the intensive land use and well-organized land development.

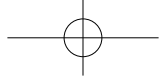


PHOTO. 6.5 Existing Factory Buildings in Village  
Source: photographed by authors



PHOTO. 6.6 Business Building after Redevelopment  
Source: photographed by authors





### 3.4 Strategy 3: introduce non-government fund

Retained land is an important collective asset in a village. But without funds for works like infrastructure, land leveling, road construction and high quality pipeline installation, the value of land assets could hardly be exploited. Yet the infrastructure development often demands huge funds which are hardly affordable for the villages. Therefore, it is very important to introduce non-government fund for development of retained land.

For example, Nanheng Village lies at the Pearl River estuary in the south of Nansha District and adjoins a national-level Hi-tech development zone, Nansha Information Technology Park. The village's collective economic land serving as the Park's F&B and other supporting facilities generates an annual income of about RMB2 million yuan. In 2010, about 70hm<sup>2</sup> of farmland in the village was acquired for the park expansion project and 7hm<sup>2</sup> of retained land was returned to the village. In the same year, a work program was approved by the government to allow the non-government funds for the development of retained land in the village. Therefore, Nanheng Village collaborated with the Galaxy Group to invest RMB800 million yuan and develop Nanheng Service Outsourcing Apartment, a high-end seaside residential quarter of 150,000sqm, on this 7hm<sup>2</sup> of retained land as supporting facilities to the Hi-tech development zone. As agreed, the retail property (15% of total property, about 20,000 square meters) is collectively owned by the village, and apartment residential property (85% of total property, about 130,000 square meters) by the group. Despite of small portion in the total development, the retail property can be leased for business operation and are estimated to generate an annual income of about 7.2 million yuan to the village.

### 3.5 Strategy 4: incorporate into urban area for joint development

For villages within the Urban Area for Future Development, almost all farmland in such villages will be planned and developed as urban construction land. The employment and life style of the villagers are basically same as those of urban residents. So these villages will be planned, developed and administrated according to urban community standards, and supported with well-established public service facilities and utilities. Some villages will be completely demolished to plan the farmers' high-rise apartments and the retained land for joint development with urban areas.

For example, Baiyun District plans to develop a new urban center, i.e. Baiyun Comprehensive Service Functional Area, in its middle part. This area covers Yuanxia Village, Nanfang Village and other villages. The

villages are packed with residential communities and industrial zones, with most buildings being low-rise with 2 to 3 floors.

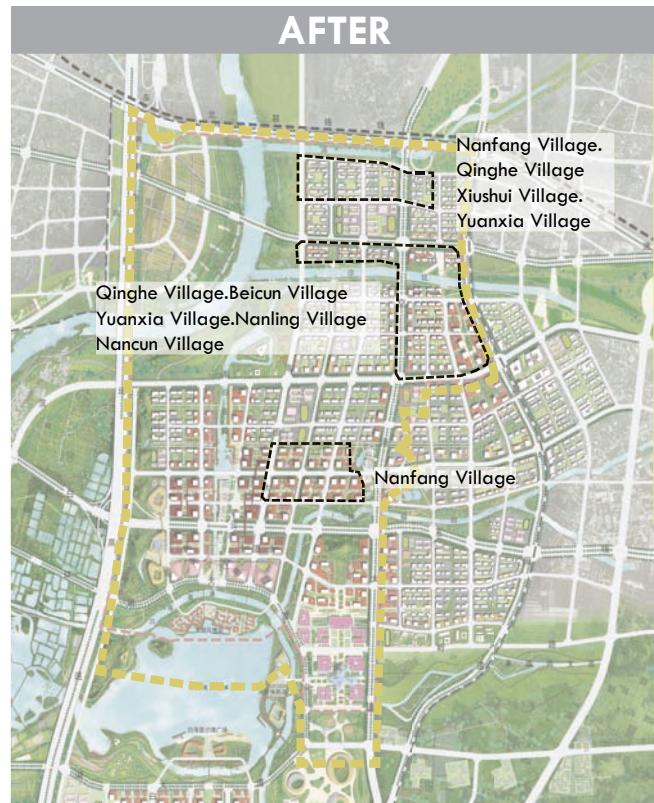
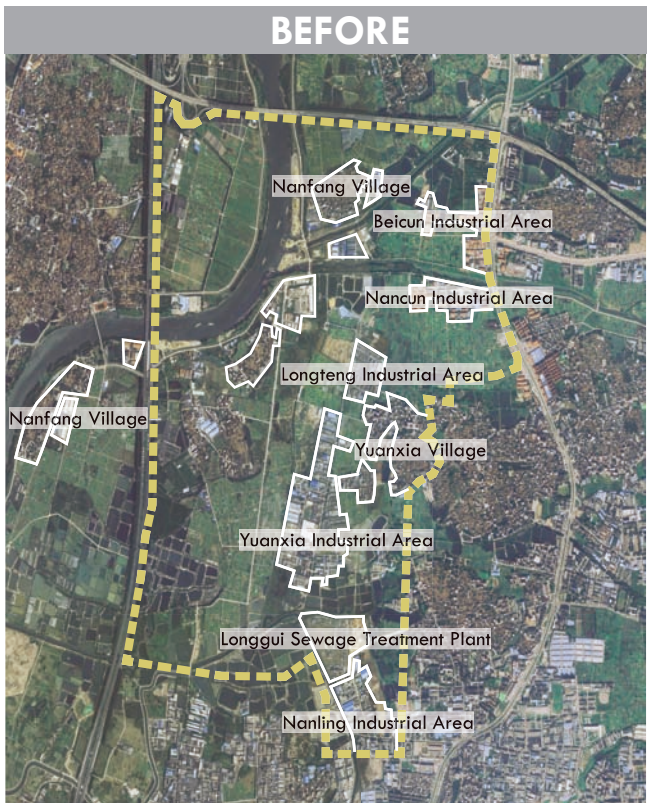
Through planning and coordination, villagers agree to the proposed total demolition and resettlement with high-rise apartment. As to specific operation, the government firstly develops the resettlement residential area as required. The residential area is supported with facilities including primary school, nursery school, community health service center, cultural and sports facilities and other public service facilities according to urban community standards. The resettlement land is 30hm<sup>2</sup>, which shows a largely reduced residential land and the land thus saved offers space for newly-added supporting facilities and commercial development.

In addition, the total land acquisition scheme brings a retained land of about 60hm<sup>2</sup> to the village for economic development, which is planned for commercial and business land with a GFA of more than 2 million square meters. The re-planning and development increases the gross floor area on rural land for economic development, although the area of the latter is reduced. Moreover, the average rent the land is increased from about 100-500 yuan/m<sup>2</sup> to over 2,000 yuan/m<sup>2</sup>.

## CONCLUSIONS

The practice of Guangzhou shows that rational planning and guidance are able to enhance the efficiency of rural land, for which the efforts from the villages, governments, villagers and enterprises are all indispensable.

Village planning is an important platform for the villagers to reach a consensus with the government for the development of their village. This consensus for development is formed in the course of planning, and is expressed through the achievement of planning. With scientific and rational planning and development strategies, it is feasible to more effectively allocate the villages' land resources, largely enhance the land use efficiency and allow the planning to truly play a leading and guiding role. Meanwhile, the planning implementation needs effective policy guidance and institutional design. During the village planning progress in Guangzhou, all stakeholders are mobilized to facilitate circulation and cooperative operation of the rural land and enhance the scale effect and clustering of the agriculture. Meanwhile, the efficiency of land for economic development has been improved through transformation upgrading and cooperative development etc. All these efforts contribute to a new mode for village's collective land use and planning guidance mode which may be further promoted and practised.



CASE STUDIES SECTION

MAP. 6.3 Existing and Planned Village Distribution in Baiyun Comprehensive Service Functional Area

Source: Guangzhou Urban Planning Survey Design and Research Institute. Regulatory Detailed Plan of Baiyun Comprehensive Service Functional Area





NOTES

- ① Data from 2013 *Guangzhou Statistical Yearbook*.
- ② Conghua, a District in Guangzhou, advocated that each village has one most competitive agricultural product. The said agricultural product is then defined by the government as “one product from one village” and receive supports for its production and sales.
- ③ Enterprises above designated scale refer to enterprises with annual income from main business no less than RMB5 million yuan.
- ④ Content of Chengkang Village Cooperative is from the survey to and relevant materials provided by Conghua Incubation Base of Rural Social Organizations.
- ⑤ As per Decision of the State Council on Deepening Reform with Strict Land Administration promulgated by the State Council after 2004, the rural collective economic organizations were again prohibited of illegally transferring or leasing collective land for non-agricultural construction. The Decision also stated that, within the framework

of the planning, the use right of construction land collectively owned by farmers in villages, towns and designated towns can be circulated according to law. Both Guangdong Province and Guangzhou Municipality then formulated Administrative Measures of Guangdong Province on Circulation of Use Right of Collective Construction Land and Trial Administrative Measures of Guangzhou Municipality on Circulation of Use Right of Collective Construction Land respectively to regulate the circulation of use right of collective construction land.

⑥ Since transfer of property right of collective land is prohibited by law, enterprises can not obtain the property right certificate issued by the State, and instead, can only sign the lease contract with the town government or even village collective. So it's hard for the transferee enterprises to receive full legal protection for their land use rights.

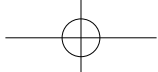
⑦ A key project of Guangzhou; to be developed into the largest logistics distribution base in China for agricultural and sideline products and an international food export base.

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# SUSTAINABLE DEVELOPMENT PLANNING FOR RURAL INDUSTRIES

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**L**ocated in the center of Pearl River Delta, Guangzhou is a land flowing with milk and honey, with grain crops being the pillar of its agriculture. Yet as a mega city with a population of over 10 million, Guangzhou has a huge demand for agricultural byproducts, not only grain but also vegetables, flowers, aquatic products, etc., which results in a rather developed urban-agricultural system.

At present, Guangzhou already has a number of modern agricultural parks, including those listed companies, such as Guangdong Haid Group Ltd. Co., Guangdong Wiz Agricultural Science & Technology Co. Ltd, etc. Meanwhile, the rural industry and the tertiary industry have developed gradually with the development of urban-rural economy. The rural collective industry, including agro-product processing, plays a key role in the rural economy. Rapid

development is also made in industries like agro-tourism, agricultural wholesale market, agricultural exhibition, etc. New distribution models have been established gradually in agricultural products distribution and direct marketing, e-commerce, agricultural product exhibition, etc. The development in rural industries makes great contribution to support the village's infrastructure and increase the villagers' income. It influences the rural life in all respects and serves as the foundation for the sustainable rural development.

However, the problems of rural industries are exposed gradually during the long-term "bottom-up" development. Taking the villages in Guangzhou as examples, this paper is to analyze how the village planning is applied to solve the problems in rural industry development and thus reinvigorate the rural construction.

## CURRENT ISSUES AND DEVELOPMENT PLAN

### 1.1 Current Issues

- Scarce farmland and deteriorating eco-environment

Due to urban expansion, Guangzhou expropriates farmland frequently and makes its farmland per capita sharply reduced to one of the lowest among the large cities in the whole country. Moreover, the scattered rural industry parks contaminate the farmland, water, air, etc., especially in the areas nearby. Hence recession was witnessed in the vegetable and flower industries in the neighboring districts.

- Weak motivation of industrial development and decentralization of production management

Statistically, in recent years the rural contract revenue accounts for 54% of the rural fiscal revenue, yet only 6% of the enterprises are run by villages. The internal driving force is not strong enough for rural industrial development. Meanwhile the agricultural modernization remains at a low level. The northern area still depends on small-scale farming by individual owners, without sufficient agricultural cooperatives and competitive leading enterprises. The small and scattered entities find it hard to get high technical investment and effective resources integration. According to a survey, the productivity of the primary industry of Guangzhou in 2011 is 32.5 thousand per person, lower than that in Shanghai, Zhuhai, Zhongshan, etc.

### 1.2 Development Plan

In 2011, the General Office of Guangzhou Municipal Government issued "The 12th five-year plan of agriculture

and rural economic development in Guangzhou" and in 2014 the Central Government of P. R.C issued "Opinions on deepening the rural reform in all respects and accelerating agricultural modernization". Both put forward some guidelines for rural industrial development, mainly in the following aspects:

- Structural Transformation of Rural Industry to Coordinated Development of the Primary, Secondary and Tertiary Industries

The primary industry improves the output and quality of agricultural products in the form of urban modern agricultural parks. Key projects of the "12th five-year plan" include such modern agricultural parks as Conghua Flower Park, Nansha Urban Agricultural Industrial Park, Pilot Aquaculture Area, etc. For the secondary industry, it endeavors to improve the technology and resource utilization of rural industries so as to stimulate the general agricultural productivity, for instance, supporting technical reform in the manufacture- and export-driven leading enterprises. Regarding the tertiary industry, it strives to enhance the development in sightseeing and leisure agriculture, like improving the tourist infrastructure, supporting the development in distinctive rural tourism, etc.

- Scale Development and Branding

For business operation, it encourages cooperatives and leading agricultural enterprises with mixed ownership. For business system, it improves the rural logistical service, constructs modern logistical parks for agricultural products and large wholesale markets for agricultural products, etc. For branding, it develops fine agriculture and unique industries as well as fosters and centralizes construction of competitive industrial bases and "one brand for one village".



PHOTO. 7.1 Shanwanbei Village Square  
Source: photographed by authors



## CASE 1 RURAL TOURISM BASED ON ANCIENT VILLAGE PRESERVATION: SHANWANBEI VILLAGE IN SHAWAN COUNTY, PANYU DISTRICT

### 2.1 Introduction

Shanwanbei Village is located in the central west of Shawan County, Panyu District, with Shawan Cultural Center to the south and Dishuiyan Forest Park to the west. It covers an area of 146 hectares and had 1796 registered residents in 2012. As one of the renowned Lingnan ancient villages, Shanwanbei Village is rich in historical and cultural resources.

### 2.2 Historical Heritage of Shanwanbei Village

Founded in Song Dynasty over 800 years ago, Shawan is a famous ancient county in the Pearl River Delta. As the core of Shawan County, Shanwanbei Village is famous for its cultural and commercial site — the ancient building complex surrounding Anning West Street.

- Diversified Lingnan Ancient Buildings

In Shanwanbei Village, there are 25 cultural relics in the third national cultural relics survey, accounting a quarter of that in Shawan County, including Liugeng Hall, Wenfeng Tower, Qingshui Well, Sannian Hall, Renrang Government Office, He Huiyan Ancestral Hall etc.

As the ancestral hall of He Family in Panyu, Liugen Hall was constructed in the first Deyou year of Song Dynasty. It has five rooms in both width and depth. This provincial cultural relic is a landmark of Shawan County, with well protected gate, memorial archway, platform, living room, bedroom, veranda and lining halls.

- Exquisite Folk Art and Renowned Custom

Shanwanbei Village is famous for its Lingnan culture, home to the founder of Guangdong music— He Zhongbo and the three celebrities of He family — He Liutang, He Yunian, He Shaoxia. Thus it is regarded as the origin of Guangdong music.

Due to its abundant ancient buildings, Shanwanbei Village is rich in brick, wood and stone carvings. Besides, there are distinctive Lingnan cultural activities every year, like Shawan Piaose (a traditional theatrical performance) and Lion Dance. Also Shawan is famous for its snacks, such as the popular ginger milk pudding and wonton, etc.

### 2.3 Government-led Ancient Village Conservation and Tourism

Shawan County Government has made a series of plan to develop Shawan as a historical and cultural tourist spot, such as the “Conservation Plan of Shawan”, “Conservation Plan of Anning West Street”, etc., which designates the historical, cultural and traditional area for preservation, including four villages, namely Shadong, Shanan, Shaxi and Shanwanbei. These regulations also put forward preservation and remediation measures for the historical buildings and cultural heritages and set strict standards for the pattern, height, scale and color of the buildings in the conservation area.

TABLE 7.1 LIST OF THE CULTURAL RELICS OF SHANWANBEI VILLAGE IN THE 3RD NATIONAL SURVEY

Dynasty	Dynasty	Number
Provincial Preservation	Qing	1
Municipal Preservation	Yuan, Ming, Qing	6
Municipal Registration	Qing	1
District Registration	Yuan, Ming, Qing, R.O.C., 1995	17

Source: List of the Cultural Relics of Panyu District in the 3rd National Survey





PHOTO. 7.2 & 7.3 Peaceful life in Shanwanbei Village  
Source: photographed by authors

## 2.4 Planning Experience: A Win-Win Game

### • Wisdom Pool: Public Engagement in Village Planning

Started in 2013, Shanwanbei village plan establishes a platform for the public to participate in the strategic planning.

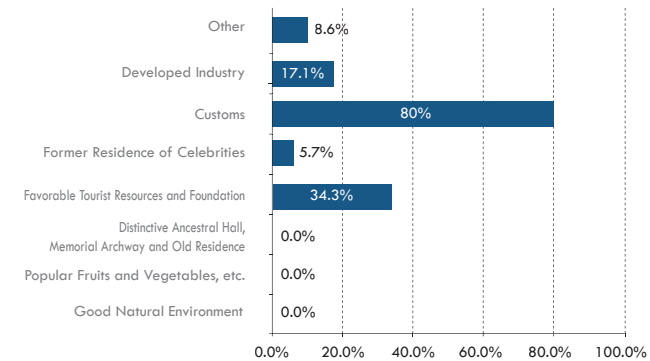
The first step is to survey on the public opinions. The questionnaires reflected that the villagers have reached a consensus of tourist development and recognized its characteristics with historical culture and agricultural products.

Since 2002, Shawan County Government has continuously supported the restoration of the old buildings through fiscal appropriation. So far 160 million RMB has been invested in the restoration and construction. Such precious Ming and Qing buildings as Liugen Hall and Sannian Hall, etc. have been renovated, four old buildings of Qingshui Well district have been restored, several old streets are provided with buried pipelines and some streets have been decorated. Some local residents are allowed to live in the old village to sustain the traditional life style.

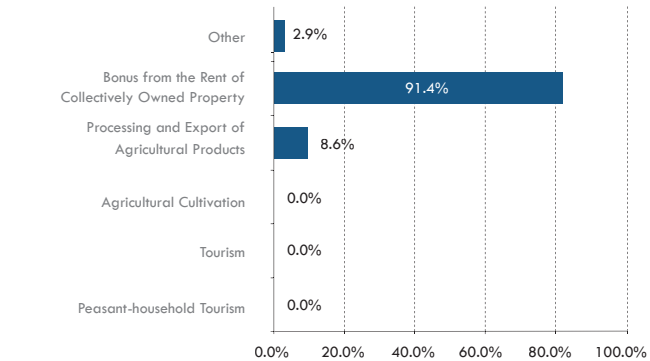
Apart from material heritage preservation, the county government also establishes the History and Culture Institute and civic associations to collect and study folk culture. For instance, the Piaose Association is to develop new skills and conduct training, etc. to sustain the Piaose art. The intangible cultural heritage, especially the folk art, is widely promoted to engage the public into the folk culture.

To develop tourism, Shawan Tourism Ltd. Co. and Tourism Office were set up in 2008, with policy and capital support from the government. The company is responsible for exploring the tourist resources and preserving the heritages. Yet due to limited operational capital, the development stops just at a few snack shops, family inns and souvenir shops. To solve the financing problem, the county government tried to found a real

FIGURE. 7.1 Questionnaire about Shanwanbei Village



Question: What's the major feature of our village?

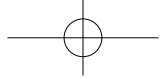


Question: What should the development focus on in the future?

Source: Shanwanbei Village Planning in Shawan Town, Panyu, Guangzhou(2013-2020)



PHOTO. 7.4 Panorama of Anning West Street in Shawan Town  
Source: photographed by authors



estate company to provide necessary capital for the conservation and tourism development of Shawan. In this case, Lee-Garden New World, as a three-olds-redevelopment initiative jointly launched by Lee-Garden Real Estate and Shawan Tourism Ltd. Co., was put into pilot operation in 2013.

The second step is to set up workshops and invite the planners to discuss with the villagers, civil servants on the planning of Shanwanbei Village. The villagers took active participation in the discussion.

“The garbage collection station should be removed farther as its closeness to the residences and location at the village entrance, which creates a negative image of our village.” “We plan to construct a park at the village entrance for parking and better view.” “The most needed is a kindergarten. It is good to settle in the old village yet has constraints due to neighboring the historic buildings.”.....

The workshop creates a platform for multi-lateral engagement and discussion on the village planning. It is able to brainstorm based on the villagers’ appeal, the management constraints and the technical support to reach an efficient consensus on the future development of Shanwanbei Village.

- Coordination of Tourism and Daily Life: Spatial Planning

Due to limited space, it is inevitable to encounter conflicts between tourism development and life improvement. To address this spatial issue, based on spot investigation and comprehensive advice, it is to increase the tourist facilities and improve the traffic.

As for road network, it is to meet the demand of tourists without interfering the villagers’ daily life. Based on this principle, it is to appropriately adjust the network and widen the roads to deal with the increasing tourists and parking demand and ensure effective traffic while preserving the historic buildings. The functions of primary roads are adjusted. Qingluo Road and Fubei Road are the main roads for vehicles, with a newly-built



PHOTO. 7.5 Workshop of Shanwanbei Village Planning  
Source: photographed by authors

and an expanded parking lot on sides respectively. In result, Beiping Road could be free from traffic pressure and available to the villagers, which avoids the conflicts between tourists and villagers.

As for public space, it is to increase the public green areas for the tourists and villagers to rest. The entrance is planned to be the intersection of Fubei Road and Guanghua Road. Recently, landscaping is conducted in Guanghua Road to improve and construct the parks and fitness facilities.

- Collective Economic Development Led by Industrial Transformation and Upgrading

After discussion with the villagers committee, the future industrial development of Shanwanbei Village is transformed and upgraded in the form of “cultural and leisure tourism”.

At present, the ticket of Shawan County is to compensate for its operational cost and share profit with the villagers committee. However, there are still 19.96 hectares of industrial land in Shanwanbei Village, which is mainly used for wood and paper manufacture and causes negative effects on the environment.

The tourist development of Shawan County calls for stronger demand for the tourist supporting facilities in Shanwanbei Village. Therefore, factories are moved out and the more economic businesses and various supporting facilities are introduced into the village. For example, Anning West Street is to be shopping area and four historic buildings, including Qingluo Hall, have been rebuilt as teahouses. Entertainment and commercial facilities are to be built along Qingluo Road and Fulong Road. Popular programs are placed in the peripheral areas to avoid congestion and maintain the peaceful environment of the village. The major income will come from the house rent and running shops.



PHOTO. 7.6 Direction Board and Parking Lot in Shanwanbei Village  
Source: photographed by authors





PHOTO. 7.7 Road Scene of Chengkang Village, Chengjiao Street, Conghua  
Source: photographed by authors

## CASE 2 AGRI-INDUSTRIALIZATION: CHENGKANG VILLAGE OF CHENGJIAO STREET, CONGHUA



### 3.1 Introduction

Located in the most north of Chengjiao Street, Conghua, Chengkang Village covers an area of 2975 hectares and own household registration of 2287. There are 8 natural villages, namely Cheng Village, Kang Village, Yutianpu Village, Lanshuxia Village, Tianxinpu Village, Dongkeng Village and Sanjia Village.

### 3.2 Advantages

Chengkang Village is 10 km from Conghua downtown and 60 km from Guangzhou downtown. A primary road crosses the village from north to south, connecting the village with Conghua downtown. Owing to neighboring Conghua downtown, Chengkang Village possesses abundant market resources for developing urban agriculture and agro-tourism, etc.

Flower Garden Village Complex, where Chengkang Village is located, has developed flower cultivation and sightseeing. The planned area is 1800 hectares, including over 10 villages, like Xihe, Guanghui, Chengkang, etc. With Lingnan water style, the villages are linked by reservoirs, streams, irrigation channels, etc., which forms a varied water network. Each village has one or more brands, for instance, the Grape Garden and Fruit Center in Chengkang Village.

A demonstrative park of fresh cutting flower has been established in the flower cultivation base of 87

hectares in south. This base is a pilot agricultural base of Guangdong Province and a key tourist initiative of Conghua Municipal Government. It has great economic potential for the development of Chengkang Village.

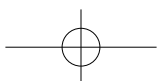
### 3.3 Agro-industrialization

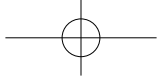
#### • Distinctive Industries

In Chengkang Village, nearly 99% is non-construction land and about 2900 hectares are fields, ponds and forest land. Compared with other villages nearby, Chengkang village has vast farmland, which is the foundation for industrialization of agricultural product.

The Grape Garden in Chengkang Village attracts lots of self-driving tourists each year. The insect cultivation base in the village has become a specialty with its nutritious food. Other brands include red onion, courgette, etc. Red onion cultivation accounts nearly half of the farmland.

Meanwhile, specialized agricultural cooperatives have





been established to lead the households to plant fist products, like onion and melons, and specialize in superior vegetable cultivation. It could obtain municipal fiscal support and technical support from Guangzhou Agricultural Technology Promotion Center and the Business Administration Division of Agriculture Bureau of Guangzhou Municipality.

- Industrial Model: Corporation + Cooperative + Peasant Household

The model of “corporation + cooperative + peasant household” is an effective interweaved mechanism to form an economic community led by professional development companies, connected by agricultural associations and based on specialized peasants. Generally, the companies take charge of seeding, technology and sale while the peasants are responsible for producing.

The format of “corporation + cooperative + peasant household” solves the conflicts between the small-scale farming and the huge market. In the past, the villagers need to sell their vegetables in Conghua Peasant Market; yet now they can depend on the cooperatives to reach scale effect. Conghua Vegetable Cooperative and Conghua Chengkang Red Onion Cooperative, etc. have been established. Through the cooperatives, the peasants can sign short-/long-term contracts with the purchasers so as to lower the risk and increase the income.

The cooperatives help not only to increase the sales volume and price but also to lower the farming cost. It is known that the whole village could make group buying of agricultural materials from Guangzhou Supplying and Marketing Cooperative, which saves 30% of the cost compared with that from the retailers.

### 3.4 Planning Experience: Coordination between Village Agglomeration Planning and Village Planning

- Comprehensive Plan of Flower Garden Village agglomeration

The village agglomeration planning focuses on regional development. It integrates the features of all villages and utilizes their advantages to promote synergetic development of multiple industries. Integrated planning is adopted to reach coupling effect instead of the bottom-up, dispersed and disordered situation in the past.

#### A. Internal Resource Integration

The construction land is very limited so that the village agglomeration planning is to integrate the land resources of all villages. Villages with abundant land could be used for large projects, like conducting entertainment programs with slopes. Villages with little construction land could be revitalized by reforming those hollow

villages and old villages, and built-up homestead lands to build small exquisite programs, like leisure facilities for the elders

#### B. Comprehensive Plan for Interactive Space

Village agglomeration is a comprehensive plan which connects Conghua new town and the neighboring villages. The infrastructures are integrated to create an urban-rural spatial linkage. As to transportation, two levels of roads, i.e. “administrative village — natural village”, connect the villages with Conghua downtown and greenway network is planned to connect the downtown with each village. As to the ancillary facilities and municipal utilities, they are under overall planning, construction and management to avoid redundancy.

#### C. Complementary Industries

Based on its comprehensive resources, Flower Garden Village Agglomeration in Conghua is oriented to industrial branding and specialization.

Branding refers to developing various industrial clusters with the common resources of all villages. The village agglomeration has four industries, namely “modern flower cultivation and sightseeing”, “resort area for leisurely entertainment”, “rural life for the elderly”, and “outdoor adventure and healthcare”. Hence several villages share one brand.

Specialization means that each village develops its unique feature based on the major theme, being interrelated as well as distinctive. Under the major brands, each village can have its own minor brands. For instance, as to the “outdoor adventure and healthcare”, Chengkang Village, in addition to its Grape Garden and Agricultural Base, could develop the adventurous programs to expand its business chain.

- Planning of Chengkang Village

In the past, the development of Chengkang Village was bottom-up and agriculture-driven and thus the rural tourism was at an initial stage. To enhance the rural tourism, the village planning adds new facilities and integrates existing resources to work out concrete tourist programs and pragmatically construct the tourist facilities.

#### A. Industrial Guidelines

According to the latest questionnaire survey, the villagers regard the good natural environment and favorable tourist resources as the major features of Chengkang Village and support the village to focus on tourism, agricultural cultivation breeding and develop rural leisure sightseeing and agritainment, etc.

Based on the villagers’ appeal and the evaluation on the development condition and current situation, it is decided to explore and develop Chengkang Village in the model of “modern agriculture + eco-tourism”. Agricultural product processing will be strengthened . Infrastructures will be improved and a series of





tourist programs will be launched for the rural tourism development in Chengkang Village.

### B. Spatial Optimization

A planning concept of “one way with thirteen stations” was put forward for tourist industry.

“One way” refers to a greenway network as the main sightseeing route which combines all the tourist resources, like the eco-agricultural plantation, insect breeding area, natural conservation zone, etc.. Besides, other tourist routes, like electronic bicycle, mountain climbing, riverside plank roads, etc. were planned and thus some roads are to be newly built or improved.

“Thirteen stations” integrate the resources such as fish pond, red onion base, grape garden, etc. for tourism development. Some tourist facilities are newly constructed, including rural tourist parks, rural inns and tourist stations. It is prohibited to construct any contaminant facility in this area in order to protect the environment.

## CASE 3 COLLECTIVE INDUSTRIAL PARK:CHATANG VILLAGE OF TANBU COUNTY, HUADU DISTRICT

### 4.1 Introduction

Established at the end of Song Dynasty, Chatang Village covers an area of 321 hectares, including three natural villages, namely Chatang, Xincun and Henghu. Most villagers belong to the Tang family. The name of this village originated from a story that the Chinese characters “Tang (soup)” and “Cha” (tea) both refer to water and Tang (pond) could contain water. Its household registration in 2012 was 2001.

### 4.2 Current Situations and Advantages

Chatang Village is bestowed with historical culture and belongs to the second batch of “Guangdong Ancient Villages”. And this village has sound foundation for collective industries led by foundry and hardware. Since late 1960s, Chatang Village started the foundry industry. The first foundry factory was founded by the village and has developed into a small-scale industrial park years later. In recent 10 years, this foundry industrial park developed rapidly and has become one of the two most important foundry clusters in the peripheral Guangzhou.

### 4.3 Planning Experience

To cope with the low productivity, severe pollution and weak historical preservation, it is planned to divide

Chatang Village into production zone, living zone and agricultural zone, with each zone functioning independently so as to make it easier for the villagers’ production and life. Based on the strategy of agricultural modernization and tourism development, the plan relies on industrial parks to realize upgrading and transformation and further to enhance the coordinated development of the primary, secondary and tertiary industries.

#### • Industrial Clusters

The village plan puts forward the withdrawal mechanism and access conditions for the enterprises. Those companies with high energy-consumption, pollution and outdated technologies will be moved out gradually and those companies with large scales, environment-friendliness and profitability will be kept and improved by technical reform. The high-tech, efficient and low energy-consuming enterprises will be introduced, with the priority going to auto industry. Integrated with the future development of Tanbu County, the village plan aims to form a chain with the industrial parks in northern Tanbu County and thus achieve cluster development.

To work in with the redevelopment of old villages, old neighborhoods and old factories in Tanbu County, Chatang Village is to consolidate the scattered industrial land and promote the industrial cluster and scale



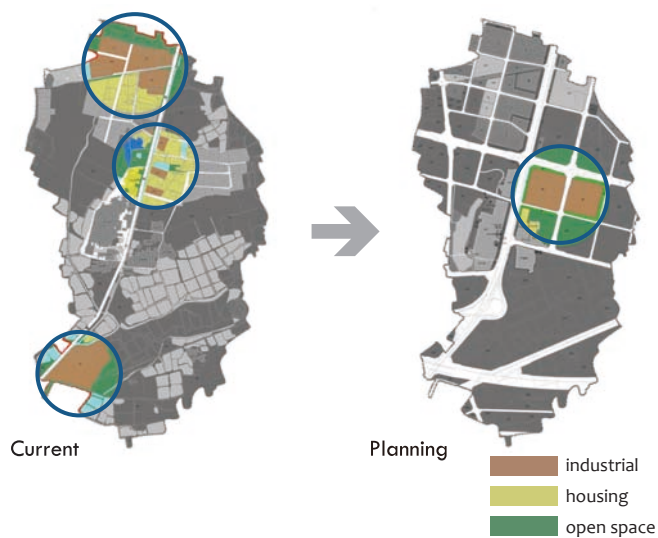
PHOTO. 7.8 Hongsheng Ancient Temple  
Source: photographed by authors



development.

- Improve Infrastructure to Support Industrial Parks

Based on land consolidation, it is to improve the infrastructures in the industrial parks step by step, including pipelines for water and electric supply, etc. By so doing, it can improve capacity and enhance development of the industrial parks. According to controlled detailed planning, Chatang Road will be expanded with an east-west branch, so as to improve the accessibility to the industrial park. Focus will be placed on domestic sewage treatment which lacks facilities at the moment. It is to improve the disordered daily discharge from kitchen, cloth and vegetable washing and forbids untreated discharge of polluted sewage in the village.



MAP. 7.10 Consolidation of the Fragmentary Industrial Land in Chatang Village  
Source: Guangzhou Urban Planning & Design Survey Research Institute

plan and historical conservation. Industrially, it leads the industries to adjust and relocate for the purpose of industrial development.

- The long-term industrial development of Chengkang Village mainly depends on its advantageous agricultural resources and the production model of “company + cooperative + peasant household”. The village plan is carried out at two levels: village complex and individual village. The village complex plan is to establish Conghua Flower Garden Village Complex and divide it into different specialized zones. It is to improve the urban-rural infrastructure system and reach top-down industrial development of the village complex. The individual village plan provides systematic guidance for the spatial system, infrastructure, tourist programs, etc. Also it supports Chengkang Village technically to expand its industrial chain and develop rural tourism.

- Based on its current condition, the industrial plan of Chatang Village puts forward the exit and entry mechanism of enterprises, consolidates the fragmentary land and sets different functional zones to establish industrial parks. By doing so, it is able to preserve its historical culture and accelerate its agricultural industrialization as well as reduce the environmental pollution.

## CONCLUSIONS

This paper analyzed the village planning for industrial development by researching on the three cases of Shanwanbei Village of Shawan County in Panyu District, Chengkang Village of Chengjiao Street in Conghua City and Chatang Village of Tanbu County in Huadu District.

- The industrial development of Shanwanbei Village is based on its own culture as well as the county government support. By taking a holistic approach, the county government engages the enterprises into the exploration and management of the historical heritages and thus alleviates the financing pressure of historical preservation. On this basis, the village plan aspires for sustainable industrial development. Strategically, it provides the villagers with a platform to participate in the village planning. Spatially, it coordinates the conflicts between tourists and villagers, between upper-level





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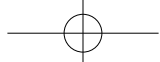
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**INFRASTRUCTURE  
PLANNING AND  
CONSTRUCTION  
GEARED TO  
BEAUTIFUL  
COUNTRYSIDE  
INITIATIVE**

*Tu Chuanqing, Xiao Yi, Liu De, Chen Yingfei*, Municipal  
Planning & Design Studio, Guangzhou Urban Planning &  
Design Survey Research Institute







*Beautiful Countryside refers to the thriving and livable villages with pleasant environment, convenient amenities, civilized culture and democratic management developed through renovation and construction of rural environment, landscapes and greeneries. Beautiful Countryside Initiative is a key plan of Guangzhou balancing the urban-rural development and*

*increase the fortune and welfare of countrymen, and a significant indicator of low-carbon economy, smart city, happy life and beautiful home. The construction of rural infrastructures is key to develop the rural economy, improve the farmers' livelihoods and coordinate the urban-rural development. It also serves as the physical basis to boost the beautiful countryside.*

## CHALLENGES AND TARGETS

### 1.1 Existing Challenges

- Rural infrastructures are incommensurate with economic development

Since China launched its overall urban-rural planning strategy, significant achievements have been made in all the social and economic aspects of the countryside of Guangzhou. However, rural infrastructures, including rural traffic, water resources, electricity, etc., are still lagged behind. Particularly, some remote rural areas have very poor road conditions or have not road connection at all. Very few village roads are hard-paved. Water resources facilities are aged with hidden hazards and low agricultural productivity. In some rural areas, the drinking water is unsafe for people to drink. The power grid structure is unreasonable and incomplete while the power supply quality still needs improvement. Neither cable-TV nor broadband network is available.

- Rural infrastructure investment has been far from sufficient.

Under the existing public products supply mechanism, Guangzhou have much more eyes on urban areas and invest a large number of public resources in cities, which causes the imbalance between urban and rural infrastructures. Currently the governments of provincial, city and district levels are increasing the investments into the construction of agricultural infrastructures though this is far from enough in consideration of the demands for agricultural development and people's living, the investments are unreasonably structured with single source and lack the long-term mechanism.

- Poor management and maintenance

Generally, many rural infrastructures are built well but managed poorly due to the incomplete managerial system, unclear responsibilities and insufficient funds for management and maintenance. Resultantly, a considerable number of agricultural infrastructures are left desolated with reduced efficiency. It is also common that the rural roads are built without proper management, which results in the low trafficability. Some villages are not supplied with tap water yet, while

the others supplied with tap water are not able to have a secure and regular water supply due to insufficient water source and improper management and the like.

### 1.2 Construction Objective

To build municipal rural infrastructures is the key contents of the Beautiful Countryside Initiative. The improvement of rural municipal infrastructures can make the Beautiful Countryside Initiative more fruitful, while the Initiative also brings new opportunities for the improvement of rural municipal infrastructures.

- Exemplary and spreading effect

All the key indicators of the Beautiful Countryside Initiative, including the production development, well-off life, clean village, etc. must be reflected through or closely connected with infrastructural construction as it is observed that the construction of rural infrastructures is the groundwork of the Beautiful Countryside Initiative. Thanks to the short lead-time, rapid effectiveness and close connection with the production and living of villagers, the construction of rural infrastructures is helpful to inspire the confidence and enthusiasm of the vast rural officials and masses, and, with its exemplary and spreading effects, make the Beautiful Countryside Initiative more fruitful.

- Create livable villages

This allows the villagers to benefit from the construction of the municipal infrastructures of water, roads, electricity, gas, information network, waste and sewage treatment, etc.; moreover, facilitate their change of life style, help them establish correct values and behavioral habits, and mitigate the social conflicts.

- Boost rural economic development

Infrastructures are the piloting element of economic development. Under the Beautiful Countryside Initiative, the infrastructure construction is strengthened to realize rural production development, economic prosperity and continual increase of farmers' income. This means to continuously enhance the water conservancy and irrigation works, perfect the road traffic conditions, and improve the rural informatization level and the agricultural technological level, thus enhance the overall



competitiveness of the agriculture.

- Expand domestic demands: The construction of rural infrastructures will generate huge demands for production materials including construction materials and drive the development of the concerned sectors; it will also create new jobs and consume the surplus industrial products produced in the recent years. Meanwhile, the well-established infrastructures can further stimulate rural living consumption demands and trigger off the consumption demands of rural residents for home appliances, automobiles, traveling and shopping in cities, etc..

## SEWAGE TREATMENT PLANNING AND CONSTRUCTION

### 2.1 General conditions

With the rapid development of township and village industries, environment pollution has been expanding from cities to the countryside and rural environment pollution is diversified. On one side, the overdevelopment of cities causes a large number of over-standard industrial sewage water flowing into the countryside; on the other side, the development of village enterprises, poultry industries as well as the expansion of agriculture-related pollutants lead to the increasingly severe and worsen water environment of Guangzhou Municipality.

In the second half year of 2008, China and Guangdong Province successively held Rural Environment Protection Working Conference, and Guangzhou Municipality also set up Guangzhou Leading Group Office for Rural Domestic Sewage Treatment so as to make rural environment protection as one of the key tasks of the government.

From 2008 to 2010, Rural Domestic Sewage Treatment Project Phase I was implemented. In July, 2010, Administrative Villages Domestic Sewage Treatment

Project Phase II was officially launched with the efforts to target at 50% rural domestic sewage treatment ratio by 2015, and more than 90% by 2020 when the rural domestic sewage treatment mission will roughly be fulfilled.

### 2.2 Collection and treatment modes

In view of the physical conditions of villages including the location, population, concentration level, topography, drainage characteristics and requirements, affordability, etc. and in combination with the existing drainage system of villages, rural sewage in Guangzhou will be collected and treated in the following three modes:

- Urban Villages: These villages closely neighbor the downtown areas and fall within in the built urban area, where the construction works should focus on the perfection of sewage pipeline network to drain the sewage into the urban municipal pipeline network. The sewage is collected via a separate sewage system in accordance with the construction requirements.
- Villages in Urban-Rural Fringe: Build separate drainage system in combination with construction requirements, and separately treat industrial and domestic sewage. Industrial sewage shall be treated to meet the specified standards before draining; while domestic sewage is preferably treated with unpowered or micro-powered treatment technologies including ecological treatment, regular biological treatment, etc..
- Villages in Outer Suburb: same as the villages in urban-rural fringe. plan and build separate drainage systems for storm water and sewage, where storm water will be drained via open ditches and sewage will be collected with pipelines or ditches and treated with ecological treatment technologies in both centralized and decentralized manner.



PHOTO. 8.1 Artificial Wetland Sewage Treatment Facilities  
Source: <http://news.xinmin.cn/shehui/2013/02/17/>



PHOTO. 8.2 View of Subsurface Infiltration Technology  
Source: <http://www.spx.luzhai.gov.cn>





### 2.3 Recommended technologies

The selection of sewage treatment technologies for Beautiful Countryside Initiative shall be based on the actual situations in full consideration of the general conditions of the rural areas, i.e. difficult financial situation and low affordability. The treatment technologies do not have to be highly advanced and automated, instead, they should be easy for operation, management and maintenance, and can take advantage of the abundant land in the rural area to build and operate sewage treatment facilities at low costs. Based on the modes for sewage collection and treatment and the factors normally considered for treatment plant construction and operation, the domestic sewage treatment technologies can be categorized as below:

- Small-sized sewage treatment are mainly applicable to natural villages or comparatively smaller administrative villages (with the treatment capacity no more than 300 ton/day), where it is planned to employ the technologies including “regulating hydrolysis + artificial wetland & regulating hydrolysis + stabilization pond or buried (powered) sewage treatment technology”, etc.
- Medium-sized sewage treatment are mainly applicable to comparatively larger administrative villages or village concentrated areas (with the treatment capacity of 300 ~ 1,000 ton/day), where it is planned to employ the treatment technologies including “regulating hydrolysis + artificial wetland + stabilization pond & regulating hydrolysis + biological oxidation + artificial wetland (stabilization pond) or sedimentation tank + rapid infiltration,” etc.

### 2.4 Case Studies

- Lixi Village, Huadong District

The sewage treatment project, situated in Lixi Village of Huadong Township, and with the design treatment capacity of 700 ton/day, the gross site area of 1,500 sqm., and the unit land occupancy ratio of approximately

2 sqm./ (ton.day), consists of 3 artificial wetlands and serves a population of approximately 5,770 persons. It employs the sewage treatment technology of “regulating basin + anaerobic digester + artificial wetland + sand filter” and is equipped with sewage lifting system at the front-end of the process. The major pollutant indicators in the effluent after treatment meet the Grade I (B) standard specified in the *Discharge Standard of Pollutants for Municipal Wastewater Treatment Plant* (GB18918-2002). This Project is provided with a regulating basin, which can not only regulate water quality, but also play the role of sand sedimentation. At the same time, sand filter is provided to further purify the water from the artificial wetland and produce better effluent at the end of the artificial wetland.

- Kengbei Village, Zengcheng District

This sewage treatment project is situated in Kengbei Village of Zhongxin Township, where two sewage treatment stations are provided to serve a population of 600 persons. The designed sewage treatment capacity is 120 ton/day. The gross site area is approximately 520 sqm with the unit land occupancy ratio at approximately 4.3 sqm./ (ton.day). Sewage is collected with pipelines, along which sewage from the residents on both sides is converged. The main is approximately 1,518 m long, while the branch pipes are approximately 500 m long. The treated sewage is discharged into the adjacent channels or ponds. It employs the sewage treatment technology of “grid basin + anaerobic digester + aerobic pond”, and is equipped with sewage lifting pump at the front-end of the process. The major pollutant indicators in the effluent after treatment meet the Grade I (B) standard specified in the *Discharge Standard of Pollutants for Municipal Wastewater Treatment Plant* (GB18918-2002). This Project employs aerobic pond and at the front end of the process, and regulating tank is provided as the pre-treatment facility so as to achieve better effect. It is applicable to villages with a small population (Photo.8.3 & 8.4).



PHOTO. 8.3 Aerobic Pond Sewage Treatment Facilities  
Source: photographed by authors



PHOTO. 8.4 View of Stabilization Pond  
Source: photographed by authors



## WASTE COLLECTION, TRANSPORT AND TREATMENT PLANNING

### 3.1 General conditions

The statistic data shows that, the average daily waste produced in the rural area of the entire Guangzhou Municipality is 3,500 tons with the annual gross volume of approximately 1.28 million tons, among which, dining and kitchen waste accounts for nearly 60% with the average daily production of approximately 2,100 tons. However, the daily kitchen waste treatment capacity of Guangzhou is less than 110 tons. The innocuity treatment ratio of rural domestic waste in 2013 was around 40%, which is far less than the overall domestic waste treatment level of Guangzhou. Except the domestic waste delivered into Xingfeng Landfill and Likeng Incineration Power Plant as well as some waste in Conghua District and Zengcheng District, all the waste from the other districts of Guangzhou Municipality fails to meet the innocuity treatment requirements. The waste in the vast rural areas is just openly dumped without being sheltered by any building and/or structure, which causes large impacts on the surrounding environments. Additionally, waste is collected and transported with trucks that are mostly in poor sealing conditions. In many rural areas, even rickshaws or farm tractors are used to transport waste, which is not only insufficient but also can cause secondary pollution due to severe leakage.

Since Guangzhou's kick-off meeting on rural domestic waste cleaning in November 2012, all districts have actively launched rural cleaning campaigns and vigorously boosted rural domestic waste collection, transportation and disposal. Remarkable effects have been achieved as totally 832 villages have met the requirements on that there shall be no miscellaneous waste in front of and at the back of houses, no distributed waste in the spaces between towns and villages (ruins yards), no fallout waste along roads, no floating waste in rivers, reservoirs, ponds and channels, and no harmful waste in farmlands, which accounts for 73% of the totally 1,142 administrative villages in rural area of the entire Guangzhou Municipality.

So far Guangzhou has stepped into a new phase of rural domestic waste treatment, and will focus on fulfilling the phased target as specified in the *Implementation Plan for Further Intensifying Rural Domestic waste Collection and Treatment*. According to the target, in 2013, the rural domestic waste cleaning, transportation and treatment ratio in Guangzhou shall be 100%; by the end of 2014, the rural domestic waste innocuity treatment ratio in the entire city shall reach 100%, and rural waste standard and normative cleaning, transportation and treatment

system shall cover 100% of the rural area.

### 3.2 Waste Treatment Modes

Rural waste treatment can generally be categorized as the following three modes including urban-rural integrated treatment, centralized treatment and decentralized treatment. According to the current economic conditions of Guangzhou Municipality, the mode of urban-rural integrated treatment can be employed. By encouraging households to categorize, villages to collect, township to transport and districts (city) to treat the waste, it is expected to realize urban-rural balanced development and regional resource-sharing, reduce repeated investment and enhance the use efficiency of the facilities.

Based on the urban-rural integrated waste treatment mode, rural domestic waste in Guangzhou can be collected and treated in the following three manners:

- **Urban Villages:** Reasonably plan and build waste collection and transportation facilities as soon as possible and improve the management, protection and maintenance of environment sanitation facilities and equipment so as to ensure the normal operation of the collection and transportation system.
- **Villages in Urban-Rural Fringe:** The urban management authorities shall exert more efforts for urban-rural balanced development by expanding the urban environment sanitation system to the rural area, gradually building an urban-rural integrated environment sanitation operation mechanism and actualizing urban-rural integrated waste treatment.
- **Villages in Outer Suburb:** Incentives like subsidies are employed to mobilize the facilities and personnel of the villages to complete waste treatment.

### 3.3 Waste Sorting

Rural domestic waste sorting is to classify waste villager households into four categories as Recyclable, Kitchen Waste (containing corrosive organic compostables), Harmful Waste and Others.

Waste source sorting enables waste of various categories to be treated with the most suitable technologies, which can not only improve the quality of compostable refuse and get rid of the harmful substance at the headstream, but also increase the heat values of the waste used for incineration, making the diversified technologies more





efficient. Therefore, the government grants the involved authorities and related enterprises with necessary supporting policies and funds, and launch a series of publicity and education activities on waste sorting via TV, radio, newspapers, publicity boards, etc., so as to make the significance, standards and methods of waste sorting deeply rooted in the people's minds, and set waste sorting as a national activity for all the people to enhance their environmental awareness.



PHOTO. 8.5 Rural Waste Sorting Bins  
Source: photographed by authors

### 3.4 Waste Collection, Transport and Treatment Technology

Waste collection and transportation system is divided into two categories: Villages temporarily not practicing classified collection and transportation: The mixed waste is dumped by villagers or collected by cleaners to the village waste collection points, and then transported by the township/neighborhoods to the Township/Neighborhood Waste Transfer Stations, and then delivered to the city and/or district domestic waste innocuity treatment yards. Villages practicing classified collection: Recyclables are reclaimed by villagers or regularly reclaimed by the designated reclamation agents. The harmful waste is dumped to the village's harmful waste collection points and then is treated by a qualified enterprise. The compostable waste and other waste are transported by the township/neighborhood for compostable treatment or to the village collection points and then delivered to the township transfer stations or innocuity treatment yards. The township is responsible for collecting and transporting the waste collected at the village waste collection points.

There are comparatively higher contents of organic constituents in rural domestic waste, which can be subject to composting treatment. Composting technology is easy and can make waste become resources at lower cost than simple waste landfill and incineration technologies. Moreover, the compost can be used as organic fertilizer to fertilize soil. Thanks to the remarkable cost efficiency, composting technology is pretty competitive in the rural area, while the mixed

treatment model of front-end screening + rear-end composting boasts the most green and environment-friendly waste disposal technology with promising prospect so far.



PHOTO. 8.6 Rural Waste Collection Point of Paitan Town  
Source: photographed by authors



PHOTO. 8.7 Waste Transfer Station of Paitan Town  
Source: photographed by authors

### 3.5 Case Study

Since September 2012, Paitan Township in Zengcheng District has chosen 5 villages including Dengluxia, Dongdong, Dapu, Gaocun and Paitan to launch the pilot work of rural environment sanitation program. This program intends to mobilize the farmers to explore the rural waste sorting and treatment modes. After nearly one year's preparation, publicity and mobilization, the waste sorting campaign has won extensive supports from a large number of villagers. As of today, five administrative villages have totally set up 57 centralized waste sorting and collection points, and provided 3,140 households free of charge with "Two Bins and One Bag" (dry and wet waste bins and harmful waste collection bag) for waste sorting, and engaged 31 village cleaners, and provided 26 hand carts for waste sorting, 2 bucket trucks, 2 classified waste transportation vehicles and 1 water truck. Moreover, RMB 5 million yuan has been invested to build a new waste compression station and an organic waste treatment room in the town.



Paitan Town government also formulated a complete set of performance assessment and scoring standards for the environment sanitation of the villages, and established the performance assessment team to assess the environment sanitation performance of the 34 villages, giving awards for rural environment sanitation management instead of directly subsidies. It is scheduled to take around two years to realize poultry feeding in a pen, and continuously push forward rural domestic waste sorting so as to achieve continual improvement of rural environment sanitation and make a more beautiful home for the masses.



PHOTO. 8.8 Waste Sorting Points in Dengluxia Village, Paitan Township  
Source: photographed by authors

## LIGHTING PROJECT PLANNING

### 4.1 General conditions

To implement the Lighting Project is a key move in the execution of *Guangzhou's 12th Five-Year Planning Outline* and toward balancing the urban-rural development and making Guangzhou the most livable urban-rural area of the entire Guangdong Province. It will make Guangzhou a better place to live in. Moreover, it can facilitate the villagers' traffic, production and living, beautify the town and village spaces, facilitate industrial development and local economic construction.

In view of the actual demands of the entire Guangzhou Municipality for road lamps, a rural road lighting construction plan is developed to involve an estimated gross investment of RMB1.076 billion yuan to install totally 120,000 road lamps in two phases. The rural road lamp program covers a large area, and the fiscal incomes of different districts vary a lot. As the four districts including Baiyun, Conghua, Zengcheng and Huadou are less developed in economic tem, the construction costs are mostly donated by enterprises and the special fiscal funds. In districts of Panyu, Luogang and Nansha, the rural road lamp program are all funded by themselves.

### 4.2 Lighting mode

- Selection of light source

Following the principle of being cost effective, practical and safe, the town and village road lamps are installed

in view of the actual conditions of the various villages and towns. Basically three types of low power lamps including LED energy-efficient lamps, solar LED lamps and traditional sodium lamps are employed.

In consideration of the sufficient sunlight in Guangzhou Region, the insufficient local power supply loads in many rural areas, the difficulty for wiring, the too low income of the village collectives to sustain the electric charges. According to the policies of China on energy efficiency and low carbon, as well as the requirements of villagers found in probes, where it is possible, solar LED road lamps are used.

- Formulation of technical standards

At the very beginning of the engineering design of the Project, the *Unified Technical Standards for Township and Village Road Lamp Construction Engineering Design in the Entire Guangzhou Region* was formulated, which has firmly assured the unification of design technologies and the validity of the design scheme.

As the rural road lamps are mainly to basically satisfy the countryside traffic requirements, where it shall firstly functions as road lighting instead of night view lighting in urban streets, it is built concisely and rapidly with assured quality and minimized investment so as to benefit more villagers and facilitate future maintenance and low-cost operation. Moreover, it is impractical to erect cable/wire in the rural areas as it needs cutting roads, which is messy to manage. Additionally, the effective power consumption volume of some villages can just satisfy their lighting and no redundancy for road lamps. Therefore, road lamps erected in the manner of cement lamp posts + LED lamps are employed where it is possible.

### 4.3 Effects

- The safety for night traffic in rural areas is assured.

Comparing with the dark nights in the past, the rural lighting program has lightened the vast main village roads in the rural area, while the villagers don't have to travel in darkness on the rural roads any more. Both pedestrians and vehicles are provided with much higher safety level for night trips. Besides, the lightened mountainous villages drive off thefts that were once rampant in the dark nights.

- Facilitate the farmers' cultural, sports and entertainment activities.

This lighting program focuses on rural squares, ancestral halls, basketball courts and other places where villagers gather, so that villagers are more willing to gather in this places to attend cultural, sports and entertainment activities. This facilitates the transformation of production and life styles through improvement of rural infrastructural level, and enhance the happiness of farmers.





PHOTO. 8.9 & 8.10 Views of Rural Lighting Program in Guangzhou  
Source: photographed by authors

## VILLAGE ROAD PLANNING

### 5.1 Administrative Villages

All the districts (county-level cities) in Guangzhou Municipality have set up their special organs for rural roads construction including Rural Roads Construction Project Office, Rural Roads Leading Group, etc., who are responsible for organizing, coordinating, checking and guiding rural roads construction and supervising the planning, design, funding, quality, schedule, acceptance, etc.. By December 2003, 1,212 administrative villages in Guangzhou have been connected by cement-surfaced roads with the total mileage of 2,187 km, which signaled the accomplishment of the mission to connect all the administrative villages with cement-surfaced roads.

By preparing village roads plan for administrative villages, coordinating the development of rural roads and the provincial/city/district/county-level road network, mechanical farming roads and hydraulic dyke roads, the districts and counties of Guangzhou have realized conservation of land and investment and ensured the scientific, reasonable and planned construction of cement-surfaced roads in administrative villages.

The broad and in-depth publicity has made rural roads construction well understood by villagers, and help the fund-raising for the road construction.

The key for rural roads construction is management and long-term maintenance. Guangzhou Municipality has proactively organized the communication authorities of all the districts, (county-level cities) to carry out studies and piloting on rural roads management and maintenance, and for many times, had workshops for exchanges of experience, and formulated maintenance methods, practicing maintenance responsibility system, where the administrative authorities signed maintenance contracts with the townships and villages to clearly

define the fund-use methods, the maintenance contents, the acceptance terms and conditions, etc..

### 5.2 Natural Villages

With a view to increase roads accessible depth, trafficability and network level, eliminate non-surfaced roads, improve rural traffic conditions, boost rural economic development and build an all-round rural well-off society, a three-tier road construction program has been launched since 2004 for natural villages with over 500 residents, natural villages with over 300 residents, and natural villages with over 100 residents, so as to realize a leap-forward road construction in rural area.

Village road construction practices a top-down guiding and supervision mode, where Guangzhou Municipality Government establishes a Natural Village Road Construction Coordination Group comprising the members from the City Development and Reform Commission, Bureau of Finance, Construction Commission, Communication Commission and Bureau of Roads, who is responsible for determining, coordinating and working out solutions to the key issues encountered in village road construction, uniformly planning and implementing the bidding works for benefits in kind for village road construction, and organizing the implementation of village road construction.

Village road construction is subject to the principles of “adaption to local conditions, cost-effectiveness, frugal land use, environmental awareness, quality assurance and safety”. Village roads are adopted Grade IV or above technical standards with the pavement width no less than 4.0m, the thickness no less than 20 cm and the rupture strength no less than 4.0MPa. And the subgrade strength satisfies land functional requirements.

The funds for village road construction are from the fiscal investment of city, district (county-level cities) and



township (neighborhood), the donation of all circles of society, the capital raised voluntarily by individuals, etc.. Guangzhou Municipality Government had, from 2009 to 2012, completed the construction and renovation of 1,261 km village roads with the satisfactory quality in all aspects including length, width, thickness and strength. So far, the gross length of the completed village roads in Guangzhou Municipality has amounted to 5,104 km, basically forming a complete road network without obstructions, which largely increase the accessibility.

### 5.3 Internal Village Road

As mentioned above, neither the administrative nor natural village roads involves internal roads of villages, from 2012, Guangzhou municipal government have launched “Beautiful Urban-Rural Action Plan”, which proposes to build an ecological and livable beautiful homeland with unique Lingnan features, where farmers live a happy and civilized life.

According to the Plan, from 2012, 122 administrative villages are to be chosen for pilot construction and are scheduled to be completed in 2016; while the remaining villages will be completed in a 10-20-year period on the basis of the accumulated experience.

Beautiful Countryside Initiative requires a sound completion of the “Seven Initiatives” for village public infrastructures. The first of the “Seven Initiatives” is Traffic Accessibility without Obstruction, where 100% of the roads in natural villages with over 100 residents shall fully be provided with hardened substrate; 100% of village internal roads shall fully be provided with hardened substrate so as to make the roads all-weather accessible. Hardened internal roads further refine the village internal road construction that failed to be covered in the previous rounds of rural road construction.

### 5.4 Case Study

Zisha Village is situated in the center of Lanhe Township. It is a poverty-stricken village with 209.54 ha of land and a household-registered population of 1,143 persons. The living quarters are mainly centralized along Qianhaidao in the north of the village and distributed in a linear shape

dispersedly. The village with single industry has a weak economic base.

#### • Challenges in Planning

- A. Insufficient width of the existing internal roads and fire engine inaccessible;
- B. Unconnected between internal roads and incomplete road system;
- C. Poor quality for some village roads difficult to satisfy production requirements;
- D. Insufficient hardened width for some roads.

#### • Countermeasures for Remedy of Village Road Plan:

- A. Village Road Connection Work: Connect dead-end roads and expand narrow lanes;
- B. Village Road Hardening Work: Improve the quality of village internal roads.

#### • Requirements on Planning of Village Roads Connection:

- A. Dead-end Roads: Where the land-use conditions allow, connect and extend the dead-end roads to the existing roads, forming road network system so as to ensure smooth traffic.
- B. Narrow Roads: Expand the existing narrow roads to be no less than 4 m wide, and where there is difficulty in relocation of residents, define the road control line for long-term expansion.

#### • Measures for Hardening of Village Roads:

- A. Road surface material: Roads are surfaced with common concrete with joints. Concrete strength shall be no less than C25.
- B. Road surface thickness: Roads are surfaced with no less than 10cm thick, and the transverse joints are gapped 4~6m.
- C. Treatment of shoulders: The thickness of the concrete surface of shoulders shall equal that of the driveway, and the base course of shoulders is better to be the same as that of the driveway.
- D. Road surface drainage: Road surface shall be provided with cross fall to storm water into the ditches on both sides.

#### BOX 8.1 “SEVEN INITIATIVES” FOR RURAL INFRASTRUCTURES

For recent years, Guangzhou Municipality has been exerting consistent efforts to balance the urban-rural development with growing investment on rural infrastructures and the implementation of a series of rural infrastructures projects. By 2012, the Guangzhou Municipality has achieved Seven Initiatives, including Traffic Accessibility without Obstruction – 100% cement-surfaced roads connecting each natural village; Road Lighting – 78,800 road lamps installed for the township and village roads; Clean Drinking Water – full connection of tap water

to all the villages of no less than 100 households; Harmless Sanitary Sewage – non-direct drainage of sanitary sewage for over 50% rural areas; Standardized Waste Treatment – separated waste treatment system established for the rural areas; Clean and Neat Village – dirty places cleaned, ditches, trenches and channels improved, and pest-breeding spots eliminated; and Fiber Optic Network for Communication and TV Connection – fiber optic network connected to 100% administrative villages and 50% natural villages.





BEFORE

*Clear sundries and obstacles on roads*



AFTER



*Connect roads to ensure smooth traffic*



*Expand roads to form road network*



*Clear sundries and renovate roads*



*Hardenize road base to improve road quality*



PHOTO. 8.11 Intentions of Village Roads  
Source: photographed by authors



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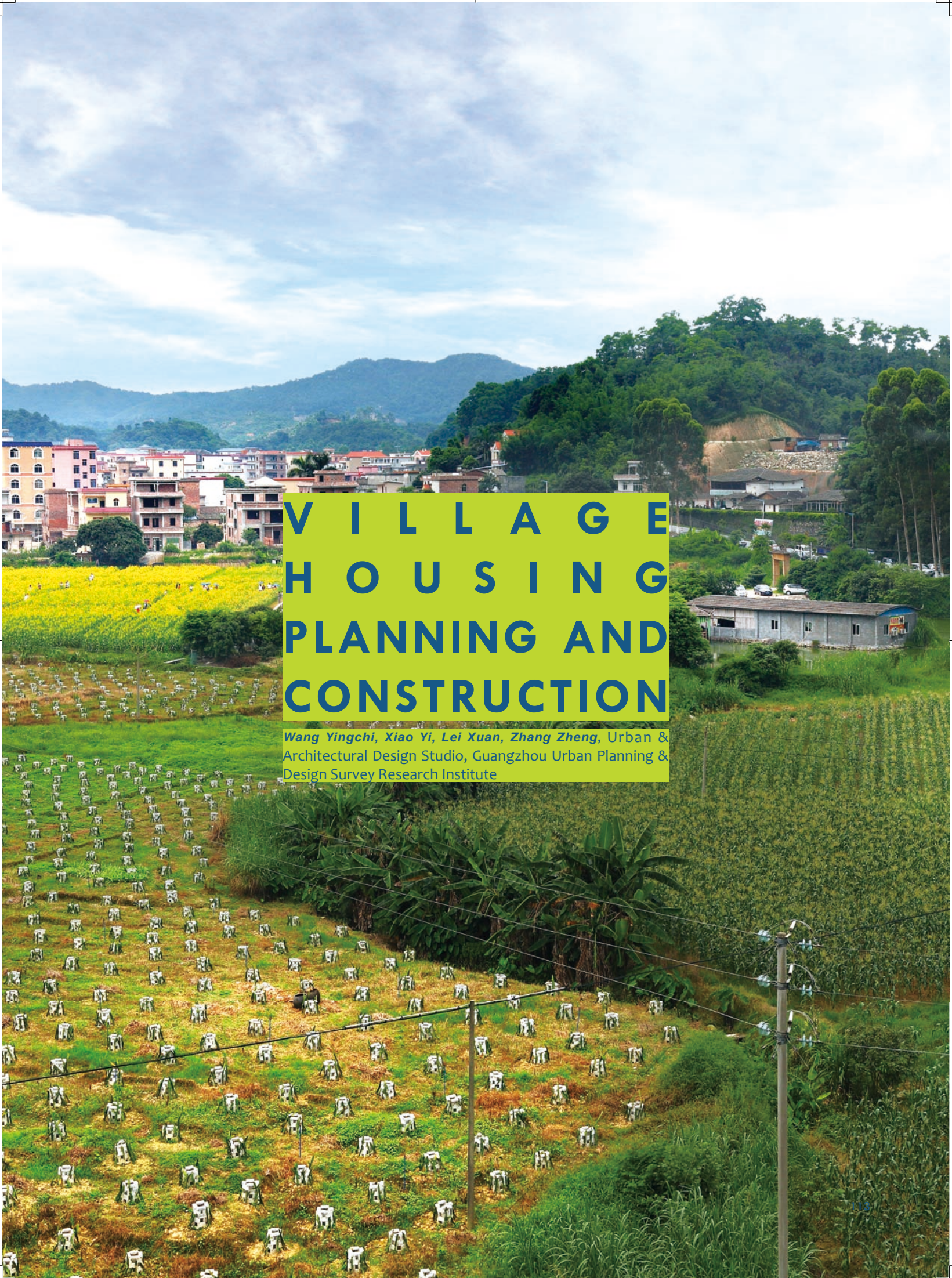
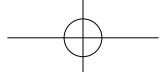
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# VILLAGE HOUSING PLANNING AND CONSTRUCTION

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Guangzhou lies in East Asia and enjoys the tropical humid monsoon climate. To adapt to the hot summer days, village houses are traditionally designed in a checkerboard type with three rooms and two corridors. Before reform and opening up, development in rural areas of Guangzhou was rather slow and the traditional features of houses continued in construction. With the rural economy becoming more dynamic and villagers wealthier, they began to build houses by their own, which led to disordered village housing structures and planning construction modes, and hence the introduction of rural housing policies centering on homestead management by the government. Actually, homestead management is only targeted at control of land instead of regulating house building mandatorily, which results in a lack of standardized management of rural housing structure and construction. Since reform and opening up, the out-of-order construction and various housing structures have adversely affected the village configuration and villagers' living environment. Therefore, Guangzhou began to explore new ways to standardize construction planning and management.

slowly and housing problems mainly centered on meeting basic residential demands of villagers. Village houses were mainly self-built by farmers. Rural housing construction, and management was dependent on local rules and regulations. Also housing construction order was maintained by reputable elders and villagers; for instance, in some villages, the head of the village would hold a bamboo stick horizontally and walked in the streets and alleys regularly, any buildings blocking his way would be regarded as squatter buildings and needed to be rectified or demolished. Due to the less developed economy and limited constructing techniques, houses were designed in the traditional way, and were not manifested as a prominent problem.

## EVOLUTION OF HOUSING POLICIES IN RURAL AREAS

### 1.1 Before the 1980s: Self Building Based on Local Rules and Regulations

Self Building Period Based on Local Rules and Regulations Valid for the Whole Village

This period marks a blanking period of rural housing planning and management. Rural economy developed

### 1.2 From the 1980s to the 21st century: Centering on Homestead Management

With the development of economy and prosperity of township enterprises, issues of village construction gradually gained prominence. Control Regulations of Villages' and Towns' Planning Construction published by the State Council in 1993 was the first law to abide by in terms of village and town construction. In this background, Interim Provisions of Residential Construction for Guangzhou Rural Residents (for short, the Provisions) were formulated by Guangzhou Municipal Government in 1995 to further standardize rural residential construction of Guangzhou. It was made clear that the Bureau of land and real estate was the competent organization of rural residential construction and Instrument of Ratification on

To cope with the hot weather, the ancients usually followed the layout principle of "facing water and the sun with its back to the hill" when building village, the best site for a village is a place facing the south, water, and the sun with its back to the hill in a natural environment. With its back to the hill, the cold current from the north would be obstructed by the hill, houses built along the hillside could save cultivated land and receive more daylighting with its good orientation. With houses facing water, houses could receive cool breeze from the south in summer, people could get access to water for life and production easily, rainfalls could be easily collected to prevent water logging, the closed proximity to water is helpful once building caught fire. With houses facing the sun, more day lighting could be received to create better living environment, especially in rain season. The traditional Guangzhou village is laid out in a checkerboard style. Generally, houses facing water with its backs to the hills, fruit trees and bamboo forests are grown at the back and along the right and left sides of villages, just like hedges. Buildings are built lower in the front and higher at the back on the hillside, most houses facing south with compact layouts, and streets in a regular pattern. Most villages have a semicircle geomantic pond at the front, an ante court is formed right between the pond and the buildings along it. Along the center of the ante court is located the clan ancestral hall of the village, right by which there are public buildings like family schools. Along the ponds are ancestral halls and private schools, which also form the square for exercise.



MAP. 9.1 Layout Mode for Traditional Villages

Source: Journal of Fujian University of Technology. Ecological Environment and Its Sustainable Development in Traditional Village and Town Residences of Guangdong [J].

PHOTO. 9.1 Realistic View of Traditional Villages in Guangzhou

Source: <http://news.xinmin.cn/shehui/2013/02/17/18652503.html>



Residential Construction for Rural Resident was used in administration, which made homestead management the core element in housing planning and management.

The Provisions, is an effective exploration into rural housing policies. However, the housing construction and management in this period was isolated and were not under direct supervision of planning and construction departments. Examination and approval as well as management were not complete, as a result, many problems existed. In practice, to bring rural residential constructions under control, the government built compact communities with common architectural features for rural residents in settlement areas. Under current management practice, this practice, is conducive to effective completion of rural housing planning and construction. However, this exploration, has aggravated government financial burden, and produced homogeneous housing. Therefore, it gradually received wide-spread criticism from the whole society.

### 1.3 Since the 21st Century: Market-economy Dominant

On the basis of 1995 Provisions, the Guangzhou municipal government issued The Provisions for Rural Villagers Residential Construction Land Management in Guangzhou, which states clearly that: “rural villagers when construct houses should comply with the regulations of land utilization, city planning and overall planning of various levels.” It is the first time that rural residential construction is incorporated in city planning

system. For villagers who have no quota for agricultural land transference or exceed the quota, no newly-added construction land should be given to him. At the same time, the principle of One House One Family has been established, to moderately enlarged average household construction area. In places where necessary conditions are satisfied, apartment residential forms should be promoted. To further implement Urban-rural Integration, Guangzhou municipal government issued Guidance over Rural Residential Building Planning and Construction in Guangzhou (for short, Guidance), further improving the application and approval procedure of rural housing planning and construction. All these practices set up new mechanism for rural housing development and management, untangle relations among government, villagers, developers and other interest groups, promoting standardized management of rural housing construction.

In this stage, governments have constructed most houses in villages, yet some new construction modes emerge, for the great burden on the government from financing, in spite of the prevention of disorder from peasants' building houses by themselves. Besides, heads at the grass-roots level took control of land as well as its distribution, who would possibly accept bribes and abused their power. To tackle with the above problems, Guangzhou municipal government began to introduce market disciplines into the construction of village houses, villagers could negotiate with developers based on their housing conditions and the real estate market around. Government is involved in this process as the third party and responsible for guiding negotiations and controlling

The traditional type of residential design in Guangzhou is a house with three rooms and two corridors. In the plane view drawing, it's a courtyard with houses on three sides symmetrically. There are three rooms in the main building with two rooms along the corridors and one courtyard. In the plane view drawing for separate parts, a room with 3-4 meters wide is a basic unit to form a three rooms and two corridors layout. Due to the strong solar radiation and to reduce exposure to the heat of the sun, the open inner court is usually less than 3 meters long and 4 meters wide. Among the three rooms, the hall in the center is laid out in an overt type with the two bedrooms on the left and right sides hidden and their doors leading to the hall. The house enjoys adequate lighting and is well ventilated. Usually there are no windows on the back wall according to the local customs for fear of wealth going away. The loft in the bedroom is used for storing

crops and odds and ends. Windows in bedrooms and lofts are often closed and it's dim there in contrast to the bright hall. Respectively, there is one room in front of each bedroom, serving as bedrooms, kitchens or storerooms. The main door down the aisle leads to the alleys in the village.

MAP. 9.2 Plane View Drawing of Houses with Three Rooms and Two Corridors

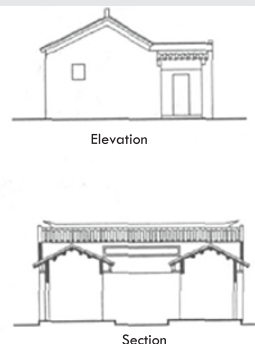
Source: *Journal of Fujian University of Technology. Ecological Environment and Its Sustainable Development in Traditional Village and Town Residences of Guangdong [J].*

MAP. 9.3 Illustration of Houses with Three Rooms and Two Corridors

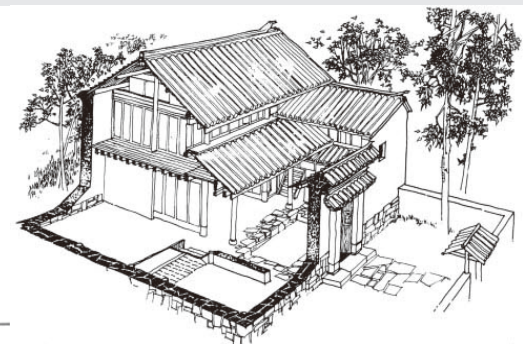
Source: [http://blog.sina.com.cn/s/blog\\_a52eelc4010g0id.html](http://blog.sina.com.cn/s/blog_a52eelc4010g0id.html)



MAP. 9.2



Section



MAP. 9.3





floor area ratio and urban landscape, eventually an agent constructing mode with government leading and villagers negotiating with developers is formed.

## CONSTRUCTION MODE OF VILLAGE HOUSES

Affected by city or county planning and policies as well as farmers' will of building their own houses. Guangzhou village houses have formed three modes, on the basis of years of practice, i.e. modes of self building, unified construction and agent-conducted construction

### 2.1 Self-building mode

The backgrounds for villagers to build their own houses were: first, planning management was mainly applied in urban areas and there had been inadequate supervision on villages; second, the rapid development of OEM township enterprises attracted large numbers of migrant population to find jobs in Guangzhou and the cheap village houses had become the compact community for them. Villagers began to build houses against regulations and laws (To gain the most possible rents). Buildings at that time were taller and more compact.

This mode was formed in market economy, for villagers to pursue to maximize their interests. Also without administrations from the government, village housing developed disorderly. Houses were rebuilt or newly built on the basis of homestead. The 5 to 6-story residences of a new type put an end to the traditional housing layout with side streets and alleys. Taller buildings would cause disputes among neighbors for lighting, borderlines and so on. Without proper government management, that could be only settled through negotiation based on local rules and regulations valid for the whole village and eventually, the housing construction pattern of maximizing individual interests and minimizing collective interests took shape.

### 2.2 Unified construction mode

To reduce the costs of urban land, Guangzhou municipal government adopted the development strategy of urbanization as giving priority to farmland and maintain the status quo of village construction land. There had

been many villages in the city encircled by urbanized areas with no farmland to cultivate. As urbanization intensified, village construction land in the city center became important land resources and villages were relocated as a whole to make room for construction land. In essence, by resettlement and removal of villages, village housing with low utilization ratio of land was converted into apartments and storied buildings with high utilization ratio of land and urbanized villagers became city inhabitants. Besides, some villages were required to move as a whole for the sake of building regional infrastructure of large scales and ecological safety.

Through strict management on homestead, the mode of unified construction prevented disorganized expansion of village self-construction. To keep the village dwelling environment from further deteriorating and to meet different needs, unified construction mode with the government dominant was most efficient undoubtedly, in which the government zoned village construction land and built standardized houses on the regular homestead. In the construction process, organs of political power at the grassroots level represented by the village collective dominated and villagers didn't play great roles in this process.

### 2.3 Agent-conducted construction mode

In highly urbanized regions, to realize the maximum value of land, with supports from the government, village collectives by using village land resources as the bargaining chip, attract social investments and urban residence developers to transform their villages into cities. After redevelopment, urban commercial residential buildings replace village houses. Villagers get subsidies based on areas of their houses and become urban inhabitants who live on rents and market prices of their apartments.

The mode of agent-conducted construction has effectively solved the problem of which redevelopment of villages were hard to carry out caused by inadequate funds of the government. The government isn't directly involved in housing construction. Instead, it works out a market-oriented solution through administration as setting criteria of redevelopment, policy guidance and market supervision. Also negotiations between villagers and developers help marketization of house construction.



## CASE STUDY OF THE SELF BUILDING MODE: MAWU VILLAGE OF BAIYUN DISTRICT

### 3.1 Background

Mawu Village is located in Baiyun District, Guangzhou City, with around 2000 local registered people and 20,000 migrant populations. Rents of collective property such as commercial and industrial factory buildings comprise the major part of the collective income. In 2010, the total income of the collective economy was 240 million yuan. Most of the 6 and 7-story buildings in Mawu were constructed around 1997, villagers were induced by economic interests to expand or enlarge their old houses on homestead. As a result, the dwelling environment deteriorated sharply.

### 3.2 Organizational Form

To improve villagers' housing environment and to meet the needs of newly set-up families, representatives such as the grassroots managers began to build new villages. Construction land for residences is delimited and land is divided based on areas of homestead that is distributed in a unified way. Land for roads and public service facilities is also strictly restricted by authority. Villagers who have been allotted homestead raise funds by themselves and build houses. Due to their limited financial strength, villagers have to rent their buildings to cover the costs except meeting their own housing needs. According to the surveys, costs of a building are about 500,000 yuan and it usually takes more than a decade to recover the costs.

For the lack of expertise and sufficient funds, when constructing, villagers tend to act in their best interests regardless of ventilation, lighting and safety, which leads to the deterioration of living environment. Due to the limited funds, building quality and material and appearance varies, and demonstrated the disorder of collective unconsciousness.

MAP. 9.4 Evolution of Housing in Mawu Village

Source: Guangzhou Urban Planning & Design Survey Research Institute. Design of Museum for Guangzhou Migrant Workers and Its Auxiliary Projects.



the 80s: the old village period

the 90s: the new village period

the 21st century: period of improving dwelling environment

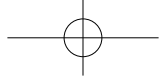
### 3.3 Architectural styles

The new village carries on the layout of the old one with the road system more regular: a main street runs through the village and is lined with the major business and public service facilities. Width of roads in the new village is almost the same as that of the old one. Also the new village enjoys a regular spatial layout for residences of villagers' line the streets in good order. There is no definite improvement in terms of public space and greening of the environment, for the construction is oriented to meet basic living demands of villagers.

In housing construction, the traditional characteristics of Cantonese folk houses are lost and houses are made of modern building materials like concrete bricks, concrete and reinforcing steel bars. Floor area is made the best use of in inner space of residences with the average area of homestead being 80 square meters. Their buildings are usually of 5 to 7 stories and apart from public space like stairs and corridors, houses are divided into smaller rooms of 8 to 20 square meters to meet needs of different renters. Rooms for small families are often square while there are living rooms, bedrooms and kitchens in houses for large families. If the residential area



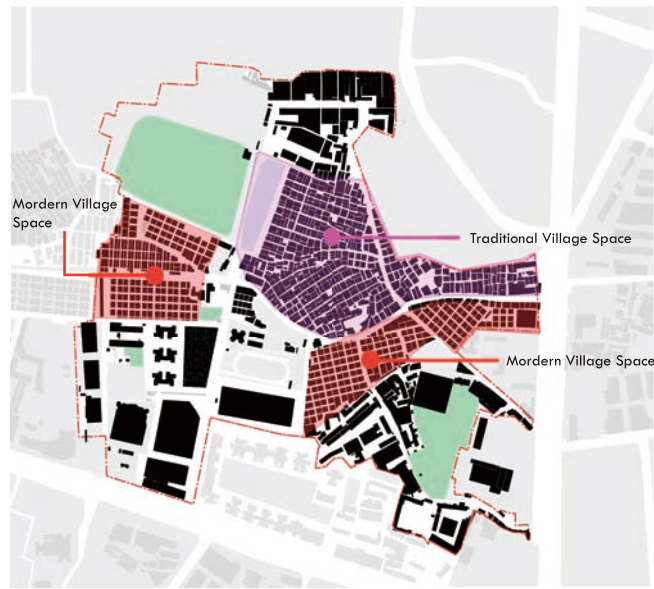




per capita is calculated as 10 square meters, apart from the public space, a 6-story building can house 30 people.

### 3.4 Effects

The new village has improved the dwelling environment and met demands of the newly started families to some extent. Yet there are no grounds for effective management in construction and unified construction is carried out on the basis of authority of heads of villages. Without legal grounds, the building experience is hard to spread. Due to the lack of sufficient funds, villagers are steered to maximize economic interests in construction. As a result, public living environment is ignored and there is no significant improvement in either the overall dwelling or inner environment for houses though basic public space is ensured by local rules and regulations valid for the whole village.



MAP. 9.5 Spatial Layout the Old and New Mawu Village

Source: Design of Museum for Guangzhou Migrant Workers and Its Auxiliary Projects by Guangzhou Urban Planning Design Survey Institute.



PHOTO. 9.2 Situation of Houses in the Old Mawu Village

Source: photographed by authors



PHOTO. 9.3 Situation of Houses in the New Mawu Village

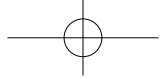
Source: photographed by authors

## CASE STUDY OF UNIFIED CONSTRUCTION: HEFENG COMMUNITY OF HUANGPU DISTRICT

### 4.1 Background

Hefeng Community is located in the north of Yonghe subdistrict of Luogang District, adjacent to Xintang Town of Zengcheng City in the east and Jiulong Town in the north. Up to 2012, there have been 3180 local people and more than 3700 of migrant populations. The community enjoys sound economy and sufficient disposable funds. A major part of the collective income is the rebate of state-owned land expropriated. Dividend for each village is only around 7000 yuan and the major source of their income is wages for working in the city.





Planning construction of Hefeng Community is carried out under the macroscopic background of building peasants' apartments, which refers to unified construction of Guangzhou municipal government started with pilot construction in some villages in better conditions. In this way, dwelling environment as well as the utilization rate of construction land is improved. There is something we may learn from the success of Hefeng Community: first, government conducting unified construction puts village housing construction into effective administration of the government. Second, villagers' participation ensures apartments built can satisfy the actual housing demands of theirs.

## 4.2 Organizational Form

Relocation and transformation of Hefeng Community as a whole is accomplished by demolishing houses on homestead in 10 co-operatives in its jurisdiction, covering an area of 87.6 hectares. Villagers are resettled in a new type of habitable ecological community rebuilt on an area of 30 hectares and also their future housing demand will be met. The 57.6 hectares homestead saved as well as the land for economic development returned in expropriation of development zone is utilized for developing collective economy.

## 4.3 Architectural styles

Hefeng Community follows the traditional layout of villages and is situated at the foot of hills and beside a stream. Youmashan forest park lies in the north and the geomantic pond in the central south. Public service facilities, public space and the memorial gateway to the new village line around the pond. The community is connected to the urban trunk roads by Hefeng and Jiuling



MAP. 9.6 Diagram of the Spatial Layout of Hefeng Community

**Source:** Guangzhou Urban Planning & Design Survey Research Institute. *Planning of Pilot Village in Beautiful Countryside Initiative of Hefeng Community, Yonghe Subdistrict, Luogang District.*

Road. Hefeng Road runs around the neighborhood and forms a circuit road network with roads in the community laid out like chessboard. Business and public service facilities line along one side of the roads out. The spatial structure is formed as one comprehensive public service center, one residential zone for villagers, a tourist service zone and two auxiliary residential zones.

There are two types of residences for villagers in Hefeng Community. There are 691 three to four-story terrace houses designed in a modern Cantonese style and built on slopes and 244 twenty-story in modern turret style. Most of the buildings face south to gain the most lighting. They are evenly lined along the longitudinal roads with spacing of 10 meters. The rebuilt village houses internally function like modern residential buildings with the greatest difference in whether housing areas meet demands of villagers who seek for the best economic interests. Big families often demand more apartments with small average areas for each while households with fewer people would like spacious apartments to improve the quality of living. So the internal features of buildings reflect villagers' diverse needs. Generally speaking, Hefeng Community is a typical new type of community based on relocation and redevelopment as a whole and looks almost the same as urban downtown housing estates in architectural style and spatial structure except in construction mode with its building still following the layout of traditional villages.

## 4.4 Effects

Hefeng Community is transformed based on the principle of "The decrease of rural construction land should be linked with the increase of urban construction land." The precondition is not to reduce areas of farmland and the objective is to build a new type of highly modernized, distinctive, and ecological inhabitable community fit for industry agglomeration according to the unified planning. Peasants exchange their homestead (including village land) for houses or apartments in the community and land of production and living auxiliary facilities for community function on the basis of certain criteria. Construction land saved could be marketed to provide funds. Meanwhile, a framework of a new type of management and service will be established. With improved supporting facilities, this community will be a beautiful village of complete functions.





# CASE STUDY OF AGENT-CONDUCTED CONSTRUCTION: LIEDE VILLAGE OF TIANHE DISTRICT

## 5.1 Background

Located in the central south of the business center of Tianhe District, Guangzhou City, Liede Village is only 1 kilometer away from Garden City Plaza, the city's living room. It's a region of rivers and lakes with a history of over 900 years, covering an area of 33.63 hectares, population 7865 of 3167 households. (Before 2007, municipal government of Guangzhou forbade direct investment or developers to get involved in redevelopment of villages in the city and the lack of funds became a great impediment. To push forward redevelopment of villages in the city).Guangzhou government listed Liede Village as the first village to conduct all-round redevelopment.

The master plan is that "governments dominate and the village puts it into practice." The municipal government and government of Tianhe District don't make investments and instead they determine the proper FAR of buildings and balance funds to guarantee material benefits of villagers and expansion of collective economy, to improve the overall looks of the district and to preserve the traditional culture. The concrete measures are to bring along the overall redevelopment of the old village by infrastructure construction such as building of Liede Bridge, municipal roads, and metro line 5, dredging of Liede branch of the Pearl River, as well as developing the underground space of Zhujiang New Town. Land of the village is replanned and used for different purposes from the past with all houses demolished and rebuilt. This is a great leap forward in the development of the village and pioneering practice in Guangzhou and even the Pearl River Delta, which is a typical case of "redevelopment on the old site and rebuilding as a whole".

Liede Village is the first successfully redeveloped village in the city after the municipal government lifted the control on involvement of developers and its redevelopment is significant and representative. Developers have offered building expertise and sufficient funds with indexes like public space and ratio of green space abreast with those of the city and this kind of developing mode also changes layouts of the village and urbanizes both the village and villagers.

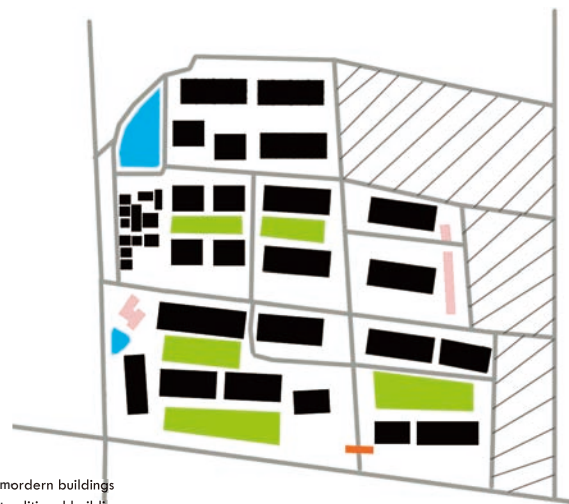
## 5.2 Organizational Form

Redevelopment of Liede Village is different from the redeveloping of old neighborhood in the government-dominant mode in the past in initiating the practice of villagers' exchange land property right through



land auction for developers' estate (apartments for resettlement). To ensure the smooth progress of redevelopment, organs at grass-roots level of Liede Village and Liede Economic Development Company made the preliminary plan for compensation of removed villagers' houses and resettlement in redevelopment of old Liede village. The compensation principle is 1 square meter legal construction demolished for 1 square meter of apartments for staged resettlement and the upper limit is 4 stories. Only floor areas of houses with legal certificate of title count.

In this process, Liede Village is divided into three zones in which different forms of redevelopment are carried out and the zones are for resettlement, economic land and financing transfer land. In the zone of resettlement, apartments are built for villagers of Liede who lost their houses after demolishing. On economic land, a five-star hotel is constructed and operated as the supporting project of the collective economy from which villagers can get long-term dividends. The financing transfer land is auctioned at 4.6 billion yuan as payments for



Legend: modern buildings, traditional buildings, open space, pond

MAP. 9.7 Diagram of Spatial Layout of Liede Village Source: drawn by authors



rebuilding, resettlement and removal in the future 3 years.

### 5.3 Architectural features

Liede Village is integrated into the city after its redevelopment, and transformed into an urban community with village collective features such as the collective framework and economic organizations and agnation. Land is divided into four zones after rebuilding as commercial development zone for auction of land, collective economic development zone, resettlement zone and traditional folk architecture rebuilt zone.

There are altogether thirty-seven 26 to 40-story slab blocks and public facilities like a kindergarten, primary school, middle school, vegetable market, bank branches, several sports grounds, and green belts in the resettlement zone, making it a new village with features of typical urban communities.

In continuance of traditional culture, Liede branch of the Pearl River and the geomantic pond—Cigu Pond to keep the dragon boats are well preserved; 5 representative ancestral halls facing the water are rebuilt; the pond, halls together with the square between them, comprise the cultural zone of agnation ancestral halls. The village center park in the west of the northwestern part of the village, the municipal cultural relics—the Dragon Mother Temple and the lotus pond, schools, kindergartens, cultural zone of agnation ancestral hall, Liede Culture Square, cultural exhibition hall, boulevard, and the waterside landscape compose the cultural heritage belt of Liede, which shows the continuance of culture. Besides, a business street of building styles of Ming and Qing Dynasties is rebuilt in where the banks of the river were originally. Ancestral halls of different clans are reconstructed near to the resettlement zone and docks are built for the dragon boat race in June every year to carry on that tradition lasting for hundreds of years.

In design of apartments, there are altogether 12 types with floor areas from 50 to 240 square meters for rents and villagers' own use respectively based on their needs in the resettlement zone. And the design principles are

that rooms with different functions are divided into living areas and bedrooms with kitchens and toilets separated from other areas in compact layouts. It's emphasized that rooms should be comfortable to stay in with practical functions and every household can enjoy artificial or natural landscapes inside their home, especially for those living along the Pearl River with at least three rooms facing the water in their apartments. Besides, 98% of the apartments facing south enjoy sound ventilation. In terms of external features of the buildings, colors of black, white and grey usually adopted in traditional residential houses are used and vertical lines are stressed when designing to make the buildings look tall and straight. The modern architecture with historical significance is easily integrated into the surroundings of Zhujiang New Town and gives more delights to watch along the Pearl River.

### 5.4 Effects

In redevelopment of Liede Village, cultural factors have been taken into consideration fully and are used to quicken the steps of removal and improve villagers' acceptability and satisfaction with the resettlement. New ideas are raised in modes of removal, compensation and resettlement after villagers lost their land and houses, which can be used for references for the state with regard to compensation of removed villages in cities, welfare of villagers, effective utilization of land in village, improvement of local environment as well as promotion of economic development.

In redevelopment of residential houses, villagers' demands have been taken into account and apartments are provided to them to the utmost by designing small apartments to meet their needs of starting new families. The hotel as the collective estate offers a steady income for villagers in the form of dividends. With regard to the city image, the redevelopment of Liede Village has also solved problems left over by history during the period without planning and improved the overall image, usage of public space and service quality in the central areas of the city.



PHOTO. 9.4 Residences in Liede Village  
Source: photographed by authors



PHOTO. 9.5 Residences in Liede Village  
Source: <http://www.quanjing.comshare301-1215.html>





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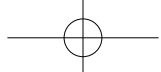
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# PRESERVATION OF CULTURAL HERITAGE IN VILLAGE PLANNING AND CONSTRUCTION

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**V**illage culture is a social culture formed by genetic connections and family relationships that reflects the humanity awareness of a village as a group. Attentions have to be paid to different strategies of preservation of material and non-material carriers of village culture in planning villages of different characters and under different strategies of village renovation and even greater attentions have to be paid to coordination and collaboration between planners and government agencies, villagers and social organizations.

*This paper describes the characteristics of village culture in Guangzhou. Cases on Langtou village, Huangpu village and Shawan village are studied to explain the farming-reading culture, trading port culture and clan culture that are typical in Guangzhou's village culture and strategies are hence proposed respectively for preservation of different types of culture in village planning. This paper also explains in detail the coordinating role that planning authority shall play in preservation of village culture during the process of village planning and construction.*

## FEATURES OF VILLAGE CULTURE

Village culture in Guangzhou embraces not only the traditional Chinese farming-reading culture, but also trading port culture that is typical to Lingnan area and clan culture featuring ancestral worship.

### 1.1 Traditional Chinese farming-reading culture

Against the backdrop of traditional farming civilization in China, well-off families, influenced by imperial examination system, would send their male offspring to school. This mixed life style of farming and reading lays the foundation for farming-reading culture. Farming is for subsistence and reading for upbringing. A successful farming-reading family is usually the role model for the

entire village. Origins of quite a number of villagers in Guangzhou trace back to Central China and their ancestors moved here together with traditions that emphasize agriculture, virtue and education, which is the farming-reading culture that has been carried on in China for generations.

### 1.2 Trading port culture with Lingnan features

Located in Lingnan area of China, Guangzhou has a unique Lingnan culture: mercantile, pragmatic, open, tolerant, hedonic, and straightforward. Different from the tradition of emphasizing agriculture while restraining commerce in Central China, most villages in Guangzhou encourage commercial activities. In a century following the third Canton System since 1757, foreign ships

#### BOX 10.1 NURSERY RHYME

“Under the bright moon, riding a white horse, a fine young scholar, passing a lotus pool.... He sets free a carp of eight feet. On the head of the carp is a lamp; inside the carp is a classroom. The classroom is fair and square, sets a stool and he starts writing....” This children's folk rhyme was popular in Lingnan area. Expressing the expectation of the elderly towards their offspring in education, it offers a vivid picture of the farming-reading culture in Lingnan area.

#### BOX 10.2 CANTON SYSTEM

In 1757 the Qianlong Emperor banned all foreign ships from ports only except Guangdong Customs and Guangzhou became the single port of Qing Empire being left for foreign trade. All foreign ships that carry commodities shall not berth along rivers and shall only be anchored at Huangpu port. This is the so-called “Canton System” or Single Port Commerce System, which in the next 85 years offered a privileged trading environment for Huangpu Village and made it almost the richest area in Guangzhou.

#### BOX 10.3 CLAN AND TRADITIONAL VILLAGE

Clan is an organization formed by core families with blood ties for the sake of survival and safety, present in traditional villages. Before 1960 in China, most villages are the living places for people of the same surnames, while the place where a big clan lives turns into a town.

PHOTO. 10.1 Worshipping ancestors at an ancestral shrine in Guangzhou  
Source: [http://www.yunshweb.com/ys\\_zzsq\\_01.html](http://www.yunshweb.com/ys_zzsq_01.html)





gathered at ports on the outskirts of villages along the Pearl River of Guangzhou and inside villages, trade-related handicraft entrepôts and commercial spaces gradually took shape, forming an important part in Lingnan's port culture.

### 1.3 Clan culture featuring ancestral worship

Lineage is a type of hierarchy that defines affinities based on blood relations in family-centered traditional Chinese society. Lingnan area has preserved the most complete clan and lineage system in China. Clan culture in Guangzhou villages features ancestral worship and is typically represented by family rules and genealogical books which, as parts of folk culture, are formed and passed down in hundreds of years within the same clan and family group. Clan system is the kinship system consists of patriarchy, ancestral shrine, clan property, clan school, genealogical book, head of clan and family discipline.

## BASIC STRATEGIES FOR PRESERVATION OF CULTURAL INTEGRITY IN VILLAGE PLANNING

### 2.1 Different types of villages

Preservation and inheritance of culture in village planning of Guangzhou includes two types: traditional village planning and urban village renovation.

- *During the planning and construction of traditional villages*, the traditional physical spaces are preserved, ways of life and production extended and upgraded, social relations within villages extended and village culture preserved and passed on.
- *During urban village renovation*, changes take place in living spaces, ways of production, as well as material carriers of village culture. However, what need to be



PHOTO. 10.2 Liede village after renovation, events in front of ancestral shrine  
Source: <http://act3.2010.qq.com/3636/work/show-id-1606.html>

preserved are the clan traditions connected by blood ties. During village planning, preservation or relocation of ancestral shrine is one of the ways to preserve clan culture, and later, public space designed with ancestral shrine as the center provides a new carrier of village culture, where villagers are able to carry on their social connections and cultural events. For instance, the traditional ancestral shrine preserved in the renovation project of Liede village serves as the symbol of its village culture, as well as the bond for cultural inheritance (Photo.10.2 & 10.3).

### 2.2 Strategies for preserving cultural heritage

During village planning and construction in Guangzhou, strategies have been formulated to protect material cultural carriers and non-material cultural heritage.

Physical carriers of village culture are mainly village layouts, buildings, ancestral shrines, alley spaces, old trees, ancient wells and paifangs (monumental arches). The extension of Guangzhou's village culture requires the protection of carriers of village culture. Upon repair and adaptation of these structures, village culture can be revitalized. Strategies for preservation of physical cultural heritage are:

- To protect the overall village landscape and layout, to seek balance between protection and development, and to draw up areas for new buildings and the protection of farmland.
- To repair, renovate and reuse old buildings with importance of village cultural heritage.
- To reshape village public space, typical historical or environmental elements such as paifangs, ports, old trees and wells shall be preserved and stressed in combination with village public space. For example, the preservation of a big banyan tree at the entrance to Longtan village in Haizhu district reconsolidates the collective memory for the gateway to the village.



PHOTO. 10.3 Liede village after renovation  
Source: <http://www.changye.com.cn/bbs/viewthread.php?tid=44891>





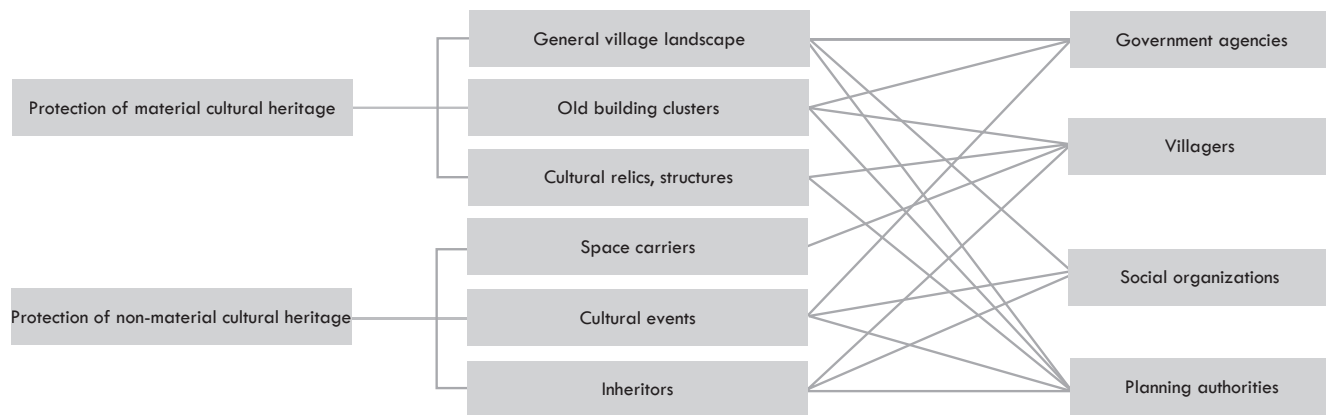
Village culture in non-physical form is reflected in folk customs, festivities, literature and arts, music and dances, traditional operas and skills. Strategies for preservation of non-material cultural heritage are:

- A. To preserve carriers of non-material culture, such as buildings, places, and structures related to anecdotes and historic stories.
- B. To promote festivities and to ensure events reflecting village culture to be carried on in future generations.
- C. To train inheritors of non-material cultural heritage.

### 2.3 Working mechanism

Protection of village cultural heritage requires joint efforts from various government agencies, villagers, social organizations and planners. Villagers are the main players in protection of village cultural heritage and their participation is crucial. Competent departments for protection of cultural relics and urban and rural planning authorities need to work together to draw up the protection scope for historical buildings. Land authority shall set the boundary of land for the development of villages. Financial departments shall offer subsidies to some extent. Tourism authority needs to be involved in tourist planning. Social organizations shall be involved in festivities planning. While planners shall consider all needs and requirements from all stakeholders and reflect them in the village planning.

FIGURE 10.1 ORGANIZATION OF STAKEHOLDERS PARTIES FOR VILLAGE CULTURAL HERITAGE PROTECTION



Source: drawn by authors

#### BOX 10.4 JAPANESE BUILDING IN HUANGPU VILLAGE

In 1900, villager Feng Zuopin went to Japan for study, and later married a Japanese girl, who was said to be the niece of Japanese Emperor Hirohito. It is said the Emperor gave a sword to them as wedding gift. The couple later returned and settled down in the village. Mr. Feng built a three-story building of Japanese style to sooth his wife's homesickness. After the fall of Canton in Anti-Japanese war, a troop of Japanese soldiers came to Huangpu village, Mr. Feng's wife came out, holding the sword up over her head, and stared at those soldiers. At the sight of the sword, all Japanese soldiers knelt down, and withdrew from the village and no Japanese soldiers ever returned. Hearing this, villagers from nearby villages came to Huangpu for refugee, and the village became a "sanctuary." Now, the building is hidden in the middle of new buildings in the village, the old memory is almost buried in time. The owner of the building doesn't live in it anymore. In the village planning in 2002, the "Japanese building" was listed as protected structure and repair plan was established. The protection and reuse of the Japanese Building commemorates the glorious days of Huangpu village, reflects the opening mind and tolerance of the villagers, and serves as a symbol of people-to-people relations between China and Japan.



PHOTO. 10.4 Japanese Building in Huangpu Village  
Source: <http://www.gzgc.gd.cn/show.aspx?id=510&cid=39>



## CASES

Langtou village, Huangpu village and Shawan village will be used as typical cases for farming-reading culture, trade port culture and clan culture in the following article to summarize the experience of collaborative planning in protection of village cultural heritage.

### 3.1 Langtou Village—heritage of farming-reading culture

Langtou village is located in the belt of plain and pool to southwest of Tanbu town, Huadu district, Guangzhou. On the south side of the village are huge swamps with flourishing grass, the village sits on the hillock by the lake and that's how the village was named. Langtou village is one of the historical villages in China, and is distinctive with a comprehensive cultural system that showcases farming-reading tradition. Farming-reading culture runs through the village's history of over 600 years. During the village planning, various parties collaborated closely. The efforts on preservation of historical buildings led by competent department for the protection of cultural relics, the plan for the promotion of tourism proposed by tourism authority, the rearrangement of public spaces carried out by planning authority and the Taro Festival and promotional events of village culture organized by Tanbu town government all contributed to the preservation of village cultural heritage(Photo.10.5, Photo.10.6).

- Backgrounds

Langtou village has the reputation for taking education seriously and has a long history of farming-reading tradition. Langtou village was renowned for 15 jinshi (scholars who passed court exam), 10 juren (scholars

who passed provincial exam) and 15 xiukai (scholars who passed entry-level exam). Scholars who passed imperial exams set role models for future generations and became symbols of the farming-reading tradition of Langtou village. There are a large number of well-preserved academies in the village, with 388 historical buildings, 34 bookrooms, bookshops, 18 ancient alleys and 17 blockhouses. The ancestral shrine and academies in the south part of the village, in particular, were well preserved and stands in a line with magnificence(Photo.10.5 & 10.6).

With the construction of new villages, Langtou village's tradition is gradually hollowed out, with bookrooms and bookshops left empty and historical buildings neglected. Symbols of farming-reading tradition in the village such as flag post stone, imperial edict announcing pavilion and imperial edict arch were left unattended, and the cultural heritage is no longer important to villagers.



#### BOX 10.5 SCHOLARS AND SAGES THROUGH GENERATIONS, MODEL OF FARMING-READING FAMILY

It's the story of Huang Hao, 14th generation ancestor of Langtou village who lived in Chenghua years of Ming dynasty. It is said he held important position in the court after imperial exam, and made great contribution during disaster relief. He was credited as "County Sage" by villagers. It is even more worth mentioning that he had 5 out of 7 sons passed the imperial exam and held official posts in the court later on. The 7th son, Huang Yannian won the first place both in provincial and court exams. In honor of his great achievements, the southern part of Langtou village was called Erfang (Second Son) Alley, while the northern part Qifang (Seventh Son) Alley.

PHOTO. 10.5 & 10.6 Academies of Langtou village  
Source: photographed by authors





MAP. 10.1 General plan of buildings adaptation in Langtou village

Source: Adaptation planning team, South China University of Technology.

#### • Historical legacy as public space

The large cluster of historical buildings in the village sits on north and facing south. It is very typical in Guangdong province. Among the academies in south part of the village, buildings with both caldrion ear shaped gable and triangle gable co-exist in harmony and historical elements such as flag post stone, imperial edict announcing pavilion are scattered in between. A planning strategy called Historical Legacy as Public Space was therefore proposed.

##### A. Adaptation of old buildings

To preserve the architectural carriers of farming-reading culture, it's important to avoid the loss of architectural characteristics in village renovation and old buildings shall be renovated, repaired and revitalized. Experts on historical buildings from the school of architecture of SCUT prepared mapping in details for the historical buildings in Langtou village and formulated restoration plan. The restoration work for Nanyegong academy and the Ancestral Shrine of Huang Clan has now been completed.

Tourism authority of Guangzhou city participated in the compilation of tourism planning chapters of *Langtou Village Preservation Planning*. They believe that tourist development is helpful for protection and reuse of

historical buildings and the protection of village cultural heritage. Historical buildings in the village can be reused for exhibitions and displays of farming-reading culture, non-material culture and history of Lingnan architecture and as art studios.

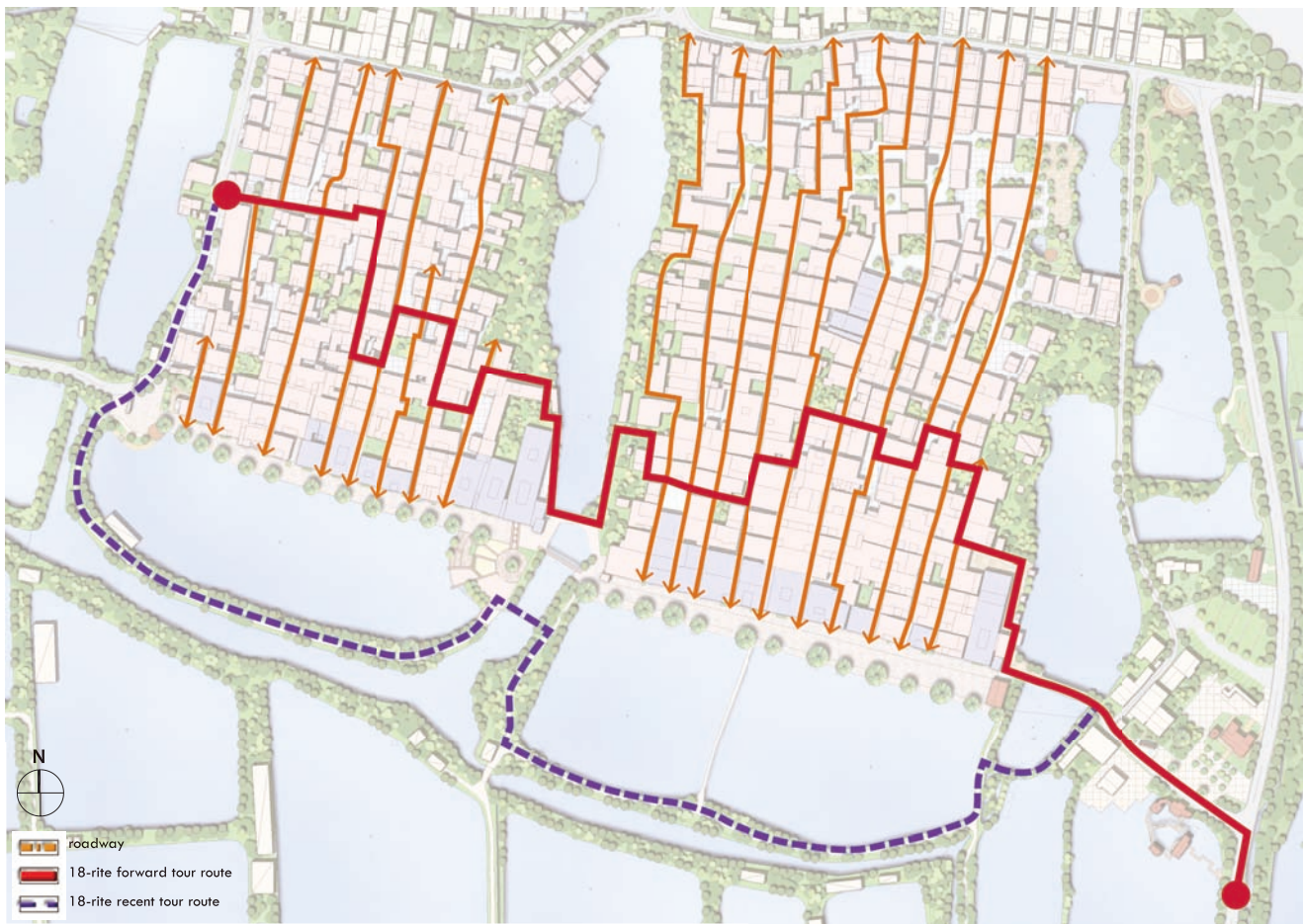
##### B. Combination of historical space and public space

During the planning, historical spaces that bear cultural marks such academies, flag post stone, imperial edict announcing pavilion and imperial edict arch are integrated with public space system. This system consists of several scenic nodes including academy cluster, South Avenue, imperial edict arch, imperial edict announcing pavilion as well as flag post stone square. These historical spaces as public spaces are on the tourist route designed by tourism authority. Visitors are exposed to the farming-reading culture of Langtou village when they walk around in the village admiring the beauty of historical buildings.

##### C. Combination with the experience of ancient alley space

There are 18 alleys of south-north direction in Langtou village, all perpendicular to the pool in the south end of the village and are in the same direction as wind blows. Air temperature drops after passing the pool, and flows northward through alleys and cools down them. It is an example of eco-friendly design of Lingnan villages. By





MAP. 10.2 18-rite planning

Source: Adaptation planning team, South China University of Technology.

taking account of suggestions from tourism authority, the planner proposed the project of “Langtou-18 rites” which corresponds to the 18 alleys, each offering education of one of the traditional manners, and finally leading to the Qingming Bridge, symbolizing the final growth.

- “Taro Festival” event planning

Tanbu town where Langtou village is located in has a long history of taro planting. Taro from here had been exported to Singapore and Canada in 1980s. However with the development of modern economy, the economic value of taro in villagers’ income has been reduced and planting tradition of taro over thousand years is gradually disappearing.

Tanbu government combined their efforts in taro promotion and the promotion of the profile of Langtou village. Tourism planning authority designed Taro Festival events with an opening ceremony, food carnival and sightseeing of historical village. The South Avenue of Langtou village was planned as the venue for Taro Festival, which is close to academy cluster, bringing academy culture into taro festivities. Annual “King of Tanbu Taro” and second and third largest taros are selected and publicly auctioned. All the proceedings went to Taro Scholarship to aid needy students. For instance,

the auction of the first three largest taros during the third Taro Festival brought about RMB 286000. A series of excellent and themed restaurants were invited for on-site fair during food carnival. Folk art performances and exhibition of traditional village architecture are held as tourism promotion events.

BOX 10.6 TANBU TARO

According to local annals, “Tanbu Taro is famous; most taros are planted together with ginger. The advantage of this place is loose surface soil and once cultivated properly, the quality and quantity of taro is excellent.” Topsoil is rich in phosphorus and potassium to hold protein. Taro from here is renowned for big size, rich starch, and good smell. It adds great flavor when used for cooking. It’s said during one trip Emperor Qianlong tasted steamed pork with taro at a local restaurant in Tanbu, and praised for the taste. He ordered the local governor to send Tanbu taro to the court annually, thus making Tanbu taro famous nationwide.





### 3.2 Huangpu Village—preservation of trade port culture

In July 2006, Götheborg visited Guangzhou, reminding Cantonese of old Huangpu port. The wooden replica of Götheborg’s visit to Guangzhou is 261 years later since its original ship docked at Guangzhou. Old Huangpu port is one of the origins of “ancient maritime silk way”, also one of the destinations of “East Voyage”. It is an important stop of the revisiting trip of Götheborg. “Maritime silk way” was the sea-lane of trade and cultural exchange between ancient China and foreign countries in ancient time. During Sui and Tang dynasties, it’s known as “Canton Sea-lane to Overseas”, and with a course over 14000 km, it was the longest one around the globe during that time. The concept of mercantilism is deeply rooted in Guangzhou and trade port culture is well received among Cantonese people. Huangpu village is an important epitome of such cultural heritage and development.



#### • Backgrounds

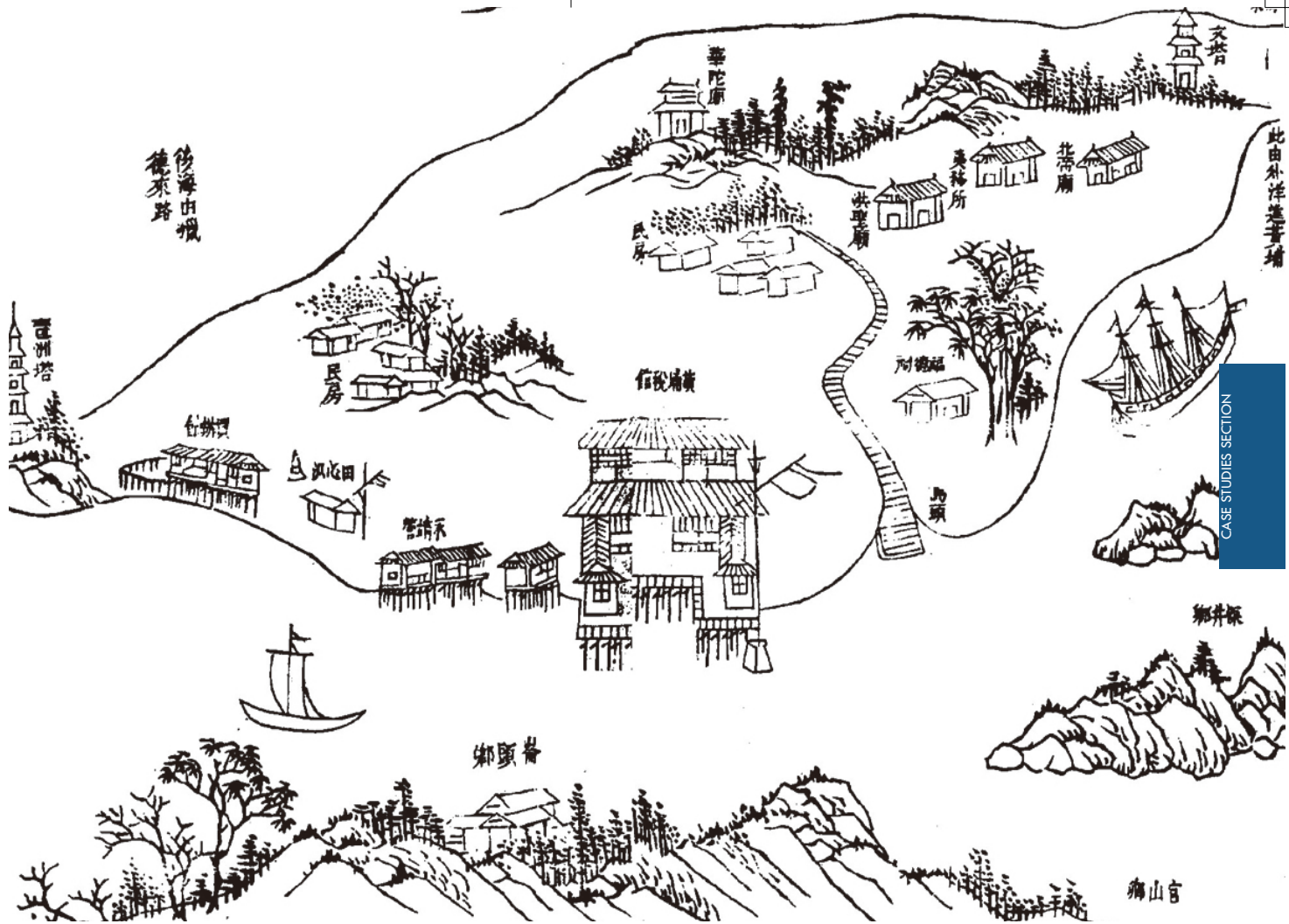
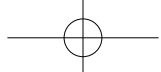
Sitting on the west part of Old Huangpu village, Old Huangpu port was the joining point of two Pearl River lanes during Qing dynasty. It’s watercourse of choice for its wide water surface. It’s impossible to determine the exact locations of old buildings of original Huangpu port, and unauthorized structures stood on both sides of the pier. A ditch is on the east side of the pier while on the left, a fish pond. To restore the ancient glory of old Huangpu port, and to welcome the visit of Swedish King and Götheborg, Guangzhou municipal government decided to redesign and renovate this area, in an attempt to reproduce the atmosphere of an ancient port. Buildings of the original Huangpu port were reconstructed including Huangpu Custom Office, Foreign Affairs Office, Comprador Office and Yongjing Camp, which were later turned into the museum of Maritime Silk Way.

#### BOX 10.7 GÖTHEBORG

In 1738, Swedish Eastern Indian Company started building ships at Götheborg port for Sweden to open its own trade route; the ship built was named Götheborg. Götheborg visited Guangzhou three times. The ship sank at KniplaBörö on its third voyage back on September 12, 1745. In 1984, Sweden, together with some European cultural and maritime organizations planned to build an 18 century-style ship and sail to China, revisiting the glory of Götheborg. Götheborg set out from Götheborg port on October 2nd 2005 to China and arrived at Guangzhou on July 18th, 2006.

PHOTO. 10.7 Statue of Götheborg  
Source: photographed by authors





CASE STUDIES SECTION

MAP. 10.3 Map of Huangpu Port from *Guangdong Custom Records*

• Recreation of the old port

According to the description of old Huangpu port in *Map of Huangpu Port* from *Guangdong Custom Records*, the original Huangpu Custom Office was the biggest building, closely located on the west side of the pier, on north-south axis in symmetry. In the front, its U shape platform stretched over the water with rail structure, with flag post clamps stood on one side. The latter part was a two-story main building of three-room wide with

hip-and-gable roof. The corridors on both sides led to the platform. Yongjing Camp, Comprador Office were both one-story, on the west side of Huangpu Custom Office along the river in a row. However, Foreign Affairs Office was located inside the village, neighboring Pak Tai Temple. According to the speculations of the author, it was built in the quiet village instead of the noisy port along the river, because it dealt with formalities for foreign ships and foreigners to enter and exit Guangzhou, as well matters related to trade.



PHOTO. 10.8 & 10.9 Old Huangpu port after renovation  
Source: photographed by authors





MAP. 10.4 Old Huangpu port Site Plan

Source: South China University of Technology. *Environment renovation and architectural design in scenic area of old Huangpu port*

The planning authority factored in the time and circumstances and proposed the plan of “interaction between port and village”. To reproduce the atmosphere of the trading port in history, the planners and designers, upon careful study of the history of Huangpu port, carried out an overall design of the port area using urban design concepts and reshaped the old port space with landscape renovation, architectural design and modern building technologies.

Tourism planning authority intervened at the right time, proposed a plan to build the old port into a Spot of Cultural Park integrating exhibition, entertainment, and leisure. Tourism plan was materialized during the planning; the scenic area of old port was divided into four functional parts: commemoration area, old port park area, walkway catering area and village square. Commemoration area takes the form of a museum housing the exhibition of Guangdong Custom. It consists of Huangpu Custom Office, Yongjing Camp (barrack), Comprador Office, Foreign Affairs Office and Exhibition Street. These buildings were reconstructed based on the descriptions in *Map of Huangpu Port* and *Guangdong Custom Records*, reproducing the scenery of the old port and offering an opportunity for visitors to experience the

so-called Canton System.

- Revitalization of commercial space in alleys

After the decline of the old Huangpu port, the hustle and bustle street view never came back, and alley space became empty. Corresponding planning strategies were formulated to address this issue in village planning and construction after 2002.

#### A. Village layout preserved for trade port culture

After interviews with villagers, a full picture of the village culture was grasped. The open space system of former neighborhood, street, land and alley were extended in the planning, so were the old names of the streets and lanes, bring antique flavor to visitors. Granite slabs were paved for horse wagon to ride on. The layout of one port and two towns is still visible up to date. Villagers were encouraged to sell their produces in open space at alleys and pier square to create a hustle and bustle commercial atmosphere.

#### B. Reproduction of Prots—treet Commercial space

Original buildings along the Huangpu Straight Street were rehabilitated according to historical data during the planning, commodities display shops as well as teahouse,



chess room and cold drink bar were set up to meme the original functions. Also, tourism routes were used in the planning to link the street up with the pier and other spaces, and to help visitor recall the glorious trade port scene of the old time.

- Preservation and promotion of port culture-birthday celebration of Pak Tai

Birthday Celebration of Pak Tai is the celebration activities of villagers to offer sacrifice to Pak Tai and to pray for safety for their sailing in the sea. The event used to take place on the square for its convenience in terms of transport; villagers still miss the days watching the big show while boats gathered in the pier. The size of crowds was the indicator of the level of local economy and artisanship. The special craftsmanship was passed on thanks to modern technology. Though the flourishing scene of old Huangpu port disappeared, the tradition and craftsmanship during the trade port period are carried on and each year on March 3rd, villagers still organize the celebration to pray for peace.

During the village planning, Pak Tai temple (Yuk Hui Kung), which was first built in Norther Song Dynasty, was fully renovated for villages to stage annual temple fair and to promote craftsmanship. Also, municipal cultural and tourism authorities offered great support in advertising the celebration to overseas. The celebration

activities include plaque hanging, sacrifice offering, and performance. Villagers sometimes offer free banquet and it is quite a view. Arts and entertainment of Lingnan characteristics are on show during the whole event including performance, street parade, folk dance and Cantonese opera. The celebration, together with the tour of Huangpu village, provides visitors with a touch of trade port culture of the village.



PHOTO. 10.10 & 10.11 Huangpu Straight Street after renovation  
Source: photographed by authors

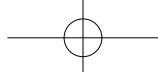
BOX 10.8 PAK TAI BIRTHDAY AND PAK TAI TEMPLE

Birthday celebration of Pak Tai is a folk cultural event popular in the Pearl River Delta which integrates folk religion, social interactions, and entertainment. Pak Tai, also known as Xuanwu, Zhenwu is the God of Water in Taoism, holding an important place according to believers. Old Huangpu village sits on the mouth of the Pearl River and is vulnerable to natural disasters including flood. Thus, villagers built a temple for Pak Tai to seek his blessing for safety and peace. Villagers led a peaceful and safe life after the temple was erected. To show their gratitude, villagers celebrate and offer sacrifice on birthday of Pak Tai, March 3rd. The Pak Tai Birthday celebration of the old Huangpu village on March 3rd has been a great event, more than merely a birthday of God they worship, but also a temple fair for villagers from neighboring villages.



PHOTO. 10.12 Pak Tai birthday celebration  
Source: <http://www.doyouhike.net/city/guangzhou/12/834856,0,0,0.html>





10

PRESERVATION OF CULTURAL HERITAGE IN VILLAGE PLANNING AND CONSTRUCTION

PHOTO. 10.13 Shawanbei village  
Source: <http://www.nipic.com/show/1/62/a/1574dece101cd5b.html>

### 3.3 Shawanbei Village—preservation of clan culture

Sitting in Shawan town, Panyu District, Guangzhou, Shawanbei village is the core area of the historic town of Shawan, with a history over 800 years. Liu Geng Tang, a provincial-level protected historical site and San Ren Ting, the birthplace of Three Brothers of He Family who are distinctive representatives of Guangdong music, Chepi Street, Guang Yu Tang are also among them. Shawan performance, a folk art originated in Ming dynasty, is famous throughout the nation.

#### • Backgrounds

Shawanbei village has a long history that dates back to Zhou dynasty. The He's clan settled down here in 12th century. Liu Geng Tang (the ancestral shrine of the He's clan) is a symbol of clan culture and tradition.

In the history of Shawan village, clan mainly plays two roles, external expansion and internal management. For external expansion, proper policies were set for land development while in terms of internal management, the clan provides dividend, scholarship and other subsidies to encourage its members to work hard.

However as the change of land system, the role of external expansion of the clan disappeared, and internal management function is relinquished by villagers' committee. The role the clan plays in economic management is diminishing, so is its authority. The roles of clan need to be changed and clan culture are challenged.

During the village planning, designers had many interviews with the clan leader of Shawanbei village. With full understanding of the existing clan activities and villagers' needs, the designer worked together

#### BOX 10.9 HE'S CLAN OF SHAWAN

The He's clan of Shawan has a long history, their original surname was Ji, offspring of Shuyu, son of King Wu of Zhou Dynasty, later changed to Hang, nobility of Han. The clan changed their surname into He to hide from the pursuing army of Qin after it conquered the six other states. They started to from the Central China to Zhenyang, northern Guangdong province after Emperor Wu of Han Dynasty's conquest of Nanyue, later settled in Guangzhou during Song dynasty. The He's clan was wealthy; the male member of the clan got paid every season. The members of the clan receive various allowances for marriage, schooling, baby birth and death. The He's clan was famous for its wealth in the region, known as a notable family. It is envied by neighboring villagers. There was a saying, "the boy from the He's clan of Shawan, has no worry of wife." Up to nowadays, there are still events associated to the clan, such as the ancestral worship at Gusaofen of Yuntai garden.



PHOTO. 10.14 Ancestral worship of the He's clan  
Source: <http://heshileyuan.blog.163.com/blog/stat/c/207653238201110110420670/>





with town government on measures for protection and preservation of clan culture, including protection and reuse of historical space of clan activities and strategies for public space design that preserves cultural heritage.

- Protection, reuse of the historical space for clan activities

Liu Geng Tang, the ancestral shrine of the He's clan built over 600 years ago, covering an area of 3,000 sqm, was listed as protected cultural site at the provincial level in Guangdong in 1989. It's the main place for clan activities of the He family. Well-structured and beautifully decorated, the building stands magnificently, showing the intelligence and diligence of villagers of Shawanbei village, and serves as a symbol of social, economic, cultural civilization of the town and the region.

In preservation planning, the strategy was set to repair and renovate the Liu Geng Tang, and keep it as the place for the clan activities. The renovated Liu Geng Tang, as a part of tourism planning, displays the long history of Shawan. Liu Geng Tang was divided into three parts according to the planning. The first part is the square, where flag post stone is displayed to show the impact clan plays on the learned of the village. The second part is the second courtyard, used to be the resting place for guests, mainly displaying the clan's activities. The third part is sacrifice hall, place for the clan's activities, will be used as the main venue for Moral Lectures. Moral Lectures are sponsored by the town government to promote cultural development in the village. The target audiences are youth and teenagers. The themes of moral lectures may vary but the aim is always to improve the moral standard of the younger generation. For instance the theme of the fifth session was "I can be a well-behaved tourist" and the audience took part in activities including singing songs of virtue, reading traditional

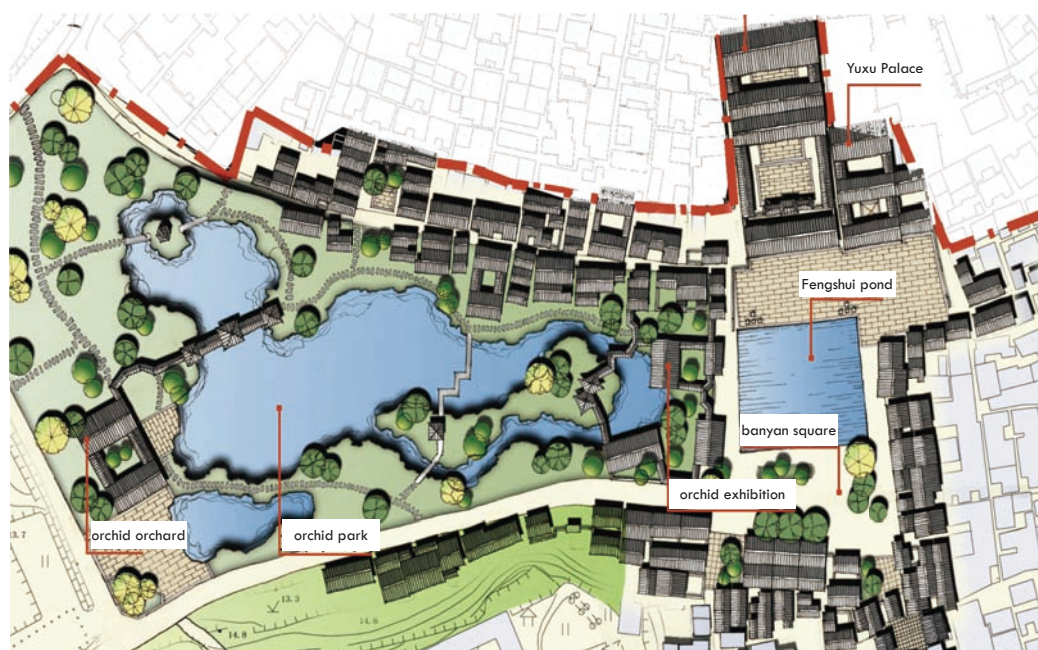
moral stories and interactive display of behaved tourism.

- Public space design considering cultural heritage preservation

The public space design was inspired by clan activities, and people from the He's clan proposed that the design shall incorporate four features of the village, namely folk performance, orchid, waking lion and folk music. The plan incorporates all four activities. A folk performance route is designed and the second story terrace of West Anning Street is planned as the audience platform for folk performance. Along the folk performance route, an orchid eco-zone consisting of an orchid nursery and an orchid expo pavilion is set up on the east of Liu Gen Tang; the Villagers' committee square is turned into the waking lion square; and the Shawan hall is used as "Folk Music Museum of Guangdong," integrating the functions of display and performance of folk arts.

- Clan vitality of modern Shawanbei Village

Due to the joint collaboration from various parties, new activity venue was added to the clan culture of Shawanbei village and the clan culture was revitalized. The role the He's clan now was not changed as the organizer of the preservation of cultural heritage of the village, the major promoter of villagers' manners and behavior, the sponsor for scholarship and other charity activities in cooperation with the villagers' committee. Shawanbei village attaches great importance to the manners and behavior of villagers and a proper *Village Code* is compiled according to village situation. A villager aiding program was initiated jointly by the clan and the villagers' committee, including skills training, insurance, education development and care to the needy villagers.



MAP. 10.5 Site plan of orchid eco-zone

Source: South China University of Technology, Shawan Town, *The Charm of Old Times—On the Protection of Historic Town in Village Planning of Shawan Town, Panyu District, Guangzhou*





## BOX 10.10 EVOLUTION OF SCHOLARSHIP IN SHAWANBEI VILLAGE

During the imperial examination period, it's the He's clan's practice to reward the scholars who passed entry-level, provincial and court exams with lifelong dividend of two shares, four shares and eight shares respectively. Each share was worth the annual rental of farmland of 7 mu (667m<sup>2</sup>). Besides, the scholars also got one-time living, boots, book and compensation allowance. According to the record of Panyu County Annals, Humanity, since the start of the imperial examination system in Sui and Tang dynasty, 1668 people from Panyu passed the exam, among which 277 passed provincial exam of military category, 23 court exam of military category and 315 passed court exam of civil category. The members of the He's clan often made the list.

After the abolishment of the imperial examination system, members who graduated from middle school got lifelong dividend of two shares, those who graduated from collage got four shares while those graduated from overseas universities got eight shares. Each share was still worth the annual rental of farmland of 7 mu(667m<sup>2</sup>). Encouraged by such incentive, there were lots of schools, students and the learned in Shawan. There were even seniors who studied in universities in Guangzhou to get the rewarding lifelong dividend.

Nowadays: mechanism was set up to promote education, assist schooling and offer scholarship, including loan to needy students, aid to needy students and award for entry into top universities. Influenced by this, even poor family is doing their best to send their kids to school.

## CONCLUSIONS

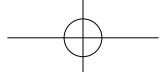
Preservation of village cultural heritage cannot be achieved by planning authority alone. It calls for concerted efforts from government, villagers and social organizations. Firstly, as for the planning authority, besides formulating corresponding planning strategies for villages of different features, they need to take into account all aspects of preservation of village cultural heritage and assume the responsibility of coordination.

Secondly, villagers are expected to accept and participate in the preservation of cultural heritage under the leadership of the clan mechanism, since they are the main players of village cultural heritage. Thirdly, government agencies are indispensable during the preservation of village cultural heritage and both village construction and cultural preservation require the participation of various government agencies and their support.

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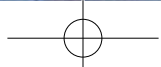
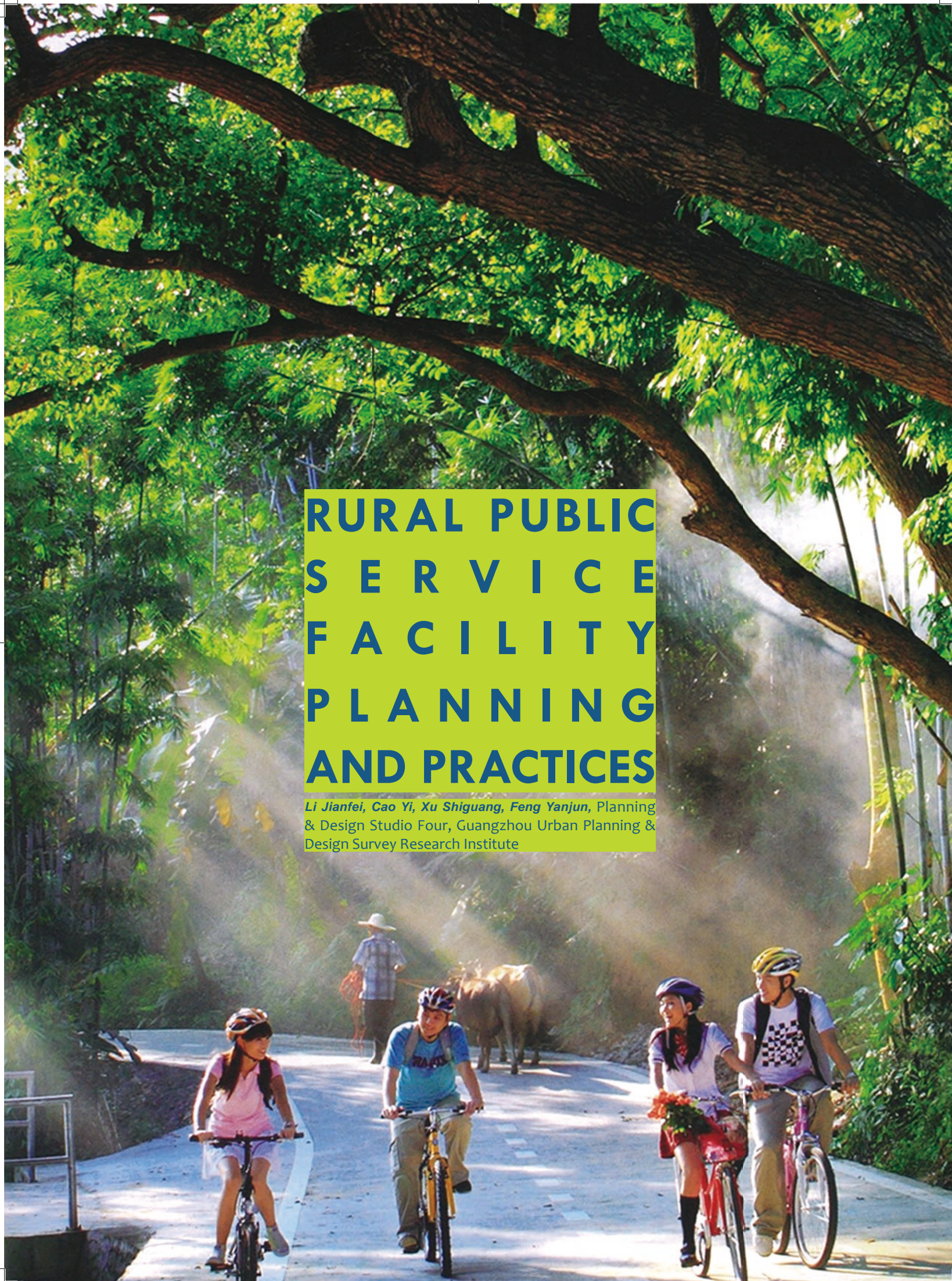
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# RURAL PUBLIC SERVICE FACILITY PLANNING AND PRACTICES

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*Publicity is the most distinctive character of public service facility. The character of publicity maintains, no matter how village evolves. However, in terms of village's public service facility, the form and characteristic of publicity changes gradually as the conventional village transforms to modern village.*

*In conventional villages, the symbolic public service facility, such as ancestral hall, temple, home school and archway, is formed by the familial and clustering character, while due to the openness and life character in village, the modern village calls for more public characteristic public service facilities,*

*such as healthcare, culture, sports, leisure and etc.*

*At present, these two sorts of facilities still could be found in villages, but their function, carrier and construction supporter form were changed sharply. As Guangzhou has experienced 2,000 years historical conventional development and 30 years "Reform and Open" foreland period, there is rich experience in the perspectives of village's public service facilities inherit and market oriented provision. This article would like to provide valuable reference for development in other area through detailed case studies.*

## BASIS FOR RURAL PUBLIC SERVICE FACILITIES PLANNING AND PRACTICES

### 1.1 Traditional rural public service facilities: requirements from religious activities

The traditional village is a human settlement bonded via the blood relation, while the inherent close blood relation and the strong religious power yield the public service facilities such as the ancestral halls, the temples, the home schools and the memorial archways etc. The ancestral hall is usually the center of the village's public life and stills plays a significant role in the village public life nowadays.

#### • Bottom-up formation

The traditional village is a clan organization bonded via close blood relationship<sup>①</sup>, while the clan activities are major public activities of the village and demands certain public place. Therefore, the ancestral halls are built by villagers. Besides, the rural traditional buildings and public spaces (see Table.11.1) are also developed, such as temples, home schools, memorial archway, watchtower and square etc, to accommodate the villagers' demands for religious events, education, village landmark, defending enemy, gathering and interaction etc. The construction fund is mainly voluntarily donated by the villagers. In general, the rural traditional public service facilities are derived from the development demands of the village and are built in a bottom-up manner.

#### SPECIAL COLUMN 11.1 REVITALIZATION SCHEME FOR HISTORIC BUILDINGS

The word REVITALIZATION is firstly raised by Hongkong. The Hongkong government, in the policy address of 2007-2008, launched the Revitalising Historic Buildings Through Partnership Scheme (short for the revitalization scheme), as the major part of a series of government historic sites preservation policies. So revitalization has become one of the most important ways of historic buildings preservation. The historic buildings revitalization means to take advantage of historic buildings in innovative ways, on one hand to dig their historical connotations and on the other hand to develop their further social functions and to have innovation in operation patterns of preservation and renewal for historic buildings, the system guarantee, and financial assurance.

Nowadays, the revitalization concept has been accepted by cities in mainland China. In Guangzhou at present, there are two good revitalization cases: one is to redevelop the historic building in Beijing Road (the municipal business center) into bookstores and the other is to redevelop the Kuiyuan in XinhePu, Yuexiu district(the historical and cultural core area) into a art gallery.



PHOTO. 11.1 The Union Bookstore in Beijing Road

PHOTO. 11.2 Kuiyuan, Xinhepu

Source: <http://www.heritage.gov.hk/tc/about/welcome.htm>,

<http://www.chinanews.com/sh/2013/08-26/5207327.shtml>



TABLE 11.1 FUNCTION, QUANTITY, LOCATION AND BUILDING CHARACTERS OF TRADITIONAL RURAL PUBLIC SERVICE FACILITIES

Facilities Type	Description	Function	Quantity	Location	Architecture Characteristics
Cultural and religious facilities	<b>Ancestral Hall</b> 	The main function is to worship ancestors, with functions of religious business discussion, setting school and revising the family tree.	Each religious group has one ancestral hall and there are several ones in a village with several religious groups.	It is mostly built in or near the settlement of the religious group and commonly in the center of the village.	With large scale, excellent construction quality and ancestral tablets. Most of ancestral halls have a hall name, written by a master, made into a golden plaque and hung over in the main hall.
	<b>Temple</b> 	Place for villagers to have religious belief activities; for example, the Temple of Local God of Land worships the Local God of Land to pray for safe trip wherever one goes and the Tin Hau Temple worships Tin Hau (the queen of heaven) to pray for timely seasons.	AS for Han Nationality, every village has at least one temple and it is said that every village has a temple and without a temple it cannot be called a village.	In traditional thinking, villagers think that the temple has heavy Yinqi which is not good for people's life, so the temple is seldom near other buildings.	There are God Statue, worship articles and facilities, and quite a large space for activities, such as a together dinner(a blessing dinner), opera, buddhist rites and cutting fire, etc.
	<b>Landmark Archway</b> 	Landmark Archway used to enhance the village's identity Merit Archway used to commend feat Family Archway used to indicate Imperial Examination result Morality Archway used to indicate loyalty and filial piety	Only one landmark archway in the village; while the number of Merit archway depends on the contribution the villagers made, the more contributions the more honors	The landmark archway locates at the entrance of village; while other sorts of archway are located on the village's major road	The archway is consist of three part, which are base, column and Walou. They serve as decoration and landscape
	<b>Fengshui Pagoda</b> 	Pray: to hope more native people win the imperial examination. Superstition: to complement the vacancy of Fengshui by tower. Marking: as the landmark.	Most are in south China and in some places almost all of the towns have Fengshui Pagoda.	According to different Fengshui characters of villages, pagodas are built in different places and generally in the water gap as the ornamental column of a village, a town or a county.	To enhance good luck with learning and education, the pagoda is commonly tall and slender, like a Chinese brush soaring up into the sky. Besides, the pattern of the Fengshui Pagoda comes from the Buddhist pagoda with Buddhas engraved in the tower.
Educational facilities	<b>Home School (also called School House)</b> 	Civil institution of preschool education within the religious group or the village, and sometimes the school will be set in the ancestral hall.	The school form is quite flexible and several families can employ one teacher together. During the period, there were several schools in one village.	The big school in the village usually combined set with public space such as the ancestral hall, while the small one is set flexibly.	Facilities are simple which only required studying place, desks and chairs.
Defence facilities	<b>Watchtower</b> 	Villagers' houses with function of defending the thieves outside.	With strong regional character and the most characterful watchtowers are the Tibetan High Watchtower and Kaiping Watchtower, Guangdong.	Usually set in the bottom land.	Most are multi-story buildings with solid walls, small-opening windows and metal bars; in the upper part, there are cantilevered all (semi) closed horn works with gun openings inside which enables it to fire back to the outside enemies.

Source: drawn by authors

#### • Inheritance and revitalization

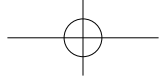
Along with the elapse of time, the functions of the village have kept changing. For example, there are less religious activities with less influence of religious belief; the education and defense both become functions of the local government. In all, the ancestral halls, the temples, the memorial archways still possess certain traditional functions while the home schools and the watchtowers have lost their traditional functions.

The ancestral hall, for example, has been the place for religious group activities since Ming Dynasty. It mainly served to worship ancestors, meanwhile accommodated religious consultation, home school, and edition of the

clan pedigree etc. Therefore, the ancestral hall became the core of rural public life and the physical carrier of the villagers' sense of belonging. Though renovated into canteen, conference room or school after the founding of PRC in 1949, the ancestral hall still remained as the center of the village's public life with less spiritual roles played.

Therefore how to inherit and revitalize these traditional public service facilities and make them properly respond to the villagers' demands has become one of the major issues to be addressed in the village planning.





## 1.2 Modern rural public service facilities: demand of construction mechanism

The modern rural public service facilities refer to the production and living service facilities of villagers developed under relevant standards, including five categories, namely educational facilities, medical and health facilities, culture and sports facilities, social welfare facilities and utilities [2]. In order to promote balanced development of urban-rural areas and tackle the public service facilities in village planning, Guangdong Province and Guangzhou Municipality have promulgated a series of construction guidelines and criteria since 2008, among which the *Guidelines for Compilation of Village Planning of Guangzhou City (2013-2020) (Tentative)* put forward the standard for basic public service facilities in village and played a very positive guiding role (see Table 2). As required, large public service facilities such as secondary school, general hospital, general cultural/sports facilities and elderly home are provided by town, district and city to form a public service facilities system with balanced rural-urban development. In general, modern public service facilities shall be top-bottom planned and constructed as guided by the balanced development of urban-rural areas.

What worth noting is, from the perspective of balanced development of urban-rural areas, the public service facilities of village are not only provided by village, but more from the perspective of an area. Take the educational facilities and medical and health facilities for example, the primary and secondary schools of villages in Guangzhou are usually centralized with school buses shuttling between surrounding villages and schools;

while the health stations are provided as per the standard of one health station for one village. Moreover, a larger 24-hour health station is also provided as per certain service radius from the balanced development perspective.

- Town-village collaborative construction and operation for modern public service facilities

For highly specialized public service facilities such as education and health care, it is difficult to develop these facilities up to standards merely through the mutual aid of villagers and the village collectives. That's why such specialized facilities of villages have been falling behind cities for a long time and should be supported by the upper level government through system innovation and financial support. As the grassroots administrative agency in China, the town government shall play its due role in vigorously promoting the construction of public service facilities in villages.

Take the medical facilities for example. The primary medical establishments suffer the problems of incompetent management, understaffing and backward facilities etc, and for long time could not meet the basic medical demands of the villagers. After the central government decided to separate the basic medical services from the primary medical establishments in 2010, the health station in village no longer offer the diagnosis and treatment service, which made the situation even worse. Therefore, the grassroots administrative organizations, mainly the town governments, shall explore a medical system that fits the villages.

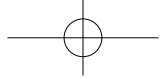
To sum up, the rural public service facilities in Guangzhou nowadays are facing two problems, i.e. revitalization of

TABLE 11.2 STANDARDS FOR PUBLIC SERVICE FACILITIES IN MODERN VILLAGES

Nature	Type	Description	Standard in <i>Guidelines for Compilation of Village Planning of Guangzhou City (2013-2020) (Tentative)</i>	
			Requirements	Floor Area (m <sup>2</sup> )
Basic Public Facilities	Educational Facilities	Primary School	○	-
		Kindergarten, nursery, etc.	○	-
	Medical Health Facilities	Health station or Community Health Service Station	●	200
		Family Planning Station	○	-
	Cultural and Sports Facilities	Culture Station (Room)	●	200
		Village Library	●	-
		Glass-fronted Newspaper Billboard	●	10
		Outdoor leisure entertainment and sports plaza	●	-
		Cultural Information Sharing Project Service Branch	●	-
		Sports Activity Room	○	-
		Fitness Field	●	-
		Sports Field	○	-
	Social Welfare Facilities	Service Station for the Aged	○	-
	Life Basic Facilities	Public Toilet	●	-
Non Basic Public Facilities	Administrative management facilities	Village Committee	●	-
		Public Service Station	●	300

● Compulsory ○ Optional, no specific requirement

Source: *Compilation of Village Planning of Guangzhou City (2013-2020) (Tentative)*



the traditional public service facilities and construction and operation of modern public service facilities. As response, two examples are given to summarize the public service facility planning and construction practices in Guangzhou from two perspectives, i.e. the inheritance of the village's traditional public service facilities and innovation of modern ones. One example is the reuse of the ancestral hall of Tangkeng Village in Nansha District, and the other is the town-village co-construction of medical facilities in Wanqingsha Town, Nansha District.

## FUNCTIONAL INHERITANCE PLANNING OF ANCESTRAL HALL

### A Case Study of Tangkeng Village in Nansha

Tangkeng Village with more than 600 years of history is one of the oldest historic villages in Nansha District. Before 1949, Tangkeng Village had been Nansha's political and cultural center. Thanks to the well-off financial status and China's traditional mindset, wealthy and influential families, after family splitting, would all build ancestral halls. So far there are 9 ancestral halls, 4 temples and 1 library in the old village. As there are many historic buildings like ancestral halls in Tangkeng Village, special attention is paid during the village planning to collect villagers' suggestions about the preservation and renovation on historic buildings. Moreover, in view of the demands for public services, traffic condition, location and building property right, preliminary proposal is put forward on reuse of the historic buildings including ancestral halls. The proposal is then further refined following communication with the Village Committee and villager's representatives. Finally the planning results agreed at the villager congress are reviewed and promulgated by the People's Government of Nansha District for implementation and become the guidelines for the reuse of ancestral halls in Tangkeng Village.



PHOTO. 11.3 & 11.4  
Tangkeng Village Remedial  
Planning (2008-2020)  
Public Opinion Research  
Conference by Nansha  
Planning Bureau Branch  
**Source:** photographed by  
Xu Shiguang





MAP. 11.1 Spatial Distribution Plan of Historic Buildings in Tangkeng Village  
Source: drawn by authors

## 2.1 Current use and redevelopment intents

### • Current use of ancestral halls

So far the ancestral halls collectively owned by the village, which are the objects to be discussed hereinafter, have been well maintained and repaired to continue serving as the rural public service facilities. The maintenance fund is mostly raised among villagers with the rest contributed by the Village Committee. Yet the ancestral halls privately owned by villagers are redeveloped residences with less than satisfactory maintenance status.

Currently, three ancestral halls out of the total 9 in Tangkeng Village are owned by the Village Committee and put into effective use, namely the Legeng Ancestral Hall, the Zhu Wenqing Ancestral Hall and the Er'song Ancestral Hall.

### • Villagers' redevelopment intent

In Tangkeng Village, villagers still take the ancestral halls as important spiritual places and public activity centers, so they spontaneously plan and conduct the maintenance

and preservation works. A questionnaire survey of villagers at the earlier village planning stage shows that 95% percent of the villagers think it necessary to keep all ancestral halls and conduct necessary renovation and maintenance.

To show respect for the villagers' will and revitalize the historic buildings, it is then planned to update the functions of the ancestral halls, perfect and optimize the relevant supporting facilities to carry on the public service function of the ancestral halls.

## 2.2 Preservation and functional renewal of historical spaces

The village planning, in view of their locations, building quality and the property rights, etc, bestow new functions to the ancestral halls with the villagers' daily living demands taken into account, such as health station and cultural station.





- Legeng Ancestral Hall

The Legeng Ancestral Hall was firstly built in late Ming and early Qing Dynasty, and was rebuilt for many times since then. With an area of 209m<sup>2</sup>, it is an ancestral hall with distinct architecture style of Qing Dynasty in Nansha District and has been included into the District's listed cultural heritage.

Tangkeng Village is a historic village with profound cultural heritages, in particular the tradition of displaying the villager's and elites' calligraphy, painting and photographic works. The village collective also has a tradition of calligraphy and painting training. In consideration of such traditions, the Legeng Ancestral Hall, with its daylight and generous interior space, is planned as a calligraphy and painting society doubled with the cultural and entertainment functions. It is also planned to, in a long time, run the street's electric wires underground and remove unharmonious facilities like the metal-clad structure to improve the surrounding environment.



PHOTO. 11.5-11.7 Photo of the Legeng Ancestral Hall after Renovation  
Source: photographed by Li Xiang

- Zhu Wenqing Ancestral Hall

The Zhu Wenqing Ancestral Hall, also known as Mingde Ancestral Hall, is near the Legeng Ancestral Hall. It is preserved as an ancestral hall with distinctive architecture style of mid-Qing Dynasty in Nansha District, and has been included into the District's listed cultural heritage.

Since 1950s, the Zhu Wenqing Ancestral Hall has been used as the village's entertainment activities to practice the Cantonese Opera, and afterwards Tangkeng Village has been keeping a tradition that the elders teach the traditional instruments like ancient dulcimer and perform the Cantonese Opera. This function is reserved in the planning; moreover, some new entertainment such as the digital films screening are injected. Besides, a

fitness ground is planned to the south of the hall where sports facilities like Ping pong tables are provided. In this way, the village planning helps create a cultural and entertainment center around the Legeng Ancestral Hall and Zhu Qinggong Ancestral Hall that integrates traditional cultures like lute-playing, chess, calligraphy and painting with modern entertainment and sports.



PHOTO. 11.8 Photo of the Zhu Wenqing Ancestral Hall after Renovation  
Source: photographed by Li Xiang, Feng Yanjun

- Er'song Ancestral Hall

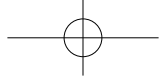
The Ersong Ancestral Hall was firstly built in late Ming Dynasty with an area of 269m<sup>2</sup>. The Hall has exquisite and fine stone carvings and wooden carvings. It is preserved as an ancestral hall with distinctive architecture style of late-Qing Dynasty in Nansha District, and has been included into the District's listed cultural heritage.

As required by the district government, each village shall be provided with one health station in principle. The Er'song Ancestral Hall is planned as the village's health station due to its location at entrance of the village, convenient traffic conditions and generous interior space that complies with the minimum floor area requirements for village health station (not less than 100m<sup>2</sup>). The Hall is re-partitioned as per health station into rooms for consultation, emergency, and infusion, and restrooms.



PHOTO. 11.9 Photo of the Ersong Ancestral Hall after Redevelopment  
Source: photographed by Li Xiang, Feng Yanjun





• Shanxuan Study

Besides ancestral halls, Shanxuan Study is the most successfully renewed traditional building. The study was firstly built in late Ming Dynasty and rebuilt in Qing Dynasty with an area of 270m<sup>2</sup>. The study is one of the only two existing studies in the District and, as a representative private study in late Qing Dynasty, has been included into the District's listed cultural heritage.

The planning follows the study's historic function, and, according to Guangzhou's requirements on cultural facilities in the village planning (one culture station should with an area of not less than 200 m<sup>2</sup> and books of not less than 1,500 volumes should be provided), strengthens the cultural service function of the Study. At present, the Study has more than 7,000 books, meanwhile offers other cultural and sports functions including chess, cards-playing and Ping pong. The modern equipment like computers and the Internet access are also provided. It is indeed a public service place in Tangkeng Village that integrates various functions of a comprehensive culture station, science education station, green Internet corner and parental school.



PHOTO. 11.10 Photo of the Shanxuan Study after Renovation  
Source: photographed by Li Xiang

### 2.3 Heritage inheritance and functional renewal effects

Tangkeng Village is gradually implementing the planning and up till now the the Legeng Ancestral Hall, the Zhu Wenqing Ancestral Hall and the Shanxuan Study have been renovated and put into services. With the newly injected new public service functions , ancient buildings like ancestral halls continuously play a core role in villager's public life which both meets public service requirements of villagers and increase the motive power

for the renovation and maintenance of ancestral halls, making them shine vigorously again and functions get inherited. Villagers of Tangkeng Village all think highly of these efforts.

After the function renewal, ancestral halls become important public spot and landscape spot of villages. The village planning relies mainly on ancestral halls and major nodes of temples, gardens and ancient trees and makes good use of the mountain and villages to form a mountain-village-ancestral hall space landscape image and tour route, playing an important role in promoting tour development of Tangkeng Village.

### 2.4 Experiences

Taking the opportunity of the village planning, the Village Committee involves the villagers and planners to conduct positive and effective communication on the future of the ancestral halls, and functional inheritance and renewal. Finally, a planning of function inheritance, building renovation and environment beautification is established with the preservation of the ancestral hall as prerequisite. Besides, in consideration of other traditional public service facilities in the village, a historic tour route is planned for Tangkeng Village to guide the spatial layout of the future tourist attraction development in Tangkeng Village. The functional inheritance of Tangkeng ancestral halls revitalize the traditional buildings and offer experience for other historic villages for referneces.



MAP. 11.2 Itinerary Plan of Tangkeng Village  
Source: Beautiful Village Planning of Tangkeng Village(2013-2020)



# TOWN-VILLAGE MEDICAL AND HEALTH COLLABORATIONS

## A Case Study of Wanqingsha Town

### 3.1 Backgrounds

Wanqingsha Town in the south of Nansha District has an administrative area of 142.85 sq km and recorded a permanent population of 39,500 and a population density of 277 persons per sq km in late 2010. With large expanse of area and low population density, its primary medical facilities were quite underdeveloped. In 2010, the central government proposed the reform intent that primary medical establishments only offer public medical health service while no longer provide basic medical health service. This means the village health stations no longer provide the basic medical treatments, nor medicine or support of medical facilities and relevant medical staff, and villages have to go to bigger hospital in town for the even simplest medical treatments. But the town hospitals usually have a larger service radius, villagers have to waste much time and energy for the medical treatment. Thus causes the conflict between the growing medical demands and the shrinking medical resources. To tackle this problem, Nansha District government takes Wanqingsha Town as a pilot to explore the rural medical development mode in the new era, focusing on the town-village collaborative construction of medical service facilities. Besides, non-governmental bodies are also encouraged to play an active and supplementary role in the town's health mechanism.

The town-village collaborative construction of medical service facilities aims to conduct full management of the village health stations through the town hospital, provide staff training, work arrangement and business support for village health stations, and accept the transferred patients, thus enhance the latter's basic medical service function.

### 3.2 Medical and health mechanism

- Management system of medical establishments

As the core of the new medical relation in rural area, the managements system of medical establishments aims to improve the basic medical and health service capability of the primary medical establishments.

In view of the actual situation of Wanqingsha Town, the personnel and facilities of the community health service centers and village health stations are subject to the overall management of the First Municipal Hospital of Nansha District, realizing the mechanism of Ownership by Town and Management by Hospital. The Wanqingsha Town manages daily operation of the village health stations and realizes dual managements over the village health stations. So, every village health



CASE STUDIES SECTION

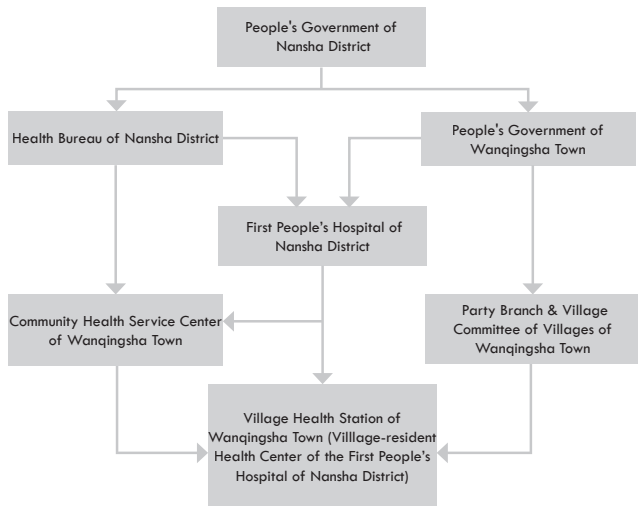
station is concurrently named as: XX Health Center of the First Municipal Hospital and XX Health station of Wanqingsha Town. Besides, a Village Health Station Service Supervision Committee is established in every village through election to supervise and review the service quality and expertise of the village health station and constitute a favorable feedback mechanism (as shown in the figure). Moreover, a three-level medical establishments comprising district-level hospital, town-level community health service center and village-level health station is set up to cater for the villagers' various medical demands.

**BOX 11.2** ROLE AND CARRIER OF PUBLIC MEDICAL HEALTH CARE VS BASIC MEDICAL HEALTH CARE

In the National Health Work Meeting 2008, Chen Zhu, the Minister of Health, elaborated that China's basic medical and health service can be divided into two categories, i.e. the public medical and health and basic medical and health. The former covers 12 fields, namely disease prevention and control, immunization, health education, health supervision, material and child care, mental health, health emergency, first aid, blood collection service, food safety, occupational disease prevention and safe water, and is provided to all residents via urban/rural basic medical and health organizations such as the disease prevention and control organizations, urban community health service center and village health center. The basic medical and health service includes diagnosis, treatment and rehabilitation of acute and chronic diseases, treatment and rehabilitation with basic medicines and appropriate technology according to standard diagnosis and treatment procedures, and is mainly provided by general hospitals of district (town) level and above. Different development goal leads to different configuration of medical facilities. The public medical and health organizations like urban community health service centers and village health centers are short of medical facilities for daily diagnosis and treatment.



FIGURE 11.1 MEDICAL ESTABLISHMENT MANAGEMENT MECHANISM OF NANSHA DISTRICT



Source: the people's Government of Wanqingsha Town

• Management system of medical staff

Before the piloting programme, the village health stations recruit their medical staff on their own. Due to the low pay and unpromising prospect, it is difficult to recruit capable staff, which poses the biggest challenges for the village health stations to play the basic medical roles. Under the medical establish management mechanism of Ownership by Town and Management by Hospital, the medical staff management system also undergoes reform, i.e. the district-level hospitals are to dispatch the medical staff with relevant qualification to station at the villages on full-time basis. To attract high-calibre medical staff, with governments of Nansha District and townships recruit the medical staff nationwide, and promise the recruited doctors and nurses with the personnel quota of the district-level hospital and an additional 10% pay rise on top of the equivalent pay standard of a district-level hospital.

Besides, the village service has become a regular

arrangement among the medical staff of the district-level hospitals, and a must-do assignment for those to be promoted to higher positions. With the incentives of personnel quota, pay and promotion, the medical teams of the village health station have been strengthened and the service quality and attitude fully improved.

• Financial support on medical facilities and medical expenses

As per the piloting program, both the operating and personnel expenses of the village health stations are covered by Nansha District government, while the one-time improvement of medical facilities are jointly supported by Nansha District and Wanqingsha Town. The town governments conduct the improvement works to the village health station with each invested by RMB100,000 to 150,000 Yuan, and purchase medical equipment and apparatus up to RMB300,000 yuan for each village health station.

As for the medical expense reimbursement for villagers, a special fund is allocated in the fiscal system of Wanqingsha Town to reimburse the villagers' self-paid portion after the first reimbursement under the New Rural Cooperative Medical Care System for the outpatient service at the village health station, thus implement the free medical care system. This means villagers don't have to pay a cent at the village health station for register, outpatient service or even medicine.

### 3.3 Medical facilities planning layout

• Medical facilities spatial layout

Under the guideline of the managing system, Wanqingsha Town establishes a three-level medical service and public health network consisting of district-level hospitals, town-level health service community center and village-level health station, and, through a reasonable layout of village health stations, build a ten-minute medical circle. It means that the villagers can find the nearest village health station within a ten-minutes' walking distance, thus realize a evenly distributed basic medical facilities.

Wanqingsha Town set up the community health service center in 2010 and put it under the dual management of government and district hospital. The center supplies the basic medicines and offer the public health service, and guides the village health stations to combine the public health service with basic medical service and conduct daily diagnosis and consultation.

In the village planning, 13 health stations are placed in 16 villages based on the principle of one health station for one village and the actual conditions such as the size and location of the villages.

• Village health station planning and design

The key to the town-village collaboration on medical facilities development is to establish an uniform

BOX 11.3 NEW RURAL COOPERATIVE MEDICAL CARE SYSTEM (NRCMCS)

Take Nansha District for example. The funding-raising criteria of NRCMCR is RMB 490 yuan per person per year, including RMB30 yuan from the central fiscal system, RMB175 yuan respectively from the district and the town government, and RMB110 yuan paid by the participant or the village collective. In reality, the funding paid by the individual villager is normally covered by the village collective or the town government. This means villagers don't have to pay any money to join the NRCMCR. By 2010, the NRCMCR in Nansha District has covered 100%, while 10,833 urban residents has voluntarily given up their urban residents' medical insurance and joined NRCMCR.



MAP. 11.3 Spatial Layout of Medical Facilities in Wanqingsha Town

Source: photographed by Li Xiang

construction standards in terms of site, signage, floor area and equipment, thus upgrade the environment and equipment of the village health stations.

Site: village collective land is preferred in consideration of their property rights, locations and scales as well as the integrated management together with the health stations of neighbouring villages, thus fully use the healthcare resources within the town.

Floor area: A village station should occupy no less than 100 m<sup>2</sup>. Those receiving more patients and covering larger service scope should consider the step-by-step expansion.

Signage: All signages of village health stations shall be provided in an unified manner, including the light box of the Red Cross, the signage of health stations and two name boards of XX Village Health Station of Wanqingsha Town, Nansha District, Guangzhou and the Health Center of the First Municipal Hospital of Nansha District,

Guangzhou at the main gate. Besides, bulletin boards of uniform design are also provided for publicity purpose.

Equipment: Besides the consultation rooms and pharmacy, every village health station also has the infusion rooms, the recovery room, the duty room for doctors and the dining room. Medical equipment like the atomizer, TDP, the roll booster for intravenous injection, as well as the first-aid equipment like the observation bed, the breathing machine and gastric lavage machine etc will be provided. With the renovated and updated facilities, the village health stations are able to provide basic medical service of injection, atomization, physiotherapy and emergency treatment.

### 3.4 Implementation

Since 2013 Nansha District and the town governments have organized 6 national recruitment for medical staff and recruited 205, medical staff and strengthened the

#### BOX 11.4 WAN'AI SOCIETY -- AN IMPORTANT SUPPLEMENT TO MEDICAL SYTEM IN WANQINGSHA TOWN

The Wan'ai Society is an innovative non-governmental commonwealth organization founded in 2013 to respond to the call from the Wanqingsha government. As a critical illness medical insurance system, it tackles the the poverty of the villagers caused by illness at the time when the critical illness had not been covered by NRCMCR.

The application procedure of the Wan'ai Society is very simple. Anyone who lives permanently in Wanqingsha Town and voluntarily apply for the membership and pay RMB100 yuan as membership fee every year will become a member of the Wan'ai Society after approval. As a meember, one is entitled to up to an accumulated annual assistance of RMB150,000 yuan for 35 critical illness like the malignant tumor, the acute myocardial infarction and the cerebral apoplexy sequela; for the protion beyond the aforesaid amount, one may apply for specail relief from the Wan'ai Society. The hospitalization expenses of critical illness can also be prepaid as advance expenditure by the Wan'ai Society. For accidental death or disability, the member is entitled to an one-

time relief up to RMB 30,000 yuan. All these measures have greatly supported the villagers suffered from critical illness.

By the end of 2013 when the membership application was closed, the Wan'ai Society had raised RMB 1,801,000 yuan from 18,010 persons accounting for 56% of the total registered population.

Besides, the Wan'ai Society is also the first non-governmental organization in Guangzhou that offers medical assistance security service for critical illness to migrant workers. It is an innovative exploration on rural-urban integration at the new era.





basic medical professional team of Nansha District.

So far renovation of 13 health stations of Wanqingsha Town has been basically completed and the functions of first aid, infusion and recovery have been established. Thus a ten-minute health circle of basic medical facilities is formed to constitute a reasonably distributed and well-established three-level medical system together with the district-level general hospital and town-level community medical center.

With the well-established management, staffing and equipment of the health stations and the secondary reimbursement policies offered to the villagers, the the outpatients of the village health station has increased greatly and at least doubled. Take the First Shawei Village's Health Station for example. Since the implementation of the town-village collaborative construction of medical facilities, the average monthly outpatients has increased from 1,479 to 3,408 person/times with daily outpatients at 102 person/times as average and at 165 at the maximum.

### 3.5 Experiences

The town-village collaborative construction of medical facilities of Wanqingsha Town, by streamlining the management system, upgrading the medical equipment and rendering financial supports, improves the service quality of the village health stations and offers convenient medical treatment of minor illness to the villagers. The experiences drawn from this case can be summarized in five aspects:

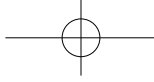
- *In terms of medical system, a multi-level medical security system is established.* Villagers of Wanqingsha Town all enjoy basic insurance under the New Rural Pension System and the secondary reimbursement under the town-village collaborative construction of medical facilities. They may also choose to join the Wan'ai Society. This way the villagers don't have to pay for medical treatment of ailment, and are properly insured against the critical diseases.
- *In terms of planning and design,* the basic medical functions of first aid, outpatient, infusion and rehabilitation in primary medical establishments are perfected to create a ten-minute basic medical circle and realize the even distribution of the primary medical facilities.
- *In terms of management system,* Wanqingsha Town has explored the "ownership by town and management by district hospital" in view of the specialized features of the medical establishments and the demand for personnel and technology from the district hospital. The nature of such exploration is to transform from a horizontal management to the vertical management.
- *In terms of the organizer,* the governments of various levels formulate the reform plan, then push forward



PHOTO. 11.11 & 11.12 Health Station of First Shawei Village  
Source: courtesy of Wanqingsha Town



PHOTO. 11.13 & 14 Greatly increased outpatients upon implementation of the town-village collaborative construction of medical facilities  
Source: courtesy of Wanqingsha Town



the town-village collaborative construction of medical facilities in a top-down manner through fiscal support. During the implementation process, a village health station supervision committee is set up by election at each village. This committee is to supervise and comment the quality and expertise of the services offered by the village health stations, serving as an important means to promote the proper operation of the mechanism in a bottom-up manner. The non-governmental body like the Wan'ai Society established with the government supports and guidance also become important supplement to the medical insurance.

- Following the strategy of “piloting first and step-by-step implementation” the First First Shawei Village is selected as a pilot in Wanqingsha Town for the town-village collaborative construction of the medical facilities, while Wanqingsha Town in turn is the piloting base for the whole Nansha District. Such a piloting approach is a positive and steady way to implement the program.

## CONCLUSIONS

The planning and construction of the rural public service facilities are confronted with two problems, i.e. the revitalization of traditional public service facilities and the construction and operation of modern public service facilities. With Tangkeng Village in Nansha District as an example, the paper illustrates how the village planning could, through villagers' participation and soliciting comments from the villagers and the Village Committee, actually facilitate the functional renewal of the ancestral houses and realize the multi-fold purposes, i.e. the preservation and revitalization of the historic buildings and perfection of the modern public service facilities, with consideration to the spatial characteristics the ancestral halls and requirements of modern public service facilities. The case of Wanqingsha Town serves as another example to illustrate how the town government optimize the staffing and equipment of the rural medical establishments and promote the even distribution of the medical facilities through the means of mechanism innovation and village planning, thus realize the urban-rural integration of modern public facilities. In general, these two successful cases set up examples to offer references and experiences for the construction and perfection of the rural public service facilities.





NOTES

① The clan organization is a group formed by the nuclear families with blood relation for survival and safety purpose, and mainly live as community in a traditional village. Most villages in China before 1960 were concentrated with inhabitants with the same surname and the domicile of a big clan organization becomes the market town.

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# DEVELOPMENT- ORIENTED POVERTY REDUCTION PLANNING IN RURAL AREAS

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As one of the most developed cities, Guangzhou is ranked the top in its economic development around China. However, the poverty-stricken area in Guangzhou can never be ignored, since the gap between city and rural areas are becoming larger and larger. Villages in poverty-stricken areas are lag behind in development impetus, capabilities and public facility provision. Since

2000, Guangzhou has been making great efforts in poverty reduction in northern mountainous area and has already made several achievements in public facility provision and economic development. The article will elaborate the guidance and assistance made during the poverty alleviation work. Hopefully this will become a role model and provide valuable experiences for other cities in China.

## BACKGROUNDS

### 1.1 Urban-rural gap

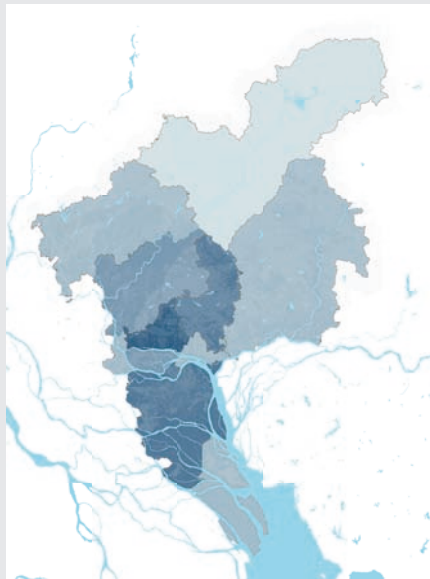
Thanks to the rapid development in the past three decades after China's reform and opening up policy, Guangzhou is now a relatively developed city, and, for the first time in 2010, witnessed a GDP of more than RMB 1 trillion Yuan and reached RMB1.0784trillion Yuan with

the per capita GDP amounting to 12,882.U.S. dollars. However, there are still rural-urban development divide and regional development imbalance, which cannot be ignored, in the generally well-developed economy of Guangzhou. Restricted by topography, ecological conservation and less-developed transportation system, the social development in its northern areas has lagged behind that on the fertile southern estuary champaign. The 8 northern mountainous towns of Guangzhou are

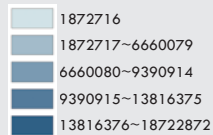
#### BOX 12.1 REGIONAL GAP AND URBAN-RURAL DISPARITIES OF SOCIOECONOMIC DEVELOPMENT LEVEL OF GUANGZHOU MUNICIPALITY

The northern mountainous area represented by 8 northern poverty-stricken towns, namely Wenquan, Lutia, Liangkou, Aotou, Xiaolou, Zhengguo, Paitan and Timian, have lagged behind the central urban area in a long time in socioeconomic development. In addition to the northern-southern regional gap, the urban-rural gap in Guangzhou Municipality is also quite visible. In 2010, the annual average gross

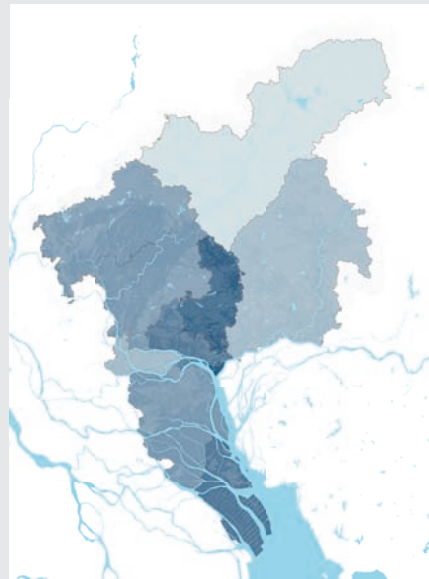
income of rural households recorded RMB14,249 Yuan and the per capita disposable income of urban resident households recorded RMB30,658 Yuan, showing an urban-rural income ratio of 2.2: 1; meanwhile, the Engel coefficient for urban-rural inhabitant consumption reached 1: 1.4, indicating a significant gap for the living standards of urban and rural inhabitants.



Distribution Map of Gross Regional Domestic Product of All Districts of Guangzhou Municipality in 2010(10 Thousands)



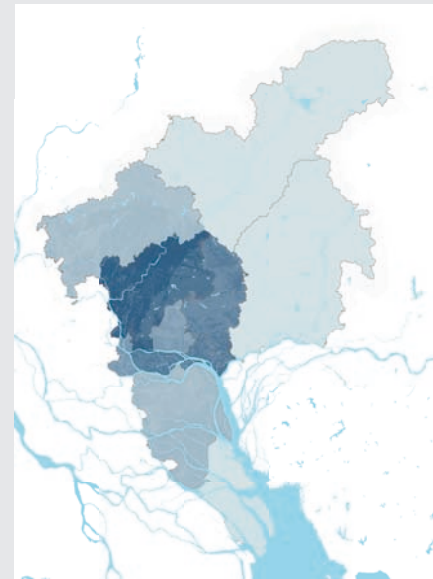
MAP. 12.1 Distribution Map of Gross Regional Domestic Product of All Districts of Guangzhou Municipality in 2010



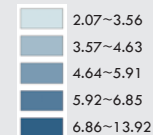
Distribution Map of GDP per Capita of All Districts of Guangzhou Municipality in 2010(RMB per Capita)



MAP. 12.2 Distribution Map of GDP per Head of All Districts of Guangzhou Municipality in 2010



Distribution Map of Number of Hospital Beds per Capita in All Districts of Guangzhou Municipality in 2010



MAP. 12.3 Distribution Map of Number of Hospital Beds per capita in All Districts of Guangzhou Municipality in 2010

Source: drawn by authors as per the Statistical Yearbook of Guangzhou Municipality



still noted for their less developed economy, insufficient community services, underpowered endogenous growth, and monotonous town/village appearance. Just such regional and urban-rural social and economic disparities raise realistic demand for the development-oriented poverty reduction in rural area, and make the said 8 towns the priority of rural poverty reduction of Guangzhou Municipality (Box.12.1).

## 1.2 General conditions of 8 mountainous towns

The 8 mountainous towns in Guangzhou Municipality refer to Timian Town in Huadu District; Zhengguo Town, Paitan Town and Xiaolou Town in Zengcheng city; Lutian Town, Wenquan Town, Liangkou Town and Aotou Town in Conghua city, all falling within the underdeveloped areas in Guangzhou. The 8 towns cover an area of 2,298.9 sqkm (about 70% of which is the mountain land), accounting for 30.9% of the total of the entire Municipality, including a cultivated area of 324,661Mu (21.5% of the total of the Municipality), 227 administrative villages and over 2,100 natural villages (20 % of the total number of administrative villages of the Municipality). In 2010, the population of the 8 towns recorded 448,000, including an agricultural population of 408,000, which respectively represented 4.3% of the total population and 17.4 % of the agricultural population of the entire Municipality. It is thus noted these towns weight a lot within the entire Municipality either in terms of land area or population size. Yet for this poverty-stricken area, a great many obstacles are in their way of development.

- Severely less developed infrastructures and public facilities

Before 2010, approximately 30% of the natural villages in the 8 mountainous towns could not be accessed through

concrete roads, and no uncontaminated water supply was available; approximately 600 km of natural village roads were eagerly waiting for construction; sewage treatment was not performed in 103 administrative villages (accounting for 45%); road lamps were not installed in 190 administrative villages (accounting for 84%); 77 administrative villages (accounting for 34%) required secondary water improvement, and water works and water supply lines in some towns are badly aged. Furthermore, the setup and configuration of public facilities, such as culture, education, medical treatment and physical training facilities, were considerably inadequate, and not a few facilities reached the mark, and the facilities were obsolete.

- Poor industrial base and low farming income

In a long time, economy of the mountainous towns relied mainly on industry and agriculture; the industrial development showed negative growth rates due to the restriction of ecological conservation, and the towns directly entered into the de-industrialization stage from the early stage of industrialization. But the development of tertiary industries, such as rural tourism in the mountainous towns, just got started as indicated by the economic indices. The annual collective income of 206 administrative villages (90.7% of total administrative villages) in the 8 mountainous towns were less than RMB80,000 Yuan, and some villages had no collective economy income at all. Due to the sluggish collective economy of the villages, most villagers moved to cities and became migrant workers while the villages were left behind as hollow villages. During 2005-2009, the annual average income growth rate of the farmers in the northern mountainous towns was approximately 4% lower than that of the farmers of the entire Municipality, and the income gap kept widening. The per capita income of farmers in the 8 towns was RMB7,741Yuan in 2010, merely 61% of the average of the Municipality.

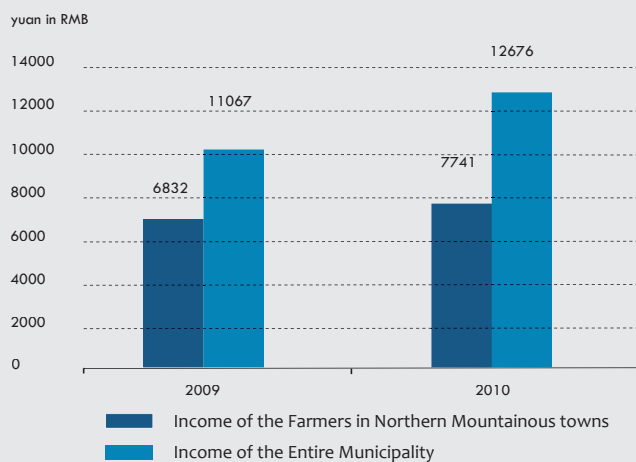


FIGURE 12.1 Income of the Farmers in Northern Mountainous towns vs That of the Entire Municipality  
Source: drawn by authors

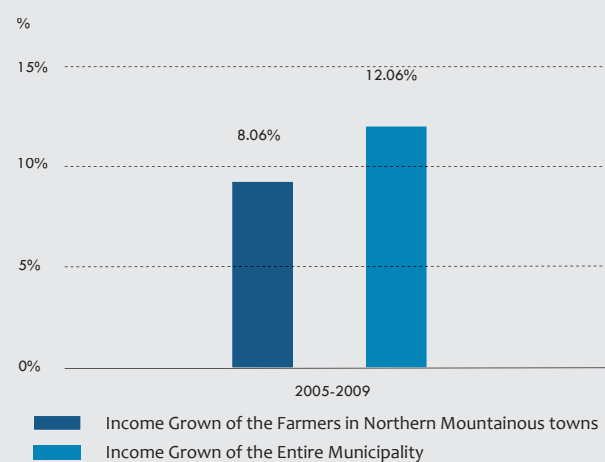


FIGURE 12.2 Income Grown of the Farmers in Northern Mountainous towns vs That of the Entire Municipality  
Source: drawn by authors





- Poor housing conditions of the villagers and less- developed social undertakings

In 2010, the 8 mountainous towns had 22,724 persons from 8,651 households entitled to rural-area basic living allowances accounting for approximately 33% of the total of the Municipality, and 12,165 rural households living in dilapidated houses taking up approximately 50% of those of the Municipality.

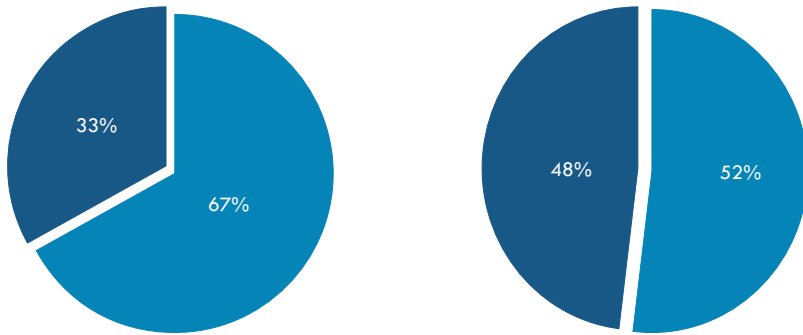


FIGURE 12.3 Statistical Chart of Rural Residents Entitled to Basic Living Allowance in Northern Mountainous Area

FIGURE 12.4 Statistical Chart of Rural Dilapidated Houses in Northern Mountainous Area

Source: drawn by authors



PHOTO. 12.1 & 12.2 Villagers Homestead with Primitive Inner Conditions

Source: photographed by authors

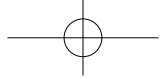
- Dirty, messy and untidy environment

The old townships often have the problems of high population density and insufficient city management, while the environment is adversely affected by the untreated industrial wastewater and domestic sewage discharged directly into the canals. In addition, the village developments are of high density and low FAR with poor daylighting and ventilation conditions. The public green spaces are in desperate shortage while the existing ones are unevenly distributed in an unorganized manner.



PHOTO. 12.3 & 12.4 Severely Polluted Ditch in the Village

Source: photographed by authors



## THOUGHTS ON DEVELOPMENT-ORIENTED POVERTY REDUCTION PLAN

### 2.1 Historical background

Since 2000 the Chinese government has successively released and implemented *The Outline for Development-oriented Poverty Reduction for China's Rural Areas (2001-2010)* and *The Outline for Development-oriented Poverty Reduction for China's Rural Areas (2011-2020)* and the poverty reduction are being increasingly standardized and systematized in China.

By the end of 2009, the General Office of CPC Guangdong Provincial Committee, General Office of Guangdong Provincial Government issued the *Opinions on Development-oriented Poverty Reduction Program of Guangdong Based on "Planning till Households and Responsibility till Individuals"* (*Yue Ban Fa (2009) No. 20*). As an example for livable rural and urban area development in Guangdong Province, Guangzhou proactively responded to the national and provincial policies by tackling the regional coordinated development and shouldering the regional political responsibility. Under the province's overall poverty reduction framework, the Bureau of Agriculture of Guangzhou Municipality led to formulate the poverty reduction measures and organized the implementation, in collaboration with the Bureau of Civil Affairs of Guangzhou Municipality, Guangzhou Municipal Human Resources and Social Security Bureau, and the local district (county-level city) governments. The Bureau of Agriculture of Guangzhou Municipality drafted the *Opinions on Implementation of Development-oriented Poverty Reduction Program in Guangzhou's Rural Area* in June 2010. On January 19, 2011, the resolution made at the Tenth Plenary Meeting of the Ninth Session of CPC Guangzhou Municipal Committee (hereinafter referred to as CPCGMC) proposed to expedite the implementation

of the counterpart assistance program for the poverty-stricken northern towns with the aid from the more developed districts, and launch the development-oriented poverty reduction plan in all-around manner. Henceforth, the Guangzhou Urban Planning Bureau has mobilized its technical staff to basically complete the poverty-reduction planning for the 8 northern mountainous towns before March 2011, and the planning deliverables has offered strong technical support to the *Opinions of CPCGMC and Guangzhou Municipal People's Government on Strengthening Development-oriented Poverty Reduction Efforts in Guangzhou's Rural Area (Sui Zi. [2011] No. 7)* ("the Opinions") which was officially released on March 2, 2011.

### 2.2 Goals, objects and main contents

As stipulated in the *Opinions*, the purpose of poverty reduction in Guangzhou's rural area is to boost the development potentials of those northern poverty-stricken towns, and increase the rural collective income and farmers' household income.

- Establish 3-level (town-village-household) goal for poverty reduction

The goal was to, within about 2 years of time from the end of 2010, implement the poverty reduction plan based on "planning till household and responsibility till individual", so that the aided poverty-stricken towns, villages and households will fulfill the following goals by the end of 2012:

Development goals for counterpart supports of the northern poverty-stricken towns: Promote the standardized construction of rural public facilities (such as culture, education, medical treatment, physical training and market) and the public utilities (such as roads, water supply/drainage). The teaching facilities and environment of the central schools shall reach the construction standard for standardized schools, and the area and functional layout of operation rooms of

ten thousand yuan in RMB

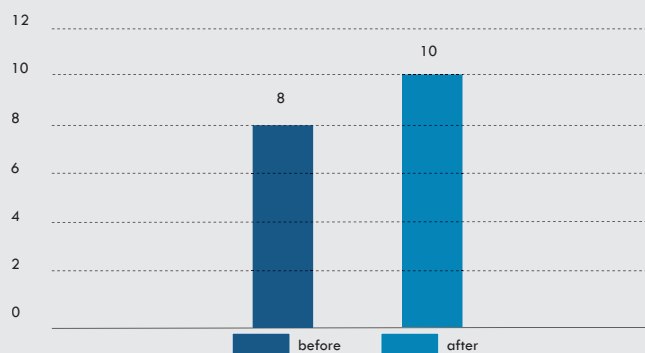


FIGURE 12.5 Standard of Basic Collective Income before and after Counterpart Supports  
Source: drawn by authors

yuan in RMB

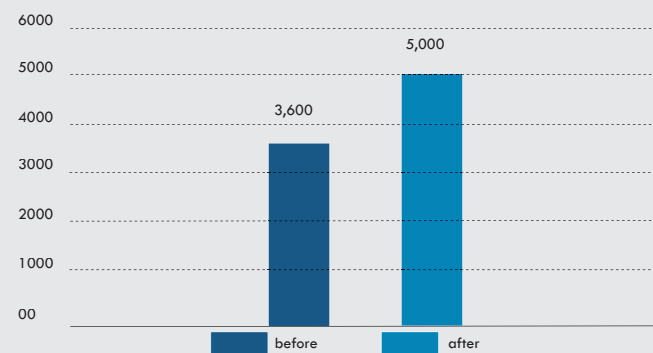


FIGURE 12.6 Standard of Basic Per Capita Annual Income of Poverty-stricken Households before and after Counterpart Supports  
Source: drawn by authors





central health centers meet the requirement of national construction standards. It should be ensured that, by the end of 2012, these towns will undergo dramatic change to their environment and realize breakthroughs of municipal and rural public facilities, meanwhile, the annual collective income of each poverty-stricken village receiving counterpart support shall be RMB100,000 Yuan or higher, and the annual per capita income of each poverty-stricken household receiving counterpart support be RMB5,000 Yuan or higher.

- Determine 3-level (town-village-household) objects for poverty reduction

Town level: the 8 northern poverty-stricken towns, namely Wenquan, Lutian, Liangkou, Aotou, Xiaolou, Zhengguo, Paitan and Timian, are defined as the objects for counterpart supports.

Village level: 379 poverty-stricken villages each earning an annual collective income of less than RMB 80,000 as verified by the Rural Grass-roots Office of CPCGMC are covered by the development-oriented poverty reduction plan. The poverty-stricken villages and households in 8 northern poverty-stricken towns, namely Lutian, Wenquan, Aotou and Liangkou of Congua city, Paitan, Zhengguo and Xiaolou of Zengcheng city, and Timian of Huadu District, are defined as the poverty reduction objects of the Guangzhou Municipality-level organization.

Household level: The rural households entitled to basic living allowances with working capacity and low-income rural households in financial difficulties as the objects of poverty reduction plan in rural area. By averaging the incomes of all districts and county-level cities of the entire Municipality, the rural poverty-stricken households and population earning a per capita net income of less than RMB3,600 Yuan are defined the objects of poverty reduction plan in rural area.

- Specify 3-level (town-village-household) contents of poverty reduction

For the poverty-stricken towns, the contents of poverty reduction plan include: A. support of land policies. The additional construction land quota<sup>①</sup> would be allocated first to meet the land demands of poverty-stricken areas and provide the mountainous towns with the land for economic development; allocate a certain quantities of additional construction land quota to the mountainous towns each year; without damaging the cultivated horizon of land, the operators of rural tourism and modern agriculture are allowed to build some necessary temporary supporting facilities and bring them into standardized management. B. Ecological compensation. Gradually raise the compensation standard for non-commercial ecological forests, give ecological compensation to the ecological forest with water conservation and carbon-sink effects in the poverty-stricken villages in northern mountainous area, and implement a fiscal subsidy system for basic farmland conservation. C. Equalization of basic public services. In

the aspect of education, comprehensively implement the urban/rural school twinning support plan to facilitate the flow of high-quality urban education resources to the poverty-stricken rural areas; increase the boarding fee subsidy for compulsory education of poverty-stricken students and provide rural students with charge-free vocational education; establish a poverty reduction support mechanism for senior high schools and collegiate education, and implement the "Two exemption and one subsidy" policy; In the aspect of medical treatment, implement a policy that encourage the medical personnel of urban hospitals to work at the rural medical and health agencies before their promotions. D. Public employment support policy. Promote farmer training and provide occupational training and evaluation subsidies to farmers from the poverty-stricken area who are able to and willing to work; encourage and direct the farmers to establish their own businesses, and offer them with preferential treatment and supports in terms of business registration, land use, water supply, subsidized loans and taxation.

The poverty reduction efforts rendered to the poverty-stricken villages include: A. sVillage-residing management. Direct the poverty-stricken villages to work out and implement scientific and feasible development plan, and promote the poverty-stricken villages to establish democratic management systems. B. sEconomic development. Provide agricultural technology training and information services, guide the poverty-stricken villages to take full advantage of the resource endowment and environmental advantages, develop the "One village one product" featured agriculture and rural tourism in view of the local conditions; develop and strengthen the village collective economy to increase the collective income. C. Building Construction of public facilities. Assist the poverty-stricken villages with the construction of "Five utilities" project (water supply, roads, power supply, telephone, cable TV), carry out rural infrastructure construction such as sewage harnessing, road lamps and farmland water conservancy, brush up the village appearance through remedial and redevelopment efforts to improve the human settlement environment.D. Cultural/health facilities of the villages. Assist the poverty-stricken villages to build up or reconstruct the health, culture and sports facilities, and organize the services like film releasing and free medical care/services.

The poverty reduction efforts rendered to the poverty-stricken households include: A. Employment support. Support the poverty-stricken households to participate in relevant training, help them improve their planting and breeding skills and working skills; provide them with information on and opportunities of employment and business establishment, and assist them to solve problems. B. Material support. Ensure the eligible poverty-stricken households to be well informed of and covered by the relevant policies in time; and assist the



poverty-stricken households to overcome difficulties in life by providing special subsistence allowance and material aids. C. Assurance support. Subsidize the poverty-stricken households to join the rural cooperative medical system and rural life and endowment insurance, so that they can have medical treatment in case of illness and endowment insurance at old age; subsidize the poverty-stricken households to reconstruct unsafe buildings to ensure their dwelling. D. Education support. Help the children of poverty-stricken households to complete their compulsory education; subsidize the children of poverty-stricken households when they are admitted to attend universities, colleges or ordinary senior high schools.

## ORGANIZATION AND IMPLEMENTATION

As a response to the decision made by the central and provincial governments on balanced urban-rural development and rural poverty reduction, Guangzhou Municipality has exerted focused efforts in expediting the development of the northern mountainous towns in the first year of the 12th Five-Year Plan period. At the beginning of 2011, CPCGMC and Guangzhou Municipal Government (hereinafter referred to as GMG) established the target that the poverty reduction of the northern mountainous area shall achieve initial result in half a year, achieve major result in one year, and fulfill the overall target in two years, meanwhile, took a series of measures to expedite the poverty reduction of the northern mountainous towns for a well-off life. The key is to work out and implement the relevant plans.

### 3.1 Planning first

- Planning system - "town - village" two-level poverty reduction plan

While initiating the poverty reduction efforts, CPCGMC and GMG firstly organize relevant departments to work out the "town - village" two-level poverty reduction plan to ensure the proper implementation of the poverty reduction efforts.

Town level: Town-level poverty reduction plan is the first stage. Since December 2010, the Guangzhou Urban Planning Bureau has organized, led and coordinated the poverty reduction plan for the 8 northern mountainous towns, trying to spur on the township-centered development and construction of the northern mountainous area. The poverty reduction planning of the towns included 4 aspects, namely township concept plan, regulatory detailed plan of the residential area, constructive detailed plan of major rural public facilities

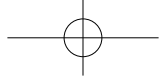
and infrastructures, feature and view plan and the urban design of key nodes. The results of the 4 plans cover demands of all levels from concept to implementation, with focused consideration on the implementability.

Village level: Village-level poverty reduction plan is the second stage. Upon completion of the town-level poverty reduction plan, the municipal Party committee and the municipal government took the opportunity of the "Beautiful Countryside Initiative", and worked out the *Work Program for Village Planning Compilation and Implementation of Guangzhou Municipality* in 2013. More than 26 villages were selected as pilots in the entire Municipality. The *Work Program for Village Planning Compilation and Implementation* was worked out for the northern mountainous towns. The infrastructure and public facility planning and industrial layout planning could guide the villages to expedite the implementation of "Beautiful Countryside Initiative".

- Planning thoughts - project-centered action plan for supporting development

In the planning, the existing problems of the mountainous towns and villages are thoroughly analyzed, so are the developmental requirements and advantageous conditions of the towns; then the thoughts on development-oriented poverty reduction are specified to propose the development positioning and strategy and highlight the characteristics of the towns and villages. On the one hand, in view of specific problems such as poverty, the 8 northern mountainous towns are firstly required to preliminarily report to a higher authority the urban facilities and construction projects of public supporting facilities urgently needed for people's livelihood. On the other hand, the supporting development projects falling within economic development are determined as per the resource endowment of the towns and villages in accordance with the principle of "determining the subjects according to resources, determining the functions according to subjects and determining the projects according to the functions". Based on the projects reported by the towns and in view of the poverty reduction plan, the supporting-development projects are finally decided through consultation by the counterpart supporting-development districts, local governments and the planning institutes as per the actual conditions and the order of importance and emergency. A project library recognized by all parties is consequently established, and the contents, site selection, scale, investment budget and construction time sequence of the supporting development projects are nailed down. In view of the project compilation and project planning drawings and implementation guidance given in the project library, implement "Three nailing-down" (namely nail down the site property lines, project nature and size as per the methods specified in the project planning and drawings), fulfill the requirements of all planning indices given in the regulatory detailed plan, and give specific guidance to





Based on the thorough analysis of current situation and problems of the mountainous towns, interpretation of requirements of upper-hierarchy planning, and the analysis of the development conditions of the towns, nail down the thoughts of poverty reduction, put forward the development positioning and strategy; Determine the supporting development projects as per the actual conditions and development requirements of the mountainous towns; Work out the project planning drawings and implementation guidelines; Carry out unique landscape planning and urban design of key nodes, determine the unique feature and control requirements as per the characteristics of the township, and work out the guidance to the elements like environment landscape, roads, planting and urban furniture; formulate the implementation strategy, including the organization mechanism and funding strategy. The planning deliverables cover 4 major aspects.

(1) Township poverty reduction planning: Based on the master planning of the towns, work out the poverty reduction strategy, propose the overall development positioning, as well as the poverty reduction thoughts, strategy and implementation means, and create a “one-drawing-one-table” supporting project library.

(2) Regulatory detailed plan of residential area: in view of the detailing level of regulatory detailed plan, work out the project planning drawings to define the site property lines, the project nature and size; meet all planning indices in regulatory detailed plan, and give specific guidance on implementation.

(3) Constructive detailed plan of major rural public facilities and infrastructures: plan each rural public facility and municipal infrastructure up to the constructive detailed plan level to guide the specific project design.

(4) To highlight the characteristics and effects, supplement the feature and view planning and urban design of key nodes.

The Beautiful Countryside Planning organized and implemented by the Guangzhou Urban Planning Bureau since 2012 was an important acting point for village poverty reduction plan, and a “5+ 26” planning deliverables series, including the *Guidelines for Construction of Beautiful Countryside Planning*, *Pilot Village Planning Outline*, *Collection of Supporting Documentation*, *Collection of Planning Briefs*, *Planning Summary* and plans for 26 pilot villages, was established within one year. Xintu Village was one of the 26 pilot villages. The village planning is centered on functional layout planning, and its contents includes investigation of existing conditions, industrial development research, functional zoning, construction land layout, road traffic and public facilities layout, cultural heritage preservation, and greening and landscaping layout. The focus is to formulate and perfect the assurance policy and implementation mechanism for realizing the village plans.

implementation.

Based on the actual conditions of the towns, work out the implementation strategy for the supporting development plan (including the implementation organization mechanism and fund assurance strategy) to guarantee the implementation of the planning. In accordance with relevant policy, nail down the parties who are to implement the supporting-development projects. For example, the Guangzhou Municipal Development Reform Commission and the Communications Commission of Guangzhou Municipality undertake expediting the promotion of road construction of natural villages; the Urban-rural Construction Committee of Guangzhou Municipality undertakes expediting the setup of rural road lamps; the Bureau of Water Resources of Guangzhou Municipality undertakes expediting the construction of facilities for uncontaminated water supply to the natural villages, the “secondary water improvement” and rural domestic sewage treatment. The Bureau of Agriculture of Guangzhou Municipality and the Bureau of Water Resources of Guangzhou Municipality undertakes expediting the construction of contiguous cropland (fish ponds) standardization.

• Planning characteristics – care for people's livelihood, feature-highlighted and implementation-oriented

Care for people's livelihood: Promote the equalization of basic public services. The perfection of municipal infrastructure and public service facilities of the mountainous towns are considered as the priority among priorities in the poverty reduction plan, thus promote the equalization of basic public services. By comparing the present status against the *Equalization Planning of Basic Public Services of Guangdong Province* and finding the gap in between it is intended to mainly support the mountainous towns to construct the municipal traffic infrastructure and rural public service facilities up to a higher standard, such as culture, education, health care (Paitan town is taken as an example in the table below) to promote the public service and livability of the mountainous towns, enhance their influence, impetus and integrated services functions over the peripheral rural areas in order to expedite the urbanization process. In the village planning, in consideration of the layout of villager homesteads, the land for village infrastructure and public service facilities is firstly guaranteed to ensure that the basic public facilities may be fully extended to the countryside for full coverage of village



BOX 12.4 POVERTY REDUCTION SUPPORTING-DEVELOPMENT PROJECT LI

The poverty reduction plan of towns is worked out realistically in order to determine the projects that conform to the developmental requirements of the mountainous towns. Totalling 177 projects are determined, including 102 projects intended for improvement of the people's livelihood, 41 projects for environmental reconstruction, and 34 projects for industrial upgrading, involving a total investment of RMB 4,052,210,000 Yuan.

As stated in the poverty reduction plan of villages, it is also intended to guide the implementation of the planning as per the annual project construction program. For example, the planning of Xintu village of Aotou Town covers 20 projects intended for people's livelihood, including village environment beautification, village supporting facilities perfection, villagers house building and village-level collective economy development, and the planned gross investment is RMB46,470,000 Yuan.

BOX 12.5 POVERTY EDUCATION OF PAITAN TOWN

Paitan town is located in the north of Guangzhou Municipality as part of Zengcheng District. It is one of the 8 mountainous towns in Guangzhou Municipality and is supported by Panyu District and Agile Group. It has 227 poverty-stricken households totaling 891 persons. The Guangzhou Urban Planning Bureau organized relevant personnel to compile the *Supporting-Development Plan for "Expediting the Development of Northern Mountainous towns" for Paitan Town, Zengcheng City* by the end of 2010. The plan covered the items such as special planning of municipal and public service facilities, drawings of and guidance to the poverty reduction project planning, view and features planning, and the urban design of key nodes. A series of development-oriented poverty reduction projects were determined preferentially in view of the infrastructure related to the people's livelihood, and the parties offering counterpart supporting namely Panyu District and Agile Group were required to jointly fund the construction.

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planning. Furthermore, the planning implementation assurance is raised, i.e. the districts (county-level cities) and towns (subdistricts) are required to consider the village public facilities planning as a whole, properly arrange the funding for the government-led public facility construction, define the responsible parties for construction of various types of public facilities to properly realize the public facility construction projects.

Shape up the characteristics: highlight the different characteristics and styles of the villages/towns, and put forth effort to establish famous towns and famous villages. Lay stress on shaping up unique style and features of the mountainous towns, and adhere to the principle "one policy for one town and one policy for one village". It is also planned to study on unique style and features, and select key nodes to carry out urban design so as to highlight the features of the towns. Energetically develop the ecotourism, cultural tourism and sight-seeing leisure industry, thus encourage the farmers to work hard toward the well-off life and portray an attractive image of the mountainous towns.

Lay stress on the implementation: Probe into the villager participating mechanism, , and ensure

the implementation of the project. To ensure the implementation of plan, combine the bottom-up planning with top-down planning, and probe into the villager participating mechanism. In process of compilation of the planning, reach the towns and villages for complementary investigation time and again, and remain abreast of the realistic requirements of the inhabitants and villagers by interviews and questionnaire surveys. Furthermore, promoting the economical development of villages and increasing villagers' income are always set as important planning targets in the planning, so as to allow the villagers to bring into full play their subjective initiative to participate in the planning, improve the operability of the planning, and promote the implementation of the planning. On the other hand, establish a poverty reduction project library, and directly guide the implementation of poverty reduction projects. In addition, based on the actual conditions of the towns, work out the implementation strategy for the supporting development planning (including the implementation organization mechanism and fund security strategy) to guarantee the implementation of the planning.





TABLE 12.1 SCHEDULE OF MAIN POVERTY REDUCTION PROJECTS OF PAITAN TOWN IN ZENGCHENG CITY

No.	Project Name	Construction Contents	Budgetary Estimate Investment(in RMB 10,000 Yuan)	Commencement	Completion	Parties Offering Counterpart Support
1	Paitan Hospital	Business operation rooms and public health building	3805	2011.7	2012.4	Panyu District
2	Theatre renovation	Roof and stage maintenance, and stage equipment configuration	464	2011.7	2011.1	Panyu District
3	Paitan Cultural Center	Facade renovation, and functional upgrading	327	2011.7	2011.1	Panyu District
4	Central kindergarten of the town	Kindergarten construction and renovation	759	2011.7	2011.1	Panyu District
5	Improvement of buildings along main road of the township	Facade renovation and functional adjustment	1320	2011.7	2011.9	Panyu District
6	Improvement of buildings around the Paitan Square	Facade renovation with consistent style and features; functional adjustment	360	2011.7	2011.9	Panyu District
7	Improvement of Paitan Shopping Street	Perfecting market functions and functional adjustment of street-front buildings	600	2011.8	2011.12	Panyu District
8	Paitan Town gerocomium	Demolish the old buildings and build up new ones, and renovate the landscape	1010	2011.5	2011.1	Agile Group
9	Improvement of Dongsheng village	Housing renovation, sewage treatment and village greening etc.	610	2011.5	2011.8	Agile Group
10	Improvement of tourism-oriented Shanzao Tanshe, Shangjiubei Village	Redevelop the old village into a unique tourism village.	3000	2011.8	2011.11	Agile Group
Total			-	-	-	-

Source: drawn by authors

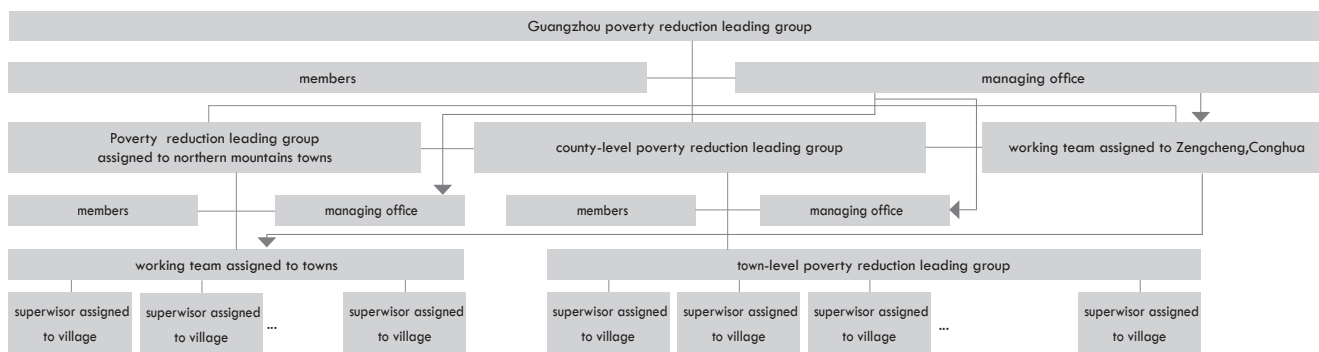
### 3.2 Implementation organization

- Establish top-down poverty reduction organization structure

In order to guarantee the successful implementation of poverty reduction work, CPCGMC and GMG establish a poverty reduction leading group. The poverty reduction work leading group is composed of members from 3 levels namely municipality, prefecture/county, and town/village. The municipality-level poverty reduction working group is composed of prefecture and county member units and a poverty reduction office, and it mainly undertakes establishing and study relevant poverty reduction policies. The district/county-level poverty

reduction working group mainly includes the district/county-level counterpart supporting-development leading group, district/county-level supporting-development receiving leading group, and the working crews dispatched to Zengcheng and Conghua, and the district/county-level poverty reduction working group mainly implements the higher-up poverty reduction policies, works out corresponding poverty reduction working plans, and direct the subordinate poverty reduction work. The town-level poverty reduction working group is composed of the working group stationed in tow and a town-level poverty reduction work leading goop, and it undertakes implementing the poverty reduction.

FIGURE 12.7 SCHEMATIC DIAGRAM OF ORGANIZATION STRUCTURE OF RURAL POVERTY REDUCTION OF GUANGZHOU MUNICIPALITY



Source: Guangzhou Rural Development-oriented Poverty Reduction Information Network (<http://www.gzfpkf.gov.cn/>)



- Establish a government-oriented counterpart supporting-development mode allowing enterprise participation and multiparty responses

To mobilize all social forces to participate in the rural poverty reduction work, Guangzhou Municipality energetically implements strategies such as “One district aids one town, and one famous enterprise supports one town” and “One hundred enterprise aids one hundred villages”, and stationing in villages, twinning, supports and construction aids to be offered by the state organs and institutions and state-owned enterprise, such that a pattern which is directed by the government and allows enterprises participation and multiparty response takes shape.

A. One district of Guangzhou aids one town, and one famous enterprise supports one town

Guangzhou applies a mode “One economically developed district supports one poverty-stricken town”, namely: Haizhuang District - Wenquan town, Liwan District - Lutian town, Huangpu District - Liangkou town, Luogang District - Aotou town, Yuexiu District - Xiaolou town, Tianhe District - Zhengguo town, Panyu District - Paitan town, Huadu District - Timian town.

In addition, CPCGMC and GMG extensively mobilize all social forces to participate in the poverty reduction of the northern mountainous towns, especially mobilize the well-known enterprises to fulfill of social responsibilities consciously and provide new impetus for the development of the northern mountainous towns.

B. One hundred enterprises aids one hundred villages to construct new countryside

In order to further mobilize social forces, especially the small and medium-sized enterprises to participate in the poverty reduction and request more social supports for the development of the northern mountainous area, Guangzhou Municipality also organizes and carries out a series of supporting-development activity namely “One hundred enterprises aids one hundred villages”. By leading the small and medium-sized enterprises to participate in the commonwealth-type and infrastructure construction projects in the poverty-stricken villages in the northern mountainous towns, many member enterprises and non-public economic men throw themselves into the new socialist countryside construction, such that the poverty-stricken villages, poverty-stricken households and local farmers in the mountainous towns are benefited and share the achievement of development-oriented poverty reduction.

C. Village-residing and paired supports from institutions and SOEs (State-owned Enterprises, SOE)

In view of the specific poverty-stricken villages and households with working capacity, the CPCGMC and GMG allocate the supporting development tasks to the municipal organs authorities (public undertakings

TABLE 12.2 SCHEDULE OF COUNTERPART SUPPORTING-DEVELOPMENT AS PER PRINCIPLE “ONE DISTRICT AIDS ONE TOWN, AND ONE FAMOUS ENTERPRISE SUPPORTS ONE TOWN”

No.	Mountainous Town	District Providing Support	Enterprise Providing Support
1	Wenquan	Haizhuang District	Pearl River Investment Group
2	Lutian	Liwan District	KWG Group Star River Group
3	Liangkou	Huangpu District	Kingold Group Star River Group
4	Aotou	Luogang District	Agile Group
5	Xiaolou	Yuexiu District	R&F Properties
6	Zhengguo	Tianhe District	Evergrande Real Estate Group
7	Paitan	Panyu District	Agile Group
8	Timian	Huadu District	Country Garden Group

Source: drawn by authors

BOX 12.6 ACTIVITY “ONE HUNDRED ENTERPRISES AID ONE HUNDRED VILLAGES”

1. Main contents of the activity: Seek the thought of common development, aid the twinned villages to further clear off the thought of development, perfect the development planning, and exchange the managerial experiences; jointly revitalize the rural economy, energetically develop the modern agriculture, and promote the development of agriculture and rural economy with the ideas of modern market economy; jointly run the social undertakings, and take an active part in the construction of rural schools, clinics, cultural facilities and old-age center of action and gerocomium; jointly construct the infrastructure, grasp the problems requiring urgent solution, and handle concrete affairs in a down-to-earth manner for the twinned villages.
2. Supporting-development patterns: in-kind donations, capital input, and technological guidance.
3. Typical cases of supporting development: Only at the signing ceremony of development-oriented poverty reduction project “One hundred enterprises aid one hundred villages” held on September 19, 2011, 243 enterprises formally signed contracts or agreed on 158 projects with 165 villages. The leading enterprises specialized in ecological agriculture, such as Guangzhou Zhengda Fangyuan Co., Ltd., Xutong Company, and Fengdu Company accessed the Jiuyi village, Hedong village and Yuechang village of Xiaolou town, integrated and utilized over 106.6666667 (ha) of transferred scattered plots of unutilized land to develop the agricultural planting items like Zengcheng flowering cabbage, fragrant potato and flowers, such that the 3 village collectives may be annually increased for 200,000Yuan, and the farmers' income may be increased for 5,180,000 Yuan. Panyu district Economic Development Corporation makes an investment of 20,000,000Yuan into Hanhu village of Paitan town to construct a flower and tree base of 9.2613333 (ha), in which tourism, sight-seeing and food and beverage service will be concurrently run; the project may bring an annual income of 120,000 Yuan for the village collective. Guangzhou Hong Kai Industrial Investment Co., Ltd. makes an investment of 30,000,000 Yuan in Hewu village of Zhengguo town to establish a mountain spring production base. The base may bring an annual income of 100,000 for the village collective, and solve the problem of employment of 20 poverty-stricken households.





managed according to the civil servants), the counterpart supporting districts, and the districts (county-level cities) where the supports receiving villages lie, and implement fixed-point, fixed-person and fixed-duty supports. The supports for the poverty-stricken households, which are provided with working capacity and located outside the poverty-stricken villages, are organized by the party committee of the districts (county-level cities) where such poverty-stricken households are located, and the party (working) committees and governments of the towns (subdistricts). For example, the Guangzhou Urban Planning Bureau offers counterpart supports for the Xintu Village in Aotou Town. It works out a “Beautiful Countryside” development scheme for the village free of charge, and directs relevant planning and construction. With the aid of many supporting development modes, such as holding working skill trainings, planting and breeding skill trainings, buying rural endowment insurance, rural cooperative medical insurance, and granting the planting/breeding subsidies and the poverty-stricken student study grants, the poverty-stricken households could get away from the poverty. In addition, they helped amend and perfect the village autonomy rules, establish office procedures for village collective income jointly with the village party branch & village committee, and perfect the grassroots organizations.

- Provide long-term technical supports

Different from the conventional poverty reduction mode prioritizing funds, projects and materials, technical supports are also brought into play an all-important role in addition to the funds and project supports for the northern mountainous area. From December 2010 to March 2011 while the poverty reduction plan for the 8 northern mountainous towns was compiled, the Guangzhou Urban Planning Bureau and the planning institutes dispatched many technicians to the villages and towns for site investigation. When the planning was completed, they continued offering long-term technical supports free of charge for these regions and directing the follow-up implementation and construction of the planned projects.

#### A. Hold working meeting regularly

The Guangzhou Urban Planning Bureau regularly holds special working meeting on management of poverty reduction development planning, checks for the progress of planning work in time, and learns about and coordinates the working problems. The planning branches enhance the supervision of management of the poverty reduction development planning, and report to the leadership the working condition of local departments related to the poverty reduction.

#### B. Establish an expert-committee (expert-group)review mechanism

Plan as a whole and guide all planning branches and the bureaus of urban planning of the county-level cities to carry out their work. To guarantee that the planning and design incarnate the characteristics of South of the Five Ridges style, the planning branches located in the northern mountainous area establishes a special expert committee or expert-group review mechanism intended to strictly hold the pass for the design schemes of relevant projects.

#### C. Provide long-term technical supports

Plan as a whole and organize steady planning and design groups. The planning and design groups carry out all-the-way tracking of the poverty reduction, compile mountainous town supporting development planning and full-coverage village planning, track the problems occurring in process of implementation, put forward opinions on planning specialty, establish a tracking and feedback mechanism for the planning, and guarantee the successful implementation of the planning.

#### D. Ensure the capital input

Poverty reduction cannot do without funds. In order to ensure that the poverty reduction projects can be implemented, CPCGMC and GMG adequately mobilize enterprise and social funds, and lay special stress on the input of fiscal funds. The special fund for rural poverty reduction is transferred from the fiscal budgets of Guangzhou Municipality 2011 and 2012 by 1% of the local finance general budget revenue of the last year. In 2011 and 2012, the budget layout for education, technology, culture and medical treatment was reduced by 10%, and the reduction amount was transferred and paid to Congua and Zengcheng for special usage in the construction of counterpart poverty reduction of the northern poverty-stricken towns through project assignments. The physical supporting development workloads respectively input in 2011 by 8 districts namely Haizhuang, Liwan, Huangpu, Luogang, Yuexiu, Tianhe, Fanyu and Huadu are determined as per 1% of the local finance general budget revenue. Based on such a radix number, the physical supporting development workload to be input in 2012 is increased in step with the local finance general budget revenue of the last year of the support receiving towns. The municipality-owned state-owned enterprises implement the “Double in place” work of poverty reduction. In 2011 and 2012, the accumulative total of funds input into the northern mountainous area is 4,320,000,000 Yuan.



**Li Xiang** participated in the overall process ranging from concept planning, development scheme to engineering design of Paitan town and Zhengguo town, tracked the construction of poverty reduction projects of the two towns, and provided technical guide and coordination. When he was brought to mind his poverty reduction experiences taking place two year ago, he said so: “The process was very difficult, and the result was very rewarding! The project was commenced by the end of 2010, the work tasks were important, and time was pressing. By then, I performed field reconnaissance in the winter cold weather, learned about the real needs of the residents; after I came back, I gave up my rest time and not a little spare time originally intended to accompany my family members, and even returned to work in advance after the Spring Festival such that I could complete the compilation on the basis of overtime jobs for over one month. When the concept planning compilation is over, I had also participated in the construction program compilation and engineering design of poverty reduction projects of Paitan pond and Zhengguo town, and undertaken the technical guidance and coordination of implementation of 32 projects. I reached the sites thrice every week on average in that year, received over 200 phone calls per day, and coordinate relevant matters concerned. I was fairly busy in that year; however my year-round production value was the lowest in the entire department since what I tracked was exactly projects. But, I still felt very happy and had a great sense of achievement since the projects were implemented and completed, and the living environment of the villagers were actually improved.” Finally, Engineer Li was very excited when we mentioned that we might reach the sites for a glimpse; he said though he still assisted some follow-up project services (like acceptance of works, property ownership certificate handling), he had not reached the sites for ages, and he wanted to accompany in person us to cast an eye at those spots he had ever “fought”.

(Li Xiang, the Urban Planner of Guangzhou Urban Planning & Design Survey Research Institute)



PHOTO. 12.5 Field Exploration by the Project Team  
Source: photographed by authors

**Yan Yongtao** participated in the overall achievement cleaning-up of 8 northern mountainous towns. When we asked him how he felt about the poverty reduction work he performed in those days, he said: “The poverty reduction plan of 8 northern mountainous towns was the priority among priorities of our tasks in the period ranging from the end of 2010 to 2011 (almost one year). By then, the entire institute undertook the counterpart poverty reduction plan of 7 towns (the poverty reduction plan of the other town was undertaken by Guangdong Provincial City Planning Institute). We undertook the overall planning, the task was hard and we were pressed for time. We even worked overtime on Spring Festival 2010. I had accompanied leaders of all levels to inspect the sites. The poverty reduction of 8 northern mountainous towns was a milestone in the history of rural poverty reduction in Guangzhou Municipality, it incarnated in fact the policy 'Planning ahead, people's livelihood first'. Furthermore, as technical supporting documents for poverty reduction policies, the poverty reduction plan may be implemented relatively soon, not so as conventional legal planning that require sophisticated approval and implementation procedures.”

(Yan Yongtao, the Urban Planner of Guangzhou Urban Planning & Design Survey Research Institute)



PHOTO. 12.6 Project Team Discussing Relevant Schemes  
Source: photographed by authors





## ACHIEVEMENTS

### 4.1 Promote the economy and industry developments

The poverty reduction plan has a regard for the developmental conditions and resources endowment of the mountainous towns and villages. Based on comprehensive analysis of comparative advantages of the towns, by combining the resources like scenery landscapes, historical culture and traditional folk-customs, it is intended to set the target locations such as industrial towns, cultural towns and tourism towns, energetically develop the industries like ecotourism, cultural tourism, sight-seeing and leisure, and drive the farmers to escape poverty towards well-off conditions and establish famous towns/villages.

The 2-year supporting development lays a solid industrial foundation for the north, and the villager collective economy is also substantially increased. For example, the Xijing village in Xiaolou town is turned into a black gourd base, flowering cabbage base; information technologies

are promoted to serve the “agriculture, rural areas and peasant”, construct the smart countryside, establish countryside agricultural-products supermarkets, direct the consumer markets to the fields and villages so that the agricultural products may be changed into commodity nearby and long-acting income increasing channels can be established. In Paitan town, hamlet 88 industrial poverty reduction projects covering the planting and processing of unique agricultural products such as Chinese yam, flower and Noble dendrobium are introduced or established. In 2 years, the yearly collective economy of poverty-stricken villages is increased from lower than 80,000 to 459,200 Yuan that equals to 5.7 times that before the supporting development, and the poverty-stricken villages overcome poverty by 100%. All of the 2939 persons of 1119 poverty-stricken households in 33 poverty-stricken villages reach the conditions for poverty overcoming, the poverty overcoming ratio reaches 100%, and the annual average income of poverty-stricken population is increased from lower than 3,000 Yuan to 9,058 Yuan by the end of 2012 that equals to 3 times that before the supporting development.

#### BOX 12.8 ACHIEVEMENTS IN INDUSTRIAL DEVELOPMENT OF SOME MOUNTAINOUS TOWNS

**Agricultural planting:** Water seeded rice was the main crop in Xijing villages Xiaolou town in the past, so the economic structure of the village is relatively single. In order to change the backward economical status, the villagers of Xijing village began planting white gourd on a large scale since 1990s of the last century. However, the villagers always lacked appropriate technologies and experiences. When industrial poverty reduction supporting development was commenced, black gourd was introduced through Agricultural University Of South China. Up to present, a development mode “Association + base + peasant households” has been established, and the Association provides the farmers with high-grade gourd seeds and technical support.

**Ecotourism:** In process of poverty-reduction construction, based on the

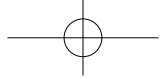
perfect natural of mountainous towns and the construction of famous villages/towns, improve the tourism service facilities, establish the unique famous ecotourism towns in the northern mountainous area of Guangzhou, and the effect of implementation is remarkable. For example, the Baxian Lake in Xiaolou town was mainly utilized to breed Gaoqing shrimp. After it was planned, lotus was planted in the lake, and wood viaducts and fishing platforms were erected such that the tourists could view and admire lotus at short distances, and drifted about in boat or angled for fish. Wei village in Zhengguo town gives priority to farming. It is planned to take the tourism supporting industries as point of growth such that the village may be turned into a habitable modernized ecotypic town village, and a unique village in Zhengguo town.



**PHOTO. 12.7** Rich Harvest  
**Source:** Courtesy of Northern Mountainous-area Poverty Reduction Project Team



**PHOTO. 12.8** Baxian Lake in Xiaolou Town  
**Source:** Courtesy of Northern Mountainous-area Poverty Reduction Project Team



## 4.2 Galvanize the urbanization process

Based on the unified planning and overall arrangement, with the aid of counterpart supporting districts and enterprises, the northern mountainous towns concentrate the funds in the construction of townships, industrial parks and typical villages, put forth effort to enhance the public service functions of the towns. Township construction spurs on rural development such that rural and urban population may be attracted to live in the township in order to realize urban-rural coordination.

Ever since the poverty-reduction construction was commenced, the cultural facilities such as culture rooms and cultural activity centers, the athletic facilities such as mass sports fields and residents fitness sites, the educational facilities such as elementary and secondary schools and kindergartens, the medical treatment and sanitary facilities such as hospitals and community health service facilities, the commercial facilities such as meat

markets, the public utilities such as water works and sewage treatment plants, and the transportation facilities such as roads are newly built, reconstructed or expanded in the townships one after another. The township public facilities are further improved. In addition, as per the planning of unique style and features molding, key-point areas are subjected to rectification of style, features and environment in process of the poverty-reduction construction, such that the landscape, style and features of the townships are greatly promoted.

The perfection of township public facilities and improvement on landscape facilities increase the attraction of central towns. In the last two years, not a few inhabitants move from rural area to the township one after another. That not only spurs on the urbanization of the peripheral rural areas, but also effectively retains some non-agricultural population that moves to the central urban area in order to obtain high-grade public service resources.

### BOX 12.9 ACHIEVEMENTS IN CONSTRUCTION OF KEY-POINT FACILITIES IN SOME MOUNTAINOUS TOWNS

**Paitan gerocomium:** Agile real estate Group donated more than 16,000,000 Yuan to demolish and reconstruct the gerocomium. The main building of the new gerocomium covers a land area of 880 square meters. It is a 6-storey building provided with 100 habitats of 25 square meters each. Each habitat is furnished with toilet, water heater, wardrobe and emergency call box system from soup to nuts. Each floor is provided with a public activity room of 60 to 80 square meters. The main building may accommodate approximately 100 senior citizens. The infrastructure conditions of the gerocomium are improved such that it may not only provide a perfect endowment place for the mountainous-area empty nesters, but also provide resources for social endowment.

**Reconstruction of Paitan theatre:** Construction contents include the following: Maintain and renew the theatre roof (1500m<sup>2</sup>), lay the water/power supply pipelines for water supply and power supply, and renovate the stage and configure the projection equipment and stage lights.

**Phase II of central kindergarten of Paitan town:** The Phase-I kindergarten is based on the reconstruction of the buildings of the original elementary school, and only 6 schoolrooms, an office and logistics area and a kitchen are available when the reconstruction is over, and the most basic setup required by the construction scale is not satisfied. Phase II mainly includes the following: newly build a teaching building (3-storey) (14 schoolrooms increased)(of approximately 2,000 square meters), and perfect relevant supporting facilities. The gross investment is of approximately 8,000,000 Yuan.

**Paitan hospital:** The budget price assessed by the Bureau of Finance of Zengcheng city is 35,565,000 Yuan (Of which, the district inputs 26,565,000 Yuan, and Bureau of Health of Guangzhou Municipality

inputs 9,000,000 Yuan). The construction contents include the following: Demolish the existing buildings, construct service rooms totaling 8400m<sup>2</sup> (of which, the comprehensive building accounts for 7,050m<sup>2</sup>, including 200 long-term beds, 120 near-term beds; the public health building accounts for 1350m<sup>2</sup>); the reservation of relocation and construction barrack is therein concerned.

**Environmental rectification of core area of Timian:** The post-reconstruction Timian takes on a brand-new look, and its town grade is extremely enhanced.



PHOTO. 12.9 Paitan Town Gerocomium after Reconstruction  
Source: photographed by authors





### 4.3 Solve problems in people's livelihood

Put forth effort to raise the basic social security level of poverty-stricken population through industrial poverty reduction, employmental poverty reduction, technological poverty reduction, educational poverty reduction and medical-treatment poverty reduction. Positively raise funds from multiple channels, integrate the resources, buy rural cooperative medical service and endowment insurance for the poverty-stricken households, implement assistance for the students from needy households, and realize "Treating the patients in time, providing for the elderly, and enabling the children to learn".

### 4.4 Improve the living conditions in the northern mountainous poverty-stricken area

In process of promotion of the development-oriented poverty reduction projects in the mountainous towns, 5 farmers-benefiting infrastructure projects, including the natural village road construction project, rural harnessing project, rural housing safety project, lighting project and water supply project are supported preferentially, the achievement made in the construction of the 5 projects is great, and the living conditions in the poverty-stricken area is actually improved.

**BOX 12.10** ACHIEVEMENTS IN IMPLEMENTATION OF 6 PEOPLE'S LIVELIHOOD SECURITY PROJECTS IN POVERTY-STRICKEN TOWNS (PAITAN, XIAOLOU AND ZHENGGUO) IN ZENGCHENG CITY IN 2011

- (1) Input 102,000,000 Yuan to implement various types of civil administration securities. The 2918 "basic-living-allowances" households, 591 five-guarantees households, 52 orphans, 10,383 senior citizens of 70 years old or over receive benefits, and all of the 7,647 poverty-stricken population enjoy the security if necessary.
- (2) Input 446,000,000 Yuan to implement the endowment insurance. All levels of government, counterpart supporting districts and counterpart supporting departments are urged to pay the new rural endowment insurance premium for the extremely poor people, such that all village people of 35 years old or over participate in the new rural endowment insurance; Of which 17,847 farmers begin drawing the endowment insurance benefits at 299 Yuan per month.
- (3) Input 190,000,000 Yuan to implement the medical security. All of the 155,200 farmers living in the three northern towns participate in the new cooperative medical service, and the inpatient reimbursement limit line is upgraded to 100,000 Yuan.
- (4) Input 183,000,000 Yuan to implement education security. Take the lead in implementing the 12-year charge-free education, of which 14,549 students living in the three northern towns receive benefits; subsidize the students from needy households with school fees, and pay traffic allowance for students going to school.
- (5) Input over 11,000,000 Yuan per year to implement employment security. Support 1,636 labors from poverty-stricken households to get employment in 2011.
- (6) Band together the governmental functions and social resources organically to implement housing security. Reconstruct 4,147 rural dangerous and broken buildings and mud-clay houses (totaling 220,000 square meters), and subsidize each household with 40,000 Yuan. Comprehensively implement "six securities" by poverty reduction "Double in place" so as to solve the basic livelihood problem of the poverty-stricken masses living in the north.

**BOX 12.11** ACHIEVEMENTS IN CONSTRUCTION OF FARMER-BENEFITING INFRASTRUCTURES IN THE POVERTY-STRICKEN TOWNS (PAITAN, XIAOLOU, ZHENGGUO) IN ZENGCHENG CITY IN 2011

- (1) Establish a garbage collection and transportation system. A garbage collection and transportation system based on household-level gathering, village-level collection, town-level transportation and city-level treatment is established in view of the poverty-stricken area in Zengcheng city, a long-acting mechanism based on regular clean-up and mobile sanitation work is also established. The rural sewage treatment installations are erected so as to build up a clean and comfortable rural environment and enhance the quality of civilization in rural areas.
- (2) Set up the rural lighting project: "Ignite the light of hope by lamps similar to those set up in cities". Input 140,000,000 Yuan to implement the rural lighting project: Set up totaling 15,848 road lamps along 682km roads; all township arterial roads and village roads are basically equipped with road lamps, so as to solve the night lighting for villagers getting around at night and create necessary conditions for the development of ecological industry.
- (3) Finish the reconstruction of mud-clay houses. Input 107,000,000 Yuan to implement classified reconstruction of rural mud-clay houses, dangerous/broken houses and empty houses. Up to the present, the reconstruction of 2,161 mud-clay houses is already finished so as to improve the rural inhabited environment, solve the problem "There are new houses, however there are no new villages", and put forth effort to construct beautiful countryside.
- (4) Construct the agriculture and forestry water conservancy projects. Arrange 683,000,000 Yuan to construct the agriculture and forestry water conservancy projects, of which 319,000,000 Yuan is already completed (the amount of investment completed in the northern three towns accounts for 125,000,000 Yuan), and the production and living conditions in the rural area are comprehensively improved.



## CONCLUSIONS

The poverty reduction (2010-2011) of 8 northern mountainous towns was a milestone in the history of rural poverty reduction in Guangzhou Municipality, and it provided a good many experiences for reference in the rural poverty reduction in Guangzhou Municipality: Firstly, in view of the poverty reduction of the 8 towns, refer to the experiences in post-earthquake counterpart reconstruction of Wenchuan, and determine a counterpart supporting mode “One district supports one town, and one enterprise supports one town” so as to nail down the main body responsible for poverty reduction and the poverty reduction funds. Secondly, primary importance is attached to raising the people's livelihood level and public service level in view of the poverty reduction of the mountainous area, and the audience is given to the willingness and needs of the villagers during the investigation and compilation of the planning. Thirdly, as technical supporting documents for poverty reduction policies, the poverty reduction plan may be implemented relatively soon, not so as conventional legal planning that require sophisticated approval and implementation procedures. Different from the conventional poverty reduction giving priority to funds, projects and materials, technical supports are also brought into play an all-important role besides fund and project supports for the northern mountainous area. For the poverty reduction plan commenced since the end of 2010 for the 8 northern mountainous towns, the

Guangzhou Urban Planning Bureau and the compilation units dispatched many technicians to go deep into the villages and towns for investigation in scores of times so as to interface the planning schemes. When the planning compilation was over, the technicians insisted on providing long-term technical supports free of charge for these regions, and directing the follow-up implementation and construction of the planned projects.

However, as a type of new attempt and innovation, it is hard to avoid any defects and misunderstanding in the poverty reduction plan, and the requirement “See the effects in one year, and achieve the targets in two years” put forward at the beginning of the planning appears to be acting with undue haste for the poverty-stricken areas with backward developmental level and development speed. Industrial project furthermore, the thought changed from “Blood-transfusion poverty reduction” to “Hematopoietic poverty reduction” is also fine; however, it is hard for the industrial projects capable of promoting the development of village collective economy to take effect quickly. Therefore, many industrial development projects gave place to the style and features rectification projects capable of taking effect soon, such that the “hematogenesis” function of the poverty reduction was restricted to a certain extent. Those are to be further improved and intensified in process of future poverty reduction plan work.

CASE STUDIES





NOTES

① This is the control measure taken by the Chinese government over the construction land to protect the farmland namely the yearly upper limit of local construction land that must not be exceeded.

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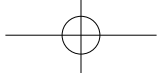
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# LANDSCAPE PLANNING OF DONG XI JING VILLAGE IN ZENGCHENG

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Village landscape planning is a process of shaping and transforming rural landscape styles and features. Landscape feature cannot be accomplished at one stroke. It is a time-consuming process, which can only be advanced in a sustainable way under the interaction of multiple forces.

The landscape features of traditional villages in South China are embodied in the typical rural landscape pattern of "farmland, ponds, houses and forests". Under this typical landscape pattern, a variety of landscape elements such as ponds, old trees, ancestral temples, private schools and stone pathways are constantly formed, enriched and extended after hundreds of years of evolution and

interaction. However, not all landscape planning projects can successfully transform village landscape features without negative ramifications. Some villages exposed a series of grave problems in the process of their development, such as the destruction of landscape patterns, the disappearance of landscape elements and the deterioration of the living environment.

By introducing a case study of Dong Xi Jing Village in Zengcheng district, Guangzhou, this section seeks to analyze the achievements of village planning in terms of landscape design and offer references for the protection and continuation of traditional rural landscape features in South China.



## OVERVIEWS AND PROBLEMS

### 1.1 Spatial Patterns

Originally called Ban Village, Dong Xi Jing Village is divided into two sections, namely, Dong Jing and Xi Jing. The village was founded by Mr. Zhou Cainan, the 10th-generation descendant of Mr. Zhou Dunyi, some 700 years ago. The village is home to approximately 495 households, with a population of 2,031 permanent residents and 500 migrants.

Dong Xi Jing Village is planned and constructed under the typical structure of "farmland, ponds, village houses and forest". The village is set under the foot of a mountain and facing a pond. In front of the pond lies a vast expanse of farmland, nourished by a never-ending river. Vast arrays of village houses are built along the hillside. The village community is sandwiched between a small forest at its back and expansive open space in its front for two reasons: first, villagers can live and farm with ease and comfort in peace time; second, in the occurrence of natural disasters and in war time, villagers can take refuge and defend themselves in the forest.



PHOTO. 13.1 Satellite Picture of Dong Xi Jing Village  
Source: from Google Earth



## 1.2 Landscape Resources

Under the structure of “farmland, ponds, village houses and forest”, Dong Xi Jing Village has formed rich landscape resources during its evolutionary process, including an old street, ancestral temples, clan halls, old-style private schools, Lingnan-style (South China-style) architectural complex, stone pathways, a lotus pond, a geomantic wood and a vast expanse of farmland.

- The Dong Xi Jing Old Street

A 500-meter old street runs across Dong Xi Jing Village, which is paved with stones. Ancestral temples, clan halls and residential houses are built on both sides of the street, making it a major tourist attraction of Dong Xi Jing Village.

It is a delightful experience to walk on the old street, which is a crucial link between the east section and the west section of the village. It is also a leisure place where local villagers can enjoy the life and chitchat with their neighbors to improve inter-personal relationships. Old street and the inner lanes linking residential quarters together form a “fishbone” street-lane structure. Pedestrians and vehicles can move side by side, but without getting in the way of one another. Thus, the diversity of life is well preserved in Dong Xi Jing Village. Most of the public buildings (such as ancestral temples and old-style private schools) are sited at the old street, making it an unique-style scenic spot steeped in time-honored cultural traditions.

- Ancestral Temples, Old-style Private Schools and Wenkui Temple

As the largest of all ancestral temples in Dong Xi Jing Village, the Zhou Clan Ancestral Temple is designed by courtyard layout. The Zhou Clan Ancestral Temple is at the center of the village architectural complex, standing in perfect harmony with its nearby village houses. Observed from a distance, the temple looks like a butterfly, symbolizing the supremacy of the Zhou ancestors in the Zhou Clan.

Founded in the late Ming Dynasty, Yachuan Private



PHOTO. 13.2 Dong Xi Jing Old Street  
Source: photographed by authors

School was a family school in ancient times. With its roof covered with gray tiles and its beams decorated with wood engravings, Yachuan Private School is exceptionally significant both artistically and historically, as is shown by the decoration techniques employed during its construction process, including carving, engraving and cutting. Another prominent architectural feature of Yachuan Private School is the use of verge boards and bearing stones for decorative and practical purposes.

Wenkui Temple (Photo13.4) was built during the reign of Emperor Kangxi in the Qing Dynasty. The plague hanging above its gate is engraved with two Chinese characters, namely “文” (Wen) and “魁” (Kui) (“文” means culture and scholarship, while “魁” means eminence), which were written by Emperor Kangxi, the fourth emperor of the Qing Dynasty. Wenkui Temple and the two flagpoles in its front have borne witnesses to how the farming-reading culture (used to describe an old style of life adopted by Chinese scholars in ancient times, meaning to culture themselves and farm in villages) reached its pinnacle. Currently, Wenkui Temple has become the cultural and educational base of Dong Xi Jing Village.



PHOTO. 13.3 Yachuan Private School  
Source: photographed by authors



PHOTO. 13.4 Wenkui Temple and its Flagpoles  
Source: photographed by authors





• Lingnan-style Architectural Complex and Stone Pathways

Residential houses of Dong Xi Jing Village are built in a typical Lingnan (South China) architectural style. The exterior walls of these houses are painted in greenish gray. Most of these houses are two stories in height, with small courtyards, deep depths and a compact layout. The houses are designed in a way that is compatible with the wet-hot climate of Guangzhou, able to repel moisture and block out scorching heat.

The clan hall and archway are built on the first row of the village complex, while residential houses are arranged and constructed on both sides and behind of the clan hall and archways. The old village center and two new village sections were planned and developed in the same way.

Pathways paved with stones were considered high-class by villagers in ancient China. To make a stone pathway, block stones of uniform size are paved on the soil foundation. The abrasion between human feet and the stones gradually wears down the rough and rugged surface of the pathway. In the old days, all streets and lanes of different sizes were paved with block stones in Dong Xi Jing Village, which was commonly believed to be “luxurious” in terms of architectural standards. Nowadays, stone pathways in many villages have been largely destroyed, but the ones in Dong Xi Jing Village are still well preserved.

• The Lotus Pond, the Geomantic Wood and a Vast Expanse of Farmland

The lotus pond was built with the rules of Feng Shui, symbolizing fortune and auspiciousness. The geomantic (Feng Shui) wood refers to the small forest along the mountain behind Dong Xi Jing Village. The mountain is called “Houlong” (literally meaning “Chinese dragon at the back”), because it is shaped like a sleeping Chinese dragon. The geomantic wood is created for the purpose of soil and water conservation. Without the geomantic wood, in rainy days, rain water would wash down the hill slopes and sweep the residential houses, which are built right at the foot of Houlong Mountain, causing damage to the surrounding environment.

The farmland of Dong Xi Jing Village covers nearly 10,000 mu (One mu is equivalent to about 667 square meters). Two cash crops are planted in the farmland, namely late flowering Chinese cabbages and black-skin wax gourds. Big and stout in size, the late flowering Chinese cabbage tastes tender and sweet. Dong Xi Jing Village and La Pu Village are known to produce the best late flowering Chinese cabbages in Guangzhou. The wax gourd farmland plot in the front of Dong Xi Jing Village is known as the largest organic gourd planting base in Guangzhou, thus earning Dong Xi Jing Village the nickname of “the Gourd Village”.



PHOTO. 13.5 Panoramic View of the Village Complex from Houlong Hill  
Source: photographed by authors



PHOTO. 13.6 Stone Pathways  
Source: photographed by authors





### 1.3 Problems

The landscape features of Dong Xi Jing Village were once on the brink of disappearance, as the village spatial structure was destroyed, landscape resources were depleted and the living environment deteriorated. There are two main reasons for it.

- **Sluggish Economic Growth** – The villagers earned their income mainly by leasing out land plots, farming and working outside the village. With limited means for money making, the villagers could only eke out a basic living. The tourism sector had developed somewhat, but proper guidance was lacking to tap into its potential. Without the support of sizable industries of any kind, the village economy was trapped in a slump. Without decent economic growth, there was no impetus for the implementation of transforming Dong Xi Jing Village into a tourist destination.
- **Deteriorative Environmental** – The sanitation conditions were very poor in the village, as was indicated by a lack of sewage disposal facilities and garbage collection facilities and by the contaminated water in the pond. As the living environment deteriorated, the local villagers moved out of the village in large numbers and the trend of hollowing out became increasingly prominent as time passed. Left idle and without proper maintenance, many houses and facilities gradually decayed and were at the mercy of the weather. The chain reactions induced by environmental deterioration eventually led the losing of traditional rural landscape features in Dong Xi Jing Village.

## VILLAGE PLANNING

### 2.1 Positioning

As is described in *The Instructions on Village Planning in Guangzhou (2013—2020)*, “Dong Xi Jing Village is a village located out of the precinct of planned urban construction land, with its living and production patterns yet to be urbanized.” Based on the analysis of site and relevant planning policies, the planning positioning for Dong Xi Jing Village has been proposed as the following: to develop Dong Xi Jing Village into a “beautiful village” with a livable and pro-business environment and an economy centered on eco-friendly agriculture and rural tourism.

### 2.2 Priority: Developing Dong Xi Jing Village into a Tourist Destination

After the planning positioning is defined and existing problems identified, efforts were made to the comprehensive guideline for landscape planning in Dong Xi Jing Village, which was to transform Dong Xi Jing Village from a traditional old village into a leisure tourism resort by utilizing and improving its unique natural, historic and cultural scenic spots, developing full-fledged infrastructure and public service facilities and boosting its appeal and attractiveness to tourists.

- **To Propel Industrial Transformation and Develop Tourism Services** –As is specific in the plan, the economy of Dong Xi



PHOTO 13.7 Vast Expanse of Farmland  
Source: photographed by authors



PHOTO 13.8 View at the Lotus Pond  
Source: photographed by authors





*Jing Village should be centered on developing urban eco-friendly agriculture and advancing the transformation and upgrading of agriculture. With the local government playing a leading role, private investment has been invited into the village for optimizing and upgrading existing tourism facilities, public service facilities and infrastructure, so that the local tourism sector can make the transition from sightseeing tourism to leisure tourism.*

- *To Take Advantage of Landscape Resources and Develop Leisure Projects* – In terms of the design and planning of leisure projects, the cardinal principle of “proposing themes based on existing resources, proposing functions in line with the themes and developing projects according to functional zoning” has been strictly followed. Under this principle, a variety of leisure projects have been planned on the basis of existing landscape resources, infused with the features of urban agriculture and implemented in compliance with the development orientation of Dong Xi Jing Village. Typical examples of such leisure projects include: a fishpond water world, a wild fishing center, Dong Xi Jing Old Street, a 10,000-mu vegetable growing farm, flower-and-fruit greenways and Houlong Mountain Forest Park.
- *To Protect Landscape Resources and Extend the History and Culture* – With the ideal of “combining natural ecology with Lingnan Culture” and focus on developing modern agriculture and preserving traditional customs and ritual, existing historic and cultural sites have been protected, new scenic spots have been designed and planned at places such as the entrance area, the agricultural park, river system and the geomantic wood area. Historical and cultural sites have been connected with new scenic spots through the old street and the fruit-and-flower greenways. Some control zones of landscape resources has been drawn to facilitate the protection of landscape features.
- *To Reinvigorate Landscape Elements and Improve the Living Environment* – Practical functions have been infused into the existing landscape elements. The idea behind this initiative is that landscape elements can be better protected when put to proper use. In this way, the historical and cultural heritage resources of the village, which would otherwise be left to decay, have been reinvigorated, resulting in a significant improvement of the living environment in Dong Xi Jing Village.
- *To Update Amenities and Shape a Livable Environment* – Initiatives have been taken to enhance the amenities, such as destination boards, waste collection facilities, streetlights and public toilets. A variety of landscape facilities have been set up along the streets of the village, including pavilions, flower terraces and tree pools. As a result, a livable environment has been created in the village, in which people can live with comfort and ease.

## 2.3 Planning of Landscape Elements

The focus of the planning is to improve and upgrade the overall landscape structure of Dong Xi Jing Village, which encompasses its old village architectural complex, open spaces, the lotus pond, the geomantic wood and stone pathways. The overall landscape structure of Dong Xi Jing Village can be described as follows: under the principle of intensive use of land, new village sections are planned and developed out of the precinct of the old village section. The new village sections are under the same structure of “farmland, ponds, houses and forests” as the old section. The Dong Xi Jing Old Street is designated as a landscape axis, linking the new sections to the old sections. In this way, the new and old sections can form a village complex that is uniformly and neatly structured.

**The old village architectural complex:** A historically-significant village section has been planned, which covers approximately 2.8 hectares and encompasses a variety of architectural heritages, such as the old street, interior lanes, the Zhou Clan Ancestral Temple and Wenkui Temple. This historic village section is centered on developing the folk customs experience sector, the exhibition sector and the commercial tourism sector. Houses of historical and cultural significance have been protected, in a way that preserves their original Lingnan architectural styles and features, and are now used as tourism and public service space. For instance, the façade and interior furnishings of the Zhou Clan Ancestral Temple, Yachuan Private School and Wenkui Temple are perfectly preserved. Moreover, these historically houses have been used as tourism service centers, exhibition centers for the history and culture of Dong Xi Jing Village, rural public service centers and online education centers. For tourists, these houses are windows on the village culture; for local villagers, they are places for education and entertainment. Local villagers can now even read modern books in old-style private schools.

**Open spaces:** Some dilapidated open spaces have been planted with trees and flowers and transformed into street gardens. All of the sheltering trees and old trees in the village are preserved. The façades of the houses surrounding these open spaces have been restored and renovated, for the purpose of combining these houses with nearby open space into an integral whole. Idle land plots have been covered with trees and verdures and turned into lawns and nursery gardens. Sports facilities and space have been renewed.

**The lotus pond, the geomantic wood and stone pathways:** Artificial wetland has been planned and constructed outside Dong Xi Jing Village to improve the water quality of the lotus pond; footpaths and fishing spots have been designed and built in the waterfront



section around the lotus pond for recreation and entertainment. The geomantic wood is designed and positioned to become a forest park and a vegetation museum. A variety of recreational facilities have been designed and built in the geomantic wood, including footpaths, plank roads and viewing platforms. Blue flagstones and block stones are used to restore the stone pathways.

## CONCLUSIONS

Thanks to landscape planning, the historic culture of Dong Xi Jing Village has been extended, thanks to the brilliant idea of “building new village sections outside the precinct of the old village” and to the implementation of a series of protective measures. Every brick and mortar, every wall and door and every flower and tree of the historic cultural buildings in the village is well preserved and protected. The lotus pond is covered with lotuses, with its water crystal-clear enough for fish and shrimps to be seen. The geomantic wood behind the village has been transformed into a small forest park, with greenways for sightseeing and recreation purposes. The remaining stone pathways, which were not changed into concrete pavement, have now become leisure footpaths and landscape marks, running through Dong Xi Jing Village.

The living environment of the village has been greatly improved. A parking lot has been built in the open space in front of the village for accommodating tour buses. Artificial wetland has been built around the lotus pond, and as a result, the wetland now disposes 85% of the domestic waste water of the village. New residential houses have been built outside the precinct of the old village, along with a community center and a school bus station. Tourists can now cycle along greenways to drink in the beauty of the expansive farmland and the geomantic wood. The village is covered with sheltering trees, and the open space has been turned into an open recreational park.

Village planning has given a tremendous boost to the tourism sector of Dong Xi Jing Village. City dwellers are visiting Dong Xi Jing Village in large numbers to experience the farming-reading culture and embrace Mother Nature. Smiling tourists can be seen everywhere in Dong Xi Jing Village: in the Dong Xi Jing Old Street, in the vegetable growing base, in Houlong Mountain Forest Park, in flower-and-fruit greenways and in Hakka-style restaurants and leisure farm houses that dot the village. Recently, Dong Xi Jing Village has been listed as one of the third group of “time-honored villages” of Guangdong Province, becoming the first village in Zengcheng to have

been certified by the provincial authorities. Dong Xi Jing Village and Xiaolou Resort have also been accredited as a national AAA-level tourist destination. The Gourmet Festival held in Dong Xi Jing Village attracts some 100,000 tourists every December.

With the implementation of village planning, Dong Xi Jing Village has been able to preserve and enrich its landscape features, presenting to the world its picturesque scenery and its appealing farming-reading culture. The planning of Dong Xi Jing Village is a success story of how to develop an old village into a tourist destination facing the backdrop of urban-rural integration.





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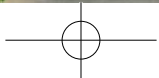
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# SELF-GOVERNANCE DEVELOPMENT OF XI'NAN VILLAGE UNDER PROPER P L A N N I N G

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## SELF-GOVERNANCE DEVELOPMENT OF XI`NAN VILLAGE UNDER PROPER PLANNING

**W**ith Guangzhou-Shenzhen Railway in the north and Guangyuan Highway in the south, Xi`nan Village is conveniently located in Xintang Town of Zengcheng City, offering easy access not only to the downtown of Guangzhou and Zengcheng, but also to the surrounding areas such as Huadu and Panyu. The village covers an area of 470 hectares. It has 305 households with a total population of 1,147. The villagers live on two sources of income: annual dividends paid by the industrial park and earnings from growing local cash crops such as green onions, garlic and Malabar spinach.

In the mid-1990s, Xi`nan Village was impoverished and unknown; however, by 2011, it had developed into an affluent village with annual collective revenue of over 10 million RMB and an annual per capita income of 17,000 RMB, becoming a model of new socialist countryside construction in Guangzhou. Its success in the past two decades can be primarily attributed to two reasons: the rapid development of self-governing economy under the leadership of capable talents (mainly in the period 1995-2006) and the full participation of rural planners in its planning and construction when it assumes more autonomy (mainly in the period 2006-2013). The development model of Xi`nan village in transitional period is unique in the broader context of rapid urbanization of the Pearl River Delta. It exemplifies how a village can adjust and transform itself politically, economically and socially when it shifts from a traditional to a modern society.



### BOX 14.1 THE SEPARATE GOVERNANCE OF XI`NAN VILLAGE AND SHATOU VILLAGE

Xi`nan Village is an administrative village separated from Shatou Village in 1995. Composed of five agricultural cooperatives, it has a registered population of about 1,000, all of the same ancestry and sharing the family name "HE". Back then, Xi`nan Village was dilapidated and poor, with the majority of the residents living in poverty. Many small cement plants emerged around the village at the end of last century, causing severe environmental pollution due to the poor equipment. Fields and trees outside the village, as well as houses and streets inside were all shrouded in dust and smoke from the plants; even the kitchen stove, dining tables, desks, chairs as well as beds were covered with dirt.

According to the leaders of Xi`nan Village, the separation in 1995 left the village with nothing valuable except the opportunity to develop independently. It turned out to be a great benefit when the village began its renovation in 2006. In that year, the government of Xintang Town entrusted the team led by Ye Hong, the Professor of South China University of China, to draw up a renovation plan for Xi`nan and Shatou Village. The renovation plan was well carried out in Xi`nan Village, where the village committee and villagers, all with the same family name, were united. However, in Shatou village, opinions were divided among the major family names, such as "ZHANG" and "HE". Because of the objection from some of the villagers, the frame bent set up for facade renovation were dismantled, depriving Shatou Village of a vital opportunity for further development.

### BOX 14.2 VILLAGE GOVERNANCE LED BY BUSINESS TALENTS

The election of He Tiebiao, an entrepreneur, as the head of Xi`nan Village is a typical example of Chinese village governance led by business talents. Such governance model has exerted a profound impact on the operation of rural public power and the improvement of grassroots management in the following ways: firstly, "Village governance led by business talents" is a form of authoritative politics based on democracy. The "democracy-authority" politics takes its origin from and moves beyond the traditional "politics led by powerful villagers", or the governance of country gentlemen, and thus creates a new mode of governance. Secondly, it is a governance structure led by business talents, breaking away from the unary governance of the People's Commune characterized by the centralization of authority and demonstrating a novel attempt in the rural grassroots management. Thirdly, it is an "elite-public" self-governance combining the elite leadership with the general public participation. It is a new practice moving towards the ideal system of village self-governance but adjusted to the actual conditions, diversifying the forms of village governance. Therefore, it can be assumed that with the development and change of the rural economy and society, there will emerge diversified forms of village governance, for instance, "village governance led by business talents".



## THE AUTONOMOUS DEVELOPMENT OF XI`NAN VILLAGE

After the separation of the two villages, the new-born Xi`nan Village started its independent development by setting the goal of “treating environmental pollution, shaking off poverty, and becoming prosperous”. Led by capable talents, it has carried out three projects to establish the framework for the new socialist countryside construction.

### 1.1 Demolition of Old Cement Plants

Located in the north of the village, 13 cement plants, which were the collective properties of Xi`nan Village, spread along both sides of Lixin Highway. Originated from the lime factories run by the commune, the cement plants once generated income for the village collective. However, the poor production equipment produced serious environmental pollution in the surrounding areas.

To clean up the environment for the villagers and create greater construction space for the future growth, the village committee decided to demolish all these plants.

### 1.2 Establishment of the Industrial Zone

Following the demolition of the small cement plants, as a further step for growth, Xi`nan village built an Industrial Development Zone covering an area of 70 hectares in the original site. Officially put into use in 2001, it was an important project aiming at improving villagers’ livelihoods. After a few years of hard work, more than 20 enterprises engaging in electronic, textile, clothing, color printing and other business areas have been set up and operated in the zone. Many villagers received free training from the village and became the workers or the managers in those factories, acquiring technological and managerial skills.

In 2006, Xi`nan Village had a collective income of over 4 million RMB and per-capita income of more than 8,000 RMB. It provided a fixed amount of subsidy to villagers to support their schooling, healthcare and old-age care. The establishment of the industrial zone has expanded the collective revenue and laid a solid financial foundation for the improvement of villagers’ livelihoods.

### 1.3 Preliminary Renovation of Living Environment

Xi`nan village carried out three large-scale renovation before 2006, during which dirty, disorderly, poor quality and illegal buildings were dismantled, and four fishponds located in the center of the village cleaned up and renovated. To improve the quality of village roads,

the stone embankments were built on the roadbed around the fishponds. Trees were planted in the vacant space provided by the demolition to expand the green area. They were easy to grow and appealing in their appearance, catering to the practical and aesthetic needs of the villagers.

These sanitary and greening efforts enabled villagers to feel for themselves the changes and benefits brought about by demolition and renovation. Those who were at first doubtful and indifferent changed their attitudes and became supportive, making the job of village party branch and village committee easier.

## VILLAGE UPGRADING WITH FULL PARTICIPATION OF LEADING VILLAGE PLANNERS

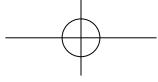
As the government and villagers think highly of the coordination between the collective economic development and the environmental improvement in Xi`nan Village, it is selected as the pilot village of Zengcheng City in the *National Village Renovation Pilot Project* conducted by the Ministry of Construction. With the assistance of the planning departments at the town and municipal level, Xi`nan Village has become a model of village upgrading led and fully participated by rural planners.

### 2.1 Functional Zoning for Coordinated Development

Functional zoning has been prioritized in the planning of Xi`nan village. Centering on functional distribution, it divides the village land into the Industrial Zone, Agricultural Zone and Living Quarter to ensure that the functional layout is reasonable and the life and production in the village are organized and efficient. It provides a guidance to the village committee in its land use, such as developing modern agriculture in the Agricultural Zone, attracting foreign investment for the Industrial Zone and launch the village renovation in the Living Quarter.

Located in the southwest of the village, the Agricultural Zone is characterized by artificial planting, with three specialty vegetables—green onion, garlic and Malabar spinach. There is a designated area for villagers to collectively raise the poultry and livestock in the Agricultural Zone. The Industrial Zone, well-equipped and modern, is situated in the north of the village along the Lixin Expressway, serving as the economic engine for the village’s development. The Living Quarter, located in the center of the village, will become a beautiful home through village renovation.





## 2.2 Regulatory Detailed Planning of the Industrial Zone for Collective Economic Development

The village-run industries are considered as the major sources of income for the collective economy, with the village-run Industrial Zone directly affecting the fund for the upgrading, renovation and environmental improvement in Xi`nan Village. Based on many discussions held by the village committee, the town government and planners, the villagers have voted to decide that the village-run industry should go for scale expansion and quality improvement: to expand the scale of village-run industries, the remaining idle industrial land should be utilized (mainly the former cement plants) and the town government should allocate part of the construction land quota to the industry; to enhance the quality, a detailed regulatory plan of the Industrial Zone should be formulated in order to upgrade the Industrial Zone, road network, sewerage system and other infrastructures.

## 2.3 Comprehensive Village Renovation

The village renovation, guided by the comprehensive plan, follows the following three principles: the large-scale demolition and reconstruction should be avoided while certain architectures should be preserved; the

original structure and traditional culture of the village should be well kept; the planners should actively communicate with the village committee and villagers and show full respect for villagers' wills.

Besides the above principles, six methods borrowed from village planning are used in the renovation plan to ensure the success of the Xi`nan village's renovation.

- Demolishing the Illegal Architecture with a Two-pronged Approach

The renovation followed the step of demolition first and construction second. For instance, many villagers used to use the firewood as the main fuel. Although it was gradually replaced by bottled petrol gas, they still kept a woodshed in their houses. Meanwhile, livestock, poultry as well as organic fertilizers were kept in the yards, with a large number of piggeries and poorly-equipped toilets located in the village (a few years ago, several cattle pens, piggeries and public toilets were demolished as required by the village committee; however, demolition only occurred in the nearby areas of the central fishpond, not around the village houses). Therefore houses were densely distributed in the original village, severely affecting the ventilation, lighting, fire control and sanitation. There was an urgent need to reduce the density.

As it was difficult to demolish private houses, the village committee and the planners pushed forward the work in the following two ways: On the one hand,

### BOX 14.3 THE COUNTRYSIDE PLANNER'S PROFOUND INFLUENCE

Countryside planner was still a novelty in Guangzhou in 2006. Ye Hong, the associate professor of School of Architecture at South China University of Technology, served as the first countryside planner of Xi`nan Village. Doubted by the village management at first, she made herself accepted by conducting the first survey and communicating fully with the villagers. According to Ye Hong, the functional zoning, which clearly defined the living quarter, industrial zone and agricultural zone, was the prerequisite of the renovation. By reorganizing the municipal pipelines, less domestic sewage was drained directly to the fishponds, resulting in the improvement of water quality. The messy distribution of the electricity, telephone and cable TV lines disappeared as they were buried underground. In addition, housing demolition was minimized to reserve the original village structure as much as possible. Historical buildings, such as the ancestral halls, temples and bookrooms, were renovated by restoring their original appearances and revitalizing their functional use. After the renovation, "Xi`nan Village remains to be a village".

### BOX 14.4 THE GENERAL PRINCIPLE OF XI' NAN VILLAGE'S REGULATORY PLAN

First, a comprehensive research on the business model of the Industrial Zone should be carried out to decide the spatial distribution of the zone; Second, the land use and size allocation should be based on the processing and production demands of different industries; Third, a comprehensive transportation planning should be carried out to facilitate the transportation of raw materials, products and staff; Fourth, public service infrastructures should be provided in accordance with the staff structure and needs; Fifth, the distribution of municipal facilities should satisfy industrial needs.

It is worth mentioning that, according to the plan, a piece of land in the Industrial Zone is reserved for the construction of migrant workers' dormitory, effectively addressing their accommodation need.



the planners formulated the renovation plan quickly to specify which buildings to be preserved and demolished, and whose façade needed to be rebuilt or renovated. The information for each house was reviewed by the village committee and PHOTOS were produced to show the effects before and after renovation; On the other hand, the village committee, along with the staff representatives of the economic commune and the villager representatives, founded the demolition committee to set up the compensation standard and communicate with relocated villagers. On top of that, the committee and planners made joint presentations to villages, elaborating the planning principle, renovation police and outcome.

- Reviving Historical Architectures

As a village with a hundred years of history, there are a large number of historical heritages in Xi`nan Village, including the ancestral hall of HE Clan, the elegant old-style private schools and bookrooms, the Memorial Temple of Lord Bao and the old Banyan trees. They are the best testimony to the village history, a cultural asset different from that of cities.

Instead of changing the appearances of the ancestral halls and old-style private schools randomly, the planners chose to restore their original appearances by polishing and cleaning the delicate gray-brick walls, as well as mending the breakages. After that, the planners reorganized their internal structure and revived their

function by taking into consideration their vital location in village center and the villagers' entertainment demands. The main ancestral hall, which is deeply rooted in the villagers' hearts, still serves as the place for villagers to worship their ancestors and discuss the important clan affairs. In order to satisfy villagers' needs, the bookrooms and old-style private schools have been transformed into the Cultural Exhibition Hall, the Recreation Room and the Senior Citizens Club. Facilities such as the library, chess and card room and workshops are established in the Recreation Room to facilitate communication among villagers.

Due to a lack of protection and management, only a few old trees still survive in the village, with their ages varying from 100 years old to 300 years old. Thus, the planners have formulated two protection policies: first, demolishing the architectures around the old trees and planning and building a recreational green park with the theme of protecting old trees; second, covering the trees with fresh soil so that they could thrive again.

- Co-existence of new and old buildings

The construction of original houses was basically carried out spontaneously by villagers without overall planning, not to mention architectural design. There remained three kinds of buildings after the demolition of illegal ones: first, reserved buildings. Most of them were built by villagers in the last few years with good exterior wall decoration and located at the southern bank of the

#### BOX 14.5 HOW WAS THE DEMOLITION ACCOMPLISHED?

The village committee and the planners first held meetings among the Party members, officials of cooperatives and villager representatives to set up the demolition committee, reach agreement among themselves and draw up a compensation scheme, which was as follows:

The evaluation team formed by the Party members, officials of cooperatives and villager representatives would decide the compensation value of the legal buildings on site, according to their categories, age and quality. The maximum compensation for the houses would be RMB 300 per square meter while the land would be retrieved by the village collective at the uniform price of RMB 200 per square meter. Illegal constructions and those occupying the collective lands would not be compensated.

Then a mobilization meeting for relocated family was called to help them understand the goal and significance of the planning. To effectively persuade them, the compensation package was announced and explained, with the planning drawings displayed. After that the village and community officials would go to each household to communicate with villagers to reinforce the message. As for the people who didn't understand, the officials spent a lot of time talking with them to win their support so that the villagers would all join the renovation project. The fact was that when the villagers saw what happened to the renovated areas they were willing to remove the original buildings. During the renovation there was not a single case of forced demolition. All the buildings were taken down jointly by the villagers and the village committee.



PHOTO. 14.1 Planners and villager heads reviewed the information of each renovated house



PHOTO. 14.2 the houses after renovation  
Source: photographed by authors





fishpond. Second, buildings with new facade including villagers' residential houses and historic buildings. Most of them were in good condition with brick-concrete structure and part of their exterior walls have been preliminarily decorated. Third, buildings in need of façade renewal. Most of them were the residential buildings of villagers with red brick walls and no exterior wall decoration. New and old buildings were mixed with historic buildings in the village, as such, how to coordinate the overall style of the village through limited renovation was a major challenge facing planners.

The planners didn't change the functional use and architectural structure of original buildings, but instead, renovated the facade through wall colors, lines, window frames and local gray brick pasted decoration. The multifarious old buildings were renewed with gray walls, dark gray and white skintle as well as window and door frames, decoration tiles on the parapets and faux red sandstone dado of elegant and harmonious overall style featuring traditional Lingnan (South China) architectural style. Focusing on the renovation of new buildings around the old ancestral hall, the planners have adjusted the colors and built additional sloped roofs and balcony sloped roofs so that those newly-built ones could be integrated better with the old ancestral hall and this subarea could become the most distinctive area in the Xi'an village where villagers found a sense of belonging and pride. As for the few reserved walls, some antique eaves tiles were added on top of them, partially hollowed out to have open windows or embellished with mosaic

fresco so that they fitted naturally with surroundings.

The planners have tried to save renovation costs by adopting easy and efficient methods and using economic and practical construction materials. For instance, walls were painted with exterior wall paint while roofs were covered with unglazed gray tiles. The original gray bricks and other materials from the demolished buildings were fully utilized in order to achieve harmonious coexistence of new and old buildings.

- Thorough improvement of municipal infrastructure

Messy electric wires, smelly sewage leaking from pipelines and scattered garbage were everywhere in Xi'an village before renovation. To change this, the improvement of municipal works has been prioritized in the renovation. In the original drainage system, rain and sewage were mixed and drained into the fishpond in front of the ancestral hall through front sewage ditch. Renovation efforts have been made to clean up the drainage in the village lanes and valleys and covered them with boards on top. Intercepting sewers were installed around the central pond which were connected with the sewage system in industrial park of Xi'an village. Thus the domestic sewage of the village were drained into sewage treatment plant without causing pollution to the central pond. Electronic wires, cables and telephone lines were buried in the ground. In the past there were a temporary garbage station in the west part of the village and tatty trash bins in the central part, but many villagers still dumped randomly due to

BOX 14.6 OLD HOUSES FILLED WITH BITTER MEMORY AND FUTURE PROMISES

The planners and village committee deliberately preserved two adobe houses built in the 1960's and 1970's. Most villagers and visitors didn't understand why such common houses with low historic value were left intact. According to the village head, the purpose was to remind the future generations of the poverty and sufferings the village once experienced so that they could be grateful for the hard work of their forefathers and cherish their own happy lives.



PHOTO. 14.3 The houses are kept deliberately to contrast today's happiness with past misery

Source: photographed by authors



a lack of hygiene awareness. In view of that, the village committee provided more education to villagers to cultivate their awareness and required each household to put a trash bin in front of their houses apart from two central garbage stations set up for the whole village. As a result, every household dump their garbage into their own trash bins before it is collected and transported to the village garbage center for unified treatment.

- Planners providing engineering guidance on site

Given that the style and quality of old village buildings were uneven, the planners could hardly produce complete construction drawings for each building. In consideration of engineering quality, budget and construction condition, the planners selected an engineering company with strong on-site coordination capability in the hope that expected design effect could be delivered by working closely with the company during the whole process and offering direct on-site guidance to their engineering work.

During the implementation process, the planners explained to and hand-drew construction sketches for the engineering company and discussed and evaluated specific renovation methods, materials and engineering techniques with them so as to find out more scientific, convenient, practical and economic methods. When the renovation of the first building was completed, it was taken as a model to explain to the construction workers how to ensure the consistency of the buildings when changes were made to their appearances.

- Multi-channel finance

In face of huge demolition, relocation and renovation costs, an innovative solution has been proposed to obtain funding for village renovation: multi-channel finance including city, town and village.

In the early stage of renovation, the village collective made most of the investment, while at the same time it applied to government at a higher level for more funding, with the purpose of expanding the overall investment and implementing better renovation. When initial effect of renovation was shown, Xi`nan village received not only direct funding from the government at higher levels but also specialized subsidies for new countryside construction to implement pilot projects at municipal and county levels. So far, Xi`nan village has implemented 10 pilot projects such as “Model Village in Zengcheng city”, “Model Village in Guangzhou city”, “Hygienic Village in Guangdong Province” and so on.

Xi`nan Village also sought the government’s support on various poverty alleviation programs, such as the model project for building a well-off village and improvement project on agriculture, rural areas and farm workers. The village asked the villagers to play a major role in the new countryside construction, such as donating money to or work for the public services facilities like ancestral halls and parks. The villagers also contacted the successful former village residents to donate and used many tactics to raise money for the new village construction.

MAP. 14.1 Site Plan of old village renovation  
**Source:** South China University of Technology







## 2.4 Making planning as the social contract

The planners and government at the higher levels needed to make sure that the planning was enforced and the construction was in conformity with the planning. To do this they didn't take tough measures. Soft approaches were adopted to change the villagers' mindset, such as knowledge sharing and communication. In that way the villagers had better awareness of the village planning. Xi'an Village didn't publicize a detailed planning of the village, but the villagers followed its principles and ideas which was evident in the architectural style of the new village.

The planning, co-written by planners and villagers, was effectively implemented upon the village committee and the villagers' approval. Illegal construction disappeared in Xi'an Village and the authorities didn't need to impose administrative measures to run the village. Their burden became smaller.

The Xi'an Village Planning has become an invisible village rule and social contract. It enables the village to continue its hundred-year-old landscape. It is easily understood by the villagers and adopted by the village committee. It has also made the authorities' life easier.

### BOX 14.7 PLANNERS AND VILLAGERS CO-WRITE THE PLANNING

How to make the village planning known to other people? How to change the villager's values as well as aesthetics? It was essential to allow the villagers and the village committee to plan for themselves. During the drafting period, the planners needed to tell the village committee and villages about the principles and ideas to ensure that the planning was scientific and reasonable.

The planners worked closely with the village committee. They did in-depth analysis of the status quo and got it confirmed by the committee. They respected their input and adhered to scientific planning. The production was a combination of the village committee's will and scientific planning. Therefore the village committee knew the planning very well and implemented it during the construction.

Villagers were the core in the planning. How to make villagers understand professional planning drawings and absorb their input? The planners tried easy ways of expression. In addition to that they communicated a lot with villagers, telling them about the planning and especially the renovation drawings because it concerned every family. The villager's support was required. When the renovation was carried out, the planners talked to each of the family and persuaded them to accept the renovation and changed their aesthetics.

With the planning made into a rule, the village structure and landscape are able to be well preserved.



PHOTO. 14.4 The old Xi'an village  
Source: photographed by authors



PHOTO. 14.5 The new Xi'an village  
Source: photographed by authors



## OUTCOMES AND LESSONS LEARNED

### 3.1 Life-changing Planning

With the planners' involvement, Xi`nan Village under self-governance has been renovated and upgraded on a full scale and become a model for new countryside construction of Zengcheng City. When you walk into the Xi`nan Village, you will feel that it looks like a themed park with open space. The houses take on a new look and the living quality and attitudes of villagers are different from before.

- *Treasures instead of rubbish.* Before the renovation, the village was covered with trash. Stinky fish bodies and garbage float in the pond. After the renovation a special cleaning team is assigned to clean the village and the

villagers don't just care their own front yard like before. They keep the village clean and make sure garbage doesn't ruin their beautiful home.

- *Return instead of escape.* When the village was covered with garbage, villagers moved out whenever they could. After the renovation, the old village, beautified by plants and flowers, has become a desired place for the villagers and people start to move back.

- *The renovated ancestral hall:* The ancestral hall is the core of ancestral lineage. Historically it was a place for meetings and discussions. Unfortunately it became a pigpen later on. After the renovation, the hall has many new functions: library, exhibition rooms, health centers, center for senior citizens, a place for events and birthday celebrations of ancestors... It re-enters the villagers' life and sustains the family traditions.

#### BOX 14.8 XI`NAN VILLAGE – AN AWARDED VILLAGE FOR RENOVATION

Xi`nan Village is endowed with many awards thanks to its success: Model Village in Zengcheng, Model Village for New Socialist Countryside Construction in Guangzhou, Model Hygienic Village in Guangdong, Model City for Prosperous Life and Democratic Rule in China, Model Village in China...The village chief was also awarded National Model Worker.

Xi`nan Village is well-renowned and much awarded. But more importantly, the renovation has brought a beautiful home to the villagers. The cohesiveness and sense of belonging is enhanced. It has become a model for other Chinese villages: a village with mountains, water and a sense of home.



PHOTO. 14.6 & 14.7 The private houses retain their original and consistent style. The idle land around are transformed into green space.



PHOTO. 14.8 & 14.9 Compare and Contrast ( Before and After the Renovation).  
Source: photographed by authors







### 3.2 Village autonomy and assignment of planners into the village

The successful autonomous development of Xi`nan village shows that the self-governance by villagers is a powerful tool to advance the grassroots democracy in villages. It is able to boost the growth of the village economy by aligning the self-governing system centering on democratic election, decision-making, management and supervision with the local economy conditions, such as the level of industrialization, market-based economy and intensive economic growth. It provides us with a useful and enlightening example to probe into the future development direction of the autonomous village system in the Pearl River Delta: the integration of governance by capable leaders and governance by system; the integration of governance by authority and governance by expertise.

- The integration of governance by capable leaders and by system

The achievement of the Xi`nan village shows that the reform and opening up policy and market-based economic growth open up windows of opportunities for capable farmers in the Pearl River Deltas to display their talents and gain wealth. At the same time, the grassroots government boldly assign this emerging group of talents with the role of leading the self-governance in the countryside in pursuit of common growth and wealth. As a consequence, a lot of emerging talents take up the leaders' role in villages and towns, transforming from the rural economic elite to governance elite and playing a leading role in the rural development in the Pearl River Delta.

The governance relying solely on capable leaders is able to manage the rural economic growth and social public affairs effectively to some extent, however, it fails to solve the issue of fairness or satisfy the needs of a majority of villagers to participate in democracy. To integrate the governance by capable leaders with the institutionalized governance and the introduction of villagers' self-governance are a fundamental system

arrangement under which the center of power in village governance is institutionalized and legalized. To constrain the conducts of the capable leaders with legal and institutional framework is a new mechanism which provides the increasing number of rural talents an opportunity of fair competition and good cooperation in their efforts to become governance elites, preventing them from grabbing public power, interests and resources through the influence of money and fortune.

- The integration of authoritative governance and professional governance

The binary authoritative governance of the village committee is in essence an effective form of governance based on the social identity and credibility system in the acquaintance society and quasi-acquaintance society in rural areas. Its effectiveness relies largely on to which extent villagers are identified with their locality and other village members. Viewed from another perspective, authoritative governance is self-contained and conservative because it excludes the participation of any outsider. Without any comparison between the outside and inside elites, it is not able to select better candidates for governance.

The villages in the Pearl River Delta enjoy highly advanced social and economic development and a high level of industrialization, urbanization, market development and foreign dependency. If governed by traditional organizational system which applies to agricultural society, they might be trapped by improper management and growth barriers. To push forward development, these villages should implant new governing body into its current self-governing system, setting up and empowering professional governing institutions so as to form a rural governance mode featuring the integration between authoritative governance and professional governance.

The system of assigning rural planners to villages is a way to make up for the existing vulnerabilities in the countryside planning and construction and as such, represents a future direction to move towards.

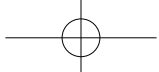
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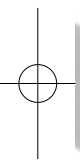
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## INTRODUCTION TO PARTICIPATING DESIGN INSTITUTES

### Guangzhou Urban Planning & Design Survey Research Institute

Founded in 1953, Guangzhou Urban Planning & Design Survey Research Institute (GZPI) is a high-tech institute that specializes in planning, survey and design. As South China's largest design institute that covers a comprehensive spectrum of design and planning areas, GZPI currently has over 1,800 staff members, including 669 engineers, senior engineers and professorial-level senior engineers and 214 certified internal auditors. Over 400 of its staff members have been selected into China Association of City Planning and the local think-tanks of over 30 provinces and municipalities. A number of academicians from Chinese Academy of Sciences, Chinese Academy of Engineering and International Academy of Sciences for Europe and Asia serve as academic advisors of the GZPI. The expertise and practice of the GZPI covers the areas of urban planning, surveying and mapping geographical information, architectural design, municipal planning, landscape planning, geotechnical engineering and engineering management and counseling. With 32 class-A qualifications, the GZPI is well-positioned and poised to bring its top-notch services and expertise to bear on urban planning and construction projects and large-scale engineering projects. The GZPI has been granted 950 awards at the national, provincial and municipal levels, acquired 34 patents and participated in the formulation of over 20 national and industry regulations. Its practice and expertise in urban planning covers the following areas: strategic planning, comprehensive master planning, detailed planning, urban design, ecological and low carbon planning, greenway planning, urban renewal planning, historical and cultural heritage preservation planning, infrastructural planning, underground space planning, land utilization planning and village and township planning. In recent years, the GZPI has exerted all-out effort to extend its services throughout China, by successively setting up sub-divisions in Beijing, Shanghai, the southwest of China and Hainan Province. The GZPI has been proactively conducting production-study-research cooperation by establishing a variety of scientific research platforms, including academician-enterprise workshops, Guangzhou Sino-UK Low Carbon Cooperative Research Center and post-doctoral scientific research stations. In cooperation with UN-Habitat, the GZPI has established cooperative projects with UN-Habitat, including an urban planning workshop and an international training program on urban planning. Furthermore, the GZPI has been conducting in-depth exchanges and cooperation with 43 international renowned design institutes from the United States of America, Britain, France, Germany, Japan, Canada, Australia, Singapore and Hong Kong. It has registered remarkable achievements in such key areas as carbon emission assessment, low carbon planning and smart city planning and management.

### School of Architecture of South China University of Technology

As it stands now, the School of Architecture of South China University of Technology consists of the Department of Architecture, the Department of Urban Planning, the Department of Landscape Architecture, the Architecture Design and Research Institute, the State Key Laboratory of Subtropical Building Science and the *South Architecture Magazine*. The school has shaped a full-fledged system for high-caliber personnel cultivation, a system that attaches equal importance to teaching, scientific research and production. The school offers a level-I discipline of architecture, which consists of four provincial top-ranking level-II disciplines, namely architectural design and theories, architectural science and technology, architectural history and theories, urban planning and design. Of these four level-II disciplines, the discipline of architectural design and theories constitutes a key national level-II discipline. In 1981, as approved by the Ministry of Education of the PRC, the school was given the right to issue doctoral degrees in the discipline of architectural history and theories. In 1996, the school received the academic authority to grant doctoral degrees in the discipline of architecture. In 2003, the level-I discipline of architecture was elevated into a level-I post-doctoral program. In 2005, the proposal for establishing the State Key Laboratory of Subtropical Building Science was approved. In 2007, the State Key Laboratory of Subtropical Building Science was launched into construction. The School of Architecture has been listed as one of China's top ten design institutes. Since the initiation of the "ninth five-year" plan, the discipline of architecture has always been a phase-I key discipline of "Project 211" and a phase-II key discipline of "Project 985".

### Urbanization Institute of Sun Yat-sen University

The Urbanization Institute of Sun Yat-sen University is a cross-disciplinary university-level research institute, which focuses its research on the development challenges facing China in its urbanization process. On the basis of the technical support from School of Geography and Planning of Sun Yat-sen University, the Urbanization Institute has been undertaking in-depth cooperation and exchanges with domestic and overseas higher education institutes and research institutes. By combining theories with practices, the Urbanization Institute is committed to helping China achieve a world-class stature in the realm of urbanization research and to developing a think-tank that contributes to the formulation of China's urbanization policies.

The Urbanization Institute of Sun Yat-sen University currently consists of the Institute of Urban Development Strategy, the Institute of Urbanization Comparison Between Chinese and Foreign Cities, the Institute of Human Settlement, the Institute of GIS and Ecological Environment and the Institute of Big Data and Planning Technologies.





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