

中国新城与新区

NEW TOWNS AND NEW DISTRICTS IN
THE PEOPLE'S REPUBLIC OF CHINA

挑战和机遇的影像思考
IMAGE REFLECTION ON CHALLENGES AND OPPORTUNITIES

王伟强·等著 BY WANG WEIQIANG ET AL.

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序 1

文 / 小西步

作为发展战略的一个重要组成部分，中华人民共和国一直在推行城市化政策。城市化一直是中国发展的关键驱动力，新兴城市经济为该国内生产总值（GDP）的持续惊人增长及数亿人民摆脱贫困作出了巨大贡献。然而，快速的城市化加上密集的工业化也带来了诸多复杂的难题，从环境恶化、严重社会不平等到地方文化遗产毁坏，问题重重。

目前，中国正将其城市化和发展政策的重心从以增长为中心转向以实现高品质城市发展和社会发展为中心。这一转变通过强调“以人为本”、“生态文明”和“文化遗产”，体现了中国致力于使城镇更宜居、更绿色、更包容和更具有竞争力的承诺。现在，环境、社会和文化等要素均已纳入到城市规划之中。

早在 1992 年，亚洲开发银行（以下简称亚行）就开始通过其贷款业务支持中国的城市发展。截至 2015 年 12 月，亚行已为中国的城市发展批准了总金额达 66.5 亿美元的 56 笔贷款以及总价值达 6000 万美元的 88 项技术援助。我们很荣幸能够与多座城市合作研究各种多学科方法，促进城市向宜居型、社会包容型、经济竞争型、环境可持续型和气候适应型发展。今后，亚行将应对环境和社会经济挑战，为项目提供创新解决方案，继续为中国的城市化提供支持。

2010 年，亚行携手同济大学设立了中国城市知识中心。在该城市知识中心举办的众多活动中，尤其值得一提的是 2013 年 11 月举办的有关新城新区建设及其在当前城市和区域规划中关键作用的研讨会。在该研讨会的推动下，亚行与同济大学联合汇编了多份出版物，简要介绍了中国和国际层面在新城新区规划及发展方面的良好实践。

作为相关出版物之一，本摄影作品集不仅以独特的视觉语言呈现了中国当前的新城和新区发展，还展示了影像对城市空间可视化及其后续规划和发展的的重要性。

小西步

亚洲开发银行东亚局局长

Foreword 1

by Ayumi Konishi

As an integral part of its development strategy, the People's Republic of China (PRC) has been pursuing urbanization of its cities. Urbanization has been a key driver of the PRC's development and the emerging urban economies have significantly contributed to the impressive and sustained growth of the national gross domestic product and to served to lift hundreds of millions of people out of poverty across the country. However, this rapid urbanization coupled with intensive industrialization has also accompanied numerous complex problems ranging from environmental degradation, deep social inequalities, and destruction of local cultural heritage.

The PRC is shifting the focus of its urbanization and development policies from the growth-centered model to the one that focuses on achieving higher quality urban and social development. This transformation includes a commitment to make cities and towns more livable, green, inclusive, and competitive, by emphasizing "people-centeredness," "ecological civilization," and "cultural heritage." Now, environmental, social, and cultural dimensions are integrated in city planning.

The Asian Development Bank (ADB) started supporting the PRC's urban development through its lending operations in 1992. As of December 2015, 56 loans amounting to \$6.65 billion, and 88 technical assistance projects totaling \$60 million have been approved for the PRC's urban development. ADB is proud to have been actively working with cities on multidisciplinary approaches to promote their livable, socially inclusive, economically competitive, and environmentally sustainable, and climate resilient development. ADB will continue to support the PRC's urbanization with projects that demonstrate innovative solutions to environmental and socioeconomic challenges.

In 2010, together with the Tongji University, ADB established the PRC Urban Knowledge Hub. In November 2013, the Urban Knowledge Hub organized a seminar on the construction of new towns and new districts and their key role in current urban and regional planning. The seminar led to the joint production between ADB and Tongji University of several publications providing an overview of international and PRC good practices in the planning and development of new towns and districts.

This photobook is one such publication, which not only offers a set of unique visual illustrations of current new towns and districts in the PRC but also demonstrates the importance of image photography in the visualization of urban spaces and their subsequent planning and development.

Ayumi Konishi

Director General, East Asia Department, Asian Development Bank

序 2

文 / 唐子来

城市化是工业革命以来人类文明进程的大趋势。2008 年世界城市人口比重超过 50%，人类从此进入城市时代。综合人口学、经济学、社会学和地理学的研究成果，城市化是以农村人口比重下降和城市人口比重上升为表征，以产业结构从农业经济向工业经济、社会结构从农村社会构成向城市社会构成、人类聚居场所从农村空间形态向城市空间形态的转型为本质的多维转型过程。一个国家的城市化进程从属该国的总体发展过程，受到该国的自然、经济、社会、政治和文化等领域的具体影响，具有显著的时空特殊性。

改革开放以来，我国的城镇化水平从 1978 年的 17.9% 上升到 2013 年的 53.7%，年均增长约 1 个百分点。我国城镇化进程的规模之大和速度之快是史无前例的，新城和新区建设是中国城镇化的重要组成部分，既取得了显著的成就，也面临着严峻的挑战。

在改革开放的宏观背景下，中国城镇化进程从计划经济下的“自上而下”发展模式转变为市场经济下的“多元并行”发展模式。城市在国民经济中的主体作用日益突出，全国大约 70% 以上的国内生产总值和 80% 以上的税收来自城市。城镇化进程明显加快，城镇的数量增加、规模扩大、质量提高。在 1978-2013 年期间，城镇人口从 1.7 亿增加到 7.3 亿，城市总数从 193 个增加到 658 个，建制镇数量从 12173 个增加到 20113 个，出现一批具有环境特色和产业实力的新城和新区。

与此同时，中国城镇化进程面临的挑战也是显而易见的。其一，城乡发展不平衡和区域发展不平衡。城乡二元结构依然突出，城乡差距持续扩大，农村发展严重滞后于城市发展。我国各个区域的地理条件、资源禀赋和历史背景不同，城镇化的区域发展差异相当突出。东部地区的城市化水平为 62.2%，中部地区和西部地区分别为 48.5% 和 44.8%。其二，片面追求城市发展的规模和速度、忽视质量和效益。以行政手段推动城镇化，提出过高的发展目标，盲目扩大人口和用地规模；重视城市形象工程建设，忽视公共设施和基础设施建设；忽视历史遗产保护，城镇面貌千篇一律。其三，资源浪费和环境污染问题仍然十分突出。2000-2011 年，全国城镇建设用地增长 76.4%，远高于城镇人口增长 50.5%；农村人口减少 1.33 亿人，农村居民点用地却增加了 3045 万亩。许多城市还在走“先污染、后治理”的老路，水体、空气和土壤污染尚未得到有效治理，城市安全和防灾形势也十分严峻。

Foreword 2

by TANG Zilai

Since the industrial revolution, human civilization has moved rapidly toward urbanization. In 2008, urban dwellers accounted for more than 50% of the total global population, ushering in the urban age. According to research in the fields of demographics, economics, sociology, and geography, urbanization is characterized by a rise in urban population and a decrease in rural population. It is a multidimensional process that includes a transformation of the industrial structure from an agricultural economy into an industrial economy; a change of social structure from rural to urban; and a transformation of human settlements from a rural space to an urban one. A country's urbanization process is part of its overall development process. It is specifically affected by the country's natural, economic, social, political, cultural, and other conditions, and is of remarkable particularity in terms of time and space.

Since its reform and opening up, the urbanization level of the People's Republic of China (PRC) has increased to 53.7% in 2013 from 17.9% in 1978, with an average annual growth rate of 1%—an unprecedented scale and speed of urbanization. The construction of new towns and new districts is obviously crucial to this phenomenon, and it also not surprising that it has seen remarkable achievements and also faced serious challenges.

Against the macro background of reform and opening up, urbanization transformed the PRC from a “top-down” development model under a planned economy to a “multi-parallel” development model under a market economy. The dominant role of the city in the national economy is increasingly prominent, accounting for more than 70% of gross domestic product and more than 80% of tax revenues. Urbanization accelerates significantly as the number, scale, and quality of towns increase. During 1978–2013, the PRC's urban population increased from 170 million to 730 million, the number of cities increased from 193 to 658, the number of towns increased from 12,173 to 20,113, while new cities and towns with unique environments and industrial strengths emerged.

Nevertheless, urbanization in the PRC faces obvious challenges. One challenge is that urban, rural, and regional development are unbalanced. A dual structure between urban and rural areas still predominates, the gap between urban and rural areas is widening, and rural development is seriously lagging behind urban development. The diverse geographic conditions and historical backgrounds and varying resources endowments in the different regions of the PRC contribute to the disparity in regional development of urban areas. Levels of urbanization are at 62.2% in the eastern regions of the PRC, and at 48.5% and 44.8% in the central and western regions respectively. Another challenge is the tendency to superficially focus on the scale and speed of urban development, while ignoring the quality and efficiency. Urbanization is largely promoted via administrative means, blindly establishing ambitious development goals, and expanding the scale of population and land use. Great importance is attached to creating cities' images, while neglecting the construction of public facilities and infrastructure, and ignoring the protection

中央政府首次颁布了《国家新型城镇化规划(2014-2020年)》，强调“以人为本、四化同步、优化布局、生态文明、文化传承”作为中国特色新型城镇化道路的基本原则，表明城镇化已经成为国家发展战略的重要组成部分。

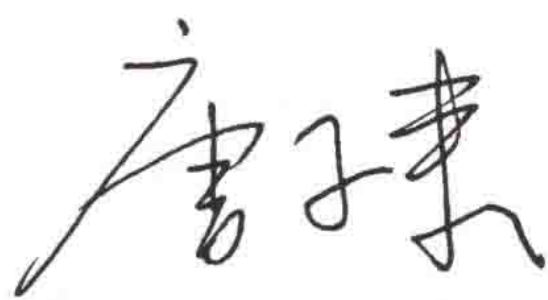
联合国人居署的研究报告《可持续的城市化：沟通环境议程和发展议程》指出“追求可持续发展就是要追求可持续的城市化”，并提出可持续城市化(Sustainable Urbanization)的多维模型，通过制度建设来确保经济(economic)、社会(social)、生态(ecological)、形态(physical)维度形成相互协调的可持续发展。

面向未来的中国城镇化进程应当以制度建设为统领，在社会、经济、空间、生态和文化维度之间形成相互协调关系，走可持续发展的城镇化道路。新型城镇化的本质是全面的制度变革。最重要的制度变革领域包括户籍制度、土地制度、行政管理制度和财政分配制度。只有创造改革的制度红利，才能带来城镇化的发展红利。

中国的城镇化不仅影响中国，而且影响世界。在资源、环境、人口的刚性制约条件下走可持续发展的城镇化道路将是中国对于人类文明的重大贡献，也是全世界迫切关注和殷切期待的。

2010年，亚洲发展银行和同济大学共同携手，建立了“城市知识中心”(Urban Knowledge Hub)，其使命是在亚太地区分享可持续发展的城市最佳实践。在过去几年中，“城市知识中心”每年都举办城市最佳实践的国际研讨会。2013年度城市最佳实践国际研讨会的主题是“中国的新城和新区：机遇和挑战”。与此同时，“城市知识中心”和亚洲发展银行的“区域知识共享计划”(Regional Knowledge Sharing Initiative)携手合作，举办中国新城和新区发展的影像写真。

由中国城市规划学会城市影像学术委员会推荐的六位摄影师、规划师、建筑师，王伟强、颜长江、章翔鸥、席闻雷、陶滔、刘刚分赴嘉定新城、太湖新城、北川新城、郑东新区、大连新区、宁波东部新城，完成了中国新城和新区发展的影像写真，不仅展现了对于新城和新区发展的深层思考，也是呈现给公众的当代视觉艺术作品。



同济大学建筑与城市规划学院教授、
亚洲发展银行—同济大学城市知识中心主任

of historical heritages, which leads to a bland urban homogeneity. The third challenge is that resource waste and environmental pollution continue to be persistent problems. From 2000 to 2011, land usage for urban construction increased by 76.4%—far higher than urban population growth, which stood at 50.5%. The rural population of the PRC decreased by 133 million, while rural residential land use increased by 30.45 million mu (1 mu = 666.67 m²). Many cities continue to take the tired old path of “pollution first, treatment second.” Water, air, and soil pollution have not been effectively addressed, while city safety and disaster response are persistent problems.

The central government’s National New Urbanization Planning (2014–2020) emphasizes putting people first, synchronization with the “four modernizations,” optimization of urban layout, the environment, and cultural heritage as the basic principles underlying a new path of urbanization with Chinese characteristics, in a move that shows that urbanization has become an important part of the PRC’s national development strategy.

UN-Habitat’s research report Sustainable Urbanization: Environmental Agenda and Development Agenda, points out that “the pursuit of sustainable development is the pursuit of sustainable urbanization,” advancing a multidimensional model of sustainable urbanization to ensure that economic, social, ecological, and physical dimensions come together to form sustainable development with systemic coordination throughout construction.

The PRC’s future urbanization process will be systemic, with economic, social, ecological, and physical dimensions coordinating so as to create a sustainable urbanization development path. The essence of this new urbanization path is comprehensive systemic reform. The leading areas of reform include the household registration system, land management systems, administrative systems, and financial allocation systems. Urbanization development dividends can only be brought about by reforming systemic dividends.

The PRC’s urbanization affects not only the PRC, but also the world. Sustainable urbanization according to strict constraints of resources, the environment, and population will be the PRC’s major contribution to human civilization, and it is also seen as an urgent concern and of a world that has high expectations of change.

In 2010, the Asian Development Bank and Tongji University joined hands and established the Urban Knowledge Hub, to share best practices for the sustainable development of cities in the Asia–Pacific region. In recent years, the hub has held annual international symposiums on best urban practices. The theme of the 2013 international symposium was “The PRC’s new towns and new districts: opportunities and challenges.” Meanwhile, the Urban Knowledge Hub and the ADB Regional Knowledge Sharing Initiative have worked together to host a photography conference on the development of the PRC’s new towns and new districts.

Six photographers, planners, and architects, including Wang Weiqiang, Yan Changjiang, Zhang Xiang’ou, Xi Wenlei, Tao Tao, and Liu Gang—all of whom were recommended by an academic committee formed under the Urban Planning Society of the PRC—went to Jiading New Town, Taihu New Town, Beichuan New Town, Zhengdong New Town, Dalian New Town, and East Ningbo New Town, and photographed the development of the PRC’s new cities and towns in a representation of the latest thinking on urban development and an example of contemporary visual art for the public.

TANG Zilai

Professor of the College of Architecture and Urban Planning, Tongji University
Director of Asian Development Bank-Tongji University Urban Knowledge Hub

目录

CONTENTS

2 序 1 | 小西步
Foreword 1 | Ayumi Konishi

4 序 2 | 唐子来
Foreword 2 | TANG Zilai

10 城市影像与城市批评 | 王伟强
Urban Image and Urban Criticism | WANG Weiqiang

16 北川新城
Beichuan New Town

50 宁波东部新城
Ningbo Eastern New Town

74

大连经济技术开发区

Dalian Economic and Technological Development Area

100

无锡太湖新城

Taihu New Town, Wuxi

128

嘉定新城

Jiading New Town

148

郑州郑东新区

Zhengdong New Town, Zhengzhou

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早在 1992 年，亚洲开发银行（以下简称亚行）就开始通过其贷款业务支持中国的城市发展。截至 2015 年 12 月，亚行已为中国的城市发展批准了总金额达 66.5 亿美元的 56 笔贷款以及总价值达 6000 万美元的 88 项技术援助。我们很荣幸能够与多座城市合作研究各种多学科方法，促进城市向宜居型、社会包容型、经济竞争型、环境可持续型和气候适应型发展。今后，亚行将应对环境和社会经济挑战，为项目提供创新解决方案，继续为中国的城市化提供支持。

2010 年，亚行携手同济大学设立了中国城市知识中心。在该城市知识中心举办的众多活动中，尤其值得一提的是 2013 年 11 月举办的有关新城新区建设及其在当前城市和区域规划中关键作用的研讨会。在该研讨会的推动下，亚行与同济大学联合汇编了多份出版物，简要介绍了中国和国际层面在新城新区规划及发展方面的良好实践。

作为相关出版物之一，本摄影作品集不仅以独特的视觉语言呈现了中国当前的新城和新区发展，还展示了影像对城市空间可视化及其后续规划和发展的的重要性。

小西步

亚洲开发银行东亚局局长

Foreword 1

by Ayumi Konishi

As an integral part of its development strategy, the People's Republic of China (PRC) has been pursuing urbanization of its cities. Urbanization has been a key driver of the PRC's development and the emerging urban economies have significantly contributed to the impressive and sustained growth of the national gross domestic product and to served to lift hundreds of millions of people out of poverty across the country. However, this rapid urbanization coupled with intensive industrialization has also accompanied numerous complex problems ranging from environmental degradation, deep social inequalities, and destruction of local cultural heritage.

The PRC is shifting the focus of its urbanization and development policies from the growth-centered model to the one that focuses on achieving higher quality urban and social development. This transformation includes a commitment to make cities and towns more livable, green, inclusive, and competitive, by emphasizing "people-centeredness," "ecological civilization," and "cultural heritage." Now, environmental, social, and cultural dimensions are integrated in city planning.

The Asian Development Bank (ADB) started supporting the PRC's urban development through its lending operations in 1992. As of December 2015, 56 loans amounting to \$6.65 billion, and 88 technical assistance projects totaling \$60 million have been approved for the PRC's urban development. ADB is proud to have been actively working with cities on multidisciplinary approaches to promote their livable, socially inclusive, economically competitive, and environmentally sustainable, and climate resilient development. ADB will continue to support the PRC's urbanization with projects that demonstrate innovative solutions to environmental and socioeconomic challenges.

In 2010, together with the Tongji University, ADB established the PRC Urban Knowledge Hub. In November 2013, the Urban Knowledge Hub organized a seminar on the construction of new towns and new districts and their key role in current urban and regional planning. The seminar led to the joint production between ADB and Tongji University of several publications providing an overview of international and PRC good practices in the planning and development of new towns and districts.

This photobook is one such publication, which not only offers a set of unique visual illustrations of current new towns and districts in the PRC but also demonstrates the importance of image photography in the visualization of urban spaces and their subsequent planning and development.

Ayumi Konishi

Director General, East Asia Department, Asian Development Bank

序 2

文 / 唐子来

城市化是工业革命以来人类文明进程的大趋势。2008 年世界城市人口比重超过 50%，人类从此进入城市时代。综合人口学、经济学、社会学和地理学的研究成果，城市化是以农村人口比重下降和城市人口比重上升为表征，以产业结构从农业经济向工业经济、社会结构从农村社会构成向城市社会构成、人类聚居场所从农村空间形态向城市空间形态的转型为本质的多维转型过程。一个国家的城市化进程从属该国的总体发展过程，受到该国的自然、经济、社会、政治和文化等领域的具体影响，具有显著的时空特殊性。

改革开放以来，我国的城镇化水平从 1978 年的 17.9% 上升到 2013 年的 53.7%，年均增长约 1 个百分点。我国城镇化进程的规模之大和速度之快是史无前例的，新城和新区建设是中国城镇化的重要组成部分，既取得了显著的成就，也面临着严峻的挑战。

在改革开放的宏观背景下，中国城镇化进程从计划经济下的“自上而下”发展模式转变为市场经济下的“多元并行”发展模式。城市在国民经济中的主体作用日益突出，全国大约 70% 以上的国内生产总值和 80% 以上的税收来自城市。城镇化进程明显加快，城镇的数量增加、规模扩大、质量提高。在 1978-2013 年期间，城镇人口从 1.7 亿增加到 7.3 亿，城市总数从 193 个增加到 658 个，建制镇数量从 12173 个增加到 20113 个，出现一批具有环境特色和产业实力的新城和新区。

与此同时，中国城镇化进程面临的挑战也是显而易见的。其一，城乡发展不平衡和区域发展不平衡。城乡二元结构依然突出，城乡差距持续扩大，农村发展严重滞后于城市发展。我国各个区域的地理条件、资源禀赋和历史背景不同，城镇化的区域发展差异相当突出。东部地区的城市化水平为 62.2%，中部地区和西部地区分别为 48.5% 和 44.8%。其二，片面追求城市发展的规模和速度、忽视质量和效益。以行政手段推动城镇化，提出过高的发展目标，盲目扩大人口和用地规模；重视城市形象工程建设，忽视公共设施和基础设施建设；忽视历史遗产保护，城镇面貌千篇一律。其三，资源浪费和环境污染问题仍然十分突出。2000-2011 年，全国城镇建设用地增长 76.4%，远高于城镇人口增长 50.5%；农村人口减少 1.33 亿人，农村居民点用地却增加了 3045 万亩。许多城市还在走“先污染、后治理”的老路，水体、空气和土壤污染尚未得到有效治理，城市安全和防灾形势也十分严峻。

Foreword 2

by TANG Zilai

Since the industrial revolution, human civilization has moved rapidly toward urbanization. In 2008, urban dwellers accounted for more than 50% of the total global population, ushering in the urban age. According to research in the fields of demographics, economics, sociology, and geography, urbanization is characterized by a rise in urban population and a decrease in rural population. It is a multidimensional process that includes a transformation of the industrial structure from an agricultural economy into an industrial economy; a change of social structure from rural to urban; and a transformation of human settlements from a rural space to an urban one. A country's urbanization process is part of its overall development process. It is specifically affected by the country's natural, economic, social, political, cultural, and other conditions, and is of remarkable particularity in terms of time and space.

Since its reform and opening up, the urbanization level of the People's Republic of China (PRC) has increased to 53.7% in 2013 from 17.9% in 1978, with an average annual growth rate of 1%—an unprecedented scale and speed of urbanization. The construction of new towns and new districts is obviously crucial to this phenomenon, and it also not surprising that it has seen remarkable achievements and also faced serious challenges.

Against the macro background of reform and opening up, urbanization transformed the PRC from a “top-down” development model under a planned economy to a “multi-parallel” development model under a market economy. The dominant role of the city in the national economy is increasingly prominent, accounting for more than 70% of gross domestic product and more than 80% of tax revenues. Urbanization accelerates significantly as the number, scale, and quality of towns increase. During 1978–2013, the PRC's urban population increased from 170 million to 730 million, the number of cities increased from 193 to 658, the number of towns increased from 12,173 to 20,113, while new cities and towns with unique environments and industrial strengths emerged.

Nevertheless, urbanization in the PRC faces obvious challenges. One challenge is that urban, rural, and regional development are unbalanced. A dual structure between urban and rural areas still predominates, the gap between urban and rural areas is widening, and rural development is seriously lagging behind urban development. The diverse geographic conditions and historical backgrounds and varying resources endowments in the different regions of the PRC contribute to the disparity in regional development of urban areas. Levels of urbanization are at 62.2% in the eastern regions of the PRC, and at 48.5% and 44.8% in the central and western regions respectively. Another challenge is the tendency to superficially focus on the scale and speed of urban development, while ignoring the quality and efficiency. Urbanization is largely promoted via administrative means, blindly establishing ambitious development goals, and expanding the scale of population and land use. Great importance is attached to creating cities' images, while neglecting the construction of public facilities and infrastructure, and ignoring the protection

中央政府首次颁布了《国家新型城镇化规划(2014-2020年)》，强调“以人为本、四化同步、优化布局、生态文明、文化传承”作为中国特色新型城镇化道路的基本原则，表明城镇化已经成为国家发展战略的重要组成部分。

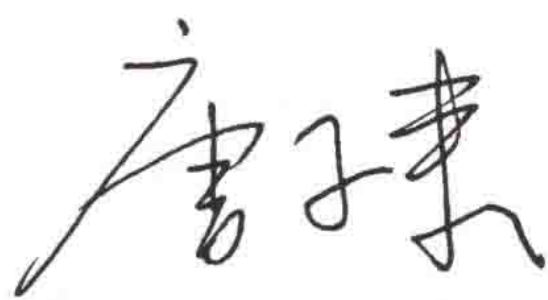
联合国人居署的研究报告《可持续的城市化：沟通环境议程和发展议程》指出“追求可持续发展就是要追求可持续的城市化”，并提出可持续城市化(Sustainable Urbanization)的多维模型，通过制度建设来确保经济(economic)、社会(social)、生态(ecological)、形态(physical)维度形成相互协调的可持续发展。

面向未来的中国城镇化进程应当以制度建设为统领，在社会、经济、空间、生态和文化维度之间形成相互协调关系，走可持续发展的城镇化道路。新型城镇化的本质是全面的制度变革。最重要的制度变革领域包括户籍制度、土地制度、行政管理制度和财政分配制度。只有创造改革的制度红利，才能带来城镇化的发展红利。

中国的城镇化不仅影响中国，而且影响世界。在资源、环境、人口的刚性制约条件下走可持续发展的城镇化道路将是中国对于人类文明的重大贡献，也是全世界迫切关注和殷切期待的。

2010年，亚洲发展银行和同济大学共同携手，建立了“城市知识中心”(Urban Knowledge Hub)，其使命是在亚太地区分享可持续发展的城市最佳实践。在过去几年中，“城市知识中心”每年都举办城市最佳实践的国际研讨会。2013年度城市最佳实践国际研讨会的主题是“中国的新城和新区：机遇和挑战”。与此同时，“城市知识中心”和亚洲发展银行的“区域知识共享计划”(Regional Knowledge Sharing Initiative)携手合作，举办中国新城和新区发展的影像写真。

由中国城市规划学会城市影像学术委员会推荐的六位摄影师、规划师、建筑师，王伟强、颜长江、章翔鸥、席闻雷、陶滔、刘刚分赴嘉定新城、太湖新城、北川新城、郑东新区、大连新区、宁波东部新城，完成了中国新城和新区发展的影像写真，不仅展现了对于新城和新区发展的深层思考，也是呈现给公众的当代视觉艺术作品。



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