



城市转型时期的**主动规划**

主 编 于亚滨 张建喜

Active Planning

in the

Transformation

of Cities



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IN THE TRANSFORMATION OF CITIES

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Prelude 序言

2006年的金秋，是又一个大丰收的季节。哈尔滨市城市规划设计研究院在行将迎来建院二十五周年之际，即将出版发行多部规划设计与研究成果，这既是全院同志智慧和汗水的结晶，更是我市城市规划行业在规划编制、行政许可、规划实施调控体系建设过程中，又一批丰硕成果。这几部书的出版不仅是我市在“十一五规划”开局年又一批公开出版发行的成果，也标志着近五年来我市规划专业学术研究成果总量已突破20部！更标志着我市城市规划宏观、中观、微观有机结合的规划成果体系得到进一步完善和提升。

看着这厚重的书稿，我心情难以平静，这么多丰硕的成果，既包括一大批优秀作品和获奖作品，也包括一大批规划调研成果，更有研究新形势下哈尔滨市生存与发展重大战略、战术、战役问题的优秀论文，还有规划师眼中城市景观，是城市规划院领导班子率全院职工在新的挑战下，团结协作、开拓创新的硕果，充分反映出二十多年来作为国家甲级院的强劲综合实力。市城市规划设计研究院是伴随着我国改革开放的过程应运而生、成长发展的，在几届院领导班子带领下，全院干部职工，白手起家，从无

到有，走过了一段不平凡的道路，办院规模从小到大，综合服务实力从弱到强，从单一的开展规划设计到全方位开展规划设计、建筑设计、城市设计、交通规划设计、规划研究等，已成为一支政治素质高、业务能力强，具有创新和开拓意识，初具地域学派和特色底蕴，在国内具有良好影响、省内一流的，具有多项国家甲级设计和甲级规划资质的综合规划设计院。

尤其是“十五”以来，在省、市领导的关怀和指导下，在社会各界的关注、支持和参与下，市规划院积极落实“科技兴规，服务兴局”方略的主动规划思路，不断提高队伍自身素质，走出去，请进来，扩大与省内外、国内外的合作和交流，服务水平和能力不断提高，并结合市情特点，不断提高规划编制工作的科技含量、文化含量、美学含量、绿色含量、法制含量和市场经济含量，在规划设计、建筑设计、规划调研尤其是在城市总体规划、老工业基地空间拓展规划，历史文化名城保护与利用规划、城市交通规划等领域推出了一大批佳作和精品。有一大批成果获得全国优秀规划设计成果奖、省科技进步奖、省“四优”工程设计奖和东北三省、省城市规划学会优秀规划设

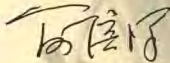
计与论文奖，其获奖总量超过院二十年的总和。

市规划院从领导到群众，大局意识，服务意识不断增强，开展工作，不计报酬，不计价钱，任劳任怨，经常加班加点，夜以继日的工作。规划设计者经常深入工厂企业、大专院校、危棚户区现场，开展调查研究，掌握第一手资料，为科学规划方案的制定提供坚实的基础。科学的规划成果为市城市规划局落实“重心四移”、打造“四个工程”、规划工作模式由“做模型”转变为“哑铃型”、变被动规划为主动规划，发挥了不可替代的重要基础性、储备性和先导性作用，得到了局领导班子、社会各界和市领导的认可和好评。

借此机会，我代表市城市规划局并以我个人名义对市城市规划设计研究院全体同志表示衷心的感谢和崇高的敬意！

面对建设适于人居，适于创业，适于人的全面发展的现代文明城市新战略和构建和谐城市、节约型城市、生态城市、环境友好城市、创新城市等系列任务，城市规划工作面临着空前的机遇与挑战，而规划研究和编制的科学性和超前性，无疑是城市规划保持主动、避免被动的前提，因此衷心希望市城市规划院的同仁们更深入的开展对市情的调查研究，不断研究新情况，解决新问题，特别是在保护城市传统

特色，通过城市规划手段促进经济发展方面多下功夫，再接再厉，与时俱进，开拓创新，不断健全机构，创新机制，不断培养一批名师名家，不断推出一流的作品，为我们亲爱的家乡走永续可持续发展之路添砖加瓦，为城市规划事业做出新的贡献。



2006年9月12日

(作者系哈尔滨市城市规划局党组书记、局长)

Prelude

The golden autumn of 2006 is another season of bumper harvest. Quite a few proceedings on urban planning, design, and research will be published before the oncoming 25th anniversary of the founding of Harbin Urban Planning and Design Institute. They are not only the fruits of the wisdom and sweat of all staff of the institute, but also another group of achievements of Harbin Urban Planning in the processes of compilation of plans, administrative approval, and construction of plan implementation and regulation system. The publication of the several books not only represent the achievements of urban planning in the first year of the "11th Five-Year Plan", but also indicate that more than 20 academic books in academic research on urban planning have been published over the past five years. Furthermore, it indicates that the achievement system of urban planning with organic integration of macro, medium and micro views has been improved and upgraded greatly.

I am excited when I see the thick manuscripts. There are a lot of excellent works and prize-winning works, and many achievements of planning research, excellent themes on major strategies, tactics, and battles that are related to existence and development of Harbin in new situation, as well as new achievements of solidarity, cooperation, development, and innovation by all staff of the institute under leadership of the leading group of the Urban Planning Institute to meet the new challenge. The achievements are full reflection of the strength of the institute as a Grade-A planning and design institute at the state level for more than twenty years. The Urban Planning and Design Institute was set up and grew up in the process of reform and opening of our country. Under leadership of the leading groups for a few sessions, all staff and employees of

the institute started business from nothing and have experienced a lot of ups and downs. The institute was originally run on small scale and now is run on large scale. Its overall service level has been developed from planning and design for a single project to full-range planning and design, architectural design, urban design, traffic planning and design, and planning research. The institute has become a comprehensive first class planning and design institute in Heilongjiang province with the Grade-A qualification at the state level, with high political quality, high competence, and strong consciousness of innovation and development, and also with preliminary regional academic features and deep influence in urban planning field of the country.

It is since the "10th Five-Year Plan", with concern and guidance of the provincial and municipal leaders, and with the participation by various circles of the society, the Urban Planning and Design Institute has made great efforts to implement the concept of active planning in conformity to the strategy of "promoting planning with science and technology, and vitalizing the bureau with services", continuously improved the quality of its staff, expanded cooperation and exchange with institutes both at home and abroad by means of mutual visits and improved its service level and ability. By taking the city's specific features into consideration, we have constantly raised the technical content, cultural content, aesthetic content, green content, legal content, and market economic content in urban planning. A great deal of excellent designs and works have been published in the fields of planning design, architectural design, planning investigation, and planning research, especially the master urban planning, planning for spatial extension of the old industrial base,

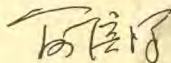
planning for protection and utilization of the famous historic and cultural city, and urban traffic planning. Many achievements won the awards of national high-quality planning and design, the technical progress awards of the province, the design awards of the "Four Excellent" projects, and superior planning design and thesis awards offered by the Northeast Three-Province City Planning Society and the Provincial City Planning Society. The number of awards obtained was higher than the total obtained by the institute in the past twenty years.

Both the leaders and all the common staff of the Institute have strengthened their consciousness as a whole to provide services. They often work hard, overtime or day and night, irrespective of pay and remuneration. The designers often go to factories, enterprises, universities, colleges, and the site of slums to do investigation and collect the first-hand materials, so as to lay solid basis for making scientific planning. The achievements of scientific planning have played a non-substitutive important, fundamental, back-up, and leading role for urban planning bureau. In implementing the measures proposed by the bureau, to "move the focus of planning work to four aspects", create "Four Projects", change model of planning management from "olive-type" to "dumbbell" and from passive mode to active mode. Our achievements are affirmed and highly evaluated by the leading group of the bureau and leaders of the Municipal Government.

On this occasion, on behalf of the Harbin Urban Planning Bureau and in my name, I would like to express our heartfelt thanks and lofty respects to all comrades of the Harbin Urban Planning and Design Institute!

Facing the new strategy for building civilized modern cities that which are suitable for people's living, initiation of career and overall development of

people and constructing harmonious cities, energy-saving cities, ecological cities, environmental friendly cities, and innovative cities, urban planning is meeting unprecedented opportunities and challenges. It is no doubt that scientific study on planning and superior consciousness in compilation of the planning are the preconditions for keeping active urban planning and avoiding inactive planning. Therefore we hope our colleagues in the Urban Planning and Design Institute will make further survey and study on the features of the city, continue to study new information, solve new problems, especially keep the pace with the times to promote economic growth through measures of urban planning, make innovations, set up and improve necessary structures, promote new mechanisms, continue to train a group of urban and provide first-class work, to make contribution to our beloved hometown to advance on the road of sustainable development and make new contribution to the cause of urban planning.



September 12, 2006

(The author is the secretary of the Party Group and Director of Harbin Urban Planning Bureau)

Preface 前言

伴随着社会的进步和城市的快速发展,面对城市转型时期诸多的变化因素,面对城市规划诸多的不适应,自然给城市规划师也带来了诸多的困惑与自省。经济体制的转型必然牵动着管理机制、运行模式等各个方面的变革,尤其是观念上的变化,这些变革强烈地要求着城市规划从理念到方法的变革。

计划经济时期,国民经济计划决定着城市发展的重点、速度和规模,城市被看作是生产和生活的“基地”,城市规划则是“国民经济计划在空间的体现”。时代的发展与城市的转型使我们在规划实践中认识到,规划跟着建设走,规划跟着别人的意识被改变去,这样被动的规划越来越难以跟上时代的脚步,其结果势必造成城市建设的迷茫,城市的发展走入误区。

当经济由计划主导变为市场引领,并逐步走向成熟之时,资源配置的方式发生了根本转变,多元化和综合性成为城市发展的主流。在这种背景下,城市规划必须充分体现前瞻性、科学性和主动性。

回顾二十多年来城市规划的历程,已经发生或正在发生的变革,促使我们对城市规划有了更新的认识。反思21世纪城市转型时期,城市规划所面临的问题与挑战,使我们更想探索一条与时俱进的规划变革之路——主动规划。具体讲,从空间视角,将发展战略研究引入城市规划,拓宽了城市融入世界的能力;从配置视角,以市场为导向,调控和引导城市的发展;从发展视角,不断深化规划理念和调整思维方式,使规划师的职责和地位发生了改变;从

技术视角,将直线运动的静态规划转化为灵活应变的动态规划,将“刚性”与“弹性”、“指导”与“强制”合理界定,适应不断更新、快速发展的社会和城市;从设计视角,不断丰富城市规划的表现手法和组合形式,使城市环境多姿多彩;从实施视角,强化规划作为政府管理的一种“公共政策”,使城市从“人治”走向“法治”。

“城市转型时期需要科学合理、超前的主动规划”,这是哈尔滨市城市规划局在服务全市发展建设过程中,对于城市规划编制、审批、监察各环节全过程工作的感悟与共识,更是市规划局主要领导及领导班子提出的设计理念与工作思路。省、市各级领导高度重视规划工作,并给予了大力支持。我院积极落实市规划局“科技兴规,服务兴局”方略主动规划的一系列指示要求,从设计项目,论文专著到调研课题按照主动规划的理念出了一大批优秀作品,《城市转型时期的主动规划》是这方面工作的一个缩影。

《城市转型时期的主动规划》一书是我们多年规划实践的一点感想和体会,还很成熟,我们希望能通过此次出版唤起广大规划工作者,共同探索出一条超前指导城市建设与发展,服务百姓,尊重历史与自然,为领导当好参谋,造福子孙的城市规划之路。

编者

二〇〇六年九月

With social progress and fast development of cities, some puzzles and self-examinations are placed in front of the city planners, who are required to deal with the city with changing factors that are not adaptive to the development of the city in the period of transformation of cities. The change in economic system will surely bring about reforms of management mechanism and operating mode, especially the change of concept which urgently required the change of city planning from concept to method.

In the period of planned economy, the plan of national economy was decisive in the major issues, speed, and scale of city development. City was regarded as a "base" of production and life. City planning was a "reflection of plan of national economy in space". But now we have realized from planning practice in development of the times and transformation of the city that if plan lags behind of construction or plan is frequently changed by some particular persons according to their own will, such inactive plan will become far behind the steps of the times. As a result, city construction will fall into chaos and development of the city will be led to a wrong direction.

When economy is changed from plan guidance to market guidance and when economy is maturing, radical change has taken place to the pattern of allocation of resources. Pluralism and comprehensiveness has become the main stream for development of the city. Under such Situation, city planning must show its superior consciousness, scientific nature and activeness.

Reckoning back to the course of city planning in the past more than twenty years, reforms that have occurred and are happening enable us to have a better understanding of city planning. After rethinking the problems and challenges of cities in the transformation period in the 21st century, we just want to find out a road of reform for planning that advances with the times. This is the active planning. More specifically speaking, from the views of space: strategic study on development is introduced to city planning, the ability of cities to integrate into the world is enhanced; from the views of allocation: market is taken as a guiding factor to regulate and guide development of cities; from the views of development: continuously deepening of the planning concept and regulation of thinking method has caused changes in responsibilities and positions of the planners; from the views of technology, the static planning represented by linear motion is converted into flexible dynamic planning;

Rational distinction is defined between "rigidity" and "elasticity", and between "direction" and "compulsion", so as to adapt to the fast changing and growing society and cities; from the views of design: more and more methods of presentation and forms of combination in city planning create colorful environment for cities; from the views of implementation, strengthened urban planning, as a governmental "public policy" for administration, has changed city management from "administration by persons" to "administration by law".

"Scientific, reasonable, superior, and active planning required in the transformation period of the city" is the common feeling and understanding of Harbin Urban Planning Bureau during the process of providing services for the whole city's development and in various links of the complete work such as compilation of the urban planning, approval, and supervision. Furthermore, it is the concept of design and thoughts proposed by the main leaders and the leading group of the Bureau. The leaders of the city and the province at different levels attach great importance and give firm support to planning. Our institute is active in implementing the instructions and requirements of active planning in conformity to the strategy of "promoting planning with science and technology, and vitalizing the bureau with services". Proposed by the Bureau, and providing a great deal of outstanding work in design projects, theses, professional books, investigation topics on basis of the concept of active planning. The "Active Planning in the Transformation Period of Cities" is the epitome of such work.

The book in the title of "Active Planning in the Transformation Period of Cities" reflects our thoughts and understanding in our practice in planning over the past years. There may be some points that need improvement. We hope that through publication of this book we can arouse many planners to explore jointly with us a road for urban planning that can give direction to city construction ahead of time, serve people, pay respect to history and nature, give advice to leaders, and bring about benefits to our descendants.

The Editors
September, 2006

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