



中国城市规划设计研究院
六十周年院庆重大项目成果

II

English-Chinese Bilingual Collection
Edited by UPI Editorial Department

THE SELECTIONS OF URBAN PLANNING INTERNATIONAL

国际城市规划读本 2

英汉对照 | 《国际城市规划》编辑部 编

中国建筑工业出版社
CHINA ARCHITECTURE & BUILDING PRESS

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Preface

The Selections of Urban Planning International (UPI) is now open to public by re-editing on the basis of several special issues of the Journal. UPI is sponsored by China Academy of Urban Planning and Design (CAUPD) under the Ministry of Housing and Urban-Rural Development (MoHURD) of the People's Republic of China, and is also the only domestic academic journal illustrating the theories and practices of urban planning from an international perspective and wins considerable reputation and influence at home and abroad.

In recent years, the number of original works written by international authors (mostly in English) has been growing remarkably, thus the editorial department became aware that it is our obligation to present those original English papers to the readers, together with the Chinese versions which were already published. Those papers were gathered and categorized, then turned into *The Selections* present. We are aiming at: (1) helping Chinese readers majored in urban planning and other related realm to learn more about their specialties and professional English; (2) providing preferable reference for Chinese scholars who devote themselves to the study of international urban planning and relevant domain; (3) allowing bilingual readers to read those works in their pristine condition by releasing the original English articles; (4) giving some assistance of readings and references for international readers who are enthusiastic about Chinese urban issues, urban & rural planning and language.

The editorial department began to scheme and prepare the publication of *The Selections* in mid-June, 2012. The copyright of all the works was warranted in March, 2013.

Seven special themes have been chosen to accomplish *The Selections*, they are: The Ruhr and IBA – Revitalizing an Old Industrial Region (No.3, 2007; guest editors: Liu Jian, Wang Fang); Art of Solidarity and Commensality – Planning Culture in the Netherlands (No.2, 2009; guest editors: Liu Jian, Wang Qiuyuan); Building a New Urban Strategy: Lessons Learnt from World Bank Projects (No.3, 2009; guest editors: Chen Mansha); Transformation and Response – The Review and Evaluation of French Planning Policies (No.4, 2009; guest editor: Luo Zhendong); Italy: Planning for Cities and Citizens (No.4, 2010; guest editors: Klaus R. Kunzmann, Petra Potz, Wang Fang); Managing Urban Development Processes: The Dutch Experience (No.3, 2011; guest editor: Chen Yawei); Creative Cities in Europe and China (No.3, 2012; guest editors: Klaus R. Kunzmann, Tang Yan). According to the specific circumstances of China and the theme of each special issue, the guest editors invited well-known experts and scholars from different countries (the existing literatures are mainly from Europe) to compose papers to introduce the history and present situation, as well as existing problems and reference for China in corresponding fields. Those issues are highly acclaimed. In *The Selections*, those 45 papers from the seven issues are re-edited and categorized into six chapters: Territorial and Regional Planning, Housing and Social Equality, Creative Industry and Creative City, Urban Governance and Development Management,

《国际城市规划读本》是在《国际城市规划》杂志近几年所组织的若干专辑基础上重新编辑而成。《国际城市规划》杂志由住房和城乡建设部主管，中国城市规划设计研究院主办，是目前国内唯一一份全面解读国际城市规划理论与实践的学术刊物，具有良好的口碑和影响力。

《国际城市规划》杂志近年出版的专辑中，外籍作者为我刊专门撰写的原创外文（基本为英文）稿件日渐增多，编辑部认识到有责任将此类原创的外文稿件与已经在杂志上出版过的中文译文一起完整地呈现给广大的读者，故而对有关文章进行了汇总整理，此次一并完整出版成书。本书出版的目的：（1）为华语地区城市规划相关专业的读者学习专业知识和专业外语提供帮助；（2）为希望深入研究国际城市规划及其相关领域的中国学者提供一本较好的参考书；（3）原创英文文献得以面世，保留了学术成果的原汁原味，方便期待双语对照阅读的广大读者；（4）国际上对中国城市问题、城乡规划和汉语学习的热情与日俱增，这本中英文对照的专业书籍将对拥有这些热情的大众提供阅读和参考资料上的协助。

从2012年6月中旬起，编辑部开始策划和筹备双语书的出版工作。至2013年3月本书所涉及的所有文章完成了版权确认事宜。

本书选取了七个专辑的文章，分别是“鲁尔——一个传统工业区的蜕变”（2007年第3期；特邀编辑：刘健、王纺），“团结与共生的艺术——荷兰的规划文化”（2009年第2期；特邀编辑：刘健、王秋元），“创建新的城市战略——来自世界银行项目的经验”（2009年第3期；特邀编辑：陈熳莎），“转变与应对——法国规划政策回顾与评价”（2009年第4期；特邀编辑：罗震东），“意大利——为城市和市民而规划”（2010年第3期；特邀编辑：克劳斯·R·昆兹曼、彼得拉·波茨、王纺），“管理城市开发进程——荷兰经验”（2011年第3期；特邀编辑：陈紫薇），“欧洲与中国的创意城市”（2012年第3期；特邀编辑：克劳斯·R·昆兹曼、唐燕）。在每个专辑中，针对中国的现实发展状况和特定的主题内容，专辑特邀编辑特别邀请了各国（现有文献以欧洲为主）各专业的知名专家学者撰写文章，基本反映了该国该研究领域的主要发展历史与现状，以及存在的问题和对中国的借鉴等内容，各专辑出版后广受好评。本书将七个专辑中的共45篇文章重新编辑，分为六个章节：国土与区域规划、住宅与社会公平、创意产业与创意城市、城市管治与开发管理、城市设计与城市项目、遗产保护与再利用。以上

Urban Design and City Project, Heritage Conservation and Reuse. Those contents are published into two books.

The translators of those papers have been collaborating with our journal for a long time. They are professionals accomplished both in their specialties and bilingual expression. After years of work of publishing foreign literatures, a professional team of UPI editors has also grown up. They are doing their best to ensure each foreign literature accurate and fluent for publication.

We extend our gratitude to all the authors and translators for their kind help of publishing our journal and *The Selections*.

The Selections is with professional vocabulary index to make readers better understand, learn and research.

The Selections is also an academic contribution in the year of 2014 for the 60th anniversary of CAUPD's foundation, the sponsor of our journal.

This is the first time that we tried to publish bilingual selections, and they may not be fully up to expectations. We are looking forward to having your valuable comments and suggestions, hopefully that will be a great push to our job in the future.

Editorial Department of *Urban Planning International*
November, 2013

内容分两册出版。

文章的译者大多是与本刊长期合作的专业学者，不仅专业素养较高，且中英文表达能力良好。同时，《国际城市规划》杂志在长期从事外文文献出版的工作过程中，也培养了较为专业的编辑队伍，他们的努力使得每一篇出版的外文文献都尽可能地准确而流畅。

在此一并感谢原文作者和译者在杂志出版过程中以及本书的出版过程中给予的大力帮助和支持。

为方便读者阅读，本书特别增加了索引，使得该书的辅助学习功能更加方便和完备。

2014年是杂志主办单位中国城市规划设计研究院成立60周年。此书的出版，是《国际城市规划》杂志为院庆献上的一份学术厚礼。

本刊初次尝试出版双语书，难免有很多不尽如人意的地方，还请各位专家学者不吝赐教，帮助我们在未来的工作中不断完善。

《国际城市规划》编辑部

2013年11月

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Land Policy in the Netherlands

荷兰土地政策解析

Written by Herman W. de Wolff / Translated by He Jinghuan

赫尔曼·德沃尔夫 著 / 贺璟寰 译

Abstract: Many regions in the NL are characterized by a high population density. As a consequence of this, there are many claims on land for different land uses. Traditionally, the government is closely involved in the regulation of land use. Land policy can be defined as a governmental intervention in the land market. In the Netherlands, this intervention has different objectives. Besides influencing the way land is used, also financial motives are involved. For many local governments, both cost recovery and value-capturing issues are important. For being able to reach these objectives, different strategies are followed for intervention in the land market. Often, municipalities prefer an active land policy or close cooperation with private developers in the land development process. But also a more facilitating strategy is frequently used. Within certain restrictions, local government is free in the choice for one of these strategies. This choice will also depend on the possibilities of the strategy for reaching the different objectives of the intended land policy. This is partly determined by the possibilities of the different instruments which can be used within the strategy. For the active approach in land policy, besides the instruments based on private law, the municipality can use pre-emption right and expropriation. With regard to the facilitating approach, for being able to reach financial objectives amongst others the so-called Land Development Act can be used.

摘要：荷兰是一个人口密度较高的国家。因此，不同利益群体在土地开发时对用地性质有各自不同的需求。传统上，政府也密切地参与到土地使用规则的制定中。在荷兰，政府通过土地政策干预土地市场的行为有多种目的：除了影响土地利用的方式，更有多种财政目标。对于市政府而言，成本回收和价值回馈都显得尤为重要。为了达到上述目的，不同干预手段被应用到土地市场中。市政当局常倾向于积极的土地政策或者在土地开发过程中与私人开发商紧密合作。通常也应用到促进型的土地策略。市政府根据不同土地政策的目标，在一定限制范围内可以自由选择其干预手段。而干预手段的选择又取决于其可达到目标的可能性，也部分取决于该战略可选择的技术手段。对于积极的土地政策，市政府不但可以使用基于个人权益法的各种手段，更享受优先购买和征收权。对于促进型土地策略，政府可以通过土地开发法规的使用达到财政目标。

Keywords: Land Policy; Land Development; Land Acquisition; Value Capturing

关键词：土地政策；土地开发；土地收购；价值回馈

1 Introduction

1 概述

The Netherlands is a relatively small country with respect to the number of inhabitants. As a consequence of this, many regions in the NL are characterized by a high population density. And in many regions, the number of households is still growing. This growing number of households combined with a still growing demand of space per household leads to additional claims on land: not only for new housing areas (within or outside existing urban areas), but also for areas for recreation and other leisure facilities, for areas for activities, for offices, etcetera. Besides this, the climatic changes in combination with the increase of the built-up areas have the effect that the water storage capacity of regions has to be enlarged. This need for realisation of new areas for water storage as well as possible flooding areas also leads to additional claims on land.

Land however is scarce in the Netherlands. There is hardly any wasteland. Facilitating new claims on land, means – besides an increasing choice for multiple land use – in general redistribution of existing land uses. This often means a diminishing of agricultural land. Consequently, large areas of land outside the Netherlands are used for agricultural production needed for food supply for the inhabitants of the Netherlands and for partly export-oriented factory-farming in the Netherlands.

This high demand for land in a country with a high population density partly explains why traditionally in the Netherlands the government – and more precisely local government – is closely involved in the regulation of land use as well as the development of land.

In this article, the central focus is this governmental land policy. First the article pays attention to the objectives of land policy in the Netherlands, next the article treats different strategies which are used to reach these different objectives. For these strategies amongst others legal instruments are necessary. The article introduces some important legal instruments which are available in the Netherlands within an active and within a facilitating land policy. The different objectives and strategies are illustrated, using three

荷兰是个地少人稠的国家，很多地区人口密度很高，而且家庭数量不断增加。不断增长的家庭数目和每户对住房空间日益增加的需求导致了更多的填海造地，包括新增的住房空间（现有城市区域的内外都有）、娱乐活动空间、休闲设施和办公空间等。此外，气候变化以及建成区域的增长导致对储水量的需求也日益加大。而新建储水区 and 洪水泛滥区的增加导致了更多的填海造地。

土地是荷兰的稀缺资源，所以荷兰鲜有荒地。鼓励对土地新用途的开发不但增加了土地的多效利用，也是对现有土地利用的再分配。这自然也意味着农业用地的减少。因此，荷兰以外的大片土地被用来生产农作物，供应粮食给荷兰当地居民并满足部分以出口为导向的荷兰农庄的需求。

人口密度高造成的对土地的大量需求也从某种程度上解释了荷兰政府——准确地说，是市政府——密切参与用地规范和土地开发的原因。

本文着重描述政府的土地政策。文章首先谈到荷兰土地政策的目标，然后探讨了为达到该目标可采取的包括法律工具在内的各种策略手段。本文介绍了荷兰积极的土地政策和促进型土地政策框架下均可应用的部分法律手段。通过荷兰三个城市的案例，本文详述了市政府的不同目标和策略。

Dutch cities as examples. The article ends with some concluding remarks on Dutch land policy.

最后, 作者总结了荷兰土地政策的经验。

2 Municipal Objectives in Land Policy

2 市政府的土地政策目标

Land policy can be defined as a governmental intervention in the land market. For explaining this position of the government or the interest of the government in the land market, different perspectives can be used.

土地政策是市政府干预土地市场的重要手段。我们可以通过不同视角来解读市政府在土地市场的角色和利益。

At first, the perspective of welfare or institutional economics can be used to explain why in a market economy governmental intervention can be justified. This perspective is about market failure: the land market needs to be adjusted because the land market is no ideal market¹. Land is scarce in the Netherlands, and cannot easily be produced. Besides this, the use of land has externalities: often the way land is used influences the use possibilities of an adjoining parcel of land. Besides negative effects of certain types of land use, other types of land uses may have positive side effects. For example, some forms of agricultural land use protect the quality of the landscape, which makes rural areas interesting for recreational purposes. According to a welfare economist, governmental intervention can be legitimate to correct these market failures. This economic viewpoint can for example justify the introduction of a tax for compensation for the negative effect of the loss of open space by the development of new urban areas².

首先, 从福利或制度经济学的角度剖析, 政府对土地市场的干预是合理的。因为土地市场也有失效, 也需要一定的干预使其调节到理想的状态¹。在荷兰, 由于土地弥足珍贵, 每一寸土地的使用都影响着毗邻土地的功能。除了一些消极的土地开发, 大多数的土地利用还是对城市有积极意义的。比如, 农业用地的保护, 不但可以提升景观质量, 更为城市人提供了休闲娱乐的去处。福利经济学家认为政府的干预可以纠正市场的纰漏。例如, 对于以牺牲开放空间为代价的消极土地开发, 政府将征收补偿税来开发新的城市区域²。

A second perspective is the public administration point of view. Using this perspective, intervention in the land market enables the government to reach certain policy objectives. In this article, we focus on this second perspective: governmental intervention as a tool for realizing governmental objectives. In general, in the Netherlands three different categories of objectives for governmental intervention in the land market can be distinguished³:

其次是公共行政的观点。此观点认为政府通过对土地市场的干预能达到一定的政策目标。本文重点关注第二种通过政府干预为手段达到政府既定目标的观点。荷兰政府对土地市场的干预达到的目标可大致分为三种类型³:

- Objectives with regard to the use of land

- 土地利用的目标

The intervention in the land market helps the government to influence the use of land. It helps the

政府对土地市场的干预能有效地实现理想的空間结构和质量,

realisation of a desired spatial structure and spatial quality, preventing land use becoming messy and it helps the revitalisation of run down or decaying urban areas.

On a more detailed level, with intervention in the land market the government can influence that a housing scheme will be realised that attunes the demand for houses, that the inhabitants of a community have good living conditions, that enough land for economic activities is available to be competitive with other municipalities or regions, that the development of an area is sustainable (e.g. durable building with low energy consumption) and that governmental investments (for example in new infrastructure such as public transport facilities) are efficient.

- Financial objectives

Land development can also be seen as an economic activity in which costs have to be made and profits can be realised. Often, local government has to make certain costs when an area is developed. Governmental intervention can then be desirable for cost-recovery, for example the costs for infrastructure within and outside the area to be developed.

Besides this, in the Netherlands it is common practice that the governmental intervention aims at an equalization of profits and losses within a specific site development project (cross subsidizing). Profit from certain developments within of the project (e.g., realization of market sector housing, commercial space) is used for supporting other, possible loss-making parts of the project (e.g., realization of social housing, social facilities). Differences in initial land values are spread out, so that they will not influence the lay out of the development plan. A third category of financial objectives is that local government sometimes intervenes just to be able to make a profit on the development. The money earned can be used for spatial development projects (e.g. the profit on the development of a new industrial area is used for the revitalisation of Brownfield sites), but also for other governmental expenditures (the uneconomic part of the exploitation of a swimming pool is paid from the profit of a land development project).

- Get the development started in time

Besides these categories of substantive objectives

防止土地的无序开发和控制部分城市地区的衰落。

具体而言，政府对土地市场的干预能协调住房需求和住房建设的平衡以提高住区的生活质量，使供商业用途的存量土地更具竞争力和可持续发展（比如低能耗的耐用建筑），以及提高政府的投资效率（比如公共交通设施的建设）。

- 财政目标

土地开发同样可以被视为一种需要成本并能收回效益的经济活动。市政府通常需要对一块土地先投入一定成本，政府干预再使得政府可能收回成本，比如对该地块或地块周围的公共设施的投入。

此外，在荷兰，政府的干预通常期待通过资金的补贴达到同一地块项目投资成本和收益的平衡。土地开发项目获得的收益（商业住宅和商业空间）被用作补贴其他可能亏损的项目（社会住宅和社会服务设施）。土地原有的价值差异因此被分散，不会影响土地发展规划的布局。第三种财政目标是市政府期待通过对土地开发的干预获得一定的收益。这部分的收益又可用来投资其他的空间开发项目（比如新的工业用地的开发获得的收益可以用做棕地的改造）和其他政府开支（比如投资于经济效益较低的游泳池）。

- 推动项目及时启动

除了上述重要的干预目标外，