

中国城市发展评论

绿色城市

CHINA URBAN DEVELOPMENT REVIEW
SPECIAL EDITION
of
Green Cities

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副主编 郑明媚 陈波平 尹环英

中国环境出版社

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Special Edition of Green Cities

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为什么而评论？

(代序)

中国正在经历世界上最大规模的城镇化。一方面是追求数量的增长，表现在城镇化人口与城市数量的增加；另一方面是追求质量的提升，表现在各方面热衷于讨论什么样的城市好，什么样的城市不好，以及怎样才能变得更好。可以说，“城市”已经变成了广域、广谱的话题，关于它的研讨、论坛、学术论文、科学著作，嘈嘈杂杂，生动不已。

所以，当我与我的工作伙伴们自从萌生做《中国城市评论》的时候，我们最大的困惑是，还有没有必要再去做一本《中国城市评论》呢？我们为什么而评论？评论什么？谁来评论？怎么评论？

为什么而评论？第一个原因，是自身学习与总结的需要。第二个原因，是我们希望加入关于中国城市发展这场将一直延续的激动人心的讨论，贡献我们的资料与声音，与城市一同成长。这些原因都很平实，但也应该有道理。

当然，我们也要提供相对独特的价值，以不辜负我们的精力与读者的时间，这就是以下一些问题：

我们评论什么？我们评论城市发展的经典案例。城市发展依靠理论的指引，但也靠案例的学习与借鉴。即使是理论，也往往来源于案例的研究与提升。我们的合作伙伴网罗了从联合国机构、世界未来委员会到中国的大学，从高层官员到城市规划师，因而更容易接触、收集到各方面的案例。我们希望奉献出这些案例。

谁来评论？城市的政策制定者、规划专家、学者、记者……都可以应邀

作为我们的特约评论嘉宾。我们希望的作者是对城市实践有深刻而客观观察的人。也许在我们的作者队伍里，将来会有埃比尼泽·霍华德，或者是简·雅各布斯。

怎么评论？提供不一样的视角，这本身就是最大的也是最重要的评论。我们希望我们的城市评论文章尽可能带给读者国际化的比较视野。看看别的国家、另一个城市怎么做的？这就够了。至于未来城市应该如何，那需要想象力，我们不能去限制读者的想象力。

总之，我们是一些学习者，我们希望集聚一批观察者，希望通过我们的案例提供与讨论借鉴，做城市发展的建议者、推动者。我们受益于城市，我们为什么不多为它的美好未来多做贡献呢，哪怕深知力有不及？

从北京的一间办公室向外望去，杨柳依依，樱花丛丛。在这个万物生长的时节，我们的《中国城市评论》来了，它在努力地贡献出自己的绿色和智慧！

Why Do We Review?

China is undergoing one of the fastest and largest urbanization processes in the world. This process has two facets, one is the incremental expansion of urban populations and cities, which characterizes China's urbanization, while the other is that urban quality is increasingly gaining people's attention. Specifically, with regard to the differing gauges for measurement sweeping the nation, these measurements increasingly define what is a *good* city, and those are *not so good*, and how to improve them both. Put it another way, the term "city" has become a hot topic, repeated in thousands of workshops, seminars, dissertations, and academic publications, sparking the fire of debate and innovation.

Accordingly, there are many questions that have been on my mind since my partners and I began the *China Urban Development Review*, which is, is it really necessary to do this? Why and what do we review? Who should review exactly? And how is the review done?

In answer to the why-question, first, we review in order to learn and to reflect. Second, we feel obligated and excited to join in these lively discussions on China's urbanization, making our voice heard, and making contributions that will grow with our beautiful cities. These contributions are from our heart, simple, but real.

Nevertheless, we believe it is necessary to offer different, innovative, and valuable suggestions, rather than sticking to the cliché. Accordingly, we pose the following questions:

What do review? We review the most outstanding urban development cases, as we believe real cases are as important as theoretical guidelines, with the theoretical guidelines appearing, and being applied, in the practical, real-world, cases. Thanks to our partners, who are active key players representing a wide range of different parties, such as UN bodies, The World Future Council, universities, high-ranking officials, and urban planners, related cases become more accessible to us, and we are excitedly happy to share those cases, and outcomes, with the public.

So by whom should reviews be conducted? Well, policy makers, urban designers,

experts, scholars, journalists, and so on forth, are all welcome to be our guests and give their opinions. Anyone who has a deep, balanced view on urban development is expected to join us. It is very likely, and hopefully, that Ebenezer Howard or Jane Jacobs will appear on our writers' list in future.

How to review? We believe a critical and unbiased view is the most important way to review. Our articles incorporate international and comparative perspectives in order to give a more comprehensive picture of the situation. It does not need to be too complicated, instead, informing readers of the situation in other countries and places is more than sufficient. Further, we would like to stimulate our readers, releasing their imagination to ponder and contemplate situations and solutions.

In short, we are humble learners who wish to call together observers to review the urban development process, and we want to be advisors and facilitators for urban development through collecting cases and igniting people's passion for improving our cities. We live and work in cities, and there is no reason to sit and do nothing when our cities deserve more care. Even a tiny change could make a huge difference.

Spring arrives, sweeping away the gloom of winter, and bringing the earth back to life. Looking outside our windows in Beijing, we see the city turning green and alive before our eyes, and we are honored to release the *China Urban Development Review* in this beautiful season. We hope it will inspire and enlighten us, and lead us toward a more promising tomorrow.

前 言

可持续发展问题已经成为国际社会的关注焦点，2015 年联合国大会通过的 2030 年可持续发展议程，是继联合国千年发展目标后首份涵盖全球、面向发展领域各个方面的发展议程，不仅为未来 15 年各国的发展和国际发展合作指明了方向、勾画了蓝图，还确立了一整套可持续发展指标体系，为各国实现可持续发展目标明确了路径。作为 2016 年二十国集团主席国，中国推动二十国集团制定了《落实 2030 年可持续发展议程行动计划》，并首次同时将可持续发展和气候变化作为 2016 年 G20 杭州峰会的核心议题，各方已经就行动计划达成共识，为 G20 带头落实 2030 可持续发展目标发挥重要示范和引领功能。随后中国发布了《中国落实 2030 年可持续发展议程国别方案》，这既是中国响应 G20 集体行动方案的一项具体行动，更是中国为推进联合国 2030 议程发挥表率 and 领导作用的一项战略性举措，将成为指导中国开展落实工作的行动指南，并为其他国家尤其是发展中国家推进落实工作提供借鉴和参考。

《中华人民共和国国民经济和社会发展第十三个五年规划纲要》（以下简称“纲要”）2016 年 3 月 17 日正式发布。面对全面建成小康社会的奋斗目标，这份长达 6.6 万字、共分为 20 篇的“纲要”对中国未来 5 年经济社会的发展进行了全面的部署，与以往相比，绿色发展成为贯彻“纲要”通篇的主基调，无论是今后五年经济社会发展主要目标的确定，还是各篇章内容的阐述，以及在“加快改善生态环境”篇章进行专门论述，无不体现着中国需要绿色发展理念。要完成全面建成小康社会的新目标，“纲要”提出必须牢固树立和贯彻落实创新、协调、绿色、开放、共享的新发展理念，其中绿色是持续发展的必要条件和人民对美好生活追求的重要体现，必须坚持节约资源和保护环境的基本国策，坚持可持续发展，坚定走生产发展、生活富裕、生态良好的文明发展道路，加快建设资源节约型、环境友好型社会，形成人与自然和谐发展现代化建设新格局，推进美丽中国建设，为全球生态安全做出新贡献。

城市是人口、消费、资源和废弃物方面的主要增长中心，是环境变化的新热点。城市中的各个因素联系非常紧密，产生的问题会有连锁反应，好的解决方案也会产生系列良性循环效应。城市人口已占全球总人口一半以上，联合国预测到 2050 年将有 70% 的人口居住在城市，城市的绿色发展对全球减排和社会可持续发展至关重要。城镇化是世界各国工业化进程必然经历的发展阶段。目前德国的城市化率已经达到 75%，从德国推进绿色城市的经验看，最重要的一点要从城市规划抓起，对发展绿色城市进行整体系统规

划，并在方方面面部署重点工程，在城市各要素如绿化、能源、水资源、垃圾处理、交通等方面获得成功经验并进行复制推广。中国也正处于城市转化发展的重要时期，如何睿智地规划城市的未来；如何科学地引领城市可持续发展；如何借鉴国内外城镇化成功的解决方案推进城市科学、健康发展，已经成为当前中国国民经济发展、制度创新和结构调整的重大课题。

面对中国当前的机遇和挑战，回顾中外城镇化的历程，我们可以清晰地看到，城市所处的具体环境不同其面临的挑战也不同，每座城市都需要因地制宜的解决方案。而城镇化是一个系统工程，无论城市的具体情况如何，都需要运用系统的思维解决生态保护、城市能源、城市资源、绿色交通等城市发展与治理的重点与难点。城镇化过程中优秀解决方案的案例很多，绿色城市发展的每一个成功案例都离不开具有前瞻性的政府决策、合适的技术手段、工商业界的努力和全方位的社会支持，其中技术解决方案本身的复制和推广相比其政策与商业环境的培育更为容易，政府决策是城市绿色发展的首要环节，城市管理者在城市问题上的明智决策促成技术、资金、人才等因素的聚集从而形成良性发展。作为一个致力于推动全球可持续发展政策的国际非营利组织，世界未来委员会（World Future Council）希望通过汇集国际和国内城市能源、水资源、废弃物处理以及城市生态系统的优秀案例，阐述案例实施之前所在城市在相应领域面临的困难与挑战，深度解析城市管理者的治理思路，呈现政府管理经验和工程实践解决方案，展示实施成效，以便在城镇化过程更有效地学习和推广有关成功经验，为读者提炼绿色城市治理和发展的前瞻视野，为城市管理者提供决策参考，为城市规划设计者提供新的思路，为关心城市发展的市民提供深度阅读材料，促进全社会共同致力于经济社会绿色发展的局面。

本书的完稿得到了诸多合作伙伴的诚挚信任和无私分享，衷心感谢各位作者为本案例集提供的丰富的案例材料，特别感谢北京交通大学中国城市研究中心及明基金会（The Halo Fund）同事的大力支持和指导。

由于绿色城市内涵的多样性和系统性以及编者的知识结构和水平所限，本书难免有不当之处，恳请各位读者朋友批评指正，我们将在后续报告系列中不断充实和完善。期待本书内容能够引起社会关注和共鸣，共同促进绿色、低碳、循环城市的发展。

世界未来委员会、北京交通大学中国城市研究中心联合编委会

Preface

Sustainable development has become a focus of the international community. The United Nations issued the 2030 Sustainable Development Agenda in September 2015. This is the first global development oriented agenda following the UN Millennium Development Goals. It not only pointed out the direction and the blueprint for countries' development and international cooperation in the coming 15 years, but also established an index system of sustainable development, and clarified the approaches necessary to realize the Sustainable Development Goals(SDGs). As the Rotating Presidency holder of G20 2016, China formulated the *Action Plan to Implement the 2030 Sustainable Development Agenda* and adopted Sustainable Development and Climate Change as the core issues of 2016 at the G20 Hangzhou Summit. The parties have reached a consensus on the action plan, which implements significant demonstration and roles for implementing SDGs. The Chinese Government also released the *China Country Action Strategy on Implementation of the 2030 Sustainable Development Agenda*, which is not only a specific action of China's response to the G20 Action Plan but also a strategic measure for China to lead the promotion of SDGs. At the same time, this countries action strategy will be the guideline for implementing the SDGs and will provide reference to other countries, especially those developing countries, in order to promote the implementation of SDGs.

The Fourth Conference of 12th Chinese National People's Congress implemented the 13th *Five-Year Plan for national Economic and Social Development Guidelines* (hereinafter referred to as the "guidelines") on March 16th, 2016. The guideline was officially issued on March 17th, 2016. In order to build a well-off society, this long guideline discussed Chinese economical and societal development for the next 5 years with 66 000 words, in 20 chapters. Compared with previous Five-Year Plans, green development became the main focus of this guideline through major target definition, elaboration in each section, and the chapter "Speed Up Improvement of Ecological Environment". To attain the new goal of the well-off society, the guideline establishes and implements a new development theory of innovation,

coordination, green development, openness and sharing. Among them green development is a necessary condition for sustainable development, and also a significant reflection of people's pursuit for better life. Development in next five years must adhere to the basic state policy of resource conservation and environment protection, sustainable development and civilized development on improving production, wealthy living and good ecology. This is in order to speed up resource conservation and environmentally friendly society, with a new pattern of harmonious development between human and nature, which will promote a beautiful China construction, and contribute to global ecological security.

Cities are the new hot spots of environmental change. They are the leading growth centers of population, consumption, resource use and waste. In cities, everything is closely connected. So problems tend to multiply, but so can solutions. More than half of global population is an urban citizen. According to UN projections, 70% of humanity will be living in cities by 2050. Green development is vital to global emissions reduction and societal sustainable development. Urbanization is an inevitable development stage for industrializing countries worldwide. Presently the urbanization rate is 75% in Germany. According to the green city promotion experiences in Germany, the most important point is overall systematic green city planning, through key projects implementation in urban sectors and implementing their successful experiences in ecosystems, energy, water, wastes, traffic, etc. to be replicated and promoted in broader areas. China is also in a significant period of urban development transformation. How to plan the future cities intelligently, how to lead urban sustainable development, and how to refer those successful urbanization solutions from home, and abroad, for scientific and healthy development of the cities has become a major issue for the Chinese national economy, system innovation, and structure adjustment.

In the face of opportunities and challenges in China, and referencing international urbanization processes, it is quite clear that each city needs its own unique solution. Urbanization is a systematic project, no matter the specific situation of the city, systematic methods should be applied to solve the problem. This should prioritize the difficulties for cities in development in the sectors of ecology development, urban energy, resource, and green traffic, etc. There are a lot of excellent solutions in the process of urbanization. Each successful case depends on proactive governmental decision-making, appropriate technical methods, efforts of the business community and social supports. Among them the replication and promotion of technical solutions itself is rather easy compared with policy development and commercial environment cultivation. Government decision-making is the primary part for green urban development. Managers' wise decisions regarding city problems can include

gathering elements like technology, finance, human resources, etc. which forms a benign development for the city. As an international non-government organization dedicated to the promotion of global sustainable development policies, World Future Council expects that the successful case studies in city energy, water resources, waste management and urban ecosystem can be helpful for stakeholders during process of urbanization and green city development. This is done through clear elaboration of the proposed cities' difficulties and challenges before action, deep analysis of city managers' thoughts on the problems' solution, and presentation of government management experiences and prior effectively demonstrated projects. It is further expected to refine the forward-looking vision of green city governance and development for the readers, and to provide a reference for city managers, instimulating new thoughts for city planning designers, and provide deeper reading materials for the public, which would generate societal contribution to green economic and social development.

This book has incorporated sincere trust and extensive sharing from many partners. Thanks cordially go to the authors who provided materials, and hard work that went into the cases of this report, and special thanks to Beijing Jiaotong University China City Research Center and the HALO fund for their kind support.

Due to the diversity and system characteristics of the green city concept, as well as the connotation limits of our editors, this book will inevitably be critiqued. Readers' criticism and corrections are highly appreciated and we will improve this book in the follow-up reports of the series. We hope that this book can cause social concern and resonance, and jointly promote green, low-carbon, circular city development.

World Future Council
Beijing Jiaotong University China City Research Center

目 录

一、能源	1
温哥华 100%可再生能源战略	2
1 城市背景介绍	2
2 管理者思路和决策过程	4
3 措施与办法	5
4 实施成效	14
5 启示与建议	16
敦煌市向 100%可再生能源城市迈进	18
1 城市背景介绍	18
2 城市和能源发展思路	20
3 城市新能源建设的三个阶段	23
4 组织管理和保障措施	26
5 实施成效	27
6 启示与建议	29
二、城市水资源	31
首尔市城市水资源管理	32
1 城市背景介绍	32
2 管理思路与方法	36
3 对策和解决方案	40
4 实施成效	46
5 启示与建议	46
池州市城市水系统管理与实践	49
1 城市背景介绍	49
2 管理者思路与决策过程	52
3 对策与解决方案	54

4 启示与建议	61
三、城市固废处理	64
德国柏林的城市固废管理	65
1 城市背景介绍	65
2 管理者思路与决策过程	66
3 对策与解决方案	67
4 实施成效	73
5 启示与建议	75
深圳市盐田区城市生活垃圾分类减量和餐厨垃圾处理	77
1 城市背景介绍	77
2 管理思路与方案	78
3 实施经验	81
4 创新与启示	83
四、城市生态系统	85
珠海城市生态系统管理与实践	86
1 城市背景介绍	86
2 管理者思路与决策过程	88
3 对策与解决方案	89
4 实施成效	97
5 启示与建议	97
五、综述：建设循环城市，推动绿色城镇化发展	101
1 循环城市发展的国际背景	101
2 循环城市的基本理念与目标要求	102
3 中国绿色新型城镇化要解决的问题	104
4 循环城市发展对绿色新型城镇化建设的作用	105
5 循环城市发展的路径	107
6 中国循环城市发展的政策建议	109
7 结论与展望	113
后 记	116