

城市战略规划研究

CHENGSHIZHANLUEGUIHUAYANJIU

CHENGSHIZHANLUEGUIHUAYANJIUCHENGSHIZHANLUEGUIHUAYANJIU

理论 · 方法 · 实践

LILUN

FANGFA

SHIJIAN

CHENGSHIZHANLUEGUIHUAYANJIUCHENGSHIZHANLUEGUIHUAYANJIU

○ 陈大鹏 著

西安地图出版社

城市战略规划研究

理论、方法、实践

◎ 陈大鹏 著

西安地图出版社

图书在版编目(CIP)数据

城市战略规划研究:理论、方法、实践/陈大鹏著.

西安:西安地图出版社,2008.8

ISBN 978 - 7 - 80748 - 298 - 7

I. 城… II. 陈… III. 城市规划—研究 IV. TU984

中国版本图书馆 CIP 数据核字(2008)第 092769 号

西安地图出版社出版发行

(西安市友谊东路 334 号 邮政编码:710054)

新华书店经销 陕西昊阳实业有限公司印刷

850 毫米×1168 毫米 1/32 开本 12 印张 269 千字

2008 年 8 月第 1 版 2008 年 8 月第 1 次印刷

印数

ISBN 978 - 7 - 80748 - 298 - 7

定价:25.00 元

摘 要

在经济全球化、社会城市化、环境动态化的背景下,城市的发展面临着越来越激烈的竞争和严峻的挑战。一方面,城市成为国家和地区社会经济中的主导,国家和地区的竞争日益表现为城市的竞争;另外一方面,经济全球化加强了城市竞争的范围和程度。而在剧烈变动的环境下,城市要获得长远的、持续性的发展,就需要针对多变的环境进行长远的谋划。我国现有的以城市物质形体规划为主的城市规划体系已难以为城市社会经济的长远发展形成有效的指导,引入为城市长远发展而制定的城市战略规划,可以解决形体规划指导作用不强,难以适应环境变化情况下城市发展等问题。城市战略规划目前尚无完善的理论体系和实施框架,尤其是我国的城市战略规划还处于探索和起步阶段,于是选择城市战略规划进行研究,从理论和实践上都有重要的意义。

本研究的目的是建立新的、更能指导城市发展、较为完善的城市战略规划的理论体系和模式。主要任务是借鉴企业战略管理的理论方法,在充分论证城市企业化趋势的前提下,应用企业战略管理理论,构筑城市战略规划的理论模式,并从经济学、管理学、地理学和城市规划学的角度,对城市各个组成部门的战略规划进行分析。

本研究的主要内容有：

对战略的概念与演变进行详细的分析，提出了适合各类活动的战略定义，认为战略是针对人类各类活动，为达到一定目标的全局性、长远性的重大谋划。城市发展是综合性的人类活动，城市发展影响社会经济发展的全局，城市发展具有长期性，城市的建设和发展符合战略的特征，所以也能应用战略规划的手段对城市的未来发展进行谋划。城市战略规划就是对城市未来发展而作出的全局性、长远性的重大谋划。

本研究将企业战略管理的理论和城市战略规划结合，借鉴企业战略管理的理论方法进行城市战略规划的研究，提出了城市战略规划的模式，即城市战略规划的内容可以划分成城市总体战略（主要内容为城市战略远景与战略目标）；城市竞争战略（主要内容为城市竞争力及在竞争环境中的策略选择）；城市部门战略（包括城市经济战略、城市社会战略、城市建设战略和城市生态战略）。编制的基本程序可分为：资料调查—资料分析、问题诊断—战略分析、战略制订—战略实施—评估与反馈等五个阶段。

研究提出在城市战略规划中应将原有重视的城市性质定位的规划模式，改变为重视城市愿景制定的规划模式，并提出了通过城市发展的内外部条件分析，重点分析城市发展的社会经济发展阶段和产业结构关系，应用企业战略管理中 SWOT 分析的方法，具体确定城市战略愿景，再通过发展趋势预测和与相似城市的对比分析，提出城市发展的战略目标。

研究提出了城市之间确实存在着竞争关系，城市竞争的核心是提升城市竞争力。并分析考察了现有的城市竞争力模型，提出了城市竞争力的锥形模型，并采用主成分分析的方法对陕西省 10 个中心城市的竞争力进行了评价。提出了基于企业竞争概念的城

市竞争战略,即成本领先战略、标新立异战略和目标集聚战略三种基本竞争战略类型,针对不同位次的城市,参照企业位次竞争的战略,采用不同的城市竞争战略。

城市经济发展战略规划的主要研究内容分成三个主要方面,即城市经济发展模式的选择,城市产业发展和产业结构,以及经济发展的空间布局。在战略模式选择中本书提出了三个原则,即地区性原则、价值观原则和社会阶段性原则。在城市产业发展中,本文分析了主导产业的基本理论,提出了以波士顿矩阵分析、产业生命周期分析和区位熵分析等方法确定城市的主导产业。

城市空间战略是城市建设战略规划的重要组成部分,城市空间可以分成外部空间与内部空间。本书将城市的外部空间结构定义为城市行政辖区内的中心城市与其他城市或城镇之间的空间关系,其空间发展具有一定的模式和规律性。城市外部空间战略的主要问题是分散发展还是集中发展的问题,而分散和集中又具有历史阶段性。根据区域空间演变的相关理论,可以对城市未来的外部空间关系作出规划。城市的内部空间结构指城市规划区范围内的城市各要素之间的空间关系,其空间发展也有不同的理论模型。城市内部空间发展的战略问题有:是采用分散的“组团式”还是集中的“摊大饼”;是建设多中心城市还是单中心城市;是建设专业化的功能区还是综合化的功能区;城市空间结构调整的时机等问题。针对这些问题,本书构建了城市经济学的分析方法。

本书提出城市战略规划实施应建立专门的组织机构——城市战略规划委员会。实施管理的主要内容有城市愿景的传播和目标的控制;城市产业政策的制定;城市空间结构的管制;城市公共投资手段的应用。

本研究在以下方面提出了新见解:

(1)在充分论证城市企业化的前提下,将企业战略管理理论应用于城市战略规划研究,提出了以城市愿景为主的城市总体战略,以城市竞争力为主的城市竞争战略,以城市经济发展战略、城市社会发展战略、城市建设发展战略和城市生态发展战略为主的城市部门战略的三部分内容,以及以资料调查—资料分析、问题诊断—战略分析、战略制订—战略实施—评估与反馈等五个阶段编制程序构成的城市战略规划的新模式。

(2)考察了现有的城市竞争力模型后,提出了以经济活动要素、社会活动要素和区域禀赋条件构成城市竞争力的锥形模型。基于企业竞争战略,提出了城市竞争中的基本竞争战略和位次竞争战略。

(3)提出了城市经济发展战略模式选择的三原则,即地区性原则、价值观原则和社会阶段性原则。综合运用经营组合分析法和产业经济学的方法确定城市的主导产业。

(4)对城市空间发展问题以经济学的观点进行了解释,提出了城市空间发展战略中的经济学分析方法。

关键词:城市战略规划;战略管理;城市竞争力;主导产业;空间结构

ABSTRACT

Under the circumstances of economic globalization, social urbanization and context variation, cities are facing more and more forceful competition and challenges. In one side, cities are taking a vital role of modern society both in national level and in regional level. State and region competition are represented by the competition of cities. In the other side, economic globalization enforced the city competition both in scope and extent. As the environment being changing radically, urban need a long term planning to ensure a sustainable development for a long run. The present urban planning system in China, which focuses more on the physical construction, cannot furnish cities with effective guidance to their growth. Urban strategic planning that deals with long-term development of cities, is introduced to amend the defects mentioned above. There are no satisfied theoretical and practical models when urban strategic planning is to be made. Even more, urban strategic planning is in the stage of beginning and experimenting in China, therefore, it is meaningful both in theory and in practice to exert a research on urban strategic planning.

The main goal of this study is to establish a new and better theory

system and practice model of urban strategic planning. Using for reference of company strategic management, this study proves that cities has the trend of being like an enterprise, creates theoretic model of urban strategic planning, analysis the different sectors' strategic planning from the angles of economic, management, geography and urban planning respectively.

The main contents of this study are:

Taking a detailed scanning of the concept of strategy and analyzing it's evolving. Define the strategy as long-term important plan for the purpose to meet the comprehensive objective. Urban development is a kind of comprehensive activity of human being, on which the overall social-economy development is influenced. Urban development is a long-term issue and has the feature that could be applied to the strategic planning. Urban strategic planning is the essential plan for the long-term, comprehensive development of a city.

This study combine company strategic management theory and urban strategic planning, use company strategic management theory and method as reference to start urban strategic planning analyzing. Then, the model of urban strategic planning is proposed, in which three parts include overall strategy, competition strategy and sector strategy are suggested as the main tasks, and five steps that are data gathering, data analyzing and problems inquiring, strategy analyzing and crafting, strategy enforcing, strategy assessing and feeding back as the basic procedure. In the overall strategy, the fundamental contents comprise vision and objective setting. In competition strategy, the key issue is to enhance the competitiveness of cities and to choose a proper counter-

measurement to involve in competition for cities. In sector strategy, the four basic parts are the strategy of city economic development, the strategy of city society development, the strategy of city construction and the strategy of city ecology development.

It should be changed from stressing on the urban characteristic positioning to the strategic vision model. Through evaluating the interior and exterior conditions of urban development, SWOT method is used to create a strategy vision. Further more, the trend forecasting method and comparison method are used to determine the urban strategy objective.

Cities do compete each other, and city competitiveness is the determining factor in city competition. Scanning the existing city competition model, a new taper model is proposed for concise and effective analyzing of city competitiveness. Aimed at evaluating the 10 key cities competitiveness of Shaanxi Province, Principal Components Analysis (PCA) methods are used in this paper to analysis the 10 central cities competitiveness. Puts forward the basic and ranking strategy of cities competition that based on company strategy. The basic compete strategy comprise low-cost strategy, differentiation strategy, and focus on strategy; while ranking strategy will according to the different ranked city, follows the deferent strategy.

Urban economy strategic planning comprising three main aspects: choosing the economy development model, arranging the industry and industry structure, and locating the economic spatial. There are three principles for choosing economy development model that are to the place, to the value, and to the stage. As to the urban industry devel-

opment, leading sector theory is analyzed, and bring forward of using BCG (Boston Consulting Group) matrix analysis, industry life cycle analysis, region ratio analysis to determine the leading sector of a city.

The spatial strategy is a principal part of urban construction strategic planning. The space of an urban can be divided in two parts: one is the inner space of a city; the other is the outer space of the city. This study defines the urban outer spatial structure as the relations between the central city and the other cities within its administrative area, in which the key issue is whether it should be concentrated or deconcentrated. Further, the spatial evolving theories are applied to make plan for the city's outer space development. Urban inner spatial structure is the relations between the different functional districts in the city's planning area. There are several theoretical models concerns the urban inner structure, with which the inner spatial structure is analyzed. The main issues of urban inner space development are as following: build a multi-districts city or a sprawl out ones? Choose a single center or multi-center pattern? Construct special districts or composed districts? When does the city's spatial structure should be changed? All these questions can be answered via economic analysis.

This dissertation claim that urban strategic planning council should be established so as to responsible for the executing of strategic planning. The tasks of urban strategic planning enforcing are vision spreading and objective controlling, urban industry policy making, urban spatial structure management, and the public investment applying.

The innovation of this study are as following:

(1) With the fully discussing of the trend that cities are more and

more like an enterprise, this paper applying the company strategic management theories to urban strategic planning research, puts forward a new urban strategic planning model that three parts' strategy and five steps of procedure are proposed. The three parts of urban strategy are the overall strategy, with which the main task is the strategy vision making, the competition strategy, for which the city competitiveness is the key issue, the sectors' strategy, of cities, in which the urban economy development strategy, the society development strategy, the construction strategy and the ecology development strategy are the main contents. The five steps of making a urban strategy are data gathering, data analyzing and problems inquiring, strategy analyzing and crafting, strategy enforcing, strategy assessing and feeding back.

(2) Figure out the taper city competitiveness model comprising economy activity factors, social activity factors and regional endowment factor. Based on the company competition strategy, two kind of urban competition strategy are proposed. One strategy is basic competition; another is ranking competition.

(3) Give three principles for choosing urban economy development model, that are place principle, value principle and social stage principle. Using BCG matrix analysis and industry economics methods to choose urban leading sectors.

(4) Interpreting urban space issues with economics' perspective, trying a method of economics to deal with urban spatial development strategy issues.

KEY WORDS: urban strategic planning; strategic management; city competitiveness; leading sector; spatial structure

城市战略规划研究

理论、方法、实践

目 录

第一部分 理论方法篇	(1)
第一章 导 论	(3)
1.1 研究的背景和意义	(3)
1.1.1 研究的背景	(3)
1.1.2 研究的意义	(6)
1.2 国内外城市战略规划的理论与实践	(8)
1.2.1 国外城市战略规划的理论与实践	(8)
1.2.2 国内城市战略规划的理论与实践	(15)
1.3 研究的角度、理论框架与方法	(21)
1.3.1 研究角度与理论框架	(21)
1.3.2 研究方法	(22)
1.4 篇章结构和创新之处	(24)
1.4.1 篇章结构	(24)
1.4.2 创新之处	(28)
第二章 战略与城市战略规划	(30)
2.1 战略——作为普遍的规划活动	(30)
2.1.1 战略的概念与演变	(30)
2.1.2 战略的基本特点	(36)
2.1.3 战略的定义与内涵	(37)

2.2 城市战略——城市发展的蓝图	(42)
2.2.1 城市发展是可选择的类活动	(42)
2.2.2 城市发展需要战略远见	(43)
2.3 从城市系统构成看城市战略规划的构成方面	(50)
2.3.1 城市经济发展战略	(50)
2.3.2 城市社会发展战略	(51)
2.3.3 城市建设发展战略	(51)
2.3.4 城市生态建设战略	(52)
第三章 企业战略管理的启示与借鉴	(54)
3.1 企业战略管理的理论和方法	(54)
3.1.1 企业战略管理的概念	(54)
3.1.2 企业战略的构成	(59)
3.1.3 企业战略规划的方法与过程	(64)
3.2 城市与企业的异同	(67)
3.2.1 城市与企业的共生关系	(67)
3.2.2 城市与企业的特点	(68)
3.2.3 城市与企业的异同	(71)
3.3 基于企业战略管理理念的城市战略规划	(77)
3.3.1 现有城市战略规划的基本模式	(77)
3.3.2 基于企业战略管理理念的城市战略规划模式	(83)
第四章 城市发展的方向——战略愿景与战略目标	(89)
4.1 城市的战略愿景	(89)
4.1.1 从城市性质到城市战略愿景	(89)
4.1.2 城市战略愿景制定的方法	(93)
4.2 城市的战略目标	(108)

4.2.1	经济目标	(109)
4.2.2	社会目标	(109)
4.2.3	建设目标	(110)
4.2.4	生态目标	(110)
第五章	城市竞争战略	(111)
5.1	竞争的普遍性	(111)
5.2	城市竞争的原理	(112)
5.2.1	城市成长的原理——累积循环机制	(112)
5.2.2	城市的竞争关系	(114)
5.2.3	城市竞争强化的时代因素	(114)
5.3	城市竞争的核心——城市竞争力	(115)
5.3.1	城市的企业化趋势	(115)
5.3.2	城市竞争力	(116)
5.4	城市竞争力评价	(135)
5.4.1	城市竞争力评价的基本方法	(135)
5.4.2	陕西省10个中心城市的竞争力评价	(136)
5.5	城市竞争战略	(144)
5.5.1	城市竞争战略的类型	(144)
5.5.2	城市竞争战略的应用	(151)
第六章	城市经济发展战略	(156)
6.1	城市经济发展战略模式的选择	(156)
6.1.1	经济发展战略的概念与战略模式的演化	(156)
6.1.2	城市经济发展战略模式的选择	(161)
6.2	城市经济发展的战略方针和战略目标	(165)
6.2.1	战略方针	(165)
6.2.2	战略目标	(166)

6.3 城市产业结构和主导产业	(168)
6.3.1 产业结构变动的规律	(169)
6.3.2 主导产业及其选择	(170)
第七章 城市建设战略性选择——城市空间发展战略	(183)
7.1 城市空间的变化简况	(183)
7.2 城市外部的空间研究	(184)
7.2.1 对城市外部空间的界定	(184)
7.2.2 关于城市外部空间的理论	(185)
7.2.3 城市外部空间的发展战略集中还是分散	(193)
7.3 城市内部空间结构研究	(195)
7.3.1 对城市内部空间的界定	(195)
7.3.2 关于城市内部空间的理论	(197)
7.3.3 城市内部空间的发展战略	(206)
第八章 城市战略规划的实施管理	(219)
8.1 城市战略规划实施的主体和组织机构	(219)
8.1.1 城市战略规划实施的主体	(219)
8.1.2 城市战略规划实施的组织机构	(220)
8.2 城市战略愿景的传播与目标控制	(222)
8.2.1 城市战略愿景的传播	(222)
8.2.2 战略目标的控制	(223)
8.3 城市产业政策的制定	(225)
8.3.1 产业政策与经济发展	(225)
8.3.2 城市产业政策的制定与实施	(226)
8.4 城市空间结构的管制	(228)
8.4.1 城市外部空间的管制	(228)

8.4.2 城市内部空间的管制	(233)
8.5 公共投资手段的应用	(236)
8.5.1 公共经济的基本概念	(237)
8.5.2 实施城市战略规划中的公共投资	(238)
第九章 总结与展望	(243)
9.1 论文研究的成果与应用前景	(243)
9.1.1 论文的研究成果	(243)
9.1.2 成果的应用前景	(245)
9.2 问题与展望	(246)
9.2.1 研究中尚存在的问题	(246)
9.2.2 对未来研究工作的展望	(247)
第二部分 实践篇	(249)
第十章 渭南市战略规划的基本问题探讨	(251)
10.1 渭南市城市愿景的制定	(251)
10.1.1 渭南发展条件分析(SWOT 分析)	(251)
10.1.2 渭南市社会经济发展战略愿景	(255)
10.2 渭南市主导产业发展研究	(258)
10.2.1 产业结构现状	(258)
10.2.2 存在的主要问题	(265)
10.2.3 主导产业的确定	(267)
10.3 渭南市城市发展的外部空间战略	(270)
10.3.1 城镇发展的现状分析	(270)
10.3.2 城市空间发展战略	(275)
第十一章 一个完整的案例:城固县城发展战略规划 ...	(279)
11.1 战略规划的背景、原则、范围和年限	(279)
11.1.1 规划的背景	(279)