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**THE ECONOMIC AND PHYSICAL ASPECTS OF THE URBANISTIC PROCESS**

**IN THE PEARL RIVER DELTA:**

**The management system of the Urban Historic Conservation Area in the megalopolis**

Settore Scientifico Disciplinare ICAR/20

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I Sistemi di gestione dell'Area di Conservazione Storica Urbana della  
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THE ECONOMIC AND PHYSICAL ASPECTS OF THE URBANISTIC  
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Urban Historic Conservation Area in the megalopolis

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## **Abstract**

The thesis *THE ECONOMIC AND PHYSICAL ASPECTS OF THE URBANISTIC PROCESS IN THE PEARL RIVER DELTA: The management system of the Urban Historic Conservation Area in the megalopolis* is based on the background of urbanistic development in Southern China in the last 30 years. China experiences reform and open policy since the beginning of 1980, comprehensive urbanization in the 1990s and the great change of the dualistic mechanism after 2000. It is the greatest urbanization process in the history of mankind.

In the Pearl River Delta, the most active and developed region of southern China, the continuous urban developed and developing areas constitute the so-called megalopolis, which is transforming its mode of production and lifestyle, changing dramatically its social economic framework, spatial morphology, even individual psychology and collective consciousness.

The thesis focuses on the megalopolis historic settlements that locate between the urban centers and the rural area, and include cultural links, commuting patterns and a contiguous regional configuration. But not as a simple continuous corridor, the unequal development and management here creates a massive non-linear continuity. These areas are full of energy and special characters but at the same time contain many uncertainties, complexities, contradictions and problems. Politically and geographically, they turn from villages to cities, economically they turn from agricultural structure to industrial and tertiary structure, sociologically they turn from traditional society to modern society.

Through the study of contemporary history, the thesis tries to represent the top-down and bottom-up urban construction activities in the PRD in order to learn lessons for the future urbanization.

In the last thirty years, because of the special social economic re-structuring in China, the megalopolis historic settlements become a spatial buffer for the huge gap of urban-rural dualistic mechanism. It decides the long-term co-existence of the megalopolis historic settlements and the consolidated urban built up areas. Many of the megalopolis historic settlements still have the unique characters of

the villages on the water and a great number of tangible and intangible heritages. They will be controlled as the Urban Historic Conservation Areas in the current urban planning system. In the meantime, their complexity and symbiotic nature give them a natural advantage to be maintained as an Urban Historic Conservation Area for quite a long time.

To explain clearly the change from the megalopolis historic settlements to the Urban Historic Conservation Area, from a theoretical point of view, the thesis analyses the evolution path of the urbanization in the megalopolis historic settlements. It establishes paradigms and inherent institutional framework to reveal the institutional background of the morphological issues generated in the urbanistic process, and emphasizes that the morphological issues are results of repeated games between top-down institutional change and bottom-up morphological transformation. It tries to discuss two important questions in the urban study:

- Through narratives of the daily life to describe the urban spatial morphology and social economic context;
- Through interpretation of the institutional history to understand the character of the collage urban fabric.

Practically, it brings forward a series of countermeasures to give suggestions for the future physical urban planning and urban design in the megalopolis historic settlements.

In the appendix, there are additional figures and tables of the administrative structure in China, the planning system in China, the heritage conservation system in China, the time line of the conservation history in China, the related laws, regulations and practices, for the readers to understand Chinese issues better.

Furthermore, the PRD is always the pioneer of Chinese reform. Due to the unique and strong folk custom, it becomes one the few areas in China that keeps a considerable amount of historic settlements and traditional landscape in the megalopolis. The experiment of the Urban Historic Conservation Area in the PRD will be a useful reference for other similar areas to deal with the urban heritage conservation and development.

## **Abstract (Italiano)**

La ricerca ***“GLI ASPETTI ECONOMICI E FISICI DEI PROCESSI URBANISTICI NEL PEARL RIVER DELTA: i Sistemi di gestione dell'Area di Conservazione Storica Urbana della megalopoli”*** affronta l'analisi del processo di sviluppo urbanistico delle regioni del Sud della Cina avvenuto negli ultimi trent'anni. A partire dai primi anni Ottanta del secolo scorso, la Cina ha avviato un percorso di riforme economiche e di politiche di apertura agli scambi internazionali, divenendo teatro di un'urbanizzazione massiva negli anni '90 e sperimentando grandi trasformazioni territoriali scaturite dalla gestione dualistica dei suoli, introdotta dopo il 2000. Si tratta del più ingente fenomeno di urbanizzazione della storia dell'umanità.

Nel Delta del Fiume delle Perle, la regione più dinamica e sviluppata del Sud della Cina, la progressiva urbanizzazione delle aree rurali comprese tra le metropoli, la cosiddetta *megalopoli*, sta di fatto modificando sia il modo di produrre sia gli stili di vita, aggiungendosi ai drammatici cambiamenti che già investono la struttura socio-economica, la morfologia spaziale, le psicologie individuali e le coscienze collettive.

La presente ricerca si focalizza sugli insediamenti storici presenti nella *megalopoli*, situati tra le aree centrali urbane e le aree rurali, mettendone in risalto gli aspetti culturali, i fenomeni migratori che li hanno caratterizzati e le mutate configurazioni spaziali che li accomunano. Le differenti velocità che caratterizzano lo sviluppo urbano e il governo del territorio hanno creato “vuoti amministrativi” (a causa del regime dualistico dei suoli) nelle aree rurali tra le metropoli, in cui si è sviluppata una gigantesca continuità non-lineare definibile come “campagna urbanizzata”.

Queste aree possiedono una straordinaria energia e caratteristiche del tutto particolari ma, allo stesso tempo, racchiudono molteplici elementi di complessità, di incertezza e di contraddizione.

Dal punto di vista amministrativo si è potuto assistere alla trasformazione di piccoli villaggi in moderne città, a livello economico la struttura collettiva rurale si

trasforma in impresa industriale o terziaria ed anche l'organizzazione sociale ha vissuto una repentina e complessa evoluzione, pur mantenendo forti connotazioni tradizionali.

Attraverso l'analisi della storia più recente, si cercheranno di illustrare, le attività di "costruzione urbana", avvenute in un contesto di incertezza normativa, che hanno caratterizzato il PRD, al fine di trarne possibili insegnamenti e suggerimenti per i processi di urbanizzazione presenti e futuri.

Negli ultimi trent'anni, a causa delle riforme economiche e del particolare sistema socio-economico venutosi a creare, gli insediamenti storici sono diventati una sorta di indicatore spaziale dell'enorme differenza di sviluppo provocato dal regime dualistico dell'uso dei suoli; tale meccanismo istituzionale ha, infatti, pianificato la coesistenza nel lungo periodo sia degli insediamenti "storici" sia delle nuove aree di sviluppo. Grazie alle caratteristiche uniche di "villaggi sull'acqua" e al patrimonio tangibile ed intangibile che detengono, molti degli insediamenti storici della megalopoli sono governati dal sistema di pianificazione urbano come Aree di Conservazione Storica Urbana, e sono proprio la loro complessità e le loro caratteristiche intrinseche a far sì che vengano mantenute come tali.

Per spiegare con chiarezza il passaggio da insediamenti storici ad Aree di Conservazione Storica Urbana da un punto di vista teorico, la ricerca comprende la necessaria analisi dell'evoluzione del processo di urbanizzazione della megalopoli cinese, al fine di individuarne i paradigmi, le peculiarità e di descriverne la mutata e complessa architettura istituzionale. Tale approccio ha permesso di risalire all'individuazione dei problemi di carattere morfologico-formale, ma anche istituzionali ed amministrativi generati dall'evoluzione urbanistica delle strutture urbane, esplicitando come tali problemi siano il risultato del rapporto conflittuale tra cambiamenti istituzionali top-down e trasformazioni morfologiche bottom-up.

Si cercherà di mettere in risalto due importanti aspetti che interessano i campi disciplinari dello studio della ricerca urbana:

- la morfologia spaziale urbana e il contesto socio-economico, descritti attraverso l'indagine diretta e la raccolta di informazioni non strettamente istituzionali;
- il carattere di "collage" della struttura urbana, attraverso l'interpretazione dei processi di trasformazione territoriale determinati dai cambiamenti dell'architettura istituzionale.

Il lavoro di ricerca si propone, dunque, di individuare una serie di strumenti possibili volti a "tutelare" e/o "valorizzare" gli insediamenti storici-urbani in un contesto di forte trasformazione della città e del territorio, che possano costituire utili suggestioni e criteri di riferimento per il futuro processo di sviluppo di tali realtà.

Il Delta del Fiume delle Perle è sempre stato considerato il luogo privilegiato della sperimentazione delle riforme socio-economiche cinesi. Tale peculiarità ha evidenziato, in questa regione prima che altrove, i caratteri di complessità e di contraddittorietà che determinate politiche di sviluppo hanno generato sul territorio.

Allo stesso tempo il contesto sociale, spesso fortemente radicato e legato alle tradizioni, ha giocato un ruolo importante nel processo di trasformazione degli insediamenti storici, tanto che questa regione è una delle poche, in Cina, ad aver individuato l'importanza di politiche e pratiche di "tutela" e/o "valorizzazione" per tali entità.

Lo studio delle Aree di Conservazione Storica Urbana nel Delta del Fiume delle Perle, ha permesso di evidenziare l'approccio sperimentale da parte dei decisori urbani di fronte ad un fenomeno complesso ed in rapida trasformazione. Si ritiene, pertanto, che tale esperimento di politiche e pratiche urbane possa costituire un utile modello di riferimento per altre regioni che si trovano a dover affrontare le problematiche derivanti dalla coesistenza forzata tra patrimonio storico urbano e sviluppo economico.

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## **1 Introduction**

The topic of the thesis comes from the debates on the urbanization of the megalopolis in southern China. Since the main content of the thesis is based on Chinese literature, the introduction will first define the study concepts, describe the historic background and the institutional context. It narrates the theoretical and practical meaning and reviews the most relevant studies including urban planning, sociology, economics, anthropology and so on. In the end of the chapter there are the sources of the information and the structure of the thesis.

This thesis studies the urbanization of the megalopolis in Pearl River Delta in China from last 30 years. The main purpose of the research focuses on the reasons behind the variety of morphological problems. It studies the relation between the institutional change and the morphological transformation, analyses the influence of the institutional change and the reaction from the path dependence of the morphological transformation. It breaks the limitation of the morphological determinism and tries to find out reasonable countermeasures for the future implementations of conservation and innovation in the megalopolis historic settlements. This issue is an important topic for the social economic re-structuring in southern China, which has increasingly drawn the attentions of academics and governments. .

## 1.1 The definitions of some concepts

The study subjects in this thesis are mainly based on Chinese literature as follow:

### *The Pearl River Delta (the PRD)*

The PRD locates in southern China, south-central of Guangdong Province. It is a low-lying area along the downriver Pearl River (Chinese: Zhu Jiang) estuary where the Pearl River flows into the South China Sea.



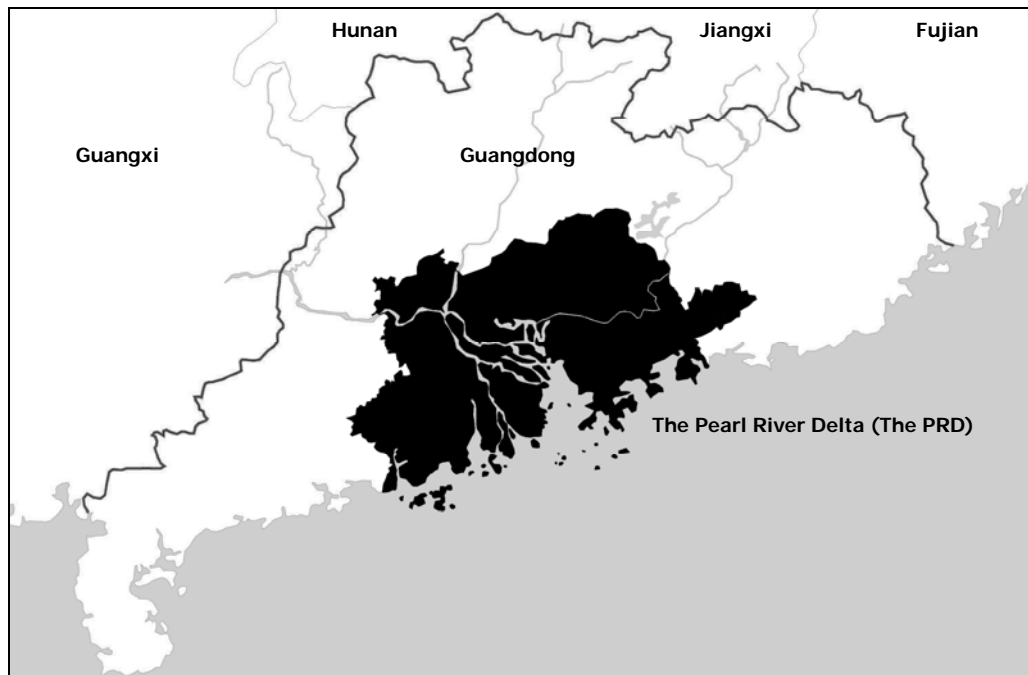
*the PRD in China*



The geographical definition of the PRD is east of Shilong Yuangzhou (upriver of East River), west of Lingyang Canyon (West River), south of Jiti Men (the southeast mouth of the eight estuaries of the Pearl River), north of Sanshui Huangtang (upriver of North River).

The western and northern topographical boundary is the Luoping mountain range, the eastern boundary is the Luofu mountain ridges.<sup>1</sup>

The hydrological definition of the PRD is the southern area from the Gaoyao hydrological station (West River), Shijiao and Shigou hydrological station (North River), Boluo hydrological station (East River), Qilinzui hydrological station (Liuxihe River).<sup>2</sup>



*the PRD in Guangdong*

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<sup>1</sup> Guangdong Provincial Chorographic Committee (1999), *Guangdong Shengzhi. Dilizhi [Guangdong Chorography. Geography]*, Guangdong People's Press, Guangzhou:pp.211

<sup>2</sup> Pearl River Water Resources Committee (1990), *Zhujiang Shuili Jianshi [History of Pearl River Water Resources]*, China Water Resources and Electric Power Press, Beijing

According to the urban cluster planning in 2004<sup>3</sup>, the PRD, as known as the Pearl River Delta Economic Zone, includes 9 cities<sup>4</sup> (Guangzhou, Shenzhen, Zhuhai, Foshan, Jiangmen, Zhongshan, Dongguan, Huizhou, Zhaoqing) and 4 subordinate districts (Huidong, Boluo, Gaoyao, Sihui). Its area is 41,698 kilometer squares, 23.4% of the provincial area. Until 2009, residents in the PRD are 48.31 million, 50.35% of the total provincial population. Among them, more than 21 million are temporary residents (the “floating population”, the immigrant population).



*the cities in the PRD*

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<sup>3</sup> Zhujiangsanjiaozhou Jingjiqu Chengshiqun Guihua Zu (Urban Cluster Planning Committee of the PRD Economic Zone) (2006), *Guangdongsheng Zhujiangsanjiaozhou Jingjiqu Chengshiqun Guihua [Urban Cluster Planning of the PRD Economic Zone]*, China Architecture and Building Press, Beijing

<sup>4</sup> The PRD has a narrow and a broad sense. The narrow one focuses on geographic definition, while the broad one is more generalized about economic circle. The Pan-PRD concept is promoted by Guangdong Province in 2003, including Guangdong, Hunan, Fujian, Hainan, Jiangxi, Guangxi, Yunnan, Guizhou, Sichuan 9 provinces, together with Hong kong and Macao Special Administrative Region (HKSAR, MSAR). The Pan-PRD is also known as 9+2 for short.

The PRD is the most economically developed and urbanized area in southern China.

In this area, economic liberalization was accepted by the central government since the late 1970s. Thanks to its excellent geographical location and natural conditions, the PRD becomes one of the leading economic developed areas in southern China. It is characterized by high density, high level of GDP and high level of urbanization. The dominant economic structure is based on secondary and tertiary sectors. Through the combination of the financial and service economy and traditional capitalistic influence from Hong Kong and Macau, it becomes a manufacturing base, faces globalization and regional cooperation, attracts foreign capital into mainland China.

*the Statistics of the PRD and Guangdong province in 2009<sup>5</sup>*

	<b>The PRD</b>	<b>Guangdong Province</b>	<b>The PRD Province</b>
Population (Million)	48.31	95.94	50.35%
Area (Km square)	41,700	178,200	23.40%
Population density (Persons/Km square)	1159	538	215.43%
GDP (Billion Yuan)	3150.0	3775.9	83.42%
GDP per capita (Yuan)	65,200	39,357	165.66%
GDP per area (Million Yuan/Km square)	75.54	21.19	356.63%
Urbanization level (%)	80.1	64.1	124.96%

### *Urbanization*

Urbanization in Chinese is usually translated into Chengshi Hua or Chengzhen Hua<sup>6</sup>. Chengshi Hua focuses on central cities, while Chengzhen Hua is more concerned about mid and small size towns, counties and villages out of the

<sup>5</sup> The data from the National Bureau of Statistics in China: <http://www.stats.gov.cn/>

<sup>6</sup> Hu Xuwei (2002), *Dui Chengshihua Yanjiuzhong Mouxie Chengshi yu Quyugainian de Tantaoyao* [Concepts of Some Cities and Regions in Urbanization Study], Urban Planning[J], 2002(Vol 26.4):pp.28-32

urban centers. From the political interpretation given by the central government<sup>7</sup>, the change from Chengshi Hua to Chengzhen Hua includes a clear message that the policy contains the tendency of developing the under urbanized areas around the built-up urban areas. It is not only about urban center but also about the rational layout of the urban system and the relation of the urban and rural co-operation. Since now the speed of the development in the urban center is much faster than the surroundings, the new policy has a realistic significance of correcting the over-emphasis in the urban center.

- From a demographic point of view, urbanization is the process by which the rural population changes into urban population.
- From a geographical point of view, urbanization is the process by which the rural areas change into urban areas.
- From a sociological point of view, urbanization is the process by which the rural lifestyle changes into urban lifestyle.
- From an economic point of view, urbanization is the process by which the rural natural economy changes into an urban socialized large-scale production.

Comprehensively, urbanization is a dynamic process which does not produce static results. There are morphological transformation and institutional change, as well as a social ideological transition. It represents the concentration of population in the cities, the increasing quantity of the cities, the expansion of the cities and the spread of the urban modernization. It is a spatial reflection of the fundamental changes and the huge development in the socio-economic structure. It is a historic process from the traditional agricultural society to the modern urban society.

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<sup>7</sup> The Sixth Plenum of the 16<sup>th</sup> Communist Party of China Central Committee, *Zhonggongzhongyang Guanyu Zhiding Guomin Jingji he Shehuifazhan Di Shiyige Wunianjihua de Jianyi [CPC Central Committee Communiqué on the 11<sup>th</sup> Five-year Plan about the National Economy and Social Development]*, 2005.10.11

### *The megalopolis*

The concept of megalopolis was introduced by Mumford<sup>8</sup> to describe the first stage of urban overdevelopment and decline. American scholars use it for the huge metropolitan area with modern interlinked ground transportation corridors, such as rail and highway, often useful in the development of the area. And later it defined a long chain of roughly continuous metropolitan areas, conceptually and structurally existing worldwide. The megalopolis is a built up area of multiple large cities each with suburbs that coalesce into one large urban zone or corridor, with little rural areas in between, includes cultural links, commuting patterns, a continuous regional configuration, a strong transportation backbone, and a population of at least 10 million. Normally, these areas are artificially lit in the night and stand out like clusters from the surroundings.



*China at night<sup>9</sup>*

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<sup>8</sup> Lewis Mumford (1996), *The Culture of Cities*, Harcourt Brace & Company, New York

<sup>9</sup> [http://www.atimes.com/atimes/images/earth\\_night.jpg](http://www.atimes.com/atimes/images/earth_night.jpg)

Before 1990s, following the Japanese researchers, the megalopolis was often given in Chinese the name Chengshiqun or Chengshiquan that literally means “cities’ circle”. This original term now usually refers to the dense area with high skyscrapers, high population and few suburban areas. It is similar to the meaning of metropolitan in a narrow sense, shows a peak of the intensity of construction in the urban center and a visible slope away from it.

Since the new century, due to the high speed and high intensity urbanization along the economic developed coastal area in China<sup>10</sup>, the pressure of the urban center overspreads quickly in the whole area. The ripples generated by the urban centers and the new urbanized highlights create a continuous urbanized region.

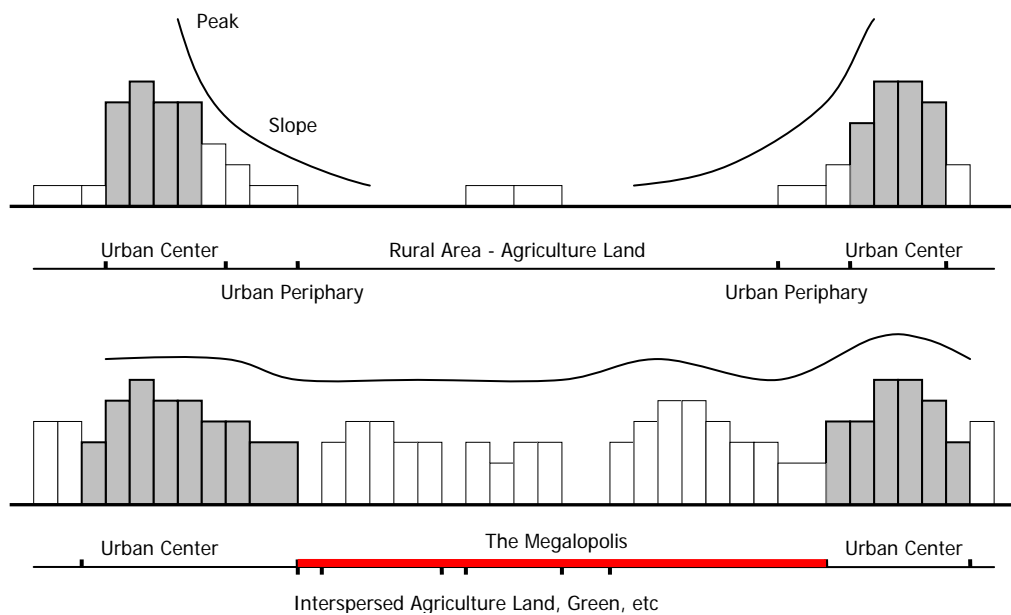
Both academia and government show great attention to the area with great developing potential in between urban centers. The research on the megalopolis is divided into the study on the urban center and the study on the urban periphery. Some scholars raise the new concept “Zutuanshi Chengshiqun”, the group-type cities’ cluster, or “Quyuchengshi”, the regional city, which both define the megalopolis as an inlaid system of big-mid-small human settlements (cities, towns, villages) with organized structure, mutual supplementary functions, optimized integration and shared resources. It emphasizes the evolution process and the regional integration between urban and rural area. Horizontally, it is a cluster of cities, towns and villages with different sizes, different types and different structures. Vertically, it is a network of different institutions and functions. The interaction between the urban and rural area produces the maximization both sweeping and radiative effect, and gives an internal impulse to the regional development.

The thesis is based on this academic debate and the real situation in the PRD that is under rapid urbanization. In this thesis, the megalopolis is defined as a

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<sup>10</sup> The Pearl River Delta in the Southern China, the Yangtze River Delta in the Eastern China, the Bohai Bay in the Northern China

continuous spectrum of human settlements with high intensity of construction that is influenced by an urban center. There are interspersed agricultural lands, green lands and a mix of other components. This broad concept makes the PRD an integrated megalopolis. The thesis will not discuss the urban center but will focus on the surrounding area. Thus the megalopolis mentioned in the thesis refers to all the area outside the urban centers in the PRD.



*the diagram of the megalopolis*

*up: The intensity of the construction in the classic urban and rural model*

*down: The intensity of the construction in the megalopolis in the PRD*

Generally speaking, the megalopolis is a non-linear spatial phenomenon. Its existence depends on the continuous pressure of urban development. It is a changing place of industrial land and agricultural land, rural land and urban land, influenced by the leading industrial economic core. The urban development factors in this area are orientated, centralized and deeply-penetrated. The character of land use, spatial morphology, social structure and demography in the megalopolis is dualistic and transitional.

After 30 years of great changes in the territory, the megalopolis in the PRD is increasingly becoming the frontier of urban expansion. The characteristics and

the principles of its development are different from the traditional cities and villages.

The megalopolis in the PRD pays the price of the whole national urbanization. It is the spatial buffer for the huge gap of urban-rural dualistic mechanism, and becomes the first foothold for thousands and millions of immigrant off-farm workers to experience urban civilization. In the future, it will take on the role as a more and more important transitional area. Because of this destiny, to maintain a management at a level higher than the rural standards but lower than the urban standards is a rational and realistic choice. Although the transitional area will be progressively urbanized and re-urbanized, it is unpractical and unnecessary to reconstruct or renovate all the megalopolis to produce a kind of similar morphology of urban centres with common urban planning management standards.

#### *The megalopolis historic settlement*

The original meaning of the settlement refers to the place for human habitation. Human geographers define the settlement as an aggregation of human residence and the related functions. It is divided into agricultural-type settlement, town-type settlement and urban-type settlement. The megalopolis historic settlements in the thesis do not include the urban-type settlements but only refer to the former two that under the influence of urban center. From an administrative point of view, they are also called villages and towns.

The megalopolis historic settlements are those with a long history and a certain level and quantity of heritages that have unique historic and cultural values. In the PRD, the industrial development is based on specialized market and the chain of mid and small size specialized towns. Most of the villages and towns in the PRD is developed from the original historic settlements and contain many of the traditional characters.



The village includes the administrative village and the natural village.<sup>11</sup> The corresponding administrative structure is the village committee. After several administrative adjustments in the PRD, the scale of the administrative villages in the megalopolis is much bigger than ordinary ones. The population in some super-villages is over 10,000. In fact, the real population added to the immigrant workers who live in the villages frequently is even more than this. Recently, in the PRD, the new administrative adjustment rule for urbanization is to cancel the administrative village and establish a sub-district (Jiedaobanshichu). It changes the villagers to citizens. But this will not change the traditional morphology and the lifestyle of the original villages in a short time. The traditional society splits into a strong identified community of natives (those who have the village-hold) and an immigrant group. This complexity does not fit the current institutional management and the urban planning system and needs to be tackled with particular appropriate countermeasures.

The town includes the administrative town and the market town<sup>12</sup>. The administrative town is attached to the city, and the market town belongs to the village. In the PRC, because of the urbanization, many market towns that are set for the distribution of agricultural goods are disappearing. Most of the administrative towns have developed from the original market towns during the economic adjustment period. In fact they have already reached the standard as urban area. The administrative level of the PRD itself limits the promotion of the administrative structure in the towns. The urbanization of the towns in the megalopolis in the PRD can also be called the re-urbanization process. It is urgent and necessary to embed the current institution and urban planning system properly and carefully.

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<sup>11</sup> P.R. China Urban and Rural Planning Law (2007), *Administrative Town Planning and Management*, 1.1

See also the appendix: the Administrative Structure in China

<sup>12</sup> P.R. China Urban and Rural Planning Law (2007), *Administrative Town Planning and Management*, 1.3

### *The heritage conservation system*<sup>13</sup>

According to the law, the heritage conservation system in China is divided into two parts, removable cultural relics and unmovable cultural relics.<sup>14</sup> The unmovable cultural relics include valuable infrastructures, architectures, villages and cities, which are also important to the urban and rural development. In this thesis, except special explanation, the heritage conservation will only refer to the unmovable cultural relics. The levels of the heritage conservation system include the Historic City, the Historic Town, the Historic Village that are mainly controlled by the construction departments, and the Cultural Relic Unit that is mainly managed by the cultural heritage departments.

- The Cultural Relic Unit

The Cultural Relic Unit is the basic unit in the heritage conservation system. It is divided into national level, province level, prefecture level and county level. It includes archeological sites, ancient tumulus, sculptures, historic buildings, important modern/contemporary sites and constructions, etc. The Cultural Relic Units are nominated by The State Administration of Cultural Heritage, authorized by The State Council, protected and managed by the corresponding governments and cultural heritage departments, which are with responsibility for the establishment of their signage systems and archives, regular maintenance and supervision. Until 2009, in China there are 2,351 National level Cultural Relic Units, more than 10,000 Province level Cultural Relic Units and countless other level Cultural Relic Units that are still increasing their numbers. According to the laws and implementation regulations enacted by the cultural heritage departments, to protect the Cultural Relic Unit is not only to protect itself but also to protect its environment. It is very important to keep the landscape and context of the Cultural Relic Units. But it is also the most difficult

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<sup>13</sup> See the appendix: the Heritage Conservation System for the Unmovable Cultural Relics in China

<sup>14</sup> *Law of the Peoples Republic of China on Protection of Cultural Relics* (October 28<sup>th</sup>, 2002, No. 76 Chairman Order)

part for the cultural heritage departments in reality since they have no property rights of the surroundings and they are not familiar with the urban constructions. The ordinary way of the physical plan, named as Three Line Plan,<sup>15</sup> made by the cultural heritage departments is to draw one or two parallel lines that offset 10 to 50 meters away from the boundary of the Cultural Relic Unit, to shape a protected landscape area. In fact, in the plan, this area defined by this line may include half of the surrounding buildings or half of the roads, which is meaningless for the real practice and normally without any authority.

- The Historic City

The Historic City is the highest level of the heritage conservation system. It was suggested by Professor Hou Renzhi from Beijing University, Mr. Zheng Xiaoxie from State Construction Administration and Mr. Shan Shiyuan from Forbidden City Museum in 1982. The Historic City includes national level and province level. They are the living cities with extremely rich heritages (including Cultural Relic Units), profound historic values and significance, and who have at least two **Urban Historic Conservation Areas** inside. The Historic City are nominated by The Ministry of Housing and Urban-Rural Development and The State Administration of Cultural Heritage, authorized by The State Council.<sup>16</sup> Until 2009, there are 109 National level Historic Cities in China.

The Historic City has capital type (Beijing, Xi'an), traditional type (Pingyao, Hancheng), scenic type (Guilin, Suzhou), ethnologic type (Lijiang, Lhasa), modern historic type (Shanghai, Zunyi), special functional type (Salty City Zigong, Porcelain Town Jingdezhen) and general historic type (Changsha, Jinan). In the PRD, Guangzhou, Foshan and Zhongshan are National level Historic Cities,

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<sup>15</sup> The Three Line Plan is the traditional method for the conservation of the Cultural Relic Unit adopted by the cultural heritage departments. It is divided into the Protection Line of the Cultural Relic Unit, the Construction Control Line, the Integrated Environment Line. Normally, because of the limitation of the area, only the Protection Line has the real rigid legal effectiveness. The other two lines are formalistic blueprints.

<sup>16</sup> The Regulations for the Protection of the Historic City, Historic Towns and Historic Villages, 2008

Zhaoqing, Dongguan and Huizhou are Province level Historic Cities. Shenzhen and Zhuhai are special cases of the booming economy in the last 30 years. Jiangmen is a traditional overseas Chinese district. The last three cities are under the application procedure of the Historic City. As a broad sense, the PRD can be considered as a pan-Historic City entirely.

*the National level Historic Cities*<sup>17</sup>

	<b>Nominated date</b>	
First group	February 8th, 1982	24
Second group	December 8th, 1986	38
Third group	January, 4th, 1994	37
Supplement a	October 10th, 2001	1
Supplement b	December 17th, 2001	1
Supplement c	October 1st, 2004	1
Supplement d	April 14th, 2005	1
Supplement e	March 9th, 2007	1
Supplement f	March 13th, 2007	1
Supplement g	March 18th, 2007	1
Supplement h	April 27th, 2007	1
Supplement i	May 6th, 2007	1

- The Urban Historic Conservation Area

The Urban Historic Conservation Area is a legal provision in the Chinese urban planning and management jurisprudence. It was first raised in 1986<sup>18</sup> from the cultural heritage departments and then defined precisely after 2002<sup>19</sup>. The construction departments enacted a series of laws and regulations on urban planning and heritage conservation since 2003<sup>20</sup>, regulated the Urban Historic Conservation Area is an essential part of the conservation in the Historic Cities.

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<sup>17</sup> The data from the Ministry of Housing and Urban-Rural Development of the P. R. china: <http://www.cin.gov.cn/>

<sup>18</sup> The Law of the P. R. China on Protection of Cultural Relics, 1986

<sup>19</sup> The Law of the P. R. China on Protection of Cultural Relics (Revision), 2002

<sup>20</sup> Regulations of the Urban Purple Line Mangement, 2003

The Urban Historic Conservation Area gets a more general definition after 2007<sup>21</sup>, refers to the area with abundance heritages, continuous historic buildings, which can reflect a traditional and historic context integratedly and truly. The key point is to protect the physical environment and the living style, to keep the traditional custom and the diversity of culture. The Urban Historic Conservation Area are applied by the province level governments and nominated by The Ministry of Housing and Urban-Rural Development and The State Administration of Cultural Heritage, authorized and recorded by The State Council.

In the PRD, since almost all the cities are Historic Cities, there are many areas reach the standard of the Urban Historic Conservation Area. Because of the non-synchronization of the urbanization, the complexity of the physical, institutional and socio-psychological boundary decides the long-term co-existence of the megalopolis historic settlements and the urban built up areas. Many of the megalopolis historic settlements still have the unique characters of the villages on the water and a great number of tangible and intangible heritages. It is important to establish the Urban Historic Conservation Area in the megalopolis in the PRD for the protection, control, management and development of the qualified megalopolis historic settlements in the current urban planning system. They will be controlled as the Urban Historic Conservation Areas. In the meantime, their complexity and symbiotic natures give them a natural advantage to be maintained as an Urban Historic Conservation Area for quite a long time.



*the villages on the water*

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<sup>21</sup> The Law of the P. R. China on Urban and Rural Planning, 2007

- The Historic Town and the Historic Village

The Historic Town and the Historic Village are divided into national level and province level. The province level ones are applied by the county level governments and approved by the province level governments. The national ones are nominated by The Ministry of Housing and Urban-Rural Development and The State Administration of Cultural Heritage, authorized and recorded by The State Council.<sup>22</sup> The standards of the assessment are on the values, styles, present conditions, sizes as well as the efficiency of the local planning and management agencies, the quantity of the professional staffs and the source of the specialized financial support in the Historic Towns and the Historic Villages. They are the towns and villages with rich heritages, important historic values, who reflect a certain traditional aspect and local characters.

*the National level Historic Towns and the National level Historic Villages<sup>23</sup>*

	<b>Nominated date</b>	<b>The National level Historic Towns</b>	<b>The National level Historic Villages</b>
First list	October 8th, 2003	10	12
Second list	September 16th, 2005	34	24
Third list	May 31st, 2007	41	36
Forth list	October 14th, 2008	58	36

There are another two classes of area need to be paid attention to. Although they do not belong to the heritage conservation system directly, the special characters of them make them as an important supplement of the conservation system.

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<sup>22</sup> The Regulations for the Protection of the Historic City, Historic Towns and Historic Villages, 2008: Article 8.4, Article 14.4

<sup>23</sup> The data from the Ministry of Housing and Urban-Rural Development of the P. R. china: <http://www.cin.gov.cn/>

- The Scenic Zone

The Scenic Zone is also divided into national and province level<sup>24</sup>. It is a place with important values of landscape, culture and scientific research. It is assessed by province level governments, nominated by The Ministry of Housing and Urban-Rural Development, authorized by The State Council. By 2010, there are 208 National level Scenic Zones and 698 Province level ones. Among them, 22 places are World Heritages, another 23 are in World Heritage preliminary list.<sup>25</sup>

*the Scenic Zone*<sup>26</sup>

	<b>Nominated date</b>	
First group	November 8th, 1982	44
Second group	August 1st, 1988	40
Third group	January 10th, 1994	35
Forth group	May 17th, 2002	32
Fifth group	January 13th, 2004	26
Sixth group	December 31st, 2005	10
Seventh group	January 26th, 2010	21

- The World Heritage

The World Heritage list is nominated submitted to UNESCO World Heritage Committee in name of China by The Ministry of Housing and Urban-Rural Development or The State Administration of Cultural Heritage from the list of the National level Scenic Zone, the National level Historic City, the National level Historic Town, the National level Historic Village and the National level of Cultural Relic Unit. Until now there are 38 places are approved to be the World Heritage in China. 2 of them are in the PRD.<sup>27</sup>

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<sup>24</sup> The Management Regulation for Scenic Zone, 2006

<sup>25</sup> Lu Kehua (2010.01.26), *Lecture on the press of the seventh National level Scenic Zone*, Inspector, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD): <http://www.chinairn.com/doc/4080/531100.html>

<sup>26</sup> The data from the Ministry of Housing and Urban-Rural Development of the P. R. china: <http://www.cin.gov.cn/>

<sup>27</sup> The data from the World Heritage web: <http://whc.unesco.org/en/statesparties/cn>

## 1.2 Background

### 1.2.1 Historic background

As one of the greatest institutional changes in the history of human beings, in the last 30 years, China experiences double reforms: from a planned economy to a market economy, and gradually from a pre-modern society to a modern society.<sup>28</sup> The reform and open policy in 1980s, the accelerating urbanization in 1990s, the transition to a dualistic mechanism in the megalopolis from 2000 are the three fundamental periods. At present, China is undergoing changes both from a plan economy to a market oriented economy and from a rural, agricultural society to an urban, industrial society.

Urbanization is an important aspect of the reforms. From the 1950s to the 1970s, because of the long-term policies supporting heavy and chemical industry, the urbanization level was far behind the industrialization level. Huge differences in the urban and rural areas made the urban-rural dualistic mechanism solidified. After 1978, the megalopolis gradually became the point of conflict of the urban-rural dualistic mechanism.<sup>29</sup>

At present, the introduction of the urban planning system in the megalopolis historic settlements in the PRD influences the social economic and institutional re-structuring in Southern China. The conservation and innovation of the historic heritage in the megalopolis historic settlements is a key point for the future of urbanization.

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<sup>28</sup> Ning Deng, Jiang Liang (1999), *Zhuangxing Shiqi de Zhongguo Chengzhenhua Fazhanyanjiu [Chinese Urbanization in the Transition Era]*, Urban Planning[J], 1999(Vol 23.12):pp.17-19

<sup>29</sup> Wang Yang (2001), *Shiwu Chengzhenhua Fazhan Guihua Yanjiu [Urbanization Development Planning in the Tenth Five-Year Plan]*, China Planning Press, Beijing:pp.2

The tenth five years planning of PRC: promoting urbanization is a historic task must be completed for the modernization of China and an important task of the strategy adjustment for the economic structure. It is a policy to optimize the urban-rural structure and accelerate the virtuous circle of economy and harmonious social development.



### 1.2.2 Institutional context

The history of the reform is the history of the institutional changes. The Constitutional system, the property right system, the land requisition and compensation system, the household registration system, the enterprise system, the labor and employment system, the investment and finance system, the urban and rural planning system and the land management system all influence the morphological transformation in urbanization.

In the PRD, the change from the administrative village to the sub-district, the establishment of the Urban Historic Conservation Area, the compensation for the expropriated land, the reform of the collective land use right and land property, the vertical management of land resource are all fundamental factors for the evolution of the megalopolis historic settlements.

### 1.2.3 Theoretical and practical approach

To explain clearly the necessity of establishing the Urban Historic Conservation Area, from a theoretical point of view, the thesis analyses the evolution of urbanization in the megalopolis historic settlements, studies the inherent institutional framework to reveal the institutional background of the morphological issues generated in the urbanistic process, and emphasizes that the morphological changes are results of repeated games between top-down institutional change and bottom-up morphological transformation. It tries to discuss two important questions in the urban study:

- Through narratives of the daily life to describe the urban spatial morphology and social economic structure;
- Through interpretation of the institutional history to understand the collage character of the urban fabric.

Practically, it brings forward a series of countermeasures to give suggestions for the future physical urban planning and urban design in the megalopolis historic settlements:

- to make physical planning and design correspond with the institutional context;

- to embed effective urban planning system in the megalopolis;
- to improve the urban heritages conservation system.

Furthermore, the PRD is always the pioneer of Chinese reform. Due to the unique and strong folk custom, it becomes one of the few areas in China that keeps a considerable amount of historic settlements and traditional landscape in the megalopolis. The experiment of the Urban Historic Conservation Area in the PRD will be a useful reference for other similar areas when dealing with urban heritage conservation and development.

### **1.3 Review of the related study**

The studies on the megalopolis involve architecture, urban planning, economics, sociology, anthropology, human geography, and the other related disciplines. They concentrate on the following main topics:

#### 1.3.1 The studies on the Chinese urbanization

This topic focuses on the unique path of the Chinese urbanization, the debates on the reasons of development, the model of the structural changes, the development of specific towns: Xu Xueqiang 1998, Shi Yishao 1998, J. C. Oi, A. G. Walder 1999, Ningdeng Jiangliang 1999, Zhang Jianming 1999, Gregory A. Ruf 1999, Guo Xiaolin 1999, Eduard B. Vermeer 1999, Lin Nan 1999, Chen Chihyoujay 1999, Singkung James Kai 1999, Susan H. Whiting 1999, Lin Yimin 1999, Zhang Zhanxin 1999, David L. Wank 1999, Shen Jianguo 2001, Zhang Tingwei 2001, Wang Junxiang 2001, G. W. Skinner 2002, Wang Xiaolu 2002, Hu Xuwei 2002, Zhao Zhifeng 2003, Wang Guotao 2003, Gu Chaolin 2005, J. Friedmann 2005, Xie Wenhui, Deng Wei 2006, He Baogang 2006, Yang Dali 2006, Ji You 2006, Jane Duckett 2006, Tim Oakes 2006, Chuang Jaeho 2006, Andrew M. Marton 2006, Wu Fulong 2006, Zheng Jing, Cheng Ge 2008, Guang Weihua 2008, Yang Shan, Chen Sheng 2009, the Regional Planning and Urban Economic Academic Committee of the Urban Planning Society 2003-2009.

The studies of the institutional change, the transaction cost theory, the reform of household registration system in the megalopolis, the influence of the adjustment of laws and regulations on the urban planning system, the spatial layout of the township and village enterprise are also recent hot points among the academics: Wen Tiejun 2002, Shi Yishao 2002, Yang Xiaokai, Zhang Yongsheng 2003, Miu Jun 2003, Liu Yonghong 2006, Cai Fang, Wang Meiyun 2006, Zhao Yanjing 2000-2006, Pitman B. Potter 2006, Chen Chi-youjuy 2006, Shih Chihyu 2006, Ray Yep 2006, Zang Xiaowei 2006, David S. G. Goodman 2006, Edward Gu 2006, Merle Goldman 2006, Elaine Jeffreys 2006, Hans Hendrichske 2006, Lisa Hoffman 2006, Louisa Schein 2006, Wang Gan 2006, Stephen Green 2006, Zou Bing 1999-2007, Pi Tianlei 2009, Liu Ming 2009.

For the PRD, there are studies on the sustainable development of the rural urbanization, the urban-rural integration, the characteristics of the landscape, the social economic transformation: Su Zequn 1999, Huang Hua 2000, Gu Cuihong 2002, Sang Dongsheng 2003-2005, Tan Gangyi 2004, Wan Qian, 2003-2007, Lin Yaoguang 2006, David Farue 2006, Helen F. Siu 2006, Feng Chongyi 2006, Zhan Changzhi 2006, Carolyn Cartier 2006, Liu Hui 2003-2009.

### 1.3.2 The studies on the megalopolis

The studies on the megalopolis in China began in the mid 1980s. Before that, the rigid urban-rural dualistic mechanism makes the boundary between urban and rural area clear and fixed. At that time, the contradictions and problems are not predominant.

After thirty years since the reform of market economy, many institutional problems appear in the megalopolis, especially in developed regions like the PRD and the Yangtze River Delta. It is necessary to use new research tools to examine the conditions and the future opportunities in the megalopolis.

Recently, researchers did a lot of studies on the dynamic evolution of the spatial development, the administrative combination, the land use in the megalopolis: Xin Xiaohong 1994, Tang Heyin 1996, Long Shaoqiu 1997, WANG Baoling 1997,

Zheng Jing 2000, Han Mingqing 2000, Chen Ge 2000, Wang Wei 2000, Yu Lingyun 2001, Ren Zhen 2002, Zhao Ruoyan 2003, Liu Hui 2003, M. J. Enright, E. E. Scott, K. Chang 2005, Li Guillin 2005, Chen Jie 2005, Zheng Hailong 2005, Chen Jie 2005, Deng Wenjing 2005, Tan Manzhi 2005, Yan Hua 2006, Liu Weizhong 2006, Guillaume Giroir 2006, Roger C. K. Chan 2006, Steven W. Lewis 2006, Huang Hui 2006, Zhang Xuelei 2006, Fu Haiying 2007, Hao Jinmin 2007, Zhu Deju 2007, Shi YingWu 2007, Zhou Feng 2007, Sun Yanci 2007, Zhuojia 2008, Ju Wei, Ma Lan 2008, Abdel Hamdouch 2008, Thierry Sanjuan 2008, Mee Kam Ng 2008, Him Chung 2008, Wu Zhigang 2008, Zhou Suhong 2008, Chen Chun 2008, Huang Quanle 2008, Li Tao 2008, Xu Haohao 2008, Francesco Vazzano 2008, Francesca Frassoldati 2008, Paolo Ceccarelli 2008, Cao Zhuo 2009, Tian Xuegang 2009, He Cheng 2009, Li Weidong 2009, Gao Yanxia 2009

### 1.3.3 The studies on the megalopolis historic settlements

In the last ten years the local planning and research institutes carried out practices of conservation planning in the PRD in Guangzhou, Foshan, Zhongshan. The researches on the megalopolis historic settlements and the Urban Historic Conservation Areas are important case studies and specialized plannings of the conservation in the Historic Cities. They include the property rights of the urban heritages, the gap between urbanization and industrialization in the dualistic mechanism, the household registration system, the social economic problems originated by the immigrant workers, the boundary of the re-organized communities, the technical implementation of the urban planning management: Li Yinhe 1995-2007, Jing Dong 1999, Ke Rongzhu 2000, Xiang Biao 2000, Cai Fang 2001, Li Lixun 2001, Sun Xun 2001, Wu Xiao 2001, Guo Xiang 2001, Chang Hui 2002, Chang Qing 2002-2009, Li Qing 2002, Wang Jian 2002, Wang Tong 2002, Zhe Xiaoye 2002, Han Dang 2003, Ouyang Jiangnan 2003, Wang Ruyuan 2003, Zhao Ruoyan 2003, Lan Yuyun 2004, Wei Lihua 2004, Yan Xiaopei 2004, Zhou RuiBo 2004, Gu Yaohui 2005, Situ Shangji 2005, Lin Xuhui 2006, Jiang Chongzhou 2006, Xiao Min 2002-2006, Liu Peilin 2007, Gu Rixin 2007, Yang Liu 2007, Zhou Dong 2007, Chen Nabo 2008, Zhang Jianmin 2008, Wang Shifu

2004-2009, Zhou Xinnian 2002-2009, Liu Hui 2002-2009, Feng Jiang 2002-2009, Wu Qingzhou 2001-2009, Zhou Jianyun 2009.

Anthropologists also paid attention to the megalopolis historic settlements and their modernization in China since a very long time. Almost 100 years ago, the anthropologists had already noticed the unique characters of the rural communities that were influenced by the urban ideology in South China.<sup>30</sup> They used an ethnographic method to narrate the comprehensive aspects of the industrialization in the historic societies.

In recent years, the anthropologists are more interested in the transformation of the megalopolis historic settlement during the violent social changes:

D.H.Kulp 1920s, Wu Wenzao 1930, Lin Yaohua 1930s-1940s, Fei Xiaotong 1940s, Wang Mingming 1940s, Tian Rukang 1940s, Lu Xiqi 1990, Wenchang 1990, Zhang Zhongli 1990, Shi Mingzheng 1991, Wang Zhou Yuanhe 1992, He Yimin 1993, Luo Shuwei 1993, Pi Mingxiu 1993, Chi Zihua 1995, Ji Shiyu 1995, Sheng Yi 1995, Han Guanghui 1996, Tang Zhenchang 1996, Hu Huanyong 1997, Zhe Xiaoye 1997, Le Zheng 1997, R.B. Marks 1998, Chen Xuewen 1999, Lv Shiqiang 1999, M. Freedman 2000, Mao Jiaqi 2000, Le Zheng 2001, Zhou Daming 2001, Dai Yifeng 2002, Fan Shuzhi 2002, Gong Yusong 2002, Qiao Zhiqiang 2002, Wu Shenyuan 2002, Xu Zhuoguang 2002, Xiang Biao 2000-2003, Cao Shuji 2003, Ge Jianxiong 2003, Li Peilin 2003, Wang Yuesheng 2004, Wang Yumin 2004, Xu Yubiao 2004, Yi Ping 2004, Zhu Juying 2004, Jiang Tao 2005, Wang Di 1996-2005, Zhang Jingyue 2005, Zhang Qingjun 2005, Wang Jun 2005-2008, Huang Wei 2006, Xia Mingfang 2006, Du Yu 2007, Ma Xueqiang 2007, Ci Hongfei 2008, Liu Dongyang 2000-2009

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<sup>30</sup> The anthropologists formed three-regional academic basements in Southern China, Eastern China and Northern China to study the traditional rural areas that were influenced by the urban ideology.

## 1.4 Methodology

The thesis use interdisciplinary methods comprehensively.

It uses the theory of the new institutional economics, takes the validity of property rights and transaction costs as clues, to analyse the institutional reasons of the morphological transformation in the megalopolis in the PRD and to create an Impact - Response model.

It uses morphological method to make a pagadgim of the evolution of the megalopolis historic settlmenets, refers to the theory of sociology and anthropology, to uses the theory of social stratification and social mobility in order to avoid the disadvantage of the simple morphological research.

The field work is based on the investigations and practices in the megalopolis in the PRD. The thesis compares the reality and the theoretical analysis to achieve a reasonable conclusion.

It studies the macro and micro influence of urbanization in the megalopolis historic settlements in the PRD, to sketch an integrated image of the great urbanistic process.

The resources of the information used in the thesis are:

- the bibliographic reference from urban planning, architecture, economics, geography, sociology, anthropology and other academic studies;
- the materials from the field investigation and urban planning/design practice;<sup>31</sup>

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<sup>31</sup> The field works of the physical environment in the megalopolis are based on the detailed survey in some typical locations. The results are relatively objective. The interview and the questionnaires are conducted to individuals and government departments. The answers will be a useful supplement of the statistics at different levels. The data from the individuals may have some limitations because of the interviewees. For example there may have false answers on the individual economic conditions because of the communication and the privacy considerations. Another problem is the interviewees are mainly native population because the interviews and questionnaires are conducted in the daytime while most of the immigrant workers are still at work.

- the statistics from government reports.<sup>32</sup>

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The materials from the practice of the urban planning and design projects reflect the expectations of the clients, who are province level, prefecture level and county level governments in the PRD, and the design institutes. It doesn't mean the future reality will go through this way because until now in China there is still lack of efficient evaluation mechanism for the implementation of the planning and design. But the materials are useful for the specific case studies.

<sup>32</sup> The statistical data in the PRD are regularly adjusted before reported and publicized. In general, the governments in the economic developed area tend to reduce the economic data in order to reduce tax payment and keep local income, while the developing ones prefer to increase the figures to show the political performance. In terms of population, the figure of the registered population is accurate. But it is difficult to get a real number of the floating population because of the rapid change. The datas on the floating population in the thesis are from the figures from the labor department about the use of immigrant workers, which may omit those who have no labor insurance or engage "gray" occupations; the statistics from villages and towns, which are normally much less than the reality; the statistics from prefecture and province level government reports, which are annual but still unavoidably have omissions and errors because of the changeable standard of calculating the floating population; the figures of the fifth census from central government in 2001, which are the most accurate data almost ten years ago.





## **2 Urbanization of the megalopolis in the PRD**

This chapter reviews the history of urbanization in China, focuses on the urbanization of the megalopolis in the PRD and the special characters of the megalopolis historic settlements. In prospective rapid urbanization, the whole megalopolis is under the influence of urban centers, which produces different types of the megalopolis historic settlements according to their location.

In terms of morphology and institution, the megalopolis is a transitional area in the urban-rural dualistic mechanism. The complexity of the cross boundary and the huge gap between urban and rural areas cumulated in the last decades decide the long-term co-existence of the megalopolis historic settlements and the urban built up areas.

Urbanization is a historic process. It is the physical growth of urban areas as a result of modernization, industrialization, and the sociological process of rationalization. It is the movement of people from rural to urban areas with population growth equating to urban migration. It is the spatial representation of the fundamental changes and the enormous development in the social economic structure. It is the necessary step from the traditional agricultural society to a modern urban society.<sup>33</sup>

Since 19<sup>th</sup> century, researchers created theoretical models of urbanization as seen from economic, geographical and social point of view of major western industrialized countries. The main theories included the Location Theory<sup>34</sup>, the Structure Theory<sup>35</sup>, the Polarization Theory<sup>36</sup> and the Anti-Magnetic Theory<sup>37</sup>.

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<sup>33</sup> American scholar Friedmann divides the urbanization process into urbanization two phases. Phase I includes the geographic concentration of population and non-agricultural activities in the urban environment of different scale, and the transformation from rural landscape to urban landscape. Phase II includes the geographic diffusion of urban culture, urban lifestyles and urban values in the rural area. In another word, phase I is a visible physical process while phase II is an abstract, psychological process.

John Friedmann (2005), *China's urban transition*, University of Minnesota Press, Minneapolis

<sup>34</sup> Von.Thünen explored the relations between agriculture and the national economy in the isolated country (J.H. Von.Thünen 1826); Weber gave birth to the location theory (A. Weber 1909), and Christaller refined it through study of the central place theory in southern Germany (W.Christaller 1933)

Zheng Hongyi (1998), *Nongcun Chengshihua Yanjiu [Rural Urbanization]*, Nanjing University Press, Nanjing:pp.12-40

<sup>35</sup> Structure Theory: Lewis studied the dualistic mechanism. The Ranis-Fei-model analyzed the modern – traditional dualistic economic structure in the developing countries assuming an infinite supply of labor force (W.A.Lewis, G.Ranis, J.C.H.Fei 1961). The Todaro model (M.P.Todaro 1970) indicated that the migration from rural to urban area not only depended on the difference of income but also depended on the employment opportunities provided by the cities.

Harry T. Oshima (1963), *The Ranis-Fei Model of Economic Development: Comment*, The American Economic Review[J], 1963(Jun. Vol. 53, No. 3):pp.448-452 (<http://www.jstor.org/pss/1809172>)

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M. P. Todaro, Stephen C. Smith (2006), *Economic development*, Pearson/Addison Wesley, Boston

M. P. Todaro (1969), *A Model of Labor Migration and Urban Unemployment in Less Developed Countries*, *American Economic Review*[J], 1969:pp.486-499

M. P. Todaro, J. Harris (1970), *Migration Unemployment and Development : A Two Sectors Analysis*, *American Economic Review*[J], 1970(60.1):pp.126-42

M. P. Todaro, J. Harris (1976), *Urban Job Expansion, Induced Migration and Rising Unemployment: a Formulation and Simplified Empirical Test for LDCs*, *Journal of Development Economics*[J], 1976(3.3):pp.211-225

M. P. Todaro (1976), *Internal Migration in Developing Countries : A Review of Theory, Evidence, Methodology and Research Priorities*, International Labour Office, Geneva

Dominick Salvatore (1981), *A theoretical and empirical evaluation and extension of the Todaro migration model*, *Regional Science and Urban Economics*[J], 1981(November, Volume 11, Issue 4):pp.499-508

<sup>36</sup> Polarization Theory: after Perroux put forward the growth theory (F.Perroux 1949), Myrdal and Hirstchman discussed the polarization effect and the diffusion effect, explained the unbalance of regional development from spatial aspect (G.Myrdal, A.D.Hirstchman 1962).

Francois Perroux, J. Tinbergen, Jacques Rueff, Evsey D. Domar, E. F. Lundberg, M. Kalecki, J. Zagorski, K. Dalal (1949), *The Practice of Economic Planning and The Optimum Allocation of Resources: Discussion*, *Econometrica*[J], 1949(Jul. Vol. 17, Supplement: Report of the Washington Meeting):pp.172-178

Milton Gilbert, Colin Clark, J. R. N. Stone, Francois Perroux, D. K. Lieu, Evelpides, Francois Divisia, Tinbergen, Kuznets, Smithies, Shirras, MacGregor (1949), *The Measurement of National Wealth: Discussion*, *Econometrica*[J], 1949(Jul. Vol. 17, Supplement: Report of the Washington Meeting):pp. 255-272

François Perroux (1949), *L'effet de domination et les relations économiques*[Lue Lun Zengzhangji Gianian (1998)], *Classic Developed Economic Treatises*[C], China Economic Press, Beijing

Qian Zhihong, Huang Dazhi (2004), *Chengshi Pinkun, Shehui Paichi he Shehui Jihua: Dangdai Xifang Chengshi Pinkun Yanjiu Zongshu [Poverty, Exclusion, Polarization: Review of the Study on Contemporary Western Urban Poverty]*, *Foreign Social Science*[J], 2004(1)

<sup>37</sup> Anti-Magnetic Theory: according to the various problems of the development in big British cities in the late 19<sup>th</sup> century, Howard made the famous garden city theory and practiced in the United Kingdom and the United States (E. Howard 1898). With the influence of Howard and P. Geddes, Albercrombie (P. Albercrombie 1942-1944)

Chinese academia began to pay attention to the rural urbanization after 1980s. Following the steps of the western scholars, they took the social polarization<sup>38</sup> and new regionalism<sup>39</sup> as reference, concentrated on the regional economic difference and the unbalanced development of the rural and urban area<sup>40</sup> especially in the coastal megalopolis.

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developed the Anti-Magnetic Theory and his own regional balance model. He practiced with his theory in the Great London plan after the Second World War.

Ebenezer Howard (2000), *Mingri de Huayuan Chengshi [Garden Cities of Tomorrow]*, The Commercial Press, Beijing

Han Hongxia, Gao Jun, Liu Guangliang, Yang Dongqing (2004), *Environment Strategy of Urban Development in London*, *Urban Planning Overseas*[J], 2004(19.2)

Yang Tao (2007), *Concept of New Regionalism in the Spatial Development Strategy for Greater London*, *City Planning Review*[J], 2007(31.2)

<sup>38</sup> P. Marcuse, (1989), *Dual City: A Muddy Metaphor for a Quartered City*, *International Journal of Urban and Regional Research*[J], 1989(13):pp.697-708

B. Badcock (1997), *Restructuring and Spatial Polarization in Cities*, *Progress in Human Geography*[J], 1997(21.2):pp.251-262

C. Hamnett (1998), *Social Polarisation, Economic Restructuring and Welfare Regimes, Urban Segregation and the Welfare State*[C], Routledge, London

<sup>39</sup> A. Amin, N. Thrift (1994), *Globalization, Institutions and Regional Development in Europe*, Oxford University Press, Oxford

F. Frisken, D. F. Norris (2001), *Regionalism Reconsidered*, *J.Urb.Aff*, 2001(23):pp.473-475

Stephen V. Ward (2004), *Planning and Urban Change*, Sage Publications, London

<sup>40</sup> Sun Jiuwen (1999), *Zhongguo Quyu Jingji Shizheng Yanjiu [Demonstrative Study of Chinese Regional Economy]*, China Light Industry Press, Beijing

Zhang Yaohui (1999), *Quyu Jingji Lilun yu Diqu Jingji Fazhan [Regional Economic Theory and Regional Economic Development]*, China Plan Press, Beijing

Gao Hongshen (2002), *Quyu Jingjixue [Regional Economy]*, China People's University Press, Beijing

Xie Xiaobo (2003), *Quyu Jingji Lilun Shida Liupai Jiqi Pingjia [Regional Economic Theories and Criticism]*, *Zhejiang Economy*[J], 2003(23):pp.34-36

An Senhu (2004), *Quyu Jingjixue Tonglun [Regional Economy Theory]*, Economic and Scientific Press, Beijing:pp.250-264

The Chinese urbanization consists of four aspects:

- first, the diffusion of the urban influence in the rural area;
- second, the share of urban culture in the whole society;
- third, the accumulation of population, including its concentration and expansion;
- forth, the increase of the total amount of urban population.<sup>41</sup>

Social scientists subdivide the urbanization in the PRD into four independent and interactional processes, which are<sup>42</sup>:

- the urbanization of the urban-rural cross areas;
- the urbanization of small cities and towns;
- the urbanization of township level;
- the urbanization of economic and technological development zones.

In the Chinese geographic literature, Urbanization (Chengshihua) was often used interchangeably (sometime confusedly) with Urban-Rural-Integration (Chenxiang Yitihua).<sup>43</sup>

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Cheng Xiushan, Zhang Keyun (2004), *Quyú Jīngjī Lilun*[*Regional Economy Theory*], Commercial Press, Beijing:pp. 325-339

Hu Xueqin (2004), *Jīngjī Fúshè Lilun yú Fazhān Zhānlüè Gòuxiāng Liáyùn* [*Economic Radiation Theory and Development Strategy*], National Economic Management[J], 2004(1)

He Xionglang (2005), *Quyú Jīngjī Chāyī Lilun de Fazhān jīqī Qīshì* [*The Development of the Regional Economic Difference Theory*], Zhokou Normal University Forum[J], 2005(3):pp.67-74

Yang Shangguang, Ding Jinhong (2005), *Social Polarization and its Impacted Factors*, Social Science Forum[J], 2005(2)

Hu Yanjun (2008), *Quyú Jīngjī Chāyī Lilun Zōngshù* [*Review of the Regional Economic Difference Theory*], Productivity Study[J], 2008(5)

<sup>41</sup> Liu Hui (2005), *Zhúsānjīào Chéngshì Biānyuán Chuāntōng Juluo de Chéngshìhua Yānjīn Yánjiū* [*The Urbanization of Urban Fringe Historic Settlements on the Pearl River Delta*], PhD Thesis[D], South China University of Technology, Guangzhou

<sup>42</sup> Zhou Daming (2001), *Nānjīng Cūn* [*Nanjing Village*], Social Study[J], 2001(4):pp.23

Zhang Yingqiang (2001), *Fāngjiā hé Chéngshì Jìegòu* [*Land Price and Urban Structure*], World Architecture[J], 2001(07)

## 2.1 Review of the Chinese urbanization history

China is one of the six major ancient civilizations in the world and has many earliest cities in the history of mankind. Urbanization in China has already experienced thousands of years' history. The growth in China's urbanization was a function of the surpluses produced from the agricultural sector because the handicraft sector never challenged agricultural dominance in the economy despite a symbiotic relationship between them. Urbanization rarely exceeded ten percent of the total population although large urban centers were established. In addition, it was common that urban residents also had one foot in the rural sector due to private landholding property rights before the mid 20<sup>th</sup> century.

The following part of the thesis makes a brief review of the Chinese urbanization in the last 60 years in order to understand the historical background. Although the thesis is about the current urbanization process, it is still necessary to understand the historical background and the evolutionary path. Because of the special historical conditions, the urbanization curve in China does not fit the classical Northam S-curve of urbanization and industrialization in western developing countries<sup>44</sup>.

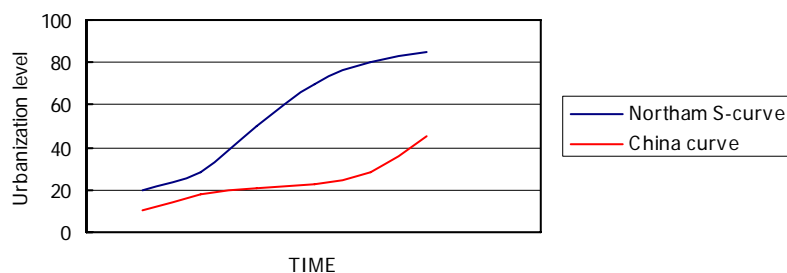
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<sup>43</sup> Urbanization (Chengshihua) and Urban-Rural-Integration (Chengxiang Yitihua) are two related but different concepts. Urbanization is a shifting process of productive activities and daily life transferred from rural area to urban area along with the expanding process of urban space. It transfers part of the rural population into the city or the new urbanized area, and turns rural area into urban area. It focuses on the process but not on the full transformation of all the rural area. Urban-Rural-Integration emphasizes the coordinated development between urban and rural areas. Through the exchange of production materials, it brings the development to the rural area and reduces the difference between urban and rural areas.

<sup>44</sup> Shen Jianguo (2001), *Xinshiji Zhongguo Chengshihua Daolu de Tansuo [Exploration of Chinese Urbanization in the New Century]*, China Architecture and Building Press, Beijing:pp.44

*The urbanization level of China (1949-2008)<sup>45</sup>*

Year	1949	1957	1965	1978	1982	1984	1990	1994	1998	2008
Urbanization level (%)	10.6	15.4	18.0	17.9	21.1	23.0	26.4	28.6	30.4	45.7



Chinese researchers prefer to divide the urbanization process in the last 60 years into 3 major phases, which is separated in 1961 and 1978 (or 1979). It is also simultaneous with the institutional changes of social and political life in China.

*1949-1961 developing stage*

Urbanization and industrialization grew synchronously. With the recovery of national economic and the implementation of the first "Five-Year Plan"<sup>46</sup>, a large number of rural workers moved to cities and enrolled in heavy industry. There

<sup>45</sup> Wang Yang (2001), *Shiwu Chengzhenhua Fazhan Guihua Yanjiu [Urbanization Development Planning in the Tenth Five-Year Plan]*, China Planning Press, Beijing

National Bureau of Statistics of China 2008

<sup>46</sup> The Five-Year Plans of China (Zhongguo Wunian Jihua) are a series of economic development initiatives. The economy was shaped by the Chinese Communist Party through the plenary sessions of the Central Committee and national congresses. The party plays a leading role in establishing the foundations and principles of Chinese communism, mapping strategies for economic development, setting growth targets, and launching reforms. The first Five-Year Plan was from 1953 to 1957, the second started from 1958 as sequence. The first Five-Year Plan was the foundation of the Chinese Socialism industrialization. Planning is a key characteristic of centralized, communist economies, and one plan established for the entire country normally contains detailed economic development guidelines for all its regions. As China has transitioned from Soviet-style planned economy to a market economy termed socialist market economy (socialism with Chinese characteristics) following reforms under Deng Xiaoping, the name for the 11th Five-Year program was changed to "guideline" instead of "plan".

were no strict institutional restrictions for the movement of rural population. The urban population annually grew 5.4 million, steadily at around 3%-4%, in 7 years. The level of urbanization increased averagely 0.6% per year as well as 1.56% for industrialization. By 1957, there were 177 cities in the whole country and the level of urbanization is 15.4%<sup>47</sup>. From 1958 to 1960, it was the period of over-urbanization. The level of urbanization rapidly increased to 19.8% (Ye Yumin 2000), with average annual increase of 1.1%.<sup>48</sup> Urban population experienced a great jump in 1958-1961 during the Great Leap Forward in conjunction with the massive industrialization effort.

#### *1961-1978 decline stage*

However, after the failure of a series of political and economic movements<sup>49</sup>, the urbanization development turned sharply from accelerating to declining. The total urban population, urbanization level and the quantity of cities all showed negative growth. From 1961 to 1963, during the structural adjustment, it was the period of reducing the large-scale institutions, decentralizing the large number of migrant workers back to rural area. Totally, there were 18.87 million industrial workers and 26 million urban population less than 1960.<sup>50</sup> It was an unusual large-scale regression of the Chinese urbanization process. At the same time, a strict urban-rural dualistic mechanism for the residential registration

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<sup>47</sup> Liu Hui (2005), *Zhusanjiao Chengshi Bianyuan Chuantong Juluo de Chengshihua Yanjin Yanjiu [The Urbanization of Urban Fringe Historic Settlements on the Pearl River Delta]*, PhD Thesis[D], South China University of Technology, Guangzhou:pp.18

<sup>48</sup> Ye Yumin (2001), *Zhongguo Chengshihua zhi Lu: Jingji Zhichi yu Zhidu Chuangxin [Chinese Urbanization: Economic Support and Institutional Innovation]*, The Commercial Press, Beijing

<sup>49</sup> It refers to the Great Leap Forward and the People's Commune Movement started from 1958. The movement was a result of over-optimistic judgement from the central government and led to an unrealistic national enthusiasm of agricultural and industrial production. It failed completely in the beginning of the 1960s with a huge waste of productive materials and caused a serious crisis of food supply.

<sup>50</sup> Ye Yumin (2001)



gradually set up. A series of steps thereafter<sup>51</sup> established to reinforce the mechanism. The movement of millions of educated urban youth to the countryside and the decentralization of officers caused a recurrence of negative-urbanization between 1966 and 1977. During the Cultural Revolution years of 1965-1975, urban population growth dropped substantially as a result of rustication of youth and other social cleansing policies. The urban population growth rate during was lower than the national average growth rate, and the level of urbanization declined from 18.0% in 1965 to 17.9% in 1978<sup>52</sup>.

#### *After 1978 accelerating time*

After reforms were launched at the end of 1978, urban population growth began to accelerate. The inflow of foreign direct investment created massive employment opportunities, which fostered urban population growth. In the 1990s, urban population growth started decelerating. This reflected a slower increase in employment growth following the restructuring of the state-owned enterprises.

The pace of urbanization in China from 1949 to 1982 was relatively slow because of both rapid growth of the rural population and tight restrictions on rural-urban migration for most of that period. According to the 1953 and 1982 censuses, the urban population as a percentage of total population increased from 13.3 to 20.6 percent during that period. From 1982 to 1986, however, the urban population increased dramatically to 37 percent of the total population. This large jump resulted from a combination of factors. One was the migration of large numbers of surplus agricultural workers, displaced by the agricultural responsibility system, from rural to urban areas. Another was a 1984 decision to broaden the criteria for classifying an area as a city or town. During 1984 the number of towns meeting the new urban criteria increased more than twofold, and the urban town population doubled. In the mid-1980s demographers expected the

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<sup>51</sup> Such as the state monopoly for purchase and marketing of Grain, the quantity limitation of food supply, the declaration of floating and temporary population, etc.

<sup>52</sup> Lihui (2005):pp.19

proportion of the population living in cities and towns to be around 50 percent by the turn of the century. This urban growth was expected to result primarily from the increase in the number of small- and medium-sized cities and towns rather than from an expansion of existing large cities.

The number of cities increased from 191 in 1978 to 655 in 2008, while the level of urbanization raised from 17.9% to 45.7%. But still, the level of urbanization in China has a serious lag with reference to the rest of the world. In 1999, the level of urbanization in China is 30.9%, which is not only lower than the world average 46%, but also 14% lower than the countries with equal per-capita GDP, 11% lower than countries with mid-low incomes<sup>53</sup>, and 24.4% lower than the countries with equal industrialization<sup>54</sup>. After 2000, the gap is reduced. In 2008, the urban population in China is 607 million, the level of urbanization is 45.68% (the global average is more than 50%)<sup>55</sup>.

At the end of 2008, China's total population was 1.33 billion, with 723 million (54%) and 607 million (46%) residing in the rural and urban areas respectively.<sup>56</sup> The rural population fraction was 64% in 2001 and 74% in 1990. The annual population growth rate was estimated at 0.59%.

From 2010 to 2025, it is estimated by the Ministry of Housing and Urban-Rural Development that 300 million Chinese now living in rural areas will move into cities. The fast pace of urbanization will create at least 1 trillion yuan in annual investment opportunities in building water supply, waste treatment, heating and other public utilities in the cities.

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<sup>53</sup> World Bank Report (1999)

<sup>54</sup> Chen Yongjun, Chen Aimin (2002), *Zhongguo Chengshihua: Shizhenfenxi yu Duice yanjiu [Chinese Urbanization: Empirical Analysis and Countermeasure Research]*, Xiamen University Press, Fujian

<sup>55</sup> National Bureau of Statistics of China 2008

China Population Information Network:  
[http://www.cpirc.org.cn/news/rkxw\\_gn\\_detail.asp?id=10037](http://www.cpirc.org.cn/news/rkxw_gn_detail.asp?id=10037)

<sup>56</sup> The data does not include Hong Kong, Macao and Taiwan.

Concurrent with the decreasing rural population and increasing urban population, China's main focus of its industry and economic activities has also moved from the rural to urban areas. The UN has forecast that China's population will have about an equal number of people staying in the rural and urban areas by 2015. In the long term, China faces increasing urbanization; according to predictions, nearly 70% of the population will live in urban areas by 2035. By 2025 China's urban population is expected to rise to 926 million from 572 million in 2005. By 2030 that number will increase to a billion. Over the next two decades China will build 20,000 to 50,000 new skyscrapers. More than 170 cities will need mass transit systems by 2025.

Although the speed of China's urbanization is, nonetheless unprecedented, the country still has a long way to go in catching up with the western developed countries.

## **2.2 Urbanization of the megalopolis in the PRD**

### 2.2.1 The character of urbanization in the PRD

#### *The historic resultant force*

R. Marks<sup>57</sup> explained the formation of the alluvial plain in the PRD. The superficial organic and unplanned evolvement process, in fact, was the composition of forces between upriver and downriver. It was the production of the resultant force between manpower and nature, which can be described as a geographic transition influenced by human constructions.

In ancient times there was a kind of anopheles in the PRD. The immigrants from central China had no immunity to prevent the malaria. To adapt the special tropic weather and geographic condition in the PRD, those immigrants learned lumber-plough and fire-cultivation from the natives because that was the only possible way of production. This act caused the erosion of mud in the upriver and erased wet-land and mosquito unconsciously.

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<sup>57</sup> Robert B. Marks (1998), *Tigers, Rice, Silk, and Silt: Environment and Economy in Late Imperial South China*, Cambridge University Press, New York

Along with the adaptation of the weather, huge amounts of sand were offered by the ecotypic production from upriver. People started to reclaim sand farmland and Dike-pond Agriculture.<sup>58</sup>

The booming of the agriculture and the cooresponding handicraft industry led to the combination of the historic settlements and the allocation of the exchanging market. From single village to collective villages, from commercial market to urban sttlements, the historic resultant forces gradually shaped the urbanization process in the PRD.

#### *The bottom-up orientation*

Industrialization and urbanization in the PRD was originally raised by the township enterprises. In the beginning of the reform and opening up policy in 1980s, the central government implemented "special policies and flexible measures" in Guangdong Province, which was a policy support but not a financial support. Basically there was no direct investment from the government during the transition from planned economy to market economy. The township enterprises were set up by using the advantage of geography and human resource and the province achieved a bottom-up industrialization and urbanization.

Most of the megalopolis kept the "township-village-villager group" organization with a convenient policy support environment, which was thanks to the opportunities offered by the province level government who made an experiment on the first decentralization reform.

#### *The investment-leaded type*

Foreign investment (especially Hong Kong investment) occupies a particularly important role in the urbanization of the PRD, not only in industrial enterprises but also in urban residence, education, medical care and other public facilities, as well as infrastructure such as roads, bridges, electricity and so on. Along the Guangzhou-Shenzhen highway, foreign investment has become a major

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<sup>58</sup> See 3.2.1

impetus of the development in many small cities and towns. For example, commercial housing in Zhangmutou in Guangzhou is around 49,000 units. Among them, 90% is purchased by Hong Kong investors<sup>59</sup>.

### *The immigrants*

Until 2008, the floating population in the whole country is more than 201 million, including 50 million inter-provincial immigrations. Among them, over 21.5 million persons float into the Guangdong province, of which more than 90% into the cities of the PRD, especially in the megalopolis<sup>60</sup>. Most of them concentrate in the economically developed area, which is closer to the principal traffic road and the urban center. In the megalopolis historic settlements that have been merged into the urban area, or dominated by labor-intensive industry, the immigrant population is several times more than the resident registered population. Although there are inevitable omissions and concealment in the census statistics for the floating population, the data still shows the profound influence of the immigrants to the local social structure in the megalopolis.

According to the recent statistics, one of the biggest megalopolis is forming in the PRD. The megalopolis stretches from the PRD to Hong Kong and Macao, covers an area of 50,000 square kilometers, contains more than 50 million people until now and will predictably reach 75 million in the next ten years.<sup>61</sup> Hong Kong is the key linkage between the PRD and global economics. Since the economic foundation in Hong Kong transferred from manufactory to commercial service in the last thirty years, the decentralization of the industry strengthens the status of its global commercial and financial centre. From the 1980s, the Hong Kong entrepreneurs launched an industrialization booming period in the

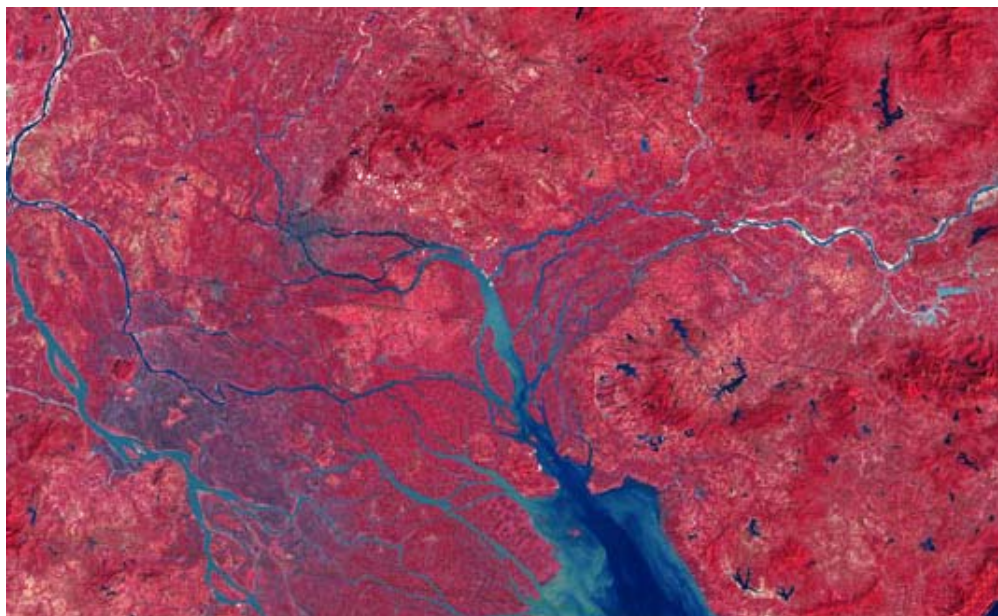
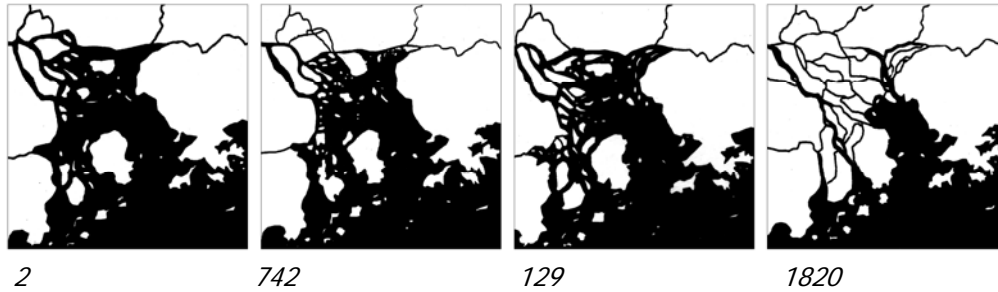
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<sup>59</sup> Liuhui (2005):pp.20

<sup>60</sup> Guangdong Statistics Bureau, *2008 Guangdong Tongji Nianjian [2008 Guangdong Statistics Yearbook]*, China Statistics Press, Beijing

<sup>61</sup> Guangdong Statistics Bureau, *2002-2008 Guangdong Tongji Nianjian [2002-2008 Guangdong Statistics Yearbook]*, China Statistics Press, Beijing

PRD. Now 53,000 companies offer more than 10 million jobs<sup>62</sup>. The human resource and the financial support produce an unprecedented urban explosion.



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<sup>62</sup> <http://www.macauhub.com.mo/gb/>

<sup>63</sup> Up: Robert B. Marks (1998), *Tigers, Rice, Silk, and Silt: Environment and Economy in Late Imperial South China*, Cambridge University Press, New York

Bottom: NASA aero map, <http://earthobservatory.nasa.gov/IOTD/view.php?id=7949>





2003. 1. 10<sup>64</sup>



2004<sup>65</sup>

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<sup>64</sup> NASA aero map, <http://earthobservatory.nasa.gov/IOTD/view.php?id=7949>

<sup>65</sup> Foshan Historic City Conservation Planning (2004.11)

*Mixed urban and rural characteristics of the megalopolis in the PRD*

Canada researcher T.G. McGee (1985) did a long-term study on the Java region in Indonesia and presented a new concept, Desakota, which is different from the traditional idea of urban-rural mix area<sup>66</sup>. It refers to the process of urbanization in Asian developing countries, the emergence of a new type of social-economy and morphological patterns in the rural areas near the metropolitan ones, which are mainly along the transport corridor. This new spatial type is shaped by the interaction and mutual influence of urban and rural social geographic system. It is a decentralized urbanization that is established by the insertion of urban elements into the closed rural area<sup>67</sup>. It is different from the classic model of urbanization, which is the concentration of rural resources and productive materials into the urban center. The megalopolis historic settlements in the PRD satisfy the characters of Desakota as follow:

The density of population in the megalopolis historic settlements in the PRD is usually higher than the density of urban population in developed countries. For example in Shunde, Foshan, the density of the townships and villages are all over 1,000 persons per square kilometer<sup>68</sup>.

Both small-scale agriculture and all kinds of non-agriculture industry grow rapidly. The output value and the employment opportunities of non-agriculture

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<sup>66</sup> Warwick Armstrong, T.G. McGee (1985), *Theatres of Accumulation: Studies in Asian and Latin American Urbanization*, Methuen, Boston

T.G. McGee (2007), *Theatres of Accumulation: Studies in Asian and Latin American Urbanisation*, Routledge, Kentucky

T.G. McGee, Australian National University (1986), *Industrialisation and Labour Force Processes: A Case Study of Peninsular Malaysia*, Australian National University, Canberra

Lu Lachang (2008), *Urban Geographic Study in China: the Viewpoints of Oversea Scholars*, China Urban Geography[J], 2008(9)

<sup>67</sup> Guo Xibao, Huang Guoqing (2006), *Shilun Dushiquan Gainian jiqi Jieding Biaozhun [The Concept of the Megalopolis and its criterion]*, Urban Finance[J], 2006(6)

<sup>68</sup> Shunde Beijiao Town Comprehensive Planning (Edition 2001-2020)

Shunde Ronggui Town Comprehensive Planning (Edition 2000-2020)

Foshan Urban Comprehensive Planning (2004-2020)



industry in the megalopolis historic settlements in the PRD exceed far more than traditional agriculture<sup>69</sup>.

The land use is highly mixed. Agricultural land, industrial land and residential land co-exist. For example in Shunde Beijiao, there are large area of protected farm land, industrial parks like Media, Xiongfeng companies, commercial residential projects like Biguiyuan, as well as Junlan golf course<sup>70</sup>.

The connection between urban centers and the megalopolis historic settlements is close. Markets are booming. Many megalopolis historic settlements have grown to specialized markets. For example the electric appliances market in Shunde Beijiao, woodworking machinery market in Lunjiao, aluminum processing market in Nanhai Dali, pork products market in Zhongshan Huangpu, lighting products market in Zhongshan, clothing market in Dongguan Humen, the underwear market in Nanhai Yanbu, the ceramic market in Foshan Nanzhuang, the steel market in Shunde Lecong, etc.<sup>71</sup>

The megalopolis historic settlements in the PRD have infrastructure with high standards. Water, electricity and telecom supply networks and traffic system are efficient.

The urbanization of the megalopolis historic settlements in the PRD is a regional basic urbanization but not a simple city-based urbanization. It appears not because of the de-centralization of big industries (like in North-America), or because of the expansion of the city itself, but because of the non-agricultural migrants and economic activities.

### 2.2.2 The cross boundary

The boundary of the megalopolis historic settlements in the PRD can be defined in many ways. It is no longer a clear visible line, but a transitional and

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<sup>69</sup> Xu Xueqiang, Li Xun (2009), *Research on the Urbanization of Pearl River Delta (1978-2008): Review and Preview*, Human Geography[J], 2009(24.1)

<sup>70</sup> Lihui (2005):pp.24

<sup>71</sup> Jing Dong (1999), *Jingji Fada Diqu Chengshi Zhongxinqu Nongcun Chengshihua Jincheng Duiceyanjiu [Countermeasure Study of Rural Urbanization in Developed Urban Centers]*, Master Thesis[D], Tongji University, Shanghai

changeable section. The political, economic, social and morphological aspects under the urban-rural dualistic mechanism appear as a series of vague and compromised characteristics.

#### *The physical boundary*

The physical boundary of the megalopolis historic settlements is the boundary of the urban construction area. The criterion is the morphological differences. The land of the urban construction area belongs to the state, while the land of the megalopolis historic settlements is collective ownership by townships and villages. The urban planning system will control the urban center, the suburban area and the urban developing area, but not control the collective land. But the reality is that the physical boundary is much more complicated than this. The urban planning system usually covers the whole megalopolis since urbanization spreads. In the meantime, the scale and spatial morphology of some megalopolis historic settlements have already reached the urban standard of integrated construction, public facilities and infrastructures. Both of them make the physical boundary of the megalopolis historic settlements complex.

#### *The social psychological boundary*

The social psychological boundary of the megalopolis historic settlements and the physical boundary do not coincide. On the one hand, the residents of the megalopolis historic settlements live in the urbanized megalopolis area, but their lifestyle, customs and social knowledge are still in the pre-urbanization stage. On the other hand, some of the megalopolis historic settlements are like enclaves inside the megalopolis and surrounded by urban built area. Although the physical environment has been fully urbanized, the collective psychology in the small society is closer to the village rather than to the city.

### *The mixed institution*

The institutional boundary of the megalopolis historic settlements is the guarantee of the urban-rural dualistic mechanism with Chinese characteristics. In the period of planned economy, there were two entirely different institutional systems in the urban and rural areas, without interchangeable opportunities.<sup>72</sup> Since the establishment of market and the promotion of interests, the two systems are overlapped and compromise in the megalopolis historic settlements, create a mixed institution, which contains (or partly contains) the former rural institution and an urban institution in the economic system, social management, family planning, labor and social security, etc. It is the evolution of the original dualistic mechanism, from rural area to urban area. It is also the process of the disintegration of this traditional dualistic mechanism.

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<sup>72</sup> Zhe Xiaoye (2002), *Cunzhuang Bianjie de Duoyuanhua: Jingji Bianjie Kaifang yu Shehui Bianjie Fengbi de Chongtu yu Gongsheng* [Diversity of Rural Boundary: Conflicts and Symbiosis Between the Opening of Economic Boundary and Social Boundary], *China Sociology*[J], 2002(1):pp.126-141



### **3 The Regional Reforms in the PRD: the Influence of Institutional Changes and the Evolution of the Megalopolis Historic Settlements**

Since the 1980s, China started the reform in economy. Industrialization and marketization led to an uncommon floating population of more than 100 million people and nearly 10% of the total Chinese population surged into cities. This immigrant tide released an impetus as well as some restrictions of bottleneck in the urbanization. But the price to be paid for the social unbalance was probably unforeseeable when this pattern was chosen.

The regional reforms in the PRD were due to the conflicts and chaos in the development of socio-economic structure. The institutional changes, regional customs and cultural context shaped the unique characters of the urbanization in the megalopolis. It is a process from rural to urban in the traditional urban-rural dualistic mechanism. Also it is the disintegration of this traditional dualistic mechanism. The history of the morphological transformation of the megalopolis historic settlements is also the history of institutional changes.

This chapter reviews the background of development in Southern China in the last 30 years, and creates a four-period paradigm of the evolution in the megalopolis historic settlements in the PRD.

Although not all of the megalopolis historic settlements will follow such orders or experience all of the four stages, the paradigm can describe the full course of the urbanization in the megalopolis in the PRD from the village on the water to the developing urban area.

### **3.1 The characters of the reforms in the PRD**

#### 3.1.1 Chinese reform and the institutional changes

Chinese reform<sup>73</sup> refers to the program of economic and social reforms called "Socialism with Chinese characteristics" that were started in the late 1970s and are ongoing as of the early 21st century. The initial goal of reform was to solve the problems of motivating workers and farmers to produce a larger surplus and to eliminate economic imbalances that were common in planned economies.

The reform has been undertaken through a series of phased reforms in the last thirty years.

Since the beginning of the 1980s, China experienced the open policy. The economic reform and the migrant workers brought out the recognition of the differential rent in the megalopolis that promoted the booming of private construction.

In the 1990s, the change of land use in the megalopolis led to the different efforts of the management, the corporatization of the governments, as well as the comprehensive urbanization.

After 2000, the transition of the dualistic mechanism, the abuse and lack of the eminent domain and restrictions impacted the embedment of the urban planning system in the megalopolis.

Chinese researchers created three-stage models of the institutional changes<sup>74</sup> in Chinese reform, which are the supply-lead model, the intermediate diffusion model and the demand model.

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<sup>73</sup> Chinese: GaigeKaifang, literally means Reform and Opening

<sup>74</sup> Institution generally means rule. It's a code of conduct, used to control a particular behavior and mutual relations. It can be defined as a series of rules including (1) the system to reduce transaction costs, which are all inclusive costs that do not occur directly in the process of material production, for example information cost, negotiation cost, bargaining cost, contract cost, implementation cost, supervision cost, institutional arrangement cost, etc.; (2) the system for emphasizing the risk of configuration among the owners of essential factors of production, like contract, property share, cooperation, corporation, insurance, etc.; (3) the system for the linkage between organization and

In the early 1980s since the beginning of reform, the highly centralized planned economic system determines that only the central government can promote the institutional change. The central government officers play the role of the primary action group and local government officers become the secondary action group.<sup>75</sup> From the 1990s, after the decentralization of powers and the

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personal income, such as property, inheritance law; (4) the system for the production and distribution of public goods and services.

Institutional change refers to the changes of the rules that dominates human behavior and relationships in a kind of social environment. It is a processes of the alternation, transformation and transaction of the system. It can be interpreted as an alternative process when a more efficient system replaces another system.

T.W.Schultz (1968), *Institutions and the Rising Economic Value of Man*, American Journal of Agricultural Economics[J], 1968(December 50, No. 5)

Peng Delin (2002), *Xinzhidu Jingjixue [New Institutional Economics]*, Hubei People's Press, Wuhan

Thrainn Eggertsson (1990), *Jingji Xingwei yu Zhidu [Economic Behavior and Institutions]*, The Commercial Press, Beijing

R. Coase, *The Problem of Social Cost*. I. Law Econ[J], 1960(3):pp.1-44

Lu Xianxiang (2003), *Xinzhidu Jingjixue (Xiudingben) [New Institutional Economics (Revision)]*, China Development Press, Beijing

Zhu Qinfen (2006), *Xinzhidu Jingjixue [New Institutional Economics]*, Huadong Normal University Press, Shanghai

<sup>75</sup> North and Davis made a classic model of five steps in the institutional change (D. C. North, L.E. Davis, 1971), which are: (1) the primary action group appears; (2) the primary action group puts forward institutional change programs; (3) the secondary action group makes a choice among several institutional change programs that the expected net income is positive. The criterion for the choice is the maximization of the profits; (4) the secondary action group forms; (5) the primary action groups and the secondary action group work together to approve the institutional change program and implement it.

The primary action group foresees the potential profit in the imbalance of the present institution and recognize it profit can be obtained through institutional change. It is the most sensitive group or individual to the institutional change that gives the first response. It is the primary promoter of the institutional change.

Douglas C. North (2008), *Lijie Jingji Bianqian Guocheng [Understanding the Process of Economic Change]*, China People's University Press, Beijing

delegation of profits, local governments have the impetus to find out the imbalance of institution and reform it. They become the primary action group at this stage. After 2000, with the improvement of the market economy and the transformation of government functions, all kinds of micro-economic groups become the driving force of the institutional change and become the primary action group. The history of the institutional change in the PRD basically fits the three-stage models (Yang Ruilong 2000).<sup>76</sup>

In this institutional change, the market-oriented reform provides a major context for the morphological changes of the historic settlements. The graded financial system of delegating powers and benefits, and the investment diversification promote endogenous motivation inside the historic settlements.<sup>77</sup> The land use system reflects the crucial roles in many-ways, among them, compensation for land acquisition and return (under inadequate conditions) is the basic institutional reason of the Urban Historic Conservation Area. The semi-market-oriented system of residential use created the traditional and modern view of historic settlements. The limited open policy of the strict household registration system with interaction of the urban housing system reform, influences a large amount of the population influx in the PRD. And their living requirements contribute to the “rentalization” (the original private houses turn to rental apartments) of the historic settlements. The non-anastomosis of the administrative boundaries, the geographical boundaries and the institutional

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Douglass C. North (2002), *The New Institutional Economics and Development*, Comparative Economic and Social Systems[J], 2002(5):pp.5-10

John N. Drobak, John V. C. Nye (2003), *The Frontiers of the New Institutional Economics*, Economic Science Press, Beijing

Joseph Field (2002), *Coase Theorem I-II-III*, Comparative Economic and Social Systems[J], 2002(5):pp.72-79

<sup>76</sup> Yang Ruilong (2000), *Miandui Zhidu zhi Gui [Facing the Regulation]*, China Development Press, Beijing:pp. 22-41

<sup>77</sup> Guo Hongmao, Jiang Manqi, Lu Jun, Sun Yu, Wang Jing (2002), *Chengshi Kongjian Jingjixue [Urban Spatial Economics]*, Economics and Science Press, Beijing



boundaries may produce or lose "gathering efficiency" in their coupling area.<sup>78</sup> Road traffic charging systems and the transition of external transportation affect the direction and speed of the development in historic settlements<sup>79</sup>. And last, the urban planning system embedded into historic settlements can be used as an effective means of restricting and solving negative externalities caused by spontaneous evolution.

### 3.1.2 The urban-rural dualistic mechanism in the megalopolis

#### *The dualistic mechanism with Chinese characteristics*

The Urban-rural dualistic mechanism<sup>80</sup> is an academic description of the main features of the urban-rural structure under the conditions of long-established institutional division in the megalopolis in China.

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<sup>78</sup> Ba Duoxun, Ping Huimin (2003), *Zhidu Bianqian yu Dongxibu Nongcun Fazhan Bijiao Yanjiu [Institutional Transition and Delopment of Eastern/Western Chinese Villages]*, Gansu People's Press, Lanzhou

<sup>79</sup> Cao Jianliao (2001), *Zhiduliqu: Chengqu Gongyouzhi Jingjizhidu Chuangxin Anliyanjiu [Case Study of the Innovation of Urban Public Ownership Economy System]*, Economics and Science Press, Beijing

<sup>80</sup> The original dualistic mechanism model is the Lewis-dualistic economic structure, which divides the economic sectors in the developing countries into capital sector and self-sufficient agricultural sector. These two elements co-exist in a long-term and develop independently. The Lewis model later was improved by Ranis and Fei into a complete and comprehensive model Lewis-Ranis-Fei model. It considered that the technology, economics, geography and many other aspects in developing countries had the existence of duality including the traditional agricultural sector (the original manual techniques - natural economic basement - slow-developed, closed rural area) and the modern industrial sector (mechanical automatic technology - commodity economic basement - developed cities).

Harry T. Oshima (1963), *The Ranis-Fei Model of Economic Development: Comment*, The American Economic Review[J], 1963(Jun. Vol. 53, No. 3):pp.448-452

Ye Jingyi (2003), *Fazhan Jingjixue [Developing Economics]*, Beijing University Press, Beijing

Xie Wenhui, Deng Wei (2006), *Chengshi Jingjixue [Urban Economics]*, Tsinghua University Press, Beijing

The Chinese dualistic urban-rural mechanism has the following 14 institutional elements.

- Household register: residents in rural and urban area are divided into agriculture registered permanent residents and non-agriculture registered permanent residents;<sup>81</sup>
- House distribution: urban residents take commercial housing and underlet housing while rural residents construct houses by themselves;
- Food supply: urban residents use commercial food and rural residents take provide their own food supply;
- Fuel supply and subsidiary foodstuff (non-staple food stuff) supply;
- Production materials supply;<sup>82</sup>
- Education: public education system in urban area and private education system in rural area;
- Employment: different distribution in agriculture and non-agriculture employment;
- Medical assistance: public medical assistance in urban area and cooperated medical assistance in rural area;
- Pension: urban residents are taken care by the employer (public and private), only a few rural residents are taken care by the collectivity while the others have to be taken care of by their children;<sup>83</sup>
- Introduce talents: introduce talents into the cities through the way of combining employment with a certain level of duty position;
- Military service: urban veterans are arranged jobs by the governments while rural ones are sent back for agriculture farming;
- Marriage: the marriage system that is linked with household register system creates difficulties for the marriage between urban and rural

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<sup>81</sup> The House register separates the urban and rural areas.

<sup>82</sup> The unified purchase and marketing system helps the material exchange between urban and rural areas.

<sup>83</sup> The rural commune system and the urban employment-social secure system keep the urban and rural areas stable.

people. Normally the rural ones will marry in a city and become a half-registered permanent residence;

- Procreation: Family Planning policy is strict in urban area while second child is allowed in rural area.<sup>84</sup>

In the megalopolis in the PRD, the condition is slightly different with the common situation in China. After 1980, appeared a tendency of ternary mechanism because of the local characters of the development.

In the traditional urban and rural areas, the differences and conflicts between each other were increasing because of the long term and continuously reinforced dualistic mechanism. It is impossible to depress the living style and standard in the urban area, which will lead to a loss of the political support from citizens to promote the further reforms. It is also impossible to shift the rural living style to an urban standard in a short time.<sup>85</sup> At this time, with the deconstruction of the dualistic foundation, the megalopolis in the PRD, which was characterized with semi-mechanization, rural industry and mixed features, supported by non-agricultural industries, semi-technologies and mid-small size towns and townships, were becoming progressively the third pole and the only way of facing the “non-Pareto improvement”.<sup>86</sup>

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<sup>84</sup> Guo Shutian, Liu Chunbin (1990), *Shiheng de Zhongguo [Unbalanced China]*, Hebei People's Press, Shijiazhuang:pp.29-78

Liu Yingjie (2006), *Zhongguo Chengxiang Guanxi yu Zhongguo Nongmingongren [Chinese Urban-Rural Relation and Chinese Off-farm Workers]*, China Social Science Press, Beijing

<sup>85</sup> Lu Yuanding, Wei Yanjun (1990), *Guangdong Minju [Vernacular Dwelling in Guangdong]*, China Architecture and Building Press, Beijing

<sup>86</sup> Liu Hui (2002), *Chengshihua de Bianjie: Zhujiang Sanjiaozhou Xunsu Chengshihua Guochengzhong de Chengshi Bianyuanqu [The Boundary of Urbanization: Urban Fringe in the Rapid Urbanization of PRD]*, South China University of Technology Architectural Academic Series[C], China Architecture and Building Press, Beijing:pp.429-431

Liu Hui (2005), *Zhusanjiao Chengshi Bianyuan Chuantong Juluo de Chengshihua Yanjin Yanjiu [The Urbanization of Urban Fringe Historic Settlements on the Pearl River Delta]*, PhD Thesis[D], South China University of Technology, Guangzhou:pp.32

Ternary mechanism includes:

- Traditional agricultural sector: the original manual techniques - natural economic base - slow-developed, closed rural area
- Transitional non-agriculture sector: proper mid-level technology - commodity economic base - developing small cities and the megalopolis around big cities
- Modern industrial sector: Mechanical advanced technology - knowledge economic base - highly developed cities<sup>87</sup>

*Co-existence of traditional agricultural sector and modern industrial sector*

The PRD is increasingly becoming the global manufacture basement. Many of the cities in the PRD set up their urban development strategy of developing industrial and manufactural city. The typical industrial layout of the megalopolis all over in the PRD area is highly advanced and modern industrial park are located along state or provincial highways while at the back there are agricultural land and fish ponds.<sup>88</sup> Although the comparative benefits of current agriculture is far lower than the industry, in the megalopolis with a tradition of intensive cultivation, the traditional agriculture is not dying but rather continues to live as an urban vegetable, flower, fishery and crop base. On the other hand, the modern industrial sector has been deeply embedded into the megalopolis in the PRD, many well-known enterprises such as Media Co. in Beijiao is just derived from township enterprises.

In the megalopolis in the PRD, it easy to see how the closed, slow-developed, well-preserved pre-industrial historic settlements (for example Foshan Daqitou Village and Conghua Qiangang Village) co-exist with ordinary urban landscape. The built up environment from different times presents a complex comparison of

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<sup>87</sup> Zou Bing (2003):pp.126

<sup>88</sup> Yan Wangxian (1993), *Zhujiang Sanjiaozhou Jingji Fazhan Moshi yu Celue Fenxi [Pattern and Strategy Analyse of the Economic Development in Pearl River Delta]*, Guangdong Tourism Press, Guangzhou

the new and the old, the rural and the urban aspects.<sup>89</sup> Rural landscape grows together with urban landscape is the portrayal of a special status of the megalopolis in the urbanization.

### **3.2 From rural to urban: institutional changes and the evolution of the megalopolis historic settlements**

The institutional change theory relates the establishment and implementation of formal and informal system in the economic, political and social structure. It is appropriate for the complex social, economic and spatial evolution of the megalopolis historic settlements in the urbanization of the PRD.

The influence of the reforms on the evolution of the megalopolis historic settlements in the PRD is still ongoing. This dynamic process is also impacted by geographic, technological, customs, and even some occasional factors. It is important to use institutional analysis to remind the neglected influence and to avoid a systematic determinism.

In the meantime, generally, the regional reforms were not the results of a grand strategy, but as immediate responses to pressing problems. China has a relatively complete economic policy but lacks a coherent social policy<sup>90</sup>. The institutional analysis of the evolution of the megalopolis historic settlements could be used to figure out the long-standing problems of the lags between urbanization and industrialization.

The evolution of the megalopolis historic settlements is a transitional process of economic production, social structure, physical environment and so on.

- Leading industry transits from agriculture to industry, and finally it turns into a tertiary sector, lead by commercial rental services;

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<sup>89</sup> Jiang Manqi (2000), *Chengshi Kongjianjiegou Youhua de Jingji Fengxi [Economic Analyse of Urban Spatial Structure Optimization]*, People's Press, Beijing

<sup>90</sup> Wang Xu, Huang Keke (1998), *Chengshi Shehui de Bianqian [Transition of Urban Society]*, China Social Science Press, Beijing

- The main transportation changes from a water system to a road system;
- The level of the organization in the social production is from the Commune-Production Team<sup>91</sup> to the family-base unit;
- The natural growth of the population turns to rapid growth;
- Social structure turns from a society of acquaintances to a society of strangers;
- The relationship between the megalopolis historic settlements and the natural environment is decline.

In order to understand clearly the evolutionary process, the thesis divides the continuous process into four stages, which are:

Stage 1 – Pre-evolvement before 1980, stable period;

Stage 2 – From 1980 to 1989, weak growth period;

Stage 3 – From 1990 to 2002, strong growth period;

Stage 4 – From 2003 to 2009, upheaval and shaping period.

This division is based on institutional, morphological and social perspective of the megalopolis historic settlements. This modernization and urbanization in the megalopolis historic settlements is affected by political, cultural, social, economic, physical geographic and many other factors. It is a complex and long-term process.

Although not all of the megalopolis historic settlements will follow such order or experience all of the four stages, the paradigm can described the full course of

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<sup>91</sup> Communes, as known as the People's Communes, were formerly the highest of the two administrative levels in rural areas during the period of 1958 to the beginning of 1980s when they were replaced by Townships (Xiang, in Chinese). Communes were the largest collective units, had governmental, political, and economic functions, which were divided into Production Teams. The Production Teams were the basic economic units in the planned economy and collective economic system. They were formed by a group of farmers who worked with the requirements, controls from the Commune and collective resources from the Supply and Marketing Cooperatives. Several Production Teams might also combine as a Production Brigade that equal to the scale of a village at present.

the urbanization in the megalopolis of the PRD from village on the water to developing urban area.

### 3.2.1 Pre-evolvement before 1980

For thousand years, the megalopolis historic settlements were relative stable and kept most of the traditional spatial characteristics and social structures.

#### *The developed commodity economy*

In the last 500 years, with agrotechnical development, the traditional "grass market"<sup>92</sup> in between the megalopolis historic settlements was growing and turning to the commercial market gradually. The development of the handicraft industry and the external market brought out the prosperity of many specific towns and harbors in the southern coast of China.

The traditional agriculture near the urban area in the PRD has a high degree of commercialization. Many towns and villages in the megalopolis, for example Panyu Shawan, Zhongshan Huangpu, Shunde Longjiang, are developed on the base of the historic commercial market.<sup>93</sup> Some of the megalopolis historic settlements on the original water traffic nodes experienced urbanization even a hundred years ago because the convenient connection with the cities.<sup>94</sup>

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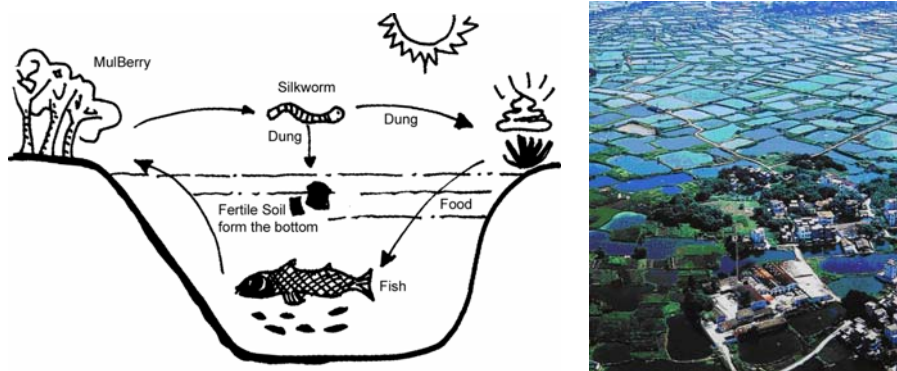
<sup>92</sup> Grass market is a traditional market in between the megalopolis historic settlements for exchanging the basic productive resource, grass, which is used for feeding and burning.

<sup>93</sup> Guangdong Social Science Academy Chinese Ancient History Insitution, Sun Yat-sen University Chinese Ancient History Insitution, Guangdong Foshan Museum (1987), *Ming Qing Foshan Beike Wenxian Jingji Ziliao [Foshan Economic Bibliography in Inscriptions in Ming and Qing Dynasty]*, Guangdong Pepple's Press, Guangzhou

<sup>94</sup> Liu Zhiwei (2005), *Bianyuan de Zhongxin: Shatian-Mintian Gejuxia de Shawan Shequ [Marginal Center: Shawan Society in the Framework of Sand Field-Normal Field]*, China Rural Study[C], 2005(1):pp.32-63

*The dike-pond agriculture and the sand farmland in the PRD*

It is important to understand the dike-pond agriculture when the megalopolis historic settlements in the PRD are analysed<sup>95</sup>. The dike-pond agriculture is a specific agriculture form in the delta. It combines breeding, cultivation, land reclamation, drainage and flood control, natural and sustainable recycling. From the end of 16<sup>th</sup> century, there was large-scale reclamation of “the mulberry-based dike-pond agriculture” and “the fruit-based dike-pond agriculture”.<sup>96</sup> After 1949, for the economic autarchy, the new form, cane sugar-based dike-pond agriculture, with the original two forms were combined as a common name known as “three-based dike-pond agriculture”. It lasted until the end of 1980s, influenced profoundly and highly matched with the scale, location and morphology of the megalopolis historic settlements in the PRD.



*the recycling of the dike-pond agriculture*

Sand farmland does not mean sand field. It is the farmland filled up by the sand in the Pearl River where it reaches its estuary in the delta. Also it is produced by the reclamation in the delta. The natural depositin and the artificial cultivation are like resultant force. They create fertile soil. The sand farmland had its fastest

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<sup>95</sup> Zhong Gongfu (1980), *Zhujiang Sanjiaozhou de Sangjiyutang: Yige Shuilu Xianghu Zuoyong de Rengong Shengtai Xitong [The Dike-Pond in the Pearl River Delta: an Water-Land Artificial Ecological System]*, Acta Geographica Sinica[J], 1980(35.3):pp.200-209

<sup>96</sup> Mao Weiqi, Chen Yanzong (1754), *Foshan Zongyixiang Zhi [Foshan Zongyixiang Annal]*, Wenshengtang Keben, Foshan



booming time in the late 19<sup>th</sup> century.<sup>97</sup> With the enlargement of the original villages and the population, the sand farmland owned by the villages became larger and further away. The increasing distance for the agriculture production originated the physical appearance of the historic settlements in the sand farmland, which historically are called the Jiwei.<sup>98</sup> It is exactly the location of the modern megalopolis.

### 3.2.2 From 1980 to 1989

From 1980, the megalopolis historic settlements started expansion because of industrialization. The living style changed with the introduction of the water-road system. The morphology began to present a weak-growth tendency.

#### *The market-oriented reforms of the basic economic system*

From the early 1980s, the reform and open policy in China experience minor adjustment, until 1992 they establish an objective of socialist market economy reform<sup>99</sup>. The rapid growth of the last three decades has always been accompanied by market-oriented reform.<sup>100</sup> It can be said that the impact from the traditional planned economy to a market economy is the most important factor of the morphological changes in the PRD Megalopolis, as well as the

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<sup>97</sup> Tan Dihua (1993), *Qingdai Zhujiang Sanjiaozhou de Shatian [Sand Fields of PRD in Qing Dynasty]*, Guangdong People's Press, Guangzhou

<sup>98</sup> Luo Yixing (1994), *Ming Qing Foshan Jingjifazhan yu Shehuibianqian [Foshan Economic Development and Social Changes in Ming and Qing Dynasty]*, Guangdong People's Press, Guangzhou

<sup>99</sup> Lin Guang, Zhang Hongyan (2000), *Chenggong yu Daijia: Zhongwai Chengshihua Bijiao Xinlun [Success and Cost: Chinese and Foreign Urbanization Comparison]*, Southeast University Press, Nanjing

<sup>100</sup> Dai Junliang (1992), *Zhongguo Chengshi Fazhanshi [History of Chinese Cities]*, Heilongjiang People's Press, Haerbin

premise and foundation of the other following institutional changes<sup>101</sup>. Without it, the geographical advantage of the PRD adjacent to Hong Kong and Macao will not take place. Before 1980s, the national strategy of “the South China Sea outposts” restrains the investment from central government, particularly in large-scale infrastructure and important enterprises. This history also contributes to the current PRD economic structure of advanced assembling and manufacturing, but short of the heavy and chemical industry compared to the Yangtze River Delta<sup>102</sup>.

Similarly, without the market economy, the regional advantages and the differential rents connected to the major cities nearby would not be recognized and capitalized. Since the Ming and Qing Dynasties, due to the lack of promotion of industrialization and urbanization, the PRD shows contradictions between people and land, and a serious agricultural involution<sup>103</sup>. Although the land is fertile and the semi-tropical natural condition is optimal, it is still difficult to develop and become rich. Market economic reforms create a good opportunity for the Megalopolis. By undertaking the transfer of manufacture from Hong Kong and Macao industries, accumulated capital in the PRD starts the initial momentum of large-scale urbanization<sup>104</sup>, and causes the drastic changes of the megalopolis historic settlements.

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<sup>101</sup> Gu Chaolin, Zeng Feng, Zhang Jingxiang (2000), *Jiju yu Kuosan: Chengshi Kongjianjiegou Xinlun [Centralization and Diffusion: Urban Spatial Structural Theory]*, Southeast University Press, Nanjing

<sup>102</sup> Ren Fang (2003), *Ming Qing Changjiang Zhongxiayou Shizhen Jingji Yanjiu [Urban Economy of the Yangze River Middle and Lower Region in Ming and Qing Dynasty]*, Wuhan University Press, Wuhan, pp.14-38

<sup>103</sup> Zhang Hongyan (2000), *Qinru yu Jieti: Chengshi Shehuijiegou Bianqian Xinlun [Invasion and Replacement: Urban Social Structural Theory]*, Southeast University Press, Nanjing

<sup>104</sup> Liu Junde, Wang Yuming (2000), *Zhidu yu Chuangxin: Zhongguo Chengshi Zhidu de Fazhan yu Gaige Xinlun [Institution and Innovation: Chinese Urban Institutional Development and Reform]*, Southeast University Press, Nanjing

### *Investment and financial system*

Accompanied with the Market economic reform is the diversification of ownership and the diversity of investment. Differently from the government investment for entire factories in the planned economy time, there are a variety of economic development paths combined with local realities in PRD. Among them, the most famous ones are the Nanhai Model (multi-sectors development), the Shunde Model (township-enterprise group-famous brand), the Zhongshan Model (reclamation of the state-owned enterprises), the Dongguan Model (compensation development), the Huizhou Model (leapfrog-type) and the Wanfeng Model (farmers stock).<sup>105</sup>

The classified fiscal and taxation systems establishes the independent status of government (in the megalopolis that will be the municipal government and the village committee, which can be regarded as a semi-government<sup>106</sup>), but also encourages the tendency of government towards corporatization and turns it into a self-interest maximization action group.

But until now the megalopolis historic settlements have no integrated "government-discretion-tax base-finance" system, and lack stability of funding for construction and maintenance.<sup>107</sup> Except the township or village-ship corporate profits, they do need to rely on, and only, the tax return from higher level government. The only way of collecting money for urban construction depends on arbitrary charges (some of the charges themselves are quite reasonable, but excluding the permissions for administrative charges that are only set in provincial and central government level, all the others should be rectified for illegality) or selling land. Especially the latter has become a "second finance" for maintaining the development of lower government. Many towns and

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<sup>105</sup> Yan Wangxian (1993)

<sup>106</sup> Xu Xueqiang, Zhu Jianru (1988), *Chengshi Dilixue [Urban Geography]*, China Architecture and Building Press, Beijing

<sup>107</sup> Gu Chaolin (1995), *Zhongguo Dachengshi Bianyuanqu Yanjiu [Urban Fringe Research in Chinese Metropolis]*, Science Press, Beijing

villages depend on proceedings from land sales to make up their daily expenses, or large-scale construction of new districts. The present land sale policy, which is one-time payment for the next 50 or 70 years of land transfer, makes a huge impulse to sell land in order to seek political advantage within the current administration term. Selling land with overdraft, driving GDP growth, are the roots of the rapid expansion of urbanization in the megalopolis in the PRD.<sup>108</sup>

### *Socio-economic development*

With the policy of opening up and stimulating domestic economy, industrialization started in the rural area. Under the situation of insufficient national investment, and the weakness of the existing industrial foundation, the towns and villages in the PRD did their best to renew the traditional handicrafts industry first, then set up light industry enterprises of processing and assembling supported by foreign capital and technology, and for foreign trade.

This economic development was decided by the institutional system of that time. Due to the monopoly of the materials, investment and loan from the state-owned enterprises (state-owned banks), there were triple restrictions of scale, market and finance for the institutional change and the economic development in the megalopolis in the PRD.<sup>109</sup> The new economic growth can only be achieved outside the traditional planned economic system.

In the 1980s, the megalopolis in the PRD became the prior destination. It attracted capital investments from Hong Kong, Macao and Taiwan because of its unique geographic advantage of being close to a huge market. The manufacturing was upgraded to tertiary services in Hong Kong from late 1970s. Household appliances, toys, textiles and other light industries are increasingly transferred to the towns and villages in the PRD, which cooperated as a model of

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<sup>108</sup> Guangdong Encyclopedia Committee (1995), *Guangdong Baike Quanshu [Guangdong Encyclopedia]*, Encyclopedia of China Publishing House, Beijing

<sup>109</sup> Xiao Yiqiang, Sun Yimin, Zhou Jianyun (2002), *Huanjing Wenhua de Chonggou: Guangzhou Tianhequ Shenchong Jingguan Gaizao Gongcheng [Restructure Context: Case Study of Landscape Renovation in Guangzhou Tianhequ Shenchong]*, China Landscape and Gardens[J], 2002(2)

front shop (Hong Kong) and back workshop (the PRD).<sup>110</sup> Because of the unpredictable policies during that period, large investments would not rashly enter big cities but preferred to experiment in the megalopolis to test the reaction from the official institution. Thus, first of all, small and medium sized township enterprises in the megalopolis developed being directly engaged in the export business and made the industrialization and the institutional change in the PRD have a unique bottom-up characteristic. The spread of the industry in the megalopolis historic settlements led to a quiet social structural change. The villager began to realize the bright prospect of the industrial development and the imbalance of the benefits from transferring agricultural land use to industrial land use. The industrial structure emphasized equally the importance of agriculture and industry. The promotion of the industrialization also made the megalopolis historic settlements get rid of the unicity of pure residential areas.

The released differential rent by the market economic reform, the external investment and the migrant labor force combine together and result in the massive construction of private houses in the megalopolis from 1980s. Millions of workers migrate to the southern coastal area and require a huge amount of residential housing. Since at that time urban housing had not yet been commercialized, the megalopolis housing becomes the first affordable foothold.<sup>111</sup> With the continuous expansion of the urban area, the megalopolis merges into urban area. The sudden appearance of the megalopolis rental market makes the house holders and the villagers aware of the enormous business opportunities. The materials, scale and height of the original buildings built in the 1970s inside the historic settlements change. Buildings are 3-4

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<sup>110</sup> Sang Dongsheng (2004), *Zhujiangsanjiaozhou Cunzhen Chengshihua de Shijian Fansi [Review of the Urbanization in the PRD]*, Urban Planning Forum[J], 2004(3):pp.30-32

<sup>111</sup> Liuhui (2005):pp.35

stories higher with reinforced concrete structures<sup>112</sup>. This produces a massive change of the image of the megalopolis, and soon spreads to the outer suburbs.

### 3.2.3 From 1990 to 2002

With the rise of the secondary sector, the influx of large immigrant population, more and more new urban elements appeared in the megalopolis historic settlements. They started to develop extensively along the road system and touched the developed urban area in one or several directions. Partly, some of the megalopolis historic settlements had already presented a series of issues related to the urban planning system.

#### *Land System*

Land system has a fundamental impact on the evolution of the megalopolis settlements. It generally decides the built morphology. In the megalopolis in the PRD, the incomplete and dualistic land ownership determine the dispersion, disorder and anomie of the spatial pattern<sup>113</sup>.

Different governance efforts in lands of different ownership under the urban-rural dualistic land system

The dual urban-rural land system produces a different intensity of management on lands with different forms of ownership.<sup>114</sup> In the classic design of dual urban-rural structure, urban land belongs to the state, and rural land belongs to farmers collectivity. In the megalopolis, part of the land has been or will be requisitioned by the state due to the urban construction while part of the land is

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<sup>112</sup> Gu Chaolin (1992), *Zhongguo Chengzhen Tixi: Lishi, Xianzhuang, Zhanwang [History, Present, Prospection: Chinese Urban System]*, The Commercial Press, Beijing

<sup>113</sup> Wang Xingzhong (2000), *Zhongguo Chengshi Shehuikongjianjiegou Yanjiu [Chinese Urban Social Spatial Structure]*, Science Press, Beijing

<sup>114</sup> Wang Weihai (1999), *Weibo: Baituo Xiandaihua Shehui Liangnan Kunjing [Webber: Shuffle off the corner of Modernism]*, Liaohai Press, Shenyang:pp.274

still collective.<sup>115</sup> This creates an interspersed situation of state-owned land and collective land. The government plays the roles of a representative owner and a public affair manager for the former but it has only a limited right of management on the collective land, and not its ownership. This dual land system causes a different intensity of governance of urban planning: the so-called "urban construction land" and the "village construction land" intertwined. Influenced by the differential rent, the different effort of management results in changes of land use and the increase of land development, without corresponding controls and restrictions.<sup>116</sup> This originates confusion and disorder.

#### *Land acquisition and compensation system*

The system of land acquisition and compensation is a special policy in China. The Chinese land system provides the State with the legal framework for the requisition of collective land.<sup>117</sup> The collective land in the megalopolis must first be declared state-owned land if an urban construction must take place there. The first-class market monopoly and a recent "new enclosure movement" produce extremely high transaction costs in land acquisition processes.<sup>118</sup> Since the amount of compensation is based on the original collective land for agricultural purposes as a benchmark calculation, apparently the municipal government possesses the huge differential rent of transferring the land from agricultural to nonagricultural uses. Although the nominal compensation for land is very low, agreements on other additional compensation, and the

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<sup>115</sup> Gu Chaolin (2000), *Zhongguo Chengshi Dili [Chinese Urban Geography]*, The Commercial Press, Beijing

<sup>116</sup> Wu Qingzhou (2000), *Zhongguo Chengshi Xuanzhi yu Jianshe de Lishijingyan yu Jiejian [Chinese Historic City Site and Construction Experience]*, Urban Planning[J], 2000(9,10)

<sup>117</sup> Chi Fulin (1999), *Zhongguo Nongmin de Qipan: Changqi er Youxiao de Tudi Shiyongquan [Prospection of Chinese Peasants: Long term and Secure Land Use Right]*, Foreign Language Press, Beijing

<sup>118</sup> Chen Jian (2003), *Zhongguo Tudi Shiyongquan Zhidu [Chinese Land Use Right System]*, China Machine Press, Beijing

appropriation of social resources as a consequence of complaints of the farmers result in practice in high transaction costs.<sup>119</sup> In order to reduce transaction costs, normally the real owners of the collective land choose not to change construction land ownership to state-owned land, but to build under the name of shareholding, joint venture, cooperation.<sup>120</sup> That forms a special building or factory with collective fund.<sup>121</sup> These constructions bypass the land acquisition link, usually at the same time avoid or violate the governance and planning management of land use.<sup>122</sup> This is one of the causes of the fragmented land market and real estate market in megalopolis in the PRD.

Because the unified land market in the megalopolis has not been formed, land ownership is not clear and non-tradable, a large number of dispersed industries are located at village level of the PRD. They do not have the appropriate economic scale and efficiency, and in addition damage and pollute the historic settlements and environment.<sup>123</sup> Many industrial parks in the village level are semi-legal.<sup>124</sup> Once the policies changed, they will be rectified and cleaned first. Because of this lack of property right and stable policies, and the risk of forced backout, the only way of those interests main body in the village level has to

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<sup>119</sup> Yaoyang (2000), *Zhongguo Nongdi Zhidu: Yige Fengxikuangjia [Chinese Farm Land System]*, China Sociology[J], 2000(2)

<sup>120</sup> Wang Xiaoyi (2000), *Guojia, Shichang yu Cunzhuang: Dui Cunzhuang Jiti Jingji de Yizhong Jieshi [State, Market and Village: Interpretation of Rural Collective Economics]*, Dabiange zhong de Xiangtu Zhongguo [Great Changes in Rural China], Social Science Academic Press, Beijing

<sup>121</sup> Lin Shanlang (1999), *Zhongguo Nongcun Tudizhidu yu Xiaolv Yanjiu [Chinese Rural Land System and Efficiency]*, Economic Science Press, Beijing

<sup>122</sup> Ai Jianguo (2001), *Zhongguo Chengshi Tudizhidu Jingjiwenti Yanjiu [Chinese Urban Land System and Economic Research]*, Huazhong Normal University Press, Wuhan

<sup>123</sup> Huang Zuhui, Wang Hui (2002), *Chengshifazhanzhong de Tudizhidu Yanjiu [Land System in Urban Development]*, China Social Science Press, Beijing

<sup>124</sup> Zhaomin, Bao Guilan, Hou Li (1998), *Tudi Shiyongzhidu Gaige yu Chengxiang Fazhan [Land Use System Reform and Urban-Rural Development]*, Tongji University Press, Shanghai



build simple and low-level workshop and warehouse for renting and cooperation.<sup>125</sup> The efficiency of land use is very low.

#### *The influence of agricultural involution*

The research in the small-farmer economy in PRD shows that in the past 300 years there was no extension for the arable land while the population kept growing.<sup>126</sup> Agriculture could not be extended to large-scale operations to achieve large-scale benefits, so it had to grow interiorly and increase labor and material resources per unit area of farmland. Although the yield per unit area continued to increase, the average income per capita showed a decreasing trend.<sup>127</sup> The absence of non-agricultural employment makes it difficult to resolve the contradiction between land and population. The farmers are fully understand the diminishing returns from the unit of labor input because of the agricultural involution, but they still increase the input continuously, the endless intensive cultivation, the increasing use of chemical fertilizers and pesticides, in exchange for increased production.<sup>128</sup> In the meanwhile, the growing population creates a more continuously subdivided land, which makes the mechanized farming almost impossible. To solve agricultural involution needs consideration out of agriculture, accelerating industrialization and urbanization, reducing the agricultural population and offering non- agricultural jobs.

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<sup>125</sup> Zhao Shangpu (1996), *Chengshitudi Shiyongzhidu Yanjiu: Oumeiya Geguo Chengshitudi Shiyongzhidu Tansu [Land Use System: Case study of European, American and Asian Countries]*, China Urban Press, Beijing

<sup>126</sup> Liu Peilin (1997), *Gucunluo: Hexie de Renju Kongjian [Ancient Village: Harmonious Settlement]*, Sdxjoint Publishing Company, Shanghai

<sup>127</sup> Huang Zongzhi (2003), *Zhongguo Yanjiu de Fanshi Wenti Taolun [Paradigm of Chinese Research]*, Social Science Academic Press, Beijing

<sup>128</sup> Fei Xiaotong (2000), *Feixiaotong lun Xiaochengzhen Jianshe [Fei Xiaotong's Theory on Development of Small Cities and Towns]*, Qunyan Press, Beijing

The land involution causes the occupation of public open space fragment, and the increasing volume per unit area.<sup>129</sup> After the householders realize the potential of land cost in the megalopolis, the involution is not for the self residential requirement but rather for the maximization of land revenue.

There is also similar spatial involution problem in the homesteads and settlements in the megalopolis. Before urbanization, the growth of construction land because of the growth of population could be solved by the expansion of settlements and the occupation of the surrounding agricultural land.<sup>130</sup> But since the government requisites most of the land in the megalopolis settlements, this leaves only 8-10% of the remaining land as homestead and economic development sites<sup>131</sup>, the external constraints are intensified and makes it impossible to get a free homestead any more. The land owner, the collectivity, has the responsibility to provide house sites for the collective members (including the future ones) when it controls the power of land use and distribution. Facing the situation of increasing new collective members and a certain quantity of self-use land, the only thing that can be done is to dig the surrounding potential land, flat unoccupied spaces, and continue to infill water ponds.

During the process of spatial involution in the megalopolis, although most of the open spaces are occupied, still there are partially preserved ones.<sup>132</sup> Due to the sanctity of the space (small square and water pond) in front of the ancestral hall,

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<sup>129</sup> Liu Shiding (2003), *Zhanyou, Renzhi yu Renjiguanxi: Dui Zhongguo Xiangcunzhidu Bianqian de Jingjishehuixue Fenxi [Economic Social Analysis of the Chinese Rural System Transition]*, Huaxia Publishgin House, Beijing

<sup>130</sup> Huang Xinhua (2002), *Zhongguo Jingji Tizhi Gaigeshiqi Zhidu Bianqian de Tezheng Fengxi [Analysis on the Character of Institutional Transition in the Chinese Economic System Reform]*, Financial Research[J], 2002(1): pp.72-77

<sup>131</sup> Chen Shunzeng (1993), *Nongcun Zhajidi Guanli Shouce [Rural Homestead Manual]*, China Labour and Social Security Publishing House, Beijing

<sup>132</sup> Wang Mingming (1999), *Shiqude Fanrong: Yizuo Laocheng de Lishi Renleixue Kaocha [Lost Flourish: an Anthropologic Field Work on a Historic City]*, Zhejiang People's Press, Hangzhou

the new constructions are still under engaged by rituals and customs.<sup>133</sup> Nobody is willing to live facing the ancestral halls and nobody is allowed to occupy the spaces in front of the ancestral halls even if they are no longer used for their previous functions.

Another phenomenon of the spatial involution is to improve the investment on the homestead per unit area, adding layers or demolishing lower ones to build new higher ones, to exchange the increase of living space.<sup>134</sup> And later, after homestead keepers realize the potential land appreciation in the megalopolis, especially when the megalopolis settlements are controlled as the Urban Historic Conservation Area, the spatial involution is no longer to solve the self-requirement of living but rather to maximize the land revenue of their homestead.<sup>135</sup> Many residents are moving outside for better living environment and better education for the children and come back just to collect renting fees.

#### *Household Register System and "Village Register" system*<sup>136</sup>

As a management system for the classification of residents, the household register system itself has no direct relations with the morphology of the megalopolis. But the long-term existing interests attached to the household registration system lead the distribution of benefits in accordance to the household registration.<sup>137</sup> That impacts the megalopolis settlements. The

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<sup>133</sup> Situ Shangji (1993), *Guangdong Wenhua Dili [Guangdong Culture and Geography]*, Guangdong People's Press, Guangzhou:pp.106

<sup>134</sup> Maurice Freedman (2000), *Zhongguo Dongnan de Zongzu Zuzhi [Lineage Organization in Southeastern China]*, Shanghai People's Press, Shanghai

<sup>135</sup> Chen Guidi, Chun Tao (2006), *Zhongguo Nongmin Diaocha [Chinese Peasants Investigation]*, People's Literature Press, Beijing

<sup>136</sup> Migrant worker Research Team (1995), *Zhujiangsanjiaozhou Wailai Nongmingong Zhuangkuang [Conditions of Migrant Off-farm workers in PRD]*, China Sociology[J], 1995(4)

<sup>137</sup> Yu Jianrong (2001), *Yuecun Zhengzhi: Zhuanxingqi Zhongguo Xiangcun Zhengzhi Jiegou de Bianqian [Chinese Rural Political Structure Changes]*, The Commercial Press, Beijing

dualistic system makes a clear distinction between the rural and urban residents who benefit from different levels of urban civilization.

In the 1990s, since the implementation of resident identity card and temporary residence card system, the function as a division of urban and rural interest groups from the household registration barrier is gradually weakened.<sup>138</sup> Most of the benefits attached to the household registration system have also been divested<sup>139</sup>. Recently, many provinces including Guangdong Province have announced to eliminate the agricultural and non-agricultural household registration and register them both as resident.<sup>140</sup> But the megalopolis in PRD, a new barrier, the village-hold, is appearing. The village-holders share the revenue from the collective land and the bonus from collective economic organizations. Some village-holders move out of the megalopolis because of joining the army, studying in the university or marrying but still keep or partly keep the benefit income.<sup>141</sup> This benefit structure based on the village-hold system is splitting the PRD that has large number of migrant population into two societies. Village holders and non-village-holders, normally equal to floating population have completely different attitudes towards construction.<sup>142</sup> The remaining household registration and the village-hold system restrict the expectation of long-term living for the large number of migrants. Most of the migrant workers just have the idea of earning money in a short-term and have

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<sup>138</sup> Zhang Letian (1998), *Gaobie Lixiang: Renmin Gongshe Zhidu Yanjiu [The People's Communes System]*, Orient Press, Shanghai

<sup>139</sup> except a few like children's education

<sup>140</sup> Zheng Gongcheng (2002), *Zhongguo Shehui Baozhang Zhidu Bianqianyu Pinggu [Chinese Social Security System Development and Evaluation]*, China People's University Press, Beijing

<sup>141</sup> Ke Rongzhu (2000), *Chengshi Renkou Kongzhi Zhidu jiqi Bianqian: Qianyizhe yu Zhengfu de Boyi [Urban Population Control Policy and its Changes: Game between Migrants and Government]*, *China Sociology[J]*, 2000(6):pp.26

<sup>142</sup> Liu Ping (2002), *Nongmin Jincheng Jiuye Heqinan: Fang Guowuyuan Tigaiban Zhongguo Xiaochengzhen Gaigefazhanyanjiu Zhongxin Zhuren Li Tie, Fuzhuren Yuan Chongfa [The Difficulties of Chinese Rural Migrant Living and Working in Cities]*, *China Reform[J]*, 2002(5):pp.18-19

no sense of local belonging. The low income, which is relied by the competitiveness of the PRD, does not allow them to buy commercial houses and therefore they have to live in low-rent rooms and maintain a minimum living requirement. This does not allow even a simple labor force reproduction.<sup>143</sup>

Thus all public facilities are also divided into two separate parts. The response of the urban planning system is to make a discount during the planned population calculation. Guangdong province regulates a 40%<sup>144</sup> reduction compared temporary residents and household register residents. Somehow it is a reasonable policy in this stage. But it is necessary to draw attention to the inadequate reality if in the future a lot of migrants settle down after the release of the household registration system. Even nowadays, the reduction of public facilities, infrastructures and especially industrial land is unrealistic. Although the consumption capacity of non-native persons is limited, the industrial land still can not be reduced.<sup>145</sup> That is the reason why collective owners all require the enlargement of industrial land during the urban-township comprehensive planning.

And at last there is another important issue worthy of attention. The forecast of urban construction land according to the Household Registration plus migrant population but not with the resident population may cause a waste of land resources in the whole country.<sup>146</sup> The migrant population is calculated into the urban planning population in the PRD after reduction. But in the same time, they

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<sup>143</sup> Ke Lanjun, Li Hanlin (2001), *Dushi li de Cunmin: Zhongguo Dachengshi de Liudong Renkou [Peasants in Town: Floating Population in Chinese Metropolis]*, Central Compilation and Translation Press. Beijing

<sup>144</sup> Guangdong Provincial Central Town Planning Guideline 2003

Yuan Qifeng, Fang Zhengxing, Huang Li, Xiong Qing (2006), *Background and Theoretical Innovation of Formulation of Guideline For Central Town Planning in Guangdong*, City Planning Review, 2006(30.7)

<sup>145</sup> Huang Weijun, Shang Kuo, Nan Shunxun, Pan Jiaping, Chen Yu (1992), *Min Yue Minju [Vernacular Dwelling in Fujian and Guangdong]*, Tianjing Science and Technology Press, Tianjing

<sup>146</sup> Sun Liping (2005), *Chengshibing yu Nongcunbing [Urban Disease and Rural Disease]*, Economic Observation[N], 2005(6.17):C2

are not reduced in their original household register area.<sup>147</sup> Even in the original place exists the impulse of expanding the scale of construction land. The result is that the immigrant population is calculated twice in the household register area and the frequent residence area. Consider that only in the PRD there are more than 20 million floating population, and with a conservative estimate of 100 square meters construction land per average capita<sup>148</sup>, there will be considerable land waste in the national urban planning that can not be ignored.

### *Administrative management system*

The PRD is considered the most developed area in China. Benefited by the reform, the opening up policy and the establishment of market economy, the urban system has been fully developed. According to statistics, the PRD area (excluding Hong Kong and Macao) has 5 metropolitan, 5 big cities, 6 medium-sized cities, 7 small cities, 434 towns<sup>149</sup>. The thesis will discuss the following issues between the megalopolis and the current administrative divisions.

Because of more population, less land and historic reason, and rapid economic development, the built up area of many adjacent cities have been connected directly. The typical example is the Foshan and Nanhai, Jiangmen and Xinhui, Zhaoqing and Gaoyao before the administrative adjustment in 2002. The megalopolis in the common boundaries has become the main direction of future development for those twin cities.

The non-overlapping administrative boundaries and the natural and economic borders: many administrative areas are not completely coincident with the

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<sup>147</sup> Liu Dunzhen (2004), *Zhongguo Zhuzhai Gaishuo [Review of Chinese House]*, Baihua Literature Press, Tianjing

<sup>148</sup> Lin Yaohua (2000), *Yixv de Zongzu Yanjiu [Research of Yixv Clan]*, Sdxjoint Publishing Company, Beijing

<sup>149</sup> National Bureau of Statistics of China 2009

geographical and economic market borders because of some historic reasons.<sup>150</sup> The non-overlapping boundaries create “institutional vacuum” in the megalopolis.

At the prefecture level, the establishment of cities and towns and the withdrawal of counties normally do not involve changes of administrative area.<sup>151</sup> It changes the organization from a village-type to a municipal type and has little effect on the morphology of the megalopolis.

At the village level, the changes are from village to residence and the combination of villages. Beyond the changes of names, the substantial change is the original power of the village itself is reclaimed by the upper sub-district level<sup>152</sup>. Recently in the PRD, changes and combination happen simultaneous.

The influence from the adjustment of administrative divisions to the megalopolis In China, the administrative boundary is not only the border line for management, but also a border line for a variety of policies. There may exist totally different systematic environments on each sides of the boundary. Different levels of cities have different management authorities for investment approval, tax exemption, etc. Different levels of land owners have different urban construction management. The mutation of the institutional environment and the gradient of the natural geography lead to great morphological differences between the nearby and similar megalopolis.<sup>153</sup>

The government investment improves the location conditions, especially when it extends to the administrative boundary, and brings forward an appreciation of

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<sup>150</sup> Lu Weimin (2002), *Dadushi Jiaoquzhuqu de Zuzhi he Fazhan: Yi Shanghai Weili [Organization and Development of Metropolitan Suburban Residence]*, Southeast University Press, Nanjing

<sup>151</sup> Zhang Bing (1998), *Chengshi Guihua Shixiao Lun: Chengshi Guihua Shiyuan de Fenxi Lilun [Urban Planning Effectiveness: Urban Planning Practice Theory]*, China People's Press, Beijing

<sup>152</sup> sub-district office: jiedao banshichu

<sup>153</sup> David D.Smith (2000), *Chengshihua Zhuzhai jiqi Fazhan Guocheng [Urbanisation, Housing, and the Development Process]*, Tianjing Social Sciences Academy Press, Tianjing

land price. The difference between the investor and the benefited body leads to a large number of “free rider” constructions close to the administrative boundary in the megalopolis.<sup>154</sup> In the PRD, the megalopolis close to the administrative boundary are very good at grasping the development tendency, using cheaper costs, specifically cheap land, to attract investment for the establishment of industrial parks and economic developing zones. Thanks to the imbalance of the location and system, the imbalance of the gradient of the central economic core and the mutation of the system, the governments in the relatively slow-developing megalopolis have the opportunities to gain the benefits.

The investment and the reclamation are never able to be compared with the urban centers. For the development of the megalopolis, to solve the unpredictable external environment is a major institutional barriers.<sup>155</sup> Under the current system, the costs of coordination for the megalopolis located across the administrative boundaries are very high and inefficient, especially when two sides of the border belong to different higher authorities. The urban construction can not be managed directly but require their own administrative-levels for the coordination.

In order to simplify the organization, the adjustment of administrative division at the village level usually is the merging of villages.

This merging causes the disappearance of the dispersed villages in the megalopolis. The standard of the merging is unique, according to the population and economic scale. Those which do not reach a certain level (mainly a population level) will be merged into bigger villages. The impact of the policy results in the abandonment of many small villages along the water system with a typical water village aspect and the reconstruction of new villages along the main roads in the megalopolis. The morphology of the new villages has no

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<sup>154</sup> China Urban Planning and Design Institution & China Architecture Design Institution (2001), *Xiaochengzheng Guihua Biaozhun Yanjiu [Planning Standard of Small Cities and Towns]*, China Architecture and Building Press, Beijing

<sup>155</sup> Duan Jin, Ji Song, Wang Haining (1999), *Chengzhen Kongjian Jiexi: Taihu Liuyu Guzhen Kongjian Jiegou yu Xingtai [Spatial Structure and Morphology of the Historic Towns in Taihu Drainage Area]*, China Architecture and Building Press, Beijing



difference from the ordinary new villages. In the future, with the wide relocation, the megalopolis historic settlements with traditional characters will disappear. In another case, if the merging villages originally had equal strength, the inherent competition between villages will be an obstruction for the cooperative collective action in the new village. The reason of the long-term coexistence of adjacent villages is normally because of existing profound differences of clan, economic development, social customs and other aspects.<sup>156</sup> Simple administrative merging can not close the gap easily. Actually during the transitional period, the new village will have several management teams, controlled by original authorities and will work separately. For the influence of the morphology, the location of the new center of the village has been given a social and political significance. The compromise solution will be relocation of the new center in an un-developed area in the megalopolis. It occupies lands and usually close to a high land level. The merging of the villages only reduces the quantity of administrators but does not save land. The ones affected by demotion of properties and reputation often raise compensation requirements for land use. It causes a construction expansion in the megalopolis that in fact is short of high quality construction land.

#### *Socio-economic development*

With the foreign investment and the diffused industrialization in the megalopolis historic settlements, agriculture was shrinking because of the difference in comparative benefits. Although there was still growth in output, the proportion of agriculture in the economic growth was reduced year by year. In some villages in Foshan, the first industry was only 10% of the second industry.<sup>157</sup>

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<sup>156</sup> Cheng Guanghan, Zhou Yunyuan, Ye Jiaan, Xue Fengxuan (2003), *Tisheng Dazhusanjiao Guoji Jingzhengli Yanjiu [Promoting the Competitiveness of Pan-PRD]*, Sun Yat-sen University Press, Guangzhou

<sup>157</sup> Wujin, Ma Qingliang (1990), *Chengshi Bianyuanqu Kongjian Jiegou Yanhua de Jizhifenxi [The Mechanism Analysis of The Megalopolis Spatial Structure Evolution]*, Urban Planning[J], 1990(2)

The expansion of industry in the megalopolis historic settlements was the most important phenomenon at this stage. Outside the historic settlements, the large number of industrial plants had been constructed. It reached its flourishing time at the beginning of 1990s. The huge amount of migrant workers brought out the rise of the local tertiary services. It started as simple restaurant business but soon changed to residential rental with the changes of the industrial structure. After the development of the township industry, the demanding quantity of labor force in the labor-intensive industries far exceeded the number of local available workers. The national government released the restriction of the floating population and launched a series of new countermeasures for the temporary registration.<sup>158</sup> The influx of the migrant workers produced a continuous increase of population in the megalopolis. In the mid 1990s, with or without the qualification as a villager, share profits were used as a criterion for the barrier of the village-hold registration.<sup>159</sup> The gentrification of the village-hold residents appeared. The sharing profits from the collective economy and the rent became the major income of the village-hold residents.

The relationship between the megalopolis historic settlements and the urban center completely changed in this period. The urban center rapidly expanded and expropriated large amount of land in the megalopolis. The developing space of the megalopolis historic settlements was limited to the construction land only within their boundaries.

Outside the megalopolis historic settlements, there were many constructions for the new villages. The new ones, with 3-5 story housings, exceeded the old ones

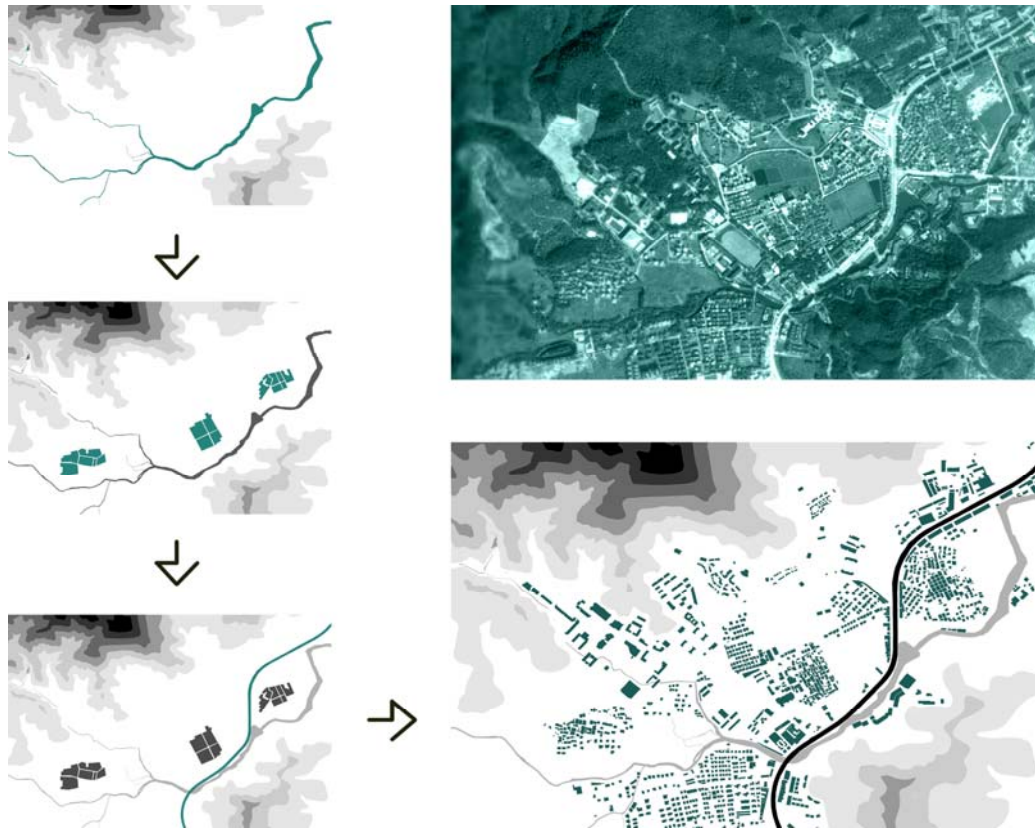
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<sup>158</sup> Guo Zhan (1998), *Dan Wei Shehuihua, Chengshi Xiandaihua [Unit Sociolization and Urban Modernization]*, Urban Planning Forum[J], 1998(6)

<sup>159</sup> Yang Shan (1998), *Chengshi Bianyuanqu Kongjian Dongtai Yanbian ji Jizhi Yanjiu [Dynamic Evolution and Mechanism Research on Urban Fringe Spatial Issues]*, Geography and Territorial Research, 1998(3):pp.19-23

in the total built volume. The young generation preferred to live outside the historic settlements: this produced an empty historic community.<sup>160</sup>

The township industries in the megalopolis depended very much on the external transportation. The industrial zone appeared in the area close to the transit highways. With the complement of the external transportation from water system to road system, the development of the historic settlements was more and more reliant on the direction of the transit highways. The example of Cuiheng Village shows the new road built in 1991 and the expansion of the industrial and commercial area along the transit road.



*the development and the new external traffic of Cunheng Village in Zhongshan*<sup>161</sup>

<sup>160</sup> Zhang Chunlong, Nie Yumei (2007), *Nongmin xiang Shimin de Zhuanhua: Chengshihua Guochengzhong Jinchen Nongcun Renkou de Zaishehuihua* [From Farmers to Citizens: Re-socialization of Migrants Rural Population in Urbanization], *Urban-Rural Construction*[J], 2007(8)

<sup>161</sup> The diagrams shows the changes in Cunheng Village in the last 500 years. The aero map was taken in 2005

### 3.2.4 From 2003 to 2009

In the new century, with the acceleration of urbanization and the transition of dualistic mechanism, many megalopolis historic settlements in the PRD have been completely surrounded by the urban area. Urban planning system starts to embed into the megalopolis. The qualified megalopolis historic settlements are now under the control as Urban Historic Conservation Area.

#### *The duality of the urban planning system*

In the megalopolis, the issue that the urban planning system is the right of development for the state-owned land owner or the right of management for the public affairs is confused.

Before urbanization in the megalopolis, there was no need for planning management. Without the market of land-use rights, all activities followed the guidelines and restrictions of villages and natives, which minimized the cost of construction.<sup>162</sup> The limited investments, local knowledge of materials and construction tectonics, traditional customs created a variety of historic settlements with significant local characteristics. Even in the big cities, the urban planning system was under improvement.<sup>163</sup> The introduction of the urban planning system in the megalopolis was equal to the level of economic development, quantity of construction and the related externalities.

During the urbanization of the megalopolis, the collective land owners, for their land owner rights, start to make preliminary development plans. But normally they are very simple and incomplete. The usual way is to plan a new

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Zhongshan Cunheng Village Conservation Planning (2006.12)

<sup>162</sup> Zhuang Kongshao (2006), *Yinchi: Zhongguo de Difangshehui yu Wenhua Bianqian* [*Silver wing: Chinese Local Social and Cultural Changes*], Sdxjoint Publishing Company, Beijing

<sup>163</sup> Liu Xiaojing (2007), *Jingqiaoqiao de Geming: Zhongguo Nongcun Tudi Zhidu Biantong Wenti Yanjiu* [*Silence Reform: Chinese Rural Land System Versatility*], Dabiange zhong de Xiangtu Zhongguo [Great Chanes in Rural China], Social Science Academic Press, Beijing

development area and an industrial park nearby the old settlements, as well as some basic roads and public facilities.

At this stage, only a few the megalopolis settlements require a formal planning done by planning and design institutes, and only a few of them start to establish a planning management system and archives. Urban planning has already begun to lag behind the practice of construction in the megalopolis. And frequently, due to the neglect for the megalopolis, the legal foundation of urban planning system is continuously weakened in the megalopolis.

### *The introduction of the urban planning system in the megalopolis*

As the urban expansion, urban planning system begins to involve more and more the megalopolis settlements. After the first urban comprehensive planning in the late 1980s<sup>164</sup>, in the end of 1990s and the beginning of 2000s<sup>165</sup>, prefecture and township level governments<sup>166</sup> make amendments to the original

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<sup>164</sup> Xiao Dunyu, Hu Derui (1989), *Xiaochengzhen Guihua yu Jingguan Goucheng [Planning and Landscape Framework of Small Cities and Towns]*, Tianjing Science and Technology Press, Tianjing

<sup>165</sup> Feng Xiaotian (2001), *Shehuixue Yanjiufangfa [Social Science Methodolgy]*, China People's University Press, Beijing

<sup>166</sup> The township planning organization: because of the highly centralized power in the township level, the township planning system organization usually is the same organization of the party committees and the government. The team for leading the comprehensive planning is one of the temporary teams for the specific projects.

The team sets up an office close to the Construction Committee. The governor in charge of planning and construction holds a concurrent position is as director of the office. One of the deputy directors, an employed senior planner or registered planner, will be the governor assistant. He has the specific responsibility for the daily works. The other one will be the original director of the Construction Committee. The team members include all the principals of the operation sections from the Construction Committee and the principals of statistics, environment protection, family planning, public security, fire control, water supply, electricity supply, commercial and industry, tax and other departments. The team is a microcosm of the urban comprehensive planning organization.

Zhe Xiaoye (2004), *Cunzhuang de Zaizao: Yige Chaojicunzhuang de Shehuibianqian [Social Change of a Super-Village]*, China Social Science Press, Beijing

plans. At this stage, the megalopolis is brought into the urban planning system because of the layout of metropolitan planning area. But the urban comprehensive planning mainly focuses on the built-up urban area and the new districts with predictable converted state-owned land. For the collective land in the megalopolis, the general way is to layout a preserved land or autonomous land, control the vertical and horizontal division of homestead, but not embedded urban planning system. Restricted by the urban-rural dual mechanism, the urban planning system itself is also dualistic. The structure is not mutually linked, on the one hand is "state-owned land - urban planning standards - urban planning management" while on another hand is "collective land - local planning standards - local management". The Law of Urban Planning clearly foresees that construction in an urban planning area must comply with the urban planning laws. But just as the non-clear development right in the preserved land (collective land), the urban planning system is not clear and in fact quite limitedly embedded in the collective land of the megalopolis.<sup>167</sup>

Since the morphological problems and the negative externalities are evident in the megalopolis during the urbanization in-depth, it draws a wide attention of the public. The megalopolis has the advantage of closing to the developed urban area but takes a different urban planning management, standards and intensity, which brings the morphological and spatial planning out of control. At present, from strategic planning to urban overall system planning, from urban comprehensive planning to master planning, all levels of governments are establishing the new regional criterions, making the urban planning management institution independent from the original construction committee

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Wang Xiaoyi, Zhang Jun, Yao Mei (2006), *Zhongguo Cunzhuang de Jingji Zengzhang yu Shehui Zhuanxing: Diaocha [Chinese Rural Economic Growth and Social Changes: Investigation of Guangdongsheng Dongguanshi Yantiancun]*, Shanxi Economic Press, Taiyuan

<sup>167</sup> Jiang Zunyu, Feng Xianxue (2005), *Weile Meihao Jiayuan: Shenzhenshi Longgang Cunzhenguihuaguanli [Create a Beautiful Home: Shenzhen Longgang Planning Management]*, Haitian Press, Shenzhen

and involved into the vertical management system of upper level.<sup>168</sup> All of this makes the embedment of the urban planning system in the megalopolis a reality.

Besides the urban overall system and comprehensive planning, as well as the specific transportation planning, the township comprehensive planning and the village construction planning are also closely related to the megalopolis. The plans in the urban level are macro, with a general narrative of the megalopolis in the suburban planning.<sup>169</sup> The plans in the village level are simplified to focus on the division of homestead and infrastructure. The latter one is sometime incomplete and limited with a certain level of technique and management. Its content and depth is difficult for the comprehensive conduct and control from upper level. Thus, the township planning mostly affects the morphology of the megalopolis.

Township planning is the nexus and the most important part for the embedment of the urban planning system into the megalopolis settlements. On the one hand it is consistent with the upper level of planning (normally the requirements are

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<sup>168</sup> It is clear to see that the principal leaders of local party committees and governments have the control of the overall planning. The problem is the lack of professional urban planners who really understand the significance of development planning for the technical management. In recent years, the developed cities in the PRD have been attracting talents in urban planning to cooperate with the urbanization in the megalopolis. Through their efforts, the municipal governments bring the series of development and management system into the township and villages, to ensure the effective control from national power in the predictable urbanized megalopolis. From a practical point of view, with these professional staff, the communication and technical coordination between the township and the upper municipal urban planning management departments and design institutes will be smooth. With the unobstructed expression of the governments' intention, it will greatly improve the efficiency and scientific legitimacy of the urban planning system when it is embedded in the megalopolis, and avoid unnecessary troubles.

Chen Jiyuan, Hu Biliang (2005), *Dangdai Zhongguo de Cunzhuang Jingji yu Cunluo Wenhua* [Present Chinese Rural Economy and Culture], Shanxi Economic Press, Taiyuan

<sup>169</sup> Xiang Biao (2007), *Kuayue Bianjie de Shequ: Beijing Zhejiangcun de Shenghuoshi* [A Community over the Boundary: Zhejiang Village in Beijing], Sdxjoint Publishing Company, Beijing

on behalf of the national guideline to control the scale and development of urbanization.), on the other hand it also aims to satisfy the future sustainable development of urbanization in case the implementation becomes only a blueprint on the wall. Township planning is a tool for the intensive and efficient use of space, and to prevent the spontaneous disorder expansion.<sup>170</sup> It is a tool for the intervention of national power into the long-term autonomous megalopolis settlements.

In a predictable future, the continuous changing urban planning system will be embedded in the megalopolis settlements more and more deeply and produce more influences for the morphological transformation. The megalopolis historic settlements are turning from neighbour-society to stranger-society, from closed to open and pluralistic. The modern urban planning system will take the place of the informal clan committee and the rules and regulations of the village.<sup>171</sup> As a spatial management institution, it has great advantage for transaction cost saving<sup>172</sup>. And it also needs the Urban Historic Conservation Area management in the urban planning system to maintain the traditional view of the megalopolis historic settlements.

#### *The embedment of the urban planning system in the Urban Historic Conservation Area*

It is very difficult to deeply embed an alien urban planning and management system into the process of morphological change of the historic settlements in megalopolis. And it is particularly difficult in the PRD given its powerful folk

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<sup>170</sup> Wang Yucun, Yang Xinhai (2006)

<sup>171</sup> Li Peilin (2007), *Cunzhuang de Zhongjie: Yangchengcun de Gushi [The End of a Village: Story of Yangchengcun]*, The Commercial Press, Beijing

<sup>172</sup> China Urban Statistics Committee (2002), *2001 Zongguo Fazhan Baogao [2001 Chinese Development Report]*, China Statistics Press, Beijing



tradition.<sup>173</sup> This is the biggest issue of the current urban planning and management in the Megalopolis.

For those megalopolis historic settlements that have already been controlled as the Urban Historic Conservation Area, planning management is essential. However, it is necessary to understand that the reason of current morphological problems in the urban Historic Conservation Area is both the abuse of eminent domain<sup>174</sup> and the lack of restrictions in the urban planning system.

At present, in the megalopolis of Chinese developed coastal regions, the dual land system reform and the urban planning system embedment are synchronous.<sup>175</sup> In the traditional dual land system, the effective range of the urban planning system in fact is limited in the state-owned land.<sup>176</sup> It is so deeply rooted that people - even the governments - subconsciously limit the area of urban planning in the state-owned land. The only way for urban

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<sup>173</sup> Luo Yixing (1994), *Ming Qing Foshan Jingjifazhan yu Shehuibianqian [Foshan Economic Development and Social Changes in Ming and Qing Dynasty]*, Guangdong People's Press, Guangzhou

<sup>174</sup> Eminent domain means the government has the power of requisition of private properties for the scope of construction, of traffic roads, sewage treatment plants and other public facilities. Compensation should be given to the expropriated properties.

According to the Constitution, acquisition is a provision for the Eminent domain of the government under the conditions of individual rights. It should aim at public interest. A lot of land use problems in the megalopolis are because the improper Eminent domain during the planned economy system. It makes clear the compensation for the acquisition of collective land and private property, which gives a foundation for the planning system embedded in the megalopolis collective land.

<sup>175</sup> Sun Liping (2003), *Yige Xinde Shehui Zhengzai Xingcheng [The Forming of a New Society]*, Southern Weekend[J], 2003(1.1):pp.2

<sup>176</sup> Pei Xiaolin (2003), *Jiti Tudi Suoyouzhi dui Zhongguo Jingji Zhuangui he Nongcun Gongyehua de Gongxian: Yige Ziyuan Peizhi Moxing de Jieshuo [Contribution From the Collective Land Ownership to the Chinese Economic Transition and Rural Urbanization]*, China Rural Study[C], 2003(1):pp.218-250

construction outside the state-owned land in the magalopolis is to expropriate collective land.<sup>177</sup>

Even more, through the expropriation of return compensated land, the abandonment of planning management, the indulgence towards high density and high intensity construction in the preserved collective land, operators deny the existence of restrictions in the urban planning system and imply that there is no need of planning and management for private property (if one takes the collective land rights as private property).<sup>178</sup>

The embedment of the urban planning system should take care of both sides. First, to perfect the acquisition system and the related compensation system under the legal framework of Constitution, limit the eminent domain inside the public interest. Second, to establish a normative converting system for the changes from collective land to state-owned urban construction land and to protect the right of the property owners in the megalopolis.<sup>179</sup>

#### *The influence of the road and bridge system*

After the reform and opening up, the water network area in PRD was facing the bottleneck of transportation. The spread of industrialization called for a higher-level road system. The reason of the establishment of the road and bridge charge system is because of the lack of financial investment and giant demand of traffic need. From the beginning of the 1980s, the construction of several charged roads and bridges in the main state roads in PRD (State Road

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<sup>177</sup> Li Meng, Zhou Feizhou, Li Kang (2003), *Danwei: Zhiduhua Zuzhi de Neibu Jizhi [Danwei: Interior Mechanism of Institutionalized Organization]*, China Sociology[J], 2003(2):pp.135-167

<sup>178</sup> Cheng Yuan (2003), *Chengshi Yunying de Shangyehua Queshi [Shortage in the Marketization of Urban Operation]*, Economic Observation[N], 2003(11.10):A35

<sup>179</sup> Dang Guoying (2003), *Tudi Jichashouyi Ruhe Fenpei: Nongcun Tudi Wenti Xilietan 3 [Distialtion of Land differential income: Rural Land System 3]*, 21 Century Economic Report[J], 2003(12):pp.3

no.105, no.107, no.325) changed the original public goods to semi-public goods for the pay-users.<sup>180</sup>

The road and bridge charge system improves the traffic conditions and promotes industrialization in megalopolis. The constructions of new roads and bridges also speed up the change from water-dependence to road-dependence of the megalopolis historic settlements. Although the location of the toll stations are set from the management and project point of view, once it is set up, it will be an important factor that will affect the morphological transformation of the nearby megalopolis. The toll stations become a mutated point of the land price gradient from the urban centre to the megalopolis.<sup>181</sup> Some of them bring out gas station, parking lot and other facilities. Some of them block the development of the megalopolis settlements and create an imbalance of the development on the two sides of the stations. For the management and the cost consideration, the road and bridge charge system requires as few exits as possible. The other interchanges connecting to the high way should also be well designed according to the location of the toll stations. This brings the concentration of the exits within limited numbers in the megalopolis. In addition, because of the different investment channels, the tolls for different roads are different, which makes the difficulties to balance the traffic flow between toll roads and non-toll roads. Both of them bring out the development and morphological differences in the megalopolis.

After 2000, the implementation of the urban annual-toll system brings a new change for the road and bridge charge system.<sup>182</sup> Many toll stations are cancelled because of the administrative combination and the expiration of the

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<sup>180</sup> Sun Liping (2005), *Chengshihua de Qianye [Eve of Urbanization]*, Economic Observation[N], 2005(7.22):C3

<sup>181</sup> Sun Liping (2005), *Chengshi de Rongna Nengli you Duoda [How Big is the Urban Acceptance Capacity]*, Economic Observation[N], 2005(7.29):C2

<sup>182</sup> Sun Liping (2006), *Xin Eryuan Jiegou Zhengzai Chuxian [Appearance of the New Dualistic Structure]*, Economic Observation[N], 2006(6.3):C2

road charge. This change essentially re-strengthens the public goods nature of the road and bridge, and is closer to the imposition on the urban car owners. For the megalopolis settlements, the tendency is conducive to strengthen the ties between urban center and the megalopolis and helps the diffusion of the central residential function to the megalopolis.

### *The rental housing and the commercial residential housing*

The impacts of the urban housing system on the morphology of the megalopolis historic settlement are in the following two aspects.

The reform of the township enterprises is started with a relatively market-oriented housing system, generally without self-built housing distribution.<sup>183</sup> Because the first absorbed labors are mainly local villagers (part time workers and farmers) who have their own houses.<sup>184</sup> With the enlargement of the enterprises and the hire of large number of immigrant workers, rental housing, as well as dormitories becomes more and more common. The private house in the megalopolis gradually turns into a main source of income for the house owner (the village-holder).<sup>185</sup> New private houses fit the requirement of renting and even some of them are specifically designed for the rental market. These "similar" rental residential apartments combined with the homestead policy shape the typical morphology of the megalopolis, especially in the ones that are controlled as Urban Historic Conservation Area.<sup>186</sup>

In the meantime, in some of the megalopolis a high-level of urbanization appears because of the commercial residential housing projects from late

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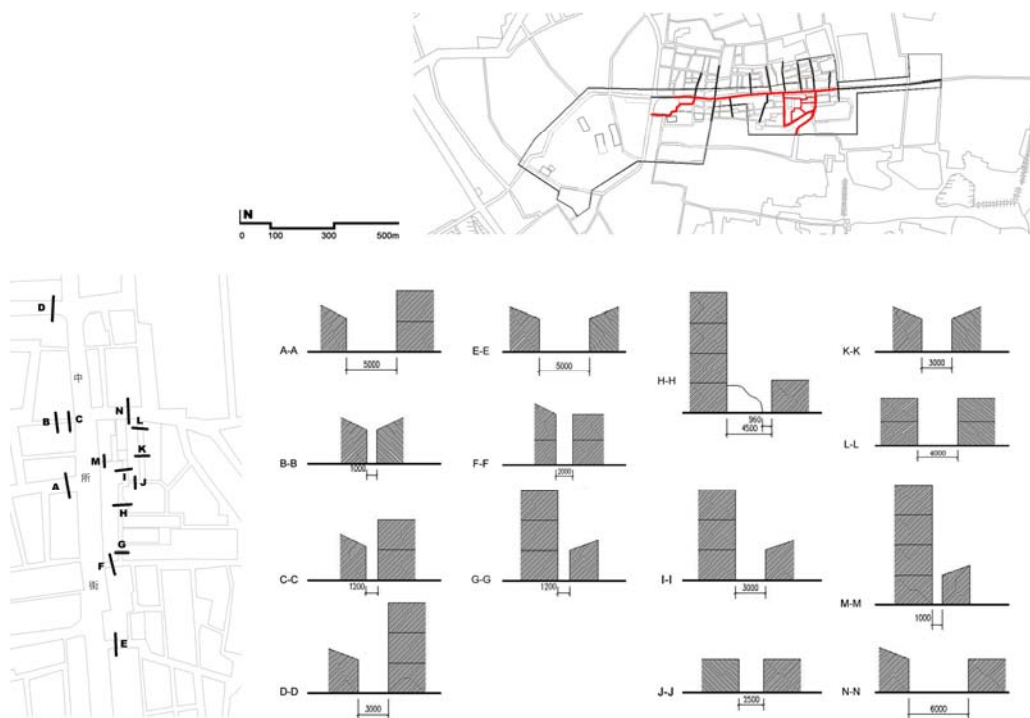
<sup>183</sup> Regional Urbanization Research Team (2008), *Zhujiang Sanjiaozhou Chengshihua Yanjiu [Urbanization in the PRD]*, Guangdong Economics[J], 2008(6):pp.23

<sup>184</sup> Sun Liping (2006), *Chengxiang Eryuan Jiegou Jiujiing Yiweizhe Shenmo [What is the reality of Dualistic Urban-Rural Structure]*, Economic Observation[N], 2006(6.10):D2

<sup>185</sup> Mou Xiang (2002), *Zhujiangsanjiaozhou Dushi Wailai Sangong Yanjiu: Yi Guangzhou, Dongguan he Shunde weili [Migrant Off-farm workers in PRD: Case Study in Guangzhou, Dongguan and Shunde]*, Urban Issue[J], 2002(6):pp.44

<sup>186</sup> Gu Chaolin(2003), *Chengshihua de Guoji Yanjiu [International Study of Urbanization]*, Urban Planning[J], 2003(Vol 27.6):pp.19-24

1990s.<sup>187</sup> After the commercialization of urban housing, residential housing are no longer constructed and distributed by the working unit. They are real estate projects and built far from the working place. In the economic developed PRD, the suburbanization of residential housing has already begun. The real estate located in the megalopolis takes full advantage of the cheap land price and institution. After more than ten years of development, the scale of the suburban commercial residential housing is quite considerable, occupy 77% of the total amount.<sup>188</sup> Now it is necessary to adjust the relations between them and the megalopolis historic settlements.



*the insertion of new buildings into the megalopolis historic settlements. the case of Jieshi Town<sup>189</sup>*

<sup>187</sup> Sun Liping (2003), *Litu Bu Lixiang de Wutuobang [Utopia: Leaving Land? Leaving Context?]*, Economic Observation[N], 2003(6.23):B4

<sup>188</sup> *2008 Guangdong Tongji Nianjian [2008 Guangdong Statistics Yearbook]*, China Statistics Press, Beijing

<sup>189</sup> Jieshi Historic Town Conservation Planning (2005)

### *Socio-economic development*

In the ten years since 2000, urban construction occupies a large amount of collective land in the megalopolis. With the expropriation of all the farmland in the megalopolis, in fact there are no longer any professional peasants.<sup>190</sup>

The megalopolis is gradually surrounded by the urban construction area and the location of the megalopolis historic settlements is gradually centralized. The expensive land prices force the second industry to move out. The vacated space is quickly occupied by the tertiary services that have more capacity of payment.<sup>191</sup> Because originally the megalopolis historic settlements are built for living, renting houses becomes the most profitable service of income for the villagers.

With this rentalization, the migrant populations flood into the megalopolis historic settlements. The social structure changes completely. The village-hold villagers become the minority and live with the services they offer to the new residents. They still keep their identity as a member in the collective economic organization but no longer need to attend the collective works. Many of them choose to leave the original homes because of their environmental deterioration. They purchase commercial houses in the cities and occasionally go back to take care of their own property.<sup>192</sup>

Inside the megalopolis historic settlements, social disorder becomes a serious problem. It is full of illegal prostitution, gambling, drug dealing, counterfeit

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<sup>190</sup> In 1995, there was only 1 farmer left in Shadong Village in Guangzhou.

Sang Dongsheng (2006), *Zhujiangsanjiaozhou Diqu Xiangcun-Chengshi Zhuanxingyanjiu [Urban-Rural Transition in the PRD]*, Urban Planning Forum[J], 2006(4):pp.18-22,29

<sup>191</sup> Guo Rongchao (2002), *Bianyuan Xiaoying yu Chengzhenfazhan Kongjianzuhe Yanjiu [Urban Effectation and Urban Spatial Assembling]*, Urban Planning Forum[J], 2002(4):pp.34-37

<sup>192</sup> Zheng Lipeng, Guoxiang (2002), *Guangzhou Julongcun Mingjuqun Baohu yu Liyong Yanjiu [Vernacular Houses Conservation and Renovation in Guangzhou Julong Village]*, South China University of Technology Architectural Academic Series[C], China Architecture and Building Press, Beijing, pp.169-172

making and trafficking, mafia, etc.<sup>193</sup> The dark and winding alleys are the hotbed of the thievery, robbery, and all kinds of violent crime. They are also a big hidden danger for fire controlling. Because of the lack of consummated public facilities, there is severe sewage and garbage pollution, poor noisy environment.

Since the expropriation of the land, in the megalopolis historic settlements, a group of mid age and young generation who has no work, no farmland, no business and no educational background emerge. They live with the rent from the migrant works and the sharing profits from the collective economic organizations that produce value by the immigrant workers. They have nothing to do all day long while the others are hard working, which creates a weird phenomenon in the megalopolis historic settlements.

The megalopolis historic settlements at this time include the areas that still keep traditional tangible and intangible heritages and the areas that represent a certain kind of historic value of the urbanization. The qualified ones fit the legal definition of the Urban Historic Conservation Area. The level of the protection is higher than the single Relic Unit but lower than the Historic City. Similarly to the Historic City, the management of the Urban Historic Conservation Area can't be a simple transformation into a museum like in the case of some special Relic Units. The area is the platform of public life.

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<sup>193</sup> Liu Hui (2005), *Zhusanjiao Chengshi Bianyuan Chuantong Juluo de Chengshihua Yanjin Yanjiu [The Urbanization of Urban Fringe Historic Settlements on the Pearl River Delta]*, PhD Thesis[D], South China University of Technology, Guangzhou:pp.66-70





#### **4 The critical issues in the Urban Historic Conservation Area**

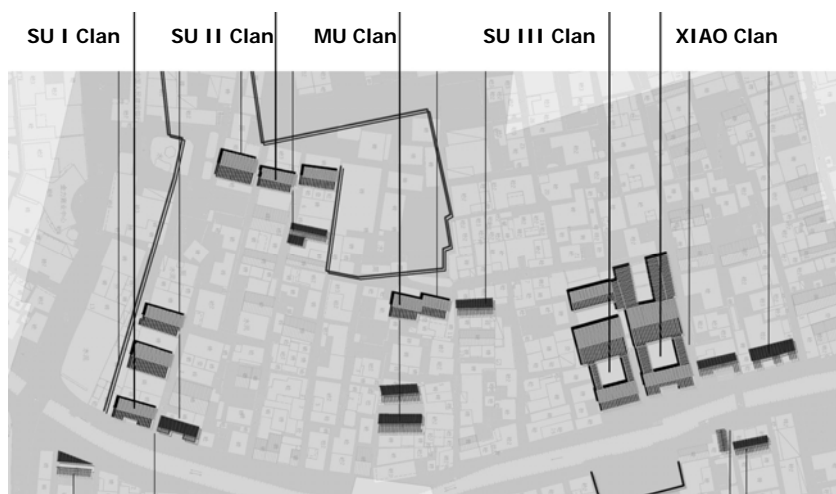
According to the Law on protection of cultural relic, the Law on urban and rural planning, and the Regulation on protection of Historic City, Historic Town and Historic Village, a region in the megalopolis having a certain size, with abundant historic and modern heritages, which represents a historic period or local characteristics, will be controlled as Urban Historic Conservation Area. The Urban Historic Conservation Area is brought into the legal management of the specific conservation and innovation planning attached to the urban comprehensive planning in the urban planning system.

The following part will analyse the micro-morphology of the Urban Historic Conservation Area in the megalopolis and shows the influence of the institutional change on the morphological transformation. The old and new morphological elements in the Urban Historic Conservation Area have an economic and systemic rationality. Consequently the institutional analysis may reveal the essence of the evolution more than the traditional morphological method.

## 4.1 The traditional characters

### 4.1.1 The clans

The relations between the megalopolis historic settlements in the PRD and the clans were very close. Differently from the other places, the clans in the PRD were not only one part of the village, but sometimes overlapped the entire village. With the support of the central government, the clans were the biggest and powerful authority to solve the problems among the clan members.



*ancestral halls of the big clans in a megalopolis historic settlement*<sup>194</sup>

As a united body, the clan had a rice workshop, an ancestral hall, a piece of farmland which belonged to the clan for the financial support of the ancestor worship ceremony, a grave for the first ancestor who created the family foundation, etc. All the members in the clan would participate in the important ceremonies. The financial resources for the public activities were raised from each member (or family). They would also be used as educational funds for the clan members. They were the biggest unit at the folk level.<sup>195</sup>

Today, the power of the clans is no longer as big as before. But somehow, they still can influence the daily life, and sometimes, they still have the authority to

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<sup>194</sup> Bijiang Historic Settlements Renovation Research (2003)

<sup>195</sup> Maurice Freedman (2000), *Zhongguo Dongnan de Zongzu Zuzhi [Lineage Organization in Southeastern China]*, Shanghai People's Press, Shanghai:pp.50-145

make the final decision for some important constructions and ceremonies. To keep the traditional customs in the Urban Historic Conservation Area, it is necessary to understand and emphasize the roles of the existing clans.



*worship in the ancestral hall of Liang Clan for the 1000 years history of the establishment of the village in Foshan (2002)*

#### 4.1.2 The traditional spatial patterns

One of the key standards of the Urban Historic Conservation Areas is how much they keep the the traditional morphology of before the urbanization.

Those ones embedded in the traditional suburban area have mostly a comb-type layout, while the ones in the traditional sand farmland have usually a linear strip-type layout.<sup>196</sup> The different morphology is the result of the different farmland system.

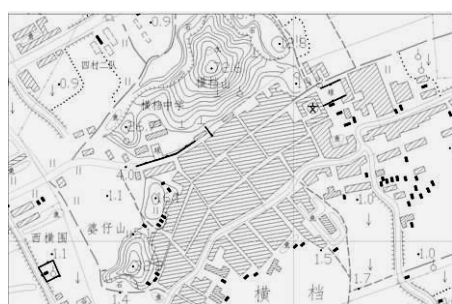
The typical megalopolis historic settlements in the normal farmland in the PRD were like a landscape picture. The rice fields with different sizes located in between the low hills and rivers; among the farmlands there were large areas of fish ponds; the villages always had big banyan trees at the entrance; buildings were with black tile roofs and blue-green brick walls; several temples and the ancestral halls were in the best and most important places in the village.<sup>197</sup>

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<sup>196</sup> Foshan Chorography Committee (1990), *Foshan Shihua [Foshan History]*, Sun Yat-sen University Press, Guangzhou

<sup>197</sup> Shunde Chorography Committee (1993), *Shunde Xian Zhi [Shunde County Chorography]*, Sun Yat-sen University Press, Guangzhou

The megalopolis historic settlements here usually faced south, near the farmlands, with sufficient water. In front there was a pond, semi-circular or an irregular rectangle. The area of the water was around 1 to 2 hectares, connected to the nearby creeks. The multi functional pond was used for reservoir, pisciculture, irrigation, drainage, as well as flood control, fire proofing and Fengshui adjustment. Beside the pond, in front of the buildings, there was a square space used as a field for drying crops, public assemblies and main horizontal traffics. All the vertical alleys were perpendicular to the square, 1 to 2 meters wide.<sup>198</sup> The public ancestral halls were in the first line, facing the square. In between two alleys, there were two houses, with the entrance door facing the alley. Thus the shape of the master plan looked like a comb.



*the comb-type layout settlement*<sup>199</sup>

Because the residents were far more than the quantity of the farmland, the comb-style settlements were quite intensive. The layout of the residential houses was very regular and high density. Except the pond and the square, there were almost no other open spaces. The south-north distance of the houses was only 0.5-1 meters while the east-west distance was just the width of

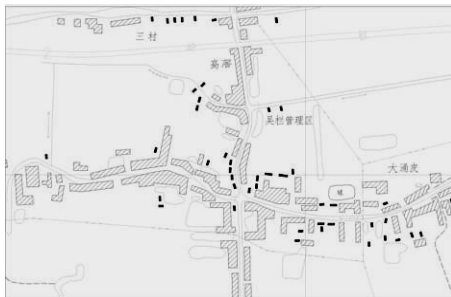
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<sup>198</sup> Wang Jian (2007), *Guangfu Minxi Mingjv Jianzhu yu Wenhua Yanjiu [Vernacular Architecture and Culture in Canton Area]*, PhD Thesis[D], South China University of Technology, Guangzhou

<sup>199</sup> The aero map is from Foshan Historic City Conservation Planning (2004.11)

the alleys. The density was around 40% to 50%. The FAR was around 0.4 to 0.5 as the traditional houses were usually single story high.<sup>200</sup>

The morphology of the megalopolis historic settlements in the sand farmland was very different with those ones in the normal farmland. The typical landscape was made of scattered houses built linearly along the dykes in the endless green land. The villages had no ancestral halls or temples but had an advanced water traffic system and draining-irrigation system. To reach the traffic and water supply conveniently, they were normally spreaded along the creeks and dykes. The ownership of the land was monopolized by the rich families that lived in the normal farmland area and the real cultivators were the poor original fishermen who lost their living places because of the expansion of the sand farmland.<sup>201</sup> Due to the short time of the large scale reclamation, the size was relatively smaller, the quantity and the quality were lower.



*the linear strip-type layout settlement*<sup>202</sup>

Generally, the existing traditional morphological characters of the Urban Historic Conservation Areas depended on the intensive agriculture with collective tendency. The linear strip-type layout settlements were related with the proper

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<sup>200</sup> Shunde Toponym Committee (1990), *Shunde Diming Zhi [Shunde Toponym]*, Guangdong People's Press, Guangzhou

<sup>201</sup> Wu Jin (1988), *Zhongguo Chengshi Xingtai: Leixing, Tezheng jiqi Yanbian Guilv de Yanjiu [Chinese Urban Morphology: Typology, Character and Evolutional Discipline]*, PhD Thesis[D], Nanjing University, Nanjing

<sup>202</sup> The aero map is from Foshan Historic City Conservation Planning (2004.11)

location and spontaneous character while the comb-type settlements were influenced by mandatory factors as well as the dominant historic conditions of the self-consciousness and self-tendency from the constructors.<sup>203</sup>

## 4.2 The evolution of the urban elements

### 4.2.1 The water system

The location of the megalopolis historic settlements in the PRD was close to the rivers and hills. Creeks and water ponds were important components of the morphology. The residents of the megalopolis historic settlements preferred to choose small creeks several meters wide but not main rivers. This was because the construction scale and tectonic methods were limited. The choice to locate close small-scale water systems would gain an advantage of sufficient water resources and avoid the problems of building big dams and dykes for flood control. It also achieved a proper micro water system and climate environment for the small ships that needed quiet water ways and not large and windy water surfaces. In the meantime, the distribution of the megalopolis historic settlements cooresponded to the smallest service radius that was necessary to the residential area and the farmland.<sup>204</sup> Big rivers would increase the traffic distance and make the cultivation complicated and uneconomical.

Inland river transportation was the main way in the history of the PRD.<sup>205</sup> The creeks beside of the megalopolis historic settlements were the capillaries in this vast transportation network. The production and commercial activities

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<sup>203</sup> Some of the megalopolis historic settlements in the normal farmland are also linear shape. They probably fit to the geographical and cultivated conditions or fit to the developing commercial activities along liner traffic ways.

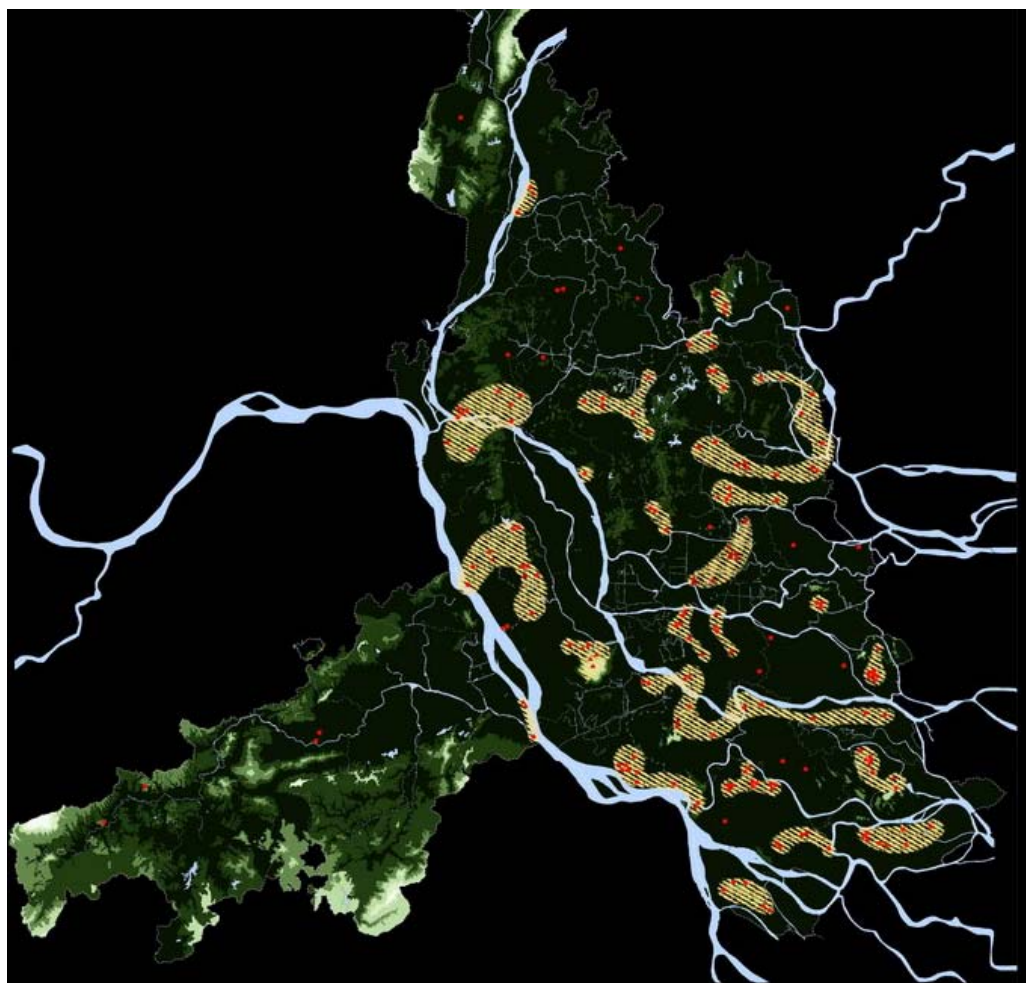
<sup>204</sup> Long Shaoqiu (1997), *Guangzhoushi Bianyuanqu Xiaochengzhen Kechixu Fazhan Wenti Tanta*o [Sustainable Development of Small Cities and Towns in Urban Fringe in Guangzhou], Master Thesis[D], Sun Yat-sen University, Guangzhou

<sup>205</sup> Xu Haohao (2006), *Foshan Chengshi Jiexiang Bianqian de Yanjiu, 1447-1930* [Study on the Transition of Streets and Alleys in Foshan, 1447-1990], Master Thesis[D], South China University of Technology, Guangzhou





The result of urbanization in the megalopolis of the PRD, is that the water surface is shrinking and the water system is disappearing. The delta was traditionally a water region, like a dense weaved water network. It changed from 1980, when the water-based transportation gradually shifted to road transportation.



*the existing megalopolis historic settlements along the water road in Foshan<sup>206</sup>*

In the last thirty years, the need for the streams diminished. Tap water became the source of drinkable water. It replaced the creeks and turned it to drainage channels. Road construction inevitably changed and blocked the original natural water system. Vehicles and motorcycles were growing popular in the

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<sup>206</sup> Foshan Water System Comprehensive Planning (2009.3)



megalopolis. The original alley system for pedestrians appeared to be inadequate. The road bridges limited the height of boats and limited the accessibility to the creeks. Modern agriculture uses pesticides and fertilizers widely. After 1980, without the restriction of the laws and regulations, the township enterprises discharged industrial sewage directly into the creeks, and completely changed the original creek ecosystems.<sup>207</sup> The polluted water exceeded the self-purification ability of the creeks. It created a serious deterioration and eutrophication of the creeks.



*the deteriorated water system in Guangzhou and Foshan*

With the transformation from water to road, the change from streams to roads became a logical choice. Compared with the demolitions of buildings, filling in or covering streams costed relatively less.<sup>208</sup> The shortage of construction land makes the covering of the water system and the changing from natural creek to a closed sewer profitable. As a consequence of the continuous ideological education in the recent decades, the influence of the traditional Fengshui culture

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<sup>207</sup> Pearl River Water Resources Committee (1990), *Zhujiang Shuili Jianshi [History of Pearl River Water Resources]*, China Water Resources and Electric Power Press, Beijing

<sup>208</sup> Su Zequm (1999), *Nongcun Chengshihua de Kechixufazhan: Jiyu Zhujiangsanzhazhou de Lilun yu Shizhengyanjiu [Sustainable Development of Rural Urbanization: Theory and Demonstration in PRD]*, PhD Thesis[D], South China Agricultural University, Guangzhou

on the behavior of the younger generation gradually weakened.<sup>209</sup> The ideological and conceptual barriers against the covering the creeks fell. The external and internal factors work together and produce the disappearance of the creeks in the megalopolis historic settlements.

Although the guidelines of the Urban Historic Conservation Area suggest that the water bodies remain open, from an environmental and health management point of view, it is not advisable to keep the now polluted creeks open. It is necessary to renovate the water system as a part of the entire environmental project.

The key points of the renovation are flood control and bank construction, small scale controlled water systems and micro environments. With the improvement of water quality by establishing new sewage treatment plants, tourism is booming. It becomes a very important issue in the management of the Urban Historic Conservation Area. Recently, governments start specific water system planning in the PRD to supply the urban planning system. It suggests to clean the water and renovate the original concrete banks, recover the public activities along and in the water. The renovation in Fen River successfully brings back the traditional festival, offers open spaces for daily life. It makes a good example for the Urban Historic Conservation Area in the PRD to create a new South China Water Village.



*the renovated water system and the dragon boat festival today in Fen River, Foshan*

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<sup>209</sup> Guo Xiang (2001), *Guangzhou Zhucun Renjv Huangjin Diaochabaogao [Investigation Report of Living Environmnet in Guangzhou Zhu Village]*, Master Thesis[D], South China University of Technology, Guangzhou

#### 4.2.2 The road system

The megalopolis historic settlements were also influenced by the changes of the external transformation. Some settlements were booming recently because they were close to and relied on the new transit highways.<sup>210</sup>

Development along the transit highways, such as the establishment of industrial zones and the commercial wholesale markets, makes the megalopolis historic settlements to enjoy the benefit of this improvement without any cost. It brings business opportunities for the megalopolis historic settlements, but in the meantime, reduces traffic capacity of the transit highway, makes the development dispersed and the roads themselves local, degraded and eventually relocated or re-crossed.

With the completion of the new transportation system in the PRD, most of the original important ferries and megalopolis historic settlements close to water have been marginalized.<sup>211</sup> But to be away from the main axis of the development gives a good chance to megalopolis historic settlements to think and act slowly facing the management of the Urban Historic Conservation Area. And the thorough enclosure of the settlements by the urban roads creates an ultimate boundary for the expansion, which is also adopted and encouraged by the urban planning system.

#### 4.2.3 The public spaces

##### *The public open spaces*

The traditional public open space in the megalopolis historic settlement is of a smaller scale, with many functions. Except for public assemblies and recreation, it is also used for drying crops and other productive activities. The control of the clan restrained the generation of the public open space. Besides, the farmlands,

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<sup>210</sup> Wu Qingzhou (2000), *Zhongguo Gucheng Fanghong de Lishijingyan yu Jiejian [Chinese Historic City Flood Control Experience]*, Urban Planning[J], 2000(4,5)

<sup>211</sup> Qiu Youliang, Chen Tian (1999), *Wailai Renkou Jvjiqiu Tudi Liyong Tezheng yu Xingcheng Jizhi Yanjiu: yi Beijing weili [Land Use Character and Forming Mechanism in Migrants Agglomerations: Case Study of Beijing]*, Urban Planning[J], 1999(Vol 23.4)

hills and creeks around the megalopolis historic settlements created an external green open space that replaced the needs of the internal open space.



*left: A traditional public space for worship among clan members in Jieshi Town  
right: A traditional public space under the banyan trees in the entrance of the megalopolis historic settlements in Foshan*

From 1949, for a very long time, the primary role of the public open space was to conduct political rallies. After 1980, since the evolution of urbanization, such political gatherings were disappearing. The control from the clans had also weakened. The functions of the traditional open space were declining. In the initial stage of industrialization in the megalopolis, the lack of the industrial sites promoted constructions on the original open spaces. At the beginning they were temporary markets or factories, then they were gradually transformed into permanent buildings.<sup>212</sup>

Along with urbanization, the social structure of the megalopolis historic settlements has undergone profound changes. The expansion of the area, the increase of the migrant population and the variety of the social configuration require an increase of diversified open spaces. The urban planning system of the Urban Historic Conservation Area also emphasizes the quantity and quality of the public open space, takes it as an important guideline to evaluate the level of the management.

Since the reconstruction of the public open space is on one hand done under a top-down pressure, and on the others villagers desire to make the public space a

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<sup>212</sup> Gao Gang (2003), *Danweihua Cunluo yu Cunluo Chengshihua de Bianqian: Yi Fenshuicun wei Gean de Yanjiu [Village Unit and Urbanization: Case Study of Fenshui Village]*, <http://www.ccrs.org.cn>[EB/OL], 2003(10.3)

positive image of urbanization, the new open space poses serious issues, which are labeled as "City Beautiful Movement". In many of the big cities, new green land and squares are only considered by their quantity. Most of them have inappropriate large scale, without any harmony with historic settlements and area. Luxurious decoration materials and high-tech equipment are extensively used. But at this stage they do not correspond to the kind of population and have been repeatedly damaged. Blind introduction of the concepts of international city design causes a general lack of linkage with the local context.<sup>213</sup> The new public open space doesn't become the promotion for communication between local people and migrated people, and between different ethnic groups. Some parks also display warnings of "No permission for Outsiders" to exclude the non-native population, while some others are completely occupied by immigrants.<sup>214</sup> These cases clearly show the public open space is still insufficient to meet all needs. On the other hand, they show the possibility of improving design, with better quality, diversity and concern for users, with more emphasis on local historic context. Public open space in the Urban Historic Conservation Area should be a place for promoting social integration and social harmony.

### *The market*

The commercialization of agricultural production in the PRD has traditionally a high level. Since the end of 19th century, a comprehensive market system has been established. In history, many of the megalopolis historic settlements were an extensive market-fair system.

However, because of the agricultural collectivization and planned economy, the function of market-fairs was lost.<sup>215</sup> The main production and living resources

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<sup>213</sup> Tianxin Zhang, Andre Sorensen (2002), *Design Methodology for Enhancing Continuity of Natural Open Space In Urban Fringe Areas*, Urban Planning Overseas[J], 2002(4):pp.17-20

<sup>214</sup> Liuhui (2005):pp.85

<sup>215</sup> Wang Xiaoyi (2000), *Guojia, Shichang yu Cunzhuang: Dui Cunzhuang Jiti Jingji de Yizhong Jieshi [State, Market and Village: Interpretation of Rural Collective Economics]*,

were exclusively provided through Supply and Marketing Cooperatives.<sup>216</sup> Agricultural products had to be purchased and marketed uniformly. The function of market-fairs as non-staple food and commodities trading places was constantly shrinking<sup>217</sup>.

After the industrialization of the megalopolis historic settlements in the PRD, the original position of agricultural industry continues to decline, while the specialized commercialization of the agricultural production increases. With the end of the uniform purchase and marketing policy, all kinds of agricultural products are allocated in the market. This produces the most common and largest public facility, the market, for the megalopolis historic settlements.

The earlier market was open and simple. During the 1990s, the scale of the market enlarged.<sup>218</sup> In the last 10 years, the market place becomes not only an agricultural market but a comprehensive public facility including restaurants, commodity trading, post and telecom services.<sup>219</sup> Some of them are built permanently beside the megalopolis historic settlements. The square in front of the market replaces the social structural core of the square in front of the ancestral hall.

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Dabiange zhong de Xiangtu Zhongguo [Great Changes in Rural China], Social Science Academic Press, Beijing

<sup>216</sup> See 3.2, the People's Commune.

<sup>217</sup> Many historic settlements known as famous market-fairs, such as Chen Village (Foshan Shunde) and Shilong Village (Dongguan) were losing their status in the last century.

<sup>218</sup> Liu Shiding (2003), *Zhanyou, Renzhi yu Renjiguanxi: Dui Zhongguo Xiangcunzhidu Bianqian de Jingjishexue Fenxi [Economic Social Analysis of the Chinese Rural System Transition]*, Huaxia Publishing House, Beijing

<sup>219</sup> Chen Guidi, Chun Tao (2006), *Zhongguo Nongmin Diaocha [Chinese Peasants Investigation]*, People's Literature Press, Beijing



*the new market in Panyu Nancun, Guangzhou*<sup>220</sup>

### *The educational spaces*

The traditional educational system includes private school and ancestral college. The latter one in fact is carried on inside the ancestral halls.

Thanks to diffusion of a modern educational system, modern schools take gradually place of private schools and ancestral colleges. But at the beginning, the changes in the educational system did not corresponding to morphological changes. Space is taken from ancestral colleges to start the new schools.<sup>221</sup> This makes the primary functional change of the ancestral halls. After the decline of clans, they were no longer community and ceremony places.

The specialization of the educational space went along with the process of urbanization in the megalopolis. The schools followed two ways of construction, original site extension or off-site reconstruction.<sup>222</sup> The campus and the playground became the largest public open spaces in the megalopolis historic settlements.

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<sup>220</sup> Xu Haohao (2003), *Renew Research of Panyu Yuyinshanfang*, Panyu Tourism Bureau, Guangzhou

<sup>221</sup> Xiang Biao (2002), *Taobi, Lianhe yu Biaoda: Beijing Zhejiangcun de Gushi [Escape, Unite and Express: Story of Zhejiang Village in Beijing]*, China Sociology[C], 2002(Vol 1):pp.251-282

<sup>222</sup> Wu Xiao (2001), *Chengshihuazhong de Nongcun Shequ: Liudong Renkou Jvjvqu de Xiangzhuang yu Zhenghe Yanjiu [Rural Community in Town: Study of Floating Population Agglomerations]*, Urban Planning[J], 2001(Vol 25.12):pp.25-41



The rules of the Urban Historic Conservation Area followed the guidelines of the urban planning system. Recently there is the new challenge posed by the kindergartens, primary and middle schools for the children of the floating population in the megalopolis. They are private schools, use the empty classrooms inside the ancestral hall when the normal schools move out.<sup>223</sup> The conditions of the schools are roughly simple but relatively inexpensive to satisfy the economic capacity of the migrant population. Although the situation is temporary, the co-existence of these two kinds of educational facilities is an interesting addition to public open spaces for the present dualistic social structure in the Urban Historic Conservation Area in the megalopolis. Possibly in the future, after the implementation of the coordinated compulsory education system introduced by the central authority, the normal schools in the megalopolis will be responsible for floating children. It will help to make available the ancestral halls for other public purposes.



*schools inside and beside the ancestral halls*

#### 4.2.4 Land use

##### *The renovation of the traditional houses*

Before the economic reform, central government pushed as a priority the policy in favor of heavy industry. The policy encouraged the indefinite free use of the urban land, led to the result that the differential land value in the megalopolis

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<sup>223</sup> Wu Xiao (2003), *Bianyuan Shequ Tansuo: Woguo Liudong Renkou Jvjvqu de Xiangzhuan Tezheng Touxu [Fringe Community: Analysis of Chinese Floating Population Agglomerations]*, Urban Planning[J], 2003(Vol 27.7):pp.40-45



could not be reflected in the market. Many isolated industrial plants were built far away from the urban area according to national plans. The urban expansion did not follow the market rules and develop first in the megalopolis. Somehow, the megalopolis was able to maintain stability for a long time and kept a lot of traditional perspectives because of this certain degree of counter-urbanization. While the urban-rural dualistic mechanism was simple, under the condition of pure investment from the government, the transferring between the urban and rural areas was rigid, complete and thorough.<sup>224</sup>

In the last thirty years, the unique path of urbanization in the megalopolis historic settlements in the PRD took place in a specific transitional legal and institutional system. The dualistic urban-rural mechanism, the resource allocation, the pattern of social interests, the personal and collective experience all influenced the land use in the megalopolis historic settlements profoundly. As a consequence institutional transition has the character of Path Dependence,<sup>225</sup> the choices made in the past strongly affected the possibilities of present decisions. Temporization was much easier than creation.

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<sup>224</sup> Li Lixun (2001), *Guangzhoushi Chengzhongcun Xingcheng ji Gaizao Jizhiyanjiu [Formation and Renovation System of Urban Villages in Guangzhou]*, PhD Thesis[D], Sun Yat-sen University, Guangzhou

<sup>225</sup> Path dependence refers to a self-reinforcing mechanism that exists in the institutional evolution. It will continuously self-reinforce in the future development once the evolution begins to follow a specific path. In short, a previous choice influences the one made at present.

Once the Path Dependence is formed, institutional system may enter a virtuous cycle and be rapidly optimized (North path dependence I). On the contrary, it also may make mistakes and be locked in an ineffective state (North path dependence II). The negative cycle leads to a very difficult situation for making future choices because the inner reason of path dependence is interest. A particular institution will bring a certain kind of vested interest group that depends very much from the existing system, strives eagerly to secure it and counteracts the innovation even if the newer system is more efficient.

The policy of "land return for compensation" in the 1990s created massive built up volumes in the megalopolis historic settlements.<sup>226</sup> The interests lying behind related to prefecture level, county level and township level governments, also to village committees, village corporations, villagers, as well as to the external investment organizations and individuals. All of them composed a huge vested interest group.

The existing huge rental market from the renovation of the old houses was the main economic income of the Village Register owners. Although both the authorities and the villagers had already realized the drawbacks of fully dependence on rental market and the deterioration of the environment, a compulsory renovation would not help to recover of a large number of sunk costs. When individuals made a rational choice, they only concerned with their own interest, which was to renovate higher buildings for exchanging more rents. The overlapping of rational choices turned into an integrated inability to act rationally.

Through the relationship between moments of building rush and related policies, it is easy to find a lot of stimulation behind the renovation policies in the megalopolis historic settlements. Land values were continuously rising while the implementation of policies was nail-biting. The retreatment of policies without a bottom-line only produced more vested interests. Early urbanization and the gigantic institutional inertia in the megalopolis historic settlements had rapidly increased built up volumes through the game between government and villagers (or village collective economic organizations). It generated the activities of building in a rush and solidifies the rigidity of vested interest, which in turn reduced the opportunity of future choices.

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<sup>226</sup> Zhang Jianming (1998), *Guangzhou Dushicunzhuang Xingchengyanbian Jizhifenxi: yi Tianhequ, Haizhuqu weili* [Evolutional Mechanism Analysis of Urban Village in Guangzhou: Case Study of Tianhe and Haizhu District], PhD Thesis[D], Sun Yat-sen University, Guangzhou

The game between government and villagers took place in the last 20-30 years. Both of them had learned a lot from that.<sup>227</sup> The moral hazard from the progressive retreatment of government made the villagers realize that the government would make concessions without a bottom line. As long as the building activities exist, the laws were not implemented to punish the majority.<sup>228</sup> Thus eventually produced a path dependence of "illegally rush-build - ratify a fait accompli - more rush-build - continuous ratification".

The current policy recognizes the legitimacy of the existing illegal construction in the Urban Historic Conservation Area. The symbolic compensation for exchanging a legal property creates a land value sharing mechanism.<sup>229</sup>

#### *The commercial housing market*

With the new standard of the urban planning control in the Urban Historic Conservation Area, the reform of land use gives birth to the commercial housing market. With the industrialization, a large number of migrant workers and the technical and managerial personnel of the enterprises choose to live in the megalopolis historic settlements. These non-native residents have a different residential housing demand.

The first heterogeneity in the megalopolis historic settlement is housing made with collective funds. Blocks are of 2-3 buildings to 10 buildings. The earlier ones

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<sup>227</sup> Wu Liangyong (2008), *Fada Diqu Chengshihua Jinchengzhong Jianzhu Huanjing de Baohu yu Fazhan [Conservation and Development of the Architectural Environment in the Urbanization of the Developed Region]*, China Architecture and Building Press, Beijing

<sup>228</sup> Yan Guo (2004), *Zhujiangsanjiaozhou Jianzhu Ershinian 1979-1999 [Architectural History in the PRD 1979-1999]*, PhD Thesis[D], South China University of Technology, Guangzhou

<sup>229</sup> Pu Jun (2006), *Zhujiangsanjiaozhou Tudiliyong Yanbian yu Chengzhen Kongjianfenxi Yanjiu [Land Use Evolution and Spatial Analysis in PRD]*, PhD Thesis[D], Sun Yat-sen University, GuangzhouS

are 3-4 stories while the last ones are 5-7 floors high.<sup>230</sup> They are close to the megalopolis historic settlements and share the existing facilities. The master plan is of simple linear shape, designed like an urban residential cluster with one stair serving two houses or having an outside corridor, which is totally different from the types of the megalopolis historic settlements.

Housing built with collective fund forms closed and independent blocks. It is a new residential morphology and plays a very important role in the urbanization of the megalopolis. Although according to the standards of the Urban Historic Conservation Area, it may still lack of facilities, green spaces and parking lots.<sup>231</sup> In the future with the combination of the urban-rural dualistic mechanism, it will be converted into a special modern historic element and enter the commercial housing market.

Commercial housing, especially suburban commercial housing produced by the expansion of the big cities, affect greatly the development of the megalopolis historic settlements. Because the two patterns of housings are not related, and the land close to the megalopolis historic settlements is usually kept as self-development land, to prevent the unpredictable negative externalities, different from the collective fund housing, commercial housing is more far from the megalopolis historic settlements. In the PRD, suburban commercial housing is close to transit highways. It is mainly composed of private villas and high-rise buildings. They have urban standard facilities and beautiful landscapes, sharply contrasting with the ones of the megalopolis historic settlements.<sup>232</sup> Somehow,

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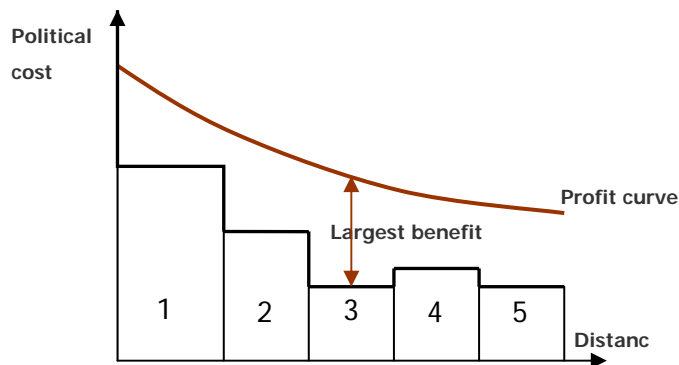
<sup>230</sup> Sun Xun (2001), *Zhujiangsanjiaozhou Diqu Chengzhongcun Gengxin ji Zhufang Xingshiyanjiu [Renovation and Topological Research of Historic Villages in PRD]*, Master Thesis[D], South China University of Technology, Guangzhou

<sup>231</sup> Zheng Zizhen (2004), *Zhujiangsanjiaozhou Chengshifazhan yu Renkouzhanyu [Urbanization and Population Strategy in the PRD]*, www.popinfo.gov.cn[EB/OL], 2004(4.7)

<sup>232</sup> Lin Minzhi, Feng Jiang, Liu Hui (2003), *Analysis on Shunde Biguiyuan Phenomena, Dense Living Urban Structure*[C]. Hong Kong University Press, Hong Kong, pp.117-123

According to the common relationship between location and land price, the further from the city center, the lower is the land price. But the political cost is different. The

suburban commercial housing is not under the management of the Urban Historic Conservation Area. These housing developments are the new context that replaces the traditional farmlands, hills and creeks in the surrounding environment of the historic settlement, which should be taken care of.



1. urban center; 2. the megalopolis (urban periphery); 3. the megalopolis (suburban commercial housing, such as Bijiang); 4. the megalopolis historic settlements; 5. township and rural area

Because of the dualistic mechanism of land property, housing with collective fund is built on rural collective land, operated by land shares and joint-ventures. According to Chinese Urban Real State Management Laws (1994-2007), the collective land property can not be traded. There are huge transaction costs to trade “semi-market” housing with collective funds.<sup>233</sup> The non-clear land property system leads to a poor fluidity of housing property. Since the problem can not be solved within the existing legal framework, such illiquid housing may not be attractive to the urban residents.

In the meantime, suburban commercial housing is a result of the urban housing system reform. The residential patterns from European and North American

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arrangement of the political cost from high to low is the urban center, the megalopolis (urban periphery), the megalopolis (suburban commercial housing), the megalopolis historic settlements, township and rural area. The location of the suburban commercial housing is the point that someone can gain the largest benefit from the difference between profit and political cost.

<sup>233</sup> Xu Yilun (2002), *Woguo Chengshi Jiaoqu Guangzhi Tanta* [Chinese Suburban Planning], Planner[J], 2002(9):pp.19-21

megalopolises have no direct relationship with the traditional local megalopolis historic settlements.<sup>234</sup> The villagers prefer separated houses and have no interest for the proposed urban-type housing with collective fund. In fact, the real users of those housing projects are immigrant workers who have low-income and Household Register restrictions. They neither will settle down in the PRD nor have effective purchasing power. As a consequence housing with collective fund can only be limitedly developed.

From a social point of view, the introduction of new residential patterns brings into the megalopolis not only morphological changes, but also changes in life patterns (urbanization as well as suburbanization).<sup>235</sup> The younger generation and immigrants are willing to move into a new residential housing if their economic conditions allow to do this. Even if they will not easily give up their right to build houses as villagers, they are eager to experience urban life.

The new forms of housing, no matter endogenous or exogenous, will influence the morphology of the Urban Historic Conservation Area, and will be controlled by the urban planning guidelines.

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<sup>234</sup> Han Sunsheng, Wang Yong (2002), *Institutional Analysis: An Approach for the Study of Real Estate Development Processes*, Urban Planning Overseas[J], 2002(1):pp.41-44

<sup>235</sup> Lu Weimin (2002), *Dadushi Jiaoquzhuqu de Zuzhi he Fazhan: Yi Shanghai Weili [Organization and Development of Metropolitan Suburban Residence]*, Southeast University Press, Nanjing

## **5 Conservation and innovation in the Urban Historic Conservation Area**

The thesis proposes a series of countermeasures for the conservation and innovation in the Urban Historic Conservation Area from the planning point of view. Macroscopically, it clarifies the market-orientation of the reform and the urbanization-objective from the megalopolis historic settlements to the Urban Historic Conservation Area. It also suggests the embedment of the urban planning system in the megalopolis by changing the property of guaranteed land use, adjusts administrative division and planning management. It proposes intensive and sustainable development principles and brings out countermeasures for the urban comprehensive planning, the expansion of the settlements, transit road system, living environment, heritage conservation and urban design and renovation of open spaces.

## 5.1 The critical issue of the conservation

Thanks to the thousands years of development, since the last 500 years, the PRD has always been the most economically developed and open area in China. Its unique culture has produced a unique morphology of the megalopolis historic settlements with a friendly environment, integrated structure and clear social orders. The megalopolis historic settlements contains a rich historical and cultural heritage, including relics like ancestral halls and private houses, landscapes like the dike-pond agriculture, oral and intangible cultural heritage like language, customs, music, rituals and indigenous knowledge.

The complexity of the boundaries between the megalopolis historic settlements and the urban center decides their long-term co-existence.<sup>236</sup> It will help to keep the unique characters of the villages on the water and the great number of tangible and intangible heritages. The complexity and symbiotic nature give to megalopolis historic settlements a natural advantage to be maintained as an Urban Historic Conservation Area.

### 5.1.1 The influence of social structural transformation

Changes of social structure, the increase of immigrant population, and the influence of the urban consumer culture, break the spatial platform of the intangible cultural heritages in the megalopolis historic settlements. Some excellent and unique traditions declined or extinguished because their physical environment disappeared. Dragon boat festivals ended after the covering of creeks and streams.<sup>237</sup> Traditional customs lost their context with the change of the new residential fabric.<sup>238</sup>

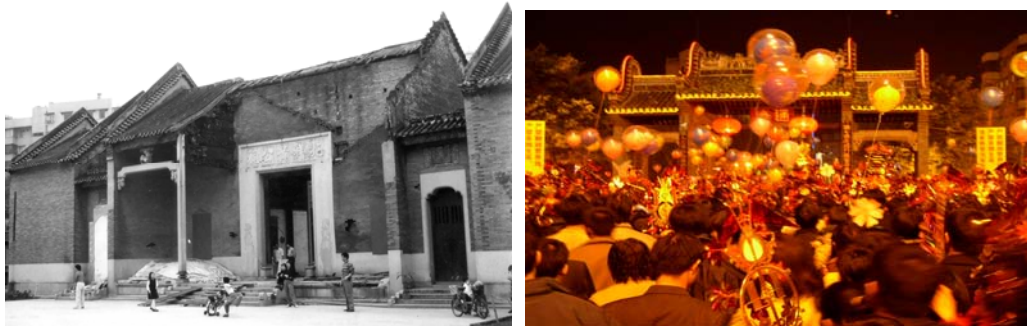
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<sup>236</sup> Liu Shiding (2003), *Zhanyou, Renzhi yu Renjiguanxi: Dui Zhongguo Xiangcunzhidu Bianqian de Jingjishehuixue Fenxi [Economic Social Analysis of the Chinese Rural System Transition]*, Huaxia Publishgin House, Beijing

<sup>237</sup> Li Yongjie (2000), *Zhujiangsanjiaozhou Zhongxin Chengshi de Chengshihua Yanjiu: yi Dongguan, Panyu, Heshan weili [Urbanization of Middle and Small Cities in PRD: Case Study of Dongguan, Panyu and Heshan]*, Master Thesis[D], Sun Yat-sen University, Guangzhou

<sup>238</sup> See 4.2.4





*the ruined ancestral hall and the new festival square*

The urban-rural integration policy influences the landscape of the megalopolis historic settlements. A large number of inconsistent new buildings are set: this completely change the landscape of water village. In most of the streams, water gates cut the connection between main watercourses and their branches. The streams are stagnant and heavily polluted by industrial waste and have to be covered.<sup>239</sup> Changes of agricultural production and reduction of comparative effectiveness lead to the disappearing of dike-pond agriculture.<sup>240</sup> All of the traditional living styles face a survival crisis as a consequence of the influence of urbanization.

#### 5.1.2 The different responses to the megalopolis historic settlements

The transitional and long-term nature of urbanization determines the variety of the morphology for the megalopolis historic settlements in the PRD in the foreseeable future. According to the status quo of landscape and urban heritages, the megalopolis historic settlements can be divided into:

- integrated type;
- landscape existing type;
- texture existing type;
- isolated relic type.

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<sup>239</sup> See 4.2.1

<sup>240</sup> Zhang Xiaoxiao (2002), *Jiangbingxing Chengshi Kongjianxingtai de Shengcheng ji Zhenghe: yi Zhejiangsheng weili [Spatial Integration of Merging Type Citis: Case Study of Zhejiang Province]*, Master Thesis[D], Zhejiang University, Hangzhou

It is necessary to understand how the urban planning system and the control of the Urban Historic Conservation Area are embedded in these four different types. For different evolution process, different countermeasures should be taken into consideration.

### *Integrated type*

The reason that the megalopolis historic settlements and their traditional environment can be integrally preserved is because in the former agricultural society they usually were the original market or production centers. Since the changes of the transportation and industrial structure, they are no more terminal markets, and are also far away from the main axes of new highways. With the gradual industrialization, it is more and more difficult to find this kind of megalopolis historic settlements in the PRD. They are prior choices for setting up the Urban Historic Conservation Area, to protect megalopolis historic settlements and to protect the integrality of the whole environment. It necessary to protect their integrative framework, traditional landscape and historic heritages, to avoid the vulgar and mediocre tendency due to industrialization, to use dominant tertiary solutions for their merging into the cities.<sup>241</sup>



*Daqitou, Foshan*

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<sup>241</sup> Qiu Baoxing (2008. 12.23), *Lecture on the Seminar of the Protection of Historic and Cultural Heritage and the Authorization Ceremony of the Fourth National Historic Towns and Villages*, Deputy-Minister, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD):  
[http://www.cin.gov.cn/ldjh/jsbflid/200901/t20090120\\_185127.htm](http://www.cin.gov.cn/ldjh/jsbflid/200901/t20090120_185127.htm)

### *Landscape existing type*

With reference to existing landscapes, the surrounding environment has already been changed by the urbanization. But inside the megalopolis historic settlements, it still maintains the traditional style. Some of the buildings have been renewed, but the traditional water system, the style and volume of the buildings, the alley systems still exist.

The ownership of the buildings usually belongs to oversea Chinese who moved to foreign countries many years ago. They send money back to maintain their homes as original to keep the family memories and glories. Their relatives and descendants manage the buildings on behalf of them.<sup>242</sup> Thus the property right is protected and respected by both the governments and the residents. The key point of the urban planning management is to protect the traditional style and the historic architectures in the megalopolis historic settlements, and to establish the Urban Historic Conservation Area as well.



*Nanzhuang, Foshan*

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<sup>242</sup> Wang Xioyi, Zhang Jun, Yao Mei (2006), *Zhongguo Cunzhuang de Jingji Zengzhang yu Shehui Zhuanxing: Diaocha [Chinese Rural Economic Growth and Social Changes: Investigation of Guangdongsheng Dongguanshi Yantiancun]*, Shanxi Economic Press, Taiyuan

### *Texture existing type*

In a worse condition than the landscape existing type, the megalopolis historic settlements of texture existing type maintain the texture of the layout while most of the buildings are renewed. Some of them are redecorated, others are rebuilt and have more floors. The creeks are covered and the banks are artificial. The landscape and the environment of the settlements have been changed while the structure and the texture are kept. From a certain point of view, they still maintain the traditional life style.<sup>243</sup>

It is very important and urgent to establish the Urban Historic Conservation Area in these megalopolis historic settlements. On one hand, the urban planning system will be a useful way to control aggressive fast expansion and to prevent further deterioration of the structure. On another, traditionally, the spirit of Chinese customs is to protect the sacrality of the site. To keep the texture and to renew the houses perfectly fit into this custom.



*Zumiao-Donghuali, Foshan*

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<sup>243</sup> Liu Xiaojing (2007), *Jingqiaoqiao de Geming: Zhongguo Nongcun Tudi Zhidu Biantong Wenti Yanjiu [Silence Reform: Chinese Rural Land System Versatility]*, Dabiange zhong de Xiangtu Zhongguo [Great Changes in Rural China], Social Science Academic Press, Beijing



For landscape existing type and texture existing type of megalopolis historic settlements, countermeasures should pay attention to avoid a locked path and to prevent new morphological problems posed by institutional design, for example land acquisition and return policy should be adjusted and the diversification of residential patterns encouraged. Special attention should be also paid to protect the historic open spaces, green areas and the water system in the process of institutional change and urbanization.

### *Isolate cultural relic type*

In some megalopolis historic settlements that are close to the urban center or are becoming the new urban developing center, the layout and the morphology are totally changed by large-scale reconstruction. Only isolated relics, historic buildings or few names of the places, are kept. The water system and the traditional open spaces are completely gone. The ancestral halls are submerged by high skyscrapers.

The Urban Historic Conservation Area system is not a suitable choice for this kind of megalopolis historic settlements. It is necessary to pay attention to the protection of the single cultural relic unit, for example ancestral halls, vernacular houses, pagodas, as well as ancient bridges, wells, trees and plants.<sup>244</sup>



*Daliang City wall-Gate and Renyingfang, Foshan*

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<sup>244</sup> Foshan Urban Planning Bureau, South China University of Technology (2004.11), *Foshan Historic City Conservation Planning*

### 5.1.3 The conservation planning management and the Urban Purple Line

Traditionally, the heritage conservation system was taken charge by the cultural heritage departments, for example the State Administration of Cultural Heritage and the subordinate cultural heritage bureaus. These institutes were with responsibility for the conservation projects, cooperated with other construction departments to manage the heritage conservation as a legal part in the urban planning system. But because of the inefficient and bureaucratic intersectional communication, the cooperation usually didn't work well.

In the last twenty years, due to the incredible fast development and urbanization in China, it was more and more difficult for the cultural heritage departments to make satisfied plans alone. The level of the heritage conservation system was fully lower compared with the equal urban planning system. On the one hand, during the new urban construction, many new valuable heritages were found. They might not fit to the standard of single cultural relics but their integrated figures created an important historic memory for a certain period. On the other hand, since China entered into the Convention Concerning the Protection of the World Cultural and Natural Heritage in 1985, academia and governments began to accept new theory and new concept for conservation. To renew and reuse the urban heritage became a common idea. The construction departments started to intervene the conservation procedure from the end of 1990s, tried to solve the conflicts between conservation and innovation in a more efficient way from an urban development point of view.

In 2003, the Ministry of Housing and Urban-Rural Development promulgated the Regulations for the Management of the Urban Purple Line.<sup>245</sup> In the same year, the State Council enacted the Regulations for the Implementation of the Law of the P. R. China on Protection of Cultural Relics.<sup>246</sup> The State Council and the

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<sup>245</sup> *The Regulations for the Management of the Urban Purple Line (Order of the Ministry of Housing and Urban-Rural Development the P. R. China, No.119)*

<sup>246</sup> *The Regulations for the Implementation of the Law of the P. R. China on Protection of Cultural Relics (The State Council, Decree No.377)*

Ministry of Housing and Urban-Rural Development nominated the National level Historic Town and the National level Historic Village in the first time. These activities from the central government were regarded as the full official intervention of the construction departments in the heritage conservation system. After 4 years' practices and evaluations, in 2007, the Law of the P. R. China on Urban and Rural Planning<sup>247</sup> regulated definitely the heritage conservation system that includes the Historic City, the Urban Historic Conservation Area, the Historic Town and the Historic Village, which are controlled by the construction departments in the urban planning system.

The Urban Purple Line is a specific line to define the boundary of the Urban Historic Conservation Area, includes the historic buildings like houses, ancestral halls, temples, traditional infrastructure systems and water system like roads, alleys, squares, creeks, bridges, dams, dikes, aqueducts, wells, traditional landscape system like trees, farmlands, etc.

According to the regulations, the Urban Historic Conservation Area is divided into the Development Control Area, the Coordination Area and the Townscape.<sup>248</sup> The first tow areas are within the Urban Purple Line.

- The Development Control Area is to conserve, preserve and refurbish the historic buildings. In this area, construction is allowed but with strict limitation of functions, volumes, heights, colors and styles.
- The Coordination Area is the geographic and topographic terrain out of the Development Control Area, to improve the surrounding landscape of the historic buildings.

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<sup>247</sup> *The Law of the P. R. China on Urban and Rural Planning (Order of the President of the P. R. China, No. 74)*

<sup>248</sup> *The criterion for the Conservation of the Historic City (Order of the Ministry of Housing and Urban-Rural Development the P. R. China, No.358). Article 2.0.15-2.0.20*

It has the precise definition for the Urban Historic Conservation Area and the related concepts and provisions.

*The Regulations for the Management of the Urban Purple Line, Article 6.2*

- The Townscape is the entire historic, cultural and natural context of the Urban Historic Conservation Area, to rehabilitate the integrality of the Historic Cities and the Urban Historic Conservation Areas.

The Urban Purple Line is considered as one of the legal specific plan in the urban master plan. It uses the same urban coordinate system with the other urban master plan components,<sup>249</sup> for example, the Urban Green Line for the green land planning, the Urban Blue Line for the water system planning, the Road Red Line for the transportation planning and the Construction Reda Line for the construction site planning, the Urban Yellow Line for the infrastructure planning, the Urban Black Line for public facilities and networks and so on.

The Urban Purple Line is not only for the Urban Historic Conservation Area inside the Historic Cities, but also for the historic settlements, historic architectures/architecture groups protected and managed by the county level governments and their superior governments.<sup>250</sup> Thus the Urban Purple Line becomes a useful tool for the megalopolis historic settlements, especially in the PRD if it is considered as a plan-historic city entirely<sup>251</sup>.

The prefecture level governments take charge of the planning and management for the Urban Purple Line. The approval and supervision should be recorded in the province level government and the State Council. This gives very rigid regulations for the establishment of the Urban Purple Line. Because once it is set, the improper and undeclared constructions and renovation for the historic buildings, occupations for the landscape will be punished according to the law.<sup>252</sup>

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<sup>249</sup> *The Regulations for the Management of the Urban Purple Line*, Article 6.3

<sup>250</sup> *The criterion for the Conservation of the Historic City*

<sup>251</sup> See chapter 1, 1.1 Definition of some concepts: the Historic City

<sup>252</sup> *The Regulations for the Management of the Urban Purple Line*, Article 8: Once the Urban Historic Conservation Area is established... any necessary improvement for strengthening the conservation should be assessed first by the prefecture level governments with specialized reports, then evaluated and approved by the province level governments, consulted by professional planning bureaus and institutions. The plans must be shown publicly and be demonstrated by experts. Finally the plans should



Although the heritage conservation system and the Urban Purple Line are legal provisions, in the practice, there are still a series of confusion for their names and regulations.

Because the lists of the Historic Cities, the Urban Historic Conservation Areas, the Historic Towns and the Historic Villages are publicized by the State Council and the Ministry of Housing and Urban-Rural Development later than the lists of the Cultural Relic Units from the State Administration of Cultural Heritage, some of the Urban Historic Conservation Areas and the Historic Villages are also Cultural Relic Units. In some official documents, they are also named as Historic Architecture Groups, Historic Streets, Historic Sites and Ancient Villages.<sup>253</sup>

Those names come from the Law of the P. R. China on Protection of Cultural and other related laws and regulations. According to them, the environment of the architectures and constructions are no longer under the control of conservation.

The legal area will be much less than the Urban Historic Conservation Area.

The confusion of the names, in fact, is not only the result of the lag of the information but also the result of the administrative conflicts among construction, cultural heritage, land, tourism, education departments. To settle the problems completely, it is necessary to make the original names from any other departments illegal and take the latest regulations from the construction departments as the single criterion in the urban planning practice of the Urban Historic Conservation Area.

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be recorded in the Ministry of Housing and Urban-Rural Development, the State Administration of Cultural Heritage and the State Council.

Article 16. Any construction inside the area of the Urban Purple Line must be recorded in the archives of the construction departments of the province level and the prefecture level governments. Any construction inside the are of Urban Purple Line in National level Historic City must be recorded in the State Council.

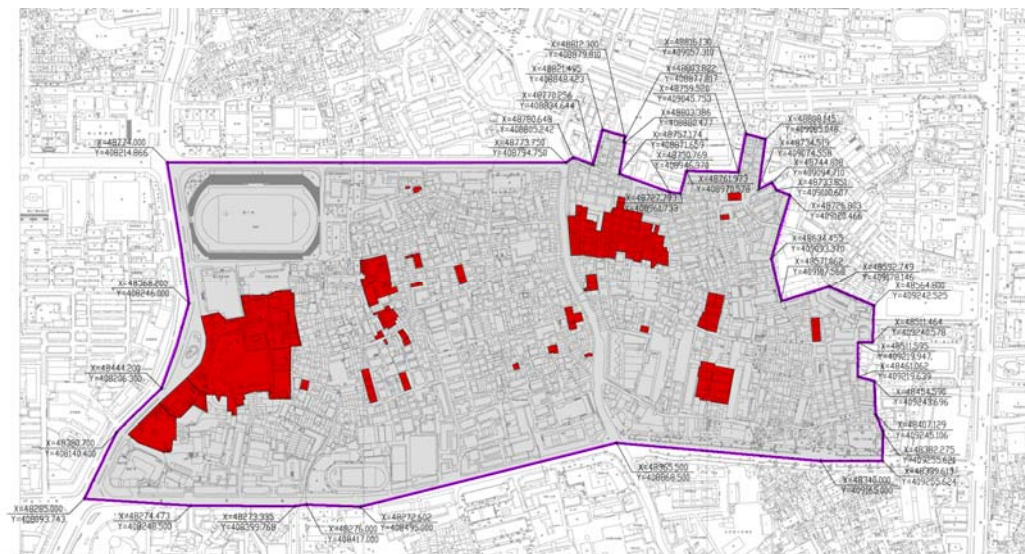
<sup>253</sup> Wang Jinghui (2002), *Chengshi Lishi Wenhua Yichan de Baohu yu Hongyang [Conservation and Innovation of the Urban Heritage]*, Urban-Rural Construction[J], 2002(8):pp.40-41

According to the forementioned limitation, the areas of the Three Line Plan are usually too small or oversized. The interests of the heritages will be damaged if the area is too small. On the contrary, if the area is oversized, which is appreciated by the planners and architects, the management of conservation on behalf of the urban public interests will influence the other interests holders inside the conservation area. The payment should be given by the government, the all taxpayers group. No matter what happens, there will be a lot troubles for the heritage conservation system.

*Urban Purple Line for Zumiao-Donghuali Urban Historic Conservation Area in Foshan*<sup>254</sup>

Area: 130.98ha

Description: The boundary is the mid line of roads around the area, north to Renmin Road, south to Zhaoxiang Road, includes Zumiao Street, Zumiao block, eastern block of Fuxian Road/Funing Road, and the integrative Donghua Li. There are 2 National level Cultrual Relic Units (the Ancestral Temple and the Donghua Li Architecture Group), 1 Province level Cultural Relic Unit and 31 Prefecture level Cultrual Relic Units in the Urban Conservation Area. The ancient textures are kept well with extremely high density of excellent Cultural Relic Units. From east to west, the distance is 12 minutes by walk while from north to south is 10 minutes, suitable for pedestrian.



To avoid the conflicts between the conservation planning and the other plans, it is necessary to coordinate all the master plans, district planning, immediate plans, detailed plans, regulatory plans, site plans, scenic zone plans, tourism plans, urban redevelopments planning, urban transportation planning, water

<sup>254</sup> Foshan is a National level Historic City. The case is from *the Foshan Zumiao-Donghuali Urban Historic Conservation Area Detailed Plan, 2007.1.*

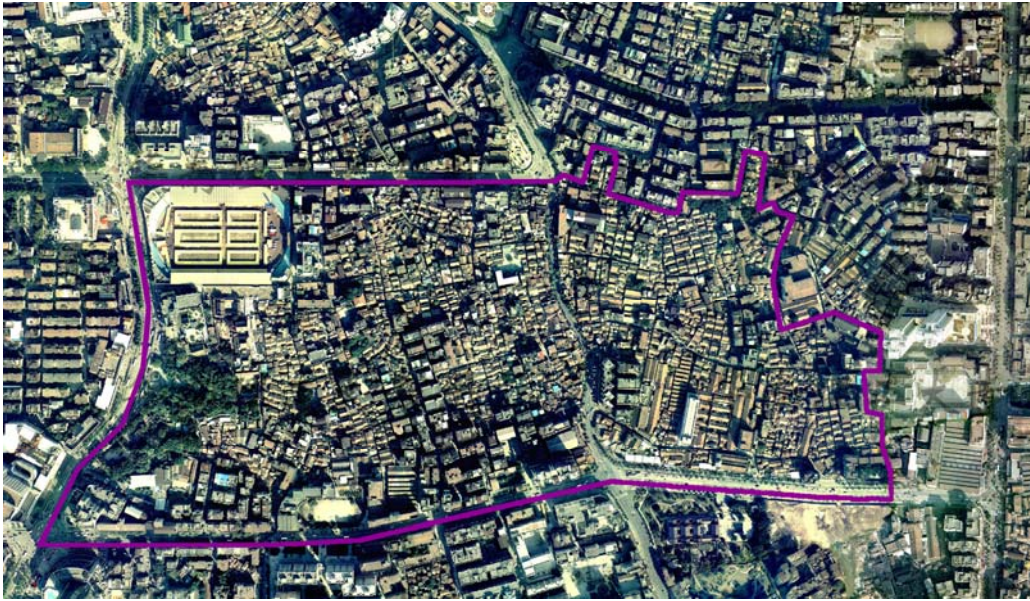
source planning, urban residential district planning, the urban commercial district planning, urban green space system planning, city environmental protection planning, urban disaster prevention planning, vertical planning and so on. To find out all the parts that relate to the heritage conservation planning.

For example is there any possibility to overlap the Purple Line and the Road Red Line? In some Urban Historic Conservation Areas, the traditional road system is an essential element of the entire layout. Sometime the streets have significant historic values by themselves. In the meantime they are also very important for the modern transportation system. To combine the heritage conservation and the transportation system together, it is necessary to judge the classification in accordance with the requirements in reality.

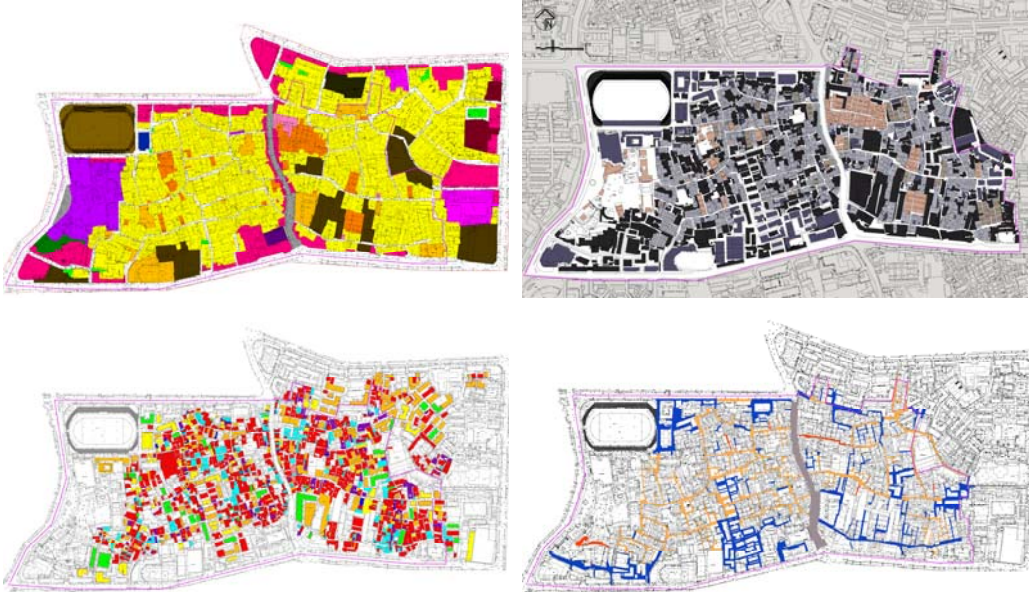
To take another example, is there any possibility to overlap the Urban Purple Line, the Urban Green Line, the urban residential district planning and the urban commercial district planning? In case the Urban Historic Conservation Area includes some parts of the green lands, residential lands and commercial lands, which plan has the priority for practice? Since the urban green space system planning, the urban residential district planning and the urban commercial district planning are former than the heritage conservation planning, the included areas with existing effective plans will be a hot points in the social debates.







*the analysis of the land use, the historic value, the property rights and the alley system in the Zumiao-Donghua Urban Historic Conservation Area<sup>255</sup>*



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<sup>255</sup> *The Foshan Zumiao-Donghuali Urban Historic Conservation Area Detailed Plan*

## 5.2 Countermeasures in the urban planning system

### 5.2.1 Countermeasures at the level of urban system planning

#### *The need to insist on the market-oriented reforms*

Due to the development of industrialization and the continuous growth of population, the next twenty-thirty years will be crucial for Chinese urbanization. Every year more than 18 million people move from the country to cities; this corresponds to one billion square meters of new construction in both rural and urban areas<sup>256</sup>. Both the amount and the size of cities increase rapidly and big cities will be developed first. As in other coastal regions, the level of urbanization in the PRD area is higher than the national average. It is estimated that by 2020, the population in the PRD will reach 65 million.<sup>257</sup> The existing megalopolis will be included in a unified market and planning management system in case the trend of the long-standing regional differences in urbanization from southeast to northwest continues to increase and this affects the national economic and social balance.

The market-oriented reforms inevitably require further innovation for the existing land management, household register, urban and rural planning system. The morphology issues of the megalopolis emerge during the reform and can only be solved through further reforms.

The megalopolis cannot be seen as an isolated element because that "all of the urban plans are regional plans"<sup>258</sup>. Its existence and evolution is influenced not only by urban centers but also by the surrounding villages. It is impossible to discuss the megalopolis as a phenomenon isolated from the urbanization

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<sup>256</sup> Qiu Baoxing (2009. 04.29), *Lecture on the Issue of FAR Adjustment in the Plan of Commercial Housing*, Deputy-Minister, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD):  
[http://www.cin.gov.cn/ldjh/jsbfile/200904/t20090429\\_189346.htm](http://www.cin.gov.cn/ldjh/jsbfile/200904/t20090429_189346.htm)

<sup>257</sup> Guangdong Province, Guangdong Urban Planning Office (2004), *Cooperative Development Planning of the Urban-Rural Cluster in the Pearl River Delta 2004-2020*

<sup>258</sup> Lewis Mumford (1989), *Chengshi Fazhanshi [The City in History: its Origins, its Transformation and its Prospects]*, China Architecture and Building Press, Beijing

process. In another words, this means that urban planning in the megalopolis must be considered as a component of planning of the overall urban system.

*The need to keep the transitional megalopolis in the urbanization*

The urban and rural areas have accumulated a huge difference under the long-term dualistic mechanism. To eliminate this gap during the process of industrialization and urbanization, the best choice is to maintain the transitional character of the megalopolis. In large-scale urbanization, the megalopolis historic settlements will help to reduce the cost of rural population that has migrated to the cities. It provides them with a place for learning and performing social activities, sharing urban culture.<sup>259</sup> The megalopolis historic settlements offer support to land urbanization, bear negative externalities generated by urbanization, and maintain traditional values and cultural heritages.

Because of the predominant geographic conditions, the megalopolis has always been the most dynamic region in the process of urban and rural construction. Also, while it is a very sensitive and vulnerable area it lacks effective urban planning management. Its dynamism and hysteresis quality give to it a greatest flexibility and variability. Precisely because of this, it is possible to assume that it will have a transitional role over a long period during the process of urbanization from village to city.

"Non-ideological" and "informal" urbanization will be an inevitable choice for future urbanization in China. Serious bottlenecks and huge urbanization costs result when a massive numbers of peasants move to cities in a relatively short time.<sup>260</sup> It is necessary to simultaneously accept formal and informal urbanization. The existence of migratory off-farm workers and jobs in the informal economy gives rise to a response from the urban construction sector.

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<sup>259</sup> Jiang Weixin (2008.09.26), *Lecture on the Conference of the Housing, Urban and Rural construction*, Minster, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD): [http://www.cin.gov.cn/ljdh/jsbffd/200811/t20081111\\_179510.htm](http://www.cin.gov.cn/ljdh/jsbffd/200811/t20081111_179510.htm)

<sup>260</sup> Qi Ji (2008.04.16), *Lecture on the 2008 International Urban Forum*, Deputy-Minster, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD): [http://www.cin.gov.cn/ljdh/jsbffd/200804/t20080425\\_165591.htm](http://www.cin.gov.cn/ljdh/jsbffd/200804/t20080425_165591.htm)

Specific to the spatial morphology of the megalopolis historic settlements, it is based on moderate construction standards (lower than the urban center but higher than the original villages of migrants), on the control of operating costs of the urbanization process, and on attracting rural population by lower prices and higher density. The megalopolis historic settlements thus can be used as a special space for the migrants, without introducing forced innovation of urban standards.<sup>261</sup> The urban system planning will help to limit the negative effects within a certain range and improve gradually the economy and living standards in the megalopolis.

*The need to embed the urban planning system*

It is necessary to establish as soon as possible an urban planning management system in the process from a rural-based administration to an urban-type mechanism. Except from the transitional administrative adjustment, it is necessary to establish direct urban planning in the megalopolis historic settlements that have grown a population of ten or even hundred thousands inhabitants.

Rational adjustments of the scale of the administrative divisions must be also introduced. In the megalopolis, it is important to avoid the increase of the transaction costs due to the co-ordination of cross-administrative areas consequent to small size of administrative divisions.<sup>262</sup> In the meantime, it is necessary to prevent the big management gap between the urban developed areas and new urban developing areas that may again lead the morphology of the megalopolis out of control.

Land use rights for the embedment of planning control must be ensured. The objectives are to unify the dualistic land system, to clarify full land property of

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<sup>261</sup> Li Ying (2005), *Zhujiangsanjiaozhou Jingji Fada Diqu Nongcun Xincun Jianshe Tanta*o [New Rural Villages in Developed Area of the PRD], Master Thesis[D], South China University of Technology, Guangzhou

<sup>262</sup> Li Bingdi (2008.08.19), *Lecture on the Opportunity and Challenge in the Urbanization and Development in China*, Director of the Secretary Office, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD):  
[http://www.cin.gov.cn/ldjh/jsbffd/200808/t20080819\\_176589.htm](http://www.cin.gov.cn/ldjh/jsbffd/200808/t20080819_176589.htm)



the owners of collective land, to recognize their right to share the huge differential rent from non agricultural use of collective land.<sup>263</sup> And beyond them, it is necessary to recognize the value of the most existing buildings in the Urban Historic Conservation Area, as an exchange for the full intervention of urban planning system and police power<sup>264</sup> into the Urban Historic Conservation Area.<sup>265</sup> The establishment of urban planning system in the area is an effective means to overcome the negative externalities caused by morphological changes. First objective is to establish an archive of legal and illegal buildings and to clarify the existing morphological problems in the Urban Historic Conservation Area, in order to prevent a new round of rush-building and a greater moral hazard.<sup>266</sup> A second objective is to completely cover statutory plans and guidelines in the megalopolis with prompt planning design and management. Except for a small amount of public infrastructures, the government does not implement compulsory innovations. This could produce a relatively soft rural-urban transition in the megalopolis over an extended period. But also there are institutional changes and relevant morphological changes induced by the impetus of different kinds of interests.

The urban system planning should cover and unify the megalopolis, emphasize the connection between the urban centre and the perspective urbanization area, balance the land use in an overall urban scale. It is necessary to reclaim planning

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<sup>263</sup> Wang Baoling (2007), *Guangzhou Chengshi Bianyuanqu de Tudi Liyong Yanjiu [Land Use of Urban Fringe in Guangzhou]*, Master Thesis[D], Sun Yat-sen University, Guangzhou

<sup>264</sup> Police power here refers to the rights of the community for the constraint of private activities and the protection of public interest that includes health, safety, welfare and so on. Police power is to solve the negative externality problems of the urban construction. Different from the Eminent domain, it does not need to compensate the land owners for their expense and loss caused by the management of land use.

<sup>265</sup> Li Bingren (2006.11.23), *Lecture on the Seminar of the Constructive Archives in the Mid-Small Cities and Towns*, Director of the Secretary Office, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD):  
[http://www.cin.gov.cn/ldjh/jsbfd/200701/t20070117\\_165503.htm](http://www.cin.gov.cn/ldjh/jsbfd/200701/t20070117_165503.htm)

<sup>266</sup> Li Bingren (2006.11.23)

and management authority in the megalopolis historic settlements. This can reduce the decentralized management and surrounding disordered problems in the continuous megalopolis, but also can cause a loss of efficiency.<sup>267</sup> Therefore, the level and the degree of power concentration relate to a transaction cost issue. The distribution of planning and management authority between urban developed area and the Urban Historic Conservation Area should be a game to reduce the transaction cost or the negative externalities, and to achieve the Pareto improvement. It should not be a game to compete for power resources among different interest groups and their representatives.

### 5.2.2 Countermeasures at the level of urban comprehensive planning

#### *The need to introduce intensive and sustainable development.*

Nowadays, land use in the megalopolis in the PRD is generally inefficient. The average level of urban construction area in a town is around 120 to 160 square meters per capita while the one in the village is more than 200 square meters.<sup>268</sup> This low-efficient non-intensive situation should be changed because of the shortage of urban construction land in the PRD.

Due to the economic development in this area, the purpose of basic farmland protection zones and shelter green land in the megalopolis is changing from the objective of maintaining food supply security to a protection of the ecological most sensitive areas in the megalopolis, and of controlling the reservation land for development in the future.

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<sup>267</sup> Han Mingqing (2000), *Diquan Xianzhi yu Guihua Kongzhi: Dachengshi Bianyuanqu Tudi Kechixu Liyong Shixian de Liangge Jibentujing [Limitation of Land Property and Planning Control: Sustainable Land Use in the Magalopolis]*, Master Thesis[D], Nanjing Agricultural University, Nanjing

<sup>268</sup> Qiu Baoxing (2009.12.18), *Special Lecture on the Reconstruction of the Rural Residential Housing Projects*, Deputy-Minister, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD):  
[http://www.cin.gov.cn/ldjh/jsbffd/201001/t20100111\\_199222.htm](http://www.cin.gov.cn/ldjh/jsbffd/201001/t20100111_199222.htm)

The policy of “three concentration” is an important tool to achieve intensive development.<sup>269</sup> The main content is the concentration from isolated industrial land to central industrial park, from dispersed rural residential land to a central residential land and from separated farm lands to collective farm lands. With the coordination and communication at prefecture and township level, it concentrates the urban building land (particularly the original scattered ones) in improved industrial parks, creates centralized industrial area for the development of neighborhood.

#### *The responses to the Urban Historic Conservation Area*

For the megalopolis historic settlement that are already controlled, such as the Urban Historic Conservation Areas, it is necessary to face their positive function as a “second fall” for reducing the huge gap between urban and rural areas. Renovation planning strategy has to take into consideration of the low ability of payment of large groups of floating population. The key point of the countermeasures is not only to solve problems of disorders and pollution, but also to solve the problems of the life of a large number of low-income immigrants for a long time in the future. At present, in the Urban Historic Conservation Area, the village-hold persons and the migrant tenants have disparate socio-economic status. The urban planning strategy thus has to be object-orientated. Because of the limitation of the collective land ownership, the land and houses in the Urban Historic Conservation Area can not be traded or used for mortgage collaterals. They only can be used for self-occupation or renting. But it is not suitable to assume that the village-hold members have always to live in the Urban Historic Conservation Area. In fact most of the

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<sup>269</sup> The Planning Brief on Promoting the Three Concentration Policy for the Development of the Megalopolis in Shanghai (Shanghai Municipal Gov. [2004] n.45, 2004.11.17)

The Policy “Three Concentration” was first proposed by the Shanghai Municipal Government for the development plan of the megalopolis in 2004. It includes the concentration of industrial land, residential land and farmland. The experiment was successfully in the eastern coast delta (Yangtze River Delta) then was carried forward in Shenzhen and Guangzhou in the PRD.

original people in the megalopolis historic settlements in the PRD have purchased houses outside the historic settlements and built apartment-type houses in their homestead house sites only for the purpose of renting. The urban system planning should ensure the legitimate property rights of villagers (including the full residential property rights) and establish a reasonable compensation mechanism.<sup>270</sup> It should abandon the rigid requirements of moving back the original villagers according to the idea that planning transforms the Urban Historic Conservation Area in an active neighborhoods of mid and low income residents and not in a new village.<sup>271</sup>

### *The external traffic*

The megalopolis in the PRD has usually an advanced traffic system and the impact of the urban centre and surrounding urban area is strong. A dual-layer structure of "Central Developed Core<sup>272</sup> – Central Developing Core<sup>273</sup>" in the urban comprehensive planning can be established to replace the traditional structure of "Urban Center – Centre Village – Normal Village". It is necessary to emphasize the reasonable scale and attraction of the central developed area, to attract and limit the population flow and to concentrate it in the megalopolis.<sup>274</sup>

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<sup>270</sup> Chen Dawei (2009.11.20), *Administrative Reconsideration and Housing, Urban-Rural Development*, Deputy-Minister, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD):

[http://www.cin.gov.cn/ldjh/jsbffd/200911/t20091119\\_197072.htm](http://www.cin.gov.cn/ldjh/jsbffd/200911/t20091119_197072.htm)

<sup>271</sup> Qiu Baoxing (2009.12.18), *Special Lecture on the Reconstruction of the Rural Residential Housing Projects*, Deputy-Minister, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD):

[http://www.cin.gov.cn/ldjh/jsbffd/201001/t20100111\\_199222.htm](http://www.cin.gov.cn/ldjh/jsbffd/201001/t20100111_199222.htm)

<sup>272</sup> Central Developed Core refers to the urban centers and the Urban developed area.

<sup>273</sup> Central Developing Core refers to the megalopolis historic settlements that are under urbanization and development.

<sup>274</sup> Qiu Baoxing (2006. 05.26), *Lecture on the Development of the Tourism in the Mid-Small Cities and Towns*, Deputy-Minister, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD):

[http://www.cin.gov.cn/ldjh/jsbffd/200611/t20061101\\_165323.htm](http://www.cin.gov.cn/ldjh/jsbffd/200611/t20061101_165323.htm)

The following recommendations are for different expansions of the megalopolis historic settlements:

For the megalopolis historic settlements that locate on the principal axis of the urbanization in the PRD, it is useful to use non-centric relocation for the expansion. This will help to form a high-level center in the future and to avoid rapid construction in the megalopolis historic settlements especially in the Urban Historic Conservation Area. The construction should combine the regional traffic and infrastructure construction and connect the urban centers.<sup>275</sup>

For the megalopolis historic settlements that are out of the principal axes, a primary countermeasure is to control the land in order to leave adequate space for future sustainable development. It is difficult to evaluate the timing of development. Local governments normally prefer to sell more land to achieve more highlight developments in order to politically capitalize on them. This trend should be prevented in urban comprehensive planning.<sup>276</sup>

It is also important to recognize the rationality of the dependence of the transit traffic system from the megalopolis historic settlements, to break the circulation of "dependence and independence" in the external traffic, and to change traditional solutions of outer ring road and outer transit road.<sup>277</sup> The opportunity of transportation infrastructure reconstruction, combined with renovation of the Urban Historic Conservation Area, should be taken to produce a new stage of growth for the urbanization evolution. Different roads should be given different strategies. To give express-ways a node-type of development, while giving

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<sup>275</sup> Qiu Baoxing (2006.12.02), *Lecture on the Priority of Developing National and Regional Public Traffic Infrastructure*, Deputy-Minister, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD):  
[http://www.cin.gov.cn/ldjh/jsbffd/200612/t20061228\\_165498.htm](http://www.cin.gov.cn/ldjh/jsbffd/200612/t20061228_165498.htm)

<sup>276</sup> Gu Cuihong (2002), *Zhujiangsanjiaozhou Diqu Xiaochengzhen Fengmao Tese Yanjiu ji Guihua Tansuo [Research and Planning of Small Cities and Towns in PRD]*, Master Thesis[D], South China University of Technology, Guangzhou

<sup>277</sup> Li Bingren (2009.09.02), *Lecture on Sustainable Development of Urban Traffic System*, Director of the Secretary Office, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD):  
[http://www.cin.gov.cn/ldjh/jsbffd/200909/t20090902\\_194567.htm](http://www.cin.gov.cn/ldjh/jsbffd/200909/t20090902_194567.htm)

linear development to the non-closed transit roads. Technically an express way should pass quickly in between the megalopolis historic settlements, and carefully choose the land uses along the transit road that help to avoid low-efficient crossing-traffic.

### 5.2.3 Countermeasures at the level of living environment planning

#### *Renewal of the residential area*

The diversity of spatial morphology in the megalopolis historic settlements increases the difficulty to solve morphological problems. It is useful to implement different policies in the Urban Historic Conservation Area and other new settlements.

For the renewal of the Urban Historic Conservation Area, first of all, it is urgent to limit construction within the area of existing buildings, to limit strictly its increase, and to use different policies for already built and developing parts. Policies in developing parts should be in accordance with urban planning regulation. (Taking into consideration existing ones conditions in the Urban Historic Conservation Area, real standards can be adapted even if they are slightly lower than the ones common at urban level.<sup>278</sup>)

A second step is to clarify property rights of the existing buildings and progressively renovate them. Urbanization of the megalopolis historic settlements takes place through self-expansion. In the process, residential formation is developing spontaneously from rural independent houses to urban residential districts. In the future it may produce a disordered and crowded built environment of the Urban Historic Conservation Area. To establish a rational and regular market for estate trading (including the legal flow of collective land use rights<sup>279</sup>) is the only positive way to ensure land use adjustments inside the

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<sup>278</sup> Li Dongxu (2007.07.15), *Lecture on the Management System of National Digital Cities Archives*, Inspector, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD): [http://www.cin.gov.cn/ljdh/jsbflid/200711/t20071115\\_165561.htm](http://www.cin.gov.cn/ljdh/jsbflid/200711/t20071115_165561.htm)

<sup>279</sup> Qiu Baoxing (2009.05.13), *Lecture on the Experimental Reconstruction of the Rural Housing*, Deputy-Minster, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD): [http://www.cin.gov.cn/ljdh/jsbflid/200906/t20090601\\_190614.htm](http://www.cin.gov.cn/ljdh/jsbflid/200906/t20090601_190614.htm)

Urban Historic Conservation Area. The process goes along with the reform of land property and land use rights. It will help to create an adequate amount of green space, open public space, traffic infrastructure as well as the urban-type planning management system.

The design of houses in the Urban Historic Conservation Area needs to fit in with the diversity and flexibility of the transitional urbanization. The houses of the village-holders while keeping life-styles of the original rural inhabitants also satisfy requirements of the migrant tenants. Sometime these requirements can also be subdivided according to different demands that for temporary workers can be fleabags, for white-collar workers single or double rooms with a shared bathroom, for long-term renting apartments or suite rooms. The external conditions of existing rental housing may be slightly lower than urban planning standards to adapt to the ability to pay of the pre-farmer-citizen.<sup>280</sup> With the accomplishment of urbanization and the centralization of the megalopolis, the ability of payment of the residents in the Urban Historic Conservation Area will increase. The variety of requirements make useless to copy urban residential patterns<sup>281</sup>. The possibility of continuous improvements related to future changes of social structure must be maintained.

#### *Renewal of open spaces*

The key point of the renewal of open spaces in the Urban Historic Conservation Area is to create a public space system with well defined property right.

Ancestral halls in the Urban Historic Conservation Area will be preserved and re-used as community centers and for other public functions. During the transition from the megalopolis historic settlements to the modern

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<sup>280</sup> Qiu Baoxing (2009.03.16), *Lecture on the Planning and Construction of Eco-Village and Eco-Town*, Deputy-Minister, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD):

[http://www.cin.gov.cn/ldjh/jsbffd/200903/t20090316\\_187287.htm](http://www.cin.gov.cn/ldjh/jsbffd/200903/t20090316_187287.htm)

<sup>281</sup> Urban residential pattern: Residential district-Residential community-Residential unit.

Liuhui (2005):pp.164

neighborhood, the significance of families and clans declines. Soon after the disappearance of the educational function, the ancestral halls become an open space for all community members. Ancestral halls can be re-used as new public facilities, for example markets, to create multi-functional space inside and outside the Urban Historic Conservation Area.<sup>282</sup>

- Since the water system loses its function of transportation and water source, it is possible to set up water open spaces combined with sewage treatment and drainage system. Linear green belts around the megalopolis must be made. They can be used as a landscape framework and eco-corridors to release the pressure of high density development in the Urban Historic Conservation Area. In the future, when possible the water system can be rebuilt.
- The Urban Purple Line is a useful tool for historic relics and townscape. It brings them in the heritage conservation system at different levels. Furthermore, renovation inside the Urban Historic Conservation Area should be light and careful. It should promote better living environment standards together with the protection of historic landscape and framework.<sup>283</sup>

The narrow definition of relic protection in the traditional concept of heritage conservation should be widened. Water system, valuable plants and traditional urban culture, oral and intangible customs should be considered as parts of the heritage. It is important to emphasize the active role of folk communities and NGOs in the conservation planning of the Urban Historic Conservation Area.<sup>284</sup>

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<sup>282</sup> Chen Xiaoli (2006.07.05), *Lecture on the Press of the Preliminary List of the Natural and Cultural Heritage in China*, Chief Planner, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD):  
[http://www.cin.gov.cn/ldjh/jsbfd/200611/t20061101\\_165322.htm](http://www.cin.gov.cn/ldjh/jsbfd/200611/t20061101_165322.htm)

<sup>283</sup> Qiu Baoxing (2009.12.28), *Lecture on the Plan of the Twelfth Five-year Plan of Water Resource Construction and Local Technology*, Deputy-Minster, Ministry of Housing and Urban-Rural Development the P. R. China (MOHURD):  
[http://www.cin.gov.cn/ldjh/jsbfd/201001/t20100115\\_199304.htm](http://www.cin.gov.cn/ldjh/jsbfd/201001/t20100115_199304.htm)

<sup>284</sup> Wang Fengwu (2008.07.28), *Lecture on the Press of the Conservation and Innovation of the Natural Heritage and Cultural Heritage in China*, Inspector, Ministry of



Given the large number of scattered vernacular architectures in the Urban Historic Conservation Area, qualified ones should be included in the heritage list while special attention should be paid to others and specific guidelines in the renovation constructions should be given. The original function of buildings must be maintained as much as possible. For the ones that have already lost their functions, it is a priority to change them into public facilities, for example museums, exhibition halls, libraries and activity centers. For the ones with private property right, it is important to educate and train property owners to use them properly, to publicize and encourage contributions and sacrifices they make to protect heritage, to compensate them with the homestead site, the possibility of relocation, public facilities renewal and so on.



## Conclusion

The Urban Historic Conservation Area in the megalopolis is the result of a particular historic period. It has been generated by the rapid expansion of urban land and the annexation of the megalopolis historic settlements, and also because the planned economy is turning to the market economy.

During the current urbanization process in China, which is a changing process of economic production, social structure and physical environment, in the dynamic Pearl River Delta, within a few years, large amounts of megalopolis historic settlements, which have had a stable living style in the past thousands of years, will change completely their socio-economic structure, industrial structure, spatial morphology and social psychology. They will change from a traditional rural society to a modern urban society.

The merging of the dualistic mechanism leads to non-synchronization between non-clear property rights and rapid changes of morphology. The institutional changes behind this process influence profoundly on the morphology of the megalopolis in the PRD. The history of the evolution in the megalopolis historic settlement is also the history of institutional changes. The intervention of the modern urban planning management system in the qualified megalopolis historic settlements that are controlled (as the Urban Historic Conservation Area) is a great challenge for planners and designers to face the institutional changes. It brings out the issue debated in the Urban Historic Conservation Area.

### 1

The Urban Historic Conservation Area in the megalopolis in the PRD is the most dynamic and distinctive, with most of uncertainties and issues, assembling all kinds of contradictions and problems. It has a great abundance of traditional characters, spatial patterns, full of complexity and contradiction. There is a series of profound social problems and contradictions behind the morphological questions of the Urban Historic Conservation Area. The new morphological elements have their rationalities from economic point of view and their logic from institutional point of view. Because of the impact from the economic and

social transition, the use of methodology of institutional economy will reveal the essence of the evolution better than the simple morphology.

2

The Urban Historic Conservation Area in the megalopolis is the product of a special path to achieve differential rent in the megalopolis, under the assumption of maintaining subdivided, incomplete, non-tradable land ownership and land use rights, without efficient systems to limit the negative externalities in the process of high-strength urbanization.

Since the explosion of this wide range of problems in it, until now, the government and academia have elaborated different methods to experiment tools for conservation and renovation in the Urban Historic Conservation Area. First of all a reform in the megalopolis for the management of land use and urban planning should be implemented. Its objectives should be: to clarify all levels of interest bodies (including all levels of local governments, sub-district or villager committees, owners of the collective land or the representative collective economic organizations, the village-hold villagers and the migrant workers) and to solidify the land interests in the land price.

It is necessary to believe that to control the megalopolis historic settlements as the Urban Historic Conservation Area does not produce the end of the evolution of urbanization. Only through a repeated game between rural and urban area, the megalopolis historic settlements can possibly integrate into the cities and keep their excellent traditional cultural resources.

3

In the Urban Historic Conservation Area there is a continuous game between the bottom-up morphological transformation and the top-down institutional transition. The megalopolis historic settlements, water villages and towns, find by themselves specific ways of morphological transformation.

Decentralization added to granting power and profits share results into booming local enterprises and real estate market, which leads to the urbanization and industrialization of the PRD through a bottom-up process. From the very

beginning, this process is conducted by market and continuously self-realizes. It is seldom interpreted by public authority or central economic planning.

On the contrary, the formal rules that influence the shape of the Urban Historic Conservation Areas (including household registration, land policy, planning management, heritage conservation) are completely top-down and enacted by the central government. Theoretically, villages and towns have no right of making policies. What they can do is to explain, present, formulate regulations and use them flexibly and adequately.

The conflicts between the institutional change and the morphological change never stop since industrialization and urbanization. However for a long time the contradiction in the megalopolis failed to draw enough attention because the land resources at that time were still in relative good conditions. The spread and low efficient land uses made a reduction of conflicts at megalopolis historic settlements level.

The rapid expansion of the megalopolis historic settlements and the shortage of urban construction land release the negative externalities and result morphological problems in the Urban Historic Conservation Areas. Huge vested interest rigidity derives from the unique path of the evolution and the repeating games. To change the locked situation of path-dependence needs massive transition costs. To act against this, the government should use its advantage position on information and organization to break the inherent interest framework, and to force it to update and become efficient.

4

The transitional Urban Historic Conservation Area will exist objectively and for a long term. The megalopolis, as the coastal economic developed region in PRD, remains a consumer of the accumulated gap between urban and rural area in the dualistic mechanism. It is necessary to maintain a certain level of urbanization development and urban planning management, lower than the urban standard but higher than the rural one. The destiny of Urban Historic Conservation Area makes this necessity realistic and exclusive.

In the predictable future, the Urban Historic Conservation Area in the PRD will pay the cost for the entire urbanization of the whole country. It will be the first foothold of thousands and millions of migrants rushing into the PRD, and become their first step to learn urban life style and share urban civilization.

The diversity of the megalopolis historic settlement is consistent with the geographical location, social economic development, urbanization level and multiformity of traditional culture. Its vitality and potential are partly preserved in the diversity. Therefore, also the solutions in the Urban Historic Conservation Areas should be various. It is necessary to pay attention to the historical and cultural heritage accumulated in the Urban Historic Conservation Area. Different countermeasures should be taken at different types and stages of the evolution, to establish an objective system and a long lasting conservation mechanism.

## 5

Market-oriented reforms in China experience the gradual evolution from rural area to urban area, from living materials to production materials, from consumable market to labor force market. After thirty years of development, the urbanization of the megalopolis historic settlements that was restrained by the land property rights becomes the key point for the next step reform.

Special attention should be paid to balance the collective land property and urban development in the process of embedding urban planning policies into the Urban Historic Conservation Area. The specific path design can be the exchange between spatial police power and currency of land income.

The reform and urbanization of the megalopolis in the PRD start in its developing parts, solve easier issues first, shelve disputes. Since there is no previous experience to refer to, government has to "wade across the stream by feeling the way," as it is said in Chinese, and push the most difficult problems back. Government also tries to make a rational balance and to alleviate the difficulties generated by the reform (by the decreasing existing proportion in the increasing total construction). They prefer to adopt partial and dispersed institutional changes to avoid the reform risks, to develop the social economy without immediately overcome the urban-rural dual mechanism unless the cumulating

morphological problems raise to a irreconcilable level. That also results in an unique path of transformation of the Urban Historic Conservation Area in the megalopolis.

Nowadays in the post period of the rapid urban development, the level of the urbanization will be steady at a certain level. It would not be an expansion in extension but an inner intensive building updating in the potential area. The deceleration will have positive affects on the Urban Historic Conservation Areas for their construction according to a more rational anticipation. In the meanwhile, with the diffusion of market economu, the market of land-use rights and the urban-rural comprehensive planning system, the serious morphological problems in the Urban Historic Conservation Areas will not worsen further.

The urbanization process calls on the social responsibility of academicians, urban planners and architects to draw attention from the radiant pearlescent metropolitan centers to the megalopolis historic settlements, to take care of the polarization of the community, the limitation of the space, the mixed land use and the extremely rapid changes, and to think about the destiny of the original villagers and the short-term or long-term immigrants.

The urbanization in the megalopolis in the last thirty years, and in the Urban Historic Conservation Area in the coming future are inevitably full of contradictions, pain, repeating, confusion and compromise, which are the necessary price to be paid during the urbanistic process. The thesis intends to remind the need to rethinking the morphological problems in the megalopolis yesterday, today and tomorrow.





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[http://www.cin.gov.cn/ldjh/jsbffd/200807/t20080728\\_176222.htm](http://www.cin.gov.cn/ldjh/jsbffd/200807/t20080728_176222.htm)

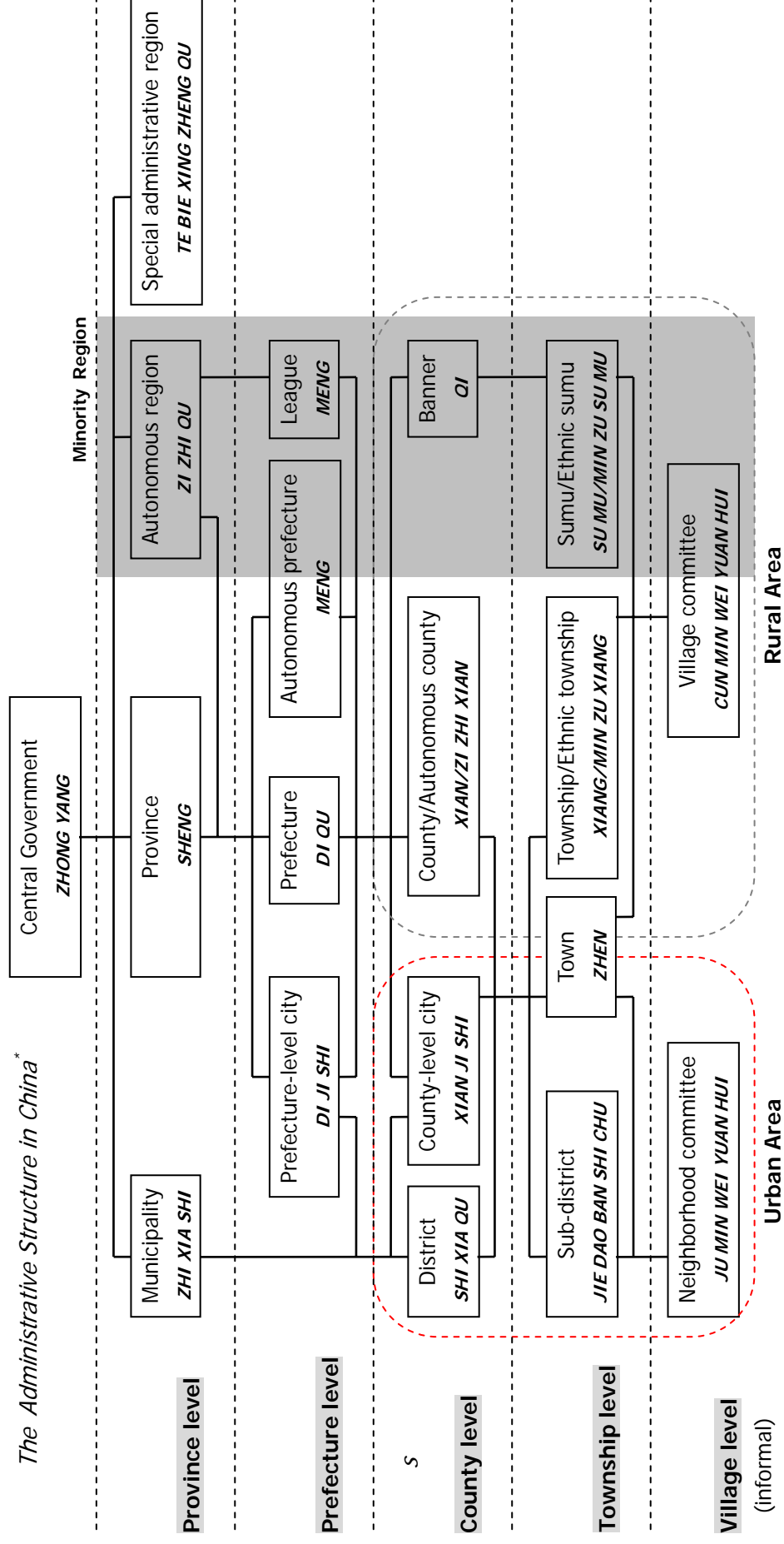


## Appendix

### *Planning and Design Practices*

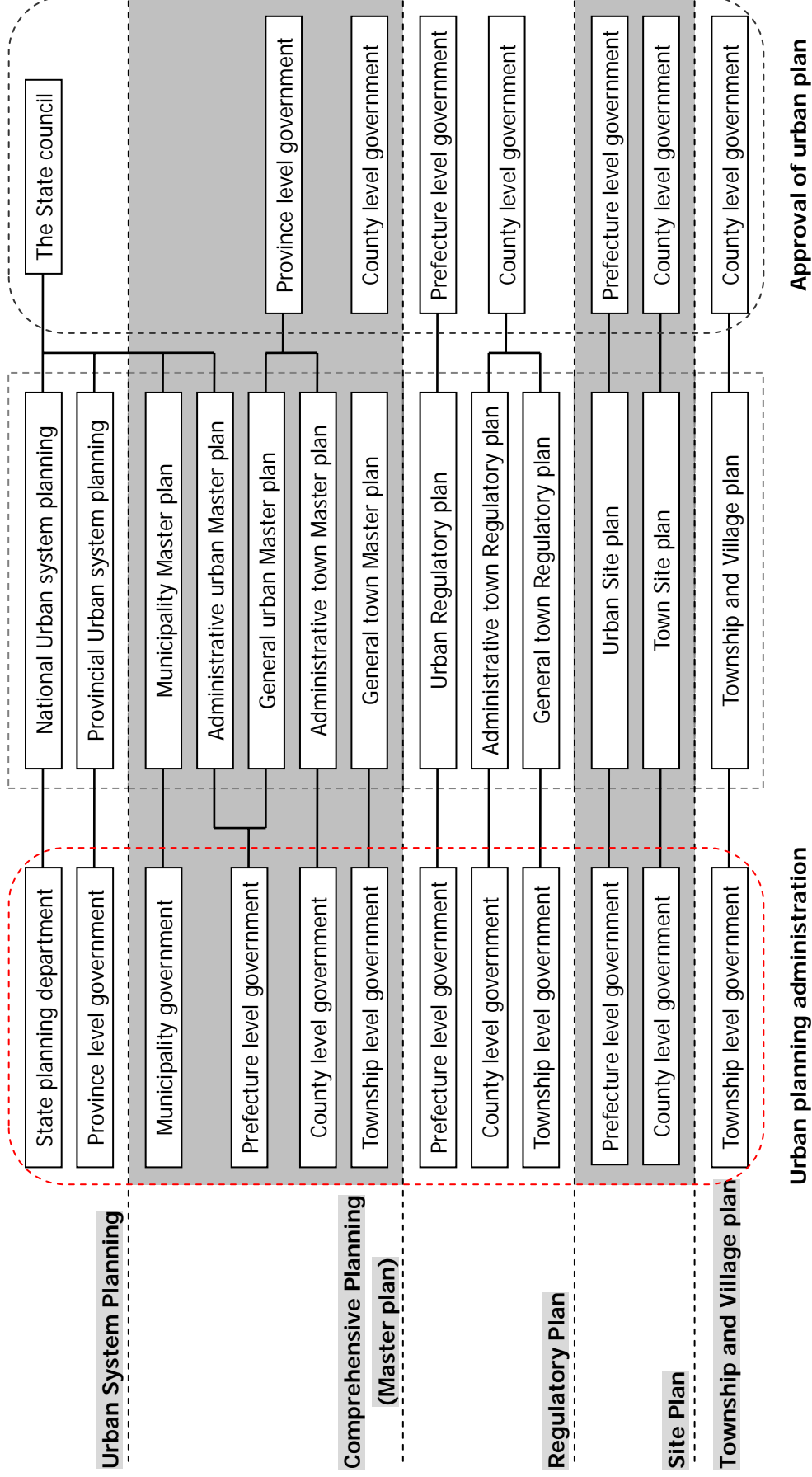
Bijiang Historic Settlements Renovation Research	2003
Dongguan Liaobu Town Comprehensive Planning	2002-2020
Daling Historic Village Conservation Planning	2003, 2009
Foshan Urban Comprehensive Planning	2004-2020
Foshan Historic City Conservation Planning	2004.11
Foshan Zumiao-Donghuali Urban Historic Conservation Area Detailed Plan	2007.1
Foshan Water System Comprehensive Planning	2009.3
Foshan Zumiao (Ancestral Temple) Conservation Planning	2009.5
Government Work Report of Shunde Beijiao (Shunde Beijiao Gov. & CPC Office [2008] n.1,2)	2008
Guangdong Province, Guangdong Urban Planning Office: Cooperative Development Planning of the Urban-Rural Cluster in the Pearl River Delta	2004-2020
Guangzhou Shameen Living Environment Planning	2009.8
Guangzhou Shangxiajiu Historic Conservation Area Renovation Planning	2009.10
Jieshi Historic Town Conservation Planning	2004
Renew Research in Panyu Yuyinshanfang Tourism Development Plan in Panyu Yuyinshanfang	2003, 2005
Shunde Beijiao Town Comprehensive Planning	2001-2020
Shunde Ronggui Town Comprehensive Planning	2000-2020
Water Pollution Prevention Planning Report in the PRD	2004.1
Zhongshan Cunheng Village Conservation Planning	2006.12
Zhongshi Huangpu Town Comprehensive Planning	2004-2020
Zhongshan Huangpu Town Planning Management Guideline	2003
Zhucun Central Village Planning	2002
Zhucun Living Environment Improving Research	2004

*The Administrative Structure in China\**



\* The land in Villages, part of Towns and Townships is Collective Land, whose right of land use belongs to the collective peasants group. The other land in the rural area and the land in the urban area is State Owned Land. The urban areas in the township level and its superior levels should be managed by the urban planning system with physical plans.

*The Planning System in China*



*The Heritage Conservation System (Unmovable Cultural Relics) in China \**

Current administration	Conservation system	Application		Planning			Management	
		Application	Approval	Plan	Approval	Related plan		
Urban Planning Department	<b>Historic City</b>	1	The State Council	2	1	City Master plan	2	To record in the State Council
	<b>Urban Historic Conservation Area</b>	1		2	1	City Master plan	2	
	<b>Historic Town</b>	3	1	3	1	Town Master plan		3
	<b>Historic Village</b>	3	1	3	1	Village plan		3
Cultural Heritage Department	<b>Cultural Relic Unit</b>	National level						
		Province level						
		Prefecture level						
		County level						
Corresponding level of governments and cultural heritage departments								

\* 1 - Province level government, 2 - Prefecture level government, 3 - County level government

### Time Line of Conservation in China

1922	The academy of archeology in Beijing University was established
1929	<b>Zhong Guo Ying Zao Xue She*</b> was established
1930	<i>The Law on Historic Relic Preservation</i>
1931	<i>The Implement Regulations for the Law on Historic Relic Preservation</i>
1948	<b><i>The Simple Catalogue of National Historic and Cultural Architectures</i></b> was edit by Prof. Liang Sicheng. This 450 items long list was the basement of the first list of the National level Cultural Relics later.
1951	<i>The Announcement of the State Council for the Conservation of the Cultural Relics in the Agricultural Production</i>
1960	<b><i>The Interim Regulation for the Conservation and Management of the Cultural Relics</i></b> (promulgated by The State Council)
1961	<i>The Guideline of the State Council for the Conservation and Management of the Cultural Relics</i>
	<b><i>The first list of the National level Cultural Relics</i></b> (The State Council), 180
1963	<i>The Interim Regulation for Remedy of the Revolutionary Monuments, Historic Architectures, Grottos</i> (promulgated by the Ministry of Culture)
	<i>The Interim Regulation for the Conservation and Management of the Cultural Relics Units</i> (promulgated by The State Council)
1974	<i>The Announcement of the State Council on Strengthening the Conservation of the Cultural Relics</i>
1980	<i>The Announcement of the State Council on Further Strengthening the Conservation of the Cultural Relics</i>
1982	<b><i>The Law of the P. R. China on Protection of Cultural Relics</i></b> (Order of the Standing Committee of The 5 <sup>th</sup> National People's Congress, No. 11) It is the sign of the establishment of the heritage conservation system in China.
	<b><i>The first list of the National level Historic Cities</i></b> (The State Council), 24 It established the assessment system for the Historic City.

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\* Zhong Guo Ying Zao Xue She (Chinese Tectonic Study Society) was an academic organization to study and protect Chinese historic architectures in 1930s and 1940s. The members were architects who graduated from American (University of Pennsylvanian) and Japan, as well as archeologists, geologist, officers, sociologists, reporters and other scholars. They translated the ancient Chinese tectonic book *Ying Zao Fa Shi* (Li Jie 1110), searched and protected lost historic architectures during the war. It was the most important organization in the history of conservation in China that influenced a lot of architects and researchers later. The members of the organization, Prof. Liang Sicheng, Prof. Liu Dunzhen, Prof. Lin Huiyin, etc. were the founders of the modern architecture education system in China.

	<i>The second list of the National level Cultural Relics Units(The State Council), 62</i>
1984	<b><i>The Regulations for the Urban Planning</i></b> (promulgated by The State Council)
1985	China entered <b><i>the Convention Concerning the Protection of the World Cultural and Natural Heritage</i></b>
	<i>The Regulation for Remedy of the Historic Monuments, Historic Architectures, Grottos etc. (promulgated by the Ministry of Culture)</i>
1986	The concept of <b>the Urban Historic Conservation Area</b> was first raised in the document of the State Council and the Ministry of Housing and Urban-Rural Development. The standard was to define the area with abundance heritages, continuous historic buildings, which can reflect a traditional and historic context integratedly and truly.
	<i>The Announcement of the State Council on Further Strengthening the Conservation of the Cultural Relics</i>
1987	Great Wall and Forbidden City was the first World Heritage in China, then 1987 and 1990 was Tai Mountain and Huang Mountain, 1992, Jiu Zhai Gou, Huanglong, Wuling Yuan, 1997, Pingyao Old City and Lijiang Old City. By the end of 2009, there are 38 World Heritages in China.
1988	<i>The third list of the National level Cultural Relics Units (The State Council), 258</i>
	<b><i>The Law of the P. R. China on Urban Planning</i></b> (Order of the President of the P. R. China, No. 23)
1989	It emphasized the necessity of the renovation in the historic cities. (Chapter 3, Article 27)
	<i>The Regulations for the Protection of Underwater Cultural Relics (The State Council, Decree No. 42)</i>
	<i>The Supplementary Items on the Administrative Punishments for the Law of the P. R. China on Protection of Cultural Relics (Order of the President of the P. R. China, No. 47)</i>
1991	<b><i>The Law of the P. R. China on Protection of Cultural Relics (Revision)</i></b> (Order of 25 <sup>th</sup> Session of the Standing Committee of The 7th National People's Congress)
1992	<i>The Announcement of the State Council on Further Strengthening the Urban Planning (The Ministry of Housing and Urban-Rural Development the P. R. China)</i>
	<i>The Announcement of the State Council on Further Strengthening the Protection and Management for the Historic Cities</i>
1994	<b><i>The Implementation Regulations for the Planning of the Historic Cities</i></b> (The Ministry of Housing and Urban-Rural Development the P. R. China)
1996	<i>The forth list of the National level Cultural Relics Units (The State Council), 250</i>
1997	<i>The Announcement of the State Council on Strengthening the Conservation of the Cultural Relics</i>



2001	<i>The fifth list of the National level Cultural Relics Units (The State Council), 518*</i>
2002	<b><i>The Law of the P. R. China on Protection of Cultural Relics (Revision)</i></b> <i>(Order of the President of the P. R. China, No. 23)</i>
	<i>The Announcement of the State Council on Strengthening the Conservation and Management of the World Heritages</i>
2003	<b><i>The Regulations for the Management of the Urban Purple Line</i></b> <i>(Order of the Ministry of Housing and Urban-Rural Development the P. R. China, No.119)</i> The Urban Purple Line is a specific line to define the boundary of the Urban Historic Conservation Area with the same urban coordinate system of the urban master plan. It is a sign of the full official intervention of the construction departments in the heritage conservation system.
	<b><i>The Regulations for the Implementation of the Law of the P. R. China on Protection of Cultural Relics</i></b> <i>(The State Council, Decree No.377)</i> It is the first time to nominate the <b>National level Historic Town</b> and the <b>National level Historic Village</b> by the State Council and Ministry of Housing and Urban-Rural Development the P. R. China.
2004	<b><i>Foshan Historic City Conservation Planning</i></b> <i>(Foshan City Government)</i> It is the first urban planning to practice the Urban Purple Line for the conservation of the Urban Historic Conservation Area
	<i>The Announcement on Strengthening the Conservation of the Valuable Modern Architectures</i> <i>(the State Council and the Ministry of Housing and Urban-Rural Development the P. R. China)</i>
	<b><i>The Constitution of the P. R. China (Amendments)</i></b> <i>(Adopted at the 2<sup>nd</sup> Session of the Tenth National People's Congress)*</i>
2005	<i>The second list of the National level Historic Towns and Historic Villages</i> <i>(the Ministry of Housing and Urban-Rural Development the P. R. China)</i>
	<b><i>The criterion for the Conservation of the Historic City</i></b> <i>(Order of the Ministry of Housing and Urban-Rural Development the P. R. China, No.358)</i> It has the precise definition for the Urban Historic Conservation Area and the related concepts and provisions.
2006	<i>The sixth list of the National level Cultural Relics Units (The State Council), 1080</i>

\* 3 supplements added in 2002 and 2003

\* Article10: Land in the cities is owned by the State. Land in the rural and suburban areas is owned by collectives except for those portions which belong to the State as prescribed by law; house sites and privately farmed plots of cropland and hilly land are also owned by collectives. The State may, in the public interest, requisition land for its use in accordance with law. No organization or individual may appropriate, buy, sell or lease land or otherwise engage in the transfer of land by unlawful means. All organizations and individuals using land must ensure its rational use.

2007	<p><b><i>The Law of the P. R. China on Urban and Rural Planning</i></b> (Order of the President of the P. R. China, No. 74)</p> <p>It emphasized the heritage conservation system of the Historic City, the Urban Historic Conservation Area, the Historic Town and the Historic Village. (Chapter 3, Article 31).</p>
	<p><b><i>The Regulations for the Protection of the Historic City, Historic Towns and Historic Villages (Draft)</i></b> (The State Council)</p>
2007	<p><i>The third list of the National level Historic Towns and Historic Villages</i> (the Ministry of Housing and Urban-Rural Development the P. R. China)</p>
	<p><b><i>The Law of the P. R. China on Protection of Cultural Relics (Revision)</i></b> (Order of the President of the P. R. China, No. 84)</p>
	<p><b><i>The Real Right Law of the P. R. China</i></b> (Adopted at the 5<sup>th</sup> Session of the Tenth National People's Congress)</p> <p>It provided the management of the collective land property and the private property, as well as the management on the homestead site.</p>
2008	<p><i>The forth list of the National level Historic Towns and Historic Villages</i> (the Ministry of Housing and Urban-Rural Development the P. R. China)</p>
	<p><b><i>The Regulations for the Protection of the Historic City, Historic Towns and Historic Villages</i></b> (The State Council, Decree No.524)</p>
2009	<p>The application was started for the seventh National level Cultural Relics Units</p>

*The other related laws and regulations*

The Law of the P. R. China on Land Management

The Law of the P. R. China on Rural Land Contract

Urban Planning Compiling Method

Regulations for the Implementation of Urban Planning Compiling Method

Town and Village Planning Compiling Method

Urban State-owned Land Use Right Transfer Management

Township Planning and Construction Management

Standard of Village and Town Planning (GB50188-93)

Regulations of Rural Homestead Land Property Register

Guideline of Urban Planning Management Operation Documents

Regulations for the Implementation of the Law of the P. R. China on Urban and Rural Planning in Guangdong

Regulations of Rural Residential Planning in Guangdong

Regulations of Urban Institutional Reform in Guangdong

Guideline of the Central Town Planning in Guangdong

Regulations of Village Planning in Dongguan

Regulations of Rural Collective Land Use Right Transfer in Guangdong

Regulations for the Implementation of Urban Planning Management in Guangzhou

Regulations of Urban Planning Technical Management in Guangzhou

Regulations of Rural Homestead Land Management in Guangzhou

Regulations of Village Planning in Guangzhou

Approval of Promoting the Urbanization and Construction in Guangzhou  
(Guangzhou Gov. & Guangzhou CPC)

Approval of Promoting the Central Towns and Villages Construction in  
Guangzhou (Guangzhou Gov.[2005] n.43)

Regulations of Rural Farm Land Transfer and Land Acquisition Management in  
Foshan

Regulations of Land Acquisition Management in Shenzhen

Approval of Investigating and Punishing Illegal Building (Shenzhen Municipal  
People's Congress Standing Committee, n.13)

Approval of Processing Historic Illegal Private House and Industrial & Commercial  
Building (Shenzhen Baoan District Gov.)

Regulations of Collective Industrial District Construction in Shunde (Shunde  
Gov.[2002] n.33)

The Planning Brief on Promoting the Three Concentration Policy for the  
Development of the Megalopolis in Shanghai (Shanghai Municipal Gov. [2004]  
n.45, 2004.11.17)

*Zhonggongzhongyang Guanyu Zhiding Guomin Jingji he Shehuifazhan Di  
Shiyige Wunianjihua de Jianyi [CPC Central Committee Communique on the  
11th Five-year Plan about the National Economy and Social Development], The  
Sixth Plenum of the 16th Communist Party of China Central Committee,  
2005.10.11*