

The Study of Modern City Planning Governance Evolution

Wuhan as Case Study

Fei Dong

1. Introduction

During the 60 years (namely, from the foundation of national new regime till now) of modern urban development, modern urban planning has developed from one step of construction to the leading position the city development, whose administrative organization, compilation content and legislation have been growing in perspective ways, which has formed independent professional system. Wuhan, as an extra large city after China opened recently, carried out modern urban planning activities earlier than other cities. Especially after 1949, Wuhan has become a new center city in central China, and its urban construction activities become more active. The status of urban planning rises and falls according to national economic policies and city strategy. This paper tries to explore the experience of urban planning governance system transformation development by rationalizing a large span of history, which will make theoretical contribution to summarizing the characters of Chinese modern city planning management models.

2. Connotation of modern city planning management

City planning management system is a social management system as well as a highly professional experience solidification method. Rooted in Chinese social environment, modern city planning management evolves from planning compilation and spatial implementation of construction projects. Modern academic community hasn't clearly defined the components of planning system, so there are many explanations. According to National Registration Examination materials, city planning management covers three aspects: compilation, administration, and laws.

Based on the history of modern city planning management development, particularly under the hierarchical administrative system, the principal-subordinate relationship between planning compilation and management is completely reversed, which reflects city planning system having developed from an engineering technology of emphasizing material elements and fixed space distribution into the main city administrative function of dynamic control to social economics, public management, administrative science and other subjects. At the same time, the structural evolution in the planning system is closely related to national systems, economic environment, space stratification and land control policies. According to this clue, the influence of city planning content, changes of management institutions and the laws issued and regulations on the growth of urban space can be roughly divided into three stages, namely early stage (1949-1978), developing stage (1978-1991) and the transition stage (1991 - present).

3. Early stage of modern city construction and “replacing management by compilation” model (1949-1976)

3.1 Early stage of Wuhan City Construction

In 1949, Wuchang, Hankou and Hanyang three towns liberated and merged into Wuhan City, which was set as the administrative station of Central Southern Region^①. Complying with the guideline of “changing consumer city into productive city,” it raced to restore the infrastructures destroyed and social production; on the other hand, the country organized all industry departments and ministries of railway, health, hydraulic, electric, public security, culture and urban construction to unite with the Soviet Union experts group to select sites for the national industry projects in need and important infrastructures all over the country. The sites for 156 major projects assisted by Soviet Union are most notably. All these projects directly determine the transformation of Wuhan as heavy industry base, national transportation hub.

The Soviet social system and ideology were completely introduced. Thus the social system was characterized by planned economic system with highly centralization, taking administrative management as the main mechanism, public ownership taking absolute advantage and continued until Reform and Opening-up, nearly 30 years. Therefore, this period could be called the early stage of socialist modern city.

3.2 Planning management model of “replacing management by compilation”

3.2.1 Administration of “Line and Block split”^②

According to the planned system, which is heavy color of idealism, first of all, eliminating the other economic factors outside of public ownership realized that the land needed in urban construction belonged to the state and the collective, state was the investor, the beneficial parties were state, so there was not benefits of individual and separate economic entity. Urban planning is subject to economic plan, which “is an extension and complement of the national plan, or space diagram of economic plan”. The compilation content of the urban planning and implementation behavior is controllable in accordance with established goals step by step. Urban planning management system is used to regulate construction behavior, which are a technology and a feasibility exploration in engineering. For this reason, the functions of urban planning were decentralized into different departments, whose primary responsibilities were in the Economic-Plan Department and the Constructive Department. EPD was responsible for approval of quota standard of urban planning and planning projects, and CD was responsible for organizing compilation of urban planning and. The former was the basis for drawing up the compilation of planning, and the latter compiling planning served to engineering construction. And the planning compilation connected the economic plan and construction. In order to realize a highly centralized state management, all society must be incorporated

into the unified plan for management; therefore, dividing administrative functions according to social industries and realizing vertical distribution controlled and made all ranks of administrative organization become the units dispatched by central government. "Line and block Competition" has been the biggest dispute of the relationship between management structures under the planned system. At the early stage of construction, "General Party A"^③ system was adopted in the industrial construction. Actually, it is the manifestation of "the priority of line administration". For example, the planning layout, engineering design and construction of Wuhan key projects were directly governed by state ministries and commissions, and got national manpower, material, resource supply, as well as enjoyed the special policies of getting counterpart support. And city government was responsible for implementation of the projects outside the factory and in line with the state. In accordance with the requirements of a number of key projects, Wuhan government unconditionally supported in the land distribution and facilities construction, no any constraints and actively governance on planning. Wuhan as the center of the large region, the provincial capital city and municipality, whose urban construction has obtained more distribution advantages of "priority of line" and "fast track" of obeying government order, thus the government also keeps in "passive" position.

In 1958, the central implemented decentralization policy to make the local production flexible, namely, expanding the local economic-plan and allocation capacity, which was the first time for the central to "give priority to block". Wuhan Municipal Government proposed the idea of establishment of a complete local industrial system. To adapt to the great leap forward in the industrial production, the layout target of "high (standard), large (scale), comprehensiveness" was put forward in the urban planning. So the basic construction strength was huge and Wuhan municipal government issued a series of implementation measures and regulations on the land requisition, heritage protection, grave migration, landscape, and the guidelines of division management for municipal and district-level. It was the active period of the local regulations of planning management. But in 1960, for stopping the errors in the leap forward, the central partially issued a direction "not progressing urban planning in three years". The planning management system was also stifled with the blind constructive momentum cutting down. Such extreme administrative order existed during the planned economy period, and the urban planning function had always been subject to economic-plan management, which couldn't be coherent.

3.2.2 Two tiers urban planning compilation system

Referring to the "design procedure of urban planning compilation (draft)" drawn up by Soviet Union experts, the planning design was divided into two tiers: general planning and detailed planning. The Soviet Union planning design model is originated from the post-war reconstruction experience, either the general planning or the detailed planning mainly gives first place to detailed and complete engineering design, focusing on perfect graphic relationship. So to speak, general planning and detailed planning nearly covers all urban construction needs.

The general planning completed in 1954 was the first one of unified layout for three towns of Wuhan, instructed by the Soviet Union expert Balakin personally. Complying with the SU principles, calculating the basic population according to the industrial plan scale issued by all the ministries and commissions, and then estimated the urban development scale and each fixed target of supporting infrastructures. The detailed planning of national key projects carried out in the same period were completed by the Soviet experts or design agencies of various state ministries and commissions, even including the first-stage engineering design. Two tiers planning progress simultaneously, one represented block, the other represented line. General planning takes the city as a complete economic unit, and arranges all the project infrastructures in the planning areas by the "ultimate blueprint", so it is also called "constructive planning."

Although the general urban planning was not clearly given the time limits of by-step implementation, but if the national economic-plan goal is adjusted, the fixed targets and the layout of key infrastructures should be revised soon. For example, the state called for "strict economy" in 1955, planning indexes were compressed or modified with "strongly reducing the non-productive construction standard"; while in the "Great Leap" period from 1958, a large number of industrial projects were launched and all standards were raised. Each urban planning adjustment was reversed from macro to micro and the guiding ideology was changed now and then.

Planning compilation was the main work of urban planning in that time, whose core is engineering technique to ensure the industrial projects, put into production quickly. Based on engineering construction needs, planning adopted "blank" for the rural areas without industrial plans, which meant there was no spatial relationship between villages, towns.

3.2.3 Frequent changes in administrative organization

At the first stage, Wuhan set up Metropolis Planning Commission responsible for the overall urban development layout to find out the overall city resources, later renamed the Municipal Facility Committee and the City Constructive Committee respectively, whose work focused slightly differed from each other. They also shared the same basic point of providing necessary basic information, such as location selecting, land use, municipal facilities, geological and water and technical assistance for the national key projects. According to the central institutions division methods, Wuhan Financial and Economic Committee were in charge of scheduling various resources. Therefore, although the City Planning Commission was renamed frequently, it has been working together with the Financial and Economic Committee, in which mayor also acted as director and is responsible for coordination of the overall urban land layout. But the other planning management functions of general items were distributed to different management departments according to the nature of projects.

After the first five-year plan began, the State and Local Plan Commissions set up. Then the functions of the Financial and Economic Committee were transferred to Plan Commission and the Constructive Commission was set up independently. In accordance with the requirements

of Soviet Union urban planning compilation, statistics group, land use group, planning group, inspection and supervision team and direct measuring team were set up respectively. To adapt to the large-scale economic construction, great importance had been attached to urban planning compilation. Thus the planning and construction functions of the Urban Construction Commission were separated, then offices of municipal planning board and infrastructure, which was the first time to set up planning and construction independently after the state foundation. Urban Planning Board is directly subject to municipal government, specializing special duty requirements and administrative system.

This form was cancelled by the recovery of City Construction Committee after the first five-year plan, whose purpose was to enable urban planning serve for target items and industrial basic construction with "priority of line", and better implement national policy of "practicing strict economy, reducing on-productive construction ". Meanwhile, the planning and management of daily construction in the city took this opportunity to centralize in Municipal Construction Commission. After the beginning of the second five-year plan, the name of Municipal Construction Commission swung between "Municipal Constructive Commission" and "Municipal Infrastructure Constructive Commission" due to "Great Leap Forward" movement, which reflects the urban construction direction at different stages. However, urban planning has been taken as one of the special work in Construction Commission , while and Planning Commission set up project planning office internal to coordinate various items and each industrial area and industrial town set up its own plant planning and construction management department.

It can be seen that planning governance agencies and their functions have no independent system in planned economy era. It was under the direct governance of financial or economic plan departments; at the end of 1950s', the urban management agencies classification gradually became clear, and formed "Great Constructive Committee" dealing all construction business and comprehensive coordination. Urban planning was one of physical building links.

3.3 Summary of planning management system

As the emphasis in the planned ages, Wuhan Urban Construction has completed transformation of modern industrial city. In urban management, as municipality directly under the Central Government or national planned municipality, it has formed relative perfect socialist planned economic system, as a part of which Planning management system has the following characteristics:

- Mysterious. In view of under particular international circumstances, the country was in a state of national defense and combat readiness, and the economic plan and layout of key projects were confidential materials. Therefore, urban planning layout is under charge of administrative leaders respectively, which is also confidential.
- Passive. Urban planning system under the leadership of the economic plan. Planners have less voice in the process of site-selection and setting up of key project, which focusing on physical planning implementation. Under the social management system with giving priority to economic-plan and line commands, local urban planning just has the function of passively

distributing lands and constructing projects.

□ Technical. In order to make a large number of industrial projects start in short term, the engineering technical nature became the major attribute in the planning compilation. Constructing according to diagrams makes it necessary to replace management with planning compilation fruits.

4. Developing period of modern city and the “separation of planning compilation and management” model (1978-1990)

4.1 Wuhan urban construction during developing period

In 1978, the state focused on economic development and began Reform and Opening-up, which was initially carried out in coastal areas and the rural areas. Prosperous economy in the rural areas forced agricultural goods and surplus population to outflow, which highlighted the role and status of cities in economic development sequence, and made changing the mode of the contradictory concept of city versus county become a tendency. In accordance with the model of "city helping counties", there were four counties added in Wuhan, with a total city administrative area of 8216 square kilometers and population of about 600 million, breaking up the structural relationship between urban and rural land use remained after the liberation. How to realize intercommunication development between urban and rural areas became the Government's strategic breakthrough.

In 1984, Wuhan took "traffic, circulation" as the development strategy, which was the first provincial capital city approved by the state to implement economic reform. In financial system, as a national trial run, Wuhan adopted “total amount division, proportional contracting” approach and obtained the rights to the separate plan and provincial economic rights. With the expansion of economic rights, the responsibility of local self-development increased. First of all, deal with all the urban debts left in the industrial construction era and adjust the ratio between “bones and flesh”, then the residential quarters and infrastructure shared an increasing rate in the urban constructive plan. Despite the government's economic system didn't change essentially in this period and gave priority to administrative allocation, the city administration management rights had been decentralized to the local, which realized the resources allocation of “giving priority to block” and made the economic pressure be allocated to local governments and society from the central as well as ensured the environment and social efficiency by attracting foreign investment and balancing capital in the construction through comprehensive development. The urban achievements were significant, which can be called the developing period of modern city.

4.2 Planning management model of “separation of compilation and management”

4.2.1 Independent function of urban planning management

After Reform and Opening-up, great importance has been attached to urban planning, directly reflected in independent management function and advancement of governance levels. In

response to the central policy, Wuhan established Wuhan Urban Planning Administrative Bureau directly under the municipal government in 1979, separated the functions of urban planning management and compilation from the Constructive Committee. After several adjustments, internal functions were divided into planning-construction, municipal planning, survey management and illegal construction inspections. Meanwhile, the staffing was in accordance with the total urban population and the standard of arranging administrative personnel per 10000 persons, and thus allocated more than 270, including the administrative personnel and planning compilation research personnel in municipal and district levels.

In 1980, National Constructive Commission proposed that "the main responsibilities of the mayor is to manage well the urban planning and construction" and stressed that the "Urban planning is a scientific and highly comprehensive work." Later it issued "report on the suggestions of urban planning and preliminary work in the key projects construction," which required the site-selection of key projects at all levels should take into account of the city's planning requirements, which changed the "arbitrary" behavior at the first-stage of the economic-plan department and took the urban planning as one factor of site selection of the key projects. In order to embody the leading place of urban planning in urban construction, Wuhan Planning Administrative Committee was established in 1985 as the power concentration and the highest decision-making body in Wuhan urban planning management, took the responsibility of developing urban planning and management guidelines and principles as well as reviewing various key projects and coordinating various departments. And Mayor also assumed director of the Committee; all the responsible persons in government functional departments related to urban construction and management are the members of the Committee, in which WUPAB as the executive department. Planning Committee set up a platform of comprehensively coordinating various sections relationship and solving contradictions unified the city-district-county hierarchical administration system.

At that time, the City Government didn't get rid of the thinking mode of "almighty", so a great deal of administrative and service work were combined. In order to enhance efficiency, administrative power expanded irrationally with the characteristics of daily affairs and charging function. In 1988 When proposed an innovative model of urban planning management, namely, merging planning, land acquisition & relocation and land management functions. Though Urban Planning & Land Administrative Bureau was still under the guidance of Constructive Commission from the governance distribution, the repeated procedures of administrative decision in the overlapping functions was reduced, and the voice of social development was strengthened in the comprehensive coordination after the combination of urban spatial and land governance. This pioneering model broke through the functional setting module of the central ministries, the validity in the independence of functions of urban planning administration and unified spatial implementation is obvious.

4.2.2 Technical lag in planning compilation

The urban construction during the developing period urged complete city general planning. The State Council issued "Approval of Urban Planning Compilation Interim Measures" and

“Provisional Regulations on Urban Planning of Fixed Targets” (1980). The two documents were the first official planning compilation reference issued by the State, which basically followed the Soviet Union’s urban planning ideas in the 1950s’. The documents explained that urban planning was still divided into two tiers, so its goal was described as “ultimate blueprint”. Therefore, behind the rapid developing economic, urban planning were often considered as “a drawing on the wall” without any practical value.

With Wuhan economic system reform in 1984, social system created so much new things, planning administration meet the need of new building behavior by paying more attention to directly the detailed planning of projects. Although " Urban Planning Ordinance "(1984) issued by state added historical cultural city protection, the inner city reconstruction and other specific details in the planning content, multi-emphasis and multi-layer concepts began to appear in the planning compilation, urban planning had always been keeping the track of the construction.

Across the planning compilation content in this period, macro-and micro-planning guiding ideology haven’t formed a good hyponymy. Macro-planning focused on the modern city goals which didn’t get rid of the thinking constrained by long-term planned and failed to directly contact with the relative mature urban planning concepts in the Western, so it just explored the characterization of the spatial form by showing " great" socialist developing goals. On the other hand, micro-planning put meeting economic developing needs as the top priority, and the recent economic efficiency became the primary factor of evaluating the detailed planning, which caused the partial benefits to be expanded. Planning administration and planning compilation formed hyponymy in the setting up o f organs, but the management means and content were for planning approval of buildings, lack of coordination for comprehensive planning compilation system.

4.2.3 The beginning of planning governance legislation

On the Third Plenum of the 11th Central Committee of the Communist Party of China, the state made great decisions, such as “Center on the economic development, strengthen democracy and legal system construction”. Wuhan was listed as one of the first batch of national laws construction trial cities. After the independence of urban planning management, local government began to prepare the implementation standard for planning, transiting from full administrative means to integrated administrative, economic and legal means to control the social economic relationship. In 1981, Municipal government issued “Administrative Guidelines of Wuhan Urban Planning Implementation ”, which was the first special administrative regulation on urban planning since the liberation, which included general principles, land control, buildings management, municipal management, and other engineering management, penalties of violation. The document in accordance with the planning administrative procedures regulated all the urban departments under the planned economy system, which gave government full responsibility for overall construction process. "Urban Planning Ordinance" issued by the State Council in 1984 formed the first state planning law, which urged the local government to strengthen legal procedure of urban

planning management. Faced with the increasing complicated constructive needs after the reform, drawn up by Wuhan Urban Planning Administration Bureau, several regulations that standardized various construction behaviors were issued by municipal government, which gradually filled the technical gaps.

4.3 Summary of planning management system

Economic system reform touched deeply the inertia thinking of governance centralization, and rights gradually decentralized to the local, who made all levels governments have responsibilities for developing. Pursuing economic increasing under the blocked administrative system became the main feature in the developing period. Urban construction plan was diverted to the local who encouraged independent construction of units, individual. Therefore, detailed and further classification of management based on the administrative behaviors became an inevitable trend. Advanced in other large and medium cities, Wuhan's exploration on the urban planning management system, independence and concentration of governance functions became its main features. However, as in the initial stage of reform, the government was always at the top of legal structure, targeting at the constructive units and individuals and regulating detailed constructive behavior through administrative system. In this way, the unified legal measure was not founded, planning compilation and management still separated into macro-tier and micro-tier, whose relationship didn't form superior and subordinate relationship.

5. Transformation period of modern city and the “determining compilation depending on management” model (1991 -)

5.1 Wuhan urban constructions in transformation period

In 1991, the state declared to established national hi-tech development zones across the country to further Open-up police. In 1992, after Deng Xiaoping's "southern tour", the market economy system transformation led to further reform of various social systems and the city appearance was changed greatly from the urban to suburbs, which was known as the modern city's transition period which hasn't been fully completed up till now. In 1993 the state canceled Wuhan as separated planned city and promoted it as sub-provincial city, which gave more freedom to the local government bodies. In 1994, the tax-sharing system reform began, which established tax return system from central finance to local's and further expanded local affairs and financial power. The operational behavior of the local government was directly linked to revenue; fully attracting foreign capital to develop economy became the main theme of the government's work, GDP growth as key indicators of performance evaluation. The cities began to reconstruct national economic sections in competitive state.

Urban construction has been fully changed, among which commercialization of land and housing became the driving force for the local economic growth. Land leasing system transformed the "free, no circulation, indefinite duration" lands into the greatest capital of local

governments. The land transactions from the first land leasing contract in 1992 to the first listed public trade in 2002 have brought rising steadily land value to Wuhan municipal government. "Enclosure hot" and downtown reconstruction the led Wuhan extended quickly as "spreading pie" overcoming the barrier of rivers and hills. Crude development at high-cost and high profit out flowing caused the governments to reflect. Later, the urban business concept of attracting investment by digging and enhancing the overall city value has been gradually formed; great importance was attached to the landscape environment and historical cultural resources. And all types of integrated environmental improvement projects contributed to the urban "beautification movement" in the new era.

China entering into WTO in 2001 marked that the national economy was integrated into the globalization, the contribution of domestic and foreign capital to the GDP growth compared in the same breath with capital amount, Wuhan urban structure, legal management system were faced with dual-direction changes of international economy and regional development.

5.2 Planning management model of “determining compilation depending on management”

5.2.1 Strong effect of combination of spatial planning and land controlling

In order to enhance the attractiveness to foreign investors, service-oriented transformation of government functions took administrative approval system reform as a breakthrough. Wuhan Urban Planning Administration Bureau adjusted administrative approval procedures for key projects by foreign investment. It set up new links, the land compensated using department and the key projects planning department in the 1992 with the new land policy. In 1993, it reset to land planning No. 1 and No. 2 departments replacing old departments, which implementing “one-stop” service of site selection, land allocating and architecture approval only by geographical division. Administration innovation improved the approval process speed of single project, but how to guide the overall increase of urban land value through spatial planning layout became the primary issue of planning governance.

Wuhan implemented a number of urban environment improvement projects, meanwhile, the government called for all administrative offices to research the city's developing strategies. Economic-plan Committee, Urban Planning Administration Bureau, Municipal Construction Administration Committee and etc. researched "open Wuhan", "Wuhan industrial structure plans", "urban circle planning", "research on Wuhan land leasing policies," and other topics respectively, which remarked urban planning had transferred from an engineering spatial layout to comprehensive social and economic development fields. The merge of functions of spatial planning & land controlling combining municipal vertical management ensure the high degree of planning implement unity, which could make developing strategy down to space and land, have a stronger voice in the government functions. The guidance ability of Municipal Construction Administration Committee on urban planning management weakened with the decrease of mandatory projects, and planning's status was increasing in gaming with Economic-plan Committee (Development & Reform Committee).

In order to improve the efficiency of service-oriented government, Wuhan furthered governance reform in 2001, integrated several administrative rights into planning sections, established Wuhan Urban Planning & State-owned Land Resources Administration Bureau, which added mineral resource management, the formulating state-owned land plan and land compensated use plan, land and cadastral management, capital management of state-owned resources and towns & villages planning management. The municipal functional reorganization led to the separation of “planning management, construction management, and urban management” in the government structure. Correspondive WPLRAB separated the administrative governance from the administrative affairs, which was allocated to the second-rank units and market. This model formed strong technical backup and affairs processing studios for various approval sections in spatial & lands planning. In the internal administrative procedures, in accordance with the requirements of urban planning laws, the process fixed “one book & two certificates” and other legal or administrative process links, added macro-management to the urban planning compilation system. The planning system structure with the core of governance and the support of compilation was gradually clear, and the planning management system perfected the overall framework from compilation, implementation and permission to the administrative supervision.

5.2.2 Legislation & democracy in governance

Since the market economy transformation, the constructive needs of increasingly emerging various entities in the economic tide, such the foreign capital, individual, private domestic investment, state enterprises and other economic entities objectively promoted the extension of administrative powers. However, single administrative management means couldn't cope with the diverse attributes of social behaviors. Based on the understanding of relationship between executive power and the market mechanism, administration legislation became good ways of solving various disputes of interests.

Wuhan does not have the local legislative power, so “Urban Planning Law” (1990) issued by the state became the fundamental basis for urban planning legal system. Wuhan issued the “Wuhan Urban Planning Management Guidelines” in 1991,, which was the management measures according to the actual local needs and cleared the vague concepts in national laws, such as defined the leadership of the municipal government in the urban planning management systems, and the rights relationship between the city and district, which made corresponding regulations on the new problems in the planning management, also left room for actual operation of complicated conditions, proposed the principle of “separately issued by municipal government”, regulated new special constructive behaviors, confirmed the punishments, rules of illegal construction and the obligations of governments. In the following 10 years, local technical regulations were continuously coming out, about dozens items, such as “Wuhan Urban Architecture Planning Management Provisional Regulations”, “Scope Limits of Wuhan City Planning Region and so on. All these technical specifications are formed by organizing topic research after problems exposed in the implementation or the public put up

questions on the implemental influence, part of which are applied to solve problems in a special period or special region, but they are revised when emerging of new problems. It is taking continuous "trial and error" method to resolve the governance rationality scale.

The social space distribution contradiction reflected in the market mechanism is becoming too complicated to balance by material and technical means. The governance only showing the administrative intentions often aroused the public's doubts on the fairness of law enforcement. Now mandatory governments' behaviors should be decreased to prohibition, the pursuit of efficiency and fairness has become the two forces of checks and balances to promote the planning laws to a fine direction. The issue of "Property Law", "Urban and Rural Planning Law" and other basic laws represent the service-oriented government transfer to the guidance and macro-control. Accordingly, urban planning governance also transferred from professional techniques management to social public service, which not only serve governments, but also direct and non-direct beneficiaries. Openness of management content and processes became the main way to realize publicity. Public participation methods, means and degree became the major topic of legislation in recent years, while the socialization scale of management affairs was also incorporated into the common research on various social systems at home and abroad.

5.2.3 Adjustment of planning compilation system

Urban planning management was contained by market behavior to insure urban construction increasing, but the uncertainty of market behaviors urged "blueprint-style" to be transformed into the combination of developing and controlling in the planning management, so the regulatory planning was coming-out under this background. "Urban Planning Methodology"(1991) subdivided the compilation system into city & towns system planning, general planning, district planning, regulatory planning and constructive planning at multiple levels, and regulated the rights of organization, compilation, examination and approval in details.

Wuhan immediately carried out exploration on planning compilation system, of which the technical method and contend of regulatory planning became the focus. For the advantage of the merge of spatial & land planning management, according to the needs of land compensation use, planning designs of developing zones and community zones in that time explored the blocks' division, estimated and controlled the space capacity and other indexes, reflecting that urban planning compilation transferred from the fixed implementation targets to dynamic processing management, elevated city land value in the implementation.

During the developing boom, downtown and new districts' look have been greatly changed for stimulating by land and real-estate profits. In order to realize maximum benefit of land and avoid disorder of space control, Wuhan municipal planning sector organized to compile many special planning programs to meet governance, such as "Wuhan Constructive Land Leasing Layout Planning", "Wuhan Vegetable Base Conservative Planning" and other to extract Wuhan local measures. The compilation methods of these programs reflected a basic guiding principle, namely, separating a rigid control to land & spatial management and adapting to developing flexibility of the market.

Since the new century, urban planning compilation system has presented a characteristic of “bi-polar extension and statutory implementation”, embodying on the strategic assumption beyond general planning and supporting system below regulatory planning. To take up strategic voice in social development, Conceptual planning and strategic planning are emerging, which reflect the comprehensive consideration over social politics, economic, human values, spatial form and other aspects, achieved targets through spatial control. But some of them became the tools for any changes Local governments. The "Urban planning compilation approach" (2006) and the "Urban and Rural Planning Law" (2008) were to clear up the statutory planning system, clarify the statutory procedures of planning compilation fruits and the legal status. Wuhan drafted “1+6” planning system framework^④ to refined the statutory system. In accordance with needs of the planning implement governance, taking statutory planning^⑤ contents as the management core, non-statutory planning contents as support, the compilation system covers and order logically all emerging forms of recent urban planning fruits, which straightened out the causal relationship between management and compilation, clarified the legal content.

5.3 Summary of urban planning governance

After 20 years' transformation of social structure, planning system's role in the urban management has been gradually stabilized, planning compilation becomes the integral part of planning governance system. Its characteristics are as follows:

- Comprehensive. It mainly represent in planning management from independence to strengthening, which plays a leading role in urban development governance. The value evaluation of urban planning is considered as multiple orientations in political, economic, ethical and technology, and so on.
- Dynamics. Small differences in spatial or land layout may cause disputes in the distribution of social benefits. Degree of rigid and flexible control become an important topic of planning governance, and thus the retrospect of planning management efficiency and adjustment of management system should be in a continuous process.
- Public. Urban planning has gradually become a popular thinking, the public participators ranged, and the participation range extended. In order to meet the needs of democracy and legal system, urban & rural planning governance have accepted the participation in a more and more open attitude from compilation to implementation.

6. Conclusion

The logic of social system is decided by the internal needs of social living, Wuhan modern urban planning governance system evolving process also represent the city system growth features. Carding the historic trace of developing make much help for Wuhan planning governance system shaping and improving, this is still in transition.

Notes:

- ① Central southern region covered Hubei, Hunan, Guangxi, Jiangxi, Henan provinces and Hainan

region.

② Line administration refers to the strip directly under the central ministries to the next one in the command structure, a vertical management; block administration means based on local administrative authorities to control a certain area all the administrative acts, a kind of horizontal management. Line, block administration make the national command system spited into artificially fragmentation.

③ General Party A system refers to general delegation. In the planned economic period, the central ministry authorized a factory totally charge of the project, known as the "General Party A", who was responsible for coordinating layout design in the industrial district, and the project location city was Party B, who was responsible for organizing the works outside the factory, and assisting the municipal public facilities construction.

④ "1+6" planning compilation system: 1 refers to statutory planning system, corresponding to general, regional, local three levels, including general planning, regional planning, regulatory planning guidelines and detailed constructive planning, etc. 6 refers to the six support system, including the urban transportation planning , underground spatial planning, urban design planning, historical cultural relics protective planning, etc.

⑤ Statutory planning refers to the planning types approved by laws, which can be directly used for planning governance, including cities & towns system planning, general planning, regional planning, recent implementation planning, regulatory planning; recent implementation planning, special planning, regulatory planning diagrams as extension of statutory planning and give equal status. Non-statutory planning is the essential basic research, incorporate research and tentative planning into non-statutory planning, such as strategic planning, conceptual planning, and urban design and so on.

Reference:

Shiwen Sun(2002), "Development of urban planning in China" Urban Planning Forum, Vol.95 No.5,(10)
Zhiqiang Wu(2006), "Urban planning system in China" Urban Planning Forum, Vol.110 No.6,(12)

Fei Dong

Wuhan Planning Design Institute
The People's Republic of China