The Study of Urban Planning Decision-Making in the Background of Rapid Economic Development — A Case Study of Shanwei City

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Abstract: Urban planning decision-making is an activity for the decision-makers to collect information, judge function of cities, select project and make policy which is aimed at the problem of urban planning that have taken place, is taking place and will take place. Using historical review and comparative analysis, the articles summarizes planning decision-makings of Shanwei city and it's problem, and makes some suggestions to urban planning decision-making system of Shanwei city in the new period.

Key words: Urban planning, decision-making system, rapid economic development, Shanwei city.

1. Introduction

Urban Planning acts as one of the government behaviours, reflecting targets of local governments, such as improving economic, determining urban nature, scale and directions urban development, using urban land rationally, coordinating urban layout and comprehensive arrangement (e.g., Mai and Yan, 2009 [1]; Zhang, 2005 [2]). In recent years, along with the rapid economic development and the accelerating urbanization, there are increasing demands for urban planning. Due to the problems such as lack of urban planning ideas, deficiency of Planning decision-making system, limitation of Planning decision-making process, Planning decision-making can't response to the change and challenge of society, which reflect social problems as low efficiency of city resource allocation and utilization, segmentation of the urban and rural planning system, confusion of suburban with the building of building, unprecedented destruction of historic architecture and urban style, timing chaos of urban construction, coexisting of serious shortage of urban infrastructure and redundant

construction waste, without sufficient attention of urban planning decision-making and so on (e.g., Dowell, 2001 [3]; Keith, 2007 [4]). The paper analysis urban planning decision-making and its problems, and gives some advises to adjust planning decision-making of Shanwei city in new period with rapid economic development, which can improve mechanism of Shanwei's urban planning as well as making decision in the related areas.

2. Analysis of Comparison

Located in the southeastern coast of Guangdong Province, Shanwei city is the only international port city both docking Hong Kong, TaiWan and Shenzhen, and close to the Pacific Ocean. It is a gateway city between coastal area and inland cities also. In 1988, Shanwei city, Heyuan city, Qingyuan city and Yunfu city formed as the prefecture-level cities in the same time. Shanwei City makes its center in Shanwei Town, leading the original dilapidated seaside town to be the political center of the prefecture-level cities.

System theory pointed out that people can't research on decision-making if they left the background and environment where decision-making occurred. As a prefecture-level city, Shanwei city exist its problems as

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underdeveloped economy, low competitiveness, and weak city accumulation. The causes of problems have their underlying mechanism, and measure of urban planning decision-making is the key factor for city's development.

2.1 History of Master Plans and Their Problems

It is very important to review planning process of decision-making and its problems by comparing the previous plans of Shanwei city. There are three master plans since the establishment of the prefecture-level city of Shanwei city in 1988, their city nature in master plans and their problems is shown in Table 1 Comparison of master plans of Shanwei city in 1988, in 1993 and in 2003.

2.2 Comparative Analysis of Urban Planning Decision-making between Qingyuan City and Shanwei City

Qingyuan, same as Shanwei, is located in outlying of the Pearl River Delta. Its development conditions and location condition are inferior to Shanwei city's, but its growth rate has exceeded Shanwei city's recently. According to comparative analyse of two cities' planning decision-making in 2003 as Table 2, some suggestion can provide for the development of Shanwei city.

3. The System of Planning Decision-Making

3.1 Decision-making Body

According to administrative construction machinery of Shanwei city, the Urban Planning Committee is the highest policy-making administration of significant planning decision-making, and Shanwei Urban Planning Bureau implement the related planning decision-making and administrate urban district plans, urban construction and urban supervision. Shanwei Urban Planning Bureau accepts the leadership of deputy mayor who manage urban construction, and establishes the land construction plan branch, the municipal administration garden planning branch, the construction administration section, the laws and regulations supervision branch, and sets up attached unit such as the plan design research institute, the urban construction archives and the urban exploration mapping team.

3.2 Decision-making Relationship

Among the macro level planning decisions, the specific micro planning decisions, the plan decision-making and the plan implementation, the plan implementation is the most important part in the planning process, just as the Fig. 1 Planning Decision-making Relationship shows.

Table 1 Comparison of master plans of Shanwei city in 1988, in 1993 and in 2003.

time	City nature in the master plan	Problems of the master plan
1988	A political, economic and cultural center of the Hoi Luk Fung region, an important fishery base in South China coast. Strives for an Export-oriented port city with developed export-processing industry and foreign trade	Limited by historical conditions and economy in that time, in this plan the population size and land size was planned too small. In this way, the city layout was still limited in the original town, and the city spatial structure has not expanded to adapt to the rapid economic growth
1993	An export-oriented port city relying on the port, foreign trade, and surrounding area of Haifeng as Hinterland.	Firstly, because of the forecast of development situation was over-optimistic in this plan, the population size was too large. Secondly, paying inadequate attention to industrial development. Thirdly, the right time for development and construction of some sensitive sites were not very accurate.
2003	A coastal central city in the eastern Guangdong and near to the Pearl River Delta, taking the secondary industry as leadership and developing marine industry and tourism fast.	Firstly, in this plan, the idea of "focusing on building new districts, putting off redevelopment of the existing areas" made great efforts to develop industrial parks but ignore the development of the old areas. Secondly, this plan strategically had no development goals of urban space. Thirdly, adopting little measure to uncertainty of social development. Fourthly, paying little attention to real estate and tourism.

Table 2 Comparative Analysis of Urban Planning decision-making between Shanwei city and Qingyuan city.

Comparative in urban planning decision-making	Shanwei city	Qinyuan city
City nature	A coastal central city in the eastern Guangdong and near to the Pearl River Delta, taking the secondary industry as leadership and developing marine industry and tourism fast.	The backyard of the Pearl River Delta and the Riverside Garden City, taking light secondary industry and tourism service industry as pillar industry.
Target	A new city, integrated of modern industry and marine resource industry, and a marine eco-tourism central city.	Develop high-tech modern industry and tourism business, tourism service industry, a new ecological modern industrial city.
Spatial layout	“Mainly north extension, moderate eastward, controlling westward extension”. Forming urban landscape of “the sea in the city, the city in the mountains”	“Expansion both eastward and southward”. Forming the spatial pattern of “forest hill resort, habitation waerfront”
Industrial Strategy	Implement four strategies as “build the city from industry, revive the city through science and education, export-oriented, sustainable development”. Creating four new superiority as export-oriented economy, individual private economy, marine economy and agricultural economy	Implement the strategy of “focus on industry to build the city”. Finding, cultivating and supporting new pillar industries and the flagship enterprise; Building green and suburban agricultural base. Developing estate industry and tourism service industry, and establishing tourism as the pillar industry.
Coordinated development strategy	Enhance the scale of the primate city, Improve its position in Eastern Guangdong. Enhance the development of local central city. Cultivate a number of central towns and construct local sub-center level urban system. Integrate “micro” small town.	Perfect the regional centers, Improve facilities and function of downtown, Strengthen the coordination and cooperation of industry. Foster the regional sub-centres, Consummate functions of the central towns, Enhance the economic potentiality.

Fig. 1 Planning decision-making relationship.

3.3 Decision-making Procedure

Planning decision-making process of Shanwei city has developed into a dynamic system containing feedback, including such six basic steps as problem analysis, determination objective, proposal scheme, evaluation analysis, choice decision and implementation (Fig. 2). And it takes sustainable development as the general goal. The key of planning decision-making is to choose the appropriate planning method and ways to meet the urban sustainable development.

4. Problems of Planning Decision-Making of Shanwei City

4.1 Simplification of Decision-Making Body

The ultimate goal of urban planning is to achieve

optimization of the common benefit and the overall benefit of society, and every decision-making of urban planning are taking this as principle (e.g., Brenner, 1999 [5]; Owen, 2000 [6]). Over the years, the government often plays a central role in the administrative process, as representatives of public interests, the public should occupy the dominate position in planning decision-making. However, the single main body pattern leads to over-concentrated authority, which induces the planning decision-making process into a top-down implementation that basically based on the decision-making and planning department of Shanwei city. The simplification of plan body is essentially a problem of over-concentration in the performance of urban planning decision-making, Therefore, decision-makers more often consider the factors of leading term, but in defiance of the long-term

and science characteristics of urban development and urban construction, which brings damage to the sustainable development of cities.

4.2 Non-sequencing of Decision-Making Process

In the process of urban planning, the important performance of elite decision-making is the non-sequencing of planning decision-making (e.g., Wu, 2002 [7]). That is because the decision model in China is a very typical authority decision model, the decision-making process is decided basically by the authority elites, the behaviour way and personality factor of the leader and the authority elites essentially influencing decision-making, the personification of elites' decision aggravated non-procedural aspect of decision-making process greatly, shown in the below two aspects: (1) temporary and non-continuous of decision-making behaviour, (2) subjective and arbitrary decision-making.

4.3 Lack of Effective Coordination among Decision-Making Levels

Goal of each level of decision-making should be different, but in fact it is not really explicit. For example, at this stage, planning, implementation and management of Shanwei city are enforced mainly for the management of "one book and two certificates" (it refers to the construction approval files delivered by the government, it is the administrative permission of urban management section based on urban planning law), and for the supervision and inspection of the planning and implementation of construction projects (e.g. Guo, 2009 [8]). The former is a pre-management of project construction and the latter is a track

management, which has covered the entire items of construction projects. Actually, setting of goals are erratic, there are macro-level objectives of planning and relevant regulations, micro-level objectives of planning or management regulations, and some specific objectives of reform and rebuild. These goals lack the essential coordination, making difficulty for the decision-makers to unify.

5. New System for Urban Planning Decision-making of Shanwei City

5.1 Constitution of Planning Decision-making System

By analyzing problems of urban planning decision-making of Shanwei city, the new system of urban planning decision-making of Shanwei city is proposed, consisted in three parts, as core part, connotation part and extension part. The core part of urban planning decision-making system is decision-making goal, this is the most important indicators of effective evaluation and decision (e.g., Camagni, 1998 [9]; Throgmorton, 1992 [10]). The connotation part is constituted by decision-making subject, decision-making object and the decision-making behaviour. The rule among them is adjusted and finally formed a stable, interactive and cycle adjusted decision-making mechanism. The extension part is mainly the mutual influence of the connotation part, and urban politics, economy and society, which has the characteristic of development and radiation, and is the background and operating environment of formulation and implementation of decision-making.

Fig. 2 Planning Decision-making Process of Shanwei city.

Fig. 3 Operation of decision-making system.

5.2 Operation of Decision-making System

According to the consummate of decision-making system, it is benefit to promote the scientific and democratic process of urban planning decision-making, so as to promote city's sustainable development, as Fig. 3 Operation of Decision-making System shows.

6. Conclusion

On the basis of reviewing planning decision-making of Shanwei city in different periods, and comparative analyzing the planning decision-making between Qingyuan city and Shanwei city, the paper discusses the existing problems of planning decision-making of Shanwei city. To address the above problems, the paper brings forward optimization control measures for planning decision-making system of Shanwei city, such as enhancing decision-making concept of planning optimizing planning decision-making system, improving the planning decision-making process.

Acknowledgments

The authors gratefully acknowledge the financial support provided by Foundation for Distinguished Young Talents in Higher Education of Guangdong, China (Project No: wym11049) and the Natural Natural Science Foundation of China (Project No. 40901066).

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