

新时代城市绿色发展的新命题 ——公园城市建设的战略与响应

A New Approach in Urban Green Development for
the New Era—Strategies for Building Park Cities

李 雄
张云路

Li Xiong
Zhang Yunlu

摘 要: 公园城市是适应新时代中国城市生态和人居环境发展形势及需求所提出的城市发展新目标和新阶段,充分体现了习近平新时代中国特色社会主义思想中“以人民为中心”的发展思想和构建人与自然和谐共生的绿色发展新理念。以理论研究为主,在分析了公园城市建设的价值和意义的基础上,分析了公园城市发展理念的目标与内涵,提出了公园城市的建设内容和路径。作为城市绿色发展的重要支撑,我国风景园林发展将迎来新契机,风景园林行业更应体现对于公园城市建设新目标和新需求的积极响应和新的作为,不断丰富理论基础、培养创新思维、提高综合能力,为我国公园城市的建设提供支撑,开启新时代风景园林新篇章。

关键词: 风景园林; 新时代; 公园城市; 新模式

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Abstract: Park city is a new target and a new stage of urban development, which is adapted to the development situation and needs of Chinese urban ecology and human settlement environment in the new era, and it fully incarnates the development thought of "people-centered" in Xi Jinping Thought on Socialism with Chinese Characteristics for a New Era, and the new concept of green development of building a harmonious coexistence between man and nature. Based on the analysis of the value and significance of park city construction, the aim and connotation of the park city development concept are put forward on the basis of the analysis of the value and significance of park city construction, and the construction content and path of park city are put forward. As an important support of urban green development, the development of landscape architecture in China will usher in a new opportunity. The landscape architecture should reflect the positive responses and the new action for the new goals and new demands of park city's construction, and constantly enrich the theoretical basis, cultivate innovative thought and improve the comprehensive ability. It will provide support for the construction of park city in China and open a new chapter of landscape architecture in the new era.

Key words: landscape architecture; new era; park city; new model

当前,在中国社会主义进入新时代的重要历史时期,我国城市生态和人居环境面临着新的形势和全新挑战。2018年春节前夕,习近平总书记成都市天府新区视察时做出了“突出公园城市特点,把生态价值考虑进去”的重要指示。公园城市是一个新的城市发展理念,这既是新发展理念下城市发展的新目标,也对我国城市的生态和人居环境建设提出了更高要求。如何更好地适应新时代的发展,为我国公园城市建设提供正确的价值导向和科学引导,是风景园林、城乡规划等相关学科需要思考的重要议题。

1 新时代我国城市发展的新形势

1.1 以绿色发展理念引领生态文明新时代

党的十八大以来,以习近平同志为核心的党中央将生态文明建设纳入中国特色社会主义“五位一体”总体布局和“四个全面”战略布局,提出了一系列新思想、新理念、新战略。习近平总书记多次强调“绿水青山就是金山银山”“保护生态环境就是保护生产力,改善生态环境就是发展生产力”。“十三五”规划中明确了创新、协调、绿色、开放、共享的新发展理念,“绿色”成为我国“十三五”乃至更长时期的发展方向和着力点。

1.2 满足人民日益增长的美好生活需求是新时代城市发展的新目标

党的十九大报告提到,我国社会的主要矛盾已转化为人民日益增长的美好生活需要和不平衡、不充分的发展之间的矛盾。从生态文明建设和城市绿色发展角度如何理解这个矛盾?我国社会总体已进入小康,人民对生活质量的追求不断提升,这其中就包括生态环境良好和生命健康。人们开始从“求生存”“盼温饱”,过渡到“求生态”“盼健康”,希望天更蓝、山更绿、水更清、环境更优美。绿色宜居的城市生活环境是人们的迫切期望,满足人民日益增长的美好生活需

求的城市绿色发展已经成为新时代生态文明建设的“重头戏”和“风向标”。

1.3 快速城市化所带来的问题亟待进行城市发展模式的新思考

随着工业化和城市化进程的不断加快，城市人口膨胀和城市盲目扩延导致了城市生态系统破坏、环境严重恶化、水土资源短缺、交通拥堵，以及就业困难等一系列社会问题，严重影响了我中国城市经济社会的可持续发展^[1]。当前我国正处在新的城市发展时期，如何化解城市发展与环境改善的矛盾？如何贯彻落实新的发展理念？如何在城市发展建设中强调坚持人与自然和谐共生，走生产发展、生活富裕、生态良好的文明发展道路？诸多亟待解决的问题，需要风景园林领域的研究者、建设者和管理者积极探索我国城市绿色发展的新模式。

2 新时代推动公园城市建设的战略意义

1992年，建设部在全国范围内开展了“园林城市”的创建工作。在此基础上，2004年，首次向全国发出创建生态园林城市的号召。住房和城乡建设部(以下简称“住建部”)于2015年，正式对外公布7个城市为首批“国家生态园林城市”。通过园林城市和生态园林城市的创建，大大提高了城市园林绿化建设的规模水平，增强了园林景观建设的管控能力，促进了风景园林的地位提升^[2]，使我国城市园林建设取得了历史性成就。

公园城市在管理、经营城市的思想理念方面做出了重要革新。公园城市的提出反映了我国城市生态和人居环境建设的最新认知水平，是我国城市建设理念的历史性飞跃，也是解决当前我国城市发展问题的最佳答案。公园城市在园林城市、生态园林城市等发展模式的基础上进一步提升了生态文明建设和绿色发展的内涵和目标。其战略意义主要体现在以下4个方面。

2.1 公园城市建设是中央五大发展理念的生动实践

建设公园城市不单单是建设城市公园，而是以建设和谐、宜居城市为目标的经济、社会、环

境协调发展。公园城市首先是绿色的，也是孕育和服务创新的，同时更应是共享和开放的，从而实现生态保护与城市发展的相互协调。公园城市建设作为统揽城市生态文明建设和绿色发展的核心工作，将中央的五大发展新理念变为城市建设的实践，以指导提升宜居品质，缓解城市病，推动城市的全面可持续发展。

2.2 公园城市建设是“以人民为中心”思想的积极落实

公园城市建设的核心在于“公”，面向公众，公平共享。公园城市建设积极落实“以人民为中心”的发展思路，通过打造人人可享受的高品质生活环境以满足人民日益增长的美好生活需求，打造开放性、可达性、亲民性的公园体系，用公园体系这一最具吸引力的公共产品打造人人向往的人居环境，提升城市综合竞争力。2018年4月2日，习近平总书记在参加首都义务植树活动时强调，绿化祖国要坚持以人民为中心的发展思想，科学绿化、规划引领、因地制宜，走科学、生态、节俭的绿化发展之路。着力美化环境，又要让人民群众舒适地生活在其中，与美好环境融为一体。

2.3 公园城市建设是构建人与自然和谐共生的理想蓝图

公园城市建设以创造优良的生态人居环境作为中心目标，将城市建设成为人与自然和谐共生的美丽家园。将公园城市建设与城市生态环境相结合，充分利用山、水、城、林自然生态格局，打造优美的生态环境，像对待生命一样对待生态环境。把城市生态环境建设得像公园一样美好，实现城市与自然的交融和对话。

2.4 公园城市建设是山水城市理念和中国园林文化的继承发展

中国山水城市理念强调天人合一，提倡人工环境、自然环境和文化底蕴的协调发展。中国园林文化更是强调“生境、画境、意境”的高度统一^[3]。公园城市建设模式是中国传统造园思想的现代传承，通过构建融入山水自然、彰显文化特色的城市绿色格局，实现“望山见水记乡愁”，

最终构建诗意栖居的城市理想境界，在人类社会发展中塑造具有中华文化基因的城市典范。

3 公园城市建设的核心目标与发展内涵

3.1 环境与民生的统一协调

公园城市建设载体在园，核心在人，既是城市环境工程，更是民生幸福工程。公园城市就是人民绿色共享的城市，也是拥有高品质和谐宜居生活环境的城市。坚持“人民城市为人民”的城市建设逻辑，公园城市的建设就不仅仅是优化城市环境，更是要让公众共享美好的环境。从为城市居民服务的角度推进公园城市建设的开放性、可达性和亲民性，统筹园林城市建设的各个方面，使生态园林城市、园林城市的关注方向更倾向于以人民为中心，为人民服务。让园林建设从单一功能向复合功能转变，实现生态、景观、游憩、文化、科教、防灾等多种功能的协调发展，切实提高人民的幸福感和获得感。

3.2 景观与生态的高度融合

公园城市建设既要景观的“高颜值”，又要生态的高品质。建设公园城市的过程关键是引导城市发展顺应自然、保护自然，在城市建设中更加注重保护山、水、林、田、湖、草的生态价值。要以自然为美，要重视和强化城市内自然生态系统的保护，把好山好水好风光通过优美的公园融入城市。大力开展生态修复，恢复和重建城市自然生态系统的自组织、自调控和自修复能力^[4]，以优美品质全面彰显城市公园的生态功能。

3.3 城市与自然的和谐共生

公园城市建设不应拘泥于城市建成区内公园的建设，而应该是城市与周边自然、乡村的美丽同行。公园城市作为新的发展模式，在空间上进一步促进城市绿地建设与自然环境、乡村人居环境的融合，构筑城市园林与城郊绿色资源、乡村绿色资源相融合的大地园林系统，努力让美丽城市与美丽乡村交相辉映，实现新时代城乡融合、自然和城市高度和谐统一的空间体系，同时引导其成为优美舒适、健康安全的城乡人居环境

绿色发展基底。

3.4 国际化与地域化的融会贯通

公园城市建设既需国际视野，更要地方情怀。公园城市是我国城市发展的新模式，一方面学习借鉴国际现代城市的生态绿色发展经验，引入新理念、新技术。另一方面，更应该在城市绿色发展中体现文化特色、承载文化内涵，以地域情怀来建设城市公园，以人文理念打造公园城市，促使每一座城市都能体现出其独特的文化特征。随着城市化建设的深入开展，在提高居民生活水平的时候，传播城市文化，传承城市文脉，使城市国际标准建设与传统地域文化相互融合。

4 公园城市建设的路径与策略

4.1 用规划公园的格局优化城市空间

公园城市的建设要求以公园体系规划的格局来构建城市发展空间结构。突破以往“建设优先、绿地填空”的传统模式，将城市绿色空间优先考虑，把城市融入绿色环境之中，实现从“城市里建公园”向“公园里建城市”的转变。在城市规划过程中，通过绿色网络、绿色廊道、立体绿化等不同空间类型的公园绿色开放空间形态，构建城市发展的绿色基底和绿色基础设施。通过划定城市增长边界和生态红线，遏制城市“摊大饼”式发展，控制城乡建设用地规模和开发强度。最终优化城市空间布局，完善城市生态体系，提升环境品质，突出绿地与城市功能的协同互补发展。

4.2 用管理公园的要求保护生态资源

公园城市的建设需要保护城市内外的生态资源，实现城市与自然的连通与融合。高强度的城市建设让大城市与外部自然环境彼此分隔。建设公园城市需充分利用城市内部现有的绿地资源，通过水系廊道、绿地廊道、道路绿带等与城市外部自然有机相连，形成“城在绿中、城绿交融”的城市绿地格局，既保证了内外生态能量和物质的流通与交换，也可改善城市生态环境，提高市民生活质量。同时应该将

维系城市生态安全底线、支撑经济社会可持续发展的具有重要生态价值的山区、森林、河流湖泊、基本农田等现状生态资源和自然保护区、风景名胜、水源保护区、重点公益林等法定保护空间划入生态红线区，强化其保护力度，并加以合理利用。

4.3 用建设公园的标准提升人居环境

公园城市建设不应单纯追求数量大、形象美。绿地面积总量和绿地率固然重要，但更应该体现绿地的综合效益。以人民为中心的本质内涵应是公园城市建设的“灵魂”，城市空间要以为城市居民提供方便、安全、舒适、优美的绿色空间为目标进行建设。把市民公共空间使用的公平性、可达性和参与性作为评价城市建设发展水平的一项重要依据，把市民群众的满意度作为评价城市工作的根本标准，并需要从满足市民需要的角度来谋划安排城市管理工作。充分尊重市民的主体地位，不断健全沟通群众的民意联系机制、服务群众的科学决策机制，以及惠及群众的政策保障机制。不断扩大市民在城市规划、建设和管理中的参与度，让人民共享绿色福利，共建绿色家园。

4.4 用经营公园的方式引导绿色生活

通过推动公园城市建设形成全社会的绿色发展方式和生活方式是贯彻新发展理念的必然要求，也是建设公园城市工作的根本目标。通过公园城市的建设和经营，倡导居民开展绿色生活行动，推动全民向绿色低碳、文明健康的生活方式转变。大力推广绿色低碳出行，倡导绿色生活和休闲模式。通过经营公园的方式向广大社会居民普及生态理念及绿色科普知识，培养全社会的绿色文化自觉，就是要全社会形成生态文明意识，确立全新的尊重自然、顺应自然和保护自然的生态价值观，培养人民对绿色文化的自信力^[5]。

5 公园城市建设目标下的风景园林新作为

在公园城市建设新的思路与要求下，我国风景园林发展将迎来新的契机。作为创建和发展公

园城市的基本保障，风景园林行业更应积极响应公园城市建设的新目标和新需求。

5.1 做好顶层设计，打造公共服务载体和支撑平台

公园城市建设不仅是构建一个绿色空间复合体系，更是构建服务城市和市民的一项绿色基础设施。风景园林行业应主动介入城市未来的发展，积极响应人民的需求，解决城市的问题，充分实现公园城市的综合效能。在新形势和新问题的导向下，城市风景园林工作应做好顶层设计，打破单纯服从城市总体规划“用地填空”的被动局面，合理引导空间布局，控制人工建设用地的无序蔓延和肆意扩张。同时跳出城市建设用地的限制，积极整合城市周边自然环境和乡村绿色空间，最终构建一个既能实现生态系统价值和功能，也能为市民提供多样服务功能的公共服务载体和绿色发展支撑平台。

5.2 建立从公众参与到公众评估的工作新机制

公园建设的核心本质是“以人民为中心”，其建设目标也是满足人民对美好生活的需要。风景园林的各项工作应紧密围绕这个核心，关注市民对环境的需求和感受。瞄准人人可享受的高品质生活环境，在开放性、可达性、亲民性以及文化内涵上推进城市风景园林的工作。从大力要求城市绿地空间布局合理性和均好性，提高绿地服务功能与质量，到园林规划和建设程序公开、透明地向广大城乡居民公示，再到将公众对城市园林绿化的满意度和获得感等内容作为城市风景园林建设考核的重要指标，建立从公众参与到公众评估的新机制才能保证公园城市的建设更加贴合实际，反映民意。

5.3 弹性机制适应城市快速发展变化对绿地的要求

城市园林工作的弹性响应反应在对环境弹性适应的基础上，包括对生态系统不同阶段的适应，不同对象需求的适应，以及不同尺度范围、不同目标任务的适应等。城市处于不断变化的发展过程中，尤其在当今快速发展的时期，这

种动态性更加明显。公园城市应该建构一个应对这种日益加剧的动态变化的综合发展战略框架，强化城市园林建设与城市社会经济协调发展的协调，增强城市绿地的弹性适应力，以此来化解建设与保护、近期与远期之间的矛盾，满足城市良性持续发展的需求。

5.4 建立风景园林工作的多尺度应对策略

公园城市构建的是一个包含城市、自然、乡村和社区的大系统。风景园林应该充分考虑公园体系的多尺度和多层次的特点，针对公园城市建设提出适应尺度多样性的规划引导，为城市总体规划中区域、城市和社区等不同尺度的绿地建设规模提供指导，并按照不同空间尺度有针对性地提出布局策略，让公园城市建设更具有尺度上的协调性和适应性。

5.5 催化不同行业和合作，创造协同平台

公园城市的有序建设离不开园林、规划、林业、水利、经济、交通等众多专业层面的紧密配合，也需要从政府、企业到普通民众的多方力量的协作。城市园林管理部门应该主动搭建协同平台，构建一个多部门协调合作体系，打破各部门的职能权限隔离^[6]。让不同的部门和专业从不同角度为公园城市建设提供科技支撑和技术支持，从而推进公园城市的科学发展和建设实施。

6 结语

我国城市生态和人居环境建设是实现生态文明和贯彻绿色发展理念的重要环节。公园城市的发展模式代表着我国城市永续发展的新阶段和新定位，也是落实“以人民为中心”的发展思想，坚持人民城市为人民的具体实践。公园城市不仅实现了由过去的“在城市里建公园”到现在的“在公园里建城市”的战略转变，也是在国家生态园林城市和园林城市内涵深化和拓展基础上引领新时代我国城市生态和人居环境建设的关键引擎。

风景园林作为我国生态和人居环境建设中的核心内容，也必然是引领我国公园城市发展新模式

的重要支撑。在新时代的指引下，风景园林应该主动作为、积极响应，丰富理论基础、培养创新思维、提高综合能力，为我国公园城市的建设不断提供理论、方法与技术支撑，开启新时代风景园林的新篇章。

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作者简介：

李 雄

1964年生/男/山西人/博士/北京林业大学副校长, 教授, 博士生导师/城乡生态环境北京实验室/研究方向为风景园林规划设计理论与实践/本刊编委(北京 100083)

张云路

1986年生/男/重庆人/博士/北京林业大学园林学院副教授, 硕士生导师/城乡生态环境北京实验室/研究方向为风景园林规划设计理论与实践、城乡绿地系统规划(北京 100083)

A New Approach in Urban Green Development for the New Era —Strategies for Building Park Cities

Li Xiong, Zhang Yunlu

President Xi Jinping, on his inspection tour to the Tianfu New District in Chengdu shortly before 2018 Chinese Spring Festival, urged that "urban landscape architects should in their work highlight the unique features of park cities by taking the ecological values of cities into consideration". A fairly new notion in urban development, the concept of park cities reflects not just the goal set out by the country's brand-new philosophy on growth for all our urban development efforts, but also the higher expectations the people have over the eco-and inhabiting-environment of cities. Under this overall background, it has become a top priority on the agenda for landscape architects and city planners, both theorists and practitioners, to come up with a comprehensive set of science-based strategies that cater to the needs of both social progress and urban development in the new era.

1 The Strategic Significance of Park Cities

1.1 Park cities are vivid examples that showcase the 5 defining features identified by the Chinese Central Government for its development campaign, namely, the development should be innovative, coordinated, green, open and shared

Contrary to merely set up urban parks, the overriding goal of building park cities is to bring into existence harmonious and livable urban ambience that are conducive to balanced development in economic growth, social progress and environment improvement. Park cities, as implied by the name, should first of all be green, but at the same time should also be inclusive, innovation-friendly, and conveniently available for all to share, hence laying down a solid foundation for both ecological conservation and urban growth efforts. They demonstrate convincingly that the 5 fundamental development concepts raised by the Chinese Central Government can be put into urban building practices for sound results, making urban settings more livable, more sustainable, as well as alleviating problems that are often associated with cities. To put in short, building park cities should be taken as the central task in the country's

endeavor to push its ecological progress and green growth further forward.

1.2 Park cities are the crystallization of people-centered principle for development

An innate feature of park cities is that they are "public" in nature, open to the whole community on equal basis. In line with the people-centered principle for development, all park city development initiatives should take it as their explicit goal to put in place an open, easily accessible and people-friendly park chain that cater to the urban dwellers' ever-increasing aspirations for better life and better environment. The presence of an appealing park chain in a city will not only contribute to its reputation as a much-crazed place for living, but also greatly boost its overall competitive edge against its rivaling peers.

1.3 Park cities are ideal settings where human beings and nature co-exist in harmony

The creation of eco- and people-friendly living environment, where human beings and nature co-exist peacefully and in mutually-complimentary manner, is regarded as the priority among priorities in park city development efforts. Through taking the fullest advantage of various natural landscapes, including but not limited to such examples as hills, waterbodies, cityscape, forests and etc., park cities typically recognize the crucial role that a sound ecological system plays in sustaining the long-term viability and health of a city. A park-like city makes up an ideal setting where city blends harmoniously, seamlessly into nature and enters dialogues with the latter.

1.4 Park cities symbolize the new fruits borne by the traditional Chinese wisdom concerning garden-making and city building

Traditional Chinese views concerning city building stressed on the needs for "perfect integration between the heaven and the people" and called for balanced attentions to the roles played respectively by man-made, natural and cultural elements in the process. Similarly, a golden rule in traditional Chinese gardening culture highlighted the needs for maintaining "a high conformity among the natural scene, the created scene and the

conceived scene". The idea of park cities can be traced back to traditional Chinese approaches for garden-making and can be understood as new fruits yielded by this time-honored Chinese wisdom. Tapping into the functions of both natural and cultural elements in creating green urban settings that appeal powerfully to people's nostalgically longing for the nature and home, the ultimate goal is to bring into existence idyllic, exemplary urban environments that showcase the unique Chinese view of poetic living.

2 The Central Goals and Tasks Involved in Building Park Cities

2.1 Balance between the demands of both the environment and people's livelihood

Park cities, as represented by parks that serve the people, are welfare projects that aim to enhance people's sense of happiness as much as to improve urban ambience. They provide not only green spaces that people can share on equal basis, but also pleasant arenas where the people can live decent and dignified lives.

2.2 Seamless blending between the aesthetical and ecological values

Park cities take into consideration both the aesthetical values of urban landscapes and ecological services they provide. A fundamental guideline that must be consistently observed to in the process of building park cities is to respect nature and follow its innate laws, particularly through making full use of the ecological services that come with various landscape-composing elements, i.e., hills, waterbodies, woodlands, grasslands, croplands and etc.

2.3 Harmonious co-existence between nature and cities

Rather than focusing merely on setting up more parks within the limit of city scopes, we should in our park city development initiatives pay more attention to making sure that they blend harmoniously into the natural beauty of surrounding suburban settings. As a new model of urban expansion, park cities should adopt a holistic

approach that views the green spaces in downtown, suburban areas as well as those in the surrounding villages as an integrated system.

2.4 Balance between global and local perspectives

Both global and local perspectives shall be needed in park city development projects. On the one hand, given the fact that park city is still a relatively new concept to us, it is especially necessary for us to draw on the international expertise and techniques in this field. On the other hand, the indigenous cultural and historic endowments of local places should be tapped into in our drive for green urban growth so as to create a special sense of place for each city.

3 Routes and Tactics for Building Park Cities

3.1 Optimizing urban layout through applying park-planning principles to urban planning

Principles traditionally reserved for park-planning should be adopted in building park cities. Open green spaces commonly seen in parks, for instance, green grids, green corridors and vertical planting, should be widely used to lay down a green foundation, or green infrastructure, for the long-term development of cities. Measures should be taken to optimize the spatial layout and ecological system of urban areas, hence making it possible for cities to witness coordinated, mutually-complimentary progresses in both ecological and other services.

3.2 Conserving urban ecological resources by sticking to park-management standards

Efforts should be made in the process of building park cities to conserve eco-resources existing inside and out of the urban areas, making sure that cities merge smoothly into the natural scenery surrounding them. Greenland resources that are currently available in urban areas should be fully tapped into and connected, through water corridors, green corridors, roadside green belts and etc., to the natural landscape on their outskirts. This will not only facilitate the bio-energy/material circulation and exchanges between cities and nature, but also contribute greatly to improved urban eco-ambience and better lives

for urban residents.

3.3 Upgrading people's living environment by following the same engineering standards for building parks

The core task in building park cities is to bring into existence settings favorable for quality living. Instead of focusing merely on the size or visual impacts of a given urban view, we should, in designing urban green space layouts, take into consideration whether they are convenient, safe, comfortable and pleasant to look at. Equity, accessibility and degrees of participation in the use of urban green spaces should be adopted as critical indicators in assessing the performance of a city in its development. It is the people, by whom and for whom, that eco-friendly urban settings are built and shared.

3.4 Encouraging green lifestyle through promoting park-management expertise

A green model of growth and living should be encouraged among all citizens through earnest efforts in building park cities. This is a prerequisite as well as the ultimate goal of implementing the new philosophy on social progresses. Initiatives should be taken to urge the entire society to transfer to a greener, healthier and more civilized low-carbon lifestyle.

Better urban ecological services and better urban biosphere are crucial composing elements in China's drive to secure its goals in ecological progresses and green growth. Park cities, a new model of urban growth that symbolizes our brand-new interpretation of sustainability in the new era, shall turn out to be the litmus test of our commitment to the philosophy of people-centered growth and to the belief that cities must serve the interests of the people. They mark a strategic transition from the previous creating-parks-in-cities approach to the present building-cities-in-parks approach, which in turn reflects our elevated aspiration for better urban eco- and living-environments. More importantly, they mark a major breakthrough in our understanding about the essence of national eco-friendly cities and garden cities.

As a creative endeavor, landscape designing makes

up a critical component in China's on-going campaign to upgrade its ecological and living environment. As an academic discipline, landscape architecture is the trendsetter as well as test ground for new ideas/approaches and cutting-edge technologies that will shape the future of park cities across the country. Under this historic background, all those engaged in this field, theorists or practitioners, are expected to take initiatives and respond swiftly by putting forward a rich stock of innovative, forward-looking, capacity-building-oriented theories, methods and technological solutions, paving the way for China to enter a grand new stage in park city development.

(Editor / Liu Xinya)

Biography:

Li Xiong, male, born in Shanxi Province in 1964, Ph.D., professor, doctoral tutor and Vice-President of Beijing Forestry University (BJFU), research area: landscape architecture planning and design theory and practice, editorial committee member of Chinese Landscape Architecture (Beijing 100083)

Zhang Yunlu, male, born in Chongqing in 1986, Ph.D., associate professor and Master tutor of School of Landscape Architecture in BJFU, research area: landscape architecture planning and design theory and practice, urban-rural green system planning and design (Beijing 100083)