

区域设计 在中国国土空间规划中的定位： 长江三角洲巨型城市区的项目探索

POSITIONING REGIONAL DESIGN IN CHINESE TERRITORIAL SPATIAL PLANNING: AN EXPLORATORY PROJECT IN THE YANGTZE RIVER DELTA MEGACITY REGION



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摘要

2018年，中国成立自然资源部，新部门旨在重新构建规划体系，统一行使国土资源和水资源管理、环境保护、农业和空间规划等职责，以打破原有各部门之间缺乏协作的壁垒，彻底改变以往不统一、相互矛盾的规划模式。然而在现阶段，既有的规划工具仍然与行政边界紧密关联，以法定性、控制性规划为主，尚不足以支撑跨越不同行政实体的复杂而动态的巨型城市区规划。长江三角洲巨型城市区的构建是长三角区域一体化发展规划的核心，该规划侧重于推动经济协作和提升城市服务，但在国土尺度仍未形成一致的区域空间发展愿景。本文介绍了由高校主导、设计驱动的“江南公园”研究项目，聚焦于沪苏杭三地之间广阔的三角洲平原。以区域“公园”概念为隐喻，项目结合新兴的区域设计方法，利用图绘、可视化、设计策略和设计工作坊等工具，为这一历史悠久的生态敏感地区拟定了发展的愿景。作为区域设计在中国的实验性案例，项目例证了在复杂的巨型城市区，如何运用跨尺度、跨部门的协作方法来引导整合性空间策略的制定。

关键词

区域设计；国土空间规划；协同设计；江南公园；长江三角洲；巨型城市区

ABSTRACT

By restructuring its planning system and integrating competences of land resource and water management, environmental conservation, agriculture, as well as spatial planning, under a same Ministry of Natural Resources in 2018, China ambitioned to definitively turn the page on inconsistent and sectoral planning practices. However, existing planning instruments are still linked to administrative boundaries and remain statutory and regulatory in nature, which makes them inadequate to address complex and dynamic megacity regions that span across different administrative entities. The Yangtze River Delta megacity region is the subject of an ambitious integration plan which focuses on economic coordination and urban services, however, there is still no coherent vision on its spatial development at the territorial scale. This article presents the “Jiangnan Park,” a university-led and design-driven research project focusing on the vast triangular plain between cities of Shanghai, Hangzhou, and Suzhou. Using the encompassing metaphor of regional “park” and applying the emerging method of regional design, this project combines mapping, visualization, design strategies, and workshop techniques to elaborate a development vision for this historically and ecologically sensitive area. As a pioneering case of regional design in China, this project exemplifies how the use of cross-scale and cross-sectoral collaborative methods can inform the development of integrative strategies for complex megacity regions.

KEYWORDS

Regional Design; Territorial Spatial Planning; Collaborative Design; Jiangnan Park; Yangtze River Delta; Megacity Region

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① 2007年，中共十七大首次提及“生态文明建设”概念；2012年，这一概念在中共十八大上正式提出，成为了国家层面的战略决策；2018年，生态文明建设相关概念写入宪法。

① Initially mentioned at the 17th National Congress of the Communist Party of China (CPC) in 2007, the concept of "Ecological Civilization Construction" was officially introduced as a national agenda at the 18th National Congress of CPC in 2012, before being formally included in the Constitution of China in 2018.

1 转型中的中国空间规划

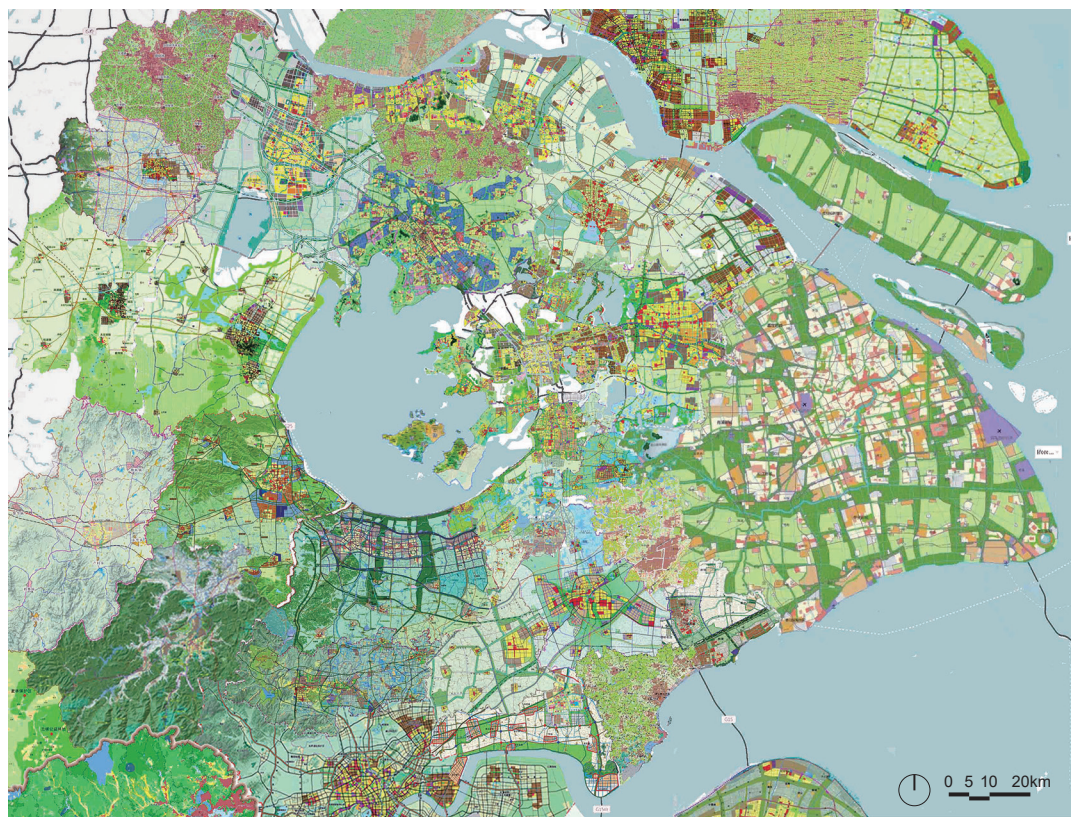
自2012年启动生态文明建设工作以来^①，中国的空间规划体系经历了深刻的变革，以解决先前由按部门和行政区划划分的城乡规划实践所引发的矛盾和冲突。这种官僚化的碎片式管理导致各级规划之间缺乏协调，具体表现为不连续的基础设施、破碎的开放空间和生态系统，以及趋于同质化的城市和工业格局等不一致的地区发展^[1]（图1）。作为对以上问题的回应，空间规划体系从复杂重叠的总体规划、详细规划和其他数十种专项规划向统一的“五级”国土空间规划转型^{[2][3]}（图2）。

值得注意的是，自2018年3月17日起，此前归属不同部门（甚至是存在竞争关系的部门）的规划和管理权限——包括土地资源、水资源管理、环境保护、农业和空间规划等——开始由新成立的自然资源部对整合的国土系统进行统筹管理^[4]。自然资源部尤其关注生态修复、粮食安全和环境保护等议题，通过对资源环境承载能力和国土空间开发适宜性的定量评价，统筹规划和管理“三线”（生态保护红线、永久基本农田和城市开发边界）^{[5]-[7]}。这一变化标志着中国规划体系第一

1 Chinese Spatial Planning in Transformation

Since the launch of the Ecological Civilization Construction in 2012^①, the spatial planning system of China has undergone profound reforms to address the contradictions and conflicts arisen by formerly sectorized and administratively segmented urban and rural planning practices. The lack of coordination generated by this bureaucratic segmentation has been manifest in inconsistent developments such as unconnected infrastructures, fragmented open space and ecosystems, and homogenizing urban and industrial patterns^[1] (Fig. 1). In response, the reforms undertake a shift from a complex overlap of master plans, detailed plans, and other dozens of specialized plans into an integrated "territorial planning" (i.e., "territorial spatial planning" used in Chinese official documents) at five administrative levels^{[2][3]} (Fig. 2).

Remarkably, the competences of land resources, water management, environmental conservation, agriculture, and spatial planning that were formerly planned and governed by distinct and sometimes competing departments are since March 17, 2018 managed by the newly created Ministry of Natural Resources as integrated territorial systems^[4]. Focusing in particular on ecological restoration, food security, and environmental protection, the new ministry is in charge of



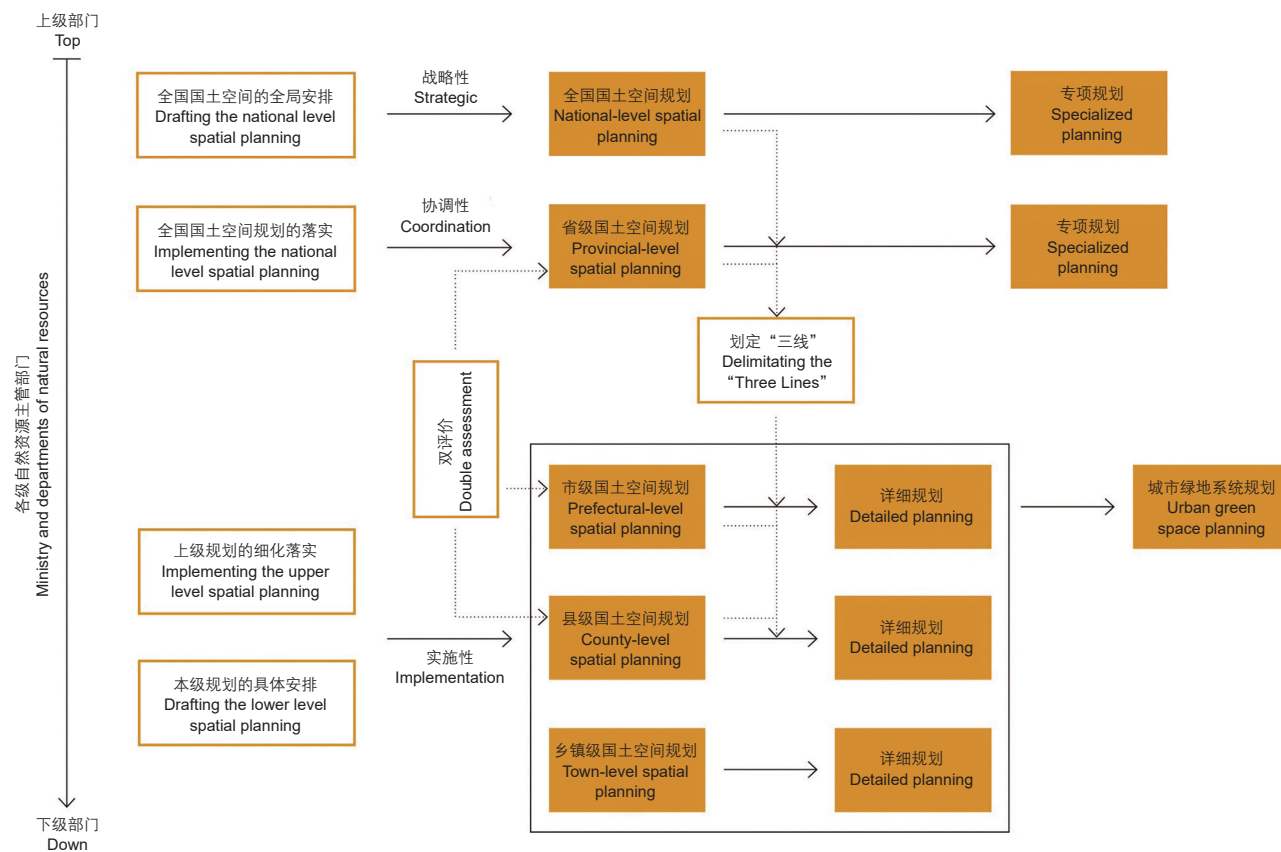
1. 由长三角地区最新版市县级总体规划的拼贴图可见，该地区在区域尺度的开放空间结构上缺少协调一致的规划。
1. A collage of the latest master plans at the city and county levels in the Yangtze River Delta reveals the lack of coherence with regard to open space structure at the regional scale.

次将首要任务从城市开发转移至开放空间保护。但通过严格控制“三线”的规划方法也反映出中国规划系统仍然保留了原有的法定性特征——其仍受到约束性、规范性和自上而下分级规则的深刻影响。

此外，相关规划和导则在本质上仍受制于行政区划，而流域或自然保护区等跨区域的规划则依附于更高级别的主管机构^[6]。新规划体系下的方法更为协调、系统化，但该体系的运行仍依赖于一个综合性的规划过程，这一过程在支持地方自下而上的交互式规划和治理方面可能缺乏灵活性。此类现象在长江三角洲巨型城市区等复杂而动态的城镇化地区尤其显著。

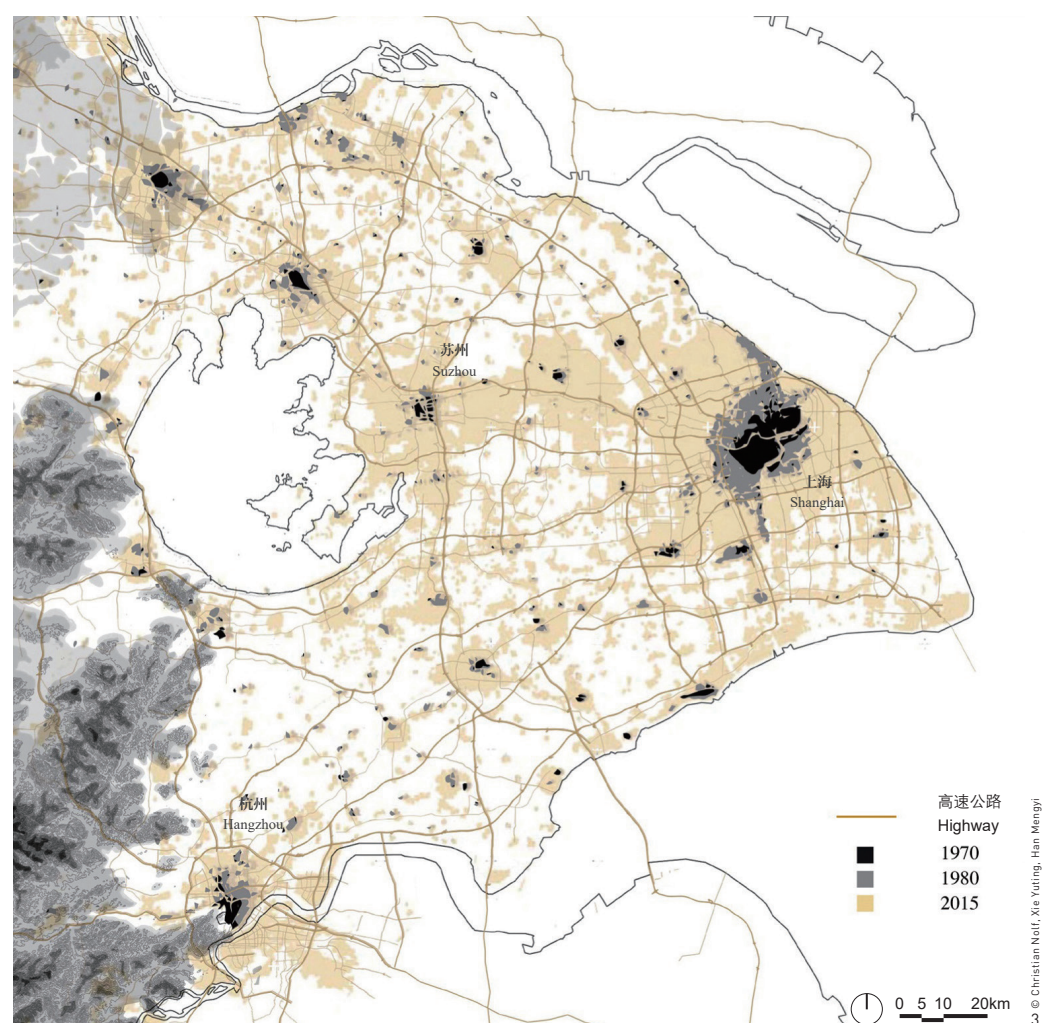
planning and controlling “Three Lines” of ecological redline, permanent basic farmland redline, and urban growth boundary via quantitative assessment of environmental carrying capacity and land use suitability^{[5]-[7]}. For the first time in China, the planning system shifts the priority from urban growth to open space conservation. However, the method of planning via strictly controlling the three bottom lines reflects the residual statutory character of the Chinese planning system, which remains strongly informed by regulatory, normative, and top-down hierarchical principles.

In addition, plans and guidelines remain essentially bound to administrative territories, while cross-boundary areas such as watersheds or nature reserves depend on the higher-level authorities^[6]. Even though it enables more coordinated and systematic approaches, the new planning system still relies on a comprehensive process that may lack flexibility when it comes to support local bottom-up, interactive planning and governance. This is particularly the case in complex and dynamic urbanized areas, such as the Yangtze River Delta (YRD) megacity region.



2. 在新的国土空间规划体系中，中国自然资源部主导协调跨行政层级的空间规划，但对于开放空间的规划依然局限于市级的详细规划（改编自参考文献[3]）。
2. The new territorial planning system of China confers to the Ministry of Natural Resources the leading role in coordinating spatial development across administrative levels. However, the planning of open space remains limited to detailed plans at the prefecture level (adapted from Ref. [3]).

3. 1970年、1980年和2015年长三角太湖流域的城镇化演变（图片来源：Google地球）
3. Evolution of urbanization in Taihu Basin of the YRD in 1970, 1980, and 2015 (source: Google Earth)



2 江南地区：区域议程的演变和融合

在中国国土空间规划面临挑战的背景下，位于长三角的江南地区（即太湖流域，面积约36 900km²，常住人口约6 000万）是一个值得关注的案例。整个地区的地理特征颇为相似，行政区划上被上海、江苏和浙江三个省市的众多城镇所分割。在过去几十年中，在各部门主导、地方性和短期的规划目标驱动下，造成了不协调的城镇化和土地消耗。这一局面导致的结果是，从1985年到2015年，该地区的城市土地覆盖率由10%增长至24%^[8]，对农业生产能力、环境生态价值^[9]和水资源管理造成了负面影响^[10]（图3）。

政府近年来出台了多项政策与计划，以期解决区域尺度的规划问题。2014年，水利部太湖流域管理局制定了包括预防性的土地利用管控在内的综合性总体规划，以保障整个区域淡水的生产、储存和

2 Jiangnan Region: Recent Evolution and Convergence of Regional Agendas

Covering 36,900 km² and home to 60 million people, the Jiangnan region (Taihu Basin) in the YRD can be regarded as a topical case of territorial planning challenge in China. Geographically homogenous but divided between the administrations of Shanghai, Jiangsu, and Zhejiang Provinces and a multitude of cities and towns, the region has been in past decades the scene of uncoordinated urbanization and land consumption driven by sectoral, local, and short-term ambitions. As a result, from 1985 to 2015, the share of urban land cover increased from 10% to 24%^[8], impacting negatively the agricultural production capacity, the ecological value of the environment^[9], and the management of water resources^[10] (Fig. 3).

Several policies and plans emerged in recent years to tackle such planning issues at the regional scale. In 2014, the Taihu Basin Authority of Ministry of Water Resources developed a

供应^[11]。近年来，由国家主导的《长三角区域一体化发展规划》加快了长三角巨型城市区的内部协作^[12]。该规划最初聚焦于长三角交通、能源和城市服务（包括教育、卫生、旅游等）的一体化，2019年在其新蓝图中添加了对环境保护、水质和绿地覆盖率的定量目标^[13]，突显了绿色发展的特性。此外，近年来开展的规划提案开始认同和保护江南地区的文化历史和生态价值。以“长江之南”得名的江南地区，因丰富的湖泊、运河、圩田和标志性的水乡古镇而闻名。2014年，苏州市在其城市发展战略规划中提出了建设“江南生态湿地和水乡文化带”的构想，这一文化带贯穿江苏省南部，并向上海和浙江地区延伸。2018年，位于江浙地区的14座水乡古镇联合申报了世界文化遗产^[14]。

以上提案呈现了江南地区在区域尺度的空间规划、环境保护和遗产保护等议程的关联与融合趋势，但迄今为止仍未形成统一、协调的战略规划。该地区由于缺乏对未来空间发展的共同愿景，在多元的转型驱动力下面临着诸多威胁。大规模的住房开发、大型交通基础设施和农业现代化的土地整合计划持续地对这一敏感地区进行空间重构，但忽略了江南地区作为一个地理、历史和文化实体的整体性。

3 江南公园：区域设计作为方法

中国在规划体系上的变革值得肯定，但因其实施工具仍具有法定约束性（例如土地利用需严格遵守“三线”原则），这一变革在复杂而动态的巨型城市区的适用性也将受到影响。

或许我们可以从欧洲的实践中汲取经验。自20世纪90年代后期以来，欧洲范围内的城市化发展形成了众多中型城市群，加之后工业化经济亟需变革，各国逐渐摒弃由孤立部门牵头、保护性的区域规划方法，转而采用一种跨尺度的基于行动的整合性空间规划策略^{[15][16]}。区域设计即是在这一过程中产生的重要方法之一。该方法主要针对基于形态学、功能或机构划分的某个区域范围，通过愿景、空间概念或地理意象来进行空间表达，进而形成针对特定区域的设计解决方案^{[17][18]}（图4）。

comprehensive master plan including preventive land-use regulations to ensure the production, storage, and supply of fresh water throughout the entire region^[11]. More recently, a national-led program for the Integrated Regional Development of the Yangtze River Delta accelerated the coordination between the different parts of the YRD megacity region^[12]. Initially focused on transport, energy, and urban services (education, health, tourism, etc.), the integrated plan gained a “green character” in November 2019 with a new blueprint fixing quantified objectives of environmental protection, water quality, and green coverage rate^[13]. In addition, recent initiatives start to recognize and protect the cultural-historical and ecological value of the region. Literally meaning “south of the Yangtze River,” the Jiangnan region is mostly known for its lakes, canals, polders, and iconic water towns. Suzhou’s 2014 strategic plan outlined a vision of “Jiangnan Ecological Wetland and Water Town Cultural Belt” extending from Shanghai to Zhejiang through the south of Jiangsu Province. In 2018, 14 water towns from Zhejiang and Jiangsu Provinces have joined forces to collectively apply for the UNESCO World Heritage Site nomination^[14].

Even though these initiatives demonstrate the interconnectedness and convergence of spatial planning, environmental protection, and heritage conservation agendas at the regional scale, they have so far not been integrated into a coordinated strategic plan. In the absence of a common vision for the future spatial development of the region, Jiangnan’s territory remains threatened by various transformational forces. Mass housing developments, large-scale transport infrastructure, and land consolidation programs for the modernization of agriculture continue to reconfigure this sensitive region regardless of its coherence as a geographical, historical, and cultural entity.

3 Jiangnan Park: Regional Design as a Method

The reform of the planning system of China represents an undeniable progress. However, its applicability in complex and dynamic megacity regions remains challenging due to the statutory and regulatory nature of its instruments, such as the rigid land-use control principle of three bottom lines.

Perhaps lessons can be drawn from Europe, where the physical environment (characterized by a highly interconnected constellation of medium-sized cities and spread urbanization) and the need to reconvert the post-industrial economy, have motivated since the late 1990s a shift from sectorial and protective regional planning approaches to the promotion of integrative and action-based spatial planning strategies across scales^{[15][16]}. One of the important methods elaborated in this context is regional



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4. 作为一种新兴的规划策略，区域设计融合了空间表征、设计、策略性空间规划和治理等举措（来源：参考文献[18]）。
4. As an emerging planning strategy, regional design brings spatial representation, design, strategic spatial planning, and governance together [source: Ref. [18]].

在区域尺度，这一以设计为主导的规划方法旨在界定具体的干预措施并协助规划落地，同时有助于推动规划机构、主管部门和地方利益相关方之间的合作，为交互式治理和多层级治理提供支持^[16]。

受欧洲先例启发，江南公园项目结合了跨尺度的愿景规划和可视化方法、跨部门策略以及基于场地的协作式途径，来检视区域设计方法在长三角巨型城市区的应用潜力。该项目起始于2017年，在10余个试点场地完成了多尺度的诠释性图绘和设计迭代过程。这些探索有助于将太湖流域的中部低海拔地带打造为一个多功能的区域性公园，并推动其发展成为长三角巨型城市区的“绿心”。

3.1 江南地区的跨尺度愿景规划和可视化

当地居民和日常使用者通常对大尺度区域缺乏认知，在这个背景下，区域设计能够提供相关的解决方案^[19]。区域设计应用了空间表征的方法来塑造一种能够重构规划框架的区域心理意象，并通过形成共同愿景来促进介于法定性规划与战略性规划之间的跨尺度实践^{[20]-[22]}。

design. Regional design primarily deals with a regional territory, either morphological, functional or institutional, and uses visions, spatial concepts or geographic imaginaries as spatial representations for developing design solutions for particular regions^{[17][18]} (Fig. 4). The design-led approach at the regional scale is aimed not only to define physical interventions and help regional planning “fall on the ground,” but also to contribute to the collaboration among planning institutions, authorities, and local stakeholders, in order to support interactive and multi-level governance^[16].

Inspired by the European precedents, the project of Jiangnan Park tests the potential of regional design in the YRD megacity region by combining three methods: cross-scale visioning and visualization, trans-sectoral strategies, and site-based collaborative approaches. Started in 2017 and including so far more than ten pilot sites, the project consists of an iterative process of interpretive mapping and design across scales. Together, these explorations help conceptualize the central low elevation zone of the Taihu Basin as a multifunctional regional park and envision its future development as the green heart of the YRD megacity region.

3.1 Visioning and Visualizing the Region across Scales

Regional design is relevant for large-scale regions that are currently absent in the imagination of their inhabitants and everyday users^[19]. Using spatial representation, the aim of regional design is to elaborate collectively a mental image of



河道/海岸线
River / coastline

开放空间
Open space

- ① 江南公园 (中国)
Jiangnan Park (CN)
- ② 北京第二道绿化隔离地区 (中国)
Beijing Second Green Belt (CN)
- ③ 埃姆舍公园 (德国)
Emscher Park (DE)
- ④ 桂林漓江风景名胜区 (中国)
Guilin Scenic Area (CN)
- ⑤ 萨兰托省级公园 (意大利)
Salento Provincial Park (IT)
- ⑥ 伦敦大都市绿带 (英国)
London Metropolitan Green Belt (UK)
- ⑦ 兰斯塔德城市群绿心 (荷兰)
Randstad Green Heart (NL)

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- 5. 江南公园与其他聚焦开放空间保护的大都市及区域项目的形态对比
- 5. A structure comparison of Jiangnan Park with exemplary metropolitan and regional projects focused on the protection of open space

为了使江南地区更为人们所直观感知并推动其综合规划，江南公园项目借鉴了“区域公园”的概念，以期构想沪苏杭三市之间广阔三角洲的未来图景。将“公园”作为包罗万象的隐喻来实现整个区域的高品质更新，已经在一些知名的大都市或区域项目中付诸实践。当伦敦和北京还主要通过制定限制性土地利用政策来规划城市绿带时，其他欧洲区域项目——例如荷兰兰斯塔德“绿心”、德国埃姆舍公园和意大利萨伦托省立公园等——已在其愿景制定和发展计划的实施中积极引入了以设计为先导的规划构想^[23]（图5）。

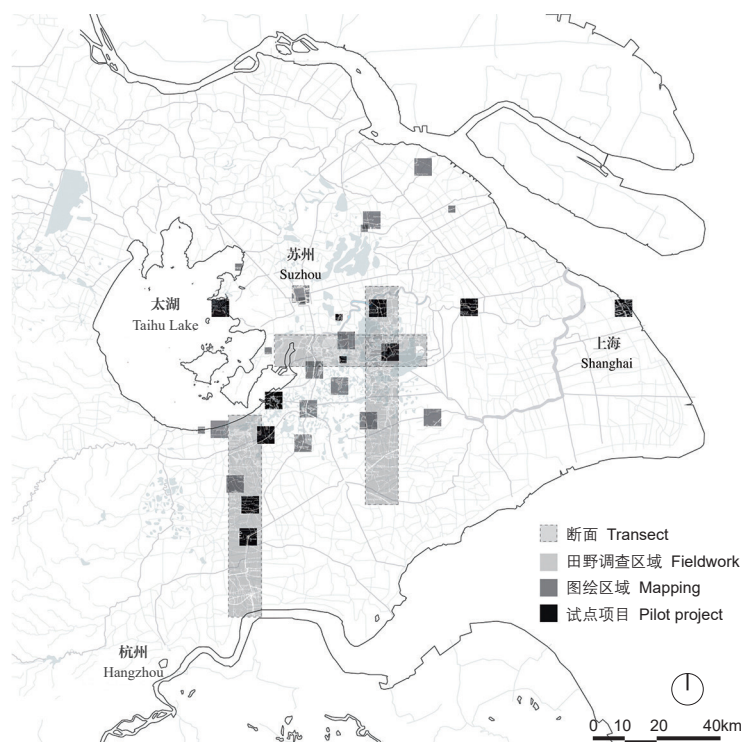
在江南公园项目中，团队首先挑战了江浙沪三个省市之间既定的行政边界，并利用三个互补尺度的诠释性图绘对该地区进行了可视化分析。区域尺度上的图绘内容包括：1）城市群、基础设施和自然边界如何塑造该区域的空间框架；2）该区域具备哪些独特的次级区域景观特征；3）景观和基础设施元素如何勾勒出该区域的结构。基于反复的现场调研，项目选择了两个南北断面和一个东西断面，来分析该区域的空间连续性和序列，以及不同断面之间的断续、对比和冲突。最

the region that rescales the planning framework, but also to develop a shared vision that promotes actions across scales and in-between statutory and strategic planning^{[20]-[22]}.

To make the Jiangnan region perceivable and to foster a more integrated approach to its planning, the project borrows the concept of “Regional Park” to envision the future of the vast triangular plain between Shanghai, Hangzhou, and Suzhou. The use of “Park” as an encompassing metaphor to frame the qualitative regeneration of an entire region has been successfully applied in several famous metropolitan or regional projects. While the Green Belts of London and Beijing are essentially based on restrictive land-use policies, other projects such as the Randstad Green Heart (Netherlands), Emscher Park (Germany), or the Salento Provincial Park (Italy) in Europe did actively involve design-led prospections in the vision-making and implementation of their development plan^[23] (Fig. 5).

The Jiangnan Park project first challenges the predefined administrative boundaries of Shanghai, Jiangsu, and Zhejiang and uses interpretive mapping at three complementary scales to visualize the region. At the regional scale, mapping is used to outline 1) how the region is framed by urban agglomerations, infrastructure, and natural borders; 2) how it is characterized by distinct sub-regional landscapes; and 3) how it can be articulated and structured by landscape and

6. 自2017年起,项目团队完成了不同尺度下的一系列田野调查、试点项目和诠释性图绘来识别区域特征。
 7. 在2019年8月的石门镇工作坊中,相关人员展示了主题式的南北断面场地分析。
6. Since 2017, a series of fieldworks, pilot projects, and interpretive mappings at different scales have been carried out to identify the characteristics of the region.
 7. Presentation of thematic site analyses along a north-south transect during the Shimen Town workshop in August 2019.



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终,团队选择了一系列5km×5km和1km×1km的样本区作为试点进行更深入的调研,具体举措包括田野调查、访谈、协作战略规划和设计探索等(图6)。这些试点区域的选择不仅出于对不同景观特征的考量,也需视地方政府的合作意愿而定。目前,在当地政府的积极配合下,已有三个试点项目在有序进行中:江苏省苏州市双湾村^[24]和震泽水乡古镇,以及浙江省嘉兴市石门镇,本文将着重介绍石门镇试点项目。这些样本区分布于城镇、城乡交界区、村庄或间质地带等空间环境中,共同构成了一幅能够代表江南地区不同地域特征的多元动态的全景图。

3.2 界定主题计划

江南公园项目将空间视为集合多重功能的媒介。与常规的专项分析不同,项目通过5个相互交叠的主题,即风景道路、生产性公园、栖居的公园、自然的公园和文化的公园,来剖析江南地区。针对每个主题,团队对现有政策、数据和发展趋势进行筛选,并通过在图纸上的空间表征将其转译为不同的设计问题和设计挑战(图7)。对区域的重新解读并不是为了抵制变化,而是审视该地区的多元转型驱动力如何能在保护和强化江南景观独特的生产、生态、社会和文化品质的同时,实现动态的协调和平衡。

风景道路的主题探索了如何重新配置江南地区现有的交通基础设施网络(包括公路、运河、铁路等),以增强景观体验的多样性并鼓

infrastructural elements. Then, three transects (two north-south and one east-west) based on itinerant field studies were elaborated to describe the region in terms of not only continuities and sequences, but also interruptions, contrasts, and conflicts. Finally, a series of sample areas of 5 km × 5 km and 1 km × 1 km were selected as pilot sites to conduct deeper investigations combining fieldwork, interviews, as well as collaborative strategic planning and design explorations (Fig. 6). The selection of these sites not only reflects the desire to investigate different landscape characteristics, but also results from the opportunities offered to collaborate with local authorities. Three pilot projects were implemented basing on an active collaboration with the local government: the village of Shuangwan^[24], the water town of Zhenze (Suzhou, Jiangsu Province), and the town of Shimen (Jiaxing, Zhejiang Province) which is detailed in this article. Spatially distributed and focusing alternately on towns, urban-rural edges, villages or interstitial spaces, these samples offer a representative panorama of the different conditions of the Jiangnan region and their various dynamics of transformation.

3.2 Defining Thematic Programs

The Jiangnan Park project looks at space as an integrator of multiple functions. Instead of conventional sectoral divisions, the design examined the Jiangnan area according to five overlapping thematic programs of Parkways, Productive Park, Inhabited Park, Park for Nature, and Cultural Park. For each theme, existing policies, data, and trends were screened, represented spatially in posters, and then turned into design questions and challenges (Fig. 7). Rather than resisting change, the purpose of questioning the territory is to investigate how the various transformational forces impacting the region can be dynamically aligned and balanced with the preservation and reinforcement of the unique productive, ecological, social, and cultural qualities of the Jiangnan landscape.

Specifically, Parkways explore how the existing networks of transport infrastructures (roads, canals, railways, etc.) in the



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励非机动车出行^②。生产性公园探索了如何将江南地区的农业和制造业活动与当地的景观品质、居民的专业技术和需求相协调。栖居的公园探讨了如何重新配置传统和新兴的人居模式（类型、肌理等），与不断变化的周边景观形成更加丰富的互动。自然的公园这个主题则讨论了如何将影响该地区的大规模空间变化作为机遇加以利用，来恢复、提升和创造栖息地和生态系统。文化的公园则意在结合江南地区精致的生活方式和文化遗产（绘画、手工艺、音乐、建筑、美食、民俗等），引导历史保护区以外地区的空间发展。

3.3 基于场地的协作方法

与试点场地的利益相关方建立密切合作是区域设计的另一大特点。2019年8月，项目团队在石门镇举办了一场为期9天的高强度跨学科设计工作坊，参与者包括来自不同学科的专家和学生。

在前期的交流中，地方政府官员和地方专家阐释了石门镇规划工作面临的挑战以及目标，随后工作坊成员前往多个典型地区进行了实地考察；通过中期汇报与评图，提出该地区在不同尺度下的设计问题和设计概念；在接下来的几天中，组织方专门在其中一个村庄举办了一次参与性的社区工作坊，并对试点场地的战略规划进行了完善。工作坊的最终成果对公众进行了开放展示，并组织学界和业界的专家共同参与了同期举办的国际论坛（图8）。

4 江南公园划定与设计

在空间层面上，项目通过三种互补的方式对江南公园进行了划定（图9）。首先，江南公园的空间边界包括山脉和湖岸等自然元素及基础设施界线，在局部地区与城市边界线重合——这些城市边缘地带若成为大型区域公园的空间框架，就要求规划人员在未来生态、农业和城市用地红线的划定工作中将其视作高品质的交互空间界面（而非刻板的技术边界）来精心设计。其次，江南公园所在的三角洲低海拔地带分布了独特、多样化的圩田景观^[25]。圩田系统承载的景观形态是这一地区的共同基底，正因如此，这些细致的景观肌理和有机拼接的空间模式与周边按照严格分区且呈规则网格格式的城市结构形成了鲜明的对

Jiangnan region can be reconfigured to enhance a multiplicity of scenic experiences and encourage soft mobility^②. Productive Park explores how Jiangnan's agricultural and manufacturing activities can be reconciled with the qualities of its landscape and the know-how and aspirations of its inhabitants. Inhabited Park explores how traditional and emerging settlement patterns (types, fabrics, etc.) can be reconfigured in order to develop richer interplays with their (transforming) surrounding landscape. Park for Nature explores how the massive spatial transformations affecting the region can be used as opportunities to restore, reinforce, and create habitats and ecosystems. Cultural Park explores how Jiangnan's refined lifestyle and culture heritage (as expressed in paintings, crafts, music, architecture, food, folklore, etc.) can inform the spatial development of the region beyond the boundaries of protected historic areas.

3.3 Site-Based Collaborative Approach

A third particularity of the method resides in close collaborations with local stakeholders in a series of pilot sites. In August 2019, a nine-day intensive interdisciplinary design workshop involving experts and students from various disciplines took place in Shimen Town.

A first exchange during which local government officials and local experts explained the planning challenges and objectives of the town was followed by fieldwork in different representative areas; a mid-term review exposed design questions and concepts for the area at different scales; the following days were dedicated to a participatory community workshop in one of the villages and to the refinement of the design strategies. The workshop was concluded with a final presentation open to the public and an international seminar involving experts from academia and practice (Fig. 8).

4 Defining and Designing Jiangnan Park

Spatially, the Jiangnan Park area can be defined in three complementary ways (Fig. 9). First, it is framed by physical borders, including natural elements such as mountains and lakeshores, infrastructure lines, and more or less consolidated urban edges. To envision these urban edges as the frames of a large regional park is an invitation for planners to conceive the future red lines delineating ecological, agriculture, and urban land not as inert technical borders, but as qualitative interfaces to be carefully designed. Second, the area of Jiangnan Park is characterized by a diversified polder landscape that corresponds to the lower elevation zone of the delta^[25]. The polder system can be seen as the common denominator underpinning the

② 非机动车出行包括各种通过人力实现的出行，如步行、自行车骑行、滑冰和滑板等。

② Soft mobility includes any non-motorized transport (human powered mobility), such as pedestrian, bicycle, roller skate, and skateboard transfers.

8. 在为期9天的系列讲座、田野调查、设计研讨会和社区工作坊中，各方共同提出了基于行动的地方发展策略并达成了构建江南公园的区域愿景。
8. During nine days, a combination of lectures, fieldwork, design charrette, and community workshops led to the development of strategies reconciling the regional vision of Jiangnan Park with concrete actions at the local level.



当地政府与规划部门介绍当地信息
Discussion with local stakeholders



案头研究
Desk study



工作坊启动汇报
Kickoff meeting



讨论环节
Q & A



专家讲座
Lectures on urbanization in the YRD



田野调查
Fieldwork



中期汇报
Mid-term presentation



与当地政府人员和规划师考察场地
Field trip with local officials and planners



社区工作坊
Community workshop



终期汇报
Final presentation



“长三角一体化—大都市景观区域设计”论坛
The Forum of
“Yangtze River Delta Integration — Regional
Design for a Metropolitan Landscape”

与各级政府规划部门合作
Cooperation with local stakeholders

与当地居民协作
Cooperation with villagers

向公众开放的汇报
Presentation open to the public

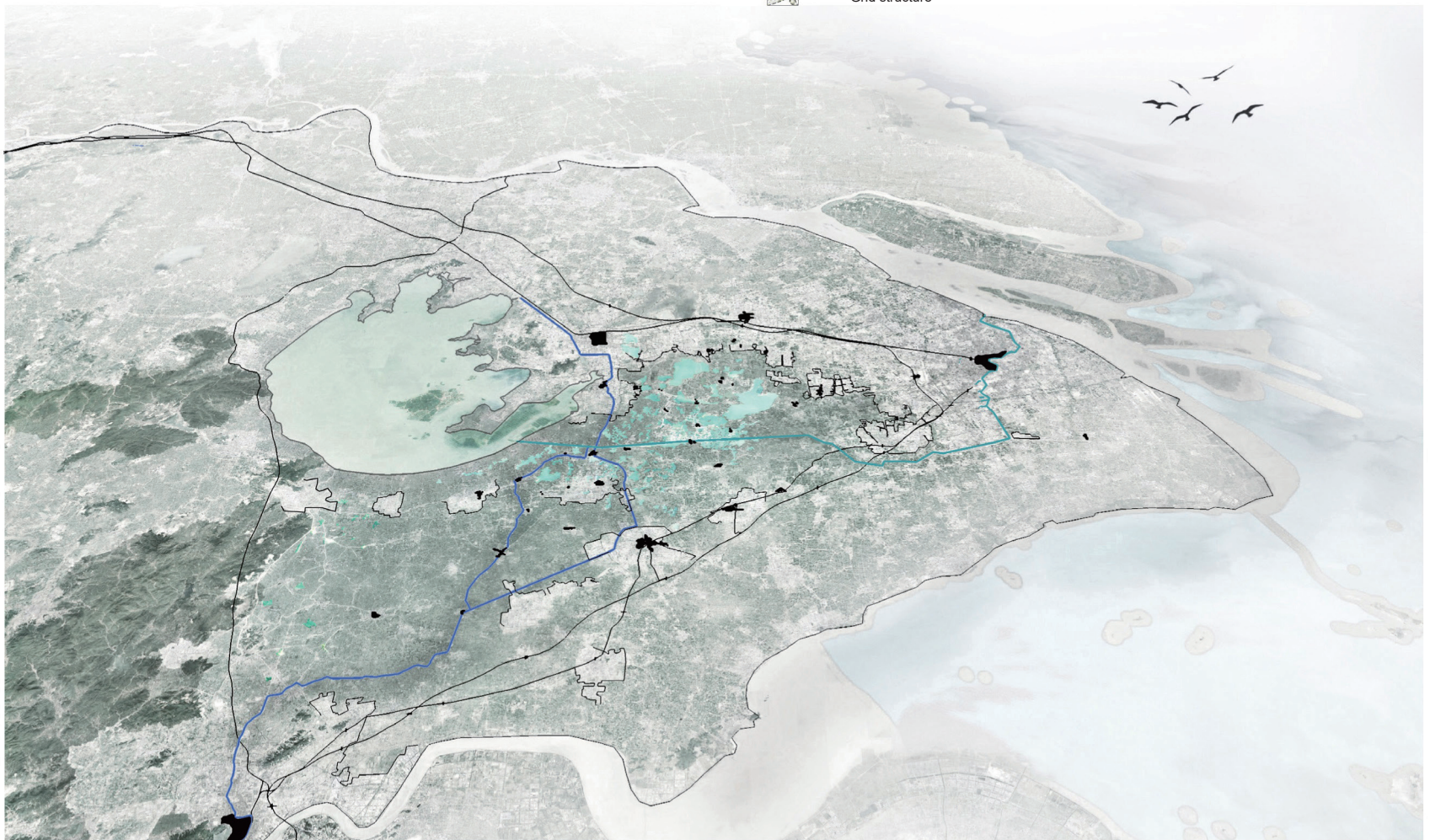
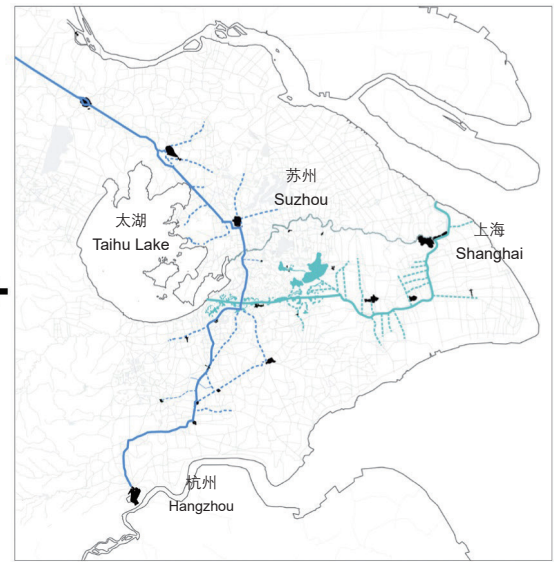
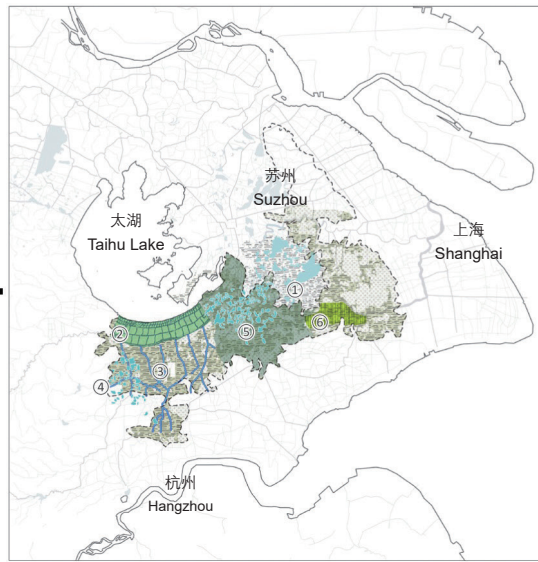
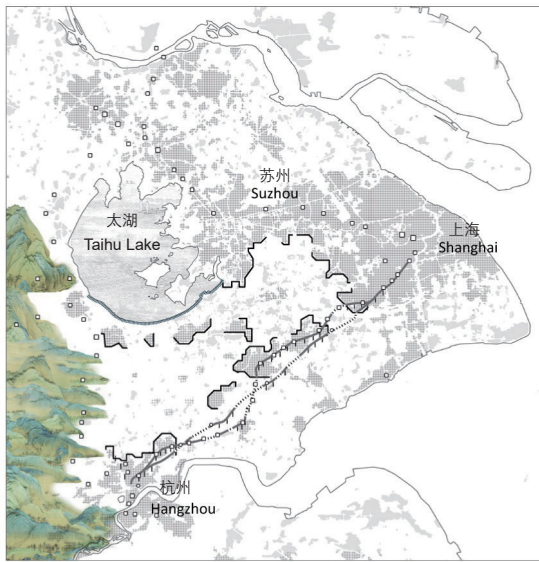
与跨学科专家协作
Interdisciplinary cooperation

比。第三，该区域被太浦河和京杭大运河等连续的线性元素所分割。这些重要的运河跨越区域中的不同边界，具有显著的历史和象征意义^[26]，有望成为勾勒、统一和构架整个地区的“脊柱”——正如埃姆舍运河之于埃姆舍公园。

除上述空间定义之外，江南公园也在功能层面构建了与周边繁绿大都市迥然相异的绿色景观与慢生活。该地区在历史上一直是重要的粮食生产基地，由此江南公园可被重新定义为沪苏杭三地的区域“绿心”。除了粮食外，其还将为当地近6 000万居民提供清洁的水资源、空气，以及偶尔的自然之旅。尽管在地方政府的规划中已广泛提及生

morphology of the area, explaining the fine-grained and organic mosaic spatial patterns that contrast with the strictly zoned and regularized grid structure of the surrounding cities. Third, the area is cut by a few continuous linear elements, such as the Taipu Canal and the Grand Canal. Crossing the area from border to border and endowed with a significant historical and symbolic value^[26], these major canals have the potential to serve as spines to articulate, unify, and give structure to the entire area — similarly to the Emscher Canal in the park of the same name.

Complementarily to the spatial definition, Jiangnan Park can also be defined functionally as the green and slow counterpoint of the hectic megacity surrounding it. Drawing on its historic role as food producer for the region, Jiangnan Park can today be



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9. 沪苏杭三地之间的广阔地区可视为长三角巨型城市区的“绿心”，由自然和城市元素框定边界，以多样化的圩田景观为典型特征，并以两条主要的运河作为主干。

9. Framed by natural and urban elements, characterized by diverse polder landscapes and articulated by two major canals, the vast area between Shanghai, Suzhou, and Hangzhou can be seen as the “green heart” of the YRD megacity region.

态和休闲农业的价值，但在具体的实施过程中往往流于形式。地方总体规划中的绿化方案往往仅为简单照搬国外田园乡村景观的小型人工湿地或农业示范园等设计项目，未能体现当地的景观和历史特征。鉴于此，江南公园项目中的大多数试点项目都旨在传达生产性景观的美学价值，在展现其季节性变化的同时提升地方特色。此外，项目还利用了一系列风景道路将这些特色景观串联起来，形成覆盖整个地区的主题游览路线。

通过以上在江南地区的探索可以发现，该区域的动态转型以及设计在其中发挥的作用逐渐明朗。在过去十年中，江南地区实施了各类大体量项目，包括道路修建、农田整合，以及出于规范性和未经协调的规划下的村庄拆除和重建。针对这类既有改造实践（例如，新建的省道将村庄一分为二），设计干预措施可以帮助恢复历史景观与其当代用途之间的对话^[27]。而对于正处在规划阶段的改造实践，可以通过前瞻性的设计策略协调统筹各项议程，以探索实现自然保护、遗产保护、非机动车出行等多目标的解决方案。

5 石门镇设计策略——江南地区的典型样本

2019年8月，项目团队在石门镇举办了协作式设计工作坊，这也是所有试点项目中最新的一次地方性探索。石门镇位于江南公园的中心地带，其所面临的挑战在该地区颇具代表性。工作坊成员对分别位于镇域中心和乡村地区的两个5km × 5km的样本区进行了调查，并在1km × 1km的局部放大区完成了更详细的设计干预。历史悠久的石门老镇中心曾因地处京杭大运河河弯地而发展壮大，但如今却随着商业的

re-conceptualized as the “green heart” of Shanghai, Suzhou, and Hangzhou, supplying their nearly 60 million inhabitants with additional resources such as clean water and air, and occasional nature getaways. While the values of ecology and agro-tourism have been widely adopted by local government plans, these have generally been implemented superficially. Rather than featuring elements of the local landscape and history, the green program of local masterplans in many cases consists of small constructed wetlands or agricultural demonstration parks inspired by imported clichés of pastoral countryside. In response, most of the pilot projects in the Jiangnan Park project set out to reveal the beauty of the productive landscape, to celebrate its seasonal changes, and to enhance local distinctions. In addition, a series of parkways can be imagined to interconnect characteristic landscapes as thematic routes across the region.

Finally, the explorations in the Jiangnan region have generated insights on the dynamics transforming the region and on the role of design. Over the past decade, the region has been the scene of massive projects for new roads, farmland consolidation, and the demolition and reconstruction of villages dictated by normative and (most often) uncoordinated agendas. When these transformations have been carried out — such as villages cut in two by new provincial roads — design interventions can help restore a dialogue between the historic landscape and its contemporary uses^[27]. Where transformations are still in the planning phase, prospective design strategies can orchestrate the alignment of agendas in order to foster synergistic solutions serving multiple purposes for nature, heritage conservation, soft mobility, etc.

5 Design Strategies for Shimen Town — A Representative Jiangnan Locality

Organized in August 2019, the collaborative design workshop in Shimen Town was the latest local exploration in a series of pilot projects. Situated in the heart of the Jiangnan Park, Shimen and the challenges it faces are representative of many localities of the region. Two 5 km × 5 km samples, focusing respectively on the urban core and the rural part of the township, were investigated and complemented by more detailed design interventions on a 1 km × 1 km zoom area. The historic town center, which developed on a bend of the Grand Canal, is today deserted by business and by the younger population who moved out to larger cities. In addition, cultural tourism struggles to grow because of the competition with more famous water towns located nearby — such as Wuzhen or Xinshi. In response, the strategy elaborated in collaboration with the local authorities



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10-1

10. 在石门镇中心，京杭大运河（上图）被重新定位为串联起分散社区的“脊柱”，并以此为契机重新构想石门镇在区域文化景点网络中的定位。

10. In Shimen's town center, the Grand Canal (pictured above) is revived as a spine to rearticulate the dispersed neighborhoods and to reposition the town within a regional network of cultural attractions.

衰败和年轻人口的流失而日渐失去活力。此外，周边乌镇和新市等著名水乡古镇的存在也使石门镇的文化旅游业发展面临巨大竞争压力。考虑到以上问题，团队与当地政府机构合作，将石门镇打造成宜居的魅力小镇以及江南区域文化旅游景点网络中的一个重要节点。

为此，针对第一个5km × 5km的试点区，以提升大运河及其支流滨水空间品质为策略，使其在公共空间系统中发挥“脊柱”的功能，将分散的社区碎片重新聚合起来。在构成老镇中心的小群岛上，环状的公共空间将文化和教育设施相连，大运河上标志性的弯道滨水区则被重新设计为文化交流场所，配备浮动设施和游船码头——重新定位后的石门镇将成为通往江南公园的门户和通道（图10）。

第二个5km × 5km样本区重点关注位于石门镇北部的农业地区。该地区目前正在进行一项大型土地整合计划，原有的聚落被拆除，用于开发作物种植和果园。团队提出“田野中的家”项目，建议保留一些具有历史意义和空间价值的村庄，以形成一种回归本真的综合性农业旅游模式。根据周边的农业类型，这些村庄被重新定位为诸如“奇异果村”“蓝莓村”“蜜桃村”等主题村落，其随季节变化形成丰富多彩的特色景观群（图11）。此外，贯通邻近水乡古镇和景点的风景道路将会串联起各个主题村落。

在更大尺度地域空间的整体性语境下，团队在最终的学术论坛中，向当地居民和政府人员展示了设计方案并与其展开讨论，以期提升公众对石门镇的定位意识。同时，地方规划不应再以自给自足为目标，更不应视邻近乡镇为竞争对手，而应建立跨尺度的互补联盟。在此背景下的城镇中心和乡村设计应当展示如何利用石门镇——作为区域尺度下江南公园的重要组成部分——空间重构和重新定位的契机来满足当地的发展需求。与此同时，在石门镇进行的实地探索以及在江南其他区域开展的试点项目，均为逐渐明晰当地资源和需求提供了宝贵经验。若能系统地执行这一探索性的过程，则可以自下而上地为区域尺度的规划决策提供依据。

aims to revitalize Shimen as an attractive place to live in and to position it as a node within a regional network of cultural attractions.

The main proposal at the first 5 km × 5 km scale is to re-qualify the banks of the Grand Canal and its branches as a spine of public spaces that rearticulates the dispersed fragments of neighborhoods. In the archipelago of small islands that constitute the heart of the old town, a loop of public spaces connects



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11. 在石门镇的乡村地区，“田野中的家”项目将废弃的村庄（上图）转型为发展休闲农业的主题村庄（例如“奇异果村”等），并通过风景道路系统串联这些村庄。

11. In Shimen's rural area, the project "Home in the Fields" converts abandoned hamlets (pictured above) into thematic villages for agro-tourism ("kiwi village," etc.) and interconnects them with parkways.



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11-1



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6 结语

江南公园项目可视作区域设计在中国的一次开拓性实验。通过将一个地区的共同特征可视化，并展现当地居民的集体需求，区域设计这一策略性方法可推动实现中国空间规划改革中的整合目标。然而，区域设计在中国的施行仍存在众多问题。

首先，为何区域设计对于中国国土空间规划具有重要意义？正如上文所述，尽管新的国土空间规划系统提倡生态友好型、更综合的开发模式，但仍然延续了法定规划特征和自上而下的分级原则，例如新

cultural and educational facilities, while the emblematic bended waterfront on the Grand Canal is redesigned as a place for cultural exchanges, animated by floating facilities and a cruise terminal — repositioning Shimen as a halt and gateway to the Jiangnan Park (Fig. 10).

A second 5 km × 5 km sample focused on the agricultural area north of Shimen. This area is currently at the heart of a vast land consolidation program, through which old settlements are gradually demolished to reclaim farmland for diverse crop fields and orchards. The “Home in the Fields” project proposes to maintain a selection of historically and spatially interesting hamlets as the support of an integrated and authentic model of agro-tourism. Identified with the type of agriculture surrounding them, the settlements are redefined as thematic villages: “kiwi village,” “blueberry village,” “peach village,” etc. (Fig. 11). Forming together a colorful patchwork of characteristic landscapes that varies seasonally, the thematic villages in the fields are in addition crossed by parkways linking the neighboring water towns and attractions.

Presented and discussed with the local residents and authorities during a final forum, the proposals aimed firstly to raise the awareness of Shimen Town as a component of a larger and cohesive territory. The planning of localities should no longer aim for self-sufficiency or engage in competing rivalries with neighboring townships, but rather set up complementary alliances across scales. The design explorations in both the town center and the rural contexts illustrate how local needs can be addressed from the new perspectives offered by a reframing and a repositioning of Shimen as a contributor to a regional Jiangnan Park project. Conversely, the local exploration conducted in Shimen contributes, together with former pilot projects in different parts of the region, to an accumulated insight into local resources and needs. If carried out systematically, such exploratory process can inform planning decisions at the regional level from the bottom up.

6 Conclusion

The project of Jiangnan Park can be seen as a pioneering experiment of regional design in China. By visualizing the common grounds of a region and by revealing the collective aspirations of its people, regional design appears as a strategic method to catalyze the objectives of integration fostered by the recent reform of Chinese spatial planning. Yet, its implementation in China raises a number of questions.

First, why is regional design relevant in the realm of Chinese territorial planning? As the mentioned above, although the new

系统依然划分五个行政实施层级，以及通过三条控制线严格划定土地用途等。根据在江南地区的实践经验，区域尺度的共同愿景以及基于场地的空间策略可以与分级的法定规划系统交织并行、相互补充，从而使整个规划体系变得更加丰富和灵活。此外，江南公园项目中以五个主题计划形式试行的跨部门途径，可在不同尺度上对各个场地进行统一的解读和分析，进而推动生成综合性的战略规划方案。但是，考虑到规划从业者数十年以来一直在相互独立的系统中接受培训和进行实践，这种跨尺度和跨学科的规划方法颇具挑战性。

其次，愿景规划、可视化和设计技术如何助力巨型城市区的感知与规划？在本文展示的探索性项目中，将江南地区作为“公园”的隐喻有效地明确了江南文化的共同价值，并在地方规划人员、专家和镇级政府官员之间建立了共同的愿景。然而事实证明，尽管团队利用地图、拼贴画和模型等可视化材料向当地居民展示设计理念，但是这种正式的项目汇报式的沟通收效甚微。而试点项目的经验表明，在当地居民日常生活的场所举办非正式的社区工作坊，更有利于促成与居民的互动对话。另一个经验是，如果仅从字面意义上来解读当前中国绿地系统规划中的“公园”一词，不免会将其仅仅理解为城市绿色空间。公园作为一个隐喻，不足以涵盖和架构整个区域的高品质更新。为避免歧义，可考虑用“大都市景观”一词来代替“公园”。

最后，应该由谁来发起和委托区域设计项目？谁又能领导和协调整个项目流程？作为一项典型的跨地区工作，区域设计的成功实施需要所有利益相关方的积极参与。笔者认为，由自然资源部新成立的各个地方机构（即使它们受到行政边界的限制）具有主导这样的跨省合作的潜能。最后，对区域设计方法的探索要求设计团队具备分析、

territorial planning system fosters more eco-friendly and integrated forms of development, it also inherited statutory and top-down hierarchical principles, such as the segmentation of implementation across five administrative levels and the strict separation of land uses by means of “Three Lines.” Based on the experience in the Jiangnan region, the alliance of a vision at regional scale with place-based strategies is highly operational to enrich the hierarchical statutory planning system and make it more adaptive to specific local conditions. In addition, the trans-sectoral approach of regional design, experimented in the Jiangnan Park project through the five thematic programs, is effective to shape a consistent reading and analysis of sites across scales, and to inspire integrated strategic planning solutions. However, to adopt a trans-scale and interdisciplinary approach remains challenging for professionals who have trained as specialists of their own field and who have practiced independently for decades.

Second, how are the techniques of visioning, visualization, and design contributing to the perception and planning of large megacity regions? In the exploratory project presented in this article, the metaphor of the Jiangnan region as a “park” worked effectively to identify the common values of Jiangnan culture and to develop a shared vision among local planners, experts, and town level governmental officers. However, the use of conceptual ideas proved less effective to communicate with local residents. Despite the production of visualization materials such as maps, collages, and models, the communication with inhabitants remained limited during formal meetings. It was mainly during less formal community workshops at their living places that a truly interactive dialogue with inhabitants could take place. Another lesson is that the meaning of “park,” when translated literally in the jargon of the Chinese green space planning system, is limited to the definition of urban green spaces. Park as a metaphor is therefore inadequate to frame the qualitative regeneration of an entire region. To avoid ambiguity, a possible alternative term to “park” is “metropolitan landscape.”

Last, who should initiate and commission a regional design project? Who can lead and orchestrate the process? As a typically cross-territorial undertaking, regional design supposes the active involvement of all stakeholders to reach success. The authors hold that the newly created local agencies from the Ministry of Natural Resources — even if they are bounded to administrative entities — are in the best position to lead such cross-border collaborations. Finally, the exploration of regional design requires a comprehensive set of analytical, communication, and design abilities. This demand

沟通和设计的综合能力。由此带来的对新技能的需求，应在规划机构和设计公司的工作模式中，以及在中国高等教育的设计和规划学科中予以关注，同时需鼓励跨学科交流，并改变将设计作为产品的传统观念，而应将其视为一个过程。**LAF**

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for new skillsets should resonate in the working modes of planning institutes and design offices as well as in Chinese higher education programs in design and planning, to encourage cross-disciplinary exchanges and a shift from the notion of design as a product to design as a process. **LAF**

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