

## 城市公共领域微更新驱动的整体提升行动

### ——《广州天河中央商务区整体提升行动纲要》

# THE OVERALL IMPROVEMENT OF URBAN GOVERNANCE IN PUBLIC REALM DRIVEN BY MICRO REGENERATION ACTIONS: MASTER PLANNING OF THE OVERALL IMPROVEMENT INITIATIVE FOR TIANHE CENTRAL BUSINESS DISTRICT, GUANGZHOU

## 1 项目背景

20世纪90年代初，广东省广州市政府提出开发建设新城市中心，广州天河CBD自此诞生。在历经近20年的发展建设后，自2010年起，天河CBD逐步进入城市精细化品质管理与运营阶段<sup>[1]</sup>。在这一阶段中，诸如出行难、停车难，洗手间、母婴室、无障碍设施等服务设施不完善，公共空间管理规则相互冲突等问题逐渐浮现；与此同时，广州市

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## 摘要

本文以《广州天河中央商务区整体提升行动纲要》总体规划为实例，聚焦以城市公共领域微更新为主的城市整体提升行动。为应对本次城市治理行动中问题多样、参与主体众多、时间跨度长等挑战，规划团队建立了“顶层设计-提升策略-行动实施”三个阶段的系统性工作路径，并创新性地提出目标导向的“五度价值体系”、城市治理的“三张城市公共领域地图”、“影响力-复杂度二维矩阵”筛选下的示范项目等规划手法。此外，本次规划工作特别重视公众参与及民众意见反馈，在此过程中，规划团队同时扮演了专业咨询顾问、公众参与活动组织者、沟通平台搭建者、改造项目落地推动者等多种角色。《行动纲要》已于2019年通过审议并法定化，一系列行动项目也自2020年开始分批实施；已实施的项目不仅成功推动了广州市的区域治理工作，也为同类型大都市核心建成区的空间品质提升与城市治理提供了经验与参考。

## 关键词

城市公共领域；公共空间；城市治理；公众参与；微更新；POPS

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## ABSTRACT

By analyzing master planning of the Overall Improvement Initiative for Tianhe Central Business District, Guangzhou, this paper focused on the overall improvement initiative driven by micro regeneration in the urban public realm. To deal with challenges such as a variety of issues, multiple stakeholders, and long time span in this initiative, the planning team came up with a systematic roadmap including three stages, i.e. fundamental principals, design strategies, and implementation measures. In response, they built a goal-oriented Holistic Quintuple-Value System, drew Three Urban Public Realm Maps on urban governance, and launched the pilot action projects based on the "Influence-Complexity Matrix". Additionally, the team valued public participation and feedback, and played diverse roles, e.g., consultant and organizer for public participation events, promoter for communication of communities, and propellant for project implementation. The Initiative has been reviewed and legalized in 2019, wherein, the implemented ones by stage since 2020, not only enhance the regional governance in Guangzhou, but offer references to urban governance and space quality improvement of the built areas in downtown metropolis of the same kind.

## KEYWORDS

Urban Public Realm; Public Space; Urban Governance; Public Participation; Micro Regeneration; POPS

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① “岭南”指的是中国华南区域范围，包括广东、广西、海南、香港、澳门所组成的三省二区。

1. 《行动纲要》工作范围，其中重点研究区域珠江新城，城占地面积为6.44km<sup>2</sup>。

1. The Zhujiang New Town, the core area of the Initiative, occupies a land of 6.44 km<sup>2</sup>.



政府也在为提高其城市能级与影响力而开展“全面提升”行动<sup>[1]</sup>。基于这些现实问题与政策背景，市政府委托艾奕康设计与咨询（深圳）有限公司（AECOM）编制《广州天河中央商务区整体提升行动纲要》总体规划（后文简称《行动纲要》），希望针对生态景观、综合交通、城市形象、招商推介、文化氛围、公共服务六大城市治理议题，借助城市公共领域微更新，在综合平衡多方利益的前提下，提出具有拓展性、长效性的解决方案，同时亦能促进社会参与，最终实现“共建、共治、共享”的城市治理创新模式。

然而，项目面临的主要挑战包括：

1) 规模庞大、问题多样：《行动纲要》的工作范围为天河CBD全域（图1），包括天河北、珠江新城、广州国际金融城三大区域，规模极为庞大，问题多样，调研难度大；既需包括景观与交通环境的硬件改善，也包括城市形象、文化氛围、公共服务等软性环境的提升，涵盖层面和复杂程度均超越了常见的城市空间改造项目。

2) 参与主体多、权属复杂：需实施改造的项目众多，涉及的使用人群庞大，仅天河CBD的核心区——珠江新城一个区域便坐落有120多栋商务办公楼宇、近20个居住小区，以及需要重点改造的城中村片区（洗村），土地及物业权属十分复杂，在推动整体提升计划实施落地时，需协调多方参与主体。

3) 项目时间跨度长、机制存在不确定性：庞大的行动项目库大多需分期、分阶段实施，这将有赖于自上而下和自下而上的双向合作；

其中，社会资本的持续投入和完善的运营管理机制是确保这些城市治理项目推进的必要条件。

## 2 系统性的工作路径

为保障工作的顺利开展，规划团队首先建立了一个清晰、系统性的工作路径，可据此来引导不同利益相关者了解各自角色，从而加入提升行动、实现个人诉求。在整个规划过程中，不同使用群体对于城市公共空间的需求将被一一记录，这些都为城市管理者后续制定强实施性的城市治理行动框架奠定了基础。该工作路径包括了顶层设计、提升策略和行动实施三个工作阶段（图2）。

## 3 规划过程

### 3.1 顶层设计阶段：提炼目标导向的“五度价值体系”

在多方利益相关者间达成发展共识是项目的首要任务。首先，规划团队发现，虽然天河CBD是全国高度300m以上超高层建筑分布最密集的区域<sup>[2]</sup>，却也坐拥花城广场和珠江水岸等城市休憩空间，甚至还保留着三个具备岭南<sup>①</sup>传统建筑风貌和生活气息的古老村落（猎德村、石牌村和潭村）。规划团队认为，这些地域人文特质才是天河CBD发展的持久动力。



顶层设计：构建五度价值体系  
Fundamental principles: Holistic Quintuple-Value System

提升策略：发掘公共领域潜在价值  
Design strategies: leverage the optimized public realm

行动实施：评估项目效益，形成近期项目库  
Implementation measures: develop the Action Bank

其次，通过对纽约、伦敦、东京等世界一流CBD建设经验的分析与总结，规划团队发现，这些CBD不止集聚了商业、商务功能，还创造了边界模糊的城市生活圈和社交圈，另外，从关注出行的绝对效率到注重提升出行体验的转变，亦是它们能够持续吸引人才的关键举措。<sup>[3]-[6]</sup>

基于此，规划团队提出以“绽放岭南新活力的未来之城”作为天河CBD的设计目标，并建立了以此为导向的“五度价值体系”：

- 1) 社区的温暖：以社区作为驱动共融发展的基本单元，展现广州的人文特色，在城市生活中营造互助分享的交流氛围；
- 2) 多元的活力：打造集商务行政、休闲娱乐、文化体验、旅游观光、高品质居住等多功能于一体的中央活力区，催生持续不断的发展动力、提升综合效益；
- 3) 流畅的节奏：在保障CBD高效畅达的交通出行体验的同时，完善社区尺度的慢行系统和社交空间；
- 4) 愉悦的感受：针对广州亚热带气候条件制定细致的环境设计指南，创造促进健康生活的城市环境和富有现代岭南特色的感观体验；

5) 人本的关怀：引入创新的科技应用和管理机制，为多元使用人群提供完备的公共服务。

### 3.2 提升策略阶段：驱动城市治理的三张“城市公共领域地图”

五度价值体系作为顶层设计成果，建立了各方对于工作目标的共识。紧接着，规划团队通过“痛点问题梳理—潜力空间识别—行动项目落位”三个实施步骤，绘制了三张旨在进行城市治理的“城市公共领域地图”。

#### 3.2.1 第一张地图——城市公共领域痛点地图

在开展场地调研之初，规划团队便确立了“使用人群、场地范围及使用时间全覆盖”（简称“全人、全图、全时”）的调研目标，并结合热力图分析与公众参与的方式最大程度地了解场地上的各类问题。

(1) 步骤一：生成城市公共领域人流热力图

人流热力图可对人的流动与聚集所产生的“温度”可视化：“热”的区域表示人流量大，即城市公共领域使用率高；“冷”的区

2. 《行动纲要》系统性工作路径
2. The systematic roadmap of the Initiative

3. 热力图显示，天河CBD内的“城市中轴”与“城市水岸”等核心城市公共领域与人流活动热点分布并不完全匹配。
3. The visitor-flow heat map reveals the inconsistency between the expected and actual usage of the core urban public realm (i.e. City Axis and Urban Waterfront) in Tianhe CBD.

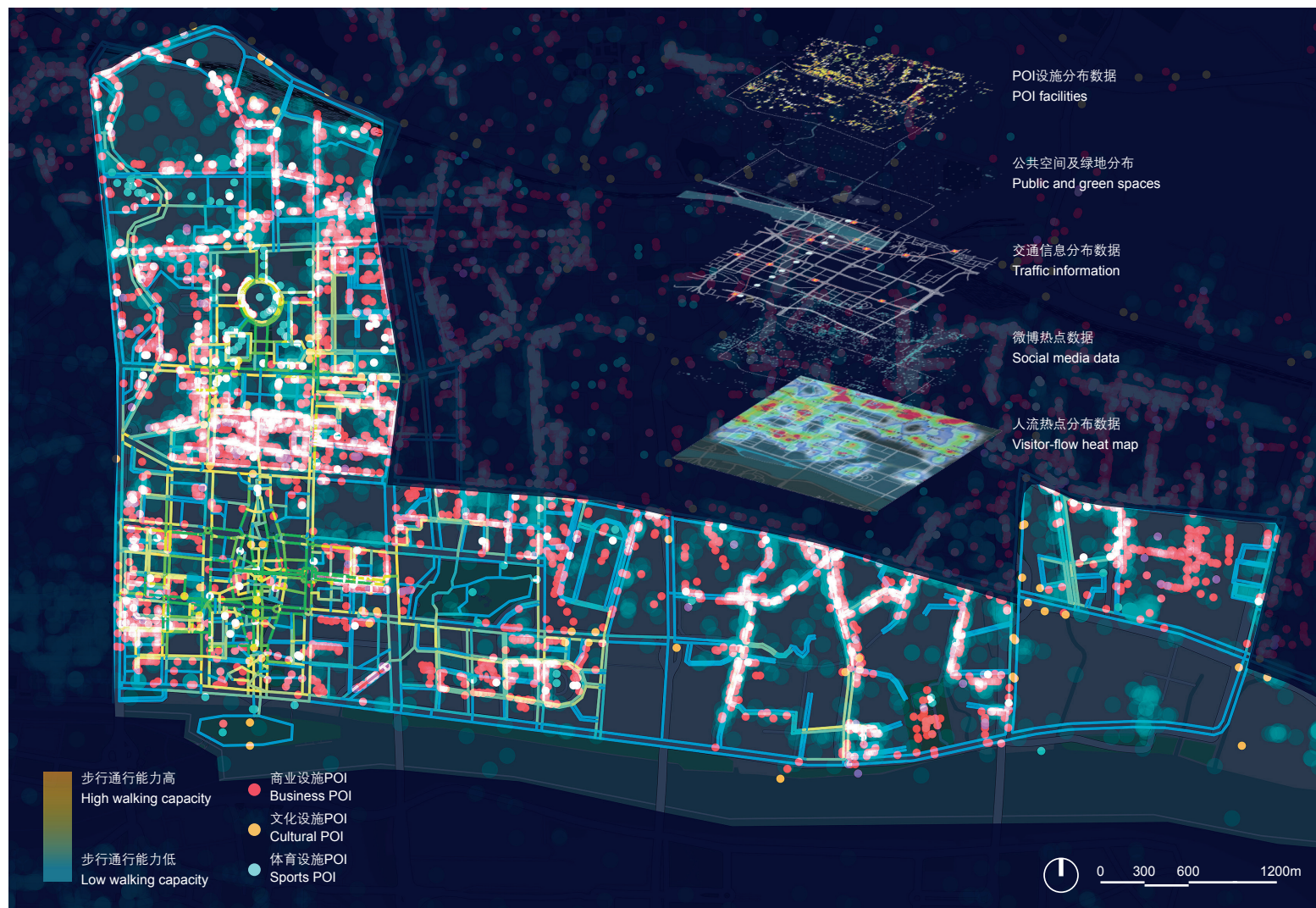
域表示人流量小，即城市公共领域使用率低<sup>[7]</sup>。规划团队借助公共兴趣点（POI）设施、绿地广场、交通站点、人流热点等分布情况大数据，利用叠图法生成了天河CBD一个月内的“人流热力图”（图3）。分析发现，从广州东站、天河体育中心延伸至花城广场、12km长的“城市中轴”，以及从珠江延伸至猎德涌、5km长的“城市水岸”，这两处天河CBD内最具标志性的城市空间，虽然聚集了重要的公共设施，但其城市公共领域的空间吸引力不足，活跃程度不及周边区域。

此外，基于空间句法理论，对POI数据与城市路网数据进行了分析，以评估步行抵达这些区域的出行效率。结果显示：虽然中轴内部具备完善的慢行路网，但这些路网与周边社区的连接性弱；公共设施集中的区域又存在缺乏高密度的慢行网络支撑、滨水区域慢行空间单一等亟待解决的问题，大幅降低了城市公共领域的步行出行效率与公共资源的联动效益。

### （2）步骤二：与媒体、公众共同完成现场调研与问题识别

除了借助热力图进行数据分析外，为了提升大众对于项目的认知程度，鼓励更多的人参与到项目规划进程中来，规划团队还联合《南方都市报》，以其旗下的社区周报《CBD TIMES》作为活动组织、宣传与报道的平台，进行了一系列线上、线下的公众参与活动，包括：一系列针对服务人员（快递员、外卖员、维修工人等）、企业管理者及当地名人的专题访谈；与视障人士、外籍人员进行的“城市实验”现场踏勘；针对重点研究区域珠江新城发起的名为“CBD自由讲”的CBD痛点榜投票与微更新方案征集；针对儿童举办的“我心中的未来CBD”绘画比赛。规划团队力图通过不同形式的调研尽可能覆盖各类空间的使用人群，并最大程度地收集其对城市公共领域的使用反馈，以及相关CBD未来发展的愿景与期待（图4）。

其中，为期一个月的“CBD自由讲”征集活动共收集到807份意见书，规划团队根据意见与五度价值体系的对应关系，识别出30个重点问题并在《CBD TIMES》线上平台发起投票，共收到5万多张投票。



其中，“出行高峰道路拥堵”（4 273票）、“闲置空地利用率不高”（4 172票）以及“珠江新城站和珠江新城旅客自动输送系统换乘指示不明”（4 000票）成为民众最关注的城市治理议题。

### （3）步骤三：生成城市公共领域痛点地图

以上“全人、全图、全时”的现状调研方法共总结出14个类别超过100个现状问题，并通过分类编号的方式形成以珠江新城为主要分布范围的城市公共领域痛点地图（图5），为之后整体提升策略与引导指标的制定提供了重要的参考依据。

这张城市公共领域痛点地图显示，大多数问题集中在花城广场、猎德涌、珠江水岸、兴盛路等代表天河CBD环境风貌的公共空间。此外，在公共建筑与办公楼集中的高密度商务区的问题也较多，主要包括因限制场所开放造成的城市公共空间利用低效，以及慢行网络的连续性较差。

## 3.2.2 第二张地图——城市公共领域潜力地图

在城市公共领域痛点地图的基础上，规划团队进一步寻找问题较为集中的绿地、水体、广场，以及高密度商务区等城市公共领域的潜在优化空间，并对其进行再定义与分类，从而匹配具体的提升策略。

### （1）步骤一：天河CBD城市公共领域的再定义与分类

作为触发城市活力的催化剂，城市公共领域除了绿地、水系、广场、街道外，还包括学校、市场等社区公共建筑及其首层空间，以及私有公共空间（POPS）。因此，规划团队特别提出了“将办公楼宇、商场、酒店的POPS向民众开放”的城市公共领域微更新理念——这在中国城市治理的实践中尚属少见。因此，规划团队在城市公共领域潜力地图中划分了绿地水系、广场、街道、公共建筑、POPS这五大空间类型，同时对公共建筑与POPS的改造提升也进行了详细划分（图6）。

### （2）步骤二：城市公共领域提升策略

针对问题分布最集中的4个代表性公共空间——花城广场、四大公建（广东省博物馆、广州图书馆、广州大剧院、广州市第二少年宫）、珠江公园（珠江水岸—猎德涌）、兴盛路——规划团队提出了四大公共领域拓展与总体效益提升策略：

1）策略一：打通花城广场和周边楼宇的立体连接，整合现有零散广场，优化绿地和水系布局，将现状观赏性绿地改造为户外活动空间，提高中轴的识别度和使用弹性；

2）策略二：开放以四大公建为代表的公共建筑底层空间，同时对公建外部空间进行一体化设计；

3）策略三：拆除珠江公园围墙，增设公园与其临近水体猎德涌的连通路径，提升绿地及水体的可达性，提供更多样的社区滨水活动场地；

4）策略四：改造串联了花城广场与珠江公园的兴盛路，通过共享街道理念的植入创造更多邻里交流场所。

结合上述策略，最终形成城市公共领域潜力地图——珠江新城6.44km<sup>2</sup>范围内的城市公共领域面积占比自48%大幅提升至66%（图7）。

## 3.2.3 第三张地图——城市公共领域行动地图

### （1）步骤一：建立整体行动项目库

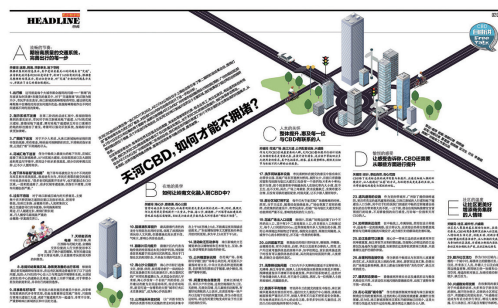
规划团队根据城市公共领域潜力地图与相应的提升策略，首先针对珠江新城制定了243个行动项目，并形成可分阶段实施的近、中、远期整体行动项目库（图8）。有别于常规项目库的多以任务或实施主体进行分类的方式，规划团队更强调项目的目标导向性，项目实施以五度价值体系为基准，有助于项目设计单位及未来实施者更好地理解该项目在整体提升中所要解决的问题与预期目标。

### （2）步骤二：生成城市公共领域行动地图

为了将243个行动项目所对应的空间区位和所属类型可视化，同时为了确保在未来实施过程中项目间形成联动，规划团队制定了整体行动项目库的行动地图——“天河珠链”，其呈现了一个由这些城市公共领域微更新项目构成的城市空间网络实施蓝图（图9）。

## 3.3 行动实施阶段：5个近期行动计划

考虑到项目的可操作性与可持续性，以及资金与资源的有限性，规划团队对优先实施的项目进行了筛选，以为后续推进奠定良好社会影响的基础。为此，规划团队设计了“影响力—复杂度二维矩阵”，评价因子的设定原则为：1）“影响力”维度意在评估项目的示范性



4. 通过“城市实验”活动，设计师与视障人士进行了线下实地踏勘；同时，《CBD TIMES》作为公众参与的媒体平台，以周报的形式持续对各类项目公众参与活动进行报道、宣传。

4. Designers and visually impaired citizens conducted on-site experiencing tests named Urban Experiment. Meantime, CBD TIMES, a local press, initiated and advertised all public participation programs in weekly reports.

5. 针对珠江新城的城市公共领域痛点地图
5. The Existing Problems Map in Urban Public Realm of Zhujiang New Town



城市公共领域痛点地图  
Existing Problems Map in Urban Public Realm



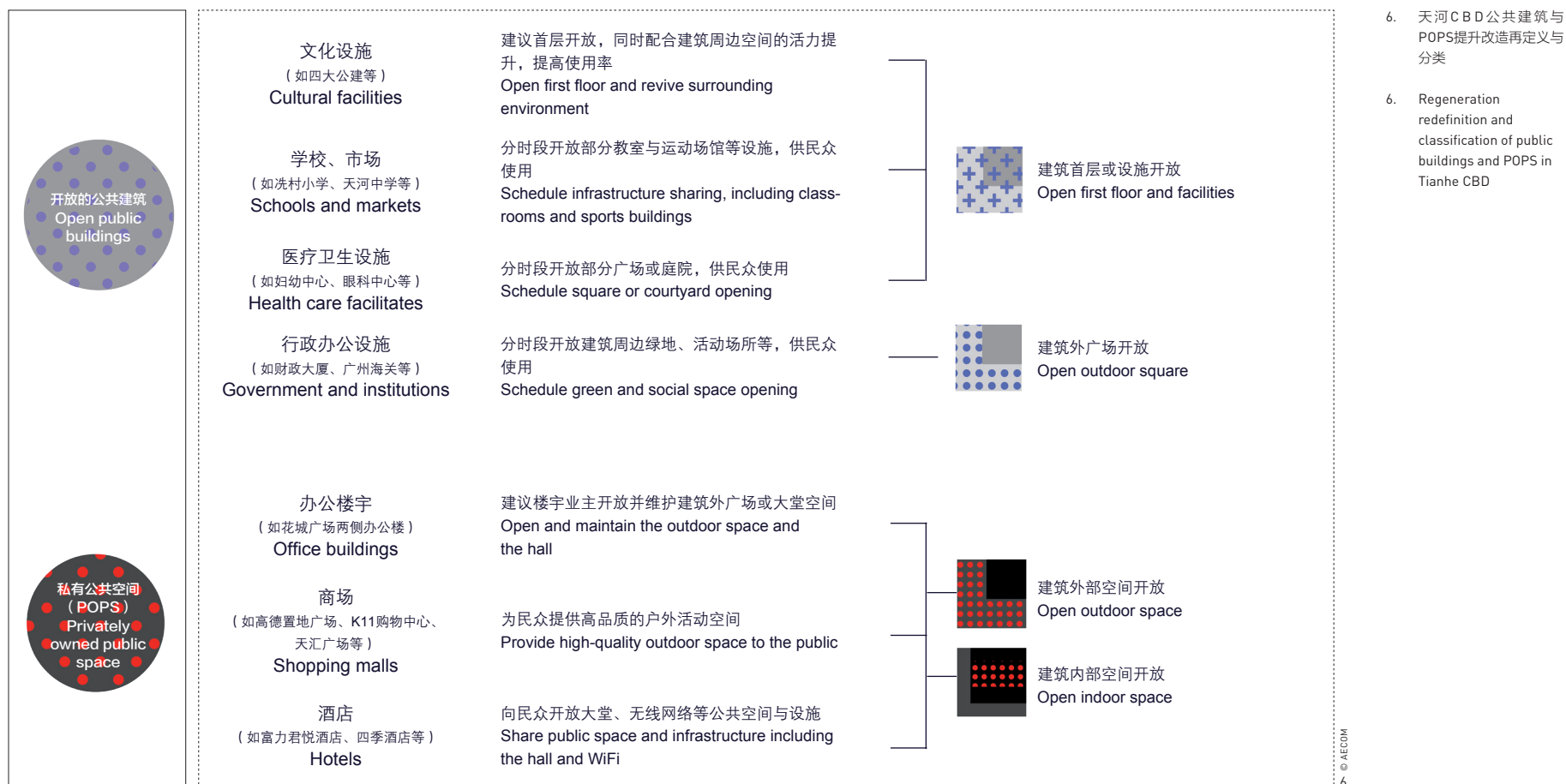
与战略性程度，评估因子包含项目的区位效应与社会影响力等，影响力高的项目将能够在短期内解决民众关注的焦点问题，并产生较为广泛、积极的社会影响；2）“复杂度”维度评估项目的实施成本与难度，评价因子包括建造、管理及维护成本、协调各部门与各主体的难易程度、对于自然环境的干扰程度等。

根据这一矩阵，规划团队对243个行动项目进行了量化评估，最终筛选出16个优先实施的示范性项目，并归纳为5个近期行动计划——“猎德水岸计划”“中轴互通计划”“花城水境计划”“兴盛绿街计

划”“珠江门户计划”（图9）。下文针对前三个计划，各通过一个项目进行说明展示。

### 3.3.1 猎德水岸计划——猎德涌滨水空间活力提升项目

猎德涌发源于华南理工大学校园，是自南向北穿越天河CBD内部的珍贵水系资源；同时，猎德涌也串联起了猎德村、祠堂区及龙舟赛举办地等岭南传统文化特色区域。因此，猎德水岸计划希望通过提升水岸开放性与可达性，结合在地活动策划让这条被现代繁华都市生活遗忘的



河流成为连接人与人、人与文化、人与自然的蓝色纽带（图10）。

猎德涌滨水空间活力提升项目重点在于通过创建具有岭南传统特色的社区滨水公共空间。除了优化珠江公园与猎德涌衔接界面、增加自然草坡户外看台外，项目目标还包括改善猎德涌水质，增加餐饮、休闲、观光等滨水功能业态，推广猎德龙舟赛等具有话题性的城市品牌活动，使猎德涌成为天河CBD内体验岭南传统文化的目的地。

### 3.3.2 中轴互通计划——花城广场周边楼宇POPS改造项目

中轴互通计划旨在大幅提升天河CBD的出行效率，缝合城市中轴与周边社区，创造更多交流共享空间。规划团队建议通过对商业办公楼宇的POPS进行识别，对可利用的POPS进行分类，并以三个形象的关键词指导改造：

1) “引园入室”POPS改造：针对办公楼宇首层室内公共空间，通过划分公共区域并引入咖啡馆、便利店等商业配套服务设施的方式，提升大堂空间的开放性与服务性；

2) “办公楼下好乘凉”POPS改造：指定现有办公楼宇周边品质较高的户外公共空间，通过提升空间的开放性与可达性，打造辨识度高、适宜休憩交流的城市口袋公园；

3) “城市会客厅”POPS改造：针对现状公共建筑、商场及酒店等人流密集建筑的户外公共空间，通过与街道空间的整合设计，串联起这些建筑首层室内外公共空间，并增加多个步行通廊加强东西向的互联互通，形成集聚人气、功能复合的新型街道社交空间，如珠江东七街（图11）。

### 3.3.3 花城水境计划——花城广场环境体验提升项目

花城广场是包围在密集的摩天大楼中的一处中轴广场，被誉为广州市的“城市客厅”，也是广州市最大的广场。规划团队以“水”为线索，注入瀑布、雾喷等景观元素，让水成为可观、可听、可触的岭南美学载体，强化场所的空间辨识度与环境感知力，并借由水体所营造的微气候来改善户外环境的舒适度（图12，13）。同时，通过城市公共领域的运营策划，将现有功能单一的观赏性绿地改造为可灵活使用的户外活动场所，并依据不同季节与节日策划一系列主题活动。规划团队还与Party New York视觉设计工作室合作，将五度价值体系进行了标识化及品牌化设计，转化为“天河星图”（图14），向大众传递城市公共领域的认知、延续大众对五度价值体系下的城市公共领域的想象。

7. 珠江新城的城市公共领域潜力地图  
Potential Map in Urban Public Realm of Zhujiang New Town

## 4 项目价值

### 4.1 设计方多元角色的搭建

在“顶层设计—提升策略—行动实施”这三个阶段中，除了作为专业的咨询顾问外，规划团队还扮演了公众参与活动组织者、沟通平台搭建者、改造项目落地推动者等多元角色；与媒体平台合作，利用网络留言、线下采访、实地调研等手段，收集当前城市公共领域的重点问题和公众对天河CBD整体提升的愿景；通过三张“城市公共领域地图”的绘制，搭建起各方参与主体沟通交流的平台，并以规划语境完成了《行动纲要》的编制工作；在编制完成后与业主组成长期工作小组，组织相关楼宇业主与政府管理者共同对实施方案进行评议，推动并监督近期行动项目的实施情况。

### 4.2 《行动纲要》与项目库的法定化

在多方共同努力之下，根据2019年11月第三届广州市城市规划委员会主任委员会第三次会议纪要，同意将《行动纲要》作为指导天河CBD开展全方位提升工作的指南，这标志着广州成为中国率先将《行动纲要》法定化的示范城市。本规划项目中确立的“顶层设计—提升策略—行动实施”创新性城市治理方法，可为其他拥有复杂利益相关方

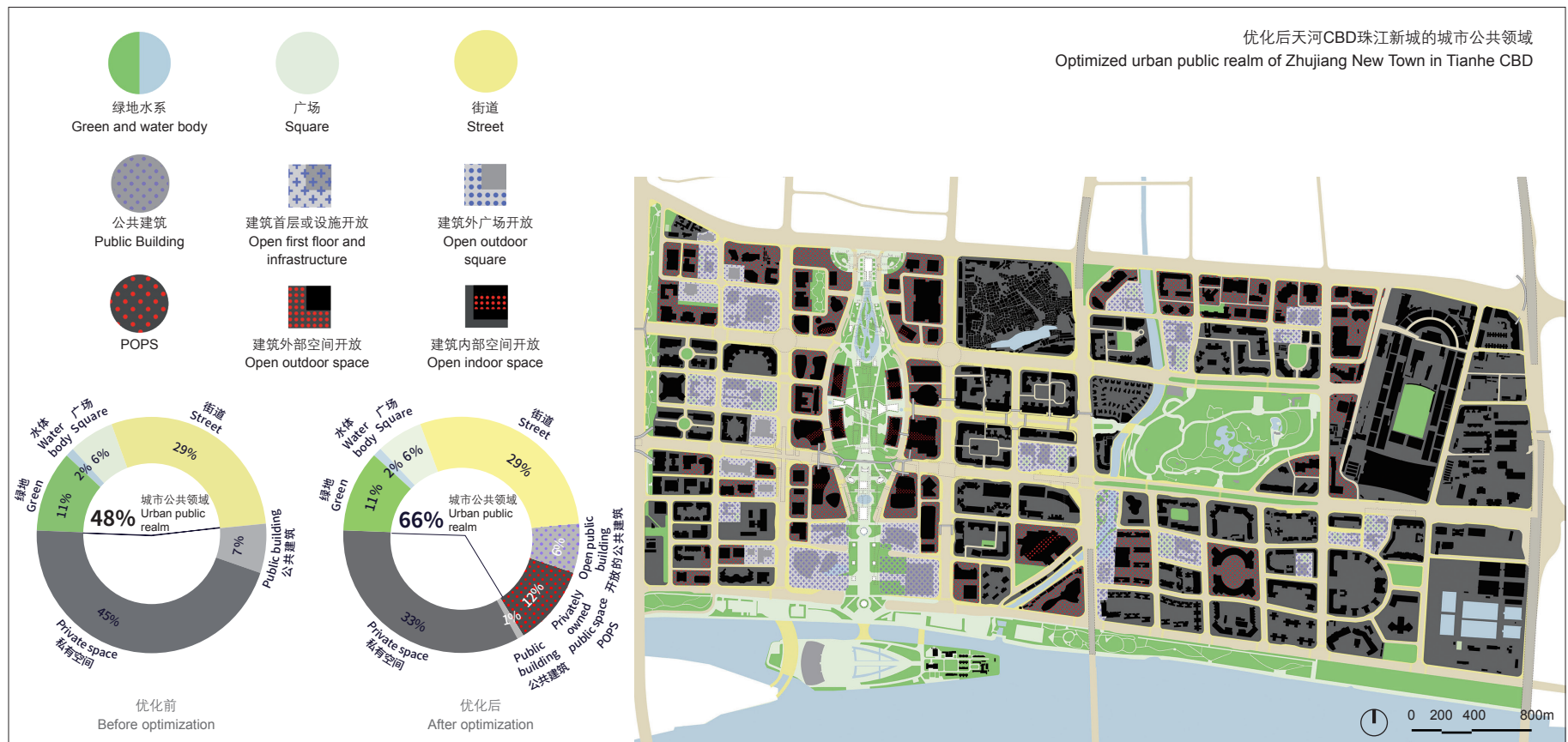
和城市发展课题的城市或区域提供一条可资借鉴的城市治理思路。

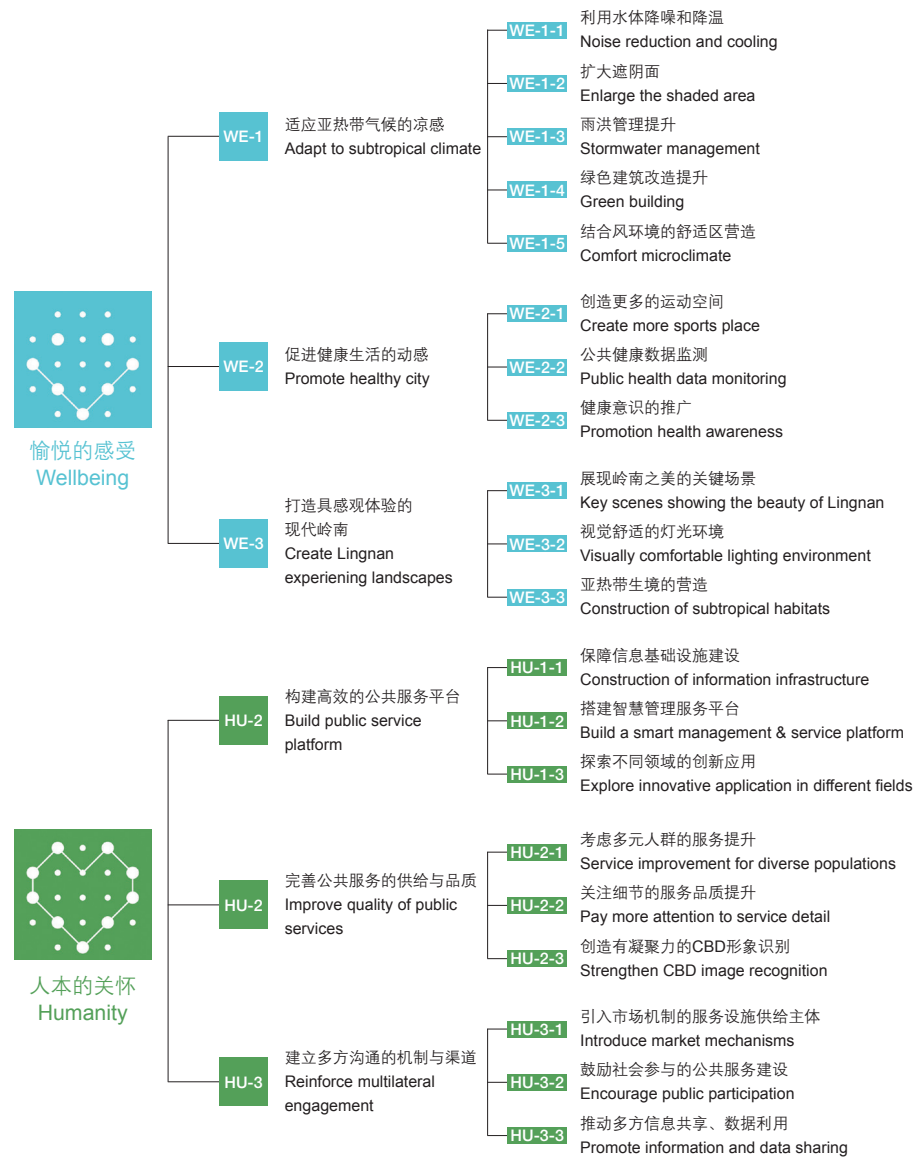
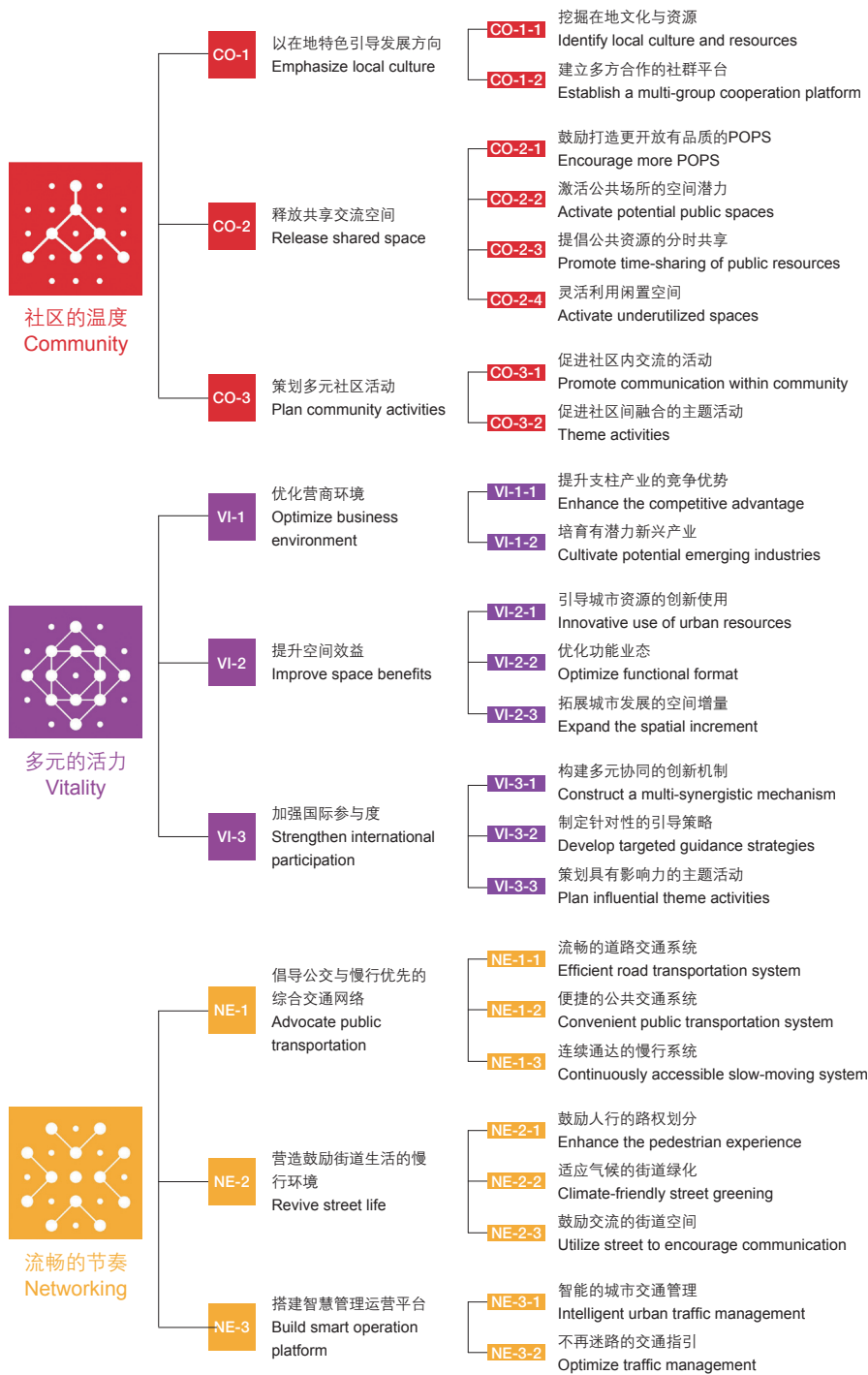
### 4.3 《行动纲要》推动行动项目的实施落地

《行动纲要》已于2020年分批实施，其中已实施的项目与推动的计划包括：天河区口袋公园提升规划、珠江新城POPS活化计划、珠江东七街开放空间改造项目、冼村地铁站地下空间一体化改造规划、《行动纲要》成果展等。这些项目也带动了城市活动的兴起，强化了天河CBD的城市品牌形象（图15）。

## 5 结语

城市，每一刻都可能发生不可预料的变化，正如突如其来的新冠疫情让人措手不及。这也改变了人们对于城市公共领域的使用模式，相应地，城市公共领域品质提升过程也需要对这些改变予以回应，以持续完善每一块场地。规划团队在天河CBD的实践中与广州市政府共同完成了一次重大的区域治理行动，探索解决当下城市发展问题的新方法，寻找未来城市发展的新动力。未来，期待城市管理者、运营者、使用者的声音都能在这一过程中完整呈现，城市也能随之源源不断地绽放新的生命力。LAF





## 项目信息

项目地址：广东省广州市天河中央商务区

项目面积：20km<sup>2</sup>

项目委托：广州市天河中央商务区管理委员会

规划设计：艾奕康设计与咨询（深圳）有限公司

首席规划师：刘泓志

设计团队：许怀群、林俊逸、吴琨、钟茵、朱军、孙唯、陈安卓、张薇、滕腾、陆广辉、陈怡萍、伦佩珊、刘雅琪、周国欣、谭斯慧、朱湘鸿、潘启超、林丹薇、苏舜匡、曾舜怡、吴懿青、俞佩蛟、张丹华

合作团队：广州市城市规划勘测设计研究院、《南方都市报》、广州高力国际物业服务有限公司、PARTY

New York视觉设计工作室

规划时间：2017年

所获奖项：香港城市设计协会“2019规划与概念类首奖”、美国建筑师协会香港分会“2019城市设计大奖”

8. 基于五度价值体系与现状问题，最终获得的针对243个行动项目的核心价值、提升策略与引导指标，既回应了本项目的设计目标，也指导了后续项目的落地实施。

8. The core values, design strategies and project targets of Holistic Quintuple-Value System based on the existing problems, responding to the goal and guiding the implementation of the Initiative.

① "Lingnan" refers to the Southern China, including Guangdong Province, Guangxi Province, Hainan Province, Hong Kong, and Macau.

## 1 Background

In the early 1990s, the Tianhe Central Business District (CBD) emerged as the Municipal Government of Guangzhou, Guangdong Province proposed to build new urban centers. After nearly 20 years' development, Tianhe CBD has entered the stage of refined urban management and operation since 2010<sup>[1]</sup>, accompanying various problems, including traffic jam, limited parking space, lack of amenities restrooms, baby-care rooms, and accessibility facilities, and conflicting rules on public space management. In addition, the government is implementing the Overall Improvement Initiative to upgrade the city's services and competence<sup>[1]</sup>. The government therefore engages AECOM to develop the master planning of the Overall Improvement Initiative for Tianhe Central Business District, Guangzhou (the Initiative hereafter), seeking sustainable solutions through micro regeneration in urban public realm in response to issues in the dimensions of ecological landscapes, traffic, city image, investment attraction, culture ambience, and public services. With the interests of multiple stakeholders balanced, the Initiative will also encourage public participation and establish an innovative urban governance model through "co-building, co-governance, and sharing".

Nonetheless, the planning team is faced with a series of challenges as follows:

1) Large scale and a variety of issues: The Initiative covers the entire area of Tianhe CBD (Fig. 1), from North Tianhe, Zhujiang New Town to Guangzhou International Financial City. The incredible large-scale and complexity of this project that has rarely been seen in any other urban space regeneration cases challenges the planning team in field investigation, the improvement of urban landscapes and traffic, the advancement of city image, culture ambience, and public services.

2) Multiple stakeholders and complicated ownership: The sites to be regenerated are enormous in number and potential users. In the Zhujiang New Town only, the core area of Tianhe CBD, there are over 120 office buildings, 20 residential quarters, and urban villages (i.e. Xiancun Sub-district). The land and property ownership is extremely complex that requires coordination among multiple stakeholders during the implementation of the initiative.

3) Long time span and uncertainty of mechanisms: Most of the actions need to be implemented by stages, which requires not only bottom-up and top-down cooperation, but also continuous investment and improved mechanisms in operation and management.

## 2 Systematic Roadmap

The planning team came up with a roadmap to systematically help various stakeholders understand and practice their roles so as to guarantee their interests: the needs for urban public spaces of different users were carefully investigated, from which urban administrators can formulate a feasible follow-up framework of urban governance. The roadmap covers three stages, namely determining fundamental principals, developing design strategies, and conceiving implementation measures (Fig. 2).

## 3 Planning Process

### 3.1 Determining Fundamental Principle: A Goal-Oriented Holistic Quintuple-Value System

The primary task for the team was to facilitate the consensus building among stakeholders. To begin with, the system was drawn from the traditional Lingnan culture. Being the densest area accommodating super high-rise buildings (over 300 m) in China<sup>[2]</sup>, Tianhe CBD also boasts a number of urban recreational spaces (such as the Huacheng Square and Pearl River Waterfront) and three ancient villages (i.e. Liede Village, Shipai Village, and Tan Village) with the traditional Lingnan<sup>①</sup> architectural pattern and lifestyles. The team believed that the sustainable development of Tianhe CBD would greatly reply on leveraging localities and cultural resources.

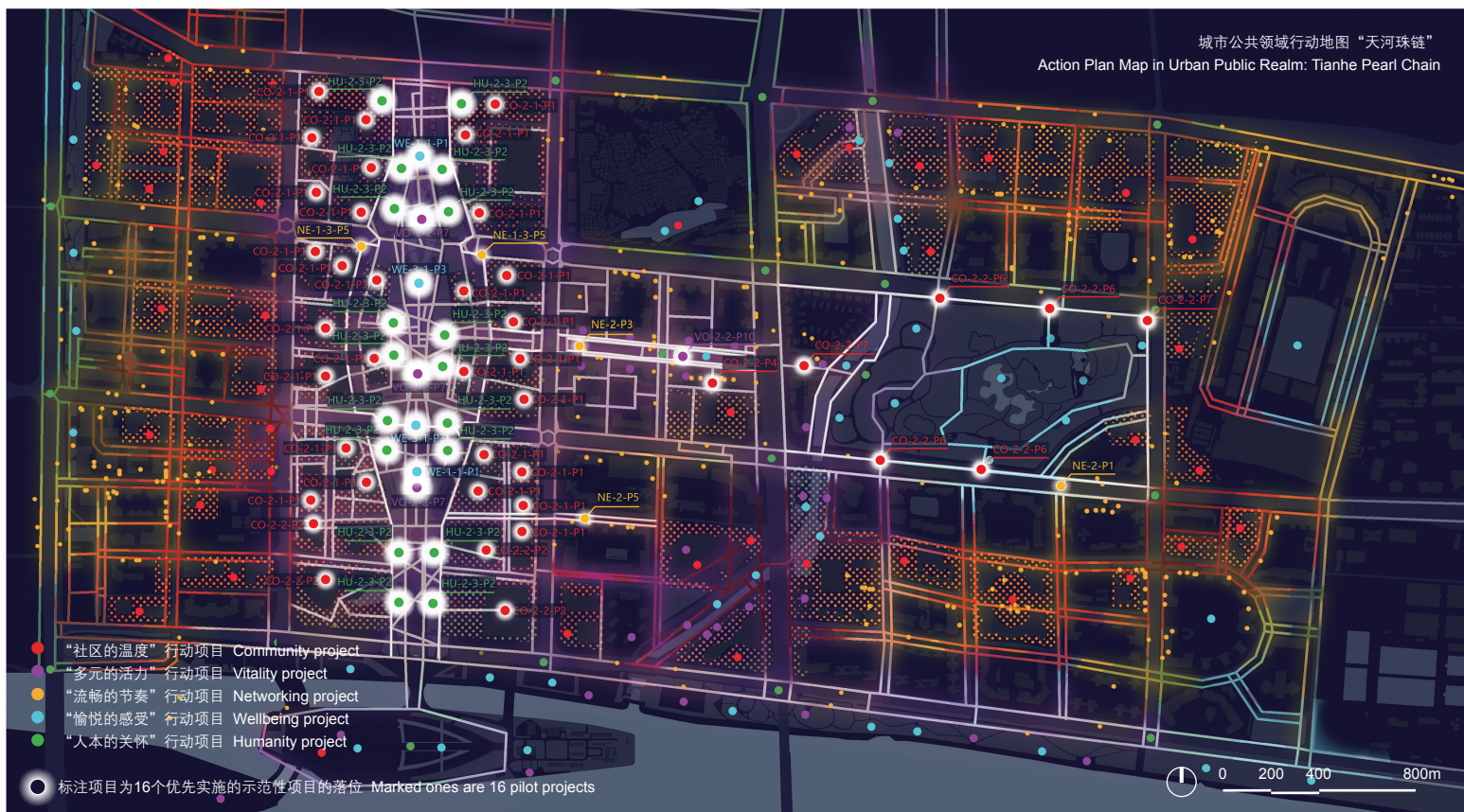
Additionally, case studies on first-class CBDs in other international metropolises such as New York, London, and Tokyo suggest that a healthily-developed CBD not only serves commercial purposes, but also facilitates the fusion of urban living and social communities; Furthermore, these CBDs are increasingly focusing on improvement of travel experience, instead of travel efficiency, as a key plus to attract more talents in the long run.<sup>[3]-[6]</sup>

Envisioning a livable CBD community with vibrant regional culture, the team proposed a Holistic Quintuple-Value System:

1) Community: Take community as the basic unit for inclusive development, celebrate cultural qualities of the city, and encourage sharing spirit and exchange between and inside communities;

2) Vitality: Build a multi-functional CBD serving office and business, administration, recreation, cultural experience, tourism, and quality living proposes for a sustainable development and maximum overall benefits;

3) Networking: Establish a slow-traffic network and social



9. 243个行动项目所对应的空间区位和所属维度
9. The site locations and action types of the 243 projects in the Map

<p>5个近期行动计划 5 pilot action plans</p>	<p>16个行动项目 16 pilot action projects</p>	<p>3. 中轴互通计划 Central Axis Plan CBD的大客厅，从交通走向交流 Make the axis from passage to communication space</p>	<p>HU-2-3-P2 花城广场导识系统提升项目 Huacheng Recognizable Guide System Improvement</p> <p>NE-1-3-P5 花城广场及珠江东西路立体慢行系统提升项目 Bicycle and Walking System Upgrade</p> <p>CO-2-1-P1 花城广场周边楼宇POPS改造项目 POPS Renewal Project of the Buildings Surrounding</p> <p>NE-1-1-P6 花城广场地下停车交通组织优化项目 Underground Parking and Traffic Organization Optimization</p> <p>NE-3-2-P2 花城广场周边停车引导系统优化及设施更新 Parking Guidance System Upgrade</p>
<p>1. 猎德水岸计划 Liede Waterfront Plan 河涌作为人与人、人与自然联系的纽带 Links people with nature along the river</p>	<p>CO-2-2-P7 猎德涌滨水空间活力提升项目 Liede Waterfront Activation</p> <p>CO-2-2-P6 珠江公园入口广场活力提升项目 Entrance Square of Zhujiang Park Activation</p> <p>NE-2-P1 环珠江公园靓丽风景线全要素提升2.0版 Overall Improvement of Landscape Avenue along Zhujiang Park</p>	<p>4. 花城水境计划 Huacheng Waterscape Plan 城市中的自然，公园里的CBD Invite nature into CBD</p>	<p>WE-1-1-P1 花城广场五感环境提升项目 Environmental Sensory Improvement</p> <p>WE-3-1-P3 花城广场及周边区域景观小品与公共艺术提升项目 Public Art Introduction</p> <p>VI-2-2-P7 花城汇商业业态提升项目 Optimization of the business formats of Huangcheng Mall</p>
<p>2. 兴盛绿街计划 Xingsheng Street Plan 商务与生活，从相隔到相融 Bring the vibrant street life back</p>	<p>NE-2-P3 兴盛路精致商业街全要素提升2.0版 Overall Improvement of Xingsheng Commercial Street</p> <p>CO-2-2-P4 兴盛路二层连廊活化项目 Xingsheng Second-Floor Walkway Activation</p> <p>VI-2-2-P10 兴盛路商业业态提升项目 Optimization of the business formats of Xingsheng Commercial Street</p> <p>NE-2-P5 兴民路舒心回家路全要素提升2.0版 Overall Improvement of Xingmin Neighborhood Street</p>	<p>5. 珠江门户计划 Pearl River Gateway Plan 江边的CBD，从珠江对话世界到世界 Show Pearl River to the world</p>	<p>CO-2-2-P2 四大公建公共领域综合提升项目 Optimization of the Public Realm Shared by Four Public Buildings</p>

10. 猎德水岸计划中“猎德涌滨水空间活力提升项目”改造效果的对比示意
10. Site photo and rendering of the Liede Waterfront Activation project, Liede Waterfront Plan



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space system while maintaining the high traffic efficiency in CBD;

4) Wellbeing: Formulate detailed environmental design guidelines in accordance with the local sub-tropical climate, so as to create a healthy urban environment enriching people's multi-sensory experience and characterizing for modern Lingnan features;

5) Humanity: Introduce innovative science, technology, and management mechanisms to provide sound public services for various user groups.

### 3.2 Design strategy: Three Urban Public Realm Maps on Urban Governance

The Holistic Quintuple-Value System builds the consensus on different interests of stakeholders. By identifying existing problems, classifying potential spaces, and implementing action plans, the team drew three Urban Public Realm Maps on urban governance.

#### 3.2.1 Existing Problems Map in Urban Public Realm

Under the investigation objectives of conducting a maximum-coverage survey on potential users, sites, and planning process, the team mapped and analyzed all kinds of existing problems, combining with public participation.

(1) Step 1: generate the Visitor-Flow Heat Map in Urban Public Realm

The visitor-flow heat map was used to visualize the pedestrian volume, showing the usage of public spaces. The “hot” areas (in warm colors) have greater visitor flows, i.e. a higher usage ratio of urban public realm; the “cold” areas (in cold colors) mean the opposite<sup>[7]</sup>. By overlapping the big data maps of POI facilities, green spaces, traffic stations, and visitor-flow heat collected in a month, the team produced the visitor-flow heat map of Tianhe CBD (Fig. 3). The map shows that



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11. 珠江东七街连接了K11购物中心与广州图书馆两大人流聚集的底层空间。通过空间一体化设计，这一消极的城市后巷将改造为集聚人气、躲避酷暑、举办多样社区活动的“E7街心公园”。这里也即将成为天河CBD中第一个实施、并由多方参与建设运营的POPS改造项目。
11. Zhujiang East 7th Street connects with the first floors of K11 Shopping Center and Guangzhou Library, both of which are densely visited buildings. By integrated design, the negative, deserted ally will turn into a new community hub, “E7 Pocket Park,” offering people comfortable environment and diverse activities and programs. This will be the first jointly launched POPS regeneration project in Tianhe CBD.

public facilities are mostly located along the two waterfront destinations—12-kilometer City Axis of Guangzhou (East Station–Tianhe Stadium–Huacheng Square) and the 5-kilometer Urban Waterfront of Pearl River–Liede River, where but see a low visitor flow and vitality.

Meanwhile, the space syntax theory was employed to analyze the POI and road network of the CBD to assess the walking accessibility of these areas. The results indicate that the improved slow-traffic network is poorly connected with the surrounding communities; in the areas where public facilities

gather, the slow-traffic network is insufficient; the slow-traffic spaces in the waterfront areas are homogeneous. All the issues undermine the walking efficiency in urban public realm and the interconnected benefits of public resources.

(2) Step 2: on-site investigation and problems finding together with the press and the public

Besides the heat map, the team was working with Nanfang Metropolis Daily to launch and promote diverse online and offline public participation activities via *CBD TIMES*, aiming to increase public awareness and engagement. The activities included themed interviews with service workers (expressmen, food couriers, and maintenance workers, etc.), enterprise managers, and local celebrities; on-site experiencing tests with visually impaired people and foreigners; the CBD Free Speak, a polling on site problems and micro-regeneration solutions in Zhujiang New Town; and the painting contest Future CBD in My Eyes among children. All the investigations in different forms covering all users of diverse spaces echoed the goal of collecting public feedback and people’s desires to the city’s future development as much as possible (Fig. 4).

The CBD Free Speak that lasted one month collected 807 feedback submissions. The team matched the feedback with the Holistic Quintuple-Value System and identified 30 key problems. Among over 50,000 online votes via *CBD TIMES*,



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traffic jam during peak hours (4,273 votes), low utilization of idle spaces (4,172 votes), and unclear signs at the Zhujiang New Town Station and the Zhujiang New Town Automated People Mover System (4,000 votes) were identified as the citizens' top concerns.

### (3) Step 3: obtain the Existing Problems Map in Urban Public Realm

The team classified over 100 problems in 14 categories and coded them correspondingly, and then mapped them out to obtain the Existing Problems Map in Urban Public Realm (Fig. 5), which mainly covers Zhujiang New Town and serves as the basis to formulate the overall design strategies and implementation measures.

According to the map, most current problems exist in the public destinations of Tianhe CBD, including Huacheng Square, Liede River, Pearl River Waterfront, and Xingsheng Road. Moreover, in high-density business districts where public buildings and office buildings cluster, the limitation to property openness leads to low utilization of public space and poor connectivity of slow-traffic network.

### 3.2.2 Potential Map in Urban Public Realm

Based on the Problems Map, the team further investigated green spaces, water bodies, squares, and high-density business

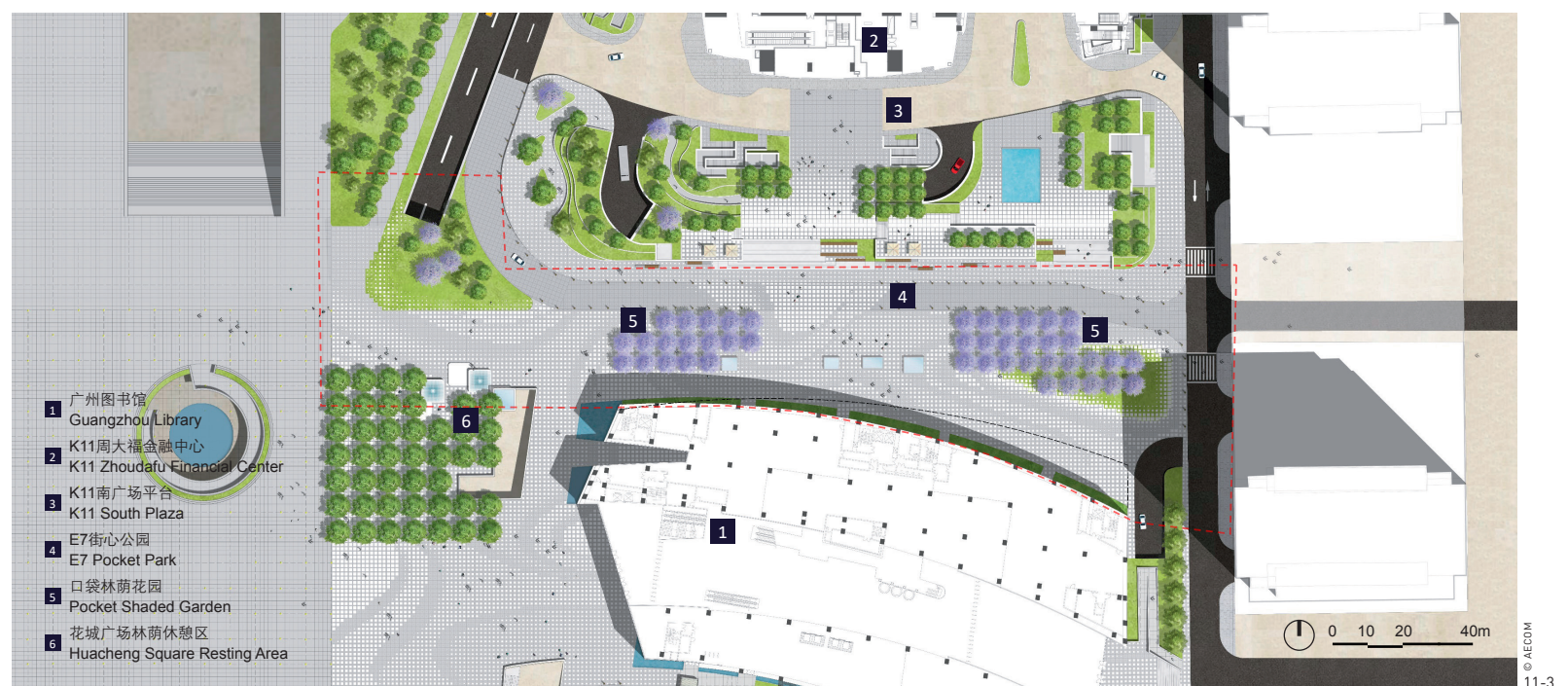
districts where problems are more commonly found, and identified, redefined, and classified the possible action implementation sites, and developed specific design strategies.

### (1) Step 1: redefine and classify the urban public realm in Tianhe CBD

The urban public realm, as the catalyst to urban vitality, includes not only green spaces, water bodies, squares, and streets, but also community public buildings (e.g. schools and markets) and their first floor space, as well as the privately owned public space (POPS). The team suggested an idea to open the POPS of office buildings, shopping malls, and hotels to the public, which is a pioneering micro-regeneration concept in urban public realm among China's urban governance practice. The 5 types of possible micro-generation sites include green spaces and water bodies, squares, streets, public buildings, and POPS. The last two types were expounded with detailed regeneration strategies (Fig. 6).

### (2) Step 2: develop design strategies

The team targeted 4 urban public zones—Huacheng Square, the cluster of major culture buildings (Guangdong Museum, Guangzhou Library, Guangzhou Opera House, and Guangzhou Second Children's Palace), Zhujiang Park (Pearl River Waterfront–Liede River), and Xingsheng Road, and conceived 4 improvement strategies for urban realm expansion



and overall benefits, accordingly:

1) Strategy 1: Connect Huacheng Square to the neighboring buildings and integrate the smaller squares into a big one, optimize the layout of green and water system, and transform existing exclusive green spaces into open outdoor activity places, enhancing the image of the City Axis and its usage flexibility;

2) Strategy 2: Open the first floor space of the cluster of major culture buildings to the public with consistent facade design;

3) Strategy 3: Remove the enclosures of the Huangcheng Park and increase its connectivity with Liede River, improve the accessibility of green spaces and waters, as well as provide diverse waterfront activity venues;

4) Strategy 4: Remold the Xingsheng Road connecting with the Huacheng Square and Pearl River Park, and build shared streets to promote the interactions between neighborhoods.

The Potential Map in Urban Public Realm of Zhujiang New Town thus comes into being, increasing the proportion of urban public realm from 48% to 66% (Fig. 7).

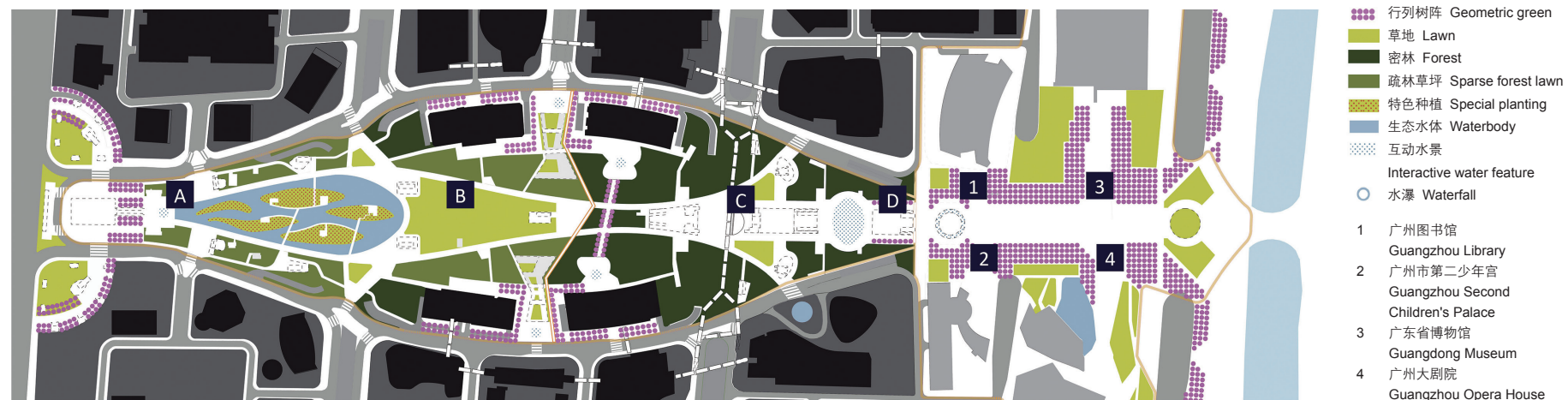
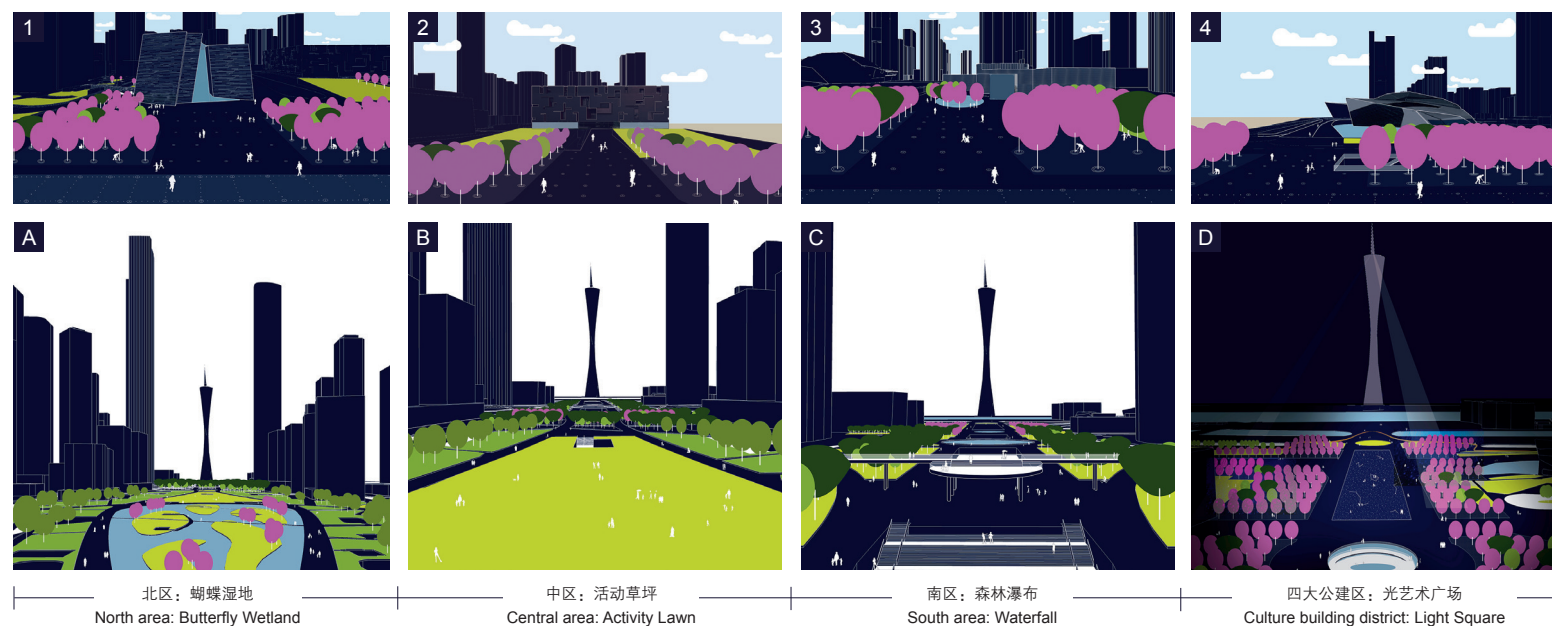
### 3.2.3 Action Plan Map in Urban Public Realm

#### (1) Step 1: build the Action Bank

According to the Potential Map in Urban Public Realm and the corresponding design strategies, the team proposed an Action Bank consisting of 243 projects that will be implemented by stages (Fig. 8). Unlike conventional action plans that are

12. 花城广场景观环境提升导引
13. 花城水境计划中“花城广场五感环境提升项目”改造效果对比示意
12. Landscape improvement plan of Huacheng Square
13. Site photo and rendering of Environmental Experience Improvement Project of Huacheng Square.

花城广场环境品质提升  
Huacheng square landscape improvement plan





13-1

categorized by task or implementation entities, this Action Bank is goal-oriented and established upon the Holistic Quintuple-Value System, which helps designers and implementation entities better understand the objective of each project and the expected outcomes.

(2) Step 2: generate the Action Plan Map in Urban Public Realm

To visualize the site locations and action types of the 243 projects, the team created the Action Plan Map, i.e. Tianhe Pearl Chain, a new blueprint for the city's space network composed of all the micro-regeneration projects in urban public realm (Fig. 9).



13-2

### 3.3 Implementation Measures: 5 Pilot Action Plans

Giving considerations to the feasibility, sustainability, and social effect, as well as the limits in fund and resource, an evaluation matrix, with two-dimension scales of influence and complexity, was designed to select the pilot projects. By influence, the team focused on the demonstration and strategic effects of the projects by evaluating their location effect and social influence. The projects with higher influence often address recent public concerns and can affect a broader and positive social attention. By complexity, the team examined the implementation cost and difficulty of the projects via assessing the cost of construction, management, and maintenance, the degree of coordination difficulty between various departments and entities, and the level of environmental impact.

The team then evaluated each project with the matrix, and finally selected 16 pilot projects for 5 short-term actions, namely Liede Waterfront Plan, Central Axis Plan, Huacheng Waterscape Plan, Xingsheng Street Plan, and Pearl River Gateway Plan (Fig. 9). The former three plans are demonstrated here with a pilot project respectively.

#### 3.3.1 Liede Waterfront Plan: Liede Waterfront Activation Project

Originated from the campus of South China University of Technology, the Liede River travels north-south across Tianhe CBD and is an important part of the city's water system,

connecting with the areas with Lingnan traditional cultural characteristics, including the Liede Village, the Ancestral Hall, and the Dragon Boat Race venue. Improving the openness and accessibility of waterfront spaces through a combination with local events and cultural programs, the plan aims to re-bond people, culture, and nature along the blue belt (Fig. 10).

The Liede Waterfront Activation project aims to build a public waterfront that magnifies the traditional cultural characteristics of Lingnan. In addition to optimizing the connection between the Pearl River Park and the Liede River and to increasing the outdoor amphitheater on a grass slope, the project will improve the water quality of the River, introduce catering, recreational, and tourism programs, and promote local events such as the Dragon Boat Race, turning Liede River into a new destination of the traditional Lingnan culture in Tianhe CBD.

### 3.3.2 Central Axis Plan: POPS Renewal Project of the Buildings Surrounding the Huacheng Square

The plan aims to increase the traffic efficiency of Tianhe CBD and the connections of the Axis with the surrounding communities. In the POPS Renewal Project of the Buildings Surrounding the Huacheng Square, available POPS of office and business buildings will be identified, categorized, and regenerated in the following ways:

- 1) Introduce commercial facilities such as cafes and daily stores into the public space in the first floor of office buildings, and make such spaces opener and more accessible;
- 2) Designate the quality outdoor public space of office buildings can be transformed into pocket parks with clear identity and for residents' social and recreational needs by improving the openness and accessibility;
- 3) Outdoor public spaces of buildings that attract a large visitor flow (such as the first floor of public buildings, shopping malls, and hotels) can be integrated with streetscapes with east-west pedestrian corridors to form new multi-functional street spaces that encourage citizens' social interactions, like the Zhujiang East 7th Street (Fig. 11).

### 3.3.3 Huacheng Waterscape Plan: Environmental Experience Improvement Project of Huacheng Square

The Huacheng Square, the largest square of the city surrounded by several skyscrapers, is known as the Hall of Guangzhou. The team introduces waterscapes such as waterfalls and mist sprayers to make the element of water visible, audible, and touchable, enhancing the site's identity and visitors' environment perception—the waterscapes also

help create the comfortable microclimate (Fig. 12, 13). At the same time, inaccessible or exclusive green spaces can be converted into outdoor spaces that meet users' diverse needs. Themed seasonal events and festivals can be programmed. The team works with the Party New York to visualize the Holistic Quintuple-Values System into logo and brand signages, the Tianhe Star Map (Fig. 14), encouraging the public to learn more about the urban public realm and inspire their imagination about and associations to the celebrated values.

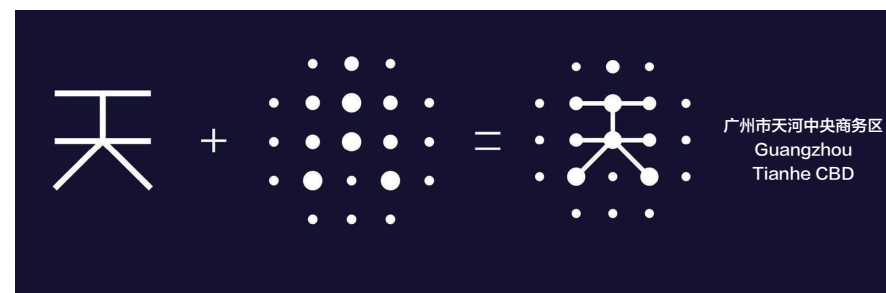
## 4 Review

### 4.1 Play Diverse Roles

The team plays diverse roles during different stages: consultant and organizer for public participation events, promoter for communication of communities, and propellant for project implementation. The existing problems and the public's expectations for the overall improvement of urban governance of Tianhe CBD were identified through field investigations and with help of local media, online platforms, and person-to-person interviews. By drawing the three maps in urban public realm, the team attempts to establish a coordination platform for multiple stakeholders and to complete the master planning of the Initiative. In the later stages, the team will set up a long-term management group together with proprietors, coordinate the evaluation on the projects by proprietors and municipal managers, as well as promote and supervise the progresses of pilot action plans.

14. “天河星图”天河CBD城市公共领域品牌

14. Tianhe Star Map: Logo and brand visual design of the Holistic Quintuple-Values System



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猎德龙舟赛  
Liede Dragon Boat Race



广州马拉松赛  
Guangzhou Marathon



广州国际灯光节  
Guangzhou International Light Festival



天河CBD杯笼式足球赛  
Tianhe CBD Soccer Game

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Accomplishment Exhibition of the Initiative. These projects bring about new urban activities and strengthen the image of Tianhe CBD (Fig. 15).

## 5 Conclusion

The city, just like the COVID-19 which caught us off guard, takes unexpected changes all the time. This asks people to adjust their way to utilize and manage the urban public realm, and calls for sustainable actions of spatial quality improvement. Together with the Guangzhou Municipal Government, the team undertakes a significant regional governance action in Tianhe CBD, exploring new solutions to tackle the issues and new drivers of urban development. In the future, the participation of all the administrators, runners, and users of the city needs to be promoted, so as to fuel the sustainability and vitality of the city. **LAF**

### PROJECT INFORMATION

**LOCATION:** Tianhe Central Business District, Guangzhou City, Guangdong Province, China

**AREA (SIZE):** 20 km<sup>2</sup>

**CLIENT:** Management Committee of Guangzhou Tianhe Central Business District

**LANDSCAPE ARCHITECTURE:** AECOM

**CHIEF PLANNER:** Liu Hongzhi

**PROJECT TEAM:** Xu Huaichun, Lin Junyi, Wu Kun, Zhong Yin, Zhu Jun, Sun Wei, Chen Anzhao, Zhang Wei, Teng Teng, Lu Gunghui, Chen Yiping, Lun Peishan, Liu Yaqi, Zhou Guoxin, Tan Sihui, Zhu Xianghong, Pan Qichao, Lin Danwei, Su Shunkuang, Zeng Shunyi, Wu Yiqing, Yu Kanjiao, Zhang Danhua

**COLLABORATORS:** Guangzhou Urban Planning Survey and Design Institute, Nanfang Metropolis Daily, Guangzhou-Colliers International, PARTY New York

**DESIGN PERIOD:** 2017

**AWARDS:** Hong Kong Institute of Urban Design (HKIUD), 2019 Plan & Concept Grand Award; American Institute of Architects (AIA) Hong Kong Chapter, 2019 Honor Award for Urban Design

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15. 多样化的城市品牌活动
15. Diversified urban events that strengthen the image of Tianhe CBD

## 4.2 Legalize the Initiative and the Action Bank

The Initiative was legalized as the guideline on the overall improvement of Tianhe CBD at the 3rd meeting of the 3rd Director Commission of Guangzhou Urban Planning Committee. Guangzhou became the first city to legalize such an initiative. The roadmap of determining fundamental principals, developing design strategies, and conceiving implementation measures reflects its innovativeness in urban governance, which will give references for the cities and regions faced with a wide range of stakeholders and high complexity of development tasks.

## 4.3 Facilitate the Implementation of Projects

The Initiative has been put into effect by stages since 2020. At present, the undergoing projects include the Improvement Planning of Tianhe Pocket Parks, POPS Activation Project of the Zhujiang New Town, Regeration Project of the Open Spaces of Zhujiang East 7th Street, Integrated Planning of the Underground Space of Xiancun Subway Station, and the