

Building Coordinated and Sustainable World-class Townships

PLANNING STUDY ON THE CO-ORDINATED DEVELOPMENT
OF THE GREATER PEARL RIVER DELTA TOWNSHIPS

Public Digest





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Our Consensus: To Build a Pleasant Home

A “9 + 2” City-region

The Greater Pearl River Delta Townships constitute one of the regions in the world witnessing the most rapid development in the last 20 years of the 20th century. In this delta region, nearly all the landscape has undergone drastic changes due to rapid industrialization and urbanization. The original rural landscape at both sides of Pearl River Estuary has been replaced by modern urban landscape comprising cities, towns, industrial and residential areas. Together with Hong Kong and Macao, the region forms the most

important city-region in China - the Greater Pearl River Delta Townships. Cities covered within the boundary of the townships include Hong Kong, Macao, Guangzhou, Shenzhen, Zhuhai, Foshan, Dongguan, Zhongshan, Jiangmen, Huizhou (including only Huicheng and Huiyang Districts and Huidong and Boluo Counties) and Zhaoqing (including only Duanzhou and Dinghu Districts and Gaoyao and Sihui cities), with a total land area of 42831.5 km².



The Boundary of the Greater Pearl River Delta Townships

"We should enhance the coordination on regional development, continue to upgrade the economic development level of the Pearl River Delta Region, facilitate cooperation and interflow with Hong Kong and Macao, and expedite the development of the hilly northern part as well as the eastern/western parts of Guangdong."

-----Directive from the Secretary-General HU Jintao





A Choice of This Era

The “Planning Study on the Coordinated Development of the Greater Pearl River Delta Townships” (this Study) is the first strategic planning study undertaken at the agreement among the Hong Kong and Macao Affairs Office of the State Council and the governments of Guangdong Province, Hong Kong Special Administrative Region (SAR) and Macao SAR. It is conducted under the framework of “one country, two systems” by the planning authorities of the three areas – the Construction Department of Guangdong Province, Development Bureau of Hong Kong SAR and Secretariat for Transport and Public Works of Macao SAR, under the steer of the “Expert Group on Hong Kong/Guangdong Town Planning and Development” and the “Expert Group on Macao/Guangdong Town Planning and Development. It demonstrates an important move in the mode of cooperation between Guangdong, Hong Kong and Macao from a “non-governmental” and market-led approach to an “institutional” approach driven by both governments and market. It reflects the common vision of the three places to establish a “closer cooperation relationship” after nearly 30 years of successful cooperation, and their consensus

to build “one of the most prosperous and vibrant economic centres in the world”. It presents the townships’ choice with strong vitality in the era of global competition in the 21st century.



To cope with New Opportunities and Challenges

Based on a series of studies and analyses, this Study serves to recommend on the ways through which Guangdong, Hong Kong and Macao can coordinate or cooperate with each other to establish the Greater Pearl River Delta Townships as an integrated spatial entity for coping with new opportunities and challenges, and satisfying the increasingly strong demand for cooperation in the social, economic and environmental aspects under a common development vision. The outcome of this study should serve as an outline of strategic recommendations on the key planning issues for the reference of the

governments of Guangdong, Hong Kong and Macao in formulating regional cooperation and cross-boundary policies. However, the implementation of the recommendations should be subject to the policies and resource allocations of the governments of China, Guangdong Province and the two SAR. In addition, given the different systems of Guangdong, Hong Kong and Macao, further discussion, study and public consultation by the respective governments should be carried out before the recommendations are implemented.

Spatial Co-ordination

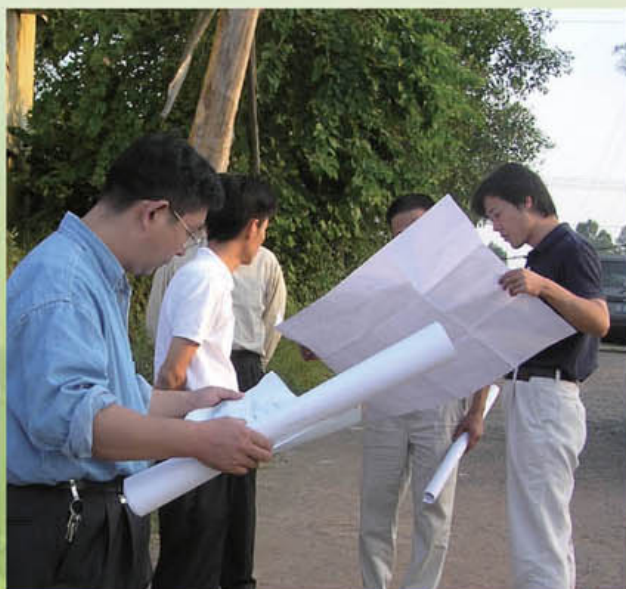
The scope of this Study includes mainly the overall development strategies, optimization of spatial structure, cross-boundary transportation cooperation, protection of ecology/environment and improvement of coordination mechanisms. The outcome of the Study is contained in the technical reports and a Consolidated Final Report. The technical reports include a final report, five topical reports and 26 sub-topical reports. In the technical reports, the history and current situation of cooperation on development among Guangdong, Hong Kong and Macao are reviewed, the basic characteristics, major contradictions, current opportunities and constraints of the Greater Pearl River Delta Townships are analyzed, and initial recommendations are made on the aspects including spatial structure, cross-boundary transportation, protection of

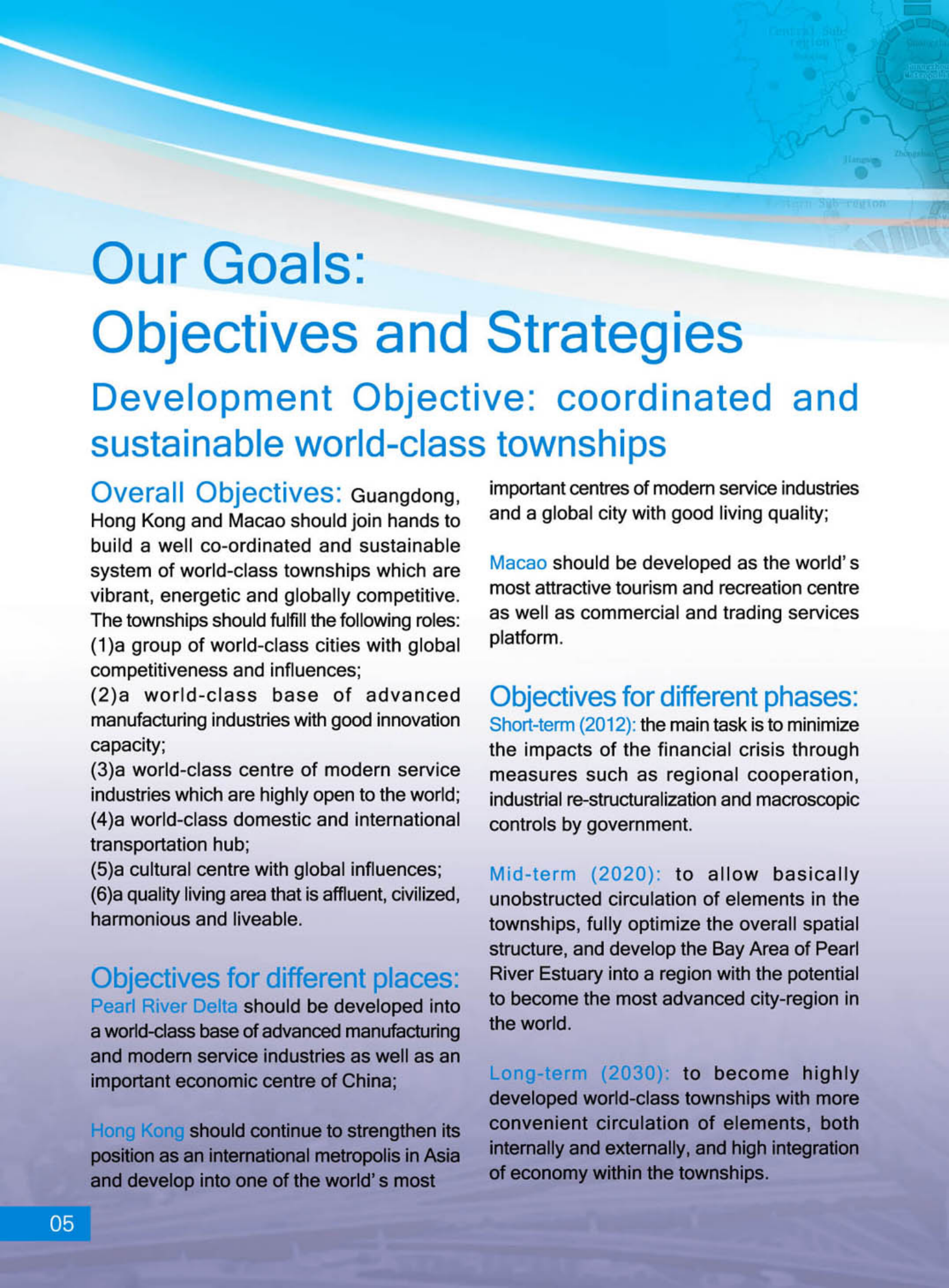
ecology/environment and coordination mechanisms. The study was undertaken under the “one country, two systems” framework and had made reference to the experiences of other townships in China and overseas as well as the relevant academic researches and official planning on spatial development in Guangdong, Hong Kong and Macao. In the consolidated final report, the findings in the technical reports are consolidated under the themes of “objectives and strategies”, “spatial plans”, “coordination and actions”. Recommendations on the development objectives, spatial strategies, actions plans, coordination mechanisms and major tasks to be undertaken in the near future are raised in the report.



An Orderly Organization of Works

This Study commenced officially in March 2006, and has been conducted for three years in three stages, namely, topical studies, preparation of technical report and consolidation of study outcome. During the process, the findings of the study were vetted by the Expert Groups on Hong Kong/Guangdong and Macao/Guangdong Town Planning and Development and a group of specialist advisors comprising 31 renowned experts in the Mainland, Hong Kong and Macao. Furthermore, the planning authorities of the nine cities in Pearl River Delta were consulted and two consultation forums were held in Hong Kong. The study outcome was endorsed at the joint meeting in June 2009 between the Expert Groups on Hong Kong/Guangdong and Macao/Guangdong Town Planning and Development.





Our Goals: Objectives and Strategies

Development Objective: coordinated and sustainable world-class townships

Overall Objectives: Guangdong, Hong Kong and Macao should join hands to build a well co-ordinated and sustainable system of world-class townships which are vibrant, energetic and globally competitive. The townships should fulfill the following roles:

- (1) a group of world-class cities with global competitiveness and influences;
- (2) a world-class base of advanced manufacturing industries with good innovation capacity;
- (3) a world-class centre of modern service industries which are highly open to the world;
- (4) a world-class domestic and international transportation hub;
- (5) a cultural centre with global influences;
- (6) a quality living area that is affluent, civilized, harmonious and liveable.

Objectives for different places:

Pearl River Delta should be developed into a world-class base of advanced manufacturing and modern service industries as well as an important economic centre of China;

Hong Kong should continue to strengthen its position as an international metropolis in Asia and develop into one of the world's most

important centres of modern service industries and a global city with good living quality;

Macao should be developed as the world's most attractive tourism and recreation centre as well as commercial and trading services platform.

Objectives for different phases:

Short-term (2012): the main task is to minimize the impacts of the financial crisis through measures such as regional cooperation, industrial re-structuralization and macroscopic controls by government.

Mid-term (2020): to allow basically unobstructed circulation of elements in the townships, fully optimize the overall spatial structure, and develop the Bay Area of Pearl River Estuary into a region with the potential to become the most advanced city-region in the world.

Long-term (2030): to become highly developed world-class townships with more convenient circulation of elements, both internally and externally, and high integration of economy within the townships.



The Selected Strategies: the three major spatial strategies

This Study proposes three major spatial strategies, namely the strategy for optimizing spatial structure, strategy for high accessibility and strategy for quality environment to achieve the development objective of building coordinated and sustainable world-class townships.

Spatial Strategy I: Strategy for Optimizing Spatial Structure

This strategy could be summarized as “to establish an overall spatial structure with ‘focus at a bay area with three metropolitan regions, development along three axes and across four tiers, and development of three sub-regions in a poly-centric pattern’”.

Focus at a Bay Area with three Metropolitan Regions:

The Bay Area of Pearl River Estuary and the three metropolitan areas formed by Guangzhou/Foshan, Hong Kong/Shenzhen, and Macao/Zhuhai constitute the economic, social and eco-environmental core of the Greater Pearl River Delta Townships. Through coordination and cooperation actions, efforts should be put on surmounting the constraints set by administrative divisions

and transport conditions for smooth circulation of economic elements, in order to attain a highly efficient spatial structure for the consolidation of economic developments. Externally, the Bay Area and the three metropolitan areas should participate in international competition and cooperation under the ‘identity’ of Greater Pearl River Delta Townships, targeting to exercise the consolidation functions of global cities like New York, London and Tokyo. Internally, it should take a pivotal role in promoting the overall economic development of the Greater Pearl River Delta Townships and Circum-Pearl River Delta, and serving as an economic centre of China.



The Bay Area with Three Metropolitan Regions

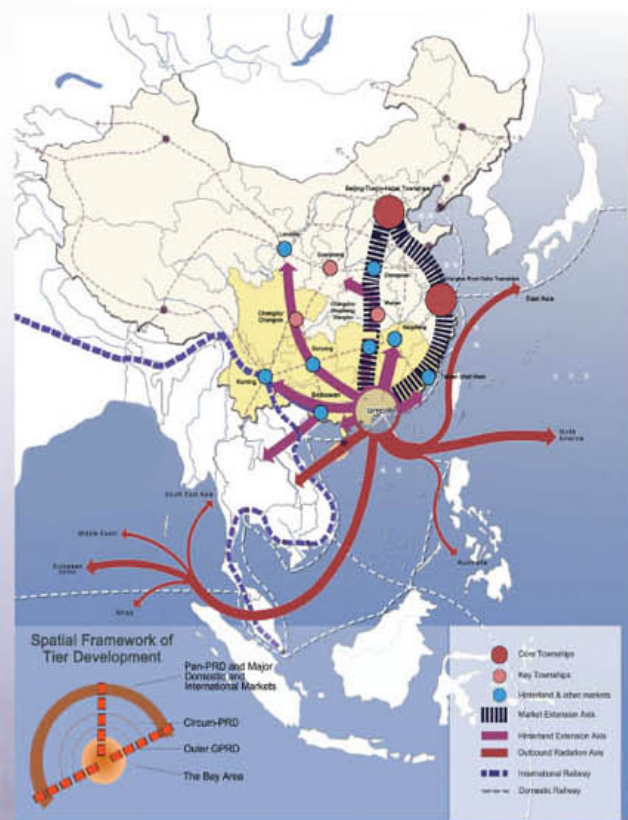
Development along Three Axes and across Four Tier:

This strategy includes the optimization of the 'Guangzhou/Shenzhen/Hong Kong Development Axis', upgrading of the 'Guangzhou/Zhuhai/Macao Development Axis', establishment of the 'Coastal Development Axis', and the formation of a four-tier development framework with the Bay Area as the core, the outer Greater Pearl River Delta as the "consolidation-extension" tier, the 'Circum-Pearl River Delta' region as the direct hinterland and the 'Pan-Pearl River Delta' region as hinterland. In parallel with the strategy of reinforcing the Bay Area and the three metropolitan areas as a development core, this strategy aims to



Development along Three Axes and across Four Tier

stimulate the development of outer Greater Pearl River Delta region and the 'Circum-Pearl River Delta' region in order to expand the hinterland and market of the region.



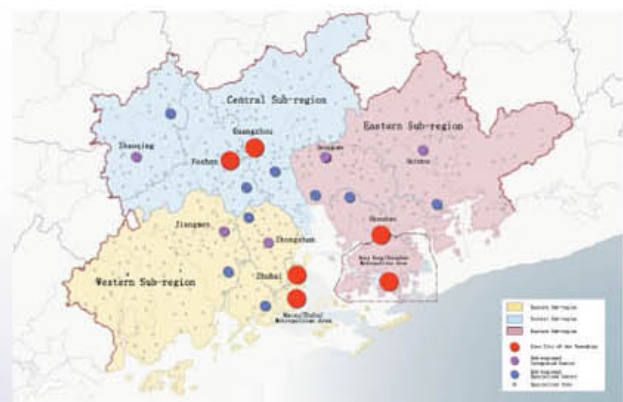
Multi-level Development Framework in the Greater Pearl River Delta Townships



Development of Three Sub-regions in a Poly-centric Pattern:

This strategy includes the establishment of three sub-regions, covering “Hong Kong/Shenzhen/Dongguan/Huizhou”, “Guangzhou/Foshan/Zhaoqing” and “Macao/Zhuhai/Zhongshan/Jiangmen” respectively, upgrading the administrative functions of the core cites of the townships and other prefecture-level cities, enhancing the development of sub-regional specialized centres and strengthening the specialized towns. The main purpose of this strategy is to establish three economic circles put forth under the “Outline of the Plan for the Reform and Development of the Pearl River Delta” to allow for collaborated development,

balanced development, specialized development of individual place and smart growth in the townships.



Three Sub-regions and Poly-centric Development



Spatial Strategy II: Strategy for High Accessibility

This strategy could be summarized as “to establish a systematic transportation network with the Bay Area as the hub of external links, a “one-hour intercity traffic circle” and cross-boundary “seamless connections”.

The Bay Area as the hub of external links:

To achieve this strategy, it is necessary to consolidate the airports and ports in the Bay Area into a multi-airport system and an integrated port system with positive competition, organized cooperation and high operation efficiency. Connections between the major traffic nodes (airports and ports) should be further strengthened to reinforce the integrity and accessibility of the external links of the region and the Bay Area’s function as a hub of external transportation.

One-hour intercity traffic circle:

This strategy is to allow commutation between any two places within the Bay Area, the three sub-regions as well as the three metropolitan areas in the townships to be completed in one hour, mainly by railways and expressways.

Cross-boundary “seamless connections”

To achieve cross-boundary “seamless connections”, Hong Kong, Macao and Pearl River Delta should work together to enhance the cross-boundary traffic networks and boundary control facilities in order to overcome the differences between the three systems, reduce the time and cost spent on crossing boundaries, and increase the overall traffic efficiency in the Greater Pearl River Delta Townships.





Spatial Strategy III: Strategy for Quality Environment

This strategy could be summarized as “to establish a comprehensive regional eco-security system, cooperate on regional environmental management and demarcate environmental protection duties of each place” .

To establish a comprehensive regional eco-security system:

The comprehensive regional eco-security system should comprise the three major rivers (as river-based eco-corridors), seven mountains (as mountain-based eco-corridors) and three vertical and three horizontal trunk routes (as traffic eco-corridors), putting emphasis on the protection of major functional origins and nodes of the ecosystem to create an integrated system with clean water and green hills as the main elements and with green belts as an important landscape setting.



To cooperate on regional environmental management:

Joint efforts should be made in the management of atmospheric and water environment in the region. The control over major pollution sources and polluted areas should be undertaken in a more comprehensive approach. The ecosystem of the Pearl River Estuary should be protected to make it a key part of the quality ecology/environment of the Bay Area.

To demarcate environmental protection duties of each place:

The roles of each place in the establishment and protection of ecological areas should be clearly defined. Joint efforts should be made to implement regional environmental management and related technical measures to upgrade the environmental protection standard in the region. Common environmental objectives should be formulated and implemented to safeguard progressive achievements in ecological/environmental protection.



Our Actions:Spatial Plans

Action I: Spatial Layout Coordination Plans

The Spatial Layout Coordination Plans are recommended to implement the “Strategy for Optimizing Spatial Structure”, through the plans for Bay Area development, metropolitan area development, axis development, tier development, sub-regional development and poly-centric development.

The major recommendations are, on the basis of “The Outline” as well as the existing planning and consensus among the governments of Guangdong, Hong Kong and Macao, to take actions along the directions of achieving balanced development in the region, changing the mode of development, undertaking relevant planning, highlighting the roles of the core cities, creating new growth poles, conservation of ecology/environment, etc. Specific action plans include:

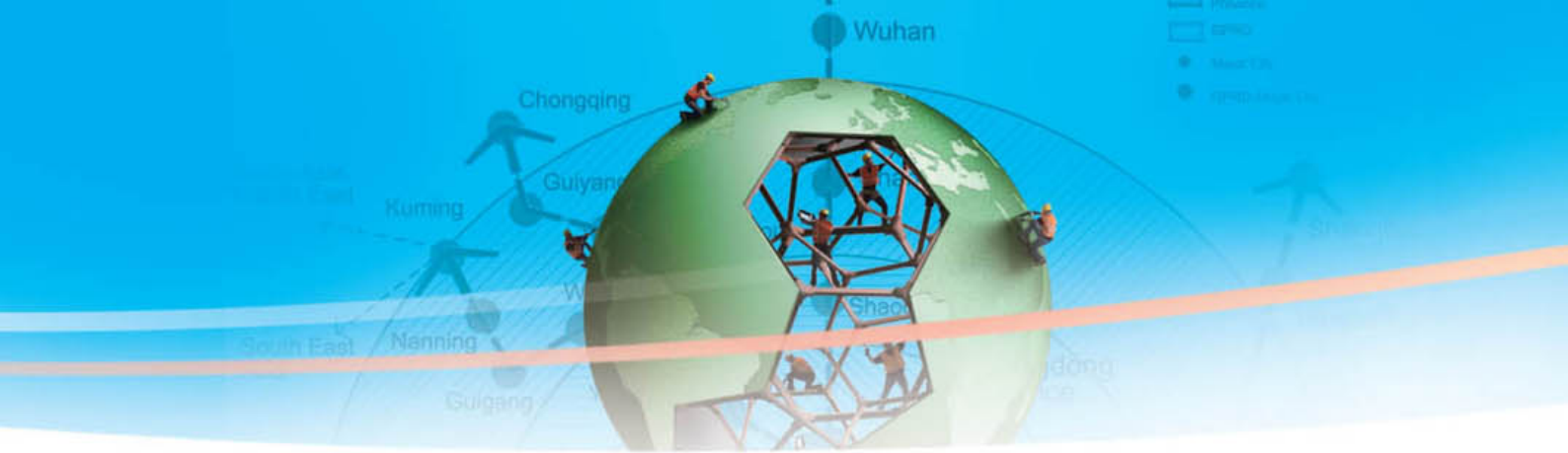
Plans for Bay Area Development: to enable the Bay Area to exercise the functions of a global city through the establishment of “Innovation Bay” for “early and pilot implementation”, “Hub Bay” which is internally and externally accessible, “Ecological Bay” with blue sky and clear water, “Scenic Bay” with proper development intensity and “Vibrant Bay” which is the pioneer of this era.

Plans for Metropolitan Area Development: to enhance the consolidation function of the core cities of the townships by promoting the integrated

“Guangzhou - Foshan Metropolitan Area”, international “Hong Kong - Shenzhen Metropolitan Area” and distinctive “Macao - Zhuhai Metropolitan Area”.

Plans for Axis Development: to create a highly efficient spatial framework through the optimization of the “Guangzhou - Shenzhen - Hong Kong Development Axis”, enhancement of the “Guangzhou - Zhuhai - Macao Development Axis” and establishment of “Coastal Development Axis” .



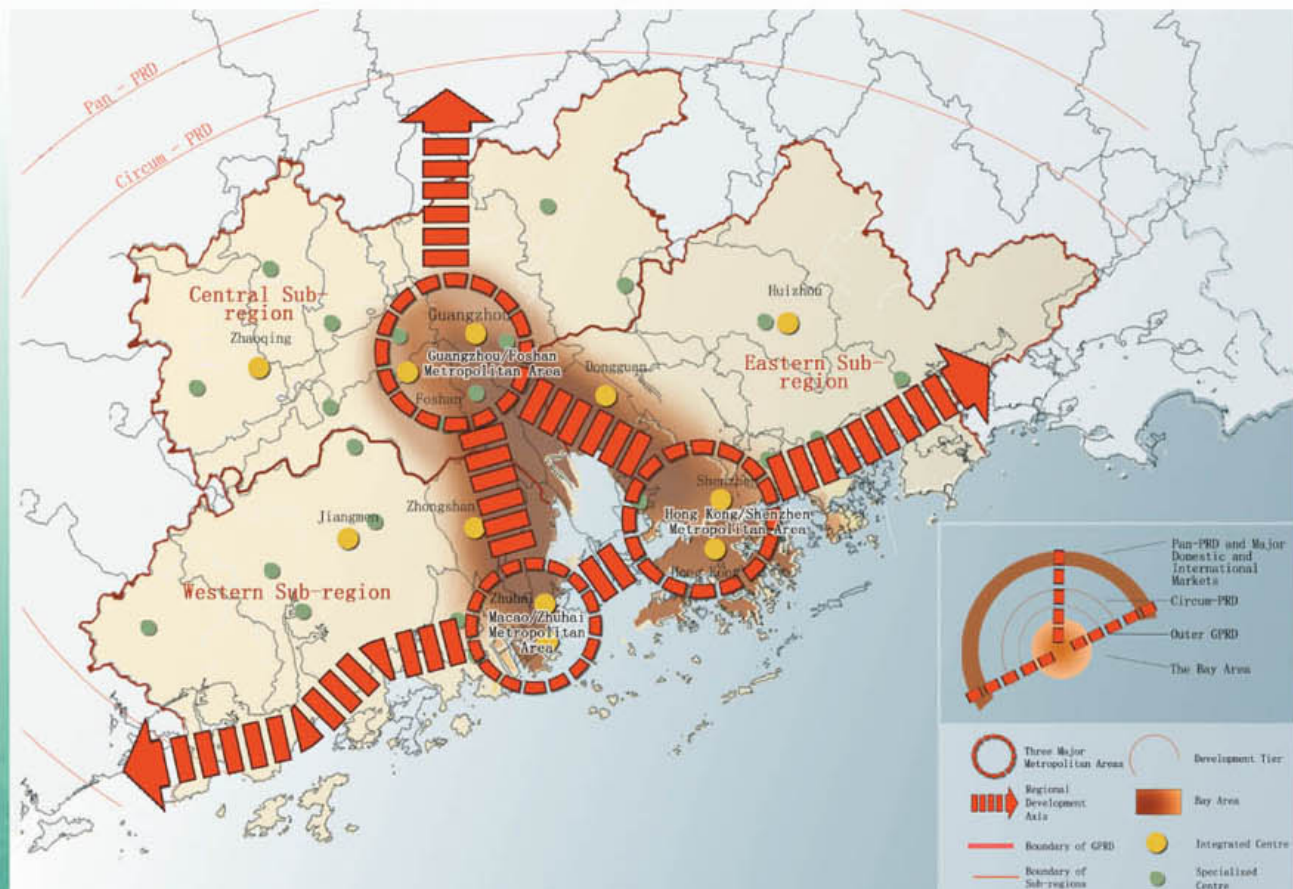


Plans for Tier Development: to extend the hinterland and markets of the region through exerting the consolidation- extension functions of the outer Greater Pearl River Delta, reinforcing the radiation towards the 'Circum-Pearl River Delta Region', extension of the 'Pan-Pearl River Delta' economic hinterland, and strengthening connection with the domestic and international markets.

Plans for Sub-regional Development: to promote integrated and balanced development of the region through innovating

the Eastern Sub-region, consolidating the Central Sub-region and upgrading the Western Sub-region.

Plans for Poly-centric Development: in parallel to enhancing the functions of the core cities of the townships, actions are to be taken to enhance the functions of the sub-regional integrated centers, develop sub-regional specialized centers, upgrade the specialized towns and create new growth poles.



Optimization of the Spatial Structure of the Greater Pearl River Delta Townships

Action II: Transportation Cooperative Development Plans

The Transportation Cooperative Development Plans are recommended to implement the “Strategy for High Accessibility”, through the achievement of regional transportation hub, “inter-city one-hour traffic circle” and “seamless connection” in cross-boundary traffic.

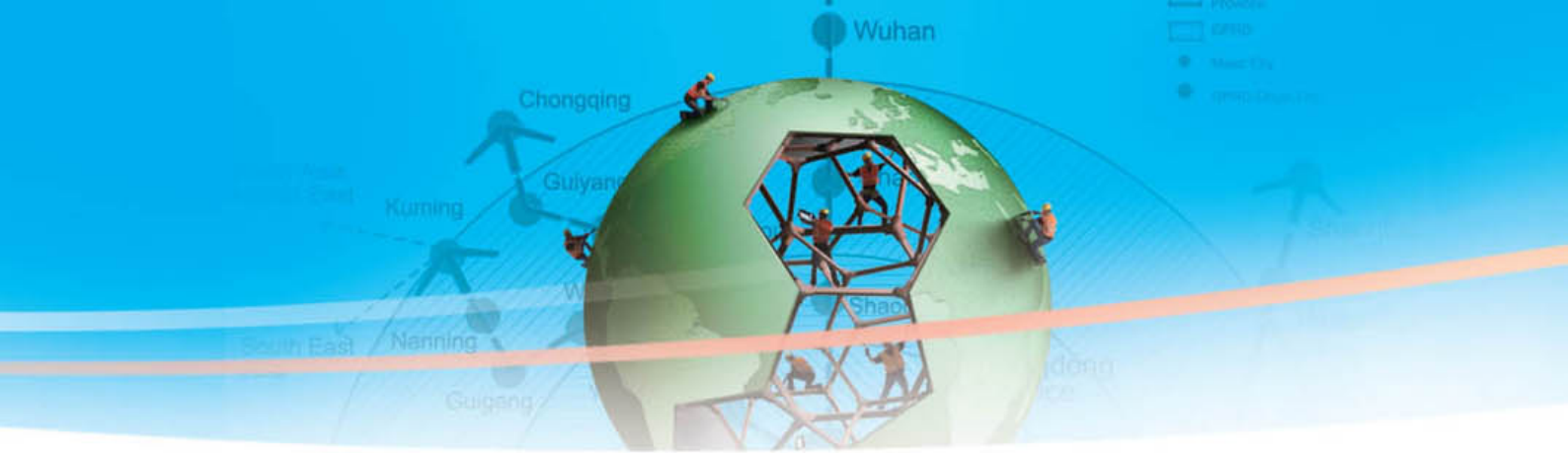
The proposed plans cover the infrastructure projects to be implemented, the projects for which planning or study should be initiated, the projects under agreement and consensus, and the proposals to be implemented for innovation in the management mode.

Regional Transportation Hub Plan: to establish a “multi-airport system” and

“integrated port system” through coordinated actions, establish a system of South China railway hubs, optimize the highway network linking Guangdong with other places, develop water-based transportation system and build the Bay Area as an integrated transportation hub. The focus is to plan for the “multi-airport system” and “integrated port system”, increase the rail links to the outside area and change the position of being located at the margin of the national railway network.

The plans for “intercity one-hour traffic circle” include the improvement proposals to achieve “one-hour traffic circle within the Bay Area”, “one-hour traffic circle within sub-regions” and “one-hour commutation circle within

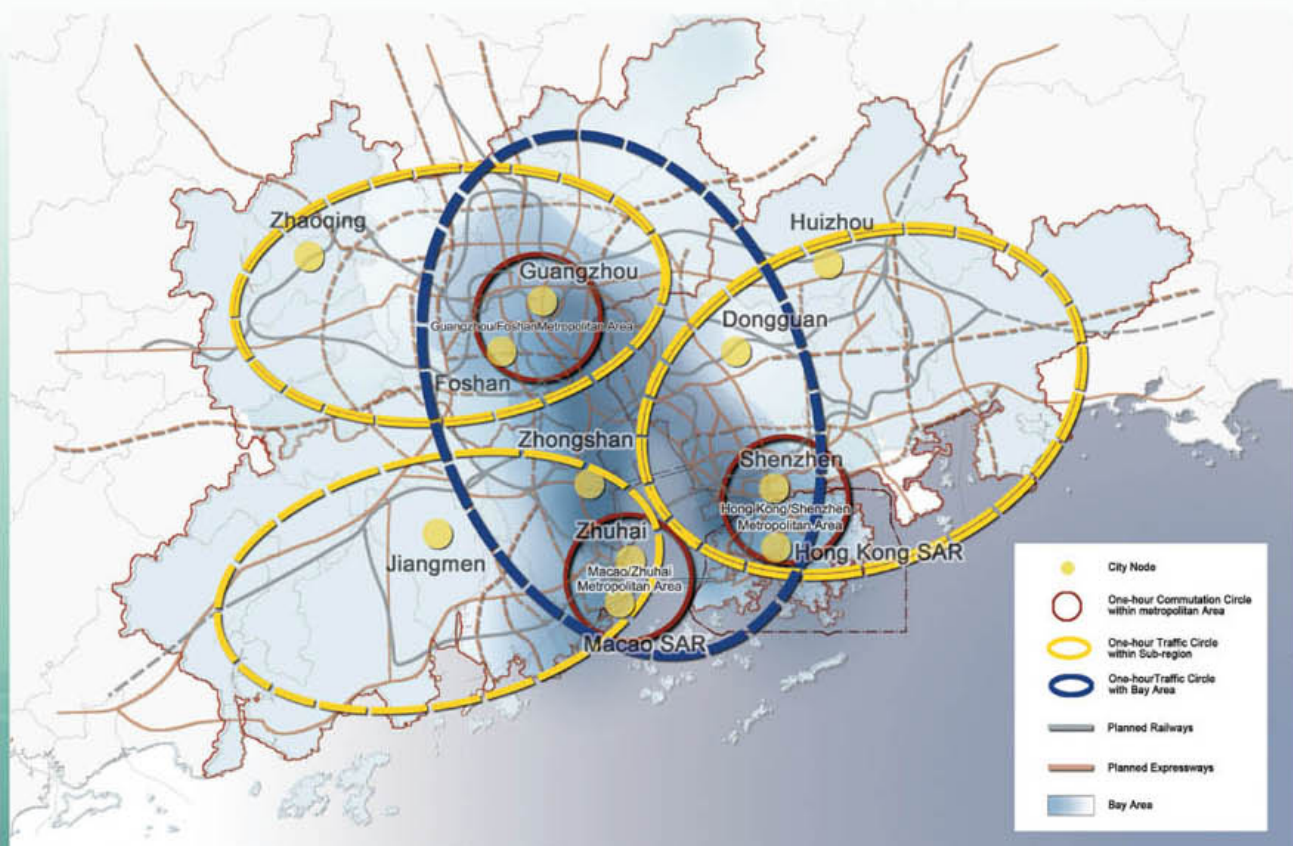




metropolitan areas". The focus is on the construction of Hong Kong - Zhuhai - Macao Bridge, Shenzhen - Zhongshan Bridge and the cross-Pearl River intercity rail link, and the achievement of 'zero-distance connection' between the intercity railway and intra-city traffic networks.

The plans for "seamless connection" in cross-boundary traffic include the proposals of strengthening the connection of cross-boundary traffic routes, improving the

boundary control facilities and strengthening the coordination on cross-boundary traffic management. Emphasis should be put on the connection of railways and highways between Hong Kong and Shenzhen as well as between Macao and Zhuhai, construction of boundary crossing facilities for non-adjointing areas, and innovation on the management of boundary control points.



The "One-hour Traffic Circle" in the Greater Pearl River Delta Townships

Action III: Ecological/Environmental Protection Plans

The Ecological/Environmental Protection Plans are recommended for the implementation of the “Strategy for Quality Environment” through the optimization of the regional eco-security system, prevention and control of regional environmental pollution, designation of environmental protection duties, protection of the ecology/environment of the Bay Area, and joint studies on ecology/environment.

Optimization of the Eco-Security System: to establish and protect eco-corridors, eco-functional zones and ecologically/environmentally sensitive areas through the protection of key ecological areas and their connectivity.

Prevention and Control of Regional Environmental Pollution: to prevent and control air and water pollution as well as industrial and agricultural pollution in the region; formulate cooperation proposals in the aspects of environmental technologies, projects, policies and monitoring.

Designation of Environmental Protection Duties: to control environmental pollution

problems through the establishment of ecological areas and division of protection duties, setting objectives of environmental control in the region and formulating major projects and measures.

Protection of the Ecology/Environment of the Bay Area: to undertake planning and environmental impact assessment before construction commences; raise the threshold for industry access; give priority to the construction of environmental infrastructures; avoid the recurrence of “first pollute, then remedy” approach; exercise stringent monitoring system for the major ecological and environmental elements.

Joint Ecological/Environmental Studies: to strengthen joint studies on the regional ecological/environmental issues such as the control of multiple air pollution and persistent organic particles (POP), trading of emission rights, recyclable economy, low-carbon development and ecological compensation mechanism.



The Comprehensive Regional Eco-security System of the Greater Pearl River Delta Townships

Action IV: Cross-boundary Cooperative Development Plans

The Cross-boundary Cooperative Development Plans are recommended for the implementation of the Strategies for Optimization of Spatial Structure, High Accessibility and Quality Environment in terms of land use, through the “Cooperative Governance Plan for the Adjoining Areas” and “Cross-boundary Cooperative Development Plans for the Non-adjoining Areas”.

The “Cooperative Governance Plan for the Adjoining Areas” serves to facilitate spatial cooperation between Guangdong, Hong Kong and Macao through the designation of cooperation areas including the Joint Innovation Zones, Pilot Logistics Zones, Education Cooperation Zones, Tourism Cooperation Zones and Boundary-crossing Cooperation Zones, as well as the relevant functional zonings.



Spatial Cooperation Function Zones of the Adjoining Areas in the Greater Pearl River Delta Townships



Spatial Governance Zones of the Major Adjoining Areas in the Greater Pearl River Delta Townships

The “Cross-boundary Cooperative Development Plans for the Non-adjoining Areas” serves to further capitalize on the advantages of cooperation between Guangdong, Hong Kong and Macao by identifying the areas with potential in the region for cooperation in the aspects of innovation, tourism and social welfare.



Cooperation Areas on Tourism





Safeguard of Actions: Coordination Mechanisms

Improvement of the coordination mechanisms

Effective coordination mechanisms are essential to the implementation of the spatial plans proposed in this Study. On this basis, this study put forth recommendations on the further improvement of the regional coordination mechanisms in three aspects, including the improvement of the overall framework of coordination mechanisms, improvement of the coordination mechanisms in key areas and improvement of the coordination mechanisms in town planning.

Improvement of the overall framework of coordination mechanisms: to establish a multi-level framework of regional coordination mechanisms, involving the Central Government, the governments of Guangdong, Hong Kong and Macao, and the governments of the cities, with clear definition of powers and responsibilities and multi-parties interaction; establish a mechanism of Liaison and Coordination Meeting among Guangdong, Hong Kong and Macao, on the basis of the existing Guangdong/Hong Kong, Guangdong/Macao Cooperation Joint Conference, and establish an 'observer' system; establish channels for the cities in Pearl River Delta to initiate proposals for coordination with Hong Kong and Macao; and strengthen public participation in the consultation channels and platforms.

Improvement of the coordination mechanisms in key areas: to improve the mechanisms for coordination on regional studies, cross-boundary infrastructure projects, environmental protection and cooperation among cross-boundary areas.

This study serves to provide guidance for the coordination on specific issues in terms of the subjects, platforms, means and key issues of coordination. The key recommendations are to establish a "Forum on the Strategy for Coordinated Development of Greater Pearl River Delta" as a multi-parties interactive consultation platform and to optimize the arrangement of funding for joint regional studies on the coordination mechanisms in key areas. Other recommendations include the study of the coordination mechanisms in key areas, establishment of an information platform and strengthening market cooperation by encouraging communication and study.

Improvement of the coordination mechanisms in town planning: to promote the establishment of town planning coordination institutions among Guangdong, Hong Kong and Macao; provide funding for the coordination mechanisms (in the short term, specific funding for individual tasks provided by the governments of the three places; in the mid and long term, a "Joint Fund" set up to ensure effective operation of the mechanisms in the long run); formulate a "Spatial Development Strategy of Guangdong/Hong Kong/Macao" as a common action agenda; develop a town planning information hub for the Greater Pearl River Delta Townships; and organize "Forum on Planning and Development Control of Greater Pearl River Delta Townships" jointly by Guangdong, Hong Kong and Macao.



The Focus of Actions: Upcoming Major Tasks

The upcoming major tasks set out in this study are determined after seeking the opinions of the relevant government departments of Guangdong, Hong Kong and Macao on the basis of the recommended spatial plans and coordination mechanisms. There are totally 20 tasks concerning four major areas, namely cooperation on cross-boundary transportation, cooperation among cross-boundary areas, ecological/environmental protection cooperation and establishment of coordination mechanisms.

Cooperation on Cross-boundary Transportation

1. Completing the major cross-boundary infrastructure projects as scheduled.
2. Establishing an information sharing platform regarding the planning, construction and operation of cross-boundary infrastructure.
3. Undertaking specific planning for infrastructure construction of Guangdong, Hong Kong and Macao.
4. Undertaking specific planning for the airport and port systems in Guangdong, Hong Kong and Macao.
5. Conducting study on the innovation of the management of boundary control points.
6. Conducting study on the innovation of cross-boundary traffic management.
7. Conducting study on the implications of the development of inland railway network on ocean shipping of Greater Pearl River Delta.

Cooperation among Cross-boundary Areas

8. Conducting study for promoting cooperative development among key adjoining areas (such as Lok Ma Chau Loop Area, Hengqin Island, Liantang/Heung Yuen Wai) and institutional innovation for early and pilot implementation.
9. Undertaking specific planning for establishing "quality living area".

10. Formulating an "Action Plan for the Development of the Bay Area" to build a sustainable livable area.

11. Undertaking joint study on the formulation of public governance framework on the social welfare aspects of Guangdong, Hong Kong and Macao.

12. Undertaking joint study on the cooperation among Guangdong, Hong Kong and Macao on the medical and hygiene aspects.

13. Exploring more opportunities for cross-boundary cooperation.

Ecological/Environmental Protection Cooperation

14. Undertaking study for the formulation of a framework agreement on regional environmental protection.

15. Undertaking study for the formulation of a regional green land and eco-corridor framework.

16. Establishing a system for environmental monitoring and forecast and disaster prevention and alarm.

Establishment of Coordination Mechanisms

17. Establishing robust liaison and coordination mechanisms among the governments of Guangdong, Hong Kong and Macao

18. Establishing an "observer" system starting with the Liaison and Coordination Meeting among the governments of Guangdong, Hong Kong and Macao.

19. Promoting the establishment of a planning information hub among Hong Kong, Macao and Pearl River Delta;

20. Organizing "Forum on the Strategy for Coordinated Development of Greater Pearl River Delta Region" by the governments of the three places.



Conclusion

The Greater Pearl River Delta region has created a well-known economic miracle in less than 30 years, and has proved to the world the possibility of extraordinary growth. Nowadays, Guangdong, Hong Kong and Macao are working together, under the principle of “one country, two systems”, towards a closer cooperation relation. A new era of cooperation for a ‘win-win’ outcome has started in the Greater Pearl River Delta Townships. This is an era of globalization as well as an era for the townships to show their strong vitality in global development.

Through a series of comparison, research and analysis, this study serves to provide initial recommendations for coordinated development of the Greater Pearl River Delta Townships, with a view to enhancing the overall competitiveness of the Townships through further coordination and cooperation.

We believe that this study has provided a good basis for achieving closer cooperation among Guangdong, Hong Kong and Macao for the pursuit of common prosperity. However, to cope with the future changes in both internal and external environments, the government and the public of the three places should prepare to make appropriate adjustments to the recommendations of this study through collective actions, and by capitalizing on individual advantages.

