PEAKUrban

IMPACT CASE STUDY

JUNE 2023

# Influencing the Chaoyang District Five-Year Plan, China

**PEAK Urban research has influenced the Five-Year Development Plan for Chaoyang District, Beijing – paving the way for equitable, high-quality urban development**

"The development needs are huge... how to achieve an economic and social transformation for people living in urban-rural areas. The external and internal situation require in-depth analysis to figure out how to proceed in the 14th Five-Year Plan." Li Hongfu, Chief of Investigation Section of Chaoyang District Agriculture and Rural Bureau

## PEAK Urban Theory of Change – influencing policy and practice

Achieving sustainable cities requires a step change in the capacity of urban actors to anticipate and plan for the challenges and opportunities of the future. PEAK Urban's vision is that such a step change leads to future policy, practice, and investment decisions which enhance the development of 'inclusive, safe, resilient, and sustainable cities' (SDG11).

To contribute towards this outcome, our Theory of Change commits to share research with external stakeholders and engage with decision makers around the implications of research. Influencing the Chaoyang District Five-Year Plan is just one example across the programme of how PEAK research and engagement has helped strengthen the capacity of cities to deal with next generation challenges.

**Pathway to impact – Research into Use**
**Output 1:** Findings of PEAK Urban research are shared with and accessible to non-specialist audiences
**Output 2:** Relevant stakeholders are meaningfully engaged in PEAK Urban research
**Outcome:** Outcome: Policy, practice, and investment decisions contribute to strengthening the capacities of cities to deal with 21st century development challenges.

## Background: Urbanisation in China

Over the past 50 years, China has urbanised at an unprecedented rate. In 1978, less than 20 percent[1] of its population lived in cities. By 2020, 63.9 percent[2] – over 900 million people – were urban dwellers, with urbanisation projected to reach 70 percent by 2030[3].

Since the mid-1980s, 260 million migrants have moved from rural to urban areas[4], with rapid industrial development keeping poverty and unemployment low. The focus of urbanisation however is now shifting from 'quantity' to 'quality', with an emphasis on combining economic growth with enhanced environmental protection – and better services, incomes, and quality of life for residents.

## Urban-rural integration

Rapid urban expansion has created 'urban fringes' in many Chinese cities including Beijing, which often encompass pre-existing villages and rural areas. Residents in such areas don't enjoy the same employment opportunities, services, and transport links as those in more established city neighbourhoods – and competing land-use plans and policies at different levels of governance fail to ensure adequate housing, productive agriculture, or thriving industry. Integrated urban-rural development has therefore been a national policy since 2003. In recent years, Beijing has promoted integration, through its City Master Plan (2016-2035) and it has been an important focus in the recent development of the Chaoyang District Five-Year Plan.

## Chaoyang District, Beijing

At nearly 500 km$^2$, Chaoyang District is the largest of Beijing's 'Six Urban Districts'. Formerly a rural area characterised by agricultural land and small manufacturing units, it has become increasingly urban in the last three decades – boosted by the development opportunities of the Asian Games (1990), Olympic Games (2008), and other large-scale events.

The district now hosts industrial functions such as business and financial services and is developing technology, creative, and cultural tourism industries.

Government policies have resulted in large-scale relocation of farmers, construction and upgrading of resettlement houses, and new industrial development.

Despite recent efforts at integration, many challenges remain. While compensation for land acquisition has allowed many to renovate self-built homes or move to state housing schemes, rising land prices mean the government is now struggling to pay appropriate compensation to farmers. In any case, the floating migrant population are not legally entitled to compensation and are often left homeless or forced to move further out. Rural enterprises, managed under traditional, collective governance systems, also tend to be less productive – keeping incomes low and making it difficult for village collectives to meet their social security obligations to residents.

## The Chaoyang District Five-year Plan

In 2019, the district authorities in Chaoyang began considering the development of their new 14th Five-Year Plan to cover the period 2021-5. The Five-Year Plan is an important part of China's planning system, which sets out the strategic direction and objectives for economic and social development of each region and helps guide more detailed urban and land-use planning.

The district authorities wanted to be able to draw on additional academic and technical expertise to help them develop new approaches to urbanisation and invited tenders for this work. The PEAK Urban Programme research team, based at Peking University, recognised that their work on urban villages could offer significant insights to the development of the Plan and submitted a tender in November 2019. The team were awarded the contract in December 2019 with the district authorities tasking the researchers to:

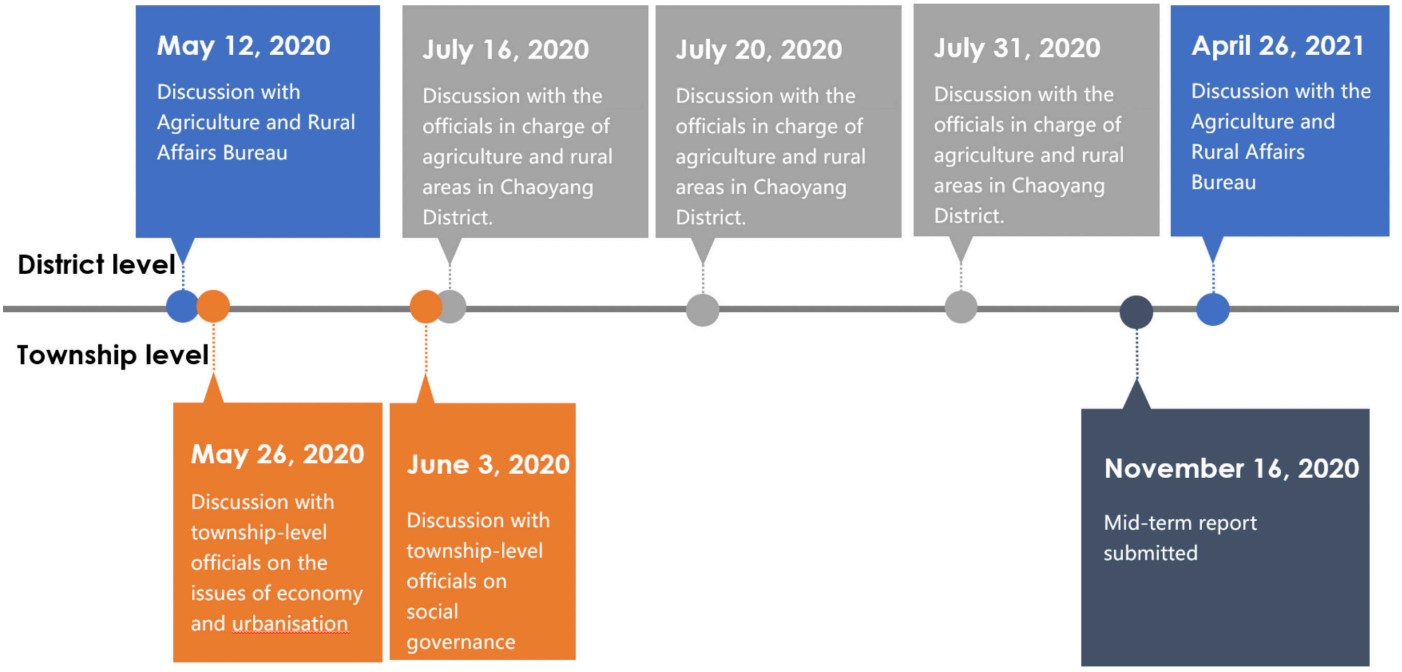
- Review progress from the previous (13th) plan;
- Consider the opportunities and challenges that the district may face in the 14th five-year period;
- Put forward specific recommendations to promote integrated urban-rural development.

1. https://openknowledge.worldbank.org/handle/10986/18865
2. http://www.stats.gov.cn/english/PressRelease/202105/t20210510_1817185.html
3. https://openknowledge.worldbank.org/handle/10986/18865
4. https://openknowledge.worldbank.org/handle/10986/18865

Research started in March 2020, and included surveys, focus groups and discussions with stakeholders including, local authority departments, village governance committees, and residents. The PEAK team also conducted detailed data analysis to develop a theoretical basis for its proposals – including examining the Chaoyang District Statistical Yearbook (2010-2020), Chaoyang District National Economic and Social Development Statistical Bulletin (2010-2020), and Chaoyang Rural Area Economic Data (2013-2020).

The mid-term report was shared in November 2020, and the final report submitted in August 2021.

**Research and proposal development process in Chaoyang District-seven Symposium and one presentation**



### PEAK contribution to the Five-year Development Plan

The research was guided by the PEAK framework which offers an important new approach to help urban actors **Predict** and project aspects of city life, understand the interaction of **Emerging** systems, consider **Adoption** of appropriate technology and interventions, and facilitate **Knowledge** exchange to support urban inquiry and action.

The Framework was particularly useful in the Chaoyang context as urban-rural integration is a multi-dimensional goal, which needs to understand both traditional and emerging systems of governance and development – and benefits from application of knowledge, approaches, and technologies from different disciplines including ethnography, urban science, and technological innovation.

### PEAK proposals

The PEAK report submitted in August 2021, included a range of proposals designed to boost rural development, modernise rural industry and agriculture, and ensure social protection and services for rural residents. It also identified a number of special projects, which offer potential for rapid progress towards economic and social transformation

## 1. Rural development

### Challenges

Rising land prices make it increasingly difficult for government to compensate farmers for land and make a return from its development. This is exacerbated by the need to protect some land as parks and green spaces, which do not bring a direct return.

Within this context, the key challenge is to achieve a people-centred urban development, including housing and public infrastructure – in contrast to the crude urbanisation of the past, characterised by rapid but poor-quality building and lax environmental protection.

### PEAK proposals

- Strengthen funding for rural development, raising funds for public infrastructure from multiple channels including 'social capital' from international and private investors.
- Explore new models of urban development which consider the wider context, providing funding for development programmes even where individual projects (such as green spaces), do not provide investment return.
- Reduce quantity and improve quality of construction; clamp down on illegal and poor-quality building; and improve environmental protection including waste disposal and reducing air pollution.
- Reform the collective ownership of rural enterprises to allow external investment and management expertise and encourage new types of more productive industry (such as arts and cultural enterprises).

### Rural industry modernisation (including agriculture)

#### Challenges

Traditional agricultural crops, machinery, and practice do not provide adequate food and incomes. Whilst rural industry has developed in recent years, it cannot yet absorb all those requiring jobs, ensure sustainable livelihoods, or provide modern services.

### PEAK proposals

- Facilitate high-quality economic development by making direct investment to upgrade traditional industries and move towards a service economy.
- Develop the digital economy and high-end tech industries, as well as the leisure and culture sectors.
- Actively integrate into national and international markets and networks.
- Modernise agriculture, and boost yields and incomes, by using modern seeds and machinery, efficient agricultural techniques, and using multiple technologies to enhance agricultural production.
- Reduce government restrictions such as national and foreign investment in certain industries, minimise intervention, and adopt a flexible, light-touch approach to regulation and management.

### Ensuring social protection and services for rural residents

#### Challenge

Those living in rural areas often lack access to services such as social security, education, health care, cultural opportunities, and transport. Funding for rural services and social protection often derives from rural enterprises, which are less productice, and thus less funding is available for these things in rural areas. The challenge is to ensure that rural dwellers enjoy the same access to welfare services and benefits as those living in urban areas.

### PEAK proposals

- Promote the integration of rural dwellers into the urban social security system, giving them the same rights as urban residents.
- Extend public services to rural areas to achieve equality in provision of healthcare, education, pensions, and transport between rural and urban residents.
- Promote integrated cultural service stations at village level to offer education, information sharing, community organisation and leisure services. At the higher, township level, promote the construction of creative office spaces, art galleries, and museums – reflecting local characteristics and cultural heritage.

## Special projects

A number of development projects identified by PEAK researchers, have already been initiated by Chaoyang District Council and are currently in progress.

*Baijialou Village*


*Changying Park*

*Chaobai River Landscape Park*

*Modern agricultural greenhouses*

*Oriental Huarui Cultural Industry Center*

## Construction of International Cooperation Service Area in Jinzhan township

The construction of an International Cooperation Service Area in Jinzhan township was one of the major opportunities identified by the PEAK team to support the development of Chaoyang's rural areas in the next five years. As an important part of the Beijing Free Trade Zone, enjoying preferential policies and advantages, the Jinzhan Service Area would expect to attract top firms and value-added industries, particularly in the digital sector. This will create jobs, provide new economic stimulus, and represent more efficient land-use.

## Scientific and technological support

The Chinese Ministry of Agriculture and Rural Affairs will establish a 'Ministry-District Cooperation' mechanism with Chaoyang District to provide scientific and technological support for rural revitalisation. The mechanism will boost the development of agricultural science and technology in the district, with the aim of making it a flagship demonstration zone in this field.

## Influence of PEAK research on the Five-year Plan

PEAK Urban's research has been strongly reflected in the District Authority's Urban-Rural Integration Five-Year Plan, one of the special (more detailed) plans sitting under the Chaoyang Five-Year Plan Master Plan. The Plan has been organised under the themes of rural development, rural industry modernisation (including agriculture), and ensuring social protection and services for rural residents. After several rounds of communication with the Chaoyang authorities, PEAK's 21 recommended targets were transformed into 17 practical and measurable indicators in the final Plan.

> "We hope the academic team at Peking University will look at how much money we have on hand and how much we can do. This is more realistic [than what has been done in the past] and the goal will be achieved more easily." *Lijuan Chen, Director of Chaoyang District Rural Affairs Committee*

> "The compilation of the 14th Five-Year Plan is a comprehensive medium and long-term plan for us. We hoped that the team could bring new ideas and help us develop our vision. From this perspective, we are quite satisfied with the research report, which has answered many of our questions." *Li Hongfu, Chief of Investigation Section of Chaoyang District Agriculture and Rural Bureau*

Lijuan Chen, Director of Chaoyang District Rural Affairs Committee, attested to the importance of PEAK Urban's research in supporting the analysis, planning and decision making that has gone into the Plan.

In a symposium in March 2021, Chen commented that in the past, some government officials' understanding of 'urbanisation' had been limited to demolishing existing infrastructure and undertaking new construction, but that the district authorities wanted to achieve the 'urbanisation of people', improving services, cultural and recreational facilities, and raising living standards for rural dwellers.

She therefore valued PEAK Urban's research as giving district access to new ideas and approaches and helping them learn from the experience of other regions and countries. Chen also emphasised the importance of the research in terms of costing proposals and helping to set a frame for how much could be realistically achieved.

Li Hongfu, Chief of Investigation Section of Chaoyang District Agriculture and Rural Bureau, also commented on the importance of the research in guiding development of the Plan. In particular, he highlighted how it helped the authorities to identify development strategies and projects which built on learning from the previous five year plan and reflect understanding of the macro-economic environment and the specific opportunities presented by the Chaoyang context.

## Influencing future development

Both the Five-Year Master Plan and the Urban-Rural Integration Special Plan have now been agreed and released publicly. If implemented, the urban-rural integration plan will impact the planning, investment, land-use and development choices made by the district authorities for the next years.

This in turn will help evolve the governance of rural areas to facilitate entry into modern agricultural and industrial development, better enable them to access city, regional, national, and international networks and markets, and improve incomes, services, amenities and living standards for rural inhabitants – allowing them to share in the fruits of development.

The Plan could help improve the lives of 80,000 farmers in Chaoyang District, increase income of all rural residents by 30%, indirectly help the 1.5 million Chaoyang District migrants and improve the quality of the environment by 2025.

> "We gathered a great deal of first-hand information about the urban villages and mobile populations in the city through field trips and data acquisition, which helped us to understand and develop recommendations to address some of the challenges in Chaoyang.

The final Plan builds on this analysis and provides practical, actionable policy recommendations, which have been appreciated by many township chiefs. This gives us a great sense of achievement.

The complexity of mega-cities in the 21st century is huge due to their scale, diversity, and complexity. We will also be developing and sharing the research with urban actors in other contexts to help promote high-quality economic and social development, which benefits residents."
*Peak Urban research team, Peking University*

## Summary of PEAK proposals

**Key indicators for the integrated development of urban and rural areas in Chaoyang District during the 14th Five -Year Plan period**
**the PEAK research team recommendations**

| Num | Indicators | attribute | Base Value 2020 | Target Value 2025 |
|---|---|---|---|---|
| 1 | Growth rate of district -level revenue in rural areas (%) | Anticipatory | 4.5 (2016-2019average) | 3 |
| 2 | Growth rate of total income of rural collective economy (%) | Anticipatory | 6.3 (2016-2019average) | 5 |
| 3 | Labour productivity in Agriculture (RMB 10,000 yuan/person) | Anticipatory | 12.9 | 22 |
| 4 | Number of projects to build "high and sharp" industries (pcs) | Anticipatory | 8 (2016-2019average) | 30 |
| 5 | Number of peasants in rural areas who have moved to other industries | Anticipatory | no data | 5000 |
| 6 | Per capita income from farmers' labour (RMB 10,000) | Anticipatory | 3.8 (2019) | 5 |
| 7 | Length of new and expanded roads in rural areas (km) | Anticipatory | 39.4 (2016-2019average) | 100 |
| 8 | Number of beds in primary medical institutions per 1,000 people | Anticipatory | 0.16 (2017) | 0.4 |
| 9 | Average annual growth rate of rural residents' pensions and retirement benefits (%) | Anticipatory | no data | 5 |
| 10 | Preschool enrolment rate of resident population (%) | Binding | 78% (2019) | 100 |
| 11 | Coverage of basic public services in rural areas in 15 minutes (%) | Anticipatory | no data | 100 |
| 12 | Proportion of days meeting air quality standards | Binding | no data | 100 |
| 13 | Coverage rate of waste separation in administrative villages (%) | Binding | no data | 100 |
| 14 | Decrease in energy consumption per unit of GDP (%) | Binding | 7.6 (2017) | 8 |
| 15 | Coverage rate of countryside spatial planning in villages | Binding | no data | 100 |
| 16 | Coverage rate of village planning (%) | Anticipatory | no data | 90 |
| 17 | Total rural collective assets (RMB billion) | Anticipatory | 1896.926 (2019) | 2900 |
| 18 | Growth rate of rural fixed asset investment (%) | Anticipatory | 28% (2017) | 5 |
| 19 | Area of rural collective construction land vacated (hectares) | Binding | 628 (2018) | |
| 20 | New construction control on strategically set aside land | Binding | -- | 0 |
| 21 | Number of villages relocated to buildings as a whole | Anticipatory | 31 (2016-2019average) | 15 |

## Official Five-Year Plan Targets

**Key indicators for the integrated development of urban and rural areas in Chaoyang District during the 14th Five -Year Plan**

**The final version of the plan**

| Num | Target | Indicators | Base Value 2020 | Target Value 2025 |
|---|---|---|---|---|
| 1 | Rural Urbanization | Number of concentrated villages (units) | 33 | 19 |
| 2 | | number of villages undergoing partial transformation according to the urban -rural integration path (units) | - | 29 |
| 3 | | Industrial project construction (units) | 6 | 29 |
| 4 | | Resettlement housing project construction (units) | 11 | 13 |
| 5 | | Average annual growth rate of operating income of rural collective economy (%) | 1.1 | 5 |
| 6 | | Average annual growth rate of per capita labor income in rural areas (%) | 5 | 5 |
| 7 | Agricultural Modernization | Cultivated land area (10,000 mu) | 1.55 | 1.55 |
| 8 | | Grain sown area (mu) | 300 | 600 |
| 9 | | Vegetable planting area (mu) | 2400 | 3400 |
| 10 | | National Digital Agriculture Innovation Application Base Project (units) | - | 1 |
| 11 | | Recreational farming and rural tourism income (100 million yuan) | 1 | 3 |
| 12 | | Agricultural informatization rate (%) | >50 | >80 |
| 13 | | Contribution rate of agricultural science and technology progress (%) | 75 | 77 |
| 14 | Peasant Citizenization | Number of peasants in rural areas who have been transferred to urban resident and working in the city(10,000 people) | 1.6 | 8.4 |
| 15 | | The number of villages that have "removed villages and built residential houses" (units) | 10 | 40 |
| 16 | | Rural areas planning to achieve road network density (km/square km) | 1.8 | 2.04 |
| 17 | | Enrollment rate of school-age children in the permanent population (%) | - | >90 |

### The 'beautiful village' programme

The construction of the 'beautiful village programme' began in 2017 and is working towards the renovation and improvement of farmers' houses and the natural environment.

During the 13th Five-Year Plan, the construction of the first batch of ten villages was completed, with Baijialou and Yaopu villages becoming models for rural redevelopment. Work included removing tonnes of garbage and installing toilets, waste disposal systems, and water treatment facilities.

Although the programme has made progress, the PEAK team identified issues to do with poor management and governance which were limiting its effectiveness. The team made proposals for improvements – particularly setting and monitoring building and environmental standards and improving safety procedures and risk management. During the 14th Five-Year Plan period, the pace of building will increase, and operating standards will be improved.

# Value for money

The research and analysis undertaken by the PEAK research team at Peking University has informed the Chaoyang District Five-Year Plan, and laid the basis for sustainable, people-centred urban development over the next few years.

### Economy test

Engagement around the Chaoyang District Five-Year Plan has been economic in that it built on an existing body of research relating to urban villages and the development of urban land, maximising the reach and impact of this work. The research team are based in Beijing, obviating the need for expensive field trips, and data acquisition and analysis were all undertaken by the PEAK team, ensuring it was cost-effective. Effective planning will minimise expensive development mistakes (both infrastructure and policies) which will also ensure is economic.

### Efficiency test

PEAK policy engagement was efficient in that it took advantage of a specific opportunity to tender for the Five-year Plan) and worked swiftly to develop its analysis and recommendations over a short period of time. Unlike expensive consultancy firms, the PEAK team provided recommendations based on wide consultation and relationships with local policymakers and practitioners, helping them to fully understand the issues and restrictions facing them.

### Equity test

Engagement around the Five-Year Plan involved consultation with citizens (through consultation with village committees and district-level representatives and officials) and set the path for future development which should be more inclusive, equitable, and sustainable.

### So what?

If implemented, the Chaoyang Five-Year District Plan will deliver significant benefits for women and men in low-income communities, improving incomes, services, transport, and quality of life for those living in urban-rural areas. Specifically, the Plan will directly help improve the lives of 80,000 farmers in Chaoyang District, increase income of all rural residents by 30%, indirectly help the 1.5 million Chaoyang District migrants and improve the quality of the environment by 2025.

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## Research team

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## Further information

## Media articles

**Beijing Releases New Urbanization and Urban-Rural Integrated Development Plan for 2022**

**Measures eye rural, urban integration**

**China announces guidelines for integrated urban-rural development**

## Chaoyang District Plan (Chinese)

**Chaoyang District's "14th Five-Year Plan" period to promote the urban-rural integration development plan**

**Chaoyang District"s 14th Five-Year Plan and 2035 Vision Plan for National Economic and Social Development**

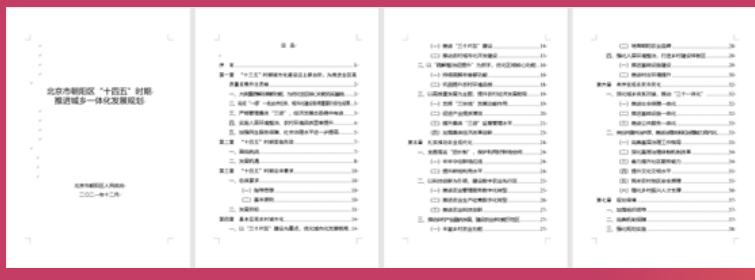
## Academic papers

Feng C.; Zhang H.; Xiao L.; Guo Y. Land Use Change and Its Driving Factors in the Rural–Urban Fringe of Beijing: A Production–Living–Ecological Perspective. Land. 2022, 11, 314.

Guo Y. Research on Influencing Factors and Changes of Floating Population's Willingness to Stay: A Case Study of Chaoyang District Beijing. Urban Development Studies. 2020,27(12):54-61.(Chinese with English Abstract)

Guo Y.; He Y.; Liang T.; Feng C. Study on the Policy of Rental Housing Construction on Collective Land: Taking Beijing as an Example. China Soft Science.2020(12). (Chinese with English Abstract)

[1. Pages from the Five-year Plan]
[2. PKU research report and presentation]



## About us

**The PEAK Urban programme aims to aid decision-making on urban futures by:**

1. Generating new research grounded in the logic of urban complexity;

2. Fostering the next generation of leaders that draw on different perspectives and backgrounds to address the greatest urban challenges of the 21st century;

3. Growing the capacity of cities to understand and plan their own futures.

In PEAK Urban, cities are recognised as complex, evolving systems that are characterised by their propensity for innovation and change. Big data and mathematical models will be combined with insights from the social sciences and humanities to analyse three key arenas of metropolitan intervention: city morphologies (built forms and infrastructures) and resilience; city flux (mobility and dynamics) and technological change; as well as health and wellbeing.

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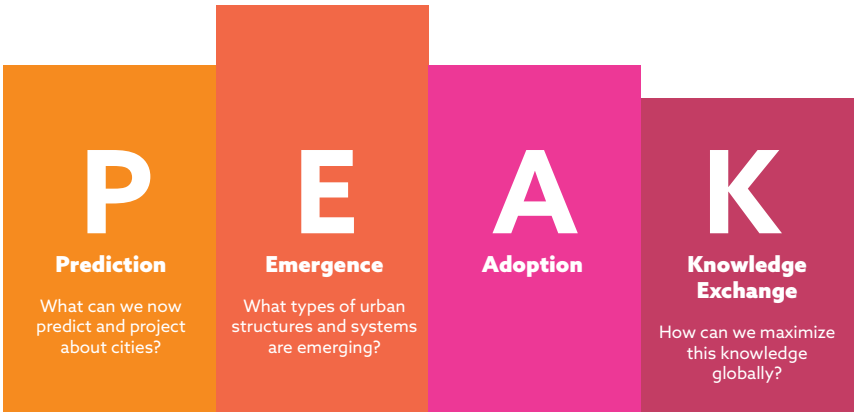
## Our framework




**The PEAK Urban programme uses a framework with four inter-related components to guide its work.**

First, the sciences of **Prediction** are employed to understand how cities evolve using data from often unconventional sources.

Second, **Emergence** captures the essence of the outcome from the confluence of dynamics, peoples, interests and tools that characterise cities, which lead to change.

Third, **Adoption** signals to the choices made by states, citizens and companies, given the specificities of their places, their resources and the interplay of urban dynamics, resulting in changing local power and influencing dynamics.

Finally, the **Knowledge** component accounts for the way in which knowledge is exchanged or shared and how it shapes the future of the city.

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