

Analysis on the Development Strategy of Chongqing Based on "Five Functional Areas"

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Abstract. Under the strategic background of the main functional areas of China, and based on the actual development of Chongqing, it is proposed to divide the city into "five functional areas", namely, core area of urban function, development area of urban function, new area of urban development, development area of ecological conservation in Northeast Chongqing, and development area of ecological protection in Southeast Chongqing. On the basis of the historical line of China implementing the strategy of the main functional areas, this paper clarifies the core concepts, the spatial equilibrium, development in accordance with the carrying capacity of resources, ecological products, adjusting the spatial structure and controlling development intensity of the main functional areas, and also analyzes the functional orientation, key tasks and industrial policies of Chongqing's "five functional areas".

1. Introduction

Chongqing government proposed the reform goal of "five major functional areas" in 2013, aiming to coordinate regional development, enhance the core competitiveness of Chongqing and accelerate the central city construction of China through scientific division of functional areas. According to the overall plan of "five functional areas", 82,400 square kilometers of Chongqing's land area are divided into the core area of urban function, development area of urban function, new area of urban development, development area of ecological conservation in Northeast Chongqing, and development area of ecological protection in Southeast Chongqing, and they all have distinctive features while still relying on each other and linking to each other.[1] As Chongqing is the municipality with the largest population and area in China, regional differences and urban and rural areas' difference in natural conditions, natural resources, development status and development potential vary greatly. [2] In order to overall promote the economic and social development of Chongqing which is characterized by "large urban area, large rural area, large reservoir area and large mountainous area", Chongqing has experienced four major regional strategic adjustments since it became a municipality. Some scholars hold the opinion that the proposal of "five major functional areas" marks that the regional development strategy of Chongqing has entered 4.0 era, and[3]Android 4.0 image is used to express the accelerating transformation of the economic and social development of Chongqing.

The strategic decision-making of "five major functional areas" in the new historical stage is the active echoing of local government under the guidance of national macro-policy, and also the rational judgment made by Chongqing City by combining with its own reality. Chongqing implements targeted development strategy of "five major functional areas" in accordance with different areas, which will definitely promote better and faster economic and social development of Chongqing, and also play an important reference role in the implementation of the strategy of main functional areas in other areas of China.

2. National Strategy of Main Functional Areas

The concept of main functional areas initially originated from the outline of national "Eleventh Five-Year Plan". "Eleventh Five-Year Plan" proposed the policy principle of national spatial

development and management at the national level for the first time, which emphasizes the intensification and economizing of national spatial development. Then, theoretical research and practical exploration on national spatial development and management are carried out in various places successively. In national "Twelfth Five-Year Plan", the main functional areas are clearly defined as four categories, namely optimized development, key development, restricted development and prohibited development. "CPC Central Committee's Decision on Some Major Issues Concerning Comprehensively Deepening Reform" issued in the Third Plenary Session of the Party's Eighteen Conference in 2013 clearly puts forward "steadfastly implementing of the system of main functional areas" and "to promote the development in strict accordance with the positioning of the main functional areas" , and the strategy of main functional areas has become an important measure of China promoting the sustainable development of population, economy and the rational space distribution of resources and environment. [4]

2.1 Development Track of the Main Functional Areas

Since the reform and opening up, Chinese economy has experienced 30 years of rapid development. However, along with urbanization and industrialization becoming the first governing strategy for local government, problems caused by disordered spatial are obviously seen in increasingly prosperous cities and towns, and some even evolve into dominant or recessive social conflicts, such as environmental degradation, resource exhaustion, farmland occupation, land waste and the like. This phenomenon is not uncommon, for example, a county develops Chinese herbal medicine planting industry in a large scale, and neighboring counties also imitate this county to develop the industry, resulting in that the price of Chinese herbal medicine decreases rapidly and the people cultivating Chinese herbal medicine cannot make ends meet due to disorderly competition and imbalance between the supply and demand, and it is the people that pay for the government's decision-making mistake. The homogenization and assimilation of the space management of national land lead to adverse effects like the low utilization efficiency of national space and gradual deterioration of ecological environment. Thus, the state learns from the advanced experience of western space development of national land, scientifically plans the main functions of the space of national land, and increases the space utilization efficiency of national land through optimizing the three-dimensional relationship of population, economy and space of national land.

As early as 2002, "Opinion on Some Issues about Planning System Reform" issued by State Development Planning Commission clearly proposed the idea of the main functional areas. Subsequently, this idea gradually became a national strategy. In 2006, "Proposals of the Eleventh Five-Year Plan on National Economic and Social Development of CPC Central Committee" proposed "in accordance with different requirements of the optimized development, key development, restricted development and prohibited development, clarifying the function positioning of different areas".[5]The 17th CPC National Congress made "the basic formation of the layout of the main functional areas" as an important goal of comprehensively building a moderately prosperous society. December 21, 2010, the State Council issued and implemented "National Planning of the Main Function Areas", which made a programmatic plan on the development and utilization of the space of national land from the national level. Thus, the implementation of the strategy of the main functional areas has transformed the system planning into specific development indicators and also has a more explicit guiding thought and policy direction. The new central collective leadership adheres to making the implementation of the strategy of the main functional areas as a national strategy to conduct overall planning, and the 18th CPC National Congress and the Third Plenary Session of the Party's Eighteen Conference emphasize "steadfastly implementing of the system of main functional areas and to promote the development in strict accordance with the positioning of the main functional areas", to form a complete strategic pattern of land space development with Chinese characteristics.

2.2 Core Concepts of the Main Functional Areas

According to the national top-level design of the main functional areas, we can obtain that the institutional framework implies four policy implications of sequential advance: integrated study and judgment of regional economic and social development direction → artificial selection of the main

function → institutional system of fitting together of parts → efficient, coordinated and sustainable national land development pattern. The main functional areas contain five core concepts, namely spatial equilibrium, development in accordance with the carrying capacity of resources, ecological products, adjusting the spatial structure and controlling development intensity [6].

1) **Concept of spatial equilibrium.** As the concept of ecological balance, there is also a concept of balanced development in the space of national land. The resource endowments of different space of national land are different, and the ideal state of the spatial development of national land is to achieve balanced development among population, economy, resources and environment based on the carrying capacity of environmental resources, in order to avoid "over carrying" or "insufficient carrying" in certain areas, and to achieve the harmonious development of man and the environment.

2) **Concept of development in accordance with the carrying capacity of resources.** Overall, in the era of agricultural civilization, the condition of "insufficient carrying" often appears in the carrying capacity of the land resources, which means the carrying capacity of land resources is not fully developed, and a waste of national spatial development is inevitable. In the era of industrial civilization, due to the rapid increasing population in cities, serious excessive development in land resources appears in several major cities, leading to population growth, environmental degradation, rising house price, economic distortion and other evil consequences, which is known as "over carrying". Main functional areas are the artificial selection of land development order, and in essence, the purpose is to achieve harmonious development between man and the environment. Therefore, the choice of the main functional areas requires the full consideration of the resources carrying capacity of land space.

3) **Concept of ecological products.** The so-called ecological products refer to the pure natural elements that protect ecological regulation services, maintain ecological safety and provide a good living environment or the artificial natural elements after processing. Analyzed from this concept, ecological products include both the pure natural elements like sunlight, air and water supplied freely by nature and the elements relying on human processing like shelterbelts, artificial river and sewage pipes, and the common features of the both are maintaining ecological regulation and providing living environment, which reflect the dominant position of people in the economic and social development. Theory of the main functional areas emphasizes providing ecological products through administrative means, and pays more attention to the role of artificial natural elements in providing a good living environment, to meet people's pursuit for better life quality.

4) **Concept of adjusting the spatial structure.** According to the main functions of different areas, space structure can be divided into urban space, agricultural space and ecological space, and space structure of different types play different roles. Urban space mainly provides industrial products and services; agricultural space mainly provides agricultural products; ecological space mainly provides fresh air, clean water and pleasant climate. These three types of space structure are equally important to human survival and development, and the utilization ratio of space structure can be improved by the artificial design of the main functional areas.

5) **Concept of controlling development intensity.** The development and utilization of land space should meet people's growing material and cultural needs while taking into account the environmental carrying capacity. In a certain geographical area, to ensure sufficient ecological space and agricultural space by controlling the development intensity is determined by the economic and social needs of a certain area.

After the implementation of the national strategy of main functional areas, various regions conduct active exploration based on their own condition, forming the interactive pattern between national strategy and local practice. In addition to Chongqing's "five main functional areas" referred in this paper, the condition of Beijing is typical. In 2012, the urban planning of Beijing was divided into "four main functional areas", namely core area of capital function, development area of urban function, new area of urban development and development area of ecological conservation. Beijing focuses on urban space and ecological space of the main functional areas, but not agricultural spatial planning, which is the evaluation on the special geographical and cultural environment of the

capital and also highlights the necessity of the two basic elements, urban space carrying the material life of modern people and ecological space providing the living condition of modern people.

3. Chongqing's Choice of the Main Functional Areas

In September 2013, "The Opinion of Municipal Party Committee of Chongqing and People's Government of Chongqing on Scientifically Dividing Functional Areas and Accelerating the Construction of Five Main Functional Areas" adopted in the Second Plenary Session of the Fourth Conference of Chongqing's Municipal Party Committee marked Chongqing officially entered the development strategy period of "five functional areas". Based on the natural resources in Chongqing, "five functional areas" further clarify the functional positioning of different counties, and determine differentiated development strategies. Tracing the source, there are three large regional strategy adjustments before the strategic planning of Chongqing's "five main functional areas", to optimize the space structure and management structure of the city, thereby enhancing the city's comprehensive carrying capacity.[7]

The first adjustment was in the early stage of direct jurisdiction. Based on the complex city situation of large city, large reservoir area and large country at that time, and comprehensively judging the physico-geographical environment and the economic and social development status of Chongqing, the municipal government put forward the regional development strategy of "three economic regions", dividing Chongqing into metropolitan economic zone, economic corridor of west Chongqing and reservoir area of the Three Gorges.

The second adjustment was during the period of "Eleventh Five-Year Plan". While continuing to use and deepen the strategy of "three economic regions", the government put forward the concept of "three economic regions and four plates", divided the reservoir area of the Three Gorges into two economic blocks, and one is the ecological economic zone of the reservoir area of the Three Gorges in northeast Chongqing, positioned as an international gold tourism belt, gold logistics waterway, efficient ecological agriculture corridor and national fresh water and water power resource support region; the other is characteristic economy plate in southeast Chongqing, positioned as the folk customs development of characteristic economy. Plus economic corridor of west Chongqing and metropolitan developed economic zone, the regional development strategy of "three economic regions and four plates" is formed.

The third adjustment was the strategy of "one circle and two wings" proposed in "Urban and Rural Master Plan in Chongqing" enacted in November 2006. "One circle" refers to the city's well-developed zone that has the main city as the core and the distance of one-hour driving as the radius, and "two wings" refer to the town groups in the reservoir area of the Three Gorges (northeast wing of Chongqing) centering on Wanzhou and the town groups in southeast Chongqing (Southeast wing of Chongqing) centering on Qianjiang. The proposal of "one circle and two wings" promotes the updating of the economic development power of Chongqing, and seeks to reverse the difficult situation of "pulling a large cart with a small horse" by adjusting the regional development strategy, which can urge the faster and better development of the well-developed zone in the main city, and also provides more powerful motive force for the economic development in southeast and northeast Chongqing.

After above three strategic adjustments, economic and social development of Chongqing has made significant progress, and the competitiveness of the city is constantly enhanced. However, neither the "three economic regions" proposed in the first time nor "one circle and two wings" proposed in the third time can fundamentally address the development priorities of various regional industries, which results in the appearance of homogenization problem in various regions. And the problem becomes the obstacle that influences the efficient, systematic and sustainable development of Chongqing, so that the disorderly competition caused gradually appears in front of policymakers. In this historical context, with the main functional areas rising to national strategy, and fully learning from the experience of the first three strategic adjustments, Chongqing timely puts forward the strategy of "five major functional areas", which comprehensively considers the factors of population, environment, resources, economy, society, culture and so on, further clarifies the

function positioning and main task of each region, and clearly plans the regional economic development, thus achieving differentiated and characteristic overall development path.

4. Industrial Layout of Chongqing's "Five Main Functional Areas"

Chongqing's implementation of "five main functional areas" makes new layout adjustments to the development and utilization of Chongqing's land space, in order to improve the scientificity, relevance and effectiveness of the classified guidance on the regional economic and social development.[8] According to the development positioning of the "five main functional areas" and relevant policies developed by Chongqing, analysis on the industrial layout of "five main functional areas" is conducted.

4.1 Basic Situation of "Five Main Functional Areas"

1) Core area of urban function. It includes global middle area of Chongqing, Dadukou, Jiangbei, Shapingba, Jiulongpo and five districts in Nan'an within the inner ring. The land area is 300 km², and the resident population is 2,800,000.

2) Development area of urban function. It includes nine districts in the main city except for the core area of urban function. The land area is 5200 km², and the resident population is 5,150,000.

3) New area of urban development. It includes Fuling District, Changshou District, Jiangjin District, Hechuan District, Yongchuan District, Nanchuan District, Dazu District, Qijiang District, Tongliang County, Tongnan County, Rongchang County, Bishan County and Wansheng and Shuangqiao Economic Development Zone. The land area is 23200 km², and the resident population is 10,420,000.

4) Development area of ecological conservation in Northeast Chongqing. It includes Wanzhou District, Liangping County, Chengkou County, Fengdu County, Dianjiang County, Zhong County, Kai County, Yunyang County, Fengjie County, Wushan County and Wuxi County. The land area is 33900 km², and the resident population is 8,280,000.

5) Development area of ecological protection in Southeast Chongqing. It includes Qianjiang District, Shizhu County, Xiushan County, Youyang County, Wulong County and Pengshui County. The land area is 19800 km², and the resident population is 2,800,000.

Following two pieces of important information can be drawn from the division situation of "five functional areas". First, the formation of "five main functional areas" is benefited from the experience of former three regional strategic adjustments in Chongqing; the main function division of the five areas is the deepening development of the strategy of "one circle and two wings". Second, the structural design of "five main functional areas" presents the features of "center highlighting, function coordination, population heterogeneity, and different goals".

4.2 Functional Orientation, Key Tasks and Industrial Policies of "Five Main Functional Areas"

On the basis of "Opinion on Scientifically Dividing Functional Areas and Speeding up the Construction of Five Main Functional Areas", we summarize the functional orientation, key tasks and industrial policies of "five main functional areas".

1) Core area of urban function. Functional orientation: metropolitan center with the gathering of high-end elements, strong radiation effect and national influence. Key development tasks: to optimize industrial structure, upgrade industry level, enhance the image of modern city, enhance the level of city management and protect urban ecology. Industrial policies: modern service industry, financial service, international business, high-end business, cultural creativity and urban tourism.

2) Development area of urban function. Functional orientation: science and education center of Chongqing, logistics center, important gateway of integrated hub and opening up, advanced manufacturing cluster area, ecological barrier area of the main city, and livable area for future new urban population. Key development tasks: to develop economy for driving the industrial development in west Chongqing, develop industrial cluster like high-end equipment manufacturing, orderly expand urban space and positively develop urban agriculture and leisure tourism. Industrial policies: industrial research and development and assembly base of new service industry (including

logistics exhibition, paid distribution, software development, service outsourcing and service trade), electronic information and automobile and high-end equipment.

3) New area of urban development. Functional orientation: important manufacturing base of Chongqing, demonstration area of the simultaneous development of industrialization, informatization, urbanization and agricultural modernization, and leading area of cooperation and win-win between Chongqing and Sichuan, Chongqing and Guizhou. Key development tasks: to cultivate characteristic industrial clusters, promote the development of key undertaking area of urban function, speed up the construction of new urbanization, enhance the level of agricultural modernization, co-ordinate infrastructure construction and strengthen regional cooperation and development. Industrial policies: equipment manufacturing industry, chemical industry, consumer goods, supporting products of electronic information, productive service and life service, leisure tourism and modern agriculture.

4) Development area of ecological conservation in Northeast Chongqing. Functional orientation: national key ecological function area, main area of agricultural products, important ecological barrier of the Yangtze River, characteristic economic corridor of the upper reaches of the Yangtze River, international tourism belt of Three Gorges and processing base of featured resources. Key development tasks: to accelerate the construction of key development areas, create characteristic economic sectors, foster characteristic competitive industries, accelerate the simultaneous development of reservoir area and poverty alleviation, highlight the ecological conservation function, and adjust the population distribution. Industrial policies: developing relevant characteristic industries, tourism and characteristic profitable agriculture on the basis of shale gas, minerals, tourism, agricultural and sideline products development.

5) Development area of ecological protection in Southeast Chongqing. Functional orientation: national key ecological function area, significant biodiversity protection area, green economic development highland of Wuling Mountain, important ecological barrier, ecological folk culture tourism belt and development demonstration area of poverty alleviation. Key development tasks: to accelerate the construction of key development zones, highlight ecological protection function, develop environment-friendly characteristic industry, vigorously develop folk cultural and ecological tourism, construct the development demonstration area of poverty alleviation of Wuling Mountain, and adjust the population distribution. Industrial policies: developing resources processing industry, eco-tourism, national folk culture industry and characteristic profitable agriculture based on special mineral products and subsidiary agricultural products.

Through the above analysis on the industrial policies of "five main functional areas", it can be observed that the "five main functional areas" of Chongqing have developed different industrial policies in accordance with the different resource endowments, infrastructure conditions and development orientations. However, despite the differences in the industrial development strategies of "five main functional areas", they all highlight the core concepts of green economy, environmental protection, characteristic economy, and knowledge-based economy.

Scientifically dividing functional areas and specifying the development orientation of counties are global, fundamental and strategic work. Scientifically dividing functional areas can promote each region to highlight its characteristics, give play to comparative advantage and achieve differentiation development, so as to further enhance the core competitiveness of Chongqing and accelerate the economic and social development of Chongqing. Scientifically dividing functional areas and accelerating the construction of "five main functional areas" in Chongqing are the thorough implementation of the spirit of the party's 18th national congress, fully respect rules, and are major strategic decisions made from reality in a new stage of development. Based on the reality of Chongqing, further optimizing the layout of regional and urban and rural functions and clarifying the functional orientation of districts and counties are related to long-term and global reform and development of Chongqing and also have a very important practical significance.

5. References

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