

# The Necessity and Feasibility of Market-Oriented Operation in Urban Parks

A Case Study of Chengdu\*

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**Abstract**—As an important part of urban landscaping and one of the urban infrastructure, urban park plays an indispensable role in protecting the environment, preventing disasters, serving the public and other functions in the urban environment. The design, construction and operation of its construction and development must be planned scientifically and implemented rationally. Against the background of the construction of Park City in Chengdu, the necessity and feasibility of market-oriented operation of urban parks deserve attention in order to completely improve government functions, guide enterprises to participate and meet the diverse needs of the people. This article starts from the interpretation of the concept of city parks and their marketization, analyzes the current situation from the actual situation of Chengdu, and shows the necessity of marketization operation of urban parks. The feasibility of the operation of urban parks is explained by combining theoretical research with practical situation, in order to provide useful theoretical support for the operation and management of urban parks in the future and boost the construction of "Park City".

**Keywords:** *Park City, operation, necessity, importance, Chengdu*

## I. INTRODUCTION

The spring breeze of the reform and opening-up has been blowing across China for more than 40 years. In the past 40 years, China's economy has gradually transformed from a planned economy to a socialist market economy. Urban park is "people's garden" and people love this public space. The

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government has been constructing, managing it for a long time, to provide public welfare services for citizens. With the deepening of the reform of socialist market economy, the city parks funded by the government, designed, constructed and later managed by the government have exposed many disadvantages: government financial is under large pressure, people's demand for diversified parks increases, and enterprises' attention and enthusiasm for park operation also increase greatly. All these conditions have promoted the market-oriented operation of urban parks. Shanghai, Chongqing and other cities have already started the pilot of urban park market operation, and Chengdu is vigorously promoting the construction of Park City now. This article takes Chengdu as an example to carry out the research.

## II. BASIC CONCEPT ANALYSIS

### A. *The concept of an urban park*

The concept of urban park was initially developed from the perspective of urban landscape. Frederick Law Olmsted, an American scholar of urban landscape design in the 19th century, took the lead in proposing the concept of building urban park in the center of the city, and central park in Manhattan of New York City was born under this concept. Central park in New York was built and put into use, which is regarded as the beginning of urban park construction in the modern sense, marking that the general public can also enjoy high-quality urban park products after work. As time goes on, along with the continuous development of economy and society, the protection and improvement of the ecological environment have been paid more and more attention by

governments at all levels, the concept of urban park gradually evolved and eventually formed the following connotations: First of all, urban park is a type of urban public green space. Secondly, the main service objects of urban parks are urban residents. However, with the development of urban tourism and the formation of urban tourism destinations, urban parks will not only serve citizens but also tourists. Thirdly, the main functions of urban parks are leisure, recreation and entertainment. With the development of the city itself and the pull of the external demands of citizens and tourists, more leisure, recreation and entertainment products will be added to urban parks [1].

#### *B. Market operation of urban parks*

The so-called market-oriented operation of urban parks refers to the establishment of an exclusive operation of the government in the operation and management of urban parks and the introduction of market economy, using the hand of the market to regulate park operation, introduce various social funds, and encourage social capital to enter the mode of urban park operation. This model is used to provide urban park products suitable for urban development and promote the increase of the number and quality of urban parks.

In the market-oriented operation reform of urban parks, the government's responsibilities have been changed, and it is no longer the pure producer and manager of park products, instead of being a mere manager, the government will act as an umpire to choose the mode of operation suitable for the city parks, to guide city park product suppliers to operate and produce city park products in accordance with market rules, and to establish a sound supervision system for round-the-clock monitoring. In the process of market-oriented operation of urban parks, the government is responsible for formulating corresponding policies and conducting corresponding macro-control to guide the normal development of market-oriented operation of urban park, the government, as the dominant power, gives preferential policies to enterprises and social organizations to attract them to participate in the operation of urban parks. The market-oriented operation of urban parks can provide more high-quality park products for urban residents, the rational use of various resources of urban parks can produce good economic benefits, give full play to its function of comprehensive service to the city and make it one of the core competitiveness of urban development.

### III. THE NECESSITY OF MARKET-ORIENTED OPERATION OF URBAN PARKS IN CHENGDU

In February 2018, general secretary Xi Jinping first proposed the concept of "Park City" in Chengdu. It is emphasized to highlight the characteristics of park cities and take ecological values into consideration. This is a new elaboration on the construction of urban ecological civilization, and a new generalization and interpretation of the urban development and construction mode in the new era. Ecological civilization is an ideal social realm [2]. The construction of Park City is a significant theoretical and practical innovation to promote the construction of ecological civilization [3]. The first proposal of "Park City"

in Chengdu is not only an earnest hope for promoting the construction of Tianan new area with high quality, but also a major requirement for accelerating the construction of Chengdu to fully embody the new development concept. Chengdu municipal party committee and municipal government have been studying and implementing the spirit of the 19th CPC national congress at present. Unite and lead the whole city to plan and build the "land of abundance" with a global vision, international standards and the requirements of The Times. We will accelerate the construction of a beautiful and livable Park City, turn Chengdu into a demonstration area for Park City construction, and lead the national trend of Park City construction.

#### *A. The dilemma facing urban parks in Chengdu*

Over the past 30 years since the reform and opening up, Chengdu's urban parks have increased to a certain extent on the original basis, but there are still many deficiencies in per capita area, quality of urban parks, product diversity of urban parks and other aspects. The relevant organization of the United Nations pointed out that "the best environment is to occupy 60 square meters of park area per capita in cities" [4]. At present, the green coverage rate of Chengdu's built-up areas is 42.30%, and the green rate is 37.36%. However, the per capita green area of parks is only 14.5 square meters [5]. In order to build a harmonious ecological society and meet the leisure needs of urban residents and tourists, the construction and development of Chengdu City Park still has a long way to go. In recent years, Chengdu government has invested a lot of money in the construction of urban parks, which has increased the number of urban parks and changed the ecological environment in urban parks. The current situation of Chengdu city parks is insufficient in quantity, low in quality, lack of parks to show the charm of Chengdu, few modern park products updated with the progress of The Times, and lack of strong attraction to the public interest. Chengdu city park product operation funds to a large extent by the government financial funds for a long time. But in fact, Chengdu city park products need a large amount of capital is Chengdu finance cannot afford.

Chengdu as a high-speed developing city, the budget constraint is binding, financial input to the park production is relatively lack of lack of money is how to deal with the park construction in Chengdu city parks encountered in the operation of market-oriented operation is a biggest problem city park by means of market regulation, government dominant, a variety of social capital to participate in the city park construction investment and financing system, the establishment of this system is to change the city park investment main body, government investment funds for the society, so as to fundamentally solve the city park construction maintenance funding shortages

#### *B. The disadvantages of government-run urban parks*

Chengdu is a new line of city's leading cities in our country, promoting urban economic and social development at high speed at the same time, in recent years, to a certain extent to ignore the ecological civilization construction, and thus lead to the government reservations on capital input to

the park, the disadvantages of concrete from the following several aspects, first, because of the shortage of government investment, caused the government to reward park institutions is less, this creates a park employee slacking. Second, the management philosophy of the government is too conservative, with insufficient understanding of the functions of urban parks and no plan for the addition of park functions. Third, the government's full responsibility system results in the monopoly of park management. Fourth, while using city parks, citizens do not perform their own supervisory functions.

Therefore, in this system produced a short-term "face project", obviously not conducive to the harmonious development of the city park. So, the government control over production and operation management of the city park and on its own, according to the government's intention to operate, dominated city parks in control at the mercy of the ownership, operation module, will because of the lack of effective supervision mechanism, incentive mechanism, the shortage of urban parks and poor quality, more conducive to the harmonious development of the city park and city park three interests and win-win.

#### *C. Lacking of urban land resources in Chengdu restricts the development of urban parks*

Land resource is an important component of Chengdu's state-owned assets, and also the carrier of Chengdu city park assets. First, the city park has the very beneficial location advantage and the environmental protection advantage, has the high rent income and the real estate value. However, because the Chengdu government aims at the management concept and management system of public products, these state-owned assets with high social value and economic value have not realized the value they should have. Second, in recent years, with the continuous growth of Chengdu's urban population and the continuous influx of foreign personnel, the site selection and construction of urban parks have become larger and larger. Limited by the lack of land resources in Chengdu, the construction and development of urban parks have become unsustainable. How to utilize the value of Chengdu City Park as an important public product resource? And how to better meet people's demand for urban park products, improve the urban ecological environment and increase the core competitiveness of the city under the condition of limited urban land resources? The market-oriented operation of urban parks will solve these problems well.

### **IV. THE FEASIBILITY OF MARKET-ORIENTED OPERATION OF URBAN PARKS IN CHENGDU**

#### *A. The theoretical basis of market operation of urban parks*

Against the current background, the market-oriented operation of urban parks is the general trend and the inevitable result of further deepening the reform of socialist market economy system. The operation and management of urban parks involves theoretical research on different aspects. In addition to theories related to landscape architecture, the author sorted out and summarized relevant theories

applicable to park operation in public management, and explained the necessity of market-oriented operation of parks.

#### *1) Market theory*

Marketization is an economic system that aims at rational allocation of resources and maximization of efficiency. In this economic system, market competition is the basic means to guide market demand and achieve reasonable and effective allocation of resources. Only with benign market competition can products survive and resources be rationally allocated. With the continuous enrichment of urban functions, limited government financial expenditure is difficult to meet the expanding public service functions; At the same time, the construction, operation and management mode of the park, which has been almost completely undertaken by the government for a long time, has also resulted in low management efficiency and difficulty in meeting people's demands for a better life. In this case, the market-oriented reform of urban park operation is an inevitable trend of the current and future development, and the allocation of administrative instructions under the condition of planned economy has been transformed into market-oriented allocation.

#### *2) The public goods theory the theory of public goods*

The concept of public goods is relative to private goods, which are collectively referred to as social goods. Public goods mean that consumption of the service or enjoyment of the service will not cause others to reduce the service or goods. Public goods are mainly provided by the government, and everyone in the society can possess or enjoy them, which will not affect the enjoyment of others. At present, public goods have three characteristics: benefit non-exclusivity, non-competitiveness and utility combination. In addition, between private goods and public goods belong to quasi-public goods. In real life, few public goods have the above three characteristics at the same time.

From the perspective of competitiveness, the park has a relatively fixed area and a relatively fixed capacity of tourists. From the perspective of non-exclusivity, public welfare parks in cities are free to open to the outside world, so they are non-exclusive. Therefore, because of their competitive and exclusive characteristics, urban parks cannot be classified as private products or public products, but should be classified as quasi-public products.

#### *3) Theory of new public management*

In the 1980s, the rise of new public management theory in the western countries such as Britain, the management mode of government through extensive introduction of private enterprise management mode is put forward, in order to better manage the public service products, at the same time the government's awareness of the requirements of the social public, argues that the market as the foundation for public management. The new public management theory is widely discussed and applied in our country, the government by deepening reform, push the management mode of multivariate main body participation development, through the reduction of government decentralization, relax restrictions on market, put some public sector or part of a

public utility privatization reform of property rights, the "new public management" of the Chinese model for further exploration.

In terms of urban park operation management problem, the government will be the new public management theory as the theoretical guidance, take the market as the guide, make full use of market forces and the social public power (such as business rent or outsourcing of park management, government agencies and private enterprises common park management, etc.), the marketization of the city park and comprehensive management.

#### *B. Public choice theory*

Public choice theory refers to the process of providing public goods to the public, how to distribute these public goods and setting corresponding rules and behaviors. The new public choice theory shows that government officials, as "brokers" with private interests and rationality, have their own motivations and preferences, just like consumers and private enterprises. They also hope to realize the maximization of their own interests quickly. At the same time, the government cannot make up for the market defects at the present stage, and the daily economic intervention will also fail, that is, consumers' demand for public goods they really need has not been fully satisfied, so the government intervention also has certain limitations. For the privatization production (construction) of public goods (such as urban parks), public choice theory is not only an effective mode for the public to truly realize public choice, but also the general trend of the continuous development of international public goods.

New public economics and public management theories provide theoretical basis for it, while the practical experience of urban parks in large cities provides realistic basis for the market-oriented operation of urban parks in China [6]. In order to realize the market-oriented operation of urban parks, it is necessary to identify the positions of the government, enterprises and the public, protect the practical interests of the three, so as to better realize the development of urban parks [7].

#### *C. The realistic basis for market-oriented operation of urban parks*

At present, the Chinese government has realized the advantages of market-oriented operation of urban parks to some extent. The relevant government department in charge of the construction of the park described it in the relevant document as follows: "parks are public welfare undertakings. On the basis of guaranteeing the investment of government funds, we encourage the absorption of social funds for the construction of parks [8]." in recent years, with the continuous development of China's tourism industry, the requirements for urban parks are getting higher and higher. It is gratifying to note that the construction and operation of China's urban parks have begun with the construction of parks through various channels, and the enthusiasm of various investors to participate in the construction of urban parks has significantly increased. City park construction, not as a wholly owned by the government to complete, all kinds

of social capital has begun to investment target for the construction of city parks, this makes the park appeared a good start in our country, this not only increase the number of the city park, improve the quality of the city park products, has also changed the inherent attributes of urban parks and operating mechanism, as the rapid development of the city park provides a good support. With the support of relevant policies of the government, the market-oriented operation policies of urban parks have been continuously introduced and completed, and the public and enterprises have begun to pay attention to urban parks, which is the realistic basis of market-oriented operation of urban parks in China. As the theory and practice of urban management are gradually integrated, the emergence of urban public product operators provides a realistic basis for the market-oriented operation of urban parks.

#### *D. The discipline support of the market-oriented operation of urban parks*

Chengdu is the first mention of Park City [9], the city is currently actively explore new paths in the form of modern city Park City background, various university's school of landscape architecture are actively developing urban park operation management related subject research, promote the operation of the marketization of urban parks relevant research and teaching, to deepen college research park + enterprise cooperation pattern in colleges and universities marketization operation is for the purpose of service industry social service enterprises, realize the win-win cooperation, universities should use their technical expertise and the use of landscape architecture itself discipline characteristic, the combination of theory and practice development. Case companies have a lot of practice, but the lack of theory support, therefore, enterprises need to mutual combination of colleges and universities promote each other, promote the development of industry in particular, universities and companies work together, the enterprise put forward the research target, colleges and universities to explore the content and method, through the cooperation and communication to ensure that the research results can be used for the actual urban park construction at the same time, the landscape architecture discipline background the use of Park City, through the university-enterprise cooperation depth research, is expected to reduce the pressure on government finances meet diversified demand in the future, better development play a positive role in promoting enterprise, enhance the landscape architecture discipline of the sense of responsibility. The sense of mission and social identity is also conducive to enriching the connotation of the discipline, promoting the healthy and sustainable development of the discipline, and playing its mission and responsibility in supporting the market-oriented operation of the park

### V. CONCLUSION AND PROSPECT

#### *A. Conclusion*

This paper mainly analyzes the necessity and feasibility of the market-oriented operation of urban parks, and the ultimate purpose of studying the necessity and feasibility is

to promote the market-oriented operation of urban parks. In the park under the background of urban construction, landscape architecture practitioners must adhere to the people as the center of thought, the current our country the basic contradiction of society has changed, as the most dynamic city park, the most attractive city outdoor activity space, must stand the test of the people, the park products must be more thumb up, better satisfy people's demand for the diversity of city parks. The market-oriented operation of urban parks is the general trend and the trend of the people. After the introduction of market mechanism, the parks themselves will promote the stable and healthy development of urban parks.

"Park City" construction concept put forward in the past two years, Chengdu corresponding general secretary, called on the up and down we will speed up the establishment of a high quality of city parks, city parks of marketization operation will deepen the Chengdu people's understanding of city park, endorsement and support, thus deepening the park in Chengdu city development connotation, the Park City construction towards a new height.

### *B. Prospect*

This paper, based on the theory of landscape architecture, combined with the theory of marketing and other interdisciplinary knowledge of management, analyzes the operation status and problems focusing on the field investigation of Chengdu urban park. The author expounds the necessity and feasibility of choosing market-oriented operation road for urban park development, providing theoretical support for exploring and improving the operation situation of Chengdu urban park. Chengdu, as the leading city of China's new first-tier cities, also coincides with the era background of "Park City" construction. The further development of market-oriented operation of urban parks has great potential, and will also make great achievements. In the coming period, landscape professionals, as designers, builders and enjoyers of park cities, will put forward a new mode of urban park market-oriented operation suitable for the development of park cities on the basis of clear market operation of urban parks. The new model will be neither different from the previous government-led model, nor is it simple government-enterprise cooperation. It will make up for the shortcomings of the existing operation model, fully meet the People's daily growth needs for a better life, and give full play to the ecological, social and economic benefits of urban parks. This will certainly promote the development of the market-oriented operation and management of China's urban parks, deepen the reform of the socialist market economy, improve the stable and healthy development of China's urban parks, and provide a constructive plan for further deepening the concept of "Park City" construction.

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