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Return to spatial differentiation and respect life diversity—Two core supporting points to avoid the deviation of urban fine governance

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Abstract: Modern urban governance emphasizes the precise governance of the “short board” of urban governance, forming a mechanism of fine governance. In view of the historical basis and realistic structure of the differentiation of physical space at the block level and the diversity of life at the community level in modern cities, the short board of urban governance should be confirmed and solved through democratic participation based on the context of spatial differentiation and diversity of life, rather than through simple administrative urban planning, so as to form a corresponding structure consistent with rigid urban management. The vitality of a city lies in the construction of differentiated block space and diversified community autonomy. Therefore, the urban path of fine governance is fine governance based on public recognition. It should include the establishment of the concept of spatial differentiation and diversity of life, the construction of democratic relations among modern urban governance subjects, the transformation of urban planning to community planning, and the avoidance of destructive renewal and one-way material construction, go beyond the sports regulation of urban issues and apply the big data technology in modern urban governance.

Keywords: fine urban governance; spatial differentiation; diversity of life; democratic participation in governance

1. Introduction

After the central government of China proposed to carry out urban governance by means of fine embroidery needle, various places have used the concept of “fine governance” in many policy texts. But when we talk about using the spirit of “embroidery” to carry out urban management and urban construction, what exactly do we mean? If urban governance is refined, as many urban government departments simply define it as “complex policies” and “excessive regulation”, and use “camera increase” to replace “information management”, as many scholars simply demonstrate the rationalization of these policies, then refinement may run counter to the scientization of urban management and the democratization of urban governance. According to this thinking path and operation mode, refinement may not solve the “short board”, but may result in strengthened “short board”. At present, in many areas of urban governance, there has been a Governance Dilemma of “beating your head and making decisions” under the hat of fine governance.

2. Return to the city and respect life

2.1. Spatial differentiation: the spatial meaning of urban fine governance

The differentiation of urban space is the foundation for the refinement of governance, which is the core foundation of the “embroidery needle metaphor”. As we

all know, embroidery has different styles and characteristics in different places, which is the result of adapting to the local natural environment, cultural evolution and people's lifestyle. As a city with high-density living space, there are great differences in specific presentation methods. Generally speaking, the cotton embroidery on cloth shoes and cotton padded jackets on the loess plateau where the wind blows and the sand blows, as well as the strong cotton embroidery on horseback, are typical characteristics of northern embroidery -- colorful designs, strong stitches and exaggerated patterns. Otherwise, they are not wearable and can not be highlighted in the actions of people who are in trouble. The "big red coat" worn by older girls is a typical feature of northern embroidery. In addition, there are "tiger head shoes" worn by children. This is the refined background color of northern cities. Standing on the Loess Plateau, wearing a cheongsam, holding a round fan, and singing Jiangnan minor, one is a little out of tune, the other is that no one can hear. However, Suzhou embroidery in Jiangnan Water Town is another style: it is best to embroider on silk, which is smooth and delicate, with unique patterns, and make clothes graceful. In particular, modern cheongsam must be made of silk cloth, with unique embroidery, to have the typical characteristics of Jiangnan culture. As a result, the imperial palaces in the capital city of the north often asked for tribute to the embroidery of the south, and the palace maids could also "light the small fans to catch the flowing fireflies". Of course, many places with rich soil and water in the north also have silkworm embroidery, but the style is also different from that in the south.

From the perspective of urban history, villages in the past, like embroidery in various places, have their own "delicacy and tunnel": brick and tile red wall flat roof houses, caves and "brick bases" are a style that can resist the erosion of less rain and heavy sand; carriages and tents are suitable for the democratic movement of the grassland; the "Hui Style Architecture" with black tiles and white walls is suitable for Jiangnan Water Town; while stilted buildings and "bamboo sheds" are suitable for rainy areas in mountainous areas, and even circular dwellings mistaken for missile silos. Therefore, if the traditional architectural style differences between the north and the South (if any) are defined, people are used to making a comparison between "Siheyuan" and "Zha Nongkou". The cultural delicacy of each place is also reflected in the physical space construction of life, but this foundation is the difference of each place, which not only ensures the adaptability of urban culture, but also makes the buildings durable, which well adapts to the "livable" urban essence of modern cities defined in the Athens Charter and Machu Picchu charter [1].

Cities in various regions also basically reflect the architectural characteristics of local dwellings. Chinese classical cities are basically designed and planned around the center of political power. The buildings in the center of political power, especially the Imperial Palace and other major projects, can surpass the local customs and customs and pursue the simplification of height. However, the living space of others, even the buildings of dignitaries, is the comprehensive embodiment of local buildings. Otherwise, modern urban tourism will lack very important cultural resources, and going out is tantamount to seeing your own city. Urban construction that ignores urban differentiation and diversity has led to the current popular phenomenon of planting southern tropical trees "wrapped in quilts for the winter" in northern cities.

"The structural, institutional and cultural differences between countries have

greatly affected the study of urban comparative governance” [2]. In fact, this also determines the differences in urban governance in different countries. However, there is no doubt that all countries face some common problems under the modern social structure. With the development of modern industry, especially the rise of the basic conditions of reinforced concrete and elevator toilets, cities are becoming more and more uniform, and small cities can still “live in a corner”. However, as long as they are connected with industrialization, the way of market communication determines people’s survival and communication, all cities are constantly on the same road, including the vast rural areas with rapid industrialization. This has caused a common problem faced by cities all over the world: the difference of embroidery needles has been replaced by the consistency of “flowers of steel and cement”, and urban regeneration has also been covered by rough construction.

In the context of global urban development with consistent architectural styles, urban governance and urban management constitute two important levels of government and society. Urban management, which focuses on policy supply and macro architecture, industry and economic planning, faces modern urban problems caused by the way people interact and the layout of material space. Even if the political system is different, many systems and methods of modern urban management are consistent. However, urban governance is related to the specific small environment - neighborhood life and community communication. Each city has maintained its own diversity in the specific living field. Through the architectural characteristics, cultural and commercial characteristics of each “neighborhood microenvironment”, and through the communication structure and cultural and spiritual integration of each “community characteristic autonomy”, the vitality of each city has been ensured. Therefore, “The buildings can be read, the streets are suitable for walking, and the city always has temperature”. Only in this way can the city make life better [3].

Therefore, when we talk about “urban management should be as fine as embroidery”, the key point is whether the following requirements can be achieved “urban fine management must adapt to urban development”. The basis for adapting to urban development is to identify the respective characteristics of cities, and identify with their differentiated physical space planning and spatial renewal, rather than the same physical structure model. At the same time, this “embroidery needle” should also be “tied” in the diverse autonomous structure based on the diversity of life of urban blocks and community residents, “we should continue to make efforts and deepen, improve social governance capacity, and enhance the vitality of social development” [4]. Only in this way can the external “flower of steel and cement” of the city cooperate with the internal “embroidery needle” of governance to form an organic, orderly and future updating road of the modern city. If we can not return to the differentiation of urban modern block space construction and renewal, then the governance embroidery needle can only be a “metaphor” without substantive meaning. Without distinctive differentiated urban governance, the “embroidery needle” can hardly “fly the needle” on the homogeneous “flower of steel, water and mud”. The only thing is that “the building is not readable, the block is not suitable for walking, and the city is always hot”.

2.2. Life diversity: the life meaning of urban fine governance

The “urban short board” targeted by fine governance is not only a simple definition of “extensive” management, because extensive management is not necessarily fine governance. Between the construction of diverse neighborhoods and community autonomy, many seemingly extensive governance methods are just the logic that suits the neighborhoods and communities and can bring their vitality. Jacobs’ investigation of American cities has verified this point [5]. The modern urban population is a diversified cluster, and people’s communication methods are unprecedented complex and diverse in modern Chinese cities. What fine governance needs to face is the existence of such diversified differences. If it is only a consistent governance model, there is no need for fine governance.

Diversity is a kind of balance. It is also the basis for people’s survival and sustainability. It is also a balance that modern cities have been trying to maintain in the confrontation between uniformity and diversity. “The community exists in and must be linked to a wider urban area”. Therefore, “it needs a simultaneous and multi-level perspective to perspective social cohesion. For city managers, cities always have essential contradictions” [6].

Therefore, to face the dilemma of Chinese urban design, we should mainly change the traditional “half baked Westernization” path, and change the “even if the original social network and urban texture are seriously damaged”, “Among many urban design projects that are eager to start, the disorderly expansion hot projects are implementing the imagined functional integration, which will also seriously damage the vitality of the originally prosperous low-end, thus rapidly losing the previous heat and vitality, and leading to the fragmentation of urban space” [7].

The development of traditional cities, there are many places we need to examine and learn from. Although there are cities and cities in traditional cities, and the scale of crowd gathering may be large, the mobility of “cities” is not strong, and it is basically the mobility of “cities”. Therefore, its external space can be expanded, but the core area where the regime lives is fixed, which leads to the fact that the construction mode of the traditional city is directly determined by the political planning, and the “city” in its periphery is disorderly and spontaneous. Therefore, the management mode of the traditional city is an obvious order structure, but the separation of various regions is also very prominent. Its social governance has the internal characteristics of “acquaintance community”, coupled with spontaneous social organizations, forming a cooperative urban social structure. Although classical cities have their own difficulties, they basically maintain their own internal mechanism and cultural characteristics. Therefore, our current urban governance must return to the context and mechanism of the city itself, and build a diversified community autonomy model for the formation of diverse neighborhoods. Otherwise, urban governance can only stay on the same path.

3. Confirmation basis of “short board” of modern urban governance

3.1. Fine confirmation of urban governance weaknesses

Fine governance must accurately target the governance weaknesses of modern cities, so as to build a “targeted” governance structure and make up for the “weaknesses” of urban governance, that is, to “target” the diverse lives of urban governance. Otherwise, it will fall into the “chaos” of the embroidery needle and make the mechanism of the city with internal laws and vitality “full of holes”.

Generally speaking, the shortcomings of modern urban governance in China are mainly manifested in these prominent aspects: first, managers lack modern knowledge reserves and only copy document policies, but lack specific modern procedures and methods to implement document policies, resulting in “rigidity” of governance. Second, it is difficult to transform and upgrade urban industries, and the skill level of producers is low. As a result, cities can not get rid of the governance structure locked by the original industrial development structure, resulting in the “path lock” of governance methods. Third, the residents’ autonomy ability is insufficient. Although urban grass-roots governance, especially the innovation of many community governance models, is basically supported by political party organizations and government resources, resulting in a lack of endogenous power for governance. Fourth, the environmental capacity and challenges are becoming increasingly serious. The population structure of modern cities is gathering on a large scale, and the effective urban space is facing great pressure. Fifth, the large-scale gathering of diverse groups has also led to the emergence of many “avoidance movements” [8]. The tension between the demand and supply of infrastructure and the environment conflicts. Therefore, urban governance is now facing “resource shortage” at various levels. Sixthly, the large-scale transportation and integration of urban agglomerations have caused a series of problems, such as large-scale agglomeration of large cities and population loss of small and medium-sized cities.

Both Chinese and foreign cities are facing this modern and refined governance problem, but the current urban governance in China focuses on the renewal and transformation of urban space, especially in the streets and community carriers. With the acceleration of urbanization, the traditional “unit community” has gradually disappeared; a large number of floating people live in cities, forming a “mixed community”; after the rural urbanization, the “traditional community” disintegrated and “sunk community” emerged, which makes the current “community construction” undertake a very severe task of social integration, and the good governance of the city lacks an effective carrier to undertake.

What is the concept of refinement? On the theoretical origin, from Frederick W Taylor’s scientific management [9,10] began with W Edwards Deming’s quality management theory of “management for quality” and TPS (Toyota Production System), i.e. Lean production, seem to be regarded as the theoretical basis of fine management. However, it is difficult to have a clear theoretical basis for the specific meaning of fine management. In the current academic research, there is also a lack of sufficient research on fine management in the Chinese context [11].

If “embroidery” reflects the refinement of different regional cultural characteristics, to complete the specific governance procedures, structure and technology of “embroidery”, we can refer to another Metaphor - the change of sniper technology. Sniper technology has changed from the traditional “feeling” to the current “technology” and “team”. The accuracy of traditional shooting techniques, such as “soldiers in the city”, mainly depends on the innate resource of basic quality, plus the acquired diligence and hard training to form rich acquired resources. Specific sniping is inspiration plus estimation, which is a skill resource that can only be said but not quantified, and constitutes the basic characteristics of many traditional skills and management. However, modern sniping technology is the model in double snipers. It requires not only the innate resource of basic quality, but also the support of the acquired resource of scientific training, plus the accurate scientific and technological resources of firearms. Through the accurate calculation of team cooperation, it forms the modern technical feature of “targeted therapy”. This is the fundamental difference between “modern urban management and governance” and “traditional urban management and control methods”. Otherwise, refinement will lack specific problems and method improvement, and will not solve the city’s weaknesses, but may increase the formation of weaknesses.

3.2. Differentiated urban layered space construction

The foundation of fine governance is the construction of differentiated blocks and diverse community lifestyles, which requires that urban governance first respect the historical tradition of blocks. It fundamentally requires our current urban planning, which urgently needs to get rid of the traditional single thinking grand planning and overall planning. “With the help of decentralization and neighborhood government movement after the 1970s, the school of public choice proved that a large and unified metropolitan government is difficult to win the favor of urban residents”. Therefore, the emergence of closed and open neighborhood organizations such as citizen participation organization, residential area association and community development company has realized the decentralization of urban governance [12].

The current urban construction in China basically continues to take “big projects” and “big projects” as the background, adopts a top-down political and administrative promotion mode, and combines large-scale aesthetic design with large-scale spatial demolition. Therefore, the internal logic of urban governance has to be subject to the progress mode of construction projects outside the city. Due to excessive attention to economic growth, industrial planning and urban commerce and commercial housing are the main concerns, ignoring the fundamental starting point that the city is people’s living space, which makes us from the construction planning of the whole city to the community construction planning the same way, the same model and the same appearance, which fundamentally leads to the gradual consistency of the construction of each block. History is not an orderly evolution and respect, but is mercilessly “severed”. People often talk about “without economic development and industrial agglomeration, what can a city have a good life?” this polarized attitude is exactly what Marx said “the alienation of production”, and it also violates the four major functions of the city - residence, production, transportation and recreation, as defined

in the Machu Picchu charter. At least two functions are for life itself, and production and transportation serve this purpose.

If refinement means respecting differentiation, for the construction and renewal of China's current urban physical space, especially the "urban renewal" of mature urban space, there should be different positioning of industrial economic development and renewal modes in different spatial units. First of all, the development orientation of district level urban space is differentiated. Instead of all district level orientations being the same "multi center" economy and commerce, the development strategy is determined according to their own resource endowments. Secondly, the difference of the construction style of the block, not all the streets are the same architectural style and commercial positioning. Thirdly, the difference of community governance structure, because each community is a different population structure and living space, and the autonomous resources of each community are also different. Finally, the differentiation of governance. Diverse society, culture and architecture mean differentiated governance of modern cities. Just like everyone's body temperature is different, the urban community with temperature should be the temperature suitable for each community. The whole management system of modern cities needs the unification of policies, but in the selection of specific governance methods, it needs the differentiation of governance methods of each specific block and community.

At this level, planning needs to change from traditional urban planning to block planning and community planning, so as to form a viable internal mechanism of urban governance (integral fabric) and help to define and make up for the shortcomings of urban management at the macro level. Otherwise, urban management still stays in the "mobile" stage.

4. Democratic participation: an effective way to make up for the weakness of urban governance

In the initial stage of urban development in developing countries, they often pay much attention to how to learn, imitate and even catch up with the external material forms of cities in developed countries, while ignoring their internal governance mechanisms at the meso and micro levels, especially the systems and methods of bottom-up endogenous democratic participation of grass-roots communities. "Many African cities are built without taking into account the needs, cultural sensitivities and economic background of the local population. Western model cities will only make Africa's development path invalid. It is worth noting that the central business district (CBD) of most cities are unnecessarily crowded together, because the service facilities and development functions of cities are not fully dispersed; inadequate consideration of environmental factors and planning has also led to the lack of a practical transportation system. "[13] This is a dilemma of path imitation for urban development in almost all developing countries.

However, "like the city itself, urban governance is not static, but in a state of constant adaptation and change. As a structure and process in which citizens are managed in any particular regime, governance may be more or less effective, accompanied by more or less corruption, with more or less fairness. However, compared with other aspects of the urbanization process, governance cannot rest

outside a standardized framework -- a model of ‘good city’ or good governance itself. “[14]A modern city must be governed by pluralistic democracy, because the structural background of the modern city has undergone fundamental changes. People’s living conditions in the urban space and the city’s material space have undergone fundamental changes [15]. The modern city has become a diversified complex based on the diversity of life styles and the diversity of living space, which has also changed the mode of government management and the ruling basis of political parties, this is only one word difference from management to governance, but there are other reasons. If we only talk about management and governance, rather than pay attention to this difference from the fundamental mode of thinking, it is just a simple “reading from the book”.

Due to China’s specific “political administration” structure, community administration is an unchangeable reality. Therefore, the process of rebuilding and rebuilding communities requires the governance innovation of modern urban communities, and the construction of a balance mechanism between the community autonomy mechanism, the process of consultation and co governance and the integration of social resources. It is also in this sense that social construction and social governance have formed two tasks that are progressing at the same time: it is necessary to form a good social construction situation for social development, and to form a good democratic governance structure, so that people can participate in the solution of urban problems, and can truly “make up” rather than simply “cover up” the “weakness” of urban governance through policy campaigns. In fact, many countries have involved citizens in environmental governance, which has produced good results [16].

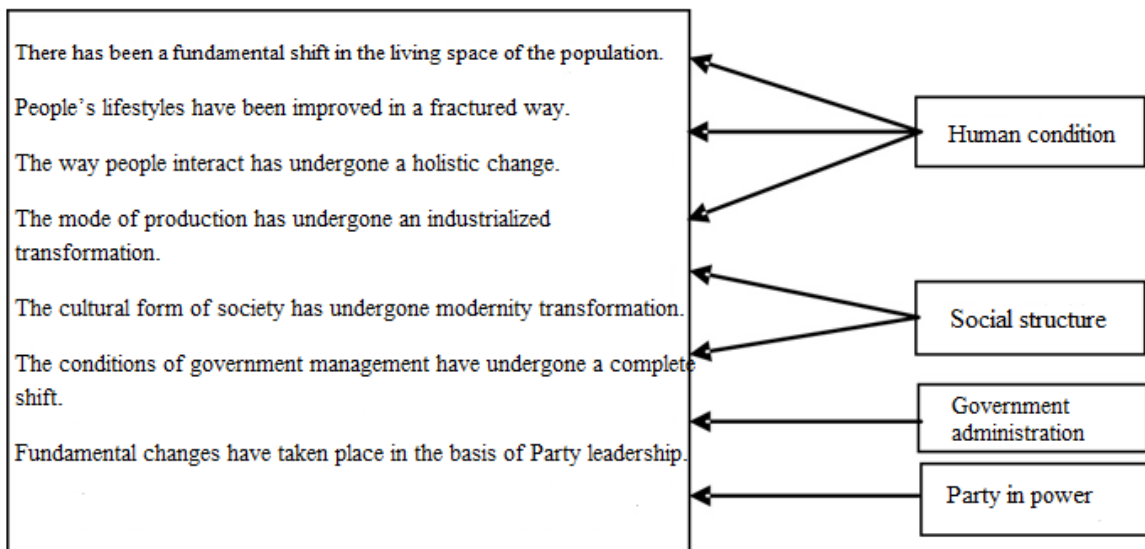


Figure 1. Changes in China’s urban governance structure.

On the premise that the external framework of urban management is consistent, on the contrary, if we agree with the rationality and necessity of differentiated urban governance structure, the definition of the short board of urban governance must also be a differentiated way. In this way, only the democratic participation of each “small urban space” can determine whether there are governance weaknesses in their own space. The democratic participation of modern urban residents forms the basis for the

existence of diversity and differentiation. Only when people recognize the “weakness” of their living space and identify with their own governance structure, can an endogenous urban governance emerge.

At present, in the process of urban space transformation, many local government departments often pay too much attention to the “new” of urban space to highlight their own political achievements, or mistakenly understand and apply the “mass line” and take the problems reflected by some residents as a whole, so as to think that they have mastered the “public opinion” and quickly formulate policies, let alone deliberately curry favor with the intention of superior leaders, it is the extreme case that policies are introduced by “social needs”. Many national leaders have talked about the mass line on many occasions, but Mao Zedong specifically talked about the “investigation technology” in the mass line, especially the scientificity and comprehensiveness of the respondents. In urban governance, if people’s participation is not scientific, the public opinion basis of government decision-making will deviate. This is also that the “mass line” has left the participation of “democracy and science” and may return to the traditional decision-making of leaders and some internally determined people, that is what Mao Zedong objected to at the beginning of his book “against benbenalism”: “only a fool is he alone, or invite a group of people to make no investigation, but just think hard to ‘think of ways’ and ‘make up their minds’. It must be noted that you can’t come up with any good ideas. In other words, he must have the wrong methods and ideas. “Prominent urban governance cases are the “street plaque renovation campaign” and the “street renovation campaign for the closure of small shops” that spread across the country. Finally, due to the prominent social opinions, the key is that the economic operation state needs these small businesses. Therefore, all departments have called for the suspension in time. However, the change of place names, which is now on the rise, seems to be a phenomenon of excessive operation of policies that lack the inherent trend of urban governance.

The “fine governance” of modern cities needs a foundation from social identity. Therefore, the “short board confirmation” method of democratic participation and the integrated management system constitute two mutually coordinated institutional structures for modern cities to improve the overall governance, which are both the construction tasks that Chinese cities need very much at present.

5. Conclusion: fine governance based on identity

There is no doubt that we still “need more research to better explain the nature of local government cooperation and effective leadership, and establish a democratic local governance with the values of citizen empowerment, transparency and accountability” [17]. However, a basic consensus is that without the democratic governance system of modern cities, it is difficult to form effective long-term governance, and there is no way to talk about the possibility of refined governance. In the face of various governance problems emerging in the current period of rapid urban development in China, we need to respect the differences in the external material space and the diversity of the internal life structure of the city, and return to the two supporting points of scientific methods and democratic methods, so as to find the possibility of changing to the “urban refined governance path”, so as to avoid falling

into the dilemma of urban governance due to the failure to respect and understand the following pairs of relationships:

- 1) Refinement means returning to spatial differentiation and life diversity. Modern cities must establish the concept of respecting diversity, which is the fundamental point that the differentiation of urban governance is different from the consistency of urban management. Otherwise, the renewal of modern cities and the spread of cities will fall into the external material form of “thousands of cities and one side” and the internal life structure of “quasi unity”. All cities that overemphasize uniformity, no matter from the perspective of industrial development, business form and crowd gathering, will lead to the decline and transfer of cities, leading to the existence of cities without cities. Space is polycentric, and the core is fluid.
- 2) Rebuild the democratic relationship between the subjects of modern urban governance. To straighten out the relationship among modern party organizations, government management, social enterprises and residents, we need to reconsider the path of embedded leadership autonomy of grass-roots party organizations, the resource input mechanism led by the government, and the responsibility mechanism of social enterprises, all of which need to be based on the democratic participation of the people and the existence of the foundation of autonomy. Otherwise, it will become a “water without a source and a tree without roots”. This is also the spirit of the documents of the Communist Party of China on modern social construction, grass-roots party building and urban governance since the 18th National Congress of the Communist Party of China, and also the goal of specific policies of Shanghai and other cities on urban governance. Grass roots party building needs to be embedded in the specific structure of urban governance in order to play a leading role. At the same time, government resources can effectively leverage the resources of social autonomy. All these need to change the traditional one-way command path and form a mechanism based on democracy and coordination.
- 3) Large scale urban planning turns to small-scale community planning. Urban planning is very important, but modern needs to change from the traditional grand material urban planning to the micro community planning that pays attention to people’s life itself, and find the fine road of urban construction and renewal. Only when a city has a rich and diverse community system can it turn from a political city to a social city. Modern cities are a mobile society. If they still rely on government resources to lead the solution of grass-roots problems, and lack a social structure of spontaneous organization and cooperation, cities will lack the possibility of self growth. In many Chinese cities, the government provides all the resources for grass-roots governance. At the same time, the society is also used to seeking solutions from the government. Many grass-roots governance are under the hat of innovation. In fact, they do not get rid of the path that the government relies on resources, and new social planning has not emerged and formed. Once there is a shortage of government resources, the community will lose its original sustainable structure and the planning will lose momentum. A modern community planning can effectively solve the architectural differences at the spatial level of urban blocks and maintain the diversity of community life.

- 4) Avoid destructive renewal and one-way material construction. Many modern cities have completely ignored the basic principles of urban renewal for the urban renewal methods in mature areas [18], completely succumbed to large projects and large projects based on political achievements, and many vital and historic building areas and buildings have been demolished, let alone “repair as old”. The professional knowledge of architectural planning is ignored. The administrative demands directly determine the style of the city. Commercialization erodes socialization. Many architectural planners who can have a market have become the government’s “paintbrush”. In the new urban-rural transformation area, the political planning is more prominent in the dominant position, with excessive emphasis on one-way thinking. The urban construction of “material production” has become the mainstream, and various development zones and industrial zone planning constitute the main body of the new urban area.
- 5) Go beyond the sports governance of urban problems. Chinese cities have mature government led organizations, manpower and resources to solve problems. Therefore, it is understandable that they are used to the way of sports regulation. It is the result of locked in of an advanced management model. If the city government is used to the way of administrative thinking to transform the current situation of the block, regardless of the convenience of the block, it is difficult to generate a good governance state. A key problem is that we need to learn the scientific knowledge of modern cities instead of relying on political slogans to govern modern cities. We need to change from simple document policy learning to modern knowledge transformation of policy implementation. Many specific policies tend to ignore the spirit of the central document, cover up the problems caused by the sports regulation with the sports regulation, form a vicious circle, and finally form a “nondescript” urban space.
- 6) The real application of big data technology in modern urban governance. The refined governance of modern cities certainly needs the support of big data, but it is not the increase of large-scale information equipment and the storage of large amounts of data, but the qualitative change of information processing methods. In modern urban space, the population agglomeration scale is large, and the mobility is strong. It is difficult to manage the agglomeration of non urban permanent population. Also, because of the fundamental change of transportation mode, the instantaneous agglomeration of urban population is very prominent. At the same time, due to the aforementioned shortage of resources, the order structure of urban population is not obvious, resulting in a qualitative difference in the overall complexity of urban management, this poses a great challenge to the management of the city. Therefore, the big data characteristics of modern urban governance precisely lie in the new calculation formula of data processing and the change of governance structure based on data management. Therefore, refined governance means accurate analysis of urban big data and scientific construction of modern management model, rather than simple statistics of a large number of data and sensory analysis.

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