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Research on Collaborative Construction of Urban Public Services: Taking Urban Reading Space in Commercial Complex as an Example

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Abstract Public service, as a means of resource redistribution oriented towards the realization of universal human rights, is the key to ensure that citizens share the fruits of development and achieve healthy and sustainable urban development. As China enter the inventory development period, problems in the government-led public service system, such as insufficient equalization, low accessibility and limited participation of social organizations have being exposed. Facing the increasing demands of citizens, it is necessary to build the public service system by efficiently using urban space through collaborative construction in a public-private partnership. Commercial complex is an important carrier for the innovative supply of public services, realizing the complementarity between government and market. Taking urban reading space in commercial complex as the starting point, this paper studies domestic and foreign cases from the perspective of use effect, space presentation and construction strategy, and then analyzes the characteristics, shortcomings and improvement methods of domestic practice. It is found that under the guidance of public policies such as FAR reward and tax reduction, foreign cases integrate the public service space into the commercial complex, effectively transforming the flow public service users into the flow of consumers through rational organization of circulation and business formats, as well as ensuring the quality of the place at a lower cost with the support of social organizations. Most practices in China are dominated by the government or enterprises, with a large number, profound implementation and wonderful design. However, due to the single development strategy and the insufficient participation of social organizations, the collaboration and the sustainability of the place are limited. To change this situation, we need to explore the collaborative construction strategy around the comprehensive utilization of multiple values of space, on the basis of improving the public-private cooperation mechanism and strengthening the cultivation of social organizations. Architects need to break through their dedication to spatial form, rely on their professional ability in construction and coordination, balance the interests of all parties in a creative way of space organization, so as to share both revenue and responsibility, ensure the vitality of public service space and promote the sustainable development of the city.

Keywords Public service, collaborative construction, public-private partnership, commercial complex, urban reading space

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1. Public service is the basis for ensuring the quality of urban life

Public service is the responsibility of government, non-governmental public organizations and related industrial and commercial enterprises in the production and supply of pure public goods, mixed public goods and special private goods (Ma, 2005). Its basic value lies in the realization of universal human rights. As the bottom line for protecting citizens' equal enjoyment of development achievements, it is also the key to alleviate urban problems.

At present, the utilization rate of most urban public service facilities in China is not high. The reason is that, on the one hand, the government's unilateral leadership has limited funding sources, thus limiting the service quality and service scale of related facilities. In addition, the management method has strong administrative implications, resulting in public facilities lacking attractiveness to a new generation of users. On the other hand, the public service facilities built in the early days, such as libraries and museums, emphasizing the image of independence and tallness, while ignoring the connection with transportation stations and supporting facilities.This construction method causes citizens to spend a lot of time and energy in the process of using facilities, which is in contradiction with the current fast-paced and efficient living habits of urban residents, and further weakens the use efficiency of these spaces.

Standardized and consistent urban public services have become more of a “scenery” for viewing rather than using (He, 2020). To play the role of public service facilities, it is necessary to truly integrate them into the city and serve the lives of citizens.

2. Collaborative construction is the key to integrating public services into the city

To improve this situation, optimizing the spatial layout and land use methods of public service facilities are the foundation (Li, Chen,2020). As the leading party of public utilities, government departments must strengthen positive interactions with the market and society (Yang, Gong, Pan, 2018) and carry out diversified cooperation (Miao, 2019), closely focusing on the needs of citizens (Zhang, Mei, 2020), so as to further enhance the attractiveness of public service places and give full play to their spatial efficiency.

As a public space production method, the core of "collaborative construction" lies in: taking the commercial real estate developed through public-private cooperation as the carrier, formulating scientific development and management strategies based on public demand, carrying out intensive and efficient space organization, and allocating the multi-dimensional value of space reasonably. Therefore, "collaborative construction" can realize the expression of the rights of multiple subjects in the urban space, assist the integration of public services into the city, and ultimately achieve public interests. (Figure 1).

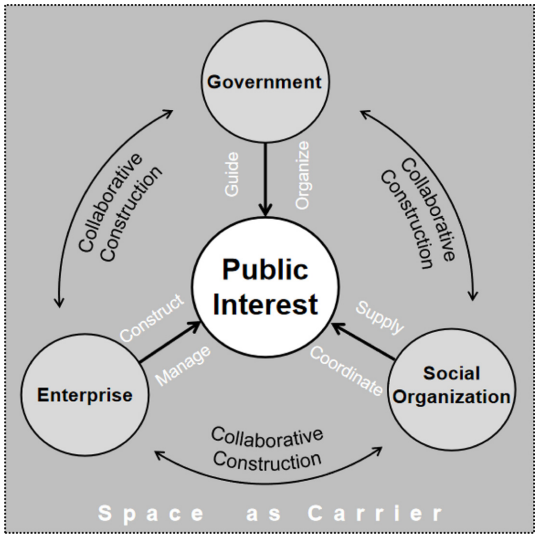


Figure 1. Schematic diagram of collaborative construction.

3. Commercial complex urban reading space as a public service innovation

Commercial complex urban reading space (hereinafter referred to as complex reading space) is a public welfare reading space built by the government, enterprises or social organizations in the commercial complex (Lu, Wang, 2020). Unlike the independent public library, which is traditionally funded and operated by the government, it is closely related to the overall commercial complex in terms of function, space, operation. Therefore, it is easier to attract the investment of social capital and the participation of social organizations in the process of construction and management[1].

Based on the mixed-use development concept, commercial complexes can bring vitality to the public welfare functions that are difficult to survive in the urban core area with high land cost (Urban Land Institute, 2003), realize the efficient use of land. At the same time, the reading space provides support for other commercial functions by attracting people, increasing the visitor staying time and the repeat visit rate, which promotes the diversified development of commercial complexes to achieve a win-win situation (Wang, Li, 2015). It expands public reading services and makes up for the lack of coverage, convenience, and affinity of public libraries.

It can be said that the complex reading space is a new type of public cultural service facility that effectively responds to the public's demand for high accessibility of educational public cultural services[2], also an innovative carrier that promotes the collaborative construction of public cultural service places, and a positive attempt of commercial complex to cope with the Internet era and low-carbon urban life (Wang, Cui, Pan, Yang, 2017).

3.1. Collaborative construction mode of complex reading space

According to the general law of the public-private partnership (PPP) model, collaborative construction can be divided into two phases of development and operation in the time dimension, and three sectors of government, enterprise or social organization in the dominant object dimension[3]. Different types of collaborative construction modes can be obtained by cross combining the basic

[1]Article 4 of the General Provisions of the "Public Library Law of the People's Republic of China" (revised in 2018): The State encourages citizens, legal persons and other organizations to raise funds to establish public libraries. The people's governments at or above the county level shall actively mobilize social forces to participate in the construction of public libraries and give policy support in accordance with relevant national regulations.

[2]In previous studies, the research team found that China's public has a great demand for educational cultural services in commercial complexes. On the one hand, among the four kinds of cultural service functions of exhibition, performance, education and production, the compound frequency of educational function alone in China's commercial complex is significantly higher than that in foreign countries; On the other hand, the results of nationwide questionnaire survey show that the demand of people of all ages for educational services in commercial complex exceeds 30%, of which the demand of people aged 36-55 reaches 50.

[3]Internationally, modern society is divided into three major sectors, the first sector belongs to the field of public power, that is, government; The second sector belongs to the private sector, that is, enterprises; The third sector belongs to the social field, also known as the third organization. It is independent relative to the government and non-profit relative to enterprises. In China, such voluntary organizations, such as social organizations, foundations and private non enterprise units, are collectively referred to as social organizations. For details, please refer to: Qiao Dongping, Gao Kexiang, etc. cooperation between government and social organizations: modes, mechanisms and strategies [M]. Beijing: Huaxia publishing house, 2015.

Table 1. Development and management mode combination of complex reading space

Development dominant (D) / Management dominant (M) / Mode	Government (a)	Enterprise (b)	Social Organization (c)
Government (a)	**DaMa**	DbMa	DcMa
Enterprise (b)	**DaMb**	**DbMb**	**DcMb**
Social organization (c)	**DaMc**	**DbMc**	DcMc

modes in the development and management phases (Table 1).

Among them, dominant in the development phase refers to undertaking development planning, organization and cooperation, project decision-making, etc. in the project planning phase. Dominant in the management phase refers to the operation design, service provision, fund management, etc. after the completion of the infrastructure.

Therefore, the leading party's strong reserves of resources and technologies are the basis for the establishment of the collaborative construction mode. Moreover, in the process of cooperation, interests of all participants being met accordingly is the guarantee for the continued existence of a mode. Finally, the construction results being accepted by the public is the ultimate test of the mode.

Based on analysis and investigation, we found that the modes dominated by social organizations in development phase (DcMa, DcMc) are relatively rare. It is because that most social organizations are non-profit, which means they don't have strong enough power to guide the government or enterprises to develop and invest large amounts of funds. The "Enterprise-led development and government-led management" (DbMa) mode is limited by the insufficient government human resources and the contradiction between the public welfare concept of the government providing public cultural services and the profit-making goal of enterprises.

Based on the above classification, international cases will be selected below to illustrate the operation and basic characteristics of different modes. Several typical practice types in China will be analyzed and compared from the perspective of development strategy, space presentation and use effect, in order to discuss the characteristics, shortcomings and promotion ways of domestic practice.

3.2. Examples of collaborative construction of international complex reading space

3.2.1. Government-led development and management(DaMa)

In this mode, the government has absolute dominance: in the development phase, relevant government departments organize other participants by means of entrusted construction, purchase of services, policy guidance, etc., and the government's cultural institutions are responsible for operations. This mode can ensure the public welfare and professionalism of the project.

Tokyu Plaza located at Musashi Kosugi station in Tokyo, Japan[4] was approved by the government in 2005 as a redevelopment promotion project[5]. The infrastructure integration and building complex construction in front of the station are carried out. Specific measures include expanding the space in front of the station and building a corridor connecting the subway station to enhance the mobility of the crowd. The low area of the building was renewed into commercial and public cultural service facilities, and the high area were residential. Kawasaki City Library[6] is located independently on the 5th to 6th floors of the building, where readers can reach directly through the escalator connecting the urban public space. The development of the library was funded by the government, and Tokyu Electric Railway Co., Ltd. is entrusted to carry out the integrated construction, while the management is in the charge of the government department Kawasaki Education Committee. For Tokyu Electric Railway Company, although part of the space with considerable commercial value has been vacated, the area of the library is not included in the development floor area ratio, and the government also offer the project FAR reward.(Figure 2).

3.2.2. Government-led development and social organization-led management(DaMc)

In this model, the government acts as the initiator to supervise and guide the whole project in the development phase and provide auxiliary support for social organizations in the management phase. Appropriate role conversion in the management phase help social organizations give full play to their flexibility and creativity, provide services more suitable for public needs, and

[4]Musashi Kosugi station is located in Kawasaki City, Kanagawa county. It is one of the Dongji electric railway stations, with an average daily passenger flow of 176,000 in 2017.

[5]Redevelopment promotion zone system, which realizes efficient land use and urban function renewal through the integrated development of public facilities and housing aiming at areas with insufficient or imperfect public facilities. After defining the integrated development and redevelopment area of the regional planning, according to the internal public facilities planning, the government will correspondingly reduce the restrictions on building functions and FAR, in order to guide the sound development of the project.

[6]Kawasaki municipal Zhongyuan library was founded in 1923 and has been relocated for many times. In 2013, with the opening of Tokyu Plaza, the library with a total construction area of 4496.92 square meters opened again.



Figure 2. Axonometric (left) and section (right) of Tokyu Plaza reading space.

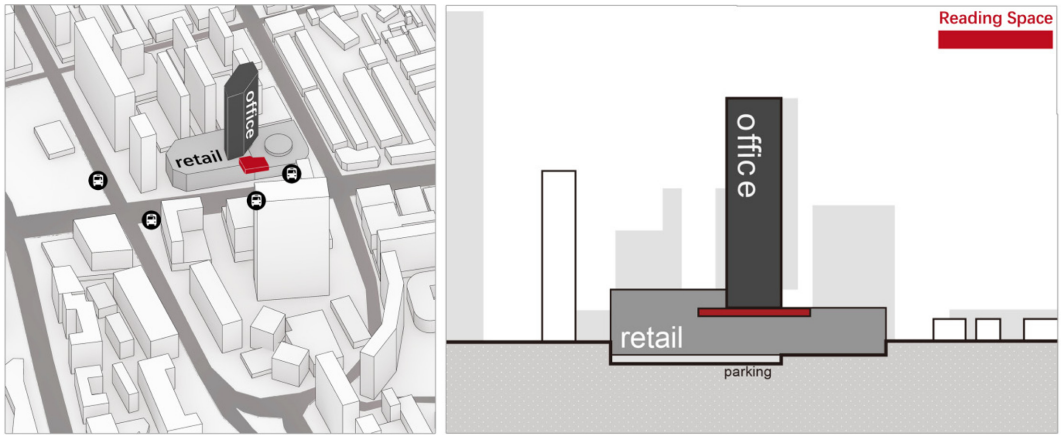


Figure 3. Axonometric drawing (left) and section drawing (right) of Chinatown point reading space.

reduce the burden on the government.

Singapore library system[7] currently has 26 libraries, 13 of which are located in commercial complexes. According to statistics, this type of library space accounts for 19% of the total area of Libraries in the country, but readers' visits and borrowing volume account for 42% and 39% of the total library area (Zhao, 2012).

Singapore's library system relies on the management of a legal entity, the National Library Board of Singapore (NLB)[8]. The agency combines the authority of government departments and the flexibility of independent cultural institutions. Its responsibilities include soliciting public opinions, participating in program negotiation, policy formulation and cultivating voluntary groups. For example, library @ Chinatown at Chinatown point has no permanent staff and is completely self-governed by community forces and voluntary agencies. It is the first library in Singapore and the world to be managed and operated totally by community volunteers (Figure 3).

3.2.3. Enterprises-led development and social organizations-led management(DbMc)

In the development phase of this model, the enterprise is responsible for making proposals and contacting partners. In the management phase, social organizations dominate arrangement of staff and service, which can give full play to the market sensitivity and creativity of the enterprise, and present a flexible operation method.

[7]The Singapore library system is subordinate to the National Library authority of Singapore (NLB), which implements the general branch library system. Each library has unified standards and pays attention to personalized development. Venues are evenly distributed on the island, mostly in places with convenient transportation and dense personnel such as public transport nodes and commercial complexes.

[8]NLB is an independent statutory body and a non-profit organization. Its main members and directors are appointed by the government, and its matters are supervised by the government. The organization not only needs to achieve the government's cultural service objectives, but also needs to independently complete market-oriented operation and management. Singapore's parliament has special laws to set up semi enterprise and semi government institutions to provide public services or manage public affairs. Independent statutory bodies enjoy personnel autonomy and economic autonomy according to law, are not interfered by government agencies, and have independent legal status. Unlike private institutions or companies, independent legal institutions are managed and assessed by the government because they are involved in public business. Generally, public service performance should be calculated according to objectives. It has the same independent management right as other industrial and commercial enterprises in terms of economy and finance.

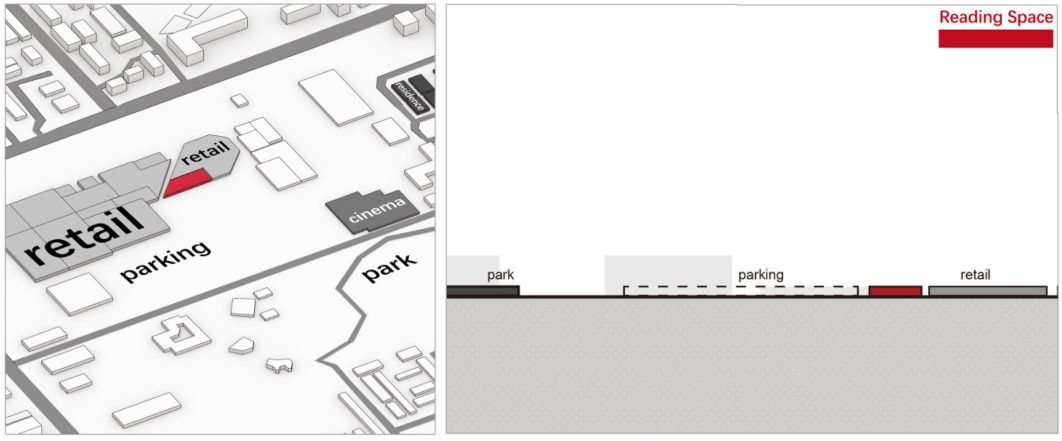


Figure 4. Axonometric (left) and section (right) of Crossroads Mall reading space.

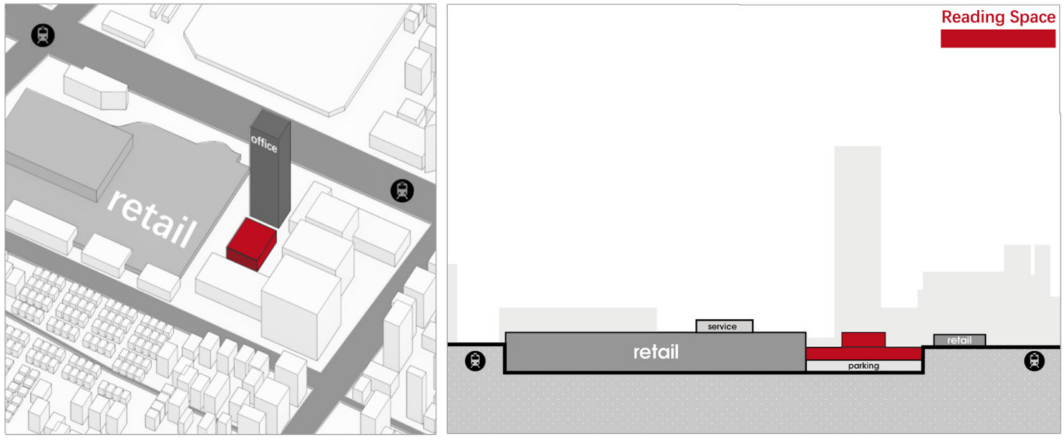


Figure 5. Axonometric (left) and section (right) of COEX mall reading space.

Library Connection @ Crossroads was jointly built by the developer and the King County Library System (KCLS)[9] in Washington State, USA. The reading space focuses on streamline modeling, emphasizes open and convenient use experience. It also provides corresponding books and equipment according to the re-education needs of community residents. In the management phase, the funds come from government support and donations from charities and local residents. KCLS Foundation Committee and relevant departments regularly organize meetings to discuss development goals and fund use, so as to ensure the stable development of the library. The total area of the library is 3,740 square feet. In 2015 alone, 564,000 people visited the library (Schein, 2016). Six months after the completion of the project, the usage of local libraries more than doubled (Figure 4).

3.2.4. Social organizations-led development and enterprises-led management(DcMb)

The development phase of this model is led by social organizations, arranging construction work, and is invested and operated by enterprises. It can give full play to the creativity of the society and present a wealth of business methods and diverse service content.

Star library is located on the ground floor of COEX mall, the largest complex in Gangnam District, South Korea. The complex was developed by the Korea Trade Association Development[10], currently operated by the New World Group. The library is located in the atrium on the ground floor, which is the core connecting multiple functional areas such as transportation, commerce, conferences, hotels, and offices.

Star library has two floors, an area of 2,800 square meters, and 50,000 books. Users can read and participate

[9]The system was established by the King County voters and the county commissioner Committee in 1942 and was originally composed of small rural libraries operated by volunteers. A committee composed of kclsf board members and community leaders decided to develop the plan, and the non-profit kcls foundation raised funds for the system by striving for public taxes, issuing bonds and organizing fund-raising. In the management phase, kcls will hire a professional service team and cooperate with communities, educational institutions and voluntary groups to bring public welfare services to readers.

[10]A private non-profit industry organization established in 1946. It is one of the largest umbrella economic organizations in Korea, with more than 70000 member companies, representing almost the whole international trade community in Korea.

in lectures and exhibitions here for free. The reading space is designed by Gensler, with three huge 13-meter-high bookshelves and elegant wooden interior, making it a landmark. Although the operator has invested a lot of money for the management, 17 million people visited the complex within 10 months of opening, as well as the increase in the number of visits of the whole complex and the surrounding land price, which have actually brought quite objective income (Figure 5).

3.3. The collaborative construction mode should be consistent with the spatial organization method

The above cases reflect that space plays a role in connecting different participants and maintaining interest distribution in collaborative construction.

Projects led by enterprises attach importance to economy. Therefore, reading space is often used as a place to increase attraction and guide customers to consume, which assists investors obtain income. In contrast, government pays more attention to the social value of reading space rather than economic benefits. Therefore, projects led by the government often have simple interior furnishings and focus more on functions. However, because the government does not master specific technologies, it needs to exchange land development policies for enterprise support or contact social organizations to provide help. Social organizations have no advantages in large-scale investment and construction, and their motivation mostly comes from the autonomy of the members, so they are more suitable to lead specific operation and service work that need creativity and affinity.

In short, different collaborative construction modes have their own advantages, but only when they are compatible with the spatial organization can the continuity and service quality of the place be guaranteed.

4. Collaborative construction of complex reading space in China

At present, the opinions and regulations related to public-private cooperation in China are gradually improved. At the same time, the introduction of cultural and art formats into commercial complexes has become a hot spot. Thus, a large number of complex reading spaces have emerged under the trend of increasing citizens' learning needs. The following will classify and discuss domestic existing practices and compare them with foreign practices, in order to explore how to improve the collaborative construction level of commercial complex reading spaces.

4.1. Examples of collaborative construction of complex reading space

4.1.1. Open space in bookstore

The "enterprise-led development and management" (DbMb) mode adopted in this type of practice is the most common construction mode of the complex reading space in China, presenting as open reading space in emerging chain bookstores. Such space is generally exquisitely decorated and rich in supporting facilities, at the same time, has a deep interactive relationship with the overall format of the commercial complex.

As a leader of chain bookstores, Elite Spectrum Suzhou[11] is the representative of this kind of complex

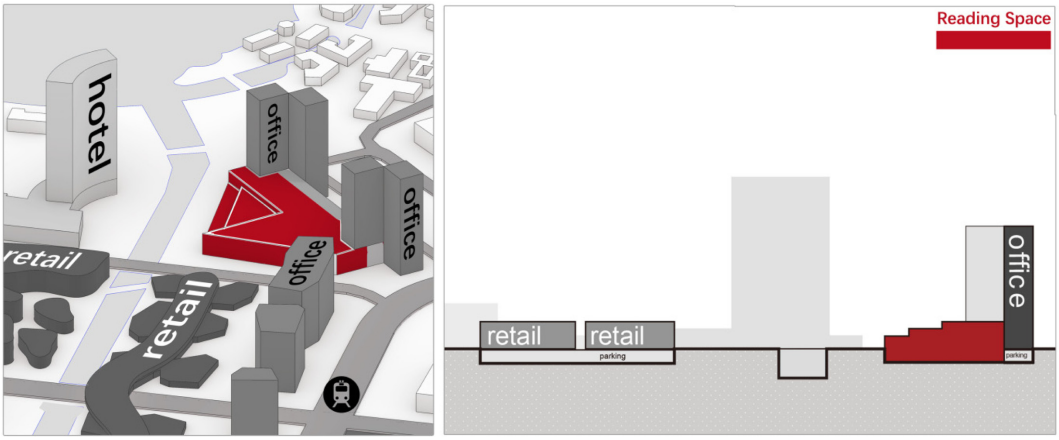


Figure 6. Axonometric (left) and section (right) of Elite Spectrum Suzhou reading space.

[11] In March 1989, Chengpin took the first step by the humanities and art bookstore of benevolence circle in Taipei, Taiwan. Over the past 30 years, with the life philosophy of kindness, love, beauty and lifelong learning, and taking "humanities, art, creativity and life" as the core value, starting from the promotion of reading, it has been committed to the Compound Innovation between "books and non books". So far, it has developed into a brand covering bookstores, galleries, art and cultural performances, retail channels, cultural and creative brands, art and cultural travel, humanistic housing Food, wine, food and other complex cultural fields based on cultural content. At present, there are 50 service sites in Taiwan, Hong Kong, Suzhou, Shenzhen and Tokyo, holding an average of more than 5000 artistic and cultural performances every year, attracting more than 200 million visitors from all over the world. Chengpin hopes to become the most influential and unique all channel cultural tourism brand and cultural creative life platform in Asian society, and make a positive contribution to improving humanistic temperament ((Source: the official website of Chengpin bookstore (www.eslitecorp. Com)

reading space: located next to Jinji Lake, Elite Spectrum Suzhou has obtained land use rules tailored by the government, that is, the podium of the development project can only be used for the construction of cultural shopping mall. Under the coordination of the government, Eslite Group acquired land at a low price and signed a contract with Mitsubishi land, a Japanese real estate developer, for joint development. In terms of management, Eslite takes the "life museum" as the concept and invited architect Yao Renxi to design. The business format takes books as the core and integrates a large number of characteristic business categories, so as to ensure revenue. Therefore, it can provide large-scale reading space, regularly organized lectures and performances to ensure that customers enjoy high-quality cultural services (Figure 6).

4.1.2. Library system expansion

This type of practice originates from the reading promotion work of Chinese libraries in recent years. Adopting the "government-led development and management" (DaMa) mode, it is dominate by the government cultural department which contacts the complex to build library in it and operated by community or library staff.

In Minhang District, Shanghai, the government, libraries and enterprises jointly built the "Urban Study" public welfare library project. Among them, "Bijiang Urban Study" is located in Bijiang life square, the largest commercial complex in Jiangchuan area. The reading space is adjacent to several subway bus stops, along the street on the first floor of the commercial plaza. It covers an area of 160 square meters and provides 24-hour service (Huang, 2017). The study is incorporated into the Jiangchuan library system, unattended and self borrowed by readers. In the first month of opening, the book circulation of "Bijiang Urban Study" and "Phoenix Urban Study" completed together is equivalent to 20% of the circulation of Jiangchuan Library in the same period. In addition, the handling volume of library cards of Jiangchuan library increased by 150% year-on-year (Shen, 2017)(Figure 7).

4.1.3. Cooperation between public libraries and bookstores

This type of practice is also related to the reading promotion of public libraries in China. It is a "government-led development and enterprise-led management" (DaMb) mode. Library institutions issue cooperation plans and provide books, bookstore provides space and manpower to lead the management.

The Chengdu Library's "Urban Reading Space" project was launched in 2018, which is the first domestic cooperation mode of public libraries in physical bookstores. The bookstore shall provide a venue with a capacity of 10 seats and an area of no less than 20 square meters as a reading space, be responsible for venue security and book borrowing registration, and carry out no less than 20 public welfare reading activities in cooperation with the library or independently. The Chengdu Library provides 2,000 books to each urban reading space, and incorporates the space as a branch of the Chengdu Library to provide readers with free borrowing services (Zhang, 2019). In the first month after the launch of the service, the top 5 bookstores ranked by comprehensive data are all located in the commercial complex. For example, the Fangsuo Bookstore in Taikoo Li, Chengdu, arranges the reading space near the subway exit and combines it with the children's reading space to open up a quiet corner in the bustling commercial center (Figure 8).

4.2. Suggestions on collaborative construction of complex reading space in China

Comparing practice domestic and foreign practice, it can be found that in foreign cases, the spatial organization mode and collaborative construction mode have a good fit. Under the guidance of policies, strategies can be formulated in the development phase to realize the benign interaction between public services and other business formats.The strength of social organizations promotes the interaction between participants and reduces the development

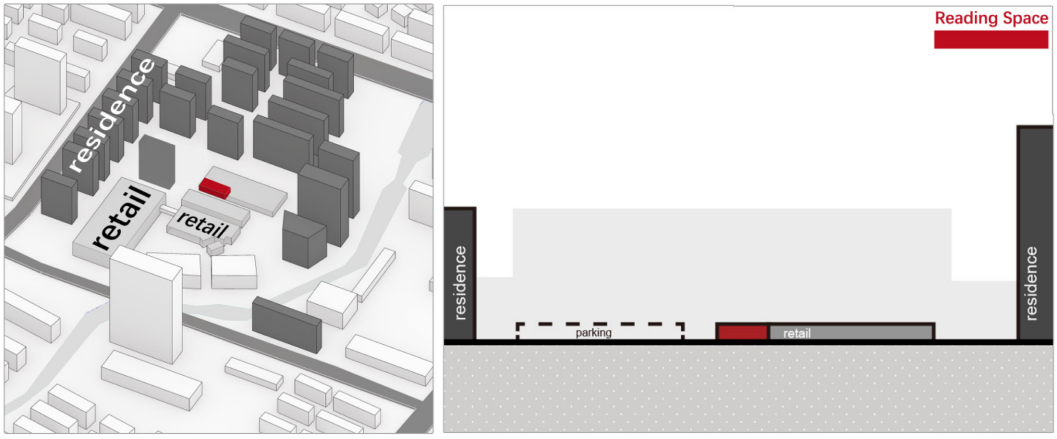


Figure 7. Axonometric (left) and section (right) of Bijiang Life Plaza reading space.

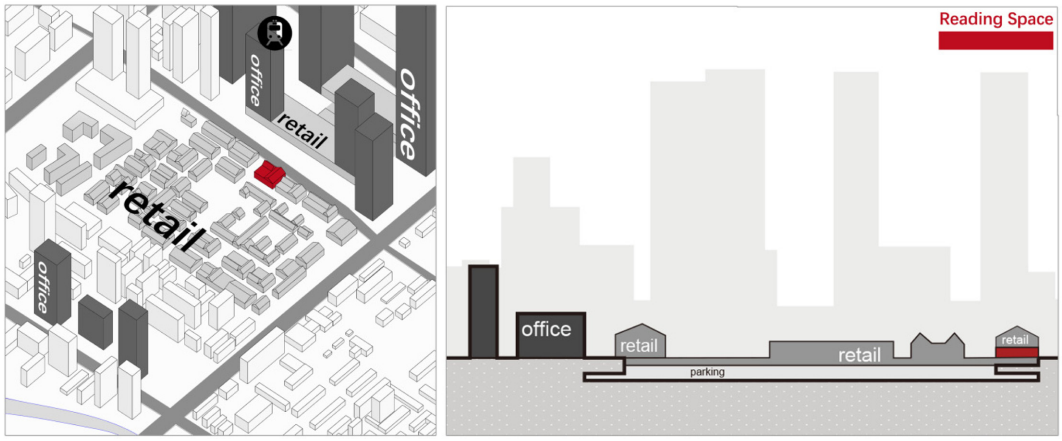


Figure 8. Axonometric (left) and section (right) of Taikoo Li reading space.

and management cost. However, due to the relatively limited involvement of the government, it is difficult to provide large-scale public services by relying on profit-oriented enterprises and loose social organizations.

China's advantages are mainly reflected in the action capacity of government organizations, which means rapidly allocated resources, strong supervision, and less pressure on revenue. Therefore, these places have stronger public welfare. At the same time, the huge market demand also brings more opportunities for enterprises and investors, encouraging the development mode and spatial organization method continuely to be updated. However, relatively general policy and single development strategy make the cooperation level and place sustainability insufficient. On the other hand, the absence of social organizations also makes it difficult for the service to truly have a dialogue with users, restrains the value of the venue to be fully realized.

In the future, on the basis of the independent spatial combination mode with clear traditional property rights, there will also be a compound spatial combination mode with complex property rights. To realize the fine governance of space, Chinese government needs to cooperate with enterprises under appropriate policies while insisting on leading the construction of public cultural services, and to cultivate and guide social organizations to participate in the management of venues.

Correspondingly, the spatial organization method also needs to change from focusing on its own form to enhancing the interaction with the surrounding environment and assisting participants to achieve win-win cooperation, so as to ensure the public welfare and sustainability of public service places.

5. Conclusion and Prospect

In the post-epidemic era, with the increasing abundance of network resources, physical books as the medium of traditional knowledge transmission have gradually declined. In contrast, the space suitable for learning, thinking and communication has become a more scarce physical resource than knowledge carriers such as books. As an infrastructure, these spaces can promote social communication and improve the quality of residents' daily life, thereby helping to combat the phenomenon of social polarization caused by the rise of network society.

In the urban high-density living environment, to ensure that such spaces continue to output a wide range of high-quality public services, it is necessary to achieve a "reasonable and stable" return on investment through "efficient use" of land resources in the way of collaborative construction, so as to respond to the "growing" living needs of the public. Under the guidance of public policy, foreign practice adopts a variety of collaborative construction modes, rationally organizes space, realizes responsibility and benefit sharing. In contrast, China's collaborative construction is still in the primary development phase, and the lack of relevant mechanisms hinders the development of collaboration. Moreover, the concept of emphasizing form and ignoring operation has caused the space to fail to serve the construction mode, which further makes it difficult to maintain the quality of the place for a long time.

To change this situation, we need to explore the collaborative construction strategy focusing on the comprehensive utilization of multiple values of space on the basis of improving the public-private cooperation mechanism and strengthening the cultivation of social organizations. Architects need to break through their dedication to spatial form, rely on their professional ability in construction and coordination, balance the interests of all parties in a creative way of space organi-zation, and help them share both revenue and respon-sibility, so as to ensure the vitality of public service space and promote the sustainable development of the city.

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