Culture-Led Urban Regeneration and New Planning Paradigm

Taipei Urban Regeneration Contradiction and Prospect

Hsu Yen-Hsing

徐燕興

Section chief of urban redevelopment office, Taipei city government; PHD student of graduate institute of building and planning, National Taiwan University
The contradiction with urban planning and urban regeneration

The urban regeneration experiences in Taipei

The culture-led urban regeneration and the new paradigm shift of urban planning in Taipei

Culture-led Urban Regeneration in Taipei

Asian Values and Urban Regeneration

Conclusion
1. The contradiction with urban planning and urban regeneration
1.1 The origins and transformation of modern urban planning in Taipei

- Briefly, the origins of western modern urban planning are a series of governing actions to response the crisis of industrialization and urbanization;
- In Asian cities, especially China cities, we had different developmental contextualization;
- Chinese cities had totally different dependency pathway on industrialization and urbanization.
1.1 The origins and transformation of modern urban planning in Taipei
1.1 The origins and transformation of modern urban planning in Taipei

1. Japanese Occupied: Public Sanitation
2. 1948-1967 Military, Agriculture land reform
5. 1980-1990 Environmental, Community, Housing Movement, and Culture Identify
6. 1990-2010 Neoliberal, Privatizing, and Urban Big Event
7. 2003-2010- ??
1.2 The contextualization with urban regeneration and urban planning

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Growth type</td>
<td>Urban Sprawl</td>
<td>Suburban growth</td>
<td>Suburban /inner city growth</td>
<td>Inner city growth /flagship projects</td>
<td>City integration/global competition</td>
</tr>
<tr>
<td>Key roles</td>
<td>Local/private</td>
<td>Introduce private sectors</td>
<td>Encourage private sectors</td>
<td>Special authority/private sectors</td>
<td>Partnership</td>
</tr>
<tr>
<td>Activities of scale</td>
<td>Urban</td>
<td>Region</td>
<td>Region/local</td>
<td>Local</td>
<td>Regional/local governance</td>
</tr>
<tr>
<td>Funds</td>
<td>Public</td>
<td>Public/private</td>
<td>Private</td>
<td>Funds/private</td>
<td>Public/private/founds</td>
</tr>
<tr>
<td>Social issues</td>
<td>Living standard</td>
<td>Social welfare</td>
<td>Collective consumption</td>
<td>Community empowerment</td>
<td>Social partnership</td>
</tr>
<tr>
<td>Urban issues</td>
<td>Outside cities development</td>
<td>Inner cities reform</td>
<td>Inner cities renewal</td>
<td>Urban project/flagship development</td>
<td>Urban project/history preservation/innovation</td>
</tr>
<tr>
<td>Ecological issues</td>
<td>Landscape/green</td>
<td>Environmental protection</td>
<td>Environmental improvement</td>
<td>Comprehensive environment</td>
<td>Sustainable/ecological city</td>
</tr>
</tbody>
</table>
1.2 The contextualization with urban regeneration and urban planning

- Globalization, urban transformation and capital accumulation (Fainstein, 1986; Harvey, 1985, 1989; Douglass, 2000);

- Urban growth and urban regime theory (Logan & Molotch, 1987; Harding, 1994; Stoker, 1995);

- PPP. and new urban governance (Stoker, 1995; Goodwin & Painter, 1996; Lauria, 1997, 1999; Jessop, 1997; Kearns & Paddison, 2000; Painter, 2000; Geddes, 2006);


Furthermore, we cannot deny that neoliberalism brought the creative ideas in the theory of urban regeneration.
1.3 Culture Turn and Urban Regeneration

A new kind of economy is coming into being.
2. The urban regeneration experiences in Taipei
### 2.1 The contextualization of Taipei urban regeneration policies

<table>
<thead>
<tr>
<th>Content</th>
<th>Taipei</th>
<th>USA</th>
<th>UK</th>
<th>Europe</th>
<th>Singapore</th>
<th>HK</th>
<th>Japan</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Core issues</strong></td>
<td>Older area improvement/attracting real estate</td>
<td>Inner city revitalization</td>
<td>Regional economic recovery/competitiveness/sustainable city</td>
<td>Regional economic recovery/city renaissance</td>
<td>State competitiveness</td>
<td>Urban economic revitalization/attracting real estate</td>
<td>Urban economic revitalization/city renaissance</td>
</tr>
<tr>
<td><strong>Institution</strong></td>
<td>Uro(city government)</td>
<td>HUD(central government)</td>
<td>Deputy Prime Minister/DCLG</td>
<td>European Parliament</td>
<td>URA(city/state)</td>
<td>URA(city/state)</td>
<td>Deputy Prime Minister Office/URI</td>
</tr>
<tr>
<td><strong>Leading Agency</strong></td>
<td>Private</td>
<td>Private</td>
<td>Partnership/Agency</td>
<td>Partnership/Agency</td>
<td>Public</td>
<td>Authority</td>
<td>Cooperation/Agency</td>
</tr>
<tr>
<td><strong>Central/Local Relationship</strong></td>
<td>Local Government</td>
<td>Central funding/local act</td>
<td>Central funding/Partnership act</td>
<td>Europe funding/partnership</td>
<td>City/state</td>
<td>City/state</td>
<td>Government-led/local cooperation</td>
</tr>
<tr>
<td><strong>Preliminary Aim</strong></td>
<td>Slum area renewal</td>
<td>Inner city redevelopment</td>
<td>New town/regional cooperation</td>
<td>Peripheral redevelopment</td>
<td>Urban design</td>
<td>New town/older area</td>
<td>New towns/urban infrastructure</td>
</tr>
<tr>
<td><strong>Community relations</strong></td>
<td>Stakeholder</td>
<td>Shareholder/community</td>
<td>Stakeholder/partnership</td>
<td>Stakeholder/partnership</td>
<td>Government/investment</td>
<td>Government</td>
<td>Stakeholder</td>
</tr>
<tr>
<td><strong>Property arrangement</strong></td>
<td>Property rights exchange</td>
<td>Market</td>
<td>Imposition</td>
<td>Imposition</td>
<td>Unknown</td>
<td>Acquisition</td>
<td>Property rights exchange</td>
</tr>
<tr>
<td><strong>Relation with urban planning</strong></td>
<td>Exclusion</td>
<td>Inclusion</td>
<td>Inclusion</td>
<td>Inclusion</td>
<td>Both</td>
<td>Both</td>
<td></td>
</tr>
<tr>
<td><strong>Policy outlook</strong></td>
<td>Attracting real estate/Large scale development</td>
<td>Revitalization/sustainable city center</td>
<td>Regional renaissance/sustainable/social inclusion</td>
<td>City renaissance/culture innovation</td>
<td>Global competitiveness</td>
<td>Economic sustainability</td>
<td>Economic sustainability/city creativity</td>
</tr>
<tr>
<td><strong>Real Estate scale</strong></td>
<td>Small</td>
<td>City scale</td>
<td>Massive scale/elite</td>
<td>Middle scale/elite</td>
<td>Middle scale</td>
<td>Massive scale</td>
<td>Massive scale</td>
</tr>
</tbody>
</table>
2.2 The phases of Taipei urban regeneration policies

- **1946**: Removing slum areas, build public houses, and implement urban renewal plans
- **1991**: Encouraging private sector to participate and improving area environment
- **2007**: Enterprising city

**Key Events and Phases**

- **1970-1980**: Economic take off
- **1991**: Encouraging private sector to participate
- **1994**: Community identity to nationality
- **1999**: New ways of urban governance
- **2007**: Enterprising city

**Presidencies**

- **Lee presidency**
- **Chen presidency**
- **Ma presidency**

**Key Movements and Changes**

- **Economic Liberalism**
- **Politics Clientelism**
- **Politics Differentiation**
- **Environmental Movement**
- **Export Trade Expansion**
- **Join to World System**
- **Asian Financial Crisis**
- **921 Earthquake**
- **Global Recession**

**New Ways of Urban Governance**

- **1993**: Community identity
- **1994**: Enforcement community policy (まちづくり)
- **1998**: Townscape Renaissance Project (城鄉新風貌)
- **1999**: Urban Renewal Ordinance (都市更新條例)
The urban regeneration in Taipei City could be traced back to the urban reformation in the Japanese occupied which mainly focused on hygiene, hazard mitigation, security, and colonial public order. As a result, building traffic infrastructure, improving the residential quality civil houses and military dependent villages became the earliest project to implement urban renewal in Taipei City.

At the end of the 80’s, Taiwanese economy took off while the community environmental quality was still quite low. Due to the urbanization problem, the government started to consider public and private sectors cooperated to promote urban renewal policies. At that time, bonus articles and co-development also attracted the private sector to take part in the urban construction. The small scale of real estate affected the result of urban renewal project lacking the strength to promote Taipei upgrade. The introduction of the new systems was expected to encourage the private sector to participate the improvement of the public interests.

At the end of 2006, when the new mayor was inaugurated, the concept of urban regeneration was introduced to the urban renewal. The mayor shifted the urban regeneration from a small-scale base and environmental quality improvement to a integrative large-scale urban project. It still continue to encourage private sectors and act deregulation. Relatively, the other East Asian Cities (likely Seoul, Singapore, Shanghai and Hong Kong) focus to attract FDI or upgrading cities, but remove building or revitalize property developer in Taipei.
2.3 Dilemmas and challenges of the urban development in Taipei

- The structural contradictions between the capital logic and the urban development mechanism
- The failure of district planning (homeland planning) justifies that the area cooperation and governance are still in a preliminary research phase.
- The subjects of urbanization in the third world, such as insufficient public facilities, low residential environment, or short mass consumption.
- Urban landscape management is still in a preliminary phase. “Urban-rural landscape policy” is limited to public space.
- The traditional urban planning mechanism is not able to response the challenges from the new urban development.
- The pan-growth alliance formed by the urban political structure makes the unbalanced urban development.
2.4 Taipei governmentality

Fruitfully Natural Resource:
- Rim of mountain and river
2.4 Taipei governmentality

Urban geographic development: From river bank to inner city
2.4 Taipei governmentality

- **Political development**: From self-managing to Clientlism
- **Economics mode**: From flexibility to entrepreneurialist
- **Culture**: Contradiction with identity and modernism
- **Social bond**: From weak bond to isolation
- **Urban landscape legacy**: Clientlism and pragmatism leads urban landscape becoming convenient but ugly.
3. The culture-led urban regeneration and the new paradigm shift of urban planning in Taipei
國外案例
Serpentine gallery pavilion. London. UK
Chanel pavilion by Zaha Hadid

Mobility & Temporary
3.1 Strength

- Abundant water resources and eco-diversity
- Mature development of waterfront, metro-transit network corridor and new economy.
- Small scaled, flexible and highly integrated local industry
- Active and creative society
Soft Urbanism

- Urban Pattern
- Regional Planning
- Growth Pole
- Community Empowerment
- Sustainable City
- Collaborative Planning
- Urban Regeneration Station

Soft Urbanism
4. Culture-led Urban Regeneration in Taipei
清朝中期
遷移路徑
- 大稻埕的發跡

蔗田
十字街
媽祖宮
城隍廟
碼頭
新市街
艋舺
大稻埕

4.1 Historical Preservation and New Practice at Tihua Street
(迪化街)

The middle Cin-dynsty1821 ~ 1874

New Practice at Tihua Street

迪化街店屋內部使用示意圖
### 4.1 Historical Preservation and New Practice at Tihua Street (迪化街)

<table>
<thead>
<tr>
<th>year</th>
<th>event</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. 1977</td>
<td>Urban Planning defined 20M wide road in Dewha street which original wide is 7.8M</td>
</tr>
<tr>
<td>2. 1988.08</td>
<td>Preservation movement</td>
</tr>
<tr>
<td>3. 1988.11</td>
<td>Mark out special district plan</td>
</tr>
<tr>
<td>4. 1989</td>
<td>History resources investigation</td>
</tr>
<tr>
<td>5. 1992</td>
<td>Assigned 77 historical buildings</td>
</tr>
<tr>
<td>6. 1995.10</td>
<td>Institute Dewha street workshop by city government</td>
</tr>
<tr>
<td>7. 1997</td>
<td>Inject TDR system</td>
</tr>
<tr>
<td>8. 2000.01</td>
<td>Announce ‘Dadaocheng historical special detail plan’ within UD &amp; TDR concept</td>
</tr>
</tbody>
</table>
4.1 Historical Preservation and New Practice at Tihua Street (迪化街)
4.1 Historical Preservation and New Practice at Tihua Street (迪化街)

保存案例：李亭香宅
4.1 Historical Preservation and New Practice at Tihua Street (迪化街)

<table>
<thead>
<tr>
<th>送出基地 (迪化街一段219、221號)</th>
<th>接受基地A中山區金泰段</th>
<th>接受基地B南港區經貿段</th>
</tr>
</thead>
<tbody>
<tr>
<td>面積</td>
<td>493㎡</td>
<td>1968.91㎡</td>
</tr>
<tr>
<td>使用分區</td>
<td>特(一)</td>
<td>娛樂區</td>
</tr>
<tr>
<td>現地使用容積</td>
<td>420.04㎡</td>
<td>送出移出容積</td>
</tr>
<tr>
<td>可移出容積</td>
<td>2253.21㎡</td>
<td>1828.48㎡</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>送出基 Received site</th>
<th>送出移出容積</th>
<th>1828.48㎡</th>
</tr>
</thead>
<tbody>
<tr>
<td>可移出容積</td>
<td>2253.21㎡</td>
<td>1575.12㎡</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>接受基 Received site A</th>
<th>面積</th>
<th>使用分區</th>
<th>送出移出容積</th>
<th>接受移入容積</th>
</tr>
</thead>
<tbody>
<tr>
<td>中山區金泰段</td>
<td>1968.91㎡</td>
<td>娛樂區</td>
<td>1828.48㎡</td>
<td>1575.12㎡</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>接受基 Received site B</th>
<th>面積</th>
<th>使用分區</th>
<th>送出移出容積</th>
<th>接受移入容積</th>
</tr>
</thead>
<tbody>
<tr>
<td>南港區經貿段</td>
<td>2766.36㎡</td>
<td>住宅區</td>
<td>274.26㎡</td>
<td>553.73㎡</td>
</tr>
</tbody>
</table>

其他基地
4.1 Historical Preservation and New Practice at Tihua Street (迪化街)

- **Historical Preservation Outcomes**
  - 72 historical buildings restored
  - 89 non-historical buildings restored agreements
  - 161 buildings restored

- **TDR**
  - TDR OUT Sites: 161
  - TDR IN Sites: 150
Facing Problem
- Restored quality is unstable
- Inhabitant without preservation consensus
- Retail management is old-fashioned
- Pedestrian quality is bad
- Fire and modern life facilities conflicts
4.1 Historical Preservation and New Practice at Tihua Street (迪化街)
4.2 Urban Regeneration Station Project in Taipei

Local Strategy → Urban Creativity → Urban Regeneration Station

Public mechanism

Integrate Community → Regenerate Space → Urban Regeneration Station

Private agency
4.2 Urban Regeneration Station Project in Taipei

- **Urban Creative Hub**: A place draws creative individuals and creative energy by providing resource, aura and platform, aiming to stimulate free imagination for urban regeneration.

- **Regenerating Hub for Visible and Invisible Community**: A space for agglomeration of visible (tangible) and invisible (cultural) community, all individuals (existing and new residents, visitors, tourists etc) are welcome to URS for community they belong.

- **Sustainable Hub for District Development**: Deployment of public and physical spaces for sustainable development and creative platform, which differs from short-term activities.
都市の発想的なマーケティング戦略：
都市再生前進基地（URS）とカルチャー・クリエーティビティの統合

カルチャークリエーションの楽しい台北を築き上げる アーバン・リジェネレーションのニュービジョン

時代の進歩と供に、世界各地の都市と社会形態は移り変わり、アーバン・リジェネレーションとまちの再生は現代における都市発展の核的なテーマとなっている。アーバン・リジェネレーションの進行は、空き地の土地改革、旧市街地の活性化などから着手することができる。既存空間の構造転換を通じて、より多様な発展可能性を生み出し、周辺の破壊や産業の活性化につながり、都市の競争力を向上させ、都市の発想的なマーケティング戦略の一環として考えられる。台北市で七割以上を占める老朽化した建築に対して、スクラップ・アンド・ビルドは一つの選択肢に過ぎず、いかに都市再生の広い視点は都市に充実されるべき機能を見極め、建て替えるまでの公、私有老朽化建築物を活かすかも、古い建物の再
URS 21- Zhongshan alcoholic distribution factory (中山配銷處)
URS 89-6: Urban Design Corner, Mid-Town Culture Center (城中藝術區)
5. Asian Values and Urban Regeneration
World Expo is also a mega culture event on urban regeneration. The Expo could lead new opportunities to bring a lot of infrastructures, increase a lot of jobs, and promote city competitiveness. But urban regeneration is an action for future. It hopes having a capacity to pilot city sustainable. Therefore, the culture-led of urban regeneration is not mega event to strongly transform city better. It is soft urbanism to embed local and interrelate with multiple.

Culture is dynamics with interdependency. In global age, Asian values though are interdependency from western and themselves. We should carefully operate urban planning to carry on local identify and culture subjectivity. In Asian cities, we had common similarity on structure of differential mode of association, flexible and highly effective integrated local industry, but different nation power. Any plan could not scatter this asset, also urban regeneration is.

The new mode of urban planning should follow Asian governmentality and embedded contextualization of culture. It obviously selects a suitable way to development ourselves cities.
Conclusion
We need a cross-broad culture and urban regeneration to build a base stone that could infill soft power and creativity in city. This new way of urban planning shows a new mode of governance, including new public-private, new urban legend and new accumulation of capital. It gives a efficient response for new global competition between cities.

It will be a disaster to copy western urban action in Asia Cities. This paper discusses a alternative ways to respect culture and way out a prospect development by itself. Culture turn for urban planning is a necessary strategy to face the new challenge.
讓 都市再生 開啟水岸、人文、科技台北城的新扉頁

Thanks