

URBAN WATERFRONT REDEVELOPMENT

— **URBAN REDEVELOPMENT AND URBAN POLITICS, A COMPARISON**
STUDY OF SINGAPORE AND SHANGHAI

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Summary

The objective of the study is to elaborate the differences in urban politics of Singapore and Shanghai with case studies. Five derelict waterfront areas at prime location went through urban redevelopment in different manners. The underlying political rationales, the way agencies interact varies under different societal context.

Research subjects are five waterfront redevelopment projects: Boat Quay, Clarke Quay, and Robertson Quay in Singapore; Moganshan District and Brilliant City in Shanghai. Urban development processes are divided into three phases (1) preparations for redevelopment – demolition and population relocation; (2) reconstructions of public waterfront; and (3) redevelopment of built environment, (including building restoration, construction and its surroundings). Analyze how the agencies: (1) the government; (2) developers; (3) tenants; and (4) planner and architects, accomplish waterfront redevelopment, their relationship and the differences of roles played by each stakeholder.

Through the study on the developmental process of the five waterfront redevelopment, the differences between Singapore and Shanghai lie in: (1) stakeholders in Singapore accomplished waterfront regeneration in a cooperative and supporting way, while in Shanghai stakeholders worked in a relatively conflicting process with less effective communication; (2) in Singapore, the cooperation is achieved through a combination of legal policies, the government incentives, urban design guidelines and infrastructure constructions while in Shanghai less the governmental intervention were employed to encourage communication and discussion among stakeholders; (3) in Singapore, the government directed and undertook more efforts in accomplishing (commanding) overall waterfront redevelopments, while in Shanghai, the government took a directional role and used policies to enforce developments; (4) Urban design guidelines released by the

government in Shanghai is far less detailed than the ones in Singapore, as a result, planners and architects have more control on physical layout, shape and appearances of built environment than their Singapore counterparts.

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CHAPTER ONE INTRODUCTION

INTRODUCTION

This thesis examines waterfront redevelopment processes of five projects in Shanghai and Singapore. Drawn from the field of urban studies, the theoretical thrusts include urban politics, urban space and urban design theories. The politics theory focuses on the value, organization, and access to power of different groups. This theory analyzes the relationship of these groups to the decision-making machinery [and] studies how different agents form alliances and coalitions to achieve objectives and execute urban development plans.¹ Theories on urban space and urban design emphasize the way humans structure the built environment. Its subjects usually involve the design and planning of large urban areas, such as neighborhoods, park systems, highway corridors, new towns, and etc.² Urban design theories concern about the nature of spatial structures and arrangements of physical objects; how certain physical forms influence social relations; and the fundamental natures of a nourishing spatial form which could produce a healthy society.

Waterfront is defined as the land with buildings on an urban area fronting or abutting a body of water.³ Among the current wave of urban space-making processes, waterfront redevelopments gradually became the manifestation of “the most intricate and intense conflicts among different urban forces with higher economic and political

¹ Martin Jones, Rhys Jones, and Michael Woods, *An Introduction to Political Geography : Space, Place and Politics* (London: Routledge, 2004).

² Richard T. LeGates and Frederic Stout, eds., *The City Reader*, 3rd ed., Routledge Urban Reader Series (London, New York: Routledge, 2003). 463.

³ Merriam-Webster Online Dictionary, "Waterfront," <http://www.merriam-webster.com/dictionary/waterfront>.

stakes.”⁴ In the current global and post industrial world, this place became the flag site for city image making. Numerous of abandoned docks and piers are facing new chances to rejuvenate its urban lives.

While most studies on waterfront developments are conducted in the western scholar literatures. This study aims to find another type of waterfront which was not appeared in the waterfront literature and might represent some of the emerging redevelopment projects in Asian. The goal is to investigate the power dynamics underlying the waterfront production processes and the nature of this new urban form, and to provide a better understanding of urban governance strategies.

In Chapter two, I review recent literatures on urban politics, urban space and design, and waterfront redevelopment. I will provide an introduction of theory arguments, recent studies, and identify research gaps. In Chapter three, I will investigate on the redevelopment of Singapore River and three of the major waterfront regeneration projects. The political, economical and social context of the city will be provided followed by a short explanation on its land market and planning systems. Detailed studies on three significant waterfront redevelopment cases will be provided. In Chapter four, the waterfront redevelopment of Suzhou Creek will be studied followed by two waterfront projects studies. In the last chapter, I will summarize the redevelopment strategies adopted by the governments and qualities of urban spaces.

RESEARCH OBJECTIVES

The objective is to examine the urban development processes and urban politics of Singapore and Shanghai with the study of five waterfront redevelopment projects.

⁴ Richard Marshall, ed. *Waterfronts in Post Industrial Cities* (New York: Spon Press,2001). 7.

The cases are selected from locations with similar physical conditions – derelict waterfront sites in prime city locations. There are a number of issues to be addressed:

1. What is the production process of urban waterfront?

Describe the developmental process of the selected projects;

2. What interest groups or agents were involved in the developmental processes? What are the relations among these groups?

Find out the government's development strategies; analyze the coalition, alliance formed among individual agents or groups; examine the way conflicts are mediated or solved;

3. What are the products of urban waterfront developments?

Describe the spatial forms of the selected projects; analyze how stakeholders decide the appropriate use of these waterfronts;

Beyond the limited scope of this discussion, the differences in urban politics are also the inevitable result of societal ideologies, political, economic, and social context which inform us of how projects are realized, and what ideology the society embraces.⁵

RESEARCH METHODOLOGY

The theoretical thrust of this study pertains to urban politics which recognizes power relationship of different groups in planning processes, and urban planning which analyze the nature of the spatial structures and its influence on social relations.⁶

In identifying the key interest groups, I have chosen to approach the argument through a gamut of theoretical perspectives:

⁵ Michael Larice and Elizabeth Macdonald, eds., *The Urban Design Reader* (London, New York: Routledge, 2007), 437.

⁶ LeGates and Stout, eds., *The City Reader*, 352.

1. Neo-Marxism theories identify interest groups according to their relationship with the *capital*, in other words, the power “in mobilizing money to pull real estate developments”. For instance, in previous studies, interest groups are identified as developers for they directly invest in real estate, bankers and mortgage companies for they indirectly control financial resources, and etc;⁷
2. The Urban Regime theory identifies stakeholders depending on their influence over key resources. Previous studies have identified business leaders for their financial resources, newspaper editors for their influence over mass media, and etc;⁸
3. The Growth Machine theory identifies stakeholders depending on their level of control over land resources. In previous researches, government for their control of real estate regulatory policies, developers, realtors, bankers, the media, universities are commonly identified;⁹

Regarding the physical aspect of spatial redevelopment, previous researches in urban design reveal that successful strategies usually involve a focus on providing a mixture of activities, well-connected street networks, intimate built environments in human scale, and distinctive place images and identities.¹⁰

⁷ Mark Gottdiener and Ray Hutchison, *The New Urban Sociology* (Boulder, Colo.: Westview Press, 2006).79.

⁸ “Pluralist model analysts tended to see urban politics as an autonomous realm that possessed real authority and commanded important resources.” LeGates and Stout, eds., *The City Reader*.219; and Jones, Jones, and Woods, *An Introduction to Political Geography : Space, Place and Politics*.

⁹ Andrew E.G. Jonas and David Wilson, eds., *The Urban Growth Machine : Critical Perspectives Two Decades Later*, Suny Series in Urban Public Policy (Albany, N.Y.: State University of New York Press,c1999).5; and “Citizen or public’s right directly linked to the property ownership and territory, linked to whether they can access or not...different groups have unequal access to the kind of property manipulation that yields rent...they lack access to the complex array of legal and quasi-legal manipulations that facilitate real estate returns...making money from space works best with a wide array of ties, strong and weak, across the social structure (to politicians, banks, construction firms, preservation groups, law firms, buyers, brokers, etc).” Ibid.256.

¹⁰ LeGates and Stout, eds., *The City Reader*.

Draw from previous theories, the thesis formed the research framework identifies two critical aspects of urban politics—governance and planning strategies, and relationship among different interest groups. Four urban design features are identified—human dimension, multifunctionality and diversity, accessibility and street systems, and spatial scale, and place identities and meanings.

		URBAN DESIGN			
		Human dimension	Multifunctionality and diversity	Accessibility and street systems	Place identities and meanings
URBAN POLITICS	Governance and planning policies	WATERFRONT REDEVELOPMENT PROJECTS (Singapore River) Boat Quay, Clarke Quay, Robertson Quay (Suzhou Creek) Moganshan District, Brilliant City			
	Relationship between different interest groups				

RESEARCH SUBJECT

Research subject is pertaining to waterfront redevelopments, with a total of five case studies in Singapore and Shanghai. The three cases from Singapore are (1) Boat Quay; (2) Clarke Quay; (3) Robertson Quay; and the two cases from Shanghai are (4) Moganshan District; and (5) Brilliant City. Similarities in these five places lie in: (1) prime location, (2) declination of former shipping activities; (3) unfavorable living conditions; and (4) river cleaning before redevelopments. I divide each development process in three phases: (1) the preparations which include building demolition and

residents' relocation, (2) the reconstructions of waterfront, and (3) the redevelopment of the entire area. I analyze how the four stakeholders—the government, developers, tenants and visitors—accomplish physical regeneration in different manners.

The detailed criteria in case selection are as follows:

1. Time of development: all five projects took place in the last twenty-five years. While urban development of Boat Quay and Clarke Quay accomplished in the early 1990s, the rest came to fruition recently, making field works and primary resources available and credible.¹¹
2. Scale of development: The land areas vary from four ha to forty ha encompassing more than one urban district. Each area is planned as an integral urban district in master plans.
3. Contextual similarities: all five urban redevelopments projects are initiated under similar circumstances as stated before. Boat Quay, Clarke Quay and the Moganshan District projects shared the same goals of commercial rejuvenation and heritage regeneration. Robertson Quay and Brilliant City projects share the same goal of residential regeneration.

Much can be learned about space and its politics by examining case studies of actual urban design projects. The careful note is not to rush to conclusions that what has worked in one project is appreciative to every other. It is important to recognize the political, economic, and social contexts in which the case was realized, including the role of each participant in the development process.

¹¹ Timeline of each project Please refers to Appendix 3 the production timeline of the five places

RESEARCH SCOPE AND LIMITATIONS

The research involves literature reviews, field trips, and interviews which is conducted within two years.

1. Literature review: this study applied political science theories to analyze urban development process, analyzes the underlying power dynamics among different interest groups. However, my major is not political science or geographic politics, the information of these theories are gained from independent researches. Most urban development, planning and design theories reviewed in this study are draw from United States. There might be an issue of applicability due to the contextual differences between Asian and United States.
2. Resources of historical facts: a majority of secondary sources are governmental documents such as *Shanghai Yearbook*, publications from the URA Press, and National University of Singapore Press.
3. Contemporary facts: for the period after the 1980s till now, a majority of secondary resources are governmental documents, publications and newspapers. Primary resources include field works and interviews.
4. Interviews: with administrations, authorities, academics, and professors, such as staffs from URA and the Shanghai Municipal Planning Institute.
5. Language of the resources: most resources for Singapore studies are English and most resources on Shanghai are Chinese
6. The time frame of case studies all start from the relocation of the residents to present (for ongoing projects) or the cessation of significant changes (until a major project is completed). Geographic boundaries are in parallel with statutory planning districts.

While admitted that there are mitigating factors influencing the change of the built environment beyond the scope and purview of this thesis, I hope that the limited scope here sufficiently covers the key contributing factors of urban redevelopment in waterfront districts.

CHAPTER TWO LITERATURE REVIEW

PRODUCTION OF SPACE AND URBAN POLITICS

In late 1960s and early 1970s, Lefevre firstly established the relationship between space and mode of production. Mode of production comprised of productive forces—human labor power and means of production—and social relations of production. People consume to survive, and produce to consume. Consumption and production are the basis of social relations. In a capitalism society, Marx argues, because the market produces class conflicts in social relations, production cannot be sustained. The exploitation of a capitalist class allows the capital accumulation at the expense of the working classes. The state plays two obligatory functions—the accumulation function and the legitimating function—among these social relations. They provide the production prerequisites, such as the monetary system and the legal system, and create institutions and policies to contain social conflicts.¹²

Marx distinguishes an object's value between use value and exchange value. These objects can be material things, ideas, or labor. Exchange value is a unanimous axiomatic which regulates by setting the way in which all relations can be governed.¹³ The use value of land is hence can be transformed into the exchange value of real estate, so did the use value of buildings into the exchange value of properties. Therefore lands and buildings attain important roles as essential parts of the capital circulation. Identified by Gottdiener (1977), among the social relations built around the property and real estate capital circulation, roles are identified among various

¹² David Judge, Gerry Stoker, and Harold Wolman, *Theories of Urban Politics* (London, Thousand Oaks, New Delhi: SAGE Publications, 1995).

¹³ Todd May, *Gilles Deleuze : An Introduction* (New York: Cambridge University Press, 2006).144-145.

agents, such as land speculators who purchases building or land to sell for profits, land developers who purchases land and build properties to sell; homeowners and individual companies who purchase properties for their own use. This property and real estate market enables everyone to invest. In the capitalist commodity arrangement, land becomes stocks, a way to channel capital and a source of wealth. Space becomes commodity, and is perceived as the abstract space of exchange value. Capital investors, businesses perceive space for its exchange value—dimension, area, location; homeowners recognize otherwise—buildings, facades, sidewalks—the place to live. Space thus embodies the inherent conflict between exchange value and use value created by the Capitalism mode of production. In the twentieth century, the capitalist cities convert the classical city-oeuvres into the commoditized “terrain of speculative real estate”.¹⁴

However, unlike other commodities, space has both a reality and a property that enables it to constrain other products and continually recreate their social relations. It is “an object of consumption, a political instrument, and an element of social struggle”.¹⁵ This internal contradiction has been managed through a mediating system of spatiality accomplished through the activities of the state. Lefebvre argues the production of city can be analyzed and presented through the economic terms, such as capital investment, profit, rent, class, and uneven development. He suggests that real estate is not only a means of investment but also a special case of settlement space. The city-building process creates certain spaces which contains social activities and builds social relations. The government plays a significant role in space because they

¹⁴ Rob Shields, *Lefebvre, Love, and Struggle : Spatial Dialectics* (London ; New York: Routledge, 1999).270.

¹⁵ Gottdiener and Hutchison, *The New Urban Sociology*. p.129.

usually control a large amount of land and the distribution of them.¹⁶ To examine the reproduction of social relationship in space is to disentangle the power dynamics among key stakeholders.

The research from the Marxism and Neo-Marxism scholars on urban relations are highly influential in the 1970s. The works involves those of Harvey, Castelles, Lefebvre, and later Soja and the criticism of the 'postmodern Marxism'.¹⁷ The premise of the theory is that within a capitalist state, the mode of production determines the nature of social relations, the conflict between capitalist and working class is the basic social struggle, and the state supports the interests of capital. David Harvey argues that the class conflicts are confined "in a spatial node that concentrates and circulates capital".¹⁸ This struggle between labor and capital give rises to a continuously building of conflict and coalitions in capitalist and working classes and an everlasting battle on the creation, management and use of the built environment. Government, as a part of the state apparatus, intervenes and helps the capitalist to quiet down the social unrest because that the struggles around the built environment impede the profit making.

The urban regime theory approaches the urban relations from a different perspective. It is one of the most widespread ways to study urban politics for over two decades. Regime theory portrays political power at the urban scale as characterized by neither pluralist fluidity and openness nor elite domination and control, while incorporating both political and economic influences on city politics. The attention is shifted from

¹⁶ Ibid. 134.

¹⁷ Jonathan S. Davies and David L. Imbroscio, *Theories of Urban Politics* (SAGE Publications Ltd, 2009).

¹⁸ Gottdiener and Hutchison, *The New Urban Sociology*.

previous debate on decision making to the setting of strategic political goals. The assumption of the theory is based on the same idea as the Marxism and Neo-Marxism which is that the capital accumulation process is fundamentally contradictory.¹⁹ The urban regime thesis argues that to maintain stable environment for capital accumulation, local regimes are formed to draw together coalitions of stakeholders, institutions, and political leaders for the pursuit of particular goals. Such regime must be flexible and adapt to changing social, political and economic circumstances and can thus evolve in their strategies. Urban regime theory essentially examines how and in what conditions do “different types of governing coalitions emerge, consolidate, and become hegemonic or devolve and transform”.²⁰

The growth machine theory emerged following the Marxism and Neo-Marxism theories, coincided with a fundamental shift in the model of economic growth of the North American in the 1970s. With the crisis of Fordism mass production and the consumption economy, the federal government withdrew from local governance, and the way cities were governed was significantly changed. The core of the growth machine thesis is “collations of land-based elites, tied to the economic possibilities of places, drive urban politics in their quest to expand the local economy and accumulate wealth”.²¹ The primary attention of the theory is given to the analysis of the needs of human agents, their strategies and institutional relations.²² The premise of the theory is that the fundamental political and economic of any locality is

¹⁹ Jonas and Wilson, eds., *The Urban Growth Machine : Critical Perspectives Two Decades Later*.13.

²⁰ Jones, Jones, and Woods, *An Introduction to Political Geography : Space, Place and Politics*.107.

²¹ Jonas and Wilson, eds., *The Urban Growth Machine : Critical Perspectives Two Decades Later*. 3.

²² John R. Logan and Harvey L. Molotch, *Urban Fortunes: The Political Economy of Place* (Berkeley, CA: University of California Press, 2007).

growth.²³ The desire for growth provides the motivation towards consensus among local politicians and elites to secure the preconditions of growth—land. Centered on the interest in exchange of land and property, diverse stakeholders drive urban politics to expand the local economy. The heart of the groups includes developers, realtors, and banks; and a number of auxiliary players, including media, universities, professionals, support growth. Beyond the pursuit of increasing land value, the interest groups also want to attain consent from the communities and citizens who attach to the place for its use values. The conflict between use value and exchange value; residents and developers, as the growth machine thesis suggests, are to be resolved through government intervention. With a revenue stake in land use, the government often influences the distribution of land resources. Furthermore, the growth machine thesis also sees local district and cities in a hierarchy of territories corresponding to each level of government. It suggests that to facilitate urban growth, the government action needed is always one level higher than the “community from which the activism springs”.²⁴ Growth collations that compete for resources within a local level may join together when it comes to support growth in a national level. In this respect, the politics power relations are fit into a much broader globalization and localization conditions.²⁵

Regarding community powers, there are several debates in the 1970s in American. The concerns of these discussions include the role of the community in urban development decision-making processes, the appropriate size of local councils, and the role of the local government. Some argues community’s lack of access to the

²³ Harvey Molotch, "The City as a Growth Machine: Toward a Political Economy of Place," *The American Journal of Sociology* 82, no. 2 (Sep. 1976).

²⁴ Ibid.

²⁵ Jonas and Wilson, eds., *The Urban Growth Machine : Critical Perspectives Two Decades Later*.

complex legal and quasi-legal manipulations that yields rent exposed them to exploitations. Local authorities should concern for the problems of local communities—and arguably the enabling authorities—should represent communities, resolve the issues they are beyond the individuals. This debate also discussed how government redistributes wealth and channels resources toward the public good.²⁶

Recently, a number of scholars have expressed on how Western countries have changed in the 1980s and 1990s. Hubbard and Hall (1998) pointed out a new kind of Western city—post-industrial and post-modern—emerged that is radically different in urban spatial structure. Recent studies on urban politics focuses on a new shift from the managerial to the entrepreneurial governance. Jessop suggests the shift to be associated with the movement from Keynesian welfare national states to Schumpeterian workfare post-national regimes. The functions of the managerial state are to provide public infrastructure, support full employment and ensure mass consumption; the form of the state was used for economic intervention and public policy making. And in an entrepreneurial regime, the state promotes supply-side innovation and facilitates open market economies; subordinates social policy to competitiveness and pushes wages down; the forms of the state is devolved into local and regional networks and partnerships.²⁷

The urban politics studies provide useful insights on the power relations underlying the development of urban places. The exchange of land is the key in politics, and agents are identified for their ability to access and mobilize resources. In an

²⁶ Davies and Imbroscio, *Theories of Urban Politics*.

²⁷ Laurence J. C. Ma and Fulong Wu, *Restructuring the Chinese City: Changing Society, Economy and Space* (Routledge, 2005). 1; and Jones, Jones, and Woods, *An Introduction to Political Geography : Space, Place and Politics*. 73-74.

arrangement between groups of agents and institutions in which objectives are shared, collaboration is encouraged, a blending of resources involved, a better outcome which is more than the sum of individual parts is more likely to be produced.²⁸ One of the common approaches adopted in urban politics studies is the examination on the decision making process, and the relations between three groups of stakeholders—government, private sectors and communities.²⁹ This method could be found in the regime theory which provides a framework to analyze the participation of different groups into the selection of policy strategies and government coalitions. Generally a set of elite groups, such as government, business, and civic associations, is identified. Their activities involved in strategic policy making processes, how the groups are linked and exercise power through the network are investigated.³⁰ Examples could be found in Hobb's analysis of the way uneven spatial process of economic change structured the operation of town planning. He investigates on the power relationship among key agents in a dynamic perspective.³¹ This method could also be found in Harvey's detailed study on the profit-making mechanism of the capitalist class within the space of the city. In addition, another more recent urban politics research approach adopts the similar method but further consider the globalization affect on the shift from the provision of social welfare into a pro-active attitude for local economic development. The studies from this perspective can be identified in Clarke and Gaile's analysis which draws attention to "global homogenization". And concludes that local politics is dominated by similar policies in the pursuit of footloose multinational capital resulting in unanimous spatial structures.

²⁸ Jones, Jones, and Woods, *An Introduction to Political Geography : Space, Place and Politics*.373.

²⁹ Ibid.

³⁰ Ibid. 111.

³¹ Ibid.

Relative to the cities of Asian, a significant number of researches now exist, but rare are dedicated to study this changing institutional politics and spatial restructuring. Scholarship from Asian have began to see the potential parallels between experiences in the US and elsewhere using insights from these approaches.³²

URBAN SPACE

In the purview of urban politics studies, space is defined by the process of social production rather than of any spatial characteristics. The Neo-Marxist geographers emphasize on a social, economic and political process in which accumulated capital is reproduced, and “place” is removed from the analysis. The research in urban politics concerns itself with social classes, tends to analyze at a scale in which little attention is paid to any spatial variation. This reduction of the urban to the social relations and the marginalization of place are most noticeably by Urry (1981), who stresses that the spatial arrangement can as well have an effect on social relations.³³

The research of the nature of spatial structures in Western scholarship lies in the discipline of urban design and urban planning. Space is defined as the spatial arrangement of the physical objects and the human activities that make the environment. It is the buildings and open space; the landscapes and physical characters; the relationships in the making of urban space and the built environment which fit in human needs.³⁴

Urban design essentially deals with three-dimensional space and seeks the nature of a satisfactory physical environment. They argue that a nourishing spatial form could

³² Ibid.100.

³³ Ibid. 100.

³⁴ Larice and Macdonald, eds., *The Urban Design Reader*.445.

produce a healthy society—“diverse, participatory, and environmentally sustainable”. The urban design theories focus on the important traits of the spatial forms which are conducive to the urban life. There are four features of urban characteristics which are commonly discussed. The first feature is the urban forms associated with human dimensions. As proposed by Jane Jacobs, streets, buildings, and public space, are important physical conditions for dynamic social life.³⁵ The second feature is the multifunctionality and the diversity of urban space. As proposed in the studies of Jane Jacobs, Allen B. Jacobs and Donald, multifunctional neighborhoods, an “integration of activities, buildings that defines public space and many different buildings and spaces with complex arrangements and relationships” are important design physical conditions for dynamic social life.³⁶ The third feature is the streets system, which can be found in studies by Jane Jacobs and Kevin Lynch.³⁷ The fourth feature is the identity and meaning of urban space. As in the studies of Gordon Cullen and Kevin Lynch, the visual imagery, picturesque and emotional qualities of physical environment build place identities. Therefore, social identifies and relations are rebuilt hence to defend the homogenous placelessness brought by globalization. The authenticity and meaning of space is the central values of urban life.

Urban planning theories associate place with more abstract concepts. They perceive space as a social-temporality and an urbanization process. Planning guidelines, since the 1950s, included both long-term master plan and short-term physical development plan. Presented in design guidelines in American cities during the 1990s, most design controls from the west coast cities of the USA included a set of interconnected

³⁵ Ibid. 80.

³⁶ Ibid. 98.

³⁷ Ibid. 80.

propositions and recommendations that can provide a framework for design control in a wide range of planning systems. These recommendations are on the assumption that design as a process rather than a product.³⁸

WATERFRONT REDEVELOPMENT

Evolution of Urban Waterfront

The world has seen waves of waterfront renewal in the past few decades, from global cities, such as New York, London, and Tokyo, national cities, such as Boston, Sydney, and Vancouver, to regional cities, such as Bilbao, Havana, and Geneva. Derelict waterfront areas near the water margin provide possibilities to create pieces of city, to find forms for post-industrial space, to reinvent meanings of the society.

Waterfronts build the historical continuities and identities of cities. The greatest civilizations are born by the rivers. Water is traditionally the essential structural element of cities. From the plan of Alexandria (331 B.C.) by Dinocrates to the plan developed by the fifteenth century Leonardo da Vinci, the urban prototypes are centrally structured by rivers. Water plays a variety of roles: the moats that protect cities; the channels that carry the people around; the harbors that give births to thousands of shipping activities; lakes and rivers that are the natural beauty and peace. From the start of the eighteenth century, the first and second industrial revolutions introduced steam-powered ships, railways and also brought pollution and population congestion. Water in the industrial cities were canalized, covered, cleaned, sanitized — hidden, gone. Its contamination led to epidemics which forced cities to abandon the water. Such as in Brussels where the Zenne River was entirely covered

³⁸ Ibid. 511.

in the second half of the nineteenth century. Port became another world isolated from the city. In London, while the city derived its power and affluence from the shipping activities on the Thames, the image of the docks was the antithesis of the City which it was trying to consign. Water disappeared from the rich: they were the emblem of danger, deviation, and lawlessness.³⁹ In North American, most coastal ports emerged at the beginning of eighteenth century. Their size increased along with the scale of the industrialization elements (trains, cranes, ships) in use.⁴⁰ The New York waterfront was no difference from the London docklands: it was the contrary of the city, the place for immigration and poverty.⁴¹

In the twentieth century, a sudden decline of the ports emerges with the shipping containerization and urban expansion.⁴² The containership became popular since the first vessels was built and operated in Denmark after the 1950s. Large containership moves almost twenty times faster than previous container and significantly increased efficiency. It required deepwater terminals and a different set of port facilities. Hundreds of acres of back-up area are required for cargo. In the United Kingdom, shipping companies suddenly abandoned the city docks and went away in the mid-1960s. Derelict areas shifted to manufacturing, financial centers, and some are now filled with skyscrapers.⁴³ In the United States, few original port areas managed to

³⁹ Han Meyer, *City and Port: Urban Planning as a Cultural Venture in London, Barcelona, New York, and Rotterdam : Changing Relations between Public Urban Space and Large-Scale Infrastructure* (Utrecht: International Books, 1999).

⁴⁰ Douglas M. Wrenn, John A. Casazza, and J. Eric Smart., *Urban Waterfront Development* (Washington, D.C.: Urban Land Institute, 1983).

⁴¹ Han Meyer, *City and Port : Urban Planning as a Cultural Venture in London, Barcelona, New York, and Rotterdam : Changing Relations between Public Urban Space and Large-Scale Infrastructure* (Utrecht: International Books, 1999).

⁴² Rinio Bruttomesso, "Complexity on the Urban Waterfront," in *Waterfronts in Post Industrial Cities*, ed. Richard Marshall (New York: Spon Press, 2001).

⁴³ Meyer, *City and Port : Urban Planning as a Cultural Venture in London, Barcelona, New York, and Rotterdam : Changing Relations between Public Urban Space and Large-Scale Infrastructure*.88.

develop into current shipping terminals because the old port areas cannot support the maneuver of the container ships. Consequently, the piers and railroads were abandoned. During the 1960s and the 1970s, pollution control was implemented while industries relocated from waterfront. The result is an abandoned port lost its original use, a healthier environment provides for redevelopment. The government and private developers suddenly discovered an inexpensive downtown area to redevelop, consequently, recreational and aesthetic waterfront emerges in the post-industrial cities.⁴⁴

Characteristics of Urban Waterfront

Urban waterfront, by definition, is the interface between water and land. They vary enormously in spatial characters and functional as well as in urban context and jurisdictions. The term “urban waterfront”, in North American, commonly refers to the port areas in metropolitan regions such as Boston and Seattle; it also applies to small towns with commercial shipping activities, and medium-sized industrial cities. Geographic location is a basic characteristic distinguishing one waterfront to another. It defines a variety of physical, environmental variables related to water and climate.⁴⁵ Waterfront represents a geographic persistence and retains a sense of stable identity.⁴⁶ Accessibility is an important characteristic of waterfront. Although the proximity to city centers would make them well accessibly, it is rarely the case. Commonly a variety of physical, psychological and institutional barriers exist which limit the access of waterfronts. The proliferation of tunnels and highways built post World War II are examples of physical impediments. Psychological barriers are from

⁴⁴ Bruttomesso, "Complexity on the Urban Waterfront."

⁴⁵ Wrenn, Casazza, and Smart., *Urban Waterfront Development*. 20.

⁴⁶ Alex Krieger, "Ten Principles of Waterfront Development," in *Remaking the Urban Waterfront*, ed. Bonnie Fisher (Washington, D.C.: Urban Land Institute, 2004).

the impressions of previous unsafe user groups and activities occurred. Waterfront has a rich spatial and visual character, which is attributable to its texture, structure, and special arrangements. The visual uniqueness is often enhanced by the features which are only found along the waterfronts. Such as ferries and ship repair facilities, this also serves as visual landmarks. Other distinguishing features include the surface materials used to construct waterfront facilities and vegetations surrounded the shorelines. The environmental quality of both water and shoreline are also of great importance to waterfront development.⁴⁷

In terms of function, waterfronts are not only one of the major sources of city wealth, they are also sites of extremely different ways of socializing—taverns shared the waterfront space with elite maritime club. Recently, a growing number of cities are seeking for a waterfront that achieves more than one purpose: they want a waterfront that adds to the quality of all aspects of life—cultural, social and economic.⁴⁸ Attractive waterfront is one way to build city's image and to boost tourism industry. As the demand for space is increasing, the competition for the use of waterfront is becoming more intense. Today, the port economy ranges from manufacture, logistic to tourism, the port use could be a contributing factor to the city's revenue which is not in conflict with the urban use of waterfront.⁴⁹

⁴⁷ Wrenn, Casazza, and Smart., *Urban Waterfront Development*. 14.

⁴⁸ Laurel Rafferty and Leslie Holst, "An Introduction to Urban Waterfront Development," in *Remaking the Urban Waterfront*, ed. Bonnie Fisher, Beth Benson, and Urban Land Institute (Washington, D.C.: Urban Land Institut, 2004). 11.

⁴⁹ Laurel Rafferty and Leslie Holst, "An Introduction to Urban Waterfront Developmet," in *Remaking the Urban Waterfront*, ed. Bonnie Fisher (Washington, D.C.: Urban Land Institute, 2004).

Current Waterfront Studies

As expressed by Richard Marshall, waterfront became the manifestation of “the most intricate and intense conflicts among different urban forces with higher economic and political stakes”. Waterfront projects, are “born out of a process, one that involves all levels of government”, important sources of capital, many organizations and individuals that all have competitive agendas.⁵⁰ Since the 1970s, a large number of waterfronts have under through a reorientation from brown fields to green space to commercial, recreational and residential areas. New planning policies and tools have been developed to regulate and promote these projects. The contemporary urban waterfront redevelopment and regeneration projects embody an international undertaking in urban politics and planning today.⁵¹ Related to land use changes, in the urban restructuring processes, conflicting actor groups and interests are involved.⁵² New forms of governance are identified in the current wave of waterfront redevelopments.

Studies today on urban waterfront transformation focus on these new forms of governance practices, planning conditions, and the comparisons among decision making in several processes and their respective results in various planning cultures and contexts. These studies commonly emphasize on two aspects: (1) the structures and ways an ensemble of actors — state, the local government, international organizations, place entrepreneurs, and community — come together to build urban

⁵⁰ Marshall, ed. *Waterfronts in Post Industrial Cities*. 7.

⁵¹ Rauno Sairinen and Satu Kumpulainen, "Assessing Social Impacts in Urban Waterfront Regeneration," *Environmental Impact Assessment Review* 26, no. 1 (2006).

⁵² H Hans, *Changes on the Waterfront - Transforming Harbor Areas* (2008). and Susannah Bunce and Gene Desfor, "Introduction to "Political Ecologies of Urban Waterfront Transformations", " *Cities* 24, no. 4 (2007).

waterfront; and (2) the new planning processes and methods in the restructuring process of urban waterfronts.⁵³

In terms of the urban governance, previous studies on North American waterfront projects show that urban waterfront development has historically suffered from a lack of management and vision in their adjustments to continuously demands for new uses due to its muddled jurisdictional responsibilities. Traditionally, waterfront growth has been incremental and disjointed, distinguished by a network of loosely related decisions-making and actions by various political jurisdictions and entrepreneurs. An extremely complicate and huge jurisdictional net added with overlapping agencies, such as federal, state, local, port authorities renders the development procedures inefficient and redundant.⁵⁴ The interest groups commonly identified in waterfront developments are as follows:

1. government groups: all levels of governments, waterfront management committee, port authority;
2. private groups: development corporations, public and private joint ventures;
3. public groups: quasi-public (non-profit) organizations, citizen groups;

And today, with private groups becoming entrepreneurial, government becoming private developers, joint corporate authorities is finding broader applications in waterfront developments.⁵⁵ The concerns on governance largely lie in well-received

⁵³ Gene Desfor and John Jørgensen, "Flexible Urban Governance. The Case of Copenhagen's Recent Waterfront Development," *European Planning Studies* 12, no. 4 (2004).

⁵⁴ Wrenn, Casazza, and Smart., *Urban Waterfront Development*.18.

⁵⁵ Richard Marshall, "Modern Ports and Historic Cities: Genoa and Las Palmas De Gran Canaria," in *Waterfronts in Post Industrial Cities*, ed. Richard Marshall (New York: Spon Press, 2001).

projects, the legitimacy of conflicting interests, and the relations between interest groups.⁵⁶

Regarding to the emergence of new planning policies and methods, one of the important reasons is the limited water's margin is of great public value. To manage and control this resource is in the public interest, and the permitting procedure is to safeguard against the pursuit of immediate financial return at the expense of long-term community and environmental decline. All levels of governments have a mandate to protect waterfront in the public interest. Many city governments use zoning or project authority to ensure the public access to the water's edge. Previous literatures examine the significant role played by the market, trace the urban transformation in the context of increased fluidity in terms of planning process, global capital and post-modernism social context, and reveal the underlying rationale of a city's developmental agenda by examining a variety of projects. In the intense development processes, various planning programs government could adopt to regulate or encourage development are identified:

1. public initiatives: environmental improvement, functional change, tax benefits, government funding, assist in land assembly, public financing, simply regulation process, provide public infrastructure improvements;
2. public regulations: zoning and districting, special waterfront zone, overlay or floating zone, conditional zone, economic redevelopment district, historic preservation district, mixed-use district, indicative master plans;⁵⁷

⁵⁶ Wrenn, Casazza, and Smart., *Urban Waterfront Development*.

⁵⁷ Ibid. 76.

The researches on the waterfront planning perspective can be found in Kim Dovey's study on Melbourne's waterfront, Han Meyers comparative studies of four world-renowned port cities — London, Barcelona, New York and Rotterdam, and Marshall's complication of waterfront development project.

Additionally, three lessons are concluded regarding new governance and planning approaches of waterfronts redevelopments : (1) economic viability is of great importance to achieve a favorable outcome in urban development's hence developers should follow the capital or market circle to avoid project failures; (2) to adapt to the market circle, the developers could adopt an incremental or piecemeal development approach; government could use a flexible guideline or zoning rather than long-term master plan; diversify the development risk by leasing small land parcels to local developers; and plan for mix-use; (3) an efficient implementation or delivery scheme is essential to the success of waterfront development, and it requires the collaboration between different groups, such as different levels of jurisdictional governments, private corporations and citizen groups, and maybe a waterfront agency and a streamline of development approval.⁵⁸

Most current studies on waterfronts, however, work with a relatively small collection of projects, includes London, Barcelona, Bilbao, New York, which are in the United States and European countries. The study of the waterfront spatial structure in a more intimate humane scale is missing. The aim of this study is to find another type of waterfront, which were not appeared in the waterfront literature, which represents an emerging context for waterfront redevelopments in Asian. Narrated from a local tone, this thesis hopes to present an alternative perspective on the study of waterfront

⁵⁸ David Gordon, "Implementing Urban Waterfront Redevelopment," in *Remaking the Urban Waterfront*, ed. Bonnie Fisher (Washington, D.C.: Urban Land Institute, 2004).

developments, to bridge the connections between urban governance, social relations and spatial forms.

LITERATURE SUMMARIZATION

In summary, the urban politics theories examines the decision making process, and the relations between three groups of stakeholders—government, private sectors and communities.⁵⁹ It focuses on the analysis of the participation of different groups in the making of urban policies and strategies.⁶⁰ The urban design theories emphasizes on the physical space. Four features are commonly highlighted in the research of the nature of a satisfactory environment—urban forms associated with human dimensions, the multifunctionality and diversity of space, the accessibility and street systems, the place identity and meaning. The current urban waterfront studies commonly adopts the approach from urban politics theories, and focus on the study of new forms of governance practices, planning conditions, and the comparisons among decision making in waterfront restructuring processes.⁶¹ This thesis will apply previous methods in waterfront redevelopment studies, the urban politics and the urban design methods to examine the five waterfront redevelopment projects. A comparison on the decision-making processes, governance and planning policies, and spatial quality of the five projects will be provided. This thesis will also try to make a preliminary study on the relationship between urban politics and the quality of urban space.

⁵⁹ Jones, Jones, and Woods, *An Introduction to Political Geography : Space, Place and Politics*.

⁶⁰ Ibid. 111.

⁶¹ Desfor and Jørgensen, "Flexible Urban Governance. The Case of Copenhagen's Recent Waterfront Development." and Chris Hagerman, "Shaping Neighborhoods and Nature: Urban Political Ecologies of Urban Waterfront Transformations in Portland, Oregon," *Cities* 24, no. 4 (2007).

CHAPTER THREE THE SINGAPORE RIVER

SOCIAL CONTEXT AND SINGAPORE RIVER REDEVELOPMENT

Political, Economic, and Social Contexts of Singapore

Singapore has a total land area of 710.2 square km with a resident population around five million and a population density of 7,022 people per square km.⁶² In 2006, Singapore is the second largest cargo port and the largest container port in the world.⁶³

Singapore became independency in 1965 upon the separation from Malaysian. Due to a lack of rich hinterland, the entreport trade stagnated. The 1959 elected government repositioned Singapore as a global city and the world as its hinterland. Two important government strategies were adopted which are an active role of the government in the economic development through statutory board, and the creation for favorable situation of foreign investment. One decade after the political independency, a large proportion of Singapore's industry was manufacturing. In the mid-1980s, with the emergence of cheaper labour market in China, Indonesia and India, the economic in Singapore shifted into financial industries and started to support medium and small-size enterprises. From the 1980s to the 1990s, the Asian financial crisis facilitated Singapore's economic shift into a knowledge-based informational, pharmaceutical and high technology economy. In the 2000s, the "soft economy"—cultural industry,

⁶² Shanghai Municipal Government, "Basic Facts," <http://www.shanghai.gov.cn/shanghai/node2314/node3766/node3773/index.html>.

⁶³ American Association of Port Authorities, "World Port Rankings - 2006," (2006).

tourism and entertainment—were introduced. An increasing interest on cultural and arts industries emerged in the recent years.⁶⁴ The state played an important role in handling the market mechanism and managing the economic development. Statutory boards, state owned companies facilitate the government's involvement in the economic sector. Chen (1974) argues that the Singapore government is the most crucial entrepreneur in its economy, accounting for 45% of GDP and 24% of the employment in the 1980s.⁶⁵

Singapore is a single party state governed by People's Action Party. Jones and Brown argue that Singapore is characterized by its managerial corporatism, and the governance philosophy includes: nation is the utmost and family is the basic unit; consensus rather than conflict in the national decision making; urban governance and real estate.⁶⁶ The governance practice in Singapore is “paternalistic dictatorship” and the state controls the institutions that are in the interest of society, such as the higher education and labor union. The government also has control over domestic savings via the compulsory Central Provident Fund for public expenditure. The basic urban governance is cautious state planning and monitoring. The managerial of Singapore politics is guided by the “pragmatism” and survival ethos in an elite culture—efficiency, productivity and meritocracy are highly valued. The decision of the city-state heavily depends on the judgments of the leadership with strong power.⁶⁷

⁶⁴ Arndt Graf and Chua Beng Huat, eds., *Port Cities in Asia and Europe* (New York, NY: Routledge, 2009).

⁶⁵ Mee Kam Ng, "Political Economy and Urban Planning: A Comparative Study of Hong Kong, Singapore and Taiwan," *Progress in Planning* 51, no. 1 (1999).

⁶⁶ David Martin Jones and David Brow, "Singapore and the Myth of the Liberalizing Middle Class," *The Pacific Review* 7, no. 1 (1994).

⁶⁷ Mee Kam Ng, "Political Economies and Urban Planning Mechanisms in Hong Kong, Singapore and Taiwan," *Progress in Planning* 9(1999).

The government is the major landlord in Singapore. The Land Acquisition Act was released in 1966 which enable Authorities to acquire land of low-price for development in the public interest. It further confers power to eleven statutes includes Housing and Development Board, and Urban Redevelopment Authority.⁶⁸ Between 1949 and 1984, the acquired land from the government make up about 30.2 percent of the total land area and this number increased to 70 percent in 1980 and 76 percent in 1985.⁶⁹ The value increase for development of infrastructure was not accounted in compensation until a few years ago in the latest revision in which the compensation is approaching market value. Through this mechanism, the government is able to ensure the capital accumulation through the foreign investors as well as local residents with a conducive built environment. The objective of physical development can be seen in the Concept Plan: coordinate infrastructural development and sustain economic growth; provide land for development and enhance the quality of life; project an image of Asian tropical city of excellence.⁷⁰

Through Land Sale Program, the government of Singapore releases land regularly to private sector development. The intention is to meet arising demands from economic growth and local residential housing market. The Urban Redevelopment Authority acts as the agent for the government to carry out land sales for commercial, residential and industrial development. The land sales are made to the private sector by tender, a considerable amount of land allotted to infrastructural development and

⁶⁸ William S.W. Lim and Philip Motha, *Land Policy in Singapore* (Singapore: DP Architects, 1979).

⁶⁹ Ole Johan Dale, *Urban Planning in Singapore: The Transformation of a City* (Shah Alam, Selangor: Oxford University Press, 1999).

⁷⁰ Urban Redevelopment Authority, "The Concept Plan 2001," ed. Urban Redevelopment Authority (Singapore: Urban Redevelopment Authority., 2001).

public housing is not under a market system.⁷¹ To release land for development, land parcels owned or acquired by the government are assembled and sold with a tender system. A set of conditions aims to achieve the government's planning objectives came with the land tender. The private sector implements the development project with their expertise and financial resources.⁷² A property tax system with concessions for commercial development in the central city area is used as incentive in the beginning of the urban developments. Such incentives gradually withdrawn with the interest and confidence from the private sectors grew.⁷³

Singapore has a two-tier hierarchy of physical plans and a single tier of government responsible for physical planning and development.⁷⁴ The Planning Act was released in 1970. The statutory Master Plan aims to provide to control over private sector development with the legal framework, while the non-statutory Concept Plan guides the public sector.⁷⁵ The Concept Plan develops the long term land use and strategy for the year 2000 and beyond. More detailed Development Guide Plans translate the intentions from the Concept Plan in local level. Singapore is divided into fifty-five planning areas with planning visions, control parameters such as land use, plot ratio and height, provided for each. DGPs are open for public comments and some are even prepared by private sector. Approved DGPs will form the overall Master Plan guiding Singapore's development in detailed terms. Other non-statutory plans include

⁷¹ Linda Low, "The Political Economy of the Built Environment Revisited," in *City & the State : Singapore's Built Environment Revisited*, ed. Ooi Giok Ling and Kenson Kwok (Singapore: Institute of Policy Studies, Oxford University Press, 1997). 88.

⁷² *Changing the Face of Singapore : Through the Ura Sale of Sites*, (Singapore: Urban Redevelopment Authority, 1995).

⁷³ Low, "The Political Economy of the Built Environment Revisited." 80.

⁷⁴ Ng, "Political Economies and Urban Planning Mechanisms in Hong Kong, Singapore and Taiwan." 85.

⁷⁵ Belinda Yuen, ed. *Planning Singapore : From Plan to Implementation* (Singapore: Singapore Institute of Planners, 1998). 39.

urban design master plan in project and district levels, urban design guide plans concerning with buildings edges, pedestrian linkages, different building height zones and open spaces which are incorporated in the URA sales of sites program, conservation master plan providing a systematic framework to identify areas and buildings for preservation.⁷⁶

Urban Redevelopment Authority is the planning authority in Singapore. Form 1989 after the merging of the former Planning Department and Research Statistics Unit, URA is responsible for all development control and planning functions including an increasing emphasis on conservation of land and buildings.⁷⁷ URA regulates private development in local projects through various development control mechanisms.

Redevelopment of the Singapore River Waterfront

Singapore River is located in the central area of the city. It is the most important trading route ever since the 1810s. The river has been a working industrial port for more than 100 years until the independence of Singapore in 1965. The two sides of the banks are well sheltered which makes it the best place for loading and unloading goods. Covering almost a fifth of the land area of Singapore, ran through what used to be half of Singapore's urbanized area, the river today constitute the most developed areas of Singapore's waterfront.

⁷⁶ Ng, "Political Economy and Urban Planning: A Comparative Study of Hong Kong, Singapore and Taiwan."

⁷⁷ Yuen, ed. *Planning Singapore : From Plan to Implementation*. 39.

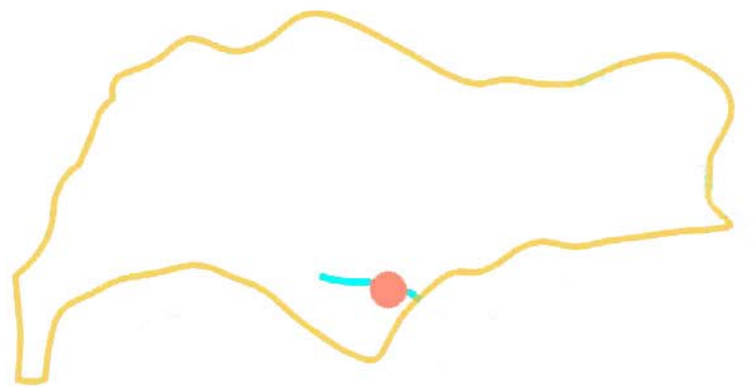


Figure 1 Location of The Singapore River. Adapted from Google Earth.

Singapore was a sub region of Malay; a fishing village filled with refugees in sampans houseboats, in the early days.⁷⁸ Upon Raffles' arrival in 1819, Singapore was declared as a free port followed by a burst of population growth and soon became one of the most important international trading ports.⁷⁹ The river was crammed with ketches, sloops, frigates, junks from China, Annam and Siam with all kinds of goods.⁸⁰ By the early 1840s, the waterfront grew up into the focal point of a

⁷⁸ Joan Hon, *Tidal Fortunes: A Story of Change: The Singapore River and Kallang Basin* (Singapore: Landmark Books, 1990).

⁷⁹ *Ibid.*

⁸⁰ M. Gretchen, *Pastel Portraits: Singapore's Architectural Heritage* (Singapore: Singapore Coordinating Committee, 1984). 13.

flourishing commercial center. In 1869, the traffic volume through Singapore dramatically increased as a result of the opening of the Suez Canal and the invention of the steamship. An increasing demand for tires once makes the river into the center for rubber trades. During this period of time, the trades were *laissez faire*, and the regulation operations on the river were done by different authorities.⁸¹ The government's involvement with the river was in lack of affirmative action and perplexing.



Figure 2 1843 Singapore River mouth (source: Gretchen, M. *Pastel Portraits: Singapore's Architectural Heritage*, 27).

The emergence of container ships led to the decline of the river in the 1970s. The limited width and depth of the river could not handle the maneuver of the new ships; shipping was relocated towards the western regions to the new ports in Pasir Panjang and Kepple. At the same time, the economic shift from labor-intensive manufacturing to value-added industries result in the decline in lighterage industry and the Singapore River's economic role. In terms of the environmental conditions, the river suffered from severe pollutions. Serving as the main sewage of the city since the beginning of the country, the pollution of the river basins climaxed to the point in 1950 when "the reservoirs could not hold sufficient water to serve the needs of the expanding

⁸¹Stephen Dobbs, *The Singapore River: A Social History 1819-2002* (Singapore: Singapore University Press, 2003). 47.

population which had reached a million”.⁸² Soon, the river was declared biologically dead in the late 1970s.⁸³

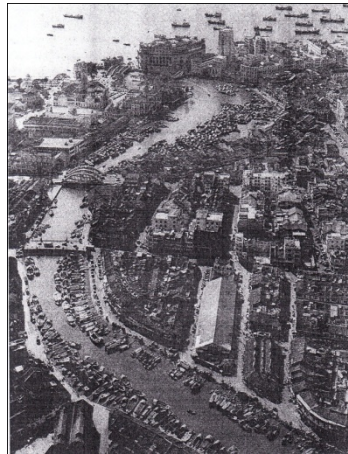


Figure 3 The Singapore River before Regeneration. Reprinted from Heng Chye Kiang, and Chan Vivienne, "The 'Night Zone' Storyline: Boat Quay, Clarke Quay and Robertson Quay."(Singapore, 2000)

In 1977, the Prime Minister Lee Kuan Yew called for the comprehensive Singapore River Cleanup Scheme; the river is to be redeveloped as the “new ecological and economic face” for an “affluent Singapore”.⁸⁴ The Ministry of Environment proposed the Action Plan and governed the implementation of the scheme.⁸⁵ The cleaning up involved the resettlement of more than sixteen thousand families, one thousand and eight hundred pollutive trade industries, five thousand street hawkers, and the removal of another six hundred and ten pig farms and five hundred duck farms. People were relocated into public residences equipped with proper sewage and water storage facilities, new food courts were built equipped with disposal and hygiene facilities. Sewage facilities were installed and extended to the entire Singapore River

⁸² Ibid.27-37.

⁸³ Ibid.110.

⁸⁴ Ibid. 59.

⁸⁵ Ibid. 59.

and Kallang Basin catchment. Several engineering measures were implemented to prevent future pollution.⁸⁶ The entire project was funded by the government with nearly three hundred million Singapore dollars excluding the resettlement compensation. In September 1987, the government officially declared the completion of the river cleaning up.



Figure 4 *Top*, The Singapore River before and *bottom*, after regeneration

In 1984, a report from Tourism Task Force indicated that the decreasing tourism was partially due to the large scale urban renewal which was described as ‘demolish-and-rebuild’ redistributing the densely central population to HDBs while demolishing enormous historical buildings. It also showed that the clean-up of Singapore River was a good opportunity to develop new unique tourist attractions.⁸⁷ Meantime, with sufficient commercial land supply and stock, the opportunity costs of conservation land were relatively lower⁸⁸. Later, a speech from the Second Deputy Prime Minister for Foreign Affairs Dr. S. Rajaratnam indicated the need for the preservation of a

⁸⁶ Beng Huat Chua, *Communitarian Ideology and Democracy in Singapore*, Taylor & Francis e-Library ed ed. (London ; New York: Routledge, 2002).

⁸⁷ Chye Kiang Heng and Chan Vivienne, "The 'Night Zone' Storyline: Boat Quay, Clarke Quay and Robertson Quay," *Traditional Dwelling and Settlement Review* 11, no. 2 (2000).

⁸⁸ Kwek Mean Luck, "Singapore: A Skyline of Pragmatism," in *Beyond Description : Singapore Space Historicity*, ed. Ryan Bishop, John Phillips, and Wei-Wei Yeo (London ; New York: Routledge, 2004).

sense of history showing the active support from government.⁸⁹ On the other hand, the urban development plans has a clearly bias to allocate land use with the highest economic return. In order to meet the demands from the rapid developments, housing needs, transportation and social infrastructures, the government's stated urban renewal objective was to "rejuvenate the old core of the city by making better economic use of the land by rebuilding the city completely in stages".⁹⁰

The earliest announcement on Singapore river redevelopment was in 1971 concept plan. The city center was to be "revitalized through the careful conservation of buildings near the Singapore River which gives it its soul". In 1985, URA released the first Singapore River Concept Plan identifying three development zones along the River — Boat Quay, Clarke Quay and Robertson Quay. The objective of the river renewal is to "preserve a sense of history through selective conservations".⁹¹ Singapore River corridor was designated as one of the ten conservation areas in the first Conservation Master Plan was released in 1989 followed by the official Singapore River Planning Report released in 1994.⁹²

The Singapore River Planning Development Guide Plan covers an area of ninety-six hectares with ten hectares of water body, and a length of 3.2 km. It is bounded by Boat Quay to the east, River Valley Road and Mohamed sultan Road to the north, North Canal Road and Havelock Road to the south, and Zion Road to the west.⁹³ The

⁸⁹ Heng and Vivienne, "The 'Night Zone' Storyline: Boat Quay, Clarke Quay and Robertson Quay."

⁹⁰ Luck, "Singapore: A Skyline of Pragmatism."

⁹¹ URA, *Shaping Singapore : A Pictorial Journey through the Lenses of 19 Singapore Photojournalists : Achievements (1974 to 2004) & Aspirations (2004 to 2034)* (Singapore: Urban Redevelopment Authority, 2004).

⁹² Mah Bow Tan, "Speech by Mr Mah Bow Tan, Minister for National Development, at the 2005 Ura Architectural Heritage Awards Presentation Ceremony at Malay Heritage Centre," (Singapore).

⁹³ National Library Board Singapore, "Source of the Singapore River," (Nov 2002).

two imperative objectives of the plan are to make the river an exciting corridor capitalizing the waterfront resources and to conserve the unique historical characters of the area. In terms of land use and strategic planning, the emphasis is on the mix of developments—20% residential development to provide 2,600 units for a population of 7,800 (double of 1990's population of 3,388), and 80% commercial use with 950,000 sq meters gross floor areas.⁹⁴ To ensure activities by the riverfront, the plan impose a restriction which only allows commercial use at the ground level. The planning area is divided into three zones and themed with new functions — Boat Quay for restaurants and pubs; Clarke Quay for entertainment and shopping; Robertson Quay for hotels and homes. To conserve the historical ambience, urban design guidelines are to be applied to development projects. The guidelines designate a commercial plot ratio of 1.69 to 4.2, a residential plot ratio of 2.8, and specific building height and envelop controls.⁹⁵ At the same time, the first tourism plan was released by Singapore Tourism Board in collaboration with Urban Redevelopment Authority. The Singapore River planning areas was also designated as one of the major tourist attractions.

⁹⁴ Urban Redevelopment Authority, "Singapore River Planning Area : Planning Report 1994," (Singapore: URA, 1994).

⁹⁵ URA, *Shaping Singapore : A Pictorial Journey through the Lenses of 19 Singapore Photojournalists : Achievements (1974 to 2004) & Aspirations (2004 to 2034)*.

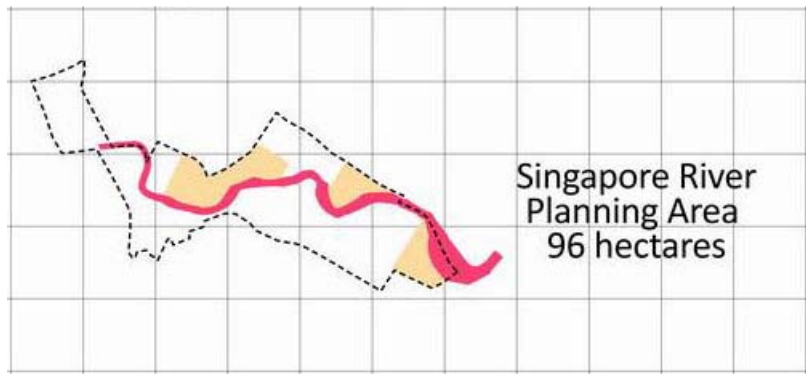


Figure 5 Location and boundary of The Singapore River planning area, Boat Quay, Clarke Quay and Robertson Quay. Adapted from Google Earth.

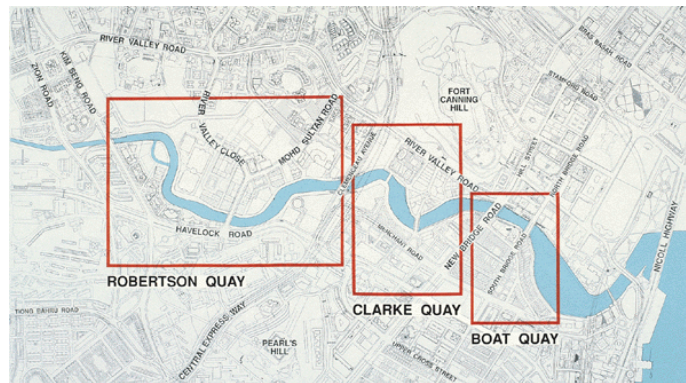


Figure 6 Three sub-zones of Singapore River – Robertson Quay, Clarke Quay and Boat Quay
 (source: <http://www.ura.gov.sg/skyline/skyline02/skyline02-04/text/changingfaces2.html>)

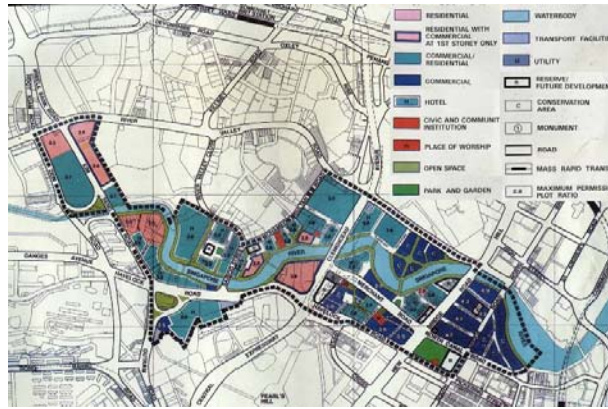


Figure 7 Landuse Plot Ratio plan (source: Urban Redevelopment Authority. *Singapore River Planning Area: Planning Report 1994*)

The implementation of the river plan was controlled by URA. Conservation Guidelines and special Envelop Control Plan were firstly introduced to direct pilot development projects. With regard to conservation, URA adopted two basic approaches —harnesses the private sectors to undertake conservation, and encourage adaptive reuse of the restored buildings. URA also applied the 3R principles on conservation, namely maximum Retention, sensitive Restoration and careful Repair. Guidelines are holistic and strict which covers almost all original structural and architectural elements: replacement of structures should be considered only when needed; demolition or alternations of buildings are not allowed; new structures should be done in the most sympathetic way possible. URA facilitates and guides the development processes through “3-P” public private partnership and coordinates among various stakeholders. Today, with the completion of many projects, the shophouses and warehouses were converted into up-market retail outlets and entertainments, the public housing blocks were replaced by service apartments and condominiums. As suggested by URA, the riverfront has been transformed from a sluggish backwater surrounded by murky swamp.

Asides from facilitating and guiding the development projects, a series of river infrastructural improvements were initiated and undertaken by the government. One of the earliest is the reconstruction of the river wall and a waterfront promenade. In the 1980s, Ministry of Environment, with an expenditure of around ten million Singapore dollars, dammed and dredged the waterbed, installed pipelines and rebuilt the river walls, completed in 1999.⁹⁶ URA, in 1994, initiated the improvement projects of waterfront facilities, such as promenade, pedestrian malls, bridges and roads. This facelift aimed to create a unique ambience for Singapore River and to improve accessibility to the river area. A promenade along both sides of the river, with a total length of 6 km, was designed by URA. A design and implementation guidelines was later released in 1999 to guide private developers who wished to undertake the promenade constructions. The design of the promenade is categorized into three types with different requirements and cross-sections. The infrastructural improvement was officially completed in 1999 with a total cost of 100 million Singapore dollars. Three new bridges were built, two old bridges were restored, roadwork was improved, and new underpasses were constructed. The riverfront promenade, in particular, is about 3 km in length with width between ten to fifteen meters all the way from the river mouth to Robertson Quay, significantly improves the quality and accessibility of the river areas.⁹⁷ Recently, the Singapore Tourism Board officially released another infrastructural improvement plan for the river in 2008. It includes the construction of new walkways and light fittings and the installation of street furniture and information boards.

⁹⁶ Stephen Dobbs, *The Singapore River: A Social History 1819-2002* (Singapore: Singapore University Press, 2003).

⁹⁷ Urban Redevelopment Authority, "Ura to Build a Continuous Riverside Promenade," <http://www.ura.gov.sg/pr/text/pr97-41.html>.



Figure 8 (left) Alkaff Bridge; (right) Robertson Quay Bridge (source: author)

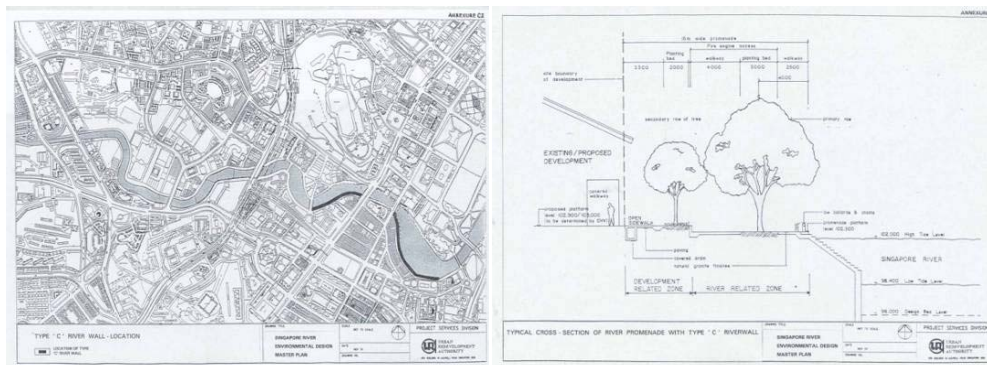
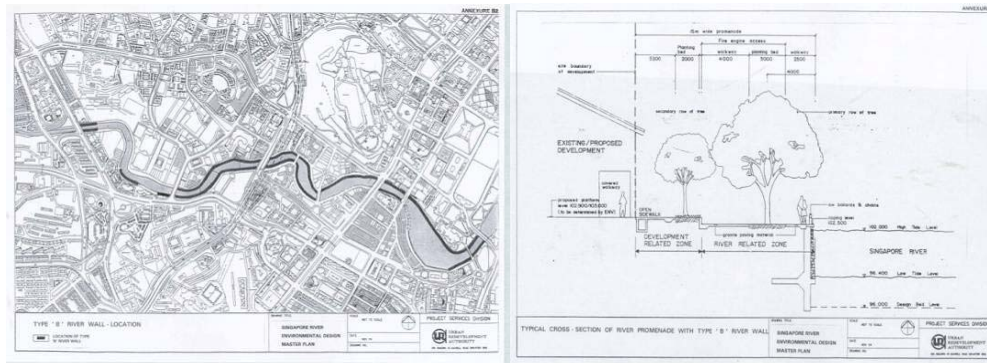
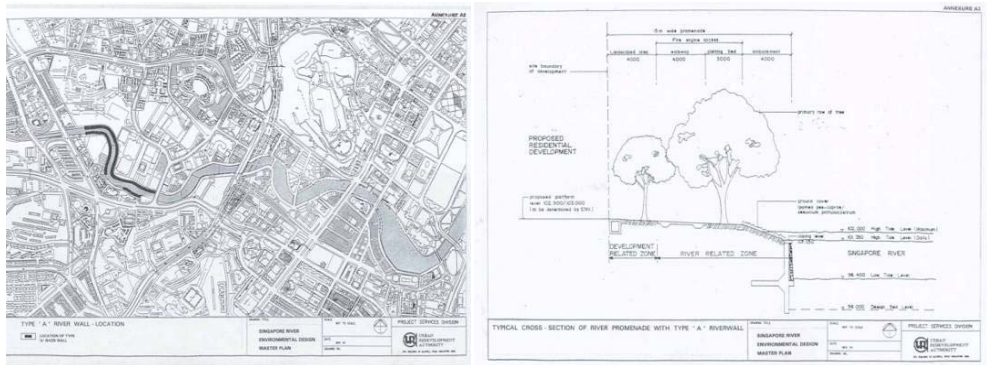


Figure 9 Three types of promenade profiles (source: URA, Design and Submission Guidelines for Implementation of the Singapore River Promenade (Revised), 1999)

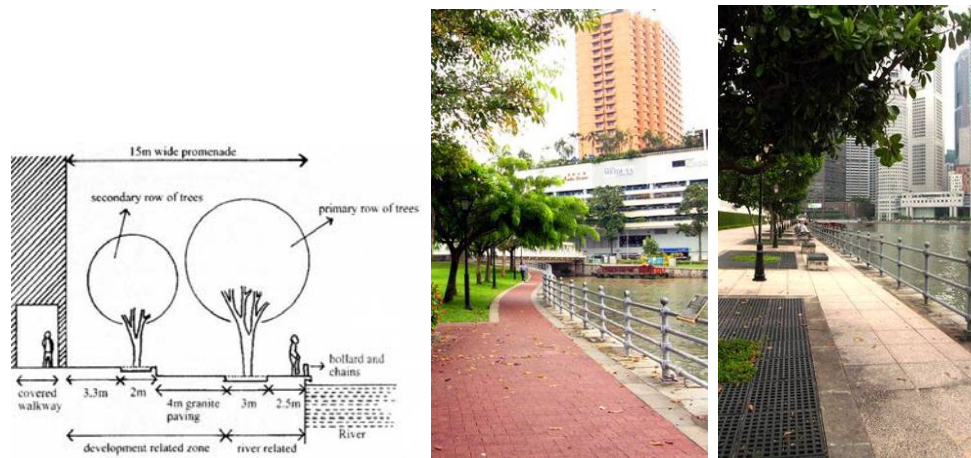


Figure 10 Singapore River promenade section plan and photos. (Source: Lang, Jon T. *Urban Design: A Typology of Procedures and Products*, 117)

CASE ONE: BOAT QUAY

Introduction

The case study area is the Boat Quay conservation area (as gazette by URA) bounded by South Bridge Road, Boat Quay (Road), South Canal Road and North Canal Road with an area of 4.4 ha composed of a total of 488 buildings.⁹⁸ It is at the centre of the city: to the south, within ten minutes walking distance to Singapore central business area and Chinatown historical conservation district, and to the north, twenty minutes walk to Orchard shopping strip and twenty minutes walk to downtown civic centre.

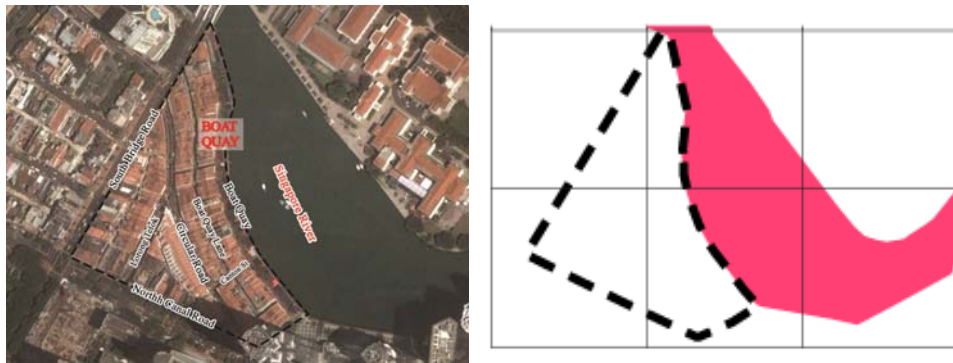


Figure 11 *Left*, boundary of Boat Quay; *right*: the boundary of Boat Quay in dotted line, The Singapore River in pink area, and every grey lined square equals to 4 ha. (Data from Google Earth 2009.)

⁹⁸ Urban Redevelopment Authority, *Historic Area : Conservation Guidelines for Boat Quay Conservation Area* (Singapore: URA, 1991).

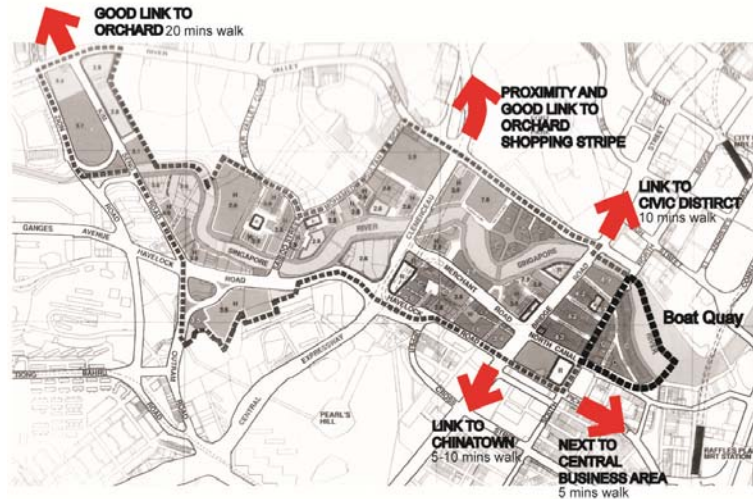


Figure 12 Boat Quay, travel time to prime city areas. Adapted from Urban Redevelopment Authority 1994, fig 14

Boat Quay is at an important geographic location since the early days up to now. It used to be known as the “belly” of the river for its shape. Shipping activities have been bustling in Boat Quay for almost one hundred and fifty years. Three quarters of Singapore’s shipping went through Boat Quay in the 1860s.⁹⁹ It is used to be occupied by the rich merchants—when Raffles planned to locate different ethnicities in different areas of the city, he put the Fujian business merchants, who were the wealthiest and most respectable class of business men at Boat Quay.¹⁰⁰ It was not until the 1980s, upon the completion of the River Cleaning Scheme that Boat Quay began to decline. With unfavorable living conditions, the entire area was in need of immediate urban regeneration. Before the urban redevelopment took place, there was no proper sewage system.¹⁰¹ Shophouses were old, dilapidated and dirty. Back lanes between shophouses were encroached by structures built by the owners for storage

⁹⁹ "On Business...A Guide to World Cities: Singapore," *The Observer* 2008 March 23.

¹⁰⁰ Joan Hon, *Tidal Fortunes : A Story of Change : The Singapore River and Kallang Basin* (Singapore: Landmark Books, 1990). "different dialect Chinese groups occupied different areas, such as Cantonese in Kreta Ayer, Hokkiens in Telok Ayer, the Hainanese in Middle Road", 14.

¹⁰¹ Hup Chor Goh, 2008 October 23.

and additional rooms. They were narrow and inaccessible to vehicles. Most of the residents in Boat Quay were renters, such as small businesses men. Generally, manufacturing and retail took place on the ground floor while residents were on the second and third floor.¹⁰² The waterfront was shabby and rundown with low river walls prone to flooding. The riverfront road was used by both vehicles, pedestrians and parking; still it was bustling with public lives (Figure 20).



Figure 13 *Left*, picture of Boat Quay in 1800; *right*, Boat Quay in the 1980s after river cleaning.



Figure 14 *Left*, Boat Quay in the 1900s. *Right*, Boat Quay before redevelopment. Reprinted from M. Gretchen, *Pastel portraits: Singapore's architectural heritage* (1984, Singapore).

¹⁰² Lai Yip Teh, 11 December 2008.

Buildings in Boat Quay are of a traditional Singapore architecture style—“shophouse”. It originates from southern Chinese provinces and is influenced by European colonial styles. It retained the traditional Chinese buildings features, such as roofs covered with unglazed clay tiles, masonry partition walls, and western motifs in different areas of the buildings. Typically the interiors were dominated by wooden floorboards, staircases, joists, doors and screens. The shophouses are mostly narrow, with a small frontage and terraced in terms of the heights between the front section and the back areas. It is characterized by internal courtyards and covered five-foot walkways in front. Streetscapes are pleasant with buildings of different heights the ground level is for business with the upper floors for living.¹⁰³

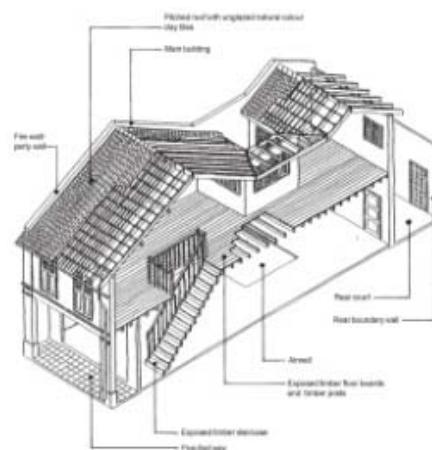


Figure 15 Axonometrical drawing of a shophouse

Redevelopment Preparation

Redevelopment started after the completion of the Singapore River Cleanup Scheme in 1987. The entire area is divided by Circular Road and Lorong Telock into three

¹⁰³ Urban Redevelopment Authority, "Boat Quay Conservation Area," <http://www.ura.gov.sg/conservation/boat.htm>.

areas with two rows of shophouses in each. Urban Redevelopment Authority officially initiated the Boat Quay redevelopment in 1988.¹⁰⁴ One of the redevelopment requisitions is to demolish the illegal extensions to the original structures which blocked the back lanes¹⁰⁵ URA asked the shophouse owners to demolish these additional structures by sharing the costs and sent reminder letters to these owners. The additional structures were demolished by 1992.

The other requirement for is to relocate the residents and vacant the properties for building restoration and redevelopment. At that time, the tenants were protected by rent control, which limit the maximum rents for properties built before 1949. They were protected from eviction, and are usually able to secure high compensation from vacating. In 1989, the Singapore government repealed Rent Control law and passed Controlled Premises (Special Provisions) Amendments Act. These resulted in the reduction of compensation demands, and the streamlining of property vacating procedures.¹⁰⁶ Urban Redevelopment Authority further released several policies regarding property acquisitions: if owners manage to provide restoration plans and conservation works abide by the guidelines stipulated by URA, the Authority would step forward to help in property acquisition.¹⁰⁷ Around the period of 1988 to 1993,

¹⁰⁴ Urban Redevelopment Authority is a statutory board which operates through public funds and acts in the interest of the government. It is the national land use planning authority preparing long term plans as well as detailed local area plans. Urban Redevelopment Authority, "Introduction," <http://www.ura.gov.sg/about/ura-intro.htm>.

¹⁰⁵ "The December deadline is to allow owners time to resettle tenants, if necessary and to carry out any demolition work needed to facilitate the construction of infrastructure, such as a back lane for vehicular access and utility services to the area". Caroline Chan, "Speed up Boat Quay Rehabilitation, Shopowners Urged," (August 1989).; and Teh.

¹⁰⁶ "...an owner is allowed to recover his premises under two conditions – the property must be designated, and he must have a development plan approved by the Planning Department, now merged with the URA". Han Shih Lee, "Rent Control Ends '91," *The Business Times* Aug 1990.

¹⁰⁷ Lin Heng Lye, "Legislation Comment," *Singapore Journal of Legal Studies* 31(1989).

most of the owners paid for premise compensations through negotiation with their tenants and managed to acquire their properties.

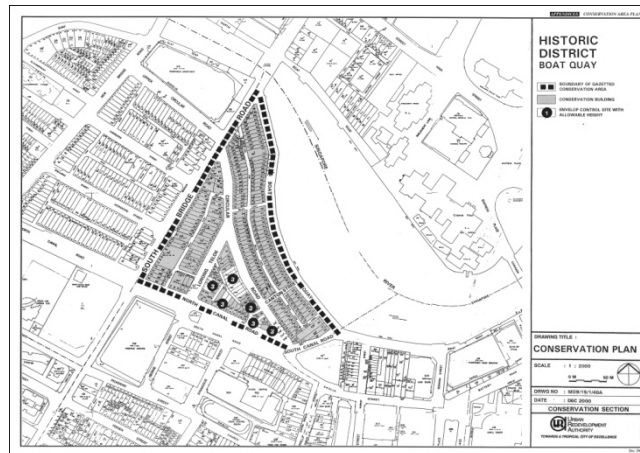


Figure 16 Boat Quay historic district conservation status plan



Figure 17 *Left*, Boat Quay before redevelopment, the back lane was encroached by additional structures; *right*, Boat Quay in 1993, the back lane converted into service lane.



Figure 18 *Left*, Boat Quay before regeneration; *right*, Boat Quay after regeneration in 1994

Waterfront

The regeneration of waterfront was proposed and initiated by URA in 1989. There are fifty-nine shophouses directly fronting the river. The government sectors undertook the waterfront reconstructions, by the end of 1993, the River was deepened by two meters, the river wall was reinforced with steps descending to the river, and the waterfront road was pedestrianized and repaved with bricks and cement paths.¹⁰⁸ Trees and flowers were planted by both sides with chairs and tables setup for outdoor dining. Boat Quay is the first stretch of the Singapore River pedestrian waterfront promenade.¹⁰⁹ URA designated the waterfront functions: in the revised Master Plan, the ground level activities are restricted to shopping and dining.¹¹⁰ In 1993, URA released regulation on the setup of open-air malls on waterfront. The guidelines include detailed technical requirements—each tenant can only rent an area of between twenty square meters and forty-eight square meters on the five to six meter wide mall which could put six to fifteen tables. The mall must face each shop directly and be the same length as the shop front.¹¹¹ The promenade was fully rented out in 1995; the tenants set up the outdoor dining areas, put up dining tables, chairs, and provided shade with canopies. The establishment on the waterfront includes restaurants, cafe, teahouse, pub, lounge, and karaoke.¹¹² Survey indicated that visitors to Boat Quay area worked in vicinity, more than half being locals then expats and tourist. Boat

¹⁰⁸ "Singapore River Waiting for New Lease of Life," *Straits Times* 20 April 1993.

¹⁰⁹ "Old Banks Spring New Life," *Straits Times* 30 Nov 1999.

¹¹⁰ "The Singapore master plan, which was approved in 1958, is a comprehensive physical plan for the whole island indicating the manner in which land should be used over the 20-year period commencing from 1953." J. H Tan, "Metropolitan Planning in Singapore," *Australian Planning Institute Journal* 4, no. 4 (1966).

¹¹¹ "Ura to Allow Dining Along Water's Edge at Boat Quay," *Straits Times* 25 Sep 1993.

¹¹² "Fiesta Every Night by This River," *Straits Times* 1994 July 17.

Quay is predominantly perceived as a food and beverage place rather than a historical place although it was no longer rundown or derelict any more.¹¹³

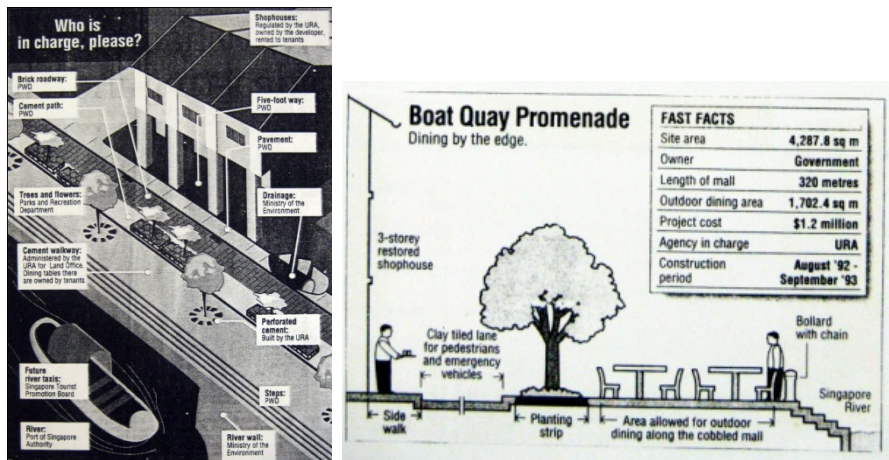


Figure 19 *Left*, different departments in charge of different infrastructure constructions. Reprinted from Straits times (Singapore, 1993); *right*, Boat Quay promenade guideline. Reprinted from Chian Sock Hoon, "An Evaluation of the Conservation of Boat Quay". (Singapore, 1996)

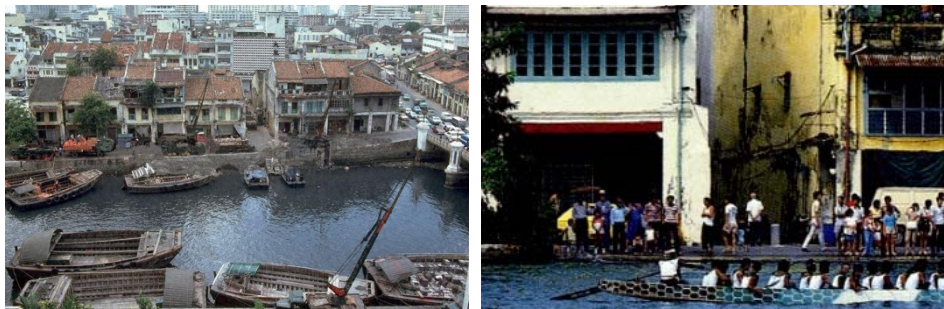


Figure 20 Boat Quay waterfront before regeneration. Photographs courtesy of Singapore National Achieve.

¹¹³ Sock Hoon Chian, "An Evaluation of the Conservation of Boat Quay" (National University of Singapore, 1996/97).



Figure 21 *Left*, Boat Quay waterfront. Adapted from Google Earth. *Right*, picture of Boat Quay promenade after regeneration. Reprinted from *The New Paper* (Singapore, 1993).



Figure 22 *Top*, 1992 Boat Quay promenade under construction. Reprinted from *Singapore Architecture*, (Singapore, 1992). *Below*, Boat Quay promenade after redevelopment. Photograph courtesy of Singapore National Achieve.



Figure 23 *Left*, Boat Quay promenade during the day; *right*, Boat Quay promenade at night

Built Environment

In 1986, STB designated Boat Quay as one of the Singapore River tourist areas which is to be regenerated with historical compatible activities and it is correspondingly in charge of event and happening organizations (Figure 24).¹¹⁴ Subsequently, Boat Quay was given conservation status in 1989.¹¹⁵ In the Singapore River Planning Report released in 1994, Boat Quay was zoned for commercial use, subjected to special and detailed controls (**Error! Reference source not found.**).¹¹⁶

¹¹⁴ Singapore Tourist Board, "Tourism 21: Vision of a Tourism Capital," <http://app.stb.gov.sg/asp/abo/abo.asp?> and T.C. Chang and Shirlena Huang, "Geographies of Everywhere and Nowhere

Place- (Un)Making in a World City," *International development plannin review* 30, no. 2 (2008). 234.

¹¹⁵ "Legal definition of conservation...the preservation, enhancement or restoration of the character or appearance of a conservation area; and /or the trades, crafts, customs and other traditional activities carried on in a conservation area..." Yuen, ed. *Planning Singapore : From Plan to Implementation*. 137; and Urban Redevelopment Authority, "Boat Quay Conservation Area."

¹¹⁶ Goh.

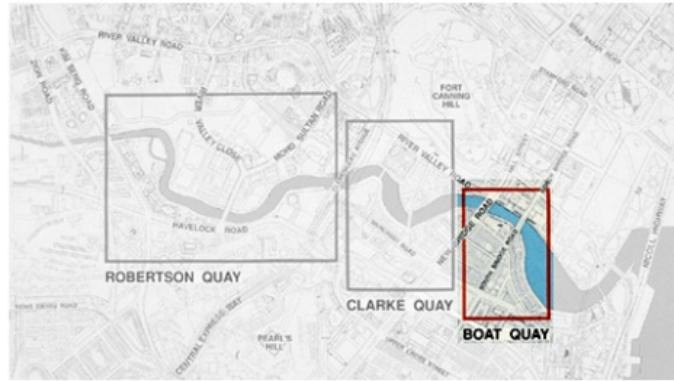


Figure 24 STB's tourist plan of three sub-zones of the Singapore River: Boat Quay with historical compatible activities.

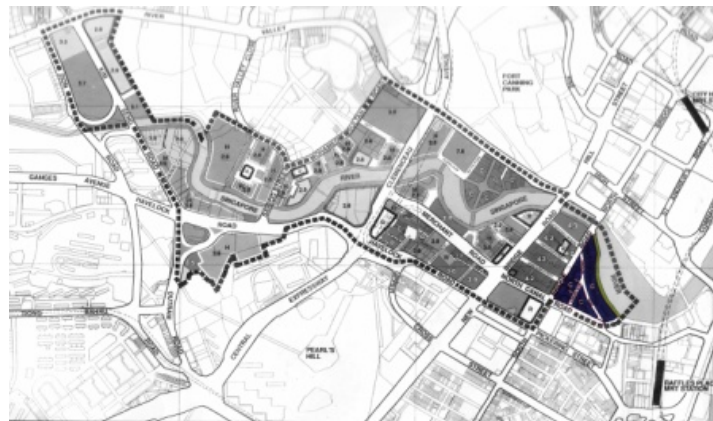


Figure 25 Boat Quay commercial land use. Adapted from Urban Redevelopment Authority 1994, fig 14

A detailed Boat Quay Conservation Guideline, which is also a restoration manual, was released by URA in 1991.¹¹⁷ The plan includes restoration guidelines which are almost holistic on every detail of the building, complete with elaborate descriptions of the different functional aspects and dimensions of the details. URA divided Boat Quay into three areas designating different restoration approaches in each (Figure 26). Main concerns include the control of first floor shop front areas and rear

¹¹⁷ Robert Powell, "Boat Quay Conservation Area," *SIAJ : Singapore Institute of Architects journal* 0175(1992 Nov Dec).

decontrol measure and by letting market forces take over in deciding the activities through adaptive reuse. Singapore also adopted the concept of adaptive reuse which allows modification of a conservation building to adapt to any new uses that are compatible with the original character thereby optimizing the economic viability and yet fulfilling the conservation objectives.

In Boat Quay, URA helped the owners to acquire their own properties if they agreed to restore their own buildings. Concessions on future developments were also granted. In 1988, parliament approved the (conditional) waiver of development charge—the shophouse owners who convert the premises from residential into commercial will be exempt from development charge.¹¹⁹ The additional patron parking charges will also be exempt.¹²⁰ URA required that the restoration plan had to be submitted and the works be done in two years, otherwise the shophouses would be acquired by the government.¹²¹ Deadline for restoration plan submission is 1991 and for completion of restoration works is 1992.¹²²

The shophouse owners started to work on restoration and most of them submit the restoration plans by the deadline by 1991. Only one property was acquired.¹²³ Subsequently, the building restoration began. Half of the shophouse owners managed to complete the restoration including both exteriors and interiors by the end of 1993

¹¹⁹ "...an owner is allowed to recover his premises under two conditions – the property must be designated, and he must have a development plan approved by the Planning Department, now merged with the URA." Lee, "Rent Control Ends '91."; developmental charge is caused by the enhanced value of the property; Lay Gan Toh, "Success of Boat Quay: An Evaluation" (National University of Singapore, 1994/1995).; and "Government Introduces Measures to Encourage Owners to Improve Old Houses in Designated Areas," *The Straits Times* 15 July 1988.

¹²⁰ Toh, "Success of Boat Quay: An Evaluation".

¹²¹ "Boat Quay Shophouse Owners Given Deadline to Submit Restoration Plan," *The Business Times* 1989 August 31.

¹²² "Government to Conserve More of Older Residential Areas," *Straits Times* 31 May 1991.

¹²³ Ibid.

(Figure 27).¹²⁴ During the restoration process, URA also takes initiatives in infrastructural improvements. Two shophouses – Unit Three and Unit Seven at Lorong Telok were restored and converted into substations.¹²⁵ Services lanes for vehicles accesses to the district were built after the demolition of additional structures between shophouses.¹²⁶



Figure 27 *Top left*, Boat Quay, seen from North Bridge Road in 1993; *top right*, restored shophouses at Boat Quay in the early 1990s; *bottom*, Boat Quay in 1992. Photographs courtesy of Singapore National Archive.

Around the final phase of the physical restoration, owners began to seek new tenants for their restored shophouses. By 1993, about 90% of all river front units were leased; the commercial establishments included restaurants and bistros as well as a

¹²⁴ Siam Niew Lee, "Conservation and Revitalization of Boat Quay" (National University of Singapore, 1993/94).

¹²⁵ Ibid. 31.

¹²⁶ Teh.

smattering of art galleries, retail shops and offices on the upper floors.¹²⁷ Most of the businesses start running upon the official opening of Boat Quay in 1993.¹²⁸ At the back of the riverfront, in Circular Road, there were a bigger variety of shops, such as restaurants, clothing stores, furniture and bad shops. However, the human traffic was not as busy as the riverfront.¹²⁹ New tenants voluntarily formed the Boat Quay Association on January 21, 1994.¹³⁰ It organized several events such as fashion shows, resident bands concerts and food promotions. One of the successful events was the Singapore Food Festival on July, 1994, with food and beverage demonstrations and promenade festivities.¹³¹ In addition, events and happenings in were also planned by the Singapore Tourism Board, sometimes in collaboration with tenants in special occasions. STB started the operation of river taxi in 1994 and initiated a thematic enhancement to the riverside study in 1996.¹³² The visitors to Boat Quay were tourists, local professional and administrative managers, mostly from the nearby central business area.



¹²⁷ Lee, "Conservation and Revitalization of Boat Quay".

¹²⁸ "Boat Quay Comes Alive with Shops," *Straits Times* 14 Oct 1992.

¹²⁹ Boat Quay shops not facing river doing poorly

¹³⁰ "Boat Quay Association Set up to Promote Outlets by the River," *Straits Times* 08 December 1993.

¹³¹ Lee, "Conservation and Revitalization of Boat Quay", 40; and Toh, "Success of Boat Quay: An Evaluation", 59.

¹³² STPB Plans to make Singapore more attractive to visitors. 19960130. ST. Boat Quay, for example, is not just for tourists. It is for everybody." and Bumboat taxis make debut at S'pore River. 19940207. ST.

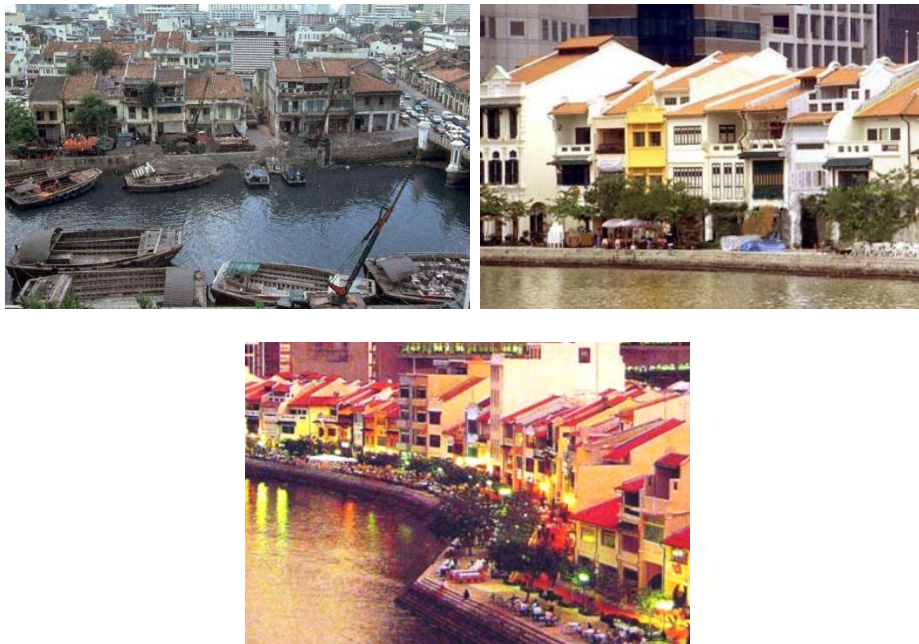
Figure 28 *Left*, part of the program of Singapore Food Festival – violinists performing along the promenade; *right*, a dragon dance that signified the commencement of the month-long Food Festival in 1994. Reprinted from Toh Lay Gan, "Success of Boat Quay: An Evaluation", National University of Singapore (Singapore, 1994).

In 1997, however, fight became a problem in Boat Quay, which is caused by underage drinkers and drugs.¹³³ With the economic recession in 1998, thirty to forty percent of the businesses even shut down. This is probably because 40 percent of the Boat Quay visitors was made up of expatriates and foreign tourists, who left the country because of the recession. Boat Quay Business Association tried to steer away this image of “teen hot spot”. However, as the director said, because of the recession and picky landlords, the shops could not to turn away certain customers and everyone was fighting for their own survival.

Following the recession, URA initiated another infrastructural improvement on Circular Road with an expenditure of 523 million Singapore dollars. The public sectors widened and paved the sidewalks on both sides of the road, lined with trees, replaced the existing car park lots with new ones out of the district. URA aimed to use these improvements to encourage shops to offer dining, and to show their products outdoors, in order to further bring life back to the Singapore River. Circular Road and Lorong Telok, after the renovation, were occupied with interesting and unexpected businesses, besides restaurants and pubs; cosmetic surgeon clinic and beauty parlors were also to be found. While businesses were in decline, Boat Quay was divided into two areas: the “expatriate” block fronting the river, and the Circular Road with cheap bars, pubs, teens, and occasional gun clashes. To fight with its unfavorable image, police patrols were set up at Boat Quay, surveillance cameras were also installed.

¹³³ Boat Quay target of clean-up efforts. ST. 17 Mar. 1997

Upon the completion of this upgrade, and the recovery of the economy, the business at Boat Quay started to recover. More up-market stores and bars were opened in the waterfront. (Such as the Harry's bar, the most popular in Singapore, with a turnover of 300 to 400 customers a night) In 2003, a twenty-four hour precinct plan was proposed by STB to encourage night life in the island. Boat Quay would be one of the first places to attain the license. Besides, a new tourism strategy was proposed—attractions should provide alternatives to tourist and every place should find its own distinguishing feature. More festivals and events were planned on a year-round calendar: for example, the historical pub walk was launched as part of Singapore Walking routes; Singapore Arts Festival was organized with its opening at Boat Quay; Singapore Food Festival was held as an annual event as well. Today, Boat Quay is a popular place with a robust night life, frequently visited by both tourists and locals.



**Figure 29 Boat Quay before redevelopment. Photograph courtesy of Singapore National Achieve.
Boat Quay after redevelopment**

Discussion

In terms of the planning strategies and policies, the government granted the conservation status to Boat Quay and made the decision to redevelop the area which translated into two official plans—the Singapore River Planning Report and the Singapore Tourist Task Force Report. URA prepared a detailed Boat Quay Conservation Guideline. The planning report sets up the development goal, regulates land use and FAR, and provides systematic structural plans for open space and landscape. The conservation guideline includes detailed building restoration instructions and plans for implementation. URA also undertook several public initiatives to facilitate development, such as infrastructure improvements, service lanes, sewages, electricity and cable networks upgrading.

In terms of the decision-making process, the key agents involved are government agencies, private shophouse owners, shophouse tenants and visitors. The government agencies played a crucial role in coordinating different interest groups. It provides an efficient project delivery system. A government-led strategy could be identified and a variety of public initiatives and regulations were adopted. URA repealed Rent Control, concessions on futures development and exempt parking deficiency charges; rezoned the land use, encouraged new uses in conservation buildings; all of which aims to encourage shophouse owners to restore their own properties and bear the costs. URA also regulates the outcome of the development strictly through statutory plan and conservation guidelines. An entrepreneurial urban governance approach can be identified. In the 1980s, the Tourism Task Force report indicated the decline of tourism and the need to re-build national identity which lead to the emphasis on conservation and tourism promotion. The use of Boat Quay is decided considering its unique and strategic location in the centre of the city and special historical

characteristics, as a result tourism and commercial uses—which has the largest economic return—almost became the only choice. The waterfront was acquired and renovated by the government and made accessible to the public. Meantime, the government also assumed a managerial role in sustaining both the business and the quality of the built environment of Boat Quay. URA initiated Circular Road infrastructural improvement in the 2000s, hoped to attract more economic viable businesses tenants, and a lightning improvement project was later initiated in 2007. STB continuously organizes new events to promote Boat Quay, tries to find a distinctive business feature for this area to compete with others. The participation of other groups in the decision-making process is comparatively less. The shophouse owners have an impact on the choices of the commercial activities. The tenants formed a group to represent their communal interests. They succeeded in staging several events, but failed to collaborate to implement serious business and infrastructural upgrades schemes.

In terms of the spatial quality, Boat Quay doesn't have a high mix of uses. The total site area of Boat Quay is 3.80 ha, with a 100% commercial building floor area. Regarding the exterior connections, the district is well-connected to its surroundings through both vehicular and pedestrian roads. The whole area itself is well connections with relatively small districts and many meeting points. The scale of Boat Quay is comfortable and intimate, with buildings average two to three storey high and a street height-width scale of one to two. There is only one type of building in this whole area, which is historical buildings which helps to establish a strong place identity. In sum, although Boat Quay doesn't have a diverse functionality, the connections and waterfront accessibilities are well-established. The entire area have an amiable space in human scale and an memorable image of the space with heritage buildings and legible spatial characteristics.

CASE TWO: CLARKE QUAY

Introduction

The Clarke Quay case study area is the Clarke Quay Conservation Area which is to the north of The Singapore River bounded by Tan Tye Place, River Valley Road, Clarke Quay Street and North Boat Quay Street. It is approximately 4.6 ha composed of five areas with around sixty shophouses and warehouses in total. Today, Clarke Quay occupies a prime location in the city of Singapore: within five minutes walk to both Singapore central business district and Chinatown; within ten to twenty minutes walk to both Orchard Road shopping strip and the downtown civic district.

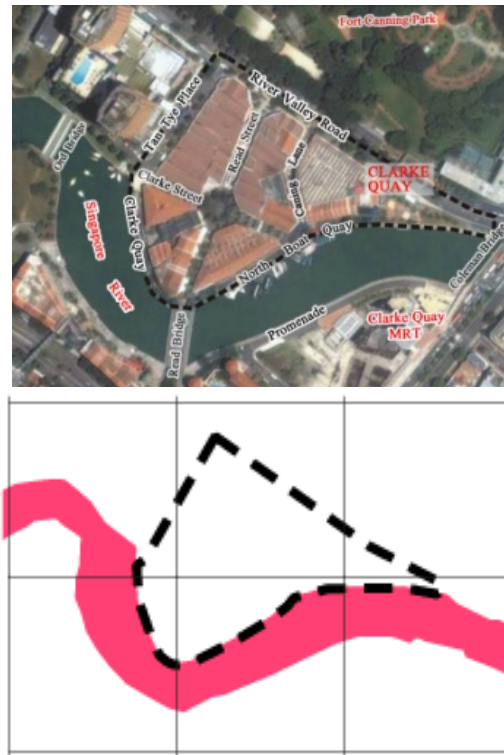


Figure 30 *Left*, the boundary of Clarke Quay; *right*: the boundary of Clakre Quay in dotted line, The Singapore River in pink area, and every grey lined square equals to 4 ha. (Data from Google Earth 2009.)

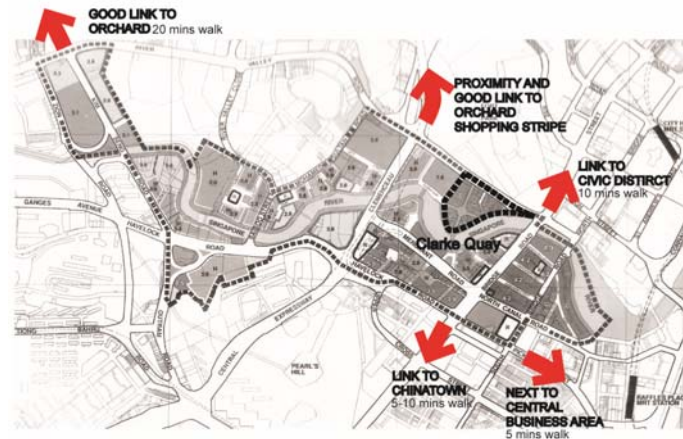


Figure 31 Boat Quay, travel time to prime city areas. Adapted from Urban Redevelopment Authority 1994, fig 14

Historically the north bank was the strategic place for the colonial outpost and later became the centre for shipping and storage.¹³⁴ Merchants—charcoal dealers, timber merchants and motor mechanics—and banks started to build warehouses along the banks since the nineteenth century.¹³⁵ Clarke Quay asserted the importance of the River as the commerce centre thereafter.¹³⁶ It was not until the completion of river cleaning scheme in 1987 that the area began to decline. There were no proper sewage systems, the sanitation was poor, and living conditions suffered. Warehouses and shophouses became obsolete; plants grew out of the walls. Some of the remaining buildings were converted into Bank’s storage spaces (No.3 godown of the Industrial and Commercial Bank Ltd in 1986), schools and small hardware stores.¹³⁷ The poorly maintained quayside was often packed with motor vehicles. However, was still full of

¹³⁴ Dobbs, *The Singapore River: A Social History 1819-2002.*, 129.

¹³⁵ Heng and Vivienne, "The 'Night Zone' Storyline: Boat Quay, Clarke Quay and Robertson Quay."

¹³⁶ Hon, *Tidal Fortunes : A Story of Change : The Singapore River and Kallang Basin.*, 22-23.

¹³⁷ *Singapore Lifeline : The River and Its People*, (Singapore: Times Books International

Oral History Department, 1986).; and national archive picture "[hardwares & engineering companies at jellicoe rd, ice-cream seller on trishaw at Clarke Quay, The Singapore River](#) " 1980.

life at night—Kungfu shows performed by medicine peddlers, street Wanyang organized by local residences, and silent movie shows provided entertainment.¹³⁸

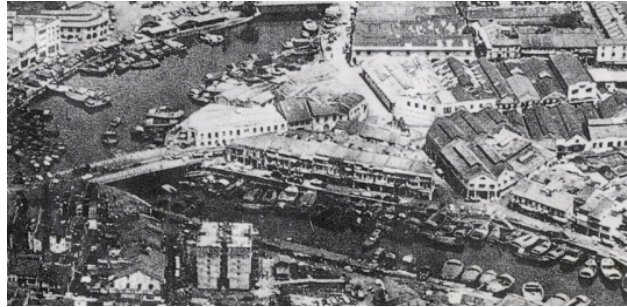


Figure 32 Pictures of shipping activities at Clarke Quay before urban regeneration

¹³⁸ One kind of Chinese street opera; Dobbs, *The Singapore River: A Social History 1819-2002.*, 49 and 147.



Figure 33 *Left*, 1985 Liang Hiang Twa temple (with a red banner) in a row of pre-war shophouses along The Singapore River at Clarke Quay. Photograph courtesy of Singapore National Archive. *Right*, building on the traffic island facing the Teck Lee warehouse used to be a public toilet before Clarke Quay urban regeneration. Reprinted from Urban Redevelopment Authority, *Shaping Singapore: A Pictorial Journey through the Lenses of 19 Singapore Photojournalists* (Singapore, 2004), p.90.

There are two types of buildings of local characteristics—shophouse and godown (warehouse). To the south of the river were small shophouses, similar as the ones at Boat Quay. The rest of the buildings are Godowns, built in the 1820s, their style was the combination of east and west, most of which are big, simply designed, and well ventilated. Western styles could be identified on the buildings facades, such as Doric columns and rounded arches, along with symmetric Chinese tiles.¹³⁹

¹³⁹Gretchen, *Pastel Portraits: Singapore's Architectural Heritage*, 27 and 14.

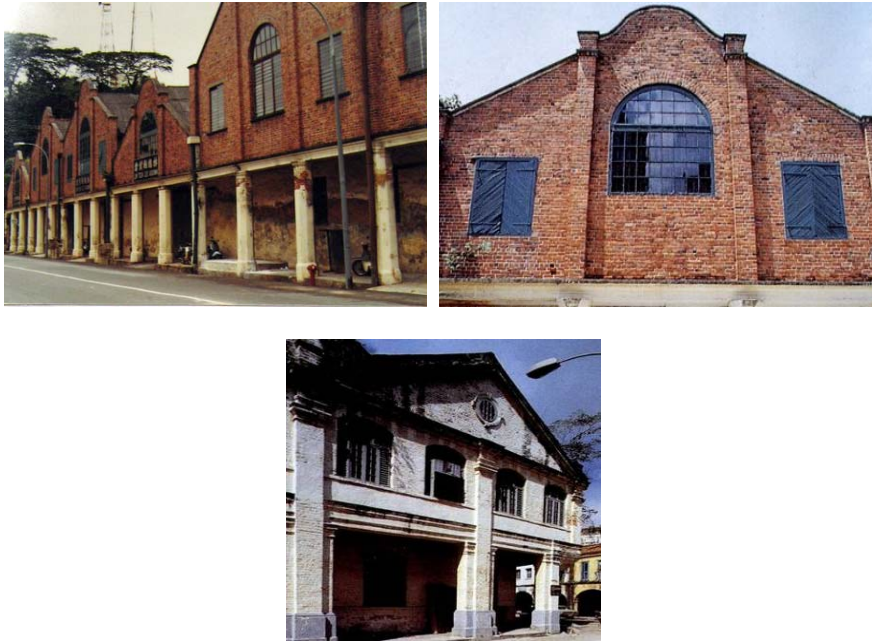


Figure 34 *Top*, pictures of Clarke Quay in the 1980s. Reprinted from Sai Hong, Kwan. "Proposed Art Centre - Clarke Quay Redevelopment." *Bottom*, godowns in Clarke Quay. Reprinted from Urban Redevelopment Authority, *The Singapore River: Development Guide Plan: Draft* (Singapore, 1992), p. 8.

Redevelopment Preparation

Clarke Quay was granted conservation status by URA in 1989.¹⁴⁰ The conserved buildings in Parcel A, B, C, D (Figure 35) need to be vacated and the non-conserved buildings in Parcel E need to be demolished before the restoration could take place.¹⁴¹

¹⁴⁰ Urban Redevelopment Authority, "Clarke Quay Conservation Area," <http://www.ura.gov.sg/conservation/clark.htm>.

¹⁴¹ URA, *Sale of Sites Bounded by River Valley Road/North Boat Quay/Clarke Quay/Tan Tye Place* (Singapore: URA, 1989).

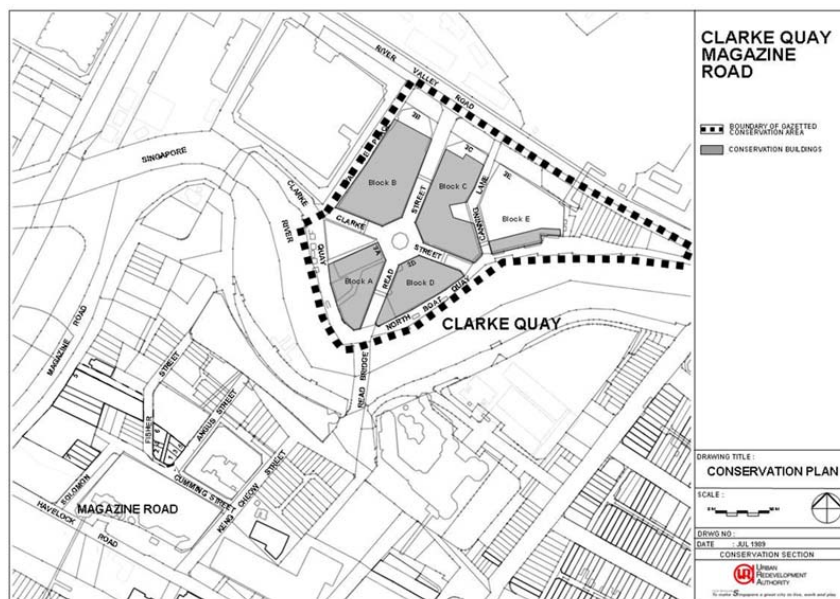


Figure 35 Clarke Quay conservation status plan

URA undertook the eviction of the tenants, and as stipulated in the land tender statement, Clarke Quay was to be leased out with “vacant possession”.¹⁴² In 1989, the Clarke Quay Conservation area (excluding waterfront and streets) was leased to DBS Land (later known as CapitaLand) via the Singapore government’s Sale of Site Program with a fee of fifty-four million Singapore dollars¹⁴³ In the tender, the successful developer should bear the responsibility of demolishing the “temporary structures in parcel E” and parcel D which is to be replaced by a multi-level parking structure.¹⁴⁴

¹⁴² Ibid.

¹⁴³ “From the URA’s point of view, a single developer would achieve a better design objective and have better control over the tenant mix. It would also be easier to communicate and work with a single developer for the necessary infrastructural work rather than coordinating with several developers.” Tan Hwee Fang, "Urban Waterfront and Its Water Resource: A Review of Clarke Quay Along Singapore River" (National University of Singapore, 1997/1998).

¹⁴⁴ Urban Redevelopment Authority, "Historical Data on Vacant Sites Sold by Ura," ed. Urban Redevelopment Authority (Singapore).

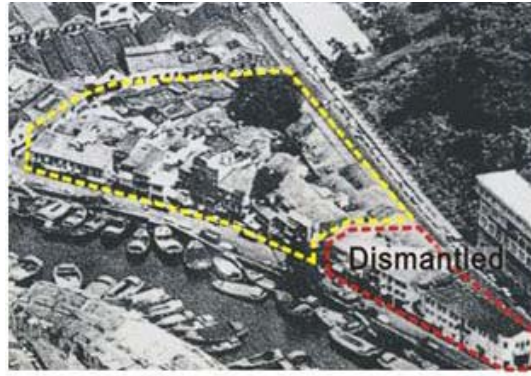


Figure 36 The east end of Clarke Quay area which is planned to be demolished

Waterfront

The waterfront improvement was enacted through the Sale of Site Tender.¹⁴⁵ Stated in the tender “successful tenderer as the party who should take responsibility in the detailed plan and implementation of this promenade”.¹⁴⁶

Functions of the promenade were specified by URA. It should be the extension of its neighbouring shophouse activities—commercial, recreational and entertainments—as stated in the Singapore River Planning Report 1994.¹⁴⁷ The urban design plan was prepared by DBS Land which proposed to redevelop Clarke Quay into a family oriented “festival market” (shopping mall) themed as ‘A Hundred Years on The Singapore River’.¹⁴⁸ ELS/Elbasani & Logan Architects was hired and they created a nostalgic plan for the promenade—ten to fifteen-meter wide streets, new pavements, trees with replicas of 1960 gas lamps, benches and tongkang berthing by the

¹⁴⁵ URA, *Sale of Sites Bounded by River Valley Road/North Boat Quay/Clarke Quay/Tan Tye Place*.

¹⁴⁶ Ibid. “...tenderer shall be responsible for the implementation of the proposed ...riverside promenade...as shown shaded on the said guide plans...”.

¹⁴⁷ Urban Redevelopment Authority, *Clarke Quay : Develop Your Own Corner of Historic Singapore* (Singapore 1989). and URA, *Sale of Sites Bounded by River Valley Road/North Boat Quay/Clarke Quay/Tan Tye Place*.

¹⁴⁸ John Morris Dixon, *Urban Spaces* (New York: Visual Reference Publications, 1999).86-88. “The Architects restore the remaining buildings with original building techniques of brick and plaster, wood windows and doors, and terra cotta roofing.”

riverfront.¹⁴⁹ At the same time, DBS Land also began to select new tenders for their shophouse. The west strip of the promenade was leased to children toy shops, and east strip of the promenade were occupied with a food court and several other food and beverage establishments.¹⁵⁰ Refurbished tongkangs berthed by the waterfront were also leased to restaurants as dining venues. The construction was completed and Clarke Quay was officially opened in 1993.



Figure 37 Architectural model of Clarke Quay in the early 1990s. Photograph courtesy of Singapore National Archive.



Figure 38 *Left* Clarke Quay promenade after redevelopment in 1993. Photograph courtesy of Singapore National Archive; and *right* Conservation work in 1990 – 1993 with dining Towkang at Clarke Quay. Photograph courtesy of Singapore National Archive.

¹⁴⁹ Ibid.

¹⁵⁰“the Foudndry – children’s and toys, Osh Kosh B’Gosh, Tender Box, Sesame Streets, Snoopy Collection, My Character shop, Mickey Collection, Basics, Mini Mexx.” Fong Stephanie Li Ting, "Clarke Quay : An Evaluation of Its Success as a Festival Market" (National University of Singapore, 1994/1995).



Figure 39 Picture of Clarke Quay promenade after regeneration (Data from Google Earth, 2009).



Figure 40 *Top left*, Clarke Quay before redevelopment; *top right* 1976 Leng Hiang Twa temple dinner celebration along Clarke Quay. Photograph courtesy of Singapore National Archive. *Bottom*, riverfront dining after waterfront regeneration.

Built Environment

The redevelopment of Clarke Quay was initiated by URA. It is to be regenerated into a place for play, designated as one of the Singapore River development Zones. Stated in the 1986 Tourism Product Development Plan, Clarke Quay was one of the Singapore River themed zones to be injected with new “historically compatible

activities” (Figure 41).¹⁵¹ In the Singapore River Plan released in 1994, Clarke Quay was planned as commercial and conservation area with open spaces and a plot ratio of 2.8 subjected to special and detailed controls (Figure 42).¹⁵²

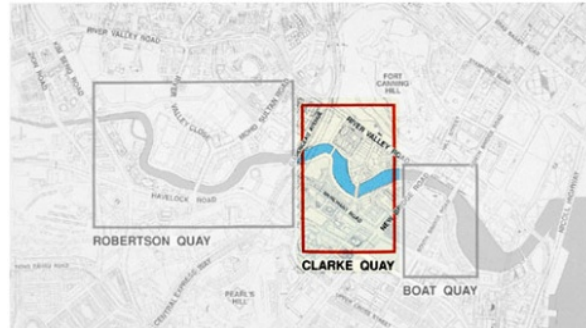


Figure 41 Sub-zones of The Singapore River – Robertson Quay, Clarke Quay and Boat Quay

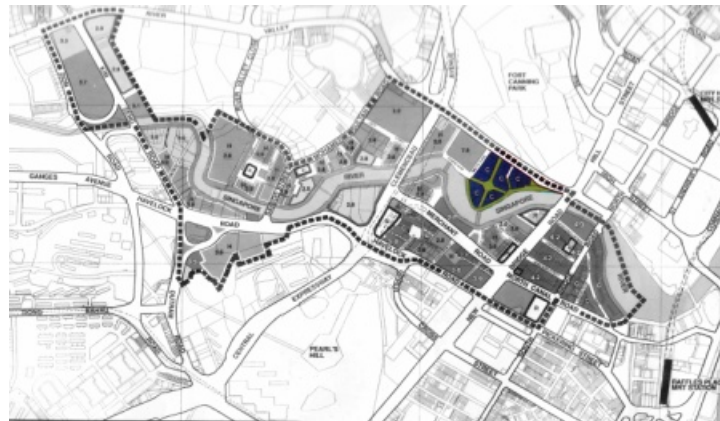


Figure 42 The Singapore River Planning Report 1994, zoning plan and plot ratio plan

¹⁵¹ Chang and Huang, "Geographies of Everywhere and Nowhere

Place- (Un)Making in a World City." 234; and Singapore Tourist Board, "Tourism 21: Vision of a Tourism Capital."

¹⁵² Shirlena Huang and T. C. Chang, "Things to a Void: Utopian Discourse, Communitarity and Constructed Interstices in Singapore Public Housing," in *Theorizing the Southeast Asian City as Text : Urban Landscapes, Cultural Documents, and Interpretative Experiences*, ed. Robbie B.H., Brenda Goh, and S.A. Yeoh. (Singapore: World Scientific, 2003).



Figure 43 *Left* godowns at North Boat Quay, photograph courtesy of Singapore National Archive.

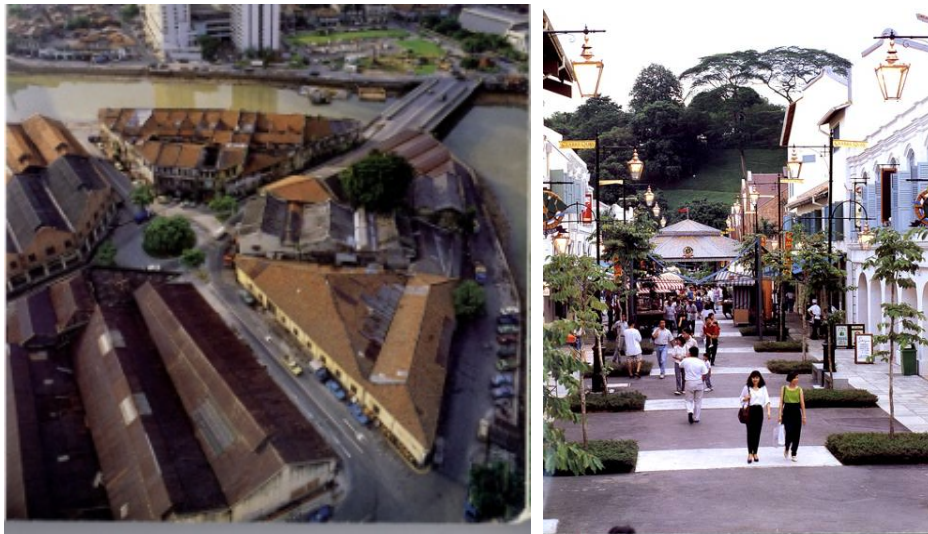


Figure 44 *Left*, bird eye view of North Boat Quay. *Right*, streets of this warehouse area have many of the qualities of a small village streetscape. Note the Chinese roofline of the warehouse, No.13 Read Street. Reprinted from John Morris Dixon, *Urban Spaces* (New York, 1999).

Conservation plan was released in 1985 with detailed restoration guidelines in text and figures for all the conserved buildings. Clarke Quay is composed of four blocks, two in-fill structures with recessed walkways in the two north blocks, and a new parking block with five-hundred-car capacity with frontal shophouses.¹⁵³ Green spaces are to the east end with two pedestrian malls connected with the waterfront promenade. The detailed building restoration guideline provides measurements of the

¹⁵³ This is to simulate the traditional five-foot-way which is an important architectural element of shophouse.

sites, elevations, sections, and building restoration plans. They include simulated façade restoration plans for every single buildings, rules on how the building details should be restored: roof with finish, fire wall, downpipe, jackroof, front and second storey façade with structure, windows, transoms, fanlights, ornaments, front façade of the first storey with structure, doors, windows, transoms, fanlights.¹⁵⁴ According to URA, these guidelines were setup under the three ‘R’ rules—‘maximum Retention, sensitive Restoration and careful Repair’.¹⁵⁵ There were no such detailed guidelines for pedestrian malls and promenades.¹⁵⁶ According to the land tender statement, URA designate the successful tenderer to do the “retain, restore, conserve and preserve of the said existing buildings in accordance with the conservation guidelines and controls set out herein”.¹⁵⁷

¹⁵⁴ Detailed text regulations on roof, soffit, gutter, downpipe, facades, doors, windows, balcony the building details

¹⁵⁵ Dobbs, *The Singapore River: A Social History 1819-2002.*, 119.

¹⁵⁶ “...pedestrian mall / riverside promenade / plaza: the successful tenderer shall be responsible for the implementation of the proposed pedestrian mall, riverside promenade and plaza outside the Land Parcels as shown shaded on the said guide plans at his own cost and expense. The design of the proposed landscaped pedestrian mall, promenade and plaza shall be subject to the approval of the Authority and other relevant Competent Authorities.” URA, *Sale of Sites Bounded by River Valley Road/North Boat Quay/Clarke Quay/Tan Tye Place*.

¹⁵⁷ “external restoration works , height (original), roof wall, architectural features, fascia beam, windows and doors, facades, internal courts/rear court, Mechanical, plubing and electrical equipment, signage, paint, internal restoration works, internal architectural elements, air-well, staircases and floors, warehouse buildings shophosue buildings, structural alternations to existing buildings, service area, electric substation and refuse bin center, parkings, diversion and provision of utilities services.” Ibid.

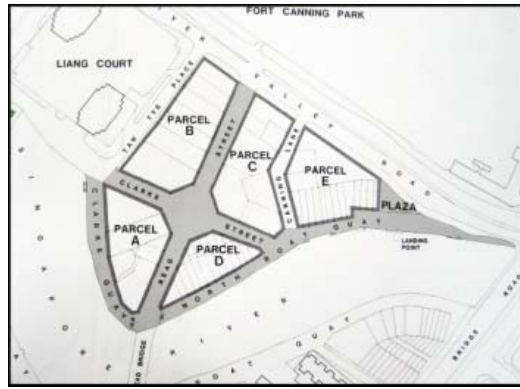


Figure 45 *Left*, land parcel plan; *right*, site measurements. Reprinted from Urban Redevelopment Authority, *Clarke Quay*, Urban Redevelopment Authority (Singapore, 1989).

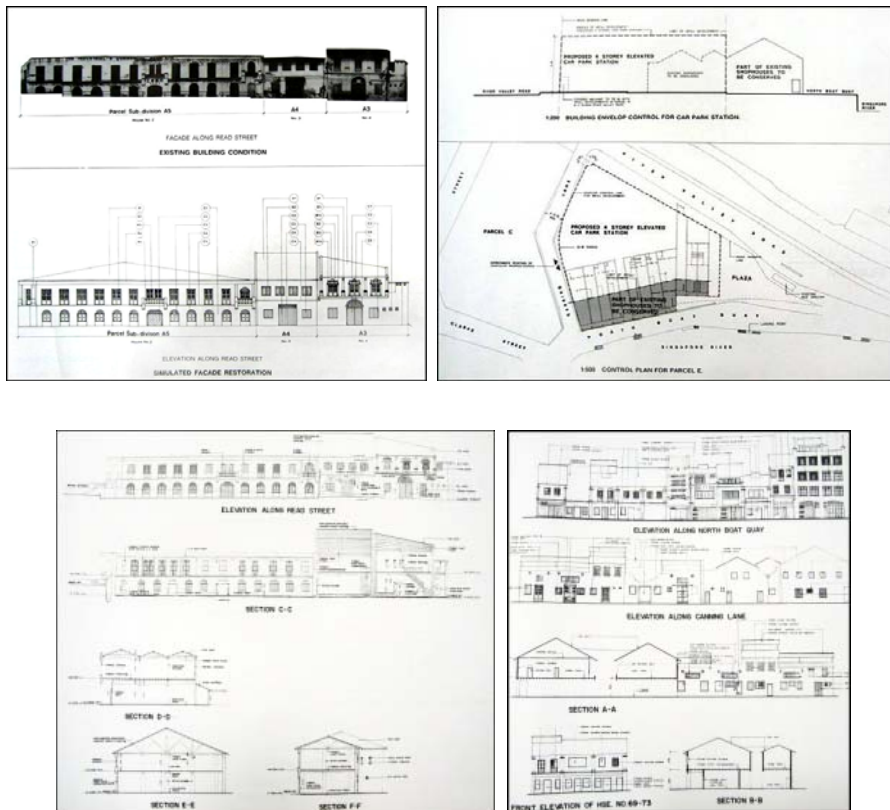


Figure 46 *Top left*, existing building condition and simulated façade restoration plan. Clarke Quay conservation guideline examples and 1:200 plan; *top right*, building develop control for parking station and 1:500 control plan for parcel E; *bottom left*, measured drawings, elevations and sections (west south block D); *bottom right*, measured drawings elevations and sections for block E. Reprinted from Urban Redevelopment Authority, *Clarke Quay*, Urban Redevelopment Authority (Singapore, 1989).

Hired by DBS Land, ELS/Elbasani & Logan Architects undertook the responsibility to prepare the architectural plans. They selected new materials for restoration did detailed plans on the two pedestrian malls, and planned a new gazebo (pavilion) replacing the former public convenience in the center of the site. In 1991, DBS Land implemented the plan with a spending of 132 million Singapore dollars. To restore the buildings, they hired craftsman from China and rehabilitated the structures with original techniques. The interiors were refurnished with suspended ceilings and ceramic tiles. Tongkang were restored and moored along the river banks. Replicas of street lamps of the 1960s and iron benches were installed along the pedestrian walks.

DBS Land divided rentable spaces into units, selected new tenants and tendered them out. The whole area was designed as a themed shopping mall providing a mixture of shopping, services, food and entertainment including traditional businesses as the exotic ingredient. On the official opening in 1993, there were about 40 % retail, 30% food and beverage and 30% entertainment establishments.¹⁵⁸ Store includes fragrance and cosmetic, optics, hair salon, children's toys, fashion, and services.¹⁵⁹ An adventurous ride for the kids was installed to the east end. Several units were also tendered to traditional trades, such as barber, cobbler and calligraphy which comprise

¹⁵⁸ Stephanie Li Ting, "Clarke Quay : An Evaluation of Its Success as a Festival Market"., 45-48.

¹⁵⁹ "Fragrances and cosmetic, Milan Optics, Lee's Hair Salon, Children's and toys, fashion, Neat Club, Beverly Hills, Tie Shop, Just Fashion, Giordano....Fun and games – Clarke Quay boardwalk games, Clarke Quay adventures, magic land, reality rockets; furnishing / upholstery, deco city; jewellery and watches, zero gravity, princess jewellery; electronics, personal devices, music storey; Services, money changer, DBS bank, Singapore sightseeing tour, standard photo, drug store; shoe bags; galleries." Urban Redevelopment Authority, *Shaping Singapore : A Pictorial Journey through the Lenses of 19 Singapore Photojournalists : Achievements (1974 to 2004) & Aspirations (2004 to 2034)* (Singapore: Urban Redevelopment Authority, 2004).; and Stephanie Li Ting, "Clarke Quay : An Evaluation of Its Success as a Festival Market".

20% of the businesses. The tenants took on the responsibility to run the place, and there were no tenants associations in Clarke Quay. DBS Land was in control of the tenant mix. At the same time, the Singapore Tourism Board acts as the organizer for most of the happenings, in 1994, Singapore Food Festival took place at Clarke Quay, the streets were decorated with candies, there were beer drinking, pizza eating competitions and fashion walks. It is followed by Great Singapore Sale.



Figure 47 *Left*, 1989 site plan. Reprinted from John Morris Dixon, *Urban Spaces*, Visual Reference Publications, (New York, 1999), p. 86-88. *Right*, Clarke Quay model in the early 1990s (seen from River Valley Road from the north). Photograph courtesy of Singapore National Archive.



Figure 48 *Left* Read Street. Reprinted from John Morris Dixon. *Urban Spaces*, Visual Reference Publications, (New York, 1999), p. 86-88. *Right*, 1993, Clarke Quay east end children's ride. Reprinted from "Proposed Art Centre - Clarke Quay Redevelopment."

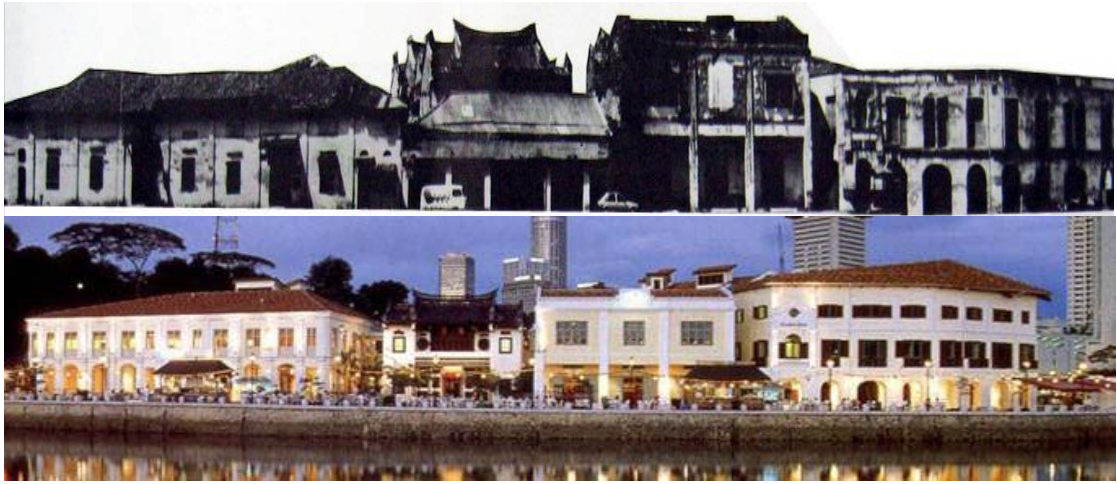


Figure 49 *Top*, Façade of Clarke Quay in 1984. Reprinted from Urban Redevelopment Authority, *Clarke Quay* (Singapore, 1985). *Bottom*, façade of Clarke Quay in 1993. Reprinted from John Morris Dixon. *Urban Spaces* (New York, 1999).



Figure 50 Façade transformation of North Boat Quay from 1984 to 1993. Reprinted from Urban Redevelopment Authority. *Clarke Quay* (Singapore, 1985).



Figure 51 Clarke Quay shopping mall businesses brochure. Reprinted from Stephanie Li Ting, Fong, "Clarke Quay: An Evaluation of Its Success as a Festival Market." (Singapore, 1994).



Figure 52 1993, Chinese opera at Clarke Quay. Photograph courtesy of Singapore National Archive

Clarke Quay saw its heyday when the foreigner tourists pour in this place. After seven years, around the 2000s, with the economic growth and new shopping complex emergence in the downtown area, Clarke Quay was losing its market competitiveness. Its tenants and marketing overlapped with other much bigger shopping malls and

lacked a unique market niche.¹⁶⁰ Clarke Quay also suffered from Singapore's harsh climate — the summer heat and storms. Without shelter and air-condition, the streets were barely accessible in hot days. The tenants complained that the business has decreased up to 50% from 2000 to 2003.¹⁶¹ As a result, CapitaLand began to prepare for another major transformation for Clarke Quay.

The concept of the new renovation plan and is to “create value through intensive asset enhancement”. As indicated by Mr. Pua Seck Guan, chief executive of CapitaLand's retail department, the new Clarke Quay was to be the “Xintiandi”, an economically profitable historic district regeneration project from Shanghai, in Singapore. The target group is “PMBs – professional, managers, executives and business people”, with an expected 80% of local visitors and 20% tourists compared to the former— 50% each. The marketing also shifted from retail to “up-market” focusing on fashion, craft and lifestyle. The economic goal is to raise the net property yield into 6 to 7 per cent per year. The net lease area will also increase from 21,003 square meters to 25,084 square meters along with the expected occupancy raise to 90%. The implementation took place in different phases and lasts 18 months.¹⁶²

CapitaLand Retail appointed Alsop Architects to draft the new plan in 2002. With the new goal, the project is required to (1) re-design the streetscape and waterfront; (2) address the climate issue and mitigate the Singapore ambient temperature and heavy rainfall without creating a traditional internal air conditional mall.¹⁶³ As indicated by Stephen Pimbley, a partner at Alsop Architects, “the brief from CapitaLand was to

¹⁶⁰ Karl Ho, "The Quay to Success; Wider Walkways, Lily-pad-Like Seating Platforms and New Outlets – These Are Just Part of the \$80 Million Project to Make Clarke Quay the Hottest Nightspot in Town," *The Straits Times* January 22, 2005.

¹⁶¹ Krist Boo, "'Worn out' Clarke Quay to Get New Look," *The Straits Times* February 11, 2003.

¹⁶² Cecilia Chow, "City & Country: Clarke Quay: The Comeback Kid " *The Edge Singapore* May 16, 2005.

¹⁶³ AMC ALSOP, "Singapore Clarke Quay," <http://www.alsoparchitects.com/>.

transform Clarke Quay 'and provide a new language of installations' that make Clarke Quay an enjoyable place to be".¹⁶⁴

In Alsop plan, with regard to the attracting riverfront, the Alsop scheme clears the site and exploits its traditional linear quality. A series of "lily pad", elevated dining platforms, was installed along the riverfront which "maximizes the waterfront experience" while creating a private zone for diners. Custom-made umbrellas called "bluebells" illuminating at night with various colour lights were installed atop the "lily pads". These bluebell lights reflect the reminiscent of traditional Chinese lanterns animating the river's edge. To transform the weather without air-conditioner, huge canopies were installed covering all the four internal streets and courtyard cantilevering over the shophouse roofs. These structures were called "Angels" composed with ETFE (Ethyl Tetra Fluoro Ethylene) cushioned canopies supported by steel frames. The frames were equipped with a climate-control system composed of mini-fans and a water feature sprouting water at 16 degree C.¹⁶⁵ Therefore, the frames were able to creating "a low level artificial breeze" in the outdoor spaces and cooled the sheltered areas. Trees were planted along the streets and a central fountain was installed the courtyard which would help with cooling. The overall climate control system was said to be reduced the temperature at a gentle 28 degree C in the afternoon. Furthermore, a series of "window boxes" were installed on the surfaces of the walls of inner streets for showing. At night, with the illuminations installed inside, the "Angels" created a fancy night scene of the pedestrian streets through the reflections and refractions by the sidewalk windows.

¹⁶⁴ SMC Alsop with RSP Architects, "Clarke Quay Revival," *SIAJ : journal of the Singapore Institute of Architects* 234, no. 4 (2006), 118.

¹⁶⁵ "Clarke Quay's Cool Revamp," *The Straits Times* May 11, 2006.



Figure 53 (left) the site plan of Clarke Quay: 1. “angel” canopy; 2. central fountain square; 3. “lilypad and bluebell” riverfront dining; 4. parking garage; 5. proposed pedestrian bridge; 6. river transport dock; 7. 24-hour G-max bungee ride (source: SMC Alsop with RSP Architects. "Clarke Quay Revival.", amended by the author); (right) aerial view of the new Clarke Quay (source: http://www.europaconcorsi.com/db/cache/pub/pub_13010_w500h500q75bw1_1435055803.jpg).

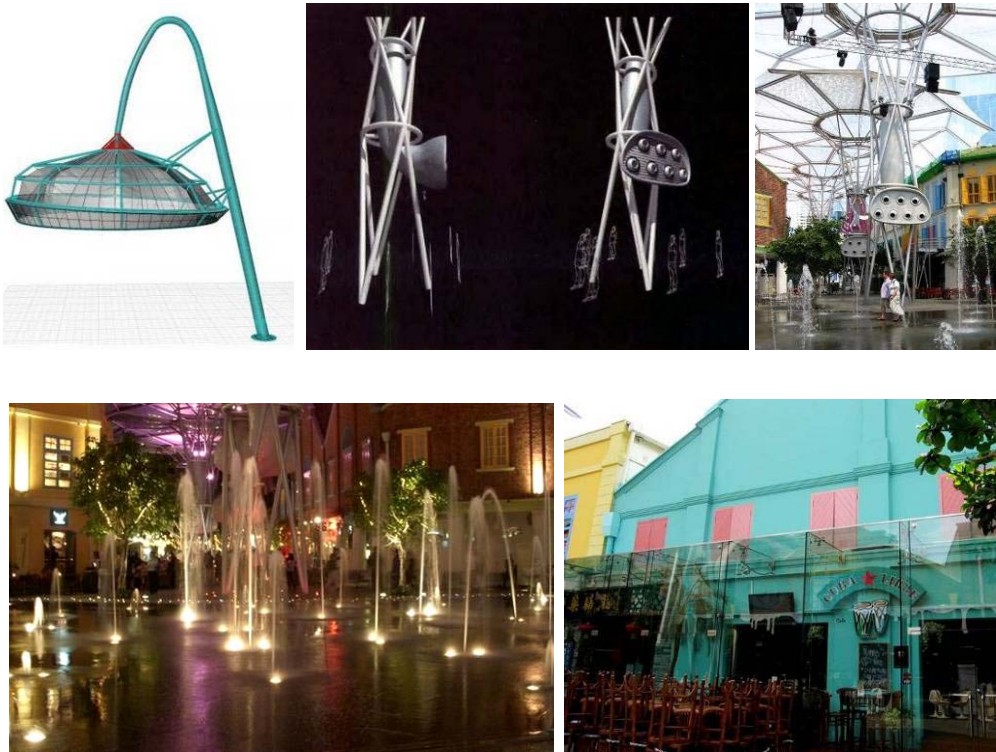


Figure 54 (up left) the model of “lilypad”; (up middle) the model of “angel”; (source: http://www.europaconcorsi.com/db/pub/architecture.php?id_scheda=13010&idimg=107931) (up right) the “angel” and central fountain; (down left) the central fountain at night; (down right) the window boxes attached outside the warehouse walls. (Source: photo by the author)

The implementation of this new plan was divided into three phases starting from Feb. 2004. A 24-hour G-Max reverse bungee ride was introduced in parcel E generating a recreational atmosphere.¹⁶⁶



Figure 55 the 24-hour G-Max reverse bungee ride at day and night. (Source: left photo by the author, right see <http://mw2.google.com/mw-panoramio/photos/medium/7249057.jpg>)

Tenants were replaced by CapitaLand, several best-know and high-end brands were introduced to Clarke Quay. It also made a contract with LifeBrandz, a local company committed to invest and brand entertainment venues, to develop the entire Block C in 2005.¹⁶⁷ The first phase of renovation was completed in January 2005 with the new “lilypads”, the colourful seating platforms along riverside.¹⁶⁸ Clarke Quay had a new tenant mix with food and beverage 35% to 40%, entertainment 35% to 40%, retail 20% to 30%. CapitaLand also evaluated the tenant mix every six months to secure a high quality.¹⁶⁹ There were thirty outlets ranged from night clubs to fusion restaurants

¹⁶⁶ Arti Mulchand, "Bungee Ride Gets 24-Hour Go-Ahead," *The Straits Times* April 1, 2004.

¹⁶⁷ LifeBrandz, "About Lifebrandz," <http://www.lifebrandz.com/about/business.html>. "LifeBrandz is committed to its core business of developing and managing lifestyle, leisure and entertainment brands, contributing to a vibrant nightlife and tourism experience in Singapore and the region. Key expertise lies in its ability to identify the brands that will be successful in the target markets, and working closely with brand owners to localize branded concepts for Asian markets."

¹⁶⁸ Karl Ho, "The Quay to Success; Wider Walkways, Lilypad-Like Seating Platforms and New Outlets - These Are Just Part of the \$80 Million Project to Make Clarke Quay the Hottest Nightspot in Town," *The Straits Times* January 22, 2005.

¹⁶⁹ Ibid.

along the river. A report said that 20% food and beverage outlet business increased compared to the pre-renovation times.¹⁷⁰



Figure 56 the “lilypad” and “bluebell” at day and night. (Source: left by the author, right please see http://www.europaconcorsi.com/db/cache/pub/pub_13010_w500h500q75bw1_1787928190.jpg)

In the second phase, the huge canopies named “Angels” were installed. These shelters were equipped with mini-fans and a new water feature to cool the temperature of the area. As reported by Straits Times, the human traffic has gone up from 200,000 to 300,000 a month to 500,000.¹⁷¹ It seems Clarke Quay successfully convert from family oriented festival market into a yuppies and tourist destination with a variety of stylish bars and restaurants. However, some criticized that the “lilypads” and “blue bells” were not sensitive to the existing historic buildings. Indicated by Stephen Pumbley, URA was “engaged positively throughout the design process” and the design abided the conservation guidelines”.¹⁷²

¹⁷⁰ "Singapore Roundup," *Business Times Singapore* May 21, 2005.

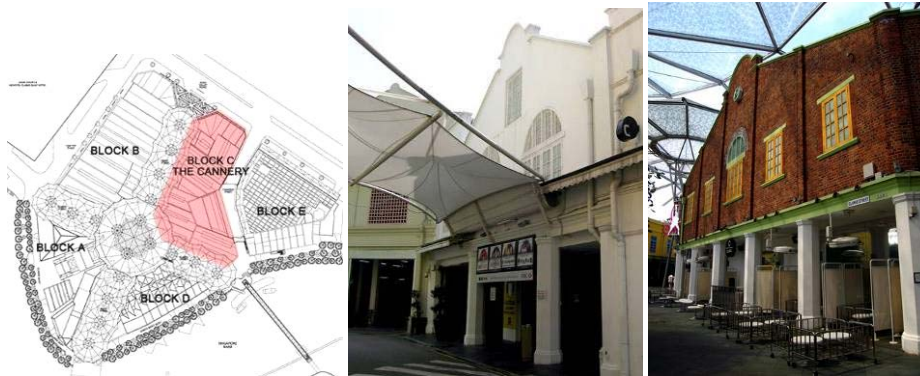
¹⁷¹ Tan Dawn Wei, "Quay Battles; While an Overhauled Clarke Quay Is Drawing the Crowds Away from Key Rival Boat Quay, Robertson Quay and Marina South Have Their Own Image Problems to Iron Out," *The Straits Times* May 28, 2006.

¹⁷² "Singapore Roundup."



Figure 57 the “angel” canopies at day and night. (Source: left photo by the author, right please see http://www.europaconcorsi.com/db/cache/pub/pub_13010_w80h80q75bw1_607912992.jpg)

Since 2005, STB had began to seek for proposals to transform Singapore River into a 24-hour entertainment and dining strip as well as the “most iconic waterfront precinct in Asia” “as Sydney’s Darling Harbor and San Francisco’s Fisherman’s Wharf.”¹⁷³ It aimed to create a “top must-visit destination” targeting at well-traveled tourists with a “fiesta-like atmosphere”. Its new goal indicated a further gentrification of Singapore River and shift into high-end market. In Clarke Quay, the Cannery, this was branded by LifeBrandz, housing 8 international brand bars, restaurants and clubs occupying 7,432 square meters, opened in Dec, 2006.



¹⁷³ Chua Kong ho Sharlene Tan, "All Day All Night by the River; Tourism Board Plans to Turn Singapore River Area into 24-Hour Fun Belt to Draw Asia’s Yuppies," *The Straits Times* (May 29, 2005).

Figure 58 the Cannery branded by LifeBrandz, the photos and the site. (Source: the site base map SMC Alsop with RSP Architects. "Clarke Quay Revival.", amended by the author, photos by the author 2008)

The renovated Clarke Quay was officially opened in Dec, 2006 with more than 20 newly opened food and beverage and entertainment outlets. Clarke Quay was said to transform completely into a nightclub and dining hotspot. There are over 50 eateries serving a world-wide mixture of cuisines. With a 24-hour entertainment license, Clarke Quay was 100% occupied and the rental revenue had doubled compared to the beginning of the regeneration in 2004. The usual visitors on Friday nights is 50,000, and 80,000 people were shown at New Year's Eve party at Clarke Quay in 2007. The office spaces in the second level were said to be filled soon. The overall regeneration costs CapitaLand \$85 million.¹⁷⁴ This plan is also a part of STB's new plan - Tourism 2015 aiming to attract more than 17 million tourists and revenue of \$30 billion by 2015.¹⁷⁵

In Aug 2007, the Singapore Tourism Board (STB) launched a new 52-week Uniquely Singapore Weekend campaign to promote Singapore tourism. Clarke Quay is one of the key attractions.¹⁷⁶ The new 2008 master plan was proposed at the same time including new proposals emphasizing on night lighting and more events which contribute to a more lively night scene.¹⁷⁷ In Feb. 2008, as a part of the Government's strategic plan to enhance the night life in Singapore, the STB officially release the plan to renovate the Singapore River from Empress Place to Kim Seng Bridge. The improvement of infrastructural was launched on Feb. 29, 2008, including installation

¹⁷⁴ "Quay Attractions; as Clarke Quay and Robertson Quay Pack in the Nightlife Crowds, Boat Quay Lags Behind as 'Red Light District of F&B' ", *TODAY* January 18, 2008.

¹⁷⁵ "Revamped Clarke Quay Officially Launched on Tuesday ", *Channel NewsAsia* December 26, 2006.

¹⁷⁶ "Campaign Launched to Promote S'pore as Weekend Getaway Destination ", *Channel NewsAsia*, August 10, 2007.

¹⁷⁷ Singapore Tourist Board, "Singapore River to Undergo Enhancement Works, Host Signature Events " <http://app.stb.gov.sg/asp/common/print.asp?id=8383&type=2>.

of new light fittings, street furniture and information boards with the illustrations and photos of the history of the quays. More events will be launched within different quays according to their distinct characters.¹⁷⁸

Discussion

In terms of the planning strategies and policies, the government's underlying driving force to redevelop Clarke Quay is similar as Boat Quay—the reconstruction of the national identity through conservation and promotion of tourism. Clarke Quay was to be injected with new functions targeting at international tourists. The government agencies are highly involved in the entire redevelopment process. Two of the most involved government departments are URA and STB. The conservation status was granted to Clarke Quay by URA and the development goals was determined and translated into two plans prepared by URA and STB. URA provides both the statutory land use plan and the Clarke Quay Conservation Area guidelines. The former sets up the development objectives, regulates land use and FAR, and provides systematic structural plans for open space and landscape. The latter includes more detailed building restoration plans. URA also undertakes several public initiatives to facilitate the redevelopment which includes: relocation of former residents, amalgamation of land parcels, infrastructural improvements, Sale of Site program and the land lease to private developer. STB is in charge of event and program planning, and infrastructural improvements, such as the lighting improvement in 2007. The government also requires the developer to prepare the site and architectural plan for the area, undertake the construction for the building blocks and waterfront

¹⁷⁸ Singapore Tourist Board, "Tourism 2015," <http://app.stb.gov.sg/asp/abo/abo08.asp>. also see Singapore Tourist Board, "Singapore River to Undergo Enhancement Works, Host Signature Events ". and Urban Redevelopment Authority, "Singapore River to Undergo Enhancement Works, Host Signature Events," <http://www.ura.gov.sg/pr/text/2008/pr08-24.html#annexa>.

promenades through the Sale of Site program. A government-led strategy could be identified: on one hand, URA several public initiatives to encourage urban development, and also utilize the land tender to mandate the developer to complete the development project.

The key stakeholders involved in the development process are: government agencies, a single private developer—DBS Land (later CapitaLand), tenants, and visitors (families, expatriates, executives, managers, working professionals, local and foreign tourists). Cooperation between the government agencies and the single developer could be identified. The developer's interest is to pursue the maximum profit from the property development, and to find the competitive advantages of Clarke quay in terms of both business and built environment. The government agencies assist the initiations of the developer through various means. For example, the developer's decision on functional upgrading in the 2000s is facilitated by URA and STB which also saw the demand for an international tourist place. However, the participation of other groups in the decision-making process is comparatively less. The tenants are managed and coordinated by the developer. They were replaced frequently by the developer in accordingly to the market need.

In terms of the spatial quality, Clarke Quay doesn't have a high mix of uses. The total site area of Clarke Quay is 4.17 ha, with an estimated 84% commercial building floor area and 16% transportation and parking areas. Regarding the connections with the surrounding areas, the vehicular connections are mainly to the north, and the pedestrian connections are mainly to the south. The area is composed of relatively small blocks and many meeting nodes. All the blocks within Clarke Quay is comparatively small and well-connected. The scale of Clarke Quay is comfortable and intimate, with buildings average two to three stories high and a street height-width ratio of two to 0.5. There are five types of buildings in this whole area, two of

which were heritage buildings which help to build a strong place identity. In sum, although Clarke Quay doesn't have a diversity of land use, the connections and waterfront accessibilities are well-established. The entire area has an amiable space in human scale and a memorable image of the space with heritage buildings and legible spatial characteristics.

CASE THREE: ROBERTSON QUAY

Introduction

The study area of Robertson Quay is the Robertson Quay Planning area as defined by URA, specifically the area bounded by Robertson Quay, Clemenceau Avenue, Unity Street, Mohamed Sultan Road and Martin Road (Figure 59). The total land area is 10.1 ha. Robertson Quay's close to the shopping district of Orchard Road and the civic centre, both of which are less than twenty minutes away by car. (Figure 60).

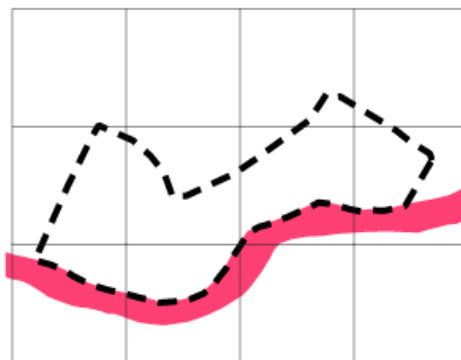


Figure 59 *Top*, boundary of Robertson Quay; *bottom*: the boundary of Robertson Quay in dotted line, The Singapore River in pink area, and each grey lined square equals to four ha. (Data from Google Earth 2009.)

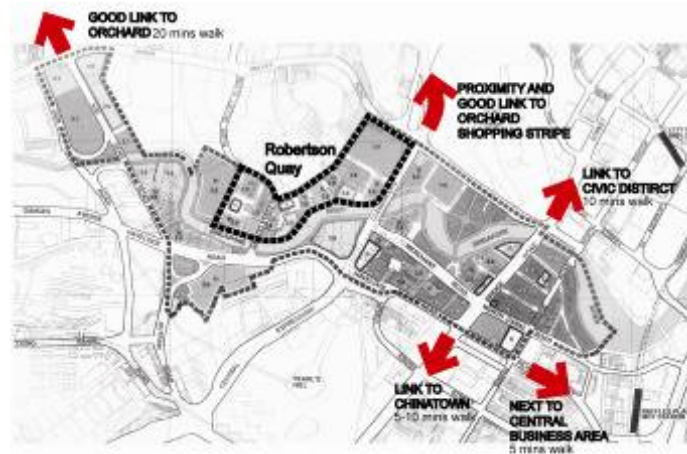


Figure 60 Robertson Quay, journey time to prime city areas. Adapted from Urban Redevelopment Authority 1994, fig 14

Located at the centre of the city, in the upstream of the Singapore River, Robertson Quay was a busy area during the economic heydays. In 1850, warehouses to store goods and wares were gradually built as shipping activities began to extend upstream from Boat Quay. In the 1900s, Robertson Quay became a well-developed warehouse and industrial area, serving as a key logistics facility for the storage, packing and delivery of the unloaded goods (Figure 61).¹⁷⁹ Warehouses in this area are cavernous and well-ventilated; some were built in the 1800s while other in the heavily industrialized period of the 1900s. Prior to the redevelopment of Robertson Quay, the waterfront was filthy and poorly maintained. It was open to vehicular access and often packed with motor vehicles which make it a dismal environment to the pedestrian. The living environment was unfavourable and unsanitary (Figure 62). After the completion of the River Cleaning Scheme and the relocation of shipping activities in the 1970s and 80s (move), Robertson Quay was quiet and “the lands are

¹⁷⁹ “The godowns built by famous company Boustead & Co. at Kampong Martin in 1895.” sawmills, rice mills and engineering.” *Singapore Lifeline : The River and Its People*.

grassy and unkempt, the river looks lazy” (Figure 107).¹⁸⁰ The whole area was densely occupied by the derelict shell of the former warehouses, many of which were three to four stories high. The lands and buildings are privately owned by merchants, and some of the buildings were rented out to small commercial establishments to be used as offices or temporary storages. Some others belonged to the banks for storage of rubber and other goods where workers and boat repair men used to live.



Figure 61 *Left*, the growth of The Singapore River in the 1850s; *right*, Robertson Quay in the 1930s. Reprinted from *Singapore Lifeline : The River and Its People*, Times Books International (Singapore, 1986).



Figure 62 Warehouses in Robertson Quay in 1997. Photograph courtesy of Singapore National Archive.

¹⁸⁰ Linda Berry, *Singapore's River: A Living Legacy* (Singapore: Eastern Universities Press, 1982).; and Urban Redevelopment Authority, *Shaping Singapore : A Pictorial Journey through the Lenses of 19 Singapore Photojournalists : Achievements (1974 to 2004) & Aspirations (2004 to 2034)*. 94.

Redevelopment Preparation

The initiative to redevelop the entire area of Robertson Quay was proposed in the 1985 Singapore River Concept Plan (Figure 63). This area was to be regenerated with “historically compatible activities, such as commercial, entertainment and residential.”¹⁸¹ The area was re-organized into seventeen land parcels (excluding roads and waterfront) by URA for later zoning and land sales (**Error! Reference source not found.**). The government acquired land for roads, waterfront promenade and infrastructures. In areas where the buildings are dilapidated or without proper infrastructures the government acquired the land, undertook the relocation, and later leased the land to private developers who would be responsible for demolition or building restoration. The rest of the areas were left in private ownership in which demolition and relocation would be undertaken by developers upon their decision on new investment (Figure 64).¹⁸²

¹⁸¹ Singapore Tourist Board, "Tourism 21: Vision of a Tourism Capital."

¹⁸² Urban Redevelopment Authority, "Sale of Residential Sites

Land Parcel (a) at Robertson Quay, Conditions of Tender," ed. Urban Redevelopment Authority (Singapore 1992 November).

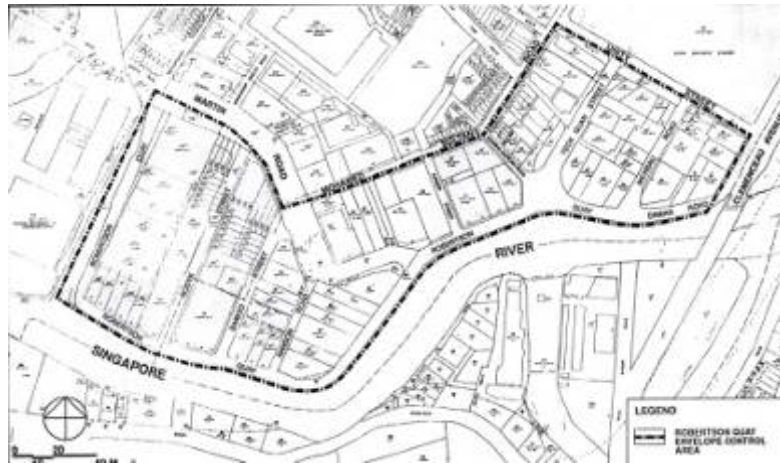


Figure 63 Robertson Quay boundary plan. Reprinted from Urban Redevelopment Authority, *Envelope Control Plan: Robertson Quay* (Singapore, 1994).



Figure 64 Robertson Quay the government-owned land (dotted yellow) and privately owned land (dotted red). Reprinted from Urban Redevelopment Authority, *Envelope Control Plan: Robertson Quay* (Singapore, 1994).

Waterfront



Figure 65 *Left*, Robertson Quay waterfront before redevelopment; *right*, architectural model of Robertson Quay after regeneration.

Proposed in the Singapore River Planning Report 1994, URA aimed to create a continuous pedestrian waterfront experience on both sides of the river (Figure 67, Figure 69 & Figure 70). A clearer boundary of the promenade was later defined in the Robertson Quay Envelope Control Plan 1994. Function and activities is different from the ones at Boat Quay and Clarke Quay — dining tables and chairs were not allowed on the promenade and the Robertson Quay waterfront is only for green spaces and pedestrian walkways (Figure 66). The site plan was prepared in which several plaza and nodes were planned at intervals. In addition, artists' impressions of the promenade are also provided to guide the designer in interpreting the legislations and guidelines (Figure 68).¹⁸³

¹⁸³ Urban Redevelopment Authority, *Envelope Control Plan: Robertson Quay* (Singapore: URA, 1994).

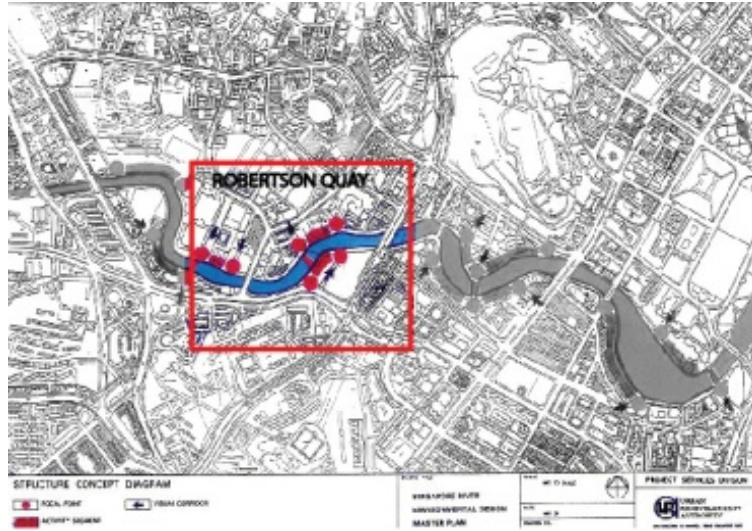


Figure 66 Visual showing the key developments and points of interests, for example, plazas, focus points along the three subzone. Adapted from Urban Redevelopment Authority, "The Design and Submission Guidelines for Implementation of the Singapore River Promenade (Revised)." (Singapore, 1999).



Figure 67 The Singapore River Green and Blue plan. Adapted from Urban Redevelopment Authority, "The Singapore River Planning Area: Planning Report 1994." (Singapore, 1994)



Figure 68 Robertson Quay covered walkway plan. Reprinted from Urban Redevelopment Authority, *Envelope Control Plan: Robertson Quay* (Singapore, 1994).



Figure 69 Illustrative site plan for the proposed promenades and malls. Reprinted from Urban Redevelopment Authority, "The Singapore River Planning Area: Planning Report 1994." (Singapore, 1994)



Figure 70 Proposed palm walk promenade at Robertson Quay. Reprinted from Urban Redevelopment Authority, "The Singapore River Planning Area: Planning Report 1994." (Singapore, 1994)

More technical terms on the waterfront could be found in the 1997 Design and Submission Guidelines for Implementation of the Singapore River Promenade. URA stated that a water edge walkway lined with trees, balustrades and street lamps is to be constructed; the mandated width will afford pedestrians a relaxing stroll from the river mouth all the way to the Robertson Quay. The whole stretch in Robertson Quay is divided into two types: the promenade to the west of Saiboo Street of Robertson Quay is type A, to the east is type B; cross-sections and details were provided for each type. The Type A waterfront is fifteen meters wide composed of two planting beds, one walkway and one stairway descending to the river (Figure 71). Type B waterfront is fifteen meters wide composed of two levels of walkways, one open sidewalk, two planting beds, and low bollards (Figure 72 and Figure 73).

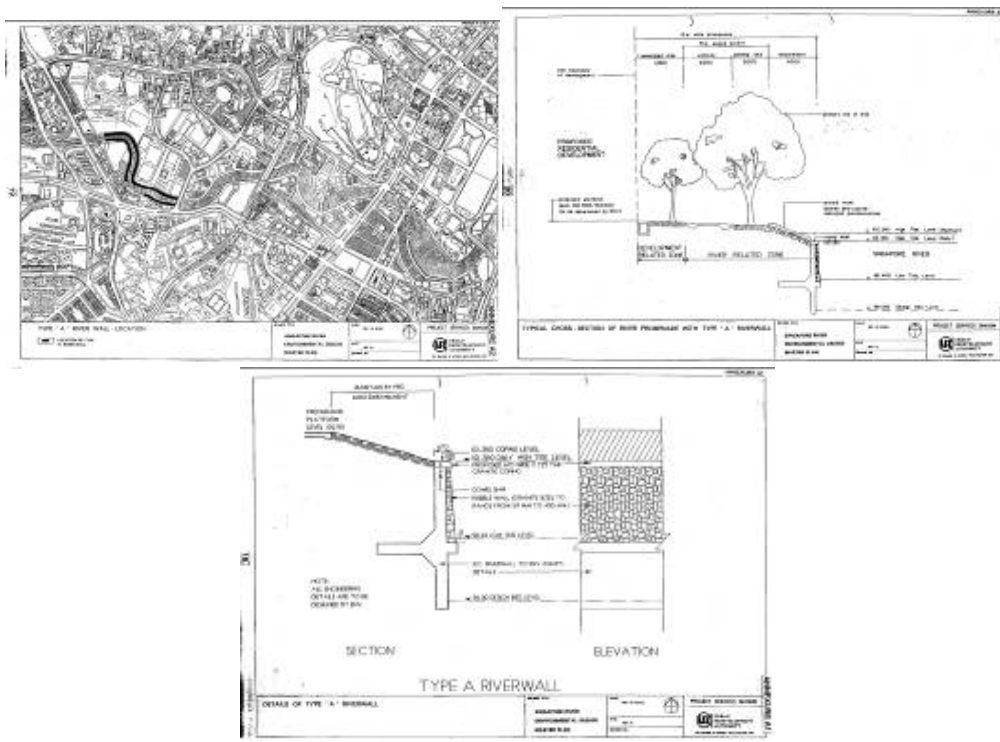


Figure 71 *Top left*, type A river wall – location; *top right*, typical cross-section of river promenade with type A riverwall; *bottom* details of type A riverwall. Reprinted from Urban Redevelopment Authority, "The Design and Submission Guidelines for Implementation of the Singapore River Promenade (Revised)." (Singapore, 1999).

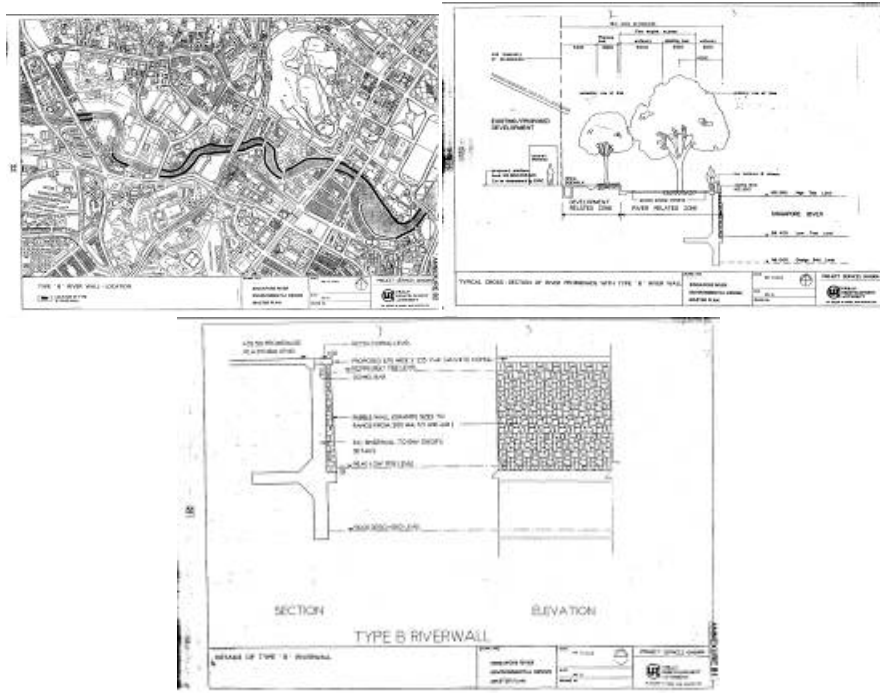


Figure 72 *Top left*, type B river wall – location; *top right* typical cross-section of river promenade with type B riverwall; *bottom*, details of type B riverwall. Reprinted from Urban Redevelopment Authority, "The Design and Submission Guidelines for Implementation of the Singapore River Promenade (Revised)." (Singapore, 1999).



Figure 73 Painter's image of the place. Reprinted from Urban Redevelopment Authority, "The Design and Submission Guidelines for Implementation of the Singapore River Promenade (Revised)." (Singapore, 1999).

URA started the construction of the waterfront promenade in 1994.¹⁸⁴ By the end of 1998, most segments were completed. Some of the segments of the promenade fronting three privately developed properties—the Quayside (by the Cosmopolitan Development), Robertson Walk (by Centrepoint Properties), and Robertson Quay Hotel (by TNT development) were completed by the developers in 1996, 1998 and 1997 respectively.¹⁸⁵ The entire stretch of Robertson Quay waterfront was officially opened to the public in 1998.¹⁸⁶

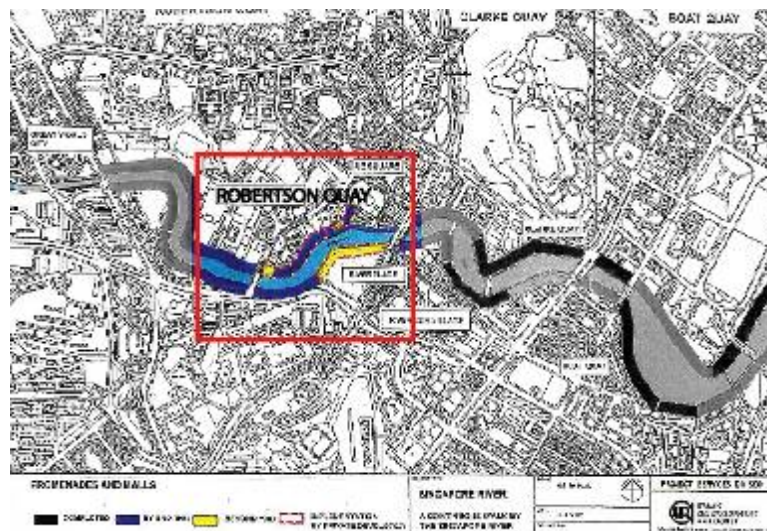


Figure 74 Promenade and walls, black – completed, blue – by end 1998, yellow – beyond 1998; red dotted – implemented by private developer. Adapted from Urban Redevelopment Authority, "The Design and Submission Guidelines for Implementation of the Singapore River Promenade (Revised)." (Singapore, 1999).

¹⁸⁴ Urban Redevelopment Authority, "Ura to Build a Continuous Riverside Promenade."

¹⁸⁵ "Robertson Quay Condon Project Set for Early 1997 Completion," *Business Times Singapore* 15 Dec 1994.; and Urban Redevelopment Authority, "Ura to Build a Continuous Riverside Promenade."

¹⁸⁶ "Old Banks Spring New Life," *Straits Times* 1999 November 30.



Figure 75 Robertson Quay promenade after regeneration. Adapted from Google Earth.

Built Environment

In the 1985 Singapore River Concept Plan. The place was zoned for residential use with commercial and entertainment activities. URA released the Robertson Quay Envelope Control Plan 1994 to guide future use and physical transformations in details. The land use is dominated by hotel, along with commercial, residential with commercial at first floor, institution and green spaces (promenade/mall). URA aimed to give a different character to this area from Boat Quay and Clarke Quay. The design guidelines regulated the form, layout of infill development and redevelopment within the demarcated area; it is applicable to all the subsequent development proposals. In terms of the content, this plan is not as thorough as the restoration plans for Boat Quay and Clarke Quay. It focuses on building envelope and public open space control. As can be seen in the Typical Section of Building Envelope Plan (Figure 78), the buildings fronting the river should not exceed four-storey and the buildings behind should not exceed ten-storey. The maximum gross plot ratio is 2.8, and controls on dimensions of colonnaded covered walkway, open walkway are also provided. In the “Covered Walkway Plan”, green spaces and plazas were mandated and a continuous recessed walk way was required for all developments. Text

In 1993, the lease of land for private housing was expedited by a speculation of six thousand unit demand per year in Singapore. In 1994 URA announced to release waterfront land for condominium development including Robertson Quay Area. The developments were facilitated through Government Sale of Site projects, and building profiles and open spaces were subjected to the control of Robertson Quay Envelope Plan 1994.

The first urban redevelopment projects took place with the Sale of Site of two land parcels (Figure 80): (1) the Quayside was leased for twenty-nine million Singapore dollars to the Cosmopolitan Development in 1992. It is a residential area with commercial at the first level on a land area of 2.9 ha, located by the river, bounded by Nanson Street, Mohamed Sultan Road and Robertson Quay; (2) Riverside View was leased in 1993 for Singapore dollars 16.3 million to the Victory Reality, it is the same kind of development with residential apartment with commercial on the first level, with a land area of 0.3 ha near Merbau Street. The envelope guidelines were included in the land lease contracts and were mandatory in the tender. It regulates maximum height, colonnade covered walkway, building edge and podium level, suggested vehicle ingress and egress (Figure 81).¹⁸⁸ The two private developers prepared detailed building plans and the constructions were completed in 1995 (the Quayside) and 1997 (Riverside View) respectively. The Quayside is with an investment of seventy-five million and a gross floor area of 5,730 m², it's a ten-storey condominium with a podium fronting the river (Figure 82). Riverside View is composed of a four-storey podium at front and a ten-storey row apartment to the back (Figure 83).¹⁸⁹

¹⁸⁸ URA, *Sale of Sites Bounded by River Valley Road/North Boat Quay/Clarke Quay/Tan Tye Place*.

¹⁸⁹ Tan Su Yen, "Set for Success, Down by the River," *Business Times Singapore* 1 May 1997.



Figure 80 Two government Sale of Sites land parcels, the Quayside to the left, Riverside view to the right



Figure 81 Left, development control plan; right, elevation along Merbau Road



Figure 82 The Quayside aerial picture and photo



Figure 83 The Riverside View aerial picture and photo

Among all the warehouses, the government made the decision to conserve two of them which were to be retrofitted for arts institutions. They were for the Arts Housing Scheme in charge of the National Arts Council. The goal of this project is to find places for arts institutions and artist to work.¹⁹⁰

One of the projects located to the east of Caseen Street with two warehouses. It was allocated to Singapore Tyler Print Institute in 1994. The retrofitting is financed by the Tyler Institute with a cost of thirteen million Singapore dollars—6.8 million Singapore dollars for equipment and six million Singapore dollars for building renovation. The Tyler Institute hired Public Works Department to do the architectural restoration plan. The restoration was completed in 2001 with a gross floor area (GFA) of 4,705 m². The two 1920 warehouses were restored to two-storey-high with an added mezzanine platform to the double volume gallery with steel trusses (Figure

¹⁹⁰ Arts Housing Scheme was implemented since 1985 which aimed to provide artists and art groups affordable spaces.

85).¹⁹¹ It brought a mixture functions - art galleries, educational workshop, artists' studio, apartments with supplementary facilities into the whole area.¹⁹²

The other project at nineteen and twenty Merbau Road with a land area of 441 m². It is allocated to DBS Arts Centre (later Singapore Repertory Theatre). The restoration was initiated in 1997 with a 1.5 million Singapore dollars fund from the government and a 3.5 million Singapore dollars fund from other private developers who also has properties in Robertson Quay area.¹⁹³ The project was completed in 2001 with a two-storey warehouse composed of a new 383-seat theater, a box office and office spaces (Figure 86). It stages English-language theaters, Broadway and West End drama and musicals.¹⁹⁴

At the same time the government undertook the infrastructural improvements to facilitate developments. The environment of Saiboo Street, Mohammed Sultan Road, Martin Road, Unity Road, Nanson Road were improved. A new underpass at Robertson Bridge to connect the two sides of the vehicle road was built.

¹⁹¹ CPG Corporation, "Singapore Tyler Print Institute," <http://www.cpgcorp.com.sg/portfolio/viewdetails.asp?Lang=EN&PCID=8&PDID=110>.

¹⁹² Ibid.

¹⁹³ Ong Sor Fern, "It's Curtains up for the Singapore Repertory Theatre," *Straits Times* 2001 April 19.; and Ong Sor Fern, "It's Curtains up for the Singapore Repertory Theatre," *Straits Times* 19 April 2001.

¹⁹⁴ National Arts Council, "Arts Facilities by the Singapore River," <http://www.nac.gov.sg/fac/fac0305.asp>.

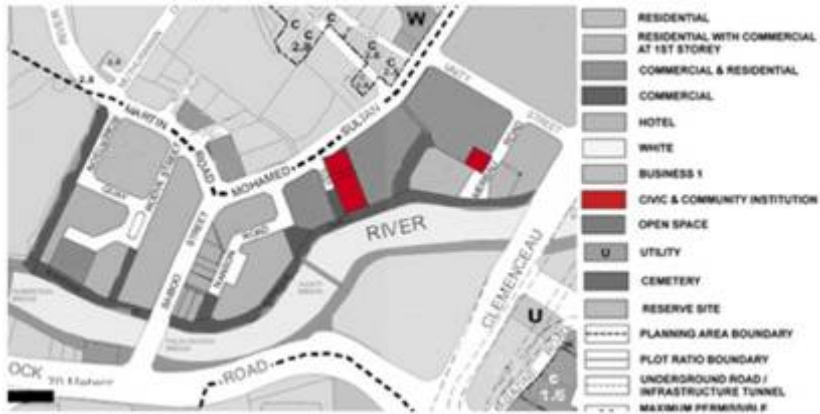


Figure 84 Singapore Repertory Theater and Singapore Tyler Print Institute. Adapted from Urban Redevelopment Authority, “The Master Plan 2008”, (Singapore, 2008).



Figure 85 Singapore Tyler Print Institute aerial picture and photo



Figure 86 Singapore Repertory Theater aerial picture and photo



Figure 87 Activities at Singapore Tyler Print Institute

Some developments in privately owned premises were completed in accordance with URA's land use plan. In 1995, Robertson Walk and Fraser Place, at the Unity Road and Mulhamed Sultan Road, on a land of 12,263 m², are developed into a residential tower with a three-storey commercial podium providing a wide range of services. The land where Fraser Place now sites was for commercial and residential, now converted into a service apartment with a commercial podium. The project was financed and completed by the Centrepoint Properties in 1998, with a total expenditure of one hundred and seventy million Singapore dollars (Figure 89).¹⁹⁵

In 1996, Robertson Quay Hotel was developed by the TNT development, which at the end of Merbau Street.¹⁹⁶ With a total expenditure of thirty-five million Singapore dollars, the project was completed in 1997 with a ten-storey building with circular

¹⁹⁵ Lynn Seah, "Check out Eateries, Offices and Great World," *Straits Times* 16 August 1998.

¹⁹⁶ Ibid.

shape imitating the warehouse facades and a two-storey podium in front (Figure 90).¹⁹⁷

At the same year, the Gallery Hotel was developed by the Robertson Quay Investment, on a site which has a land area of 3,361 m², at 76 Robertson Quay to the east of Saiboo Road (Figure 91). Tan Guan Bee Architects and William Lim Associates were hired to prepare the architectural plan. The building is divided into three distinct portions with different facades on each side (Figure 93). The interior was equipped with cement-stained scaffolding pipes, nuts-and-bolts clinch metal sheets, suspended dining tables and a glass-side pool.¹⁹⁸ This building is intended to be a signature “post-modern” icon of the Robertson Quay area. The Gallery Hotel was completed in the year 2000 with a gross floor area of 14,000 m² and 223 rooms.¹⁹⁹ The developer brought a mixture of other functions such as gallery and restaurants.²⁰⁰

The two arts institutes and Gallery Hotel energizes the vibrant atmosphere in Robertson Quay which provides the residents and visitors more entertainment choices. Right after their completion, many of art-related activities were organized, such as the monthly book and poem reading and lobby exhibitions at Gallery Hotel, educational workshops at Singapore Tyler Print Institute, and art performances at Singapore Repertory Theatre. The arts staged in riverfront spaces are a new kind of entertainment synergy, work together with food and beverage, clubs and bars.

¹⁹⁷ Ibid.

¹⁹⁸ "Highly Individual Place," *Business Times Singapore* 16 November 2000.; and Teo Pau Lin, "Whatever Whenever," *Stratis Times* 12 Feb 2001.

¹⁹⁹ "Is Gallery Hotel on the Market," *Business Times Singapore* 1 July 2008.

²⁰⁰ Ibid.; and "Commitment in Concrete," *Business Times Singapore* 27 May 2000.



Figure 88 Private developments under Urban Redevelopment Authority zoning plan. Adapted from Urban Redevelopment Authority, “The Master Plan 2008”, (Singapore, 2008).

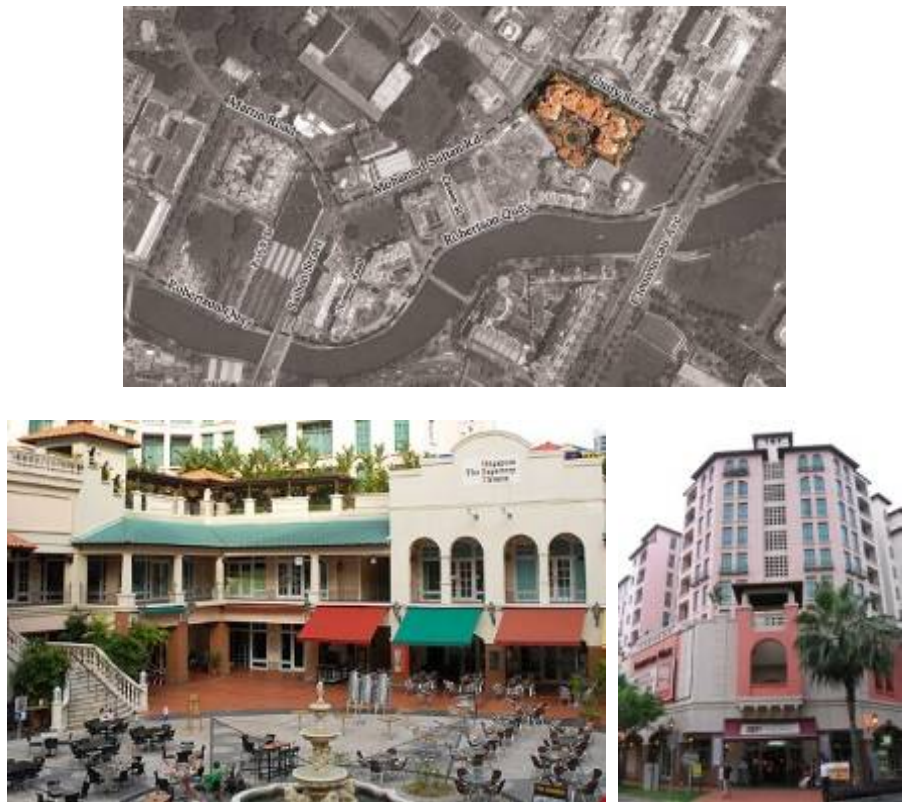


Figure 89 Robertson Walk and Fraser Place aerial picture and photo



Figure 90 Robertson Quay Hotel aerial picture and photo



Figure 91 Gallery Hotel aerial picture and photo

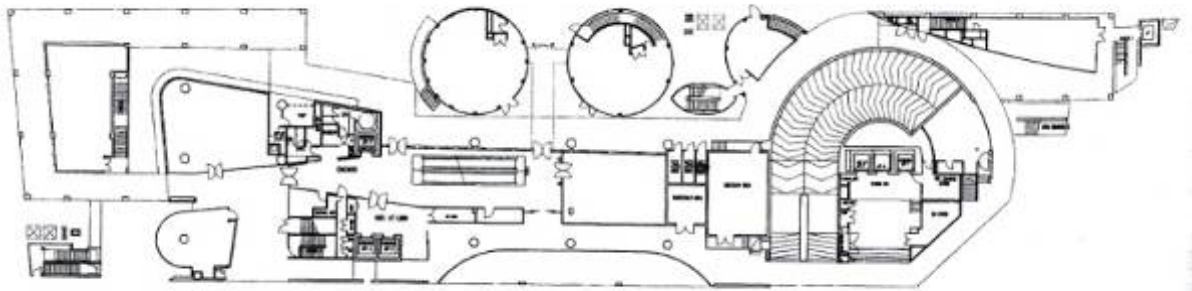


Figure 92 Gallery Hotel first floor plan



Figure 93 Gallery Hotel pictures

The housing market went to a recession in 2001 and the private housing market went on in decline in 2003 due to the SARS. 2005 is the turning point with the government relieved restrictions on foreign home ownership and property financing in private housing market. The property market saw a sudden increasing demand. Robertson Quay endured a continuous development during the market low. A wave of new condominium projects were completed from 2004 onwards, including Robertson 100, Robertson Blue, Watermark and the Pier.

Many planned hotel developments were converted into services apartments or condominiums in this building boom. In 1999, The MCL land initiated the development at 100 Robertson Road with a land area of 6,475 m². It was completed in 2004 with two towers and a two-storey podium.²⁰¹ This former planned hotel area was developed into a private condominium.²⁰²

²⁰¹ "Robertson 100," <http://www.singaporeexpats.com/singapore-property-pictures/condo/robertson-100.htm>.; and *ibid*.

²⁰² *Ibid*.

In 2000, Robertson Blue development was initiated by the HPL, it is at 85-88 Robertson Quay and Rodyk Street, on a land area of 2,787 m².²⁰³ Chan Sau Yan Associates (CSYA) was hired to prepare the architectural plan.²⁰⁴ Together with the developer, they decided to conserve the warehouses fronting the river which was originally built by a Danish firm back in 1800s.²⁰⁵ CSYA opted to paint these old warehouses into dark grey in contrast with the usual pastel concrete. The new buildings behind were designed with extensive use of fair-faced concrete, steel, glass and shades of grey. Façades of the new tower is constructed with forty-five m wide by eleven m high concrete distinguish with its conserved parts in front.²⁰⁶ In 2006, the project was completed with the ten-storey residential block composing of thirty-six units and commercial establishments in the restored warehouses at the front row.²⁰⁷

In 2000, Riverside 48, on a planned hotel site, developed by the Tuan Huat Development was. The project was completed in 2001 with a three-storey commercial podium in front and a total of seventy units of one-bedroom flat from the fourth to the tenth floor.²⁰⁸

In 2003, the Pier on a planned hotel site of 1.2 ha, located to the east of Mohammed Road and Caseen Street, was developed into a residential with commercial site by the City Development. It's a ten-storey mixed use project completed in 2006 with twelve

²⁰³ "Hpl to Launch Freehold Condo," *Straits Times* 30 June 1999.

²⁰⁴ "Project Superstarts," *Straits Times* 29 July 2006. This project won the Singapore Architecture Design Awards in 2006.

²⁰⁵ "Robertson Blue," http://www.expatchoice.com/property_for_rent/district_9/robertson-blue.htm.

²⁰⁶ Leong Teng Wui, "Robertson Blue," *Singapore Architect*, no. 235 (2000).

²⁰⁷ Ibid.

²⁰⁸ "Riverside 48," <http://www.asiahomes.com/singaporeapartment/0524Riverside48.htm>.

foods and beverages on the ground floor podium fronting the river and a ten-storey service apartment on top.²⁰⁹

In 2005, the Watermark by Hong Leong Group was on a former hotel land use site later developed into a residential with commercial site. It is composed of around two hundred house units with four warehouses restored for shops, food and beverage. The site area is 8,300 m², at Rodyk Street, Saiboo Street and Robertson Quay Street. The project was completed in 2008.²¹⁰



Figure 94 Private developments in which land use were adjusted through negotiation with URA. Adapted from Urban Redevelopment Authority, “The Master Plan 2008”, (Singapore, 2008).

²⁰⁹ "Property of the Week: Robertson Quay Comes to Life," *The Edge Singapore* 20 June 2006.

²¹⁰ "Hong Leong Project Gels the Old and the New," *Business Times Singapore* 13 January 2005.

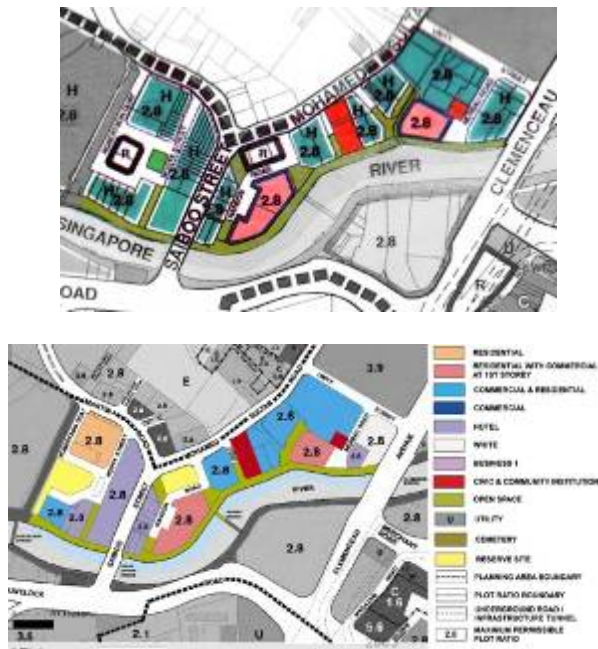


Figure 95 Comparison of 1994 zoning plan and 2008 zoning plan (in which most of Robertson Quay developments completed) – note the land use differences. Adapted from Urban Redevelopment Authority, “The Master Plan 2008”, (Singapore, 2008).



Figure 96 Robertson One-hundred aerial picture and photo



Figure 97 Robertson 100 site plan and perspective picture



Figure 98 Robertson Blue aerial picture and photo



Figure 99 Robertson Blue site plan and warehouse picture



Figure 100 Riverside 48 aerial picture and photo



Figure 101 The Pier aerial picture and photo



Figure 102 Watermark aerial picture

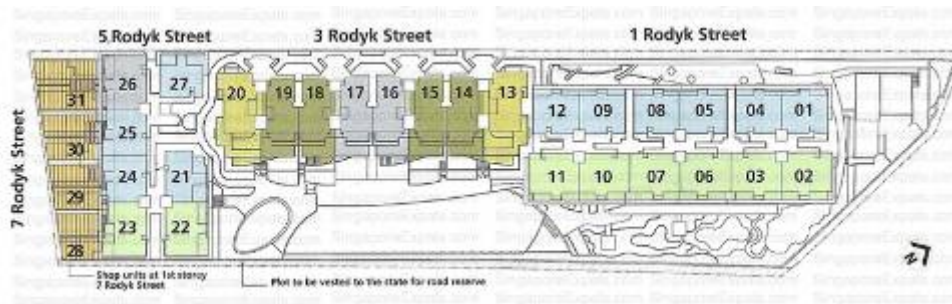


Figure 103 Watermark plan



Figure 104 Watermark first floor picture and architectural rendering

Robertson Quay was converted into one of the prime waterfront residences. Alongside the high-end residential developments were hotels that take advantage of the water views. After the completion of the regeneration, the quality of built environment improved significantly. Most warehouses were demolished and replaced

with new ten-storey buildings. Roads were improved and widened; trees were planted and pedestrian walkways, green space and public plazas were built (Figure 108, Figure 109 & Figure 110).²¹¹ Most of the residential and hotel functions were operated by their developers while the commercial spaces on the first few floors were managed by small business tenants, and managed by the developers. The commercial podiums were mostly located along the waterfront promenade and plaza nodes, such as the inner dining plaza and commercial stripe in Robertson Walk and Fraserplace, and the restored riverfront warehouses at Watermark and Robertson Blue (**Error! Reference source not found.**). Commercial establishments include high-end and famous restaurants, services and entertainments (**Error! Reference source not found.**) mixed with boutique hotels, private condominiums and service apartments.

These functions placed Roberson Quay into the party centre of night life (ten minutes walk to the most popular club ZOUK, or ten minutes drive to Tiong Bahru Plaza, Orchard Road), along with those exclusive neighbourhood with high-end entertainments attracted many expatriates, working executives, and high-income foreigners. In 2006, 75 percent of the residents in the Pier were foreigners. (Figure 65).

²¹¹ Urban Redevelopment Authority, *Shaping Singapore : A Pictorial Journey through the Lenses of 19 Singapore Photojournalists : Achievements (1974 to 2004) & Aspirations (2004 to 2034)*. 94.



Figure 105 Diagram of first floor commercial activities (yellow – commercial; red – art institution)



Figure 106 Pictures of restaurants and commercial establishments



Figure 107 Robertson Quay before regeneration



Figure 108 Architectural model picture of Robertson Quay after regeneration



Figure 109 *Top*, Robertson Quay in 2009 from east end to Alkaff Bridge; *bottom*, from Alkaff Bridge to west end



Figure 110 Robertson Quay site plan before and after regeneration. Reprinted and adapted from Urban Redevelopment Authority, *Envelope Control Plan: Robertson Quay*, (Singapore, 1994).

Discussion

In terms of the planning strategies and policies, the redevelopment objectives of Robertson Quay are determined by the government, the driving forces are similar to the decision for Boat Quay and Clarke Quay—the tourism promotion and national identity building. Several government departments have taken part in the Robertson Quay development process. The Urban Redevelopment Authority and the Singapore Tourism Board are the two agencies who were closely involved. Two official plans were made to guide the redevelopment—the Singapore River Planning Report and the Singapore Tourist Task Force Report. URA prepared the Robertson Quay Envelop Control Plan to guide the detailed developments. The statutory Singapore River Planning Report sets up the development goal, regulates the land use and FAR, and provides systematic structural plans for open space and landscape. The envelop plan provides detailed building envelop control guidelines including setbacks, building height and pedestrian plans. URA undertakes several public initiatives to facilitate the

redevelopment process, such as the resident relocation, land amalgamation, waterfront constructions (most of the segments), and infrastructure improvements. URA is also in charge of the Sale of Site programs which leased land parcels to private developers and the land lease tender itself mandated the tenders to complete the construction of the buildings, infrastructures and waterfront promenades in their own plots. URA also initiated pilot projects in Robertson Quay to encourage the private sectors to take on redevelopment projects later on their own. In addition, several warehouse restorations projects were carried out by the government agencies. These projects were implemented through the Arts Housing Scheme which designates and does fundraising for warehouse restorations. STB is in charge of the event planning and infrastructural improvements. In sum, a government-led strategy could be identified.

The key agents involved in the development process are: government agents, around twenty individual developers; tenants, residents, and visitors (businesses managers, business operators, local and foreign house buyers, working professionals, and tourists). The relationship between the various government agents is cooperative, and the decision-making process is efficient. URA worked closely with STB to setup the integral goal on both land use and economic plan. They also collaborated with different departments to complete the infrastructure improvements. The twenty private developers each implemented its own redevelopment project with land areas vary from one to ten acres. The private developers also took collaborative efforts to redevelop the entire area, for example, to finance the development of Singapore Repertory Theatre; the private developers who also have properties in Robertson Quay funded a total of 3.5 million. The private developers and the government agencies worked together in the redevelopment processes. The overall plan was setup by the government agencies. The private developers undertook relocation, detailed

building plan preparation, building restoration, and construction. In addition, all the tenants are managed and coordinated by the private developers.

In terms of the spatial quality, Robertson Quay has a high mix of uses with commercial, recreational and residential areas. The total site area of Robertson Quay is 11.13 ha, with an estimated 17% commercial building floor area, 37% residential area, 3% entertainment area, 36% offices area, and 7% transportation and parking areas. The area is connected with both vehicular and pedestrian routes to all sides. The area is comprised of relatively small blocks and many meeting points. The scale of Robertson Quay by the waterfront is comfortable, with buildings average two to ten storey high and a street height-width scale of one to one. The buildings farther away from the waterfront averages 30 meter high, with a street height-width scale of two to one. here are two types of buildings in this whole area—restored warehouse and new residential apartments. the warehouses help to build a unique identity of the place.

CHAPTER FOUR THE SUZHOU CREEK

REDEVELOPMENT

SOCIAL CONTEXT AND SUZHOU CREEK REDEVELOPMENT

Political, Economic, and Social Contexts of Shanghai

Shanghai located on the central eastern coast of China, at the mouth of the Yangtze River. With a total land area of 6340.5 square km, Shanghai comprised 0.06% land area of China. The city is sub-divided into eighteen administrative districts with one county. In 2007, the resident population is 18.58 million with a population density of 2930 people per square km.²¹² In 2006, Shanghai is the largest cargo port and the 3rd largest container port in the world.²¹³ With the largest share market in mainland China, Shanghai is the center of commerce and finance.

Upon the foundation of People's Republic of China in 1949, manufacturing and heavy industries was the dominating economy of Shanghai. In 1979, the central government started to diversify the industrial structure in Shanghai in order to facilitate manufacturing and the production of consumer goods. In the 1990s, the economic reform and open door policy was initiated in Shanghai, a new economic strategy was setup. The objectives were to prioritize tertiary industries, phase out heavy industries, facilitate financial and trading activities, and attract foreign investments. A special economic zone was set up in Putong district, to the east of the

²¹² Shanghai Municipal Government, "Basic Facts."

²¹³ American Association of Port Authorities, "World Port Rankings - 2006."

Huangpu River, to draw foreign capitals. According to statistics that foreign direct investment increased from about US \$17.5 billion in 1990 to US \$289 billion in 1995.²¹⁴ Today, Shanghai is one of the international economic, financial and trading centers in China.

The governance of Shanghai shifted from macro-economic control to a decentralization of economic management after the economic reform in the 1990s. Although the Chinese central government was still in control of the position of regional and local leadership, but flexibility in national policy implementation was encouraged. At the same time, a fiscal reform which separates between central and local taxes provides greater local economic autonomy.²¹⁵ Public revenues and expenditures are also divided between local and district governments at each level. Free from the central revenue collection and redistributive system, the local revenues became government income. District government, therefore, began to compete with each other for footloose investors.²¹⁶ The social security scheme was not initiated until the 1990s. Similar with the Central Provident Fund system in Singapore, the Shanghai government introduced a compulsory social insurance system including pension, unemployment, basic wages and health insurance.

Before the initiation of the economic reform in the 1980s, cities in China were the “locale for socialist industrial development with free allocated industries” and the “full-fledged urban communities with schools and transportation”. The land is owned

²¹⁴ Anne Haila, "Why Is Shanghai Building a Giant Speculative Property Bubble," *Journal of Urban and Regional Research* 23, no. 1 (1999).

²¹⁵ Laurence J.C. Ma and Fulong Wu, "Restructuring the Chinese City: Diverse Processes and Reconstituted Spaces," in *Restructuring the Chinese City : Changing Society, Economy and Space*, ed. Laurence J.C. Ma and Fulong Wu (London ; New York, NY: Routledge, 2005).

²¹⁶ David S.G. Goodman and Gerald Segal, eds., *China Deconstructs : Politics, Trade, and Regionalism* (London ; New York: Routledge,1994).p.101

by the nation, and central municipal is the only authority to allocate the use of land. Established in 1986, the State Land Administration issued “The People’s Republic of China Land Management Law”, provides separation of land ownership and use right. The state reserves the ownership, and land use rights can be sell at a certain price by auction, tender, agreement and other ways. And land is available for purchase, lease, and mortgage afterwards.²¹⁷ Shanghai experienced a real estate boom after the commodification of land use right. The government uses various approaches to facilitate project developments: a Built-Operate-Transfer system is to promote the infrastructural development — investors would finance and operate the infrastructures, once the investment is fully recovered, the infrastructure will transfer to the government; quasi-government corporations are established to operate in the market. In 1999, the free allocation of welfare housing units was put to a stop in Shanghai, the residential housing market is fully commodified. The land market in Shanghai operates in a two-tier system: the well-defined transfer of property rights through auction and tender versus the back door negotiation between land holders and private developers. The devolution of power from municipal government and district government results in the competition between each local district to attract real estate capital which gives rise to a multi-nodal urban structure.²¹⁸

Shanghai has four levels of physical plans, a unified planning system and a decentralized implementation mechanism. “Shanghai Master Plan (1999 – 2020) is

²¹⁷ Xiaohu Huang, ed. *新时期中国土地管理研究*

Chinese Land Management in the New Ear (Beijing: Contemporary China Publishing House,2002).4

²¹⁸ “Legally, autonomous SOEs should purchase land-use rights from the state, and existing land users have to pay rental for the use of land. The practice of free assignment of land has to be terminated in the wake of the changing rules of the game. However, the land commodification has not proceeded as expected. Most existing land users who obtained land plots prior to the 1988 proclamation of land commodification still enjoy free use of land, or pay a nominal fee much lower than the market rate. Much of the land allocated since 1988 has continued to be processed through non-market transactions.” (Zhu, 2002: 52-53)

the strategic plan for the whole Shanghai metropolitan area, and was approved by the State Council in 2001. The plan setup the general structure of the urban development—"One City Nine Towns": with an central urban area of 660 sq km and a population of 9.76 million, and nine cities with a total population of about 5.4 million, around sixty towns, and six-hundred Central Village. The District Plans divides the urban central area into six districts with an average area of 100 to 200 sqkm, and sets the aims on population and building capacity; use of land resource; industrial strategies; public service and municipal infrastructures; ecological developments. Controlled Unit Plan, similar to zoning, is a statutory document to implement the district plan. It generally covers an area of one community of around ten thousand population. It involves the control of land use, plot ratio, infrastructural control and special requirements. In sum, there is one Central City Plan, six Districts Plan, 242 two hundred and twenty-two Control Unit Plans in the central city area of Shanghai. These plans were statutory and provides by the governments. Project and site plans are allowed to prepare by private sectors. Other non-statutory plans include industrial structure and special planning in various areas providing systematic frameworks for industrial parks, historical conservations, and urban ecological landscape. Also the special zone plans (or floating zoning plans) aims to provide comprehensive planning frameworks to areas which are in the jurisdiction of various district governments, such as Suzhou Creek floating zone plan and Hongqiao integrated transport hub plan.

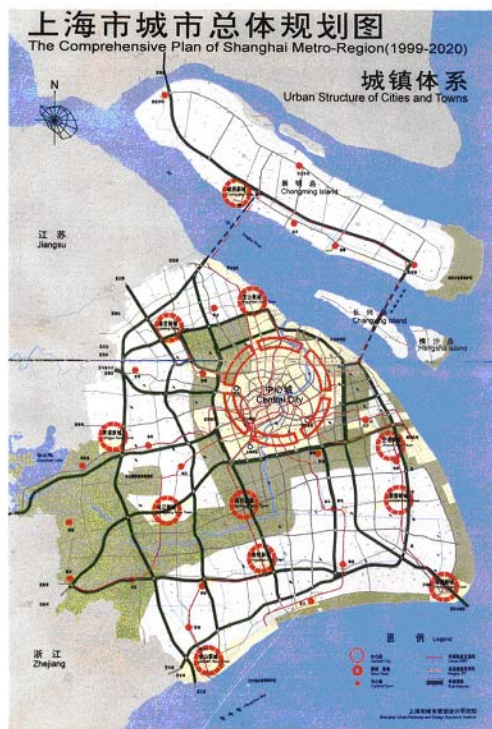


Figure 111 *Left*, the Comprehensive Plan of Shanghai Metro-Region (1999-2020), land use; and *right*, the Comprehensive Plan of Shanghai Metro-Region (1999-2020), urban structure of cities and towns.

In terms of implementation and management, there are four levels of governmental institutes involved, namely the Municipal Bureau, the Municipal Planning Bureau,

the District Bureau, and the District Planning Bureau. The Municipal Planning Bureau is responsible from the preparation of the statutory plans; examination and approval of details project plans. The District Bureau is responsible for the preparation of the plans approved by the Municipal Bureau and the approval of plans aside from the central city. The implementations of most projects are undertaken in the local level by the district planning bureau.²¹⁹ The district planning bureau can give approval to the projects which are under the investments of thirty million rmb or ten million USD. District planning bureau also coordinate among different stakeholders in project development processes.²²⁰

The Suzhou Creek (Shanghai) Redevelopment

Suzhou Creek was a tributary in the nineteenth century and was given the name for its connecting Shanghai with the Suzhou province. In the colonial years, after the Treaty of Shimonoseki, Shanghai opened its economy to international trades. Suzhou Creek, therefore, became an important shipping route. Factories and warehouses emerged along the Suzhou Creek and national industries began to gather on both banks during the years of the war. In the 1930s, areas along Suzhou Creek could be divided into three sections in terms of different urban functions and forms: from river to Xizang Road is the International Settlement with a large concentration of public buildings and a uniform urban fabric; from Xizang Road to Changshou Road is the transition area from the Concession to the Chinese communities which is the birthplace of national industries, with a mixture of public buildings, factories and residential

²¹⁹ Shanghai Municipal Planning Bureau, *Urban Planning Administration Practices in Shanghai - an Exploration to Urban Planning Administration under the Scientific Concept of Development* (Beijing: Beijing buildings and construction Publisher., 2007). 34

²²⁰ Ibid.232.

neighborhoods, and a diverse architectural style; from Changshou Road to Zhongshan Road is the industrial area with a concentration of squatter settlements. After 1949, the founding of the country, Shanghai became an industrial city from multi-city. The government, in the period of planned economy, facilitates the construction of factories along the Suzhou Creek, builds new industrial areas and a large number of workers campuses. The government used administrative means to allocate land uses, a mixture of housing and factories occupied the areas along the Suzhou Creek, replaced the public buildings. In the 1990s, because of the lack of a sewage treatment system, Suzhou Creek was heavily polluted stretched which affected the lives of the people. At the same time, Shanghai with the new development objectives—an international economic, trade and financial center—requires a new image of the city.



Figure 112 Location of Shanghai in China: the area in red



Figure 113 Location of The Suzhou Creek in Shanghai. Adapted from Google Earth.

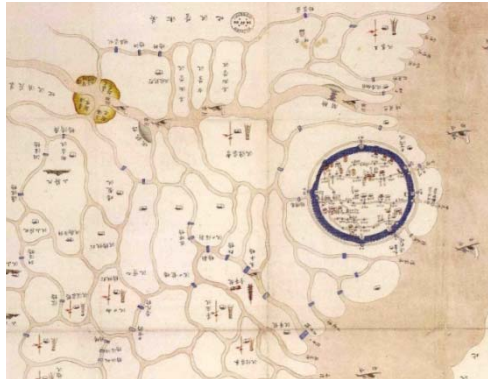


Figure 114 Waterways of Shanghai before the foreign settlements (*Shanghai: The Story of China's Gateway*, P.25)

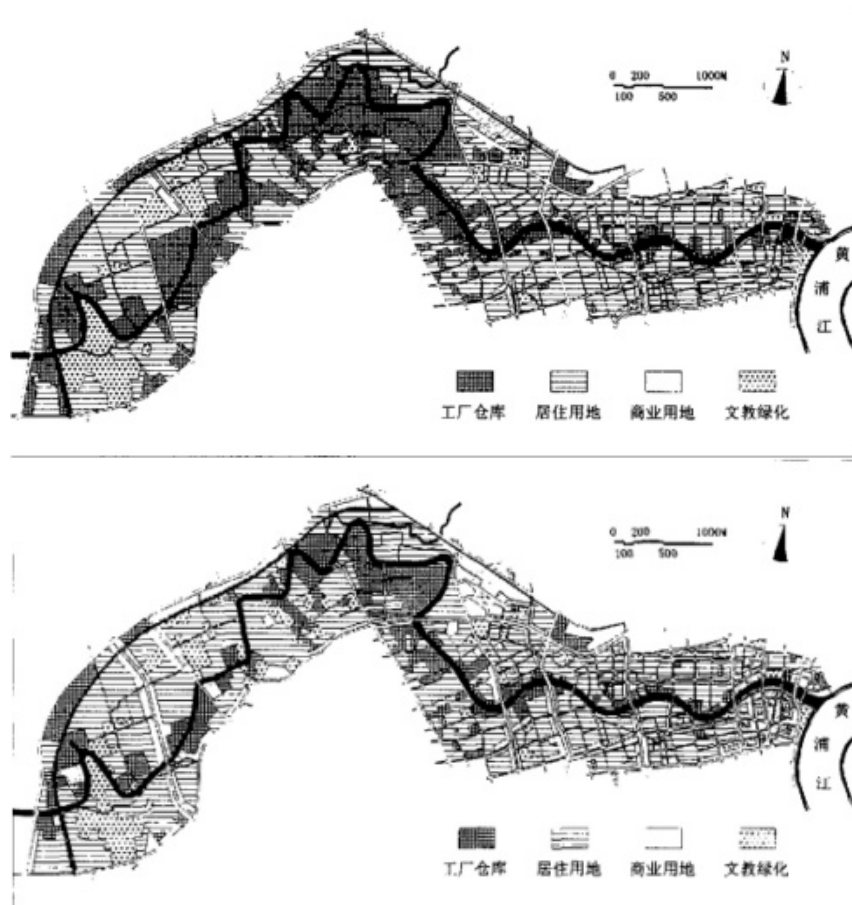


Figure 115 *Top*, The Suzhou Creek landuse in the 1970s; *bottom* The Suzhou Creek landuse in the 1980s. Dark areas are industrial use. Illustrations by Xie Ruixin for *Chengshi hedao zonghe zhengzhi zhong guihua wenti de yanjiu* (Shanghai, 2000.)

In the 1990s, because of the lack of a sewage treatment system, Suzhou Creek was heavily polluted and stenches which affected the lives of the people. At the same time, Shanghai with the new development objectives—an international economic, trade and financial center—requires a new image of the city. As a result, the Shanghai Municipal Bureau issued the revision of the “Shanghai Central City Plan” in which the Suzhou Creek Cleaning is included. The Vice Mayor Keqiang Xia called for the meeting with five district governments, set environmental remediation goals and a

special municipal administration authority in charge of the Scheme. The eight district governments also setup similar district-level authorities for this project.²²¹

In 1998 the Shanghai municipal government initiated the first phase of the Suzhou Creek Comprehensive Environment Improvement Scheme (1998-2002). It started on December 1991 and officially completed by the end of 2002. The total investment for the cleaning of the river of 53.1 km is 865 million Yuan. In the cleaning, nineteen sewage pumping stations were built, sixty-five previous water treatment stations were repaired, thirty-six livestock farms were relocated, one hundred and forty-four abandoned piers were removed; and more than 10,500 residents were relocated. The new riverside includes a greenbelt of 13.2 km and green area of four hundred and seventy-nine square meters.²²² The second phase of the cleaning started in 2003, the objectives are: urban redevelopment, squatter settlements removal and vacant warehouses regeneration.²²³

²²¹ Ruixin Xie, "Chengshi Hedao Zonghe Zhengzhi Zhong Guihua Wenti De Yanjiu - Yi Shanghai Suzhou He, Zhangjia Bangwei Li 城市河道综合整治中规划问题的研究-以上海苏州河、张家浜为例 [Planning Issues in Urban River Restoration Projects - Case Studies on Suzhou Creek, Zhangjia Stream]" (Tongji University, 2000).55.

²²² Ibid.

²²³ Jinping Huang, *Economy Development of Shanghai from 1978 to 2008* (Shanghai: Shanghai People's Publisher, 2008).



Figure 116 Pictures of The Suzhou Creek before cleaning



Figure 117 Pictures of The Suzhou Creek after cleaning

The developments along Suzhou Creek began around the 1990s. With the release of the new Land Management Law and the commodification of the land market, the District governments has already leased the use right of many land along the river to raise the start-up funds for the cleaning project. A number of private development projects had completed in 2000. As the developers intended to maximize their interest, the plot ration of some projects is beyond 4, which is three to four times the plot ratio of residential developments. Most buildings are up to one hundred meters, thirty stories high. With an average river bed width of only fifty meters, the proportion of the buildings heights and river width makes the river look narrow and like a ditch. As a result, the Municipal Government suspended approval of the new and ongoing

projects along the Suzhou Creek and began to prepare a plan to direct and regulate future developments. In 2002, the Suzhou Creek Landscape Plan was released.

The Suzhou Creek planning area is 20.17 sq km, the area within the Neihuan road is 7.6 sq km.²²⁴ It is not statutory and aims to provide a systematic landscape structural guidance to the area. With the separation of plan preparation and project approval between municipal and district governments, some new projects approved by the district government still didn't follow the plans. In 2003, as a result, "Shanghai Urban Planning Ordinance (amendment)" was issued with a regulation on the plot ratio along the Suzhou Creek—a maximum of 2.5 for residential projects and 4 for public projects. Regarding to the ongoing projects, developers were required to increase the green area and public space, reduce the building height and floor area. The Suzhou Creek Adjoining Area Control Plan 2006 was approved by the Municipal Government, with the completion of the statutory Control Unit Plan of the entire area, the future development projects were finally in control.

The plan divided the areas along Suzhou Creek into seven zones with different functions; the area from the river to Neihuan Road is divided into three: a financial and business area from the river to Xizang road; a commercial, residential and entertainment area from Xizang Road to Changshou road; and a residential area from Changshou Road to Neihuan road. The entire area lies within the jurisdiction of six district governments. Regulations are imposed on land use, plot ratio, total building

²²⁴ Shanghai Municipal Planning Bureau, *Urban Planning Administration Practices in Shanghai - an Exploration to Urban Planning Administration under the Scientific Concept of Development*.206.

floor area, building heights. Structure plans on open space, green area, conservation and city images are also provided in the plan.²²⁵

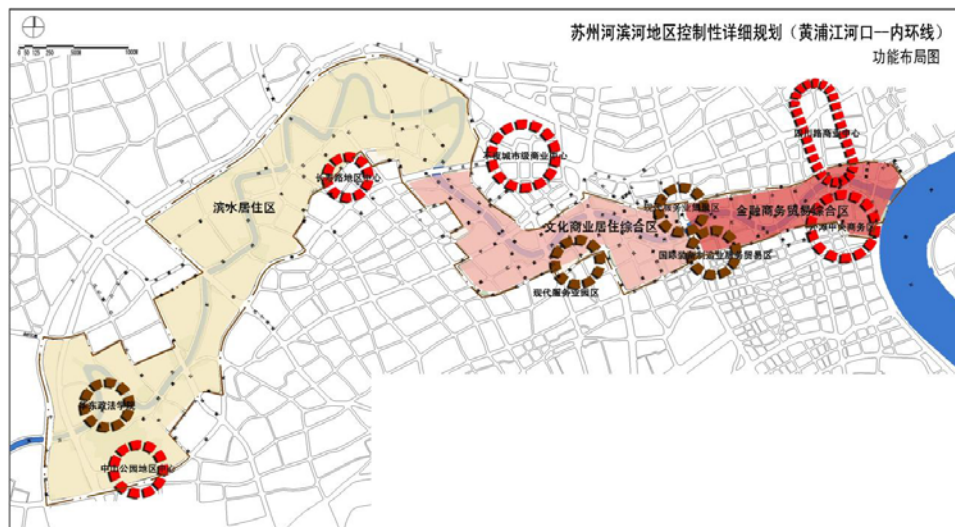


Figure 118 The three functional zones in the area from the river to Zhongshan Bei Road in Suzhou Creek Landscape Plan 2002

²²⁵ Xie, "Chengshi Hedao Zonghe Zhengzhi Zhong Guihua Wenti De Yanjiu - Yi Shanghai Suzhou He, Zhangjia Bangwei Li 城市河道综合整治中规划问题的研究-以上海苏州河、张家浜为例 [Planning Issues in Urban River Restoration Projects - Case Studies on Suzhou Creek, Zhangjia Stream]". 21.

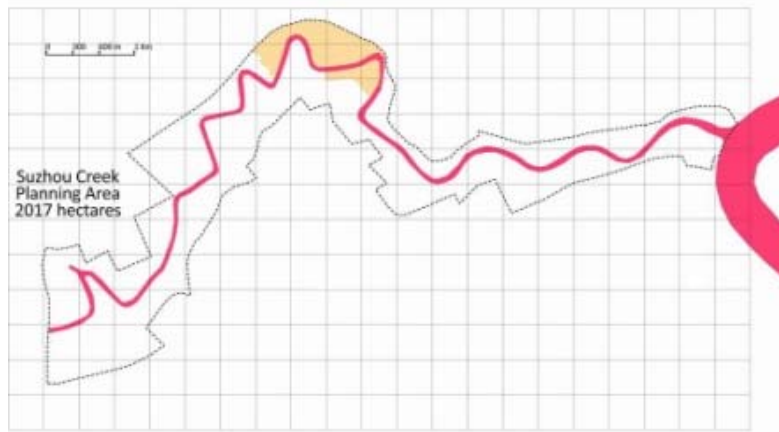


Figure 120 *Top*, location of Moganshan District and Brilliant City which are bounded by black lines, and The Suzhou Creek is bounded by dotted black lines. *Bottom*, diagram showing location of Moganshan District and Brilliant City which are in light orange color. Adapted from Google Earth.

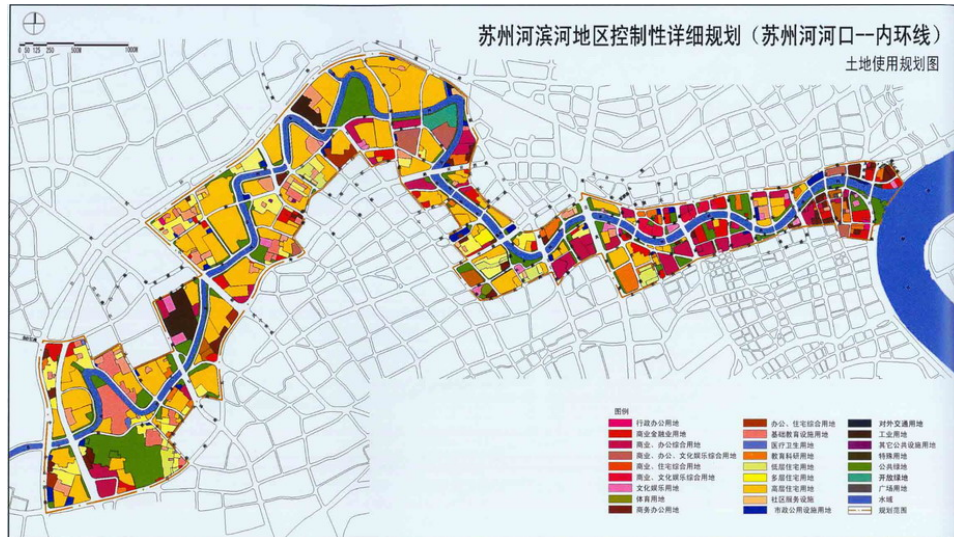


Figure 121 Land use plan of Suzhou Creek Landscape Plan 2002 (Reprinted from The Shanghai Municipal Planning Bureau , “The Suzhou Creek Landscape Plan 2002” (Shanghai, 2002).



Figure 122 Administrative map of Suzhou Creek Landscape Plan 2002; dark brown is Jiading district, orange is Putuo district, green is Zhabei district, purple is Hongkou district, dark red is Huangpu district, light red is Jingan district, green is Changning district (Reprinted from The Shanghai Municipal Planning Bureau , “The Suzhou Creek Landscape Plan 2002” (Shanghai, 2002).

To realize the projects, the Municipal and District Government have setup quasi-private corporations which act for the interests for the governments in the land market. These corporations are responsible to improve the infrastructures, assemble

the land parcels and attract private investors. To promote project development, the government also provided a series of public initiatives include government funding, public financing, concession on land lease fee, and tax benefits. In addition, the residential relocations are facilitated by new residential housing projects and monetary compensation by the governments.

The plan paid emphasis on the infrastructural and environmental improvements on both sides of the riverbanks. The riverfront is of about 41.1 km length, in which 24.54 km is planned for public waterfront, 16.44 km planned for private. The public spaces and green area plan for the riverbanks focus on the restoration of ecological environment, and the construction of continuous walkways. According to the plan, three kinds of open green spaces—center green space, waterfront promenade, and roadside green space—are incorporated with the waterfront walkways. To provide a comfortable and safe public space and prioritized pedestrian walks are along Suzhou Creek. Vehicles ways may be transformed into pedestrian roads in the futures plan. The waterfront walkways are categorized into pedestrian ways, half-pedestrian ways, limited pedestrian ways, and vehicle ways. Pedestrian flow and public activities should be encouraged on the waterfront. The objective of the river wall plan is to build a continuous, safe, environmental friendly and ambient waterfront. The construction of river wall should focus on environmental and security measures. The implementation of the waterfront plan is through district governments. The construction of public green landscapes is carried out with the waterfront promenade improvement projects. In 2009, almost one third of the waterfront improvement in Putuo district was accomplished. Ten neighborhood parks along the waterfront were built. In 2010, the sanitation, garbage and sludge terminals are replaced by pleasant and leisure pedestrian walkways. The entire improvement and construction project of Suzhou Creek waterfront walkway will be accomplished by 2010. The waterfront will

be the corridor for leisure, business, culture activities, the place for waterfront business and science parks. In 2009, the first section of Suzhou Creek “water bus” was on operation. Along the route connects twenty-eight historical conservation areas and outstanding modern architectures.²²⁶

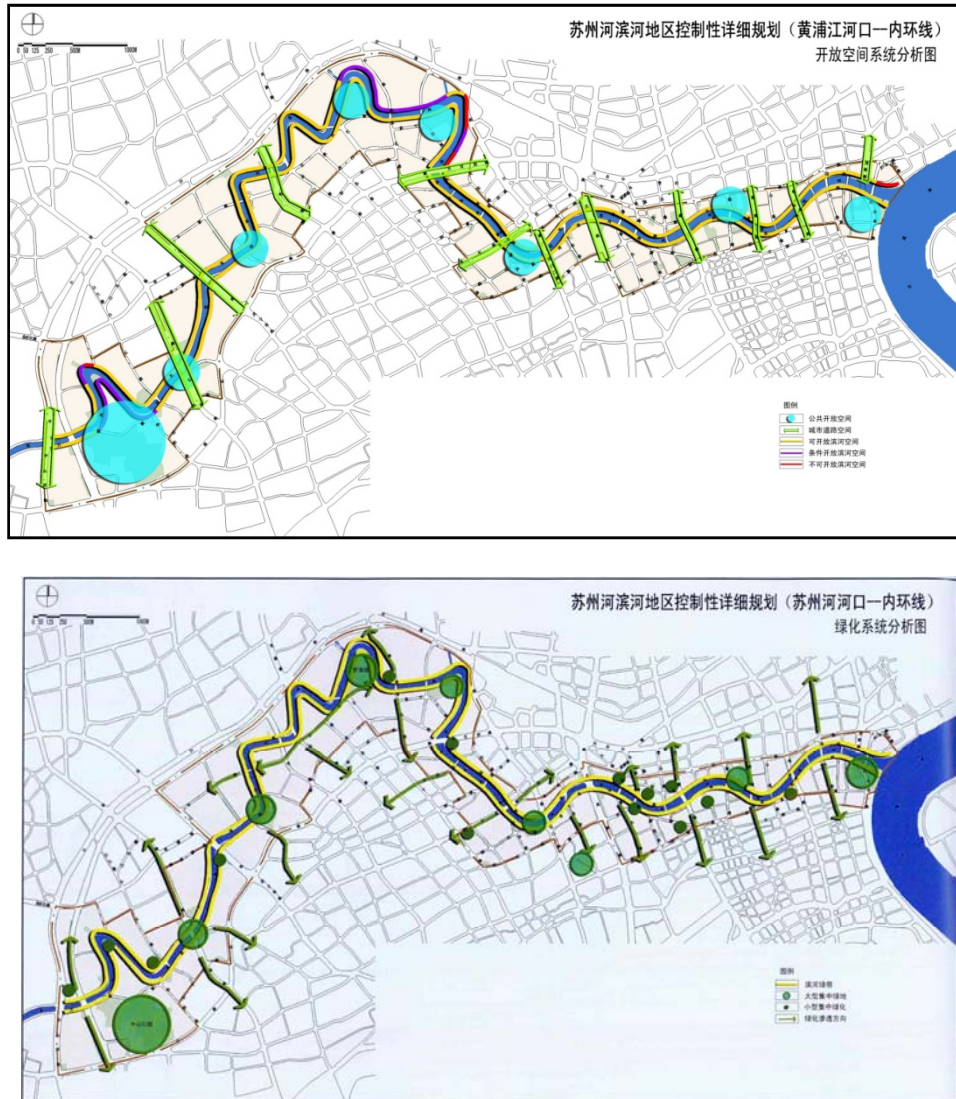


Figure 123 Suzhou Creek public space and green system plans

²²⁶ Huang Huan 黄欢, "2009, Suzhouhe Zhibian 2009, 苏州河之变," *Wenhui Bao* 文汇报 2009.

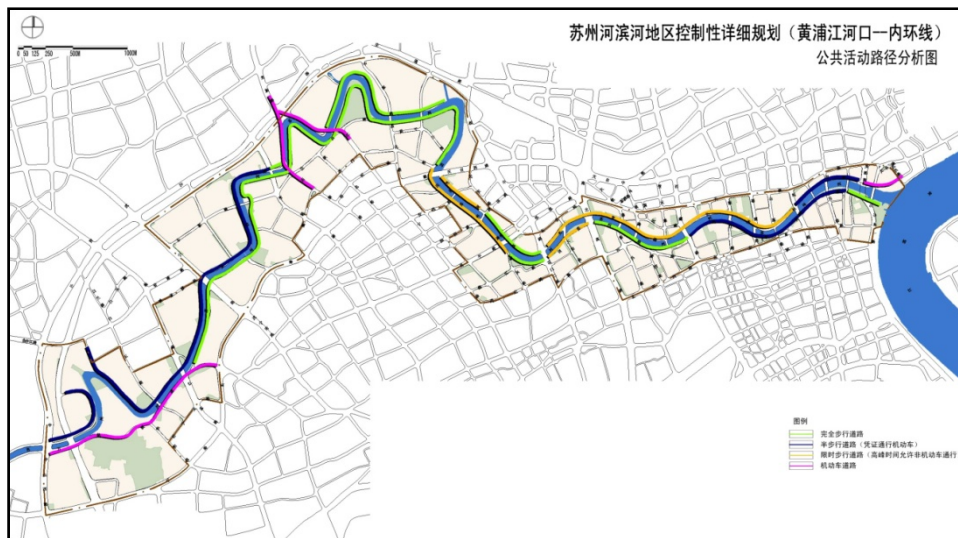
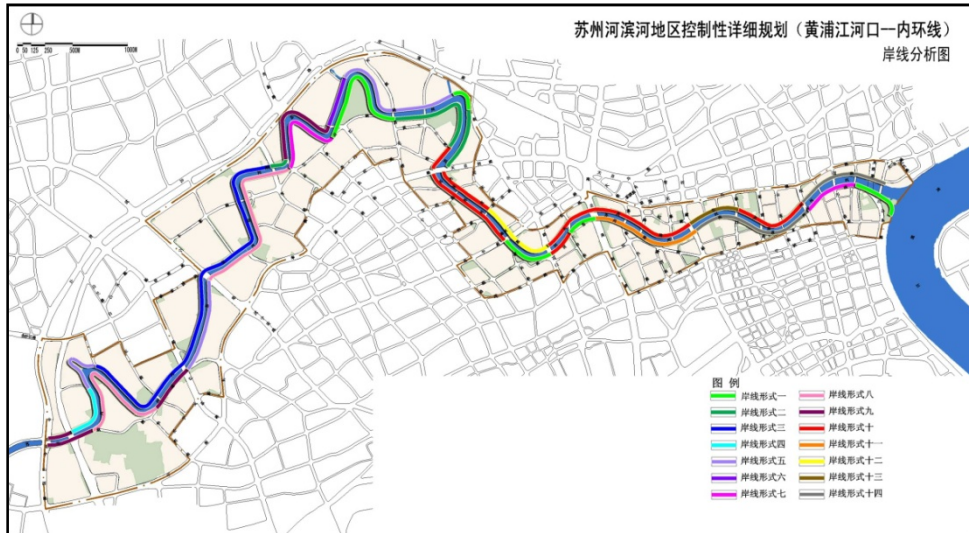


Figure 124 Public riverwall and activities plans from Suzhou Creek plan

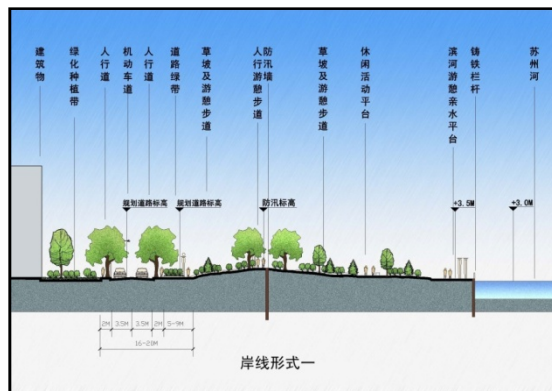
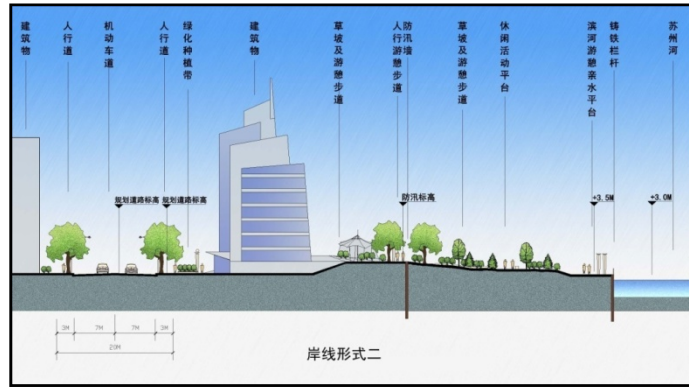


Figure 125 Promenade section plans from Suzhou Creek plans



Figure 126 Suzhou Creek after the completion of waterfront promenade

CASE FOUR: MOGANSHAN DISTRICT

Introduction

The Moganshan District case study area is bounded by the Suzhou Creek to the north and east, Changhua Road to the west and Moganshan Road to the south with a land area of 11.5 ha (Figure 127).²²⁷ It is at a prime geographic location in the urban area of Shanghai — within fifteen minutes drive to the Waitan (the Bund) Civic District to the east, twenty minutes drive to the central business district and Huaihai shopping stripe to the south, and fifteen minutes drive to Xuhui sub city center to the south (Figure 128).

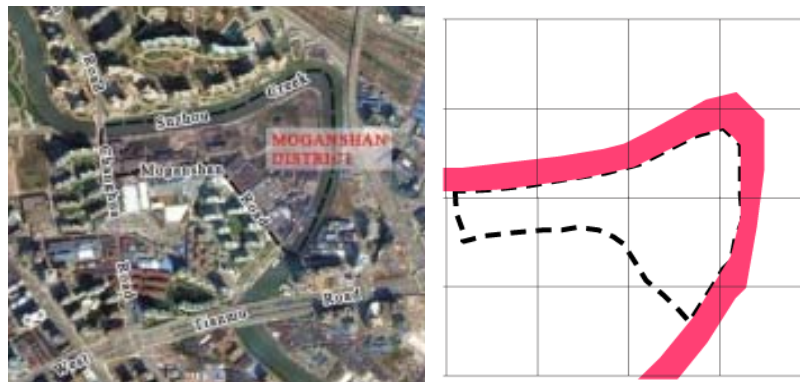


Figure 127 *Left*, boundary of Moganshan District; *right*: the boundary of Moganshan District in dotted line, The Singapore River in pink area, and each grey lined square equals to 4 ha. (Data from Google Earth 2009.)

²²⁷ "M50 Official Website," http://www.m50.com.cn/about_m50.asp. Gross floor area of industrial building is 41,000 m².



Figure 128 Moganshan District travel time to prime city areas. Adapted from “The Suzhou Creek Adjoining Area Control Plan 2006”, The Shanghai Municipal Planning Bureau (Shanghai, 2006).

Moganshan District was one of the busiest shipping and industrial areas in Shanghai. In the 1890s, it is the origin of the Shanghai national manufacturing industry, such as flour, textile and printing industries. After Shanghai transfer its economic development into the heavy industries later in the 1950s, Moganshan District became even busier with the newly emerged manufacturing companies.²²⁸ The waterfront was occupied with warehouses and shipping yards serving for loading and unloading goods. The Moganshan District was composed of factories and warehouses owned by national manufacturing companies (two textile companies and one flour company).²²⁹ Each company has office buildings, factories, warehouses and workers’ dormitories. The office buildings were mostly four to five storeys high, the warehouses two storeys and the shipping yards by the waterfront.

It was not until the 1980s, with the relocation of factories and the completion of river cleaning scheme, that most buildings in Moganshan District were abandoned. In

²²⁸ Xie, "Chengshi Hedao Zonghe Zhengzhi Zhong Guihua Wenti De Yanjiu - Yi Shanghai Suzhou He, Zhangjia Bangwei Li 城市河道综合整治中规划问题的研究-以上海苏州河、张家浜为例 [Planning Issues in Urban River Restoration Projects - Case Studies on Suzhou Creek, Zhangjia Stream]".

²²⁹ Ibid.

1999, the factories of Fufeng Flour Factory and Yinfeng Textile Factory were empty, only a part of Chunming Textile Factory was at work, and the housing district (former dormitories for factory workers) was rented out for housing and small businesses. The living condition was unfavourable and the waterfront became inaccessible.

Despite of the filthy environment, the remaining buildings are still of distinctive Architectural characteristics. Two types dominate the area, the western stylized warehouses and the contemporary Shanghai residential buildings. Both types of the buildings are the combination of west and east dated from the colonial era of Shanghai. The warehouses were designed by renowned foreign architects within a wide range of western styles, such as Art-Deco, Renaissance and Modernist. Stylized details could be found on the building facades (Figure 127). One of the eight-storey warehouses in the Fuxin Flour Factory was built in the 1930s with forced concrete (Figure 129 *left*). Another two-storey office building was built in Renaissance style with decorated facades and a traditional Chinese central courtyard (Figure 130). The other type of the building is the traditional Shanghai apartments (named *lilong* in Chinese) which are generally two-storey high with a lobby in front and living rooms at the back. A row of residential apartment is composed of five or six buildings with joint partition walls. And rows of apartments spatially arranged in western row house pattern make up a housing district (Figure 131).²³⁰

²³⁰ Yunqi Han and Song Zhang, *Dongfang De Saina Zuoan - Suzhouhe Yan'an De Yishu Cangku 东方的塞纳左岸 - 苏州河沿岸的艺术仓库 [Left Bank of the Seine of the East - the Art Warehouses of Suzhou Creek]* (Shanghai 上海: Shanghai guji chubanshe 上海古籍出版社, 2004 May). 19; Jun Xia and Shan Yin, *Residences Changes China 居住改变中国* (Beijing: 清华大学出版社, 2006 April). 100; and Han and Zhang, *Dongfang De Saina Zuoan - Suzhouhe Yan'an De Yishu Cangku 东方的塞纳左岸 - 苏州河沿岸的艺术仓库 [Left Bank of the Seine of the East - the Art Warehouses of Suzhou Creek]*.

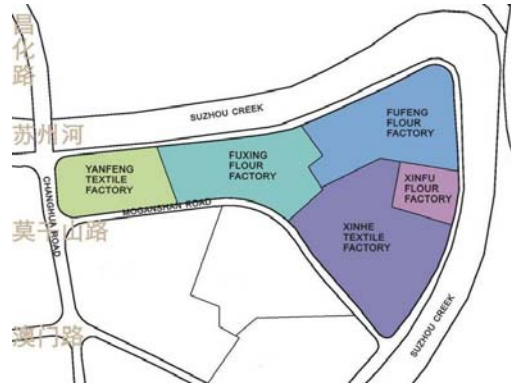


Figure24: The land ownership



Figure 129 *Left*, No.8 Fuxin Flour Factory; *right*, No.8 Fuxin Flour Factory, the second warehouse



Figure 130 The office building of Fufeng Flour Factory and the façade details



Figure 131 Residential districts in Moganshan District

Redevelopment Preparation

The entire area of Moganshan District was designated for urban regeneration by the government; the requirement was to demolish all existing buildings, relocate residents and factories. In 2000, Putuo district government leased the land use right of Moganshan District through negotiation to Tian'an Corporation with a land lease fee of twenty to thirty million yuan. The developer was in charge of the relocation and demolition of abandoned factories. As can be seen in the 2001 and 2004 aerial pictures (Figure 132 and Figure 133), more than 50% of the buildings in 2001 were demolished, but the developer did not managed to clear out the whole area. The rest of the buildings include Chunming Textile Factory to the south-east corner, housing units along Moganshan Road and Fuxing Textile Factory to the west.

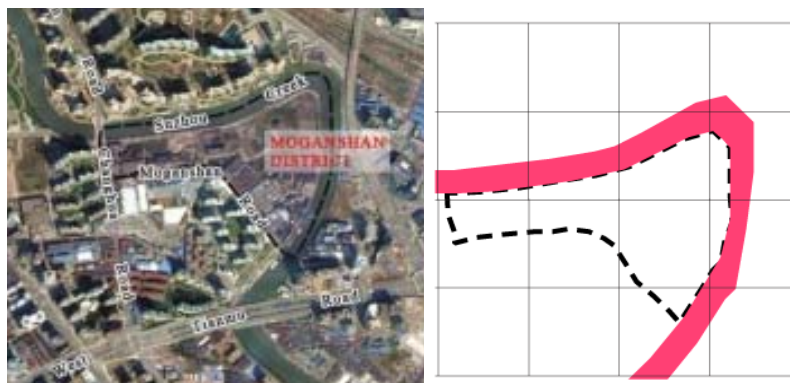


Figure 132 *Top*, 2001 Moganshan District. Reprinted from *Shanghai Yingxiang Dituji: Zhongxin Chengqu*, Shanghai Kexue Jishu Publisher (Shanghai, 2001). *Bottom*, 2004 Moganshan District aerial pictures. (Photograph from Google Earth)

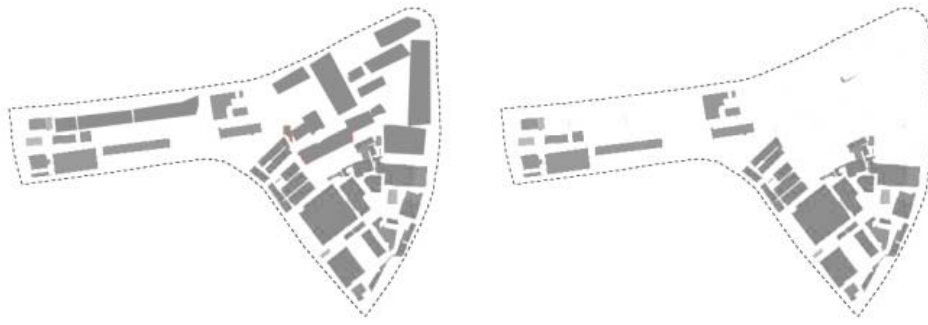


Figure 133 *Left*, figure-ground in 2001; *right*, figure-ground in 2004

Waterfront

The waterfront redevelopment officially started in the 2000s. In the Suzhou Creek Landscape Plan 2002, the government categorized the 26.6 km waterfront into four types: (1) vehicular road; (2) vehicular road with pedestrian walkways; (3) vehicular road with pedestrian walkways in limited hours; (4) pedestrian walkways. Section plans were provided for each type. The waterfront in Moganshan district is planned as pedestrian walkways, which are to be rebuilt with elevated walking platforms, pavements and vegetation (Figure 134, Figure 135 and Figure 136).



Figure 134 Public activities and node plan in 2002 The Suzhou Creek plan. Reprinted from The Shanghai Municipal Planning Bureau , “The Suzhou Creek Landscape Plan 2002” (Shanghai, 2002)



Figure 135 Painter's image of the waterfront promenade in 2002 The Suzhou Creek plan.
Reprinted from The Shanghai Municipal Planning Bureau , "The Suzhou Creek Landscape Plan 2002" (Shanghai, 2002)

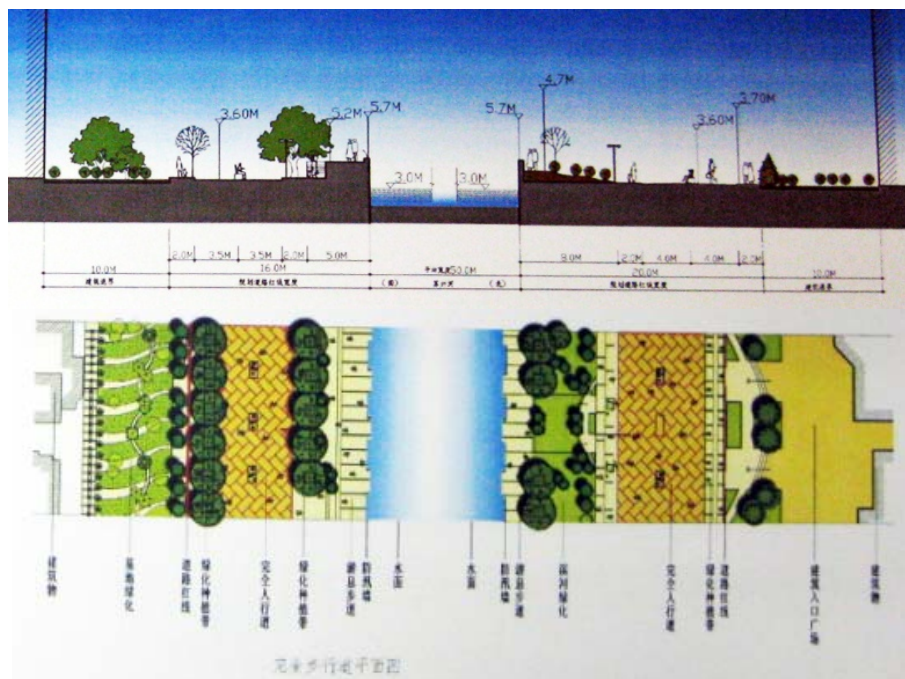


Figure 136 The Suzhou Creek Landscape Plan 2002, pedestrian walkways section and site plans.
Reprinted from The Shanghai Municipal Planning Bureau , "The Suzhou Creek Landscape Plan 2002" (Shanghai, 2002)

The Shanghai Municipal Government later released the statutory Suzhou Creek Adjoining Area Control Plan 2006 which is based on the 2002 plan. This planning area was designated as special control area of which the Shanghai Municipal Planning Bureau is directly in charge. A more comprehensive guideline regarding different types of waterfront promenade was provided. The waterfront was

categorized into thirteen types (upgraded from four types previously). Waterfront at Moganshan District is type two — pedestrian walkways with large areas of green space. Different from the section plan in 2002 in which the elevated river wall was right next to the Creek, the new river wall was to be integrated with its neighbouring buildings and set back from the river edge, pedestrians, therefore, could take a walk all the way from the building to the waterfront (Figure 137 and Figure 138).²³¹ Height and setback controls were imposed to buildings fronting the river.²³²



Figure 137 Promenade analysis diagram. Reprinted from The Shanghai Municipal Planning Bureau, “The Suzhou Creek Landscape Plan 2002” (Shanghai, 2002)

²³¹ “people-able to: building adjacent to The Suzhou Creek without any main streets, ample space between the river and buildings, such as the open green space fronting Shanghai Flour Fstakeholdery. From: flood prevention wall could be any place within the waterfront green. Wall hidden under grass and can be combined with steps and ramp construction to solve the height difference inside and outside buildings. Pedestrians can reach waterfront from indoors smoothly.” Shanghai chengshi gui-hua guan-li ju and Shanghai chengshi gui-hua she-ji yan-jiu yuan, “Suzhouhe Binhe Jingguan Guihua - 2002nian7yue Suzhouhe Binhe Jingguan Guihua - 2002年7月 [Landscape Plan Along the Suzhou Creek - July 2002],” (Shanghai: Shanghai chengshi gui-hua guan-li ju 上海市城市规划管理局 and Shanghai chengshi gui-hua she-ji yan-jiu yuan 上海市城市规划设计研究院, 2002). 121.

²³² Shanghai chengshi gui-hua guan-li ju and Shanghai chengshi gui-hua she-ji yan-jiu yuan, “Suzhouhe Binhe Diqu Kongzhixing Xiangxi Guihua 苏州河滨河区控制性详细规划 2006 [Suzhou Creek Adjoining Area Control Plan 2006],” ed. Shanghai chengshi gui-hua guan-li ju 上海市城市规划管理局 and Shanghai chengshi gui-hua she-ji yan-jiu yuan 上海市城市规划设计研究院 (Shanghai 2006). 51.

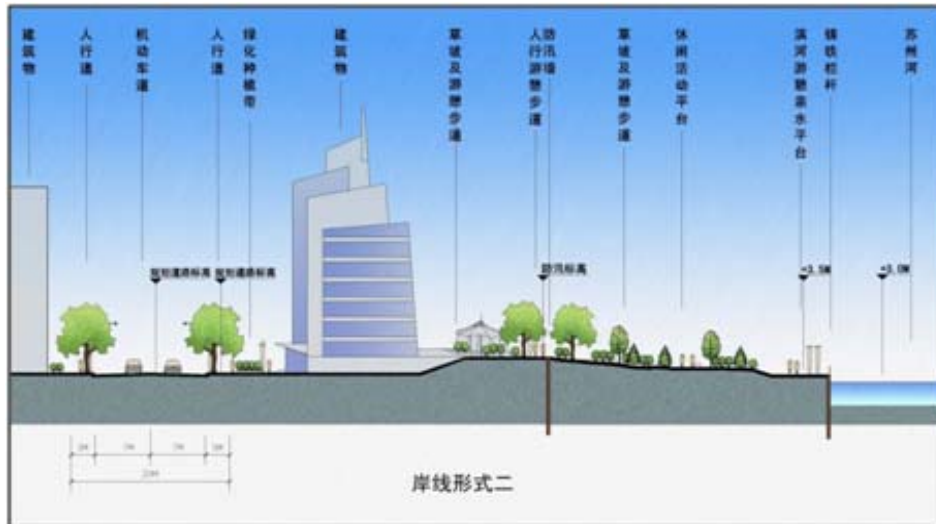


Figure 138 Type two promenade section. Reprinted from The Shanghai Municipal Planning Bureau , “The Suzhou Creek Landscape Plan 2002

Around 2008 and 2009, the Shanghai municipal government completed the construction of the waterfront promenade in Moganshan district which stretched all the way from Changhua Road to Chunming Textile Factory (Figure 139). It is of the same height as the river wall with plazas at intervals and stairs descending to the river edge (Figure 140).²³³ It was not open to the public in 2009. The potential functions of these waterfront promenades are stipulated in the 2002 and the 2006 Suzhou Creek Plans (**Error! Reference source not found.**): the east is for open green space, and the west for public green space with commercial establishments and offices.²³⁴

²³³ He Jiang, 2008 Dec.

²³⁴ Shanghai chengshi guihua guanli ju and Shanghai chengshi guihua sheji yanjiu yuan, "Suzhouhe Binhe Diqu Kongzhixing Xiangxi Guihua 苏州河滨河区控制性详细规划 2006 [Suzhou Creek Adjoining Area Control Plan 2006]."



Figure 139 Aerial picture of Moganshan District in 2009. Adapted from Google Earth.



Figure 140 Pictures of waterfront promenade in 2009

Built Environment

The functional transformation of Moganshan District began in 1999 when Chunming Textile Factory halted production and started to rent out factory spaces. Later that year, Weiwei Ai, a famous contemporary Chinese artist temporarily rented a part of the factory spaces and organized the off-biennale exhibition Not-Cooperative which received wide media coverage (Figure 144 *left* and *middle*). Song Xue was the first

artists to set up the studio in Chunming Textile Factory. Later in 2000, more artists and galleries began to occupy the place²³⁵ They did building improvements including exterior and interior on their own expenses to these former factories (Figure 141).²³⁶ New signs were installed on the facades, interior were repainted and converted into offices and galleries, and the overall building quality improved.



Figure 141 Pictures of exterior and interior renovations in Chunming Textile Factory in the 2000s.

In 2003, The Shanghai municipal government issued the Historical Building Conservation Legislation and five industrial buildings in Moganshan District were listed as industrial heritages hence were not subjected to demolition (Figure 142 and Figure 143).

²³⁵ Han and Zhang, *Dongfang De Saina Zuonan - Suzhouhe Yan'an De Yishu Cangku* 东方的塞纳左岸 - 苏州河沿岸的艺术仓库 [Left Bank of the Seine of the East - the Art Warehouses of Suzhou Creek]. 35.

²³⁶ Ibid.



Figure 142 Moganshan District Conservation plan from The Suzhou Creek conservation plan. Reprinted from The Shanghai Municipal Planning Bureau , “The Suzhou Creek Adjoining Area Control Plan 2006” (Shanghai, 2006).



Figure 143 Pictures of Four out of five conservation buildings in November 2005.

Around the same period of time, after the land transfer, Tian'an Corporation started the demolition of the remaining buildings in Moganshan District. The new tenants opposed to the demolition-and-redevelopment plan, appealed to the government and media for the conservation of industrial buildings. One of the tenants — Yunqi Han worked with professor Song Zhang, did comprehensive research on the history and urban transformation of Moganshan District, documented contemporary warehouse

conditions, and proposed alternative conservation strategy.²³⁷ Tongji Planning and Design Institute were delegated by the artists and did conservation plan which presents the potentials of the conservation development (Figure 146).²³⁸ A book on Moganshan District was published later, the name is “Left bank of the Seine of the east – the art warehouses of the Suzhou Creek” (Figure 145). Main stream media in Shanghai, such as Jiefang Daily, Wenhui News reported on this issue. The owner of Chunming Textile Factory, the former state factory, also refused the relocation request by the developer. Through negotiation, Tian’an Corporation agreed to pay five million yuan a year consecutively for five years to Chunming Textile Factory, and the factory would relocate in 2007. By the end of 2003, there were twenty-six artist studios, four galleries, two non-governmental organizations (NGOs), and two commercial establishments in Chunming Textile Factory. An increasing number of foreign tourists visit Chunming Textile Factory during that time and this place was also featured in *Times Magazine* which helps to gain international and tourist reputations (Figure 144 right).

²³⁷ Yuqi Han, 上海应用技术学院城市文化研究所所长, 副教授, [Associate Professor of Apeopleied Technology College, Shanghai]; Song Zhang, 上海市同济大学规划系教授, [Professor, College of Architecture and Urban Planning, Tongji University, Shanghai]

²³⁸ Song Zhang, 2008 December.



Figure 144 *Left*, poster of the exhibition Not-Cooperative in 2000; *middle*, photo of Non-Cooperative; *right*, interior pictures of converted art studios. Reprinted from www.ionly.com.cn, featured in Time Magazine: 50 Moganshan Road “10 things to do in 24 hours”.



Figure 145 *Left*, the location of Chunming Textile Factory; *right*, the book cover of Left Bank of the Seine



Figure 146 Site plan and architectural rendering proposed by Tong'ji Planning and Design Institute. Courtesy of Tongji Planning and Design Institute.

In 2004, Putuo district government released the Zhongyuan Moganshan Unit Control Plan, the area occupied by Fufeng Flour Factory and part of Chunming Textile Factory was to be developed into public green space with an extension of waterfront promenade. The rest of the area was planned for commercial, offices and entertainment. The district is divided into four land parcels with zoning controls on land coverage, FAR and maximum building heights.²³⁹ With a land area of 1.7 ha, the south-west parcel is subject to maximum forty meters high, a FAR of three, and 60% land coverage, the south east parcel with a land area of 3.05 ha, maximum eighty

²³⁹ Ming Xue, "Zhongyuan Liangwancheng Loushi Shenhua Zaoyu Menkan 中远两湾城“楼市神话”遭遇门槛 [Cosco Brilliant City Market "Myth" Suffered]," *Shanghai zhengquan bao 上海证券报* 2006 June.; and Chye Kiang Heng and Jingyao Wang, "Urban Development in a Quasi - 'Neoliberalism' Market Economy – Moganshan District, Shanghai, China," in *The New Urban Question - Urbanism beyond Neo-Liberalism 4th Conference of International Forum on Urbanism* (Delft, The Netherlands 2009).

meter-high, a FAR of 2.5, and 25% land coverage (Figure 147). Tian'an Corporation prepared the urban design plans for the area in which all the existing buildings was to be torn down and replaced with five to ten-storey new buildings and green space (Figure 148).²⁴⁰ Later in 2006, the Shanghai municipal government released the statutory plan of Moganshan District which was based on the 2002 plan. The district was rezoned for administration use in the west parcel, and public green space, commercial, office and entertainment in the east parcel (Figure 149).

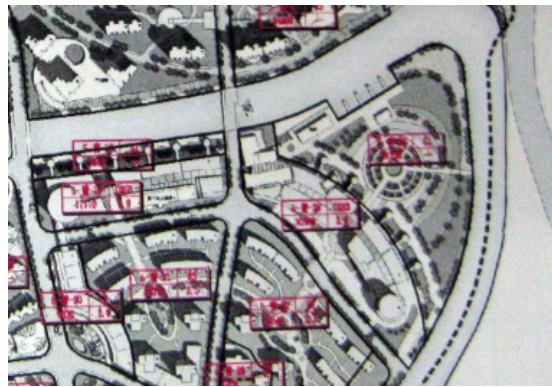


Figure 147 Moganshan District parcellation zoning plan in The Suzhou Creek Landscape Plan 2002. Reprinted from The Shanghai Municipal Planning Bureau , “The Suzhou Creek Landscape Plan 2002” (Shanghai, 2002)

²⁴⁰ Zhang.



Figure 148 Moganshan District site plan and model in The Suzhou Creek Landscape Plan 2002. Reprinted from The Shanghai Municipal Planning Bureau , “The Suzhou Creek Landscape Plan 2002” (Shanghai, 2002)

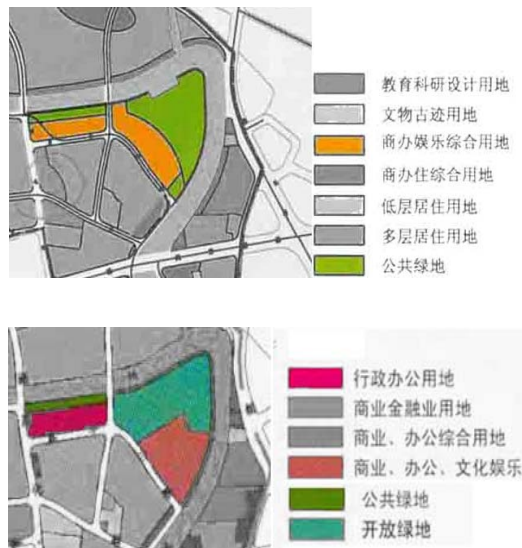


Figure 149 *Left*, 2002 land use plan. Adapted from The Shanghai Municipal Planning Bureau , “The Suzhou Creek Landscape Plan 2002” (Shanghai, 2002) *Right*, 2006 land use plan. Adapted from The Shanghai Municipal Planning Bureau , “The Suzhou Creek Adjoining Area Control Plan 2006” (Shanghai, 2006).

In 2005, as artists, galleries and its exhibitions gained media publications, the Shanghai municipal government officially designated Chunming Textile Factory area as M50 Creative Industrial Park. At the same time, Chunming Textile Factory delegated DAtrans Architecture Consultant to prepare the building regeneration plan of the whole factory.²⁴¹ The Architects proposed for: (1) the improvement of entrance space, centre square, street facades and navigation system (Figure 151); and (2) renovation of three buildings: Black Box which is the DAtrans design studio, Book Silos and Art Deco Furniture (Figure 155). Chunming Textile Factory completed the construction of entrance space (Figure 152), street façade (Figure 153) and the center plaza (Figure 154) Chunming Textile Factory raised the rental and the constitution of the tenant changed; commercial establishment which could afford higher rents became the new tenants. In 2006, art-related activities were no longer dominant. Among the 121 tenants, seventy galleries and commercial establishments outnumbered the fifty-one artist studios.



Figure 150 Aerial picture of Chunming Textile Factory. Adapted from Google Earth.

²⁴¹ "...completed before 2009: 1. 005 DAtrans Studio, completed 11.2004, 145 sq m; 2. 006 Art Deco Furniture, 2004, complete 05 2005 200 sq m expanded into 320 sq m with additional level; 3, 023 book silos, 2006, renovation completed 02 2007, bookstore, café, exhibition space, lecture space." DAtrans and Xudong Chen, *Ershou Modeng 二手摩登 [Secondhand Modern]* (Beijing 北京: Zhongguo dianli chubanshe 中国电力出版社出版, 2008 September). 282-285.

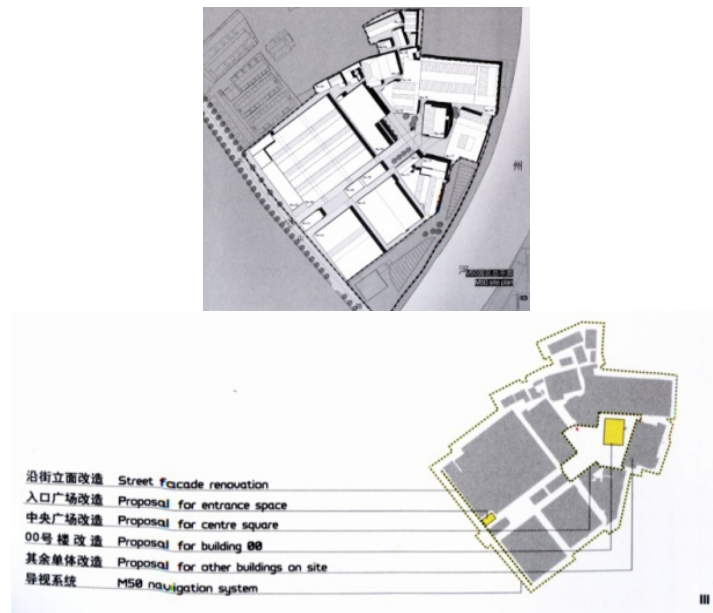


Figure 151 Site plan and building renovation project locations by DAtrans. Reprinted from *Secondhand Modern*, DAtrans, (Beijing, 2008)



Figure 152 Entrance space architectural rendering and photograph taken after renovation. Reprinted from *Secondhand Modern*, DAtrans, (Beijing, 2008)



Figure 153 *Left*, architectural rendering of façade. Reprinted from *Secondhand Modern*, DAtrans, (Beijing, 2008). *Right*, façade photograph taken on construction site.



Figure 154 Central square architectural rendering and picture. Reprinted from *Secondhand Modern*, DAtrans, (Beijing, 2008)

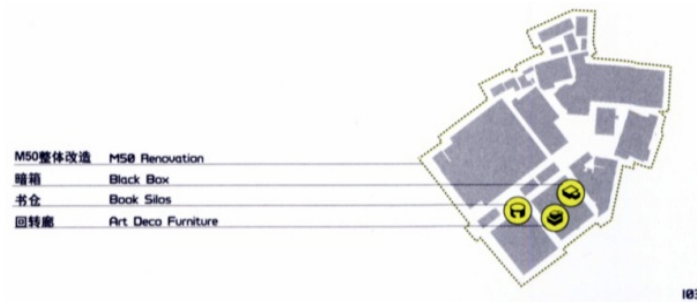


Figure 155 *Left*, locations of building renovation projects; *right*, picture of booksolis. Reprinted from DAtrans, *Secondhand Modern* (Beijing, 2008)

To the north of Chunming Factory, Island 6 Art Center, an artist-run organization, rented the office space of former Fufeng Flour Factory, which is also one of the conservation buildings, and started renovation in 2006.²⁴²

²⁴² "Island6 Shanghai," <http://www.island6.org/island6Shanghai.html>.



Figure 156 *Left*, aerial picture of Island 6. Adapted from Google Earth. *Right*, picture of former Fufeng Flour Factory

In 2008, the Shanghai Municipal Commission of Economy and Informatization released the Guidance to Facilitate the Development of Creative Industry stating “positively facilitate the functional conversion in formerly danwei (state company) owned properties into creative industries, the nominal land use, ownership and tenure could remain the same, new rent control are applicable to the creative industry tenants”.²⁴³ This policy is applicable to all three danwei in Moganshan District. Chunming Textile Factory was officially designated as M50 Creative Industrial Park by Shanghai Economic and Trade Committee. The factory owner again refused the relocation request from the developer and claimed that because the property

²⁴³ “Positively support the state company with allocated land set up creative industries use industrial buildings, land use and tenure may temporarily remain. On the stock of housing for the implementation of creative industries, highest rental price guidance, management and supervision should be setup.” 积极支持以划拨方式取得土地的单位利用工业厂房兴办创意产业，土地用途和使用权人可暂不变更，对存量房产用于兴办创意产业实施最高租赁价格的指导、管理和监督. Shanghai Municipal Commission of Economy and Informatization, "Shanghai Jiakuai Chuangyi Chanye Fazhan De Zhidao Yijian 上海市加快创意产业发展的指导意见 [Guidance on Facilitating Creative Industry Development]," ed. 上海经济和信息化委员会 and Shanghai Municipal Commission of Economy and Informatization (Shanghai2008 and 1999 March).; and Xue, "Zhongyuan Liangwancheng Loushi Shenhua Zaoyu Menkan 中远两湾城“楼市神话”遭遇门槛 [Cosco Brilliant City Market "Myth" Suffered]."

entitlement is the Factory, the relocation was not an option. In the end, the buildings and warehouses of Chunming Textile Factory remained intact.²⁴⁴

In 2009, the district government's land use plan was not realized; the buildings were yet to be built. With ten years of regeneration efforts, former Fufeng Flour Factory housing district and four conserved buildings remained in the same shape as they were ten years ago. The only exception is the self-initiated Chunming Textile Factory area which is now a commercial-cum-art creative district (Figure 157), cramped with Artists' studios, galleries, design consultant businesses, food and beverages replaced (Figure 158 and Figure 159).



Figure 157 Land use of Moganshan District in 2009, yellow is commercial use, dark red is residential use, grey is currently abandoned buildings.

²⁴⁴ Xue, "Zhongyuan Liangwancheng Loushi Shenhua Zaoyu Menkan 中远两湾城“楼市神话”遭遇门槛 [Cosco Brilliant City Market "Myth" Suffered]."



Figure 158 *Top*, aerial picture of Moganshan District in 2001. Reprinted from *Shanghai Yingxiang Dituji: Zhongxin Chengqu*, Shanghai Kexue Jishu Publisher (Shanghai, 2001). *Bottom*, aerial picture of Moganshan District in 2004. (Photograph from Google Earth)



Figure 159 *Top*, picture in 2002; *bottom*, picture in 2009

Discussion

In terms of the planning strategies, a process of policies adjustment could be identified. Shanghai municipal government and Putuo district government initiated the urban regeneration project firstly. Shanghai municipal government released the statutory master plan which regulates land use, FAR, and building heights. The Suzhou Creek Landscape Plan 2002 was later prepared with detailed development guidelines. In 2006, a statutory Suzhou Creek Adjoining Area Control Plan was released and it designated Suzhou Creek as a special floating planning area which is in direct control of the municipal government. The redevelopment objectives, functions and spatial forms of the Moganshan District are designated by the Putuo district government in the Zhongyuan Moganshan Unit Control Plan. The area was planned for new commercial and business activities with the demolition of all existing buildings. However, the Shanghai Municipal Commission of Economy and Informatization Department undertook initiatives to facilitate the reuse of the existing industrial buildings in the Moganshan area with the release of the Guidance to Facilitate the Development of Creative Industry—facilitate the transformation of former factories into office or commercial buildings. This Department later designated Chun'ming Textile factory as M50 Creative Industrial Park. The statutory Unit Control Plan released by the Putuo district government was adjusted accordingly.

The key interest groups involved in the redevelopment process are: government agencies—the three departments closely involved are the Shanghai municipal government, the Putuo district government, and the Shanghai Municipal Commission of Economy and Informatization Department; private entities—Tian'an Corporation and Chunming Textile Factory; and the community which is comprised of the local artists, artist institutions and galleries. The government agencies have inconsistent

redevelopment goals for the Moganshan District, there might be a lack of communication and collaboration among the different departments. For example, the municipal government and district government planned to demolish all the existing buildings and redevelop the entire Moganshan district, the Guidance to Facilitate the Development of Creative Industry was released by another government department which actually helped to conserve the remaining factories. There was a conflict of interest among private entities and the local community. Tian'an Corporation, as the successful tender of the land was supposed to undertake the redevelopment of the entire area. However, it failed to reach to an agreement with one factory owner on the issue of relocation, and the plan it prepared for the urban redevelopment was never materialized. The former state factory owner claimed to be the land owner and refused the relocation proposal from Tian'an Corporation twice. It rented out the factories spaces to local artists and organizations, implemented physical enhancement projects for its factory. Its local community called for the conservation of the industrial buildings, undertook historical research of this area and published book and articles on main stream medias; did interior renovations to the factories. The local communities largely enhanced the physical and cultural value of the place. In the end, the land owner and the local community's interest overweight the private developer, and succeed in retain the factories and its art activities. During the entire urban redevelopment processes, two groups of coalition could be identified: the first one is comprised of the municipal government, district government and Tian'an corporation which holds the statutory plan, with the intension to redevelopment the whole area; the second group is comprised of the Shanghai Municipal Commission of Economy and Informatization Department, Chunming Textile Factory and the tenants, who opposed to the statutory plan and managed to implement the physical upgrading projects.

In terms of the physical quality, Moganshan district has a relatively good land use mix. With a total land area of 11.8 ha, the residential area is 9%, commercial area is 32%, entertainment is 3%, office is 5%, transportation and vacant land area is 51%. The district is only accessible from the south, mainly through Moganshan Road, and the connections within the area is fragmented—former factories divided the whole district into four smaller separated areas without proper connections with one other. The scale of Moganshan District is comfortable, with buildings average three to four storeys high and a street height-width scale of about one to one. There are four types of buildings within this area. The former historical industrial buildings and the spatial pattern help to build a strong image of this place.

CASE FIVE: BRILLIANT CITY

Introduction

The case study area is Brilliant City housing estate formerly known as Liangwan yizhai (two channels and one estate). This area is to the north of the Suzhou Creek, opposite to Moganshan District. It is bounded by Yuanjing Road to the north and Jiangning Road to the west. A four-lane two-way vehicular road from north to south divided it into two districts. The total land area is 49.5 ha (Figure 160). Brilliant City is at a prime location in Shanghai from the industrial years until now.²⁴⁵ It is located right next to Shanghai Railway Station in Putuo district, close to the city center, within ten minutes drive to downtown central business district, fifteen minutes drive to main shopping district (Huaihai Road); within sixteen minutes drive to Waitan (the Bund) Historical Civic area (Figure 161).

²⁴⁵ Shanghai Local Records Office, *Shanghai Nianjian 1996 - Putuo Qu* 上海年鉴1996-普陀区 [Shanghai Year Record - Putuo District] (1996).

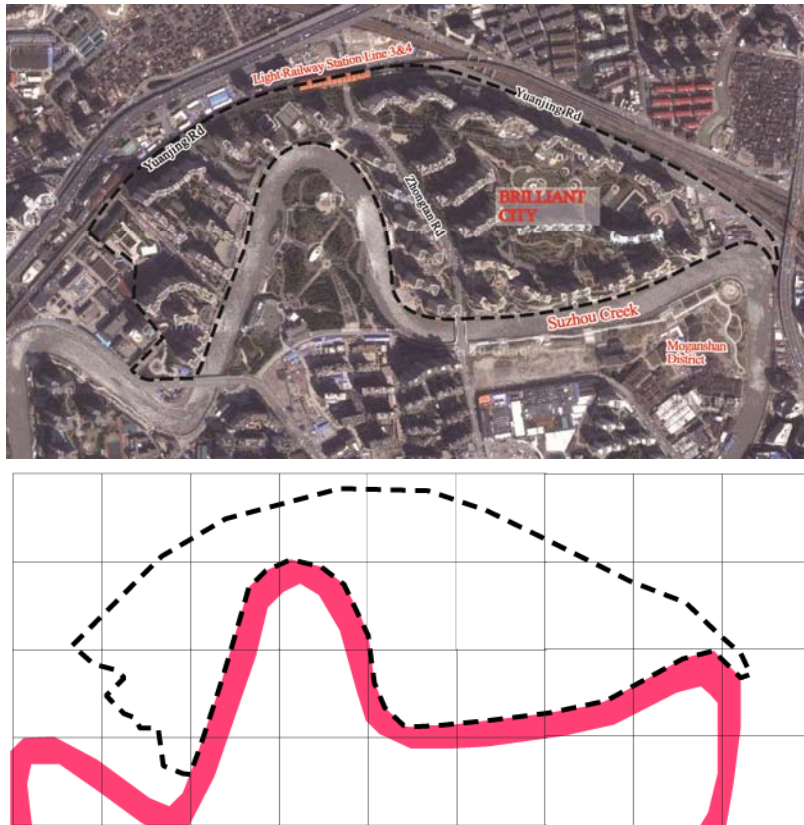


Figure 160 Top boundary of Brilliant City. Adapted from Google Earth, 2009. Bottom, dotted line for the boundary of Boat Quay, pink area for The Suzhou Creek, and each square equals to four ha.



Figure 161 Brilliant City travel time to prime city areas. Adapted from The Shanghai Municipal Planning Bureau , “The Suzhou Creek Landscape Plan 2002” (Shanghai, 2002).

Formerly known as Tanziwan (Tanzi channel area), this area was busy with shipping activities and boats berthing on the river (Figure 168). It was the landing point for

boatmen and the loading yard for factories. Most of the workers took jobs from the nearby factories, stayed on boats for the first few months, built simple households, abandoned their boats and lived onshore.²⁴⁶ During the industrialized years in Shanghai, this area used to be cramped with factories and squatter settlements and had a very high population density (Figure 162 and Figure 163). More than forty thousand people stayed in temporary houses which were mostly built by the residents with inflammable materials, bamboo, woods or asphalt felt. The buildings were small, not well-lit without proper sewage system and electricity. Trashes were thrown by the street sides with open drainage ditches. The living condition was unfavorable (Figure 164).²⁴⁷ The residents are mostly low-income workers and unemployed.²⁴⁸ Upon the completion of river cleaning, since 1999, within three years of urban regeneration (from 1999 to 2002), the whole stretch of waterfront took on a refreshing look and became a leisurely public space.²⁴⁹

²⁴⁶ Han and Zhang, *Dongfang De Saina Zuoan - Suzhouhe Yan'an De Yishu Cangku* 东方的塞纳左岸 - 苏州河沿岸的艺术仓库 [Left Bank of the Seine of the East - the Art Warehouses of Suzhou Creek]. 21.

²⁴⁷ Jingjing Liu, "Minxin Gongcheng Suoying: Sanwan Yilong Qianshi Jinsheng 民心工程缩影: “三湾一弄”前世今生 [Popular Works - "Three Streams and One Lilong", Past Lives and Now]," *Qingnian bao* 青年报 *Youngth Paper* 2008 December 17.

²⁴⁸ Han and Zhang, *Dongfang De Saina Zuoan - Suzhouhe Yan'an De Yishu Cangku* 东方的塞纳左岸 - 苏州河沿岸的艺术仓库 [Left Bank of the Seine of the East - the Art Warehouses of Suzhou Creek]. 21.

²⁴⁹ East China Architecture Design and Research Institute Co. Ltd, *Huadong Jianzhu Shejiyanjiuyuan Youxian Gongsi Zuopin Xuan Ecadi* 华东建筑设计研究院有限公司作品选 *ecadi* [East China Architecture Design and Research Institute Co. Ltd] (Shanghai: Zhongguo jianzhu gongye chubanshe 中国建筑工业出版社, 2005 December).



Figure 162 Brilliant City area aerial picture in 2001. Reprinted from *Shanghai Yingxiang Dituji: Zhongxin Chengqu*, Shanghai Kexue Jishu Publisher (Shanghai, 2001).



Figure 163 Brilliant City area before regeneration in 1998, factories and warehouses can be identified in the foreground while squatter settlements can be identified in the back ground, The Suzhou Creek to the right



Figure 164 Left, 1998, old couple used to stay in narrow and dime squatter settlements, each storey is only two m high; middle, 1998, Rongmei Wang, former residence in Brilliant City area before regeneration, no kitchen, only narrow stairs to do cooking; right, image of typical squatter settlements. Adapted from Google Earth.

Redevelopment Preparation

The Shanghai municipal government announced the intention of a massive urban reform namely the 365 Plan which aims to demolish 3.65 million m² squatter settlements and started urban regeneration developments in 1992. Brilliant City is one of the important projects in the plan which is also the municipal government's prominent political goal.²⁵⁰ The requirement for urban regeneration is the demolition of existing buildings and the relocation of residents.

²⁵⁰ Jun Huang, "365 Weipeng Jianwu Gaizao Gongjian Shanghai 48wan Jumin Shouyi 365 危棚简屋"改造攻坚 上海 48 万户居民受益 [365 Squatter Urban Regeneration Project] Officially Completed,

Following this announcement, the Shanghai municipal government released several policies as regards the relocation compensation. In April 1997, the government issued Individual Businesses and Commercial Space Resettlement in Shanghai Measures and Shanghai Housing Regeneration, Squatter Settlements Demolition and Resettlement Compensation Trial Measure which proposed relocation monetization. Later in 1998, stated in Shanghai No.44 Legislation, compensation is up to two thousand and four hundred yuan plus an additional rental differences per m².²⁵¹ A number of new housing estates were built during that time to relocate former residents.²⁵² Residents were provided with two relocation options, either move to the new apartment or settle with compensation fees.²⁵³ At the same year, Putuo government leased the land use right of the land to China Ocean Shipping Company (COSCO) through negotiation. In the agreement, COSCO is responsible for the demolition, relocation, and new housing estate developments. In return, the developer would enjoy the benefits of free land transfer, a 5% business tax refund and a 70% income tax refund.²⁵⁴ COSCO began the relocation of residents in 1998 with a total cost of 2.38 billion yuan—an average of one hundred and ten thousand yuan per household. The whole process took place in six month in three phases. A total of ten

480,000 Residences Benefitted]," *Jiefang ribao* 解放日报 *Jiefang Daily* 2008 December 14.; and "Yu Shanghai Dongqian Yixian Gongzuozhe Duihua 与上海动拆迁一线工作者对话 [Conversation with Frontline Relocators in Shanghai]," *Xin zhuzhai shidian* 新住宅视点 [*New housing perspectives*] 1(2005 January).

²⁵¹"Shanghai 44 Haowen 上海 44 号文 [Shanghai Regulation Document No.44]."

²⁵² "Yu Shanghai Dongqian Yixian Gongzuozhe Duihua 与上海动拆迁一线工作者对话 [Conversation with Frontline Relocators in Shanghai]."

²⁵³ Lots of relocation housing estates were built during the 1996 to 2000.

²⁵⁴ "Liangwancheng 两湾城 [Brilliant City]," *Zhengquan zazhi* 证券杂志 [*Security Magazine*] 8(2002).

thousand households were relocated within the first two month, and the rest in another four months.²⁵⁵

Waterfront

A waterfront renewal is proposed in the land use and zoning plan released by the Shanghai municipal government in 1999 (**Error! Reference source not found.**).²⁵⁶

The developer hired Edaw Consultant and East China Architecture Design and Research Institute to prepare the site plan. They later decided to convert the west stretch of the waterfront into a pedestrian walkway for leisurely use and events. The Edaw plan divided the promenade into two continuous stretches with a variety of spatial forms. Most of the pedestrian stretch is composed of two levels of pedestrian walks, the upper directly linked to its neighbouring buildings and the lower is by the water edges with small open plazas locates at intervals for activities and events (Figure 165).

²⁵⁵ "Yu Shanghai Dongqian Yixian Gongzuozhe Duihua 与上海动拆迁一线工作者对话 [Conversation with Frontline Relocators in Shanghai]." *ibid.*

²⁵⁶ Huang, "365 Weipeng Jianwu Gaizao Gongjian Shanghai 48wan Jumin Shouyi 365 危棚简屋"改造攻坚 上海 48 万户居民受益 [365 Squatter Urban Regeneration Project" Officially Completed, 480,000 Residences Benefitted]."



Figure 165 Waterfront site plan, architectural renderings of waterfront promenade and plaza from Edaw. Adapted and reprinted from East China Architecture Design and Research Institute Co. Ltd, *East China Architecture Design and Research Institute Co. Ltd Selected Works* (Shanghai, 2005).

The construction began in 1999 and finished in 2002 by COSCO. The stretch to the west of Zhongtan Road was completed first composed of vehicular road, pedestrian walkways and waterfront promenades. The east stretch was completed later in 2002; it is a two-level continuous pedestrian walkway with plantings and small plazas (Figure 166 and Figure 167).



Figure 166 Aerial picture of Brilliant City waterfront promenade after completion. Adapted from Google Earth.



Figure 167 Brilliant City waterfront promenade picture



Figure 168 *Left*, Brilliant City waterfront before regeneration; and *right*, Brilliant City waterfront promenade after regeneration

This constructed was completed before the issuing of the Suzhou Creek Landscape Plan 2002 and Suzhou Creek Adjoining Area Control Plan 2006 in which more detailed site plan and regulations on waterfront were imposed by the municipal government. Upon the completion, COSCO open the west stretch of the promenade to the public and restrict access of the east stretch to its property residents. In the statutory Suzhou Creek Adjoining Area Control Plan 2006 released by the Shanghai municipal government, the west stretch was planned as “open waterfront”, and the east stretch was “conditional open waterfront”, in which the former waterfront is open to public access, the latter is waterfront in private properties which is to be converted

into public accessible green space through regulations and policies (Figure 169).²⁵⁷ The Shanghai municipal government and the Municipal Standing Committee stated in 2008 that they will facilitate the opening up of the waterfront on both banks of the Suzhou Creek to the public and make it into a public space. A planning legislation regarding this issue was released as the technical regulation on the Suzhou Creek waterfront planning area.²⁵⁸ The east stretch of the Brilliant City waterfront was open to public



Figure 169 Open space analysis diagram. Adapted from The Shanghai Municipal Planning Bureau ,“The Suzhou Creek Adjoining Area Control Plan 2006”, (Shanghai, 2006).

Built Environment

The land use of the Brilliant City area is stipulated in the Pu'tuo District Control Plan and the lease agreement. With a total land area of 43.8 ha, the entire area is to be

²⁵⁷ Shanghai chengshi guihua guanli ju and Shanghai chengshi guihua sheji yanjiu yuan, "Suzhouhe Binhe Diqu Kongzhixing Xiangxi Guihua 苏州河滨河区控制性详细规划 2006 [Suzhou Creek Adjoining Area Control Plan 2006]." 111. "Open waterfront" are open waterfront freely accessible to the public. Waterfront in the new plans are required to be publicly accessible. With regard to the built waterfront, management and other means will be employed to encourage the open up of waterfront. In the plan, most of The Suzhou Creek waterfront are publicly accessible. "Conditional waterfront" can be publicly accessible if meet certain condition. It includes university campuses and private residential areas. Appropriate management mechanisms and conditions will be employed to open up waterfront.

²⁵⁸ Ling Gao, "Suzhouhe Jiang Datong Yan'an Tongdao Shi Bufen Xiaoqu Yitong 苏州河将打通沿岸通道市部分小区已通 [Several Waterfront Segments in Private Properties Along Suzhou Creek Is Now Open to Public]," *Qingnianbao 青年报 Yougth Paper* 2004.

transformed into a housing estate with a maximum FAR of four, green space land area coverage of 40%, and building height of one hundred meters.²⁵⁹



Figure 170 Brilliant City land use plan in 2002 Landscape Plan Along the Suzhou Creek. Adapted from The Shanghai Municipal Planning Bureau , “The Suzhou Creek Landscape Plan 2002” (Shanghai, 2002).

COSCO hired East China Architecture Design and Research Institute and Edaw Consultant, worked together to prepare detailed urban design plan. The whole area was divided by vehicular roads into six land parcels. Each parcel is composed of an open green space enclosed by ten to twenty residential high-rise and two to three podiums along the road. In addition, a large green space up to sixty thousand m² is planned as the green core of the Brilliant City in the center of east block (Figure 171 to Figure 178).²⁶⁰

²⁵⁹ Shanghai chengshi guihua guanli ju and Shanghai chengshi guihua sheji yanjiu yuan, "Suzhouhe Binhe Jingguan Guihua - 2002nian7yue 苏州河滨河景观规划 - 2002年7月[Landscape Plan Along the Suzhou Creek - July 2002]." 12.

²⁶⁰ East China Architecture Design and Research Institute Co. Ltd, *Huadong Jianzhu Shejiyanjiuyuan Youxian Gongsi Zuopin Xuan Ecadi* 华东建筑设计研究院有限公司作品选 ecadi [East China Architecture Design and Research Institute Co. Ltd].



Figure 171 Site plan proposed by East China Architecture Design and Research Institute and Edaw in 1999. Reprinted from East China Architecture Design and Research Institute Co. Ltd, *East China Architecture Design and Research Institute Co. Ltd Selected Works* (Shanghai, 2005)

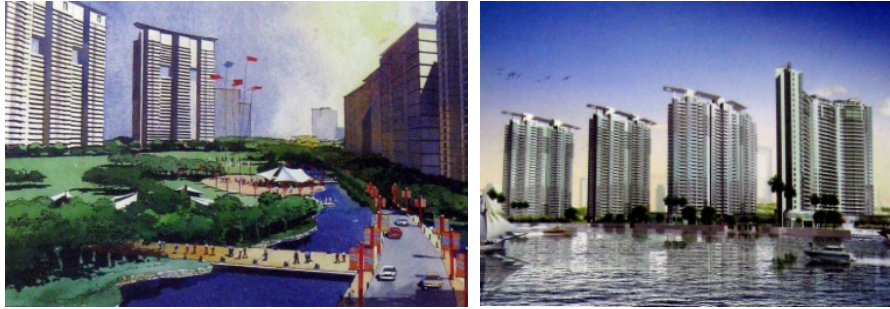


Figure 172 Architectural renderings pictures. Reprinted from East China Architecture Design and Research Institute Co. Ltd, *East China Architecture Design and Research Institute Co. Ltd Selected Works* (Shanghai, 2005).

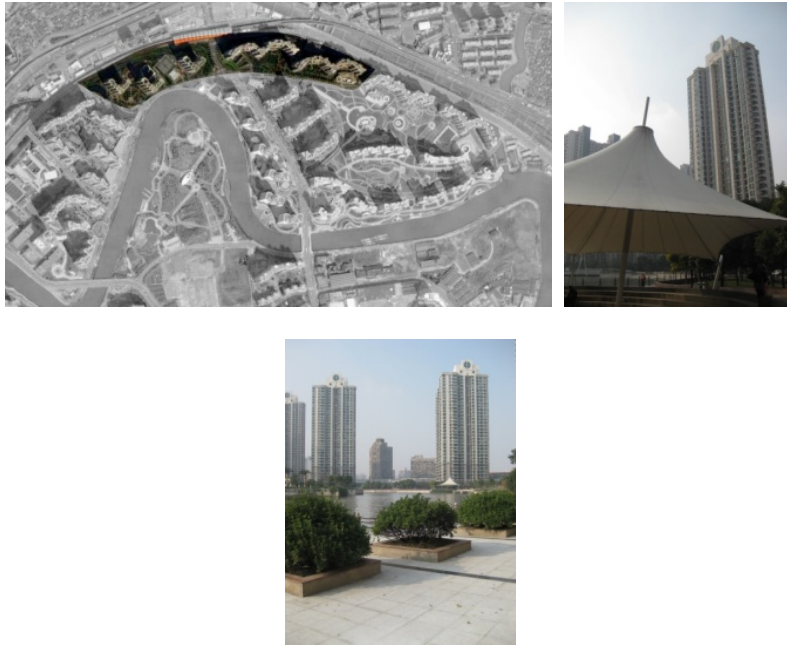


Figure 173 Phase one aerial pictures and photos. Adapted from Google Earth.



Figure 174 Phase two aerial pictures and photos. Adapted from Google Earth.



Figure 175 Phase Three west area site plan and architectural rendering. Reprinted from East China Architecture Design and Research Institute Co. Ltd, *East China Architecture Design and Research Institute Co. Ltd Selected Works* (Shanghai, 2005).



Figure 176 Phase three east area site plan and architectural rendering. Reprinted from East China Architecture Design and Research Institute Co. Ltd, *East China Architecture Design and Research Institute Co. Ltd Selected Works* (Shanghai, 2005).



Figure 177 Phase three aerial pictures and photos



Figure 178 Phase four site plan and architectural rendering. Reprinted from East China Architecture Design and Research Institute Co. Ltd, *East China Architecture Design and Research Institute Co. Ltd Selected Works* (Shanghai, 2005).

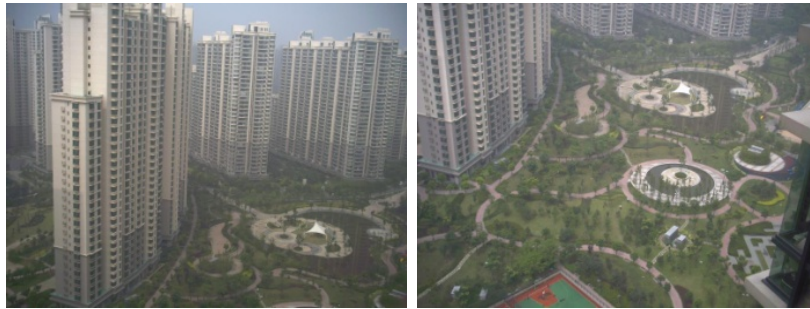
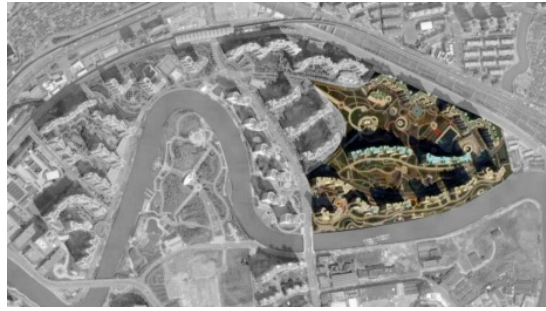


Figure 179 Phase four aerial pictures and photos. Adapted from Google Earth.

The construction (infrastructure, buildings and green space) is conducted in four phases in 1999 and finished in 2004. The first phase was from 1999 to 2001 with a GFA of two hundred and seventy thousand m² and 2,186 households (Figure 173).²⁶¹ The second phase took place from 2000 to 2003 with a total of three hundred and ninety thousand m² and 2,896 households (Figure 174). The third phase was from 2002 to 2005 with a total GFA of 294,200 m² with a household of 2,444 (Figure 177). The fourth phase took place from 2004 till 2006 with a GFA of four hundred and eighty-two thousand m² and a household of four thousand and one hundred (Figure

²⁶¹ Zhaoying Zou, "Suzhouhe Zhongduan Juzhuqu Binhe Jingguan Yanjiu 苏州河中段居住区滨水景观研究 [Residential Landscape Studies on Estates Along Suzhou Creek]" (Tongji University, 2006).; and "Shanghai Jinshinian Fangchanye Fazhan Saomiao 上海近十年房产业发展扫描 [Housing Industry in Recent Years, Shanghai]," *Shanghai caishui 上海财税* 2001.

179).²⁶² The whole project was completed in 2006 with a total GFA of 1.6 million m², 12,256 households, and a population around forty thousand and thirty-three residential high-rises. In the same year, COSCO also invested in the construction of a high standard nine-year private school in the estate, covering an area of 21,000 m², and a total floor area of 23,000 m². COSCO inject supeplementary commercial, service and educational functions into the area. The whole estate has a kindergarten, a high school, many commercial establishments in building podiums with a total rentable space of seven thousand m², community center with swimming pools and other services in the east bloc close to the central green space (Figure 180 and Figure 181).

The apartments started to on sale in the real estate market in 2001. Most of the buyers were local residents. In 2006, real estate speculators started to invest on the properties. Some investors from Wenzhou province bought more than 30% of the phase four apartments, which were left vacant.²⁶³ One third of the phase four apartment were rented by the owners, 576 apartments were rented out, some of which were sub-divided into around seven rooms to accommodate immigrant workers (usually, more than ten people share one unit). And another 265 apartments were converted into offices.

²⁶² Xiaoxiang Bao, "Zhongyuan Liangwancheng Jueban Louwang Chuji Jinsan 中远两湾城绝版楼王出击“金三” [Brilliant City Real Estate Biggest Land Owner Strike for Another Three Properties]" *Dongfang zaobao 东方早报 [Dongfang Daily]* 2009 March. The FAR of Brilliant City is 3.6.

²⁶³ Xue, "Zhongyuan Liangwancheng Loushi Shenhua Zaoyu Menkan 中远两湾城“楼市神话”遭遇门槛 [Cosco Brilliant City Market "Myth" Suffered]."



Figure 180 Brilliant City after regeneration



Figure 181 *Top*, aerial picture of Brilliant City area which is to the north of the river before regeneration. Reprinted from *Shanghai Yingxiang Dituji:Zhongxin Chengqu*, Shanghai Kexue Jishu Publisher (Shanghai, 2001). *Bottom*, Brilliant City after regeneration. Reprinted from Google Earth.

Discussion

In terms of the planning strategies and policies, Shanghai municipal government and Putuo district government initiated the urban redevelopment project. Shanghai

municipal government released the statutory master plan—the Suzhou Creek Landscape Plan 2002— which regulates land use, FAR, and building heights, and guide the development. In 2006, the statutory Suzhou Creek Adjoining Area Control Plan was released. It designated Suzhou Creek as a special floating planning area under direct administration of the municipal government. Regulations on opening up of the Suzhou Creek were introduced. The redevelopment was implemented through the negotiated land lease. The Putuo district government leased the land use right to COSCO. The land coverage, amount of green space, and planning parameters were regulated in the land lease tender document. The government agencies also provided several public initiatives to facilitate the redevelopment process. The land use right was leased for free on the condition that resident relocation, and all construction costs (infrastructure included) were bared solely by the developer. Two types of tax refunds were granted to the developer. New residential neighborhood was built to relocate the former residents staying in the Brilliant City area.

The key agents involved in the development process are: government agents—the two government departments most closely involved are the Shanghai municipal government and the Putuo district government; one single developer—COSCO; and local residents. There is an inconsistency in planning policies between different government departments. After the district government sold the land use right of the entire site to COSCO, the municipal government tried to have the use right of the waterfront back and open it to the public. Because there is only one private developer involved, the redevelopment process was going on smoothly without major conflicts. COSCO, the developer, bought the land use right, prepared the detailed site and architectural plan, and completed the construction of the entire area including all infrastructures and waterfront promenades.

In terms of the spatial quality, the Brilliant City doesn't have a variety of land use, with a land area of 45.8 ha, the residential area occupied 92% of the land area, with 5% commercial area and 3% leisure area. The entire district is well-connected the surrounding areas of the city through both vehicle and pedestrian routes. The district itself is comprised of big blocks connected with vehicle and pedestrian routes. The street scale of the Brilliant City is not as humane as the previous four cases. The average street height-width scale by the waterfront is one to three. And the rest of the district is of a height-width scale of one to one. In addition, the average building height is around 30 to 40 floors which are beyond the human dimension. There is only one type of building—high residential apartment, which does not help to establish a distinguish place identity for the district.

CHAPTER FIVE CONCLUSION

URBAN POLITICS

Several commonalities in planning processes could be identified in all the five urban redevelopment projects. The redevelopments are initiated by the government sectors which generally take the responsibility to grant conservation status to historic districts and provide the statutory plans. These plans stipulate the redevelopment objectives, land use, FAR, and the fundamental planning parameters. In both cities, comprehensive waterfront redevelopment plans covering large areas along the rivers are provided by the governments. Detailed waterfront design guidelines are prepared, and the waterfront improvements and reconstructions are either carried out by the government sectors themselves or largely facilitated by these agencies.

In terms of the detailed urban design guidelines and district urban design plans, there are differences can be seen. Boat Quay, Clarke Quay and Moganshan District are areas with historic buildings. The conservation guidelines of Boat Quay and Clarke Quay are provided by the government sectors. These plans are very detailed and focus on building structures and the restoration of important architectural features, such as jackroof, windows, facades, and etc. The conservation plan of Moganshan District is provided by the academic sector, which focuses on the conservation of the spatial pattern of the entire district rather than the structural details of individual historic buildings. Robertson Quay district and Brilliant City are not conservational areas. The Robertson Quay urban design envelop plan is prepared by the government sectors, which includes the land use, transportation and building envelop and public space structure plans. Only the designs of individual buildings are undertaken by the

private sectors. In the case of Brilliant City, both the urban design plan and individual building plans are prepared by the private sectors.

In terms of the implementation of the plans, diverse approaches are adopted in these cases depending on the different redevelopment goals bared in the government's mind and the different interest groups involved. In the case of Boat Quay, the goal is to inject new activities to the derelict waterfront which lost its original functions, restore the historical buildings, and make it the pilot project of entire Singapore River regeneration scheme. The main interest groups involved are the former shophouse owners in the Boat Quay area, there were hundreds of shophouses owned by different people who were rich merchants at the time of the redevelopment. In this situation, the government decided to use several incentives to involve the shophouse owners in the redevelopment processes. The infrastructures of the area were all upgraded through government initiatives. To encourage the participation of the land owners, policies and regulations were released—the repeal of the rent control to help the house owner to retain their properties, the repeal of the parking deficiency and development charge. The government was also involved in the management of Boat Quay area after the redevelopment and made continuous efforts in infrastructure upgrading. In terms of Clarke Quay, the redevelopment goal is similar as Boat Quay. It is the second area to undergo a major redevelopment along the Singapore River. The interest groups involved are different from that of Boat Quay. Instead of owned by hundreds of individual rich merchants, the shophouses and warehouses in Clarke Quay were owned by several factories or merchants who moved their shipping businesses to the new ports and their properties in Clarke Quay were not well-maintained. To implement the redevelopment plan, the government acquired the entire area, and through the sale of land program, the land use right was leased to one single developer who realize the redevelopment plan. The government was also

involved in continuous infrastructure upgrading after the completion of the redevelopment. In the case of Robertson Quay, the goal was to redevelop this stretch of the river into a waterfront residential dominated area. It is also the latter section of the waterfront to be redeveloped. Robertson Quay was owned by several private factories, some of which abandoned their properties. The overall land area is larger than both Boat Quay and Clarke Quay combined. To initiate the redevelopment, the government firstly initiated several infrastructural upgrading projects and improved road conditions. Then, the government acquired the several land plots in which the warehouses and buildings were in unfavorable conditions and not well maintained by the property owners. Through the sale of land program, the use rights of these sites were leased to several private developers. The redevelopments of these sites marked the start of the change in Robertson Quay. Upon the completion of these projects, the private owners of the adjoining sites started to initiate redevelopments projects on their own properties. The process of the Robertson Quay redevelopment is incremental. The government was also involved in infrastructural and management of the area after the completion of the redevelopments. In the case of the Moganshan District, the goal was to redevelop the former industrial district into one of the several commercial and businesses nodes along the Suzhou Creek. The interest groups involved before the redevelopment are several state-owned factories which own the land and properties in the area. Most factories relocated their businesses to the suburbia areas and abandoned their properties in Moganshan district. A few factories still carried out some light manufacturing activities in their warehouses. To implement the plan, the government leased the land use right of the entire district to one single developer. However, because of the disagreements on the plan among the developer, former factory owner and local community, the developer was unable to implement the project. The government later amended the zoning plan by including the factory regeneration plan. Then, the private developer amended the urban design

plan and implemented the redevelopment project in the end. The Brilliant City used to be a slum area. The redevelopment was a government flagship project which is one of the several pilot projects for a larger residential regeneration scheme in Shanghai. It was required to be completed within a relatively short period of time with significant physical environment improvements. The land use rights of the area were leased to one single developer. Several incentives were granted to the developer to facilitate the implementation including tax refund, free land transfer, and the construction of new residential estates for relocated population.

The difference in planning implementations among the Singapore and the Shanghai cases could be identified. The government from Singapore facilitates and encourages the involvement of private sectors through infrastructural improvements while the government in Shanghai utilized plans and monetary incentives to facilitate the project implementations.

There is also a difference in planning strategies. The Singapore government adopts a combination of both the managerial and entrepreneurial strategy. Places of Boat Quay, Clarke Quay, and Robertson Quay were promoted as entities to compete for tourism resources in the global market. Meantime, the government also adopted a managerial stance in supporting public infrastructures and working closely in the place management after the completion of the redevelopment projects. The Shanghai government strategy was relatively more entrepreneurialism rather than managerial. The redevelopment decisions were made by the district government rather than municipal or state governments. The government mobilized market resources for urban infrastructure development. There was no managerial involvement of the government after the completion of these two projects.

URBAN SPACE

The urban form of the five cases are evaluated with four criteria: (1) human dimensions in terms of the scale of the built environment; (2) the accessibility and street systems in terms of external and internal transportation connections; (3) multifunctionality and diversity in terms of spatial form and functionality; and (4) the place identities and meanings.

In terms of the human scale, the building height in Boat Quay averages twelve to fifteen meters, a typical section along the river has the street width versus building height ratio around 0.5 to 2. The building heights in Clarke Quay average from three to four meters to fifteen meters. A typical section along the riverbank has the street width versus building height ratio of 0.5 to 2. The building heights along the waterfront in Robertson Quay average fifteen meters, and the second row buildings average forty meters. The street width versus building height ratio of a waterfront section is around 1. The buildings in Moganshan District average fifteen meters high. A typical section within the building block has the street width versus building height ratio of 1. In Brilliant city, the average building height is ninety nine meters. And a typical street width versus building height ratio within the residential block is 1, a typical section along waterfront has the ratio of 0.3 (the building is three times the width of the street). In general, the built environment in Boat Quay, Clarke Quay, Robertson Quay and Moganshan District are more relevant to humane than Brilliant City.

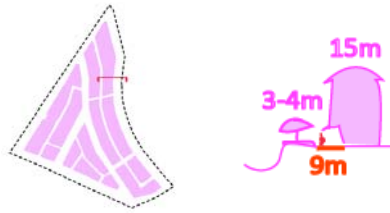


Figure 182 *Left*, building height diagram of Boat Quay, pink color indicate 3-storey buildings; *right*, a typical waterfront section of Boat Quay area, the height of the buildings are indicated in pink color, and the width of the pedestrian space is indicated in red

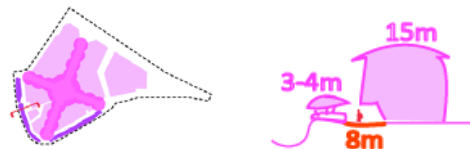


Figure 183 *Left*, building height diagram of Clarke Quay, pink color indicate 3-storey buildings, and the dark pink indicate buildings of 4-storey high; *right*, a typical waterfront section of Clarke Quay area, the height of the buildings are indicated in pink color, and the width of the pedestrian space is indicated in red

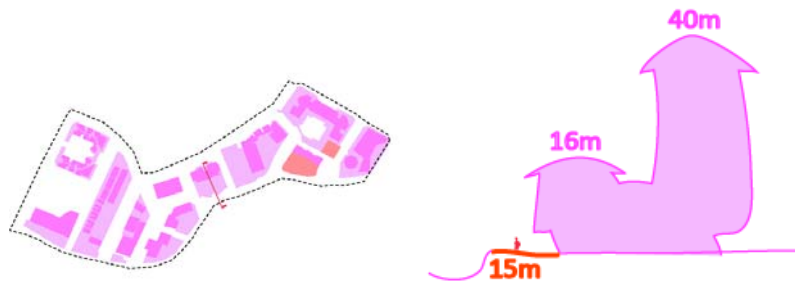


Figure 184 *Left*, building height diagram of Robertson Quay, pink color indicate 6-storey buildings, and the dark pink indicate buildings of 12-storey high; *right*, a typical waterfront section of Robertson Quay area, the height of the buildings are indicated in pink color, and the width of the pedestrian space is indicated in red

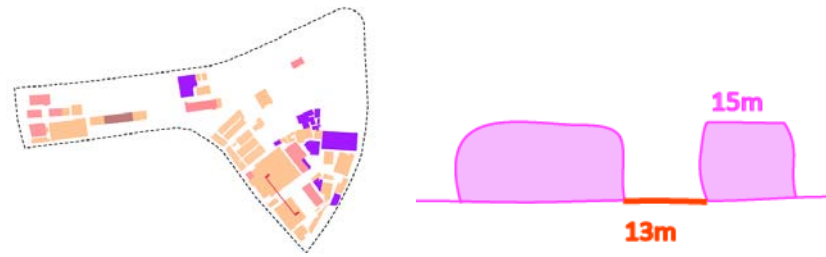


Figure 185 *Left*, building height diagram of Moganshan District, pink color indicate 3-storey buildings, the dark pink indicate buildings of 4-storey high, brown color indicate buildings of 6-storey high, purple color indicate buildings of one-storey high; *right*, a typical waterfront section of Moganshan District, the height of the buildings are indicated in pink color, and the width of the pedestrian space is indicated in red

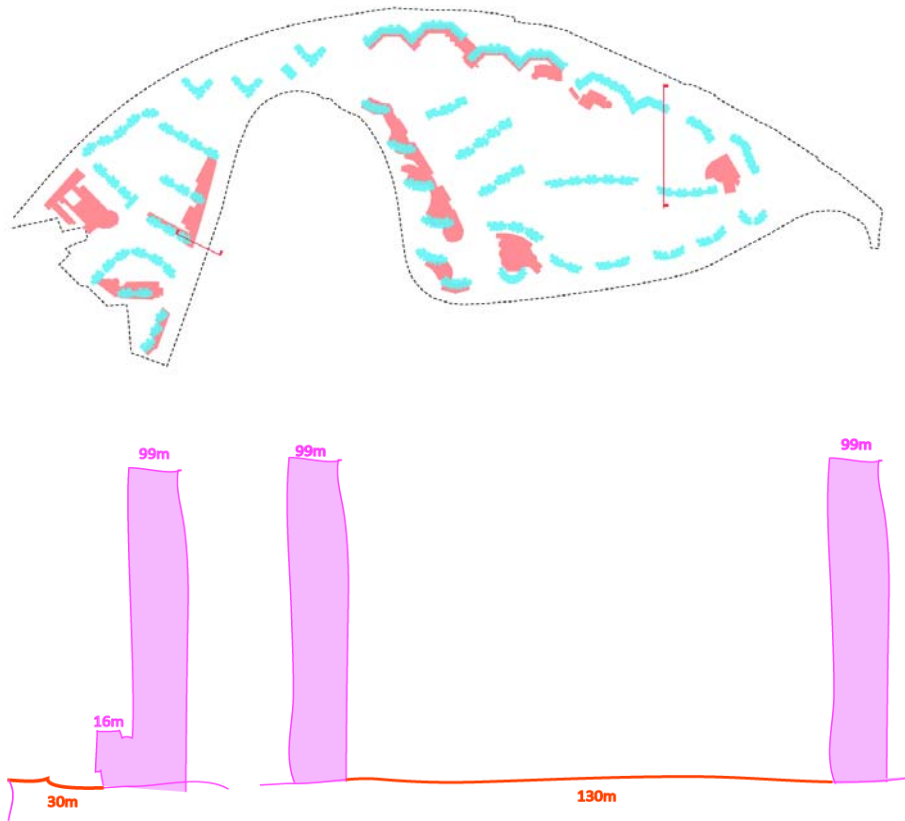


Figure 186 *Left*, building height diagram of Brilliant City, pink color indicate 4-storey buildings, the blue color indicate 33-storey high buildings; *right*, a typical waterfront section of Moganshan District, the height of the buildings are indicated in pink color, and the width of the pedestrian space is indicated in red

In terms of multifunctionality, Boat Quay doesn't have a high mix of uses which is composed of commercial and transportation. The total site area of Boat Quay is 3.80

ha, with a 100% commercial building floor area. Clarke Quay doesn't have a high mix of uses composed of commercial and transportation. The total site area of Clarke Quay is 4.17 ha, with an estimated 84% commercial building floor area and 16% transportation and parking areas. Robertson Quay has a high mix of uses. The total site area is 11.13 ha, with an estimated 17% commercial, building floor area, 37% residential area, 3% entertainment area, 36% offices area, and 7% transportation and parking areas. Moganshan district has a relatively good land use mix, with a total land area of 11.8 ha, the residential area is 9%, commercial area is 32%, entertainment is 3%, office is 5% with a transportation and other land 51%. There are five types of activities as well. Brilliant City doesn't have a variety of land use, with a land area of 45.8 ha composed of 92% residential area, 5% commercial area and 3% entertainment area.



Figure 187 Land use diagrams, yellow indicates commercial, orange indicates residential, light red indicates office uses, red indicates recreational, grey indicates care park/others. First row from left to right are Boat Quay, Clarke Quay, Robertson Quay; second row is Moganshan District and the third row is the Brilliant City.



Figure 188 Diagrams showing land use mix of the five projects, first row from left to right are Boat Quay, Clarke Quay, Robertson Quay, second row from left to right are Moganshan District and

Brilliant City. Red indicates commercial, blue indicates residential, light blue indicates others, green indicates entertainment, purple indicates office uses.

Diversity could be assessed based on the variety of open space. Different spatial forms could provide potentials for different kinds of activities to happen. The spatial forms of open space are categorized into six types (Figure 189): (1) sheltered spaces (light blue), (2) pedestrian waterfront promenade (purple); (3) vehicular space (yellow); (4) green spaces (green); (5) pedestrian routes (light red); and (6) public plaza (red). The black areas in the diagrams (Figure 190) are the inaccessible spaces. There are three types of spatial forms in Boat Quay, the pedestrian promenade with mall by the river, the pedestrian and vehicular routes, and the small open plaza. Clarke Quay is composed of four types of open space, the vehicular route, the sheltered space, the entrance plazas, and the intimate waterfront promenade. There are five types of open space in Robertson Quay: the vehicular routes, entrance plazas, pedestrian walkways, the amiable waterfront promenade, and the green spaces. In Moganshan District, there are only two types of open space, the vehicular routes and the waterfront promenade. There are five types of spatial forms in Brilliant City, the vehicular road, pedestrian routes, green spaces enclosed by the buildings, and the waterfront promenades with restricted entrances.

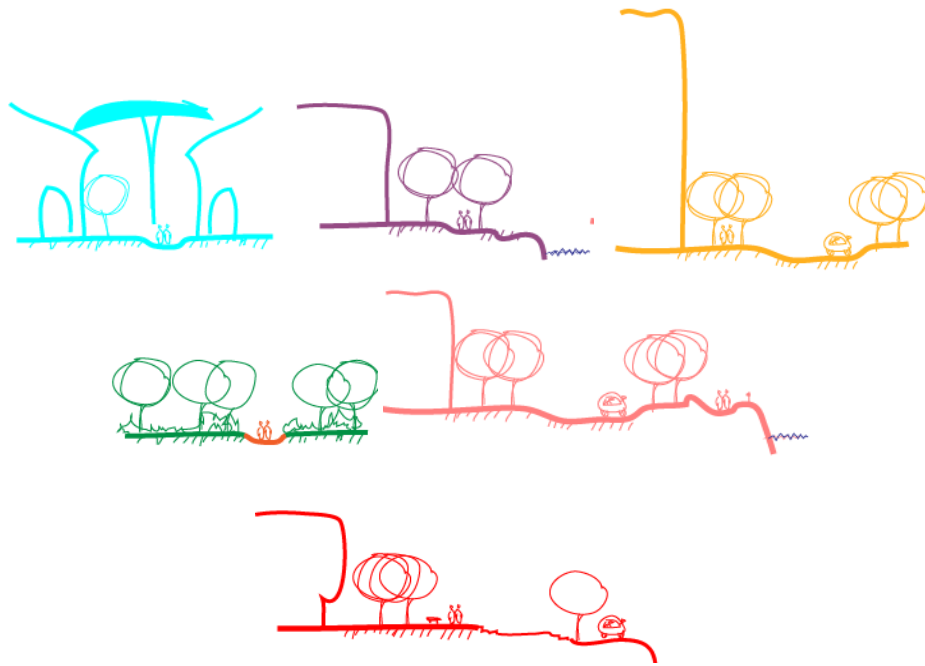


Figure 189 diagrams showing six types of spatial forms of open space. (1) sheltered spaces (light blue), (2) pedestrian waterfront promenade (purple); (3) vehicular space (yellow); (4) green spaces (green); (5) pedestrian routes (light red); and (6) public plaza (red)

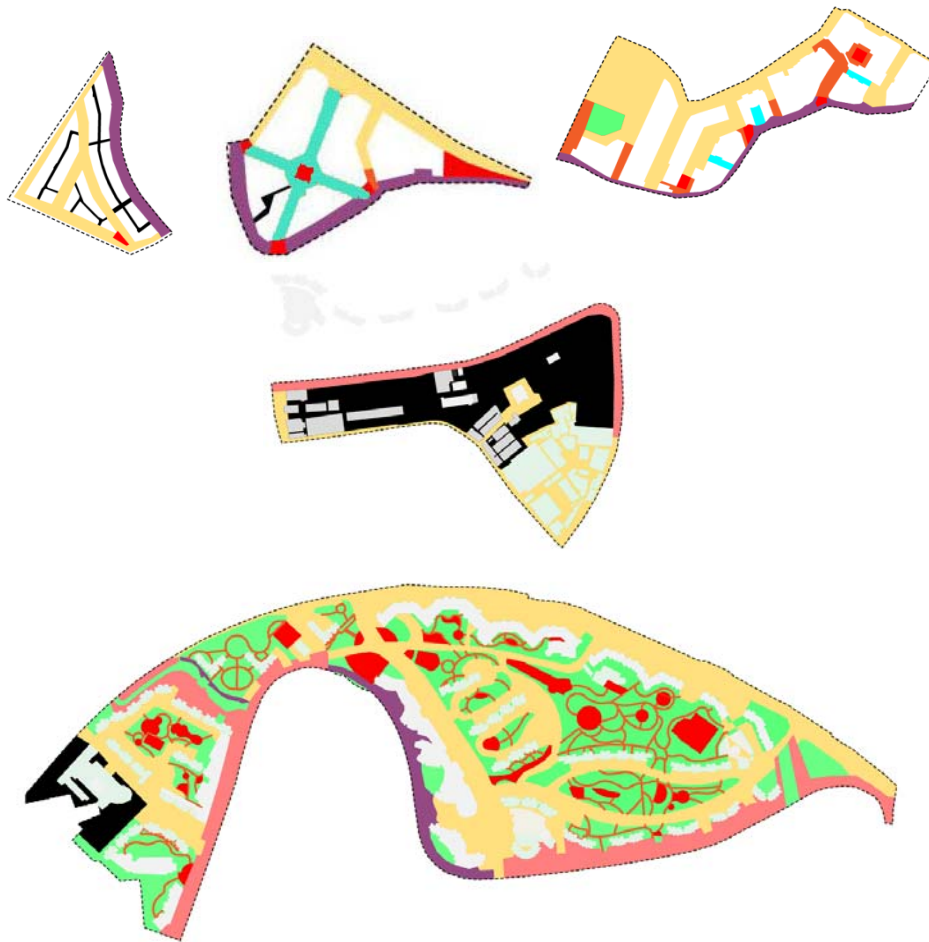


Figure 190 Diagrams showing types of spatial forms of the five projects, first row from left to right are Boat Quay, Clarke Quay, Robertson Quay, the second row is Moganshan District, the third row is Brilliant City. Different colors indicate different types of spatial forms. The typical sections of the each color are illustrated in the previous figure

In terms of the connectivity with the surrounding city area, Boat Quay is connected through a primary road and a secondary road. Clarke Quay is connected through two secondary roads. Robertson Quay is connected with two secondary roads. Moganshan District is connected with one secondary road and one tertiary road. Brilliant City is connect with one primary road and a service road. Robertson Quay, Clake Quay and Moganshan District are well connected to neighboring districts with secondary and tertiary roads which are accessible to both pedestrian and slow vehicular traffic. Boat Quay is adequately connected within the urban fabric with both primary and

secondary road. Brilliant City is relatively not well-connected with only one primary road to the north of the district separated the district with its neighboring urban fabric (Figure 191).

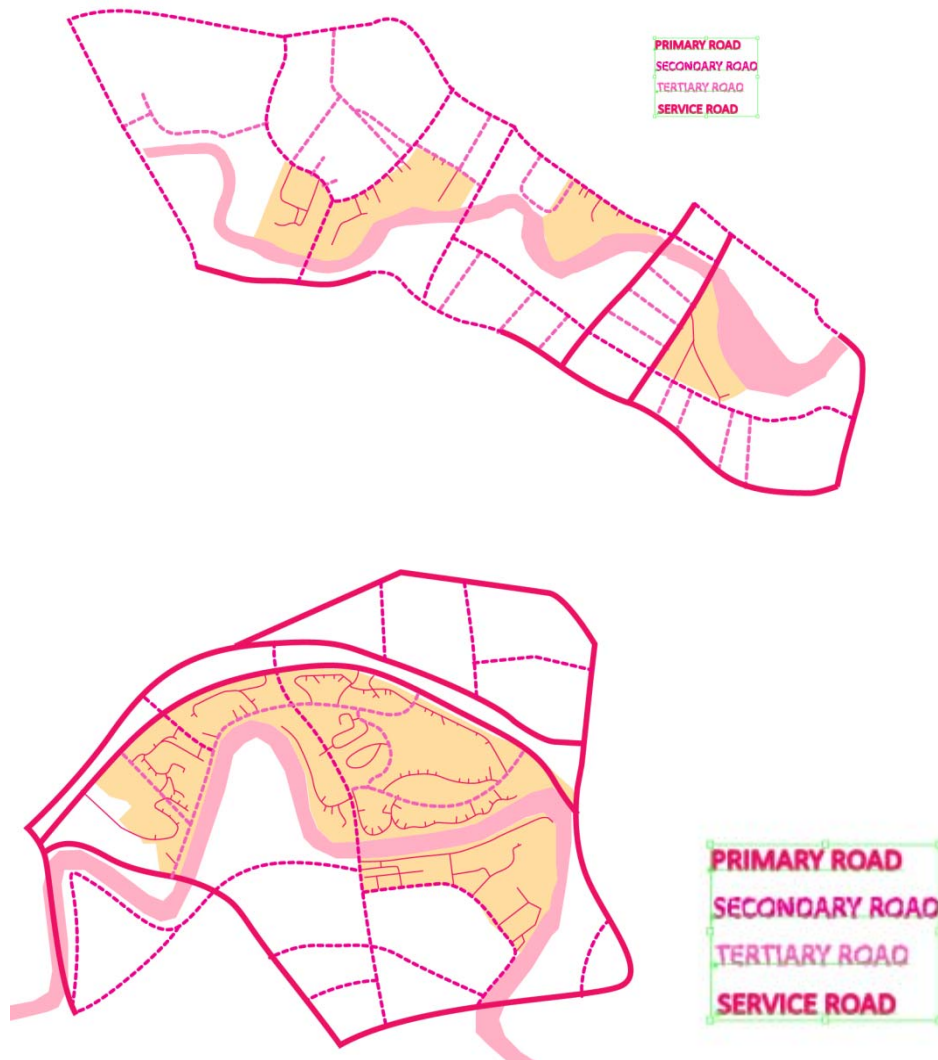


Figure 191 Diagrams showing the connectivity with surrounding areas. *Top*, Singapore River; *bottom*, Suzhou Creek.

Regarding the connectivity within these five districts, all blocks in Boat Quay are well connected through both vehicular and pedestrian routes. The blocks in Clarke Quay are mostly connected through pedestrian routes. For Robertson Quay, its

waterfront is pedestrianized and well connected to its neighboring buildings. All the blocks are also well connected through both vehicular and pedestrian routes. For Moganshan District, its different blocks are not well connected with each other. In Brilliant City, different apartment units are well connected with both vehicular and pedestrian routes (Figure 192).

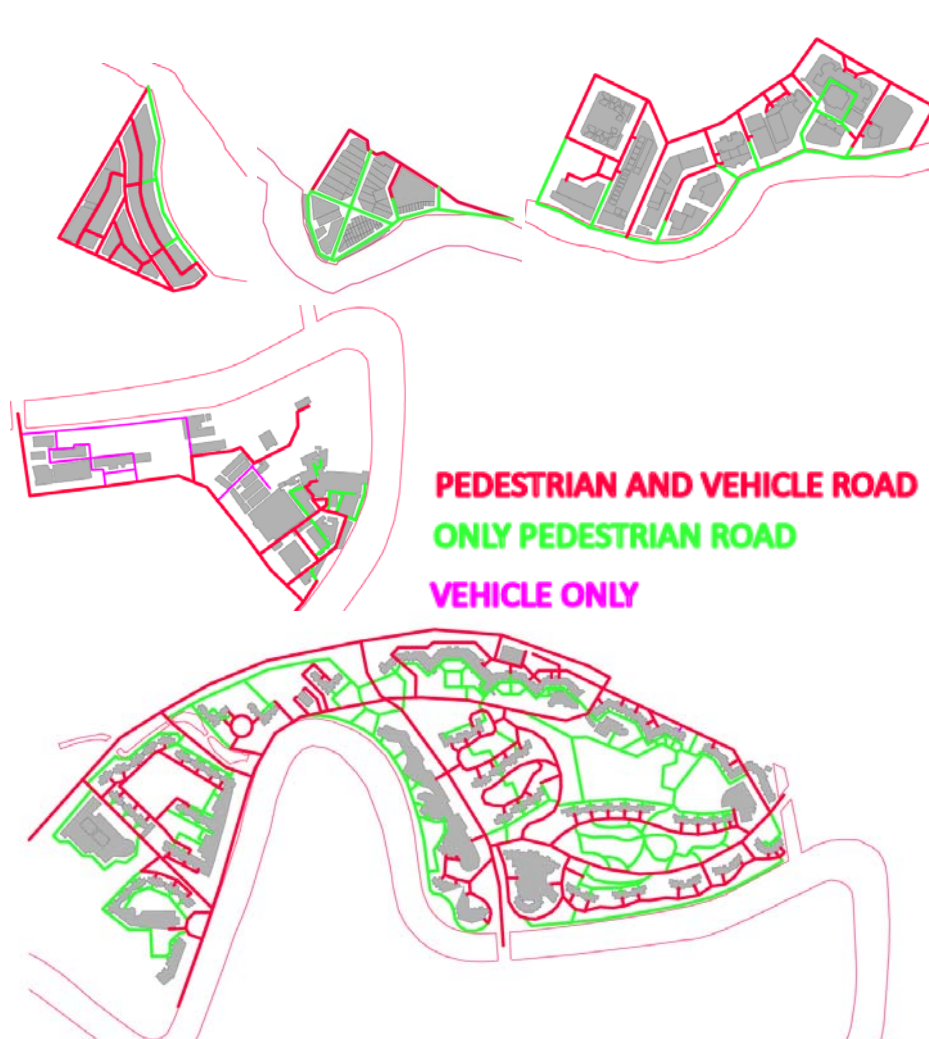


Figure 192 Diagrams showing the connectivity within the five districts. First row from left to right are Boat Quay, Clarke Quay and Robertson Quay. Second row is Moganshan district and legend. The third row is the Brilliant City. The color red indicates routes for both pedestrian and vehicles. The color green indicates routes for pedestrians only. The color pink indicates routes for vehicles only.

Regarding the identity of these five places, the buildings are categorized into six types (Figure 193): new building (built within twenty years, pink color in the diagram); new installations (such as the canopies in Clarke Quay area, the orange color); the warehouses which are old but not heritage (light pink); the residential buildings which are old but not heritage (light orange); the residential heritage buildings (light brown); the industrial heritage buildings (light yellow). Boat Quay area is composed of historical buildings—shophouses, which help to create a strong identity of the place. Clarke Quay is composed of four types of buildings—historical shophouses, historical warehouses, new installations (canopies and “lily pads”), and new buildings. Both the contemporary new structures and historical shophouses help to build a strong place identity. Robertson Quay is composed of two types of buildings—the historical warehouses and new apartment buildings, the area has an identifiable image. The Moganshan District is composed of two types of buildings—historical warehouses and historical residential buildings—which help to create a strong identity of the place. Brilliant City is composed of one type of residential building which would not build a distinguishing identity of this area.

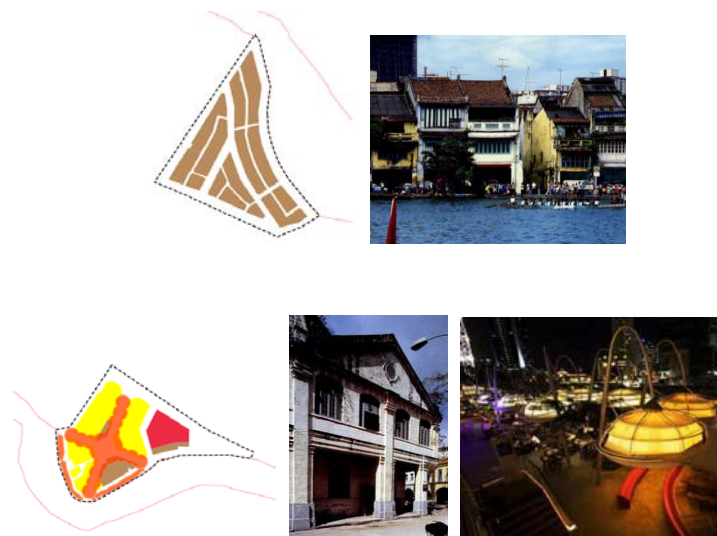




Figure 193 Diagrams indicates different types of buildings with typical building pictures of the five projects; from top of bottoms are Boat Quay, Clarke Quay, Robertson Quay, Moganshan District and Brilliant City.

In sum, except for the project of Brilliant City, all the rest shares a comfortable spatial human dimension. Robertson Quay and Moganshan district is relatively more diverse in terms of functionality and spatial forms. Except for the Moganshan District, the rest of the projects are all well connected both externally and internally. And except for the Brilliant City project, all the rest projects bear distinguished identity derived from its unique architectural features and spatial patterns.

CONCLUSION

There is a similarity of the planning structures in both the Singapore and the Shanghai waterfront redevelopment projects. Plans in three scales are provided to guide these projects which are: (1) the master plans—Singapore River Planning report, and

Suzhou Creek Plan 2006—which covers a larger area rather than these projects themselves, provides an overall development goal and comprehensive planning structures. They regulate the land use, FAR, development density, and crucial planning parameters (Figure 194);

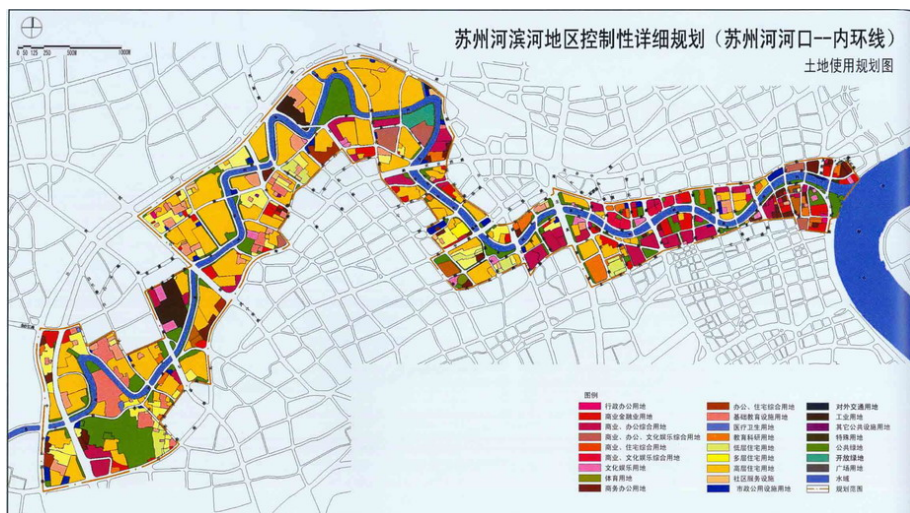
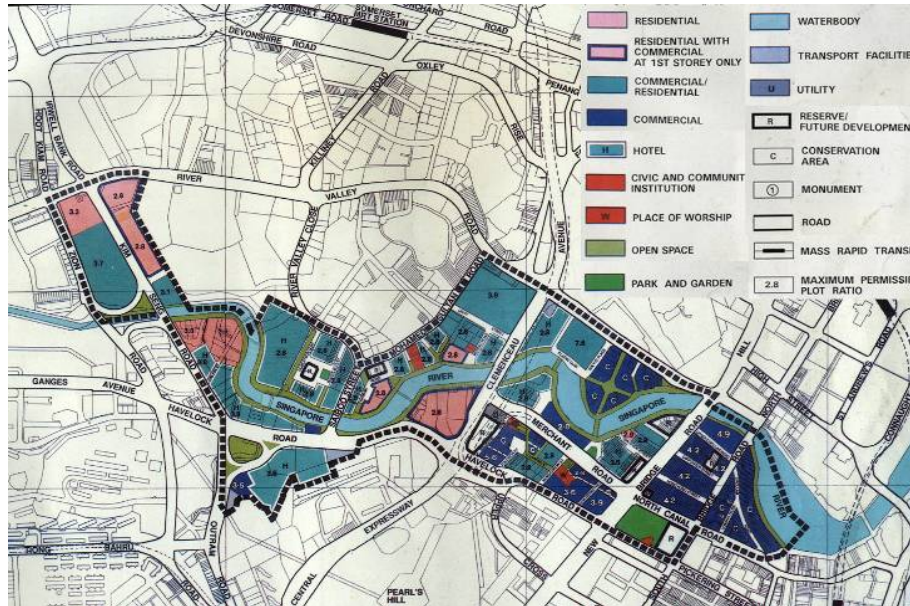


Figure 194 Up, Lnaduse and Plot Ratio plan in Singapore river Planning Area Report 1994; and bottom, Land use plan in Suzhou Creek Plan 2006

(2) the urban design guidelines or conservation plans for these areas which regulates the spatial characters and patterns with detailed functional plans. They includes

buildings envelop plans, building heights controls, open space structure plans and etc; and (3) individual buildings design plans.

The implementation strategies of these plans varied depending on the different interest groups involved and the relationships formed among them. In the case of Boat Quay, there are a large number of small property owners at the beginning of the redevelopment. The strategy adopted is to involve them with clear planning visions, strong redevelopment incentives and pro-active coordination. In the case of Clarke Quay, with government acquired the whole area and being the only land owners, the strategy adopted is to lease the entire site to one single developer and have the redevelopment carried out by the private sector. The government guides the development with clear plans. In the case of Robertson Quay, there are multiple stakeholders who own a large proportion of the land in the entire area. The government use land lease to initiate pilot redevelopment projects in the area, released urban design plans to guide the redevelopment of the entire area. This stimulated incremental redevelopments to be carried out by private land owners in the later phases. In the case of Moganshan District, there are land owners, private developer and local communities involved. The government leases the entire area to one single developer and the redevelopment is promoted by the private sector. The government mainly uses policy and plan adjustment to coordinate the conflicts aroused during the redevelopment process among different stakeholders. In the case of Brilliant City, the planning strategy is to lease the entire site to one single developer, use heavy incentives to encourage and have the private sector to carry on the redevelopment project. In sum, although the planning strategies adopted in the three Singapore projects differ, an involvement of the government sector could be identified. The approaches are a combination of managerial and entrepreneurialism. The government is pro-active in having private sectors involved, and also oversees

the redevelopments in the entire processes. In the case of Shanghai, the areas are leased on the land market at the first place, and the redevelopments are mainly promoted by the private sectors. The government supports the development with policy incentives rather than direct involvement.

The urban forms realized through these different plans and implementation strategies bears similarity. Except for the case of Brilliant City, the rest projects all have a satisfactory spatial quality. In terms of accessibility, only Moganshan District has a disadvantage. The areas of Boat Quay, Clarke Quay, Robertson Quay, Moganshan District all have detailed urban design guidelines provided by the government/academic sectors. In the case of the Brilliant City, the urban design plan is provided by the private sector. With detailed urban design guidelines, satisfactory spatial qualities could be achieved. Diversity could also be controlled and achieved through master plan and design guidelines. In the case of Robertson Quay, the area is planned with multiple functions and a variety of spaces. With an incremental implementation strategy, these objectives are achieved at the end. The analysis between spatial forms and planning strategy is limited in this thesis. The relationship among proper planning strategy, implementation processes and spatial quality achieved could be a potential direction for future studies.

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APPENDIX

Appendix 1 Shanghai and Singapore Events Timeline

Singapore Timeline

1822	Raffles <u>town plan</u> – different ethnic groups in different part of the city Jackson Plan
1958	The Master Plan 1958, Singapore’s first Statutory The Master Plan
1959	Planning Ordinance
1960	Housing and Development Act Replace existing Singapore Improvement Trust with HDB
1960s	Large scale renewal and new town development by the government
1961	Economic Development Board setup promoting manufacturing and build Jurong industrial estate
1963	Koenigsberger Plan, second UN plan (ring city plan)
1966	Urban Renewal Department formed
1967	Sale of Sites Programme
1968	Introducing CPF
1970	<u>Planning Act</u>
1971	1971 Concept Plan, identify SR soul of the city (1970 UN expert concept plan draft)
1974	URD – into URA
Mid-1970s	Service industry (oil refine nary)
1977	The Singapore River Cleanup program by the government
1979	Phased out labor-intensive industries of central city by the government
1980s	Upgrade to high-tech industries, Changi Airport opened in 1981
1981	URA stopped building HDB in central area and target at more commercial viably residential projects
1984	Tourism Task report indicate lose of tourism & Dr. s. Fajaratnam's speech - a

	watershed for conservation
	Industries, lighters, squatters, hawkers removed from The Singapore River
1985	Central Area Structure Plan (completed in 1983) ²⁶⁴
1988	URA adopted <u>new approach in planning</u> – introducing DGP
1989	URA release 1989 Conservation The Master Plan
	Amendment of Planning Act—legalization of conservation ²⁶⁵
1990s	Singapore the government began to encourage private housing market
1991	Concept plan 1991 + 55 DGP (Detailed Plans for Implementation and Urban Design Plans)
1996	Tourism 21 proposed themeing the Singapore River with night zones
1997	Asian economy crisis
2001	Concept Plan 2001 (vision for Singapore development in the next 40 or 50 years, projecting 5.5m population)
	Dec terrorism threat
2002	Singapore economic slowdown
	Parks & Water bodies and Identity Plan
2003	SARS
	The Master Plan 2003 (Singapore’s blueprint in the next 10 to 15 yrs including 55 Planning Areas)
	District Character Plan for Central Area, 2003
2007	Feb STB released Tourism 2015 to enhance nightlife
	Jul/Aug 2008 The Master Plan proposal emphasizing on encouraging nigh life

²⁶⁴ URA, "Ura Moves to Implement Plans for Downtown at Marina Bay," <http://www.ura.gov.sg/pr/text/pr04-04.html.p.244>

²⁶⁵ “the preservation, enhancement or restoration of the character or appearance of a conservation area; and /or the trades, crafts, customs and other traditional activities carried on in a conservation area”

Shanghai Timeline

1949	Commerce center to heavy industry + central planned economy 87% local revenue goes to central government
1949-1978	SH contributed 1/6 China's financial revenue, with 1% local revenue redistributed from central gvt to SH
	“消费型城市”转变为“生产型城市”苏联专家指导，“定额指标”计算，以工业建设为主
1978	十一届三中全会，国家土地使用权虚化，名义上拥有土地，征地征使用权
	Housing deficit – 上山下乡的回迁
1979	Diversify Shanghai economic structure from heavy industry into manufacture n consumer goods
1984	《城市规划条例》
1986	成立国家土地管理局，颁布《中华人民共和国土地管理法》
	《上海市城市总体规划方案》国务院批，分区规划
	《城市土地使用区划管理法规》、《上海土地使用区划管理法规》 ²⁶⁶
1987	试点城市 ，包括上海 土地所有权和使用权分离，国家在保留使用权的前提下，通过拍卖，招标，协议等方式将土地使用权以一定价格出让，出让后的土地可以转让、出租、抵押 ²⁶⁷
1988	修改宪法，双轨制产生，增加了“土地使用权可以依照法律的规定转让” – 形成了出让土地使用权与划拨土地使用权并立的土地使用制度 ²⁶⁸
1989	财政部颁发的《国有土地使用权有偿出让收入管理暂行实施办法》 中规定土地出让收入的 20%留给城市政府，用作城市建设开发。其余 80%按照四六比例分成，城市政府分六成，中央政府分四成。
	Oct 《城市规划法》1990年4.1正式施行
1990	《中华人民共和国城市规划法》采取“一书两证”制度

²⁶⁶ <http://www.100ksw.com/gc/csggh/3/237502.shtml>

²⁶⁷ Huang, ed. *新时期中国土地管理研究*

Chinese Land Management in the New Ear.p.4

²⁶⁸ *Ibid*.p.4

1991	Open door policy 邓南巡 (1992)
	Prioritize tertiary industry
	‘一个龙头,三个中心’ - 金融中心,贸易中心,航运中心,国际经济中心城市, 黄菊讲话, 产业调整 – turning point of SH 可以查查这两年工业, 第三产业的比例
	Pudong, CBD, export, value-added district, free-trade district, high-technology campus
	1991-1995 重点发展第三产业
	Sep 《城市规划编制办法》建设部 1991 年 9 月 2 日第十四次部常务会议通过正式发布实施
1990s	Nan’pu bridge 1995-1997 with 250 m foreign investments
	Yangpu Bridge
1991-1994	after the release of land leasing policy, SH experience real estate boom, attract foreign investments
1992	上海市第六次党代会 365 万危棚简屋改造
	first lease of land in Shanghai
	建设部: 第 22 号部长令《城市国有土地出让转让规划管理办法》出让城市国有土地使用权之前应当制定控制性详细规划
1994	Shanghai the government revenue retention rate rose from 10% to 30%
	Aug 《上海市城市规划管理技术规定 (土地使用建筑管理)》上海市人民政府批准
1995	《规划条例》对市区之间的任务进行了明确的分工 (市规划局管苏州河两岸的范围, 指中心城以内苏州河沿河地区控制性详细规划确定的沿岸及规划右建筑物所在的第一个街坊
	建设部《城市规划编制办法实施细则》进一步明确了控制性详细规划的地位、内容与要求, 使其逐步走上了规范化的轨道。
1996	1996-2000 第十个五年计划 发展浦东, 一个龙头三个中心
1992-1996	通过土地批租获得住宅改造的资金 1992-1996 上海批租土地 1300 多块, 共 9300 公顷, 通过土地批租投入住宅建设的资金 136 亿元, 占总投资额的 12.5% 2002 年上海住宅投资额 584.51 亿元
1998	《中华人民共和国土地管理法》, 居住用地 70 年; 工业用地 50 年; 教育、科技、文化、卫生、体育用地 50 年; 商业、旅游、娱乐用地 40 年; 综合或者其他用地 50 年, 一次性付清欠比较困难的可以土地租赁, 作价入股等
	届 7 次常委会《关于进一步深化本市城镇住房制度改革的若干意见》住房分

	配货币化- 停止住房实物分配，完全取消住房福利分配制度，改用住房公积金
2000	《上海市总体规划》1999-2020 经济中心、航运中心、国家历史文化名城，2020 年把上海建设成国际经济、金融、贸易中心 ²⁷⁰
2003	开发区热，全国耕地净减少 3806 万亩，清理违规开发区全国 6866 个，规划面积 3.86 万平方公里，开始严格控制土地的供应，通过市场配置的土地只占建设的 30%左右
	《上海市城市规划条例》“编制、审批、执行”三分离 两级政府，三级管理，四级网络 ²⁷¹ 市局来统筹，区局来实施
2005	Oct 2006-2010 加强四个中心国际经济、金融、贸易、航运中心
2006	国六条 控制住房
2007	《城乡规划法》

²⁷⁰ “一城九镇”1 个中心城（外环线以内的地区，面积约 660sqkm，目前中心城常住人口 976 万，平均人口密度 1.55 万人/sqkm，希望 2020 年控制道 950 万左右），9 个新城（现代化中等规模城市，总人口约 540 万），60 个左右新市镇（人口规模 5 万左右），600 个左右中心村

²⁷¹ Huang, *Economy Development of Shanghai from 1978 to 2008*. 149.

Appendix 2 The Singapore River and The Suzhou Creek

The Singapore River Timeline

1822	Raffles <u>town plan</u> – different ethnic groups in different part of the city
1960s	Large scale renewal and new town development by the government
1971	1971 Concept Plan, identify SR soul of the city
1977	The Singapore River Cleanup program by the government
1979	Phased out labor-intensive industries of central city by the government
1981	URA stopped building HDB in central area and target at more commercial viably residential projects
1983	All vessels has been removed to Pasir Panjang by the government
1984	Tourism Task report indicate lose of tourism & Dr. s. Fajaratnam's speech - a watershed for conservation
	Industries, lighters, squatters, hawkers removed from The Singapore River
1989	URA release 1989 Conservation The Master Plan
	Amendment of Planning Act – legalization of conservation ²⁷²
1992	The Singapore River DGP draft and public dialogue
1994	The Singapore River Planning Report DGP released targeting at commercial developments
	River taxi debut
1996	Tourism 21 proposed themeing The Singapore River with night zones
1999	The Singapore River S\$100 million <u>promenade</u> linked pathways, bridges and underpasses, bridges upgrade
2003	Open of Clarke Quay MRT
	Feb Romancing Singapore Champagne
	May Boat Quay got 24-hour license; STB proposed to transform The Singapore River into a 24-hour entertainment zone
2007	Feb STB released Tourism 2015 to enhance nightlife
	Aug STB's 52-week Unique Singapore Weekend campaign to promote The Singapore River

²⁷² “the preservation, enhancement or restoration of the character or appearance of a conservation area; and /or the trades, crafts, customs and other traditional activities carried on in a conservation area”

2008	Jul/Aug The Master Plan proposal emphasizing on encouraging nigh life
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The Suzhou Creek Timeline

1840s	苏州河是重要的通货水路连接苏州
1930s	抗日战争+民族产业聚集 十分重要的沪西工业区
1928	苏州河彻底被污染（上海闸北自来水厂搬迁）
1950s- 1960s	大量棚户区，工厂区，工人新村，工业居住混杂
1985	国务院-复兴苏州河
1988	第一阶段治理
1989	《中华人民共和国城市规划法》
1993	第一阶段治理工程竣工
1995	普陀区开始卖苏州河边地， 30%的绿化率
	《规划条例》对市区之间的任务进行了明确的分工（ 市规划局管 苏州河两岸的范围，指中心城以内苏州河沿河地区控制性详细规划确定的沿岸及规划右建筑物所在的第一个街坊）
1996	（1996）14 号发文成立市苏州河环境综合整治领导小组及其市苏办，“两级政府，三级管理”
1998	一期工程 1998-2002
1999	《上海市总体规划》(1999-2020)
	上海开始谈 都市型工业 ²⁷³
2000	各区土地已经出让，容积率 3-4 两岸建筑过高
	2000-2003 环保三年行动
2001	停止审批苏州河项目
	《上海市苏州河滨河景观规划》
2003	《上海市城市规划条例(修正案)》“双增双减”双增就是增加公共环境，增加绿化，双减就是减高度，减面积

²⁷³ 2001 “report on facilitate on the new urban industry development” transform the derelict industrial buildings into commercial use with subsidize

	2003-2005 第二轮环保三年行动 《上海市 2003-2005 年环境保护和建设三年行动计划实施意见》 ²⁷⁴ 2004 年建成 20 公顷绿地，其中 4 公顷苏州河沿岸
	Oct 《苏州河滨河景观规划》和《苏州河两岸（内外环间）结构规划》（上海市政府批）
	《上海市城市规划条例》
	2003-2005 苏州河二期整治工程 ²⁷⁵
2004	《上海市中心城分区规划》(2004)
	《中心城控制性编制单元规划》
2006	2006-2008 第三轮环保三年行动
	May 《苏州河滨河地区控制性详细规划 2006》(上海市城市规划设计研究院)

²⁷⁴ <http://www.ptq.sh.gov.cn/gb/shpt/xxgk/node130/node1326/gfxwj01/userobject1ai53412.html>

²⁷⁵ <http://www.sscrpho.org/gb/szh/xxgk/node20/userobject1ai4.html> and <http://www.ptq.sh.gov.cn/gb/shpt/xxgk/node743/node928/node930/userobject1ai49500.html>

苏州河环境综合整治是一项系统工程，为了增强工程建设的科学性、前瞻性和整体性，我区制订了《苏州河岸线（普陀区）景观总体规划》和与之配套的《普陀区景观水系基础性规划》、《普陀区景观道路（区域）建设三年规划纲要》。同时，各绿地设计方案均经过市建科委、市绿化局等部门评审。帘子布厂绿地、新湖绿地（一期、二期），长风绿地（2号地块）、叶家宅路绿地在 2005 年底前基本建成。曹杨路桥绿地、新湖绿地（三期）、白玉路绿地（临时）、中山西路桥绿地（临时）正在建设中。

Appendix 3 the production timeline of the five places

Boat Quay development timeline

1988	Oct the government repealed Control of Rent Act Further announcement in July 1989 with property tax remission
1989	URA release 1989 Conservation The Master Plan Amendment of Planning Act – legalization of conservation ²⁷⁶
1989	Mar Boat Quay Conservation gazette
1991	URA release Conservation guidelines for Boat Quay (all commercial use, ground floor for activities)
1991	July Deadline of Boat Quay restoration plan from tenants
1992	Aug Deadline for completion of restoration work Boat Quay promenade by URA completed
1993	URA announced to reinforce river wall URA release al fresco dining design guidelines Aug Boat Quay officially opened (PUB road works done)
1994	Boat Quay Association officially established The Singapore River Planning Report DGP released targeting at commercial developments River taxi debut
1996	July Singapore Food Festival Tourism 21 proposed themeing The Singapore River with night zones
1998	URA Circular Road bid, upgrade Circular Road
1999	The Singapore River SINGAPORE DOLLARS16 million promenade linked pathways, bridges and underpasses
2001	Serious crime problem in Boat Quay
2002	Singapore economic slowdown
2003	Open of Clarke Quay MRT Feb Romancing Singapore Champagne

²⁷⁶ “the preservation, enhancement or restoration of the character or appearance of a conservation area; and /or the trades, crafts, customs and other traditional activities carried on in a conservation area”

	May Boat Quay got 24-hour license; STB proposed to transform The Singapore River into a 24-hour entertainment zone
2007	Feb STB released Tourism 2015 to enhance nightlife
	Aug STB's 52-week Unique Singapore Weekend campaign to promote The Singapore River
	Jul/Aug 2008 The Master Plan proposal emphasizing on encouraging night life
2008	Self - small scale renovations
	URA launch tender for mobile floating stage construction at Boat Quay

Clarke Quay development timeline

1822	Raffles Planning designated Clarke Quay for the government use
1850s	Godowns began to be built in Clarke Quay (the earliest traceable one was the Whampoa's ice house opened in 1854 by Hoo Ah Kay.)
1880-1930	Most godowns were built by private companies.
1960s	Large scale renewal and new town development by the government
1977	The Singapore River Cleanup program by the government
1979	Phased out labor-intensive industries of central city by the government
1981	URA stopped building HDB in central area and target at more commercial viably residential projects
1983	All vessels has been removed to Pasir Panjang by the government
1984	Tourism Task report indicate lose of tourism & Dr. s. Fajaratnam's speech - a watershed for conservation
	Industries, lighters, squatters, hawkers removed from The Singapore River
1985	Clarke Quay Conservation Guideline released
1986	The Singapore Tourism Board (STB) made plan to revitalize The Singapore River
1987	The Singapore River Cleanup program officially done
1989	Clarke Quay land sold to DBS Land costing \$54 million
1992	Singapore Concept Plan revised and designated Clarke Quay into The Singapore River DGP;
	Concept plan 1991: provide more waterfront commercial housing targeting at middle and upper class
1993	Clarke Quay project was completed and has been transformed into a 'festival market'
1994	The Singapore River Plan released targeting at commercial developments
1996	DBS Land tenant change, Clarke Quay shifted into outlet retail centre
	Tourism 21 proposed themeing The Singapore River with night zones
1998	The Singapore Riverside promenade was completed
2000	DBS Land tenant change introducing more nightspots
2003	CapitaLand(former DBS Land) announced renovation plan of Clarke Quay
	Open of Clarke Quay MRT
2005	Jan 1st phase of renovation was done with 'lilypads' installed
	May STB proposed to transform The Singapore River into a 24-hour entertainment

	zone
	Aug CapitaLand made a contract with LifeBrandz to develop the Cannery (Block C)
2006	May 2nd phase was done: “Angels” installed
	Dec Renovation officially completed in Dec 2006
2007	Feb STB released Tourism 2015 to enhance nightlife
	Aug STB's 52-week Unique Singapore Weekend campaign to promote The Singapore River
	Jul/Aug 2008 The Master Plan proposal emphasizing on encouraging night life

Robertson Quay development timeline

1967	Sale of Sites Programme
1986	The Singapore Tourism Board (STB) made plan to revitalize The Singapore River
1987	The Singapore River Cleanup program officially done
1990	Watermark land lease from Hwa Hong Corp to Hong Leong Group
1992	Singapore Concept Plan revised and designated Clarke Quay into The Singapore River DGP;
	Concept plan 1991: provide more waterfront commercial housing targeting at middle and upper class
1993	Quayside land lease (for SINGAPORE DOLLARS 29 m, 5,730 sq m)
	URA lease Riverside View (3,400 m ² , 16.3 million Singapore dollars)
	Nov URA lease the Quayside (Robertson Quay / Nanson Road LPs (A) & (B))
	Lease of land for private residential development
1994	The Singapore River Plan released targeting at commercial developments
	Robertson Quay Envelop Control Plan 1994
	URA release waterfront land for condominium development including Robertson Quay Area
1995	Quayside complete (land lease in 1993, 75m,)
	Robertson Walk and Fraserplace project launch
1996	Tourism 21 proposed themeing The Singapore River with night zones
	Robertson 100 land bought (SINGAPORE DOLLARS 129 m, 6475 sq m)
1997	Asian economic crisis
	3Q construction boom till 4Q 2000

	Start supeopley of <u>service apartments</u>
1997	Robertson Quay Hotel complete (cost of 35m)
	Riverside View complete
	Alkaff Bridge built
	Singapore Repertory Theatre (DBS Arts Center) renovation launched
1998	Robertson Walk and Fraserplace service apartment completed
	Robertson Bridge built
1999	The Singapore River SINGAPORE DOLLARS16 million promenade linked pathways, bridges and underpasses
	Improvement of Saiboo Street and surrounding streets, new underpasses
	Robertson 100 launched (6,475 sq m, land lease in 1996 for SINGAPORE DOLLARS 128.9)
2000	Gallery Evason completed (probably launched after 1996)
	Robertson Blue launched (2,787 sq m)
2001	Singapore Repertory Theatre opened (441 sq m)
	Singapore Tyler Print Institute , opened (SINGAPORE DOLLARS13 m, retrofitted 3 derelict 1920 warehouses)
	Riverside 48 completed
2001	River taxi launched
	Housing market recession (till 2003 due to SARS and Iraq War...this is absurd)
2003	The Pier launched (6,651 sq m)
2004	Robertson 100 completed
2005	May STB proposed to transform The Singapore River into a 24-hour entertainment zone
	the government relieved restrictions on foreign home ownerhips and property financing in private housing market – hence property market boom
	July Watermark (8,300 sq m) launched
2006	The Pier completed
	Robertson Blue completed (got a SIA Architectural Design Awards)
	Land bid for Clemenceau Ave Unity St land parcel for boutique hotel (11,056 sq m, SINGAPORE DOLLARS 55.5 m)
2007	Feb STB released Tourism 2015 to enhance nightlife
	Aug STB's 52-week Unique Singapore Weekend campaign to promote The Singapore River

	Jul/Aug 2008 The Master Plan proposal emphasizing on encouraging nigh life
2008	Jun Watermark completed
	The Master Plan 2008 new homes expected at Robertson Quay including Robertson Blue, RiverGate and Watermark

Moganshan District Timeline

1840s	苏州河是重要的通货水路连接苏州
1930s	抗日战争+民族产业聚集 十分重要的沪西工业区
1900-1940	各个民族工业厂开始来到这个地方，12 个厂，是沪北工业区非常重要的组成部分莫干山地区大部分建筑是在 1920 到 1940 年建成的
1928	苏州河被污染（上海闸北自来水厂搬迁）
1950s-1960s	大量棚户区，工厂区，工人新村，工业居住混杂
1991	Shanghai initiated reform trans from Industrial city to Financial city
1993	第一阶段苏州河治理工程竣工(88-93)
1996	14 号发文成立市苏州河环境综合整治领导小组及其市苏办，“两级政府，三级管理”
1999	春明厂停产，开始把工厂出租（到 2000 年的时候每年租金 500 多万）
	上海开始谈 都市型工业 ²⁷⁷
2000	Land Lease 开发商天安集团 ²⁷⁸
	天安集团和 纺织控股 谈判拆迁条件
	Shanghai Biennale, M50 exhibitions by Xue Song and others
	2000-2003 环保三年行动
2002	Jul 《上海市历史文化风貌和优秀历史建筑保护条例》 ²⁷⁹ 5 个莫干山的建筑被保留
	Jul 《上海市苏州河滨河景观规划》2002
2003	开始拆莫干山地块的建筑，艺术家们开始上访，2003 年底，拆了一些建筑，但是 M50 留下来了
	普陀区根据 2003 苏州河整治二期工程制定《苏州河岸线（普陀区）景观总体规划》《普陀区景观水系基础性规划》《普陀区景观道路（区域）建设三

²⁷⁷ 2001 “report on facilitate on the new urban industry development” transform the derelict industrial buildings into commercial use with subsidize

²⁷⁸ http://www.robroad.com/data/2006/0718/article_26739.htm 外滩画报 2006-06

²⁷⁹

<http://www.Shanghai.gov.cn/Shanghai/node2314/node3124/node3177/node3181/userobject6ai1126.html>

	年规划纲要》绿地设计方案均经过市建科委、市绿化局等部门评审。
	《上海市城市规划条例(修正案)》“双增双减”
	Oct 《苏州河滨河景观规划》和《苏州河两岸(内外环间)结构规划》(上海市政府批)
	2003-2005 苏州河二期整治 ²⁸⁰
2004	Nov 阮《上海市莫干山路历史工厂区——保护与利用概念规划》 ²⁸¹
	Dec 《中心城控制性编制单元规划》《上海市中心城分区规划》(2004)
2005	M50 改造方案国际招标(上海春明纺织厂)
	Mar - Jun 德默, 莫干山 50 号改造总体规划和一期改造设计编号 009 2005.03-2005.06
	莫干山路 50 号被正式命名为“M50 创意产业园”
	Jun 莫干山 50 号改造总体规划和一期改造设计竣工(入口广场, 中央广场, 入口建筑立面)
	基地面积 2.96 hm 建筑面积 1.1 hm
	帘子布厂绿地在 2005 年底前基本建成 4,400 平方米 ²⁸²
2006	Feb- Apr Island6 改造 120 Moganshan Road
	May 《苏州河滨河地区控制性详细规划 2006》(上海市城市规划设计研究院)
	Oct M50 建筑改造开始
	Jun 天安集团新闻, 整个莫干山地块将建成一块亲水型公共绿地, 集休闲、娱乐、商务等于一体, 工程已被列为上海市重大建设工程项目之一
	上海市重大工程建设办公室表示整块地段必须动迁
2007	天安阳光半岛房屋拆迁公告 ²⁸³
	Dec M50 建筑改造: 暗箱、书仓、回转廊完成

²⁸⁰ <http://www.sscrpho.org/gb/szh/xxgk/node20/userobject1ai4.html>

<http://www.ptq.sh.gov.cn/gb/shpt/xxgk/node743/node928/node930/userobject1ai49500.html>

²⁸¹ 规划依据《中华人民共和国城市规划法》(1989年)《城市规划编制办法》建设部(1994)14号令《历史文化名城保护规划编制要求》建设部、国家文物局(1994)533号文

²⁸² <http://www.sscrpho.org/gb/szh/xxgk/userobject1ai44.html>

²⁸³ http://shbbs.soufun.com/1210040858--1~2645/58310490_58310490.htm

2008	面粉厂绿地一期招标 ²⁸⁴ （中标价（万元）：951.8116；绿化面积（平方米）：22375）
	Apr 《莫干山地块城市设计和 M50 二期改造设计》德默
	Jun 《中心城控制单元控制性详细规划的批复》

²⁸⁴ <http://lhj.sh.gov.cn:7001/displayContent.do?contentId=11688801>

Brilliant City

1840s	苏州河是重要的通货水路连接苏州
1930s	抗日战争+民族产业聚集 十分重要的沪西工业区
1950s- 1960s	大量棚户区，工厂区，工人新村，工业居住混杂
1992	上海开始大规模就去改造，365 危房改造工程（住宅成套率要达到 70%，之前人均居住面积 4 平方米） 普陀区住宅建设的高潮
1993	《上海利用外资开发经营内销商品住宅暂行规定》
Until 1995	土地批租，房地产开发，市政建设，共拆除危棚简屋 180 万平方米
1996	成立普陀城投
1997	《关于加快本市中心城区危棚简屋改造的若干意见》（简称“18 号”文件） 《关于加快本市中心城区危棚简屋改造的具体实施意见》 Officially initiate ‘365 危棚简屋改造’
1998	《关于加快本市中心城区危棚简屋改造实施办法的通知》拆迁安置货币化（采取每拆除 1 平方米，定额补贴 900 元的方式，确保难点地块改造的资金落实。据统计，政府财政先后补贴 10 亿元，进一步推进这项“民心工程”。）
1998	Jun 中远土地出让 land lease 64.8 亿全部中远承担，政府免土地出让金，营业税返还 5%，所得税返还 70%，49.5 公顷
1998	Jun – Dec 拆迁+建筑设计
1999	Oct 一期开盘
2000	Oct 二期开盘 Dec 苏州河景观岸线设计通过审批
2000	完成 365 改造
2001	Sep 昌化路桥建成 一期完工
	Dec 中潭路地铁

2002	Jul 《苏州河滨河景观规划- 2002年7月》 The Suzhou Creek Landscape Plan 2002 中原两湾岸线建成
2003	《上海市城市规划条例(修正案)》“双增双减” 《上海市景观水系规划构想》“十五”42公里从黄浦江至外环西水岸 2010年完工
	Jun 二期完工
	Oct 三期开盘
2004	Jul 梦清园建成 中远两湾第四期开盘（据称温州投资客比例占7成）
2005	Mar 三期完工 Sep 双增双减一年，中心城区总建筑量减少400多万， Oct 中远集团被收购 Dec 四期开始陆续入住
2006	Mar 四期完工 中原两湾业委会小组成立（掌握8200万元维修资金，包括未来4、5期的1.2亿） 游艇码头（e.g.端午节游艇活动） 居住区党委 普陀‘十一五’滨水文化带 国六条 控制住房

Appendix 4 Interview

Teh Lai Yip

Time:

12 November 2008

Venue:

Information Center, Urban Development Authority, Singapore

Interviewer:

Wang Jingyao (**Q**), candidate for Master of Arts (Architecture), Department of Architecture, School of Design and Environment, National University of Singapore

Interviewee:

Lai Yip Teh (**Lai Yip**), Deputy Director (Conservation & Development Services), Conservation & Urban Design Division, Urban Redevelopment Authority
Kimmy Cheung Ying (**Kimmy**), Executive Architect, Urban Redevelopment Authority.

Q: Is there any socioeconomic driving forces for the reconstruction of river walls, the promenade, road improvement, and construction of underpasses, such as to improve the environment, promote economic. And as I noticed that in 1974, reconstruct river wall was part of the “great river clean-up” campaign, but it was not until the 1990s, the reconstruction work really start, do you know why?

Lai Yip: It was in the 1970s the whole change of events was started. Because for a long time, it was neglected and old, the buildings were also old, they were not well-attended. It is similar to any other city where the birth of the city started from the river, which is used for transporting and trading, The Singapore River performed the same function. But in the 1970s, containerships were getting ahead and it could not work in The Singapore River, the port cannot expand, so it has to be expanded elsewhere. We were looking at the place from a macro economy viewpoint – something has to be done. The owners also saw it was coming, but the government also gave a little push hence made the owners to move. The owners need to know how they to sustain their livelihood, those although the shipping business used to be quite charming, but they cannot sustain.

In the 1970s, all has to be moved out. The river was polluted, there were also lots of cottage industries along the river side, it was used as sewage. So to clean the river, all the upstream and the catchments has to be installed with sewages and it takes many years. By 1986 it was cleaned up.

The river wall constructions came to a more aggressive way in the late 1980s. After the river has been cleaned up, the wall was constructed in segments, depending on whether the land next to it was going to be redeveloped. Several lands were owned by the government, some were acquired by the government. Only some were acquired, mainly in the upstream. Since illegal people were staying in the squatters, it was then very hard for the private owners to acquire the lands, partly because of the compensation fee. As a result the government used environmental reasons to acquire the lands. There was a comprehensive plan to expedite the process took place before

1985. In order to communicate the vision of the plan to the people, there were dialogue session and exhibitions.

Q: As I noticed that URA is like a coordinator between different sectors during the implementation, is that right? Can you tell me how it coordinates? What do you think of the role of URA in The Singapore River redevelopment?

Lai Yip: A publication was produced to show the Master Plan. The land use planning is led by URA, but not by URA alone. The river need road, the environment, the sewage, all the infrastructures and utilities, even the NParks and the drainage departments. When URA planned to change the land use, we consultant to all those departments, and they give us reviews. When the plan was adopted by mid 1980s, the drainage department was already on board to rebuild the river wall. But all those related departments are under different administrations. URA is the coordinator orchestrating the plan and controlling the timing. It began with the road, sewage, drainage, utilities, the piping and planting. URA is also in charge of reselling the land and has to know where the more active areas are.

The reconstruction of river wall and promenade was in a sequence. Firstly, the river wall was rebuilt, new utilities were installed including the water supply pipelines, sewages, telephone lines, and the LTA rebuilt the road following by Nparks with planting.

Q: How much land should be leased in a year and which piece of land should be leased?

Lai Yip: On the timing of the land sale, we have to see the market. And we do have an urban design guideline, to keep low rise building along the edge of the river with taller ones behind thus keeping the character of the place.

Q: Did the government in charge of most of the infrastructure improvement works instead of letting the private developer to build them?

Lai Yip: The government has to build the wall. Because it's too costly, no private want to rebuild it. (Recent book by the environment people, mentioned the Singapore River. it's a quite a transformation.)

Q: How do you decide the size, divide or amalgamate the land?

Lai Yip: We have to make the land parcel size and numbers viable. With regard to the numbers of the lands, we need to consider urban design, to keep certain vistas; whether the parcels are viable and efficient for parking.

With regard to the parcel size, the land administration will have a dialogue with the developer and get input information from developer and suggest URA how to manage the parcel size, whether it is too big or too small, etc. Therefore it has to be responsive to the market, and is a balance between market, urban design and available land on the ground.

Kimmy: But it's also because there is quite a sizable of lands are privately owned?

Lai Yip: Private owned lands are mainly on Boat Quay, others are mostly state-land. The state ownership can facilitated the transformation with better control.

Q: From my research, I noticed that The Singapore River plan, conservation the Master Plan and STB's tourism plans are made during the same period of times, are they made separately or are they complementary with each other? Did URA cooperate with STB to make the Singapore Rive Plan and how?

Lai Yip: In Singapore, every plan has to meet the local need. The Singapore River, Boat Quay and Raffles place are tourist destinations. STB collaborated with URA on the planning right from the beginning. Before the Singapore River planning, Boat Quay was already promoted by STB as a heritage area since it is the place where Raffles first landed. It is there where the whole island went on to develop till today.

Q: How do you decide the land price, are there any land-related taxes?

Lai Yip: The land market was speculated and URA didn't decide the price. The minimum land price was decided by Inland Revenue Authority of Singapore (IRAS). Every piece of land in Singapore has to pay property tax according to different conditions and markets. Usually the tax for residential rental is 4% annually. The land lease is usually 99 years with upfront payments.

Q: Do you think The Singapore River provide a nice public space with good accessibility to the riverfront?

Lai Yip: URA have to ensure public spaces along both sides of the river, the banks are accessible to the public with a total length of 6 km which is also suitable for jogging.

Kimmy: There are nodes, open spaces along the river.

Lai Yip: But there are not very big parks except for a relative big one near Kim Seng Road. Also there are some plazas near Roberson quay.

Q: How do you think of the public spaces along The Singapore River, since lots of critiques said it has been privatized by its neighboring hotels, shops and restaurants?

Lai Yip: The first point is we need to be realistic. With a prime location, the lands have premium values attached to them, particularly after the upgrading. Economic forces are important. Some people proposed that the riverfront should be converted into public housing and be enjoyed by the public. However, the land is prime with increasing values, commercial use and private housing is more realistic choices. The second point is about the promenade. It is accessible and walkable. Activities and the flowing out businesses activate the front. People can walk through the Boat Quay area, with 4 m near the water where the public can sit on the steps. The public also need to manage their own expectations and share the space with more people.

On the privatizing of the places, it is not specific to The Singapore River, in HDB housing; the coffee shops also have grown now. We need to inject more employed areas and accept it.

Q: Do you have any critique for the plan? Lots of people said it is too pragmatic, economically driven, so-planned? What's your opinion?

Lai Yip: The government and URA have an overall planning framework and it is economic-driven. If the economic equation cannot be balanced, nothing could be done. (the river wall will collapse) The plan gives the overall vision while the government agencies play their role in enhancing and improving it. URA is the agent for the government to package every site for sale, make out the urban design guideline, and coordinate the appropriate timing. When there's a demand, a land is released. There are still a few parcels there; we have to monitor how the market goes. I'll say that we are like invisible hands facilitate developments. If u allows the market to work on its own, I cannot image who will come to build the road, put in the utility. Nobody. And I think our urban design guidelines is very flexible with 4 storey in front and 10 stories behind.

Kimmy: Different parts of the promenades have different guide lines, but there are still some consistency and flow seamlessly into one another. Recently, we look at the river again, and actually a lot of hardware is in place, how can we further enhance the river? One of the things we did is lighting. By simply light up one tree, it's already quite different, we really want to bring out the natural assets of the river, the water, the tree line promenades. So we came out with our Master Plan with some expert from Japan and we are right now working with STB to improve lighting. Places with intense activities and festivals will be installed with programmable lighting. Like Cavenage Bridge, the light can be changed according to seasons. And the stairs in front of Central have also been lightened up. We also look at introducing more activities.

Q: how do you decide the percentage of different land use, such as 80% commercial with 20% residential, why decide the GFA as 2.8 for commercial?

Lai Yip: The plot ratio we assigned to these places was way back to the 1980s, when we have dialogues with architects and other professionals. In the past, only warehouses, very low building were at the sides, only 2-3 stories. And we can still keep certain resemblances of it. While Boat Quay are preserved with low raises, further upstream can go a little big higher. With four storeys in front and ten storeys at the back, we can achieve 2.8. This number is also in line with the housing in the river valley area.

Q: Could you tell me more about the Public, Private, People, 3P partnership?

Lai Yip: There is a very good example at Boat Quay area.

There used to be one road in front and one road at the back. But the buildings grown back to back overtime. Since we have this vision to turn this whole place into a promenade hence have to stop the car from coming from the front. The car must come from the back lane, but there's no road. And all the sewages and services were in front which need to be shifted to the back. Otherwise, whenever the sewages need to be connected, the road in front has to be dig out. There was a discussion with the

owners. And we need to take a firm stand; the owners were all given a deadline to knock down the back and pull back the building so they can keep the same height. At that time, public department came to put the road, sewage, so every people come in and put everything behind. So we give a time frame to the owners to restore their own houses. But there are 2 or 3 owners who didn't do; they didn't know who own the land. For this kind of land, the government needs to acquire. We acquire and use the building for substations, the buildings need more power when turned to commercial use. The URA did the promenade. When everybody knock down the back and renovate the building, we ask them to renovate, if they needed to use the road in front, they had to do it quickly, because after a certain time, we would not allow any access so u need to go from the back which is very inconvenience. When they were more or less have finished, we came in to do the promenade. The promenade was built in two stages, we did the part in front first and we left a road for the car and lorries, hence the timing is very important. URA is in control of all the things happened in Boat Quay. We talked to every single owner. Tell everyone who do what. For those owners who cannot afford the renovation we sold the land.

Q: Why not acquire all the lands and resell?

Lai Yip: Because the buildings in Boat Quay areas were mostly occupied by the owners, hence they were willing to renovate their own buildings. However, lots of other buildings were occupied by tenants who didn't have the initiation for renovation. In the latter situation, the government needs to come in and acquire the land. The land above MRT station is also acquired. Therefore, only if the land is affected by infrastructure or driven by the need to redevelopments, they will be acquired by the government. Otherwise, we will leave it.

Q: is there any control between freehold land transactions?

Lai Yip: No. We leave it to the market. But if you want to develop a piece of land in Singapore, you need to submit a planning application to URA, and to get the approval from different departments, such as buildings department, sewage departments and all the details must be included in the building plan. After URA approves the plan, you also need the approval from BCA. When the building is completely you need all the departments to give you clearances before you can move in such as fire ways. With all the clearances, you can get the approval from BCA. We hold the architects responsible; they must sign to say yes, the departments either go to check. For URA, we check conservation, other we don't check. We leave to the architects to sign, if somebody complain, we go to check, if it's real, the architect will et into trouble, it might get fired or penalty.

Goh Hup Chor

Time:

23 October 2008

Venue:

Conference Room, Department of Architecture, School of Design and Environment, National University of Singapore, Singapore

Interviewer:

Wang Jingyao (**Q**), candidate for Master of Arts (Architecture), Department of Architecture, School of Design and Environment, National University of Singapore

Interviewed:

Goh Hup Chor (**Hup Chor**), Adjunct Associate Professor, Department of Architecture, School of Design and Environment, Deputy Chief Planner, Urban Redevelopment Authority

Q: 20 years, why it haven't changed, why few conservation buildings?

Hup Chor: why should it changed, it's a conservation area concept of the Singapore River are most important assets of SR, unique is the character is the use and history you want to history, precisely is the history. The history you want to preserve. Land use can change over the yrs, why should it change if the choices of land use are appropriate use. SR is the lifeline for many other things, it used to be river for trades, industry, it's no longer, and the new is adaptive use for those buildings.

The new role is tourism, so the outsiders will be tourisms, like provide activities for outsiders, 24-hours actions, buses, towards commercial, f&b, hotels, residential, those r fundamentally important, people r living there, buildings, transient people, put residential, permanent, rental market-create diversity living environment, having say tt, in the longer term for city to go 24-hours, the world, techno to internet, people operating at home, whole new concept, so use bit more offices 24-hours, when u have that components of that usage, why would land use change.

You can be flexible, wipe out the whole areas, put lots of offices, doesn't mean it's good, because offices at night could be dead so u would not want that, the use of the land is more able to be, higher plot ratio or so forth. But the old buildings no need to adapt to offices, because offices r dead at night, if u want to adapt only because warehouse are big hence to offices, that components does compliment to warehouse, but these places r so valuable, maybe these activities cannot afford these activities.

The use of the river is to the context of the Master Plan some rivers r far away, area rundown, but this River is different, close to CBD, Chinatown, all other area, it has its meaning, it's role to play with the rest of the area.

1st location stakeholder is very important, what do u want these areas to play, what kind of role u want it to play, the role is outside, relate to downtown, try to create lively and active center, attractions for local and tourist, it can be anywhere, but here the SR is right in the heart of the CBD, its role was earlier trading, start of the CBD, so it should be contributing to (1) from city's stand point, it's where the city start, the **image**, support CBD; CBD usually dead at night, lack of in-house population, how u can bring these population back to, activities, living population to support these facilities, activities to bring people back, this portion support CBD, more conservation, far in-depth, integrate residential, far from CBD, extension of the things, sensible, pump in hotel elements and so forth, art-related facilities, bear in mind the

value of the land, land value in residential is very high, so commercially not very valuable so people don't want to turn it into art because residential rental market is there. In terms of land use its valuable too, extension of office, extension of the residential back to the river, land use contribute to keep the activities there, vibrant 24-hours.

Q: It's divided into 3-parts, driving force, political agenda and SR development, conservation and tourism are the two major driving forces?

Hup Chor: see in the context in the bigger the Master Plan, the idea was that we look in the overall conservation the Master Plan, the Singapore the Master Plan we have mark up different districts, Chinatown, all the other areas, first, for conservation area, SR and Chinatown, there is one entity, this side is Chinatown, central is colonial, that is Malay and Bugis, Indian, look at the map, it's always be that way, government see government, British colonization very common, always have a civic area where the admin, but port started here. The conserve idea decide to cut it out, SR itself, warehouses, it's one role on Chinatown, SR we can cut it down as civic district, we decide to make it easier for us to work, for working purposes we cut them into district, it's be easy to work, what we call the museums, downtown, it's what we call civic district, so we cut it out, u must use conservation the Master Plan, give u a clearer idea of the conservation district. Cut it out, so it's easier for us to work. One of the first areas we take out for conservation for tourism was important, has been important, is one of the component, problem of tourism because people come down here, have a place to go, u have Sentosa, Japanese garden, but these are things any place in the world have, the idea of conservation of the old district because these are shop houses, unique front, the decoration on the elevation, plaster old to the shop houses, u can't see in Xia'men. It's very unique; we started the idea conservation, market out for work convenience.

We kicked out, warehouses empty already, we cleared the river, pollution was really bad, part of the early plan of environment cleaning, smell pollution must be cleaned up, warehouses here were empty because facilities were not good anymore, people bring these boats, now containers pass Pasir Ris, these become obsolete, we should began actions for lots of vacancies there. So these were actions where we cleared the river, improve the quality of the water, we marketed out the Master Plan and the 3districts a way for me to communication properly to people, I shall bring it to 3 districts, if u see the historical map, no such things as Boat Quay, Clarke Quay or Robertson Quay, I decided to break it down into 3 district, for continent for communication,

Boat Quay these buildings here is the belly of the stomach, we call it where we argue that all these shophouses will contribute to the shops, u will use the waterfront

Clarke Quay warehouses, bigger, land on this side, already torn down, reason is 2 bridges here marks the demarcation, another bridge mark it, Liang Court way before plan was down, this was the area we call Clarke Quay the reason used to be toilet sitting in center, they demolished there, central toilet to all the people who lived there, these area I decided to call Clarke Quay, the central road is Clarke Quay.

Robertson Quay bigger usage, more shops, adaptations of restaurants, art facilities, put entertainment or so forth, art studio or these or that, something that's very important to give a bit of these kind of different characters around this area, that will be better so forth.

In terms of planning, it's the idea.

The other side, no such things, river getting low tide and narrow, the idea on this side is, these were big warehouses already been town down, buildings already come out, hotels were here, these side, good warehouses, all a lot in private ownership already, so lots of these area we decided we should be able to encourage, we to zoom it out and divided it up, we r able to we allowed these people to inject at that time residential, commercial hotels, we put these elements all in, we think these elements in institutional uses, we would allow higher development, high rise, little conservation except for adaptation for bit warehouses, CQ and BQ in the government hand, that's why complete conservation.

Then on this side (RQ), there were in private hands, so the thing is what we did first, we convince government, after cleaned up, particular walls of the river has to be done properly, CQ and BQ side, all these steps were in bad shape, so the PUB this is under PUB Kallang River and SR were under ENV, we convinced them should put walls in shape and build steps, still rocks, in other words, we concern river should restored as much as possible, upper river to build concrete wall, then put stone outside, so look nature, there were these kind of program to first restore the river to look as natural as possible; two, We tended to drench the river, it's polluted, sewage, pollution, smelly, the government, wall not support the thing, we dig and clean up the river, repair the thing, river was taken care of under URA's control.

Q: Why BQ left to private sector?

Hup Chor: The action on the river here was that we have t decide at that time, whether we let the private sector do it or we acquire the whole thing and be done with it and be done do it, the government do it. That time we had CQ already, BQ we decided, persuaded the government that maybe it's not necessary for us to do it ourselves, why, when we restored it, we do not know what's the best use, it's v not appropriate, we know from day 1 that good restoration and good use r part of the success, the usage should leave it to private, we put toilet, we don't know whether restaurant or shops, we know people want food, we persuade the government that leave private sector to do it. We know people know these buildings were big timers, v successful, some of these people they were the creators, to them these buildings were v important, in terms of land value, buildings were nothing, in some way. So our argument to the government is we don't know what to do, we leave the private sectors, subsequently, we decide, if u leave it to private, so what do we do, so we give 3-year time frame to owner, within the 3 yrs, if they do not restore the buildings, we will acquire. In the mean time in order to encourage, we started government action, we also put in the walkway, the paving, the rocks on it, URA put in the money to restore the river, the pedestrian walkway and so forth, we also at the same time, buildings don't have back line, no sewage, we took action to put in the back lane so we had a bit of facilities all the modern facilities inside there, we started the action,

everyone to do restoration, no all of them do it at same time, we started these action from here, front row, we also kicked up the action, we decided to tent the whole site out, we had an open tender to tend it out, guideline, internally we started to do the guidelines to show, this one tender it out (riverside I guess), so there was u look at the time frame, this is how conservation started. RQ all private, CQ was required, an action URA took, Liang court sold in 1970s by the government, the government cleared it and sold the land, there r the types earlier government don't believe in conservation, land value r v high, scarcity of land, they sold land, Liang court was one of the first, 1990s, economic slowdown, all these lands, Duxton, Chinatown all acquired coz all these areas don't have the sewer treatment, they were still using the bucket systems, pipes, including CQ, BQ don't have pipes, in Chinatown area, Duxton place area they don't have sewer, buildings back to back, bucket come in front. When the government doing environment cleaning, these r the areas they acquired, the idea was doing conservation plan, identify these area and wanted these area to do then

Robertson Quay were bigger buildings warehouses, storage areas, all r in private ownership, all The Singapore River were in private ownership, **BQ** didn't have sewage system, that's why it's acquired, **CQ** no sewer, government do the acquisition, the idea of acquisition was tear down the buildings and sell land, Liang court was the first, when 1990s, oil crisis, 1980s, there were slow down, government at that time we started restarted the area, promote these conservation that's why we say these areas started in 1984, SR, when I went for the URA, it's only after these time, in 1993 that we presented present this plan for dialogue, the conservation gazetta only 1994, all these area, there was gazettaed, just study area, these is one of the first areas conserved.

Q: whole area was for conservation?

Hup Chor: We allow commercial, entertaining, shopping, just Liang Court for hotel site, we thought it's hotel site, the idea is the lots of hotel of in-house population, but BQ for commercial, that's how we structure the whole area, then we decided to present to the layman, we described this is a big water body, near CBD, these spaces for people, there be more commercial development, we decided to have control guidelines, building facing water 4-story, 10-story at the back. This is for Robertson Quay area, we allow rise in plot ratio, must characters, buildings height strategy was quite straight, then people come bargain, they need to show it to us, then adapt.

Q: Singapore River now, do you think u made the plan happen? Any comments?

Hup Chor: Firstly, I think was successful, BQ, first time got facilities near the river, eating by the river is an exciting thing to do. Today, we r not doing a good job today, we have not upgrade the facilities in front where people used to sit, these has been successful for many years, we got this kind of activities at night, but unfortunately, the quality of the environment, today with modern technology, usage of materials, all these kiosks, umbrellas, shading devices, firstly shading were umbrellas and trees, now tress r not properly, the quality should be more elegant, lighting should be more subtle, we do control the way people put signs, u see the lightings, people r not doing

it well, it's a bit let down, a bit more elegant, more classy environment for people to see, the standard we see first day, the success is one thing, when we set the program, we were successful for we bring this kind of life in Singapore, people doing the shops are very well, on 15 to 20,000 renting a month in 1995, this kind of value you pay the shops here, the shops still renting it, on the other hand, BQ is a very important part of the business district, even today if you want to have a certain race, BQ is a very important part of the business district, RQ is too far, it's environment expected to sit the RQ is expected to sit to eat, but BQ is more interactive, high-rise as backdrop, the body of the river is wider, area for software development, you see they carry out entertainment, software development, if they really wanted to do so, it could be a proper decent place, it can be very nice, because the river on the other side were also civic, the level of degree, tourism must make distinction of these area. Singapore hawker stall, bazaar. If they really want to do so, it's a proper decent platform to do these thing, my greatest regret today is the level of degree where the tourist must make the distinction of these areas, the prime areas, they need prime treatment, there must be part of effort make great distinctions to different images, hotel, Chimjies, make great effort to make these areas slightly different, prime value, care have to be taken to plan more, beautify landscape, should be more software, organized program throughout the whole yr, organize something through the yr, put a lot of all these thing, to make this area better quality, distinction between certain quality, a greater variety of these environment, like BQ different from China square, no different, not so flat, the idea is to flat these area, but Boat Quay Clarke Quay, sitting on conservation fabric, all these areas require treatment, review, in the city now, cannot be monopolizes, hawker stall everywhere, you must make the distinction, although it's hawker food, but it's different environment, go to the classy area, eating the same food serving in different way, which I think today, it's my personal regret, we haven't progress today, the bridge we think important, brings all lighted properly, these very enlightening, but we have not progress much from beautifying, making distinction between these area, but the strategy were thought through very comprehensively, were laid-out there. Lots of thought to spaces, square, the entrance point to the district, you had to rely pay attention to it, you go in you know you in these area, now these area were bit more inward looking, today quite successful, today quite lots of different kind of activities here, but here not same quality here

There software can be done, the river from day 1 is conceived from use, banks, river to looking out to the thing, in the river, lighting, all these things were very carefully thought of. But today we have to go to the next level, you got to make this place because the standard of living is gone up so much, the tourism becomes so, you must create the distinction, SR guaranteed the distinction of primary area to do something.

Q: Do you think the Singapore River is thematized?

Hup Chor: This is where the warehouses like this used to be look the thing, to answer the q, it could be very difficult to how not to create museum, in every area to create museum to know the history of the place, to me this is true, this is the thing I'm talking about, how to make these area make distinction between other. More sophisticated, museum can be part of the operations, good example, CQ sophisticated

dining, but I can décor the whole thing with historical theme so u can have back of these, spices these, u can create. For us if you really want t u cant, as a planner, shops r private, I cannot say u do the museum, I cannot, this is what URA do, there's road near Orchard, one of the URA conservation, u can see peranakan museum down there, next to center point, there's one buildings, in that building peranakan, how buildings were used during the day, Peranakan were Malay and Chinese fusion food, during the early days, so there's a museum in there happen to be food alley, that's where URA started the restoration, they think the buildings r beautiful, restore it and we keep it then when I went there, 1980s, we do district conservation, before that 1970s we have rows of shops, food alley was one we just keep the building and we just rented it out for restore the building nicely, they don't conserve building but street, I went to URA, we went to district conservation, SR is one of the whole district conservation.

It doesn't stop there, in the museum in the other side, now today you are trying to do, cast iron people of the old guys, old trees, there's nothing new, in 1984 we had exhibition of SR of 95 yrs, historical, we had this kind of exhibition, these labors, then u go there The Singapore River, tell the history of The Singapore River, to me, this is alone is not good enough, to get some area to have the feeling, it's suffocation, more museum approach, but using museum is used as museum, u can sit in there and use the place, inside the museum, it's not put an art piece, u can have this kind of, encourage. Jug boat no boat parks there, what stop u from bring one of the jug but park there, but nobody understand that, how I could do so? We could create museum area. There were different buildings. There's no reason to stop bring history back, efforts made.

Q: What was the priority of land lease, the relationships between URA and private developers?

Hup Chor: we give them the guidelines, and they discuss with us, bargain with us, what we can do, what they can do, we entertain them by a bit of trading, same time we had the guidelines we insist that they follow. There's no land value added tax, they buy the land for a lease so they will just buy and just follow the guideline, lease to them 99 yrs, very straight forward, any piece of land u buy from the States from the principal, but they have to submit their drawings to us to follow the guidelines, we have a lot of these sites, reserve for sales site – the government site already,

Q: how did you do the acquisition?

Hup Chor: ok, so the guys who has not acquired already, who has already developments, we cannot say here he already started, we let it happen, pay compensation, the early acquisition is a bit tricky, a rate and priority depends on, this one is a big one, the government acquisition pay u for a certain value, but not truly realized value, if warehouse, pay your warehouse value, if government change to hotel, government get hotel value, make some money, these are all big timers, make big moneys, these are their leftovers, these are big times on the Raffles place, these are their warehouses when they were traders, they came and dump their things there.

Q: what's the public's role, private-public participation?

Hup Chor: what u see here, we exhibit the plan, and we have a properly, and people criticize or to do so.

Q: when did you do the plan, during the process?

Hup Chor: usually we don't do, we are not going into residential neighborhood where impact environment, this is in downtown area, these r the lands associate warehouses, the government take the lead, the impact on the other people in terms of land use and so forth, in Singapore, there's a development charge meaning, we zone your land, residential change to office, we allow u to do office, u want do that, u need to pay the tax for changing value. See the historical the Master Plan, if ur land is zoned here, we change to the value today, you have to pay the different from this value to that value, in the old days, most are 100%, if I acquire for u, I pay u, we have development charge, guys don't get the windfall so easily, government get the bargain, government is the beneficiary.

Song Zhang (张松)

Time:

01 December 2009

Venue:

Urban Design Studio, Department of Urban Planning, College of Architecture and Urban Planning, Tongji University, Shanghai, P.R. China

Interviewer:

Wang Jingyao (Q), candidate for Master of Arts (Architecture), Department of Architecture, School of Design and Environment, National University of Singapore

Interviewed:

Song Zhang (张松), Professor, Department of Urban Planning, College of Architecture and Urban Planning, Tongji University, Shanghai

Q: 您所做的 2004 年莫干山路保护规划是否是咨询性质或是法定性质? 当时是在一个什么情况下市规划局决定做这样一个规划?

张松: 书上写这个规划是以艺术家为主做的, 但是实际上当时地已经批了, 并且准备拆迁, 但是艺术家们要保护, 所以厂长和艺术家一起请了阮老师(阮仪三)作了 04 年的莫干山保护规划, 这个规划不是官方的(规划局并不喜欢这个规划)。另一方面, 这块地属于春明厂, 这个厂是由纺织控股集团控制, 后台是经委, 很硬。当时经委想推进创意产业园的计划, 所以不想拆春明厂。当时有书请阮老师来保护, 所以大家都一起说要保护, 现在规划局也说不拆了。当时所做的所有规划都不是官方的。

Q: 您认为莫干山路地区多年废弃，所做有关该区域的苏州河景观规划迟迟没有得到实施的原因是什么？同时，莫干山路地块对面的中远两湾城“两湾一宅”改造工程，在 3-4 年间迅速得到建设？同处于苏州河两岸的两个地块，规划实施结果如此不同的原因为何？根据 2002 年苏州河沿岸景观规划图纸，莫干山地块属于已批未建地块，中远地块属于已批在建地块

张松:当时天安集团拿下了面粉厂以及它旁边的几个地块，之前有完整的全拆重建的规划。但是由于保护规划的出台，其中有几栋建筑需要保留，没办法把整个地块的楼完全推了重建，而且逐渐有媒体呼吁不要拆房子，所以最后就出现了这样的情况。

中远两湾城的开发比较早，是贫民窟的改造工程，政府投入了很大的精力，希望可以尽快动迁，改造贫民窟。

Q:您是否了解莫干山路的产权问题？该地块是否属于单位所有？莫干山路地块保护规划没有得到实施您觉得是否因为政府征地，重新安置工厂比较困难？抑或有其他原因？

张松:莫干山的地都是属于单位的，通过区政府的推动，来自己搬迁。政府自己来做绿地，可以推动中远两湾城的房价。和重新安置工厂困难没有关系，春明厂想自己发展创意产业。

Q:您是否了解春明厂 1999 年开始出租厂房的时候，政府是否干预？（建筑使用性质从工业转变为办公商业，建筑价值提升，政府对于其他用地转变为商业用地是否会收取相关税费？）

张松:创意产业园是一个遗留的问题，当时是由民间主导的。当时政府的政策是“退二进三”，规划局也不想要大规模的改造。由于自发的创意产业园，整个房租提高了，环境也改善了，当然也出现了绅士化（gentrification）的问题。但是对于阮老师，韩老师这些比较元老级的人，厂里有房租的优惠政策，但是对于其他人房租渐渐提高了，后来政府的干预就比较少了

Q:在整个莫干山地块改造更新的过程中，您认为政府所扮演的角色是什么？（编制规划却不实施？完全根据市场的需求而进行建筑更新改造？）是否有较大型开发商介入莫干山地块的改造？您认为这个地块的转变的根本原因 (driving force)是什么？（完全由于艺术家的介入，或者有更加深刻的社会、文化原因，例如上海市对建筑保护的逐渐重视？上海市国际化程度加深，更多需要这种具有文化、艺术气息的场所？抑或是由于当时中国当代艺术市场的突然蓬勃？）

张松:很多规划都是编了之后不实施，有的地方和开发商谈好了，就实施了。政府主观的规划没有实施性，很多时候因为开发商想开发所以才会去做规划，有的时候做了很大一块的规划，但其中只有一小块地卖出去了，可以实施。大部分情况下绿化和景观是由政府出面来做，但是如果人事变动了，投资也会跟着变

例如上海的产业园，就是上海通过政策推进的项目。对于工厂来说如果厂比较

大，退二进三的时候就搬去了郊区，如果厂比较小，可能有一部分废气倒闭了，另外一部分还在进行生产，用不了原来那么多地方了，于是就会将这些地方出租给别人，比如说出租给艺术家。最后一种情况是厂倒闭了，于是就将地也卖了。

Q:上海市历史风貌保护规划的最基本原则是什么？（原状保留？适应性改造，功能和外貌都可以进行适当的变化？在何种情况下可以改变建筑功能？）

张松:原则是控制大规模的旧城改造。91年的规划中指定了风貌区，专家评审了但是不是法定规划。92年邓小平讲话说要进行旧城改造，现在又有人呼吁说要改造，批了12片风貌保护区，边界内不许增加面积，原拆原建。

Q:在上海市进行历史保护的过程中，政府所扮演的角色是什么（大部分保护是以政府为主，通过政府投资来进行，抑或是政府通过各种 incentives 另更多的私人单位参与到保护过程中，让建筑的使用者进行自主的保护开发？）？开发商或者个人所扮演的角色是什么？

张松:旧城改造是消极的。是政府和开发商一起协调来进行改造。建筑是政府挂牌，改造要经过市领导的批准，但是政府挂了牌，改造的时候也不一定会出资，所以只有开发商看中了，市场有需要才能对旧城进行改造。但是政府从来不愿意主动的出钱干预改造，例如曹阳新村一村挂牌属于保护建筑，但是政府只挂牌不出钱改造，产权是谁的谁就应该负责改造，使用者也有责任改造，政府只是起到监督的作用。

Q:据说虹口区和黄埔区的苏州河沿岸规划与其区内的风貌保护规划有所重合，两个规划之间在协调更改，最终决定详规。您是否了解这两个区苏州河沿岸的风貌保护情况？

张松:例如黄浦区的外滩风貌区与苏州河两岸的地方重合了，进行了外滩源的规划和改造计划，但是由于规划过于严格，原来的单位和人都要搬走，半岛酒店高度过高。南外滩的改造又拆得过多。

Q:历史建筑保护的经济成本问题？

张松:历史建筑的改造经济成本还是很高的，例如汇丰银行的大楼出资两亿进行整修。还有淮海路796号的两座小房子也是出了2亿才进行了修复。历史建筑的改造成本的确很高，比如花园住宅改造的回报率又不高，只能做廉租房。上海市行政机关的人事变动对规划的实施也有很大的影响，例如现在社保与房屋管理局合并，土地与规划局合并。

Q:您对苏州河沿岸规划及实施的想法是什么？

张松:很多时候各部门的规划之间都不协调，各个区和市以及工厂之间没有协调，一般都是出了问题之后再做规划，但这个时候地又已经披了。

Q:您是否了解有关中远两湾城规划建设实施的情况?

张松:中远两湾城是一个旧城乡成片改造的市政府大项目

Q:做了如此许多的规划的原因是什么?但是却不停的改,实际项目无法开工?究竟原因又是为何?

张松:政府将地卖来卖去,卖给不同的人,每卖给一个不同的人,规划就要重新进行编制,当开发商将市场资金抽走的时候,项目就停工了,规划就无法实施了。

Q:整个苏州河景观规划的总体构架包括了:功能与景观,绿地与开放空间,建筑与地 块 开 发岸线与防汛墙处理,历史建筑保护与利用,交通支持,以及重要地区规划,是否只有规划局一个政府机构涉及到这个规划?是否有其他政府部门涉及到相关实施?例如交通,土地部门等等?规划局是否要在各个部门以及开发商之间做协调的工作?

张松:以前是规划局和房地局涉及到这个项目。而现在区政府在实施上面很强势。苏州河综合整治办公室并不是做协调的工作,这个办公室从不同的部门抽人过来一起推进改造,招商引资,来找大的开发商推进项目。

Q:是否各区项目实施的过程各有不同?在苏州河景观规划的指导下各区的规划实施是什么过程?可否举一个例子?

张松:在实施的过程中开发商有没有背景很重要,而且各个区之间的开发模式不同(内环内的容积率不能超过 2.5),但是现在金融危机,政策又放松了,政府有宏观调整的政策。

Q:除了规划局之外您是否知道还有其他的政府部门参与到与苏州河相关规划编制与实施的过程中?政府各部门和开发商是否在编著规划的时候就有合作?您认为在苏州河景观规划实施的过程中,政府所扮演的角色是什么(促进规划实施,保证公共利益)?个人开发商所扮演的角色又是什么?

张松:其他参与的部门包括环保局、建设局、区政府。市规划局来进行整体规划的编制,然后每一块地区里再进行详细的编制,对重点地地块进行招商,开发,比如虹口区。城市投资公司是一个政府成立的大公司,什么地都可以拿,它的投资完全遵循市场的行为,法律的规范也不严格,都是市场主导的。例如中远两湾城的开发,两湾原来是低收入的,后在进行了开发,进入了市场,但是由于它的容积率太高,所处的位置也不好,所以并没有真正的有钱人去买,很多人买了都是为了投资,但是由于面积大,房型不好,所以也不好出租,所以就出现了后来群租的现象。

Q: 2002 年 7 月的国际招标, 新景观规划出台之后, 苏州河沿岸规划开发与之前的不同之处是什么?

张松: 这个景观规划不是法定规划, 只是指导性的。具体到开发商的方案可能十分的不同, 而且许多具体的方案无法拼到一起, 只有控制性详细规划是法定的。

Q: 2006 年法定规划出台之后, 在规划和实施方面又有何改变?

张松: 当时的景观规划是由于苏州河的开发强度过大, 老百姓和专家都呼吁, 政府和市长也强调要改。所以后来有一段时间要求私有化了河边全都打开。这是一个协调的问题。

Q: 是否有梦清园, 中远两湾城, 昌化路桥地区的规划实施相关情况?

张松: 梦清园是苏州河两岸整治办公室的政府行为, 当时要求旧城改造, 每一个区都要增加绿地。现在的梦清园只留了三栋房子。当时负责的单位想把所有的房子都一并拆了, 但是挂了牌的历史建筑不能拆, 以前的规划是全部拆了重建, 但是现在需要保留这些建筑。被改得面目全非, 邬达克设计的楼钢窗被拆了, 挂了牌的建筑也免不了被拆得命运, 设备都被卖了出去, 里面展示的都系反而是电影制片厂造假的。政府没有进行协调。当时啤酒厂搬走了, 地也买了, 苏州河两岸办拿了地, 后来修改了规划, 开发了梦清园。

Wenqn Xi (奚文沁)

Time:

03 December 2009

Venue:

The Shanghai Municipal Planning Bureau 上海市规划局, Shanghai

Interviewer:

Wang Jingyao (Q), candidate for Master of Arts (Architecture), Department of Architecture, School of Design and Environment, National University of Singapore

Interviewed:

Wen'qin Xi (奚文沁), Chief Engineer, Department Four, The Shanghai Municipal Planning Bureau

Q:您可否向我介绍一下上海的规划体制?

奚文沁: 总体规划 – 上海市中心城区分区规划 – 控制编制单元规划- 控制性详细规划

上海 06 年达到了控制性详细规划全覆盖, 中心城分为 242 个控制性详细规划单元, 具有法定效应, 按照行政边界编制。苏州河两岸属于“浮动性特定区” (其他浮动性特定区还包括苏州河与黄浦江两岸规划, 市级公共居住中心, 历

史文化风貌保护区），这些浮动性特定区的规划编制要求更高，更深入。（苏州河包括了滨水岸线交通的编制等）。

Q:您是否了解中远两湾城的规划实施情况？

奚文沁:中远两湾城是在一种不利的条件下进行开发的，它处于苏州河的北面，南北交通不便，北面紧邻轨道交通，配套设施也不是最晚全，但是开发之后房地产的营销策略比较成功，房产销售价格节节攀升，实现了价值最大化。但是它本身也有一些问题，由于其对沿岸景观的占用很多，建筑界面明显，因此后来实行了“双增双减”政策，规定苏州河边的建筑容积率不能超过 2.5。

Q:您可否向我解释为何苏州河两岸的规划进行了多次调整？

奚文沁:这些主要是合理的调整和修改，比如增加绿地面积，增加滨河廊道，还有根据项目的要求来调整，有很多因素决定了规划调整。

Q:整个苏州河景观规划的总体构架包括了:功能与景观\绿地与开放空间\建筑与地块开发\岸线与防汛墙处理\历史建筑保护与利用\交通支持\以及重要地区规划\是否只有规划局一个政府机构涉及到这个规划?是否有其他政府部门涉及到相关实施?例如交通,土地部门等等?规划局是否要在各个部门以及开发商之间做协调的工作?

奚文沁:苏州河规划由上海市规划局组织编制，与绿化，交通，市政部门共同协调统筹。实施以区政府为主，有相关的土地储备，项目实行的时候通过招牌挂的方式招标。以前开发上进行土地整理，动迁，引起的社会矛盾比较多。

Q:苏州河规划

奚文沁:苏州河建设的比较早，因此现在再进行步行体系的建设比较困难，早期建设的建筑非常密集，只有部分地方比较好。近期（08）年我们也进行了一些绿地的开发，比如 W 绿地，梦清园（在苏州河拐弯的地方开发绿地可以得到效率最大化）。同时我们也对苏州河边的历史文化建筑进行了保留，尽可能的开放公共空间，并且将公共空间向腹地渗透，我们对建筑高度也进行了规定为 1: 1。规划则从河口向腹地由商业向居住过渡。（由红到黄）

Q:是否各区项目实施的过程各有不同?在苏州河景观规划的指导下各区的规划实施是什么过程?可否举一个例子?

奚文沁:各区进行苏州河规划实施的过程不同，依据各区的具体情况而定例如，要考虑这个地块本身的条件，改建的迫切性，改造之后价值的提升度，是否有带动地区功能提升的作用，区政府的财政安排，开发商的意向（城投公司，国有公司），本身地块的开发难度，市领导的开发意向等等，每一个区都有自己的主推地块（有明显区位和景观优势的地块）。

Q: 除了规划局之外您是否知道还有其他的政府部门参与到与苏州河相关规划编制与实施的过程中? 政府各部门和开发商是否在编著规划的时候就有合作? 您认为在苏州河景观规划实施的过程中, 政府所扮演的角色是什么(促进规划实施, 保证公共利益)? 个人开发商所扮演的角色又是什么?

奚文沁: 修建性详细规划可以委托境外或者各个区级的院来进行编制。控制性详细规划体现了政府的政策, 开发商不能参与编制。修建性详细规划有和开发商一起商议, 并且决定土地的价格。整个开发实施的过程是由政府为主导, 分市、区两级, 区政府主要进行项目实施。苏州河两岸的开发以合资企业和国有大开发商为主。

Q: 您是否了解城市开发投资公司在苏州河沿岸开发中所扮演的角色?

奚文沁: 城市投资公司是国有开发商成立的项目公司。

Q: 您是否了解在苏州河滨河景观规划 2002 年 7 月出台之前, 苏州河治理初步完成后, 苏州河周边的建设是什么情况?

奚文沁: 02 年之后是建设的高峰期, 从 2002 年到 2007 年, 08 年之后以居住区和板式住宅的建设为主, 每年政府都有开发计划, 要开发几块地。

Q: 2002 年 7 月的国际招标, 新景观规划出台之后, 苏州河沿岸规划开发与之前的不同之处是什么?

奚文沁: 景观规划在控制性详细规划出台前, 在系统上对整个苏州河两岸进行了统筹的考虑, 控制了配套设施以及交通, 并且景观规划作为规划依据, 对开发进行了更加严格的控制。但是对具体的详细规划还是不能进行具体的控制, 例如会出现高建筑密度, 低容积率的情况, 但是景观的部分作的较好。

Q: 否麻烦您向我介绍一个 2002 年之前苏州河沿岸规划实施的项目, 一个 2002-2006 年之间的项目, 一个 2006 年之后根据规划实施的项目?

奚文沁: 02 年之前有一个闸北区的河滨豪园的项目, 02 年到 06 年之间多为板式住宅的项目, 06 年前后浙江路的老仓库进行了改造, 由 COX 主创设计, 其旁边浙江北路的绿地也进行得优化调整。除此之外, 长风地区的开发也启动的很快。

Q: 有否相关立法规定或土地政策来促进加快苏州河沿岸的开发?

奚文沁: 控制性详细规划与全市的土地政策共同带动。例如凯旋路的 21 世纪海湾广场项目。

He Jiang(姜鹤)

Time:

06 December 2009

Venue:

Putuo District the government, Planning Divisio, Shanghai

Interviewer:

Wang Jingyao (Q), candidate for Master of Arts (Architecture), Department of Architecture, School of Design and Environment, National University of Singapore

Interviewed:

He Jiang (姜鹤), Putuo District the government, Planning Division Chief, Shanghai 普陀区规划院 科长

Q: 是否有城市投资开发公司参与中远两湾城的开发?

姜鹤: 中远两湾城是 10 年前开发的项目了, 人员流动比较大。当时普陀区的城市投资公司的确是有参与到开发中, 但是主要还是靠中远两湾的开发公司来推动整体的开发, 后期中远两湾公司自身的人事变动也比较大, 以前是国企, 现在有外资进入已经变成了私有企业。

Q: 中远两湾城土地出让是以协议出让的方式还是招、牌、挂的土地拍卖方式?

姜鹤: 土地是以协议出让的方式卖出, 98 年时候的土地出让方式和现在不大一样。

Q: 是否由中远集团一个开发商来主要承担从棚户区拆迁, 土地整理, 编制详细规划的内容? 其中规划局协助参与的内容包括什么? 在中远两湾城的开发过程中是否有外资参与?

姜鹤: 最早的时候是中远集团来承担动迁, 出面给钱, 做事。当时的动迁选择只有两个, 要不是异地给房, 要不是直接给钱, 是否能搬回原来的地方完全是要靠居民自己的能力。而不是更新了之后让原住民搬回来的一个方案。

Q: 1998 年最初开发时候是否有相关规划依据? 例如: 上海市城市总体规划用地布局? 2002 年之后的开发是否遵循了《苏州河滨河景观规划》(2002)? 后期开发是否有涉及到“双增双减”并且开放临苏州河的绿地?

姜鹤: 我们区 06 年之前的项目比较多, 而且在 06 年规划出台之前 04 年已经开始进行规划的协调工作。中远建成之后, 项目开始提“双增双减”, 但是现在又不提了, 提土地利用率, 是属于问题针对型。现在遵循苏州河边的原则。

Q: 您对中远两湾城的开发有何意见和看法?

姜鹤: 中远两湾城是一个历史性的项目。在苏州河规划出台之前已经开始了开发, 地已经批了, 规划不能再改了, 后面的规划不能覆盖前面的规划。当时的

规划是以政府为主导，市区联合编制，比如控规的方面是由规划院前期编制规划，建筑远后期来设计建筑。修建性详规是通过方案征集之后进行专家评审，最后华东院胜出。整个项目具有决策性，大部分的决定是市领导所做的。

苏州河的开发是由北向南，传统的策略型，现开发近端，然后再开发靠河的部分，由于日照的规定，所以先开发北面再开发难免的这样，南边总是空的，这是一个很典型的开发策略。

我们在进行中远两湾城的开发的时候不想多引进开发商，因为这块地相对独立，大家都喜欢整体规划整体开发，比较容易进行开发上与政府之间的协作。有 1 万多户的居民，大块的开发后期也比较容易处理，引进的开发上越多，关系反而越复杂不好处理。

Q: 您是否可以向我介绍一下莫干山路地块现在的开发情况？

姜鹤: 莫干山地块是一个商业性质的开发。它现在的方案还在改。其沿河的滨水走廊是属于苏州河整治规划的第三期，由市政府来统一做的。

Q: 梦清园地块的开发完全是由政府投资支持还是与开发商共同合作？

姜鹤: 梦清园是由苏州河两岸规划办来负责的。

Shi'wen Sun (孙施文)

Time:

08 December 2009

Venue:

Tongji Planning and Design Institute, Shanghai

Interviewer:

Wang Jingyao (Q), candidate for Master of Arts (Architecture), Department of Architecture, School of Design and Environment, National University of Singapore

Interviewee:

Shi'wen Sun (孙施文), Professor, Department of Urban Planning, College of Architecture and Urban Planning, Tongji University, Shanghai

Q: 在 1999 年上海市总体规划出台之后，各区政府是否有自我招商引资，调整已有规划的权利？是否有相关法律定依据来规定各角色的行为？

孙施文: 中国人治，注重关系。土地年鉴，住宅保障局（房地局）自己出的。规划国土资源管理局，北京西路，西藏路北面。

Q: 您是否熟悉中远两湾城项目？您政府及规划局在开发过程中扮演了什么角色？开发商扮演了什么角色？那些被搬迁的居民又扮演了什么角色？他们是否真正的从这次开发中得到了实际的利益，抑或是只是被迫搬迁？

孙施文: 规划实施最好的就是规划，上海中心区是已经开发地区，工厂码头没有到衰败的时候，还在用，所以再开发成本高，还在生产，有收益，规划也是理想化。上海外扩少，所以 90 年代之后内部再开发，所以必定成本高，所以必然要高度开发。以前苏州河周边的仓库大部分是百货的仓库，比较方便。西藏路西部工厂还在生产，造币厂，而且效益好。苏州河，炒作开发，从市政府的战略角度考虑，2000 年政府决议，一个比较重点地开发，是一个 top-down 的过程，区政府积极做，所以有利益。河边的都是市政府的企业，所以不能挪也要挪。（e.g. 百联集团的子公司什么的都在苏州河边上）苏州河两岸废气的厂房不多，仓库就比较不方便，因为水运不方便，80 年代末，推二进三，市政府和区政府分权也在同一时期，86、87 年。上海，第一世界到第三世界，有最发达的东西，近两年还在建工厂，labour-intensive 02、03、04 三产超过二产，现在二产反而高，大量引进工业。（统计年报）为了保证 GDP 的增长，三产的增长缓慢。上海外围大量建设（具体的可以差上海统计年鉴）上海经济基础，吸引大量外来低收入人群。国有企业和政府收入差距大，导致的腐败。

Q: 您是否同意改革开放之后，上海的生产方式产生了巨大的转变，从公有制转化成私有制，这对城市的建设环境有着明显的影响？

孙施文: 以前共有制是单位所有制，社会分层很明显，房价有贵有便宜。多元化。社会阶层，使用方式，生活方式，对公共设施的要求。公安部门规定必须有 gate 才能出售。私有，物业管理，领地的划分。开发商开发完卖了房就没事儿了，其实是其他的因素导致的，比如社会分层。时间序列的问题，不同房价的房子都在一起，in the same district area with different prices, and different kinds of people live in the same kind of space

中国 1949 年之后和西方的断代，学术的断层，改革开放之后，学术好了一些现在说市场经济不需要规划，突然一下没有了信仰。政府的职能缺失。中国的违法建设都是政府的各个部门，例如文化部门造学校，

Q: 您是否可以向我简述一下，一般上海的规划实施是通过怎样的程序进行的？（从总体规划—市政府制定，分区规划—市政府还是区政府？，单元规划？）是否可以向我推荐一下有关方面书籍或论文？

孙施文: 单元规划下面还有控制性详细规划，单元规划是整个地区，控规是按分小的地块每一个地块具体的数据不可以改动

中心城区 3 级规划：分区

86 年的总体规划，92 年开始编新的总体规划，但是上海发展 92 年后，提了两次 3 年大变样，觉得规划阻碍了发展，所以编制的 92 年规划没有报，中心区变化就是在 92 年之后，总规主要做基础设施的规划，做的很粗糙，没有方向性。01 年批上海市总体规划。

Q: 您是否同意在 1999 年土地私有化之后，规划部门的权利下放了，各级区政府的项目实施大部分要靠自我融资，其掌握项目开发的权利实际上比市级政府大？这是否是一个规划机构权利的转移和下放？

孙施文: 体制：分权管理，权力下放到每个区，每个区各自为政。财税制度：利税包干，有两次 80 年代中期，84、85 年税制改革，每年交一定的税，所以地方政府有积极性，经济 30 年发展。上海全市各区包干。94 年左右税制改革，国家税和地方税分离，个人所得税国家，房地产开发归地方，大部分税给地方规划管理。

苏州河规划 - 每个区里面都要有一个给那个区发展点。每个区自己要有一块。完全靠市政府来运作可能没有那么大能力，开发运作来靠区政府。市政府的局和区长同级，市长保区长。

Q: 您是否认为中国的土地权属是一个非常模糊的概念？例如，虽然土地名义上属于国家，但是单位仍然掌握着土地的使用权，政府无法强制征地，是否如果地方政府转让土地的使用权，必须向中央政府交纳一定量的税？另一方面，是否有相关的法律规定土地使用权转让？在实际转让的过程中您觉得这些法规是否起到了实际的作用？（您认为土地所有权对中国规划的影响大么？）

孙施文: 土地权属：改革开放初期，土地国有，单位所有制，50 年代之后收归国有，房子是福利，国家给的。单位，政府难动，原来使用者可以拿 70-60% 的土地出让金，第一块地虹桥。土地使用者提出来要搬，政府是来把关才能出让土地。对于区政府来说，因为大部分钱到了工厂，所以积极性不高。但是对居住上比较积极，用最低的价格收回来。近两年成本很高，物权法出台之后就更加难了。

Q: 您认为中远两湾城的开发动因是什么？为何规划不将各个规划分区划小，利用 piecemeal 的开发方式，而非一次性将整个地块卖给同一个开发商？

孙施文: 棚户区改造，不要搬那么远，还有要多少钱

90 年代末，365 万平方米的棚户改造，对开发商有补贴。上海的住宅是个大问题，开发商不愿意做住宅，所以对做住宅很宽松，做得时候里面的管线要自己做，外面的七通一平要可意通到土地，然后：

1. 中国的规划和财政没有关联，（地块小，卖得贵）规划和地块的切分没有直接的关系，和开发的地块没有关系，规划没有特别的限定。规划的不严格。以前地价便宜。
2. 90 年代在相当长的时间，希望进行大盘开发，是因为跟以前小区的概念有关，广州很多。和 80 年代开发观念有关，整体性，小区性开发，是政府开发的。现在比较少了。上海比较大的开发其实也不是很多。在外围比较多，公共设施，商业都是开发商，90 年代拿土地也便宜。

Q: 中国的规划和财政没有关联，（地块小，卖得贵）规划和地块的切分没有直接的关系，和开发的地块没有关系，规划没有特别的限定。规划的不严格。以前地价便宜。

孙施文: 土地批租，非批租-土地划拨（现在只是公益事业）。以前，协议出让，利用其他的东西，例如让开发商来做管线，然后降低土地的价格，少给中央交钱。中国转的市场比较快，对于社会的问题管理很薄弱，该管的不管，如果出现问题。中国两级。政府，市长对规划不当回事儿，就想看建起来的東西，对效率的要求很高。中国的数字不准确，没办法做很准确的预测。隐性的工资，工资和奖金。经济适用房，整体人口的 3%，区政府没有钱，100 多亿的财政，财政、公务员都发了工资。没有钱做基础设施。土地出让费里面有市政金，土地使用费的构成，市政是用垫资。

Appendix 5 Clarke Quay Project Data

1993 project data

Client: DBS Land/Raffles International. Ltd

Richard Helfer, executive director

Principal Consultants:

ELS/Elbasani & Logan Architects, design architect

RSP Architects Planners & Engineers, local architect & engineers

Edaw, Inc., landscape architect

Architectural Lighting Design, lighting consultant.

Site Area:

Land Parcel A = 3,800 sq m

Land Parcel B = 5,418 sq m

Land Parcel C = 4,956 sq m

Land Parcel D = 2,485 sq m

Land Parcel E = 4,709 sq m

Total = 21,428 sq m

Gross Floor Area: 34,342.42 sq m

Nett Rentable Area: 21,003 sq m

Lease Period: 99 years

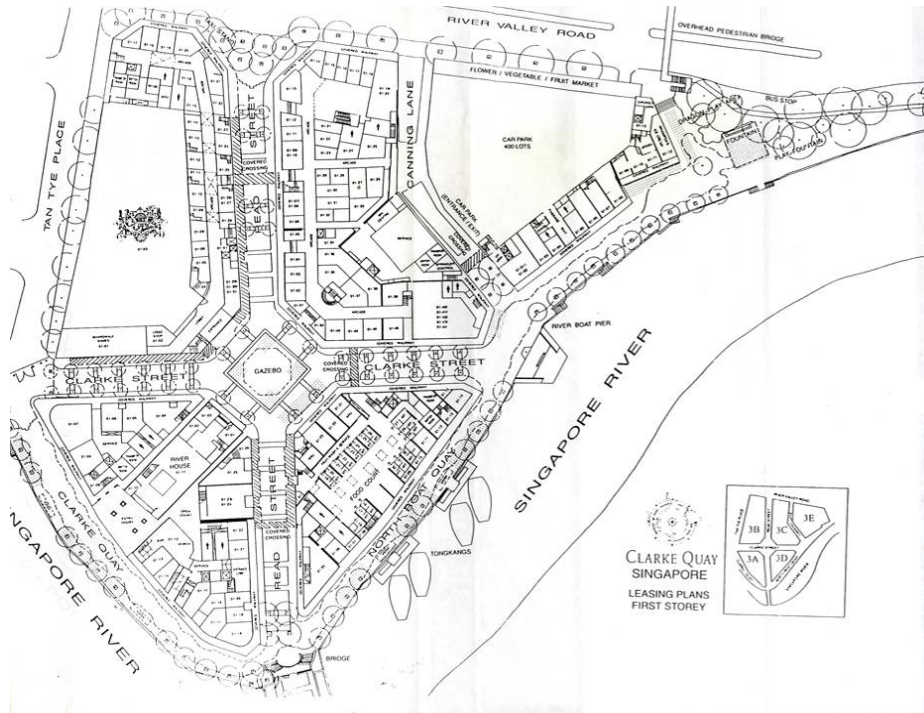
Year of Sale: 1989

Year of Commencement: 1991

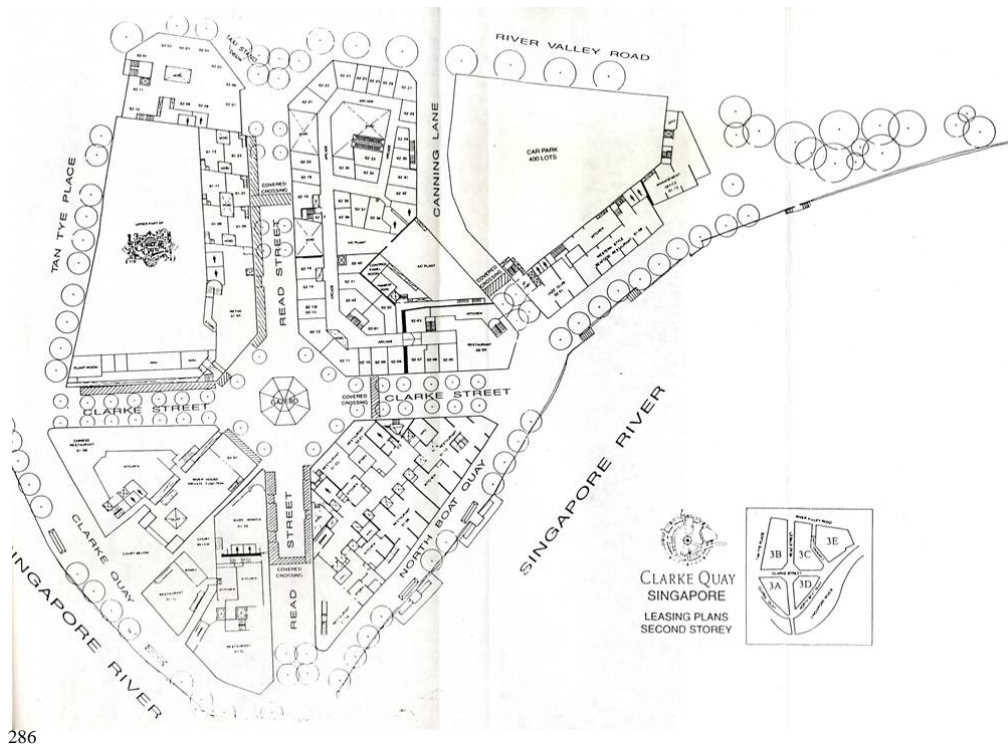
Year of Completion: 1993

Official Opening: 21 Nov 1993²⁸⁵

Plan of 1989 renovation (first floor plan and second floor plan)



²⁸⁵ Dixon, *Urban Spaces*.



Appendix 6 Brilliant City Project Data

Complete project data (1993-2006 Phase 1 to 4)

Professional Name: residential Building & Planning

Client: Shanghai COSCO-Liangwan Property Development Co., Ltd

Purpose: Residential Quarter

Design Scope: constructive Detailed Planning

Time of Design: 1998

Location: Zhongtan Road, Putuo District, Shanghai

Site Area: 49,51 ha

Total Floor Area: 1,600,000 m²

Other Economic & Technical Indicators: FAR 3.2; Green Coverage Ratio: 40%

Number of Floors: 12F-33F

Building height: 99.8 m

1993 Phase 3

Project Name: COSCO Brilliant City (**Phase III East Plot**)

Professional Name: Residential Building and Planning

²⁸⁶ Stephanie Li Ting, "Clarke Quay : An Evaluation of Its Success as a Festival Market"., Appendix 3.

Client: Shanghai COSCO Liangwan Property Development Co.Ltd (中远两湾置业
发展有限公司)

Purpose: Residential Quarter

Design Scope : West Plot Planning Design and Architectural Design

Time of Design: 2000

Location: Putuo District, Shanghai

Site Area: 26,500 sq m

Total Floor Area: 159,700 sq m

FAR: 5.43

Green Coverage Ratio: 41.8%

Number of Floors: 34

Building Height: 100m

Project Name: COSCO Brilliant City (**Phase III West Plot**)

Professional Name: Residential Building and Planning

Client: Shanghai COSCO Liangwan Property Development Co.Ltd (中远两湾置业
发展有限公司)

Purpose: Residential Quarter

Design Scope : West Plot Planning Design and Architectural Design

Time of Design: 2001

Location: Putuo District, Shanghai

Site Area: 23,536 sq m

Total Floor Area: 134,500 sq m

FAR: 5.71

Green Coverage Ratio: 42.1%

Number of Floors: 33

Building Height: 100m

1993 Phase 4

Project Name: COSCO Brilliant City (Phase III)

Professional Name: Residential Building and Planning

Client: Shanghai COSCO Liangwan Property Development Co.Ltd (中远两湾置业
发展有限公司)

Purpose: Residential Quarter

Design Scope: West Plot Planning Design and Architectural Design

Time of Design: 2002

Location: Putuo District, Shanghai

Site Area: 140,000 sq m

Total Floor Area: 526,000 sq m
FAR: 3.76
Green Coverage Ratio: 63.2%
Number of Floors: 34
Building Height: 100m
Total number of apartments: 11599
Parking lot: 1552
Year of completion: 2006-3-1²⁸⁷

²⁸⁷ <http://home.131409.com/101983/>

Appendix 7 Urban Redevelopment Authority and Guidelines on Waterfront Promenade

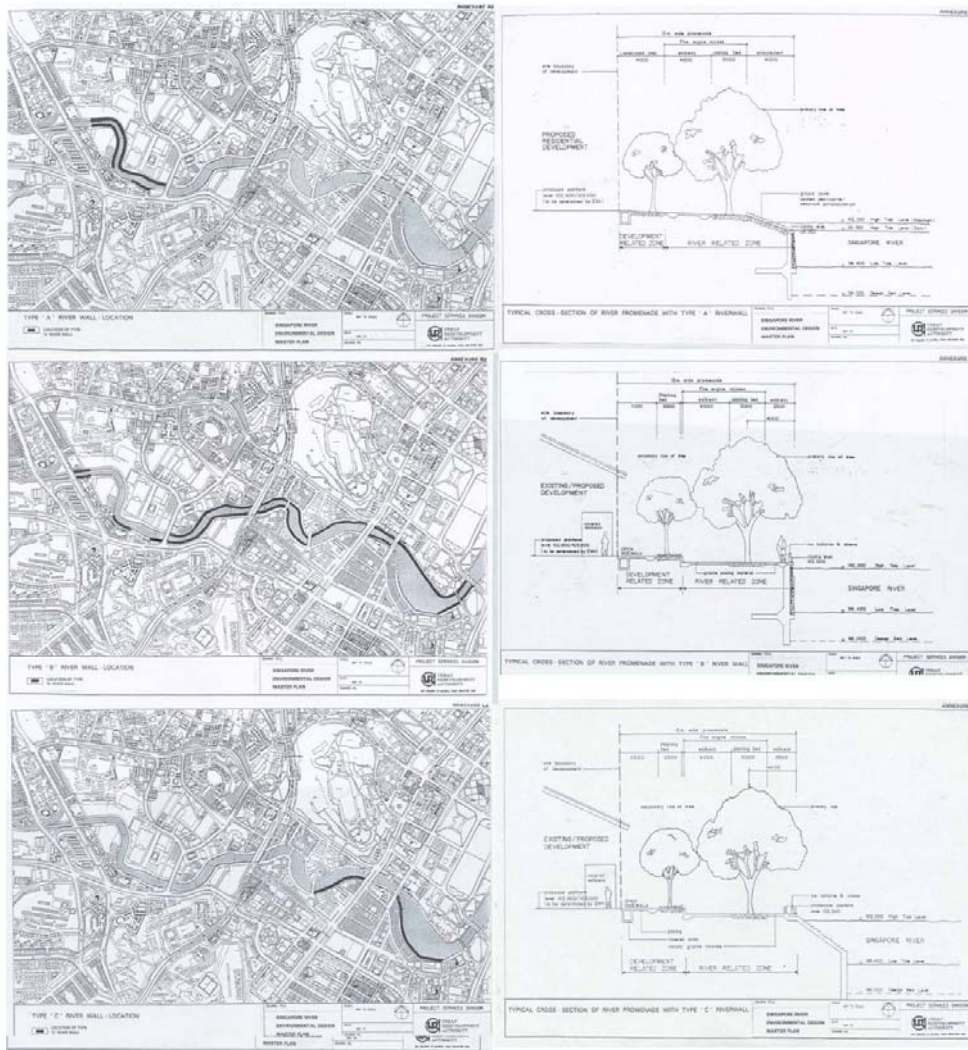
The Singapore River

The concept of reconstructing the river wall was part of the “great river clean-up” campaign . However it didn’t take shape until the 1980s when the river had been mostly cleaned up. With most of the existing banks in bad shape, Ministry of the Environment dammed and dredged the waterbed, installed new pipelines and rebuilt the walls. By 1999, most of the constructions were done with around SINGAPORE DOLLARS 10 million expenditure .

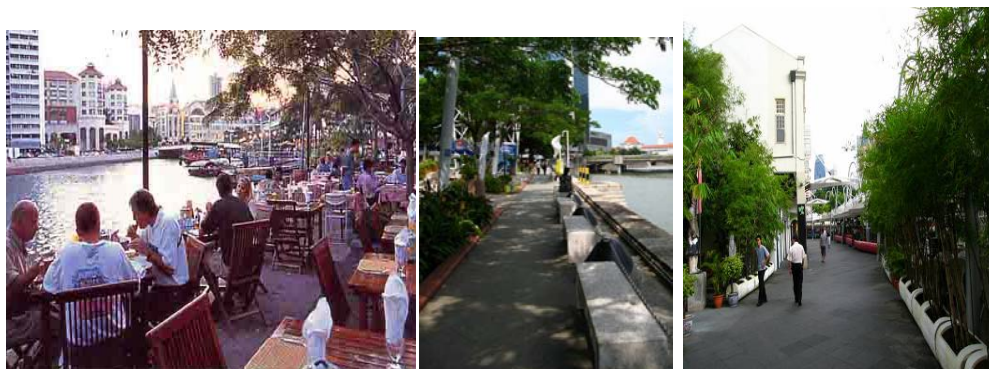
The proposal for the improvement of facilities, such as promenade, pedestrian malls, roads, bridges, sewers, parks and landscaping, was initiated by Urban Redevelopment Authority (abbreviate “URA” in the following)in the 1994. Stated in The Singapore River Planning Report, the project is to “add further impetus to the revitalization efforts...to spruce up the environment and improve accessibility to the river area.” Plazas, fountains and other points of interest were also to be built along the riverside to create “a unique character for The Singapore River together with the development along the river.” A total of SINGAPORE DOLLARS 15 million has been approved for this program.

The promenade is along both sides of the river with a total length of 6 km designed by URA. Outdoor dining was also encouraged with the combined frontage of the kiosk and ORA (Outdoor Refreshment Area) not exceeding 60% of the building frontage . A the Design and Submission Guidelines for Implementation of the Singapore River Promenade was released in 1997²⁸⁸. It defined a width of 15.0 m wide promenade should be reserved adjacent to the river bank from the edge of river wall, but it could vary at certain stretches. There are three types of river wall profiles with different cross-sections and requirements apeopleied to different parts of the river .

²⁸⁸ Urban Redevelopment Authority, "Ura to Build a Continuous Riverside Promenade."



Three types of promenade profiles (source: URA, The Design and Submission Guidelines for Implementation of the Singapore River Promenade (Revised), 1999)



left (a) alfresco dining along Clarke Quay after the completion of promenade in 2000s (source: URA. "Walk This Way." Skyline Jan/Feb 2000), (middle) (b) promenade near Liang Court, right (c) promenade opposite of Clarke Quay (source: author)

The implementation was done through collaboration between different departments coordinated by URA. Meanwhile, the private developers also worked with URA to construct segments of promenades in front of their properties. The promenade was

officially completed in November 1999 with a cost of about SINGAPORE DOLLARS 100 million.

URA To Build a Continuous Riverside Promenade 15 July 1997²⁸⁹

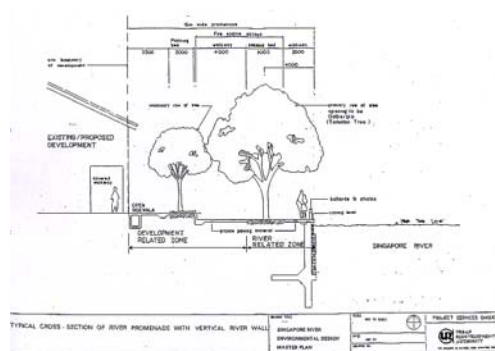
The Urban Redevelopment Authority (URA) is planning to build a continuous promenade along both banks of the Singapore River. Tenders will be called in September 1997 and construction will begin by the end of this year.

When the promenade is completed by the end of 1998, pedestrians will be able to enjoy a pleasant, uninterrupted walk along the full length of the Singapore River, stretching from Fullerton Building near the mouth of the River, to Boat Quay and all the way to Great World City in Kim Seng Road.

About the promenade

The proposed promenade is part of the government's commitment to improve the infrastructure and environment of the Singapore River. URA constructed the first stretch of promenade along The Singapore River at Boat Quay in the early 90's. This stretch has today turned into a lively outdoor dining area. Since then, many developers have also participated in designing and building promenades fronting their developments. This has proved both commercially successful and ties in the overall design with the development.

However, at present, the promenade along the River is broken up by stretches which do not have proper walkways and also by roads. The proposed promenade to be constructed by URA and other the government agencies will fill all the stretches between the existing completed walkways to create a continuous promenade along both banks of the Singapore River. The works will be implemented within the River Related Zone of the banks (see **Annex A** - Typical Sections).



The promenade will be a tree-lined, water edge walkway that will allow visitors to have a pleasant stroll close to the river. The promenade will have a distinct, cast-iron balustrade and specially designed street lamps to create a special ambience in the day

²⁸⁹ Urban Redevelopment Authority, "Ura to Build a Continuous Riverside Promenade," <http://www.ura.gov.sg/pr/text/pr97-41.html>.

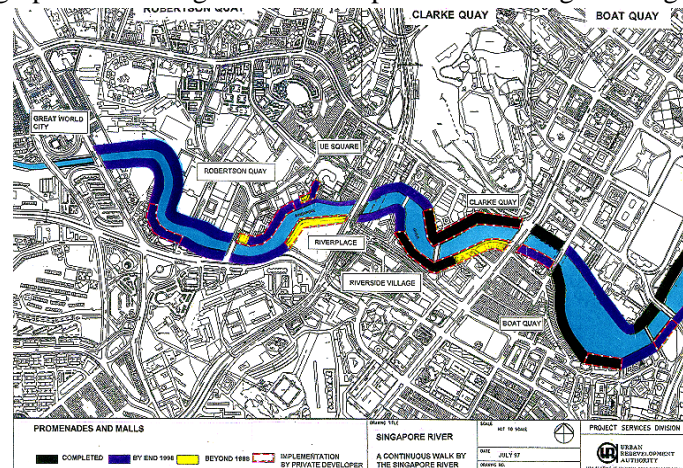
and night. To ensure a cool and comfortable stroll for pedestrians, shady trees will be planted at regular intervals with sufficient width for a relaxing stroll by the water edge. The trees will connect all the already thriving promenades of Clarke Quay, Riverside Point and Boat Quay. The public will also be able to walk all the way to Robertson Quay with the new developments there slated for opening around 1998.

The promenade will be at least four-metre wide including tree planting and a paved walkway right at the edge of the river. The design of the promenade will vary for Boat Quay, Clarke Quay and Robertson Quay. Plazas, pocket parks with fountains, other water features and outdoor performing areas will dot the promenade when it is completed and provide pedestrians with focal points of interest and activity.

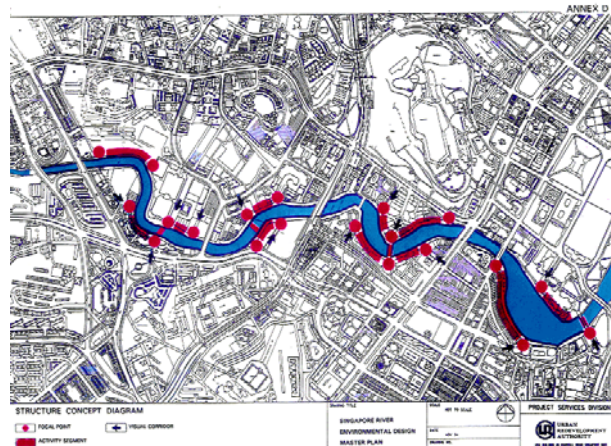
See **Annex B** (artist impression of the connecting promenade);



Annex C (graphic indicating a continuous promenade along the Singapore River);



Annex D (visual showing the key developments and points of interest e.g plazas, fountains along the three subzones).



A series of underpasses which will connect parts of the River currently broken up by roads will also be completed by end 1998.

Several developers along the River with completed promenades have put them to good use. See **Annex E** (list of developers). The developers of UOB Plaza, Clarke Quay, Riverside Point and Merchant Court Hotel, for example, have turned their promenades into venues for outdoor activities and enjoyment. Performances and bazaars contribute to draw many visitors and diners.

URA's role in revitalising The Singapore River

URA's co-ordination efforts which are closely guided by its planning vision for the historic area, have gradually transformed the Singapore River into a unique commercial, entertainment and residential area that is teeming with life and activities.

URA's Development Guide Plan for The Singapore River, released in 1994 and the Environmental Improvement Masterplan had set out to create a vibrant mix of residential, commercial, hotel and leisure developments through the sale of sites programme and by encouraging the private sector to take initiatives in re-development and implementing external improvement works.

URA had also conserved buildings of architectural merit and historical significance for adaptive reuse. This has played a significant role in creating a unique character for the River e.g Boat Quay and Clarke Quay.

ANNEX E

LIST OF DEVELOPERS WHO UNDERTAKE THE CONSTRUCTION OF PROMENADES FACING THEIR DEVELOPMENTS

Developers who have completed their promenades are:

UOB Plaza

Clarke Quay

River Point

Merchant Court Hotel

Developers who have committed to construct their promenades are:

Riverwalk Galleria

Robertson Quay Hotel
 Robertson Walk
 2B Complex
 River Place
 The Quayside
 Hotel at Saiboo Street
 King's Centre
 Great World City

Appendix 8 China Land-Related Fee

中国土地费²⁹⁰

收入类型	地方与城市政府城市土地收益	中央政府城市土地收入
租	一、土地有偿使用收入 1 出让金（留成） 2 年租金（留成） 3 作价入股收益	一、土地有偿使用收入 1 出让金 2 年租金分成
税	二、土地税收入 1 城镇土地使用税 2 城市维护建设税 3 土地增值税 4 耕地占用税 5 地方企业所得税 6 个人所得税	二、土地税收入 1 中央企业所得税
费	三、土地费收入 1 城市土地行政性收费 2 城市土地经营性收费 3 城市土地事业性收费	

²⁹⁰ 丛屹 Cong Yi, *中国土地使用制度的改革与创新 Innovation and Reform of the Chinese Land System* (Beijing: Qinghua University Publisher, 2007).