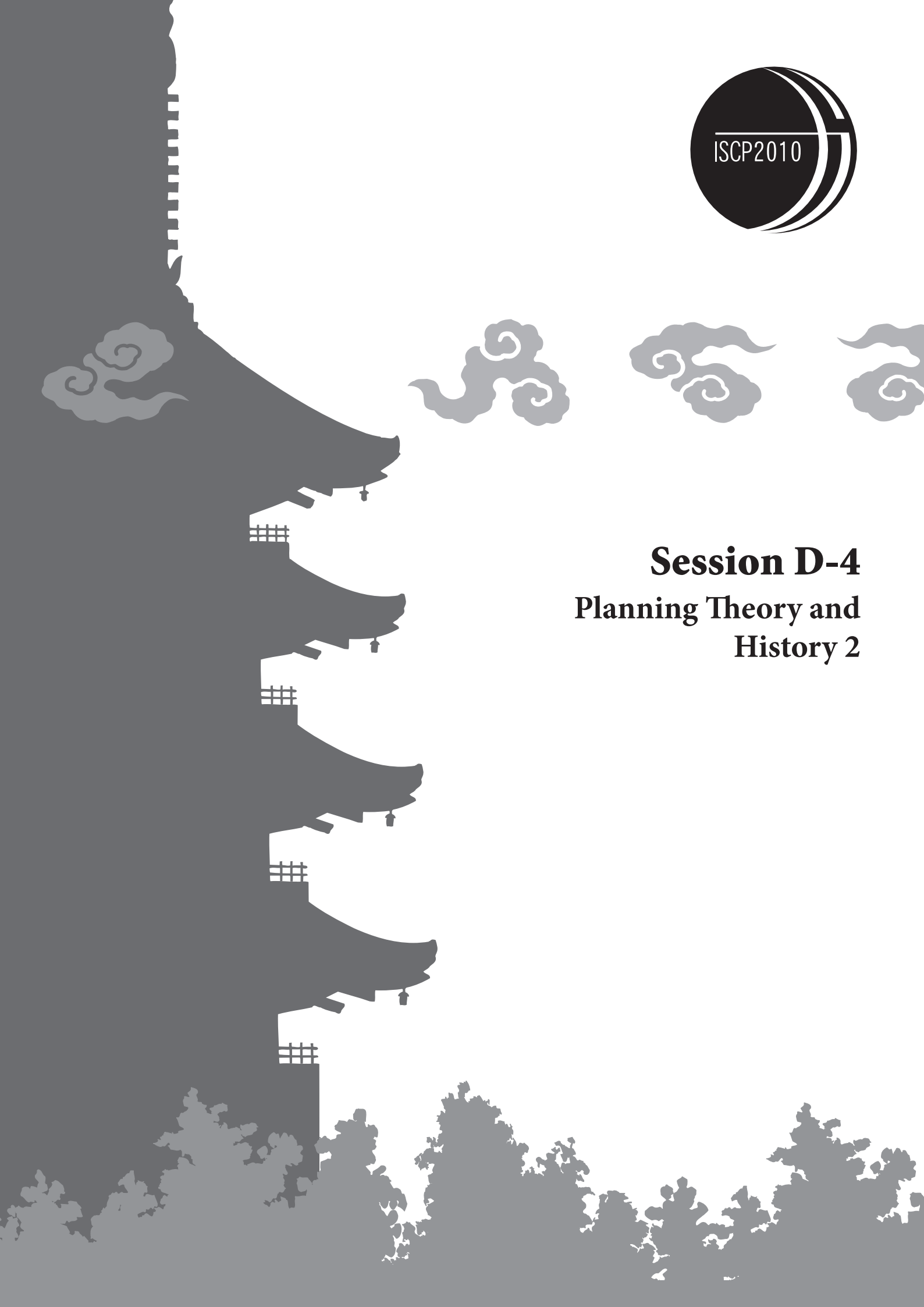


The background features a large, dark grey silhouette of a traditional East Asian building with multiple eaves on the left side. Several stylized, light grey clouds are scattered across the upper half of the page. At the bottom, there is a row of dark grey silhouettes of various trees and shrubs.

Session D-4

Planning Theory and History 2

53^T Urban Planning Under Population Change and Globalization -A Case Study of Oncoming Merged Taichung Metropolitan Area

Wen- Fong Huang¹, Li-Wei Liu² and Yaw- Hwa Liou³

Abstract

Because the urban region is formed by the concentration of population, population studies become the important issue in the field of urban planning. In Taiwan, urban planning is guided and influenced mainly by the population size in the urban area. However, due to the low birthrate and rapid population aging, population characteristics of declining and aging will inevitably affect the issues of urban planning.

Regional integration is among the top agenda in Taiwan as its goal is to promote city competitiveness. Although population scale is not the sole criteria of judging a city's competitiveness, the size of the population contributes directly to the labor supply the industrial base as well as the related costs of large populations.

Furthermore, the population in first tier cities is always over 2 million and has now become a requirement of city competitiveness. In Taiwan, regional integration is one way of increasing a city's competitiveness. But given the demographic shift of decrease in population growth, population change may be detrimental to city competitiveness.

This paper is intended to explore the population trends, the correlation between population and urban development, and the relationship between population change and city competitiveness in Taiwan's metropolitan areas. Furthermore, this paper will take Taichung Metropolitan Area as an example to identify challenges to such a demographic transition, and it then analyzes possible solutions in terms of regional integration and city competitiveness.

Key words: population change, regional integration, Taichung Metropolitan Area

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1. Introduction

Peter Hall (2002) in the paper of “Planning: Millennial Retrospect and Prospect”, pointed out that cities will face challenges in the 21st century including: changes in demography, economy, geography, and society as well as becoming a sustainable city. In developed countries, population aging is the most important planning challenge. The aging of the population is forecast to reach 40% or more of the entire global population in most countries by 2050. And within these old populations the ‘old old’, those 80 and over, typically between 15% and 20%, will reach 30-35%. International Photography Master, Yann Arthus-Bertrand in the film of HOME also said that Earth is changing fast, and all of them extremely uneven changes, such as 20% of the world's population consuming 80% of the Earth's resources etc.. All these are saying that the Earth is affected by extreme changes.

Taiwan is facing the same demographic questions of slower population growth, markedly lower fertility rates, higher life expectancy and population aging, issues which have emerged during the last two decades. According to the Council for Economic Planning and Development, Taiwan's population will decrease in 2014 to 2017 due to low birth rate, aging and zero population growth and then will be the coming era of negative population growth.

In the age of globalization, the role of countries is almost replaced by cities. To improve urban competitiveness is the mandate of government efforts. Facing this challenge, Taiwan's government has submitted the policy of regional integration by expanding the scale of urban areas to improve urban competitiveness as economic growth has generally accompanied that of the population (Yea, 2004). But does this truly work in the rapid population transition to enhance competitiveness by regional integration? This paper will analyze the population trends of the world, the correlation between population and urban development and the city competitiveness and then compare Taiwan's metropolitan characteristics and trends. Finally, this paper will use the Taichung Metropolitan area as an example to identify challenges and discuss possible solutions in terms of regional integration and city competitiveness.

2. The Demographic Trends of the World

According to recent reports, there were 6.59 billion people in the world in 2006, including 5.37 billion people (81.5%) in developing regions and 1.22 billion people in developed regions (18.5%). By region, population is distributed mainly in Asia (60.4%) and Africa (14.3%). In terms of population comparison by countries, China has the highest at 1.32 billion (20.0%) and followed by India, which has 1.15 billion (17.5%); these two countries together account for more than 1/3 of the global

population. As for Taiwan, its population is 2.3 million (0.3%), ranked 48th in the world.(see: table 1)

The United Nations estimates that the global population will reach 9.19 billion in 2050, increasing by more than 2.6 billion than 2006, of which 2.57 billion would increase from developing regions, indicating that the majority of future population growth comes from the developing regions. The differences between regions is that Africa's population would increased by 1.1 times due to the highest fertility rate and Europe would decreased by

9.2%. India's population would increase by 44.0% to reach 1.66 billion by 2050 and surpass mainland China (1.41 billion) and will rank first in the world.

The U.S. Census Bureau released statistics that the world's population will enter into a crisis of low fertility rate and aging from 2009, especially in Japan and Germany. Forecasting to 2040, the global population will reach 9.3 billion, where the proportion of aged people (over 65) will increase from 7% in 2010 to 14%. In 2008, there were three countries in the world that had entered a "super-aged society," (the proportion of aged population is over 20%) including Japan, Monaco and Italy, and there were thirty-four countries that became "aged society," (the proportion of aged population is over 14%). In 2015, the proportion of aged people will exceed the proportion of population under 5 years old; the first time in history. Judging from the development group, less developed countries are catching up to more developed countries. 76% of the world's aging population will occur in less developed countries in 2040 and China's aging population will increase from the current 8.3% to 22.6%. Russia's total population will be reduced by 24 million, a decline of 21%. Japan is at the unprecedented rate for the "old low birth rate" with currently the world highest rate of aging as shown in Table 2 (2008 population aged over 65 account for 22%), and also where the population will reduce 23 million in 2040. At the same time the proportion of people aged over 65 in Japan will increase from 22.6% to 34.4%, ahead of the rest of the world. (See: Table 2)

Table 1: Distribution of the World Population by Development Group and Major Area

項目：(項目、人口、百分比)	Unit: 100 Million Persons, %					
	2006年			2050年		
	人口 Pop.	百分比 (%)	人口 Pop.	百分比 (%)	人口 Pop.	百分比 (%)
全球 World	65.9	100.0	91.9	100.0	26.0	-
高度開發地區 More Developed Regions	12.2	18.5	12.5	13.5	0.3	-0.0
低度開發地區 Less Developed Regions	53.7	81.5	79.5	86.5	25.7	5.0
非洲 Africa	9.4	14.3	20.0	21.7	10.5	7.4
亞洲 Asia	39.8	60.4	52.7	57.3	12.9	-3.1
中國大陸 China	13.2	20.0	14.1	15.3	0.9	-4.7
印度 India	11.5	17.5	16.6	18.0	5.1	0.5
中東歐及C.C. 中東歐及C.C.	0.23	0.3	0.19	0.2	-0.04	-0.1
歐洲 Europe	7.3	11.1	6.6	7.2	-0.7	-9.9
拉丁美洲 Latin America	5.7	8.6	7.7	8.4	2.0	0.2
北美洲 Northern America	3.4	5.1	4.5	4.8	1.1	0.3
大洋洲 Oceania	0.3	0.5	0.5	0.5	0.1	0.02

Source: UN, MOI and CEPD in Taiwan (Data for 2050 was estimated by UN, and CEPD)

Table 2: The proportion of world population aged over 65 Unit: %

year	Taiwan	USA	Japan	German	France	England	South Korea	Singapore	Hong Kong	China
2001	8.8	12.4	18.0	16.9	15.9	15.8	7.6	6	11	7
2002	9.0	12.4	18.5	17.5	16.0	16.1	7.9	7	11	7
2003	9.2	12.4	19.1	18.0	16.1	16.0	8.3	7	11	7
2004	9.5	12.4	19.5	18.6	16.2	16.0	8.7	8	12	7
2005	9.7	12.4	20.2	19.3	16.3	16.0	9.1	8	12	8
2006	10.0	12.5	20.8	19.8	16.2	16.0	9.5	8	12	8
2007	10.2	12.6	21.5	20.1	16.4	16.0	9.9	8	12	8
2008	10.4	...	22.1	...	16.5	...	10.3	9	13	8

Source: 1. "World Population Data Sheet" of the Population Reference Bureau

2. Department of Statistics, Ministry of the Interior (Taiwan)

In summary, global demographic change have the following trends:

- (1) Global population will increase to 9,190 million in 2050, increasing by 40% as compared to 2006, and global population increases will mainly comes from less developed countries in the future, for example: Africa area and India.
- (2) On the contrary, population in less developed countries will increase, but more developed countries will face low fertility rates and the population will obviously concentrate on being distributed in the less developed area in the future, especially in Asia, for instance: China and India.
- (3) The aging society will happen worldwide; the aging population will account for 76% in less developed countries in 2040.

3. The Relationship between Population and Urban Development

3.1 The process of urban development

The Chicago School of Sociology stated (in 1920S) that the city development transition can be divided into six stages: gathering, centralization, decentralization, isolating, invading and adopting where the change of the space structure is assembled, moved, changed etc. and produced by people.

Den Berg (1987) divided the evolution of a city into centralization, suburb, de-concentric and re-centralization (Lin and Wang, 2008). Both are accurate observations to the evolution of cities.

According to the Van den Berg et al. (1982) study, the modern city evolution in European countries can be divided into four stages (Fig.1): (1) Urbanization stage - The workforce shifts to the industrial sector from the countryside. The population in the central city increases at this stage whereas the

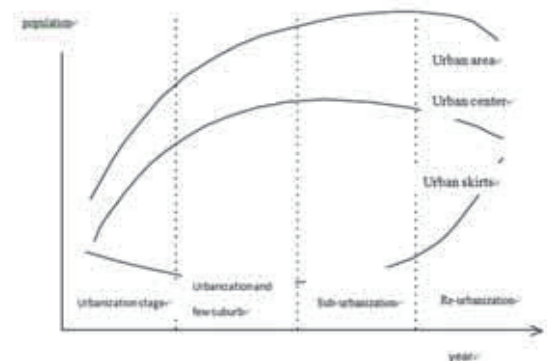


Fig.1: The Population Curve of Urban Development Stages

Source: 1. Balchin, Paul N., David Isaac and Jean Chen (2000), Urban Economics, p.246, New York: Palgrave

2. Liu and Dong, 2003

peripheral population in the city is reduced. (2) Urbanization and few suburbs - The infrastructure of the traffic are improved, the service sectors expand, the manufacturing industry shifts out the city center, few citizens migrate to the suburb. (3) Suburbanization - Citizens continue migrating to the suburbs, causing the suburbs to become more crowded. The population in the city center reduces, but the regional population of the city still slowly increases. (4) Re-urbanization or de-urbanization - the suburbs have reached maturity, which benefit the developments of satellite towns beyond the city center. Overall urban population reduces. (Liu and Dong, 2003).

3.2 The transition of urban structure

A.G. Champion (2001) proposed that the more developed countries had experienced the second demographic transition during the last three decades as many countries have demonstrated slower national population growth, markedly lower fertility rates, higher life expectancy and population aging, less and later marriage, and smaller households. The new demographic transition is becoming one of the key features of the twenty-first century and is critical for shaping urban development and change. The new demographic transition will apparently have the impact on the urban population and thus on the growth and decline of cities (Thorns, 2002).

Changes in the population structure which make up the city system also has encountered the same degree of change. In the 1970s, a switch from urbanization to counter-urbanization was observed in many countries and subsequently the metropolitan migration turnaround has faded in most cases or even reversed itself again. In addition, the emergence of a new type of urban phenomenon involving the interweaving of separate urban centers into a multimodal region or megalopolis (Gottmann, 1961). The dominance of the main commercial nucleus has been challenged by the growth of centers in the suburbs or in essentially exurban locations, which have been exemplified most notably by Garreau (1991).

The connection between population and urban structure can be observed by Fig. 3. When the population transition was changed to the second, the urban structure was changed from the monocentric city (MC) to polycentric urban region (PUR) during the period from 1950 to 2025 where the process of transition involves

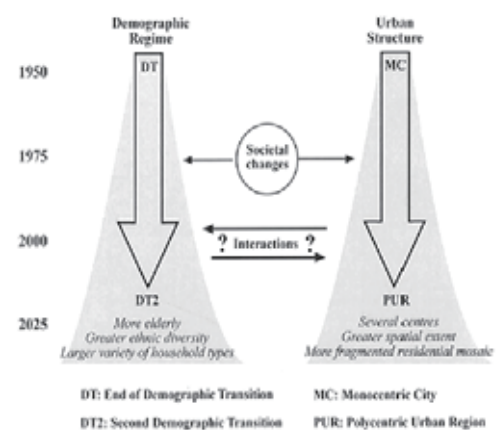


Fig.3: Schematic Representation of Changes in Demographic Regime and Urban Structure, 1950-2025

Source: A. G. Champion (2001)

the reciprocation among population regime and urban structure.

3.3 Population-oriented planning issues

Facing the change of population structure and residential areas where many developed countries have already experienced different planning issues, related research can be divided into the following areas:

(1) The majority of the population is gathering the central cities

Accompanied with the global population structure changes, urban structure has changed, too. The United Commission on Population and Development presented that half of the world's population will live in cities by 2007 in a monthly report of 2005. The report also pointed out that of the 6.5 billion populations in the world, 3.2 billion live in the world's first-ranking cities and that this figure will grow to five billion by 2030, accounting for 61% of the global population. As countries speed up the process of urbanization, "super cities" with populations of more than 10 million are also increasing rapidly. For example, the population of New York and Tokyo are more than 10 million each. In 1950, only Shanghai and Mexico in 1975 (GU, 2000) had such large populations, but in 2009, there were 26 major cities which had population of more than 10 million.

(2) Depopulation's influence on the city

Depopulation growth in a country has an enormous impact on society, such as the impact of the economy, reduced national competitiveness, employment, manpower shrinking, aging workforce, manpower supply and demand imbalance and other issues, resulting in demands in economies of scale and manpower structure which cannot be met, while consumer behavior is affected and also commercial markets. Other factors include greatly reduced tax revenue, fiscal black hole and so on.

Hall P. and Pfeiffer.U. (2000) believed that low fertility rate was

the inevitable trend of more developed countries as women who were highly involved in the labor market would result in smaller households. Currently 75% of households population is only 1-2 persons and more than 30% of households have no children, at the same time, the role of a traditional family which provide services for the elderly has been lost. From Figure 2 one can see the interaction between factors such as working women, low fertility rate and women who have entered the market resulting in changes in the social structure.

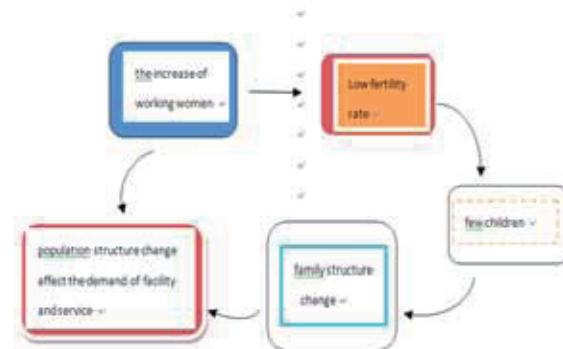


Fig. 2: The Interaction between Different Social Structures

Source: Lin and Qian (2003)

Watanabe Shunichi(2002) proposed that Japan will enter the depopulation era in the 21st century and the social state had already changed from “growing, expanding development and construction” to “stabilizing, declining, reducing and keeping” where the growth prerequisite of traditional urban planning has already faced changes.

(3) Redevelopment in the inner city

Robert Sander (2006) proposed that in light of parallel and massive changes in the economic and demographic conditions of “urban development without growth”, the issue of internal urban development has gathered momentum. Widely differing facets of a changing urban policy are emerging, requiring integrated strategies and the development of appropriate “city management” structures. To hold their own in competition with others, many cities are endeavoring to raise their profile by improving the urban stock. Local authorities have focused on the following spheres of action: developing identity-forming centers, conserving historic buildings, adapting the social and technical infrastructure, fostering the residential functions in inner cities, as well as creating recreational and cultural functions in inner cities. The most important tasks in inner-city development are the creation of an identity-forming center, the conservation of historic buildings, the strengthening of the residential function in inner cities through modernization, neighborhood revitalization, and new housing construction, and by dealing appropriately with vacant stock.

Peter Hall (2002) forecasted that the planning issues in the 21st century were to revitalize the cities. It essentially dealt with the traditional physical planning aspects like street layouts, densities, townscape, the question of agency and funding, what were the right administrative structures, etc. Above all, urban regeneration must deal with wider social and economic issues. Real revitalization therefore demands multiple skills and multiple actions on many fronts: economic, social, physical and creativity.

(4) The generation of the perforated city

The models and objectives of the European city have begun to shift (Becker et al. 1998). The traditional spatial pattern of the compact, dense, and mixed-use European city has been disrupted in many places (Reuther 2002; Doehler-Behzadi 2003). Models for the urban region were consequently attracting more attention, because in Europe-wide competition, cities were increasingly defining themselves in regional terms (e.g., “metropolitan regions”). Thus, the “perforated city” concept gained popularity (Lutke-Daldrup 2001).

Action was needed to address discontinued use, vacant stock, declining demand, the underutilization of facilities, and the radical changes all this would imply. Demolition, decommissioned facilities, and conversions were characteristics of this development. The perforated city harbors risks like dilapidation, stagnation, and loss; but it also offers opportunities and positive stimuli for development like adjustment to

modern living requirements, “retreat” from the urban fringe, and more open spaces in the city.

(5) The planning issues in an aging society

Joel Yerpez (2004) thought that the aging processes determine the individual’s specific relationship with time and space, and therefore with the city. The relationships are not exclusively linked to organic aging, but also corresponds to physical constraints in cities, the service offered and transportation networks, as well as to symbolic and imaginary dimensions of the city, etc. Urban planning has thus become a topic for reflection to improve the living conditions of elderly people, particularly considered from the point of view of mobility and insecurity (Yerpez, 1998).

About urban sprawl, Yerpez (2004, 2004a) defined a set of new urban management tools (Urban Travel Plans, Local Urbanism Plans, accessibility decree) which may be used to think about the “integration” of the elderly into the city. But the local actors must take up this subject as a reflection on urban quality must be profitable to everyone. To solve the recreation and care for elderly people, Yu and Wang (2009) proposed the policy of community empowerment and service, education and reuse of manpower.

3.4 Regional cooperation

Bernhard Muller/Stefan Siedentop (2004) proposed that demographic change has become a major topic for German municipalities. Not only will large-scale shifts take place but growing and shrinking communities will exist side by side within heavily built-up regions. The trend towards sub-urbanization and dispersion in the 1990s will weaken without sustained re-urbanization. This requires rethinking on the part of municipalities and regional planners. Growth-oriented approaches must be paralleled by a “decline paradigm.” The region will become a more important spatial platform for the efficiency-oriented adjustment of settlement structures and the development of integrated regional adjustment strategies.

4. The Relationship between Population and City Competitiveness

Globalization results from the progress of traffic and communication as the spatial obstacle has been reduced in the higher transnational transportation between people, goods, funds, admit and image (Brenner,1999). This phenomenon leads to the more severe fact of economic competition, the separation of social relationships, space polarization and the declining influence of country-controlled territory. The trend of space structural theory came out with the core of “flow space” (Castells,1996).

Harvey (1989: 8-11) believed that the city competition followed by globalization, mainly have four following types: the work competition divide, cultural consumption

space, the management competition about finance, government, information gathering and the surplus re-distribution of central government. So facing globalization, the method that a city can improve its competitiveness has already been changed from those of the traditional city and now is how to compete with other cities in fast, flowing space.

Chen (2009) adopted perspectives and methodologies of futures studies to explore the triangular framework of city development and urban competitiveness. The future shape of the city is not fixed and that is the key point of city competitiveness, particularly when cities are dormant and include a static population and a static movement etc. The future city will be the triangular framework of pull, push and weight. Push of future includes globalization, urbanization, population structure, localization, environmental movement, cultural creativity and innovative technology. Pull of future includes post-modern industrial city, the global science and technology city, world city and multi-cultural cities, and weight includes improved infrastructure, sustainable resources, urban landscape, etc.

Although we cannot find out the direct relation between population scale and a city's competitiveness, according to the experience of the advanced countries, we know that cities with more than 5 million always have high urban competitiveness. Gu ChaoLin (2004) proposed that population scale indicates the economic performance of city and above all, indicates that the city's future is full of variety and stability. Furthermore, we can also improve city competitiveness by methods of space polarization, regional cooperation, and sustainable practices as well as openness to international populations, increased global connectivity and improving the city's position in the urban system.

5. The Demography Trend in Taiwan

5.1 Demographic transition in Taiwan

(1) The increasing rate of population

Although Taiwan belongs in the category of less-developed country, it faces the same low fertility rate and population aging issues. According to Ministry of Internal Affairs, calculated annual average fertility rate in Taiwan is 1.05% in 2008, which has already became the lowest in the world, even lower than the more advanced country (for instance: Japan (1.3) , Singapore (1.4) , Germany (1.3) , France (2.0). The Social Increase Rate is around 1‰, and according to CEPD (2009), forecasted fertility is similar to the mortality rate in 2014. This means the highest population figure will be 23.9 million in 2016 and then enter the depopulation era.

(2) Population structure

Taiwan is becoming an "aging society" as since 1993 and then later on, the total

population ratio of elderly population has rose rapidly. At the end of December 2007, the elderly population has reached 234 million and counts for 10.2% of the population. Taiwan is estimated to become an "aged society" (14% threshold) in 2018 as the "Number of Years for Percent of Population Age 65 & Over" will rise from 7% to 14 % in just 25 years and the speed is considerable with Japan (24 years) and is much higher speed than United Kingdom (47 years), Italy (61 years), the United States (73years) and France (115 years).(see: Fig. 4).

The population structure of Taiwan is between those of less and more developed countries. Due to the decrease of fertility rate, population structure by age has changed to the population-base of teenager and adult, which is estimated by 2050 to be converted to the elderly. The number of low age group will be reduced, and the number of females in the higher age group is greater than that of males.(see: Fig.6)

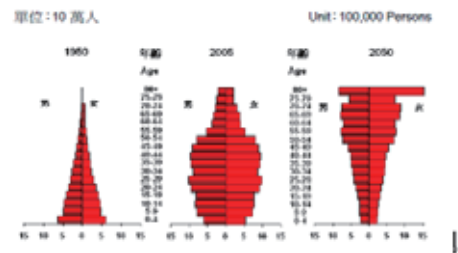


Fig.6: Taiwan's Population Structure by Age and Sex

Source: Dept. of Household Registration Affairs, MOI

(3) population migration

Taiwan's population migration, according to the history of urban growth, can be divided into three phases, including (a) Han reclamation and rural market period (1600-1894), (b) agricultural development and urban growth period (1895-1945); this period has formed what is called "the central theory" by Christaller (1933), (c) economic development and metropolitan period (1945-2000); this period of urban growth patterns have been generally consistent to the first to third stages of European urban growth proposed by Van den Berg et al. (1982) (Liu and Tung, 2003, Fig.1).

Chou (2000) observed the mobility trend of local industries in Taiwan and pointed out that northern, central, and southern regions tend to form a self-contained network of affiliated industries. Among the regions, respective flows in the southern and northern regions are far more obvious than the central and southern flows; more than 65% of the total internal flows in Taiwan are concentrated in the northern, central, and southern areas with the northern region accounting for 1/3 of the flows. In the face of global competition, Tsu-Lung Chou proposed two alternatives: (1) a polarized development strategy (2) triple-polarization network urban areas (networked-city regions) development strategy. Although the single polarization strategy combining the fundamental characteristics of Taipei City can act as the basis for consistent growth in the phase of global competition, the limited development space in Taipei as well as the restrictions and the regional balanced development concept have rendered triple-polarization networked-city as the more appropriate development strategy. This discourse in Taiwan to enhance the international competitiveness of its cities and

counties matches the current political transformation of cities merging in the northern, central and southern regions to become municipalities. Ho & Hsiao (2004) addressed that with the population trend gradually smoothing, demographic migrations becomes the major determinant of space structure, demographic migration within the same cities and counties accounts for 55% of the total figure, however, metropolis like Taipei City with its industrial advantages and employment opportunities still attracts the majority of the migrations. The signs of industrial and population polarization are growing for example the changing demographic structures of the three metropolitan areas.

5.2 Population Characteristics after Regional Restructure

In the year 2010, Taiwan officially enters the era of regional restructure, which from 2 municipalities and 21 cities and counties to 4 municipalities and 17 cities and counties. Using the 2009 official figures, the four municipalities will account for 59.54% of Taiwan's total population and 50.83% of the annual budgets and these represent signs of polarization in Taiwan. An average 1.02% community growth rate shows Taiwan lacks the attraction for foreign immigrants.

For the demographic migration of the four metropolitan areas, the analysis of the 2008 statistical data shows only Taipei exhibited negative community growth rate and the others all had an increase. Within the Taipei Metropolis, Taipei City's negative growth rate was 4.35% and Taipei County even experienced a positive rate as high as 5.59%.

In terms of population composition, in the four metropolitan areas, the composition are mainly teenager and adult, and are consistent with the 2005 population pyramid, but accompanied with the low fertility and aging population increases, the future of the four major metropolitan areas are likely to face an aging population due to those two factors.

Table 3: Social Increase Rate in the 4 Metropolitan Areas unit: %

Metropolis	In-migration Rate	Out-migration Rate	Social Increase Rate
Taipei Metropolis	88.94	89.83	-0.41
Taipei City	90.59	94.94	-4.35
Taipei County	91.16	85.57	5.59
Keelung city	85.06	88.97	-2.46
Taichung Metropolis	88.51	85.17	3.35
Taichung city	106.61	100.65	5.96
Taichung city	70.41	69.68	0.73
Tainan Metropolis	73.08	72.13	0.95
Tainan city	86.96	84.36	2.60
Tainan city	59.19	59.90	-0.71
Kaohsiung Metropolis	80.98	81.36	4.50
Kaohsiung city	91.16	89.46	7.30
Kaohsiung county	70.79	73.25	1.70

Source: MOI (Taiwan) and this study

Table 4: 4 Municipality's Population Structure in 2009 unit: %

region	0-14	15-64	over65
Taipei metropolis	14.6	75.2	10.1
Taipei City	15.1	72.3	12.6
Taipei County	15.8	76.2	8.0
Keelung City	15.0	74.0	11.0
Taichung metropolis	18.0	73.4	8.6
Taichung City	18.4	73.5	8.1
Taichung County	17.8	73.4	8.9
Tainan metropolis	15.2	73.2	11.5
Tainan County	14.5	72.5	12.9
Tainan City	16.3	74.2	9.5
Kaohsiung metropolis	15.4	74.5	10.1
Kaohsiung county	15.1	74.6	10.3
Kaohsiung city	17.1	71.3	11.5

Source: Dept. of Household Registration Affairs, MOI and this study

6. Case Study -- Newly Merged Taichung Metropolitan Area

6.1 The development process of Taichung Metropolis

According to the land restructuring policies, Taichung County and Taichung City will merge together to form a municipality in December of 2010. This new municipality located in Taichung (Central of Taiwan) can fulfill the central objective of regional balance, and also enhance the city's competitiveness in all aspects.

Up to December 2009, Taichung City's total population amounted to 1,073,635 people and Taichung County had another 1,562,126 people. The total combined population for the Taichung Area was 2,635,761 people and its population growth has been on an upward trend since 2005. Taichung City is divided into administrative districts of Central, East, West, South, North, Situn District, Nantun and Beitun. These eight districts hold a land area of 163.4256 square kilometers with a population of 794 960 in 1992 and by February 2008 the population has increased 36.21% to 1,074,897 people and the figures are still rising slowly.

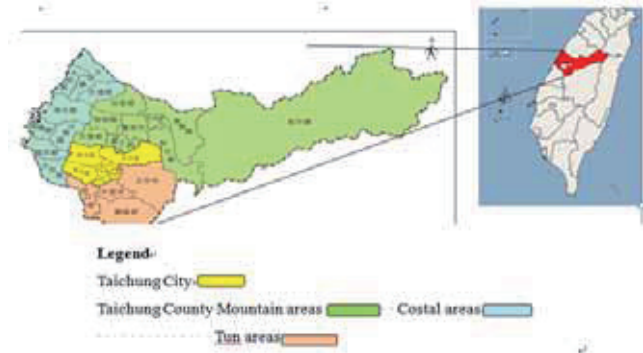


Fig. 8: Taichung Metropolis Map

Source: This study

Taichung County is divided into 3 areas and 21 administrative districts including mountain areas (Fengyuan City, Tungshih Township, Houli Township, Shengang Township, Tanzih Township, Daya Township, Sinshe Township Shihkang, Waipu Township and Heping Township), Tun areas (Dali City, Taiping City, Wujih Township, Wufeng Township) and coastal areas (Ta-Chia Township, Chingshuei Township, Shalu Township, Da-an Township, Wuci Township, Dadu Township, Longjing Township). Taichung County has a land area of 2,051.4712 square kilometers and since 1992 the population has increased 18.57% from 1,317,505 to 1,562,126 in 2008. This population growth trend has continued to rise gradually.(see Fig.8 and table 5)

Taichung City's population growth rate on average was above 5% and it peaked in 1998 and since then the growth rate gradually smoothed. From 2005 Taichung County started to experience positive population growth but generally its rates have been low.

Table 5: Taichung Metropolis Data in 2009

Region	Area (km ²)	Population	Density (persons/km ²)
Taichung City	163.4256	1073635	6571
Taichung County	2051.4711	1562126	761
Taichung Metropolis	2214.8967	2635761	1190

Source: This study

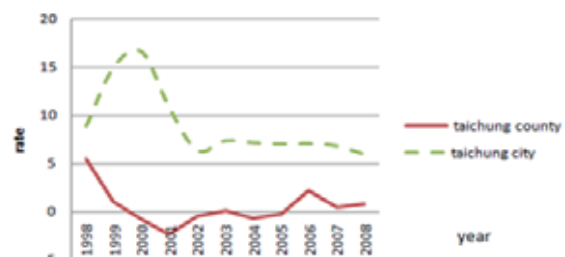


Fig.9: social increase rate by Taichung city and county

Source: MOI web (2009, Taiwan) and this study

(See: Fig. 9)

Although the total population of Taichung City showed a slow growth rate, the community growth rate remains positive. However, as can be seen from the graph in 2002 the number of population increase has started to decline, meaning that the number of population is falling year by year.

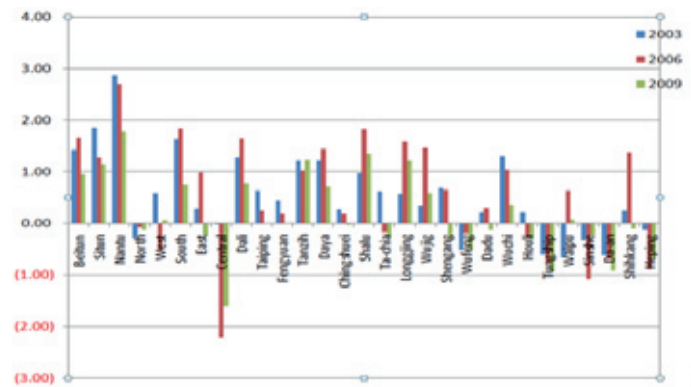


Fig.10: The district comparison of social increase rate in Taichung metropolis by 2003, 2006 and 2009 years.

From the population growth rate comparison of 2003, 2006 and 2009, we observed significant growth in the nearby townships and Wuchi is the only exception of being next to Taichung Port.(see Fig.10)

In terms of population density, Taichung City has an average population density of 6,571 people/ km² and in the Central, North, West and Southern District population density (around 16,000 / km²) is much higher than other areas. A strange phenomenon has developed in Taichung City where there is positive population growth in districts with low population density while ones with high population density are seeing population reduction.

Population density in Taichung County is an average of 761 population/ km². The population density of the first 4 were over 3,000 people/km², Dali's population density even exceed those districts which are next to city center.(see Fig.11)

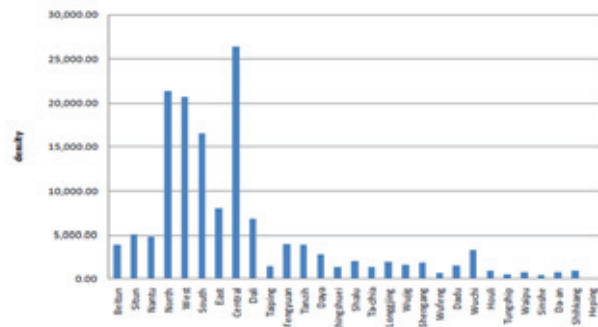


Fig.11: the District Comparison of Population Density by 2009 year

As showed in the Taichung City Population Distribution Chart, from 2002 despite the slow population growth there have been major increase in the concentration of outlying districts, and Nan Tun area experienced the highest rate of population increase. While the North and Central Districts are seeing a continued reduction in its population and the East District is witnessing its first negative growth. And Taichung county the population mainly gathered in Fengyuan, Tanzi, Daya, Dali and Taiping which with its closer location to Taichung City.

In terms of population composition in 2009, Taichung Metropolitan Area has a considerable proportion of men and women mainly composed of young and middle-age persons. Ageing people accounts for about 8.6% of the total population,

which show that the Taichung metropolitan area is younger than other metropolis in Taiwan and is slowing becoming an aging society (see table 4)

6.2 The characters of population distribution and growth characteristics in Taichung city and county

The following are on the urban development process and will develop models of Taichung County and City Population characteristics.

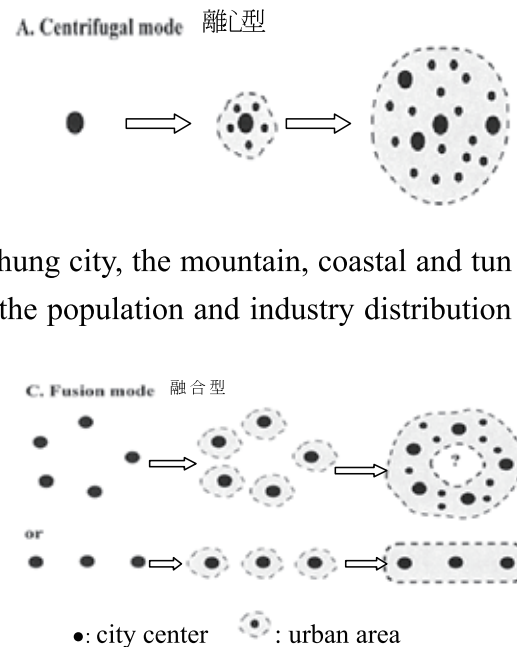
First, the characteristics of population transition; Taiwan's population according to the CEPD projections will experience depopulation and low fertility rate, so the future population increase will mainly come from immigrant populations. Using Taichung metropolitan area and surrounding counties and cities as examples, Taichung City and County are showing positive population growth, but the surrounding counties, including Changhua County and Nantou County, have negative growth of population. The reason behind Taichung's positive growth is because the input of big construction, such as the Central Taiwan Science Park. We can summarize the following points:

- i. The population composition is formed mainly by teenage and working population, but Taichung Metropolis is already an aging society which is lower than 10.2% of national standard.
- ii. The Taichung metropolitan area, including Taichung County, Changhua County and Nantou County, the total average social growth rate is still negative. Furthermore, of the Taichung metropolitan area's population, the majority (91.5%) still remain in the Taichung metropolitan area however there are some (8.5%) population that have moved to other metropolitan area.
- iii. Taichung Metropolitan population reduction will magnify as time goes by. With the global trend, natural population growth rate will turn negative although community population growth rate remains positive for the moment. However, total population of the Taichung metropolitan area is still suffering from outward migration, so in the future unless there are new major constructions and investments, the social rate of increase will be negative

Second, the process of urban development; Taichung City's urban development originated from the Central, North and West Districts and as the population reached a certain density level, it began to spread towards the Beitun, Nan Tun and XiTun District. Taichung City followed similar development patterns as those in the developed countries as areas with high population density experienced negative population growth and low population density areas had positive growth. Taichung County population density is well below the Taichung City rates and there is no relationship between the population density and population growth rate as found in Taichung City. However, there is a link between population growth and geographical

areas and this relationship is evident in the administrative districts next to Taichung City. Dali has a density rate higher and a population growth rate lower than Taichung City's Beitun, Xitun and Nantun districts. If Dali becomes a district of Taichung City, it will meet Taichung City's overall population growth trend.

Third, Urban development model; With the changing population structure and changing community environment, a city has evolved from single-core into a multi-core. Due to the small land area of Taichung City, the original downtown area had a clear cut advantage. However as population expanded outwards and the city became multi-core, the downtown region then faced extreme competition for people and business opportunities as resources became scarce and in the end a formidable restructure was done. On the other hand, Beitun, Nantun and Xitun Districts have gradually developed into a small District Center, with the migration of the City Government Building to the Nan Tun area, it is destined to become the new city center. This situation coincides with A.G. Champion proposed centrifugal type.



7. The Development Issues of the Merged Taichung Metropolis

7.1 With demographic changes and the trend of globalization, the merged Taichung metropolis will encounter hidden issues related to city competitiveness

In the global urban competitiveness report of 2007-2008 regarding Taiwan's cities, Taipei City ranked No. 112, Kaohsiung City ranked No. 227 and Taichung City ranked No.382. Thus, according to the experience of advanced countries and Taichung County and City's past development, there are many challenges that lie ahead to enhance the competitiveness of the city by regional integration.

The merge of Taichung City and County is to serve the purposes of expanding city

scale, strengthen urban governance, responding to globalization as a global metropolis and finally to enhance Taiwan's competitiveness. These purposes of regional integrations actually at least should achieve the first three goals. The merged Taichung Metropolis sits on a land area of 2214.9km², with a population of 2.63 million people, and if the population growth stays the same, the Taichung metropolitan area reaching the list of world metropolitans is difficult. Furthermore, responding to globalization as a global metropolis can't be done just by regional integrations and population scale. To enhance the city's competitiveness, Taichung Metropolis should consider the impact of globalization and the building of the city identity, increase in global connectivity, and strengthen regional governance, openness to international population, sustainability, and creativity of a city.

7.2 With demographic changes and the trend of globalization, the merged Taichung metropolis will face urban planning issues

In advanced countries, cities because of population decline, aging and other issues, have produced phenomena such as the population concentration back to the city center, perforation of the city and others. There also arise urban planning issues such as the traditional urban revival, urban renewal, urban design and so on. In contrast, the general population of developing countries will continue to rise and there will be high population density in downtown, high land prices and rapid transportation growth as the urban population would be facing the phenomenon of anti-urbanization and sprawl to rural. The key urban planning issue would still be maintaining sustainability from 90 years. Taiwan is just between these issues as fertility rate has declined much faster than developed countries, and the speed of aging phenomenon is higher than the more developed countries.

In terms of urban scale economy, due to depopulation and the northern, central, and southern regions of Taiwan tend to have their own independent economic development but with the industrial advantages of the metropolitan area (such as the Taipei metropolitan area) attracting the most population. In contrast, the inter-activity between Taichung- Taipei, Taichung- Kaohsiung or Tainan is fewer. The population and industrial space polarization has begun to emerge. In the future, with population reduction and independent development trends of the regions, will the demand volume be supported by the cross-regional public transport operating costs and other larger public facility? This is the first question.

Declining population is the inevitable trend and Taichung Metropolitan population moving into newly developed and low land prices regions has become the urban development phenomenon. At the same time as cities of advanced countries are facing inner city problems, Taichung City also has to face population and industry decline in

the Central District, so how to regenerate the inner city is a big problem. Another issue is the im- migration and depopulation make the perforation of the inner city. The perforation of the inner city urban area means discontinued use, declining demand and the underutilization of facilities in the inner city. So how to re- plan the perforated city in order to accommodate modern living requirements and gain more open space is the second question.

Finally, under the demographic transition and globalization trends, although total population does not increase in the future, it does not represent that the regional population doesn't increase as migration is also the main reason of population increase. Therefore, the new planning thinking should be incorporated into urban planning growth and shrinkage where it means that Taiwan's population will be concentrated into some metropolis areas, but where there the metropolis's population will experience "im-migration"; Taichung metropolis's districts will face the same issues in the future. This is the third question.

8. Concluding Comments

The main focus of this paper has been to set down a marker challenging the central policy of regional integration to enhance city competitiveness. It has been documented that the major planning issues arising from the population transform and the globalization trend. Further research would be required on population growth and reduction and the linkage between urban regional structure and demographic distribution transition. Clearly, this paper has raised many questions than it has been able to answer. Hopefully, it will help stimulate debate about urban growth issues and assist in the search for appropriate approaches to solving the question of urban planning and globalization due to population transition.

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54^K Ancient Capital Conservation Plan of Korea and Its Implications for Urban Plan**Mie Oak Chae, Ph.D.**

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Abstract

The main purpose of this paper is to review changes of cultural conservation policy and introduce a new conservation policy of historic city. In 2004, the Korean government enacted “Ancient Capital Conservation Act” in order to restore historical identity and cultural environment of ancient capital city. This act aims to revive local economy and living environment as well as historic environment.

Based on this act, Ancient Capital Conservation Plans (ACCP) were created for four ancient capitals in Korea, such as Buyeo, Gyungju, Gongju, and Iksan, reflecting paradigm shift from site-specific conservation to historic environment conservation. ACCP adopts a spatial planning concept to expand the conservation efforts from individual cultural property to city level. As an implication of ACCP, urban planning should increase its role in creating and conserving cultural environment of city. For this the paradigm of urban planning in Korea needs to be shifted from the efficiency-oriented development to cultural environment-oriented reorganization of the city.

Keywords: Ancient Capital Conservation Plan (ACPP), Historic Preservation, Historic Heritage Conservation Policy,

1. Introduction

During the era of industrialization, urban competitiveness largely depended on economic activities. In this knowledge-based society, however, environmental soundness and cultural uniqueness have emerged as the most critical factors in determining a city's competitiveness. Nations around the World are competitively pushing projects to preserve and rehabilitate their

historic and cultural assets as a part of efforts to solidify national identity. Such projects are becoming increasingly important since they prove to both strengthen national pride and boost regional economy. However, Korea's urban planning did not succeed to place sufficient emphasis on historic and cultural resources. Such aspects remained on the sidelines in urban policy and planning both of which focused on economic development and industrialization. The 44.6% of lots included in Cultural Protection Districts, which are designated to preserve cultural property by Cultural Protection Act, are located in Residential Zone and Commercial Zone. This means that lots of cultural heritage is surrounded by high density development zone, can be suffered by development pressure.(Chae et. al, 2009). This stemmed not only from the priority of economic development but also from lower public awareness of the significance of cultural heritage.

Recent successful conservation cases of traditional Korean houses (Hanok), such as Bukchon Hanok Village and Cheonju Hanok Village, added a new perspective to urban planning in Korea, which perspective addresses the importance of cultural heritage in urban context (Jang, 2009). There are also some cases using individual historic or cultural assets for urban regeneration or as tourist attractions (Kang and Lee, 2008). However, enhancing cultural uniqueness and authenticity through conserving city's historical texture and its spatial structure, seems still far to be reached in current urban planning concept in Korea. Given that, it is necessary to address the role of urban planning in conserving cultural environment and historic identity of a historic city.

The Ancient Capital Conservation Plan (ACCP) is, on the other hand, considered to be the first attempt that adopts spatial planning approach to recover or conserve historic urban structure of ancient capital cities in Korea. This paper is going to review the changes of cultural conservation policy of Korea as background information of ACCP, and explore the implications of ACCP for future conservation efforts through investigating the major concepts and contents of ACCP and comparing ACCP with urban planning of Buyeo, one of ancient capital of Korea.

2. Historical Change in the Conservation Policy of Korea

1) Site-specific Conservation Policy

In Korea, the basic framework of the plan on protecting cultural properties was established with the enactment of "the Cultural Properties Protection Act" in 1962. This Act played a vital role in protecting cultural assets from the rapid industrialization and economic development that began in the 1960s. Such policy approach focused on the conservation of individual cultural assets but proved to be ineffective in managing and harmonizing them with the surrounding areas. There were several cases in which historical and cultural scenic areas were damaged

because the site-specific conservation policy was not able to control land developments and building constructions near cultural heritages.

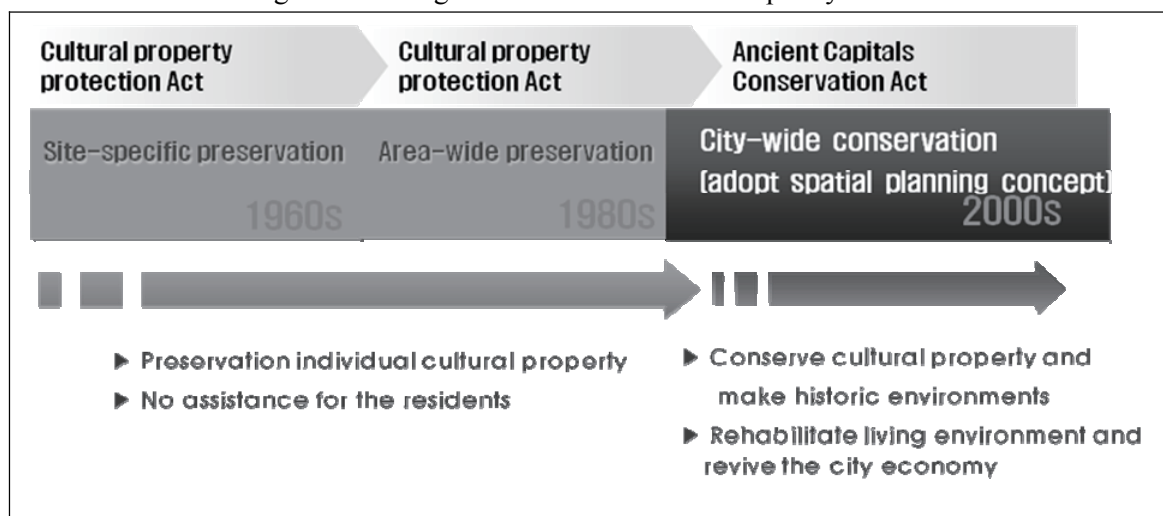
2) District Conservation Policy (Area-wide Conservation Policy)

The attempt to manage the cultural resources at a larger district level began in the 1980s but was not pursued continuously. Such examples were projects to preserve folk villages including Nagan-eup Village (South of Jeolla Province), Haehoe Village and Yangdong Village (both in North of Gyeongsang Province) and Seongeup Village (in Jeju Island) (Kim et al., 2007). “The Act on the Preservation of Traditional Buildings” was enacted in 1984, under which not just individual architecture of 'Hanok' (traditional Korean house) but also the entire district was to be designated as a conservation zone. However, due to insufficient government support and compensation, the project did not succeed and the special law was also abolished.

As can be seen, there have been pursuits to shift Korea's cultural property protection plan from a site-specific level to an area-wide level but was not hugely successful. In particular, there was a widespread notion that the historical and cultural sites refer to only those areas that retain cultural assets, which meant surrounding areas of the historical assets are left up to rampant development.

In the late 1990s, the save-the-hanok-village movement began as a campaign closely related to the villagers' daily lives rather than for the sake of tourism. With the success of Jeonju Hanok Village (North Jeolla Province) and Bukchon Hanok Village (Seoul), there has been a growing movement to stimulate the regional economy by preserving traditional residences. Also, there is an increasing attempt to utilize historic and cultural resources in urban regeneration projects, such as the creation of arts and cultural streets, forging livable cities, and renewal of public facility designs (Kim et al. 2007; Moon, 2008).

<Figure 1> Changes of cultural conservation policy in Korea



Sources: Chae, Mie Oak. Nov. 2009. “Changes to Territorial development Plan and Ancient Capital Conservation Plan”, Ancient Conservation Forum of Iksan City, Mabaek Cultural Conservation Research Institute.

3) Historic Environment Conservation Policy on a City Scale

The start of the 21st century was a new turning point in terms of fostering culture and enhancing quality of life along with conserving traditional residences through the save-the-hanok village movement. It was required that the method of preserving cultural assets should be changed from protecting individual cultural properties to manage the historical environment of a city. The Ancient Capital Conservation Plan (ACCP) aims to do just that. The Cultural Heritage Administration enacted “the Ancient Capitals Act” in 2004. Under this act, the government is attempting to conserve historical environment along with the cultural heritage on a city level.

Ancient capital city refers to city, which served as historical and political center in the old dynasty, where the kings resided. Gyeongju (the capital of the Silla Kingdom) and Buyeo, Gongju and Iksan (the capitals of the Baekje Kingdom) have been designated as ancient capitals under “the Ancient Capitals Act”. Unlike other cities, ancient capitals are filled with tangible and intangible historical assets such as royal palaces, Jujakdaero (the main street from the main palace lined by administrative offices), fortresses, temples, royal tombs and other nationally managed historic relics.

Gyeongju remained as the capital of the Silla Kingdom for 1,000 years from B.C.57 to A.D.992. There are 297 designated cultural properties in Gyeongju and among them, 70% of them are designated as a national heritage.

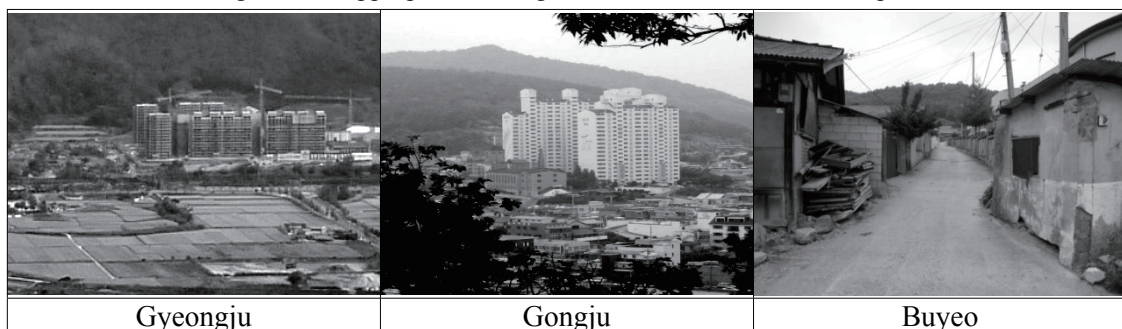
Gongju was formerly named Ungjin and was the capital of Baekje for 64 years before the capital transferred to Buyeo. The capital relocated to Buyeo (Sabi) from Gongju (Ungjin) in 538 (the 16th year reign of King Seong of Baekje). Buyeo, formerly known as Sabi, remained a capital city for 123 years until its downfall in 660 by the combined forces of Dang(China) and Silla. A political city was created along the coast of the Geumgang River in Iksan during the fifth and sixth century of the Baekje Kingdom. In the mid-seventh century, Iksan enjoyed its heydays as a political and cultural heart city by the political force situated near Geumma region (Chae et al., 2007).

<Figure 2> Location of Ancient Capitals in Korea



However, historic remains of the ancient capital cities are dispersed and surrounding areas are poorly managed—some cultural assets are surrounded by high-rise modern buildings—making it difficult to save the historical environment and atmosphere of the ancient capitals. To resolve such problems, the law articulated the assistant program for the residents, which was excluded in the former cultural asset preservation policies, and stipulated making city-level management plan for the cultural environment. Basic survey for the ancient capital plans for the four cities was conducted between late 2005 and mid-2007. The conservation plans for Buyeo, Gongju and Iksan were completed in 2009 and plan for Gyeongju is in process. Once the plan for Gyeongju is completed, ancient capital conservation projects for the four cities will begin.

<Figure 3> Inappropriate Management Cases of the Ancient Capitals



3. Comparison of ACCP with Urban Plan

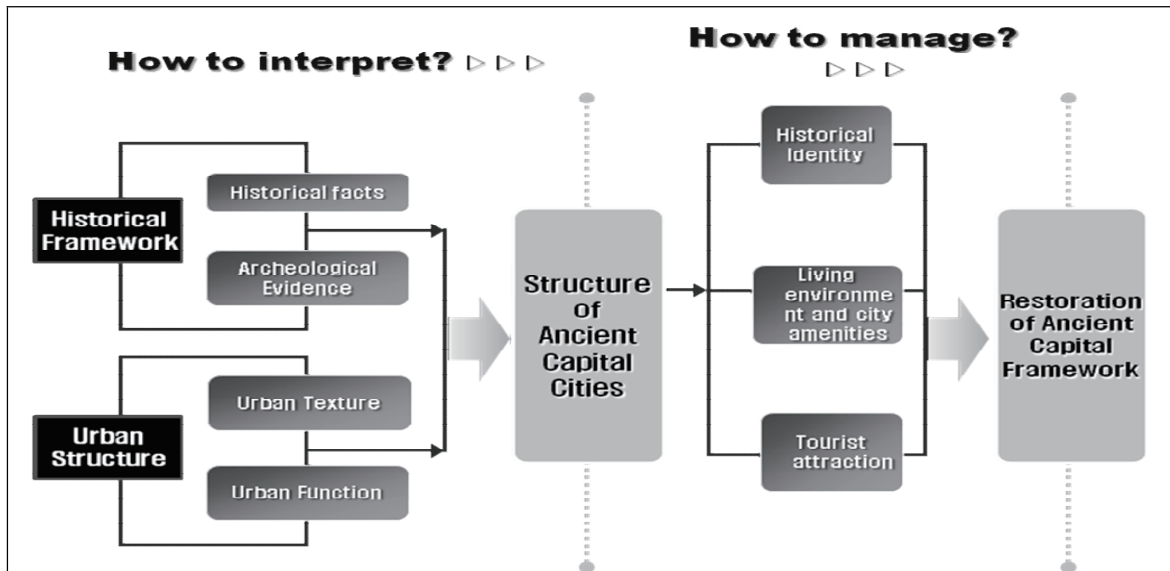
1) Main Goals and Conceptual Framework of ACCP

The ACCP is aimed to restore the historical identity and context using the spatial planning concept as well as to improve residential environment and revive the regional economy which had slowed down due to development restrictions for the protection of cultural assets. As can be seen in <Figure 4>, three aspects have been considered in the establishment of the ACCP.

The first aspect concerns conservation. The plan is designed to conserve ancient capitals' historical identity of the capital and enhance the historic authenticity. Through analysis of geographic conditions, historical and cultural relics and spatial structures, the plan seeks to sort out places that must be preserved or restored, that is, rediscover and evolve the “DNA” of the ancient capitals. The second aspect concerns breathing new life into the cities. The plan seeks to create vibrant living conditions by regenerating the dilapidated areas in the cities in harmony with the historic environment. Finally, the plan is intended to showcase ancient capitals. It seeks to generate high touristic values by harmonizing historical and cultural assets with local residential spaces and transform them into tourist attractions.

ACCP is planned and announced by the elected heads of local governments with the approval of the administrator of the Cultural Heritage Administration of Korea. Once they are announced, it is mandated for the heads of local governments to reflect the plans to their local urban planning.

<Figure 4> Conceptual Framework of ACCP



Source: Chae, Mie Oak et al. 2009. Ancient Capital Conservation Plan for Buyeo. Buyeo-Gun / Korea Research Institute for Human Settlements.

2) Conceptual Comparison

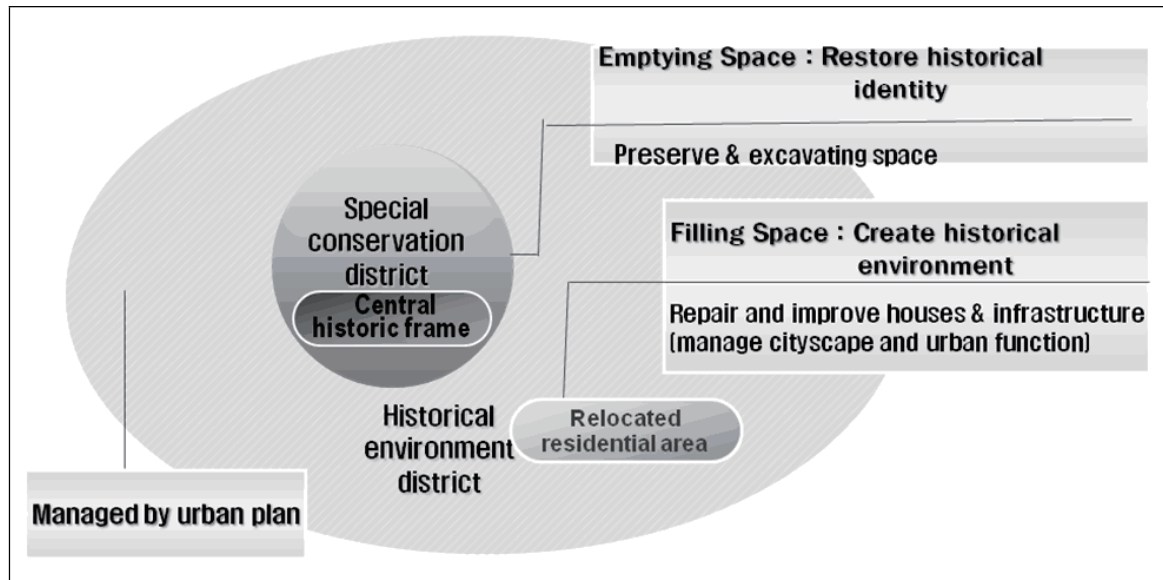
The ACCP is similar to the urban planning in that it is a comprehensive plan that covers a broad region not just a single cultural heritage. The ACCP includes plans for the conservation of the cultural assets, conservation of the eco system, recreation of the scenery, and tourism. However, there are differences in some aspect.

The ACCP focuses more on the conservation and restoration aspects rather than the development aspect unlike urban planning. The ancient capital plan seeks to conserve and manage the areas around the historical heritages. In order to recreate the historical structure of the ancient capital, areas such as mountains, rivers, old paths, waterways, towns, and market places are restored. Below are the characteristics that distinguish ancient capital conservation plan from urban planning.

First of all, the ancient capital plan aims to leave the ancient capital region free from the pressure of development. Urban planning focuses on selecting areas that need to be developed first and then try to rapidly develop the area in the aspect of economic efficiency. Whereas the ancient capital conservation plan focuses on selecting the regions that should be excluded from development until a thorough investigation and examination of the ancient sites are performed

and the realities of the historical sites are uncovered. In other words, in the ancient capital plan, the areas that need to have their identities restored are left out of the development, and the areas surrounding these historical sites are developed harmoniously with historic environment for the residential comfort.

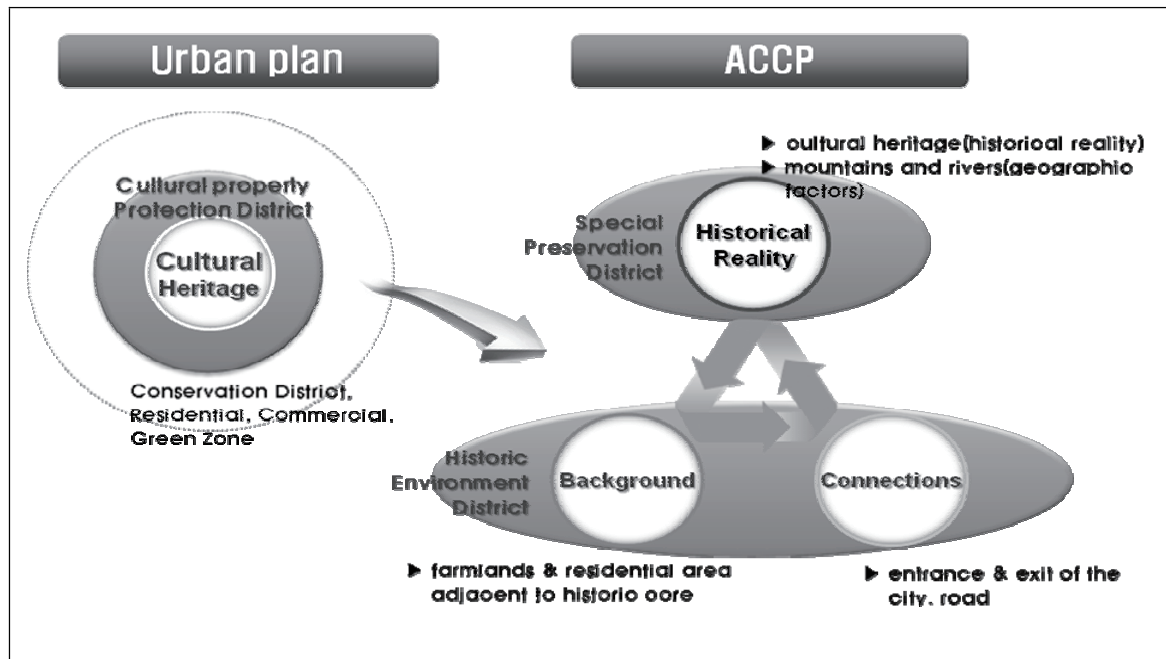
<Figure 5> Emptying & filling Paradigm of ACCP



Second, ACCP attempts to trace and ensure historic structure of ancient capital. ACCP seeks ways to restore and conserve historic environment of the ancient capital including the both geographic and urban conditions and cultural property. Under the plan, mountains, rivers, palaces, castles and other assets that constituted the pillars of ancient capitals are designated as "special preservation districts." Residential areas, and farmlands surrounding the core spaces are named as "historical environment districts," forging a harmonious setting of the ancient capitals. However urban planning considers only the individual cultural property which is designated as Cultural Property Protection District, by 'Cultural Property Protection Act'. Due to this, weak connections between cultural property and the zoning type of surrounding area is occurred often. (See <Figure 5>)

Thirdly, the urban planning tries to reorganize or recreate the city in a short period of time. However ACCP try to postpone development until the historical reality is uncovered. The ACCP attempts to leave the selected regions untouched until the historical reality is unveiled. Instead it seeks to refurbish the surrounding areas in order to prevent development pressure.

<Figure 6> Comparison conservation scope of urban plan and ACCP



Source: Chae, Mie Oak. 2009b. "Road to Culture-Oriented Territorial Policy." *Korea Herald*. Sep. 21.

2) The Buyeo Case

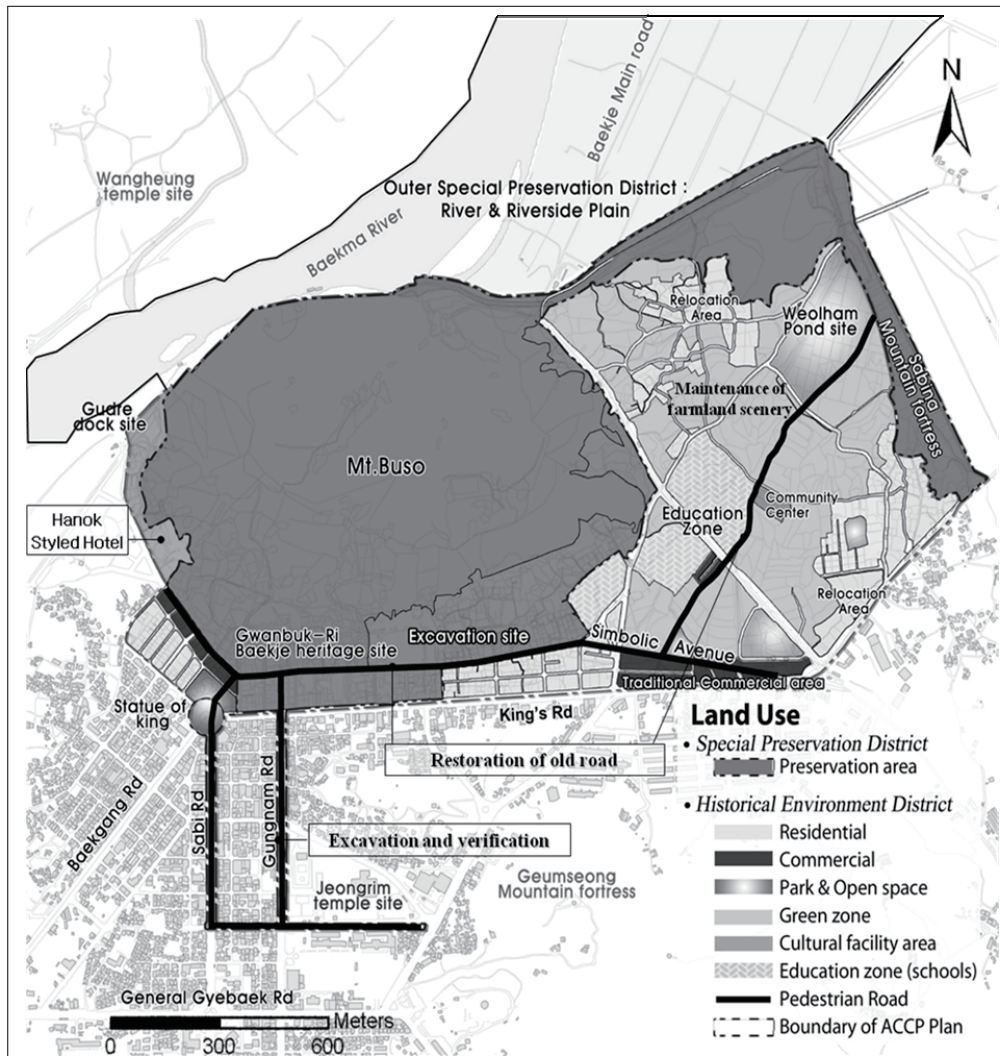
Following the major concepts of ACCP, an ACCP for Buyeo was established in early 2009. According to the plan, the areas are largely divided into three sections: special preservation district, historical environment district, and temporary renovation district.

First, special preservation district is an area to be excavated and/or to be preserved in order to verify the historical existence of an ancient capital. It includes geographical features such as mountains (e.g. Mt. Buso, Mt. Geumseong, Mt. Bu, Mt. Hwaji) and rivers (e.g. Baekma River) that must be left untouched and the areas that need to be excavated to uncover the historical reality, i.e., the areas presumed to be sites for royal palaces and some parts of Gunnam Rd. and Sabi Fortress. In the case of Gunnam Rd., a road that connects Mt. Buso to Jeongrim Temple Site, the excavation can be conducted in a fan-shaped pattern starting from the center in order to identify the historical context of Buyeo in a short period of time. Parts of the excavation sites can be opened up to the public from the very start to be used for exhibition purposes. Also, parts of the Northern Gate of Sabi Fortress can be restored to recreate the scene of entrance to the capital of Buyeo.

The areas that need to be restored and reshaped in a creative way include old paths, waterways, and city ponds. The remaining old path located below Buyeo Girls' High School can be changed into pedestrian walks. The waterway flowing down from Mt. Buso to Weolham Old Pond Site, the stream along the inner city road, and the streams of Mt. Geumseong crossing

Jeongrim Temple Site can be restored and pedestrian roads can be built along these streams.

<Figure 7> ACCP of Buyeo (Case of Leading District)



Source: Chae, Mie Oak et al. 2009. Ancient Capital Conservation Plan for Buyeo. Buyeo-Gun / Korea Research Institute for Human Settlements.

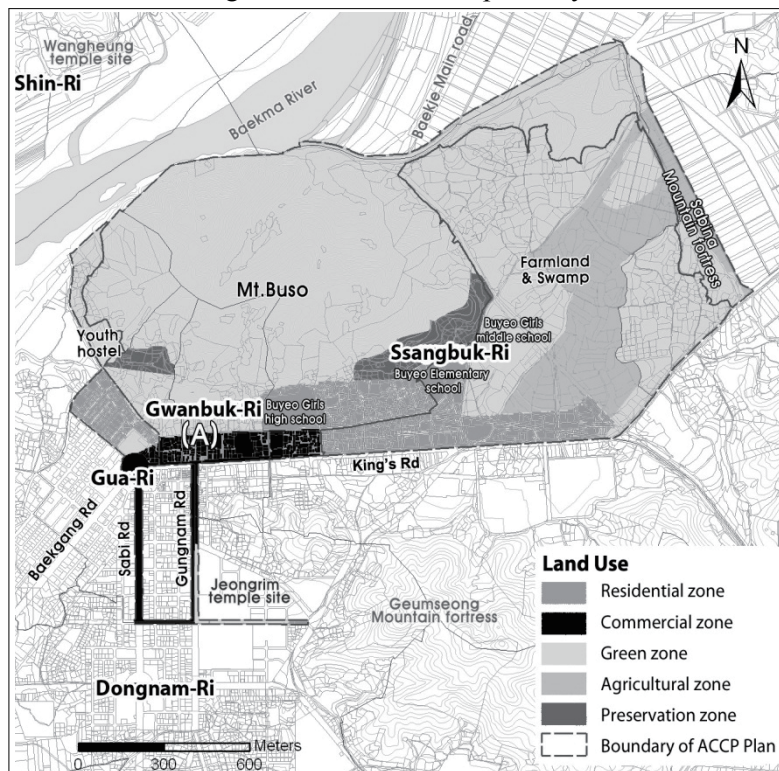
Second, historical environment district refers to the area that forms the historical and cultural contexts, the backbone of the ancient city. This area surrounding the excavation site needs to be reorganized and renewed to stimulate and revive the regional economy and improve living conditions so that the region is not left abandoned due to excavation. To excavate the presumed royal palace sites, Buyeo Girls' High School in the region can be relocated to the place near Buyeo Elementary School and Buyeo Middle school. This will turn the area into an education zone. Also, to prevent population exodus, libraries and welfare centers can be built for residents in this region. Furthermore, youth hostel sites at the bottom of Mt. Buso can be changed into a place for a luxurious Hanok hotel, and pedestrian walks along the streams and old paths can be turned into traditional and cultural streets.

Residential complexes with medium density (that is, apartment buildings that are four stories high or below) can be built in the lagged area around Weolham Old Pond Site for the relocation of the residents living in the excavation sites. As these areas do not particularly influence the structure of the ancient capital, they can be developed.

Thirdly, temporary renovation district refers to the area that is managed temporarily until the excavation is completed and the direction of the development is established. The environments should be renovated to provide pleasant living conditions for the residents. Commercial and residential buildings should be refurbished and extremely dilapidated buildings and their sites should be purchased by the government to be turned into small parks or parking lots. Another choice would be to renovate these old buildings and rent or sell them to artists. Farmlands and swamps should be preserved to maintain the rural scenery. Farmers should be encouraged to use traditional farming method, and the construction of greenhouses should be prohibited, in place of which subsidies should be provided.

Comparing this with the land use of urban plan of Buyeo, the differences are easily noticeable. On the land use plan, Area (A) has been designated as commercial zone and residential zone. Given that Area (A) is located at the center of the city and has a good accessibility to the public facilities, it is the most suitable area for development in the concept of urban planning. Due to this zoning, the land price of this area is relatively high than that of other parts of the city.

<Figure 8> Land Use Map of Buyeo



Source: Chae, Mie Oak et al. 2009. Ancient Capital Conservation Plan for Buyeo. Buyeo-Gun / Korea Research Institute for Human Settlements.

Regardless of its locational advantage, however, this area should have been designated as any types of conservation area in the land use plan since a palace of Baekje Kingdom and also major public buildings at the same age are claimed to have been located around the area. This is a good example of the gap between function and efficiency-oriented urban planning based on previous site-specific conservation policy in Korea.

4. Conclusions and Implications for Urban Planning

As discussed previously, urban planning aims to enhance efficiency of land use and to control any spatial conflicts between incompatible land uses. In the aspect of economic effectiveness, in particular, urban plan poses a priority for selecting areas suitable for urban development and providing necessary urban infrastructure while the other portions of land remains undeveloped for the purpose of securing green space. During the planning process, however, little emphasis or consideration has been imposed to historic and cultural assets within urban area, resulting in frequent damage on not only the assets themselves but also historic environment around the assets.

As an implication of ACCP, urban planning should increase its role in creating and conserving cultural environment of city. For this the future paradigm of urban planning needs to be shifted from the previous efficiency-oriented development to historic environment-oriented plan. This paradigm shift will enable local governments to identify and conserve unique areas such as historic and natural sites including their surroundings, and to enhance their uniqueness within the urban planning system. The ACCP is expected to expedite the process of the paradigm shift. (Chae, 2010).

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55^T Re-imaging the Ex-Tainan State Magistrate Residence as a Creative City by Cultural and Heritage Branding in Taiwan

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Abstract

Historic heritage, cultural branding, and creative image-design interact in accordance with two directions: cultural representation and culture-led urban regeneration. Given this, the current paper examines the creative image-design alternatives of historic heritage in the place branding process of the Tainan City government. The Ex-Tainan State Magistrate Residence (原台南州知事官邸) has been built in 1899 and served as the temporary residence of the Japanese Imperial family in Tainan in the past. Today, the Tainan City government has registered it as a city-level historic heritage site and has completed its restoration and re-use plan. However, no relevant cultural branding strategy has been developed until now. Therefore, the cultural branding approach and the creative image-design strategy are adopted to address this issue. The major research methods used include literature review, field survey, collection of old photos, and a panel discussion with scholars, government officials, professionals, and local residents. The following conclusions are obtained: (1) There is a need to construct the symbolic characterization of the Ex-Tainan State Magistrate Residence using various themes and cultural appeals. The area has been promoted as an official residence cultural zone in Tainan City and even in the whole of Taiwan. (2) In the process of creating image-design support, the representations on the living space of official residence life and the elegant aura of nobility should be emphasized. (3) Finally, the distinctiveness of the Ex-Tainan State Magistrate Residence should be defined in terms of its “character” and “tradition” and then reproduced by socio-spatial practices of the users and inhabitants embedded within the texture of the local culture.

Keywords: Historic heritage, Cultural and heritage branding, Creative image-design, Ex-Tainan State Magistrate Residence, Tainan City

1. Introduction

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In the 1990s, Taiwan has experienced industrial development and urban expansion. The trend resulted in heavy conflict between modernized development and historical conservation. Therefore, some historical buildings of international style have been neglected in the restructuring of urban space, in large cities and medium-small townships. This is similar to same experiences of western and Japanese cities in the 1970s. In the viewpoint of globalization-localization reaction, we can see that the government and citizens have paid much attention to local culture and history, traditions and community identity. Because they believe the unique attractiveness and value of the city's or township's cultures will make them attractive to tourists and may also bring economic benefits (Doratli et al., 2004; Hampton, 2005). In order to preserve historical heritage and buildings, some advanced country's governments used to plan historical conservation areas or cultural zones. Like Japan and Singapore, Tainan has also adopted cultural zone design and historical heritage and its building's aesthetic value are to be conserved in planned areas (Asano, 1994; Lee, 1996).

This paper is to explore the relevant cultural branding strategy for Ex-Tainan State Magistrate Residence in Tainan City. Although the Tainan City government has registered it as a city-level historic heritage site and has completed its restoration and re-use plan in 2000. However, no relevant cultural branding strategy has been developed until now. We hope that the findings may be useful to conservation designers, urban planners, and policy makers. And they can view historical heritage re-use as the efficient tool for urban regeneration.

2. Literature Review

2.1 Theoretical Basis: Cultural and Heritage Branding

Kotler, Haider, and Rein have proposed "place marketing" strategy after their empirical study on inter-city competitions all over the world in 1993. The strategy suggests that we may view city as a market-oriented business and then we must regulate city managers begin to introduce the marketing concept into city governance. To integrate visual and invisible commodities in the city through marketing strategy, more importantly, we may view city's future development as "one product", to erect city's image and brand in order to meet potential customer's needs via SWOT analysis. In other words, cities can be viewed as spatially extended products and cities can compete with each other in a way that is similar to competition between products. So cities should be treated as "products" to be marketed, through tourism development and through branding activities. Then we hope it can promote city's development and strengthen city's competitive ability. Paddison (1999) advocated that place marketing took raising city's competitive ability, attracting inward investment, and promoting people's welfares as its goal, rather than making money by private enterprise.

Ashworth and Voodg (1990) thought that city marketing might design local activities into consumer-related need and benefit. Its purpose is to maximum social and economic efficiency and to meet local development's goals. In summary, Kotler, Haider, and Rein (1993) have viewed a city as a kind of industry, and its product is the future vision of the city. Its ultimate goal is to satisfy many market's needs of industry, investors, local residents and tourists etc by the ways of packing and improving of product. Furthermore, it is hopefully that strengthening local economy, stimulating industry's growth and creating local unique attractiveness are achieved. Kotler, Haider, and Rein (1993) have insisted four key elements of city's cultural marketing strategy: (1) the image of a city, (2) local characteristics, (3) infrastructure construction, and (4) important somebody marketing. In the paper we will select historical heritage, eminent people, special events, building and memorial matter and famous historical nobility separately categorized as the second and fourth element as the objects of discourse.

According to the concepts of place marketing depicted above, we may suggest that historical heritage can be constructed into an important cultural image in the city, and we view it as "one product", analyze its visual and invisual historic-cultural contents, and utilize "events marketing" approaches to market. This will become a useful method in modern stage of historical heritage regeneration.

In order to promote city's competitive advantages in the world in recent years, many city government's and scholars and local people all believe that "branding": the construction of positive and charming images is a fundamental tool for attracting global flows of tourism and investments to promote local development, and becomes a common practice to market the city's history, quality of place, lifestyle, and culture for opportunity, or power in capital accumulation in a competitive environment (Morgan et al., 2002; Evans, 2003; Kavaratzis and Ashworth, 2005; Vanolo, 2008). Although "branding" is essential for city's competition, but we still acknowledge that consensus on the city's identity and core values, between the city authorities and the general public, is one of the key factors in achieving the success of city branding (Zhang and Zhao, 2009). Zhang and Zhao (2009) claim that one crucial strategy within city branding is the creation of the city's identity and core values, so distinguishing one city from another. More importantly, city branding should convey the intention of city government and the experience of people and visitors. For example, Paris is perceived for romance, Milan for style, New York for diversity and dynamics, Washington for power, and Tokyo for modernity. Florida's (2002) "creative class and cool cities" concept fits into this theoretical framework. Therefore we know that constructing a competitive creative economy does not only to attract creative flows, but it implies the creation and representation of spaces and

historical buildings suitable for creative industries and for city people and visitors. Vanolo (2008) especially depicts that branding epitomizes a long articulation process that have a certain basis in the local identity and debates in Turin, Italy. And he furtherly points that urban branding policy involve questions: who has the right to define urban identities, and who lives the brand? What are the political consequences of constructing the image of a “creative city”? This is particularly important considering that branding can operate in the case of specific urban policies and creativities, and it can justify the transformation and regeneration of the areas or the building (Peck, 2005). If we apply this concept in cultural production industries, then we can observe that the relation between the cultural attributes of places and the qualitative aspects of the final outputs is often evident, as in the case of Hollywood movies, or in many “Third Italy” industrial districts: place, culture, and economy are symbiotic (Zukin, 1995; Scott, 2000). Vanolo (2008) offers a classification of “creative arguments and images” as follows: the “buzz”, variety and difference, a local art scene, night life, public spaces, high-quality education for young people and professionals, and events (particularly mega-events).

In this paper, cultural and heritage branding refers to a strategy that presents a building with an identifiable images and a tool that can convey a building’s core values. The building’s identity is a complex of a building’s spatial patterns and its socio-cultural values. Heritage branding needs to synthesize various attributes and to transform them into a unique and irreplaceable identity.

2.2 Historical Background and Ex-Tainan State Magistrate Residence

During the Japanese colonial period (1895-1945), many settlements became prosperous cities, with the Japanese government’s industry policy and infrastructure construction in Taiwan. Since the Japanese government was westernized from the Meiji period of the mid-19th century, western urban planning was introduced into Taiwan. In this time, especially in 1920 (the Da-Cheng 9th year), the Japanese government put forward City-Block Improvement Plan (as to city planning) and re-delineated five State on the whole island, so Tainan City had become administrative center and the highest-order city of overall Tainan State. Therefore Ex-Tainan State Hall (台南州廳) and Ex-Tainan State Magistrate Residence (台南州知事官邸) had been built in Tainan City. (see Figure 1)

2.2.1 Historical Heritage and Architectural Type

The Ex-Tainan State Magistrate Residence has been erected in 1900 (the Meiji 33th year). It included two buildings: one was two floors and western-type with red-bricked wall and many beautiful arched corridors, especially there was a bell in it, the building was also known as the “Bell Tower” (see Figure 2—Figure 5); the other was Japanese-type. It was the Japanese-Western mixed style architecture seldom

seen in that time. It has been a valuable building from the Japanese colonial period till now in Taiwan.

2.2.2 Functional Change of Ex-Tainan State Magistrate Residence

We can divide it into five stages:

Stage1: 1900—1901, Tainan County period

Tainan County Magistrate Residence (今井良一の官邸)

Stage2: 1901—1920, Tainan T'ing Administration period

Taiwan Governor-General's Residence in Tainan (兒玉源太郎) (see Figure 6)

Japanese Royal Family's Temporary Residence

Stage3: 1920-1945, Tainan State period

Tainan State Magistrate Residence (枝徳二の官邸) (see Figure 7)

Taiwan Governor-General's Residence in Tainan

Japanese Royal Family's Temporary Residence (裕仁皇太子 had lived here in 20th April 1923, and seen and enjoyed Taiwanese fighting skills performance, and summoned fourteen persons contributive to Tainan State) (see Figure 8, Figure 9)

Stage4: 1945—2000, Post-WW II till Kuo-Min Government and 2000

Many government agency occupied including: Taiwan Salt Company police station, Militiaman command center, and Military soldiers-government employees-teacher welfare shopping center.

Stage5: after 2000

Tainan City Government has registered it as a city-level historic heritage site and has completed its restoration and re-use study and draft plan. (see Figure 10)

2.2.3 Unique Symbolic Meanings of Ex-Tainan State Magistrate Residence

The building has three unique attributes, not only been thought as its symbolic meanings but also we can construct the area's image and brand through them. These symbolic meanings will be emphasized in the paper.

1. Western-type with red-bricked wall and many beautiful arched corridors, eight-angled shape façade between central and two sides, Tainan local people had called it "The House of Arched Corridors". It had been the highest and the largest scale building in Tainan State in that time. It had been also the highest hierarchy official residence of southern Taiwan in the Japanese colonial government.

2. One Dong-Cha (棟札, munahuda, one wooden board to be nailed in the main beam or the center of a house by carpenter to pray good wishes for the house owner) has been the earliest in Japanese architectures in overall Taiwan at present. It is worthy to preserve and will be viewed as national treasure. (see Figure 11, Figure

12)

3. One bomb shelter of the Japanese period has been well survived and the largest in Tainan City today.

2.3 The Government-Funded Projects

In 1994, the Council of Cultural Affairs (CCA) started working on central government-funded local soft- and hard-ware cultural facilities construction and promoted the participation of local residents. These policy approaches have made “Revitalization of Historical Heritage and Traditional Districts” and “Community Empowerment Projects” to combine together in practice. Even to the extent that it could be accepted by most local governments and local residents and organizations, it also become a popular policy tool in Taiwan in recent years.

These two funding projects were awarded on an empirical basis. The university professors and resident organizations are responsible for proposing plans for historical heritage’s restoration or re-use, the central government just supplies the money.

2.3.1 The Survey and Restoration Planning of Ex-Tainan State Magistrate Residence (2002)

The project was executed by Hwang Bin in 2002. The main aims included two parts: one was to proceed detailed survey and record about every destroyed building units and spaces, the other was to suggest restoration plan on the building for Tainan City Government. He adopted some restoration principles as follows: (1) originality: to preserve original landscape’s meaning and value (e. g. form, structure, technical tool). (2) non large-scale and non alteration restoration, (3) environmental linkage: to adopt stage-partition and area-partition strategy to relocate site and to obtain an integrated cultural zone. The project has estimated total restoration fees about 51,000,000 NT dollars, included western-type building(15,000,000 NT dollars), Japanese-type building(25,000,000 NT dollars), boom shelter(6,000,000 NT dollars), and landscape and plantation (5,000,000 NT dollars) .

2.3.2 The Survey and Planning on Re-use of Ex-Tainan County Magistrate Residence (2006)

The project was executed by Lu Yuan Hua in 2006. With the restoration of historical heritage, to confirm the future’s re-use plan and optimal alternative and to find a good management strategies are the purpose of the project. The planning board suggested three-stage incremental procedures: (1) Stage 1 (short term) — BOT and public exposition period: Both Tainan City Government and private businessmen hold culture-environment related issues exposition and commercial retail activities on the first floor. (2) Stage 2 (mid term) — District integration development period: To unite western-type building, Japanese-type building, boom shelter and other heritage into one in the area, and prepare to work on regional integration development. (3) Stage 3

(long term) — Maristrate Residence Cultural Zone period: After the regeneration and re-use stage, we can fulfill the goal of public vacant historical heritage and its site's preservation and local people's good living environment quality. The project also claimed that Tainan City Government may market restaurant food and beverage to the local residents and tourists via BOT on the second floor. More importantly, on the base of historical-educational value and the building's unique attributes, it located in park district in urban planning and neighbored to Tainan Railway Station and local resident's participation in the same time, "Tainan Magistrate Residence Cultural Zone " will be put in practice in near future. The project has estimated total re-use fees about 167,465,000 NT dollars, three-stage has 30,000,000 NT dollars, 28,204,000 NT dollars and 109,261,000 NT dollars separately.

3. Research Method

The major research methods used include literature review, field survey, collection of old photos and interview with government officials and local residents. First, we propose theoretical framework of this paper via literature review, field survey and academic expert evaluation. Then the interview performance related questions included their expectations and opinions about future re-use directions of the Ex-Tainan State Magistrate Residence and its alterative cultural branding strategy of above individuals. Finally we combine these methods above two procedures as base to collect empirical data and to discourse upon some insights in the paper.

4. Results

4.1 Creative Image and Design Strategy

The heritage of the Ex-Tainan State Magistrate Residence is embedded in the Tainan citizens' historical memory and records the past cultural renewal. It is not only part of the old history but is also one of the city's symbols. Cities have increasingly attempted to compete with each other for regional attention, business investments, visitors, and talents in this era of global competition. These historical fragments have renewed the power of a city's industrial potential.

According to Vanolo (2008), the symbolic construction of a city's image is usually analyzed from two different perspectives: internal image and external image. The internal image is more concrete and is more easily identified by the local scene and landmarks. The external image is relatively vague and has an abstract and simplistic value (including positive or negative values) in unfamiliar and unexplored cities. Based on Vanolo's (2008) perspective, the Ex-Tainan State Magistrate Residence is a cultural and historical heritage as a city landmark of Tainan, and it also reflects the lifestyle of the Japanese imperial family and their elegant aura of nobility

at that time. From the architectural style to the building material used, it records the local memory of the residents that cannot be duplicated. Moreover, the Ex-Tainan State Magistrate Residence is located at the center of Tainan City and is very close to the train station and shopping area, which are often crowded with the younger generations. With the convenient public transportation, its potential economic competitiveness can increase. Therefore, making good use of the local resources to create an image of a city along with economic development is not only about regional development but also the city's reputation and personality.

Table 1. Methods of building Tainan City as a brand through an image branding process and a city branding strategy

Image branding process	City branding strategy
Tainan <City as a brand> Select cultural and historical image ↓ ↓ Identify image characteristics as symbolic logic	1. Define comprehensible objectives 2. Focus on the target market 3. Locate the inspirational identity 4. Create city value and highlight city image 5. Strengthen the positioning

As shown in Table 1, we developed a series of methods to make a city branding strategy. When structuring the image branding process, it also needs a concept on how to promote a city brand. Conducting the city branding strategy, as shown in Table 1, entails following eight steps. Afterwards, three steps are adopted in the process of building Tainan City as a brand: (1) select cultural and historical image, (2) identify image characteristics as symbolic logic, and (3) develop current brand image. Based on the rich historical content of Tainan City, this process is considered an adoptable method to develop an irreplaceable image of the city for the local residents and visitors.

In showing how to apply image symbolism and historical meaning transformation, Table 1 makes good use of symbols or signifiers to interpret the concept of Tainan City. The city image can be presented through a logo, motto, colors, patterns, quotes, and values that are imprinted in the visual communication media of the city's official website, urban furniture, uniform, public transport, official buildings, and public areas. The successful city image, which is a key reference for its inhabitants and the sense of regional identity and belonging, ensures a positive attitude towards the surroundings. It is also a conceivable connection for tourists to build upon a concrete idea of the city in their minds, encouraging them to come back again to the city. This can maintain a sustainable tourism industry.

4.2 From a city branding strategy to a cultural product

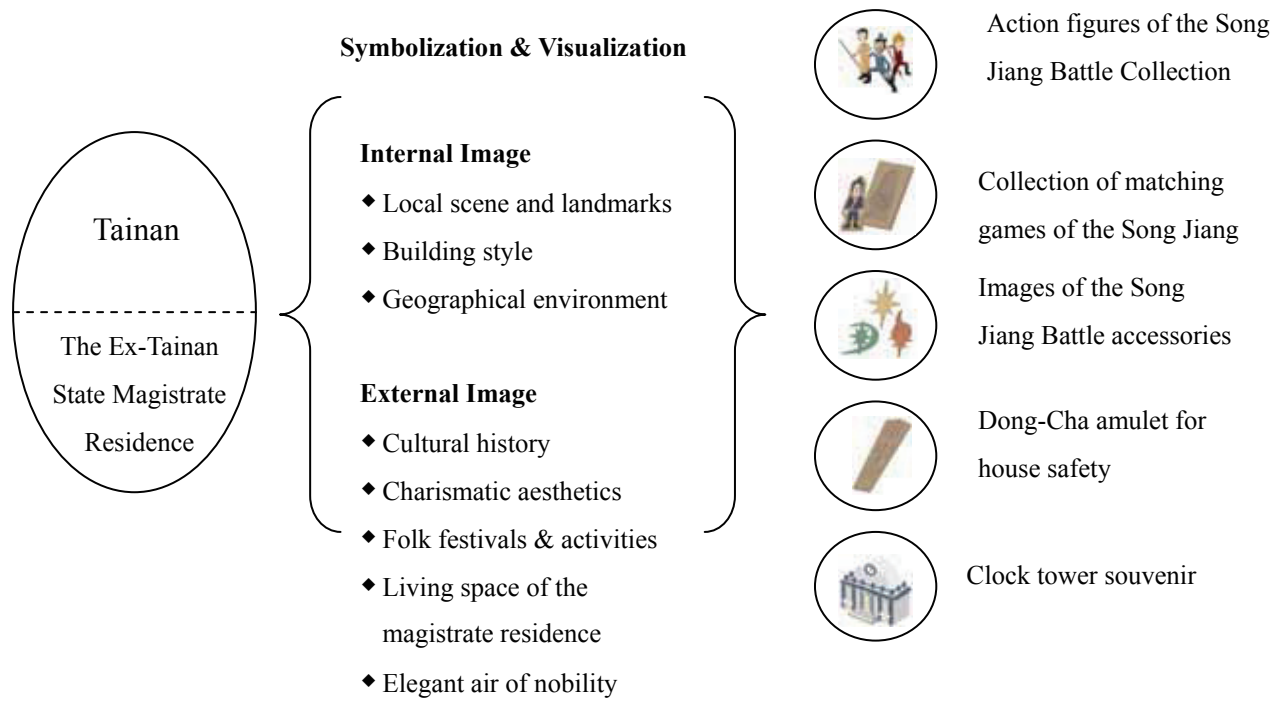
In building a sense of identity, people can certainly relate to a city brand that is not only about a shared cultural and emotional vision but also a strong link of economic, travel, business, or public shares. In terms of the development of cultural industries, designing a creative cultural product has become the popular way to promote regional culture. Cultural analysis and the creative designing of a product concept for daily use can support business marketing for regional culture. The purpose of designing a cultural product is to attract tourists or other potential customers to understand the characteristics of the culture and to create a welcoming opportunity for people who are interested in understanding the cultural meanings.

This research intends to incorporate into Tainan's image the Ex-Tainan State Magistrate Residence, whose history can be traced back to its distinct historic building and events. Under the elegant air of Japanese nobility, its main building and the historical events provide various themes to develop cultural products. By applying a symbolic analogy process and visualization, this research formulates a comprehensive process, as shown in Table 2, to create Tainan's cultural products. In terms of image symbolism and historical meaning transformation, the process makes good use of symbols or signifiers to interpret Tainan City, which is represented by the Ex-Tainan State Magistrate residence.

4.3 Relations between the cultural product and other place image of Tainan City

Because the Ex-Tainan State Magistrate residence is not belong to any Cultural Zone of Tainan City, therefore its cultural product will have more novel and attractive to visitors. There are some eminent images on other Cultural Zone (e.g., Confucius Temple, Chi-Kan Tower, Anping Fort etc) including building type, handicraft articles, and unique local culture. So we may design a set of cultural tourism schedule which can integrate the Ex-Tainan State Magistrate residence and other Cultural Zone. We hope it can raise its fame and identity among many visitors' minds via famous Cultural Zone in Tainan City.

Table 2. The process of analyzing the characteristics of the Ex-Tainan State Magistrate Residence and using the outcomes to design five distinct cultural products



The unique symbolic heritage of the Ex-Tainan State Magistrate Residence is concretely highlighted by the western-style building with red brick walls, the Dong-Cha, and the bomb shelter of the Japanese period, which are all the internal images. The external images of the historical rerecording of life in the official residence and the elegant air of nobility make up the structure of the past residents' values, beliefs, behaviors, and attitudes to create a proper strategy of city branding. Through creative strategy with a focus on tourism, we adopted a series of processes to formulate a design strategy as shown in Table 2, which features five kinds of cultural products: (1) action figures of Song Jiang, (2) collection of matching games of the Song Jiang Battle, (3) images of the Song Jiang Battle accessories, (4) Dong-Cha amulet for house safety, and (5) clock tower souvenir (see Figures 13, 14, 15, 16, and 17).

Planning a competitive city to face the global flow of tourism and economic investments involves a strategic process to obtain public profit. Building a city brand is an evolving tactic linked to various aspects of regional economics, culture, social identity, and public interests. Through a series of methods and design concepts, we developed two procedures, shown in Tables 1 and 2, to provide insights into regional development.

5. Conclusion

This paper adopts Vanolo's (2008) perspective, intends to incorporate into Tainan's image the Ex-Tainan State Magistrate Residence and develops cultural products. We hope it may be useful to conservation designers, urban planners, and policy makers in Tainan City. Because it can view historical heritage re-use as the efficient tool for urban regeneration. This is the one important contribution at urban planning and cultural branding design practice level. Then we formulate a comprehensive process of symbolization and visualization, which can become an analytical framework for cultural products design strategy. This is the other contribution at theoretical level in the paper.

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Figure 1. The location of Ex-Tainan State Magistrate Residence

Source: Han Hsing-Hsing (2009)

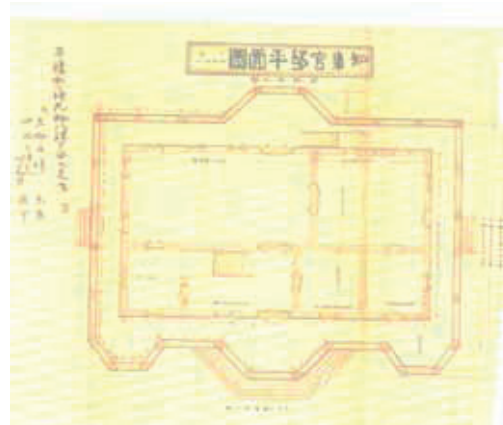


Figure 2. The first floor's plane map of Ex-Tainan State Magistrate Residence

Source: as to Figure 1

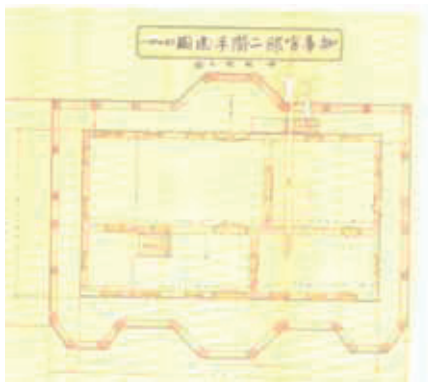


Figure 3. The second floor's plane map of Ex-Tainan State Magistrate Residence

Source: as to Figure 1



Figure 4. Front Façade of Ex-Tainan State Magistrate Residence

Source: as to Figure 1

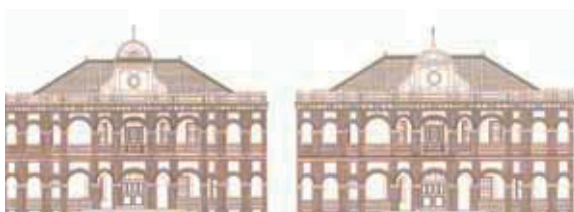


Figure 5. First and Second-Generation building—“Bell Tower”

Source: as to Figure 1



Figure 6. Governor-General 兒玉源太郎 and his entourage

Source: as to Figure 1



Figure 7. The First Tainan State Magistrate
枝德二

Source: as to Figure 1



Figure 8. Prince 裕仁 seen and enjoyed Taiwanese fighting skills performance

Source: as to Figure 1



Figure 9. The seat, bedroom and kitchen for Prince 裕仁

Source: photographed by the author (2010)



Figure 10. Current outlook of Ex-Tainan State Magistrate Residence

Source: photographed by the author (2010)



Figure 11. The original (left) and the replica (right)

Source: photographed by the author (2010)



Figure 12. The replica of munahuda, about 120 cm length and 25 cm width

Source: photographed by the author (2010)



Figure 13. Collection of action figures of the Song Jiang Battle as a cultural product

Source: designed by the author (2010)



Figure 14. Collection of matching games of the Song Jiang Battle with an introduction of the Song Jiang Battle printed on wooden board

Source: designed by the authors (2010)



Figure 15. Images of the Song Jiang Battle accessories as cultural products

Source: designed by the author (2010)



Figure 16. Dong-Cha amulet for house safety

Source: designed by the author (2010)



Figure 17. Clock Tower souvenir with an alarm clock

Source: designed by the author (2010)

