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## **ID 1442 | COMPARISON OF TWO URBAN DEVELOPMENT’S MODELS AND REDEFINITION OF URBAN PLANNERS’ ROLE-- A CASE OF YUZHONG DISTRICT, CHONGQING, CHINA**

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**ABSTRACT:** Urban planning’s aim is to seek social equity, to achieve social goals through the development of spatial manipulation and management system in the face of market economy and government ideology. In the face of the complex urban planning, planners should be targeted to the big city and small town planning, which should be strictly controlled at the macro level, planners and government should be the leading force and actively advocate all fields of the city to cooperate together. When it comes to the community and village level, residents can be encouraged to participate in the community’s planning to their initiative, and the planners and government can formulate a series of rules and regulations to guide them appropriately, in order to create more local characteristics of the environment. Planners should have the basic quality of the space aesthetics , also need to consider the principle of market economy and social operation’s mechanism behind the space, finding an association between market rules and social relations and spatial structure, to make planning policy and management regulations to achieve a better tomorrow through the improvement and adjustment of city spatial entity.

**KEYWORDS:** urban development's model, urban planning, market economy

## 1 THE SIGNIFICANCE OF THE EXISTENCE OF URBAN PLANNING

Cities and urban planning appeared very early in the history of the development of human civilization, however, since the emergence of urban planning, it has been plagued by criticism. To achieve a better living environment, planners should define their own role and figure out how to cooperate with the government, the market and the public, which is a problem worth exploring. For a long time, planners have been misunderstood that they only plan "the ultimate blueprint", emphasizing the material determinism without the comprehensive rational attitude towards social and economic factors (Zhang Bing, 1997). For example, Jan Jacobs criticized the urban planning in the "The death and life of great American cities" that the economic and social and no city like this is to be controlled, planners only focus on the appearance of city, but neglect the social and economic operation's mechanism behind it (Jane Jacob, 2006). But Jacobs was looking forward to another kind of Utopia. She did not find out that Le Corbusier, who had already died, have the planning ideas on human care, the public space and the value of the sun. In the city is not a tree, Alexander Christoph believes that the tree structure, which is commonly used in the urban planning, can not reflect the complex network system behind the city (Christopher Alexande, 2004). Planners are criticized that don't consider the operation mechanism of criticism and complexity behind the city, but in fact the modern urban planning has planned the space environment and elaborated the policy and laws in various towns in face of out of control market economy's problems, such as metropolitan diseases and rural decline etc. As Lewis Mumford mentioned in the "The history of urban development: origin, evolution and Prospect", the capitalism destroys the structure of city life, put it in the impersonal basis of money and profit (Mumford Lewis, 2008). Thus in the process of development, money is more than anything, the government and developers prefer to the land intensive development, leading to the demolition of the high historical value buildings may be removed at any time, ordinary people also learned to speculative reselling, land is regarded as commodity it is very difficult to implement effective supervision and control. In market forces dominating today, planners and urban and rural planning is of significance, planners are not only skilled technicians, but also social workers. If science and technology are accustomed to the evaluation of efficiency, social science's evaluation is fair (Zhang Tingwei, 1993). But the planners' aim isn't struggling with the market economy, planners should pursue the aesthetics form of space environment and take the economic and social harmony and stability into account at the same time.

Now the globalization era has come, the city and the country which are developed by the residents purely almost disappear, residents can use local materials according to local conditions and custom's characteristics and create a vivid and friendly environment. But when it comes to large public infrastructures and public utilities etc., cities need to have a overall planning and financial support. It's very hard to realize its deployment for the local residents without professional planners' planning and government's finance. For example, in 2010 Qiongkushitai village of Tex town in Xinjiang province was listed in "national historic and cultural village", which has been kept original ecological a long time because of the traffic inconvenience. is influenced by the modern economy is small, It keeps the original ecological life style and vernacular architecture, but until now the village still has not been powered and the villagers have to use small hydroelectric generators, life is very inconvenient (Figure 1, Figure 2).



Figure1 and ,Figure2-Qiongkushitai Village of Tex Town in Xinjiang Province(Photoed by Writer)

At the same time, if we only rely on the planners and the power of the government from top to bottom, set high rate of urbanization blindly and build the new districts without control, and ignore the actual life's demand of the residents and market rules, it could result in ghost towns, which many Chinese cities have,

a new district of skyscrapers and wide streets like the new towns of Erlanhot, Alaer, Beitun, Aletai, Zhangye, etc. It can be seen, whether in the city or the countryside, planning requires multilateral collaboration and participation, planners' role is indispensable, but differs in the extent and managed means of different conditions and different means of planning and management .

## **2 THE TRANSFORMATION OF THE PLANNERS' ROLE**

Planning as a prospective discipline, planners must predict and estimate the possibility of the problems and propose the solution in advance, this uncertainty may lead to the imperfect after plan's completion. At the same time, urban planning is also a comprehensive discipline, Government's departments of planning and academic institutions are lack of the solid theoretical foundation which can guide the research, because this foundation contains subjects more and more, such as economics, sociology, geography, political science and so on. Boundaries of the urban planning profession has become increasingly blurred, with each course penetrating into each other (JMcloughlin J B, 1969). It can be said that this confusion comes from the origin of city planning is the material source, but with the development of the city, there are dislocation between the needs of clients and the actual material basis of professional planners, leading to planners' own rejection. So the modern planning education and social needs hope that planners can have comprehensive academic background and accurate judgment for the future, while taking into account the different needs of government and ordinary citizens, paying more attention to the combination of two working modes (top-down and bottom-up). Planners can guide the development of the city and the whole society correctly through learning social and economic geography of a certain extent, and considering these factors when plan the space environment and formulate policies and regulations of management. Although some planning concepts considered the social, economic factors, The construction of the so-called "good" city practice is far more difficult and complex than the expected actual implementation, the garden city, neighborhood units and the new metros under the planning and construction were not more attractive than the city without planning , and even less (Zhu Jieming, 2012). Because the formation of a good city is complex and diverse, it is not enough only with the efforts of the planners, we can create good city with the cooperation by the government, planners, developers, and the public participation, then clarify and adjust the economic and social relations behind the space environment.

In order to show the differences between the top-down and bottom-up city development modes, the comparison of the Jiefangbei CBD and Shibati historical areas will be shown next, then reflect and imagine the future development paths of the two area. And planners should figure out what the role they play and what kind of positions they stand.

## **3 THE FORMATION AND DEVELOPMENT OF JIEFANGBEI AND SHIBATI, YUZHONG DISTRICT, CHONGQING -TWO DIFFERENT MODES OF URBAN CONSTRUCTION**

The mountain city of Chongqing originated from the Yuzhong Peninsula, overlooking from the air, Chongqing city is surrounded by two rivers, like the floating leaf, the ancient saying said that "Ba country like a leaf floats up and down, two rivers like straps go by the Fotu barrier". Because of the special terrain and history, the old city of Chongqing is known as the upper and lower cities, upper city is the central business district, the core of which is Jiefangbei, while lower city mainly is cultural historic district such as Shibati , a slum of Bayu dwellings' characteristics (Fig. 3)

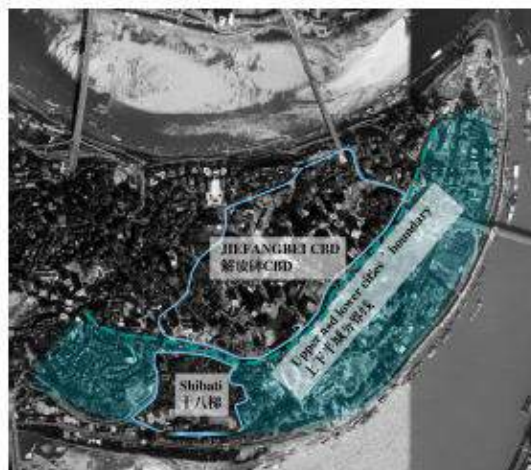


Figure3-The Upper and Lower City's Satellite Map(Drawn by Writer)

### 3.1 INTRODUCTION OF JIEFANGBEI OF THE UPPER HALF OF THE CITY

According to the overall planning of Chongqing, Jiefangbei CBD (central business district) is an important part of the "central business district (CBD) of Chongqing". In the history the "hard core" part was the area surrounding "Dashizi", "cross street of gold", including east to the Xiaoshizi, north to Jiangbai road, Linjiang door and Minsheng road, west to Jintang street, south to the Heping and Xinhua road etc, covering an area of about 0.92 square kilometers. (Baidu Encyclopedia of Jiefangbei). The contrast with 18 ladder for

discussion of jiangbei district mainly refers to the hardcore part of the central business district (CBD) of Chongqing. Before the founding of the People's Republic of the temporary capital (Fig. 4) in 1946, which was the first comparatively consummate and systematic urban general plan in the history of Chongqing City.



Figure4-Draft plan for construction of capital for ten years  
 (http://roll.sohu.com/20130704/n380680675.shtml)

During the War of Resistance Against Japan, Chongqing, as the strategic command post of the Asia-Pacific region, experienced a rapid increase in population, and various public facilities, especially transport facilities, were extremely unsound. The planning drew extensively on the Western planning thinking, and fully considered the unique topography of Yuzhong Peninsula, which basically decided the road network structure of Yuzhong Peninsula, laying the foundation for the prosperity and development of the peninsula in the future, especially the urban core districts established at that time --Jiefangbei and Cross Street, which are also the symbols of Chongqing's CBD today. However, since this plan, the center of Chongqing has developed from the lower half of the city, flourished with the terminal culture, to the upper half, where the motor traffic was more convenient. The lower half of the city was planned to be the ordinary residential area, and the construction of a host of private houses appeared at Shibati, which turned a high-density urban area during this period. Thus the lower and the upper halves of the city gradually formed completely different styles, separated by the Xinhua Road.

After the liberation, Jiefangbei gradually became the business and financial center of Yuzhong. Later in 1997, Chongqing turned to be the municipality directly under the Central Government in 1997, and the governments of the city and the district transformed the original Jiefangbei cross (2.24 million square meters) into China's first commercial pedestrian street, which is the so-called Jiefangbei Center shopping plaza. Since then, Yuzhong District Government expanded the square to the middle section of Bayi Road,

and the extension of Minzu road, while the area increased to about 36,000 square meters, respectively in 2000 and 2001. In 2003, Chongqing made the "Chongqing Central Business District Plan", in accordance with the "Chongqing City General Plan (1996-2020)" afterwards(Qiao Hong and Yang Qingyuan, 2013). It can be said that Jiefangbei Area, as the core area of the city, has been subject to the relatively more stringent government management and planning control, which leads to buildings and the environmental in better quality. The present Jiefangbei Area, gathers all kinds of large commercial complex and business office buildings, including over 60 CBD key buildings, mostly located along the Zhonghua Road, Jiaochang Road and Zourong Road--Minzu Road area. The 60 key buildings has on average 30 layers above the ground level, and 3 to 4 underground layers[9]. 45.8% of them are office buildings, 36.4% are commercial ones, and the remaining 17.8% are hotels and apartments, whose capacity rates ranges from 3.71 to 44.96(Qiao Hong and Yang Qingyuan, 2013). While the average capacity rate is 3.6, way higher than Shanghai Lujiazui's 1.3 and Shenzhen Futian's 2.0 (Fig.5).

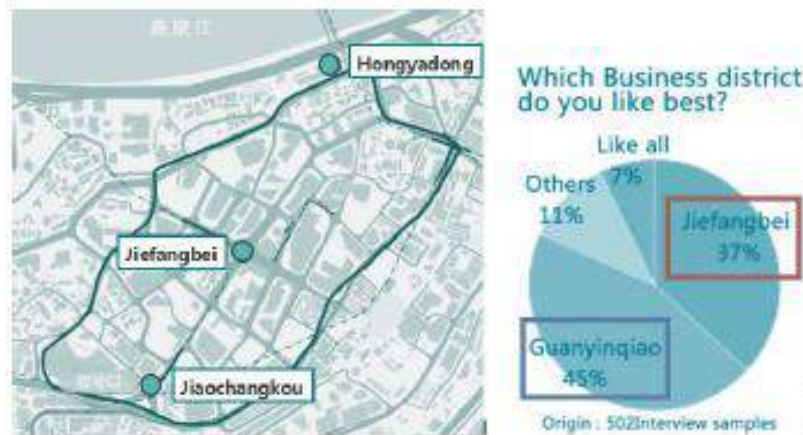


Figure5-Jiefangbei CBD Texture Map (Drawn by Writer)  
 Figure6-A Survey on the Preference of Chongqing's Business District  
 (Huirong Website of Chongqing Business Newspaper 2013-05-09)

In recent years, due to lack of space and regional industrial competition, Jiefangbei has also faced further transformation and upgrading challenges. In the past, Jiefangbei was the product by the cooperation of the powerful government and planners in the face of strong capital-driven, which was the typical type of top-down planning. In this process, in order to pursue market efficiency, certain amount of public space was given up and the ecological benefits were ignored, hence compared with the rising Guanyinqiao shopping area in Jiangbei District during recent years, Jiefangbei, as the core of the old region, is short of public space and landscape, and the popularity has been lost(Fig.6).

In addition to Jiefangbei and Cathay Pacific Museum of Art, the spatial layout and architectural style of the region are both lack of certain geographical features, affecting the further development and upgrading, which also proves the lack and necessity of public participation in its planning and development process. Taking Singapore for example, where the top-down plans are strictly enforced. In order to ensure the democratic and impartial nature of the planning as a government function, the planning law clarifies the legal procedures for public participation and planning appeals. Both the strategic conceptual planning and the implementational of the guidance planning for development need the link of public comments, which are reported to the Minister of State Development later, and properly handled(Tang Zilai,2000). Top-down urban development model can meet the basic needs of the city, but there are also problems such as insufficient public participation, similar faces of thousands of cities and so on.

### 3.2 INTRODUCTION OF SHIBATI OF THE LOWER HALF OF THE CITY

The lower half of the city, especially the Shibati area, is the symbol of the spontaneously formation from bottom to top. The history of Shibati area is far longer than Jiefangbei. As early as the Ming Dynasty, Shibati got its name after the 18 ladders from the houses of the inhabitants to a well here. Before the demolition, Shibati represented the lifestyle of this old mountain city, where the tortuous mountain streets were filled with all kinds of snack shops, fruit stands, hair salons, carpenters, tailors and the so-called Bang Bang playing cards on both sides, which contributed to the living atmosphere. The majority of the

residents living at Shibati were indigenous, and Shibati is just one part of the old Chongqing. In recent years, with the rapid development of Chongqing, there came some foreign population. But the ordinary people living at Shibati has never stopped for a moment, being eager to leave this place as soon as possible, because the Shibati's infrastructure is just a mess. Residents in better economic conditions have been gradually removed. It can be said that Shibati is an inclusive and ample settled city (Fig.7, Fig.8), and its richness of life and the diversity of space is invisible in the upper half of the city. Despite the road system and fire protection facilities which are met the planning norms, the demolition of the population density up to 1700 people / square kilometers, the low and ruined buildings inside the blocks whose building density is up to 79%, the floor area ratio comes to 2.5, and the land use efficiency is low. While Shibati is still the card of the Old Chongqing. In recent years, Chongqing, whose cultural industry is relatively backward, has also had several films taken, such as "Hero of Hot Pot", "Passing Your World". And the main viewfinders are located at Shibati, Baixiang Street in the lower half of the city, indicating that the lower half is actually very characteristic and representative of the old Chongqing. At the same time, the cultural and creative industries in Shanghai are mostly gathered around the historical neighborhoods, also showing the significance of the preservation of the old city, especially the historical and cultural blocks.



Figure7-Historical images of Shibati Figure8-Shibati Main Street' Section and Plan (Tencent Dayu Network) (Drawn by Writer)

However it is a pity that Shibati does not possess the ability to update autonomously like Tianzifang, while Chongqing, compared with Shanghai, has relatively limited needs for the development of the cultural and creative industries and tourism. Besides that, because of the location close to Jiefangbei, the economic value of the land is enormous. It has been a long time since the latest improvement of the environmental facilities done by the authorities, leading to too much debt, which caused the government to give up the update work due to the high cost, and decided to retain only part of the relatively new high-rise buildings and cultural relic protection units such as the Consulate General of France, and the rest would all face the demolition and redevelopment. Even the core protecting areas in the historic district have been removed, and the official program has been announced. Some blocks imitating the original texture, composed of pseudo-classic buildings, around with the construction of high-rise commercial offices replace instead, whose volume rate rises up to 2.5 from the original 4.1 (Fig.9, Fig.10).



Figure9 and Figure10-The Form Plan and The Rendering, From The Comprehensive Plan of Shibati (East China Architectural Design Institute Co. Ltd)

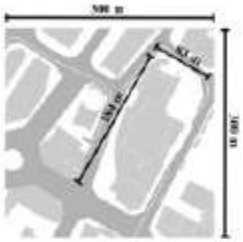

It can be said that this is a so-called "compromise" measure taken, confusing the "historical blocks" and "style blocks", leading to the demolition of most of the blocks, leaving only the graded heritage buildings. The original historical and cultural elements will lost the authenticity of the historic district itself through a deductive way to rebuild (Li Heping and Wu Qian, 2015). Meanwhile, city officials have forgotten the origins

of the city, the Shibati is the mother town of Chongqing, and its existence means the right given to people by Chongqing, to take root here.

Research has shown that the exact contradiction of Shibati is that the local residents can not stand the bad living environment, but their employment and survival still depend on the area. Most of the demolished residents are resettled in other more remote areas, such as Nanan District, Shapingba District, etc. (Fig.10), but there are still some people who come back every day for small commodity retailing, old goods reselling, fortune telling and other business activities. There are a total of 24 letters in the Chongqing Municipal People's Government open mailbox, whose titles contain "Shibati". Among them, there are 4 proposals for the renovation proposal, 17 for relocation and resettlement problems such as compensation standard and resettlement house allocation, and 3 for rebuilding process problems such as slow transformation and construction impact. After researching "Shibati demolition" in Baidu, the messages on the first research page basically revolves around the problems the masses complain about including the low efficiency of the government, the slow speed of demolition, the too low resettlement compensation and the shame for the disappearing Shibati. From the situations above, there are 3 core issues on the demolition of Shibati: 1. The lack of progress causes the various contradictions occurred in the negotiations between the demolition office and the masses; 2. The government and the residents are difficult to reach an agreement on the demolition compensation standard. The residents measure their property value according to the market price of Yuzhong District (9,300 yuan / square meter in 2010), while the government only meets the purchase of resettlement housing standards through the assessment of institutions for compensation(4,300 yuan / square meter in 2010) , which just reaches half of the amount raised by the masses. Some businesses are losing their stores for surviving, thus their livelihood is worrying the standard for Shibati relocation compensation is too low(government website mayor mailbox,2014). Ordinary people, tourists and scholars are full of regret on the disappearance of Shibati, and appeal the new construction to restore the style and lifestyle of the old mountain city(government website mayor mailbox,2014). Wang Yuanling's "Goodbye-Shibati" photographic notes also mentioned the blind massage parlors, herbal shops, Mengshaqier Cheongsam garment factory, Roundhouse hotel, etc. at Shibati, which are the business whose customers' loss is unsustainable because of the demolition, or moving to other places to continue the meager income(lu Feifei and Wang Yuanling,2011). I believe that these are the stores with certain history and local reputation at Shibati, maintaining the local social network and playing the "street eye" role of the carrier of the street spirit, which have the possibility to operate after the transformation. The future of Shibati would only become the continuation of Jiefangbei CBD, and the antique-style Bayu residential buildings are difficult to reminiscent of the original appearance of the old Chongqing. This is the helplessness of the government in the face of market forces, but also the dereliction of the planners' duty.

### **3.3 TWO MODELS OF URBAN DEVELOPMENT: COMPARISON OF JIEFANGBEI AND SHIBATI**

Jiefangbei CBD core area is formed under the mode of top-down city development, and gradually brings the strong popularity and high economic output, but due to the lack of public participation, there are not enough geographical features and public space. While the Shibati historic district is formed by the down-top city development pattern, and full of historical and distinctive features. But due to the lack of planning control and government management, the poor living environment and incomplete infrastructure construction finally bring about not only the demolition and reconstruction with high cost, but also the loss of city memory. It shows that the down-top mode inspires people's creativity, and creates the formation of certain geographical features, but there is such a disadvantage of the disability to continue the healthy development. Both the top-down and the down-top mode have its own advantages and disadvantages. (Tab.1)

	Jiefangbei CBD	Shibati
Formalson mode	Top-down, led by the government, planners and the market	Down-top, led by the public and the market
Area	92.4 hectares	18.9 hectares
Patchment		
Spatial characteristic	Modern commercial and office buildings, mainly of high-rise and super high-rise	Bayu traditional houses, mainly low layer and middle layer
Activity and population type	Consumer groups, business people, mainly high income, highly educated	Migrant workers, mainly low income, low educated
Function	Business office, leisure and entertainment	Living, low-end business
Resident population density	55,000 people / square kilometers	73,000 people / square kilometers
Capacity rate	3.6	2.5
Building density	63%	79% ( Before the demolition )

Tab 1-Monument of the Comparison Between Jiefangbei and Shibati (Drawn by Writer)

#### 4 CONCLUSION

The top-down mode of city development is often the cooperation between the government and the planners, which is lack of public participation. While planning, the space structure is always emphasized and the function of land use is clearly determined, which is of high efficiency and convenient management, but also more rigid, unbeneficial to the characteristics vitality of the city. Even while facing the old city, planners are accustomed to ignoring the present situation, and imposing the function partition and the relationship of the axis and nodes on it . In fact, after a long process of development, the old city has mostly formed the situation of mixed functions. Residential land is mixed with commercial function, and part of the business district also contains residential function, which obviously does not comply with the planners' popular method of clearly dividing the residential and commercial land use. It can be said that this is the advantage of the down-top urban development mode, which can be explained by the creativity of the residents driven by the market economy so as to form dynamic city blocks. However, due to the lack of planning and management control, public space is often occupied and the land is not used intensively. In addition, the extremely high construction density and the nonstandard traffic system also cause certain security risks.

Therefore, urban planning is essential, while the cooperation and participation of the government, market capital and public organizations are also extremely important. In addition to the basic spatial aesthetics, planners need to consider the principles of market economy and the social operation mechanism behind the space. But finally we have to return to the space entity, discover the relevance between the market law, social relations and spatial structure, material environment. It is the aim of planners to achieve the urban and social enhancement through the improvement and adjustment of spatial entities, and the formulation of planning policy regulations. Large cities like Shanghai, which have national and even global influence, must strictly control its planning at the macro level. Planners and the government ought to lead the planning and actively promote the market economy, civil society organizations, scientific research institutions and other forces to participate in the process and collaborate with each other at the same time, while paying attention to a certain degree of public participation. As for the specific small-scale spatial construction of urban and rural communities, the residents could be encouraged to exercise their subjective initiative, appropriately guided by the formulation of a series of rules and regulations by planners



and the government, so that the folk wisdom can be fully inspired to create the space environment with more local characteristics.

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## ID 1461 | GOVERNING URBAN REGENERATION: PLANNING AND REGULATORY TOOLS IN THE UK

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### 1 INTRODUCTION

The PARCOUR (Public Accountability to Residents in Contractual Urban Redevelopment)<sup>1</sup> project involves a comparative analysis of urban development (of previously used land) led by public-private partnerships

<sup>1</sup> PARCOUR is a three-year international Research Project (2015-2018) funded jointly by the ESRC (UK), FAPESP (Brazil) and NWO (Netherlands). The participating universities are UWE (UK), Sao Paulo (Brazil) and Amsterdam (Netherlands). The focus is on 'the reuse of previously developed land' or what are usually termed Brownfield sites. This paper draws on the initial research on the UK case studies, no reference is made to the case studies in Brazil or the Netherlands, or to the comparative dimension.