

the extra-Settlement roads area is vested in the Greater Shanghai Municipal Government, hence "it is clearly improper on the part of the company to increase the telephone rates in these areas without first securing the permission of the municipal government." The protest ends with a declaration of the Bureau's determination to rectify the mistake, and that "if, as a result of the

refusal of the company to duly comply, the telephone subscribers in the above-mentioned areas should suffer thereby, the responsibility must be borne by the company." A fight against the increase, therefore, may be expected in these extra-Settlement roads areas, while the residents of both the International Settlements and the French Concession continue to pay their telephone bills.

A New Shanghai

DELIGHT is inevitable when reading of the gigantic project for a Greater Shanghai and the remarkable progress already achieved. The history of the last few years is a veritable story of faith, courage and enterprise. The tenacity of the Chinese is indeed comparable to their ingenuity. The ravages of war have been obliterated almost over-night, and the stringency of resources has been overcome with incredible success. In the New Shanghai in the making is a picture of Chinese innate initiative and Chinese technical skill which may well belie the oft-vented contempt for Chinese aspirations toward a new nationhood.

The most significant feature to be commended is the great economy with which the comprehensive program is being accomplished. If an attempt were made to compare the revenue of the Chinese Municipal Government of Greater Shanghai, either on a *per capita* basis or on the basis of *per mow* of land under its control, with that of the Shanghai Municipal Council, it would become immediately evident that every ratepayer in the Chinese municipality is getting more and greater benefits for every dollar of tax he pays than his compatriot residing in the International Settlement.

The Shanghai Municipal Council, for all its existence of some four scores of years, has yet no municipal general hospital of its own for the treatment of the residents, foreign or Chinese. It can point to no library worthy of the name, and its present institution for public enlightenment has to be satisfied with a second floor above a book shop and an unrepresentative assortment of Chinese books for the use of the majority of the residents. The only museum of which the Settlement can boast is housed in the Royal Asiatic Society to which the Council has made no appreciable contribution. The open spaces which have been converted into "public" parks are not open to the public except those who have twenty cents to spare for each single admission, nor is there a public swimming pool to which the children of the poor many resort for a few moments of wholesome pleasure. Even the plan for a new central fire station has to be shelved because of lack of fund. The Council seems to have ample money for every purpose save for the pressing needs of the community.

In comparison with the meagre achievements of the Council, the administrative record of the Chinese municipal government is easily, by public acclaim, the best which Shanghai has yet witnessed since its contact with the outside world. If the Council may pride itself upon building a great settlement out of a "mud flat," in almost a century, then too may the Chinese municipal government compliment

itself on the successful embarkation upon a development program, in another "mud flat," which, in less than a century, will reduce the Settlement to but a suburb.

Lest we should be accused of being unduly uncharitable, it may be added in passing that the growth of the Settlement was handicapped at its birth. The so-called pioneers, as subsequent events clearly indicate, were men with little vision. Theirs was the purpose to get as much as possible out of China and with the expenditure of as little time and effort as circumstances permitted. The Land Regulations, the virtual constitution of the Settlement, were framed to achieve that purpose, and consequently their rigid observance to this day has retarded the normal expansion of Shanghai.

With the exception of certain public utilities companies, the average aim of the average foreigner in Shanghai does not differ materially from that of his predecessor. Particularly is this the case with brokerage firms and real estate agents. The land of the nation and its sole medium of exchange have thus become objects of exploitation. The present business slump with an almost endless list of failures may be traced largely to these ingenuous and unconscionable birds of prey, and the action taken by the Chinese government to restrict their activities, even though prevented from bearing rich fruit by the existence of extraterritorial and consular jurisdiction, may yet in time help retrieve in a small way the extensive damage done this community in particular and China in general.

With the intensification of trade depression, the revenue of the Council is bound to suffer. It appears but logical that steps should be adopted to reduce its expenditure not from the bottom up but from the top down. A study of the annual municipal budget will readily reveal the top-heavy structure of the Council, and instead of contenting itself with the negation of public projects for public benefit, the axe of economy should be applied to the present personnel. Many of the administrative posts of importance may be held by competent Chinese at much smaller salaries and with fewer privileges to boot. The employment of every foreigner means the employment of at least an extra Chinese to be his No. 2, while the dismissal of one foreigner may mean sufficient savings to obtain either the services of no less than three additional Chinese or to be used in constructive enterprises. The suggestion is not directed against foreign nationals, but is based solely upon common horse sense.

The ability of educated Chinese in the discharge of administrative responsibilities is well demonstrated in the development of the Civic Center. From the Chinese

municipal government, the Shanghai Municipal Council has not a little to learn. The International Settlement must be served in principle not by an official machinery but by a business corporation. Every member on the Council must prove his personal worth on a competitive basis, or, to put it bluntly, every dollar of salary paid by the Council must

be compatible to the nature of the work done and not to the dignity of the person who does it. If this simple principle can be enforced throughout the municipal administration, the Settlement will find adequate resources to develop itself so that it may remain a worthy half of the New Shanghai now fast taking shape.

Greater Shanghai—Greater Vision

BY DAYU DOON (董大酉)

THE Shanghai known to the world is composed of the International Settlement, the French Concession, and the Chinese controlled areas, namely, Nantao and Chapel. These areas have been allowed to grow by themselves without any preconceived scheme. As a result, Shanghai of today is unable to meet the demands of the times. The streets are narrow and crooked, parks and open spaces are scarce, factories and residences are built side by side. Physical improvements prove to be both difficult and costly. Although reputed to be the greatest port in the Orient, Shanghai fails to meet the requirements of a modern metropolis.

The rapid increase of population during recent years is phenomenal. The figure stood at 1,578,167 in 1920. Ten years later it climbed up to 2,927,858. During a period of ten years the population of Shanghai increased by 1,349,691 which is equivalent to 86 per cent. Today the population has passed the 3,500,000 mark. It becomes evident that mere physical improvements will not solve the problem. New areas must be developed to relieve the congestion. In other words, physical expansion must accompany physical improvements.

The principal factors which have been holding back the development of Shanghai may be summed up to be five: (1) the inadequacy of the existing streets to meet the present-day demand; (2) the inability of the existing areas to accommodate the rapid increase of population; (3) the obsolescence of the existing shipping facilities in view of the increase in shipping activities; (4) the lack of direct connection between water and rail transportation; (5) the existence of three independent municipal administrations and the consequent difficulty to form a unified policy and device a comprehensive plan.

The proposed city plan of Greater Shanghai, which creates a new area and at the same time embodies the existing areas as well as the neighboring town, attempts to solve the defects and limitations of Shanghai of today. It not only attempts to meet the demands of today but also provide requirements of tomorrow.

I. *The City Planning Commission.*—From a geographical point of view the expansion of Shanghai should be toward the mouth of the Whangpoo River. The idea of developing Woosung, the district situated at the mouth of the Whangpoo River as a future port, dates back over 30 years ago when Lin Qun-Yi was viceroy of Kiangsu Province during the Manchu dynasty. It was thought that the logical development of the port of Shanghai would be near the mouth of the Whangpoo, that the

river front would eventually move from Yangtzepoo towards the north, that factories and other plants would rise in the northern district near Woosung, and that business and residential development would follow.

In 1927, the city of Shanghai became a special district by order of the National Government at Nanking. The City Government of Greater Shanghai was then established and to Shanghai's first Mayor, Mr. Huang Fu, belongs the credit of reviving the idea which was first conceived over three decades ago. Mr. Huang's successor, Mayor Chang Tin-fan, continued to consider the idea, although it was not until the inauguration of the former Mayor Chang Chun, that definite steps were taken for carrying out the scheme. In 1932 Mayor Wu Tschchen succeeded Mayor Chang Chun and under him much has been done towards the realization of the project. Whereas it has been customary in recent years for successive administrations of the municipal government to replace important staff members when a new chief was appointed, the Municipal Government of Shanghai has been fortunate enough to do away with this vicious practice. Thus, most of the technical experts still remain and have been able to carry on the program of municipal development without interruption in spite of four changes of mayors in the past six years.

In 1929 the City Planning Commission of Greater Shanghai was created for the purpose of working out a plan which would represent in the broadest way all interests in the community and which would provide for future physical expansion. The commission is composed of eleven members, appointed by the mayor, representing the various administrative organs of the city government, with the Commissioner of Public Works, Dr. Shen Yi, a German-educated municipal engineer, as its chairman and Mr. Dayu Doon, an American-trained architect, as the advisor. The site for the new city was chosen by the City Council on July 5, 1929. The Street Plan, showing the layout of the street system in the new area, was adopted on July 7, 1930. Among the foreign experts who have examined the plan and given their criticisms are Dr. C. E. Grunsky, formerly president of the Society of American Civil Engineers, Mr. Asa E. Philips, well-known American city planner and Prof. Herman Jensen of Berlin University. The commission meets every fortnight when progressive plans and suggestions are presented and discussed, the deepest interest in the problems of the new project being taken by the members of the com-