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Chapter 2

The History of Landscape formation and Town Development in Kyoto

2-1

The History of Landscape and Town Development in Kyoto before Early Meiji Era

The city development plans launched by the rulers in each period and those carried out by the residents themselves strongly influenced each other; and frequently changed the landscape of Kyoto. During the long period, this landscape was enriched deeply by the sophisticated culture of the capital city and the lifestyle of its residents. This chapter will describe how the current landscape was developed, starting from Heian Period to the early Meiji Era.

1 Heian Period

● Relocation of the capital ~Heian-kyo, a well-designed city

Since Emperor Kanmu relocated the capital to Heian-kyo in 794, the land of Kyoto was called 'Miyako' or the capital. Heian-kyo extended approx.4.5km from the east to the west and approx.5.2km from the north to the south. It consisted of two symmetrical towns, Sakyo and Ukyo. The city was meticulously designed based on the system called Jobosei where streets were laid out on a grid pattern. The framework of present Kyoto was laid in this period. The city planning concept of Heian-kyo was modelled after Chinese design. The government at that time placed importance on the location of the capital. Kyoto was chosen because it matched the condition of "Shijin-so-oh", which is based on the Feng Shui geomancy.



Heian-kyo and the Present Kyoto superimposed.

● Development of Heian-kyo

As people began to adjust to the new life style, which is living in a city, they gradually changed the original concept of the "designed city". Being mostly marshy, the conditions in Ukyo town gradually deteriorated, while Sakyo town became the centre of the city functions of Heian-kyo and its area was heavily utilized. People converted some parts of streets for housing and agricultural purposes. These parts were called "Kosho". They also constructed new streets called 'Zushi' which extended into square blocks in the city. This created more housing space and contributed to the increase of convenience for the people.

● Temple and city development of Heian-kyo

In the early stages of Heian-kyo, the construction of temples, except Toji and Saiji Temples, were totally prohibited to curtail the influence of Buddhism. However, after the late 10th century, other temples were constructed and the number of their followers started increasing. In the 11th century, aristocrats constructed private temples, villas, palaces and detached palaces for the retired emperors in Shirakawa and Toba, the suburbs of Heian-kyo. Thus, the suburbs were developed and urban space was expanded.

● Shijin-so-oh

Shijin means four Gods: the Blue Dragon, the White Tiger, Red Peacock and Black Turtle/Snake. In the world of antiquity, each four gods were responsible for four directions: the east, the west, the south and the north. People believed that a land with the following four criteria is appropriate for the guardian gods to reside: a river in the

east, a wide street in the west, a plain or a pond in the south and a hill in the north.

The northern part of Kyoto Basin met all the criteria, having Kamo River in the east, San-in Trunk Road in the

west, Ogura Pond in the west and Mt. Funaoka in the north. Being surrounded by mountains on three sides, also contributed to choosing Kyoto as Heian-kyo capital.

2 Kamakura to Muromachi Periods

● Kyoto in Kamakura Period

In Kamakura Period, the vicinity of Rokuharatandai (the bastion of the military force in Kyoto) was urbanized. Although Kyoto had lost its importance as the capital in Kamakura Period, it kept prospering as a commercial and industrial city. In the middle of 13th century, the commercial and industrial districts expanded around Machikoji (present Shinmachi Street). The area north of Nijo-oji Street was called “Kamino machi” (upper town) and the area south of it was called “Shimono machi” (down town).

● Kyoto in Muromachi Period

In Muromachi Period, Kyoto regained its power and importance as a capital. The terminology for the division of the city such as “Rakuchu” “Rakugai” and “Kamigyo” “Shimogyo” were introduced. The two districts, Kamigyo and Shimogyo had different functions. Kamigyo a venue for government officers including court nobles and warriors and Shimogyo as an abode for merchants and businessmen such as banking business.

● Popularity of visiting shrines and temples

From Muromachi Period onwards, visiting shrines and temples became more popular among commoners, and their purpose began to change from faith to sightseeing. People started sensing the value of attractive sceneries blended with the natural environment in the notable places in Rakuchu (the urban centre) and Rakugai (the suburbs).

● The -Onin War and the establishment of Chogumi

In 1467, the Onin war broke out which destroyed and burnt most of the urban area to ashes. This incited Kyoto citizens to develop autonomous communities and protect their lives by themselves. In the middle of 16th century, several communities got together and established the “Chogumi”, or community federation.

In order to maintain security, temples and Chogumi constructed “Koh” or fortified mounds with wooden gates around their areas and placed guards at the gates.

● “Kyo-ezu” or pictures of Kyoto landscape were in fashion

During the warring states period, drawing pictures of

landscape of Kyoto on folding screens and fans became extremely popular. Such pictures were called “Rakuchu-rakugai-zu”.

These pictures not only reveal the liveliness of Kyoto, they manifest the sentiment of people who tried wholeheartedly to recover from the ravage caused by the war



Townscape in Muromachi Period (Model)

● Transformation of Cho

The original plan of early Heian Period defined a square bloc of the city as “1-Cho” which was supposed to have houses on the east and the west sides only and they were called Nimencho or a Cho with two faces. Soon people began to build houses on all four sides of the block which was called Shimencho or a Cho with four sides.

These changes were caused by the fact that streets became a living space for people.

For example, markets moved from the centre of blocs surrounded by walls to the outer area along the streets and formed shopping malls there. Thus, according to the increasing need for streets as living space, Shimencho became Cho.

As the importance of streets increased, each side of Cho became independent and was called Cho (using different character with the same pronunciation 丁、町) and Yoncho-cho or four side Cho was formed.

Later during the warring states period, for the sake of ease in the defense, a new Cho system was created. In this system, the sides of two previous Cho facing each other across the street were defined as 1-Cho. Such a Cho was called Ryogawa-cho which later served as a basic single autonomous community of Kyoto

3 Azuchi-Momoyama Period to Edo Period

● Unified administration in Kyoto

The restoration of Kyoto after the Onin War was carried out by Nobunaga ODA and Hideyoshi TOYOTOMI. Since there was friction between people with different strata and interests, it was necessary to reorganize Kyoto under a unified authority. Moreover, in order to rule the entire country under a unified regime, it was very important for a ruler to control Kyoto, the capital of Japan.

In 1569, Nobunaga ODA constructed a castle (Old Nijo Castle) with stonewalls and donjon on Muromachi Street to connect Kamigyo and Shimogyo areas. He tried to strengthen the military domination in Rakuchu or the urban area, and attempted to unify Kamigyo and Shimogyo areas. Nobunaga completed this project by burning down Kamigyo in 1573 to start a new land development project under his control.

● Hideyoshi's Urban policy

Hideyoshi took over Nobunaga's agenda and carried out extensive town renovation.

First of all, he built Jurakudai, a full-scale castle in 1587 on the unused land of Daidairi or the old palace site of Heian-kyo. This splendid castle symbolized Hideyoshi's enormous power.

At the same time, he conducted survey on lands in Rakuchu, twice from 1587, and reorganized the land owner's rights. After the land survey conducted by Hideyoshi, the tax collection by local lords was abolished. As a result, Hideyoshi's ruling over Kyoto was strengthened.

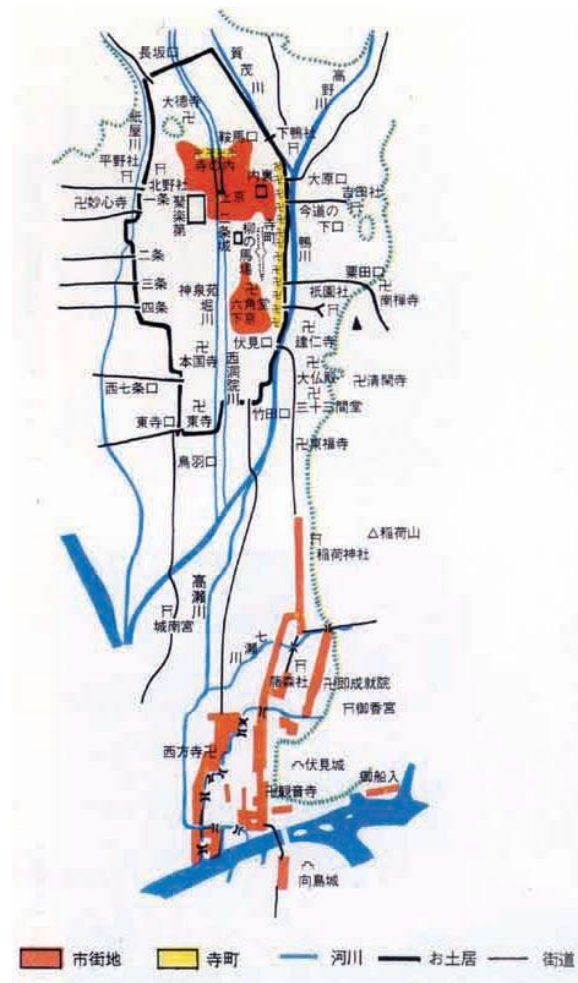
● Renovation of Kyoto by Hideyoshi

After establishing a powerful regime in Kyoto, Hideyoshi launched a full scale city renovation project.

In 1590, he implemented the "Shichu-machiwari" project by constructing narrow streets called "Tsukinuke" which extended into the center of square blocks and divided them into two rectangular blocks. With this, the open spaces left untouched at the center of square block were also used effectively.

Meanwhile, along with "Shichu-machiwari" project, he created zones exclusively for residents of the same status, for instance, "Bukemachi" or warrior's town, "Kugemachi" or aristocrat's town, and "Teramachi" or temple town. Accordingly, commoners had to move to the commoner

town. In order to develop Kyoto as a castle city, Hideyoshi built "Odoi" or the mound surrounding the central area of the city and got rid of "Kidomon" or the wooden gates at the entrance of each cho.



Kyoto in the late Middle Ages

● Kyoto in Edo Period

After Toyotomi regime, Tokugawa Shogunate took over the administrative system that Hideyoshi had created and tried to expand it. The significance of this period was that the feudal government ruled the city by the way of Cho communities. The government respected the independence of “Cho-kyodotai”, or the cooperative Cho community, and allowed Chogumi to continue their activities. On the other hand, Chogumi established a system of informing the residents about the regulations and laws of the government by way of Cho-shikimoku (the rules of community).

Kyoto in Edo Period was still one of the cultural centers of Japan paralleling Edo and Osaka. The three cities were called “Santo” or the three capital cities. Kyoto was an academic and cultural center which was supported by the court noble society. It was also the city of manufacturing for many luxury items and at the same time was a famous tourist spot where numerous shrines, temples and scenic places were concentrated.

● Policies of Edo Shogunate

The restoration of shrines and temples by Tokugawa Shogunate affected today's landscape of Kyoto. The restoration of shrines and temples which had been destroyed during the warring states period served as a symbol of the power of Tokugawa Shogunate throughout the country.

The government protected and promoted the Kyoto's industries, too. Traditional industries such as Nishijin textile, pottery, ceramics and bronze wares which are handed down until today developed dramatically in Edo Period.

To maintain harmony with the surroundings, the government enforced a law controlling the height and size of the houses. Citizens were not allowed to build houses higher than two stories and larger than three Ken (a unit of measuring the surface area). As a result, an organized and standardized landscape was created.

■ The Life in Cho and Cho-shikimoku

The Cho-shikimoku (community rules) was also called Choki, or Cho-sadame. These rules were formulated by the residents for the purpose of making life comfortable for themselves and maintaining a favorable environment in the community. Those who broke the rules had to pay penalty. In case of heavy offenses, the house of the offender was confiscated or even the person was expelled from the community.

The Cho-shikimoku covered a wide range of issues of the communities' daily life. For example, the residents in a community were prohibited from doing certain jobs. They also regulated the detailed design of the façade of stores. This included obligatory installation of shelves inside the store, and the ban on using long curtains and lattice doors. These regulations created an orderly façade of the town houses and formed a landscape which were matching and in harmony with different businesses in the community.



A unified landscape of traditional town houses is still preserved in Nishijin area.

4 Meiji Era

● Modernization projects in Meiji Era

With the relocation of the capital from Kyoto to Tokyo in the Meiji Era, court nobles, government officials and influential merchants also moved to Tokyo and the center of Kyoto was deserted. In order to cope with this situation, active measures were taken. One of the distinctive projects was the construction of a canal from Lake Biwa.

This project was launched by Kunimichi KITAGAKI, the 3rd governor of Kyoto Prefecture and was completed in 1890. The next year, the Keage Hydroelectric Power Plant, being the first in Japan, was constructed which supplied electric power to the city. In 1895, the first electric powered street car started operating in Kyoto being the pioneer in Japan.

Thus, the canal project contributed to the modernization of Kyoto. It also significantly changed the landscape of the city. The completion of the canal brought a pleasant water front, which still remains in the urban area of Kyoto.

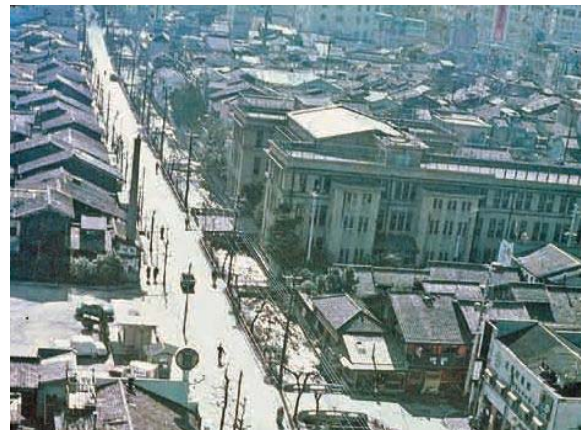
● The Birth of Bangumi elementary schools

Inherited from Muromachi Period, Chogumi, an autonomous community unit was renamed to Bangumi by the Kyoto Prefectural Government. Each of the two areas called Kamigyo and Shimogyo had 33 Bangumi communities. In 1868, ordered by the prefectural government, each Bangumi had decided to construct an elementary school and the very next year, 64 schools started functioning. These Bangumi elementary schools played other significant civic roles, too, such as housing the offices of family registration, police station and fire station. Thus, they also served as the general administration headquarters for Bangumi communities.

The construction and running costs of the schools were covered by the residents. Schools were recognized as a symbol of communities. Thus, the school district system became an indispensable part of the life of the residents and of the activities of the autonomous community associations. Volunteer fire corps became more active. Even today, residents' attachment to their schools and community activities remains strong.



Today's Keage Electric Power Plan



The 6th Bangumi Elementary School of Old Shimogyo (Former Rissei Elementary School)

□photo 1 : reference is on the end



A scene of the activity the current community autonomous association

■ The History of Kyo-machiya town houses

The origin of Kyo-machiya dates back to Heian Period, when the court nobles brought various merchants and craftsmen from many other provinces to Kyoto for the production of different goods for them. Subsequently, these merchants started buying pieces of land facing the streets for their businesses and residences. That is considered to be the origin of Kyo-machiya. However, the houses at that time were very simple, consisting of wooden roofs and wooden and grass walls, and most of them were one-storied buildings.

The design of Kyo-machiya underwent a big change in Edo Period. “Rakuchu-Rakugai-zu” or the pictures of Kyoto's urban and suburban landscape drawn in the early Edo Period shows rows of two story houses with wooden roofs, as well as roofs covered with thin wooden and earthen tiles. The two storied houses at that time had no eaves between the first and second floors which is quite different from those of today. The second floor protruded from the first floor and was decorated with unique designs. Windows with thin bars of various grid patterns and semicircular shaped windows are among such unique designs.

The design of Kyo-machiya and its landscape have kept changing with time, affected by conflagrations and social changes. In the middle of Edo Period, the prototype of sophisticated Kyo-machiya seen today was completed. The unified townscape was completed with the houses with eaves of the same height.



Folding Screen of Rakuchu-Rakugai-zu (Momoyama Period)

□ figure3 : reference is on the end



Model of town houses at the beginning of Late Middle Ages



Model of town houses at the end of Late Middle Ages.

2-2

Footsteps of Kyoto Landscape Policies

Landscape policy has been one of the important issues in the planning of Kyoto city for a long time. Measures taken to this end have kept improving to cope with the expansion of urban area and the intensification of business activities for the purpose of modernization during Meiji, Taisho and Showa Eras. The economic recovery after the World War II and the following intensive economic growth also had a role in this process. The progress was achieved and supported by those who were interested in the landscape of Kyoto.

1 Measures for landscape conservation from Meiji to Showa Eras

●Municipalized Kyoto and its landscape conservation

Japan adopted the municipality system for the first time in 1889. Three cities, Tokyo, Osaka and Kyoto were regarded as extremely important places supporting the central government. Because of this, these cities were strictly controlled by the national government as stipulated under the “Exceptional case of the municipality system”. Therefore, Kyoto city could not have a mayor or full-time staff. The governor of Kyoto Prefecture and his staff concurrently acted as the mayor and the city staff. The movement of becoming independent from the Meiji government and being an autonomous body was intensified. As a result in 1898, the “Exceptional case of the municipality system” was abolished, and Kyoto city government was established.

In June 1900, Jinzaburo NAIKI, the first mayor of Kyoto, presented the city concept to the city assembly. In his presentation, he clearly mentioned the function of each region and preservation of scenic beauty and cultural properties by the phrase “Preservation of the scenic beauty of Eastern region is needed; the status quo of Nishijin, the northern region should be maintained, and the policy of preserving noteworthy sights and historical scenery should never be abandoned”.

After the Meiji Restoration in 1868, the central government adopted a new policy called “Haibutsu-kishaku” which proclaimed eliminating Buddhism. Buddhist cultural properties in many places of Japan were destroyed. However, after 1887, people started reviving Buddhism and called for the preservation of old shrines and temples. Responding to this, the “Law for Preservation of Old Shrines and Temples” was passed in 1897. This was the law

for the protection of cultural properties. A program providing subsidy for the maintenance and repair of buildings and treasures of old shrines and temples was also established.



Today's Nishijin District



Today's Higashiyama scenic beauty district (Okazaki area)

● City planning and conservation of natural landscape in Taisho Era

In Taisho Era, the capitalistic economy developed phenomenally. After World War I broke out in 1914, industries and population were intensely concentrated in the central areas of the city. As a result, the need for establishing a city planning law was badly felt.

In response to this need, the City Planning Act was promulgated in 1919. Under this law, the regional/ district system such as the scenic landscape district was also established. Furthermore, in the same year, the Urban Building Law which was the predecessor of the Building Standard Act was enforced. This law created zones and districts such as “use zone”, “fire prevention district” and “aesthetic district”, and regulations concerning building height and structure.

Under the law, Kyoto city designated four categories of land on the basis of their use: residential areas, commercial

areas, industrial areas and undesignated areas in 1924. The height of buildings in the residential areas was limited to less than 19.7 m and in the other areas to less than 30.3 m.

In 1930, in order to conserve natural and historical scenic beauty, a vast area of about 3400ha including the vicinity of Kamo River, Higashiyama and Kitayama was designated as the Scenic Landscape District.

The Law of Preservation of Old Shrines and Temples and the Law of Preservation of Historic, Scenic and Natural Monuments were aimed at preserving only cultural properties. However, the entire area where such cultural properties are located is covered for the first time by designating the area as Scenic Landscape District.

■ Map of the stages of transition of Scenic landscape Districts



2 Period between the post war era and the time when the Ancient Capitals Preservation Law was established

● Actions after the Second World War

Compared with other Japanese cities, Kyoto city incurred less damage due to the war, and most of its historical assets survived the fire.

After the war, the city initiated a project for the redevelopment of lands which had been the evacuation sites during the war. Roads, squares and parks were improved and main streets including Oike, Gojo and Horikawa Streets were widened. The foundation of the present city was laid under this project.

To achieve recovery from the war damage, the government established the Special City Planning Law in 1946. The Green Zone system for the production of vegetables was also established where building-to-land ratio was limited to less than 10%. As Kyoto was not regarded as a war-stricken city, Green Zone system could not be applied here. However, the Law for Kyoto International Culture and Tourism City established in 1950 allowed Kyoto to apply Green Zones system. Thus, 15.4% of the city was designated as the Green Zone in 1955. Most of the designated areas happened to be the Scenic Landscape Districts. Effort to conserve natural landscape in the Scenic Landscape Districts was augmented by the strict regulation of building-to-land ratio in the Green Zone.

In 1971, Green Zone System was abolished after Urbanization Control Areas and Urbanization Promotion Areas were designated under the new City Planning Act.



All buildings on Horikawa Street were demolished under the evacuation policy during the war

● Birth of landscape policy of Kyoto, a government-designated city

In 1956, the Local Autonomy Law was amended and Kyoto became a government-designated city. As a result, the administrative authority for the scenic landscape was transferred from Kyoto prefecture to Kyoto city.

After this transfer, the Kyoto City Ordinance on Outdoor Advertisements was established. In the next year, the city imposed four kinds of restrictions on outdoor advertisements which covered the whole city area. It also started regulating advertising pillars on the streets and gave guidance on the colors used for neon lighting and so on. In 1958, putting advertisements on the electric poles were banned. In 1959, the authorized registry system for neon light makers was established. In 1960, Kyoto City Ordinances on Outdoor Advertisements were amended under which the ban on advertisement, ban on areas and ban on objects were standardized.

Thus, Kyoto City implemented policies which were of much higher standards than any other city in Japan.



Downtown Kyoto in 1950s

□photo 2 :reference is in the end

● Period of high economic growth and the movement to establish the Ancient Capitals Preservation Law

From around 1955 to 1960s, Japan's economy grew dramatically. The big wave of land development reached Kyoto and at the same time, that threatened the landscape of Kyoto.

In September 1964, Narabigaoka hill, where Kenko YOSHIDA, a famous essayist known for “Tsurezuregusa” had once built a hermitage, was allotted for the construction of a hotel. This project caused a lot of controversy. A voice against the construction, “Protect Narabigaoka” was intensified among the local residents. However, the system of Scenic Landscape Districts had no power to stop the development. Motivated by the citizen's voices, Kyoto city requested the cooperation of other concerned parties to appeal to the national government the need for the enforcement of special law that would include heavy penalties on the violation of the landscape protection and the land purchasing system by the national government. A similar problem arose on the mountain behind Tsurugaoka-Hachimangu shrine in Kamakura, in the same period and the local people there also demanded the protection of the place.



Narabigaoka Hill

● Enactment of the Ancient Capitals Preservation Law

Triggered by these movements and by the joint actions of Kyoto, Nara and Kamakura, the movement for the enforcement of a special law gained momentum. Public voices in favour of “protecting ancient capitals” arose. In 1966, the Ancient Capitals Preservation Law was enforced.

Under this law, areas where historically valuable old shrines, temples and monuments that are in harmony with their vicinities were designated as Historical Climate Preservation District. Among such districts, those ones that were considered the most important ones were designated as the Historical Climate Special Preservation District. In the areas designated as the Historical Climate Special Preservation District, land development was banned. This means no land development is permitted in the areas. To compensate the losses caused by these regulations, the system allowed the land owners to sell their properties to the government. With this system, important buildings, such as shrines, temples, historic sites and beauty spots which stood on the outskirts of mountains together with the natural environment surrounding them, could be protected. This was an epoch-making policy regarding landscape policy in Japan.



Sagano, a Historical Features Special Conservation District

3 Enactment of the Ordinance on Urban Landscape

● The early years of the implementation of urban landscape measures

The announcement of the construction of Kyoto Tower in 1964 created a big controversy regarding its effect on the landscape. At that time, regulations about the conservation of the mountainous landscape which surrounds the urban area was implemented by designating mountainous areas as Scenic Landscape Districts. However, there were no systematic rules for the conservation of the urban landscape, except for the areas which had been designated as the Scenic Landscape District and the regulation on advertisements. Under these circumstances, Kyoto city studied the possibility of drawing a long-term perspective and conceptual plan, and also conducted investigations on the designation of Aesthetic Districts.

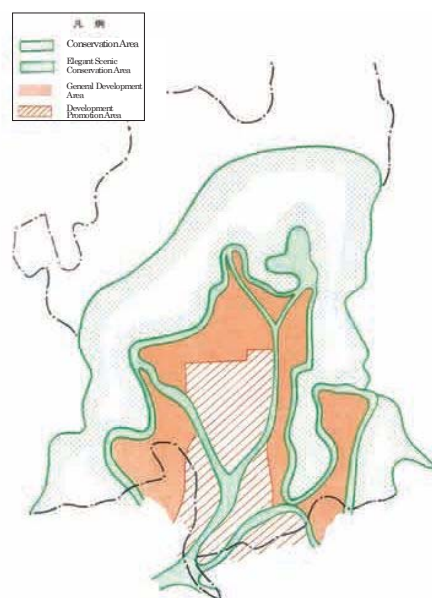
● Formulation of Town Development Plan

In 1969, Kyoto city formulated “Vision of the Development of Kyoto in the coming 20 Years”, the first long-term plan after the war. The plan pointed out various changes caused by high economic growth and set a goal to create a comfortable city where citizens are given priority. Thus, to address the issue of keeping a balance between conservation and development, the basic policy was decided as “Conserving the north and developing the south” which meant to conserve the historical townscape and mountain views of three sides in the north, and develop the south. In addition, the areas along the mountains and rivers were designated as Landscape Conservation Area for the sake of preserving the natural environment. To protect an attractive environment and perspective view of the residential area and to improve the urban landscape that copes with the demand of new urban functions, the entire city was designated as Landscape Development Area. This was the first time for the city to manifest its urban landscape policy.

● Symposium hosted by UNESCO and the Agency for Cultural Affairs

In 1970, an “International Symposium on the Conservation of Traditional Cultures in Kyoto and Nara” was held by UNESCO and the Agency for Cultural Affairs. The symposium recommended the conservation and development of historical districts of Kyoto and Nara. Accepting the recommendation, Kyoto city decided to further promote its urban landscape policy.

■ Conceptual map of Landscape Area based on the “City Development Plan” in 1969



Landscape Conservation Area

1 Conservation Area

The mountainous area should be preserved as an important background for the urban center, and as a part of natural landscape which is in harmony with historical properties.

2 Elegant Scenic Conservation Area

The landscape of the mountainous area and the areas along rivers should be improved while conserving their historical and natural environment.

Landscape Development Area

1 General Development Area

The environment around important cultural properties has to be preserved, and the height of the buildings has to be partly limited to conserve living environment and perspective views in the residential and some central business areas.

2 Development Promotion Area

Urban landscape in business and industrial areas should be developed to cope with the demands of new city functions.

● Enactment of Ordinance on Urban Landscape

Kyoto City Ordinance on Urban Landscape was enacted in 1972 in which the following four districts were stipulated. The Aesthetic District is to promote harmony between historical sites and the scenery around them. Controlled Structure Area is applied to the Aesthetic District to regulate buildings and structures and to assist the owners in designing buildings that match the area. Meanwhile, Large Structure Control District is applied to the wide area and Special Conservation and Landscaping District is applied to San-neizaka area and Gion-Shinbashi area to conserve and improve the cluster of traditional buildings there.

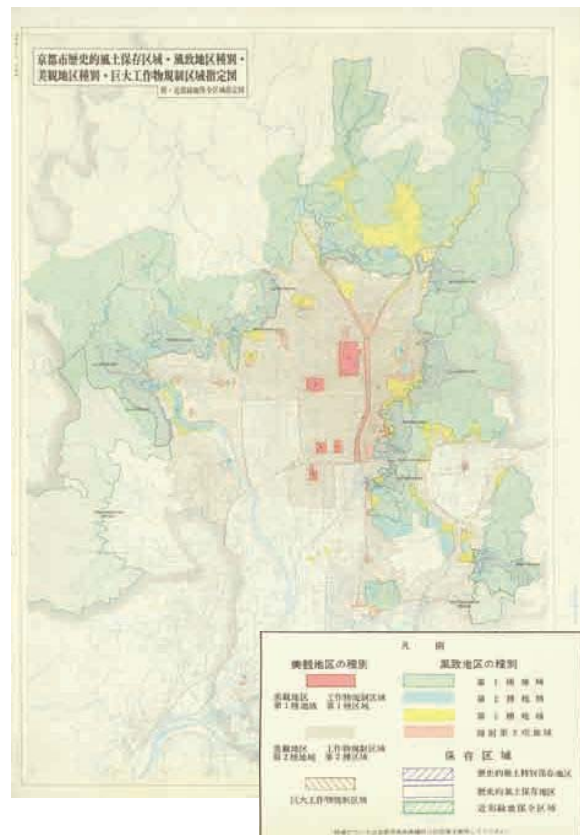
In 1973, Kyoto played a central role in establishing the Historical Landscape Liaison Council which aimed at preserving historical landscapes in Japan. 13 cities worked together to appeal to the national government for the authorization of the new system. As a result, the Act on the Protection of Cultural Properties was amended in 1975 and the system of Preservation District for Groups of Historical Buildings was established and groups of traditional buildings were defined as cultural properties. In the next year, under this system, Kyoto city designated San-neizaka Slope and Gion Shinbashi area as Preservation Districts for Groups of Historical Buildings.

● Establishment of the comprehensive system for landscape measures

In 1970, adopting the floor-area-ratio system from amended Building Standard Acts, the limitation of building height, which had been enforced since Taisho Era, was abolished except in the low-rise residential districts. As a result, tall buildings were constructed and the landscape of Kyoto was endangered. In 1973, in order to conserve the urban landscape and living environment, Kyoto city designated Height Control Districts in most of the urban areas to regulate building heights.

The comprehensive landscape policy in the urban area was completed by the designation of Height Control District and other regulated districts stipulated under Kyoto City Ordinances on Urban Landscape.

■ Map of designation areas stipulated under Kyoto City Ordinance on Urban Landscape (1973)



4 Conservation, revitalization and creation of city development

●Controversy over landscape resumed

In 1988, the city formulated the “Guideline for Comprehensive Design System”. The comprehensive design system allows to alleviate the limitation of the building height and to increase floor-area ratio by offering public space in the building site. Taking advantage of this system, the plan to construct a 60m tall Kyoto Hotel building was revealed to the public which caused a controversy issue. In addition, the JR Kyoto Station building plan, which was a part of the “Heian-Kento 1200 project” or a project commemorating the 1200th anniversary of Heiankyo capital, caused another controversial problem, especially the height of the building. This controversy surfaced after the plan for the construction of this building was put at international competition in 1990.

●Conservation, revitalization and creation of city development

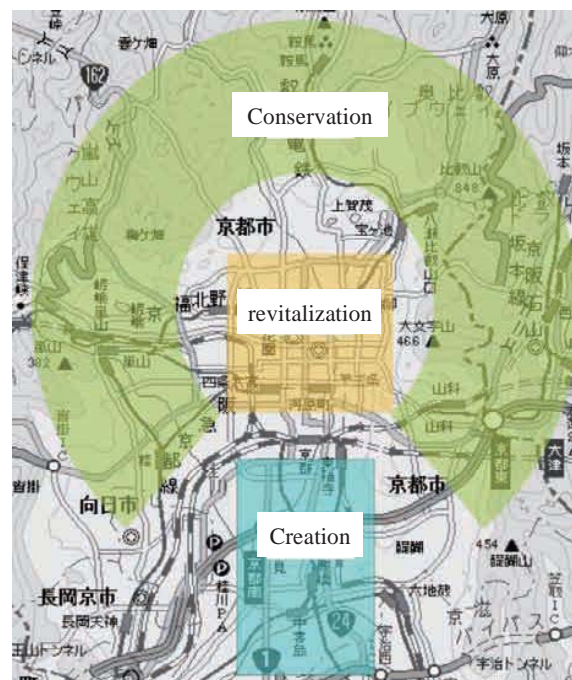
In 1991, Kyoto city set up the “Council for Kyoto City Development on Measures for Land Use and Landscape” to draw the basic guideline regarding city development and landscape in the future. The council submitted its first report to the city in 1991 and the second report in 1992. The first report focused on the “conservation, revitalization and creation” as its theme and proposed to divide Kyoto into three regions: “Natural and Historical Landscape Conservation Region” in the north and three mountainous areas, “Harmonized Downtown Revitalization Regions” in the central area and “New Urban Function Concentration Region” on the south. The second report proposed some measures including sub classification of the Aesthetic Districts, promoting usage of pitched roofs, intensifying guideline on large buildings, and strengthening the regulation of outdoor advertisements.

●Conservation of natural and historical landscape on the Mountains on the three sides of the city and their foothills

To implement the measures suggested by the first and the second reports by the council, intensive discussions were carried out on wider subjects including conservation of historical surrounding and natural scenery, and on the urban landscape measures as well. In order to protect the views of the scenic beauty of the mountains viewed from downtown area which is one of the important cultural properties, the “Ordinance for the Conservation of Natural Landscape” was enacted in 1995. This ordinance ensures to preserve the natural landscape and to pass them down to the future generations.

The next year, most parts covered by the Urbanization Control Areas were designated as Natural Scenery Conservation District. The area of The Historical Features Special Conservation District was almost doubled, covering most of the mountainous areas surrounding Kyoto Basin, including the five mountains of Daimonji Bonfire Festival.

■Basic concept of land use and landscape measures suggested by the Council for Kyoto City Development on Land Use and Landscape Measures



5 Measure for creating harmoniously revitalized urban centers

● Measures regarding landscape problems caused by the construction of condominiums in the business- residential district

Various businesses including traditional industries are concentrated in the urban area of Kyoto, the repository of traditional culture. The area maintains its unique landscape that consists of Kyo-machiya town houses. However, because of the stagnant traditional industries and local economy, the number of unused or seldom-used pieces of land increased and their prices declined. As a result, people started constructing high-rise condominiums that might endanger the lifestyle and cultural assets of those localities.

To cope with this problem, Kyoto city formulated the “Guideline on the Business-Residential Districts” in 1998. In

the guideline, the business-residential districts are regarded as the leading area for the revitalization of the city center. The guideline also includes measures to be implemented for the development of these districts and their goals, based on the cooperation between citizens, enterprises and the government. To be more specific, the guideline includes 10 action plans such as the Community Cooperation Type Regional Plan, a project to establish the system for the conservation and renovation of Kyo-machiya houses, and a project that secures residential space by opening up dead-end roads.

■ Goals of community development < creation of energetic city center and new Kyo-machiya town >

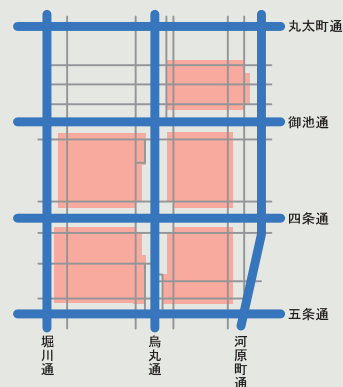


- | | |
|---|--|
| 1 Utilizing the Community Cooperation Type Regional Plan in the Business-Residential District | 2 Creating a system for the conservation and renovation of Kyo-machiya houses |
| 3 Securing residential space by opening up dead-end roads | 4 Maintaining the charm of townscape |
| 5 Improving pleasant walking spaces | 6 Developing unique residential districts in the urban area |
| 7 Restructuring city blocks | 8 Improving disaster prevention measures |
| 9 Forming community organizations and networks | 10 Promoting urban-type industries and developing infrastructure to accommodate them |

■ What is business-residential district?

It is an area where business offices and residences coexist and play central role in supporting the vitality of the city for a long period. The districts are surrounded by trunk roads: It covers Oike Street (and a part of Ebisugawa Street), Shijo Street and Gojo Street running from the east to the west and Kawaramachi, Karasuma and Horikawa Streets running from the north to the south. The upper limit of floor area ratio there is set to 400%.

□ Business-residential districts are colored red.



● **New rules for constructing new buildings in city center**

Even after the enactment of the guideline and its action plans, the landscape of city center changed rapidly. To deal with this, the “Council on Conservation and Revitalization of Landscape in the City Center of Kyoto” was established in 2001. Based on the report of the Council, Kyoto city established three new building rules in April 2003 that entail reviewing Height Control Districts and establishing

Aesthetic Districts and Special Use Districts in the central area of the city as an immediate countermeasure.

These rules were intended to enhance harmony between vividness and living environment of the city center, and to encourage building plans quite appropriate for the business-residential districts.

■ **Outline of the new building rules in the city center**

1. Changes in Height Control District

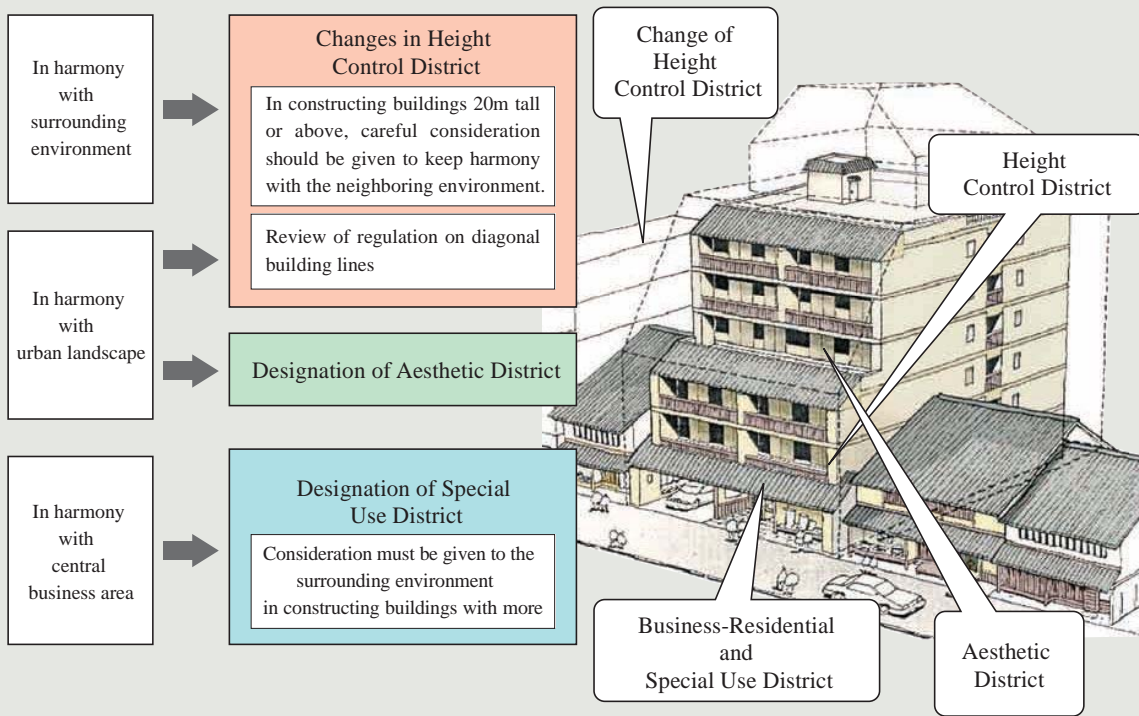
In the plans for constructing buildings 20m tall or above that, the issue of sunlight and ventilation for the neighboring buildings should be considered. The construction should also not disrupt the overall street landscape. The regulation on diagonal building lines was established to lessen the suffocating feeling seen from the street.

2. Designation of Aesthetic District

Over a long period of time, business-residential districts have maintained a unique landscape with long strand of eaves of houses and a space under them along the street. In order to positively develop such landscape, such areas were designated as Aesthetic District.

3. Designation of Special Use District

In building a condominium with more than 300% floor-area ratio, the lower part of the building should be carefully designed so that it should be in harmony with the atmosphere of commercial center. In addition, running adult-entertainment businesses were banned so that it can maintain a healthy living environment there.



6 Period from the establishment of “Fundamental Policy for the Development of a Beautiful Country” to the enactment of “Landscape Act”

● Background of establishment of Landscape Act

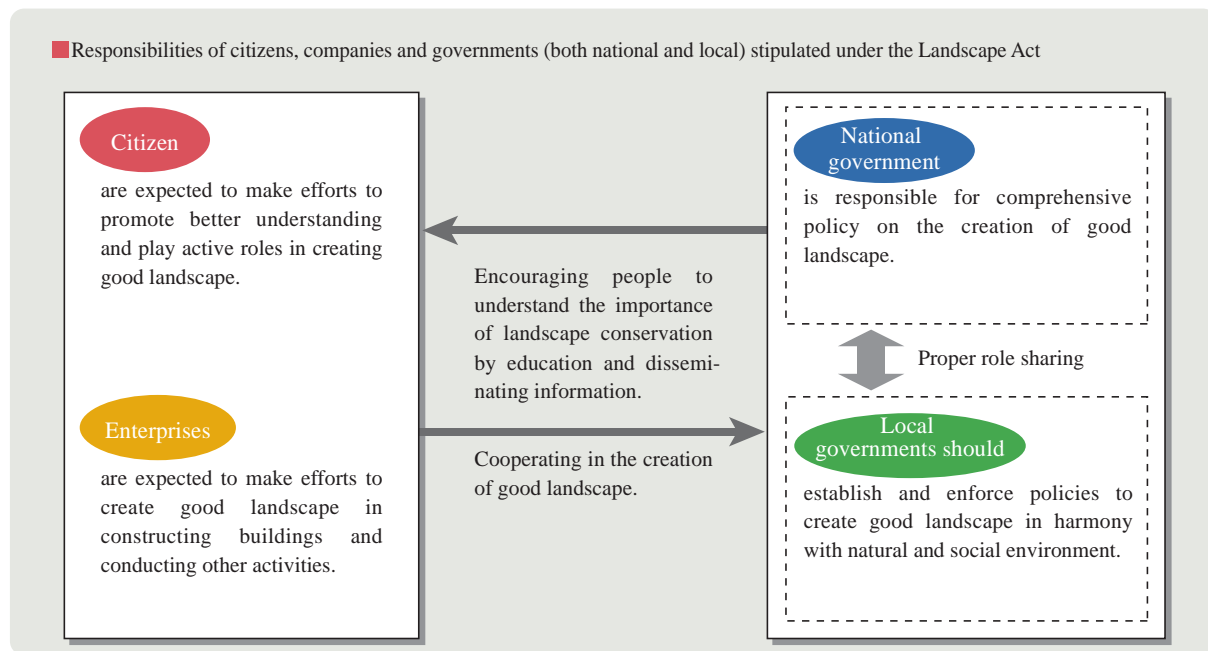
As the economic development reached maturity in the 21st century, the concept of value shifted from quantity to quality. As a result, the national government began to expect unique and beautiful landscapes through improving the living environment. Kyoto as well as other local governments and their citizens also started showing interest in landscape. As a result, a great number of measures were taken by local governments including the establishment of more than 500 ordinances related to landscape. However, without the legal support from the national government, such regulations were less effective. Local governments had many such problems. For instance, there was no common basic concept among people all over the country for maintaining and conserving landscape. Also the support of the government on taxation and subsidy program for landscape development was insufficient.

To cope with these problems, the Ministry of Land, Infrastructure, Transport and Tourism formulated the “Fundamental Policy for the Development of a Beautiful Country” in July 2003 which drew a guideline for achieving how to make a beautiful country. The policy outline also pointed out the necessity of enacting a basic law on landscape.

● Basic philosophy of Landscape Act

Consequently, the Landscape Act was promulgated in June 2004. In December the same year, a part of the act was enforced and in June next year, the act was fully implemented. This was the first comprehensive law on landscape in Japan. It clearly defines the basic philosophy of the development and conservation of landscape and the responsibilities of citizens, enterprises and governments.

The Landscape Act articulates its basic philosophy as “good landscape is the property of every citizen in the country”. It also stipulates that “local characteristics should be valued in developing landscape to create diversity. It emphasizes that there is a vast variety of good landscape which is influenced by the natural environment, history, culture and climate of each locality. It also makes its intention clear which mentions that only conservation of the present landscape is not the aim, but to create new high quality landscape is also included in the aims.



The local governments found out that the absence of basic concept of landscape among citizens and the lack of support from the national law was the problem. Therefore, the Landscape Act contributed greatly to the implementation of the landscape policy by local governments. Supported by the landscape act, local governments could achieve their landscape policy.

● Measures by Kyoto city after the Landscape Act was promulgated

As stipulated under the Landscape Act, the city of Kyoto became a “Landscape Administrative Organization”. It designated Kyoto Center for Community Collaboration as a “Landscape Management Organization” in May 2005. This was the first such act in Japan to implement good landscape creation projects. In December, the city formulated the Landscape Plan which included systems and measures the city had adopted by then to manifest the guideline for the creation of good landscape.

■ Outline of Landscape Act

Landscape Act defined those local governments that implemented landscape measures, as the “Landscape Administrative Organization” and vested in them various authorities for the implementation of the landscape policies.

A Landscape Administrative Organization is able to designate Landscape Planning Areas and formulate a landscape plan to promote the creation of good landscape in the districts where the regulations are lenient and notifications and guidance are applied. The city is also able to impose fines on the offender.

To enhance the creation of good landscape in a more positive manner, the city is able to use the system of City Planning in designating Landscape Planning Area. In such areas, construction is not allowed without getting permission fro

In addition, buildings and trees which are regarded as important components of good landscape are designated as “Structures of Landscape Importance and Trees of Landscape Importance”. Part of the costs of maintenance and purchase of buildings and trees are covered by the national government. Since public facilities such as roads, rivers, ports and city parks are important components of local landscape, there is also a system to designate some of them as Public Facilities of Landscape Importance.

The Landscape Administration Organizations designates NPOs and other public welfare corporations as “Landscape Management Organizations”. They provide information and consultation for the citizens for the creation of good landscape, give advice to Landscape Administration Organizations and support local people by establishing the system of landscape agreement to enhance good local landscape.



□ 図3 : reference is on the end

7 Progress toward New Landscape Policy

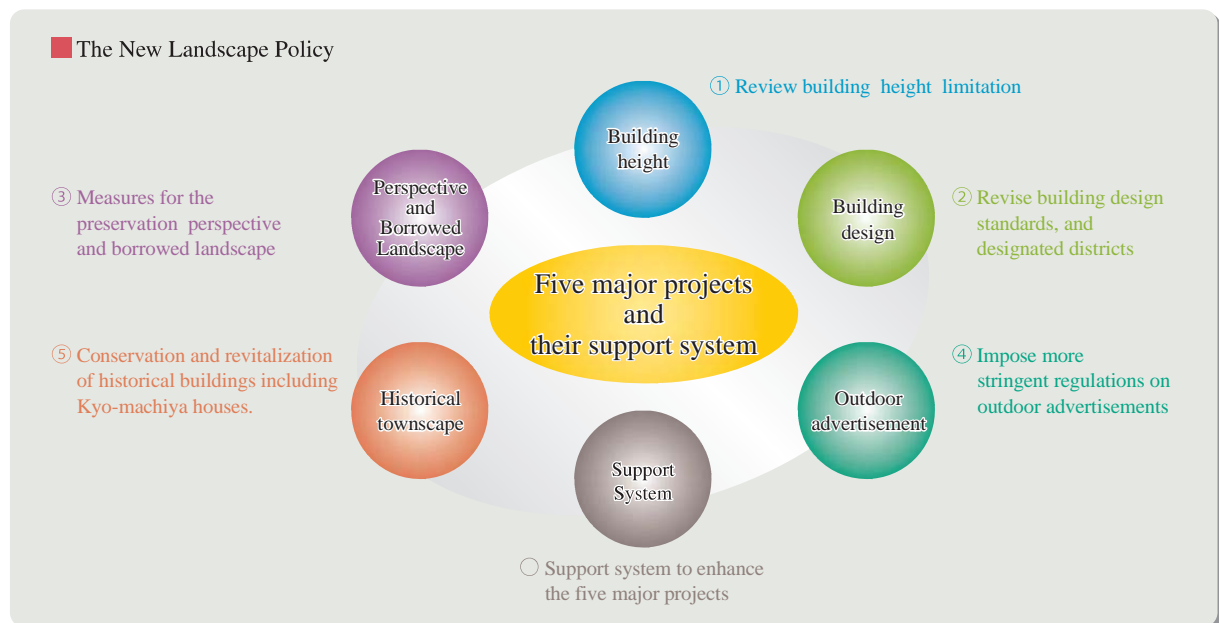
● Problems countermeasures related to the landscape of Kyoto

After the high economic growth period, the landscape of Kyoto started deteriorating due to the rapid and irregular urbanization. This was a serious problem to be dealt with because if such irregularities were left unchecked, Kyoto would have lost its attraction and vitality. Alarmed by this fact, “Japan Institute of Architecture” and “Kyoto Association of Corporate Executives” made a proposal regarding the landscape of Kyoto. In response to the proposal, the city established the “Council for Kyoto Revitalization” in a hope that Kyoto will be recognized as a national property in 2002.

The strong fear of losing its heritages in the near future compelled Kyoto to establish the “Council on Landscape Formation of Kyoto Shining Forever” in 2005. Based on the opinion of this council, the city thoroughly revised the landscape policy. As a result, the New Landscape Policy was established in September 2007.

● Basic concept of landscape development in the historical city of Kyoto

The New Landscape Policy has three basic concepts: (1) Landscape should be developed keeping in view the outlook of the city in the coming 50 years and 100 years. (2) Although buildings belong to private owners, the landscapes they form belong to public. (3) Everyone is responsible for and has the mission to preserve the landscape of Kyoto and pass it down to the future generations. Based on these concepts, comprehensive support system including financial support was established to implement the following five major projects: to review building height limitations to review standards for the design of buildings, and designated districts; to implement measures for the preservation of perspective and borrowed landscape, to impose stricter regulations on outdoor advertisements, to conserve and renovate historical buildings including Kyo-machiya houses.



■ The Five major projects and their support system based on the New Landscape Policy

(1) Review of building height limitation

The height of building greatly affects the urban landscape and its environment. Kyoto city imposed stricter building height limitation with local characteristics in mind in the areas such as historical urban area and residential and industrial areas bordering mountainous area that account for 30% of city's total area.

(2) Review of design standards for buildings and designation of the regulated areas

Design standards for buildings were reviewed in detail while paying more attention to local characters because these features are also important components of the landscape. For example, the conventional design standard was based on the traditional Japanese design and was divided into five types. However after the review, the classification was based on regions so as to utilize local characteristics. Areas such as Landscape District and Structure Improvement District where building designs were regulated, were expanded.

(3) Measures for the preservation of perspective and borrowed landscape

As a comprehensive measure concerning perspective landscape, Kyoto City Ordinance on the Creation of Perspective Landscape, was enacted for the first time in Japan. The ordinance stipulates standards governing structures to protect visible views between viewing spot and the object to be viewed, for instance, the beautiful visible scenery between the west side of the Kamo River and Mt. Daimonji.

(4) Imposing more stringent regulations on outdoor advertisements

The regulations related to outdoor advertisements were reviewed in order to keep harmony with local characteristics and the height and design of buildings there. Rooftop advertisements were prohibited so as to maintain beauty of the skylines. Blinking neon lights and mobile advertisements were also prohibited in the entire city.

In addition, the city improved the support systems including awarding good outdoor advertisements and the subsidy program so as to develop good urban landscape.

(5) Conservation and revitalization of historical buildings including Kyo-machiya houses.

The city encourages people to use the subsidy system for the renovation and improvement of traditional buildings including Kyo-machiya which are the core of historical landscape in Kyoto.

In an area when a structure is designated as Structures of Landscape Importance, this will serve as a focal point of the improvement of landscape for the local community. From this point the improvement will extend along the whole street and from there to the whole community. This is a scheme the city of Kyoto is working on to revitalize and expand the historical townscape.

○ Support system for the implementation of the five projects.

The New Landscape Policy supports Kyo-machiya houses by (1) dispatching specialists on quake-resistant design (2) providing subsidy for quake-resistant design.

The support system for condominiums includes (1) dispatching advisors for the reconstruction and renovation (2) providing subsidy for quake-resistant design, (3) providing loan for reconstruction.