

Kyoto City Landscape Policy

Forming Timeless and Radiant Kyoto Landscapes
(September 2007~)



Kyoto City

Kyoto City Location and Population

Kyoto City is located west of central Japan, with a metropolitan population of 1.47 million people.

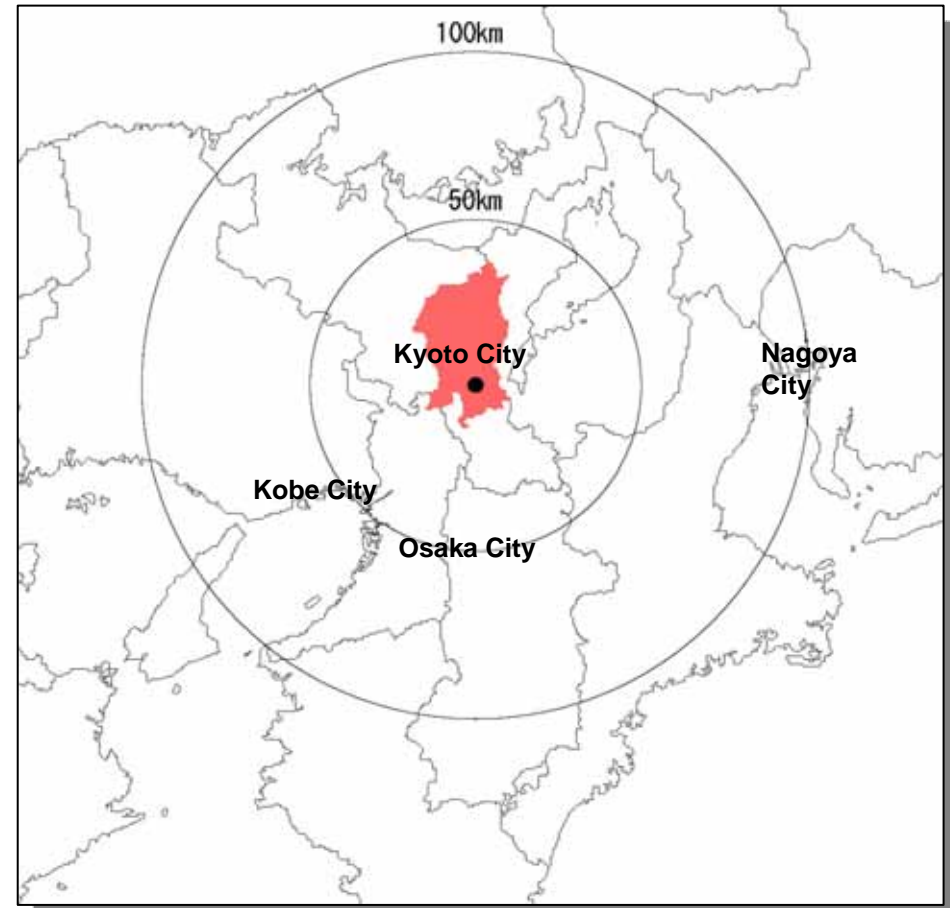
Population : 1,470,000

Area : 828 k m²

Kyoto City location map (widescale)

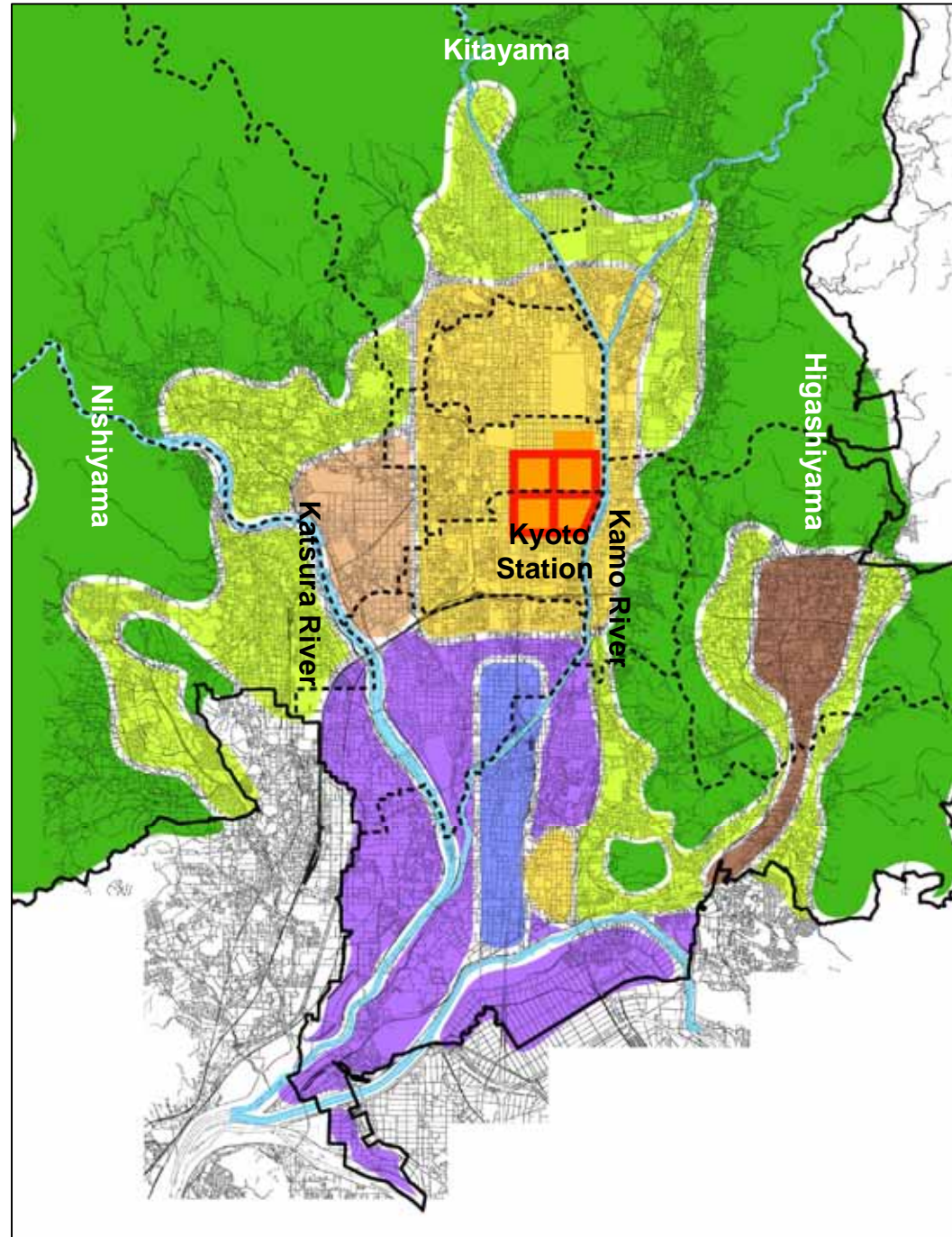


Kyoto City location map



Kyoto City Terrain

The Kyoto City terrain is a basin enclosed to the east, west and north by mountains (Higashiyama, Nishiyama, Kitayama), with two rivers to the north and south.



Kyoto, Historical City

Spanning approximately 1000 years as site of the Imperial Dignity, Kyoto is home to the Imperial Palace and many other historical edifices.



Kyoto's Beautiful Landscapes

Kyoto features a multitude of exquisite landscapes interweaving historical buildings with abundance scenes of nature.



Sagano (pasture)



Nijo Castle (World Heritage Site)



Yoshida Residence



Kamo River and Kitayama



Kiyomizudera Temple (World Heritage Site)

Timeline of Measures to Preserve Kyoto's Landscapes

Various measures were established in Kyoto City to protect these landscapes

1930 Scenic Landscape Districts designated (3,400ha 17,938ha at present)



Mid 1950's to 1960's Narabigaoka development issue Ancient Capitals Preservation Law in 1966

1964 Kyoto Tower issue

1967 Special preservation areas designated under the Ancient Capital Cities Preservation Law (117ha 2,861ha at present)



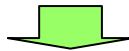
1972 City Ordinances on Urban Landscape established (nation's first)

· Aesthetic Landscape Districts · Large Scale Construction Restriction Zones

· Special Preservation and Improvement Districts (Gion Shimbashi, Sanneizaka)

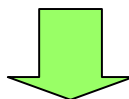
1975 Cultural Property Preservation Act revised (newly Preservation Districts for Groups of Historical Buildings)

1973 City Mostly under Height Zone (Center area up to 45m in height)



1991- 92 Report by Committee for Kyoto Town Development on Land Use and Landscape Measures

· Fundamental Concept for Northern Preservation, City Center Revitalization and Southern Creation

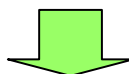


1993 New Kyoto Fundamental Plans

(Northern Preservation, Southern Creation, City Center Revitalization)

1995 City Ordinances on the Betterment of Urban Landscape established

1996 Landscape Restriction Districts expanded, Outdoor Advertisement Measures reinforced, Building Height Control reinforced



(Aesthetic Landscape Districts 932ha 1,804ha 1,956ha)

2003 3-Point Set Rule for Commercial-Residential Coexisted Districts Introduced

(City Center Building Height Control Districts reinforced, Special Use Districts designated, Aesthetic Landscape Districts Expanded)

Loss of Kyoto's Beautiful Landscape

Despite these efforts, beautiful landscapes have been lost.
The following societal changes are said to account for this.

Change in values and lifestyles

Economy and efficiency
driven motivations



Loss of Kyo-machiya and other historical buildings

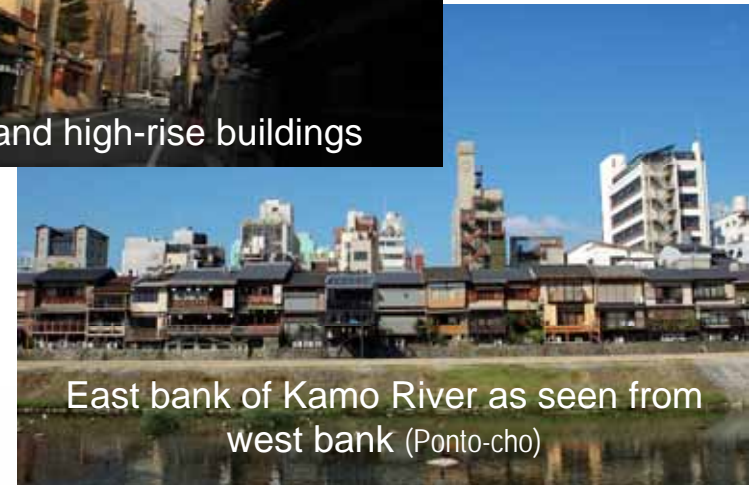
Construction projects maladapted to
surrounding cityscape

Loss of scenery and borrowed landscapes

Degradation of landscapes due to outdoor
advertisements



Machiya houses and high-rise buildings



East bank of Kamo River as seen from
west bank (Ponto-cho)



Outdoor
Advertisements



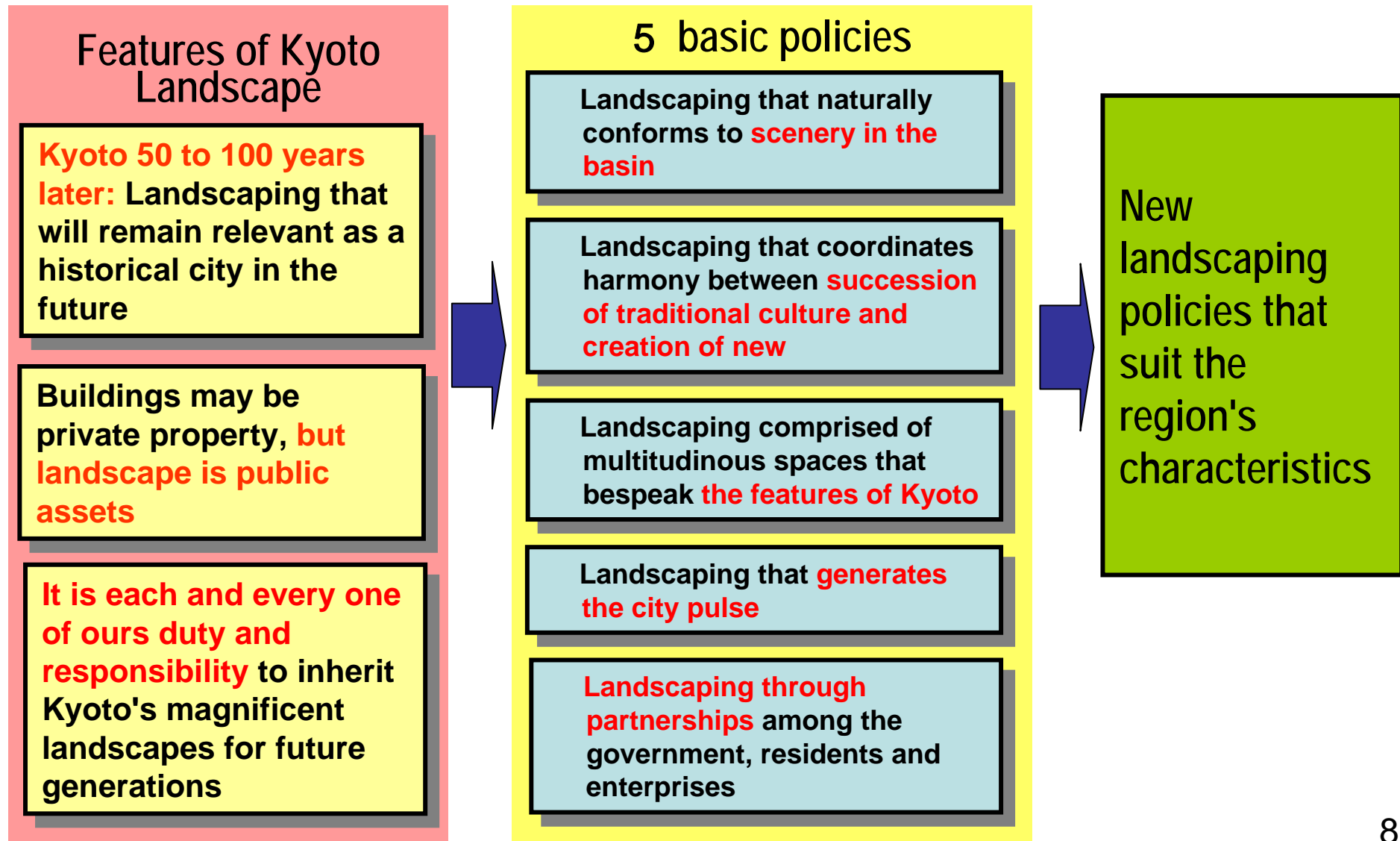
Apartment buildings near World Heritage Site
Kamigamo Shrine



Buildings visible behind a
historical park
(Shosei Garden)

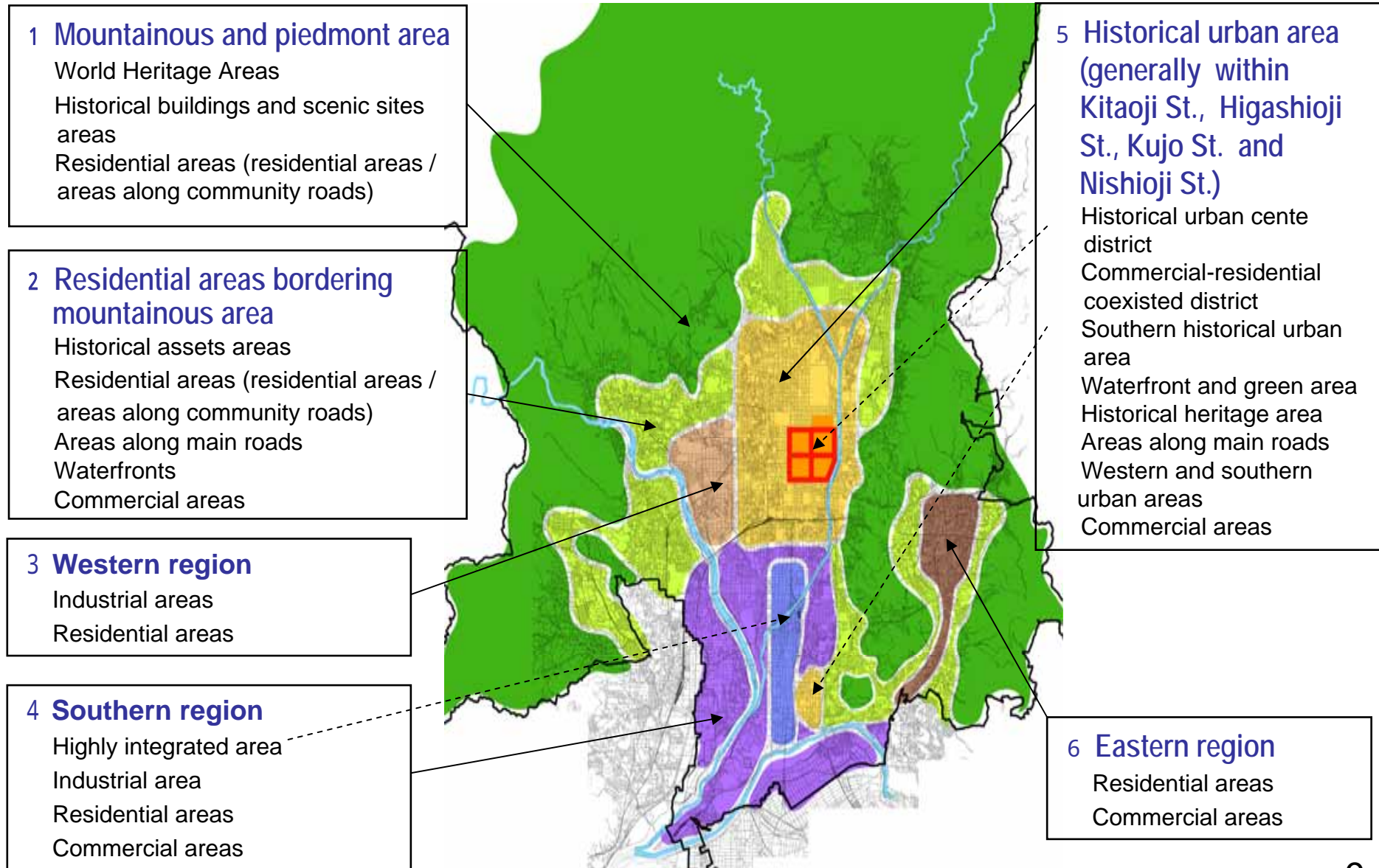
Fundamental Concept of Kyoto City Landscape Policy

To meet these challenges, 5 basic policies framed investigations into regulations and guidelines that suit the region's characteristics, leading to the implementation of the New Landscape Policy in September 2007.



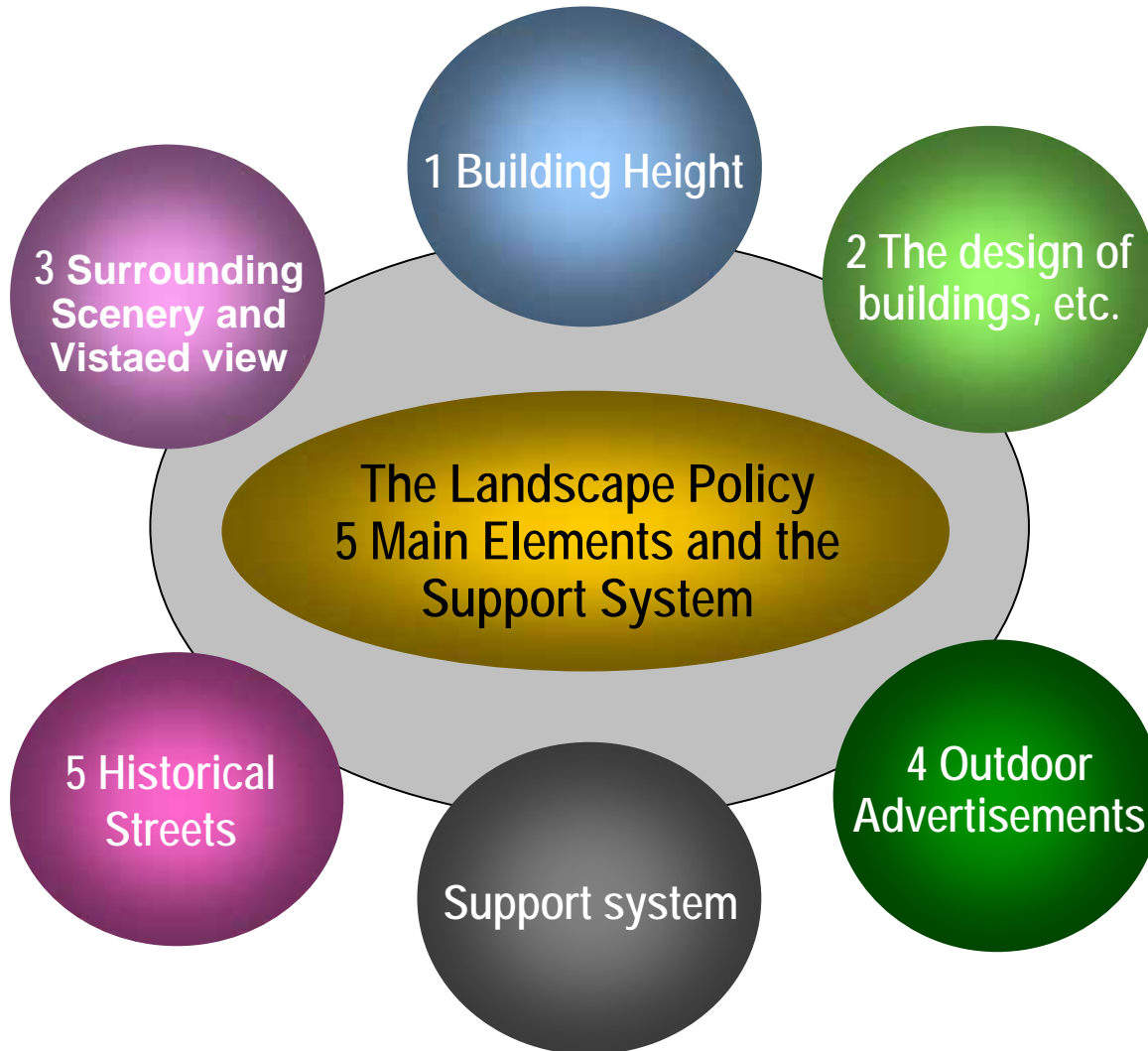
Landscape Policies Suited to Regional Characteristics (by region)

Fine-grained policies suited to regional characteristics.



Framework of Kyoto City Landscape Policy

The landscape policy comprise 5 main elements and the support systems. To implement these measures in Kyoto City, a broad range of city planning and ordinances were changed in 2007. The 5 main elements and the support systems are below.



Changes in City Planning

Building Height Control Districts / Scenic Districts / Scenic Landscape Districts

Established and Revised City Ordinances

< Established >

- City Ordinances on the Preservation of Vistad Views
- An ordinance requiring special permits for building exceeding height controls

< Revision >

- City Ordinances on the Betterment of Urban Landscapes
- City Ordinances on the Scenic Landscape Districts
- Ordinances on advertisements
- City Ordinances on the Preservation of Natural Scenery

Derivative and Supporting Measures

Projects that improve historical cityscapes

Building Height (Building Height Control Districts)

The height of buildings is an important element that forms city landscape and environment. To this end, maximum heights have been lowered over a wide range while segmenting height controls according to the areas characteristics.

1 Building Height

Maximum heights have been lowered for Building Height Control Districts in Historical City Areas, Residential Areas in Mountain Foothills, and Industrial Areas

Heights lowered in 30% of urbanization areas (approximately 15,000ha)

(Formerly) 10m, 15m, 20m, 31m, 45m
(Currently) 10m, 12m, 15m, 20m, 25m, 31m

Framework basis for height over the entire city

Based a set height for buildings in the city center where business is centered. From the center, maximum heights are gradually lowered toward the foothills of the three mountain regions

Fine-grained regulations suiting characteristics of each area

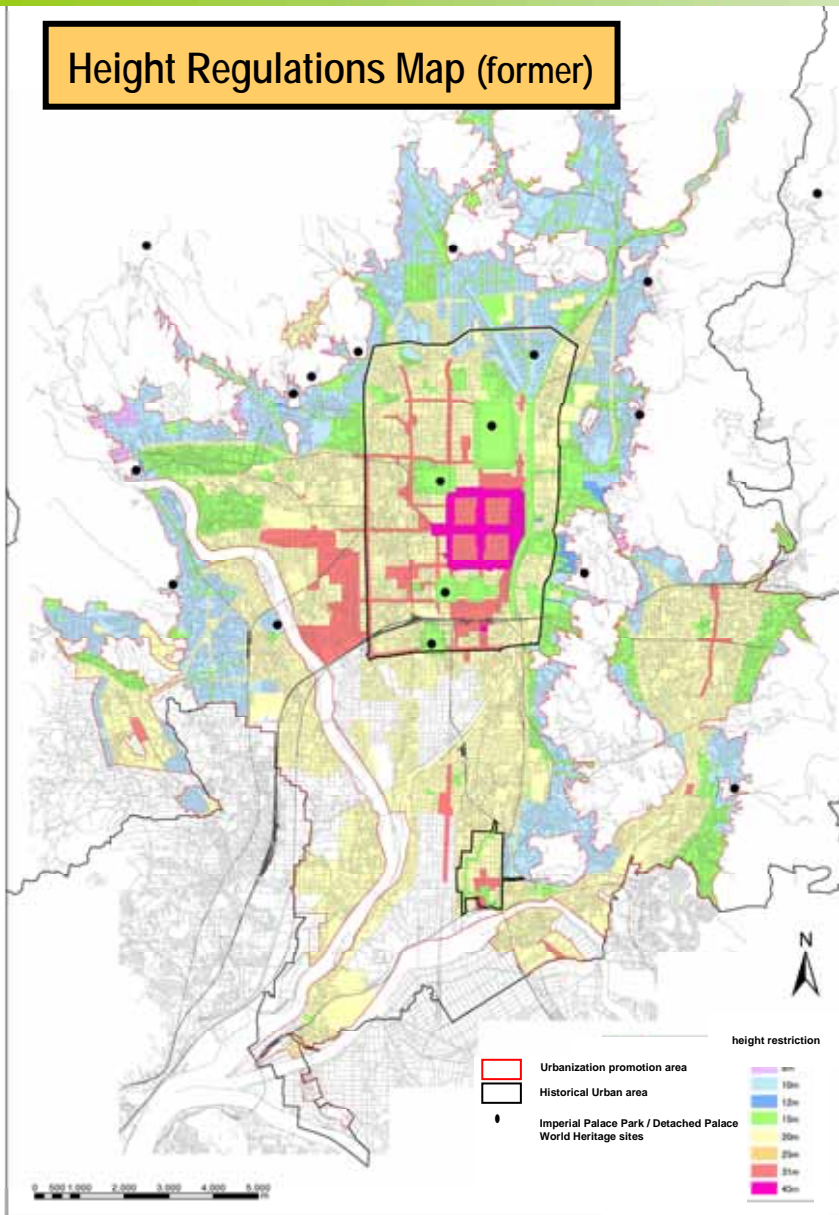
Attention to difference in height with adjacent areas

Consideration for both land use and scenery

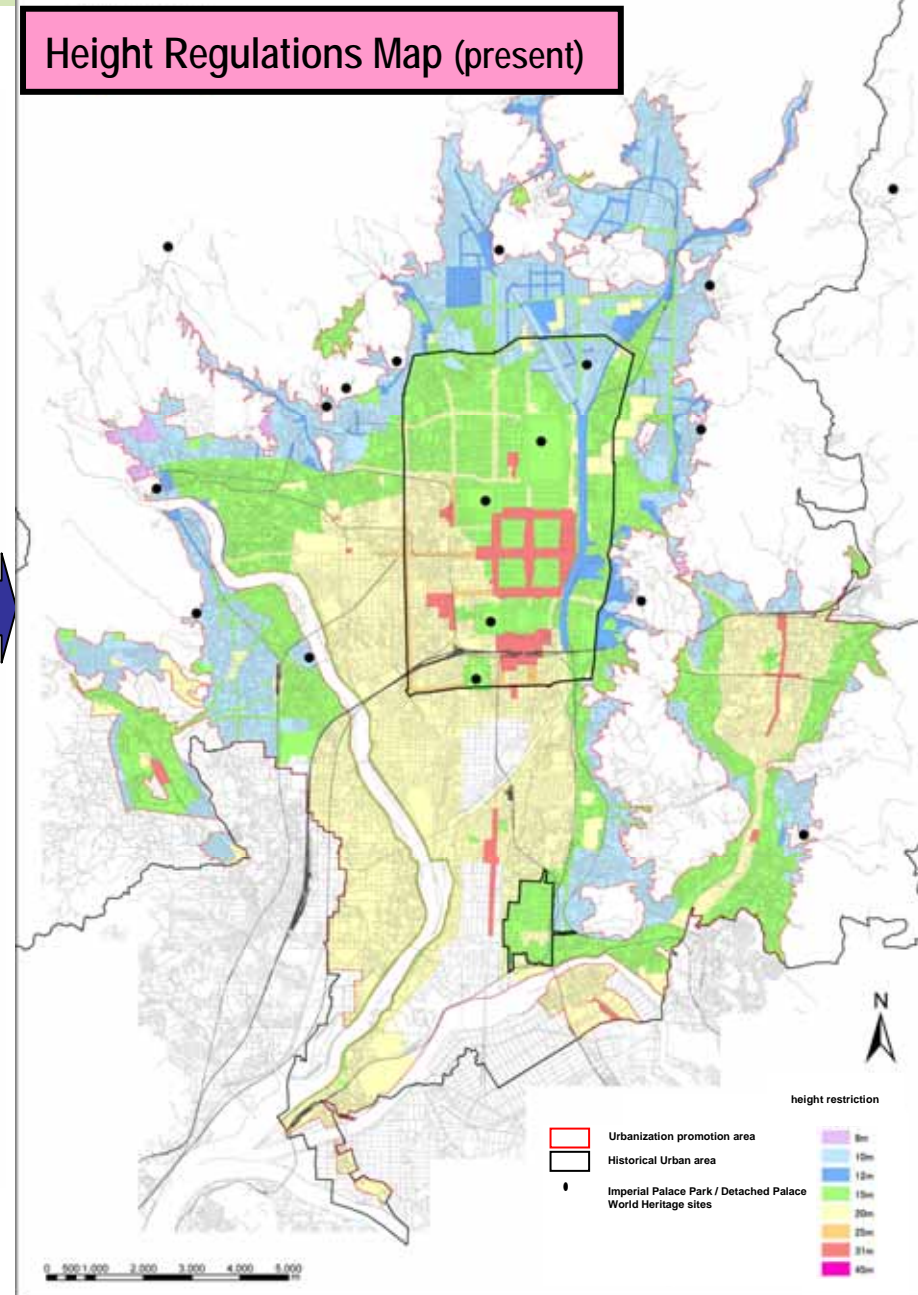


Building Height Control District Regulation Maps

Height Regulations Map (former)



Height Regulations Map (present)



Major Areas Where Maximum Heights Were Lowered (Historical Urban areas)

Maximum heights were lowered in nearly all areas of historical townscapes. Case in point is Kyo-machiya (Kyoto traditional townhouse) and the height of nearby buildings. This is a human scale urban space.

(Ex)

Centrally located artery roadside districts: 45m 31m

Commercial-residential coexisted districts: 31m 15m

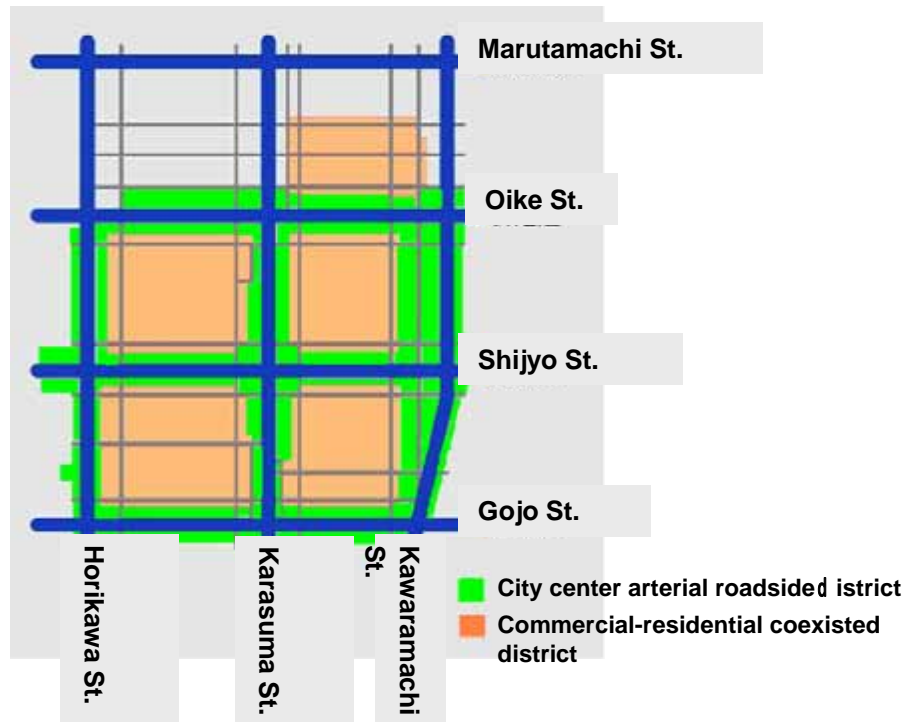
Other artery roadside areas, Kamo River, East Kamo area, Nishijin, etc.



Former regulation at 31m



Current regulation at 15m (continuity of townscape)



Kyo-machiya Urbanscape Features (A Human Scale Town)

In a historic town where rows of Kyo-machiya houses are built, deep relationships are fostered where life and livelihood thrive and traditional culture like Gion-Matsuri Festival are passed on. By restricting building heights, this kind of human scale towns continue to be passed on.



Gion-Matsuri Festival



Kyo-machiya



Jizo Bon
(A regional event for children)



Ro-ji
(An intimate alley in the neighborhood)



Hibukuro
(A kitchen with open ceiling
above in a Kyo-machiya
house)

Building Design Regulations

(Landscape District, Landscape Improvement Districts, Scenic Landscape Districts)

Building design (shape, materials, color, etc.) is an important element that forms scenery. To this end, regulation districts have been more broadly expanded than before while fine-grained design standards have been set in tune with regional characteristics.

2 Building Design



Landscape Districts Expanded 1,956ha 3,431ha (presently)

Aesthetic landscape districts expanded, new aesthetic landscape promotion districts designated

Landscape Improvement Districts Expanded
(Notification zones based on Landscape Act)

6,704ha 8,582ha (presently)

Scenic Landscape Districts Expanded 17,831ha 17,938ha (presently)

Expanded to World Heritage areas

More Detail and Clarification in Design Standards that Suit Regional Characteristics

From categorical standards to regional, using objective palette standards

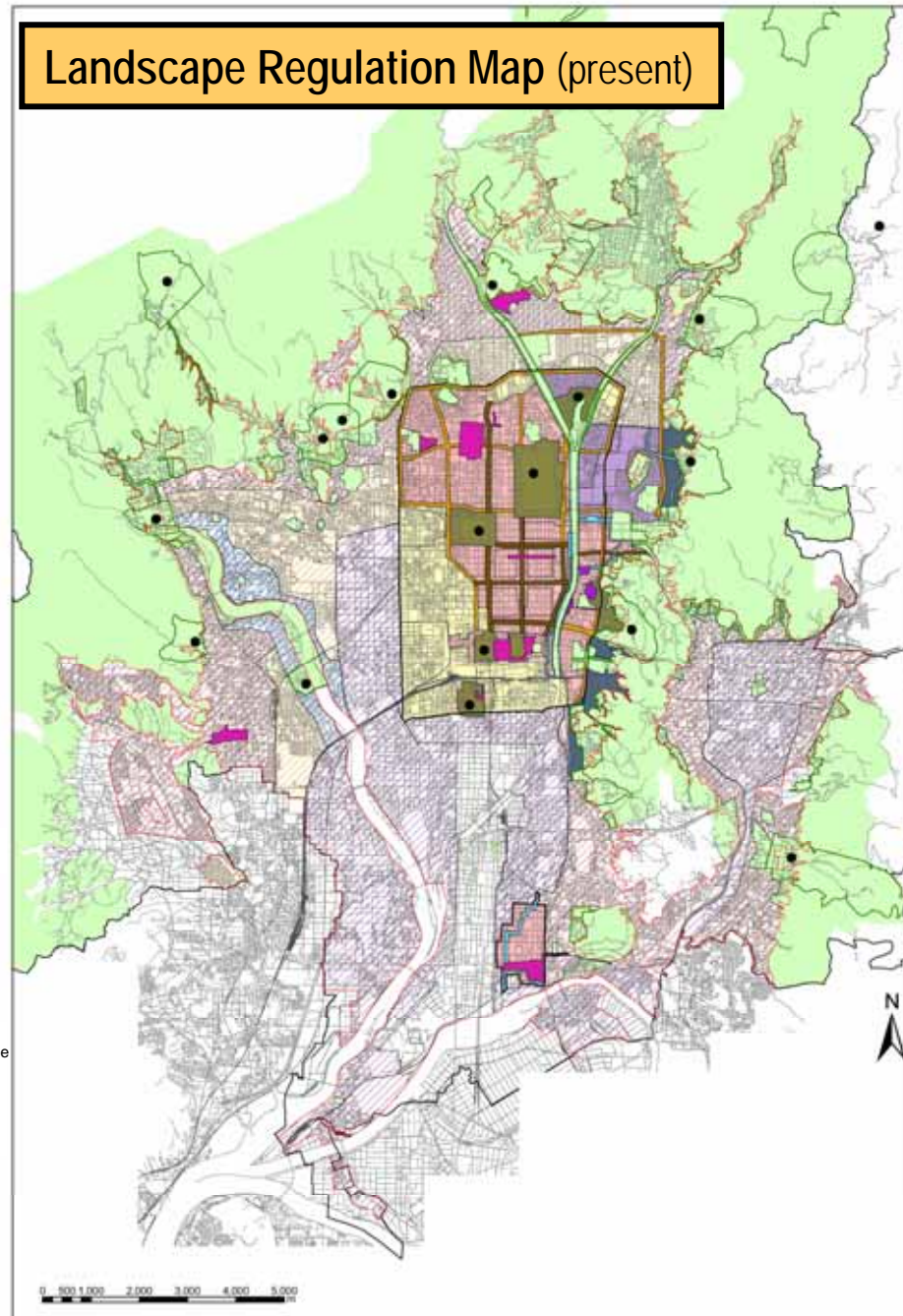
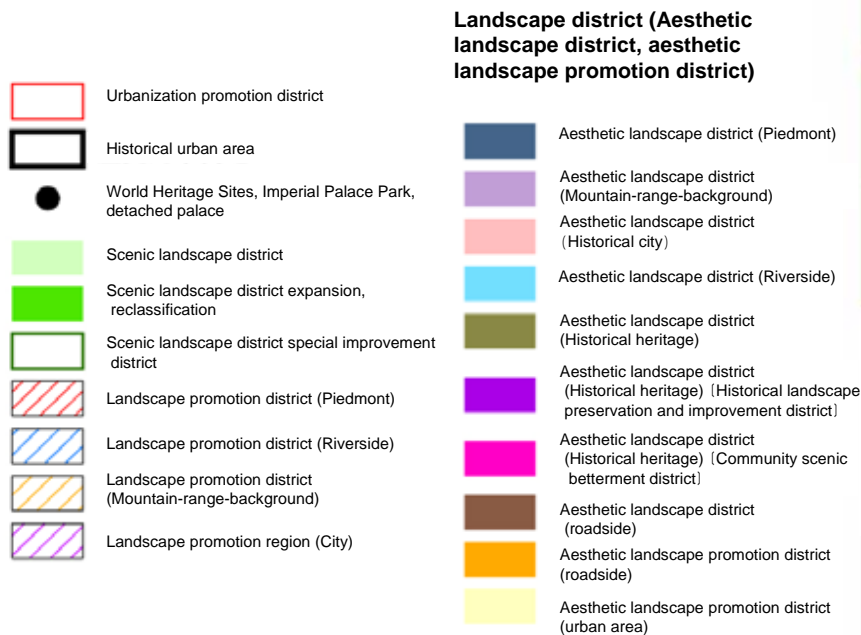
Workpiece Regulations Strengthened

Cell phone antennas, solar panel



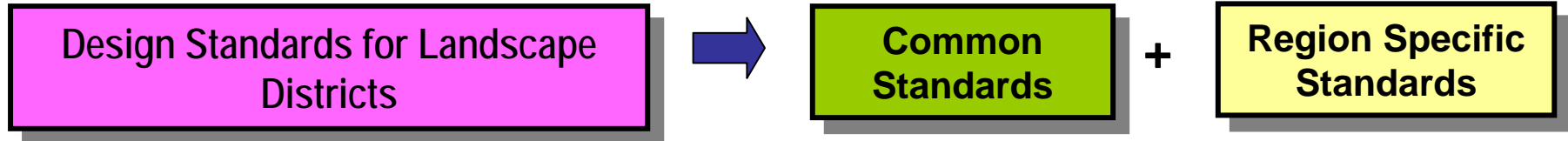
Landscape Regulation Map

Landscape districts are divided into 6 large aesthetic landscape districts, and 2 aesthetic landscape promotion district suited to regional characteristics. Landscape improvement districts are likewise divided into 4 districts suited to regional characteristics.



Design Standards for Aesthetic Landscape Districts and Aesthetic Landscape Promotion Districts (Major Common Standards)

Design standards are composed of the following common standards and region specific standards.



Quality suggestions gained from practice and suggestions from regions were integrated into design standards, and the standards will continue to advance.

Roof Palette	Roof tiles are in principle oxidized silver / copperplates either plain or blue-green / non-copper plates and other roof materials are in principle matte gray or matte black
External Wall Material	Material on major external walls are to be matte (with exception to glass and natural materials).
Balcony	Balconies are not to protrude from the wall of the building. However, low buildings, or places out of view from public spaces are not restricted.
External Wall Palette	The following palettes are not to be used on major external walls. However, unstained natural materials are not restricted. (1) Red hues with color saturation greater than 6. (2) Yellow-red hues with color saturation greater than 6. <abbreviated below>
Gates, Fences, Hedges	Parking spaces for automobiles and bicycles should be enclosed by a gate, fence or hedge in keeping with the cityscape.

Landscape Districts (Aesthetic Landscape Districts, Aesthetic Landscape Promotion Districts) Design Standards Illustration



Historical city aesthetic landscape district



Roadside aesthetic landscape district



Historical heritage aesthetic landscape district



Roadside aesthetic landscape promotion district

Conserving Vistaed Views and Borrowed Landscapes

- City ordinances are established to preserve vistaed views –

Kyoto claims many magnificent views – Japan's assets that are unique to Kyoto, admired even in ancient poems. In 2007, Kyoto was the first city to establish a Vistaed View Creation Ordinance to conserve 38 magnificent vistaed views and borrowed landscapes.

3 Vistaed Views & Borrowed Landscapes



Selected from 597 literary and citizen opinion sources

As urban areas approach historical assets including World Heritage Sites, vistaed views and borrowed landscapes are in danger of being lost unless new regulations for height controls and design are formed

38 Locations selected by committee

City Ordinances on the Preservation of Vistaed Views

Building height controls and design regulations / suggestion system

Temple Views 14 World Heritage Sites, Kyoto Imperial Palace Park, Shugakuin Imperial Villa, Katsura Imperial Villa

Street Views Oike St., Shijo St., Gojo St., Sanneizaka, etc.

Waterfront Views Hori River, Uji River, Biwa Lake Sluice

Background view of garden Entsuji Temple, Shosei Garden

Mountain Views Higashiyama and Kitayama from Kamo River, Nishiyama from Katsura River banks

Bonfire Character Views Gozan no Okuribi as seen from Kamo River, Kitayama St., Funaokayama, etc.

Lookout Views Arashiyama range as seen from Togetsu Bridge downriver

Bird's Eye Views Cityscape seen from Daimonjiyama



Vistaed view of Daimonji seen from Kamo River right bank

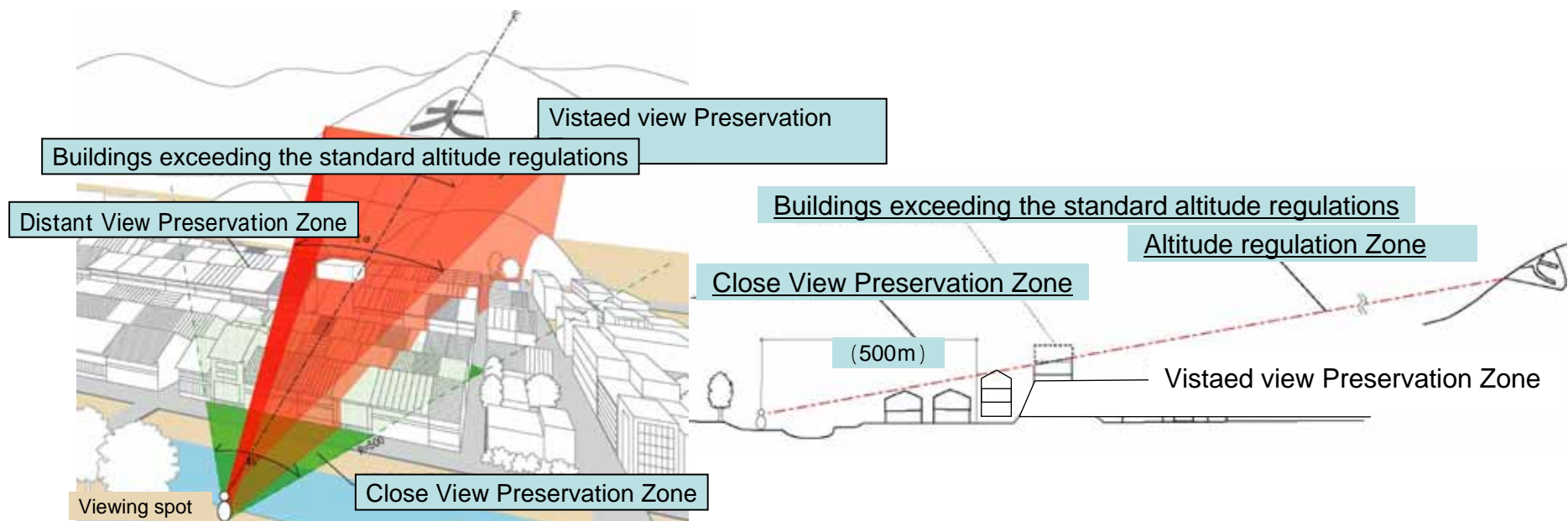
Vistaed View Preservation Zone Designation

Areas that require preservation and generation of vistaed views are designated **Vistaed View Preservation Zones**. Vistaed Viewed Preservation Zones are classified by the three zones below according to the regulations they need.

Vistaed View Preservation Zone: Zones where **building altitudes are set and may not be exceeded** in order to leave the viewing element unobstructed from the viewing spot

Close View Preservation Zone: **Zones where shape, design and palette are regulated** so that buildings within view from the viewing spot do not blemish the magnificent vistaed view

Distant View Presentation Zone: **Zones where the palettes of external walls and roof tiles, etc. are regulated** so that buildings within view from the viewing spot do not blemish the magnificent view



Outdoor Advertisement Restrictions

City scenery is formed from not only nature and buildings, but all city activity. By regulating outdoor advertisements across all of Kyoto City, dignified beautiful scenery can be formed.

4 Outdoor Advertisements



Outdoor Advertisement Restrictions

Restrictions on display location, size and palette on outdoor advertisements

Prohibit outdoor advertisements on roofs throughout the entire city

Prohibit all outdoor advertisements using flashing lights

Stiffen restrictions on display location, size and palette on outdoor advertisements

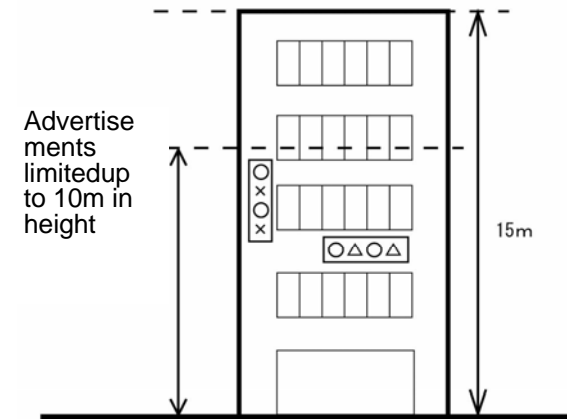
Prohibit side signboards that protrude over roads near centrally located artery roads

Introduce Quality Outdoor Advertisements

Extend permit periods, relax permit standards, promote quality outdoor advertisements, etc.

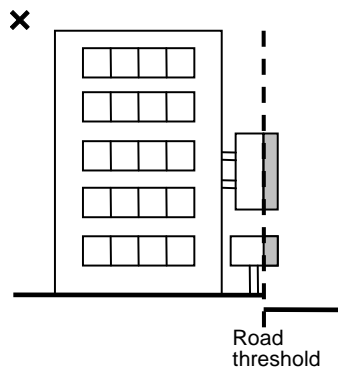
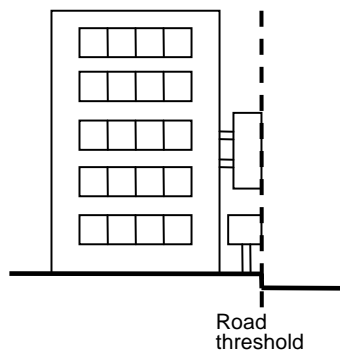
Implement illegal outdoor advertisement measures

Outdoor Advertisement Restrictions (Example Images)

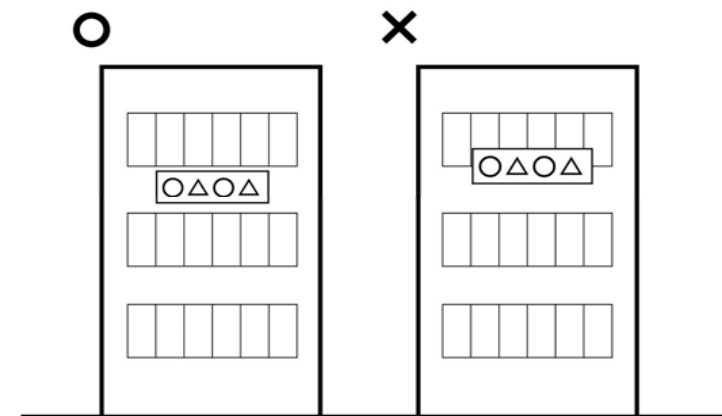


Display height for signs will be set at bottom 2/3 of a building or by regional standards, whichever is the lowest.

Prohibit rooftop signs to form a good skyline and generate a beautiful city landscape



Signs protruding beyond road thresholds will be prohibited in some areas in order to open up the sky above roads and form good road landscape



Signs overlapping window openings and walls, detracting from building design, will be prohibited

Preserving and Improving Historical Townscapes

Kyo-machiya houses convey Kyoto's historical building style and lifestyle, forming a platform for historical city Kyoto landscape. Their preservation, outer repair and improvement are aided.

5 Historical Townscapes



Use of District Designated Systems

- Preservation Districts for Groups of Historic Buildings (Law for the Protection of Cultural Properties)
- Cityscape Environment Development Program Districts (National Subsidiary Projects)
- Historical Landscape Preservation and Improvement Districts (City Ordinances on the Betterment of Urban Landscapes)
- Community Scenic Betterment Districts (City Ordinances on the Betterment of Urban Landscapes)

Preservation Policies for Single Structures

- Important Landscape Structures Designated (Landscape Act)
- Historical Design Structures Designated (City Ordinances on the Betterment of Urbanization Landscapes)
- Kyo-machiya House Development Fund for Renovation Promotion Model Program



Preservations Districts for Groups of Historic Buildings (Sanneizaka)



Historical Landscape Preservation and Improvement District (Gionmachi- minami)



Community Scenic Betterment Districts (Fushimi Minamihama)



Important Landscape Structures (Yoshida Residence)

Use District Designation System

Areas where historical urbanscapes remain are designated as districts, and buildings in these districts are preserved while aiding their repair and improvement.

Preservation Districts for Groups of Historic Buildings (4 Districts)

Historical Landscape Preservation and Improvement Districts (3 Districts)

Community Scenic Betterment Districts (7 Districts)



Sanneizaka
8.2ha



Gion Shimbashi
1.4ha



Gionmachi- minami
14.1ha



Kaminokyo- Kokawa
2.1ha



Saga Toriimoto
2.6ha



Kamigamo
2.7ha



Fushimi Minamihama
25ha



Senryogatsuji
37ha

Preservation Policy for Single Structures

Designating structures as Important Landmarks imparts a permit system for changing their appearance while aiding their repair and improvement.

Preservation, Repair and Improvement Aid through Single Structure Designation

Proactive Designation of Important Landscape Structures (Landscape Act) <26 designations>

Designation of Historic Design Structures

(City Ordinances on the Betterment of Urban Landscapes)

Designations are current as of March 2009 <108 designations>

Preservation and Improvement Efforts by Kyoto Center for Community Collaboration

Kyomachi House Development Fund for Renovation Aid Model Program

Placing Important Landscape Structures at the core of areas to improve historic landscapes **from points to lines, from lines to planes**

Important Landscape Structures



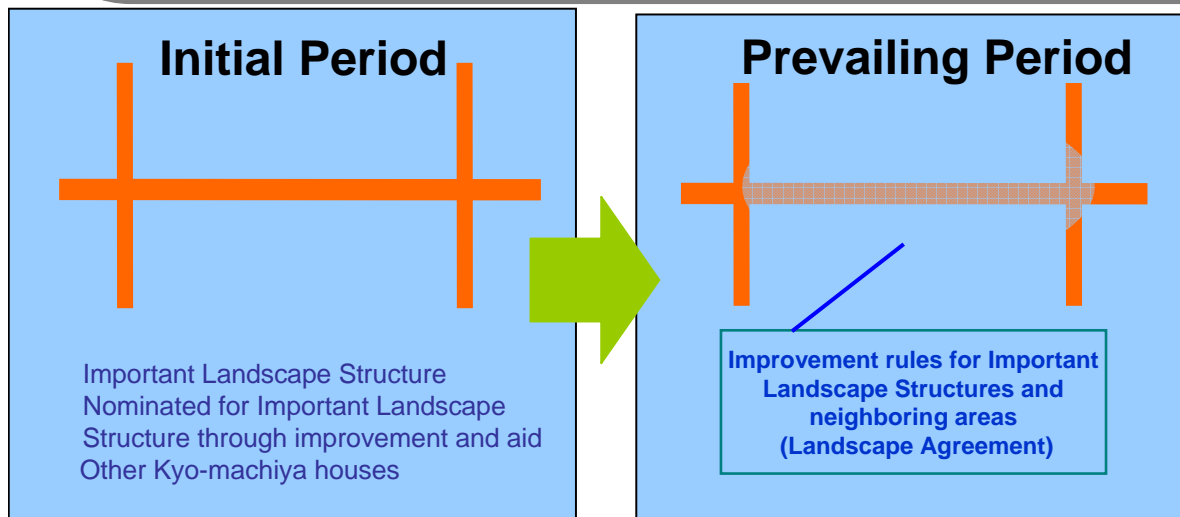
Yamanaka Cooking Oil (Kamigyo-ku)



Yoshida Residence (Nakagyo-ku)



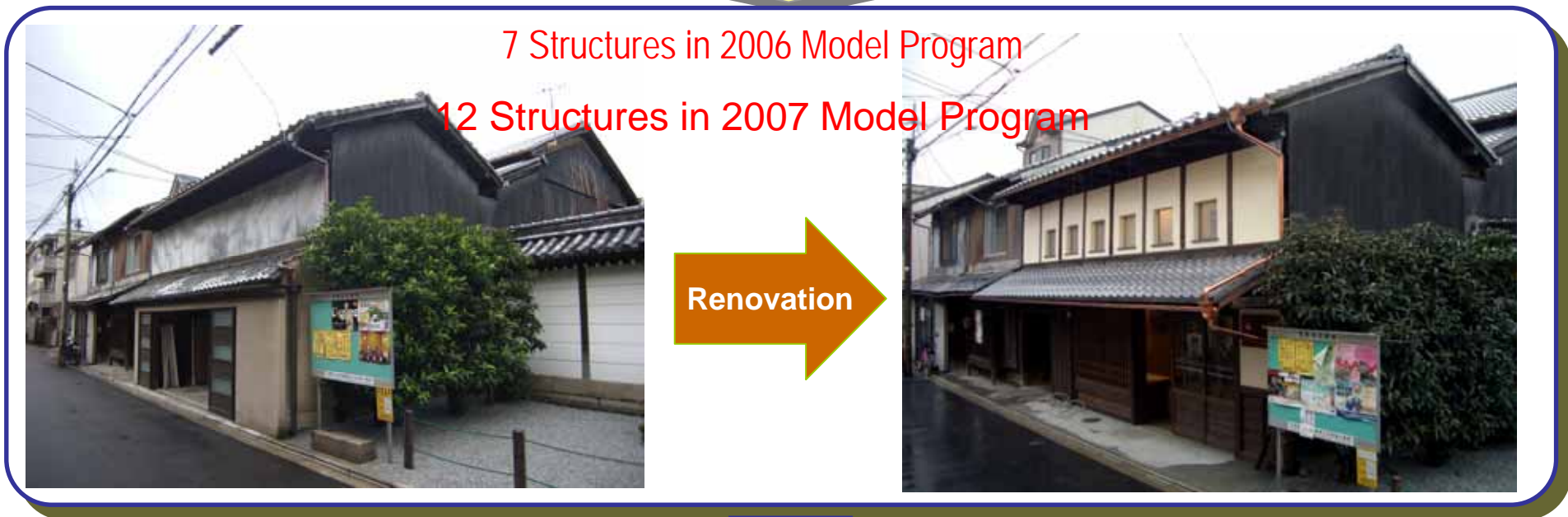
Shibata Residence (Nakagyo-ku)



Preservation and Improvement of Kyomachiya Houses

(Single Structures Improvement – Kyo-machiya House Development Fund Use)

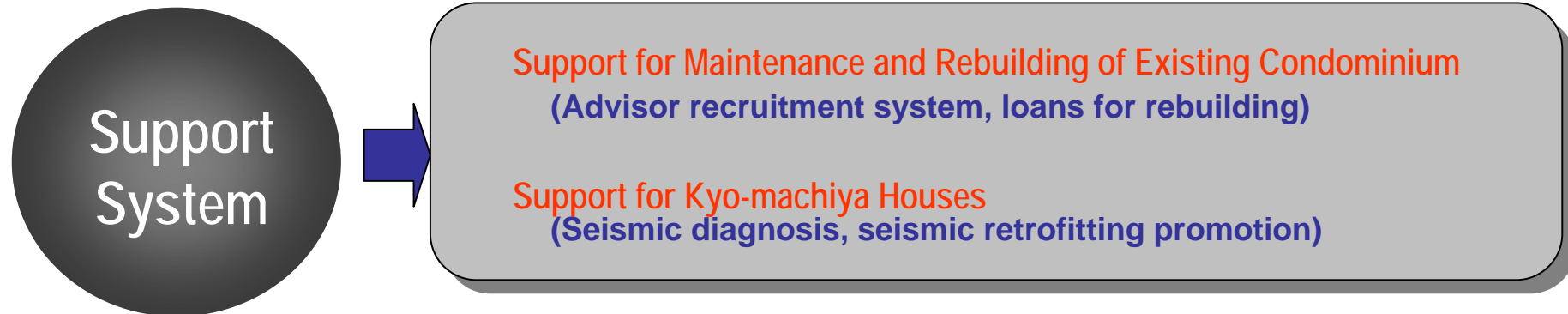
Kyo-machiya House Development Fund is a fund established through Kyoto City and National support, and citizen donations for the preservation and improvement of Kyo-machiya houses. It aids the renovation of Kyo-machiya houses.



Designated Important Landscape Structure

Support System Outline

Kyoto City's Landscape Policy sets up an aid system for existing structures, and a support system for rebuilding condominiums.



Enriching existing condominiums policy

Objective: Proactively inducing proper maintenance of condos as quality stock while supporting smooth rebuilding.

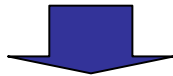
- Established advisor recruit system for condominium rebuilding and large scale repair (from 2007)
- Established aid for seismic diagnosis for condominiums (from 2007)
- Established aid for seismic retrofitting for condominiums (from 2008)
- Established condominium rebuilding loan (from 2007)
- Established system for aiding rebuilding construction costs (for specific cases)
- Use of special height permit system to rebuild for good scenery or after damage due to disasters such as earthquake

Meaning of Landscape Policy ~ So that Kyoto will always remain Kyoto ~

The meaning of Landscape Policy is not merely to improve the city, but maintain and enhance Kyoto's city pulse – in other words, to enhance the value of Kyoto.

Landscape Policy bolsters the Kyoto Brand, adding value and a positive effect to the economy

In the face of a society declining in population, we have entered an age of city competition where each city appeals to its uniqueness to vie for allure as a city



Conservation and improvement of Kyoto's landscape generates a new added value of enhancement to city character and allure resulting in increased residents and population for interaction, concentration of excellent human resources, investment growth in local industry, tourist industry, knowledge-based industry, etc. therefore becoming a source for maintaining and enhancing city pulse



Enhancing Kyoto's Value



Gionmachi-minami

Extracts from the Investigation Concerning Economic Value Analysis of Landscape Formation Report (Ministry of Land, Infrastructure, Transport and Tourism June 2007)

Effect Analysis of Provisions for Landscape Related Induction Regulations

The following cases gained statistically high land value, confirming the influence landscape over set land values

- Residential areas with many inclined roofs
- Commercial areas with few garish advertisements
- Historical townscapes with many machiya houses and tiled roofs or where the heights of many buildings harmonize with historical structures



So that Kyoto will always remain Kyoto

