

**Planning System and Achievements Considering
Historical Characteristics in Japan
– A Case of Kanazawa City –**

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Preface

Kanazawa was the largest castle city in the Japanese feudal period besides Edo (Tokyo). Along with Kyoto, it also escaped damage in World War Ⅱ, although the central areas of more than 120 cities were severely destroyed by the aerial bombing during that time, and played important roles as a regional political, economic and cultural center consistently for generations.

Kanazawa has been trying to enhance its historical features in recent years by establishing a new planning system based on original ordinances as well as utilizing the planning system of the central government. This paper describes characteristics of recent planning policies and present planning themes for Kanazawa's revitalization as a leading example for the considering historical features in Japan.

Characteristics and Changes in the Historical Features of Kanazawa

First, based on existing reports, an outline of the characteristics and its changes in Kanazawa's old castle town will be reviewed briefly.

The Jinaicho Period

Kanazawa started its urban history as one of Jinaichos in 1546. Jinaicho was a town built within the semi-fortified compounds of a temple during the Warring States period and most of them were founded mainly in Kansai Area. They found the temple in the central area of Kanazawa and its congregation's towns around it. The age of Jinaicho continued for 37 years until it was destroyed by the samurai groups.

The Feudal Period

Samurai groups governed Kanazawa for 285 years and most time of which was ruled by the Maeda feudal lord family. Most of historical features of Kanazawa were formed in this age and some of them are still recognized in the present day. Figure 1 shows the part of main buildings of the Kanazawa Castle, which was restored in 2001. Figure 2 shows Kenroku Park in the winter season, which was used as the private garden for the feudal lord. It is designated as one of the National Special Scenic Beauty.

Since the castle town was large, the classification of social classes was very complicated and the structure of urban land use very sophisticated. Table 1 shows, for



Fig.1 Part of Kanazawa Castle (Hishi Turret, Gojyukken Warehouse and Hashizume Gate restored in 2001), provided by Kanazawa City



Fig.2 Kenroku Park in the winter, provided by Kanazawa City

example, that the samurai (warrior) classes were divided into the feudal lord, his eight chief retainers, ordinary retainers who had their own retainers, ordinary retainers with no retainers and retainers of other warriors. Fig.3 shows one of landscape of the lower class Samurai districts. Under these samurai classes, there were several other classes that supported the samurai's activities, such as caring for guns or horses. Finally, ordinary citizens were classified either upper, middle or lower class.

The feudal lord strictly controlled location and lot size by social class, so the classification between samurais and citizens was very critical. For example, samurai houses were roughly located according to their class in concentric order. As for ordinary citizens, upper class houses were located along trunk roads while houses of the lower other classes were located behind them or in fringe areas of town. The area where average citizens lived consisted of dwellings, shops and artisans studios ⁽¹⁾.

Table 1 Land Use by Social Classes in the Feudal Period ⁽²⁾

Social classes	Number of lots (%)	Area * (ha, %)	Average area** (〒)/lot
Feudal lord	1(0.0)	41.1(5.6)	411,000(2055)
Sites relating to feudal lord	7(0.0)	11.3(1.5)	16,100(80.5)
Eight chief retainers as house***	8(0.0)	17.0(2.3)	21,000(105.0)
Eight chief retainers as office***	1,113(5.0)	61.2(8.4)	5,500(27.5)
Ordinary retainers having their own retainers as house***	60(0.3)	35.9(4.9)	5,980(29.9)
Ordinary retainers having their own retainers as office***	882(4.0)	45.4(6.2)	515(2.58)
Other retainers	1,855(8.3)	180.6(24.7)	974(4.84)
Other warriors' site	23(0.1)	0.8(0.1)	348(1.74)
Ashigaru	2,689(12.0)	53.9(7.4)	200(1.0)
Land use for feudal offices	10(0.0)	0.5(0.1)	500(2.5)
Citizens' house	15,561(69.1)	205.3(28.1)	132(0.66)
Temple and shrine	237(1.1)	69.1(9.5)	2,916(14.6)
Open space for preventing fire or flood	7(0.0)	0.9(0.1)	1,286(6.43)
Other land use	24(0.1)	7.2(1.0)	3,000(15.0)
Total	22,479(100.0)	730.2(100.0)	325(1.63)

* It is the area, which contains roads.

** It is the area, which contains roads. Numerals in parentheses show the ratio of its mean lot size comparing to the average lot area of Ashigaru (200 〒).

***Both the eight chief retainer of the feudal lord and the ordinary retainer having their retainer have two types of houses which were used as offices and private houses.



Fig.3 Naga-Machi Samurai District, provided by Kanazawa City

Street networks, composed of 37 trunk roads and 17 narrow street networks, were also complicated. Trunk roads were categorized as major roads, which connected to adjacent areas, main roads and ordinary roads. Narrow streets were also categorized as ordinary streets, subsidiary streets and blind alleys. The major trunk roads named Hokkoku Kaido, Tsurugi Ohkan, Ishibiki Ohkan and Miyakoshi Ohkan were arranged radially, while other trunk roads were located in basically concentric circles. The routes of narrow streets were complicated in general and contained many blind alleys. The total length of road was estimated at approximately 190.0 km, the mean width 3.22m and the total area 63.33 ha, which was equivalent to 7.9 % of the town area (803 ha) at the end of the feudal period. As Kanazawa contains two plateaus between its two rivers, the streets contain a lot of slopes and steps. There are also many plazas among the network of narrow streets. These land use patterns and street networks were made more complicated by the existence of plateaus, rivers and moats ⁽³⁾. Fig.4 shows the picture map of Kanazawa in 1667, when the castle town was almost formed as a matured castle town.

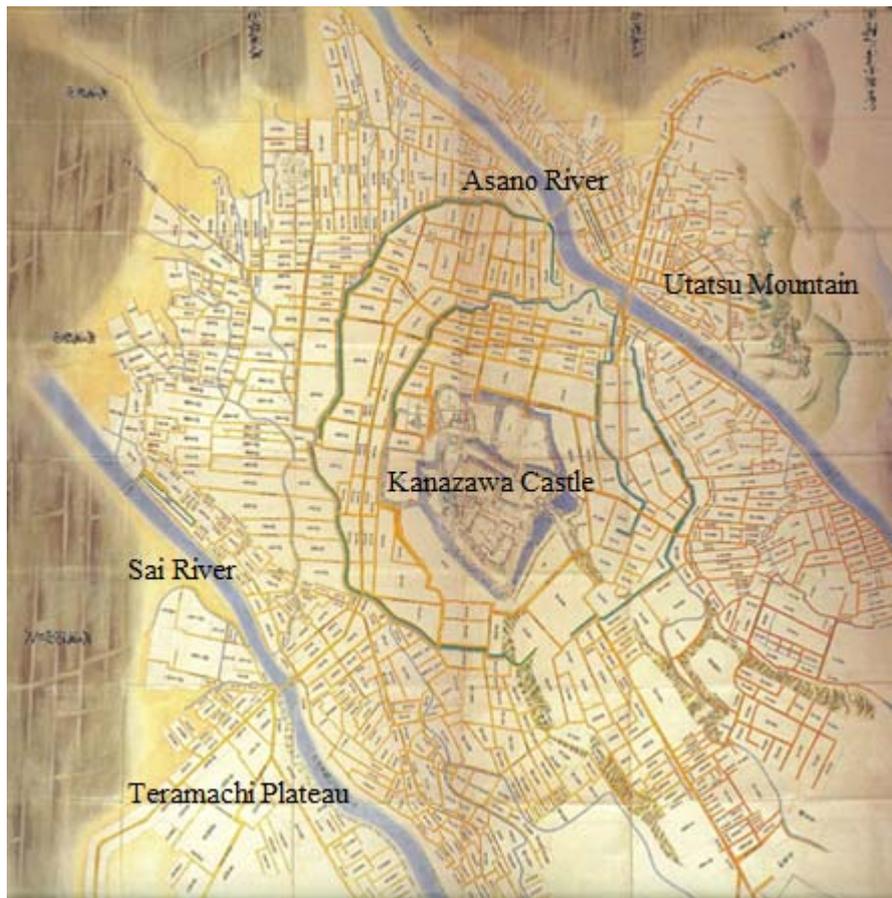


Fig.4 Picture Map drew in 1667

Changes since the Meiji Restoration

This kind of basic structure prescribed above section was reformed in the Meiji restoration of 1868, when the warrior class was overthrown and their residential land relocated. As shown in Table 1, the large residential lots of the warrior class were subdivided into ordinary housing lots. Except these changes, however, the basic structure of street networks and houses of ordinary citizens was generally maintained ⁽⁴⁾.

While ordinary houses have been rebuilt mainly by timber framework method, they maintained their architectural plan or facade design, though building height gradually changed from one-story to low-two-stories, middle-two-stories and high-two-stories.

Since the Meiji Restoration, on the other hand, many western style building have been constructed. These buildings were laid mainly along the trunk roads, especially in the central area of Kanazawa.

New trunk road networks have also been constructed since the Meiji period in order to modernize urban area. In addition, a railway and its station were developed in

1898. Because the national military force was located within the castle in 1899, it was important to connect the military site with the railway station. Besides, a streetcar system was constructed in order to cover the urbanized area in 1918, where had been almost unchanged since the end of the feudal period, by widening existing roads. Applied the City Planning Act of Japan in 1930, 43 new lines of trunk road have been planned ⁽⁵⁾. Other roads, however, have basically maintained their original forms. Fig.5 shows existing road network in the central Kanazawa. It is recognized easily that most roads are derived from the Edo period and the configuration pattern has not changed compared to Figure 4 which shows road pattern in 1667.

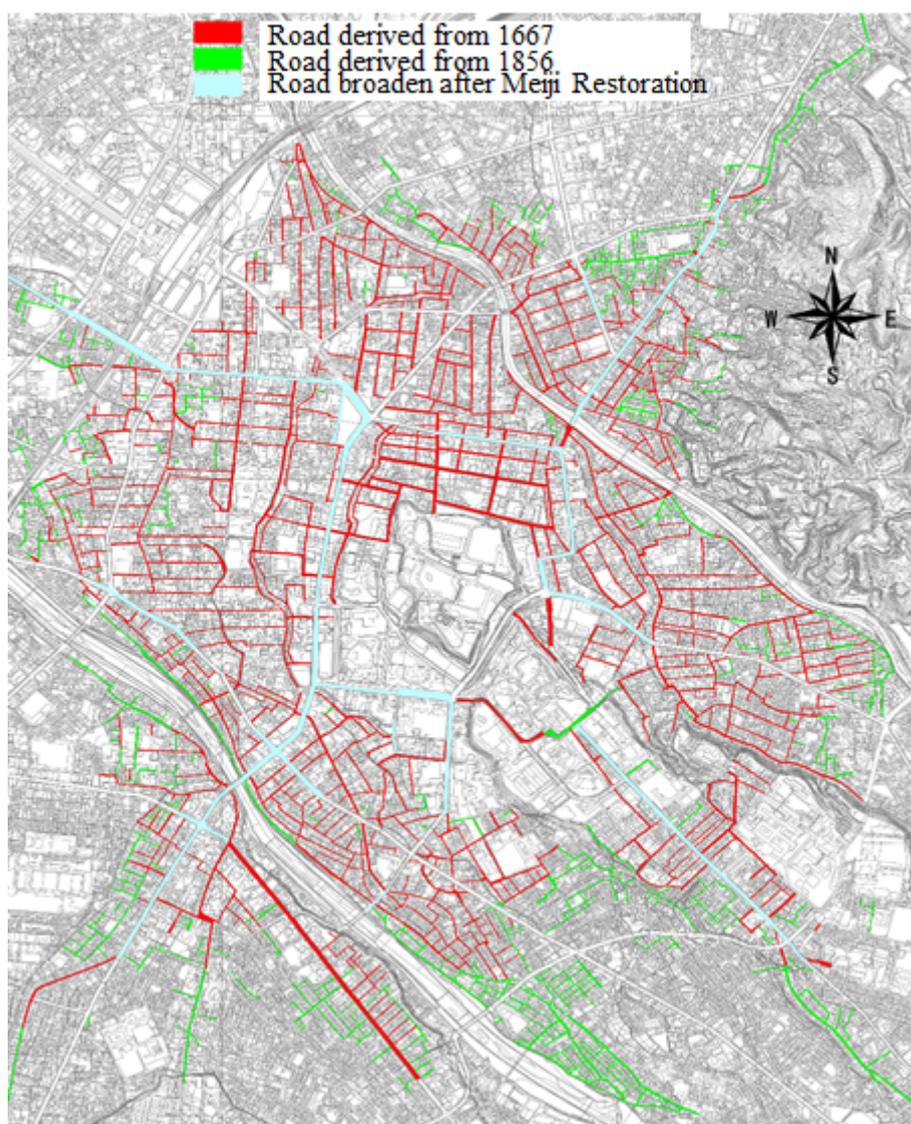


Fig.5 Existing Roads Network, provided by Prof. Masuta of KIT

Characteristics of the Planning System and its change

In Japan, until recently planning system for controlling building activities are determined by the central government to a fairly precise level. According to this prescribed system, local governments have controlled building activities in a relatively similar style. These prescribed levels concentrate on fundamental levels while design and landscape aspects are excluded. As a result, Kanazawa had been losing its original character.

Recently the main theme of urban policy has been changed from modernizing urban area and developing outskirts of the city to strengthen its characteristics and create original urbanity. This policy reflects growth decrease, pursuing real affluence and global environmental problems. Then many municipalities have been introducing the new policies such as improving landscape quality, enhance historical features and promoting utilization of public transportation based on the original ordinances as shown at Table 2.

Considering this situation the central government has been introducing the new planning systems such as “Conservation Zone for Clusters of Traditional Structures” by amendment of the “Cultural Properties Protection Act” in 1975, “Landscape Act” in 2004 and “Act Concerning the Maintenance and Improvement of Historic Scenery” in 2008, and also promote decentralization of planning power mainly to municipalities. Table 2 shows the legal history relating preservation of historical feature.

Nowadays every municipality could utilize the planning system of the central government prescribed above as well as original ordinances introduced by itself and sometimes both planning system are used together in order to be complementary relationship. Kanazawa’s case shows us an excellent example especially in the field of historical preservation.

Preservation System of the Historical Landscape and Revitalization of the Central Area in Kanazawa

The main policy of Kanazawa City has been to modernize the old castle town and introduce various kinds of urban infrastructures in order to be a modern city. Therefore, efforts for preserving historical features had been rarely tackled since the Meiji Restoration. Such efforts finally started after a national preservation movement against massive urban development in 1960s. Table 2 shows the establishment and preservation activities in Kanazawa from 1960s to present in comparison to other areas.

Table 2 Recent Legal History for Preservation of Historic Landscape

Establishment and execution	Kanazawa City	The Central Government and other Local Government
1964	Subsidy for restoration of the earthen wall and the gate for samurai houses	
1966		Act for Conservation of Historic Natural Features of Ancient Cities
1967	Committee of the Preservation of Historical Environment	
1968	Ordinance for the Preservation of Historical Environment, and designation of districts	New City Planning Act Ordinance for Preservation of Historical and Beautiful Landscape in Kurashiki
1970	Subsidy for the restoration of outer wall of the temple in designated districts	
1972		Ordinance of Landscape in urbanized area of Kyoto
1975		Conservation Zone for Clusters of Traditional Structures
1978	Prize for Urban and Cultural Beauty in Kanazawa started	Urban Landscape Plan of Kobe Ordinance for Preservation of Historical Building in Kurashiki
1980	Subsidy for the Restoration of Temple Gate in designated districts	
1981		District Plan system (City Planning Act)
1982	Enlargement and addition of designated districts	
1984	Preservation Plan for Kazue-machi	
1989	Landscape Ordinance	Urban Landscape Ordinance of Kumamoto
1992	Declaration of Control Guideline for Landscape	Amendment of City Planning Act and Building Standards Act
1994	Ordinance for the Preservation of the Small Historical District	Ordinance for Preservation of Background of Historic Districts
1996	Ordinance for Preservation of Moat	Urban Planning Ordinance of Manazuru-machi
1997	Ordinance for Preservation of Green Tract at Plateaus' Slope	
1998	The Maser Plan of Kanazawa City Subsidy for Rehabilitation of Historical Building to Practical Use Subsidy for supporting to Live in the Central Area	
2000	Machizukuri Ordinance	
2002	Ordinance for Preserve Historic Landscape of Temple and Shrine	
2004		Landscape Act
2005	Ordinances for Streetscape and Night Landscape	
2008		Act Concerning the Maintenance and Improvement of Historic Scenery
2009	New Landscape Ordinance	
2013	Kanazawa Machiya Ordinance	

* Abbreviations are used for Names of Acts and Ordinances

On the other hand revitalization of the central area became the important issue like other local cities and Kanazawa also has been tackling with this theme by several methods.

Ordinance for the Preservation of Historical Environment

The first program for preservation started as “the subsidy project for preserving the outer wall of samurai houses” in 1964, in the Nagamachi Samurai District. Then, the “Ordinance for Preserving the Historical Environment” was enacted in 1968, which was the first original ordinance for urban planning by a local government. This ordinance was followed the 1966 “Act for Conservation of Historic Natural Features of Ancient Cities” applied to Nara, Kyoto and Kamakura, because Kanazawa was not selected for its application areas ⁽⁶⁾. The “Act for Conservation of Historic Natural Features of Ancient Cities” concentrates on conservation of the historical environment, such as the natural landscape of surrounding mountains. Therefore, the “Ordinance for Preservation of Historical Environment” also focused on the preservation of the natural environment in the designated areas. This effort by Kanazawa City contained much foresight. Other local governments have recently imitated this kind policy.

The contents of the “Ordinance for the Preservation of the Historical Environment” were formulated by enlarging the existing “Ordinance for Scenic District” in order to preserve the natural environment that was important for historical districts. Actual designated districts were the green area viewed from Kenroku Park, and the natural riverbanks of the Sai and Asano Rivers. Incidentally, the “Ordinance for Scenic District” was formulated by each prefecture government according to the central government’s model ordinance, so it is inevitable that the contents are similar. In Ishikawa Prefecture, it is managed by Ishikawa Prefecture Government. The planning power of the “Ordinance for Scenic District” was delegated to Kanazawa City in 2012 as one of the decentralization of the planning power.

Fig.6 shows one of the designated landscape based on the Ordinance. The “Ordinance for the Preservation of the Historical Environment” was managed by a committee including local important persons and experts who studied applications and made recommendations if necessary. Although it had local authority derived from the Ordinance the committee had limited influence especially on nationwide developers until recently. This kind of limitation has been gradually changed according to the decentralization of the planning power.

In order to designate and preserve an important historic building located outside the designated Historical District, the “Building Designation System” was started by an amendment to the “Ordinance for Preservation of Historical Environment”.



Fog.6 Landscape of Asano River and Utatsu Mountain, provided by Kanazawa City

Ordinance for Urban Landscape

The "Ordinance for the Preservation of Historical Environment and the Creation of Beautiful Urban Landscape" (Landscape Ordinance) started by a big movement from over all Japan. As indicated in Table 2, the ordinance of Kobe City was the first one of this kind. After that, other prefecture governments and municipalities have started the same kind of ordinances. Kanazawa as well as Kumamoto City enacted this ordinance in 1989.

The Landscape Ordinance succeeded the "Ordinance for Preservation of Historical Landscape" and considerably enlarged its designated area. It also introduced a new aspect of modern urban landscape. In late 1980s, under the bubble economy many developments such as high-rise condominiums were constructed in central Kanazawa. It was urgent to control building height in each designated district. The height standard followed zoning system as well as building height regulations under the "Ordinance for Scenic District", and the "Ordinance for Preservation of Historical Environment"⁽⁷⁾.

Ordinance for the Preservation of the Small Historical District

An idea of "small historical preservation" was proposed in a report published by

university researchers in 1992. As described before, the organized street network remains the same except the new trunk roads and rebuilt houses. There are few areas which deserve designation as a Conservation Zone under the “Cultural Properties Protection Act”, but those area can be found. Therefore, a certain area will be designated as a historical core. Then, preservation efforts on historical buildings will be done and building activities controlled. This plan would preserve and create a historical landscape in Kanazawa.

The “Ordinance for Preservation of the Small Historical District” was enacted in 1994, but the actual designation has been granted according to acceptance and cooperation with existing community. Although this is reasonable to some extent, the designated districts are sometimes too large for small-scale preservation. This causes problems in keeping the districts character and adds difficulties to setting an architectural standard for preservation. Some studies would be needed on an appropriate area size and an effective planning system for preserving the designated districts.

Also, since the “Ordinance for Preservation of Historical Districts” was started apart from existing “Landscape Ordinance”, both ordinances have been applied without any clear lateral relationship. The correspondence between both ordinances must then be clarified in the future. Most municipalities, which have been designated under the “Conservation Zone for Historical District”, have their own ordinances to reinforce preservation efforts.

Moreover, the administration on small-scale preservation also has the same problems described with the Landscape Ordinance. That is, the administration under “Ordinance for Preservation of Small Historical Districts” has goal to only preserve historical features. Designated districts under “Ordinance for Preservation of Small Historical District” are also the central urbanized areas where planning themes, such as creating a satisfactory residential environment, increasing population, gaining a balanced community and revitalizing the central area, are critical. Efforts not only to preserve historical features but also reflect these goals are necessary.

Considering these needs, Kanazawa City started two new subsidy systems in 1998 called the “Subsidy for Rehabilitation of Historical Building to Practical Use” and “Subsidy for Supporting to Live in the Central Area”, in order to revitalize the central area using its historical features. Even with these policies, comprehensive planning is still needed for revitalizing of the designated districts under the “Ordinance for Preservation of Small Historical District”.

Fig.7 shows the designated districts for preserving historical features under the central government’s system and local ordinances, which cover almost the whole are the

castle town area. Fig.8 shows a conceptual diagram of designated districts for preservation. Conservation Zones under Cultural Properties Protection Act are designated the important core site and building activities are strictly controlled to preserve historical feature. Small Historical Districts are also designated based on local standard under “Ordinance for Preservation of the Small Historical District” and building activities are controlled at the local standards. Harmonized Districts are designated at trunk roads adjacent above both designated districts and appearance and height of the buildings are controlled. Historic Districts are designated other wider area and the control level is relatively weak although the building height is controlled at the very sophisticated level followed the existing planned zoning.

Fig.9 shows designated district as a Small Historical District, where derived from a Samurai class district and Fig.10 shows designated district as a Small Historical District, where derived from ordinary citizen’s district.

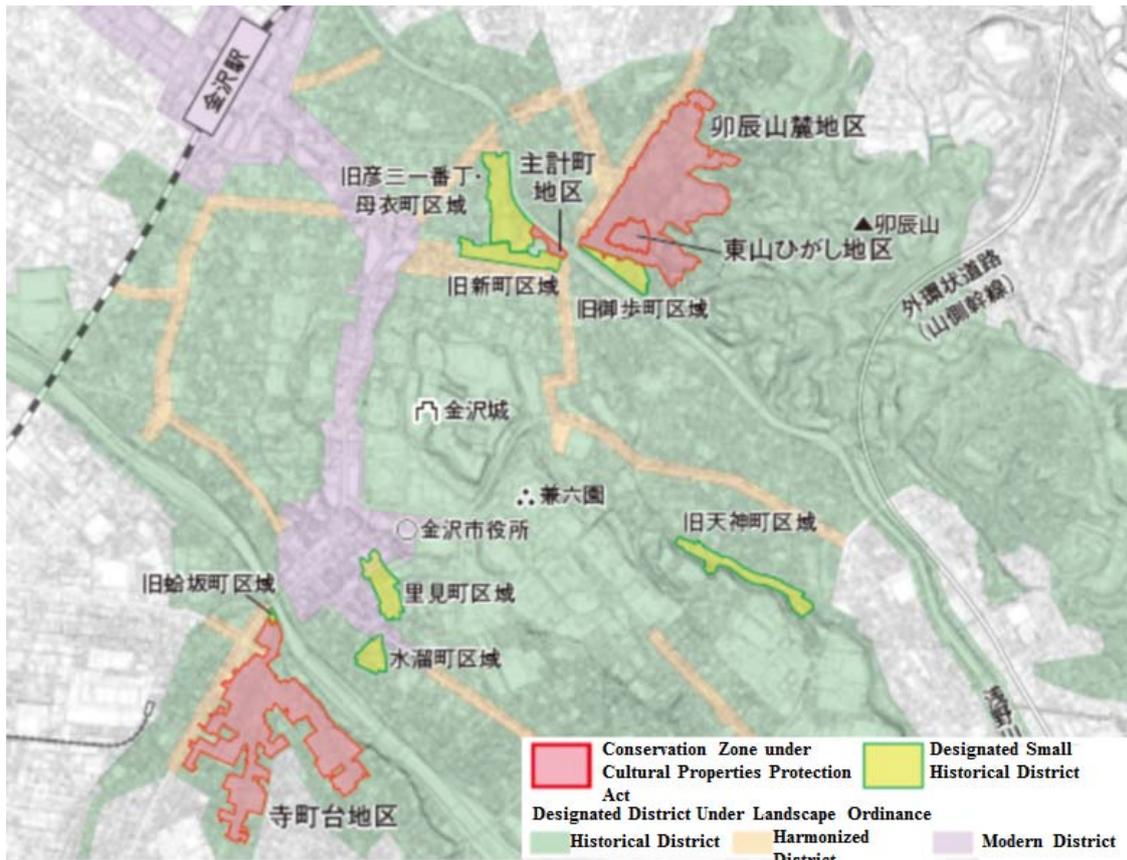
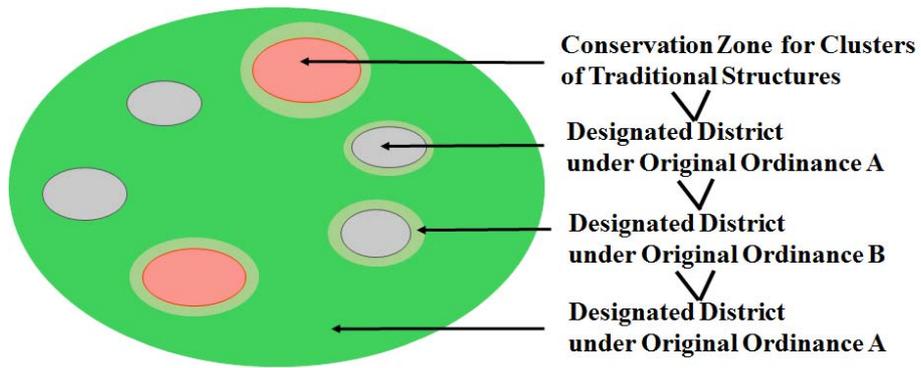


Fig.7 Actual Designated Districts for Historical Preservation



An Image of Designated Districts

Relationship between Designated Districts

Fig.8 Conceptual Diagram of Designated Districts for Preservation



Fig.9 Designated as a Small Historical District, where derived from a Samurai class district, provided by Kanazawa City



Fig.10 Designated as a Small Historical District, where derived from ordinary citizen's district, provided by Kanazawa City

Some efforts for Revitalization of the Central Area

In order to tackle with revitalization of the central area Kanazawa City designated the Central Area and started several subsidy systems based on the “Ordinance for Promoting Habitation of the Central Area” enacted 2001. Figure 11 shows designated Central Area, where could cover the castle town area.

The main subsidy systems and their achievements are as follows. The first system is subsidy for a detached house up to 2 million yen stated in 1998. The amount of 1,840 million yen was subsidized to 879 houses. The second system is subsidy for a business operator who develops a housing estate to the case which area size is equal and more than 500m² stated in 2001. The amount of 196 million yen was subsidized to 14 housing estates consists of 91 housing lots. The third system is subsidy for a newly constructed condominium up to 1 million yen started in 2006. The amount of 52 million yen was subsidized to 56 dwelling units. The fourth system is the subsidy for renovation cost of a used condominium dwelling unit up to 250 thousand yen. The amount of 7 million yen was subsidized to 22 dwelling units.

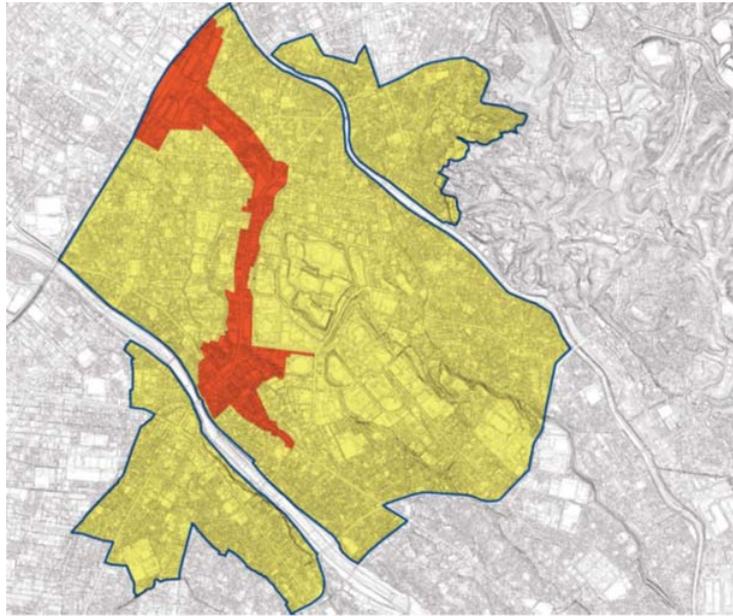


Fig.11 Designated Central Area for Revitalization Policy (907ha)

On the other hand a new subsidy system was started for renovation cost of historical timber framed buildings in order to use as shop, house and others, which was constructed before 1950, when the “Building standards Act” was enacted. These historical buildings are very important factors to create Kanazawa’s attractive townscape although they have been demolished steadily more than 100 buildings a year. Using this subsidy system many restored historical buildings come up and create new attractive spots in the central area such as store, restaurant, café, guest house, studio, students’ dormitory and dwelling house for younger generation.

One of the targets of the revitalization of the central area is converting decreasing to increasing of population change movement. Fig.12 shows population change in recent years. Although social increase was always shows minus figures it was gradually decreasing and turns to plus figures in a few years. This trend reflects recent revitalization policies prescribed above and general thinking of the some people to live in the central area. Nevertheless the natural decreasing of population is still unchanged. It would be very difficult problem because this phenomenon comes from the population structure. For example senior citizen’s population rate of the Central Area is 32.4% compared to 21.0% of the whole city in 2013.

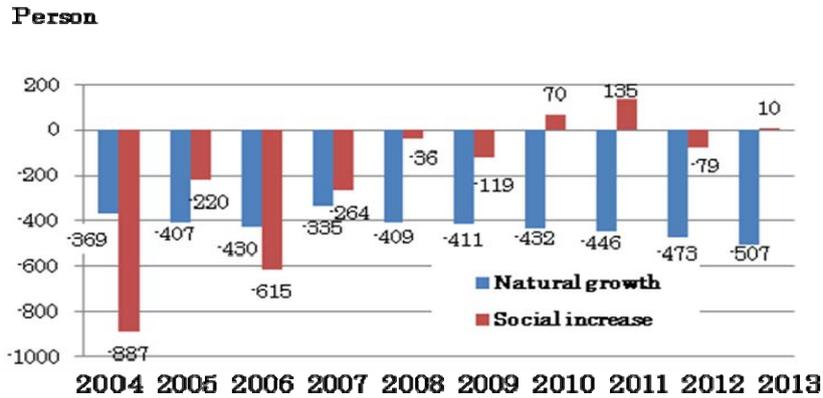


Fig.12 Population change of the Central Area in Kanazawa City, data provided by Kanazawa City

Planning Themes to be tackled in The Future

The historical area of Kanazawa is an important part of the city center and the core of its urban identity. Following the urban policy movement in Japan it is the major goal for Kanazawa City to revitalize the central area. The goals of urban planning not only promote the landscape but also gain a balanced community, revitalize the existing community and formulate a system to maintain facilities necessary for living. Every policy must have some relation to these goals.

Increasing the number of younger households living in historical districts and establishing a quality of life in the central area are important for gaining a balanced community. In order to realize this goal, amending the Urban Planning Act of Japan and Building Standards Act of Japan is needed and local ordinances were formally integrated within the legal system for tackling these problems.

Although the Kanazawa's original ordinances has successfully preserved the historical townscape and creates of new landscapes, it also contains some issues to be tackled in the future. Landscape itself should be recognized as a relatively sizable index of the environment. It exists as a result of every component in the environment and was created by years of residential and commercial activities. Therefore, urban planning must consider these kinds of urban activities. Coping only with the superficial issues such as landscape not only lacks significant meaning, but is also ineffective and could possibly cause future problems.

Concluding Remarks

Since Kanazawa was the largest castle town in the feudal period and escaped aerial bombing in World War Ⅱ, it has a duty and responsibility to create planning goals to effectively preserve its historical features. Also, the urban planning movement has shifted towards improving an existing urban area from developing outer area of the city. Thus urban policy in the twenty first century will especially concentrate on revitalizing the central area. Therefore, historical districts should be treated not only as the objective area for landscape planning but also as an area that has various planning themes and attractive assets.

Also, efforts to create genuine looking construction are critical in the urban environment. Constructing works to imitate historical forms appear forged, and do not attract tourists or new residents. The basic concept of historical renewal is renovation of the historical factors in order to utilize them for the new attractive spots.

Moreover, revitalizing the historical area can not be achieved only by the administration, but by citizens as well. Lastly, in order to cope with these problems every person must value his or her living area and participation activity in the community. Then the ideal of linking the urban environment to people's identity can succeed.

Notes

- (1) The social classes of Kanazawa and land use pattern reflecting them in the feudal period are described on pp.8-12 of Reference 3).
- (2) Table 1 is made out using data of Table 1-2 and Table 1-3 on p.10 of Reference 3).
- (3) Street conditions of Kanazawa in the feudal period are described pp.119-141 of Reference 4), including explanations about plazas, slopes and blind alleys. Reference 4) studies relationship between social classes and street patterns of Kanazawa in the feudal period.
- (4) Sites of Ashigaru class were located under official planning and each house was built as type of detached houses although most of Ashigaru dwellings were terrace type in general outside Kanazawa. As the mean lot size of Ashigaru houses was 200m², those lots have been rarely subdivided. Besides, its block and street patterns have not been changed very much, though houses were usually rebuilt.
- (5) Reference 8) explains planning of street networks before World War Ⅱ in pp.365-368.
- (6) Although Kanazawa is sometimes called "an ancient city" it is not appropriate to name the castle towns so.

(7) The system of building height regulation of Kanazawa is evaluated as fine. Reference 7) reports its system and achievements under this system.

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