

A large, stylized graphic of a staircase or stepped path, composed of numerous thin, parallel white lines. The lines are arranged in a series of horizontal and vertical segments, creating a sense of upward movement and progression. The graphic is positioned on the left side of the cover, partially overlapping the title area.

# Urban Planning System in Japan

2nd Edition

Japan International Cooperation Agency

In Cooperation with  
Ministry of Land, Infrastructure and Transport

March 2007

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# PREFACE

This Booklet is a revised edition of the “Urban Planning System in Japan” which was originally published to introduce the Japanese Urban Planning System worldwide in September 1996, by the City Bureau, Ministry of Construction and the Institute of Future Urban Development.

Since the urban planning system of each country is established with consideration of social, political, historical backgrounds, one has to delve into these backgrounds for a better understanding of the planning system.

There are, however, common characteristics in the developmental process of a country; decrease of population in the primary industry; rural to urban migration; concentration of economic activities in urban areas; modal shift to automobiles; expansion of urban areas and sprawl; evolving environmental problems; aging of society; and so forth.

Therefore, how the Japan dealt with these issues through various planning mechanisms may be meaningful to other countries. Even if the Japanese system may not be applied directly to cases in other countries because of social differences, it may provide clues to solving planning issues.

In this booklet, we attempt to explain the Japanese Urban Planning System simply and comprehensively.

Accordingly the characteristics of this booklet is the followings,

1. In order to explain the essence of the Japanese Urban Planning System; the exceptions to the legal systems are omitted as much as possible to achieve clarity of text.
2. An explanation of the manner in which Japanese deal with policy issues stated is also given.
3. On-site pictures of actual Japanese City Planning are included as much as possible.

We hope that the information contained herein can ease the burden of practicing planners and public officials in different countries who face similar planning issues everyday and facilitate further discussions on planning issues and possible solutions among the different planners of the world.

Lastly we are giving our sincere appreciation to the concerned agencies and individuals who contributed to the earlier version.

March, 2007

The Chair of the Editorial Board **KISHII Takayuki** (Dr.Eng.)

Professor

Department of Civil Engineering, College of Science & Technology

Nihon University

The Members of the Editorial Board (Authors and Editors)

KISHII Takayuki (Nihon University)

NISHIOKA Seiji, TOKUNAGA Yukihiisa, HAYASHIDA Yasutaka

(Ministry of Land, Infrastructure and Transport)

OCHI Takeo, ABE Akiko, ARAKI Motoyo (Japan International Cooperation Agency (JICA))

OKAMIZU Teruma, MORITA Hiroaki (Institute for Future Urban Development)

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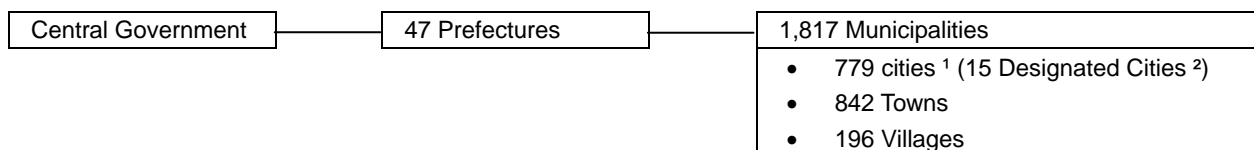
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# 1. Japanese Administrative Organization

## 1.1. The Central Government and the Local Governments

The Japanese administrative system is divided into two: the central and the locals. The Government of Japan does not operate on the republican system. Therefore the central government engages in all administrative matters besides foreign affairs and national defense. For example, the central government formulates the administrative framework according to the City Planning Law<sup>1</sup> and guides in the administration of the local governments. The local governments operate the administrative procedures specified by the central government. The central government set standards of execution by guidance and subsidies to the local governments.

Figure 1-1 The Number of Prefectures, Cities, Towns, and Villages (as of October, 2006)



Note 1) 23 Special districts called "Ku" (ward) are designated in the Tokyo Prefecture.

Note 2) 15 Large cities, such as Osaka, with a population of more than 500,000 are designated and granted authorities to conduct some of the prefectural administration functions, such as issuance of development permits stipulated in the City Planning Law and the management of prefectural roads. These administrative tasks of the Designated Cities are directly controlled by the central government, not by the prefectural governments.

Table 1-1 Size and Scale of Administrative Units

	National			Local Example	
	Japan	The Total of Prefectures	The Total of Cities Wards, Towns, and Villages	Ibaraki Prefecture	Mito City
Area (km <sup>2</sup> )	377,914	—	—	6,096	217.5
Population (thousand) (October,2006)	127,055	—	—	2,966	262
Annual Budget (billion yen) (million dollars) <2004>	85,519.5 (798,576) <2004>	48,995.4 (457,516) <2004>	50,560.0 (472,126) <2004>	1,024.1 (8,695) <2006>	80.3 (682) <2006>
Public Works (billion yen) (million dollars) <2004>	8,390.5 (78,350) <2004>	7,641.2 (71,353) <2004>	7,859.9 (73,395) <2004>	136.6 (1,160) <2006>	15.7 (133) <2006>
Government Employees (person) <2004>	641,563 <2004>	1,609,628 <2005>	1,432,494 <2005>	36,012 <2006>	2,222 <2006>
City Planning Area (ha) (October,2006)	9,978,042	—	—	430,774	21,745
Zoned Area (ha) (October,2006)	1,839,672	—	—	57,430	4,251
City Planning Budget (billion yen) (million dollars)	—	1,511.3 (14,112) <2004>	4,248.5 (39,672) <2004>	25.8 (219) <2006>	10.8 (92) <2006>

Note: < > Fiscal year

Exchange rate: 1USD=107.09 JPY(2004), =117.78JPY(2006)

## 1.2. Prefectures and Municipalities

Local governments have two administrative layers: prefectures and municipalities.

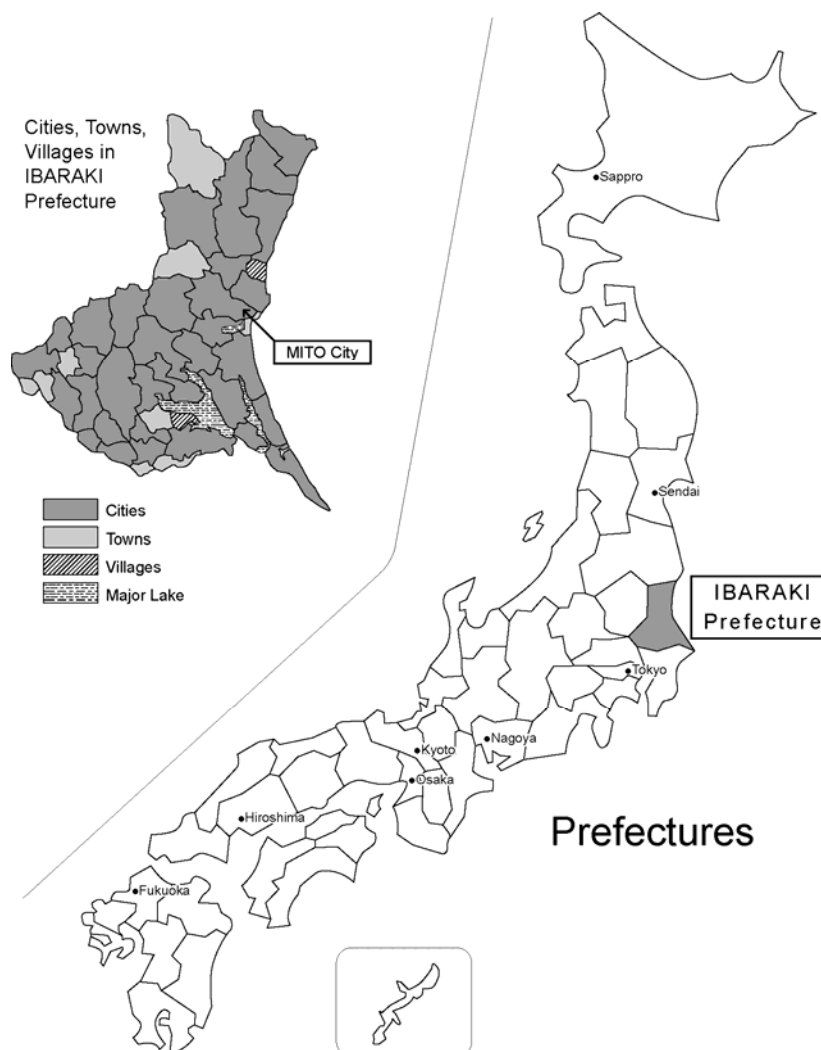
There are 47 prefectures and 1,827 municipalities operating as local government administrative units. The Prefectures are under the direct guidance of the central government, and the municipalities are under the prefectures (Figure 1-1).

The area and population of the prefectures vary. The most populated prefecture is Tokyo with a population of 12,273,376 (October, 2006); the least populated is Tottori Prefecture with a population of 610,434. The largest prefecture is Hokkaido with a land area of 83,455km<sup>2</sup>; the smallest is Kagawa with 1,876 km<sup>2</sup>. The prefectures are historically and geographically separated and form the current administrative units.

The area and population of municipalities vary also. The municipalities consist of cities, towns and villages. Their functions are basically the same. Generally, a city has an average population of 50,000 to 500,000, and a town or a village has 5,000 to 20,000 people. The areas of municipalities vary: Takayama City in Gifu Prefecture has 2,177 km<sup>2</sup>, Funahashi Village in Toyama Prefecture has only 3.5 km<sup>2</sup> (October 2006).

Table 1-1 shows the size, population, finance, etc, of local government areas. The Ibaraki Prefecture, in the Greater Tokyo Region and the Mito City, the capital city of Ibaraki Prefecture are used as examples of local governments (Figure 1-2).

Figure 1-2 Prefectures in Japan



## 2. Framework of Japan's City Planning Law

### 2.1. Objectives and Goals

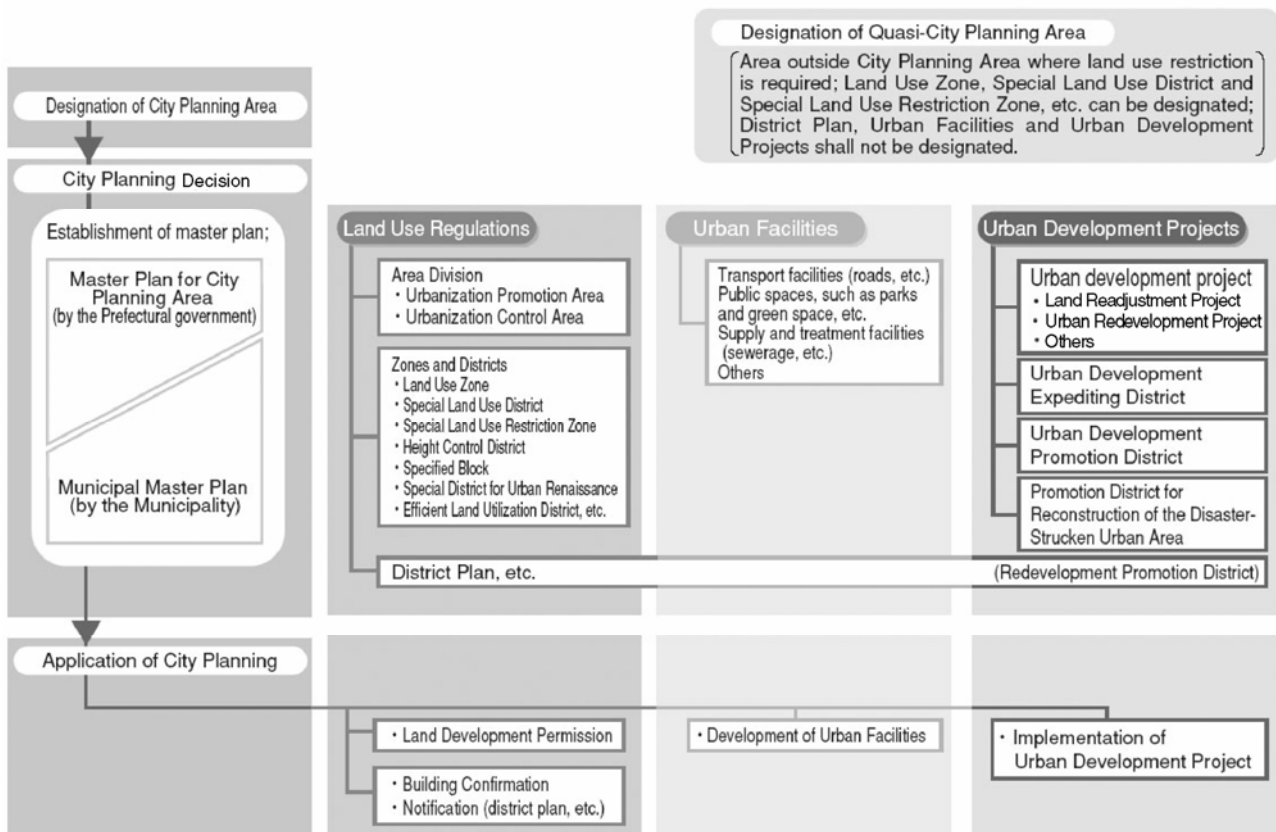
#### 2.1.1. Objectives

To attain a balanced development of the nation and to promote public welfare through sound and orderly development of cities

#### 2.1.2. Goals

To ensure healthy and cultural urban life and functional urban activities under reasonable restrictions for rationalizing land use.

Figure 2-1 Process Structure of City Planning System





## 2.2. Amendment of City Planning Law in 1968

The City Planning Law was first promulgated in 1919. At present, however, the legal framework of Japan's urban planning is based on the City Planning Law of 1968.

### 2.2.1. Background of the 1968 Amendment

During the 1960's, due to high economic growth, rapid large-scale population concentration in urban areas, particularly the metropolitan areas, took place. Sporadic development in the urban fringe encroached on farm and forest lands. Urbanized areas have been disorderly expanded and the following phenomena became significant:

- Formation of poor quality urbanized areas without provision for minimum public facilities such as access roads and sewerage.
- Environmental degradation and pollution due to incompatible intermingling of industrial and residential areas.
- Decreased urban function due to traffic congestion, etc. which resulted from failure to develop arterial roads in compliance with urban expansion and progress in motor vehicle usage.

In order to respond to these socio-economic changes, the existing City Planning Law was extensively revised.

### 2.2.2. Enactment of the 1968 Law

The objectives of the 1968 Law were as follows:

- Enactment of land use plans with legal power.
- Supply of building lots in new urban areas.
- Regulation and guidance of land use through Land Development Permission (KAIHATSU KYOKA)<sup>2</sup> System.
- Clarification of responsibility in the sharing of cost of public facilities between the government and private sector, and promotion of public facilities development/improvement.
- Devolving the regulating powers of City Planning to local governments and the introduction of a democratic process of city planning.

### 2.2.3. Substance of the 1968 Law

#### 1) City Planning Area

The City Planning Area<sup>3</sup> is the area where City Planning Law is applied. The City Planning Area is not limited to one to one administrative unit but may include multiple units when the administrative units benefit by sharing common goals of transportation development and other public services. In designating the City Planning Area, it is necessary to make adjustments with other land use plans of a higher category as stipulated in the National Land Use Planning Law<sup>4</sup>.

#### 2) Policies on Improvement, Development and Conservation (*SEIBI, KAIHATSU, MATAWA HOZEN NO HOSIN*)

Policies on Improvement, Development and Conservation of the City Planning Area (the future image of the city) are explained in the text including in the drawing (approximate scale of 1:10,000). The city's future image is laid down when the Urbanization Promotion Area<sup>5</sup> and Urbanization Control Area<sup>6</sup> are designated.

#### 3) Urbanization Promotion Area and Urbanization Control Area

The City Planning Area is, if necessary, divided into Urbanization Promotion Area and Urbanization Control Area, which have the following characteristics:

- Building lot development in the Urbanization Control Area is not permitted in principle.
- Urban Planning Tax on real estate is only levied within the Urbanization Promotion Area.
- Urban Development Project (*SHIGAICHI KAIHATSU JIGYO*)<sup>7</sup> is implemented in principle in the Urbanization Promotion Area.

#### 4) Zones and Districts (*CHIKI-CHIKU*)<sup>8</sup>

Land Use Zoning is a building control on the use of land. It provides a basis to regulate land use and building form. There are twelve (12) categories of Land Use Zones<sup>9</sup>, and that must be designated within the Urbanization Promotion Area. The locations of schools, libraries, hospitals, child-care centers, markets, etc. are not regulated by Land Use Zoning but are dealt with in the City Planning of public facilities.

Land use regulations in Japan are not as strict as in some countries. For example, compatible land use other than residential uses such as neighborhood commercial services is allowed even in Exclusively Low-rise Residential Zones.

Construction of individual buildings is verified as to whether it conforms with designated Land Use Zoning requirements according to the Building Standard Law<sup>10</sup>.

#### 5) Land Development Permission (*KAIHATSU-KYOKA*) System

The Land Development Permission System intends to encourage the formation of planned urbanized areas, requiring building lot developments above a certain size to be approved by local governments.

In principle, the building lot developments are not approved in the Urbanization Control Area.

Public facilities that have been developed, such as sewerage, parks and roads by developer, are turned over free to local governments who will be the administrator of the facilities.

The City Planning Law does not touch upon the cost sharing of public facilities. However, the developers are obliged to negotiate with the administrator of public facilities on the facilities to be constructed before permit is granted. They usually follow if transfer of the facilities without compensation is requested, although it is not stipulated in the law. In some cases the local governments further request the developers to bear the cost of constructing schools, etc. This is a cause of the rising cost in the supply of lands for building.

#### 6) City Planning of Public Facilities

In order to facilitate developing future public facilities, public facility areas are decided in the City Planning. Necessary restrictions in the exercise of rights are imposed as mentioned below.

Building activities are principally restricted in the area where the public facilities areas have approved in the City Planning. However, easily removable buildings, such as wooden structures of two stories or less, are permitted. This building restriction may extend over several decades without compensation.

The public facilities subject to City Planning Decision (*TOSHI KEIKAKU KETTEI*)<sup>11</sup> are not limited to those under the jurisdiction of the Ministry of Land, Infrastructure and Transport such as roads, parks and sewerage but also other public facilities under the jurisdiction of other ministries, such as hospitals, schools, etc.

#### 7) City Planning in Urban Development Project

Adequate urban area development will not be promoted by relying only on the developments initiated by landowners. For this reason, an authorization is given to the public sector who can implement the urban area development, regardless of the intention of landowners/leaseholders. Under Urban Development Project System, necessary institutional framework is provided.

As in case of public facilities, in the Urban Development Project Areas decided by the City Planning process, construction of building is principally restricted except easily removable buildings, such as wooden structures of two stories or less, to facilitate the implementation of future projects. Once a project has been approved, the implementing body is authorized to restrict the purchase and sale of lands, expropriate lands and exercise replotting<sup>12</sup> (compulsory transfer of a lot to another lot).

The Urban Development Project is composed of the Land Readjustment Project<sup>13</sup>, Urban Redevelopment Project<sup>14</sup> and New Residential Area Development Project<sup>15</sup>, etc. Implementation of each specific project is regulated by separate laws.

Table 2-1 Comparison of Land Development between Land Development Project and Land Development Permission

	Urban Development Project	Development of Building Lot under Land Development Permission
Implementing Body	Governments or public development bodies, cooperatives of many landowners.	Single (or a few) private developer(s)
Motivation of Development	Motivated on public interest such as development of public facilities and residential lots, improvement of urban area environment, etc.	Motivated on private interest such as conversion of land use for more effective land use, operation of business, etc.
Legal Aspect	Implementing body is provided with legal power for land expropriation, replotting.	No compulsory power in implementing project is provided. Unanimous consent is required.
Number of Landowners/ Leaseholders	Can be single or many, depending on projects (Normally many)	Can be single or many, depending on projects
Subsidies for Projects	Normally subsidies are provided for development of public facilities.	Normally implementing body shoulders the development costs of public facilities.
Location of Projects	Implemented in different types of areas such as: <ul style="list-style-type: none"> <li>• Sprawling areas where small-scale farmlands are scattered;</li> <li>• Densely built-up areas;</li> <li>• Areas where supply of large-scale residential areas is possible.</li> </ul>	Considered areas for development such as hilly areas, farmlands purchased in advance.

## 8) Authorizing Body of City Planning and Decision Procedures

### a) Authorizing Body of City Planning

Prefectures and municipalities are normally the bodies which decide City Planning. Major or regional plans are authorized by prefectures while others by municipalities.

### b) Procedures for Regulatory City Planning

As City Planning Decision Regulations involve restrictions on the rights of private property, various democratic procedures are provided such as the holding of public hearings (*KOCHOKAI*)<sup>16</sup>, public review of plans (*JYURAN*)<sup>17</sup>, holding of City Planning Council<sup>18</sup>, etc.

**Public Hearing:** Before city plans are prepared by the administration, a public hearing is held to reflect the thoughts of the residents in the affected area. Public hearings are held when restrictions on rights are significant, such as alterations of the Urban Promotion Area and review of arterial roads, etc.

**Public Review of City Plans:** The Administration opens the contents of the city plans to the public for two weeks; and request opinions from the public.

City Planning Council: The plans are further consulted with the City Planning Council of a prefecture and a municipality, a committee independent of the agency administering the city plan. This ensures fairness.

Validation of the Minister<sup>19</sup>: For important matters such as approving trunk roads (more than 18 meters wide), Validation of the Minister is required. (After amendment of the Law, requirement of the Validation of the Minister has been modified to Consent after Due Deliberation by the Minister<sup>20</sup>. The conditions of such requirement have been also revised to trunk roads with more than 4 lines from those with more than 18 meters wide.)

### 2.3. Amendment of the 1968 City Planning Law

Since the 1980's Japan has shifted from a period of high economic growth to one of sustainable economic growth. The concentration of population in metropolitan regions eased. The pursuit of amenities in urban life in that coincides with economic prosperity. Redevelopment of urbanized areas, mitigation of environmental problems, and revitalization of urban centers (particularly in local cities), etc. became important issues in urban policies. To comply with the changes, the City Planning Law of 1968 has been amended, with principal changes covering the following:

#### 1) District Plan (*CHIKU KEIKAKU*)<sup>20</sup> (1980)

The City Plan alone, which provides a development framework for land use and public facilities, is not sufficient to provide landscape design in neighborhood to ensure quality of living environment. The District Plan System in which buildings and public facilities are decided in detail for a specific area was thus established.

#### 2) Special District Plan for Redevelopment (*SAIKAIHATSU CHIKU KEIKAKU*)<sup>21</sup> (1988)

For smooth conversion of the land use of warehouses and factories which became idle due to industrial restructuring, building regulations in the Land Use Zones can be relaxed in cases where necessary infrastructure to support new land use are provided by the developer. Then, in 2002, this system was expansively revised to Redevelopment Promotion District within District Plan.

#### 3) Taxation on Farmland as Urban Land Use (*TAKUCHI NAMI KAZEI*)<sup>22</sup> and Productive Greenery District (*SEISAN RYOKUCHI*)<sup>23</sup> (1992)

In order to promote conversion of farmland within the Urbanization Promotion Area in major urban areas to urban land use, tax rates on farmland were reviewed and increased to the same level as the tax rates on land of urban land use. It is called *TAKUCHI NAMI KAZEI*. This was originally examined in the 1968 legislation but was not realized due to opposition from farmers.

Farmlands which can function as reserved farmland and open space for long in the Urbanization Promotion Area can be designated as "Productive Greenery District" and reduced level of tax rate is continued.

#### 4) Quasi City Planning Area<sup>24</sup> and Public Participation (2000)

This system was established to impose land use regulations in an area that needs to control mixture of land use and disorderly alterations and abolitions of agricultural land, and to ensure minimum levels of living environment, although positive measures for improvement and development are not needed in this area.

In addition, a public participation system for residents to propose a District Plan to municipal mayors has been institutionalized to better reflect their opinions.

#### 5) Strengthening of Master Plan for City Planning Area<sup>25</sup> (2000)

In order to realize a city planning system suitable for urbanized society and to promote consensus building for city construction, the Master Plan for City Planning Area has been strengthened. The policies on Improvement, Development and Conservation had been conventionally applied to the City Planning Area where Area Division<sup>26</sup> was conducted. However, due to this strengthening, it was decided that this system should be applied to all City Planning Areas. Moreover, Municipal Master Plan system has been newly established to concretely manifest municipality's vision on city construction and to determine its issues and policies in more detail.

**6) Landscape District<sup>27</sup> (2004)**

To realize better landscape, a District system that enables to regulate design, color, etc. of buildings has been established.

**7) Strengthening Regulations on Large-Scale Visitor-Attracting Facilities (2006)**

The location of large-scale visitor-attracting facilities such as shopping complexes, theaters, etc. with a floor area of more than 10,000 m<sup>2</sup> has been limited to some Land Use Zones.

**2.4. City Planning Law and Related Legislation**

The City Planning Law is the founding law which regulates City Planning, functioning as a unified system together with other related laws which can be grouped into three. (Figure 2-2)

**1) Group A: Laws of Higher Authorities**

The laws of higher categories which regulate City Planning include those that determine planning of national highways and land use at the national level.

For example, the alignment of roads approved in City Planning is decided according to the plan of national roads.

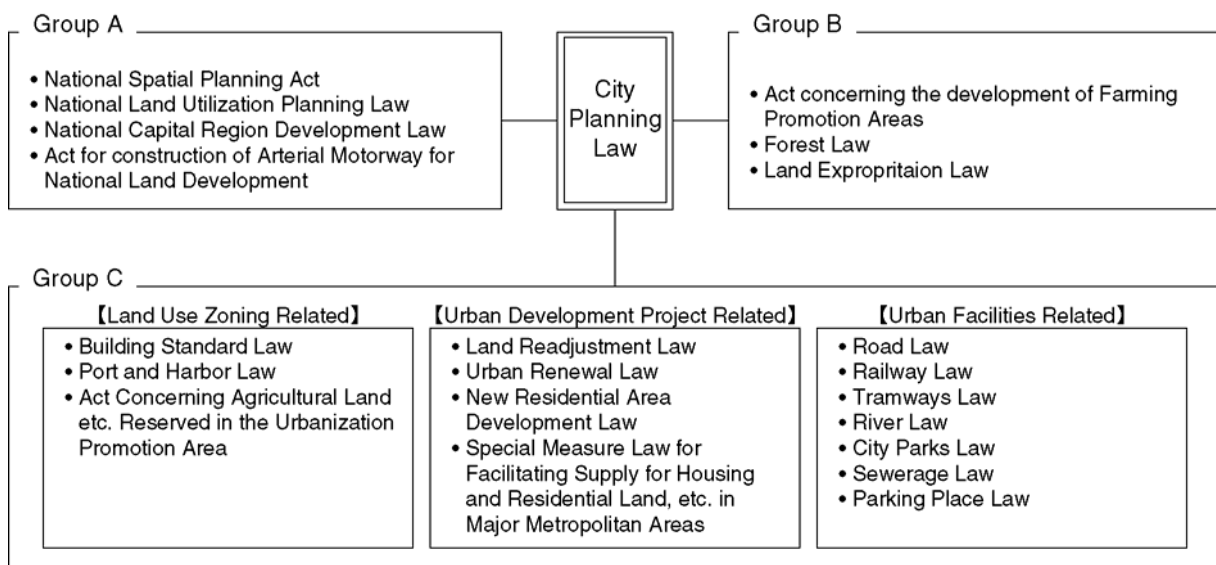
**2) Group B: Related Laws**

Adjustment with land use outside urban areas is necessary. Other land uses are regulated according to the respective separate laws. What is the most important is the adjustment of urban land use (City Planning Area) with agricultural land use. Formally, the jurisdiction of City Planning Law is decided by classifying agricultural land use and urban land use in the National Land Use Planning Law. However, in reality it is determined by interactive adjustment of related laws, based on which higher rank laws will be altered accordingly.

**3) Group C: Individual Laws**

Separate individual laws regulate the contents of each city plan.

Figure 2-2 City Planning Law and Related Legislation



## 3. City Planning Area, Quasi City Planning Area and City Planning Master Plan

### 3.1.1. City Planning Area

The prefectural government designates the City Planning Area as the area that should be improved, developed and conserved in an integrated manner as a unity. The designation is made macroscopically without considering the municipal boundaries. As of March 2006, there were a total of 1,271 City Planning Areas in Japan, accounting for 99,824 km<sup>2</sup> or about one-fourth of the total area of Japan.

The designation of the City Planning Area requires either of the following two conditions:

- An area that needs to be improved, developed and conserved as a unity with a core built-up area of a city or a town/village of a certain scale.
- An area that needs to be developed and/or conserved as a new residential or industrial city.

For a City Planning Area, City Planning can be determined such as Area Division, Land Use Zoning, Urban Facilities and Urban Development Projects. The Policies on Improvement, Development and Conservation (Master Plan for City Planning Area) must be determined there as well.

### 3.1.2. Relation between City Planning Areas and the administrative areas

City Planning Areas are defined by urbanized areas which may be defined beyond the administrative boundaries. Or, only a portion of a municipality may be selected as a City Planning Area (Figure 3-1).

### 3.1.3. Quasi-City Planning Area

This is designated as an area outside the City Planning Area where positive improvement or development is not needed while future improvement, development and conservation as a unity may become difficult due to disorderly development activities if land use regulation is not imposed. The designation is done by prefectural governments. A part of City Planning can be determined there for conservation purpose.

### 3.1.4. Master Plan for City Planning Area (Policies on Improvement, Development and Conservation)

This is the basic policy of City Planning to be specified by prefectural government in all City Planning Areas. Although this does not directly restrict the land use by individual land owners, this is the guideline when the City Plans are determined.

In the Master Plan for City Planning Area, the following should be determined:

- Target of City Planning
- Whether or not to adopt Area Division and, if adopted, policy of Area Division (division between Urbanization Promotion Area and Urbanization Control Area)
- Policy of major City Planning Decisions regarding Land Use, Urban Facilities and Urban Development Projects

The City Planning in the City Planning Area should be determined based on the Master Plan. This Master Plan determines the basic directions of City Planning in the perspective of a 20-year planning period.

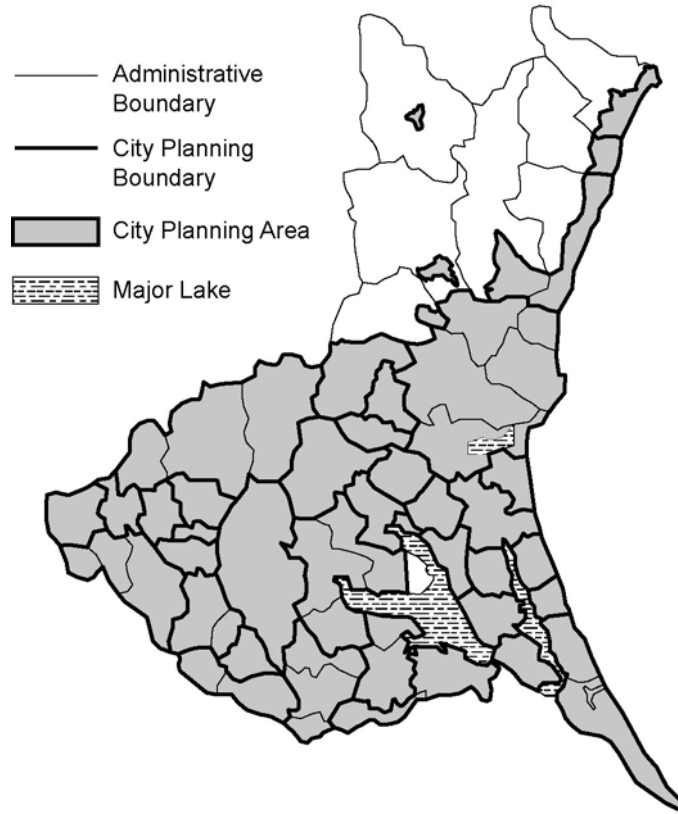
### 3.1.5. Municipal Master Plan (Basic Policies of City Planning in Cities, Towns and Villages)<sup>28</sup>

While the Master Plan for City Planning Area is specified by prefectural government for the City Planning Area, the Municipal Master Plan is determined by municipal governments for the area of each municipality.

The municipal governments, the public body accessible most to the citizens, determines the vision, policies to tackle local issues, urban facilities required for citizen's life and economic activities, etc. in detail in an integrated manner.

The Municipal Master Plan is formulated in accordance with the Master Plan for City Planning Area.

Figure 3-1 City Planning Area in Ibaraki Prefecture



## 4. Urbanization Promotion Area and Urbanization Control Area System

### 4.1. Aim of the System

Area Division is determined in City Planning Area as a basic framework of the area to promote orderly urbanization and to control disorderly urbanization. Since City Planning Area is divided into Urbanization Promotion Area and Urbanization Control Area by a line, this system is often called the “line-drawing system<sup>29</sup>”. This determines the size and shape of the future urban area.

The division of the City Planning Area into two areas has two essential aims as follows:

- Efficient development of urban facilities.
- Prevention of uncontrolled development in forest and farmlands adjoining the existing built-up areas.

### 4.2. Current Situation of Area Division System

This system does not apply to all the City Planning Areas. Since the enactment of the City Planning Law in 1968, the application of this system has been decided by the national government. However, the increase of urban population has been controlled and accordingly the urban sprawl has become a non-issue in Japan. Thus the prefectural governments can now decide whether this system should be applied to a specific urban area considering the actual situation of the area.

Note: However, that this system is still mandatory for metropolitan areas. As of March 2005, 295 City Planning Areas out of the total 1,271 have applied this Area Division.

### 4.3. Structure of the System

#### 4.3.1. Urbanization Promotion Area and Urbanization Control Area

The Urbanization Promotion Area includes areas which already formed built-up area or areas which should be priority area for development in a planned manner within an approximate period of ten years. On the other hand, Urbanization Control Area is the area where urbanization should be restrained.

#### 4.3.2. Role Sharing of Related Agencies

With these divisions as a base, the roles of city planning and agricultural administrations are shared as follows:

- City planning administrations undertake the regulation of land use for urban purposes, the decision and development of public facilities, and implementation of Urban Development Projects in the Urbanization Promotion Area, and control land development activities in the Urbanization Control Area.
- Agricultural administrations control conversion of farmland for other purposes and invest for agricultural promotion in the Urbanization Control Area.

#### 4.3.3. Legal Effects of Area Division

The legal effects of the Area Division are summarized in the following table:



Table 4-1 The Legal Effects of Area Division

Item	In Urbanization Promotion Area	In Urbanization Control Area
Land Use Control	Land use is controlled in accordance with Land Use Zones, etc. for orderly use of urban lands.	Land use is regulated by plans from the agricultural side. Land Use Zones are not designated.
Public Investment	Public facilities such as roads, parks, sewerage, etc. are approved and public investment will be actively carried out.	Public investment for the promotion of agriculture will be actively carried out.
Urban Development Project	Will be actively done	Will not be done.
Land Development Permission	For development of more than 1000m <sup>2</sup> , approval by the prefectural governor is necessary. Technical standards need to be met.	The urban development activities are strictly controlled.
Conversion of Farmland	Mere report on the conversion is necessary.	Approval from the prefectural governor is necessary.
City Planning Tax	City Planning Taxes may be collected to generate revenue to fund City Planning Projects.	Cannot be levied.

#### 4.3.4. Surveys Relating to City Planning

The Area Division is designated by following the ten-year objectives. However it is necessary to review the division periodically in accordance with urbanization trends. The prefecture is thus obliged to conduct Basic City Planning Surveys<sup>30</sup>, basic surveys for each City Planning Area in approximately every 5 years according to the City Planning Law. The survey covers the current situation and future prospects on population, industry, land use, transportation, etc. In addition to this, the results of person-trip surveys and commodity flow surveys, etc. are also used.

#### 4.3.5. Basic Principles in the Decision of Area Division

Basic principles in designating the Area Division are as follows:

##### 1) Integrated Decision with Transport Network Plan, etc.

In designating the Urbanization Promotion Area, the transportation network plan is made to correspond to traffic demand, and plans for necessary public facilities should be decided at the same time.

##### 2) Securing Planned Urbanization

An area is newly incorporated into an Urbanization Promotion Area only when planned urbanization is ensured through the Land Readjustment Projects, etc.

The reasons for the above principles are as follows: In Japan before the amendments to the 1968 law the urban areas had expanded beyond financing capabilities for urban infrastructure development due to insufficient land use control, rapid motorization and population concentrations. Thus, Area Division System was established to realize planned development of public facilities and urban areas.

##### 3) Coordination with Agricultural Administration

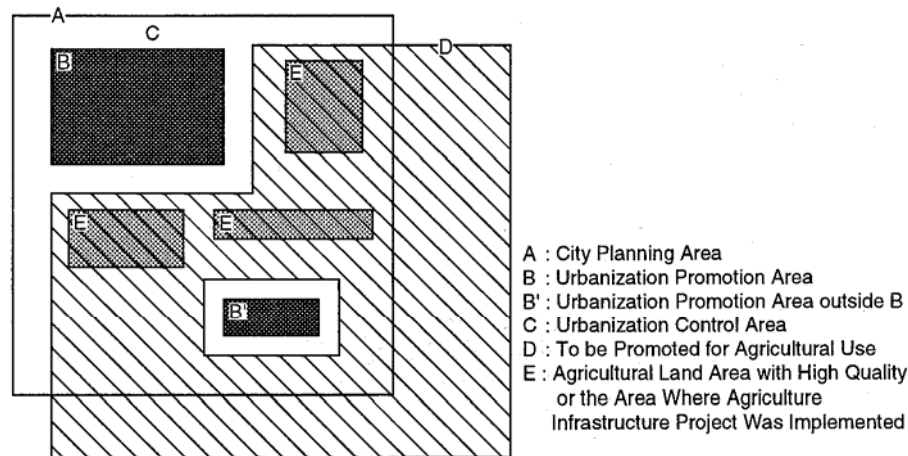
In designating Area Division, the following agricultural areas are not included in the Urbanization Promotion Area:

- A large-scale agricultural use of high productivity with a consolidated area of 20 ha
- Areas where agricultural infrastructure projects are implemented or 8 years have not yet passed since completion of the projects.

The local government must coordinate with related agencies when Area Division is designated. Treatment of farmland, when the Urbanization Promotion Area is expanded, needs special attention and coordination with related agencies.

This is one of the main causes of limitations in the expansion and formation of Urbanization Promotion Areas. In cases where the existing Urbanization Promotion Area is surrounded by good quality farmland, there are many examples of Urbanization Promotion Area which are not combined, or separated by farmland. The diagram illustrates the relationship between the administration of city planning in Urbanization Promotion Area and agriculture administration.

Figure 4-1 Land Use Classification in City Planning and Agriculture



- Note 1) Area C is mostly overlapped with D.  
 2) Area D and Area B will not be overlapped. Therefore, When Area B is expanded into Area D, the latter needs to be removed and adjustment is necessary.  
 3) Area E can not be converted to Area B or Area B'.

#### 4.3.6. Taxation on Farmland as Urban Land Use and Productive Greenery District in Urbanization Promotion Area

In order to promote the conversion of farmlands located in the Urbanization Promotion Area to urban land use, the reduced tax practiced in farmland was reviewed in the 1991 law amendment, and the tax increased to the same level as urban land use. (This was originally examined in the 1968 law amendment but was not implemented because of strong opposition from the agricultural sector.)

However, for farmlands which can function as reserved farmland and open space for long in Urbanization Promotion Area, they can be designated as “Productive Greenery District” and tax reduction is continued.

Selection by farmland owners between “Productive Greenery District” and “Farmland under Taxation as Urban Land Use” was done by respecting their will. This resulted in the mixture of two types of farmland in Urbanization Promotion Area. The latter farmland will require consolidation of the latter as well as small-scale (less than 2 ha) land readjustment project to provide necessary roads when it is converted to urban land use.

Table 4-2 Farmlands Existing in Urbanization Promotion Areas of Tokyo Metropolitan Region

		(As of 2005)	
Classification			Area (ha)
Urbanization Promotion Area	Existing Urban Land		394,000
	Farmlands	Under Taxation as Urban Land Use : It is possible to convert to urban land use without approval.	9,300
		Designated as Productive Greenery District : It is impossible to convert to urban land use.	8,500

Table 4-3 Characteristics of Farmlands as Urban Land Use and Productive Greenery District

	Farmland Designated as "Productive Greenery District"	Farmland Designated as "Farmland as Urban Land Use"
Possibility of Converting to Urban Land	It is obliged that the lands should be used as farmlands for 30 years. No conversion is allowed within the period.	Conversion is possible when development permission is obtained, etc.
Taxation such as Real Estate Tax, etc.	The land is assessed as farmlands and tax is light (normally about 1/10).	The land is assessed as urban land use. Normal tax is imposed.
Designation	Application by landowners required (for land area of 500 m <sup>2</sup> or above).	Application not required.

## 5. Zones and Districts

### 5.1. Outline of the System

Land Use Zoning is an institution which regulates the use, density and form of buildings in guiding land use.

Land Use Zoning is designated by City Planning. Control of buildings in areas where Land Use Zones are designated is carried out according to the permit system (Building Confirmation<sup>31</sup>) whereby the contents of building design are checked according to the Building Standard Law.

Land Use Zoning is broadly classified into the following:

#### 1) Land Use Zones (*YOUTO-CHIKI*)

Land Use Zones must be designated in the entire Urbanization Promotion Area. It is the most important as the basis of Land Use Zoning.

#### 2) Special Land Use Districts (*TOKUBETSU YOUTO CHIKU*)<sup>32</sup>

This will complement Land Use Zones in specified areas.

#### 3) Special Land Use Restriction Zones<sup>33</sup>

This zone is designated to impose a certain land use restriction in the area without designation of Land Use Zones (outside Urbanization Control Area).

#### 4) Efficient Land Utilization Districts<sup>34</sup>, Fire Protection Zones<sup>35</sup>, etc

They are specified according to particular objectives within the specified area.

### 5.2. Land Use Zones

#### 5.2.1. Rationale for Use Control and Technical Contents

Land Use Zones are designated to provide land use control. Reasons for controlling land use are as follows:

- The purification of land use will not only ensure adequate environment for respective land use but also promote effective economic activities.
- The land use control regulates the relationship between building sites and contribute to protecting favorable living environments.

The regulations through Land Use Zones include regulations<sup>36</sup> on building coverage ratio, floor-area ratio<sup>37</sup>, shade restriction<sup>38</sup>, height control, set back from boundary of building site, etc. (Figure 5-1)

There are 12 types of Land Use Zones wherein the main use control for buildings is shown in Table 5-1.

Figure 5-1 Concept of Building Coverage Ratio and Floor-area Ratio

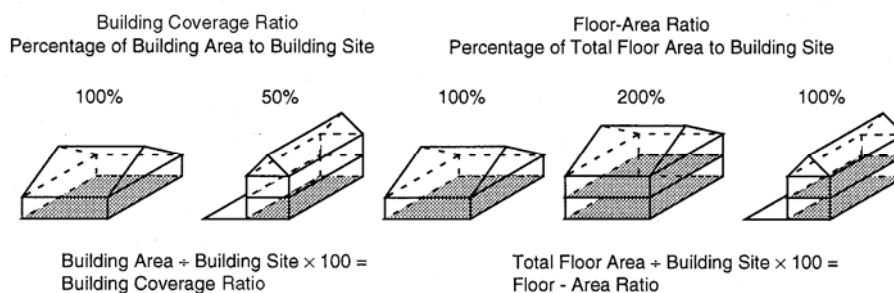


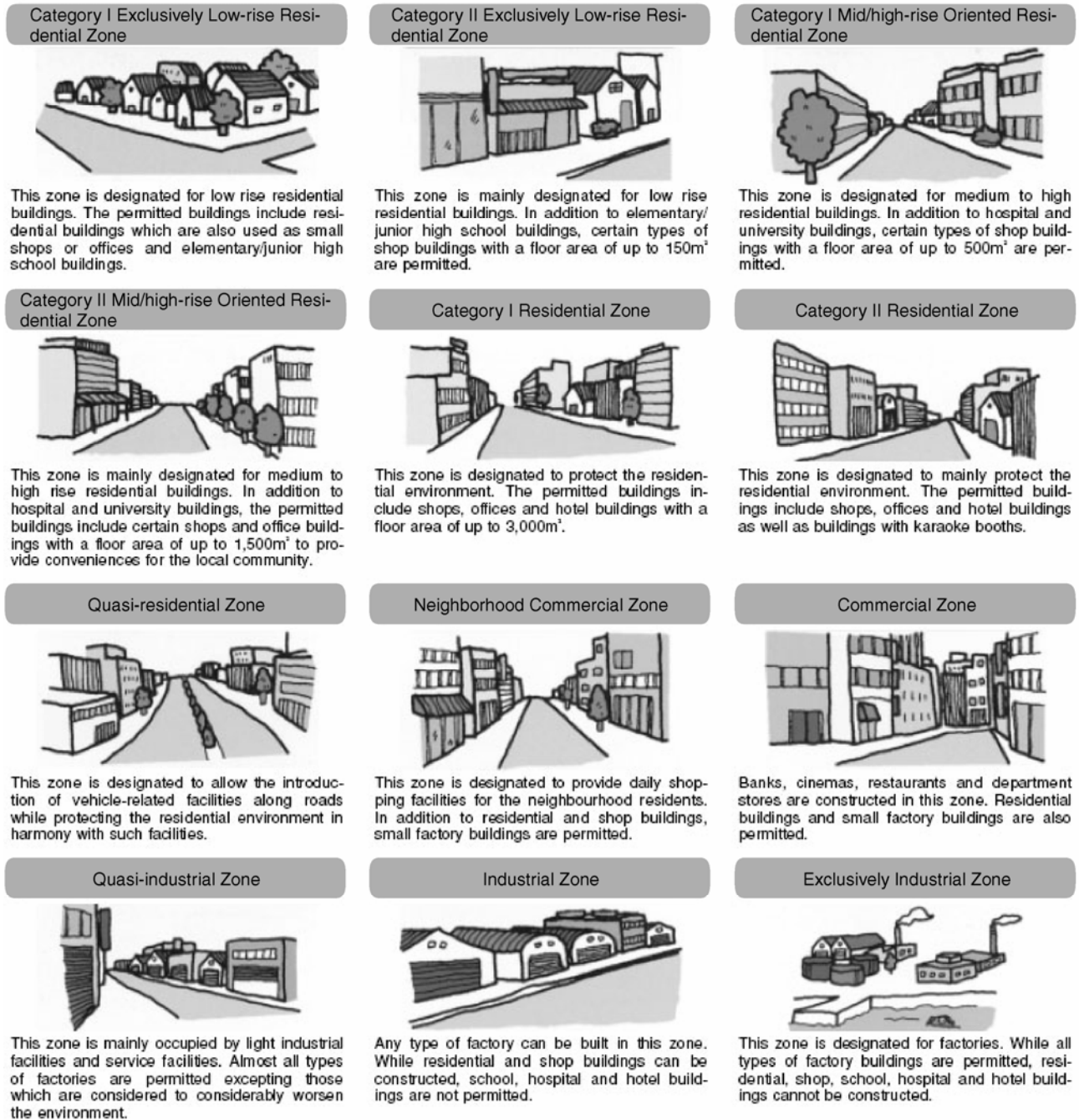
Table 5-1 Main Use Control of Buildings in Land Use Zones

Examples of buildings	Category I Exclusively Low-rise Residential Zone	Category II Exclusively Low-rise Residential Zone	Category I Mid/high-rise Oriented Residential Zone	Category II Mid/high-rise Oriented Residential Zone	Category I Residential Zone	Category II Residential Zone	Quasi-residential Zone	Neighborhood Commercial Zone	Commercial Zone	Quasi-industrial Zone	Industrial Zone	Exclusively Industrial Zone	Areas with no land-use zone designation (Urbanization Control Areas are excluded)
Houses, Houses with other small scale function (store, office, etc.)													
Kindergartens, Schools (Elementary, Junior High, Senior High)													
Shrines, Temples, Churches, Clinics													
Hospitals, Universities													
Stores (mainly selling dairy commodities)/Restaurants with floor space of 150m <sup>2</sup> max. on the first or second floor. (excluding※)												D	
Stores/Restaurants with floor space of 500m <sup>2</sup> max. on the first or second floor (excluding※)												D	
Stores/Restaurants not specified above (excluding※)													
Offices, etc. not specified above													
Hotels, Inns													
Karaoke boxes (excluding ※)													
Theaters, Movie theaters (excluding ※)													
※Theaters, Movie theaters, Stores, Restaurants, Amusement facilities and so on, with more than 10,000m <sup>2</sup> of floor area													
Bathhouses with private rooms													
Independent garage with floor space of 300m <sup>2</sup> max. on the first or second floor													
Warehouses of warehousing company, Independent garage of other types than specified above													
Auto repair shop													
Factory with some possibility of danger or environmental degradation													
Factory with strong possibility of danger or environmental degradation													

Can be built      Usually cannot be Built

Note A: Must not be built on the their floor or higher.  
 Must not exceed a floor area of 1,500m<sup>2</sup>.  
 B: Must not exceed a floor area of 3,000m<sup>2</sup>.  
 C: Audience seating floor area must not exceed 200m<sup>2</sup>.  
 D: Stores and restaurants must not be built.  
 E: Floor area must not exceed 50m<sup>2</sup>.  
 F: Floor area must not exceed 150m<sup>2</sup>.  
 G: Floor area must not exceed 300m<sup>2</sup>.

Figure 5-2 Images of Land Use Zones



### 5.2.2. Actual Practice of Land Use Control Regulation in the Land Use Zones

Land Use Zones are not land use plans but a means to control land use. There are two cases where, according to the future image of land use plans, tighter regulations or looser regulations are accorded.

- The Land Use Zones are specified when the areas in the Urbanization Control Area are converted to Urbanization Promotion Areas. In this case, an initial tighter regulation such as Category I Exclusively Low-rise Residential Zone is enforced. Then the zone is altered to allow for a looser regulation such as neighborhood commercial zone after the planned urban area development is completed.

- When the Land Use Zones are designated for the areas where urbanization has already advanced and land use is mixed. It will not be realistic to enforce strict regulations, since it will restrict urban activities and lead to strong resistance from landowners. In this case, loose regulations will be enforced, such as quasi-industrial zone.

### 5.3. Other Land Use Zoning

#### 5.3.1. Special Land Use Districts

The system aims at either easing or tightening existing use control by overlapping an existing Land Use Zones with municipal ordinances in specified areas.

- An example of application: In areas where local industries such as lacquer ware, cloth, etc. and residential uses are intermingled, protection of local industries and conservation of good living environments become an issue. In this case, a quasi-industrial zone is designated as Land Use Zones to promote local industries while, at the same time, a special industry zone is designated to exclude industries other than local industries thus ensuring conservation of good living environments.

#### 5.3.2. Efficient Land Utilization Districts

In order to promote high utilization of land, necessary regulations such as maximum or minimum floor-area ratio, maximum building coverage, minimum building area, control of wall line, etc. are specified. When regulations overlap with those of Land Use Zones, the former prevails.

- An example of application: If small subdivided building lots in the city center are left untouched, small-scale buildings (pencil buildings) are easily constructed. By designating these areas as Efficient Land Utilization District and specifying minimum building site, joint use of building sites will be encouraged.

#### 5.3.3. Special Land Use Restriction Zone

In the area with no designation of Land Use Zones (outside Urbanization Control Area), creation or preservation of favorable living environment may be hampered by unfavorable buildings in terms of environment and the load on public facilities. To prevent this, buildings of certain types are restricted by this regulation.

Example:

- Special Land Use Restriction Zones can be utilized to restrict the location of the following buildings.
- Large-scale shopping complex, hotel, leisure/recreation facilities, etc. that tend to attract a large number of people and impose extremely large load on public facilities nearby.
- Large factory, pachinko parlor, karaoke box, etc. that affect living environment of the area due to noise, vibration, smoke, etc.

#### 5.3.4. Fire Protection Zones

Since the Japanese housing structures are mostly wooden, they are prone to fire disasters. For this reason, in densely urbanized areas, the Fire Protection Zones are designated along arterial roads expecting the fire-resistant structures to act as a wall to prevent a fire from spreading and to keep the arterial roads to be the fire escape. In other areas, Quasi-fire Protection Zones are designated to prevent a fire from spreading within urbanized areas. In these areas, structures must be fire resistant (the standard is lower than in the Fire Protection Zones) to protect urbanized areas from fire hazard.

## 6. The City Planning of Public Facilities

### 6.1. Objective of the System

The system intends to decide by City Planning the planned public facilities to facilitate their construction in the future.

### 6.2. Types of Public Facilities

The following types of public facilities can be decided by City Planning:

- Transport facilities such as roads, urban rail transit system, car parks, automobile terminals, etc.
- Public spaces such as parks, open spaces, plazas, etc.
- Utilities such as water, sewerage, electricity/gas, etc.
- Waterways such as rivers, canals, etc.
- Education and cultural facilities such as schools, libraries, research facilities, etc.
- Medical and social welfare facilities such as hospitals, day care centers, etc.
- Others

These public facilities include not only facilities under jurisdiction of the Ministry of Land, Infrastructure and Transport but also those of other ministries, as well as those developed by the public sector and private sector. The public sector is composed of governments at national, prefectural and municipality levels.

### 6.3. Effects of City Planning Decision (*TOSHI KEIKAKU KETTEI*) on Public Facilities

The legal effect of City Planning Decision is as follows:

- Building activities can be restricted in areas where public facilities have been decided. This is referred to as City Planning Restriction (*TOSHI KEIKAKU SEIGEN*)<sup>39</sup>
- Implementing body is empowered to execute projects such as the exercise of the Land Expropriation Law<sup>40</sup>.
- Once the future location of facilities is determined, landowners/leaseholders can prepare an appropriate land use plan in accordance with the facility plan.

### 6.4. Substance of City Planning Restriction

Building constructions are, in principle, not allowed in areas where public facilities have been decided. However, those which can meet the following conditions can take place provided that the prefectural governor's approval is received.

- The building is no more than 2 storeys high without basement.
- The main structures are simple such as those of wood, iron frames or concrete blocks.

The landowners concerned should comply with these building restrictions for the sake of public interest, there is no need for compensation, until the actual project implementation which may take scores of years to launch. The building restrictions are enforced through the process of issuing building confirmation stipulated in the Building Standard Law.



Furthermore, even in cases where the above conditions are met, the governor may disallow building construction in the designated area. However, in this case, the owner of the land can request either the governor or the implementing body to purchase the land.

## 6.5. Characteristics in City Planning Decision of Public Facilities (Example of Roads)

### 1) Basic Principle

Once a road is decided upon, as City Planning it is difficult to alter the plan that corresponds to the expansion of urban areas; for example, widening a road from 2 to 4 lanes. It is therefore necessary to decide the scale and alignment of roads with a long-term outlook. Transport facility plans are prepared to manage traffic forecast based on land use for the following 20 years.

### 2) Roads Subject for City Planning Decision

Urban roads are functionally classified into main arterial roads (primary distributor), arterial roads (district distributor), sub-arterial roads (local distributors), and access roads. (Refer to Table 6-1). It is a principle that, at the least, main arterial roads and arterial roads are decided with a long-term outlook.

Location of sub-arterial roads and access roads may not be decided unless the plans of development projects are definite. Therefore, the definite plan of these roads is often shown in conjunction with relevant Urban Development Projects.

Table 6-1 Hierarchy of Urban Roads

Type of Roads	Function
Main Arterial Roads	Roads which give priority to automobile transport for regional and intercity services over long distance. (equivalent to Primary Distributor in UK)
Arterial Roads	Roads which form the basic urban structure and provide services for major intra-urban traffic between the city and adjacent areas. (equivalent to District Distributor in UK)
Sub-Arterial Roads	Roads which provide services to the generating traffic to/from the arterial roads. (equivalent to local distributor in UK)
Access Roads (Local Roads)	Roads which form the urban block and provide direct access services to/from building sites.

### 3) City Planning Decision in Existing Urban Areas

Main arterial roads and arterial roads often become necessary in already built-up areas particularly in unplanned areas. For these areas, City Planning Decision and development of roads are carried out. As of March 2005, out of approximately 73,900 km of the roads decided in City Planning, approximately 34,600 are located in existing built-up areas of which 64% have been completed.

The road construction (widening and new construction) in the built-up areas requires the removal and relocation of many buildings.

However, legal effect of City Planning Restrictions have enabled road improvement to be carried out vigorously. Wooden structures of Japan's buildings have contributed to its smooth implementation as well.

### 4) Interface with Land Use Planning

To ensure the smooth flow of traffic generated by land use in urban areas and the necessary harmony between roads and roadside buildings, coordination with land use planning is important.

Location, road width, etc. are planned by considering the current land use conditions and future plans of the area. City planning of roads is reviewed when efficient use of land is carried out through Urban Redevelopment Projects, etc.

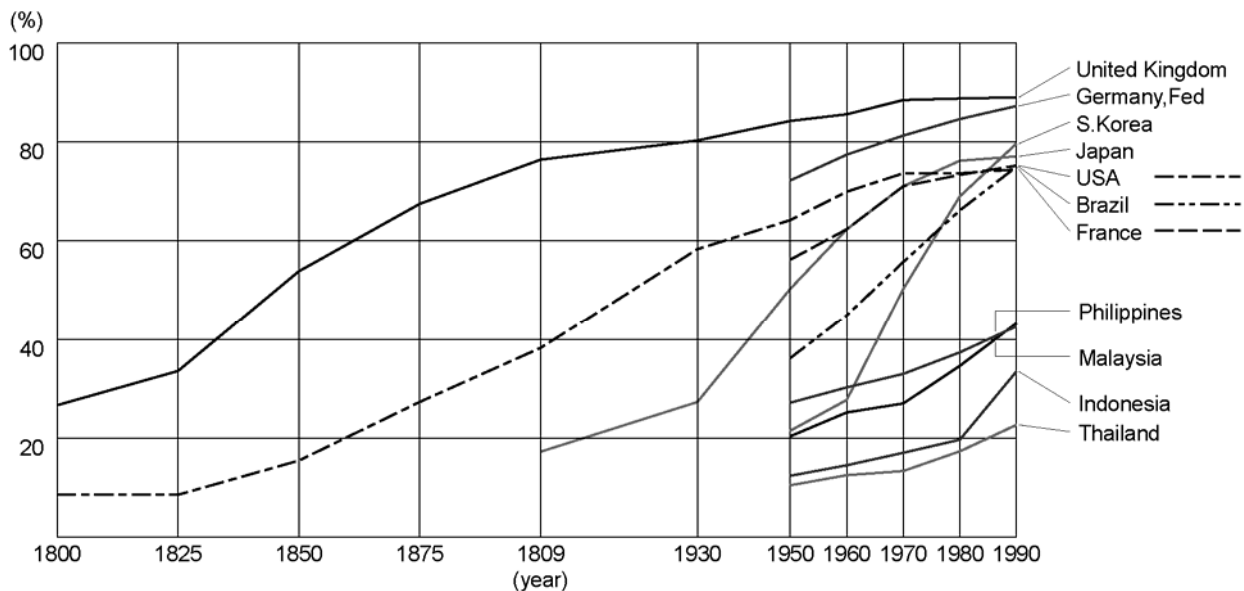
### 6.6. Background of the System

The timing and speed of urbanization differ from country to country. Figure 6-1 shows urbanization process in various countries. In Europe, the process of urbanization became apparent in the 19th century. Although a limited scale of urbanization can be seen in the later half of the 19th century in Japan, full-scale urbanization did not take place until after the 1950's. And thus urbanization in Japanese cities progressed much faster than in Europe and the United States, the prominent characteristic of which was urban sprawl. After 1955, industrialization progressed very rapidly throughout Japan. The phenomenon was more apparent in the Three Metropolitan Regions (Tokyo, Osaka, and Nagoya). The labor force migrated to support rapid industrialization. They are mostly the young from the rural areas. As a result, 1 to 1.5 million people moved to the Three Metropolitan Regions every year. This era was characterized as "the age of national migration". For example, in a ten year period from 1955, the population of the Tokyo Metropolitan region grew from 15,400 thousand to 21 million.

The large population inflow resulted in the conversion of farmlands close to urbanized areas to more intensive uses such as residential and commercial. The urbanized areas were further expanded. Most of the developments were piecemeal which were developed by the private sector. During this period, the public investment expenditures increased; however, the rate of increase of the investment was not high enough to catch up with the rate of urbanization and motorization. The public facility development was unfortunately reactive and insufficient.

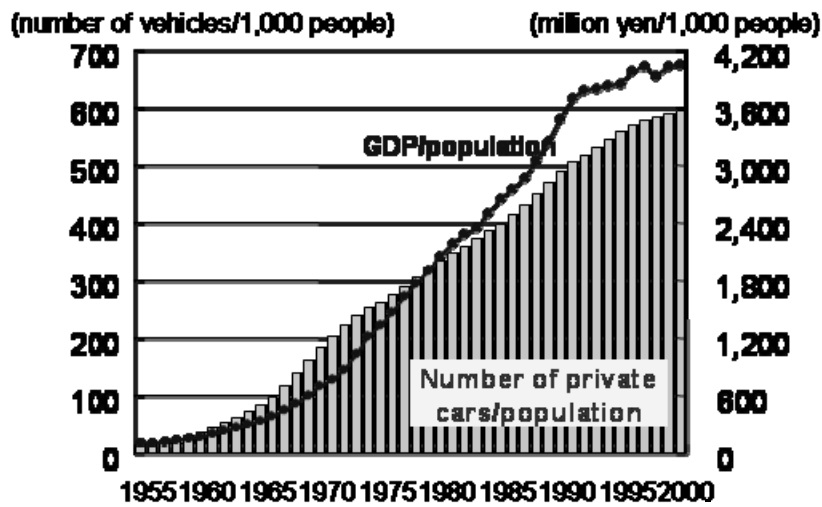
In addition, after World War II ended in 1945, as economic activities began to intensify, the income levels of household improved, which enabled general citizens to own their own family cars. As a result, the number of cars increased at an accelerated pace. The major component of road traffic in cities shifted from walking, bicycles, streetcars, etc. to automobiles. On the other hand, road construction could not keep up with the rapid growth of automobile traffic volume and roads in cities became chronically congested. For the faster development of urban facilities, locations and scales of such public facilities needed to be planned beforehand, and use of such areas should be regulated.

Figure 6-1 Urbanization Process in Various Countries



Source ; United Nations (1991) World Urbanization Prospect, 1990.

Figure 6-2 Motorization – GDP and Cars



### 6.7. The Situation of Decision of Public Facilities in City Planning

Roads, parks and sewerage system are the three main facilities which are decided as public facilities in City Planning. The City Planning Law stipulates that these facilities should be developed in the Urbanization Promotion Area. And the location and scale of these facilities are relatively easy to specify and restrictions are necessary to ensure the land for these facilities available in the long term. (Refer to Table 6-2)

Facilities other than the above are often developed without City Planning Decision because a number of them can be developed according to other laws even if they are not included in city plans. As an example, status of City Planning Decision of urban railways and schools are shown in Table 6-3.

Table 6-2 Current Status of City Planning Decision of Public Facilities

As of March 31, 2006

	Decided by City Planning	Developed	% of Completion
Roads: Km	74,141	40,841	55
Park: ha	111,658	69,856	57
Sewerage <sup>1)</sup> : ha	1,938,309	1,337,650	67

Source: City Planning Annual Report 2006

Note 1): Area denotes district where the sewerage system is available.

Table 6-3 Current Status of City Planning Decision of Urban Railways and Schools

As of March 31, 2006

	Decided by City Planning		Developed
Urban Railways	2,319 km	(355 projects)	1,797 km
School	590 ha	(197 projects)	556 ha

Source: City Planning Annual Report 2006

Note: Figures in parentheses denotes No. of locations

## 7. District Plan (*CHIKU KEIKAKU*)

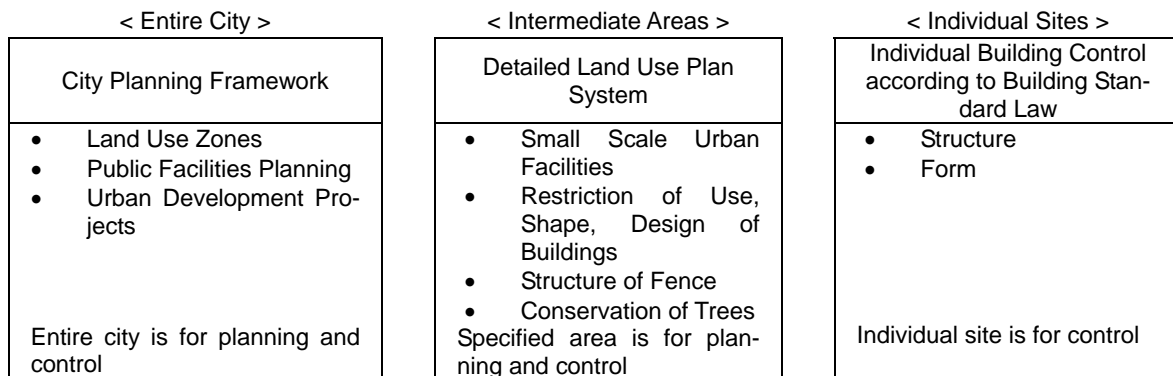
### 7.1. District Plan

#### 7.1.1. Outline

District Plan System aims at stipulating in detail the plan for building and neighboring public facilities such as access roads, etc. in specified areas.

- **Subject Area for Planning:** The space of daily living which cannot be regulated within the general City Planning framework e.g. land use control on Land Use Zones, plans of public facilities, etc.
- **Objectives:** Formation and maintenance of high quality living environment including aesthetic urban scaping.
- **Legal Position of the System:** Regulation of the intermediate areas that interface between individual building control (Building Standard Law) and Land Development Permission System (City Planning Law).

Figure 7-1 Hierarchy of Planning System



#### 7.1.2. Background of the System

There was a need for guidelines to lead small-scale developments which do not require application under the Land Development Permission System. (As with the German B-plan, it is obliged that developments should follow the details of the layout plan such as the location of access roads, etc.).

Needs of the people have shifted from income increase and efficiency to the formulation of beautiful towns and pleasant living environment.

As the consciousness of the people was increasing, an adequate system with which the residents themselves can take part in the planning process to initiate creating their own environment became necessary.

#### 7.1.3. Characteristics of the System

##### 1) Decision Procedures

It is obliged that the opinions of the affected landowners/leaseholders should be heard when formulation of a District Plan. The procedures are set by each municipality through an ordinance.

##### 2) Contents for Decision

Design of buildings, structure of fences of houses, the location of access roads, etc. can be stipulated.

### 3) Enforcement Method

The enforcement of regulations is guaranteed through systems which call for the reporting of development or building activities prior to commencement to the mayor, who may recommend and the advising alteration of building plans in such cases as development conflicts with detailed plan.

### 4) Current Practices

In areas where suitable residential areas have already been developed through Land Readjustment Projects, etc., there are many cases where the systems are applied to conserve the environment. On the other hand in areas where urban sprawl is in progress, it is difficult to obtain consensus of concerned parties on restricting their rights, thus the cases of application are few.

## 7.2. Utilization of various kinds of District Plans according to Purpose

District Plan System has various patterns of regulation depending on the current situation of the area and the purpose of regulation, as follows:

### 1) Redevelopment Promotion District<sup>41</sup>

This intends to attract favorable projects and to change land use patterns in a low- or under-utilized area of a certain scale. Enhancement of land use and strengthening of urban functions are pursued by deregulating and replacing newly land use regulations and floor-area ratio and by promoting step-wise urban development based on the plan for integrated development of urban infrastructure and buildings.

### 2) Large-scale Store Development Promotion District<sup>42</sup>

This intends to strengthen urban functions by easing land use regulation on large-scale shopping facilities. The change of land use should be done according to the plan for integrated development of urban infrastructure and buildings. This District can be determined in the Category II Residential Zone, Quasi-Residential Zone or Industrial Zone, or in the areas without designation of Land Use Zones in the City Planning Areas without Area Division.

### 3) Public Facilities Development Promotion-type<sup>43</sup>

In a comparatively underutilized area due to the lack of public facilities, the floor-area ratio can be specified in two ways: before and after development of public facilities. By strengthening the regulations before developing public facilities in terms of floor-area ratio, public facilities can be attracted to the area. After the development, the regulation is lifted.

### 4) Urban Housing Development Promotion-type<sup>44</sup>

To promote inner-city habitation, floor-area ratio can be specified higher for buildings that include residential use. This intends to attract housing units in city center area.

### 5) Building Shapes Coordinating-type<sup>45</sup>

This aims to create an orderly urban landscape as well as to provide a road of a certain width through individual building activities. The slant restriction and the restriction on floor-area ratio according to the width of frontage road can be mitigated while restrictions on building height and wall location is strengthened.

### 6) Disaster Prevention Block Improvement District Plan<sup>46</sup>

In densely built-up area where disaster prevention is difficult, roads and buildings should be developed in an integrated manner to prevent fire spread and to ensure routes of evacuation. This District determines public facilities development and restrictions on buildings for the purpose of disaster prevention.

### 7) Other Variations

Floor-area Ratio Transfer-type<sup>47</sup> / Efficient Land Utilization-type<sup>48</sup> / Roadside District Plan<sup>49</sup> / Rural District Plan<sup>50</sup>

## 8. Urban Development Projects System

### 8.1. Rationale of the System

Urban development is not sufficiently achieved simply by relying upon the wishes of landowners. The public sector is thus vested with functions to carry out development projects regardless of the landowner's will. Institutions necessary for the implementation of development projects are thus provided.

### 8.2. Background of the System

Urban developments based on the Urban Development Project System under City Planning Scheme are widely practiced in Japan for the following reasons:

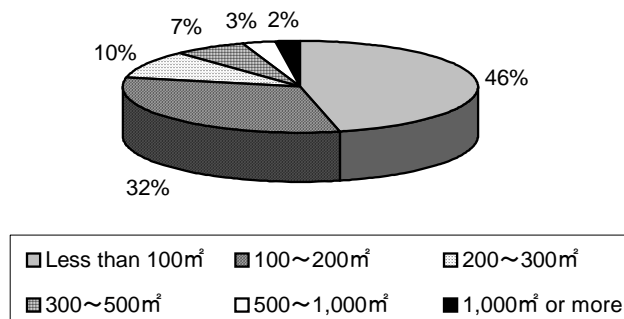
#### 1) Needs to Enhance Land Use Efficiency

Land use efficiency in city centers should be enhanced by high-rise buildings. In the suburbs, housing supply should be promoted as well. Thus a legal framework to conduct an integrated development is required in the area such as agricultural land in the Urbanization Promotion Area and old factory site where roads, parks, and other infrastructure are not sufficient.

#### 2) Fractionated Landownership

In Japan the land is subdivided into small lots, which makes it difficult for a developer to conduct land development. If the situation is left untouched, urban sprawl will continue. A system is thus necessary so that a project can be implemented despite the few objectors to development in an area with many landowners.

Figure 8-1 Land Area Distribution Privately Owned in Tokyo 23 Wards (Jan.2005)



#### 3) Efficient Development of Roads Decided in City Planning

Roads decided in City Planning must be efficiently constructed in response to rapid increases of population and automobiles. Integrated development of the Approved Roads and Urban Development Project enables the allotment of a part of development benefits gained from the urban development projects to road construction, thus saving road development funds.

### 8.3. Type of Urban Development Project System

Urban Development Project System, which are identified with the City Planning Decision and implemented as the City Planning Project<sup>51</sup>, can be categorized into three types depending on the type of executing public rights to the landowners.

### 8.3.1. Using Replotting (*KANCHI*) Measure – Land Readjustment Project System

Replotting is a measure to provide the landowner with equivalent land after the project. This measure makes it possible to construct public facilities and to develop building lots with the cooperation of landowners. Due regard is paid to the consent of landowners. Despite the presence of a small number of objectors, the rights concerning the land can be moved compulsorily through legal procedures.

Land Readjustment Project System is a typical Urban Development Project System based on Replotting, being applied extensively to areas such as existing built-up areas, areas where urban sprawl is in progress, and newly developing urban areas. As much as 350,000 ha of urban areas have been developed through Land Readjustment Projects.

### 8.3.2. Using Right Conversion Measure – Urban Redevelopment Project System

Right Conversion<sup>52</sup> involves transferring of rights on land and building to the equivalent one on the floor of newly constructed buildings in the project area.

In its application, due regard is also paid to the consent of landowners. However, the project implementing body can transfer the rights of a few objectors compulsorily upon fulfilling legal procedures.

Urban Redevelopment Projects contribute not only to the development of public facilities, but also in consolidating and sharing ownership rights by converting them to ownership of floor space of a constructed building.

### 8.3.3. Using Land Expropriation<sup>53</sup> Measure – New Residential Area Development Project System , etc

The New Residential Area Development Project System has been institutionalized as a legal framework to complete the project by land expropriation despite the opposition from affected stakeholders, if any. Similarly, the Industrial Estate Development Project System uses land expropriation. They started to be used in the 1960s and 1970s as a measure for large-scale residential area development in suburban areas of large cities.

## 8.4. Restrictions of Personal Rights in Urban Development Project System

Since Urban Development Project System is executed through City Planning, activities such as building construction, leveling of land, etc. are restricted. When an Urban Development Project is determined in city planning, the same restrictions as stated in section 6.4 are imposed on the buildings of the area.

Further, when the project implementation plan and administrative disposition regarding conversion of land rights are approved, all the building activities of the area become subject to governor's permission. The reason for the limitation is to eliminate possible obstacles in implementing the Projects. In practice, before and upon approval of the "City Planning Projects", it becomes important to reach a consensus among the landowners and other stakeholders.

Project implementing bodies are public bodies such as local governments and public corporations. The status of the public corporation and project executing authority are also given to the cooperatives formed by landowners in case of Land Readjustment Projects and Urban Redevelopment Projects. Decisions of project implementation plan and administrative disposition regarding conversion of land rights can be exercised by these cooperatives.

Table 8-1 Comparison of Urban Development Projects Systems

Name of Systems	Land Readjustment Project	Urban Redevelopment Project	New Residential Area Development Project
Measure	Replotting <sup>1)</sup> (Exchanging Rights from One Land to Another)	Right Conversion <sup>1)</sup> (Exchanging Rights from a Land to a Building Floor)	Whole Purchase Including the Right of Compulsory Expropriation
Objective	Development of Public Facilities Increase of Use in Building Lots	Development of Fire-resistant Building Development of Public Facilities Rational and Sound High Utilization of Land	Planned development of new built-up area by single implementing body.
Legal Basis	Land Readjustment Law (1954)	Urban Redevelopment Law (1969)	New Residential Area Development Law (1963)
Target Areas	Applied Broadly from Urbanized Area to New Town	Urbanized Area	New Town
Project Size	Usually more than a few ha	Several ha. (Mainly 1-3 ha)	More than 100ha
Implementing Bodies	Individuals, Cooperatives, Local governments, Public Corporations <sup>2)</sup>	Individuals, Cooperatives, Local governments, Public Corporations <sup>2)</sup>	Local Governments, Public Corporations
Achievement <sup>3)</sup>	395,206 ha	1,193 ha	17,943 ha

Note 1): "Replotting" and "Right Conversion", in principle, are carried out under the agreement of land right holders. However, when some land right holders object to the project implementation, the implementing body of the project can, as a last resort, enforce to shift the right after legal procedures are settled.

Note 2): Individuals and Cooperatives can be regarded as Public Cooperation.

Note 3): Area as of March 2006 ( completed and ongoing )

Figure 8-2 Framework of Land Readjustment Project

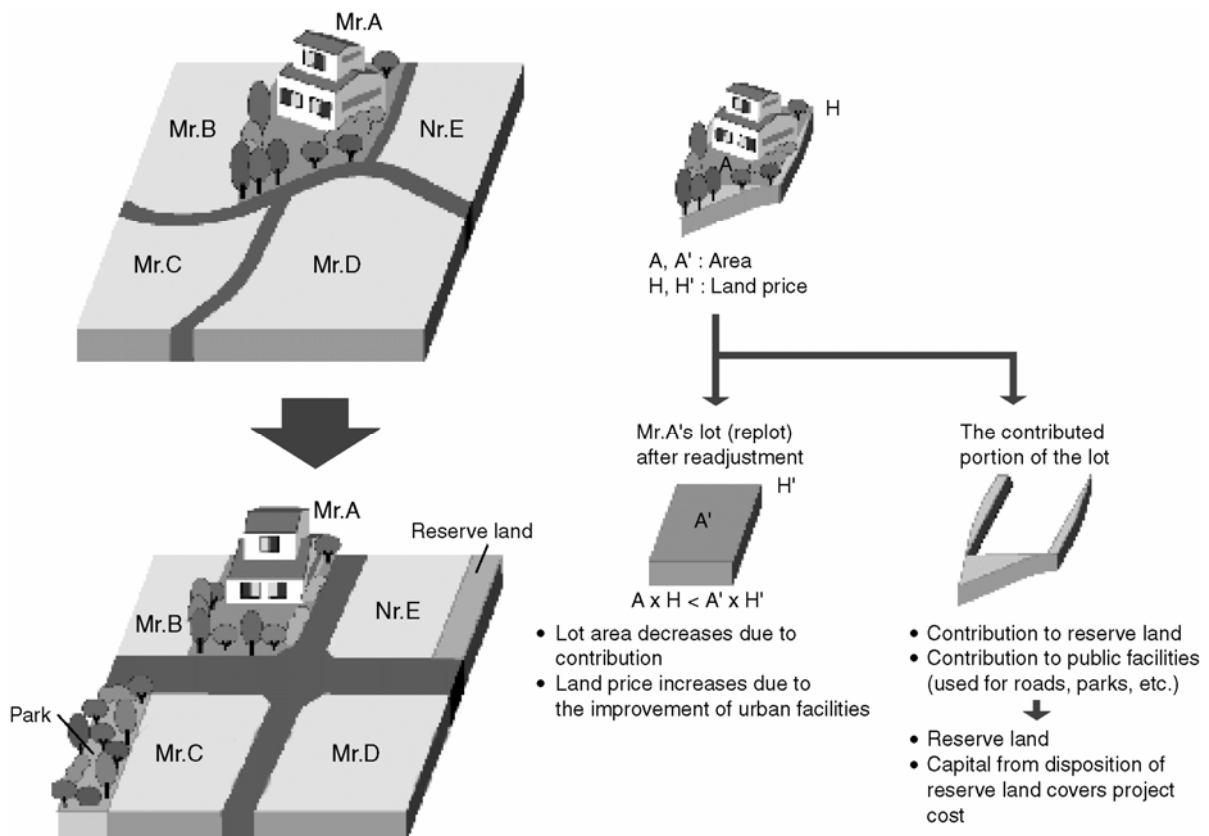
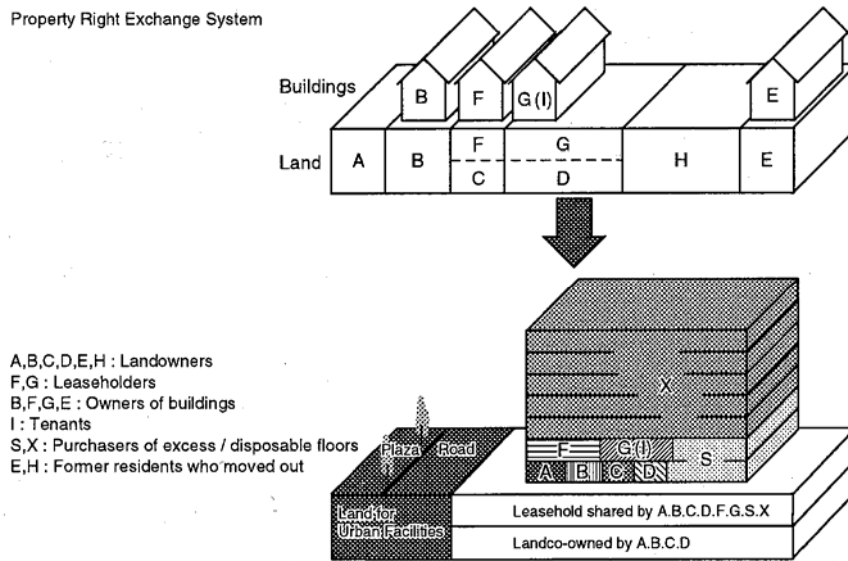




Figure 8-3 Framework of Urban Redevelopment Project



Source: "Housing in Japan" Ministry of Land, Infrastructure and Transport

## 8.5. Characteristics of Urban Development Projects Designated in the City Planning

### 1) The Implementation Measure at the District Level Planning

Urban Development Projects such as Land Readjustment Projects are important portions of the City Planning mechanism. The distinct characteristics are in the district level implementation which has specific and practical mechanism of transfer of rights. For example, land readjustment project uses "re plotting", an urban redevelopment project uses "transfer of rights". The Urban Development Projects are directed to development of infrastructure which makes better use of land in urban areas.

A cooperative composed of landowners maybe formed to implement "Urban Development Projects" instead of the public bodies. The implementing bodies, both public and private, are granted to the power of controlling development activities and implementing the project.

### 2) Infrastructure Development by Development Benefit

When there is a public facility which can become the main facility for the Urban Development Project and a development benefit is foreseen, the profit induced by the implementation of the Urban Development Project shall be used to develop such public facilities. All or a part of the increment of the value of land including housing lots developed or redeveloped in the project can be allocated to develop public facilities.

## 9. Land Development Permission System

### 9.1. Outline

Developers who have the intention to develop land of a certain scale (see Table 9-1) need to seek, in principle, permission from prefectural governors. Usually when the development plan satisfies the permission standard (technical), the project is permitted. In the Urbanization Control Area, however, the development plan should be consistent with the criteria as to the project location in addition to the technical standard. Thus the Land Development Permission System ensures for an individual project to satisfy the technical standard such as the provision of public facilities as well as guarantee that the proposed project does not degrade the conditions of Urbanization Control Area.

The ownership of public facilities that are developed, in conjunction with a permitted development project, reverts to management of authorities of public facilities after completion of the project.

Table 9-1 Development Scale that Needs Development Permit

City Planning Area	Urbanization Promotion Area	1,000 m <sup>2</sup> or more <sup>1)</sup>
	Urbanization Control Area	All projects
	Area without Division	3,000 m <sup>2</sup> or more
Quasi City Planning Area		3,000 m <sup>2</sup> or more
Other Area		10,000m <sup>2</sup> or more

Note 1): 500m<sup>2</sup> or more in some specified areas of Tokyo, Osaka and Nagoya Metropolitan Area.

Local governments may tighten this restriction to 300m<sup>2</sup> or more by setting a rule when need arises (see Section 9.6)

### 9.2. Development Standards (Technical Standards)

In general, the aim of Technical Standards is to provide for the following:

- Proper location of public facilities such as roads, parks and schools, etc. provided;
- Safely designed structures such as foundations and retaining walls;
- Environmentally sound development;
- Proper design of water and sewer system.

The Standards further specify details on roads and parks.

**Road:** Roads in the development area shall be connected with roads which have the widths of at least 9 meters or more to ensure smooth access to/from adjacent areas. Roads for intra-circulation shall have minimum widths of 6 meters to ensure two-way access

**Parks:** The total area of open spaces shall be at least 3% of the total development area.

In addition, local governments may lighten or tighten, if necessary, these technical standards through the establishment of a rule.

### 9.3. Permission Criteria in Urbanization Control Area

In Urbanization Control Area where development is discouraged, the following development can only be allowed in principle:

- Development of structures that are required for agriculture, fishery and forestry industries.

- Development consistent to the District Plan of the City Planning.

#### 9.4. Development Issue between Developers and Public Facility Managers

Major issues raised during the permitting process are as follows:

- Construction or improvement of access roads which are linked with roads outside the development area;
- River levee construction, outside of a planned development area, for the future increase of run-off due to development;
- Compulsory development of educational facilities and their sites (This is not mandatory, however, developers tend to agree to bear the costs when requested by local governments.)
- Development and conservation of parks and open spaces (Local governments tend to request larger and higher standards for parks and open spaces.)

#### 9.5. Cost Sharing of Public Facility Development

Principles of cost sharing between public and private sectors under the Land Development Permission System are shown below.

Table 9-2 Principles of Cost Sharing between Public and Private Sectors

Urbanization Promotion Area	
Public Sector	Public Facilities such as arterial roads, sewerage, and large-scale parks (These public facilities are approved in the City Planning law process.)
Private Sector	Access road, drainage system, small parks designed for residents within a project area
Urbanization Control Area (Special Permission) and other areas	
Public Sector	None
Private Sector	All public facilities

Local governments are not willing to cover all the cost of constructing public facilities and/or services such as schools and solid waste management, when residential area development takes place, because of the limited budget they can spare for infrastructure development in the periphery of the urban built-up area. For this reason, instead of local government, developers are requested to shoulder the commensurate development cost of the schools and garbage incineration facilities which are necessary for the project.

On the other hand, realization of favorable living environment is the national government’s concern as well. Recognizing the financial burden for local governments and private developers, the National sets aside a special account to subsidize development costs, to ease the financial burden and to promote public facility development for local governments and private developers, which engage in certain large-scale development projects. These programs are not only beneficial to a local government, but also to a private development who shares the cost of development of public facilities.

#### 9.6. Issue of Piecemeal Development

To avoid the cost sharing for public facility development, and to shorten a project period, an increasing number of developers have decided to engage in small projects which fall below the requisite for Land Development Permission System. Since uncontrolled-small-scale development leads to unwanted urban forms, local governments are allowed to lower the minimum area requisite for Land Development Permission to 300m<sup>2</sup>.

## 10. Procedure for City Planning

### 10.1. Deciding Body of City Planning<sup>54</sup>

Prefectural governments and municipalities are normally the bodies which decide City Planning, major or regional plans are authorized by prefectures while others by municipalities.

Table 10-1 Deciding Body of City Planning

	Prefecture	Municipality
Area Division	All	None
Land Use Zones	Metropolitan Areas such as Tokyo, Osaka and Nagoya	Outside Metropolis
Public Facilities		
(1) Road	National Road, Prefectural Road, Expressway Municipal Roads (4 lanes or more)	Municipal Roads (less than 4 lanes)
(2) Parks and Open Space	National Parks Parks or greenery larger than 10 ha	Other parks and open spaces
(3) Sewerage	Watershed-wide sewerage system	Public Sewerage System
Urban Development Projects		
(1) Land Readjustment Project	More than 50ha	Less than 50ha
(2) Urban Redevelopment Project	More than 3ha	Less than 3ha
District plan	None	All

### 10.2. Intervention of the National Government

#### 10.2.1. Basic Principle

The following City Planning items require Consent after Due Deliberation<sup>55</sup> by Minister of Land, Infrastructure and Transport.

- Area Division of Urbanization Promotion Zones and Urbanization Control Zones in the City Planning Area
- Large-scale public facilities (e.g. Road of 4 lanes or more, a park larger than 10 ha, etc.)
- Large-scale Land Readjustment Projects (with an area larger than 50 ha), Urban Redevelopment Projects larger than 3 ha, etc.)
- Land Use Zones in the designated area (Most of cities with population of 300,000 or more)

Current City Planning Law grants the authority of City Planning Decision to local governments. However, Consent after Due Deliberation by Minister of Land, Infrastructure and Transport is required for the City Planning of metropolitan areas and public facilities under national management. This aims to check the suitability of plans with the national laws so as to accordingly adjust the national and local interest.

#### 10.2.2. Recent Issues

Various activities have been recently commenced in relation to city planning with public participation. In order to promote positive participation of local residents, the city planning system that allows City Planning Proposals<sup>56</sup> from landowners, NPOs, etc. has been newly established.

### 10.3. Consensus Building in City Planning Procedure

#### 10.3.1. Public Hearing and Explanation Meetings

In the process of formulating plans by prefectures or municipalities, Public Hearings and/or explanation meetings are held, when necessary, to promote resident participation in the planning process. Public Hearings are not obligatory. But in case of an important City Planning Decision, such as Area Division of Urbanization Promotion/Control Areas, Public Hearings become necessary. Even if these Hearing are not held, local governments open sessions to notify and to build consensus among resident and others concerned.

#### 10.3.2. Public Review and Feedback from the Public

Before prefectures and municipalities decide the plan under City Planning, residents are notified and the plans are made available for citizens to review. Concerned residents can submit in writing their opinions on such plans to the local governments, which should be reviewed and got feedback on the plans when adopted after the examination by City Planning Council.

#### 10.3.3. City Planning Council of Local Government

Plans prepared by local governments shall be presented to the City Planning Council of the local government. Opinions of the people concerned are presented to the government and the summaries to the Council. The Council discusses the validity of the presented plan and the summarized opinion of the citizens.

Each local government sets up a City Planning Council. The members of the Council are chosen from different sectors to represent different viewpoints. The members are from, the Academic, Representatives from local government, Representatives from the City Council, Representatives from the Parliament or the prefectural assembly, and Officials from Related Local Authorities.

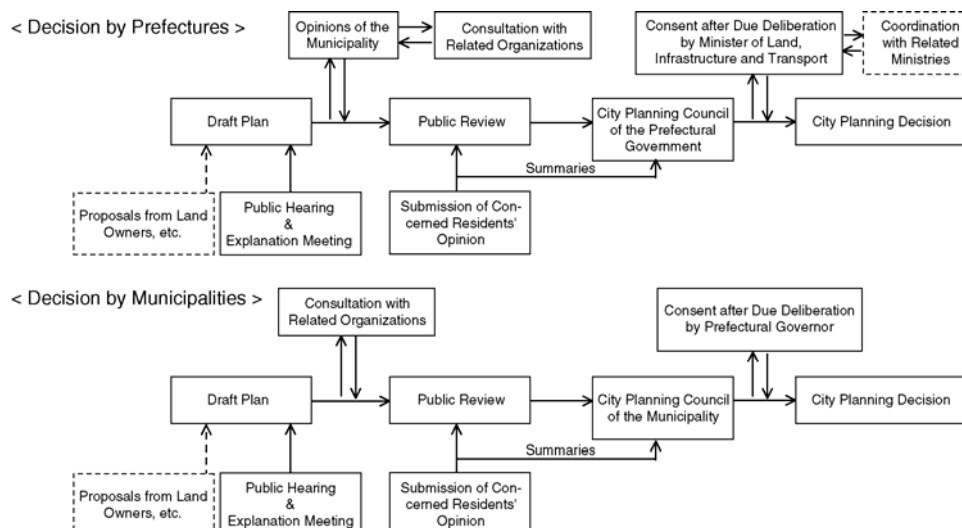
#### 10.3.4. Coordination with Related Agencies

When public facilities are planned and developed under the City Planning Law, the plan needs to be coordinated with related agencies for the appropriate administration and management. To determine public facilities and urban development projects, consultations are required with related organizations including the management body of public facilities. In addition, upon changes of Area Division between Urbanization Promotion Area and Urbanization Control Area, there is a need to coordinate with ministries related to agriculture, industry and others.

### 10.4. Procedure for City Planning Decision

Figure 10-1 shows the procedure of City Planning Decision.

Figure 10-1 Procedure of City Planning Decision

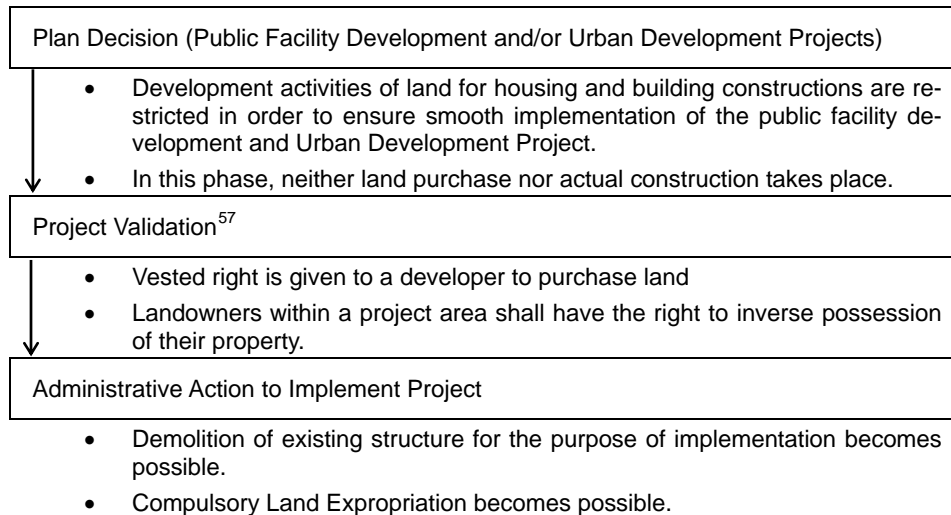


## 11. Project Approved in City Planning

### 11.1. Outline

The City Planning Law stipulates the system for Projects Decided in City Planning. It is the measure to realize the proposed city plan. The Projects carry out public facilities development and other urban developments. The procedure of plan implementation is illustrated as follows:

Table 11-1 Procedure of Plan Implementation for City Planning Projects



### 11.2. Implementing Body

City Planning Projects are, in principle, executed by municipalities after approval by the prefectures. When necessary, however, prefectural and national agencies can implement City Planning Project upon Project Validation of the Minister of Land, Infrastructure and Transport.

All Urban Development Projects decided in City Planning are implemented as City Planning Projects under the City Planning Law. Public facility projects decided in City Planning are conducted based on the City Planning Laws. Sometimes these are conducted as road projects and others under the different legislative framework from the City Planning Law, such as the Road Law and others.

### 11.3. Effects of Project Validation (JIGYO NINKA)

Upon Project Validation, an Implementing Body shall have vested rights as follows:

- Exercise of Compulsory Land Expropriation: Compulsory purchase requires justification of a project plan and just compensation. Once a project is already validated, justification of the plan becomes unnecessary.
- In a Project Area, development activities are prohibited, even if they satisfy conditions shown in Section 6.4.

When land and/or buildings in City Planning Project Area is conveyed to another party, the conveyor shall notify the implementing body. The implementing body shall have the first rights to purchase the land and/or buildings at the same price as that for the third party.

A private enterprise, if it is the implementing body of a City Planning Project, is also vested to exercise the rights described above.

### 11.4. Administrative Enforcement of Project Laws

Administrative enforcement are stipulated in City Planning Law. The procedures and system of the proper rights conversion are specified in the respective Project Laws. Examples of Project Laws and contents are shown as follows:

**1) Land Readjustment Project (Land Readjustment Law<sup>58</sup>)**

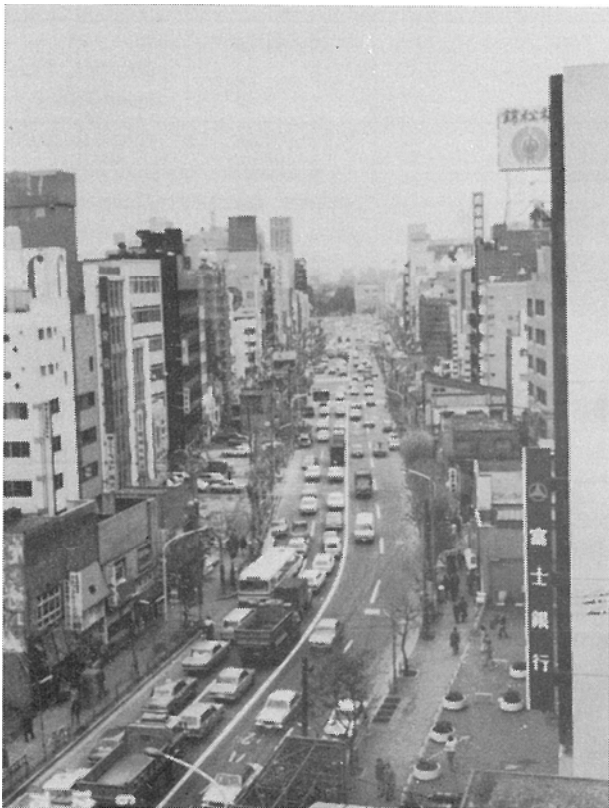
- Restriction of constructing structures which may obstruct execution of projects.
- Relocation and removal of buildings which obstruct the implementation of projects
- Compulsory transfer of rights on real estate
- Account settlement upon replotting

**2) Urban Redevelopment Project (Urban Renewal Law<sup>59</sup>)**

- Restriction of constructing structures which may obstruct execution of projects
- Compulsory transfer of rights on real estate
- Account settlement upon the rights-conversion

Figure 11-1 Effect of City Planning Public Facilities – in Case of Road

Year	1946	1981	1981-1985	1996
Condition of the Road	City Planning Decision of the Road	Left Photograph	Implementation of the Road	Right Photograph



## 12. An Example of Application of City Planning

### 12.1. City Planning in the Drawing (City Planning Map<sup>60</sup>)

The purpose of this chapter is to show how the City Planning system functions in Mito City as an example to facilitate reader's understandings of the system.

- Map-1 (Figure 12-2): Current Status of City Planning Decision of Urbanization Promotion Area, Land Use Zones and parks, etc. (City Planning Map)
- Map-2 (Figure 12-3): Status of Infrastructure and Urban Development Projects in Mito City

### 12.2. Overview of Mito City

Mito City, which is one of the municipalities in the Ibaraki Prefecture, is located in approximately 100km northeast from Tokyo. Population is about 262 thousand (ranking the 81st among 750 cities in Japan) and the area is 217 km<sup>2</sup> (the 279th in 750 cities). Mito City is the typical city as local core city. Similar to a lot of local cities, Mito City originated from being a historical castle town.

As the capital of Ibaraki Prefecture, Mito boasts scenic countryside, vast water resources and rich cultural heritage. Nationally famous as a plum park, Kairakuen Park is one of the three most beautiful gardens in Japan.

### 12.3. Outline of City Planning in Mito City

Outline of City Planning in Mito City is as follows:

#### 1) Land Use Planning

(As of March, 2006)

Classification	Area (ha)	Note
Total Area of City Planning Area	21,745 ha	The entire area of Mito City
Total Area of Urbanization Promotion Area	4,251 ha	
Total Area of Urbanization Control Area	17,494 ha	
Total Area of Land Use Zones	4,251 ha	Same as Urbanization Promotion Area
Others	Special Land Use Districts, Efficient Land Utilization Districts, Fire Protection Zones, etc. are designated as the Zones and District under City Planning.	

Source: City Planning in MITO

#### 2) City Planning of Public Facilities

(As of March, 2006)

	Decided	Completed
Roads	238 Km	128 Km
Parks	318 ha	279 ha <sup>1</sup>
Sewerage (area)	8,521 ha	4,614 ha
Others	Sanitation facilities, garbage incinerator facilities, river improvement areas, markets and crematories are also decided.	

Note 1): Greenery is included

Source: City Planning in MITO



3) Urban Development Project

(As of March, 2006)

	Decided		Completed	
	No. of Project	Area (ha)	No. of Project	Area (ha)
Land Readjustment Project	13	470	9	365
Urban Redevelopment Project	4	7.9	3	6.4

Source: City Planning in MITO

4) District Plan

(As of March, 2006)

	Decided		Completed	
	No. of Project	Area (ha)	No. of Project	Area (ha)
District Plan	15	432	-	-

Source: City Planning in MITO

Figure 12-1 Location of Mito City

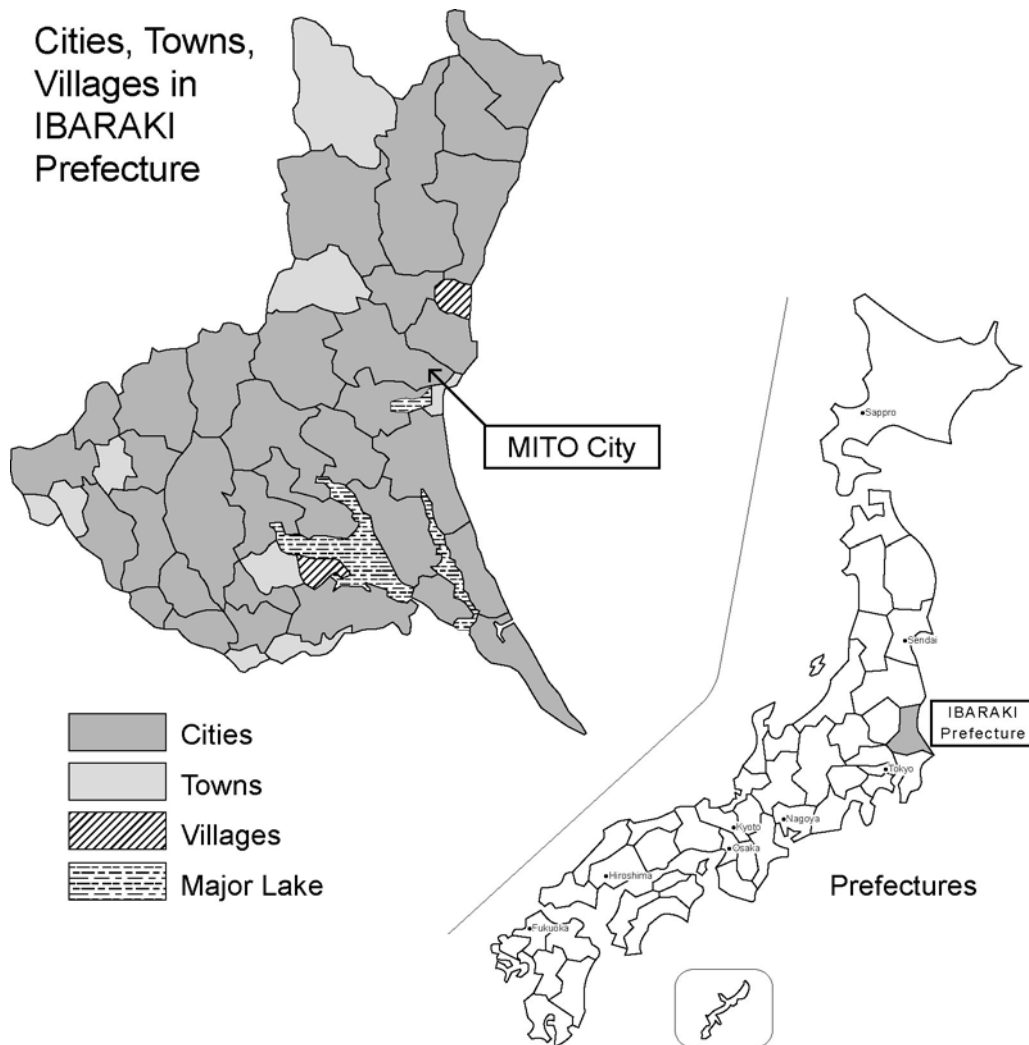
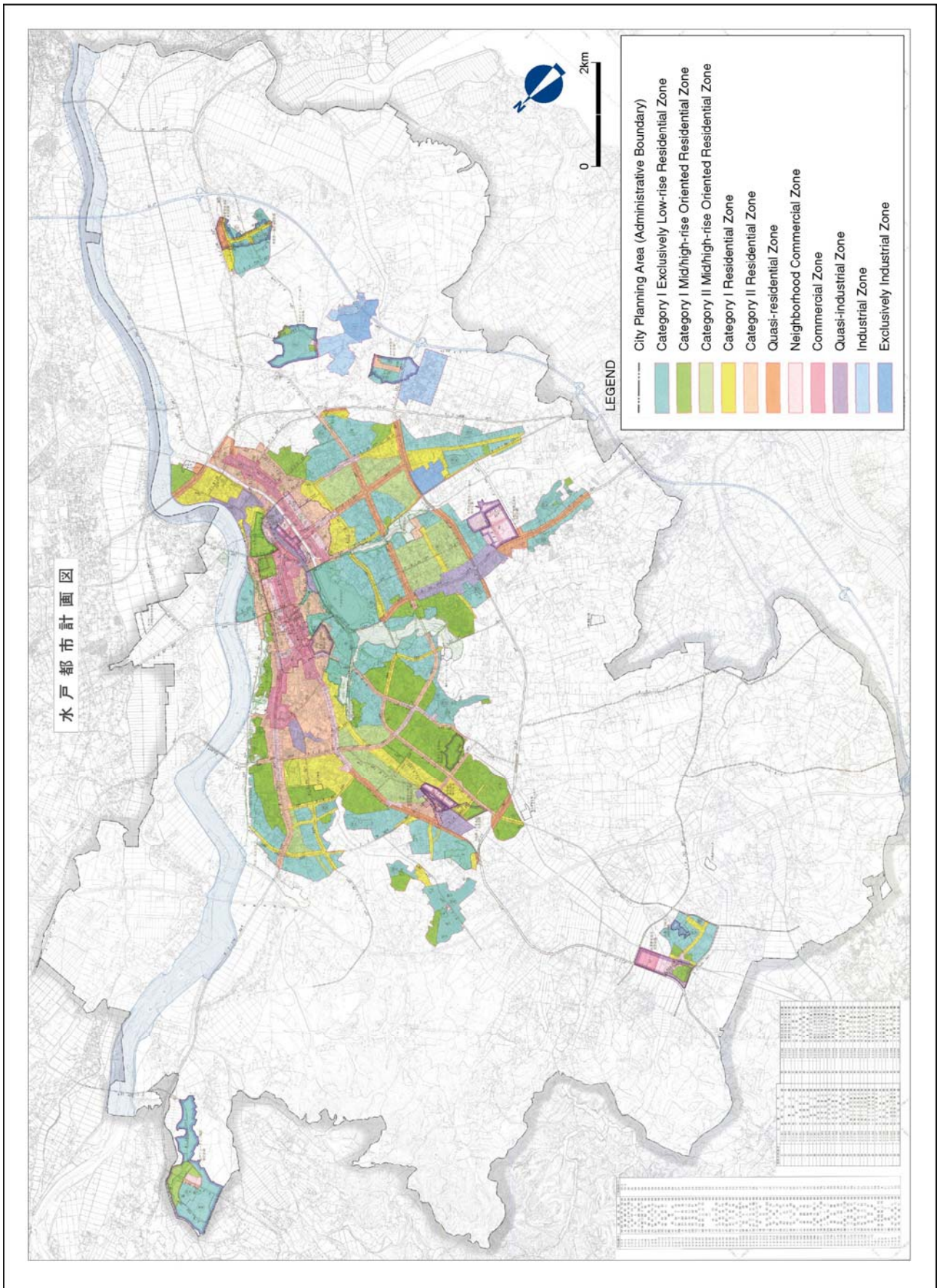
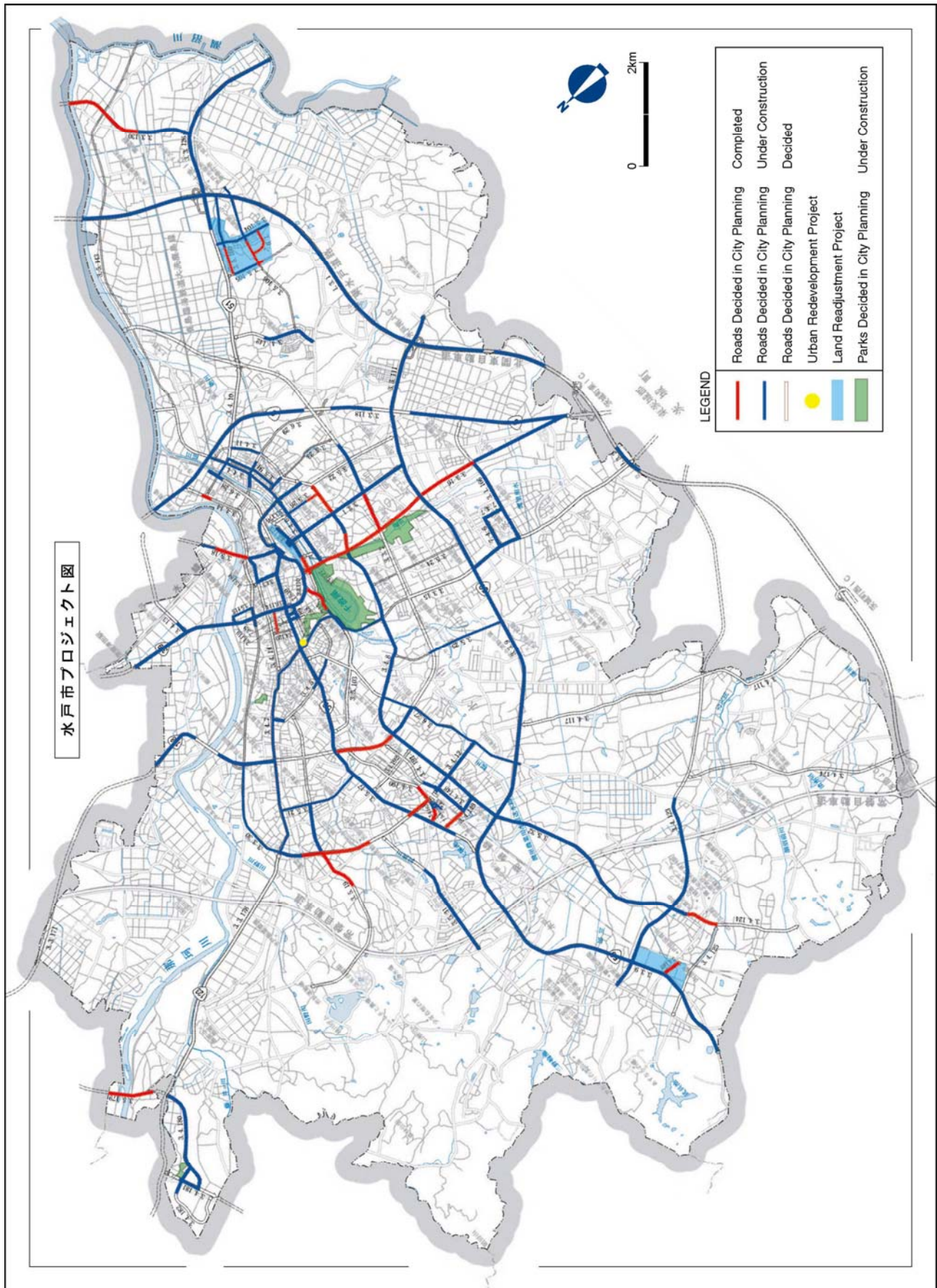


Figure 12-2 Map-1 City Planning Map of MITO City



(As of 2005)

Figure 12-3 Map-2 Status of Infrastructure and Urban Development Projects in MITO City



(As of 2006)

## 13. Urban Planning History in Modern Japan

Year	Event	Description
1888	City Planning Law in Tokyo	<ul style="list-style-type: none"> <li>The first City Planning Law</li> <li>The first city planning law was enacted to develop the capital city of Japan – Tokyo. It was a plan to develop physical infrastructure, such as road, river embankment, water and sewer.</li> </ul>
1919	Former City Planning Law	<ul style="list-style-type: none"> <li>The application of the former planning law was expanded nation-wide. Major contents of the law is as follows:</li> <li>Sub-urban planning became possible, since demand of residential development became high.</li> <li>Land readjustment project were formalized as a legal system for more comprehensive and orderly development. Zoning was employed to control land use. And Urban Area Building Law<sup>61</sup>, stipulated at the same time, played a role of regulating individual building activities.</li> </ul>
	Urban Area Building Law	<ul style="list-style-type: none"> <li>The engineering and design standard and Guideline were established on structures.</li> <li>Together with the zoning system in the City Planning Law, land use, design, and scale were regulated.</li> </ul>
1923	The Great Kanto Earthquake	<ul style="list-style-type: none"> <li>3,465 ha of urban areas were destroyed or damaged by the earthquake in the Tokyo and Yokohama areas.</li> </ul>
	Special City Planning Law (Earthquake Reconstruction)	<ul style="list-style-type: none"> <li>The restoration effort was legalized.</li> <li>Planned development projects were started 78 areas with the land area of 3,640 ha. This planned development became the origin of Land Readjustment projects in Japan.</li> </ul>
1946	Special City Planning Law (War Reconstruction)	<ul style="list-style-type: none"> <li>The reconstruction of urban areas destroyed by the World War II became legalized nation-wide. With the experience from the reconstruction from the earthquake damages, land readjustment projects were implemented for reconstructing urban areas. This made land readjustment projects to be widely applied throughout Japan (28,000 ha of project area in 102 municipalities).</li> </ul>
1950	Building Standard Law	<ul style="list-style-type: none"> <li>The former Urban Architecture Law (1919) was reviewed and updated.</li> <li>The structural standards were totally changed because of changes in technology.</li> </ul>
1953	Gasoline Tax Law	<ul style="list-style-type: none"> <li>Gasoline tax for road development was established.</li> <li>Roads development in urban areas became secured with the financial source.</li> </ul>
1954	Land Readjustment Law	<ul style="list-style-type: none"> <li>The land readjustment schemes were systematized to be an independent and integrated Project Law.</li> </ul>
1955	Establishment of Japan Housing Corporation	<ul style="list-style-type: none"> <li>In order to provide housing lots/units demanded as large-scale urbanization progressed in Metropolitan area, Japan Housing Corporation was established as a national government agency.</li> <li>Later this public agency was merged with other public agencies, and later became Urban Renaissance Agency<sup>62</sup> in 2004. The public agency developed 43,100ha of development of land for housing, land readjustment projects and urban redevelopment projects (as of March 2007)</li> </ul>
1957	Parking Place Law <sup>63</sup>	<ul style="list-style-type: none"> <li>In order to development of parking, policy of public parking development and obligation of parking development on building activities were legal.</li> </ul>
1963	New Residential Area Development Law	<ul style="list-style-type: none"> <li>The law granted a public body a power of compulsory purchase of land for public purposes on large-scale residential development.</li> </ul>
1968	New City Planning Law	<ul style="list-style-type: none"> <li>Major revision of the 1919 law:</li> <li>Land for development and conservation was clearly delineated to prevent urban sprawl. (Designation of Urbanization Promotion Area and Urbanization Control Area, and Introduction of the land development permission system)</li> <li>Land use types become more detailed from 4 types to 8 types.</li> <li>The authority to approve Plans was granted to prefectures from the national government.</li> <li>The public participation was guaranteed in the city planning system.</li> <li>Deregulation became realized on conversion of agricultural use to resi-</li> </ul>

Year	Event	Description
		dential use in Urbanization Promotion Areas.
1969	Urban Renewal Law	<ul style="list-style-type: none"> <li>Urban development method with right Conversion scheme (transfer of rights from land to floor areas) was legalized as a Project Law.</li> </ul>
1980	City Planning Law (amendment)	<ul style="list-style-type: none"> <li>Establishment of District Planning System</li> </ul>
1988	City Planning Law (amendment)	<ul style="list-style-type: none"> <li>Establishment of Special District Plan for Redevelopment</li> </ul>
2000	City Planning Law (amendment)	<ul style="list-style-type: none"> <li>Establishment of Quasi City Planning Area System</li> <li>Establishment of City Planning Proposal System</li> </ul>
2004	Landscape Law <sup>64</sup>	<ul style="list-style-type: none"> <li>Establishment of Landscape District System</li> </ul>
2005	City Planning Law (amendment)	<ul style="list-style-type: none"> <li>Strengthening of restriction on large-scale people-attracting facilities by Land Use Zones</li> </ul>

## 14. Comparison: Japan and Other Western Countries' Urban Planning Systems

### 14.1. France

#### 1) Planning System

The planning system has two tiers: *Schéma de Corrence Territoriale* (SCOT) as the master plan, *Plan Local d'urbanism* (PLU) as the general land use plan.

**SCOT:** A master plan to determine basic policies of land use in the medium term (20-30 years). This is determined by a joint coordination committee or association comprising two or more municipalities through consultations with local residents, public opinion hearing, resolution of municipal assemblies, etc. This covers not only land use but economic, environmental and other macro policies. However, this does not directly constrain people's activities.

**PLU:** This is formulated by each municipality through consultations with local residents, public opinion hearing by a third party and resolution of local assembly. Land use zoning is specified, and prohibition on land use, road adjacency condition, building height and criteria on building appearance are determined. This directly restricts land use. In addition, as a simplified alternative to PLU, a municipality that belongs to a wider area predetermined for city planning can specify an area for building construction using the criteria common to the entire country without setting its own criteria.

#### 2) Implementation of Plans

A plan is implemented through the process of issuing development permits; in the process, conformity to the PLU is reviewed. This permit is issued in principle under the authority of the municipality.

#### 3) Urban Development and Redevelopment

Zone d'Aménagement Concerté (ZAC) is a mechanism of urban development. This is a system to develop and supply land. Public organization acquires land and develops infrastructure and public facilities, then transfer the land to the private sector. Existing restrictions such as PLU in the site can be adjusted according to the project. As to the cost of public facilities, the cost-sharing may vary and decided on a per project basis. Also, the entire project may be subcontracted to the private sector with the project implemented on a public-private coordination mechanism under the control of the public sector.

#### 4) Land Use Plan and Transport Plan

Based on LOTI (Domestic Transport Law), local authorities can determine PDU (Urban Transport Plan). PDU specifies principles of passenger and goods transport as well as parking in the urban area, and needs to be adjusted with SCOT and PLU.

### 14.2. Germany

#### 1) Planning System

The German planning system consists of *Flachennutzungs Plan* (F-Plan) and *Bebauungs Plan* (B-Plan). F-Plans a general land use plan which covers all municipalities; B-Plan is a detailed plan at the district level.

**F-Plan:** The F-Plan shows the fundamental direction of future land use in a city-wide area;

This is formulated by municipality under the permission of provincial government. F-Plan can be formulated jointly by two or more municipalities. It comprises 10 elements such as general land use, areas for public facilities, regional transportation allocation, areas for public supply and treatment of facilities, parks and open space and so on.

**B-Plan:** B-Plan regulates actual land use and buildings. Each municipality determines this plan in accordance with F-Plan. The formulation of this plan starts with a resolution of assembly, and ends with a resolution to authorize it as a rule. Public participation process is required among these two resolutions. It designates the following; district facilities; land use, bulk, floor area ratio; building location, shape and form; lot size; height and/or the number of storeys; landscaping and others.

## 2) Implementation of Plans

A plan implemented through the development permit issuance process. The application must conform with the B-Plan of the development application.

The two-tier system works well on new development areas. However, it has its limitation on residential renovation in inner city areas, since renovation and improvement of a lot with an existing structure is permitted as long as it satisfies the neighbor-coordination requirement specified in the in the Building Code, and the contents in F-Plan cannot be implemented as a regulatory measure as the B-Plan.

Implementation methods of B-Plan are: land readjustment; boarder adjustment; acquisition; demolition orders; and others. All these measures have specific procedures under the law.

## 3) Land Use Plan and Transport Plan

Regional road development plans are prepared separately from F or B-Plans as a Division Plan by the central government and the state government as stipulated by the Republic Regional Road Development Law and State Road Development Act. Local roads are planned as facilities within the F-Plan.

# 14.3. England and Wales, the United Kingdom

## 1) Planning System

The Structure Plans (SP), as the master plan, and the Local Plans (LP), as the land use plan, are the bases of the two-tier planning system in Wales and England. At the country level, Structure Plans are prepared, and at the district level, are the local Plans. In the metropolitan region, however, the Unitary Development Plans(UDP) are determined by strengthening the planning aspects.

**SP:** This plan is prepared at the county level to describe long-term policies and strategies of development and conservation of the county. Local plans regarding population, housing, environment, commerce, industry, etc. are determined there.

**LP:** Each district defines this plan to realize the S/P. After formulating its draft, it is authorized through public perusal, discussion with opponents and public consultation. The plans are approved by the country councils or by the Ministry of Environment. The Plan consists of the following three elements:

**UDP** London Special District and 6 Metropolitan Areas determine this plan to cover both SP and LP.  
:

## 2) Implementation of Plans

The issuance of development permits is the basis of the plan implementation. The Department of Planning reviews each development application with discretion. The planning system does not have a clear zoning system as a regulatory measure.

## 3) Urban Development and Redevelopment

The Action Areas are designate and the Action Area Plans are prepared in location where development shall take place within 10 years. On large-scale redevelopment projects, there is a case of development by the Urban Development Corporation, which is granted the authority of planning on Enterprises Zones.

#### 4) Land Use Plan and Transport Plan

Major arterial roads and expressways are planned and developed by the central government. Other roads are planned in the process of preparing the District Plan. These planned roads are incorporated into the Structure Plan and the Unitary Development Plan.

### 14.4. The United States

#### 1) Fundamental Mechanism of Planning System

Planning systems vary from state to state in the United States; therefore, it is difficult to generalize that the American planning system is based on a locally initiated land use plan which is clearly different from the national level of planning on infrastructure development. A project defined within a local master plan framework is implemented by Public Private Partnership.

The basic planning mechanism consists of the General Plan, which is as a comprehensive plan, and local ordinances on subdivision and zoning.

**General Plan:** This plan defines officially future directions and major policies of a city. Long-term goals (20-30 years) and legal /institutional measures to attain the goals are specified.

**Zoning:** This is defined as a city planning role of local governments based on the state law. Public consultation is needed in the process. This specifies the size of buildings constructible in a zone predetermined by subdividing the city area.

#### 2) Urban Development and Redevelopment

**Planned Unit Development:** It is a system to allow a private developer to flexibly change the land use including road provision and various regulations through consultation with public authorities. This system, however, assumes more or less the same development density as the previous zoning.

**TDR (Transferable Development Right):** This system enables to transfer a part of unused volume area ratio in historically preserved area or natural conservation area to the adjoining areas.

#### 3) Subdivision Control

Subdivision or transfer of residential land for development is regulated by the development criteria predetermined by the local government. The criteria are related to the level of development and cost sharing regarding road width, waterworks, sewerage, parks, schools, etc.

### 14.5. Japan

#### 1) Planning System

Land Use Regulations, urban facilities and urban development project are the three fundamental components of the Japanese planning system. New Residential Area Development Project and expansion of the Area Division are conducted together with urban facilities development. As development progresses, land use is controlled by zoning regulations. As for zoning in existing build-up areas, the existing zoning prevails, however. The zoning mechanism itself is similar to the American type of zoning. In addition to the zoning regulation, the regulation in District Plan functions independently.

Also, the mechanism is weak in land use regulation as compared to the German and French systems.



## **2) Characteristics**

The fundamental difference between the Japanese planning system and the systems in other western countries is as follows. In Japan improvement activities are recognized as vested rights; however, compliance to zoning regulations, slant restriction, the minimum technical standards specified by the Building Code and use of a building which become nuisance to neighbors, must be reviewed in the process of the building confirmation. Development activities on land itself, which generally change from less intensive uses to more intensive uses, have a different application and permit process, which cannot be reconciled to one solid system with the improvement application and permit process.

On the other hand, in other western countries, the concurrence of land development and building on land is strictly required under land use planning mechanisms. This is based on a social system which treats land and building as a single real property.

In Germany and France, the planning process needs to be approved by a public assembly with the presence of elected officials. In Great Britain, it is the independent inspectors (public officials) who investigate such development plans. In Japan, a plan is required to be examined by Local City Planning Council, as a third-party institution, which is composed of some local assembly members and academic experts.

Details of purposes, procedures, development approval standards and others on a development project are specified in each Project Law: land readjustment, urban redevelopment, and others in Japan. Development permission procedures and planning standards are stipulated in the City Planning Law. Redevelopment Promotion District Plan is a mechanism to deregulate to give incentive to developers to sites such as old factories within existing built-up area. It is similar to those in ZAC in France and the Enterprise Zone in England.

## **3) Land Use Plan and Transport Plan**

National roads and expressways are planned and developed by the Ministry of Land Infrastructure and Transport, the central government. Other major arterial roads developed within an Urbanization Promotion Area are planned and developed within the process of City Planning. In other words, the road development plans in City Planning Areas are included in City Planning.

## **4) Cost Sharing in Infrastructure Development**

The cost sharing system in Japan is positioned somewhere between the systems in Germany and the United States. In Germany, the developers develop common areas, and the public sector develops facilities. In the United States, on the other hand, private developers develop basic infrastructure such as access road, streets with a development site, sewerage and parks. In Japan, the conditions are somehow similar to that of Germany, that is, it is mainly the government which provides basic infrastructure. However, there are some cases that developers shoulder the development cost of urban infrastructure partially or entirely if development benefit is foreseen.

Table 14-1 Local Government System in Selected Countries

Type	Administrative System		Authority of a Local Government on Planning Issues
Japan	Central Government Prefecture ( <i>ken</i> ) (47) Municipalities ( <i>city, town, village</i> )(1,817) <sup>1)</sup>	All municipal council members, governors, and mayors are elected by the public.	District Plans: municipalities Infrastructure development: municipalities
France	Central Government Region (26) Department (100) Commune (36,779)	governors, mayors and council members are elected	Commune
Germany	Republic Berlin and others, State (16) Germeinde (13,854)	Mayor, council members of Gemainde are elected	Gemeinde
Great Britain	Central Government London(1), Metropolitan District(36), Unitary(47), County(34) City and others(33)-in London, District (238) -in County	All mayors and council members are elected	The smallest local government units. The S/P requires the approval from the Minister of Environment.
The United States	Federal Government State (50) County, Municipality, Town (87,453)	All mayors and council members are elected	State Enabling Legislation

Note 1): Tokyo Metropolitan Government has 23 special governing units called wards.

In the 15 Designated Cities among 1,817 municipalities, prefectural authorities are granted to those Mayors.

Table 14-2 Planning System in Selected Countries (Part I)

Type	Hierarchy of planning system and land use planning	Legal Basis	Master Plan
Japan	<ul style="list-style-type: none"> <li>National Land Use Plan</li> <li>National Capital Region Development Program</li> <li>Basic Land Use Plan</li> <li>City Planning</li> </ul>	City Planning Law (1968) Building Standard Law (1950)	Master Plan for City Planning Area Municipal Master Plan
France	<ul style="list-style-type: none"> <li>Schema de Corrence Territoriale (SCOT)</li> <li>Plan Local Urbanism(PUL)</li> </ul>	Loi Relative a la Solidarite et au Renouvellement Urbains (2000)	S/D
Germany	<ul style="list-style-type: none"> <li>F plan</li> <li>B plan</li> </ul>	Baugesetzbuch (BauGB) (1986)	Flachennutzungs plan (F plan showing fundamental directions of the future land use.)
Great Britain	<ul style="list-style-type: none"> <li>Structure Plan (SP)</li> <li>Local Plan (LP)</li> <li>Unitary Development Plan (UDP)</li> </ul>	Town & Country Planning Act (1990)	Structure Plan / Unitary Development Plan
The United States	<ul style="list-style-type: none"> <li>General Plan</li> <li>Zoning</li> </ul>	State Enabling Acts Housing and Urban Development Act (1965)	General Plan

Table 14-3 Planning System in Selected Countries (Part II)

Type	Land Use Regulation			Conservation Area (Urbanized Area)	Method of Implementation
	General Regulation	Control over Use	Project implementation		
Japan	Zoning District Plan	Common criteria all over Japan	Redevelopment Promotion District Plan Urban Redevelopment	Urbanization Control Area	Building Confirmation Land Development Permission
France	Plan Local d'urbanism (PLU)	Different criteria by PLU. Common criteria if located in joint city planning area.	Zone d'aménagement Concerté (ZAC)	Zones agricoles Zones naturelles et forestieres	Permis de construire Review for constancy with PLU
Germany	Bebauungs-Plan	Criteria prepared individually by B-Plan. Construction possible in an area without B-Plan if located in connected built-up area.	-	Außenbereich (External Area)	Baugenehmigung (Building code) Review for constancy with B-Plan
Great Britain (England and Wales)	No clear zoning	Each single development is individually reviewed within the framework of the Plan Approval system.	Action Area Plan	Green Belt	Planning Permission: The Planning Agency with the power of discretion issues development permits.
The United States	Zoning	Criteria prepared individually by zoning	Planned Unit Development (PUD) Transfer of Development Rights (TDR)	Subdivision Control Building Control Subdivision Regulation and Building Code	-

# 15. Administrative Organizations on City Planning

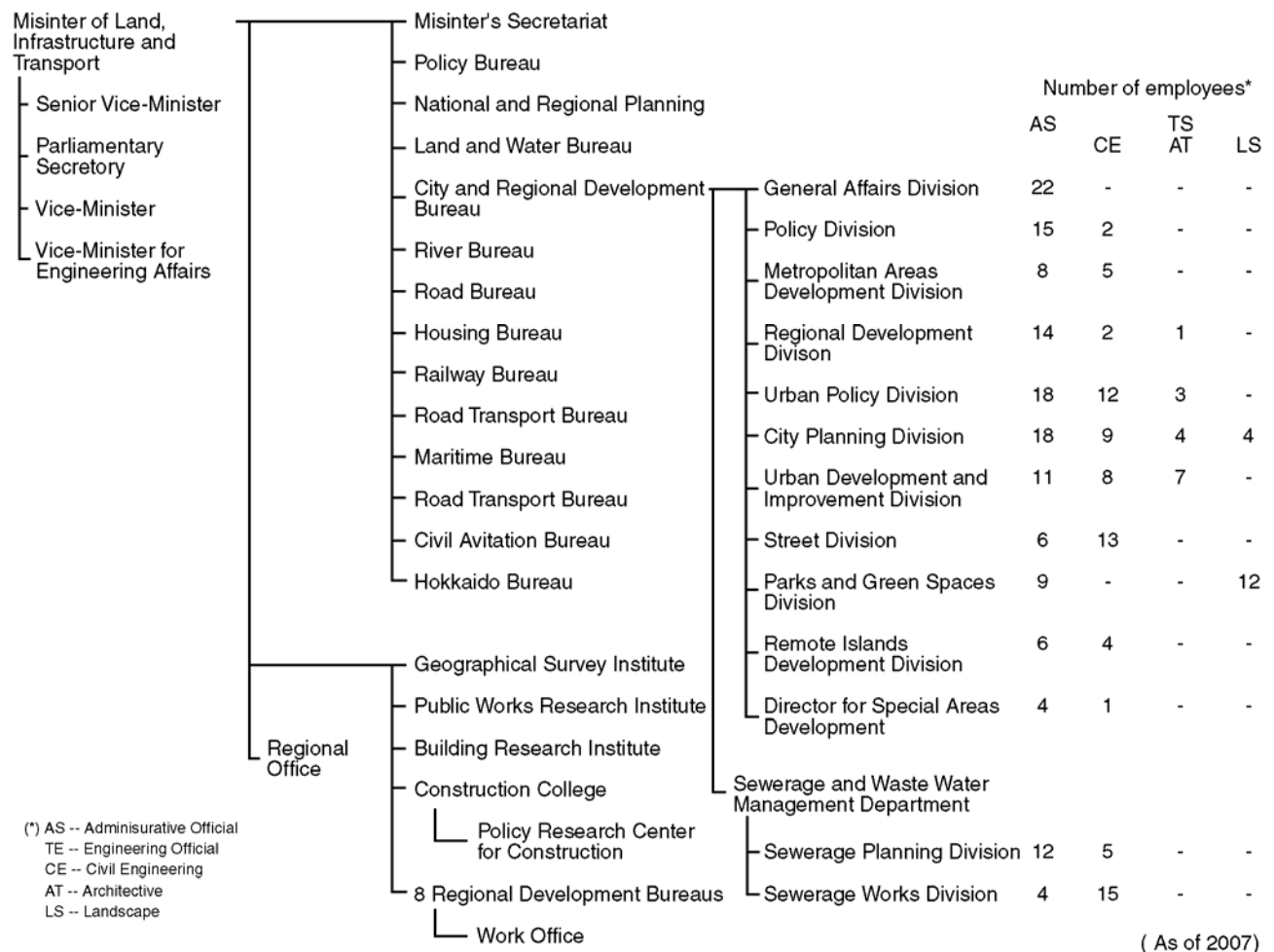
## 15.1. Organization Structure

### 15.1.1. Central government (Ministry of Land, Infrastructure and Transport)

The City Planning is within the jurisdiction of the City and Regional Development Bureau in the Ministry of Land, Infrastructure and Transport. Figure 15-1 shows the organizational structure of the Ministry of Land, Infrastructure and Transport. The City and Regional Development Bureau consists of the following divisions related with City Planning:

- 1) The planning division which formulates and prepares urban policies and planning (Urban Policy Division and City Planning Division);
- 2) The infrastructure division which plans, manages, and constructs roads, city parks, and sewers (Street Division, Parks and Greens Division and Sewerage and Waste Water Management Department);
- 3) The urban development division which conducts urban development projects such as land readjustment projects and urban redevelopment projects (Urban Development and Improvement Division);
- 4) The general affairs division which coordinates all divisions of City Bureau (Urban General Affairs Division).

Figure 15-1 Organization Structure of the Ministry of Land, Infrastructure and Transport and Structure for City Planning Administration



15.1.2. Coordination with other agencies

The work of city planning is carried out in connection with not only other Bureaus in the Ministry but also other Ministries and Agencies. Upon preparation and implementation of plans, close coordination with them are made (Figure 15-2 and Figure 15-3).

Figure 15-2 Coordination with other Bureaus of Ministry of Land, Infrastructure and Transport

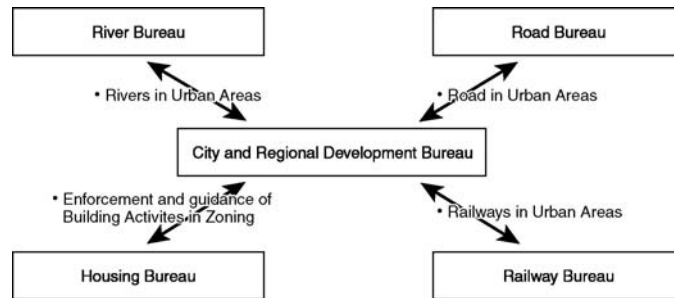
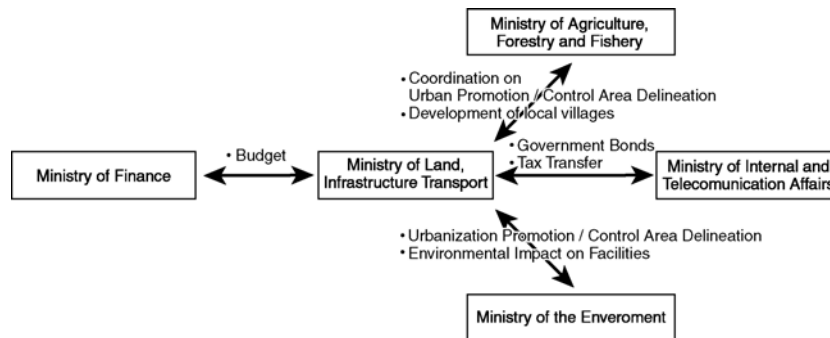


Figure 15-3 Coordination with other Ministries and Agencies



15.1.3. Organizations in the local governments

City Planning, within the jurisdiction of the local governments, is exercised as processes of public works and architectural administration. Figure 15-4 shows the organizational structure of the prefecture of Ibaraki and the city of Mito. The structures are similar to that of the central government. The employees are mostly technical staff. Within a local government, planning is also a multi-functional affairs, so the works are conducted with careful coordination among divisions and related agencies.

Figure 15-4 Organization Structure of the Ibaraki Prefecture and Mito City concerning City Planning Administration

IBARAKI Prefecture	Number of Employees	MITO City	Number of Employees
City Planning Bureau		City Planning Department	2
City Planning Division	25	City Planning Division	13
City Improvement Division	19	Road Development Division	18
Parks and Streets Division	24	Building Guidance Division	23
Sewage Division	24	Park and Open Space Division	19
Building Guidance Division	27	City Area Management Division	17
Housing Division	36	Urban Development Division	8
Mito Public Works Office	94	Sewage Department	74

( As of April, 2006 )

## 15.2. Role of the Central Government on City Planning

### 15.2.1. Setting Laws and Standards

City Planning regulates activities of citizen and enterprises by its contents. It influences whether housing development and building construction are allowed or not. Thus the institutional framework should be determined as a law. In Japan, the City Planning Law and its related laws were enacted at the national level, which is different from the federalism countries where states or provinces have the legislative authority.

In general, the rules and regulations related to laws that determine interpretation and actual application of the laws are also set at the national level. The national government assumes that urban infrastructure development projects stipulated by the City Planning Law shall meet the national standards. It is obligated to disseminate knowledge and experience of the city planning issues and solutions from each municipality or prefecture to nation-wide.

### 15.2.2. Adjustment and Technical Advice from the National Standpoint

In principle, City Planning is decided at the prefectural level. Small-scale plans and developments are left for municipalities to adopt. The role of the national government is to confirm the consistency of these plans with the national-level facilities and plans.

The national government also may coordinate between different organizations if requested. The first type of intervention is on regional infrastructure. For example, development of a major arterial road which goes through different local governments may not be beneficial for a single prefecture or municipality, but may have synergetic effects from the regional view-point. In such cases, the national government coordinates local governments to decide the City Planning covering the jurisdiction of the region. The second type of intervention is the coordination of several agencies including the private sector. When a project is large and complex, such as a Continuous Grade Separation Project for Railways, the central government supports prefectures, cities and railway companies as a consultative body.

### 15.2.3. Subsidy for Projects Designated in City Planning

The national government subsidizes for the important projects determined in the City Planning. Municipalities sometimes face financial difficulties to timely implement large-scale projects, then the national government provides subsidy to cover the peak-time financial requirement. In this case, it is important for the national government to deal with the municipalities equally, in order to ensure that local governments can compete under the same conditions. To meet the equity requirement, the revenue to the national government is redistributed as subsidies to local governments. By guiding local development projects, implementation of national significant projects becomes possible.

### 15.2.4. Implementation of Projects by Public Corporations

Among the agencies of the national government, some of them, such as the Ministry of Land, Infrastructure and Transport are capable of implementing Projects. Besides, urban facility development and other urban development projects maybe implemented by public corporations created for the specific purpose. The Metropolitan Expressway Corporation and the Urban Renaissance Agency are examples of such corporations. Projects by these public corporations are implemented when:

1. The national government deems necessary to implement a project of national significance;
2. A local government lacks technical capabilities or organization (insufficient capacity);
3. Financial capability of a local government is limited;
4. A local government is not willing to conduct even with the financial capability.

**Column: The Comments of a Civil Servant of the Ministry of Land, Infrastructure and Transport**

I joined in the Ministry of Construction 23 years ago after graduating from college and taking the civil service examination. In 2001, the Ministry of Construction has become Ministry of Land, Infrastructure and Transport by merging with Ministry of Transport. I am now working for the City Planning Division, but until last year, I was working for the Urban Development Division, guiding and controlling the practice throughout Japan.

Here is how our work goes: Policies are formulated under the direction of the Prime Minister who is appointed by the Diet. We, as the members of the executive branch, need to interpret the policies and make them operational, considering various obstacles in current city planning policies including the budget, draft bills, and operation procedures. Various studies, researches, and coordination, relating to the policy formulation are the main works for civil servants like us who work for the central government.

The City Planning Division, is the implementing agency of the City Planning Law. Therefore, when questions are asked by local governments regarding the interpretation of the Law and its operation, we need to answer them responsibly.

The questions from local governments are sometimes detailed, requiring long time to respond. But the work is an important one, since issues they raise are real, and those issues need to be reflected in our policy formulation.

I was sent to local governments twice in my career. I have worked as a local government staff to prepare city plans, explained plans to citizens, played the role of asking questions to the people in the Ministry of Land, Infrastructure and Transport. After different and various experiences, gradually a person gets involved in managerial position in the central government of Japan. This is the system of the Japanese bureaucrats in the central government.

**Example – “Planning and Implementation of Regional Infrastructure”: Tokyo Outer Ring Road**

**a) Description of the project**

The Outer Ring Road, with the existing radial roads, will connect areas about 15 km away from the center of the City of Tokyo to form an orderly regional structure and to facilitate restructuring of the Greater Tokyo Region.

- Distance 85 km from Ota Ward, Tokyo Prefecture, to Ichikawa City, Chiba Prefecture
- Width 30 to 80 m (streets being developed along the auto exclusive expressway with designed velocity of 80 km/h)
- Plan Decided 67 km
- Existing Distance 30 km

**b) Planning and Implementation Process**

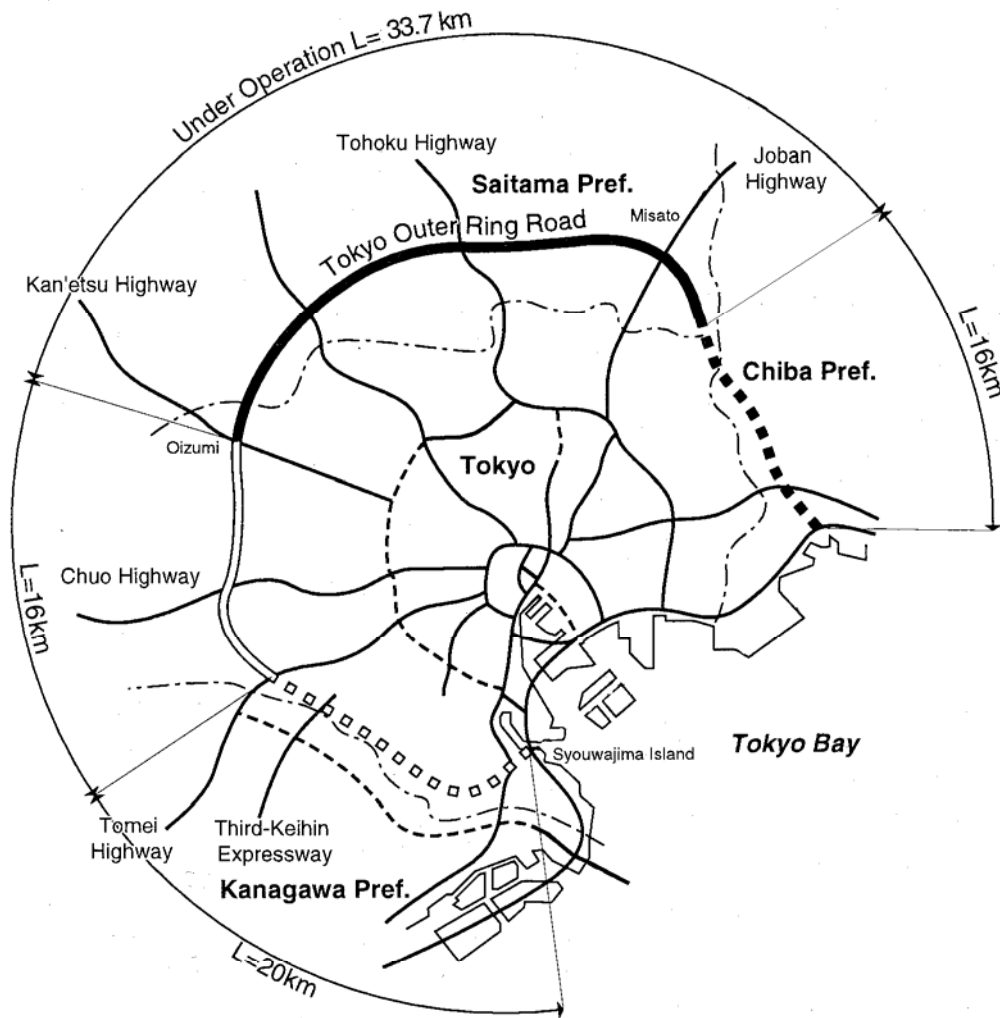
Spring, 1960	The Third-Keihin Expressway (auto exclusive road from Tokyo to Yokohama) was being planned. The effect from the radial road called for the development of the ring roads and the comprehensive study on the Auto-Exclusive Expressway System was commenced.
Fall, 1960	The discussion on the specific route of the Outer Ring Road was being initiated among the Ministry of Construction, the prefectures, and the Metropolitan Development Committee.
November, 1962	The Ministry of Construction commenced the schematic design and detailed design as it coordinated details with related agencies in the prefecture.
July, 1966-May, 1969	The City Planning of 67 km of the Outer Ring Road from the Eastern Tokyo to Chiba Prefecture was decided. From this time in, there started the movement against the road development, especially on the auto-exclusive expressways. (in 1971, the grade-section on the road construction started, but the consensus was not reached on the auto-exclusive expressways. The effort of pacification of citizens' complaints continued.)
The construction on the section from the Kan'etsu Highway to Joban Highway was agreed by the local, and the section of auto-exclusive road was agreed to be constructed after the intensive coordination efforts by the Ministry of Construction.	
October, 1985-May 1986	The City Planning, on the section from Kan'etsu Highway to the Joban Highway was amended to accommodate the change in citizen's opinions.
May, 1986	The construction of the Outer Ring Road, the section from the Kan'etsu Highway to the Joban Highway, commenced.
November, 1992	Most section of the Kan'etsu Highway – the Joban Highway route was completed in the Saitama Prefecture.
March, 1994	The remaining section of the Kan'etsu Highway – the Joban Highway route completed.
July, 1998	The City Planning, on the section from the Joban Highway to Bay Shore Expressway was amended to accommodate the change in citizen's opinions.
October, 2001	The construction of the Outer Ring Road, the section from the Joban Highway to Bay Shore Expressway, commenced.
April, 2007	The City Planning, on the section from Tomei Highway to Kan'etsu Highway was amended to accommodate the change in citizen's opinions.

After central government formulates an overall plan for regional infrastructure development, prefectural governments decide each project by section in City Planning in close coordination with local communities and municipalities.

Central government conducted land acquisition and road construction through the City Planning Approval by prefectural governments.



Figure 15-5 Tokyo Outer Ring Road



Legend	
<b>Tokyo Outer Ring Road</b>	<b>Other Roads</b>
———— Under Operation	———— Under Operation
■■■■ In the Process of the Alteration of City Planning Decision	- - - - Under Planning
==== Under Construction	
□□□□ Under Investigation	

### 15.3. Role of Local Governments on City Planning

#### 15.3.1. Municipalities

Any location in Japan falls under a municipal and prefectural administrative units, since the public administration has two tiers. Municipalities are the major players of City Planning. The reason is that a municipality is the closest administrative unit to residents in a community, where contents of planning would affect the rights and finance of residents for a long period of time. However, not all the municipalities have an independent administrative department or division on city planning, and even if they have, technically capable staff for planning may not be available in small municipalities. For these reasons, a municipality handles the complexities of City Planning by contracting out of some of the administrative works to private consultants, or by asking a prefectural government for human resources as well as technical assistance. Sometimes, a municipality requests capable human resources from the central government.

#### 15.3.2. Prefectures

The prefectures function as coordinators and managers. As mentioned, the major plans are initiated by municipal governments; however, the municipal plans may not be coordinated in a region. Therefore, coordination and conformity of the municipal plans becomes the important role of the prefectures. Since the technical and financial capabilities of municipalities may not be sufficient, a prefecture needs to intervene, coordinate, and manage municipal governments.

In addition, the prefectures have the responsibility in regional planning beyond municipal boundaries such as Area Division and National Roads.

#### 15.3.3. City Planning Council

Before the decision of City Plans by prefectures or municipalities, the plans must be presented to and reviewed by the City Planning Council. The Council, for this reason, requires participation of the people from different sectors to guarantee impartiality of the Council and to get a wide range of citizen's opinions on the plans. The Council is independent from the public administration. It receives the plan from the Governor and discusses the validity of the plan including the consideration of the citizens' opinions. Every prefecture and municipality has its City Planning Council.

Table 15-1 Members of the City Planning Council, Ibaraki Prefecture

Academics:	<ul style="list-style-type: none"> <li>• Lawyer</li> <li>• College professors</li> <li>• Architect, Representative from the Agricultural council</li> <li>• The Employer's Association and the Bus Association</li> </ul>
Representatives from the Municipal Governments	<ul style="list-style-type: none"> <li>• Mayors</li> </ul>
Council Members of the Prefectures	<ul style="list-style-type: none"> <li>• Leaders from each faction</li> </ul>
Representatives from the Municipal Councils	<ul style="list-style-type: none"> <li>• The Chairpersons from Municipal Councils</li> </ul>
Staff from the Public Agencies	<ul style="list-style-type: none"> <li>• Chief of the Regional Officers of the Central Government (Finance Bureau, Agricultural Bureau, Economy, Trade and Industry Bureau, Transport Bureau, Development Bureau).</li> <li>• Prefecture(Chief of Education Department, Chief of Prefectural Police headquarters)</li> </ul>

Table 15-2 Members of the City Planning Council Mito City

Academics	<ul style="list-style-type: none"> <li>• Lawyer</li> <li>• College Professors, Scholar</li> <li>• Representatives from the Chamber of Commerce</li> <li>• The Junior Chamber, the Women's Conference,</li> <li>• The Resident Conference and the Agricultural Committee</li> </ul>
City Council Members	<ul style="list-style-type: none"> <li>• Five Permanent Committee Members</li> </ul>

**Column: The Comments of a Local Government Employee (A Municipality with a Population of 200,000 Tokyo Suburb)**

After graduating from college, I began working for a government. I did not study city planning at school. I just worked on the city finance until now. Our city too, has planning problems, so I volunteered myself to work in the planning department. Right now I am working as a team member to review a land use plan. The consultants conducted the basic survey and research. From now, we need to work on the planning portion. At the end of last year, I attended a seminar and learned how to review a land use plan at the Ministry of Land, Infrastructure and Transport, and now we are working with the consultants to realize promises of the Mayor by keeping the basic town planning policies alive and enhancing the characteristic image of the city.

The changes in the City Planning must be reported and approved by the City Planning Council. Since this needs Consent after Due Deliberation by Prefectural Governor, I am discussing with the City Planning Development of the prefecture. Understanding of the citizen and the stakeholders is essential, so we are preparing for the public hearing. The result of the public hearing will have to be explained to the next City Planning Council session.

I would like to work for the Project implementation Section in the future. I am not sure if it will come true, since civil engineering and architecture is not my forte. I may be more involved in social welfare, tax or some other areas of planning, though.

**Column: The comments of a Local Government Employee (A prefectural Government about 100 km away from Tokyo Proper)**

I began working for the prefecture, since I graduated from college 10 years ago. I had worked in the civil engineering office for a while, but since the beginning of this year, I have been working for the City Planning Section. There are about 30 City Planning Areas, and a lot of residents come to the office to ask questions about city planning. When I am puzzled, I go to the person-in-charge in the Ministry of Land, Infrastructure and Transport. I am now incharge of the Regional Development Plan in the Northeast. We are asking if we could form Committee with the Professor A as a leader to finalize the plan.

From now on, I shall coordinate the Section of Agriculture and Forestry, and the Section of Finance and Budget to complete the legal procedure and, at the same time, prepare the budget for the next year. The project will be big, so I will have to think of requesting for subsidy from the central government on the land readjustment project. I will have to visit Regional Development Bureau , Ministry of Land, Infrastructure and Transport.

### Example – Person-Trip Survey<sup>65</sup> in Great Tokyo Area

Basic research for plan preparation is conducted every five years by the City Planning Division of a municipality. Take for example the City Planning Division of the City of Mito. The work, specific tasks such as information collection and analyses, is usually contracted out to private planning consultants. When regional data is necessary, in case of a regional transportation study, the Ministry of Land, Infrastructure and Transport and the Planning Divisions of the prefectures become involved financially and technically in conducting such regional researches. The results and data acquired from the research will be shared and utilized for public facility planning.

The study area of the person-trip survey was for the Greater Tokyo region (Tokyo, Kanagawa, Saitama, Chiba, and Southern Ibaraki). All prefectures, major cities, and public corporations were involved: Kanto Regional Development Bureau of MLIT; Ibaraki Prefectures; Saitama Prefecture; Tokyo Prefecture; Kanagawa Prefecture; Yokohama City; Kawasaki City; Chiba City; Urban Renaissance Agency; East Nippon Expressway Company; Central Nippon Expressway Company; and Metropolitan Expressway Company. All these agencies formed “The Greater Tokyo Transportation Planning Committee” for the purpose of planning and research to integrate transportation development in the area. The implementation by multiple agencies was necessary since movement of people goes beyond the administrative boundaries.

Figure 15-6 Study Area for the Greater Tokyo Area



## 15.4. Role of the Private Sector on City Planning

The roles of the private sector on planning vary. In this section, the roles of urban planning consultants and developers will be discussed.

### 15.4.1. Role of Consultants in the Technical Works of the Government

In the past, all the fields of civil engineering works were carried out directly by the government including surveying, design, and construction. Gradually, the tasks for construction, survey, and design were shifted towards the private sector and contracted out to private enterprises. One of the roles of the consultants is to assist the planning section in prefectures and municipalities. The tasks of the consultants are: to prepare plans, presentation materials; conduct basic researches and surveys; prepare materials for public hearings; analyze detailed structures for project implementation; conduct detailed designs for implementation. The private consultants may work as in-house planners or engineers for a municipal government with very few, and at times, no technical staff.

### 15.4.2. Role of the Developers in Urban Development Projects

It is mainly the government which provides basic infrastructure. However, the public sector may not have the financial sources to develop all the public facilities required to meet the increasing residential development demand. In such a case, the private developers bear the burden of providing the basic infrastructure and/or public facilities. More specifically, for relatively large projects which are highly profitable, the government requires the developer to provide the basic infrastructure and/or public facilities. For small projects, the government sector subsidizes on and bears the cost of developing the basic infrastructure and/or public facilities.

What stands in the middle is a land readjustment project initiated by cooperatives which receives subsidies to cover a portion of the initial development project. Even for large development projects that are expected to produce profit and to cover the cost of developing basic infrastructure, the land readjustment project, if implemented by cooperative not by private sector, will be subsidized. In this case, the purpose of the subsidies is to accelerate development by giving incentives to the land owner/leaseholders of the project to get organized and implement the project.

#### Column: The Comments of a City Planning Consultant

I learned city planning in college and graduate school. Since graduation, I have been working for my company for 15 years. Last year, I started my own business. Most of my commissions were from local governments. We handle mainly district level master development plans. Of course, we worked with other consultants who are good at transportation modeling or commercial development and management. We also work with consultants for land readjustment projects.

We work with local government staff, but staffs in small municipalities do not necessarily have architecture, planning or engineering backgrounds. If that is the case, we form a committee with academics, and conduct studies and researches.

Plans we recommend is not always realized as we thought. We only support the drafting plans in the legal planning process for the local government. Until now, planners like us are not recognized highly in the Japanese society. I feel that our type of job is as significant as the work of lawyers. What do you think about it?

### Example – CITY PLANNING Road Planning

In the City of Mito, road development which had been included in the Basic Policies was the major constraint of economic development for the city. To conduct a traffic survey, the City Planning Department of the City of Mito hired consultants A to conduct a traffic survey to analyze the existing road network of the City. Further, to project the future traffic volumes, the City Planning Department borrowed the person-trip survey data and related documents from the City Planning Division of the prefecture of Ibaraki, and hired consultants B to conduct the study. Consultants B assumed the future land use based on the existing conditions of the area and recommended some new routes necessary for the future. The Planning Department of the City of Mito coordinated the plans of the roads to conform with the regional road network. And to confirm the year of completion, the Planning Department of the municipality consulted and coordinated with the Planning Division of the prefecture. The results from the consultation with the prefecture were brought to consultant B, and the recommended routes were reduced in number and prioritized. After a thorough evaluation, the alignments and standards were defined. Then, the Planning Department asked C consultants to draw the alignments on the 1:2,500 scale map to confirm alignments. After all these works, the draft CITY PLAN was prepared. Likewise, the ranges of works covered by the private consultants became wide from a simple administrative assistance to project management.

#### Column: The Comments of a College Professor who Teaches City Planning

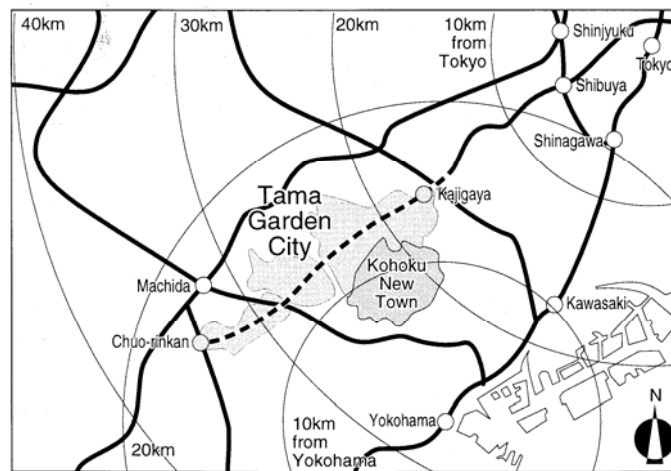
Not many colleges teach city planning in Japan. In many instances, city planning programs are under the Architecture or Civil Engineering Departments. The city planning program under the architecture program focuses on land use, zoning, and building codes or housing issues. A civil engineering-originated city planning program stress regional planning, transportation planning, public facility planning, and land readjustment. Some academies approach city planning issues from the point of view of law and economics. Physical aspects are mainly by architecture, civil engineering and landscape specialists. Interdisciplinary approach seems to be possible only in the graduate level.

Now there are many professors and lecturers who were actually practitioners as consultants and public officials. Professors with practical experiences are invited as advisors to Local City Planning Council, which examines the plans prepared by local government. A career change from a college professor to a civil servant never seems to be possible, for still a career of a college professor seems to be lifelong endeavor.

**Example – Tama Garden City**

Development located near Tokyo is an Urban Development Project implemented by a private developer. This project integrated a railway development and residential development. The location is about 15 to 35 km southeast of the center of the City of Tokyo. The implementing body was a private railway company called Tokyu Railways. The development commenced in 1959, and since then, there have been 51 land readjustment cooperatives formed. A total of 3,160 ha of land have been developed. The development is a corridor development. The plan and development was initiated by the private sector; however, the development was implemented through a close coordination with the public sector. It used the land readjustment measure of planning and development which incorporated the process of landowners' participation.

Figure 15-7 Location of Tama Garden City



## **15.5. Relation between Planning Administration, the Legislature and Judicial Branches**

### **15.5.1. Relation between the operation of City Planning and the legislature**

The planning administration and the legislature are not related directly to the judicial branch of the government, since the City Planning system has integrated the citizen participation process in the administrative system.

### **15.5.2. Role of the Diet**

The Diet is the legislative body that passes on the budgets and bills. The budgets and bills affect City planning administration. Amendments to the City Planning Law need to pass the Diet also. There have been 50 amendments to the City Planning Law of 1968. Every year, the total amount of national subsidies to City Planning Projects is determined in the process of determining the fiscal budget.

### **15.5.3. Role of the Local Councils (Prefectural Councils and Municipal Councils)**

Involvement of local councils is in enactment of local ordinances and the preparation of the local budgets. A municipality prepares ordinances on land use (special zones, district plans, etc) and on collection of city planning tax and so forth. In the annual budget preparation sessions, not only the total expenditures but specific budgets on projects are discussed and determined.

The local council does not get involved in the process of City Planning Decision. However, the plan must be discussed in the Local City Planning Council mentioned in 15.3.3.

### **15.5.4. Role of the Judiciary**

City Planning is an administrative process with citizen participation functions. In the process of City Planning Decision, citizens may express their opinions. Because of this system, usually, the judicial passage is not required on City Planning Decision. However, citizens may request for the judgment by the court, when the citizens find the contents, procedures, or projects of City Planning Decision inequitable.

Besides the judicial passage on City Planning Decision, the City Planning is subject to complaints against the Administrative Inquiries Act<sup>66</sup>; therefore, the complaints are to be reviewed in the higher unit of jurisdiction. In other words, complaints on municipal projects can be requested for review in the prefectural level administration; complaints on prefectural projects can be requested for review in the Ministry of Land, Infrastructure and Transport. Generally the litigation on implementation of Projects must be after the decisions from the board of appeals in the Administrative Inquiries Act are made.



## 15.6. Human Resources of the Central Government

Civil servants in the central government experience some works in the local governments, and experience planning and implementation responsibilities at the local level. For example (Table 15-3), a technical civil servant from the City and Regional Development Bureau, the Ministry of Land, Infrastructure and Transport, is sent to local government to assume the position of department chief in its City Planning Department. Almost half of his or her career is spent in a local government or a public corporation. The placement of the employees from the central government to the local governments and public corporations enables for the central government to ensure the conformity of the planning efforts at both the central and the local levels. At the individual level, an employee from the central government would receive experience at the local level, which in turn when accumulated is transferred to the national level to reflect local level planning considerations. By exposing himself or herself to both planning and implementation of projects, the planning and implementation aspects will generally be in conformity with each other. (See the column on page 50)

Table 15-3 Example of Career of a Civil Engineering staff of the City and Regional Bureau, Ministry of Land, Infrastructure and Transport

Year	Career Event
0	<ul style="list-style-type: none"> <li>Passed the First Degree Civil Service Examination</li> <li>Graduate from a University</li> </ul>
1	<ul style="list-style-type: none"> <li>The Ministry of Construction</li> <li>Send to Civil Engineering Office in One Prefecture (Worked as One of the Staff Members)</li> </ul>
3	<ul style="list-style-type: none"> <li>Staff of Research Section, Work Office, Regional Construction Bureau, The Ministry of Construction</li> </ul>
5	<ul style="list-style-type: none"> <li>Chief of Civil Engineering Facility Section, City Planning Division, City Bureau, the Ministry of Construction (in Charge of National Road Construction Studies)</li> </ul>
7	<ul style="list-style-type: none"> <li>Chief, Subsidy Section, Land Readjustment Division City Bureau, The Ministry of Construction</li> </ul>
8	<ul style="list-style-type: none"> <li>Chief, Research Section, Work Office, Regional Construction Bureau, The Ministry of Construction</li> </ul>
10	<ul style="list-style-type: none"> <li>Director, City Planning Department of a City (worked as Director, Responsible for City Planning, Project Management, Construction Application reviews for City with a Population of 150,000).</li> </ul>
12	<ul style="list-style-type: none"> <li>Deputy Director of Planning Division, Metropolitan Development Bureau, National Land Agency (Engaged in national Metropolitan Planning Administration)</li> </ul>
14	<ul style="list-style-type: none"> <li>Deputy Director of City Planning Division, City Bureau, Ministry of Construction (engaged in National City Planning Administration)</li> </ul>
16	<ul style="list-style-type: none"> <li>Chief of Work Office, Regional Construction Bureau, Ministry of Construction</li> </ul>
17	<ul style="list-style-type: none"> <li>Director, City Planning Department of a Prefecture (Responsible for Administration of a Prefecture)</li> </ul>
19	<ul style="list-style-type: none"> <li>Director of urban Development, Japan Regional Development Corporation</li> </ul>
21	<ul style="list-style-type: none"> <li>Director of Specially Designated City Transportation Facility Division, Street Division, City Bureau, Ministry of Land, Infrastructure and Transport (Responsible for Continuous Grade Separation Projects and Monorail Project)</li> </ul>
23	<ul style="list-style-type: none"> <li>Vice Mayor of a City (Responsible for Administration of a City with a population of 400,000)</li> </ul>
25	<ul style="list-style-type: none"> <li>Director of Special Development Division, Metropolitan Development Bureau, National Land Agency</li> </ul>
28	<ul style="list-style-type: none"> <li>Retired (Welcomed as the Chair of Urban Renaissance Agency)</li> </ul>

Note 1): Ministry of Construction and National Land Agency were merged into Ministry of Land, Infrastructure and Transport

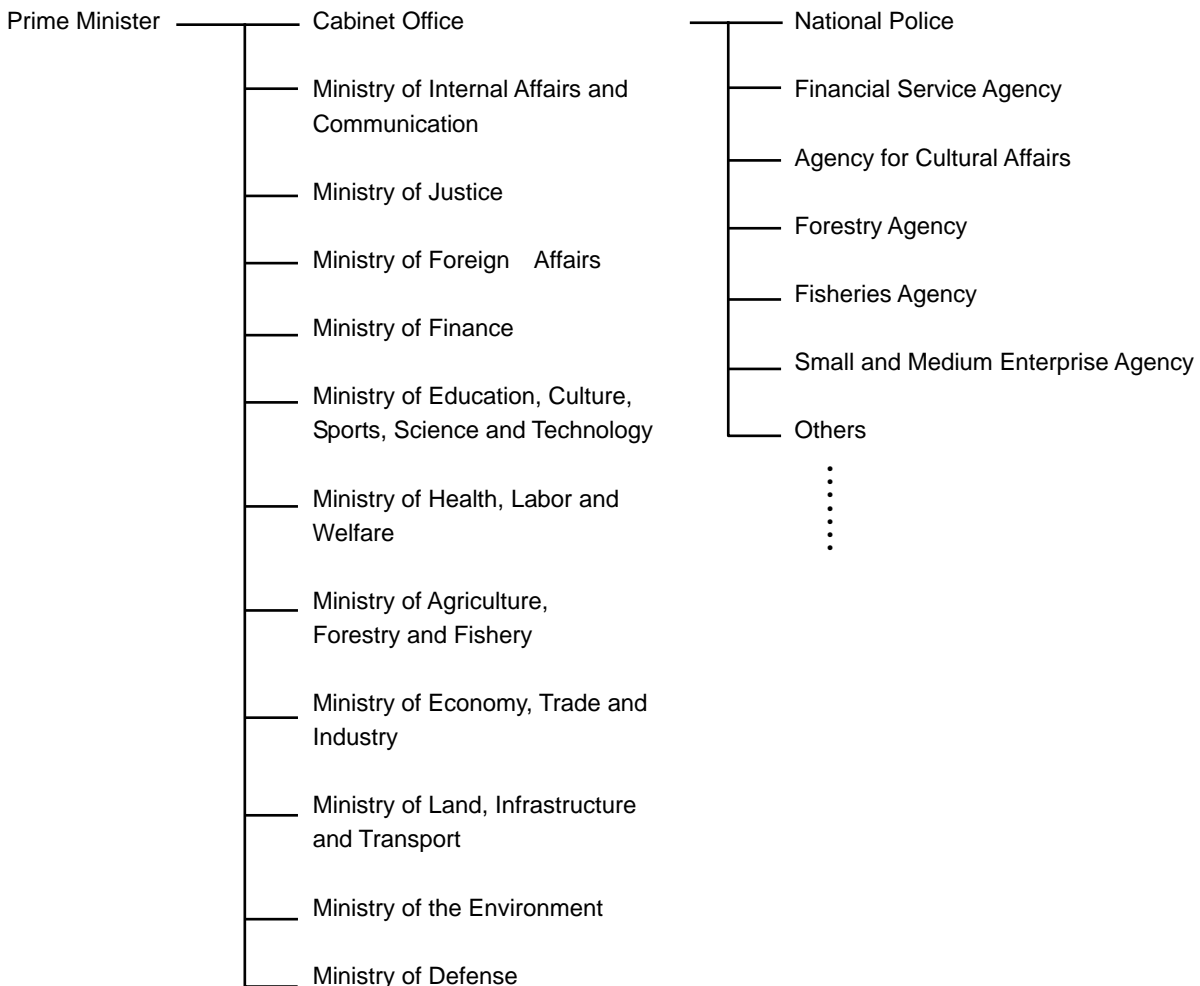
Note 2): Japan Regional Development Cooperation and Urban Development Cooperation were merged into Urban Renaissance Agency

### 15.7. Stability and Continuity of the Public Administration

The government administration of the central government is led by the Prime Minister, who is elected by the Diet members. The Prime Minister appoints a Minister in each Ministry, and within the leaders of the Minister, sub-branches deal with different administrative tasks (Figure 15-8). The public servants execute administrative tasks under the guidance and control of the Ministers and the appointed parliamentary undersecretaries (vice ministers). All civil servants need to pass the civil service examinations to work for the government. Usually, they work for 20 to 30 years.

The civil servants continue to stay in the government administration even when the political leadership changes. Figure 15-9 shows the administrative structure of local government (Example of Ibaraki Prefecture and Mito City). The administration of local governments is conducted by the leaderships of elected officials. The Governors, who are the top public officials of the prefectures, appoint Vice-Governors, Mayors appoint Vice-Mayors. The employment situation of the local administration is similar to that in the central government. However, the Governors and Mayors engaged more in human resource management and tend to be more selective in smoothly executing their administrative functions.

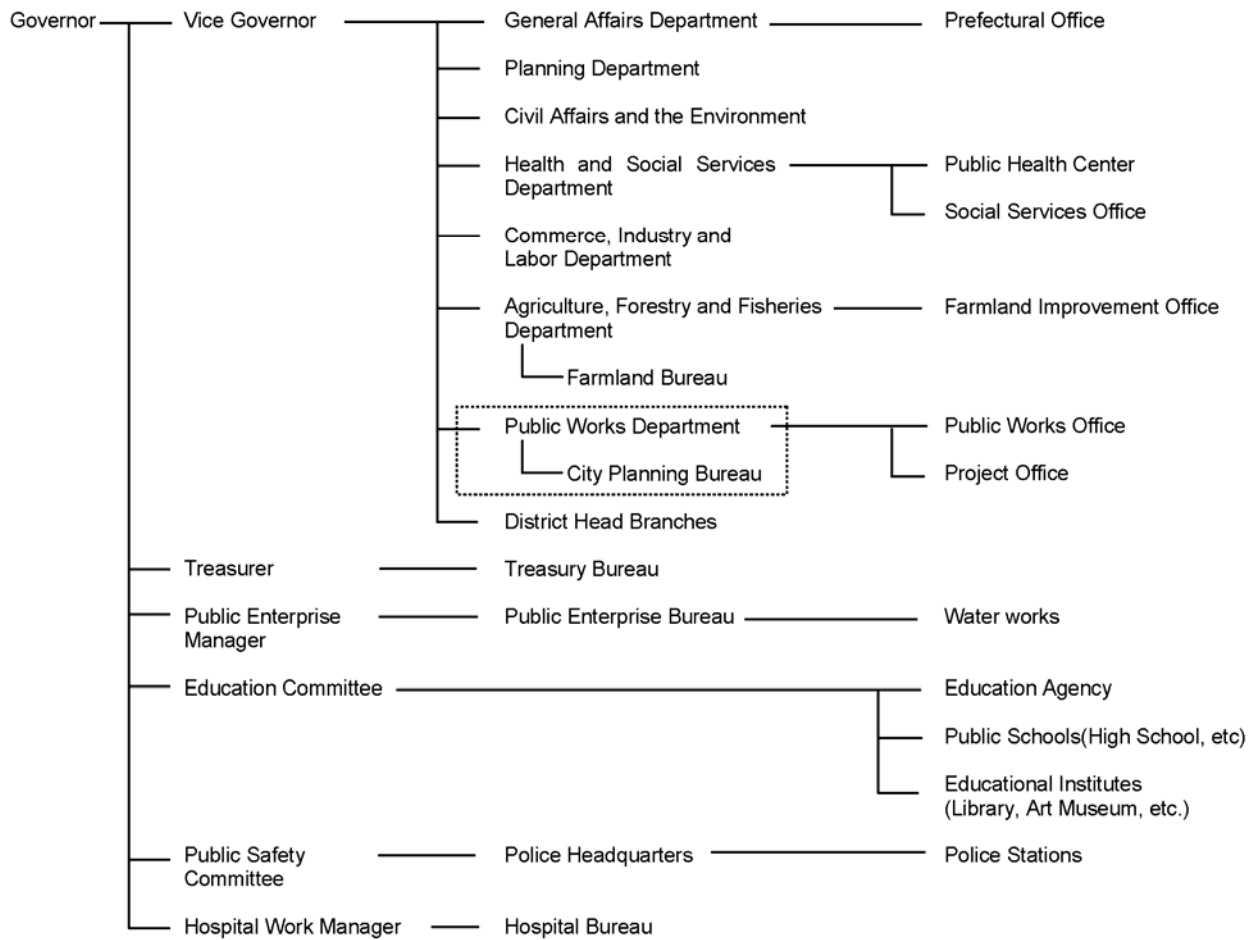
Figure 15-8 Administrative Structure of the Central Government



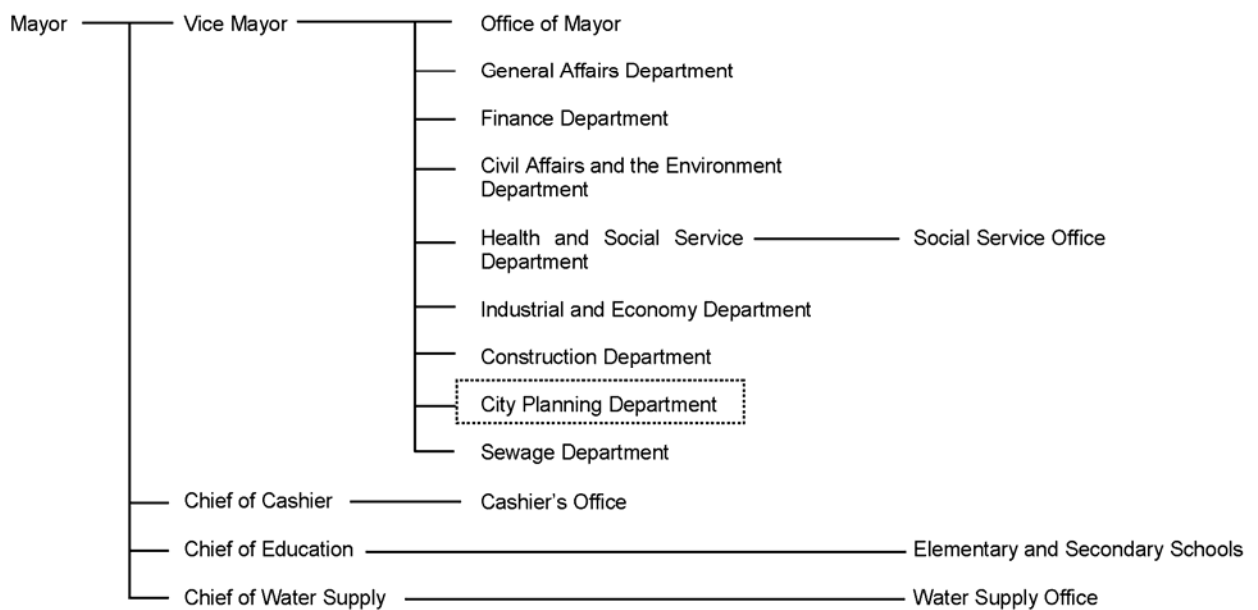
(As of April, 2007)

Figure 15-9 Administrative Structure of the Ibaraki Prefecture and Mito City

**IBARAKI Prefecture**



**MITO City**



(As of April, 2006)

## 16. Finance of City Planning (Funding)

### 16.1. The Investment of Local Government

#### 16.1.1. Capital Investment to the City Planning Field

A capital investment on civil works is about 1/5 to 1/4 of the total budget of a prefecture as shown in Figure 16-1. The breakdown of the expenditures is further divided and shown in Figure 16-2. The ratio of the investment to the City Planning field, in a municipality, is about half of the capital investment of public works expenditure.

#### 16.1.2. Local Projects

Municipalities implement public works called local projects. The local projects are defined as works paid only by the local governments. The local government has discretionary power to decide which and what type of projects are to be implemented. The projects implemented by a local government are of interests to residents and other local stakeholders. City Councils pay close attention to public works projects. Since this is the type of projects which reflects local needs and characteristics, local governments willingly implement local projects.

#### 16.1.3. Subsidies from the Central Government

Figure 16-3 shows the revenue of a local government. The capability of a local government's revenue raising is limited. It depends on the Local Allocation Tax to Local Governments<sup>67</sup>, the Local Transfer Tax<sup>68</sup>, the subsidies from the central government, and local government bonds. The Local Transfer Tax is collected as a National Tax and redistributed directly to local governments; however, local governments are under the control of the central government for the following reasons;

- 1) The Local Allocation Tax to local governments is collected in the general account and redistributed to the Local Governments through the Ministry of Home Affairs;
- 2) The issuance of the local government bonds needs a permit from the Ministry of Home Affairs;
- 3) The expenditures from the central government to local governments, such as subsidies, is limited only for specific purposes.

Figure 16-1 The composition of the Expenditures in the Settled Account by Category (fiscal year 2004)

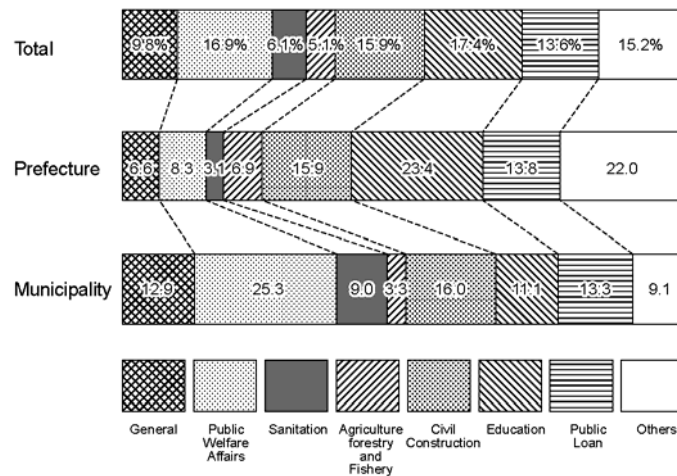
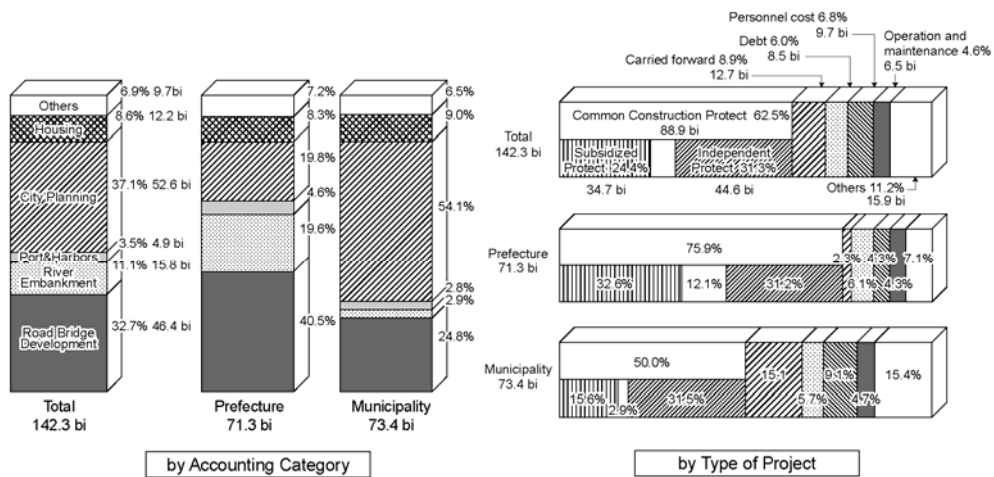


Figure 16-2 Breakdown of Public Works Expenditure (fiscal year 2004) US\$



### 16.1.4. City Planning Tax<sup>69</sup>

Figure 16-4 shows the contents of municipal tax revenue. There are financial sources from the City Planning Tax and the Business Establishment Tax<sup>70</sup> to improve the urban environment in a municipality; however, this ratio of the revenue share is small compared to others.

Figure 16-3 Revenue Composition of Local Government (fiscal year 2004) US\$

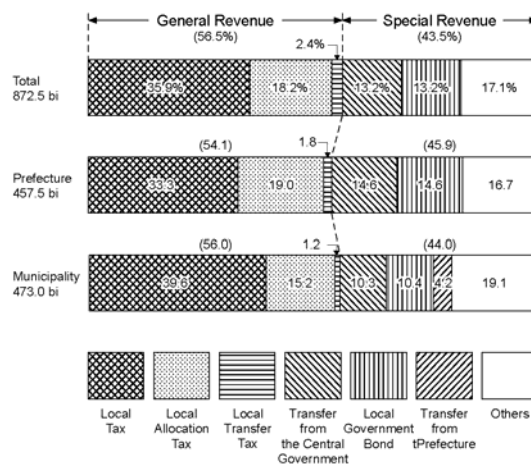
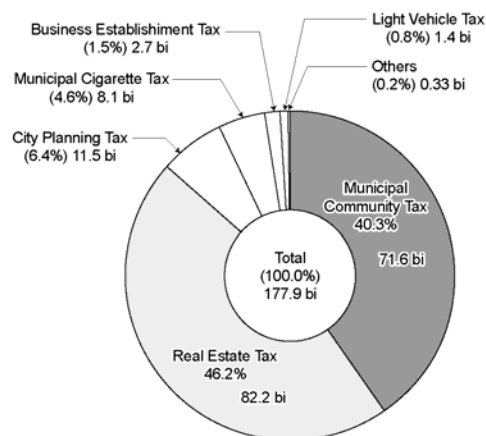


Figure 16-4 Share of Municipal Revenue (fiscal year 2004) US\$



## 16.2. Subsidies from the Central Government

### 16.2.1. Subsidies in Major Infrastructure

Projects which the central government subsidize are of the development of regional and national facilities needed from the national view-point. The type of projects to be subsidized are defined under the set criteria by the central government. For an individual project, each responsible department judges if the request satisfies the departmental criteria.

### 16.2.2. The Ration of Subsidy

According to the settled account of the fiscal year 2004 budget, the total City Planning Project cost is 5,653 billion yen (52,640 million dollars). Out of the total amount, 991 billion yen (9,236 million dollars) is project cost using central government subsidies. The rate of subsidizing a project is specified in the table. About half of the total cost was subsidized. As for road development projects, the Special Account funded by the road user charges is prepared to settle the account.

Table 16-1 Major Projects, Budget and the Rates of Subsidy by the City and Regional Development Bureau, Ministry Of Land, Infrastructure and Transport

	Budget (Fiscal 2006) Unit: billion yen (Unit: million dollars)		Rate of Subsidy and other Remarks
	Project Cost	National Subsidy	
General account			
Sewerage Projects	1,379.4 (11,712)	735.2 (6,243)	<ul style="list-style-type: none"> <li>• Common Sewerage System; Piping and Pump Facility 1/2 Water Treatment Plant 5.5/10</li> <li>• Watershed Sewerage System: Piping and Pump Facility 1/2 Water Treatment Plant 2/3</li> <li>• Urban Sewerage System 4/10</li> </ul>
City Park Projects	204.4 (1,736)	84.6 (719)	Land Acquisition 1/3, Facility 1/2
Urban Redevelopment projects	82.2 (698)	15.7 (134)	1/3 (Common Facility Development Cost)
Urban Transport System Projects	5.7 (49)	1.9 (16)	1/3 (Public Facility Development Cost)
Land Readjustment Projects	7.7 (65)	3.4 (29)	central area 1/2, other urbanized area 1/3
Community Development Projects	600.0 (5,094)	238.0 (2,021)	2/5 (individual subsidies to be consolidated)
Road Development Special Account			
Road Development Projects	636.7 (5,407)	349.8 (2,970)	1/2(if a Project falls in a high Standard Category, the Rate is 5.5/10)
Land Readjustment Projects	191.2 (1,623)	106.5 (904)	1/2 (the Cost of Developing Major Arterial Road(s) within a Project Area)
Urban Redevelopment Project	36.8 (312)	20.0 (170)	1/2 (the Cost of Developing Major Arterial Road(s) within a Project Area)

Note: Exchange rate: 1USD= 117.78JPY

### 16.2.3. Other Projects in Urbanized Area

Public works projects such as river projects and national road development projects are not counted as City Planning Projects on the book of accounts, even when they are built in urbanized areas.

Other budget for projects directly implemented by the Ministry of Land, Infrastructure and Transport and Public Corporations are listed in Table 16-2. Some parts of the projects are implemented in urbanized areas.

Table 16-2 Projects Implemented Directly by the Ministry of Land, Infrastructure and Transport (MLIT) and/or Public Corporation

Item	Implementation	Budget(Fiscal 2006) Unit: billion yen (Unit: million dollars)	Description
Road Development	MILT	1,632.7 (13,863)	National Road Development and Improvement
	P.C.	1,434.3 (12,178)	Highways, Metropolitan and Hanshin Expressway, Honsyu-Shikoku Bridge, etc
Flood Control	MILT	700.5 (5,948)	Management, Maintenance, and Implementation of Flood Control Development Projects on Rivers, Dams, and Coastal Areas under the jurisdiction of the National Government.
City Planning Projects	MILT	37.3 (317)	Operation and maintenance of National Parks
	P.C.	116.9 (993)	Urban Development Projects by the Local Development Promotion Corporation and/or Other Public Corporation

Note: MILT: Ministry of Land, Infrastructure and Transport

P.C. : Public Corporation

Exchange rate: 1USD= 117.78JPY

### 16.3. Road Development Special Account<sup>71</sup>

#### 16.3.1. The System of Charging Fees from Road Users

The Road Development Special Account is based on the “users pay” principle to regularly collect fees for consistently implementing road development projects. To clearly present revenues and expenditures, a separate account was established.

Taxes on fuels are by a specific duty which is equivalent to the automobile run. The Auto-Weight Tax is based on the concept that heavier vehicles damage roads more than lighter vehicles. The Gasoline Tax is about half of the retail price of gasoline (referred to Table 16-5).

The Road Development Financing System has the following advantages:

**1) Effectiveness:**

The need of road development is reflected to road investment needs. The resources is effectively distributed.

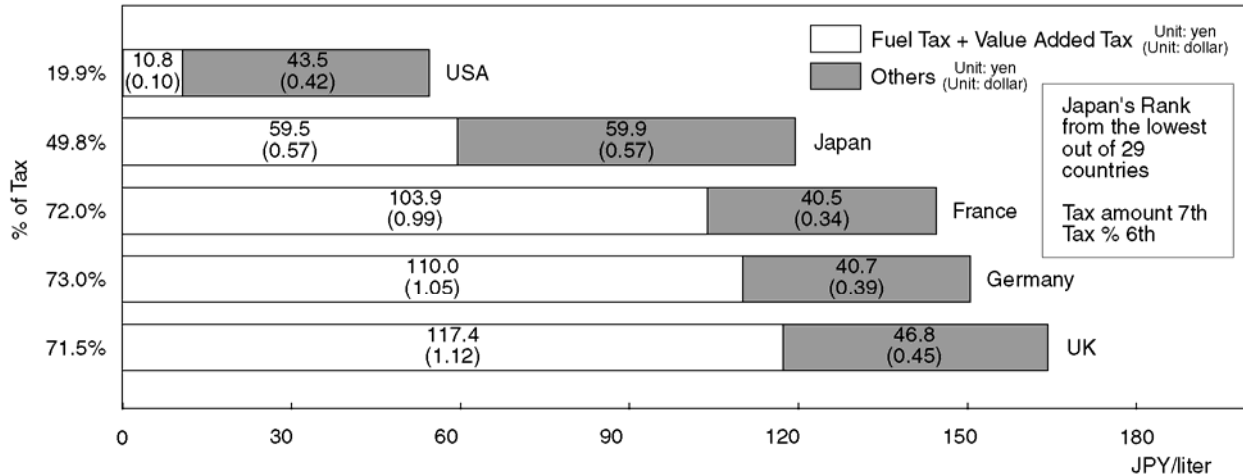
**2) Equity:**

The users pay according to the benefits they receive. The users-pay principle is equitable.

**3) Stability:**

Road development must be considered in the long run. The system is not directly affected by economic boom nor bust, or other budgetary constraints. The system’s stability is in the supply of the financial resources.

Figure 16-5 Comparison of Gasoline Prices in Selected Countries (as of January -March 2005)



Source : IEA

Note 1) Tax = Individual commodity tax + VAT (Gasoline Tax + Local Road Tax + Consumption, Tax in the case of Japan. This will become JPY 61.7 if Oil & Coal Tax and Customs Tax and included.)

2) Exchange rate : 1 USD = 104.6JPY

#### 16.3.2. The Allocation of Road Development Special Account

The Road Development Special Account is used to develop roads, to facilitate financing land readjustment projects and urban redevelopment projects within cost of developing the City Planning Road by land purchase method.



### 16.3.3. The Financial Sources from the General Account

The Special Account does not satisfy the local road development needs; therefore, financial resources from the general account are also used. In the fiscal 2006, the total of 1,909 billion Yen was invested on roads by local government from the general account.

Table 16-3 Financial Sources of Road Development

Item	Road Development	Rate Unit: yen (Unit: dollar)	Collection, 2006 Unit: billion yen (Unit: million dollars)
<b>National</b>			
Gasoline Tax(established in 1949, Since 1954, a source of Road Development Special Account	All	48.6 yen/liter <sup>1)</sup> (0.41)	2,957.3 (25,109)
Oil & Gas Tax, 1966	A half of the revenue (Another half is transferred to local Governments.)	17.5 yen/kg (0.15)	14.3 (121)
Auto-Weight Tax, 1971	80% of the two thirds of the total revenue (80% is used as the source of road development	(e.g.) Family Car 6,300 yen/0.5t <sup>1)</sup> (53.49)	571.2 (4,850)
Sub Total			3,542.9 (30,081)
<b>Local</b>			
Local Road Transfer Tax, 1955	All 58%: Prefectures and Designated City 42%: Municipalities	5.2 yen/liter (0.04)	311.0 (2,641)
Oil & Gas Transfer tax, 1966	A half of the revenues: Prefectures and Designated Cities	17.5 yen/kg (0.15)	14.2 (121)
Auto-weight Transfer Tax, 1956	One third of the Auto-weight Tax to municipalities	(e.g.) Family-car 6,300 yen/0.5 t (53.49)	370.7 (3,147)
Light-gas Transaction Tax, 1956	All: Prefecture and Designated Cities	32.1 yen/liter <sup>1)</sup> (0.27)	1,062.0 (9,017)
Automobile Sales Tax, 1968	All 3/10:Prefectures and Designated Cities 7/10: Municipalities	(e.g.) Family-car 5% of the purchase price	474.2 (4,026)
Sub Total			2,232.1 (18,951)
<b>Total</b>			<b>5,775.0</b> <b>(49,032)</b>

Note 1): Higher rates than the legal requirement are used until 2007

Exchange rate: 1USD= 117.78JPY

- <sup>1</sup> City Planning Law — 都市計画法:Toshi Keikaku Hou
- <sup>2</sup> Land Development Permission — 開発許可:Kaihatsu Kyoka
- <sup>3</sup> City Planning Area — 都市計画区域:Toshi Keikaku Kuiki
- <sup>4</sup> National Land Use Planning Law — 国土利用計画法:Kokudo Riyo Keikaku Hou
- <sup>5</sup> Urbanization Promotion Area — 市街化区域:Shigaika Kuiki
- <sup>6</sup> Urbanization Control Area — 市街化調整区域:Shigaika Chosei Kuiki
- <sup>7</sup> Urban Development Project — 市街地開発事業:Shigaichi Kaihatsu Jigyo
- <sup>8</sup> Zones and Districts — 地域地区:Chiiki Chiku
- <sup>9</sup> Land Use Zones — 用途地域: Youto Chiki
- <sup>10</sup> Building Standard Law — 建築基準法:Kenchiku Kijun Hou
- <sup>11</sup> City Planning Decision — 都市計画決定:Toshi Keikaku Kettei
- <sup>12</sup> Replotting — 換地:Kanchi
- <sup>13</sup> Land Readjustment Project — 土地区画整理事業:Tochi Kukaku Seiri Jigyo
- <sup>14</sup> Urban Redevelopment Project — 市街地再開発事業:Shigaichi Saikaihatsu Jigyo
- <sup>15</sup> New Residential Area Development Project — 新住宅市街地開発事業:Shin Jyutaku Shigaichi Kaihatsu Jigyo
- <sup>16</sup> Public Hearing — 公聴会:Kouchokai
- <sup>17</sup> Public Review — 縦覧:Jyuran
- <sup>18</sup> City Planning Council — 都市計画審議会:Toshi Keikaku Shingikai
- <sup>19</sup> Validation of the Minister — 大臣認可:Daijin Ninka
- <sup>20</sup> District Plan — 地区計画:Chiku Keikaku
- <sup>21</sup> Special District Plan for Redevelopment — 再開発地区計画:Saikaihatsu Chiku Keikaku
- <sup>22</sup> Taxation on Farmland as Urban Land Use — 宅地並み課税:Takuchi Nami Kazei
- <sup>23</sup> Productive Greenery District — 生産緑地:Seisan Ryokuchi
- <sup>24</sup> Quasi City Planning Area — 準都市計画区域:Jun Toshi Keikaku Kuiki
- <sup>25</sup> Master Plan for City Planning Area (Policy on Improvement, Development and Conservation) — 都市計画マスタープラン(整備、開発及び保全の方針):Toshi Keikaku Master Plan(Seibi Kaihatsu Oyobi Hozen No Hoshin)
- <sup>26</sup> Area Division — 区域区分:Kuiki Kubun
- <sup>27</sup> Landscape District — 景観地区:Keikan Chiku
- <sup>28</sup> Municipal Master Plan(Basic Policies of City Planning in Cities, Towns and Villages) — 市町村マスタープラン(市町村に関する都市計画の基本的な方針):Shichoson Master Plan(Shichoson Ni Kansuru Toshi Keikaku No Kihonteki Na Hoshin)
- <sup>29</sup> line-drawing system — 線引き:Senbiki
- <sup>30</sup> Basic City Planning Surveys — 都市計画基礎調査:Toshi Keikaku Kiso Chousa
- <sup>31</sup> Building Confirmation — 建築確認:Kenchiku Kakunin
- <sup>32</sup> Special Land Use District — 特別用途地区:Tokubetsu Youto Chiku
- <sup>33</sup> Special Land Use Restriction Zone — 特定用途制限地域:Tokutei Youto Seigen Chiiki
- <sup>34</sup> Efficient Land Utilization District — 高度利用地区:Koudo Riyo Chiku
- <sup>35</sup> Fire Protection Zone — 防火地域:Bouka Chiiki
- <sup>36</sup> Building Coverage Ratio — 建ぺい率:Kenpei Ritsu
- <sup>37</sup> Floor-area Ratio — 容積率:Youseki Ritsu
- <sup>38</sup> shade restriction — 日影規制:Niciei Kisei
- <sup>39</sup> City Planning Restriction — 都市計画制限:Toshikeikaku Seigen
- <sup>40</sup> Land Expropriation Law — 土地収用法:Tochi Syuyou Hou

- <sup>41</sup> Redevelopment Promotion District — (地区計画で定める)再開発等促進区:Saikaihatsu Tou Sokushinku
- <sup>42</sup> Large-scale Store Development Promotion District — (地区計画に定める)開発整備促進区:Kaihatsu Seibi Sokushinku
- <sup>43</sup> Public Facilities Development Promotion-type — 誘導容積型地区計画:Yuudou Youseki Gata Chiku Keikaku
- <sup>44</sup> Urban Housing Development Promotion-type — 用途別容積型地区計画: Youtobetsu Youseki Gata Chiku Keikaku
- <sup>45</sup> Building Shapes Coordinating-type — 街並み誘導型地区計画:Machinami Yuudou Gata Chiku Keikaku
- <sup>46</sup> Disaster Prevention Block Improvement District Plan — 防災街区整備地区計画: Bousai Gaiku Seibi Chiku Keikaku
- <sup>47</sup> Floor-area Ratio Transfer-type — 容積適正配分型地区計画: Youseki Tekisei Haibun Gata Chiku Keikaku
- <sup>48</sup> Efficient Land Utilization-type — 高度利用型地区計画: Koudo Riyuu Gata Chiku Keikaku
- <sup>49</sup> Roadside District Plan — 沿道地区計画:Endou Chiku Keikaku
- <sup>50</sup> Rural District Plan — 集落地区計画:Syuraku Chiku Keikaku
- <sup>51</sup> City Planning Project — 都市計画事業:Toshikeikaku Jigyo
- <sup>52</sup> Right Conversion — 権利変換:Kenri Henkan
- <sup>53</sup> Land Expropriation — 土地収用:Tochi Syuyou
- <sup>54</sup> Deciding Body of City Planning — 都市計画決定権者:Toshi Keikaku Ketsutei Kenjya
- <sup>55</sup> Consent after Due Deliberation — 同意付き協議:Dou Tsuki Kyougi
- <sup>56</sup> City Planning Proposal — 都市計画提案:Toshikeikaku Teian
- <sup>57</sup> Project Validation — 事業認可:Jigyo Ninka
- <sup>58</sup> Land Readjustment Law — 土地区画整理法:Tochi Kukaku Seiri Hou
- <sup>59</sup> Urban Renewal Law — 都市再開発法:Toshi Saikahatsu Hou
- <sup>60</sup> City Planning Map — 都市計画図:Toshi Keikaku Zu
- <sup>61</sup> Urban Area Building Law — 市街地建築物法:Shigaichi Kenchikubutsu Hou
- <sup>62</sup> Urban Renaissance Agency — 都市再生機構:Toshi Saiaei Kikou
- <sup>63</sup> Parking Place Law — 駐車場法:Chyusha Jyou Hou
- <sup>64</sup> Landscape Law — 景観法:Keikan Hou
- <sup>65</sup> Person Trip Survey — パーソントリップ調査:Person Trip Chousa
- <sup>66</sup> Administrative Inquiries Act — 行政不服審査法:Gyousei Fufuku Sinsa Hou
- <sup>67</sup> Local Allocation Tax to Local Governments — 地方交付税:Chihou Koufu Zei
- <sup>68</sup> Local Transfer Tax — 地方譲与税:Chihou Jouyo Zei
- <sup>69</sup> City Planning Tax — 都市計画税:Toshikeikaku Zei
- <sup>70</sup> Business Establishment Tax — 事業所税:Jigyosho Zei
- <sup>71</sup> Road Development Special Account — 道路整備特別会計:Douro Seibi Tokubetsu Kaikei