

A Study on the Role of Cityscape Management System for  
Cityscape Identity Management  
-Focused on 23 wards in Tokyo, Japan

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Abstract

Cityscape identity is formed on the basis of a certain political, economical, and social circumstance within a specific place and time, such that the cityscape of one city is different from that of another city. Various tangible and intangible components of cityscape from physical elements to socio-cultural elements enable us to associate a representative image with each city.

With the advent of the localization era followed by economic stability, many local cities and towns in Japan have recognized the significance of cityscape management and cityscape planning as a means for developing their own city identities, in order to support and improve the quality of life of citizens as well as to promote city competition in various ways. The issue of cityscape management has achieved more prominence throughout the country, and each local government in Japan has begun to give priority to cityscape management plans and policies, trying to discover-reorganize-visualize distinctive cityscape features to form a cityscape identity. The boom of establishing a unique cityscape management system in local cities from the late 1970s to the early 1990s, mainly drawn by the National Government of Japan, indicates a general concern about cityscape identity management, and under these social circumstances, local cities in Japan have devoted themselves to introducing adequate cityscape management systems fit to their own conditions, some of which turned to be very successful in dealing with their own cityscape identity, while others did not.

This thesis seeks to explore where and how those different results between local cities arise in managing the cityscape, and eventually to derive appropriate and effective cityscape management techniques that can fit the individual context of a city, through reviewing and analyzing the cityscape management systems of the 23 wards in the Tokyo Metropolitan City where the local government plays a major role in cityscape management. Structured into three parts including the Preface, An Overview of Cityscape Management in Japan, and Implementations of Cityscape Management Systems in the 23 Wards in Tokyo and seven chapters, this thesis contains parts and chapters that discuss important issues as follows:

First, in Part One, Chapter One initiates the task and provides a theoretical foundation through establishing the significance of cityscape management, which is the rationale of carrying out this research, and clarifying the most important and frequently used concepts and terms, such as cityscape, cityscape identity, and cityscape identity management, in order to delineate the direction of this study; in this study, cityscape identity management refers to all efforts involved in systems and activities to retain and improve the cityscape identity of a city, which is defined as the natural components that make a city retain its unique character, especially in the physical aspect, creating an ensemble of effects that determines what it represents to the people. Also, relevant research and documents are reviewed in this chapter to understand how cityscape identity has been characterized and what kind of management systems have been implemented so far, in addition to finding out what their implications and limitations are; previous studies have made significant contributions to the field of landscape management study through the identification and evaluation of existing multidisciplinary management systems. However, most studies have focused on only a small area, which was designated as a historic preservation area, usually located in the local cities as in case studies, and more comprehensive studies on cityscapes in metropolitan cities leading to a more thorough understanding of the differences in the cityscape management systems of each city through a comparative study remain to be pursued.

Based on the *mise-en-place*, a brief historical review of the landscape management system in Japan, which is the basis of each local management system, is presented; the historical review is followed by a review of Tokyo Metropolitan Government (TMG)'s cityscape management system, which has a direct influence on each of the 23 cities' cityscape management systems to be established and implemented, both of them undertaken as a preliminary study before conducting the main research in Part Two:

Chapter Two investigates the origin of the concept of cityscape and cityscape management and takes a historical perspective on the development of cityscape management systems in Japan, focusing on how the recognition of landscape/cityscape management has emerged and expanded to include the establishment of a cityscape management system at the national level. In addition, several relevant systems used by the Japanese national government in the city planning fields that have affected cityscape management activities, as well as the cityscape management systems themselves, are included in this

review.

Then, Chapter Three analyzes the identity of cityscapes of the Tōkyō Metropolitan City extracted from its original natural environment and historical development process, and the development process of cityscape management of the Tokyo Metropolitan Government from a historical perspective, reaching from its introduction to the present implementing status, by taking a closer look at the latest cityscape management system, Cityscape Planning of the TMG. Aiming to create a metropolitan cityscape for the international city Tokyo as well as to preserve the legacy of historically important cityscape from the Edo Period, Cityscape Planning of the TMG emphasizes consistency and cooperation among the wards, cities, and towns of Tōkyō and also between the TMG and those lower local authorities, having the most direct and/or indirect effect on the local ordinances and plans for cityscape management of each ward in Tōkyō. Creating such an overall and comprehensive cityscape management system in a city at the national level or prefectural level turned to be indispensable, and its implementation has been successfully carried out, but a definite ceiling in en bloc management of the giant metropolis Tokyo was identified because of the thousands of cityscapes in the area, differing according to the topography, history, and human activity. To cope with the deficiencies of those overall cityscape management systems, the special 23 wards have established management systems and implemented them in their own ways, which is discussed in detail in the next part.

Based on this background of the development of upper cityscape management policy and planning systems, Part Three investigates the development of the cityscape management system at the local level to understand how substantially the national-level systems are reflected and implemented in sub-level systems by examining the 23 special wards of the TMG, divided into three main chapters:

Chapter Four looks at the present cityscape characteristics of each ward drawn from its formation process as well as the original landscape to clarify the origin of the cityscape identity of each ward by analyzing how it has changed and what kind of identity has been created and by focusing on three main factors that comprise the cityscape of the 23 wards: geographical features, historical development, and land-use patterns since the Edo Period. The cityscapes of each of the 23 wards have evolved from various prototypes in various ways, and each of them has been incorporated into the present Tōkyō Metropolitan City at different points in time, which had a significant influence on the original cityscape in each ward, with city planning-related projects implemented by the

local government and/or private developments, both of which were intensified by the unpredictable needs of the capital Tōkyō. With different origins and different development processes, the 23 wards have created various kinds of cityscapes.

This work then moves on the classification process of cityscape management systems of the 23 wards according to the mainly-used method that has been implemented based on the historical background and circumstances of each ward as reviewed in the previous chapter, focusing on how the recognition of cityscape management has emerged and expanded to include the establishment of a cityscape management system at the local level, so as to elucidate the differences between wards and evaluate the appropriateness of each system; the 23 wards are first divided into two groups. One group consists of eight wards implementing cityscape management systems on a legal basis of their own, such as a cityscape ordinance, cityscape plans and guidelines, or a preliminary notification system concerning only the ward's own cityscape, which were introduced independently of those of the upper organization, Tokyo Metropolitan Government. The other group consists of the remaining fifteen wards controlling cityscapes under the urban planning systems of their own or adopting Tokyo's cityscape ordinances or cityscape planning as a legal basis. These fifteen wards in the latter group are re-classified into smaller groups according to their principal means of cityscape management.

Chapter Five scrutinizes the eight wards implementing cityscape management systems based on their own legal management tools such as Bunkyo ward, Chiyoda ward, Kita ward, Koto ward, Setagaya ward, Taito ward, and Toshima ward, concerning the introduction time of the cityscape management systems including the cityscape ordinance and its background, and the implementation circumstance of each management tool including the method of area division, the range of objects being managed, and the kinds of objects that require notification to the ward office. Categorized into three groups, legal systems such as cityscape ordinances and cityscape planning, devices for implementing or supporting those legal systems such as a pre-notification system or pre-counseling on new building development, and tools related to publicity activities and the encouragement of citizen participation, cityscape management systems of each of the eight wards are analyzed individually, at which point a further look is taken at the deficiencies or difficulties encountered in implementing the cityscape management systems, through interviews with the officials in charge of each ward. While implementing cityscape management systems based on similar principles and methods, the 8 wards, with their own cityscape ordinances and planning systems, have developed the basic tools in

their own ways from the number of cityscape management tools to the primarily used methods of managing the cityscape.

Lastly, Chapter Six analyzes 15 wards with indirect cityscape management systems, first categorizing them into five groups, which are the wards managing the cityscape through the District Planning, the wards managing the cityscape through the active participation of citizens, the wards managing the cityscape using mixed methods, the wards managing only the limited district's cityscape, and the wards without any special systems for managing the cityscape. Each group is investigated through pertinent materials and in-depth interviews with officials in charge, focusing on the main cityscape management tools and the contents and details of the coverage of each tool and examining with what system and how the ward manages the cityscape by which department of the ward, citizens' interest and participation and any educational activities to attract people's attention to cityscape management and involve them in the process, other relevant notable particulars, and deficiencies and solutions. These fifteen wards have implemented far fewer cityscape management tools using the word 'cityscape' in their title than the wards with exclusive cityscape management systems reviewed in Chapter Five, and the specifics of each ward varied; not only were wards giving low priority to cityscape management, but also wards were actively utilizing other tools in managing their cityscapes in practice, even some that did not realize that those activities could be considered formal and official "cityscape management."

Chapter Seven concludes by summarizing the findings of this study and by giving suggestions for implementing favorable cityscape management for local cities considering the introduction or revision of their own cityscape management system in the near future. It is certain that citizens' awareness of cityscape management plays an important role in cityscape management with or without a formal system, and thus the significance of educational activities about cityscape management can never be overstressed. Consequently, the most ideal cityscape management system, in terms of its feasibility as implemented by both the executor - the ward - and citizens directly concerned with their surrounding cityscape, was found in wards where the ward and its citizens were both greatly concerned about the surrounding cityscape and the management of its identity, and therefore cooperated with each other, thus facilitating the realization of an effective cityscape management system.