

# ความสำคัญของการตระหนักถึงผลประโยชน์รายบุคคลในการวางแผนพัฒนาเมือง: กรณีศึกษาเมืองเกียวโต ประเทศญี่ปุ่น

## A Study of the Importance of Personal Interests Concerning on Urban Planning: Case Studies in Kyoto City, Japan

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### Abstract

In the conservation work or urban development terms, the most complicated process is to balance and distinguish personal requirements into group of interests or circulate public of interests for each individual. In Japan, the successful community participation process of “Machizukuri” or “Town making” has been widely accepted because of its activation of community planning achievement, especially in Kyoto. According to “Machizukuri” which refers to a collaboration of communities, Kyoto city and the business operators have followed the principle of the benefit of equivalence between peaceful living of local people and the appropriate income of business. The collaboration has kept Kyoto as a charming city where a diversity of historical image in an early era of Japan and the technological convenient facilities of the city are combined. For these reasons, the objective of this study aims to understand and expose the inner significance of Machizukuri, in order to integrate or generate several interests in the operation of community’s plan. This research has been reviewed and compared through the urban planning activities. The case-studies are separated into the tourist scenery area, living area and economic area within the three historical characteristic areas including Icinenzaka-Ninenzaka, Anekoji Dori and Pontocho. The results have shown the repetitive successful activities that mainly focus on personal interests, which gradually generate the meaningful consequences for the community’s future images. Thus, it is crucial to consider about personal benefits and it needs a greater attention from its community or sustainable urban development planning.

### Keywords

Community Control System

Personal Interest

Public Interest

Community Participatory Method

## บทคัดย่อ

การผสมผสานประโยชน์ถือเป็นเรื่องสำคัญในการวางแผนพัฒนาเมือง เมื่อประโยชน์สาธารณะและความต้องการรายบุคคลสามารถหลอมรวมให้เป็นอันหนึ่งอันเดียวกัน ย่อมนำไปสู่ประสิทธิภาพและความสำเร็จของการพัฒนาเมืองสำหรับประเทศที่ได้รับการยอมรับอย่างยิ่ง เช่นประเทศญี่ปุ่น การพัฒนาที่ตั้งอยู่บนแนวทางการมีส่วนร่วมระหว่างภาครัฐ เอกชน และประชาชนในชุมชน ที่เรียกว่า “มาจิซึกุริ” ทำให้เมืองหลวงเก่าเช่นเมืองเกียวโต สามารถที่จะรักษาสมดุลของการอนุรักษ์บรรยากาศเมืองเก่าที่มีอายุนับพันปีจากยุคเอโดะ สู่การพัฒนาแบบเมืองยุคใหม่พร้อมสิ่งอำนวยความสะดวกในการดำรงชีวิต เกิดเป็นเอกลักษณ์ของเมืองที่ดึงดูดผู้คนจากทั่วโลก โดยการศึกษาวิถีอุปสรรคหลักเพื่อทำความเข้าใจในข้อถกเถียงของกระบวนการพัฒนาเมือง หรือ “มาจิซึกุริ” ในการบูรณาการความหลากหลายทางความคิดและเป้าหมายสู่เป้าหมายร่วมกันในการจัดทำและดำเนินการตามแผนพัฒนาชุมชน จากการศึกษาทั้งเอกสาร และการสำรวจในพื้นที่ 3 แห่งที่มีลักษณะที่แตกต่างกัน ได้แก่ ย่านการท่องเที่ยวชุมชนเก่าบริเวณอิจิเนนซากะและนิเนนซากะ ย่านการค้าปอนโตโจะ และย่านที่อยู่อาศัยเก่าใจกลางเมืองเกียวโตบริเวณถนนอะนะโกจิ แล้วนำมาเปรียบเทียบกันพบว่า การสนับสนุนให้ชุมชนสามารถสร้างกฎเกณฑ์ที่เหมาะสม เพื่อควบคุมการพัฒนาในพื้นที่เป้าหมายเฉพาะแห่ง เป็นสิ่งจำเป็นควบคู่กับการควบคุมด้วยระบบกฎหมาย การกระตุ้นให้คนในชุมชนมีความรู้สึกร่วมในสิ่งเดียวกันด้วยกิจกรรมที่หลากหลายและต่อเนื่องยาวนาน ส่งเสริมการมีส่วนร่วมของคนในชุมชนในการกำหนดข้อตกลงที่ตระหนักถึงลักษณะร่วมที่มาจากความต้องการเฉพาะของบุคคล ซึ่งนั่นคือประเด็นหลักที่ทำให้เป้าหมายเชิงสาธารณะประสบความสำเร็จ

## คำสำคัญ

ระบบควบคุมในชุมชน

ประโยชน์ส่วนบุคคล

ประโยชน์สาธารณะ

วิธีการมีส่วนร่วมในชุมชน

## 1. Introduction

In the conservation work or urban development terms, the success of goals achievement has come from the complicated process in balancing numerous requirements from its stakeholders. Certainly, stakeholders are groups of people contained a variety of personal, groups and organizational interests. Therefore, the methods to distinguish the personal requirements into group of interests or circulate public of interests for each individual, is motivated by a public participation. In Japan, the successful community participation process of “Machizukuri” or “Town making” has been widely accepted because of its activation of community planning achievement, especially in Kyoto; the old capital city.

“Machizukuri” consists of 2 words “Machi” (まち) that means “town” and “Zukuri” (づくり) comes from the word “Tsukuru” (作る) that means “making” (Watanabe, 2009). However, the process, methods or tools that used for “Machizukuri” or “town making” are not specific. They have been adapted according to the reasonable factors follow the specific conditions in each area. Even though there are various approaches of Machizukuri, the aim of actuation gathered individual benefits and public utilities looks similar to diversify types of communities. Several individual benefits and mutual benefits may obviously result together. Following the methods and the tools of Machizukuri that used for Japanese communities planning, has effectively resulted in different ways depending on a type of each community.

According to the “Machizukuri”, Kyoto city makes a collaboration in community development through the specific communities themselves and the business operators (Kyoto City, n.d.-a). They are following their actuation on community conservation and development on the principle of the benefit of equivalence between peaceful living of local people and the appropriate income of business. Therefore, Kyoto as an old city from the ancient Japan has been

preserved as a charming city where a diversity of historical image in an early era and the technological convenient facilities of the city are combined.

By those reasons, this study aims to essentially focus on the comprehensive significant conditions of generating the individual benefits altogether with the public utilities, not only to understand Machizukuri method and its results.

### 1.1 General Background of Study

It is known that Japan is a country that has been successfully developed themselves by balancing the utilization of high technology in their living and the unique characteristic of heritage conservation. Those characters have become the principle of development that makes the cities in Japan merge to its urban atmosphere. However, it is not only the enforcement of formal regulations that has been designated by the government, but also the local authorities and the participation of their citizens that are considered as crucial factors to collaborate the process of town or community making (Kyoto City, 2007).

For conservation or urban renewal under “Machizukuri”, the attractive characters have been protected, developed and redesigned (Kyoto City, n.d.-a) with related perception of whole atmosphere of the area. Especially in Kyoto; the old thousand-year capital city of Japan was inscribed in 1994 as Unesco World Heritage Site of the Historic Monuments of Ancient Kyoto (Kyoto, Uji and Otsu Cities) with its property area of 1,056 ha. and 3,579 ha. of buffer zone (Centre, n.d.-a).

Kyoto produced the new policy of city’s planning in 2007 that is the revision of some ordinances to improve the cityscape under the cooperation projects. According to the new landscape policy composes of the 5 main elements; 1) building height, 2) design of buildings, 3) surrounding scenery and landscape, 4) outdoor advertisements and, 5) historical streets with support system have been

established (Kyoto City, 2007). The successful operation has made Kyoto as 1 of 23 recognition best practices in world heritage management under the framework of the 40th anniversary of the World Heritage Convention in 2012 (Centre, n.d.-b).

The main landscape policy has acted as a framework of understanding. However, the Kyoto design standard is consisted of common standards and regional specific standards for the operation (Kyoto City, 2007). The specific standards are the focuses of this study. They are community control systems that also contained of agreements, declarations and specific character of town rules. The method of regulations has been recreated through concrete collaboration of regional landscape council (Kyoto city organization), specific town planning association (Community council or committee), citizens, business operators and some other collaborators such as educators or experts. The collaboration from the differential social sectors can be integrated and balanced several individual benefits to be mutual benefits. The mutual benefit which refer to the public benefits can be transmitted the outstanding value of city to future generations (Kyoto city, n.d.-a).

### **1.2 Objective of Study**

Whenever considering of urbanization, the conservation and development terms must have been working together, they cannot be separated. The only thing that leads to different goals of urban conservation or development depends on the degree of attention of urban history based on its current appearance which impacts to the visions and goals of urban and community conservation and development. Though out the mutual goals that have been designated, there are many factors that could become the key success due to the adjustment of possibility methods and process which are implemented in the area. The suitable adjustment of operation methods in term of “Zukuri” that is flexible and adjustable depends on

its community characters that shown in each particular area of Kyoto City where most of them are located in the historical site.

Consequently, the core question that conveys this study is “How does Kyoto city generate their public goals from personal interests or harmonized personal interests?” It brought to be an objective of this study that aims to understand and expose the inner significance of Machizukuri to integrate or generate several interests in the operation of community’s plan.

In addition to specifying the characters of each case study, the consideration used in this study is divided into two parts, which include the conservation as a major consideration and the development is a minor consideration. Both of them are the subset of urbanization.

### **1.3 Specific Area of Study**

Kyoto City has been operating the regional landscape management council system in the nine specific communities. Eight of them have individual characters of historical community by their appearance. This system allows those communities to set their own community committee and some additional control guideline towards the building development and renovation such as the specific agreement of building control, living declaration or specific rules of spatial development followed the Kyoto Landscape Policy 2017. These 9 areas are parts of an operating system creation consisting of: 1) The Shutoku Landscape Creation Association, 2) The Pontocho Machizukuri Association, 3) The Nishinomachi Machizukuri Association, 4) The Ichinenzaka-ninenzaka Old City Burning Association, 5) The Katsurazaka Landscape Town Planning Committee, 6) The Anekoji Dori Neighbourhood Community Development Council, 7) The Meirin Self Government Union, 8) The Ninna-ji Temple Town Machizukuri Association and 9) The Kyo’s Sanjo Town Development Council (Kyoto City, n.d.-b).

However, there is a characteristic criteria to select the specific areas, which includes of: 1) Property differences such as living area, scenic historical tourism area and commercial area or others, 2) Clear information of the specific control system such as agreement, declaration or town rules and the detail of development process, 3) Suitable size of survey field, 4) Apparent characters and easy to identify and 5) the other important or specific characteristics as shown in Table 1.

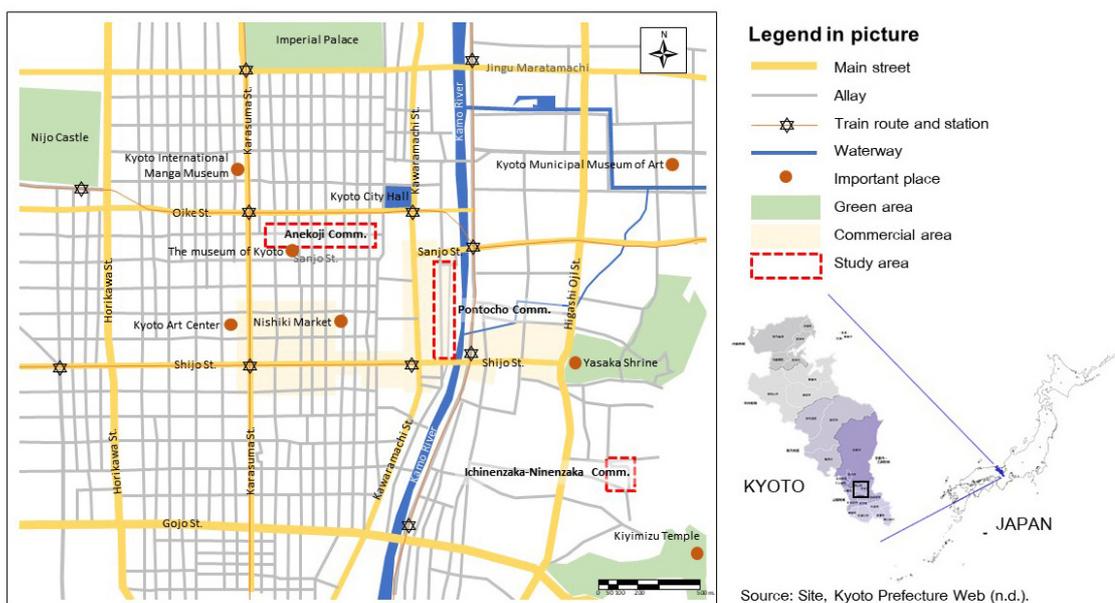
After the consideration, there are 3 communities as shown selected as study areas (Figure 1) and 1 community; the Katsurazaka new town selected to be a guideline of system checklist. The selected case studies consist of:

- 1) Ichinenzaka-Ninenzaka; a scenic historical town of tourist destination.
- 2) Anekoji Dori; a historical calm-living area in central Kyoto. And,
- 3) Pontocho; a commercial area that has various charming Japanese restaurants and teahouses, where operate in the traditional old wooden town houses.

**Table 1.** Study areas selection.

	Type of areas	Clear information	Size of area	Specific identity	Special condition
<b>Shutoku</b>	Living		Area (L)	Mix	
<b>Pontocho</b>	Commercial	●	street	Machiya town	
<b>Nishinomachi</b>	Commercial		Area	Machiya town	
<b>Ichinenzaka-Ninenzaka</b>	Tourist destination	●	Streets	Machiya town	
<b>Katsurazaka</b>	New development	●	Area (XL)	New town	Seriously control
<b>Anekoji</b>	Living	●	street	Mix	Original of building control system
<b>Meirin</b>	Living and commercial		Area (L)	Mix	
<b>Ninna-Ji</b>	Living		Area	Historical town	
<b>Kyo's Sanjo</b>	Commercial		Area	Mix	

Source: By survey.



**Figure 1.** The location of study areas

## 2. Methodology

There are many researches and discussions about the Machizukuri process and output. Nevertheless, it seems that, there are only a few motivating factors of the successful urban planning or community development to use in the procedure. The comparison of case studies is required possible activities to compare and generate the clear perception of Machizukuri. Thus, the method of this part was set as follows;

### 2.1 Hypothesis and Study Framework

According to the urban control system of Kyoto city that tries to apply the citizen's opinions into a process of building construction proposal, there are some individual efforts that lead to a public concern. The public interest and individual interest must be concurrently related to a level of development because the individual matter becomes public when they are all together (Figure 2). It is the hypothesis of this study.

Follow the hypothesis, both participation systems of the common procedure and the specific procedure (Kyoto City, 2007) have been analysed to understand the conditions probably motivate personal and public interest. The relationship between the collective character of community participation and the specific method in each singular case is the core attention. Moreover, the potential discovery through the community development process in the past and the current appearance characters that are resulted from the procedure also mention in this study.

Moreover, as figure 3, the points of study are included of the building agreement, the community declaration and the town rules, which are operated under the community control system in the specific communities of Kyoto. The building agreement and the community declaration consist of the building and the advertisement codes, which match to each characteristic area to control the specific and the collective appearances. The town rules consist of

more descriptions than the building agreement and the community declaration. Meanwhile, the community rules of living consist of the street activities, the behavior of building usage, the garbage management, the annoyance control and others.

However, all of the control systems have been accepted by Kyoto City to follow as the area specific standard that obtained from the community participation and it has become the laws of building construction.

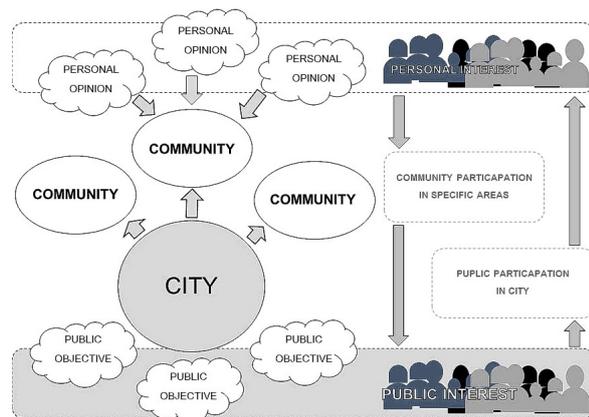


Figure 2. Hypothesis of study

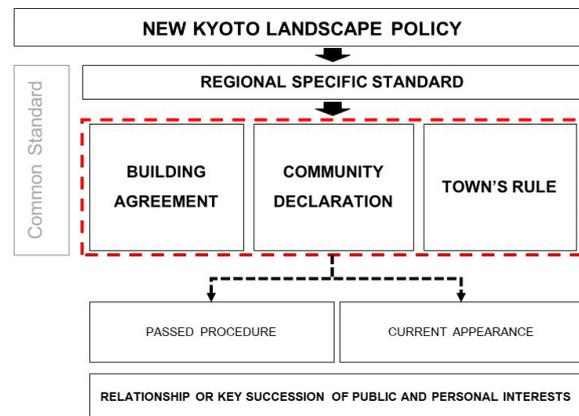


Figure 3. Study framework

### 2.2 Study Process

According the framework focusing on the previous procedure and the current appearance caused by the procedure or the control system, the characteristic of relationship between the public and the individual interest or the relationship of the procedure and its results have been explored through 3 parts of the study process. According to Fig.4 shows the procedures of data reviewing, data collecting and data analysis as follows:

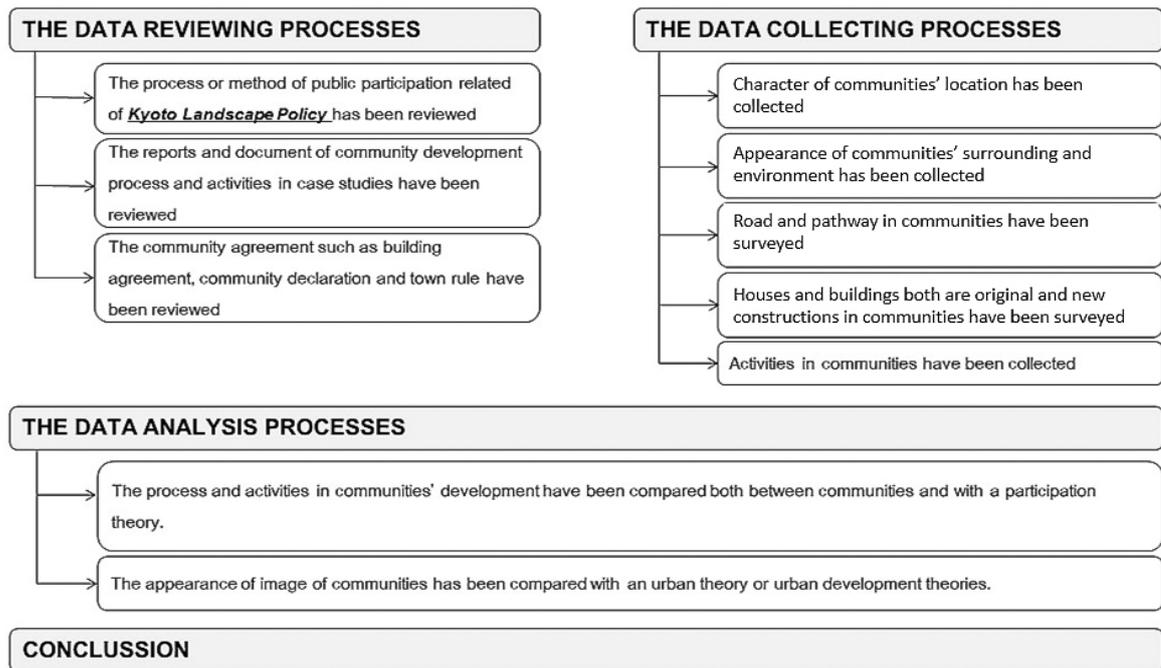


Figure 4. Study processes

As figure 4, data reviewing is the first step of this study. All accessibility data related to the participation framework designated in Kyoto Landscape Policy and the operation of community development had been illustrated. Because the community development generally takes continually long duration. Therefore, the history of its appearance will encourage to find the specific focus point both in the specific succession process and in the community area characteristic. The reviewing aims to explore the significant point of development process that generates the link between the personal requirement and the public benefits. However, the outputs of procedure are the control systems that contain many characters of regulation which must have been reviewed also.

Data collecting process is about tangible characters in the current community. It aims to focus on the specific outputs that have been obviously found in the spatial properties, which include of the settlement, the surrounding and environment, the road and the pathway, the original houses and the new buildings. However, the urban activities both indoor and outdoor can be accessible and collected. In

addition, the touch of urban feeling and the atmosphere are an additive issue to explain the character of each result.

Then, all data will be clarified and classified by using data analysis system that is particularly designed for this study. After that, the data from the same group will be compared before the conclusion. However, the characters of each appearance are generally compared among themselves while others usually compare with the theories and the other studies.

### 2.3 Data Collecting and Tools

Through the previous procedure and the current appearance characteristic, there are 2 parts of data collecting method as follows;

*Part I: The previous processes study;*

The secondary data-based reviews of town development reports, community agreements, town rules and other relevant document are considered as an original document that can access through the Kyoto city database and the community's website. The description of development history, processes and activities consisting of the tools that used to

motivate the cooperation and collaboration within the community must be reviewed as well.

For the control system, the table of checklist was designed for data reviewing confirmation. The standard checklist has followed the characteristic of high controlling standard of new settlement of Katsurazaka area. However, the specific different characters of each community can be added after reviewing.

*Part II: The current appearance character;*

The appearance of community's characteristic that results from the community development processes has been collected. The pictures of community's characteristic of pathway, surrounding, settlement, houses and building within the agreement area have also been collected. The observation and the survey checklist are another method that helps people reach a better understanding. However, the community map is one of the most efficient tools, as the positions in the photo marks play distinctive evidence that helps us understand when we trace back to the community history through the pictures.

### **2.4 Data Analysis Method**

Because of a comparison-based study, all data are compared with other cases. According to the checklist table of agreement description shown in the analysis part of Table 3 which works as a data-collecting tool, has confirmed that it is a powerful method that makes a data analysis comparison is easy to understand.

## **3. Data and Analysis**

An analysis in this part consists of the regional planning of the new Kyoto landscape policy and the community landscape planning. However, only the participation method and the Machizukuri in community planning are included in this study. The other parts that contain with the various specific methods and the processes in planning are excluded.

### **3.1 The New Kyoto Landscape Policy**

The new Kyoto landscape policy consists of 2 parts of the design standard that controls the appearance of Kyoto city perspective. One of the systems is a common standard that act as a general building control system and the other is a regional specific standard that is a part of the community control systems consisting of the specific character which will be described further (Kyoto, n.d.-b). However, the building standard is not only emphasized on the building characters but also concerned about its urban and community surroundings.

For the common standard system, several zoning areas are designated with the character image of each zone. The whole area of Kyoto city is separated into the aesthetic district, aesthetic formation district and infrastructure improvement district with groups of sub-district areas such as the piedmont area, riverside area, mountain area, urban area, so forth (Kyoto City, n.d. p. 58). Additionally, the other control of outdoor advertisement areas is one of the efficiency tools (Kyoto City, n.d. p. 78).

### **3.2 Regional specific standard**

The regional specific standard is the main part of this study. It contains the community control system based on a system of the Kyoto regional landscape creation council which aims to promote the local aesthetic landscape by a managing system within target communities (Kyoto City, n.d.).

This system is a type of community participation occurred in the building activities, which is called "opinion exchange" that can be separated into 3 steps (Kyoto City, n.d.) as follows;

1<sup>st</sup> step: Opinion exchange process.

It is the first process when there is a requirement of any construction work such as new buildings, renovation, installation of signboard or changing floor plan of its building in the particular areas where the regional landscape planning or the specific standard of local landscape management is

operated. The building owner who requests for the construction work must propose their requirements to each community council or committee in order to further discuss about the details of the construction requirements.

2<sup>nd</sup> step: Discussion process.

There will be an opinion exchange arranged between the local landscape and town planning committee of each community. After that, the summary of discussion that includes of the content of opinion exchange must be reported to Kyoto city. At this stage, the owner must submit various application and notification forms.

3<sup>rd</sup> step: Landscape concern process

The ordinance of aesthetic area follows the Kyoto city urban landscape maintenance ordinance, the regulation of Kyoto city landscape Act, Kyoto city urban landscape improvement ordinance and the Kyoto city outdoor advertisement act must be taken into account when proceeding.

There are 9 areas of the specific community associations that responsible for the community control system. However, there are only 3 selected areas with the various main-activity of historical communities and different character of control system that are included in the analysis.

### 3.2.1 *Ichinenzaka-Ninenzaka Machizukuri area*

The area of Ichinenzaka-Ninenzaka Machizukuri is located in the south eastern of Kyoto city where the tourist destination of Kiyomizu Dera Temple is located nearby. This area is a traditional town where own the characteristic of an early era of Kyoto city. The traditional Kyoto houses which a specific style that has been called “Machiya” are the distinction of the area. The Machiya is wooden building which the shop function is built on the 1st floor and the residential area is on the 2nd floor. The Ichinenzaka-Ninenzaka area has shown the peaceful and the silent atmosphere of Kyoto. Therefore, to pass on this aesthetic charming character to their next generations,

the town planning was started approximately in 1985 with a study group consisting of the volunteer with the encouragement of Kyoto city (The Landscape Creation Committee, 2013).

As the boundary designation of the Ichinenzaka-Ninenzaka landscape improvement area, has brought this area under the control of the community control system and the other law of conservation district. Due to the control system, the community atmosphere must be followed by the specific declaration. It has been established in the area since 2009. The declaration has concerned on community appearance. That concern makes the building character, the specific character of stone pathway, the collective colours and the materials, as well as the advertising materials, colours and its size are controlled. (The Landscape Creation Committee, 2013).

The declaration components consist of 3 parts which are the details of outdoor advertisement, proceeding of traditional building character and proceeding of non-traditional character. Every construction activity such as renovation, reconstruction, repairing or new construction must comply with the declaration and other related laws (The Landscape Creation Committee, 2013). The sizes and colors of outdoor advertisement must follow the color guidelines that can be used in Ichinenzaka-Ninenzaka area as well. The traditional building, all Machiya buildings (Shop house) that had been built since the end of Edo period to Taisho period must be preserved. All activities of repairing and recreation must be complied with the conservation plan of traditional building. The surrounding of those houses was also combined with this particular designation with no exception for non-traditional houses. The appearance of non-traditional houses or new buildings that are located among or in the neighborhood area must be harmonized with the characteristic of traditional houses, in order to preserve Machiya’s atmosphere and image of Edo townscape in Kyoto city. As figure 5, styles, materials and colors standard must be conducted to preserve

the charming character of the area (The Landscape Creation Committee, 2013).

Hence, operating the community declarations and restriction of building characters and signage, must follow the community characters and residents who are local people, new comers and outsiders. The clarification of its spatial character and familiarity of places seems to request for more information. It must be declared to all users, especially new comers and outsiders. Accordingly, many activities of landscape guideline reviewing had been operated during May 2001 until October 2012 with 108 times. The information of community landscape planning has been communicated to the residents through the newsletters to designate the appropriate rules that suit for the district. Many local activities created the familiarity with the local landscape such as the “seasonal lantern basket” decorated along the street or the local character of the garbage baskets in Chinezaka and Ninenzaka streets. Also, those actuations have been set for the mutual understanding to operate the restriction of traditional preservation area.

### 3.2.2 Anekoji street community area

This area is located among the high-rise buildings of central Kyoto on both sides of Anekoji Street. It is considered as a peaceful area and a silent living environment. The harmony of traditional wooden houses, stores or traditional trading shops (Machiya) represents the charming characteristic that is tangible. Anekoji is one of the famous community development areas that possess the collaboration among the community committees, the community members and the business operators who own condominium enterprises within the area together with the encouragement of Kyoto city (Anekoji Community Development committee, 2015a). The operation of community development in Anekoji area started in 1995, during the important period of 45 meters high condominium development in Kyoto (Nowadays the height of building has been reduced to 31 meters follow the new Kyoto landscape policy in 2007 (Kyoto

City, n.d.-a). Since then, many activities of town development have been operated in the area. The utilization or activities on the roadside had changed according to the designation of road and pathway. The width of vehicle way was reduced from 3.80 meters to 3.00 meters and the 0.40 meters width of pathways were established on both sides (Figure 6). However, this type of road had been operated not only in Anekoji area, but also it had been expanded in other areas later (Anekoji Community Development committee, 2015a).



**Figure 5.** The appearance of buildings (Machiya) and outdoor advertising in Ichinezaka-Ninenzaka area



**Figure 6.** The road development in Anekoji area

Nevertheless, the specific characteristic of “Edo town rule” as figure 7 has been re-applied for the new rules of Anekoji community (Anekoji Community Development committee, 2015a). To follow the rule, the appearance of buildings such as the height has been limited at 18 meters. The convenient stores opened over 10 p.m. or the activities of mansion and other buildings with unacceptable platforms are restricted to protect the members of community from disturbance. Road utilization such as the bicycle parking, the goods or the signboards are not allowed to protrude into the pathways. Also, the appearance of outdoor advertisement, such as size and color, is under control. The colors and materials that harmonized to its original building are permitted to use in order to preserve the overall atmosphere as a peaceful and charming community (Anekoji Community Development committee, 2015b).



Figure 7. Character of Edo town rule (Cho-Shikimiku) that operated in Anekoji area

Anekoji development has received an award of the regional planning of Japan in 2002. However, the committee had been continuing the activities of community development until 2004, when the project of town environment improvement was started (Anekoji Community Development committee, 2015a). The project had finished in March 2014 with some subsidies from Kyoto city. There were 26 houses that had been reconstructed (Anekoji Community Development committee, 2014).

### 3.3.3 Pontocho area

Pontocho development area is located in the both side of Pontocho Street; between Kamogawa (Kamo River) and Takase River. Its boundary contains of 9 districts which include Ishiyacho, Hashishitacho, Zaimokumachi, Wakamatsucho, Shimikorikicho, Umeokicho, Matsumotocho, Nabeyacho and Kashiwayacho (Pontocho Town Development Committee, n.d.).

In the past, Pontocho was a scenic area where the Maiko walking was seen along the luxury district. The charming characteristic has passed through times of the development to the current image of the area where now is known as a famous food and drink district by the Kawayuka—the riverside deck in summer. On the side of Pontocho Street, the original styles of buildings are usually filled with crowns especially in the night time (Figure 8). It is an entertaining and relaxing place where many people

would like to experience. It is a unique and charming nightlife area of Kyoto (Pontocho Town Development Committee, n.d.-a).

It seemed that Pontocho town association was first formed in 1973, but it had been abolished in the same year. The second operation was reformed in 1997, 25 years later from the first operation. Unfortunately, it had been abolished again after 3 years of operation. In 2008 Kyoto city enforced the Kamogawa regulation and the new discussion of the future image of Pontocho was renewed once again in 2009. After the discussion, the “Pontocho town rule” was operated in 2010 with the article1: the stipulation of smoking on the street. It followed the new vision to promote the future image of tourist townscape and preserve the charming characteristic of Edo townscape area from the fire (Pontocho Town Development Committee, n.d.).



Figure 8. Character of Pontocho Town scape and Machiya

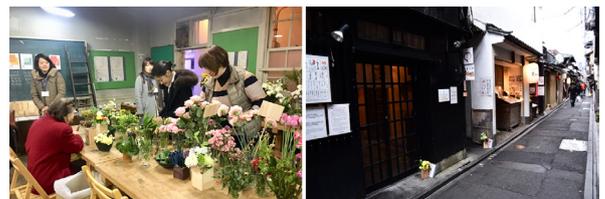


Figure 9. The Hanamachi activity

In 2012, the current Pontocho Machizukuri Association has been formed officially, and the gatherings have been continued for the new images of Kyo-Hanamachi (the flower district of Kyoto). New activities following the future image have been generated to both residents and tourists (Figure 9). Moreover, the Pontocho has published 4 articles of town rules as follows (Pontocho Town Development Committee, n.d.);

Article 1: Outdoor smoking,

Article 2: Outdoor advertisement items on the part that facing the Pontocho Street,

Article 3: Garbage disposal in Pontocho area, and

Article 4: Fire and disaster preventions.

#### 4. Discussion

The analysis is based on the principle of the public participation spectrum and the processes of Machizukuri in each case. The following dialogs show the analysis results through the 5 pillars of public participation level that contains the information, consultation, involving, collaboration and empowerment (IAP2 Southern Africa, n.d.). All processes and tools that can be discovered need to be gradually considered. However, the comparison and discussion of the development goals, the control system and its success or obstacles in each community will be partially discussed from the perception between its objectives and results that are the key success of community development.

#### 4.1 Comparison on Development Process

During the 1960s, the principle of modern procedure of urban development with the public participation process was first applied in Japan urban development (Issarathumnoon, 2006). The adaptation of matching Japanese characteristics is known as “Machizukuri” as it is in the present.

In fact, Machizukuri consists of the same characteristics as the methods of public participation. The difference is the activities used as specific tools for community participations to draw the public’s attention and reaction that started within small communities. In the case studies show the results of the fusion reaction of bottom up development under the framework of the city policy. However, Machizukuri is similar to a type of development process that gradually changes an individual mindset into a mutual mindset that generates the public interest for collaborating the control system.

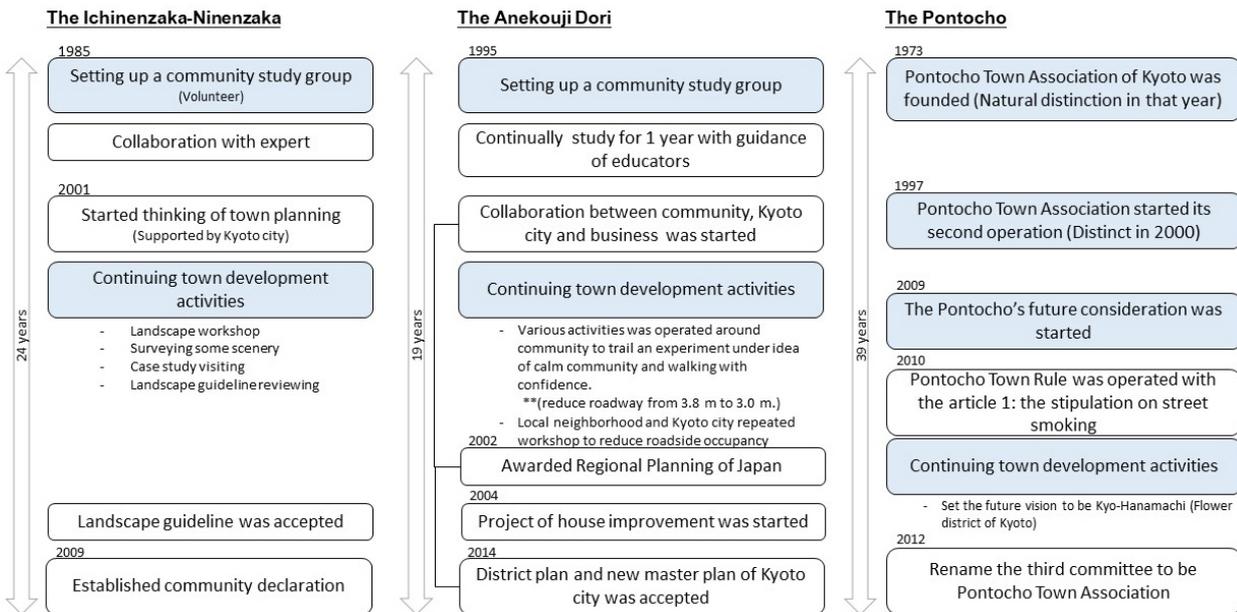


Figure 10. The Flowchart of development process in case studies area

As figure 10, under the Machizukuri, timing is not the key to success, but it is hardly to deny that it is significant. The process to summarize and generate development goals requires an explicit perception more than enforcement. Because it is the bottom-up system that contains of many parties in the society so, it is complicated to balance all requirements. According to the message in the Roger Schwarz & Association's website, a mutual mindset is formed by the common sense, but it is not easy to collect each single individual mindset (Roger Schwarz & Associates Inc., n.d.). Hence, timing and efficiency methods are required. However, not all specific areas will suit for specific methods and processes. For example, Ichinezaka-Ninezaka area started their operation with the survey, study and activities, Anekoji started their development with study, collaboration from internal and external community, and operate their pilot activities, or Pontocho had tried several times to set their operation group, discuss about their future, operate a pilot article and new activities. Those processes have been used to generate a mutual perception under the specific method of participation.

However, under the public participation theory, many tools have been implemented to create a mutual perception of development and other modifications

in the society. Because the elements of settlement contain of nature, human, shelter, society and network (Doxiadis, 1968), there will be an impact in case of even one element was changed. Therefore, networking is a tool to rebalance and keeps balancing all elements of settlement. Network is a kind of communication and participation. According to the theory, each level of public participation requires the different suitable tools as shown in the Table 2. However, it is only an operation guideline that many different methods can be adjusted to achieve the goals as the actuation in the case studies.

There are many activities that create the familiar interaction in community to obtain the objective. In this study, Anekoji community is the best practice. The community's activities started with lighting up the lamp provided by the Kyoto Shimbun (Kyoto newspaper) (Anekoji community development committee, 2015a). Then, other activities have been continued such as Anekoji illumination party that the lanterns are decorated on the both side of the street. Many street activities were founded to explore the feasibility of using the street more than transportation or vehicle way. These bring to reduce the width of roadways and add more pathways as described in 3.3.2 (Anekoji community development committee, 2015a).

**Table 2.** Public participation tools that used in case studies.

	procedure	Tool in public participation theory (1)	Tools that used in case studies (2)
<b>Exchange with citizens</b>	<b>Information</b>	Press release, Newsletter, Public display, news conference.	Press release, newsletter, Public display, Opinion exchange, Case study visiting, Street and community's activities.
	<b>Consultation</b>	Public comment, Focus group, Survey, Public meeting.	Focus group, Survey, Public meeting, Opinion exchange.
<b>Citizens' engagement</b>	<b>Involving</b>	Workshops, deliberate polling.	Workshop, group meeting, Street and community's activities, Opinion exchange.
	<b>Collaboration</b>	Citizen advisory committees, consensus building, Participatory decision making.	Machizukuri association or committee in specific area, public meeting, Street and community's activities, Opinion exchange.
	<b>Empowerment</b>	Citizen juries, ballots, delegate decision.	Specific system control, public meeting, Opinion exchange.

(1) IAP2 Public Participation Spectrum.

(2) Analyzed from the process of community development in Ichinezaka-Ninezaka, Anekoji and Pontocho.

In addition, not only in Anekoji area but also in Pontocho and Ichinenzaka-Ninenzaka areas that the operation of familiarity of the character of places has been actuated to create people's perception of their mutual mindset towards the community's characteristic. Activities bring people out and create the sense of delight from common interests, feelings, conversations, and events whether the location of activities have been rotated around the community (Anekoji community development committee, 2015a) or not. It is the first time that common interests have been taken place in the community. Even though, there is no documented evidence that specify the objective of the community and street activities, the actuation such as festivals will always create mutual feelings and charming perception as usual.

#### **4.2 Comparison on the Development goals, control system and outputs**

The development output is divided to 2 parts; the successfulness of creating the control system and the successfulness of control system implement to achieve the development goals.

##### *4.2.1 The successfulness of creating the control system*

It is not easy for Kyoto city to make an opinion exchange towards building proposal without the specific controller in specific areas. Through the extensive duration and various activities of community development, Kyoto city has achieved in the building agreement (Anekoji community development committee, 2015b) or other controls similar to the declaration (the Landscape creation committee, 2013) and town rule (Pontocho Town Development Committee, n.d.-a) in community areas. Those control systems consist of the control items, expectation and unexpected characters. As shown in Table 3, it is presenting the elements that should be operating for the goal's achievement in each area.

The successful implementation of control system has reflected from the current appearance of building character; styles, materials and colors of

each community area. The control system affects to the character of building, pathway and surrounding such as the appearance in Anekoji community as figure 6, and the disappearance of roadside ashtray in Pontocho after the association operated the article 1 of Pontocho town rule (Pontocho Town Development Committee, n.d.). This impact is also influenced on brand feature building because of every appearance of building and advertising materials. These have been shown by the reflections on size and color of signboards of Ichinenzaka-Ninenzaka area that must strictly follow the declaration guideline as figure 5 in the former explanation.

##### *4.2.2 The Successfulness of Development Goals*

It is known that Kyoto city has accomplished their urban development approach to be a preservation city. Since 1930, Kyoto city has never changed their vision (Kyoto City, 2007) even though they had to confront with the high number of condominium development in the 1990s (Anekoji community development committee, 2015a). On the other hand, it was a big challenge for a historical city like Kyoto to keep their charming beauty. However, it gave many opportunities to revise the development system that is why Kyoto had been chosen as the best practice city of the world heritage committee in conservation management.

The goals that Kyoto added into the specific area of landscape districts have been repeated by the regional landscape committees operated by the community's members. As shown in the case studies, the clear images of 3 dimensions perspective (Kyoto City, 2007) have been inherited by the aim of transferring their dignified living style to the next generations (Kyoto City, n.d.). And, they have been seen by the current appearance of each community comparing as Table 4.

According to the Table 4, it presents an extraordinary that succeeds in the development processes and the implement of control system in the specific areas. If the regulations were enforced by Kyoto city alone without the citizen's collaboration,

**Table 3.** Elements of control systems.

Control System Elements (1)	IN	AN	PN
<b>Criteria on site concerning</b>			
Lot size			
<b>Appearance of ground surface</b>			
Character of road or pathway	○	○	○
<b>Criteria on using, building position, form and design of buildings</b>			
- Building			
Building types have been allowed		○	
Building used has been allowed		○	○
Activities have been allowed or not	○	○	○
Floor numbers have been allowed		○	
Maximum height of building		○	
- Appearance of outer wall			
Materials	○	○	○
Colors	○	○	○
- Appearance of roof			
Shape of roof	○		
Materials	○		
Colors	○		
Signboard and advertisement			
Type of signboard and advertisement have been allowed	○	○	○
Size of signboard and advertisement have been allowed	○	○	○
Colors of signboard and advertisement have been allowed	○		
Place of installation or receding distance	○	○	○
Number of signboard and advertisement have been allowed per each	○		○
Concerned of drainage system			
Garbage disposal		○	
Concerning of fire and disaster		○	
Concerning of neighboring annoyance	○		

(1) Source: Analysis of Katsurazaka new town

IN: Ichinenzaka-Ninenzaka area

AN: Anekoji community

PN: Pontocho

the result would probably change into an unpredictable direction. However, the proper goals that match to each place are an efficient factor that influenced on the achievement. As Pontocho, it gives a sense of place where crowds could relax and experience some luxury or traditional Japanese style restaurants. To reform a new perception out of the tavern area (Pontocho Town Development Committee, n.d.), Pontocho implemented new activity of Hanamachi in 2015, the activity of flower pots decoration in town

(Figure 11). However, the word “Hanamachi” or the flower street was meant to the street of Maiko walking. The flower pot decoration is the new interpretation to insert the new perspective in the area. The new perception of luxury place of relaxing is the goal of Pontocho. Therefore, the Hanamachi will continually support the operation to achieve their goals of improving the landscape for tea houses and the traditional wooden houses; the Machiya in the area (Pontocho Town Development Committee, 2015).



Figure 11. The Hanamachi in Pontocho

In Ichinenzaka-Ninenzaka street, decoration of lanterns has been used as a tool to generate the mutual perception of a place through the beautiful atmosphere. According to my experience of several festivals in Kyoto, I can imply that the activities on street are a simple operation that fits to people's behavior and that is the reason why the communities have been encouraging to create a mutual mindset with this tool. Moreover, the success of festivals arrangement had brought people out and it helps achieving the development goals in the level of community and city. The lantern decoration is also operated in the Anekoji area. When the committee started to decorate the street with lantern, they hope

that, the lantern will give the people a new perfection of street usage in calm city. It brought the people out and many activities on the street were happened. The new perception of walking street has influenced the goal and operation of community plan which is obviously seen as the Table 4.

## 5. Conclusion

1) According to Kyoto Machizukuri urban planning goals identification, the community processes of several specific control systems act as small pieces of puzzle that would make the whole picture perfect.

2) Machizukuri is not about a method of "What?" or a process of "How?" The proper question to get a clear perception of Machizukuri is "Why?" It is because the term of Zukuri or the civil society method always depends on the social characteristic. Therefore, in every community that the unique characteristic is specified, it requires for the distinct tools to achieve its goals.

Table 4. The comparison on policy image designated in Kyoto Landscape Policy and the current appearance.

Area	Legends of Kyoto Landscape Policy's map		Current appearance in case studies area
	Descriptions	Image in the policy guide*	
The chinenzaka-Ninenzaka area	Aesthetic landscape district (Historical landscape preservation and improvement district)	 Historical heritage aesthetic landscape district	
The Anekoji area	Aesthetic landscape district (Historical heritage) (Community scenic betterment district)	 Historical city aesthetic landscape district	
The Pontocho	Aesthetic landscape district (Historical city and improvement district) (Pontocho Town Develop)	 (先斗町 通側イメージ)	

\* Source: Kyoto City Landscape Policy Forming Timeless and Radiant Kyoto Landscapes (September 2007~ )

3) Throughout this study, to operate the building agreement, the community declaration and the town's rule, the case studies' committees try to make a mutual understanding by creating the suitable activities. However, if the personal benefit did not perform as a part of public benefit, the community plan could not help them achieve its goals. On the other hand, a personal and public benefit can be generated through people's mutual mindset. Therefore, by the passed procedure and the current appearance show that, those activities are aimed to generate a new mutual perception of place that formed by the common sense suited the message of Roger Schwarz. That means, there is some effort to reform the public concerning by creating the same direction of personal interest through the civil society.

4) By the levels of participation throughout the theory, the civil society by community activities that have been selected to operate in specific area of Kyoto can achieve several levels of participation goals. A civil society formation that depends on their nature of society and cultural characteristic is found in the individuals, personal behaviors, experiences and historical transitions. These factors are the keys of consideration when applying the civil society methods to the community. It shows the importance of personal interests concerning on urban planning in Japan.

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