Integration of Transport and Land-use Planning in Japan: Relevant Findings from Europe

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(Presented in Mr. Güller’s absence by
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In the early post-war period in Japan:

- Car ownership was still at a very low level.

- Except in large cities and their suburbs, roads were not yet in a good state of repair.

- In contrast to the USA and Western Europe, the railways were the initial backbone of spatial development in metropolitan areas in post-war Japan.

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Source: Ministry of Transport
Tokyo Metropolitan Area Transport Network
Toyko Metropolitan Area 1960 and 1995:
Compact Urban Form along Railways

Densely populated areas (1960)  Densely populated areas (1995)
Settlement pattern in eastern Zurich
Metropolitan Area: 1950s to late 1990s
In clear contrast: Symbiosis of spatial development and public transport in Central and Eastern European Countries, until 1989.

Here: The example of the Grünau Settlement in Leipzig, Eastern Germany
However:

- Close link between land use and public transport development did not lead to sustainability;

- By the end of the 80s, large portions of the transport infrastructure in Eastern Europe were decrepit;

- Collapse of the planned economies led to declining public transport budgets; incomplete decentralisation of responsibility for urban transport to municipal governments;

  ⇒ maintenance of the transport infrastructure and rolling stock deteriorated even further;

- At the same time, the long-suppressed desire for individual driving in less densely populated residential areas was unleashed.

Result: urban sprawl in the CEECs is now in full bloom.
Key elements of land-use planning in Japan

Designation of city planning areas, by Prefecture Councils

**Senbiki** (drawing urban growth boundaries). Designed to prevent urban sprawl by dividing city planning areas into two parts: Urbanisation Promotion Areas (UPAs) and Urbanisation Control Areas (UCAs)

**Land readjustment.** First used primarily for agricultural land consolidation, yet soon put to the use of suburban expansion projects as well.

**Land-use plans,** in a more strategic form as master plans and in a mandatory form as zoning regulation.

**Land development permission**

**Plan of Public Facilities**

**Urban Development Projects**
Urbanization Promotion Area and Control Area
Land readjustment – “the mother of city planning” in Japan: A carrot and stick policy
Example of spatial planning approach in Europe:

(1) ABC-Policy of the Netherlands

The new National Spatial Strategy (Nota Ruimte) replaces the ABC policy by an integrated location policy that puts more weight on economic development opportunities. **International competitiveness** becomes a guiding principle for spatial development.
(2) Land-use control in Switzerland

1929: First cantonal law distinguishes agricultural land from buildable land;

1979: Federal Spatial Planning Act. Requires co-ordination among settlement, infrastructure and transport planning. Similarity to Japanese Senbiki system, but too long time frame;

1980s: Federal government requires each community to set aside a certain amount of farmland for feeding the population in the event of a crisis;

Recently: Creation of a “Super Ministry”, involving spatial planning, public transport policy, road development and protection of the environment.
A Japanese example: Tokyo

Yebisu Garden Palace after the rebuilding of the city 1994, in the area where a brewery once stood
A Japanese example: Osaka

Okawabata River City 21 before and after the start of construction
Reasons for urban reconversion in Japan:

- Under-used industrial sites, railway yards, harbour areas
- Socially and economically degraded areas
- Need for reshaping public space and improving life quality
  - Disaster prevention (earthquakes)
Reasons for urban reconversion in Europe:

- Re-use of abandoned production areas, a.o. coal mines (Ruhr Area)
- Re-use of previous industrial sites (Zurich), railway yards (Torino), Harbour areas (London Docklands)
- Improvement of socio-economically degraded areas (Ballymun Dublin)
- Upgrading of polluted river landscapes (Bilbao)
- Conversion of neglected natural sites (Olympic site Barcelona)
Other forms of new urban concentration: Airport Cities
The example of Amsterdam Schiphol
Regional bodies for urban development and transport problems

**Japan:**
Multifunctional Regional Associations or, in larger cities, mergers of local councils.

**Western Europe:**
Multifunctional Regional Associations in various forms, including:
- Communautés d’Agglomération in France
- Regional Associations in Germany
- London County Council > dissolved.

But mostly mono-functional regional bodies that are either involved in transport operations or spatial planning or location marketing.
Conclusions: Integration of Transport and Land-use Planning

- Spatial Planning: Continuing efforts to confine the development of settlements to limits set by policy;
- Public Transport: PPP to develop the surroundings of railway stations;
- Car restriction policies, supported by pricing measures (car parking, possibly also road pricing);
- Inner city development and re-urbanisation;
- Regionalisation of urban development policy;
- Country-wide regional policy aiming at concentrated decentralisation and high-quality public transport networks.
Conclusions: In Summary

- Vertical and horizontal coordination of policy-making;
- Public/private co-operation in land-use developments;
- Stakeholder and public participation in planning process.