

History of City Planning in the City of Yokohama

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1. Overview of the City of Yokohama

(1) Location/geographical features

Yokohama is located in eastern Kanagawa Prefecture at 139° 27' 53" to 139° 43' 31" East longitude and 35° 18' 45" to 35° 35' 34" North latitude. It faces Tokyo Bay to the east and the cities of Yamato, Fujisawa, and Machida (Tokyo) to the west. The city of Kawasaki lies to the north, and the cities of Kamakura, Zushi, and Yokosuka are to the south. Yokohama encompasses the largest area of all municipalities in the prefecture and is the prefectural capital.

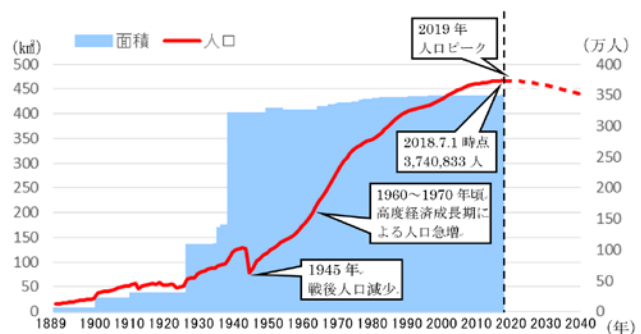
There are also rolling hills running north-south in the city's center. In the north is the southernmost end of Tama Hills, and in the south is the northernmost end of Miura Hills that extends to the Miura Peninsula. A flat tableland stretches east-west in the hills, while narrow terraces are partially formed along the rivers running through the tableland and hills. Furthermore, valley plains are found in the river areas and coastal lowland on the coastal areas. Reclaimed land has been constructed along the coast so that the shoreline is almost entirely modified into manmade topography.

(2) Municipal area/population trends

The municipality was formed in 1889 and established the City of Yokohama. Thereafter, the municipal area was expanded, a ward system enforced, and new wards created, resulting in the current 18 wards (administrative divisions) and an area of 435.43km². Although the population considerably declined after WWII, it increased by nearly 100,000 each year during the period of high economic growth. Today, the city has the largest population among municipalities in Japan, but the population is expected to decline after peaking in 2019.



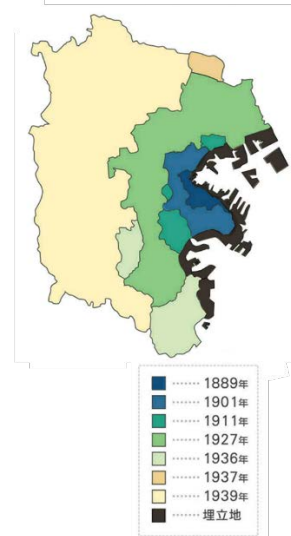
▲ Map of the Yokohama municipal area



▲ Population/area after enforcement of the municipal system

Table: Changes in the Yokohama municipal area

1889	The municipality was formed. Population: 116,193 ●Area: 5.40 km ²
1901	The first municipal area expansion ●Area: 24.80 km ²
1911	The second municipal area expansion ●Area: 36.71 km ²
1927	The third municipal area expansion ●Area: 133.88 km ² Foundation of the ward system (Tsurumi Ward, Kanagawa Ward, Naka Ward, Hodogaya Ward, Isogo Ward)
1936	The fourth municipal area expansion ●Area: 168.02 km ²
1937	The fifth municipal area expansion ●Area: 173.18 km ²
1939	The sixth municipal area expansion ●Area: 400.97 km ² Establishment of new wards (Kohoku Ward, Totsuka Ward)
1943	Establishment of new wards (Minato Ward)
1944	Establishment of new wards (Nishi Ward)
1948	Establishment of new wards (Kanazawa Ward)
1969	Establishment of new wards (Konan Ward, Asahi Ward, Midori Ward, Seya Ward)
1986	Establishment of new wards (Sakae Ward, Izumi Ward)
1994	Establishment of new wards (Aoba Ward, Tsuzuki Ward)



▲ Changes in the Yokohama municipal area

2. Port opening and development as a port city (up to 1917)

Prior to the port opening, Yokohama was a small fishing village of little more than 100 homes, but after the land reclamation of Yoshidashinden was implemented led by a merchant from Edo (old Tokyo) named Kanbei Yoshida, other new land was reclaimed for the present-day Yokohama Stadium, City Hall, and Yokohama Chinatown area. Initially, the bay was nearly all land. Thus, the majority of the area's foundation that has become Yokohama's city center was constructed in the Edo period. However, in the late Edo period the Yokohama townscape was formed by Kanagawa-juku, Hodogaya-juku, and Totsuka-juku, which served as post stations for the Tokaido highway. While nearly all areas were close to Edo, it was nothing more than a fishing village with poor product manufacturing capacity.

In 1853, black ships led by Commodore Perry arrived in Uraga. His return the next year in 1854 resulted in the Convention of Kanagawa. In addition, the US-Japan Treaty of Amity and Commerce concluded in 1858 and brought to a close 200-odd years of continued national isolationism by the Edo Bakufu government. In 1859, Yokohama was chosen as a site to open a port.



▲Drawing of Yokohama (1865)
Foreign settlement (left) and Japanese settlement (right)
(Source: YOKOHAMA City Planning, public document)



▲Kannai settlement and Yokohama Port 1872
(Source: Plan for Yokohama)

At the time of the port opening, Yokohama had been formed centering on an island of land connected to its surroundings by 4 bridges. The area enclosed by gateways (kanmon) built next to the bridges was called “Kannai,” and the area outside “Kangai.” The tax office (a government office equivalent to customs) was located in the center of Kannai where the prefectural office now stands. That served as the boundary with the south side designated for the foreign settlement and the north side for the Japanese settlement. Policy-driven emigration of merchants also took place.

From then on, Yokohama grew as a place of trading houses and trade centering on goods such as raw silk, tea, and marine products. The city accounted for approximately 80% of the country’s trade around the Meiji Restoration. As trade grew, requests were made from foreigners to improve and expand the settlement, including establishing self-government. As a result, in 1864 the 2nd Land Treaty (Memorandum for the Foreign Settlement at Yokohama) was concluded between the Bakufu and the UK, USA, France, and Netherlands. Moreover, the Great Fire of 1866 led to the 3rd Land Treaty (Convention of Improvement of Settlement of Yokohama including the Negishi Racetrack and the Foreign Cemetery) being concluded in the same year. Implementation of this treaty was passed on from the Bakufu to the Meiji government. Infrastructure was completed that included a Western-style park (present-day Yokohama Park), a large street with a 36-meter pedestrian-vehicle separation (present-day Nihon-Odori St.), and a fire protected building zone in the vicinity. This formed a framework for the Kannai District, which is currently central Yokohama.

Around 1884, the construction of a large, modern port became desirable as the number of oceangoing ships entering and leaving Yokohama Port increased and foreign trade grew.

Phase 1 of Yokohama Port Renovation began in 1889 and was completed in 1896, resulting in a complete renewal of the port and an area for anchoring ships that was comparable to Western ports. Though Phase 2 of construction began in 1899, the government decided to postpone it indefinitely because of financial difficulties caused by the Russo-Japanese War.

However, construction continued after the city stated it would bear the costs and petitioned the government to continue, and Phase 2 of construction finished in 1917. It featured Shinko Pier, which was said to be the greatest in the East at that time. After that, construction costs were undertaken by the city opening up a path to participate in port planning and raising questions about subsequent port development policies.

In regard to industry, land reclamation in Tsurumi from Namamugiura to Tsuruya-cho and waterfront areas in Kanagawa took place around 1900 starting with completion of Yokohama Dock in 1897, and the foundation for Keihin Industrial Area was formed.

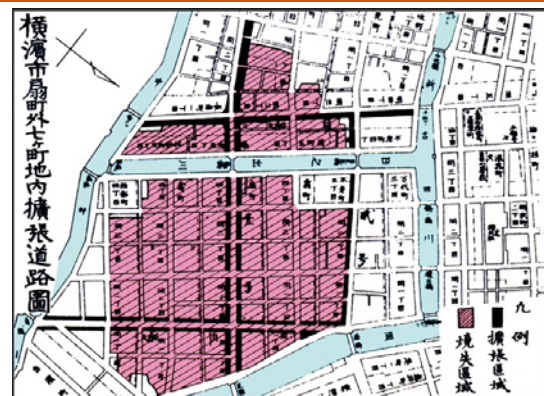
In 1889, the municipal system was established in Yokohama, and in 1903 the mayor announced “Future Facilities in Yokohama” as the basic policy for city formation. This encouraged port development and industrialization incentives and proposed “improvement of industrial infrastructure,” “infrastructure for living,” and “establishment of a committee for urban policy.” Based on this basic policy, designations were carried out for a “sanitation district” to attract homes/vacation residences and a “factory district,” which is the precursor to the present-day use districts system.

3. Earthquake/war damage & city reconstruction plan (1918–1950)

(1) From city renewal projects to city planning

The Tokyo City Renewal Ordinance, the first modern city planning legislation in Japan, was applied in Yokohama in 1918. Since areas such as Ogi-cho were scorched by a major fire on reclaimed land in 1919, from 1920 city renewal projects commenced that focused on widening streets in those burnt areas. Construction finished in 1922. This was the most systematic development project prior to application of the Old City Planning Act.

In addition, the Old City Planning Act was enacted in the same year as the fire that occurred on reclaimed land in 1919 since the City



▲Drawing of the Yokohama City Renewal Project (Source: City Planning Text)

Renewal Project concentrated mainly on streets, and that alone would be unable to handle the industrialization and urbanization that accompanied the rapid rise of post-WWI industrial capital. Therefore, the following year the city announced the General Plan for Construction of a Great Yokohama and established a basic policy for official city planning. Based on that plan, Yokohama designated city planning areas in 1921 and fire-protection districts in 1922.

(2) The Great Kanto Earthquake and reconstruction plan

A major earthquake of magnitude 7.9 struck the Kanto region on September 1, 1923. This earthquake and the fire that simultaneously occurred caused the most economic and material devastation since the port opening. The damage encompassed the entire city with 80% of the housing area burned and the better part of port facilities such as piers and warehouses destroyed. City functions were completely paralyzed.

The city proposed a reconstruction plan to the national government to recover from the earthquake, but the port facilities were considered to be outside the purview of the reconstruction project. Furthermore, the extension and widening of streets were minimized, and the land readjustment project was reduced down to its core. In addition, the reconstruction plan was divided between the national government and municipality with multiple implementing bodies, including various government ministries of jurisdiction, the Reconstruction Board, the prefecture, and the city. This created a lack of uniformity and efficiency.

When implementing the city's reconstruction plan, first the decision was made to construct Road 21 according to the Old City Planning Act. This plan for Road 21 was well suited for the Earthquake Reconstruction Project, and it was decided at the same time to implement the plan as a 6-year project starting in FY1923. The area targeted in the land readjustment project was divided into 13 districts with the execution of 6 districts carried out by the government's Reconstruction Board and 7 districts by the city. The project was completed in 1929. The old town districts remaining in the Kannai District were reorganized and the foundation for urban infrastructure development that continues today was completed. In addition, the city's first use districts for housing, commerce, and industry were determined in 1925.

Later, with the Earthquake Reconstruction Project nearly finished and the merging of 8 towns and villages including Tsurumi, in 1928 a city planning decision was made for 88 roads to establish a transportation system connecting Tokyo and Yokohama. These were comprised of 32 trunk roads (18m–26m width) and 56 auxiliary streets (11m–16m width). All together, 9 of those roads were put into operation.



▲Drawing of Land Readjustment Project, drawing of plan (left), current map (right)
(Source: Yokohama Special City Planning Land Readjustment Maps)

(3) Urban development under the wartime system

The Manchurian Incident began in 1931, and the Air Defense Law came into force as Japan was heading toward war. Alongside this, the City Planning Act was also revised in 1940. Air defense was added as an objective, and revisions restricted city planning for parks, green spaces, and open spaces. City planning in Yokohama also gradually became strongly colored by city planning for air defense, and Hodogaya green zone, Mitsuike green zone, and 10 scenic zones were designated as a part of emergency air defense facility development in 1941. Thereafter, similarly 15 parks including Honmoku and Tsunashima were developed as green zones for air defense. Even today, many of the air defense green zones designated by city planning in this period remain valuable green spaces within the city. Kanagawa Prefectural Hodogaya Park and Kanagawa Prefectural Mitsuike Park are typical examples.

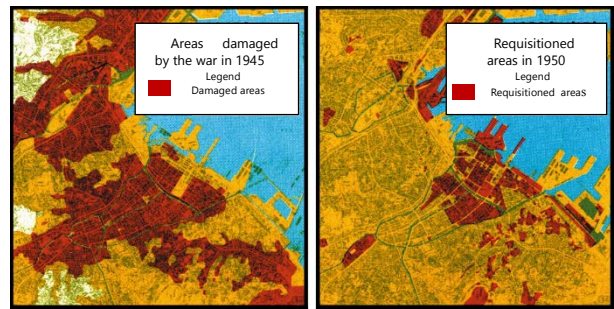
(4) Post-war Reconstruction Plan

During WWII, heavy air strikes on Keihin Industrial Area and the city, which possessed crucial ports, caused more damage than the earthquake. After losing the war, 42% of the city area was thoroughly scorched. The city had suffered catastrophic damage twice in the span of half a century. Furthermore, amid the chaos of war defeat, the city was subject to large-scale requisitions by the Occupation Forces. Yokohama accounted for 62% of the requisitioned area in Japan.

The center of the scorched area became a military base where barracks lined the streets. Ninety percent of the facilities in the port, which was a lifeline, were requisitioned, resulting in weakened distribution function and the loss of trading companies and financial institutions to other cities.

Based on the Basic Policy for War-Damage Reconstruction approved by the Cabinet in 1945, the Post-war Reconstruction Plan for Yokohama decided on roads that had been utilized during wartime as air-defense open spaces and a land readjustment project for approximately 2,070ha, and designated use districts. As for roads, a basic plan was drawn up that focused on fire prevention by enclosing the entire old city with a network of wide roads that could serve as a fire belt. Based on this, the city planning roads were scrapped and the decision was made in 1946 to construct 37 roads (120km extension; 25m–100m width). Changes and expansions had been made since the first designation of land use in 1925 due to growth of the municipal area, but because of unprecedented damage inflicted by the war, post-war reconstruction city planning areas were established and a new start made. The designated area in relation to the city planning area was only about 13%. Along with the advancement of transportation facilities, a post-war housing shortage led to the rapid development of suburbs.

However, the government considerably downsized projects due to post-war inflation, food scarcity, and lack of goods, which resulted in Yokohama's Post-war Reconstruction Plan being unavoidably reduced across the board. Specifically, a patchwork of planning was implemented for the requisitioned land in the city center and surrounding area, excluding the earthquake reconstruction area, and urban facilities able to bear later growth could not be created. Moreover, in contrast to the signs of economic recovery seen in Japan stemming from special procurements for the Korean War in 1950, in



▲(Source: History of City Development in the Port Town of Yokohama)

◆Column: Fire Protected Building Zones in the Kannai and Kangai Districts

While historic structures built in the Meiji and Taisho periods still remain in Yokohama, the city has suffered devastating damage from earthquakes and wars. Furthermore, the Kannai District in the city center was requisitioned by the U.S. Armed Forces after WWII, and reconstruction lagged behind other cities. The Plan for Fire Protected Building Zones was implemented based on the Act to Promote Fireproof Buildings enforced in 1952 when the requisitioned areas began to be steadily released.

Since it coincided with the period when the U.S. Armed Forces relinquished requisitioned areas, the project to create fire protected building zones was considered to be a reconstruction project and became the foundation for post-war reconstruction of the city center. Approximately half of the buildings constructed at that time no longer exist, but even today buildings that extend for a long stretch along roads, wall lines that maintain a specified height, and buildings with cut-off corners create an orderly urban landscape and form attractive scenery in some parts of the city.



In the 1960s, Yokohama was firmly linked to Tokyo due to Tokyo's population growth and rapid expansion into a large city as a result of high economic growth, and Yokohama's population continued to increase by approximately 100,000 each year. However, urban infrastructure was unable to handle the rapid population growth. Urban areas that lacked satisfactory city facilities grew in a disorderly fashion, and the living environment deteriorated due to a mix of residences and factories. It also became necessary to immediately create countermeasures for worsening urban issues, such as a succession of disasters that included landslides.

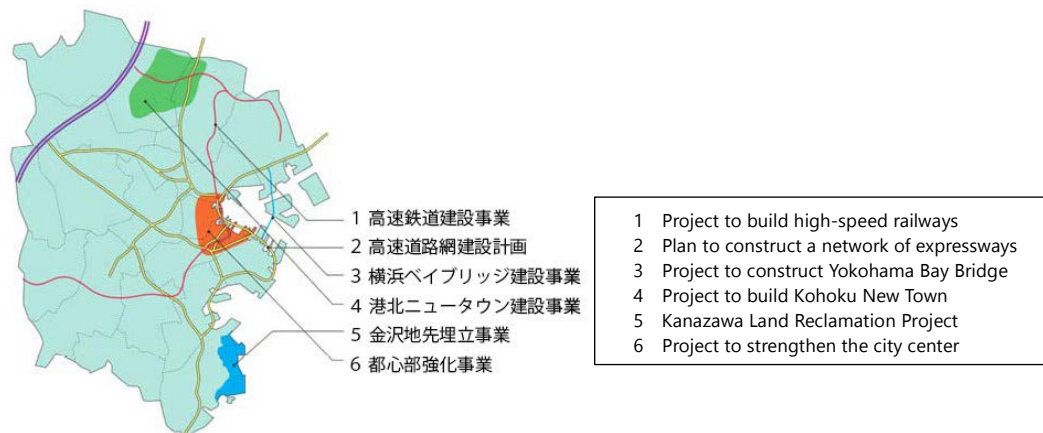
Facing this situation, Yokohama proclaimed resolving problems related to garbage, road traffic, environmental destruction, water resources, and land for public use a "War on Five Issues" and regarded them as key government matters. Also, the directionality of municipal administration switched focus from community development prioritizing the improvement of industrial infrastructure, such as industrial development, to bettering the residents' living environment. The two pillars were "municipal administration that values children" and "creating a city where everyone wants to live."

In particular, with the basic objective of "creating a city where everyone wants to live," the city aimed to boost the function and quality of Yokohama as a "port city," "industrial city," and "residential city." It also aspired to build an "international cultural city."

Furthermore, in 1965 the Yokohama International Port City General Construction Plan was established as a guideline for municipal administration. Amid this, as a "Concept for Future City Development in Yokohama," the mayor announced specific countermeasures to the five urgent issues, dubbed "Six Major Projects," that would be strategic projects for putting a future framework in place for Yokohama. Thereafter, as the Six Major Projects were moved forward in Yokohama, urban development was rolled out that centered on "projects" (city structure formation), "control" (land use regulation/guidance), and "urban design" (creation of urban spaces).

(2) Projects (city structure formation)

The Six Major Projects were composed of six endeavors to promote the core urban infrastructure development that was lagging. It became a general plan in which each project was entwined, and created the urban structure of Yokohama through reciprocal support and cooperation.



▲ City framework formation through promotion of the Six Major Projects
(Source: Revision of "URBAN DESIGN YOKOHAMA")

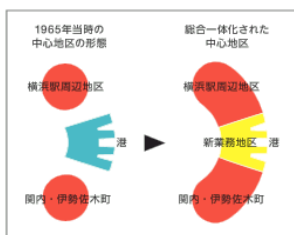
• Project to strengthen the city center

The city center was significantly burnt by war damage and requisitioned after the war by the U.S Armed Forces. Thus, no opportunities existed for systematic reconstruction and rebuilding. Also, since the Yokohama Station vicinity rapidly became a bustling area as a key railroad point that connected to the suburbs, the Yokohama Station area and Kannai/Isezakicho districts became polarized. In response to this delay in post-war reconstruction and polarization of the

city center, a project to strengthen the city center was implemented with the goal of creating a distinctive, self-sufficient city.

This project abolished or relocated functions including piers, shipyards, and industry, concentrated city functions in operations such as the city center waterfront (present-day Minato Mirai 21), and integrally linked Kannai/Isezakicho districts and Yokohama Station area with the aim of energizing industry and achieving composite urban development. In addition, based on the triple perspectives of strengthening the city foundation, creating a new city center, and building axis lines utilizing the sea and greenery, the project was moved forward by also introducing the standpoint of urban design, including forming attractive pedestrian spaces, utilizing historic assets, and achieving structural beauty for the city as a whole.

In addition, relocating the small and medium-sized factories scattered in the city center and its vicinity achieved efficiency of urban functions and led to the Kanazawa Land Reclamation Project that was conducted with the goal of securing an industrial park site.



▲Basic concept for the project to strengthen the city center (Source: Yokohama urban development)



▲Basic plan for the project to strengthen the city center (Source: Basic redevelopment plan)



▲Minato Mirai 21 zone (Source: Minato Mirai 21 Information, vol. 85)

• Kanazawa Land Reclamation Project

The primary purpose of this project was to create a site for relocating factories in the city center in association with the project to strengthen the city center. The site off of Kanazawa selected for the relocation is situated approximately 15km from the center of Yokohama and was the only remaining natural coast in the city. The offshore area of Kanazawa Ward was filled in to construct an industrial site, and a housing zone called Kanazawa Seaside Town was established for the people working at that site. To enable the worksite to be close to the workers' homes, the project planned for the development of an industrial site and a segmented housing zone in a green belt. Since the city's last natural coast was reclaimed, the project also built a manmade island (present-day Hakkei Island) and Umi no Koen Marine Park, a replacement beach. Furthermore, farmland in the area was developed as Shiba Seaside Farm, which has become a place for residents to experience farming.

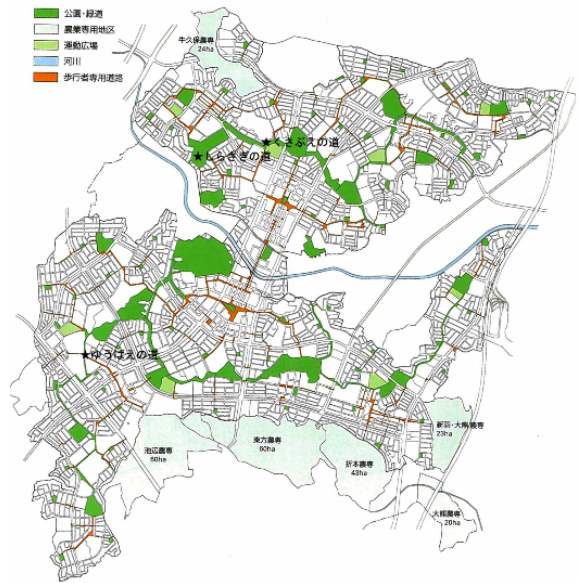


▲Reclaimed land in Kanazawa seen from above (Photo owned by Kanazawa Library, Yokohama City)

• Project to build Kohoku New Town

To address the societal issue of uncontrolled development in urban areas due to rapid population growth, community development utilizing an abundance of green rural areas was implemented over an approximately 2,530ha area straddling what at that time comprised Kohoku Ward and Midori Ward. This was based on the basic principles of "preventing uncontrolled development," "balancing city and farming," "community development with resident participation," and "multifunctional, composite community development." The area was segmented into zones such as "a zone for land

readjustment projects” (1,341ha) and “a farming zone.” An open space plan called the Green Matrix System (GMS) was also stipulated. Using green pathways in the zones as primary frameworks, this connected public green spaces such as parks/green spaces and pedestrian walkways, apartment houses, schools, and privately owned green spaces such as corporate sites, as well as established farming zones. GMS is a cornerstone of spatial configuration in the zones. In addition to this, endeavors in the zones were also planned such as 2 high-speed railways (municipal subways) with 6 stations and inter-regional trunk roads. This project brought more convenience to people’s lives, and together with farmland in the farming zone created a new town with plenty of greenery. It sought a composition of healthy, cultural living spheres and the ability to live comfortable lives. Even today, a high-quality living environment is maintained.



▲Green Matrix System

• Project to build high-speed railways

The railway network up until around 1960 radiated out from Yokohama Station, and many passengers were concentrated in Yokohama city center. On the other hand, the railroad did not reach many suburban areas, and the city undertook the construction of a municipal subway to resolve this situation. Around this time, the streetcars (trams) that had developed in the center of the Kannai area, the seaside industrial district from Tsurumi to Yokohama station, quickly declined due to the progression of motorization, and the municipal subway took on the character of a replacement means of transportation that accompanied the obsolescence of the streetcars.

At the time the Six Major Projects were announced, there were two lines planned; one measuring approximately 15.6km connecting Tsurumi, Tsunashima, and Eda, and another approximately 32km stretching from Tsunashima to Shin-Yokohama, Yokohama, Kamiooka, and Chogo. This project developed Route 1 (Shonandai to Kamiooka to Kannai), Route 3 (Kannai to Azamino), and Route 4 (Hiyoshi to Nakayama). The municipal subway became a new key means of transport for areas



▲Railway plan at the time the Six Major Projects were announced



▲Current municipal subways

where development had not moved forward, such as Kohoku New Town and Konan Ward/Totsuka Ward. Linking to the city center encouraged development in these areas. Moreover, establishing numerous transfer stations in the suburbs reduced congestion in central Yokohama and achieved diversification of routes for commuting to work and school, and contributed to balanced development in the municipal area.

• Plan to construct a network of expressways

Due to the progression of motorization throughout Japan, the amount of automobile traffic also quickly increased in Yokohama. Trunk roads were being steadily developed in central Tokyo and the central municipal area in Yokohama. In the latter, this included Tokyo-Nagoya Expressway in the west, Daisan-Keihin Road in the city center, and Yokohama-Haneda Airport Road (Kawasaki City border to vicinity of Higashi-Kanagawa, Kanagawa Ward) in the coastal area.

Amidst this backdrop, this project was implemented as a plan to construct a network of roads suitable to the motor age by ensuring connections to central Yokohama from trunk roads such as Tokyo-Nagoya Expressway and preventing the inflow into the city of freight traffic in the coastal area.

In keeping with the initial plan, 7 roads were developed to eliminate chronic road congestion in city areas where development was delayed, and promote smooth distribution from Yokohama Port and industrial sites. The project contributed to improving the urban environment and economic development.

In addition, since the section planned in this project for the Yokohama-Haneda Airport Road passed through the center of Kannai/Isezakicho, it was constructed as underground structure so as not to divide the town connection. The plan also took into account preservation of scenery and protecting the landscape.

Table: Content of plan to construct a network of expressways

Constructed Lines	Completed in	Project Executor (at that time)
Yokohama-Haneda Airport Line (vicinity of Higashikanagawa, Kanagawa Ward – Honmoku Pier, Naka Ward)	1983	Metropolitan Expressway Public Corporation
Mitsuzawa Line	1977	Metropolitan Expressway Public Corporation
Hodogaya Bypass	1974	Nation
Kariba Line	1989	Metropolitan Expressway Public Corporation
Bayshore Route	2001	Metropolitan Expressway Public Corporation
Yokohama-Yokosuka Road	2002	Japan Highway Public Corporation
Yokohama Bypass	1981	Japan Highway Public Corporation



▲Road plan at the time the Six Major Projects were announced

• Project to construct Yokohama Bay Bridge

Remarkable economic and trade development during the high economic growth period brought an increase in the amount of port cargo handled, and large piers such as Honmoku Pier and Daikoku Pier became filled with large-volume containers unloaded from huge ships and cars waiting for export, leading to a lack of port facilities and problems with ship and freight congestion. Also, because distribution between the piers primarily occurred over ordinary roads passing through central Yokohama, traffic jams became chronic, and the effort associated with this travel was a considerable burden for port businesses. In addition, trouble with the roads arose, such as oversized trucks and container trucks driving back and forth over ordinary roads in front of tourist spots such as Yamashita Park and Yokohama



▲Yokohama Bay Bridge

Chinatown.

Therefore, establishing new routes so that the enormous volume of traffic stemming from places such as Honmoku Pier could directly travel to Keihin Industrial Area and towards Tokyo without passing through the city center relieved traffic congestion in central Yokohama and promoted the construction of Yokohama Bay Bridge, which would become a new symbol of Yokohama.

Yokohama Bay Bridge is located at the mouth of Yokohama Bay. It is a two-tier, cable-stayed bridge that crosses Yokohama International Sea Lane and comprises part of Bayshore Route that connects Honmoku Pier and Daikoku Pier. It was planned and developed as a two-tier highway bridge with the upper road, Bayshore Route, serving as a road exclusively for cars, and the lower road an ordinary road, National Road 357. It is an important transportation highway that plays a role in port distribution.

(3) Control (land use regulation/guidance)

Around the time Yokohama publicly announced the Six Major Projects, a New City Planning Act was created in 1968 that included the establishment of a plan for land use in the city and expansion of city planning restrictions. It was enacted the following year and introduced matters such as area classifications, a use districts system of 8 classifications, and a development permit system.

• Area classifications

At the time, the city had a population of 2.24 million, and a wave of housing development caused by a concentration of industry and population in the city reached not only the hilly region, but also farmland and forests. This led to a disorderly expansion of the urban area, and uncontrolled development shaped the urban area without improvements in public facilities, such as roads and wastewater facilities, being able to keep pace. This was a problem, and the city put together a project team comprised of relevant departments and created city proposals for area classifications to eliminate these negative effects. To ensure more impartial, transparent city planning procedures, the Yokohama Basic City Planning Council (hereinafter referred to as "Council") was established, and in 1970 the Council was consulted about area classifications in regard to "how to approach establishing urbanization promotion areas and urbanization control districts." Later, the Council reported on the concept of area classifications, and city planning decisions were made in June of that same year. The approach to area classifications was to refuse permission for expansion of an urbanization promotion area where certain urban area development was not projected, even if future urbanization was believed appropriate. Instead, for the time being, development was to be implemented in stages as an urbanization control district, or preservation carried out as an urban green area (farming area, mountain forest, etc.). Thus, as a result of repeated discussions with relevant organizations and Kanagawa Prefecture to broadly and concretely designate urban control districts as much as possible, 75% of the municipal area was named urbanization promotion areas and 25% urban control districts. Incidentally, at this time the ratio of urban control districts to city planning areas in the major cities of the three major metropolitan areas was 5% for Tokyo, 12% for Kawasaki City, and 7% for Nagoya, which illustrates the volume of urban control districts that were designated by Yokohama.

• Districts or zones

To handle issues such as city center congestion due to population growth, development of commercial business operations, and changes in residents' awareness of environmental preservation, in keeping with the establishment



▲Map of Yokohama urbanization promotion areas and urbanization control districts (June 1970)

of the New City Planning Act a reassessment covering the entire municipal area was conducted in 1973 that further divided use districts from 4 types into 8. As a result of this further division enabling specific designations according to area circumstances and future visions, Yokohama designated as broad a range for category 1 exclusive residential districts as possible with the goal of curbing population growth and preventing congestion of the city center. In addition to designation of use districts, at the same time the city designated height control districts (maximum height control districts) to preserve the city space environment, and expanded scenic districts and fire prevention/quasi-fire prevention districts.

Of those, districts or zones worth mentioning are those adopting height control districts. In accordance with revisions to the Building Standards Act, the obligatory height restrictions on buildings that had existed to date were removed, and with the shift to the floor area ratio system, the city designated height control districts in use districts, excluding exclusive industrial districts, and continued restrictions on height to preserve environmental factors, such as sunlight and scenery.

Together with the designation of height control districts, a system unique to the city was created, called the Yokohama Environment Design System for Urban Areas. This system encourages formation of favorable urban area environments by relaxing the floor area ratio and height restrictions on buildings under the condition of comprehensive area contribution. It complements districts or zones, creates means for individual construction plans to concretely participate in urban development, and enables the outcomes to give back to residents.

Furthermore, in 1968 a housing land development guideline was created as an initiative unique to the city. This guideline addressed development activity that exceeds a certain scale amid rapid population growth and stipulated that developers would be partially responsible for securing means of transport, such as buses, and maintenance of public facilities/facilities for public benefits, such as parks and sewerage, which become necessary due to development. It also achieved a degree of success in attracting favorable housing land development by seeking compensation for land for public benefit.

◆ Column: The state of urban area development

The city conducted urban area development to cope with earthquake/war damage reconstruction projects and population growth in the 1960s, but the role of the land readjustment project was significant. The current area of zones with completed projects is approx. 6,913ha, or about 21% of the urbanization promotion areas (as of 2017, except the Earthquake Reconstruction Project).

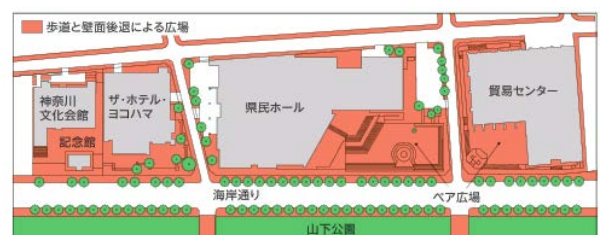


- Land readjustment project area
- Urbanization promotion areas
- Urbanization control district

▲ Map of the state of land readjustment project

(4) Urban design (creation of urban spaces)

The city coped with various city issues during the period of high economic growth in the early 1970s when designations included new use districts, and the principle of urban design was established as a strategy that sought creation of a self-sufficient city. Citing the aim of “creating a city where everyone wants to live,” Yokohama combined values such as functionality, economic efficiency, and aesthetic values/human values in city development, and shaped an urban space that leveraged the character and attractions of communities. As an example from the early period, when developing Yamashita Koen-dori St. area, the city created unbroken pedestrian spaces and open spaces, and preserved historic assets. The city has subsequently passed on streetscapes, landscapes, and historic assets, and is creating attractive urban scenery through “community development guidelines that utilize history” and creating schemes for landscape discussion based on cityscape ordinances.



▲ Expanding pedestrian spaces on Yamashita Koen-dori St. (Source: “URBAN DESIGN YOKOHAMA”)

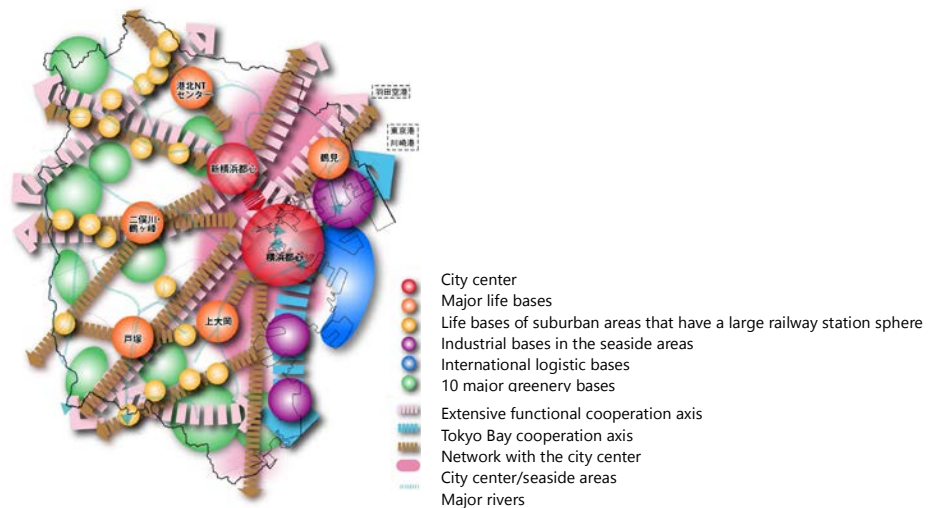
5. Heisei period initiatives in urban development (from 1989)

(1) Towards the envisioned urban structure

The year 1989 marked the 100th anniversary of the municipal system. Yokohama had steadily moved forward with urban development such as the Six Major Projects, but development that balanced the city center and suburbs still remained an important issue.

Based on the General City Plan drawn up in 1993, a General City Plan was crafted in 2000 as an overall concept of the Yokohama City Planning Master Plan. The goals included balanced development of the municipal area, preservation and creation of a comfortable, safe environment, and transitioning to a multicore urban structure through strengthened bases.

The General City Plan was revised in 2013 to address matters such as changes in social conditions including the predicted arrival of population decline, new trends in major disasters, and the new global issue of climate change. As goals for urban development, the Revised General City Plan works out a shift to concentrated urban structure capable of handling a super-aging society and population decline, formation of "a compact city center built around railway stations," and creation of a foundation to boost international competitiveness. The plan also aims to create low-carbon urban development and enhance city disaster prevention.



▲ Map of urban structure

Concentrated Urban Structure

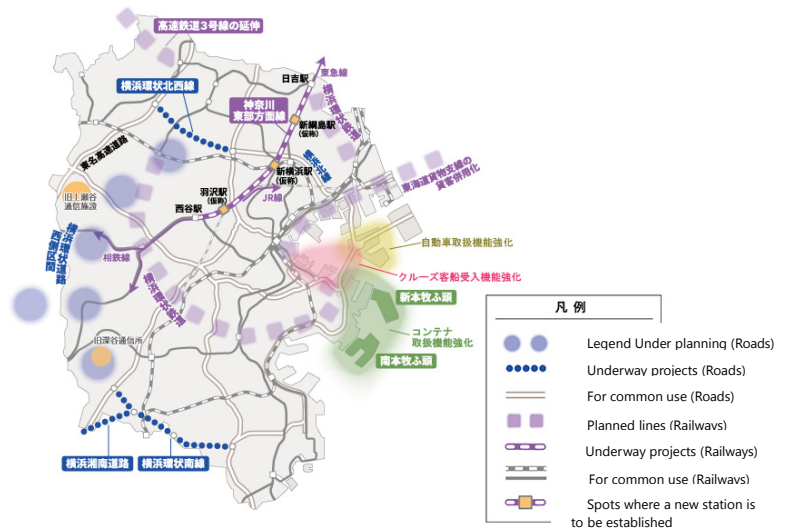
Looking to achieve a concentrated urban structure, the city is moving ahead with further strengthening the functions of 2 central areas (Yokohama and Shin-Yokohama), and forming a compact city center that uses the railway station areas in connecting suburbs as bases for living.

A recent initiative for downtown Yokohama in 2009 drew up "Excite Yokohama 22" (concept for major renovations in the Yokohama Station vicinity), a plan striving to achieve a globally competitive city as the gateway to the international City of Yokohama. It set forth community development guidelines and a basic policy for infrastructure improvement to realize the community development vision. Based on this, improvements were made to the plaza in front of the station and underground pedestrian spaces to boost terminal functions and form a multi-layered pedestrian network. The plan also promotes development such as the Yokohama Station West Exit Development Building (provisional name), which will be a business/commercial facility.

Developing road/railway networks

• Yokohama Ring Expressway

Yokohama Ring Expressway forms the skeleton of the city's road network. Yokohama Ring Expressway North Route/Yokohama Ring Expressway North-West Route link to outer ring roads via Tokyo-Nagoya Expressway, while Yokohama Ring Expressway South Route forms a wide road network in the metropolitan area as part of Metropolitan Inter-City Expressway, including Yokohama-Konan Road. This aims to drastically improve accessibility to places throughout Japan and strengthen the global competitiveness of Yokohama Port, a strategic port for international containers. Yokohama Ring Expressway North Route opened in 2017 as a plan to link from the center of Yokohama to a ring with a radius of 10km-15km, while the project for Yokohama Ring Expressway North-West Route and Yokohama Ring Expressway South Route is currently underway. The western section is also being explored, taking into account the road network plan for the metropolitan area and Yokohama's roads.



▲Yokohama Ring Expressway, Kanagawa Eastern Line
(Source: Yokohama Mid-term 4-year Plan 2018–2021)

• Kanagawa Eastern Line

The purpose of the project to improve Kanagawa Eastern Line is to create a wide-area railway network and improve speed between central Tokyo, central Kanagawa Prefecture, and the western district of Yokohama. It develops a Sagami Railway/JR through line and 2 connecting lines for Sagami Railway/Tokyo through line. Through this project, Sagami Railway Main Line, JR Tokaido Freight Line, and Tokyu Toyoko Line will conduct mutual line operation. Construction is currently progressing.

Preserving/creating green environments

Valuable green space and farmland enriches the city. Yokohama aims for preservation and creation of green environments concentrated in 10 major locations.

First, as a measure to “protect green spaces,” the city is promoting designated expansion of special green space conservation districts to support the continued retention and reliable protection of woodlands. Designated area size has considerably increased since FY2009 through initiatives of the Yokohama Green Up Plan (new/expansion measures) that is primarily funded by the Yokohama Green Tax. To date, a total of approximately 461.5ha (160 sites)⁽¹⁾ have been designated.

In addition, as a measure to “create green spaces,” in 2009 the city designated green space conservation districts in all housing use districts as a means to promote privately owned green spaces with the goal of securing and creating green spaces close to residents’ living spaces and forming pleasant living environments.

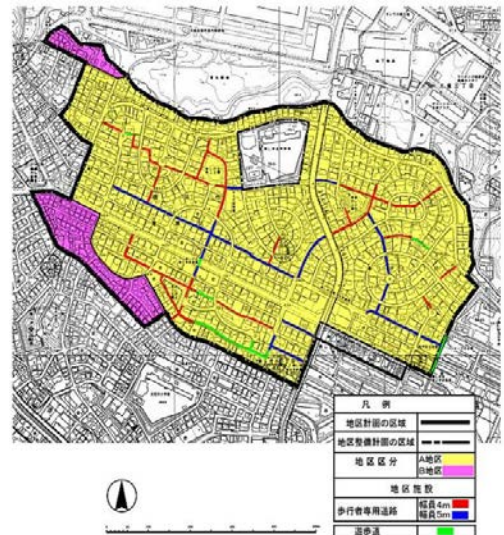
(2) Promoting community development through collaboration

Collaborative initiatives with residents for urban development became well developed from the 1990s, and today an array of endeavors take place through collaboration between players such as residents, companies, and universities.

Creating rules for each zone through city planning

As the population rapidly grew in the 1960s, building agreements were concluded centering on residential land in the suburbs through the housing land development guideline's stipulation of entering into building agreements contingent with housing land development. Today, too, it is being applied in 176 areas (approx. 771.2ha)⁽¹⁾. In addition, district planning tailored to district characteristics has been stipulated in 120 districts (approx. 1,813.7ha)⁽¹⁾ since the district planning system was created in 1980.

One of those, Utsukushigaoka-Chubu District, is located in Aoba Ward in the northern area of the city. It is part of a detached housing area developed through the land readjustment project. From its initial development, pedestrian paths were created based on the concept of pedestrian-vehicle separation. In 1972, a building agreement was concluded through a residents' initiative, and a favorable living environment was maintained as a low-rise housing area. Later, as study sessions were implemented from 1998, a switch to district planning was considered to further heighten the effectiveness of community development, and in 2003 the decision was made to implement district planning that stipulated matters including building uses, minimum restrictions for site areas, and restrictions on wall placement while clarifying the future vision of community development.



▲District planning for Utsukushigaoka-Chubu District

◆ Column: "Koshibachoyu Park" (provisional name), promoting the return of U.S. Armed Forces facilities in Yokohama and site usage

Yokohama is working towards the early return of all U.S. Armed Forces facilities in the city. In 2004, an agreement was made between the Japanese and U.S. governments on a policy to return 6 facilities.

One of those is the former Koshiba Oil Storage Facility that was returned in 2005 and is located in the eastern part of Kanazawa Ward. In 1948, it was requisitioned by the U.S. Armed Forces and used as a stockpiling base for aircraft fuel. Deliberations began on the use of the site after its return, and the Koshiba Oil Storage Facility Park (provisional name) Basic Plan was drawn up in 2014. In 2017, city planning decided to use approx. 56ha as a large park. Within the planned park grounds there are large and small aboveground tanks and underground tanks that were used to store aircraft fuel when the land was requisitioned by the U.S. Armed Forces. To ensure safety, discussions are underway regarding actions such as filling in the underground tanks and using them for open spaces and preserving/utilizing some facilities as historic remnants, while some of the aboveground tanks will be used as monuments and site facilities.



▲Map of the location of U.S. Armed Forces facilities in Yokohama

Regional Community development through collaboration with residents

The Yokohama City Ordinance to Promote Regional Community Development was drawn up in 2005 to comprehensively promote endeavors that had been moved forward to date in a variety of forms. Through support based on this ordinance, regional community development is developed throughout the city under various themes. The basic flow of support is (1) off-site study sessions by staff, (2) regional community development group registration, (3) dispatch of experts, (4) subsidy for activity costs, (5) recognition of the regional community development organization/plan/rules, and (6) subsidy for community development based on the plan, or support for application of rules. Yokohama Residents' Community Activities Project is a support measure that provides a subsidy of up to 5 million yen for resident-driven development of neighborhood facilities that leverage regional characteristics. To boost the content that is promoted in regional community development, support for facility development and contests open to the public with a two-phase selection process are carried out side-by-side with city staff working with residents.

In addition, in 2016 the city and organizations that implement area management held discussions, drew up an Area Management Plan, and established guidelines that stipulate handling of affairs that promotes area management, such as enabling exclusive use of public open spaces through mutual agreement.

Road building through resident participation

The first endeavor by the city for road building through resident participation involved the Ondamoto-Ishikawa Line, which was envisioned as a core regional road connecting the east and west areas of Aoba Ward. A section of the road was developed through the land readjustment project, and review of plans for the remaining section took place from 1992 with full-fledged participation from residents.

Starting with a questionnaire given to 40,000 households, public meetings, site tours, and workshops were repeatedly held. Discussions were carried out on how to move forward with resident-participant endeavors and the merits/demerits of developing the Ondamoto-Ishikawa Line. A committee launched in 1996 consisting of residents chosen through public recruitment, regional representatives, academics, and administration submitted multiple proposals that included "a proposal for non-development" that did not presuppose development. In addition, the committee examined the content of information provided to residents and communication methods, collected a variety of residents' comments, and compiled the "Yokohama City Policy" (proposal) in 1999. City planning decisions were made in 2003.



▲A workshop

Project to promote sustainable residential land

Residential land in the suburbs of Yokohama are facing a transition period in community development that includes an aging population, deteriorating buildings and infrastructure, and weakening of community ties. Therefore, the city has established a special division for renewal of residential land. It is working to improve the attractiveness of regions and resolve regional issues to rejuvenate them into sustainable residential land, while collaborating with a wide range of entities such as private businesses (railway companies, development companies, etc.) and universities with the aim of transitioning from residential land specializing in "living" functions to suburban residential land enabling the realization of "living," "activities," and "working."

The municipal area is expansive, and since resolving issues through blanket measures is unrealistic, in order to handle a wide variety of regional characteristics Yokohama is implementing pioneering endeavors that link hard and soft aspects in 4 regions based on regional characteristics.

One of the distinctions of the endeavors is the utilization of public land and attraction of private businesses that seize the opportunity of land use transition, while combining a floor area ratio authorization system and drawing up district planning linked to area management.

These outcomes are widely used in residential land as the “Yokohama model” to promote residential land renewal.



▲Project to promote sustainable residential land

◆Column: Utilizing the City Planning Proposal System

As a result of enhancing systems to promote concrete community development, such as the creation of the City Planning Proposal System, the city consulted the Yokohama City Planning Council regarding utilization of the City Planning Proposal System in accordance with 2002 legal reform. Based on the report released the next year, the city established basic perspectives for assessment and decided on active utilization.

In 2008, as a response to operational issues and new policy themes, the city augmented the preliminary consultation framework conducted prior to proposal to facilitate smooth proceedings, and organized/expanded perspectives on assessment. This was compiled into the “Guideline for Assessing City Planning Proposals,” which presents comprehensive assessment based on 8 evaluation items, and has decided on or changed city planning resulting from city planning proposals in 12 zones to date.

6. Conclusion

Going forward, the population of Yokohama is expected to decline, and the city will face societal circumstances that have never been experienced before. Moreover, in addition to changes in corporate activities and residents’ heightened awareness of the environment and disaster prevention, the urban environment encompassing the city is significantly changing, including changes in urban structure over a broad area due to urban infrastructure development such as roads and railways.

To flexibly respond to these changes, the City of Yokohama must create a community vision of the future that includes development of bases through strategic land use guidance for train station and interchange vicinities, and invigoration of residential land such as the project to promote sustainable residential land. Yokohama will strive to create a city that people want to live in and continue living in, and work toward sustainable urban growth and development.

Year	Urban development in Yokohama
1859/Ansei 6	Yokohama Port opens
1866/Keio 2	Convention of Improvement of Settlement of Yokohama including the Negishi Racetrack and the Foreign Cemetery (3rd Land Treaty)
1889/Meiji 22	Municipal system enforced
1903/Meiji 36	"Future Facilities in Yokohama" announced
1918/Taisho 7	Tokyo City Renewal Ordinance applied
1920/Taisho 9	Yokohama City Renewal Project implemented, City Planning Act applied
1921/Taisho 10	City planning areas determined
1923/Taisho 12	City road planning for Road 21 determined
1925/Taisho 14	Use districts determined
1928/Showa 3	City road planning for Road 88 determined
1941/Showa 16	City planning for green spaces determined, scenic zones determined
1946/Showa 21	Use districts changed City road planning discontinued and Road 37 determined
1952/Showa 27	Fire prevention districts changed (addition), fire protected building zone decided
1957/Showa 32	Yokohama International Port City General Plan announced <ul style="list-style-type: none"> • Use districts changed • Height control districts (min. type 1, 2) • City planning Road 71 decided on
1965/Showa 40	Concept for Future City Development in Yokohama Six Major Projects announced
1966/Showa 41	High-speed railways (municipal subways) project
1970/Showa 45	Area classifications decided on Kohoku New Town construction begins
1971/Showa 46	Land reclamation off of Kanazawa begins
1973/Showa 48	New use districts (8 types) determined City-wide reassessment of districts or zones (max. height control districts determined, etc.) Yokohama urban area environmental design system established
1980/Showa 55	Yokohama Bay Bridge construction begins
1983/Showa 58	Minato Mirai 21 zone project begins
1992/Heisei 4	Road building through resident participation (Ondamoto-Ishikawa Line) begins
1996/Heisei 8	New use districts (12 types) determined
2000/Heisei 12	General City Plan is created as overall concept of Yokohama City Planning Master Plan
2002/Heisei 14	Urban regeneration emergency development areas designated
2005/Heisei 17	Yokohama City Ordinance to Promote Regional Community Development established
2006/Heisei 18	Yokohama Basic Concept (long-term vision) created
2009/Heisei 21	Determination of green space conservation districts
2013/Heisei 25	General City Plan revised as overall concept of Yokohama City Planning Master Plan
2018/Heisei 30	Area classifications 7th revision of General City Plan (city determination)

Notes:

(1) As of September 2018

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