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Structuring Autonomous Regional Space

Municipality in Action=Report from Yokohama

The Necessity of Planners and Their Activities-Akira Tamura

Why Plans Are Not Executed

Sterility of Planning and Sterility of Execution

In contrast to the urban problems of the 1960s, the 1970s are said to be an environmental problem. Our environment, not only in cities but also in rural and natural areas, is now in ruins. Especially in cities, environmental degradation is extremely extreme and intense. Housing difficulties, unpaved roads, congestion, car hazards, lack of playgrounds, destruction of greenery, prefabricated school buildings, flooding due to heavy rains, inadequate sewage systems, delays in waste disposal and human waste disposal, air pollution, water pollution, noise, long-distance commuting, blocked sunlight, water shortages, and the list goes on and on.

These problems are the result of unplanned and unregulated urban development. It is often said that more proper planning should be done. It is true that Japanese cities are sprawling without any plan, and are in such a state that they cannot be called cities. They are far removed from any kind of planning or order. The expression "huge village" is used to refer to Japan's large cities for a variety of reasons, one of which is that they are unplanned, disjointed groups without the basic investment that a city should have. However, this does not mean that Japanese cities have been completely free of planning, and there have been what can be called urban plans. In 1918, there was a law called the City Planning Law, and even before that, the Tokyo City and Ward Revision Ordinance was promulgated in 1889 to transform Tokyo into an "imperial capital" befitting the Meiji nation. Even before that, the Westernization of the city center, including the Tsukiji Settlement, and the reconstruction of streets were planned in the 4th year of Meiji (1871). Since the Meiji Era, there have been countless laws and actual plans related to urban planning in Japan, as well as what are referred to as urban planning projects.

On the one hand, it is said that there is no planning, and on the other hand, urban planning should have been conducted for a long time. What is the reason for this contradiction? When we visit most cities in Japan, we are shown a city plan, which shows transportation plans, land use plans, and plans for major urban facilities. Most cities also have what is called a master plan, a comprehensive plan, or a long-range plan. Plans are by no means lacking. Each

municipality has a section in charge of urban planning, such as a city planning section or a planning section, and there are specialized staff members. Nevertheless, there are many reasons why the actual appearance of a city is completely unplanned or disorderly. Let us examine the main ones.

Situational reasons

This is the idea that even if there is a plan, the current situation is changing so rapidly that it cannot keep up with the plan, and the reality will remain unplanned. It is true that the current situation is changing so rapidly and the wave of urbanization has been so intense that plans have to be changed one after another. It is true that the present situation has changed so rapidly and the wave of urbanization has been so drastic that plans have had to be changed one after another. However, the flow of the times will never be able to be settled as it should be, no matter how advanced the forecasting technology becomes. Since planning is to take measures in advance in anticipation of external circumstances, to place the responsibility solely on the circumstances would rather indicate that the plan was fundamentally flawed. In times of drastic change, it is necessary to have a planning method that can keep up with the reality, rather than simply giving up on the plan as a failure when it is not in line with the reality.

In the field of economic planning and social planning, new plans and revisions are appearing at a dizzying rate these days.

While this is not entirely desirable, it is necessary to have a certain consistency and to be flexible enough to make appropriate revisions.

In the case of a physical plan, however, it is difficult to revise it or to make it resilient, since each project takes several years to more than a decade to complete. In addition, those who came from civil engineering and architecture backgrounds, who have been engaged in physical planning, have considered physical urban planning as if it were their own field of design. Designing bridges, dams, and buildings is completely different from urban planning. In the case of design, failure to perform as designed may often be the decisive problem. In the case of planning, however, the plan includes both a part that requires strong constancy and a part that is quite flexible at the same time. The picture that is drawn may appear to be the same, but it has different meanings depending on the dimension, the position, and the time in which it is applied.

In socialist countries such as the Soviet Union, the planning of a district is made exactly as it is designed, and this is also the case in our country in the design of housing complexes. If land ownership is secured and the builder is a single entity, the dimension of design is stronger than the dimension of planning. However, even in the Soviet Union, such as in the case of

Moscoe's urban planning, there are deviations in the planned population. It is natural for a plan to anticipate such flexibility, and it would be wrong to realize a plan according to a fixed plan in any case.

The same is true of architecture. Architecture is a design in terms of structure and form, but includes a planning element in terms of interior use. For this reason, it is considered to give users a degree of freedom in the way they use the interior and the way they use the inside of the building. It would be a mistake to restrict all of them to a fixed use.

This is why the idea of universal space and free partitioning by light partitions are used.

For example, the idea of infrastructures and element-structures is one way to solve the problem of constancy and freedom. Planning is to seek some method to cope with changing circumstances, which is different from designing. Situational reasons are not decisive in this sense, but rather should be dealt with in the planning process.

Institutional reasons

When planning, the ability to carry out the plan depends on the legal system, fiscal policy, and taxation policy, and if the various systems that are the weapons of planning are flawed, no matter how many plans are made, they will not be carried out, resulting in a gap with reality and a lack of ability to control reality. In addition, the ability to control the reality will be lacking.

Japan's urban planning laws and taxation systems have been extremely ineffective in controlling land. The recent new city planning law finally established urbanization zones and urbanization control zones to control land use and development, but this is too late for Japan, which has always had dense land use, and the taxation system and other systems to back this up are still weak. In addition, the taxation system and other systems to back up the development are still weak. In addition, there are many other deficiencies due to institutional reasons, such as the fact that city planning was carried out in a disjointed manner with priority given to individual projects, the City Planning Law was merely a procedural law and was ineffective, each project was not controlled and was executed only in a vertical manner, and there were insufficient financial resources for city planning projects.

The city planning system is a weapon to protect and improve the environment, so it is necessary to have a comprehensive and powerful system, not only narrowly defined city planning laws and regulations. There are many concrete problems in this regard, but I will not go into them further in this essay. However, these systems do not come from nothing, but are determined by the cultural level of Japan. Laws and institutions, however, must be supported, enacted, and implemented with the fullness of social consciousness. The cultural level in Japan is still low in terms of awareness and understanding of the city and the environment, and it is

thought that this will not become a political force in the end. Even if there are city planning maps, they are powerless against environmental degradation caused by sprawl and other forms of overdevelopment, and comprehensive plans are simply created and then abandoned, because, although there are problems with the methodology of each plan itself, which follows the status quo, there is no effective institutional guarantee. The reason for this is the lack of effective institutional guarantees.

Executorial Reasons

There is a view that even if the plan itself is good, the linkage for its implementation is inadequate. It is natural that there is always some degree of discrepancy between planning and implementation. Inadequate enforcement systems and lack of will to implement may be one reason, but they are not necessarily the fundamental problem. Although such problems exist not only in urban planning and are therefore important, there are more important reasons that explain the critical discrepancy between urban planning and reality.

First, the City Planning Law of 1919 itself has not been given a comprehensive nature as a principle law in relation to the Road Law, River Law, Port Law, Water Law, Sewer Law, and Rezoning Law, but rather is coexistent with them in the existing city planning system. Therefore, even if a project is determined as a city planning project, there is no legal obligation to implement it as a city planning project. The systemic defect of not giving such a legal position to city planning, which should be comprehensive in nature, has only a weak or irrelevant relationship with implementation, as explained in the prewar "Exegesis of the City Planning Law" compiled by the City Planning Bureau of the Ministry of Home Affairs: "City planning always means planning, and the act of carrying out such a plan Therefore, it was questionable whether such a plan should really be called a city plan or not.

Secondly, in urban planning, where comprehensive control of both planning and implementation is essential, the city governments did not take the initiative in planning, and the implementation was carried out by a disjointed, vertically divided administration. As mentioned in the first point, it is difficult to have a relationship between planning and execution when urban planning is unplanned and there is no one who has the overall initiative in planning.

Thirdly, in such a situation, there is no room for original planning techniques and planners who should be experts in planning to emerge. Therefore, there are no people who seriously address the connection between planning and execution, and the irrelevance of planning and execution exists as a matter of course.

Some of the problems in these implementation theories should be regarded as institutional problems. At the same time, however, we cannot rely on institutional theory alone. In this

case, serious consideration of planning theory can help to remedy the institutional deficiencies, both socially and culturally.

Planning Theoretical Reasons

As we have seen in the previous sections, real planning has been a very sterile process. Urban planning is, in essence, a paper blanc, powerless to the realities of the city and therefore unable to play a proactive and leading role. It was those who were called "businessmen" rather than "planners" who practiced concrete urban development and planning. Therefore, it is only natural that the actual deterioration of the environment would be the result of the seeming existence of plans but the absence of the actual existence of plans.

However, the human environment cannot be guaranteed if planning is forever barren. Within a given system, no matter how much planning is done, there will be a limit to its effectiveness. However, this does not mean that we should leave the various systems to be changed. Rather, it is necessary to deepen urban planning at the stage of planning theory, because there is no real plan. It is necessary, first of all, to overcome and compensate for institutional shortcomings and problems of implementation, and to have a plan that somehow covers these shortcomings, because they exist. Such a plan should never be a mere essay or picture, but should have a more practical meaning.

Second, deepening the theory of planning will make the best use of the existing institutions. Even the best weapons cannot be effective unless we know how to use them. And since we are using a weapon that is extremely ineffective, we must be very thoughtful about its use.

Thirdly, when planning theory permeates the public, it will raise social awareness of environmental and urban issues, which will ultimately change the system. If the system is left alone because it is bad, it will never change. Even if the planning group is not a movement to change the system, it should provide a theoretical basis for changing the system, and should be the basis for the change.

Fourthly, as I mentioned in the section on situational theory, the human environment is in a constant state of change, whether we like it or not. What changes such an environment depends on political, economic, and social reasons, but in the end, it is the variable factors of human society, and new technologies are needed to protect and create a human environment that can withstand such changes. This is not a matter of someone wanting to display his or her power, nor is it a disorderly selfish act, but a new human technology that looks at the environment of human society, and is the wisdom of mankind. Such a new technology deserves the name of planning.

Environmental Planner

The reason why we are facing serious environmental problems is that we have not yet reached this kind of planning technology, which should be called the wisdom of mankind. This was fine when human activities were relatively small. However, in this era of drastic change, and with the development of even nuclear power in our possession, if human beings do not have true environmental planning technology to create and control their own environment, they will become extinct by their own power. We must say that mankind is standing on the edge of danger. However, this does not mean that direct control of the environment is sufficient. To preserve the urban environment, much effort is being put into pollution control, and it is necessary. However, it is of course necessary to control the pollution that is occurring now, and it is also necessary to prevent it. But it is also necessary to have a comprehensive plan for the entire urban environment.

As we have already seen, the past plans have been largely unworthy of the name of planning. We must first create a plan that is at least effective, that has a clear sense of ownership, and that deserves the name of urban planning, and to this end, we must deepen the theory, reform the system, and provide the ability to implement it. However, this alone is not enough. As mentioned at the beginning of this article, the current planning is not enough in the classical sense of urban planning. It must be an environmental plan that is more broadly concerned with how to preserve and create the environment for mankind. It must include not only air and water, but also biological systems, and must take into account the realities of life that develop independently of the physical environment. It is hoped that a planner will emerge who will be responsible for establishing such a new plan.

A Call for a New Planner

The Three Schools of Planning

The 1960s, when interest in urban planning grew and urban planning was actively discussed, was a kind of urban boom period. Many people spoke out about the city or proposed plans. In particular, many active proposals were made by people on the architectural side. These included Kenzo Tange's Tokyo 1960 Plan, Kiyonori Kikutake's Maritime City Plan, Masato Otaka and Fumihiko Yoko's Shinjuku Plan based on human-owned land, and proposals by Arata Isozaki, Kisho Kurokawa, and many others.

These proposals have gone beyond the style of individual buildings, and have included collective buildings, complex buildings, district plans, and city plans. All of these proposals for planning beyond a single building were said to be urban planning. They also thought that they were actually planning a city. These people can be summed up as the design school.

On the other hand, there were those who investigated the present conditions of the city and tried to create a comprehensive plan based on a realistic analysis of those conditions. These people later developed into planners in the Department of Urban Engineering at the University of Tokyo, the Department of Social Engineering at Tokyo University of Science and Technology, and some of the architecture departments at Kyoto University. The influence of these people led to the creation of many master plans in each municipality. These can be called the laboratory planning school. These people were also active in the 1960s.

In contrast to these designers and laboratory planners, however, there were people in the government offices who drew streets and determined zoning in the actual system. These people did not start their activities until after 1960, and there have been people called "urban planners" since the reconstruction from the war or even before that. These people are called "government agency planners."

If we classify them in detail, we can make many more categories, but let us consider the roles played by these people in general.

Designers

The designers are the most glamorous and amateurish because they depict the shape and form of the city. It is the most active in the mass media.

However, when they confront cities in the same way as architectural design, they have encountered some difficulties. It is not only the area that increases in size. It is the fact that the expansion brings in all kinds of things. It is still enough if it is only physical things such as roads and plazas that connect buildings. Finally, they understood that the planning of a city is a process in which the shape and form of the city is only a small part of its surface, and in fact, there are too many conditions that must be met in order to make the shape and form of the city a reality. The designers think of urban planning as a way to create a city.

What the design school people thought of as urban planning is not what we call planning here, but rather abstract design-studies, often far removed from the actual city itself. Even if we confront the monster that is the city with design alone, it will not move the real city.

Design in the construction industry, in other words, is considered to be a technology of synthesis, with many syntheses. Moreover, it is similar in the sense that it creates the human environment. However, it would be a great mistake to apply the same methods of architectural design to the city and to think that the city is the extension of the scale of architecture. The role of architectural designers and that of urban planners exist in different dimensions, even if they require the same comprehensiveness.

In architectural design, many conditions (the decision to build, the adjustment of rights, the determination of the construction entity, the search for and acquisition of a site, the

procurement of funds, the establishment of a budget, the measurement of content, the determination of management and operation methods, etc.) have already been established. A great deal of energy is expended in determining these conditions, which are different in quality from the design of even a single building. There must have been opponents to the decision, and considerable effort was required to coordinate opinions within the organization. A great deal of effort, both internal and external, has been required to secure the funds. The list is endless.

The planning of even a single building is like this, but when it comes to a city, there are many complex factors of a different dimension. The greatest of these complexities is that urban planning is not the same as the vague construction of a building in which no one lives, but it is quite different from architectural design on a blank site to move the city as it is a living and active city, and it is quite different from space development technology, which is also called the systems industry or systems engineering, but which is also called the systems industry or systems engineering. Although they are called the same system industry or system engineering, space development technology and urban planning are completely different in dimension. Even in the case of building a new town, such as a new town, there is existing agriculture and some kind of life in the town. In order to change them, it is not enough to just draw a picture.

In this way, in the case of urban planning, as in the case of architecture, we are ultimately dealing with space and the environment, and even though the plan is presented in the form of a picture or a diagram, it is used as a means to change and maintain the space and environment in various stages, and it is never the same as simply realizing a picture in a straight line, and if it were realized in such a simple, straight path, it would not be anywhere near as easy as it is. If it were to be realized simply in a straight line, it would be impossible, and planning includes "not creating". The proposals for the city presented by the design school start from the abstraction of many of the conditions for the creation of such a thing, and it would be impossible to realize them as they are. Planning is not a glamorous work like the design school, but a steady and persistent work, because it is not a picture of a city in good shape and form that is shot up like fireworks and then disappears into the night sky, but is a work of controlling and building the city as it is in the throes of its reality. However, this does not mean that the design school is completely useless. It is only by being aware of the differences with planning that it will be able to fulfill its original role as design.

The first of these roles is to provide a concrete, visual vision of the city. If we are only absorbed in reality, we will not be able to discover new solutions, but rather, by freely depicting the city, we can open the way to new solutions, and this will gradually help shape social consciousness. Secondly, even if we say that a city is not only a form, it is also a concrete final form. Planning

alone does not create a city. Once a good plan is in place and conditions are organized, a designer who understands the urban perspective can create an environment that is superior in its reality. A cooperative relationship between planners and designers will be necessary. Sakaide's human-land planning is one of the new urban forms created through such cooperation.

Thirdly, it will play a role to fill something that is lacking in the city. Designers will play an important role in designing a playground for children in a small space between buildings, designing a system of separation of cars and people, and creating various urban mechanisms. Fourthly, there are people who are trying to bridge the gap between planning and reality, not only in terms of form, but also in terms of entering into reality.

In any case, however, it is true that the role of the design school has been considerably reorganized and separated from that of the original planners.

The Laboratory School

The laboratory school emerged as the mainstream of urban planning when it became clear that the role of the design school was not that of urban planners. However, a small number of these people have existed for some time, and they have been steadily investigating the actual conditions of cities, introducing foreign urban planning, and sorting out the basic problems of planning. However, when the limitations of the design school were shown, people's expectations for planning were concentrated in this school, which had been hidden behind the glamor of the design school.

The people of this school can be roughly divided into two groups: the research and analysis people and the planning stars. In the beginning, more effort was devoted to the analytical side than to the planning side, and much effort was devoted to the means of clarifying the reality of the city, and many efforts and studies were made to quantify this reality. Some of the planners specialized in transportation planning and housing planning, but most of them were oriented toward comprehensive planning and tried to plan the city not only in form but also in totality. Comprehensive planning also aimed at the comprehensive planning of physical planning, such as land use, transportation, supply and treatment, parks and green spaces, etc. This type of comprehensive planning, including its subtypes, has formed a pattern and has been implemented by local governments throughout the country.

By the way, this type of comprehensive planning was born as a criticism of the design school of planning mentioned above, and also as a criticism of the localized nature of the government-oriented city planning, which will be discussed later. Certainly, it can be said that this school of people has taken a step back from the design school of urban planning, which has been socially glamorized, to the original planning based on a more realistic understanding

of the totality of the city.

However, once this type of planning had run its course, a new question arose. The so-called comprehensive plans that had been developed were, in the end, nothing more than a bunch of pictures, and it became clear that they were not strong enough to cut into real urban planning, just as the design-oriented plans could not relate to the real world. Even if we start with population planning, population itself is not something that can be planned and is only a projection, while a plan based on this premise is bound to go wrong from the beginning, and more importantly, it is only a picture of what will happen 10 or 20 years from now. And more importantly, the plan only painted a picture of what the city would look like 10 to 20 years from now without any clues to realize the comprehensive plan. The most important thing is that the plan was only a composition without any effort to make the whole municipality a comprehensive body, leaving the difficulty of synthesizing even within one municipality due to the complex and diverse entities involved in a city, and the important question of who the subject of the plan is, which will be discussed later. The municipality itself, which is preparing the plan at least, has to conduct comprehensive administration and projects. Thus, a demand has arisen for a more practical and realistic type of planning to emerge from the laboratory school, which has been powerless in terms of realization and in the face of changing circumstances.

However, the plans of this school also played a role as plans in some respects. First, as I mentioned earlier, it lacked dynamic practicality, but it did establish a method to some extent to wash out the synthesis of a certain annual cross-section. Secondly, it has made the necessity of planning more widely recognized in a more in-depth way than the design school. Third, many new attempts at urban analysis were added, and although not immediately useful, they have built up a body of knowledge that can be used in future planning. Fourthly, it has provided a side force for the revision of various institutions. However, its limitations have also been revealed as mentioned above. The laboratory group will continue to play a role mainly as analysts, but it will be different people who will take a practical role in environmental planning in the future.

Government Agency School

Unlike the design school and the laboratory school, the government agency school has not made a spectacular appearance recently, but has consistently existed in government agencies. Recently, government agency planners such as economist-planners have emerged, mainly in the Economic Planning Agency, but the so-called city planners have been around for a long time before that. It is a fact that these people have, after all, created various systems of urban planning, and have made urban plans or implemented the present system based on them.

However, the actual cities that are the result of these people's efforts are full of contradictions, and as already mentioned above, there is even a debate as to whether or not there was even a plan at all. The contradiction that the design school and the laboratory school saw was to change the discrepancy between the reality and the planning done by the real government agencies, and to promote a higher level of planning. At first glance, the public tends to think that the flamboyant design school and the laboratory school were in the majority, and therefore, for better or worse, it is often misunderstood that these people are driving the actual urban planning. In reality, however, the Agency School has always existed, and even today, the central and local governments together define, plan, and control the city planning system in Japan. The design school is completely unrelated to these people. Even the people of the laboratory school do not move the government agencies. Rather, with the exception of a few people, the laboratory group is also almost completely unrelated to the government agencies, and only contacts are made in the form of institutional changes close to the center, or in the form of seeking this opinion within the framework of a larger plan. There is a considerable difference between the laboratory group and the government agency group, even though they are both referred to in the same category of planners. In fact, until now, they have been almost entirely separate entities. Even though there is a problem, as I mentioned above, as to whether the plans of the government agencies can really be called plans or not, the laboratory group, which only translates foreign city plans and conducts research on plans, cannot move even the government agencies, which are actually powerless, and cannot move the city planners of the government agencies, which are actually building the cities. It is impossible to influence the business sector, which is the real city-building sector, and which the city planners of the government agencies cannot influence.

What is the reason for this disconnect? First of all, aside from design, the laboratory school also lacks awareness of the actual urban planning, or at least the planning as it is called, being conducted by the government agencies, and has failed to provide practical guidance to the government agencies. This is not only because of the lack of recognition of the actual situation, but also because the plans of the laboratory group were not oriented toward such a practical direction, and were more analytical, or were just one-size-fits-all plans that had little to do with practice, and did not have the awareness and power as a practical planner necessary for environmental planning. They did not have the awareness and ability to be practical planners, which is more necessary for environmental planning. Like the design school, the laboratory school must admit its limitations.

Secondly, as I mentioned earlier, the Government Office School itself is a weak entity that does not have the power to actually create cities. Even if planners are emphasized as the "ideal" type of planners, they cannot act on that basis alone. The design school and the laboratory

school have their limitations, but as practical planners, there are many aspects that should be incorporated. The reason why the government agencies reject them is that they, as comprehensive planners, have not secured practicality in other aspects of urban development, and are therefore unable to escape from their narrow institutional framework. However, even within the Government Office School, pioneers such as Eikoh Ishikawa emphasized that city planners are not merely colorists or physical engineers, but rather cultural engineers with a higher level of synthesis. Unfortunately, the existing institutional framework did not provide them with the job skills to demonstrate such a comprehensive nature, and the government agency planners were also victims of the current system.

In conclusion, although I have reviewed these three groups, none of them can be the planners of the new era as they are. The plans and designs that have been made by them have ended up as their own masterbation, and they are different from concrete practical planners to secure the living environment of the residents. Rather, nowadays, even individual engineers, such as sanitary engineers and public health engineers, play a part as practical planners in their respective fields. However, as mentioned earlier, this is not enough at present. We need to establish a comprehensive science to solve environmental problems and new planners who can plan and implement this science in a practical way.

The Birth of Planner and Their Role

The Planner as a Comprehensive Engineer

Architects are needed to design buildings, and civil engineers are needed to build bridges and dams. A sanitary engineer is needed to build a sewage treatment plant, and a plant engineer is needed for a petrochemical plant. In the same way, urban planning requires urban planners. But that is not the only reason why we need a planner. A city is a collection of roads, waterways, buildings, plazas, parks, etc. Therefore, a city should be created by civil engineers, architectural engineers, and landscape architects. In fact, it is these individual engineers who actually create cities, not planners. Why, then, do we need planners in urban planning?

If a city were simply a collection of individual objects that were created by themselves, there would be no need for a planner. But a city should not be a jumble of roads, buildings, parks, plazas, etc., but some kind of synthesis of them and a new system. Without such a new order, roads would not function as roads, and architecture would not function as architecture.

The proverb "God made nature and man made the city" does not simply refer to the city in relation to nature as an accumulation of artifacts, but also to nature as an exquisitely ordered system, and the city as a system with a different order. The fact that the city is said to be an organism also indicates that the city is a system. It is a large organism that consumes, produces,

acts, and excretes, and when that system is destroyed, the city ceases to function as a city. If the city is a comprehensive, gigantic system, then new technologies are needed to integrate it, and planners are the engineers who can create such new integration.

Modern science and modern technology have followed the direction of specialization and segmentation. This was, of course, a necessary means for the progress of science, and it has led to the elucidation of many new facts. On the other hand, however, it cannot be denied that micrometeorization and localization, so-called "specialized idiots," have arisen. Even though it is called a university, it is no longer possible to discuss common problems among different faculties, and even departments, let alone faculties, are subdivided into specialties, making it impossible to discuss and exchange ideas outside of the specialty. However, since human society and human life are in one synthesis, a new synthesis is needed in addition to the subdivision of specialties. The more specialization progresses, the more it will be necessary to have a certain proportion of disciplines and people who can engage in these disciplines as a kind of generalist. Recently, the need for collaborative activities among such different specialists has come to be widely discussed. Especially in new fields such as environmental science, space science, and marine science, such interdisciplinary research is being conducted. The same applies to the integration of various technologies in the field of systems industry, which has recently become popular. Here, the synthesis of technologies of synthesis has at least three aspects. The first is the physical synthesis, which is the synthesis of civil engineering, architecture, landscaping, etc. for the formation of the environment. The second is the synthesis of the socioeconomic non-physical and physical aspects, which is a comprehensive understanding of the conditions that create the physical environment and social life in the physical sphere environment, and the third is the synthesis of the dynamics of goals and reality over time, which is the synthesis in practice.

The Best Planner

By the way, a city is originally a comprehensive organism. Therefore, a systems science that requires such a synthesis is necessary to deal with the entire city, and planning cannot be done without a comprehensive systems technology. A planner is such a comprehensive engineer.

The planner's comprehensive nature can be likened to the role of paste in the production of concrete. Concrete can be roughly divided into two parts: aggregates such as gravel and crushed stone, and a paste composed of sand, cement, and water. Aggregates, no matter how strong they are, do not culture well because of the interstitial spaces between them. The paste sews between the aggregates and fills the gaps between them to form concrete that can withstand strong forces. Usually, the strength of the aggregate will be stronger than that of the paste. However, it is the weakest part of the concrete that determines the strength of the

concrete as a whole, and it is the paste that is the filler, without which the concrete would not be possible.

Comprehensiveness does not mean just binding the aggregate with a net or wrapping it in a cloth. It does not achieve anything. We need a technique that connects all of them together like a paste to create something different as a whole. However, this technology does not completely change the previous ingredients, as is the case with compounding. The aggregate gravel is still there if you look closely. It is just that it is no longer gravel or sand, but something else: concrete. Building a city can be likened to the technology of making this kind of concrete. Here, the aggregate is the technology of civil engineering, architecture, landscaping, etc., and the paste is the technology of the planner. Without both, a city is no longer a city. However, in this metaphor, it is not enough that the aggregate and the paste exist independently and are bonded together.

Some modern adhesives bond the joints by gradually dissolving them. The integrated technology and the individual technology influence each other. Even if a planner is necessary as an integrated technology, there are many aspects to integration. A planner is not a combination of a civil engineer, a builder, and a landscape architect.

A man once said that he had built roads, airfields, sewers, and buildings. He built buildings. So now I am going to do city planning. Being proficient in each of these techniques is, of course, necessary for urban planning, and it will yield good results. However, it is not necessary to be an expert in each technique. What is needed, however, is the skill of how to synthesize them. Each technology, no matter how many you put together, is only that. Aggregate alone cannot be made into concrete without paste, no matter how fine the aggregate is. Each technology is an aggregate, and the technology of synthesis is a paste, which are qualitatively different from each other.

Necessary skills of a planner

Simply saying "concrete paste" is only a figurative expression, but it does not clarify the content of the term. We have seen that the design school, the government office school, and the laboratory school have all fallen short, and many of them are instructive. The new planners need to take what they need of these elements and develop as new engineers different from them.

(1) Comprehensive technology to explore how the human environment should be
-Urban planning is environmental planning. If we fail to control the environment, human beings will destroy their own survival environment as a result of their own activities. As human activities increase, the mutual destruction of the environment between them becomes more and more frequent. Under the behavioral principle of the profit society, production and flow

tend to be weighted more heavily. It is well known that this has resulted in the deterioration of the living environment. Of course, production and flow are necessary for human beings, but we need a new science to recognize their interrelationships in a comprehensive manner, and we need a deeper insight into human civilization. These are issues of science and philosophy before technology, but as environmental technology is directly related to human existence, it is inevitably necessary to explore the ideal state of the human environment in such a fundamental way. For this purpose, the proposals of the design school will be of great help, and research and evaluation based on ecology, cultural anthropology, and the theory of civilization must also be taken into account.

(2) Technology for the comprehensive optimization of the human environment

-If we only have insights into what the human environment should be, we will end up as critics. Based on such insights, we must look at the various forces at work in reality (social, economic, political, and cultural) and consider what kind of human environment is most desirable in the context of the various constraints (land, resources, weather, finance, technology, etc.) and the activities (production, distribution, information, etc.) that are at work in the environment. The technology is to comprehensively create the most desirable human environment in the environment.

It is a process of selecting the best combination from among dozens of complex combinations of natural, technological, economic, social, and other conditions. There are tens or hundreds of thousands of possible combinations, and it is not easy to select one out of them. Moreover, it is difficult to mutually evaluate combinations of different dimensions. It is impossible to determine the best solution based on individual technologies. In order to perform this optimization, there are methods such as system analysis developed in the field of social engineering, quantitative methods such as modeling and simulation, and pattern-based decision making based on drawings and maps.

Since planning here is not merely an economical or social plan, modeling and simulation, though one means of planning, must be taken down to the physical conditions that ultimately determine the human environment. On the contrary, however, the physical plan displayed there is different from a simple physical blueprint because it incorporates not only physical dimensions but also many other dimensions simultaneously, not only spatially but also temporally and non-physically. Moreover, as already mentioned, a city is a living thing and cannot be drawn on a white background without permission. Although a living solution that bleeds when cut is depicted, it should not be a Frankensteinian city-building that destroys the living organism itself, or a Frankensteinian city-building that gathers together a bunch of broken human beings.

Thus, the optimal solution sought here is presented as something with complex semantic

content, even if it appears simple at first glance. Optimization is not an abstract or ideal state, nor does it mean that it fits well. It is about how effectively given conditions can be used to realize the desired direction of the human environment, and not about static optimality at a certain point in time.

(3) Technology that makes the most effective use of available means and provides practical means

-Weapons are necessary in the struggle, but they are all inadequate to make it socially effective. This does not mean that they cannot be used. In practice, there is a difference between using these tools without thinking about them, and using them consciously, considering their availability. Even using the same thing requires skill in its usage. It is also a creative and practical skill to create additional means to use the same thing, as the case may be. Since laws and institutions are never fixed, they must always be created in practice if they are truly necessary out of social necessity.

(4) Comprehensive technology for the creation of strategic programs for the creation of the environment

-No matter how many blueprints are created for the movement of a living city, they are meaningless without the skills to make them a reality and to move them forward.

As was the case with many comprehensive plans, most of the city planning maps by government agencies were merely regulatory maps, and there was no program to create the city in that direction. In order to realize a plan, control and promotion techniques are necessary. It is necessary to define major strategies and tactics to put them into practice, taking into account the behaviors of many business entities and the reactions of the recipients of those behaviors.

While the plans are comprehensive and diverse, in practice, it is necessary to narrow down the problem in reverse, asking what is the problem to be solved, what is the greatest difficulty to be solved, and what is necessary to be done. From such a narrowing down of the problems, we must find the best measures to be taken in a realistic manner. It is not possible to synthesize a plan by simply listing all the plans on a flat surface. In such a strategic theory, even a single plan can have a variety of meanings. The plan must be a projection of the actual invisible strategy. In this sense, a plan that shows only roads and land use in plan view is a low-dimensional plan.

Planning technology has been a philosophy and a science, and it is in this dimension that planning technology will be at its best.

(5) Comprehensive technology to control and promote specific plans

-In urban development, even in a single project, many technologies such as roads, undergrowth, parks, architecture, etc., must be implemented concurrently, so it is necessary

to control them comprehensively while filling in what is necessary, filling in what is lacking, correcting misdirection, and promoting what is lagging behind. It requires many means to fill in what is needed, fill in what is missing, correct misdirection, and promote what is lagging behind. It is truly a comprehensive technology of paste. Without this kind of control and promotion, it would not be possible to comprehensively demonstrate the power of each technology and main business. In addition, these are, of course, not only the synthesis of physical technologies, but also the important precept that in order to move a living city, there must be a living reaction, and that appropriate judgment must be added to that reaction in order to make adjustments without misjudging the overall situation. If the planner is not directed not only to the aspect of creating static plans, but also to the aspect of making the plans come alive, there will always be a disconnect between the plan and the actual situation.

Planner's Activities

By the way, the comprehensive technology described above has not yet been established, and it will take time before planners who can make full use of it are born. It will take time to create planners who can make full use of these technologies. To do so, it is necessary to revise existing laws and financial issues as external constraints, and to establish training institutions and methodologies to nurture planners as internal conditions. As for the future of planners' activities, we would like to point out a few issues.

(1) Planners in organizational activities

Although a planner can be a single person, an organization is needed to actually carry out the planner's activities. It is difficult for a single person to satisfy the above-mentioned conditions, and even if a single person satisfies them, the planner in a practical setting may end up being a bystander or a debater unless several planners are involved in the practice as an organization. Although they may only make necessary comments or give advice from time to time, planners as practitioners usually need a planner organization to facilitate their activities and to fill in the gaps between each other. Such an organization will probably emerge in both local governments and the private sector.

(2) Engineers and Planners

As already mentioned above, technology is different from the technology of application based on the elucidation of natural laws used by engineers. The technology used by planners is the technology of planning, which is the technology of creating various conditions for the creation of the total environment based on the laws of nature and society. However, there is a planning stage before designing among engineers. It is similar to the technology of meaning used by planners. The engineer who deals with this planning phase of meaning should cooperate with the planner in many ways.

(3) Designer and planner

There are two types of designers: designers of individual properties such as architecture and crafts, and urban designers and landscape designers, who deal with a much wider range of design. In the latter case, there are elements similar to those of planners. As mentioned earlier, the planner's role is to lay the groundwork, so to speak, and the designer is the upper structure. However, even here, a cooperative relationship with a designer with a broad perspective is very necessary in the planning stage, and it is important not to let the planning process become dry and dry, and designerly ideas often stimulate the planning process.

(4) Economists, social planners and planners

The term "planner" here refers to physical planners, i.e., planners in urban and environmental planning. They are called physical planners not only because they draw physical shapes and forms, of course. Rather, even physical planners, as I mentioned earlier, have a great deal of work to do in aspects that do not appear in physical form. They do not, as a result, put it together as an abstract composition, a number, but they take every possible means to realize it as a living, concrete environment. The physical appearance is a consequence of this.

But the economist-planner, who never reaches the physical point, is different from the social planner, who is concerned with the physical after and before. It is at the point of physicalization that the non-physical conditions become most decisive for the human environment, and from that point on, the solutions that existed before the physicalization become highly concentrated and determined. Therefore, the main focus is on how to organize the social, economic, physical, and natural conditions for physicalization before that point, and this is most necessary in a complex place like a city.

The planner of the future will be called upon to play a new role in collaboration with other professions and to fulfill responsibilities that cannot be replaced by other professions.

The Planner and the Subject of the Plan

The planner is not a planning entity.

What should not be misunderstood here is that no matter how good a planner may be, he cannot himself be the subject of the plan. In general, when a building is built, there is a client, and the planner, designer, and builder are the servants of the client. In this sense, architects are not subjects either. In the case of the architect, however, even if the contractor does the construction, the final form and shape are determined by the drawings he draws. For this reason, architects call the buildings they design their works of art, and the same may be said of other designers. Artists, such as painters and sculptors, are truly works of art because they do not leave the construction to others, but create it themselves. Architects and designers, on

the other hand, are indirect works of art.

However, for urban planners, there is no such work of art. The role of the urban environment is not only to create things, but also to lead and coordinate comprehensively how to improve the urban environment, including conservation and control at the same time, and how to resist or utilize external forces, and it is not a one-way work to create things, and the actual designing of the urban environment is not a one-way work. In addition, it is the designers and engineers who actually create the design, and planners usually do not touch this directly. In this sense, the planner is in a more indirect position in terms of making things, but that is exactly what is needed to create the complex environment of the city.

It is impossible to call a city a work of art, but even a small district plan cannot be a work of art for the planner. The planner is the scriptwriter and director of the overall control of the environment. However, he himself is not an actor. It is the designers and engineers who are the actors who will receive the loudest applause.

Then let us examine the subject matter of the plan.

(1) The state = central government - The state, of course, is the entity that legislates, organizes, budgets, and plans the national government.

The national government is certainly the most powerful organization with the most authority. However, there is a problem whether it is the most convenient unit for environmental planning. This is because environmental issues require a very local and comprehensive nature. For example, a single road only needs to connect one point to another in the national dimension. It may be necessary to connect various parts of the country. However, for a particular region that it passes through, it may cause great destruction of its cultural assets, or it may cross through residential areas, causing noise and exhaust emissions. Such environmental problems must be solved on a regional basis. The issue of industrial development and regional problems also cannot be dealt with by simply following the national government's demand for industrial development and the development of new large-scale industrial sites, but must be considered separately from the appropriateness of such national-level planning and the security of regional planning. Thus, the national government cannot be the planning entity for each region, and must play an indirect role in environmental planning.

Therefore, the role of the national government lies elsewhere. One is that the national government is inevitably expected to play a role in institutional solutions, and comprehensive measures will be necessary, and the other is to set up a national land dimension planning frame, which should include trunk planning (longitudinal expressways, railroad trunk lines, international airports), comprehensive resource use (water allocation, land use) and fundamental development policies (industrial layout, urban decentralization), etc., must be

carried out by the national government. However, the problem lies in the fact that the government tries to be the main body of regional environmental planning without sufficiently sorting out such roles of the government, expecting too much from the government, or setting up fundamental issues that should naturally be handled by the government and can only be handled by the government.

(2) Municipalities - Municipalities are supposed to be in charge of comprehensive regional environmental planning. There is a belief that urban planning is an authority unique to cities. In a complex and expanding bureaucracy at the national level, it is impossible to expect the integration of the regional dimension. This is true even in socialist countries. Therefore, if the role of the national government is as described above, should the local government, which is established in the region and directly entrusted by the people, be the main body for planning at the regional and environmental level?

Until now, the national legislation did not recognize the autonomy of local governments, and urban planning was a national plan decided by the competent minister, and local governments were merely one of the executing agencies of the plan. This legal system is expected to change drastically in the future. Although the national government has been checking the plans up to the present, when the national government's checks are not merely a safety valve, and when it intrudes into the plans more than necessary, it will bring the national government's division of labor directly to the local governments, causing an imbalance in the plans and leaving the residents to suffer the effects of the unbalance. The local government itself also has its own problems.

Municipalities themselves also have their own problems. They have not been able to get rid of the old bureaucratic subcontracting system, and sometimes they act as a subcontractor to the national government and a "superior" to the local residents. This is gradually changing with the introduction of directly elected chiefs, but municipalities themselves will be required to reorganize themselves as autonomous bodies, both in name and in reality.

It is also said that even though planning authority is delegated at the municipal level, there are no planners who can implement it. However, one of the most significant changes in the postwar period was the improvement of educational standards, and the era in which the central bureaucracy was the only elite, as in the Meiji government, is over. Rather, it is through trial and error that people are nurtured, and practical planners such as those mentioned above should be nurtured in municipalities, which are responsible for their own environmental planning and have direct contact with their residents and are responsible for it.

Some people say that municipalities are not strong enough to resist pressures of various kinds, and that they cannot be trusted because they tend to make up their own plans. It is true that at present there are aspects that are easily influenced by the power of representing specific

interests. At the same time, unlike the fixed frameworks that keep us stuck, we can take the residents' side to promote environmental planning by taking in their voices and transcending the institutional frameworks. Environmental problems occur very close to us. If we take a fixed attitude toward them, we will not be able to solve them. Flexibility in dealing with new situations should be an advantage.

At the same time, of course, it is unqualified to be an environmental planner if the plan is only swept away for the sake of specific interests. This should be checked by mutual checking of all residents who are interested in interests other than their own under the principle of openness, to stop the one-way flow, and to unify the planning organization and practical departments so that the new group of planners can carry out consistent planning with a scientific basis. It is necessary for the entire municipality to be able to move as one. In this case, the responsibility of the head of the municipality, who is directly elected by the residents, is great, and the responsibility of the residents to check him or her is also great.

(3) Private sector - The Ministry of Construction estimates that private sector investment accounted for 68% of the total construction investment in 1969. In fact, government investment includes many elements that are not urban investment, such as landslide control, flood control, and coastal works, so that, more strictly speaking, the private sector accounts for more than 70%, or nearly one-fourth, of the actual urban construction. In this sense, it can be said that the private sector is the real actor in urban construction. However, it is quite difficult for the private sector to become an environmental planner by itself.

The principle of action of private companies is, after all, the pursuit of profit. Of course, the pursuit of profit is not a bad thing in itself, and in addition to simply pursuing current profits, a company can also gain corporate profits by gaining social credibility and improving the environment over the long term, so improving the environment is not necessarily contrary to corporate behavior. However, in the case of corporate behavior, the burden of environmental improvement is placed on the public external economy as much as possible. Therefore, they tend to take actions that improve the local environment but have a negative impact on the city as a whole. The private sector, which is an important part of the environmental formation, but which stands on such a principle of action, is inevitably subject to environmental planning at the municipal level, and the private sector, within the framework and rules of such planning, should bear the necessary burden on the external environment and, within the overall rules, should determine how to improve the local environment in balance with its profits. It is reasonable to consider how to improve the local environment in balance with the profit. For this reason, private companies cannot be more than local implementers of environmental plans.

(4) Residents - Residents are also responsible for about 1/3 of the investment in the

environmental development in the form of housing construction. However, if each resident makes his/her own investment, the mutual environment will not be maintained. Rules for each region are necessary. This is the reason why the local residents have come together to form their own municipalities and check each other's actions. In Japan, however, since there is no history of local governments formed by the residents themselves, they are merely a dispensation of the central power. In this sense, the current local governments are not sufficiently organized. However, if environmental planning is controlled according to the voice of individual residents, contradictions will eventually accumulate. The urban environment is, in the first place, an attempt to minimize the massacre and take only its advantages while forming high-density contradictions, and if the massacre is left unchecked, the prognosis will explode as it is. Therefore, it is difficult for a group of residents to be the main body of the whole environmental system, even though they can be the main body in the management of playgrounds and the opening of schools in a small area.

Therefore, residents should be the main body of environmental planning, but they should not be individual residents or residents of each district, but they should form their own self-governing body in a unit that is desirable for environmental planning, and they should be the main body of environmental planning, and at the same time, they should be controlled by the self-governing body. Such an organization should not be a local government or a district-by-district organization, but an autonomous organization of its own. Such an organization is essentially a self-governing body, and although we do not know whether the current scale and organization of local governments are appropriate as they are, the residents themselves must create the kind of local government that they should have. At that time, planners will be required to make environmental plans and put them into practice.

Environmental planning, as we have often said, is a mutual control. The planner, trusted or employed by the self-governing body, is in a position to control the client population for the benefit of the population as a whole. It must be done not under the authority of a central power state, but as an expectation of the residents of a limited society.

Can a municipality be the subject of environmental planning?

In this way, the local government must be the original subject of environmental planning. However, there are many problems that need to be overcome, such as the following

- (1) The local government should have independent planning and independent execution of environmental planning in relation to the central government, both legally and financially.
- (2) Municipalities should be free from being subcontractors of the central government, communicate actively with local residents, and have the original characteristics of a self-governing municipality.
- (3) Municipalities should have the ability to make comprehensive plans for the environment,

strategically operate these plans, and promote them as actionable plans that are not paper plans.

First, it is necessary to emphasize what is called "group autonomy" in relation to the national government, especially for environmental planning; second, it is necessary for the local government to be established on the trust of the residents as a responsible party for the environment, not only as an institution for residents' autonomy; and third, the local government should have the capacity for planning and execution. Third is the ability of the local government to plan and execute.

No matter how much authority a municipality has or how much interaction it has with citizens, it will not be able to achieve anything if it implements haphazard planning or lacks comprehensive, localized solutions. A municipality is an organization, and it must have the ability to plan comprehensively in order to demonstrate its capabilities as an organization. For this purpose, environmental planning begins when a municipality directly acknowledges the existence of planning control by planners, promotion, or rather the existence of contradictions within itself. It is the municipality that can accept such honest contradictions, and it is also the municipality that can demonstrate regional comprehensiveness in planning and resolving these contradictions. Although municipalities are vulnerable, they must be the main actors in environmental planning, otherwise it will be difficult to find others. If the current structure of the municipality is inadequate, it must be changed through the power of environmental planning.

Planners and Municipalities

It was said earlier that the planner is not the subject of the plan. This is true, but when a municipality becomes a subject of environmental planning for its residents, rather than a subcontractor from above, it needs a practical planner inside and outside of the municipality. There are many tasks in the planning process. These can be done by outside planners, and in fact, it is difficult to have enough planners in all of the nearly 600 cities, towns, and villages in the country alone. Moreover, even a fairly large municipality may not be able to have a planner for all of its municipalities, since there is a considerable specialization among planners. Therefore, an independent planner should be responsible for the planning of the municipality, which should be the environmental entity. An independent private planner will be more efficient in that he/she will be able to perform his/her duties where they are most needed. Such planners will continue to be expected in the future.

However, even when an external planner can be hired, it is necessary to have an internal planner in order to be a practical entity in environmental planning. It is no use if the requesting municipality does not understand what is being requested or does not know how to use this to its advantage. It is planning and cities that live in the midst of new and changing

realities. If we compare ourselves to doctors, the external planner is basic medicine. The internal planner, however, is the clinician who takes care of health and, in some cases, performs surgery. For a municipality to be an environmental planning entity, it must have both.

A Practice in Yokohama City

Municipalities and Environmental Planning

Residents should be the main actors in environmental planning. This means that an organization, rather than individual residents, is needed, which is called a municipality, or in the case of an urban area, a city. This is how a municipality was originally born, and it should never be an agency of the central government. It is necessary to rethink the municipalities again and again. In that case, the current local governments have many problems to overcome. Nevertheless, the control of our environment, which is crammed into a small area, is still based on the self-governing organization rooted in the local residents.

There are two principles of self-government: resident autonomy and group autonomy.

Yokohama is already a huge city with more than 2.3 million inhabitants. In such a huge city, it is questionable whether it is possible to have an organization that can constantly absorb the living energy of the residents. However, at least there, we are trying to think about municipalities and how urban environment planning can be carried out in practice. In this context, we are trying to create a role, a position, and a duty for planners, and at the same time, we are trying to establish a new planner. I do not expect that these efforts will be immediately satisfactory. However, instead of sitting on our hands and making critiques, or discussing planning only in places that have nothing to do with reality, planners should be born in the midst of the realities of cities that are moving day by day, and environmental planning should be able to find its clues in the midst of these realities.

Let us take a look at the attempts made in Yokohama as planners for these environmental plans.

Planning and Coordination Office

In 1968, the City of Yokohama established the Planning and Coordination Office. This was an attempt to deal with environmental planning in earnest and to create a planner as a new organization. It was an attempt to create urban planning as a comprehensive environmental plan as a single municipality by somehow uniting the municipalities, which had to be a sectarian, vertically divided group, into a horizontally divided group. This is different from the function of the planning department, which has been called "planning" in the government

offices, but in fact has been nothing more than a stapler for the papers submitted by the various sections.

It is not a planning that does not attend to the realities of the situation, but rather a planning that gently takes only the superfluous, and in some cases, goes in and makes comprehensive plans while correcting the course of each project plan in the midst of the more realistic fluctuations of the situation. Conventional government agency planning, even when quite good, is a subgenre of the laboratory planning school, but here the aim is to be more practical. It is a defect of the legislation that does not recognize the general nature of city planning and places it in parallel with projects, but it is different in that the city planning department is not trying to carry out each project separately, but is trying to put them together as one comprehensive environmental plan. The idea is not to carry out each project separately, but to put them together as one comprehensive environmental plan. The fact that municipalities have been unable to do this seemingly obvious thing shows their weakness and lack of planners.

The Planning and Coordination Office is not only a group of planners, but also a planner organization as a whole. The planner here is not only an individual, but also an organization of planners (i.e., a kind of planning board) is needed in a municipality. Therefore, the members of the Planning and Coordination Office are not necessarily limited to those who have narrowly defined urban engineering and planning, but all the administrative departments and engineers should become planners of the Planning and Coordination Office as a whole, and if necessary, a producer system to seek the cooperation of outside private planners and designers. It is a producer system to seek cooperation from outside private planners and designers when necessary.

The Planning and Coordination Office is a planner, a producer, a project promoter, and a controller. It aims at a new organization that is different from the design school, the laboratory school, or the governmental school. Let us introduce some of the roles it has played.

Strategic planner for six major projects

Yokohama City was delayed by the war and confiscation of land, and the wave of urbanization in the 1950s led to a rapid increase in population through suburban development without a framework of core projects. In response to this, the city planned and launched a strategic project for the backbone projects that were absolutely necessary for the city. These are the projects that are considered absolutely necessary for a city of 3 million in the future. These are (1) the subway project, (2) the expressway project, (3) the Bay Bridge project, (4) the Kohoku New Town project, (5) the Kanazawa-Tomioka Area Development Project, and (6) the city center enhancement project.

These plans are not just construction projects, but also contain some planners' strategies as

practical planning. The main ones are

- (1) Municipalities could take the initiative in proposing large-scale plans, and thus could take the lead in what has conventionally been done individually, with priority given to each business unit.
 - (2) These strategic projects did not depend on limited taxation for financial resources, but were able to expand taxation by mobilizing other business entities and conducting corporate management through foreign debt and bond issues to realize a civil minimum.
 - (3) The abstract long-range plan is not a good place to start, but it is a master program for urban development that can be implemented tomorrow, and it is used as a realistic monument instead of a mere picture.
 - (4) Because a new large-scale project cannot be handled by a single bureau alone, we broke down the system of vertical division of administration and called for a new overall motivation within the municipality.
 - (5) By giving the first start, it will continue to sensitize the need for new planning, and will also provide the material for fostering a group of planners who can handle these projects.
- All of these are strategically important.

Environmental Control by the Yokohama Method - An Environmental Planner

Environmental planning, however, must proceed on two fronts: development and regulation. However, the current laws and regulations are not sufficient for the regulatory aspect, nor have they ever been. However, to ignore the environmental degradation in silence because there is no law or regulation is not possible is to admit that the local government is merely a subcontractor of the national government. In order for a municipality to be a municipality in its own right and to be an agent of environmental improvement, it is necessary to adopt a new approach. This philosophy has given birth to a means of environmental control called the Yokohama method.

However, the Yokohama method does not ignore or go outside the bounds of the law. It is impossible for a municipality to take such a decisive step, and at the same time, laws and institutions are never fixed, but always changing. Yet, laws and institutions are rarely born in advance of the demands of the times. Rather, laws are usually revised and new legislation is enacted only when the demands of the times make such revisions unavoidable. Laws are inherently conservative in nature, and cannot move until social demands and evaluations have been established to a certain extent. We should not attack the conservatism of the law on that basis alone.

However, in an era of rapid social change like the present, we cannot wait only for the revision of laws, and the enactment of ordinances is also framed within the law. Then, what will fill

this gap? Sometimes the judiciary plays the role of adopting the interpretations of the new era with precedents. However, in many cases, it takes a long time to do so, and since this is the role of the judiciary, it is difficult for the judiciary to adapt to the times. This is where the role of the public administration is required.

Unlike a single interpretation of the law, the administration can incorporate considerable comprehensiveness and speed, depending on its approach. However, the administration can become a fashion if it makes a careless mistake. However, with the direct election of the head of a municipality, as is the case today, the head of the municipality is always subject to the checks of the residence, and bureaucratic fashions are not allowed. However, in the case of an anticipation of the currents of the times, it is rather a phenomenon that the legislation follows the currents of the times. Therefore, the Yokohama method, which receives strong support directly or indirectly from the people, cannot be a bureaucratic fashion.

The representative example of the Yokohama Method is that, in response to the problem of pollution, for which the local residents had no authority at that time, the Yokohama Method, with the background of the residents' movement on the one hand, and scientific results on the other, and with a small lead in the land sales contract, negotiated with the companies and finally had an agreement signed between the local government and the companies to stop the pollution. The agreement was later signed by the local government and the company.

The Yokohama method was the first of many anti-pollution agreements that followed in many parts of Japan, and it has been utilized in subsequent legislation and standards. This was a very anticipatory approach to the needs of the times. The second example is that a memorandum of understanding was concluded with development companies to correct the situation in which private residential development using the land readjustment law had not yet been completed, and school sites had not been taken, and roads had not been paved. This was not started only in Yokohama, but it has become common in cities in rapidly growing population zones, and new systems such as the Housing Land Development Law and the subsidy system for school sites are emerging along this direction. In addition, the new city planning system was also focused on how to effectively use it as an environmental plan, within the limited legal framework of the new city planning system.

In this way, the Yokohama method plays the role of adapting to the trends of the times as quickly as possible by doing the maximum within the administrative framework, and is a practical environmental planner. The role of a business promoter planner, especially a municipal internal brander, is not only to propose strategic projects such as the Six Major Projects. Such a strategic project is a master program, but naturally, it must be developed in a way, at a time, and in relation to other projects, depending on changing circumstances. Even if a project is promoted by a business unit, the entire content of the project is not fixed, and

therefore, new contents must be incorporated in order to achieve the original purpose of the project.

This kind of promoter role and new planning within a larger framework require the role of a planner in the narrow sense of the word. Especially in the case of the Kanazawa land reclamation project conducted by Yokohama City, the land reclamation fund was provided by the Finance Bureau through a special means of issuing foreign bonds, the fisheries supplement was provided by the then Agricultural Administration Bureau and the Land Reclamation Bureau (now the Urban Development Bureau), the Tokyo Bay Road by the Road Bureau and the Planning Bureau, the port portion by the Port Bureau, the pollution control bureau for measures after the factory was located, and the land reclamation site planning was provided by the Shimokido Bureau. For the planning of landfill sites, there are other bureaus such as the Road Bureau and the Planning Bureau, the Port Bureau for the port portion, the Pollution Control Bureau for the post-landfill planning, the Economic Bureau and the Pollution Control Bureau for the factory relocation, and the Urban Development and Planning Bureau Building Bureau for the landfill land use. The Planning and Coordination Office is in charge of the overall planning of the project. The Planning and Coordination Office also takes the lead in the planning contents, such as the energy center concept, the sea park concept, and the model residential area concept.

Planning Coordinator

Not only is there no one in charge of environmental planning, but projects are prioritized over all other planning in Japan's urban development. For this reason, when projects conflict with each other, projects with strong financial backing are sometimes given priority and no other value is recognized. This can lead to a situation that is undesirable from the standpoint of environmental planning. In addition, when various projects have to be carried out in combination, only one of them will eventually take precedence over the others. In such cases, it is one of the roles of a planner to coordinate these projects as a controller, or as a coordinator to coordinate among them.

In the narrow urban area of Yokohama City, he coordinated the development of projects such as highways and subway parks. This was a difficult task due to the competition among the central governments, and there were many difficulties in coordination among the local governments. In the end, the result may not have been desirable from the perspective of each project entity, and coordination always leads to dissatisfaction. However, it is impossible for a mere administrative planning department to have such a vision and control the contents of the three projects, and the role of a planner is necessary. It requires a planner's role.

In addition, the incineration plant in Qingqing was integrated as a local facility in the area to improve the image of the area, and as a result of the study of the ideal form of such a facility

in the city, a recreation facility for the elderly, a hot water pool, and a hot house were planned using the surplus heat, and a new plan is underway with the cooperation of all the business entities. Design producer environmental planning does not end with abstract land use planning, transportation planning, and urban facility planning. Some of them are controlled and promoted by these plans, and some of them become concrete figures through commercialization.

What the residents can see, hear, and touch directly is this figuration, and this is where the urban space is born. Of course, since most of the figuration is done by the private sector, the municipality is in the position of control, but what it does by itself should have an excellent impact on the urban environment as a figuration. If public works are inexpensive and inexpensive, they will be a waste of taxpayers' money.

It is the task of each project section rather than the role of the planner to implement, materialize, and embody the project in this way. In some cases, however, it is necessary to include various new elements in the project. For this purpose, it is necessary to mobilize urban designers at times and industrial designers at other times in order to create a better implementation system. For this purpose, a design committee of architects, industrial designers, graphic designers, etc. should be formed to design the subway system as an environmental design, in addition to the technical aspects of the subway project, which will play the role of a producer, and to design the cars, station street furniture, guide signs, etc. They have also played the role of producer by inviting industrial designers to design a pedestrian bridge connecting a park and an amusement park to change the image of the conventional pedestrian bridge.

Conclusion

In addition, the role of the internal planner of a municipality is endless, including the systemization of data as a precondition for planning, contact with residents, planning of ward councils and city planning citizen councils to reflect the will of residents, and research for the establishment of a comprehensive urban science.

Although the need for comprehensive environmental planning is keenly felt, no entity, condition, or staff has been created to truly carry out this task. However, in order to confront the environmental problems of mankind since the 1970s, it is hoped that an environmental planning entity will be born. The local movements that seem to be localized now will come to fruition one day. It is also hoped that new planners will be born both at home and abroad.

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