

**UPGRADING THE TOKYO MARUNOUCHI DISTRICT'S DISASTER-RESPONSE
CAPABILITIES THRU PUBLIC-PRIVATE COOPERATION AS DEREGULATION
PROCEEDS (ADMINISTRATION OF PUBLIC UNDERGROUND SPACES)**

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ABSTRACT:

The public and the private sectors have cooperated in the construction and development of public underground spaces such as station plazas and thoroughfares between buildings in Marunouchi, Tokyo, an international business center. This is part of an effort to rebuild private high-rise buildings amid a trend toward deregulation and privatization since 1999.

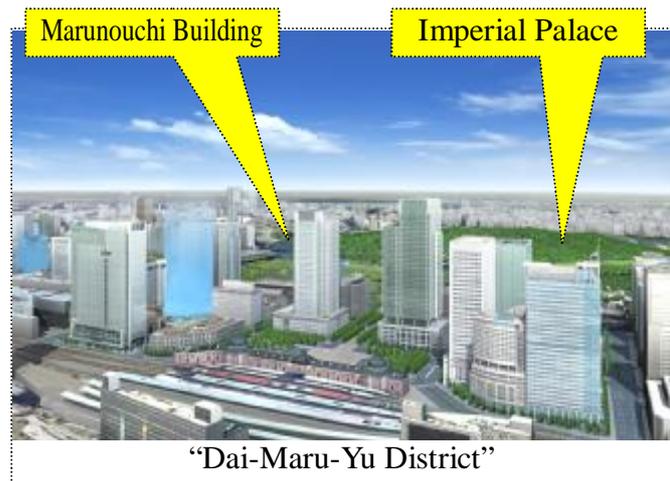
Development of public underground spaces in the area dates back to 1937, beginning with an underground passageway between the old Marunouchi Building (rebuilt in 2002) and the south entrance of Tokyo Station of the former Japanese National Railways. This underground space was gradually expanded to form a very convenient network of passageways to subways and newly constructed buildings. Recently, an underground square (2,600m²) was developed concurrently with the rebuilding of Marunouchi Building in 2002, and the underground network is being further developed to facilitate pedestrian traffic around the Tokyo Station with no hindrance from above-ground automobile traffic or the weather.

The expanded underground space brings improved convenience to pedestrians and creates a space that will attract events and make the area more active. What is needed now is new public-private cooperation beyond the concept of conventional public facility management, a system with private management of underground thoroughfares and local-government road management.

The other hand, the advent of a new type of entity, the “General Foundational Juridical Person” is about to take place under the new Juridical Entity Act. This Juridical Person is expected as a new type manager of these Public Spaces.

An increase in pedestrians will bring greater safety and security risks. We also need to consider possible utilization of underground spaces as temporary shelters in times of disaster.

The paper will review the issues involved in the above development in this part of the city.



1. Objectives

The Tokyo Metropolitan Government issued its “Central Tokyo Development Guidelines” in March 1997, and for the first time, clearly stated that the Municipality’s central district would be redefined — from a Central Business District (CBD) to an Amenity

Business Core (ABC). It was decided that the basic policy would be to promote redevelopment of the district as a “Renewed City Center.” In June 2002, Japan’s central government began implementing its “Urban Revitalization Special Measures Law,” and designated “Emergency Construction Districts” that would be targeted for intensive, urgent redevelopment through urban development projects in which private sector funds and know-how would be utilized.

Nine years have elapsed since the “Town Renewal” project in Tokyo’s central district was initiated in accordance with this urban renewal process. This involved rebuilding the Marunouchi Building, which began in April 1999, and rebuilding clusters of buildings and renewing public facilities in the 120-hectare area in the vicinity of Tokyo Station that encompasses the Otemachi, Marunouchi, and Yurakucho districts (“Dai-Maru-Yu District” ; in Japanese Otemachi is written "大手町" , and "大" pronounces "Dai") A series of projects centered on rebuilding clusters of buildings has been undertaken during this period. Once almost exclusively used for office spaces, the Dai-Maru-Yu District is being converted into a complex multi-functional area with commercial, retail, hotel, restaurant and other businesses.

As “Town Renewal” progressed, spaces mainly for pedestrians such as dedicated underground walkways, access way links, ground level plazas, public spaces within building premises, etc. were rapidly built and defined as “Public Spaces.” However, as a result of the rapid pace of construction there were few rules regarding post-completion administration and usage was not carefully defined. A variety of sometimes conflicting management entities were set up for individual facilities and varied levels of control are in place.

At the same time, the national policy to outsource management of civic halls, community centers, etc. has accelerated amid the deregulation that has been promoted in recent years, and as management has been shifted from the public to the private sector. This has proceeded against a background of transforming the concept of the value of public works, from one emphasizing construction (quantitative expansion) to one emphasizing management and usage (qualitative enhancement). The “Designated Manager System” under the revised Local Autonomy Law and the Ministry of Land, Infrastructure and Transport’s “Policy on the positioning of public property by Public-Private Partnership Initiative (PFI) operators” exemplify the circumstances. Along with the semi-public joint-venture (“third-sector”) companies traditionally involved in town development in the past, the forms of legal entities involved in developing and managing towns has diversified, and the number of bodies in which both the public and private sector take part such as non-profit organizations and intermediate corporations has sharply increased.

Furthermore, reform of the system governing legal entities (revision of the “Law on General Corporate Juridical Persons and General Foundational Juridical Persons” (the “General Corporate Juridical Person Law”) has led to the emergence of a new type of entity, the “General Corporate Juridical Person,” which is about to appear.

Which entity should manage the town and who ought to shoulder the expenses? It is time to reconsider how public spaces ought to be managed and used when “Town Renewal” is being facilitated as it is now.

2 . Definition of Public Space in paper

Public Spaces, the subject of this paper, are spaces with facilities that are utilized for many purposes that go beyond their original functions regardless of who owns or holds title to them, or who is responsible for their care and management. These spaces and facilities contribute to the creation and augmentation of town value. Their use generates business profit from advertising, and revenue can be anticipated when they are used as a site for events

Table : Scale of Facilities (Unit: hectares)

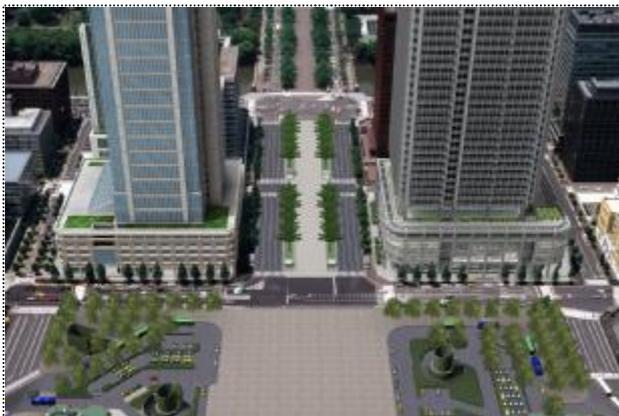
Private-Sector Facilities		Public-Sector Facilities	
Access passages within buildings	1.0 ha	Nakadoori (Chiyoda-ku road)	2.3 ha
Underground station concourse	5.3 ha	Gyoko-dori (Tokyo municipality road)	1.5 ha
Aboveground plaza	1.5 ha		
Open space (building premises)	3.0 ha	Underground Walkway (Tokyo municipality road)	0.8ha



Underground Walkway



Nakadoori (Chiyoda-ku road)



Gyoko-dori (Tokyo municipality road)



Underground station concourse

3. History of construction of public spaces

(1) Meiji era(1868-): Open space non-existing

“Mitsubishi Building No.1” and a few other buildings were completed in 1894. This can be referred to as the first stage of Marunouchi district redevelopment. Citizens called it “Little London” and buildings faced with red bricks became the forerunner of modern buildings in Japan. One of the characteristics of the buildings was that a single building had eight staircases, which would be considered superfluous today. However, this was because the tenants



Scene of Building No.1 and “Little London”

each wanted their own staircase and entrance. Each tenant had a dedicated open space, resulting in virtually no open, public spaces at all.

(2) Taisho era (1912 -): Advent of public spaces

- Large stone buildings went up in this era, and citizens' nickname for the Dai-Maru-Yu District became "Little New York." Many units were occupied as business offices and retail premises. To enhance the appearance of the buildings, wide entrances and elevator halls were installed, giving them a sense of great openness. This type of development brought open public spaces into being.

- Nakadoori (or Central Avenue), which now serves as an "axis of amenities and liveliness" for the district, began to take shape as an open road, but it only functioned as a pedestrian walkway at the time.



Scene of Nakadoori
in bygone days

(3) Showa era (1926 -): Expansion of open, public spaces

- An underground passageway linking Marunouchi Building and the South exit/entrance of Tokyo Station was completed prior to WWII. The Old Marunouchi Building was linked underground to the South exit/entrance of Tokyo Station in December 1937. This enabled pedestrians to come and go between the two locations without being bothered by street-cars (which were in service in those days), automobiles or weather conditions.

- Also in post-WWII days to the construction of the subway and construction was advanced as a concourse and an underground passageway.

- Opening of the then Eidan (TRTA) Subway Marunouchi Line (currently Tokyo Metro) in July 1956, the subway's Tokyo Station concourse, the former Japan National Railways (currently JR) Tokyo Station, the Shin-Marunouchi Building and Marunouchi Building were linked underground. Subsequently, construction of the underground forecourt incidental to the opening of the former Japan National Railways' Sobu-Yokosuka Line in July 1972 led to the creation of the public underground space that can be seen and used today. The underground concourse extending from Tokyo Station to Otemachi and Yurakucho was constructed concurrently with the subway from 1964 to 1990. Building construction along the route resulted in a very convenient network connecting railway stations and nearby buildings.

- Around this time, a so-called "Area Management Concept" became popular, and all sorts of management organizations sprang up, one after another.

- Stores lining Nakadoori occasionally set up lunch-hour sales events in unison, creating a Luncheon Promenade, where they displayed and sold merchandise on carts outside their stores. These events attracted large crowds. Generally, however, sales prosperity were clearly limited due to the fact that the lower floors of the buildings lining Nakadoori were then largely occupied by banks that closed at 3:00 p.m every day.



Inauguration scene of
underground passageway



Scene of Nakadoori Lunch
Promenade

(4) Heisei era (1989 -): Maturation of open public spaces

- Construction of public open space was executed on a wide scale under the Urban Renewal Policy described above. Public open spaces took the form of Underground Walkways and public roads categorized as “Other transportation facilities” or as open spaces such as plazas in front of buildings.

- A large number of renowned brand boutiques began to occupy Nakadoori ground level building spaces once occupied by banks, and the street’s atmosphere may be worthy of being called a “Little Paris.”

- The pedestrian environment along Nakadoori has been changed, with the roadway narrowed and sidewalks widened to allow various events to be held such as the “Minenario”(light festival).

- Despite Nakadoori being a public road, the government allowed “Minenario” to be held for the benefit of the private sector with contributions from roadside building owners and occupants, who took note of its value.



Recent scene of Nakadoori



Underground Walkways

4. From construction to management, then to utilization

(1) When construction of public space was being advanced, public and private-sector parties came together and mature deliberations took place as to the urgent need for public spaces from the following viewpoints:

- Volume of pedestrian traffic
- Coping with future pedestrian traffic
- Grade separation (vehicles aboveground/pedestrians underground) concept:
(1) Securing safety (2) Enhancing convenience
- Disaster-prevention measures (to shelter commuters unable to return home)
- Utilization of information technology (IT)

The main objective of these discussions was expeditious and steady construction of public spaces corresponding with the speed of Town Renewal brought about by rebuilding clusters of existing buildings. As a consequence, newly constructed buildings were put into service without thorough study of how they ought to be managed.

(2) Today, when the public spaces are no longer in their infancy, the question of how they can best be managed and utilized is being reconsidered from the following viewpoints:

- This is the district and now is the time in which conventional maintenance and management should give way to advanced area management.
- The necessity and momentum for autonomous efforts by the district’s private sector entities in maintenance, management, operation and development of public facilities is on the rise.

(3) From budget-consumption-type management to utilization-type management in which value is added to the community.

Conventional management did not go beyond a mere Actual Expenditure = Cost perspective.

5. Recent Trends in Forms of Corporations

(1) New corporate forms

Reviewing how already completed and inaugurated buildings and facilities are to be managed and utilized is now being brought into focus under central Tokyo’s Redevelopment Project. The circumstances are that construction may proceed while a review of management and utilization are in progress.

On the other hand, although of an entirely different category, reform of various corporate systems is being pursued with the aim of supporting all sorts of multifaceted activities voluntarily initiated by the private sector. During this process, the corporate system of NPOs, intermediate legal entities, etc. was institutionalized, and some are already operating in the District.

Furthermore, the advent of the “General Foundational Juridical Person” which has aspects of a conventional benevolent corporation and of a joint stock company is about to take place under the new Juridical Entity Act.

(2) Main characteristics of a General Foundational Juridical Person

Unlike conventional benevolent corporations, which were established with the approval of competent authorities, they can be established by corporate registration only. Administrative intervention can be eliminated in regard to establishment and operation. On the other hand, objectivity and public disclosure in accounting are maintained similar to joint stock companies.

- Profit motivated participation can be eliminated as distribution of surplus funds and residual property will not take place and a certain level of public character can be secured.
- A wide range of businesses, from non-profit entities to those seeking profits, can be conveniently managed under this new system.

6 . District Town Management Fund (TMF) Proposal

As can be seen from the above, there is general move from public- to private-sector participation in community development and management on the one hand, while on the other we see the advent of the General Foundational Juridical Person, a new corporate form brought about by a reform of the benevolent corporation. The TMF proposed in this paper is anticipated to be in the form of a General Foundational Juridical Person.

Stance of TMF

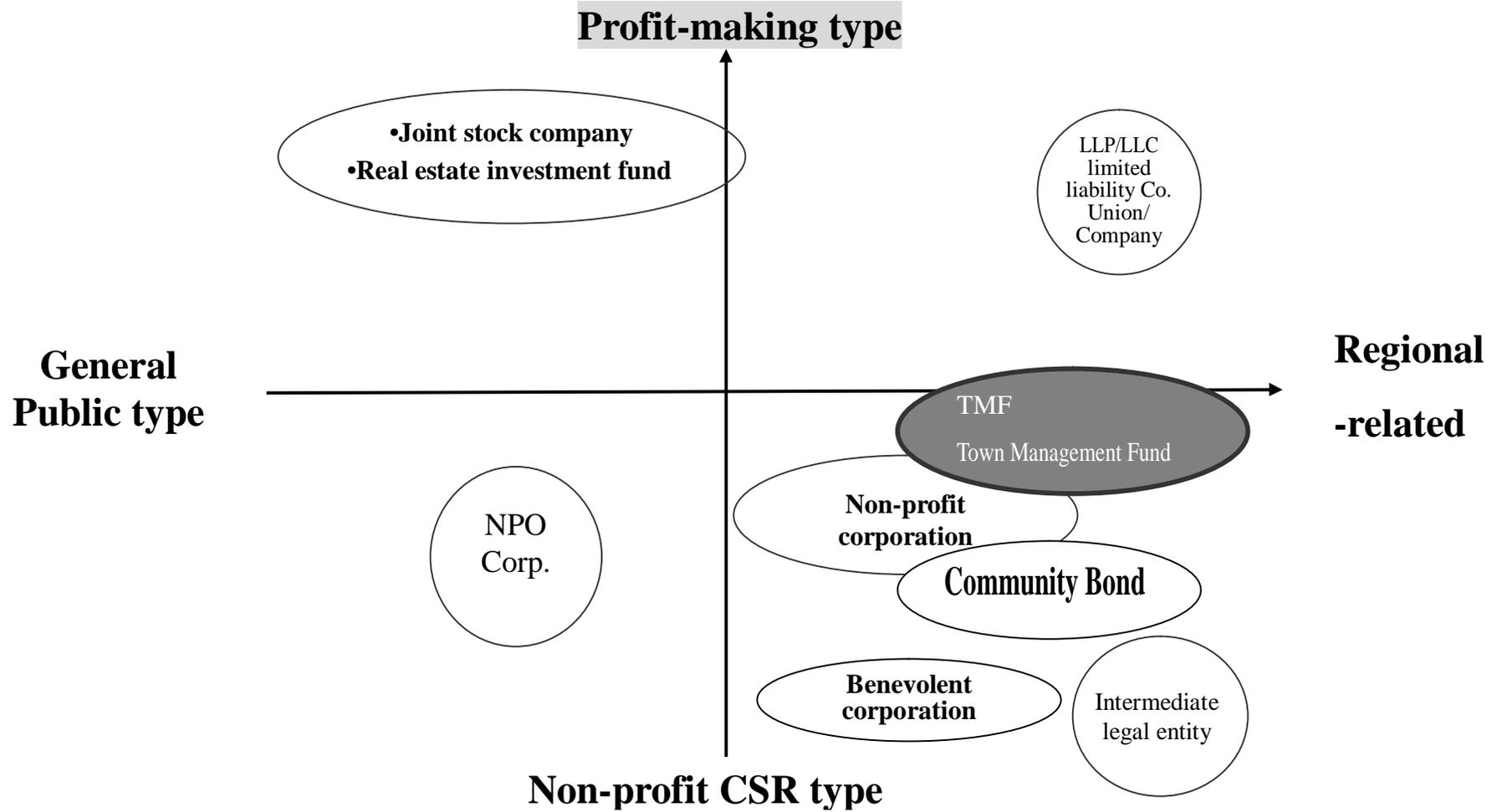
Diagram illustrates the basic stance of a TMF by comparing the two types of entities described above. It uses two axes to do this, one for the commercial/non-profit-CSR type and one for the general public/regional participant type.

- It goes without saying that a real estate investment fund run as a joint stock company is the typical commercial/general public type
- An NPO legal entity does not, in principle, seek a profit. Taking part is open to any party and it is an open organization where participating members cannot be chosen.
- Conventional benevolent corporations and intermediate legal entities are typical of the CSR /community participant type
- Non-profit joint stock companies and community bonds are of a non-profit/community participant type



- In comparison, not only does a TMF undertake conventional non-profit activities as its basic business, but it also operates new type of businesses that are a source of profit.
- In other words, it has both commercial and non-profit characteristics.

Diagram : TMF Stance : Profit-making type/Non-profit-CSR type General open type/participation type



7 . Review of Management and Utilization of Public Underground Spaces

(1)Upgrading disaster-prevention readiness under TMF management

A community's safety and feeling of security (crime and disaster prevention) were originally considered to the responsibility of the public sector, but a TMF as a private-sector legal entity taking over will upgrade disaster-prevention readiness in an underground public space. The Neighborhood Disaster Prevention Association studies Business Continuity Management ("BCM") disaster prevention measures taken by individual enterprises and promotes them as District Continuity Management ("DCM") measures for their own community. In DCM,the TMF management can demonstrate outstanding group power.

- Integrated and centralized control of the District will enable the creation of network or organizations to prepare to take disaster prevention measures. This is an improvement from what would most likely be sporadic action taken at and by individual buildings or facilities. Establish activities of the community across organization lines for more effective disaster prevention by a cluster of firms.
- Upgrade lifeline safety and earthquake-resistant functions (communications, electricity, water and waste water facilities) as requested by users.
- Set up a common disaster prevention information platform
- Secure emergency signs, multidistrict evacuation routes and sites and disseminate related information.
- Joint stockpiling of foodstuff, water, materials and equipment (toilets, tents, flashlights, blankets, tools) in preparation for an emergency
- Private sector resources and vitality can be utilized without being tied up with restrictions imposed by administrative budgets and regulations.

(2) Characteristics

The District's public spaces have been created as a result of rebuilding on the periphery of old buildings and improvement and expansion of railway facilities as described at the beginning of this paper. Their characteristics are as follows:

- The sole reason for their construction was to improve pedestrian convenience (to create an environment unaffected by weather and road traffic).
- Because they are below public roads, they will be a convenient way to bring in or take out emergency or other supplies.
- Tokyo Metro's subway concourse provides support to form a network of passageways from Tokyo Station to adjacent Otemachi Station, Yurakucho Station, Nijubashi Station and Hibiya Station. This facilitates mutual access.
- The subway and JR station concourses and the Marunouchi Public Underground Parking Lot are connected underground, facilitating mutual access
- A large number of nearby buildings are also connected underground.

(3) Functions that ought to be performed

Conceivable functions which such public underground spaces can and ought to provide in case of an emergency or disaster are as follows:

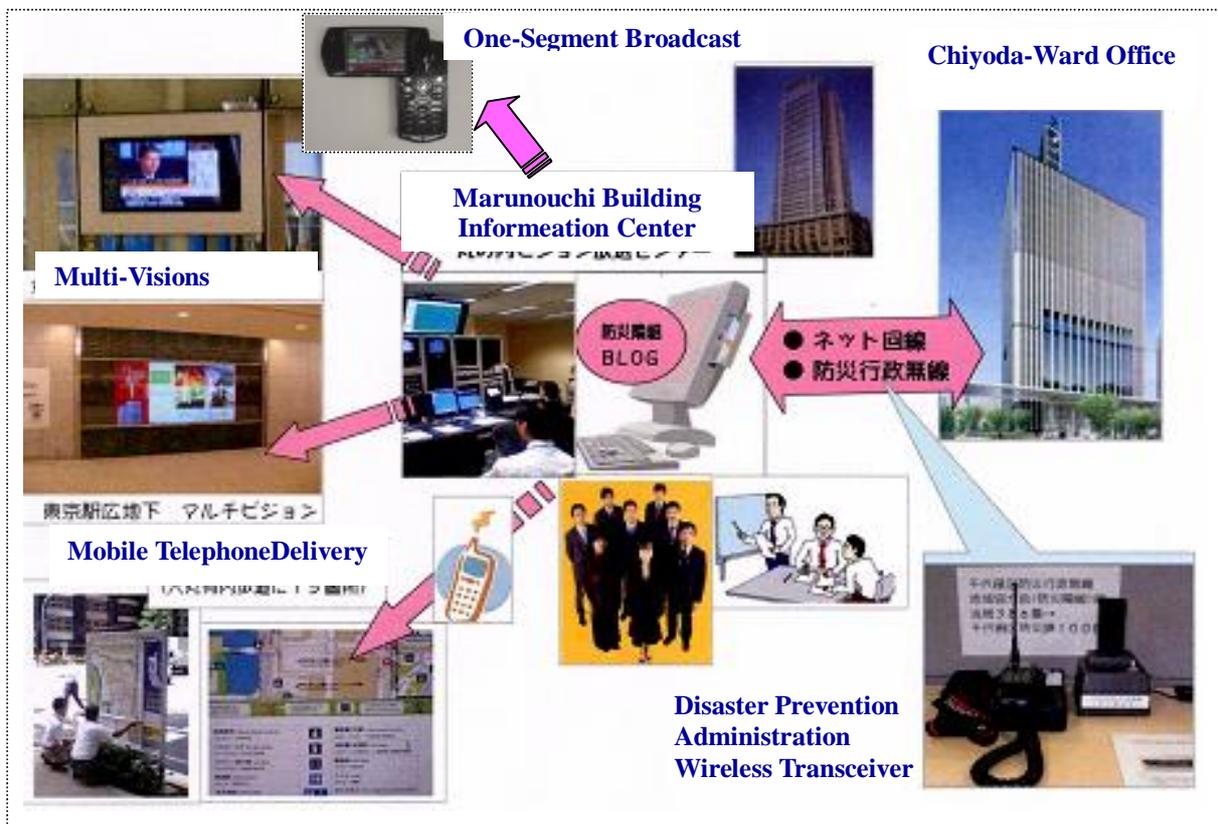
- Serve as disaster information centers
- They can serve as a space for stocking emergency supplies, foodstuffs, etc.
- They can function as routes for pedestrians and to convey supplies, foodstuff, etc.

In the event walking above ground in the District becomes difficult due to the risk of falling objects, etc.

- Emergency vehicle parking function (underground parking lots)
- Supplemental temporary place to rest/stay
- Supplemental First Aid Center

8 . Disaster Prevention Information Center

- Multiple optical fiber communication networks have been installed by road and sewage pipe administrators in addition to those installed by a number of private sector common carriers serving the District, and construction of a local network is complete.
- Various tools will have to be put to use to effectively collect and transmit information to a community where the general public converges.
- The Marunouchi Ubiquitous Museum has been in operation since 2005 as the District’s “Community Information Platform.” It can be accessed by cell phone through a Quick Response code. Two-dimensional barcode downloads for community-related information such as history, shopping, events, etc. are received in normal times. Disaster-related information is conveyed in the same way to the MultivisionTV installed at Tokyo Station’s underground plaza and to Marunouchi VisionTV units during time of a disaster. (Approximately 70 units are installed in the District) .
- Gaining access to Ubiquitous Museum’s site through a QR code (two-dimensional code;indicated by red-arrow) enables downloading site community information displayed to cell phone.At the same time, personal messages can be accumulated within the site by the “Leave a message function” which can be displayed or exhibited if so desired.



9. Conclusion

When I visited Strasbourg in France on an inspection tour of underground space structures in March 2000, a question I asked of a municipal official in charge of development was, “Do periphery building owners bear any part of the cost of underground passageway and plaza construction done as an integral part of Central Station construction works?” His reply was “Why on earth should a taxpayer (i.e. building owner) have to share development cost?” and seemed unable to appreciate the purport of the query in the first place. (It may be that my interpreter failed to get the point of my query over to the official.)

Who should take the initiative to develop and manage the community? The “Private Sector Initiative” is becoming the established response to such a query nowadays. However, the reality is that the merits of Private-Public-Partnerships (“PPP”) are not being amply demonstrated even in the Dai-Maru-Yu District, which is considered a representative PPP model. Tremendous amounts of energy and time are still being spent for repeated private-public discussions of construction, management and use of public space at every stage. The outcome of this process is frequently not a proposal that would be an optimal solution.

It is becoming impossible to come up with effective community management solutions based on a conventional ways of thinking. This statement applies not only to the allocation issue, deciding who should bear costs and how much should they bear, but also to today’s subject: How do we best deal with environmental and safety issues?

This being the case, Who ought to bear the community’s administrative costs? This can be considered to be a long-lasting and time-consuming theme. However, in the course of reviewing circumstances for this paper, I arrived at the proposition that “Town Users” should be the ones widely sharing the cost burden in exchange for certain “advantages.” Such a system would take the place of conventional government budgetary outlays and contributions or membership fees paid by local enterprises.

As long as community administration is in the hands of an extremely small number of parties concerned as it has been up until now, added value beyond the scope of conventional “maintenance and repairs” will not be created. Taking this opportunity, I would like to emphasize that our Network will continue to address this issue in all sincerity.