

“WORKING PAPER 4”

Tama New Town Revitalization Policy and its Major Projects

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TAMA NEW TOWN REVITALIZATION POLICY AND ITS MAJOR PROJECTS

Sadatsugu Nishiura

RESUMEN

En el periodo posterior a la Segunda Guerra Mundial, el fenómeno de la migración de las zonas rurales a las urbanas se incrementó dramáticamente, esto supuso una nueva serie de desafíos para las ciudades que vieron su infraestructura y su mismo espacio llevados al límite. Pero ahora los nuevos desarrollos urbanos japoneses buscan revertir esto haciendo de las ciudades lugares más amigables tanto para el individuo como para el medio ambiente. Tomando en consideración tanto los factores socioeconómicos como los ambientales, estos nuevos proyectos buscan crear una coexistencia y codesarrollo que mejore la calidad de vida en las ciudades desde su mismo diseño, como forma de ayudar a combatir las desigualdades sociales, pero también ayudar a la sostenibilidad de las mismas.

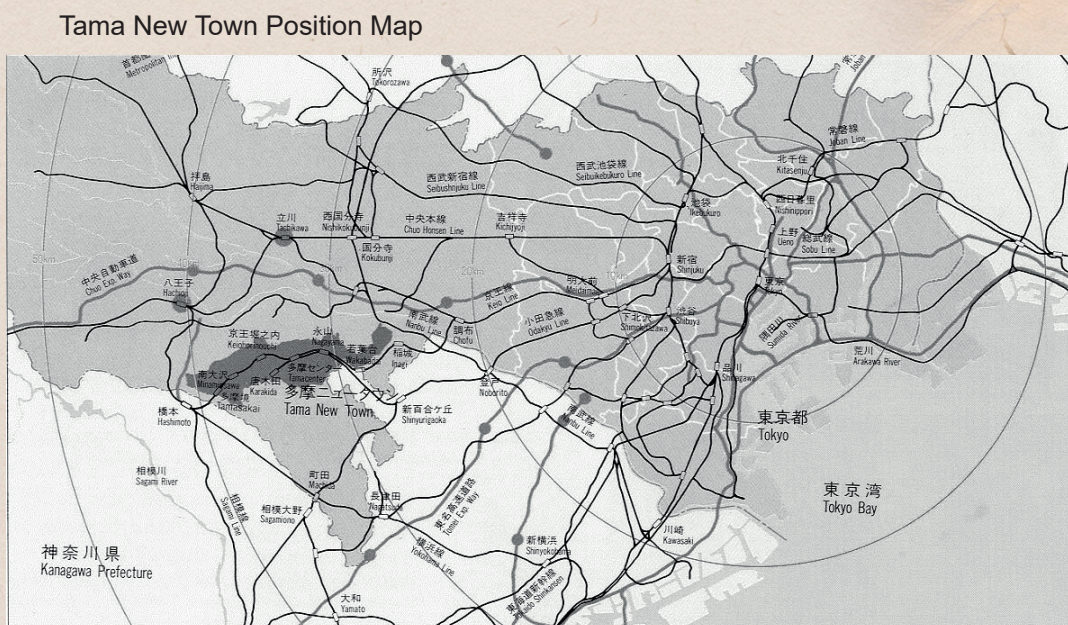
ABSTRACT

In the period after the Second World War, the phenomenon of migration from rural to urban areas increased dramatically, this posed a new series of challenges for cities that saw their infrastructure and their space taken to the limit. But now the new Japanese urban developments seek to reverse this by making cities more friendly places for both the individual and the environment. Taking into consideration both socioeconomic and environmental factors, these new projects seek to create coexistence and co-development that improves the quality of life in cities from their very design, as a way to help combat social inequalities, but also to help the cities' sustainability.

OUTLINE OF TAMA NEW TOWN DEVELOPMENT

Tama New Town is the largest such town in Japan. It was planned and developed in the Tama Hills as a part of a policy designed to address a large housing shortage due to massive migrations from rural areas after World War II. The area is about 3,000 ha with a planned population of 300,000. It is about equal in size to the inside area of the Yamanote Line, which encircles downtown Tokyo (Figure 1).

Figure 1. Railway management requires approximately 300,000 planned population



Source: Department of Minami Tama Development and Housing and Urban Development Agency (1996), “Tama New Town Project Outline”.

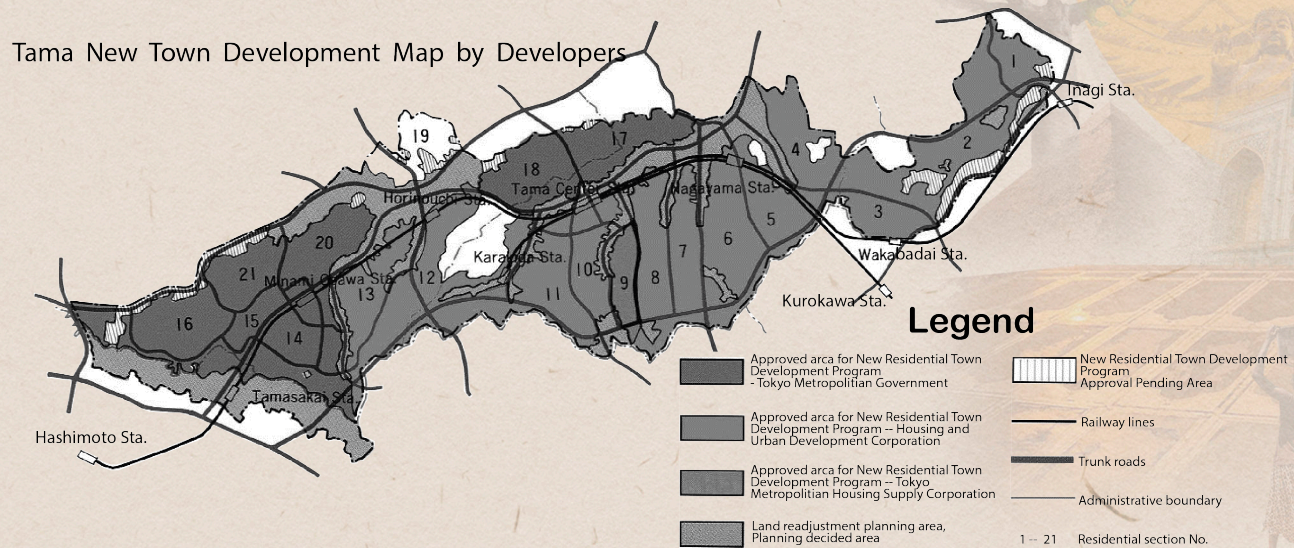
The basic concept behind this plan is the Neighborhood Theory, which entails that exclusive pedestrian routes will be maintained. Because there are two levels crossing the roadway, pedestrians can safely travel between their residences and the railway station, park, and school. Regular neighborhood districts typically contain primary school districts. However, Tama New Town contains a junior high school unit, thus eliminating transit traffic flow from residential areas.

The Tama New Town city planning commission approved both its comprehensive and construction plans in 1964. The first settlement began production in Suwa/Nagayama, Tama City in 1971. Tama New Town's development project was established through a variety of methods, but its residential land and urban infrastructural (e.g., roads, parks, water supplies, and sewerage) developments were conducted through new residential urban development and land readjustment projects.

DEVELOPMENT PROCESSES

Figure 2 shows the development areas for Tama New Town's enforcement agencies (i.e., the Tokyo Metropolitan Government, Urban Regeneration Organization, and Tokyo Metropolitan Housing Supply Corporation). Each entity was responsible for separately enforced residential development projects. The city planning commission approved an area of 2,339 ha for urban planning, 75% of which was developed by the new residential urban development project. Urban infrastructure (e.g., residential land, roads, parks, green spaces, water supplies, and sewerage) was developed accordingly. These projects were conducted using an acquisition method through which each agency purchased land directly from its owners. This land acquisition project of approximately 3,000 ha was officially promoted after the acquisition standard was formulated in November 1965. This regulated both compensation and living reconstruction measures. The Tokyo Metropolitan City Planning Regional Committee approved the new residential urban development project in October 1964. Another action for acquisition was conceived in anticipation of this decision. Since the initial plan was to acquire vast amounts of land to improve urban infrastructure, there were concerns about speculative sources. The related conditions were also changing daily. The historical records of this land acquisition process are highly important in the field of urban planning.

Figure 2. Work division between Tokyo Metropolitan Government and UR, etc.



Source: Department of Minami Tama Development and Housing and Urban Development Agency (1996), "Tama New Town Project Outline".

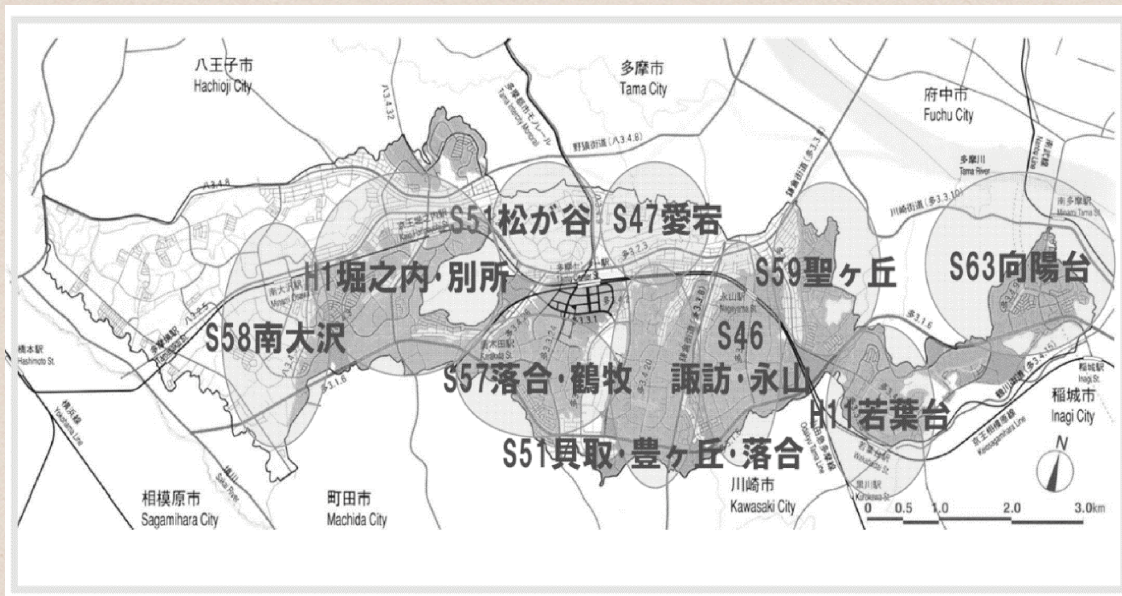
Land readjustment was mainly targeted to existing village areas located in the valley areas adjacent to the new residential urban development project area. The land readjustment project area in the city planning decision area measured 644 ha. It was crucial to obtain consent from local municipal mayors at the time of acquisition for the abovementioned new residential urban development project. However, many landowners strongly resisted full acquisitional sale, especially those that owned major agricultural lands and village sections. The municipal mayor thus wanted to exclude villages from the acquisition process. Major rivers, main roads, public sewerage, and railways were also planned for development in the valley. It was therefore decided to develop existing villages in conjunction with the infrastructural projects.

Complicated topography was one of the main issues affecting the new residential urban development portion of the land readjustment project. This especially included areas with large height differentials between the valley and project boundary line. A land readjustment technique was thus implemented to shorten the construction period.

TAMA NEW TOWN'S REVITALIZATION POLICY

Tama New Town has gradually advanced over a 40-year period (Figure 3). There are thus different rates of aging and deterioration in each housing complex. Suwa and Nagayama (the first settlement areas) have often been used as mass media examples of the aging Tama New Town complex. On the other hand, districts such as Horinouchi and Minami Osawa in Hachioji City and Wakabadai in Inagi City are not nearly as old as areas outside Tama New Town. However, the area's senior population (i.e., those aged 65 and over) was relatively low as of 2010 (about 20% of the total), but is expected to significantly rise over the next 10 years.

Figure 3. Evolution of Tama New Town Development



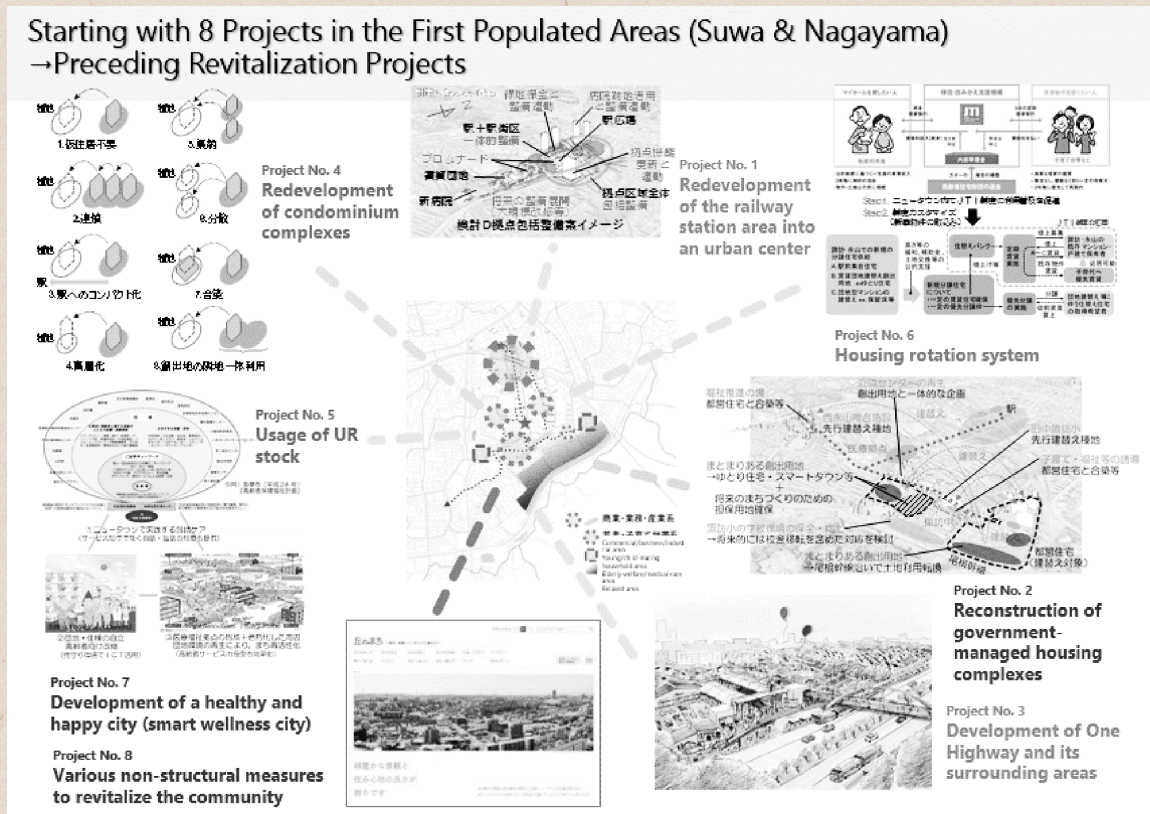
Source: Department of Minami Tama Development and Housing and Urban Development Agency (1996), “Tama New Town Project Outline”.

Nearly 50 years have passed since the development project began its first settlement. There are thus many different and changing social needs that must be addressed for redevelopment. The biggest challenge is that the area provides an inconvenient environment for the elderly and others who live on the non-barrier-free side. This is because there are many height differences and stairs in the hilly section that may present problems for aging tenants and deteriorated housing complexes. In addition, the functions of neighboring centers, which once provided familiar shopping areas and community spaces, have been

declining due to increased automotive use and changes in consumer behavior. The overall declining birthrate, aging population, and deteriorating facility conditions will eventually expand throughout the entirety of Tama New Town. This will result in increased support costs for the elderly, additional infrastructural maintenance, and the need for renovation. This will be compounded if the fiscal situation declines.

With the aim of presenting the direction and path for Tama New Town regeneration efforts, the Tama New Town Revitalization Committee (consisting of academic experts, the Tokyo Metropolitan Government, Urban Renaissance Corporation (UR), and City of Tama) proposed a strategic revitalization policy in October 2015 (Figure 4).

Figure 4. The concept and process of revitalization applied to the community



Source: Tama New Town Revitalization Committee (2015), "Tama New Town Revitalization Policy. Tama City".

First, the current population decline means that the 2050 population (30 years from now) will likely be reduced by half (100,000) if all necessary revitalization policies are not effectively implemented. The Tama New Town Revitalization Committee has discussed several countermeasures to halt the population decline based on several assumptions.

The first case entails that all housing estates would be renovated. The simulation for this case was based on detailed data showing that approximately 70,000 people would remain in their current housing complexes. Although this is an extreme example, it still entails that the population will have been reduced by 30,000 at that time.

The next simulation involves population recovery based on regional infrastructural improvements. In 2027, a linear central Shinkansen (a new Maglev-type high-speed railway) is scheduled to open and stop at Hashimoto station in Sagamihara city, which is located about five minutes by Keio line from Tama Center station. Redevelopments are also planned around Sagamihara station on the JR Line as well as for the Odakyu Sagamihara Line. These are planned to open along part of the US military base. It is assumed that businesses and other commercial areas will be located in the areas surrounding both stations.

The third case is based on a population increase related to business and commercial activities in the event that the regional road network is improved. A population decrease of about 80,000 is expected due to maintenance of the regional infrastructure. In summarizing these frameworks involving the full rebuilding of housing estates and regional infrastructural development, the expected recovery amount is approximately 50,000 people (i.e., 20,000 due to the rebuilding effects related to the housing complexes and 30,000 due to the regional infrastructural improvement effects). This is equal to the total population estimate if several countermeasures are not implemented, which would thus maintain current population figures. The committee has discussed several rehabilitation policies based on this premise.

To make the city sustainable, it is essential to promote a child-rearing generation and mixed community that includes young people. The reality in Tama New Town is that the same generation has continued to live in the area while young people tend to leave their parents' homes after some time. A key issue for revitalization is thus bringing younger generations back to the area. The city must respond to the needs of various generations by creating a compact development near the railway stations. This will provide convenient transportation access while still keeping the detached and more spacious residential areas at a distance. This measure should provide a variety of comfortable housing options that correspond to different lifestyle needs.

As concrete policies, the eight following leading projects are planned for the management of these issues in the future:

1. Restructuring the railway station base
2. Rebuilding public housing (Tokyo Metropolitan Government Housing Supply Agency)
3. Constructing a regional trunk road and planning roadside land use
4. Rehabilitating the private residential complex
5. Utilizing the housing stock owned by Urban Renaissance
6. Implementing a housing policy for relocation needs
7. Implementing a Smart Wellness policy
8. Advertising the attractiveness of Tama New Town

Items 1, 2, and 3 have already been partially implemented. In rebuilding the railway station base, the committee is planning further construction around Nagayama station (Figure 5). In order to dramatically increase the attractiveness around the station, we designated a high-volume floor area ratio that will be restricted for appropriate use. This is intended to attract urban functions and improve the station's approach area. The plan is to specifically construct high-rise housing as well as commercial, medical, and welfare facilities near the station to improve its locational advantage when compared with others. In order to solve the difficulty associated with walking due to the height differential around the station, we have also proposed the construction of a flat artificial ground.

The public Suwa Complex is managed by the Tokyo Metropolitan Government Housing Supply Agency. The first phase of construction involves utilizing the sites of former West Nagayama Junior High School and former Suwa Elementary School to accommodate new residential housing for the residents of Suwa Complex. We plan to create a living environment that responds to local issues in the developed sites. This includes the need for welfare facilities. Based on the specific construction of the former West Nagayama Junior High School site, we also plan to implement welfare facilities for people with disabilities and the elderly. The advantages associated with using the former school sites in rebuilding this public housing area provide a unique opportunity for Tama New Town, where many schools were originally constructed, but later closed due to dramatic decreases in the number of children. This will shorten the rehabilitation process.

Figure 5. Project No. 1: Redevelopment of the railway station area into an urban center

Bringing New Impact to Revitalization of the Entire City, Upgrading Functions, Providing Various Types of Dwellings, etc.

1. Purpose of redeveloping of the station and its surrounding areas

To significantly enhance the integrity and attractiveness of the station and its surrounding areas and bring a new impact to the city

2. Establishment of a framework to be applied to the station area

Setting the floor-area ratio, building design and land use standards suitable to the urban center in order to facilitate its redevelopment and enhance its functionality

3. Enhancement of functionality of the station area as an urban center

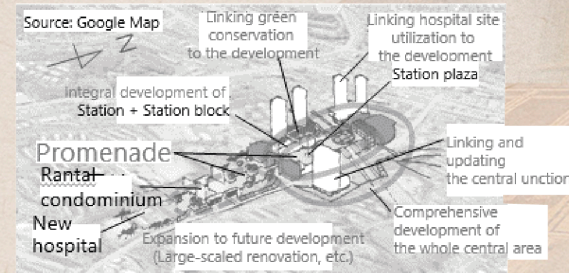
Aiming to upgrade the functions of the station area, concentrate urban functions, improve accessibility to the station, and supply various types of convenient dwellings

4. Participation of various parties

Making effective use of vacant lots around the station to facilitate high-level and comprehensive redevelopment of the urban center → Raise the brand value of Nagayama

Urban center redevelopment scenarios:

The Revitalization Commission discussed four redevelopment scenarios, Options A to D, and adopted Option D, which can meet conditions 1 to 4 (listed on the left).



Conceptual image of Option D:

Comprehensive redevelopment of the urban center

Features of Option D:

- Applying a new framework development for the redevelopment of the station areas as an urban center with concentrated functions
- Placing the focus of the redevelopment of the station block on enhancing functions and improving public space
- Offering a higher floor-area ratio for the surrounding blocks to promote high-level integration with the residential areas
- Providing dwellings near the station to contribute to maintaining the community population
- Promoting the participation of collaborators in order to improve efficiency in exchanging land rights

Source: Tama New Town Revitalization Committee (2015), “Tama New Town Revitalization Policy. Tama City”.

To construct the regional trunk road and feasibly accomplish roadside land use, the Tokyo Metropolitan government decided to upgrade its priority of developing Minamitama Onekansen in 2015. This area is expected to function as a regional trunk road connecting the western part of the Tokyo Metropolitan area to downtown Tokyo. Development of the trunk road was first delayed due to the fear of deteriorating the noise environment around the roadside residential areas. However, it was decided to make it function as an important line forming a regional road network from Saitama Prefecture to Kanagawa Prefecture. Although railways are the major regional transportation means in Tama New Town, Minamitama Onekansen is positioned to strengthen the regional transportation network. That is, it can be configured to function as another regional transportation system. The area can also be used to create employment opportunities if roadside land is used for commercial business. In addition, the development of Michi-no-eki (a roadside commercial and parking facility) is slated for a former public housing site. This will provide a great opportunity for growing the local economy, especially the local agricultural industry. For instance, farmers can use the facilities to sell their products.

THE FUTURE OF TAMA NEW TOWN REVITALIZATION

In addition to the eight leading projects, a total of 14 have been proposed through the revitalization policy. The Tama New Town Revitalization Promotion Committee will also be newly established. It is expected to manage the progress of each project according to the plan-do-check-act (PDCA) cycle. For example, each project will be linked and detailed by establishing numerical targets. The committee also aims to achieve the indicated targets of the revitalization policy by conducting annual verifications and evaluations of total progress.

It has been 50 years since the development of Tama New Town began as a result of our predecessors' historical hardships, wisdom, and spirit. The stakeholders have worked hard to overcome many difficulties. Today, Tama New Town is a very high quality Japanese residential area. However, many problems are yet to be solved. It is now a 50-year process to aim for the completion of a compact city. Rather than merely making Tama New Town compact, we must also make efforts over the coming 50 years to ensure that it is busy with both residential and corporate activity. The aging housing complexes and declining population numbers mean that these revitalization efforts will additionally play an important role as a touchstone for urban revitalization in other cities. These efforts are thus noteworthy not only in the Tama area, but also in large cities across Asia.

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Department of Minami Tama Development and Housing and Urban Development Agency (1996), "Tama New Town Project Outline".

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