Upgrading the Tokyo Marunouchi District’s Disaster-Response Capabilities through Public-Private Cooperation as Deregulation Proceeds

Masaharu Mizuguchi

1Deputy General Manager, Area Planning Office, Mitsubishi Estate Co., Ltd., Urban Underground Space Center Of Japan, Subcommittee on Central Urban Areas and Underground Network, Japan

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. 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.

Eight 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 (“OMY District”). A series of projects centered on rebuilding clusters of buildings has been undertaken during this period. Once almost exclusively used for office spaces, the OMY 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).
“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.

With this type of awareness of the issues involved, the OMY District in fiscal 2006 made a proposal to the “Committee to Review how Public Space Ought to be Managed and Used” chaired by ACCUS President Takeshi Kurokawa on what types of new legal entities established for town management are best. This paper describes the considerations and processes that lead to such proposal.

Developments which took place and issues addressed during the construction of public spaces were described at ACUUS’s 9th International Conference held in Torino, Italy in November 2002 in a paper entitled “Public Underground Space Utilization when Major Disaster Occurs -- Tokyo Station and vicinity as a model.” This is a sequel to that paper. Here we will discuss what can be viewed as the best forms of new town management in respect to public spaces following the completion of a project and in anticipation of profitable operations.

2. PUBLIC SPACE TASKS, MANAGEMENT ISSUES

2.1 Definition of Public Space in paper

What are public spaces? / How are they created?

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.

Examples of public spaces in OMY District:

1) The District’s public facilities: The underground dedicated pedestrian passageways (dedicated passageways) and “symbolic roads,” the aboveground roads such as Nakadoori that are basic axes.

2) Private-sector facilities: Spaces open to the public on the premises of buildings such as entrances and event halls located on lower floors, underground passageways connecting buildings, train station plazas both underground and aboveground.

For example, part of the Marunouchi Building’s underground forecourt is located on its premises and thus its construction cost and management expenses were and are shared between the Building owner and railway operators. However, its use is essentially the same as ordinary pedestrian public passageways.

Again, although open space around the Building is situated on its premises, its use is integrated with connecting public roads. Nakadoori is a road under the jurisdiction of and managed and maintained by Chiyoda-ku (a Tokyo ward) and on which many events are held — to cite a few recent examples: “Minenario” (festival of lights), “Edo-era Festival” (historic event), “La Folle Journee au Japon” (music festival), “Cow Parade” (art exhibition), and “Heaven Artists” (recognized street performers’ event). Such events frequently take place. They are held and used for varied purposes other than service for ordinary passersby. They add color and merriment to the District.
Table 1. Scale of Facilities.

<table>
<thead>
<tr>
<th>Private-Sector Facilities</th>
<th>Public-Sector Facilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Access passages within buildings</td>
<td>1.0 ha</td>
</tr>
<tr>
<td>Underground station concourse</td>
<td>5.3 ha</td>
</tr>
<tr>
<td>Aboveground plaza</td>
<td>1.5 ha</td>
</tr>
<tr>
<td>Open space (building premises)</td>
<td>3.0 ha</td>
</tr>
</tbody>
</table>

Table 2. Scale of events held on Nakadoori (main events).

<table>
<thead>
<tr>
<th>Event</th>
<th>Number of visitors</th>
</tr>
</thead>
<tbody>
<tr>
<td>“Minenario” (festival of lights)</td>
<td>3.6 million/daily maximum (2005)</td>
</tr>
<tr>
<td>“Edo-Era Festival” (historic event)</td>
<td>300 thousand/daily</td>
</tr>
<tr>
<td>“La Folle Journee au Japon” (music festival)</td>
<td>700 thousand/daily</td>
</tr>
<tr>
<td>“Cow Parade” (art exhibition)</td>
<td>100 thousand/daily</td>
</tr>
<tr>
<td>“Heaven Artists” (recognized street performers’ event)</td>
<td>100 thousand/daily</td>
</tr>
</tbody>
</table>

2.2 History of construction of public spaces in District

(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. However, this was because the tenants 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 OMY 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.

(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. More underground construction work done in conjunction with subway construction in post-WWII days, resulted in concourses and more underground passageways.
- Around this time, a so-called “Area Management Concept” became popular, and all sorts of management organizations sprang up, one after another. (See Table 1.)
- 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 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.

(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.”

3. COMMUNITY DEVELOPMENT GUIDELINES FOR CREATING “INTERMEDIATE SPACES”

3.1 Community Development Guidelines

In March 2000, the OMY District set Otemachi-Marunouchi-YurakuchoDistrict Community Development Guidelines (“Community Development Guidelines”). Revised in June 2005, these Guidelines called for public-private collaboration in construction, in which public and private parties concerned jointly possessed a futuristic image of the community after older buildings were rebuilt and urban infrastructure was established. Town Renewal is being advanced in accordance with the Community Development Guidelines. Building owners share a vision how their community will be developed.

3.2 Intermediate domain concept

The Community Development Guidelines applied an “Intermediate Domain” concept as a representative example of public space since 2000. In particular, its basic axis, Nakadoori, has been reconstructed selectively as a symbol of the OMY District’s community development. The focus of Intermediate Domain was on the way ground, B1 and B2 floors of a line of buildings facing each other along the 21-meter wide Nakadoori were actually being utilized as an integrated open space, road and building site boundaries notwithstanding.

The following points are characteristic of Intermediate Domain.

3.3 Innovative significance

Proposing the Intermediate Domain concept and assuming such diversified usage of Nakadoori which was situated between tall office buildings in 2000 must have been quite an initiative in those days. Our review of this public space for this paper indicated that the District retaining its key concept did have quite an influence.

4. RECENT TRENDS IN FORMS OF CORPORATIONS - 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.
5. DISTRICT TOWN MANAGEMENT FUND (TMF) PROPOSAL

5.1 Stance of TMF

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.

5.2 Image of a TMF

A TMF’s structural plan is as follows:

- A public-private sector council is established as the incorporator.
- Existing community management organizations are consolidated in succession and its financial resources absorbed.
- A Board composed of academics and administrators is set up as a third-party checking organization.
  - Reviews ad designs, event plans, compliance, conducts accounting audit
- Creates funds by adding value to community as a new source of revenue for community management, acquires income by holding events, city sightseeing, operating stores, etc. thereby substantiating quality and amount of fiscal resources.

6. REVIEW OF MANAGEMENT AND UTILIZATION OF PUBLIC UNDERGROUND SPACES

6.1 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.

- 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. In this way the TMF management can demonstrate outstanding group power.
- 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.

6.2 Disaster Prevention Information Center

(1) Utilization of geographic information
Japan is one of the world’s most advanced nations regarding technology and related business to express and utilize positioning information by way of Geographic Information Systems (GIS). To upgrade the accuracy of Global Positioning Systems (“GPS”) that determine locations from space, the United States, EU, Russia and China are advancing plans to launch satellites. Japan is scheduled to launch its own satellite “Quasi Zenith Satellite (suspended permanently right above (approximately) the Japanese archipelago)” in the near future.

Against a background of such great progress in global positioning technology, the Japanese government is in haste to enact a “Geographical Space Information Use Implementation Law.” Expectations are high regarding the utilization of GIS in the field of safety (disaster and crime prevention).

(2) Utilization in the District
- 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. Furthermore, ordinary electric power is expected to be available following the occurrence of a disaster without much outage because a back-up system is being installed for recovery within a few hours.
- 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 Multivision TV installed at Tokyo Station’s underground plaza and to Marunouchi Vision TV units during time of a disaster. (Approximately 70 units are installed in the District).
- Utilizing the information platform in time of disaster, collecting and transmitting damage-related information (casualties/illness, fire, traffic stoppage, etc.) conveying information related to makeshift arrangements (evacuation route guidance, First Aid Center setup, distribution of emergency provisions, supplies, etc.) as well as contacting administrative agencies, etc. will be possible. An example is the Marunouchi Ubiquitous Museum information platform.

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.

7. CONCLUSION

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 OMY 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?

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.