

# The First Global Management Plan for the Urban Landscape Restructure in Tokyo - The Fukutoshin Plan of West Shinjuku -

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## ABSTRACT

The case for study in this paper is the Main Plan and Management for the Fukutoshin; the restructure of Nishi Shinjuku. This plan was first outlined in 1960, and includes a vast area of 96 ha for redevelopment. It aims to create a totally new center in the city. This was the first case in Japan, and in the world of a plan of these magnitudes. Involving urban landscape restructuring from three points: Landscape (open spaces for public use: the Shinjuku Central Park and the surrounding areas of the buildings), transport and commercial building developments. The Landscape plan for the green areas was decided in a way to compensate the population of the area and the visitors. As a rule, high-rise building constructions are placed each one in single lots and are surrounded by open spaces and greenery. Pedestrian areas are widened and also connected by bridges in a way to allow free circulation, and interconnection between the constructions and the green areas.

Another important factor is the role that Private Corporation, and public interest plays. Joining these two forces has allowed the concretization of this project. This interpolation between public and private roles was an innovation in Japan, and it also the key for the concretion of the project.

The historical review of the process and management of this project helps us to put into perspective the introduction of new concepts and ideas, which were not related at that time to traditional Japanese Landscaping. Furthermore we are better able to understand the substantial increase in the percentage of land dedicated to green areas in contrast to the typical standards of Japanese cities.

*Key Words : Fukutoshin main plan, Management green areas, Nishi Shinjuku restructure, Landscape plan, Public-private corporations*

## I. INTRODUCTION

The project called fukutoshin (sub-center) is, in the practice, the implementation of a plan for the creation of a new sub center in the West area of Shinjuku. The ongoing redevelopment project in

Shinjuku was first called Shin Toshin Shinjuku (New Shinjuku City Center) and was first outlined in 1958(Edward 1983). Unlike other parts of Tokyo Nishi Shinjuku was mostly know only by landmarks. First, Kumano Shrine in Jyu ni Sou. Its gardens were a famous sightseeing spot, and

included lakes and waterfalls arranged in typical Japanese style an open area where the people used to enjoy the landscape and perform during the different traditional festivals (Matsuri). The other landmark was the Yodobashi Water Reservoir, created in 1884 to meet the domestics and agricultural needs of an increasing and vastly populated area. The area was mostly composed of agriculture lots and residential housing.

## II. RECLAIMED LAND PROCESS

Before WWII the whole nishiguchi area was comprised of the Tobacco Monopoly Bureau factory and the Yodobashi Water reservoir, the Kumano Shrine gardens (the Kumano Shrine suffer a vast land claim under the expansion of the Yodobashi Water Reservoir since 1894, that diminished part of its original size and splendor). After a careful examination by the local authorities, in 1932 a decision was made to transfer the Yodobashi Water reservoir toward the frontier of Tama. In the same manner, due to the damage suffered during the earthquake (kanto earthquake, 1923) and to the hardships of the land, in 1936 the Tobacco Monopoly Bureau factory was transferred to the area east of Shinagawa.

These resolutions were the pre-beginnings of the outlines for the fukutoshin plan and formed the base after on which the Committee for the Urban Plan of the Region of Tokyo prepared a great remodeling. Conversations settled down among the organizations related to the project. A decision was made in regards to the construction for the square of the station of Shinjuku (Shinjuku Sta. Nishiguchi Ekimae Hiroba) (Figure 1). According to this plan; green areas would be created in the square in front of the station, on the 30 meters avenue and in the bus terminal. At the Station in front of the square, there

would be the trains that go downtown, and in the areas west and north of the square, there would be a concentration of department stores (depa-to), hotels and theaters. This area would also become the area for the civic center.

Because the plan of urban redevelopment of the nishiguchi was not only important for Shinjuku but also for the urban planning of Tokyo, a special committee was established; "after a careful debate in April of 1934, the decision of establishing the urban plan for the Square of the Vicinity of Shinjuku as well as of its streets was made. The same day the permission was granted for setting the works and the operations of the new urban plan (Katsuta Mitsunaga and Kawamura Shigeru, 1999)". At the same time the police superintendent, in cooperation with the plan of Nishiguchi Ekimae Hiroba, was commissioned with the objective of reserving the area designated for the construction as high-rise zone. Before WWII, four areas had been considered of great value or very valuable, from the point of view of the landscape urban planning in Tokyo. Apart from Shinjuku, one of these areas was the area of the Imperial Palace (Karen and James, 1988).

From 1934 to 1941 most of the preparatory works were advanced at the north area of the Nishiguchi Ekimae Hiroba, and in 1941 most of the square and the street works were completed.

## III. BEGINNING OF THE SHINJUKU FUKUTOSHIN PLAN

The beginning of the plan for the fukutoshin, officially started in July of 1958 (Table 1). The meeting of the commission for the arrangement of the area of the capital, taking as an example the plan of Greater London, decided the plan for the arrangement of the area of the capital along, with the

plan for the suburbs, and also included the planning for the whole area of the capital. In accordance with the plan for the height of the constructions and the plan of arrangement of the lots of constructions in the urban areas already established, three areas were decided as fukutoshin: Shinjuku, Shibuya and Ikebukuro.

The established conception for the fukutoshin was presented as the strategy for the reorganization of the structure of the city of Tokyo. That plan, although it was spatially separated, indeed was connected to the downtown (toshin) and the other sub centers (fukutoshin) through the highways and the express trains between the sub centers and the center, and from the functional point of view and according to the creation of the conditions for the connections with the toshin, the fukutoshin would drive a part of the functions accumulated in the toshin. The objectives that were pursued were to control the diverse problems that could happen in the city, and for the functional efficiency of the city.

From the point of view of promoting the efforts for redevelopment, the project was not only focused on the construction of public buildings, but also the green areas. A vast plan proposed for the arrangement of the parks, public areas and greenery. The increasing amount of people that would work, live and visit Shinjuku make it necessary to have carefully planned open green areas which allowed for recreation and sightseeing, as well as a greenery network between buildings.

#### **IV. THE PREPARATION OF THE STRUCTURAL BASES FOR THE FUKUTOSHIN**

The Public Corporation Shinjuku Fukutoshin Kensetsu (SFK), established in June 26, 1960, introduced public funds, and with the cooperation of

the citizens, did prepared the basis for the fukutoshin plan of works, together with the transfer of the Yodobashi Water Reservoir an area of approx. 34 hectares (Figure 1). The main objective for the central works was the establishment of public facilities like streets, parks, squares, parking and green areas and the development of an area of lots for building constructions. That was the main content of the works.

#### **V. THE DIFFERENT ASSOCIATIONS OF ROLES, WHICH DROVE THE FIRST WORKS(THE PRIVATE ROLE)**

The Public Corporation was at the center of the fukutoshin works. Shinjuku Fukutoshin Kensetsu (SFK) decided which areas would be set aside for the development of the lots for the business area, the first 5 companies that were part of the SFK were: Odakyu Dentetsu, Keio Teito Dentetsu, Sumitomo Fudosan, Dai Ichi Seimei and Mitsui Fudosan). The Public Corporation for Highways and Roads of the capital and not the municipality of Tokyo was the responsible of the works of extension of the avenues of Ome Kaido and Koshu Kaido as well as the parking connected to the Odakyu line. Each one of the companies also assisted the service of light, gas, telephones, etc, all of which was included inside the works of the plan of the fukutoshin. This kind of association for the management of a project was the first of this kind in Japan.

“The plan for the Fukutoshin of Tokyo was the first in Japan, and was in the practice a link to the remodeling of the city, at the same time was something unique a project without counterparts in the rest of the world....”(Katsuta Mitsunaga and Kawamura Shigeru, 1999). The magnitude of the plan and the proportion of resources employed by

the public and private forces make this project an important fact, a starting reference point for the future of the Japanese Urban landscape.

The Corporation is the responsible of create the schedule for the construction development, and outlined the general rules for the maintenance of the projects as well for the common spaces.

The original area of 32 ha after the transfer of the Yodobashi Water Reservoir was expanded to 56ha. This was the central area were the eleven lots for the Civic center were placed and included inside this area was an area of 10 ha reserved for the construction of the Shinjuku Chuo Koen (Central Park) (Figure. 1).

The projected lots were divided into 11 blocks, but were combined into a single unit, with each one showed a specific function. Except the 10th and the 11th, the other nine lots that were aligned east to west look resembled a single body that happened to be connected: those nine blocks were functionally 3 integrated big blocks(Figure 1).

The plan of use of lands was divided into: 1-use of the floor, 2- construction surface architectural, 3- Average of capacity, 4- Use of the height and of the surface, 5- Parking Construction, 6-Parks and Green areas (and areas of common use), 7 - Use of the buildings.

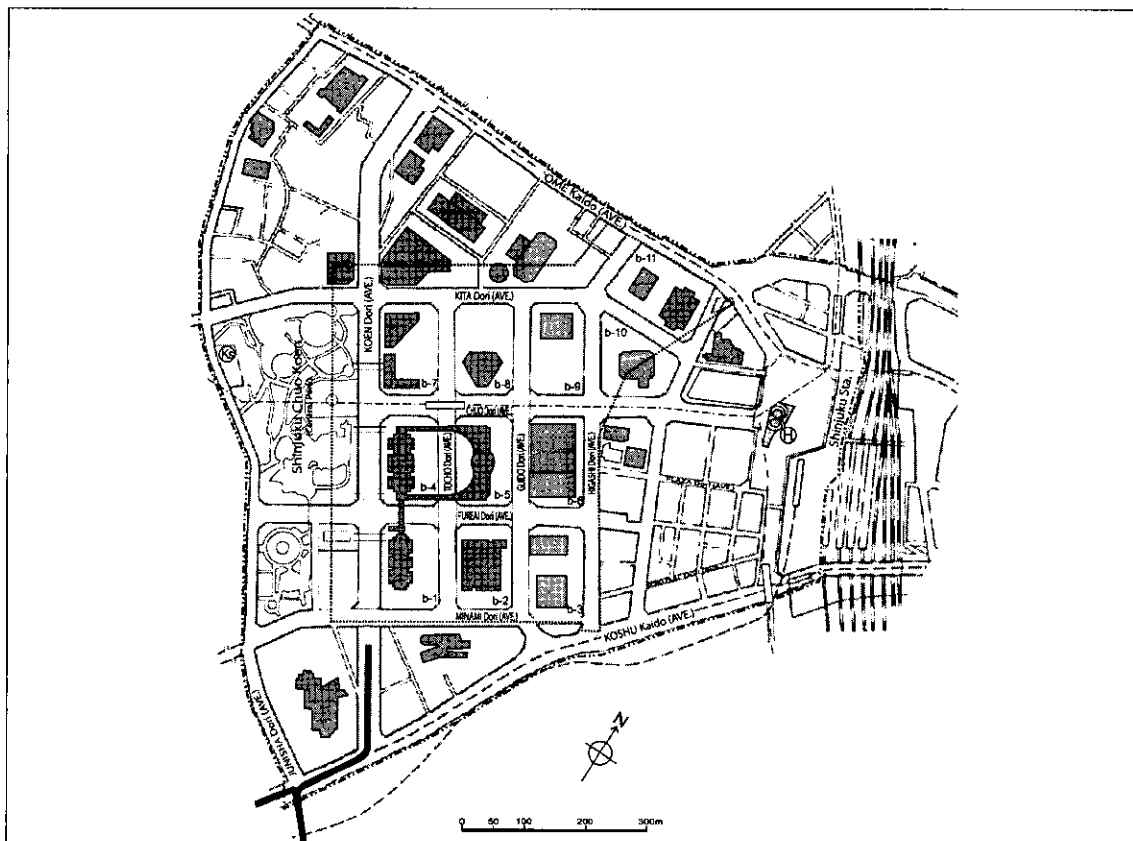


Figure 1. Fukutoshin area

Legend: - - - - : 96 ha, fukutoshin area; : 56 ha, original area for the fukutoshin; ..... : 34 ha, Yodobashi Water Reservoir area; ■ : Shuto Express Way No.4; b-No : block Number; Ks : Kumanno Shrine

## VI. CREATION OF DIVERSE OPEN PUBLIC SPACES, PLANNING FOR THE GREEN AREAS

Three main factors were taken in consideration: The Shinjuku Ekimae Hiroba, The Shinjuku Chuo Koen (Central Park), and the green corridor surrounding the building constructions.

Shinjuku nishiguchi hiroba was a plan of an unusual ekimae hiroba unseen in the rest of the world.

The square is included in the plan of 1960; it had two levels, surface and underground, with a total of approximately 4.5 hectares. The surface level of the square is approx. 2.4 hectares. The intention was to divide as much as possible, the people from the cars. The square was planned in such a way as to intercommunicate the different sources of transport, bus, taxis, besides the pedestrian paths, and to act as the main entrance to the station. The second floor of the upper level was established as base of the pedestrian deck. The underground and surface levels were connected by a ramp allowing cars access the underground level of the hiroba, it also included a green area above ground that ran along the main street in front of the station.

10 hectares were set aside for a park, the Shinjuku Chuo Koen that would act as a center of the fukutoshin. The Shinjuku Chuo Koen was planned in such a way to resemble the central park of Hibiya (Hibiya Park was the first western style park planned in Japan, a strolling park type). 7 hectares were allotted along the northwest side along the Jyunisha dori (Ave.), 2 hectares along the south side, and 1 hectare along the upper side of the Yodobashi Water Reservoir lands, including the Kumano Shrine and its gardens joined from the

northeast part. The park includes a central area where there is the Niagara Fountain (perhaps as a reminder of the famous waterfalls that existed at the Kumano Shrine Gardens before).

The park is in mutual communication with the pedestrian paths (connecting to the eleven central blocks) so that the whole park is functional, and from the point of view of land use, meritorious and advanced. Facilities for electricity were placed in the underground of the north area of the park, and a water reservoir was also placed underground in the south.

Initially, it was projected that between 50-60 thousands people would commute into the area and with another 15-20 thousand people moving in from mid-day. Today, there were 70 thousand workers alone in the area were the water purification once stood. Altogether, including the developed and the still developed areas, 110 thousand people come in to work in Shinjuku everyday, along with between 27-28 thousand visitors. It can be said that the objective of the plan of the fukutoshin was sufficiently fulfilled in a way to provide enough greenery and parks in proportion to the amount of people that live, work or visit the area (Tokyo Metropolitan Government, 1987).

In detail, the streets had 45%, the square in front of the station (*Eki Mae Hiroba*), 4%, the parks 17% and the blocks of constructions 33%. Comparing these percentages with those in general of the city of Tokyo, the percentage of common space in use and green areas grew sufficiently. In the city of Tokyo in general, the streets occupied 18%, the parks 6% and the blocks of constructions 76% (inside them housing occupied 55%). Also, the lots that face the streets of the blocks 3 and 4 of the fukutoshin had an empty space of about twenty meters for green areas.

In this sense, the use of the area where the plant of Water Purification plant had been can be

Table 1. Fukutoshin development

Year	Development and work process	Period
1932	Transfer of the Yodobashi Water reservoir toward the frontier of Tama	Pre-beginning
1934	Urban plan for the Square of the Vicinity of Shinjuku and streets	
1936	Tobacco Monopoly Bureau factory transferred to east area of Shinagawa.	
1941	The works for lots for the square and the street works were completed	
1958	Shin Toshin Shinjuku (New Shinjuku City Center) first outline, fukutoshin officially started	Beginning
1960	The Corporation Shinjuku Fukutoshin Kensetsu (SFK) establishes.	Fukutoshin
	The 32 ha original area expanded to 56ha, 10 ha reserved for the Shinjuku Chuo Koen	
1966	Underground level and the parking of nishiguchi hiroba completed	
1968	Construction of the public facilities and the individual lots completed.	
	Shinjuku Chuo Koen open to the public.	
	The Public Corporation Shinjuku Fukutoshin Kensetsu (SFK) dissolved after culminate the basic construction of the fukutoshin.	

considered like an ideal urban landscape plan, balancing the percentage of land for building construction among the land designated for greenery and parks, which increased considerably in contrast with the normal Tokyo standards.

On January 25, 1966, the underground level of the nishiguchi hiroba and the parking was completed. Then in June of 1968, the Shinjuku Chuo Koen was opened. From beginning to end, the construction of the public facilities and the individual lots took eight years concluding on March 31, 1968. Taking into account these achievements, the Public Corporation Shinjuku Fukutoshin Kensetsu (SFK) culminates the basic preparation for the construction of the fukutoshin, and was dissolved in September of the same year.

## VII. CONCLUSION

The management of the fukutoshin plan achieved unprecedented and important results, from the point of view of maintenance of the city and with the objective of guaranteeing a great quantity of open spaces and greenery inside of the total area. Allowing for the increase of the height of the constructions limited, in a way, the provision of higher percentage of open spaces in the surface of

the areas among the buildings (buildings were placed in single lots, and the remaining surface was reserved for greenery). The objective of guaranteeing the balance of the level of urban activity, and the urban facilities, was fulfilled, in such a way to conserve the environment with a great improvement of green areas such as parks. The same could be said about the planning for public areas, which reached the objective of environmental balance for the benefit of the general public.

The main key for the success of this plan was the association of the public and private interests. Private interest works represented the interests of the general public, as well ensuring the maintenance of public facilities, in association with the public forces.

Nevertheless, there is a distance of almost forty years between the decisions of the Shinjuku fukutoshin plan, the urban plan that was outlined in 1960. Shinjuku effectively became the most important work center, and the most original landscape plan in the urban context of Tokyo. It can be said that the realization of the dream of the fukutoshin, was combination of the Shinjuku Sta. Square, the nishiguchi hiroba, the arrangement of the streets, the diverse parks and urban facilities, and the completion of the constructions on the eleven

blocks.

It could be said that the new symbolic landscape of Tokyo is reminiscent of (Manhattan Cybriwsky, 1997). Behind its originality hides the fact that the Chuo Koen does not represent in any way the traditional Japanese landscape, and the historical characteristic of the place have been totally taken away. There is a lacks of traditional elements which should have been take into consideration: the redevelopment of a new area should consider elements of its past to enrich its originality. In this case, the preservation or reconstruction of some elements of the landscape, for example the sightseeing spot Jyu ni Sou it should help to improve the connection with its past, avoiding in futures cases the loss of originality. It is an important matter to ensure a higher percentage of greenery in the city under new urban redevelopments, it is also important to ensure a higher balance adding the local flavor of the history of the area in a way which avoids that identical

restructure patterns become repeated without taking into account it locality.

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