

# CPIJ

## News Letter

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### Evolution and today's issues on the Tama Newtown development

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Since the Tama Newtown New Urban Residential Area Development Project (area: 2962ha, anticipated population: about 300000) has been decided as an urban project in December 1965, the development of urban area has been conducted in line with the time requirement and the needs of the society. In considering the procedures and transition of the plan, it can be separated into 8 development periods; 1) Development planning, 2) Decision of the urban project, 3) Start of the project, 4) First construction and move-in of houses, 5) Halt of housing construction, 6) Restart of the housing construction, 7) Expansion of urban development, and 8) Development into a multi-function complex city.

The initial goal of the Tama Newtown development in the development planning period was to supply a large quantity of cheap housing complexes with a good living environment. In the 1960's, accompanied with the rapid economic growth, the industrial structure changed drastically. The workers shifted from the primary industry to the secondary and tertiary industry, and more and more people moved into the cities. With this historical backdrop, the Tokyo Metropolitan Government decided to supply housing in the southern Tama region by means of large-scale development and it led to the materialization of the Tama Newtown.

The Tama Newtown development was initially planned in around 1960, but it was not until 1971 when the first housing construction and moving-in started. The moving-in started before the completion of the infrastructure and caused confusion. The Tama city requested the housing construction to be stopped, and it was not for another five years, until the

restart of the housing construction and moving-in in 1976 took place. The four conditions requested by the Tama city in restarting the housing construction were; 1) Financial aid to the city, 2) Planning of railroads, 3) Construction of a general hospital, and 4) Materialization of the change in administrative boundaries. Especially, the financial burden of the municipal government due to the increase of the population, such as school construction, was taken seriously. In response to this, in 1974, “The Tama Newtown Budget and Administration Outline” was settled, and the basic policy of city development changed drastically.

However, in addition to the unfortunate incident of the energy crisis, “Oil Shock”, Japan had already realized “one house per one family” and people were searching for quality, not quantity. Thus, though the housing construction restarted and the second moving-in took place, there were many vacancies.

After this failure, the direction of urban development in Tama Newtown was modified to a great extent to satisfy people who purchased a house, rather than merely satisfying the basic policy. As the result of this effort, the Tama Newtown is now evaluated as an extremely high quality town. It has just finished the infrastructure construction, such as the Urban Residential Area Development Project and housing construction on completed housing lots and facility construction is still being carried out actively. Sustained by this popularity, various activities concerning urban development by the residents themselves are under way.

Under these circumstances, in the Suwa, Nagayama and Atago districts where the moving-in started in 1971 to 1973 (first moving-in), the decline of birth rates and aging population are progressing, and it is ridiculed as “the future old town” by the media. In addition, as the housings look “a little shabbier” compared to the other districts, there are areas where the reconstruction of the apartment buildings is discussed. The spearhead is the “Suwa 2nd Block Housing Complex Management Organization”, and discussions seem to be settling on reconstruction. Pushed by the various activities by the residents to revitalize the area, the Tama city and the Urban Renaissance Agency (UR), which had been engaged in past developments are starting to show movements to deal with the revitalization of the Tama Newtown.

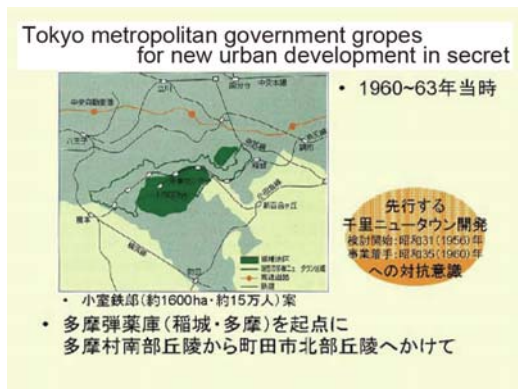


Figure-1 Tama Newtown development project



Figure-2 Project decision in 1966

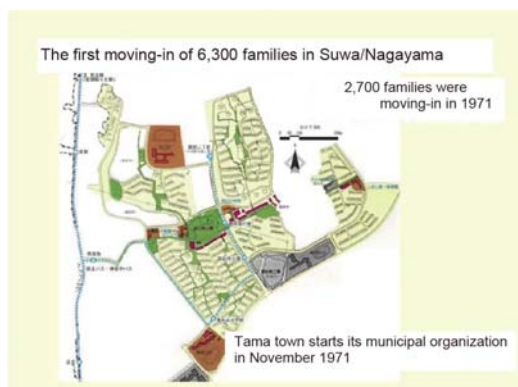


Figure-3 First moving-in

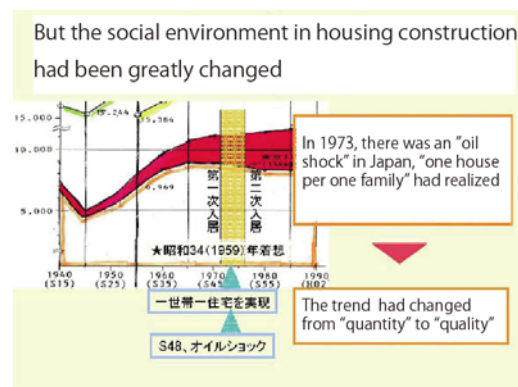


Figure-4 From “quantity” to “quality”

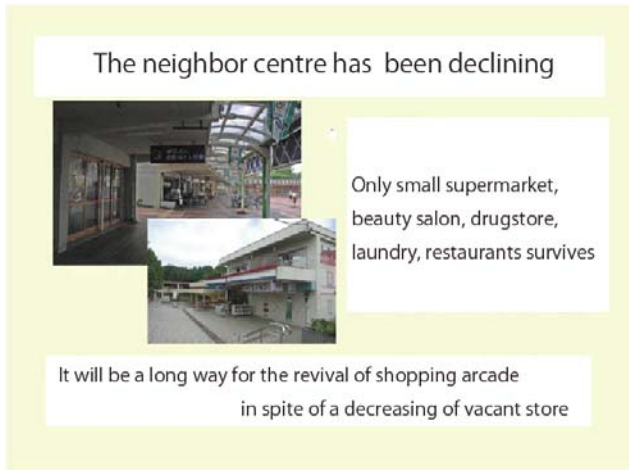


Figure-5 Declining of neighbor centre



Figure-6 Movements for community formation

## The Revitalization of the Suwa/ Nagayama District is Hot

Takao Akimoto Tama Newtown, Conference of Urban Development Experts "Tama Machi Sen"

### Revival

It is assumed that the reason why the Suwa/ Nagayama district of the Tama city is attracting attention from various directions is that it is the first big-scale development area in the Tama Newtown, has a number of small-size decrepit houses built around the time of the energy crisis ("The Oil Shock"), and is just about 30 minutes away from the Shinjuku high-rise complex. In addition, the number of decrepit housing only accounts for about 10% of the number of apartments in the entire Newtown and it is of an ideal size to handle when a necessity for reform arises. These are the reasons for evoking discussions on the national level and various measures are poured in like concentrated gunfire.

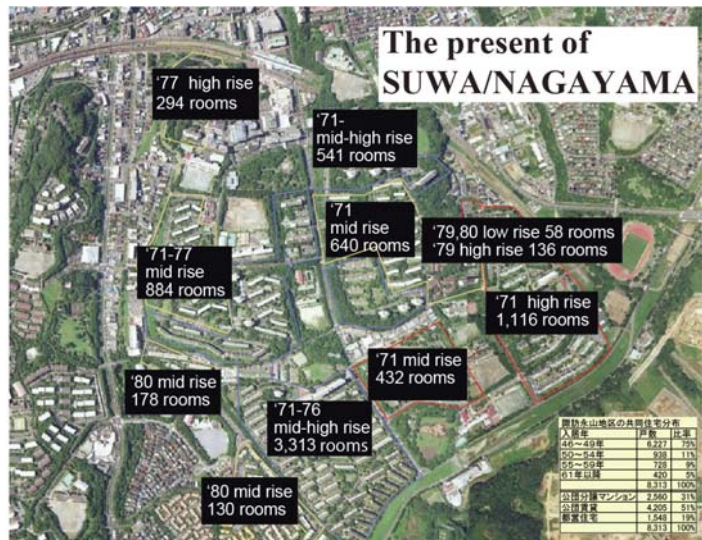


Figure-1 Present of Suwa/Nagayama

When making a generalization of the Suwa/Nagayama district under these circumstances, there are about 6200 houses provided around the time of the energy crisis. Whether they are condominiums or apartments for rent, most of them are less than 50 m2 and are densely concentrated in one area. This results in a concentration of the same family units and generation in the area. Especially in the case of apartments for rent, 1500 council housing (Tokyo public housing complex) for low-income families and 4000 apartments of the Urban Renaissance Agency (UR) for rent coexist as large scale blocks. In the midst of this, the identical blocks of small condominiums of the same scale are constructed. This was

the realization of the neighborhood theory at that time, and was the challenging field in terms of the technical capacity of the Housing Corporation, which was promoting the complete separation of cars and pedestrians based on the purification of land usage at that time.

The present situation came to be as a result and there are pros and cons about it, but it is true that there are many tasks associated with utilizing these apartments. The movement for fundamental improvements was born at the time of the Obuchi government. Now, there are movements to revitalize the area with the support of the national and municipal governments including the involvement of the residents. Several projects of the National Land and Transportation Ministry and the Health and Welfare Ministry including that of the reconstruction of the Suwa 2nd block are materializing and it is reaching the stage where the injection of public funds has a direct bearing on specific project.

### The Reasons for the Aging Community

Concerning the family unit circumstances in the Suwa/Nagayama district, it can be said that the aging families are prominent compared to the average of the entire Tama Newtown or Tama city. Especially, the Tokyo public housing complex and UR's apartments for rent have an exceptionally high rate of old-aged residents. The reason for this concentration of the elderly is obvious. The apartments are too small for families with children. In the Tokyo public housing complex, where the housing is only provided to low-income families, the elderly with low-income levels tend to concentrate in such housing complex. In the UR's apartments for rent, measures were taken to reform the ground and 2nd floors of empty apartments into elderly friendly spaces and a scheme to concentrate the elderly is established.

In addition, due to the imbalance of the housing rent, many residents want to move from the UR apartment to the Tokyo public housing complex. The motive of moving is simply the change in the economic environment, which further distorts the structure of the community. Unfortunately, the situation is a result of the restriction policy that contradicts the idea of social mix and improvements are required.

### Mission

Under these circumstances, there are various movements which try to reorganize the Suwa/Nagayama district within the region. The "Tama

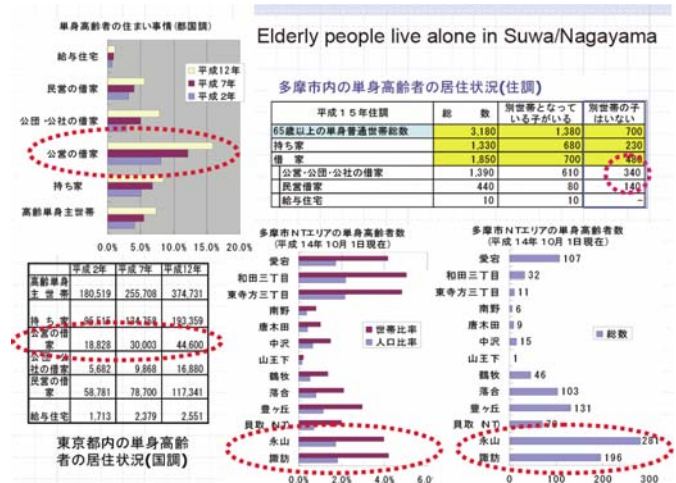


Figure-2 Elderly people live alone in Suwa/Nagayama

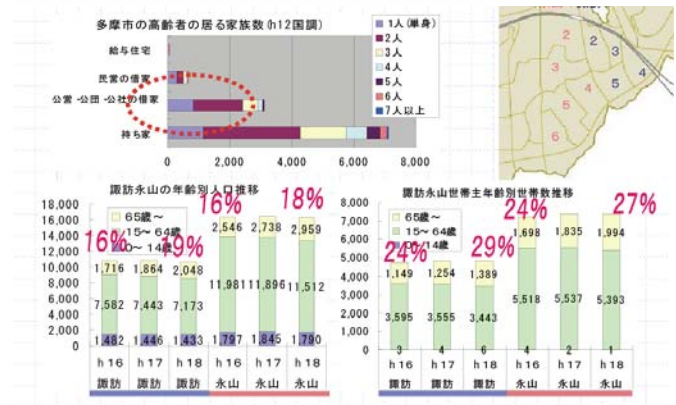


Figure-3 Situation of aging in Suwa/Nagayama

### Report of Nagayama rental housing complex self-governing body

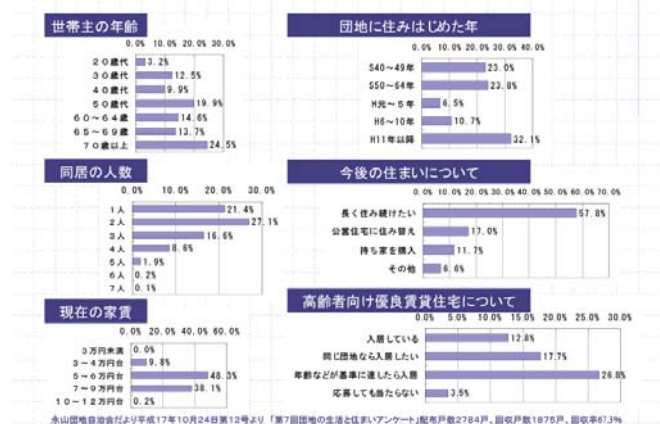


Figure-4 Report of Nagayama rental housing complex self-governing body

Newtown, Conference of Urban Development Experts (Tama Machi Sen)”, which I am involved, is one of those movements and it is proposing three coaxial proposals.

The first proposal is to support the creation of an environment, in which the residents can keep on living in the area with satisfaction. In order to materialize this, it is necessary to make a network of various groups and activities that are supporting the elderly. We have set up an activity base in the Suwa shopping mall. The second proposal is to

promote the revitalization and improvement of the local assets, such as the good quality city infrastructure that has been nourished by the big-scale urban planning in accordance with the needs of the time.

We are engaged in the activity of discovering business with citizen’s partnership through the local treasure hunting business. The third proposal is to promote local management by local residents, large scale land owners, such as the UR and the Tokyo Metropolitan Government, and apartment complex management organizations. We have already made the first step with the support from the national government on the research of area management and from the municipal government and the UR.

We envision that these activities will gather local wisdom and will utilize the local assets by relating people to people. Our goal is to reorganize the Suwa/Nagayama district into a district, where a sustainable and stable local society is built. The “Tama Newtown, Conference of Urban Development Experts (Tama Machi Sen)” will continue to carry out the mission of forming a safe and stable society in the Tama Newtown through these activities.

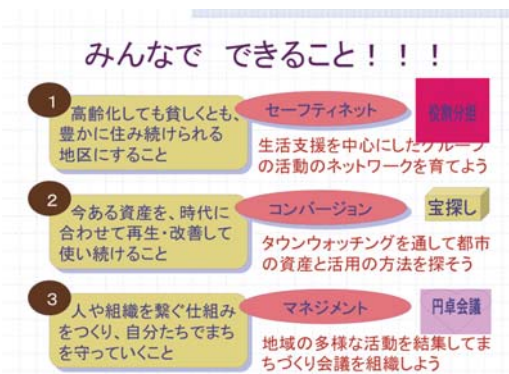


Figure-5 What you can do for it



Figure-6 Let's start management



Figure-7 proposal of mixture residence

## Volunteer works in Suwa / Nagayama Community Center

Miki Yasui      Hosei University

I started teaching at Hosei University, located in the Tama district, three years ago and started formulating plans and carrying out activities for the revitalization of the neighborhood center of the Suwa district in the Tama Newtown with my lab students two years ago. It all began with a request from a shop and land owner of a subdivision in the Suwa shopping mall to a local consultant for assistance with mapping out a future vision of the shopping mall, which included reconstruction.

In 2006, the sophomores of my lab studied the history and problems of the Tama Newtown and had a mission of researching the possibilities of reconstructing the Suwa shopping mall in the latter term. The students drew up a multi-generation exchange plan through reconstructing and researching into this plan by sending out questionnaires to store managers and visiting the town hall and developers. This plan did not materialize, but the president of the Suwa shopping mall, who was aware of the students' activities, asked whether the students could provide assistance with livening up the shopping mall. It was then decided that the various events of the shopping mall, which were postponed the year before due to the aging shop owners, would be carried out with the help of the students that year. In order to utilize the events as an occasion for local interactions, the participation of the nearby Kokushikan University, Tama Art University, children's houses and other organizations were called upon. Various ideas, such as a children's playground using vacant stores, materialized and a symposium on considering the future of the district was held. There were various movements concerning the Suwa/Nagayama district during these days and it was designated as an area for management promotion by the National Land and Transportation Ministry.



Figure-1 Suwa/Nagayama shopping mall

What we have done was providing assistance and support to event organization. From the view point of area management and promotion of self-governance, which is one of my research fields, I think this was an interesting experiment. The cancellation of events in the area symbolizes the absence of manpower in carrying out area management. Based on the experience of research and action in other areas, the framework of area management cannot not be built unless the land owners and residents recognize its necessity. In order to recognize the necessity, it is effective to be involved in practical experiments together, rather than conducting discussions. By raising questions, such as "it was possible to hold an event this time with the assistance and support of the students, but do we need such assistance to hold events in the future?", "who is going to hold the event?" and "how is the event going to be financed?" will direct the people to review the issue of area management. I hope that holding events will be an opportunity to raise the community spirit of the area and call for a shop owners' association or a scheme of area management that will substitute it in holding the events on the long run. Owing to the aging shop owners and decrepit facilities, this shopping mall is not in the right shape to gather customers, and nothing will change without external support. On the other hand, considering the fact that there are many residents in the area and that they themselves are getting old, it is believed that there are still quite a lot of roles in the neighborhood center which can be accessed on foot. Thus, the research on the new roles of the neighborhood units and neighborhood centers in the "new town" will be continued and activity support in the area will be carried on together with the students.



Figure-2 event meeting

## Year of 2007 Event Plan and Management support

July, 2007 (The Star Festival)

### 1. Stage Event

Performances by clubs in University

### 2. Vacant Store Event

Playroom for kids, lounge, Shichirin-Alley, Symposium

### 3. Events in Each Stores

Students cooperates with storekeepers for new ideas

Figure-3 Event plan

## The Contention and Situation Concerning the Revitalization of the Initially Developed Areas of the Tama Newtown

Shunsuke ARAKAWA Aruteppu Co., Ltd.

### 1. What are the present problems of the Tama Newtown? Why is the revitalization being carried out now?

The development of the Tama Newtown that had been continued for over 40 years has just finished several years ago and many people think that there are not many serious problems as a whole. The consensus for dealing with this revitalization among ministries concerned, housing and facility administrators and residents is not necessarily built either.

Compared to the general urban areas in the suburbs of the Tokyo metropolis, the standard of public facilities, such as roads and parks, are much higher, the disaster prevention is advanced, and moreover, the Newtown is starting to have vitality and independence as a residential city gradually growing out from a bedroom town. The problem of vandalism, which is often seen in European cities, is unseen. Many residents appreciate the environment, rich in green and suitable for raising children, with the intention to stay in the region.



Figure-1 Full-grown residential area in rich

- If there is a need to consider revitalization, it will be the initially developed areas of Suwa/Nagayama.

- In these areas, due to the aging subdivisions (mainly the degradation of the structure and the smallness of the houses), the move for reconstruction has already started and now



Figure-2 Centre area with many elderly



Figure-3 Apartments in good environment but small and no elevator

they are just facing the start of the project.

- The following are other associated problems:

- Most of the public rental apartments are small and are not suitable for families with children to live continuously. Therefore, there is a tendency that these families are unwillingly moving out of the area. As a result, the composition of generations and family units has become uneven and the ratio of old generation and two-person family units is extraordinarily high.
- Most of these rental apartment buildings are 5-storied buildings without elevators, in which it is becoming difficult for the elderly to live.

Dissatisfaction and requests for improvements on this issue is very strong and the municipal government (Tama city) acknowledges the seriousness of this problem.

- As the area is hilly, the ups and downs of the streets are making it difficult for the elderly to walk as well and some kind of countermeasure is required.
- The more serious of these problems is the decline of the neighborhood centers. The neighborhood centers organized with the neighborhood stores as the core are declining due to the development of big-scale commercial establishments in the suburbs. It is difficult in finding people to take over as store managers and it is inconvenient to visit the centers by car as the centers were structured based on the Japanese style neighborhood unit theory. Some of the stores in the centers are closed down or converted to other usage and the centers are struggling to survive. As the result, residents, especially the elderly and people with small children, are finding it inconvenient in terms of shopping for necessities and there are strong requests for improvements.
- In addition, upon comparison with the ideal situation, it can be said that there is not enough facilities and systems to support the employment and social participation of women and the elderly, whose number is expected to grow rapidly without doubt, living in the area. It has also become clear that there are problems concerning town block parks and traffic facilities, such as plazas in front of railway stations.

The reasons for the move towards the revitalization under these circumstances are as follows:

- Mid-term reasons

- To support the continuous inhabitancy of residents and correct the imbalance of generations and family units in addition to improvements of the housing stock as mentioned above.
- To take countermeasures against the rapidly aging society at the early stage. The ratio of the aging population in Japan has reached 20.2% in 2005 and is expected to hit 33.7% within the next 30 years and Japan will be the world's most aged society.
- To support women's work and childrearing in connection to the national issue of reversing the birthrate decline.
- To reinforce the convenience of life and attraction/ vivacity of the town by the revitalization of the neighborhood centers.

- Long-term reasons

The entire population of Japan has been on the decline since 2006. The population and the number of households will decline in the suburbs of the metropolitan areas in the near future and there are concerns on dilapidation in some areas. There are already 3,130,000 vacant houses in the metropolitan areas of Japan.

To prepare for this situation, it is necessary to reorganize the land usage and space density in the suburban areas, where the Newtown is located, even though it may take some time. It is necessary to start making such considerations promptly, so that the Newtown, which is a precious social capital, can act as a frontrunner to lead and guide other areas.



From this viewpoint, it is desirable to start considering the revitalization plans, including the large-scale conversion of land usage, reduction of the number and density of housing, and conversion to the “Compact City”, which are in progress in some European cities. However, this viewpoint is not necessarily socially acknowledged and there are still different arguments.

Under these circumstances, the following are the issues that should be discussed as soon as possible:

- Is it necessary for the Newtown to “revitalize” straight away? How serious is the situation compared to other general suburban residential areas?
- What sort of value and meaning can the Newtown have in the near future when the population and number of household decline, and cities and suburban areas diminish, resulting in a further redundancy in the total housing stock?
- How is the inhabitancy (especially of the early development areas) assessed?
- How is the life in the Newtown assessed by the residents?
- How is the Newtown assessed as a “town”?

## 2. How do we sum up the “Newtown” and how do we construct the fundamental philosophy/viewpoint and the framework of planning for the revitalization?

In coping with the revitalization of the Tama Newtown’s initially developed areas, there is a need to clarify the basic philosophy/viewpoint and the framework of planning once again. Discussions concerning these issues have just started. The important points are as follows:

- How do we sum up the plan, development and the existence of the Newtown itself?

Japan’s large scale new town plans were laid down based on the garden city theory and the new town projects of England and Perry’s neighborhood unit theory. Roughly speaking, the main goals were to accept the massive inflow of population into the metropolitan areas in the 60’s and 70’s, to stop the unregulated urbanization of the suburbs and to develop independent “new suburb towns”. “Bedroom towns” were not something being aimed for.

These goals, however, were not necessarily met.

On the other hand, “new towns” and large-scale apartment buildings play a major role nowadays in Japan and the planned population of development areas of more than 2000 households is about 12% of the total population of the Tokyo metropolitan area. It is necessary to sum up these historical facts and terminus ad quem in the process of expanding the metropolitan areas in post-war Japan before carrying out the revitalization.

- How do we recognize the difference of eras between now, the 60’s and 70’s when the planning and development of “new towns” were at its



Figure-4  
Pedestrian path which is hard to walk for elderly people and the security is low



Figure-5  
Only a few people can be seen in the centre area



Figure-6  
Old elementary school diverted to welfare facilities because of decrease in the birthrate

high, and the future?

The Japanese post war urban and housing development has always emphasized on the “flow”. The background for this was the shortage of housing and the rapid expansion of cities. However, since about fifteen years ago when this situation has eased, more weight has been put on the “stock”. In recent years, there is more emphasis on “strengthening the sustainability,” such as the policy in EU. In this point, Japan used to have a complete different way of thinking compared to the European countries, and has gone through a different process.

However, in revitalizing the “new towns”, the recognition that it is important to visualize 50 or 100 years ahead and to rearrange houses, facilities and towns that can keep social values in the long term is arising.

The social and economic conditions of the 1960’s when the planning and development of big-scale new towns, such as the Tama Newtown, began, is completely different from the present and it will change even more drastically in the future due to the decline and aging of the population. Japan is one of the most rapidly and drastically changing societies among the developed countries.

It is necessary to cope with the revitalization plan bearing in mind this change of times.

●In the suburbs of the metropolitan areas where drastic changes are expected in the future, how are we going to image the future of the area and where do we place the revitalization of the “new towns”? The social meaning and role of revitalization and the final goals will be questioned critically as well. Not only the revitalization of the “new towns,” but how to strengthen the sustainability of the suburbs of the metropolitan areas is questioned.

The revitalization of the “new towns” is closely related to the Japan’s national land policy and metropolitan policy and now, it is time to think about it in this context.