Public Involvement for Planning/Design Process of a Mega Urban Highway Project in Tokyo: Lesson Learned
Public Involvement for Planning/Design Process of a Mega Urban Highway Project in Tokyo: Lesson Learned

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1. Purpose, Background, Outline
2. Efforts Leading up to the re-authorization of the plan
3. Efforts leading up to the launch of the project design & construction phase
4. Knowledge gained and future issues
1. Purpose, Background, Outline

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1-3. Resumption of the project, 2002
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1-6. Purpose of this paper
1-1. The Gaikan Project

• The Gaikan (Tokyo Outer Ring Road) Project
  – The second loop circling Tokyo (85 km)
  – 3 lane (in each direction) Expressway (toll)
  – 33km in operation, 16km under construction

• The Gaikan Tokyo Section
  – A 16km western section of the loop
  – The original plan was authorized in 1966
  – It had been put on a hold for 40 years
The Network of Three Circular and Nine Radial Routes

Gaikan
Overall plan of the Gaikan and trunk line network

The Gaikan Tokyo Section

<table>
<thead>
<tr>
<th>Length</th>
<th>Approximately 16 km</th>
<th>Road width</th>
<th>40-93m</th>
</tr>
</thead>
<tbody>
<tr>
<td>Type of Road</td>
<td>Expressway</td>
<td>Number of lanes</td>
<td>6 lanes</td>
</tr>
<tr>
<td>Design speed</td>
<td>80km/h</td>
<td>Number of ventilations</td>
<td>5 ventilations</td>
</tr>
<tr>
<td>Turnoff</td>
<td>3</td>
<td>Around Tomei JCT</td>
<td>Around Chuo JCT (2 ventilations)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Around Ome Kaido IC</td>
<td>Around Ooizumi JCT</td>
</tr>
<tr>
<td>Structure</td>
<td>Underground roadway structure</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

In Service
(Ooizumi Junction – Misato Minami Interchange)
L≒33km

Project ongoing
(Kan-etsu – Tomei)
L≒16km

Open to traffic
(East Line Expressway – Bunkyo Route)
L≒20km

Project ongoing
(Tomei Minami Interchange – Ooizumi JCT)
L≒16km

Planned section
(East Line Expressway – Bunkyo Route)
L≒20km

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1-2. Original plan and opposition (1960’s)

- Originally planned as an elevated highway
- Route located in dense urbanized area
- Authorized in 1966 & started construction
- Fierce opposition among local residents
- The minister stopped the construction due to the reaction from the public
Tokyo was expecting rapid growth after WW II.
1-3. Resumption of the project (2002)

- Underground alternative proposed (2001)
- Public Involvement introduced
- Liaison Meeting set up with vocal leaders of opposition groups and government officials to discuss the proposal
- Increased chance of obtaining information and comment on potential impact and benefit of the new proposal using new tools such as “Open House”
**Moving of buildings and division of area**

Areas may be split. There is concern about division of areas in sections where a connection road will be semi-underground or on the ground surface. Therefore we will study improvement of the peripheral areas from the viewpoint of urbanization.

**Moving of buildings will be needed**

It is necessary to move buildings in sections where excavation will be done, because excavation work is dug down from the ground surface.

**Concentration of traffic**

Traffic will be concentrated in the area around interchanges. Because traffic will be concentrated on the roads around interchanges, there is a possibility of the adverse effects of traffic concentration affecting the lives of residents in the peripheral area.

**Shield method**

We consider that in sections where the shield method is used there will be no adverse influence by the construction on people's lives at the ground surface level.

In the shield method a tunnel is built while digging forward underground. Distinctive features of this method are low noise and use of a collection of the excavation surface, and that it has less influence on underground water.
1-4. Re-authorization of the plan (2007)

- Revised plan (1/2500 scale) was re-authorized after going through EIA process (2007)
- Underground tunnel structure and a few ICs adopted
- Households to be relocated decrease from 3,000 to 1,000
- Provide large lots above JCTs to be used by neighboring residents
1-5. Design & Construction (2009)

- Public input (including concerns and expectations) received at the workshops and Open Houses to be reflected to the design and mitigation measures.
- Funding for project design & construction approved by the Diet* (2009).
- Preparing and surveying for land purchase and detailed design.

*Total construction cost estimated at €10B.
1-6. Purpose of this paper

• To describe the process
  – from resuming the project to revising the plan and starting detailed design

• To summarize lessons learned
  – from planning process of a large infrastructure in an urbanized area
  – from experiences of the Public Involvement for the Gaikan

• Future issues
2. Efforts Leading up to the re-authorization of the plan

- Proposed plan was deliberated to reflect needs of local residents, but the public say that…
  - Enormous cost outweighs benefits
  - Relocation of many households causes serious destruction of the communities
  - Environmental impacts are not fully assessed
  - Attitude of the government is untrustworthy and not convincing
• Intensive discussion at the Liaison Meeting remained far apart
  – Communication through the liaison meeting was a tiring process, and it produced distrust among members
  – Spent so many hours to make agreement on the process and rules for the meeting at the beginning
• The Liaison Meeting finally concluded the project needs:
  – Underground structure with minimum ICs
  – Study for extension of planned section further southward
  – Additional analysis of environmental impacts
  – To continue & reinforce dialog with the public
• It was still a big controversy within the government as to whether it was worth spending such a long time for discussion with the groups.

• Documentation of the conclusion of the Liaison Meeting relieved as a result aggressive opposition when the revised plan was finally re-authorized.
3. Efforts leading up to the launch of the project design & construction phase

• An opportunity was provided for local residents to discuss detailed design
  – Series of workshops set up for areas along the approved route, which 50-100 residents participated in each area for 9 months
  – Local community representatives discussed the process prior to the workshops
  – Facilitators conducted group discussion throughout this process
Public input received at the workshops
(results)

• The workshops achieved expected results in identifying public interests and concerns about the design

• New discussion format with facilitators confirmed to be effective for a controversial situation

• Outcome was documented in a 400-page report
In some areas, however, there were disruptions of workshops due to emotional outbursts or opposition.

– Some citizen groups insisted on using a public hearing type format, in which they can make speech to all participants at once instead of dividing them into small discussion groups in workshops.
4. Knowledge gained and future issues

4-1. Result of introduction of public involvement

- Succeeded in gaining expected public input and reflect it to the plan and design
- It also helped creating public trust at some level.
- But, unresolved public distrust caused time consuming and tiring process.
- Better process is necessary so as not to waste time and maintain trust
4-2. Future Issues
(for the better process)

• Government is facing difficulties in traditional defensive decision process
  – In traditional process, the government propose their expected plan prior to communication with public
  – Generally public will be dissatisfied with both involuntary proposal by the government and it’s defensive explanation.
4-2. Future Issues
(for the better process)

- Often difficult to make sufficient opportunities to communicate with the public because of strong requests for faster decision-making and less expensive plan & design.
  - It is thought that hearing requests of the public may slow down and increase the cost.
  - Decision process for road planning and design mostly depends on government officials discretion, although there is a guideline.
4-2. Future Issues

(conclusion)

• A rule for a better decision process is needed to be designed with more attention to the importance of public trust and procedural justice.
  – It needs to be reconsider of what should be legally required and what should be decided on government’s discretion.
  – The Ministry should deliver a strong message that it needs long-term strategies.
Thank you.
Start of the Project

Environmental Impact Evaluation Assessment Document

Detailed review to be conducted at each phase of the project in accordance with the responding policies

- Concerns and regional needs - thinking over solutions

Proposal to Change City Planning

Environmental Impact Evaluation Preparation Document

Concerns over regional environment and impact on traffic situations, etc.

Decision to Change City Planning

Constructing a roadway deep underground and setting up an environmental facility zone, etc.

Hold PI opinion-sharing meetings, inviting local residents, that are appropriate for each phase of the project

(For specific implementations, discuss the ways appropriate for each phase, taking the opinions of review meetings into consideration.)

3

Completion/Open to traffic

Current Stage

2007.4 2006.6

Proposal to Change City Planning

Decision to Change City Planning

Environmental Impact Evaluation Method Document

Environmental Impact Evaluation Assessment Document

Around 10 years after the start of construction

Start of the Project

2005.8 2004.1 2003.7 2001.4

Environmental Impact Evaluation Preparation Document

Surveying and geological research, etc.

Proposal to Change City Planning

Start of the Project

Surveying and geological research, etc.

Proposal to Change City Planning

Environmental Impact Evaluation Method Document

PI by region PI by region PI by region PI by region

*Monitoring will be provided as needed at each phase of the project.

Detailed review to be conducted at each phase of the project in accordance with the responding policies

(For specific implementations, discuss the ways appropriate for each phase, taking the opinions of review meetings into consideration.)

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