

# Developing an Integrated Multimodal Transportation Complex through Public-Private Collaborations

Tokyo  
Development  
Learning  
Center

The case of Busta Shinjuku

Japan Project Brief

## Background and Objectives

Shinjuku is Japan's largest business, culture, and entertainment center located to the west of inner Tokyo. The center has a mix of unique urban cultures, luxury hotels, restaurants, and shopping and nightspots, and has long been attracting many international and domestic tourists. Importantly, the shopping district's annual sales for Fiscal Year 2007 recorded the highest figure (of JPY 128 billion) nationwide<sup>1</sup>.

A wide range of commercial activities and social services are essentially underpinned by Shinjuku Station -- the nation's busiest transit hub with around 3.5 million daily passengers. In addition to urban and regional train services, many intercity bus lines in Shinjuku connect more than 300 cities and towns in 39 prefectures nationwide. However, nineteen independent bus stops were inconveniently scattered around the railway station and were not well aligned for transfers to and from other travel modes. Additionally, there was no public plaza in front of the south exit of the station so a large volume of passengers had to make a stressful, unsafe walk through narrow sidewalks and crossings over an old road bridge<sup>2</sup>.

Unquestionably, there was an imminent need for major capital improvement due to increased traffic volumes, outdated road facilities, and worsening pedestrian amenities around the station. To solve these problems, the Ministry of Land, Infrastructure, Transport and Tourism initiated the development of an integrated multimodal transportation complex together with the improvement of a pedestrian circulation system in collaboration with the private sector.

## Project Overview

The entire project consists of three major capital improvements of the south exit of the Shinjuku Station area: building Shinjuku Expressway Bus Terminal (Busta Shinjuku), widening sidewalks, and constructing an underground passage.

### Integrated Expressway Bus Terminal

Busta Shinjuku was built as part of a new road bridge on an artificial ground area of about 1.47 ha and opened in April 2016. The new facility joins multiple transit functions (e.g. a

gateway to the railway station, an expressway bus terminal, and a taxi pool) and handles a wide range of intercity bus lines seamlessly. Its indoor space also contains 146 seats, multiuse toilets, nursery rooms, coin lockers, ATMs, and ticket service counters for waiting and transferring passengers. Electric displays also provide real-time information on bus schedules, service destinations, and operation statuses. In addition to these basic equipment and services, the new transit terminal in collaboration with several private companies makes available various convenient amenities for travelers, such as baggage/parcel delivery, cloak, foreign money exchange, travel ticket

# Land Readjustment for Transit-oriented Suburbanization and Land Value Capture

sales, and free internet access. Furthermore, the terminal's tourist information center covers multi-lingual travel information on Tokyo and other cities across the country in English, Chinese, and Korean.

Importantly, Busta Shinjuku was jointly developed with the East Japan Railway Company, one of the largest privatized railway companies in Japan. A 170-meter-tall building, JR Shinjuku Miraina Tower was opened by the company in March 2016 adjacent to Busta Shinjuku. This tower accommodates many offices and commercial tenants, open air green spaces, cultural facilities, a nursery, a medical clinic, and a farm garden. A subsidiary of the East Japan Railway Company also operates NEWoMAN, a new stylish shopping mall, extensively occupying five floors in the tower, one floor in the bus terminal, both inside and outside of the railway station. Remarkably, the food court included in this shopping facility opens twenty-one hours a day so that passengers can have a meal before departure or after arrival.

## Spacious Sidewalks

A segment of the road bridge facing the railway station exits, previously regarded as a bottleneck of the entire traffic flow of National Roadway Route 20, was expanded from a width of 30-meters to 50-meters, including widening the sidewalks from 5 meters up to 15 meters. While taxis can wait for or pickup and drop off customers in Busta Shinjuku, on-street parking and queuing up along the sidewalks are totally prohibited.

## Extensive Underground Passage

An underground passage was newly constructed to connect the Shinjuku Station area near Busta Shinjuku extensively with another subway station operated by Tokyo Metro. With this 150-meter pathway, passengers can smoothly get access to and from the multimodal transit complex on foot without being stuck in pedestrian congestion or passing across car traffic.



Completion Image of Open Air Space

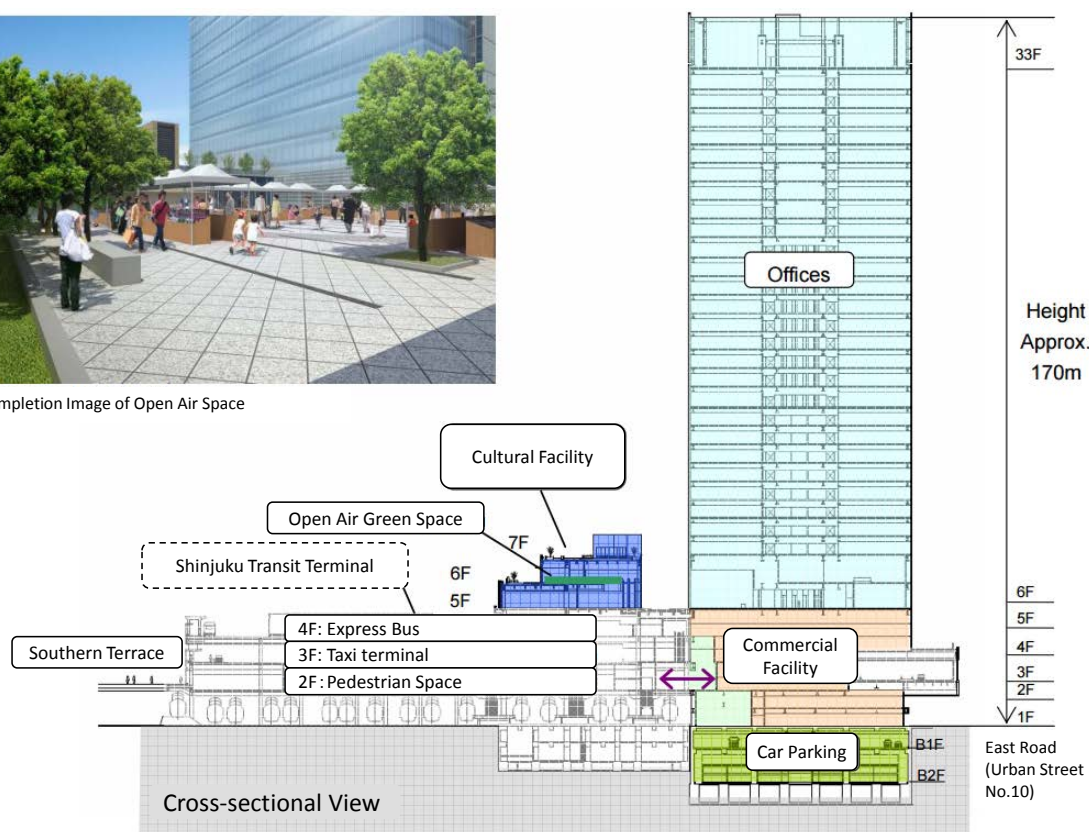


Figure 1: Structure of the integrated expressway bus terminal  
Source: East Japan Railway Company

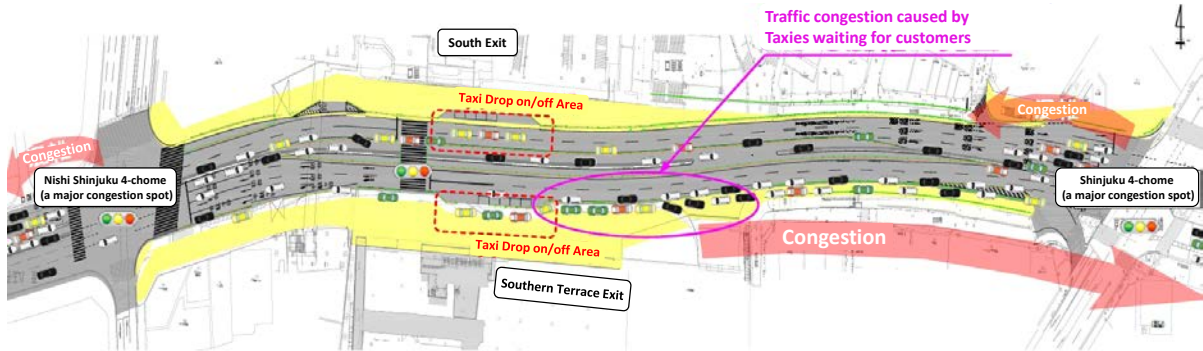


Figure 2: Traffic in front of the south exit of Shinjuku Station before the project

Source: Kanto Regional Development Bureau, Ministry of Land, Infrastructure, Transport and Tourism. Press release of 24 February, 2016. [http://www.ktr.mlit.go.jp/ktr\\_content/content/000643336.pdf](http://www.ktr.mlit.go.jp/ktr_content/content/000643336.pdf)

## Project Impacts

### Transportation Impact:

The multimodal terminal project brings a variety of transportation benefits not only to public transit passengers but also other travelers in the district as below:

- Widening sidewalks and prohibiting on-street parking are expected to manage increased pedestrian flows and mitigate car traffic congestion on National Roadway Route 22.
- Consolidating several bus stops into one new terminal makes more efficient bus transit operations possible and lessens unnecessary commercial vehicle flows on the retail streets around Shinjuku Station.
- The intermodal transfer time between expressway bus and urban train systems is shortened and seamless transit passenger services are experienced after the opening of Busta Shinjuku.
- The intercity bus services upgraded and down-costed at Shinjuku Station are anticipated to enlarge and diversify tourists' origins and destinations across the country.
- Constructing a new underground passage enables safer and more direct access for passengers to walk between Shinjuku Station and a subway station.

### Economic impact:

The improved transit services and reduced travel costs could attract more international and domestic visitors to Shinjuku's office and retail districts. More frequent and smooth

face-to-face meetings are likely to increase Shinjuku's business opportunities and working productivity. The tourist, passenger, and pedestrian flows improved and increased by the project are also likely to resurge service consumptions and merchandise sales in the new shopping mall and existing retail streets around Busta Shinjuku and Shinjuku Station.

### Social Impact:

The facilities and paths in and around the new terminal building are designed in a barrier-free style for all members of society, including people using wheelchairs, pushing baby strollers, and carrying large suitcases. The seamless circulation system enables easy access not only to transit facilities but also to a variety of social services and commercial activities around Busta Shinjuku. General pedestrians can move safely across busy roads and transit passengers can wait comfortably for bus arrivals in spacious public-private zones with first-rate amenities.

### Environmental Impact:

The integrated transit terminal was projected to mitigate the negative influences of street traffic (e.g., noise and air pollutions) caused by buses and taxis around Shinjuku Station, which could contribute to reduce GHG emission in the long run. Busta Shinjuku also contains a lot of green components, such as greened building walls, a green plaza, and a publicly opened, roof-top farm garden.

# Land Readjustment for Transit-oriented Suburbanization and Land Value Capture

## Lessons Learned

Bus transit is a vital mode to establish an economically efficient and socially affordable multi-transportation system in both developed and developing countries. However, there can be several negative images with bus transit, such as inconvenient intermodal transfer, uncomfortable waiting space, street congestion, and unreliable operation, and these often prevent travelers from enjoying bus services. Busta Shinjuku presents the application of modern terminal development to improve the quality of bus services and reproduce safe and pleasant built environments in busy commercial districts. Key lessons from the case of Busta Shinjuku are summarized as below:

### Public Initiative:

When bus stops and lines are fragmentedly provided by several private operators, the public sector needs to initiate the efficient coordination of multiple bus services through capital improvement projects and/or demand management programs. In particular, public investment in integrated modern terminal development can play a pivotal role in not only aligning public transit operations but also alleviating traffic congestion and related negative externalities around busy commercial districts.

### Creation of District-wide Pedestrian Environments:

The development of a modern integrated terminal usually includes superior indoor amenities for transit passengers. The terminal's indoor pedestrian circulation system should be associated with the seamless improvement of outdoor environments. The creation of a district-wide pedestrian circulation system promotes the use of bus transit services more effectively and the commercial impacts of public investment more extensively around a bus terminal.

### Real-time Information, Universal Signage, and Multilingual Desks:

Providing real-time information at a multimodal transit terminal allows passengers to organize their travel schedule, minimize wasteful waiting time, and arrange extra working/shopping activities more efficiently and enjoyably around the transfer point. Also, introducing a universal signage system is essential to manage dynamic and complex flows of transit passengers and general pedestrians around across public transit facilities and private commercial properties. The provision of multilingual information desks is of particular importance for hospitality, as intercity express buses are an affordable modal option for overseas visitors who are not familiar with the country to identify and reach attractive tourist destinations nationwide.

### Future Challenges

Public investment in modern bus terminal development and related pedestrian facilities is likely to induce more pedestrian flows, increase local retail sales, and elevate nearby property prices. The commercial property values and rental profits increased by public capital improvements should be captured and shared by government agencies and/or transit companies to refurbish old infrastructure and upgrade community facilities for broader social objectives. The application of “land value capture” should not be limited to the large agencies/companies but rather outreach to small business owners and other local stakeholders. Inclusive and adaptive land use rezoning needs to be introduced legally, in particular for encouraging unconventional “bus” transit-oriented development. Lastly, key experiences and lessons drawn from Busta Shinjuku can be applied to the development of a multimodal transit center for local bus services on different scales.



- <sup>1</sup> Bureau of General Affairs, Tokyo Metropolitan Government. Retail Business in Tokyo (Commercial Statistic Survey in 2007).
- <sup>2</sup> Kanto Regional Development Bureau, Ministry of Land, Infrastructure, Transport and Tourism. Press release of 8 February, 2016.  
<http://www.ktr.mlit.go.jp/toukoku/kisya/pdf/20160208.pdf>

The Tokyo Development Learning Center (TDLC) program is a partnership of Japan and the World Bank. TDLC supports and facilitates strategic WBG and client country collaboration with select Japanese cities, agencies and partners for joint research, knowledge exchange, capacity building and other activities that develop opportunities to link Japanese and global expertise with specific project-level engagements in developing countries to maximize development impact.

**Contact:**

World Bank Group  
Social, Urban, Rural and Resilience Global Practice  
Tokyo Development Learning Center (TDLC) Program  
Fukoku Seimei Bldg. 10F,  
2-2-2 Uchisaiwai-cho, Chiyoda-ku,  
Tokyo 100-0011 Japan  
Phone: +81 (3) 3597-1333  
Fax: +81 (3) 3597-1311  
Web: <http://www.jointokyo.org>