Whose Work was the Facility Master Plan?
Facilities for the Olympic Games are more than simply architecture. They belong to the realm of urban design. The Facility Master Plan for the 1964 Tokyo Olympics was drawn up on the basis of such an understanding. How did it develop? According to an article contributed by Shinokuchi in 1966 by Eika Takahama (1919-1999) and Takako Kato (1935-), the backbone of the Master Plan was "transportation lines, and the urban facilities related to them." In other words, it was a road plan. It had to deal with questions on two scales - macro questions such as those of public access, and micro questions such as how to sort the city as a whole. Micro questions had to do with the sporting arenas, the Olympic Village, and other individual facilities. Takayama was a professor in the University of Tokyo's Department of Urban Engineering, which had just been established in 1962, and Vice-Chairman of the Special Facilities Committee chaired by Hideki Kishida (1899-1966). Kato was a student in Takayama's laboratory, while also working the Facilities Department of the Organizing Committee. As directed by Kishida and Takayama, he was involved in the planning and design of the entire range of Olympic-related facilities. Both Takayama and Kato were specialists in urban planning, so it is easy to imagine that they regarded the Master Plan as their only concern. But more than Takayama and Kato, macro questions in particular the problem of urban planning for the Tokyo metropolitan government.

From Traffic Crisis to Urban Design
In the wake of the wartime devastation of Tokyo, a reconstruction plan was drawn up under urban planner Hideki Ishikawa (1893-1955). A basic policy of this plan was to restrict the population of the urbanized ward area of the city to 3.5 million persons. It was a very idealistic plan, calling for the establishment of wedge-shaped green belts and spacious boulevards, 100 m in width. To realize this plan, land readjustment (relocation and reallocation of properties) would have to be carried out across wide swaths of the city. But the assent of property owners proved difficult to obtain. Moreover, General Headquarters of the occupying Allied forces had instructed the city to implement an austere budget. In the end, land readjustment was carried out for 18,604 hectares, only 6% of the original goal. As a result, the postwar reconstruction plan failed to build sufficient urban infrastructure. Meanwhile, policies to restrict population growth were never implemented and were soon abandoned. This led to an influx of new residents and the start of a sharp increase in population density. One result was extreme traffic congestion.

By 1955, Ishikawa had left the Tokyo Bureau of Construction and was succeeded by his protégé Yamada, who became head of the bureau’s planning division on the recommendation of his mentor. Yamada was left with the task of dealing with the failures of the postwar urban reconstruction plan, and thought that the first priority should be addressing the traffic situation in Tokyo. In 1956, Tokyo published a white paper on roads which proclaimed that "the problem of urban traffic planning is the most urgent problem in Tokyo in the year 1962, a crisis in traffic routes in Tokyo." Later, in 1959, it published a pamphlet entitled "Can Traffic Congestion Be Solved? - Expressways Will Relieve Traffic." The pamphlet pointed out that "Tokyo’s roads were built when the population was only 100,000 vehicles. Today it has about six times more, roughly 570,000. Naturally, the traffic situation is atrocious." To solve the problem, it proposed a "surgical rejuvenation." The first step was to augment the capacity of the traffic system and make it "a perfect city" by constructing a network of expressways.

The official selection of Tokyo as the Olympics host city came in May 1959, the month after the pamphlet was published. Yamada could not have been too happy that the Olympics were coming to a city in a "traffic crisis." But the Tokyo Olympics turned out to be an opportunity. The looming traffic crisis of 1965 was swiftly averted thanks to special budget allocations for Olympic projects and the pressure to quickly achieve stakeholder consensus. Looking back, Yamada wrote that "Our plans to break through the traffic impasse by building roads were very useful to the Olympics, and the Olympic deadlines were very effective furthering the projects." Almost 100% of budgetary allocations scheduled for the Metropolitan Expressway network up to 1970 were expended for the Olympics (making an 80% project completion based on the expected costs).

A further expenditure of 71 billion yen on Olympic-related roads enabled construction of 22 routes, including Radiolar Road No. 4 (Aoyama Avenue / Tamagawa Avenue), Radiolar Road No. 7 (Mejiro Avenue), Ring Road No. 3 (Ginza-Bagisho Avenue), Ring Road No. 4 (Gainen-ishi Avenue), and Ring Road No. 7. However, Takayama and Kato perceived Yamada's work not only as a solution to the problem of transportation during the Olympics, but also as an opportunity to provide a new viewpoint on green spaces. They interpreted it as the beginning of an awareness of connectivity between green spaces. This discovery of visual structure and changes in awareness has much in common with the ideas of Massachusetts Institute of Technology/MIT urban planner Kevin Lynch (1918-1984), whose seminal hooks The Image of the City (1960) and Visions from the Road (1964) were published around the same time. Takayama and Kato discuss the Master Plan as an appreciation of the latest trends in urban design, a perspective that was missing in Yamada.

Radial Route No. 33 in Yoyogi-no-Hara
The Master Plan discussed the handling of locations such as the Meiji Shrine Outer Garden, Yoyogi-no-Hara, and Korakuen Olympic Park. Among these, Yoyogi-no-Hara is interesting because it was the home of the master plan’s drafters. No doubt the plan reflected the position of the historic lining the north of the Yoyogi gymnastics. It would now be the site for the new Olympic facilities. 114
and discussed plans to build the road below grade. But actual construction of the road was put off until after the Olympics because it had been decided to use Washington Heights as housing for the athletes. This, they explained, allowed the Olympics to use the entire park area. Therefore, "one of the border conditions when the design of the gymnasiums was entrusted to Tange was that the site would neighbor a wooded park." Illustrations show Radial Route 23 as a dotted line, weakening its sense of presence and graphically indicating a temporary state that would exist only for the Olympics. Unlike the awkward positioning of the gymnasia in relation to the Shinbun and Harajuku stations, the positioning of the complex as one part of a vast wooded park is suggestive of possibilities to us in the present.

Radial Route 23 was mentioned again recently in a book by Kato about "untold stories" of the 1964 Olympics. According to the book (which Kato calls "fiction", but is that true?), Kato consulted Kishida and Takayama and altered the proposed route of the road. The original plan called for it to cross the bridge at the entrance to Meiji Shrine after leaving Omote-sando and then run past the south side of the shrine, but that route would completely destroy the connection between the bridge and Minami-sando (the southern approach to the shrine), and by doing so would dramatically alter the route of Omote-sando. Kato, Kishida, and Takayama altered the route so that it turns left before reaching the bridge. Crossing the below-grade Yamanote rail lines over the new Olympic Bridge, the new route preserves the shrine's entrance configuration and the form of Omotesando. Even a single road like Radial Road No. 23 has a story to tell about urban planning.

Translated by Thomas Donahue.

Notes:
1. Eika Takayama and Takashi Kato, "Orihitzukku Tokyo tokai nihon sogo shibetsu kenkaku" (Facility Master plan of the Tokyo Olympics), Shinloukichi (October 1964):118.
3. Yoyogi-no-Hara was a military parade ground, later converted into a housing development named Washington Heights for U.S. Army Air Force personnel. Today it is the site of Yoyogi Park, the Yoyogi National Gymnasiums, and the NHK Broadcasting Center.

Naoto Nakajima was born 1976 in Tokyo, Japan. He received his doctorate from the Department of Urban Engineering at the University of Tokyo. After serving as an assistant professor at the University of Tokyo, visiting researcher at Yale University, and lecturer and an assistant professor at Keio University, he now serves as an associate professor of the Department of Urban Engineering at the University of Tokyo. He specializes in urban design, urban theory, and the history of urban planning.

原注：
1. 高山英英、加藤達『オリンピック東京大会における総合施設計画』、「建設」1964年10月号119頁（本誌改載）.
2. 山田正男、「産業政策」、1964年5月号
3. 代々木の初の実演場までは日本陸軍の練兵場であったが、戦後は国の兵営・家族用居住街が開催された。現在は代々木公園、国立代々木体育館、NKH放送センターがある。
4. 高山、加藤、前出、119頁（本誌改載）.
5. 加藤達、『伝説オリンピック東京大会施設づくり裏側』（東京建築論、2018年）

中村内科は東京大学大学院建築研究科。1976年東京生まれ、東京大学工学部都市工学科卒業、同大学院修士課程修了。修士（工学）。東京大学大学院助手、助教授、イーロール大学客員教授、国際交流大学名誉教授、同教授を務め、現在、内務省都市計画局に勤務。内務省都市計画局に勤務。