Promoting Civil-Military Dual-Use of Yokota Air Base

Tokyo Metropolitan Government
April 2017
1. Overview of the Civil-Military Dual-Use Initiative

Yokota Air Base, which is a U.S. military base with a 3,350-meter runway, is located about 38 kilometers west of central Tokyo. The Tokyo Metropolitan Government (TMG) is promoting “Civil-Military Dual-Use of Yokota Air Base” to enhance the convenience of local residents in their daily lives and to stimulate the economy of the surrounding areas. Following agreement between the United States and Japan to study the feasibility of civil-military dual-use of Yokota Air Base at the 2003 US-Japan Summit, the TMG has been working closely with the Government of Japan for the early realization of dual-use of the base.

Overview of Yokota Air Base

<table>
<thead>
<tr>
<th>Location</th>
<th>Spread across six municipalities: Tachikawa, Musashimurayama, Akishima, Fussa, Hamura cities and Mizuho town</th>
</tr>
</thead>
<tbody>
<tr>
<td>Site Area</td>
<td>7,200,263m² approx. 3 km from east to west, approx. 5km from north to south</td>
</tr>
<tr>
<td>Runway</td>
<td>Length: 3,350m, Width: 60m, Overrun (both ends): 300m (For reference, the runways in Haneda Airport range in length from 2,500m to 3,360m.)</td>
</tr>
<tr>
<td>Home Unit</td>
<td>374th Airlift Wing, U.S. Air Force</td>
</tr>
<tr>
<td>Assigned Aircraft</td>
<td>C-130 Hercules, C-12J Huron, UH-1N Iroquois</td>
</tr>
<tr>
<td>Occasional Aircraft</td>
<td>C-5 Galaxy, C-17 Globemaster, etc.</td>
</tr>
</tbody>
</table>

JASDF Air Defense Command HQ was relocated to Yokota Air Base from Fuchu Air Base with the purpose of strengthening partnership and interoperability through close cooperation between the headquarters of the JASDF and the U.S. Forces in Japan. It commenced operations in March 2012. At present, JASDF aircraft are not stationed at Yokota Air Base.
May 2003 At the US-Japan Summit meeting, President George W. Bush and Prime Minister Junichiro Koizumi agree to study the feasibility of civil-military dual-use of Yokota Air Base.

Dec 2003 The Tokyo Metropolitan Government (TMG) and the relevant government agencies (Cabinet Secretariat, Ministry of Foreign Affairs, Ministry of Land, Infrastructure, Transport and Tourism, and Ministry of Defense) set up a task force for discussion of practical matters concerning the dual-use of the base.

Nov 2005 Twenty-six chambers of commerce and trade associations in the Tama area establish the Council for the Promotion of Dual-Use of Yokota Air Base.

May 2006 Announcement of the United States-Japan Roadmap for Realignment Implementation* following the finalization of initiatives for U.S. Forces realignment.

May 2006 Study Committee for Dual-Use of Yokota Air Base set up by the TMG and Tokyo Metropolitan University.

May 2006 JAL and ANA submit their petitions to the Government of Japan and the TMG requesting realization of the civil-military dual-use of Yokota Air Base.

Oct 2006 First meeting of the US-Japan Inter-governmental Study Group.

Sep 2007 Prime Minister Shinzo Abe requests President Bush for cooperation on realizing dual-use of Yokota Air Base.

Oct 2007 At a meeting with U.S. Ambassador to Japan Tom Schieffer, Tokyo Governor Shintaro Ishihara calls for cooperation on early realization of civil-military dual-use of Yokota Air Base.

Nov 2007 At a meeting with U.S. Defense Secretary Robert Gates, Foreign Minister Masahiko Komura states that Japan wishes to continue talks on civil-military dual-use of Yokota Air Base.

Mar 2008 Exploratory Committee on Civil-Military Dual-Use hosts the Seminar on Promoting Civil-Military Dual-Use of Yokota Air Base.

Sep 2008 A portion of Yokota Airspace is returned to Japan.

Nov 2010 The TMG announces the TMG’s Policy for Strengthening of the Business Aviation Receiving System in Tokyo, which includes utilization of Yokota Air Base.

Dec 2010 The TMG holds the Seminar on Promoting Civil-Military Dual-Use of Yokota Air Base in Terms of the U.S.-Japan Alliance.

Apr 2012 At the US-Japan Summit meeting, Prime Minister Yoshihiko Noda requests U.S. President Barrack Obama to study dual-use.

July 2012 The relevant government ministries and the TMG hold a bureau chief-level meeting concerning dual-use of Yokota Air Base.


Feb 2015 Twenty-eight chambers of commerce and trade associations in the Tama Area establish the Council of Economic Organizations in the Tama Area for the Promotion of Dual-Use of Yokota Air Base.

*United States-Japan Roadmap for Realignment Implementation
(Excerpts of references to civil-military dual-use of Yokota Air Base)

➢ The USG and GOJ will conduct a study of the specific conditions and modalities for possible civilian-military dual-use of Yokota Air Base, to be completed within 12 months from commencement.

➢ Based upon the outcome of this study, the two governments will consult and then make appropriate decisions on civilian-military dual-use.
Demands for air travel in Japan are expected to grow steadily along with rising demand in Asia and elsewhere. It is projected that airport capacity in the National Capital Region will reach its limit around the early 2020s.

The use of Yokota Air Base by civil aircraft will supplement airport functions in the National Capital Region through expanded airport capacity and improved access in the western part of the region. This will contribute to the promotion of the Tama area, as well as the economic growth of the National Capital Region and the whole of Japan.

### Expanding Airport Capacity in the National Capital Region

Although airport capacity in the National Capital Region is increasing in stages through re-expansion of Haneda Airport and runway extension at Narita Airport, it is projected that capacity will be stretched to the limit in the near future, and will not be able to accommodate the growing aviation demand of the metropolitan area.

Civil-military dual-use of Yokota Air Base will increase airport capacity, with the base serving an important role in the airport functions of the region.

### Improved Air Access in the Western Part of the National Capital Region

The western part of the National Capital Region, including the Tama area as well as neighboring Saitama, Kanagawa and Yamanashi prefectures, has a large population (4.23 million in the Tama area, as of August 2016) and a high concentration of businesses. Civil-military dual-use of Yokota Air Base will bring about a more balanced distribution of airports in the National Capital Region, and dramatically improve air access in the west by reducing traveling time to airport.
Accommodating Diversified Aviation Demands

Haneda and Narita airports alone cannot fully meet various demands for air service including demand for business aviation. Civil-military dual-use of Yokota Air Base will enable us to accommodate such demands.

Business aviation

Business aircraft allow passengers to effectively use their time as they can fly directly to their destination without connecting flights and can hold meetings on board. They also ensure security by limiting the passengers who can board the aircraft. For these reasons, business aircraft are widely used overseas among not only corporate executives, but also various businesspeople.

However, Tokyo has far less business aircraft movement than other major cities in the world. Although improvements have been made to the environment at Haneda Airport, where demand is particularly high for business aviation, the airport has yet to establish a system that can fully accommodate such needs.

The Japan Chamber of Commerce and Industry and the American Chamber of Commerce in Japan have also emphasized the need to accommodate business aircraft. Securing capacity in the National Capital Region to accommodate business aircraft will help increase Japan’s international competitiveness and also expand cultural exchange with other countries and international understanding.
Business aviation including small jets are widely used in the United States and Europe as business tools essential for global corporate activities. In recent years use of business aviation has been rapidly expanding in the Middle East and Asia as well. Despite strong demand for flying into Tokyo from abroad, business aviation is extremely limited in Tokyo due to delays in bolstering the system for accommodating business aircraft at Haneda and Narita. If this situation continues, Japan will miss out on a lot of business opportunities, and there is concern that the international business presence of Tokyo, and by extension, Japan, will decline. The government of Japan (GOJ) recently launched a set of measures to accommodate business aviation, but this is still not enough. The Tokyo Metropolitan Government (TMG) thus presents its concept as follows for enhancing capacity to accommodate business aviation, and will work in collaboration with the GOJ to concretely advance this policy.

1. Direction of Future Measures
   (1) With the long-term aim of realizing activity equal to that of the United States and Europe, for the time being the aim will be to lead Asia in business jet movements by surpassing that of Hong Kong, which is the hub of business aviation in Asia.
   (2) To establish a system for accommodating business jet users such as expediting their immigration procedures through designation of separate lanes from regular passengers.

2. Measures at Haneda Airport
   As the most convenient airport for business aviation, Haneda Airport has strong demand from abroad as well. The GOJ has taken measures to expand acceptance of business jets, but this is still not enough. The following will thus be implemented.
   (1) Along with expanding departure and arrival slots that capitalize on Haneda’s proximity to the city center, achieve expeditious and convenient services by establishing exclusive lanes for business jet passengers, improving the CIQ system, and increasing spots for business jets
   (2) Request the GOJ to implement the above when expanding the new international terminal (to respond to the forecasted increase of international flights in FY2013).

3. Measures at Yokota Air Base
   Although measures are underway to accommodate business aviation at Haneda and Narita airports, it cannot be said that such efforts are enough. This makes it necessary to utilize Yokota Air Base which is relatively unused. Therefore,
   (1) Secure a system to accommodate business aviation through use of existing facilities or construction of necessary facilities at Yokota Air Base. Also provide highly convenient services through measures such as using the CIQ system already in place for US military-related personnel and flight support services providers.
   (2) Promote civil-military dual-use of Yokota Air Base in corporation with the GOJ and call on relevant US organizations for implementation of the above.
   (3) Further improve accessibility from central Tokyo by collaborating with the GOJ to promote the construction of roads such as Route 16, Tokyo Metropolitan Expressway Central Circular Route, Tokyo Outer Ring Road (Gaikan), and the Metropolitan Inter-City Expressway (Ken-o-do).

The complete text of the policy can be found at http://www.toshiseibi.metro.tokyo.jp/kiban/business_air.htm
<Stimulation of Local Economy>

Civil-military dual-use of Yokota Air Base will generate new economic activity such as industrial revitalization in the surrounding area and new jobs. The Institute of Statistical Research has presented the following forecasts on the economic ripple effects.

Domestic air passenger demand at Yokota Air Base in FY 2022: about 5.6 million
Assumptions for demand forecasts:
- Routes: Top seven airline routes at Haneda Airport in number of passengers (FY 2004)
- Number of flights: 40 round-trip per day (total of the seven routes)

**Economic Effect: about 161 billion yen/year**  
**Employment Effect: about 8,850 jobs**

Note: The number of flights per day in the “Study Report on Development and Operation of Metropolitan Airports” accommodates potential air travel demand. Actual traffic volume will be determined after considering commercial plans of the airlines, coordination with the functions of the US military base, noise control, and other factors.

Source: “Study Report on Development and Operation of Metropolitan Airports” by the Institute of Statistical Research (March 2006)

At the same time, it can be anticipated that dual-use will advance development of the infrastructure, including roads for airport access, and urban development of the surrounding area, which will have a large beneficial effect on community development.

<TMG Stance on Civil-Military Dual-Use of Yokota Air Base>

In December 2016, the TMG announced the action plan for 2020, which lays out the details of future policy development for creating a new Tokyo through the realization of a Safe City, Diverse City, and Smart City. In this action plan, civil-military dual-use of Yokota Air Base is positioned as a measure that would contribute to bolstering airport functions in the National Capital Region, as well as boosting the convenience of the Tama area.

Civil-Military Dual-Use of Yokota Air Base

- The TMG is requesting that the Government of Japan proceed with negotiations with the U.S. government over civil-military dual-use of Yokota Air Base, which would provide aviation capacity supplementing the functions of Haneda and Narita airports and make air travel more convenient in the western part of the National Capital Region.

- To accommodate the many visitors to the Olympic and Paralympic Games Tokyo 2020 as well as air travel demand following the Games, the TMG is aiming for realization of dual-use by urging the GOJ to work for use of Yokota Air Base by civil aviation including accommodation of business aviation.

Source: Extract from the action plan for 2020 (“Section 2. Smart City: Tokyo—Globally open, eco-friendly, and a global financial and economic center, Key Policy 5: Creating a transportation and logistics network” and “Integrated Policy Development, Promotion of the Tama area and Tokyo’s island”)
Civil-military dual-use that considers noise control is possible. Not only is the level of noise coming from civil aircraft lower than that of military aircraft, but the effects of noise can be minimized by measures such as introducing aircraft models that produce less noise, adopting operational methods that reduce noise, and considering specific time slots for flight operation.

**Noise Control Measures around Yokota Air Base**

The Government of Japan is currently taking measures concerning noise around Yokota Air Base according to the noise level, such as subsidizing noise insulation work on residences and relocation costs. Following realization of dual use, in addition to such measures, the TMG, in cooperation with the national government and local municipalities, plans to explore additional noise control measures under the framework of urban development including park development and land readjustment projects.

**Noise Environment and Aircraft Noise (Maximum Noise Level)**

- Area under an elevated railway: 100dB
- Highway roadside, vacuum cleaner, noisy street: 70-80dB
- Normal talking voice: 50-70dB
- Quiet room, whispering voice, residential area at midnight: 30-40dB
- Threshold for hearing: 0dB

- Loud voice, noisy factory, pachinko parlor: 90dB
- Residential area along a street: 65-75dB
- Quiet office: 50dB

**Note:**
- Peak noise levels of aircraft flying at an altitude of at least 1000 feet (about 305 meters) before landing, and at least 2000 feet (about 610 meters) after takeoff.

**Comparison of US Military Aircraft and Civil Aircraft Noise Contours (in dB)**

- **C-5 Galaxy**
  - A large transport aircraft with four jet engines

- **C-17 Globemaster**
  - A large transport aircraft with four jet engines

- **C-130 Hercules**
  - A turboprop military transport aircraft with four jet engines

- **Boeing B777-300**
  - A large passenger jet with two engines
  - Number of seats: About 400

- **Boeing B767-300**
  - A medium-sized passenger jet with two engines
  - Number of seats: About 260

- **Boeing 737-800**
  - A small passenger jet with two engines
  - Number of seats: About 130

- **Bombardier CRJ-100/200**
  - A small passenger jet with two engines
  - Number of seats: About 60

- **Gulfstream G-V**
  - A business jet with two engines
  - Number of seats: 19

**Note:**
1) Contours (from the innermost to outer counters) indicate 90dB (red), 80dB (green), and 70dB (blue).
2) Contours were estimated by using the FAA Integrated Noise Model.
Overview

The TMG is striving for early realization of the full return of Yokota Airspace and the establishment of practical flight routes within this airspace by taking initiatives such as urging the Government of Japan to work on this.

Yokota Airspace controlled by U.S. military and the significance of its return

The airspace:
- is a vast area stretching across Tokyo and nine other prefectures
- poses obstacles to setting up flight routes
- causes overcrowded air traffic

Return of Airspace

The return will make it possible:
- to realign airspace in accordance with air travel demand
- to develop practical flight routes
- to reduce crowded skies over the National Capital Region

Partial return of the airspace (Return date: Sept. 25, 2008)

Benefits of partial return of the airspace

- Flight time reduction for westbound airliners departing from Haneda, reducing fuel, carbon dioxide emissions and operational costs.
- Economic impact: approximately 9.8 billion yen/year. Environmental improvement (in terms of CO₂ emissions reduction): approximately 81,000 tons/year.

(Source: MLIT)

Contact Information

- **About dual-use of Yokota Air Base**
  Dual-Use of Yokota Air Base Promotion Team
  US Military Facilities Relations Division
  Bureau of Urban Development
  Tokyo Metropolitan Government
  Phone: +81-3-5388-2172

- **About return of Yokota Airspace**
  Aviation Team
  Transportation Planning Section
  Urban Infrastructure Division
  Bureau of Urban Development
  Tokyo Metropolitan Government
  Phone: +81-3-5388-3288