

World Heritage Property  
“Historic Monuments of Ancient Nara”

The Report for the State of Conservation  
Responding to the Decision 35COM 7B. 71 (C870)

Japan

January 2013

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## Reference

- Reference-1 Retrospective Statement of Outstanding Universal Value “Historic Monuments of Ancient Nara”
- Reference-2 Nomination Document of “Historic Monuments of Ancient Nara” for the World Heritage Inscription (1997)
- Reference-3 ICOMOS Evaluation Report for “Historic Monuments of Ancient Nara” (1998)
- Reference-4 Decision by the World Heritage Committee for the State of Conservation of “Historic Monuments of Ancient Nara” (35 COM 7B.71) (2011)
- Reference-5 Working Document for the Discussion by the World Heritage Committee (WHC-11/35.COM/7B)(2011)
- Reference-6 Methods and Significance of Educational Development at the Nara Palace Site (Appendix 13a/Nomination Document of “Historic Monuments of Ancient Nara”, 1997)
- Reference-7 Zoning Master Plan Included in the Basic Scheme for the Preservation and Restoration of the Nara Palace Site (1978)
- Reference-8 Implementation Plan for the Basic Scheme for the Preservation and Restoration of the Nara Palace Site (2008)
- Reference-9 Charter for the Protection and Management of the Archaeological Heritage (ICOMOS, 1990)
- Reference-10 Overview of the basic plan for the Asuka-Nara Palace Site Historical National Government Park (Nara Palace Site)

4. Requests the State Party to submit to the World Heritage Centre for review by the Advisory Bodies, in line with Paragraph 172 of the *Operational Guidelines*:
- a) plans for both temporary and permanent visitor facilities

At the Nara Palace Site, designated as a special historic site, besides excavation and research projects, full-scale presentation (here-in-after referred to as “reconstruction”) of the buildings and structures and the display of the remains based on the results of such research projects have been implemented on an ongoing basis by the Agency for Cultural Affairs and the Nara National Research Institute for Cultural Properties.

The Nara Palace Site is a vast open space located in the urban area, and has been widely utilized as a place to gain historical and sightseeing experiences for visitors from home and abroad as well as a wonderful place for daily recreational activities for local residents.

In order to provide many visitors to the Nara Palace Site with a better understanding of the World Heritage Site and to continuously raise awareness about the preservation of the Site, the Government of Japan considers that part of the temporary facilities and structures set up for the Commemorative Events of the 1300<sup>th</sup> Anniversary of Nara Heijo-Kyo Capital (here-in-after referred to as “Commemorative Events”) should be retained only to the minimum necessary extent for visitors’ convenience, while also assuring the preservation of the underground archaeological remains and the conservation of the surrounding landscape.

## 1. Temporary parking lot, toilets and rest facilities

The Nara Prefectural Government has set up the temporary parking lot in the Nara Palace Site in order to respond to the needs of the visitors that have increased since the Commemorative Events at 2010.

In setting up the temporary visitors’ facilities (parking lot, toilets and rest facilities), earthen mounds of appropriate height were installed in order to preserve the underground archaeological remains and the facilities were designed, formed and structured with in harmony with the historical landscape of the Nara Palace Site. These matters were determined based on the advice from the committee consisting of experts in the respective fields concerned, so the Nara Prefectural Government believes that these facilities has no adverse effect on the Outstanding Universal Values to the Nara Palace Site.



The Nara Prefectural Government plans to relocate the large-scale housing equipment factory which is currently located in the southern area adjacent to the World Heritage Property to another place and construct a new transportation terminal (bus terminal, bus berth, taxi stand, taxi berth and so on) on the vacant site where the factory is currently located and then remove the temporary parking lot (See Annex 1-1).

In order to realize the plan, the Nara Prefectural Government executed the land purchase and sales agreement with the owner of the housing equipment factory in March 2012, and currently plans to relocate the factory by September 2014 and then commence the construction of the transportation terminal after completing the soil contamination investigation and the excavation of buried cultural properties. Moreover, the Nara Prefectural Government plans to partly commence the service of the transportation terminal by March 2016 and then remove the temporary visitors' facilities (parking lot, toilets and rest facilities existing in the southern side of the Entrance Square).

However, there may be some delays in the commencement of the construction of the transportation terminal and subsequently the removal of temporary visitors' facilities (parking lot, toilets and rest facilities existing in the southern side of the Entrance Square), depending on the progress of the excavation of buried cultural properties.

The Nara Prefectural Government believes that the construction of the transportation terminal has no adverse effect on the Outstanding Universal Values of the Nara Palace Site.

## 2. The Foundation Subgrade of the South Gate Square of the Former Imperial Audience Hall Compound and a part of Pedestrian Path

The Association for Commemorative Events of the 1300<sup>th</sup> Anniversary of the Nara Heijo-kyo Capital (here-in-after referred to as "Association")<sup>1</sup> has set up the foundation subgrade of the South Gate Square of the Former Imperial Audience Hall Compound and the path leading to the railroad crossing of the Kintetsu Nara Line (See Annex 1-1).

After the Commemorative Events, the Association promptly removed the temporary facilities. However, the foundation subgrade of the South Gate Square of the Former Imperial Audience Hall Compound and the path leading to the railroad crossing of the Kintetsu Nara Line have been retained which is presently managed by the Ministry of Land, Infrastructure, Transport and Tourism ("MLIT") since the Association was dissolved after the Events (See Annex 1-2).

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<sup>1</sup> In implementing the Commemorative Events held mainly at the Nara Palace Site, the Nara Prefectural Government and related parties have established the Association for Commemorative Events of the 1300<sup>th</sup> Anniversary of the Nara Heijo-kyo Capital.

The foundation subgrade of the South Gate Square of the Former Imperial Audience Hall Compound is used as a pedestrian way connecting the east and west of the Nara Palace Site, and the path leading to the railroad crossing of the Kintetsu Nara Line is also used as a pedestrian way connecting the hub zone of the National Government Park (outside the World Heritage Property) which is to function as a gateway to the Nara Palace Site and the Former Imperial Audience Hall Compound.

In light of the fact these are minimum facilities set up for the convenience of visitors, they have been retained and used after the Commemorative Events.

The foundation subgrade of the South Gate Square of the Former Imperial Audience Hall Compound is to be removed in the process of the “reconstruction” of the Former Imperial Audience Hall Compound as a part of the physical arrangement of the National Government Park.

### 3. Temporary fences surrounding the Former Imperial Audience Hall Compound

For the reasons indicated below, the Nara Prefectural Government has retained the temporary fences surrounding the Former Imperial Audience Hall Compound after the Commemorative Events (See Annex 1-2).

- 1) To secure the traffic line so that visitors can safely and smoothly tour the Former Imperial Audience Hall Compound.
- 2) To eliminate the negative impact to the view such as automobiles passing along the open road on the north side and east side of the Former Imperial Audience Hall Compound and the commercial facilities located in the neighboring area.
- 3) To help visitors sense the vast scale of the Former Imperial Audience Hall Compound by presenting the zoning of the ancient Nara Palace by the temporary fences.

The temporary fences are not a “reconstruction” of the ancient corridors.

These fences shall be removed by the Nara Prefectural Government in the process of the “reconstruction” of the Former Imperial Audience Hall Compound to be implemented by the MLIT as a part of the physical arrangement of the National Government Park.

Since the temporary fences serve important functions in the management of the area of the Former Imperial Audience Hall Compound, they shall be used as temporary facilities until the “reconstruction” project commences.

b) details of progress towards the establishment of the groundwater monitoring system and risk mitigation plans and plans for construction of the Yamato-Kita Road highway

1. In order to establish a groundwater monitoring system and risk mitigation plans at the Nara Palace Site, one of the component parts of the World Heritage property “Historic Monuments of Ancient Nara”, the Government of Japan established the "Yamato-Kita Road Groundwater Monitoring Study Committee," consisting of experts on cultural properties, groundwater and geology, in September, 2006. The Committee is in the process of conducting deliberations and studies on the appropriate on-site groundwater monitoring policy, the emergency environmental preservation measures in case of any unexpected contingency and the policies for mitigating any risk to the safety of the groundwater.
2. The Committee has held six meetings up to December 2011. In these meetings, the Committee carried out investigations and analysis on the current state of the groundwater level and the soil at the Nara Palace Site as well as the mechanism for preserving the *mokkan* (wooden tablets for writing). The Committee also implemented deliberations on the contents of groundwater monitoring studies during the actual construction of the road, management standard for the groundwater level, and how to preserve groundwater in case of an unexpected contingency to the groundwater level. Additionally, the Committee has discussed methods for mitigating risk, for example conducting field verification at the Nara Palace Site and establishing a monitoring area during construction.
3. The Government of Japan plans to report the progress of studies by the Committee. The Committee will keep discussing the mechanism for the preservation of the *mokkan* based on the results of soil studies at the Nara Palace Site. In addition, the Committee will verify the usefulness of the groundwater monitoring system and risk mitigation for a variety of hypothetical risks. Based on this, the Government of Japan will develop a comprehensive plan for risk mitigation.
4. The Government of Japan will undertake to complete groundwater monitoring systems and risk mitigation plans based on the results of future Committee meetings before the Yamato-Kita Road construction works are expanded to areas not currently under construction. Because the Government of Japan is currently prioritizing development of the section where construction works have been initiated from the south side distant from the Nara Palace Site, the timing of construction works in the section has not been finalized.

c) an overall conservation rationale for all planned reconstruction work at the corridor of the Nara Heijo-kyo Palace site, including detailed plans and the evidence on which they are based before any reconstruction work is approved;

## Approach to the Preservation, Conservation, Management, Interpretation, and Promotion of the “Nara Palace Site,” and Its Future Direction

The Government of Japan considers that the “reconstruction” project of the buildings at the Nara Palace Site, including the Corridors of Former Imperial Audience Hall Compound, should be based on an approach to the preservation, conservation, management, interpretation, and promotion of the site and its future direction, as described below.

1. At the Nara Palace Site, information of the archeological remains have been accurately provided to the visitors through a wide range of presentation methods to show the design, form, and structures of the architectural spaces established in the eighth century, using available materials such as box trees, grass, stone, wood, and sometimes concrete or metal.
2. These diverse presentation methods not only provide comfortable amenities to visitors at the site but also recreate the conditions needed to preserve the underground archaeological remains.
3. One presentation method called “reconstruction” displays past spaces and/or buildings in-situ as full-scale models, providing an effective way of enabling visitors to visualize archaeological remains that have left almost no features above ground.
4. The probability of realizing these full-scale presentations at the Nara Palace Site is sufficiently high, since they are conducted based on the results of high-level scientific research on both of the archaeological excavations undertaken over the past more than sixty years at the site and other historical buildings remaining in the Nara District. Such research covers history going back to Nara in the eighth century.
5. Furthermore, these full-scale presentation methods are acceptable provided that they are done within a limited area on the vast premises of the Nara Palace Site, while avoiding any adverse impact on the underground archaeological remains and artifacts. In the Nara Palace Site, such full-scale presentation (“reconstruction”) has been undertaken in four limited areas: the Area of Suzaku Gate (South Gate), Area of the Former Imperial Audience Hall Compound, Area of To-in (Eastern Palace) Garden, and Area of Administrative Office for the Imperial Household.
6. The nomination document of the “Historic Monuments of Ancient Nara” to the World Heritage List refers to the elaborate processes and significant success made through the

development of a wide range of methods for presentation and interpretation to visitors including full-scale “reconstruction” and balanced management as a whole at the Nara Palace Site. The Government of Japan submitted this document in 1997 to the World Heritage Committee to be considered for World Heritage inscription.

Based on the description in the nomination document, ICOMOS, an advisory body to the World Heritage Committee, noted in its evaluation report for the site that “there has been some in-situ reconstruction on the Nara Palace Site. The continuity of traditional architecture in Japan and the substantial amount of data recovered by archaeological excavation have ensured that the reconstructed buildings have a high level of authenticity in design and materials.” (ICOMOS Evaluation Report 1998, p.38)

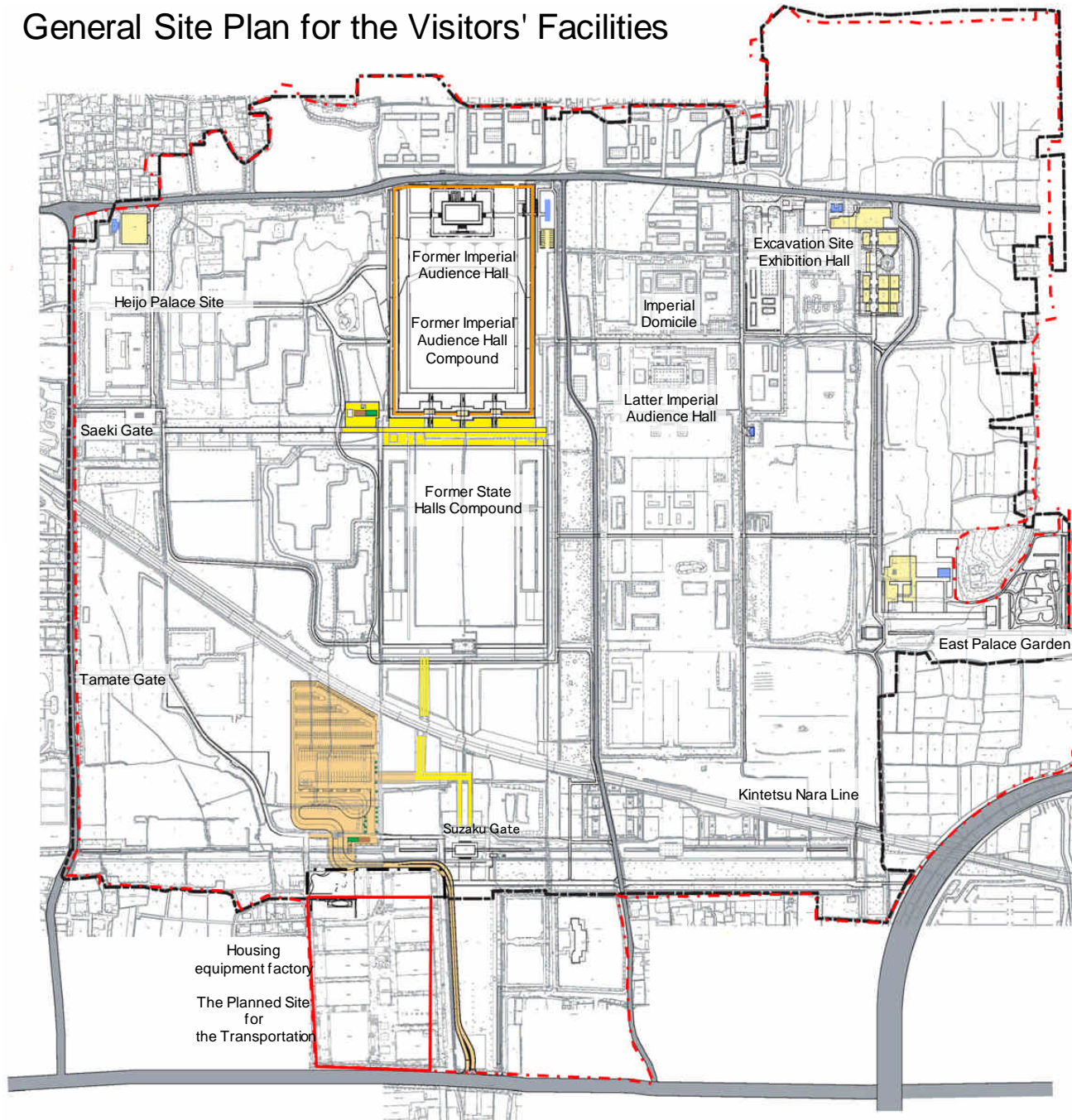
7. The Agency for Cultural Affairs, the Ministry of Land, Infrastructure, Transport and Tourism, the Nara Prefectural Government, the Nara Municipal Government, and the Nara National Research Institute for Cultural Properties organized an Informal Meeting to exchange opinions with a member from the World Heritage Centre, ICOMOS experts from China, Korea and JAPAN concerning the state of conservation of the Nara Palace Site from November 4 to 5 2012 in Nara. Through discussions and a thorough inspection of the site, the participants came to the conclusion shown in Annex 2.
8. Based on the conclusion of the Informal Meeting mentioned above, while implementing additional research regarding the design and form of the buildings of the Former Imperial Audience Hall Compound and ensuring their credibility and reliability, the project of full-scale presentation (“reconstruction”) of the buildings scheduled in the National Governmental Park Plan is to be launched in stages.

The research and studies conducted regarding the underground archaeological remains within the Nara Palace Site and historical buildings remained in the Nara District have shown that it is possible to conduct the full-scale presentation (“reconstruction”) of the Platform of surrounding Corridors, structures of East Corridor, and West Corridor of the Former Imperial Audience Hall Compound.(Annex 2-3-1/2-3-2) Accordingly, the working designs for the reconstruction of these structures and their physical arrangement operations are to be undertaken.

Regarding the full-scale presentation (“reconstruction”) of the South Gate, East and West Towers, and South Corridors which connect the gate and towers, the working designs and their physical arrangement operations will be undertaken once further research and studies have shown that it is possible to conduct them with high probability.

9. The Government of Japan intends to make efforts to continue dialogue with ICOMOS regarding not only the conservation and management of the Nara Palace Site but also the comprehensive preservation and management of the eight component parts of the "Historic Monuments of Ancient Nara" as a whole.

# General Site Plan for the Visitors' Facilities



## Legend

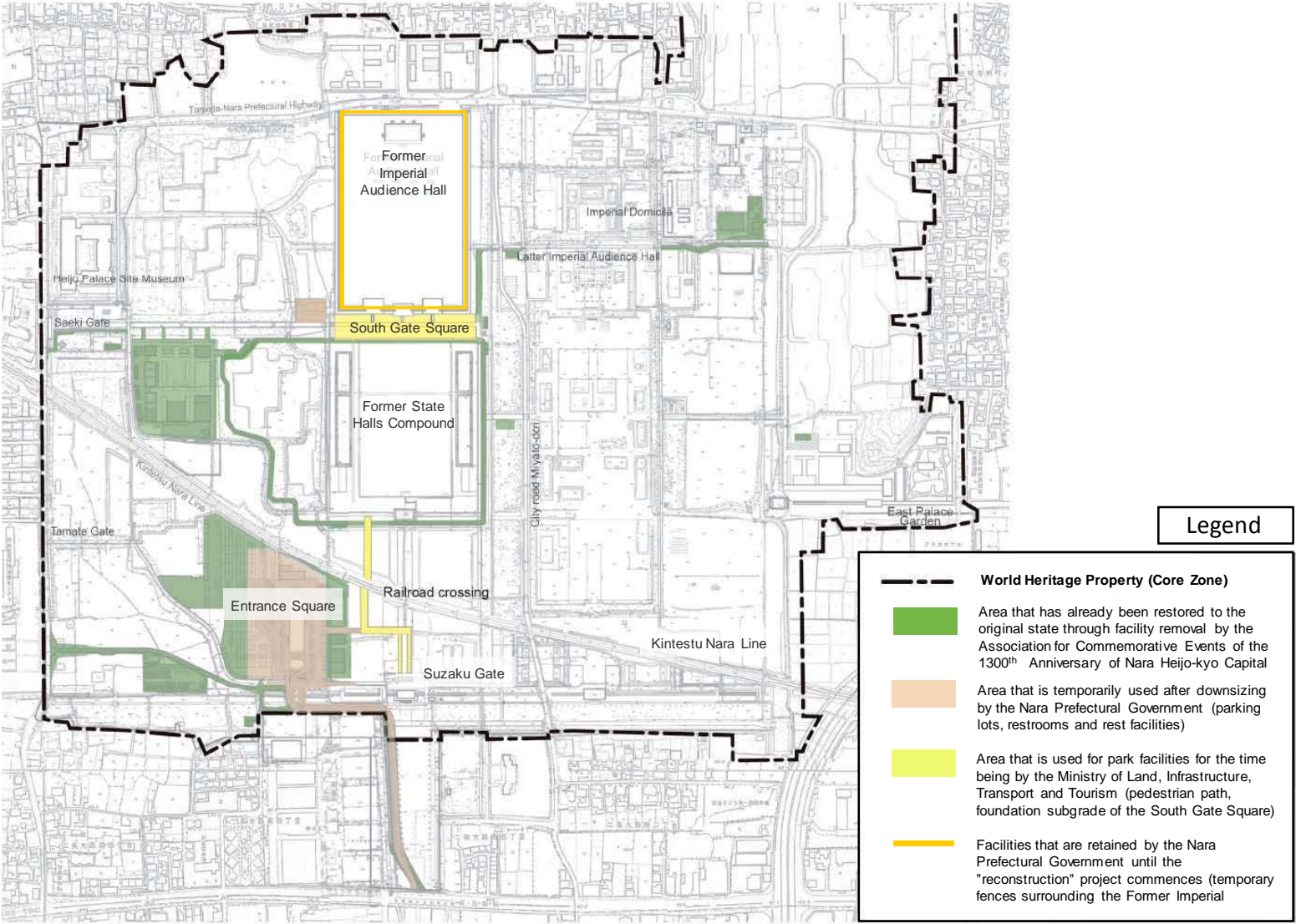
- World Heritage Property (Core Zone)
- The Urban Park Area (National Government Park/ Prefectural Park)
- The Planned Site for the Transportation Terminal

## Visitors' Facilities

- Parking lots (extant)
- Toilets (extant)
- Parking lots / bus terminal (Temporary)
- Toilets (Temporary)
- Rest facilities (Temporary)
- Temporary fences
- Pedestrian path / foundation subgrade



Map indicating the current state of the removal and downsize of the temporary facilities



## **Conclusions of the Informal Meeting for the State of Conservation of Nara Palace Site, November 4-5, 2012, Nara**

The Agency for Cultural Affairs, the Ministry of Land, Infrastructure, Transport and Tourism, the Nara Prefectural Government, the Nara Municipal Government, and the Nara National Research Institute for Cultural Properties organized an Informal Meeting to exchange opinions with a member from the World Heritage Centre, ICOMOS experts from China and Korea, and ICOMOS JAPAN concerning the state of conservation of the Nara Palace Site from November 4 to 5. The following are the conclusions of the meeting based on agreement among the participants arising from the discussions and a thorough inspection of the site.

1. Regarding the “reconstruction” of the historical buildings on the archeological site, the principles indicated below are to be strictly followed:

- 1) The “reconstruction” is necessary or beneficial for the protection of the original historical remains. There is also a universal need for it because it not only provides a complete interpretation and presentation for the public, but also helps experts to conduct further research and studies. These roles of “reconstruction” have clearly been indicated in the Article 7 (paragraph-3) of the “Charter for the Protection and Management of Archeological Heritage” adopted by ICOMOS in Lausanne, Switzerland, 1990.
- 2) The “reconstruction” will not cause any damage or have any other negative impact on the existing authentic historical remains.
- 3) To be faithful to the state of the site, the “reconstruction” must be evidenced by historic archives, archaeological findings, and other related documentation.
- 4) Similar materials and traditional craftsmanship conforming to the historical evolution of the site must be used whenever possible for the “reconstruction.”
- 5) The reconstructed parts must be reversible, so that whenever considered inappropriate, they can be corrected or undone to restore the original state of the heritage site.
- 6) The participants of the meeting recognized that the “reconstruction” project on the Nara Palace Site has not violated any of the above principles.

Furthermore, the participants recognized that the issue of “reconstruction” is a



subject that is extremely controversial in the conservation and presentation of cultural heritage sites. The participants agreed that only under the condition of certain principles being strictly followed could “reconstruction” be considered an understandable and acceptable option for the managers of sites where the above-ground structures have ceased to exist and only the underground remains are left.

2. While implementing additional research regarding the design and form of the buildings of the Former Imperial Audience Hall and ensuring their credibility and reliability, the project for full-scale presentation (“reconstruction”) of the buildings scheduled in the National Governmental Park Plan is to be launched in stages.
3. It is encouraged that the Government of Japan will make efforts to continue dialogue with ICOMOS regarding not only the conservation and management of the Nara Palace Site but also the comprehensive preservation and management of the eight component parts of the "Historic Monuments of Ancient Nara" as a whole.

**Summary of the Report, Questions and Answers at the  
Informal Meeting for the State of Conservation of the Nara Palace Site  
(Prepared by the Agency for Cultural Affairs)**

- Summary of the Report (See Annex 2-1-2)

This Report presents the purpose of the Informal Meeting regarding the state of conservation of the Nara Palace Site organized in Nara by the Government of Japan on November 4 and 5, 2012 and provide information regarding the position of full-scale presentation (“reconstruction”) of buildings and structures among all the methods for the preservation, management, physical arrangement, and its opening to the public that have been implemented so far.

1. Purpose of the Meeting

- The purpose of this Meeting is to gain understanding to some extent regarding the efforts made by the Government of Japan to manage and develop the Nara Palace Site, which is one of the component parts of the World Heritage Property “Historic Monuments of Ancient Nara” based on the Decision (35COM 7B.71) adopted at the 35<sup>th</sup> Session of the World Heritage Committee through an exchange of views with a member of the UNESCO World Heritage Center and ICOMOS experts from China and Korea.
- The subjects discussed at the Meeting were (1) the policies and methods for the management and physical arrangement of the Nara Palace Site, and (2) the position of full-scale presentation (“reconstruction”) of buildings and structures among various management and physical arrangement methods (See Annex 2-1-2, p.1, lower slide).

2. Outline of the Nara Palace Site

- Heijo-kyo (Nara) is the place where the Japanese capital was located in the 8<sup>th</sup> century, which means that the Nara Palace Site located at the northern end of Heijo-kyo (Nara) is an archeological site of Japan’s political and administrative center. The various archaeological remains of the sites such as the Emperor’s residence, places used for politics and rituals, and various other places used for political and administrative functions, which existed for approximately 70 years from 710 A.D., remain underneath the Nara Palace Site in good condition and are concentrated in an area of approximately one square kilometer (See Annex 2-1-2, p.2, upper slide).

- According to the results of archaeological excavations conducted continuously for over 60 years, the spatula structure and location of buildings were drastically changed in the middle of the 8<sup>th</sup> century. In particular, the Imperial Audience Hall Compound, which is one of the topics of discussion at this Meeting, is a place magnificently developed as a space for political ceremonies in the first half of the 8<sup>th</sup> century (See Annex 2-1-2, p.2, upper slide).

### 3. Details of the reconstruction project of the Nara Palace Site included in the existing documents related to the World Heritage Convention

- The 1997 World Heritage nomination document for “Historic Monuments of Ancient Nara” explicitly stated that “the future development plan for the site including the reconstruction of the Imperial Audience Hall Compound” existed (See Reference-2). In addition, the following statements were made in the 1998 ICOMOS evaluation report regarding the Suzaku Gate, which had already been completed in 1998 when the site was inscribed on the World Heritage List (See Annex 2-1-2, p.3, upper slide).
- “There has been some in-situ reconstruction at the Nara Palace Site. The continuity of the existing traditional architecture in Japan and the substantial amount of data recovered by archaeological excavation have ensured that the reconstructed buildings have a high level of authenticity in design and materials.” (ICOMOS Evaluation Report 1998, P.38/See Reference-3)
- Accordingly, it shall be pointed out that the reconstruction itself and/or reconstruction plan for the Suzaku Gate and the Imperial Audience Hall Compound were mentioned in the documents related to the World Heritage Convention, and these matters were approved particularly by the ICOMOS Evaluation Report.

### 4. Decisions adopted at the 35th Session of the World Heritage Committee

- The following statements were included in the Decision (35COM 7B.71) adopted at the 35<sup>th</sup> Session of the World Heritage Committee held in 2011:
  - “4. (The World Heritage Committee) Requests the State Party to submit to the World Heritage Centre for review by the Advisory Bodies, in line with Paragraph 172 of the Operational Guidelines:
    - c) *an overall conservation rationale for all planned reconstruction work at the corridor of the Nara Heijo-kyo Palace Site, including detailed plans and the evidence on which they are based before any reconstruction work is approved,*” by 1<sup>st</sup> of February, 2013.” (See Reference-4,5)
- Other than the above, the statements to request the provision of the information regarding the progresses on the removal plan (2010) for the

temporary facilities retained after the Commemorative Events of the 1300<sup>th</sup> Anniversary of Nara Heijo-Kyo Capital, the construction plan for the Yamato Kita Road and the establishment of the underground water monitoring system was included in the Decision (See Annex 2-1-2, p.3, lower slide).

#### 5. The Basic Scheme for Preservation and Restoration of the Nara Palace Site Designated As a Special Historical Site (Zoning Plan).

- The Agency for Cultural Affairs formulated the “Basic Scheme for the Preservation and Restoration of the Nara Palace Site Designated As a Special Historical Site” (here-in-after referred to as “the Scheme”) in 1978 and presented the following basic policies (See Reference-6).

- (1) Providing a place where citizens can experientially understand the ancient palace.

- (2) Utilizing the place as a base for developing researches and investigations.

- (3) Utilizing the place to develop and accumulate technologies regarding the preservation, restoration, and physical arrangement of archaeological remains and antiquities.

- In order to implement appropriate management and physical arrangement of the vast area of 100 hectares or more, the zones were defined based on the individual characteristics and the direction of the phased implementation to realize the respective management and physical arrangement methods was presented.

- It was initially determined that full-scale presentation (“reconstruction”) of buildings and structures shall be limited to only four zones in the vast area of the Nara Palace Site. At the Nara Palace Site, information of underground archaeological remains have been accurately provided to visitors through a wide range of presentation methods to show the design, form, and structure of the architectural spaces established in the 8<sup>th</sup> century, using available materials such as box trees, grass, stone and wood etc. These diverse presentation methods not only have provided comfortable amenities to visitors at the site but also have recreated conditions needed to preserve the underground archaeological remains (See Annex 2-1-2, p.4).

#### 6. Diverse presentation methods

- At the Nara Palace Site where underground archaeological remains have left almost no features above ground, diverse presentation methods to present the underground remains on the ground and appropriate methods to preserve and manage the remains have been tried (See Annex 2-1-2, p.5, upper slide).
- For instance, for the zone where the emperor’s residence was located, the

methods to indicate the location of each pillar of the building using single box tree topiary, as well as to characteristically express the spatial volumes of the building, have been adopted.

- For the zone used as a main place for rituals in the late 8<sup>th</sup> century, the method to only present the plane area on the ground using modern stones was adopted for the building with the platform and the foundation stones.
- These presentation methods for the lost buildings were implemented after ensuring preservation of the underground remains by covering with the appropriate thickness of soil.
- In addition, there is a zone where visitors can take a close look at the archeological remains discovered by the excavation by installing a shelter above the remains. The inside of the shelter is also utilized as a place for providing comprehensive information regarding the site.
- Moreover, no excavation is planned to be implemented for the time being at the vast Nara Palace Site and there is a zone that is managed as wetlands or grasslands with plants in order to preserve the archeological remains. Wooden antiquities such as *mokkan* (wooden tablets for writing) buried underground are appropriately preserved by the abundant groundwater monitoring on a continuous basis.

## 7. Full-Scale presentation (“reconstruction”)

- Among diverse presentation methods, full-scale presentation method called “reconstruction” displays the past spaces and/or buildings in-situ as full-scale models, providing an effective way of enabling visitors to visualize archaeological remains that have left almost no features above ground (See Annex 2-1-2, p.5, lower slide).
- The method for full-scale presentation (“reconstruction”) has been used in the four zones consisting of (1) the area of the Imperial Household Ministry which was one of the government organizations, (2) the Suzaku Gate which was a south central gate, (3) To-in (Eastern Palace) Garden area discovered at the southeast corner of the whole Palace, where large garden stones are remained at the original locations to display, and other garden-pond area have been restored by covering by gravel, and (4) the Former Imperial Audience Hall that was the main place for political ceremonies.

## 8. The Implementation Plan for the Basic Scheme for the Presentation and Restoration of the Nara Palace Site

- The Agency for Cultural Affairs directly managed the Nara Palace Site and

implemented the preservation and physical arrangement of the site for a long time. However, the project of a national government park by the Ministry of Land, Infrastructure, Transport and Tourism was launched at the site in 2008.

- Before launching the national government park project, the Agency of Cultural Affairs formulated the “Implementation Plan for the Basic Scheme for the Presentation and Restoration of the Nara Palace Site” (2008) in order to ensure the implementation and promotion of the said basic scheme (1978) (See Reference-8/Annex 2-1-2, p.6, upper slide).

#### 9. Understanding and recognition of full-scale presentation (“reconstruction”) for better management of the Nara Palace Site

- The full-scale presentation (“reconstruction”) of the buildings and structures at the Nara Palace Site, where aboveground architectural elements have disappeared and only underground remains of building foundations are maintained, can be one of the diverse methods for balanced management of the site. It contributes to the provision of information to educate the public about the site. This is mentioned in Article 7 (paragraph-3) of the “Charter for the Protection and Management of The Archeological Heritage” adopted by ICOMOS in Lausanne, Switzerland in 1990 (See Reference-9).
- Thus, if implemented in the limited zones within the vast site, full-scale presentation (“reconstruction”) is considered as one of the possible solutions for balanced management, physical arrangement, and utilization of the site (See Annex 2-1-2, p.6, lower slide).

#### ● Summary of Questions and Answers

- None.

「古都奈良の文化財」の構成資産である平城宮跡の保全状況に関する非公式意見交換会／奈良・2012年11月4～5日

## 世界遺産「古都奈良の文化財」の構成資産である 平城宮跡の保存活用・整備公開

Physical Arrangement, Conservation and Management  
of Nara Palace Site,  
A Component Part of the World Heritage Property  
“*Historic Monuments of Ancient Nara*”

2012年11月4～5日、平城宮跡(奈良)  
文化庁

November 4 and 5, 2012, Nara  
Agency for Cultural Affairs

*Informal meeting to exchange views on the state of conservation of Nara Palace Site, a component part of the World Heritage Property “Historic Monuments of Ancient Nara” (Nara, November 4 and 5, 2012)*

「古都奈良の文化財」の構成資産である平城宮跡の保全状況に関する非公式意見交換会／奈良・2012年11月4～5日

### ■ 会議の主旨・目的

以下の2点について、世界遺産センター、近隣の中国・韓国の専門家との意見交換を通じ、世界遺産「古都奈良の文化財」の構成資産である平城宮跡の管理・整備における日本の取組みについて一定の理解を得る。

- 平城宮跡の管理・整備の方針・方法について
- 多様な管理・整備の手法における建造物の原寸大プレゼンテーション(復原。以後“復原”とする)の位置付けについて

### ■ Aims and Objectives of the Meeting

This meeting's aim is to encourage an exchange of views and build consensus among the participants -- a member of the UNESCO World Heritage Centre, two experts from ICOMOS China and ICOMOS Korea and other experts from the relevant Japanese authorities -- regarding the conservation and management of Nara Palace Site, one of the eight component parts of the World Heritage Property “*Historic Monuments of Ancient Nara*”.

The subjects to be discussed at the meeting are as follows;

- Principles and measures for management and promotion of the Nara Palace Site
- Understanding and recognition of “full-scale presentation” (hereafter, “reconstruction”) of buildings among the various measures for better management, conservation and promotion of the Nara Palace Site

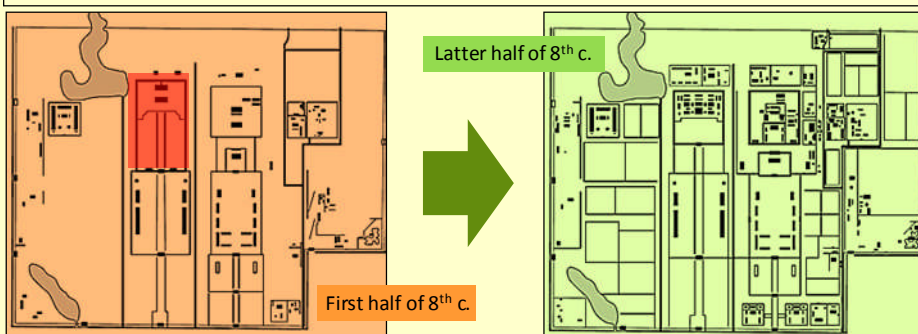
*Informal meeting to exchange views on the state of conservation of Nara Palace Site, a component part of the World Heritage Property “Historic Monuments of Ancient Nara” (Nara, November 4 and 5, 2012)*

「古都奈良の文化財」の構成資産である平城宮跡の保全状況に関する非公式意見交換会／奈良・2012年11月4～5日

## 「平城宮跡」とは？／What is “Nara Palace Site”?

- 8世紀の約70年間に存在した日本の政治・行政上の拠点の遺跡。
- 首都である平城京の北辺に位置し、一辺約1kmの区域に天皇の宮殿、政治・儀式的場など政治・行政上の遺跡が集中して存在する。
- これまでの発掘調査により、8世紀の前半と後半で構造が変化したことが判っている。
- 特に大極殿院地区は、8世紀の前半に儀式的場として偉容が整えられた。

- It is an archaeological site of Japan's political and administrative center established at the beginning of the 8<sup>th</sup> century. It existed for about 70 years.
- It is located in the most northern part of the capital city Heijo-kyo (Nara), occupying an area of one square kilometer, including the main zone and buildings for the Emperor's residence and several other zones used for political and administrative functions.
- According to the results of archaeological excavations, the structure of the palace was overhauled in the middle of the 8<sup>th</sup> century.
- In particular, the majestic Imperial Audience Hall Compound was developed in the first half of the 8<sup>th</sup> century as a space for political ceremonies.



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### ■ 世界遺産「古都奈良の文化財」の基本情報

- 記載年 1998年
- 顕著な普遍的価値の選及的言明 (r-SOUV) (案／抄録)
  - a. 評価基準 (ii)、(iii)、(iv)、(vi)
  - b. 真実性
  - c. 保護管理

### ■ Basic Information on the “Historic Monuments of Ancient Nara”

- Inscription 1998
- Retrospective Statement of Outstanding Universal Value (Draft/Extract)
  - a. Criteria (ii), (iii), (iv), (vi)
  - b. Authenticity

There has been some reconstruction of the gate, the state hall, and the garden at the Nara Palace Site. The continuity of traditional architecture in Japan and the substantial amount of data recovered by archaeological excavation have ensured that the reconstructed buildings have a high level of authenticity in form and design.

The State Party is currently addressing how best to maintain that continuity in ongoing reconstruction work, emphasizing the need for a clear rationale and justification for all interventions.

#### c. Protection and Management

The Japanese government and Nara Prefecture have collaborated to maintain Nara Palace Site. The site and its buffer zone have been parts of a national park since 2008. Plans for maintenance projects continue with the goal of proper protection and use of the archaeological site.

*Informal meeting to exchange views on the state of conservation of Nara Palace Site, a component part of the World Heritage Property “Historic Monuments of Ancient Nara” (Nara, November 4 and 5, 2012)*



「古都奈良の文化財」の構成資産である平城宮跡の保全状況に関する非公式意見交換会／奈良・2012年11月4－5日

- 推薦書(1997年)には、大極殿の復原を含む整備計画があることが記述された。
  - 推薦時には既に朱雀門が建設中であった。
  - イコモス評価書(1998年)では、「平城宮跡においては原位置における復原が行われている。現存する日本の伝統的建築の継続性及び発掘調査によって発見された相当量の情報は、復原建築が意匠・材料における高い真実性を持つことを保証している。」と言及された。
- 
- The 1997 nomination document noted that the plan for the conservation and promotion of the site, including “reconstruction” of Daigokuden-in (Former Imperial Audience Hall Compound), was established.  
 “Investigation is currently in progress for future reconstruction of the central Daigokuden-in (Imperial audience hall),” (p.65, Nomination Document, 1997)
  - At the time of nomination (1997), the south central Suzaku Gate was under “reconstruction”.
  - The 1998 ICOMOS evaluation report stated, “There has been some in-situ reconstruction at the Nara Palace Site. The continuity of traditional architecture in Japan and the substantial amount of data recovered by archaeological excavation have ensured that the reconstructed buildings have a high level of authenticity in design and materials.” (ICOMOS Evaluation Report 1998, p.38)

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#### ■ Decision by the World Heritage Committee in 2011

Decision: 35 COM 7B.71

The World Heritage Committee,

1. Having examined Document WHC-11/35.COM/7B, State of Conservation of World Heritage Properties WHC-11/35.COM/7B, p.136 inscribed on the World Heritage List,
2. Recalling Decision 33 COM 7B.76, adopted at its 33rd session (Seville, 2009),
3. Notes that the State Party has not removed all of the temporary facilities associated with the Commemorative Event and plans to retain some of these until such time as permanent visitor facilities can be constructed, and urges it to proceed with the removal of all such structures, as previously requested by the World Heritage Committee;
4. Requests the State Party to submit to the World Heritage Centre for review by the Advisory Bodies, in line with Paragraph 172 of the Operational Guidelines:
  - a) plans for both temporary and permanent visitor facilities,
  - b) details of progress towards the establishment of the groundwater monitoring system and risk mitigation plans and plans for construction of the Yamato-Kita Road highway,
  - c) an overall conservation rationale for all planned reconstruction work at the corridor of the Nara Heijo-kyo Palace site, including detailed plans and the evidence on which they are based before any reconstruction work is approved;
5. Also requests the State Party to submit to the World Heritage Centre, by 1 February 2013, an updated report on the state of conservation of the property and the implementation of the above.

*Informal meeting to exchange views on the state of conservation of Nara Palace Site, a component part of the World Heritage Property “Historic Monuments of Ancient Nara” (Nara, November 4 and 5, 2012)*

「古都奈良の文化財」の構成資産である平城宮跡の保全状況に関する非公式意見交換会／奈良・2012年11月4－5日

### ■ 特別史跡平城宮跡保存整備基本構想（1978）文化庁

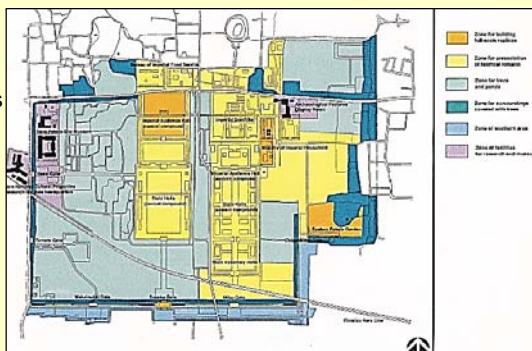
- 個々の特性を考慮した6つの適切な管理・整備のためのゾーニングがさだめられた。
- 段階的な実施の方向性が示された。

### ■ Establishment of Basic Scheme for the Preservation and Restoration of the Nara Palace Site, Designated as a Special Historic Site by ACA (1978)

- 13 zones are defined, which correspond to individual characteristics and to relevant measures of conservation and promotion.

- 4 zones for “reconstruction” of buildings
- 6 zones for indication of plans and allotments for archaeological remains.
- Three zones for visitor guidance and information

- The scheme indicates phased implementation



*Informal meeting to exchange views on the state of conservation of Nara Palace Site, a component part of the World Heritage Property “Historic Monuments of Ancient Nara” (Nara, November 4 and 5, 2012)*

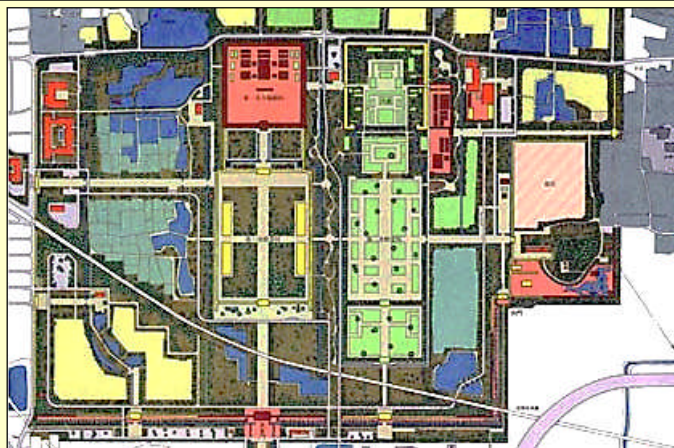
「古都奈良の文化財」の構成資産である平城宮跡の保全状況に関する非公式意見交換会／奈良・2012年11月4－5日

In the Nara Palace Site, visitors have been informed accurately using diverse presentation methods to manifest the design, form and structure of the architectural space established in the eighth century, using available materials such as box trees, grass, stone, wood, water and sometimes concrete or metal.

These diverse presentation methods not only provide comfortable amenities to site visitors but have also recreated conditions needed for effective preservation of underground archaeological remains.

平城宮跡では、8世紀の宮殿の空間構造・建造物の規模・形態などを樹木・地被植物、石材、水などの材料を用いて象徴的に表現する多様なプレゼンテーションの手法により、来訪者に対する的確な情報提供が行われてきた。

それらの手法は、来訪者が平城宮跡を散策する際に良好なアメニティを提供するとともに、地下の考古学的遺跡の保存にも有効な状態を創り出している。



*Informal meeting to exchange views on the state of conservation of Nara Palace Site, a component part of the World Heritage Property “Historic Monuments of Ancient Nara” (Nara, November 4 and 5, 2012)*



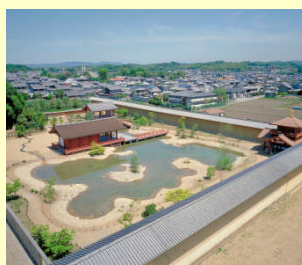
「古都奈良の文化財」の構成資産である平城宮跡の保全状況に関する非公式意見交換会／奈良・2012年11月4～5日

特に、往時の空間と建造物の姿を原寸大の規模・形態の下に表現する手法（いわゆる「復原」）は、平城宮跡への来訪者が地上にほとんど痕跡を残すことのないそれらの地下の考古学的遺跡を理解する上で効果を発揮している。

The presentation method of “reconstruction” displays the past space and/or buildings in-situ as full-scale models, providing an effective means of enabling visitors to visualize underground archaeological remains that have left almost no trace above ground.



South Central Suzaku Gate



To-in Garden Area



Main Hall, Former Imperial Audience Hall

*Informal meeting to exchange views on the state of conservation of Nara Palace Site, a component part of the World Heritage Property “Historic Monuments of Ancient Nara” (Nara, November 4 and 5, 2012)*



「古都奈良の文化財」の構成資産である平城宮跡の保全状況に関する非公式意見交換会／奈良・2012年11月4－5日

## ■ 特別史跡平城宮跡保存整備基本構想推進計画(2008)

### ■ Establishment of the Implementation Plan for the Basic Scheme for the Preservation and Restoration of the Nara Palace Site (2008)

原寸大プレゼンテーション(復原)は、広大な平城宮跡の中から場所を限定しつつ、地下の遺構・遺物に負の影響を回避しつつ行われている。

“Full-scale presentation” (called “reconstruction”) is performed in a limited area within the vast area of the site, avoiding adverse impact on the underground archaeological remains.

- Zone for reconstruction of buildings
- Zone for presentation of archaeological remains
- Zone for tree planting
- Zone for wetlands or grasslands with plants
- Zone for study, management and exhibition



Informal meeting to exchange views on the state of conservation of Nara Palace Site, a component part of the World Heritage Property “Historic Monuments of Ancient Nara” (Nara, November 4 and 5, 2012)

「古都奈良の文化財」の構成資産である平城宮跡の保全状況に関する非公式意見交換会／奈良・2012年11月4－5日

### ■ 平城宮跡の管理における朱雀門・大極殿・大極殿回廊の原寸大プレゼンテーション(復原)の位置付け

- 地上に建築の痕跡を残さず、地下にそれらの基礎構造のみを残す平城宮跡において、原寸大のプレゼンテーション(復原)は遺跡を調和的に管理するための多様な手法のうちの一つである。
- それは、来訪者への教育的な側面における情報提供にも寄与している。
- したがって、原寸大プレゼンテーション(復原)は、広大な遺跡において限定的に行われる限りにおいて、遺跡の管理・整備活用を調和の取れたものとする解決策の一つと考え得る。

### ■ Understanding and recognition of full-scale presentation (so called “reconstruction”) of Suzaku Gate, Former Imperial Audience Hall and its Surrounding Corridors within the premises of the Nara Palace Site

- Full-scale presentation (“reconstruction”) of the buildings in the Nara Palace Site, where aboveground architectural elements have disappeared and only underground remains of building foundations are maintained, is one of the methods for balanced management of the site.
- It contributes to educating the public about the site.
- As such, if implemented in the limited area within the vast site, full-scale presentation (“reconstruction”) is considered a possible solution to balanced management, conservation and promotion.

Informal meeting to exchange views on the state of conservation of Nara Palace Site, a component part of the World Heritage Property “Historic Monuments of Ancient Nara” (Nara, November 4 and 5, 2012)

**Summary of the Report, Questions and Answers at the  
Informal Meeting for the State of Conservation of the Nara Palace Site  
(Prepared by the Ministry of Land, Infrastructure, Transport and Tourism)**

● Summary of the Report (See Annex 2-2-2)

1. Preservation and utilization of historical and cultural resources in urban parks

- The definition of an “urban park” in Japan shall be as provided in the Urban Parks Act established in 1956 (See Annex 2-2-2, p.2, lower slide).
- Historical and cultural resources are preserved and utilized at approximately 600 urban parks out of the total number of urban parks established by local governments (See Annex 2-2-2, p.3, upper slide).
- A total of 17 national government parks have been established in Japan. 12 of them are “parks established from the stance of a wider area” and 5 of them are “parks established as part of national commemorative projects or to preserve and utilize country-specific cultural assets.” (See Annex 2-2-2, p.3, lower slide)
- One of the national government parks established “to preserve and utilize country-specific cultural assets” is Yoshinogari Historical Park. Moreover, one of the national government parks established as part of the national commemorative projects is Okinawa Commemorative National Government Park (Shuri Castle Park). This park contributes to preservation and utilization of Shuri Castle, one of the component parts of the World Heritage Property “Gusuku Sites and Related Properties of the Kingdom of Ryukyu.” (See Annex 2-2-2, p.4)
- Given that national government parks of approximately 3,000 hectares are currently operated and used by about 32 million visitors yearly, the Nara Palace Site is also expected to be used by many visitors. (See Annex 2-2-2, p.5, upper slide)

2. Outline of Asuka-Nara Palace Site Historical National Government Park (Nara Palace Site Area)

- Asuka-Nara Palace Site Historical National Government Park is a “national government park established to preserve and utilize outstanding country-specific historical resources” and is divided into two districts (See

Annex 2-2-2, p.6, upper slide).

- Among them, the Asuka district is an area established to preserve and utilize historical features (landscapes) and cultural assets in the Asuka district where the “creation of Japan as a nation” was initiated (See Annex 2-2-2, p.6, lower slide).
- In addition, the Nara Palace Site district has been designated as a special historic site under the Law for the Protection of Cultural Properties and is one of the component parts of the World Heritage Property “Historic Monuments of Ancient Nara” and also the area of the national government park established to promote the enhanced preservation and utilization of the Nara Palace Site, which is one of the representative historical and cultural properties of Japan. The Agency for Cultural Affairs has worked on conservation and maintenance of the Nara Palace Site. However, a Cabinet decision was made in 2008 to adopt a method for operating the national government park in order to preserve and utilize the Nara Palace Site of 8<sup>th</sup> Century and to implement the comprehensive physical arrangement of the Asuka Historical National Government Park established in order to preserve and utilize the historical landscapes and cultural properties of earlier eras (See Annex 2-2-2, p.7, upper slide).
- The Nara Palace Site district has been planned mainly on the nationalized land that was designated as a special historic site, and is basically consistent with the scope of the component part of the World Heritage Property (See Annex 2-2-2, p.7, lower slide).
- For the Nara Palace Site district, prior to the implementation of the park development project, the basic plan specifying the details of the basic approach to be considered in promoting the long-term physical arrangement and management of the park was formulated in December 2008 through a study committee consisting of academic experts and public officials, with reference to comments from the public (See Reference-10/Annex 2-2-2, p.8, upper slide).
- The above-mentioned basic plan contains the basic concept and approach based on the “Basic Scheme for the Preservation and Restoration of the Nara Palace Site” and the subsequent “Basic Scheme for the Preservation and Restoration of the Nara Palace Site Implementation Plan” formulated in 1978 and 2008 respectively by the Agency for Cultural Affairs (See Reference-8/Annex 2-2-2, p.8, lower slide).
- In the basic plan (See Reference-10), the “spatial layout (zoning)” of the park, which outlines how to preserve and utilize the overall park, has also been planned by taking into consideration the roles of the park and the functions to be incorporated based on assured preservation as precious historical and

cultural properties. In addition, the plan for the proposed park detailing the facilities etc. to be physically arranged was formulated based on zoning and full-scale presentation (“reconstruction”) and shall be implemented only for limited facilities such as the earthen-walled corridors and the South Gate etc. of the Former Imperial Audience Hall Compound (See Annex 2-2-2, p.9).

- The main details of the physical arrangement to be carried out in approximately 5 years shall be the “reconstruction” of the Former Imperial Audience Hall Compound, the physical arrangement of the Central State Halls Compound area, and the construction of the Nara Palace Site Exhibition Hall (See Annex 2-2-2, p.10, lower slide).
- A committee consisting of academic experts and relevant institutions’ representatives has been established to deliberate on the “reconstruction” and physical arrangement plan of the Former Imperial Audience Hall Compound formulated in July 2011. The committee has specified that “reconstruction shall be basically implemented according to the proposed reconstruction plan based on sufficient excavation and study results” and that “reconstruction and physical arrangement shall be implemented immediately above the archaeological remains in principle, on the premise that it does not affect the preservation of the archaeological remains.” Therefore, the detailed design is being carefully implemented while receiving confirmation from the study committee (See Annex 2-2-2, p.11).
- The Central State Halls Compound area shall be covered with earthen mounds and arranged as an open space to emphasize the symbolic axis formed from the Suzaku Gate to the Former Imperial Audience Hall Compound and to provide visitors with a sense of the vast scale of the site (See Annex 2-2-2, p.12, upper slide).
- The Nara Palace Site Exhibition Hall shall be developed not only as a facility to provide visitors with an introduction to the park and its use, but also as “guidance for deepening visitors’ knowledge and understanding of the Nara Palace Site” (See Annex 2-2-2, p.12, lower slide).

## ● Summary of Questions and Answers

### 1. Questions

- How do you adjust (coordinate) the various national laws that vary among the government ministries and regional regulations in implementing the integrated

management of two districts? (the Asuka district and the Nara Palace Site district)

## 2. Answers

- The park is actually divided into two districts. However, since the National Government Park Office is the only organization in charge of the physical arrangement and management of the both districts, it is possible to integrate and harmonize both districts. The two districts belong to two different periods, but since one period follows another (the Nara period (8<sup>th</sup> century) comes after the Asuka period (7<sup>th</sup> century)), we intend to carry out balanced arrangement and comprehensive management for each district based on the same policies.
- For the Nara Palace Site, the Ministry of Land, Infrastructure, Transport and Tourism shall be in charge of physical arrangement and management, the Agency for Cultural Affairs shall be in charge of the ownership of the land and preservation and management from the point of view of cultural properties, Nara Prefectural Government shall serve as a custodial body in charge of management of the site as cultural property, Nara City Government shall be in charge of promotion, utilization and matters regarding the surrounding environments, and Nara National Research Institute for Cultural Properties shall be in charge of research and investigations such as archaeological excavations. Therefore, exchanges of views and coordination of related works are to be implemented through meetings and working groups attended by the above five organizations.



## Physical Arrangement of the Asuka-Nara Palace Site Historical National Government Park (Nara Palace Site)

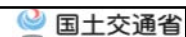
Kinki Regional Development Bureau  
Ministry of Land, Infrastructure, Transport and Tourism  
November 2012



Ministry of Land, Infrastructure, Transport and Tourism

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- 1. Preservation and Utilization of Historical and Cultural Resources in Urban Parks**
- 2. Outline of the Asuka-Nara Palace Site Historical National Government Park (Nara Palace Site)**
- 3. Main Details of the Physical Arrangement to be carried out in approximately 5 years**

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## 1. Preservation and Utilization of Historical and Cultural Resources in Urban Parks

### About Urban Parks

#### 【The Urban Parks Act (Act Number 79 of April 20, 1956)】

Article 2. The term “urban park” as used in this Act shall mean the following parks or green areas established by the local or national government and shall also include the park facilities established in the said parks and green areas by the same organizations.

1. Parks or Green Areas falling under the City Planning Facilities (which shall mean the city planning facilities provided in Article 4 Paragraph 6 of the City Planning Act (Act No. 100 of 1968). The same shall apply in the following item.) established by the local government as well as Parks or Green Areas established in the city planning area provided in the Article 4 Paragraph 2 of the said act by the local government.
2. The following parks or green areas established by the national government.
  - (i) Parks or Green Areas falling under the City Planning Facilities established from the stance of a wider area beyond the prefectural area provided in the preceding Paragraph. (excluding those falling under the following item (ii)).
  - (ii) Parks or Green Areas falling under the City Planning Facilities established as a part of national commemoration projects or by obtaining cabinet approvals in order to preserve and utilize the country-specific wonderful cultural assets.

\* The Paragraph stipulating “Parks or Green Areas established by the national government” was newly added in 1976 when the urban parks act was revised.

## 1. Preservation and Utilization of Historical and Cultural Resources in Urban Parks 国土交通省

- Historical and cultural resources are preserved and utilized at approximately 600 urban parks (area open to public: approximately 8,300 ha)\* out of the total number of urban parks established by the local governments

\* As of April 2007

### ■ Case Example (1) : Goryokaku Park (Hakodate, Hokkaido)

The urban park developed by placing Goryokaku designated as a Special Historic Site is established as a main component



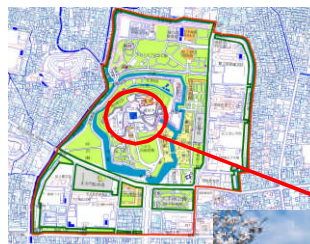
Goryokaku



Reconstructed building

### ■ Case Example (2): Himeji Park (Himeji, Hyogo)

The urban park developed by placing Himeji Castle designated as a World Heritage Property and a National Treasure as a main component



Planform

\*The park area is indicated by the green line



Himeji Castle

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## Outline of National Government Parks 国土交通省

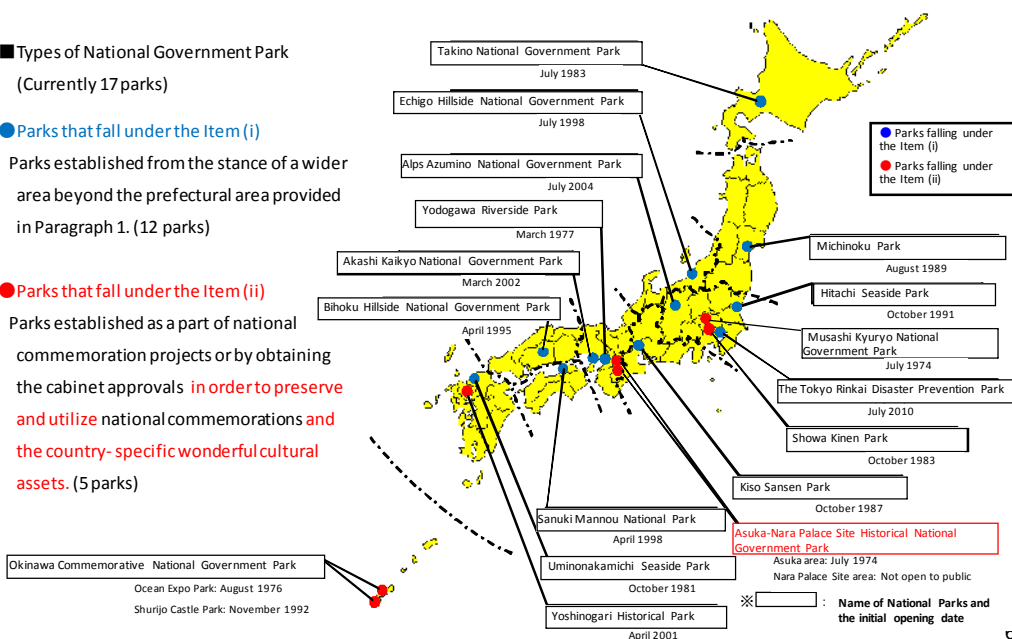
### ■ Types of National Government Park (Currently 17 parks)

#### ● Parks that fall under the Item (i)

Parks established from the stance of a wider area beyond the prefectural area provided in Paragraph 1. (12 parks)

#### ● Parks that fall under the Item (ii)

Parks established as a part of national commemoration projects or by obtaining the cabinet approvals in order to preserve and utilize national commemorations and the country-specific wonderful cultural assets. (5 parks)

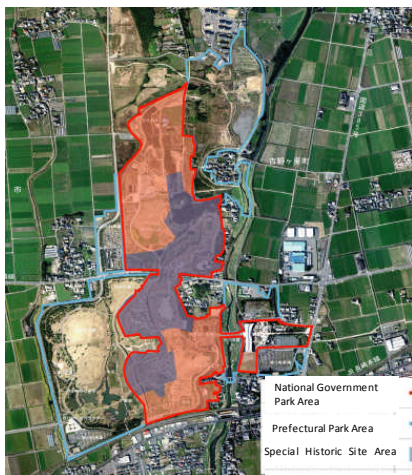


## The National Government Parks implementing the preservation and utilization of the country-specific wonderful cultural assets

### ■ Case Example (1) : Yoshinogari Historical National Government Park [ Kanzaki-machi, Kanzaki-gun, Saga ]

- The National Park established after obtaining the cabinet approval in order to preserve and utilize the Special Historic Site, the Yoshinogari Archaeological Site.

Planform (Area of the national government park: approximately 54ha)



One of the buildings to which the full-scale presentation (called "reconstruction") is conducted (Kitanaikaku (The Northern Inner Enclosure) "Place for ceremonies")



Firsthand experience in a event



Display of unearthed artifacts

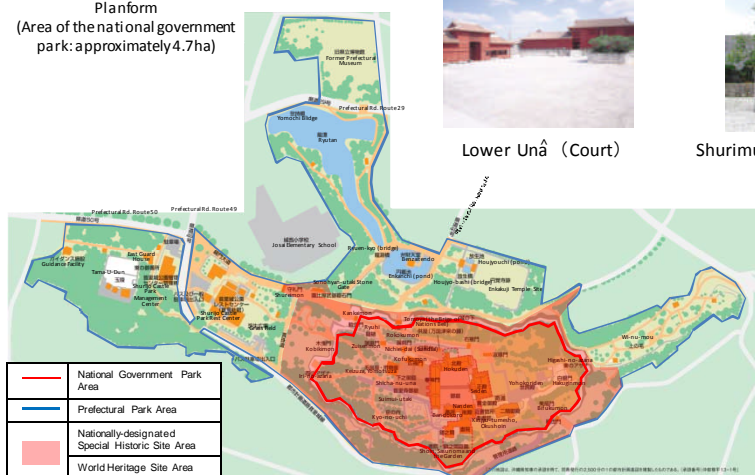
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## The National Government Parks implementing the preservation and utilization of the country-specific wonderful cultural assets

### ■ Case Example (2) : Okinawa Commemorative National Government Park (Shurijyo Castle Park)

- The National Government Park established at the ruins of the Shurijyo Castle as a part of the project commemorating the reversion of Okinawa after obtaining the cabinet approval. The preservation and utilization of the "Shurijo Castle", which is one of the component parts of the World Heritage Property, "Gusuku Sites and Related Properties of the Kingdom of Ryukyu", are implemented.

Planform  
(Area of the national government park: approximately 4.7ha)

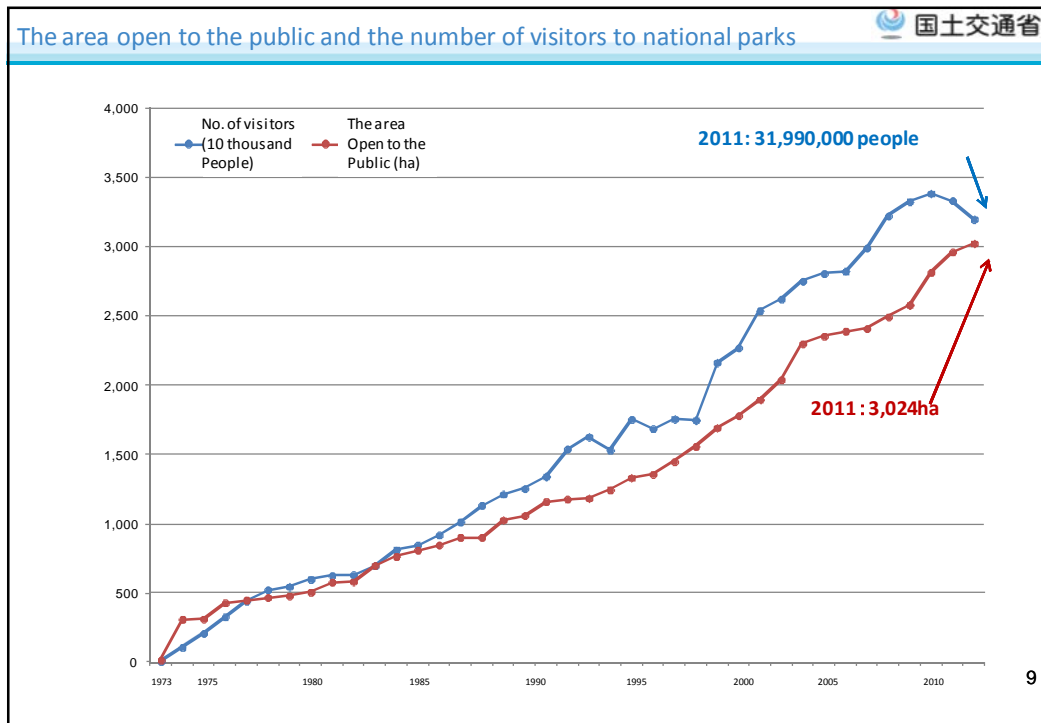


Lower Unâ (Court)



Shurimui (Utaki [sacred place])

8



## 2. Outline of the Asuka-Nara Palace Site Historical National Government Park (Nara Palace Site)

**Outline of the Asuka-Nara Palace Site  
Historical National Government Park (Nara Palace Site)**

国土交通省

➤ The “Asuka-Nara Palace Site Historical National Government Park (Nara Palace Site)” is the national government park established to preserve and utilize the country-specific wonderful cultural assets and is divided into the Asuka district (Asuka-mura, Takaichi-gun, Nara) and the Nara Palace district (Nara-shi, Nara).

■ Location Map

■ Background of the Establishment

1970	<ul style="list-style-type: none"> <li>The establishment of the following three areas was approved by the cabinet.               <ul style="list-style-type: none"> <li>(1) Ishibutai area (Asuka district)</li> <li>(2) Amakashi-no-oka area (Asuka district)</li> <li>(3) Iwaido area (Asuka district)</li> </ul> </li> </ul>
1976	<ul style="list-style-type: none"> <li>The National Government Part System was established. (the Urban Parks Act was revised.) → The above three areas were converted into the Asuka Historical National Government Park.</li> <li>The establishment of the area surrounding Takamatsuzuka (Asuka district) was approved by the cabinet.</li> </ul>
2001	<ul style="list-style-type: none"> <li>The establishment of the area surrounding the Kitora Tomb (Asuka district) was approved by the cabinet.</li> </ul>
2008	<ul style="list-style-type: none"> <li>The establishment of the Nara Palace Site area was approved by the cabinet. → The area was converted into the Asuka-Nara Palace Site Historical National Government Park (Nara Palace Site)</li> </ul>

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**Outline of the Asuka district of the Asuka-Nara Palace Site  
Historical National Government Park (Nara Palace Site)**

国土交通省

➤ The National Government Park established after obtaining the cabinet approval in order to preserve and utilize the historical features (landscape) and cultural assets in the Asuka district where “the creation of Japan as a nation” was initiated.

Location Map (Area of the National Government Parks:  
Approximately 59.7 ha)

(1) Iwaido area (7.4 ha)  
Preservation and utilization of the southern side of the hill area surrounding the Asuka Palace

(2) Ishibutai area (4.5 ha)  
Preservation and utilization of the area surrounding the Special Historic Site, Ishibutai tomb.

(3) Amakashi-no-oka area (25.1 ha)  
Preservation and utilization of the western side of the hill area surrounding the Asuka Palace

(4) Area surrounding Takamatsuzuka (9.1 ha)  
Preservation and utilization of the area surrounding the Special Historic Site, Takamatsuzuka tomb.

(5) Area surrounding Kitora Tomb (13.6 ha)  
Preservation and utilization of the area surrounding the Special Historic Site, Kitora tomb.

Ishibutai Tomb

Takamatsuzuka Tomb

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The Purpose of the establishment of the Nara Palace district of the Asuka-Nara Palace Site Historical National Government Park (Nara Palace Site) 国土交通省

**The enhanced preservation and utilization of the “Nara Palace Site” which is a Special Historic Site** as well as one of the component parts of the World Heritage Property “Historic Monuments of Ancient Nara” and one of the representative historical and cultural assets of Japan.

While respecting the fact that the Nara Palace Site has been designated as a special historic site and is a component part of the inscribed World Heritage Property “Historic monuments of Ancient Nara”, we shall conduct the followings.

- To exhibit the site and create the landscape in order to provide visitors with experience (firsthand experience) of the history and culture of the ancient state.
- To utilize the site as an information distribution center to communicate the history and culture of the ancient Nara.
- To provide visitors with a comfortable place and the detailed service.

⇒ **the business method for National Government Parks shall be incorporated.**

The development of the urban park to preserve and utilize the Nara Palace Site, which is the country-specific wonderful cultural assets (approved by the cabinet in October 28, 2008).

The district of approximately 120 ha partly including Saki-cho, Hokkeji-cho, Nijyo-oji minami, Nijyo-cho (all in Nara-shi, Nara) shall be developed as the **Asuka-Nara Palace Site Historical National Government Park (Nara Palace Site)\*** in order to **preserve and utilize the Nara Palace Site**, which is the country-specific wonderful cultural assets.

\* Hereafter referred to as the Nara Palace Site Historical National Government Park

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A Planform of the Nara Palace Site Historical National Government Park Districts 国土交通省

<span style="color: red;">—</span>	National Government Park Area
<span style="color: blue;">—</span>	Prefectural Park Area
<span style="color: yellow;">—</span>	Special Historic Site Area
<span style="color: green;">—</span>	Historic Site Area
<span style="color: orange;">—</span>	World Heritage Property Area

14

## Formulation of the Basic Plan

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➤ Prior to the implementation of the project, the basic plan specifying the details of the basic approach to be considered in proceeding with the long-term physical arrangement and management of the park was deliberated.

➤ The Study Committee consisting of a panel of academic experts and relevant institutions' representatives was established to deliberate on this basic plan.

➤ In addition, the public comment process was implemented to widely seek citizens' opinions and reflect their opinions to the basic plan.

### Committee Composition

9 academic experts	Landscaping (2 experts)
	Physical Arrangement for Archaeological Remains
	Tourism
	Ancient Literature/Folklore
	Civil Engineering
	Japanese Ancient History
	Urban Planning
	Architecture History
7 administrative committee members	

### Background of the Deliberations

May 27, 2008	The 1 <sup>st</sup> Study Committee Meeting
June 20, 2008	The 2 <sup>nd</sup> Study Committee Meeting
July 30, 2008	The 3 <sup>rd</sup> Study Committee Meeting
From August 18, 2008 to September 16, 2008	Implementation of the public comment process
September 29, 2008	The 4 <sup>th</sup> Study Committee Meeting

➡ The Basic Plan specifying the matters such as the basic concept, the basic approach and the zoning was formulated and released (December 1, 2008)

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## Basic Concept/Basic Approach

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The "Basic Concept" and "Basic Approach" for the physical arrangement of the park were formulated based on the details of the "Basic Scheme for the Preservation and Restoration of the Nara Palace Site" and the subsequent "Implementation Plan" articulated by the Agency for Cultural Affairs.

➤ Basic Concept (the way the park should be)

To create a place where "the Nara period can be experienced today" through the preservation and utilization of the Nara Palace Site within the historical and cultural landscape of the ancient capital of Nara.

➤ Basic Approach (policies to realize the physical arrangement of the park in accordance with the basic approach)  
\* partly extracted

**(1) Appropriate preservation and utilization as a historical and cultural asset that has been designated both as a Special Historic Site and a World Heritage Property**

To respect the fact that the Nara Palace Site has been designated as a Special Historic Site by the Japanese government and has been inscribed on the World Heritage List as a component part of the "Historic Monuments of Ancient Nara" and to securely preserve these precious historical and cultural assets and pass it on in excellent condition to future generations..

**(2) A first-hand experience of the history and culture of the ancient Japanese state**

To present the site to the public in a manner appropriate to its scale and to create a landscape, along with the historical and cultural landscape of the ancient capital of Nara immediately surrounding the Nara Palace Site, enabling visitors to imagine what the area was like in ancient times. In addition, to provide easily understandable interpretive displays that would stir the imaginations of the visitors and to hold a variety of special events.

**(3) Creating a center for the appreciation of the history and culture of ancient Nara**

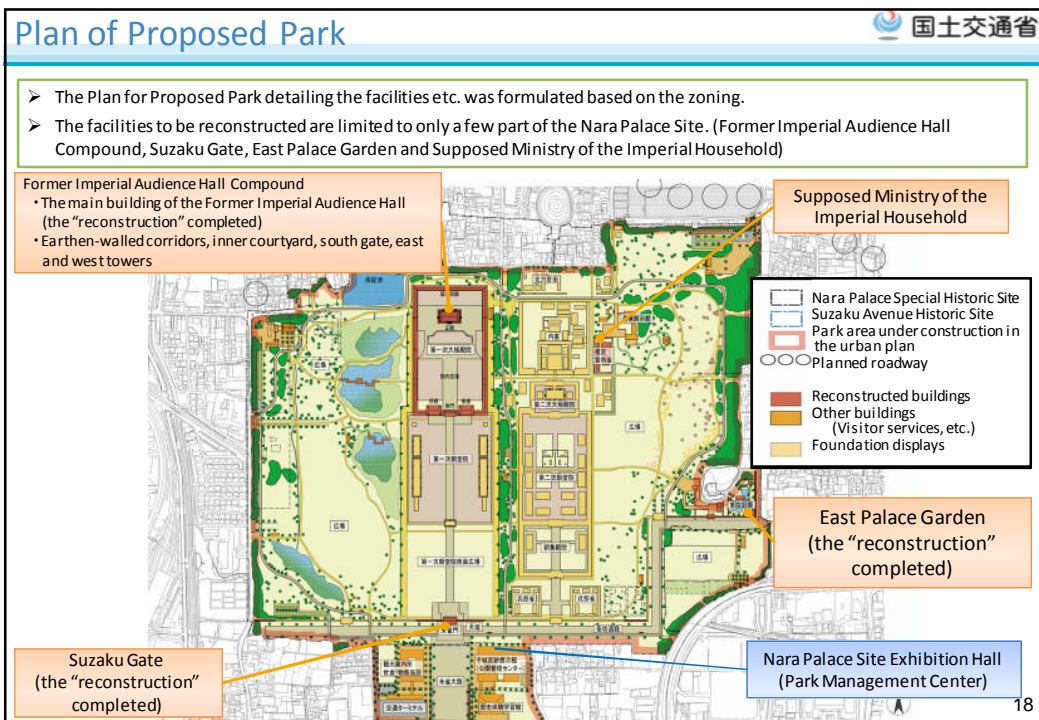
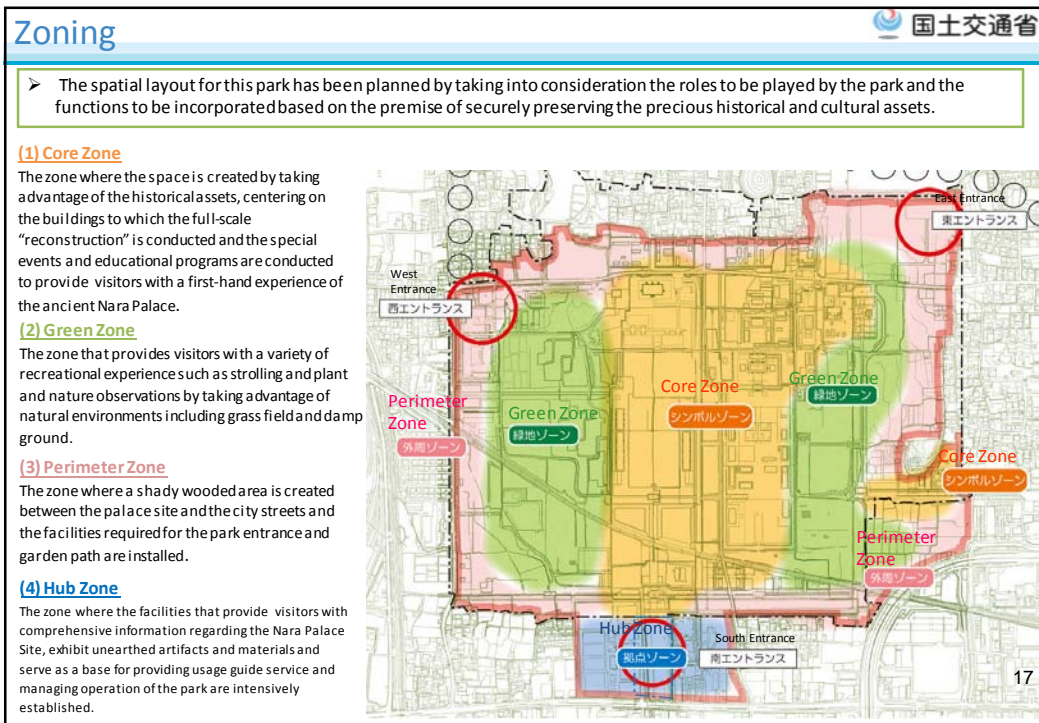
To utilize the Nara Palace Site not only as a center for dissemination of information on the history and culture of ancient Nara, but also as a center for international communication through the sharing of that history and culture.

**(4) A spatial configuration facilitating optimal utilization as a National Government Park**

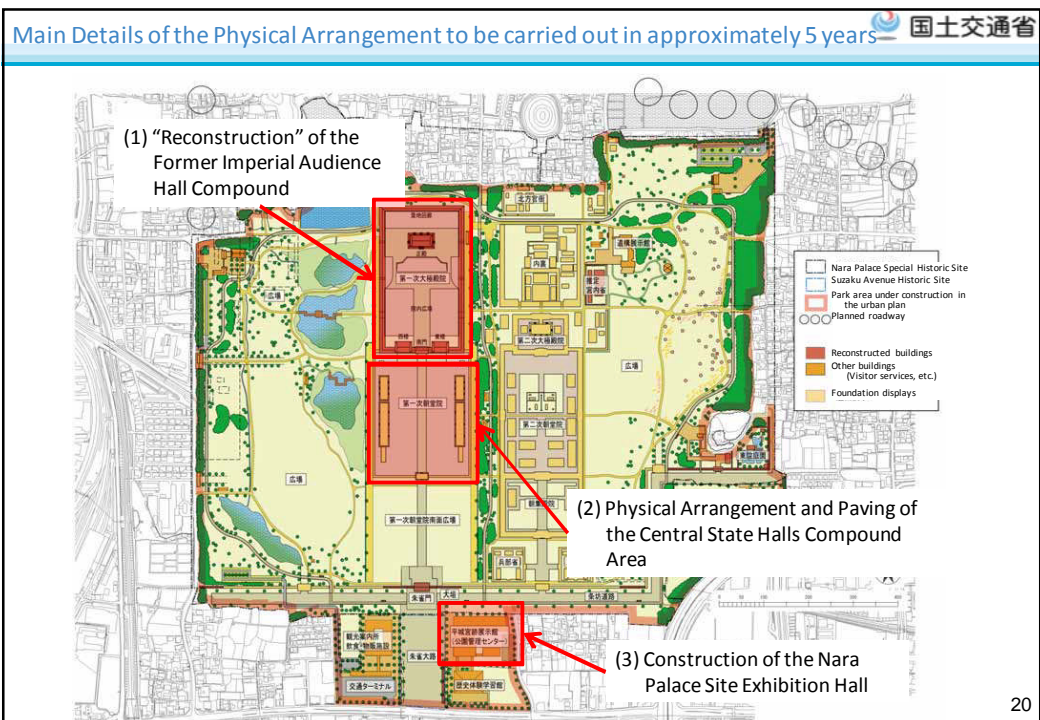
To create a pleasant and appealing space and to provide carefully planned services. In addition, to make it a truly public park created and nurtured by the people who use it by seeking the participation of local citizens, NPOs and a variety of other stakeholders in the physical arrangement, management, and operation of the park.

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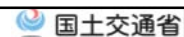




### 3. Main Details of the Physical Arrangement to be carried out in approximately 5 years



## (1) "Reconstruction" of the Former Imperial Audience Hall Compound



- The committee consisting of a panel of academic experts and relevant institutions' representatives has been established to deliberate the "reconstruction" and physical arrangement of the principal structures in the Former Imperial Audience Hall Compound at their original size based on the excavations and various studies conducted so far and to create a facility where visitors can gain a first-hand experience of the ancient Nara Palace and enjoy learning the history and culture through the efforts including the utilization of the reconstructed structures.

## ■ Committee Composition

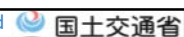
11 academic experts	Literature
	Archaeology (2 experts)
	Civil Engineering
	Architecture History (2 experts)
	Ancient History
	Physical Arrangement for Archaeological Remains
	Urban Planning
	Wooden Architecture
11 Administrative committee members	Landscaping

## ■ Background of the Deliberations

September 22, 2010	The 1 <sup>st</sup> Committee Meeting
December 9, 2010	The 2 <sup>nd</sup> Committee Meeting
February 14, 2011	The 3 <sup>rd</sup> Committee Meeting
June 7, 2011	The 4 <sup>th</sup> Committee Meeting
July 4, 2011	The 5 <sup>th</sup> Committee Meeting
July 29, 2011	The "Reconstruction" and Physical Arrangement Plan of the Former Imperial Audience Hall Compound was finalized and released.
May 21, 2011	The 6 <sup>th</sup> Committee Meeting

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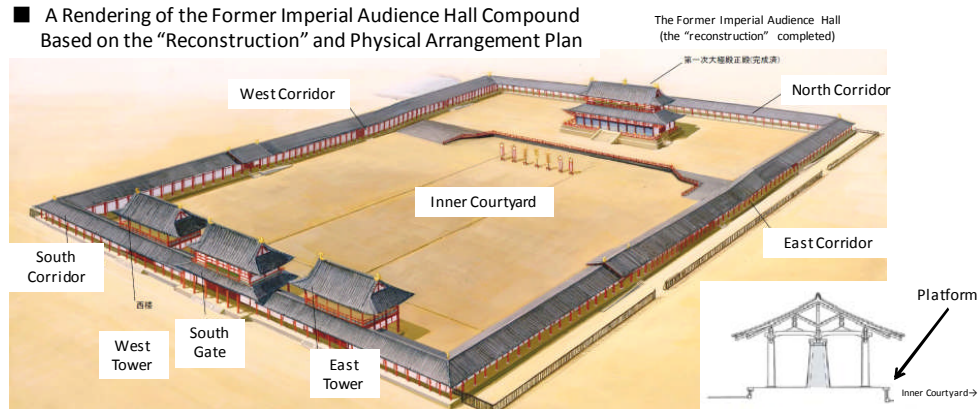
## (1) "Reconstruction" of the Former Imperial Audience Hall Compound (The "Reconstruction" and Physical Arrangement Plan of the Former Imperial Audience Hall Compound)



## ➤ Basic Approach \*Partly extracted

- By taking into the consideration the fact that the Nara Palace Site has been designated as a Special Historic Site and is a component part of the World Heritage Property, the "reconstruction" shall be basically implemented according to the proposed "reconstruction" plan formulated based on the sufficient excavation and study results.
- In principle, the "reconstruction" and physical arrangement shall be implemented immediately above the archaeological remains on the premise that it does not affect the prevention of the archaeological remains.

## ■ A Rendering of the Former Imperial Audience Hall Compound Based on the "Reconstruction" and Physical Arrangement Plan



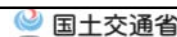
\* The rendering may be changed as the designing process progresses.

The designing process is being progressed based on the "reconstruction" and physical arrangement plan while the details are checked and reviewed by holding the committee meetings.

22



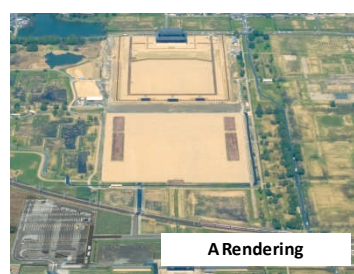
## (2) Physical Arrangement and Pavement of the Central State Halls Compound District



- The interim physical arrangement work for the parkland shall be undertaken at the Central State Halls Compound with the aim to emphasize the symbolic axis formed from the Suzaku Gate to the Former Imperial Audience Hall Compound and provide visitors a sense of the vast scale of the site.
- This work will enable visitors to approach the site while feeling a sense of the vast scale of the site and having a full view of the Former Imperial Audience Hall Compound and to have a first hand experience of the platform arranged to the Central State Halls Compound.



Current status

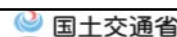


A Rendering



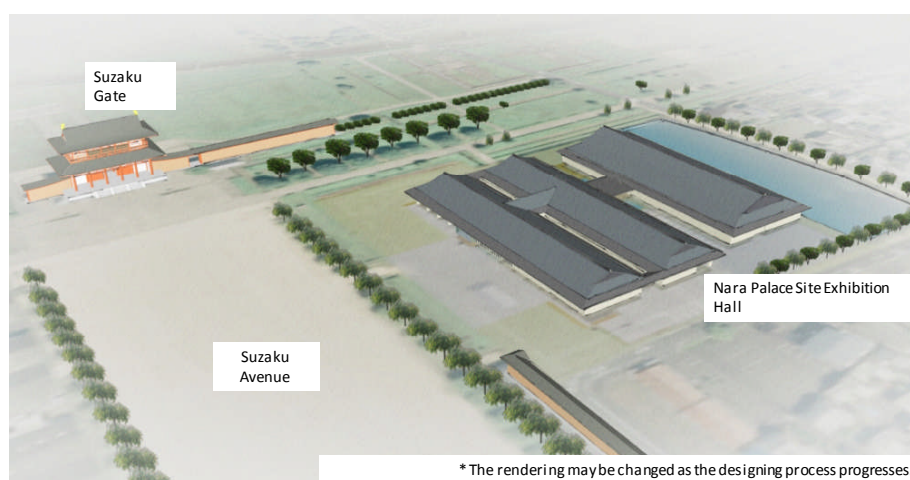
23

## (3) Construction of the Nara Palace Site Exhibition Hall



- As the main entrance to the park, the Nara Palace Site Exhibition Hall shall be developed as a facility to provide visitors with an introduction to the park and its use, **“guidance for deepening visitors’ knowledge and understanding of the Nara Palace Site”** and **“displays of unearthed artifacts”**

### ■ A Rendering of the Nara Palace Site Exhibition Hall



\* The rendering may be changed as the designing process progresses.

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**Summary of the Report, Questions and Answers at the  
Informal Meeting for the State of Conservation of the Nara Palace Site  
(Prepared by the Nara National Research Institute for Cultural Properties/  
Ministry of Land, Infrastructure, Transport and Tourism)**

- Summary of the Report Prepared by the Nara National Research Institute for Cultural Properties (See Annex 2-3-2)

1. Overview of the Nara Palace Site

- A description of conventional “full-scale presentation” is provided as a reference for the research method currently being implemented for the full-scale presentation (“reconstruction”) of the Former Imperial Audience Hall Compound. This is a method for reconstructing lost structures and buildings by pursuing their most likely form, structure, and design. This method is conventionally called “reconstruction”.
- A description is provided regarding the Heijo-kyo (Nara), where the Nara Palace was located, and the Former Imperial Audience Hall Compound of the Nara Palace (See Annex 2-3-2, p.1). The capital was relocated from Asuka to Nara (Heijo) in 710 A.D. and relocated from Nara to Kuni in 740. It was relocated again from Kuni to Nara (Heijo) in 745 A.D. and to Nagaoka in 784 A.D.. The Nara Palace constituting the core part of the Nara (Heijo) Capital is located in the center of the northern part of the capital. The Suzaku Gate is a main gate located in the center of the southern end of the Nara Palace. The Former Imperial Audience Hall Compound located directly north of the Suzaku Gate was an important place for state ceremonies until 740 A.D.. The Imperial Domicile where the Emperor resided is located in the precinct on the east side of the Former Imperial Audience Hall Compound.

The Former Imperial Audience Hall Compound is a vast open space that measures 318m north-south and 177m east-west, which is surrounded by corridors. At the center of the South Corridor, the South Gate is flanked by two large towers. The courtyard surrounded by the corridors is divided into north and south by an east-west bricklaying wall (revetment). The Imperial Audience Hall was built in the north part which is approximately 2 meters higher than the south part. Previous excavations have revealed that the building structures of the Imperial Audience Hall Compound differ significantly before and after

relocation of the capital to Kuni. Therefore, the period until 745 A.D. shall be called the first phase (Phase I) and the period after 745 A.D. shall be called the second phase (Phase II). The first phase shall be further divided into three sub-periods (Phases I-1, I-2 and I-3). The Former Imperial Audience Hall Compound was completed in Phase I-2. Therefore, “reconstruction” shall be implemented targeting the Phase I-2, when most buildings were already completed (See Annex 2-3-2, p.2, upper slide).

## 2. Method of previous research on “reconstruction”

- The method of previous research on “reconstruction” of the Suzaku Gate and the Imperial Audience Hall is provided below (See Annex 2-3-2, p.2, lower slide).

An excavation conducted in 1964 revealed the location and size of the Suzaku Gate for the first time. The excavations conducted on an ongoing basis until 1990 revealed the locations of pillars as well as the foundation structure. A 1:10 scale model was created in 1965, and research on “reconstruction” was carried out while research on the remaining ancient architectures was conducted. At the same time, experiments on construction methods and materials etc. were repeatedly carried out in order to satisfy the current Building Standards Act. “Reconstruction” work actually started in 1993 and was completed in 1998, when the Nara Palace Site was inscribed on the World Heritage List as one of the component parts of the “Historic Monuments of Ancient Nara” (See Annex 2-3-2, p.3, upper slide).

The excavation conducted in 1990 revealed that there were three lines (east to west) of *ne-ishi* assemblage (foundation stones) and six lines (north to south) of the same. The traces of foundation stones, *ne-ishi* assemblage under the foundation stones, and traces of the platforms were also identified, and the sizes and patterns of roof tiles were confirmed at the excavation. Thus, accurate information regarding the plane size of the buildings and foundation structures could be gained from these elaborate excavations (See Annex 2-3-2, p.3, lower slide).

Research on the upper structure and its detailed design was continuously implemented while ancient documents and paintings as well as the remaining historical buildings and structures from the 7<sup>th</sup> and 8<sup>th</sup> centuries were analyzed. Since only a limited number of ancient documents and paintings from the 8<sup>th</sup> century were left, those from the 9<sup>th</sup> century were also analyzed. The Suzaku Gate of the Heian Palace, which existed from 9<sup>th</sup> to 11<sup>th</sup> centuries in present-day Kyoto, is shown in the paintings used as a reference for “reconstruction”. These paintings revealed that the Suzaku Gate was a two-story gate and the roof was

*kawara-buki* (tile-roofing). The colors painted on the building were also identified (See Annex 2-3-2, p.4, upper slide).

Among the ancient buildings used as a reference, the Middle Gate of the Horyu-ji Temple built in the early 8<sup>th</sup> century is the only remaining two-story gate of all buildings built until the 12<sup>th</sup> century. The basic structure and the proportions of the upper and lower stories of the Suzaku Gate were modeled on those of the Horyu-ji Temple. The construction period of the Suzaku Gate is about the same as the East Pagoda of Yakushi-ji Temple built in 730, adopting the same bracket complex style (See Annex 2-3-2, p.4, lower slide).

- The excavations of the eastern part and the western part of the Former Imperial Audience Hall were conducted in 1970 and 1998 respectively. The “reconstruction” completion drawing was created based on an excavation report formulated in 1982 and the analysis of the detailed structures etc. were continuously implemented using models. The “reconstruction” work started in 2001 and was completed in 2010. The excavation of the Former Imperial Audience Hall revealed traces of *jifuku-ishi* (a long horizontal base stone) placed at the bottom among the stones of the platform, as well as the locations and sizes of the platform and stairs (See Annex 2-3-2, p.5, upper slide).

Moreover, according to the 8<sup>th</sup> century document, the Former Imperial Audience Hall was relocated when the capital was relocated to Kuni. A part of the foundation stones still remains at the site of Imperial Audience Hall of the Kuni Palace Site, and the excavation revealed the locations of the pillars. A comparison of the pillar locations of the Imperial Audience Hall of the Kuni Palace Site with those of the remains of the Former Imperial Audience Hall Compound of the Nara Palace Site shows that the width of the stairs of the Former Imperial Audience Hall Compound is identical to the lengths between pillars at the Imperial Audience Hall of the Kuni Palace Site. Cases where the width of stairs and the lengths between pillars are identical are frequently observed in excavations conducted on sites of palaces and temples. As such, the Former Imperial Audience Hall of the Nara Palace Site was found to be 9 bays in length x 4 bays in width, which was same as that of the Imperial Audience Hall of the Kuni Palace Site (See Annex 2-3-2, p.5, lower slide).

The height of the building platform can be calculated based on the width of the stairs, and the pitch of the stairs is considered to be approximately 45 degrees according to the archeological remains unearthed in a good condition. The width of the stairs of the Former Imperial Audience Hall is 4.1m and the height of the platform is calculated to be 3.4m given the stone materials (used for the sides of the stairs) unearthed from the Site after 745 A.D.. The width of the

traces of *Jifuku-ishi* revealed by the excavation is narrower than the width estimated assuming that the height of the platform is 3.4m. Therefore, there is a high probability that it is a two-story platform. Hence the two-story platform is adopted using the existing Kondo (Main Hall) of Horyu-ji Temple as a reference (See Annex 2-3-2, p.6, upper slide).

As with the Suzaku Gate, further research was continuously implemented on the upper structure of the Former Imperial Audience Hall with reference to the ancient documents and pictures as well as the remaining buildings and structures from 7<sup>th</sup> and 8<sup>th</sup> centuries. The roof style and the ornamental roof tiles (called *Shibi*) used for both sides of the roof were identified by the Imperial Audience Hall of the Heian Palace shown in the paintings from the 12<sup>th</sup> century. Moreover, the fact that there are no walls or doors at the front of Imperial Audience Hall of the Heian Palace was revealed from a painting drawn from the front. In view of the functions and features as well as the major form of buildings in the same period, there is a high probability that it was a building with a two-story roof (See Annex 2-3-2, p.6, lower slide).

As mentioned above, the structures, designs and techniques of the existing ancient architectures were thoroughly analyzed and these principles were pursued. One of the ancient buildings used as a model was the Kondo (Main Hall) of Toshodai-ji Temple. This had a single story roof, which was built in 780 A.D., and the idea was to place the second-story roof on it. Another was the Kondo (Main Hall) of Horyu-ji Temple with a two story roof, which was built at the end of the 7<sup>th</sup> century. Structural dynamics research was conducted to analyze these two models. As a result, it was determined that the idea of using the Horyu-ji Kondo (Main Hall) as a model could be rational in structure as a building with a two-story roof. As with the Suzaku Gate, the styles of the bracket complex and eaves were modeled on those of the East Pagoda of Yakushi-ji Temple (See Annex 2-3-2, p.7, upper slide).

The traditional techniques confirmed by the investigations on ancient architectures etc. have been adopted for “reconstruction” of the buildings. Typical examples are the surface treatment of wood by utilizing tools such as an adze and spear plane that have been used since ancient times, and patterns and painting utilizing ancient paints and techniques. This contributes to the retention and succession of traditional techniques in the construction processes (See Annex 2-3-2, p.7, lower slide).

### 3. Considerations regarding “reconstruction” of the Former Imperial Audience Hall Compound



- For research on “reconstruction” of the Former Imperial Audience Hall Compound, the basic “reconstruction” method shall be the same as those of the Suzaku Gate and the Imperial Audience Hall. The subjects of the research shall be the corridors surrounding the Former Imperial Audience Hall, the South Gate located at the center of the South Corridor, and the East and West Towers located at each side of the South Gate. At the South Corridor, *ne-ishi* placed as the bottommost foundation stones, traces of the foundation stones, traces of *jifuku-ishi* (long horizontal base stones), and a ditch for rain water were unearthed. The locations of the foundation stones were identified by the locations of *ne-ishi* placed as the bottommost foundation stones, and these traces revealed that the spacing between pillars should be 4.6m in length and 7.1m in width. This width is too large compared to the length or to similar cases of corridors. In view of the condition of the remains described below, the corridors have the structure of earthen walled corridors, where earthen walls are built at the center of the width of the corridor. The distance between the foundation stone and the ditch for rain water is 3.2m, which is the same as the distance between the pillar of the corridor and the edge of the eaves (See Annex 2-3-2, p.8, lower slide).

At the East Corridor, traces of the foundation stones and the ditch for rain water were unearthed. These locations are about the same as those identified at the South Corridor and accordingly the upper structure is also considered to be the same. In addition, in view of the similarities between the remains of the West and North Corridors, as well as similar cases of existing corridors of other temples and shrines, it is highly likely that all four corridors (north, south, east and west corridors) surrounding the Former Imperial Audience Hall have the same structure. Moreover, a pair of pillar holes spaced 3.5m apart was confirmed at the center of the earthen walls located at the East Corridor. A study on similar cases has revealed that the holes are the remains of the gate located on the earthen walls (See Annex 2-3-2, p.9, upper slide).

The fact that many roof tiles were unearthed from the areas around the corridors and the East and West Towers revealed that the roofs of these buildings were *kawara-buki* (tile-roofing), and the designs and size of the tiles were also identified. In addition, as approximately 50 centimeter-high foundation stones and stone materials used for the platform have been unearthed from the remains of the West Tower, the height of the platform and diameters of the pillars could be estimated (See Annex 2-3-2, p.9, lower slide).

For the layout of the pillars of the South Corridor, the sizes of the east and west of the South Gate shall both be 4.6m x 15 bays. The intercolumnar length of the southern part of the East Corridor shall also be 4.6m. The intercolumnar length

of the northern part of the East Corridor was not identified because no remains exist. However, the location of the gate confirmed by the excavation shall be a fixed point and if the intercolumnar length of 4.4m is extended from the location of the bricklaying wall (revetment) to the northern direction, the gate location mentioned above is consistent with the location identified from the remains. Therefore, the highly probable size is 4.4m (intercolumnar length) x 23 bays for the north of the gate and 4.6m (intercolumnar length) x 46 bays for the south of the gate (See Annex 2-3-2, p.10, upper slide).

The height of the corridor platform can be calculated by taking into consideration the surrounding terrain, the traces of the foundation stones, and the sizes of the unearthed stone materials that have been identified from the excavation. At the South Corridor, the width of the platform shall be between 10.4m and 11m based on the traces of the stone materials of the platform. In view of the height (50cm) of the unearthed foundation stones, the height of the *ne-ishi*, and the size of the stone materials used for the exterior of the platform, the height of the platform at the South Corridor shall be between 0.3m and 0.8m for the north side, and between 0.8 m and 1.1m for the south side. In addition, part of the structures on the surface of the ground was identified from the unearthed remains. In view of the terrain where the north is high and the south is low, the width of the platform shall be approximately 11m and the height shall be approximately 0.6m for the north side and approximately 0.9m for the south side (See Annex 2-3-2, p.10, lower slide/p.11, upper slide).

Regarding the upper structure of the corridors, there are the signs that the center part of the width of the corridor has been left as original terrain without leveling during the foundation construction according to the cross section diagram of the corridor and, as mentioned above, the remains of the gate have been found at the center part of the width at the East Corridor. For these reasons, the upper structure shall be identified as an earthen-walled corridor have been determined based on paintings of the Imperial Audience Hall Compound of Heian Palace and its style and structure have almost been defined based on the other examples of archaeological remains of Corridors excavated at the Imperial Domicile Compound of the Nara Palace (See Annex 2-3-2, p.11, lower slide).

The remains of the East and West Towers located on the both sides of the South Gate are in good condition, and excavations of the remains revealed that the size of the platform is about 28m in length x 19.5m in width and the plane area of the building is 5 bays in length x 3 bays in width. The most distinctive feature of the remains of the East and West Towers is that there are 16 huge holes for outer pillars (holes for dug-standing pillars). In addition, *ne-ishi*

(bottommost foundation stones) were found at eight locations in the building and it was revealed that the building had a unique structure where both dug-standing pillars and pillars standing on foundation stones (*soseki-dachi*) were used (See Annex 2-3-2, p.12, upper slide).

The outer pillars were found at the excavation of the East Tower conducted in 1973, and the plane area of the Tower was determined accordingly. In addition, as the roofing tiles (*sumiki futagawara*) placed on members called *sumiki* used for the corners of the roof were unearthed, it was revealed that the roofs of the East and West towers were built in the styles of *Irimoya-zukuri* (half-hipped roof) or *Yosemune-zukuri* (hipped roof) where *sumiki* were used (See Annex 2-3-2, p.12, lower slide).

The diameter of the outer pillars unearthed from the East Tower is 72cm, while the diameter of the inner pillars is estimated at approximately 40cm given the sizes of the *ne-ishi* (bottommost foundation stones) and unearthed foundation stones. Thus, the difference between the outer pillars and inner pillars is not only a method for erecting pillars but also for determining their size (diameter). In addition, the excavation revealed the process of the foundation work where the corridor platform from Phase I-1 was partly eliminated and then the extensions of the East and West towers were conducted. This is an extremely important fact when considering the upper structure of the East and West Towers (See Annex 2-3-2, p.13, upper slide).

Regarding the upper structure of the East and West Towers, it could be assumed that the pillars above ground were tall and the towers were therefore two-story buildings given the depth of the holes of the outer pillars (holes for dug-standing pillars) and the large diameter. However, a structure often observed in existing Japanese historical buildings built before the 12<sup>th</sup> century is that the pillars of the first floor and the second floor were erected separately. The type of structure of the East and West towers has never been observed in such existing buildings. However, according to the process of the foundation work for the East and West Towers of Nara Place Site, the outer pillars were erected to construct a roof structure, and then the inner pillars were erected to floor the building for the second floor. In this case, the outer pillars support both the roof and the second floor, and the inner pillars support only the second floor, and thus the roles of the outer and inner pillars are clearly different. This is consistent with the fact that the inner pillars of the unearthed remains are *soseki-dachi* (pillars standing on foundation stones) and have small diameters. In Japan, there are few examples of structures where inner pillars are not erected on the second floor, but a roof with *sumiki* is built. Therefore, examples from China and Korea have been used as reference for further consideration

(See Annex 2-3-2, p.13, lower slide).

Based on the unearthed remains, further consideration regarding the South Gate is also underway.

- As described above, the form and structure of “reconstruction” of the corridor platform and the upper structure have been almost determined. In particular, matters regarding the upper structure of the East and West Towers and the South Gate are currently being considered. We consider that the “reconstruction” of the South Gate, the East and West Towers, and the Corridors to be implemented this time will also contribute to the fostering of human resources to confirm and take over traditional techniques (See Annex 2-3-2, p.14).

- Summary of the Report prepared by the Ministry of Land, Infrastructure, Transport and Tourism (See Annex 2-3-3)

#### 1. “Reconstruction” of the Former Imperial Audience Hall Compound

- The research and studies conducted so far have shown the grounds for “reconstruction” (such as locations, forms, and structures, etc.) of the Platform, East Corridor and West Corridor among the buildings and structures of the Former Imperial Audience Hall Compound. Accordingly, it is currently being considered to proceed with the working design and physical arrangement operations of “reconstruction” for these structures (See Annex 2-3-3, p.1, lower slide).
- In principle, “reconstruction” shall be implemented “based on the draft plan for “reconstruction”. However, the safety and utilization of the park should be taken into consideration. The location for the “reconstruction” of the Former Imperial Audience Hall Compound partly contains soft grounds and the weight of the upper structure should be reduced to enable the construction of the earthen-walled corridor. Measures should be taken to prevent visitors from being injured due to collapse of the “reconstructed” building in the event of natural disasters such as earthquakes (See Annex 2-3-3, p.2, upper slide).
- It is being considered to secure exhibition spaces to provide an outline of the Former Imperial Audience Hall Compound and a description of the ancient Former Imperial Audience Hall Compound. It is also being considered to secure exhibition spaces in the West Corridor and West Tower, based on the principle that exhibitions be minimized by taking the design into consideration and without modifying the forms and designs of the structures, specified in the draft plan for “reconstruction” (See Annex 2-3-3, p.2, lower slide).
- The excavation revealed that the inner courtyard was pebbled. However, in order to ensure smooth access by wheelchair users or the elderly, etc., it is being considered to take measures such as partially changing the paving methods or applying a paving method to prevent gravel from being thrown up when emergency vehicles pass through. In all cases, the design and colors should be taken into consideration (See Annex 2-3-3, p.3).

- Summary of Questions and Answers

## 1. Question

- Has the matter regarding “reconstruction” of archeological remains been discussed in Japan? In what way has agreement been reached?

## 2. Answer

- Before the commencement of “reconstruction”, we have not only created “reconstruction” models but also made an enormous number of drawings to discuss good, bad, and unclear points.

Moreover, legal procedures have been taken through which matters regarding the permissible extent of “reconstruction” have been discussed in detail and technically on a case-by-case basis by the national council and a meeting of experts (established under the council) and have been approved by the Agency for Cultural Affairs.

## The full-scale presentation (called “reconstruction”) plan for the Former Imperial Audience Hall Compound

### The full-scale presentation (called “reconstruction”)

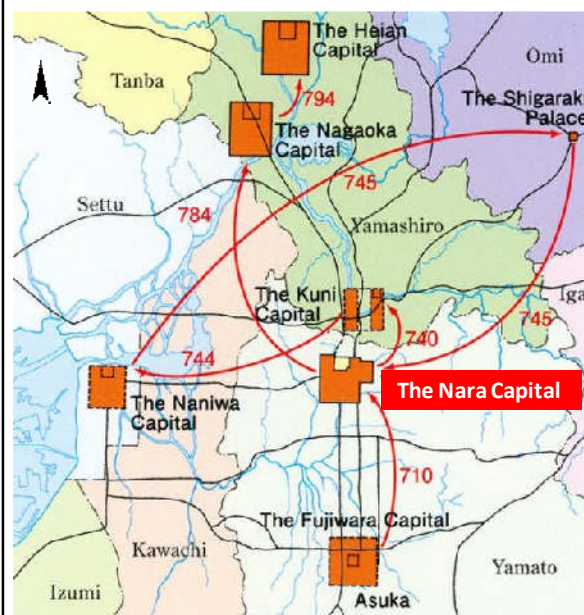
= To reconstruct lost structures and buildings by pursuing the highly probable form  
→ it is conventionally called “reconstruction”

1. The overview of the Nara Palace Site
2. The conventional “reconstruction” method  
–The Suzaku Gate and the Former Imperial Audience Hall
3. The consideration regarding the “reconstruction” of the Former Imperial Audience Hall Compound

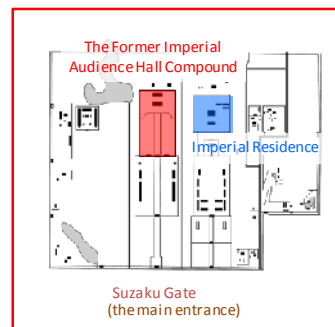
Nara National Research Institute for Cultural Properties  
November 4, 2012 at Nara Prefectural New Public Hall

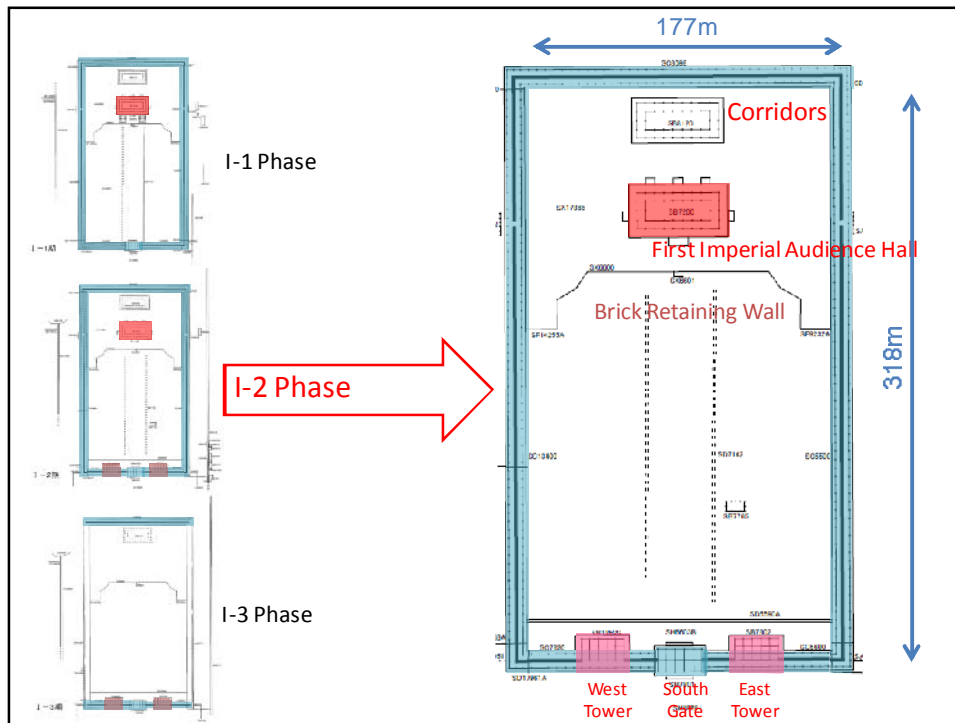
### 1. The overview of the Nara Palace Site

#### Nara Period



- 710: The capital was relocated to Nara (Heijyō)
- 740: The capital was relocated to Kuni
- 744: The capital was relocated to Naniwa
- 745: The capital was relocated to Shigaraki
- 745: The capital was relocated again to Nara (Heijyō)
- 784: The capital was relocated to Nagaoka





### The full-scale presentation (called “reconstruction”) plan for the Former Imperial Audience Hall Compound

1. The overview of the Nara Palace Site
2. The conventional “reconstruction” method  
–The Suzaku Gate and the Former Imperial Audience Hall
3. The consideration regarding the “reconstruction” of the Former Imperial Audience Hall Compound



Suzaku Gate (Completed in 1998)



Former Imperial Audience Hall (Completed in 2010)



## The “reconstruction” of the Suzaku Gate of the Nara Palace

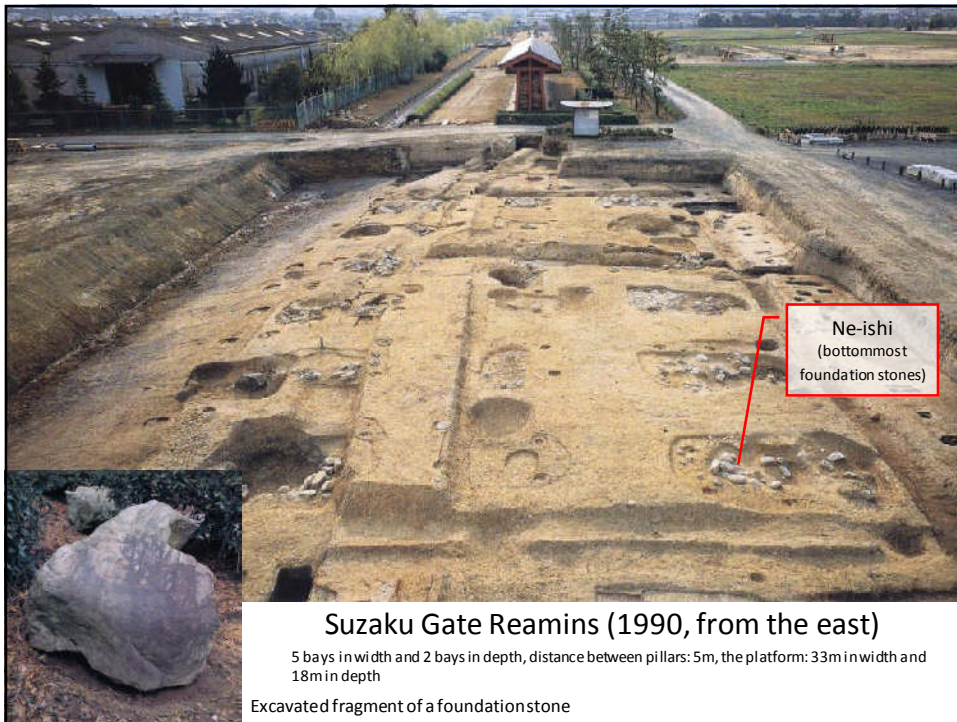
- 1964: The excavations of the northern part were conducted.
- 1965: The 1:10 scale model was created.
- 1979: The excavations at the southern end were conducted.
- 1980: The full-scale model of bracket complex was created.
- 1986: The “research on the design and structure of the Suzaku Gate of the Nara Palace” was launched.
- 1987: The structure reinforcement model was created.
- 1989: The “reconstruction” of the foundation was initiated (until 1992).
- 1990: The re-excavations were conducted.
- 1992: The full scale experiment of the earthquake resistant wall was conducted.
- 1993: The full “reconstruction” of the Suzaku Gate was initiated.
- 1998: The “reconstruction” was completed.



The excavation of the Suzaku Gate conducted in 1964



The 1:10 scale model created in 1965



### Suzaku Gate Remains (1990, from the east)

5 bays in width and 2 bays in depth, distance between pillars: 5m, the platform: 33m in width and 18m in depth

Excavated fragment of a foundationstone

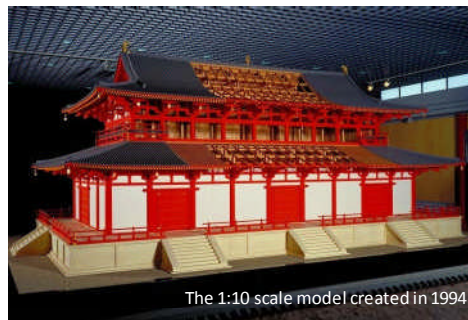




## The “reconstruction” of the Former Imperial Audience Hall Compound

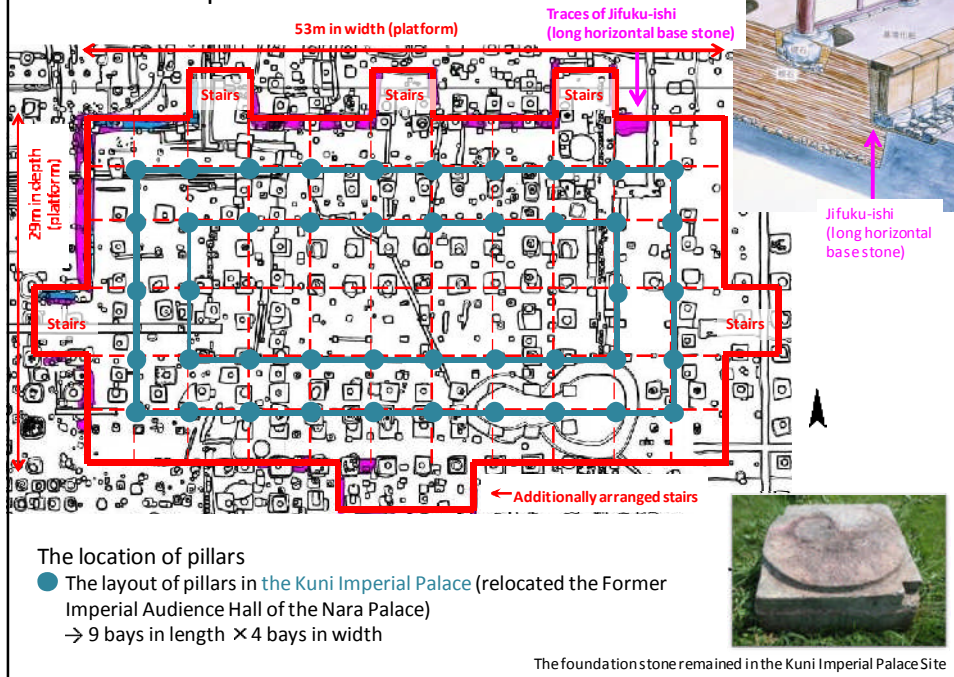
- 1970: The excavations of the eastern part were initiated.
- 1982: The reconstruction completion drawing was made.  
(the excavation report was formulated.)
- 1989: The basic investigation for the “reconstruction” and physical arrangement of the area of the Former Imperial Audience Hall Compound.
- 1992: The research for the “construction” of the Former Imperial Audience Hall was initiated.
- 1993: The 1:100 scale model of the Former Imperial Audience Hall Compound was created.
- 1994: The 1:10 scale model was created.
- 1995: The basic designs were made.
- 1997: The preparation to create the execution designs was conducted.  
(the model was created for one fifth of the whole)
- 1998: The excavations of the western part were initiated.  
The execution design work was initiated. (until 2000)
- 2001: The full-scale presentation, “reconstruction”, of the Former Imperial Audience Hall Compound was initiated.
- 2010: The “reconstruction” was completed.

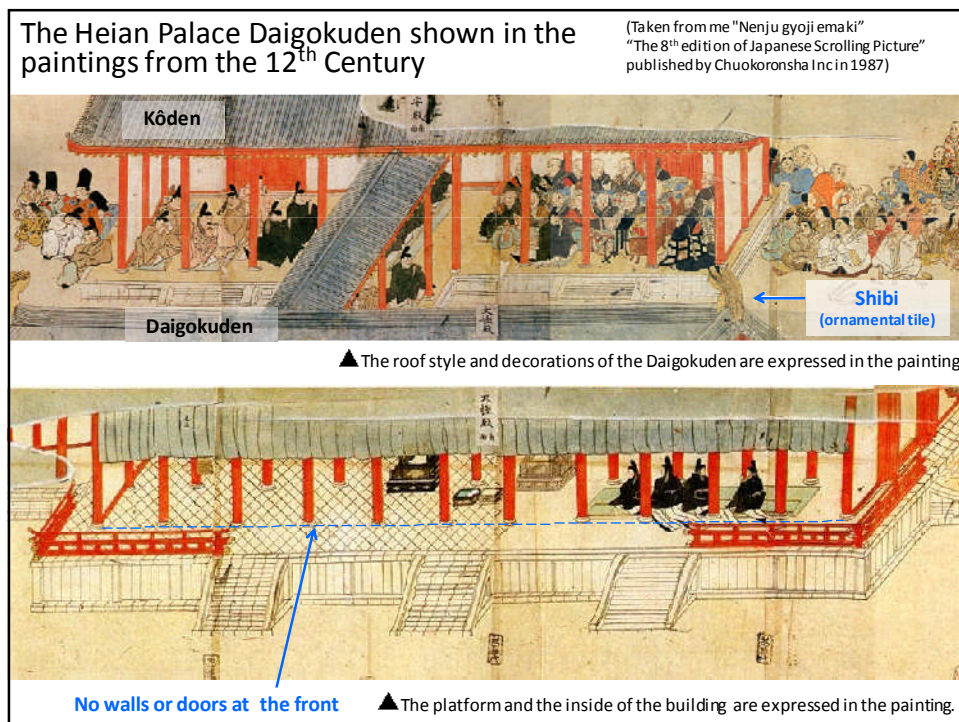
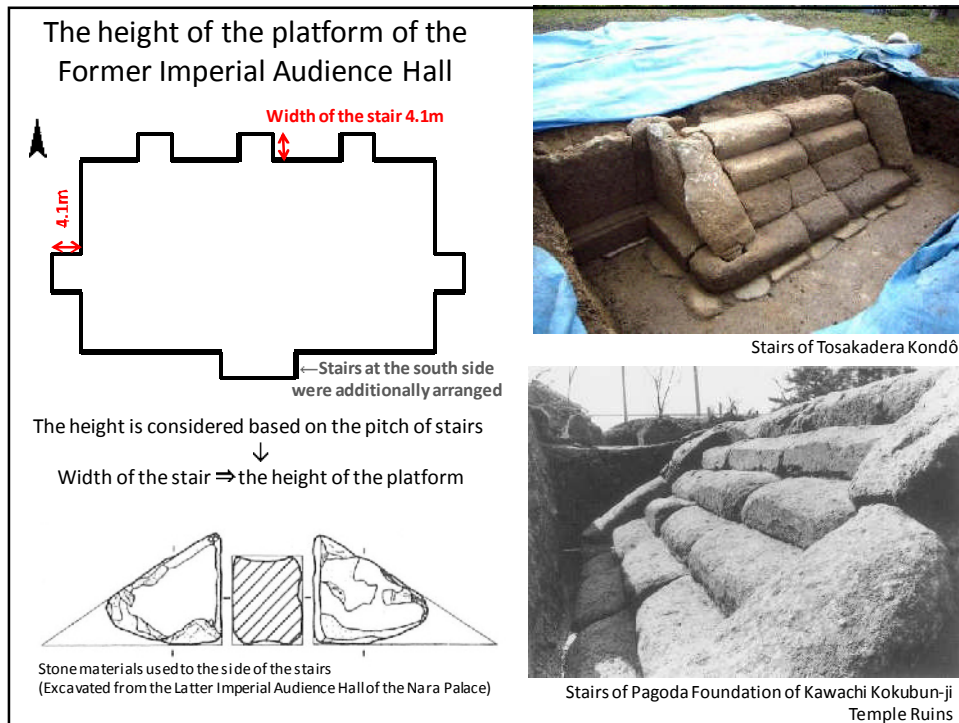
The excavation of the Former Imperial Audience Hall, 1998



The 1:10 scale model created in 1994

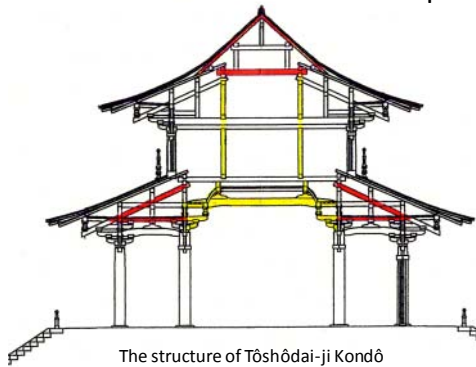
## The Former Imperial Audience Hall Remains







# The structures of the Former Imperial Audience Hall



The structure of Tōshōdai-ji Kondō



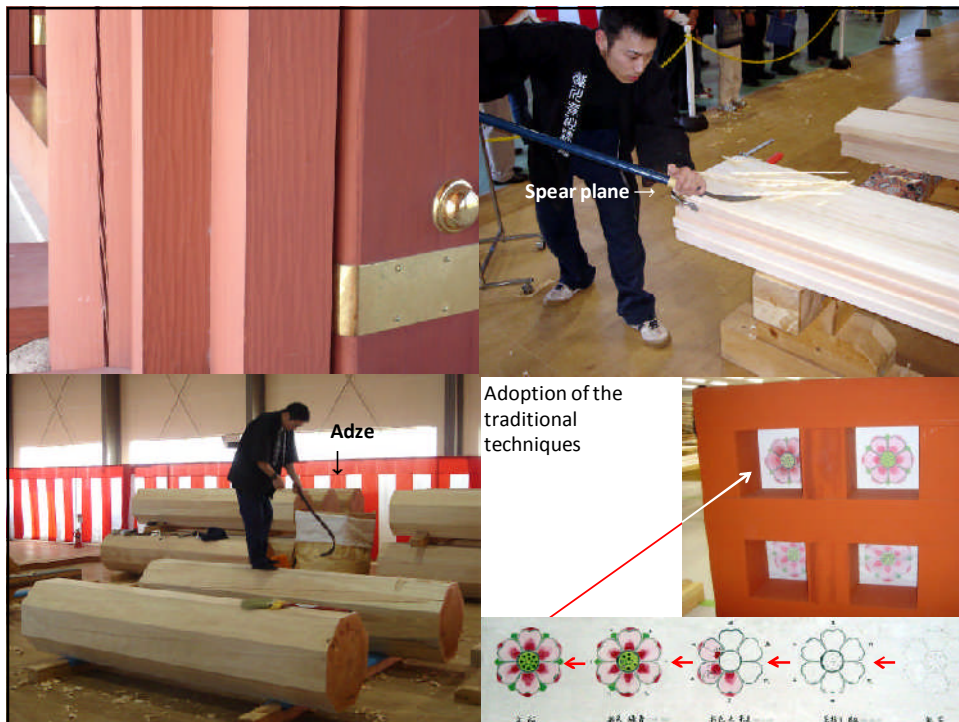
The structure of Hōryū-ji Kondō



Tōshōdai-ji Kondō: constructed around 780 A.D.



Hōryū-ji Kondō: constructed in the late 7<sup>th</sup> century



## The full-scale presentation (called “reconstruction”) plan for the Former Imperial Audience Hall Compound

1.The overview of the Nara Palace Site

2.The conventional “reconstruction” method

–The Suzaku Gate and the Former Imperial Audience Hall

3.The consideration regarding the

“reconstruction” of the Former Imperial Audience Hall Compound

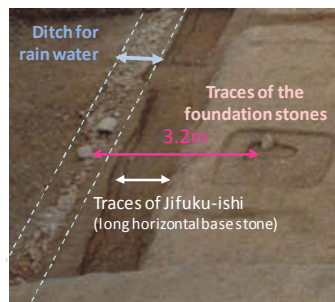
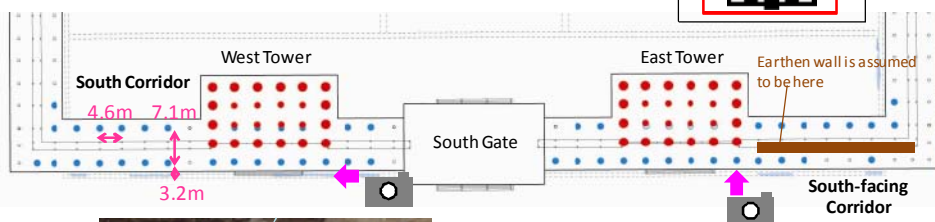
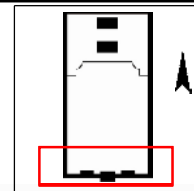


## The remains of the south-facing corridor

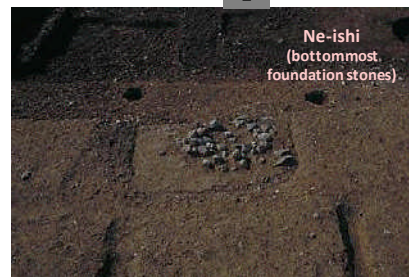
● Traces of the foundation stones

● Pillars of the east and west towers

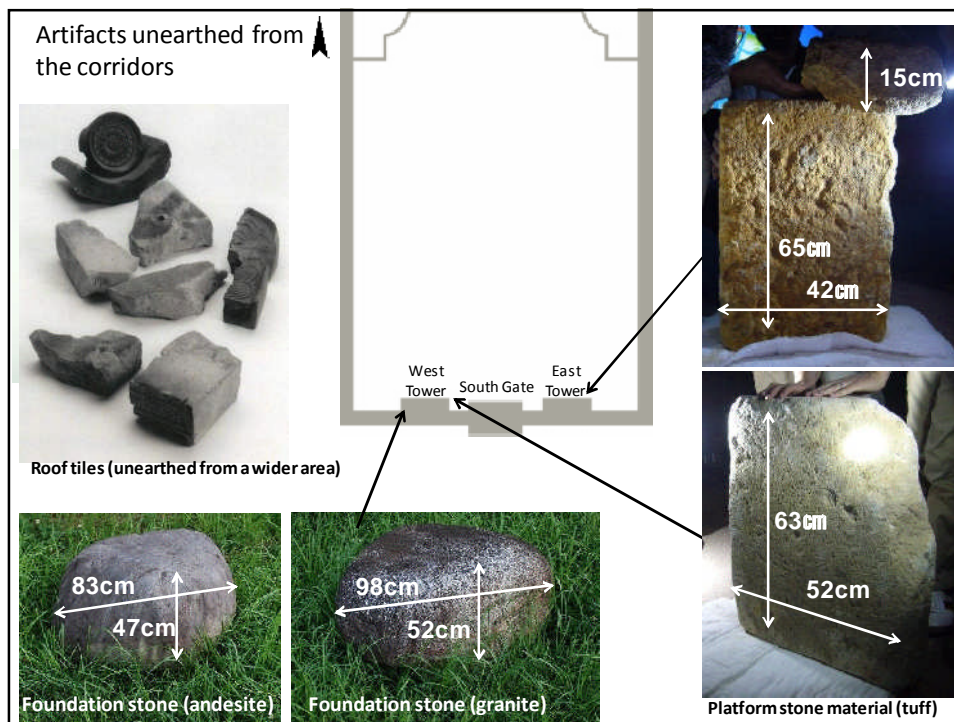
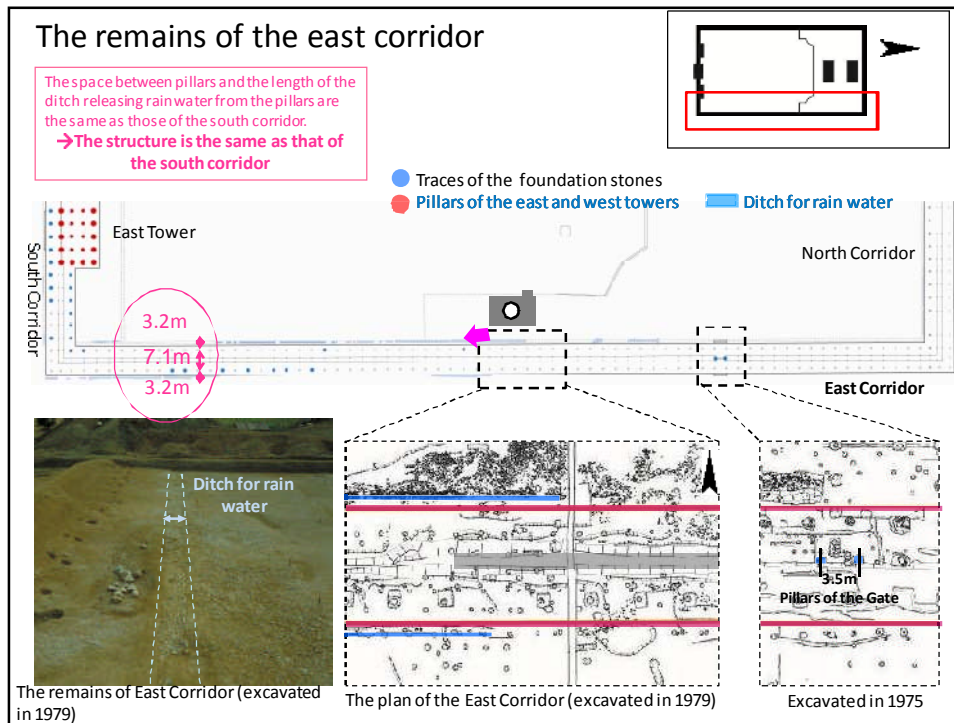
■ Ditch for rain water



South Corridor (excavated in 2001)



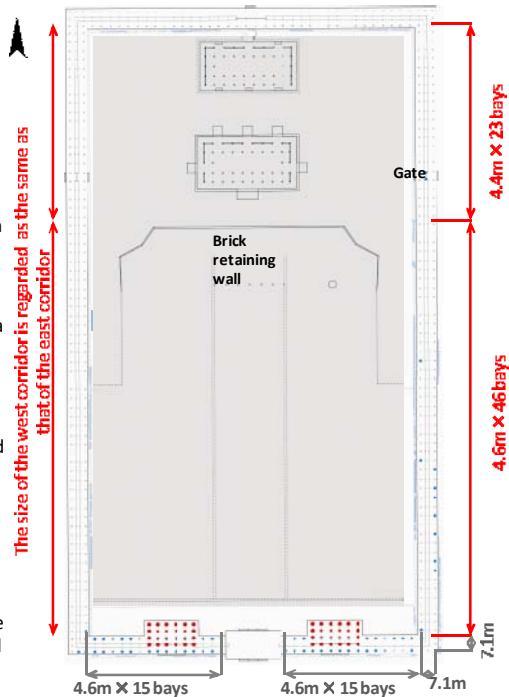
Ne-ishi of South Corridor (excavated in 1973)



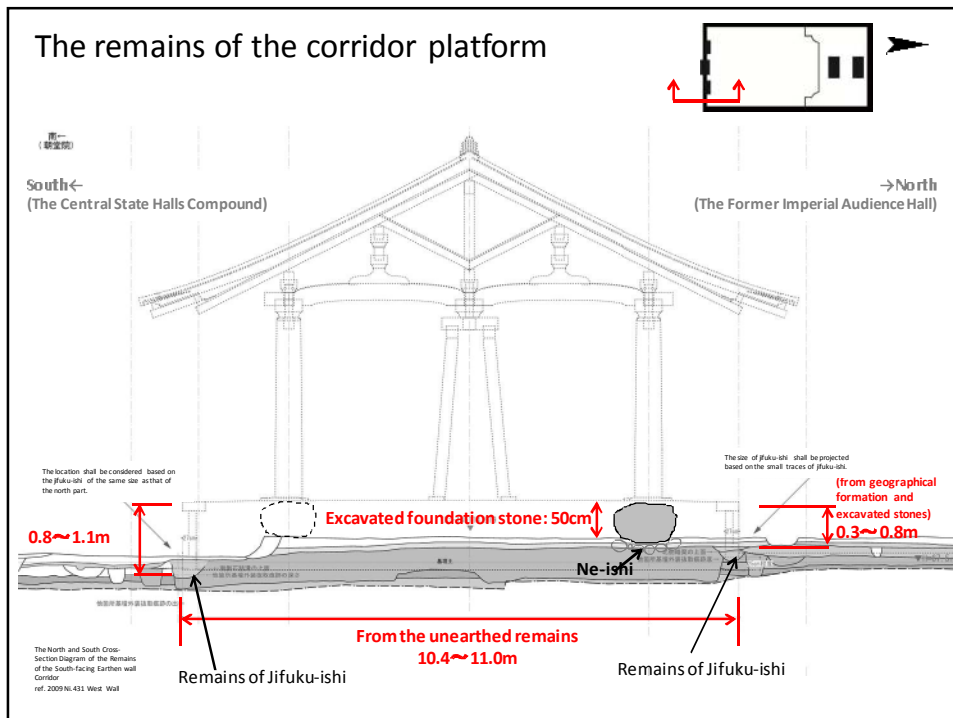


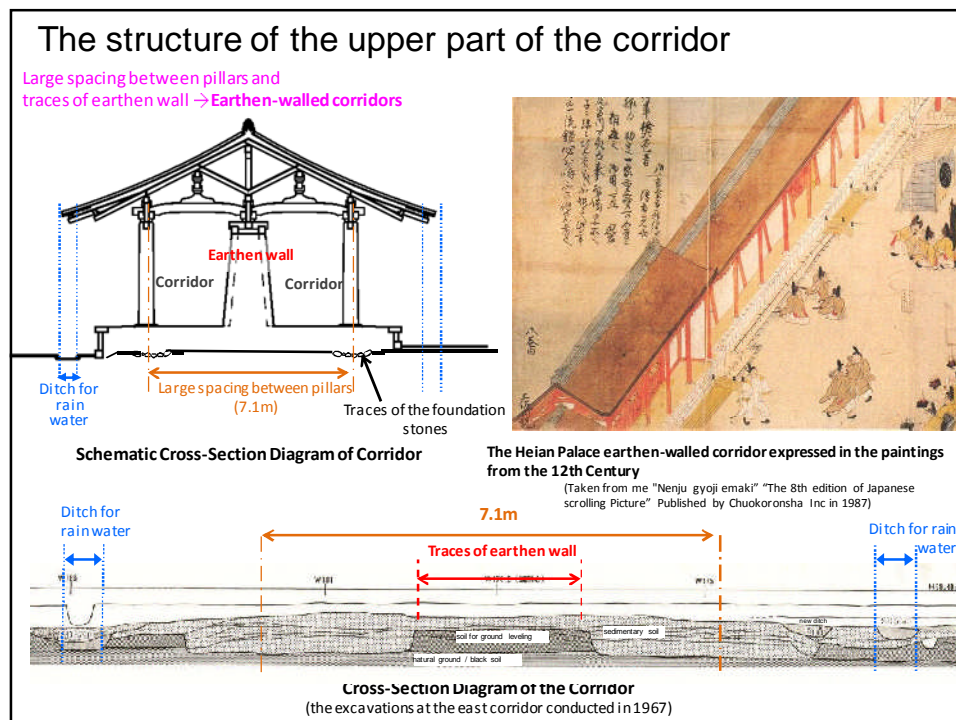
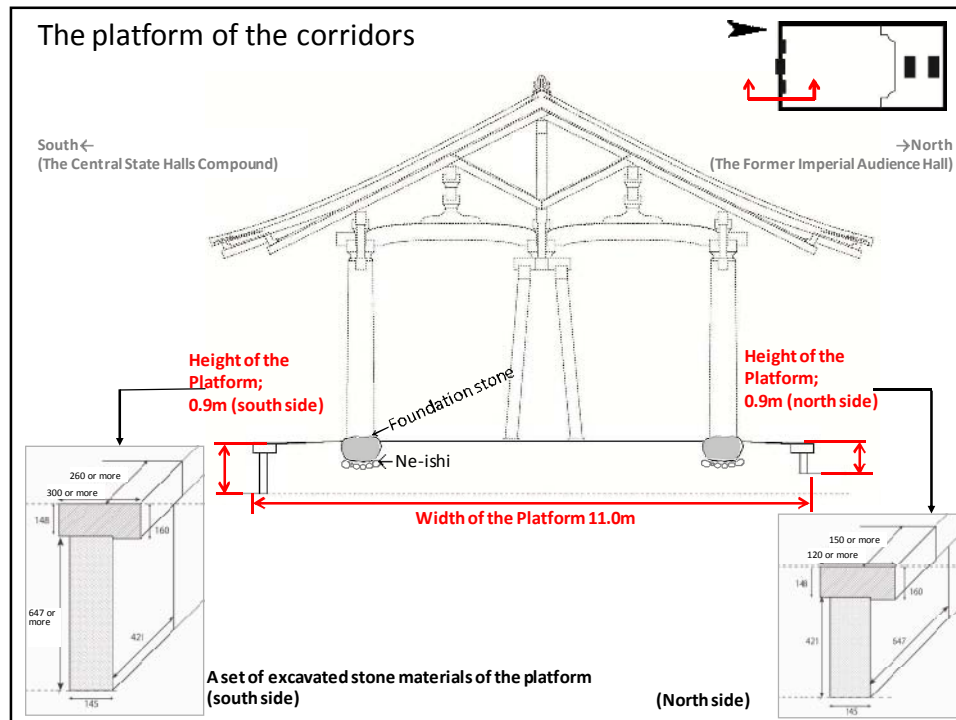
### Layout of the pillars of the corridors

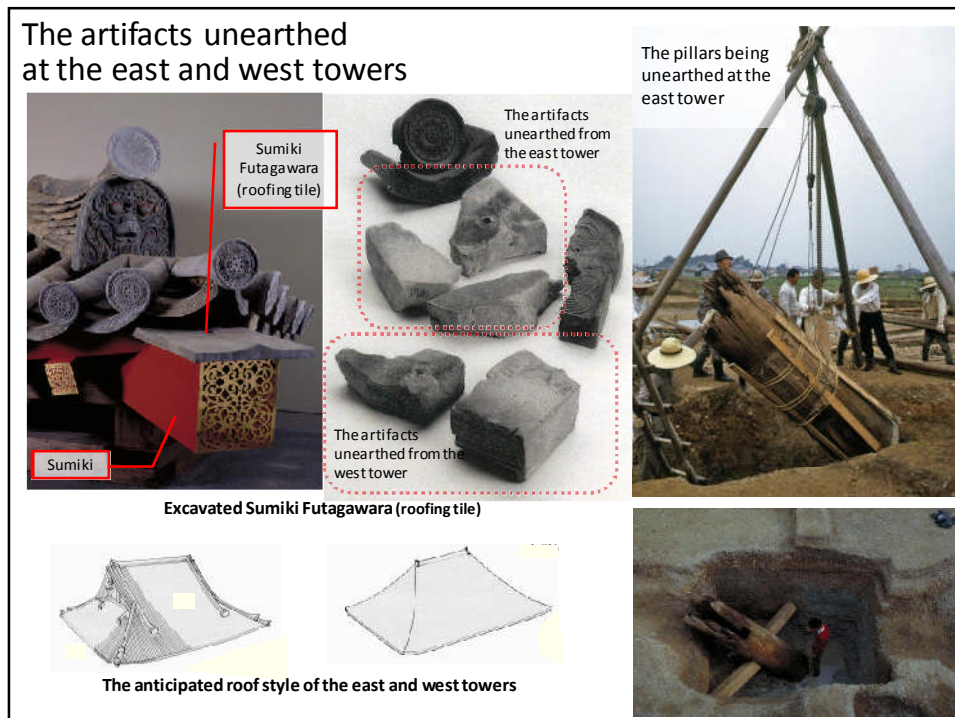
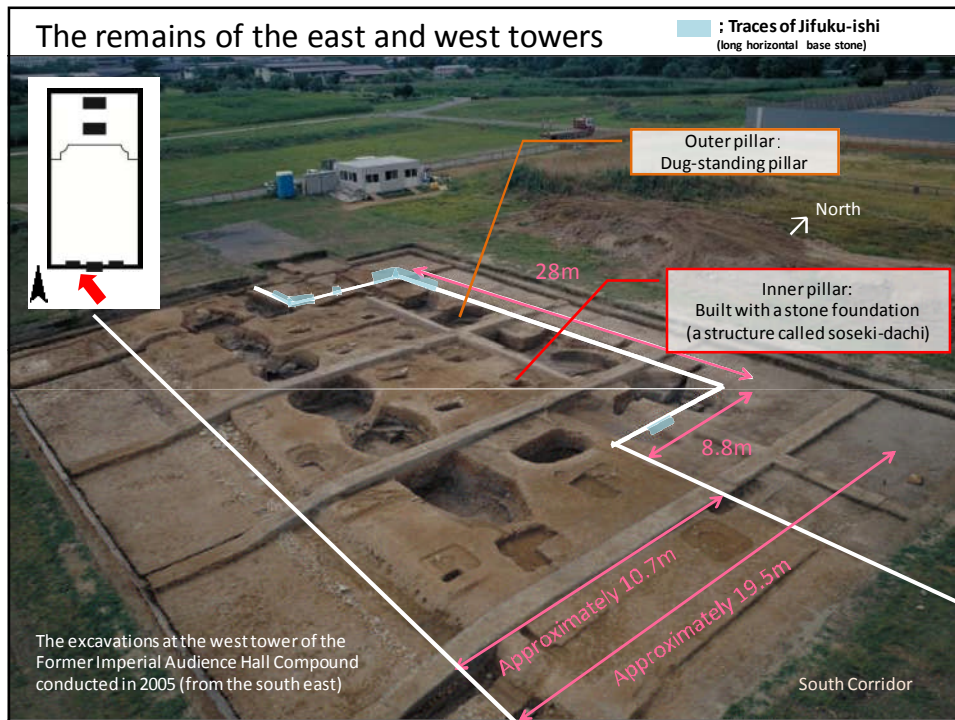
- The size of the south corridor was identified from the remains. The each size of both the north and south of the gate is 4.6mx15 bays.
- The size of the southern part of the east corridor was identified, which is 4.6m from the remains.
- The size of the northern part was not identified from the unearthed remains; however, the location of the gate shall be a fixed point.
- If the length of the southern part of 4.6m is also extended in the northern part direction, the assumed gate location is not consistent with the gate location identified from the remains.
- If the length of 4.4m is extended from the location of the brick retaining wall in the northern part direction, the assumed gate location is consistent with the location identified from the remains.
- Therefore, the highly probable size shall be 4.4mx23 bays for the north of the gate and 4.6mx46 bays for the south of the gate.



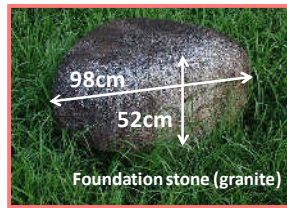
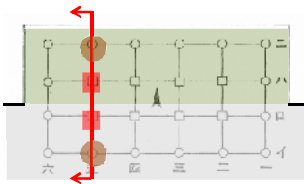
### The remains of the corridor platform





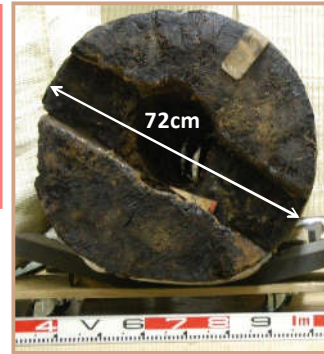


## The pillars of the east and west towers



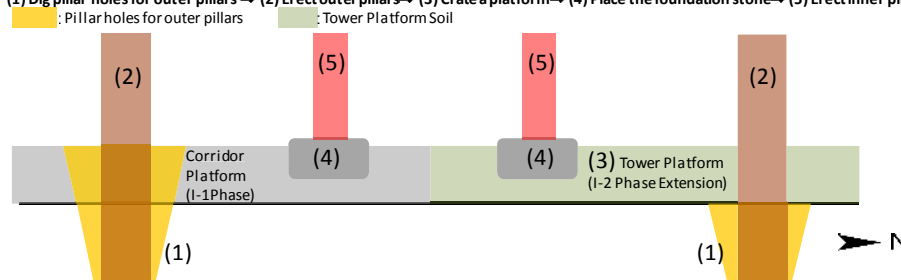
The diameter of inner pillars is approximately 40cm.

The differences between the inner pillars and outer pillars are not only the sizes (diameter) but also the method to erect pillars.

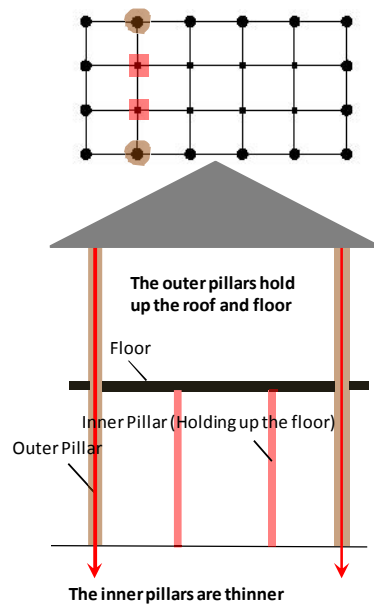


Outer Pillar  
(excavated from the East Tower)

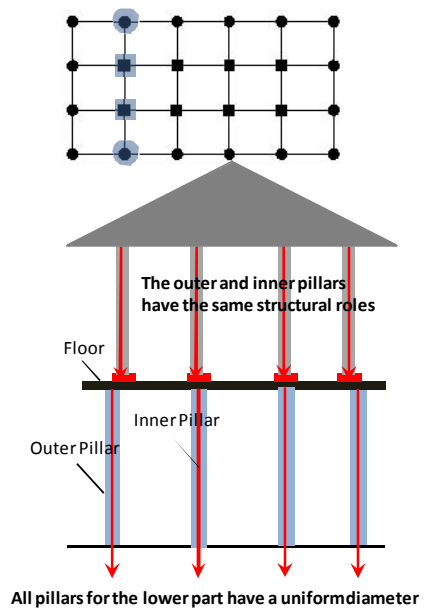
(1) Dig pillar holes for outer pillars ⇒ (2) Erect outer pillars ⇒ (3) Create a platform ⇒ (4) Place the foundation stone ⇒ (5) Erect inner pillars



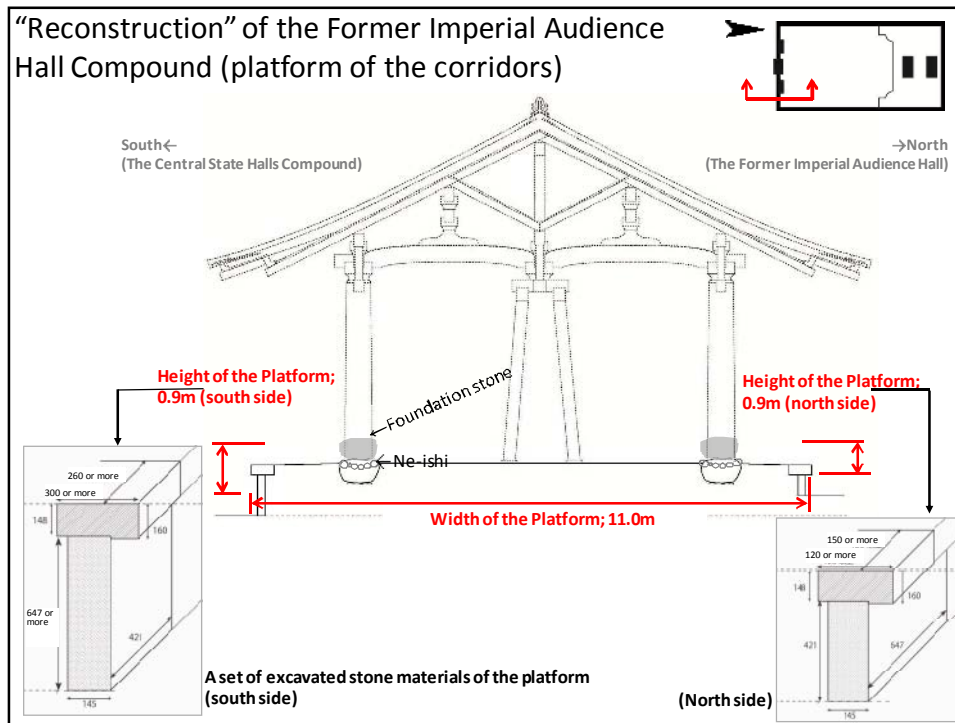
## The structure of the east and west towers



(The plan in 2012, there are no case examples in Japan.)



(The plan of 2002, there are some case examples in Japan.)





## “Reconstruction” of the Former Imperial Audience Hall Compound



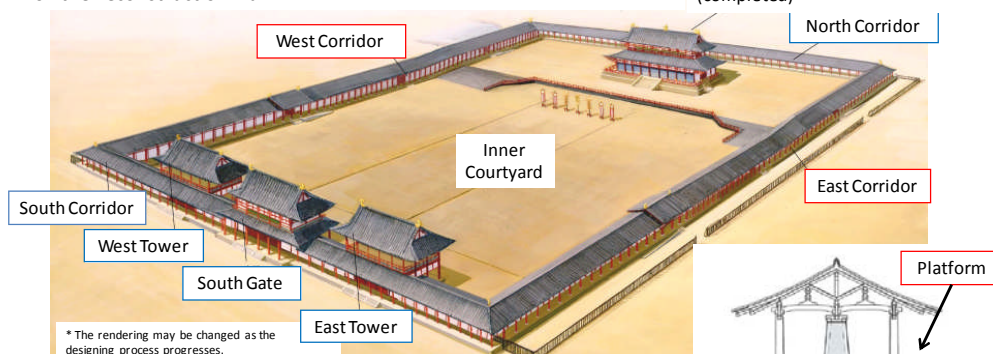
国土交通省

Ministry of Land, Infrastructure, Transport and Tourism

### “Reconstruction” of the Structures of the Former Imperial Audience Hall Compound

- The researches and studies conducted so far have shown the grounds for the “reconstruction” (such as the positions, forms and structures etc.) of “Platform”, “East Corridor” and “West Corridor” out of all the structures of the Former Imperial Audience Hall Compound. Accordingly, it is currently being considered to proceed with the “reconstruction” and physical arrangement operations for these structures.

#### ■ A Rendering of the Former Imperial Audience Hall Compound Based on the Reconstruction Plan



\* The rendering may be changed as the designing process progresses.

The elements where the grounds for the reconstruction have already been clarified.

The elements where the further researches and studies are required.

Cross-section diagram  
of earthen-walled  
corridor

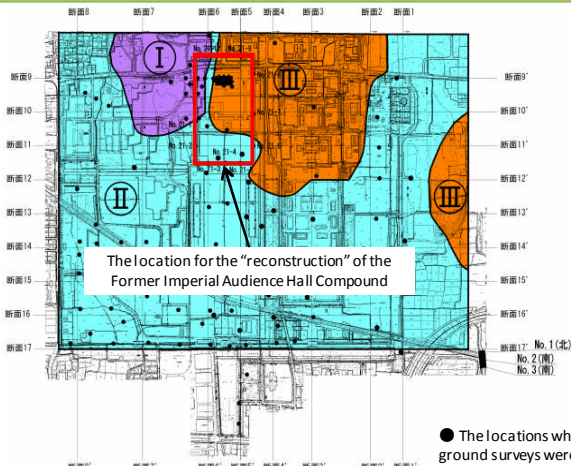
2

Issues to be considered regarding the “reconstruction”:

(1) Measures for Soft Grounds

➤ Basically, the traditional materials and construction methods shall be used for the reconstruction; however, the use of alternative materials and construction methods on an as needed basis is also being considered from the perspectives of curing archaeological remains and ensuring safety for the visitors etc.

➤ The location for the “reconstruction” of the Former Imperial Audience Hall Compound partly contains soft grounds and therefore the weight for the upper structures should be reduced.



The location for the “reconstruction” of the Former Imperial Audience Hall Compound

● The locations where the ground surveys were conducted.

Analysis Report on Soft Grounds

3

Zone III  
The ground that is firm enough to bear the weight of the upper structures.

Zone II  
The ground where the weight of a part of the upper structures should be considered to be reduced due to the alluvial clay layer.

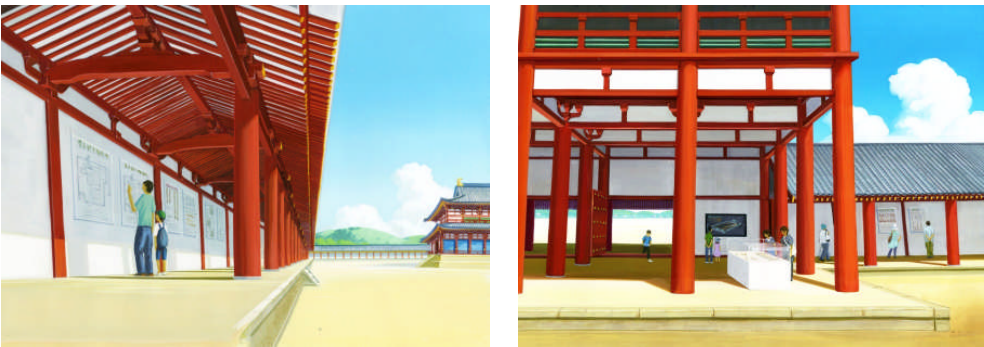
Zone I  
The ground where the weight of a larger part of the upper structures should be reduced due to the soft grounds.

Issues to be considered regarding the “reconstruction”:

(2) Securing the Exhibition Space

➤ It is being considered to secure exhibition spaces to provide information such as the outline of the Former Imperial Audience Hall Compound.

➤ It is being considered to secure exhibition spaces in the west corridor and west tower based on the principle that the exhibitions shall be minimized by taking the design into consideration and without modifying the forms and designs of the structures specified in the draft plan for “reconstruction”.



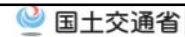
One example of an exhibition  
(West Corridor)

One example of an exhibition  
(West Tower)

4



## Issues to be considered regarding reconstruction:



## (3) Measures for the passages of the inner courtyard

- Basically, the passages of the inner courtyard shall be pebbled based on the excavations; however the management and functional aspects should be taking into consideration for the finish of the paving.

## 【 The passage for people with disabilities 】

- The passage shall be effectively pebbled to eliminate the uneven surface in order to allow access by wheelchair users or a flat and smooth pavement with the colors that match to that of the pebble.
- The width of the passage shall be 2m (1.80m or more\*<sup>1</sup>), which is enough for wheelchair users to pass each other on the passage.
- The slope of the ramp shall be 1/12 or more\*<sup>2</sup>.
- Installation of the landings\*<sup>3</sup>, handrails\*<sup>4</sup> and fall prevention facilities\*<sup>5</sup> shall be considered.

## 【 The passage for emergency vehicles 】

- The passage shall be effectively pebbled in order to allow access by emergency and administrative vehicles.
- The width of the passage for emergency vehicles shall be 3m.

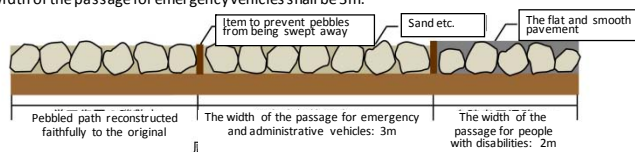
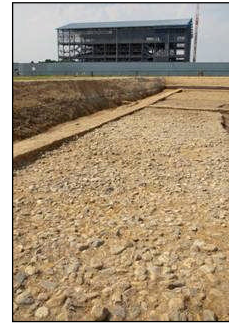


Image of the paving (the thickness of the pebble: approx. 10cm)

## Pavement of the Inner Courtyard

Condition of the pavement (the 454<sup>th</sup> excavation)

**Summary of the Report, Questions and Answers at the  
Informal Meeting for the State of Conservation of the Nara Palace Site  
(Prepared by the Nara Prefectural Government and Nara Municipal Government)**

- Summary of the Report (See Annex 2-4-2)

1. Formulation of the Comprehensive Preservation and Management Plan for the  
“Historic Monuments of Ancient Nara”

- In view of the need for comprehensive preservation and management of the  
“Historic Monuments of Ancient Nara” consisting of eight different types of  
component parts, the Agency of Cultural Affairs, the Nara Prefectural and  
Municipal Governments, and related organizations shall work together to  
formulate a Comprehensive Preservation and Management Plan (See Annex  
2-4-2, p.1, lower slide).
- The chapter for the Nara Palace Site included in the Comprehensive  
Preservation and Management Plan shall be formulated based on the “Basic  
Scheme for the Preservation and Restoration of the Nara Palace Site” (1978),  
the “Implementation Plan for the Basic Scheme for the Preservation and  
Management Plan” (2008), and the “Basic Plan for the Asuka-Nara Palace Site  
Historical National Government Park (Nara Palace Site)” (2008). (See Annex  
2-4-2, p.2, upper slide)
- The Plan shall be drafted by the Nara Prefectural/Municipal Governments and  
supervised by the Agency for Cultural Affairs in cooperation with the Nara  
National Research Institute for Cultural Properties. The Plan will be submitted  
to the UNESCO World Heritage Center by the end of January, 2015 (See Annex  
2-4-2, p.2, lower slide).

- Summary of Questions and Answers

1. Questions

- Various plans issued by different organizations and bodies (such as the

development plan by Nara City) currently exist. How should these different plans be coordinated from the viewpoint of the World Heritage property “Historic Monuments of Ancient Nara” as a whole? Will all the related organizations and bodies participate in the formulation of the Comprehensive Preservation and Management Plan? We consider that the Ministry of Land, Infrastructure, Transport and Tourism should also participate in the formulation of the Plan given that the Ministry seems to be playing an important role in implementing the Plan.

## 2. Answers

- From the perspectives of the urban planning, landscape planning and cultural property preservation etc., the Government of Japan and the Nara Prefectural/Municipal Governments currently implement the measures to preserve and utilize the “Historic Monuments of Ancient Nara” based on their respective roles while sharing information. We intend to enhance the preservation and management structures in the process of formulating the Comprehensive Preservation and Management Plan.
- We consider that we should establish respective preservation and management policies for each component part, as well as comprehensive preservation and management methods and system for all parts as a whole. Since the eight component parts are owned by different owners, we should discuss further the method and process for building a consensus among the concerned parties including the owners. Also, in formulating the Comprehensive Preservation and Management Plan, we shall consider ways of holding consultations including the possibility of establishing a committee participated in by the concerned parties including the Ministry of Land, Infrastructure, Transport and Tourism.

## Comprehensive Preservation and Management of “Historic Monuments of Ancient Nara” and Nara Palace Site

Nara City, Nara Prefecture

### The cultural properties that constitute “Historic Monuments of Ancient Nara”

#### Wooden Structures

Tôdai-ji  
Kôfuku-ji  
Kasuga-Taisha  
Gangô-ji  
Tôshôdai-ji  
Yakushi-ji

#### Associative Cultural Landscapes

Kasuga-Taisha  
Kasugayama Primeval Forest

#### Archaeological Remains

Nara Palace Site

## The proposed arrangement of the chapters for the Comprehensive Preservation and Management Plan

- Chapter 1: The purpose and background of the formulation of the comprehensive preservation and management plan, structure and composition etc. of the plan
- Chapter 2: Outstanding Universal Value/Evaluation Criteria/Constituent Assets
- Chapter 3: The current situation and issues regarding the assets and surrounding environments
- Chapter 4: Basic policies
- Chapter 5: Preservation and management of Outstanding Universal Value
- Chapter 6: The integrated conservation with the surrounding environments
- Chapter 7: Implementation of the monitoring of the progress
- Chapter 8: Promotion of maintenance, opening to the public and utilization.
- Chapter 9: Establishment and operation of the system
- Chapter 10: Formulation and implementation of the action plan

## The proposed schedule to formulate the plan

**January 2013: The overall structure and the schedule to formulation schedule shall be presented in the report regarding the Nara Palace Site**



Writing and Translation (into English) processes by  
Nara City (Nara Prefecture)

**December 2014: The formulation of the final version of the Comprehensive Preservation and Management Plan (English version) shall be completed.**

**January 2015: The Plan shall be submitted to UNESCO**

Compiled by the Agency for Cultural Affairs  
Written by Nara City, Nara Prefecture  
Cooperated by Nara National Research Institute for Cultural Properties

## **Summary of the Site Visit at the Informal Meeting for the State of Conservation of Nara Palace Site**

- **Summary of Site Visit**

### **1. Temporary Visitors' Facilities at the Entrance Square**

- The Nara Prefectural Government explained about the facility outlines, purposes and removal plan for parking lots, toilets and rest facilities.

The Nara Prefectural Government also explained about the transportation terminal plan for the development of the areas outside the World Heritage Property as well as the measures to reduce traffic congestions in Nara City, which were being implemented on the day of the site visit by utilizing the temporary bus terminal.

### **2. Temporary Visitors' Facilities at the South Gate Square**

- The Nara Prefectural Government explained about the facility outlines and purposes of toilets and rest facilities.

### **3. Temporary fences surrounding the Front Courtyard of the Former Imperial Audience Hall Compound**

- The Nara Prefectural Government explained about the facility outlines, purposes and removal plan for the temporary fences.
- The temporary fences were inspected from various locations (from the inside of the Imperial Audience Hall Compound and the top of the Imperial Audience Hall Platform)

- **Summary of questions and answers**

### **1. Questions**

- When do you plan to remove the temporary visitors' facilities?
- Do you mean that the temporary fences surrounding the Former Imperial Audience Hall Compound currently in place are not a part of so called

“reconstruction”? Please explain the height of the earthen mounds installed to preserve the underground archaeological remains.

## 2. Answers

- We shall implement the removal of the temporary visitors’ facilities, as well as the relocation of the factory premises and equipment by September 2014.

We will launch a project to construct the transportation terminal after the completion of the soil contamination investigation and the excavation of buried cultural properties for the planned relocation site. Moreover, we plan to remove the temporary visitors’ facilities after we partly commence the service of the transportation terminal in March 2016. However, there may be some delays in the plan depending on the progresses of the excavation.

- The temporary fences are not a part of “reconstruction.” All of the temporary fences shall be removed when implementing the “reconstruction” of earthen-walled corridors, etc. Moreover, the height of the earthen mounds for maintaining the underground archaeological remains in good condition shall be approximately 1.5m.

## Retrospective Statement of Outstanding Universal Value

**Historic Monuments of Ancient Nara (Japan, 870)****Date of inscription:** 1998**Date RSOUV:** 2012**Brief Synthesis**

The Historic Monuments of Ancient Nara bear exceptional witness to the evolution of Japanese architecture and art. They vividly illustrate a critical period in the cultural and political development of Japan, when Nara functioned as the capital of Japan from 710 to 784. During this period the framework of national government was consolidated and Nara enjoyed great prosperity, emerging as the fountainhead of Japanese culture.

The Historic Monuments of Ancient Nara are located in the modern city of Nara and include eight component parts composed of seventy-eight different buildings covering 616.0 hectares. The total area protected within the "historic environment harmonization area" is 3,118.4 hectares which extends beyond the required buffer zone (1,962.5 hectares in extant) and the inscribed property.

The site of Heijō-kyō was carefully selected in accordance with Chinese geomantic principles. A grand city plan, based on Chinese examples such as Chang'an, was laid out, with palaces, Buddhist temples, Shinto shrines, public buildings, houses, and roads on an orthogonal grid. The palace itself, located at the northern end of the central avenue, occupied 120 ha. It comprised the official buildings where political and religious ceremonies took place, notably the Daigokuden (imperial audience hall) and Chōdō-in (state halls), and the imperial residence (Dain), together with various compounds for administrative and other purposes.

The component parts include five Buddhist temples (the Tōdai-ji, the Kōfuku-ji, the Yakushi-ji, the Gangō-ji and the Tōshōdai-ji), a Shinto shrine (the Kasuga-Taisha), an associative cultural landscape (the Kasugayama Primeval Forest), and an archaeological site (the Nara Palace Site). Together, these places provide a vivid and comprehensive picture of religion and life in the Japanese capital in the 8<sup>th</sup> century, a period of profound political and cultural change.

**Criteria****Criterion (ii)**

The historic monuments of Ancient Nara bear exceptional witness to the evolution of Japanese architecture and art as a result of cultural links with China and Korea which were to have a profound influence on future developments.

**Criterion (iii)**

The flowering of Japanese culture during the period when Nara was the capital is uniquely demonstrated by its architectural heritage.

**Criterion (iv)**

The layout of the Imperial Palace and the design of the surviving monuments in Nara are outstanding examples of the architecture and planning of early Asian capital cities.

**Criterion (vi)**

The Buddhist temples and Shinto shrines of Nara demonstrate the continuing spiritual power and influence of these religions in an exceptional manner.



## **Integrity**

Historic Monuments of Ancient Nara include the group of buildings of the Buddhist temples representing this historic city, the harmonious cultural landscape of the sacred forest and the Shinto shrine, demonstrating traditional worship in Japan, and an archaeological site. These essential component parts of the property illustrate Japanese political structure and cultural tradition in the 8<sup>th</sup> century. Each component part has an adequate buffer zone, and thus the integrity of the property is ensured in the contexts of both wholeness and intactness.

Since the World Heritage Committee expressed concern in 2003 about the negative impact on the buried cultural resources at Nara Palace caused by changing groundwater levels due to the Yamato-Kita Road highway construction, government intervention and monitoring has been ongoing. The State Party is currently addressing the visual impact of the planned new visitor facilities at Heijo Palace.

## **Authenticity**

Restoration work on the sites of ancient Nara began in the late 19<sup>th</sup> century after the enactment of the Ancient Shrines and Temples Preservation Law (1897). The Kasuga-Taisha Shinto shrine has maintained its tradition of routine reconstruction

The level of authenticity of the various buildings on the property is high from the view of form and design, materials and substance, traditions and techniques, and location and setting. Japanese conservation principles have ensured that replacement of damaged or degraded architectural elements has respected the materials and techniques used by the original builders. The archaeological site of the Nara Palace Site, protected for a long period under cultivated rice fields has also a high level of authenticity in form, materials and substance, and location and setting. Unearthed archaeological remains have been reburied for protection.

There has been some reconstruction of the gate, the study hall, and the garden at the Nara Palace Site. The continuity of traditional architecture in Japan and the substantial amount of data recovered by archaeological excavation has ensured that the reconstructed buildings have a high level of authenticity in form and design. The State Party is currently addressing how to best maintain that continuity in ongoing reconstruction work emphasizing the need for a clear rationale and justification for all interventions.

The Kasugayama Primeval Forest has been preserved as a sacred forest where no hunting or tree-felling has been permitted since 841. Thus it retains a high level of authenticity in location and setting, and spirit and feeling.

## **Requirements for protection and management**

All the component parts are designated as National Treasures, a Special Natural Monument, a Special Site, and etc. under the 1950 Law for the Protection of Cultural Properties.

The places of worship (the Buddhist temples and the Shinto shrine) are owned by their respective religious communities, and the state of conservation is strong. Nara Prefecture has the responsibility of managing and protecting the Kasugayama Primeval Forest, and the Nara Palace Site has been maintained in collaboration with the Japanese government and Nara prefecture. In particular, the Nara Palace Site and its buffer zone have been parts of a National Government Park since 2008, and maintenance projects are continuously planned with the aim of appropriately protecting and utilizing the archaeological site.

There are clearly defined and adequate buffer zones around all the component parts. These are provided for in the Law for the Protection of Cultural Properties, the Law concerning Special Measures for the

Preservation of Ancient Cities, and various prefectural and municipal regulations.

There is no overall conservation and management plan for the property as a whole, although each component part is the object of a conservation and maintenance survey program that includes restoration activities. To ensure the long-term conservation and protection, management and conservation policies will need to be developed.



# HISTORIC MONUMENTS OF ANCIENT NARA

( Excerpt )



WORLD HERITAGE LIST NOMINATION CULTURAL PROPERTY

1997  
Agency for Cultural Affairs  
Government of Japan



Completed as a whole with a harmoniously integrated design, this building exemplifies the Kamakura Period architectural style in which details of the *Daibutsuyô* (Great Buddha style) are incorporated into the *Wayô* (Japanese style) structure.

The *Hôzô* and the *Kyôzô* are both storehouses constructed in the *Azekura-zukuri* ("log-house" repository style) of the Nara Period. The *Kyôzô*, originally built as the storehouse for an aristocrat's mansion, had a gabled roof, but later after it was donated to the temple, the roof style was changed to the hipped roof style, which was considered more suitable for a temple storehouse. The *Hôzô*, on the other hand, which was newly constructed as a temple storehouse from the start, is now considered a typical example of *Azekura-zukuri* architecture of the Nara Period.

#### H. The Nara Palace Site

The Nara Palace was located at the northern end of the central main avenue of the Nara capital, extending 1.3 km east to west and 1 km north to south with an area of 120 ha. In the wide palace compound were the Daigokuden (imperial audience hall), the Chôdô-in (state halls), the Dairi (imperial domicile), other administrative offices, and many other buildings.

Archeological excavations of the Nara Palace site, started in 1955, came into full stride four years later in 1959, and since then it has been continuing on a year-round basis. The area that has been excavated over the past 40 odd years has reached one third of the total site area, or approximately 40 ha. This extensive undertaking, one of the most ambiguous planned research and excavation efforts in the world, is still under way.

The research work has revealed not only the placement of buildings and traces of historical changes but has also brought to light a great volume of historical fact on subjects ranging from the bureaucratic system of the palace to the customs and culture of the Nara Period.

The Nara Palace was enclosed and protected by tall earthen walls called *Tsuiji-ogaki*, about 5 meters in height, which had 12 gates as entrances to the palace compound. Among them, the Suzaku gate at the center of the south wall was the main entrance, inside which were located the central Daigokuden (imperial audience hall) and the Chôdô-in (state halls), and farther to the east was a similar state hall called the East Chôdô-in. It was to the north of the East Chôdô-in that the imperial domicile called the Dairi was located. Around these principal facilities were areas assigned for administrative offices, where clusters of buildings were located. Writings on wooden tablets and earthenware, which have been excavated in past research efforts, tell us that there existed many government offices such as the Grand Council of Administration (Daijôkan), the Ministry of Military Affairs (Hyôbushô), the Ministry of Personnel Affairs (Shikibushô), the Imperial Stable Bureau (Meryô), the Office of Imperial Food Service (Daizenshiki), and the Department of Sake Making (Mikinotsukasa).

The Daigokuden and the Chôdô-in, positioned at the center of the Nara Palace, were the two most important official halls used for political events, ceremonies, and banquets. The buildings in these compounds were arranged symmetrically along a central axis running north to south. Each building was erected on a podium, with a tiled roof and vermilion-lacquered pillars after the Tang Dynasty China style. In contrast, both the Dairi (imperial domicile) and the other general government offices were designed in a traditional Japanese style — i.e. a structure with a shingled cypress-bark roof and unpainted pillars embedded directly into the earth.

The palace compound also included palace gardens. As a result of archeological excavation, we have a full picture of one of the palace gardens, which was discovered at the south edge of the eastern precinct of the palace site; in the center of the area there was located a shallow pond with a stone-paved bottom, and in the periphery of the area were buildings from which to appreciate the beauty of the garden. As a Nara Period palace garden, this site is

exceptionally rare, and all the more valuable in terms of its preserved state, artistry, scale, etc. Work to restore this palace garden to its original state is currently under way, deliberately exposing the remaining original stone pavements, so that visitors can better understand how the garden used to be in the Nara Period.

The Nara Palace site is designated as a Special Historic Site. Maintenance and development of the site are under the control of the Nara National Cultural Properties Research Institute, which is an organization affiliated with the Agency for Cultural Affairs. Within the 131 hectares designated as a Special Historic Site, the area targeted for educational development is a state-owned area of 108 ha, the rest being occupied with residential buildings. Educational development of the Nara Palace site was conducted initially at the start of the 20<sup>th</sup> century, though only partially; full-scale development started when the Basic Scheme for the Preservation and Development of the Nara Palace Site as a Special Historic Site was established in 1978, and implementation has been continuously under way since that time. Defining the Nara Palace Site as a "field museum of a historic site", this basic scheme aims to develop the site into a central site for scholarly study regarding ancient capital palaces in East Asian countries including Japan and a place where ordinary people can deepen their understanding of the customs and culture of an ancient capital palace through first-hand contact. In order to achieve this unique goal without impairing the value of the historic site, educational development is introduced only in areas where archeological excavations have already been completed, using various methods adopted only after careful consideration of the characteristics of the specific area confirmed in past investigations. For further details, see Appendix 13a for methods and significance of educational development at the Nara Palace Site.

The Nara Palace site is not simply a valuable archeological site which opens the gate to a wealth of archeological fact about an ancient capital palace



in the East Asian region including Japan. It is in the process of developing into an open-air museum which can communicate the value of the archeological remains in an easily understandable form presented aboveground, and the goal is to cultivate familiarity with this historic site for both scholarly and recreational purposes.

**Appendix 5: outline of architectural history**

**Appendix 6: inventory of the cultural assets; copies of the official designation notices**

**6a: inventory of the cultural assets included in the nominated property**

**6b: copies of the official notices**

**Appendix 7: drawings of the major buildings and excavated remains**

**7a: drawings of the major buildings**

**7b: drawings of the major excavated remains**

**Appendix 13: methods and significance of educational development at the Nara Palace Site**

**Additional reference material 2: books**

*Nara Imperial Palace Site Museum;*

*The Historic City of Nara (an Archaeological Approach)*

**c) Photographic and/or cinematographic documentation**

**Appendix 8: list of photographs**

**Appendix 9a: photographs**

**Appendix 9b: maps indicating the places where the photographs were taken**

**Additional reference material 3:**




color slides (taken in November and December 1996; copyright agreement attached)

**Additional reference material 4:**

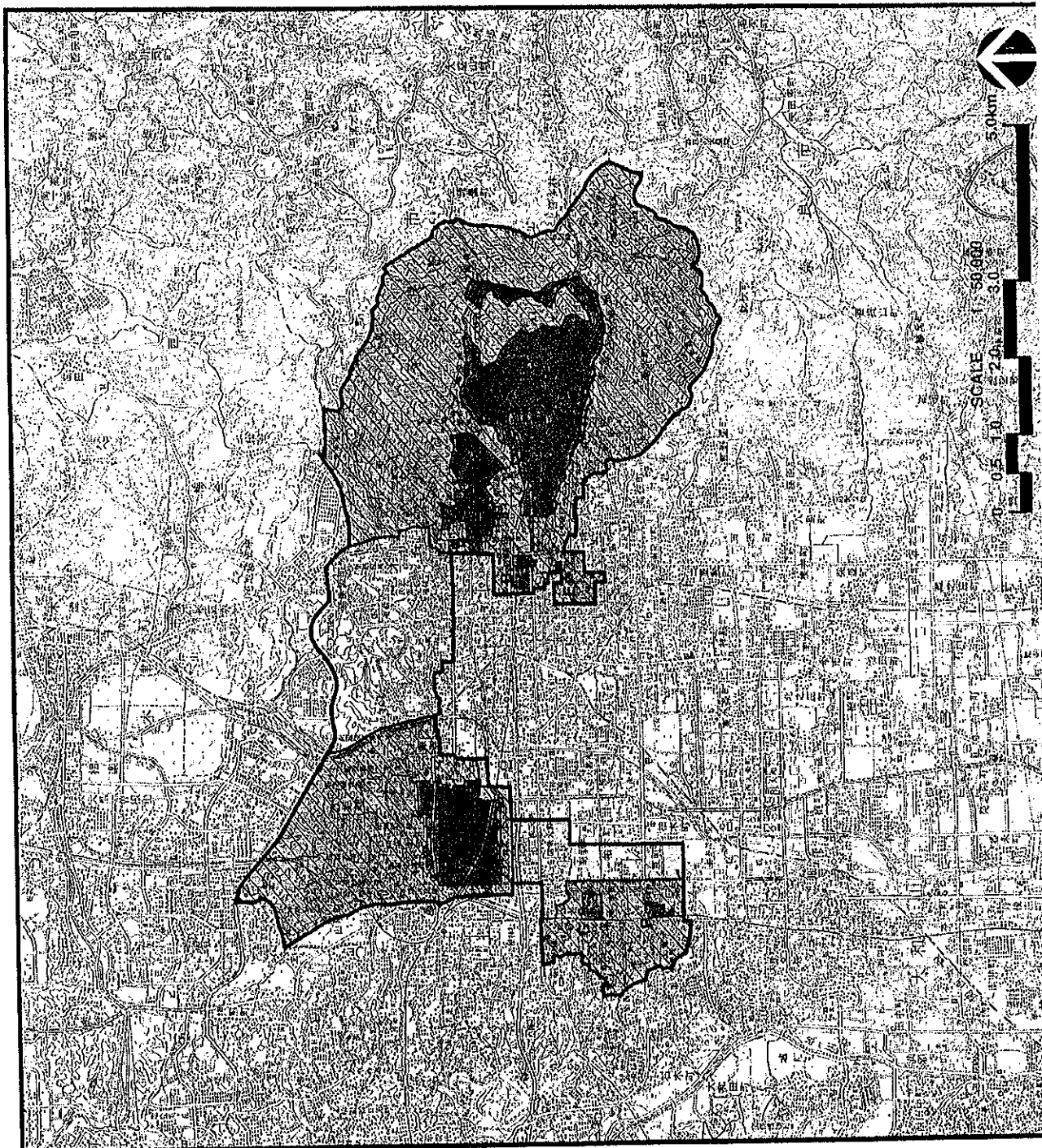
videotape production (filmed from November 1996 to January 1997)

# APPENDIX 2

MAP INDICATING THE NOMINATED  
PROPERTY AND THE SURROUNDING  
NATURAL AND BUILT ENVIRONMENT

	Nominated Property	616.9 ha
	Buffer Zone	1,962.5 ha
	Historic Environment Harmonization Area	539.0 ha
	Total	3,118.4 ha

A: Tôdai-ji Area	68.9 ha
B: Kôfuku-ji Area	12.4 ha
C: Kasuga-Telaha Area	93.1 ha
D: Kasugayama Primeval Forest Area	298.6 ha
E: Gangô-ji Area	0.8 ha
Buffer Zone	1,311.6 ha
F: Yakushi-ji Area	5.1 ha
G: Tôshodai-ji Area	9.1 ha
Buffer Zone	186.3 ha
H: Nara Palace Site Area	128.9 ha
Buffer Zone	464.6 ha



J A P A N / N A R A

Monuments historiques de l'ancienne Nara / Historic Monuments of ancient Nara :  
Plan indiquant la zone proposée pour inscription et la zone tampon / Map showing nominated property and buffer zone

Mt. Kasugayama was then designated as a Natural Monument in 1924, collectively identified by the name of Kasugayama Primeval Forest. The Kasugayama Primeval Forest suffered severe damage in the typhoon of 1961 and was partially burned by a forest fire in 1978, but on each occasion the damaged area was reforested promptly, with the result that no secondary damage was incurred. Those experiences led to the positive introduction and promotion of countermeasures against hazards, including the installation of fire extinguishing equipment along the trails in the area in 1983. These trails, originally constructed in 1900 for visitors on foot, were later modified and opened to motor vehicles, but since the 1970s access by car has been restricted to a minimum in order not to disturb the primeval forest. Currently the management office of Nara Park, which was established within the park area in response to a 1978 forest fire, is in charge of the management and protection of the forest and is continually implementing countermeasures against adverse human impact as well as natural disaster.

The abandoned Nara Palace site came to be covered with rice fields for a long while after the capital was transferred from Nara to Kyoto, with some of the original building foundations still remaining beneath the earthen mounds. From the end of the Edo Period into the Meiji Period, investigation and research on the Nara Palace site started on the basis of studies of place names or topographical configuration, which attracted the attention of a number of people and triggered a preservation movement. Following the 1919 enactment of the Law for the Preservation of Historic Sites, Places of Scenic Beauty and Natural Monuments, the Nara Palace site was designated as a Historic Site in 1922 and thus came under national protection. It was around this time that a program of development for educational purposes was introduced here, although only partially. Since it turned out as a result of an archeological excavation in 1953 that the remains of the palace existed in a good preservation state underground, the national

government decided to start a large-scale program of planned research in 1955.

In 1962, construction of a depot for railroad cars was planned at the southwest corner of the site, which was not yet included in the legally protected area at that time; in response to this there arose a protest movement on a nation-wide scale, calling for the preservation of the area and eventually in 1963 the national government made a decision to purchase the entire area in question for preservation. Since the Nara Palace site was first designated as a Historic Site, the designated area has been extended four times so that now practically all of the area of the Nara Palace site is securely under national protection. In addition to establishment of protective measures, full-scale educational development started in 1963, conducted under the management of the Nara National Cultural Properties Research Institute in coordination with the on-going archeological excavations.

**Appendix 10: chronological table of conservation work**

**Appendix 11: plans indicating locations of the buildings for which conservation work has been completed**

d) Means for preservation / conservation

i) Management of the Individual Cultural Assets Included in the Nominated Property

All the cultural assets included in the nominated property are protected and preserved by the national government under the Law for the Protection of Cultural Properties; the buildings are protected as National Treasures or Important Cultural Properties, the Kasugayama Primeval Forest as a Special Natural Monument, and the Nara Palace site as a Special Historic Site. In addition, the national government has designated the land where those nominated buildings are located as Historic Sites in order to reinforce the degree of protection. The law provides for the conservation of the buildings and

underground remains as well as the natural features of the immediate environment around the nominated property. The existing state of the designated buildings or sites cannot be changed without the permission of the national government.

Ordinary maintenance and management of the buildings included in the nominated property is the responsibility of their owners. In the case of conservation repair work, the owners can receive financial support from the national government, which subsidizes 50 to 85 % of the total cost, and also from local governments. The execution of the repair work is entrusted to Nara Prefecture and is carried out by its highly skilled conservation specialists, who follow the work continuously from the preliminary investigation phase through the actual repair phase.

Since all of the buildings included in the nominated property are made of wood, countermeasures against fire are of prime importance in the protection of these cultural assets. At present, all of the National Treasures and Important Cultural Properties concerned are provided with automatic fire alarm systems and equipped with fire extinguishing systems and lightning conductors in the immediate vicinity. In addition, the owners have organized their own independent fire brigades to cooperate with the public fire defense organization under the guidance of the latter. The installation of the disaster prevention equipment is also conducted under the technical guidance and financial support of the national and local governments.

The buildings included in the nominated property are opened to the public throughout the year, though there are some restricted-entry areas in the compounds. To help the visitors understand the value of these cultural assets through effective presentation, the owners have provided facilities for the display of art works and so forth. Facilities for the visitors' convenience, such as parking, have also been provided.

Among the nominated cultural assets, at Yakushi-ji the restoration of its principal buildings has been conducted continuously as an integral part of the religious activities, and at Kōfuku-ji a plan for restoration and development is currently being formulated.

The management of the Kasugayama Primeval Forest is in the charge of the local government of Nara Prefecture, which is the official custodian designated under the Law for the Protection of Cultural Properties, and the practical management work is done by the management office of Nara Park, affiliated with Nara Prefecture. The management office is responsible for the conservation of the entire environment of Nara Park and has been protecting the Kasugayama Primeval Forest, located in the park, through regulations against adverse human impact, through countermeasures against forest fires and so forth. Trails have been provided in the primeval forest for recreational purposes, and portions of the trails are open to motor vehicles, but transgression off the trail into the forest is completely prohibited.

Management of the Nara Palace site is in the charge of the Agency for Cultural Affairs and the Nara National Cultural Properties Research Institute. In consideration of the fact that the remains are fragile by nature, composed of wood or earth, they are carefully preserved by reburying the excavated remains promptly after the completion of the archeological excavation research. The conditions of preservation are being monitored through recorded data on the underground water level and underground water quality. Along with the preservation program, development for educational purposes is also under way, implemented in accordance with the basic plan adopted in 1978 for the preservation and development of the Nara Palace site as a Special Historic Site. This plan, presenting a vision of the Nara Palace site as a "field museum of a historic site", aims to develop it into a central site for scholarly study regarding



capital palaces of ancient Japan, and at the same time to make it a place where ordinary people can deepen their understanding of the customs and culture of an ancient capital palace through first-hand contact. In order to indicate the original elements that remain underground, various types of presentation have been attempted on the ground level, while some excavated items and scale models of the original ancient buildings are on display in the museum. Convenience facilities, such as interpretation signs and lavatories, have also been provided. A reconstruction of the Suzaku gate (the main entrance in the south wall of the palace) is scheduled to be completed by the end of 1997 and a reconstruction of buildings in the Toin-teien area (eastern palace garden area) is also under way, while investigation is currently in progress regarding future reconstruction of the Daigokuden (imperial audience hall).

**Appendix 12: plans indicating locations of conservation management facilities and equipment**

**12a: the plan of fire preservation system**

**12b: the plan of support facilities and facilities for visitors**

**Appendix 13: methods and significance of educational development at the Nara Palace Site**

**ii) Management of Buffer Zones and Historic Environment Harmonization Areas**

Nara City has developed in a distinctly unique way, founded on the prosperity of resources of outstanding historical cultural value inherited from the times of the Nara capital. The Nara of today is blessed with abundant and beautiful nature and excellent cultural assets.

To preserve the environment of areas where pleasant natural landscapes exist, the Nara municipal government has undertaken a series of efforts: designation of Scenic Zones under the City Planning Law in 1937, extension of the areas included in the Scenic Zones in 1965, and implementation of



#### Identification

<i>Nomination</i>	Historic Monuments of Ancient Nara
<i>Location</i>	Nara Prefecture
<i>State Party</i>	Japan
<i>Date</i>	30 June 1997

#### Justification by State Party

The majority of the temples in Nara represent a Buddhist architectural style introduced from the Korean peninsula and the Chinese mainland in the 8th century which underwent a unique process of development in Japan. These buildings illustrate the high cultural and artistic levels of the wooden architecture of 8th century Japan and exhibit the close cultural interchanges with Korea and China. In view of the fact that nearly all the wooden buildings from that period in those countries are no longer in existence, the nominated property may be considered to be of special significance from the point of view of world history. Moreover, these buildings had a profound influence on later architecture of similar type, since it was to them that later builders turned: for example, the reconstruction of Tōdai-ji in the Kamakura period (1192-1333) produced a new architectural style by incorporating details of the *Daibutsuyō* (Great Buddha style) into the conventional Japanese *Wayō* style.

#### Criterion ii

The cultural assets that constitute the nominated property represent the most typical elements of Japan's ancient capital city, Heijō-kyō, among which the Nara Palace site has a special historical value as the archaeological remains of an ancient imperial palace. By comparison with the Heian-kyū (the Kyoto Imperial Palace), which existed from the 9th to the 11th century, the Nara Palace was in use for a very limited period of 74 years (710-84). Moreover, from the medieval period the town of Nara developed to the east of the former imperial capital, far from the site of the 8th century Palace. For this reason, unlike the Kyoto Palace, the Nara Palace site was not subject to urban development, and as a result it survived untouched after being abandoned. Since the buildings were of wooden construction, most of the above-ground structures disappeared, leaving only indirect traces in the form of changes to the topography, but much of what remained

underground has survived untouched to the present day. The copious collection of buried material remains, in the form of ceramics, roof tiles, and even records on wooden tablets, provides information on the customs, economy, and culture of the 8th century, which adds greatly to the historical and archaeological value of the site.

#### Criterion iii

The buildings included in the nominated property form an architectural ensemble that gives a vivid impression of the commanding appearance that Buddhist temples and Shinto shrines assumed in a socially and politically significant period of Japanese history when the previously unknown *Ritsuryō* system of legal and penal codes was being formulated under Buddhist influence. At the same time, these buildings are of outstanding value in studying the ancient Japanese forms of temple architecture.

#### Criterion iv

The nominated buildings are outstanding manifestations of the use of religious space which is unique to Shintoism and Buddhism in ancient Japan. Among the natural environments surrounding these man-made constructions, the woodlands behind the Kasuga-Taisha shrine, which have long been revered as sacred areas, are exceptional examples of the cultural landscapes associated with the Shinto religion, which is indigenous to Japan. These sites also continue to be the locations of living traditions, since important religious rites and ceremonies relating to Shintoism and Buddhism continue to be practised at them.

#### Criterion vi

#### Category of property

In terms of the categories of cultural property set out in the 1972 World Heritage Convention, the temples and shrines constitute a *group of buildings*, the Nara Palace Site, the Kasuga-Taisha Compound, and the Kasugayama Primeval Forest are *sites*, whilst the latter two are also *associative cultural landscapes*.

#### History and Description

##### History

In 710 the capital of Japan was transferred by Empress Gemmei from Fujiwara to Nara, which prospered as the political, economic, and cultural centre of the country for the next 74 years, during what is known as the Nara Period. The site of Heijō-kyō was carefully selected in accordance with the Chinese geomantic principles governing the location of an imperial palace. A grand city plan, based on Chinese examples such as Chang'an, was laid out, with palaces, Buddhist temples, Shinto shrines, public buildings, houses, and roads on an orthogonal grid. It covered an area of 2500ha, and its population is estimated to have been around 100,000.

The palace itself, located at the northern end of the central avenue, occupied 120ha. It comprised the official buildings where political and religious ceremonies took place, notably the Daigokuden (imperial audience hall) and Chōdō-in (state halls),

and the imperial residence (Dairi), together with various compounds for administrative and other purposes.

During this period an integrated imperial policy for the promotion of Buddhism was developed and applied from Nara. Emperor Shōmu ordered temples and convents to be built in all the provinces, and built Tōdai-ji in 745 as the central provincial temple in Japan.

In 784 the imperial capital moved to Nagaoka for a mere nine years, and then to Kyoto (Heian), where it was to remain until 1184. The site of the abandoned Nara capital became paddy fields. However, most of the temples and shrines survived intact; they maintained their high status and imperial patronage. As a result a new town developed around them which became known as Nanto (South Capital). The temple area around Tōdai-ji, Kōfuku-ji, Gangō-ji, and Kasuga-Taisha was particularly prosperous, and it was here that the modern city of Nara was to develop in the 16th century.

In 1180, however, Tōdai-ji and Kōfuku-ji were burnt to the ground in a period of internal strife. They were to be rebuilt soon afterwards, at the beginning of the Kamakura Shogunate (1185). Whilst Kōfuku-ji adopted the traditional Japanese *Wayō* style, however, Tōkai-ji was to be rebuilt in the *Daibutsuyō* (Great Buddha) style, introduced from Sung Dynasty China.

The Nara temples were to lose their prestige in the Muromachi Period (1333-1572). They suffered grievously from damage by fire: at Tōdai-ji, for example, the Tōtō (east pagoda), Kōdō (lecture hall), Sōbō (priests' living quarters), Kondō (Great Buddha Hall), Chūmon (middle gate), and Kairō (cloister) were all destroyed in different periods of unrest. Some buildings were reconstructed during the early Edo Period (1615-1867), with the assistance of the Shogunate. Although the Kondō was reduced to two-thirds of its original floor area, it is still the largest extant wooden structure in the world.

#### Description

Heijō-kyō (the Nara capital) lies in a basin, open to the south and enclosed by low mountains on the north, east, and west.

The nomination covers groups of buildings and sites in eight separate locations: five Buddhist temples, one Shinto shrine, one forest, and one archaeological site.

#### - The Buddhist temples

The *Tōdai-ji* consists of a group of buildings. The Kondō (Great Buddha Hall), which houses the seated image of the Vairocana (Great) Buddha, owes its present form to a major restoration campaign that ended in 1709. It is a monumental seven-bay wooden structure (reduced from an original eleven bays), and the bronze statue is nearly 15m high. Other elements that have survived successive fires are the Nandaimon and Tegaimon (south and west gates), Hokkedō (two earlier buildings merged to form a Buddha hall), Shōshō-in Shōshō (large repository in "log-house" style for documents and treasures raised on tall pillars), Kaisandō (founder's hall, which combines *Wayō* and

*Daibutsuyō* features), Hombō-Kyōko (sutra repository, also in "log-house" style and raised on pillars), and Shūrō (bell house, owing its present form to a 13th century rebuilding).

The *Kōfuku-ji* was originally erected in Fujiwara and rebuilt in Nara when the capital moved there in 710. It was the temple of the influential Fujiwara clan, and so was specially protected and embellished up to the Edo Period. In the early Meiji Period it fell into a steep decline following the promulgation of the Shintoism and Buddhism Separation Decree and was saved only in the nick of time. Its main features are the Hokuendō (north octagonal hall, with the earliest evidence of the introduction of the *Daibutsuyō* style), Sanjunōtō (three-storey pagoda from the late 12th century), Tōkondō (east main hall, a seven-bay structure with hipped roof rebuilt in the 15th century in pure *Wayō* style), and Gōjunōtō (five-storey pagoda), at 50m the second highest pagoda in Japan and a symbolic landmark in Nara.

The *Gangō-ji* was the first Buddhist temple in Japan, built by the powerful chieftain Soga-no-Umako in the 6th century and originally known as Asuka-dera. It was transferred from Asuka in 718 when the capital moved to Nara. Much of it was destroyed by fire in 1451 and only a few components survive to give an impression of its striking appearance in its prime. The Zenshitsu and the Hondō were originally a single long building, known as the Sōbō and used as living quarters for the priests. The Zenshitsu consists of four of the twelve original components of the Sōbō, whilst the Hondō (main hall) is its Buddha hall remodelled so as to provide an outer chamber for the use of devout Buddhists to pray. Both buildings are in an eclectic style incorporating *Daibutsuyō* and *Wayō* features.

The *Yakushi-ji* was also relocated from Fujiwara to Nara, where it was considerably enlarged. It has suffered a number of disasters during its long history. The Tōtō (east pagoda) remarkably survived all of these and retains its original form, which dates back to the 8th century; it has three storeys, but intermediate pentice roofs give the illusion that it has six storeys. The Tōindō (Buddha Hall) owes its present form to a late 13th century reconstruction (although its orientation facing south was changed in 1733 so that it now faces west). Its interior with wooden floors and a ceiling is typical of Kamakura Period architecture.

The *Tōshōdai-ji* was originally built by the Chinese high priest Jian Zhen (Ganjin) in 759 for students of Buddhist precepts. It is unusual in having suffered very little from fire or other forms of disaster. Its main features are the Kondō (main hall, the only extant example built in the Nara Period and very important in the study of Japanese temple architecture), Kōdō (lecture hall, originally a state assembly hall in the Nara Palace and the only surviving example of the architecture of the Palace), Korō (sutra repository in the Kamakura Period eclectic style), and Hōzō and Kyōzō (two Nara Period repositories in "log-house" style).

#### - The Kasuga-Taisha

According to legend the *Kasuga-Taisha* (Kasuga Great Shrine) was founded in 768, but its origins are believed

to go back to the beginning of the Nara Period. It is located at the foot of two sacred mountains, Kasugayama and Mikasayama, which have long been revered as sites where the deities descend to earth. During the later Heian Period it was united with the Kôfuku-ji, as part of the prevailing view that Kami (the deity of Shintoism) and Buddha existed as a single body.

The buildings of Kasuga-Taisha have been restored and reconstructed on many occasions following decay and destruction. The Honden (main shrine) was demolished and reconstructed in exactly the same form every twenty years, regardless of its condition, in accordance with the principle of *Shikinen-zôtai*; this policy continued until 1863.

The buildings are all within the shrine precinct and, according to tradition, are roofed with cypress-bark shingles, so as to harmonize with their natural environment. The Honsha Honden consists of the four main shrine buildings in the *Kasuga-zukuri* style, much favoured for Shinto shrine architecture and thought to have originated in the Nara Period. The buildings have gabled roofs, with the main canopied entrance on the gable end. There are many other buildings within the overall enclosure, all in similar style.

- The Kasugayama Primeval Forest

The natural environment is an integral element of all Shinto shrines. In the case of Kasuga-Taisha this is provided by Kasugayama, which has been preserved as a sacred forest where no hunting or tree-felling has been permitted since 841. There is no form of human intervention beyond the provision of footpaths for the use of worshippers and pilgrims.

- The Nara Palace Site

This vast compound, 1.3km east-west and 1km north-south, contains all the elements necessary to meet the official and private requirements of the imperial family. These included the Daigokuden (imperial audience hall), Chôdô-in (state halls), Dairi (imperial residence), offices, workshops, stores, stables, etc.

The compound was enclosed by earthen ramparts (*Tsuji-ogaki*) some 5m high and crossed by twelve gates. The main entrance was the Suzaku Gate in the middle of the south wall, giving access to the Daigokuden and Chôdô-in, the most important buildings in the imperial complex, used for political ceremonies and banquets. The buildings within these compounds were arranged symmetrically on a central north-south axis. Each building was on a podium, with a tiled roof and pillars lacquered in vermilion in the style of the contemporary Chinese Tang Dynasty.

A little to the east was another state hall, the East Chôdô-in, to the north of which the Dairi was located. Here the buildings were, by contrast, in traditional Japanese style: roofed with cypress-bark shingles and supported on unpainted pillars set directly in the ground.

The compound also included a number of gardens, details of one of which have been found by archaeological excavation. In the centre there was a shallow pond, the bottom of which was paved with

stone; all around were pavilions from which to appreciate the beauty of the garden.

## Management and Protection

### Legal status

The 78 buildings included in the nomination are designated as National Treasures (26) or Important Cultural Properties (52) under the terms of Article 27 of the 1950 Law for the Protection of Cultural Properties. The areas in which they are located are also designated, under Article 69 of the same statute, as Historic Sites or Places of Scenic Beauty, and this article is used for the designation of the Kasugayama Primeval Forest as a Special Natural Monument and the Nara Palace Site as a Special Historic Site.

This law has very strict provisions relating to the protection, preservation, and management of designated properties and sites. Any infringements entails severe penalties.

### Management

Ownership of the various properties is diverse. The places of worship (the Buddhist temples and the Shinto shrine) are the property of their respective religious communities. Certain parts of the Tôdai-ji are owned by the Ministry of Finance (which also owns the Kasugayama Primeval Forest and part of the Kôfuku-ji) and by the Imperial Household Agency. The Agency for Cultural Affairs is the official proprietor of the Nara Palace Site.

It is the responsibility of owners of designated buildings and areas to manage, repair, and open them to the public. Any alterations require the permission of the national government.

There are clearly defined and adequate buffer zones and historic environment harmonization areas around all the nominated properties. These are provided for in the Law for the Protection of Cultural Properties, the Law concerning Special Measures for the Preservation of Ancient Cities, and various prefectural and municipal laws and regulations related to urban planning, notably the very comprehensive 1990 Nara Municipal Ordinance concerning the City Landscape.

Overall supervision of the nominated properties is the responsibility of the Agency for Cultural Affairs. It carries out this work in collaboration, where appropriate, with the Council for the Protection of Cultural Properties (for matters relating to the 1950 Law), the Ministry of Finance, the Imperial Household Agency, the Prime Minister's Office (for matters relating to the Ancient Capitals Preservation Law), the Ministry of Construction (for matters concerning the City Planning Law), the Environment Agency (for matters related to the Natural Parks Law), the Forestry Agency (for matters related to the Forest Law), Nara Prefecture, Nara Prefectural Board of Education, Nara City, and Nara Municipal Board of Education.

Direct management, and in particular matters relating to research and investigation, conservation, repair, and

maintenance, comes within the purview of the Nara National Cultural Properties Research Institute, the Management Office of Nara Park, and the Boards of Education of Nara Prefecture and Nara City, all of which have highly skilled conservation sections.

There is no overall management plan for the whole body of properties included within the nomination. However, each has an annual conservation and maintenance survey programme, and special projects are programmed as parts of short-term planning exercises. Substantial financial aid (50-85%) is available for non-governmental owners from central government for conservation and restoration projects, and there are also funding possibilities from the prefectural and local governments.

In the case of the Nara Palace Site, a basic plan was adopted for its future development in 1978 as a "field museum" for research and educational purposes. This includes the reconstruction of certain components.

Nara City formulated in 1992 a Basic Scheme for City Landscape Formation, the objective of which is to preserve significant landscapes resulting from the coming together of nature and the works of man. This regulates and manages the overall appearance of the historic city and its surroundings. It is being used to ensure that the projected Keinawa Motorway, which is planned to pass through the southern part of Nara City, will not have an adverse impact on any of the cultural properties or landscapes.

## **Conservation and Authenticity**

### *Conservation history*

Respect for tradition and for sacred places resulted in the creation of special maintenance and restoration organizations by the imperial and shogunate administrations. Modern conservation began with the enactment of the Ancient Shrines and Temples Preservation Law in 1897, when professional architects and conservators were appointed in Nara Prefecture.

At first some of the techniques applied were at variance with what is now acceptable as good practice: the use of steel reinforcing frameworks, for example. Current Japanese practice, which is recognized to be of the highest quality both in terms of conception and workmanship, began with the restoration of the Horyuji temple in 1934. Since that time it has been applied systematically in Nara. It operates at two levels: major repair works, involving total or partial dismantling of buildings, and minor repair work/maintenance (roofing, painting, partial repairs).

Work in Kasugayama Primeval Forest has involved reforestation following damage by a typhoon in 1961 and by a fire in 1978. The latter resulted in the installation of fire-fighting equipment along the forest trails. Human impact was reduced when vehicle access was eliminated in the early 1970s.

The Palace Site was covered with rice paddies after the move of the capital to Kyoto. It came under national protection as an Historic Site in 1922. In 1953 archaeological excavation revealed that the remains of

the Palace had survived in a good state of preservation underground, and a major excavation programme began in 1955. The entire area of the imperial Palace is now in public ownership.

### *Authenticity*

The level of authenticity of the various properties included in the nomination is high. Japanese conservation principles have ensured that replacement of damaged or degraded architectural elements has respected the materials and techniques used by the original builders.

There has been some *in situ* reconstruction on the Nara Palace Site. The continuity of traditional architecture in Japan and the substantial amount of data recovered by archaeological excavation has ensured that the reconstructed buildings have a high level of authenticity in design and materials.

The same holds good for the garden reconstructions. The only reconstruction that might be considered to involve a significant element of conjecture is that of the Suzaku (south gate). Much of the constructional and decorative details depends upon archaeological evidence and that from surviving structures from the same period elsewhere.

## **Evaluation**

### *Action by ICOMOS*

An ICOMOS expert mission visited Nara in February 1998.

### *Qualities*

The properties that make up the nomination of the Historic Monuments of Nara provide a vivid picture of the religious and cultural life of Japan during a relatively short but politically and culturally very significant period of its history.

### *Comparative analysis*

By the very nature of Japanese history, each of the successive imperial capitals may be deemed to be unique. The special value of Nara lies in the fact that its monuments represent a period of profound cultural and political change influenced by China.

## **Brief description**

The historic monuments of Nara - temples, shrines, the excavated remains of the great imperial palace - provide a vivid picture of the capital of Japan in the 8th century AD, which was a period of profound political and cultural change.

## **Recommendation**

That this property be inscribed on the World Heritage List on the basis of *criteria ii and iv*:


*Criterion ii:* The historic monuments of ancient Nara bear exceptional witness to the evolution of Japanese

architecture and art as a result of cultural links with China and Korea which were to have a profound influence on future developments.

**Criterion iii:** The monuments of ancient Nara vividly illustrate a critical period in the cultural and political development of Japan.

**Criterion iv:** The 8th century Nara Period was a crucial one in Japanese history and culture, when it took a significantly new direction, and this is reflected in the historic monuments of Nara.

ICOMOS, October 1998





**71. Historic Monuments of Ancient Nara (Japan) (C 870)****Decision: 35 COM 7B.71**

The World Heritage Committee,

1. Having examined Document WHC-11/35.COM/7B,
2. Recalling Decision **33 COM 7B.76**, adopted at its 33rd session (Seville, 2009),
3. Notes that the State Party has not removed all of the temporary facilities associated with the Commemorative Event and plans to retain some of these until such time as permanent visitor facilities can be constructed, and urges it to proceed with the removal of all such structures, as previously requested by the World Heritage Committee;
4. Requests the State Party to submit to the World Heritage Centre for review by the Advisory Bodies, in line with Paragraph 172 of the *Operational Guidelines*:
  - a) plans for both temporary and permanent visitor facilities,
  - b) details of progress towards the establishment of the groundwater monitoring system and risk mitigation plans and plans for construction of the Yamato-Kita Road highway,
  - c) an overall conservation rationale for all planned reconstruction work at the corridor of the Nara Heijo-kyo Palace site, including detailed plans and the evidence on which they are based before any reconstruction work is approved;
5. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2013**, an updated report on the state of conservation of the property and the implementation of the above.

The World Heritage Centre and the Advisory Bodies are also of the opinion that an effective heritage impact assessment process should be carried out.

Given that the property has a resident population of approximately 200,000, the World Heritage Centre and the Advisory Bodies consider it essential that efforts continue to involve the community in the management and conservation of the property. The State Party should address the detailed actions recommended by the 2008 reactive monitoring mission to achieve that objective. It should also develop long-term solutions to the illegal mining of sand within the property.

**Draft Decision: 35 COM 7B.70**

The World Heritage Committee,

1. Having examined Document WHC-11/35.COM/7B,
2. Recalling Decision **33 COM 7B.72**, adopted at its 33rd session (Seville, 2009);
3. Notes the progress made by the State Party in developing the management system for the Sangiran site and acknowledges the information provided on the actions being taken to implement effective management of the Sangiran site;
4. Urges the State Party to continue its work to address the actions recommended at its 33rd session (Seville, 2009), including:
  - a) Implementing an effective heritage impact assessment process within the property,
  - b) Involving the residents as key stakeholders of the property;
5. Also urges the State Party to:
  - a) Finalise the legal and administrative measures required to protect and manage the property,
  - b) Develop mechanisms to prevent illegal sand mining at the property;
6. Requests the State Party to submit to the World Heritage Centre, by **1 February 2014**, a progress report on the implementation of the above, for examination by the World Heritage Committee at its 38th session in 2014.

**71. Historic Monuments of Ancient Nara (Japan) (C 870)**

Year of inscription on the World Heritage List  
1998

Criteria  
(ii) (iii) (iv) (vi)

Year(s) of inscription on the List of World Heritage in Danger  
N/A

Previous Committee Decisions  
31 COM 7B.72; 32 COM 7B.73; 33 COM 7B.76

International Assistance  
N/A

UNESCO Extra-budgetary Funds  
N/A

Previous monitoring missions  
N/A

Factors affecting the property identified in the previous reports

- a) Potential negative impact of an express highway to the property;
- b) Potential negative impact of large-scale events commemorating 1300th Anniversary of Nara Heijo-kyo capital, planned to take place on the property in 2010.

Illustrative materials  
<http://whc.unesco.org/en/list/870>

#### Current conservation issues

On 1 February 2011, the State Party submitted a report on the state of conservation of the property. The report provides an overview of the current progress of the discussion towards the establishment of a groundwater monitoring system and risk mitigation plans in order to prevent any negative impact on the buried cultural properties beneath the site, which might have been caused by the construction of the expressway, while also presenting the current condition of the Nara Palace Site following the Commemorative Events of the 1300th Anniversary of Nara Heijo-kyo Capital that took place on the site last year.

##### a) *The Yamato-Kita Road highway*

The State Party reported that the "Yamato-Kita Road Groundwater Monitoring Study Committee" held its 5th meeting on 22 December 2010, where discussions focused on the groundwater monitoring area during the actual construction of the road. Design of the groundwater monitoring system and risk mitigation plans have not yet been completed. The State Party intends to establish this before the construction work starts within the section adjacent to the Nara Palace Site. However, neither a concrete timetable for completion of the plan nor the starting date for construction have been determined, as priority is being given to work in other areas of the site. The State Party has confirmed that they will report to the World Heritage Committee on the progress of the discussion.

##### b) *Nara Heijo-kyo Palace Site*

The State Party reported that temporary facilities and structures set up on the Nara Palace Site for the Commemorative Events concluded on 7 November 2010, would be removed by the end of March, 2011. Nevertheless, some of these temporary provisions have been retained on the site (pavement, earthen mounds and other facilities) to support construction of temporary parking lot, bus terminal, restrooms. The State Party noted that these facilities are necessary for ensuring visitors security and effective access to the site until permanent facilities have been constructed outside of the Palace in about 5 years. The World Heritage Centre and the Advisory Bodies suggest that all temporary facilities put in place for the Commemorative Events be removed as previously promised by the State Party, and requests that design of any temporary and permanent visitors facilities be submitted to the

World Heritage Centre for review, in conformity with Paragraph 172 of the *Operational Guidelines*.

With regard to the National Government Park Project, the State Party reports that they have planned for the reconstruction of the corridors with earthen walls around the Front Courtyard of the Former Imperial Audience Hall Compound, and that these are currently surrounded by temporary fences. The reconstruction plan will be developed along national guidelines and the result of the study implemented by the experts' committee established in September 2010, to maintain its Outstanding Universal Value, but no plan as yet has been determined.

However, the State Party report does not respond to the World Heritage Committee recall that "any reconstruction project should have to be based only on complete and detailed documentation and to no extent on conjecture", nor does it provide the "full justification of the rationale for the reconstruction including the detailed evidence on which it is based" requested of the World Heritage Committee. The State Party notes that a Study Committee was established in September 2010, and this Study Committee will eventually submit the requested rationale. The World Heritage Centre and the Advisory Bodies remain very concerned by the reconstruction plans, as in their view the evidence for reconstruction of long vanished elements of this archaeological site can not be achieved without significant conjecture. They would stress the importance of the State Party urgently providing the reconstruction rationale (including all documentary evidence) previously requested by the World Heritage Committee.

In response to the World Heritage Committee's request that the State Party clarify how the conservation policies at each of the eight sites of the property are harmonized to ensure that the Outstanding Universal Value of the property is maintained and presented, the State Party mentioned that the National Government Park (NGP) project relates only to the Nara Palace Site, among the eight sites. The State Party also reported that the Ministry of Land, Infrastructure, Transport and Tourism (MLIT), which is the proprietor of the NGP project will work closely with the Agency for Cultural Affairs of Japan which will coordinate the project in co-operation with the Nara Prefectural Government, Nara City and the owners. The World Heritage Centre and the Advisory Bodies stress the importance of establishing a permanent institutional co-ordination mechanism to ensure the harmonized implementation of conservation policies for all sites of the inscribed property.

### Conclusions

The World Heritage Centre and the Advisory Bodies, whilst noting the progress made on the establishment of a groundwater monitoring system and risk mitigation plans at the site, reiterate the need for a concrete timetable for completion of the monitoring plan, and for the detailed information on all aspects of the planned construction of the Yamato-Kita Road highway, for further review. They stress the need for addressing the requests made by the World Heritage Committee at its 33rd session concerning removal of all temporary facilities put in place for the Commemorative events of 2010. The World Heritage Centre and the Advisory Bodies stress the need to provide a conservation rationale (including all evidence) for any planned reconstruction of corridors at the Nara Heijo-kyo Palace site.

### **Draft Decision:      35 COM 7B.71**

*The World Heritage Committee,*

1. *Having examined Document WHC-11/35.COM/7B,*

2. Recalling Decision **33 COM 7B.76**, adopted at its 33rd session (Seville, 2009),
3. Notes that the State Party has not removed all of the temporary facilities associated with the Commemorative Event and plans to retain some of these until such time as permanent visitor facilities can be constructed, and urges it to proceed with the removal of all such structures, as previously requested by the World Heritage Committee;
4. Requests the State Party to submit to the World Heritage Centre for review by the Advisory Bodies, in line with Paragraph 172 of the Operational Guidelines:
  - a) plans for both temporary and permanent visitor facilities,
  - b) details of progress towards the establishment of the groundwater monitoring system and risk mitigation plans and plans for construction of the Yamato-Kita Road highway,
  - c) an overall conservation rationale for all planned reconstruction work at the corridor of the Nara Heijo-kyo Palace site, including detailed plans and the evidence on which they are based before any reconstruction work is approved;
5. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2013**, an updated report on the state of conservation of the property and the implementation of the above.

**72. Vat Phou and Associated Ancient Settlements within the Champasak Cultural Landscape (Lao People's Democratic Republic) (C 481)**

See Document WHC-11/35.COM/7B.Add (Late request of information to the State Party)

**73. Melaka and George Town, Historic Cities of the Straits of Malacca (Malaysia) (C 1223)**

See Document WHC-11/35.COM/7B.Add (Late request of complementary information to the State Party)

**74. Lumbini, the Birthplace of the Lord Buddha (Nepal) (C 666 rev)**

Year of inscription on the World Heritage List  
1997

Criteria  
(iii) (vi)

**Appendix 13a: Methods and Significance of Educational Development at the Nara Palace Site**

From ancient times until the medieval age, the architecture of Japan had consistently been constructed of wood, and the buildings of the Nara Palace were no exception. They can be classified into two types according to their structural characteristics: the "base-stone" type, in which the pillars stood on foundation stones, and the "post-hole" type, in which the pillars were embedded directly into the ground. Even though the super-structure exposed to weather aboveground would be lost over time, elements below ground were to survive as archeological remains. The base-stone type buildings left behind base stones or holes where base stones had been placed, as well as earthen foundations, related ornamental stones, and traces of ditches dug for rain drainage; the post-hole type buildings left post holes or pillar ends buried underground. Besides these kinds of traces, wells dug for water supply and pits dug for garbage disposal were typical archeological remains that were discovered underground.

In order to preserve the remains of such fragile materials as earth or wood, there would be no better way than to leave them in the same condition in which they have been preserved since Nara was deserted as the capital of Japan over 1,200 years ago. Consequently, it has been made a principle to re-bury archeological remains discovered in archeological excavations promptly after the necessary investigation and record taking.

Although this is considered to be the best approach in terms of preservation of archeological remains, this denies the public precious opportunities to observe and understand first-hand the archeological remains of the Nara Palace. In an attempt to address this challenging problem, the construction of two shelters is under way in the east part of the Daiiri (imperial domicile) as facilities for exhibition and protection of the excavated remains.

This approach, however, cannot be a panacea for the problem of exhibiting and preserving archeological remains. Construction of such large shelter structures on an archeological site is not desirable in itself, and so forth, and the scale and location of such structures, if considered, should be limited. The major challenge is how to make appropriate aboveground exhibition or presentation of excavated remains which have been re-buried in the ground for the purpose of preservation.

One approach to aboveground presentation is the full-scale reproduction of the remains. This involves the exhibition of a replica of the re-buried artifact which is created directly above the place where it was excavated. This approach has been used at the Nara Palace site to represent, for example, the well of the Daiiri (imperial domicile).



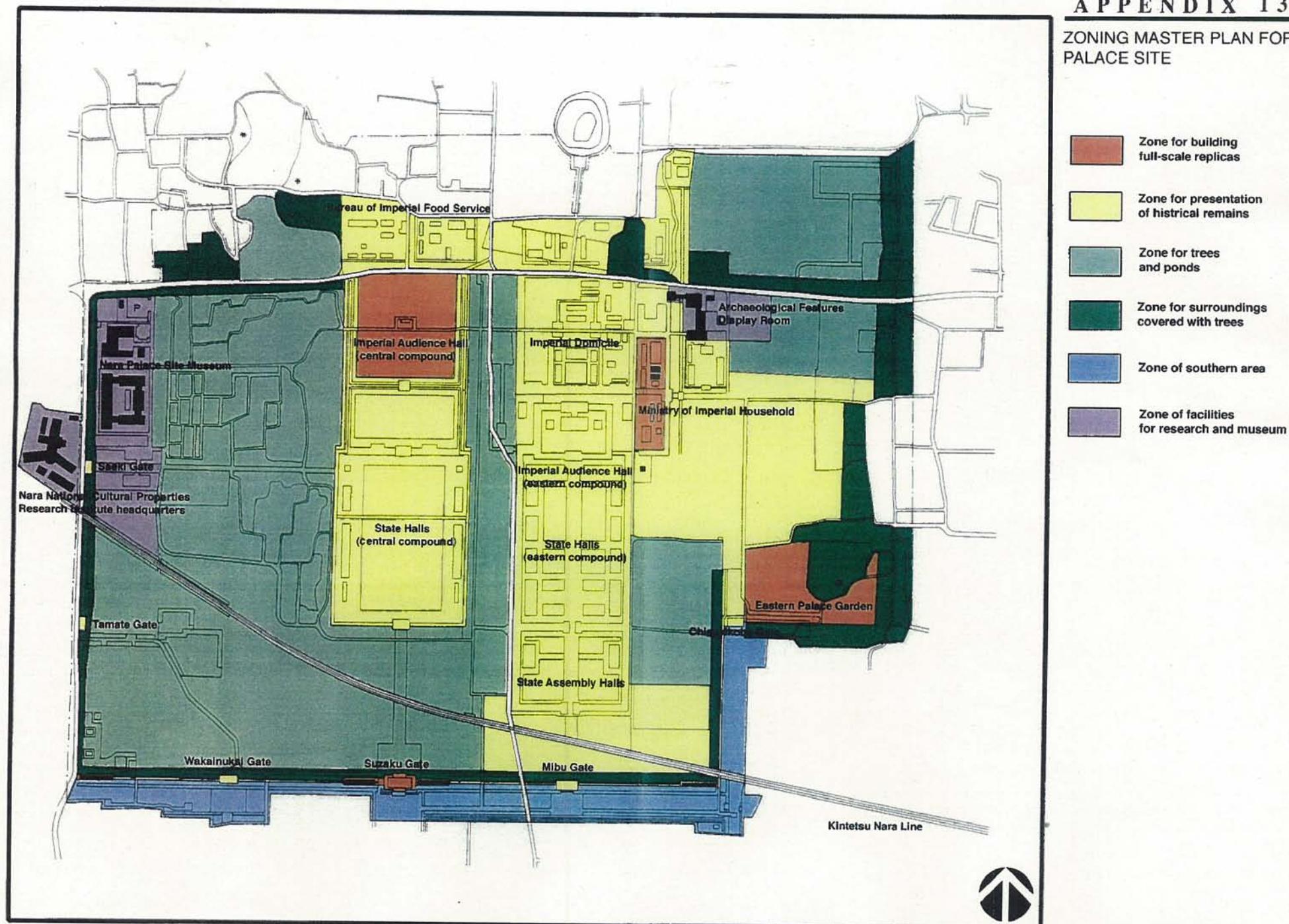
A second approach involves the reconstruction of a building for exhibition above the place where it was excavated. Using this second approach, the exhibition of a reconstructed building could consist of any number of stages, starting from the reconstruction of the foundation stones, reconstruction up to a certain pillar height, reconstruction up to a certain height that includes the pillars, walls, doors, and other structural elements, the total reconstruction of the building, and ending with the restoration of interior furnishings. Reconstruction of each of these stages is being attempted at the Nara Palace Site.

A third approach involves representing the floor area and original structural composition of a building using materials that differ from the original. The result can be described as a conceptual representation of the building concerned. Typical examples of this approach that have been developed at the Nara Palace Site include methods such as forming a grassy mudsill out of earth to represent the floor of a "post-hole" type building and planting boxwood trees (*Boxus micropyllia var. japonica*) to mark the locations of and represent the form of the pillars, as well as the use of hedges of sasanqua (*Camellia sasanqua*) to represent roofed earthen walls, etc.

As indicated above, an important research theme of the historic site museum at the Nara Palace site has been the development and application of various methods of visually representing various types of archeological remains aboveground.

#### **Appendix 13b: zoning master plan for the Nara Palace Site**

## APPENDIX 13-b

ZONING MASTER PLAN FOR NARA  
PALACE SITE

Implementation Plan for the  
Basic Scheme for the Preservation and Restoration  
of the Nara Palace Site

May 13, 2008

Agency for Cultural Affairs

**Implementation Plan for the  
Basic Scheme for the Preservation and Restoration  
of the Nara Palace Site**

**Introduction: The Status of the Implementation Plan for the Basic Scheme for the  
Preservation and Restoration of the Nara Palace Site**

- 1 Basic Scheme for the Preservation and Restoration of the Nara Palace Site**
  - 1.1 The Basic Scheme**
  - 1.2 Progress of the Restoration Plan and Related Measures Contained in the Basic Scheme**
- 2 The Nara Palace Site: Present Status and Future Issues**
  - 2.1 Scholarly Investigation and Restoration: Present Status and Future Issues**
  - 2.2 The Treatment of the Nara Palace Site as a Special Historic Site and as a World Heritage Site: Present Status and Future Issues**
  - 2.3 Relationship with the National Government Park Project Centered on the Nara Palace Site**
- 3 The Implementation Plan for the Basic Scheme for the Preservation and Restoration of the Nara Palace Site**
  - 3.1 Preservation and Management**
  - 3.2 Scholarly Investigation and Related Matters**
  - 3.3 Use**
  - 3.4 Restoration**
  - 3.5 Preservation of Scenic Beauty**
  - 3.6 Implementation of Restoration; Management and Administration**

Appendix: Draft Outline of a “Preservation and Management Plan for the Nara Palace Site”

## **Introduction: The Status of the Implementation Plan for the Basic Scheme for the Preservation and Restoration of the Nara Palace Site**

The Nara Palace Site, which contains the well-preserved remains of an ancient palace, is a national cultural patrimony that Japan is proud to share with the world as a Special Historic Site. The Basic Scheme for the Preservation and Restoration of the Nara Palace Site (referred to hereinafter as the “Basic Scheme”), adopted by the Agency for Cultural Affairs in 1978, characterized the site as a “site museum” and laid down the basic approach of pursuing a phased and systematic program for its restoration in light of the following three functions:

- a place where ordinary people can deepen their understanding of the culture of an ancient capital palace through firsthand contact;
- a center for the improvement of scholarly investigation; and
- a place where techniques are developed for the conservation, restoration, and presentation of archeological sites and relics, and where this technical expertise is accumulated.

Over the ensuing three decades, the Agency for Cultural Affairs has carried out restoration of the site according to the Basic Scheme (under the direction of the Nara National Research Institute for Cultural Properties\* until FY 2000; under the direction of the Monuments and Sites Division of the Cultural Properties Department since FY 2001). With the full-scale replica of the Central Imperial Audience Hall (scheduled to be completed at the end of FY 2009), a substantial part of the restoration program called for in the Basic Scheme will have been achieved.

During these three decades, the situation regarding the Nara Palace Site has changed in a number of ways:

- Ongoing excavations by the Nara National Research Institute for Cultural Properties have produced an increasing number of archeological findings related to the sites of Nara Palace and the ancient capital Heijokyo.
- Increasing urbanization of the surrounding area has led to further changes in the environment of the Nara Palace Site, such as higher traffic volume.
- In 1998, the “Historic Monuments of Ancient Nara,” which include the Nara Palace Site, were inscribed on the World Heritage list and thereby recognized as a cultural property that has outstanding universal value.
- In FY 2001, the Nara National Research Institute for Cultural Properties, which until then had been an affiliated organization of the Agency for Cultural Affairs,

became an independent administrative institution, and the Monuments and Sites Division of the Agency's Cultural Properties Department became directly responsible for carrying out the restoration and management of the Nara Palace Site and related work.

- In FY 2008, approval was received for a project to create a National Government Park (NGP) centered on the Nara Palace Site. The NGP is due to be implemented by the Ministry of Land, Infrastructure, Transport and Tourism (MLIT) after completion of the necessary procedures.

To ensure the appropriate restoration of the Nara Palace Site, the parties responsible should continue to concretely implement the basic approach laid down by the Basic Scheme while responding to these changes and taking into account the restoration work already carried out. To that end, in FY 2007 the Study Committee on the Preservation and Restoration of the Heijo\*\* and Fujiwara Palace Sites and Related Areas considered the questions involved, and its findings are presented herewith as the "Implementation Plan for the Basic Scheme for the Preservation and Restoration of the Nara Palace Site."

This Implementation Plan is intended to address the future restoration of the Nara Palace Site and related matters over a time frame of about twenty years, and it is expected that it will also be treated as basic policy in restoring the site as a National Government Park.

\* Established in April 1952 as the Nara Cultural Properties Research Institute. Renamed the Nara National Cultural Properties Research Institute in July 1954. In April 2001, granted the status of independent administrative institution as the National Research Institute for Cultural Properties, Nara (one of the National Institutes for Cultural Heritage). In April 2007, became the independent administrative institution Nara National Research Institute for Cultural Properties (one of the National Institutes for Cultural Heritage). The entity, throughout its history, will be referred to herein as the "Nara National Research Institute for Cultural Properties."

\*\* "Heijo" is another name of "Nara."

# 1 Basic Scheme for the Preservation and Restoration of the Nara Palace Site

The Agency for Cultural Affairs adopted the Basic Scheme for the Preservation and Restoration of the Nara Palace Site (referred to hereinafter as the “Basic Scheme”) on May 26, 1978. The Basic Scheme consists of four parts: “Basic Approach,” “Basic Configuration of Site Use,” “Phased Restoration Plan,” and “Cooperation with Related Bodies.” In this chapter, we present the full text and then report on the state of progress.

## 1.1 The Basic Scheme

### Part 1: Basic Approach

The Nara Palace Site, an area of important archeological remains of great historical and scholarly value that has been designated a Special Historic Site, is a well-preserved national cultural asset occupying an extensive area (approximately 124 hectares). In light of this significance, the site shall be restored and fully utilized as a place where the following three functions are integrated harmoniously under the overarching concept of a “site museum”\*, and to that end a phased and systematic restoration program with a long-term perspective shall be pursued.

- (i) The site shall be a center for the improvement of scholarly investigation relating to the Nara Palace Site and other sites of the same type.
- (ii) It shall be a place where ordinary people can deepen their understanding of the culture of an ancient capital palace through firsthand contact, based on the results of excavations and related research. The work to be undertaken to this end shall include maintaining and preserving the site, restoring the archaeological features, reconstructing buildings and other structures, and providing facilities for public exhibition of the site itself, relics unearthed from the site, and related materials.
- (iii) In connection with (i) and (ii), it shall be a place where techniques are restored for the conservation and presentation of sites, the protection and restoration of ancient remains and artifacts, building full-scale replicas of structures based thereon, and related purposes, and where this technical expertise is applied and accumulated.

\* “One possible form of an archeological site, proposed as a means both of protecting and studying the site, and of presenting the site and making it available to the general public” (*Materials on the Basic Concept of the Heijo Site Museum*, Agency for Cultural Affairs, 1978)



## **Part 2: Basic Configuration of Site Use**

Restoration work on the Nara Palace Site shall be integrated and harmonized by establishing the following zones of site use (see map for basic layout):

### **A: Zone for Research, Management, and Exhibition Facility**

Facilities for management of the site, on-site research, storage of relics and related purposes will be concentrated here.

### **B: Zone for Building Full-Scale Replicas**

Buildings and other structures will be reconstructed here to indicate the scale, layout and other features of the Nara Palace.

### **C: Zone for Exhibiting Archaeological Features**

Traces of ancient building foundations below ground level will be displayed here in special facilities, e.g., under roofed shelters.

### **D: Zone for Presentation of Historical Remains**

The layout and scale of the foundations of buildings and other structures will be presented visually at ground level by methods other than those used in Zones B and C, such as landscaping.

### **E: Zone for Trees and Ponds**

Ponds, marshes and wetlands will be created here to improve the site's water system, to protect buried archeological features, and to improve the landscape while retaining its basic appearance.

### **F: Zone for Surroundings Covered with Trees**

Greenery areas and lawns will be created here, mainly on unexcavated parts of the site, as multipurpose spaces that also serve to protect buried archeological resources.

### **G: Perimeter Shade Tree Belts**

These shade tree belts around the perimeter will serve to protect the Palace site from surrounding urban activities.

### **H: Zone of Southern Area**

This consists of the southern wall of the Palace site and its environs, including the northern end of Nijo and Suzaku Avenues.

## **Part 3: Phased Restoration Plan**

As the restoration of the Nara Palace Site will, by its very nature, require a long period of time, a phased restoration plan shall be instituted, as outlined below, to ensure the smooth flow of the project as a whole. Stage 1 is expected to last about 10 years. Plans

for Stage 2 and subsequent stages will be prepared later, based on the progress of the Stage 1 works.

### **Part 3.1 Basic Preparatory Phase**

- (i) Additional areas that should be preserved and restored and that are not already designated as part of the Special Historic Site will be so designated.
- (ii) State purchase of privately owned land will be promoted in those sectors of the area designated a Special Historic Site that are scheduled for restoration.
- (iii) Presentation of the Eastern compound and Imperial Domicile area as a Zone for Presentation of Historical Remains will be completed.
- (iv) Directional signs, rest facilities, parking areas and other amenities will be provided throughout the areas open for public use.
- (v) Multipurpose park areas will be developed in the southwest and northeast of the site.
- (vi) Research, repository, and management facilities will be built on land adjacent to the site.
- (vii) Measures will be taken to improve the water system and related aspects of the site, including storm water drainage and prevention of sewage inflow.
- (viii) Other preparations for the next phase of restoration

### **Part 3.2 Restoration Phase 1 (Duration: about 5 years from completion of the Basic Preparatory Phase)**

- (i) Suzaku Gate, the earthen ramparts of the south wall, the space between the earthen ramparts and the moat, and the moat, etc., will be reconstructed.
- (ii) Development of the perimeter shade tree belts will be completed.
- (iii) Development of the Zones for Trees and Ponds will be completed.
- (iv) Certain buildings and other structures in the vicinity of the roofed portion of the Government Office area will be reconstructed; the remainder of the area will be presented as a Zone for Presentation of Historical Remains.
- (v) The Eastern Palace Garden site will be restored along reconstructive lines.
- (vi) Major roads, paths and plazas will be improved and amenities will be provided for users.
- (vii) Other preparations for the next phase of restoration

### **Part 3.3 Restoration Phase 2 (Duration: about 5 years from completion of Phase 1)**

- (i) The Central Imperial Audience Hall area will be reconstructed as the nucleus of the Palace site and displays will be enhanced utilizing the reconstructed facilities.
- (ii) In the Central State Hall area in front of the Central Imperial Audience Hall area, the historical remains will be displayed and the earthen walls, gates, and other structures will be reconstructed and presented.
- (iii) The Eastern Palace site area will be presented as a Zone for Presentation of Historical Remains.
- (iv) Paths, plazas, Greenery and Lawn Zones and amenities for users will be completed.
- (v) A restoration plan will be established for Stage 2 and subsequent stages.

#### **Part 4: Cooperation with Related Bodies**

In restoring the Nara Palace Site, in order to achieve a desirable environment, close contact shall be maintained with the local governments and other bodies concerned, in view of the need to work together to find appropriate solutions to the following problems in the surrounding district:

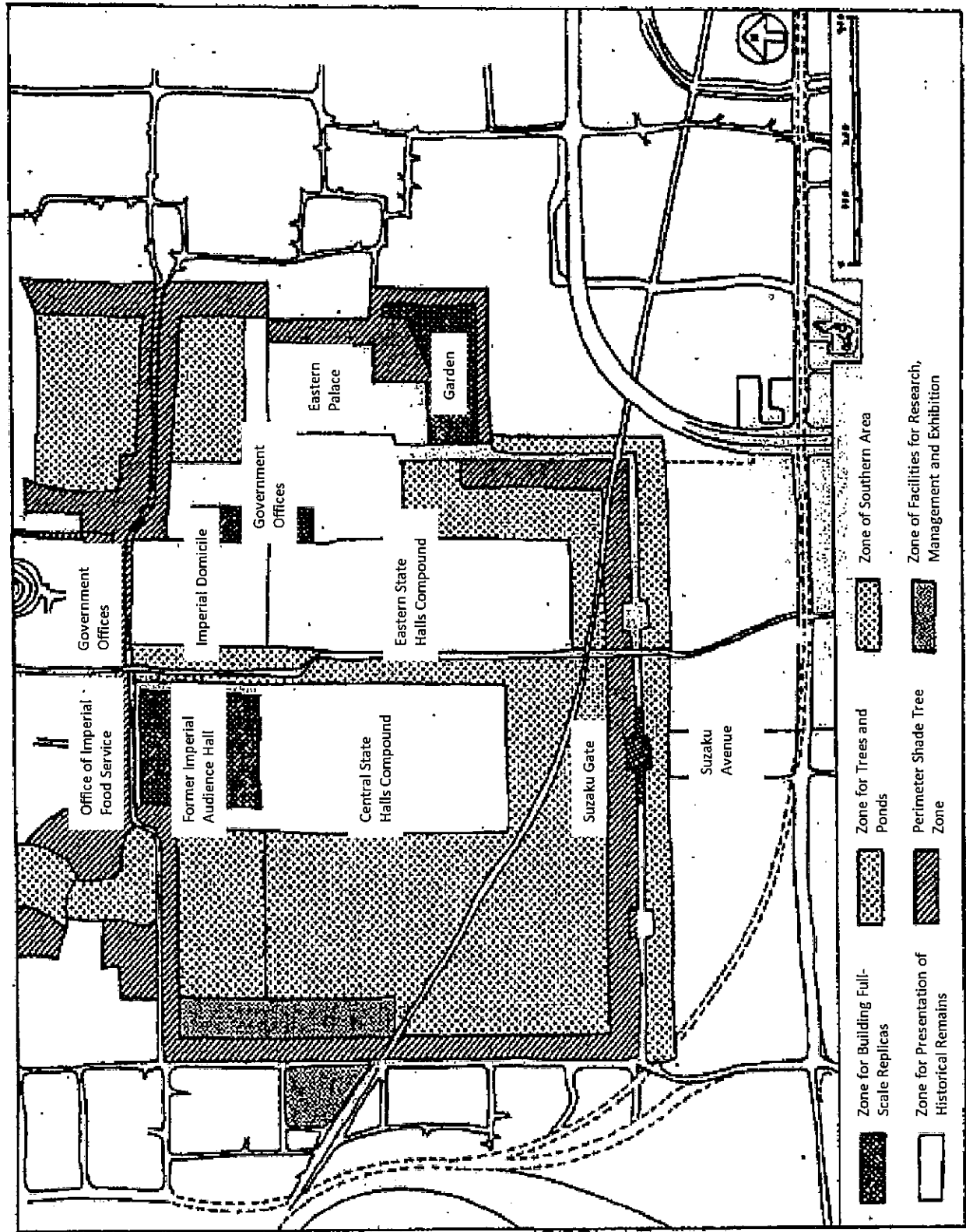
- (i) problems relating to environmental conservation and preserving scenic beauty in the surrounding district
- (ii) problems relating to the Suzaku Avenue Conservation Plan
- (iii) problems relating to the routes of the Nara-Ikoma prefectural road\* and the Kizu-Koriyama\*\* road
- (iv) problems relating to the ideal form of the municipal road that traverses the site
- (v) problems relating to the high-voltage power lines that traverse the site
- (vi) problems relating to the Kintetsu Nara Line railway tracks

\* Tanida-Nara general prefectural road (Ichijo Street)

\*\* Nara-Seika road, a main regional road

\*\*\* Daigoku municipal road (Miyato Street)

# Plan of the Basic Scheme for the Preservation and Restoration of the Nara Palace Site



## **1.2 Progress of the Restoration Plan and Related Measures Contained in the Basic Scheme**

The progress made from 1978 to the present under Part 3 ("Phased Restoration Plan") and Part 4 ("Cooperation with Related Bodies") of the Basic Scheme is outlined below.

### **1.2.1 Progress under Part 3, "Phased Restoration Plan"**

The Stage 1 plan outlined in Part 3, "Phased Restoration Plan," consists of three phases: "Basic Preparatory Phase," "Restoration Phase 1" and "Restoration Phase 2." The Basic Preparatory Phase was expected to last from FY 1978, when the Basic Scheme was adopted, until about FY 1980. Restoration Phase 1 was expected to take about five years after completion of the preparatory phase, and Restoration Phase 2 another five years after completion of Phase 1. In practice, however, where conditions allowed, work under Phases 1 and 2 was started without waiting for the preceding phase to be completed.

#### **1.2.1.1 Basic Preparatory Phase**

- (i) *Additional designations as part of the Special Historic Site of areas that should be preserved and improved and that are not already so designated:* Additional designations for which the owners' agreement had been obtained were made on November 24, 1979 and June 10, 1991.
- (ii) *Promotion of state purchase of privately owned land in those sectors of the area designated a Special Historic Site that is scheduled for restoration:* An annual budget has been appropriated and progress has been made on the state purchase of private land in cases where agreement has been reached with the owners. Thanks to the efforts of various parties concerned, the national government announced a policy of acquiring land relative to the site in FY 1962 and began making purchases in FY 1963. In 1973, in view of the state of progress, it was decided to actively buy all land available for purchase within the area designated as a Special Historic Site by requesting Nara Prefecture to carry out prior acquisition financed by prefectural bonds. It was concurrently decided that the national government should pay a fixed sum each fiscal year, including the interest and administrative expenses incurred, to repurchase these properties. Thus, the land has been repurchased by the state after prior acquisition by Nara Prefecture.

(iii) *Completion of presentation of the Eastern State Halls Compound and Imperial Domicile area as a Zone for Presentation of Historical Remains:* Presentation of the Eastern Imperial Audience Hall Compound has been completed; the main work in this area was the presentation of the platform of the Eastern Imperial Audience Hall. In addition, Zone for Presentation of Historical Remains have been prepared at the sites of the Eastern State Halls Compound and the Great Thanksgiving Service building, and outline position displays have been prepared at the Third to Sixth Eastern Halls and First to Sixth Western Halls of the Compound and Morning Assembly Hall Compound.

(iv) *Provision of directional signs, rest facilities, parking areas and other amenities throughout the areas open for public use:* The facilities listed below have been provided. However, the provision of toilets and parking areas is not entirely satisfactory at this time. Further, it is necessary to abide by the criteria for the disposition of parking areas within Historic Sites established in FY 2004 by the Agency for Cultural Affairs ("The Disposition, in Areas Designated as Historic Sites, Etc., of Dedicated Parking Areas to Encourage Use of the Sites").

- A signage plan has been drawn up and signs have been erected accordingly.
- Parking areas have been constructed to the north of the Heijo palace site museum, to the east of the Excavation Site Exhibition Hall, and to the west of the Eastern Palace Garden.
- Toilet blocks have been built to the north of the Heijo palace site museum, to the east of the Excavation Site Exhibition Hall, to the south of the Ministry of the Imperial Household, and to the west of the Eastern Palace Garden.

(v) *Development of multipurpose park areas in the southwest and northeast of the site:* A multipurpose park area has been developed in the southwest of the site.

(vi) *Building of research, repository, and management facilities on land adjacent to the site:* Except for the relocation of the Nara National Research Institute for Cultural Properties to its present headquarters (the former Nara Prefectural Hospital) in FY 1980, there has been no progress in this regard. In fact, new research and repository facilities have been built on the Palace site, owing to the difficulty of financing the purchase of adjacent land, among other factors. In future, the possibility of locating management, exhibition, research and repository facilities outside the designated area should be studied as part of the National Government Park Project or related measures.

- (vii) *Measures to improve the water system and related aspects of the site, including storm water drainage and prevention of sewage inflow:* Flood-retarding basins have been created north of Suzaku Gate and east of the Eastern State Halls Compound. Work has not yet started on repairing the culvert under the Kintetsu Nara Line in the southeastern sector of the site, as originally intended, but the flood-retarding basins created to the east of the Eastern State Halls Compound seems to have largely solved the problem of storm water drainage in that area.
- (viii) *Other preparations for the next phase of restoration:* Scholarly investigations in support of the full-scale replica of Suzaku Gate were carried out continuously, and these formed the basis for its realization.

#### **1.2.1.2 Phase 1 Restoration (Duration: about 5 years from completion of the Basic Preparatory Phase)**

- (i) *Full-scale replica of Suzaku Gate, the earthen ramparts of the south wall, the space between the earthen ramparts and the moat, and the moat, etc.:* Following the full-scale replicas of the earthen ramparts of the south wall of the Palace, both to the east and west of Suzaku Gate and at the eastern and western ends of the wall, full-scale replica of Suzaku Gate was completed in FY 1997, and that of the earthen ramparts on both sides of the gate was completed in FY 1998.
- (ii) *Completion of the development of perimeter shade tree belts:* Shade tree belts have been planted along the southern border of the Tanida-Nara general prefectural road (Ichijo Street) in the northwestern part of the site, and along the western border of the site. Another belt, not envisaged in the original plan, has been planted along the Daigoku municipal road (Miyato Street). However, archeological findings have resulted in presentation of historical remains being introduced in some areas that were previously scheduled for shade tree planting, such as the southern and eastern borders of the site, and to the north of the Tanida-Nara general prefectural road.
- (iii) *Completion of development of the Zone for Trees and Ponds:* Ponds, marshes, and wetlands have been created to the west of the Central Imperial Audience Hall Compound and to the west of the Central State Halls Compound.
- (iv) *Full-scale replica of certain buildings and other structures in the vicinity of the roofed portion of the Government Office for exhibiting archaeological features:* In the supposed Ministry of the Imperial Household, which was classified as a Zone for full-scale replicas, the following have been reconstructed: the South Hall, Southeast Hall, Southwest Hall, Northwest Hall, South Gate, North Gate, west earthen wall, south earthen wall (except for the east end), and west half of the north earthen wall. The



following work of building full-scale replicas remains: the Main Hall, east wall, east end of the south east wall, and east half of the north east wall. Leaving the east wall unreconstructed would be an effective way to allow a side view of the reconstructed supposed Ministry of the Imperial Household, but another possibility would be to reconstruct the east wall completely, on condition that a management and administration system that will support the full use of the enclosed sector is put in place; study of these two alternatives is needed. For the supposed Bureau of Yin and Yang (south of the supposed Ministry of the Imperial Household and, like it, classified as a Zone for full-scale replicas), has been prepared and work has not started on full-scale replica. In reconstructing the buildings and other structures in this Government Office area, the supposed Ministry of the Imperial Household takes priority; thus, the option of maintaining the supposed Bureau of Yin and Yang's present status as a Zone for presentation of historical remains should also be considered. Work has not started on presentation of historical remains of the supposed Grand Council of Administration (south of the Excavation Site Exhibition Hall).

- (v) *Full-scale replica of the Eastern Palace Garden site:* Full-scale replica of the Eastern Palace Garden, including the central pavilion and corner two-storied pavilion, was completed in FY 2000.
- (vi) *Improvement of major roads, paths and plazas and provision of amenities for users:* Restoration work has been carried out as appropriate.
- (vii) *Other preparations for the next stage of restoration:* Scholarly investigations in support of building full-scale replicas of the Central Imperial Audience Hall were carried out continuously, and these have formed the basis for its realization.

#### **1.2.1.3 Phase 2 Restoration (Duration: about 5 years from completion of Phase 1)**

- (i) *Full-scale replica of the Central Imperial Audience Hall area as the nucleus of the Palace site and restoration of enhanced displays utilizing the reconstructed facilities:* In FY 1993 the choice of the structure to be reconstructed was changed from the West Palace (late Nara Period: 745-794 AD) to the Central Imperial Audience Hall Compound (early Nara Period: 710-745 AD) ("Report on the Reconstruction of the Central Imperial Audience Hall at the Nara Palace Site," Study Meeting on the Concept of Reconstruction of the Central Imperial Audience Hall, March 2, 1993). The full-scale replica of the Central Imperial Audience Hall, which was undertaken based on this decision, is due to be completed at the end of

FY 2009. Work has not begun on reconstructing the various other buildings and structures in the Central Imperial Audience Hall Compound.

- (ii) *Zone for Presentation of Historical Remains and restoration and presentation of the walls, gates, and other structures in the Central State Hall area in front of the Central Imperial Audience Hall area:* In the Central State Halls area, the positions of the foundations, including those of the walls, gates, and other structures, have been indicated mainly by means of mounded earth covered with turf. This complies with the Basic Scheme's zoning of the whole of this area, including the earthen walls, gates, and associated structures, as a Zone for Presentation of Historical Remains.
- (iii) *Presentation of the Eastern Palace site area:* Archeological excavations are currently in progress and work has not begun on presentation.
- (iv) *Completion of a Zone for Trees and Pond and amenities for users:* Restoration has been carried out as appropriate.
- (v) *Establishment of a restoration plan for Stage 2 and subsequent stages:* As work has not yet begun on some portions of the Stage 1 Restoration Plan, the Stage 2 plan has not yet been drafted.

#### **1.2.2 Progress under Part 4, "Cooperation with Related Bodies"**

- (i) *Problems relating to environmental conservation and preserving scenic beauty in the surrounding district:* The Areas for Preservation of Historic Natural Features, Special Zones for Preservation of Historic Natural Features, Scenic Districts, and related areas have been defined as constituting a buffer zone in accordance with the 1998 World Heritage inscription.
- (ii) *Problems relating to the Suzaku Avenue Conservation Plan:* Progress has been made, as Suzaku Avenue to the north of the Nara-Ikoma main regional road (Omiya Street) has been designated a Historic Site and part of this designated area has been purchased and restored by Nara City. However, the land in the western part of the area designated a Historic Site remains privately owned, and this portion, including the state-owned water channel and the municipal road that abut the private land, is yet to be improved.
- (iii) *Problems relating to the routes of the Nara-Ikoma prefectural road and the Kizu-Koriyama road:* There has been no concrete progress toward a solution.
- (iv) *Problems relating to the ideal form of the municipal road that traverses the site:* There has been no concrete progress toward a solution.

- (v) *Problems relating to the high-voltage power lines that traverse the site:* The high-voltage lines have been removed with the cooperation of Kansai Electric Power Co., Inc.
- (vi) *Problems relating to the Kintetsu Nara Line railway tracks:* There has been no concrete progress toward a solution.

## 2 The Nara Palace Site: Present Status and Future Issues

This chapter summarizes the present status of the scholarly investigation and restoration of the Nara Palace Site, and the present status of its treatment as a Special Historic Site and as a World Heritage site, together with future issues in these areas, and also discusses the relationship with the National Government Park Project authorized in FY 2008.

### 2.1 Scholarly Investigation and Restoration: Present Status and Future Issues

#### 2.1.1 Scholarly Investigation: Present Status and Future Issues

##### (i) Present status

- Since FY 1953, the Nara National Research Institute for Cultural Properties has conducted continuous archeological excavations of the Nara Palace Site. Multidisciplinary research on the results has been conducted in an integrated way by the Institute's staff, who include experts not only in archeology but also in history, architectural history, history of gardens, preservation science, etc.
- The total area excavated to date is approximately 43 hectares. Since the Basic Scheme was adopted, excavations have been conducted in the Eastern Imperial Audience Hall Compound, the Eastern compound, the Ministry of Military Affairs, the Ministry of Personnel Affairs, and the Eastern Palace Garden, among other areas, and important results have been obtained. Official reports of excavations at the Nara Palace Site are published as an occasional series of scholarly monographs, the *Gakuho*.
- The results of the excavations and related research have been continuously made available to the public, at the Heijo palace site museum and other facilities, by the Nara National Research Institute for Cultural Properties.
- The results of the excavations and related research have played an important role as basic resources for the preservation and restoration programs.

##### (ii) Future issues

- The condition of the ancient remains to be determined in many areas, most notably the Eastern Palace area. Further progress is anticipated through ongoing excavations and related research.

### **2.1.2 Restoration: Present Status and Future Issues**

#### **(i) Present status**

- The Nara National Research Institute for Cultural Properties carried on restoration work continuously on the Nara Palace Site from FY 1965 to FY 2000; after the Institute became an independent administrative institution in FY 2001, the Monuments and Sites Division of the Cultural Properties Department of the Agency for Cultural Affairs became directly responsible for this work. Further, execution of building full-scale replica of the Central Imperial Audience Hall, which is scheduled for completion at the end of FY 2009, has been delegated to the Deputy Director-General of the Facilities Planning and Administration Department, Ministry of Education, Culture, Sports, Science and Technology.
- Restoration work has been implemented using various methods; for example, full-scale replicas of Suzaku Gate and the Eastern Palace Garden; presentation of platforms in the Eastern Imperial Audience Hall Compound and other areas; and planting trees to indicate the positions of foundations in the Imperial Domicile and other areas. However, as noted in Section 1.2, “Progress of the Restoration Plan and Related Measures Contained in the Basic Scheme,” some of the restoration works scheduled in the Phased Restoration Plan of the Basic Scheme have not yet started (e.g., presentation of historical remains of the Eastern Palace area) or remain only partially implemented (e.g., the construction of research, repository, and management facilities on land adjacent to the Palace site).

#### **(ii) Future issues**

- Due to the FY 2008 authorization of the project to create the “Asuka-Heijo Palace Site Historical National Government Park (Heijo Palace Site)” (provisional name), future restoration of the Nara Palace Site within the NGP area will be conducted by MLIT as NGP works, with the exception of building a full-scale replica of the Central Imperial Audience Hall and other works currently being executed by the Agency for Cultural Affairs. Future restoration work on the site as part of the NGP will be required to conform to the “Basic Approach” of the Basic Scheme and to this Implementation Plan, through close coordination among the Agency for Cultural Affairs, MLIT, and other authorities concerned.

## **2.2 The Treatment of the Nara Palace Site as a Special Historic Site and as a World Heritage Site: Present Status and Future Issues**

### **2.2.1 Treatment of the Nara Palace Site as a Special Historic Site: Present Status and Future Issues**

#### **(i) Present status**

- *Changes in Existing Condition:* Under Articles 125 and 168 of the Law for the Protection of Cultural Properties, before any change can be made in the existing condition of a Special Historic Site the approval or agreement of the Commissioner for Cultural Affairs must be obtained. Activities that constitute “changes in the existing condition” of the Nara Palace Site include excavations by the Nara National Research Institute for Cultural Properties, restoration and related works by the Agency for Cultural Affairs, roadworks and other public works by Nara Prefecture and Nara City, and various works on privately owned land. Approval or agreement for such changes is generally conditional on the performance of an excavation study or trial excavation study, or the presence of on-site observers; excavations by the Nara National Research Institute for Cultural Properties are an exception to this rule, since in this case the excavations themselves are the primary objective.
- *Project of Land Acquisition by the State:* This is under the direct control of the Monuments and Sites Division of the Cultural Properties Department, Agency for Cultural Affairs. The state has now purchased approximately 98 percent of the land earmarked for state purchase in the near term; this amounts to an area of 109 hectares, or about 83 percent of the land designated as a Special Historic Site.
- *Management:* Article 113 of the Law for the Protection of Cultural Properties appoints Nara Prefecture as the supervisory body for the Special Historic Site, but due to the circumstances of the land acquisition, the state-owned portion is managed by the Agency for Cultural Affairs, which holds title to the land. (Until FY 2000, the managing entity was the Nara National Research Institute for Cultural Properties; since FY 2001, it has been the Monuments and Sites Division of the Cultural Properties Department.)

#### **(ii) Future issues**

- *Management:* Management under the direct control of the Monuments and Sites Division of the Cultural Properties Department, Agency for Cultural Affairs, has

given rise to some inconvenience, both in day-to-day maintenance and supervision and in responding to emergencies. Following on the FY 2008 authorization of the project to create the “Asuka-Heijo Palace Site Historical National Government Park (Heijo Palace Site)” (provisional name), it is necessary to restore a new framework among the various bodies involved with the Nara Palace Site.

## **2.2.2 The Treatment of the Nara Palace Site as a World Heritage Site: Present Status and Future Issues**

### **(i) Present status**

The Nara Palace Site forms part of the World Heritage site “Historic Monuments of Ancient Nara.” Accordingly, in addition to protection under the Law for the Protection of Cultural Properties, the following procedures governing its treatment are required by the World Heritage Committee:

- Changes in Existing Condition and Related Matters (see mainly paragraphs 172-174, *Operational Guidelines for the Implementation of the World Heritage Convention*)
  - The World Heritage Committee must be informed when it is planned in an area protected under the Convention to undertake major restorations or new constructions which may affect the outstanding universal value of the property. This notice should be given as soon as possible and before making any decisions that would be difficult to reverse, so that the Committee may assist in seeking appropriate solutions to ensure that the outstanding universal value of the property is fully preserved.
  - The information received on said changes in the existing condition and related matters, together with the comments of the State Party and the Advisory Bodies, will be brought to the attention of the World Heritage Committee in the form of a state of conservation report for the property.
  - When the information available on a change in existing condition or related matter is not sufficient to enable the World Heritage Committee to take concrete steps, the Committee may decide that the World Heritage Centre be authorized to take the necessary action to ascertain, in consultation with the State Party concerned, the present condition of the property, the dangers to the property and the feasibility of adequately restoring the property, and to report to the Committee on the results of its action.



- Reactive Monitoring (see mainly paragraphs 169-170, *Operational Guidelines for the Implementation of the World Heritage Convention*)
  - The World Heritage Committee requires that the World Heritage Centre and the Advisory Bodies shall monitor and report on the state of conservation of specific World Heritage properties that are under threat due to changes in their existing condition or other circumstances.
- Periodic Reporting (paragraphs 199-202, *Operational Guidelines for the Implementation of the World Heritage Convention*)
  - The World Heritage Committee requests States Parties to submit periodic reports so that it may assess the state of conservation of World Heritage properties located on their territories. The next examination of periodic reports for the Asia-Pacific region is scheduled in 2012. At that time, a conservation management plan will be required for each of the assets that constitute the “Historic Monuments of Ancient Nara,” together with a “Comprehensive Conservation and Management Plan” that encompasses all eight of the assets.

(ii) Future issues

At this time, the treatment of the Nara Palace Site as a World Heritage site involves the following issues:

- The 1,300th anniversary of the relocation of the capital to Nara falls in 2010. The World Heritage Committee has requested that the commemorative events to be held on the site of Nara Palace and in its vicinity should be appropriate to their location among the monuments of a World Heritage site.
- The route of the proposed Yamato-Kita expressway, which is part of the Keinawa motorway, runs along the periphery of the Nara Palace Site, and care must be taken to ensure that it will not cause any negative impact on the good state of preservation of the World Heritage property.

## **2.3 Relationship with the National Government Park Project Centered on the Nara Palace Site**

### **2.3.1 National Government Parks**

A National Government Park (NGP) is an urban park restored and managed by the national government (specifically, by the MLIT) to serve a national commemorative purpose, or to meet a need for the preservation and enjoyment of cultural assets unique to Japan, or to provide recreation for residents of more than one prefecture, or for a similar purpose. Seventeen such parks have been created to date, and sixteen of them are already open to the public. Three NGPs are dedicated to the preservation and enjoyment of historical-cultural assets: Asuka Historical National Government Park (Nara Prefecture); Yoshinogari Historical National Government Park (Saga Prefecture); and Shuri Castle Park in the Okinawa Commemorative National Government Park (Okinawa Prefecture).

### **2.3.2 “Asuka-Heijo Palace Site Historical National Government Park (Heijo Palace Site)” (provisional name)**

#### **(i) The NGP centered on the Nara Palace Site**

- As a key asset of Japan’s patrimony, the Nara Palace Site has been both designated a Special Historic Site and inscribed on the World Heritage list as part of the “Historic Monuments of Ancient Nara.”
- The project to create an NGP centered on the Nara Palace Site, which will become a park integrated with the Asuka Historical National Government Park, has been authorized in FY 2008 under the provisional title of the “Asuka-Heijo Palace Site Historical National Government Park (Heijo Palace Site).” The restoration work is due to start after completion of the necessary procedures, including Cabinet approval and urban planning decisions.
- The “Asuka-heijo Palace Site Historical National Government Park (Heijo Palace Site)” (provisional name) is approximately 120 hectares in area. Approximately 70 hectares are due to be restored in the NGP project.

#### **(ii) The relationship between the Special Historic Site and the NGP**

- Approximately 131 hectares have been designated a Special Historic Site. It is envisaged that the NGP will consist of about 120 hectares, including the Heijokyo

Suzaku Avenue Historic Site to the south of the Nara Palace Site, and the surrounding non-designated land with the exception of the Saki-cho residential district in the north, the Hokkeji-cho residential district in the east, etc.

- Even if the area is deemed to be an urban park for purposes of urban planning decisions, so that its improvement and management come under the Urban Park Law, this will not affect its treatment in terms of the preservation of a Special Historic Site under the Law for the Protection of Cultural Properties, with regard to changes in existing conditions and related matters.
- Multilayered management of the site will treat it both as an NGP and as a Special Historic Site. The accompanying division of roles will be discussed and coordinated among MLIT, the Agency for Cultural Affairs, Nara Prefecture (the managing entity of the Special Historic Site), Nara City, and the Nara National Research Institute for Cultural Properties.

### 3 The Implementation Plan for the Basic Scheme for the Preservation and Restoration of the Nara Palace Site

In the preceding chapters, the state of progress of the Basic Scheme for the Preservation and Restoration of the Nara Palace Site has been outlined, together with the present status and future issues of the Nara Palace Site. This chapter sets out guidelines for preservation and management, scholarly investigation, use, restoration, preservation of scenic beauty, implementation of restoration, and management and administration, and thus constitutes a plan for the future implementation of the Basic Scheme.

#### 3.1 Preservation and Management

Nara Prefecture is the entity appointed to manage the Nara Palace Site; in practice, however, until FY 2000 the general management of the site was carried out by the Nara National Research Institute for Cultural Properties, which was then an affiliated organization of the owner of the land, the Agency for Cultural Affairs. After the Institute became an independent administrative institution in FY 2001, the Monuments and Sites Division of the Agency's Cultural Properties Department assumed direct responsibility for the management of the site. Further, in 1998 the "Historic Monuments of Ancient Nara," which include the Nara Palace Site, were inscribed on the World Heritage list; in order to maintain the outstanding universal value recognized thereby, preservation and management of the designated areas and measures to preserve a buffer zone are required. In addition, the greater part of the Nara Palace Site is scheduled by MLIT to become an NGP under the provisional title of the "Asuka-heijo Palace Site Historical National Government Park (Heijo Palace Site)." Thus, the situation as it affects the Nara Palace Site has undergone significant changes.

This section will first note those points that require special attention in the preservation and management of the Nara Palace Site, and will then set forth the basic preservation and management policy and the specific policies for the preservation and management of each component. It should be noted that, to guide future work in these areas, there is an urgent need to draw up a "Preservation and Management Plan for the Nara Palace Site," which, in addition to the central topics of preservation and management, should also cover such topics as restoration and use, preservation of the surrounding environment, and management and administration. This plan should be drawn up by Nara Prefecture as the managing entity, in close cooperation with the Agency for Cultural Affairs, MLIT, Nara City, and the Nara National Research Institute

for Cultural Properties. As a reference document to assist the drafting process, a Draft Outline of a “Preservation and Management Plan for the Nara Palace Site” is appended to this Implementation Plan.

### **3.1.1 Points to Note in Preservation and Management**

The Nara Palace Site, one of Japan’s most important archeological sites, is an emblem of the nation’s history of efforts to protect its cultural patrimony. The guidelines for its preservation and management should take adequate account of this significance and this background. In establishing the guidelines, the following four points, in particular, must be taken fully into consideration:

(i) Combining the guaranteed preservation of the site with its interpretation

There is a need to combine the guaranteed preservation of the Nara Palace Site with its interpretation. In general, archeological excavations for purposes of interpretation of a site are actions that alter the site’s existing condition, but at the same time they yield results that shed light on the nature of the site. Excavations on the state-owned land that makes up most of the Nara Palace Site have revealed various facts about the ancient capital palace, thus contributing greatly to the study of ancient history, while also forming the basis for ongoing restoration that makes this knowledge available to the public. There is a need to continue interpreting the site by means of detailed excavations, but there is also a recognized need to leave some sectors unexcavated, so that their buried archeological resources remain intact for the future. Steps must be taken to guarantee preservation of the site by such means as reburying excavated areas after completing the investigations, together with leaving some areas unexcavated.

(ii) Handling of the residential areas within the Special Historic Site, whose residents have shown understanding and cooperation

Residential areas which existed prior to the designation of the Special Historic Site are present in Saki-cho, in the north of the designated area, and in Hokkeji-cho, in the east of the designated area. These areas have been continuously settled since early modern times, if not earlier, by communities that tended the fields covering the Palace site and thus protected the site. Therefore, while every effort will be made to preserve the archeological remains as a Special Historic Site, steps will also be taken to enable these residential areas to coexist with the Special Historic Site; in principle,

the approach will be to preserve the scenic beauty of the Special Historic Site with the residents' understanding and cooperation. However, for those portions of the site where important archeological remains are discovered in excavations, or where it becomes necessary for related reasons, steps will be taken to guarantee preservation by means of state acquisition of the land as part of the Special Historic Site, and subsequently to implement a certain level of restoration and use.

(iii) Handling of the roads and railways to ensure compatibility with the surrounding district

The desirable future form (including the possibility of relocation) of the Tanida-Nara general prefectural road (Ichijo Street), the Daigoku municipal road (Miyato Street), and the Kintetsu Nara Railway Line, all of which pass through the Nara Palace Site, should be determined as necessary in the context of city planning, adopting the perspective of Nara City as a whole and taking into account their compatibility with existing land use in the surrounding district, after having consulted and coordinated with the owners, operators and other interested bodies.

(iv) Liaison with the community for the purpose of preservation

Since the local community's support and cooperation are essential to the preservation of the Nara Palace Site (including security and disaster prevention), Nara Prefecture and Nara City should take steps to raise community awareness through liaison with the police, fire department, and other authorities, and also to put in place an organizational structure for the site's preservation that should include the Agency for Cultural Affairs, MLIT, Nara National Research Institute for Cultural Properties, the police, the fire department, local government bodies, volunteers, and other interested parties.

### **3.1.2 Basic Preservation and Management Policy, and Policies for the Preservation and Management of Each Component**

In preserving and managing a Historic Site, it is generally necessary to lay down a basic policy consistent with the features of the site, and also to classify the components of the site in its existing condition and to establish preservation and management policies for each class of component. For the Nara Palace Site, these basic and specific policies are hereby established as follows:

(i) Basic preservation and management policy

- Every effort will be made to preserve buried archeological resources.
- A landscape and environment suited to the Nara Palace Site will be formed.
- Every effort will be made to ensure the safety of visitors and to maintain security and disaster prevention for the reconstructed buildings and other facilities.

(ii) The components of the Nara Palace Site

Core components:

- The buried remains and artifacts of the Nara Palace Site and the space defined by them
- Omae Pond and Saki Pond, which derive from the garden ponds of Nara Palace

Other components:

- Unatari Shrine, Saki Shrine (east of Omae Pond), Saki Shrine (west of Omae Pond)
- Full-scale replicas, presentation of historical remains and other displays based on research
- Infrastructure to facilitate use, such as paths and plazas; facilities for the provision of information, and other amenities
- Facilities for scholarly investigations, such as research buildings and repositories
- Existing housing
- The Nara Seika road, a main regional road (which runs north to south along the western perimeter), the Tanida-Nara general prefectural road (Ichijo Street), and the Daigoku municipal road (Miyato Street)
- Kintetsu Nara Line
- Various waterways\*

\*Some waterways contribute to the preservation of the Nara Palace Site, due to their role in site drainage.

(iii) Specific policies for the preservation and management of components (numbered as in [ii] above)

- Steps will be taken to maintain an overall environment favorable to the preservation of archeological resources by preserving the system of waterways. After the completion of excavation studies, the excavated ancient remains will be reburied to



ensure their preservation. The space defined by the Nara Palace Site will also be guaranteed by appropriate preservation and management.

- The ponds will be preserved and managed as bodies of water that have the character of ancient remains.
- A good environment befitting shrine compounds dating from ancient or medieval times will be maintained.
- Full-scale replicas and displays will be maintained and managed, and where necessary improved, in such a way as to guarantee their continuing effectiveness in terms of restoration.
- Infrastructure will be maintained and managed to assure the appropriate provision of amenities, information, etc. Where necessary, it will be improved or the construction of new facilities will be considered. In the case of new construction, the question of whether it is necessary and appropriate to locate the said facilities within a Special Historic Site will be thoroughly examined, including comparative studies of the effects of locating the said facilities outside the designated area.
- The handling of facilities for scholarly investigation will be decided after due consideration from every perspective, including comparative studies of the effects of locating the said facilities outside the Special Historic Site.
- When changes are to be made to the present condition of existing housing, every effort will be made to preserve archeological remains by conducting excavations and other studies as required by the specific nature of the changes to be made. Where it is judged necessary due to the discovery of important archeological remains or for related reasons, preservation will be achieved by state purchase of the land. Efforts will also be made to preserve the landscape, with the understanding and cooperation of residents.
- Special consideration for the fact that the roads are located inside a Special Historic Site will be sought in relation to their maintenance and management, and steps will be taken to consult and coordinate with the relevant entities regarding the future form of the roads, including the possibility of relocation or related measures.
- Special consideration for the fact that the railway is located inside a Special Historic Site will be sought in relation to its maintenance and management, and steps will be taken to consult and coordinate with the relevant entities regarding its future form, including the possibility of relocation or related measures.
- The necessary waterway functions will be maintained.

### **3.1.3 Zoning for Preservation and Management; Handling of Changes in the Existing Condition and Related Matters**

To enable effective preservation and management of the Nara Palace Site, it is necessary to partition the site into preservation and management zones according to the existing condition and the restoration policy applicable to each part of the site, and to establish criteria for handling changes in the existing condition on the basis of this zoning. The Preservation and Management Zoning is outlined below; detailed criteria for handling changes in the existing condition will be decided after due consideration during the formulation of the “Preservation and Management Plan for the Nara Palace Site.”

- Zone A: scheduled for restoration  
State-owned land and related areas
- Zone B: scheduled for preservation of the existing environment  
Omae Pond, Saki Pond  
Unatari Shrine, Saki Shrine (east of Omae Pond), Saki Shrine (west of Omae Pond)
- Zone C: not scheduled for restoration in the near future  
Residential area in the eastern part of the Palace site (Hokkeji-cho)  
Residential area in the northern part of the Palace site (Saki-cho)

### **3.2 Scholarly Investigation and Related Matters**

The Nara National Research Institute for Cultural Properties has been excavating the Nara Palace Site continuously since FY 1953, and its multidisciplinary team of experts has conducted scholarly studies of the findings in an integrated way. The Institute has also led the way in restoring techniques for preserving ancient remains and artifacts, presenting Historic Sites, and related procedures. In addition to being reported in the Institute's own series of scholarly monographs, the *Gakuho*, and many other publications, the concrete results of these studies have been reflected in the restoration of the Nara Palace Site, and have also served as a model for researchers conducting and reporting on excavations in other areas, and for the restoration of other Historic Sites.

Taking this background into account, and looking ahead at the need to address new phases of restoration of the Nara Palace Site, it is clear that the Institute must continue to conduct scholarly investigations and associated work on the site. Moreover,

these investigations and associated work have an essential role to play in enabling the Nara Palace Site to function as a “site museum.”

### **3.2.1 Ongoing Field Research at the Nara Palace and Heijokyo Capital Sites**

#### **(i) Form of the research**

- Excavations and related research on the sites of Nara Palace and the ancient capital Heijokyo will continue with a forward-looking orientation and a multidisciplinary approach that encompasses archeology, history, architectural history, history of gardens, and preservation science, among other specialties.
- Steps will be taken to pursue research in greater depth and on a more international basis by promoting active exchanges and liaison, not only within Japan, but with nations around the world, especially China, Korea, and other East Asian nations.

#### **(ii) Publication and utilization of research results**

- The results of the scholarly investigations will be actively made available to ordinary members of the public through a range of media.
- The results of research on the preservation and restoration of the Nara Palace Site will be made available for use, further improvements will be made to the displays of archeological findings in the exhibition facilities (Heijo palace site museum, Excavation Site Exhibition Hall, etc.), and excavations will be opened to the public.
- The results of the excavations and related integrated investigations will serve as a basis for proposals concerning the preservation and restoration policy for the Nara Palace Site and for advice on the basic design of the policy

### **3.2.2 Restoration and Accumulation of Technical Expertise**

#### **(i) Restoration and accumulation of technical expertise regarding excavations**

- Excavation techniques will be restored and the resulting technical expertise will be accumulated based on the practical work carried out at the Nara Palace and Heijokyo capital sites and related areas. Efforts will also be made to pass on the technical expertise restored and accumulated to date and to make it widely available.

(ii) Restoration and accumulation of technical expertise for preserving ancient remains and artifacts, presenting Historic Sites, and related procedures

- In conjunction with the excavations, techniques will be restored for analyzing and preserving ancient remains and artifacts, and the resulting technical expertise will be accumulated. Efforts will also be made to pass on the technical expertise restored and accumulated to date, and to make it widely available.
- Techniques will be restored to enable Historic Sites such as the Nara Palace Site to be presented in a way that contributes to their preservation and enjoyment, and the resulting technical expertise will be accumulated. Efforts will also be made to pass on the technical expertise restored and accumulated to date and to make it widely available.

### **3.2.3 Scholarly Investigation as a Key Element of the Site Museum**

A “site museum,” as defined in the Basic Scheme, is “one possible form of an archeological site, proposed as a means both of protecting and studying the site, and of presenting the site and making it available to the general public” (*Materials on the Basic Concept of the Heijo Site Museum*, Agency for Cultural Affairs, 1978). This is a key concept of the Basic Scheme. If the Nara Palace Site is to function as a site museum in this sense, it is essential that the Nara National Research Institute for Cultural Properties carry on continuous and forward-oriented investigations, make their findings available to the public, and restore, accumulate and disseminate the necessary technical expertise.

### **3.3 Use**

In view of its great value and its extensive area, the Nara Palace Site can be seen as a historical-cultural resource that should be enjoyed in a number of ways. Any such use must always be predicated on, and remain within limits appropriate to, its preservation as a Historic Site. Further, creating networks with related historical-cultural resources for information exchange, access, and other purposes promises to allow more effective use of the Nara Palace Site.

#### **3.3.1 General Directions of Use**

##### **(i) Use as a learning resource**

- In keeping with its function as a place where ordinary people can deepen their understanding of the culture of an ancient capital palace through firsthand contact (Basic Scheme), the site will be actively used as a resource both in school education (including school trips) and in lifelong learning programs (including participatory learning).
- The site's efficacy as a learning resource will be increased by effective presentation of the latest findings, based primarily on investigations by the Nara National Research Institute for Cultural Properties.

##### **(ii) Use as a research resource**

- In keeping with its function as a center for the improvement of scholarly investigation (Basic Scheme), the site will be actively used as a research resource in archeology (especially excavations), history, and related fields, with the Nara National Research Institute for Cultural Properties being the main agent of this active use. The site will also be put to appropriate use by other research and educational institutions and related bodies, as a research resource in fields related to cultural properties.
- The research results will not only serve as a fund of scholarly knowledge, but will also influence the site's other uses, especially as a learning and tourism resource, when made available to the public in a readily understandable form through various media.

##### **(iii) Use as a tourism resource**

- In keeping with its function as a place where ordinary people can deepen their understanding of the culture of an ancient capital palace through firsthand contact (Basic Scheme), the site will be actively used as a core tourism resource within the tourism network made up of historical-cultural resources centered on Nara City and Nara Prefecture.
  - In managing and administering the site, in order to attract repeat visitors in increasing numbers, visitors will be offered an experience set apart from everyday life through the effect produced by the reconstructed buildings, displays of ancient remains, and excavations open to the public, and full use will be made of volunteer guides.
  - The various burdens on the Nara Palace Site and surrounding district caused by active use of the site as a tourism resource must be taken fully into consideration.
- (iv) Everyday use as a multipurpose green area
- As a spacious green area in an urban district, the site will be put to multiple uses, especially by residents of Nara City, Nara Prefecture and neighboring areas. In addition, it will carry on its established role as a green area destined to receive evacuees in case of disaster.
- (v) Use as a venue for events
- The areas where archeological remains have been presented, including those where buildings have been reconstructed, together with other parts of the site such as plazas and lawns, will be put to good use as a venue for events.
  - Successful events will stimulate wide interest in the Nara Palace Site and the culture of an ancient capital palace, and will thus help increase the use of the site.
  - The various burdens imposed on the Nara Palace Site and surrounding district by such events must be properly controlled.

### **3.3.2 Activity Hubs and Flow Lines**

(See “Diagram of Activity Hubs and Flow Lines on the Nara Palace Site”)

#### **(i) Entrances**

The area adjacent to Suzaku Gate, the reconstructed original main gate of Nara Palace, is considered the main entrance of the Nara Palace Site. Sub-entrances are located north

of the Heijo palace site museum, to receive mainly those visitors coming from Kintetsu Yamato Saidaiji Station, and east of the Excavation Site Exhibition Hall, where a parking area is provided. The areas containing the main entrance and sub-entrances are defined as the “main entrance area” and “sub-entrance areas,” respectively, and they are provided with ample visitor information facilities. Additional entrances are located beside the Saeki Gate in front of the Nara National Research Institute for Cultural Properties headquarters, beside the Tamate Gate toward the southern end of the west boundary, and at the southeast corner of the Nara Palace Site. For the present, the entrances are located at the above six points; these arrangements may be modified as necessary to adapt to changes in traffic patterns in the vicinity of the Nara Palace Site.

(ii) Activity hubs

As shown in the list below, the activity hubs of the Nara Palace Site consist of the reconstructed buildings and other presentations of the ancient remains, plus the exhibition facilities, such as the Heijo palace site museum. (It is also envisaged that large-scale exhibition facilities will be provided on land adjacent to the designated Special Historic Site as part of the NGP or related projects. In that case, the said facilities will also become activity hubs.)

- Suzaku Gate: the main gate of Nara Palace. Building full-scale replicas has been completed. In accordance with the original function of the gate, its environs are an activity hub that serves as the main entrance to the Nara Palace Site.
- The Central Imperial Audience Hall Compound: the central complex of Nara Palace in the early Nara Period. The full-scale replica of the Audience Hall in the center of the compound is underway, due to be completed at the end of FY 2009. An activity hub where, through firsthand contact, visitors can deepen their understanding of what a Nara Period palace looked like, the ceremonies conducted there, the architectural techniques employed and other aspects.
- The Eastern Palace Garden: a banquet area of Nara Palace. A full-scale replica has been completed. An activity hub where visitors can deepen their understanding of Nara Period court life and ceremonies through firsthand contact.
- The Eastern Imperial Audience Hall Compound: the central complex of Nara Palace in the late Nara Period. Presentation of the platform has been completed. The site of the Eastern Imperial Audience Hall, at the center of the compound, is a good lookout point for viewing the Nara Palace Site and its surroundings, and



it is also an activity hub where visitors can deepen their understanding of the location and structure of Nara Palace through firsthand contact.

- The Excavation Site Exhibition Hall and surrounding area: Inside a roofed shelter, the foundations of the Government Offices which formed part of Nara Palace in the Nara Period are open to the public in the state in which they were uncovered. Also, building full-scale replicas is underway on the site of the supposed Ministry of the Imperial Household to the southwest of the Exhibition Hall. An activity hub where, through firsthand contact, visitors can deepen their understanding of the buried foundations on the Nara Palace Site and the hypotheses about Nara Period architecture that can be made from the foundations.
- The Heijo palace site museum\*: The Heijo palace site museum, which forms part of the sub-entrance area for visitors arriving from Kintetsu Yamato Saidaiji Station, provides an overview of the Nara Period, Nara Palace, and the ancient capital Heijokyo, together with information obtained from excavations of the Nara Palace and Heijokyo capital sites and other scholarly investigations and technical restoration. An activity hub where visitors can deepen their understanding of the Nara Period, the Nara Palace Site, and related topics.
- \* It is envisaged that, at some time in the future, the functions of the Heijo palace site museum will be transferred to a newly built facility on land adjacent to the Nara Palace Site as part of the NGP or related projects, but a branch-type exhibition facility will still be needed in the vicinity of the present Site Museum, which forms part of the sub-entrance area, and its designation as an activity hub will remain in effect.

### (iii) Flow lines

Flow lines can be classified into “user flow lines” and “management flow lines.” The user flow lines must be appropriately laid out to facilitate use of the site in keeping with its function as a place where ordinary people can deepen their understanding of the culture of an ancient capital palace through firsthand contact, as stated in the Basic Scheme. The main user flow lines will originate primarily at the main entrance and sub-entrances and will be laid out so that they connect the hubs. These lines will mainly follow the roads within the palace grounds, as well as Nijo (Second Row) Street and East Ichibo (First Column) Avenue; together, these formed the main elements of the Nara Palace street grid. For the present, appropriate user flow lines will be secured to connect the area around Suzaku Gate and the Central State Halls Compound area, which

are divided by the Kintetsu Nara Line. Branch user flow lines will be laid out branching off from the main flow lines, while taking into account the visitor's convenience, among other factors. Management flow lines will be laid out according to management needs, making partial use of the main user flow lines.

Further, to facilitate the movement of site visitors, the possibility of introducing rental bicycles or connecting the activity hubs with a means of transport such as electric vehicles will be studied. Together with the arrangement of entrances, the flow lines may be modified as necessary to adapt to changes in traffic patterns in the vicinity of the Nara Palace Site.

(iv) Handling of the roads and railway tracks that obstruct user flow lines

The roads and the railway that run across the Nara Palace Site, namely, the Tanida-Nara general prefectural road (Ichijo Street), the Daigoku municipal road (Miyato Street), and the Kintetsu Nara Line, are all due to be included in the NGP area. As these routes obstruct the user flow lines, consultation and study by the relevant entities will be required to determine their future form, including the possibility of relocation.

### **3.3.3 Facilities for Public Access and Use**

(i) Paths and plazas

- Paths
  - Paths serving as main user flow lines and following existing roads such as those within the palace grounds, Nijo (Second Row) Street, or East Ichibo (First Column) Avenue will, in principle, retain their original width. Paths newly created to serve as user flow lines or management flow lines will be as wide as necessary.
  - The choice of paving materials, colors, and other features of the paths will take into account the scenic beauty of the Nara Palace Site as well as pedestrians' comfort.
- Plazas
  - Plazas will be well kept and managed as spaces available both for everyday use and as venues for events, within the limits appropriate to a Special Historic Site.

(ii) Amenities

- Parking areas

- As the Nara Palace Site is a Historic Site covering a large area, on the land designated a Special Historic Site it is permissible, within the limits established by the guidelines of the Agency for Cultural Affairs, to create the minimum necessary dedicated parking areas to encourage use of the site and its associated facilities; the minimum necessary level is considered to correspond more or less to the present level.
  - Efforts will be made to secure off-site parking areas in the NGP project, Nara Prefecture projects, and other schemes, based on estimates of user numbers.
  - For events and other special occasions, in light of the importance of these occasions in encouraging the full use of the site, it is permissible to create temporary parking areas for a fixed period after giving due consideration to factors including their location, area, and appearance.
- Toilets
- Consideration will be given to determining the appropriate number of toilets within the designated area to serve the expected numbers of visitors, together with their balanced distribution on the site.
  - The exteriors of detached toilet blocks within the designated area will, in principle, be Japanese-style with tiled roofs, like the existing toilets.
  - There is a need to provide an adequate number of toilets off-site under the NGP and other projects.
- Benches, drinking fountains, and rest facilities
- Comfortable benches and drinking fountains will be provided as and where deemed necessary from a visitor's perspective, for example, in the shaded areas of plazas.
  - The provision of one or more rest facilities will be considered, possibly to be jointly located with toilets. If provided as detached structures, adequate consideration will be given to their impact on the landscape.
- Refreshment facilities
- In order to preserve the Special Historic Site, in principle, restaurants and other dining facilities will not be located on state-owned land.
  - Consideration will be given to providing facilities to serve drinks and other refreshments in appropriate locations. If such facilities are provided, adequate

consideration will be given to their impact on the archeological remains and on the landscape.

- For events and other special occasions, in light of the importance of these occasions in encouraging the full use of the site, it is permissible to create temporary refreshment facilities for a fixed period after giving due consideration to factors including their location, area, and appearance.

### (iii) Information facilities

#### ○ Exhibition facilities

- As a basic approach, in the future the network of exhibition facilities on the Nara Palace Site will comprise those that function as a main museum, those that function as branches, and those that function as satellites, i.e., that provide information on one particular zone or element.
- With regard to the function of the existing Heijo palace site museum as a main museum, it is envisaged that this function will be relocated to a facility newly built on land adjacent to the site as part of the NGP or related projects. In that case, it is envisaged that an exhibition facility with a branch function will be established as part of the sub-entrance area where the present Site Museum is located. The existing Excavation Site Exhibition Hall (which serves the eastern Government Offices, the Imperial Domicile, and the Eastern Imperial Audience Hall) and the west building of the Eastern Palace Garden are exhibition facilities with satellite functions, but another satellite exhibition function will be needed to serve the Central Imperial Audience Hall.

#### ○ Signs

- Signs will be erected with the visitor's viewpoint in mind, and their compatibility with the existing sign plan and with existing signs established under that plan will also be taken into account.
- In addition to Japanese and English, Chinese and Korean will also be used for certain types of sign.

### (iv) Management facilities

#### ○ Lighting

- The installation of lighting along the paths that form the main user flow lines will be studied. Adequate consideration will be given to the impact of these facilities on the landscape.

- Floodlighting
  - In addition to the existing floodlighting of Suzaku Gate, the installation of floodlights for the Central Imperial Audience Hall will be studied. Adequate consideration will be given to the wishes of residents in the surrounding area.
- Guardrails
  - Guardrails will be installed where necessary to ensure visitors' safety, such as along the Kintetsu Nara Line railway tracks.
- Disaster prevention and security facilities
  - Appropriate facilities and equipment will be installed where necessary to prevent disasters and crime in relation to the reconstructed buildings and other facilities.

### **3.3.4 Major Related Historical-Cultural Resources**

The following are examples of historical-cultural resources considered suitable to form a network of active use in conjunction with the Nara Palace Site.\* In each case, as appropriate to the circumstances, the relevant authorities will be requested to ensure the preservation and use of the resource and to carry out restoration with that objective.

- (i) The Heijokyo Capital site and adjacent Nara Period historic remains
  - Shorin'en Garden site
  - Remains of Suzaku Avenue on the Heijokyo capital site. (The portion contiguous with the Nara Palace Site is a Historic Site.)
  - The garden on the site of the palace at Sanjo Nibo (the intersection of Third Row and Second Column streets) in the Sakyo (Left Capital) quarter of Heijokyo. Capital (This garden is a Special Historic Site and a Special Scenic Spot.)
  - Zuto stupa (Historic Site)
  - Site of Rajo Gate
  - Grave of O-no-Yasumaro (Historic Site)

Note: The above list is not exhaustive. Depending on the results of future scholarly investigations, further additions may be made (e.g., the archeological remains to the south of the Eastern Palace of Nara Palace).

(ii) Temples and shrines built in the Nara Period

- Todai-ji (the old compound of Todai-ji, a Historic Site)
- Kofuku-ji (the old compound of Kofuku-ji, a Historic Site)
- Yakushi-ji (the old compound of Yakushi-ji, a Historic Site)
- Gango-ji (the compound of Gango-ji Gokurakubo, and the remains of Gango-ji's Shotoin pagoda; both are Historic Sites)
- Daian-ji (the old compound of Daian-ji, a Historic Site)
- Saidai-ji (the compound of Saidai-ji, a Historic Site)
- Toshodai-ji (the old compound of Toshodai-ji, a Historic Site)
- Hokke-ji (the old compound of Hokke-ji, a Historic Site: Hokke-ji compound and Amida Jodoin Hall site)
- Kasuga Shrine (Kasuga Shrine compound, a Historic Site)

(iii) Others

- Nara Park area
- Nara National Museum

\* The lists in (i), (ii) and (iii) are not exhaustive; there are many other historical-cultural resources considered suitable to form a network of active use in conjunction with the Nara Palace Site.

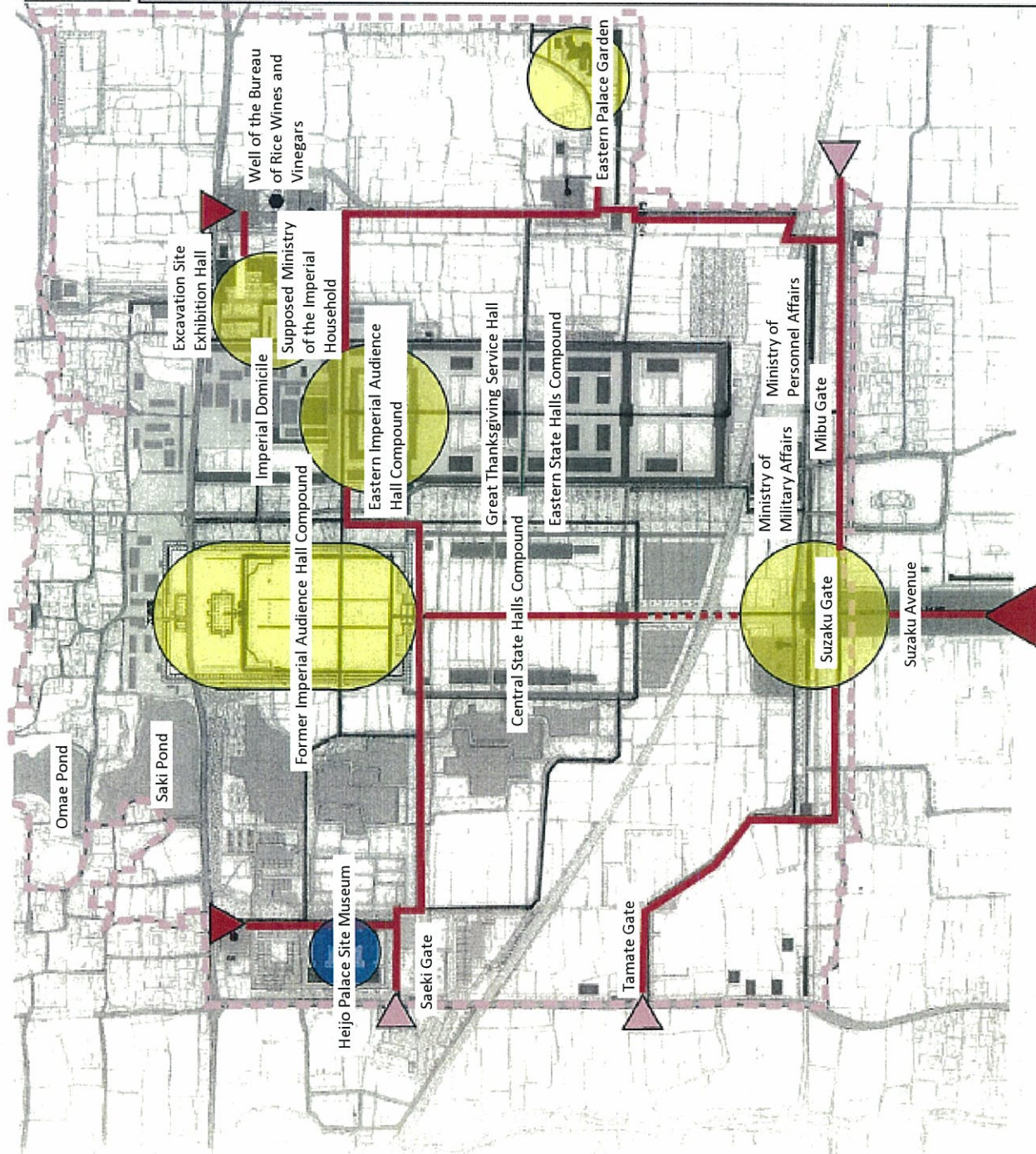
Diagram of Activity Hubs and Flow Lines on the Nara Palace Site

Key

- Main flow lines linking activity hubs
- Main entrance
- Sub-entrance
- Other entrance
- Activity hub (reconstructed buildings, etc.)
- Activity hub (exhibition facilities)

Note:

The arrangement of entrances and flow lines within the park may be modified as necessary to adapt to changes in traffic patterns in the vicinity of the Nara Palace Site, including the Tanida-Nara general prefectural road (Ichijo Street), Daigoku municipal road (Miyato Street), or Kintetsu Nara Line railway.





### 3.4 Restoration

Restoration should be carried out steadily with the aim of realizing the key concept of a “site museum.” The Basic Scheme sets out a zoning plan for the site under the heading “Basic Configuration of Site Use” and calls for integrating and harmonizing the restoration work. Here, the zoning plan, with some modifications, is presented in outline as “Restoration Zoning.” Guidelines are also presented for building full-scale replicas, presentation of historical remains, and development of facilities.

#### 3.4.1 Restoration Zoning

(See “Diagram of Restoration Zoning of the Nara Palace Site”)

Under the “Zoning for Preservation and Management” shown in 3.1.3, Zone A is “scheduled for restoration”; the restoration zoning applicable within Zone A is presented here. It should be noted that the zoning shown below is subject to change depending on the progress of excavations and other factors.

##### (i) Zone for Building Full-Scale Replicas

Significance: After collating the findings of scholarly investigations of various types, with the main focus on the results of excavations, buildings and other structures will be reconstructed as accurately as possible in their original locations. In terms of use, these zones will provide visitors with a firsthand visual experience of Nara Palace as it was in the Nara Period.

- Central Imperial Audience Hall Compound\* (Central Imperial Audience Hall, earthen-walled corridors, south gate, east and west towers, rear hall)
- Suzaku Gate
- Eastern Palace Garden (central building, corner tower, northeast building, flat bridge, arched bridge, garden pond)
- Supposed Ministry of the Imperial Household\*\* (Main Hall, Northwest Hall, Southwest Hall, South Hall, Second South Hall, earthen walls, South Gate, North Gate)
- Part of the southern palace wall\*\*\*

\* In the Central Imperial Audience Hall Compound, only the Central Imperial Audience Hall is under construction, due for completion at the end of FY 2009. Work has not begun on the other buildings. The start of building work in the sector to



the north of the Tanida-Nara general prefectural road (Ichijo Street) is conditional on relocation of the prefectural road.

\*\* In the supposed Ministry of the Imperial Household, work has not begun on the Main Hall, nor on parts of the earthen walls, namely, portions of the south and north faces and the whole east face.

\*\*\* In FY 1984–1997, the southern palace wall was “reconstructed” in external appearance only and with the addition of a storage function, using modern construction methods for the core of the wall.

#### (ii) Zone for Presentation of Historical Remains

Significance: Based on the results of excavations, the presence of ancient remains will be indicated on the surface of the ground in the original locations using a variety of methods, including partial full-scale replica and two- and three-dimensional displays. In terms of use, within the extensive area of the Nara Palace Site, these zones will provide visitors with a certain amount of information about the form and function of the various areas during the Nara Period.

- Central State Halls Compound\*
- South-Facing Square of the Central State Halls Compound\*\*
- Imperial Domicile
- Eastern Audience Hall Compound
- Eastern State Halls Compound and Morning Assembly Halls Compound
- Ministry of Military Affairs, Ministry of Personnel Affairs
- Northern Government Offices
- Supposed Bureau of Yin and Yang (south of supposed Ministry of the Imperial Household), supposed Grand Council of Administration (south of Excavation Site Exhibition Hall)
- Southern palace wall (excluding reconstructed part), western palace wall, southern part of Eastern Palace wall
- The Imperial Stable Bureau\*\*\*
- Supposed West Pond Palace\*\*\*\*

\* The zoning of the Central State Halls Compound, including the possibility of reconstructing the buildings, will be subject to reevaluation once the full-scale replica of the Central Imperial Audience Hall Compound is completed.

\*\* While the Kintetsu Nara Line remains in place, the part of the South-Facing Square of the Central State Halls Compound that lies north of the railway line will be kept as a wetland to serve as a flood-retarding basin.

\*\*\* Work is expected to start once the existing research building, repository, and associated facilities are relocated.

\*\*\*\* Work is expected to start once the existing research building, repository, and associated facilities are relocated.

(iii) Zone of southern area

Significance: This is the site of an ancient street (part of the capital city's street grid) that ran along the perimeter of the Nara Palace Site. The street will be restored as far as possible along reconstructive lines, including features such as roadside trees. In terms of use, it will follow its original function by serving as a path. In addition, the following parts of this zone together form the main entrance area, which serves as the central entry point for visitors along the southern palace wall: the central portion of Nijo Street, together with Suzaku Gate (Zone for Building Full-Scale Replicas) and the remains of Suzaku Avenue on the Heijokyo capital site, which Nara City has restored along reconstructive lines.

- Nijo (Second Row) Street (southern perimeter of Nara Palace)
- East Ichibo (First Column) Avenue (eastern perimeter of the south part of Nara Palace)
- Nijo (Second Row) Inter-row Street (southern perimeter of the Eastern Palace sector of Nara Palace)
- Part of East Nibo (Second Column) Inter-column Street (eastern perimeter of the Eastern Palace sector of Nara Palace)

(iv) Zone for surroundings covered with trees

Significance: Planting will be carried out in this zone with the main aims of screening the site from the surrounding streets and houses, and landscaping the area without altering its basic appearance. The zone will consist of "perimeter shade tree belts" and a "central shade tree belt."

- Perimeter shade tree belts: the western boundary of the Palace site; the southern border of Tanida-Nara general prefectural road (Ichijo Street) (in the western part of the Palace site)\*; part of the eastern boundary of the Palace site

- Central shade tree belt: along the boundary between the Central Imperial Audience Hall and State Halls Compounds and the Eastern Imperial Audience Hall and State Halls Compounds

\* When relocation of the prefectural road is completed, the question of whether to retain the perimeter shade tree belt along the southern border of the prefectural road (in the western part of the Palace site) will be reexamined.

(v) Zone for Research, Management, and Exhibition Facility

Significance: This zone consists of facilities for research on and management of the Nara Palace Site (with associated facilities such as a repository for artifacts), and exhibition facilities for providing information on the Palace site to the public. It serves two functions: as a center of research on Nara Palace, and as a place to provide relevant information to visitors.

- Nara National Research Institute for Cultural Properties headquarters, Heijo Palace Site Museum, research building, repository, etc. (western sector)
- Excavation Site Exhibition Hall (eastern sector)

Notes: This zone presently consists of two sectors: a western sector containing the Nara National Research Institute for Cultural Properties headquarters, Heijo Palace Site Museum, research building, repository, and associated facilities; and an eastern sector centered on the Excavation Site Exhibition Hall. However, if conditions permit, the research building, repository, and associated facilities in the western sector will be relocated to land adjacent to the Special Historic Site; it is also hoped to relocate the function of the existing Heijo Palace Site Museum to adjacent land. In that case, the block(s) of land to which these facilities are relocated will become part of the Research, Management, and Exhibition Facility Zone. Also, because the entire western sector forms a sub-entrance area for visitors arriving from the Kintetsu Yamato Saidaiji Station, it will continue to form part of the Zone for Management, Research and Repository, and Exhibition Facility, since it will provide information by means of exhibition facilities (which will have a branch function in the network of exhibition facilities on the Palace site). The Imperial Stable Bureau in the center of the sector and the supposed West Pond Palace in the northeast of the sector will be rezoned as a Zone for Presentation of Historical Remains, and the southern part of the sector will be

rezoned into Zone for Surroundings Covered with Trees and Zone for Trees and Ponds..

(vi) Zone for Surroundings Covered with Trees and Zone for Ttees and Ponds.\*

Significance: This consists of all parts of Zone A that do not belong to other zones. The existing ponds and marshes, which serve as flood-retarding basins, will be maintained, and the plazas will be preserved and managed as necessary; the remaining areas will be well maintained and managed as lawns. In terms of use, this zone will mainly be destined for everyday use as a multipurpose green area, but it will also be available for active use as a venue for events and other special occasions.

\* This zone will be the main area subject to ongoing excavations by the Nara National Research Institute for Cultural Properties; depending on the results, it may be partially rezoned as either a Zone for Presentation of Historical Remains or a Zone for building full-scale replicas.

### **3.4.2 Guidelines for Building Full-scale Replicas**

(i) Building Full-scale Replicas on the Nara Palace Site

The Zone for Building full-scale replicas of the Nara Palace Site is defined in Section 3.4.1. At the present time, the buildings earmarked for full-scale replicas are those of the Central Imperial Audience Hall Compound and the supposed Ministry of the Imperial Household. As in past full-scale replicas on the Palace site, the work will be based on adequate research and, since it involves full-scale replicas of buildings on a Historic Site, it will conform with specifications approved by the Expert Committee on the Handling of Reconstruction of Historic Structures on Historic Sites, Etc. The contents should also be appropriate as works conducted on a Special Historic Site that forms part of a World Heritage site.

(ii) Full-scale replicas of buildings in the Central Imperial Audience Hall Compound area

With regard to the restoration of the Central Imperial Audience Hall Compound area, the Basic Scheme defines as a Zone for Building Full-Scale Replicas the portion occupied by the West Palace, a late Nara Period structure that more or less corresponds to the Central Imperial Audience Hall Compound area dating from the early Nara Period. However, in its March 1993 report, the Study Meeting on the Concept of

Reconstruction of the Central Imperial Audience Hall (established by decision of the Commissioner for Cultural Affairs) recommended building full-scale replicas of the Central Imperial Audience Hall Compound area, which dates from the early Nara Period. Based on this recommendation, building full-scale replica of the Central Imperial Audience Hall is currently underway. “Basic preliminary design work” was carried out until FY 2002 with a view to building full-scale replicas of other structures in the compound area; owing to various circumstances, in that year it was decided, for the time being, to indicate the position of corridors and other elements of the compound by means of mounded earth covered with turf. However, in view of the approval in FY 2008 of the NGP project centered on the Nara Palace Site, the Central Imperial Audience Hall Compound area (early Nara Period) will be defined as a Zone for Building full-scale replicas as recommended by the above report. Together with the buildings, the Compound’s courtyard will also be restored along reconstructive lines using, in principle, pebble surfaces, which can be hypothesized from the archeological remains; for the portions that will be used as paths by visitors, surfacing techniques that facilitate walking will be adopted. Due to the need to preserve buried foundations dating from the late Nara Period, it is not possible to reconstruct the full original height of the brick retaining wall in front of the Central Imperial Audience Hall. The retaining wall will therefore be restored along reconstructive lines with a height that allows the buried foundations to be preserved. Also, full-scale replicas of the earthen-walled corridors, the rear hall, and other remains to the north of the Tanida-Nara general prefectural road (Ichijo Street), which passes behind the Central Imperial Audience Hall, will await relocation of the road.

(iii) Specifications for building full-scale replicas in the Central Imperial Audience Hall Compound area

- Location: On the ground plan, directly above the ancient remains (which will be covered with mounded earth for protection)
- Design: To be based on adequate scholarly investigation of ancient architecture
- Materials: The choice of wood is not limited to domestically grown timber; foreign timber that meets the minimum quality standards (strength, texture, etc.) is also permitted. The platform shall be faced with local or imported stone of the same quality as the hypothetical original stone materials. The tamped-earth portions of the earthen-walled corridors shall, in principle, be constructed of earth.

- Construction techniques: The timber shall be sawn into the necessary sizes using modern technology; the finishing shall take ancient dressing methods into consideration. With regard to the assembly of wooden portions and related techniques, the wooden framework shall be modeled on examples of ancient architecture and related reference materials.
- Reinforcement: The structures shall be reinforced to meet modern safety standards as required by Japanese law.
- Disaster prevention: Equipment shall be installed to meet modern disaster prevention standards as required by Japanese law.
- Added functions in terms of use: It is permissible to add functions to a limited extent by making minimal changes to parts of the structures for visitors' convenience. The portions concerned shall, in principle, be designed according to specifications that distinguish them clearly from the reconstructed buildings.

(iv) Functions of reconstructed buildings in the Central Imperial Audience Hall Compound area

All reconstructed buildings in the Central Imperial Audience Hall Compound area, including their interiors, will be open to the public. In terms of use, with public access the following functions can be envisaged:

- Central Imperial Audience Hall: lookout point, indoor exhibitions and demonstrations
- Earthen-walled corridors: passageways, indoor exhibitions, rest areas, emergency escape routes
- South gate: access
- East and west towers: Lookout points on the upper floors will be considered.
- Rear hall: (pending)
- Compound's courtyard: access, demonstrations, events

### 3.4.3 Guidelines for the Zones for Presentation of Historical Remains

The Zones for Presentation of Historical Remains of the Nara Palace Site are defined in Section 3.4.1, "Restoration Zoning." In the Zones for Presentation of Historical Remains listed in Section 3.4.1, the restoration work has been largely completed using various types of displays, including two- and three-dimensional presentation of historical remains, partial full-scale replicas, and exhibitions of foundation models. In these restored portions, in future the main tasks will be maintenance and management, repair, or re-restoration. In those portions yet to be restored, such as the Imperial Stable

Bureau and the supposed West Pond Palace, restoration using presentation of historical remains will be conditional on the relocation of the existing research building, repository, and associated facilities. Further, depending on the results of future excavations in areas that belong to the Zone for Trees and Ponds under the existing Restoration Zoning, it could become necessary to create new way for presenting historical remains in those areas. In creating these new displays, or in creating displays to re-restore previously restored areas, new methods made possible by technological restoration and other advances will be actively applied while ensuring compatibility with the previous restoration work.

#### **3.4.4 Guidelines for Restoration of Facilities**

The facilities on the Nara Palace Site will be restored based on the Restoration Zoning and on the clear definition of said facilities as elements contributing to the preservation and use of the site, while paying adequate attention to their location, area, external appearance, and other factors. In restoring facilities, due attention will also be paid to ensuring their functionality in terms of use and to adopting the viewpoint of a wide range of visitors. In the case of amenities such as large-scale exhibition facilities and parking areas, consultation and studies will be carried out with a view to establishing these outside the designated areas of the Special Historic Site and the Historic Site consisting of the remains of Suzaku Avenue on the Heijokyo capital site, as part of the facilities scheduled for restoration under the NGP project, or for restoration by Nara Prefecture and Nara City in collaboration with the NGP.

##### **(i) Provision of facilities from the visitor's viewpoint**

Attention will naturally be paid to the comfort and convenience of visitors within the limits appropriate to a Historic Site; consideration will also be given to actively introducing universal design within limits that do not impact the essential elements of the Historic Site, to providing signs in English (together with Chinese and Korean as necessary) for foreign visitors, and to making full use of digital technology for presenting information and related purposes.

##### **(ii) Restrictions on the establishment of facilities on a Historic Site (parking areas, refreshment facilities)**

The handling of parking areas and refreshment facilities in Zone A of the Preservation and Management Zoning will be subject to the restrictions stated in the relevant paragraphs of 3.3.3 (ii).



# Diagram of Restoration Zoning of the Nara Palace Site

## Zone A (scheduled for restoration)

Zone for Building Full-Scale Replicas

Zones for presentation of historical remains

Zone of Southern Area

Shade Tree Zone

Zone for Research, Management, and Exhibition Facility

Zone for Ponds, Marshes, Lawns and Plazas

## Zone B

(scheduled for preservation of the existing environment)

## Zone C

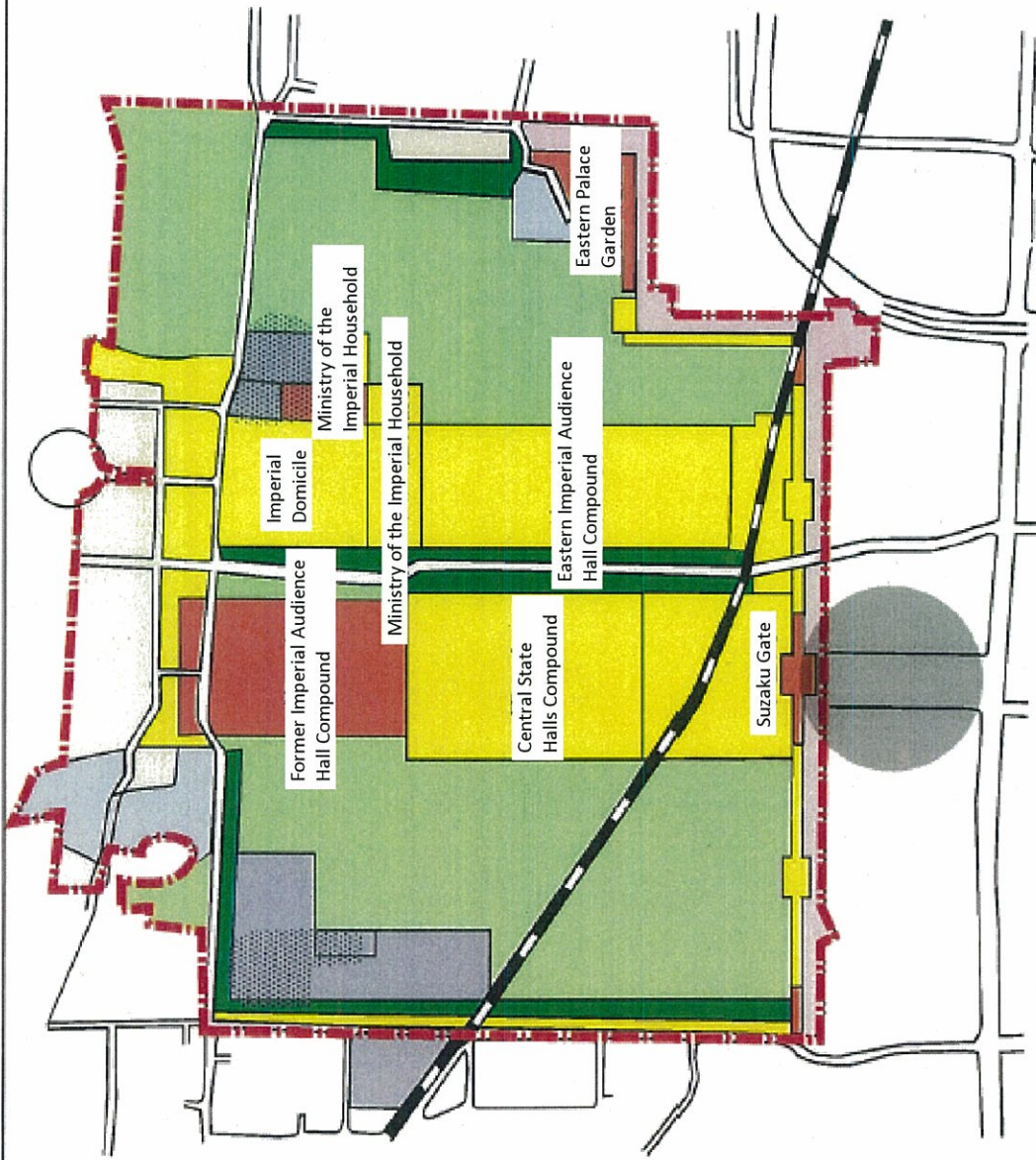
(not scheduled for restoration in the near future)

Main entrance area

Sub-entrance areas



0 200m 400m



Notes: In the Zone for Research, Management, and Exhibition Facility in the western sector, which contains the Nara National Research Institute for Cultural Properties headquarters, Heijo palace site museum, research building, repository, and associated facilities, if conditions permit, the research building, repository, and associated facilities will be relocated to land adjacent to the Special Historic Site; it is also hoped to relocate the function of the existing Heijo palace site museum to adjacent land. In that case, the block(s) of land to which these facilities are relocated will become part of the Zone for Research, Management, and Exhibition Facility. Also, because the entire western sector forms a sub-entrance area for visitors arriving from the Kintetsu Yamato Saidaiji Station, it will continue to form part of the Zone for Research, Management, and Exhibition Facility, since it will provide information by means of exhibition facilities (which will have a branch function in the network of exhibition facilities on the Palace site). The Imperial Stable Bureau in the center of the sector and the supposed West Pond Palace in the northeast of the sector will be rezoned as a Zone for Presentation of Historical Remains, and the southern part of the sector will be rezoned into the Zone for Ponds, Marshes, Lawns and Plazas.

### **3.5 Preservation of Scenic Beauty**

#### **3.5.1 Preservation of Scenic Beauty within the Designated Area of the Nara Palace Site**

**(i) Handling of roads and railway tracks that detract from scenic beauty**

The roads and railway tracks that traverse the Nara Palace Site, namely, the Tanida-Nara general prefectural road (Ichijo Street), the Daigoku municipal road (Miyato Street), and the Kintetsu Nara Line, are all due to be included in the NGP area. As they detract from the site's scenic beauty, consultation and study by the relevant entities will be required to determine their future form, including the possibility of relocation.

**(ii) Enhancement of scenic beauty**

To create a landscape suited to the site of an ancient capital palace, planting, horticultural management, and management of trees and ponds will be carried out as appropriate; where necessary, planting, removal of unnecessary trees and other measures will be carried out to enhance the landscape without altering its basic appearance.

#### **3.5.2 Preservation of Scenic Beauty outside the Designated Area of the Nara Palace Site**

**(i) Administrative liaison for the preservation of scenic beauty**

MLIT, Nara Prefecture and Nara City will maintain close liaison among their respective administrations for the preservation of scenic beauty and will endeavor to preserve the scenic beauty of the area surrounding the Nara Palace Site and the associated landscape.

**(ii) Views from lookout points**

- The platform of the Eastern Imperial Audience Hall was cited as an example of a lookout point within the Nara Palace Site when the site was inscribed on the World Heritage list. Other locations important as lookout points for visitors will be defined, including Nijo Street, which has a vista of Todai-ji to the east, and the reconstructed Central Imperial Audience Hall, which will provide a view of the main features of the site, such as the Compound's courtyard, Suzaku Gate, and a vista to the south.

- Within the above-mentioned administrative framework for the preservation of scenic beauty, efforts will be made to alleviate the effects of buildings and other urban structures that detract from the view from the lookout points on the Nara Palace Site.

### **3.6 Implementation of Restoration; Management and Administration**

#### **3.6.1 Implementation of Restoration and the Related Consultation System**

##### **(i) Implementation of restoration**

- Restoration of those park facilities of the Special Historic Site that are located within the NGP area will be carried out by the MLIT. However, the Agency for Cultural Affairs will continue to execute the works that are currently underway as a project of the Agency in the Special Historic Site, namely, the full-scale replica of the Central Imperial Audience Hall and the restoration of associated facilities.
- Guidelines for restoration of the site as an NGP will be laid down by MLIT in an NGP Basic Plan, which should be consistent with the “Basic Approach” of the Basic Scheme drawn up by the Agency for Cultural Affairs and with the present Implementation Plan for the Basic Scheme.

##### **(ii) Consultation system for restoration and related matters**

- The Agency for Cultural Affairs will provide the necessary guidance and advice on restoration work from the viewpoint of protecting cultural properties and preserving and managing World Heritage assets. The contents of restoration in each year of the plan and related matters shall be decided after deliberation in a conference of the interested parties or similar body established for this purpose, consisting of the Agency for Cultural Affairs, MLIT, Nara Prefecture, Nara City, the Nara National Research Institute for Cultural Properties and other experts.

#### **3.6.2 Management and Administration and the Related Consultation System**

##### **(i) The “Preservation and Management Plan” and management and administration**

- As the managing entity for the Special Historic Site, Nara Prefecture, in liaison with the Agency for Cultural Affairs, MLIT, Nara City, and the Nara National Research Institute for Cultural Properties, shall draw up a “Preservation and Management Plan” to establish a management and administration policy in accordance with the “Basic Approach” in the Basic Scheme drawn up by the Agency for Cultural Affairs and with the present Implementation Plan for the Basic Scheme. In drawing up the plan, consideration shall also be given to the

management and administration requirements of the World Heritage site, including the handling of buffer zones.

- In carrying out management and administration under the Preservation and Management Plan, the responsibilities of the following entities shall be based on an appropriate division of roles: the local office and related departments of MLIT, as the entity responsible for establishing the NGP; Nara Prefecture, as the managing entity for the Special Historic Site; and the Nara National Research Institute for Cultural Properties, which conducts on-site scholarly investigations at the Nara Palace and Heijokyo capital sites. In carrying out management and administration, consideration shall also be given to the role of the volunteer organizations and other groups that cooperate in the management and administration of the Special Historic Site.

(ii) Consultation system for management and administration

- The Agency for Cultural Affairs will provide the necessary guidance and advice on management and administration from the viewpoint of protecting cultural properties and preserving and managing World Heritage assets. Management and administration based on the Preservation and Management Plan shall be subject to deliberation and monitoring by a conference of the interested parties or similar body established for this purpose, consisting of the Agency for Cultural Affairs, MLIT, Nara Prefecture, Nara City, the Nara National Research Institute for Cultural Properties and other experts.

## **Draft Outline of a “Preservation and Management Plan for the Nara Palace Site”**

### **1 Preservation and Management**

The Nara Palace Site, one of Japan’s most important archeological sites, is an emblem of the nation’s history of efforts to protect its cultural patrimony. Taking adequate account of this significance and this background, appropriate guidelines are to be established for its preservation and management as a Special Historic Site and as a World Heritage site. In sum, the policy calls for ensuring the preservation of the archeological resources of the ancient imperial palace site, which survives in good condition, and for preserving or improving the environment and landscape of the site. In order to put this policy into practice, it is necessary to identify the site’s components and set specific guidelines for their preservation and management, and also to establish Preservation and Management Zoning and related measures, paying adequate attention to those points that should be noted in light of the special nature of the site. These topics are addressed in Section 3.1, “Preservation and Management,” of the Implementation Plan for the Basic Scheme.

### **2 Restoration and Use**

In thinking about the restoration and use of the Nara Palace Site, while fully respecting the main principles of the Basic Scheme, it is also necessary to take sufficiently into account the state of progress of restoration plans and other programs contained in the Basic Scheme, together with changes in the surrounding environment and conditions affecting the site. The key concepts governing the restoration and use of the site are the three functions of a “site museum” described in the Basic Scheme: a place where ordinary people can deepen their understanding of the culture of an ancient capital palace through firsthand contact; a center for the improvement of scholarly investigation; and a place for the restoration and accumulation of techniques for the conservation, restoration, and presentation of archeological sites and relics. In order to promote these three functions, the basic approach thus becomes to make active use of the site as a place where ordinary people can deepen their understanding of the culture of an ancient capital palace through firsthand experience that is always fresh and vivid, as a result of restoration, exhibitions, and other methods of presentation based on constantly evolving research, technological restoration, and accumulation of technical expertise. To realize this approach, the following methods can be considered:

- (i) the active deployment of building full-scale replicas, presenting of historical remains, and other methods of presentation based on the results of excavations and other investigations, in order to contribute to the visitor's understanding of the spatial layout in ancient times;
- (ii) enhancement of the landscape without altering its basic appearance, together with provision of amenities, in order to contribute to the visitor's experience of the wide expanse and atmosphere of the site and to ensure the visitor's comfort;
- (iii) exhibitions, demonstrations, and related methods based on the results of excavations and other investigations and on technological restoration and the accumulation of technical expertise, in order to contribute to the visitor's firsthand understanding of the culture and history of the ancient capital palace;
- (iv) opening excavations to the public;
- (v) making public the state of restoration, including intermediate stages, based on the results of excavations and other investigations and on technological restoration and the accumulation of technical expertise.

Details of the activity hubs and flow lines, restoration zoning, and related measures are given in Section 3.3, "Use," and Section 3.4, "Restoration,"

### **3 Policy Directions for Conservation of the Surrounding Environment**

Conservation of the surrounding environment is essential to the preservation and enjoyment of the Nara Palace Site. However, this Draft Outline will simply list the policy directions that should be established in the Preservation and Management Plan, since measures to conserve the surrounding environment depend on cooperative arrangements among multiple entities: the local public bodies (Nara Prefecture and Nara City); the Agency for Cultural Affairs; MLIT, as the entity responsible for the NGP project; the Nara National Research Institute for Cultural Properties, as the entity responsible for scholarly investigations on the Nara Palace Site and related sites; local residents; and the entities that establish and operate public facilities such as railways and electric utilities. The following policy directions should be established:

- an appropriate policy direction regarding the location of facilities for research and site use on land surrounding the designated area of the Special Historic Site;
- the direction to be taken in urban planning policy, including the appropriate form of the road and rail networks based on accurate analysis of present and projected traffic volume in the Special Historic Site and surrounding area;

- a policy direction regarding appropriate land use and preservation of scenic beauty in the district surrounding the designated area of the Special Historic Site;
- a policy direction regarding the continuation of studies of related ancient sites on land surrounding the designated area of the Special Historic Site and the appropriate protection of these related sites, including adequate consideration of the possibility of designating them as Historic Sites, adding them to the designated area of the Special Historic Site, or similar measures.

#### **4 Management and Administration**

It will be necessary to establish a management and administration system for the Nara Palace Site and surrounding environment, based on close cooperative relationships and a division of roles among the related entities, namely, the Agency for Cultural Affairs, MLIT, Nara Prefecture, Nara City, and the Nara National Research Institute for Cultural Properties. The role of each of these entities can be defined as suggested below. Further, local residents and other relevant parties should be encouraged to become involved in the planning of public access to and use of the site and its management and administration, both by cooperating with conservation measures and by participating in volunteer activities and similar programs. With regard to the guidelines for management and administration, Section 3.6, "Implementation of Restoration; Management and Administration," of the Implementation Plan for the Basic Scheme gives details of the consultation arrangements and related matters.

- Roles of the related entities:
  - (i) Agency for Cultural Affairs: the entity responsible for state acquisition of land as a Special Historic Site, and for the handling of the site as a Special Historic Site through approval of changes in the existing condition and related procedures.
  - (ii) MLIT: the entity responsible for the NGP project; it is responsible for restoration, management and administration of the NGP area.
  - (iii) Nara Prefecture: the entity that manages the Special Historic Site, operates related public facilities, and is responsible for urban planning administration.
  - (iv) Nara City: the local public body in whose jurisdiction the Special Historic Site is located (the direct point of administrative contact with local residents); it also operates related public facilities and is responsible for urban planning administration.
  - (v) Nara National Research Institute for Cultural Properties: the entity responsible for scholarly investigations, technological restoration, and related activities; based on its scholarly investigations and other activities, it contributes to public access and use.



## **5 Conservation and Management as a World Heritage Site**

As the Nara Palace Site forms part of the World Heritage site "Historic Monuments of Ancient Nara," in order to maintain its outstanding universal value, it is essential that the parties concerned make further efforts to reach consensus regarding preservation and management within the area designated a Special Historic Site and the desirable preservation measures for the buffer zone.

Further, the World Heritage Committee requests the States Parties to submit a "Periodic Report on the State of Preservation and Management"; the next examination of periodic reports for the Asia-Pacific region is scheduled in 2012. At that time, Japan is requested to submit not only a conservation and management plan for each of the assets that constitute the "Historic Monuments of Ancient Nara," but also a "Comprehensive Conservation and Management Plan" that encompasses all eight of the assets, and this will require coordination among the parties concerned.

May 13, 2008

Adopted by the Commissioner for Cultural Affairs

Monuments and Sites Division

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CONSEIL INTERNATIONAL  
DES MONUMENTS ET DES SITES



INTERNATIONAL COUNCIL  
ON MONUMENTS AND SITES

## **CHARTER FOR THE PROTECTION AND MANAGEMENT OF THE ARCHAEOLOGICAL HERITAGE (1990)**

***Prepared by the International Committee for the Management of Archaeological Heritage (ICAHM) and approved by the 9th General Assembly in Lausanne in 1990.***

### **INTRODUCTION**

It is widely recognised that a knowledge and understanding of the origins and development of human societies is of fundamental importance to humanity in identifying its cultural and social roots.

The archaeological heritage constitutes the basic record of past human activities. Its protection and proper management is therefore essential to enable archaeologists and other scholars to study and interpret it on behalf of and for the benefit of present and future generations.

The protection of this heritage cannot be based upon the application of archaeological techniques alone. It requires a wider basis of professional and scientific knowledge and skills. Some elements of the archaeological heritage are components of architectural structures and in such cases must be protected in accordance with the criteria for the protection of such structures laid down in the 1966 Venice Charter on the Conservation and Restoration of Monuments and Sites. Other elements of the archaeological heritage constitute part of the living traditions of indigenous peoples, and for such sites and monuments the participation of local cultural groups is essential for their protection and preservation.

For these and other reasons the protection of the archaeological heritage must be based upon effective collaboration between professionals from many disciplines. It also requires the co-operation of government authorities, academic researchers, private or public enterprise, and the general public. This charter therefore lays down principles relating to the different aspects of archaeological heritage management. These include the responsibilities of public authorities and legislators, principles relating to the professional performance of the processes of inventories, survey, excavation, documentation, research, maintenance, conservation, preservation, reconstruction, information, presentation, public access and use of the heritage, and the qualification of professionals involved in the protection of the archaeological heritage.

The charter has been inspired by the success of the Venice Charter as guidelines and source of ideas for policies and practice of governments as well as scholars and professionals.

The charter has to reflect very basic principles and guidelines with global validity. For this reason it cannot take into account the specific problems and possibilities of regions or countries. The charter should therefore be supplemented at regional and national levels by further principles and guidelines for these needs.

## **DEFINITION AND INTRODUCTION**

### **Article 1**

The "archaeological heritage" is that part of the material heritage in respect of which archaeological methods provide primary information. It comprises all vestiges of human existence and consists of places relating to all manifestations of human activity, abandoned structures, and remains of all kinds (including subterranean and underwater sites), together with all the portable cultural material associated with them.

## **INTEGRATED PROTECTION POLICIES**

### **Article 2.**

The archaeological heritage is a fragile and non-renewable cultural resource. Land use must therefore be controlled and developed in order to minimise the destruction of the archaeological heritage.

Policies for the protection of the archaeological heritage should constitute an integral component of policies relating to land use, development, and planning as well as of cultural, environmental and educational policies. The policies for the protection of the archaeological heritage should be kept under continual review, so that they stay up to date. The creation of archaeological reserves should form part of such policies.

The protection of the archaeological heritage should be integrated into planning policies at international, national, regional and local levels.

Active participation by the general public must form part of policies for the protection of the archaeological heritage. This is essential where the heritage of indigenous peoples is involved. Participation must be based upon access to the knowledge necessary for decision-making. The provision of information to the general public is therefore an important element in integrated protection.

## **LEGISLATION AND ECONOMY**

### **Article 3.**

The protection of the archaeological heritage should be considered as a moral obligation upon all human beings; it is also a collective public responsibility. This obligation must be acknowledged through relevant legislation and the provision of adequate funds for the supporting programmes necessary for effective heritage management.

The archaeological heritage is common to all human society and it should therefore be the duty of every country to ensure that adequate funds are available for its protection.

Legislation should afford protection to the archaeological heritage that is appropriate to the needs, history, and traditions of each country and region, providing for in situ protection and research needs.

Legislation should be based on the concept of the archaeological heritage as the heritage of all humanity and of groups of peoples, and not restricted to any individual person or nation.

Legislation should forbid the destruction, degradation or alteration through changes of any archaeological site or monument or to their surroundings without the consent of the relevant archaeological authority.

Legislation should in principle require full archaeological investigation and documentation in cases where the destruction of the archaeological heritage is authorised.

Legislation should require, and make provision for, the proper maintenance, management and conservation of the archaeological heritage. Adequate legal sanctions should be prescribed in respect of violations of archaeological heritage legislation.

If legislation affords protection only to those elements of the archaeological heritage which are registered in a selective statutory inventory, provision should be made for the temporary protection of unprotected or newly discovered sites and monuments until an archaeological evaluation can be carried out.

Development projects constitute one of the greatest physical threats to the archaeological heritage. A duty for developers to ensure that archaeological heritage impact studies are carried out before development schemes are implemented, should therefore be embodied in appropriate legislation, with a stipulation that the costs of such studies are to be included in project costs. The principle should also be established in legislation that development schemes should be designed in such a way as to minimise their impact upon the archaeological heritage.

## **SURVEY**

### **Article 4.**

The protection of the archaeological heritage must be based upon the fullest possible knowledge of its extent and nature. General survey of archaeological resources is therefore an essential working tool in developing strategies for the protection of the archaeological heritage. Consequently archaeological survey should be a basic obligation in the protection and management of the archaeological heritage.

At the same time, inventories constitute primary resource databases for scientific study and research. The compilation of inventories should therefore be regarded as a continuous, dynamic process. It follows that inventories should comprise information at various levels of significance and reliability, since even superficial knowledge can form the starting point for protectional measures.

## **INVESTIGATION**

### **Article 5.**

Archaeological knowledge is based principally on the scientific investigation of the archaeological heritage. Such investigation embraces the whole range of methods from non-destructive techniques through sampling to total excavation.

It must be an overriding principle that the gathering of information about the archaeological heritage should not destroy any more archaeological evidence than is necessary for the protectional or scientific objectives of the investigation. Non-destructive techniques, aerial and ground survey, and sampling should therefore be encouraged wherever possible, in preference to total excavation.

As excavation always implies the necessity of making a selection of evidence to be documented and preserved at the cost of losing other information and possibly even the total destruction of the monument, a decision to excavate should only be taken after thorough consideration.

Excavation should be carried out on sites and monuments threatened by development, land-use change, looting, or natural deterioration.

In exceptional cases, unthreatened sites may be excavated to elucidate research problems or to interpret them more effectively for the purpose of presenting them to the public. In such cases excavation must be preceded by thorough scientific evaluation of the significance of the site. Excavation should be partial, leaving a portion undisturbed for future research.

A report conforming to an agreed standard should be made available to the scientific community and should be incorporated in the relevant inventory within a reasonable period after the conclusion of the excavation.

Excavations should be conducted in accordance with the principles embodied in the 1956 UNESCO Recommendations on International Principles Applicable to Archaeological Excavations and with agreed international and national professional standards.

## **MAINTENANCE AND CONSERVATION**

### **Article 6.**

The overall objective of archaeological heritage management should be the preservation of monuments and sites in situ, including proper long-term conservation and curation of all related records and collections etc. Any transfer of elements of the heritage to new locations represents a violation of the principle of preserving the heritage in its original context. This principle stresses the need for proper maintenance, conservation and management. It also asserts the principle that the archaeological heritage should not be exposed by excavation or left exposed after excavation if provision for its proper maintenance and management after excavation cannot be guaranteed.

Local commitment and participation should be actively sought and encouraged as a means of promoting the maintenance of the archaeological heritage. This principle is especially important when dealing with the heritage of indigenous peoples or local cultural groups. In some cases it may be appropriate to entrust responsibility for the protection and management of sites and monuments to indigenous peoples.

Owing to the inevitable limitations of available resources, active maintenance will have to be carried out on a selective basis. It should therefore be applied to a sample of the diversity of sites and monuments, based upon a scientific assessment of their significance and representative character, and not confined to the more notable and visually attractive monuments.

The relevant principles of the 1956 UNESCO Recommendations should be applied in respect of the maintenance and conservation of the archaeological heritage.

## **PRESENTATION, INFORMATION, RECONSTRUCTION**

### **Article 7.**

The presentation of the archaeological heritage to the general public is an essential method of promoting an understanding of the origins and development of modern societies. At the same time it is the most important means of promoting an understanding of the need for its protection.

Presentation and information should be conceived as a popular interpretation of the current

state of knowledge, and it must therefore be revised frequently. It should take account of the multifaceted approaches to an understanding of the past.

Reconstructions serve two important functions: experimental research and interpretation. They should, however, be carried out with great caution, so as to avoid disturbing any surviving archaeological evidence, and they should take account of evidence from all sources in order to achieve authenticity. Where possible and appropriate, reconstructions should not be built immediately on the archaeological remains, and should be identifiable as such.

## **PROFESSIONAL QUALIFICATIONS**

### **Article 8.**

High academic standards in many different disciplines are essential in the management of the archaeological heritage. The training of an adequate number of qualified professionals in the relevant fields of expertise should therefore be an important objective for the educational policies in every country. The need to develop expertise in certain highly specialised fields calls for international co-operation. Standards of professional training and professional conduct should be established and maintained.

The objective of academic archaeological training should take account of the shift in conservation policies from excavation to in situ preservation. It should also take into account the fact that the study of the history of indigenous peoples is as important in preserving and understanding the archaeological heritage as the study of outstanding monuments and sites.

The protection of the archaeological heritage is a process of continuous dynamic development. Time should therefore be made available to professionals working in this field to enable them to update their knowledge. Postgraduate training programmes should be developed with special emphasis on the protection and management of the archaeological heritage.

## **INTERNATIONAL CO-OPERATION**

### **Article 9.**

The archaeological heritage is the common heritage of all humanity. International co-operation is therefore essential in developing and maintaining standards in its management.

There is an urgent need to create international mechanisms for the exchange of information and experience among professionals dealing with archaeological heritage management. This requires the organisation of conferences, seminars, workshops, etc. at global as well as regional levels, and the establishment of regional centres for postgraduate studies. ICOMOS, through its specialised groups, should promote this aspect in its medium- and long-term planning.

International exchanges of professional staff should also be developed as a means of raising standards of archaeological heritage management.

Technical assistance programmes in the field of archaeological heritage management should be developed under the auspices of ICOMOS.

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## Overview of the basic plan for the Asuka-Nara Palace Site Historical National Government Park (Nara Palace Site)

### \* Purpose

This Basic Plan mandates the fundamental steps to be taken in moving forward with the long term development and management of the Special Historic Site Nara Palace Site (Nara City, Nara Prefecture) which is a constituent part of the World National Heritage site "Historic Monuments of Ancient Nara". The plan is designed in response to the project launch in FY2008 and is aiming at furthering the preservation and utilization of the site.

In addition, Nara Prefecture and other local government authorities will be partnering with the park in unified development of the surrounding area as the urban planned park. Because of this, the Basic Plan takes as its object this entire area.

### \* Basic concept and approach of the development and management of the park

Based on the basic approach outlined by the Agency for Cultural Affairs in its Basic Scheme for the Preservation and Development of the Nara Palace Site and the subsequent Implementation Plan, and with the aim of creating a place where "the Nara period can be experienced today" through the preservation and utilization of the Nara Palace Site within the historical and cultural landscape of the ancient capital of Nara, we will proceed with the project in line with the following policies;

- Appropriate preservation and utilization as a historical and cultural asset that has been designated both a Special Historic Site and a World Heritage site.
- A first-hand experience of the history and culture of the ancient Japanese state
- Creating a center for the appreciation of the history and culture of ancient Nara
- A spatial configuration facilitating optimal utilization as a National Government Park

### \* Functions to Be Incorporated

Assuming the consistent preservation of the precious historical and cultural assets as a primary responsibility, the following functions will be incorporated into the makeup of the park.

#### ① First-hand historical and cultural experience

- Opportunity to experience the history and culture of the ancient Japanese state at first hand will be provided through active utilization of the site based on the results of archaeological excavations and research which will continue in the future, and the creation of a landscape that makes optimal use of the broad spatial scale of the Nara Palace site.
- The principal ancient structures will be reconstructed in their original locations at their original size based on the result of the sufficient investigation and survey, and utilized in optimal manner. As for other major structures, measures should be taken to help visitors feel the ambience of the ancient Nara Palace and its surroundings. Those measures may include visitor-friendly display, interpretive materials and facilities to display the excavated artifacts.

#### ② A center for historical and cultural communication

- The Nara Palace Site will serve as a center for the dissemination of tourist information as well as knowledge regarding the site and the history and culture of the ancient Nara as a whole, to both a domestic and international audience.
- It will also serve as a venue for events contributing to international and regional communication related to history and culture.

#### ③ Hub for a tourist network

- As a key site for tours of the ancient capital of Nara, the special characteristics of the Nara Palace Site will be utilized to provide a first-hand historical and cultural experience to visitors.
- It will at the same time serve as a welcoming point for visitors to Nara by disseminating tourist information and developing transportation terminal.

#### ④ Protecting and augmenting the natural environment

- \* By protecting and augmenting the precious greenspace that has survived within its urban setting, and through careful planning for its use, a venue for the experience of nature will be provided.

#### ⑤ Recreation

- Multipurpose parklands and facilities to enjoy the passage of the times and the seasons will be created within this precious urban greenspace to support its continuing use for a variety of recreational functions at the same time as to enhance its attractiveness as a park .
- The site will be equipped to enable its use as an emergency evacuation area in case of earthquake and other emergency disasters.

#### ⑥ Amenities

- A variety of new facilities will be developed to make the park more pleasant and convenient for a diversity of visitors.
- Involvement of local citizens, NPOs, and other interested parties will be encouraged.

### \* Planning for utilization and development

The area of the park has been defined as approximately 130 hectare space centered on the nationalized land of the Nara Palace Site, incorporating the Suzaku Avenue Historic Site and adjacent areas to its east and west, as well as the southeastern portion of the Nara Palace Site as the sufficient areas necessary for the development of the functions to be incorporated. The park area will be divided into 4 zone and hard/soft components will be developed according to the role of each respective zone.

Location, role and development plan of the major facilities in each zone are shown on the map on the reverse side.

The development of all facilities will be premised upon preservation of the historical assets. Special attention should be paid so as not to destroy the ambience of the Nara Palace Site.

### \* Management and Administration Policy

By offering a series of events and programs making full use of the Nara Palace Site's unique facilities and assets, management and administration will aim at enabling all visitors to enjoy and understand the history and culture of ancient times. The new archaeological knowledge gained as a result of ongoing excavation surveys and research should be utilized proactively throughout the process. The participation of a diverse range of volunteers, from local residents to NPOs will be encouraged with the aim of enhancing management and administration of the park.

Furthermore, management and administration will be conducted in a manner appropriate to a National Government Park offering a high level of comfort and convenience to its visitors, with due considerations to the aspects such as dissemination of information on park's facilities and attractions, support for elderly and people with disabilities, establishment of the rules for park use, appropriate facilities management/horticultural maintenance and sanitation. Cost effectiveness shall also be considered. As being established in the historical site, the park will be managed within a framework that enables the relevant institutions to divide their responsibilities and collaborate closely so as not to cause inconvenience to the park visitors.

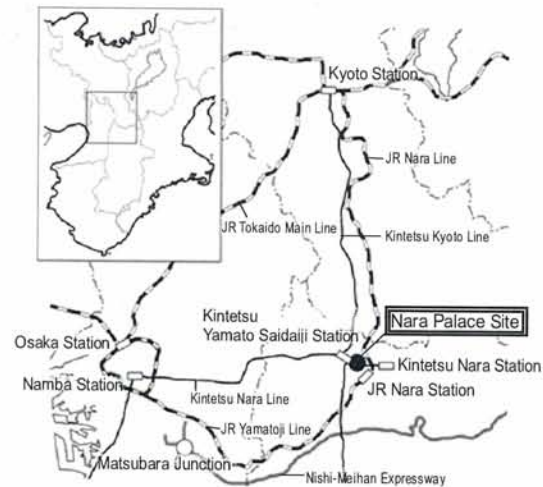
### \* Phased development plan

As a result of the historic process, there are a number of existing features within the Nara Palace Site, including roads, rail lines, and cultural properties research facilities.

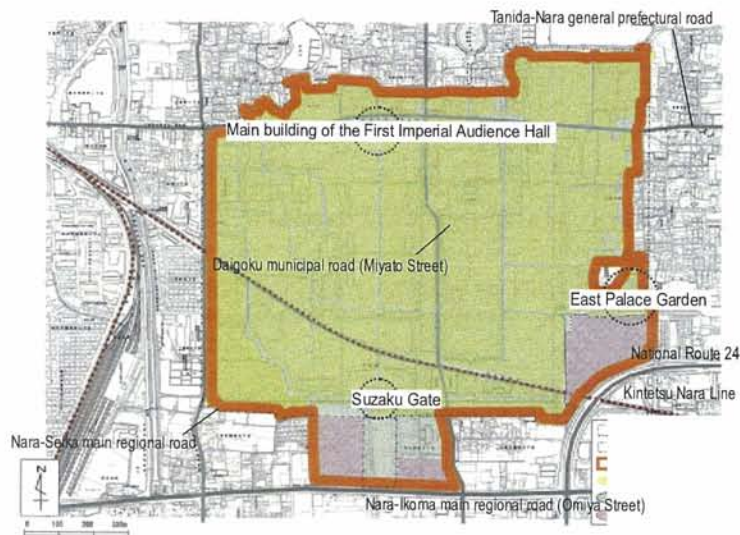
These features will be relocated in the future, and in order for the park to fulfill its functions as fully as possible even during the period of relocation, development will proceed in phases, together with the close communication and coordination among relevant institutions.



## \* Location



## \* The Park Area (Under Considered in the Urban Plan)



- Nara Palace Special Historic Site
- Suzaku Avenue Historic Site
- Park area under consideration in the urban plan
- Heijo Palace Site nationalized land
- Area to be developed by the national government
- Area to be developed by Nara Prefecture and other local bodies

## \* Zoning and Facility Planning

### Core Zone

- The core of the Special Historic Site, where excavation surveys and research are being conducted, will be defined as the Core Zone, the principal function of which will be utilization of the historic assets of the site.
- The area will be developed to enable optimal utilization of the historical assets, centering on the reconstructed buildings such as Suzaku Gate and the First Imperial Audience Hall Compound, with the aim of making it a zone which gives visitors the experience of the ancient Nara Palace and its surroundings. Special events and educational programs will be organized to help visitors recall this ancient grandeur.



Reconstruction image of the First Imperial Audience Hall Compound

### Green Zone

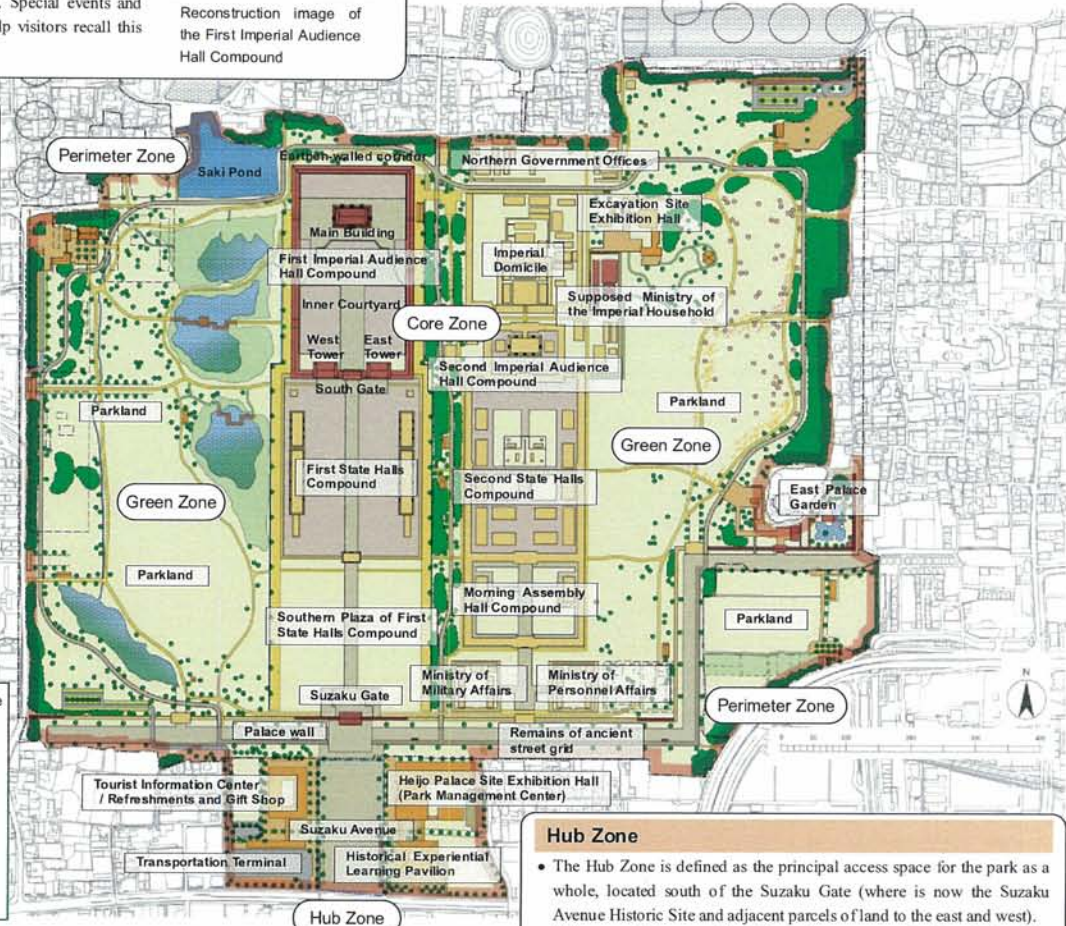
- The largely unexcavated areas flanking the central portion of the Special Historic Site will be designated the Green Zone.
- The Green Zone will allow visitors to experience the spaciousness of the palace site as a whole and its historical connection to the surrounding area, while enjoying the panoramic view of Wakakusayama and Ikomayama.
- Utilizing a natural environment comprised of grassy meadowland as well as wetlands, it will also serve as an area for a variety of recreational activities such as strolling, enjoying the flowers and other vegetation or nature appreciation.



- Nara Palace Special Historic Site
- Suzaku Avenue Historic Site
- Park area under consideration in the urban plan
- Planned roadways
- Reconstructed buildings
- Other buildings (visitor services, etc.)
- Foundation displays

### Perimeter Zone

- The Perimeter Zone is defined mainly as the outer edges of the Special Historic Site, to be used to enhance visitor service functions as well as to provide a buffer from the contiguous urban areas and create the appropriate landscape.
- Trees will be planted between the Nara Palace Site and the contiguous urban areas. The Circular Route around the palace site and service facilities necessary for the park entrance/exit will be established in this area.



### Hub Zone

- The Hub Zone is defined as the principal access space for the park as a whole, located south of the Suzaku Gate (where is now the Suzaku Avenue Historic Site and adjacent parcels of land to the east and west).
- This zone will serve as both the main entrance to the Nara Palace Site and as a welcoming point for visitors to Nara. The headquarters for park management and administration and hub facilities for tourist network will be intensively developed in this area.
- It will also be structured spatially from Suzaku Avenue to the Suzaku Gate, giving visitors a sense of the vast scale of the ancient capital of Heijokyo.



- This plan shows the palace site as it would appear if necessary conditions were met and the roads, rail lines, cultural properties research facilities, etc., currently located within the site were relocated and rebuilt elsewhere.
- This drawing represents the proposals of the Basic Plan; further planning may result in changes to the details of the siting, scale, and form of the individual facilities rendered here. In addition, the Main Paths in the park will be modeled in principle on the ancient street layout as elucidated by survey and research findings.
- As a result of new findings from ongoing excavation survey and research, the First and Second State Halls Compounds are now known as the Central State Halls Compound and the Eastern State Halls Compound, but in this plan the earlier names are retained for sake of consistency with the terminology used in the Implementation Plan for the Basic Scheme for the Preservation and Development of the Nara Palace Site.